



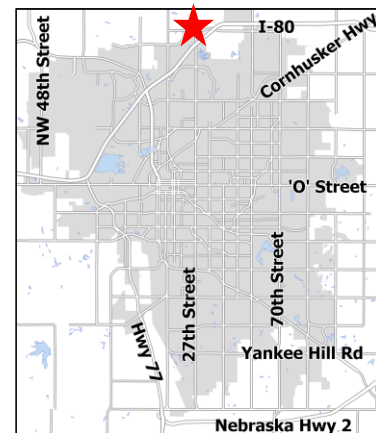
LINCOLN/LANCASTER COUNTY PLANNING COMMISSION STAFF REPORT
FROM THE LINCOLN/LANCASTER COUNTY PLANNING AND DEVELOPMENT SERVICES DEPARTMENT
555 S. 10TH STREET, SUITE 203, LINCOLN, NE 68508

APPLICATION NUMBER	FINAL ACTION?	DEVELOPER/OWNER
Annexation #26008	No	City of Lincoln
Change of Zone #26016		
PLANNING COMMISSION HEARING DATE	RELATED APPLICATIONS	PROPERTY ADDRESS/LOCATION
August 19, 2026	None	N 27 th Street and Arbor Road

RECOMMENDATION: APPROVAL

BRIEF SUMMARY OF REQUEST

This is a combined request for annexation and a change of zone from AG Agriculture to P Public on approximately 154.88 acres of land located at the northwest corner of N 27th Street and Arbor Road. The request was initiated by the Lincoln Parks and Recreation department to facilitate the development of the Cornhusker Bank Park. Approximately 58 acres of land within this request will be used as a park open to the public, 84 acres will be initially used for conservation and cattle grazing, and 11 acres, owned by the Lower Platte South Natural Resources District (NRD), is being held for future development of an office building to be used by the NRD.



JUSTIFICATION FOR RECOMMENDATION

The property is not located within the future service limit or designated on the growth tier map. The planned park at this location does align with several aspects of the comprehensive plan. City services are planned to be provided, which necessitates annexation. Additionally, this development would create a new public park to be utilized by the community and provides area for environmental conservation efforts.

APPLICATION CONTACT

J.J. Yost, (402) 441-8255,
jjyost@lincoln.ne.gov

STAFF CONTACT

Tanner Hiemer, (402) 441-6369 or
thiemer@lincoln.ne.gov

COMPATIBILITY WITH THE COMPREHENSIVE PLAN

The location proposed for annexation is not shown to be within the City's future service limit and is not identified as Tier 1, Tier 2, or Tier 3 on the 2050 Growth Tier map. This area is not in a growth tier due to the numerous saline wetlands in the Little Salt Creek corridor. The park and conservation uses are part of the effort to preserve the saline wetlands in this area. The future land use designation for the area largely aligns with the intended use as a public park and conservation area. The Comprehensive Plan does indicate that any area that is to receive city services should be annexed, which is consistent with the planned use of the location.

KEY QUOTES FROM THE 2050 COMPREHENSIVE PLAN

Introduction Section: Growth Framework

Figure GF.b: 2050 - This site is shown as future agricultural, agricultural stream corridor, and environmental resources on the 2050 Future Land Use Plan.

Land Use Plan – Agricultural - Amendment 11 also clarifies a part of the Uses Permitted or Prohibited Within Required Yards section of Chapter 27.72 that both outdoor dining and drinking are allowed in the required front yard setback. This section could be interpreted that only the consumption of food is allowed in outdoor dining, not drinking. No limitation on drinking was envisioned when this text was adopted.

Agricultural Stream Corridor - Land intended to remain in open space, predominately in agricultural use, but that may also include parks, recreation fields, or parking areas when near future commercial, industrial, or public uses. These areas are mostly in the 100 year floodplain, outside of the existing Lincoln urban development.

Environmental Resources - Land and water masses which are of particular importance for maintenance and preservation, such as saline wetlands, native prairie, and some floodway and riparian corridors.

Fundamentals of Growth in Lancaster County

Natural and environmentally sensitive areas should be preserved within and between neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods. The natural topography and features of the land should be preserved by new development to maintain the natural drainageways and minimize land disturbance.

Elements Section

E1: Complete Neighborhoods and Housing

A complete neighborhood is more than housing – great neighborhoods combine all the elements of parks, education, commercial areas, environmental resources, and housing together in one place.

A complete neighborhood is one where residents have safe and convenient access to goods and services needed for daily life activities.

Figure E1.a: Strategies for Design, Sustainability and Complete Neighborhoods in Developing Areas

1. Encourage a mix of compatible land uses to develop more complete neighborhoods:
 - a. Similar uses on the same block face: residential faces residential.
 - b. Similar housing densities developed near each other: single-family and “missing middle” residential (3-12 units) scattered throughout with higher density residential (more than 12 units) near the neighborhood edge or clustered near commercial centers.
 - c. Non-residential uses, including parking lots, should be screened from residential areas.
 - d. Locate Commercial Centers so as residents can safely access essential goods and services (i.e. not located across arterial streets) and no more than a 15-minute walk from all residences.
2. Require sidewalks on both sides of all streets.
3. Encourage locations within neighborhoods to grow local food.
4. Plan for residences to be located within 1 mile to an existing or planned multi-use trail.

5. Plan for residences to be located within 1/2 mile to an existing or planned neighborhood park.
6. Integrate transit stops into developing neighborhoods and within a ½ mile distance from residences.
7. Encourage employment areas to be within a 15-minute walking distance to residences.
8. Plan for elementary or middle schools to be within a 15-minute walking distance to residences.
9. Encourage pedestrian orientation with parking at rear of residential and neighborhood commercial uses.
10. Develop shorter block lengths to provide multiple connections across residential and commercial areas.
11. Provide pedestrian connections when maximum block lengths are exceeded.
12. Encourage shared City and School facilities (aka SPARKS).
13. Provide adequate curb space to allow for on-street parking.
14. Encourage alley access and shared driveways to reduce interruptions to pedestrians, to preserve on street parking capacity, and to reduce automobile conflict points.
15. Support preservation or restoration of natural areas, and limit stream or drainageway crossings.

Policies Section

P18: Conservation Design - Promote conservation design principles with both new growth and redevelopment projects.

Action Steps

1. Encourage conservation design principles as part of the development process. Developments that incorporate conservation design principles should be eligible for greater densities, height, lot, and area adjustments. Examples of conservation design best practices include:
 - a. Development setbacks beyond the minimum floodplain corridor in order to help preserve riparian habitat.
 - b. Land area within new developments that is designated specifically for trees and/or prairie.
 - c. Sustainable landscape design that includes native and drought-tolerant plantings, limited use of turf grass, rain gardens, bioswales, infiltration beds, and constructed wetlands.
 - d. Cluster subdivision design that protects flood-prone areas by grouping new development in less-sensitive areas within a subdivision while maintaining a high overall building density.
 - e. Dedication of a portion or all of a building's roof space as a green roof.
 - f. Minimizing disturbance of the natural topography on a development site.
2. Incorporate conservation design principles into public projects and development projects utilizing public funds (such as TIF) as appropriate.
3. Incorporate conservation design into new subdivisions with the initial steps of completing an inventory of existing and future land uses, natural resource evaluation, and a build out map. Utilize goals of the Lincoln Climate Plan as a guide for developing conservation design recommendations.
4. Promote development of conservation design standards of new subdivisions that maximize open space conservation and interconnected network of such open spaces while being sensitive to overall building density.
5. Develop project approaches which view stormwater as an asset, by working with the natural topography and using wetlands, floodplains, and natural drainage corridors as natural ways to manage flood flows and stormwater runoff.

P29: Neighborhood Parks - Continue to develop Neighborhood Parks to serve newly developing areas of Lincoln.

Action Steps

1. Locate Neighborhood Parks close to the center of residential areas and within a 10-minute walking distance of a majority of residents; park sites should be readily accessible by pedestrians and bicyclists.
3. Locate Neighborhood Parks adjacent to greenway linkages where possible. Where possible, select sites for Neighborhood Parks that allow for multiple functions, such as stormwater management or habitat conservation.
4. As the City continues to grow and the community demographics shift, seek out opportunities to provide neighborhood park activities that address the needs of different cultures age groups, and abilities.
5. Locate park sites where residents living in surrounding homes, people in passing vehicles, or pedestrians can view activities in the park to provide for informal supervision.
6. Identify opportunities to acquire and develop Neighborhood Parks in established neighborhoods that are deficient in Neighborhood Park resources, particularly in those neighborhoods where indicators of vulnerability are higher.

P80: Annexation - Annexation should be utilized to provide municipal services in a fair and efficient manner.

The City of Lincoln requires that properties receiving municipal services be located within city limits. City annexation should occur before any property is provided with water, sanitary sewer, or other potential City services. In most cases this also means that annexation must occur prior to a property receiving an urban zoning designation. The City routinely annexes land at the request of a developer or landowner as part of the regular development process. This allows properties to be supplied with City services when they are needed, and the City benefits from the property taxes, utilities, and other fees that City residents pay. Some properties along the City's edge may not be interested in further development and thus will not request annexation. In some cases it is necessary for the City to initiate annexation of adjacent properties that are already developed and require a minimal public investment to serve.

Action Steps

1. Regularly evaluate for potential annexation all property along the city's edge for which basic infrastructure is generally available or planned for in the near term. The City should annex land in Tier 1 Priorities A and B that is contiguous to city limits and generally urban in character. All land that is engulfed by the City should be annexed.
2. Provide advance notice to properties that may be subject to city-initiated annexation.
3. Properties within the Tier 1 Priority A growth area should be annexed upon approval of final plat.
4. Coordinate the provision of services for areas considered for annexation with the Capital Improvement Program.

CLIMATE ACTION PLAN SPECIFICATIONS:

p. 25 Key Initiative – Maximize Natural Climate Solutions

- Continue to support prairie restoration and protection of natural resources.

Continue to use a Rain-to-Recreation model to utilize floodplain for appropriate recreational activities.

ANALYSIS

1. This is a combined request for both an annexation and change of zone for 154.88 acres of land located at the northwest corner of N 27th Street and Arbor Road. The proposed change of zone is from AG Agriculture to P Public to better facilitate the main intended use as a park and conservation area.

2. The approximately 155 acres of land is comprised of three separate parcels. Two parcels, comprising 56 and 84 acres, respectively, will be used by the Parks department. The 56 acre parcel is planned to be utilized as a community park and the 84 acre parcel will initially be used for conservation efforts and cattle grazing, with the possibility of including walking trails in the future. The third parcel, approximately 11 acres, is owned by the NRD, with plans to construct an office building and associated uses for the NRD in the future.
3. The area that is proposed for annexation is not within any growth tier on the 2050 Growth Tier Map and is shown to be outside of the City's future service limit. The plan to develop this property as a public park and provide city services necessitates that land be annexed.
4. The Future Land Use designation for these properties is shown as a mixture of Agricultural, Agricultural Stream Corridor, and Environmental Resources. While the intended office use does not fit with in the agricultural future land use designation, using the land as a public park and for conservation purposes does fit within both the agricultural stream corridor and environmental resources designations.
5. Adjacent right-of-way along both N 27th Street and Arbor Road will be included in the annexation as required by state statute. Of note, Arbor Road does include a bridge that spans Little Salt Creek just prior to intersecting N 27th street from the west. Currently, the Lancaster County Engineer is working on a project to address the current condition of the bridge, but there is no specific timeline for the completion of this project.
6. There is a tappable water main located adjacent to the main parks parcel within the Arbor Road right-of-way. There is no wastewater sewer currently available at the subject properties with the nearest line being approximately a half mile to the south. Much of the area intended for annexation is not considered to be able to be served by sanitary sewer.

CONDITIONS OF APPROVAL: See attached.

EXISTING LAND USE & ZONING: Agricultural Production

AG Agricultural

SURROUNDING LAND USE & ZONING

North: Agricultural Production	AG Agricultural
South: Agricultural Production	R-3 Residential
East: Agricultural Production	AG Agricultural
West: Agricultural Production	AG Agricultural

APPROXIMATE LAND AREA: 154.88 acres, more or less

PROPOSED CITY COUNCIL DISTRICT ASSIGNMENT: District 4

LEGAL DESCRIPTION: Annexation – Lots 59, 61, 62 I.T., a portion of North 27th Street right of way, and a portion of Arbor Road right of way, all located in the northeast corner of Section 25, Township 11 North, Range 6 East of the 6th P.M., Lancaster County, Nebraska

Change of Zone - Lots 59, 61, 62 I.T., all located in the northeast corner of Section 25, Township 11 North, Range 6 East of The 6th P.M., Lancaster County, Nebraska

Prepared by Tanner Hiemer, Planner
(402) 441-6369 or thiemer@lincoln.ne.gov

Date: August 20, 2026

Applicant/Contact: City of Lincoln

Owner: City of Lincoln, Lower Platte South NRD

<https://linclanc.sharepoint.com/sites/PlanningDept-DevReview/Shared Documents/DevReview/AN/26000/AN26008 & CZ26016 Cornhusker Bank Park.tjh.docx>



ROW shown for purposes of annexation only.

**Annexation #: AN26008 and
Change of Zone #: CZ26016 (AG to P)
N 27th St & Arbor Rd**

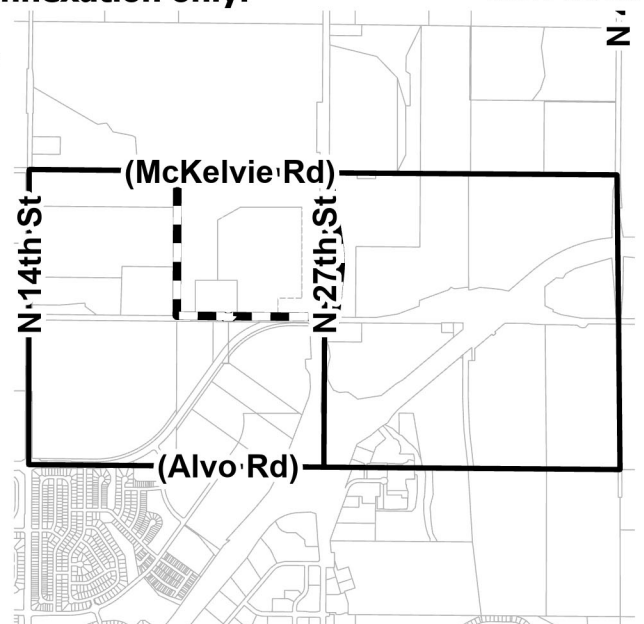
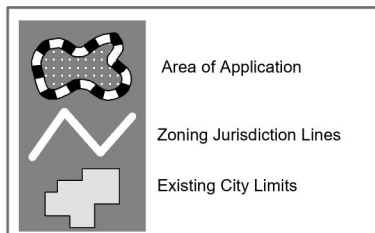
2024 aerial



Zoning:

- R-1 to R-8 Residential District
- AG Agricultural District
- AGR Agricultural Residential District
- O-1 Office District
- O-2 Suburban Office District
- O-3 Office Park District
- R-T Residential Transition District
- B-1 Local Business District
- B-2 Planned Neighborhood Business District
- B-3 Commercial District
- B-4 Lincoln Center Business District
- B-5 Planned Regional Business District
- H-1 Interstate Commercial District
- H-2 Highway Business District
- H-3 Highway Commercial District
- H-4 General Commercial District
- I-1 Industrial District
- I-2 Industrial Park District
- I-3 Employment Center District
- P Public Use District

**Two Square Miles:
Sec.30 T11N R07E
Sec.25 T11N R06E**



From: David R. Cary <dcary@lincoln.ne.gov>

Sent: Tuesday, July 7, 2026 7:20 AM

To: Steven J. Dush <SDush@lincoln.ne.gov>; Steve S. Henrichsen <shenrichsen@lincoln.ne.gov>; Paul D. Barnes <PBarnes@lincoln.ne.gov>

Subject: Fw: Annexation Request for Cornhusker Bank Park

Please add this to our discussions. Thanks.

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From: JJ Yost <jyost@lincoln.ne.gov>

Sent: Monday, 06 July 2026 16:31:49

To: David R. Cary <dcary@lincoln.ne.gov>

Cc: Maggie J. Stuckey-Ross <MStuckey-Ross@lincoln.ne.gov>

Subject: Annexation Request for Cornhusker Bank Park

Hello David,

I would like to formally request the initiation and consideration of annexation for the recently acquired community park parcels (3 including a parcel acquired by the Lower Platte South Natural Resources District, NRD) generally located at the northwest corner of the 27th Street and Arbor Road intersection. Together, these parcels form a community park we have now officially named Cornhusker Bank Park (CBP).

Current city limits follow Arbor Road immediately adjacent to the south property line for the park and this request is to revise the limits to specifically include CBP. Please note that it is our intent to annex solely the park parcels and not adjoining or surrounding properties beyond the boundaries of the park itself.

While a timeline for full park development has not yet been determined, it is Lincoln Parks and Recreation's intention to provide expanded recreational opportunities, improve access to public open space, and support the long-term quality of life needs to residents with both current and future development of this community park. To ensure the park can be effectively developed, maintained, and incorporated into the City's long-range planning and service framework, we are requesting annexation to support the following:

- Consistent municipal oversight and planning coordination;
- Allow for the extension of appropriate City services as needed, and align the park with the City's future growth and community development objectives;
- Support orderly and logical municipal growth patterns through the incorporation of contiguous public property;
- Establish clear municipal ownership and oversight for public land intended to serve community residents.

As the annexation review process proceeds, please advise us regarding any additional documentation, legal descriptions, maps, or procedural requirements needed to facilitate consideration for annexation.

Thank you and please feel free to contact me with questions, concerns or the need for any additional information.

J.J.



J.J. Yost

Assistant Director of Parks and Recreation
City of Lincoln

Office: 402-441-8255

Fax: 402-441-9249

3131 O St, Ste 300

Lincoln, NE 68510

lincoln.ne.gov/Parks