



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
Comprehensive Plan Amendment 26003	No	Arbor Farms, LLC
Growth Tier and Land Use Amendment		
PLANNING COMMISSION HEARING DATE	RELATED APPLICATIONS	PROPERTY ADDRESS/LOCATION
October 28, 2026	AN26010, CZ26024, PP26002	NW 57 th St and W Thatcher Lane

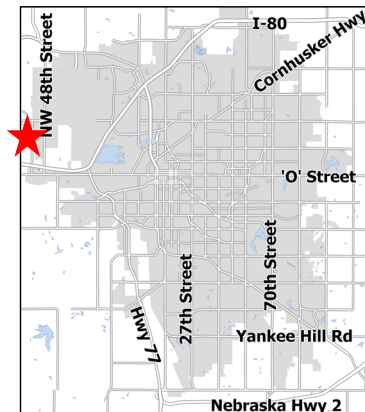
RECOMMENDATION: APPROVAL

BRIEF SUMMARY OF REQUEST

This is a request to adjust the Priority Growth Areas Map, 2050 Future Service Limit, and Future Land Use Map. This Comprehensive Plan Amendment (CPA) request is related to AN26010, CZ26024 and PP26002 applications which are for Hennessey Heights. This is a proposed single family residential development on 50.76 acres generally located near NW 57th Street and W Thatcher Lane in northwest Lincoln. The annexation area is approximately 47 acres.

A summary of the changes is below:

- Revise the Priority Growth Areas Map to change property from Tier III to Tier I Priority A for the proposed annexation area.
- Revise the 2050 Future Service Limit to match the revised Tier I boundary.
- Revise the 2050 Future Land Use Map to change from Agricultural to Urban Density Residential for the proposed annexation area.



JUSTIFICATION FOR RECOMMENDATION

The proposal is justified as per the Comprehensive Plan any land with approved development plans that includes immediate or future city infrastructure should be Tier 1A. All Tier I properties become part of the 2050 Future Service Limit. The future land use change is consistent with the growth tier change and proposed preliminary plat.

APPLICATION CONTACT

Rick Onnen (402) 420-7217

STAFF CONTACT

George Wesselhoft, (402) 441-6366 or
gwesselhoft@lincoln.ne.gov

COMPATIBILITY WITH THE COMPREHENSIVE PLAN

The Comprehensive Plan allows for the Priority Growth Area maps to be flexible and respond to development.

COMPREHENSIVE PLAN SPECIFICATIONS:

Introduction Section: Growth Framework

Benefits of Well-Planned Growth

Predictable and efficient provision of new infrastructure. The City's policy of contiguous growth anchored by a gravity-flow wastewater system provides a cost-effective, predictable, and efficient way to construct and maintain urban infrastructure and services necessary to serve new growth areas.

Land Use Plan

[Figure GF.b: 2050](#) - This site is shown as future Agricultural on the 2050 Future Land Use Plan.

[Land Use Plan](#)

Agricultural. Land principally in use for agricultural production and compatible industries like solar and wind energy production. Agricultural land may be in transition to more diversified agribusiness ventures such as growing and marketing of products (e.g., horticulture, silvaculture, aquaculture) on site. Some land in the Agricultural category may be enrolled in voluntary preservation programs such as the USDA Conservation Reserve Program (CRP).

Urban Residential. Residential uses in areas with varying densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre. All types of housing are appropriate here, from detached single family, duplex and missing middle, to higher density multi-family. Undeveloped areas shown as Urban Residential may also include neighborhood-scale commercial and other compatible uses that will be added to the map after approval of development plans.

Future Growth Tier Map

[Figure GF.c: 2050 Priority Growth Areas](#) - This site is shown as future Tier III on the 2050 Future Land Use Plan.

(Descriptions of applicable growth tiers begin on [page 1.15](#))

Guidelines for Amending Priority Areas:

- Infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.
- The community should only approve development proposals that can be adequately served by initial urban improvements such as electricity, water, sewer, pedestrian facilities and roads, and by all urban improvements and services in the long term. Initially, roads may not be built to the full capacity; for example, rural asphalt roads may continue to be used for some period, or a two lane urban street may be built and later expanded to four lanes with turn lanes when conditions warrant. Public safety

services and schools may be provided to an area by facilities that are more distant and new facilities phased in over time.

- Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B and C areas.
- It is anticipated that there may be unique circumstances that may warrant consideration of development of land in Priority B prior to the full completion of improvements in Priority A. In addition it is expected that there will be proposals to change land from Priority C to B. Proposals for changes from Priority C to B should be evaluated and considered through a review process that should consider the following items:
 - The project is contiguous to the City and proposed for immediate annexation (for Priority A), and is consistent with principles of the Comprehensive Plan.
 - The developer provides information demonstrating how the necessary infrastructure improvements to serve the area would be provided and financed. The City should contact other public agencies to obtain their report on the infrastructure necessary to serve the area, including utilities, roads, fire service, public safety, parks, trails, schools and library needs.
 - The impacts that development in the area will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs are addressed, including impact of financing, utility rates and other revenue sources and to what degree the developer is willing to finance improvements. In order to maintain a fiscally constrained plan, acceleration of one project may mean other planned projects must be removed from the list of future facilities.
 - There is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.

COMPREHENSIVE PLAN SPECIFICATIONS:

Introduction Section: Growth Framework

Future Growth Tier Map

Tier I

Tier I reflects the “Future Service Limit,” approximately 50 square miles of developing areas and beyond the existing city limits where urban services and inclusion in the city limits are anticipated within the 30-year planning period. This area should remain in its current use in order to permit future urbanization by the City.

Priority A of Tier I — 18.1 square miles

Priority A is comprised of undeveloped land within the City limits, as well as areas that are not yet annexed but which have approved preliminary plans such as preliminary plats, use permits, community unit plans, or planned unit developments, or areas outside city limits that will have immediate infrastructure access upon annexation.

Priority B of Tier I — 16.8 square miles

Areas designated for development in the first half of the planning period (to 2036) are generally contiguous to existing development and should be provided with basic infrastructure as they develop. Some of the

infrastructure required for development may already be in place. Some infrastructure improvements may be made in the near term while others, such as road improvements that are generally more costly, may take longer to complete. In certain cases, areas in Priority B have special agreements that include some level of commitment to build future infrastructure. These areas move into Priority A upon approval of development plans.

Priority C of Tier I — 18.8 square miles

The next areas for development, after 2036, are those which currently lack almost all infrastructure required to support urban development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's Capital Improvement Program (CIP), but will be actively planned for in the longer term capital improvement planning of the various city and county departments.

Tier II

Tier II is an area of approximately 19 square miles that defines the geographic area the city is assumed to grow into immediately beyond Tier I. It shows areas where long term utility planning is occurring today and acts as a secondary reserve should Tier I develop faster than anticipated. Tier II should remain in its current use in order to allow for future urban development.

Guidelines for Amending Priority Areas

- Infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.
- The community should only approve development proposals that can be adequately served by initial urban improvements such as electricity, water, sewer, pedestrian facilities and roads, and by all urban improvements and services in the long term. Initially, roads may not be built to the full capacity; for example, rural asphalt roads may continue to be used for some period, or a two lane urban street may be built and later expanded to four lanes with turn lanes when conditions warrant. Public safety services and schools may be provided to an area by facilities that are more distant and new facilities phased in over time.
- Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B and C areas.
- It is anticipated that there may be unique circumstances that may warrant consideration of development of land in Priority B prior to the full completion of improvements in Priority A. In addition it is expected that there will be proposals to change land from Priority C to B. Proposals for growth tier changes should be evaluated and considered through a review process that should consider the following items:
 - The project is contiguous to the City and proposed for immediate annexation (for Priority A), and is consistent with principles of the Comprehensive Plan.
 - The developer provides information demonstrating how the necessary infrastructure improvements to serve the area would be provided and financed. The City should contact other public agencies to obtain their report on the infrastructure necessary to serve the area, including utilities, roads, fire service, public safety, parks, trails, schools and library needs.
 - The impacts that development in the area will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs are addressed, including impact of financing, utility rates and other revenue sources and to what degree the developer is willing to

finance improvements. In order to maintain a fiscally constrained plan, acceleration of one project may mean other planned projects must be removed from the list of future facilities.

- There is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.
- Growth into most of the Priority C areas is comparatively inefficient in terms of required capital investment as compared to the Priority B areas.

Tier III

Tier III provides an approximately 128.4 square mile area for Lincoln's longer term growth potential — beyond 50 years. This area is based upon the drainage basins located within the 3-mile extraterritorial jurisdiction, excluding the area identified as Salt Creek Tiger Beetle habitat. Little active planning of utilities or service delivery is likely to occur in the near term in Tier III. However, it should also remain in its present use in order to provide for future urban development.

Policies Section

Policy 53: Gravity Flow Collection System - The City's wastewater collection system, in general, will continue to be a gravity flow system that is designed to use gravity as the main energy source to convey wastewater from the community to the water resource recovery facilities.

A gravity flow wastewater collection system encourages orderly growth within the natural drainage basin boundaries and is an efficient and reliable way to serve urban areas. This policy encourages urban growth from the lower portion of the drainage basin to the upper and discourages pumping of wastewater across basin boundaries.

CLIMATE ACTION PLAN SPECIFICATIONS:

- p. 8 Strategic Vision – Lincoln will reduce net greenhouse gas emissions 80% by 2050 (relative to 2011 levels). This ambitious goal will serve as a guiding target for municipal operations, the Lincoln Electric System, local businesses and institutions, and our entire community in the years to come. Lincoln joins scores of cities across the country who have set a similar “80x50” goal to reduce emissions. A myriad of strategies in the plan speak to achieving this target, from increasing energy efficiency, generating more electricity from renewable energy, switching to electric vehicles and active commuting modes, and employing natural climate solutions.
- p. 11 Key Initiative – Transition to Low-Carbon Energy.
 - Continue incentive-based (residential, commercial, or industrial) programs promoting the installation of renewable energy systems. Incentives may include offering rebates on purchasing equipment, attractive net metering pricing, tax incentives, height allowances, setback, and area-based incentives, expedited permitting, and others.
- p. 14 Key Initiative - Build a Decarbonized and Efficient Transportation System.
 - Continue to encourage mixed-use development in the Comprehensive Plan.
 - Consider Transit Oriented Development policies in the update of the Comp Plan 2050.
- p. 19 Key Initiative – Improve Protections for and with Lincoln Residents
 - Maintain the Community Rating System (CRS) rating that allows for a 25% reduction in flood

insurance premiums for property owners in floodplains.

- Continue to encourage installation of green infrastructure strategies where appropriate, to include grants and incentives. Examples of green infrastructure strategies include rain gardens, bioswales, and permeable pavement to reduce stormwater runoff.

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 request is to add approximately 47 acres to the Tier I Priority A growth tier and change the future land use designation from agricultural to urban density residential. Elements of the proposed change include:
 - a. Priority Growth Areas Map: Change from Tier III to Tier I Priority A. Also revise the 2050 Future Service Limit to match the Tier I boundary.
 - b. Future Land Use Map: Change from Agricultural to Urban Residential.
2. A summary of the growth tiers included in this proposal:
 - a. Tier I, Priority A includes areas outside city limits that will have immediate infrastructure access upon annexation.
 - b. Tier III includes areas expected to be developed after 2050 with little active planning of utilities or services likely to occur in the near term.
3. All Tier I land is within the 2050 Future Service Limit. There are currently approximately 53.7 square miles (34,368 acres) in the overall Tier I growth area. Lincoln typically adds approximately one square mile to the City per year.
4. Proposed changes to the Future Service Limit and growth tiers such as Tier III to Tier I are uncommon. Tier III is reserved for development beyond 50 years. Typically, the separations between growth tiers or the Future Service Limit are upheld due to insurmountable circumstances such as grading for gravity flow sewer, natural features, water pressure districts, or other man-made obstacles. However, on a case-by-case basis, some areas may be able to demonstrate that a revision of growth tiers is appropriate based on adherence to city development policies, workable terrain, and potentially available services.
5. This request is consistent with the “Guidelines for Amending Priority Areas” in the Growth Framework of the Comprehensive Plan. Relevant guidelines are listed below.

The community should only approve development proposals that can be adequately served by the initial urban improvements such as electricity, water, sewer, pedestrian facilities and roads and by all urban improvements and services in the long term.

The areas included in this CPA can be served with utilities now or in the near future, this assumes the possibility of a lift station for sanitary sewer if policy criteria are met for the western part of the property.

Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B and C areas.

These parcels can be served with utilities without impacting infrastructure availability in other existing Tier I Priority A areas.

6. Associated with this request is annexation AN26010, CZ26024 and PP26002.

The annexation request is to annex 47.84 acres of area that is adjacent to the City limits on the east.

The change of zone request is to change the zoning for 5.13 acres of area from AG to R-3 as part of the first phase of the development on the east next to existing R-3 zoning and existing urban residential development.

The preliminary plat application is to plat 207 single family lots on 59.76 acres.

7. The proposed Hennessey Heights development includes three phases. Phase 1 includes the area that can be gravity sewer to the existing sanitary sewer located with W Redberry Lane and W Thatcher Lane. Phase 2 includes the area that can be gravity sewer to the proposed sanitary sewer connection to the recently approved development to the south. Phase 2 will be scheduled for development with the completion of that sanitary sewer connection. Phase 3, the westernmost part of the development, will be developed with a future sanitary sewer main. A possible lift station with force main is an option with the surrounding properties to meet the minimum areas required.
8. This CPA is consistent with the City's annexation policy (Policy 80 of the Comprehensive Plan).

EXISTING LAND USE & ZONING: Vacant AG Agriculture R-3 Residential

SURROUNDING LAND USE & ZONING

North: Agriculture/Undeveloped	AG Agriculture/R-3 Residential
South: Agriculture/Pasture	AG Agriculture/R-3 Residential
East: Single family	R-3 Residential
West: Agriculture	AG Agriculture

APPROXIMATE LAND AREA: 47 acres

PROPOSED AMENDMENT

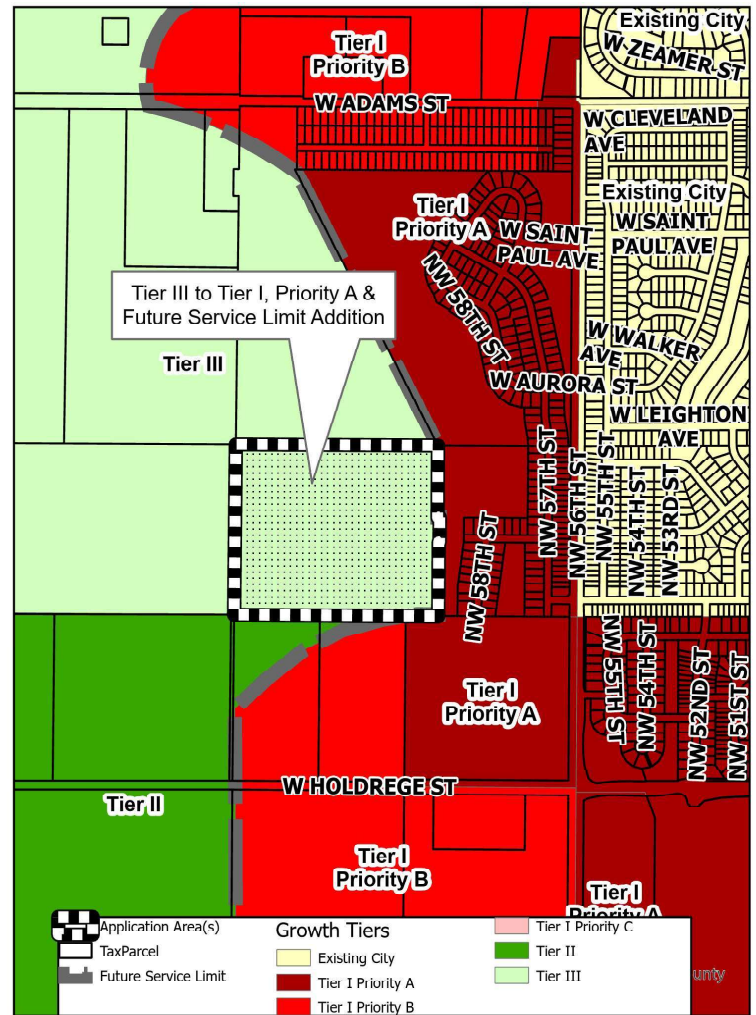
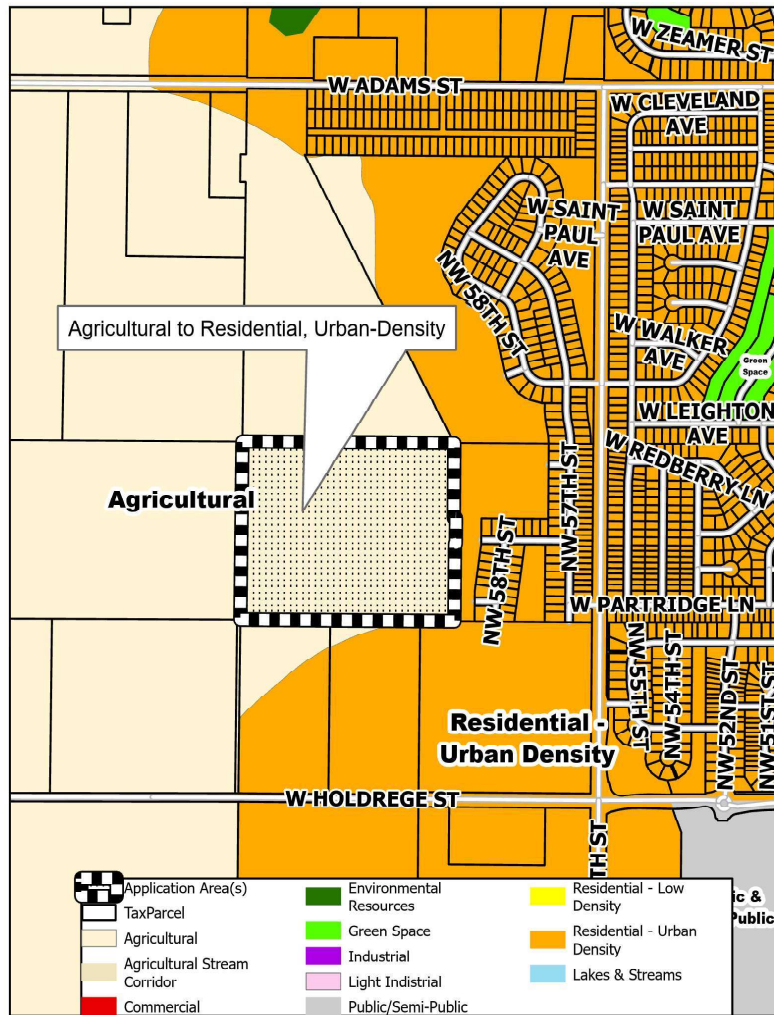
Amend the 2050 Lincoln-Lancaster County Comprehensive Plan as follows:

1. Figure GF.b: 2050 Future Land Use: updates as shown on the attached figure
2. Figure GF.c: 2050 Priority Growth Areas: updates as shown on the attached figure
3. Update Future Service Limit on the following maps:
 - a. Introduction Section: Gf.a
 - b. Goals Section: G5.a, G5.c, G6.a
 - c. Elements Section: E1.c, E2.d, E3.e, E4.b, E5.a, E5.f, E6.a, E6.b, E6.c, E7.a, E7.b, E8.d, E8.e, E8.g, E9.a
4. Update area listed in text for the "Priority A of Tier I" and "Tier III" sections of the Growth Framework

Prepared by George Wesselhoft, Planner
(402) 441-6366 or gwesselhoft@lincoln.ne.gov
Date: October 15, 2026

Owner: Arbor Farms, LLC
Applicant/Contact: Rick Onnen

<https://linclanc.sharepoint.com/sites/PlanningDept-DevReview/Shared Documents/DevReview/CPA/26000/CPA26003 Hennessey Heights.gjw.docx>



CPA # 26003 - NW 57th St & W Thatcher Ln
Proposed Future Land Use,
Future Service Limit & Growth Tier Changes





E & A CONSULTING GROUP, INC.

Engineering Answers

2077 N St, Ste 400 | Lincoln, NE 68510
402.420.7217
eacg.com

September 30, 2026

Mr. David Cary
Planning Director
George Wesselhoft, Planner
City of Lincoln Planning Department
555 South 10th Street, Suite 213
Lincoln, NE 68508

RE: HENNESSEY HEIGHTS – Preliminary Plat
Comprehensive Plan Amendment
Change of Zone from AG to R-3
Annexation

E & A File: P2025.246.003

Dear Mr. Cary,

On behalf of McCune Development and Arbor Farms, LLC, we are submitting a preliminary plat on property located west of NW 57th Street and W. Thatcher Lane. The property currently is known as Lot 23 of Irregular Tracts, located in the Southeast Quarter of Section 13, Township 10 North, Range 5 East and includes 59.76 acres. The preliminary plat is a single family development that has been shown with 3 phases. The project is being proposed as a Community Improvement District (CID).

A related administrative amendment to Hartland's Cardinal Heights 2nd Addition Special Permit #2045A has been submitted to the City Planning Department. That application is removing a portion of the special permit from the boundary, which is now shown within this preliminary plat application.

Currently the property is zoned AG and R-3. We are requesting a change of zone to R-3 on that portion that falls within Phase 1 that is not already zoned R-3. A portion of the property is annexed. With this application, we request for the entire development to be annexed. A portion of the proposed development is shown in the Comprehensive Plan as Agricultural and in Tier III. Our request is to amend the Comprehensive Plan to bring the entire development into Residential – Urban Density and Tier I.

Phase 1 includes the area that can be gravity sewered to the existing sanitary sewer located within W. Redberry Lane and W. Thatcher Lane. Phase 2 includes the area that can be gravity sewered to the proposed sanitary sewer connection to the recently approved development to the south. Phase 2 will be scheduled for development with the completion of that sanitary sewer connection. Phase 3 shall be developed with a future sanitary sewer main. A possible lift station with force main is an option with the surrounding properties included to meet the minimum acres required.

The following waivers are being requested to the design and subdivision standards:

1. Sanitary sewer to run opposite street grade. (Design Standards, Title 2, Chapter 2.00, Section 3.5)
The existing grades of the development along with the existing sanitary sewer elevations, does not allow the sanitary sewer to always run in the same direction as the street grade.
2. Dead-end street without a 60' diameter turn-around or temporary turn-around at the east end of W. Kingfisher Drive. (Subdivision Ordinance 26.23.080)
The east end of W. Kingfisher Drive is a dead-end that is 90 feet in length. There are two lots

that are proposed to access the dead-end. Due to the limited area and the configuration of the existing development to the east and south, the proposed street configuration provides a design that minimizes the need to request additional waivers of street requirements.

3. Lot lines to be non-radial and non-perpendicular to the street right-of-way.
(Subdivision Ordinance 26.23.140c)

The configuration of lot lines to the street are shown non-radial and non-perpendicular only when the build foot print can be improved. This occurs within Blocks 1, 5 and 7. However, we request for this waiver to apply to the entire preliminary plat, since the lot configuration may change at time of final plat.

4. Block length to exceed 1320 feet for Blocks 2, 8, 15 & 16. (Subdivision Ordinance 26.23.130a)
Within Blocks 8, 15 & 16 there is substantial drainage that runs through the block. To utilize as much street with lot access, these blocks are longer than the maximum length. Block 2 has existing developed lots along the east and south of the block. With the existing lots and the configuration of the drainage on the west portion of the development, the street layout makes Block 2 approximately 43 feet over the maximum block length.

5. No pedestrian sidewalk through Blocks 1 & 2. (Subdivision Ordinance 26.23.125)
There is the approved development to the north and existing developed property to the east and south which prevent a sidewalk connection to be placed.

Proposed grading and drainage design for the development includes construction of two detention cells positioned along the southern boundary of the development within existing drainage ways. Both drainage ways have been determined to be non-jurisdictional by the US Army Corps of Engineers. The cells will be constructed with overall site grading and will initially serve as sedimentate basins. The basins will be converted to provide stormwater detention and post construction stormwater treatment following completion of street paving and upstream site stabilization. The eastern basin will serve Phases 1 and 2 of the development and the western basin will serve Phase 3.

If you have any questions regarding the application, please contact me at 402-420-7217 or by email at mkinning@eacg.com.

Sincerely,
E & A Consulting Group, Inc.



Marcia L. Kinning

CC: McCune Development, LLC
Enclosed: Application Form
Preliminary Plat Application Fee of \$5,411.00
Comprehensive Plan Amendment Application Fee of \$490.00
Change of Zone Application Fee of \$1,176.00
Preliminary Plat Description
Annexation Exhibit & Description
Change of Zone Exhibit & Description