

Village of Malcolm, Nebraska Comprehensive Development Plan

Adopted: February 2019



Photo provided by: Jared Ritze, 2018

Updated by the Malcolm Planning
Commission, with assistance by:
JEO Consulting Group, Inc.



Malcolm, Nebraska

Comprehensive Development Plan 2019 Project Partners

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1. Introduction

1.1. Regional Location

The Village of Malcolm (Village), Nebraska is located in northwestern Lancaster County two miles north of US Highway 34 on Nebraska Spur 55M. A village is defined as a community not less than 100 nor more than 800 inhabitants. The Village is governed by a Village Board of Trustees and has planning jurisdiction one mile from the 94-acre corporate boundary, called the extraterritorial jurisdiction (ETJ). The ETJ provides legal authority to apply by ordinance any existing or future zoning regulations, property use regulations, building ordinances, HVAC ordinances, plumbing ordinances, and ordinances authorized by section 17-1001 within its extraterritorial zoning jurisdiction with the same force and effect as if such area were within the corporate limits of the city, except that no such ordinance shall be extended or applied so as to prohibit, prevent, or interfere with the conduct of existing farming, livestock operations, businesses, or industry (Neb. Rev Statute 16-901). The total area within the one-mile ETJ is approximately 3,400-acres. The general location of Malcolm is shown in Figure 1. The corporate limits, along with the one-mile jurisdiction, are shown in Figure 2.

Figure 1. Malcolm, Nebraska Location

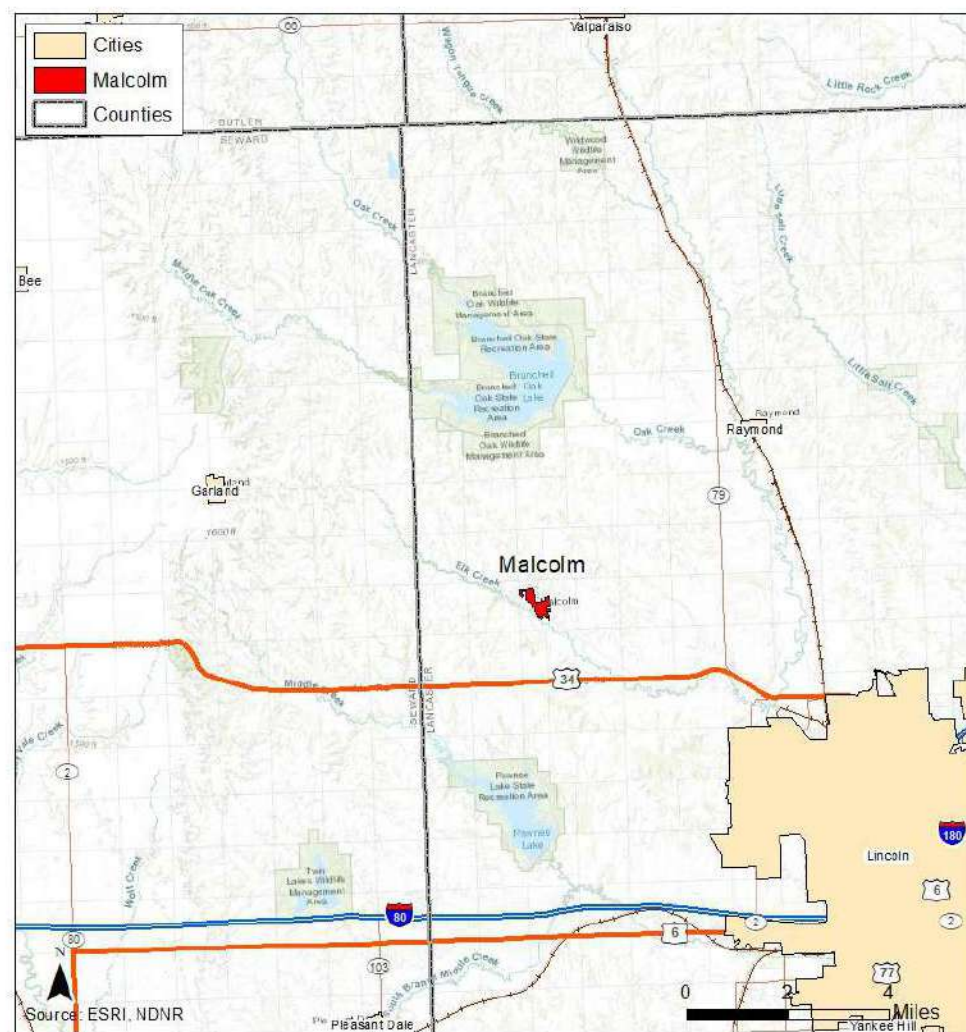


Figure 2. Malcolm Corporate Limits and One-Mile ETJ



The success of a community to thrive, expand, and continue to grow over a long period of time is directly related to the development and use of a Comprehensive Development Plan (Plan). In 1973, the Planning Commission and Village Board developed the original Plan, which was updated once in 2007. Community development depends largely on the individual response of citizens. Full community surveys were completed in 2000, 2005, and in 2017. Results are on file in the Village Office and input has been incorporated into this Plan.

Preparation of the Plan included the following:

- 1) Review of the historical and physiographic background of the community;
- 2) An analysis of the elements of the community – its people and its functions, including the economic base, environmental conditions, population, community facilities and utilities;

- 3) A close study of the community toward the realization of the best possible plan for community betterment;
- 4) Future Land Use and Transportation Plan, and;
- 5) Annexation Plan and Implementation.

Each update has incorporated the general vision and planning principles written in the version before it. The term of this plan is perpetual, with the recommendation for regular updates by the Planning Commission approximately every ten years. This comprehensive plan should continue to be periodically revised in order to address changing trends and conditions as they arise. Without long-range planning, communities are only able to make day-to-day and year-to-year decisions. Long-range planning enables a community to confront issues before they become problems.

This comprehensive plan should be used as a guide rather than a control. Certain differences may persist between the Plan and the Village Zoning Code. The Plan indicates the long-range objectives of the community in working toward practical goals and ideals. The Zoning Map, Code, and Regulations reflect past and present decisions that have been made in accordance with the long-range objectives.



Village of Malcolm looking North (2018)

1.2. Town Image

“The urban landscape, among its many roles, is also something to be seen, to be remembered, and to delight in,” wrote Kevin Lynch in The Image of the City (Lynch 1960). Lynch writes that communities are defined by five components: paths (both vehicular and pedestrian); districts (such as a downtown area); edges (which define the borders of a community); landmarks (such as water towers or church steeples); and nodes (such as schools). It is the integration of these components that gives a community a unique and representative image that only they possess, and that sets them apart from other villages or neighborhoods.

Careful thought and planning, combined with available resources, create an opportunity for the Village to improve and strengthen its image. Current thoughts on community planning are designed to reduce urban sprawl while improving the quality of life in a community. The principals of “Smart Growth” are well-suited to the current attitudes and desires of the community of Malcolm:

- Efficient use of land resources
- Full use of urban services
- Mix of uses
- Transportation options
- Detailed, human-scale design
- Implementation

These principles have been incorporated into the Plan to set the Village apart from other communities. Based on community input, citizens in Malcolm desire to maintain a small town atmosphere, with some growth, while maintaining the existing rural character and qualities. Therefore, these characteristics need to be identified and maintained in order to preserve what is most important to the community.

The underlying goal of the previous recommendations and resource/program information is to guide the Malcolm Village Board, Planning Commission, and Village staff in using the latest design technology, theory, and programs available to enhance and strengthen the urban, environmental, architectural, historical, and the rural design of the Village. Malcolm has a sense of place, a significant history, and several environment attributes, which should be considered when making design decisions.

1.3. Economics

Malcolm differs from many small, rural communities because it is considered a bedroom community; many of its residents commute to jobs in nearby Lincoln, only eight miles to the southeast. Although agriculture remains an important surrounding economic driver, the community itself derives relatively little economic identity from farming activity. Malcolm lacks businesses that support an agricultural environment. This is evident by the limited amount of employment derived from providing markets, services, or transportation for agricultural commodities. In addition, Malcolm’s proximity to Lincoln affords its residents reasonably convenient access to goods and services, which is in contrast to many other farming dependent communities. The expansion and prosperity of Lincoln presents the issue of how to manage and control growth as nearby urban residents seek residential refuge in the small town lifestyle Malcolm has to offer.

Traditionally, economic development has been thought of as the effort to recruit and accommodate manufacturing industries as a basic economic engine, to promote local retail businesses, and to attract a labor force to the area, or at least to retain the existing population base. Economic vitality captures the idea that ultimately the goal of economic development is to increase the prosperity of the community and

the quality of life for its residents. It suggests a spirit of entrepreneurs, and that there is diversity and long-term stability in how incomes support residents' lifestyles and how community services are derived.

Community economic goals depend on the wants and needs of residents. Malcolm residents want appropriate growth. They do not want economic growth that changes the character of their community, that imposes new demands on community facilities, or that results in uncontrolled population growth. In short, Malcolm wants smart growth.

It is important to keep in mind that not all types of economic development necessarily entail large influxes of new residents. Certain types of businesses can add significantly to the services and amenities of the community without overburdening the community's infrastructure. Malcolm's proximity to Lincoln, its location along the route between Lincoln and southeastern Nebraska, and nearby Branched Oak and Pawnee State Recreational Areas may also present opportunities to attract retail spending inside the community.

Citizens should be allowed to assist in all facets of making decisions concerning their community. More accurate decisions about the relevant needs and opportunities for community development programs will be reached when citizens are involved in making those decisions. In other words, people, when provided with the facts of a situation, will identify the most critical problems. Public participation will speed up the process of change. Those who are involved will aid in diffusing and legitimizing subsequent community development programs.

1.4. Visual Corridor

In his book "Rural by Design", Randall Arendt states: "Public perception of community character is largely based on what can be seen from an automobile. The view from the road is more than a phrase – for most of us it comprises virtually everything we know about the natural and human-made features of our towns." (Arendt 1994).

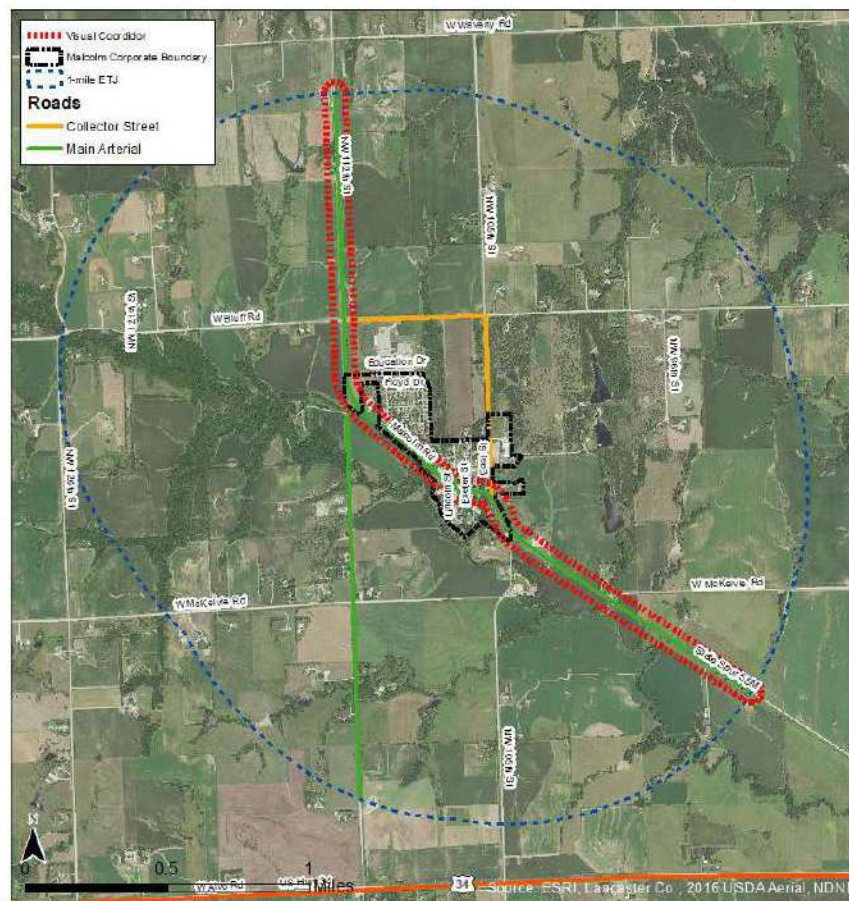


Entrance to Malcolm at Larry Murry Park

The landscape surrounding Malcolm is primarily rural agriculture. When entering from the south, travelers will pass a church on top of a hill and a park with a playground, picnic shelter, and several mature trees. Then a sharp bend in the road leads into the Village. The road bends again next to metal storage buildings, and then the road turns once more as it travels past the downtown and onto housing. On the north entrance, there is a church on a small rise, a subdivision of single family homes, and Malcolm Public School's campus. The basis for a visual corridor plan is to maintain this same small town appeal as visitors stop by, or pass through, Malcolm.

As shown on Figure 3, the Visual Corridor is described as the area adjacent to the primary roadway though the community, which starts to the south at Highway 34 as Route 55M (State), and ends at the corporate limits and becomes Malcolm Road (Village), until Education Drive, where it then becomes NW112th Street (County). Within the zone, additional requirements would be established to protect, preserve, and enhance the visual character along both sides of the road. Outside of the Village's corporate limits, the object would be to keep the rural farming character. Within the Village's corporate limits, the object would be to improve the overall visual character of the Village, thereby giving it its own, distinct image. To accomplish these objectives, the Village would need to establish special landscape standards, design standards (for buildings as well as the land) and sign standards.

Figure 3. Visual Corridor



1.5. History

Like many communities across Nebraska, Malcolm was formed as a result of the expansion of the railroad. The original plat of Malcolm was not filed until October 13, 1877, but the Midland Pacific Railroad (later the Burlington) built a rail line through, and station in, Malcolm by 1873. The railroad named the new station "Malcolm," after Malcolm A. Showers, from whom they purchased the right-of-way for the line and station. A prominent citizen of the area, Showers also established Malcolm's first school and church (Perkey 1995).

Like many railroad towns of the time, many essential businesses soon filled the streets of Malcolm. These included a butcher shop, hotel with dining room, livery stable, grain dealer, barber shop, lumberyard, hardware store, bank, creamery, and grocery store. A newspaper, the Malcolm Messenger, was published from 1891 to 1934. Malcolm became an incorporated Village on June 16, 1915. The first Village Board members were L. E. Cozad, Fred F. Schmieding, R. L. Mahan, Al Otterman and F. S. Davey (History of Lancaster County, 1971).

Over time, the thriving business district of Malcolm slowed. By the 1940s, the rural village of Malcolm began its transition into a bedroom community of Lincoln. The Lincoln Army Air Field (later Lincoln Air Force Base) played a prominent role in this shift. Created in 1942 as a mechanics school, the base, located in close proximity to Malcolm, trained tens of thousands of fighter mechanics. When World War II ended in 1945, the base continued for other military purposes until the 1960s. The population increase from the base, and the growing job market in Lincoln, spurred the need for more housing in Malcolm. The town continued to grow over the next decade. More houses were built, some streets were paved, city water and sewer were established, and a volunteer fire department was created.

1.5.1. Historic Preservation

According to the National Park Service,

“Historic preservation is a conversation with our past about our future. It provides us with opportunities to ask, ‘What is important in our history?’ and ‘What parts of our past can we preserve for the future?’ Through historic preservation, we look at history in different ways, ask different questions of the past, and learn new things about our history and ourselves. Historic preservation is an important way for us to transmit our understanding of the past to future generations” (NPS 2018).

Federal legislation, state enabling legislation, comprehensive plan goals, and local zoning ordinances all work together to ensure a successful historic preservation movement in even the smallest of villages. Malcolm could explore historic preservation as a community enhancement and development tool. Appropriate historic preservation practices guide the aesthetics of repairs and changes made to historic buildings and structures, as well as set design standards for new development within the various historic areas. Historic preservation design guidelines can honor Malcolm’s history and preserve the small town atmosphere that holds such importance to its residents.

Currently, there are no specific zoning ordinances that address historic structures and districts in Malcolm. As a result, Malcolm has no framework in which to designate local landmarks or local historic districts. This could be changed, however, with local Village effort, the effort of the Malcolm Planning Commission, and assistance from the Nebraska State Historic Preservation Office (SHPO).

Many communities throughout Nebraska have adopted zoning ordinances for specific areas deemed as historic. Historic preservation district zoning ordinances are written in order to designate buildings/areas that possess historic significance and establish a framework in which to promote, protect, and preserve such properties. These ordinances have the ability to positively affect property values, attract visitors, generate civic pride, and stimulate the economy.

If the Village were to create such zoning, there are several resources available to help. Malcolm could look to similar communities in Nebraska, or nationally, that have established historic preservation zoning. However, contacting the SHPO should be done early in the process, as they may be able to provide

substantial guidance. The SHPO houses and maintains the Nebraska Historic Resources Survey and Inventory. Survey reports, which provide recommendations for National Register of Historic Places eligibility, offer a solid base for a community to establish their own survey, or list, of historic resources. This, in turn, helps to better understand the historic resources in a community.

In the absence of local historic preservation zoning ordinances, it is still possible for properties in Malcolm to be designated as historically significant. The National Register of Historic Places is our nation's list of resources that are historically important at either the local, state, or national level. To be listed on the National Register, a property must meet a set of criteria that includes age, integrity, and area(s) of significance. The first step in the nomination process is the completion of a State Historic Resources Survey Form, which is available from the SHPO. Once a complete form is submitted, the State will make a determination as to whether or not the property is potentially eligible for listing. If the State agrees that the property is potentially eligible for listing, a National Register of Historic Places Registration Form is completed. This form may be completed by anyone and is reviewed at the local, state, and Federal levels. A listing on the National Register does not place any restrictions on the property, unless Federal ownership or monies are involved. National Register listing is an honor and helps to promote community pride and appreciation for the historic properties of a community.

1.6. Form of Government

Malcolm is classified by the State of Nebraska as a village, and is governed by a Village Board. Village business is conducted from the Village Hall located at 137 E. 2nd Street in Malcolm, unless otherwise specified.



Malcolm Village Hall

The Village Board employs a full-time Village Clerk and a full-time Village maintenance person to maintain the streets, parks, water system, water hook ups, wastewater treatment system, and general maintenance for the Village. The Village also employs a part-time sewer plant operator, and part-time summer help for maintenance.

The Village Board meets on the first Wednesday of every month and is comprised of five members. The Village Board is supported by the Planning Commission, which includes seven members, with up to one member residing within the one-mile ETJ. The Planning Commission meets the last Wednesday of every

month. Both the Village Board and Planning Commission hold public hearings, as needed, and the public is welcome at all meetings.

1.7. Climate

The climate of Malcolm is continental and temperate. Variations in temperature and precipitation between winter and summer are rather wide. The average date of the first frost is October 17, while the average last frost is April 20. The growing season averages 180 days with annual average precipitation at 30 inches. The mean temperature is 25.1 degrees in winter and 80.1 degrees in summer.

1.8. Soil Physiographic

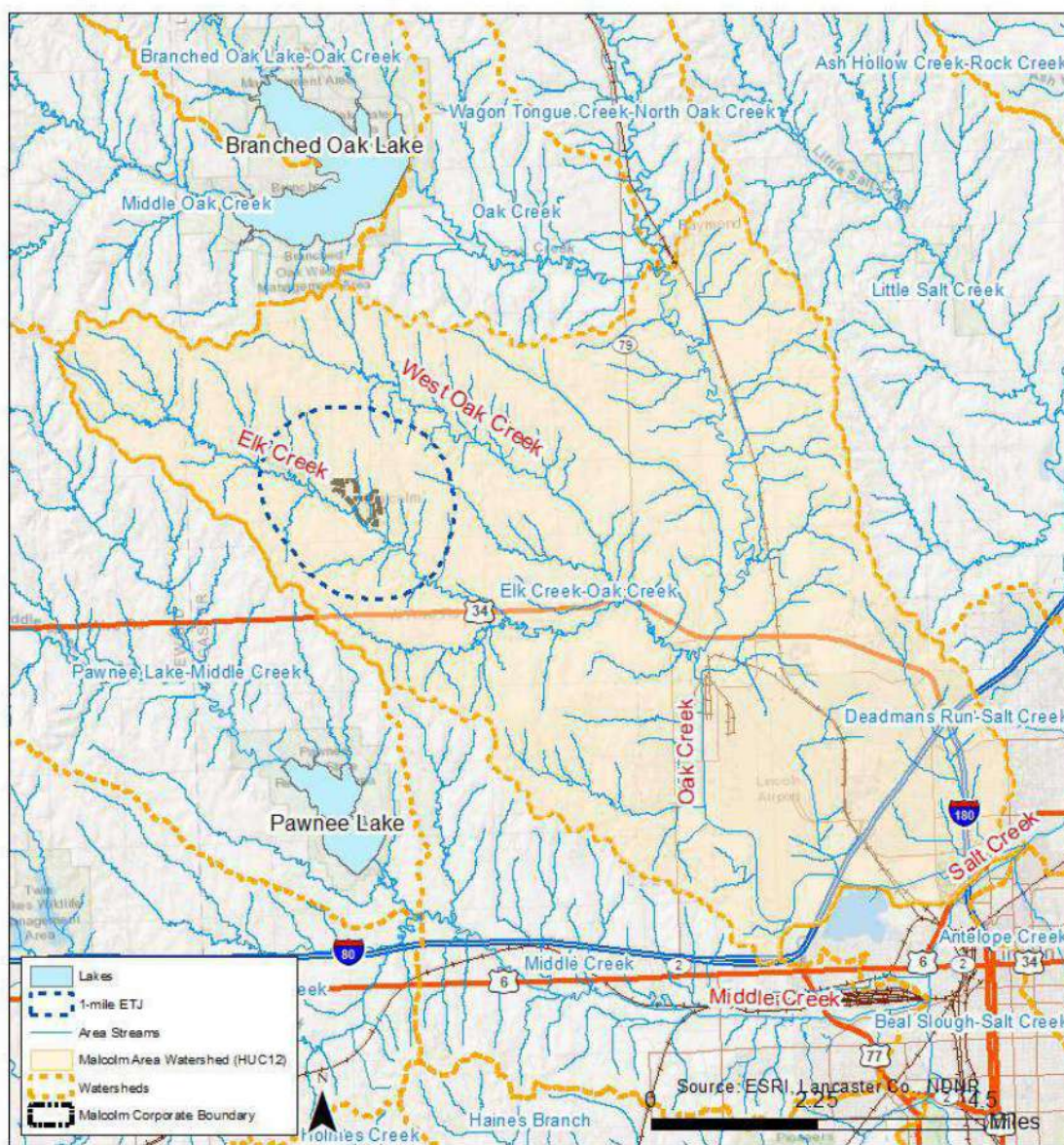
In the Malcolm area there are three major soil associations:

- 1) Sharpsburg series composed of silty, stone-free soils of excellent tilth. All Sharpsburg soils are well-drained, have a high water-holding capacity, and are among the most productive of the uplands in the United States for growing corn, alfalfa, and small grains.
- 2) Wabash Silt Loam series, twelve to eighteen inch, very dark or almost black surface layers. The Wabash soils occupy bottom-land areas subject to frequent or occasional overflow and are more extensive than any of the alluvial soils. The Wabash soils are among the most productive in the Central Lowland for corn, alfalfa and sweet clover and are used chiefly for those crops.
- 3) Crete Silty Clay Loam has a dark surface layer; the subsoil is brown and dense and becomes lighter colored in the lower part. Crete soils are on the steeper slopes. Internal drainage is slow. Nearly all areas are cultivated. The soil is well-suited to the main crops. The principle crops are corn, milo, and soybeans.

1.9. Watershed

Malcolm is located in the Elk Creek Watershed (Elk Creek-Oak Creek), a tributary to Oak Creek, which drains surface runoff to the southeast, eventually emptying into Salt Creek, then the Platte River, and then the Missouri River. A visual description of the drainage within the immediate area is shown in Figure 4.

Figure 4. Malcolm Area Watershed



1.10. Topography

The average elevation of Lancaster County is about 1,400 feet above sea level, ranging from 1,520 feet on the high divide in the southeastern part to 1,100 feet where Salt Creek crosses the eastern county boundary. The elevation of Malcolm in the area of downtown is 1,290 feet above sea level, while to the east near the water tower, the elevation is 1,340 feet above sea level.

2. Existing Conditions

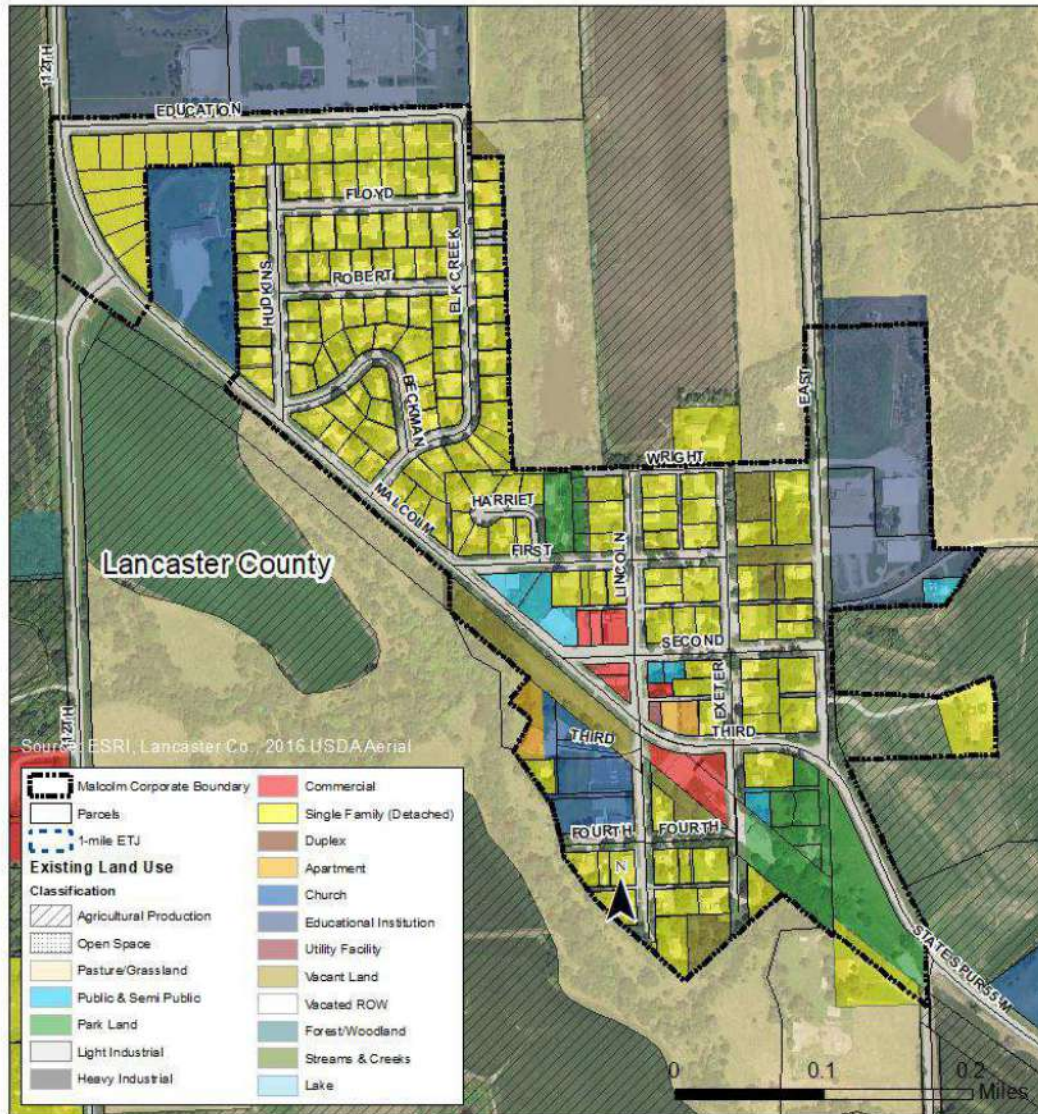
2.1. Existing Land Use

Planning for land use must be based on knowledge of existing conditions. Therefore, an inventory has been conducted of existing land use by the Malcolm Planning Commission, starting from the land use that was available by Lancaster County. Malcolm's corporate limits grew by just over six acres from 2007 to 2017, mostly as a result of a new residential subdivision south of the public school campus. A breakdown of the 2017 land use within the corporate limits is shown below in Table 1 and displayed in Figure 5. Transportation was not originally part of the inventory, therefore, it was assumed that everything that was not another category was transportation. The Malcolm Methodist Church and Malcolm Public Schools are not part of the corporate limits and are not included in Table 1 below.

Table 1. 2017 Existing Land Use – Corporate Limits

Land Use Category	Area (acres)	% of Area
Single Family (Detached)	40.54	42.9
Transportation	23.03	23.0
Educational Institution	9.50	10.0
Park Land	5.89	6.2
Vacant Land	4.15	4.4
Church	6.59	7.0
Commercial	1.80	1.9
Public/Semi Public	1.67	1.8
Apartment	0.90	1.0
Vacated ROW	0.31	0.3
Open Space	0.14	0.1
Utility Facility	0.08	0.1
Total	94.6	100

Figure 5. Existing Land Use – Corporate Limits



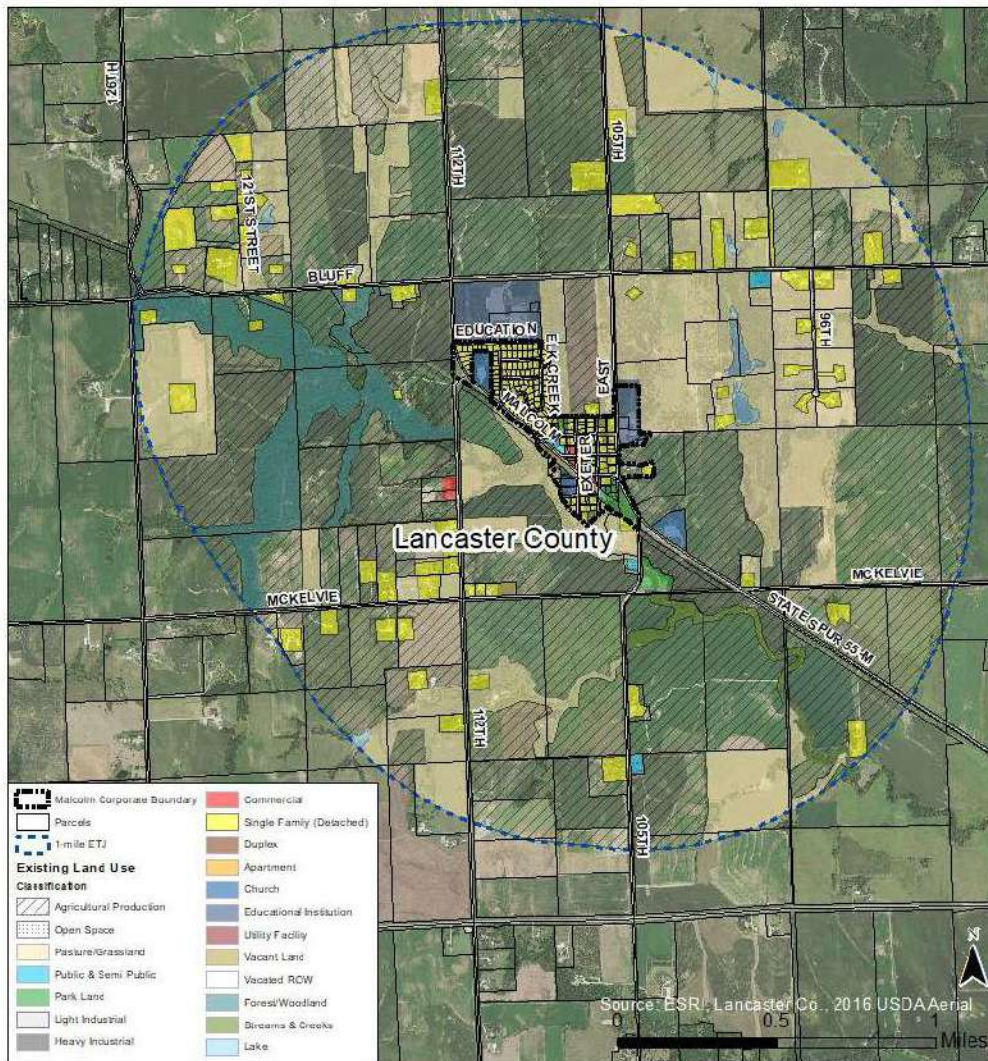
A land use summary was also created for the area within the one-mile ETJ as displayed in Figure 6. This summary is provided in Table 2.

Table 2. Existing Land Use – One-mile ETJ

Category	Acres
Vacated ROW	0.31
Vacant Land	5.9
Utility Facility	0.08
Streams / Creeks	21.96
Single Family (Detached)	205.19
Public / Semi Public	6.55

Category	Acres
Pasture/Grassland	788.52
Park Land	10.5
Open Space	3.13
Lake	15.45
Forest/Woodland	153.33
Educational Institution	41.39
Commercial	4.01
Church	11.59
Apartment	0.9
Agricultural Production	2,023.6
Total	3,292.41

Figure 6. Existing Land Use – One Mile ETJ



As shown on the previous Existing Land Use Map the land use falls into the following categories:

- **Single Family Residential** – The single family residential district includes areas that provide a quiet, pleasant, and relatively spacious living area protected from traffic hazards and intrusion of incompatible land use.
- **Apartment** - Multi-family residential land uses with either a duplex or apartment complex.
- **Commercial** - The commercial district is intended to provide an area for the business and commercial needs of the Village.
- **Industrial** – The industrial district is intended to provide a setting for light industry or occasional low impact land use that is attractive, suitable for efficient operations, and not objectionable to adjacent land use.
- **Agricultural Production** – The agricultural production district is intended to help conserve good farming areas and to prevent such instances of uncontrolled, uneconomical spread of residential development, which results in excessive costs to the community for premature provision of essential public improvements and services.
- **Public/Quasi-public, including Utility Facility, Educational Institution, and Church** – The public areas are intended for governmental uses and public recreation and/or enjoyment. Churches are considered public/quasi-public land uses, but were identified individually.
- **Vacant Land and Vacant ROW** – Areas within the community that are not utilized for any other land use.
- **Environmental Areas** – These areas include forest/woodlands, streams and creeks, and small farm ponds (referred to as lakes by Lancaster County).

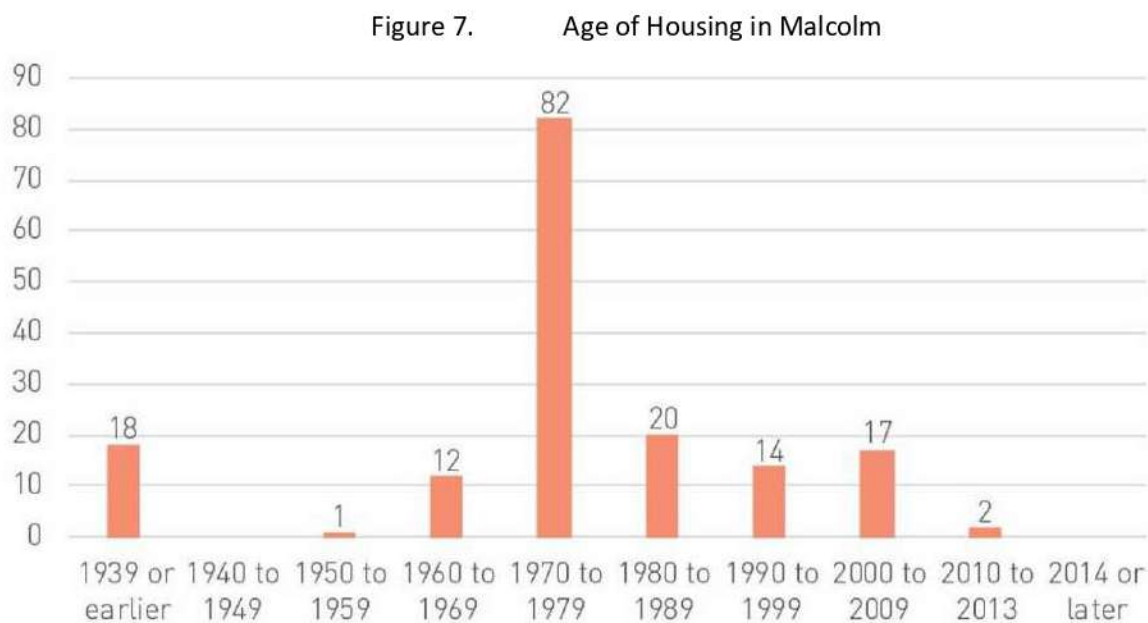
There are residential areas throughout the entire community, including a new subdivision developed in 2018 south of the public school campus. The commercial areas are located downtown with one industrial area at the location of the old school on East Street. The public use areas mainly include the two parks, one in the center of town and another on the south end of the community. Most of the vacant ROW includes an abandoned railway that is directly west of downtown along with scattered residential lots that are fully wooded adjacent to homes.

2.2. Housing Profile

Housing is a key component to future growth and opportunities available within and around communities. A community seeking to grow must continually invest in its housing stock to ensure that an adequate supply is available to meet market demands for housing types, amenities, and price points. This section includes data regarding Malcolm housing statistics such as age, median home value, tenure, and housing costs. This information helps to show strengths and how housing can be improved.



As Malcolm developed historically, its housing stock followed suit as shown in Figure 7. Immediately noticeable is the large number of Malcolm's housing stock that was built in the 1970s. 82 houses, or 49% of Malcolm's housing stock, was built between 1970 and 1979.



Source: 2015 American Community Survey

The ratio of owner-occupied units to renter-occupied units reflects the utilization of households throughout the community as displayed in Figure 8. Nearly 86% of occupied households are owner-occupied, which represents a challenge to rental opportunities. Malcolm can work to increase the rental rate while still having ample opportunity for homeownership. Viable renting opportunities are important in a community's housing stock. Renting provides an opportunity for introduction of newcomers to the community and offers an opportunity to save for the transition into home ownership. Rental also offers the ability to live without the burden of property maintenance and upkeep, which can be important for elderly and young residents alike.

Figure 8. Malcolm Housing Tenure



Source: 2015 American Community Survey

The age and condition of Malcolm's housing stock can best be quantified in the overall value of homes in the community. As shown in Figure 9, the majority of homes in Malcolm (74%) are valued between \$100,000 and \$199,999. New housing investments, along with programming to improve the existing housing stock, will help raise the home values in Malcolm while providing more housing options for new and existing residents.

Figure 9. Malcolm Owner-Occupied Unit Values

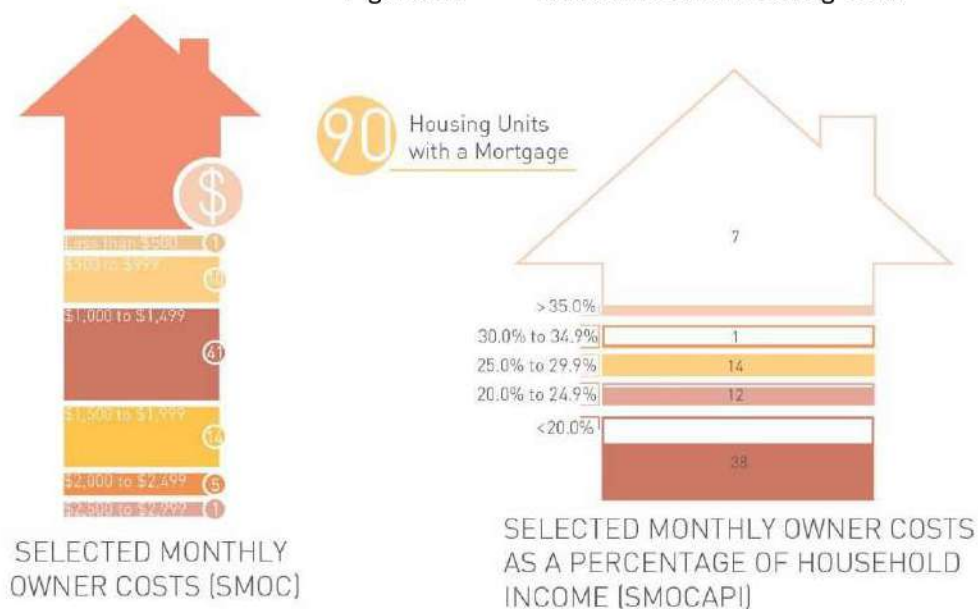


Source: 2015 American Community Survey

The relationship between income and housing can be further explored when analyzing the monthly housing costs for both owners and renters. The U.S. Census defines monthly housing costs as the total cost of owning or renting a home: mortgage (rent), taxes, insurance, and utility costs. A monthly housing cost in excess of 30% of household median income is considered to be a burden to that household.

Of owners, the median monthly cost of ownership was \$750 in 2015, as shown in Figure 10. An estimated 15.4% of households have a housing burden, while 84.6% of households spend less than 20% of their household income on housing costs. A low housing cost provides additional discretionary income that can be applied towards savings, additional investment in the home, or in the local economy. Having such a high percentage of households well below the burden level is a positive economic indicator for the community. This number suggest a number of households are living “below their means” and would have the ability to upgrade housing if provided the opportunity.

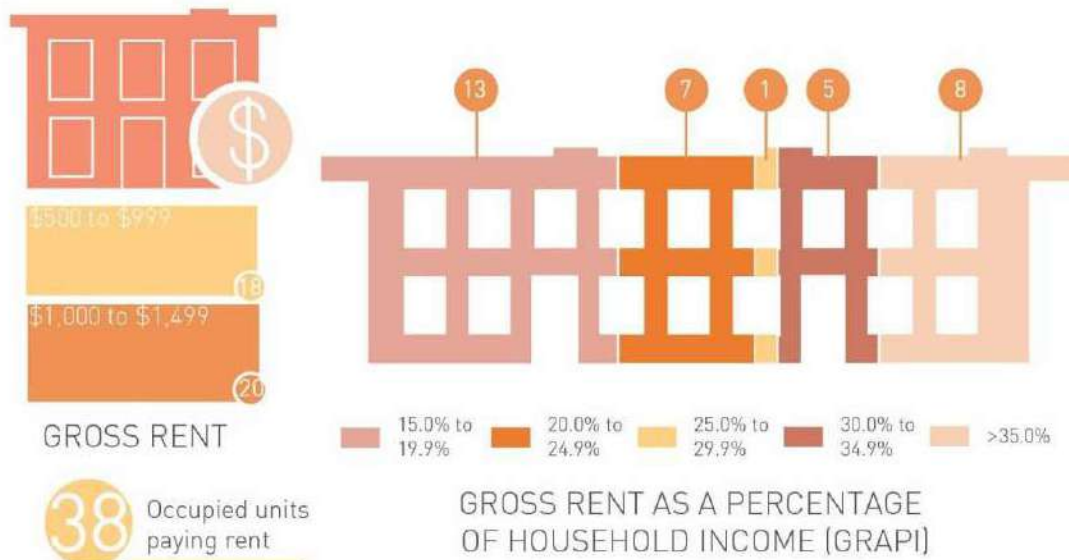
Figure 10. Malcolm Owner Housing Costs



Source: 2015 American Community Survey

As displayed in Figure 11, with a median rent of \$1,018, renters in Malcolm experience more difficulty with affordability of housing. An estimated 21.1% of renters experience a housing burden, with gross rents exceeding 35% of their household median income, while 34.2% of renters spend less than 20% of their household income on rent. Those households spending less than 30% are a positive indicator for the community, as those renters can utilize savings to transition into home ownership. There are many benefits of home ownership, including accumulation of wealth via an appreciable asset. High homeownership rates also provide stability to residential neighborhoods. However, quality and affordable rental opportunities can be a large asset for a community by providing housing choices within the community.

Figure 11. Malcolm Renter Housing Costs

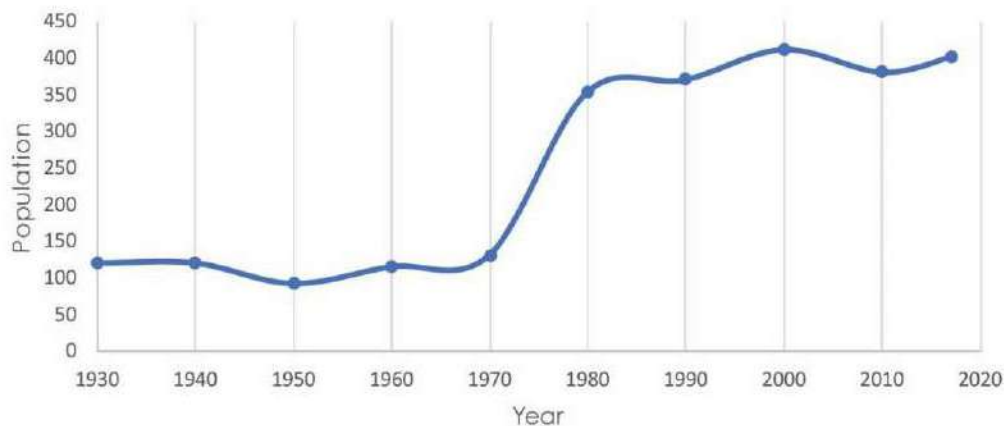


Source: 2015 American Community Survey

2.3. Demographic Profile

The demographic section examines previous trends that have shaped Malcolm's growth and development. Malcolm's population is influenced by multiple factors, including its historical growth trend, migration patterns, age structure, and race characteristics. The current demographic makeup of a community also can foreshadow its future growth potential. Population is heavily influenced by housing and economic opportunities. Population growth is necessitated by a growing local economy and matching housing opportunities. Malcolm's historic population is found in Figure 12.

Figure 12. Malcolm Historic Population



Source: 2015 American Community Survey

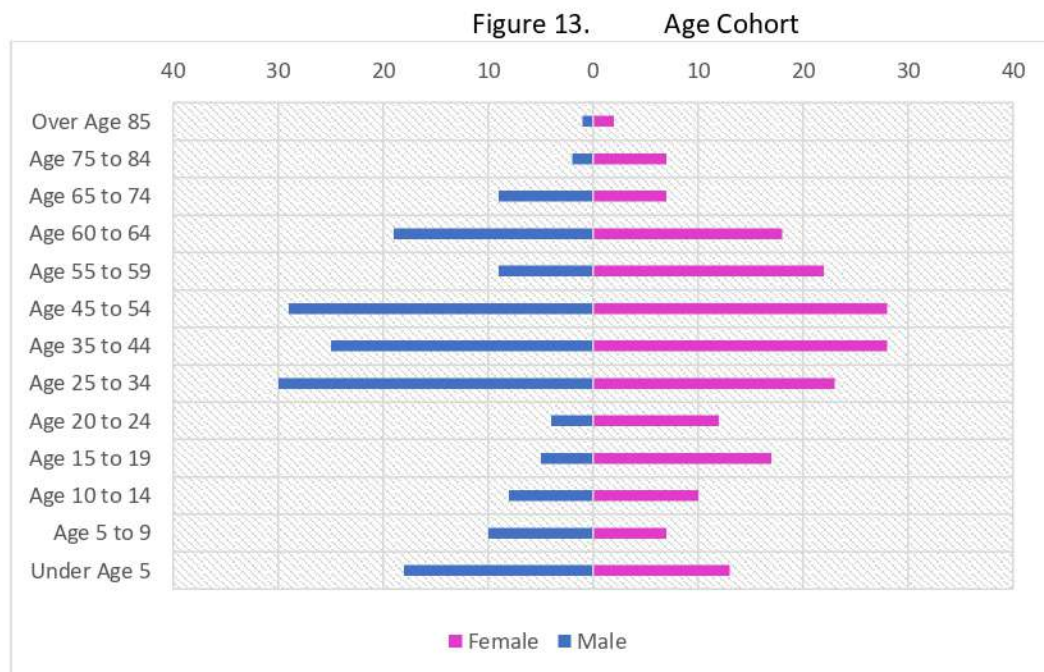
Population trends reveal the historic growth and development of a community. The relationship between a community's recent growth and its historical growth pattern is an important facet of population projections. More recent trends influence immediate needs and future decisions. The relationship between historic growth and recent trends assist in long-term decision making. Malcolm is a

community that experienced its peak population in 2000 at 413. After some volatile growth between from 1970-1990, Malcolm has experienced a more stable population since 2000 with a population hovering around 400.

An age cohort pyramid, as shown in Figure 13, is a depiction of the distribution of population by age and gender. The shape of the pyramid can be a good indicator of the community's ability to increase population via natural growth. A bottom-heavy cohort chart, with much of the population in the youngest age groups, is a good indicator of growth. A top-heavy cohort chart can be an indication of an aging population and population decline.

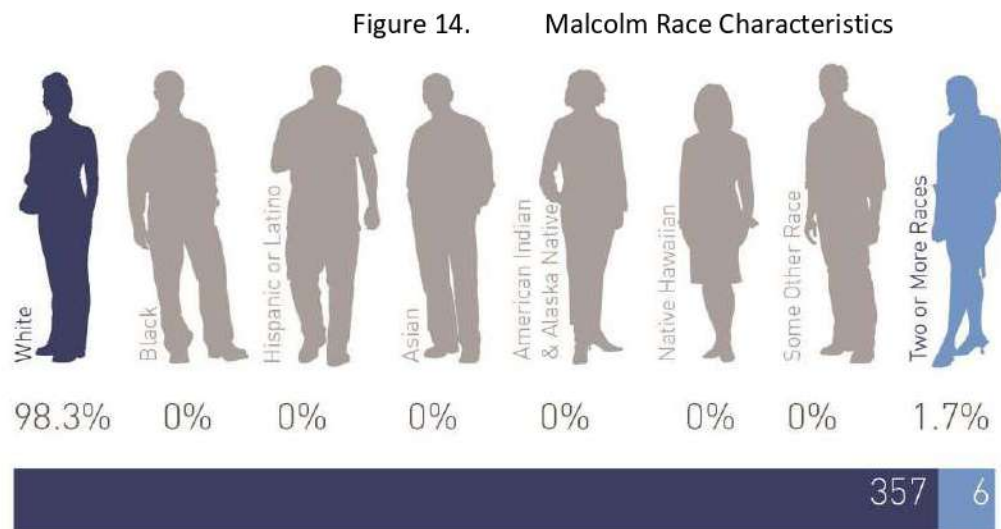
Malcolm's age cohort charts note a center-heavy cohort for males and females. This distribution is positive for sustaining the population and signifies potential future growth, with the bulk of the population currently sitting in the young-family age-range.

Other important considerations are the population aged between 45 and 59, of which Malcolm has a significant proportion. This population is important to consider with respect to the community's workforce. This group is most likely to be leaving the workforce within the next 10-15 years.



Source: 2015 American Community Survey

Malcolm's race characteristics is displayed in Figure 14. The community is limited on ethnic diversity.

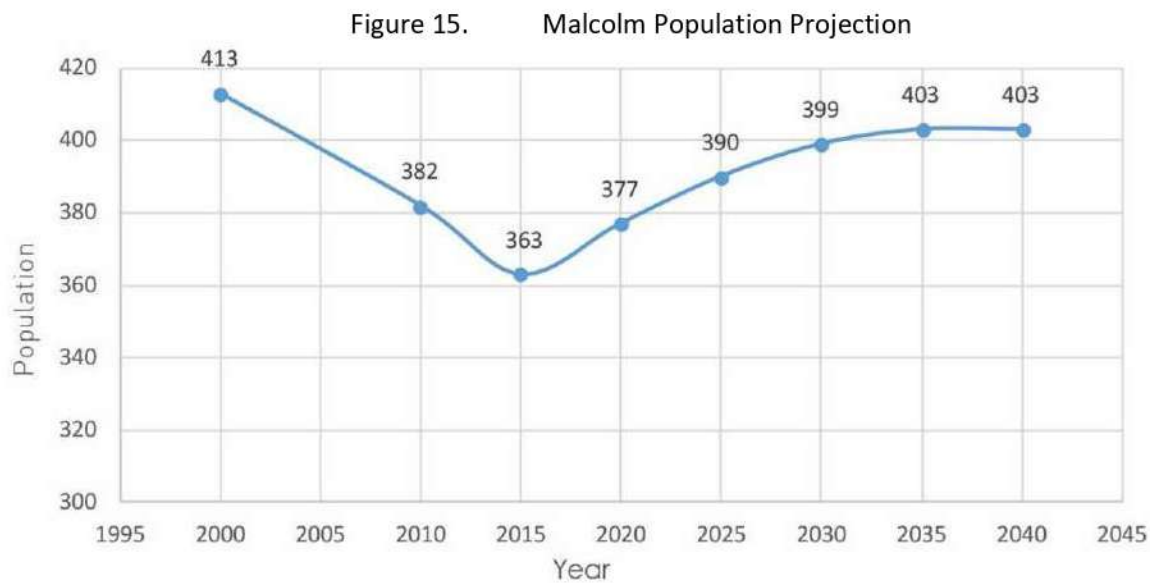


Source: 2015 American Community Survey

While future population growth will fluctuate due to factors and trends outside of the community's control, population projections provide an important baseline to direct policy decision-making and implementation. Population projections are important to plan for future needs of community infrastructure, employment, and housing. Planning and phased investments in these areas are a prerequisite for population growth.

Malcolm's growth projection is primarily based on an Age Cohort Survival Projection. Age cohort analysis allows for the projection of future population by applying the existing age cohort data, regional birth, mortality, and migration rates, to the current population as estimated in the 2015 Census. The assumptions lie in sustained trends in these criteria for the next 20 years.

Malcolm is projected to grow steadily over the next 15 years before leveling off in the year 2035 as seen in Figure 15. In order to capitalize on the projected growth, Malcolm will need to ensure that their housing supply and government services can adequately meet the increased demand.



Source: 2015 American Community Survey

3. Transportation

3.1. Street/Road System

The Village of Malcolm is connected with the outlying area primarily by State Spur 55M connection to State Highway 34 – which are both classified as a “major arterials” under the state rural highway system – and NW 112th Street, which the state system classifies as an “other arterial.” NW 105th Street, a local road in the County road system, abuts the eastern boundary of the Village. There are 3.38 miles of two-lane local streets within the corporate boundaries of Malcolm, 2.05 miles of which are asphalt or concrete surfaced, and 1.37 miles of which are graveled surface. The road types are displayed in Figure 16 while the Transportation Map for the corporate limits is displayed in Figure 17, and for the corporate limits in Figure 18.

Figure 16. Road Types



Figure 17. Transportation Plan – Corporate Limits



Figure 18. Transportation Plan – One-mile ETJ



State law (39-2105) provides that incorporated municipalities shall have the responsibility for the design, construction, reconstruction, and maintenance of "...that portion of municipal extensions of rural expressway and major arterials which exceed the design of the rural portions of such systems, and responsibility for those streets classified as other arterial, collector, and local within their corporate limits." Currently, minimum designs of those municipal extensions of the rural highway system are sufficient to serve traffic upon those routes within the Village. Growth in local residential use due to population growth or expanded through traffic and commercial use of State Spur 55M would necessitate upgraded design of that portion of the State Highway System. Expansion of the community boundaries to the west could bring NW 112th Street within municipal boundaries. Through traffic on NW 112th Street is

likely to increase with residential growth in the area and use of the road for recreational access to Branched Oak and Pawnee Lakes.

Because of its size, traffic within Malcolm is accommodated on two categories of streets as defined for communities within population group III (5,000 population or less) by the State Board of Public Roads Classifications and Standards:

- Collector: streets which collect traffic from residential streets and move it to smaller commercial centers or higher arterial streets, or municipal extensions of low volume collectors on the county road system;
- Local: all other streets. These streets are characterized by very short trip lengths, almost exclusively limited to vehicle access directly to or from adjacent property.

Internal traffic typically generated within communities of Malcolm's size is not likely to necessitate designation of municipal arterials with their associated higher design standards. All local and collector streets lead directly to arterials within the rural highway system. However, community planning may anticipate the designation of arterials to accommodate future potential traffic growth. Zoning and subdivision ordinances may provide for the necessary easements and orderly extension of, and connection to, designated arterials as development occurs.

In order to provide the drainage necessary for the aggregate-surfaced streets, they have been graded with a considerable crown. To accommodate ditches within the street right of way, the roadbeds are commonly narrow.

Generally, the drainage is adequate throughout the system. The narrow roadways are inadequate for parking on nearly all of the streets, including Malcolm Road, and particularly within the business district. Dirt and dust problems common to aggregate surfaced streets exist to some degree throughout the system. The street surfaces are satisfactorily maintained, but present the need for continued maintenance.

General area traffic will increase in response to increasing development in northwest Lancaster County. The paving of NW 112th Street has provided an attractive alternative route from Raymond Road and Highway 79, and offers surrounding area residents' access to Branched Oak and Pawnee Lakes. Highway 34 has been widened to four lanes east of Malcolm and further planned improvements will widen Highway 34 South of Malcolm towards Seward to the West. Highway 79 was also improved in regard to access to and from Highway 34, and a traffic light was added in 2008. The general trends in vehicle traffic on the major arterials serving the Malcolm area are monitored periodically by the Nebraska Department of Roads and the Lancaster County Engineer.

3.1.1. One and Six Year Plan

The Village's One and Six year Plan was completed for the fiscal year 2018 to 2023 by Village Engineer JEO Consulting Group, Inc. There are two primary projects identified within the plan including resurfacing of Malcolm Road (one-year plan) involving milling the existing surface and laying new asphalt. The second priority is paving the remaining roads that are currently gravel surfaces (six year plan) including concrete, sidewalk, curb work, curb ramps, storm sewer/culverts, and erosion control. A copy of the One and Six Year Plan is available at the Village Office.

3.2. Airspace

The Lincoln Municipal Airport is located approximately four miles east-southeast from the Village of Malcolm. A medium-sized commercial airport, it supports commercial jet traffic as large as the Boeing 747. The airport serves military aircraft, business jets, and private airplane operations. Duncan Aviation is located nearby and serves private industry. The airport has three runways, one of which has an approach that begins over Branched Oak Lake to the north of Malcolm.

Military traffic is anticipated to remain constant at approximately 25,000 flight operations annually. To accommodate the increase in air traffic, the airport is proposing to install High Intensity Runway Lighting (HIRL) on Runway 14-32 and a Medium Intensity Approach Light System with Runway alignment indicator lights (MASLR). This will allow for precision runway landings on Runway 14-32 that are not currently available.

The impact on the Malcolm area is the likelihood of increased flights using the approach to Runway 14 to land. The flight path is a direct line from essentially the Branched Oak Lake dam to Lincoln. The precision landing will also reduce the glide slope from 40:1 to 50:1, thereby lowering the altitude of approaching airplanes over the area. Downwind patterns will also defer more traffic to Runway 14-32, meaning bringing more incoming flights in over the town of Malcolm.

The increased traffic in combination with aircraft noise, aircraft lighting, and nuisance could potentially have an adverse effect on land values and desirability of ownership in this area. It is, however, more likely to have no significant impact. It may become necessary to comply with FAA lighting standards to prevent glare from the ground to air traffic in areas generally northeast of Malcolm. This potentially could determine the type and amount of development in and around the Malcolm area.

4. Facilities Inventory

The success of a community's development is dependent upon a well-developed public facilities program. This program must include health and safety needs that provide a peaceful atmosphere for the community. It must provide facilities to meet the needs of every individual. Among these needs are schools, churches, post offices, parks, playgrounds, water systems, sewage disposal systems, and public and semi-public buildings.

Open space and greenway linkages are a system or network of areas preserved in an undeveloped state due to unique natural attributes. Some areas may be protected through conservation easements that allow for compatible land use activities, such as row crop farming or pasturing. Fee simple title may be acquired for other areas that are best maintained in a natural state due to particularly sensitive features (e.g. rare or sensitive habitat areas), or that have value for resource-based recreation activities (e.g. hiking, interpretive activities, or wildlife viewing). Developing a commuter/recreation trail system should be integrated with the greenway linkages. There is no specific route for a trail, but the concept has been discussed by the community.

4.1. State Recreation Areas

There are two significant regional state recreation areas in close proximity to Malcolm. Both attract a large number of visitors, many who travel through or nearby Malcolm. Both facilities offer an opportunity for economic growth to the community.

4.1.1. Branched Oak State Recreation Area

Branched Oak State Recreation Area features the largest lake in eastern Nebraska and has long been a popular spot for fishing, boating, and camping. Branched Oak State Recreation Area is located north of Malcolm and has approximately 5,595 acres of land with 1,800 acres of water. Well-maintained modern and primitive campsites, two swimming beaches, hiking trails, and an equestrian campground draw visitors from near and far. A marina offers fuel, bait, boat rental, concessions, and a bar and grill.

4.1.2. Pawnee State Recreation Area

Pawnee State Recreation Area is the second largest lake in the Salt Valley. It is located south of Malcolm and has approximately 1,800 acres of land with 740 acres of water. Pawnee has modern restrooms and showers, tent camping sites, and electrical hookups for campers. Four docks provide easy access to the lake. As on all state recreation areas, hunting is permitted in season beginning the first Tuesday after Labor Day.

4.2. Schools

Malcolm School District Number 148 is built and maintained just outside of Malcolm's incorporated jurisdiction. It is a Class C-1 system with a current State accreditation rating of "Approved". The school teaches pre-school through grade 12. The building was initially constructed for the Elementary School. Later the Junior High and High School building addition was added in 1999. An increase in the school district occurred when the Emerald and Oak Valley schools were added, in addition to housing within the Prairie Hills and Barbara Heights subdivisions, prompting a need to expand facilities.



Emerald School Bell



Malcolm Public Schools
Malcolm Junior/Senior High School

The assessed valuation of the district is approximately \$376,596,112 for General Operating. The mill levy is .803 for the general fund, and .022 for bonds, with an assessed valuation for the Bond Fund of \$377,314,312. The average elementary teacher salary is \$54,482 and the secondary teacher salary is \$61,691.



Malcolm Public Schools Administrative Building



Malcolm Public Schools Main Entrance

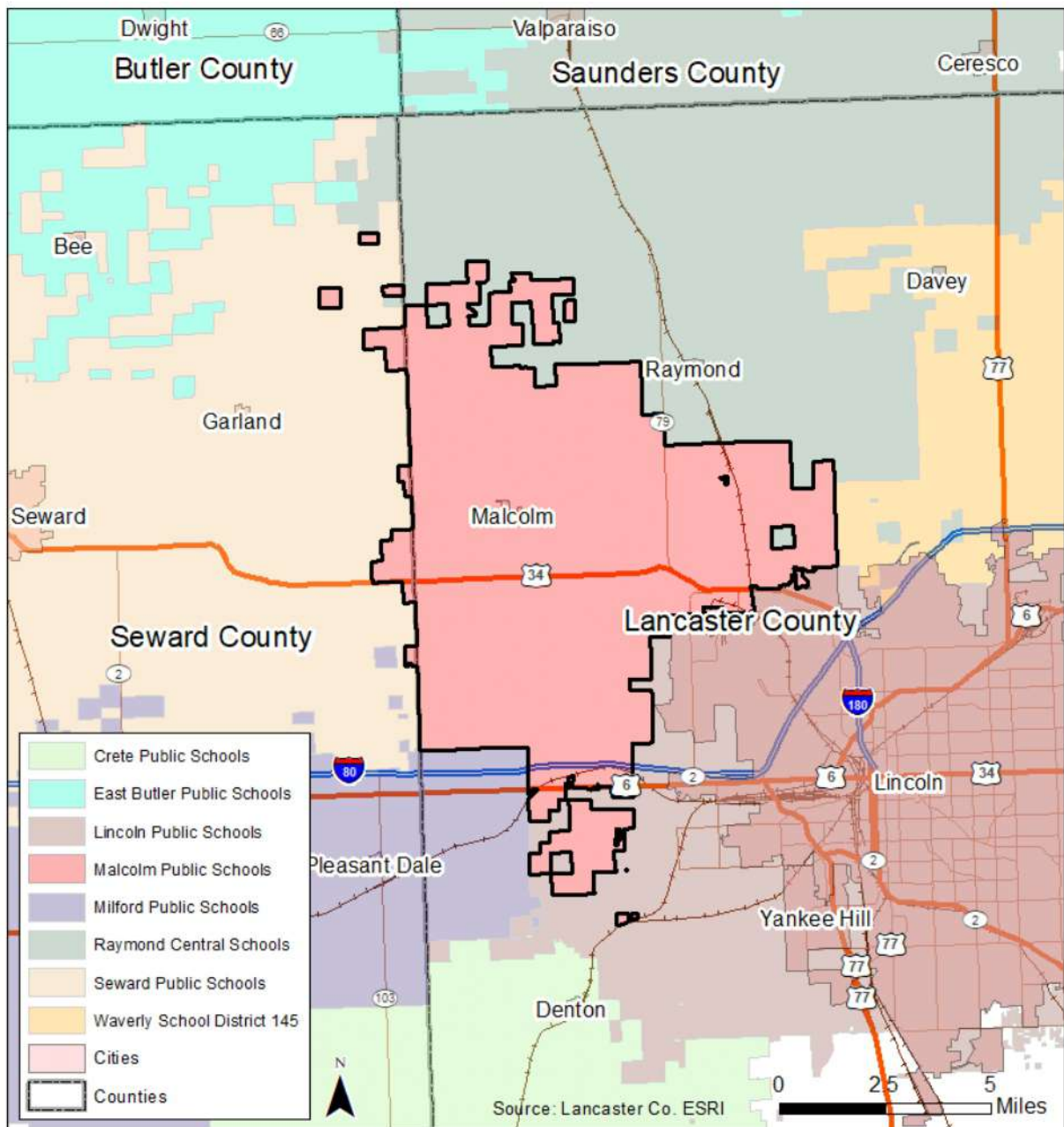
School amenities include two full-size gyms, two cafeterias, a performing arts center (constructed in 2018), and optional college classes. The total enrollment for elementary school (PK-6) in the 2018-19 school years is 322 students, with 271 students in the secondary school (7-12). The Malcolm Public School District (#148) comprises approximately 85.3 square miles in Lancaster County and 2.6 square miles in Seward County. As the areas around Emerald and Branched Oak Lake expand, the need for additional school facilities will become more evident. There is a bus service for students in the school district.



Malcolm High School Football and Track Field

The Malcolm Public School District is one of the smallest in the area, and functions with one of the smallest property tax bases within its peer institutions. The school district boundary is shown in Figure 19.

Figure 19. Malcolm Public School District



4.3. Churches

Malcolm has four churches: Northwest Community Church, Malcolm United Methodist Church, St. Paul's Lutheran Church, and Zion Lutheran Church. The two Lutheran churches are the oldest; both are wood frame structures and are in good condition with some occasional remodeling. St. Paul's Lutheran constructed a new addition in 1992, and Zion Lutheran added the Nolte Center Social Hall in 2005 and two wings with a handicap ramp to the church proper in 2008. Zion Lutheran, Malcolm United Methodist and the Northwest Community Church are located outside of the Village Corporate limits. The Northwest Community Church and the Malcolm United Methodist Church are both modern buildings.



Malcolm United Methodist Church



Northwest Community Church



Zion Lutheran Church



St. Paul's Lutheran Church

4.4. Malcolm Volunteer Fire and Rescue Department

Rescue and emergency response services are provided by the Malcolm Volunteer Fire and Rescue Department. The six bay building was constructed in 1977. The Malcolm Fire District covers an area of approximately 60 square miles including the Village, two state recreation areas, six miles of Interstate 80, rail lines, and farm chemical supply outlets. The department has 36 members with 14 certified Emergency Medical Technicians (EMTs). The department runs nearly 200 calls a year that include medical, vehicle accidents, fires, and hazmat and standby events. The fire district is shown in Figure 20.



Malcolm Volunteer Fire Department

Firefighting equipment consists of:

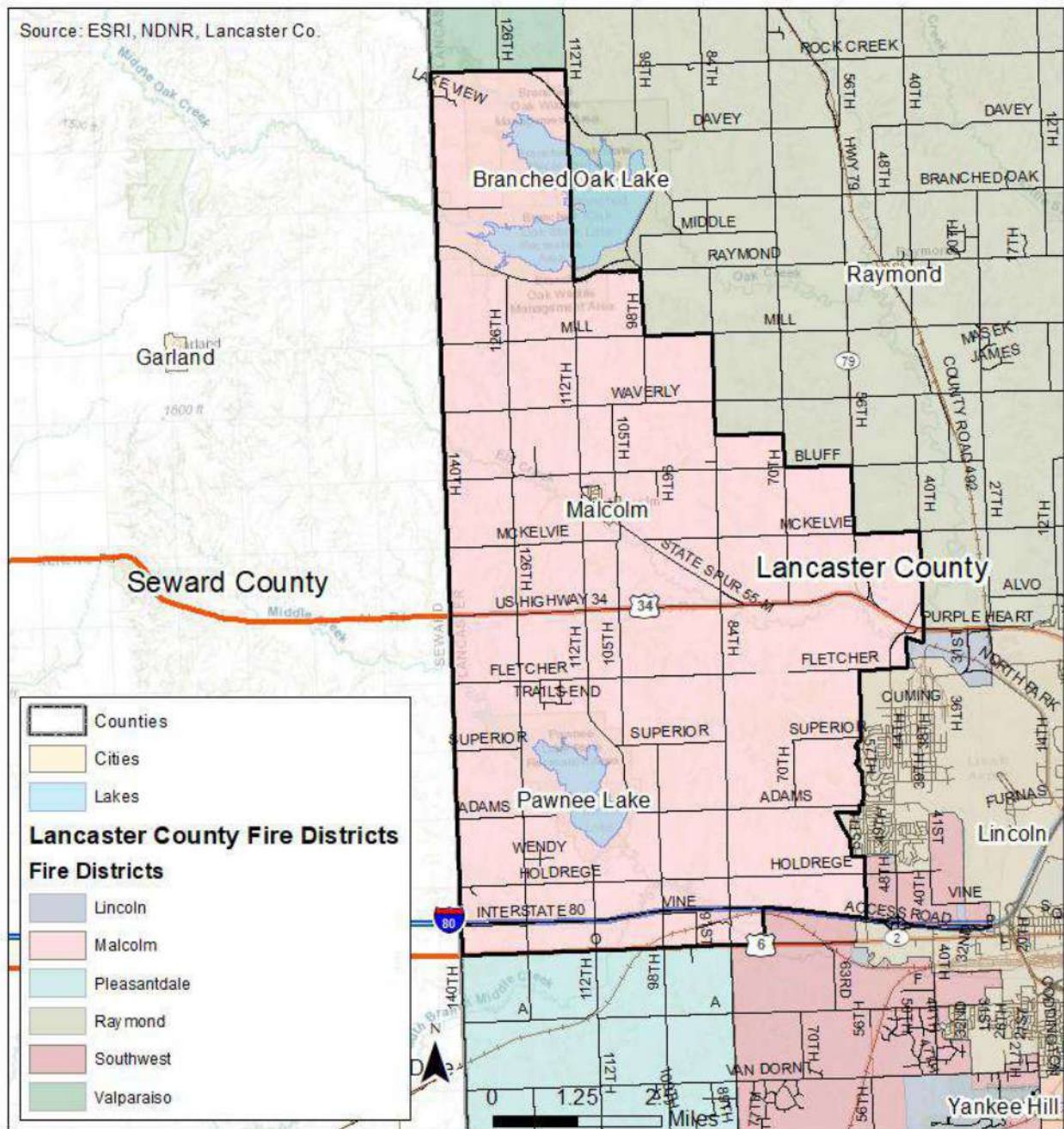
- Squad 10 – Ambulance – 2013 Ford F450, Medical Transport Vehicle
- Truck 21 – Grass/Wildland – 2002 Ford F350, 200 Gallon, Wildland Operations Vehicle
- Truck 22 – Grass/Wildland – 2004 Chevy 3500, 250 Gallon, Wildland Operations Vehicle
- Truck 23 – Grass/Wildland – 2012 Chevy 3500, 300 Gallon, Wildland Operations Vehicle
- Truck 34 – Pumper – 2007 International, 1000 Gallon Pumper, Fire Operations Apparatus
- Truck 35 – Rescue/Pumper-- - 2017 Freightliner, 750 Gallon Pumper, Rescue/Fire Operations Apparatus
- Truck 43 – Tanker – 2018 Freightliner, 3000 Gallon Tanker, Pumper
- Jaws of Life
- One trailer with extra supplies such as an Compressed Air refill system



Malcolm Volunteer Fire Department – Engine 35

The department hosts an annual pancake feed as a fundraiser for the department and as a way to bring the community together during the month of April. In late 2013, Malcolm Fire and Rescue added a 2013 Ford F450 Ambulance to the fleet, ending reliance on Raymond Fire and Rescue as our ambulance services. In 2017, they added a new 3,000 gallon Freightliner tender truck (tanker), replacing a 2,000 gallon tanker from 1978, and a new 750 gallon Fire Apparatus, replacing an old 1991 truck. The department's website is www.malcolmfireandrescue.org.

Figure 20. Malcolm Rural Fire Department Coverage Area



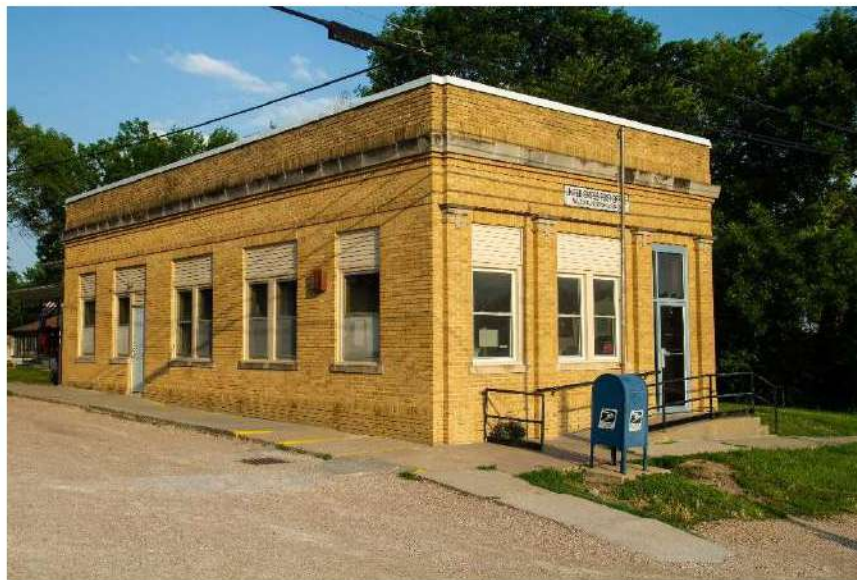
4.5. Law Enforcement

The community does not have the financial resources to support a local law enforcement officer; therefore, through an interlocal agreement, it depends on law enforcement of the Lancaster County Sheriff's office, based in Lincoln. The Lancaster County Sheriff's Office provides services throughout Lancaster County using satellite sites. It shares the Justice and Law Enforcement Center with the Lincoln Police Department. The dispatch center that services the Malcolm community is also located in Lincoln.

Nebraska State Patrol also provides jurisdictional coverage, as needed, in addition to the Lancaster County Sheriff's Department. The Nebraska State Patrol is headquartered in Lincoln. It provides on-call assistance, patrols U.S. and State highways, and protects small communities.

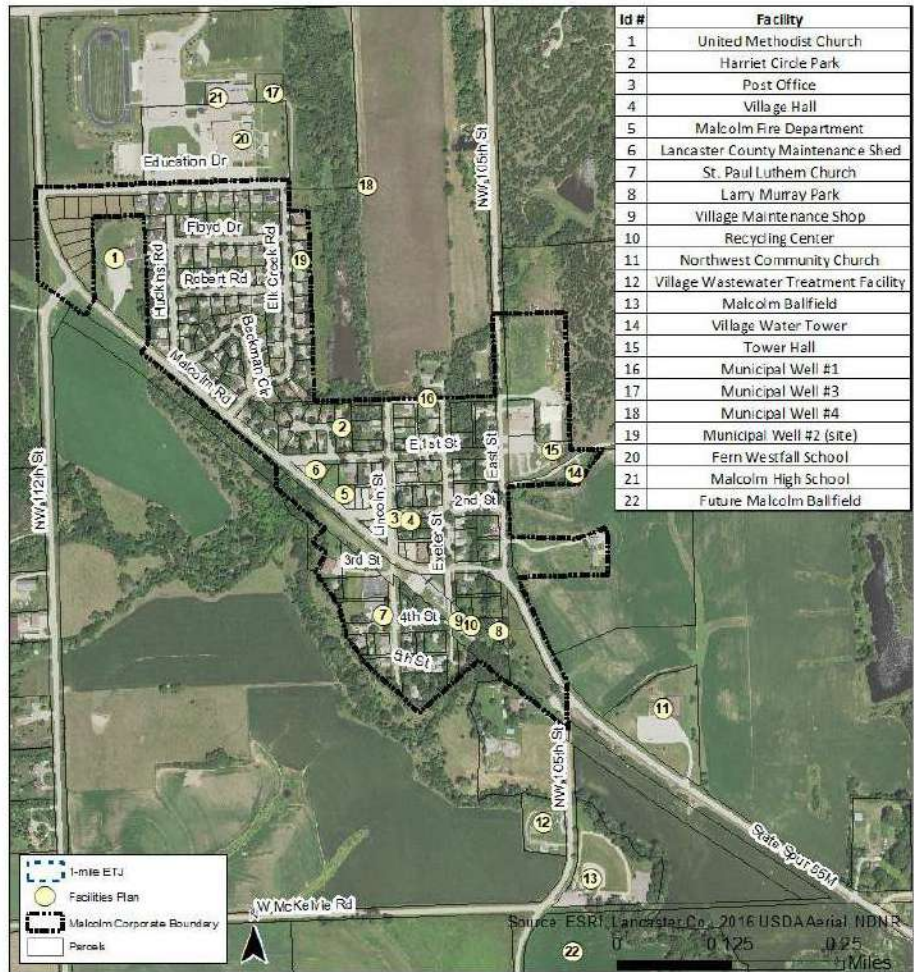
4.6. Community Facilities

The Post Office is located at 226 South Lincoln in downtown Malcolm in a brick building that was previously a bank. Current community facilities are listed in Figure 21.



Malcolm Post Office

Figure 21. Community Facilities



4.6.1. Malcolm Village Hall

The Malcolm Village Hall is located at 137 E. 2nd Street in downtown Malcolm. The wood structure with a concrete block basement serves as the Clerk's office and Board Chambers. The building was originally a one-room school, and was moved into Malcolm. The Village Board meetings are held on the first Wednesday of each month; Malcolm Planning Commission meetings are held on the last Wednesday of each month. The website address for the Village of Malcolm is www.malcolm.ne.gov.



Malcolm Village Hall

4.6.2. Malcolm Maintenance Shop

The Maintenance Shop is located at 300 S. Exeter in a metal building built in 1988 with an addition added in 2008. The Village Maintenance Superintendent uses road equipment, lawn mowing equipment, and equipment for snow removal, grading, gravel, etc.



Malcolm Maintenance Shop

4.6.3. Medical Health Care

Malcolm has no local medical facilities; however, Lincoln and Lancaster County are served by three hospitals, one rehabilitation hospital, and a Veterans Administration Medical Center. The Malcolm Volunteer Fire and Rescue provides ambulance services. There are also a number of other specialized health care facilities, such as nursing homes, treatment centers, specialty clinics, and retirement centers nearby. While no full-service hospitals are available in Malcolm, the community's close proximity to the City of Lincoln provides several options for hospital care and service within a short distance.

Bryan LGH East Campus

The Bryan East Campus offers a range of clinical services, inpatient and outpatient health services, and an emergency department. The Bryan East Campus is located at 1600 S. 48th Street in Lincoln.

Bryan LGH West Campus

Located in Lincoln at 2300 S. 16th Street, Bryan West offers a range of clinical services, inpatient and outpatient care, rehabilitation services, and an emergency department.

CHI Health – Saint Elizabeth Regional Medical Center

Saint Elizabeth's is located in Lincoln at 555 S. 70th Street. As a full-service medical center; the facility offers inpatient and outpatient care, clinic offices, and an emergency department.

Nebraska Heart Institute

The Nebraska Heart Institute, at 7440 S. 91st Street in Lincoln, offers a comprehensive program of cardiology and heart-related services. The institute is a clinical and surgical center focused on heart-health.

Seward Memorial Hospital

Seward Memorial Hospital/Seward Family Medical Center offers a range of clinical services, inpatient and outpatient health services and an emergency department. Seward Memorial Hospital/Seward Family Medical Center is located at 300 N. Columbia Avenue in Seward, NE.

4.6.4. Parks

Malcolm has two parks: Larry Murry Park and Harriet Circle Park. Larry Murry Park, located along the south entrance, offers a playground, picnic shelter, and a Frisbee golf course. In the future, the Village would like to construct a permanent bathroom facility in the park. Harriet Circle Park is in the residential sector of Malcolm along a tributary of Elk Creek. This park offers a variety of playground equipment and a grill. Both parks are in the need of drinking water fountains.



Harriet Circle Park



Larry Murphy Park Shelter

4.6.5. Baseball/Softball Field

The Village has a baseball and softball facility located on NW 105th Street across from the Waste Water Treatment Facility. The 4.69 acres a land was acquired from the Malcolm Community Club by Warrant Deed dated May 6, 1987. On May 5, 1988, the Village acquired an additional 0.38 acres due to the change in the county road where it now curves just North of McKelvie Road on NW 105th Street.

As of 2016, there were 190 baseball and softball players and 34 coaches and assistant coaches. Over 40% of students in Elementary and Junior High were involved in baseball or softball. On average, 13 games are hosted per week and 20 practices per week. The Malcolm field sees almost 420 hours of use. The regular season is 18 weeks, plus an additional 8 weeks in the fall for High School Softball (MYSa 2016).



Malcolm Ballfield Aerial View



Ballfield Entrance

The Village has entered an agreement with the Malcolm Youth Sports Association (MYSA) for maintenance of the field and the facilities. Generally, the Village provides water, sewer, electricity, light bulbs (but not full banks of lights), and mowing outside of the fence. MYSA provides field mowing, schedule of watering, maintenance, parking lot gravel, agri-lime, chalking, concessions, scheduling of practices, tournaments, games, umpires, and improvements. MYSA sponsors baseball and softball teams. In 2008, the Village of Malcolm received a grant of \$12,500 from the Land and Water Conservation Fund through the Nebraska Games and Parks. The funds were used to upgrade the lighting system, and MYSA committed the matching funds.

The field has a concession stand with restrooms, fencing, equipment shed, shelving, screening, score board, new sod, grading and agri-lime, spectator bleachers, sun shade over concessions area, exhaust fan, screen for batting cage, a 4-wheeler, and a mower. In 2008, multiple youth teams from grades 1 through 10 utilized the facilities for approximately 150 games and practices. This included holding 4 tournaments with youth from numerous surrounding communities.

In addition to the upgrade to the lighting system by adding two new banks of lights on poles to bring field lighting up to industry standards, another storage facility was added to accommodate the mower and 4-wheeler, as well as other materials, a crow's nest with a sound projection system, a sprinkler system, in-field upgrades, higher out-field fencing, and the acquisition of more land to add one or two more fields. A new ball field is being planned directly south of the existing ball field. Planning is underway for up to three new ballfields. MYSA purchased 6.42 acres in 2018 for one additional field. The Malcolm Field of Dreams organization is working to raise funding and apply for grants to obtain resources necessary to move towards construction of the first field.

4.6.6. Bookmobile

Malcolm has no local library. However, the Bookmobile comes out the first, third and fifth Saturday of each month. Also, a free little library is located in front of the Village Hall. The Eiseley Branch of the Lincoln Public Library System, located at 14th and Superior, is the closest public library to Malcolm. Additionally, the Seward Memorial Library is 18 miles to the west on U.S. Highway 34.

4.6.7. Refuse Collection

To handle the sanitary needs of the community, refuse pick up services are supplied by Lancaster County Waste, out of Lincoln, and First Choice of Malcolm, which both pick up garbage once per week. Malcolm provides dumpsters for an annual Village clean-up day for Village residents.

4.7. Social Functions

Social functions are sponsored primarily by the churches, school, and Village. The Malcolm Volunteer Fire and Rescue holds an annual pancake feed. The Malcolm General Store offers early morning coffee time. Lippy's BBQ moved to the former Branched Oak Inn building in 2018 and offers a full restaurant, bar, keno, and seasonal live music. The Village hosts an annual Antique Tractor and Car Show every year on the third Sunday of August.

4.8. Utilities

The following is a summary of all utilities provided to the community of Malcolm.

- Electricity to the Village is provided by Norris Public Power District.
- Telephone and Internet services are provided by Windstream Communications on copper landlines, providing up to 100mbps speeds.
- Zito Media provides TV services with Internet and phone service is anticipated to also be provided sometime in 2018 or later.
- Wireless internet services are provided by Affordable Internet Solutions.
- Unite Private Networks has presence with dark fiber, Metro E and other fiber optic services.
- Verizon Wireless has presence on a 100' tower located just southwest of Malcolm, being the primary wireless carrier in the area.
- Natural gas is not served to the Village via pipeline so propane tanks are used for those utilizing gas services by choice of provider.
- Refuse services are provided by L&W Garbage of Lincoln and First Choice of Malcolm.
- Water and sewer are provided by the Village of Malcolm.
- A community recycling collection point, collected by Van Bush, is located behind the Village Maintenance building on Exeter Street. At the time of this plan curb side recycling was being explored.

4.8.1. Public Water System

The municipal water system was constructed in about 1964 with storage capacity of 6,000 gallons to service the needs of the existing homes. When the new housing additions were added, it became apparent that one well was not sufficient. A new well was sunk in 1971 with no storage tank. Malcolm now has 4 wells (one of which is noncommissioned) and a water tower with a capacity of 75,000 gallons. Malcolm implemented a sequestration system including chlorine injection in 2007 to help clarify the water and to remove odor and discoloration.



Well #1



Well #3



Wastewater Treatment Plant

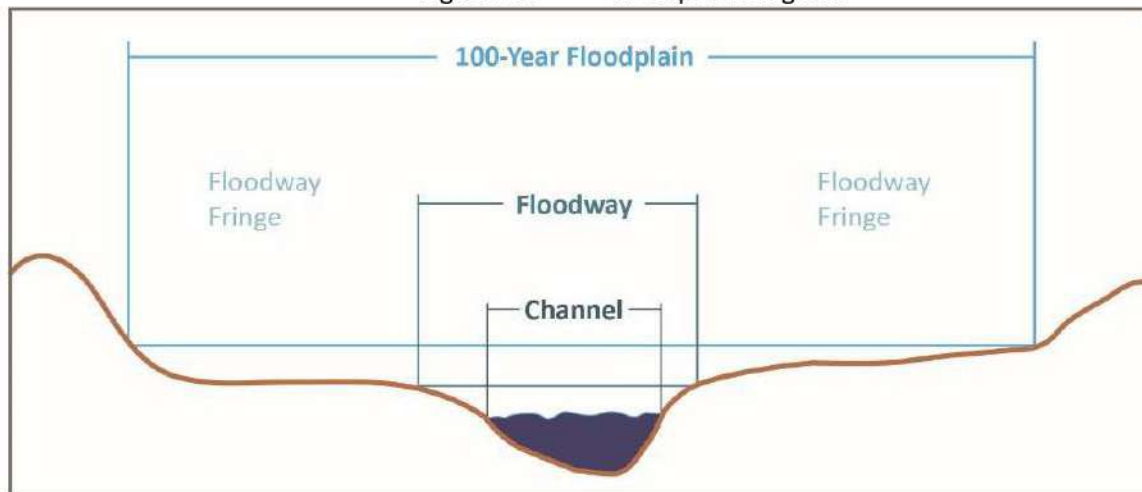
4.8.2. Wastewater Treatment Facility

An ultraviolet filtration system was added in 2008, and the existing wastewater treatment facility was upgraded in 2009 with stimulus money. It is estimated that the current system has the capacity to serve a population of 800 in Malcolm. There are no planned upgrades or major wastewater treatment system projects planned as of 2018.

4.9. Floodplain

Elk Creek, located on the southwest side of the community, is the primary drainage for the community, including a tributary that flows intermittently through Harriet Circle Park. A floodplain includes the floodway, a one percent annual chance of flooding event and a 0.2 percent annual chance of flooding event, as described in Figure 22. Through the Federal Emergency Management Agency's (FEMA) Flood Hazard Mapping Program (FHMP), and the Risk Mapping Assessment and Planning (MAP), FEMA identifies flood hazards, assesses flood risks, and partners with states and communities to provide accurate flood hazard and risk data to guide them to mitigation actions.

Figure 22. Floodplain Diagram



As FEMA defines, a floodway is not only the existing water channel but also “other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevations more than a designated height. Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations.” The most commonly used term is the 1% Annual Chance of Flooding, or previously known as the “100-year floodplain”. This describes an area where a one percent chance of flooding may occur annually within the boundary. This area is mapped by categories 1%-A and 1%-AE. Both are considered within the 100-year floodplain. 1%-AE areas are considered to be more precise, including Base Flood Elevations (BFE's), whereas 1%-A areas are determined using approximate methodologies. Floodplain maps are available online, or by contacting Lancaster County. The areas indicated are often updated as FEMA updates their studies. Property owners within or near floodplain boundaries may submit a Letter of Map Change if they believe their property has been inadvertently mapped in Special Flood Hazard Areas. Property owners near the boundaries should verify that their property is not within a special flood hazard area when developing or selling property to avoid infringing upon the hazardous zones or affecting nearby properties. Malcolm's floodplain, based upon information obtained from Lancaster County, is shown in Figure 23.

Figure 23. Streams, Watersheds and Floodplain Map



4.10. Wellhead Protection Area

The Nebraska Department of Environmental Quality (NDEQ) regulates groundwater quality and works with community source water protection through the Nebraska Wellhead Protection (WHP) Program. In 1998, the Nebraska Legislature passed LB 1161 (Neb. Rev. Stat. §46-01501 to 16-1509) authorizing the WHP Act.

WHP Areas were delineated with community public health and safety in mind. Both subdivision and municipal wells serve its populations and pose a larger threat to public safety if contaminated. The goal of the WHP Program, is to protect land and groundwater surrounding public drinking water supply wells from contamination. The WHP Program provides the following in accordance with federal laws:

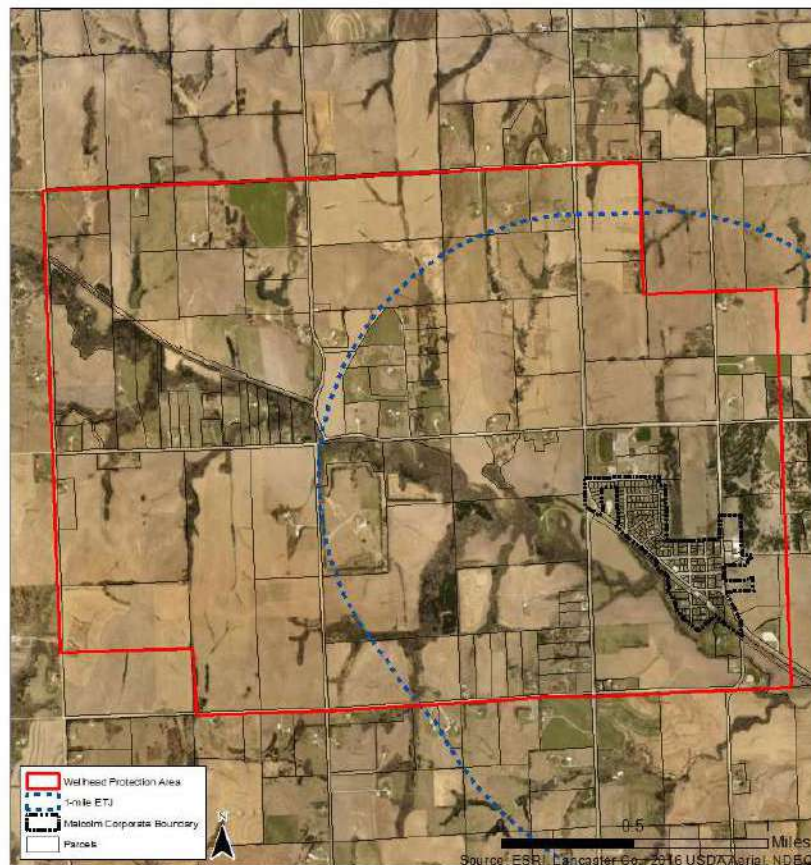
- 1) Duties of the governmental entities and utility districts
- 2) Determines protection area
- 3) Identifies contamination sources
- 4) Develops a containment source management program
- 5) Develops an alternative drinking water plan
- 6) Reviews contaminated sources in future wellhead areas
- 7) Public participation and involvement

The approaches of the Nebraska Wellhead Protection Program are to:

- 1) Prevent the location of new contamination sources in Wellhead Protection Areas through planning.
- 2) Minimize the hazard of existing contamination sources through management.
- 3) Provide early warning of existing contamination through ground water monitoring.

The WHP Area is a defined region with restrictive land use regulations to prevent potential contaminants from locating in the sensitive area. The boundaries are delineated by a time of travel cylindrical displacement calculation. The boundary was mapped originally by NDEQ, and updated in 2018, so communities understand where to apply land use controls, if they choose, to limit or avoid potential contamination of the source water supply.

Figure 24. Wellhead Protection Area (2018)



5. Goals and Objectives

The Vision of Malcolm's Future

The community's future growth and prosperity will be guided by goals, which are desirable actions, established through a collection of ideas and feedback. Goals are the basis for the community vision statement established by a visioning process. The survey, and other public feedback, drove the visioning

process, which evaluated existing conditions, and provided a path to make improvements and bring consensus on making positive changes throughout the community.

VISION STATEMENT

The Village of Malcolm will be a safe, friendly, and family-oriented community where residents and visitors enjoy a positive community spirit, along with quiet and safe neighborhoods. The Village will support community growth and provide high-quality services.

Visioning is a process of evaluating present conditions, identifying problem areas, and bringing about a community-wide consensus on how to overcome existing problems and manage change. By learning about its strengths and weaknesses, a community can decide what it wants to be, and then develop a plan that will guide decisions toward that vision.

Because change is continuous, a community must decide the specific criteria they will use to judge and manage change. Instead of reacting after the fact to forces altering the community, residents armed with a strategic vision can better reinforce the changes they desire, and discourage changes detracting from the vision. Having a shared vision allows a community to focus its diverse energies and avoid conflicts in the present as well as the future.

The foundation of a comprehensive development plan is the section on goals and objectives. This is where citizen concerns and vision are translated into action statements that can be used to direct future growth and change within Malcolm. This is where a consensus on "What is good development?" and "How do we manage change in order to provide the greatest benefit to the community at-large?" is formed. The Malcolm goals and objectives attempt to address various issues affecting the community and the questions of "what" and "how" we plan in the community.

5.1. Community Survey

The following is a summary of the citizen input obtained by the Village of Malcolm's Planning Commission in August of 2107 in response to a community survey intended to guide the Comprehensive Development Plan update. This input was used to shape the community's new vision statement and development goals. A total of 45 surveys were received out of 192, 23.4% response.

The reasons people are living in Malcolm:

Most people like the small town atmosphere and school system, two common responses within the survey overall.

RANK	ITEM	RESPONSE %	RANK	ITEM	RESPONSE %
1	Small town atmosphere	84	5	Churches	27
2	Good schools	62	6	Convenient to job	24
3	Convenient to friends and relatives	38	7	Affordable housing	20
4	Convenient to recreation areas	31			

What is one thing people want to improve?

The **water system**, **sidewalks**, and **streets** are items people would most like to improve. Other thoughts on improvements include *school growth*, *lowering village cost*, *beautification*, and *dining*.

The most important community characteristics are as follows:

Having access to clean and safe water was a clear majority, and a very common theme from respondents. Maintaining a safe community and supporting the school system rounded out the top three key community characteristics.

RANK	ITEM	RESPONSE %	RANK	ITEM	RESPONSE %
1	Providing clean and safe water	69	5	Healthy environment and open space	22
2	Safety and security	58	6	Recreation access and quality of life amenities	11
3	Malcolm Public Schools	51	7	Business opportunity	7
4	Affordable living and utilities	44	8	Youth programs	4

What are the most important challenges for Malcolm to address in the next 5 years?

According to the public, the Village Board needs to work hard on providing adequate drinking water, improving streets and sidewalks, and continuing to support the school system in the next five years. Promoting businesses is a close fourth in the rankings.

RANK	ITEM	RESPONSE %	RANK	ITEM	RESPONSE %
1	Adequate drinking water	62	6	Planning/zoning and stormwater/flooding	22
2	Streets/sidewalks	58	7	Sewer maintenance	20
3	Supporting school growth	51	8	Addressing inadequate housing and promoting residential growth	11
4	Promote commercial/industrial growth	44	9	Addressing Lincoln's growth	7
5	Adding services (i.e. recycling, yard waste dump, composting)	29	10	Emerald Ash Borer	2

Is Malcolm better, the same, or a worse place to live than 10 years ago?

RANK	ITEM	RESPONSE %
1	Same	42
2	Better	31
3	Worse	13
	Don't know	13

What type of businesses should Malcolm add?

Adding a gas station and additional dining options dominated the responses on what businesses should add. Other suggestions included keno, a daycare, and grocery.

How about residential development and if so, how many new homes per year?

Overall, the respondents support slow and steady residential growth between one to five houses annually.

RANK	NUMBER OF HOMES/YR	RESPONSE %
1	1 to 5	42
2	Zero	24
3	6 to 10	16
4	20 or more	7
5	11 to 20	4

What recreational or cultural amenities should be added to the community?

The majority would like to see a trail system, followed closely by a new ballfield.

RANK	ITEM	RESPONSE %
1	Trail system	47
2	Additional ballfields	42
3	Community center	36
4	Pool and Library	29

How do people describe Malcolm to those who do not live here?

The majority describe Malcolm as a quiet, small community that has a great school. A few like the fact that it is close to Lincoln. It was mentioned that Malcolm has poor water and needs more sidewalks as well.

What are people's thoughts on development of a master plan for the downtown?

A total of 37% of the respondents supported the notion if it improved streets and included a business development incentive. A few thought the downtown would benefit from façade improvement and use of historical lighting.

What are the potential ideas to attract more visitors?

More community activities was the most popular response, followed by more dining and shops, and a gas station. A few mentioned beautification and promoting Malcolm to the outside world.

How long have the respondents lived in Malcolm?

RANK	YEARS	RESPONSE %
1	30+	22
2	11 to 20	20
3	1 to 5 and 6 to 10	18
4	20 to 30	16
5	Less than 1 year	2

5.2. Malcolm's Goals and Objectives

Goals have been divided into eight categories, each with a number of objectives that describes how the goal will be achieved. Goals categories include economic development, environmental, community engagement, community service, education, recreation and leisure, transportation and energy, and land use.

5.2.1. Economic Development

Goal 1 – Strive to promote a new business such as retail, agricultural, and commercial which will support the Malcolm residents now and in the future, thereby promoting economic stability and expansion of the tax base.

Objective 1 – Work with existing property owners, or an entrepreneur, to encourage development of a gas station, or gas service.

Objective 2 – Promote unique type niche businesses that are attractive to visitors of Branched Oak Lake and Pawnee Reservoir, such as an antique store, tasting room, or other destination business, attractive to lake visitors, and other day travels from nearby cities.

Objective 3 – Establish a Downtown Master Plan to lay out what is necessary to make the area more vibrant, exciting, and engaging.

Goal 2 – Provide opportunities for economic development through residential development.

Objective 1 – Maintaining steady residential growth.

Objective 2 - Increase opportunities for senior housing in order to provide opportunities for young families to purchase existing homes.

5.2.2. Environmental

Goal 1 – Maintain a community that recognizes the surrounding environment and support sustainable practices.

Objective 1 – Take into consideration impacts that developments and other community land use changes have on storm water runoff and promote practices that properly manage runoff.

Objective 2 – Plan ahead for the environmental and economic impacts of the Emerald Ash Borer by conducting an inventory of all ash trees in Malcolm and making a plan to dispose of trees and budget for the expense or removing trees.

Objective 3 – Work with the Nebraska Rural Water Association, Nebraska Department of Environmental Quality, and Lower Platte South Natural Resources District to develop a NDEQ approved Wellhead Protection Plan.

Objective 4 – Continue to provide a recycling drop off location in Malcolm and explore opportunities for curb side recycling.

Objective 5 – Promote open space and low impact land uses and limit or avoid development within the floodplain.

5.2.3. Community Engagement

Goal 1 – Promote civic activities and activities of other community groups and organizations to surrounding communities and visitors to nearby recreation areas.

Objective 1 – Maintain the existing community website that is managed by an authorized Village representative.

Objective 2 – Expand the number of community events and community engagement opportunities.

Objective 3 – Support participation within community groups.

Objective 4 – Promote the use of the downtown area for community events such as street dances, community meals, art and craft, and similar type activities.

5.2.4. Community Services

Goal 1 – Continue to utilize community financial resources to support all public utilities.

Objective 1 – Conduct a study to identify the cause and solutions to the community's water pressure issues including planning for a new water tower.

Objective 2 – Begin making structural improvements to the community water system annually on an incremental basis based upon priorities and recommendations as listed within available water study's in order to alleviate water pressure issues and concerns with the inadequate capacity of the water tower.

Objective 3 – Explore unique financial opportunities to pay for capital improvements in the future in order to ensure utility bills are lowered as the bond for the wastewater treatment facility is paid off. Consider tools such as the use of Tax Increment Financing, obtaining grants, or similar opportunities.

Objective 4 – Continue a strong working relationship with the Lancaster County Sheriff's Department to provide law enforcement.

Objective 5 – Continue to support, and promote community engagement in, activities that increase the financial capability for the Malcolm Fire Department and assist with locating a new fire barn within the next 10 years.

5.2.5. Education

Goal 1 – Encourage and maintain productive and steady growth of the Malcolm Public School District.

Objective 1 – Encourage growth of the school by promoting support for school bonds or other financing tools.

Objective 2 – Utilize the school as a community learning center for all ages.

5.2.6. Recreation and Leisure

Goal 1 – Continue to provide adequate recreational opportunities and facilities and add new facilities developments, or improve existing facilities, throughout Malcolm.

Objective 1 – Support the Field of Dream's efforts to construct a second ballfield by applying for grants to leverage local funding.

Objective 2 – Develop a community trail plan to be used to support efforts to obtain future grant funding.

Objective 3 – Require developers to set aside land within their development for neighborhood parks.

Objective 4 – Install a permanent bathroom facility in Larry Murry Park.

5.2.7. Transportation and Energy

Goal 1 - Develop, maintain, and upgrade an efficient road system to serve current and future circulation and access needs.

Objective 1 - Develop policies within the Transportation Plan, as well as the Zoning and Subdivision Regulations that promotes efficient circulation patterns in new developments including sidewalks. New circulation patterns shall be created so to logically link up to existing circulation patterns.

Objective 2 - New subdivision plats should reflect connectivity not only to existing development but in potential future developments identified in growth areas of the Future Land Use plans. This connectivity includes multiple ingress/egress into subdivisions.

Objective 3 - Improve, develop, and maintain well-traveled roads with hard surfacing as identified in the Village's One- and Six-Year Plan.

Objective 4 – Install, repair, and improve sidewalk system to encompass major access points and residential neighborhoods.

Objective 5 – Pave downtown and all current roadways within the community along residential areas that are gravel.

5.2.8. Land Use

Goal 1 – Malcolm will utilize a regularly updated, or new set of, land use regulations that promote compatible land uses to support the public health, safety, and welfare of the community.

Objective 1 - Utilize development policies and regulations to manage future development so that it occurs in the most efficient and cost-effective manner, thus, spending tax dollars in a fiscally responsible manner.

Objective 2 - Establish land use development districts that will identify areas of the community best suited for specific uses.

Objective 3 – Maintain open space.

Residential Based Objectives

Objective 1 - Maintain or improve the residential character of existing areas of the community through land use policies and regulations, as well as, assisting in the rehabilitation of older deteriorating structures.

Objective 2 - New residential developments should be accompanied by covenants, which provide for the maintenance of common areas, easements and drainage ways.

Objective 3 - New residential developments should not be approved without a subdivision agreement first being agreed upon and signed by both the developer and the Village.

Objective 4 - New subdivision developments should promote connectivity with the existing transportation infrastructure.

Objective 5 - Residential and other uses should be buffered from each other whenever possible through either distance or physical visual barriers.

Objective 6 - Encourage the elimination of housing that is in a substandard condition through either restoration or demolition.

Objective 7 - Establish manageable guidelines and regulate home-based businesses through zoning.

Commercial Based Objectives

Objective 1 - Encourage the redevelopment of the downtown business district. The redevelopment should first include a comprehensive study that examines infrastructure (streets, sidewalks, water, sanitary sewer, lighting, and drainage), structure conditions, streetscape concepts, economic development opportunities... etc.

Objective 2 – Promote new commercial development, such as a gas station, or gas service, and other similar low intensity service providers, such as restaurants.

Industrial Based Objectives

Objective 1 – Ensure that industrial land uses are placed within areas currently zoned for industrial uses and encourage new development of industrial uses within areas identified on the zoning map or future land use map as industrial.

6. Future Land Use Plan

6.1. Future Land Use

The Future Land Use section provides tools to guide future development in Malcolm. The concepts for these tools are based upon the Village's existing conditions and projected future conditions. The Future Land Use Plan also assists the community in determining the type, direction and timing of future growth and development. The criterion used in this Plan reflects several elements, including:

- The current use of land within and around the community
- The desired types of growth including location of growth
- Physical characteristics, opportunities and constraints of future growth areas
- Current population and economic trends affecting the community

Malcolm should review and understand the above criteria when making decisions about the future use of land within the planning jurisdiction. Upon reviewing this information, the Malcolm Planning Commission should decide upon a population growth rate to base its future land use and public service needs upon.

If a plan designates far more land than is needed for future development, then it is providing insufficient guidance necessary for land use decisions. This can result in inefficient and costly public or private investment decisions, loss of natural resources and agricultural land, and a widely separated development pattern that may erode Malcolm's sense of community. The Plan must provide a balance between these issues, by providing an adequate supply of development sites while guiding both development and public investment decisions. The future land use map shown in Figure 25 displays areas that the Malcolm Planning Commission, Village Board, and the public have determined to be reasonable areas that present opportunity for growth. Figure 26 shows the same areas with a closer view around the community.

Figure 25. Future Land Use (ETJ)

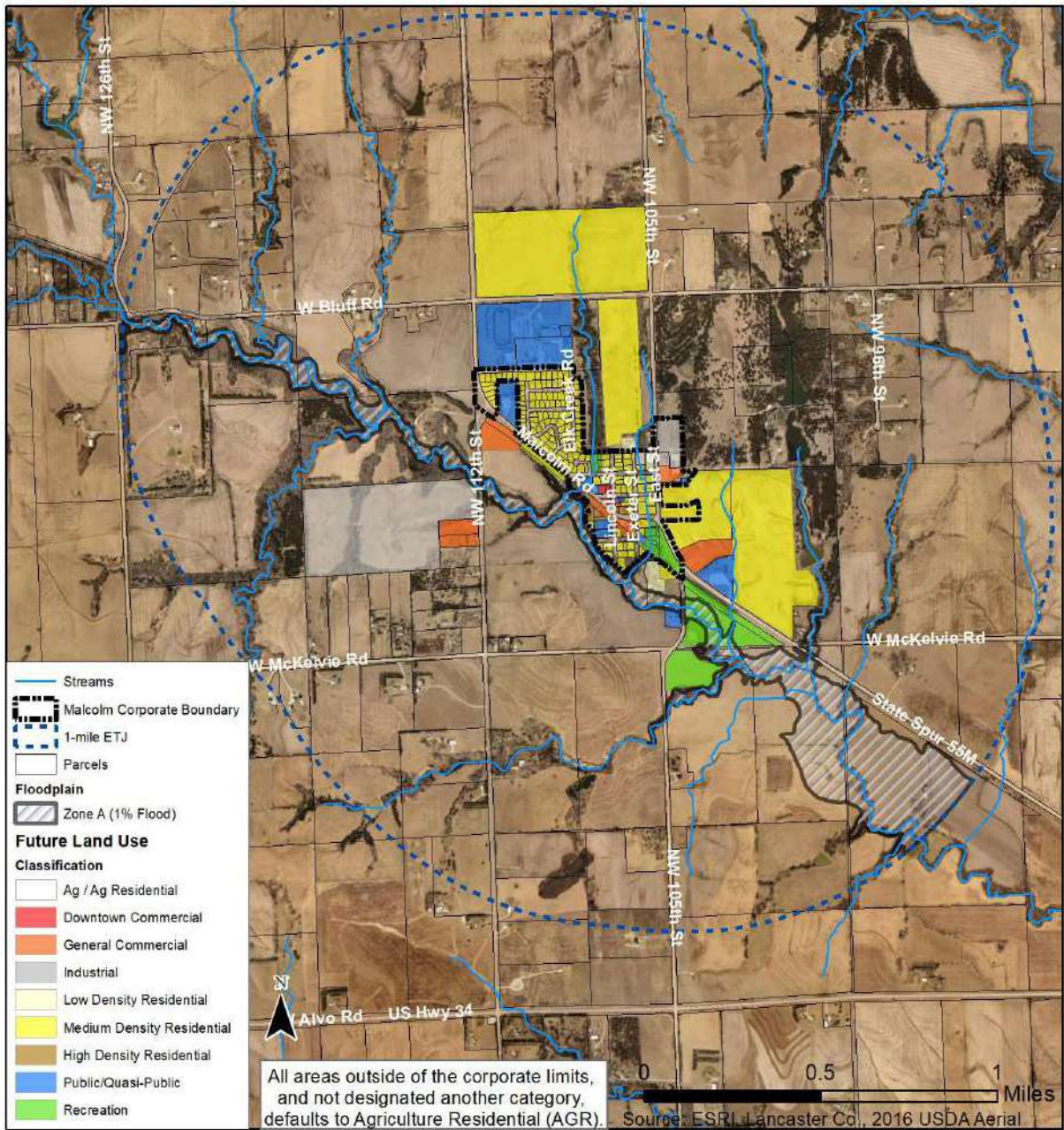
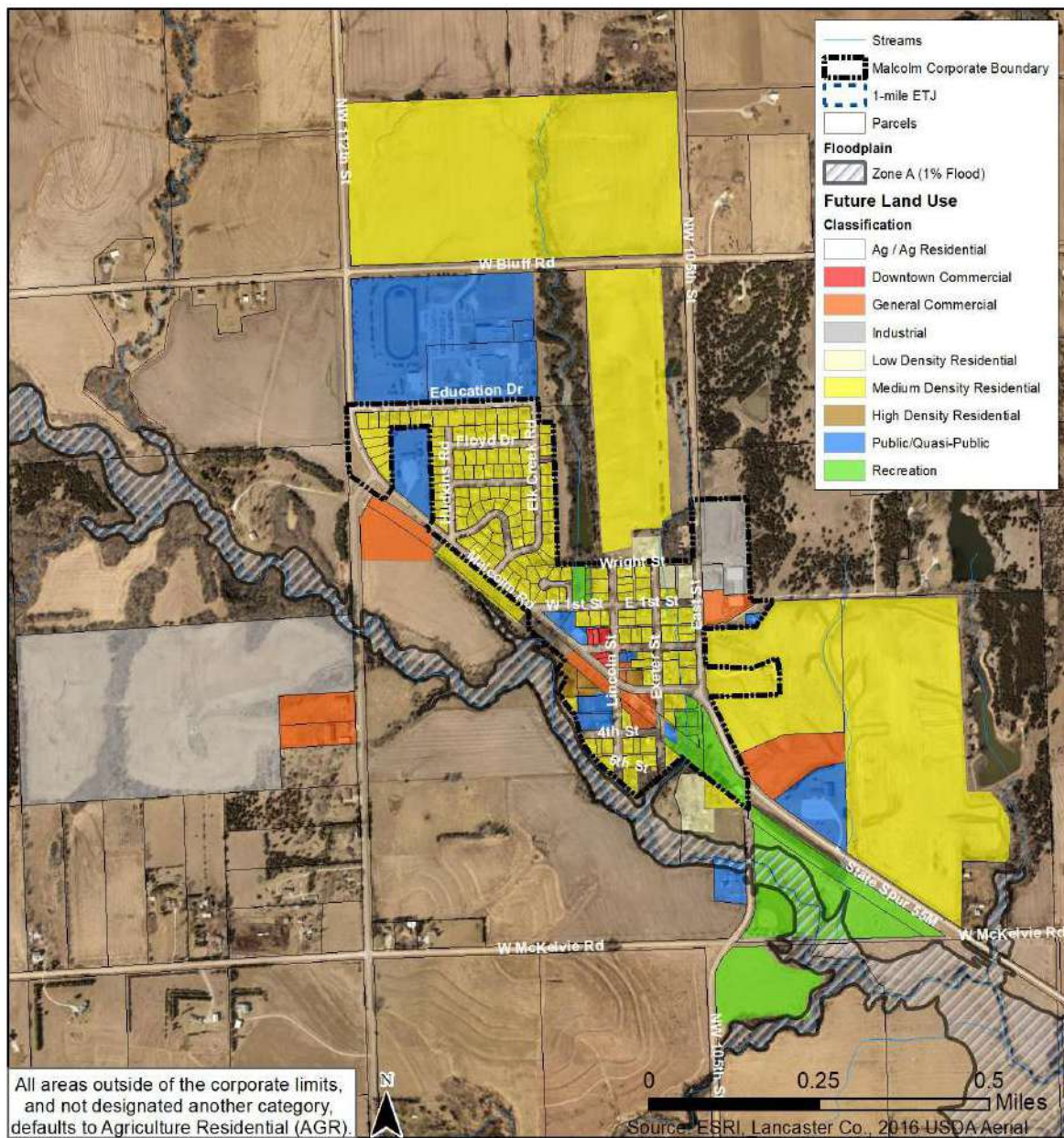


Figure 26. Future Land Use (Corporate Limits)



6.2. Future Land Use District Classifications

Agriculture / Agriculture Residential (AGR)

This AGR district is reserved for traditional agricultural uses around the perimeter of the community out to the one-mile ETJ. The district requires that a 20-acre lot minimum for acreages, mainly to limit the number of wells being used and to allow for flexibility for growth around the community.

Medium Density Residential (MDR)

The MDR district represents the typical residential subdivision within a community as they exist today, and is compatible with the Medium Density, R-1 on Malcolm's zoning map. Allowable uses within these districts include single-family residences, two-family duplex, and other permitted uses such as churches, schools, municipal buildings, parks, community buildings, amongst others. The minimum lot size for a single family dwelling is 10,000 sq. ft.

High Density Residential District (HDR)

The HDR district represents the areas of the community with smaller residential lots or multi-family residents and is compatible with the High Density, R-2 on Malcolm's zoning map. The HDR district is intended to accommodate denser residential development such as apartments, condos, or duplexes. The minimum lot size for a single-family residence is 7,500 sq. ft. Other permitted uses include home occupations, churches, schools, libraries, municipal buildings parks, amongst others.

Downtown Commercial (DC) – The DC is intended to provide a location for smaller retail and office uses and is compatible to the Commercial, C, on the zoning map. This is the original central Business district and is the heart of the Village. Examples of allowable uses include businesses and services supplying retail products, offices for professional employment, and governmental facilities.

General Commercial (GC) – This land use district is intended to accommodate commercial uses along Malcolm Road and other places around the community. This land use is compatible to the Commercial, C, on the zoning map. Allowable uses in this district include larger commercial developments requiring on-site parking, clubs, lodges, retail and wholesale establishments, gas stations, restaurants, amongst others.

Industrial (I) – The 'I' land use district is compatible to the Industrial, 'I', on the zoning map and is intended to provide a setting for light industry or occasional low impact land use that is attractive, suitable for efficient operations, and not objectionable to adjacent land use. The intent is to locate new businesses in areas that would not be a non-compatible use within a residential district. Permitted uses include assembly of metal products, laboratory, manufacture and assembly, printing, warehouses, self-service storage, and social or reception halls.

Public-Quasi-Public (P) – The public and quasi-public areas are compatible in all of Malcolm's current zoning districts. The intent of the P district is to identify areas where a large amount of land is required for public uses. Depending on compatibility with surrounding land uses, public and quasi-public land uses may be allowed within all land use areas. These areas include the public school's campus, village facilities, the water and wastewater treatment facilities, as well as churches and non-profit social organizations. Types of allowable uses within this area include the continuation of existing public uses.

Recreation (R) – The recreation land use district is intended to identify areas where an open space area is intended to accommodate parks and recreation facilities for the community. Recreation and Open Space areas encompass all public or private parks, outdoor recreation, and open space, including golf courses. Depending on compatibility with surrounding land uses, recreation and open space land uses may be allowed within other land use areas. Recreation areas are not identified separately on the zoning map because they are allowed in all districts. Further designations should only occur as developers identify specific park locations within subdivisions or as the Village acquires property designed to be park and recreation specific.

6.3. Land Use Suitability Criteria

How will this plan be implemented? The major assumption of this Plan is:

“Specific development criteria will be adopted to help guide builders, investors, and community leaders in making good decisions concerning the future of Malcolm”

These criteria are based upon the following four principles:

- Describe the relationship between/among land uses.
- Establish criteria or design standards that new development must meet
- Minimize land use conflicts between neighboring land owners
- Create consistent characteristics within each land use district.

6.3.1. Community Growth Guidelines

New development should provide, if needed, any screening, buffers, or additional setback requirements when located next to existing uses. Screening or buffers may be plant material, low earthen berms, solid fences, or any combination of the above. Boundaries between different land uses are done along streets, alleys or natural features (streams, railroads, etc.) whenever possible.

New development should, to the greatest extent possible, be contiguous to existing development or services. This would allow for the logical and cost effective extension of streets and utility services. The Village may authorize noncontiguous development if:

- The developer pays for the “gap” costs of extending services from the existing connections to the proposed development.
- The extension would open up needed or desirable areas of the community for additional growth.
- Issues related to adjacent/transitional agriculture are properly addressed.

6.4. Annexation Plan

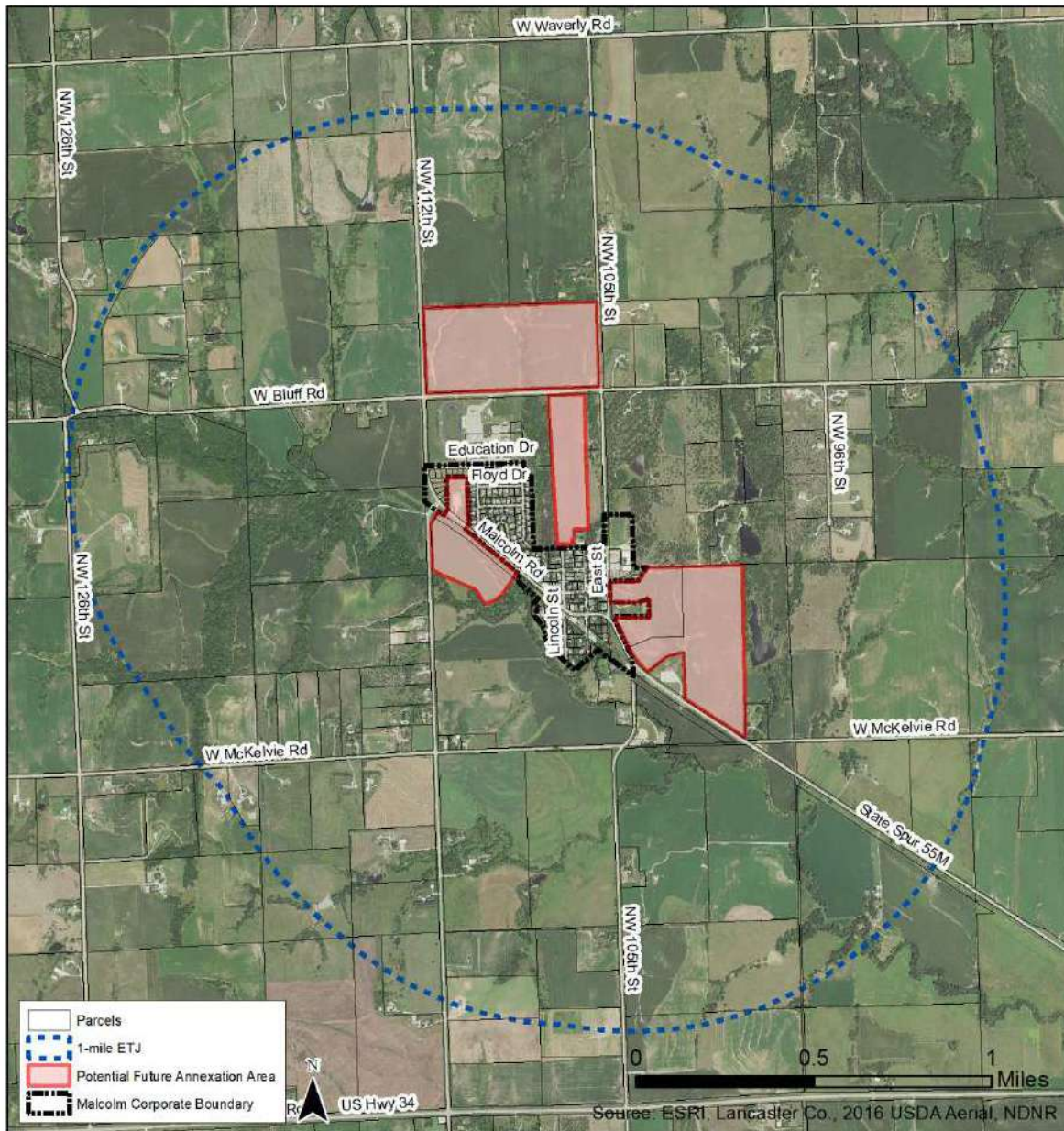
As the village grows in size it must look for opportunities to extend its borders to provide a superior quality of life for its residents. To do this, the State of Nebraska has established a process for communities to expand their municipal boundary into areas that are contiguous to the community, provided such actions are justified. However, this power should be used when development becomes urban rather than rural in nature. In addition, state statutes restrict annexation to land that is within 500 feet from the corporate limits of the municipal boundary. Malcolm’s potential annexation areas are shown in Figure 27.

There are three ways annexation can be pursued:

- 1) Property owners can request annexation

- 2) The municipality can annex any contiguous or adjacent tracts, lots, or roads that are urban or suburban in nature
- 3) Land platted adjacent to Malcolm's Corporate Limits should be annexed at the time of approval of the final plat.

Figure 27. Potential Annexation Areas



7. Plan Implementation

7.1. Carrying out Malcolm's Future Plan

Successful community plans have the same key elements: ideas, consensus, hard work, and the utilization of each of these things to solve the community's problems. This section of the plan contains the inspiration of the Village officials and residents who have participated in the planning process. Nevertheless, the ultimate success of this plan remains in the dedication offered by each and every resident to adhere to the plan and update it when ideas and consensus change.

Support Programs for the Comprehensive Development Plan

Four programs will play a vital role in the success of Malcolm's plan. These programs are:

- 1) Capital Improvements Financing—an annual predictable investment plan that uses a six to ten-year planning horizon to schedule and fund projects integral to the Plan's implementation.
- 2) Zoning Regulations – updated land use districts allow the Village to provide direction for future growth.
- 3) Subdivision Regulations – establish criteria for dividing land into building areas, utility easements, and streets. Implementing the Transportation Plan is a primary function of subdivision regulations.
- 4) Plan Maintenance – reviewing the Plan annually and conducting a major review every ten-years will allow the Village flexibility in responding to growth and a continuous program of maintaining the Plan's viability.

7.2. Plan Maintenance and Annual Review

Maintaining a relevant, up to date Plan is critical to the Village's planning success. To sustain the confidence of both public and private sectors, the Village must evaluate the effectiveness of planning activities and, most importantly, make mid-plan corrections on the use of Village resources so as to keep the Plan current. Thus, an annual review should occur whereas the Village Board, the Planning Commission, residents, and staff are able to review the Plan and recommend any necessary changes.

After adoption of the Comprehensive Plan, opportunities should be provided to identify any changes in conditions that would impact elements or policies of the Plan. At the beginning of each year, a report should be prepared by the Planning Commission that provides information and recommendations on whether the Plan is current in respect to population and economic changes and if the recommended policies are still valid for the Village and its long-term growth.

The Planning Commission should hold a public hearing on this report to:

- 1) Provide citizens or developers with an opportunity to present possible changes to the Plan
- 2) Identify any changes in the status of projects called for in the Plan; and
- 3) Bring forth any issues, or identify any changes in conditions, which may impact the validity of the Plan.

If the Commission finds major policy issues or major changes in basic assumptions, or conditions have arisen that could necessitate revisions to the Plan, they should recommend changes of further study of those changes. This process may lead to identification of amendments to the Plan. The Village Board or Planning Commission shall compile a list of proposed amendments received during the year in preparation for a report to provide pertinent information on each proposal, and recommend action on the proposed amendments. The comprehensive plan amendment process should adhere to the adoption process

specified by the Nebraska State Statutes and should provide for organized participation and involvement of interested citizens.

7.3. Unanticipated Opportunity

If major, new, innovative development opportunities arise, which impact several elements of the Plan and are determined to be of importance, a plan amendment may be proposed and considered separately from the annual review and other proposed plan amendments. When considering amending the Plan due to unanticipated opportunity, the Village would need to follow the same procedures they would if it were amending the Plan due to the yearly review, which includes public participation/input into the decision.

7.4. Methods for Evaluation Development Proposals

The interpretation of the plan should be comprised of a continuous and related series of analyses with references to the goals and policies, the overall land use plan, and specific land use policies. Moreover, when considering specific proposed developments, interpretation of the Plan should include a thorough review of all sections of the plan.

If a development proposal is not consistently supported by the Plan, serious consideration should be given to making modifications to the proposal, or the following criteria should be used to determine if a comprehensive plan amendment would be justified:

- The character of the adjacent neighborhood
- The zoning and uses on nearby properties
- The suitability of the property for the uses allowed in the current zoning designation
- The type and extent of positive or negative impact that may affect adjacent properties, or the Village at large, if the request is approved
- The impact of the proposal on public utilities and facilities
- The length of time that the subject and adjacent properties have been utilized for their current uses
- The benefits of the proposal to the public health, safety, and welfare compared to the hardship imposed on the applicant if the request is not approved
- Comparison between the existing land use plan and the proposed change regarding the relative conformance to the goals and policies
- Consideration of professional staff recommendations

7.5. Public Education

Finally, broad public support and involvement is necessary in the development and use of any implementation policy or program. If adequate support is to be developed, a permanent program educating residents is necessary. People who understand the needs and ways of meeting those needs of the community must take the initiative to stimulate the interest and the understanding required to ensure action is taken. The governing body of Malcolm should annually strive to implement an active public participation process by creating an educational process on land use issues.

Some of the objectives of the comprehensive plan cannot be achieved unless the actions of two or more public agencies or private organizations can be coordinated. Frequently, constraints prevent organizations from working with one another (i.e. financial resources, legal authority, restriction of joint uses of facilities, etc). Efforts should be made to bridge this gap with open communication, cooperation, and the

realization that the issue at hand could benefit the health, safety, and general welfare of the residents in Malcolm.

7.6. Community Financing

Nebraska State Law provides the revenue collected from such things as fuel taxes, motor vehicle registration fees, and sales tax from trailers, motor vehicles, and semi-trailers are distributed monthly on a prorated basis to counties and municipalities for street and highway purposes. The amount is based upon population, motor vehicle registrations, and number of miles of traffic lanes of streets within the municipality.

A Village is entitled to one half of its annual allocation with no requirement for matching. The second one half must be matched with one dollar for each two dollars received. The money may be accumulated or invested for a period not to exceed four years. An additional annual incentive payment of \$600 is made to each municipality having in its employ a qualified village street superintendent.

Revenue is available by customary bond procedures or assessments against property adjacent to the improvement. In addition, there are many options for grants. Some grants can be applied for by the Village in conjunction with other nonprofit agencies such as the Malcolm Youth Sports Association in regard to baseball field improvements. The Village also receives a 1% sales tax implemented on November 7, 2006. Income is generated from Keno proceeds when Keno is contracted to run through a local business establishment. Keno was voted into the Village in July 7th, 2004 and is currently in play as of 2018 downtown at Lippy's BBQ. The Village charges for building permits as well as for subdivision development.

The Village has completed a Blight Study and has the capability to utilize tax increment financing (TIF). In recent years, there have been property owners seeking to improve property for annexation into the Village limits in the form of housing developments. The Village will collect the real estate taxes on the appreciated value after improvements for up to 15 years to help pay for bonding used for the necessary Village improvements in those areas.

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