

# Village Of Malcolm, Nebraska Comprehensive Plan



2007

November, 2006

Malcolm Village Board  
Malcolm, Nebraska

Dear Board:

The following report represents the final version of the Malcolm Community Development Plan which was prepared by the Malcolm Planning Commission.

It describes the general physical, economic, and social conditions of the locality; suggests the problems, needs and development potential of the community; and proposes a planning program of Malcolm for the next twenty years.

The preparation of a long range community development plan to be used as a general guide for community growth is a challenging experience for any community. One of the unfailing characteristics of a good community is the desire to study itself objectively, to evaluate itself in relation to established goals, and to engage in long term planning for community improvement.

We respectfully submit the Malcolm Community Development Plan

Malcolm Planning Commission  
Dan Lynn, Chairperson  
LaVera Benischek  
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Robin Stephens  
Rick Stephens

# **Village of Malcolm, Nebraska Comprehensive Plan 2007 With all Amendments through 2009**

## Introduction:

Long-range Community Development is a serious job not to be taken lightly. The success of a community to thrive, expand and continue growth over a long period of time can be directly related to a Comprehensive Development Plan, as was opined by the Planning Commission and Village Board in 1973. It is within the power of every citizen to help plan in the public interest. Community Development depends largely on the individual response of its citizens to take personal interest in the local aspects and individual conditions and build a workable, feasible plan. Full Community surveys were completed in 2000 and 2005. Results are on file in the Village Office.

The preparation of the Development Plan includes 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; and (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. (5) Annexation Plan and Implementation.

The following document is an abbreviated form of the more traditional comprehensive plan, based on the original work completed by the Planning Commission and Village Board in 1973. This community development plan is a general plan of which the purpose/function is to serve as a general guide for all future development. It is not intended to be a detail plan which will solve day-to-day problems. The plan shows major features, but not refined objects.

The term of this plan is perpetual with the recommendation for regular updates by the Planning Commission. Without long-range planning, communities are the result of day-to-day and year-to-year decisions. Long-range planning provides perspective to unravel problems before they confront the community. Changing trends and conditions which cannot be contemplated right now, can be assimilated into future revisions of this Comprehensive Plan in order for it to be useful as a working guide.

This Comprehensive Plan should be used as a guide rather than a control. Certain differences may persist between this Comprehensive Plan and the Village Code. The Comprehensive 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 which have been made in accordance with the long-range objectives.

## 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 sets them apart from other villages or neighborhoods.

Malcolm offers some challenges and opportunities to improve and strengthen its image through the use of careful thought and planning combined with available resources. 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” (see The Principals of Smart Development) 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 can easily be incorporated into the Malcolm Comprehensive Plan and character of design to set the Village apart from other communities. The Urban Land Institute offers many resources on the latest planning practices, philosophies and case studies that could be applied to Malcolm. Case studies of particular interest for Malcolm include Washington Township, New Jersey; Woodlands, Texas; Seaside, Florida; and Fairview, Oregon.

Consideration should be given to adding an additional component to the next Malcolm Comprehensive Plan update that would include creating a “character study.” The community Attitude Survey revealed a strong desire to maintain the “small town atmosphere” in Malcolm, and those characteristics must be better identified and maintained to preserve the thing that is most important to the community.

A resource available to Malcolm that focuses not only on the image but also economic development, leadership organization and promotion of community is the Nebraska Lied Main Street Program. The Main Street’s image design guidelines are:

- Avoid themes
- Create compatibility
- Start small
- Stress continuity
- Build quality
- Don’t copy

- Be realistic

The Main Street Program is an advisory program to a community for a nominal fee. There are several communities involved in the program including Plattsmouth, Minden, and Red Cloud, which have all seen positive improvements from their participation. Some immediate opportunities for improvement include:

- Repaint the water tower to accent it as a landmark for the community. Examples to study are Waverly, York, Wallace, and Wahoo.
- Repaint the buildings in the commercial district to create a sense of continuity. Examples to visit are Red Cloud, Minden and Fairbury.
- Install gateways or entrance signs to the Village of Malcolm. Examples to visit are Plattsmouth, Gothenburg, Minden, Omaha, and Lincoln.
- Adopt a set of design standards that provides consistent street lighting standards, site features, curbing, fire hydrants, street landscaping, and others that may be pertinent. Consideration should be given to adopting the City of Lincoln standards or perhaps a portion of their standards in order to begin developing a county-wide design standard. This should result in less confusion and provide consistency in construction quality.
- Consider developing a roadway corridor overlay that would provide some landscaped vistas and significantly improve the image of the community for those that travel to and through the Village.
- Consider developing a network of connected parks and natural green spaces combined with internal and external trail systems for people to walk or ride bicycles without conflicting with vehicular traffic.
- Consider a joint project with the Malcolm Public Schools to develop a science learning trail that could be used by everyone in the community. An example can be found in Minden, Nebraska. Resources are through the Nebraska Community Improvements Program (NCIP), available and grants are available through the Nebraska Statewide Arboretum.
- Consider sponsoring a leadership development program to groom people in assuming civic responsibilities. Ogallala has a model program for smaller communities.

The underlying goal of the previous recommendations and resource/program information is to guide Malcolm Village Board, Commission, and Staff in using the latest design technology, theory, and programs available to enhance and strengthen the urban, environmental, architectural, historical, and most definitely, the rural design of the Village. Malcolm has a sense of place and a significant history, dating back to 1877. This is a major attribute for a small town, and it is encouraged to draw on historical and environmental attributes of the Village when making design decisions.

One focus of this project has been on enhancing the view corridors of Malcolm. This includes the gateway corridor and other view corridors traveling throughout Malcolm which contribute to the quality of life in the Village, and if enhanced, could accentuate the numerous attributes of the Village. These attributes range from rustic recreation trails, to educational trails, to historic architectural trails throughout the heart of the Village. These trails could

potentially also merge with regional recreational trails. The regional trails could connect the Village to nearby natural landmarks such as Branched Oak Lake.

The gateway to a village is a transitional pathway, supporting the viewer's belief that anticipated arrival at a destination is well-founded. Along the way, the viewer experiences visual cues perhaps, or a gradual landscape change, even an abrupt physical change can be powerful, if planned well. Malcolm offers a gateway corridor already at the Elk Creek Park now known as Larry Murray Park.



#### Economics:

Malcolm differs from many small, rural communities because it is considered a bedroom community. Many of its residents commute to jobs in Lincoln. Although farming is still an important surrounding land use, the community itself derives relatively little economic identity from farming activity. 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 just eight miles away 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. Economic vitality is a measure of the opportunities for personal and professional growth, and the ability to engage the business sector in community life.

Community economic goals depend on the wants and needs of the people who live there. Malcolm residents want appropriate growth. Residents of Malcolm 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 and its location along the route between Lincoln and southeastern Nebraska as well as the 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. Involvement in the community development process is a learning experience. Therefore, participants should be better prepared for active leadership in the process of change.

#### Visual Corridor:

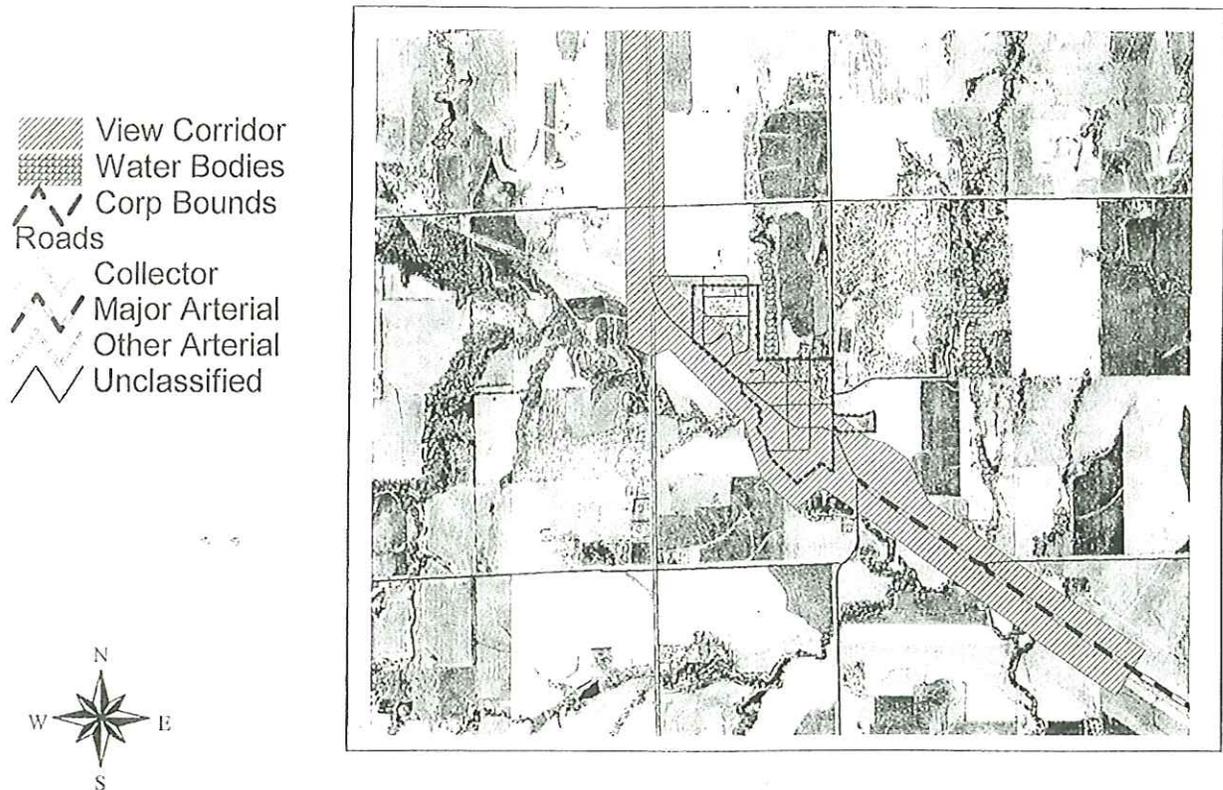
In his book "Rural by Design", Randall Arendt states: "Public perception of community character is largely based on what can be seen from an automobile....." The view from the road' is more than a phrase – for most of us it comprises virtually everything we know about the natural and human-made features of our towns." (Arendt 1994). As one drives from Lincoln to Malcolm, the character of the surrounding landscape changes from a built one of apartments, single family subdivisions, businesses and stores to a rural character of farm fields, gently rolling terrain and the clumping of trees to denote a creek or water source. In the distance one can see the white colored water tower that shows off the Village's name of Malcolm. You pass a new church on top of a hill, a park with a beautiful new playground, picnic shelter, sand volleyball court, basketball hoop, and several newly planted trees. Then a unique sharp bend in the road that leads into the Village. The road bends again back the other way, and you pass a few metal storage buildings, and then the road turns again. There is another church on a small rise, a subdivision of single family homes and a brand new high school which is attached to the existing grade school. You've just driven through the exciting small town of Malcolm.

There are many towns like this in Nebraska and in the Midwest. From the Attitude Survey, the majority of the people living in Malcolm liked living there because of its "small-town atmosphere". Therefore we need to consider preserving, protecting and enhancing the small town atmosphere of the Village, while still providing it with an image that says to outsiders passing through that one has arrived in Malcolm. This is the basis for the Visual Corridor Plan.

As shown on the accompanying map, the Visual Corridor Plan would extend out over both sides of Route 55M. It will begin on the southeast side of the Village where the one-mile boundary begins, and follow Route 55M through town and end at the one-mile boundary line on the North side of the Village. 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. These can be adopted from some other community's standards or the Village can review various standards and develop their own, specific to their Village.

## Visual Corridor



Landscape Standards would cover such items as the planting of trees, shrubs, and groundcovers. It would state the minimum quantity to be planted, their size, type and location in some instances. It could set minimum requirements for pervious coverage or "green space" around buildings and developments. Design Standards typically deal with building design, but there is no reason that they couldn't be expanded to cover the design of the land as well. For buildings, such items as its height, bulk, square footage, and building materials would be addressed. For the design of the land, such items as road design and placement, grading requirements, drainage, placement of utility boxes, walks, site-related building materials, and site features (benches, light features, etc.) would be covered. It could even contain such things as building coverage, building layout and ridgeline development. Sign Standards could actually be part of the land design standards, however, since they are a very

predominate feature in the environment; a separate set of stand-alone standards is always helpful. Such standards could establish uniformity among signs thereby establishing a special character for the town. It would cover location of signs, minimum and maximum sizes, materials and even colors. A specific shape, color and/or style could let people know that they are now in "Malcolm Territory" rather than somewhere else.

A quote from Edward T. McMahon of the Conservation Fund is very applicable here. The quote is: "Growth is inevitable and desirable, but destruction of community character is not. The question is not whether your part of the world is going to change. The question is how? (Duerksen & Gobel, 1999). The Visual Corridor Plan is one way that Malcolm can preserve, protect and enhance its community character.



#### History:



Malcolm is located on Section 21, Elk Precinct, near the western edge of Lancaster County, Nebraska. Approximately two miles off of State Highway 34, Malcolm is twelve miles northwest of Lincoln, Nebraska, on State Spur 55M.

The Village was named for Malcolm A. Showers, once owner of the section of land of which Malcolm has become a part. The original plat was laid out by Mr. Showers and filed for record on October 13, 1877.

Realizing the need for education and religious fellowship, Mr. Showers helped to establish the first school in Malcolm, and he also served as minister of the Methodist settlers, holding church services in the school house.

The first Village Board members were appointed upon Malcolm's incorporation on June 16, 1915, and were L. E. Cozad, Fred F. Schmieding, R. L. Mahan, Al Otterman and F. S. Davey.

The Burlington Northern Rail Road, which provided passenger and freight services as early as February of 1873 for over one hundred years.

Many business operations, formed to provide needed services to the early settlers included a hotel, barber shop, butcher shop, creamery, banking facilities, lumber and coal yard, livestock sales and a newspaper called the Malcolm Messenger, all of which are now non-existent. The townspeople presently have access to a grocery/hardware store, post office, tavern, daycare, industrial manufacturing, storage, banquet facility (located in the old high school) and attorney's office.

#### Historic Preservation:

Historic and cultural preservation is carried out with the use of national legislation, state enabling legislation, comprehensive plan goals, and local zoning ordinances. These planning tools can ensure a successful historic preservation movement in the smallest of villages. Malcolm could explore historic preservation as a community enhancement and development tool. It may be well worth the efforts in Malcolm, as this tool has the potential ability to guide the aesthetics of repairs and changes made to historic homes and structures, as well as set design standards for new development within the various historic neighborhoods. Aesthetic guidelines may prove helpful in preserving the small-town atmosphere that holds such importance to Malcolm residents, while at the same time allowing the Village to acknowledge and honor its history.

There are no specific zoning ordinances that address historic structures and districts in Malcolm at this time. As a result, Malcolm structures cannot be registered as Local Landmarks and specific neighborhoods cannot be registered as Local Landmark Districts. This could be changed, however, with local Village effort, the effort of the Malcolm Planning Commission, and aid from the Lincoln-Lancaster Planning Department.

The zoning ordinance 12910:1, April 29, 1980 of chapter 27.57 of the City of Lincoln's Municipal Code is titled "Historic Preservation District" of the City of Lincoln. It was created with the intention of being used as an historic zoning overlay for specific areas of the city deemed as historic. It could be used as a model of how to initiate historic preservation measures in Malcolm. The purpose of the ordinance is stated as follows:

"This title is to designate, preserve, protect, enhance and perpetuate those structures and districts which are elements of the city's historical, cultural, archaeological, or architectural heritage; to stabilize and improve property values in such districts; to foster civic pride in the beauty and accomplishments of the past; to protect and enhance the city's attractions to tourists and visitors and the support and stimulus to business and industry thereby provided; to strengthen the economy of the city; and to promote use of historic districts and landmarks for the education, pleasure, and welfare of its citizens" (Lincoln/Lancaster County Planning Department 1998, Chapter 27.57, 27.57.20).

The Lincoln ordinance summarizes the process of creating and adding an historic preservation ordinance. Malcolm would first have to form an historic

preservation commission, whose members would be appointed by the Village Board. The Lincoln Planning Commission maintains seven members who serve three-year terms. Because Malcolm has a much smaller population, the number of members on the preservation commission could possibly be reduced if needed. Malcolm could enter into an inter-local agreement with the Lincoln-Lancaster Planning Department and/or the Nebraska State Historical Society to staff the commission and contribute resource knowledge. The Historic Preservation Planner of the City of Lincoln could fill this position. In this way, the Village still maintains local control while simultaneously utilizing the expertise of a preservation planner.

The preservation commission would facilitate the administration of a site survey of historic structures in Malcolm. This could be accomplished by working with the existing state site survey program. The Nebraska Historic Building Survey is administered statewide and acts as the basis for local, state, and national preservation. Malcolm As it Was, is a comprehensive text that details Malcolm's history and includes a preliminary historic site survey (Williamson 1995). There are also many residents who are knowledgeable on the history of Malcolm. These resources, along with the aid of the State Historic Preservation Office, which is a division of the Nebraska State Historical Society, would be extremely helpful in carrying out the survey. Red Cloud, Nebraska, has done extensive historic preservation work building on the writing of Willa Cather, the town's most famous resident.

Lincoln Landmark and Landmark District designation is based on the National Register of Historic Places criteria of a site being:

- a) Associated with events, person, or persons who have made a significant contribution to the history, heritage, or culture of the City of Lincoln, the County of Lancaster, the State of Nebraska, or the United States;
- b) Representation of a distinctive architectural style or innovation, or the work of a craftsman whose individual work is significant in the development of the City of Lincoln, the County of Lancaster, the State of Nebraska, or the United States: or
- c) Representation of archeological value in that it yields or may be likely to yield information pertaining to prehistory or history (Lincoln/Lancaster County Planning Department 1998, chapter 27).

The latter suggestions would be beneficial to the Village of Malcolm. Historic preservation measures may still be taken, however, in the absence of local historic preservation zoning ordinances. As a village in Lancaster County, Malcolm may place structures which hold unique history of the Village on the National Register of Historic Places. Again, employing an historic site survey using uniform standards would be necessary in order to determine site eligibility. It is feasible for the Village to use the reasoning of association with an important local event or individual in the history of Malcolm. The National Register, along with other supplemental preservation planning tools, would allow a successful historic preservation plan to be implemented in Malcolm.

Form of Government:

Malcolm is classified by the State of Nebraska as a village governed by a five member Village Board.



Village business is conducted from the Village Hall located at 137 E. 2<sup>nd</sup> Street in Malcolm unless otherwise specified.

Those serving on the 2009 Village Board are:

Kimberly Masek, Chairperson  
John Spellman, Vice Chairperson  
Scott Duckett  
Teena Hicken  
Michael Bice

The Village Board hires a full time Village maintenance person to maintain the streets, parks, water system, water hook ups, and general maintenance for the Village; a part time sewer operator for the sewer plant; and a part time Village Clerk.

**Public Hearing** – Generally associated with the normal Village Board and Planning Commission meeting process, this method allows for persons to speak in favor or opposition to a particular issue, and offer suggestions or alternatives on various topics.

**Community Forum/Town Hall Meeting** – A more informal version of a public hearing, this method is a public assemblage where everyone has a chance to voice his or her view following an introduction by a speaker/facilitator, panel etc.

Regional Setting:

Lancaster County is located in the southeastern part of Nebraska. Malcolm occupies a northwestern location in the County. Lancaster County has a total area of 838.88 square miles. Malcolm is located two miles northwest of the junction of U.S. Highway 34 on Nebraska Spur 55M.

Sustaining a healthy natural environment, keeping a desirable quality of life for all, and forgoing a viable economy are but a few of this Plan's aspirations. To secure such ends for everyone in the community as it grows will mean a thoughtful coordination. Planning and growth issues will need to be approached with care. The residents need to reach a common understanding of the value to be placed on the community's natural, cultural, economic, and historic resources. Time will be needed to faithfully craft a vision for regional planning and development.

## Climate:

The climate of Malcolm is continental and temperate. Variations in temperature and precipitation between winter and summer are rather wide. Average date of the first frost is October 17. Average last frost is April 20. The growing season averages 180 days. Annual average precipitation is 27.43 inches, and the mean temperature is 25.1 degrees in winter and 80.1 degrees in summer.

## Physiographic:

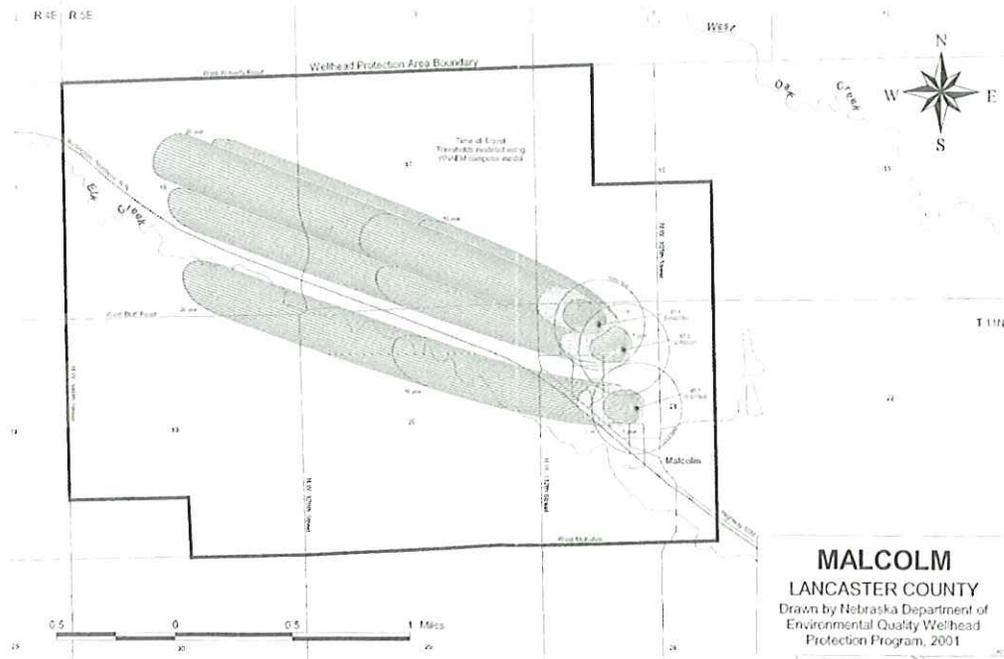
In the Malcolm area there are three major soil associations:

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.

## Watershed:

In general, Lancaster County is a broad elongated basin, its axis followed throughout by Salt Creek, tributaries of which have produced minor irregularities in the outline of the basin. Drainage is chiefly northward and eastward to the Platte River through Salt Creek and its tributaries. The extreme Southeastern parts are drained by tributaries of the Big Blue and Nemaha Rivers. As a whole, the County is well drained. The area is served by an underground aquifer which occurs naturally and feeds the wells.

See Watershed Map on Page 12.



#### Topography:

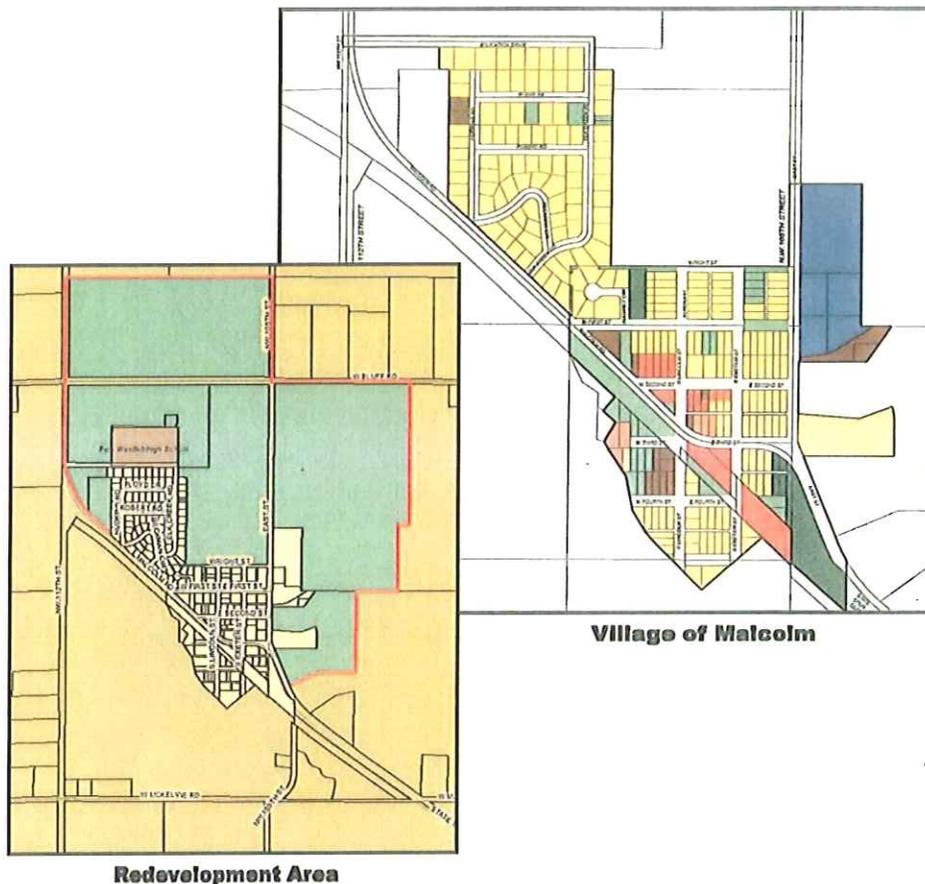
The average elevation of Lancaster County is about 1,400 feet above sea level, ranging from 1,520 feet on the high divide in the Southeastern part to 1,100 feet where Salt Creek crosses the Eastern County boundary. The elevation of Malcolm in the area of the railroad tracks is 1,280 feet above sea level.

#### 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.

Malcolm's corporate limits include an area of approximately 87.87 acres. The bulk of this area contains residential type buildings.

See Existing Land Use Map on Page 13.



**ILLUSTRATION 2: Existing Land Use Maps**

- Vacant
- Parks & Recreation
- Public & Quasi-Public
- Single Family Residential
- Multifamily Residential
- Commercial
- Industrial

Blight and Substandard Determination Study  
Malcolm, Nebraska

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Community Planning & Research  
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The Wood, NE 68420  
(402) 441-5381  
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As shown on the Existing Land Use Map the land use falls into the following categories:

1. **Residential** – The Residential District is intended to provide a quiet, pleasant and relatively spacious living area protected from traffic hazards and intrusion of incompatible land use.
2. **Commercial** – The Commercial District is intended to provide an area for the business and commercial needs of the Village.
3. **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.
4. **Agricultural District** – The Agricultural 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.

5. **Public** – The public areas are intended for governmental uses and public recreation and/or enjoyment.

The residential area lies on the outer parts of Malcolm. The commercial and industrial areas are located between Malcolm Road and East Street from Wright Street to Second Street. The public use areas are scattered throughout the east part of Malcolm.

#### Housing:



A survey of business and housing structures in Malcolm as of October 2005 reflects the growth this community has experienced in the last 15 years.

It is important to consider several factors when determining the need for housing within a community. Census data, combined with County Assessor information offer an overall picture of the type and number of housing units available. Of equal importance are the age, quality and value of residential structures. The following sections present data from the 2000 Census of Population and Housing and Lancaster County Assessor's Office, concluding with housing recommendations, barriers to development, and tools for maintaining an adequate supply of housing in the Village of Malcolm and surrounding area.

The composition of the housing stock inside Malcolm's one-mile extraterritorial jurisdiction is similar to a number of rural Nebraska communities. In October of 2005, there were a total of 160 housing units. Of these, 160, or 100%, were single-family structures; 2 others were a multi-family unit with 24 apartments. This is an increase of 14 residential units from the 146 described in the 1990 Census, represented by units within the Village only.

Both exterior and interior conditions were taken into consideration with respect to structure and modernization.

The 11 major business establishments would be rated from fair to good and are grouped in one general area within the Village.

The public and semi-public buildings consist of a Fire Station, County Maintenance Shop, Village Maintenance Shop, four churches, and a K-12 public school.

Interest in the area by developers indicates growth in the future, with new housing construction.

Selected Characteristic Malcolm 2007

Population	413
-Persons in Household	413
-Person in Group Quarters	0
-Persons per Household	2.97
Total Single Houses	139
-Owner Occupied	127
-Renter Occupied	12
-Duplex/Apartments	24
Median Contract Rent	
-Malcolm	\$400.00 - \$600.00
Future Homes	
- 300 – 600 more by 2030	

Transportation:

**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 112<sup>th</sup> Street, which the state system classifies as an “other arterial.” NW 105<sup>th</sup> Street, a local road in the County road system, abuts the eastern boundary of the Village. There are 3.29 miles of two-lane local streets within the corporate boundaries of Malcolm, 2.15 miles of which are asphalt or concrete surfaced, and 1.14 miles of which are graveled surface. The road system in and around Malcolm are shown on the Future Land Use and Transportation Map.

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 112<sup>th</sup> Street within municipal boundaries. Through traffic on NW 112<sup>th</sup> 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 (5000 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 112<sup>th</sup> 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.

#### Airspace:

The Lincoln Municipal Airport is located approximately 4 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 also serves private industry. Duncan Aviation located nearby also 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.

#### Community facilities:

Current thoughts on community planning are designed to reduce urban sprawl while improving the quality of life in a township.

The success of a community's development is dependent upon a well-developed public facilities program. This program must include health and safety needs; it must 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 as well as 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. Such trail system is identified on the Future Land Use and Transportation Map. See also the section on Trails.

#### Schools:



Malcolm School District Number 148 is built and maintained just outside of Malcolm's incorporated jurisdiction. It is a Class 2 system with a current State accreditation rating of "Approved". The total grades taught in the school are Kindergarten 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.



The assessed valuation of the district is approximately 191,273,347 for General Operating. The mill levy is .9864 for the general fund, and .1296 for bonds, with a assessed valuation for the Bond Fund of \$319,533,238. The average elementary teacher salary is \$40,602 and the secondary teacher salary is \$37,400.



In 2007 modular classrooms were attached to the Elementary School. School amenities include two full size gyms, two cafeterias, college classes offered, new football field with a crow's nest and a beautiful track set up for track meets including a pole vault pit to host districts, as was first done in the spring of 2009.

The total enrollment for elementary school (K-8) in the 2008-09 school years is 272 students, with 208 students in the secondary school (9-12). With the increase in housing in Prairie Hills and Barbara Heights, and consolidation of the Emerald and Oak Valley schools, the enrollment in all grades should increase rapidly in the next few years. 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.



The extra curricular offerings of the school include: art, band and music, boys and girls physical education, athletic programs, speech, FCA, industrial arts, business education, journalism classes, and yearbook staff.



### Current use and Options for Malcolm's Old School Property

In urban and rural areas everywhere, school buildings are considered the “cornerstones of the community” – symbols of continuity and stability from one generation to another. To area residents, schools represent their property taxes at work, the education of their children, and an institution where numerous social activities and interactions take place. Based on this notion, the Malcolm School Board has a unique opportunity. The Village of Malcolm and the private owners of the old school facility have explored a variety of avenues to ensure the property remains an integral part of the community.



Tower Hall Entrance



MacMor Properties Storage Unit



Class One Machining

This section looks at some options taken for the school's reuse, including examples from other rural communities in Nebraska.

An option exists should the intended primary user of a facility be another government entity (e.g., the Village of Malcolm) for the development of a community facility. The property could be leased to this governmental organization for a token payment. Since the new user would be tax supported, the interests of the taxpayers who paid for the building's construction and rehabilitation would be served.

### Recommendations for Reuse:

The residential character of the street bordering the property, combined with the sentiment of the general public reflects that the property could be redeveloped for a number of uses.

In Malcolm's case, the part of the building that includes the gymnasium, locker rooms, the former band room, mechanical room and several classrooms could serve as Malcolm's Community Center. Possible uses may include the following:

- The gym space can be used for recreation programs, or rented out for wedding parties, dances, family reunions, conferences, etc.
- The classrooms could be used as: a senior center, an arts and crafts center, an adult vocational/computer training center that can serve as an open computer lab during off hours, a community library, municipal services/office space, or meeting space for local clubs and organizations such as Boy Scouts and Girl Scouts.

### Business Incubation Center:

Another potential use, particularly for the original structure or the old shop building is the creation of a business incubation center. Incubators offer a variety of business assistance programs. Typically they provide space for a number of start-up businesses with flexible leases, financial and technical assistance, networking opportunities, general management advice, and shared "pay-as-you-go" office services and equipment. Through these activities, incubators help to diversify local economies, create jobs and build wealth.

### Churches:

Every town has to have a focal point for community life. While the school is often considered the neighborhood center, it is generally limited in overall development since its audiences are primarily limited to students and parents.

The church's not only provide secular programs for all age groups but also provide the sacred program that is an ingredient for families as well as community development.





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 remodeling being done occasionally. St. Paul's Lutheran constructed a new addition in 1992, and Zion Lutheran added the Nolte Center Social Hall in 2005, and 2 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 were constructed out of brick in modern architecture.

#### Fire Protection:

The Malcolm Volunteer Fire and Rescue Department is located in a metal building, constructed in 1976-1977.

The Malcolm Fire District includes an area surrounding the Village of Malcolm totaling 63 square miles. There are 36 volunteers in the Fire District, of which 14 are certified Emergency Medical Technicians (EMTs). The volunteers of the District undergo a twice-a-month training process to ensure their preparation for future public safety calls.



Securing a satisfactory "ISO rating" – an evaluation given by the National Insurance Services Office – is important to every fire district in the United States. The rating is used to calculate homeowners insurance in any given district. ISO ratings are based on a number of factors, including quality of fire fighting equipment in a district, adequacy of water supply, quality of volunteer training, size of district, and estimated emergency response time. Malcolm's ISO rating is 6/9.



Grass Rig



Rescue Truck



Pumper - Old



Pumper - New



Tanker



Grass Rid & Trailer

Fire fighting equipment consists of:

- 2 grass rigs (1@200 & 1@300 gallons)
- 350 gallon rescue unit
- 2000 gallon tanker
- 750 gallon pumper
- Jaws of Life
- 1 trailer with extra supplies such as an Compressed Air refill system

Ambulance Service is covered by the Raymond District or Lincoln.

#### Law Enforcement:

Because the tax base is low, the community cannot realistically support a local police force. Law enforcement is thus the province of the Lancaster County Sheriff's office based in Lincoln, and is provided under interlocal agreement.

Lancaster County Sheriff's Office: The County Sheriff's Office provides services throughout Lancaster County, including support to the City of Lincoln. The Sheriff's Office uses satellite sites throughout Lancaster County. It shares the Justice and Law Enforcement Center with the Lincoln Police Department

Nebraska State Patrol: In addition to the Lancaster County Sheriff's Department, the Nebraska State Patrol provides protection for the County and its communities. The Nebraska State Patrol is headquartered in Lincoln. It provides on-call assistance, patrols U.S. and State highways, and protects small communities.

The 911 responder is located in Lincoln, and appropriately dispatches calls to the service provider.

## Post Office



The Post Office is located at 226 South Lincoln in downtown Malcolm in a brick building which was previously a bank.

## Malcolm Village Hall

The Malcolm Village Hall is located at 137 E. 2<sup>nd</sup> Street in downtown Malcolm in a wood structure with a concrete block basement. It was a one room school transported 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 office of the Village Clerk is located there. The website address for the Village of Malcolm is [www.lincoln.ne.gov/main/govern.htm](http://www.lincoln.ne.gov/main/govern.htm)



## 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 and lawn mowing equipment, equipment for snow removal, grading, gravel, etc.

## Medical Health Care

Malcolm has no local medical facilities; however, Lincoln and Lancaster County are served by 3 hospitals, 1 rehabilitation hospital and a Veterans Administration Medical Center. Ambulance services are provided through a combination of private and public providers. There are also a number of other specialized health care facilities, such as nursing homes, treatment centers, specialty clinics, and retirement centers. Medical health care facilities in Lincoln provide more than 900 hospital beds to area residents.

BryanLGH Medical Center is a 583-bed; not-for-profit locally owned healthcare organization with two acute-care facilities (BryanLGH West and Bryan LGH East) with several outpatient clinics located throughout the city.

Saint Elizabeth Regional Medical Center is a 208-bed, not-for-profit organization with a main acute-care facility and several off-site specialty care facilities.

## Parks:



Malcolm has two separate parks. One is located on the edge of town and offers a beautiful picnic setting. Larry Murray Park has just added new playground equipment to go along with the shelter. The second of these two parks is in the residential

sector of Malcolm, and is now known as the Elk Creek Park, some call it the Harriet Circle Park, where a new retaining wall was constructed in 2006. This park offers a variety of playground equipment with recent additions through the efforts of an Auto Show held the 3<sup>rd</sup> weekend in August from 2003 to the present.



## Bookmobile:

Malcolm has no local library other than the Bookmobile that comes out the first, third and fifth Saturday's of each month in the morning for two hours. Access to all other library materials is offered on-line. The Eiseley Branch located at 14<sup>th</sup> & Superior is the closest Branch in Lincoln to Malcolm.



## Refuse Collection:

To handle the sanitary needs of the community, a refuse pick up service is supplied by L & W Garbage Company from Lincoln which picks up at every home and business once per week. It appears to be a satisfactory answer to the refuse problem, and thus eliminates the need for a local landfill area. There was a landfill behind the ball field which was used for tree branches and brush only but it has been closed because the land was dedicated to recreational use only when the first federal grant for the ball field improvements was awarded. Malcolm provides dumpsters for an annual Village clean up day for Village residents.

## Social Functions:

The main source of social life comes in three categories: (1) The Churches and their associated activities, which include family meetings; (2) The School which provides a parent-teacher organization, and serves more than just social needs, such as various musical and dramatic programs, and athletic events; (3) The Volunteer Fire Department which sponsors several youth groups, supplies athletic equipment for teams and has several pancake feeds;

and hosts the Easter Egg Hunt annually. The highlight of the Fire Department's social year is the Firemen's Ball. The Malcolm General Store offers early morning coffee time.

#### Gas Station Development:

One good potential economic development possibility would be the construction of a new gas station, and/or service station. The Village of Malcolm had two gas station years ago, but both have been out of commission for quite some time. The goal of this development plan would be to encourage development of a gas station facility. This would allow for people traveling to the lake, or other local places to fuel up and obtain services that they would otherwise obtain elsewhere.

The price of construction for gas stations varies depending on whether a franchise is purchased. Due to the size of Malcolm, it is likely that the purchase of a franchise would be too costly. After reviewing some of the costs of purchasing built stations throughout the country it was found that station prices could vary from 30 to 40 thousand dollars for independent stations to several hundred thousand dollars for large, franchise type establishments.

One potential way of funding a venture like this would be through the use of Rural Development Grants. One type of grant, a Rural Business Enterprise Grant (RBEG), could be used for start-up costs, site financing and construction as well as for operating capital.

#### Golf Course Development:

The development of a golf course is another economic development alternative that Malcolm could support. Many small towns throughout Nebraska have constructed municipal golf courses.

#### Utilities:

Electricity to the Village of Malcolm is furnished by Norris Public Power District located at Beatrice.



Telephone services in the form of land lines are provided by Windstream Corporation maintained from the Lincoln office.

Valcom Tower holds antenna for cell phone services provided by Alltel, Verizon, Sprint and Nextel.



Natural gas is not presently distributed to Malcolm. Propane is generally used for heating, provided by firms outside of Malcolm.

Cable service is provided by Galaxy Cable, located in Lincoln. Dish Network & Direct TV provide Satellite access.

Future Technologies provides wireless internet services.

#### Water:



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.



#### Sewage:



In order to achieve desired efficiency to handle the present population and to accept future additions to the sewage system, the treatment facilities should be increased as soon as possible. Stimulus money is available and a contract is due for completion by the end of 2009.

The large expenditures required to improve the water supply and quality and to enlarge the sewage treatment capacity necessitate immediate

financial planning. Stimulus funds may be available in 2010 for water improvements.

#### Well Head Protection Plan:

A wellhead protection area is the surface and subsurface area surrounding a water well or well field, supplying a public water system, through which contaminants are reasonably likely to move toward and reach such water well or well field. A map of a wellhead protection area is made using a computer model. Information such as well pumping rates, the direction of groundwater flow, and aquifer characteristics is used to make a time-of-travel delineation for

each well. The well delineations are marked with a 1, 2, 10, and 20 year time-of-travel zones. These zones represent approximately how long it would take groundwater or a contaminant in groundwater, to move towards a well pumping under normal conditions. Surrounding the wells and time-of-travel delineations is a thick, solid line encompassing a larger, squared off area around the wells. This is the actual boundary of the wellhead protection area, or the area to be protected and managed to minimize the risk of drinking water contamination. Malcolm is within a wellhead protection area. Code provisions are in place regarding distances from municipal wells for location of private wells, sewer, cesspool, drainage and lagoons.

Recreational Lakes: State Recreational Areas are operated by Nebraska Games and Parks.

Branched Oak Lake located four miles northwest of Malcolm is one of a series of impoundments in the Salt Creek Watershed. It has been developed as a State Recreational Area providing boating, water skiing, fishing, picnicking, hiking, swimming, camping, hunting and winter sports.

The recreational area includes approximately 3,795.2 acres of which 1,800 acres are water surfaces.

Also, Pawnee Lake is located a few miles South of Malcolm which includes facilities similar to those at Branched Oak Lake.

Population Projection:

Population projections allow Malcolm to estimate what the population may be in the future years. Projections can be made by several different methods, but each method is based on past and present trends. There are a number of factors, such as demographics, economics, and social issues that may affect future populations positively or negatively. Therefore, projections are only an educated guess about what may happen. Currently new subdivisions are being planned within the one-mile radius, and there are future subdivisions anticipated for future annexation.

Considerable difficulties are encountered when trying to predict the future population of a community like Malcolm. After having increased in population only 80 people in its first 90 years, the community suddenly increased 180 people in two years, and then stagnated again.

The population growth of Malcolm is primarily dependent upon outside factors – such as commercial, industrial and residential growth in northwest Lincoln, the national trend of suburban growth, convenience and expense of commuting methods, development of nearby recreational facilities and desires of area developers to construct houses in Malcolm.

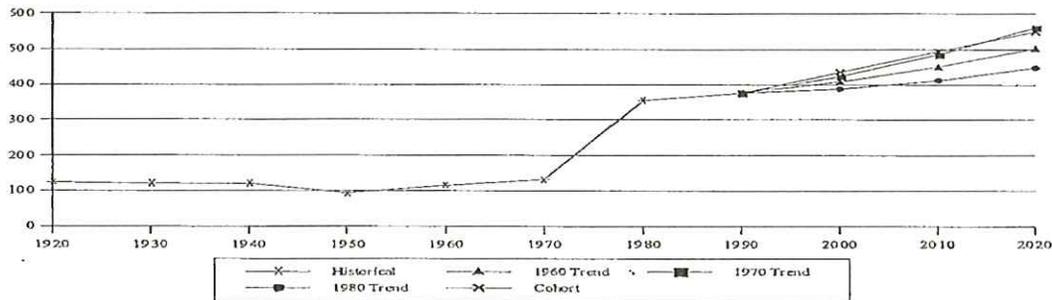
Projection A:

Based on the present growth rate, the population might be expected to reach 450 by 2008, and 600 by 2020.

### Projection B:

The total number of households grew at a slightly higher pace than the County's overall population. Between 1990 and 2005 the number of households in Malcolm rose from 55 houses to 67 houses, an increase of 1.2%.

There continues to be an increase in the number of family households. In 2005 family households comprised 98.9% of all households and 2% were apartments. At that rate there would be twice as many by 2008 and 4 times as many by 2020.



Source: U.S. Census Bureau, Census of Population and Housing, STF-1A, 1920-1990, CRPL 990 Studio, UNL Fall 2000

### Summary of Population and Housing Profiles:

The population projections discussed earlier give Malcolm an idea of the size the population could reach in the next twenty-five years. Assuming that there will be some growth in that time, Malcolm will need to plan for the addition of certain needs for the new residents. Needs such as housing and employment are the two most necessary items that should be planned. Many residents of Malcolm commute to other communities for employment. Need for new jobs are dependent upon Malcolm's desire to maintain or change its image as a bedroom community. However, if growth is going to occur, Malcolm will surely need to plan for the addition of new housing.

### People:

Malcolm is predominantly a "family town". Local people own and run local businesses and surrounding area businesses. Malcolm has a wide age range of people. Malcolm is also a very school-supported Village, with sports as a major part of the Village's life. Currently the area has a past State Senator and a Lancaster County Commissioner that live in the Malcolm area.



Branched Oak Inn



Malcolm Car Wash



Saathoff Law Office



Hair To Do



Tower Hall A Banquet Hall



MacMor Properties



Class One Machining



The Auction Barn



Sundaes N Fundaes



Pee Wee Palace



Storage Units



2-12 unit Apartment Buildings



Doug's Service

### Base Ball Field



on NW 105<sup>th</sup> Street.

The Village has a Ball Field located on NW 105<sup>th</sup> Street across from the Waste Water Treatment Facility. The land of 4.69 Acres was acquired from The Malcolm Community Club by Warrant Deed dated May 6, 1987. On May 5, 1988, the Village acquired land of .38 Acres due to the change in the County Road where it now curves just North of McKelvie Road

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 electricity, light banks of lights) outside of the provides field maintenance, agri-lime, concessions, practices, games, providing improvements. MYSA sponsors baseball and softball teams through the YMCA. LYSA, and the Pleasant Dale Legion, provide coaches, uniforms and equipment. In 2008, the Village of Malcolm applied for a matching grant of \$12,500.00 for upgrades to the lighting system from the Land and Water Conservation Fund through the Nebraska Games and Parks. MYSA committed to matching the funds.



water, sewer, bulbs (but not full and mowing fence. MYSA mowing, watering, parking lot gravel, chalking, scheduling of tournaments, umpires and

Improvements include 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, and the purchase of 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, the ball field needs another storage facility 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.

#### Future Goals:

1. Improve water supply and quality
2. Increase sewage system treatment capacity – in process 2009
3. Improve existing street system – paving
4. Work with school board to maintain adequate education facilities and Standards as well as to provide combined-use facilities such as a library or a weight room.
5. Stimulate pride in our community – making it more attractive in its Physical appearance by:

- Improving housing
  - Modernizing the business area
  - Providing sidewalks for pedestrian travel
6. Encourage economic development by attracting public and private industry
  7. Encourage community programs to promote productive use of leisure time
  8. Establish cooperation with neighboring communities to provide highest quality of community service
  9. Develop law enforcement as dictated by Village expansion

## SUMMARY OF COMMUNITY SURVEYS

Surveys of the residents of Malcolm were conducted in 2000 and 2005. Full survey results are available in the Village Office. In 2000 a UNL study was conducted with the following results:

Most residents chose Malcolm for its small town atmosphere. Residents prefer to have parks, trees, landscaping, a grocery store, a gasoline station, a restaurant and a school in their community. Also important were a library, a senior center, and other amenities such as a swimming pool.

Residents identified existing problems as junk cars, loose animals, availability of services, and reckless driving. Residents rated beautification of homes and yards as good to excellent, but rated drinking water quality and drinking water pressure as poor. Appearances of vacant lots/building, existing business and streets were rated fair.

Services for fire protection, emergency medical services, garbage collection, snow removal, street lighting, and schools were rated as good or excellent. Fair ratings went to police protection, street maintenance and sidewalk safety. Residents were somewhat willing to pay higher taxes to improve the above services. However most residents supported financing methods such as bonds, user fees, grants, and donations before increasing taxes.

Residents were strongly interested in trails, play grounds, and swimming pools. Residents were somewhat interested in ball fields, basketball courts, senior center and youth center.

Residents identified the most important issues for Malcolm to address in the next five years as adequate drinking water, residential growth, growth pressure from Lincoln, Community planning and street/sidewalk improvement.

A majority of residents responding to the survey had lived in Malcolm more than 10 years, expected to continue living in Malcolm in five years, and owned their own homes. The majority were between the ages of 35 – 54 years old.

A follow-up survey was conducted in 2005 by the Planning Commission. Those residents responding favored the implementation of sales tax in Malcolm. The following amenities were identified as important: gas station, swimming pool, and recreation center. Most residents supported growth as long as the small town character was retained.

### 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 \$300 is made to each municipality having in its employ a qualified city 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 7<sup>th</sup>, 2004. The Village charges for building permits as well as for subdivision development. The Village is currently in the process of setting up a Redevelopment Corporation in order to obtain Tax Increment Financing (TIF) – See the section on Blighting.

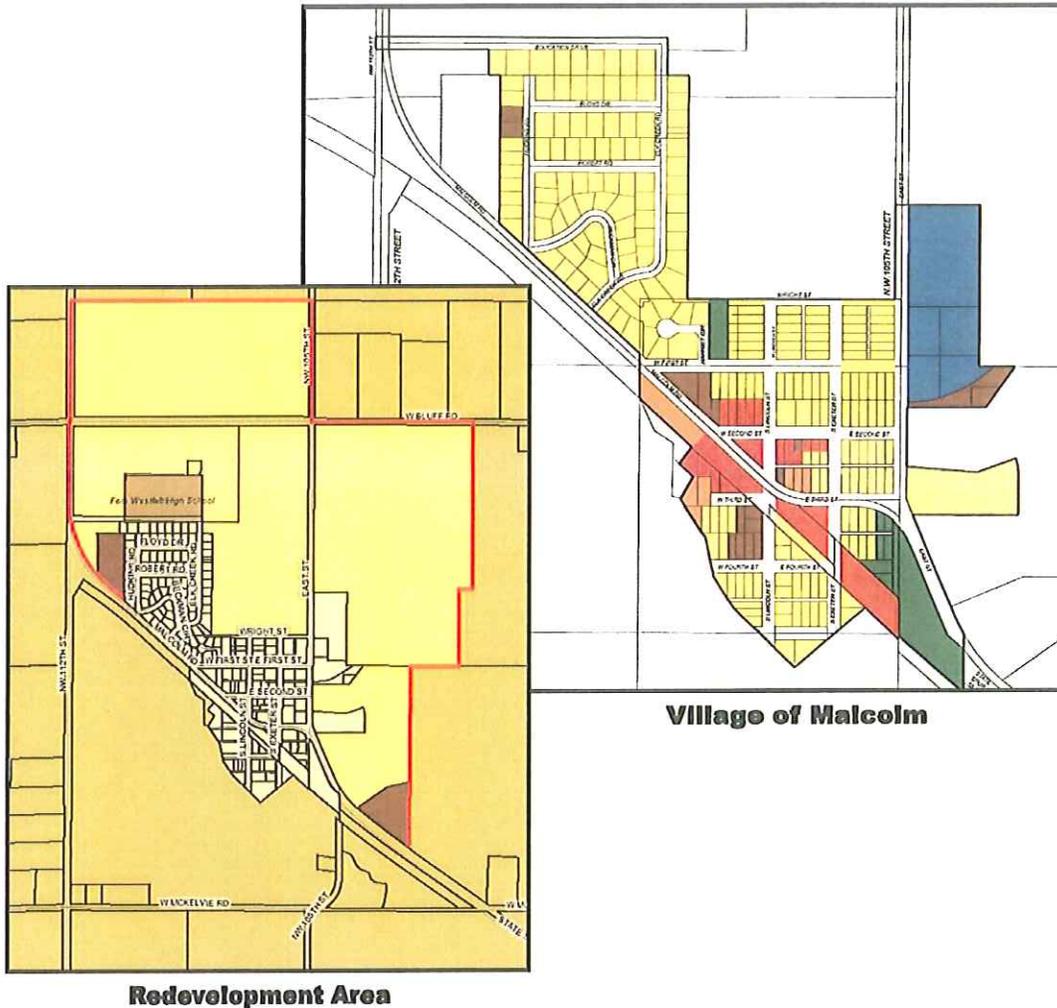
## FUTURE TRANSPORTATION PLAN

The Future Land Use and Transportation Plan Map, identifies existing and future land use and road classifications for Malcolm. Road improvement projects identified by the “One and Six Year Program for Street Improvements” as well as the County and State plans need to be addressed so they will coincide with this circulation plan, thus lessening the congestion on streets and enhance the overall circulation system in Malcolm. This approach ensures the financial burden placed upon the Village is limited and developments are not publicly financed without the corresponding tax revenue and developer investment.

The ability of a street system to accommodate vehicular traffic is the primary consideration in its design. Properly designed street system should:

- Provide greater safety
- Relieve congestion
- Reduce travel time
- Serve Adjacent properties
- Provide temporary storage of vehicles

See Future Land Use Map on Page 33.



**ILLUSTRATION 4: Future Land Use Maps**

- Parks & Recreation
- Public & Quasi-Public
- Single Family Residential
- Multifamily Residential
- Commercial
- Industrial

Blight and Substandard Determination Study  
Malcolm, Nebraska

Hanna:Keelan Associates, P.C.  
Community Planning & Research  
3275 Hollidge (402) 461 5383  
150, Box 30552 Fax: (402) 461 5859  
Lincoln, NE 68503 email: planner@hanna-keelan.com

**Traffic Flow:** It is not anticipated that traffic flow will exceed the capacity of two lane streets within the foreseeable future of the system. This is commonly assumed to be about 400 to 600 vehicles per lane per hour.

Primary consideration should be given to eliminating the open ditch drainage throughout the system. It is recommended this be done by providing a storm sewer system, preferably in conjunction with curb and gutter. The roadways could then be widened to accommodate parking as well as providing more adequate traveled ways.

The aggregate-surfacing could be replaced by higher type surfacing starting in the business area and then extended in stages according to neighborhood desires and through traffic needs.

The following outline should be taken into consideration when planning for Transportation in the Village of Malcolm.

- I. Street Improvements – An Overview of the Creation Process
  - A. Means to cause improvements to be made – creation of a Street Improvement District and Gap Paving
    1. Each project is different and will require input from all parties.
    2. Ordinance:
      - a. Malcolm Village Board passes and publishes an ordinance describing the limits of the district (properties) (typically one half block in depth).
      - b. Requires registered mail notifications of the “non resident” property owners.
      - c. The property owners have the right to object (only frontage abutting street).
      - d. If greater than 50% of the assessable front foot property owner’s object, then the creation fails.
      - e. If less than 50% of the assessable front foot property owners object, then the creation passes and after remonstrance period, the improvements can be ordered.
    3. Petition:
      - a. >60% assessable front foot property owners petition the Village to provide improvements.
      - b. The Village can order improvements after publication(s), normally Village Officials pass an ordinance and proceed in the same manner as one would with any ordinance.
    4. Gap Paving Project:
      - a. Can be used to cause pavement to be extended for continuation of existing paved streets from a paved intersection.
      - b. Property owners have no right to object.
      - c. Will require input from bond counsel and attorney.
      - d. The Village pass a resolution
      - e. Limited in application
    5. Thoroughfare Paving District:
      - a. Can be used to cause pavement improvements to be made.
      - b. Will require input from bond counsel and attorney.
      - c. Limited in application.
  - B. Costs and Assessments – How will it be paid for
    1. Each project is different and costs will vary.
      - a. Depends on pavement type concrete or asphalt, width, depth, storm sewer, utilities and other design considerations, size of project, soil conditions.

- b. Project costs should be discussed early in the planning phase and typically before creation of the district.
- c. Typical cost breakdown for existing developed areas.
  - Assess Costs (property owners)
    - Assessment can be paid immediately with no interest costs
    - Assessment can be paid over a period of time with interest costs (10 or 15 years Village)
  - Front footage abutting paving on each side of the street.
    - a. Paving
    - b. Subgrade preparation
    - c. Excavation/embankment
  - General Obligation Costs
    - a. Intersections (Paving, sidewalks, etc.)
    - b. Storm sewer
    - c. Utility adjustments
    - d. Removals

## II Steps to Develop a Street Inventory and Improvement Program

- A. Step 1. Identify streets to be considered for improvements and all factors affecting the improvement of said streets.
  - 1. Preliminary Survey of streets
    - a. Review potential streets to be improved
  - 2. Prepare a map
    - a. Show existing paved streets
    - b. Show unpaved streets
    - c. Prioritize streets to be improved.
  - 3. Factors affecting the paving project
    - a. Utilities – Village and Private
      - Relocations
      - Extensions
      - Upgrades
    - b. Drainage
      - Storm sewer improvements
    - c. Right of Way
      - Is it adequate
      - Will additional right-of-way or easements need to be acquired.
    - d. Cost of Project
      - Estimate the project cost (construction and overhead) and the relating assessed and general obligation portions of the project.
      - Fiscal Agent needs to advise as to how much debt the Village can take on

- B. Step 2. Public Survey
  - 1. Determine if there is interest in a street improvement project
    - a. The Village may want to send a letter to property owners to see if there is interest in a street improvement project.
- C. Step 3. Public Meeting
  - 1. Provides general information about the process and procedures of creating a street improvement district and to solicit comments from the public. Based on meeting results, may require a revised prioritization of streets to be improved.
- D. Step 4. Create Street Improvement Districts or Gap Paving Projects
  - 1. Based on public input, available finances, and priority projects, Village begins process of creating Street Improvement Districts or Gap Paving Projects.

### III. Project Engineering and Project Administration

- A. Preliminary Design
  - 1. Field Survey to gather existing data
  - 2. Plat existing field data
  - 3. Preliminary layout or proposed improvements
  - 4. Review preliminary plans with Village Officials
- B. Final Design
  - 1. Finalize layout and design of proposed improvements
  - 2. Prepare specifications and contract documents
  - 3. Prepare opinion of cost
  - 4. Review final plans and specifications with Village Officials
- C. Bidding and Negotiations
  - 1. Assist the Village in advertising for bids
  - 2. Furnish plans and specifications and bidding documents to prospective bidders.
  - 3. Assist with bid letting
  - 4. Review bids and recommend awarding of a contract
- D. Construction Phase
  - 1. Pre-construction meeting
  - 2. Construction management
  - 3. Construction staking
  - 4. Construction observation
  - 5. Review and process contractor pay applications
  - 6. Update Village on progress of project
  - 7. Final review of project with Village Officials and contractor
- E. Post Construction
  - 1. Prepare record drawings
  - 2. Prepare a report of total cost and assessment schedule
  - 3. Attend assessment hearing

## State Aid Revenues:

Road construction and maintenance is funded primarily by a series of highway user's fees in the form of motor vehicle fuel taxes, vehicle registrations, and sales taxes imposed on motor vehicle, trailer, and semi trailer purchases. These funds are directed to the Highway Trust Fund. After deductions, 38% of the Trust Fund's proceeds are deposited into the Highway Allocation Fund which is distributed monthly to municipalities and counties for local road purposes. The funds distributed to municipalities are allocated by a formula which prorates the distribution according to the following factors:

- Population – 50%
- Vehicles registered within the community – 30 %
- Total miles of traffic lands of streets within the community – 20 %

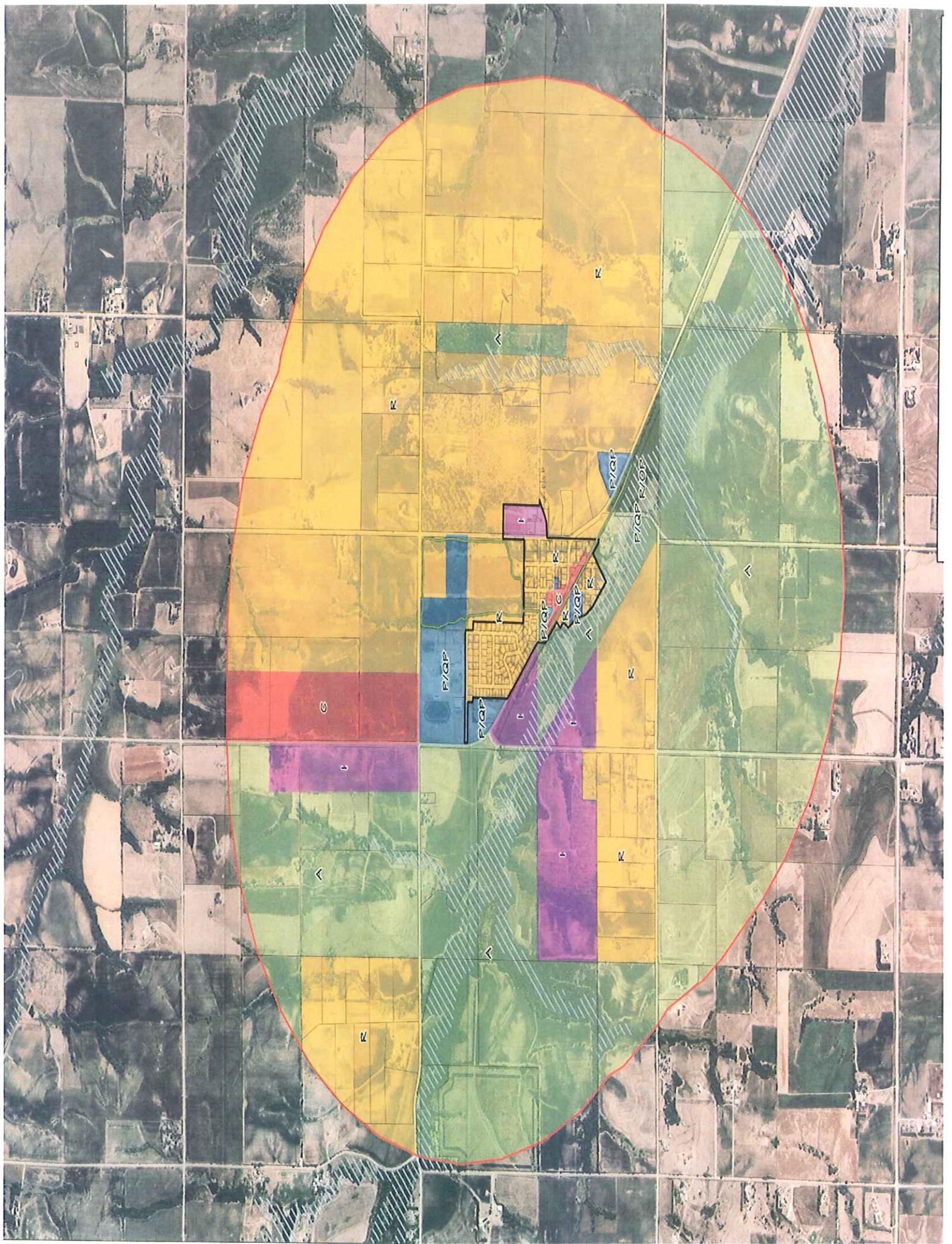
Motor vehicle fees are also distributed to counties and municipalities in the same proportion as allocations from the Highway Allocation Fund. Thus, Malcolm's share of the Highway Allocation Fund and motor vehicle fees is affected by the population, vehicle registrations and size of its street system in relation to all other communities within the State. A village is entitled to one-half of its annual allocation without the requirement of a local match. The second half must be matched by one dollar of local contribution for every two dollars received. The money may be accumulated or invested for a period not to exceed four years for specific street projects. State law also provides for an annual incentive payment to communities employing the services of a qualified street superintendent. Communities of 700 residents or less receive \$600.00per year.

## TRAILS

Multi-use trails are a critical resource for pedestrian users and bicyclists. Such trails not only provide an alternative means of transportation, they provide connectivity between neighborhoods linking the community together, buffer between different land uses, and offer many recreational opportunities. As strength of the community and a benefit to the quality of life, the maintenance, development and expansion of a city-wide multi-use trail system should occur along with other transportation improvements. Pedestrian and bicycle amenities play an important role in the community by providing a healthy alternative to the automobile, safer routes to school, and an additional recreation outlet.

To provide additional green space and recreation for the future, a trail should be constructed to link the parks; such proposed trail should also connect the school, playground and basketball courts. The local trail system should also be part of the larger trail network that could connect Malcolm to Lincoln, Pawnee Lake and Branched Oak Lake. A trails plan is identified on the Future Land Use and Transportation Map.

See Trails Map Page 38.



## FUTURE LAND USE PLAN

The Future Land Use section and Transportation section provide tools to guide future development in Malcolm. The concepts for these tools are based upon the villages 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 decided 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.

Less arbitrary and more efficient allocation of land recognizes the forces of the private market and the limitations of the capital improvement budget. This Plan acknowledges that these factors play an important role in the growth and development of a community. The Future Land Use section is intended to be a general guide to future land use that will balance private sector development, with the concerns, interests, and demands of the overall local economy.

## FUTURE LAND USE DISTRICT CLASSIFICATIONS

**Residential** – The Residential District is intended to provide a quiet, pleasant and relatively spacious living area protected from traffic hazards and intrusion of incompatible land use.

**Commercial** – The Commercial District is intended to provide an area for the business and commercial needs of the Village.

The price of construction for gas stations varies depending on whether a franchise is purchased. Due to the size of Malcolm, it is likely that the purchase of a franchise would be too costly. After reviewing some of the costs of purchasing built stations throughout the country it was found that station prices could vary from 30 to 40 thousand dollars for independent stations to several hundred thousand dollars for large, franchise type establishments.

**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 District** – The Agricultural 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.

**Organic Agriculture** - Another alternative to consider for diversifying and expanding Malcolm's economic base is the implementation of organic farming techniques. Recent trends shown in a report released by the U.S. Department of Agriculture's Economic Research Service indicate that this industry, once given a "bean-sprouts-and-Birkenstocks" stereotype, has rapidly catapulted its way to mainstream (Anderson, 2000). For example, in 1997, the total number of organic farmers in the United States was approximately 12,000 working more than 1.35 million "certified" acres, up 50 percent from 1995. It had also been projected that organic food and beverage sales would exceed 6.6 billion in the year 2000.

Economic and Environmental benefits of Organic Farming.

A number of economic and environmental benefits have been linked to organic farming in recent years. First, organically grown foods often cost much more due to labor-intensive practices and limited availability resulting in greater profits. Second, the Federal administration has tried to encourage organic farming in 2000 by proposing 5 million dollars for research and marketing, and by setting up a pilot federal crop insurance program to cover the premium price of organic foods. Third, at the state level, efforts have begun to support organics through limited cost-sharing for certification costs (Minnesota) and by defining organic farming as a soil conservation effort that can be subsidized (Iowa) (Kaufman, 2000).

On the environment side, organic farming uses natural systems to enhance productivity.

Organic Farming Makes Corporate Gains.

Besides being sold as general produce items in a niche market, many organic foods are moving into the mainstream as shown in the following "value added" examples (Kaufman, 2000; Anderson, 2000).

More restaurants are beginning to purchase fresh, organically grown products.

In addition, according to a phone survey of all HyVee, Russ's Markets and Super Saver stores in the Lincoln area, all sell organically grown foods with plans for expanding their capacity to sell more organic products, and would support regional farmers by selling their produce. Currently, produce from Libby Creek (from York, Nebraska) is sold in all Lincoln area HyVeeps. For information on Libby Creek's product line and services, visit their website at [www.libbycreek.com](http://www.libbycreek.com)

**Public** – The public areas are intended for governmental uses and public recreation and/or enjoyment.

**Public-Quasi-Public (P)** – The public and quasi-public area is located 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/Open Space (R/O)** – The recreation and 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. This area accommodates existing facilities. 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.

The residential area lies on the outer parts of Malcolm. The commercial and industrial areas are located between Malcolm Road and East Street from Wright Street to Second Street. The public use areas are scattered throughout the east part of Malcolm.

#### 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 will be specific statement that:

- 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.

#### Land Use Transitions

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.

## Community Growth

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.

The Future Land Use Plan is one of the three statutory requirements of a Comprehensive Development Plan, as stated in the Nebraska State Statutes. The Land Use Plan, along with the Transportation Plan provides the necessary tools to direct future development in Malcolm. The Land Use Plan is based upon existing conditions and projected conditions for the community.

## Annexation

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.

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.

## Blighting Study – Tax Increment Financing

In recent years, there have been property owners seeking to improve property for annexation into the Village limits in the form of housing developments. In order to increase the population base, the Village must improve the water and waste water systems, as well as the streets and roads. A representative of Hanna:Keelan Associates, P.C., made a presentation to the Village Board and the Planning Commission regarding Blighting Studies. Improving Blighted areas, and using Tax Increment Financing to help to afford the improvements. The Planning Commission has recommended and the Village Board approved hiring Hanna:Keelan Associates, P.C., to conduct a Blight Study

to blight the entire Village limits, plus areas to annex, in order that Tax Increment Financing (TIF) can be used on the different areas as they are improved. Then the Village will collect the real estate taxes on the appreciated value after improvements for up to fifteen (15) years to help to pay for bonding used for the necessary Village improvements in those areas.

The study was completed in 2009. The Village must now organize a Redevelopment Corporation for purposes of TIF. As TIF sections are identified for improvement, the Redevelopment Corporation will implement TIF for such areas.

#### Areas for Potential Annexation near Malcolm

The Village currently has plans for future annexations which are identified in the Blighting Study, a copy of which is available in the Village Office.

#### Plan Implementation

##### Carrying out Malcolm's Future Plan

Successful community plans have the same key ingredients: 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 stick 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 five-years will allow the Village flexibility in responding to growth and a continuous program of maintaining the plan's viability.

## Plan Maintenance

### Annual Review of the Plan

Maintaining a relevant, up to date 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 which 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.

### 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.

## 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 on 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

## 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.