

*Holden City
Hall*



City of Holden, Missouri

Planning and Zoning Commission

**Comprehensive Plan
December 13, 2010**

**Johnson County Economic Development Corporation
300 North Holden, Suite 301
Warrensburg, MO 64093
660.747.0244**

**City of Holden, Missouri
101 W 3rd St.
Holden, MO 64040
816.732.4811**

www.holdencompplan.com

Planning and Zoning Commissioners

Beverly Chaney, Chairman
Mark Brown
Tracy Bryant
Reed Hough
Georgia Kennedy
Dennis Pine
Virginia Riley
Yvette Stephens
Neil Carter, City Council Liaison
James Nipko, City Council Liaison

Comprehensive Plan Advisory Committee

Mike Wakeman, Mayor
Jo Ann Alpert
Dwight Anstine
Diane Klossen
Tony Lerda
Dennis Mason
James Nipko
Charles "Butch" Shore
Jenny Sollars

Guidance and support provided by:

Robert Bromberg, Olsson Associates
Doug Hermes, Planning Consultant
Tracy Brantner, Johnson County Economic Development Corporation

PLANNING AND ZONING COMMISSION

CITY OF HOLDEN, MISSOURI

RESOLUTION

FOR ADOPTION OF THE UPDATED COMPREHENSIVE PLAN

WHEREAS, for the past three years the Comprehensive Plan Advisory Committee in conjunction with Planning and Zoning Commission have studied the previous Comprehensive Plan of the City of Holden, Missouri, surveyed conditions throughout the community and in neighboring communities, conducted multiple public meetings for the purpose of considering revisions to the City's Comprehensive Plan, held public forums to increase public awareness of the City's planning effort, in cooperation with the Mayor and City Council, and otherwise conducted studies and received public input with regard to adoption of a Comprehensive Plan; and

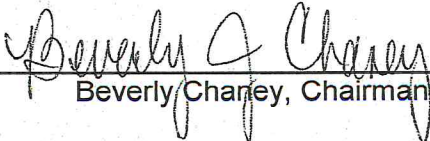
WHEREAS, in accord with the provisions of Section 89.360 RSMo, the Commission conducted a public hearing on December 2, 2010, after due notice as required by law; and

WHEREAS, the Committee in joint study sessions with the Planning and Zoning Commission has considered these studies and efforts during its lengthy consideration and has taken into account the comments of interested parties at the public hearing and elsewhere, and is fully informed on the issues reflected in the Plan hereinafter referenced;

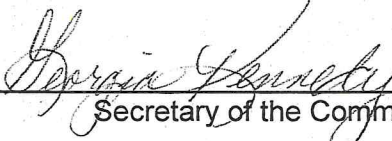
NOW THEREFORE, BE IT RESOLVED BY THE PLANNING AND ZONING COMMISSION OF THE CITY OF HOLDEN, MISSOURI, AS FOLLOWS:

1. The *Comprehensive Plan* document attached hereto and incorporated by this reference, together with all data, maps, plats, diagrams, descriptive matter, appendices and other documents and materials contained and referenced therein is hereby adopted as the Comprehensive Plan for the future development of the City and as the "City Plan" of the City of Holden, Missouri, as that term is used in Sections 89.300 thru 89.480, RSMo.
2. In accordance with the provisions of Section 89.360, RSMo., the Secretary of the Commission shall attest to the adoption of this Resolution and the Plan referenced herein and file same in the office of the Commission. A copy of the Plan shall also be certified to the City Council of the Holden and the City Clerk of the City of Holden and a copy shall be made available in the office of the Recorder of Deeds of Johnson County, Missouri and available at the City Clerk's office for public inspection during normal office hours.

THIS RESOLUTION PASSED AND ADOPTED BY THE PLANNING AND ZONING COMMISSION OF THE CITY OF HOLDEN, MISSOURI THIS 13th DAY OF DECEMBER 2010.


Beverly Charney, Chairman

ATTEST:


Secretary of the Commission

DEMOGRAPHICS

Demographics Introduced

Simply defined, demographic data is descriptive statistical information about a population group. Demographic data describes the population, social, housing, and economic characteristics of a community. It also provides historical perspective on community growth and change.

The purpose of this section of the Holden Comprehensive Plan is to use objective quantitative data to analyze the makeup and composition of the community.

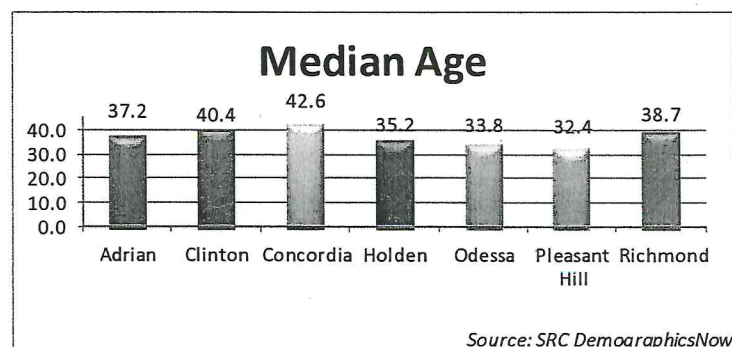
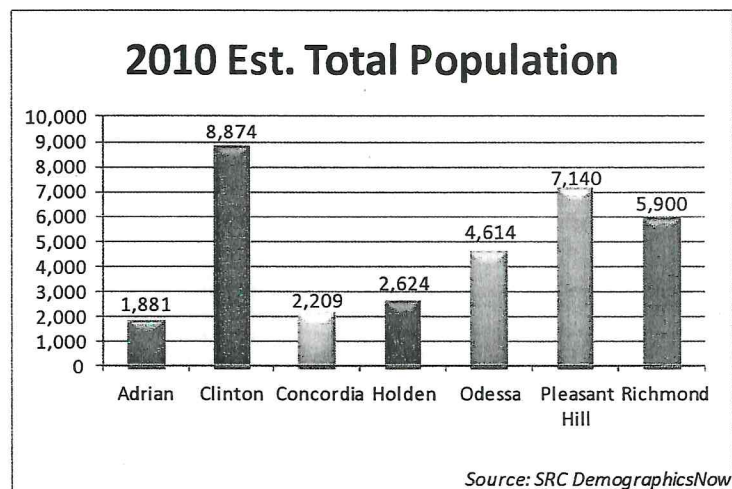
Understanding demographic characteristics is a useful first step in learning about the profile of the community. However, it is easier to assess the relative condition of the community when we compare its demographic information with other communities and statistical areas; therefore, Holden's information is compared with data from Adrian, Clinton, Concordia, Odessa, Pleasant Hill, Richmond, and Johnson counties, Missouri, and the State of Missouri. Most data was obtained from SRC DemographicsNow.

Economic -related data such as Average Household Income are relatively consistent for all comparison communities except Pleasant Hill which, considering its proximity to Kansas City, exemplifies how small communities are transformed when they are engulfed by suburban sprawl.

The following demographic data are analyzed: Estimated Total Population and Population Distribution, Average Household Income, Average Unemployment, Poverty Rate, Value of Holden Houses, Median Home Value, Housing Composition, Housing Affordability Index, Year Houses Built, Educational Attainment, and Divorce Rate.

Estimated Total Population, Median Age and Population Distribution

Of the seven comparison communities Holden's population of 2,624 is the third lowest. Only Adrian and Concordia are lower and the fourth lowest, Odessa, has a population of 4,614 which is 76% higher than Holden. For the most part, residents of Holden are generally younger than their counterparts in the other six communities. Only Odessa and Pleasant Hill have median ages lower than Holden's median age of 35.2 and Holden has the highest percentages of persons in age ranges 5-14, 15-19 and 35-44.



DEMOGRAPHICS

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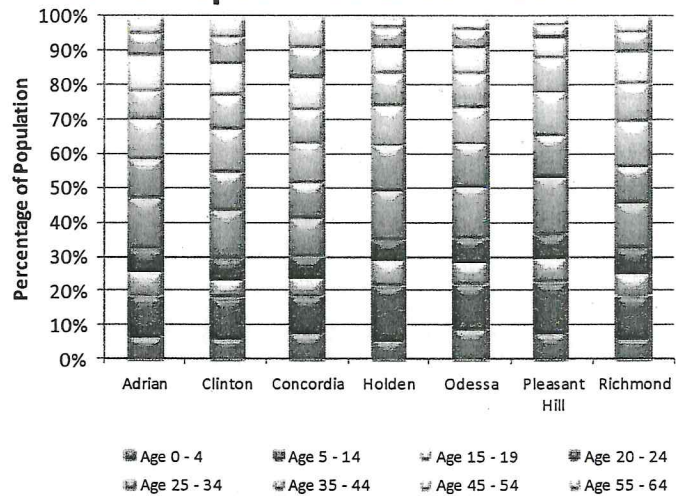
Average Household Income and Income Distribution

This graph depicts the income of Holden residents and the six aforementioned communities all of which are identified on the x axis and income ranges are located on the y axis. Household income is defined as the sum of the gross income earned by all members of a household. The average of the household income for Holden and the other areas is the total income divided by the number of incomes in the study.

The estimated 2010 household average income for the six

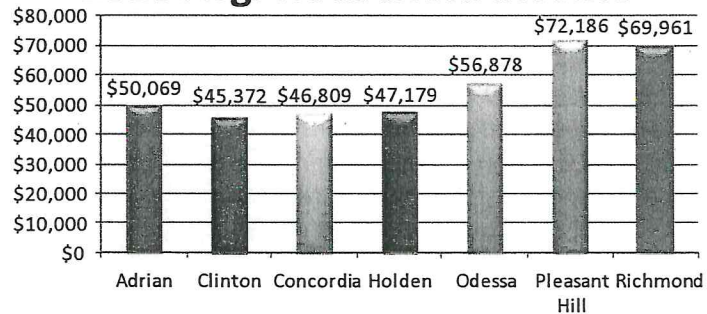
communities is \$55,492. Holden's average of \$47,179 is 14% lower than this average and lower than the averages for four other communities but higher than Concordia and Clinton. Holden has the highest percentage (25.9%) of average household incomes in the \$50,000 - \$74,999 range but, conversely, has the lowest percentage (7.9%) in the \$75,000 - \$99,999 category.

2010 Population Distribution



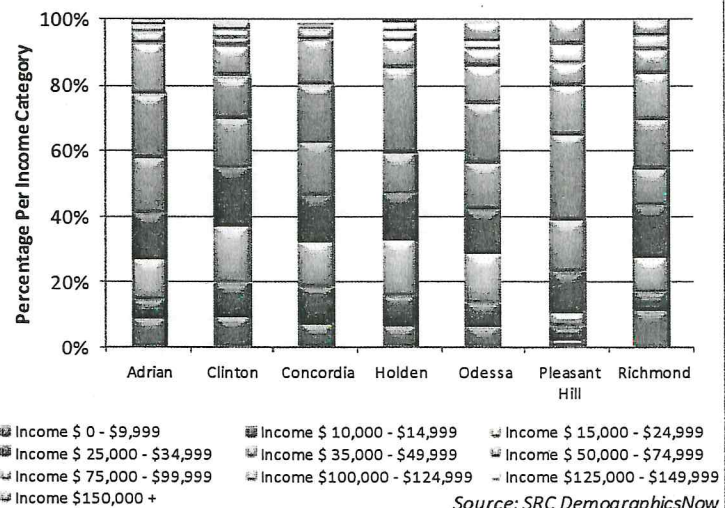
Source: SRC DemographicsNow

2010 Avg. Household Income



Source: SRC DemographicsNow

2010 Income Distribution



Source: SRC DemographicsNow

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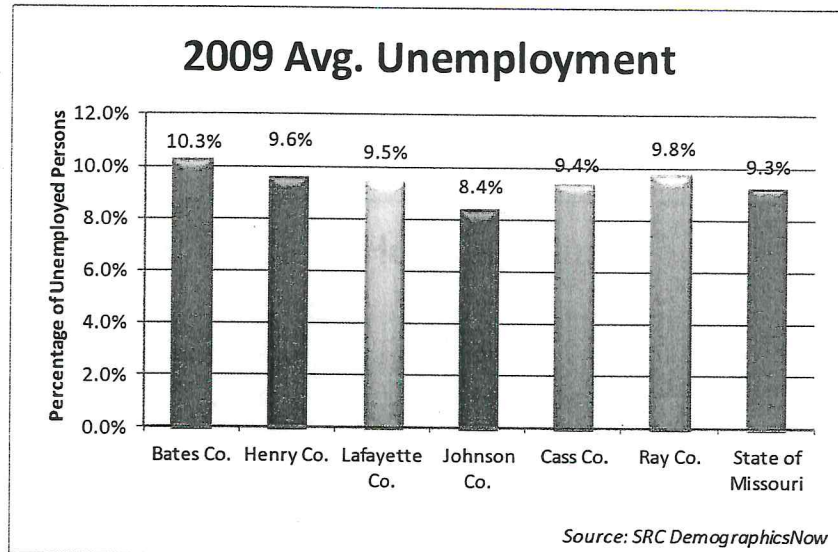
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Average Unemployment

According to the U. S. Bureau of Labor Statistics the Labor Force includes all persons classified as employed or unemployed as reported in the monthly Current Population Survey conducted by the U. S. Census Bureau for the Bureau of Labor Statistics. Persons under 16 years of age, all inmates of institutions and persons on active duty in the Armed Forces are excluded from the civilian labor force. Those who have no job and are not looking for one are not in the labor force. Unemployed includes all persons 16 years and over who did not have a job during the survey week, were available for work and made efforts to find employment and who were not working and were waiting to be called back to a job from which they had been laid off. The Unemployment Rate therefore represents the number of unemployed as a percent of the labor force.

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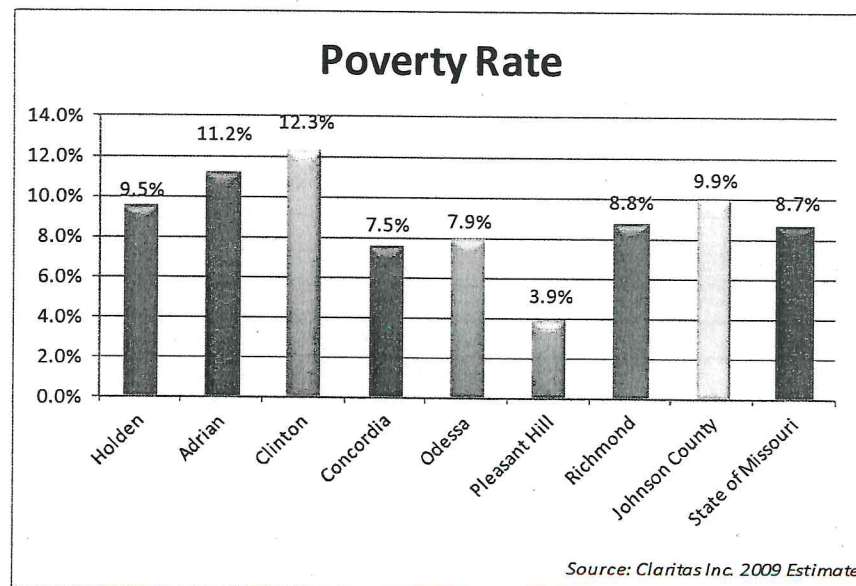
The 2009 data on the graph represents the average unemployment rate for Johnson County, where Holden is located, along with the rates for five other counties where the six comparable communities are located and the unemployment rate for the State of Missouri. Johnson County's rate of 8.4% is the lowest of all six counties and is lower than the State of Missouri (9.3%).



Poverty Rate

The poverty rate represents the percentage of families whose income is below the federally established poverty threshold. Holden's poverty rate is the third highest of the communities compared. Holden had an estimated poverty rate of 9.5 percent in 2009. This was lower than the towns of Adrian, Clinton and Johnson County, but higher than Concordia, Odessa, Pleasant Hill, Richmond and the State of Missouri.

Value of Holden Houses



DEMOGRAPHICS

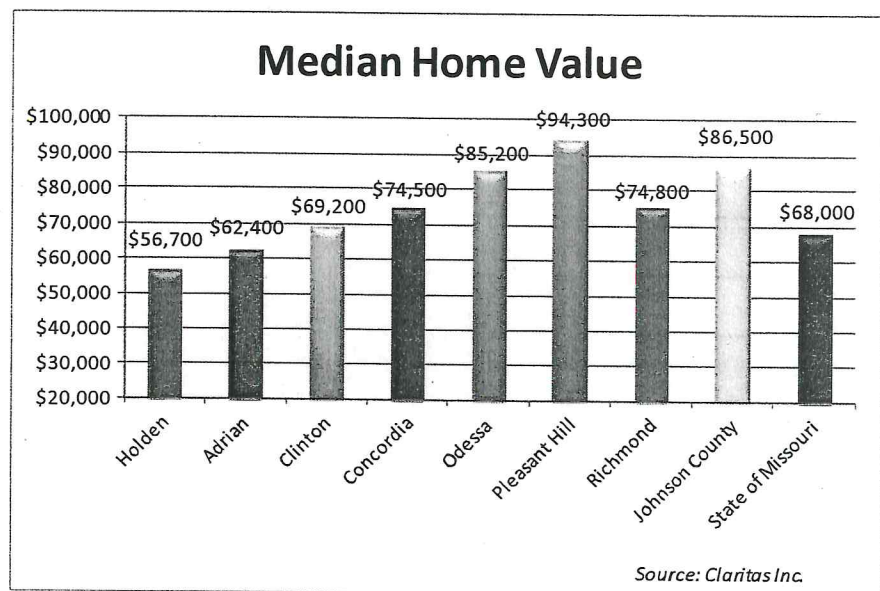
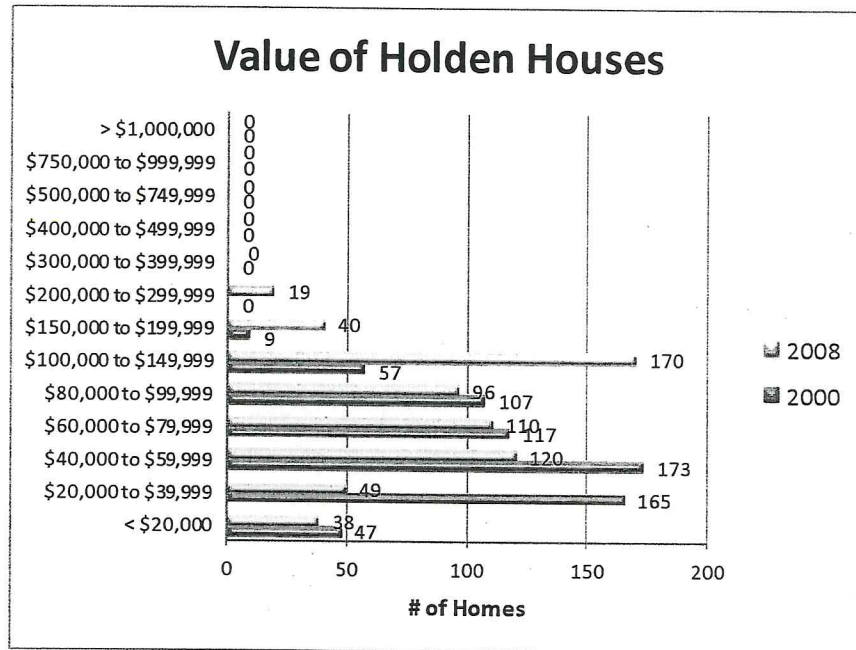
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This graph depicts the value of Holden homes. The number of homes is identified on the x axis and housing price ranges are located on the y axis. The graph displays a historical comparison between Holden in 2000 and estimates for Holden in 2008.

In 2000, the greatest number of homes (175), were valued between \$40,000 and \$59,999. In 2008, 170 homes were valued between \$100,000 and \$149,999. These 2008 homes account for 26.48 percent of the total number of houses assessed.

Median Home Value

Median Home Value is the numerical middle value of all homes within the community. Holden's median home value is lower than all other communities compared. Holden had a median home value of \$56,700 in 2000. This was lower than Adrian, Clinton, Concordia, Odessa, Pleasant Hill, Richmond, Johnson County, and the State of Missouri.

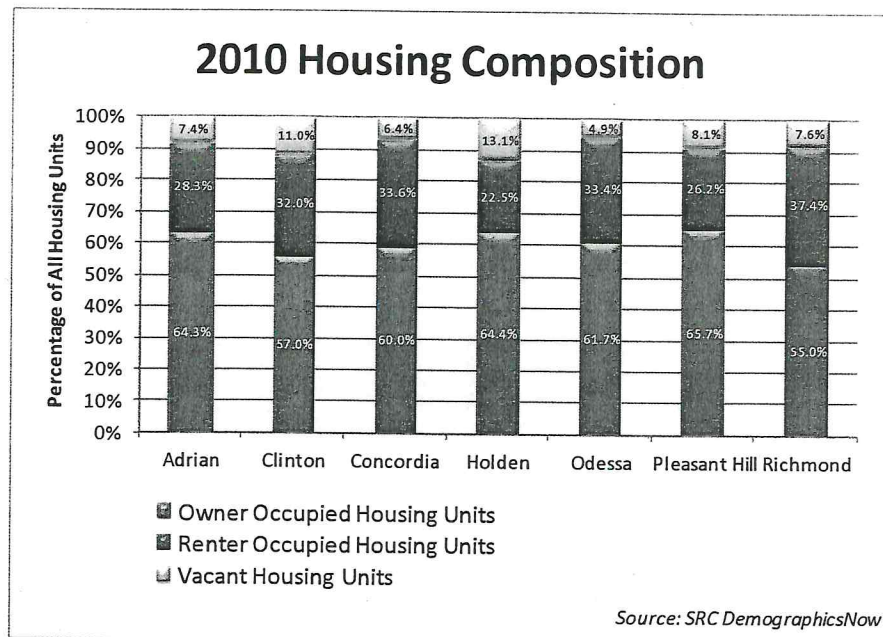


DEMOGRAPHICS

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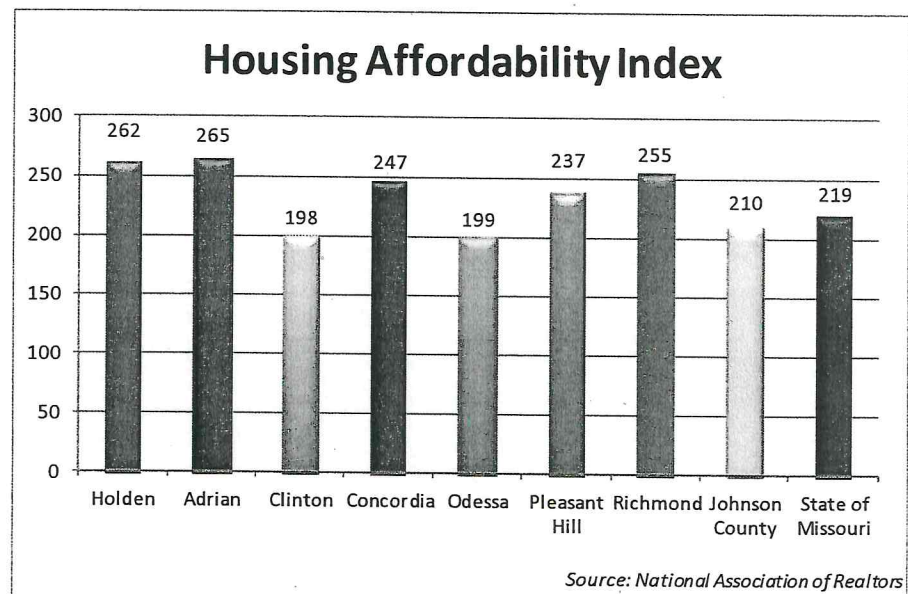
Housing Composition

Housing Composition provides a breakdown of the percentage of owner-occupied, renter occupied and vacant housing units within the community. Holden's home ownership rate (64.4%) is higher than all six other communities except Pleasant Hill. Its renter occupied rate (22.5%) is lower than all the other six communities. Both of these rates are affected by Holden's 13.1% percentage of vacant houses which is the higher than the other six comparison communities.



Housing Affordability Index (HAI)

According to the National Association of Realtors, the Housing Affordability Index measures whether or not a typical family can qualify for a mortgage loan for a standard single-family home. A standard home is defined as a median price, existing single family house. The HAI is a useful calculation that compares the necessary qualifying income (income necessary to qualify for a loan for a median priced home)



with the median price of an existing single family home. A value of 100 indicates that a family who makes the median income has exactly enough income to qualify for a mortgage for an existing median single-family home. Essentially, the higher the HAI value, the more affordable the local housing is in relation to the median income. Higher HAI values indicate that a community's median income has more local housing purchasing power.

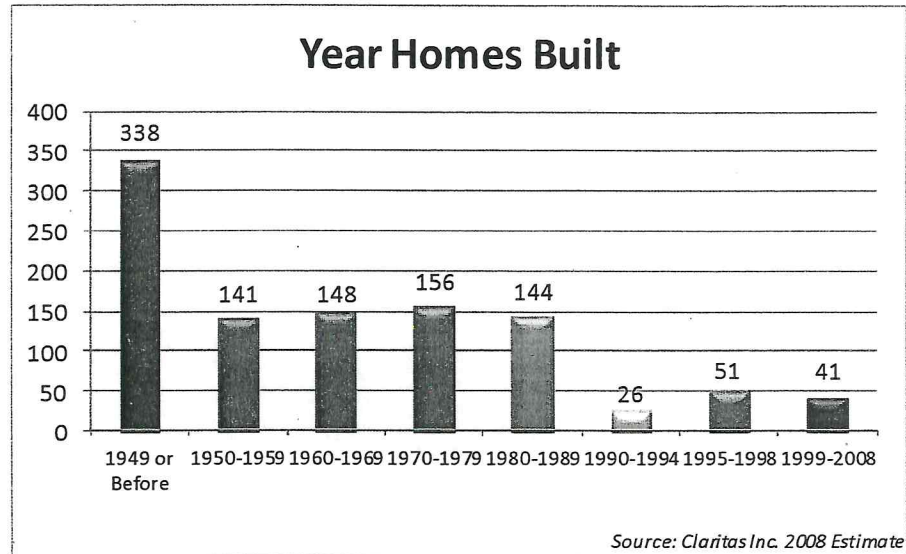
DEMOGRAPHICS

Holden has an HAI value of 262. This means that a family earning the median income has 262 percent of the necessary income to qualify for a conventional loan covering 80 percent of the median priced existing single family home. The HAI calculation assumes that buyers will provide a 20 percent cash down payment and that the remaining 80 percent of the home will be financed with a loan.

Year Houses Built

This graph identifies the number of homes that were constructed between 1939 and earlier and before March of 2008. The y axis identifies the number of homes, and the x axis lists eight date ranges.

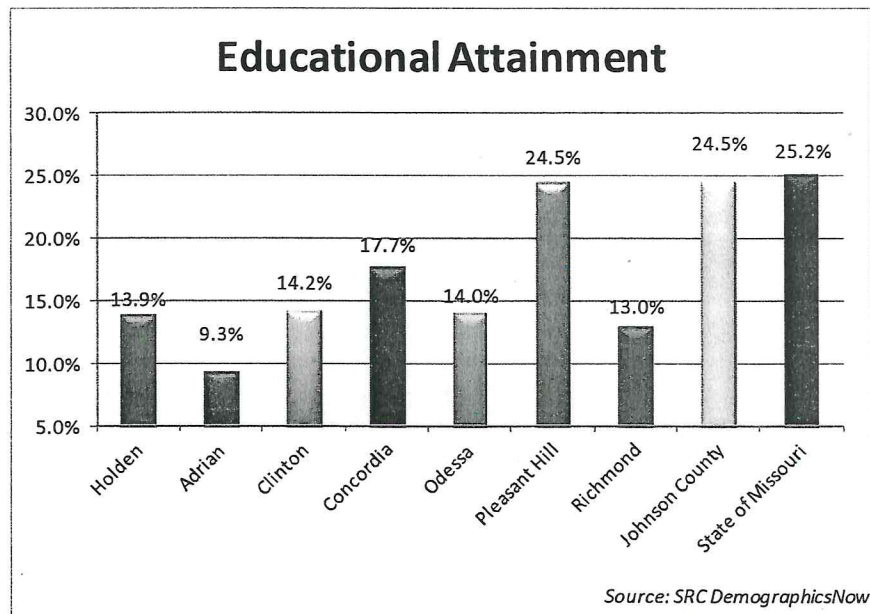
One of Holden's largest housing construction periods came before and during 1939. In this time period, 270 homes were constructed. These homes account for 25.83 percent of Holden's housing stock.



Holden's other housing construction boom occurred between 1960 and 1979. During this time period, 304 homes were built. These homes account for 29.1 percent of Holden's housing stock. Holden's total number of housing units is approximately 1,045 as of 2008.

Educational Attainment Rate

The educational attainment rate represents the percentage of individuals over the age of 25 who have achieved a Bachelor's, Master's, or Doctorate degree. Holden compares favorably to educational attainment in the six comparable communities. The 13.9 percent of its residents who have BA, MA, or Doctorate degrees is higher than Adrian and Richmond but lower than the other four comparable communities, Johnson County (24.5) and the State of Missouri (25.2).

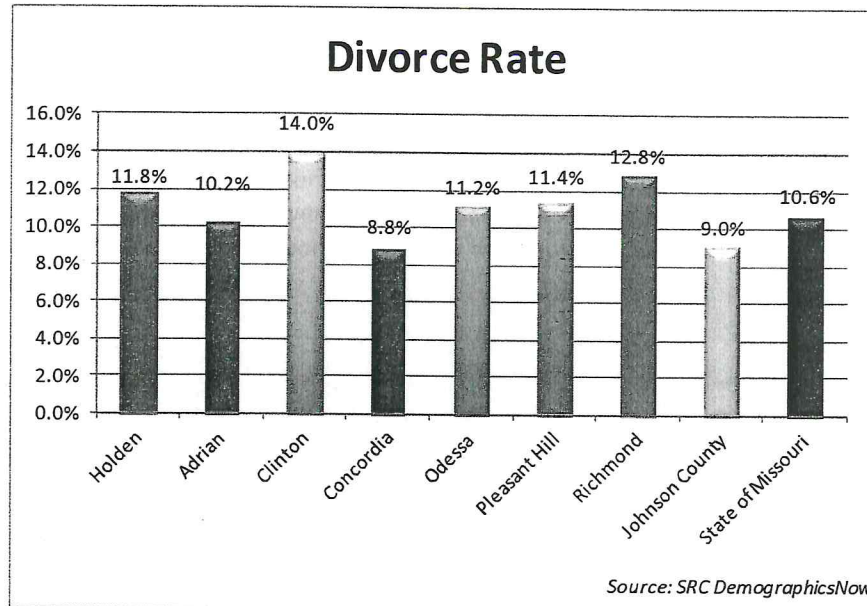


DEMOGRAPHICS

Divorce Rate

Divorce rate is the percentage of individuals whose marriage ends in dissolution before the death of either spouse.

Holden's divorce rate falls in the lower half of the communities compared. It had a divorce rate of 11.8 percent in 2009. This was higher than Adrian, Concordia, Odessa, Pleasant Hill, Johnson County and the State of Missouri, but lower than Clinton and Richmond.



INFRASTRUCTURE

Infrastructure Introduced

This chapter addresses the streets, sidewalks, water supply system and the wastewater and stormwater collection systems. The City of Holden maintains 17.3 miles of primarily residential streets and maintenance activities are prioritized according to pavement conditions. Holden Lake is the City's source of water and is considered to have adequate capacity to reliably meet year-round demands for the foreseeable future. Recent upgrades to the wastewater treatment plant will help it meet demand and regulatory requirements for the next 20 years. Improvements have been recommended for stormwater infrastructure including acquiring land for detention ponds, repairing and replacing deteriorated structures and performing general maintenance.

Roadways and Sidewalks

Within the city limits, the city and the Missouri Department of Transportation (MoDOT) are responsible for the roadway network. MoDOT maintains Routes 58 and 131. Route 58 runs generally east-west with a north south segment from Second Street to Tenth Street, and Route 131 runs generally north-south. These are the primary routes in and out of town, and they intersect downtown bringing traffic through the commercial portions of town.

The city maintains the remaining roads, which are primarily residential streets that run approximately 17.3 miles in length. Typical road construction within the city is two-lane chip and seal with open ditch drainage. To maintain the system, a pavement management system is used to prioritize maintenance activities based on the condition of the pavement. For several years, a pavement replacement program was used; however, the \$80,000 annual street maintenance severely limited the amount of roadway maintenance that could be performed. While the replacement program has greatly improved the condition of the roads that were replaced, the program as a whole has resulted in a decrease in overall pavement condition. The city is currently transitioning to a repair-focused maintenance program for the street department to improve the overall condition of the city's streets.

For future consideration, the city needs to establish a target level of service and condition for road system operations. A funding increase is likely to be necessary to maintain existing conditions and the level of service. At current funding levels, overall street conditions will likely continue to deteriorate regardless of the maintenance program used.

Based on feedback from the Steering Committee, city streets would ideally be asphalt pavement with curb and gutter. This would provide a clean, finished appearance that would enhance community image and property value. It would also make sidewalk construction more feasible since drainage ditches



INFRASTRUCTURE

along the roads would be eliminated. From an operations and maintenance standpoint, asphalt would provide a more durable pavement that requires less maintenance, and curb and gutter would provide a hard edge to roads, preventing edge spalling and breaks that accelerate pavement deterioration.

Some main corridors have been identified as priority areas to improve both pedestrian and vehicle traffic. These are primarily roads around the school, including S. Main Street, Eagle Drive, and S. Clay Street. Sidewalks are needed for pedestrians, and the pavement needs to be improved for heavy traffic loads and busses.

Traffic circulation could also be improved by connecting Southwest 500th Road between Route 131 and S. Clay Street/S.W. 1251st Road. This is outside of the existing city limits.

When major road improvement projects are undertaken, they need to be coordinated with stormwater, water, and sewer improvements. Project coordination is addressed on pages 7 and 8.



WATER

The city owns the public water supply system, which serves the area within the city limits. It is governed by the Board of Public Works, a non-political board appointed by the Mayor with a Council liaison. The Board has contracted the day-to-day operations to O&M Enterprises, a privately owned company. For planning purposes, the city must consider the capacity and condition of four elements: (1) source, (2) treatment, (3) storage, and (4) distribution.

Holden Lake is the sole source of water for the city, and it is located approximately three miles northwest of Holden on a tributary of Blackwater River. According to the *Missouri Water Supply Study* (Supply Study) prepared by the Missouri Department of Natural Resources (MDNR) in 2005, the lake has a total storage capacity of 3,810 acre-feet and a surface area of 292 acres. The Supply Study determined that the lake has an optimum yield of 0.567 mgd during the drought of record. According to the *Engineering Report for Water System Improvements City of Holden, Missouri Public Water System* (Engineering Report) prepared by Marshall Engineering and Surveying, Inc. (Marshall) in 2006, current average water sales are approximately 0.225 mgd. This indicates that the lake has adequate capacity to reliably meet the water demands of the city for the foreseeable future.

Treatment is provided by a water treatment plant constructed at the lake in 1992. According to the Engineering Report prepared by Marshall, the treatment plant has a capacity of 400 gpm, which can be doubled by constructing additional facilities. At its current capacity, the treatment plant can meet a peak day demand of 1.5 times average day demand in approximately fourteen hours. This indicates the plant has adequate capacity for the foreseeable future.

INFRASTRUCTURE

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According to the Engineering Report prepared by Marshall, the city has 400,000 gallons of usable storage. This is adequate to provide storage for the current peak day demand. However, this may not be adequate for fire demand during a large fire in a commercial area. Marshall recommended that the city plan for additional elevated storage north of the railroad tracks. A specific volume was not recommended. Daily demands need to be monitored to determine the proper timing to add additional storage.

The distribution system consists primarily of four-, six-, and eight-inch DIP lines. The original water system was constructed in 1887. This indicates that some waterlines may have been in service for more than 100 years. According to the Engineering Report prepared by Marshall, portions of the system do not have adequate fire flow capacity, and areas experience low pressure during peak demand periods. To address these issues, Marshall developed a five-year supervised program for waterline improvements.

In light of the water system's limited growth potential, the primary long-term planning focus needs to be providing and maintaining adequate levels of service. This can be accomplished primarily through the waterline upgrades proposed by Marshall. The Board of Public Works has taken the following steps to start replacing the lines recommended by Marshall: (1) Raised rates to build back reserves to pay for the proposed upgrades. (2) Updated ordinances related to materials and changing the delivery point. (3) Incorporating the plan with other city projects. At this time, the Board of Public Works is waiting for the comprehensive plan to be completed. As discussed above, many road and drainage needs exist within the city also. To minimize cost and disruption, when a significant road and drainage project is undertaken, waterlines in the vicinity that have been identified to be upgraded in the supervised program should be constructed simultaneously.

WASTEWATER

The city owns the centralized wastewater system. Like the water system, it is governed by the Board of Public Works, a non-political board appointed by the Mayor with a Council liaison. The Board has contracted the day-to-day operations to O&M Enterprises. Unlike the water system, expanding the geographic service area is not limited to the existing city limits; however, the general trend for expanding wastewater systems generally follows the expansion of water systems. With the trend of large lot residential development around the city, septic tanks are generally the preferred method of wastewater disposal by homeowners for financial reasons. Therefore, long-term expansion of the wastewater system will most likely be confined to the existing city limits. However, the potential exists for higher density developments outside of the existing city limits to determine that it is more cost-effective to connect to the city's wastewater system. These will need to be evaluated on a case-by-case basis.

The city is currently upgrading its wastewater treatment plant to meet capacity and regulatory requirements for the next 20 years. Once complete, the plant should be adequate for the foreseeable future unless unexpected regulatory changes require additional improvements.

Regulatory changes and enforcement will be the primary drivers for changes in the wastewater system in the coming years, particularly in the collection system. A statewide initiative is trying to reduce extraneous flows into the system, called inflow and infiltration (I/I). I/I occurs as sewer systems age and deteriorate. Reducing I/I requires repairing, rehabilitating, and replacing public and private sewer lines. Overflows and basement backups are not a regular occurrence, and the city recently replaced more than 14,000 LF of sewer mains. These are positive indicators but should not be considered a reason not to

INFRASTRUCTURE

actively reduce I/I. Public line improvements will continue to be needed as the system ages, and flows increase gradually over time.

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Additionally, efforts need to be made to reduce private line I/I. Service lines from the public main to the building are a significant source of extraneous flows, and the reasons for that include sump pump, foundation drain, and downspout connections along with deteriorated or cracked pipes and missing cleanout caps. Stormwater cross connections are common in older homes and neighborhoods. Often the current homeowners are unaware of these connections. A public education program about the sources of I/I in private lines and the costs associated with collecting and treating these flows is a good first step. A service lateral inspection program that requires service lines to be inspected when property changes ownership is another program to consider.

One specific area in the collection system that has been noted as being susceptible to overflow is the trunk sewer into the treatment plant on the northwest side of town. Additional engineering evaluation of the flows and their sources is required to identify the appropriate solution. Adding a relief sewer, building a new larger sewer, rerouting existing flows through a new sewer, or reducing the source of peak flows are all options to consider.

STORMWATER

In 2006, the city hired URS Corporation to perform an inventory and condition assessment of the city's stormwater management infrastructure. The report provided recommended improvements and their associated costs.

Localized funding constitutes the primary issue facing the city. Recommended improvements include acquiring land for dry detention ponds, repairing and replacing deteriorated structures, and improving routine maintenance to keep ditches and culverts cleaned out and operating at optimum capacity.

The largest recommended capital improvements project is replacing the Second Street storm sewer from Pine to Lexington. This is also Missouri Route 58, the main street through the downtown commercial district. Executing this project will require coordinating with MoDOT and local business owners. Other utility work recommended for the area should be performed at the same time. As was previously mentioned, Project Coordination is addressed on pages 7 and 8.



The URS report is thorough in its evaluation, and implementing the recommendations of the report in conjunction with other needed road, water, and sewer improvements will serve the needs of city for the foreseeable future.

INFRASTRUCTURE

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<input checked="" type="checkbox"/>	Action Steps	Priority	Responsible Party
<input type="checkbox"/>	<p><u>Hire a city administrator</u></p> <p>The city would benefit from the professional skills a city administrator would bring to Holden. City administrators are educated and trained in the intricacies of municipal operations. The Holden city administrator would ensure that the day-to-day operations are completed in the most efficient way possible. The position would also provide leadership stability to the city.</p>	1	CC
<input type="checkbox"/>	<p><u>Create a Capital Improvements Plan (CIP)</u></p> <p>A CIP is a schedule of upcoming capital improvements, and it should be incorporated into the budget process to ensure that funding sources are identified. Funding sources vary, though user fees – including sewer, water, and electric rates and special assessments – generally are utilized for such improvements. An appropriate alternative may be to use a combination of municipal funds and user fees to pay for needed capital improvements.</p>	2	PW
<input type="checkbox"/>	<p><u>Fund vital capital improvements to the city's streets, sidewalks, and drainage systems</u></p> <p>A city's street and sidewalks ensure a speedy transportation system for all visitors, and drainage systems are vital to the community. Holden has had problems with streets and sidewalks in disrepair and ineffective drainage systems – improvements to these vital parts of the city's infrastructure should be planned, funded, and constructed.</p>	3	CC
<input type="checkbox"/>	<p><u>Focus special attention on improving the infrastructure in downtown Holden</u></p> <p>Downtown was identified as an area greatly in need of revitalization. Capital improvements need to be made throughout the city, but the special emphasis should be placed on improving the infrastructure serving downtown businesses.</p>	4	PW
<input type="checkbox"/>	<p><u>Improve the heavily deteriorated Clay Street corridor</u></p> <p>Clay Street, which runs north and south from 4th Street through the edge of town, was singled out as a transportation corridor in need of significant improvement. This street is one of the more heavily traveled corridors in Holden, as it is a main route to the schools. Improvements to this street would make the route to school safer and would spruce up the corridor that a lot of non-residents use as they take their children to school.</p>	5	CC

RESPONSIBLE PARTY KEY:

CC – City Council

PW – Public Works

INFRASTRUCTURE

<input checked="" type="checkbox"/>	Action Steps	Priority	Responsible Party
<input type="checkbox"/>	<p><u>Develop sidewalk system that leads from neighborhoods to the schools</u></p> <p>Transportation to and from the schools was cited as a major point to improve, and a sidewalk system leading throughout the city's neighborhoods would make it easier for children to get to school. In addition, sidewalks would provide greater access to playgrounds and would encourage residents to walk around town instead of driving.</p>	6	CC
<input type="checkbox"/>	<p><u>Amend governing structure to have council elected at large</u></p> <p>The city has had difficulty in filling council positions in specific wards – eliminating the council wards would ease the community's burden of filling out the city council. This would ensure smoother transitions between governing bodies.</p>	7	CC
<input type="checkbox"/>	<p><u>Invest in public infrastructure in specific areas to lure growth to those areas</u></p> <p>The use of public infrastructure is a successful method for controlling development patterns. By investing in public utilities in the areas where development would be most likely to happen, Holden can encourage growth into those designated areas. Developing infrastructure prior to development also cuts installation costs dramatically. A long-term CIP would be very beneficial to implementing this development strategy.</p>	8	CC

RESPONSIBLE PARTY KEY:

CC – City Council

PW – Public Works

Land Use Assessed

Adopted 12_13_10

Existing land use is a description of how each parcel of land is currently being occupied or used (A Planner's Dictionary, 2003). The Existing Land-Use Map and corresponding table highlight the existing land-use pattern within the City of Holden. The table summarizes the existing land use patterns and provides an acreage approximation and percent of total land use within the City of Holden. The map and table only include land-uses within the current corporate boundaries.

The City of Holden contains 1,255 acres. The predominant uses within the City of Holden are agriculture, single family residential, and vacant or undeveloped land. The growth pattern within the City of Holden is not unlike most "rural" communities of similar size. Holden is primarily a community of agricultural and residential uses at this time. Additionally, Holden does have a nice balance of commercial, parks and open spaces, and industrial uses to support a growing population.

Population Projections

Population forecasting significantly affects community planning efforts. A community's growth rate affects school enrollment, housing needs, and the scheduling of infrastructure upgrades. Planning to accommodate population growth or decline is an important component of the planning process. The amount and allocation of future land uses is very much intertwined with population projections. Future population growth or decline directly affects future land use.

Through the planning process, the community also has the opportunity to impact future population trends.

Holden Existing Land Use	Acres	% Total
Agriculture/Rural Residential	630.5	50.24%
Single-Family Residential	363	28.92%
Multi-Family Residential	47.2	3.76%
Tax Exempt	158.9	12.66%
Vacant	55.5	4.42%
Total	1,255	100.00

Historic population trends, birth and death rates, and migration patterns are all contributing factors in projecting future population. To ensure the most accurate projections for the city of Holden, these factors were included to developing the Holden Future Land Use Map. Based on these past factors, the 2025 population is projected to be 2,801 people. This would produce an additional 173 residents from the 2009 population of 2,628. This increase represents annual growth of about 0.4 percent.

Generally, larger healthy cities can support about one percent annual growth over an extended period of time, while surrounding suburban cities can support higher rates. Holden is unique in that, as a more rural community, it continues to accommodate growth.

Community Character

The City of Holden will maintain its small-town, rural service community character while maintaining opportunities for continued moderate growth and population diversity. A strong commercial and service base will provide the necessary services for city residents and surrounding populations.

Land Use Enriched

The future land use plan was developed through community input, staff input, and advisory committee feedback. The Holden future land use plan was designed to accommodate a growing and diverse population base. The recommendations contained within the Holden future land use plan are congruent with community goals and values and represent an evolving community.

Low-Density Residential

Summary/Description

The Low-Density Residential is a land use that incorporates all housing styles and types but encourages housing densities between two and four units per acre. At this density, Holden can provide urban services, and amount of private space. The intent of this land use designation is to provide more urban style housing on larger lots. Designated areas should include sidewalks, paved roadways, and access to parks and open spaces. Also, residential areas should provide internal transitions between less intense residential uses (single family) and more intense residential uses (townhomes).

Encouraged Uses and Functions

Uses and functions are to be primarily residential in this designation. Allowable uses should include single-family and two-family homes. Other allowable uses include parks and open spaces, trails, public uses (pool, library, schools, etc.), and religious-related uses. All uses should be complementary and compatible with residential functions.

Policies

- I. New residential development should be served by adequate public infrastructure including public utilities, streets and storm water management facilities.
- II. Residential development should be encouraged on vacant, appropriately located sites within the city limits prior to further municipal annexations, subject to municipal annexation policies.
- III. New residential development should contribute towards public open space requirements either through appropriate land dedication, open space easements, or fee in-lieu of dedication.

Location in the Future Land Use Plan

See Holden Comprehensive Plan – Future Land Use Map

Multi-family Residential

Summary/Description

The Multi-Family Residential land use designation also incorporates all housing styles and types with a preferred housing density between five and ten units per acre. Areas with this designation are encouraged to incorporate a mix of lot sizes, house sizes, and housing styles. This designation encourages well-connected neighborhood style development that includes parks, public spaces, and neighborhood commercial. These areas should be inviting and conducive to pedestrian activity.

Encouraged Uses and Functions

Uses and functions are to be primarily residential in this land use designation. Allowable uses include single-family homes, townhomes, duplexes, multiple family units, and apartments. This designation encourages forming more traditional style neighborhoods that emphasize the pedestrian environment and overall form. Other allowable uses include parks and recreation, public uses, religious related uses, and neighborhood commercial uses. Forming these uses should be such that higher density and more intense residential uses are located nearer to neighborhood activity centers or neighborhood cores. These developments must also accommodate changes in scale between uses and provide appropriate transitions in size and landscape. All uses should be complimentary and compatible with residential functions.

Policies

- I. Multi-family residential development should be appropriately integrated with adjacent land uses to encourage pedestrian and design connectivity.
- II. Higher density residential development should be accompanied by appropriate open space designations to accommodate residents and provide adequate land use transitions.

Location in the Future Land Use Plan

See Holden Comprehensive Plan – Future Land Use Map

DowntownSummary/Description

The Downtown land use designation identifies the Holden downtown as the primary business and service center of the community.

Encouraged Uses and Functions

The vibrant mix of land uses contributes to the continued vitality of the downtown and it is the City's goal that this mix of residential, commercial, service and public uses continues. Those businesses that cater to public traffic and services are encouraged. Light fabrication and warehousing operations on the secondary downtown streets are also appropriate. The upper levels of downtown buildings can be used for residential purposes subject to public health and safety standards.

Policies

- I. Public investment in downtown public infrastructure maintenance should remain a strong priority.
- II. Public facility locations downtown should be encouraged.
- III. As development and customer activity increases, an additional public parking facility in the downtown should be considered.
- IV. Secondary residential uses on upper floors should be encouraged. Code requirements and local use expectations for this residential occupancy should be developed.

Location in the Future Land Use Plan

See Holden Comprehensive Plan – Future Land Use Map

Highway CommercialSummary/Description

The Commercial land use designation incorporates mostly automobile oriented commercial businesses and services. These commercial areas are designed to be located at major interchanges or along major arterials. Typical characteristics of these commercial areas include larger setbacks, internal street systems, individual pad-sites, and an overall emphasis on auto mobility. These commercial areas should still be designed to incorporate local character and enhance the pedestrian environment. Site design should be cognizant of scale, noise, lighting, and traffic implications on surrounding residential areas.

Encouraged Uses and Functions

Primary uses in this designation include more auto-oriented commercial, retail, office, and service-related businesses. These include general retail, drive-through and sit down restaurants, "big box" retail, and fuel stations. Other allowable uses include parks and open spaces, public spaces, and offices. Site function should include pedestrian access when available.

Policies

- I. Highway commercial developments should be designed in a sensitive manner relative to surrounding residential areas, particularly in terms of scale, noise, lighting and traffic management.
- II. The planning and design of highway commercial developments should be conducted in a comprehensive manner for entire development sites.
- III. Commercial development signage should be of a consistent and uniform nature, with appropriate limits on size, number and lighting.

Location in the Future Land Use Plan

See Holden Comprehensive Plan – Future Land Use Map

Neighborhood CommercialSummary/Description

The Neighborhood Commercial land use designation recognizes the mixed commercial service needs focused on the major routes entering the community while also providing necessary neighborhood services. A mix of retail and service uses, often located on individual parcels, is anticipated on a scale appropriate to adjacent development.

Encouraged Uses and Functions

Primary uses in this designation include a mix of the smaller scale auto-oriented retail, office, and service-related businesses. Other allowable uses include parks and open spaces, public spaces, and offices. The types of land use activities should be complementary to the surrounding residential neighborhoods.

Policies

- I. Encroachment of neighborhood commercial uses into established residential neighborhoods is discouraged.
- II. Neighborhood commercial uses should be of the nature that can serve the surrounding residential population.
- III. Neighborhood commercial development signage should be minimal in nature, with appropriate limits on size, number and lighting.

Location in the Future Land Use Plan

See Holden Comprehensive Plan – Future Land Use Map

Industrial

Summary/Description

The Industrial land use designation provides opportunity for various light industrial and related businesses in an environment appropriately located and designed to minimize conflicts with residential and community service uses. This land use will typically be supported by increased public infrastructure necessary to support higher service levels.

Encouraged Uses and Functions

Primary uses in this designation include light manufacturing, fabrication and warehousing businesses. Ancillary and support-related services that cater primarily to these light industrial activities are also encouraged.

Policies

- I. The planning and design of industrial developments should be conducted in a comprehensive manner for entire development sites.

Location in the Future Land Use Plan

See Holden Comprehensive Plan – Future Land Use Map

LAND USE ASSESSED

<input type="checkbox"/>	<p><u>Amend the zoning ordinances to reflect the land use and development guidelines that will further the small-town character</u></p> <p>With the amendment of local zoning ordinances, the town is capable of providing a fabric for which development can occur, ensuring that it fits into and reinforces the historical and small-town character of the community.</p>	1	Admin
<input type="checkbox"/>	<p><u>Establish a Cooperative Boundary Review</u></p> <p>An urban growth boundary helps to regulate the growth and physical boundaries of the community by drawing a "line" around it and limiting or prohibiting development outside of that line. This recommendation would help to eliminate sprawl and would provide for a distinct boundary between "town" and "country." The establishment of this boundary should be associated with a formal assessment of the infrastructure and service capacity of the area and in association with a formal annexation study.</p>	2	CC
<input type="checkbox"/>	<p><u>Increase code enforcement efforts</u></p> <p>Property maintenance codes are designed to keep the city looking good by providing a set of minimum maintenance regulations for property owners. Enforcement of these codes was a common theme discussed in the public forums. Increased code enforcement would be a quick, direct way that the city could beautify the community.</p>	1	Admin
<input type="checkbox"/>	<p><u>Fix up dilapidated and deteriorating housing stock</u></p> <p>Nearly half of the city's homeowners (46%) devote less than 15% of their incomes to their homes, meaning that the inevitable deterioration of housing stock is not being kept up with regular maintenance and repairs. Programs should be enacted to entice homeowners to make improvements to their homes, while the property maintenance code should also be used to clean up such properties. Fixing up these properties will be crucial in improving the character and impression of Holden.</p>	2	Admin
<input type="checkbox"/>	<p><u>Utilize design standards to protect community character</u></p> <p>Design standards are regulations governing various design aspects for new development – these are important tools for communities to use in protecting character. Holden should adopt a set of design standards that protects the small-town character valued by its residents.</p>	3	Admin

Annexation Areas of Intent

Summary/Description

The City of Holden anticipates future expansion of the city boundaries in appropriate locations. These locations can logically be served by the systematic extension of the existing municipal public utilities and public street network. While particular land uses and public service provision will be determined at the time of annexation review, it is in the public interest that these annexation areas of intent eventually be incorporated within the city limits to allow for the proper growth and development of the community.

Location in the Future Land Use Plan

Priority

- I. North along MO 131 Highway – including the Parkview residential subdivision
- II. West along US 58 Highway – including the Savannah residential subdivision

Secondary

- I. Southwest quadrant

For Location of Annexation Areas of Interest - See Annexation Areas of Interest Map

Annexation of Existing Development

Summary/Description

A number of existing residential subdivision developments are located outside of the city limits but in relative close proximity including several developments within the annexation areas of intent. In most of these cases, the development design and/or infrastructure is not to the level of current city standards. Residents of these developments attend community schools and religious institutions, work and shop in the city, and contribute to the community's vibrancy and character. If a majority of the property owners in such a residential development - and surrounding land area necessary to form an annexation area contiguous and compact to the city limits - request annexation into the city, the annexation request may be considered under certain circumstances regarding location and public infrastructure standards.

Policies

- I. A request for annexation consideration should be signed preferably by 100% of the property owners but at a minimum by property owners in the subdivision development representing over 50% of the property within the proposed annexation area.
- II. The subdivision development should be accessible to municipal public utility services.
- III. The total annexation area should be contiguous and compact to the existing city limits.
- IV. Minimum municipal standards should be established as the standards and criteria by which the infrastructure in an existing subdivision development requesting annexation would be accepted into the municipal system. These minimum standards may be less stringent than current standards for new development taking into consideration site-specific features or limitations, and in light of the overall public interest in the annexation request.
- V. The subdivision development public infrastructure condition should comply with minimum municipal standards as established for existing subdivision development annexations.
 - a. Streets; sidewalks; storm sewers
 - b. water service
 - c. sanitary sewer service

Cooperative Development Review

Summary/Description

The City of Holden has a vested interest in proposed, non-annexation developments locating within municipal annexation areas of intent. In recognition of future, potential annexation to the City and the provision of municipal services, it is in the public interest to coordinate the development review process and improvement standards with the County and other appropriate regulatory agencies.

Policies

- I. The City should explore a cooperative arrangement with Johnson County and other appropriate regulatory agencies regarding the development review and improvement standards for future, proposed developments within municipal annexation areas of intent.
- II. Municipal services should be extended only to land uses and developments within the city limits.

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ECONOMIC DEVELOPMENT AND HOUSING

Economic Development and Housing

Adopted 12_13_10

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Introduction

Commercial and industrial development which promotes a diverse and stable economy can be achieved through retention and expansion of existing businesses and attracting new businesses. Such development provides employment opportunities for Holden residents with a variety of skill levels.

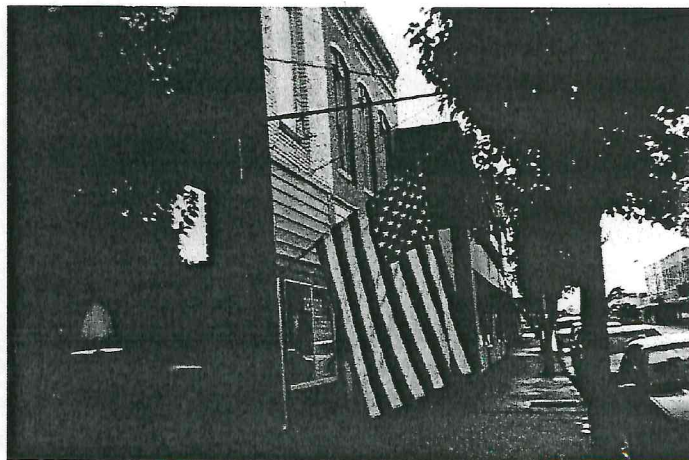
Along with jobs, sound, affordable housing is critical to Holden's vitality. Preservation of sound, existing houses and construction of new dwellings will provide Holden residents with a diversified mix and choice.

Jobs and Investment

Holden benefits from its close proximity to the Kansas City metro area. However, over the past decades, Holden has maintained a fairly stable population and may be experiencing the signs of economic distress.

It is the hope and belief of Holden's Economic Development team, and the community at large, that through an aggressive and collective economic development and housing strategy, Holden will grow its population and create a prosperous future. The team believes Holden is on the precipice of achieving a 21st century small town vitality that will serve as a new model for sustainable rural prosperity.

Ultimately, the sustainability of Holden relies on retaining and growing existing businesses and entrepreneurs and attracting new ones. The 20-acre Holden Business Park located at Highways 58 and 131 is an ideal site for businesses to expand and get started. Existing available resources in Holden such as the Business Park and planned amenities are expected to create a host of potential economic development opportunities.



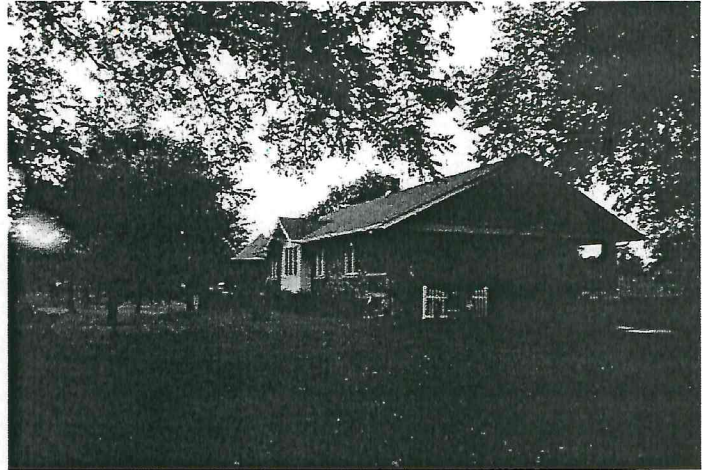
ECONOMIC DEVELOPMENT AND HOUSING

Adopted 12_13_10

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Entrepreneurs engaged in knowledge-based industries such as conventional and green technologies, a shift toward a sustainable strategy. Coordinating and stimulating these businesses will create healthy commerce and pay dividends toward the long-term economic health of the region. Holden is poised to assist entrepreneurs with achieving their business start up and expansion goals. The Holden Innovation Center (the Incubator) is being established to respond to the needs of area entrepreneurs. It will provide them with affordable space and on-site available technical assistance and

management support. In 2009 the Holden Chamber of Commerce and F&C Bank partnered to launch the Incubator. Support and assistance has also been provided by the Johnson County Economic Development Corporation,, The Missouri Department of Economic Development, the University of Central Missouri Institute for Entrepreneurial Studies and Holden volunteers.



As a prime area for employment and entertainment, Downtown Holden is the centerpiece of the community. The team and most residents believe that it can better reflect the community's vitality with streetscape and façade improvements. Diverse retailers could be enticed to fill vacant buildings with economic incentives and residents and visitors could be directed to Downtown businesses with uniform signage posted throughout the community.

Tourism

Holden's current attractions and amenities such as the numerous sporting activities, farmer's market, civil war reenactment and other community events in concert with its close proximity to the Kansas City metro can be used to drive a day-trip tourism strategy. It is recommended that Holden leaders consider the development of a tourism plan as part of an overall economic development strategy. The plan should identify specific goals, facilitate partnerships with county and state tourism entities, and integrate old and new tourist attractions.



Housing

Safe, sound and sanitary housing options are critical to the maintenance of any community. Without adequate affordable housing choices, citizens are forced to dwell elsewhere. Like most rural Missouri communities, Holden's housing stock is fairly old. According to the most recent data, Holden's median owner-occupied housing unit was originally built in 1958 - 52 years ago. Equally, Holden's median renter-occupied housing unit was built in 1972 - 38 years ago. Holden citizens have great pride in their homes and work hard to maintain their homes even in hard economic times.

ECONOMIC DEVELOPMENT AND HOUSING

Housing Conditions Survey

Adopted 12_13_10

To ascertain the exterior status of the Holden housing stock as part of the Comprehensive Planning process, Holden citizens conducted a city-wide housing conditions survey in the fall of 2008.

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Survey Objectives

The key objectives for the 2008 Holden Community-wide Housing Condition Survey were:

- to provide a comprehensive picture of the dwelling stock and its condition in 2008;
- to facilitate a comparative analysis of housing conditions in Holden with other communities in the area;
- to examine the association between dwelling conditions and the social and economic circumstances of households;
- to examine changes in the condition of the stock over time; and
- to provide a baseline for possible housing demolition and renovation funding to slow the deterioration for "at-risk" units.

After an extensive housing conditions training session, the entire community was divided into four quadrants with approximately 270 units per quadrant. A team of two was assigned to each quadrant and responsible for documenting the exterior condition of the units on a consistent survey form.

The University of Central Missouri's statistical team compiled the surveys and provided the data to Pioneer Trails Regional Planning Commission mapping department to create a visual representation of the results.

Preliminary housing condition results are as follows:

Sound Condition	76.2%
Minor Repairs Needed	9.4%
Moderate Repairs Needed	8.6%
Substantial Deterioration	3.8%
Dilapidated	<u>2.0%</u>
	100.0%

As of this writing, a more detail report of the housing conditions survey is being developed. In summary, the results support the housing action plan recommendations provided.

<input checked="" type="checkbox"/>	Action Steps	Start Priority	Responsible Party
<input type="checkbox"/>	<u>Market the Holden Business Park</u> The Holden business park, approximately 20 acres, near the nexus of Highways 58 and 131 is owned by the City of Holden and is a prime location for small business. Currently, the park is being marketed through signage and website: http://www.locationone.com . Additional marketing avenues should be developed.	1	City & JCEDC
<input type="checkbox"/>	<u>Revive downtown with beautification efforts and a revitalized employment core</u> Downtown Holden is the centerpiece of the community. Residents identified it as a key area for both employment and entertainment. Streetscape and façade improvements should be completed to enhance the area's aesthetic appeal.	3	Downtown Business Owners and City

ECONOMIC DEVELOPMENT AND HOUSING

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<input type="checkbox"/>	<p><u>Establish design guidelines for downtown development</u></p> <p>One of Holden's greatest assets is its historic and small-town character. All new and infill construction and building renovation should be compatible with this context. Property owners and developers should be encouraged to follow these guidelines in evaluating the upgrades, enhancements or renovations of existing buildings and sites and in developing new ones.</p>	2	City
<input type="checkbox"/>	<p><u>Encourage façade improvements</u></p> <p>Curb appeal is not only important for individual properties; it is also important to entire communities. Appealing building facades are vital to a community's curb appeal, which, in turn, makes residents feel proud of their hometown and gives non-residents a positive impression. The City should explore incentives to induce property owners to improve the exteriors of their buildings.</p>	3	Downtown Business Owners
<input type="checkbox"/>	<p><u>Fill vacant commercial buildings</u></p> <p>Owners of these properties should be contacted by the City and the Johnson County EDC about programs and opportunities available to spur development.</p>	1	City, JCEDC, Building Owners
<input type="checkbox"/>	<p><u>Diversify retail and commercial offerings</u></p> <p>The Chamber should assist in developing business plans for retail and commercial entities not currently operating in Holden.</p>	1	Chamber
<input type="checkbox"/>	<p><u>Plan and Implement a business retention initiative</u></p> <p>The community, in conjunction with the Johnson County EDC, should plan and develop a business retention initiative to encourage existing businesses to remain in Holden because it is easier to retain business than to recruit new ones.</p>	1	JCEDC and Chamber
<input type="checkbox"/>	<p><u>Focus new job creation efforts on growing knowledge-based small businesses</u></p> <p>Job creation should be focused on growing knowledge-based small businesses and supporting and recruiting entrepreneurs that drive such a strategy. Specific business plans with a high degree of known success should be documented and subsequently marketed to the most knowledgeable entrepreneur. This strategy works in conjunction with an innovation center as the main support mechanism.</p>	1	JCEDC, City of Holden, and Holden Chamber of Commerce
<input type="checkbox"/>	<p><u>Continue to Develop and maintain a small business innovation center</u></p> <p>Small business innovation center will provide technical and service resources as well as training for start-up businesses and individuals. These services provide important support for the critical first one or two years of a new business' life. An innovation center can utilize existing facilities to provide below-market rent and technical and business support services. Since Holden does not have its own economic development agency, it should work with the Johnson County EDC and other neighboring economic development organizations to develop policies and operational guidelines for the innovation center.</p>	1	Chamber in cooperation with JCEDC and F & C Bank
<input type="checkbox"/>	<p><u>Plan and implement a community and business leadership program with existing organizations</u></p> <p>There are a variety of organizations that have affiliates in the area that can help initiate programs in the schools and the community to train and encourage new business and community leaders.</p>	1	Chamber

ECONOMIC DEVELOPMENT AND HOUSING

<input type="checkbox"/>	<p style="text-align: center;"><u>Plan, Develop and Implement a Tourism Strategy</u></p> <p>Plan, develop and implement a tourism strategy that encapsulates the Holden "experience" primarily for the Kansas City metro area day-trip market. This strategy may include sports tourism.</p>	2	City, Chamber & Sports Organizations
<input type="checkbox"/>	<p style="text-align: center;"><u>Create better signs and directions to the schools, Downtown, shops and City Hall</u></p> <p>Uniform signage should be placed throughout the pedestrian/bicycle systems to provide adequate direction for users. A design can be established through local competitions, especially in the schools or by consulting with surrounding communities. These signs should also be a part of a sign ordinance to keep the design consistent for future development.</p>	2	City and Chamber
<input type="checkbox"/>	<p style="text-align: center;"><u>Replace rusted signage throughout the community</u></p> <p>There are rusted signs throughout town detracting from Holden's character as well as other signs that are in poor condition. All such old signs should be replaced with new ones having a unified theme and design.</p>	2	City
<input type="checkbox"/>	<p style="text-align: center;"><u>Explore use of economic development incentives</u></p> <p>The City should study the use of various financing methods available to Missouri municipalities, including Tax Increment Financing (TIF), Community Improvement Districts (CIDs) and Transportation Development Districts (TDD). These programs and others like them allow a municipality to provide incentives for new businesses or existing businesses to occur. Only the City can determine, after thorough review, whether these incentives are worth implementing.</p>	1	JCEDC, City
<input type="checkbox"/>	<p style="text-align: center;"><u>Develop programs and projects to encourage redevelopment of underutilized existing buildings and business sites for the purpose of job creation</u></p> <p>Develop programs and projects to encourage redevelopment of underutilized existing buildings and business sites for the purpose of job creation. Matching grant programs, tax abatements programs and technical assistance programs can be of tremendous benefit in encouraging this type of reinvestment.</p>	1	City
<input type="checkbox"/>	<p style="text-align: center;"><u>Use pedestrian-scaled streetlights for safety and information purposes (banners, street signs etc.)</u></p> <p>While redeveloping the facades, consider adding additional amenities to the streetscape including benches and streetlights. All of these elements should be pedestrian-scaled to create a sense of safety and acceptance for pedestrians.</p>	3	City

ECONOMIC DEVELOPMENT AND HOUSING

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Housing

<input checked="" type="checkbox"/>	Action Steps	Start Priority	Responsible Party
<input type="checkbox"/>	<p><u>Use vacant land in existing neighborhoods to develop quality housing stock</u></p> <p>Most new development has occurred on the far west side of town, an abundance of developable properties are available throughout the City. An infill strategy needs to be determined to encourage residential development on these properties.</p>	H2	Planning and Zoning
<input type="checkbox"/>	<p><u>Encourage preservation of existing neighborhoods and the development of new housing in the form of traditional neighborhood developments</u></p> <p>The plan encourages appropriate and efficient land use in Holden. When residential development plans are approved, they should comply with those recommendations. In addition: 1) Revise the zoning ordinance and map as necessary to implement the recommendations of the land use plan; 2) Encourage developers to renovate or build housing in zoning districts where permitted or as recommended in the land use plan; and 3) Resist the urge to approve rezoning applications except where they agree with the land use recommendations and meet the criteria for rezoning as described in the zoning ordinance.</p>	H1	City
<input type="checkbox"/>	<p><u>Investigate state and federal programs for housing development/redevelopment</u></p> <p>A "one-stop" housing shop would provide citizens with information about home maintenance and renovation as well as the tools and labor to do the job. This may be done in conjunction with the local library to provide space to store the information resources. These programs should be developed in cooperation with Johnson County and regional Housing Development organizations.</p>	H1	City
<input type="checkbox"/>	<p><u>Fix up dilapidated and deteriorating housing stock</u></p> <p>Nearly half of the city's homeowners (46%) devote less than 15% of their incomes to their homes, meaning that the inevitable deterioration of housing stock is not being kept up with regular maintenance and repairs. Programs should be enacted to entice homeowners to make improvements to their homes, while the property maintenance code should also be used to clean up such properties. Fixing up these properties will be crucial in improving the character and impression of Holden.</p>	H2	City
<input type="checkbox"/>	<p><u>Explore formation of a Housing Task Force or existing organization to focus on Holden Housing concerns</u></p> <p>With all of the important housing and demolition concerns, the community should explore the formation of a Housing Task Force or an existing organization to address these the need for safe, sanitary and affordable housing to improve the overall all housing stock.</p>	H1	City, JCEDC and Planning & Zoning Commission

PARKS & REC

The Holden park system includes a variety of recreational amenities designed to provide residents of all ages places to play, relax, and enjoy the natural environment. These amenities offer a variety of benefits to the community, including improving public health, building rapport among community members, and providing economic benefits in the form of increased property valuation.

The following section of the Holden Comprehensive Plan describes the park facilities, their locations, and the amenities and services offered.

Current Conditions – Holden City Park Complex

Residents of the community primarily use Holden City Park for their recreational activities. As the largest park facility in the area, it also draws residents from outside the city limits. The park is located on large acreage south of Highway 58, east of Main Street, west of Clay Street, and north of 14th Street. The Holden Farmer's Market and FFA livestock arena are situated immediately to the east of the park.

City Park Facility	Ownership	Operates
Coonhunters & Scouts Building	City of Holden	The Coonhunters lease the building from the city via a 99-year lease agreement with the understanding that the Boy Scout Troop 403 is allowed usage.
FFA Livestock Arena	City of Holden	FFA & 4H host livestock shows. Farmer's Market, sponsored by the Holden Chamber of Commerce, also uses the facility. Facility maintenance is divided, with the FFA providing the labor and the City of Holden providing the materials.
Rodeo Arena	City of Holden	Maintenance is divided between the Holden Saddle Club and the Holden Chamber of Commerce.
Play Ground	City of Holden	The City of Holden and a service project of the community

Best described as a community park because of its large acreage and service area, Holden City Park has a diverse set of amenities. Playground equipment is available for children, and gazebos are located nearby. The park features grills for barbeques and picnics. In addition, the park has a significant amount of open space, which allows for passive and active recreational uses. Park patrons use the open space for numerous recreational activities.

The outdoor livestock arena and the baseball stadium are the cornerstones and take up significant portions of the park. The arena, owned by the Holden Saddle Club, hosts both a regular and a youth rodeo each year. The baseball stadium is enclosed with fencing and has bleachers for spectators and a concrete concession stand.

The public engagement component of the comprehensive plan process revealed many ideas about what the community desires in its parks and open space. Input received during school workshops, community meetings, and stakeholder meetings was used to develop a set of potential improvements to Holden's City Park Complex.

The Custodians of Holden Parks and Recreation

Four organizations provide six sports programs in Holden. Even though the town has a Park Board, no sports programs are provided. The baseball stadium in City Park is used by teams from the Holden Sports Association, the high school, and adult leagues. Currently, the following private entities offer youth sports programming in Holden:

Existing Organization	Sports Programs	Facilities
Holden Sports Association	Baseball and Softball	West Chestnut Complex – Four Fields
Hope Coalition	Basketball and Volleyball	Community Activity Center – Two Courts
Holden Optimist Soccer Club:	Soccer	Six Soccer Fields, four adjacent to W. Chestnut & 2 adjacent to the New Hope Church
Holden High Booster Club:	Football	School District practice fields

Private waterlines were recently extended to the West Chestnut Complex, and lights are planned for each of the four fields to accommodate more games. Basketball is so popular that the two courts at the Community Activity Center must be supplemented. Even using courts in school district buildings doesn't provide sufficient court space when tournaments are played. The Optimist Club recently purchased four acres adjacent to the West Chestnut Complex for soccer fields and will share parking and rest room facilities with the Holden Sports Association.

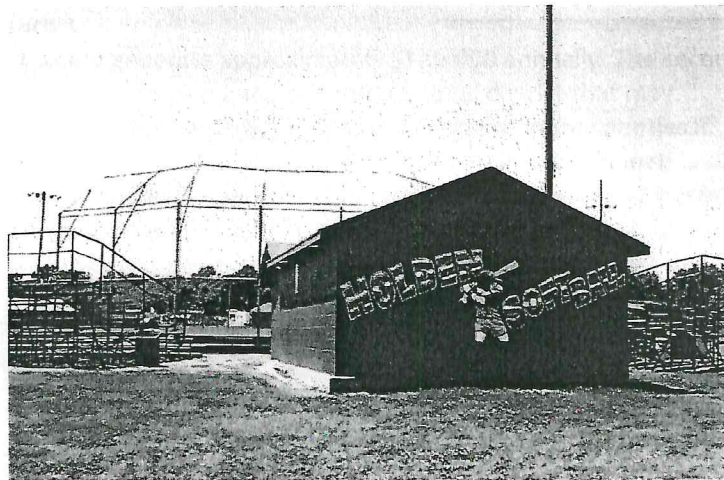


Figure 3: Concession Stand, bleachers and ball field at Holden City Park.

These organizations generate funding either through membership dues or through sports participation fees. Even so, funding can be a struggle for the private associations. On the public side, the Holden Park Board receives annual funding in the amount of \$12,000 from a cigarette tax, but that money is used

only for maintenance for all City of Holden park facilities and grounds. In a related note, many participants on the youth sports programs come from outside the city. However, it is reasonable to think that most of these non-resident participants contribute to the local sales tax revenues.

An Integrated Management Solution

More than new parkland, trails, or facilities, Holden needs an integrated sports authority that can program leagues, elect leaders, and help maintain facilities across all youth sports. As a private association, this future entity can solicit volunteers, maintain its own facilities, use both public and private facilities, and generate funds through membership dues and other fees. A single private sports authority would be more efficient for participants, parents, and the city by uniting the management and volunteers of several different private youth sports associations. Scheduling conflicts would be reduced. Volunteer burnout can be attenuated with paid staff members who would manage events and maintain existing facilities. These staff members would not be city employees; therefore, the city would have no salary and benefit responsibilities. The sports authority could also find ways to leverage existing athletic facilities of the Holden R-III School District. Finally, a private entity could potentially expand beyond city limits to assume the responsibility for sports programming for western Johnson County.

A reliable, dedicated revenue stream is needed in addition to dues and fees. This stream would allow the integrated authority to estimate future funding and plan accurately based on that stream. Two options for dedicated parks and recreation taxes exist under Missouri law. The first involves Sections 644.032-644.033 RSMo, which provide for a municipal stormwater/parks sales tax that may be used for stormwater control, parks, or both, provided the particular use of the tax is included in the ballot language. The tax may not exceed one-half of one percent. Should such a

sales tax be approved by Holden voters, it would generate approximately \$120,000 annually. The second involves Section 67.792 RSMo, which provides for creating a regional recreational district that may include municipalities or territory not in municipalities, or both, or territory in one or more counties if the voters in the proposed district vote, pursuant to section 67.796, to be included in the regional recreation district. If voters in the aforementioned district approve, the district can be funded either by a property tax not to exceed sixty cents per year on each one hundred dollars of assessed valuation on all property within the district or by a sales tax not to exceed one-half of one cent. It is recommended that any recreational tax collected in Holden under the first option be administered by a combined board incorporating the Holden Park Board and the new single private sports authority.

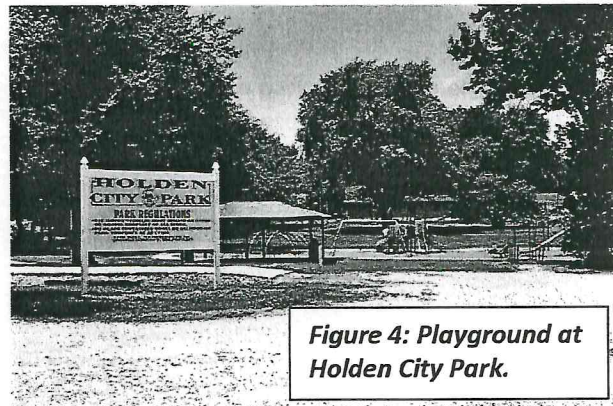


Figure 4: Playground at Holden City Park.

A private/public partnership could yield the following benefits:

- Being run by the private sector
- Involving the city, the school district, and all four private organizations
- Blending public and private funding
- Realizing efficiencies due to a single organization, including management, facility use, and fund-raising
- Improving communications with the citizens of Holden...just call one number
- Expanding the support system, which will mean less volunteer burnout
- Prioritizing staffing, maintenance, and expansion needs across all sports

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- Establishing professional leadership needed for future expansion of facilities
- Potentially expanding programming beyond the city limits of Holden
- Increasing the potential for training programs for coaches, referees, and volunteers
- Improving economies of scale when purchasing uniforms or maintenance materials

The potential challenges of private/public partnership include the following:

- Potentially lacking cohesion across the different sports, usually stemming from a lack of communication
- Providing unequal slices of the pie in terms of capital improvements or prioritization
- Determining the most appropriate funding mechanism for a private/public partnership
- Creating disruptions if one sports group pulls out of the partnership, especially if facilities leverage certain built features such as parking or restrooms
- Revising the funding agreement if the authority expands to include other cities
- Handling long-term ownership of the private sports facilities
- Revising the authority's leadership if a sport is added
- Needing an accounting system that tracks both private and public monies
- Overseeing the partnership

The option of a fully-funded municipal parks department with a director, a parks programmer, and a maintenance staff is unlikely given the city's current funding capacity for these additional salaries and benefits. Fortunately, the community has the wealth of a committed volunteer base and the enlightened city leadership that can yield a successful private/public partnership. This partnership can lead to more funds for much of the maintenance the community is requesting.

Individual Facilities

Subordinate to the need for the sports authority are the needs in the individual parks. The following discussion identifies these capital improvements, which should occur only in accordance with the city's ability to fund their construction and maintenance:

Pedestrian and Bike Trails

Given the city's inability to fund any capital improvements, new trails should be tied to trail grants. Fortunately, the city has been progressive and has worked with the school district to obtain MoDOT funding for a Safe-Routes-to-School grant. The city should continue to apply and obtain grants for trails that make functional connections, such as between residences and schools or between the downtown and City Park.

City Lake

City Lake is an underused city-owned asset that is used by local fishermen, people seeking solitude, and the Holden Saddle Club. Its distance from the town center means that developed facilities would be more expensive to maintain. The current uses certainly permit more rustic facilities. The remote location also may invite vandalism to any improvements. In time, the city may want to have a more modern restroom, especially if grants can be obtained from the Missouri Department of Conservation (MCD). Likewise, MCD may be amenable to helping fund a boat ramp, fishing stations, parking improvements, and campgrounds. It is recommended that any future facilities or improvements be concentrated at one area of the lake to facilitate maintenance.

Parks and Open Space Recommendations

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<input checked="" type="checkbox"/>	Action Steps	Priority	Responsible Party
<input type="checkbox"/>	<p><u>Establish a sports authority</u></p> <p>As a private association, a sports authority could program leagues, elect leaders and help maintain both private and public facilities for all youth sports. Funding for the authority would come from membership dues and team fees and possibly from a recreational tax collected in Holden/area that could be administered by a board that would be comprised of members of both the Holden Park Board and the sports authority.</p>	1	Yet to be determined
<input type="checkbox"/>	<p><u>Explore options for a dedicated parks and recreation tax.</u></p> <p>Two options for dedicated parks and recreation taxes exist under Missouri law. One involves instituting a sales tax, and the other involves establishing a regional recreation district funded by either a property tax or a sales tax.</p>	2	
<input type="checkbox"/>	<p><u>Obtain grant funding for various parks improvements</u></p> <p>Grant funding is a great way to use city funds as leverage to obtain additional monies for parks improvements. The city's staff should utilize existing programs that provide comprehensive lists of grant opportunities. In addition, staff may need to be trained in grant writing in order to best position the city to secure grant funding. Another source for grant writing may be the Johnson County EDC.</p>	3	City Council
<input type="checkbox"/>	<p><u>Enhance overall maintenance and amenities</u></p> <p>Residents cited maintenance and a lack of amenities as issues that the city should work to address. Parks should be maintained according to a set of standards outlining a schedule for regular maintenance. Amenities should be added to existing parks to diversify the available recreational opportunities.</p>	4	Yet to be determined
<input type="checkbox"/>	<p><u>Improve the city lake by installing picnic areas, campgrounds, and boating docks</u></p> <p>The city lake is first and foremost the source of drinking water for Holden. However, the lake can also serve to be the most distinctive part of the Holden parks system, so effort should be put into developing the recreational amenities around the lake. Picnic areas, campgrounds, and boating docks would make the city lake a destination for Holden residents and those living near the city. Additionally, it would be advantageous to chip & seal the lake access road.</p>	5	Board of Public Works
<input type="checkbox"/>	<p><u>Develop trail network for bicyclists and pedestrians to include a connection to the Rock Island Trail at Medford</u></p> <p>Trail networks are often cited as important new community improvements, as people search for ways to be active outdoors and as an alternative to traditional transportation. Bike and pedestrian trails should be developed and should link neighborhoods with educational facilities, parks, and business nodes and include a connection to the Rock Island Trail (soon to be constructed) at Medford. Contact Missouri Department of Natural Resources to encourage the construction of a trailhead at Medford.</p>	6	Yet to be determined

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<input checked="" type="checkbox"/>	Action Steps	Start Priority	Responsible Party
<input type="checkbox"/>	<u>Identify more greenspace</u> Greenspace has become among the most important visible items that a city provides, and Holden residents desire more greenspace in their town. The city's parks and planning staff should collaborate to identify appropriate areas for greenspace preservation and seek to protect those areas through zoning regulations.	7	City Planning & Zoning Commission
<input type="checkbox"/>	<u>Join the National Arbor Day Foundation Tree City program to promote Holden's natural beauty and character</u> Follow the National Arbor Day Foundation program for enhancing the visual character of the community and promoting the use of trees throughout Holden. The program requires a viable tree management plan. The four basic requirements to become a Tree City® are: 1) establish a Tree Board or Department; 2) Establish a Tree Care Ordinance; 3) Develop a Community Forestry Program with an annual budget of at least \$2 per capita; and 4) Designate an Arbor Day Observance Proclamation.	8	City Council