

# Envision Bourbon

## 2030 Comprehensive Plan





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## 2030 Comprehensive Plan

Prepared by:



# Acknowledgments

The Envision Bourbon 2030 Comprehensive Plan would not have been possible without the guidance, direction, and input from the Bourbon Steering Committee, Town Staff, Community Facility leaders, and the residents of Bourbon.

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*Steering Committee members kicked off the planning process in December 2016 to establish a vision and core values.*

## An Overview of the Envision Bourbon 2030 Comprehensive Plan

This section summarizes the Envision Bourbon 2030 Comprehensive Plan for those who wish not to read the entire Plan but be able to develop a quick understanding of this Plan. The Envision Bourbon 2030 Comprehensive Plan is organized into four chapters:

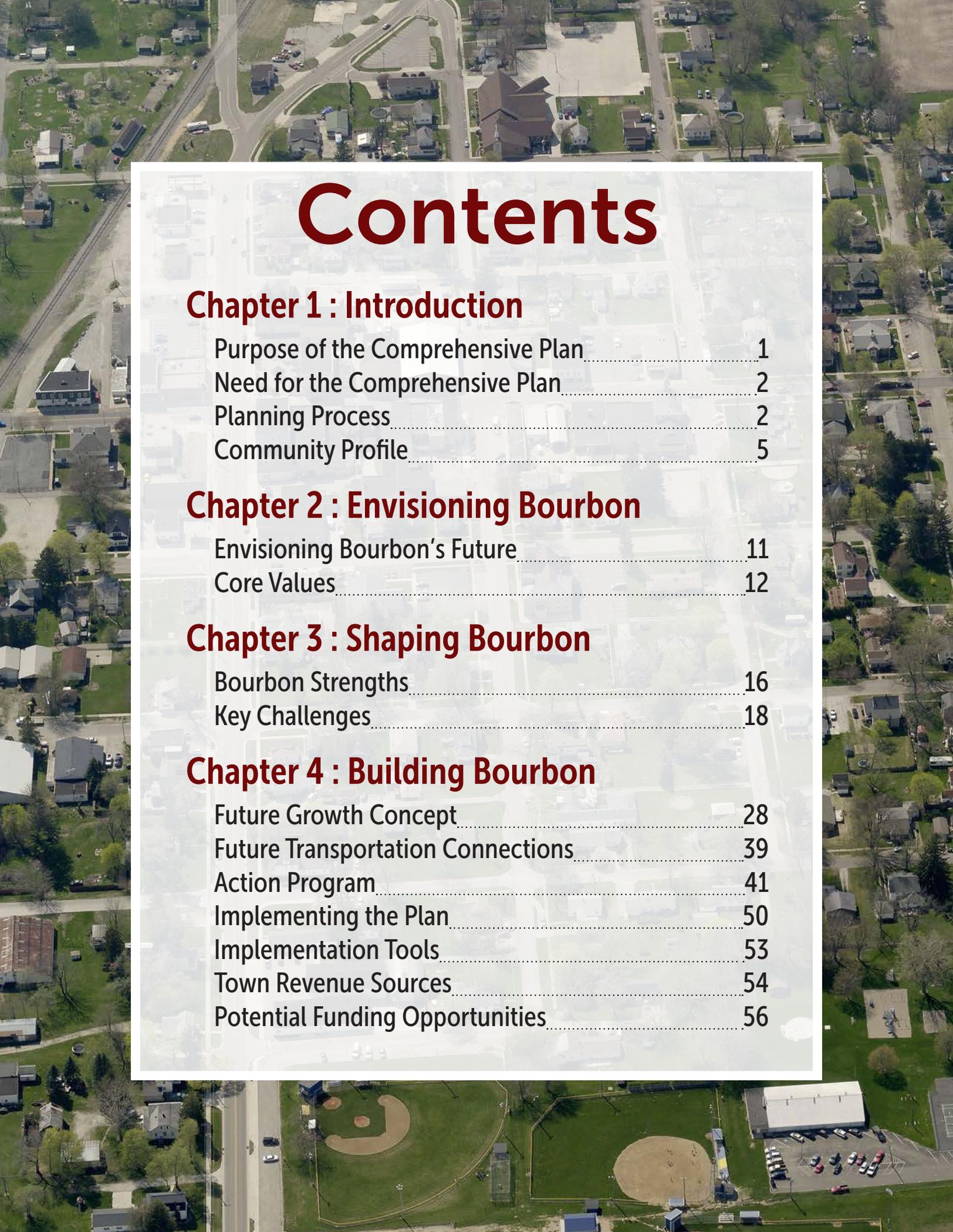
**Chapter 1: Introduction** – This chapter describes the purpose and need for the comprehensive plan, outlines the planning process used to develop the plan, and the community profile using the Indiana Office of Community and Rural Affairs (OCRA) Community Vitality Indicators to gauge the Town’s level of vibrancy.

**Chapter 2: Envisioning Bourbon** – Utilizing the information collected from the public engagement forums, this chapter presents the community’s 2030 vision and core values that reflects the community’s goals to guide future planning, development, and budget decisions. Core values were a culmination from the building block exercise, community vitality indicators, and the key challenges as presented in Chapter 3. Core values are represented as honeycomb symbols to later be used as an organizational method in the Action Program in Chapter 4.

**Chapter 3: Shaping Bourbon** – In order to make this plan easier to read and implement, the specific details on the seven (7) existing conditions elements are kept in **Appendix A**. The seven elements examine Bourbon’s changing demographics (**Population**), **Housing and Neighborhood** conditions, trends in their local economy and labor force (**Economic Development**), conditions in its road and utilities infrastructure and public facilities (**Transportation** and **Community Facilities**), and identifies the **Natural** and **Cultural Resources** that are worth protecting. This chapter summarizes the seven existing condition elements into what the Town is doing well - the strengths and opportunities that make Bourbon an attractable place to live - as well as the challenging areas the Town needs to address. This analysis and multiple public engagement initiatives contributed in the shaping of Bourbon’s core values and action strategies. The Town held two Public Open Houses, conducted a Public Input Survey that received 139 responses and a Student Input Survey that had over 290 Responses from Triton Junior-Senior High students. The last series of Steering Committee meetings and a final Public Open House had attendees finalize and prioritize the list of recommended action strategies.

**Chapter 4: Building Bourbon** – This chapter contains the Future Land Use Map and Proposed Transportation Network to serve as the framework to guide zoning and development decisions, and illustrates where the Town would like to see growth occur. This chapter also presents the action strategies as an Action Program that summarizes the key community challenges. This approach emphasizes, for example, how a challenge in housing affects economic development, infrastructure, and the quality of life.

The Action Program aligns the strategies with the core value(s) it reinforces; represented by the core value honeycomb symbol(s) and is organized by the key community challenges the Town needs to address. The Action Program includes the likely responsible department and/or organization for implementing the strategy; however, the Town should serve as the lead coordinator with the identified organizations to see these strategies through to implementation. It also indicates a priority level to help the Town prioritize their implementation efforts. The Action Program will help achieve the goals of making this Plan easier to understand, quickly reference when making planning, development and budgeting decisions, and equipping the Town to be steadfast on the principles of the core values and actively implement the action strategies. This chapter concludes with details on creating an Evaluation Report to monitor progress; highlights the roles of the Town Government and Plan Commission, implementation tools, Town revenue sources, and potential funding opportunities.



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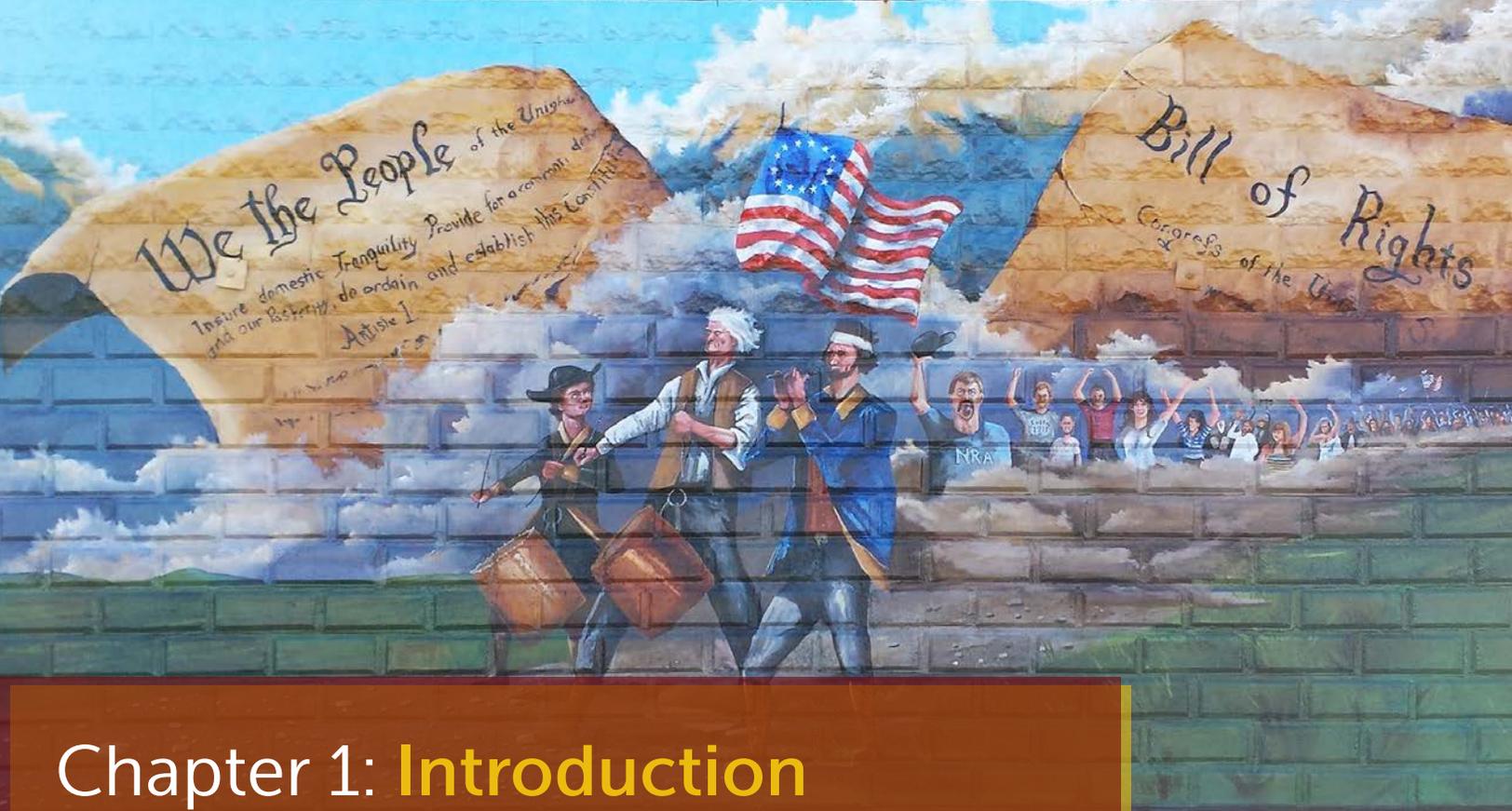


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# Chapter 1: Introduction

## Purpose of the Comprehensive Plan

The Envision Bourbon 2030 Comprehensive Plan establishes a long-term vision on what the community aspires to be for the next 10 to 15 years. It serves as the Town’s official policy guide in making land use and development decisions and provides a road map detailing how the Town will achieve their vision. Unlike specific area and corridor plans that focus on certain facets of a community, the comprehensive plan allows the Town of Bourbon to step back and see their community from a broader perspective in order to address the overarching challenges and needs hindering Bourbon from moving forward.

Only a comprehensive plan considers the needs, values, and aspirations of all residents, and identify the interrelationships across the many facets that makes up a community like transportation, housing, economic development, and land use. The comprehensive plan will guide local decision-makers, developers, and organizations to ensure their initiatives are aligned with the Town’s vision and focus on maximizing the capacity of existing infrastructure before considering annexing unincorporated areas to accommodate new growth. Bourbon’s Comprehensive Plan not only guides land use and development decisions but also identifies and builds upon the Town’s unique assets to make it an attractable place for new families and businesses. Lastly, builds community support by engaging and empowering all types of residents, regardless of income, age or disability, to participate and develop a Plan that best represents the interests of all residents.

## The Need for the Comprehensive Plan

Many of Bourbon's community leaders and residents want to see their town improve and be viewed as an attractable place to live in north central Indiana. Residents are concerned and do not want to see their Town diminish as population and school enrollment has been declining at a rate nearly six percent and 25 percent respectively over the last five years.

The Bourbon Comprehensive Plan is intended to accomplish the following goals:

- 1. Make the plan reflective of the interests of all residents –** Establish a cohesive vision that describes who Bourbon wants to be by 2030 that best represents the interests of all residents;
- 2. Create a valuable resource for the Town of Bourbon –** This plan is not meant to sit on a shelf and is more than a document; it is a guide for decision makers in regards to land development;
- 3. Present realistic action strategies –** Identify achievable strategies in the next 5 to 10 years that supports the Town's vision and core values; and,
- 4. Create a digestible plan that everyone can stand behind –** Create a plan that is easy to understand for Town leaders, residents, business merchants, and community groups to work together, be steadfast on the principles of the core values and actively implement the action strategies.

The other major influence to develop a comprehensive plan is the competitiveness amongst similar size towns to receive community development grants from the state. Grant opportunities from the Indiana Office of Community and Rural Affairs (OCRA)'s Stellar Communities Program or Community Development Block Grants (CDBG) look for communities who have an adopted comprehensive plan that clearly identifies a vision, strategies that address challenges in economic development, housing, transportation, and quality of life, and exemplify community pride.

## Planning Process

Beginning in December of 2016, the Town of Bourbon kicked off the planning process by organizing a Steering Committee, made up of key individuals and citizens, to serve as the lead representative body overseeing the development of the plan. The planning process was designed to engage residents of the Bourbon community in developing a vision for the Town's future, identify the building blocks the Town values the most, identify the major opportunities and challenges, and action strategies to serve as a guide for local and

*The Town of Bourbon kicked off the planning process in December 2016 that brought many residents and the Steering Committee together to start envisioning where the Town wants to go and future opportunities.*





*The Public Open House, held on May 4, 2017, helped guide town residents in identifying the community's opportunities and challenges for each of the plan elements (Population, Housing, Economic Development, Transportation, Community Facilities, Natural and Cultural Resources). Additionally, participants identified holistic core values the community wants to preserve and build upon by 2030. These initiatives served as a framework in identifying the action strategies.*



*Steering Committee members working together to develop the action strategies that addresses the community's overarching challenges at their May 30, 2017 meeting.*

private decision-making. Additionally, the process was built on the foundation of community involvement through multiple facets that sought input from key stakeholders including Town officials and staff, Bourbon residents, local business owners, Triton Schools, and other public facility coordinators.

The planning team held regular Steering Committee meetings to report on the progress of the plan development.

The plan involved a five-step process:

- 1. Establish the community vision and core values** – This integral step set the stage for the plan development. Several meetings involved vision building exercises that led the Steering Committee and citizens to identify what they liked and disliked about Bourbon and community aspects they valued the most. These exercises led to the establishment of the citizen's vision for the future of Bourbon discussed in **Chapter 2**.
- 2. Analyze existing conditions** – The planning team gathered the supporting facts and data that provides a snapshot of Bourbon today, represented by seven community elements: housing, economic development, land use, transportation, community facilities, natural and cultural resources. Information was collected using U.S. Census data, Bureau of Labor Statistics, Local Government Finance Tool, and interviews with Town staff, organization leaders, and community facility directors. Details on the **Existing Conditions** are in **Appendix A**. Using the existing conditions, the planning team guided the Steering Committee to draw out what Bourbon is doing well as the strengths and the major issues the Town needs to improve. During this step, a public open house and input surveys were available as further engagement of the Bourbon community. Additionally, the Steering Committee wanted to engage Triton Students in the planning process by giving them an opportunity to express their vision and values for the Town. This was done through an online survey, which had students answer questions such as what they like and dislike about Bourbon, qualities that make a community an attractive place to live, and to rate the likely factors they will use in deciding where they would like to live after high school or college graduation. Results of the Public and Student Input Surveys are in **Appendix B**.
- 3. Develop the action strategies** – This step also involved a series of Steering Committee meetings to develop future growth scenarios and action strategies to guide improvements for the next 5 to 10 years. Action strategies primarily addresses the major challenges but include strategies to build upon what Bourbon is doing well. More importantly, this led to the Town identifying the highest priority strategies that should receive the strongest consideration for implementation in the next 5 years.

4. **Prepare plan document and review** – The final plan was the accumulation of steps 1 to 3, and reviewed by the Steering Committee. The Plan was available for public review prior to adoption that included an open house and a 30-day engagement period.
5. **Adopt final plan** – The Steering Committee presented the final plan to the Town’s Planning Commission for their endorsement and adoption by the Town Council.



*The Public Open House, held on September 14, 2017, provided an opportunity for the public to review and comment on the proposed action strategies and final Plan.*



*Steering Committee met on July 27, 2017 to develop the future land use map by going through a series of scenario planning exercises.*

# Community Profile

## Planning Area

The Town of Bourbon has the power to make planning and zoning decisions within the town limits and two miles beyond the municipal boundary in the extra-jurisdictional planning area as authorized by Indiana Code (IC 36-7-4-205). The Bourbon Planning Area benefits the Town to have the ability to secure long-term economic investments, protect environmentally sensitive areas such as farmlands, manage growth and land development decision.

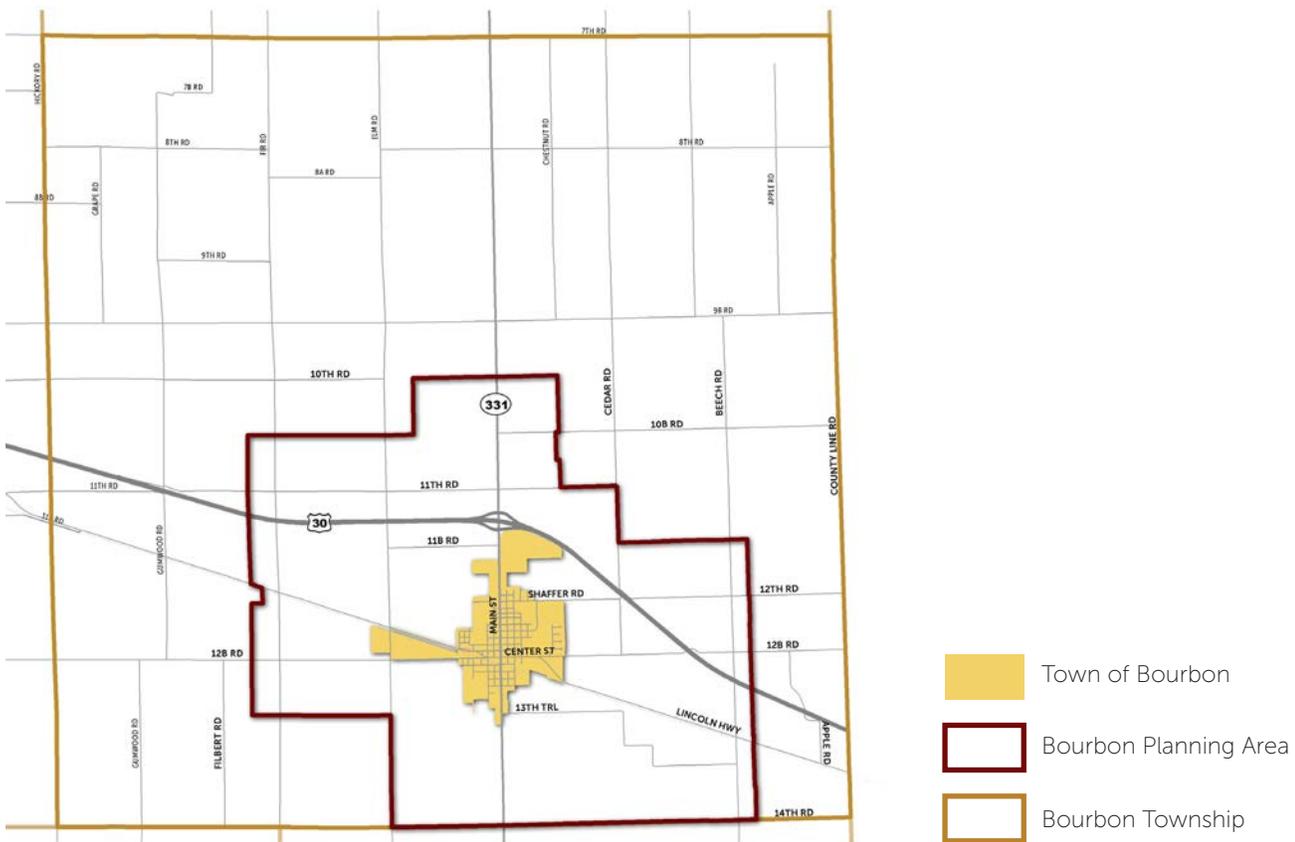
Although Bourbon is a small town, the Bourbon community is not confined to the municipal boundary. The Bourbon community reflects the geographic boundary of Bourbon Township. Therefore, data was collected at the municipal and township level, with the township level referred throughout the plan as the "Bourbon Community." This will better reflect Bourbon' demographics, housing, and economic market. Additionally, where appropriate, Bourbon demographic, housing, and economic data is compared to regional communities and Marshall County. **Figure 1.1** illustrates the extents of the planning area.

### Regional Context

The Town of Bourbon is located approximately 12 miles east of the City of Plymouth in Marshall County in the north central region of Indiana and is conveniently located off US 30, see Figure 1.1.

Within a 200-mile radius of Marshall County, there are over 30 million people and major markets such as Chicago, Detroit, Indianapolis, Milwaukee, Cincinnati, and Columbus. Bourbon has access to regional and local amenities such as Lake Michigan, trails, major and minor league teams, theaters and other cultural activities, and high quality higher education institutions.

Figure 1.1: Bourbon Planning Area



## Key Trends in Bourbon: Community Vitality Indicators

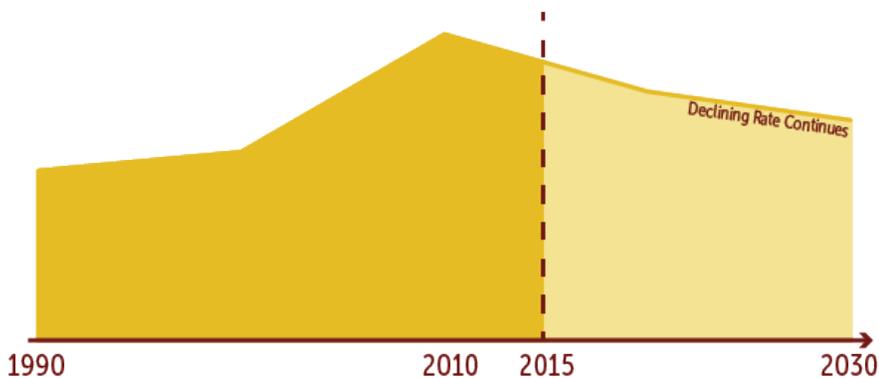
The Indiana Office of Community and Rural Affairs (OCRA) lists five characteristics or Community Vitality Indicators that gauges communities, like Bourbon, to develop a preliminary understanding of the Town's vibrancy. The five indicators examine the trends in Bourbon's **Population, Educational Attainment Rate, Public School Enrollment, the Town's Net Assessed Value,** and the **Per Capita Income** for those living in Bourbon. More detailed information is provided in the Population, Housing, Economic Development, and Community Facilities Existing Conditions in **Appendix A**.

The following community vitality indicators provide a snapshot of Bourbon today and served as a catalyst for the Town and its partners to formulate the core values, discussed in **Chapter 2**, and Action Strategies in **Chapter 3**, with the intent of not only attracting businesses but people as well.

### Population

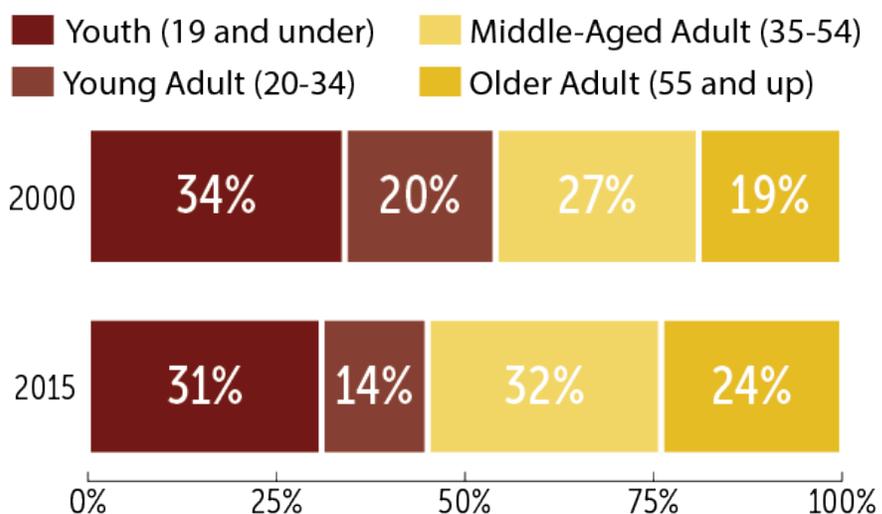
Examining the trends in population presents the direction of necessary services and real estate demand based on growing or declining population. Looking at Bourbon's population trend over the last two decades, the Town had an eight (8) percent population growth from 1,672 in 1990 to 1,810 in 2010. Despite the population growth, the Town has been moderately declining at a rate of 1.6 percent (approximately lost 5 people per year) from 1,810 in 2010 to 1,781 in 2015 (see **Figure 1.2**). If the Town continues to decline at this rate, by 2020 the population could be 1,752 and 1,723 by 2030.

Figure 1.2: Bourbon Population Projection



The median age of a Bourbon resident was 32 in 2000 and increased to 39 by 2015, this indicates the population in Bourbon is aging. In 2000, the largest age group in Bourbon was the youth (under 19) making up 34 percent of the total population, however in 2015 youth population decreased by 10 percent as shown in **Figure 1.3**. Even more drastically, young adults decreased by more than 30 percent between 2000 and 2015. In the same time period, middle-aged adults

Figure 1.3: Bourbon Age Distribution



increased 17 percent to comprise nearly 1/3rd of the total population. Additionally, older adults (55 years old and up), increased by nearly 30 percent. Figure 1.3 shows the age divisions from 2000 and 2015.

Bourbon's poverty rate (based on population for whom poverty status is determined) increased from 5.9 percent in 2000 to 16.5 percent in 2015. Drops in income can be a potential cause for a rise in the poverty rate. Bourbon's poverty rate is three (3) percent higher than Marshall County's 13.3 percent and one (1) percent greater than the state's 15.5 percent.

Despite an aging and declining population, Bourbon has many features and amenities such as its parks, public library, a top rated school district, customer service, economic development incentives, and land available for new development, that can influence population growth through the planning horizon.

### **Educational Attainment**

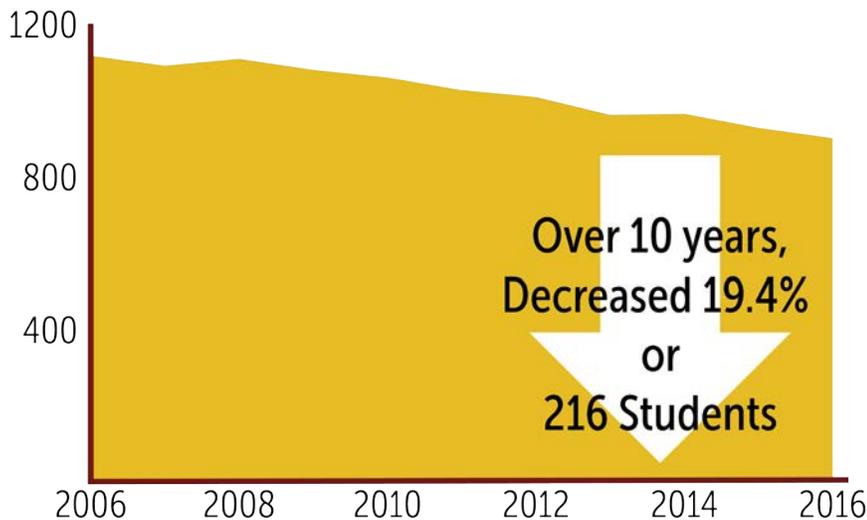
The Educational Attainment Rate indicator can point to the need for workforce development programs and guide industry opportunities. Further, this indicator gives an idea of the characteristics of the Town's workforce and should be examined with the types of industries and jobs the Town is trying to attract and retain. Over the past 25 years, the percent of residents with a high school diploma has increased by 8.5 percent from 76.4 percent in 1990 to 84.9 percent in 2015. This led to the Town of Bourbon having the second highest high school graduates in the region with the Town of Culver having the highest with 93.6 percent. Approximately 85 percent of Bourbon residents (25 years and older) has a high school diploma; however, only 12 percent of residents have a bachelor's degree or higher. This is significantly lower than Marshall County (18.3 percent), the state average (24.1 percent), and the national average (29.8 percent).

### **School Enrollment**

In addition to attainment, enrollment also affects the attractiveness of a community. As of August 2016, 899 students were enrolled in Triton Schools. While this may be a good enrollment for a rural community, the overall school enrollment has declined nearly 20 percent from 1,116 students in 2006 to 899 in 2016 (see **Figure 1.4**).

Although Triton School Corporation is recognized at the national and state level with a graduation rate of 90 percent, Bourbon residents and the School Board are concerned that if school enrollment does not increase, the school district may face consolidation with a nearby school district. Triton School Corporation is one of the primary factors in attracting families to Bourbon and it is important for the Town to work with the School Board to secure the district's future.

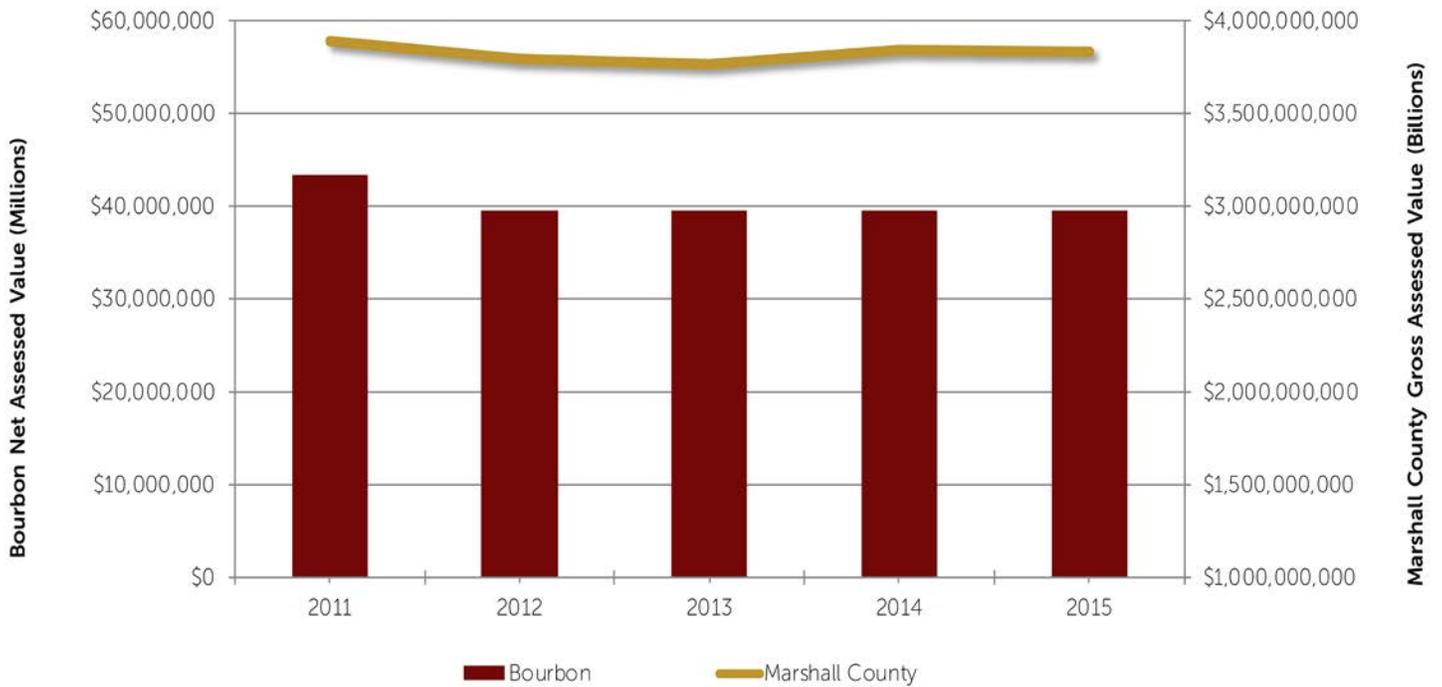
**Figure 1.4: Triton School Enrollment**



### **Net Assessed Value**

The Town of Bourbon's Net Assessed Value Indicator is often referred to the property tax base for the Town. Growth in the assessed value is a reflection of construction activity, effecting the Town's budget for capital expenditures and the ability to enhance the quality of life. Over the last four years, Bourbon's assessed value experienced a nine (9) percent decrease from \$43 million in 2011 to \$39 million in 2012 and has remained stagnate at \$39 million (see **Figure 1.5**). Marshall County had a two (2) percent decrease from \$3.88 billion in 2011 to \$3.79 billion in 2012; however, has been on a slightly increasing trend to \$3.8 billion in 2015. A decreasing trend in the Towns' assessed value would indicate the Town has limited to no economic development activity to expand its tax base. This hinders the Town to generate a higher budget to fund for capital improvements and quality of life amenities. Additionally, disinvestment would lead to a depreciation in property values.

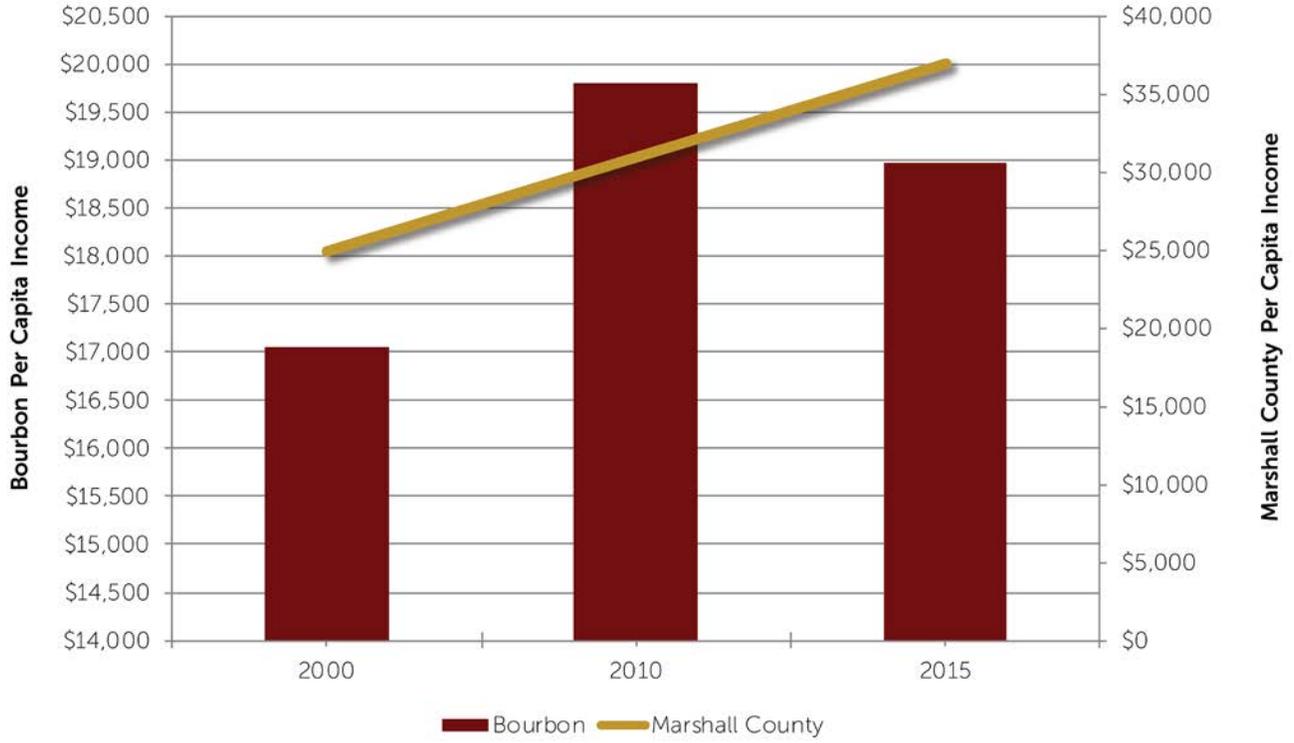
Figure 1.5: Bourbon's Net Assessed Value

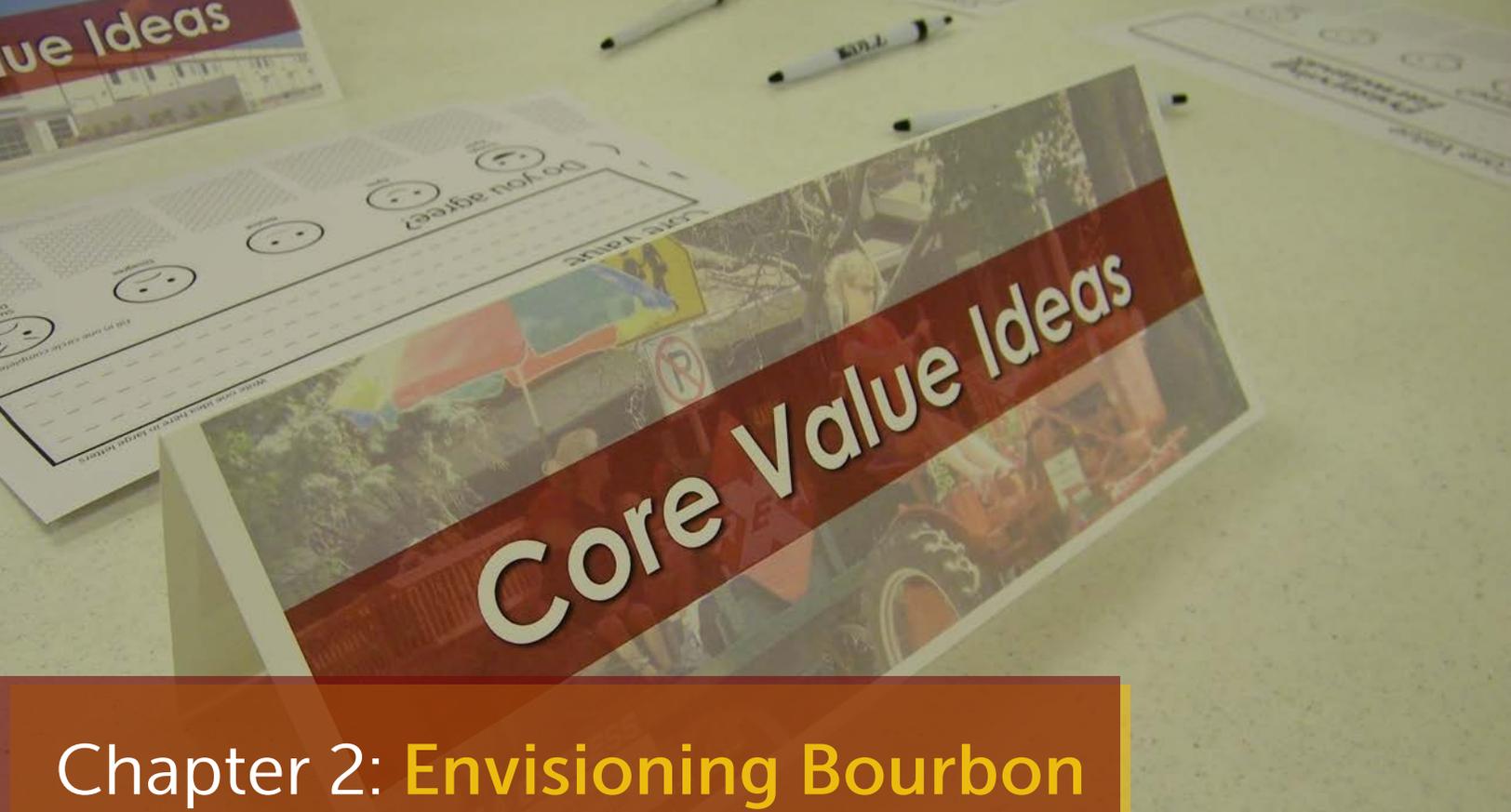


**Per Capita Income**

Per Capita Income Vitality Indicator is a measure of an area’s average income and is most commonly used to compare the wealth of one community to another. This gauges the health of the local economy to determine the ability to support local businesses with residents having a higher disposable income through access to higher paying jobs. Bourbon’s Per Capita Income increased 16 percent from \$17,054 in 2000 to \$19,803 in 2010 but experienced a four (4) percent decrease to \$18,975 in 2015 (see **Figure 1.6**). Marshall County reflects an increasing trend in its Per Capita Income as it increased 24 percent from \$24,842 in 2000 to \$30,897 in 2010 and then 20 percent to \$36,985 in 2015.

Figure 1.6: Bourbon's Per Capita Income





## Chapter 2: Envisioning Bourbon

### Envisioning Bourbon's Future

The process to identify a vision for Bourbon engaged its residents over a five-month period through community engagement efforts, including a series of Steering Committee meetings, a public open house, and a public and student input surveys. The Vision Statement below describes the type of community Bourbon wants to be in 2030 and is a reflection of the overarching principles or themes of the community's Core Values.

#### Envision Bourbon in 2030...

Bourbon exemplifies **vibrant small town living**, **entrepreneurial opportunities**, and community involvement; where housing and **everyday necessities are affordable** and **accessible to all**; where **creativity** and **connectivity** are celebrated; and, where **preserving the community and historical assets** are at the forefront.

## Core Values

In order to realize the vision, every current and future community member - resident, business, and not-for-profit organization - must benefit from the strategies of this plan. It requires action, not just from the Town government but the community as a whole working together, steadfast on the principles of the core values and actively implement the action strategies.

The development of the core values was down in multiple steps.

- The first step was to gauge the Steering Committee and Bourbon residents on their level of agreement on themes they think the Town should do or aspire to do. This was done as an activity at the Town's Public Open House on May 4, 2017.
- The second step had the Steering Committee and Bourbon residents identify the overarching challenges for each of the community elements the Town needs to address by 2030.
- The final step overlaid the outcomes of the previous two steps to draw out the interrelationships between the themes and overarching challenges. This method helps the community to look at Bourbon from a holistic perspective and be more effective by creating one program or project to address multiple policies.

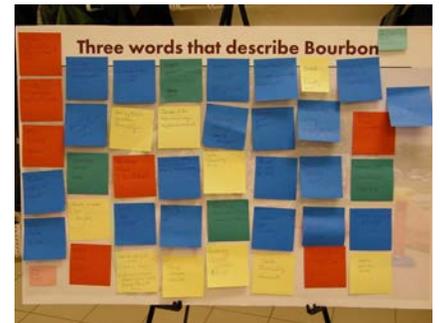
### Bourbon's core values are...



A Core value's principle is graphically represented as a honeycomb shape as an organizing icon to later be used in the **Action Program** in **Chapter 4**. Principles of the core values are provided in more detail on the subsequent pages.

## Envision Process

The vision statement was realized through multiple community engagement opportunities. Community residents and business leaders had the opportunity to go through activities, such as ones depicted below, to identify their likes and dislikes about Bourbon, and rate their level of agreement on the core value themes.





## Enhance Livability

Bourbon has stood on the foundation of being a small, safe, family-friendly town. This core value reflects the Town's desire to remain as a small town, while not sacrificing current and future residents housing needs. Enhanced livability means housing in Bourbon is affordable and accessible for residents at all income levels. This means first focusing new housing development towards its downtown and transitional mixed-use character areas. Development patterns support active lifestyles to bike and walk to destinations and can accommodate for economically mixed housing lifestyle choices. This may take the form of transforming vacant downtown buildings into live-work spaces or redeveloping a vacant parcel into a small-scale urban apartment building. By placing a variety of housing lifestyle choices at different scales into these targeted areas allows residents to be within walking or biking distance to Triton Schools, Bourbon Library, parks, health care services, and other public facilities and services.



## Ensure Connected & Accessible Infrastructure

Bourbon understands that its public infrastructure needs to be accessible, efficient, well-maintained, and innovative to accommodate for all user types to support the needs of its current and future residents. This core value focuses on improving its wireless network to support a high-speed fiber optic system to attract modern higher end industrial and business users. The Town is also committed to continue to upgrade its water, wastewater, and stormwater infrastructure to efficiently handle new development, reduce infrastructure costs, and protect its natural resources. This core value also ensures the Town's transportation network is efficient and accessible to all users. Development patterns support a safe and viable walking and biking experience. Bourbon's streets are designed or retrofitted as an attractive public realm to enhance the quality of life aspect. Lastly, Bourbon seeks to add shared-use paths that connect residents to downtown, Triton Schools, and parks.



## Grow our Local Economy

Bourbon is devoted to improving the overall health, vitality, and prosperity of the community. This core value focuses on supporting an economy that is resilient and responds to regional trends, offers equitable opportunities through quality education and workforce training, the Town is seen as a business friendly community with economic incentives, and is an incubator for local entrepreneurs and small business start-ups. It addresses the need to ensure the cost of living is affordable for residents of all income levels, and the Town has the quality of life amenities to attract modern industries, businesses, and prospective residents to be uniquely competitive with regional communities.

## Preserve our Assets

Bourbon takes pride in its small town character as it is recognized as a vital value of the community. This core value reflects the Town's emphasis on preserving its small town character and the community assets that contribute to Bourbon's quality of life while accommodating for future growth. In order for Bourbon to remain attractable as a small town, the Town must support its public facilities such as Triton Schools to ensure quality education is continued to be offered locally to retain the Town's overall quality of life. Other public assets to ensure quality services is its utility systems, the Bourbon Public Library, parks, and community centers. Bourbon seeks to preserve and protect its historical assets to retain its history for future generations such as its downtown character, historic homes featured in the Bourbon Bricks Tour as well as those of local significance, and the old Triton High School Gymnasium.



## Create Quality Places

Bourbon is committed in planning for integrating quality places to enhance the value and charm of its small town character. This core value revolves around the management of the physical character and form of the community to create places that reflect regional trends and cater towards current and future generations. This value encourages development patterns to support sustainable use of land to protect the existing scale and context of Bourbon's small town character. It promotes the integration of a mixture of uses including housing, retail, entertainment, and open spaces in targeted areas that attract towards multiple generational lifestyle choices. It also includes applying innovative development standards, incentives, and beautification initiatives to revitalize its downtown. This core value focuses on building a stronger resilient community that garners a sense of pride in its residents to take pride in the community they live in. This means celebrating Bourbon's history and its unique public assets, creating inspiring community facilities and public open spaces that bring people together and fosters social interaction, and providing volunteer opportunities for residents to get involved and give back to the Bourbon community.





## Chapter 3: Shaping Bourbon

It is important that we define and measure current successes and deficiencies as to better prepare the Town for future growth and development. Through a detailed look at the town as it exists today, we can make decisions to build upon what we are getting right, and improve where we are falling short. There are seven community elements that represent distinct aspects of the Town of Bourbon. These elements examine Bourbon's changing demographics (**Population**), **Housing and Neighborhood** conditions, trends in their local economy and labor force (**Economic Development**), street network and connectivity (**Transportation**), **Community Facilities**, and identifies its **Natural and Cultural Resources** that should be preserved. This chapter summarizes the seven existing condition elements into what the Town is doing well - the strengths and opportunities that make Bourbon an attractable place to live - as well as the challenging areas the Town needs to improve. In order to keep this Plan easier to read, details on the seven existing condition elements are in **Appendix A**.

These key strengths, opportunities, and challenges were identified early in the process from a culmination of steering committee meetings, the public open house, public and student input surveys, stakeholder interviews, and analyzing the existing conditions data. Over 135 community residents responded to the **public input survey** and 292 students responded to the **student input survey**. A summary of these surveys are located in **Appendix B**.

## Bourbon Strengths

### Community Assets

Bourbon has many great community assets that make it an attractable place to live and raise a family. Over 60 percent of residents who took the public input survey stated they chose to live in Bourbon because it's a great place to raise a family. Bourbon's downtown has that small town charm that can appeal towards the small locally-owned businesses such as boutiques and eateries to really make Bourbon's downtown a vibrant place. Bourbon has that family-friendly atmosphere where everyone knows everyone and you can count on your neighborhood to be there for you in time of need. Bourbon has a low crime rate which makes it easy for individuals and families to feel safe no matter the time or day.

Bourbon is home to a great Indiana school district-Triton School Corporation-that offers a low teacher to student ratio for more one-on-one learning and college readiness courses. A school system in most rural towns are seen as an anchor for employment and the success of a school system can often indicate the success of the town. Many families with children or planning to have children place access to quality schools as a major deciding factor when determining the community to live in and purchasing a home. Other assets that weight-in on the similar decision, which Bourbon does offer, is access to parks, healthcare providers, public safety, community festivals including a new event called "Food Truck Friday," a Farmers' Market, an acting community center (Matchett Square Bourbon Senior Center), a public library, and public art.

The Bourbon Public Library, while an independent public library system, is a great community asset that does a lot to engage and foster community involvement. The Bourbon Public Library is highly involved in providing year-around community programs, children activities, and seeks educate residents and visitors on Bourbon's history. Along with Triton School Corporation, parks and festivals, the Bourbon Public Library is another great community asset that makes Bourbon an attractable place to live and raise a family.

### Regional Location

Along with having great community assets and services to its residents, Bourbon is in a central location in the region with direct access to two major arterial highways, US 30 and SR 331. This allows residents and business merchants to access additional employment, entertainment, and recreational opportunities from regional municipalities. For this reason, Bourbon residents value living in a quiet small town. The overwhelming majority of respondents to the public input survey stated they choose to live in Bourbon because of the small, quaint, and safe environment Bourbon has to offer.



*Bourbon Community Park features a splash pad.*



*Triton School Corporation is a great rural school system and community asset that contributes to Bourbon's overall quality of life.*



*Bourbon Public Library is great community asset that makes Bourbon an attractable place to live and raise a family.*



*The Matchett Square Bourbon Senior Center is another valuable public asset that serves as a venue to host community events or meetings.*



*200K gallon water tank located next to corner of Thompson Street and Pine Street.*

## **Cost of Living**

The cost of living in Bourbon is relatively low compared to its regional communities, Marshall County, and the state. The average monthly living expense a resident could pay is approximately \$1,422. Although that may seem high, based on the total number of jobs (580) and Bourbon's top employers, the average employed resident in Bourbon earn 25 percent more than the average cost of living expense with an average net income of nearly \$1,900.

## **Infrastructure**

If the Town of Bourbon wants growth, it has to prepare for it. While the Town does not control the real estate market, it does have economic tools that can facilitate growth. One tool Bourbon is utilizing is the establishment of a 95-acre TIF district located off US 30 and SR 331 to plan for new industrial and commercial jobs. The Town also offers a 10-year tax abatement incentive for new industrial businesses. Bourbon operates their own water and wastewater system, which is currently operating 32 percent under capacity and can support an increase in demand as development occurs in the TIF district and any future acquired sites.

To further facilitate development, the Town must leverage their infrastructure for developers to use without putting more stress on the existing systems. The Town can use exactions and/or impact fees when working with developers. These work by requiring developers to dedicate land, construct, or pay for the costs for capital improvements needed to adequately serve the new site and the community-at-large. This tool is available to assure the Town is able to provide quality service to all current and new residents and businesses.

## **Available Properties**

As the Town looks to attract new individuals, families, and businesses, the Town will not need to change its existing land use pattern to accommodate for growth. Bourbon has 106 acres of undeveloped land within its corporate limits that could be developed as public gathering spaces, mixed-use developments that could include residential, retail, and jobs in one location. The Town does have a number of vacant buildings or homes that could be an opportunity to reimagine the unused space as an alternative use. For example, the Town could create a public-private partnership with the property owners of vacant downtown buildings to repurpose the ground floor space as small business incubators (startup). These incubators could be available as a short term lease to give young entrepreneurs a feel of doing business in Bourbon and a unique way to generate vibrancy and activity in downtown. Additionally, there are approximately 14 acres or 49 properties in Bourbon that are empty lots. While not all may be feasible for development but several lots could be transformed into neighborhood parks or community gardens to give the Town the

ability to provide more public open spaces.

## Town Services

The Town of Bourbon offers quality public and customer services to its residents and businesses. The Town is fortunate to be the utility provider for water and wastewater. This allows high quality customer service to its users, respond quickly to resolve unexpected issues, and proactively maintain its public infrastructure. The Town also provides public safety services with a full-time Town employed Police Department, as well as a volunteer Fire Department and is contracted with the Multi-Township Lutheran EMS (MTEMS) in Kosciusko County to provide ambulatory services. Another advantage for Bourbon is having an on-staff planning official to oversee all planning activities such as administer the Zoning Ordinance, review site plans, and coordinate with the Town's Planning Commission on plan approvals and prospective developers. A couple times a year, the Town sends out a community newsletter to inform its residents on upcoming local events, as well as send a special newsletter to new residents welcoming them to Bourbon.



*The image above is Bourbon Town Hall and community public safety for Police and volunteer Fire Departments.*

## Key Challenges

The Indiana Office of Community and Rural Affairs (OCRA) lists five characteristics or Community Vitality Indicators (CVI) that gauges communities, like Bourbon, to develop a preliminary understanding of the Town's vibrancy. The five indicators examine the Town of Bourbon's trends in Population, Educational Attainment Rate, Public School Enrollment, the Town's Net Assessed Value, and the Per Capita Income. Coinciding with the data collection and identifying the Town's existing conditions, these five indicators helped draw out the Town's major challenges. Each indicator can be reflective in one of the six key challenges.

### Improve Opportunities for Citizens to Age-in-Place

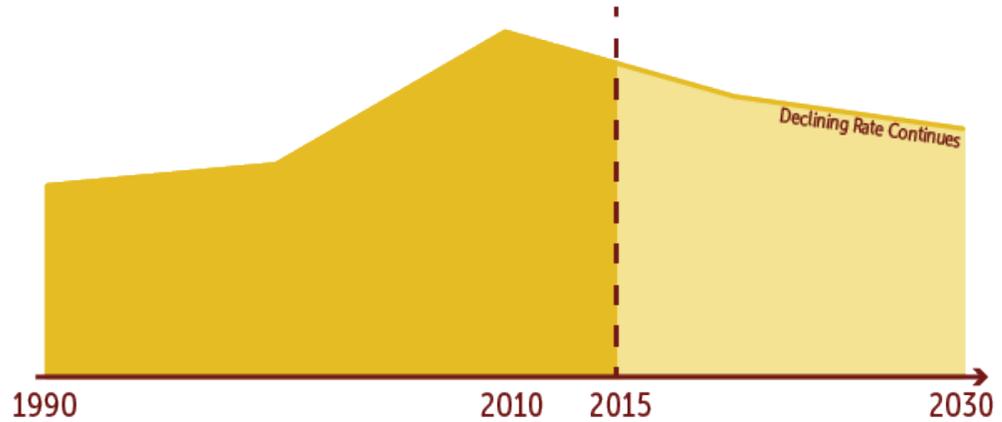
OCRA's Population Vitality Indicator can present the direction of necessary services and real estate demand based on growing or declining population. The Town of Bourbon has experienced a slight decline in population. Over the last two decades, Bourbon had an eight percent population growth between 1990 and 2010; however, the Town is estimated to have a less than 2 percent decrease in population from 1,810 in 2010 to 1,781 in 2015, which equates to an approximate lost of 5 people per year (see **Figure 3.1**). The decline in population could be attributable to several factors, one being the Town not having growth in commercial and industrial jobs. Using the rate of decline as the baseline, if the Town continues on this trend, by 2020 the population could be 1,752 and 1,723 by 2030.

Bourbon's population is also aging with the median age increased



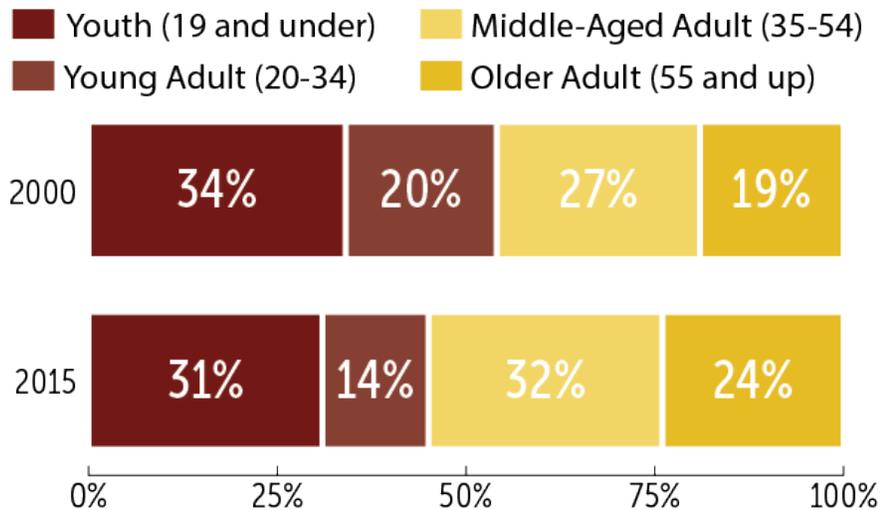
*Of the 139 responses to the Public Input Survey, most respondents gave a low rating in Bourbon having an abundant supply of housing option and sidewalk connectivity. Additionally indicated the Town needs a local pharmacy, assisted living facilities, and transportation services for seniors.*

Figure 3.1: Bourbon Population Projection



from 32 years old in 2000 to 39 years old in 2015. In 2000, the largest age group in Bourbon was the youth (19 years old and under) 575, or 34 percent of the total population as shown in **Figure 3.2**. However, in 2015 the youth population dropped by 10 percent to 517. More startling is the young adult population (20 to 34 years old) decrease more than 30 percent during the same period from 338 in 2000 to 233 in 2015. Reflective of the increase in median age, the middle-aged adults (ages between 35 and 54) comprise nearly 1/3rd of the total population in 2015, this is a 17% increase from 2000. Further, the older adults (over 55 years old) comprise 1/4th of the population and increased nearly 30% in the same time period.

Figure 3.2: Bourbon Age Distribution



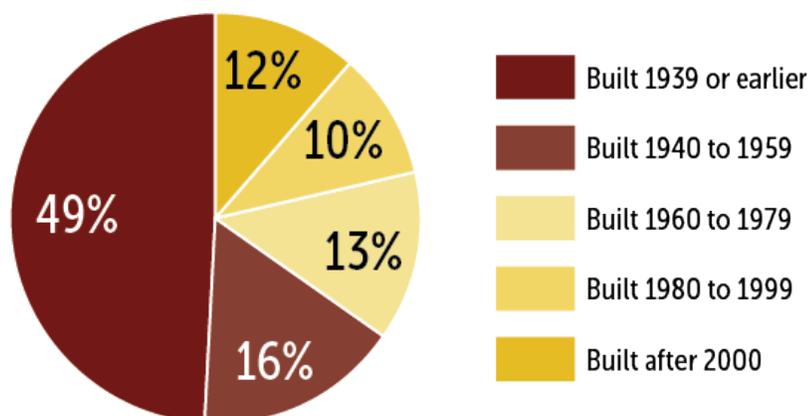
As residents continue to age the Town needs to evaluate how it will accommodate senior citizens yet be attractive to younger families and individuals. Currently the Town has limited senior care

services, no local pharmacy or assisted living facilities, as well as no public transportation for seniors to use who may not have a driver's license or is unsuitable to drive themselves. If the community is not servicing the needs of the older citizens, they may be forced to find accommodations in other areas.

## Aging Housing Stock and Shortage of Affordable Housing Options

An appealing asset to the Bourbon Community is the matured neighborhood settings, which include large trees and close neighborhoods. A potential challenge of aging housing stock are homes can often be neglected and fallen into disrepair. Most of the housing stock (49 percent) was built prior to 1939, with only 12 percent constructed after 2000, see **Figure 3.3**. The culmination of limited construction activity has led to no new modern housing stock, making it difficult to attract new younger families, couples, or individuals.

Figure 3.3: Age of Housing Stock



Bourbon has seen a slight decline in homeownership with a two percent decrease from 71.7 percent in 2000 to 69.7 percent in 2015. Conversely, the Town saw a two percent increase in renter-occupied units from 28 percent in 2000 to 30 percent in 2015. The Town's homeowner vacancy rate increased five percent from 0.6 percent in 2000 to 5.8 percent in 2015. The rental vacancy rate increased a half percent from eight percent in 2000 to 8.4 percent in 2015. Rental properties that show signs of lack of investment are likely a factor from low monthly rents, which are not conducive to generate the income necessary for property owners to renovate and upgrade home exteriors.

During the public engagement process, Steering Committee members and the public stated there are a number of dilapidated homes that are making the Town's image unappealing or deterring the attraction of new homeowners. While the Town of Bourbon wants to ensure



*Nearly 50 percent of Bourbon's housing stock was constructed prior to 1939. Several homes show signs of neglect and despair and are not contributing to the Town's overall quality of life.*



*Majority of the housing options in Bourbon are single-family detached homes.*



*Bourbon Garden Court apartments is the Town's only subsidized senior housing option available for seniors 62 years of age and older.*

housing options are available to those who choose to rent, they want to encourage reinvestment in rental properties to have a more sense of community pride and improved quality of life for all residents. Code enforcement is handled by the Marshall County Building Commissioner and the Town's Planning Official; however, the Town or County does not have a modern building code ordinance to proactively enforce code violations. Likewise, many property owners are aging and may not have readily available resources to maintain properties. As a result, homes continue to depreciate and make Bourbon look unappealing towards potential homebuyers.

Bourbon has an inadequate supply of housing options available for the aging and young professionals and families. Bourbon' housing composition is changing as these generations are increasing and demonstrate a demand to live in a more vibrant setting with little yard maintenance and conveniently be able to walk to amenities and services. Most of the housing types in Bourbon are single-family homes with limited integration of other housing options available in existing residential areas. Bourbon has two low-income subsidized apartment complexes; Garden Court Apartments for low-income seniors and Stoneridge Apartments for low-income families. There are a few properties, two blocks east of downtown, the Town could consider to be redeveloped as an affordable housing option. Additionally, the Town should give strong consideration to integrate affordable housing options within future housing developments.

Lastly, while the cost of living in Bourbon is low, compared to similar communities, approximately 22 percent of owner-occupied households and 12.5 percent of renter-occupied households are considered housing cost-burdened (those who pay over 30 percent of their income in housing costs). Bourbon's poverty rate (based on population for whom poverty status is determined) increased from 5.9 percent in 2000 to 16.5 percent in 2015. Drops in income can be a potential cause for a rise in the poverty rate. Bourbon's poverty rate is three (3) percent higher than Marshall County's 13.3 percent and one (1) percent greater than the state's 15.5 percent.

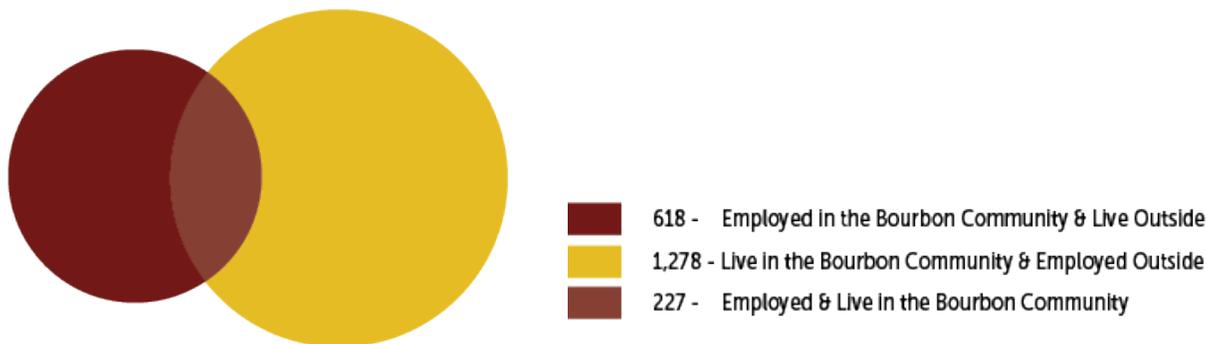
### **Shortage of Jobs and Local Businesses**

According to the U.S. Census and InfoUSA data, there are 688 jobs in the Bourbon Community in 2015. This is a 32 percent decrease since 2002 when there were 1,018 jobs around the Town of Bourbon. While the number of jobs are decreasing, the average annual salary is around \$35,000, which reflects the jobs that are remaining provide adequate income to support the cost of living in Bourbon.

Residents in Bourbon Community are not often employed outside the area. In 2014, according to the U.S Census, there were 845 jobs within the Bourbon Community and 1,505 employable individuals. This already demonstrates there are 78 percent more residents than jobs available. Further, of the 845 jobs, approximately 27 percent are filled

by people living in the area. This means that 616 employees commute from other parts of the region to work at jobs in Bourbon, as shown in **Figure 3.4**. Additionally, 1,278 residents have jobs outside the area. This indicates a imbalance between employers and employees. If the Town of Bourbon wants to grow their local economy, it needs to encourage individuals to live and work in the community.

**Figure 3.4: Inflow-Outflow Labor Shed**

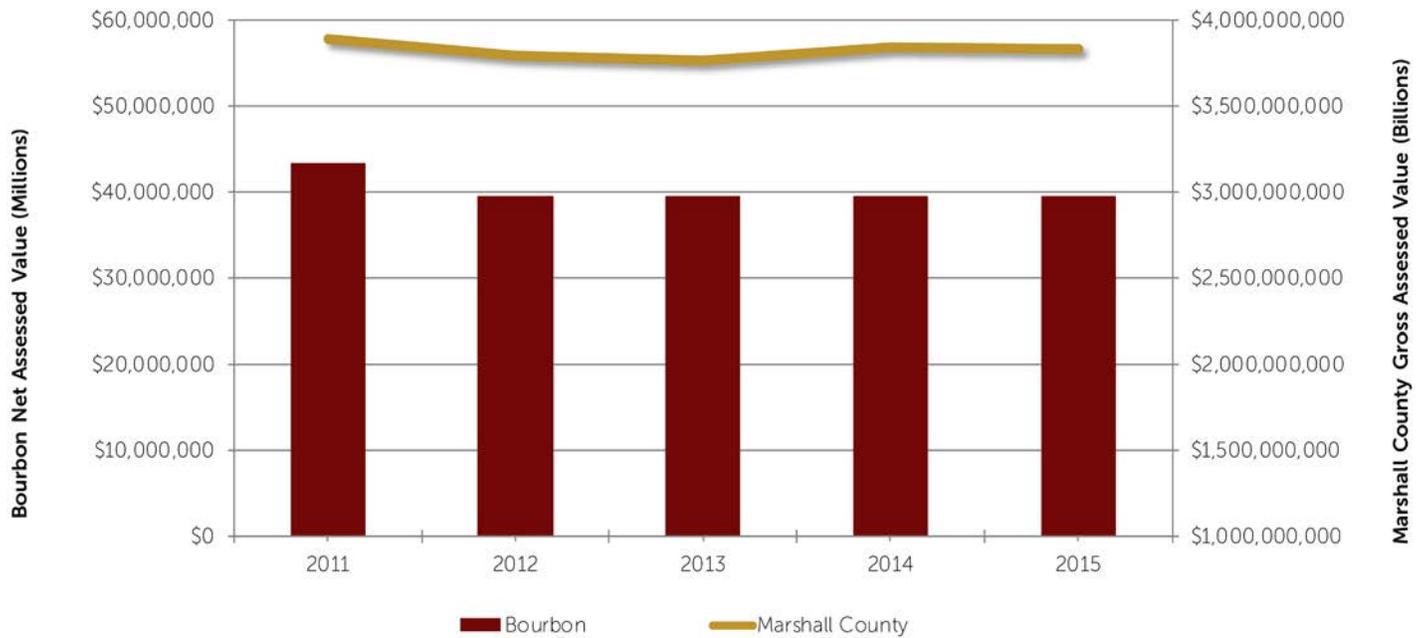


OCRA’s Educational Attainment Rate vitality indicator can point to the need for workforce development programs and guide industry opportunities. Further, this indicator gives an idea of the characteristics of the Town’s workforce and should be examined with the types of industries and jobs the Town is trying to attract and retain. Over the past 25 years, 85 percent of the residents (25 years and older) has a high school diploma. Bourbon, however, has a low percentage (12 percent) of residents with a bachelor’s degree or higher. This is significantly lower than Marshall County (18.3 percent), the state average (24.1 percent), and the national average (29.8 percent).

OCRA’s Net Assessed Value Vitality Indicator is a reflection of construction activity in Bourbon, which correlates to the Town’s budget for capital expenditures, and the Town’s demand for residential, commercial and industrial uses. Over the last four years, Bourbon’s assessed value experienced a nine (9) percent decrease from \$43 million in 2011 to \$39 million in 2012 and has remained stagnate at \$39 million, see **Figure 3.5**. Marshall County had a two (2) percent decrease from \$3.88 billion in 2011 to \$3.79 billion in 2012; however, has been on a slightly increasing trend to \$3.8 billion in 2015. A decreasing trend in the Towns’ assessed value would indicate the Town has limited to no economic development activity to expand its tax base. This hinders the Town to generate a higher budget to fund for capital improvements and quality of life amenities. Additionally, disinvestment would lead to a depreciation in property values.

Lastly, OCRA’s Per Capita Income Vitality Indicator is a measure of an area’s average income and is most commonly used to compare the wealth of one community to another. This gauges the health of the local economy to determine the ability to support local businesses with residents having a higher disposable income through access to higher paying jobs. Bourbon’s Per Capita Income increased 16

Figure 3.5: Bourbon's Net Assessed Value



percent from \$17,054 in 2000 to \$19,803 in 2010 but experienced a four (4) percent decrease to \$18,975 in 2015. Despite the increase, the Town's Per Capita Income is lower than Marshall County (\$22,895) and the state (\$25,346).

### Aging Infrastructure and Limited Modern Infrastructure Connectivity

Bourbon has many benefits that would support growth in the near future; however, Bourbon will be challenged with ensuring its public infrastructure is adequate through preventative maintenance and its systems accommodate future growth and needs.

Maintenance of water, wastewater and storm sewer infrastructure are an important issue for the Town as most of the underground piping dates to the 1970s. Although the Town's Water Department annually budgets for infrastructure improvements, the costs associated with upgrading the entire system are substantial. Although the Town has the ability to regulate how properties should be developed, the Town will need to consider the added cost of maintenance to its current infrastructure budget to adequately serve new development.

Although the Town's stormwater collection and sewer systems are separated, the Town does struggle with sewer overflow occurrences during heavy rainfalls due to flooded residential basements. Residential sump pumps are hooked into the Town's sanitary system rather than the storm sewer system, which leads to overflows in the sewer infrastructure and wastewater treatment lagoons, doubling the treatment capacity. The solution to fix the overflowing occurrences

would be costly and may be controversial as it would require property owners to disconnect their sump pump connections from the sanitary system and reconnect to the storm sewer system as this type of water does not need treatment before discharge. Additionally, properties south of Center Street do not have a stormwater collection system and the soil characteristics are not easily permeable for proper drainage, adding to the risk of flooding.

The Town of Bourbon's Road Asset Management Plan identifies approximately five (5) percent of its roads are considered structurally deficient and would need major repairs or reconstruction. Additionally, 83 percent of its roads need preventative maintenance treatments.

Accommodating for bicycle and pedestrian facilities has become an important quality of life indicator in an individual's or a family's decision on where to live. The Town does have approximately eight (8) miles of sidewalk and works hard to annually budget for improvements and offer a 50/50 match sidewalk replacement program to property owners but approximately 12 miles of streets do not have a sidewalk or are fragmented. Several on-street bicycle facilities were planned as part of the Michiana Area Council of Governments' (MACOG) Active Transportation Plan. This plan was adopted in July of 2016 and is in the implementation phase.

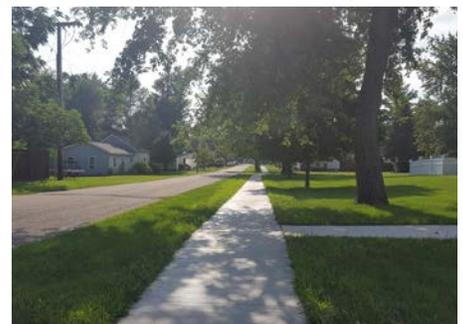
The Triton School Corporation and parents of students have expressed safety concerns for students who walk to school and have to cross SR 331. Parents who live within walking distance (5 blocks) do not let their children walk to school due to the larger volume of traffic and travel speeds on SR 331. As a result, students are being picked up by bus rather than walking or biking. Triton Schools could consider adding crossing guards at designated intersections to help students safely cross SR 331, encourage physical activity, and limit bus pickups to students who live greater than a mile away from the school.

The Town of Bourbon does offer basic internet services to the community; however, it is inadequate to meet the technological demands to attract modern industries and commercial businesses. The Town understands this issue and has discussed about partnering with regional telecommunication providers about the need to upgrade the wireless network to support a high speed fiber optic system. Additionally, the Town needs to strategically consider where the new high speed network should locate to adequately serve new development.

Lastly, funding for public infrastructure improvements can be a controversial political issue. A typical method for a municipality to fund capital improvements is through the collection of taxes and service fees. Bourbon residents agree that the Town needs to improve its infrastructure; however, are often reluctant to approve and/or pay for improvements via tax or service fee increases and expects the Town government to bear the cost burdens.



*Rose Lane between Tulip Court and Aster Court, shown above, is an example of a road that is considered structurally deficient due to the road having over 25 percent alligator cracking. See the Transportation Element in Appendix A for a map displaying the Town's PASER assessment.*

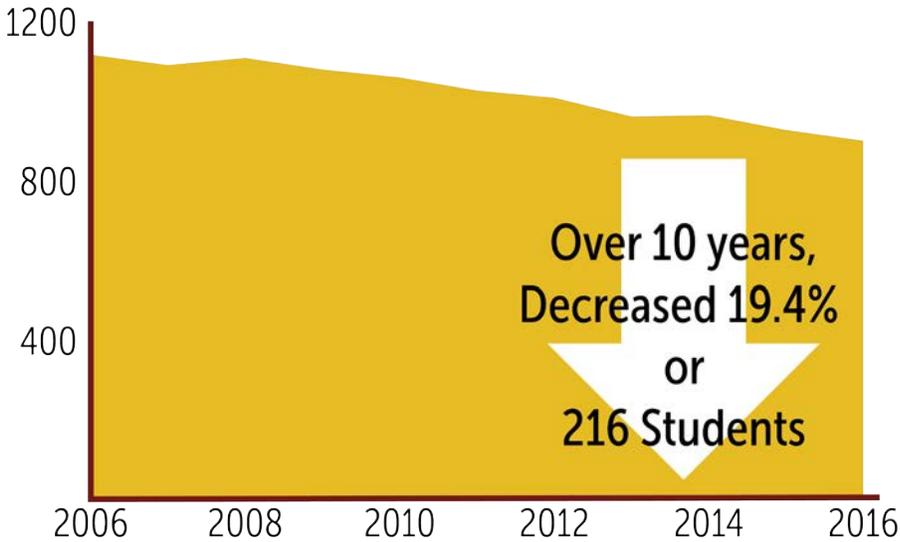


*Through the Town's 50/50 Sidewalk Improvement Program, several sidewalk segments have been improved such as the section on Florence Street shown above. However, many sections throughout the Town are broken or gaps in the network. See the Transportation Element in Appendix A for a map of the sidewalk network.*

### Attract and Retain Younger Generations

School systems are often viewed as a community anchor to attract and retain younger families, and the success of a school system can often indicate the success of the community. OCRA’s Public School Enrollment Indicator tracks the trend in enrollment to see if a school system is growing or declining. Since 2006, Triton Schools has declined 19 percent from 1,116 students to 899 in 2016, see **Figure 3.6**. Although Triton School Corporation is recognized at the national and state level with a graduation rate of 90 percent, Bourbon residents and the School Board are concerned that if school enrollment does not increase, the school district may face consolidation with a nearby school district. Already, Triton School Board has to make the difficult decision to cut back on school programs and faculty earnings. Triton School Corporation is one of the primary factors in attracting families to Bourbon and it is important for the Town to work with the School Board to secure the district’s future.

Figure 3.6: Triton School Enrollment



Past generational trends across the nation have generally shown that individuals or families have decided where to live based on acquiring a job. More people today are shifting away from that norm into deciding where to live based on the community and its quality of life aspects. According to the 139 responses from the public input survey, the overwhelming majority strongly agreed that the Town does not have enough quality dining and retail establishments. Participants at the Public Open House concurred that the Town does not have enough of these services and have to travel to Plymouth or South Bend to access their shopping needs. Residents stated at the Open House and in the public input survey they would like to see more locally-owned retail, a grocery store, casual and higher quality sit-down dining options in Bourbon.

Although Bourbon does have several park spaces for young people and families with children to play and interact, majority of respondents from the public input survey gave the Town a two (2) out of five (5) rating in regards to how well the Town provides entertainment venues, leisure and recreational options. Although interest in recreational amenities including parks and trails is high on the list of resident priorities, the Town has not identified future areas for these type of amenities.

Although Bourbon does offer a few organized festivals or events, Steering Committee members and residents expressed they would like to see the Town add more regular-occurring family events and volunteer opportunities to give back to the community as they feel like this will help residents garner a sense of pride to maintain Bourbon's appealing small town character. Town leaders have also stated they would like to offer more local events that showcases its assets and family-friendly environment in hopes to attract residents from regional communities. The Town could coordinate with the Marshall County Convention and Visitors Bureau (CVB) to post their local events onto the CVB's social media platforms, website, and their regional "Visitor's Guide" to reach a larger market. The Town could also pursue the CVB's annual marketing grant to help fund for marketing materials.

Lastly, the Town wanted to engage the youth in the planning process to get their input about what they thought of living in Bourbon. The Town conducted a Student Input Survey to its high school students and received over 290 responses. One of the questions asked the students the conditions that would draw them back or stay in Bourbon after graduation. Approximately 56 percent of students stated they would not stay in Bourbon because of the lack of affordable and quality housing, limited job opportunities, and limited recreational and entertainment activities. Students are considering to leave Bourbon



*Town leaders would like to offer more events like Bourbon Food Truck Friday, shown above, to garner community pride and attract visitors to the Bourbon Community.*



*Several children attended the Public Open House on May 4, 2017 and had the opportunity to share their values and likes about Bourbon.*



*A sentimental test was used to analyze the 292 student responses to the survey question that asked what would draw students back after college or remain after high school graduation. Approximately 56 percent of students gave a negative response indicating they would not want to stay or come back to Bourbon as they feel the Town does not have a lot to offer that caters towards younger people.*



*The Old Town Pump, located in Sit Park at the corner of Center Street and Main Street, was the Town's original wooden pump in 1929.*



*The Arnold House at 1003 North Main Street is one of five historic brick homes featured on The Bricks of Bourbon Home Tour.*



*The Bourbon Community Building was built in 1928 as the Town's community center and gym for the Triton School Corporation.*

after high school graduation or not come back upon graduating college because the Town does not have enough quality places for young people to hang out and interact with their friends. The limited supply of quality of life amenities presents a challenge in the Town's ability to attract and retain its youth and younger individuals and families.

## **Preserving Historical Assets**

For a small town like Bourbon, there are a number of historic sites, features, or buildings worth protecting. According to the Indiana Division of Historic Preservation and Archaeology, Bourbon has two historic buildings; the Bourbon Town Hall and the Bourbon Community Building-old Triton High School Gymnasium, which is listed on the National Register of Historic Places. The Town also features a historic home tour called, "Bricks of Bourbon Home Tour." This tour commemorates the once booming brick industry in Bourbon from the late 19th Century and seeks to protect the few remaining brick homes from that era.

However, it is difficult for the Town to bring historic issues to the forefront as the Town does not have a localized preservation group. The Town does have a statement in their Zoning Ordinance that supports protecting historic features, sites, and buildings during construction but without a committee to oversee or regulations to hold all parties accountable, it is difficult for the Town to increase protection of its historic sites and buildings,

Although historic properties in Bourbon may be eligible to receive federal and state preservation incentives and assistance, the expenditures required by the property owner to meet eligibility requirements still make it difficult for most property owners to take full advantage of them. Likewise, property owners who may be interested in applying for designation may not pursue designation in fear of not being able to afford necessary improvements and maintenance accompanied by the designation.

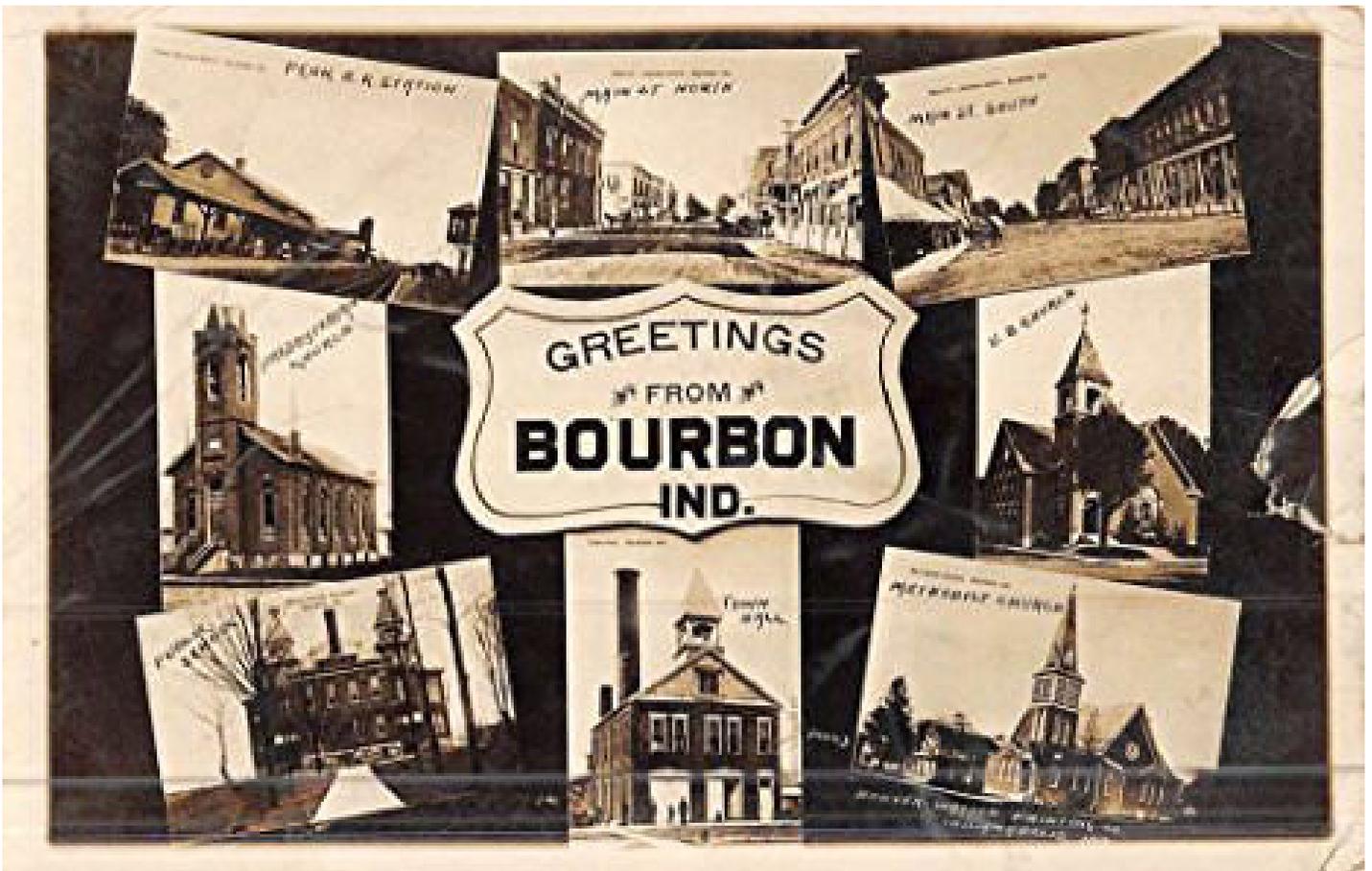
Lastly, Steering Committee members stated the Town has additional historical buildings worth protecting but limited local initiatives and funding hinders the Town from putting preservation efforts on the forefront. As a result, buildings have been torn down due to falling into disrepair and no longer in livable conditions as the cost to upgrade buildings are astronomical. Bourbon's history needs to be preserved and showcased to educate current and future residents as the only way to fully understand Bourbon's history is through empirical knowledge from long-time community residents or the Bourbon Public Library's history section.



The Mendenhall-Anders House at 523 South Main Street is a second historic brick home featured on *The Bricks of Bourbon Home Tour*.



In efforts to preserve the historic buildings in downtown, Town Council approved the dedication of funds to a Facade Improvement Program and is available for property owners.



The vintage postcard shown above depicts historic buildings in Bourbon and its downtown in 1913.



## Chapter 4: Building Bourbon

While the vision statement describes the type of place Bourbon wants to become, this chapter provides the framework for Bourbon's future; illustrated by the Future Land Use Map (**Figure 4.1**), Future Transportation Connections Map (**Figure 4.5**), and Action Program. Bourbon's vision is written from a broad perspective and concluding this chapter are the action strategies, summarized as the Action Program the Town will implement to realize their vision. The list of strategies is not exhaustive and welcome additions as long as they address the challenges and reinforce the Core Values.

Therefore, to realize the vision, implementation will require coordination between the Town, its partners, and interest groups. Additionally, monitoring and tracking the progress of the Plan will show measurable results in making the vision a reality.

### Future Growth Concept

The Future Land Use Map and Future Transportation Connections applies the vision statement to show how the Town should direct new development and redevelopment over the next 20 years. Developed through the public input survey and mapping exercise with the Steering Committee, the Future Land Use illustrates a preferred growth concept that depicts where the Town would like to see growth and the desired manner to accommodate housing, jobs, quality of life amenities like parks, and transportation infrastructure over the next 10 years.

The preferred growth concept evolved around two alternative development scenarios. The first scenario guided the Steering Committee to focus on identifying opportunities for infill development and redevelopment as a smart growth initiative. This growth concept aligns with the Town's core values by first maximizing on its existing infrastructure, encourage walkable mixed-use development patterns, increase employment opportunities, and create quality places. The second scenario focuses on strategic land expansion to accommodate additional employment and residential development.

## Future Land Use and Character Areas

The Future Land Use Map is generalized into character areas, as shown in **Figure 4.1**, to help the Town and its partners focus on the quality and character of future land uses, provide a general guidance for future planning decisions, while allowing zoning to implement the vision at the parcel level.

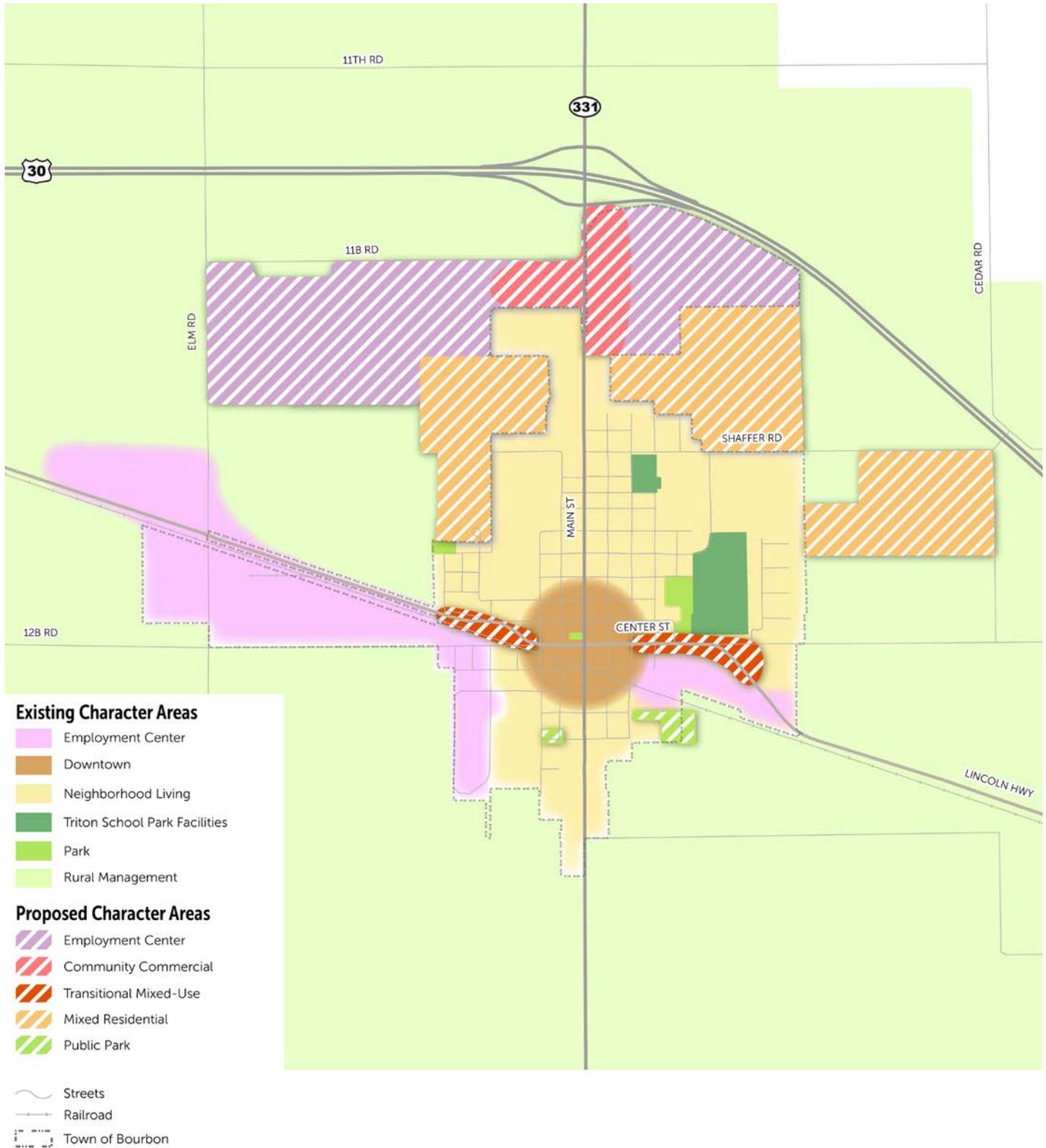
These character areas establish a framework to retain Bourbon's small town character, promote reinvestment in its downtown, support the integration of mix of uses, appropriately expand its employment and residential areas, and increase coordination with agricultural landowners to prevent premature conversion of farmlands. Descriptions for each of the character areas are defined and illustrated on the subsequent pages.

*The image below depicts Steering Committee members identifying future growth concepts at their July 27, 2017 meeting.*



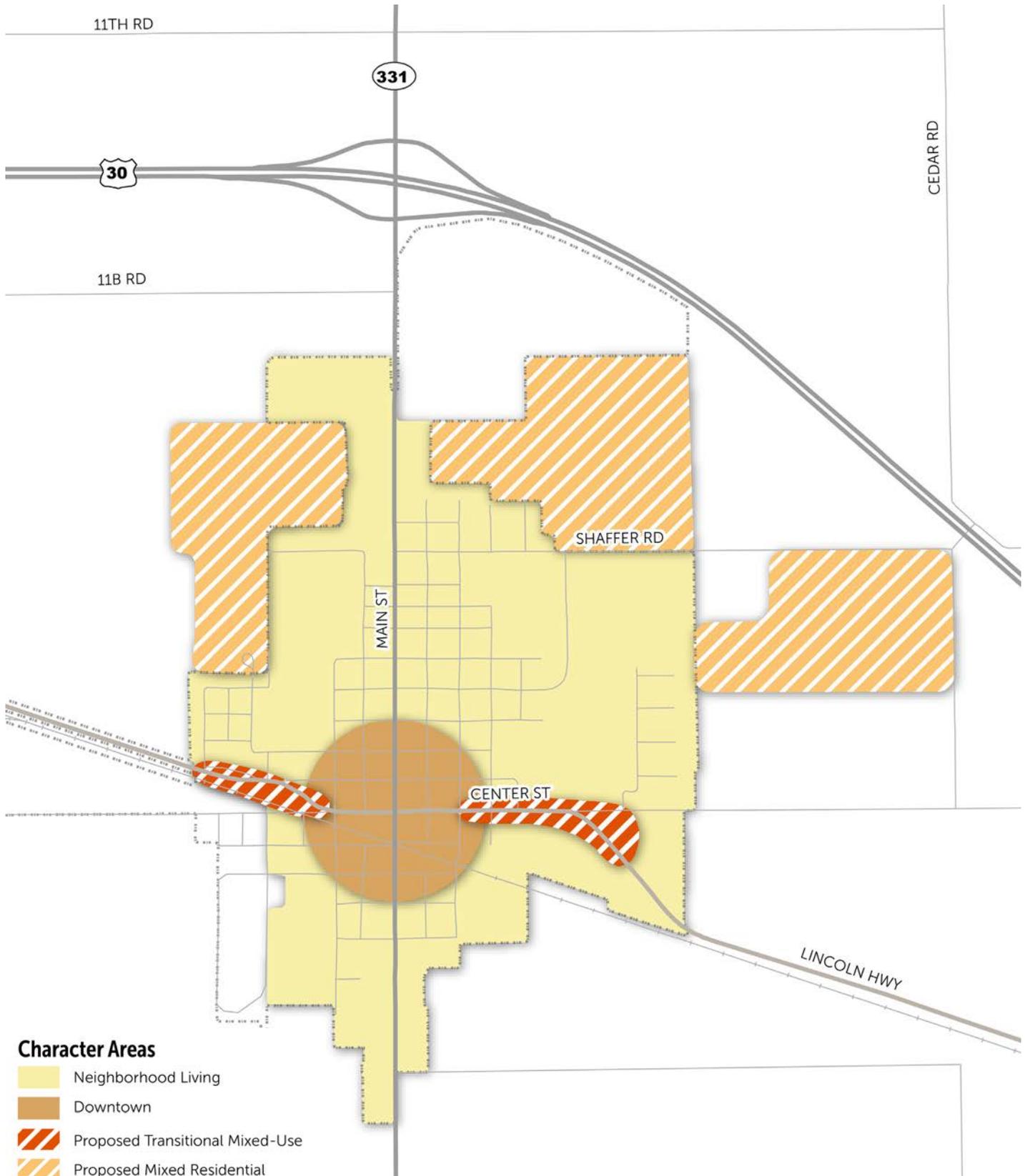
## Figure 4.1: Future Land Use

The Future Land Use establishes a framework to preserve Bourbon's small town character and active farmlands, promote reinvestment in its downtown, and generate economic development to enhance its local workforce and broaden the tax base.



## Figure 4.2: Residential Character

The Residential Character area reflects the desire to preserve Bourbon's small town character while planning for the need to diversify housing options to be more attractable and affordable to prospective homebuyers.



*Neighborhood living represents the development pattern that has historically taken place and serves as Bourbon's largest character area.*

## **Neighborhood Living**

Detached single-family homes are the most predominant land use with a select few multi-family units. Neighborhood living represents the Town's historic development pattern that integrates a mix of neighborhood-scale uses to support the needs of the residents living in this area. Such uses include parks, Triton Schools, and religious institutions. Homes have generally been developed to be oriented towards the street with sidewalks and convenient access to SR 331. Street design and low traveled local roads make it safe to travel by walking and biking to downtown, Triton Schools, and other civic uses, and parks. Redevelopment and reinvestment in homes that have fallen into disrepair are encouraged to maintain property values and protect the small town character that makes Bourbon an attractable town to live in. Any new development adjacent to this area should provide an appropriate transition in scale and use.



*Photos: Town of Bourbon's residential character.*

*The Mixed Residential Character Area are located in areas where future development opportunities exist to diversify Bourbon's living options.*

## **Mixed Residential**

The Mixed Residential Character areas include a range of affordable housing options such as detached single-family units, townhomes, multi-family dwelling units, and senior housing.



*Photos: Examples of mixed residential housing options including affordable single-family housing and townhomes.*

## Downtown

Downtown is envisioned as a vibrant, pedestrian-oriented, mixed-use setting. Downtown buildings are typically two to three stories that supports live-work spaces with retail or restaurant uses on the ground floor and residential units on the upper floors. Reinvesting in the downtown is the Town's first priority to create it as a unique desirable place to attract new local businesses and younger demographic residents.

*Downtown is characterized by a compact mixed use area with the highest permitted density and height restrictions.*



*Photos: Example of a downtown building renovated as a live-work space with a local business on the ground floor and a studio apartment on the second floor.*

## Transitional Mixed-Use

Includes both commercial and residential mixed-uses. The transitional mixed-use character is envisioned to serve as a transition between the downtown and the current residential living character area. It is envisioned to include low to medium density residential units, neighborhood-scale retail, and office in a walkable, pedestrian friendly environment along the Center Street corridor.

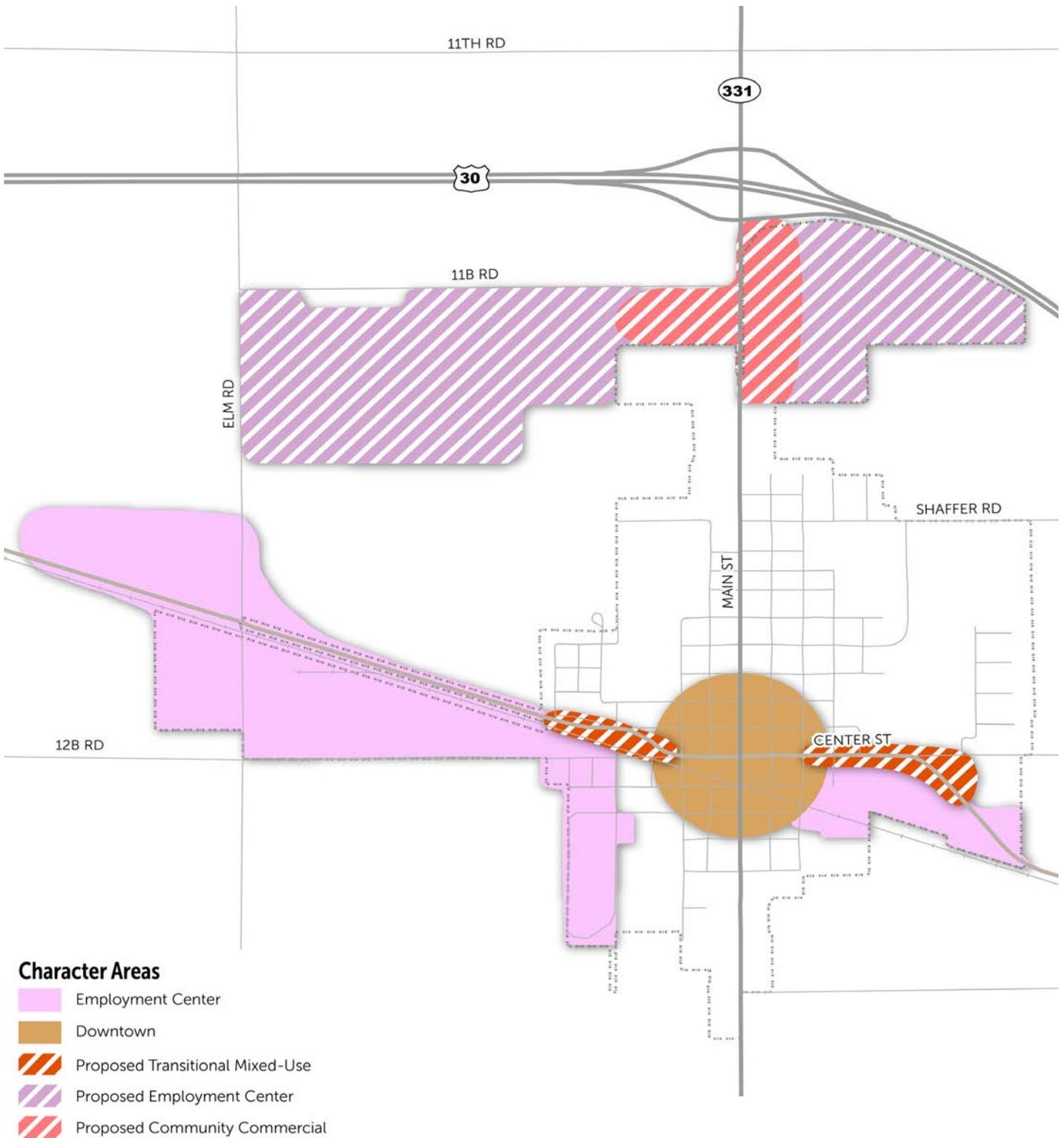
*The Transitional Mixed-Use Character Area occurs along Center Street corridor as a transition from downtown to the existing residential areas.*



*Photos: Examples of transitional mixed-use*

## Figure 4.3: Commercial & Employment Characters

The Commercial and Employment Center Character Areas reflect the need to generate economic development and broaden the Town's tax base to support a growing economy, high quality Town services, and a quality place to live and work.



## Downtown

The Downtown character provides land uses and development patterns that provide a vibrant, attractive, safe, walkable and bikeable environment. Mixed-use structures should focus on creating a pedestrian environment that supports an engaging experience, social interaction and include uses that generate activity on sidewalks. This may take in the form of locating retail, restaurant, and service uses on the ground floor and office or residential uses on the upper floors. Downtown can also contain parks or common plaza area to reinforce a sense of place.

*Downtown is characterized by a compact mixed use area with the highest permitted density and height restrictions.*



*Photos: An example of re-imagining downtown Bourbon as a vibrant walkable place with uses that generates activity and interaction.*

## Transitional Mixed-Use

The transitional mixed-use character is envisioned as a low to medium dense transition between downtown and the surrounding residential areas. Land uses in this character should support a mixture of uses residential, neighborhood-scale retail and offices. Street design should accommodate for biking and walking to give access to downtown and surrounding park areas. Building styles should support place-making initiatives with buildings oriented towards the street, built up or close to the sidewalk, on-street parking and surface parking lots in the rear, so as to bolster interaction and activity on sidewalks.

*The Transitional Mixed-Use Character Area occurs along the Center Street corridor as a transition from downtown to the existing residential areas.*



*Photos: Example settings of the transitional mixed-use character area.*

Community Commercial Character Area is located along the SR 331 corridor as a gateway into Bourbon from US 30.

## Community Commercial

This area is envisioned to serve the day-to-day retail and service needs of Bourbon residents, visitors and employees of Bourbon businesses. The building scale and style could range from small retailers to larger shopping centers with respect to the small town character. Examples of desirable uses could include a small scale travel center, professional offices, general merchandise, hotel, and a grocery store. Site designs should be cohesive with joint access between uses for improved connectivity and support shared parking to reduce the number of surface lots. Additionally, site designs should support an attractive and safe pedestrian environment with connections between the sidewalk and front door, and convenient access to adjacent land use character areas.



Photos: Development examples of the community commercial character area.

The Employment Center Character Areas are located off Old US 30 and the TIF District. The Town may also develop an agreement with the property owner wanting to sell land off 11b Road as a long term strategy to broaden the Town's tax base.

## Employment Center

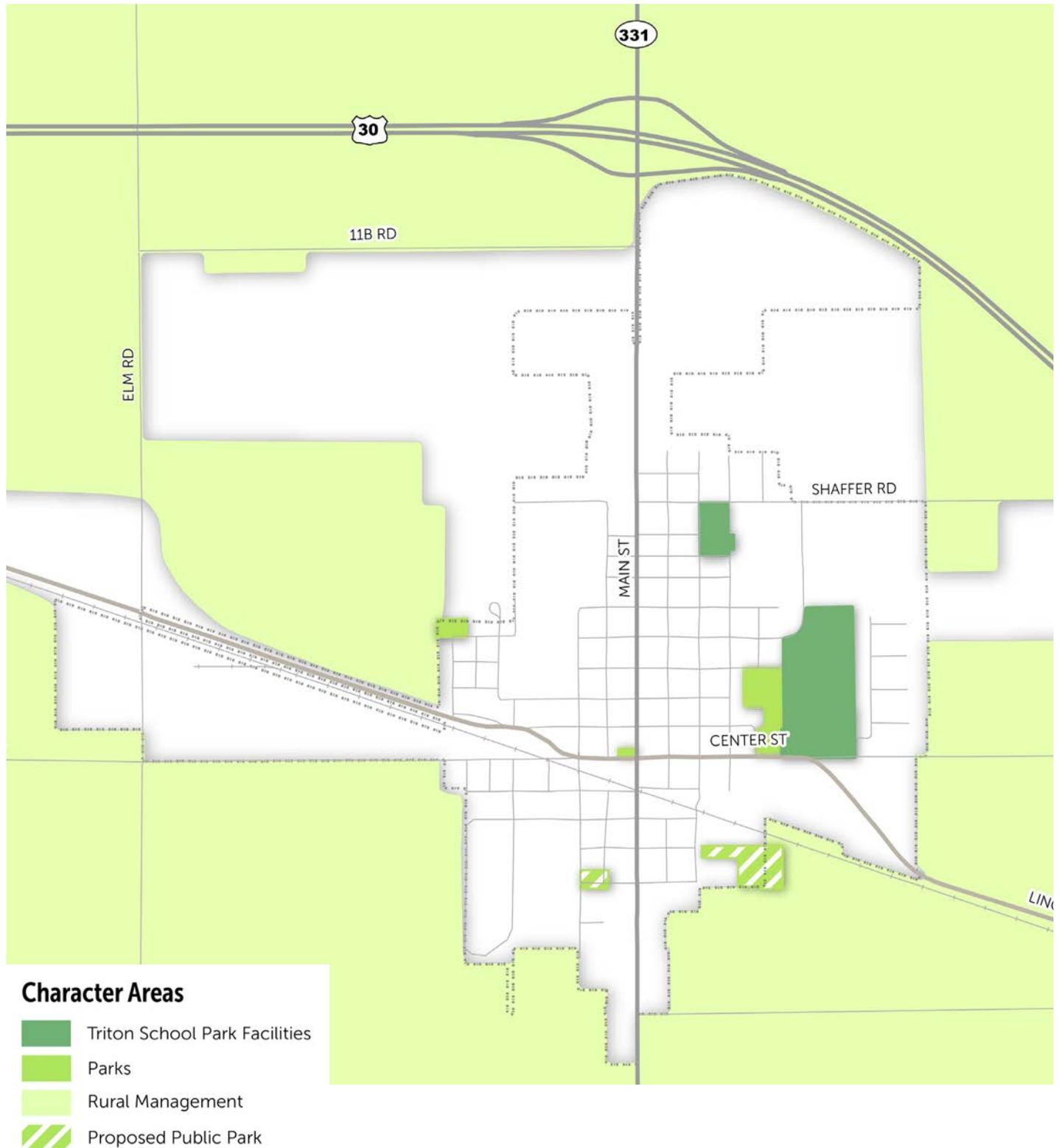
The Employment Center character areas represents where major employers currently exist and where future employment is envisioned to generate economic development, diversify the tax base and increase the Town's net assessed value. Future employment is primarily targeted in the Town's TIF district, located off US 30 and SR 331, to capitalize on the convenient access to these major arterial corridors, receive Town services, and minimize the impacts on the residential character areas. Uses could include manufacturing, fabrication assemblies, light industrial centers, flex space buildings, and corporate offices. Although these areas will primarily be accessible by automobile, future development should also provide a safe pedestrian environment that connects to adjacent land use character areas.



Photo on the left is Faulkner Fabrications and on the right is the new headquarters for Indiana Composites.

## Figure 4.4: Environmental Character

The Environmental Character Areas seeks to expand its park and recreation amenities while preserving active farmlands and environmentally sensitive areas in the Bourbon Planning Area.



Park spaces are currently located north of Center Street. Future parks could locate on underutilized properties south of Center Street to provide park space(s) for residents living in the southern region of Town.

## Parks

The Parks Character Area includes park spaces that contribute to Bourbon's quality of life. The Town of Bourbon owns and maintains two parks; Bourbon Community Park located off Sunset Drive and Westwood Park, located at Liberty Avenue and Beechwood Avenue. There is a passive park that features the historic Town Pump monument at the corner of Main Street and Center Street in downtown. Additionally, Triton School Corporation offers a playground to its Elementary students and athletic fields to its Junior-Senior High students. The Town envisions of adding park space(s) on underserved properties south of Center Street to better serve residents living in this region of Town.



Photos: The image on the left is the Triton Elementary School playground and on the right is the Bourbon Community Park.

Rural Management protects the active farmlands in the Bourbon Planning Area as well as other environmentally sensitive areas such as wetlands.

## Rural Management

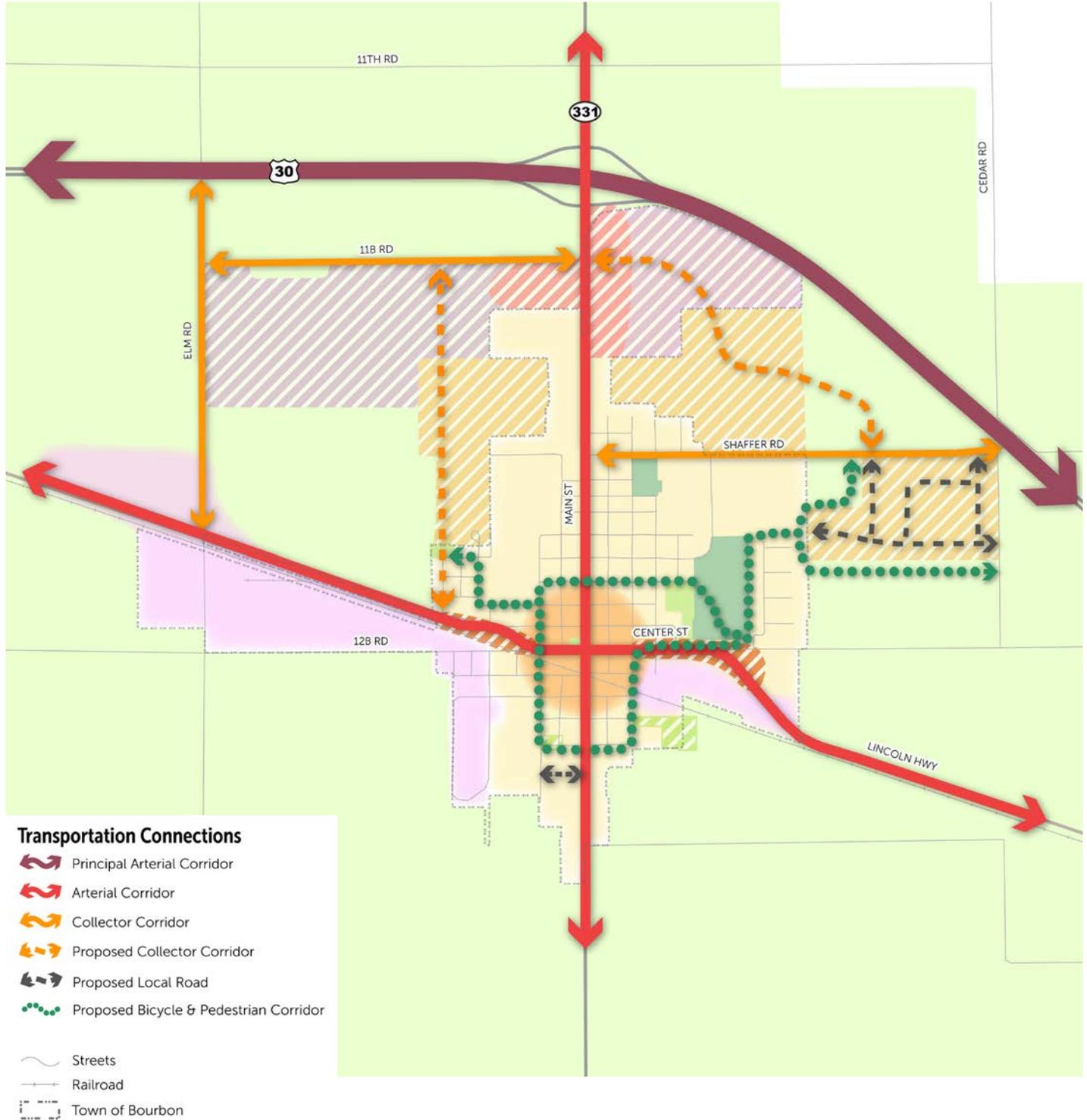
Areas designated as rural are intended to remain as rural as they are for the primary purpose of producing crops and raising livestock. Although isolated rural residential properties exist, non-agriculture uses should be limited in scale and compatible with agricultural uses. This area should preserve open space and environmentally sensitive areas including wetlands and Town regulated drains.



Photos: Examples of farmlands in the Bourbon planning area.

## Figure 4.5: Future Transportation Connections

Figure 4.5 illustrates the Town's existing and future conceptual transportation plan as well as the inclusion of bicycle and pedestrian corridors to enhance mobility and accessibility between the land use character areas. Having an efficient and accessible transportation system contributes to the Town's overall quality of life.



### **Bicycle & Pedestrian Corridor**

*Bicycle & Pedestrian Corridor - Key areas and local roads are designated as bicycle and pedestrian corridors to enhance Bourbon's quality of life and connect residents to its community assets. Bicycle and pedestrian connections should be provided to the proposed mixed residential areas and the regional bicycle and pedestrian corridor of Old US 30 to offer a continuous network to regional communities. While not included on the Future Transportation Connections Map, the sidewalk network is also essential to accessibility. Bourbon is continuing to expand the sidewalk network and eliminate gaps to improve walkability throughout Bourbon.*



*Example of a bicycle and pedestrian corridor in the Town of Winona Lake.*



*Example of a local road, Florence Street, in Bourbon.*

## **Functional Classification Corridors**

The level of street accessibility, character of the road, traffic volumes, and travel speeds are key elements in assigning functional classification to a road network. The following classification system is recommended for the Town of Bourbon and is illustrated in **Figure 4.5**:

**Principal Arterial Corridor** - Principal Arterials are high capacity roadways with the primary purpose of connecting travelers to larger municipalities. US 30 serves as the east-west principal arterial connecting residents to US 31 and larger cities such as Plymouth and Valparaiso to the west and Warsaw and Fort Wayne to the east. The Indiana Department of Transportation (INDOT) is looking to make US 30 a limited access highway by reducing the number of intersections and maintaining current interchanges to increase traffic flow and level of service. Regional highways are maintained and under INDOT's jurisdiction.

**Arterial Corridor** - Similar to the principal arterial corridor, the arterial corridor are higher capacity roadways that connects travelers from lower classified roads to regional highways. Speed limits can range from 25 mph in urban areas to 55 mph in the rural areas. SR 331 and Center Street (Old US 30) are examples of the Town's major thoroughfares and serve as gateways into Town. These corridors should include gateway features such as entry signs, landscaping, and lighting that speaks a sense of place and adds tourism value to be appealing towards prospective residents and visitors.

**Collector Corridor** - Collector roadways provide access between higher capacity roadways and local roads. Speed limits range from 25 mph to 35 mph. Collectors serve as major links to land uses such as schools, parks, employment centers and commercial areas. Street design should accommodate for a safe bicycle and pedestrian environment and include landscaping to add to the aesthetic value. It is proposed to change the local road classification of Shaffer Road, Elm Road, and 11b Road to adequately serve Bourbon businesses, limit the stress from truck traffic use on local roads, and maintain access to US 30. As new development occurs in the TIF district, other employment centers, and the proposed Mixed Residential Character areas, it is envisioned to classify at least one thoroughfare as a collector to provide continuous access and support higher traffic volumes.

**Local Road** - All other roadways in Bourbon are classified as local roads. Local roads provide direct access to collectors and adjacent land uses, and are mostly located within the Neighborhood Living and Rural Management Character areas. Local roads generally are permitted to have on-street parking. Existing street design generally reflect low traffic volumes and speeds and should accommodate for a safe bicycle and pedestrian environment to expand mobility options and support an active healthy lifestyle.

## Action Program

This section summarizes how the major themes of the Plan tie together. These major themes include the community's **Vision** and **Core Values**, element **Strengths, Challenges**, and **Action Strategies**.

The following **Action Program** lists the action strategies the Town can use to achieve their vision. The Action Program is organized by the key community challenges the Town needs to address. It includes the department and/or organization responsible for implementing the strategy. Additionally, the Action Program indicates a priority level to help the Town prioritize their implementation efforts.

Bourbon's core values are the frameworks of seeing the vision come to life. Core values were a culmination of the interrelationships between the key community challenges. The **Action Program** aligns the strategies with the core value(s) it reinforces. This is graphically represented by the core value honeycomb symbol introduced in **Chapter 2**, see **Action Program Key** below.



*The Public Open House, held on September 14, 2017, provided an opportunity for the public to review and comment on the proposed action strategies.*

## Action Program Key



## Action Program

Core Value(s)

Action Strategy

Responsible Department or Organization

Priority Level

### Aging Housing Stock and Shortage of Affordable Housing Options

Incentivize tax credit housing developers to construct workforce housing (in targeted areas such as around US 30) to improve housing choice for all types of residents and age cohorts to enhance Bourbon's livability, including mixed use, senior living, apartments, town houses, and condos.



Town Planning Official, Town Council, Home Developers, and Marshall County EDC

High

Create a Town of Bourbon Housing & Neighborhood Committee to oversee the community's housing and neighborhood needs.



Town Council

High

Increase the enforcement and provide incentives on rental properties to maintain an appealing image for prospective homeowners.



Marshall County Building Official and Town Planning Official

High

Seek grant opportunities from the Indiana Owner-Occupied Rehab Program and Federal Community Development Block Grant Program on improving dilapidated homes.



Town Clerk and Town Council

High

Partner with Triton School students and community volunteers to help fix and maintain dilapidated homes.



Triton Schools and Community Volunteers

High

Partner with Triton Schools to include classes, on or off campus, for high school students to learn about what it means to be a homeowner or renter, financial requirements, home maintenance, and how to avoid foreclosure.



Triton Schools, Town Council, and local Real Estate Agency

High

Work with Marshall County to review the current zoning ordinance and consider amending the text to include mixed-use development, conservation residential design standards, fee-in-lieu for public infrastructure, low impact designs (LID) and green building policies.



Town Planning Official, Town Plan Commission and Marshall County Planning Department

High

Review the Town's Zoning Ordinance to incorporate "green" building techniques and low impact designs (LID) practices for new and rehabilitated construction.



Town Planning Official, Town Plan Commission and Marshall County Planning Department

Medium

Pursue incentives that promote the construction of energy efficient homes.



Bourbon Redevelopment Commission and Town Council

Medium

Educate prospective homeowners on available programs, incentives, and financial assistance when purchasing a home in Bourbon.



Town Clerk and Local Real Estate Agency

Medium

Continue coordinating with the Marshall County Building Commissioner and other incorporated Towns to develop and enforce unified code enforcement ordinance.



Marshall County Planning Department and Town Planning Official

Low

# Action Program

Core Value(s)	Action Strategy	Responsible Department or Organization	Priority Level
  	<p><b>Shortage of Jobs and Local Businesses</b></p>		
  	<p>Create a promotional video or other form of advertisement venue (including billboards, gateway entrances, and social media) that highlights Bourbons assets and strengths in order to attract new families, individuals, and businesses.</p>	<p>Marshall County EDC, Bourbon Redevelopment Commission, and Town Council</p>	<p>Very High</p>
  	<p>Establish a "Bourbon Local Business Council" to promote and create a "Doing Business in Bourbon" program, expand existing businesses, implements programs to build a skilled workforce, and attract new businesses to the Bourbon Community.</p>	<p>Marshall County EDC, Bourbon Redevelopment Commission, Town Council, Local Business Owners, and Banks</p>	<p>Very High</p>
  	<p>Implement the "Doing Business in Bourbon" Program to better support the business climate and to guide new business owners through the process of starting up a business in Bourbon including a resource guide on how to start a new business in Bourbon.</p>	<p>Bourbon Redevelopment Commission and Town Council</p>	<p>Very High</p>
  	<p>Promote or advertise the convenient access to US 30 and SR 331 as a strategic advantage for residential, commercial and/or industrial development in targeted development areas, particularly in the TIF district.</p>	<p>Marshall County EDC and Bourbon Redevelopment Commission</p>	<p>High</p>
  	<p>Direct new industries and professional offices to locate within the TIF district to increase employment opportunities for Bourbon residents.</p>	<p>Marshall County EDC, Town Planning Official, and Town Plan Commission</p>	<p>High</p>
  	<p>Increase business attraction by identifying property for a "manufacturing center" in the TIF district to better attract prospective businesses.</p>	<p>Marshall County EDC, Bourbon Redevelopment Commission, and Town Council</p>	<p>High</p>
  	<p>Recruit industries and businesses that offer higher paying wages in targeted development areas using new Manufacturing Center, incentives, and competitive advantages.</p>	<p>Marshall County EDC and Bourbon Redevelopment Commission</p>	<p>High</p>
  	<p>Continue ongoing economic market analysis to explore the feasibilities of attracting new local retail businesses such as boutiques, cafe and deli, pharmacy, and/or grocery stores in the targeted development areas, with an emphasis in downtown.</p>	<p>Marshall County EDC, Town Council, and Bourbon Redevelopment Commission</p>	<p>High</p>
  	<p>Continue to financially support the Town's Facade Improvement Program for downtown businesses.</p>	<p>Bourbon Redevelopment Commission and Town Council</p>	<p>High</p>
  	<p>Develop a Downtown Revitalization Plan with a focus on renovating the facades and interiors of vacant downtown buildings to encourage more local businesses along Center Street and Main Street.</p>	<p>Bourbon Redevelopment Commission and Town Council</p>	<p>High</p>
  	<p>Implement a "Shop Local" incentive program and marketing campaign.</p>	<p>Bourbon Redevelopment Commission and Town Council</p>	<p>Medium</p>
  	<p>Establish a public-private partnership to acquire a downtown building to be used as an entrepreneurial "incubator" and gathering place for short term lease.</p>	<p>Bourbon Redevelopment Commission and Town Council</p>	<p>Low</p>

## Action Program

Core Value(s)	Action Strategy	Responsible Department or Organization	Priority Level
  	<b>Aging Infrastructure and Limited Modern Infrastructure Connectivity</b>		
	<p>Coordinate with regional telecommunication providers to explore the feasibility to upgrade the Town's existing DSL trunkline to a fiber-optic line as economic incentive to attract new industries, businesses, and residents to Bourbon.</p>	<p>Marshall County EDC and Bourbon Redevelopment Commission</p>	<p>Very High</p>
	<p>Utilize the Small Town and Rural Multimodal Networks Guide to design and program into the Town's Capital Improvement Program appropriate bicycle and pedestrian facilities along the highlighted road segments on the Future Transportation Map that connects residents to Bourbon parks, Triton Schools, and downtown.</p>	<p>Town Street Department and Town Council</p>	<p>Very High</p>
	<p>Develop the 5 Year Evaluation Report to implement the Envision 2030 Comprehensive Plan.</p>	<p>Town Planning Official and Town Plan Commission</p>	<p>High</p>
	<p>Continue to pursue INDOT's annual Community Crossings Match Grant to improve local roads identified in the Town of Bourbon Road Asset Management Plan.</p>	<p>Town Street Department, Town Council, and MACOG</p>	<p>High</p>
	<p>Annual assess The Town of Bourbon Road Asset Inventory to systematically manage and prioritize road improvements to ensure available funding addresses the higher priorities.</p>	<p>Town Street Department, Town Council, and MACOG</p>	<p>High</p>
	<p>Conduct streetscape improvements to ensure major transportation routes include gateway entrances, planter boxes, street trees, updated sidewalks with ADA, and improved building facades, especially to buildings in downtown.</p>	<p>Beautification Committee, Town Street Department, and Town Council</p>	<p>High</p>
	<p>Develop a Bourbon Gateway Plan that seeks to improve the entrances with gateway entrance signs into Bourbon at US 30 east &amp; west and SR 331 north &amp; south, northbound SR 331, and Old US 30/Center Street.</p>	<p>Bourbon Redevelopment Commission, Marshall County Commissioners, MACOG, and INDOT</p>	<p>High</p>
	<p>Continue to financially support the Town's Sidewalk Improvement Program to ensure sidewalks are updated and ADA compliant, and systematically fill sidewalk gaps.</p>	<p>Town Street Department and Town Council</p>	<p>High</p>
	<p>Explore the feasibility of adding crossing guards at designated intersections of SR 331 to enhance the safety for students who walk and bike to school.</p>	<p>Triton School Corporation</p>	<p>High</p>
<p>Align land use and transportation planning decisions to ensure new developments appropriately connect to the existing road network and dedicated rights-of-way can sufficiently accommodate planned streets.</p>	<p>Town Planning Official and Town Plan Commission</p>	<p>High</p>	

# Action Program

Core Value(s)	Action Strategy	Responsible Department or Organization	Priority Level
<b>Aging Infrastructure and Limited Modern Infrastructure Connectivity</b>			
   	Invest and maintain in necessary infrastructure improvements on under-served sites within the Town limits, TIF district, and future targeted development areas to ensure the needs for future population and employment are properly met.	Town Planning Official, Town Utility Department, and Town Council	High
 	Develop a local storm water master plan to systematically manage the Town's storm sewer system and identify Best Management Practices.	Town Water Department	High
	Develop and integrate environmental educational opportunities to Bourbon residents through utility bill and possible Town Newsletter.	Town Water Department and Town Clerk	High
   	Explore and implement cost-effective solutions to add storm water infrastructure north and south of Center Street to properly mitigate flooding issues.	Town Water Department, INDOT, and Marshall County Commissioners	Medium
 	Update and implement the ADA Transition Plan to recommend intersections and streets that lead to community facilities (schools and parks) to receive improvements	Town Street Department and MACOG	Medium
   	Develop the bicycle and pedestrian facilities as programmed in the Town's Capital Improvement Program to connect residents to Bourbon parks, Triton Schools, and downtown.	Town Street Department and Town Council	Medium
   	Encourage developers to incorporate bicycle and pedestrian facilities into developments and ensure site design is interconnected with adjacent uses.	Town Planning Official and Town Plan Commission	Medium
	Continue to maintain Bourbon parks and seek recreational grants for maintenance and procuring new equipment to ensure facilities adequately serve residents needs.	Town Council	Medium
	Investigate developing additional park in the southern part of town.	Town Council	Medium
   	Promote regional planning and increased coordination between Marshall County, Marshall County EDC, OCRA, HCDA, INDOT, and MACOG to address major housing, economic development, and transportation challenges.	Town Council	Ongoing
   	Conduct regular maintenance on the Town's water, sewer, and stormwater infrastructure, and replace aging infrastructure as conditions warrant to ensure safe drinking water and reliable services for its residents in conjunction with Capital Improvement Program.	Town Water Department	Ongoing

## Action Program

Core Value(s)	Action Strategy	Responsible Department or Organization	Priority Level
<b>Attract and Retain Younger Generations</b>			
	<p>Establish a Beautification Committee to organize and manage community-based projects to ensure the Bourbon Community maintains its attractive small town image.</p>	Bourbon Redevelopment Commission and Town Council	High
	<p>Explore opportunities to expand the Bourbon Festival and Food Truck Friday that showcase Bourbon assets to the region-at-large. (Venue and scheduling will also influence success)</p>	Local Volunteers, Business Owners, and Town Council	High
	<p>Explore opportunities to host family events once a month like Food Truck Friday's that provide a range of activities to draw both town residents and people from the region together.</p>	Local Volunteers, Business Owners, and Town Council	High
	<p>Expand upon the existing Farmer's Market (through possible finding a new venue and scheduling) by recruiting more vendors, increase advertisements, and incentivize more local farmers to participate in selling fresh local foods.</p>	Local Volunteers, Business Owners, and Town Council	High
	<p>Create clean up days that provide activities and volunteer opportunities for kids and adults alike to become involved in keeping their town clean.</p>	Triton School Corporation and Civic Groups	High
	<p>Explore opportunities to incorporate additional public art such as the downtown murals onto Bourbon's public assets.</p>	Town Council	High
	<p>Seek opportunities to develop accessible community gathering spaces such as plazas, parks, and pathways in the TIF district and future targeted development areas to promote social interaction and placemaking.</p>	Town Planning Official and Town Plan Commission	High
	<p>Pursue Marshall County Convention of Visitors Bureau's (CVB) and Marshall County Community Foundation (MCCF) grant opportunity to fund local marketing materials for community events.</p>	Marshall County CVB, MCCF, and Town Council	High
	<p>Partner with Triton Schools, church youth groups, and other community groups to recruit student volunteers to perform neighborhood clean ups, paint homes, participate in Habitat for Humanity projects, and other similar community-based projects.</p>	Triton School Corporation and Town Council	Medium
	<p>Promote and advertise the open agreement between Triton Schools and community residents to use the school's playground and recreational facilities including high school fitness center.</p>	Triton School Corporation and Town Council	Medium



# Action Program

Core Value(s)

Action Strategy

Responsible Department or Organization

Priority Level

## Improve Opportunities for Citizens to Age-in-Place

Encourage developers to construct mixed use developments that include jobs, workforce housing, and recreational spaces in targeted development areas to enhance the livability, create quality places, and promote active, healthy lifestyles via walking and biking.



Encourage developers to incorporate senior apartments similar to Garden Court (not income based) in targeted development areas with close proximity to destinations to enhance livability for senior citizens.



Implement new activities geared towards senior citizens and increase the amount of care services and assistance programs.



Explore opportunities to involve senior citizens in the Town's planning and decision-making processes.



Expand and market transportation options to include public or private transit for the elderly and disabled traveling within and out of Bourbon.



Town Planning Official and Town Plan Commission

High

Bourbon Redevelopment Commission and Town Council

High

Marshall County Council on Aging and Matchett Square Bourbon Senior Center

High

Town Council

High

Marshall County Council on Aging and Town Council

Low

# Action Program

Core Value(s)	Action Strategy	Responsible Department or Organization	Priority Level
<b>Preserving Historical Assets</b>			
 	Establish a local Historic Preservation Committee to oversee and preserve Bourbon's historical assets as well as provide guidance in renovating historical properties.	Town Council	High
 	Explore the feasibility to create a locally designated historic district and designate sites (Old Triton High School Gym, brick homes as part of the historic tour, and downtown storefronts) as a local and/or national historic designations to ensure sites are properly preserved.	Town Council	High
 	Educate eligible property owners about available national and state rehabilitation tax credits to help improve historic properties.	Town Council	High
 	Expand the Bourbon Public Library's historical resources through the creation of a Local History Exhibit to educate residents and visitors on Bourbon's history.	Town Council and Bourbon Public Library	High
  	Promote the Town's historical assets by coordinating local and traveling history exhibits, organizing a walking tour, traveling exhibits, and partner with the Marshall County Historical Society to add an exhibit at the Marshall County Historical Society Museum.	Town Council	High



The Town of Bourbon maintains an “open-door” policy where the public is welcome to walk-in and ask staff questions. The Town government also welcomes new residents with a newsletter welcoming them to the community and routinely sends public notices on upcoming events.



The Town held a Public Open House on May 4, 2017 to gauge public interest on what the Town’s values ought to be, identify what they thought were the Town’s strengths and challenges. A goal of this Plan is to empower its community residents to garner a sense of pride and increase community involvement. This includes making sure all existing and future generation residents benefit from the planning outcomes.

## Implementing the Plan

The Envision 2030 Bourbon Comprehensive Plan serves as the policy document to guide growth and development over the planning horizon. It sets a general framework for local decision-making and provides direction for land use planning and zoning efforts, budgeting priorities and coordination with other public and private organizations. This chapter outlines the roles for the Town of Bourbon and Planning Commission, as well as implementation tools necessary to carry out the listed strategies in achieving the vision.

### Role of the Town Government

The comprehensive plan should be used on a daily basis by Town staff, committees, and Planning Commission to review and evaluate site plan proposals to ensure they are consistent with the Plan’s vision, prioritize capital expenditures on public infrastructure, and encourage economic development. Town Council should refer to the Plan when approving development proposals and updating their Capital Improvement Plan.

### Maintain Open Dialogue with Community

Bourbon community has been involved through the planning process, community involvement should not stop there. Maintaining an open dialogue and consistently encouraging community involvement after the Plan is adopted is a key for successful implementation. The Town should be on the forefront actively communicating the Town’s vision and action strategies to the community to foster a sense of pride and ownership in the Town in which they live in and unity to achieve the vision. Simple procedures to communicate with the greater community could be to make sure the Plan is accessible online, hard copies are available at the municipal building or library, routinely update the Town’s website, regularly inform the public through the newsletter of development and policy changes, as well as seek input when evaluating the comprehensive plan.

### Serve as Lead Coordinator with other public agencies, organizations and private entities

Along with continuing communication with the community, the Town should take the initiative to serve as the lead coordinator to begin the process of implementing a strategy. While the Town may not ultimately be the responsible party to implement a strategy, the Town should be the lead coordinator in contacting the responsible party to start the process. In doing so will cultivate long-lasting partnerships with developers, home builders, government entities, and other community organizations to work together on future projects and programs.

## **Role of the Plan Commission**

In Bourbon, as elsewhere, it is the Plan Commission's primary responsibility to prepare and oversee the implementation of the Comprehensive Plan. The Plan Commission are trustees of the Town's future and have a responsibility to ensure the Town supports smart growth principles and are good stewards with their public resources to ensure future generations can benefit living and working in Bourbon.

The Plan Commission is also responsible for preparing, overseeing, and making recommendations to amend the Town's Zoning Ordinance; more details on the purpose for zoning ordinance are under the Implementation Tools section of this chapter. The Plan Commission will spend most of their time hearing zoning petitions, approve or deny proposals to subdivide land, and review and approve site plans to ensure development and land use comply with the zoning standards and supports the vision of this Comprehensive Plan. Likewise, the Plan Commission will make recommendations to the Town Council on proposals to amend the text of the zoning ordinance and/or amend the zoning map following a petition for a rezoning. Other duties for consideration may include overseeing the Town's annexations and utility extensions policies; assist the Bourbon Redevelopment Commission in recommending revitalization areas; location for new public facilities; and improvements or extension of public rights-of-way.

## **Documenting Progress**

Regular evaluation and monitoring of the Bourbon Comprehensive Plan is another key component for successful implementation. If the plan is to be a valuable resource to the Town, the Town must establish a method to measure the successes and challenges in achieving the vision and implementing the action strategies. Continual monitoring on the progress of implementing the Plan will keep key decision-makers such as Town Council and Plan Commission, and Town staff, partnering organizations and the public informed about the Plan's effectiveness. Additionally, monitoring the Plan will help identify what aspects of proposed projects and programs are working and areas that need improvements. This contributes to the Plan being a living document, as the Town can review and update the Plan every five years to stay current with changing community needs and resources that come available.

## **Plan Evaluation**

The Envision 2030 Bourbon Comprehensive Plan lists recommended action strategies over the planning horizon along with the foreseeable time for implementation. In order to document the progress of the Plan, two critical components must be in place. While it may not be feasible to implement all strategies within the planning horizon, Town Council and staff should take the identified high priority strategies from

the Action Program and create a **Five Year Performance Program**. The Five Year Performance Program will serve as one of two components for monitoring the Plan; the second is an **Annual Progress Report**.

### ***Five Year Performance Program***

Although the Action Program identifies the overall strategies, the next step is to create a Five Year Performance Program that goes deeper to identify the actionable items necessary to accomplish a specific strategy. The Five Year Performance Program should include:

- Specific action steps for each priority strategy (project or program) to be undertaken;
- A timeline to begin work on each action step (e.g. Year 1, Year 2, Year 3 etc.); and
- An indication of the department and/or organization responsible for implementation.

Following the Five Year Performance Program, the Envision 2030 Bourbon Comprehensive Plan should be reviewed and updated every five years to determine the overall progress and response to arising issues or new community needs and aspirations. This leads to the second component for monitoring the Plan.

### ***Annual Progress Report***

Along with the Five Year Performance Program, the Town should monitor the performance of implemented strategies by using an Annual Progress Report. Performance monitoring provides an assessment of whether strategies that have been implemented in previous years are continuing to achieve the Town's vision. For instance, when a specific strategy is implemented, performance monitoring will assess the results of the strategy. The Annual Progress Report should include:

- A list of implemented projects or programs from the Five Year Priority Action Program;
- Description of the implementation status and results stating whether the projects or programs are working or not working;
- If a project or program is not working, evaluate the need to continue and/or identify ways to make it better, with consideration by Town Council;
- List any completed projects in the current year; and,
- Next fiscal year's work program.

The Annual Progress Report should be presented to the Plan Commission to hear their considerations and submittal to Town Council at the end of each year.

At the end of the fifth year, the Annual Progress Reports should be documented as one report to assess the overall progress of the Five Year Performance Program and determine necessary updates to the Bourbon Comprehensive Plan to respond to arising issues or community needs and aspirations.

One suggestion the Town could undertake in creating the Annual Progress Report is holding at least one joint Town Council-Planning Commission Workshop at the beginning of the year to assess what happened the previous year, identify what needs to be done in the current year, and brainstorm unique ways to implement the strategies needed in the current year.

## Implementation Tools

### Zoning Ordinance

The purpose of a zoning ordinance is to govern the subdividing of lands, regulate the uses on the land in terms of scale, intensity, and appearance, and implement the land use policies from the Comprehensive Plan. Likewise, the zoning map and regulations should reflect the vision of the future land use map. Zoning is an important regulatory tool for implementing the Town's vision by establishing the types of uses to be allowed on specific properties and prescribe the character and intensity of permitted development. It is one of the Plan Commission's primary responsibilities to oversee the Town's various development ordinances and ensure they are concurrent with the Comprehensive Plan.

While the Comprehensive Plan is a guiding policy document for growth and development in the community and setting guidelines for the quality, character, and intensity of new development over a long-term, the zoning ordinance operates at a parcel level dealing with development on a daily basis to ensure the vision of the Comprehensive Plan is carried out. However, the Comprehensive Plan and Zoning do not always operate harmoniously as they are accompanied by constant changes in real estate market, community desires, and/or local decision makers.

Areas to review and make improvements, if necessary, include modify the zoning map and district standards to better reflect the future land use map; revise the plan development process to allow additional flexibility in regards to housing density and mixed-use developments; monitor impacts on stormwater management and use of best management practices (BMPs); requirements for developers in land dedications and exactions; and, define the type and scale of new development to require a traffic impact study.

## Capital Improvement Plan

Like the Zoning Ordinance, the Capital Improvement Plan (CIP) is another implementation tool in carrying out the Plan's action strategies. The Town uses the CIP to plan, budget, and finance the purchase and/or construction of capital improvement projects within a 10-year period. Eligible projects include constructing large capital infrastructures such as roads or utilities, Town facilities, and parks, equipment or other fixed assets. All projects should then be reviewed, prioritized, and programmed with cost estimates and funding mechanisms, into the Town's capital budget for each fiscal year. A capital budget is the Town's annual budget that lists projects to be implemented in the current fiscal year. Therefore, the CIP is updated annually to reflect shifting priorities, emerging issues, changes in technology, and alterations from projected revenue. The CIP allows the Town to weigh project costs and benefits, and analyze the fiscal impacts to prioritize for the most beneficial public improvements while staying within budget constraints.

It is important to note that projects listed in the CIP are not guaranteed to make it into the annual capital budget. Therefore, the Town should analyze all of the projects included in the CIP each year during an update. Additionally, the review of the Comprehensive Plan update should correspond with the preparation of the Town's annual capital budget and CIP. This ensures resources are aligned with proposed changes in the upcoming fiscal year.

## Town Revenue Sources

Many of the action strategies in the Comprehensive Plan can be implemented through administrative decision-making or Town funded programs, details provided below. However, others may require outside assistance, in which case the Town should proactively search for external grant opportunities.

The Town of Bourbon utilizes several revenue sources to finance capital improvement projects. These includes:

### General Fund

The Town's General Fund accounts for the revenue collected from all Town enacted funding sources including property taxes, utility fees, and any permits. The General Fund pays for personnel and department operations, with a small percentage available for capital improvements. The amount used for capital improvements is set by Town Council prior adoption of the annual capital budget.

## Utility Fees

The Town of Bourbon has the advantage of being the Town's utility provider for water and wastewater. These services are financed and operated at the expense of its utility customers through user fees, in which the collected revenues is used to cover the operation and maintenance costs, pay off debt from utility bonds, as well as construct small-scale projects. More details on the Town's utility services are in the Community Facilities Element in **Appendix A**.

## Land Exactions

An Impact fee is one land exaction tool the Town could use to implement public infrastructure and facilities. Impact fees are intended to require developers to pay a fee, prior to acquiring building permits, to help offset the cost impacts from the new development in order for the Town to efficiently serve the community for public safety, utility services, parks, and transportation. These fees are established based on the capital and operation effects of new development. Currently, the Town does not have an impact fee policy but could review and determine the feasibility to enact such a fee.

Fee-in-Lieu's is another land exaction tool to implement public infrastructure and facilities. They operate differently than impact fees in that they are not based on the impacts of development but the requirement for developers to construct public infrastructure or facilities to serve the area. Fees can be used as subject to final site plan approval, and the Town may work with a developer to pay a fee-in-lieu of constructing the public infrastructure or facility so long as the infrastructure or facility is proportionate and reasonably tied to the development area. Example fee-in-lieu's can be applied for constructing bicycle and pedestrian facilities like sidewalks or trails, or park spaces.

## Tax Increment Financing

Tax Increment Financing (TIF) is another financing tool to pay for public infrastructure improvements within a designated redevelopment TIF area. Within designated TIF districts, any incremental or new tax revenues are dedicated to funding public improvements over a set period after paying off previously issued TIF debt or bonds. The Town has a TIF district located off US 30 and SR 331. More details on the Town's TIF district is in the Economic Development Element in **Appendix A**.

## Public-Private Partnerships

A public-private partnership (PPP) is a business relationship between a private-sector company and a government agency for the purpose of completing public projects. PPPs can be used to finance, build, and operate capital projects. The Town has partnered with the Marshall

### **What is a Public-Private Partnership?**

*A public-private partnership is a contractual agreement between a public agency (Town of Bourbon) and a private sector entity. This agreement allows the skills and assets of each sector to share in delivering a service or public facility for the use of the general public. Public-private partnerships are used as a driver for economic development by the public agency ensuring a site is "shovel-ready" and constructing its public infrastructure for a developer to bring the site plan to life.*

*Town of Bourbon should serve as the champion and take the lead role in organizing the projects or programs, remain involved through the entire development process, and continually monitor development progress.*

County Economic Development Corporation to acquire approximately 95-acres of land off US 30 and SR 331, which serves as the Town's TIF district to attract more living-wage jobs. Additionally, the Town is working with a willing property owner off of 12th Road for a new housing development that would support mixed housing options and style homes. Lastly, the Town could look into partnering with a regional telecommunications provider in improving the Town's internet service to accommodate for a fiber optic line and be attractable to higher end industrial users, technological businesses, and younger generation.

## Potential Funding Opportunities

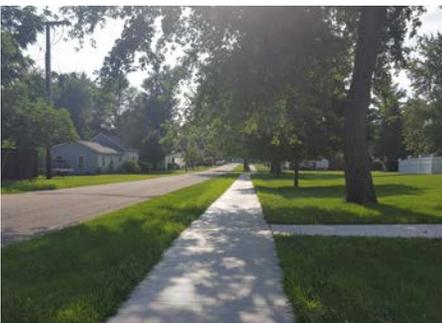
There are a number of grant sources available to the Town of Bourbon to enhance transportation infrastructure, support new community facilities and community revitalization efforts. Many of the sources described below require communities to have an adopted Comprehensive Plan or specific master plan for the applicable functional area, in which case the Envision 2030 Bourbon Comprehensive Plan can be used to leverage grant applications. Identified grants in the following sections are not an exhaustive list but are potential sources the Town could utilize in the next five years. Additionally, the Town of Bourbon should routinely work with other public or private entities to offset project development costs, especially those having regional impacts.

### Transportation Funding

The Indiana Department of Transportation (INDOT) administers the federal transportation program. The Town of Bourbon can apply for federal funds through a regular call for projects. The Michiana Area Council of Governments (MACOG) can assist the Town to plan and apply for transportation funding through INDOT and other state programs.

#### **Community Crossings Match Grant Program**

On March 23, 2016, Indiana Governor, Mike Pence, signed House Bill 1001 and Senate Bill 67 into law, which made available additional funding to incentivize local governments to begin inventorying, assessing and improving their community assets of local roads and bridges. In April 2017, Governor Eric Holcomb signed House Enrolled Act (HEA) 1002 into law, continuing the Community Crossings Match Grant fund by committing to invest hundreds of millions of dollars for local road and bridge projects. Unlike the 2016 legislation, communities such as Bourbon with a population of less than 10,000 are required to submit eligible projects at a 25 percent match rather than 50 percent. Eligible projects include preventative maintenance, rehabilitation, and reconstruction of road and bridge infrastructure. Bourbon has applied for Community Crossing monies in the 2016 program and the 2017 program and is anticipating to receive award by fall of 2017.



*Sidewalk improvement was done on Florence Street in front of the Matchett Square Bourbon Senior Center in the last year.*

### ***Small Communities Sidewalk Program***

The Town does have a sidewalk improvement program that provides a 50/50 match with homeowners to help improve a portion of the sidewalk in front of their home. The Street Department routinely checks its local streets for broken sidewalks and will make necessary repairs at no expense to the adjacent property owner. The Town budgets approximately \$15,000 a year to conduct sidewalk improvements. Although the Town of Bourbon has made many strides in improving its sidewalk infrastructure, many gaps still remain. As an additional funding opportunity, the Town may be eligible to receive monies from INDOT's Small Communities Sidewalk Program. This program helps rural communities to construct and/or update existing sidewalks.



*Example of a rail crossing at Main Street/SR 331 and East Quad Street.*

### ***Railroad Grade Crossing Fund***

The Railroad Grade Crossing Fund is available for communities to implement safety improvements at public railroad-highway (at-grade) crossings. Eligible improvements include signage, pavement markings, and illumination.

## **Community Facilities Funding**

### ***United States Department of Agriculture – Rural Development***

The United States Department of Agriculture (USDA) provides a Community Facilities Direct Loan and Grant Program to rural communities with no more than 20,000 residents to aid in constructing or improving essential community facilities such as hospitals, health clinics, schools, public safety buildings, community centers, museums, local food systems and other community-based initiatives. More details on how to acquire the Rural Development Community Facilities Grant is available on the USDA's Rural Development website.

### ***United States Fire Administration***

The United States Fire Administration (USFA) offers a number of fire service grants the Town of Bourbon's Volunteer Fire and EMS Departments could pursue to offset costs for equipment, staffing, and fire prevention measures. One grant program Bourbon may be eligible for is the Assistance to Firefighters used to purchase equipment, protective gear, and vehicles as well as training initiatives

### ***Indiana Department of Natural Resources***

The Indiana Department of Natural Resources (INDNR) offers several community facilities grants such as Fire Management and Recreational Trails. Fire Management grants is a 50/50 match that helps volunteer fire departments purchase vehicles and equipment. The Town has received Fire Management grants in purchasing equipment. The Recreational Trails Program (RTP) is a state match grant to aid local communities in land acquisition and/or developing multi-use trails.



*Location of the Bourbon Volunteer Fire Department.*

The RTP reimburses a local community up to 80 percent of the project expenses upon project approval. More details on these programs are located on the Indiana Department of Natural Resources website.

### ***Land and Water Conservation Fund***

The Land and Water Conservation Fund (LWCF) is available for local communities who have a state-approved Park and Recreation Board and Five-Year Master Plan. The LWCF is a state match grant that provides 50 percent of the costs for land acquisition and/or development of parks and recreational facilities upon project approval. More details on the LWCF are located on the Indiana Department of Natural Resources website.

## **Community Development Funding**

### ***Stellar Communities***

The Indiana Stellar Communities Program is a competitive grant program amongst communities in similar size and scale that seeks to provide financial assistance to revitalize rural communities. A community seeking “Stellar” designation must have an adopted comprehensive plan that clearly identifies a vision, outlines strategies that address challenges in economic development, housing, transportation, and quality of life, and exemplified community pride.

### ***Indiana Office of Community and Rural Affairs***

The Indiana Office of Community and Rural Affairs (OCRA) works with local communities to help revitalize communities as thriving and attractable places to live and work in. OCRA provides a number of programs and technical assistance Bourbon could take advantage of such as Community Development Block Grants (CDBG), Downtown Enhancement Grant, Historic Renovation Grant Program, Main Street Revitalization Program, Water and Wasterwater Program, Stormwater Improvements Program, and Public Facilities Programs. Details on each of these programs are available on OCRA’s website.

### ***Indiana Housing and Community Development Authority – CreatINg Places***

The Indiana Housing and Community Development Authority (IHCDA) in partnership with Patronicity, announces a new innovative funding program called “CreatINg Places.” Patronicity is a crowdfunding platform that brings together local residents, the project creators, and sponsors, in which the local community sets a fundraising goal to implement a large or small-scale civic project. Projects that meet their crowdfunding goals are eligible to receive a state match grant from IHCDA up to \$50,000. More details on crowdfunding are on Patronicity’s website at [www.patronicity.com/creatingplaces](http://www.patronicity.com/creatingplaces).

*The Town of Bourbon could continue to explore opportunities to implement additional small-scale civic projects such as the spaces shown below. First image is next to Bourbon Street Pizza off Main Street/SR 331 in downtown and the bottom image is the civic plaza at Main Street and Center.*



