

BOURBON STRATEGIC PLAN 2021



Facilitated and Prepared by: Meramec Regional Planning Commission 4 Industrial Drive St. James, MO 65559



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PLAN INTRODUCTION

STRATEGIC PLANNING PROCESS

Strategic planning is a process by which a community can recognize what needs to be addressed and then develop a plan of action to accomplish the identified goals. Through CARES Act funding supported by the Economic Development Administration (EDA), the Meramec Regional Planning Commission (MRPC) gathered members of the Bourbon Economic Development Group (BEDG) and a variety of community stakeholders to participate in a strategic planning session on July 9, 2021. Over the course of the one-day session, the group, through a SWOT Analysis, identified Bourbon's top strengths, weaknesses, opportunities, and threats, and worked to create viable action items to meet the needs of the community.



Picture 1: Stakeholders participate in the SWOT Analysis.

Based on the specific nature of the one-day planning session, a separate vision, mission, and purpose was not created for the document. However, BEDG has a focus of bringing in new business and discovering ways to help existing businesses and industries grow and excel in the community. Additionally, the completion of the planning process and the adoption of the final plan will help guide future development and focus on initiatives to improve everything from aesthetics to the economy of Bourbon.



Picture 2: Stakeholders prioritize identified strengths for the community.

PLANNING STAKEHOLDERS

The following stakeholders provided survey responses and participated in the SWOT and action planning process.

- Chuck Ray, Bourbon Economic Development Group
- Dave Lafferty, Mayor of Bourbon
- Mike King, King Maching & Tool
- Mary Heywood, Bourbon Boosters
- Tony Mallory, Crawford Electric
- Theresa McKnight, Planet Sub

- Sonya Sewald, Legacy Realty & Bourbon Economic Development Group
- Roger Louderman, Bourbon Economic Development Group
- Dr. Kyle Gibbs, Crawford R-1 School District
- Kyle Hofstetter, Town & Country Bank

Meramec Regional Planning Commission

- Bonnie Prigge, Executive Director
- *Kelly Sink-Blair, Project Development Manager*
- Anne Freand, Planning Manager



Picture 3: The group discusses action items for the community.

BOURBON DATA

The city of Bourbon was founded on Sept. 6, 1853 and is located in Crawford County, MO. Situated along two major thoroughfares, Interstate 44 and Historic Route 66, Bourbon is a fourth class city with a mayor and four alderpersons. A majority of the remaining highways in the area are maintained by the Missouri Department of Transportation (MoDOT) and the closest airports are the Rolla National Airport located at Vichy; Sullivan Airport; and Cuba Municipal Airport. The closest international airport is in St. Louis, approximately an hour northeast of Bourbon.

Burlington Northern Santa Fe railroad also operates the most miles of track in the area. The rail line follows the general route of I-44 through Crawford County. Top employers in Bourbon include Paramount Apparel International, Inc., Crawford Electric Cooperative, and the Crawford County R-I School District.

As of the 2020 decennial census, the city of Bourbon is home to 1,567 people, a decrease of 4% since the 2010 decennial census. Consistent with Bourbon's population, the Meramec Region, Crawford County and the city of Cuba, all experienced declines in population between 2.6-6.6%. Steelville, however, saw a marked decrease of 10.4% over the same timeframe, which places them just behind Bourbon in population for the county.

Location 2010 Decennial			Percent Change
Bourbon	1,567	1,632	-4%
Cuba	3,181	3,356	-5.2%
Steelville	1,472	1,642	-10.4%
Crawford County	23,056	24,696	-6.6%
Missouri	6,154,913	5,988,927	2.8%
Source: 2010 & 2020 Decennial Census data. http://data.census.org			

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Table 1: 2010	$\alpha \ \angle \cup \angle \cup$		CEIISUS	LUUU	lation	COMBAILSON

Preliminary reviews of 2020 decennial census numbers have spurred discussions of undercounts and reviews of final population numbers. An appeals process is in place for each jurisdiction if it is believed the population count is incorrect. Therefore, this report also provides population counts for non-decennial census years.

Location	2020 Decennial	2019 ACS	Net Difference
Bourbon	1,567	1,946	-379
Cuba	3,181	3,314	-133
Steelville	1,472	1,728	-256
Crawford County	23,056	24,154	-1,098
Missouri	6,154,913	6,104,910	50,003
Source: 2020 Decennial & 2019 American Community Survey data. http://data.census.org			

Table 2: Population Comparison between Decennial & ACS Data

The American Community Survey (ACS) provides detailed population and housing information for local community leaders and businesses on an annual basis. It takes a sampling of addresses in each state and then provides estimates for a variety of geographies. Each estimate is also given a margin of error. While certain ACS data may have a larger margin of error over others, it is usually the best available data to many communities when reviewing topics such as education, employment, transportation, etc. In comparison to the 2020 decennial population data, the following table provides a review of population estimates between the 2010 and 2019 ACS. Differences in the numbers between the ACS and decennial census highlight some of the reasons for concern, as the 2019 ACS estimate shows a population of 1,946 people compared to the 1,567 people in the 2020 decennial census. Currently, there is not a clear answer as to the difference in numbers. It is noted that the 2010 decennial count occurred during the COVID-19 pandemic, which severely limited face-to-face interaction. 2020 ACS data will not be released until later in 2021 to provide additional insight into the population estimates.

Table 3: 2010 & 2019	American Con	nmunity Survey Po	pulation Estim
Location	2019 ACS	2010 ACS	% Change
Bourbon	1,946	1,922	1.3%
Cuba	3,314	3,372	-1.7%
Steelville	1,728	1,390	24.3%
Crawford County	24,154	24,640	-1.97%
Missouri	6,104,910	5,922,314	3.0%
Source: 2010 & 2019 Amer	rican Community Sur	rvey data. <u>http://data.ce</u>	nsus.org





The educational level of the residents of Bourbon has shifted up and down over the last decade when reviewing American Community Survey (ACS) data. The percentage of individuals 25 years and over with a high school diploma decreased between 2010 and 2019 (44.7% to 40.2%); however, the percentage of individuals with associates and bachelor's degrees increased for the same timeframe (8.5% to 15.4%). The cities of Cuba and Steelville also saw comparable decreases in the percentage of individuals with high school diplomas and some college, no degree. Perhaps the most concerning statistic is the increase of individuals 25 years and older with no diploma. Cuba and Steelville experienced an increase of 1.2%-6.5% in the same category over the last decade. Based on the 2019 ACS statistics, just over a fifth (20.6%) of Bourbon's 25 years and older residents have no high school diploma.

The city has 898 total housing units with just under half of those being owner occupied (442) and approximately 104 noted as vacant for seasonal or recreational use, based on 2019 ACS data. Of the 898 housing units, 122 were built prior to 1940. While many of these structures may be properly maintained, it is likely that a portion of the properties would be targets for renovations and/or possible demolitions in the community depending on current structural conditions. The average household size in Bourbon and the state of Missouri is 2.4 people.



Pictures 4 & 5: Examples of single-family homes in Bourbon, ranging from newer construction (left) to a home built in 1890 (right). Source: MARIS

According to 2019 American Community Survey, 23.8% of Bourbon's individuals (461) are living below the poverty level, which is a 4.8% increase from 2010. Almost half of those individuals (42.4%) are below the age of 18. Steelville saw a slight 2% improvement; unfortunately, Cuba had a 10% increase of individuals living below the poverty level between 2010 and 2019.

Median household incomes in the city increased approximately 23% from 2010 to 2019, surpassing the increases of Steelville and the state of Missouri (14% and 19%), respectively. Cuba was the only neighboring community to see a sharp decline in the median household income (-28%); however, Crawford County saw a significant increase (28%) in income.

Table 4: Median H	Iousehold Income		
Location	2019 Median Household Income	2010 Median Household Income	Percent Change
Bourbon	\$41,625	\$33,839	23%
Cuba	\$20,607	\$29,010	-28%
Steelville	\$33,015	\$28,779	14%
Crawford County	\$44,438	\$34,506	28%
Missouri	\$55,461	\$46,262	19%
Source: 2010 & 2019 ACS 5-Year Estimates, US Census			

Bourbon's civilian labor force (16 years and older) totals 737 people, which is only 48.7% of the available population. This means that 51.3% of the same age group is not in the labor force, which is a significant increase since 2010. These numbers are comparable to other communities within Crawford County but are not consistent with the state, which has 63% of its civilians working or actively looking for work. Unemployment in the city of Bourbon was listed at 8.5% based on the 2019 ACS; however, the average 2019 unemployment rate for Crawford County, based on the U.S. Bureau of Labor Statistics was only 3.8%. For the pre-pandemic period (Sept. 1, 2019 – Feb. 29, 2020), the county experienced an average of 3.9% unemployment based on U.S. Bureau of Labor Statistics information. From March 1, 2020 to the end of July 2021, the county has averaged an unemployment rate of 6.04%, with a high of 12.1% in April 2020. Overall, the rates have improved over the course of 2021.

In Bourbon, the top four industry sectors employed 90% of the population in 2019 per ACS data. These industries include production, transportation, and material moving; sales and office; service; and management, professional and related. The largest employer, Paramount Apparel Intl, Inc. currently employees approximately 400 people. The next largest employer, Crawford County R-I School District, employs 125 people as of 2020. These two employers alone total almost 40% of the city's population. Per recent information from the Central Workforce Development Region, which includes Crawford County, top jobs include RNs, food prep and service, personal care and service, retail sales and cashiers, healthcare and technical practitioners, management, transportation and material moving, sales and customer service, construction and extraction, and building, grounds cleaning and maintenance.

The U.S. Census OnTheMap Inflow/Outflow Analysis provides a visual representation of those within the city of Bourbon and their commuting characteristics. The most recent analysis is from 2018. The following map shows that 745 individuals are employed in Bourbon but live outside the city limits, 573 live in Bourbon and travel outside of the city for work, and only 36 people live and work within the community.



Map 2: U.S. Census OnTheMap Inflow/Outflow 2018 Analysis

Source: US Census OnTheMap 2018 ACS Data.https://onthemap.ces.census.gov/

	2018	
	Count	Share
Employed in the Selection Area	781	100.0%
Employed in the Selection Area but Living Outside	745	95.4%
Employed and Living in the Selection Area	36	4.6%
Living in the Selection Area	609	100.0%
Living in the Selection Area but Employed Outside	573	94.1%
Living and Employed in the Selection Area	36	5.9%

Inflow/Outflow Job Counts in 2018

Additional commuter data for the Bourbon area was gathered from Emsi, an economic modeling workforce data source. The following data is based on Census statistics for the 65441-zip code in Bourbon, which covers are larger geographical area, but provides a more recent (2020) visual depiction for the community.



Map 3: 2020 Inbound Commuters to the 65441 Bourbon Zip Code

Source: www.economicmodeling.com. Statistics from Missouri Economic Research and Information Center

Data shows that the largest number of inbound commuters (308) come from the adjacent 63080 zip code for Sullivan (dark blue) and an overall total of 981 inbound commuters to the area marked with the yellow star (65441 zip code). Unfortunately, the area sees a -668 loss in net commuters because 1,649 people are leaving the area to work in other zip codes. This is an improvement from 2019, where 1,732 people were leaving the area for work and 994 were coming in from other zip codes.

City	Zip Code	Inbound Commuters	Outbound Commuters	Net Commuters
Sullivan	63080	308	435	-128
Cuba	65453	116	180	-65
St. Clair	63077	55	25	29
Steelville	65565	48	65	-17
Union	63084	43	77	-35
Source: <u>www.economicmodeling.com</u> . Statistics from Missouri Economic Research and Information Center				

SWOT ANALYSIS

The Meramec Regional Planning Commission led the participants in a SWOT Analysis (Strengths, Weaknesses, Opportunities and Threats) to assist the Bourbon Economic Development Group and fellow stakeholders in making more careful and informed decisions for the city's future. The SWOT addresses what the city is lacking, identifies ways to mitigate community risks and recognizes means to take the most advantage of chances for long-term success. The following items were prioritized by the participants and are listed in priority order for each category.

Strengths

- Key location on I-44 and Route 66
- Strong support for schools
- Distinct community features (e.g. Name, water tower, Bourbon Barrels, etc.)
- Lower cost of land
- Community has a desire to move forward
- Civic organizations (e.g. BEDG, Boosters, Bourbon Community Foundation, etc.)
- Abundance of infrastructure (e.g. utilities, fire, ambulance, schools, police, parks)

Weaknesses

- Lack of sales tax base
- Housing and rental availability
- Lack of community involvement with schools
- Lack of industrial park development
- Dilapidated buildings
- Lack of aesthetically pleasing areas/beautification

Opportunities

- Improve housing through new developments
- Increase tourism focused on outdoor recreation, floating, one visit with several stops, marketing for tourism, etc.
- Improvement in school districts
- Capitalize on the name of "Bourbon"
- Need new gathering places, cafes, etc.
- Residents and businesses have a drive to grow now

Threats

- Turning away of big opportunities by local community
- Resistance to change
- Downsizing of major businesses (e.g. Paramount)
- Deteriorating housing stock
- Bad publicity due to a local occurrence (e.g. police issue, crime, etc.)
- Influence of special interest groups

FOCUS AREAS, OBJECTIVES & STRATEGIES

The areas of focus, objectives and strategies identified in this section were based on items identified in the SWOT Analysis, as well as input from various stakeholders during the one-day strategic planning session held in July 2021.

FOUR FOCUS AREAS FOR BOURBON

- 1. Strengthen Economy
- 2. Increase Tourism
- 3. Improve Housing
- 4. Enrich Education

FOCUS 1: STRENGTHEN ECONOMY

Employment in the city of Bourbon is heavily concentrated in three sectors: Manufacturing, Retail Trade and Education. Numbers from the 2019 ACS indicate that over 60% of civilians 16 years and over are employed in one of these three areas. Impacts to the local economy have occurred by a larger employer reducing operations or increasing their staff. In order to withstand major economic disruptions—whether triggered by a nationwide recession or global pandemic — employment must be diversified, and the sales tax expanded within the city.

OBJECTIVE 1: INCREASE SALES TAX BASE

STRATEGY 1: Encourage "Shop Local"

STRATEGY 2: Expand availability of lodging

STRATEGY 3: Identify new businesses to fill gaps

STRATEGY 4: Enhance local businesses online presence

OBJECTIVE 2: CONTINUE INDUSTRIAL PARK DEVELOPMENT ALONG INTERSTATE 44

STRATEGY 1: Encourage expansion within the existing industrial park



Picture 5: Site plan of Industrial Park taken from http://bourbonmo.org/industry/.

FOCUS 2: INCREASE TOURISM

Creating a unique identifier for the community helps to set the city apart from neighboring tourist locales such as the Mural City (Cuba) and the Floating Capitol of Missouri (Steelville). The increase in visitors boosts the local economy and creates additional jobs. Additionally, marketing the destination draws visitors and tax dollars to Bourbon, while helping to create a sense of place for residents and tourists alike.

OBJECTIVE 1: INCREASE TOURISM FOCUSED ON OUTDOOR RECREATION AND PROVIDE AN ALL-IN-ONE COMMUNITY EXPERIENCE

STRATEGY 1: Expand the Bourbon Barrel Tour

STRATEGY 2: Improve beautification throughout the city

STRATEGY 3: Establish a Farmers Market

STRATEGY 4: Identify day trip opportunities for in and around Bourbon

STRATEGY 5: Consider the development of an outdoor sports complex



Picture 6: View of City Hall and Bourbon Barrel taken from http://bourbonmo.org/barrel-tour/.

OBJECTIVE 2: IMPROVE TOURISM MARKETING

STRATEGY 1: Enhance the <u>www.bourbonmo.org</u> website to include more information on tourism

STRATEGY 2: Capitalize on the name of 'Bourbon'

STRATEGY 3: Improve social media presence for local tourism

STRATEGY 4: Partner with local businesses to promote public events

STRATEGY 5: Consider the establishment of a local visitor center

FOCUS 3: IMPROVE HOUSING

Having adequate infrastructure in place is a prerequisite to improve housing if existing residential development is to be maintained and new structures are to be built within Bourbon. In the past, adequate infrastructure was defined as roads and public water and sewer systems. At present and in the future, expanded and improved telecommunications must be considered, and digital mapping of infrastructure should be supported. Additionally, property maintenance and enforcement should play a key role in improving aesthetics and attracting new residents to the city.

OBJECTIVE 1: INCREASE HOUSING AND RENTAL AVAILABILITY

STRATEGY 1: Improve infrastructure for new housing developments

STRATEGY 2: Identify areas for new housing

OBJECTIVE 2: IMPROVE EXISTING HOUSING WITH CITY LIMITS

STRATEGY 1: Address dilapidated housing

STRATEGY 2: Update GIS and utility mapping

FOCUS 4: ENRICH EDUCATION

Continued growth in the city of Bourbon will rely upon not only new and more competitive employment opportunities, but also on the creation and promotion of more education and training of future employees within the school district and surrounding community. Extra effort and attention should be paid to educate, train, and incentivize students and residents in order to keep the educated workforce in the city of Bourbon.

OBJECTIVE 1: ADDRESS NEEDS OF SCHOOL DISTRICT

STRATEGY 1: Bring agriculture and STEM programs to the school campus

STRATEGY 2: Build partnerships with local business community

STRATEGY 3: Increase community awareness and involvement of general public with the school district

ACTIONS IDENTIFIED

The action plan answers the question "How do we get there?" and is based primarily on the prioritized weaknesses and opportunities identified during the SWOT Analysis. While the action plan should provide a guide to prioritizing resources and efforts, it should not be used to limit the identification and implementation of other activities that support the strategic direction for the city of Bourbon. The scope of this plan follows a five-year timeframe and highlights four major areas of focus (Economy, Tourism, Housing and Education).



FOCUS: Strengthen Economy

Objective 1: *Increase sales tax base*

Strategies	Action Items	Partners and Stakeholders	Timeline
Encourage "Shop Local"	Work with businesses to participate in using the slogan		
	Complete a business directory for the city		
	Provide card racks at local restaurants and venues to promote other businesses in the community		
Expand availability of lodging	Identify lodging expansion opportunities in the community		
Identify new businesses to fill gaps	Complete a gap analysis study to determine which businesses are needed to fill in the missing needs of the community (ex: motels, meat and fish market, boutique clothes stores, etc.)		
Enhance local businesses online presence	Create a page on the www.bourbonmo.org website for businesses to access city information on how to open a new business, ordinances, etc.		
	Encourage local businesses to link social media and websites back to the city and economic development website		

Objective 2: Continue industrial park development along Interstate 44

Strategies	Action Items	Partners and Stakeholders	Timeline
Encourage expansion within the existing Industrial Park	Make improvements to the industrial park including entrances, infrastructure, signage, etc.		

FOCUS: Increase Tourism

Objective 1: Increase tourism focused on outdoor recreation and provide an all-
in-one community experience

Strategies	Action Items	Partners and Stakeholders	Timeline
Expand the Bourbon Barrel Tour	Identify next steps for expansion Purchase plaques for each barrel highlighting local history and events Work on a promotion strategy for the barrels such as "Adopt A Barrel"		
Improve beautification throughout the city	Encourage property maintenance for local businesses and residents through the enforcement of public nuisance ordinances Work with local gardening groups to plant flowers in barrels around the city		
Establish a Farmers Market	Include music and food sales vendors each week to expand interest in attendance Meet with local vendors to determine greatest needs of the market		
Identify day trip opportunities for in and around Bourbon	Meet with local tourism businesses and restaurants to identify interested participants Attract bus trips/tourism groups to Bourbon based on the established day trips		
Consider the development of a sports complex	Identify lodging availability to compliment the sports complex by working with local outfitters Identify food partners to support the sports complex		

Objective 2: Improve tourism marketing

Strategies	Action Items	Partners and Stakeholders	Timeline
Enhance the bourbonmo.org website to include	Identify gaps in information on the website		
more information on tourism	Establish a regular update schedule to ensure information is accurate and timely		
Capitalize on the name of 'Bourbon'	Work on branding effort to market the new city logo		
	Ensure all websites linking to the city of Bourbon utilize the same barrel logo		
	Construct 'Welcome' signs at the I-44 entrance to the city		
	Promote and sell 'Bourbon' branded t- shirts and other memorabilia		
Improve social media presence for local tourism	Create a social media strategy to push people towards the website		
	Target the market/boost Facebook and other social media posts to focus on certain demographics based on the event or destination		
Partner with local businesses to promote public events	Encourage businesses to promote local events and the website on their digital message boards around town		
	Consider the development of a tourism group to work with local organizations		
Consider the establishment of a local visitor center	Complete feasibility study to determine costs of a center		

FOCUS: Improve Housing

Strategies	Action Items	Partners and Stakeholders	Timeline
Improve infrastructure for new housing developments	Search for grant opportunities to support infrastructure expansion within residential developments		
	Ensure that necessary utilities are available to potential sites for residential construction		
Identify areas for new housing	Work with local realtors and economic developers to identify potential tracts for infill and subdivision construction of single and multi-family housing		

Objective 1: Increase housing and rental availability

Objective 2: Improve existing housing with city limits

Strategies	Action Items	Partners and Stakeholders	Timeline
Address dilapidated housing	Identify possible properties for demolition based on deterioration		
	Work with landlords and developers to improve maintenance of existing residences in the city		
	Apply for grant funding to demolish structures within city limits		
Update GIS and utility mapping	Identify locations of water, sewer, and other utilities to provide developers up-to-date information for residential construction		
	Maintain and update maps on a regular basis		

FOCUS: Enrich Education

Objective	1: Address	needs of	school	district
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Strategies	Action Items	Partners and Stakeholders	Timeline
Bring agriculture and STEM programs to the	Build new structure to accommodate programs		
school campus	Add a teacher to the curriculum		
	Work with employers to identify needs within the job market		
Build partnerships with local business community	Expose students to businesses and manufacturers within the community through manufacturing days		
	Increase availability of internships and job shadowing opportunities		
	Consider the development of a Jr. Chamber Business Leaders meeting or a college and career readiness advisory team		
	Create community service opportunities for students		
Increase	Build stronger partnerships through		
community awareness and	the development of a youth athletics and sports complex		
involvement of	and sports complex		
general public	Encourage local businesses and		
with the school district	residents to support school events		

NEXT STEPS

The following steps are recommended to keep the momentum of the Bourbon Economic Development Group (BEDG) and local stakeholders moving forward towards the focus areas established in the Strategic Plan.

- The BEDG, city leadership and strategic planning participants should hold a follow-up meeting to set timelines and identify partners, based on the action items discussed within the plan.
- Planning partners should host a large community meeting to find interest in various projects and to identify local champions to assist with implementation.



• The BEDG and community stakeholders should review the plan at least annually to ensure that tasks meet the focus of the plan and to track accomplishments.