



Brownsville on the move

A Comprehensive Plan for Building a More Vibrant, Sustainable, and Just Community

January 2012



**a comprehensive
development plan**

Prepared by



With the support of

THE UNIVERSITY OF
MEMPHIS

Graduate Program in
City and Regional Planning

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BROWNSVILLE ON THE MOVE: AN EXECUTIVE SUMMARY

I | ORIGINS OF THE PLAN

Shortly after her election as Mayor of the City of Brownsville in 2010, Jo Matherne, invited local residents, civic leaders, and municipal officials to work together to prepare a comprehensive development plan to guide the City's future growth and development. Aware of the extensive environmental, economic, and social data needed to formulate a solid blueprint to guide Brownsville's future, Mayor Matherne invited Thomas Skehan, formerly of the State of Tennessee's Office of Local Planning Services, and the students and faculty from the University of Memphis' Graduate Program in City and Regional Planning, to collaborate with local residents, institutional leaders, and municipal officials in creating the Brownsville on the Move Plan.

II | GOALS OF THE PLAN

In February of 2011, planners from the State of Tennessee and the University of Memphis met with Mayor Matherne, Planning Director Susan Hayes, and representatives of the Planning Commission, Historic Planning Commission and Board of Alderman to establish the following set of planning goals and guiding principles to guide the planning process. After extensive discussions, these officials asked their State and University planning partners to assist them in preparing a document that would:

- help local officials develop policies and implement programs that would produce a higher quality of life within the City;
- encourage new investment in local businesses that expand employment and entrepreneurial opportunities for current and future residents of the City;

- offer local residents, institutional leaders, and municipal officials the opportunity to work together to determine the future direction of their community's growth and development; and
- nurture the development of a new generation of civic leaders committed to building a more vibrant, sustainable, and just Brownsville.

III | COMMUNITY VALUES

Following several meetings involving Mayor Matherne, Planning Director Hayes, Tom Skehan of the State Office of Local Planning Services, and representatives of the University of Memphis, the Brownsville Planning Team agreed to work together to produce a plan that would be:

- informed by the City's rich social history and cultural heritage;
- shaped by a careful analysis of the best available quantitative and qualitative data describing local conditions and stakeholder preferences;
- based upon the community's many environmental, economic, and social assets;
- responsive to the hopes and aspirations of Brownsville's current residents, business owners, institutional leaders and elected and appointed officials;
- consistent with the county, region, and state's key economic and community development policies, plans, and programs;
- protective of the Brownsville's most important natural resources (Excellent soil, rich wetlands, abundant wildlife, remarkable scenic

views, and easy access to the Hatchie River and National Wildlife Refuge);

- respectful of the City’s impressive stock of well-preserved historic homes, commercial buildings, religious institutions and public facilities;
- bold enough to inspire a broad cross-section of local stakeholders and their allies to work together to achieve the plan’s most important elements;
- achievable using City resources that can be used to leverage significant amounts of external public and private funds; and,
- responsive to the hopes and aspirations of local youth as well as the City’s newest residents.

IV | PLANNING METHODOLOGY

The Brownsville on the Move Plan is based upon a careful analysis of existing data and new research conducted by the Brownsville Planning Team with the assistance of local residents and leaders. One of the unique aspects of the Brownsville planning process has been the active participation of more than 500 residents in the analysis of the environmental, economic, and social data on which the plan is based. These residents and their elected leaders played a central role in shaping this plan’s overall development goal and specific improvement objectives; they also generated the vast majority of the more than sixty near, mid, and long term development projects highlighted in this document.

The following section summarizes the research activities carried out by the Brownsville Planning Team with the assistance of local residents and leaders between February and September 2011. More detailed information regarding these activities can be found within the Brownsville on the Move Plan and the project’s website: www.brownsvilleonthemove.org.

Brownsville Comprehensive Planning Research Methodology

Research Phase	Research Activities	Description of Research Activities
Intelligence	Archival Research..... Community Mapping..... Resident Vision Activities..... Camera Exercise..... Census Analysis..... Movers and Shakers Interviews Focus Group..... Resident Interviews..... Hernando, MS Field Trip	Student planners reviewed more than a dozen past plans, reports and studies More than sixty Residents worked together, in small groups, to map the city’s many assets More than fifty residents participated in a guided visualization exercise to imagine what an improved Brownsville could look like in 2030 More than forty local residents and business owners used disposable cameras to document the city’s assets, challenges, and untapped resource University students analyzed recent population and housing trends comparing the city to 6 other small cities in TN and the State University students conducted one-on-one interviews with more than two dozen local civic and business leaders University students and faculty facilitated focus groups with local small business owners, corporate managers, religious leaders, youth, and Latino/a residents involving more than two hundred individuals The University Survey Research Center conducted telephone interviews with more than two hundred city residents University faculty, with the assistance of municipal officials from Hernando, MS, organized a daylong study trip which twenty-five Brownsville leaders attended to identify “best practices in small town planning”
Design	SWOT Analysis Establishment of Overall Development goals and Setting of Specific Improvement Objectives	More than one hundred residents assessed Brownsville current strengths and weaknesses and future opportunities and threats, in an iterative fashion, following the completion of each new data collection activity Approximately eighty residents worked together to identify an overall development goal and specific improvement objectives to guide the future development of the city
Choice	Formulation of Detailed Action Plans Organization of Neighborhood Summit	Fifty local leaders attended two meetings to formulate issue specific action plans to help the city achieve its overall development goals and objectives Eighty residents participated in a day-long Neighborhood Summit to review, refine, and approve the draft Brownsville Preliminary Planning Framework before it was presented to the City Planning Commission for review.

V | THE BROWNSVILLE SWOT ANALYSIS

The Brownsville on the Move Plan features more than fifty pages of data describing current conditions and ongoing trends affecting the City and its people. The following chart presents the major research findings upon which the plan is based in the form of a SWOT Analysis. Originated by consultants

from the Stanford Research International who studied complex organizations and international conflicts in the 1960s and subsequently popularized by Harvard Business School faculty, the SWOT Analysis has been adopted by planners as a tool for presenting concise community profiles.

The Brownsville SWOT Analysis

Current Strengths	Current Weaknesses
<ul style="list-style-type: none"> • An excellent location: just west of I-40, close to two larger cities, the Hatchie River, and the Hatchie National Wildlife Reserve • Strong cooperation among Mayor and the City Board • Abundance of engaged religious congregations • Great family environment • Plentiful tourism and visitor attractions • A diverse population and good race relations • Convenient garbage collection and re-cycling services • Interesting, attractive, and varied historic districts 	<ul style="list-style-type: none"> • Lack of appropriate cultural and recreational activities for young people • Older educational facilities (Newest school is 41 years old) • Absence of well placed and attractively designed gateways and way-finding signage • Poor media portrayal and weak web presence of Brownsville • Poorly maintained building exteriors – needing facelifts • Blighted areas – needed improvement • Absence of clear development standards
Future Opportunities	Future threats
<ul style="list-style-type: none"> • Ideal location for satellite campus due to proximity to Jackson and Memphis • Significant untapped leadership within the community • Increasing traffic along the nearby I-40 Corridor • A small town feel that is ideal for raising children • A great retirement location (Low cost, climate, amenities, and access to excellent health care services) • Terrific as an in-between living alternative between Jackson and Memphis • Availability of students required to perform 80 hours of community service each academic year • The recently completed State solar farm and proposed industrial mega-site 	<ul style="list-style-type: none"> • Skilled workers leaving the area • Threat of talented youth leaving the area • A weak educational system

VI | THE OVERALL DEVELOPMENT GOAL AND SPECIFIC COMMUNITY IMPROVEMENT OBJECTIVES

Building upon the significant physical, economic, and social assets and clear local stakeholder visions for an improved community identified during the first phase of the planning process, local residents, institutional leaders, and municipal officials adopted the following overall development goal to guide their economic and community development efforts during the coming fifteen years.

To position Brownsville as West Tennessee’s most desirable city recognized for its natural beauty, rich cultural history, artistic attractions and musical heritage, abundant agriculture, exceptional architecture and unique town square, quality public services, faith-based traditions, and love of learning, with a central location bounded by the scenic Hatchie River – a thriving community where small town values, quality of life, diversity, and entrepreneurial spirit are honored daily.

Having selected this statement as their overall development goal, local stakeholders met several times before selecting the following six improvement objectives to help the City make progress towards achieving its overall development goal of becoming “West Tennessee’s most desirable city”.

- Objective 1** | To preserve and enhance the City’s built environment and public spaces through the skillful application of advanced **historic preservation and urban design** principles and methods;
- Objective 2** | To expand the City’s economic and tax base by **expanding local employment, entrepreneurial, and investment opportunities** for current and future residents and business owners;
- Objective 3** | To connect the City’s areas of public spaces, community facilities, and historic districts through a **proposed greenway system** utilizing the existing floodplain to improve access to the City’s neighborhoods and the Hatchie National Wildlife Refuge;
- Objective 4** | To strengthen the City’s competitive position within the region and nation through strategic investment in **public education, arts, and culture**;
- Objective 5** | To facilitate the movement of people and goods by **enhancing the City’s existing infrastructure and way-finding systems**; and
- Objective 6** | To insure quality **housing choice and security** for current and future residents through creative approaches to neighborhood preservation and enhancement, and expansion of the City’s housing stock.

VII | THE BROWNSVILLE ON THE MOVE ACTION PLAN

The Brownsville on the Move Plan contains specific near, mid, and long-term economic and community development projects designed to enable the City to achieve each of the above mentioned community improvement objectives. The project proposed for the near-term (first five years) of the plan are modest efforts than can, for the most part, be carried out through the cooperation of existing City personnel and community volunteers and limited amounts of new public and private funding. Momentum generated

by the successful completion of these projects is expected to broaden the base of community support and external funding for this plan so as to enable the City to undertake the more ambitious and potentially transformative initiatives presented as mid and long-term projects.

The following chart presents a small sample of the more than sixty concrete development projects featured in the Brownsville on the Move Plan.

	Near-Term Project	Mid-Term Project	Long-Term Project
Historic Preservation and Urban Design	Main Street Brownsville, Inc. Build upon the current Tennessee Downtowns Program and recently executed Court Square Master Plan to preserve and revitalize Downtown, complete and celebrate “Brownsville’s Looking Up”, as the foundation for achieving the next level - National Main Street status for Downtown Brownsville.	Brownville Urban Trails Establish at least two urban trails highlighting Brownsville’s art and history, with the aim of encouraging pedestrian use of Brownsville’s urban core while exposing visitors to the City’s Downtown and historic neighborhoods.	The School Back to the City Core Abandon campus-based school complexes at the City’s periphery in favor of the adaptive re-use of infill sites closer to the town center.
Expanding Local Employment, Entrepreneurship, and Business	Digging Downtown Project A systematic effort to bring people back to Court Square to enjoy art, music, culture, food and shopping, that builds upon the excitement generated by the City’s recent upgrading of the Court Square. This project would feature a Friday evening Music series, Saturday Farmers Market, Sunday Classic Outdoor Movie Program and an end-of-the-school year social history arts, and drama festival to attract residents and visitors.	What’s Cooking/Baking A coordinated and strategic effort by local business leaders to recruit a successful restaurateur and/or baker from within the region to establish a quality family or fine dining restaurant and/or bake shop in a currently underutilized first floor location on or near Court Square.	4H Home Base Make Brownsville the location of a new regional 4-H Education and Training Center in West Tennessee to be built by the State Cooperative Education Service.
Creating a City-Wide Greenway	Let’s Move Establish a Greenway Conservancy to coordinate the planning and development of a	Trailhead Design Organize an international design competition for the creation of a “green” trailhead information, education,	To the Hatchie Design and construct a public hiking and biking trail connecting the City’s proposed

	circumferential greenway that will serve as a central feature of the City’s flood control system and an important regional recreational amenity.	bike rental and repair facility.	greenway to the Hatchie National Wildlife Reserve.
Promoting Public Education, Art, and Culture	<p>AP on the Advance</p> <p>Increase the number and variety of Advanced Placement courses available to Brownsville and Haywood County secondary students thereby improving their college admissions profiles and completion times.</p>	<p>Engagement Brownsville</p> <p>The City, in cooperation with the Haywood County Schools and the Brownsville Public Library, would work to contract with service-learning experts to formulate a developmental approach for involving school-age children in ongoing public service, community-building and problem-solving efforts within the community.</p>	<p>The New Haywood County High school</p> <p>The design and construction of a new Haywood County High School near the center City using green design principles that will allow students to actively study sustainable approaches to architecture, engineering, and planning.</p>
Enhancing the Movement of People and Goods	<p>Roundabout</p> <p>Work with TDOT to determine the most appropriate treatment of the intersection of the Bypass and Highway 76 (Anderson Avenue), including a roundabout to create an attractive gateway into the City, while providing an efficient, streamlined traffic flow.</p>	<p>Gateway/Corridor Enhancements</p> <p>Work with TDOT, local businesses, and the Chamber to improve the Anderson Avenue/Main Street corridor from I-40 to Downtown which serves as the primary entrance into the City, create attractive gateways for travelers/tourists, and residents while addressing safety and accessibility issues. Critical infrastructure items, include: unsafe sidewalks, intrusive utility poles, unattractive parking lots, and the absence of landscaping. To further complement these improvements, Downtown will serve as a primary connection point for those seeking to use the new greenway system. Over time, these consumers might attract a trail-related business such as a bike shop, sports store, coffee shop or eatery.</p>	<p>Alternative Fuels Initiative</p> <p>Studying the extent to which the City, School District, and County could achieve energy efficiency and environmental benefits by changing the mix of fuels they use in their respective motor fleets.</p>
Improving Housing Quality and Choice	<p>Christmas-in-April</p> <p>An initiative aimed at organizing local volunteers to undertake small repairs and cosmetic improvement projects for low to moderate income homeowners who cannot, for a variety of financial and physical reasons, complete these projects.</p>	<p>Brownsville Assisted Living Project</p> <p>Recruit a recognized non-profit senior housing provider to develop an assisted living complex offering a range of housing types and supportive services.</p>	<p>Bradford Square Revisited</p> <p>Redevelop Bradford Square as a mixed-income, mixed-use, mixed-finance project to include housing, neighborhood-oriented retail services, including a grocery, and various educational and civic uses.</p>

VIII | PLAN, REVIEW, APPROVAL, AND IMPLEMENTATION

Mayor Matherne expects to submit the Brownsville on the Move Plan to the Planning Commission for review and approval in January of 2012. Following their approval, the plan will be forwarded to the Brownsville City Board in February. Following the approval of this second body, the Mayor will ask the Planning Commission and City Board to review the plan's list of twenty-four near-term projects to identify a manageable subset of three to five initiatives they would recommend as Year One Priorities. At the end of each year, these bodies will evaluate the progress that has been made towards successfully implementing these efforts. At that time, completed projects will drop off the list to be replaced by the next set of priority projects from the plan. On the fifth anniversary of the plan's adoption, the Planning Commission and City Board will revisit the proposed list of Near and Mid-Term Projects in light of then-current economic, fiscal, and political conditions.

IX | FOR ADDITIONAL INFORMATION

For additional information regarding the plan and its implementation, please contact:

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1 | INTRODUCTION

1.1 | ORIGIN OF THE PLAN

In the fall of 2009, Brownsville’s former mayor, Webb Banks, invited The University of Memphis Graduate Program in City and Regional Planning to examine alternative strategies for encouraging more of the City’s employees to live within the community. The report produced by the U of M’s Special Projects Studio, “Strategies for Enhancing Resident Attraction to Brownsville, TN”, emphasized how branding, urban design, and transportation initiatives could be used to more effectively promote the community (Bell 2010).

During her election campaign in 2010, Mayor Jo Matherne urged Brownsville residents and leaders to work together to create and implement a strategic development plan designed to improve the city’s competitive position within the region, state, and nation.

In the fall of 2010, Mayor Matherne invited Sharon Hayes, an experienced higher education administrator, to join her administration as Director of Planning. She also re-organized the City’s Planning Commission, in part, to provide leadership for this new strategic planning process through the appointment of several new members, including women and people of color.

Mayor Matherne and Sharon Hayes invited representatives of the State of Tennessee’s Local Planning Assistance Office (LPAO) and The University of Memphis Graduate Program in City and Regional Planning to come to Brownsville to meet with representatives of the Board of Aldermen, City Planning Commission, Historic Zoning Commission, and other community leaders to discuss the City’s future.



Mayor Matherne (on the left) and City Planner, Sharon Hayes (on the right).

During this meeting, local officials and their invited guests discussed the catalytic effect that an inspired master plan could have upon the city’s ongoing economic and community development efforts. They also explored ways in which the State of Tennessee’s Local Planning Assistance Office and The U of M Graduate Program in City and Regional Planning could work together to assist Brownsville in completing a comprehensive development plan that could have a “transformative” effect on the quality of life within the city.

Subsequent to this meeting, Mayor Matherne invited The University of Memphis’ group to prepare a detailed work plan (a.k.a. scope of services) designed to involve a broad cross-section of the community’s residents, business owners, institutional leaders, and elected and appointed officials in the creation of a high-quality master plan to guide the city’s future development.

In early January 2011, the City of Brownsville awarded a \$39,000 contract to The University of Memphis Graduate Program in City and Regional Planning to generate and analyze the environmental, economic, and social data required to prepare a comprehensive development plan for the city. Upon receiving the contract, the University assembled an experienced team of architects, planners, and economic development professionals to serve on the Brownsville Planning Team (BPT). Among these were:



- Kenneth M. Reardon, Professor and Director of the Graduate Program in City and Regional Planning at The University of Memphis (PhD in City and Regional Planning from Cornell University)



- David Westendorff, Associate Professor in City and Regional Planning at The University of Memphis (PhD in City and Regional Planning from Cornell University)



- Laura Saija, Visiting Marie Curie Professor in City and Regional Planning at The University of Memphis (PhD in City and Regional Planning and Design from the University of Catania, Italy)



- Steve Redding, Research Professor in City and Regional Planning at The University of Memphis (M.B.A., Mississippi State University)



- Bob Barber, Visiting Assistant Professor in City and Regional Planning (Master in Urban and Regional Planning at University of Mississippi)

The University also organized a Special Projects Studio that attracted thirteen graduate students prepared to undertake the organizing, research, planning, and design activities required to produce a professional quality comprehensive plan.

1.2 | THE GOALS OF THE PLAN

During early February of 2011, these individuals worked with Brownsville’s Mayor, Planning Director, Planning Commission, and Board of Alderman to establish a set of overall planning goals and guiding principles to shape the planning process. After considerable discussion, these local officials asked the University’s Brownsville Planning Team to devise a planning process that would:

- help local officials develop policies and implement programs resulting in a higher quality of life for local residents;
- encourage new investment in local businesses to expand employment and entrepreneurial opportunities for current and future residents of the city;
- offer local residents and stakeholders the opportunity to determine the future direction of their community’s growth and development; and
- nurture the development of a new generation of civic leaders committed to building a more vibrant, sustainable and just Brownsville.

1.3 | GUIDING PRINCIPLES

Brownsville officials, led by Mayor Matherne and Sharon Hayes, met with University faculty and students several times before the official start of the Brownsville planning process to develop a set of guiding principles designed to produce a plan that would be:

- informed by the city’s rich social history and cultural heritage;
- shaped by a careful analysis of the best quantitative and qualitative data describing local conditions and stakeholder preferences;
- based upon the community’s many human, financial, and physical assets;
- responsive to the hopes and aspirations of Brownsville’s current residents, business owners, and institutional leaders;
- consistent with the County, region, and state’s key economic and community development policies, plans, and programs;
- protective of Brownsville’s most important natural resources (Excellent soil, verdant wetlands, abundant wildlife, many scenic views, and easy access to the Hatchie River and National Wildlife Refuge);
- sympathetic to preserving the City’s impressive stock of historic homes, commercial buildings, churches and public facilities;
- bold enough to inspire local residents, businesses, institutions, and allies to work together to achieve its most important elements;
- achievable using city resources that successfully leverage significant amounts of external public and private funds; and
- inclusive of local youth as well as new residents in an exciting community planning and development process that would develop their citizen organizing, problem-solving, and policy-making skills.

1.4 | PLANNING METHODOLOGY

The University’s Brownsville Planning Team and Special Projects Studio collaborated with Mayor Matherne and her local planning colleagues, to devise a research methodology to involve as many local residents and leaders in the planning process as possible, not just as subjects or informants but as co-researchers who played an active role at each and every step in the planning process. As a result of the ongoing outreach activities undertaken by University faculty and students, in cooperation with local leaders, over 800 residents and community and civic leaders participated in the development of this plan.

Between February and June 2011, the University’s Brownsville Planning Team and Special Projects Studio worked with local residents and leaders to carry out the following research activities:

Table 1 | Brownsville Comprehensive Planning Research Methodology

Phase	Research Activities
Intelligence	<p>Archival Research Student planners reviewed dozens of past plans, reports and studies producing a detailed historical timeline.</p> <p>Community Mapping More than sixty residents worked together, in small groups, to map the city’s many assets.</p> <p>Resident Visioning Activity More than fifty residents participated in a guided visualization exercise to imagine what an improved Brownsville would look like in 2030.</p> <p>Camera Exercise More than forty local residents and business owners used disposable cameras to document existing community conditions.</p>

Intelligence (cont.)	<p>Census Analysis University students analyzed recent population and housing trends comparing the City to 6 other small cities in TN and the State</p> <p>Movers and Shakers Interviews University students conducted one-on-one interviews with more than two dozen local civic and business leaders.</p> <p>Focus Groups University students and faculty facilitated focus groups with local small business owners, corporate managers, religious leaders, youth, and Latino/a residents involving more than two hundred individuals.</p> <p>Resident Interviews The University Survey Research Center conducted telephone interviews with more than two hundred city residents.</p> <p>Hernando, MS Field Trip University faculty, with the assistance of municipal officials from Hernando, MS, organized a study tour that twenty-five Brownsville leaders attended to identify “best practices in small town planning.”</p>
Design	<p>SWOT Analysis More than one hundred residents assessed Brownsville’s current strengths and weaknesses and future opportunities and threats, in an iterative fashion, following the completion of each new data collection activity.</p> <p>Establishment of Overall Development Goals and Specific Improvement Objectives Approximately eighty residents worked together to identify an overall development goal and specific improvement objectives to guide the future development of the City.</p>

Choice	<p>Formulation of Detailed Action Plans Fifty local leaders attended two meetings to formulate issue specific action plans to help the City achieve its overall development goals and objectives.</p> <p>Organization of a Neighborhood Summit Eighty residents participated in a day-long Neighborhood Summit to review, refine, and approve a draft of Brownsville’s Preliminary Planning Framework before it was presented to the City Planning Commission for review.</p>
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Social scientists use multiple methods such as those listed above to determine the basic nature, organization, and function of complex social systems, such as cities, because no single research method is powerful enough to reveal their true nature. Researchers refer to the process of using multiple methods to determine, with a high degree of reliability, how a system works as “triangulation”. The variety of research methods used in preparing the Brownsville on the Move Comprehensive Development Plan provide its findings with a solid empirical foundation upon which current and future City officials can, with confidence, make thoughtful and informed decisions regarding the City’s future.

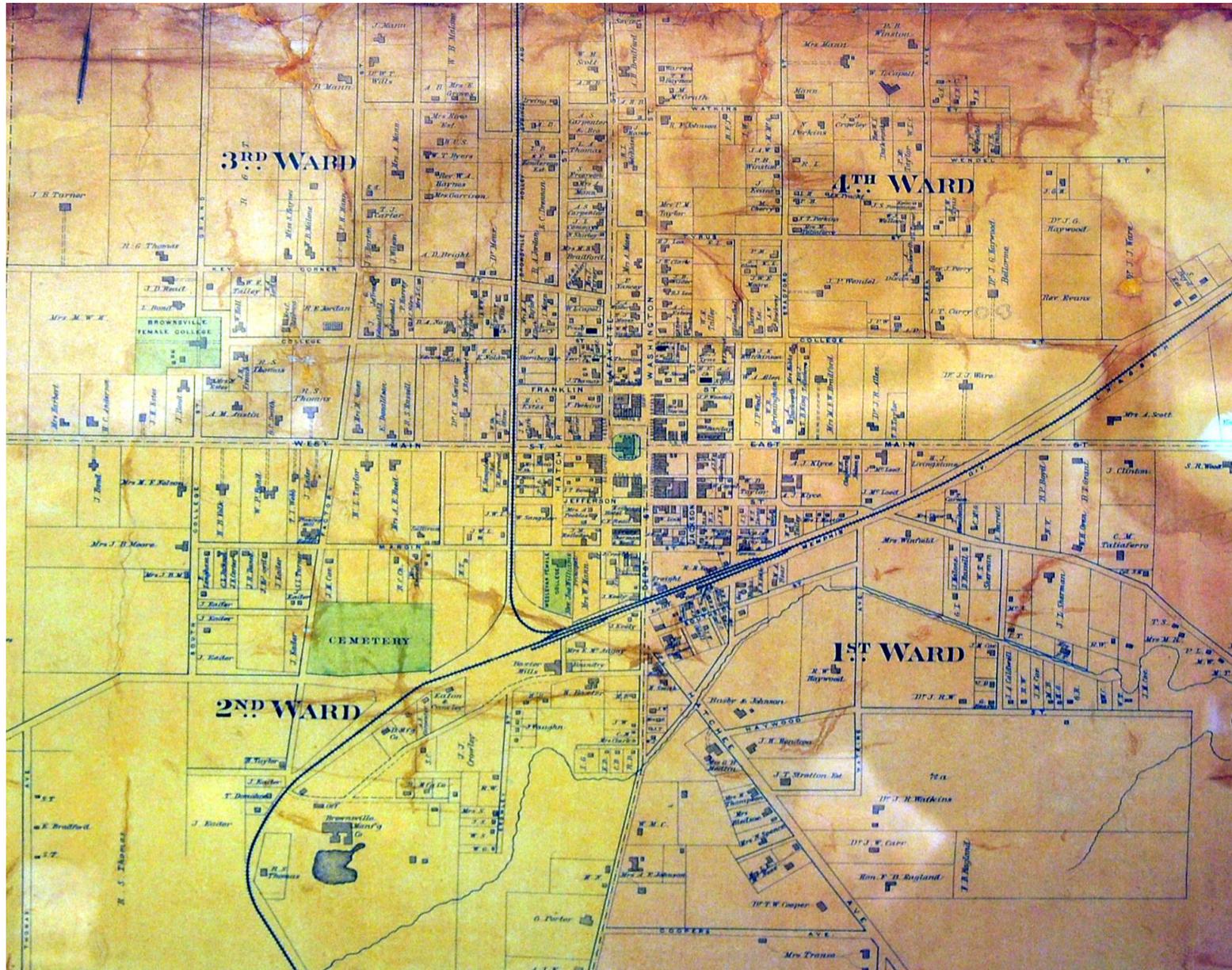


Figure 1.1 | 1877 Map of the City of Brownsville (Haywood County Museum).

2 | A BRIEF HISTORY OF BROWNSVILLE, TN

2.1 | THE BIRTH OF A SOUTHERN COTTON TOWN

Following the removal of Native Americans from the land as part of the Great Chickasaw Land Succession of 1818, land became available in West Tennessee for permanent settlement. In 1923, the State Legislature established the boundaries for Haywood County and its new County Seat – Brownsville. Both the City and the County were named after prominent historical figures; John Haywood was a highly-respected Tennessee Supreme Court Judge and General Jacob Brown was a hero of the War of 1812.

Immediately following the establishment of the City and the County, land was offered for purchase and development with large tracts being assembled for plantations dedicated to cotton production. The original plan for Brownsville followed a traditional physical pattern for County Seats in Tennessee featuring a central square at the heart of the community. A large public building was proposed for the center of the square to house important civic and governmental functions.



Figure 2.1 | Left: the Court Square in the 2010 Aerial view and in the 1877 map; right: the Court House today and in 1885.

The original Brownsville plan also featured two main streets terminating at the mid-point of the city block constituting the central Court Square. Historically, these two thoroughfares have served as the City's major north/south (Washington Avenue) and east/west (Main Street) arteries. Since its founding, Brownsville's major hotels, banks, law offices, and retail establishments have tended to locate on the streets surrounding Court Square while its major religious, fraternal, and civic organizations have more often chosen locations at prominent intersections along Washington and Main Streets. The cruciform pattern created by these major arteries divided the city into four districts that were envisioned as areas for potential residential development.

Following the publication of maps featuring the layout of the newly-established County Seat in December of 1825, the Jackson newspaper advertised the availability of commercial and residential lots within the City. During the subsequent two years, more than two hundred families chose Brownsville as their home which led to the establishment of the City's first Methodist, Baptist, Episcopal, and Presbyterian Churches, Heska Amuna Synagogue, and the construction of a new public building, originally planned for Court Square, which housed both a Court House and a jail.

New settlers were attracted by the area's rich soil and highly productive plantation system that benefited from the uncompensated labor of African American slaves and indentured servants. The growing surpluses generated by Haywood County cotton plantations during this period prompted Hiram Bradford, the purchaser of the City's first urban building parcel, to establish the County's first cotton gin. Over time, Bradford's gin encouraged increasing numbers of plantation owners to bring their crops to Brownsville for processing, causing the City's population to increase from two hundred to more than 5,000 by the end of the 1830s. Three decades of continued growth fueled by the success of the area's cotton plantations enabled Brownsville to build a series of elegant commercial buildings and hotels in

the Court Square District, establish a very successful newspaper, called The Phoenix, develop several attractive residential districts and construct several new schools, including the prestigious Brownsville Baptist Female College.

The growing importance of Brownsville as a cotton processing, farm supply center, agricultural trade hub, and commercial center prompted the Memphis & Ohio Railroad to establish service to the City in 1856 that further accelerated the City's growth until the War Between the States.



Figure 2.3 | Traffic in Court Square in 1912 (source: Haywood County Pictorial History Book)

2.2 | THE CIVIL WAR AND THE RECONSTRUCTION ERA

As a County deeply rooted in the plantation economy whose profitability was based, in large part, upon the toil of African-American slaves and indentured servants, it was not surprising that Haywood County residents voted 930 to 139 in June of 1861 to join the Confederate States of America. Subsequent to this vote, City and County residents aided the Confederate war effort by participating in a number of small local skirmishes. However, the most significant contribution of Haywood County residents to the Confederate war effort was their participation in the Battle of Fort Pillow that took place in nearby Lauderdale County on April 12, 1864 when white and black residents of the County engaged in a pitched battle with each other. Following the defeat of the Union forces under the leadership of General Nathan Bedford Forrest, surviving African American soldiers serving the Union Army were summarily executed.



Figure 2.4 | The 1864 Fort Pillow Battle

During the War, Brownsville emerged as an important crossroads for troops on both sides of the struggle. While the disruption caused by the War prompted numerous local churches and Court Square businesses to close, it represented little more than a brief interruption in the City's ongoing urban growth process that immediately re-asserted itself following the end of the conflict. One of the first signs of the City's post Civil War recovery was the establishment of the Brownsville Bank in 1869 which still operates, under the name of INSOUTH Bank, on South Washington Street.

Following the end of the Civil War, Federal authorities established Freeman's Bureaus in every county of the South (in Court Square, in Brownsville) which were responsible for implementing policies designed to integrate African Americans into the economic, political, and social mainstream of American life. They were also responsible for promoting policies and programs aimed at revitalizing the Southern economy, in part, to generate meaningful employment and business opportunities for as many African Americans as possible.

However, despite numerous improvements, such as financial support for black schools (the first school for African Americans in Brownsville was established in 1866) and the end of slavery as a legal status, the County's basic agricultural production system remained unchanged. With the support of the Freedmen's Bureau, former slaves typically remained on their former plantations as part-time sharecroppers, continuing to serve as a woefully underpaid labor force operating the County's highly productive and lucrative cotton production and trading system for the benefit of a small but increasingly wealthy and powerful group of privileged plantation owners.

The deep social divide that such conditions created between blacks and whites within the County during the latter part of the 19th and early part of the 20th century often erupted in violence against people of color, especially on the eve of major elections (e.g. rallies in Court Square by the Freedmen's

Leagues, actions of intimidation by the Ku Klux Klan against African-American civic leaders, etc.). In the 1870s, political changes in the local and state political establishments related to the conflicts with African Americans seeking to exercise their right to vote led to the end of Reconstruction in the South in 1877 and a new period of racial repression referred to as the Jim Crow Era.

Figure 2.5 | Brownsville Landing Ferry (Hatichie River), 1896.

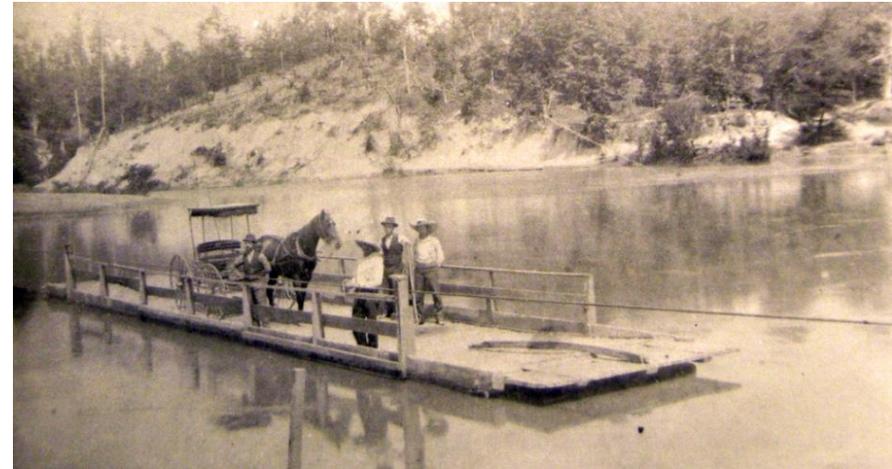


Figure 2.6 | Dunbar High School, for African-Americans, at the turn of the century.

2.3 | THE STRUGGLE FOR CIVIL RIGHTS

The years following Reconstruction in Haywood County and the rest of rural West Tennessee were characterized by the ongoing growth and profitability of the plantation economy. During this period, Brownsville emerged as an increasingly important business, religious and educational center. By the end of the 19th century more than 150 young women from seven states were enrolled in the Brownsville Female College, hundreds of Methodist families were making regular pilgrimages to the area's two historic Bible camps, and ambitious plans were being made to construct, with funds provided by Andrew Carnegie, the County's first public library.

The City's rapid expansion, similar to nearby Memphis, was temporarily halted in 1878 by a Yellow Fever outbreak that afflicted more than 800 residents and took more than 200 lives. Growing tensions over working conditions for African American farmhands and sharecroppers and the impact of Jim Crow legislation and practices within the County led to increasing racial tensions and conflict. These tensions were intensified when the State Legislature passed a convict labor leasing legislation that pitted low-paid African American farm hands against unpaid State prisoners for local farm labor. This conflict resulted in a significant increase in the numbers of African American arrests in the County requiring the construction of a new jail in 1877. The County's escalating racial tensions in the latter part of the 19th century prompted a significant number of local African American families to move to Kansas where they hoped for better treatment. In spite of these developments, the labor demands of the County's ever-expanding plantation economy continued to attract large numbers of African American agricultural workers who comprised 67% of the County population but only 5% of the land owning class by 1880. While Samuel McElwee, an African American businessman, was elected to the State Legislature from Haywood County for three terms beginning in 1882

he was unable, in Post-Reconstruction Tennessee, to significantly advance the economic and political position of people of color within his district.

Similar to many other Southern communities, the incidence of lynching within the County peaked in the 1890s but continued well into the early 20th century. The community's often-contradictory attitudes towards social issues were reflected in a number of decisions made by local officials during the first decade of the 20th century. On one hand, the city fathers decided to erect a statue in Court Square memorializing those who served the Confederate cause; while shortly thereafter they celebrated a speech given by Booker T. Washington to a local African American audience calling for black self-improvement. In 1916, local officials took the unusual step of granting permission for a suffragist march in downtown Brownsville in support of a woman's right to vote.

Racial tensions within Brownsville and many other Southern communities intensified after World War I as returning African American veterans were increasingly unwilling to accept the second-class status afforded them in the South. The initial mechanization of Southern agriculture, including the cotton plantations of Haywood County, reduced the need for labor and served to further heighten the African American community's concerns regarding their future. In the early 1920's Hester Currie Boyd initiated a fund-raising campaign to construct a new school building for the African American community in the Pilgrim Rest area of the city. In 1939, educated African Americans within the City of Brownsville formed a local chapter of the NAACP to secure voting rights and improved treatment. In spite of these educational and civil rights efforts, the African American community, which comprised 70% of the local population, still owned only 8% of the land within the County.

Figure 2.7 | Samuel McElwee, 1st African-American Tennessee state legislator for 3 terms (1883-1888).



Figure 2.8 | Dedication of the Confederate Monument in 1909 in Court Square.



Figure 2.9 | Mel Thomas Cotton Gin, 1920s.

Local administrators of the New Deal attempted to address the lack of African American landownership in 1939 and 1940 by assisting 39 families

in establishing the Haywood County Farm Project through which they could make the transition from sharecropper to landowner status. While representing an innovative approach to promoting greater social equity within the County, this initial farm project did not expand nor was it replicated; therefore, it had a negligible impact on local race relations. As a result, tensions between white and black residents of the City and County remained quite high, resulting in the lynching of a prominent member of the local NAACP Chapter and the harassment, and ultimate departure, of the president of the local NAACP Chapter and his family. These incidents subsequently triggered an investigation of local racial harassment and violence by the FBI just prior to World War II in which local civic leaders, law enforcement, and elected officials refused to participate.

The importance of local race relations were eclipsed during World War II as significant numbers of Brownsville and Haywood County men volunteered to serve their country. The demand for cotton for uniforms, tents, and tarps during the War bolstered the local farm economy forcing producers to adopt more mechanized approaches to cultivation given recurring farm labor shortages. The end of the War unleashed a number of powerful forces that had a dramatic impact on the City and the County. First, the GI Bill expanded opportunities for both white and black residents of the City and County to leave the community to pursue higher education and expanded economic opportunities elsewhere. Second, returning soldiers eager to start families had the chance to purchase homes on favorable terms through the GI Bill. However, Federal mortgage policies limited such assistance to the purchase of new homes that encouraged suburban development. Third, the passage of the National Highway Defense Act financed the construction of the Interstate System including I-40 which gave those traveling from Nashville to Memphis the opportunity to reduce their travel times by by-passing the slow-moving farm roads and small towns of West Tennessee, including Brownsville.



Figure 2.10 | Tent City established in 1960 by sharecroppers forced to live plantations.

Following the Brown vs. The Board of Education Supreme Court Decision and the success of the Montgomery Bus Boycott, African American residents of Brownsville and Haywood County intensified their efforts to secure the right to vote and to eliminate segregation in education, employment, and housing. In 1960, local officials' effort to complicate and slowdown the process of voter registration among African Americans was overcome through the efforts of the Haywood County Civic and Welfare League and the NAACP, with the assistance of the FBI and the Justice Department, enabling more than 200 African Americans to register to vote.

Shortly after the success of this voter registration effort, local landowners responded by evicting more than thirty tenant farmers from their land. A tent city was subsequently organized to house these families on the property of a local African American farmer. The increasingly visible plight of these displaced sharecroppers quickly came to the attention of students from the University of Michigan who organized food caravans to support these families and mobilized free legal assistance in support of their efforts. When five Michigan students participating in a CORE-sponsored food drive were harassed and one was arrested by the local Sheriff, the U.S. Justice Department under Attorney General Robert F. Kennedy, intervened by filing a suit against the local landowners who

evicted the sharecroppers and the local officials who failed to protect the rights of the tenants and their student supporters.

This struggle led to the first official meeting in 1962 between the Chairman of the County Board, the President of the First State Bank, and the President and Executive Committee of the Brownsville NAACP Chapter. While this meeting provided a new basis for promoting improved relations between white and African American residents of the city, it did not prevent a subsequent month of violence in 1965 when local African Americans sought to register following the signing of the 1965 Voting Rights Act by President Johnson. When two hundred African Americans demonstrated in August of that year on Court Square for an end of the violence, they required the protection of the FBI and Federal Marshals. That same day, KKK members from all over the South organized their own Court House Square rally to encourage local officials to continue their resistance to African American political empowerment.

By the end of the 1960s, the overwhelming majority of African Americans living in Brownsville secured their right to vote which subsequently led to the election of a number of African American City Alderman, School Board Members and County Commissioners in the 1970s and 1980s.

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Acknowledgements | Special thanks to Haywood County historians, Mr. Lynn Shaw and Dr. Richard Couto for their help and generosity.

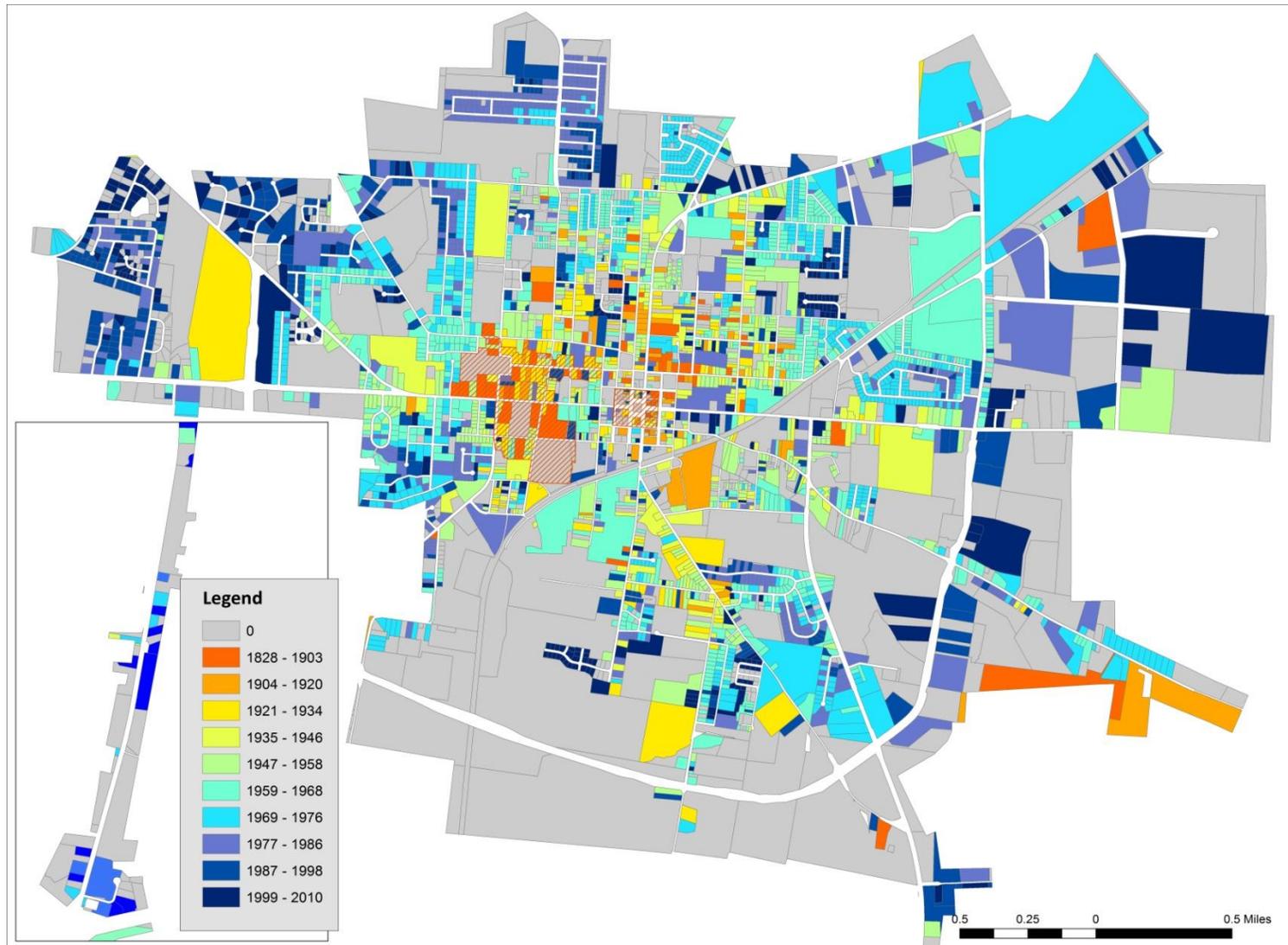


Figure 2.11 | Year of construction of parcels (source: tax assessor)

3 | COMMUNITY PROFILE

3.1 | POPULATION TRENDS

Similar to many other small cities located within rural areas of West Tennessee, Brownsville experienced a modest population loss between 2000 and 2010. The Brownsville on the Move Comprehensive Development Plan contains numerous proposals designed to encourage current residents to continue living in the City, college bound students to return to the community upon receiving their degrees, employees of local firms living outside of the City and the County to move into town, and targeted non-residents, especially military and non-military retirees, to consider moving to Brownsville for its home-town feel, natural beauty, many cultural resources, excellent health care services, and easy access to nearby Jackson and Memphis.

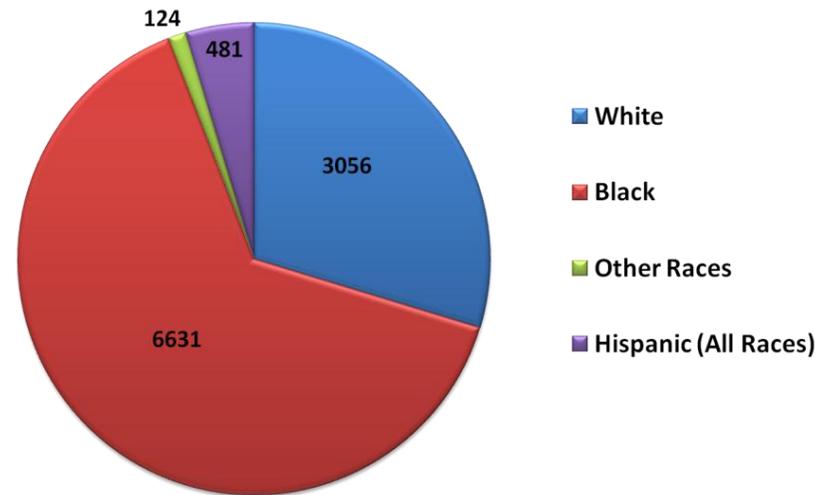
3.2 | RACIAL COMPOSITION

One of Brownsville’s most distinctive characteristics and greatest assets is its racial and cultural diversity. Sixty-five percent of the City’s current residents identify themselves as African American, thirty percent as White, four percent as Latino, and one percent as being from other racial identity groups. The City’s ability to attract and retain residents from a variety of backgrounds is an important asset. It is a somewhat uncommon one, especially among smaller West Tennessee cities, in this period when the nation is becoming increasingly racially, culturally, and religiously diverse due to increased transnational migration caused by powerful global economic and political forces.

Figure 3.1 | Population trends table (source: US Census)

	Brownsville	Haywood County	Bolivar	Dyersburg	Union City	Tennessee
2000	10,748	19,437	5,802	17,452	10,876	5,689,283
2010	10,292	18,787	5,417	17,145	10,895	6,346,105
% Change	-4.2	-3.3	-6.6	-1.8	0.2	11.5

Figure 3.2 | Population by Race/Ethnic groups in the City of Brownsville (US Census 2010)



3.3 | YOUNGER AND OLDER RESIDENTS

	Brownsville	Haywood County	Bolivar	Dyersburg	Union City	Tennessee
Under 19	3,151	5,516	1,468	4,907	2,930	1,638,624
Over 65	1,234	2,577	889	2,489	1,868	796,977
Total	4,385	8,093	2,357	7,396	4,798	2,435,601
% of total	42%	42%	42%	43%	45%	40%

Figure 3.3 | Table of the population under 19 and over 65 in 2010

(source: US Census)

The number of young people and senior citizens living in a community is of great significance to local leaders and officials. Young people and senior citizens require a significant level, and somewhat unique set, of municipal services. On the service side, young people require a high level of health care services, quality child care and public education, significant recreational facilities and programs, and ongoing transportation assistance. Seniors, while requiring a different set of recreational programs and fewer educational resources, require many of the same services as young people as well as affordable and supportive housing options.

Brownsville is similar to many other smaller communities in West Tennessee and the State of Tennessee in that young people and senior citizens comprise more than 40% of their respective populations. Attention must be given to the provision, organization, and coordination of services to these two populations. Given current and future limitations on funding for domestic social programs, every opportunity must be pursued to deliver these services as efficiently as possible through a more effective use of technology, merging of service providers when possible, and building multi-

use facilities that serve both groups when feasible. The current trend towards the design and development of combined neighborhood school/community center facilities that offer families the opportunity to walk to a neighborhood school that also houses adult education facilities, a fitness center, and the offices for local non-profit organizations that support children and families is an excellent example of such a shared community facility. Ironically, the idea of neighborhood schools as a 24/7 educational, recreational, cultural and civic center serving the entire community was initially proposed by John Dewey in the early 1900s and was a central feature of most neighborhood plans during the first several decades of the 20th Century (Benson, Harkavy, and Puckett 2997).

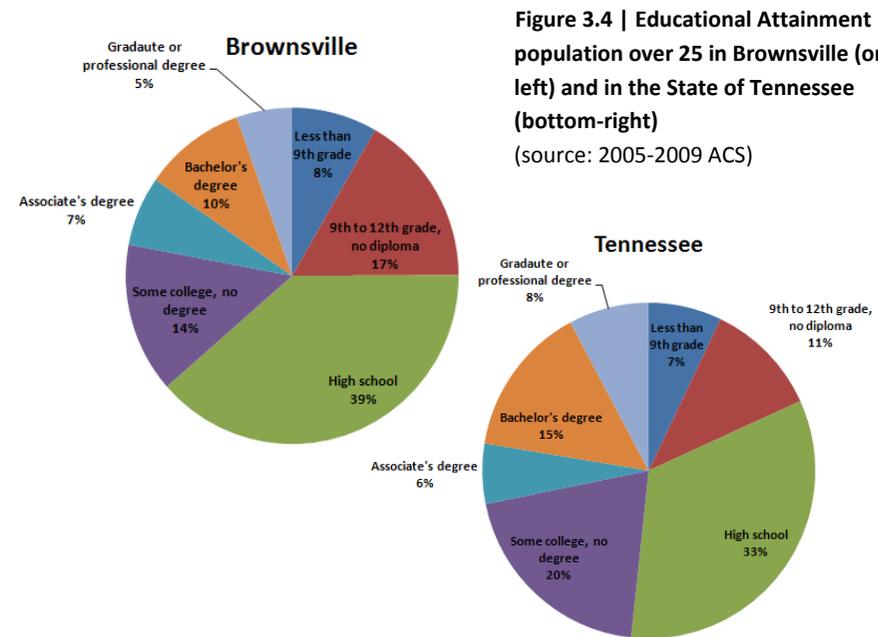


Figure 3.4 | Educational Attainment population over 25 in Brownsville (on the left) and in the State of Tennessee (bottom-right)

(source: 2005-2009 ACS)

3.4 | EDUCATIONAL ATTAINMENT

Educational attainment levels for adults over the age of 25 are significantly lower in Brownsville than the State of Tennessee as a whole. One in four residents of Brownsville does not possess a high school diploma. Even during good economic times, these individuals can expect to face serious challenges when seeking living wage employment. Additionally, those who are parents may be extremely limited in their ability to support their own children’s educational journey. Recent research highlights the critical role active parental involvement in children’s school work plays in long-term success in educational attainment.

The modest percentage of Brownsville residents possessing either bachelor and/or graduate degrees may also make it more difficult for the City to recruit technology-oriented service industries whose management considers a well educated workforce a key factor in their location decisions. While 15% of Brownsville’s adult population holds either bachelor or advanced degrees, 23% of the State of Tennessee’s adult population has earned such degrees. These data suggest the importance of investing in adult education programs to enhance the employment prospects of individuals with modest educational attainment levels and to increase the attractiveness of Brownsville to quality companies looking for attractive relocation or expansion locations.

3.5 | EMPLOYMENT BY INDUSTRY

The following chart shows the distribution of the Brownsville workforce by industry. On the positive side, the chart illustrates the highly diversified nature of the City’s industrial base and workforce. Very few small cities offer local residents as wide a range of employment opportunities as Brownsville. Two cautionary observations triggered by this table are the large number of jobs that appear in industrial sectors that are either

stagnant or in decline or in industrial sectors offering modest wages and few benefits. To the extent possible, Brownsville’s industrial recruitment efforts should be focused on firms that are in “sunrise” sectors (Those growing at a rate considerably higher than the GDP) and on those firms committed to investing in the development and well-being of their workforce through strategic human resource management policies and living wages.

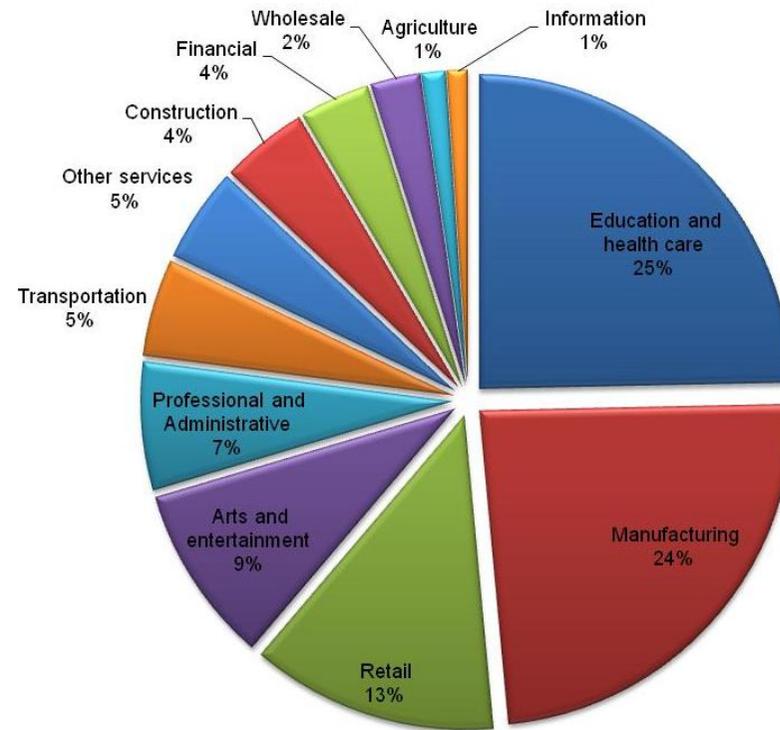


Figure 3.5 | Employment Number of Jobs by Industry in the City of Brownsville (US Census 2010)

3.6 | EMPLOYMENT BY OCCUPATION

		Brownsville	Tennessee	Brownsville	Tennessee
Primary	Managerial	19.4%	27.0%	62.2%	71.8%
	Professional	12.7%	14.9%		
	Service	14.6%	9.7%		
	Sales and Office	15.5%	20.2%		
Secondary	Farming	0.0%	0.3%	37.8%	28.2%
	Construction	3.8%	8.3%		
	Production	23.4%	13.9%		
	Transportation	10.6%	5.8%		

Figure 3.6 | Table of people employed in primary and secondary sectors
(source US Census)

William W. Goldsmith and Edward J. Blakely, two well-known urban planners, in their book *Separate Societies* argue that if you want to determine the overall economic health and welfare of a community, it is not enough to know the local employment rate. It is critical to know what kind of job an individual has. They, and other urban economists, divide all occupations into one of two categories; those that exist within the Primary Labor Force and the remainder that fall into the Secondary Labor Force. Primary Labor Force jobs pay well, provide full-time employment, offer excellent benefits, and tend to be more secure. These positions require their occupants to have a high level of literacy and numeracy, outstanding academic credentials, and excellent professional references. Secondary Labor Force jobs are less well-paying, often part-time, rarely provide benefits, and are frequently the victims of layoffs and terminations (Goldsmith and Blakely 2010).

From figure 3.6 you can see the extent to which Brownsville’s residents are concentrated in the less well paying and secure secondary labor market. While 62% of Brownsville residents work in the primary workforce; seventy-two percent of the State of Tennessee’s workers fall into this category. This chart further reinforces the need for additional general and vocational training for those working in this segment of the workforce.

3.7 | MEDIAN HOUSEHOLD INCOME

Median Household Incomes in Brownsville are lower than those in Bolivar, Dyersburg, Union City, as well as Haywood County and the State of Tennessee. Three related factors help explain this troubling observation. First, Brownsville residents tend to have lower educational attainment levels, placing them at a distinct disadvantage when seeking employment in our increasingly competitive job market. Second, many of the industries that exist within the Greater Brownsville Region are in stagnant and/or declining industries where wages have not kept pace with the overall growth of the economy. Third, many Brownsville residents are employed in the secondary labor force where wages are low, employment part-time and/or seasonal, benefits are rarely fully provided, and job security uncommon.

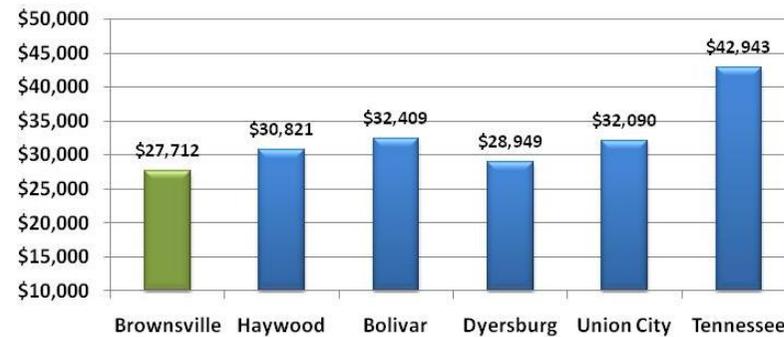


Figure 3.7 | Median Household Income (source: 2009 American Communities Survey)

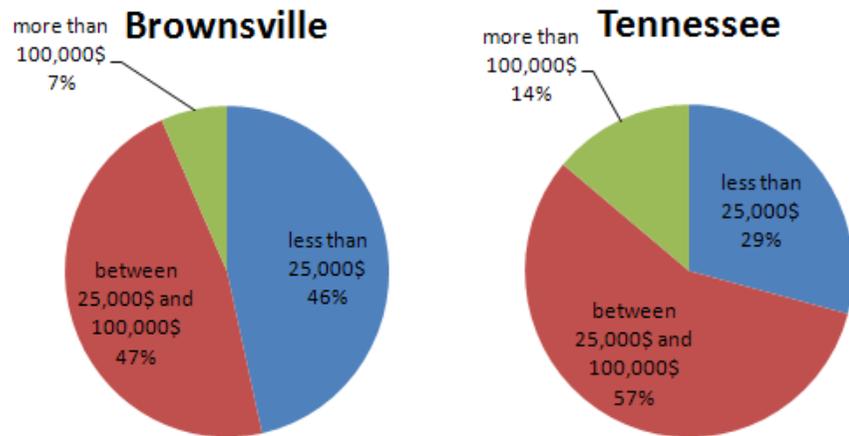


Figure 3.8 | Households income (source: 2005-2009 ACS)

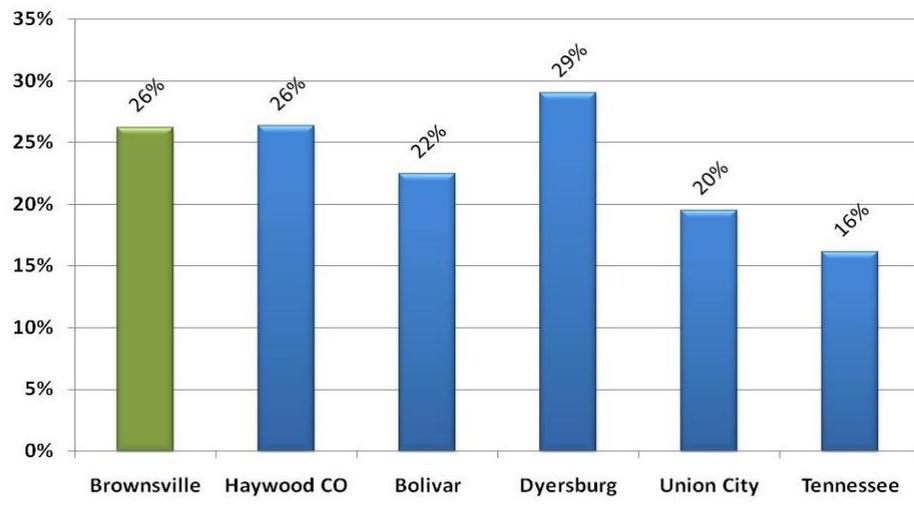


Figure 3.9 | Poverty Rate (source: 2005-2009 ACS)

3.8 | HOUSEHOLD INCOME DISTRIBUTION

Nearly half of the households in Brownsville have combined incomes of less than \$25,000 where as only 29% of the households in the State have incomes as modest. While 47% of Brownsville’s residents make between \$25,000 and \$100,000, 57% of the State’s workers fall into this category. Moving to the top category, only 7% of Brownsville’s workers earn more than \$100,000 whereas 14% of the State’s workforce earns more than \$100,000. Again, these data suggest the importance of creating programs to help local residents complete high school, move onto college and, if possible, advance to graduate school.

3.9 | POVERTY RATE

In spite of the overall diversity and strength of the Brownsville economy, more than one in four households have incomes that currently place them below Federal established poverty lines. For the majority of these families, the struggle to provide their household with food, clothing, shelter, and health care remains a constant struggle. These data suggest the need for an immediate outreach effort within the City’s poor and working class communities to determine if these families are receiving the full range of state and federal benefits to which they may be entitled. A longer-term strategy would be the completion of a detailed ethnographic study of the City’s low income community to identify and develop effective strategies to address the factors contributing to persistent poverty. Such research may identify many different kinds of poverty within Brownsville that may require a series of individually-tailored policy approaches.

3.10 | COMMUTATION

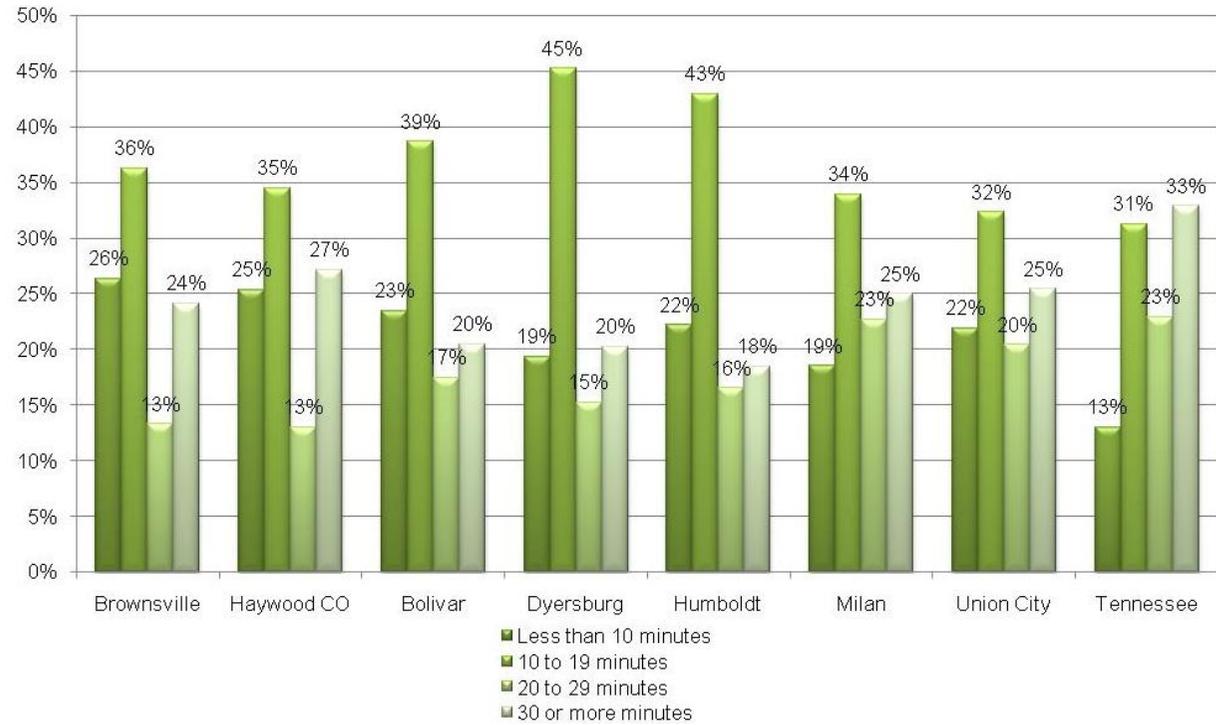
While the majority of Brownsville workers commute less than 20 minutes to and from either work or school, nearly one in four residents spent more than 30 minutes traveling to nearby Jackson for work or school. Given expected increases in the future costs of both housing and commuting, this plan proposes various strategies for generating local businesses and jobs through eco-tourism, downtown development, energy retrofitting, and buy local initiatives.

3.11 | TOTAL DWELLING UNITS

The total number of dwelling units within the City of Brownsville continued to grow between 1990 and 2010. While the vacancy rate for single-family homeowner units has remained relatively low, especially during the period following the real estate crash of 2009, this has not been the case for the City’s rental market which has experienced a high vacancy rate since 2000.

A more detailed survey of the city’s vacant rental property is needed before specific planning and policy recommendations can be made to address this issue. Rental vacancies can be the result of a weak economy, older units reaching the end of their useful life, a lack of public safety, and/or the financial condition of over-leveraged banks and lending institutions.

Figure 3.10 | Travel time to work (source 2009 ACS)



Year	1990	2000	2010
Total Dwelling Units	3,845	4,373	4,522
Homeowner Vacancy Rate	1.7	1.6	4.1
Renters Vacancy Rate	3.6	6.9	10.7

Figure 3.11 | total dwelling units

3.12 | TENANCY

The City of Brownsville has a higher percentage of rental units than two of its comparison cities and the State of Tennessee as a whole. While this, in part, reflects the nature of the City’s historic housing stock, it is also the result of homeowners unable to sell their single-family homes in the current real estate market causing them to place them on the market as rental units.

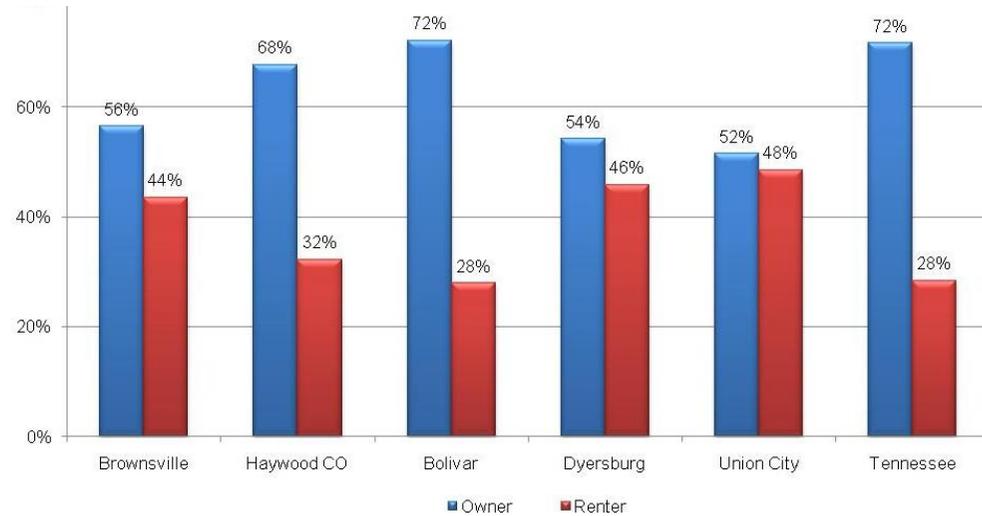


Figure 3.12 | Home owners and renters (source 2009 ACS)

3.13 | MEDIAN HOUSING VALUES

Median Housing Values within the City of Brownsville are approximately 8% higher than those in the remainder of Haywood County but are comparable to all of our comparison West Tennessee cities, and 30% below those of the State of Tennessee.

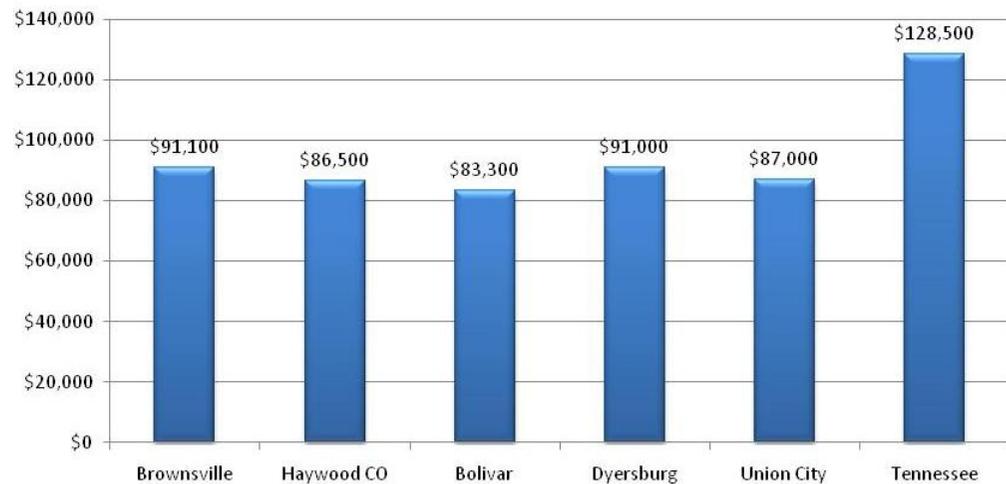


Figure 3.13 | Median home value (source: 2009 ACS)

3.14 | ECONOMIC INDICATORS

Largest Industries by Employment | An understanding of the economic base or industries that are exporting products outside of the local economy is useful to understand the overall direction of the local economy. The Census Bureau conducts a survey of businesses every two years. The most current available data for Haywood County is for 2007. The first level of analysis is to identify the industries which form the economic base, or export industries. The table on the right lists the industries with the most employment in Haywood County in 1997 and 2007.

Ten Largest Industries by Employment 1997			
NAICS code	Industry description	Employment	Percent of Total
326	Plastics & rubber products mfg	1750	40.7%
333	Machinery mfg	750	17.4%
722	Food services & drinking places	311	7.2%
445	Food & beverage stores	208	4.8%
621	Ambulatory health care services	174	4.0%
623	Nursing & residential care facilities	174	4.0%
452	General merchandise stores	156	3.6%
447	Gasoline stations	143	3.3%
441	Motor vehicle & parts dealers	118	2.7%
811	Repair & maintenance	92	2.1%

Ten Largest Industries by Employment 2007			
NAICS code	Industry description	Employment	Percent of Total
311	Food manufacturing	750	18.0%
326	Plastics and rubber products manufacturing	750	18.0%
333	Machinery manufacturing	750	18.0%
722	Food services and drinking places	377	9.0%
447	Gasoline stations	148	3.5%
445	Food and beverage stores	101	2.4%
452	General merchandise stores	59	1.4%
561	Administrative and support services	59	1.4%
621	Ambulatory health care services	59	1.4%
623	Nursing and residential care facilities	59	1.4%
721	Accommodation	37	0.9%

Economic Base | The table below lists the economic base industries of Haywood County in 1997 and 2007; it suggests that the economic base has contracted. There is an additional concern in that not only did the number of export industries and jobs shrink, but the diversity of the base also narrowed, leaving the City dependent upon a smaller number of firms operating in a smaller number of sectors.

A less diverse economic base leaves the City vulnerable should one industry begin to decline rapidly or move from the area. The effect of one or more plant closings on the overall economy could be quite damaging.

The core of the Haywood County economy is the manufacturing sector as is reflected in its economic base over time. During the entire period of this analysis, the manufacturing sector remained the largest portion of the economic base. A secondary concentration appears in the accommodations and food services sector. This is essentially, the hospitality and fast foods establishments located at I-40, Exit 56 near the entrance to Brownsville.

Economic Base 1997					
NAICS code	Industry description	1997 Haywood Employment	Percent of Total Employment	Export Employment	Percent of Export Employment
326	Plastics & rubber products mfg	1750	40.7%	1,701	59%
333	Machinery mfg	750	17.4%	683	24%
623	Nursing & residential care facilities	174	4.0%	103	4%
447	Gasoline stations	143	3.3%	99	3%
445	Food & beverage stores	208	4.8%	70	2%
442	Furniture & home furnishings stores	60	1.4%	37	1%
452	General merchandise stores	156	3.6%	36	1%
441	Motor vehicle & parts dealers	118	2.7%	36	1%
811	Repair & maintenance	92	2.1%	31	1%
453	Miscellaneous store retailers	60	1.4%	24	1%
81	Other services (except public administration)	140	3.3%	21	1%
446	Health & personal care stores	60	1.4%	17	1%
444	Building material & garden equipment & supplies	69	1.6%	16	1%

Economic Base Industries 2007					
NAICS code	Industry description	2007 Haywood Employment	Percent of Total Employment	Export Employment	Percent of Export Employment
311	Food manufacturing	750	18.0%	697	31%
326	Plastics and rubber products manufacturing	750	18.0%	719	32%
333	Machinery manufacturing	750	18.0%	708	31%
722	Food services and drinking places	377	9.0%	30	1%
447	Gasoline stations	148	3.5%	116	5%

Industry Analysis | Additional analysis of these base industries is given to assist the City and County leadership in formulating economic and physical development strategies that work. The first issue to consider is how the City and County’s economic base is performing. In the case of Haywood County, the strong performers at the end of the economic study are listed in the table below. These industries expanded employment locally and have enjoyed a local competitive advantage. It is important to note that the two most important manufacturing industries have a long track record of decline nationally. For this reason, leaders should continue to monitor these employers to ensure that local conditions continue to provide them competitive opportunities. The second issue is the performance of the Plastics and Rubber Manufacturing Sector. This sector of two establishments has shed a significant percentage of employment and is a slow growth industry overall. Leaders must be proactive in understanding what is happening in this industry. It has lost jobs due to the global economic decline, but civic leaders also need to know if the additional decline in employment is due to leaner, more efficient production or more ominous causes.

Strong Performers				
NAICS code	Industry description	Percent Change	Industrial Mix Component	Competitive Component
311	Food Manufacturing**		0	750
333	Machinery mfg**	0.0%	-352	137
447	Gasoline stations	3.5%	-46	10
722	Food services & drinking places	169.3%	-6	203
** This industry is declining nationally				

Poor Performer				
NAICS code	Industry description	Percent Change	Industrial Mix Component	Competitive Component
326	Plastics & rubber products mfg	-57.1%	-805	-698

Agriculture’s Special Role | Agriculture plays a special role in the economy of Haywood County. A majority of the land in the area is agricultural, forest or natural reserve. Agricultural heritage plays an important role in politics, heritage and culture in the City of Brownsville and the County. However, it is not as dominant of an economic factor in the local economy as the amount of land use would suggest. In 2007, there were 571 jobs in agriculture out of a grand total of about 8,478 jobs in the County including the self employed. While agriculture pays an important role in the local economy, it is important to understand that the jobs in this sector represent a very small portion of the money in the local economy. Therefore, its economic impact is far less significant in terms of employment than its cultural and social impact. Significant changes in the manufacturing, health care, retail and service industries may, in the future, have a much greater local impact than will events in the agricultural sector.

The lack of growth evident in many of the City and County’s traditional export-oriented industries suggests the potential value of an import substitution strategy. Instead of chasing outside firms to come to Brownsville and Haywood County to sell products outside of the region in order to improve the local community’s relative “balance of trade”; local officials should consider an import substitution strategy. This alternative approach to local economic development is gaining ground in many rural areas and smaller cities throughout the United States and seeks to build a community’s wealth by reducing the value of that which its local businesses, governments, and households purchase from outside of the region. By creating exciting new restaurant and entertainment venues in Brownsville, the City will be recapturing millions of dollars that would have been exported to business located outside of the City.

4 | EXISTING PHYSICAL CONDITIONS

4.1 | LOCATION AND SIZE

The City of Brownsville is located in the heart of Haywood County in West Tennessee. It is located just north of Exit 56 on Interstate 40 approximately one hundred fifty miles southwest of Nashville and sixty miles northeast of Memphis.

The City currently occupies 9.8 square miles of Haywood County. The County itself takes up more than 522 square miles of West Tennessee.

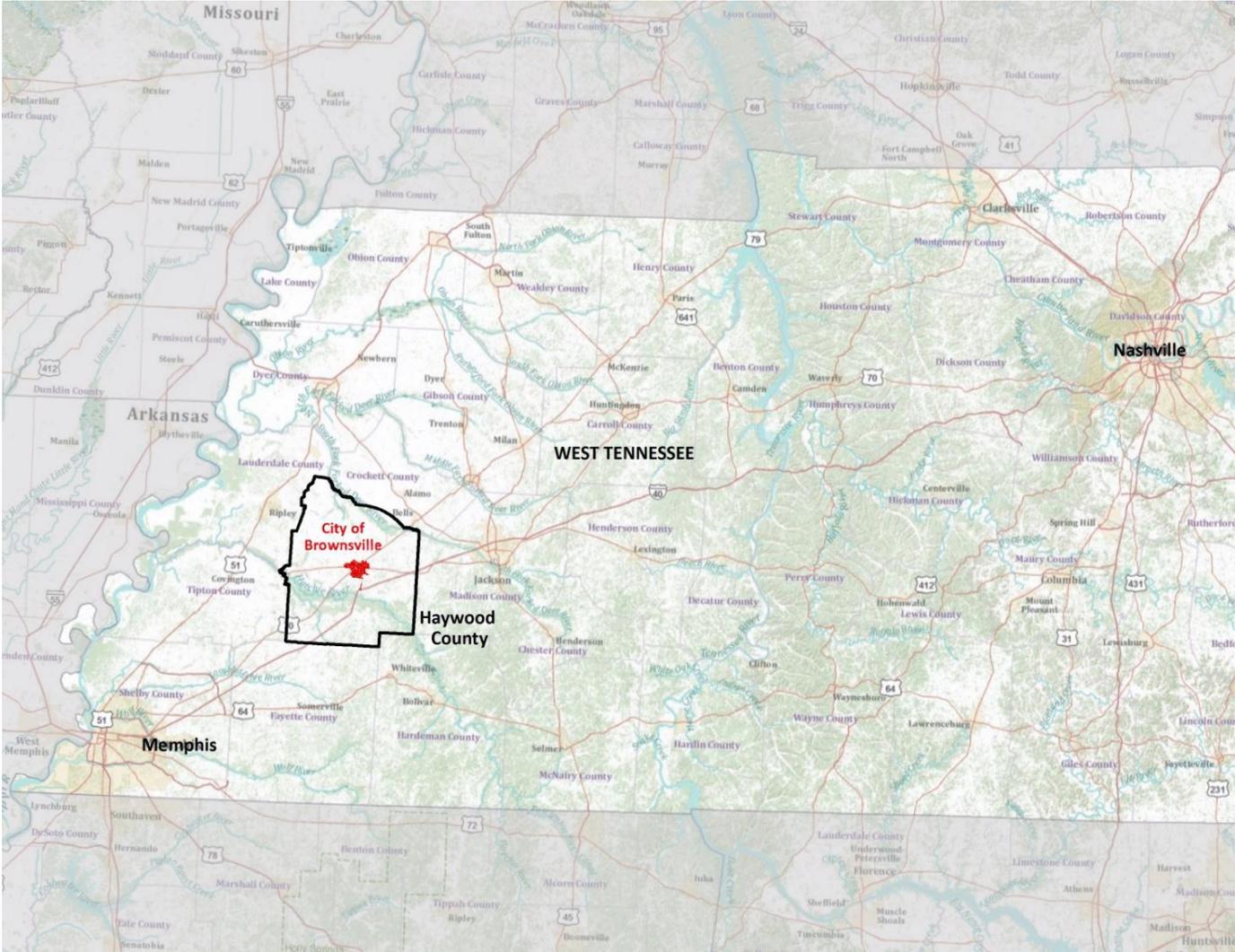


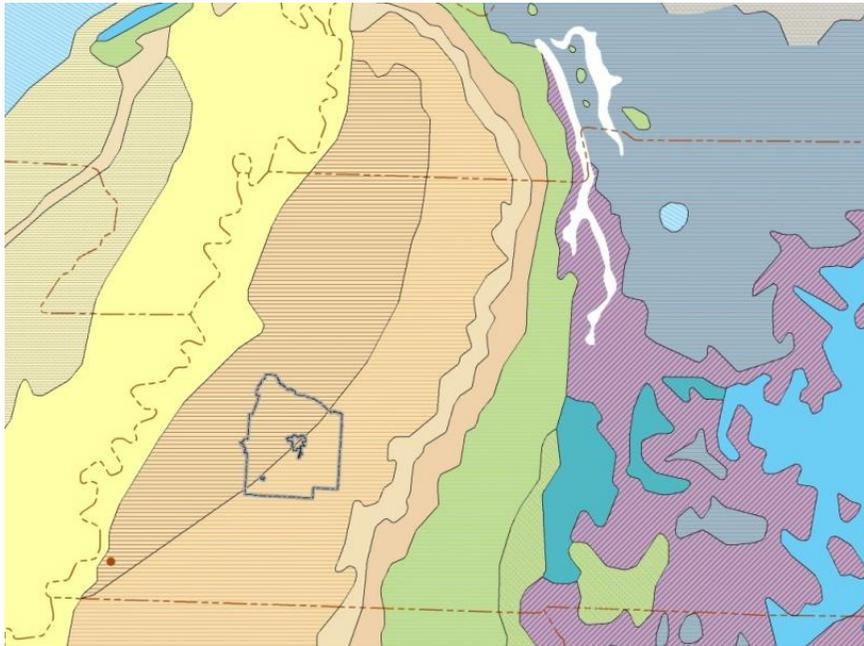
Figure 4.1 | Location of Haywood County and the City of Brownsville

4.2 | GEO-MORPHOLOGY AND TOPOGRAPHY

As part of the large Mississippi alluvial plain that occupies most of the Mid-South Region, Haywood County has the topographical and geological characteristics of lowlands. Brownsville and Haywood County are blessed with excellent sedimentary rock soils that drain well and are appropriate for a wide range of agricultural, residential, commercial, and industrial development.

The flat nature of the local topography leaves considerable areas available for local development; at the same time, it makes the developed areas vulnerable to seasonal flooding in the spring and summer.

Figures 4.2 and 4.3 | Geological map of West-Tennessee with the location of Haywood County (bottom) and US topographical map of Haywood County (on the right).



Fortunately, the original settlers chose to locate the City on a ridge that exists at the edge of the two watersheds that drain the agricultural land north and south of the City. While this fact has reduced flooding within the City's historic core and College Hill Historic District, it has not protected the community's peripheral residential areas from flooding. During the past ten years, significant portions of these areas have experienced two 100-year storm incidents causing serious damage to dozens of homes located along the City's existing storm water drainage system.

The flooding in these areas has become increasingly severe due to the ongoing silting of two important surface streams exacerbated by the use of channelized drainage systems. Recent research on global climate change indicates that we are likely to experience more brief and violent storms in the future that will serve to increase the threat of flooding.

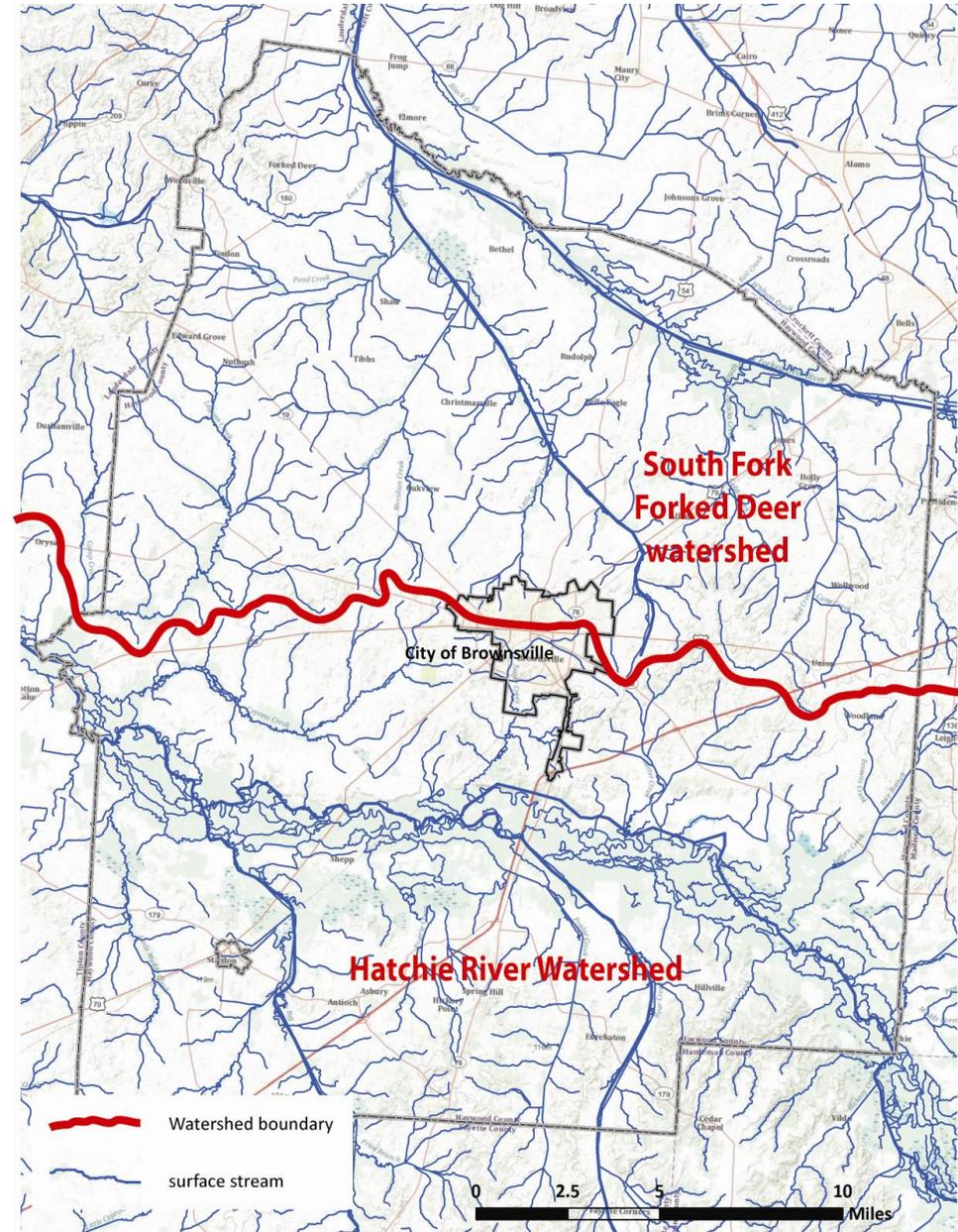


Figure 4.4 | Haywood County Surface Hydrology Map.

4.3 | NATURAL AREAS AND WILDLIFE

The Brownsville community benefits from two protected areas: The **Hatchie National Wildlife Refuge** that includes 11,556 acres of protected land along the Hatchie River four miles south of Brownsville. The Refuge was established in 1964, primarily to provide habitat (food, water and shelter) for migrating and wintering waterfowl, and is managed by the US Fish and Wildlife Agency.

The **Fort Ridge Wildlife Management Area** is located twelve miles north of the City and is comprised of 1,480 acres of protected land managed by the Tennessee Wildlife Resource Agency. The Area was established by the State of Tennessee to demonstrate the potential value of sustainable use of a natural ecosystem.

Both of these areas serve as important recreational amenities for Brownsville residents. Together these areas, along with the City’s many historical and cultural attractions, represent a significant eco-tourism and cultural tourism opportunity to the City and County, the benefits of which have yet to be fully realized.

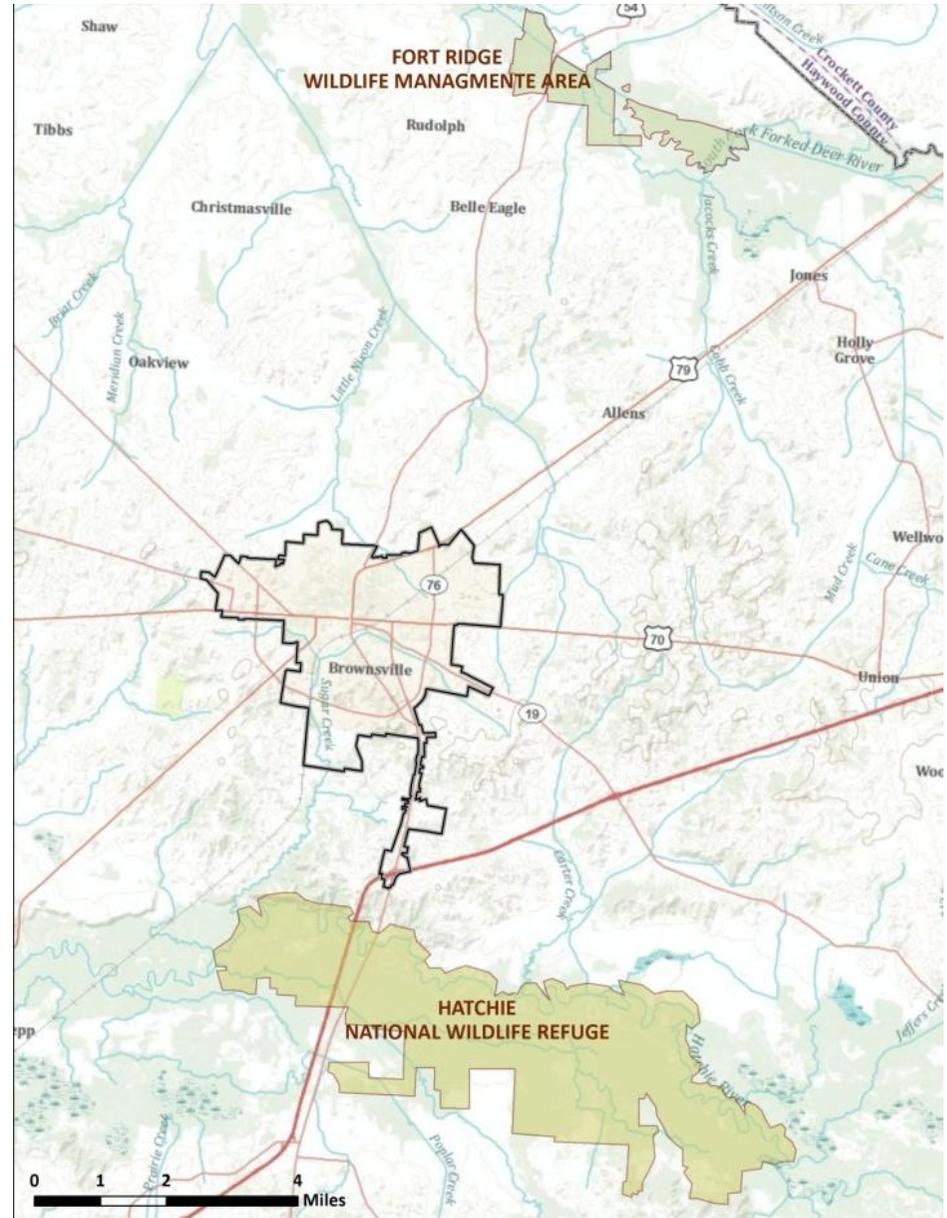


Figure 4.5 | Map of areas subjected to special restrictions for their environmental value in Haywood County

4.4 | NEIGHBORHOODS AND DISTRICTS

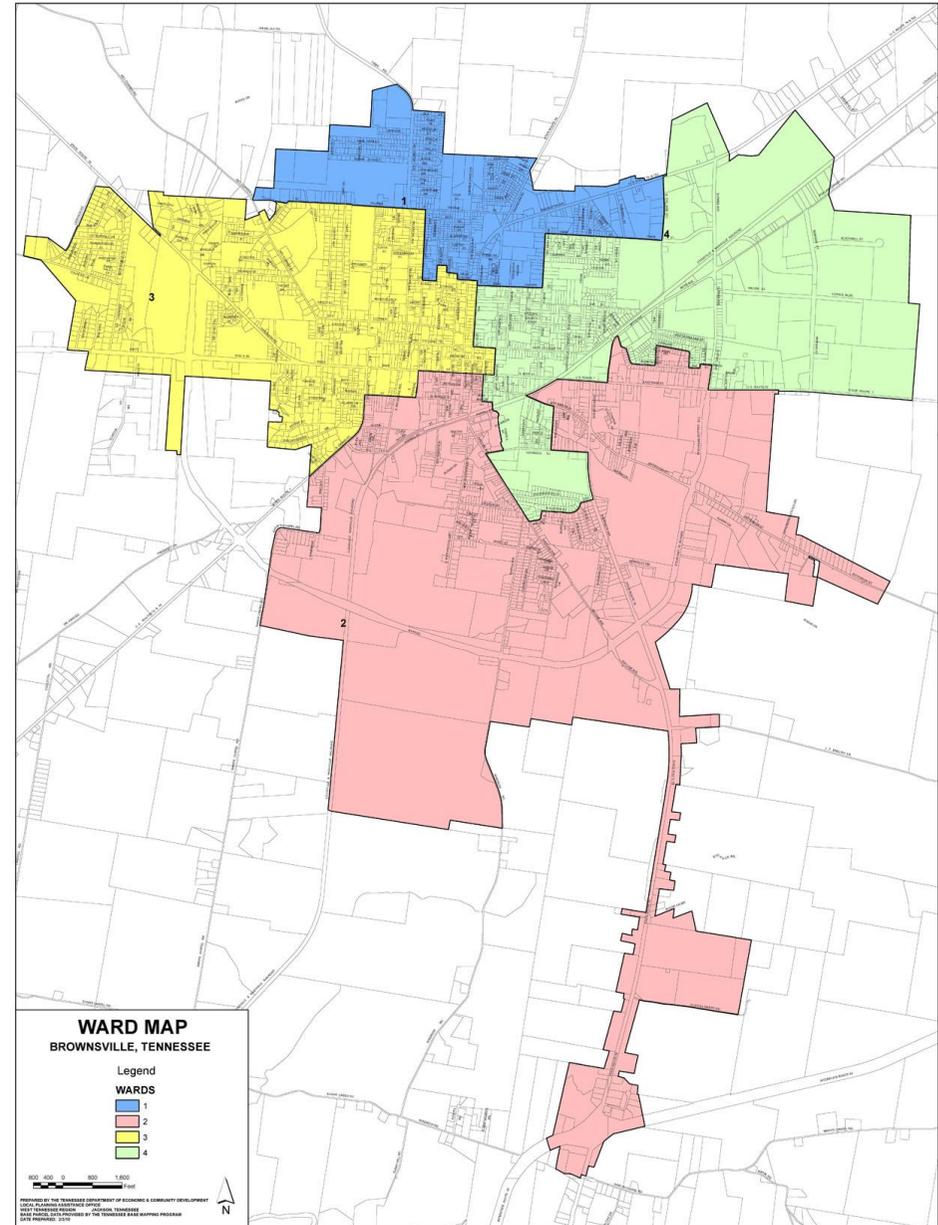
The City of Brownsville has been divided into four wards since its original founding. While these wards were originally conceived as electoral districts, they have, over time, taken on their own identities and functions. Most recently, they have been the organizing basis for the establishment of the City’s very successful Neighborhood Watch Program.

Over time, the City has also taken steps to preserve the character and enhance the sense of place of two unique districts, namely, the College Hill Historic District which was added to the National Register of Historic Places in 1980, and the Court Square Historic District which has been protected by a special historic preservation overlay enacted by the City Planning Commission. The following section offers a brief description on each of these two areas:

College Hill Historic District consists of 960 acres and 72 buildings. Its historic importance is due largely to the significance of people that were born there, such as James Bond, and the value of its local architecture which took shape between 1800 and 1974. The District’s dominant architectural styles are Greek Revival, Stickley/Eastlake, and Gothic. The main historic functions of the district were commerce/trade, residence, funerary, religion and education.

Court Square Historic District is not listed on the National Trust’s Register of Historic Places however its essential historic character at the heart of the City’s original plan and development has been protected through a recently adopted historic preservation overlay district adopted by the City Planning Commission and Board of Alderman. This overlay requires owners within the district to maintain the historic facades of their buildings and regulates new buildings that do not conform to the essential character of the existing architecture.

Figure 4.6 | Brownsville Ward Map



4.5 | LAND USE

One of Brownsville's historic and current strengths is the diversity of the businesses and social functions it has managed to attract and maintain. Currently, the primary land uses within the City limits are residential, commercial, institutional, industrial, civic, and public space.

The main land use challenge facing the City is how to resist the tendency towards low-density development at its ex-urban fringe while promoting the adaptive re-use of vacant and underutilized land and buildings near the city center.

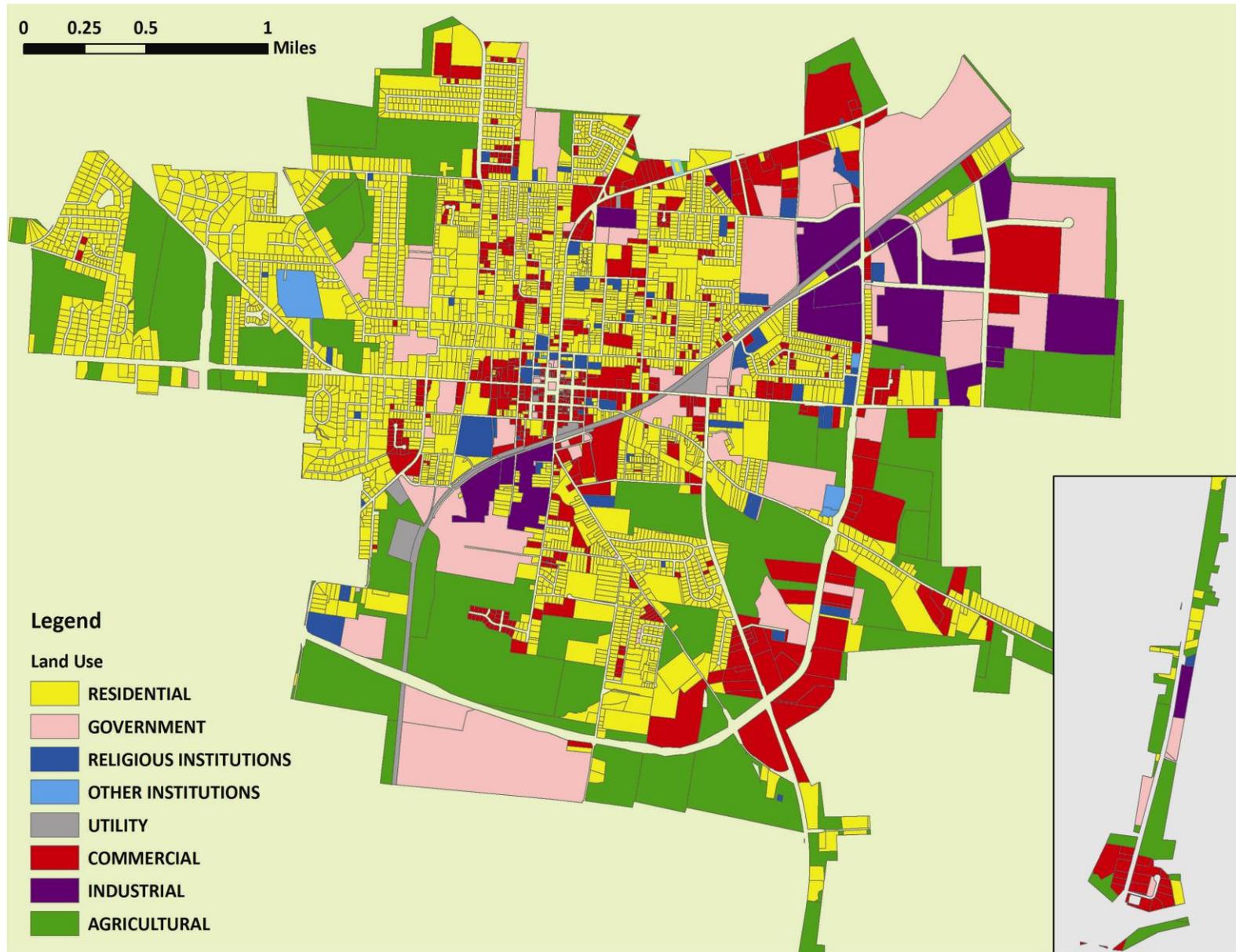


Figure 4.7 | Land Use Map

A particular challenge facing the City is how to return retail shopping to its core and historic residential neighborhoods. Without these uses, the City risks losing its small town ambience where residents would often meet each other in the historic commercial and administrative core or in the City's two smaller neighborhood-oriented retail nodes. Without these uses, the City runs the risk of appearing to be a somewhat haphazardly developed suburban-like place.

This plan encourages the City to look for available locations for public and publicly assisted development close to the heart of the City. For example, discussions are currently taking place regarding the near-term development of a new state-of-the-art high school. Rather than replicate another suburban school campus that students must be driven to, could the City, the County School, and the School District work together to identify a site near the core of the City that would enable a significant number of the students, staff, and faculty to walk or bike to classes. Such a change would reinforce the economic and social function of the downtown, promote health and wellness for students and staff, and reduce the amount of air pollution caused by auto and bus-based school transportation.

The City could also encourage the development of more compact, walkable, and bikeable residential projects at its periphery that would preserve more of the City's natural beauty, require less public infrastructure investment, conserve the use of non-renewable energy resources, encourage more active lifestyles, and promote a higher level of social interaction among neighbors through the use of Traditional Neighborhood Design and New Urbanist architectural principles. These approaches to urban place-making value sustainability, attractiveness, legibility and the social functions of places, especially those elements of a community that comprise the public realm (streetscapes, playgrounds, parks, boulevards, and public are areas). The U.S. Environmental Protection Administration has

developed a variety of Smart Codes that local communities can modify and adapt to support new forms of development that advance these values.

The following residential typology map illustrates the considerable amount of land that exists within the City for future development. Developing these areas in as environmentally-sensitive a manner as possible will have a significant impact upon the future attractiveness of the community to would-be developers, investors, and residents and the financial stability of the community. Numerous studies conducted by the Lincoln Land Institute, Urban Land Institute, and Brookings Institute have established the enormous long-term costs of low-density development patterns to future taxpayers.

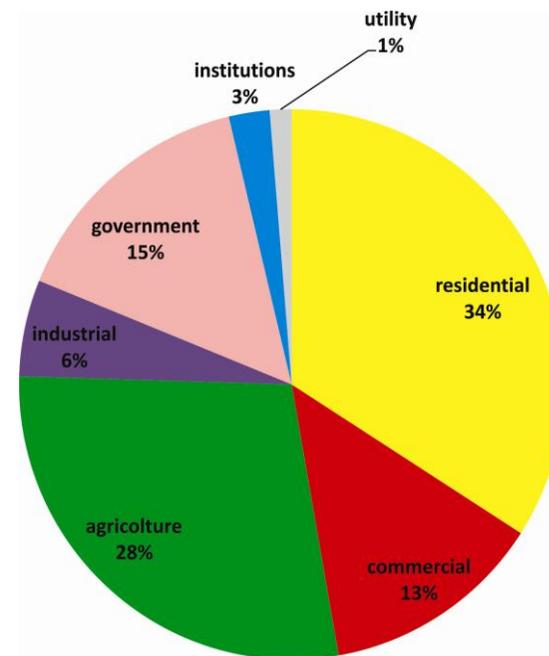


Figure 4.8 | % of land occupied by different land uses.

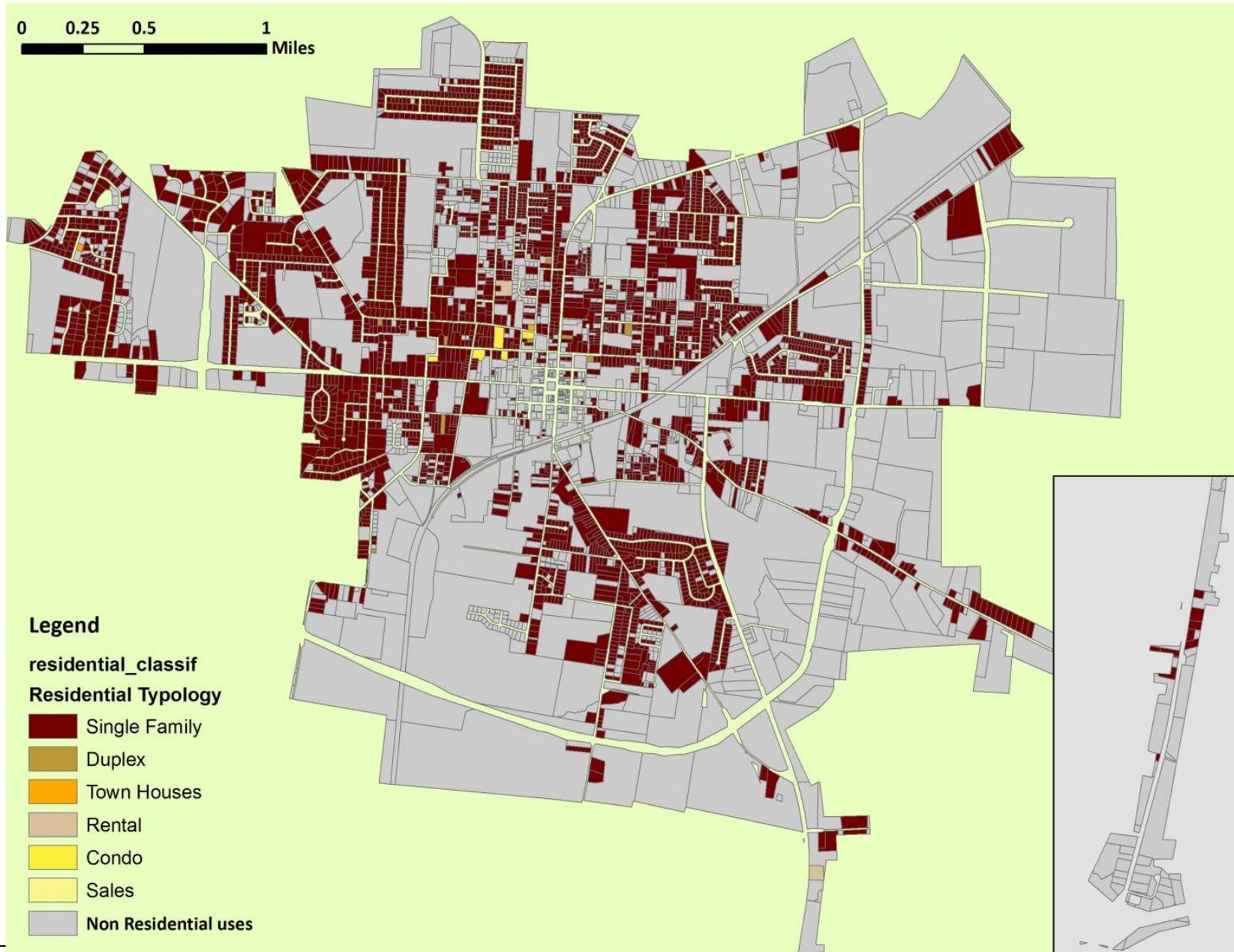


Figure 4.9 | Residential typology map.

4.6 | FLOOD PRONE AREAS

This map highlights the significant areas of the City of Brownsville that are vulnerable to recurring flooding. The City's existing storm water drainage management system has historically protected it from many of the area's most severe storm and flooding events. However, increased urbanization has increased storm water run-off and the intensified severity of storm events triggered by global climate change has exceeded the capacity of the City's existing storm water management system.

The City's efforts to use available and anticipated funds to acquire the most vulnerable properties and transform the land adjacent to the drainage system into an attractive new greenway connected to the Hatchie Wildlife Refuge will offer Brownville residents and visitors an important new recreational amenity for walking, hiking, biking, and urban agriculture.

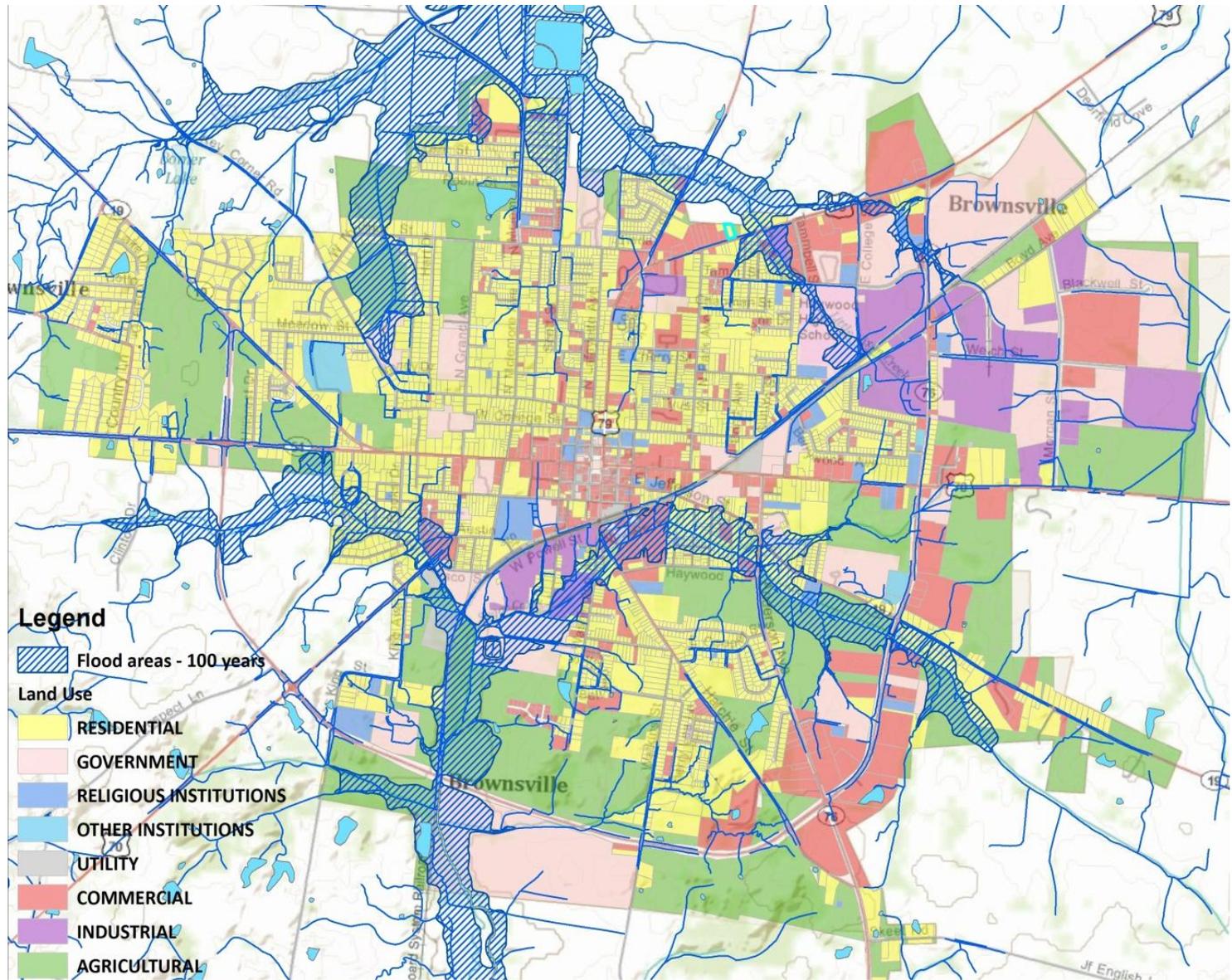
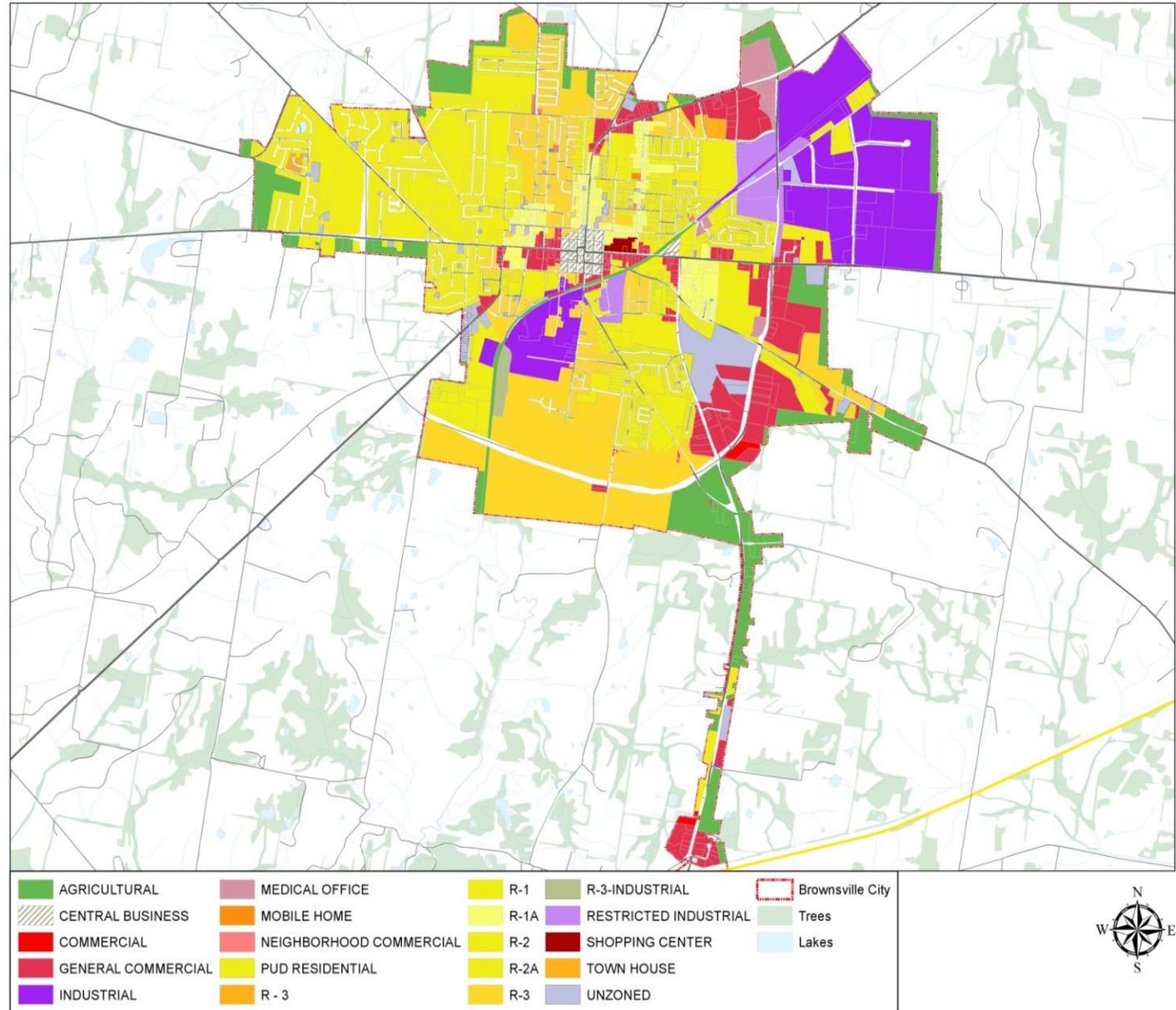


Figure 4.10 | Flood prone areas

4.7 | ZONING

The City of Brownsville’s current zoning ordinance is based upon a traditional separation of land uses designed to reduce the number of conflicts between property owners using their properties and buildings for different purposes. For example, the current ordinance seeks to prevent busy industrial or retail uses from being located in residential areas or close to schools, hospitals, or nursing homes. While this traditional (Euclidean) approach to zoning placed a premium on the separation of different land uses it has, in fact, kept the number of locally undesirable land uses to a minimum; it also led to a significant amount of sprawl, increased the number of automobile trips families were required to make for work, school, and shopping, and encouraged an urban form that was somewhat bland and often uninviting to pedestrians.



Recent years have witnessed a radical re-thinking of land use regulation to address these kinds of problems. More and more towns are abandoning Euclidean-based zoning schemes emphasizing the separation of uses in favor of a more mixed-use land use approach where the type of activity taking place on the land and/or in the buildings on a particular site is viewed as being less important than the way in which the land uses on a particular parcel impact the appearance, function, and public use of the street and sidewalk. This plan encourages Brownsville to move towards the increasingly popular form-based approach to zoning described above which both nearby Germantown and Memphis recently did to better protect its rich vernacular architecture and to encourage more vibrant mixed-use development.

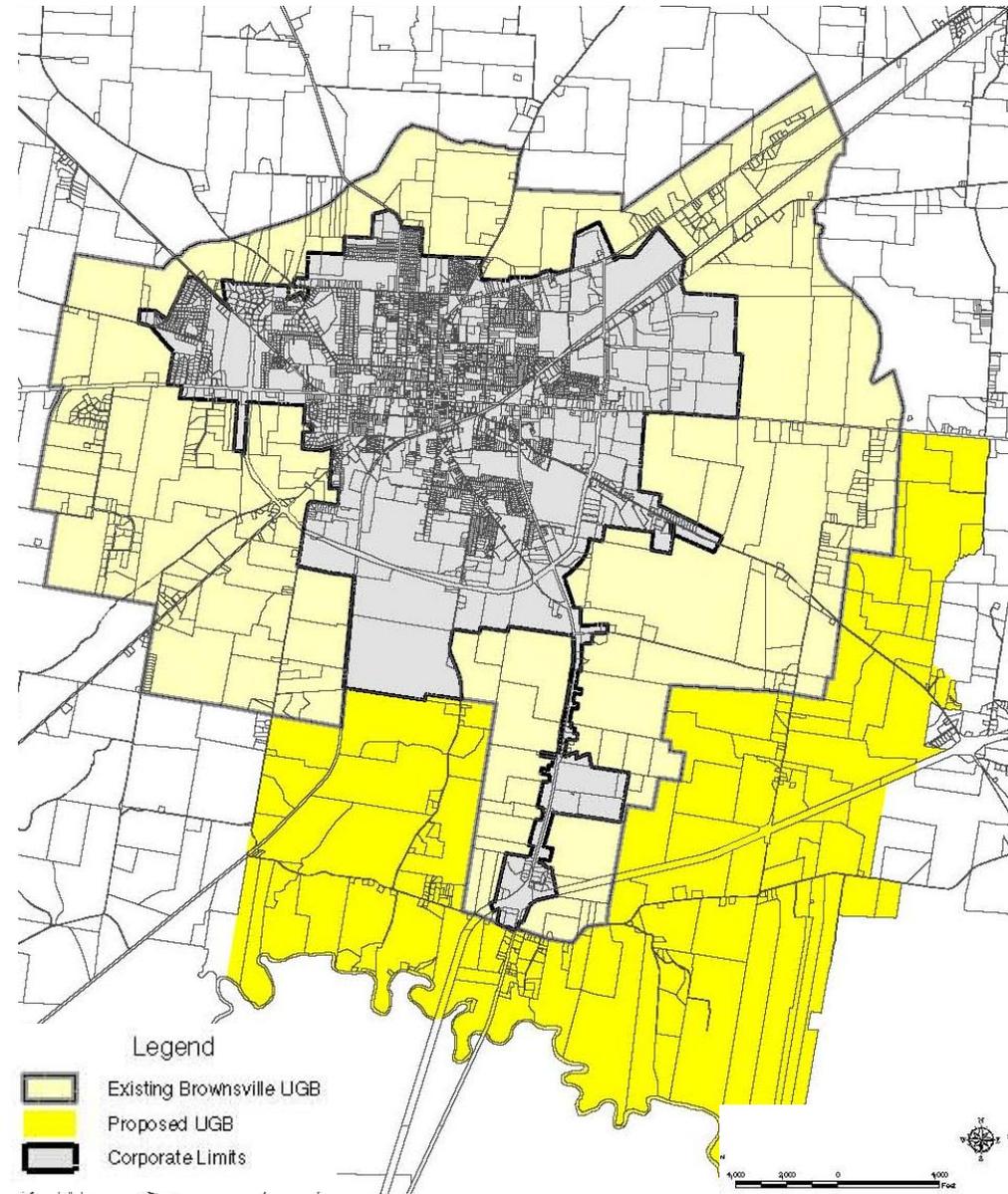


Figure 4.12 | Existing and proposed Urban Growth Boundary.

5 | RESIDENTS PERCEPTIONS

One of the distinguishing characteristics of the Brownsville on the Move planning process was the extent to which local residents and leaders were actively involved at each step of the planning process. Between February and September 2011, more than eight hundred local residents, business owners, religious leaders, community activists, and appointed or elected officials shared their analysis of current conditions and future improvement preferences with members of the University’s Brownsville Planning Team. A variety of research techniques were used to accurately determine residents’ perceptions and preferences, including; community mapping exercises, neighborhood documentation activities, guided visualization sessions, one-on-one interviews, focus groups facilitated in English and Spanish as well as a city-wide phone survey. Through a series of public meetings, held throughout the planning process, an effort was made to actively involve local stakeholders in the analysis of the data generated by these research activities and a discussion of their planning implications.

5.1 | CITY OFFICIALS’ SWOT ANALYSIS

Citizen participation in the Brownsville planning process began with a public meeting, convened by Mayor Matherne and Planning Director Hayes, involving members of the City Planning Commission, Historic Zoning Commission, and Board of Alderman on February 5th. At this meeting, local officials were asked to identify the City’s most important current strengths and weaknesses and, assuming the continuation of current trends, its most significant future development opportunities and challenges. The following table summarizes the observations of the public officials who participated in this initial planning activity.

	+	-
Present	Strengths	Weaknesses
	<ul style="list-style-type: none"> - Strong cooperation among Mayor and City Board - Abundance of churches and religious institutions - Great family environment - Plentiful tourism & visitor attractions - A diverse population and the existence of good race relations - Convenient garbage collection & recycling pick-up - Interesting and attractive historic districts - Proximity to I-40 - The nearby Hatchie National Wildlife Refuge - Proximity to the Hatchie River - Excellent hunting and fishing 	<ul style="list-style-type: none"> - Lack of appropriate cultural and recreational activity for young people - Outdated educational facilities (Newest school is 41 yrs. old) - Lack of gateways and way-finding signage - Poor media portrayal of Brownsville - Absence of clear development standards - Blighted areas—needing improvement - Poorly maintained building exteriors needing facelifts
Future	Opportunities	Threats
	<ul style="list-style-type: none"> - Proximity to Jackson/Memphis - an ideal location for satellite campuses (universities) - Significant untapped leadership resources within the community - Increasing traffic along I-40 - A small town feel that is ideal for raising children - A great retirement area - Great for in-between living: Jackson & Memphis - Students required to fulfill - 80 hours of required community service - A survey of former residents to determine why they are reluctant to return - The planned, state-sponsored, Solar Farm 	<ul style="list-style-type: none"> - Skilled workers leaving the area - High potential for talented youth to leave the area - A weak educational system

5.2 | COMMUNITY ASSETS MAP

On February 19, 2011, approximately sixty local residents attended the first community meeting for the Brownsville on the Move Comprehensive Development Plan held at the Brownsville Armory. Following a brief welcome by Mayor Matherne, the sixty individuals attending this session were invited to sit at tables accommodating eight persons and review oversized aerial/street maps of the City. With the assistance of U of M graduate planning students, they were invited to identify on the map what they perceive to be the City's most significant:

- **Assets/Resources** (Physical, Human, Historical, Cultural, Organizational, etc)
- **Problems/Threats** (Current challenges undermining the quality of life)
- **Untapped Resources** (People, places, institutions that with a bit of encouragement could become important future resources for the community)



This map presents a summary of the assets, challenges, and untapped resources that local stakeholders identified and discussed during this initial community meeting. Among the items that were most frequently referenced by those participating in the meeting were:

- The community's **strategic location** just off Interstate 40 and close proximity to the Hatchie River National Wildlife Reserve.
- The architectural beauty and historic important of Brownville's **Court Square** that could be significantly improved through a combination of historic preservation and urban design strategies;
- The commitment of **local churches and community organizations**, and their members, to a wide range of economic and community development activities; and
- The quality of the local **public school district** which is good but could be great through the combined effort of students, parents, teachers, administrators, business leaders, and city officials.

At the end of this preliminary meeting, approximately forty local residents volunteered to further document these and other important aspects of the local community using disposable cameras. During the later part of February and early March these volunteers generated more than 1,000 photos of the City's most important assets, challenges, and untapped resources. During this same period, thirty-six of these individuals representing a cross-section of local officials, business leaders, nonprofit executives, area professionals, and neighborhood leaders were interviewed regarding what they perceived to be the City's unique selling points and most important unfinished civic business.

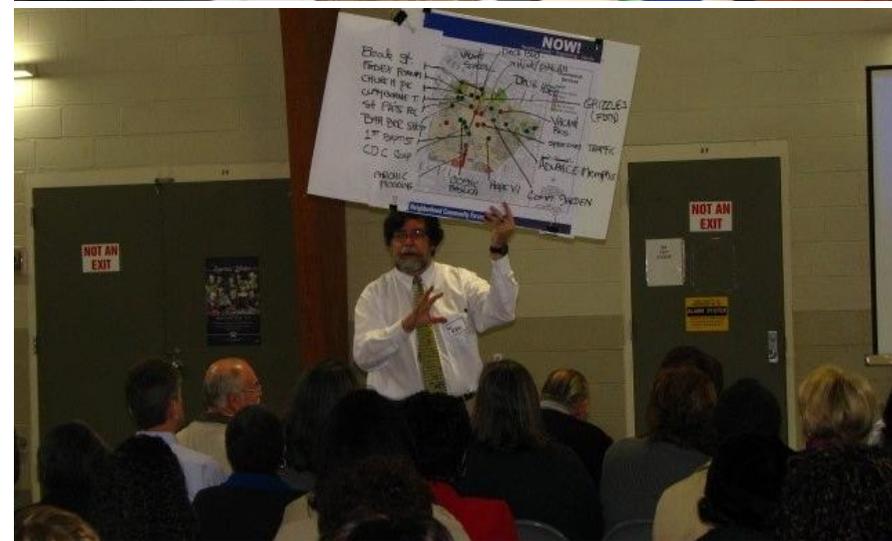


Figure 5.2 | Images from the community mapping exercise that took place during the Feb 19th community meeting

5.3 | MOVERS AND SHAKERS INTERVIEWS (*)

The major themes emerging from these “movers and shakers” interviews are illustrated by a sampling of the photos taken by local stakeholders following the first community meeting.

Sense of community | One of the things people most value about Brownsville is its small town character. Among the qualities interviewees most frequently-cited was the City’s affordability compared to surrounding urban communities such as Jackson or Memphis; its quiet, safe, and peaceful environment; the close-knit nature of the community; and its willingness to come together, despite past differences, to address issues of common concern. Residents’ commitment to remembering and celebrating the its rich agricultural, religious, and musical history through such events at the Relay for Life and Hatchie River Fall Festival were frequently referenced by those interviewed as were the community’s many cultural institutions such as the Delta Heritage, Haywood County, and Dunbar Museums. Many viewed the City’s extensive network of local churches as both the spiritual and civic backbone of the community through which an expansive range of community-building and development activities are organized.

Having noted these many positive aspects of local community life, interviewees also noted the lack of understanding, empathy, and support that often exists between the City’s various racial groups and economic classes. A number of interviewees identified this lack of inter-group solidarity as an important factor in what some perceive to be a recent decline in civility and the overall quality of life within the community.

(*)Section illustrated through the pictures taken by community members asked to capture assets, problems and untapped resources of their city.



Figure 5.3 | Community members at the “Relay for Life” event (up-left); a “Chamber of Commerce” community meeting (up-right); Sunday service in one of Brownsville many churches (bottom-left).



Looking towards the future, a number of those interviewed believed the community needed to strengthen its efforts to promote greater racial understanding and solidarity among the community's White, African American, and Latino/a residents. Interviewees also felt that more needed to be done to reach out to the City's youth, many of whom feel increasingly alienated and may be candidates for future gang membership. Among the social problems respondents felt could affect the future health and welfare of the community are recent increases in teen pregnancy, drug-related crime and adult illiteracy. Several of those interviewed argued passionately for the need to develop new adult literacy programs, service-learning classes for students, clean-up campaigns in targeted neighborhoods, civic engagement initiatives for youth (especially minority youth), and an intergenerational community center offering fitness, art, music, dance, and healthy cooking and eating programs.

Economic development | Those interviewed acknowledged the City's pro-business attitude, the effectiveness of the local Chamber of Commerce, the existence of positive working relations among City, County, and State officials engaged in economic development. At the same time, they perceive the need to strengthen the City's economic development efforts as one of the best ways to address its high unemployment and poverty rates and ongoing loss of both business and population.

Those interviewed described the large numbers of younger residents, especially professionals, who commute long distances to Dyersburg, Jackson, and Memphis to make a living. They also cited the large number of workers and managers employed by firms operating within the City's industrial parks who choose to live elsewhere because of perceived problems with the local school system, limited retail opportunities, and lack of local entertainment and cultural outlets and venues.



Figure 5.4 | One of the successful industries operating in the Industrial Park (up) and Brownville's Chamber of Commerce (bottom).

Local leaders believed there were many things local business leaders, in cooperation with City and County officials, could do to address these issues. First, they highlighted the importance of re-branding the City in order to market it more effectively. Many of those interviewed cited the lack of highway signage, entranceway treatments, a local attractions brochure, under developed websites with few, if any, social media connections as problems to be addressed. Local leaders also believed that the City could introduce itself to a new group of potential visitors and residents by developing a series of seasonal festivals and executing a series of low to moderate cost improvements to the City's built environment.

A number of interviewees viewed eco- and cultural-tourism as areas of great potential for Brownsville given its proximity to the Hatchie, two nearby wildlife preserves, and multiple social history museums. Furthermore, several interviewees stressed the importance of taking advantage of the State's recent investment in the Solar Farm and planned development of the West Tennessee MegaSite in southeast Haywood County. Finally, a number of interviewees emphasized the importance of improving local public schools and access to area/regional higher educational institutions to encourage more of the City's current workforce to move into town.

Public services and recreational opportunities | According to the majority of those interviewed, Brownsville provides a number of high quality municipal services, including: multi-day residential trash collection, strong recycling services, a well stocked, staffed and designed Public Library, outstanding school sports facilities, numerous public parks providing both active (skateboarding, biking, etc.) and passive (e.g. Passive Park, Park of Dreams) recreational opportunities. In addition, area non-profit organizations offer a number of highly valued professional services for citizens with special educational, health care, and psychological needs,

including: the Carl Perkins Child Abuse Center, Ben Rich Developmental Center, the YMCA, Senior Citizens Center, Boys & Girls Club, and a variety of church-based human service organizations.

Figure 5.5 | Examples of commercial (up) and residential (bottom) vacancies.



Among those services local leaders believe could benefit from improvement are transportation and education. Many interviewees felt there was a growing need for an expanded transportation program to address the mobility needs of young people, individuals with disability, seniors who no longer drive, and the poor. They also cited mediocre performance by middle and high school students on standardized tests and the loss of high quality teachers with experience to other districts as real concerns.

Services less urgently needed according to those interviewed included an expanded range of conveniently located shopping services (i.e. good quality retail stores) and local entertainment venues (i.e. nice restaurants, a movie theater, etc). The overwhelming majority of those interviewed described their frustration driving to nearby Jackson or Memphis for these services. Finally, those interviewed also described the possibility of marketing Brownsville to retirees, especially military retirees, who would be attracted by its hometown feel, modest cost of living, attractive architecture, excellent health services, and many cultural attractions provided certain additional services were provided, such as: expanded para-transit, assisted living, and adult learning options.

Built and natural environment | Brownsville's built environment is highly valued for its many attractive historic structures especially the homes and churches in the College Hill Historic District, the commercial and civic buildings within the Court Square District (downtown), and the monuments within Oakwood Cemetery. The existence of these cultural resources is viewed by many of those interviewed as a blessing because Brownsville has, in the past, torn down many of its historic structures.

While Court Square is highly valued, it is also viewed as somewhat problematic by many of those we interviewed. It has experienced a long period of decline as both a business hub and government center. The development of competing shopping centers along the City's major arteries and the movement

of numerous public functions, such as the Justice Center, to campuses closer to the edge of the City have reduced the number of people coming downtown. As a result of this loss in consumer traffic, the number of vibrant businesses on the Square has, according to long-time observers, declined. The revitalization of Court Square as the geographic, government, and business heart of Brownsville, is, from the perspective of the majority of leaders we interviewed, the City's top planning challenge and opportunity.

Many of those interviewed viewed Brownsville's proximity to nearby natural areas characterized by a high level of biodiversity including the Hatchie River and the O'Neil Lake as one of the City's greatest assets. Many of the leaders we spoke with were deeply concerned about the two recent 500-year floods that occurred in 2008 and 2010. These events caused serious flooding in several of the established neighborhoods along Sugar Creek to the south of town, and Nixon Creek to the north. Several of those we interviewed encouraged the City to view these events as an important opportunity to enlarge the flood plain, improve the surface water retention system, and extend a greater measure of safety to those communities most affected by the recent floods. Such an effort could be implemented without great difficulty as part of the planned expansion of the greenway intended to surround and beautify the City and its outer neighborhoods.



Figure 5.6 | One of the streams causing flooding on Highway 70 West.

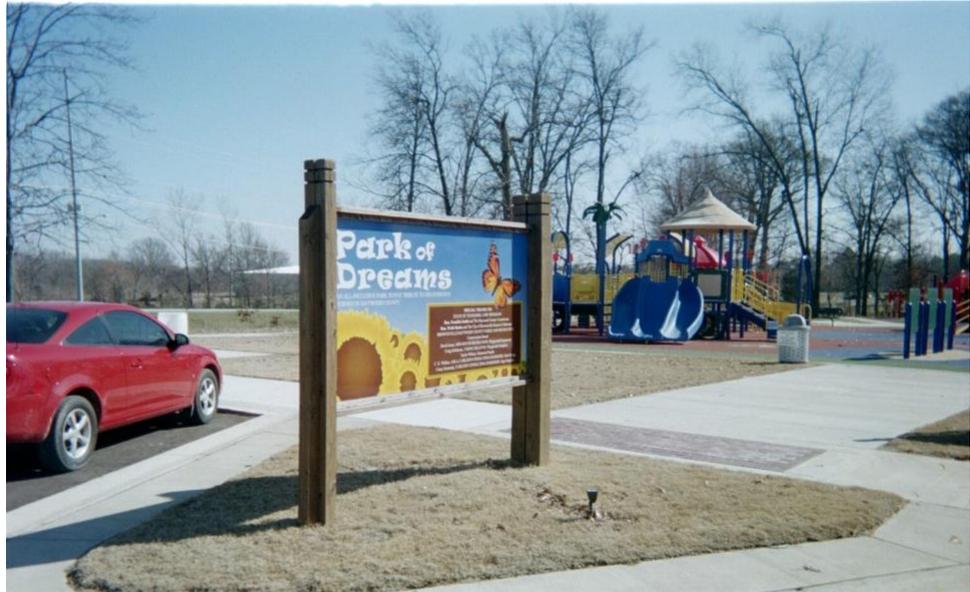


Figure 5.6 | The Elma Ross Public Library, the Recycle Center, the Carl Perkins Center and City Public Parks are among the most mentioned examples of high quality services provided to Brownsville residents

5.4 | FOCUS GROUPS

In March and April of 2011, the University’s Brownsville Planning Team, with the assistance of Mayor Matherne, organized a series of four focus groups to elicit the views of groups that are often overlooked within public planning processes. These focus groups, which were facilitated by

University faculty, brought together local industrial managers, religious leaders, Latino/a residents, and a racially-diverse group of high school students. The following chart summarizes the major outcomes of these small-group discussion sessions.

Focus Group Issue Areas	Local Industrial Managers	Caucasian and African American Pastors	Latino/a Adults and Children	African American, Latino/a, and Caucasian Youth
Social cohesion, interracial/ethnic conviviality	Business friendly community and right to work state	Pastors agree that social integration of black and white parishes has not progressed very far and that it is necessary to address the deep social divides still existent in the City	Better schools, strong sense of community among Latinos, improved communication with other groups, lower level of racism, a cleaner environment	Upper grade high school youth argued that interracial/ethnic relations are normal and comfortable within school, they felt this was not the case within the City; Brownsville neighborhoods are racially divided. The racial divide is further complicated by growing class divisions
Burning issue/s	Inability to attract and/or keep talented workers (Holders of BAs and MAs) and their families in Brownsville; workers require considerable on-the-job training and retraining; very disappointed with the quality of Haywood High School; fearful of competition for workers from the proposed MegaSite	General dearth of adequate employment for African American adults within the community; the absence of solid vocational training programs in the City is an issue	Regular flooding of neighborhoods, poor housing conditions, vacant commercial buildings, local trash collection, lack of activities for youth, lack of jobs for youth, need for better police protection, cost of services/utilities, inability to bank due to lack of government-issued IDs, low wage rates, lack of scholarship funds, cost of health insurance, the quality of education in the high school – this school needs more focus on content and less emphasis on dress code violations, improve facilities for soccer	Lack of equal access to good teachers and Advanced Placement courses for all the students; increasing gang activity in certain neighborhoods and sometimes around school; absence of appropriate forms of recreation for teens

Focus Group Issue Areas	Local Industrial Managers	Caucasian and African American Pastors	Latino/a Adults and Children	African American, Latino/a, and Caucasian Youth
Security	We view public safety in a favorable light	Health problems; children not receiving adequate parental guidance who then cause trouble in school and therefore can't learn	Need better police protection in areas where Latino families live; "the bravest people in Brownsville are the Mexicans who live at the Fairgrounds", train police in cultural sensitivity along with health and human service workers, secure translator services for health, police, and emergency service workers	Drug problems among students (even athletes on the high school football and basketball teams); a major danger zone is where much of last year's flooding occurred
Public & Financial Services	Utility costs are something they closely monitor raising production during off-peak (cheaper) hours	Far too many African American families rely on title companies and other exploitative enterprises as their banks. This must change! Basic financial education services have to be established in Brownsville	Poor maintenance of Sugar Creek outside main neighborhoods results in unnecessary flooding	Youth appropriate retail, recreation, and post-high school learning opportunities are largely absent; limited public transit is a contributing factor to social isolation
City Governance			Control of the City appears vested in a small number of families; need to get youth involved to give them experience and sense of responsibility	

A number of common themes emerge from the comments of these varied citizen groups. First, there is considerable concern among youth, Latino/a adults, area pastors and local industrialists regarding the quality of the education offered to non-AP students at Haywood High School. The absence of wholesome, safe, and affordable recreational opportunities for youth and young adults was a second issue that all four focus groups discussed. Drug-related crime appears to be a concern for youth, Latino/a adults, and local pastors. Both youth and Latino/a focus group participants argued for the need for language and cultural sensitivity training for local law enforcement, public school, health care, and social service providers. The need to provide basic financial literacy and banking services to African American and Latino/a residents who are all too often forced to go to title companies, loan sharks, and the informal economy for basic check cashing and lending services was highlighted.

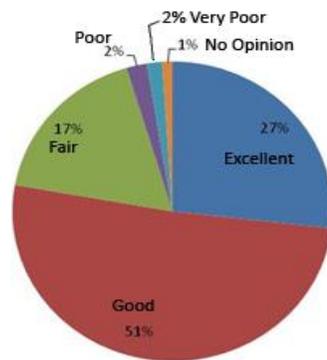
In addition to these commonly felt concerns, there appeared to be a number of issues that impact single groups. Industrialists were concerned about the impact that the successful development of the nearby MegaSite might have upon the local labor supply and wage rates. The pastors were focused, in large part, on how they might work together to breakdown racial, ethnic, and class divides within the City. Latino/a adults were concerned about the poor quality of housing available to their community and the constant threat of flooding they were under. They were also deeply distressed by the instructional, discipline, and discrimination issues affecting teaching and learning at Haywood High School. Local youth were alarmed by the escalating use of illegal drugs in the high school, especially by members of the school's elite athletes.

5.5 | RESIDENTS PHONE SURVEY

The Mid South Survey Research Center, an outreach program of the Department of Criminology and Criminal Justice at the University of Memphis, completed a phone survey of local residents with the assistance of members of the University’s Brownsville Planning Team during the months of April and May 2011. A total of 215 useable interviews were completed during this time. The following section summarizes the results of this survey.

Phone survey demographics | A total of 215 surveys were completed, while the general profile of those interviewed reflected the general demographic profile of Brownsville’s resident population there were some differences that we must note. Those interviewed by phone contained a slightly higher percentage of women, Caucasians, senior citizens, and college educated individuals than one finds in the overall Brownsville population. This may be explained, in part, by our choice of a telephone survey which connects to land lines. Fewer low income residents and younger citizens have land lines; these groups prefer to use cell phone and texting services as their primary mode of communication.

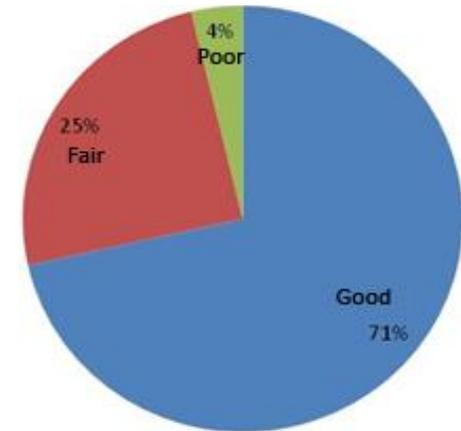
Cleanliness of public streets and open spaces | While 78% of those surveyed evaluated the Cleanliness of Streets and Open Spaces in Brownsville as Excellent or Good. More than 20% rated these features as being fair, poor, or very poor. These data suggest room for improvement in the City’s efforts to maintain clean streets and public open spaces.



Parks and recreation services | Overall, those surveyed appeared quite satisfied with the overall quality of the City’s parks. The one exception to this positive picture appears to be residents’ perception of the “quality of park programming” which received considerably fewer favorable ratings.

	Good	Fair	Poor	No Opinion
Quality of parks	75%	20%	1%	4%
Cleanliness of parks	79%	13%	1%	7%
Condition of facilities and equipment	71%	17%	3%	9%
Quality of park programming	58%	19%	2%	21%

Quality of public services | Those surveyed were, in general, very pleased with the overall quality and range of the municipal services they receive from the City. Residents were especially complimentary of the City’s solid waste disposal and recycling programs.



Availability and quality of health-related services provided by area non-profits | Those surveyed appeared very pleased with the availability

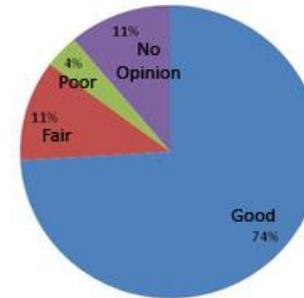
and quality of senior citizen and general health care service within the City. While the availability and quality of family planning and disability services also received generally positive evaluation, such was not the case for alcohol/drug treatment and youth development services. In the case of alcohol and drug services, less than one in five rated their availability and quality as good while only one in four evaluated the availability and quality of youth development services as positive.

	Good	Fair	Poor	Refused	No Opinion
Alcohol and Drug	17%	18%	27%		38%
Senior Services	63%	20%	5%		12%
Disability Services	45%	26%	11%		18%
Family Planning	41%	23%	13%	2%	23%
Youth Development	27%	30%	24%		19%
Health Services	49%	36%	13%		2%

The plan recommends a number of specific steps to improve the availability and quality of both alcohol and drug and youth development services. The negative evaluations which these two services receive are consistent with comments offered in several of the focus groups and in the open-ended portion of the telephone surveys that were conducted.

Availability of child care facilities | Those surveyed, with or without school age children, had positive evaluations of the availability of child care services within the City.

	Good	Fair	Poor	No Opinion
With Children	47%	24%	12%	18%
Without Children	57%	10%	4%	22%



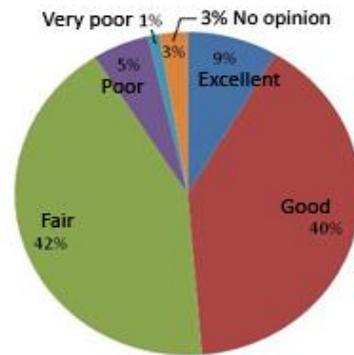
Quality of pre-kindergarten services | Currently, there are two HEADSTART and six privately-run child care facilities serving the City. Those surveyed appear to have a very positive impression of the quality of services offered by these institutions.

Quality of local school services | Those surveyed tended to have positive impressions of the quality of local school services being offered. While primary schools were viewed as highly effective with few critics, assessments of middle and high schools were somewhat less positive with 11% and 13% of the respondents giving them poor evaluations. Finally, local residents appeared to have a less positive view of local adult education programs. Given the lifelong educational demands currently being placed on those working, additional analysis of the County’s current adult education and worker re-education programs should be undertaken.

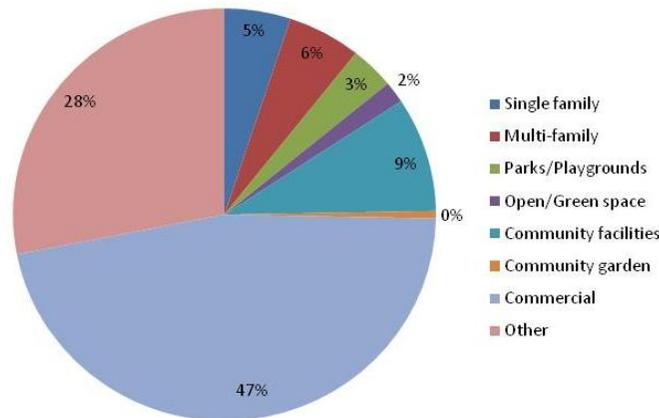
	Good	Fair	Poor	No Opinion
Primary School	67%	22%	5%	6%
Middle School	51%	25%	11%	13%
Secondary School	51%	22%	12%	15%
Adult Education	47%	21%	9%	23%

Local housing conditions | Those interviewed by telephone had differing opinions regarding the quality of the City’s existing housing stock. While 80% of the respondents evaluated the housing as either good or fair, 14% of the respondents rated the quality of the City’s existing housing stock as either poor or very poor.

These data, along with the relatively higher percentage of vacant homeowner and rental housing suggests the need for a strong housing improvement element in the Brownsville on the Move Development Plan.



Redevelopment of Vacancies Preferences | Like many American cities that have experienced out-migration to the suburbs and a loss of retail activity, Brownsville has a significant number of vacant building parcels in and near Court Square. When asked how these parcels should be used, nearly half of the respondents said for commercial development, 28% for other purposes, 11% for housing, 5% for playgrounds, parks, and open spaces, and 11% for community facilities. Those interviewed are clearly committed to reinforcing the commercial and civic function of downtown while a few would like to see residential housing added to the mix of downtown land uses.



Where residents purchase basic goods and services | While residents appear to purchase a significant portion of their groceries, household supplies, and medical services in Brownsville, they are much more likely to go to nearby Jackson to purchase clothing and entertainment services. These non-local purchases represent a significant loss to the local economy that an import substitution or “buy-local” program if effectively designed and pursued could, in part, address (Schuman 1999).

	Brownsville	Jackson	Memphis	Other
Groceries/Household Items	79%	13%	2%	6%
Medical Services	58%	27%	5%	10%
Clothing	21%	57%	10%	12%
Entertainment	20%	60%	13%	7%

Active citizenship | Brownsville residents appear to be highly active and engaged citizens. Four out of five of those interviewed indicated that they were active members of one or more local civic organization. Four out of ten telephone interviewees believed one or more of the civic groups they belong to would become actively involved in the City’s ongoing planning process.

Residents’ responses to open-ended questions |

WHAT DO BROWNSVILLE RESIDENTS MOST LIKE ABOUT THEIR TOWN? Residents appear to like the strong sense of community that exists within the city. They also value the quiet, peacefulness, and tranquility of a smaller community located in a rural setting. They appreciate the community’s strategic location and easy accessibility to two larger communities (i.e. Jackson and Memphis). In general, residents were pleased with the quality of services offered by the City, County, and area non-profits. They also felt

doing business in Brownsville was relatively easy and convenient – paying taxes, establishing a bank account, and arranging for local utility services.

WHAT DO BROWNSVILLE RESIDENTS MOST DISLIKE ABOUT THEIR TOWN? While pleased with the City’s local groceries, many residents complained about the limited nature of local retail stores, recreational services, and entertainment venues. Most reported travelling to Jackson or Memphis, on a regular basis, to address these needs at considerable costs of time and money to their families. Residents were also concerned about the lack of good jobs within the community and the impact this problem is having upon the ability of young people to remain in Brownsville. A significant number of residents shared concerns regarding illegal drug use and gang-related activities in the community. Many African American and Latino/a who responded to the survey felt local institutions and agencies could do more to promote greater cultural sensitivity among their staff. A number related stories of insensitive treatment by local health care providers, social service workers, and law enforcement officials. Finally, many people raised concerns regarding the range of educational opportunities and the quality of instruction offered at Haywood High School. Business owners, in particular, noted the negative impact that concerns regarding the quality of instruction offered at the High School had upon their hiring efforts, especially efforts to recruit senior managers.

WHAT WOULD BROWNSVILLE RESIDENTS MOST LIKE TO SEE CHANGED? A review of residents’ response to the open-ended telephone survey questions highlights the importance of addressing three critical challenges. First, the necessity of taking steps to expand the local economy. Second, the need to work with local youth, teachers, administrators, and parents to improve the quality of instruction offered at Haywood High School. Third, the necessity of bringing local business, civic, religious, and government officials together to address issues related to racial and cultural insensitivity and bias.

6 | SWOT ANALYSIS

The multiple research methods used by the University's Brownsville Planning Team to study local conditions generated significant amounts of data. One of the challenges facing those involved in the local planning process is how to organize and analyze this information. The most common way of approaching this task is through the use of a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis. This approach to summarizing and interpreting data generated through different research methods was pioneered by business consultants working for the Stanford Research International; it was subsequently popularized by faculty and students from the Harvard Business School. The following table presents the Brownsville Team's major findings regarding the City's current strengths and weaknesses and (assuming the continuation of current economic, cultural, and political trends) its future development opportunities and threats.

Those involved in the Brownsville on the Move planning process are committed to using the City's many current strengths and assets to address its most serious environmental, economic and social problems. In doing so, local leaders hope to position Brownsville to take full advantage of future development opportunities that may present themselves. In pursuing what Kretzman and McKnight call an assets-based approach to economic and community development, Brownsville planners seek to protect the community from possible threats that may come its way (Kretzman and McKnight 1993).

The next section of the Brownsville on the Move Development Plan presents residents' vision for a more vibrant, sustainable, and equitable community. This vision is based upon local residents and leaders review of the data presented in the first part of this document.

Time-frame	Strengths	Weaknesses
Present	<ul style="list-style-type: none"> • Strategic Location • Clean, Quiet and Safe Environment • Strong Soil and Agricultural Base • Proximity to the Hatchie River and Wildlife Refuge • Historical and Cultural Resources and Awareness • A Diverse Population Open to Engagement • Many Committed Churches • Hardworking Local Government and Cooperative County/State Agencies • Strong Municipal Services • Solid Housing Stock • Civic-Minded Citizenry 	<ul style="list-style-type: none"> • Weak Marketing of City Attractions • Uneven Building Maintenance • Underdeveloped Entrancesways and Limited Wayfinding Signage • Lack of Urban Design Standards • Aging School Facilities • Deteriorated Housing Near Often Flooding Waterways • Limited Recreational Opportunities • Limited Access to Higher Education • Growing Youth Gangs and Drug Use • Lack of Bi-Lingual/Bi-Cultural Public and Non-Profit Employee(s) • Limited Interracial/Multi-Cultural Engagement
	Opportunities	Threats
Future	<ul style="list-style-type: none"> • Increased Tourism by Marketing What Exists (Minefield, Museums) • Economic Development Possibilities Related to Solar Farm and Megasite • Ecotourism Possibilities Connected to the Hatchie and National Refuge • Retirement Community Possibilities • Satellite Campus Opportunities • Nurturing the Emerging Generation of New Civic Leaders • Capitalizing on the Main Street Program to Revive Court Square • I-40 Related Development • Capturing A Higher Percentage of New Workers as Residents • Better Use of Students Engaged in Required Public Service 	<ul style="list-style-type: none"> • Retirement of Skilled Workers • Possible Future Loss of Rich Agricultural Lands Due to Sprawl • Additional Housing Deterioration Caused By Uncontrolled Flooding • Rising Teen Pregnancy Rates • Increasing Drug-Related Crime Rates • Racial Tensions If Unaddressed • Continued Loss of Students and Families to Jackson • Negative Impact of the Justice Complex’s Move on Downtown

7 | OVERALL DEVELOPMENT GOALS AND OBJECTIVES

In May of 2011 nearly eighty local residents, business owners, institutional leaders, and municipal officials reviewed and discussed the data contained in the first four chapters of this planning report. They were then invited to share their views of what the City of Brownsville could become if its residents and leaders came together

to creatively and strategically use the City's many assets to enhance the quality of life for current and future residents. The fifteen-year development plan outlined in the remaining pages of this report is designed to assist local residents and leaders in developing and implementing policies, plans, and projects to:

Position Brownsville as West Tennessee's most desirable city recognized for its natural beauty, rich cultural history, artistic attractions and musical heritage, abundant agriculture, exceptional architecture and unique town square, quality public services, faith-based traditions, and love of learning, with a central location bounded by the scenic Hatchie River – **a thriving community where small town values, quality of life, diversity, and entrepreneurial spirit are honored daily.**

Those participating in the Brownsville on the Move planning process were confident this goal could be achieved during the next fifteen years by mobilizing local residents, institutions, and agencies,

as well as external allies, to work together in a highly cooperative and strategic manner, to accomplish the following economic and community development objectives:

- Objective 1** | To preserve and enhance the City's built environment and public spaces through the skillful application of advanced **historic preservation and urban design** principles and methods;
- Objective 2** | To expand the City's economic and tax base by **expanding local employment, entrepreneurial, and investment opportunities** for current and future residents and business owners;
- Objective 3** | To connect the City's areas of public spaces and historic districts through a **proposed greenway system** utilizing the existing floodplain to improve access to the City's neighborhoods, community facilities, and the Hatchie Wildlife Refuge;
- Objective 4** | To strengthen the City's competitive position within the region and nation through strategic investment in **public education, arts, and culture**;

Objective 5 | To facilitate the movement of people and goods by **enhancing the City’s existing infrastructure and way-finding systems**; and

Objective 6 | To insure quality **housing choice, quality, and security** for current and future residents through creative approaches to neighborhood preservation and enhancement, and expansion of the City’s housing stock.

The following chapter of the plan presents a detailed action plan featuring a series of near, mid, and long-term improvement projects designed to enable the City to make clear and measurable progress towards achieving each of the plan’s six development objectives. The implementation of these projects are phased so that those requiring the fewest volunteers, financial resources, and legal and/or administrative changes are scheduled to take place first while the more complex and demanding projects are scheduled for the later stages of the implementation process. Momentum generated from the successful completion of the near-term projects is expected to generate the community support and external assistance required to successfully implement the plan’s more ambitious and transformative projects.

This developmental approach to economic and community development follows Mintzberg’s “ready, fire, aim” model of organizational change that the Rensselaer Institute has successfully applied in their work with smaller cities in the U.S. and abroad (Mintzberg 1994). This approach highlights the importance of early victories to overcome the widespread cynicism regarding the prospects for change that exists within contemporary organizations and communities. By implementing small but highly visible improvements, leaders can develop an increasingly broad base of support overcoming public cynicism regarding the prospects for more significant structural change. A step-wise approach to community change offers the opportunity to gain the confidence of citizens in the ability of local, state, and Federal officials to design and implement policies and programs to improve the quality of life within society.

8 | IMPLEMENTATION STRATEGY

This chapter presents a detailed action plan for the coming fifteen years designed to enable Brownsville to achieve the six development objectives required to transform the City into “West Tennessee’s most desirable city”. The overwhelming majority of the specific projects featured in this plan were proposed by local residents, business owners, institutional leaders, and elected officials who participated in the Brownsville on the Move planning process. These projects were also reviewed by Mayor Matherne and Planning Director Hayes, as well as members of the Brownsville Planning Commission. Local residents will have the opportunity to comment on this list of preliminary project proposals during public hearings being organized by the Brownsville Planning Commission and Board of Alderman in January and February 2012. Ample opportunity remains for local citizens and leaders to review, revise, and improve these proposals in order to accelerate Brownsville’s progress towards improving its overall quality of life.

8.1 | | OBJECTIVE 1: HISTORIC PRESERVATION AND URBAN DESIGN

The following table contains projects designed to preserve and enhance the City’s build environment and public infrastructure through the skillful application of advanced historic preservation and urban design principles and methods.

Near-Term (1-5 years)	Mid--Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Building Institutional Capacity</p> <p>Establish a city-sponsored historic preservation and urban design commission (may rely on the existing historic zoning commission or planning commission), to be supported by a municipal urban design officer, an external historic preservationist, and urban design consultant.</p>	<p>MT1 Brownsville Overlay</p> <p>Adopt planning codes and regulations aimed at promoting historic preservation as well as the development of more pedestrian-friendly, mixed-use districts within the City. Among the recommended code and regulation changes would be: a form-based land use control ordinance, overlay districts to enlarge the area of the Court Square Historic District and to establish the a Dunbar-Carver Historic District; and zoning map changes to expand several of the City’s existing historic residential districts.</p>	<p>LT1 The School Back to the City Core</p> <p>Abandon campus-based school complexes at the City’s periphery in favor of the adaptive re-use of infill sites closer to the town center.</p>
<p>NT2 Browns’art History</p> <p>Organize on-going cultural events (festivals, conferences, art exhibits, children’s scavenger hunts, weekly tours with and for local stakeholders, etc.) dedicated to highlighting the civic and social role of urban design in historic and contemporary Brownville, These activities would be undertaken, in part, as a strategy to initiate a conversation with key local stakeholders on the roles they can play in advancing specific improvement projects, especially the establishment of new historic and mixed-used districts.</p>	<p>MT2 Adopt a wall initiative</p> <p>Initiate a public murals project within the Court Square District to transform highly-visible but unsightly exterior walls into public art installations celebrating the City’s history.</p>	<p>LT2 Brownsville Greenway</p> <p>Complete the implementation of a greenway system surrounding the City that will include areas within the floodplain that can be used as a curvilinear park for recreational and outdoor sport activities by local residents and tourists.</p>

Near-Term (1-5 years) – (cont.)	Mid--Term (6-10 years) - (cont.)	Long-Term (11-15 years) - (cont.)
<p>NT3 Main Street Brownsville, Inc.</p> <p>Build upon the current Tennessee Downtowns Program and recently executed Court Square Master Plan to preserve and revitalize Downtown, complete and celebrate “Brownsville’s Looking Up”, as the foundation for achieving the next level - National Main Street status for Downtown Brownsville.</p>	<p>MT3 Brownville Urban Trails</p> <p>Establish at least two urban trails highlighting Brownsville’s art and history, with the aim of encouraging pedestrian use of Brownsville’s urban core while exposing visitors to the City’s Downtown and historic neighborhoods.</p>	<p>LT3 From Suburban to Urban Main</p> <p>Launch an ongoing corridor improvement project that features façade enhancements, street furniture improvements, inspired landscape installations, green infrastructure projects and advanced urban design techniques to address the conversion of Main Street frontages from a suburban to an urban character.</p>
<p>NT4 New Doors for an Old Town</p> <p>Create new entranceways to the City along with an improved way-finding system to guide residents and visitors to local attractions and services. Special signage will also be provided to indicate upcoming city beautification projects.</p>	<p>MT4 SIGNAGE Improvement</p> <p>Determine the feasibility of restructuring the City’s municipal codes governing signage for businesses, including: appropriate size, location, color, and other criteria. Establish rules for temporary residential and commercial signage.</p>	
<p>NT5 EXPAND HISTORIC DISTRICTS</p> <p>Evaluate the City’s existing historic districts with an eye towards expanding their boundaries, devising better interpretive materials, organizing weekly tours for residents and tourists, and investigating the possibility of establishing new districts.</p>	<p>MT5 Train Trestle</p> <p>Work with the railroad company to restore and enhance the old overpass on East Main to new glory by utilizing the structure’s existing architectural features as well as new signage and lighting to inform visitors that they are entering Brownsville’s historic and vibrant Downtown.</p>	

NEAR TERM ACTION #1 | POTENTIATING INSTITUTIONAL CAPACITY

Description | Set-up a city-sponsored historic preservation and urban design commission (may rely on the existing historic zoning commission or planning commission), to be supported by an urban design consultant and the SWTCC historic preservationist.

Rationale | Create the institutional capacity (decision making, management ability, technical skills) to plan and implement the near, mid and long-term actions needed to achieve the preservation and design outcomes of Objective 1.

Steps |

- a) City Board charges the commission; and
- b) The commission decides the criteria to use in selecting a designer (a professional figure with experience in regeneration planning able to integrate urban design and historic preservation).

Lead agency | City of Brownsville

Partnership | Haywood County, Tennessee Downtowns Steering and Design Committees, The Haywood County Historic Society, City Beautiful, and professional associations that might be helpful in preparing the professional profile (i.e. American Institute of Architects, American Society of Landscape Architects, American Institute of Certified Planners, and the Urban Land Institute).

NEAR TERM ACTION #2 | BROWNS'ART

Description | Organize an on-going series of cultural events (festivals, conferences, weekly tours with and for local stakeholders, etc.) dedicated to highlighting the civic and social role of urban design in historic and contemporary Brownville, as a strategy to start a new civic conversation involving key local stakeholders regarding the roles they can play in advancing specific projects especially the establishment of new historic and mixed-used districts.

Rationale | Involve local stakeholders in an effort to preserve and enhance the local built environment, while promoting civic education highlighting the City's local history and unique architecture.

Steps |

- a) Organize a civic coalition for City Beautiful, involving local stakeholders, historians, property owners, design professionals, artists and interested residents;
- b) Commit to hosting a large event within the first year of this plan's adoption, such as a conference or public forum, inviting all public and private institutions located within the City to initiate a conversation on if and how they would like to be involved in the community's beautification.
- c) Set up a yearly calendar of events that includes weekly tours, special events, and services for tourists and visitors, and;
- d) Initiate a community-wide effort to collect historic documents and residents' perceptions of Brownsville's unique aesthetic features for use in future educational programming on the city's built environment.

Lead agency | City of Brownville (only the first event), and then the civic coalition for Beautiful Brownville.

Partnership | Interested local residents and property owners.

NEAR TERM ACTION #3 | BROWNSVILLE'S MAIN STREET PROGRAM

Description | Build upon the initial work carried out by Brownville's newly-established Main Street Program to achieve recognition as a National Main Street Project.

Rationale | National recognition would elevate Brownville's standing within our region. In addition, it would enable the City to take advantage of funding and technical assistance available through the National Trust for Historic Preservation.

Steps |

- a) Create a standing committee of local property owners, business operators, design professionals and elected officials interested in the long-term health and vitality of Downtown Brownville.
- b) Establish a specific set of economic, community, and urban design goals for the Downtown;
- c) Select a local historic preservation planner to serve as a consultant to assist the City in putting together their application for National Main Street recognition; and

- d) Submit the application and prepare to implement the major elements of the Main Street improvement plan contained within the application to the National Trust.

Lead agency | Brownville Chamber of Commerce

Partnership | City of Brownville and Haywood County

NEAR TERM ACTION #4 | NEW DOORS FOR AN OLD TOWN

Description | Create new entranceways to the City along with an improved way-finding system to guide residents and visitors to local attractions and services. Special signage can also be installed to indicate upcoming City beautification projects. These materials should feature a common design adopted as part of the City's proposed branding initiative.

Rationale | Attract and then guide visitors to local points of interest and services, while also improving the aesthetics of town's major entrance points for both residents and visitors.

Steps |

- a) The City will utilize the community assets inventory prepared as part of this planning process to formulate a list of sites that identify: city entrances; points of interest; historic sites; and strategic crossroads where way-finding signage is needed; as well as local lodging and dining options;

- b) Develop the graphic design for these signs integrating the key graphic elements that came out of the aggressive branding strategy discussed in the Objective 1, Near-Term Project #4; and
- c) Install the new signage, giving priority to the I-40, Exit 56 location.

Lead agency | City of Brownsville

Partnership | Chamber of Commerce and the firm that will be assisting the community with its soon-to-be initiated branding strategy

NEAR TERM ACTION #5 | EXPANDING HISTORIC DISTRICTS

Description | Adopt land use regulations aimed at promoting historic preservation as well as the development of more pedestrian-friendly, mixed-use districts within the City. Among the recommended code and regulation changes would be: a form-based land use control ordinance overlay district enlarging the area of the Court Square Historic District and establish a new Dunbar-Carver Historic District; and zoning map amendments to expand several of the City’s existing historic residential districts.

Rationale | Provide a framework for the ongoing transformation of the City by providing clear planning and design guidance for future and still un-planned developments and public improvements.

Steps |

- a) Produce detailed base maps of the Brownsville urban environment to guide future development, that include building footprints, detailed topography, etc.;
- b) Produce urban diachronic maps that identify existing urban districts and neighborhoods. In particular, the *Court Square District* might be enlarged to include historic and religious institutions on Washington Street and the area surrounding the Historic Oakwood Cemetery. In addition, a new historic district should be established around the *Dunbar-Carver Museum*, to celebrate the long and rich history of the local African American community, especially during the Civil Rights Era. For each district historic assets, aesthetic strengths and weaknesses, and future development possibilities will be determined; and
- c) Develop the land use code for each district in a manner that addresses:
 - Units to be preserved, and preferred preservation actions;
 - Units that are not under special preservation rules,
 - but need specifications in terms of allowable interventions and special projects to be promoted; and
 - A section of the code addressing how to improve and retrofit the existent storm water management system. This new section of the code should focus on design guidelines to be included in the overlays to promote the reduction of impervious surfaces within urban boundaries.

Lead agency | City - Proposed City Guidelines on Urban Design and Historic Preservation working with the Historic Zoning Commission.

Partnership | SWTDD Historic Preservationist and the services of a trained Historic Preservation Planner; the planning process has to be carried out through the systematic involvement of the community.

MID TERM ACTION #1 | BROWNSVILLE OVERLAY

Description | Adopt planning codes and regulations aimed at promoting preservation and more pedestrian-friendly, mixed-use districts in the future development of the city. Among those: a form-based land use control ordinance that would expand the boundaries of the Court Square Historic District and establish the new Dunbar Carver Historic District, and expanding the existing historic residential district.

Rationale | Legalize a framework for the ongoing transformation of the city providing guidance for future and still un-planned transformations.

Steps |

- a) Produce detailed base maps of the Brownsville urban environment, including building footprints, detailed topography, etc. ;
- b) Produce urban diachronic maps through the identification of urban districts and neighborhoods. In particular, the *Court Square district* might be enlarged, in order to include historic, religious institutions on Washington St, and the historic area of the cemetery. Moreover, a new historic district could be established around the *Dunbar Carver Museum*, to celebrate local civil rights

- history. For each district historic assets, aesthetic strengths and weaknesses, and future possibilities will be determined; and
- c) Define the land use code articulated in each district in a way that addresses:
 - d) Units to be preserved, and preferred preservation actions;
 - e) Units that are not under special preservation rules,
 - f) but that need specifications in terms of allowed interventions, not-allowed interventions, and special projects that are promoted; and
 - g) A section of the code should address how to improve and retrofit the existent storm water management system. This new study should focus on design guidelines to be included in the overlay that will promote the reduction of impervious areas within urban boundaries.

Lead agency | City - Proposed City Guidelines on Urban Design and Historic Preservation working with the Historic Zoning Commission

Partnership | SWTDD Historic Preservationist and Professional Services of Historic Surveyor; The planning process has to be carried out through a systematic involvement of the community.

MID TERM ACTION #2 | ADOPT A WALL INITIATIVE

Description | Initiate a public murals project within the Court Square District to transform highly visible but unsightly exterior walls into public art spaces honoring the area's rich social history.

Rationale | Celebrate local history, while beautifying unsightly walls in highly visible spaces, which are considered by many to be one of the factors causing many residents and visitors to avoid Downtown Brownsville.

Steps |

- a) Recruit local public school classes to begin an inventory of highly-visible but unsightly exterior walls and the corresponding property owners;
- b) Give priority to the properties along the planned city trails [See initiative ST3]. The Mayor will contact the wall owners to check their willingness to have their properties included in the initiative. A pilot project might be undertaken using a city and/or school-owned wall, to stimulate the interest of local private property owners. In the meantime, schools can prepare new curricula exploring the City’s social history and iconography using the archival collections at the Library, Dunbar-Carver Museum, and the Haywood County Museum, to help students conceptualize initial mural designs;
- c) Conceptualize murals (each participating class could be assigned one mural design); and
- d) Implement murals with the direct involvement of local leaders, historians, school teachers, artists, craftsman and students.

Lead agency | City of Brownsville

Partnership | Haywood County Schools, Brownsville/Haywood County Arts Council, Tennessee Downtowns Design Committee

MID TERM ACTION #3 | BROWNSVILLE URBAN TRAILS

Description | Establish at least two urban trails celebrating Brownsville’s art and history, with the aim of facilitating pedestrian use and enjoyment of Brownsville’s urban core and exposing visitors to the City’s downtown and historic neighborhoods.

Rationale | Create a physical connection between already existing points of attraction to facilitate tourists’ visits; engaging the local community in the beautification of the city, and promoting Brownsville as a hot spot for contemporary art within the Region.

Steps |

- a) Organize a round table discussion involving institutions physically located on Main Street, such as First South Bank and the Chamber of Commerce, and along the trail, such as the Haywood County Museum, that might be interested in hosting and sponsoring pieces of public art;
- b) Prepare the physical design/plan of the trail locating single sites for sculptures and possible physical interventions (changes in the pavement, landscaping, way-finding, etc.) to connect those sites with Court Square, the Mindfield, and College Hill; different sites can be developed following different implementation strategies, with different accountable agencies – two sites have to be located on public spaces;
- c) Organize a one-semester-long workshop involving art students from a higher education institution with an art committed to public art and community engagement, that will involve local high

- school students in the creation of the first sculpture on one of the two public spaces at one end of the trail;
- d) Organize an international juried competition for the creation of a public art piece on public space on the other end of the trail. The jury might be led by local artist Billy Tripp; and
 - e) Each agency will be responsible for the implementation of the plan on each privately-owned site; the City will realize the connecting elements.

Lead agency | City of Brownsville

Partnership | Agencies located on West Main such as First South Bank, The Chamber of Commerce, etc.; a higher education institution with a department of art and a strong community engagement mission; Haywood County High School; and local artist Billy Tripp

MID TERM ACTION #4 –SIGNAGE IMPROVEMENT

Description | Undertake a major revision of the City’s existing signage ordinance to enhance the ability of local residents and visitors to find important businesses, government offices, and service agencies while enhancing the physical appearance of Brownsville. The new ordinance will establish rules to determine the maximum signage allowable, location and kind of signs, minimum and maximum lettering, and other design features for each zoning district within the City.

Rationale | The City of Brownsville’s generous and often vaguely worded signage ordinance makes it difficult for property owners and business operators to understand and for local zoning officials to interpret and enforce. As a result the city has an overabundance of poorly designed and placed signage.

Steps |

- a) The City Planning Commission should establish a sub-committee to work with regional and state planners to identify small Southern Towns with well-crafted signage ordinances;
- b) The Sub-Committee should review these ordinances comparing them to Brownsville’s current regulations;
- c) The Committee should then interview local Building Inspectors, architects, and builders to determine their concerns regarding the existing signage code;
- d) The Committee should subsequently prepare a draft of a new signage ordinance for the full Planning Commission to review and adopt.

Lead agency | Sub-Committee of the Planning Commission

Partnership | Planning Commission

MID TERM ACTION #5 – TRAIN OVERPASS ENHANCEMENT

Description | Engage local designers in re-imagining the historic train overpass that is located on East Main Street that currently serves as

an unattractive entranceway to Downtown Brownsville. Working with the overpass' existing structural elements, possible sculptural additions and an inspired lighting design local artists and designers should transform this utilitarian structure, with the approval of the railroad, into a significant piece of public art that excites pedestrians and motorists about the many attractions of Downtown Brownsville.

Rationale | Like many historic towns whose histories are tied to rail service, Brownsville has an overpass on East Main Street that is unsightly and distracting. It serves to lower resident and tourist expectations regarding Downtown.

Steps |

- a) Invite residents, institutional leaders, and business owners interested in Downtown Brownsville to tour the overpass “on foot” and meet at the local Chamber of Commerce office to discuss what they like about the structure as well as their ideas for transforming it into an appropriate entranceway to Downtown;
- b) Form a small committee of interested individuals to scour the internet, scholarly publications, and popular magazines to identify examples of urban railroad passes that have been transformed through thoughtful and inspired design;
- c) Invite local stakeholders to share their ideas and proposals for transforming the trestle into an object of beauty;
- d) Seek the services of a local architect and/or landscape architect to review the materials collected by the committee and to prepare a series of alternative design proposals;
- e) Share these proposals via an exhibition at the Library and on the web to elicit local stakeholders preferences;

- f) Ask the volunteer designer to prepare a preferred design and present this to the Landmark Commission and the Planning Commission for their review;
- g) Organize a local fundraising campaign to secure the funds to implement the proposed changes.

Lead Agency | Chamber of Commerce

Partnership | Affected Railroad, Local Volunteers, and Members of the Historic Planning Commission.

LONG TERM ACTION #1 | THE SCHOOL BACK TO THE CITY CORE

Description | Abandon campus-based school complexes at the City’s periphery in favor of the adaptive re-use of infill sites closer to the town center for new educational facilities.

Rationale | Re-populate the downtown area with potential users of recreational activities and retail businesses; locate young people in a pedestrian-friendly area; and encourage them to walk and socialize in urban space.

Steps |

- a) Host city-wide consultation events, showing successful examples of high schools that have abandoned their suburban campus locations.

- b) At the same time, survey vacant properties in the downtown area, and assess the options of re-use or demolition and reconstruction (e.g. vacant mall on East Main);
- c) Based upon the survey, present a set of alternative locations for the high school to local residents and leaders;
- d) Formulate a detailed site plan for the preferred location based upon resident, parent, official, and School District feedback;
- e) Quietly secure an option to purchase this land; and
- f) Request Haywood County School District approval of this preferred location and site plan.

Lead agency | Haywood County School District

Partnership | City, Planning Commission, and Haywood County Government.

LONG TERM ACTION #2 | BROWNSVILLE GREENWAY

Description | Complete the implementation of a greenway system surrounding the city that includes areas within the floodplain that can be used as curvilinear park for recreational and outdoor sport activities by local residents and tourists, and as a connector of public sites and educational facilities. The greenway plan should also include a link to the Hatchie River and Wildlife Refuge for added recreation opportunities and a mechanism for encouraging more visitors to Downtown Brownsville.

Rationale | Contributing to the City’s goal of having a more natural and sustainable (less maintenance) storm water management system,

the greenway is conceived as a multi-purpose infrastructure element that will help Brownsville become a preferred destination for visitors and tourists. This improvement will also promote health and wellness within the local community, especially among residents of low income neighborhoods in the northern and southern part of town. Finally, it will provide safe routes to many schools and new links to nearby points of interests.

Steps |

- a) Continue acquiring land that was flooded in May 2010 to be part of the large greenway system;
- b) Establish a Greenway Conservancy that will coordinate the projects, through a high level of engagement by local stakeholders;
- c) Prepare a detailed urban design scheme for the greenway, connecting newly-acquired lands subjected to frequent flooding, existing infrastructures easily converted into dedicated bike and pedestrian lanes, and existing attractions and parks. The schema should classify sections of the system according to different priorities and levels of community engagement. (A tentative conceptual schema of the system is included and shows the relationship between the urban trails and the greenway system);
- d) Implement sections that have a high level of priority and a low level of community engagement;
- e) Implement sections that have a high level of priority and high level of community engagement (See Obj. 4 LT2; Obj. 6 ST1; Obj. 7-LT3); and.
- f) Complete implementation of the entire greenway system.

Lead agency | City Greenway Conservancy through the Brownsville Beautiful Committee

Partnership | Brownsville/Haywood County Parks and Recreation, youth groups or schools promoting linear community gardening; local cultural and philanthropic organizations promoting urban trails connecting historic districts; etc.

LONG TERM ACTION #3 | FROM SUBURBAN TO URBAN MAIN

Description | Launch an ongoing corridor improvement project that features building façade enhancements, street furniture improvements, inspired landscape installations, green infrastructure features and advanced urban design principles to advance the conversion of Main Street frontages from a suburban to urban character.

Rationale | The first impression of Brownsville that newcomers form is largely based upon their experience travelling along the city’s primary north-south and east-west arterials, namely, Main and Washington Streets. The impression visitors form can be dramatically improved through the passage of a new signage ordinance that removes ineffective and unsightly signage, establishes a more functional and aesthetically-pleasing approach to on-street parking, implements a building façade loan program to restore historic storefronts, and executes a “Complete Streets” concept that establishes uniform sidewalk and right of way dimensions, installs attractive and hearty street trees, shrubs, and flowers, places beautifully designed street furniture (benches, trash receptacles, and bus shelters) and lighting consistent with the dominant architecture of nearby residential and commercial properties; and hangs artistically created banners to add color to the area.

Steps |

- a) The City Planning Commission should work with the chamber of Commerce and institutions located along both Main and Washington Streets to form a taskforce to study existing conditions along these thoroughfares and possible improvement strategies;
- b) Representatives of this body should examine the architecture and planning literature on improving urban streetscapes, especially the “Complete Streets” concept;
- c) The Taskforce should consult representatives of the Western Tennessee Division of the American Planning Association, the Association of Landscape Architects, and the Urban Land Institute to identify two or three communities within the Greater Memphis Region that have undertaken successful streetscape improvement projects;
- d) The Planning Commission should request assistance from the Memphis Regional Design Center in organizing a community charrette to involve local stakeholders in creating alternative strategies for improving these thoroughfares; and
- e) The City should explore, seek, and secure external funding to fund the implementation of this program.

Lead agency | Brownsville Planning Commission

Partnership | Memphis Regional Design Center; the Greater Memphis Urban Land Institute; and the Graduate Programs in Architecture and City and Regional Planning.

8.2 | OBJECTIVE 2: LOCAL EMPLOYMENT, ENTREPRENEURIAL, AND INVESTMENT OPPORTUNITIES

Table of actions aimed at strengthening the City’s economic and tax base by expanding local employment, entrepreneurial, and investment opportunities for current and future residents and business owners, and investors.

Near-Term (1-5 years)	Mid-Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Branding Brownsville</p> <p>A comprehensive, strategic, and aggressive branding, marketing, and promotional campaign designed to sell Brownsville as an attractive residential community, business location, investment site, and tourist destination within the Mid South.</p>	<p>MT1 What’s Cooking/Baking</p> <p>A coordinated and strategic effort by local business leaders to recruit a successful restaurateur and/or baker from within the region to establish a quality family or fine dining restaurant and/or bake shop in a currently underutilized first floor location on or near Court Square.</p>	<p>LT1 4H Home Base</p> <p>Make Brownsville the location of a new regional 4-H Education and Training Center in West Tennessee to be built by the State Cooperative Education Service.</p>
<p>NT2 Buy Brownsville</p> <p>An organized campaign to support local agricultural, retail, wholesale, and service businesses by increasing the percentage of local purchases made by the City of Brownsville, the Haywood County School District, and local non-profit organizations, especially churches.</p>	<p>MT2 Emerald Brownsville</p> <p>A city-initiated energy conservation program focused on the systematic retrofitting of single-family homes, local institutions, and municipal properties, generating employment in the green building sector while significantly reducing the energy requirements of the City’s local building stock.</p>	<p>LT2 College on Court Square</p> <p>Rehabilitation of vacant space within the Court House located in the middle of Court Square to serve as a multi-university teaching and learning complex where nearby colleges and universities could offer educational services.</p>
<p>NT3 Digging Downtown Project</p> <p>A systematic effort to bring people back to Court Square to enjoy art, music, culture, food and shopping, that builds upon the excitement generated by the City’s recent upgrading of the Court Square. This project would feature a Friday evening Music series, Saturday Farmers Market, Sunday Classic Outdoor movie program and an end-of-the-school year social history arts, and drama festival to attract residents and visitors to the Court Square District.</p>	<p>MT3 Play Ball Brownsville</p> <p>A modest upgrading, marketing, and scheduling of the City’s existing baseball, softball, basketball, and football fields for use by regional, sectional, and national tournament groups. This effort could potentially bring thousands of young people and their families to the City.</p>	<p>LT3 Ecotourism</p> <p>Recreational and educational programs dedicated to advancing the protection and enjoyment of the Hatchie River and Wildlife Sanctuary and other prime nature areas by residents and visitors, through the promotion of nature-oriented activities including: walking, hiking, biking, canoeing, and fishing. Work with local entrepreneurs, the Nature Conservancy, and other groups to formulate a plan, coordinating with the Greenway system, and developing a blueprint for trail development and river access.</p>

Near-Term (1-5 years) – (cont.)	Mid--Term (6-10 years) - (cont.)	Long-Term (11-15 years) - (cont.)
<p>NT4 Revolving Loan Fund</p> <p>Activate the City’s revolving loan fund to provide funding for small businesses with a focus on job creation and/or retention and business expansion and/or startups.</p>	<p>MT4 South Industrial Park</p> <p>In partnership with Haywood County, complete the infrastructure for the South Industrial Park to enable the rapid development of this complex for job and tax generating purposes.</p>	<p>LT4 Agritourism</p> <p>Collaborate with area farmers and local extension staff to create visitor venues for promoting and accessing agricultural-based activities and businesses, from cotton-production/ginning, nursery operations, fruit & nut orchards, honey & sorghum, vineyards and wineries, and smoked ham distribution.</p>
<p>NT5 Expansion AT I-40</p> <p>Complete a comprehensive development plan for the urban growth area between exits 56 and 60 along I-40, with the goal of measured growth as a part of the overall development of the land adjacent to the Interstate.</p>		

NEAR TERM ACTION #1 | BRANDING BROWNSVILLE

Description | Branding Brownsville will be a comprehensive, strategic, and aggressive branding, marketing, and promotional campaign to highlight Brownsville as an attractive residential community, business location, investment site and tourist destination within the Mid South. Municipal officials, Chamber of Commerce leaders, and local media professionals will engage either a private firm with expertise in the branding of local communities and their major attractions or students and faculty from a university business school to design and implement such a campaign. This effort would include the development of a short branding statement that expresses the unique character of the Brownsville community, the development of an eye-catching logo to be featured in all City materials, the redesign of the City’s web presence, and establishment of a social media profile on Twitter, Facebook, My Space, and Linked to enhance the public’s exposure to and appreciation of Brownsville as a unique Southern City.

Rationale | While Brownsville has an extraordinary number of natural, historic, and cultural assets and attractions, relatively few people outside of Brownsville know about these. The redevelopment of Court Square, completion of the nearby State Solar Farm, and the proposal to establish a State Megasite, offers the City a unique opportunity to rebrand and reposition itself within the State and Region to attract new investors, businesses, jobs, and residents.

Steps |

a) Board of Alderman, in cooperation with the Brownsville Chamber of Commerce, should form a joint branding, marketing, and promotional committee;

- b) This committee should critically review current efforts to promote the City, evaluate their shortcomings, and develop a set of concrete goals and objectives for the new campaign;
- c) The Committee should, with the assistance of the local Chamber, approach local businesses to gauge their willingness to cover the costs of hiring a private firm to develop this campaign;
- d) In the event local funds are insufficient to cover of a private branding firm, steps should be taken to explore working with students and faculty of a local graduate school of business in designing such a campaign; and
- e) The Campaign should be implemented and evaluated for its effectiveness and efficiency.

Lead agency | The Office of the Mayor

Partnership | Brownsville Chamber of Commerce; Brownsville Business Association

NEAR TERM ACTION #2 | BUY BROWNSVILLE

Description | An organized campaign to support local agricultural, retail, wholesale, and service business by increasing the percentage of local purchases made by the City of Brownsville, the Haywood County School District, and local non-profit organizations, especially churches. A directory of local products and service providers will be developed and distributed to those responsible for making purchasing, contracting, and vendor service decisions within these public agencies and non-profit organizations. An information meeting could be organized by the Chamber to familiarize local businesses with opportunities to sell to and service local public agencies and non-profits. In the case of municipal government, departmental budget allocations could be evaluated, in part, on the basis of manager’s ability to improve their unit’s local

purchasing profiles. The success of this effort within local public and private agencies could result in local businesses deciding to participate in a parallel effort further supporting local businesses and job generation.

Rationale | Local residents and officials are concerned about the future health of the regional economy and its ability to provide living wage employment for local residents. Brownsville has been more successful than most other West Tennessee cities in recruiting manufacturing and distribution firms. However, unemployment and underemployment remain high. An import substitution strategy, such as a buy local campaign, would complement the City's current efforts by helping existing businesses grow by capturing a portion of local spending that is now flowing outside of the City.

Steps |

- a) Research existing state laws governing purchasing of goods and services by local public agencies;
- b) Determine the current level of local purchasing by the City, School District, area churches, and local non-profit organizations;
- c) Work with the Chamber of Commerce to develop a directory of available local goods and services;
- d) Organize a business information meeting for local businesses interested in participating in the buy-local program;
- e) Establish a policy designed to increase local purchasing by municipal government, public agencies, and area non-profits to a higher level while evaluating its local business and employment impact over time.

Lead agency | Office of the Mayor

Partnership | Brownsville Chamber of Commerce and the Brownsville Business Association

NEAR TERM ACTION #3 | DIGGING DOWNTOWN PROJECT

Description |. The Digging Downtown Project would be a coordinated effort to bring people back to Court Square to enjoy art, music, culture, dining and shopping. This initiative is designed to build upon the excitement generated by the recent upgrading of the Court Square through the organization of a series of low-cost events that bring people back Downtown to enjoy the architecture, ambience, and social life of this important historic district. A small committee could be jointly established by the Tourism Committee, Tennessee Downtowns Promotion Committee, and the Chamber of Commerce this winter to encourage local schools, colleges, cultural organizations, and independent artists and craftsman to exhibit and sell their creative works near the end of what might be the spring semester. This same group could work with local school and church music programs and independent performers to organize a Friday evening music series that would bring people Downtown for music, a meal, and a bit of shopping. The organizers of the Brownsville Farmers Market could be encouraged to move their operations directly onto Court Square on Saturday mornings during the spring, summer, and fall growing seasons. Finally, this volunteer body might also explore the feasibility of organizing a Sunday Evening Outdoor Film Series on the Square during the summer. These efforts would dramatically increase the number of people visiting Court Square and supporting its current and future businesses.

Rationale | Court Square has been the commercial, civic, and cultural center of Brownsville since its establishment in the mid-1820s. Like many smaller cities in West Tennessee, it has experienced a sharp decline in business activity and is currently underutilized. While the recent infrastructure investment has significantly improved its appearance; these brick and mortar investments are not likely to

restore the Square’s vitality without a significant marketing and promotion effort.

Steps |

- a) Survey local businesses, religious organizations, and civic associations regarding their willingness to participate in the Steering Committee for the Digging Downtown Initiative;
- b) Organize short study trips to Covington and Bolivar which have recently carried out successful downtown revitalization efforts;
- c) Contact local school and university officials regarding their interest in the Spring Arts Exhibition that would serve as the kick-off of the downtown revitalization effort;
- d) Establish contact with the Brownsville Farmers Market Committee to explore moving their enterprise to Court Square on Saturday mornings;
- e) Identify a local civic organization willing to undertake, with City assistance, the organization of a short summer film series on the Square.

Lead agency | Court Square business owners, Tennessee Downtowns Promotion Committee, Brownsville Tourism Committee, as well as local religious leaders, and civic activists

Partnership | Brownsville Chamber of Commerce

NEAR TERM ACTION #4 | REVOLVING LOAN FUND

Description | Revive the City’s dormant revolving loan fund to support new business start-ups that generate new jobs and additional tax revenues, especially those that meet local consumer and business needs. For example, local residents complain about having to drive to

Jackson and/or Memphis for an evening of fine dining. Such a fund could assist a local chef in opening a local family and/or fine dining venue on Court Square.

Rationale | The downturn in the economy, along with the collapse in the real estate market, has made it very difficult for businesses, especially new start-ups, to secure financing. A revolving loan fund that could provide a portion of the financing needed for a new venture while assuming a secondary mortgage position could play a critical role in launching new Brownsville businesses.

Steps |

- a) Organize a small taskforce of local business persons, bankers, and municipal officials to estimate the credit gap facing local start-ups;
- b) Work with municipal, county, regional, and state economic development officials to identify possible sources to capitalize this new fund;
- c) Collaborate with local business, banking, and faith-based organizations to market the existence of this new fund;
- d) Seek and evaluate applications from would-be business operators; and
- e) Make loans and evaluate the effectiveness of the programs overall design and underwriting policies.

Lead agency | Chamber of Commerce

Partnership | Haywood County Economic Development Agency

NEAR TERM ACTION #5 – I-40 Exit 56-60 GROWTH PLAN

Description | As the economy continues to regain momentum and the I-69 is built, traffic and development pressures along the I-40 corridor will intensify. The City of Brownsville should develop an overall growth plan for the Urban Growth Area along I-40 between Exits 56-60. A special effort should be made to develop a land use plan with a mix of retail, commercial, institutional, and residential purposes to insure the area’s attractiveness, vitality, and sustainability. A more compact form of development that encourages walking within this district and establishes a higher standard of design will serve as an attractive new district and an exciting new gateway to the City encouraging visitors to explore the rest of Brownsville.

Rationale | A slowdown in the economy offers local officials the opportunity to develop more strategic and innovative approaches to development. The undeveloped land along the Interstate which is relatively close to the Hatchie National Wildlife Refuge represents one of the County’s most desirable development opportunities. Transforming this unimproved space into an attractive, vibrant, and sustainable mixed-use community could enable the City and County to establish a new and higher standard for development giving the local community a distinct competitive advantage over other nearby communities that are pursuing low cost/minimum design development.

Steps |

a) The City should take steps to secure any and all available real estate market data for the I-40 corridor related to current and projected demand;

- b) The City should approach a local business school to conduct a regional opportunity loss study to identify sectors of the economy that appear to be underrepresented;
- c) Based upon this study’s estimate of square footage demand for particular kinds of services; the City should engage of local planner to prepare a master plan for the site;
- d) With the completion of the master plan, the City should consider issuing a Notice of Funding Availability for a developer willing to develop the site in accordance with the City’s master plan;
- e) The Master Plan, NOFA, and Development Plan should be used to approach the County and State to assist with the infrastructure costs needed to prepare the site for development;
- f) A developer should be chosen and work initiated on the site to realize the promise of the master plan.

Lead agency | City of Brownsville

Partnership | Haywood County

MID TERM ACTION #1 | WHAT’S COOKING/BAKING

Description | A coordinated and strategic effort by local business leaders to recruit a successful restaurateur and/or baker from within the region to establish a quality restaurant and/or bake shop in a currently underutilized first floor location on or near Court Square. While franchise stores might not be interested in such an opportunity, a local entrepreneur with a single location looking to expand into a second venue might be very interested. This interest could be further peaked through an appropriate set of incentives, including: reduced rent, property tax relief, reduction in required parking, staff training support, participation in a cooperative marketing program, etc.

MID TERM ACTION #2 | EMERALD BROWNSVILLE

Rationale | A significant number of the Brownsville residents interviewed for this plan complained about having to travel to Jackson and/or Memphis to have a family dining experience. There appears to be sufficient demand in Brownsville to support such an enterprise which would meet an important market niche, add to the vitality of the Court Square area, and generate needed local employment and tax revenue.

Steps |

- a) Complete an initial inventory of available commercial space on and around Court Square appropriately zoned for this purpose;
- b) Interview local residents regarding their favorite regional dining venues;
- c) Initiate preliminary conversations with independent restaurateurs regarding their potential interest in a Brownsville business opportunity;
- d) Prepare a small area market study to demonstrate the existence of an untapped market; and
- e) Assist the interested restaurateur in preparing a business plan for his/her Court Square venue, identifying local financing, and negotiating a workable property purchase or lease agreement; and,
- f) Work with local, County, and state economic development professionals to develop a package of incentives to encourage interested local entrepreneurs to pursue this opportunity.

Lead agency | Brownsville Chamber of Commerce

Partnership | Tennessee Downtown Steering and Promotion Committees

Description | A city-initiated energy conservation program focused on the systematic retrofitting of single-family homes, local institutions, and municipal properties. This effort would generate needed employment in the green building sector while significantly reducing the energy requirements of the City's local building stock, thereby lowering costs to their owners and slowing down the growth of the City's carbon foot-print. This project would be carried out in collaboration with the national green building campaign of the Emerald Cities Coalition staffed by the students and faculty at MIT in Cambridge, MA. Effort should be made to bring those visiting the State Solar Farm to see the energy conservation efforts being implemented in nearby Brownsville thereby generating a modest economic development benefit from the project.

Rationale | Many of Brownsville's homeowners are low to moderate income families that have been struggling to make ends meet during these economically-challenging times. Rising energy costs have forced many of these families to make tough decisions regarding which of their monthly bills to pay. An energy conservation program would enable these families to achieve significant savings on home heating and cooling while also generating needed living wage employment. The existence of a local energy cooperative serving the City increases the likelihood that such a program could be implemented.

Steps |

- a) Work with local utilities to circulate a bill stuffer survey regarding the energy use and conservation interests of local families;

- b) Establish contact with MIT’s Emerald Cities Program to learn more about community-based energy conservation programs operating in small cities within rural areas;
- c) Explore the University of Tennessee and Tennessee State University Cooperative Extension Service’s interest in working with the City to develop such a program;
- d) Make contact with the State of Tennessee Department of Housing and Community Renewal to explore the availability of State and Federal resources to implement such a program; and
- e) Prepare a proposal for the development of a “demonstration” project to establish both the energy conservation and living wage employment potential of such a program.

Lead agency | Brownsville Energy Authority

Partnership | TVA, UT and TSU Cooperative Extension Service, MIT’s Emerald Cities Project.

MID TERM ACTION #3 | PLAY BALL BROWNSVILLE

Description | Play Ball Brownsville would involve the modest upgrading, marketing, and scheduling of the City’s baseball, softball, basketball, soccer and football fields for use by regional, sectional, and national tournaments. This effort could potentially bring thousands of young people and their families to the City, thereby making a significant contribution to the local economy. Once these families are in town, efforts could be made to encourage them to visit the City’s Minefield, Museums, and historic districts. In the future, these families could also be encouraged to use the soon-to-be developed Brownsville Greenway System to travel to the Hatchie National Wildlife Refuge.

Rationale | Brownsville, like many other communities in the Mid South, have expended significant amounts of public funds in constructing and maintaining athletic fields that are somewhat-underutilized. These fields and facilities represent public assets that could be used to meet the needs of regional, sectional, and national athletic organizations seeking appropriate venues that are well designed, built, maintained, and highly accessible. The availability of such facilities in Brownsville could make the hosting of tournaments an important addition to the City’s current economic base.

Steps |

- a) Work with local coaches, school officials, and park staff to develop an e complete inventory of indoor and outdoor facilities within the City;
- b) Research the current availability of these facilities for seasonal tournament use;
- c) Enlist the help of a work study student from a nearby college or university to develop a database of recreational, scholastic, and semi-professional men’s and women’s leagues organizing annual tournaments in our region;
- d) Contact the parks departments of towns that host such events in order to identify leagues that might be looking for facilities similar to those offered by Brownsville; and
- e) Hire an area college student, preferably work study eligible, with a combined interest in leisure studies and business marketing to develop and implement a marketing campaign to attract such leagues to Brownsville.

Lead agency | Brownsville/Haywood County Parks and Recreation Department

Partnership | Haywood County School District

MID-TERM #4: SOUTH INDUSTRIAL PARK

Description | Work with Haywood County to complete the necessary infrastructure improvement within the South Industrial Park in order begin recruiting firms to this important new economic development site.

Rationale | While Brownsville has been most effective than most small cities in Tennessee in recruiting new industrial firms; it still suffers from a relatively high unemployment and poverty rate.

Steps |

- a) Meet with Haywood County officials to determine the specific infrastructure improvements that are needed;
- b) Identify potential sources of funding to cover the costs of such public investments;
- c) Apply for available state and federal grants and loans available to cover such costs;
- d) Upon raising the needed funds, determine if the City and County could work together to complete the improvements or if one or more outside contractors are required to successfully complete the work;
- e) If the later is required, issue an RFP and select a contractor to complete the work; and,
- f) Following the completion of the work and the appropriate inspection by public agencies begin marketing the space to potential tenants of the industrial park targeting those who have strong environmental records, pay living wages, and have a reputation for being good corporate citizens.

Lead agency | City of Brownsville

Partnership | Haywood County

LONG TERM ACTION #1 | 4-H HOME BASE

Description | The State Cooperative Education Service is currently planning to build a new regional 4-H Education and Training Center in West Tennessee. Brownsville would be an ideal location for such an educational facility. This 30,000 square foot facility would use state-of-the-art teaching technologies to introduce future 4-H leaders, staff, and volunteers to the fundamentals of child development, leadership education, and urban and rural ecology.

Rationale | Brownsville is located in the heart of one of the State's most active farming counties where many young people regularly participate in 4-H Programs. The presence of several nearby colleges and universities insure the availability of faculty to design and deliver the curriculum required by this new facility. The City has plenty of vacant lots and underutilized buildings that could be redeveloped to house this important new youth educational and recreational center.

Steps |

- a) Contact the leadership of 4-H at the University of Tennessee and Tennessee State University to learn more about the siting and building requirements for such a center;
- b) Convene a meeting with members of the House and Senate of the Tennessee State Legislature to inform them of Brownsville's interest in serving as the site for such a facility;
- c) Work with the City of Brownsville Planning staff to identify potential locations for such a facility within the City;
- d) Explore possible local individual, municipal, county, corporate, and philanthropic donations that might be available to support the construction and/or operation of such a center; and

- e) Prepare a full proposal to State 4-H officials, complete with preliminary building designs, and siting rationale, for a Brownsville site for a Regional 4-H training facility.

Lead agency | Haywood County 4-H Association and Haywood County Mayor

Partnership | City of Brownsville, University of Tennessee

LONG TERM ACTION #2 | COLLEGE ON COURT SQUARE (CCS)

Description | Significant elements of the local court system, formerly housed on Court Square, have been moved to a new Justice Department Complex located outside of downtown in the former Wal-Mart building. The Court House located in the middle of Court Square is now largely vacant. This historic building could be adapted to serve as a multi-university complex where nearby colleges and universities could offer in-person and on-line Advanced Placement classes, traditional and non-traditional undergraduate and graduate school offerings, as well as a variety of certificate programs for area youth as well as adult learners.

Rationale | An underutilized historic structure in the middle of the city center represents a potential asset to many observers. Adaptively re-used as a multi-university site offering courses to traditional and non-traditional students, the site can serve to activate the entire Court Square District with learners of all ages coming Downtown to acquire new knowledge and skills, thereby, improving the educational attainment levels in the community critical to workforce development and economic prosperity.

Steps |

- a) Recruit a volunteer structural engineer and preservation architect to assess the extent and costs of the rehabilitation required to transform this historic building into a suitable learning environment;
- b) Survey local and regional colleges and universities to determine their interest in offering ongoing classes at the multi-university center in Brownsville;
- c) Organize a field trip to Jonesport to learn more about their experience operating a similar adult education center;
- d) Explore existing state, federal, and foundation funding opportunities to identify the financial resources required to complete the renovation; and
- e) Submit the proposal in order to secure the funds needed to complete the renovation.

Lead agency | Brownsville/Haywood County Chamber of Commerce, Haywood County Mayor, Brownville PTA and HHS Alumni Association

Partnership | Haywood County Board of Education, City of Brownsville, Tennessee Downtowns Steering Committee

LONG TERM ACTION #3 | ECOTOURISM

Description | Create a brochure highlighting the City, County, and Region's many natural attractions, including the Hatchie River, Hatchie National Wildlife Reserve, the Haywood County Nature Reserve and the soon to be developed Brownsville Greenway.

Rationale | Increasing numbers of Americans are looking to spend part or all of their vacation time exploring natural habitats.

Ecotourism is currently the most rapidly growing segment of the leisure and hospitality industry. Brownsville is well positioned to take advantage of its many nearby natural areas and habitats to attract additional visitors and tourists to the community.

Steps |

- a) Work with Haywood County Parks and Recreation staff and representatives of the Hatchie National Wildlife Reserve to inventory potential ecotourism sites;
- b) Form a small working group within the Chamber to prepare an initial brochure and web content highlighting these resources;
- c) Work with Brownsville and Haywood County officials to distribute these materials through existing County and State tourism outlets;
- d) Enlist a local writer and photographer to prepare a short article highlighting these resources to be submitted in various forms to publications used by nature-oriented travelers.

Lead agency | Brownsville Chamber of Commerce

Partnership | Haywood County Parks and Recreation and Hatchie National Wildlife Preserve

LONG TERM ACTION #4 | AGRITOURISM

Description | Collaborate with area farmers and local extension staff to create visitor venues for promoting and accessing agricultural-based activities and businesses, from cotton-production/ginning, nursery operations, fruit & nut orchards, honey & sorghum, vineyards and wineries, and smoked ham distribution.

Rationale | Agriculture remains a critical element of Brownsville and Haywood County’s economic and cultural life. This program would introduce long-time residents, visitors from nearby urban areas, and long-distance tourism to the remarkably diverse and vibrant agricultural economy of the City and County.

Steps |

- a) Meet with representatives of Haywood County Cooperative Extension, the University of Tennessee Extension, and Tennessee State University Extension to map the wide range of agricultural producers, food processors, and others participating in the region’s agricultural system;
- b) Invite representatives of these entities to an initial meeting to gauge their interest in participating in an Agritourism initiative;
- c) Work with those who are most interested to develop an informational brochure and web presentation on the City/County’s new Agritourism program;
- d) Consult state agriculture, economic development, and tourism offices to secure funds to design and promote the program;
- e) Organize a major public event to initiate the effort, operate it for one year, and then evaluate its effectiveness

Lead agency | Haywood County Cooperative Extension

Partnership | Brownsville Chamber of Commerce

8.3 | OBJECTIVE 3: CITYWIDE GREENWAY SYSTEM

Table of actions needed to connect the City’s major public spaces and facilities and historic districts by means of a proposed greenway system utilizing the existing floodplain, thereby, improving access to the city’s neighborhoods and community facilities and the Hatchie Wildlife Refuge, while mitigating storm water runoff and reducing the threat of future flood damage.

Near-Term (1-5 years)	Mid Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Let’s Move</p> <p>Establish a Greenway Conservancy to coordinate the planning and development of a circumferential greenway that will serve as a central feature of the City’s flood control system and an important regional recreational amenity.</p>	<p>MT1 Securing Resources</p> <p>Implementation of a multi-pronged development strategy focused on securing public and private resources to complete segments of the greenway</p>	<p>LT1 To the Hatchie</p> <p>Design and construct a public hiking and biking trail connecting the City’s proposed greenway to the Hatchie Wildlife Refuge.</p>
<p>NT2 Concept</p> <p>Complete conceptual drawings and construction documents related to the establishment of a fully-developed greenway around the City incorporating existing parks and a potential second passive park in the Sugar Creek area.</p>	<p>MT2 Securing Easements</p> <p>Secure land and utility easements needed to complete the greenway, as well as a public hiking and biking trail along Sugar Creek thereby strengthening the City’s connection to the Hatchie National Wildlife Refuge.</p>	<p>LT2 Link with other Trails</p> <p>Integrate the Brownsville greenway and Sugar Creek trails into the region’s rapidly expanding urban and rural trails and scenic byways network.</p>
<p>NT3 Retention Plan</p> <p>Complete a storm water retention plan and design reflecting international “best practices” for the entire City, focusing on flood prone sections of the City located around Sugar and Nixon Creeks</p>	<p>MT3 Trailhead Design</p> <p>Organize an international design competition for the creation of a “green” trailhead information, education, bike rental and repair facility.</p>	<p>LT3 Operation Bird-watch</p> <p>Every year the Audubon Society, in cooperation with Cornell University’s Ornithology Laboratory, mobilizes local volunteers to organize a Census of local bird life throughout the United States. Brownsville’s location in the middle of a major north/south avian flyway along parts of the Hatchie River Wildlife Refuge makes it an ideal location to engage in this low impact recreational activity.</p>

NEAR TERM ACTION #1 | LET'S MOVE

Description | Establish a Brownsville Greenway Conservancy, a public-private park planning and development non-profit, to assume overall responsibility for the design, development, and management of the greenway.

Rationale | In recent years, a number of cities have encouraged the formation of non-profit organizations to raise public and private funds to redevelop existing open space and public park assets or to create new recreational facilities. Nationally, one of the most successful examples of this type of is the Central Park Conservancy. In our region, the Shelby Farms Park Conservancy has generated millions of dollars to transform this regional park facility into a world-class public park with the assistance of famed landscape architect – James Corner of the University of Pennsylvania.

Steps |

- a) Research “best practices” in the use of non-profit conservancies to either establish or expand a public open space and/or park facility;
- b) Visit the Shelby Farms Conservancy to benefit from the experience of this nearby park development and maintenance organization;
- c) Solicit the assistance of a local attorney, with non-profit incorporation experience, to develop the charter, by-laws, and 501c3 application for the organization;

- d) Identify local civic leaders interested in participating in the further development of the greenways system to serve on the board of this new organization; and,
- e) Conduct an initial scan of potential funding resources to support the Conservancy’s activities.

Lead agency | Office of the Mayor

Partnership | Local neighborhood association leaders and Storm Water Management Board Members

NEAR TERM ACTION #2 | CONCEPT

Description | Develop the conceptual drawings to illustrate the vision for a greenway system that would circle the City in order to better manage storm water and provide Brownsville residents and visitors with an important new recreational amenity. Over time, this greenway system would connect Brownsville residents to the Hatchie River by means of a southern extension that would be planned and built in the future.

Rationale | In recent years, significant numbers of Brownsville families, many poor and working class, have watched as flooding from violent summer storms have damaged and destroyed their homes and neighborhoods. This greenway would be created by expanding the public right along the historic drainage canal system that currently surrounds the City and making needed physical improvements to enable it to be used as an attractive and pleasant active and passive recreation area.

Steps |

- a) Secure current base maps for the area with natural features, topography, drainage patterns, flood plain boundaries, street designations and building footprints;
- b) Engage residents from the areas adjacent to the current storm water drainage canal in an inventory of local community assets and a discussion of preferred design features for the proposed greenway system;
- c) Conduct a quick review of the existing “best practices” literature regarding the re-naturalization of flood prone areas within urban communities;
- d) Prepare a set of alternative conceptual designs for Phase I of the greenway development process;
- e) Present these alternative proposals to local stakeholders to elicit their preferences; and,
- f) Execute a preliminary design plan for the Greenway and the Brownsville- to - Hatchie Extension.

Lead agency | Brownsville Public Works Department

Partnership | Haywood County Public Works Department

NEAR TERM ACTION #3 | RETENTION PLAN

Description | Prepare a detail storm water retention plan to reduce the volume of water flowing into the City’s existing storm water drainage system in order to reduce flooding especially in the Sugar and Nixon Creek areas of the City.

Rationale | Residents, property owners, and business owners in the neighborhoods adjacent to the City’s existing storm water drainage system live in near-constant fear that intense storm water events will exceed the current systems capacity resulting in serious property losses.

Steps |

- a) Conduct research on traditional and non-traditional approaches to improving storm water management in urban areas, with special attention being paid to the work of MIT Professor Anne Spirn, a landscape architect, who emphasizes above-ground, naturalistic solutions;
- b) Collect and study maps describing the city’s topography, flood history; and existing drainage systems;
- c) Contact local agencies involved in storm water management planning in Brownsville to learn about their future plans for the system; and,
- d) Engage an experienced landscape architecture and/or civil engineer to prepare a innovative approach to reducing the flow of storm water into the drainage system through a combination of traditional retention ponds and culverts and an “above ground” system utilizing plant materials and swales. Policies reducing the percentage of impervious surfaces within new developments will be aggressively pursued.

Lead agency | Brownsville Public Works Department

Partnership | Haywood County Engineering Department

MID TERM ACTION #1 | SECURING RESOURCES

Description | Develop a comprehensive fundraising plan and campaign to secure the resources needed to acquire the land and make the needed improvements to establish an attractive, functional, and intensively-used greenway to meet the future storm water and recreational needs of the Greater Brownsville community.

Rationale | In the context of more limited federal and state funding for local infrastructure projects, there is a need to develop innovative public/private funding strategies to pay for such projects. It is also advisable to look for opportunities to engage in multi-objective programming to secure funds normally not available for narrowly conceived storm water projects. In this project, local residents and leaders are seeking to use the greenway promote environmental education, health and wellness, and tourism while addressing the City’s storm water management problems. By addressing a number of planning needs through one project, additional funding sources may come available to cover the significant costs related to this project.

Steps |

- a) Consult local and regional planners engaged in storm water management projects to identify typical funding sources available for Tennessee projects;
- b) Investigate non-traditional approaches to storm water management presented as “best practices” in the literature to identify additional sources they have been able to access;
- c) Explore possible funding that might be available to the project in light of its significant commitment to environmental education;

- d) Research possible funding that might be available to the project given the important health and wellness contribution the project will make towards encouraging more active lifestyles among youth and adults;
- e) Probe possible funding sources that might be available to the project through state and federal Safe Routes to School Programs; and,
- f) Seek possible funding sources that might be available to the project given its potential contribution to agro-tourism, eco-tourism, and heritage tourism.

Lead agency | Office of the Mayor

Partnership | Haywood County Community Development Agency

MID TERM ACTION #2 | SECURING LAND AND EASEMENTS

Description | Haywood County, the City of Brownsville, the Haywood County School District and other public agencies have historically owned property adjacent to the existing storm water drainage system. Efforts should be made to secure either title or easements to their surplus properties and to do the same from those properties held in private hands to fully develop the circumferential greenway for flood control, recreational, and educational purposes.

Rationale | The successful development of the greenway requires considerable land acquisitions. A significant portion of the land to be acquired is within the flood zone and, therefore, can be acquired at affordable prices .

Steps |

- a) Review the conceptual design for the greenway and determine the land parcels required to fully realize its full potential;
- b) With the assistance of the County Assessor, identify which public and private entities own the land;
- c) With the assistance of a local realtor experienced with public land acquisition, approach these landowners regarding their interest in either selling the land or the rights to use it for public purpose through carefully constructed easements;
- d) Identify public and private sources available to support acquisition of land for flood control, park development, health and wellness, ecological education, and tourism purposes which the greenway will serve; and
- e) With the support of the City Attorney acquire the needed property to fully implement the greenway plan.

Lead agency | Office of the Mayor

Partnership | Haywood County

MID TERM ACTION #1 | TRAILHEAD DESIGN

Description | Organize an international design competition for the creation of a “green” trailhead information, education, bike rental and repair facility, if possible, at a location on the trail close to the Court Square Historic District.

Rationale | This facility would give local residents, visitors, and tourists another reason to come Downtown. It would serve as an education center for those interested in exploring the trail as well as the city’s other

Ecotourism and Agritourism sites. The building’s green building design would be an attraction and education site by itself.

Steps |

- a) Invite local architects, landscape architects, and civil engineers to a meeting to discuss their ideas regarding alternative approaches to designing a green “trail head” building and store;
- b) Elicit their participation in preparing an initial “call for submissions” for an international design competition for this structure;
- c) Approach local and regional business regarding their interest in underwriting the costs of the competition;
- d) Contact the local chapters of the American Institute of Architects, American Society of Landscape Architects, American Institute of Certified Planners, the Green Building Council, and the Urban Land Institute to seek their assistance in staffing the jury for the competition;
- e) Hold the competition exhibiting all of the submissions in a public place where local residents can record their perceptions of the work; and
- f) Announce the winners of the competition and commence the fundraising campaign to raise the funds needed to construct the building.

Lead agency | Brownsville Arts Council

Partnership | Haywood County Board of Realtors and the University of Memphis Department of Architecture

LONG TERM ACTION #1 | TO THE HATCHIE

Description | One of the City and County’s greatest assets is its proximity to the Hatchie National Wildlife Preserves. This plan proposes the development of a walking, hiking, and biking trail connecting the City of Brownsville and this remarkable recreational resource.

Rationale | While many of the local stakeholders we interviewed identified the Hatchie National Wildlife Preserve as an important community asset, they acknowledged that few residents currently take advantage of this resource. The design and completion of the Brownsville Greenway offers a perfect opportunity to provide an important physical connection to the Preserve by means of hiking and biking trails. This trail will encourage users of the greenway to travel to the Preserve; it will also encourage visitors to the Preserve to include a side trip to Brownsville in their vacation plans.

Steps |

- a) Work with local civil engineers, landscape architects, and planners to devise a preliminary conceptual design for an “extension” of the greenway connecting the City to the Hatchie;
- b) Collaborate with the Haywood County Tax Assessors’ Office to identify the property owners along the route;
- c) Approach these property owners requesting easements for a modest but well designed hiking/biking trail across their properties;
- d) Secure the funds to develop a preliminary design for the trail; and,
- e) Hire a landscape architecture firm to assist with the final design and implementation of the trail.

Lead agency | Brownsville Planning Commission

Partnership | Local naturalists and recreational enthusiasts

LONG TERM ACTION #2 | CONNECTING TO OTHER TRAILS

Description | Local officials and planners will work together to connect the soon-to-be built Brownsville Greenway and Hatchie Extension to the region’s rapidly growing regional hiking and biking trail system which is also connected to the ten-state Mississippi River Trail system.

Rationale | There is a growing awareness throughout the region of the importance of promoting more active lifestyles among children and adults in order to advance health and wellness. The recent investment in local hiking and biking trails is also being promoted to advance local economic development. Companies seeking new locations are increasingly asking about access to local trails and park facilities and health conscious tourists are increasingly seeking to incorporate hiking and biking activities into their vacation plans. This has led to several recent efforts to promote local trails within the Tri-State Memphis Region connecting these new public open spaces to larger regional and national trail networks.

Steps |

- a) Contact nearby counties to secure maps presenting their existing and planned hiking and biking trails;
- b) Examine the City and County’s existing greenway system to identify ways to connect local trails with this rapidly expanding network;
- c) In the development of new maps and promotional materials highlighting the new Brownsville Greenway incorporate these complimentary regional trails and encourage local trail users to take advantage of this system;

- d) Consider developing a Haywood County Trail Logo that can encourage users to consider using the entire local network; and,
- e) Install appropriate signage at key intersections where major local and regional trail systems intersect to encourage users to travel seamlessly from one to the other.

Lead agency | Brownsville Planning Commission

Partnership | Greater Memphis Greenway Alliance, Shelby Farms Conservancy, Mississippi River Corridor – Tennessee, and Mississippi River Trail

LONG TERM ACTION #3 | OPERATION BIRDWATCHING

Description | Each year the National Audubon Society, in cooperation with the Cornell University Ornithology Laboratory, conduct a national census of birdlife throughout the nation using local citizen volunteers. In light of Brownsville’s critical location on an important north/south avian flyway, local residents should be organized to participate in this important national research effort.

Rationale | Participation in the Audubon Wildlife Census will generate improved data on the City, County, and Region’s extraordinary birdlife. It will also introduce a wider range of residents and tourists to the beauty of the Brownsville Greenway. Finally, it will highlight the Greenway as an ideal location for a wide variety of passive and active recreation activities.

Steps |

- a) Determine the dates and local organizational requirements to participate in the upcoming Audubon/Cornell Survey;
- b) Contact local student, environmental, nature, and sportsmen organizations regarding their interest in participating in the census;
- c) Organize an information and training session for potential volunteers;
- d) Participate in the event providing data to the national effort; and,
- e) Evaluate the effectiveness of this first effort in order to identify ways to improve subsequent local efforts.

Lead agency | Local Chapters of the Audubon Society

Partnership | Sierra Club, Conservation League

8.4 | OBJECTIVE 4: PUBLIC EDUCATION, ARTS, AND CULTURE

Table of actions designed to strengthen the City’s competitive position within the region and nation through strategic investment in public education, arts, and culture

Near-Term (1-5 years)	Mid-Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Adults on the Move</p> <p>Expand the number of English as a Second Language (ESL) and General Education Diploma courses being offered for youth and adult learners.</p>	<p>MT1 Engagement Brownsville</p> <p>The City, in cooperation with the Haywood County Schools and the Brownsville Public Library, would work to contract with service-learning experts to formulate a developmental approach to getting school-age children directly engaged in ongoing public service, community-building and problem-solving efforts within the community.</p>	<p>LT1 Museum Studies</p> <p>Encourage local businesses to come together to fund three Graduate Research Assistantships to assist the Haywood County Museum, Dunbar Cultural Center, and the Delta Heritage Museum in securing the services of three anthropology, education, and or museum studies students to assist with basic acquisition, interpretation, and educational tasks.</p>
<p>NT2 AP on the Advance</p> <p>Increase the number and variety of Advanced Placement courses available to Brownsville and Haywood County secondary students thereby improving their college admissions profiles and completion times.</p>	<p>MT2 Brownsville Leadership Network</p> <p>Work with area businesses, institutions, and agencies to develop internships that will allow students to acquire new knowledge and skills while strengthening their attachment to Brownsville thereby increasing the likelihood they will return to the City following their graduation from college.</p>	<p>LT2 The Greenway Ecological Education Center</p> <p>Open classroom and learning laboratory for Haywood County School children, located on the soon-to-be constructed greenway near the current high school. This will feature a teaching garden with organically grown items, an arboretum highlighting local species, a composting area, solar collection exhibit, and dry toilets.</p>
<p>NT3 Intercultural Brownsville</p> <p>Establish a Human Relations Council in Brownsville that will work with outside consultants to develop and implement a cultural awareness and diversity training program for local residents, leaders, and officials.</p>	<p>MT3 Brownsville Cultural Connection</p> <p>The establishment of curriculum development grants for area teachers to work with volunteers and staff from local museums to create new lessons that would involve local school children in working with the historical and cultural materials in these collections to deepen their understanding of local history and culture. In a similar vein, explore a program working with Library staff in the Genealogy Resource section to educate students in ancestry research as part of understanding their heritage.</p>	<p>LT3 The New Haywood County High school</p> <p>The design and construction of a new Haywood County High School near the center of the City using green design principles that will allow students to actively study sustainable approaches to architecture, engineering, and planning.</p>

Near-Term (1-5 years) – (cont.)	Mid-Term (6-10 years) – (cont.)	Long-Term (11-15 years) – (cont.)
<p>NT4 Brownsville/Haywood Higher Ed Center</p> <p>Address significant educational attainment needs with the establishment and expansion of higher education credit and technical offerings, and workforce training and adult education programs, by working with local community colleges, universities, and technology centers taking advantage of locally-owned education facilities, and distance learning technologies already in place.</p>		<p>LT4 College Hill Arts Camp</p> <p>Use the former campus of the Female Bible College for a 10-week summer arts, music, and drama camp for area and boarding junior and senior high school students.</p>
<p>NT5 Arts Central</p> <p>Work with local artists, the Arts Council, and the Chamber to host periodic art parties for various ages and groups offering painting and art workshops in a festive and fun interactive setting(s) on the Square/Main Street. Establish a venue to host exhibits of local art students, artists, and craftspersons.</p>		

NEAR TERM ACTION #1 | ADULTS ON THE MOVE

Description | Adults on the Move would be a cooperative adult education effort by the Haywood County Schools, the Brownsville Public Library, local religious congregations, and area businesses to significantly improve basic literacy and educational attainment levels among Brownsville adults. This effort would expand the number of English as a Second Language (ESL) courses for the area’s growing Spanish speaking population. It would also result in the development of new pre-GED and traditional GED courses offered at the library, in church basements, and at area workplaces.

Rationale | Currently, many Brownsville adults enter the job market at a competitive disadvantage due to weak literacy skills and low educational attainment levels. This fact makes it difficult for them to secure living wage jobs and to be as successful on the job as they would like to be. This situation also makes it difficult for adults who are parents to fully participate in their children’s educational journey. Finally, these educational limitations discourage would-be employers looking for a skilled workforce from considering Brownsville.

Steps |

- a) Convene a meeting of representatives of the Haywood County School Board, Public Library, area churches, and community-based businesses to determine their interest in participating in an ambitious adult literacy project;
- b) Contact faculty from area universities, especially the University of Tennessee and the University of Memphis, to request their assistance in identifying best practices in adult education;
- c) Seek local religious congregations, employers, and social service agencies assistance in surveying, in English and Spanish, their

constituents to determine their interest in participating in such a program;

- d) Explore potential support for such a program through the local United Way, West Tennessee Catholic Charities, Cooperative Extension, Haywood County Schools, the State Department of Education, and the Community Service Block Grant Program; and
- e) Mobilize local retired teachers and other volunteers willing to participate in the program as teachers, mentors, and tutors.

Lead agency | Brownsville Public Library, Haywood County Schools

Partnership | Brownsville Ministerial Alliance

NEAR TERM ACTION #2 | AP ON THE ADVANCE

Description | This initiative would bring Haywood High School administrators together with the Vice-Presidents for Academic Affairs from area community colleges and public and private universities . The purpose of this meeting would be to explore strategies to increase the number of Advanced Placement courses offered to local high school students. This effort, if successfully undertaken, would enhance the intellectual life of HHS students while also improving their competitive position as future college applicants. The acquisition of Lambuth University as a local branch of the University of Memphis may provide a unique opportunity to offer AP courses through the traditional classroom method as well as on-line formats.

Rationale | Non-elite students at the high school complain of difficulties gaining access to more challenging AP courses. They feel as though they are being placed at a competitive disadvantage when it

comes to college applications by their lack of AP classes. They also wish to capture for their families the potential economic benefit of reducing the length of their college studies by a semester or two through the completion of a significant number of AP classes while they are in high school.

Steps |

- a) Meet with Haywood County Schools administrators to discuss their current AP course offerings and interest in expanding their catalogue of AP classes;
- b) Work with the Student Government Association at the high school to identify subject areas they would be interested in exploring through a variety of AP offerings;
- c) Convene a meeting with senior administrators involved in undergraduate education at the U of M. UT Martin, Union College, and other area higher educational institutions to identify areas they may be willing to offer instructional support for HHS’s AP efforts;
- d) Market the new course offerings; and
- e) Offer and evaluate student, faculty, and administrator satisfaction with the new AP classes.

Lead agency | Haywood High School

Partnership | Area higher educational institutions

NEAR TERM ACTION #3 | INTERCULTURAL BROWNSVILLE

Description | One of Brownsville’s greatest current strengths and advantages is its racial, cultural, and religious diversity. In a world that

is, according to leading urban theorist Leonie Sandercock, increasingly distinguished by its cultural diversity, especially in cities, Brownsville has the potential of preparing its residents to cross boundaries in school, the workplace, and in the community. While Brownsville has a mix of people, a significant portion of the population feels uncomfortable and unwilling to cross historic racial, ethnic, class, and religious boundaries. As a result, the civic and business core of the community continues to be dominated by Caucasians even though African Americans and Latinos/as comprise the majority of the population. Despite significant progress in addressing issues of tolerance and diversity, a significant portion of the City’s non-white population continues to experience subtle forms of discrimination. The challenge of assembling a diverse set of ministers as part of the Brownsville on the Move planning process highlighted the need to address the often subtle forms of racism that appear to persist within the community.

This initiative would involve the establishment of a Human Relations Council in Brownsville to work with outside consultants to develop and implement a cultural awareness and diversity training program. All municipal and school district employees would be required to complete this training. Staff from non-profit organizations receiving City funds would be asked to require their staff to do likewise. Business receiving City assistance in the form of business development grants, loans, infrastructure investments, and zoning consideration would be required to have their managers and workers complete the program. Finally, area churches would be strongly encouraged to offer this program to their staff, elders, and congregational members.

Rationale | Divisions among significant segments of any community creates serious economic, educational, and social problems. In

Brownsville, some young people do not feel it is safe to travel through all parts of the community and to associate with whomever they would like. They feel subtle pressure to maintain the same forms of separation they observe in their elders. These pressures represent serious distractions for them in their neighborhoods, at school, and at work. Their tendency to spend the majority of their time within their own cultural identity group denies them important inter-cultural and cross-cultural experiences that will prepare them for future success in school and in the workplace.

Steps |

- a) Establish a diverse Human Relations Council;
- b) Engage the services of an experienced diversity scholar/consultant who either works at a nearby university or has their own private practice;
- c) Seek the assistance of a nearby university-based anthropology department to conduct a series of focus groups with the City's major cultural and racial identity groups to identify the various forms of discrimination, bias, and bigotry that they experience and to ask them to articulate the major outcomes they would like to see emerge from such an education and training program within the City;
- d) Request the anthropology students and faculty to complete best-practices research on successful anti-racism education programs undertaken in other small Southern cities in the United States; and,
- e) Collaborate with the hired consultant to develop, pilot, and evaluate this program beginning with municipal employees.

Lead agency | Brownsville Ministerial Alliance

Partnership | Brownsville Branch of the NAACP and the University of Memphis Department of Anthropology

NEAR-TERM #4: BROWNSVILLE/HAYWOOD COUNTY HIGHER EDUCATION CENTER

Description | Address significant educational attainment needs with the establishment and expansion of higher education credit and technical offerings, and workforce training and adult education programs, by working with local community colleges, universities, and technology centers taking advantage of locally-owned education facilities, and distance learning technologies already in place.

Rationale | Many working class and middle income families are experiencing difficult economic times. This Center would enable the children of these families to take AP courses that might reduce the number of semesters they would have to spend at a residential college. Taking such courses might also improve their competitive position when they apply for school. Non-traditional workers seeks to improve their skill set in order to move ahead within their organization and career would benefit from the courses offered by such a center. Finally, the existence of such a center would be an attraction to companies considering a Brownsville location.

Steps |

- a) Survey the Human Resources Managers of local and regional firms regarding their continuing education needs and interests;
- b) survey local public and private high school principals regarding their students AP needs;
- c) Investigate the organization, programming, and operations of similar multi-university education centers, such as the one recently established in Jonesport;

- d) Research the interest of local community colleges, private colleges and universities, and nearby public universities in offering programming at such a site; and
- e) Identify an initial set of courses to be offered, market the program, and evaluate its effectiveness.

Lead agency | Haywood County Schools

Partnership | Brownsville Chamber of Commerce, area fraternal organizations

NEAR-TERM #5: ARTS CENTRAL

Description | A regular series of arts events hosted on Court Square organized by local artists, the Arts Council and the Chamber of Commerce.

Rationale | Brownsville is fortunate to be home to many talented craftsman and artists. However, there are very opportunities for local artists and craftsman to share their knowledge and skills with each other and to introduce their latest work to the broader community.

Steps |

- a) Work with local artists and the Arts Council to inventory local artists and craftsperson;
- b) Invite the leadership of these networks to plan a regular series of public arts event on Court Square;
- c) Seek the Chamber of Commerce in identify appropriate venues on or near Court Square for seasonal art exhibitions, demonstrations, and sales;

- d) Implement a cooperative marketing and advertising effort to promote these events; and,
- e) Assist this network in establishing a Brownsville Arts website to promote post-event sales of work by these artists and craftsman.

Lead agency | Brownsville Arts Council

Partnership | Brownsville Chamber of Commerce

MID TERM ACTION #1 | LEADERSHIP BROWNSVILLE

Description | This initiative would involve local teachers, school administrators, business persons, non-profit executives and municipal officials working together to develop a leadership development program for school age children based upon “best practices” in service-learning.

Rationale | Like many communities, the majority of those currently involved in local civic affairs are 55 years of age or older. A greater effort must be made to introduce young people to the extraordinary opportunities that exist to effect positive change in their community through public service.

Steps |

- a) Organize an initial meeting involving key city staff members and the University of Memphis’ Engaged Scholars Committee members to discuss the principles of service-learning and to identify possible age-appropriate projects that could be undertaken through such an initiative;

- b) Meet with officials from the Haywood County Schools to discuss their ongoing civic education and service-learning programs to gauge their interest in such an effort;
- c) Contact Tennessee and National Campus Compact organizations to secure their involvement in a half-day introduction to service learning for interested teachers, parents, non-profit managers, and City officials;
- d) Organize the training session;
- e) Initiate and evaluate a small number of service-learning courses on a pilot basis; and
- f) Appoint students who in the future emerge as interested and effective youth leaders where appropriate to committees and task forces charged with implementing Brownsville on the Move projects.

Lead agency | City Mayor’s office, Haywood County Mayor

Partnership | Haywood County Schools

MID TERM ACTION #2 | BROWNSVILLE LEADERSHIP NETWORK

Description | This project would recruit area business, non-profit, and governmental organizations to participate in a soon-to-be established paid summer internship program for Brownsville students attending college. This program would offer these young Brownsvillians opportunities to acquire new knowledge and skills through paid summer employment with inspired public and private sector leaders who would serve as their mentors. The interns would benefit from a weekly public issues seminar exploring economic and community development challenges facing the City. In small groups, they would be asked to prepare policy papers

exploring creative solutions to these problems. Finally, these interns would be assigned to assist with one or more Brownsville on the Move projects.

Rationale | One of the major challenges facing small to medium cities is the loss of so-called social capital represented by the movement of college-educated youth to other communities. This program seeks to connect the City’s best and brightest young people to exciting urban transformation efforts taking place within the community to increase the likelihood they return to Brownsville following their undergraduate and graduate education.

Steps |

- a) Reach out to leaders in municipal and county government, the local business community, and the City’s non-profit sector to identify managers willing to participate in the development of this program;
- b) Invite interested leaders to form a planning committee to work on the design, marketing, and management of this program;
- c) Research similar civic leadership programs being operated by other cities in our region;
- d) Work with the Haywood School District and area churches to identify young people who can be invited to participate in this program;
- e) Invite, screen, and admit young people into the program; and,
- f) Assign interns to assist with Brownsville on the Move Implementation activities.

Lead agency | City of Brownsville

Partnership | Brownsville Chamber of Commerce

MID TERM ACTION #3 | BROWNSVILLE’S CULTURAL CONNECTION

Description | One of Brownsville’ most important assets is the number of well organized museums it has that celebrate various aspects of the City’s social life. The Haywood County, Dunbar-Carver, and Delta Heritage Museums, as well as the archives collection of the Brownsville Public Library represent significant learning resources for area students and teachers. The Brownsville Cultural Connection would provide a small number of curriculum development grants for area teachers to work with volunteers and staff from these institutions to create new lessons that would involve local school children in working with the historical and cultural materials in these collections to deepen their understanding of local history and culture.

Rationale | The three museums and library-based municipal records and local history collection represents a rich, but under-utilized learning resources, for local schools. Involving an increasing number of area children in the ongoing cultural document and interpretation efforts of these local institutions will, over time, generate renewed interest in the work of these impressive local institutions among adults within the community. This will broaden the membership, and hopefully, the financial base of these institutions allowing them to expand and deepen their efforts well into the future.

Steps |

- a) Encourage representatives of the City’s three local museums and library to meet to discuss their most successful work with school-age children and ideas for new programming;
- b) Catalogue the abovementioned activities and organize a meeting with representatives of the Haywood County Schools and area

- private academies to discuss possible history and social science programming at the museums;
- c) Seek School District and private sector support to underwrite a small number of pilot projects at the primary, middle, and secondary school levels;
 - d) Recruit and train teachers, parents, and volunteer docents willing to participate in this program; and
 - e) Initiate and evaluate this “day at the museum” program.

Lead agency | A joint committee composed of representatives from the three museums and the public library

Partnership | Haywood County Historic Society, University of Memphis Departments of Anthropology and History

LONG TERM ACTION #1 | MUSEUM STUDIES

Description | This initiative would mobilize local and regional businesses to fund the creation of three Graduate Research Assistantships to support the curatorial, marketing, outreach, and fundraising activities of the City’s three museums. These positions would support the work of anthropology, history, American studies, and communication students from area colleges and universities who would be asked to spend twenty hours a week supporting the education efforts of the Haywood County, Carver-Dunbar, and Delta Heritage Museums.

Rationale | These three museums represent a significant educational and tourism asset for Brownsville. Their continued growth and development are of vital importance to the community. A single graduate student interested in the social history of the region would

make a significant contribution to advancing the educational and cultural programming of these institutions. If the local community could cover the cost of a 9-month stipend (\$9,000) for each museum; nearby colleges and universities would be asked to match this commitment by offering participating students tuition and fee waivers to cover the cost of their studies.

Steps |

- a) Contact the local museums regarding their interest in initiating such an effort;
- b) Work with the museum staff to prepare three position descriptions and announcements;
- c) Approach local businesses, corporations, and foundations giving programs to secure their support for the program;
- d) Request matching tuition and fee waiver support from area colleges; and,
- e) Advertise, screen and appoint the Graduate Research Assistants.

Lead agency | Haywood County Museum

Partnership | Dunbar-Carver and Delta Heritage Museums

LONG TERM ACTION #2 | THE GREENWAY ENVIRONMENTAL EDUCATION CENTER

Description | The Greenway Outdoor Education Center would be an open classroom and learning laboratory for Haywood County School children. This facility would be located on the soon-to-be constructed greenway near the current high school and would feature a teaching garden with organically grown items, an arboretum highlighting local species, a

composting area, solar collection section, and dry toilets. This facility would be used to introduce young people to the joys of gardening and basics of ecological living.

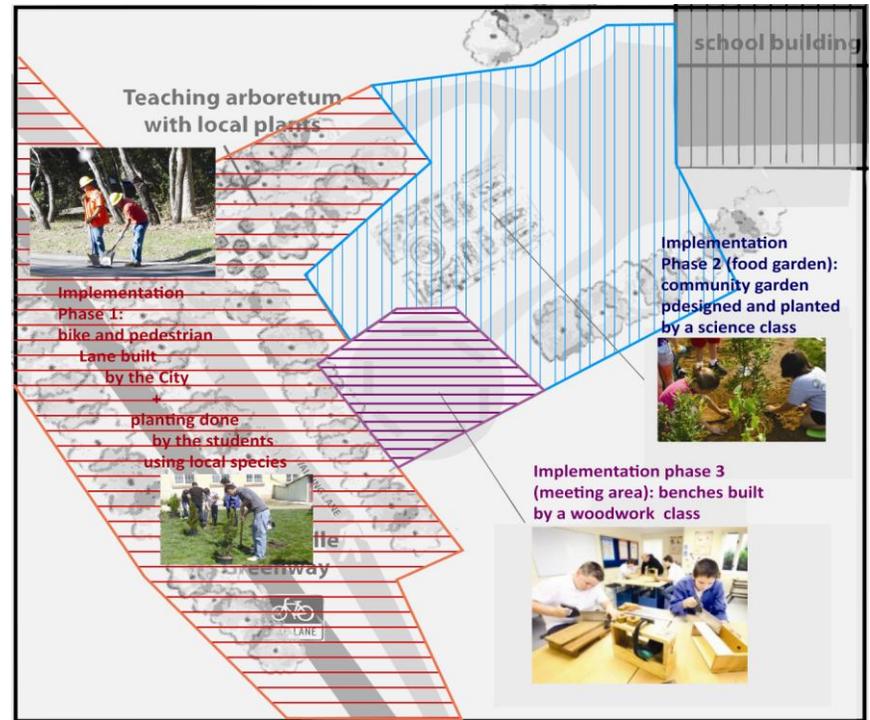
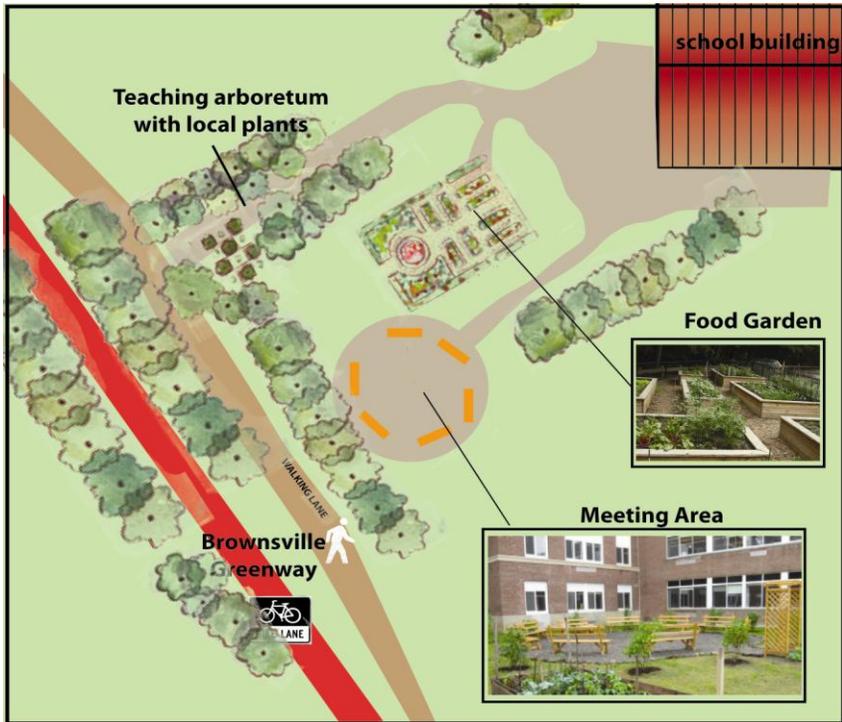
Rationale | This facility would be used to introduce young people to basic ecological principles, local plant materials and animal life, energy conservation techniques, and fundamentals of sustainable farming practices. Students would be encouraged to develop pilot/demonstration projects applying their new ecological understandings and skills to advance the development of the greenway and other residual open spaces throughout the City.

Steps |

- a) The County School District gives permission to school officials, teachers, and students to play an active leadership role in establishing the outdoor education center;
- b) An environmental and health/wellness education consultant should be hired to help local school officials and teachers develop a practice-oriented curriculum; the curriculum might be organized in areas: ecological design, physical construction, on-going management;
- c) A land-use survey of school-owned and public-owned open spaces along the Brownville greenway would be carried out by the City to determine the most suitable site/sites for this facility;
- d) Design phase, that can use a combination of Section Types illustrated at page 84;
- e) Implementation Phases 1, 2, and 3 (See following illustrations).

Lead Agency | Haywood County School District

Partnership | University of Tennessee and Tennessee State University Cooperative Extension Service.



Example of an outdoor classroom and its implementation phases

LONG TERM ACTION #3 | THE NEW HAYWOOD COUNTY HIGH SCHOOL

Description | Students, parents, teachers, alumni, and local school officials have long discussed the need to build a new high school that more effectively supports the high school’s commitment to promoting excellence in teaching, learning, and community service. The authors of this plan encourage local school planners to resist the tendency to design and build the new high school as a suburban/rural campus at the edge of the city. Such a location would isolate the life and work of the campus from the community where the majority of their students live. A remote location requires the vast majority of students, teachers, staff, and administrators to commute to and from school in automobiles, which is expensive, time consuming and hurtful to the environment. An infill location near the heart of the City would allow the vast majority of the high school community to either walk or bike to school. It would also allow students and faculty to use the City as a learning lab where they could pursue a variety of service-learning projects benefiting the community. If designed using green building principles, the school could also be a learning lab for students and community members interested in deepening their knowledge of urban sustainability. Finally, if the school incorporated space for various community non-profits into the building, it could significantly strengthen the ties that exist between the school population and the rest of the community.

Rationale | In a period of peak oil prices we can no longer afford to locate important civic facilities, such as regional high schools, at the edge of the city. By designing the building with the latest of green design features the school becomes a dynamic example of sustainable living in the heart of the city. By incorporating important civic uses within the building, it fosters closer ties between the school and the broader community, and uses and revitalizes the existing infrastructure

Steps |

- a) Meet with local school planners and administrators to formulate a time-line for the design, siting, and construction of the new high school;
- b) Survey students, staff, faculty, parents, alumni, and school officials regarding their goals and preferences for a new building;
- c) Research best practices in green building and design, especially the West Philadelphia Green Block and School;
- d) Identify locations in and near the downtown as possible sites for school that maximize walking and riding to school; and,
- e) Ask the Memphis Regional Design Center to organize a national design competition for innovative green designs for the new school.

Lead agency | Haywood County School District

Partnership | Haywood County and City of Brownsville Planning Commissions, Memphis Regional Design Center, and the Greater Memphis Chapter of the Green Building Council

LONG TERM ACTION #4 | COLLEGE HILL ARTS CAMP

Description | College Hill Arts Camp would involve the use of the former campus of the Female Bible College for a 10-week summer arts, music, and drama camp for area and boarding junior and senior high school students. Area art teachers from local high schools, colleges, and universities, along with interested area artists, would be recruited to develop and deliver age-appropriate instruction in art, architecture, dance, drama, voice and performance. This camp would offer young people an exciting new place to develop their artistic skills while generating needed summer employment for area fine artists and supplemental revenue for area businesses.

Rationale | Brownsville is fortunate to be the home of many talented artists, musicians, singers, and architects who appear eager to share their gifts with the next generation and build upon its rich musical heritage. The College Hill facility is currently underutilized during the summer and could serve as an ideal location for a Summer Arts Camp for youth. This activity could make a significant contribution to the ongoing development of the Brownsville economy.

Steps |

- a) Survey the existing College Hill facilities and determine their summer availability (Also include nearby religious, school, and municipal facilities that could be used to supplement those on the Hill.);
- b) Identify inspired artists, musicians, singers, dancers, and architects who might be interested in working together to develop the curriculum for the camp;
- c) Secure a small seed grant from a local lending institution and/or the Chamber of Commerce to hire an experienced arts educator to revise the volunteer generated curriculum, formulate weekly schedules, identify and hire needed staff, and assume a leading role in marketing this exciting new youth education program;
- d) Work with local building and health department officials to secure the needed permits and licenses to operate the Camp; and
- e) Market this exciting new day and sleep-away camp to junior and senior high school students interested in the arts.

Lead Agency | Brownsville/Haywood Arts Council

Partnership | Haywood County Schools

8.5 | OBJECTIVE 5: TRANSPORTATION, ACCESS, & INFRASTRUCTURE

Table of actions designed to facilitate the efficient movement of people and goods in and through Brownsville by enhancing the City’s existing infrastructure and way-finding systems

Near-Term (1-5 years)	Mid Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Transportation Survey</p> <p>A transportation infrastructure survey will provide a detailed picture of the current state of roads, sidewalks, bike lanes and other improvements needed to insure residents multiple transportation options. This survey will feature a map showing the condition of all routes including sidewalks and other pedestrian and bike ways. The final product will include maps showing current conditions as well as gaps in the existing network to be prioritized as short-term improvements to be made.</p>	<p>MT4 Roundabout</p> <p>Work with TDOT to determine the most appropriate treatment of the intersection of the Bypass and Highway 76 (Anderson Avenue), including a roundabout to create an attractive gateway into the City, while providing an efficient and safe methods to move people and vehicles into the City.</p>	<p>LT1 Toward An Oil-Free Brownsville</p> <p>Collaborate with local utility executives and municipal engineers to establish sites for electric car charging/re-charging. Such a facility could engage those working in the City to consider hybrid or electric vehicles. It could also serve as another stop on the “green tour of Brownsville” developed to attract those visiting the State’s nearby Solar Farm and the Hatchie National Wildlife Reserve to the City.</p>
<p>NT2 Senior Dedicated Transit</p> <p>Continue to support and expand the SWTHRA dedicated vehicle program serving seniors and individuals with disabilities. Determine the feasibility for SWTHRA to establish regularly scheduled, fixed routes to meet seniors’ needs to travel to doctors, churches, stores, etc.</p>	<p>MT2 The Road to Jackson</p> <p>Explore the feasibility of establishing regular van or bus service from Brownsville to major employment centers in Jackson and Memphis.</p>	<p>LT2 Alternative Fuels Initiative</p> <p>Studying the extent to which the City, School District, and County could achieve energy efficiency and environmental benefits by changing the mix of fuels they use in their respective motor fleets.</p>
<p>NT3 Safe Routes to Schools</p> <p>Continue to seek TDOT Safe Routes to School Grants where applicable to encourage larger numbers of students, staff, and faculty to walk and bike to and from school.</p>	<p>MT3 Ride Sharing</p> <p>Survey those employed by local firms to determine if car-sharing and car-pooling could reduce local vehicle miles traveled reducing costs to the workers and the City while not reducing their convenience.</p>	

NEAR TERM ACTION #1 | TRANSPORTATION SURVEY

Description | The first step in improving Brownsville’s approach to the delivery of transportation services is to conduct a local infrastructure survey. The primary objective of this survey is to develop an accurate assessment of the current state of local roads, sidewalks, bike lanes and other improvements in order to offer Brownsville residents multiple travel options. This survey will feature a map showing all current sidewalks and other pedestrian and bike infrastructure elements and their condition. The final product will be maps indicating existing infrastructure that needs maintenance or improvement and places where the system needs to be upgraded or extended.

Rationale | A comprehensive transportation plan requires an understanding of current capacities and limitations. Such a plan should also identify needed short and long-term improvements. This information is needed to insure Brownsville residents transportation options that meet their needs in a peak-oil environment in which fuel costs are likely to continue to rise.

Steps |

- a) Secure the assistance of the Graduate Program in City and Reg. Planning at the University of Memphis to conduct a streets, sidewalks, and transportation infrastructure survey;
- b) Identify places where there might be ADA compliance issues;
- c) Develop a prioritized list of needed improvements;
- d) Budget for these improvements over time through a capital improvement plan; and.
- e) Periodically re-evaluate the survey by updating the data in light of improvements made, in part, to maximize connectivity between areas and optimum access to alternative transportation modes (such as to new greenway facilities to schools and golf cart routes)

Lead agency | Planning Department & Code Enforcement and County Engineering Departments

Partnership | Tennessee Department of Transportation; Local Colleges and Universities

NEAR TERM ACTION #2 | SOUTHWEST TENNESSEE HUMAN RESOURCES AGENCY TRANSIT DEDICATED ASSET TO BROWNSVILLE

Description | SWTHRA provides on demand transit for seniors and persons with disabilities. As a short-run solution, the City and County could explore with SWTHRA officials the possibility of operating one of their vehicles on a daily fixed route in Brownsville during the week in order to better serve seniors needs. An additional vehicle might be dedicated to make one scheduled round trip from the Senior Center, Sugar Creek and the Hospital to medical centers in Jackson.

Rationale | Southwest Tennessee Human Resources already provides on-demand transit services. If they have vehicles that are underutilized these could be re-assigned to provide fixed route services and dedicated services to locations inside the City rather than allowing them to be under-utilized.

Steps |

- a) Plan a fixed route based upon an analysis of existing trip generators and higher density residential locations;
- b) Locate a few strategic bus stops in visible places with signs;
- c) Publish the route and schedules; and
- d) Involve service coordinators at the senior center, Sugar Creek Residence and the Hospital to help refine schedules and stops.

Lead agency | City and Mayors

Partnership | SWTHRA, service coordinators, county senior center

NEAR TERM ACTION #3 | SAFE ROUTES TO SCHOOL

Description | Pursue State Department of Transportation Safe Routes to School Grants to encourage larger numbers of students, staff, and faculty to walk and bike to and from school.

Rationale | Research suggests that encouraging youth to walk or bike to and from school each day is one of the most effective strategies for encouraging them to adopt more active life styles as adults. This is also an effective strategy for encouraging young people to adopt a less auto-intensive life style that affords positive health and financial benefits for them. It will also serve to reduce road maintenance costs for the city and county while improving air quality levels.

Steps |

- a.) The City of Brownsville will write and submit a “Safe Route to School” Grant proposal to the State Department of Transportation this year; the grant proposal will address planning, education, and implementation;
- b.) Planning phase; identification of possible routes to be developed based upon local school enrollment information; identification of minor street maintenance and improvement needs; and training required to introduce young people to the benefits and requirements of safe walking and biking to school;
- c.) Implementation of educational programs (such as pedestrian/bicycle education, safety education, workshops, outreach programs, awareness campaigns, trainings for future Safe Route to School guards) and marketing;
- d.) Completion of minor infrastructure improvements: sidewalk enhancements (sidewalk repairs, filling in sidewalk gaps, cutting back trees and shrubs, adding curb cuts, and remarking crosswalks), traffic calming interventions, school zone signs, bicycle racks, bicycle lanes, trails, and crosswalks;
- e.) Introduction of incentives to encourage walking and biking to school (Walk to School Days, bicycle trains, walking school buses,

- walking clubs, mileage clubs, bicycle clubs) and enforcement measures (cameras, speed feedback signs, pedestrian-activated signals and countdowns, police overtime, crossing guards, crossing guard supplies, and speed enforcement); and,
- f.) Integrate school routes with the proposed Brownsville Green Trails wherever feasible.

Lead agency | City of Brownsville

Partnership | Volunteers involved in the Neighborhood Watch Programs can be trained as crossing guards and become actively involved in the enforcement and encouragement phase.

MID TERM ACTION #1 | THE ANDERSON ROAD/BYPASS ROUNDABOUT

Description | Roundabouts are self-regulating traffic circles that are increasingly replacing traditional signalized intersections where two moderately to heavily travelled streets meet.

Rationale | Roundabouts have demonstrated their ability to move large flows of traffic with fewer serious accidents. They typically require a smaller right of way and do not require the ongoing costs related to the upkeep of signal equipment.. Since they do not require multiple signal poles and overhangs, many feel they offer a more aesthetically pleasing alternative to the traditional signalized intersection, especially at the entranceway to neighborhoods and communities.

Steps |

- a) Consult TDOT regarding their support for a possible roundabout to replace the current three-way, signalized stop at the intersection of Anderson Road and the Bypass;

- b) Study the existing maps for this intersection to determine the current right of way controlled by the City of Brownsville;
- c) Mobilize members of the City of Brownsville Public Works Department to conduct a traffic count at this intersection during off-peak and peak driving hours;
- d) Engage a traffic engineering and planning firm experienced with the use of Roundabouts, such as Kimberly-Horn Engineering, to evaluate the feasibility, produce the technical drawings, and estimate the costs of transforming this intersection through the use of a roundabout; and
- e) Seek capital funds to execute the redesign plan for this critical intersection in Brownsville.

Lead agency | Brownsville Public Works Department

Partnership | Haywood County Public Works Department, Tennessee Department of Transportation

MID TERM ACTION #2 | RIDE TO WORK

Description | Conduct research to determine the feasibility of establishing either van or bus service from Brownsville to major employment centers in Jackson and Memphis

Rationale | This program has the potential of reducing transportation costs for long distance commuters while also reducing the number of local vehicle miles traveled which will have a positive impact on local air quality and road maintenance costs.

Steps |

- a) The Chamber of Commerce, in collaboration with the City of Brownsville, should undertake a survey of local residents regarding commuter patterns to determine under which

circumstances they would consider taking advantage of van or bus service to these two locations;

- b) The costs of operating different sized vehicles to address this need would be determined;
- c) Research into possible cost-sharing arrangements would be conducted (commuters and employers);
- d) An RFP would be issued to offer service, on a pilot basis,; and,
- e) The pilot experience would be evaluated and a permanent program would be considered if the data suggested its long-term viability.

Lead agency | Brownsville Chamber of Commerce

Partnership | Larger Jackson and Memphis employers

MID TERM ACTION #3 | CAR-SHARING BROWNSVILLE

Description | Currently, a significant number of employees working at firms in the City’s industrial parks commute from outside the City. These long commutes represent a major expense for these workers. The impact of vehicle miles traveled by these workers also diminishes local road conditions and air quality. A car-sharing program could save workers considerable resources while making a positive contribution to the City’s air quality and road repair budget.

Rationale | Most economists predict increasing energy costs due to intensifying world-wide competition for non-renewal fossil fuels. A car-sharing program organized with the assistance of local human resource managers could reduce the fuel costs for local workers while having a positive impact upon the local environment and the City and County’s road maintenance budgets.

Steps |

- a) Contact the Human Resources Managers for the firms located within the City’s two industrial parks to ask them to consider working with the City in organizing a local car-sharing program;
- b) Prepare a simple chart showing weekly, monthly, and annual savings per worker for car-sharing arrangements involving different sized commuter groups;
- c) Organize a series of informational meetings to present the benefits of car-pooling to and from work;
- d) Assist local workers in forming manageable-sized groups to undertake their program on a pilot basis; and,
- e) Collaborate with local employers to identify low-cost incentives to prod workers into forming small car pooling groups.

Lead agency | Businesses located within the City’s two industrial parks

Partnerships | A local civic/fraternal organization such as the Rotary, Kiwanis, or Lions Club

LONG TERM ACTION #1 | ANTICIPATING ELECTRIC CARS

Description | This program would involve representatives of the local electric cooperative and the City of Brownsville in establishing a select number of locations within the City where electric car owners can recharge their vehicles.

Rationale | More and more consumers are opting for either hybrid or all electric vehicles that require recharging. Brownsville would place itself in the forefront of West Tennessee’s ever-expanding auto-efficiency movement by providing strategically placed portals for people to recharge their vehicles.

Steps |

- a) Survey local residents to determine the number of hybrid and electric cars in use within the City;
- b) Convene a small focus group of hybrid and all electric car owners to determine their need and location preferences for electric recharging stations;
- c) Meet with representatives of Brownsville’s local electric cooperative to determine the feasibility and costs of establishing public re-charging sites;
- d) Explore state and Federal funding for these energy conservation facilities; and,
- e) Construct and evaluate the use and impact of these facilities on hybrid and all-electric car use.

Lead agency | Brownsville Energy Authority

Partnerships | City of Brownsville

LONG TERM ACTION #2 | ALTERNATIVE FUELS

Description | Students from the Graduate Program in Urban Ecology and the Herff School of Engineering should be invited to assist the City, School District, and County in exploring the potential cost and benefits of using alternative energy sources such as: gasoline with ethanol, natural gas, biodiesel (such a reprocessed cooking oils) and electricity in the local public car and truck fleets to reduce the consumption of non-renewable energy sources.

Rationale| The overwhelming majority of serious economists predict higher fuel costs. At the same time, most climate scientists predict continued and potentially accelerating global climate change. This project has the potential of significantly reducing the public auto and truck fleets consumption of non-renewable fuels; thereby, generating

positive economic and environmental benefits for the City, its taxpayers, and residents.

Steps |

- a) Establish contact with environmental engineers at the University of Memphis to elicit their help in surveying current energy consumption by the City, School District, and County's car and truck fleets;
- b) Evaluate the current consumption of non-renewal fuels by local public auto and truck fleets;
- c) Identify alternative fuels capable of powering the City, School District, and County's auto and truck fleets;
- d) Determine the extent to which the current fleet could take advantage of energy savings alternative fuels; and,
- e) Estimate the potential benefits and costs of reducing the City, School District, and County's use of non-renewable fuels.

Lead agency | City of Brownsville

Partnership | University of Memphis Herff School of Engineering

8.6 | OBJECTIVE 6: QUALITY HOUSING CHOICE AND SECURITY

Table of actions aimed at insuring quality housing choice and security for current and future City residents through creative approaches to neighborhood preservation and enhancement, and expansion of the City’s housing stock.

Near-Term (1-5 years)	Mid -Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Christmas-in-April</p> <p>An initiative aimed at organizing local volunteers to undertake small repairs and cosmetic improvement projects for low to moderate income homeowners who cannot, for a variety of financial and physical reasons, complete these projects.</p>	<p>MT1 In Town Housing & Infill Initiative</p> <p>Re-zone Court Square District to encourage a variety of in-town housing developments reinforcing the economic and social function of the city center</p>	<p>LT1 Bradford Square Revisited</p> <p>Redevelop Bradford Square as a mixed-income, mixed-use, mixed-finance project to include housing, neighborhood-oriented retail services, including a grocery, and various educational and civic uses.</p>
<p>NT2 Senior Home Repair Program</p> <p>A fundraising effort to support home repairs for seniors that go beyond those covered by grants available through the Senior Home Repair Program funded by the U.S. Department of Housing and Urban Development.</p>	<p>MT2 Employer Assisted Housing</p> <p>Establishment of an employer-assisted housing fund to encourage housing rehabilitation and new infill construction in targeted residential areas.</p>	<p>LT2 Brownsville Choice Neighborhood</p> <p>Explore replacement of the County’s most troubled family housing complexes by taking advantage of HUD’s newly-established Choice Neighborhood Planning and Implementation Grants.</p>
<p>NT3 Brownsville Turn Key Housing Initiative</p> <p>A program using Federal Community Development Block Grant and/or Neighborhood Stabilization Funds to acquire, rehabilitate, and retrofit currently foreclosed properties. These homes would subsequently be made available to individuals and families who have been displaced by the floods that devastated Brownsville in 2008 and 2010.</p>	<p>MT3 Brownsville Assisted Living Project</p> <p>Recruit a recognized non-profit senior housing provider to develop an assisted living complex offering a range of housing types and supportive services for middle and upper income seniors.</p>	<p>LT3 The Garden City at Brownsville</p> <p>Seek a developer interested in working with local residents and leaders to design and build a green housing project that promotes resource conservation, active lifestyles, and social integration, establishing links with traditional neighborhoods and the Brownsville Greenway</p>

Near-Term (1-5 years) – (cont.)	Mid -Term (6-10 years) – (cont.)	Long-Term (11-15 years) – (cont.)
<p>NT4 – Neighborhood Watch Program</p> <p>Further strengthen the existing neighborhood watch groups that have been organized in each of the City’s four historic wards. Provide these groups with advance community organizing, crime watching, and crime reporting training. Organize an annual Neighborhood Watch Conference to allow local groups to share best practice, offer training, and recognize outstanding service and accomplishment by individuals and groups.</p>	<p>MT4 Mid-Town Neighborhoods & Infill</p> <p>Initiate guidelines and programs for restoration, preservation, and character-appropriate in-fill in the traditional residential districts surrounding the town core. Explore the possible establishment of a preservation trust fund to assist residents in restoring architecturally significant houses in disrepair.</p>	

NEAR TERM ACTION #1 | CHRISTMAS-IN-APRIL

Description | Christmas-in-April is a national organization that shows local communities how to organize community volunteers and organizations to undertake small repairs and cosmetic improvement projects for low to moderate income homeowners who cannot, for a variety of financial and physical reason, complete these projects. Throughout the year, local volunteers carry out a wide variety of fundraising efforts to purchase the equipment and supplies needed to carry out these home improvement projects. These volunteers also comb the community to identify semi-skilled and skilled craftsman who can supervise the volunteers recruited to work on these initiatives. Local religious institutions and social service agencies help to identify and qualify those in need of assistance.

Rationale | Brownsville has many low and moderate income homeowners who appear to be struggling to maintain their properties during these economically trying times. The City also has a large number of civic-minded students, retirees, and church members who could be mobilized to establish a local affiliate of the Christmas in April Project in Haywood County. This effort would seek to make significant repairs to the homes of 20-30 struggling homeowners each year. Special attention would be given to those whose homes were damaged by either the 2008 or 2010 summer flooding.

Steps |

- a) Secure basic literature and affiliation materials from the National Office of the Christmas-in –April Program;
- b) Approach the Brownsville Ministerial Council and seek their co-sponsorship for the project asking them to assist in the following three ways: 1.) raising funds for materials and equipment; 2.)

mobilizing volunteers to assist in the completion of the repairs; and, 3.) identifying local families in need of such assistance.

- c) Develop a basic plan for raising the funds required to complete repairs to a minimum of 20 homes during Year I of the project;
- d) Contact local vocational-technical schools and trade unions to recruit skilled labor capable of supervising the work to be completed; and,
- e) Make needed repairs to the homes of 20 families during Year I of the project

Lead agency | A local fraternal organization such as the Masons, Elks, Moose, etc. An alternative would be a local of one of the AFL-CIO Building Trades Unions or Habitat for Humanity.

Partnership | Brownsville Ministerial Alliance

NEAR TERM ACTION #2 | SUPPLEMENTAL SENIOR HOME REPAIR PROGRAM

Description | Currently, many low-income seniors are eligible to participate in the Senior Home Repair Program funded by the U.S. Department of Housing and Urban Development. However, many poor seniors live in homes requiring repairs that cannot be funded by the maximum grants available through this program. An effort needs to be made to raise additional funds from local public and private sources to provide additional resources for seniors in such structures. The same non-profit organizations administering the current program could administer this new supplemental senior repair program.

Rationale | Brownsville has many seniors living in older houses that are serviceable but require significant repairs. Currently, they cannot get many of these repairs made under the Federally-funded Senior Home Repair Program because they cost more than the typical grant provides. Creating a new fund to cover these additional expenses will improve the quality of shelter these seniors will enjoy. It will also prevent these structures from deteriorating beyond the point at which they can be cost effectively rehabilitated.

Steps |

- a) Contact local non-profits operating the Senior Home Repair Program to determine how many homes fall into this category;
- b) Develop an annual cost estimate for covering these additional senior home repair expenses;
- c) Explore individual, corporate, foundation, public, and pension fund sources for covering these unusually high senior housing costs;
- d) Prepare and submit proposals to secure these additional resources; and
- e) Work with current service providers to develop a stream-line approach to managing this supplemental program as part of the standard Senior Home Repair Program.

Lead agency | Rural Housing Alliance

Partnership | City of Brownsville

NEAR TERM ACTION #3 | BROWNSVILLE TURN KEY HOUSING INITIATIVE

Description |. Similar to other small and mid-sized cities, the Brownsville housing market has been negatively affected by several waves of foreclosures following the mortgage crisis of 2008. This program would use Federal Community Development Block Grant and/or Neighborhood Stabilization Funds to acquire currently vacant foreclosed properties from local lenders so they can be rehabilitated and retrofitted to be more energy efficient. This work would be sub-contracted by the City’s Community Development Block Grant Officer to either for-profit contractors or non-profit community development corporations. These homes would subsequently be made available to individuals and families who have been displaced by the serious floods that devastated Brownsville in 2008 and 2010.

Rationale | Vacant homes that have been foreclosed upon are problematic for a number of reasons. First, they are often occupied by those engaged in illegal activities that present both a public safety and fire protection challenge. Second, they tend to have a very negative impact on the property values and insurance premiums paid by adjacent property owners. Dozens of families have been permanently displaced from areas abutting the City’s existing drainage canals. These foreclosed units, following basic upgrades, represent an important alternative housing resource for flood-displaced families.

Steps |

- a) Secure an up-to-date listing of all foreclosed property in the City;
- b) Work with students in the University of Memphis’ Graduate Program in City and Regional Planning and Department of Architecture to identify foreclosed properties that may be good candidates for remodeling and re-housing;

- c) Collaborate with County and State housing officials to secure funding through the Community Development Block Grant and Neighborhood Stabilization Programs to complete needed repairs to these structures;
- d) Seek Request for Qualifications from area builders and sub-contractors who might be interested in completing these renovations; and
- e) Cooperate with local non-profit housing organizations and human service groups to identify families who could be helped by such a program.

Lead agency | City of Brownsville

Partnership | Brownsville Housing Authority

NEAR- TERM ACTION #4 | ADVANCED NEIGHBORHOOD WATCH

Description | Brownsville has a very effective network of ward-based Neighborhood Watch Groups. This proposal seeks to further enhance their effectiveness by organizing a campaign to expand the number of residents participating in these organizations, providing advanced skills training, and organizing an annual awards program to recognize the extraordinary work being carried out by members of this network.

Rationale | Neighborhood Watch has proven to be a highly effective community-building, problem-solving, and crime prevention structure. This proposal seeks to enhance the effectiveness of an already existing community-based network by expanding their membership base, enhancing the skills of its members and leader, improving the level of cooperation their members receive from local

law enforcement agencies, and recognizing the many valuable contributions of its members.

Steps |

- a) Meet with the leaders of the existing Neighborhood Watch network to elicit their views regarding the support they need to enhance their effectiveness;
- b) Organize a short-term public interest media campaign using, traditional and social media methods, to inform local residents of the importance of these groups and to encourage them to join their local neighborhood watch affiliate;
- c) Survey the members and leaders of these groups to identify their community organizing and development training interests and needs;
- d) Work with local agencies to design and deliver a comprehensive neighborhood watch training program; and,
- e) Evaluate the effectiveness of this training program; adjusting it on the basis of regular participant feedback.

Lead agency | Planning Commission

Partnership | United Way

MID TERM ACTION #1 | IN TOWN HOUSING INITIATIVE

Description | This project will require the City to amend its existing zoning ordinance that currently restricts land uses within the Court Square Historic District to commercial and civic uses to include a variety of housing uses. The City might also consider creating a downtown overlay district that would provide modest zoning bonuses

and property tax breaks to building owners who redevelop vacant upper level floors or back lot/alley parcels to provide additional housing. Special effort would be made to provide additional housing units for seniors and persons with disabilities within the Downtown where there are ample opportunities for social interaction and excellent access to retail, public, and non-profit services. These additional units, when completed will serve to further animate the street life of Downtown making the city core more lively, welcoming, and economically viable.

Rationale | One of the best ways to support the redevelopment of downtown areas is to increase the residential population through the addition of new housing units either through conversion of existing industrial or commercial uses or by means of new construction. Adding residential housing units in the downtown core would enhance the Court Square Historic District's street life while supporting local businesses.

Steps |

- a) Conduct a survey of downtown land uses to identify the sites and buildings that might be appropriate candidates for conversion to residential uses;
- b) Explore the possibility of creating a downtown overlay district that would add residential uses as a permitted for downtown use;
- c) Contact the University of Memphis Department of Architecture and the Memphis Regional Design Center to request their assistance in developing prototypical designs for the creation of inspired downtown housing options;
- d) Investigate options for providing tax breaks for property owners and developers willing to invest in the creation of downtown housing within the Court Square Historic District; and

- e) Research options for creating special needs housing for seniors and people with disabilities within the historic district.
- f) Conduct survey of residential areas adjoining the downtown business district and assess potential for historic zoning overlay and the appropriate types of infill development

Lead agency | City of Brownsville

Partnership | Haywood County Housing Authority, Brownsville Planning Commission, and Historic Zoning Commission

MID TERM ACTION #2 | EMPLOYER ASSISTED HOUSING

Description | This program would encourage local employers to provide basic mortgage assistance to workers willing to purchase homes within the City. By depositing a modest amount of funds with a local lending institution in the form of a loan guarantee account their workers would be eligible for no down payment loans at lower interest rates enabling many who might otherwise been unable to qualify for such loans to do so. This program would be of great potential value to these workers by enabling them to capture the benefits of homeownership. It would be of benefit to area firms by reducing the commuting times and costs of their workers thereby enhancing their attendance and performance records. It would also be of value to Brownsville by helping it address its vacant housing problem, expanding the City's tax base, and increasing the customer base for area firms. It would also help the town by increasing the number of individuals available to become members and leaders within the City's civic, cultural, fraternal and religious communities.

Rationale | Like many small and mid-sized communities Brownsville has a growing problem with housing foreclosures and vacancies. An Employer Assisted Housing Program targeted to existing and future firms located in the City's two industrial parks could help the City address this problem. These homes would be occupied by local workers, most of whom currently rent or own housing outside of the City. This program would help stabilize the City's housing market and improve its tax base. It would also further strengthen the City's civic life by bringing new families into town. Over time, it would contribute to the productivity of area firms by bringing their workforce closer to their job sites. This will improve attendance and work productivity; it will also reduce the number of vehicle miles driven each year by these workers which is of benefit to them and the City where road costs and air quality issues are important policy considerations.

Steps |

- a) Review the scholarship on Employer Assisted Housing generated by Richard Fulardo of the Institute for Policy Studies;
- b) Prepare a short policy paper explaining the potential value of such a program to local workers, firms, and the City;
- c) Work with the Memphis Branch of the St. Louis Federal Reserve Bank to host a meeting for area lenders on Employer Assisted Housing Programs;
- d) Meet with interested lenders to discuss how such a program would work; and,
- e) Approach area corporations, especially those located in the City's existing and the planned State-sponsored Super Site to elicit their interest in and commitment to the program.

Lead agency | City of Brownville

Partnership | Chamber of Commerce

MID TERM ACTION #3 | BROWNSVILLE ASSISTED LIVING PROJECT for RETIREES & SENIORS

Description | The City of Brownsville, similar to many small and medium-sized Southern towns, has a high percentage of residents over the age of 65 years of age. The portion of the City's population over the age of 65 years will dramatically increase during the coming 20 years with the impending retirement of the "Baby Boom" generation and the return of many Southern-born African Americans who moved to the North and are returning home in record numbers, for familial and economic reasons. Brownsville offers many qualities that seniors appreciate, for example, it is a relatively low-cost of living area; it is also quiet, peaceful, and safe. As a community, it offers excellent health care, has many historical and cultural amenities, is home to many churches, and is walkable. These factors offer Brownsville the opportunity to compete for a portion of the retiring Baby Boomers who are looking for a comfortable retirement location as well as a portion of the African-American community that is returning to the South. The development of a well-designed and managed assisted living complex for seniors would reinforce Brownsville's reputation as a good place to retire. Developing such a complex in or near the Court Square where seniors could walk to stores, the doctor, the library, area schools, athletic fields, and the soon-to-be developed greenway represents an excellent economic and community development opportunity for the City.

Rationale | The City has a significant senior population; a portion of which will need to consider moving into smaller and more manageable housing units with services. The City's senior citizen population will continue to grow with the retirement of the Baby Boomer generation and the return of many African Americans who moved North to this region. Today's seniors tend to have financial resources, be in better physical shape, and wish to be physically, intellectually, and civically active. They represent a terrific

new resource for communities seeking to stabilize and/or increase their populations. Since they do not have school-age children they tend not to tax the resource base of the communities where they relocate to age in place.

Steps |

- a) A small group of interested seniors might be convened to examine “best practices” in assisted living developments;
- b) The Area Agency on Aging should be approached to participate in the completion of a feasibility and development plan for the project;
- c) Non and for-profit firms that operate such facilities, especially those affiliated with national religious bodies that have local congregations in Brownsville, should be contacted to explore their future business plans, siting criteria, and potential interest in a Brownsville location;
- d) The University of Memphis Public Administration and Non-Profit Management Program should be approached to assist the City in completing a feasibility report, marketing strategy, and business plan for the development of a successful assisted-living facility in the City; and,
- e) Local investors should be approached and a request for proposals developed that could be circulated to industry leaders whose agencies and firms that might be interested in the project.

Lead agency | A taskforce of interested seniors, pastors, and senior service professionals convened by the Mayor and Planning Director who would work together, with University assistance, to plan and execute this project.

Partnership | The Graduate Programs in Public Administration and Non-Profit Management and City and Regional Planning should be recruited to assist in this planning, design, development, and evaluation of this project

MID TERM ACTION #4 | MID-TOWN NEIGHBORHOODS AND INFILL

Description | Initiate guidelines and programs for restoration, preservation, and character-appropriate in-fill in the traditional residential districts surrounding the town core. Explore the possible establishment of a preservation trust fund to assist residents in restoring architecturally significant houses in disrepair.

Rationale | There are small pockets of deterioration, vacancies, and abandonment in the four historic residential wards that comprise the heart of the City. Steps need to be taken restore these area which are, for the most part, attractive and highly desirable residential area.

Steps |

- a) Work with the Brownsville building Inspector to identify vacant land, abandoned properties, and deteriorated residential structures in these areas;
- b) Contact the Haywood County Tax Assessor to confirm the ownership and mortgagor of these properties;
- c) Contact these owners to discuss their plans for restoring these properties;
- d) In cases where the owner is not in a position to restore the property explore ways of using an existing or proposed Land Trust to acquire the properties for redevelop and/or resale or rent;
- e) Seek Community Development, Neighborhood Stabilization or Tax Credit funding to rehabilitate these properties and return them to the market.

Lead agency | Haywood County Housing Authority

Partnership | Habitat for Humanity and United Housing

LONG TERM ACTION #1 | BRADFORD SQUARE REVISITED

Description | This project would involve the re-invention of the Bradford Square as a mixed-income, mixed-use, and mixed-finance community district featuring a mix of housing types, neighborhood-oriented retail, district and regional entertainment venues, public education facilities and civic buildings. This development would address a range of current and future resident needs through a mixed-use approach to place-making that reflects “best practices” in Traditional Neighborhood and New Urbanist design. This redeveloped district would strive to provide a wide range of services individuals and families require in a beautifully redesigned district that is architecturally compelling, walkable and sustainable. The district would offer bike facilities, zip cars for people to share for more infrequent forays outside of the neighborhood, stations for electric car re-charging, and natural approaches to storm water management.

Rationale | Bradford Square has been an important sub-center within the City for many years offering nearby residents a wide variety of retail and entertainment services. In recent years, the Square has had to compete with a growing number of nearby malls and highway-oriented commercial strips. As a result, the Square has begun to show its age causing its customer base to shrink resulting in a number of commercial vacancies. Demonstrating the viability of a neighborhood-oriented commercial and civic center serving a number of nearby residential areas would be an important accomplishment and asset for Brownsville in this period of peak oil prices.

Steps |

- a) Work with the University of Memphis Graduate Program in City and Regional Planning to conduct a land use, building condition, and site maintenance survey of the area;
- b) Convene a preliminary focus group with business owners and neighborhood resident to elicit their assessment of existing conditions and future development opportunities;
- c) Collaborate with the UM graduate planning students to review best practices in mixed-use neighborhood redevelopment;
- d) Recruit either the University of Memphis Department of Architecture or the Memphis Regional Design Center to prepare a preliminary redevelopment plan for the district; and
- e) Prepare a Request for Proposal (RFP) for private and non-profit developers to undertake the required market study, feasibility analysis, and development planning for the project.

Lead agency | City of Brownsville, Brownsville Planning Commission

Partnership | Memphis Regional Design Center

LONG TERM ACTION #2 | BROWNSVILLE CHOICE NEIGHBORHOOD INITIATIVE

Description | This project would involve residents of the City’s most challenged public housing project, the Haywood County Housing Authority, and the City of Brownsville, working with the U of M Graduate Program in City and Regional Planning, in preparing an application for the U.S. Department of Housing and Urban Development’s newly-launched Choice Neighborhoods Program to transform the neighborhood where the City’s largest family housing

complex is located. The Choice Neighborhood Planning Grant, if secured, would provide the City with \$250,000 to involve local stakeholders in a highly participatory process of neighborhood revitalization planning. Success with this planning grant would position Brownsville to receive a much larger Choice Neighborhoods Implementation Grant to execute the major improvements featured in their initial planning grant.

Rationale | Cuts in federal funding for major system upgrades in public housing has resulted in their deterioration and partial abandonment throughout the United States. The deterioration in these affordable housing units has, in turn, de-stabilized the residential neighborhoods where they are located. HUD's new Choice Neighborhoods Planning Grants offers local communities the opportunity to redesign these communities in a holistic manner so as to improve the quality of life for future residents. A Choice Neighborhoods Planning Grant from HUD would offer Brownsville the opportunity to carefully examine and plan, in a thoughtful manner, the redevelopment of its largest complex located on the main artery leading from the Interstate into the city center.

Steps |

- a) Confirm the availability of future Choice Neighborhood funding from the U.S. Department of Housing and Urban Development;
- b) Encourage the Haywood County Housing Authority to work with the City in preparing a Choice Neighborhoods Planning Grant Application;
- c) Invite the University of Memphis' Graduate Program in City and Regional Planning to assist in the preparation of the Choice Neighborhood Planning Grant Application;

- d) Convene a meeting of public housing tenants and their residential neighbors to discuss the basic outline and content for the Choice Neighborhoods Planning Grant Application. Invite interested residents to participate in an ongoing Steering Committee for the project; and
- e) Work with local non-profits to identify in-kind services they can offer to increase the application's probability of success.

Lead agency | Brownsville Housing Authority

Partnership | City of Brownsville

LONG TERM ACTION #3 | THE GARDEN CITY AT BROWNSVILLE

Description | This project would result in the development of a new residential community reflecting advanced concepts and practices in sustainable planning, design, and development. This project, similar to Ebenezer Howard's original planned communities of Letchworth Village and Welwyn outside of London, would be a community offering residents local employment opportunities, a range of housing types, as well as numerous active and passive recreation opportunities, in a setting that preserves as much of the area's natural landscape as possible.

The community would feature a range of modest-sized homes elegantly designed using open floor plans and the latest in green building concepts. The homes would be clustered in a manner, similar to Sunnyside Gardens designed by Clarence Stein, in which individual families would have modest yards but would share in the use of ample common spaces. The community would feature a community building as well as shared recreational facilities. Energy conscious

siting, super insulation, and passive solar techniques will be used to minimize energy consumption. Rainwater will be captured for watering local plant life. Grey water will be processed on site through appropriately designed natural filters and ponds. Sidewalks and shade trees will be provided as well as bike paths to discourage unnecessary auto trips. The internal sidewalk and bike trail system will be connected the City’s existing pedestrian and bike trails to maximize connectivity.

Plant materials will be selected for their beauty, minimum water consumption, and modest heights (reducing the need for mowing). All yard wastes will be directed to a community composting site where new soils can be generated to enhance the fertility of the land within the community’s common garden and planting areas.

Rationale | The decline in the percentage of households comprised of two or more adult wage earners, the ongoing increase in energy costs, the uncertain nature of the economy, and growing awareness regarding global climate change has created a market for modest-sized homes built in an energy conscious manner within our region. Brownsville could further distinguish itself from other smaller cities in West Tennessee by successfully developing such a new community to address the needs of environmentally conscious young couples just starting out and empty-nester seniors looking to right-size their housing.

Steps |

- a) Identify alternative sites to accommodate a two hundred unit green sub-division;
- b) Complete “best practices” research regarding the most successful green communities built within the past five years in the South;

- c) Sponsor a international competition for architects, landscape architects, planners, and engineers committed to developing a workable model for green housing for a small American city;
- d) Approach the State to elicit their help in identifying a corporate sponsor interested in underwriting the costs of the competition; and
- e) Use Community Development Block Grant funds to acquire the land and cover a portion of the infrastructure costs before issuing an RFP to private and non-profit developers interested in designing and building Brownsville’s version of Frank Lloyd Wright’s USONIAN homes.

Lead agency | Green Building Council

Partnership | Urban Land Institute, American Institute of Certified Planners, American Institute of Architects, and American Society of Landscape Architects, and the Green Building Council

9 | SIGNATURE PROJECTS

Signature projects are complex transformative actions that address multiple objectives within the same framework, helping various actors involved in the implementation strategy of the plan to collaborate at various scales and levels. Those projects, as described in the previous section, comprise more than one near, short, and long-term objectives that elicited the most interest from the community.

9.1 | SIGNATURE PROJECT #1 - BROWNVILLE GREENWAY

Project background and purposes | The City of Brownsville is located on the ridgeline separating two watersheds, the Hatchie river watershed to the south, and the South Forked Deer watershed to the north. The County river ecosystems, and especially the Hatchie, are among the best-preserved in terms of biodiversity and stream quality. The Hatchie is today a protected area by virtue of its federal designation as the “Hatchie Wildlife Refuge”.

In spite of Brownsville’s strategic location, large sections of the its poorest neighborhoods surrounding or in the historic center, including the College Hill Historic District and the Downtown, flood on a regular basis. The most recent of these was the 500-year flood that hit mid Tennessee during the month of May (2010) seriously damaging large sections of the city. This convinced city leaders of the need to review the flood histories of other US cities and their responses. Among those responses was the San Antonio river restoration concept, consisting of systems of swales and levees that are both protective of the natural systems and the built environment while providing important recreational amenities for the nearby Low-income neighborhood and other city residents living farther away.

In Brownsville, the idea is to establish a greenway that surrounds and bisects the city while also connecting existing and new parks in the flood plain to be created in strategic areas within the damaged neighborhoods. In order to do so, the City has already used FEMA funds to acquire the most at-risk properties within the flood zone.

The re-design of the ground water system and the design of the proposed greenway system will have to address:

- The re-location and re-housing needs of families whose properties flood on a regular basis;
- The perception of some residents that such a large linear park around the city would be hard to maintain, and would attract and encourage crime (lack of eyes on the street) and would, in the end, become an eyesore.

Contribution to the Plan's Objectives | While providing a more natural and sustainable (low maintenance) storm water management system, the greenway is conceived as a multi-purpose infrastructure contributing to all 6 objectives of this plan. These are to:

- a. **Preserve and enhance historic built environments.** The trail/floodplain section will connect urban paths to the major historic attractions of the city, while appropriate signage and way-finding systems will encourage tourists and locals using the overall trails to experience the city’s historic heritage, enhancing their awareness of the cultural significance of the City’s historic heritage. The urban trails and paths [see **Obj1-ST3 “Brownsville Urban Trails” Project**] will also be part of the overall project of improvement of specific sections of the historic district.

- b. **Support economic development in the City.** More generally, the Greenway will help establish Brownsville and Haywood County as attractive destinations for eco-tourism, especially for residents of the region who want to take a day-trip (or more) to enjoy/explore the rare natural vistas of the of the Hatchie National Wildlife Refuge. At the same time, new retail businesses related to outdoor activities can also be located along the trail [see **Obj2-NT1- Branding Brownsville**].
- c. **Promote healthy living.** The trail will promote health and wellness among residents of all ages (walking, biking, running, etc.) while also including spaces and physical infrastructure for outdoor activities (bike and running trails; yoga and stretching spaces, etc.). Specific sports can be promoted along the trail by non-profit organizations and special-interest groups.
- d. **Education and culture.** Different segments of the greenway can be converted into outdoor classrooms where children can play while landscaping, growing food, composting and recycling, etc. [see **Obj4-LT2 “The Greenway Ecological Education Center” Project**] This will help populate the trail and offer children an occasion to play an active role within the community, contributing practically to the collective landscape, recreation and events promoting the greenway.
- e. **Increase recreational opportunities.** The greenway system can be promoted through periodical events and festivals that will not only attract people from outside, but also offer local residents enhanced recreational opportunities and local recreational amenities.

Planning and Design guidelines | Further details on how the system should be planned and designed are to be developed through an in-depth planning process that will engage the local community. In this way, the system’s design can incorporate every form of local knowledge and community material and non-material resources while also promoting a sense of ownership within the community.

Each section will connect two major nodes of attraction and/or significance (a tentative map is attached).

Different sections can also imply different levels of community *engagement*, while the implementation of specific sections can be promoted by targeted community actors, such as: youth groups or schools promoting a linear community garden; local cultural or philanthropic organizations promoting urban sections crossing historic districts; etc.

Suggestions for storm water management improvement | The city has already initiated a plan to conduct a detailed study on how to improve and retrofit the existing storm water management system. This study should take into account the fact that costs for retrofitting existing elements of the system and for implementing new ones can be reduced by reducing the area of impervious surfaces within city boundaries. This can be done adding specific design guidelines to the city building code, and starting pilot projects for public spaces (court square, streets, etc.).

Among the various example of sustainable and storm water management systems, **the case of Woodland, in Texas** (see Best Practice Table #1) has been selected as example of advanced techniques on how to address storm water management through the use of greenways and special rules embedded in building codes and zoning.

BEST PRACTICE #1 | A natural drainage system that serves as linear park: the case of Woodlands, Texas

[from Spirn A. W. (1984), *The Granite Garden. Urban Nature and Human Design*. Basic Books. pp. 163-166]

One of the most successful examples of using multifunctional linear parks to enhance ecological stormwater management is Woodlands in Texas, a new town planned to host 150,000 people on 20,000 acres of pine-oak woodland north of Houston. By 1971, when the preliminary ecological planning study and the parallel market research were complete, and the general plan for the city was underway, water had emerged as the critical factor. The Woodlands' "natural drainage system" exploits the capacity of natural, wooded floodplains to accommodate stormwater runoff and of well-drained soils to soak up and store rainfall. It reduces the combination of increased flooding and lower streams flows normally associated with urbanization, it maintains water quality, and recharges the aquifer below neighboring Houston (See figure A). The wooded floodplain, drainage channels, and recharge soils form a town-wide open-space system of natural drainage that offers substantial savings over the cost of constructing a conventional storm sewer system. When it was originally proposed, engineers compared the cost of the natural drainage system to that of a conventional storm sewer system and estimated that the natural drainage system would save the developer over \$14 million.

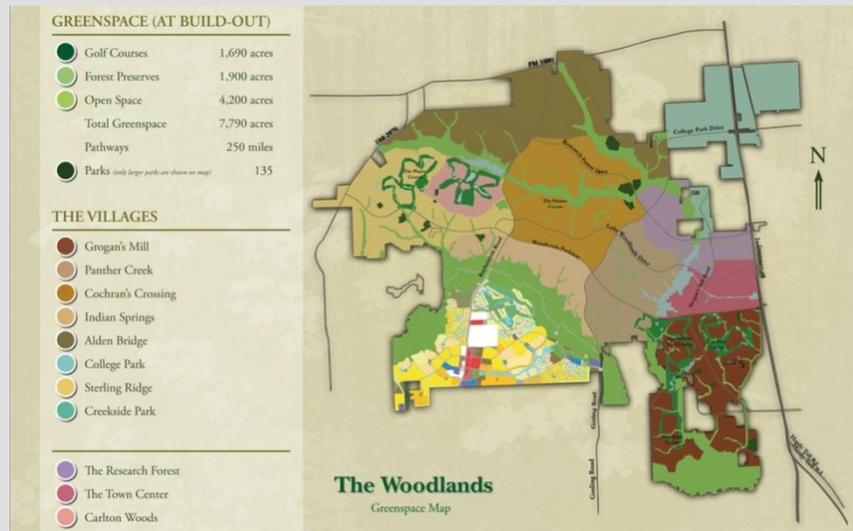
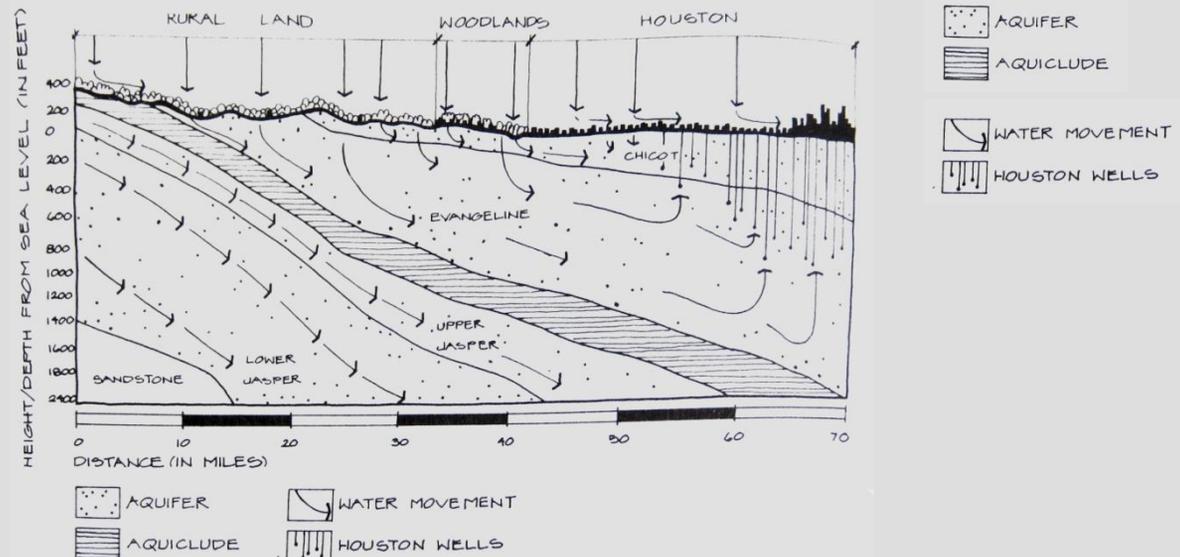


Figure A (up): Aquifers underlying Houston and Woodlands, Texas. Figure B (bottom): The Woodlands greenspaces map.

The natural drainage system comprises two subsystems: one stores and absorbs rainfall from frequent storms; the other drains floodwater from major storms (see figure C). The general plan responded to the major drainage system by locating large roads and dense development on ridge lines and higher elevations, while preserving the floodplains in parks and open land, and allocating low-density housing to the intermediate area. The use of floodplains and drainage channels as open space works well from both ecological and social standpoints. Most of the spectacular trees on the site occur within the floodplains of the major creeks. These same floodplains also harbor a diverse and abundant native wildlife, including white-tailed deer, opossum, armadillos, bobcats, and many birds, and provide the corridors along which they move. The continuous system of hiking, biking, and equestrian trails runs along the drainage network, linking places in town.

Although this larger floodplain network drains run-off from major storms, well drained soils and ponds absorb or store rain close to where it falls, either in private yards or in nearby parks. This local drainage system responds to subtle changes in topography and soils. Roads, golf courses, and parks are designed to impound storm water and enhance its absorption by well-drained soils.

Maintaining the structure of these soils, so essential to their ability to absorb water, requires strict regulation of construction activities. Areas designated as “recharge soils” are left wooded and specifically marked in the zoning ordinance. In some cases building construction has proceeded within a fenced-off zone that extended only a few feet on all sides from the building foundation.

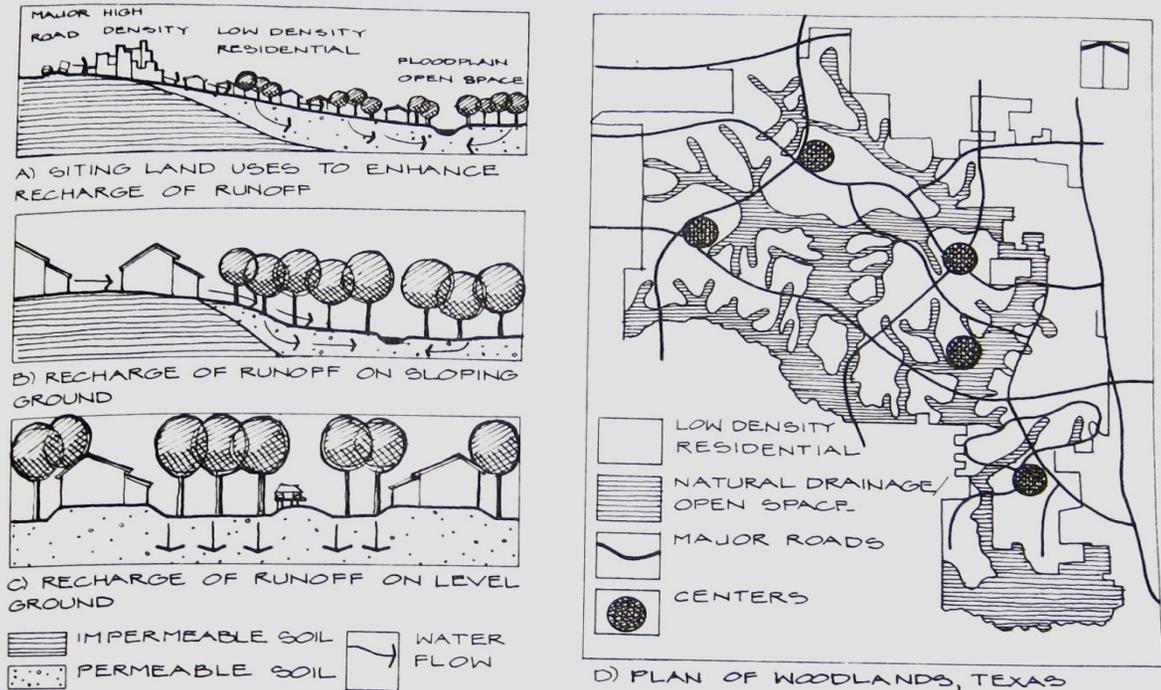
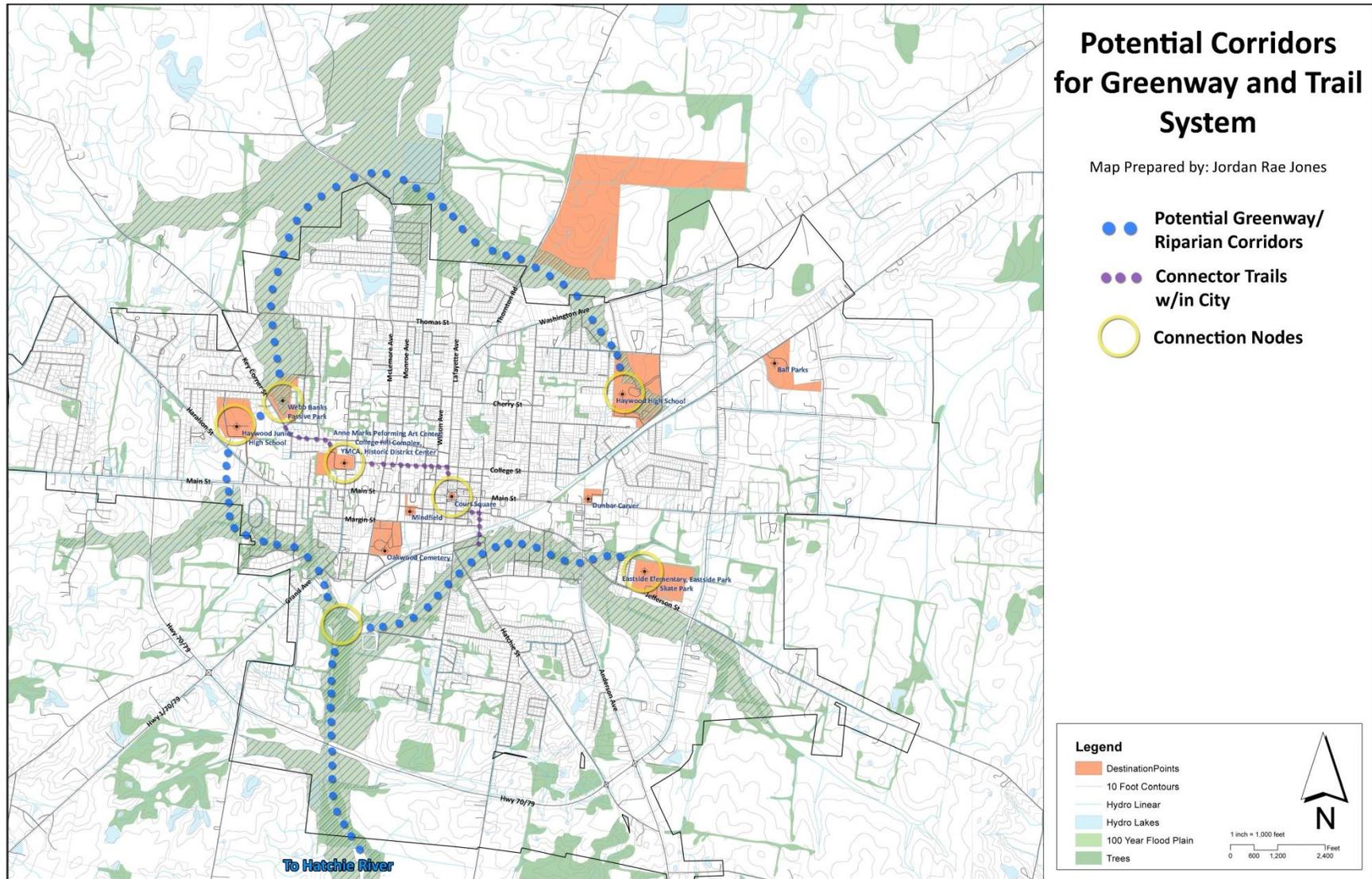


Figure C – The natural drainage system at Woodlands, Texas.



Possible structure of sections and nodes to be connected through the system



Sections Typology



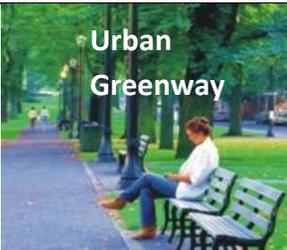
description | intensively vegetated floodplain, accessible or not accessible to humans, that help to restore wildlife, enhance urban landscape; vegetation can be entirely flooded without great damage.

context | non-urban areas, often including open-air streams, where specific environmental hazards (flooding or other phenomena) are dangerous for people; areas difficult to be acquired and/or used by the public, whose treatment can be determined through land use and codes.



description | public linear parks that combine recreational bike and pedestrian trails and environmental functions (ecological corridors), furnished with signage.

context | non-Urban areas that can include streams characterized by low environmental risk and are or can easily become public property.



description | public linear parks that combine recreational (bike and pedestrian trails) and environmental functions (ecological corridors); can be characterized by the presence of thriving vegetation, especially tree canopy, street furnishing and lighting, etc.

context | urban areas that usually include streets, urban creeks and green buffers that can be transformed to pursue re-naturalization and furnishing.



description | dedicated trail for bikers and pedestrians, with appropriate signage and design.

context | portions of streets that are large enough to be able to accommodate them.



description | horizontal street signage, indicating a dedicated space for bikers.

context | portions of streets that are large enough to be able to accommodate them.

9.2 | SIGNATURE PROJECT #2 - BEAUTIFUL BROWNSVILLE THROUGH THE APPLICATION OF URBAN DESIGN

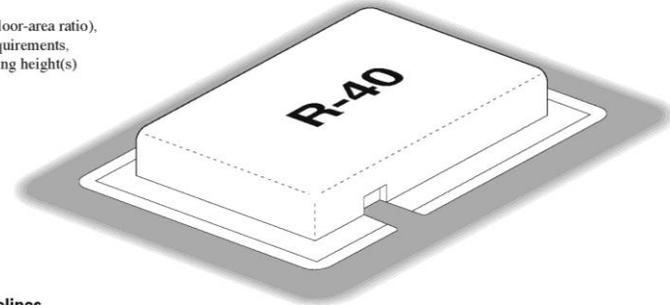
Brownsvillians' affection and appreciation of the distinctive character of Brownsville, a southern cotton town with its distinctive urban morphology, is echoed by their will to preserve and enhance the quality of the city's built environment through the systematic implementation of high quality urban design principles, both in preserving and enhancing historic areas, improving low quality and mostly vacant neighborhoods, and pursuing the best aesthetic options for new developments.

Within a traditional pattern of development, developers, designers, and builders take into consideration, on a voluntary basis, the placement and the design of each building, plaza, and storefront. Even when moved by the best intentions, it is very difficult for single individuals to act in a way that each detail supports the shared collective vision of a beautiful town that builds its future upon its distinctive urban morphology.

For this purpose in recent years, towns and communities have adopted a wide range of planning tools that help them applying high quality urban design principles to the physical transformation of the built environment. Those tools can be indicative (Urban Design guidelines) or mandatory (form-based codes and ordinances indicating design standards).

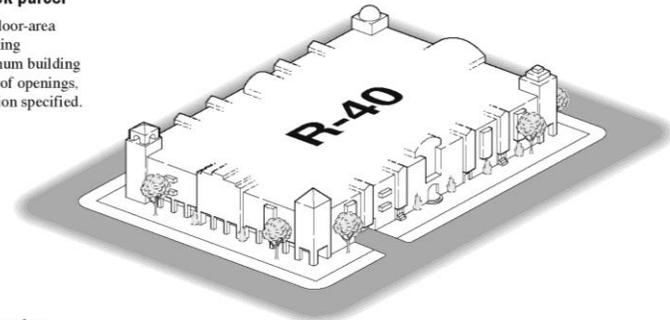
How zoning defines a one-block parcel

Density, use, FAR (floor-area ratio), setbacks, parking requirements, and maximum building height(s) specified.



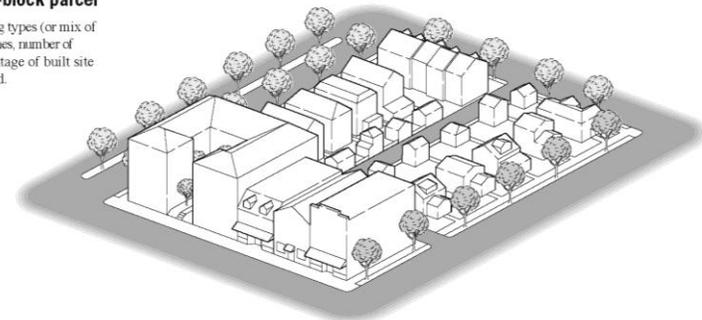
How design guidelines define a one-block parcel

Density, use, FAR (floor-area ratio), setbacks, parking requirements, maximum building height(s), frequency of openings, and surface articulation specified.



How form-based codes define a one-block parcel

Street and building types (or mix of types), build-to lines, number of floors, and percentage of built site frontage specified.



(source: formbasedcodes.org)

In both cases, such tools use physical form rather than separation of uses as their organizing principle. Form-based codes, in particular, offer a powerful alternative to conventional zoning, addressing not just functions, but also the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes are presented in both words and clearly drawn diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development, rather than only distinctions in land-use types.

This approach contrasts with conventional zoning's focus on the micromanagement and segregation of land uses, and the control of development intensity through abstract and uncoordinated parameters (e.g., FAR, dwellings)

A form-based code commonly includes the following elements:

- **Regulating Plan.** A plan or map of the regulated area designating the locations where different building form standards apply, based on clear community intentions regarding the physical character of the area being coded.
- **Public Space Standards.** Specifications for the elements within the public realm (e.g., sidewalks, travel lanes, on-street parking, street trees, street furniture, etc.).
- **Building Form Standards.** Regulations controlling the configuration, features, and functions of buildings that define and shape the public realm.
- **Administration.** A defined application and project review process.
- **Definitions.** A glossary to ensure the precise use of technical terms.

Form-based codes may also include:

- **Architectural Standards.** Regulations controlling external architectural materials and quality.
- **Landscaping Standards.** Regulations controlling landscape design and plant materials on private property as they impact public spaces (e.g. regulations about parking lot screening and shading, maintaining sight lines, ensuring unobstructed pedestrian movement, etc.).
- **Signage Standards.** Regulations controlling allowable signage sizes, materials, illumination, and placement.
 - Per acre, setbacks, parking ratios, traffic LOS), to the neglect of an integrated built form.



Example of signs allowed on a pedestrian friendly street in the Fort Meyers Beach Land Development code (FL): A sign projecting from the corner of a building is visible along two streets (1); lower signs catches the eye of pedestrians passing in the front of the entrance (2 and 3); ground signs are designed to fit in deep setbacks of a suburban strip and are not appropriate on pedestrian oriented streets (source: <http://www.cityftmymers.com/>).

- **Environmental Resource Standards.** Regulations controlling issues such as storm water drainage and infiltration, development on slopes, tree protection, solar access, etc. In Brownsville, these specifications can specifically address the issue of improving water retention of public and private spaces within the urbanized areas.
- **Annotation.** Text and illustrations explaining the intentions of specific code provisions.

Examples of rain gardens in Portland, helping retention of storm water in urbanized areas.



The first step for the construction of the City design standards and guidelines is the analysis of the city morphological structure, to be done through the identification of:

- **Districts**, i.e. areas of the Town that have a distinctive urban, economic, environmental, and/or social character; for each district specific design guidelines and prescriptions will aim to promote the district uniqueness while enhancing spatial connectivity with other parts of town; for residential districts the functional and morphological connection with the urban core, Downtown Court Square, has to be improved.
- **Districts cores**; the core of each already developed district – usually where retail, public spaces, urban landmarks, etc. are concentrated – should be identified.
- **Existing or potential connectors** between district cores, such as main roads; sections of the greenways; secondary roads to be converted into primary pedestrian connectors, etc.

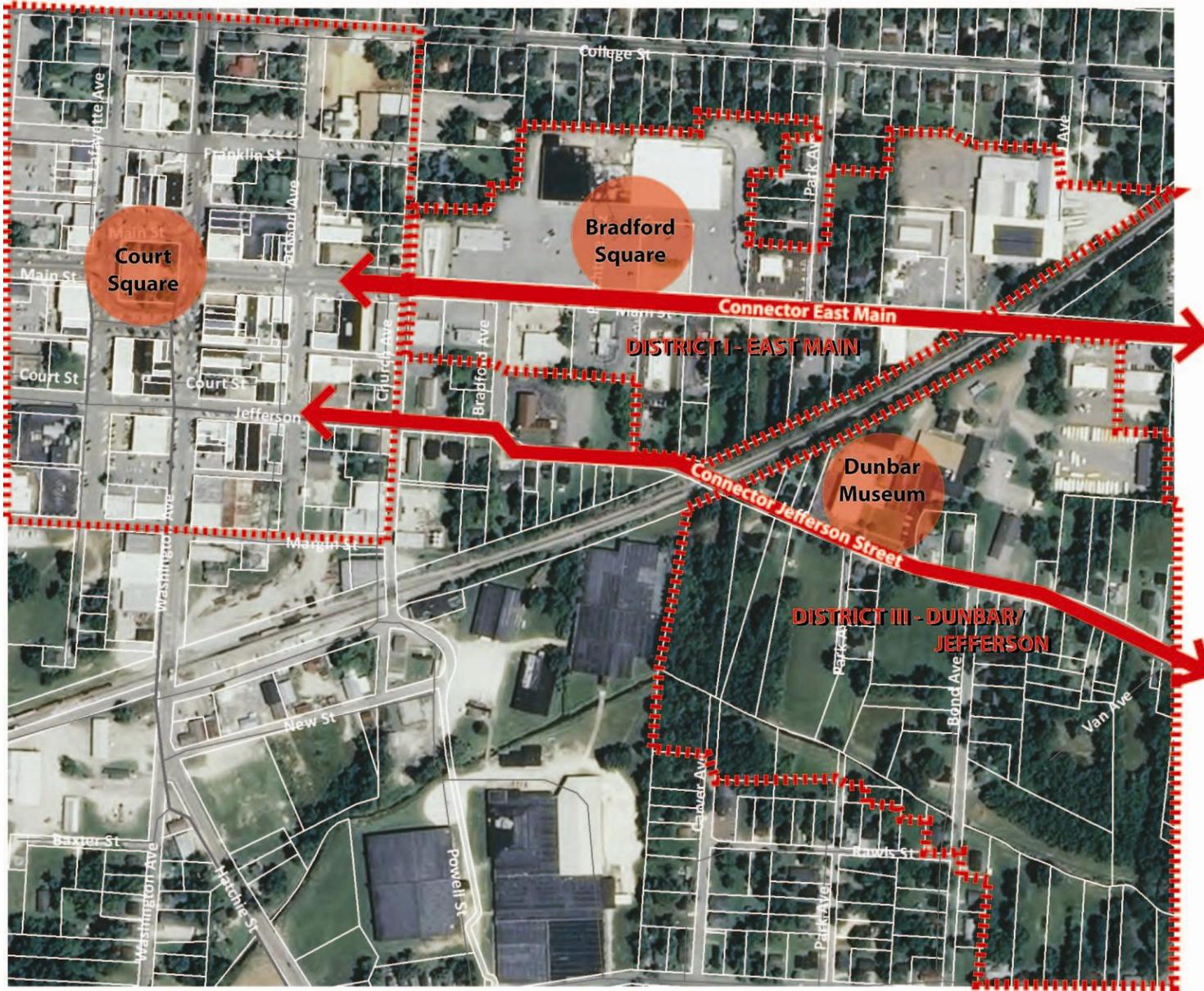
Residential districts can be divided into:

- I. Well preserved historic districts, such as College Hill and Court Square, where most of the properties are historic and to be preserved; here design guidelines might prevent transformative actions that would compromise the historic urban morphology;
- II. Less-preserved historic districts, such as East Main Street, where important historic properties have been replaced by modern structures (e.g. Bradford Square in East Main). Here design guidelines might address if and how to restore the historic urban morphology.
- III. Semi-Historic, such as the Dunbar-Jefferson Street district, where historic properties mix with non-historic units and infill opportunities; here design standards should guide developers in

addressing the issue of creating livable and aesthetically acceptable public spaces (streets, plazas, etc.).

- IV. Newly developed or to be developed, mostly located at the edge of town; here urban design standards and guidelines might lead future transformations contributing to high quality public spaces (streets, plazas, greenway sections, etc.).

In establishing guidelines and standards the first step is to create typologies for important urban features such as Subdivisions (the division of sites in blocks, lots, streets, alleys, etc.), buildings, open spaces, street sections, etc. (see attached figures as examples of typologies). Types that enhance the quality of public and common spaces such as streets and open spaces should be allowed and/or suggested along a main connectors and districts cores.

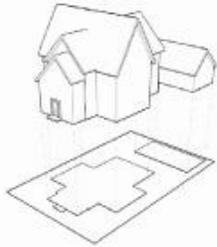


Examples of a districts, subdivisions, and connectors.

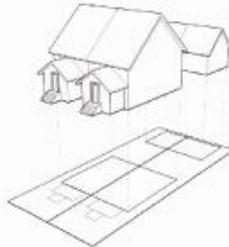
B1 | Single family (cottage)



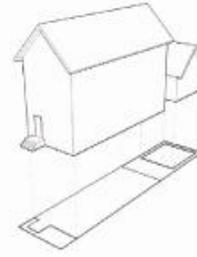
B2 | Single family (large house)



B3 | Single family attached



B4 | Townhouse (can be mixed-use)



B5 | Duplex

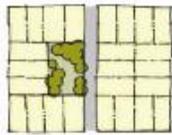


Examples of types of building, open spaces and subdivisions used in the Unified Development Code in Memphis, TN.

OP1 | Playgrounds



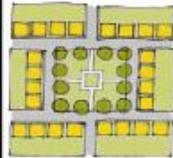
OP2 | Mini-park



OP3 | Plaza



OP4 | Square



OP5 | Green



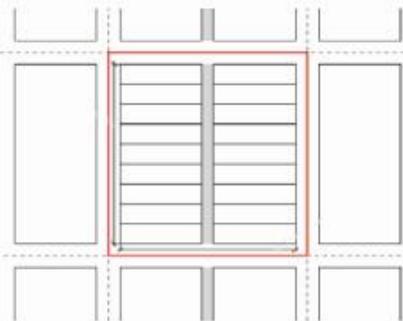
OP6 | District Park



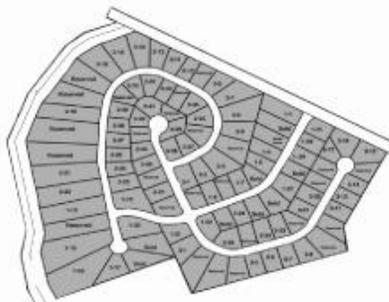
OP7 | Greenway



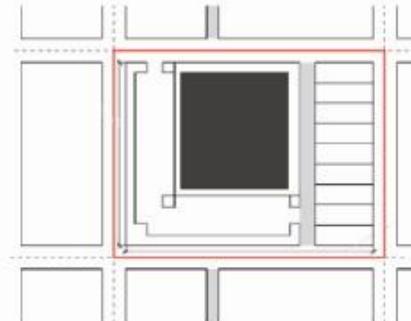
Sub1 | Traditional Urban Block

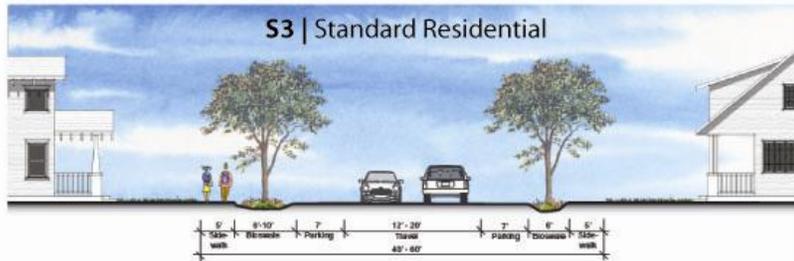
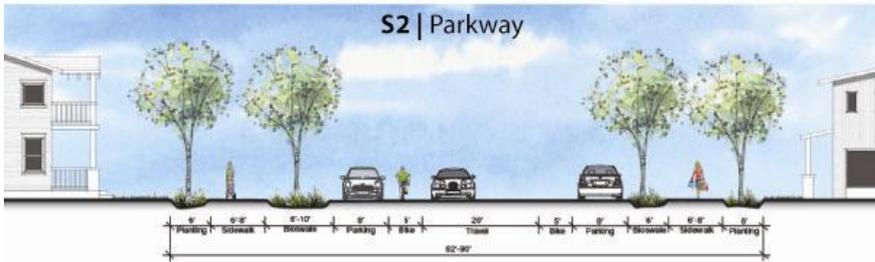
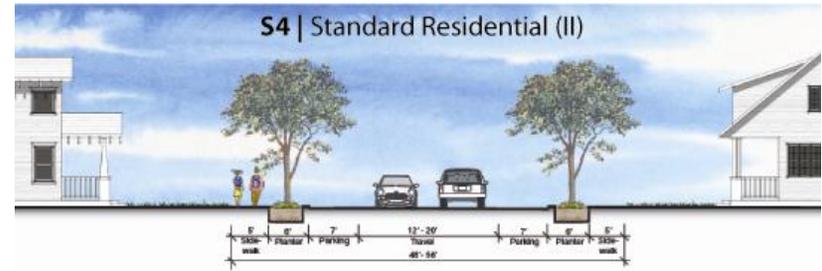


Sub2 | Cul-de-sac Subdivision



Sub3 | Urban big-box Block





Example of street typology designed for Fort Bragg Mill Site, CA (source: <http://www.ftbraggmillsite.com>)

10 | WHERE WE GO FROM HERE?

10.1 | THE REVIEW AND APPROVAL PROCESS

This report will be presented to the Brownsville Planning Commission in January, 2012 for their review, comment, and endorsement. Following the Commission’s action, the Board of Alderman will hold one or more public hearings to allow residents to comment upon the report. Following public input, the Mayor and Board of Alderman will vote on a resolution to adopt the plan.

10.2 | USING THE PLAN TO GUIDE FUTURE DECISIONS

Once the plan has been adopted, the Brownsville Regional Planning Commission (Commission) should review the report’s full set of “Near Term” Projects selecting 3-4 as strategic objectives for Year 1. Working with the Board of Alderman, the Mayor’s Office, the Chamber of Commerce, and other civic bodies within the community, the Commission should organize citizen-led committees to assume responsibility for advancing these initiatives along the lines presented in this document. At the end of each year, the Commission should review the progress made towards fully implementing these initiatives taking on new projects from the “Near Term Projects” list as additional people and resources become available. The annual review and status update will include progress toward action steps and will address any necessary revisions to strategically align with future conditions and economic factors at that point in time.

As the fifth anniversary of the plan approaches, the Commission should consider engaging an outside consultant to re-evaluate the remaining projects listed in the immediate, mid-term, and long-term categories. Once this review has been completed, the Commission should review the items listed in the “Mid-Term Project” List in order to establish priorities for Year-Six.

For more information regarding the plan, please visit the Brownsville on the Move website at:
www.brownsvilleonthemove.org or contact:

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731-772-1212
shayes@memphis.edu

Appendix A | Community Meetings List

DATE	LOCATION	PURPOSE
13 December 2010	City Hall	Planning Commission Retreat – Project Scope Review
18 January 2011	City Hall	Faculty and City Officials Meeting to finalize Contract, Scope of Services and Schedule
5 February 2011	City Hall	Key Stakeholders Meeting Announcing the Project
19 February 2011	National Guard Armory	Community Kick-Off Meeting, SWOT Exercise and Camera Exercise
25 March 2011	First South Community Center	Visioning Exercise, Report Back on Interviews and Research
02 April 2011	First South Community Center	Visioning Exercise II and Final Report on Resident Interviews
14 May 2011	Delta Room	Vision and Goals Presentation and Review
20 May 2011	Delta Room	Greenway and Downtown Design Charrettes

Appendix B | Residents Phone Interview

This survey is a joint effort between the City of Brownsville and the University of Memphis. Survey results will be used to create a comprehensive city improvement plan. Any comments you make may become a part of the plan; but whatever you say will be held strictly confidential. If you have other questions or would like a copy of the completed interview, please feel free to call the Graduate Program in City and Regional Planning, Dr. Ken Reardon, 901-678-2610.

Date of Interview: _____ Interview District: _____

Interviewers #1: _____ #2: _____

We do not expect anyone to be able to answer all the questions (kids, seniors). If at any time you do not know how to answer a question or it makes you feel uncomfortable, that's ok. We'll skip that question. Your answers to these questions will be totally anonymous.

For multiple choice questions circle the number for the answer. For open-ended questions note all the residents comments in the provided space (Use back of survey form in case you run out of space, make sure you write the question # that you are continuing on the back).

1. GENERAL PERCEPTIONS

First we would like to know how you feel about your city.

1.1. How long have you and your family lived Brownsville

1. less than 1 year
2. 1 to 3 years

- 3. 4 to 10 years
- 4. 11 to 20 years
- 5. 21 to 30 years
- 6. more than 30 years

1.2. What are the three things you like best about living in Brownsville?

- 1. _____
- 2. _____
- 3. _____

1.3. What are the three things you like least about living in Brownsville?

- 1. _____
- 2. _____
- 3. _____

1.4. What are the three most important changes you would like to see made in Brownsville to improve the overall quality of life for local residents?

- 1. _____
- 2. _____
- 3. _____

2. LIVING CONDITIONS

Next we'd like to know how you feel about the natural environment of the City.

2.1. How would you rate the overall cleanliness of the streets, sidewalks and open spaces in Brownsville?

- 1. excellent
- 2. good
- 3. fair

- 4. poor
- 5. very poor

Please explain: _____

2.2. Are there places in the city where you or your family feel unsafe and avoid, if so, where?

2.3. How would you rate the overall quality of public parks in Brownsville?

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

2.4. How would you rate equipment and facilities in public parks?

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

2.5. How would you rate public parks cleanliness?

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

2.6. How would you rate public parks programs?

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

2.7. What suggestions do you have for improving area parks?

3. HOUSING

We would like to know how you feel about housing in the city.

3.1. How would you rate the overall housing conditions in Brownsville?

- 1. excellent
- 2. good
- 3. fair
- 4. poor
- 5. very poor

3.2. Currently, there are some vacant homes in the city. How would you like to see it used? (Ask as open ended and then select the answer from below)

- 1. Single family homes
- 2. Multi-family homes
- 3. Parks / Playgrounds
- 4. Open space / green space
- 5. Community facilities (daycare, schools, seniors, etc.)
- 6. Community garden
- 7. Commercial
- 8. Other (please specify)_____

3.3. Currently, there are many vacant buildings in the downtown area. How would you like to see it used? (Ask as open ended and then select the answer from below)

- 9. Single family homes
- 10. Multi-family homes
- 11. Parks / Playgrounds
- 12. Open space / green space
- 13. Community facilities (daycare, schools, seniors, etc.)
- 14. Community garden
- 15. Commercial
- 16. Other (please specify)_____

3.4. What steps do you feel should be taken by local government leaders to improve the quality of housing in Brownsville?

4. COMMUNITY SERVICES

Now, we'd like to know about the community services available in Brownsville.

4.1. How would you rate the quality of public services, (i.e. police, fire, garbage pick-up, cable services, etc.)

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

4.2. What suggestions do you have to improve public services?

Social Services

4.3. Please rate the availability and quality of the following services in your neighborhood or nearby (easy for you to access) your neighborhood

4.4.

1 – Good	2 – Fair	3 – Poor	4 – Unavailable	5 - No Opinion
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Family Planning: 1 2 3 4 5

Child Care Centers:	1	2	3	4	5
Drug & Alcohol Programs:	1	2	3	4	5
Senior Citizens' Services:	1	2	3	4	5
Disability Services	1	2	3	4	5
Youth Development:	1	2	3	4	5

4.5. Are there any social services not currently available in this neighborhood that would you like to see?

1. _____
2. _____
3. _____

Educational Services

**4.6. Do you have school aged children? Yes ____ No ____
If so, please rate the availability and quality of the schools in the City.**

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

4.6.1. Pre-Kindergarten	1 – 2 – 3 – 4 – 5
4.6.2. Elementary Schools	1 – 2 – 3 – 4 – 5
4.6.3. Middle Schools	1 – 2 – 3 – 4 – 5
4.6.4. High schools	1 – 2 – 3 – 4 – 5
4.6.5. Adult Education(GED etc.)	1 – 2 – 3 – 4 – 5

4.7. What steps can the community take to improve the quality of educational services available to Brownsville residents?

4.8. What types of higher education would you be interested in taking?

Health Services

4.9. How would you rank the availability and quality of the following health services in Brownsville?

1 – Good 2 – Fair 3 – Poor 4 – Unavailable 5 - No Opinion

4.10. In your opinion, what's the greatest health problem in Brownsville?

4.11. What can be done to improve the overall health of city residents?

- a. _____
- b. _____
- c. _____

Shopping and Economic Activity

The following set of questions will tell us about the availability of different stores in your neighborhood.

4.12. Where do you usually go for the following goods and services?

- 1 – Brownsville
- 2 – Jackson
- 3 – Memphis

4 – Other (please specify) _____

- 4.12.1. Groceries & Household Items 1 – 2 – 3 – 4
- 4.12.2. Medical/Dental Care
- 4.12.3. Clothing
- 4.12.4. Restaurants
- 4.12.5. Entertainment

4.13. Are there goods and services not currently available in the City that you would like to see offered? If so, what and where should they locate (i.e. downtown, Anderson etc.)?

- 1. _____
- 2. _____
- 3. _____

5. G. PLANNING & COMMUNITY LEADERSHIP

This section includes questions about the kinds of planning and leadership you want to see in this neighborhood.

5.1. What are the three most important outcomes you think can make the most impact?

- 1. _____
- 2. _____
- 3. _____

5.2. What are some barriers to improvement in Brownsville?

- 1. _____
- 2. _____
- 3. _____

5.3. What can be done to overcome these barriers?

- 1. _____
- 2. _____
- 3. _____

5.4. Do you belong to any neighborhood organizations or groups?

- 1. Yes
- 2. No

5.5. If yes, which ones:

5.6. Do you think they would be interested in getting involved?

Yes _____ No _____

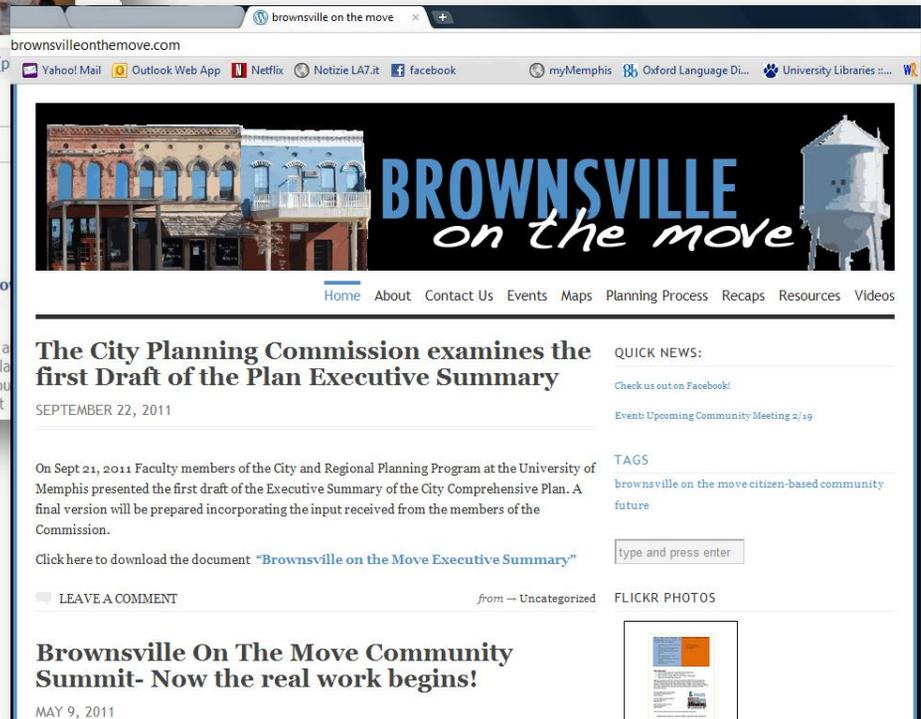
5.7. Is there anything else you'd like us to know about Brownsville?

Thank you for your time and concern for the City.

Appendix C | Web resources and communication



The brownsvilleonthemove.com webpage and a dedicated facebook page dedicated to the planning process. Have helped the dissemination of findings and the collection of residents' inputs along the process.



Appendix D | Select References

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Last update – January 2012