**JANUARY 2020** 

# TENNESSEE MAYORS GROWING CIVIC ENGAGEMENT Mayors Growing Civic Engagement

HOW LOCAL LEADERS CAN LEVERAGE THEIR OFFICE TO ENGAGE VOTERS





# INTRODUCTION

For over a decade, Tennessee has consistently trailed most other states in voter registration and turnout. Participation in local elections is particularly low: Voter turnout fell below 25 percent in recent elections in our state's four largest cities. As a state with a proud civic history, Tennessee has an important opportunity to examine practices, from election administration to civic engagement, that may offer room for improvement.

Systemic reforms, such as policies that modernize and secure election machines and voter-registration databases, are critical, but so too are efforts that better connect voters to their communities and elected representatives. Although state leaders, election officials, community groups and individual residents all have roles to play, city and county mayors are uniquely suited to promote civic engagement at the community level.

This report highlights Tennessee Mayors Growing Civic Engagment (TMGCE), a new cohort of city and county mayors who collectively committed to making civic engagement a priority in their communities. Within these pages, readers will learn why mayors are well-placed to lead civic engagement efforts, be able to review specific examples from the participating Tennessee leaders and have access to tools and templates to build a civic-engagement action plan all their own.

With the 2020 presidential election and U.S. Census taking place this year, the call for increased civic engagement has never been stronger. Our hope is that the commitment and work of Tennesse's mayors will help inspire and prepare others hoping to take similar steps.





# WHY MAYORS?

### THE ROLE MAYORS CAN PLAY TO INCREASE CIVIC ENGAGEMENT

When it comes to growing civic engagement in the community, who better than mayors to share opportunities and encourage civic participation? Local leaders know their communities best. They also know best the value of having an engaged community. The more voices that are heard, whether through the ballot box or at community meetings, the more local leaders understand how to best serve their constituency.

Mayors can play multiple roles and use different pathways to grow civic engagement. Mayors can play the role of **key messenger** – sharing reminders and encouraging residents to participate in local elections – or **facilitator of community meetings** – sharing updates and gathering feedback on important decisions that impact residents' daily experiences. Mayors can also **use existing practices to share civic engagement opportunities**. They can integrate information and voter-registration opportunities into some of the many ways residents already engage with cities and counties, from paying utility bills to registering for permits and visiting the library. Or mayors can **create new pathways to engage residents**, such as creating a Mayor's Youth Council, to deepen engagement of highschool-age residents.

Mayors recognize the importance of civic engagement but may be looking for ideas about how to expand it. Tennessee Mayors Growing Civic Engagement (TMGCE) serves as a resource for mayors who have identified civic engagement as a key priority. Think*Tennessee* supports mayors in identifying goals and building action plans, builds relationships with national organizations and coordinates TMGCE mayors as a collective cohort able to share and learn from each other's experiences.



# WHY TENNESSEE?

# AN IDEAL CIVIC ENGAGEMENT PROVING GROUND

Tennesseans once led the way on civic engagement. The state's rich civic history includes casting the decisive vote to ratify the 19th Amendment, providing millions of women with access to the ballot box for the very first time. Tennessee was also the home of Baker v. Carr, the case that paved the way for the "one person, one vote" standard.





The 1962 Supreme Court decision in Baker v. Carr held that every vote, regardless of a voter's place of residence (urban or rural), should carry equal weight. (i)

On August 18, 1920, Tennessee became the 36th state to ratify the 19th Amendment.

Yet today, Tennesseans trail most Americans in one key indicator of civic engagement: voter participation. Voter registration and turnout in Tennessee consistently rank near the bottom of the nation. In the 2014 election, Tennessee ranked 40th in voter registration and 50th in voter turnout; in 2016 the state was 45th in voter registration and 49th in voter turnout.



2014

When it comes to local elections, turnout is particularly low. Fewer than 25% of eligible voters participated in recent local elections in the state's four largest cities.(ii) In a 2018 poll, a majority of Tennesseans (68%) described this lack of participation as a major problem.



2016



68% of Tennesseans Say Too Few People Voting is a Major Problem

Source: PRRI/The Atlantic 2018 Voter Engagement Survey Graphic: ThinkTennessee

"We saw a higher turnout in November 2018 than we did in 2014, and nearly as high as 2016. That's a step in the right direction, but we want to understand the policies and programs that made it happen so we can continue to progress in the future."

Jake Bynum, Weakley County Mayor

# TENNESSEE MAYORS GROWING CIVIC ENGAGEMENT



# TENNESSEE MAYORS RECOGNIZE CIVIC PARTICIPATION AS A PRIORITY

Tennessee mayors from across the state -- city and county, urban and rural and left and right -- are recognizing civic participation as a priority and taking action. From noticing the importance of increased participation in elections, to wanting to share what has worked in their communities and learn from others around the state, mayors expressed multiple reasons for joining Tennessee Mayors Growing Civic Engagement when it launched in the summer of 2019.

As TMGCE members, participating mayors identified initial goals and developed action plans targeting specific ways to grow civic engagement in their communities. Each community is different, with differing practices in place, challenges, strengths and capacity to take on new projects. As such, TMGCE helps mayors tailor their goals and actions.

Tennessee mayors identified four main strategies for implementing their civic engagement goals:

- · Integrate civic engagement into existing systems and practices.
- · Create new pathways to deepen civic engagement.
- Tap local partners to support civic-engagement efforts.
- · Engage residents through participation in community meetings.

Examples from each TMGCE community and from each of the strategies follow.



### Mayor Ken Moore

City of Franklin

**Goal:** Provide a variety of opportunities for engagement.



### Mayor John Cooper (2019-)

Mayor David Briley (2018-2019,

City of Nashville

**Goal:** Challenge Mayor's Youth Council to register high school students.



# **Mayor Lee Harris**

Shelby County

**Goal:** Expand access to voter registration sites where residents can register, update their voter profile and check their status.



## Mayor Chaz Molder

City of Columbia

**Goal:** Create a Mayor's Youth Council.



# Mayor Jim Strickland

City of Memphis

**Goal:** Increase access to voter registration and candidate information.



## Mayor Jake Bynum

Weakley County

**Goal:** Deepen engagement with high school and university students.



# Mayor Andy Berke

City of Chattanooga

**Goal:** Engage with Mayor's councils and committees to host registration drives and education.



# Mayor Pat Shull (2019-)

Mayor John Clark (2015-2019)

City of Kingsport

**Goal:** Use city outlets to share local election information and reminders.



### **Mayor Scott Conger**

City of Jackson

Goal: Create a Mayor's Youth Council.



# Mayor Chuck Burris and City Manager C. Seth Sumner

City of Athens

**Goal:** Facilitate deliberative engagement in public forums to deepen community engagement.



# Mayor Indya Kincannon (2019-) Mayor Madeline Rogero (2011-2019)

City of Knoxville

**Goal:** Increase voter turnout in municipal elections.



# **Mayor Barry Hutcherson**

Chester County

**Goal:** Engage the community through regular meetings with the 4C's: Chester County Caring Communities program.



# **Mayor Rogers Anderson**

Williamson County

**Goal:** Encourage participation in local elections, comprehensive land planning and the 2020 Census.





# INTEGRATE CIVIC ENGAGEMENT INTO **EXISTING SYSTEMS** AND PRACTICES

Before developing new initiatives, mayors inventoried their community resources and looked at programs and infrastructure already in place to identify ways to integrate civic engagement into existing systems and practices.

Tapping Mayor's Councils for Voter Registration and Awareness Efforts. Tennessee mayors are looking to established advisory councils to support voter registration and awareness efforts.

Mayor's Youth Councils (MYCs)

In addition to contributing to local government policies and practices and advocating for issues that impact youth, MYC participants serve as ambassadors to their peers, informing them about issues from increasing civic engagement to participating in community improvement projects.(iii) Mayors in Chattanooga and Nashville are both looking to their MYCs to help deepen engagement of young voters. In 2018, Chattanooga MYC students hosted voter registration drives and a Vote Together party to encourage young voters to participate in the November election.(iv) In Nashville, then-Mayor David Briley issued a challenge to his MYC to register 2,000 high school students by January 2020.

Mayor's Young Professionals Council

The Shelby County Mayor's Young Professionals Council, a group of emerging leaders working for Shelby County Government, public, private and nonprofit sectors, advises County Mayor Lee Harris on causes that are important to the county's young adult workforce.(v) Mayor Harris plans to partner with the Young Professionals Council to identify creative solutions for engaging eligible voters in the election process.

Other Advisory Councils

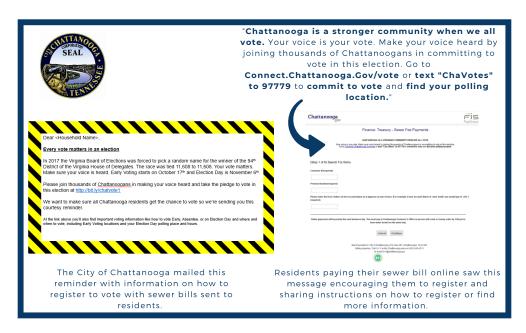
The Mayor's Youth Council is one of many advisory councils in the City of Chattanooga. Mayor Andy Berke is looking to also engage the Mayor's Council for Women, the Mayor's Council on Disabilities, the Mayors Council on Aging and Livability and the Mayor's Council Against Hate in voter-registration and civic-education efforts throughout the city.





### Adding Voter-Registration Messages and Nudges to

Communications with Residents. The City of Chattanooga's voter engagement plan, developed in the lead-up to the November 2018 election, includes integrating voter-registration information into existing city programs and departments. Residents engage with the city in numerous ways, whether when calling 311, visiting the library or paying sewer bills, court fees and parking tickets. Integrating messages about where and how to vote or how to get assistance with registering into these everyday interactions expanded the city's reach without needing to create new programs or departments.



Identifying Existing Communication Outlets. A local election in 2019 provided the City of Kingsport with an opportunity to explore new ways of communicating with residents to encourage participation. The city used the media opportunities available to it - from space in the local paper to roadside billboards - to include reminders of key election-related deadlines. The city also looked to its Neighborhood Commission, an advisory group focused on strengthening neighborhoods, to serve as a key resource for election-related messages.(vi) The Commission created "Good Neighbors Vote" yard signs to distribute to neighborhoods and local businesses.





The City of Kingsport's yard signs encouraging residents to participate in local elections.(vii)



# CREATE NEW PATHWAYS TO DEEPEN ENGAGEMENT

In addition to integrating civic enggaement into existing systems, programs and practices. Tennessee mayors are also filling gaps by creating new pathways to deepen engagement.

Launching Mayor's Youth Councils. TMGCE mayors are creating opportunities to deepen engagement among youth, from elementary to post-secondary students. In Weakley County, Mayor Jake Bynum is working to develop a Mayor's Youth Council (MYC) for highschool-age youth in the county. An MYC would give youth a seat at the table to learn about county government and to provide their input and perspective on the decision-making process. The City of Jackson has also identified launching a Mayor's Youth Council as a goal.

Columbia Mayor Chaz Molder sees youth engagement as a way to build a strong civic-engagement pipeline: In the same way an area recreational league and middle school team influence the strength of a high school basketball team, youth civic engagement can impact adult voter participation. In addition to developing an MYC for high school-age youth in the community, Mayor Molder is looking to build awareness and engagement at the elementary level. The mayor routinely visits schools to participate in career day events and civics lessons with students, even holding his swearing-in ceremony at a local elementary school to engage students on the role of mayor and importance of civic participation.



Clockwise from the top: The
City of Columbia Mayor Chaz
Molder at an elementary
school assembly, showing
Mayors of the Day around City
Hall, and an "All About the City
Mayor" book created by an
elementary student as part of
the mayor's clasroom visit.(viii)



Additionally, Mayor Molder launched two new initiatives to encourage the Columbia community, particularly elementary-age students, to visit City Hall. With "Mayors of the Day," Mayor Molder recognizes groups and individuals in a way similar to presenting a key to the city. The recognition invites recipients to visit City Hall to get a sense of what mayors do and how their decisions impact the community. And a new City Hall "Art Gallery" featuring a rotating display of local students' work also encourages students, their families, friends and the community to visit the local government office.

Using the City or County Website to Share Information. Local government serves as a key messenger to the community about government services, area events and resources. Civic engagement can be one of those messages local governments share with residents.

In Knoxville, then-Mayor Madeline Rogero developed and supported platforms to share information on two key civic engagement indicators: participation in local elections and the 2020 Census. The "Go Vote! Knoxville" initiative helps inform residents about upcoming local elections. With the goal of combating low turnout in local elections and fostering engagement between residents and candidates, the initiative features a one-stop shop web resource, www.govoteknoxville.com. The site provides information about elections – where to register and where to vote – and shares links to candidate websites and social media accounts so voters can make an informed decision.





Select Language / Print

Services Residents Business Visitors Government

Search For Anything

City of Knoxville » Residents » Newcomer Information » Go Vote! Knoxville

Go Vote! Knoxville

Where Do I Vote? Live Election Results Election Commission Voter Information TN Online Voter Registration Map of City Council Districts 2019 Go Vote! Knoxville 2017 Go Vote! Knoxville Archive of Election Results

Madeline Rogero mayor@knoxvilletn.go (865) 215-2040

400 Main St., Room 691 Knoxville, TN 37902

In partnership with other municipalities in the county, various city and county agencies, the University of Tennessee and other community partners, the city also created a webpage (www.CountMeInKnox.com) to serve as a clearinghouse for information about the 2020 Census, sharing changes and encouraging participation. The city will help coordinate community outreach and manage a public awareness campaign with media and Public Service Announcements involving trusted community leaders.







# TAPPING LOCAL PARTNERS TO SUPPORT CIVIC ENGAGEMENT EFFORTS

After taking stock of civic-engagement efforts already underway in the community – whether through government agencies or local community organizations – some TMGCE mayors identified opportunities to partner with local organizations and groups on civic engagement efforts.

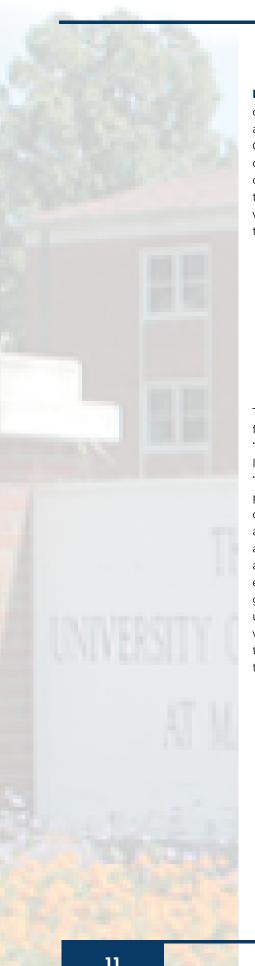
Using Libraries as Centers for Civic Engagement. The City of Memphis is working with Cossitt Library to establish the Memphis Center for Civic Engagement and Innovation. This library-based center will offer trainings, workshops, lectures and collaborative engagement opportunities. The library engages and informs the community on elections in both traditional and non-traditional ways. With its "Informed Voter" website, the library shares information about upcoming elections, including how to register to vote, polling place locations and candidate profiles. In 2019, the library also established a "Swing Vote" installation, taking it to areas around downtown Memphis.(ix) The large one-person swing with an "I'm Voting" sign affixed helped the library build awareness within the community and offered an opportunity to talk about voting in a new and exciting way. Library staff spoke with swinging residents about the upcoming election and directed them to a QR code on a nearby poster, which took them to the Informed Voter website.





Memphis Public Libraries'
"Informed Voter" website, "Swing
Vote" installation. and
accompanying message about
need-to-know information.(x)

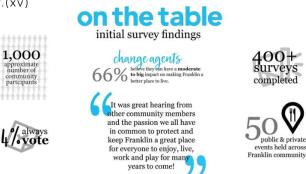




Partnering with Local Nonprofits. Communities also have an opportunity to partner with and support nonprofit-based efforts already underway or to collaborate on new initiatives. Williamson County and its county seat, the City of Franklin, partner with local community-visioning nonprofit Franklin Tomorrow on a number of opportunities to engage their residents. With a mission to engage the community, foster collaboration and advocate for a shared vision for the future of Franklin, Franklin Tomorrow hosts programs to educate and illuminate issues facing the community.(xi)



The organization hosts a Civic Book League, distributing books and facilitating discussion groups in the community designed to "encourage dialogue around topics that are important to those who, live, work and play in Franklin." (xii) In 2018, Franklin Tomorrow hosted "On the Table," a community engagement-initiative designed to inspire people to take action within their community.(xiii) The event gathers community residents in small groups to share a meal and conversation about pressing topics. The inaugural Franklin event revealed that a majority of participants responding to a post-event survey felt attached to their community and regularly participated in local elections. Yet not all residents were actively involved or knew how to get involved in issues they cared most about.(xiv) Franklin Tomorrow is using the information gathered from the event and continuing to work closely with Franklin Mayor Ken Moore to identify additional ways to inform and engage residents and to advocate for a shared vision for the city.(xv)



Thirty-eight inique ZIP codes, all Franklin zip codes representeu .... unted as majority FRANKLIN TOMORROW

next step Infographic featuring post-On actions The Table event survey findings.(xvi) learn more about the issue or solution | get more involved

top three

in the community | build relationships & collaborate





Recruiting Local Universities as Partners. Whether tapping campuses to create their own civic-engagement plans or supporting students and faculty to implement a campus-based civic-engagement plan, mayors can work with university partners to help bridge the gap between students and their local community.

In Weakley County, home to the University of Tennessee at Martin, County Mayor Jake Bynum is focused on increasing the student community's engagement with local government and elected officials and increasing voter registration of college students. For Mayor Bynum, the opportunity to engage students during the four years that they are community residents can help deepen ties to the community.

The mayor encouraged the university to join the ALL IN Campus Democracy Challenge, a national network of colleges and universities working to improve civic learning, political engagement and voter participation. Participating campuses develop and implement civic engagement action plans and work to institutionalize democratic engagement activities and programs into campus life.(xvii) Working together, the mayor and the university plan to promote civic engagement on and off campus with student-focused registration efforts and community-focused educational efforts.



Familiar with the University of Tennessee at Martin's work on civic engagement,
Weakley County Mayor Jake Bynum introduced faculty to the ALL IN Campus
Democracy Challenge as an additional opportuntiy to support their work. As a result,
the University became the 13th Tennessee campus to join the Challenge.



# CIVIC SATURDAYS

### TENNESSEE COMMUNITIES HOSTING CIVIC SERMONS







Athens was the first Tennessee community to host Civic Saturday events. A program of Citizen University, a nonprofit working to build a culture of responsible citizenship, the events connect community residents to the power and responsibility of civic engagement.(xviii) Civic Saturdays follow the model of a church service but substitute religious texts and actions with civic ones: the pledge of allegiance; songs, poetry or readings from American texts; and an original civic sermon.(xix)

In Athens, the events are hosted by A Thriving Community. a committee of Main Street Athens, a program helping to revitalize the city's downtown. (xx) The City of Athens participates in the events, which have been held quarterly since November 2018. The city plans to use its media resources to help promote future events – from a social media campaign in partnership with the event's hosts to incorporating Civic Saturday events into the city program calendars and communications.

The Cossit Library in Memphis also recently began hosting Civic Saturday events. The first library in the city and one that formerly was segregated, Cossitt Library was the site of sit-ins and read-ins by college students in 1960. The demonstrations led to the students' arrest, a trial and eventually to desegregation of the city's libraries. Drawing on this civil rights history, the library is looking to local college campuses and universities as a starting place for the events, to share the story and raise awareness of the impact of a small handful of people and evoke a shared sense of community.







Images from Athens' Civic Saturday promotion and event. (xxi)



# ENGAGE THE COMMUNITY THROUGH PARTICIPATION IN MEETINGS

Voting in local, state and federal elections is not the only way to demonstrate civic engagement. Community members are also civically engaged when they participate in important community conversations and contribute to the decision-making process.

# Providing Regular Opportunities for Civic Engagement.

Franklin Tomorrow, the nonprofit organization working in the City of Franklin and Williamson County, engages mayors in regular community events facilitating conversations with residents. The quarterly "Breakfast with the Mayors" events feature a variety of discussions between Franklin Mayor Ken Moore, Williamson County Mayor Rogers Anderson and attendees. Previous events have discussed topics like population growth, the development of county and city plans for planning and zoning and a preview of the year to come.(xxii) Another regular series features a "City Hall on Wheels" discussion with the Franklin City Manager. Held at various locations around the community and featuring discussions from current events and issues to covering the basics of city government and civic participation, these conversations are designed to facilitate closer engagement between residents and the city.



Franklin Tommorow's Breakfast with the Mayors Series with Williamson County Mayor Rogers Anderson and City of Franklin Mayor Ken Moore.



"I'm proud that our city is already a leader when it comes to civic engagement, and I'm looking forward to building on that success and sharing what we've learned."

Ken Moore, Franklin City Mayor

Attending Community Meetings. In Chester County, Mayor Barry Hutcherson is introducing a new model of participation for county leaders called "4Cs: Chester County Caring Communities." Through this effort, the mayor and at least one of the six county commissioners will attend each community's monthly meetings to encourage participation and bridge the gap between the community and local leaders.

## Facilitating Deliberative Engagement of Community Meetings.

Athens City Manager C. Seth Sumner and Mayor Chuck Burris seek to inspire a more informed and empowered citizenry where residents can contribute to key community decisions. City Manager Sumner plans to host engagement sessions with citizens in comfortable locations to gather direct input and build collaborative approaches to solving community issues from tax referendums on school funding to the annual budget process. By engaging community members in discussions and breaking down the walls that traditionally prevent an open dialogue, the city hopes to deepen the connections residents feel with their local leaders and the decisions made on their behalf, effectively reinvigorating civic participation.



Images from the City of Athens' deliberative engagement public forum.





# WHAT CAN OTHER MAYORS DO?



### LEARNING FROM TENNESSEE MAYORS GROWING CIVIC ENGAGEMENT

Tennessee Mayors Growing Civic Engagement demonstrates how local leaders can grow civic engagement in their communities. Tennessee mayors were motivated by a combination of factors, including a rich civic history and low voter participation, to take action and make civic engagement a priority. With the decennial Census and presidential election taking place the same year for the first time since 2000, 2020 poses a perfect opportunity for mayors across the country to also work to promote civic engagement. TMGCE mayors completed a two-part action plan to identify civic-engagement goals.

### I. Take a Civic-Engagment Inventory

As a first step, TMGCE mayors completed a civic-engagement inventory by asking a series of questions, such as:

- What does our community look like when it is civically engaged;
- What are we already doing;
- What resources do we already have; and
- What are we missing?

These questions can help mayors identify an area of focus and specific goals. Are there opportunities already in place, either led by the city or the county or by local partners, to support? If not, what new programs or services could help fill those existing gaps?

### II. Build a Civic-Engagement Action Plan

From there, mayors identified key goals, e.g., deepening engagement among community youth or leveraging existing city/county media resources to spread civic engagement messages. With goals identified, they built an action plan that pulls apart the specific actions, timeline, resources and support needed to achieve the identified goals.

"Our communities are at a critical point where citizens are largely disengaged in their government and maybe worse, are lacking opportunities to re-engage through inclusive and meaningful processes. I found the TMGCE movement as a powerful tool to identify and practice approaches to reinvigorate the republic."

C. Seth Sumner, Athens City Manager

While Tennessee Mayors Growing Civic Engagement is the first statewide cohort of city and county mayors making civic engagement a priority, these won't be the last local leaders to commit to growing engagement. "Civic Cities," a new initiative from the National League of Cities, will train city mayors from across the country to address the various challenges of achieving 100% participation and to make voting more accessible, more convenient and more meaningful. Participating mayors will build and execute voter engagement plans and have the opportunity to learn from each other along the way.

In the meantime, Tennessee Mayors Growing Civic Engagement can serve as an example for other mayors looking to deepen civic engagement in their cities and counties. The examples shared in this report and in the following Appendix offer initial ideas for mayors thinking about how to take action. Stay tuned to **www.thinktennessee.org** for updates on the TMGCE mayors' efforts!

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# **APPENDIX**

# TENNESSEE MAYORS GROWING CIVIC ENGAGEMENT RESOURCES

TWO-PART TENNESSEE MAYORS GROWING CIVIC ENGAGEMENT ACTION PLAN TEMPLATES:

- PART 1: CIVIC ENGAGEMENT INVENTORY
- PART 2: CIVIC ENGAGEMENT ACTION PLAN



# Part 1 of 2: Civic Engagement Inventory

The first step in building a plan is to take inventory of what is already happening. By asking a series of questions: what does our community look like when it is civically engaged; what are we already doing; what resources do we already have; what are we missing, you can begin to identify a goal(s) and develop an action plan to achieve them.

Civic Engagement Future Forecast: What do	es a civically engagedlook like?
Map the Route: Ho	w do we get there?
Current Landscape	w do we get there.
What are we already doing to engage residents?	What community resources and allies do we currently have?



Areas of Focus What can we work on to achieve our future forecast vision? \ longer-term focuses?	What are immediate and accessible targets, and what are
Immediate and accessible targets	Longer-term focuses
•	•
What is Missing To achieve our areas of focus, what do we need in addition to engage residents? Are there current resources and allies we awe tap and/or develop?	
What is missing?	What will that help us achieve?





# Part 2 of 2: Action Plan Template

Use this action plan to identify your chosen goals and strategies to increase civic engagement in your community.

	Project Descri	<u>ption</u>	
	·		·
Project Owner:			
	<u>Goal(s)</u>		
Action	Start Date	End Date	Resources Required



