



# 2018 TRANSITION REPORT

*Prepared for the Administration of  
Shelby County Mayor Lee Harris*

PAUL MORRIS, CO-CHAIR  
LIONEL HOLLINS, CO-CHAIR  
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# BACKGROUND

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The 2018 Transition Report is a compilation of recommendations for Shelby County Mayor Lee Harris to consider for the betterment of Shelby County. The recommendations are presented by the Mayor's selection of over 40 civic leaders who are skilled champions of various causes that are influenced or directly managed by Shelby County Government.

Along with Co-Chair Paul Morris, Co-Chair Lionel Hollins and a host of esteemed honorary chairs, the Transition Team accepted the Mayor's challenge to think big and be specific.

As you review the recommendations, please consider ways that you may be a partner in implementing one or more of the efforts that align with your interests.

To create a stronger, more collaborative Shelby County that reflects the public's interests, it will take all of us working together and holding each other accountable. We hope you join us.

# FOREWARD

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November 5, 2018



Dear Mayor Harris,

Thank you for asking us to chair your transition team. We are honored to be part of such an impressive group of people.

On behalf of your entire transition team, we present to you this report. Within this report you will find our best advice to you and your administration as you lead our County into a New Era.

To arrive at this advice, we formed six task forces, each of which focused on a key subject matter area in which we believe you can make a positive difference over the next few years. We held a series of meetings and work sessions.

We interviewed stakeholders, community leaders, elected officials, and county employees. We met with you. We studied. We deliberated and debated. We drafted, revised, and drafted again until we compiled a summary of some of our top recommendations for your consideration.

We worked hard, but we recognize that advising is the easy part. Yours is the hard part. You and your administration have to execute. You are already off to a great start. You have recruited and retained a stellar leadership team for Shelby County Government, and you and your administration have already accomplished some early goals.

We hope this advice will be helpful, and we also hope that you will continue to call on us, and other members of the community, to help you in your work. We are inspired by the possibilities of this New Era in Shelby County, and we stand ready to help you achieve your goals.

Sincerely,  
Lionel Hollins & Paul Morris  
*Co-Chairs of "Transition Shelby"*



# EDUCATION

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## **1. EDUCATION INVESTMENTS FOR EQUITY & RESULTS**

*Create opportunities to increase educational equity and academic outcomes through targeted, needs-based investments in high impact areas.*

### **Recommendations:**

- Expand high-quality pre-K and early childhood education programs for children 0-5 years old
- Make targeted, needs-based investments available for early literacy, high school success, and Opportunity Youth
- Appoint an Education Liaison to manage the administration's involvement with education and youth services

## **2. GREAT SCHOOL FACILITIES**

*Ensure students in Shelby County public schools have high quality, modernized school facilities that support teaching, learning, and equity in access.*

### **Recommendations:**

- Partner with SCS, ASD, and charter schools to develop a school facilities investment plan to modernize the buildings
- Identify pilot opportunity for Shelby County to acquire and reuse vacant school facility
- Work with SCS so that the county can acquire the former Vance Middle School and manage its programming as a community asset

## **3. HOLISTIC SUPPORT FOR CHILDREN & YOUTH**

*Address the academic, social, and emotional needs of young people, families, and their communities using both in-school and out-of-school resources and assets.*

### **Recommendations:**

- Facilitate and support wraparound services for students and families in our highest need communities, both on-site at schools and off-site with other relevant County resources
- Identify opportunities to develop and align support for youth and families such as diploma or GED courses, literacy support, and job opportunities
- Guide Shelby County to become a trauma-informed and responsive county by emphasizing awareness of Adverse Childhood Experiences (ACEs)



# EDUCATION (CONT)

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## **4. Youth Opportunity for the Future**

*Build a visionary future-ready workforce and entrepreneurs by developing college and career pathways and facilitating relevant work experience opportunities for students and Opportunity Youth.*

### **Recommendations:**

- Align career and technical education, workforce, and entrepreneurial development with a visionary view of economic opportunities in Shelby County
- Task industry leaders to support the development of a future workforce by identifying career pathways and specific opportunities for youth to gain experience
- Increase the number of students and Opportunity Youth earning an industry-recognized credential by leveraging coordination with Shelby County Schools and WIN for greater access to development and workforce opportunities

### **Committee Leadership**

Chair: Cardell Orrin

Drafter: Michelle Robinson McKissack and Cardell Orrin

### **Additional Committee Members**

Shante Avant – Transition Team Member

Charles Caswell – Transition Team Member

Stephanie Reyes – Transition Team Member

TaJuan Stout Mitchel - Honorary Co-Chair

Lin Johnson

Monica Jordan

Yolanda Martin

Natalie McKinney

Sarah Lockridge-Steckel

Ginger Spickler



# TRANSPORTATION & COMMUNITY DEVELOPMENT

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## 1. CREATE & STICK TO A PLAN

*Investment and incentives in Shelby County should be guided by a plan, such as Memphis 3.0. Development should not be permitted, and incentives should not be provided on an ad hoc basis inconsistent with or otherwise in contravention of such plan.*

### **Recommendations:**

- Adopt the Memphis 3.0 Plan and urge its adoption by other local and regional stakeholders
- Promote density and redevelopment by supporting state legislation to change the tax assessment of small multi-family properties from commercial to residential
- Focus spending on existing infrastructure (including sewer) to maintain and improve already developed areas

## 2. IMPROVE QUALITY OF LIFE FOR IMPOVERISHED RESIDENTS

*While continuing to grow the overall economy (raising the ceiling), Shelby County should simultaneously prioritize improving the quality of life for residents who are in the bottom economic brackets (raising the floor).*

### **Recommendations:**

- Adopt the Transit Vision Plan
- Optimize the land bank department and tax sale process for more strategic blight reduction
- Help improve the quality and condition of housing for low-income families

## 3. FOSTER ENHANCED CITY-COUNTY-REGIONAL PARTNERSHIPS

*Shelby County should seek to collaborate with the City and other municipal governments in the region to maximize efficiency and impact, including using its full influence over joint agencies and initiatives.*

### **Recommendations:**

- Foster new and existing partnerships at the agency level around housing and health, education, and crime and safety
- Participate fully and exercise full authority of joint agencies such as EDGE, CRA, etc.
- Work with the city to 'right size' and get to a more ideal allocation of city/county size and tax resources
- Continue providing leadership on important regional initiatives
- Strengthen accountability by implementing a shared application platform for all grants awarded by the City and County

### **Committee Leadership**

Chair: Jason Wexler

Drafter: Emily Trenholm

### **Additional Committee Members**

Preston Butts – Transition Team Member

Roquita Coleman-Williams – Transition Team Member

Derwin Sisnett – Transition Team Member

# CRIMINAL JUSTICE

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## 1. CREATE A TRUE YOUTH RESOURCE CENTER

### **Recommendations:**

- Build and staff a true resource center for children and their families, one that is not connected to any court or law enforcement system.
- The center should provide resources for the unique mental health needs of children, including addressing Adverse Childhood Experiences (ACEs). It should be staffed with employees of County agencies like Community Services and the Health Department.
- Commit budgetary resources from the outset instead of “borrowing” from existing agencies or organizations. Set Summer 2019 as the goal date to formally open the center.

## 2. BOLSTER PRETRIAL SERVICES AND INCORPORATE AN ENHANCED AND EMPOWERED CRIMINAL JUSTICE SYSTEM COORDINATOR POSITION INTO THE AGENCY

### **Recommendations:**

- Set a goal for Shelby County to reduce its adult jail population by 20% by 2020.
- Elevate Pretrial Services to a director level agency and commit additional resources to safely reducing jail populations, reserving pretrial detention only for those who pose the greatest risk of flight and safety.
- Focus on reducing women’s jail population, in particular, by implementing multiple levels of review of pretrial detention decisions for women and providing risk/needs assessments that are tailored to women.
- Incorporate the Criminal Justice System Coordinator into Pretrial Services as an independent ombudsman of the entire system with authority to research and offer innovative solutions to criminal justice problems like jail overcrowding, lack of access to counsel, lengthy indictment and trial delays, dependence on money bail, lack of transparency, etc.
- Establish budgetary accountability over County-funded criminal justice stakeholders; allow the Coordinator to inform and influence budget approval by providing clear data on criminal justice system outcomes.
- Allow the Coordinator to direct reinvestment of savings from criminal justice system reforms into programs that further reduce recidivism and initial contact with the system.
- Conduct a national search for the Executive Director/Administrator of Pretrial Services and hire someone with experience reducing jail populations and convening stakeholders from across the criminal justice spectrum.



# CRIMINAL JUSTICE (CONT)

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## 3. CONNECT COUNTY RE-ENTRY RESOURCES TO EMPLOYERS

### **Recommendations:**

- Create connections between Shelby County re-entry resources and specific employers ready to hire people with a criminal history.
- Shift the traditional re-entry focus of soft skills training to one with specific industry training, and work with employers that have identifiable job openings.
- Cultivate investment in industry-specific training programs from the employers that will benefit from hiring those trained.
- Intentionally hire people with prior contact with the criminal justice system for positions in Shelby County government.

### **Committee Leadership**

Chair: Mark Billingsley

Drafter: Josh Spickler

### **Additional Committee Members**

John Freeman – Transition Team Member

Trey Carter – Transition Team Member

Dale Lane – Transition Team Member

Stephanie Love – Transition Team Member

Ines Negrette – Transition Team Member

# HEALTHCARE

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## 1. COLLABORATION WITH THE GREATER HEALTHCARE COMMUNITY

*Develop a framework for regular, open, and effective collaboration between the Shelby County Mayor's Office and Shelby County's diverse and robust network of public and healthcare provider industries.*

### **Recommendations:**

- Appoint a healthcare liaison to interface between the Shelby County government and the larger healthcare community
- Explore the feasibility of establishing a Shelby County Board of Health to work in conjunction with the Health Department
- Continue and Recommit to the Healthy Shelby program in coordination with community healthcare leaders

## 2. SHELBY COUNTY HEALTH DEPARTMENT RESOURCES

*Empower the Shelby County Health Department to develop and implement effective strategies for achieving a healthy community.*

### **Recommendations:**

- Improve recruitment and retention of Health Department personnel by more broadly advertising available positions, streamlining hiring processes, and improving compensation packages. Consider best practices for County-wide implementation
- Schedule a monthly 15-30 minute check-in between Shelby County Health Department Leadership and the Mayor's Office
- Improve and streamline processes for pursuing funding to make Shelby County more competitive for receipt of grants
- Implement late hours for *all* Shelby County health clinics at least one day per week
- Dedicate separate budget line item for inmate health

## 3. COMMUNITY EDUCATION AND PUBLIC HEALTH

*Implement effective community education and outreach with regard to key public health and preventative health issues facing our community.*

### **Recommendations:**

- Commit to MemFit public wellness and preventative health public relations campaign with Mayor Harris as a key public face of the program
- Ensure all County employees have access to exercise areas in or near their workplace.
- Direct resources to public health education regarding STI and unplanned pregnancy prevention

# HEALTHCARE (CONT)

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## 4. MENTAL AND BEHAVIORAL HEALTH

*Elevate discussion of mental and behavioral health challenges in our community by de-stigmatizing mental health issues, integrating such issues into larger public and preventative health conversations, and improving coordination of County-led services.*

### **Recommendations:**

- Commit to a message of de-stigmatization of mental and behavioral health issues and a recognition of the role untreated mental health problems play in the areas of healthcare and the criminal justice system
- Empower the Behavioral Health Unit to develop a systemic and coordinated approach to management of mentally ill individuals involved in various stages of the criminal justice system

### **Committee Leadership**

Chair: David Weatherspoon

Drafter: Julia Kavanagh

### **Additional Committee Members**

Tosha Downey – Transition Team Member

Courtney Leon – Transition Team Member

Rick Thompson – Transition Team Member





# ECONOMIC DEVELOPMENT

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## 1. INCREASE MWBE BUSINESS RECEIPTS

*A culture of change strategy is needed to change attitudes and awareness, which will lead to changes in habit and behavior.*

### **Recommendations:**

- Provide clarity and collaboration on goal-setting and solicitation requirements across all branches of County government, divisions, agencies, and boards.
- Place accountability with division directors for MWBE participation levels on division-related contracts and purchases.
- Implement initiatives to strengthen the small business ecosystem and provide non-traditional access to capital, such as through Epicenter and the Community Development Financial Institution (CDFI) Network – Low-Income Housing Tax Credit, New Markets Tax Credits, Community Reinvestment Act resources.
- Incorporate procurement strategies that provide at least some payment to small businesses up-front and programs to help with bonding and insurance for construction contractors to help increase access to capital.

Over the last 15 years, a growing number of local governments are addressing institutional and structural barriers, while seeking sustainable change – change that is mandated through policy, but also begins to happen naturally through comprehensive cultural change. To be effective, policy and programs should eliminate structural barriers and impact behaviors and practices.

Strategies should create a framework for cultural change in addition to change stemming from regulations. A cultural change permeates all structures related to the procurement and contracting process, so that all people involved are thinking equity and non-discrimination. Over time, this cultural change begins to be embraced by the prime contractor and prime vendor communities.



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### 2. CREATE A QUALIFIED WORKFORCE

*It is mission critical that Shelby County drive better alignment of training and education programs with employers' skill requirements in high-growth and high-wage industries.*

#### **Recommendations:**

- Appoint a Chief Workforce Officer to the Mayor.
- Adequately assess, implement, and fund the county's workforce development agency (WIN).
- Expand employment service centers by partnering with and providing resources to schools, churches, libraries, and community centers (i.e., CAPs), as a way to offer incremental, low-cost job centers within these existing facilities.
- Leverage the Mayor's voice to encourage employers to support his bold workforce strategy.

Shelby County is a low-wage county, with a 20.8% poverty rate. Fifty years after the assassination of Martin Luther King, Jr. and the passage of the Civil Rights Act, African Americans still lag far behind whites in Shelby County. Despite gains in education and increased participation in the white-collar labor market (a 650% increase), African Americans still lag behind whites in income and are over-represented in poverty. Poverty for African Americans in Shelby County is three times that of whites, and median income for African Americans has remained at about half that of whites through the decades. More troubling, the percent of African Americans who are institutionalized (criminal and otherwise) is now double that of institutionalized whites.

#### **Committee Leadership:**

Chair: Janice A. Banks

Drafter: Kevin Woods and Janice A. Banks

#### **Additional Committee Members:**

Thomas Malone – Transition Team Member

Mike Ritz – Transition Team Member

Jack Sammons – Transition Team Member

Heidi Shafer – Transition Team Member

Paul Shaffer – Transition Team Member

Hari Surineni – Transition Team Member

Lori Turner-Wilson – Transition Team Member

# GOVERNMENT STRUCTURE & METRICS

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## **USE OF DATA AND METRICS TO HOLD SHELBY COUNTY GOVERNMENT ACCOUNTABLE TO CITIZENS, IMPROVE COUNTY SERVICES, AND TRACK PROGRESS ON KEY PRIORITIES.**

### **Recommendations:**

- Work with Division Directors to gain a better understanding of current statistics being used to measure accountability, including a focus on data related to the Harris Administration's priority areas.
- Create an Office of Accountability tasked with gathering and using data and key statistics to review and measure the progress of the County in the priority areas set by Mayor Harris.
- Adopt an easy-to-read, public-facing dashboard to track progress on important campaign, citizen, and divisional priorities; include timely updates; feature online access; implement a plan for regular reviews of progress and make adjustments.

## **REGULAR ASSESSMENT OF THE RELATIONSHIP BETWEEN ORGANIZATIONAL STRUCTURE, RESOURCES, STRATEGIES, AND LEVEL OF COUNTY SERVICES DELIVERED.**

### **Recommendations:**

- Assess the current structure with Division Directors to identify any areas where better alignment is necessary to achieve more effective performance.
- Create a process or structure that analyzes data captured at the service offering level from the Divisions and develop a Continuous Quality Improvement Process. Involve the new Director of Innovation in the Continuous Quality Improvement Process.
- Tie the Continuous Quality Improvement Process to how resources are distributed. Require Division Directors and managers to track their return on investment (ROI). Continue to work on and improve the process for calculating ROI.
- Hold individual budget review meetings with Directors.
- Survey Division Directors to identify gaps in training and implement training initiatives to ensure that county employees are well-trained to perform effectively.

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**ENHANCED COMMUNICATION CHANNELS – INTERNALLY AND EXTERNALLY – TO IMPROVE DELIVERY OF SERVICES, PROVIDE STATUS UPDATES, AND CREATE OPPORTUNITIES FOR CITIZENS TO CONNECT WITH SHELBY COUNTY GOVERNMENT.**

**Recommendations:**

- Explore avenues for Divisions and County leaders to communicate with each other and with county employees to share best practices, FAQs, and job aids, which may include some or all of the following: employee email communications, better use of intranet site, employee town hall meetings, group products like Slack, or some social media tools.
- Host external Town Hall meetings to give citizens access to Mayor Harris, hear updates and progress on priority areas, share insights and suggested solutions, and ask questions.
- Establish a communication strategy to distribute information most requested by citizens and/or information critical to the Mayor’s major priorities, which may include a central calendar, regular email communications with updates from Shelby County government, an activated public-facing dashboard, and/or a simplified service portal.

**Committee Leadership**

Chair: Lori Spicer Robertson

Drafter: Kristine Roberts

**Additional Committee Members**

Emily Fulmer – Transition Team Member

Teddy Gorman – Transition Team Member

Joshua Lipman – Transition Team Member

Elizabeth Low – Transition Team Member

Anthony Tate – Transition Team Member

# TRANSITION TEAM



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THANK YOU FOR YOUR HARD WORK. JOB WELL DONE.

- Paul Morris, President, Jack Morris Auto Glass
- Lionel Hollins, Director, Lionel Hollins Foundation
- Danielle Inez, Special Assistant to the Mayor, Shelby County
- A C Wharton Jr, Former Mayor, City of Memphis
- TaJuan Stout Mitchell, Former City Councilwoman, City of Memphis
- Walter Bailey, Former Commissioner, Shelby County
- Gayle Rose, Philanthropist
- Steve Cohen, U.S. Congressman, 9th Congressional District
- Mark Billingsley, Commissioner, Shelby County
- Tosha Downey, Director of Advocacy, Memphis Education Fund
- Anthony Tate, President, Ashaun, LLC
- Cardell Orrin, Memphis City Director, Stand for Children
- Josh Lipman, Philanthropist
- Preston Butts Jr., CEO, Mem10 Consulting, LLC
- Lori Turner-Wilson, CEO, RedRover Sales & Marketing
- Teddy Gorman, Director of Sales & Marketing, Gorham/Schaffler, Inc.
- Elizabeth Low, Attorney, FedEx
- Trey Carter, President, Olympic Career Training Institute
- Courtney Leon, Program Officer, Plough Foundation
- Janice A Banks, President & CEO, Small Planet Works
- Tommy Malone, President, Memphis Firefighter Association
- Kemp Conrad, Councilman, Memphis City Council
- Julia Kavanagh, Attorney, Hall Booth Smith, P.C.
- Josh Spickler, Executive Director, Just City
- Kristine Roberts, Attorney, Baker Donelson
- Hari Surineni, Trustee, India Cultural Center & Temple
- Jason Wexler, President of Business Operations, Grizzlies
- Mike Ritz, Former Commissioner, Shelby County
- Rick Thompson, Business Manager, IBEW Local 1288 Union
- Joe Royer, Owner, Outdoors, Inc.
- Emily Fulmer, Community Activist
- Dale Lane, Division Director, Office of Preparedness
- Heidi Shafer, Commission Chairwoman, Shelby County
- Michelle McKissack, New Commissioner, Shelby County School Board
- John Freeman, Program Analyst
- Roquita Coleman, Member, MATA Board of Commissioners
- Derwin Sisnett, Founder, Maslow Development Inc
- Inés Negrette, Executive Director, CasaLuz
- Shante Avant, Board Chairwoman, Shelby County School Board
- Cato Johnson, Chief of Staff, Methodist Le Bonheur Healthcare
- Stephanie Love, Vice Chairwoman, Shelby County School Board
- Charlie Caswell, Outreach Pastor, The House Memphis Church
- David Weatherspoon, Chaplain, Le Bonheur Children's Hospital
- Stephanie Reyes, Director of Development, OutMemphis
- Jack Sammons, President, Ampro Industries
- Lori Spicer Robertson, Chief Communications & Engagement Officer, United Way of the Mid-South

# RESOURCES



OUR TRANSITION TEAM TASK FORCE MEMBERS THANK THE FOLLOWING COMMUNITY PARTNERS FOR YOUR SUPPORT.

- Sharonda Beard – Shelby County Schools (SCS)
- Diana Britton – Educator
- Kemmashela Conner – SCS
- Melody Freeman – Grant Associates Inc.
- Jodie Higgs – SCS
- Lionel Hollins – Transition Team co-chair
- Lin Johnson – SCS CFO
- Kongsouly Jones – SCS
- Monica W. Jordan – SCS
- Sarah Lockridge-Steckel – The Collective
- Stephanie Love – SCS Board Member
- Yolanda Martin - SCS
- Natalie McKinney - Whole Child Strategies
- Haley Simmons – Seeding Success
- Ginger Spickler – Crosstown High
- Clifford Stockton III – All Memphis
- Mark Sturgis – Seeding Success
- Amani Thomas – Stand for Children
- Mike Warr – Porter Leath
- Comeshia Williams – SCS
- Roshun Austin – The Works, Inc.
- Steve Barlow and Austin Harrison – Neighborhood Preservation, Inc.
- Ron Belz – Belz Enterprises
- Les Binkley – Boyle Investment Company
- Suzanne Carlson – Innovate Memphis
- Andy Kitsinger – Development Studios
- Steve Lockwood – Frayser CDC
- Jennifer Oswalt – Downtown Memphis Commission
- Tommy Pacello – Memphis Medical District Collaborative
- John Paul Shaffer – BLDG Memphis
- Lauren Taylor – Hyde Foundation
- Archie Willis – ComCap Partners
- Paul Young – Memphis Division of Housing and Community Development
- John Zeanah – Division of Planning and Development
- Kim Daugherty – Shelby County Office of Justice Initiatives Behavioral Health Unit
- Dr. Alisa Haushalter – SCG Health Director
- Meri Armour – Le Bonheur Children’s Hospital
- Dr. Jan Young – Assisi Foundation
- Gary Shorb – Urban Child Institute
- Mandy Pellegrin – The Sycamore Institute
- Dr. Kenneth Robinson – United Way of the Mid-South
- Dr. Reginald Coopwood – Regional One Health
- Ann Langston – Church Health Center
- Greg Akers – Memphis Business Journal
- Katy Leopard – CHOICES
- Nikia Grayson – CHOICES
- Kristy McCormick Dickerson – The Oaks at La Paloma
- Mike Lewis – SCG Human Resources Administrator
- Honorable Gerald Skahan – General Sessions Criminal Court Judge
- Dr. Michael Ugwueke – Methodist Le Bonheur Hospital
- Dr. James Gurney – UofM School of Public Health
- Rob Sangster – MemFit
- Shanté Avant – Shelby County School Board
- Willie Brooks – Shelby County Commission, Economic Development Committee
- Darrell Cobbins – Greater Memphis Chamber’s Chairman’s Circle (former)
- Alan Gumbel – Greater Memphis Alliance for a Competitive Workforce
- Joann Massey – City of Memphis Office of Business Diversity & Compliance
- David McKinney – Greater Memphis Chamber
- Eric Miller – Greater Memphis Chamber
- Mike Mullis – Site Selection Broker
- Eric Robertson – CommunityLIFT
- National Association of County Officials (NACO)
- Earnest Strickland – Greater Memphis Chamber
- Mark Sturgis – Workforce Investment Network (WIN) Board
- Kevin Woods – former WIN Exec. Director, SCS Board Member
- Anthony Alexander – Division of Corrections
- Kim Denbow – Shelby County Government
- Dorcas Young Griffin – SCG Community Services Division
- John Halbert – SCG IT Services Director
- Tom Needham – SCG Public Works Director
- Wanda Richards – SCG CFO
- John Zeanah – Memphis/Shelby County Office of Planning & Development Director
- Justin Entzminger – Innovate Memphis
- Justin Miller – Slingshot Memphis
- Craig Hodge – City of Memphis Office of Performance Management Director

# CONNECT WITH MAYOR LEE HARRIS

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