



BUILDING A CITY TO LIVE IN

A Sustainable Vision for Every Nashvillian



A Note From the Candidate

Hi there! My name is Heidi Campbell. I'm a mother, a former mayor, a business executive, and a trusted public servant who has been serving Nashville for the past two decades.

This race is about a lot of things, but it ultimately centers around one question, "Are we building a city to visit or a city to live in?" The mayor you elect will be responsible not just for helping Nashville grow but also for fixing the crises we face every day. This book isn't focused on hot-button topics or political buzzwords. It's about our most pressing problems and how my administration will fix them.

The solutions I've proposed are a mixture of easily implementable programs and long-term initiatives. They focus on extending the benefits of our growth to every Nashville resident, keeping our citizens safe, strengthening our public schools, and more.

In the coming weeks, I will supplement this book with documents that outline, in detail, my plans to fix this city's solid waste problem, expand multi-modal transit, and increase Nashville's supply of affordable housing—just to name a few.

Every politician can tell you their vision for the future, but only true leaders will lay out a plan to get there. That's exactly what I've tried to do with this book. I want you, the voter, to understand not just what my goals as mayor are, but how I plan to achieve them. It's the transparency you deserve from the people you elect to serve you.

Whether it was eliminating my own salary while Mayor of Oak Hill to balance the budget or working across the aisle in the State Senate while still remaining a fierce advocate for the causes I believe in, I have the experience and relationships needed to lead Nashville in this next chapter of its development.

Best,



Heidi



Staying Healthy and Safe

Responsible Policing

What's Broken:

Police are expected to do things they aren't paid to do or trained to do

As expectations for police and public services change, Nashville must retool our approach to public safety. MNPd officers are underpaid, overworked, and expected to assist beyond the scope of their training. Every 911 call must be answered, but not all require a police response. Nashville needs alternative response professionals with expertise catering to the community and those in crisis. When situations are handled with the appropriate level of intervention, our amazing police can focus on their primary responsibility - keeping us safe from violent crime.

How We Can Fix It:

REACH, which stands for "Responders Engaged and Committed To Help," is a partnership with the Mental Health Cooperative, the Metro Fire Department, and EMS. It connects mental health counselors with paramedics to better respond to the needs of people struggling with mental health crises¹. The program is currently underfunded and underutilized; however, if expanded, it will have a massive, positive impact on our communities. The Campbell administration will work to increase funding and support for REACH from federal, state, and local sources.

What's Broken:

Trust between police and the communities they serve is frayed.

Like almost every city our size, many residents lack faith in the Metro Nashville Police Department². But with Nashville's growth and a recent increase in crime, the relationship between citizens and law enforcement is more important than ever. Even though this problem isn't unique to Nashville, we must take steps to solve it.

How We Can Fix It:

One of the most effective ways to restore trust between police & the community is to have more on the sidewalks and "walking the beat."³ This allows residents to get to know their local officers and enables officers to build trust with the people they're protecting. In partnership with Chief Drake, we'll do whatever is necessary to allow more officers to spend time on foot. This includes integrating innovative policing initiatives like better online reporting, call diversion, false alarm reductions, & traffic-accident management. All of these will free up time for beat-walking.

¹ REACH Nashville

² Metro Nashville Policing Policy Commission Report, 2020

³ The Office of Community Oriented Policing Services, U.S. Department of Justice

Talking Trash

What's Broken:

Trash service in Nashville is unreliable.

Nashville residents are frustrated with intermittent, problematic, or simply nonexistent garbage collection. Our waste services are underfunded and understaffed, especially when compared to similar cities. Oklahoma City, for example, has only 10,000 more residents but twice the number of trash truck drivers⁴. No wonder it's so hard to get our garbage bins emptied.

How We Can Fix It:

The answer is simple: invest in garbage collection services. The Campbell plan will expand the reach and resources of our waste collection services. How? By renting 14 more garbage trucks and hiring more drivers to ensure we are on par with cities our size.

What We Can Do Right Away:

Did you know Nashville spends hundreds of thousands of dollars every year to deal with "contaminated recycling"?⁵ Cross-contamination, prohibited materials, and trash bags being put into recycling bins have made filtering out our waste stream an expensive problem. To address this, the Campbell Administration will increase awareness of sustainable waste disposal habits and correct recycling procedures. It's not just the right thing to do for our environment, it will also save us money.

What's Broken:

Middle Tennessee landfills are nearing capacity.

We produce more trash and recycle less than most American cities, and our landfills are almost full. The Southern Service Landfill cut its intake by 70%, and the Middle Point Landfill in Murfreesboro will run out of room within five to ten years⁶. We already dump most of our waste in neighboring counties, and it won't be long before we have to drive hundreds of miles just to get rid of our trash⁷.

How We Can Fix It:

Senator Campbell recently toured the new Southern Services Construction Waste Sorter, which will divert thousands of tons of construction waste to recycling facilities. She is also talking with Eastman to explore bringing a plastic waste upcycling plant to Davidson County or transporting plastics to their Kingsport, Tennessee, facility. Such a facility would transform our plastic waste into usable materials, helping our environment and promoting growth in Davidson County⁸.

⁴ Oklahoma City Annual Budget, Fiscal Year 2022

⁵ Metro Nashville Annual Budget, Fiscal Year 2022

⁶ "Nashville's only local construction-waste landfill's almost full. What now?" The Tennessean

⁷ "Nashville recycling at pivotal point as state's busiest landfill nears closure" The Tennessean

⁸ Eastman Chemical Company

Protecting Our Planet

What's Broken:

Much of Nashville's 'digital infrastructure' is antiquated.

Technology is everywhere these days. Our cell phones are more powerful than the computers that sent us to the moon. Nashville, however, has failed to adopt the technology that could streamline day-to-day operations. Projects as simple and vital as replacing traffic lights get caught in bureaucratic bottlenecks. We are making public servants' jobs harder and Nashvillians' quality of life worse by not taking advantage of the solutions all around us.

How We Can Fix It:

We will invest in Smart City Technologies (SCT) to allow our people and equipment to "talk" with each other, enabling Metro employees to locate problems and outages immediately. Investment in SCT will save money, increase quality of life for all residents, and help citizens stay safer during natural disasters⁹.

What's Broken:

Nashville's tree cover is rapidly disappearing.

Trees aren't just crucial for a city's curb appeal—they provide so many other benefits. They increase air quality, reduce temperatures during the summer, and, according to recent studies, can even help with community building¹⁰. But in Downtown Nashville, tree cover is just 6% of the total area. The national average, for comparison, is over six times higher¹¹. And the tree cover that we do have is disappearing quickly. Current plans to increase coverage are quickly becoming insufficient.

How We Can Fix It:

Root Nashville has partnered with the city to help plant 500,000 trees in Nashville by 2050¹². Unfortunately, we may still have a net loss of trees because of Nashville's rapid development¹³. The Campbell Administration will pursue public-private partnerships and explore increased funding for Root Nashville to plant even more foliage. Additionally, we will use the messaging power of the Mayor's Office to encourage incorporating sustainable features like rooftop gardens, which have been incredibly successful in cities like Denver.

⁹ The World Economic Forum

¹⁰ The World Economic Forum

¹¹ "The disparity in tree cover and ecosystem service values among redlining classes..." U.S. Forest Service

¹² Root Nashville

¹³ "Nashville's battered tree canopy would benefit from a new city funding idea" WPLN

Moving Forward Together

Getting Around Nashville

What's Broken:

It's difficult to build new public transit in Nashville.

Ask any Nashvillian about their top three concerns for the city, and one of them will undoubtedly be traffic. Commutes that took 15 minutes a decade ago can now last over an hour. This problem, however, didn't take us by surprise--we've seen Davidson County's traffic woes worsen year after year. And yet, we've taken little action to address the problem. One of the biggest obstacles to previous ideas has been the cost of land acquisition. Poor urban planning and Nashville's rapid development have meant that most proposals cost too much to get off the ground.

How We Can Fix It:

The Tennessee Department of Transportation studied relocating Radnor Yards out of Nashville almost a decade ago, but the proposal hasn't been acted on. Doing so would free up the existing rail network to use for commuter rail. The best part? It would cost six times less than the transit plan proposed in 2018^{14,15}. This proposal would also reduce freight bottlenecks—saving money, increasing efficiency, and bringing new jobs to the mid-state. It's a win-win situation for freight operators and Nashville transit.

What's Broken:

Nashville's multi-modal transportation is virtually nonexistent.

Nashville is the 2nd most car-dependent city in the United States¹⁶. Why? One of the biggest reasons is that getting around any other way is hard. Sidewalks and bike lanes stop in random places, bus stops can be miles from someone's home, and sometimes the service simply does not exist.

How We Can Fix It:

The Tennessee Senate just passed the most significant transportation bill in our state's history. Funds from this can help fund multi-modal connectivity like enhanced bus services, bus-on-shoulder lanes, and a light-rail route from the East Bank to the airport. If we use the Radnor Yard project as a centerpiece and build outwards, it'll be comprehensive enough to catalyze expansion.

What we can do right away:

We have access to some of the most abundant transit funding in decades. Opportunities abound between the State's recent transportation bill and the Biden Administration's Bipartisan Infrastructure Bill. The Campbell Administration will establish a database tracking grant opportunities for transit so that we can take advantage of every resource.

¹⁴ "Moving Radnor Yard could be game-changer for Nashville transit" The Tennessean

¹⁵ "Nashville Voters Reject \$5.2 Billion Transit Plan" Bloomberg

¹⁶ American Communities Survey, 2022

Education for All

What's Broken:

Nashville public schools are critically underfunded.

Tennessee consistently ranks among the worst states for K-12 education funding nationwide. Under the previous school funding formula (the BEP), MNPS was underfunded by 1 billion dollars, which will only worsen with our transition to the TISA formula¹⁷. Even though Davidson County provides over half the revenue for the state, we receive less education funding than other counties, *especially* when adjusted for the cost of living¹⁸.

How We Can Fix It:

Response to Intervention (RTI) instructors and school counselors are critical in helping the students struggling the most in our schools. Senator Campbell worked hard to increase the number of counselors and RTI instructors in Metro Nashville schools, but the state consistently refused to pay for these critical positions¹⁹. The Campbell Administration will fully support, staff, and fund these vital roles, ensuring no one post goes unfilled.

What We Can Do Right Away:

On day one, The Campbell Administration will work with MNPS to explore options for liberating instructors from the burden of “teaching to the test.” School funding is heavily tied to standardized test results, and teachers are often put in an impossible position between TCAP preparation and essential course content. Our priority should always be teaching kids the skills they need to succeed, not how to take multiple-choice tests.

What's Broken:

The third-grade retention law puts MNPS students at risk.

The state has, for years, refused to fully fund MNPS and equip it with the resources it needs to succeed. And when students struggled in the wake of the pandemic, rather than looking for actual solutions, the legislature opted to hold students back and jeopardize future academic success. Research has consistently shown that retention policies like the one recently passed have no positive effects and ultimately harm students.

How We Can Fix It:

Nashville's mayor can't change the laws already in place, but they can prepare for their impact. The Campbell Administration will work diligently with MNPS to anticipate and adapt to the changes caused by the third-grade retention law. We will also explore opportunities to redirect state funds towards proven programs like the PENCIL Project and Vanderbilt's Tutor Nashville.

¹⁷ The BEP formula provided funding by equating a certain number of students to a resource (e.g. 25 students= 1 teacher). The TISA formula, designed to benefit charter schools, instead focuses on assigning each kid a dollar amount

¹⁸ “Nashville leaders 'dismayed,' question share of funding in Tennessee's new education plan” The Tennessean

¹⁹ Professional Educators of Tennessee

What's Broken:

Historic redlining has created inequities in the MNPS system.

While MNPS overall has continued to improve academic performance, the number of priority schools (those performing in the bottom 5% of schools in the state) has actually increased in recent years. TNReady scores consistently reveal that Black and Hispanic students struggle more than their White peers²⁰. Similarly, low-income children perform worse on TCAP tests than more affluent classmates²¹. Every student in Metro Nashville schools deserves access to quality education, and kids shouldn't receive different resources because of their skin color or household income.

How We Can Fix It:

Community school coordinators are a proven and innovative solution to help Nashville deal with the inequities in our school system. These coordinators work with Community Achieves—an MNPS initiative—to assist with college and career readiness, family engagement, health and wellness, social services, and adult development. Community school coordinators turn the school building into a neighborhood hub, helping build relationships and foster success. The Campbell Administration will begin implementing these positions in our priority schools and then expand them across Nashville.

²⁰ Tennessee Department of Education, 2022

²¹ "TN state test scores show low-income students continue to score lower than their peers" News Channel 9

Growing Responsibly

Paying A Fair Share

What's Broken:

Out-of-town developers have no incentive to improve our city and don't pay enough (if any) taxes on their Nashville properties

Incentives like tax breaks, tax-increment financing (TIF), and even cash payments have enabled some developers to avoid taxes. In some instances, Metro Nashville has used our property taxes to cover obligations to these developers. These deals are the root cause of our current affordable housing crisis²². Developers bought prime land at low prices, reducing the real estate supply. At the same time, the new buildings hike up rents and home prices for surrounding areas. We are paying big businesses (with our hard-earned tax dollars) to worsen our affordable housing crisis.

How We Can Fix It:

It's time to reassess the tools we used 20 years ago. We can't undo the deals that have already been made, but we can ensure that our growth going forward is responsible, manageable, and equitable. The Campbell administration will achieve this by promoting small business development outside Downtown, expanding and promoting grant opportunities for business owners, and encouraging companies that relocate here to invest in affordable housing.

Streamlining Development

What's Broken:

Nashville's permitting process is inefficient and arduous.

Inefficient permitting operations have created a significant barrier to building affordable housing in Nashville. Onerous bottlenecks in our permitting process deter developers and non-profits. The opportunities we lose by not paying a competitive wage for engineering and building inspection positions are indefensible.

How We Can Fix It:

The Campbell Administration will work with planning, zoning, and permitting to streamline processes so Nashville and community organizations can build affordable housing. This, combined with an investment in SCT, will help bring down costs, reduce delays, and promote growth.

²² "Sweetening the pot: Questions swirl around tax breaks for big downtown Nashville developers" The Tennessean

Accessibility for All

Affordability

What's Broken:

Nashville has an affordable housing deficit.

The pandemic, record-low interest rates, and an influx of new residents have driven prices even further out of reach for many Nashvillians. The lack of affordable housing has priced people out of the market and led to a sharp increase in homelessness. Housing advocates estimate 20,000 people in our city are currently without permanent shelter. As this problem worsens, one of our biggest challenges will be working with a state government that has eliminated our ability to require affordable housing as part of new developments.

How We Can Fix It:

We must increase the supply of affordable housing by expanding on existing public and private partnerships, such as the Barnes Housing Trust Fund²³. This program leveraged over \$933 million to deliver 4000 affordable housing units. Such incredible success has given them the resources to build even more affordable housing annually. The Campbell Administration's plan to solve this crisis has three parts: identifying viable land, development, and management. By targeting underutilized parcels, incentivizing private developers, and forming relationships with community organizations, we can create a powerful, permanent solution to our affordable housing crisis.

What We Can Do Right Away:

The Campbell Administration will work with Metro's Affordable Housing Task Force, THDA, MDHA, the Planning Commission, and the Homeless Impact Division to expand revenue streams and craft policy. We will also review zoning and regulatory laws, reduce barriers to developing and preserving affordable housing, and investigate expanding the Payment in Lieu of Taxes Program.

What's Broken:

Nashville has a severe shortage of childcare workers.

Childcare professionals make less than parking attendants in Tennessee—by almost 5,000 per year. Disproportionately low salaries have created a labor shortage and forced many Nashville parents to leave the workforce because they can't afford or find childcare. A recent study estimated that this crisis costs Davidson County residents over 275 million dollars annually²⁴.

²³ The Barnes Housing Trust Fund,

²⁴ "The Economics of Tennessee's Child Care Crisis" Tennesseans for Quality Early Education

How We Can Fix It:

MNPS and Nashville State have developed an excellent workforce development partnership²⁵. The Campbell Administration will work with them to expand certification opportunities and cooperate with local companies to create a unified school-to-workforce pipeline.

Openness, Access, and Acceptance

What's Broken:

The LGBTQ+, BIPOC, and immigrant communities are under assault.

The Tennessee General Assembly has become a hostile place for our most vulnerable communities. Dangerous and false rhetoric has increased hate and discriminatory laws, including book bans, curriculum control (anti-CRT laws), and a recent ban on public drag shows. Unfortunately, we've been on the losing side of these debates far too often. Senator Campbell has been a strong voice and ally for these communities.

How We Can Fix It:

The Campbell Administration will support our LGBTQ+, BIPOC, and immigrant communities through programs, hiring, and community activism. Nashville's District Attorney refuses to prosecute individuals who violate 'slate of hate' legislation passed by the general assembly, and we will fully support his defiance of these laws. Nashville must make our most marginalized feel safe, no matter how many bigoted laws are enacted. We will do whatever we can to protect our residents and let them know they are welcome in our city regardless of who they love, how they look, or what they believe.

What We Can Do Right Away:

The city's employee healthcare plan does not currently offer transgender-inclusive healthcare benefits. The Campbell Administration will make benefits more inclusive. We will also work to broaden the non-discrimination requirements for employers seeking city contracts to include gender identity protections. This will extend protections to private sector employees and signal that all are welcome in Nashville.

What's Broken:

Tennessee has the strictest abortion ban in the country.

Current state law bans all abortions, with narrow exceptions allowed in cases of medical emergencies—such as molar or ectopic pregnancies—to remove a miscarriage, to save the life of the mother, or to “prevent serious risk of substantial and irreversible impairment of a major bodily function of the pregnant woman.” Nashville can't supersede the state's abortion ban or allow the reproductive care that pregnant patients desperately need. But that does not mean we are entirely powerless.

²⁵ Metro Nashville Public Schools

How We Can Fix It:

The Campbell Administration will establish an online page to inform people of their legal options and best practices. We will provide information on out-of-state and online care options for pregnant patients. We will also provide medical professionals with legal information and resources. Mayor Campbell will also use the platform of the Mayor's Office to be a fierce advocate for reproductive freedoms.

Additional Thoughts and Policies

A Note About this Section:

The policies and items in this part fall into one of two categories:

- Those that don't exactly fit the "problem/solution" format of the rest of this book but still need to be discussed because of their importance
- Those that are personally significant enough that I wanted to write about them from the heart, without the constraints of the "problem/solution" format

Arts and Entertainment

For the past two decades, Nashville has focused almost exclusively on downtown tourism and major-league sports. We must continue to support our sports organizations, but we have not put enough emphasis on promoting our vibrant arts organizations, such as:

- The Nashville Symphony
- The Performing Arts Center
- The National Museum of African American Art
- Cheekwood
- Nashville Opera
- Nashville Ballet
- Many other theater and arts organizations.

World-class cities like ours should support the arts, which is why I will work hard to catalyze support for these wonderful cultural resources.

The Nashville Fire Department

Our firefighters risk their lives for us every single day and are first responders in our most difficult times. I will work with Chief Swann and Union Leader Danny Yates to honor our MOU and ensure that our precincts have the staff and equipment they need to do their jobs.

Local Control Over Metro Affairs

The "control" asserted by the ideologically motivated Tennessee State Legislature over our municipal autonomy threatens serious harm to our city. This past session, they voted to slash Metro Council in half and change how they vote, take control of our Metropolitan Airport Authority, hijack the Sports and Convention Authority, eliminate the Community Oversight Board, and restrict tax revenue collection. As Mayor, I will work with the Mayor's Caucus and the state legislature—two groups I have worked hard to cultivate relationships with—to calm down the attacks and refocus our efforts on improving our constituents' lives.

Nashville General Hospital

Nashville General Hospital's land lease expires in 2027, and planning has already begun for a new facility on Metro-owned land. As mayor, I will work with Meharry to determine the best path for improving healthcare in Nashville, with a particular focus on addressing the healthcare needs of underserved communities.

Aging & Disability Services

Nearly 1 in 4 Davidson County residents over 60 pay a disproportionate share of their income to keep a roof over their head. Nashville should have a dedicated Office on Aging to coordinate city and state services for Nashville's elderly population. Older adults are our state's fastest-expanding demographic group, meaning this need will only grow in the coming years. I will partner with the Greater Nashville Regional Council to expand Aging and Disability Services in Davidson County. We will also continue to fight for senior tax relief, free transit rides, and more city senior centers.

Gun Violence

On March 27th, 2023, Covenant School became the latest school to be victimized by a mass shooter. Just five years ago, the same type of senseless gun violence occurred at a Waffle House in Antioch - and in the last three years, more than 1,100 shootings have been reported in Nashville. This proliferation of gun violence is a public health crisis. Unfortunately, many of our state's elected leaders refuse to take action.

As a State Senator, I've worked alongside the Covenant School community and fielded an unprecedented number of calls, emails, and letters from my constituents demanding action. I sponsored a bill establishing procedures to help prevent someone who is a potential danger from obtaining a gun. Governor Lee, in announcing the August special session, indicated that he is in support of such a bill. The State Legislature should also take up other measures, including:

- Expanding background checks
- Requiring any sale or transfer of a firearm to be done through a federally licensed gun dealer
- Limiting magazine capacity to ten rounds or less
- Banning the sale of assault weapons
- Banning bump stocks
- Requiring all guns in boats and vehicles to be securely locked away
- Mandatory reporting for gun thefts from vehicles within 24 hours
- Repealing permit-less carry

I am committed to finding creative municipal solutions to gun violence and making Nashville safer. I'll pursue permitting policies for Nashville gun shows contingent upon requiring background checks for all gun sales. I'll also take action to ensure the safe storage of firearms, 3,600 of which were stolen from Nashville vehicles last year. This includes continuing the current administration's push to secure state funding for gun lock distribution. I will work with MNPD to ensure that future officers are as well trained

as those who rushed into Covenant School this spring. And I'll collaborate with local, state, and federal officials to secure funding for safety enhancements, like weapon detection and violence interruption programs, at every MNPS school.

We must work with public safety experts to explore every option to combat the gun violence crisis and make our city safer. There is not one simple solution to this problem, but there are many steps we can take to protect our families from another senseless act of gun violence. This is personal to me, and I'm committed to making a difference however and wherever possible.

Jobs & The Economy

The size of our economy, number of jobs, and total population continue to expand at rates outpacing the rest of the state. As companies across the country prepare to expand or relocate, they look to Nashville as a place that can offer their employees a high quality of life and comparative affordability. My approach to economic development will be holistic because making housing more affordable, expanding access to early childhood education and childcare, and improving our schools is more important to term economic growth than any tax incentive.

Labor shortages continue to be a hindrance to economic growth. Nashville businesses struggle to maintain service staff, as do schools and our police force. Workforce development, which allows students and employees to learn new skills, must be a priority. The Nashville Career Readiness Partnership is an excellent example of successful workforce development. As your mayor, I will expand its success through partnerships with Nashville Organized for Action and Hope and the Nashville Career Advancement Center. These collaborations will increase the number of participants and opportunities for workforce development.

Programs like Better Together, Nashville GRAD, and the Nashville Teacher Residency do an excellent job of catalyzing workforce development and providing students and employees with the resources they need to succeed. We have great community resources to build on, and the state legislature allocates significant money to fund them. As your mayor, I will make sure those dollars continue to support the excellent work of MNPS and NSCC, with input from our phenomenal school board members.

Fiscal Responsibility

As a former small-town mayor, small business owner, and mom, fiscal responsibility is very important to me. When I was elected mayor of Oak Hill in 2014, I inherited a budget disaster. Revenue cuts and poor budget management had cut city reserves in half. I looked at every budget item and made difficult decisions. To cut spending, I even eliminated my own salary. By the time I left office, we'd completely replenished and exceeded our reserves. I will bring this same kind of fiscal discipline to City Hall, including conducting a full and transparent audit of our city's ledger. My focus will be on finding more equitable, efficient, and cost-effective ways to deliver quality public services.