



50 Year Celebration

The Advocate

Vol. 15 No. 4

A newsletter on children's issues

December 2005



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Calendar of Events

Events relating to helping children are available at:
www.tennessee.gov/tccy/webcalen.html

TCCY

For more information on the Tennessee Commission on Children and Youth and its programs, check out the website at www.tennessee.gov/tccy

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TCCY Turns 50 and Plans for Many More Years

You don't need to use those delicate terms – mature, senior or prime – to describe the Tennessee Commission on Children and Youth. We are in our prime today; the agency is 50 years old and proud of it. The agency is also proud of its history of accomplishment.



Linda O'Neal meets with TCCY staff on December 16, 1988, her first day as TCCY executive director. From left, O'Neal, Elaine Williams, Alma Carter, Marilyn Davis and Linda Jackson. Cora Blanco, rear.

The 1950s, despite its staid reputation today, was a time of change. The nation, freed from the repercussions of war, turned its energies within and outward to the economy. The word “teenager” was coined in 1950, and by 1955, teens had become an economic force. The first wave of the baby boom had entered school by 1955, and the Mickey Mouse Club began that year. This represented a change from earlier eras of “seen but not heard” youth. Increasing youth power also led to youth being viewed as an increasing menace. A University of Pennsylvania website quotes a judge, who in 1953, said, “We have the spectacle of an entire city terrorized by one-half of one percent of its residents. And the terrorists are children.”

The people of this nation had seen the results of unchecked intolerance in Germany. African-Americans had seen the United States put its might and power on the line to oppose this intolerance. National television exposed the violence of the efforts to suppress their opposition. Race became a major issue in the South and in the nation.

In 1955, Rosa Parks refused to give up her seat on a Montgomery public bus, beginning the boycott that propelled the Rev. Martin Luther King to national prominence. Despite his efforts and those of people like James Baldwin, whose

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Life in 1955

Popular Culture

Movies of 1955

Blackboard Jungle, inner city high school;
Rebel Without a Cause, misunderstood youth;
East of Eden, family conflict.

Rock Around the Clock was a hit.

Best sellers included *Why Johnny Can't Read* by Rudolf Flesch.

Peter Pan won an Emmy.

News

Montgomery Bus Boycott (began in December 1955).

Albert Einstein died.

U.S. began providing aid to Vietnam.

First McDonald's restaurant franchise started.

New drugs Thorazine and Reserpine are found to be very useful in the treatment of mental patients.

The *Village Voice* and the *National Review* both began publication.

Congress placed "In God We Trust" on all coins.

Disneyland opens.

Marian Anderson became the first African-American member of the company of the Metropolitan Opera.


Notes of a Native Son was published the same year, it took a long time for the ripples from these changes to reach Tennessee. In 1955, the state continued to operate two systems, including one for "Negro" children.

By 1955, more than half the households in the country had television sets, but television had yet to become the instigator of juvenile violence it is viewed as now. In 1955, the U.S. Senate Judiciary Committee, led by Tennessee Senator Estes Kefauver, released a report linking juvenile delinquency with consumption of lurid and violent comics. This was also an issue for the Commission on Youth Guidance. One death in the 1950s was indisputably linked to controversial comics; a man involved in creating these comics killed himself as a result of the loss of market for his creations.

Television changed the way people entertained themselves and the way they interacted in communities. It also opened a doorway into other worlds and other communities, as people had an opportunity to see events happening around the world "live" or nearly so. It also let light into the smoke-filled political rooms, opening up conventions and other processes to women and children and other people shut out of the power processes. Exposure of the ham-fisted and violent methods used to oppose nonviolent civil rights actions angered and dismayed viewers and led to support for civil rights actions, support that remained high until television screens again filled with violence in the early 1960s as the inner cities exploded.

In 1955, Lucille Ball was still doing a lot of 'splaining to Desi on television, and Harriet Nelson, like the majority of married women with children, cared for the home and children while Ozzie spent his day at his office (doing what, it was never revealed). Only 34 percent of adult women were in the labor force in 1950 compared to 60 percent in 2000. However, in 1952 women heads of households were allowed the favorable status earlier available only to men. Divorce rates actually went down during the 1950s, but the number of women heads of households increased. In 1955, 26 percent of all rural non-White births were attended by midwives.

It is difficult to measure some of the other changes since TCCY began, because the amount of social service data determined important enough to collect has risen over the years.

TCCY has been working for improvements in child well-being throughout its life. The work is far from complete, old problems continue and new situations cause new problems to arise, but the people who make up TCCY will continue to advocate and to meet its mission. 



TCCY Logo, 1980s; originally logo for 1981 TN Volunteers for Children.

Successes for Children

1950s

- ◆ Commission on Youth Guidance
- ◆ Overhaul of the juvenile delinquency laws in Tennessee

1960s

- ◆ Directory of services for handicapped children
- ◆ Index of relevant laws published

1970s

- ◆ Foster care review boards
- ◆ Child support enforcement
- ◆ Crisis Intervention
- ◆ Child restraint legislation
- ◆ Growth of community mental health resources
- ◆ Social work licensing
- ◆ Increased services for special education/handicapped youth
- ◆ Agency begins publishing a newsletter in 1973
- ◆ Juvenile Justice and Delinquency Prevention Act
- ◆ Office of Child Development

1980s

- ◆ School Breakfast legislation
- ◆ Mandatory seat belt legislation
- ◆ Standardized juvenile court record keeping
- ◆ Removal of juveniles from adult jails
- ◆ Juvenile Court State Supplements
- ◆ CASAs created
- ◆ Juvenile Justice Reimbursement account
- ◆ Teen Pregnancy Prevention grants

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Letter From the Executive Director

Dear Reader:

The Tennessee Commission on Children and Youth and its predecessors have a long and distinguished history working for improvements in the quality of life for Tennessee children and families. The initial efforts toward a permanent commission began the year I was born, and the first permanent commission was established the year I started first grade. Now I have had the privilege of serving as the executive director for over one-third of the time the agency has existed.

Working with the Tennessee Commission on Children and Youth – the Commission members, staff, regional council members, supporters, other constituents, and on occasion worthy adversaries – is always challenging and invigorating. The opportunity to make a difference, to work toward improving laws, policies and services for Tennessee children and families, is indeed a wonderful and treasured gift.

TCCY staff was encouraged to submit perspectives on the agency's greatest accomplishments, and several submissions are included on page 15 of this newsletter. TCCY is and has been involved in a wide range of children's issues and activities. And each issue/activity is the most important one to large portions of our constituents.

Administration of Federal Juvenile Justice and Delinquency Prevention Act and other juvenile justice funds in Tennessee continues to be an accomplishment for TCCY. The Commission is absolutely committed to administering the federal grant funds in ways that maximize outcomes for children and ensure distribution across the state.

Faced with the potential loss of federal funds when the state went out of compliance with deinstitutionalization of status offenders requirements several years ago, TCCY members and staff and juvenile court judges and staff pulled together to bring Tennessee back into compliance and avoid the loss of federal funds.

As we move forward with efforts to implement juvenile detention alternatives, we have new and exciting opportunities to truly impact the system and improve outcomes for children who come in contact with it.

Efforts to bring greater equity into the juvenile justice system continue to be both a struggle and an accomplishment. The Disproportionate Minority Contact/Confinement (DMC) Task Forces at the state and local efforts are unceasing in their work for justice.

Tennessee was one of the early recipients of Annie E. Casey Foundation (AECF) funding for KIDS COUNT, and I had the honor of serving on the first National KIDS COUNT Steering Committee. I know how much people across Tennessee value the KIDS COUNT data. It provides data to drive key policy decisions, and

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Commission members, from left, are Dennie Littlejohn; Paul Wohlford; Jim Pryor, whom the TCCY child advocacy award honors; and Donna Roberts (Wohlford).

also provides the numbers needed to justify so many grant applications and other requests for funding. The quality of the TCCY KIDS COUNT efforts was validated for me when I attended an event in Nashville that included the Annie E. Casey Foundation Board president. The AECF executive director described TCCY as one of the oldest and strongest KIDS COUNT projects.

Implementation of the Children's Program Outcome Review Team (CPORT) placed Tennessee at the forefront in assessing outcomes for children in state custody and their families and how well service systems are performing to meet their needs. CPORT has provided reliable and valuable data for service planning by both


the Department of Children's Services (DCS) and local governments and community agencies. The more recent collaboration with DCS to integrate quality service reviews (the CPORT evaluation methodology) into continuous quality improvement efforts has great promise for improving practice within DCS and consequently improving outcomes for children and their families.

The Regional Councils on Children and Youth have always been a major strength of the agency. The 2,500 or so persons who come together regularly for networking, information sharing and local problem solving truly make a difference all across Tennessee. Their involvement in legislative advocacy is especially important in helping Tennessee have good laws for children.

TCCY's legislative advocacy has contributed significantly to the state's solid legal framework for services for children and families. Very little legislation opposed by TCCY has passed in recent years without amendments to address the concerns identified by the Commission. In a state with extremely limited resources, it is the quality of the laws, policies and procedures that enables us to be as successful as we are. Unfortunately, those limited resources make it more difficult to pass good legislation requiring expenditure of funds.

One area where TCCY has been a consistent advocate has been pre-kindergarten programs, especially for low-income children. Quality early childhood education is one of the most cost effective strategies for improving outcomes for children. We are extremely pleased to see continued efforts to make these evidence-based programs available across the state.

As more information is available about evidence-based and promising programs – what works and what does not – it is our hope Tennessee will have the political will to make the necessary changes to move toward more evidence-based programs. With scarce resources, we must ensure they are used in the most effective ways. Tennessee children and families deserve no less.

The Tennessee Commission on Children and Youth continues to be committed to improving the quality of life for Tennessee children and families. We hope at the end of the next 50 years the progress will be even greater. Please join me and the members and staff of the Commission, the members of the Regional Councils on Children and Youth, and all Tennesseans in making that hope come to fruition. 

Sincerely,

Executive Director

**TCCY
2006 Staff**

SPORT - Pat Wade, director; MaryAnn Beaty, Cyndy Banks, Susan Cope, Steve Chester, Linda Copeland, Jennifer Hargis, Peggy Haynes, Pam Kirkpatrick, Francis Lewis, Sutki Maldas, Faye Mangrum, Rosamond McLeod, Rachel Sharp, Sheryl Sweat.

KIDS COUNT - Pam K. Brown, director; Fay Delk, Steve Petty.

JUVENILE JUSTICE - Debrah Stafford, director; Diane Baham, Michael Cash, Dannie Epstein, Ron King, Phil McKenzie, Gerald Papica, Vicki Taylor, Zanira Whitfield.

FIELD OPERATIONS - Richard Kennedy (other staff listed on page 9).

ACCOUNTING - Ashok Midha, Dick Brewster, Linda Chance, Ann Lowe, Vickie Morgan, John Nixon.

INFORMATION SYSTEMS - Bill Latimer.

TCCY Over the Years

Name and Scope Changed, But Not Mission

By Faye Mangrum

The first Tennessee Commission on Children was created by the 76th Tennessee General Assembly in 1949 as a time-limited entity. This Commission consisted of 12 members appointed by the governor from each of the 10 Congressional Districts of the State and two from the state-at-large. The governor also named an alternate for each Commission member appointed. Duties were to:

- Study the conditions in the State affecting the welfare of children;
- Study the functions and facilities of the various institutions in the State charged with the care, control, protection and rehabilitation of children;
- Study the present laws pertaining to and affecting children, including the existence of conflicting, obsolete, or otherwise undesirable laws.



Logo in 1970s & 1980s.

The Commission function was to find and evaluate facts, serve as a clearinghouse for information and interpret the overall needs of children and youth by determining specific services, programs or actions necessary to meet the needs. Further activities included planning for and promoting legislation; coordinating programs for citizen groups and participating in the White House Conference on Children and Youth. Eight committees were appointed: Education, Legislation, Health, Publicity, Institutions and Child Welfare, Family Life and Income Maintenance, Community Responsibilities and Spiritual Values. The Commission was to make a report of its work and expenditures. A final report was submitted to governor and 77th General Assembly in December 1950 recommending continuation of the Commission for two years.

In 1953 the 78th General Assembly formally requested the governor to appoint a Commission on Children. The Commission, which he appointed, made seven recommendations to the 79th General Assembly, including the request that a permanent Commission on Youth Guidance separate from all other existing departments be created.

In 1955 the 79th Tennessee General Assembly created a permanent Commission called the Tennessee Commission on Youth Guidance. The Governor appointed nine Commission members on the basis of recognized interest in and knowledge of the problems of children and youth with consideration of the various geographic areas of the state. Duties of this Commission were to:

- Collect facts and statistics and make special studies of conditions affecting the welfare, health and education of children and youth in the state;
- Keep abreast of the latest developments in this field of activity throughout the nation;
- Interpret its findings to the public and to courts concerned with juvenile problems and to all agencies public and private dealing with children;
- Provide for a mutual exchange of ideas and information on national, state and local levels;

The Tennessee Commission on Children and Youth

Cindy Durham, Chair
Gallatin

Natasha Blackshear Nashville	Dana L. Lesley Chattanooga
Sidney Bynum Nashville	Carlton Lewis Nashville
Dennis Clark Chattanooga	Christy Little Jackson
Beverly Cosley Chattanooga	Jerry Maness Memphis
Michelle Crowley Antioch	Diane Neighbors Nashville
James B. Ford Franklin	Colonel Robbins Murfreesboro
Susan Glassman Germantown	James K. Scott Oak Ridge
Tim Goldsmith Memphis	Sue Pilon Cookeville
Marti Herndon Martin	Dwight Stokes Sevierville
Barbara Holden Memphis	Nancy Williams Memphis
Trudy Hughes Maryville	Joetta Yarbro Dyersburg
Charles Hutchins Greeneville	JoAnn Yates Lookout Mt.
Drew Johnson Johnson City	Linda O'Neal Executive Director

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Years

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TCCY Timeline

1955	Permanent Commission on Youth Guidance
1970-71	Commission becomes Commission on Children and Youth
1974	Office of Child Development created
1975	Juvenile Justice Advisory Committee
1980	Commission on Children and Youth and Office of Child Development merge to form Children's Services Commission
1983	Juvenile Justice Committee becomes Juvenile Justice Commission and staffing transferred to Children's Services Commission
1988	Children's Services Commission and Juvenile Justice Commission combined to form Commission on Children and Youth

- Conduct hearings;
- Make recommendations for needed improvements and additional resources in the field of child care, health, education and recreation in the state;
- Serve as an advisory body in regard to new legislation in this field;
- Coordinate the services of all agencies in the State serving children and youth and to require reports from State agencies and institutions, and subpoena witnesses.

The work of the Commission was to be advisory, investigatory and consultative and not administrative, except to make determinations in the case of controversy between the commissioner of the Department of Correction and a committing juvenile court judge regarding the release of a child from custody.

This Commission was charged with the same responsibilities as the Commission on Children but was allowed to take a more active role in the coordination of services between the various agencies. The Commission served as the state coordinating agency for the 1960 and 1970 White House Conference on Children and Youth in addition to initiating several studies on services to children and youth. Youth Guidance Programs included Youth Participation, Child Labor, Services to Children Outside their Own Homes, Coordination of State Departments, Juvenile Court Laws, Services to Juvenile Court Judges and Obscene Literature.

Sometime in 1970-71 the name of the Commission was changed to the Commission on Children and Youth.

In 1974 the General Assembly created an Office of Child Development within the office of the governor. The office had the following duties:

- To provide for a comprehensive child development program for children under 6 years of age;
- To provide for the coordination of services for children ages 6 to 18;
- To provide for local and regional child development councils and a regional child development coordinator;
- To provide for a child development advisory committee;
- To provide for the teaching and training of personnel in early childhood development.

In 1975, a Juvenile Justice Advisory Committee (JJAC) was established by Executive Order in the Tennessee Law Enforcement Planning Agency (TLEPA). The committee was appointed to serve as the State Advisory Group for administration of Federal Juvenile Justice and Delinquency Prevention Act funds. Staff for the Juvenile Justice Advisory Committee was provided by the Tennessee Law Enforcement Planning Agency (TLEPA), and the Tennessee Law Enforcement Planning Commission (TLEPC) served as the State Supervisory Board for the JJAC.

In 1980, when TLEPA and TLEPC were abolished, the Juvenile Justice Advisory Committee was transferred by Executive Order to the Tennessee State Planning Office.

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Years


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In July 1980 the General Assembly passed another law merging the Commission on Children and Youth with the Office of Child Development to become the Tennessee Children's Services Commission. The duties and powers of the Commission were:

- Advocate for efficient and effective programs for children and youth;
- Coordinate the development of standards for children's services;
- Make budget recommendations to the Governor;
- Identify problems concerning programs and services for children and youth;
- Recommend improvements for children's programs and services;
- Operate and maintain a data collection system on services for children and their families;
- Assist in the implementation of the foster care review process;
- Assist other statewide agencies or organizations, both public and private, regarding matters affecting children and youth;
- Serve as an advisory body regarding legislation related to children and youth;
- Provide for a mutual exchange of ideas and information on national, state and local level;
- Assist in the development and implementation of Foster Care Review in Tennessee.

This permanent Commission consisted of nine members and was a continuation of the work of the Commission on Children and Youth and the Office of Child Development. Regional Councils were established in each development district. An interdepartmental coordination council was formed.

The Juvenile Justice Advisory Committee was re-created by executive order as the Tennessee Juvenile Justice Commission (TJJC), defining its duties and providing for its staff. The staff of the Tennessee Children's Services Commission was assigned to serve as staff to the Juvenile Justice Commission. The Tennessee Children's Services Commission began administering the juvenile justice Federal Formula Grants. State Supplements were enacted in 1982 and assigned to the Tennessee Children's Services Commission (TCSC). Court Appointed Special Advocate (CASA) funds were also placed in the TCSC budget by the appropriations bills in the early 1980s. The Reimbursement Account to help keep children out of adult jails was established by statute and assigned to the TCSC in 1986.

In 1988 the Children's Services Commission and the Juvenile Justice Commission were combined and renamed the Commission on Children and Youth. The Tennessee Commission on Children and Youth has 21 Commission Members. At least one Commission member represents each development district. Commissioners of other state departments serving children, or their designees, are ex-officio members. The Commission has five youth advisory members, provided for under an executive order signed in September 1989. The core programs of the Commission remained the same including Advocacy, Regional Councils and Juvenile Justice Programs. 



House Speaker Ned McWherter and Senator John Wilder and a Legislative Council consider establishing a Department of Children's Services, from *Spectrum* newsletter, November 1973.

The Advocate is published by the Tennessee Commission on Children and Youth as an information forum on children's issues. The Tennessee Commission on Children and Youth, an independent state agency, serves as an advocacy agency and information resource for planning and coordination of policies, programs, and services on behalf of the state's children and youth. The 21-member Commission, appointed by the governor, works with other agencies and with regional councils on children and youth in each development district to collect information and solve problems in children's services. To receive *The Advocate*, contact Fay L. Delk, Publications Editor, Tennessee Commission on Children and Youth, 710 James Robertson Parkway, 9th Floor, Nashville, TN 37243-0800. Phone: (615) 741-2633. Fax: (615) 741-5956. E-mail: fay.delk@state.tn.us.

Work Goes On

One disturbing factor noted when looking at TCCY's history is the recurrence of issues. In 1985 the Southern Governors were looking at solutions to the South's problems with infant mortality.

Tennessee's rate was 12 deaths in the first 12 months of life for every 1,000 live births. As reported in the 2005 KIDS COUNT Data Book, Tennessee's was ranked 48th in the nation, but its rate was 9.4 in 2002.

Other issues that continue to be TCCY concerns include:

- Child support issues;
- Foster Care;
- Treating the whole family.

One of the Commission's first successes was an overhaul of the juvenile delinquency laws in Tennessee. It is now working on improvements to make the juvenile justice system more fair. Focus on a mental health continuum of care began in the 1980s.

In 1981 the Tennessee Journal reported that state and local taxes per capita ranked 47th among 50 states and only two states paid their employees lower salaries than did Tennessee. The state was 43rd in per capita education spending.



Dr. Mildred Doyle (left), Chairman of the Tennessee Children's Services Commission, presents awards to (L-R) Senator Doug Henry, Representative Mike Murphy, and Linda O'Neal, Director of the Institute for Children's Resources, for their work in passing legislation to require the removal of children from Tennessee jails. May 1983

Institute for Children's Resources Activities

In 1981, 65 percent of juvenile court judges were not attorneys. Prior to changes to the Tennessee Constitution in 1978 and court cases interpreting those changes, most juvenile court judges were also "county judges." They were the chief administrative officers for the county (now the county mayors) and were not required to be attorneys.

ICR was involved in efforts to create pilot family courts in Tennessee in 1982. The legislation passed the Senate, but failed in the House Calendar and Rules Committee. Funding included in Governor Lamar Alexander's budget for the pilot family courts was redirected to the state supplement and account for juvenile court services improvement (TCA 37-1-162).

Juvenile court records were not automated until the 1980s. ICR worked closely with the Tennessee Children's Services Commission to develop and implement standardized record keeping.

Over 8,500 children were in adult jails in Tennessee in the early 1980s, with nearly one-third for whom category was known having traffic or status offenses or being dependent/neglected children. ICR worked with the General Assembly to pass legislation prohibiting the placement of children in adult jails. It then worked with the TCSC to develop a plan for implementation of jail removal and field tested the reimbursement account (TCA 37-1-161) still administered by the Commission to assist counties in paying for alternatives to placing children in adult jails.

ICR also worked with a committee of the Tennessee Bar Association and the Tennessee Supreme Court to develop the first ever Tennessee Rules of Juvenile Procedure, which were promulgated by the Supreme Court and approved by the General Assembly in 1983. ¶

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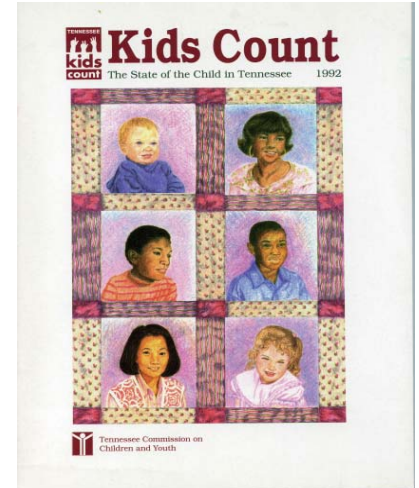
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TCCY Reports on Child Well-Being: 15 Years of Data

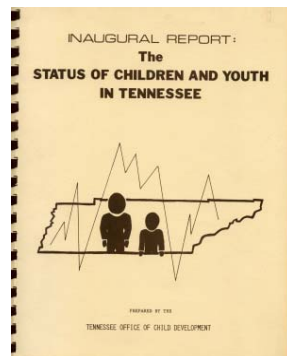
When TCCY was restructured in its present form in 1989, it was given a legislative mandate to annually produce a comprehensive report on the status of children and youth in Tennessee and distribute it to the governor and members of the General Assembly annually. The first TCCY State of the Child report was issued in 1990, although the Office of Child Development had issued a report on child well-being in 1980 and other similar statistical reports earlier. Reports had also accompanied White House Conference on Children activities.



TCCY had an opportunity to receive funding and technical assistance to develop a detailed annual statistical report on child well-being as part of the national KIDS COUNT Project. In 1992, TCCY was awarded a four-year \$400,000 grant from the Annie E. Casey Foundation's KIDS COUNT program, and the Tennessee KIDS COUNT Program was initiated. The Annie E. Casey Foundation, which was started in 1948 by Jim Casey, one of the founders of UPS, sought to improve the discussion of children's policy by systematically collecting and compiling information about child well-being. Thus, in the late 1980s, the national KIDS COUNT Project was born. In order to expand its capabilities, the Casey Foundation began lining up partners in each state. As a TCCY newsletter said at the time, "KIDS COUNT...goals are to marshal information... that creates a deeper, more urgent public commitment to at-risk children."

In 1992, Denise Dunbar was hired to direct the Tennessee KIDS COUNT project. Starting such a comprehensive project required cooperation with the state departments serving children, especially in the often complex process of data collection and analysis. The Tennessee Department of Health was able to supply information the first year TCCY participated in the KIDS COUNT program. However, other departments were not about to supply information, so the first publication, *Diagnosis*, was focused on young children, since all relevant data had been received.

The first *Kids Count State of the Child* report listed county-by-county tables for 22 indicators of child well-being. The agency has continued to receive funding from the Casey Foundation, and TCCY is an integral part of the national KIDS COUNT Network. Reports have been published each year since 1992, including a special report organized by TCCY regions; another targeted report, the *Teen Report*; *The County Report*; and *Unmet Needs*, a look at programs starved by Tennessee's inadequate and unfair tax system. The current report listed county-by-county information on more than 40 indicators. ■



TCCY Pioneered Quality Service Review Process

Justifying social service interventions by measuring client outcomes is the new standard. But in 1994, when TCCY began case-by-case reviews of children in state custody, this was not so.

Tennessee pioneered evaluation of the quality of services to children in state custody. As a part of the Children's Plan, an early 1990s program to improve the well-being of and coordinate funding and services for children in state custody, TCCY was charged with evaluating the implementation of the Children's Plan and its impact on the well-being of children in state custody. TCCY was chosen because it is an independent

agency whose legislative mandate included advocating and coordinating the efficient and effective development and enhancement of state, local and regional programs and services for children and youth. The original mission was to evaluate the positive and negative results of the Children's Plan.



Cartoon created in the 1950s.

Children's Plan. The Children's Plan was the state's effort to better serve children in state custody and improve coordination of services. After years of pressure from child advocates, efforts began in 1991 to coordinate funding and services of four custodial departments serving children committed into state custody. Changes to improve the care of children in state custody had begun with the Interdepartmental Case Assessment and Management or ICAM and the creation in 1987 of the Department of Youth Development to remove children from the adult correctional system. In 1989 an improved information system and family preservation services were added. Interdisciplinary teams, Assessment and Care Coordination Teams, were created in 1992 as part of the Children's Plan. Although nearly half the children entering state custody as new commitments were neglected and abused children placed in the Department of Human Services, approximately another quarter were in the custody of Mental Health Mental Retardation (now Mental Health Developmental Disabilities) and the Department of Youth Development, each. A small percentage (4 percent) were placed in the custody of the Department of Education. A 1989 study of these children, the Assessment of Children and Youth in State Care, found that only 58 percent were in an appropriate placement.

Goals of the Children's Plan included expanding the home-based and community services for children, including family preservation and family support services; meeting children's specialized treatment needs; and assuring quality educational services. An annual evaluation of the well-being of children in state custody was a part of this program

Case Reviews. An initial design team was gathered to plan the case review process. A system of random sampling and a set of standardized interviews of all relevant people involved in each case were developed. In March 1994, TCCY began to pilot test its case review process with the help of consultants from the Florida Mental Health Institute and Improvement Concepts Incorporated (now Human Systems and Outcomes). The 1994 case reviews, conducted across the state, provided a baseline for comparison to subsequent reviews. In March 1995, TCCY released a report on its initial review evaluating the cases based on the status of the child and the status of the service delivery.

Quality Service Reviews. In 2000, the U.S. Department of Health and Human Services (HHS) established Child and Family Service Reviews using a quality service review methodology as a new way of evaluating states' uses of federal funds for child welfare services. The system evaluates outcomes related to child safety, permanency and child and family well-being and assesses seven systemic factors. After reviewing data, a team

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Quality Service Reviews

Continued from Page 9.

of state and federal representatives and others will conduct on-site reviews of samples of cases. States that fail to meet the outcome and systemic benchmarks are required to submit program improvement plans.

Alabama, whose program served as a model for the national program, began the process a few years earlier than Tennessee and involved the same procedures. The federal government began evaluating states in 2001 using this methodology.

CPORT Process. The CPORT reviewers conduct interviews of all professionals involved in a case, parents and caregivers and children (if old enough) using standardized formats developed initially by a multidisciplinary design team and updated annually to accommodate changes and new requirements. TCCY's CPORT staff of 12 full-time reviewers is augmented by contract or external reviewers and other TCCY staff members. A statewide random sample of cases from the 12 DCS regions are pulled from DCS file records. After the reviews are conducted in each region, results are reported to DCS and advocates in the region. A report of statewide review results is released annually.

Collaboration with Department of Children's Services. As a part of her efforts to improve services to children in state custody, DCS Commissioner Viola Miller is working with TCCY to implement quality service reviews to improve DCS practices. The CPORT program has been training DCS workers as a part of Tennessee's effort to meet the federal Quality Service Review requirements and also comply with the Brian A consent decree. In the early years, the DCS appeared uncertain in how to use the review results, but Commissioner Miller understands the need for external review. As part of the process, case reviewers now report back to case managers, providing an overview of the case, not otherwise available, to its case manager. ¶

Other TCCY Information Products

The agency in all of its configurations has shared information. Since it became TCCY, the agency newsletter, *The Advocate*, has been published four times a year. Because of budget cuts in 2003, the newsletter is no longer mailed but is available on the Internet at the agency's website. Earlier publications included the previous TCCY and Tennessee Children's Service Commission's *Spectrum*.

As an agency created to advocate for children, TCCY has kept citizens informed about legislation related to children. Since the middle 1970s the organization has published reports at the beginning and end of the legislative session and weekly updates listing legislation being tracked and supported by TCCY. Initially the updates were mailed, but TCCY moved into the 21st century with a ListServ that it uses to notify advocates.

TCCY also prints a report of the annual CPORT evaluations and informational brochures.

The Commission publishes the *Compilation of Selected Laws on Children, Youth and Families*, which is updated annually with legislative changes to provide the latest version of portions of Tennessee Code Annotated (TCA). The Compilations were first published in the 1970s. In 1995, TCCY began to contract with a major national legal publisher to produce the Compilation. ¶

Help Us Remember

They say the memory is the first thing to go. After as many relationships and moves as TCCY has had, a lot gets lost. If you can fill in the errors and lapses in this agency history or have old TCCY materials, please let us know. ¶

TCCY Has Long History With Juvenile Justice

TCCY is the state advisory group for administering the Juvenile Justice and Delinquency Prevention Act in Tennessee and distributes funds provided through the program. Prior to these responsibilities being included in TCCY, they were implemented by the Juvenile Justice Commission with staff from the Children's Services Commission. Additional programs were initially operated by the Tennessee Department of Children's Services. TCCY administers the Federal Formula, Juvenile Accountability Block Grant, Enforcing Underage Drinking Laws and Title V Delinquency Prevention funds. This funding provides a continuum of service funding from prevention (Title V) to intervention (Federal Formula and Ending Underage Drinking Laws) to accountability (Juvenile Accountability Block Grant).

The act, which was originally passed in 1974, provided funding to stimulate a number of improvements in Tennessee, including:

- Funded record keeping, including some computers for local courts, to accurately document changes (This process began in the late 1970s, when it was discovered that a local court's total records were contained in a spiral notebook carried in the judge's jacket pocket.);
- Funded alternatives to keep children out of jail (in 1980s, more than 8,400 children per year were in adult jails);
- Deinstitutionalization of status offenders who have been charged with infractions that are crimes only because of the age of the person charged so that they could not be locked up with delinquent offenders who might victimize them or socialize them to worse actions;
- Printing and distribution of the Compilation of Selected Laws on Children, Youth and Families;
- Addressing disproportionate minority contact and confinement.

In 2001, TCCY took over implementation of the Juvenile Accountability Block Grant program and the Enforcing Underage Drinking Laws from the Tennessee Department of Children's Services.

In addition to processing funding applications and monitoring use of these funds, including state supplement grants to assist local juvenile courts and funding to help courts house children appropriately under the strictures of the law, TCCY staff also monitor jails and lock-ups to assure children are not being held with adults and that those not charged as delinquents are not held in secure confinement for longer than 24-hours unless correct procedures are followed.

Disproportionate Minority. One of TCCY's recent areas of success is its attack on the over representation of minorities in juvenile court, which increases as penalties become more severe. The efforts of the agency's DMC task force and its local task forces have begun to bear fruit. TCCY was asked by the Legislature to devise a tool that could be used when children come into contact with the court to determine which children need to be detained in order to protect the community and to assure they will reappear in court to be held accountable for



Outreach effort by the Tennessee Commission on Youth Guidance.

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Juvenile Justice

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their actions. A committee from courts, law enforcement, education and other groups developed this draft tool, which was submitted to the Legislature on January 13, 2006.

The statewide DMC task force was established in mid-1995. Racial disparities in the criminal justice system were identified as far back as the 1960s, and in the subsequent two decades special attention was paid to over-representation in the juvenile justice system. After reports and recommendations from the Coalition for Juvenile Justice, the 1992 reauthorization of the JJDP Act included addressing this problem in its core requirements. The agency conducted “baseline” studies of the problem in 1994 and 1995.

Initially, the task force began to educate advocates about the problem and develop other strategies. It continued meeting quarterly, and events were held in Chattanooga. In 2002, the agency contracted with TSU Center on Business Research to do an intensive qualitative and quantitative review of cases in five counties in the state. Assistance was requested from schools and courts, and results were reported back to stakeholders.

AmeriCorp Vista volunteers were contracted to staff local task forces in Chattanooga, Knoxville, Memphis and Nashville. The task force invited James Bell of the W. Haywood Burns Institute in San Francisco to present information on his organization’s successful strategies to address the problem, and representatives of the Annie E. Casey Foundation’s Juvenile Detention Alternatives Initiatives met with the group and presented information to child advocates at the TCCY Children’s Caucus in 2005.

In 2004, the Legislature passed a resolution calling for the Select Committee on Children and Youth, a committee with members from both houses, to study the problem. Subsequent legislation called for TCCY to convene a committee to develop a Risk Assessment Tool to be used when a child comes into contact with juvenile court to determine his or her need for detention.

Local task force efforts gained power during the early 21st century with the inclusion of representatives from local school systems, law enforcement and juvenile courts. Also in 2005, citizens of Clarksville requested TCCY’s assistance in creating a local task force.

Deinstitutionalization of Status Offenders. Clear evidence shows children housed with those charged with delinquent behavior are socialized to that behavior. Nonviolent status offenders, termed unruly children in state law, charged with offenses that would not be offenses if they were adults – possession of alcohol, running away, use of tobacco and truancy – can become victims when placed with violent, serious offenders. This drove the federal government to legislate a 24-hour limit to detention for these children. It is understood that certain situations cause courts to exceed this limit, out-of-state runaways and violations of valid court orders, for example, but, for a variety of reasons, some children end up in detention too long. Since passage of legislation to bring Tennessee into compliance with this requirement in 1983, only once in the 22 years since the law went into effect has the number of status offenders held longer than allowed exceeded the allowed limits. TCCY educated judges and court staff and worked with others to bring the state back into compliance to keep the state from being penalized by a loss of federal funding. ❏



Representative Lois DeBerry,
Spectrum, September 1976

TCCY Regional Councils Link Hands Across the State

TCCY's outreach arm is its regional councils on children and youth. The regional councils were originally created as child development councils under the Child Development Act of 1974 as part of the Office of Child Development. The Office of Child Development merged with the Commission on Children and Youth in 1980 to form the Children's Services Commission and responsibility for staffing the councils moved to the Commission. Enabling legislation called for the Children's Services Commission regional staff to facilitate contact between key regional child advocacy groups and the Commission and organize and staff regional children's services councils. Because of limited funding primarily from the Appalachian Regional Council, the new Commission began with only four council coordinators and a supervisor. Initial responsibilities included organizing foster care review boards across the state.



Field staff of the Children's Services Commission in 1981. Standing are Sandra Goodman, Upper East Tennessee; Betty Adams, director; and Beth Doty, Southeast. Seated are Linda Jackson, Upper Cumberland, and Gloria Reed, West.

An agency newsletter from 1981 said that coordinators would provide information and assistance to child service providers; identify and activate local resources for children's benefit; participate in and/or convene local and regional groups to encourage communication, cooperation and action (if feasible) on behalf of children; and assist juvenile court judges in the organization and training of foster care review boards.

Groups in Memphis and the Upper Cumberland region have been organized longest. The Memphis/Shelby County Children and Youth Council existed prior to the Children's Services Commission regional councils. It was loosely associated with city government. At the Commission's request, the council agreed to become a regional council of the Children's Services Commission in 1982. The Council retained its name (Memphis/Shelby County Children and Youth Council) and logo (three children at the Memphis/Arkansas bridge).

Upper Cumberland Regional Child Development Council was chartered in January 1977 and was one of the more active councils during the early days of the program. The Southeast council started in 1978 and initially focused on juvenile justice issues.

Most of the other councils began during the early 1980s. The South Central council began as a Children's Agencies, Resources, Etc. (CARE) committee. The CARE Linkages Project, which was designed to explore interagency, interdepartmental collaboration among and between preschool programs and service providers, was funded by the Head Start Bureau. The South Central Council was created in 1987.


Councils are membership organizations with participation by representatives of city, county, state and federal government and public/private agencies serving children; representatives of civic, church and community organizations; and other child advocates. Council organization and dues are set individually by each council. Elected officers serve as the board of directors, and the council's activities are implemented through committees.

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TCCY Staff List TCCY Accomplishments

Council activities include organizing training events and conferences, participating with other interagency groups, participating in health fairs and other similar events, developing training and informational materials, outreach activities to reach youth, legislative advocacy training and legislative forums and honoring outstanding advocates.

Council members have participated in Children's Advocacy Days since their inception in 1989. They have participated in creation of children's platforms, surveys of child advocacy priorities and other statewide coordinated efforts.

Regional councils continue to be the arms and legs of the Commission as well as its circulatory system. Council activities stretch the agency's efforts from Mountain City to Memphis and from Lake County to Polk County. Coordinators collect information from advocates to help TCCY plan its activities and priorities. They also distribute TCCY resource materials to council members. 

I think TCCY's greatest accomplishments are our publications of KIDS COUNT (they are so valued by our advocates and agencies), our Legislative Reports, Legislative Updates, the Ombudsman program and The Advocate newsletter. We are the only ones doing this type of information dissemination, and it is valuable in that it makes a difference for people working in the field when they write grants; do presentations to boards, civic groups, etc.; and for planning purposes. We are better advocates because we have legislative information and can interact with legislators with the Legislative Report and other information.

The Southeast Region's greatest accomplishment is expanding the Regional Council over my 19 years and, with the computer/e-mail system, being able to disseminate volumes of information and keep closely connected with the advocates in the region as to their needs and changes within their agencies and populations that they serve.

TCCY now has a strong identity with minority issues and the juvenile justice system with the DMC Task Force and with pushing for much needed reforms in the system.

Marilyn Davis, Southeast Coordinator, TCCY employee since 1986

I think the progress that the local DMC task forces are making to raise awareness in their communities regarding the confinement of children of color is a tremendous accomplishment and also the idea of moving toward Detention Alternatives.

TCCY continues to openly advocate and raise awareness of issues that pertain to "OUR KIDS"...education, health, etc.

TCCY, through the JJ division, closely monitors jails and detention centers for the core requirements of OJJDP sight and sound separation, DMC, and Deinstitutionalization of Status Offenders.

The CPORT division gathers a lot of pertinent information regarding children in custody and works collaboratively with DCS.

The Kids Count data is so important to all individuals, whether they are in a rural area or metropolitan area. There are so many areas of a child's life there is data on, and you can compare that to other areas or just focus on mortality rate and teen deaths, etc., in your area. The data has been helpful especially for grantees.

Vicki Taylor, JJ Specialist, TCCY employee since 2003

The development of the local DMC Task Forces, House Resolutions 890, TCCY heading up the draft template of a risk assessment tool for detention, the reallocation of funds to the alternative to detention category, for example, are all because of divine mandate. At the Judges' Conference in August, you could sense something happening in the Judges Only workshop where presenters from the Annie E. Casey Foundation discussed the Juvenile Detention Alternative Initiative (JDAI) and the statewide DMC Task Force made a presentation. As a result, the juvenile court judge from Montgomery County called local civic leaders in his county after the conference, urging them to get a local DMC Task Force started because the judge saw the win-win opportunity in having a task force in his local community to bring key stakeholders together to be proactive in juvenile justice issues.

Ron King, DMC Coordinator, TCCY employee since 2000

Successes (Continued)

- ◆ Interdepartmental case assessment and management
- ◆ Creation of Select Committee on Children and Youth
- ◆ Youth Development split from Correction
- ◆ Children’s Advocacy Days begun
- ◆ Regional Councils formed in all regions

1990s

- ◆ CPORT evaluation of children in state custody
- ◆ KIDS COUNT program
- ◆ Creation of DMC Task Force
- ◆ TCCY Ombudsman Program
- ◆ Department of Children’s Services
- ◆ Family Resource Centers
- ◆ TennCare expands health care access
- ◆ Nurse home visiting programs
- ◆ Coordinated school health
- ◆ Children First license plate
- ◆ Graduated driver’s license

2000s

- ◆ DMC study completed
- ◆ Development of local DMC Task Forces
- ◆ Juvenile Accountability Block Grant (JABG) Program
- ◆ Enforcing Underage Drinking Laws (EUDL) Program
- ◆ Introduction of Juvenile Detention Alternatives Initiative (JDAI)
- ◆ Creation of detention assessment tool
- ◆ System of Care efforts in children’s mental health
- ◆ CPORT-DCS collaboration for quality service reviews
- ◆ Establishment of subcommittee of the Select Committee on Children and Youth to review DMC issues



Gov. Ned Ray McWherter, TCCY Commission Chair Gerald Stowe, Linda O’Neal and advocates at Children’s Advocacy Day around 1990.

Statistics

U.S. Health Expenditures (Percent of GDP)	1960	2001
	5.1%	14.1%
Median Schooling Completed by Persons 25 and Older (Years)	1950	1980
	8.8	12.2
Population Under 18 Years Old (Percent of Total Population)	1950	2003
	36.8%	24%
Low-Birthweight births (Percent Of Live Births)	1955	2003
	All 8%	9.4%
	Non-White 12.2%	14.9%
TN Infant mortality (Rate Per 1,000 Live Births)	1955	2004
	All 29.1	8.6
	Non-White 41	16.2
U.S Infant Mortality	1950	2002
	29.2	14.4
U.S. Infant Mortality Rank Compared To 37 Other Developed Countries	1960	2000
	11th	27th
U.S. Death Rates from Suicide Per 100,000	1950	2002
	13.2	10.9
U.S. High School Dropout Rates	1950s	2001
	27.2%	10.7%
U.S. Life Expectancy	1960	2002
	69.7	77.3
U.S Live Births with Little or No Prenatal Care (Percent, No Prenatal Care/Only 3rd Trimester)	1970	2002
	7.9%	3.6%
U.S. Mothers of Infants in the Workforce (Percent)	1976	2002
	31%	54.6%
U.S. Women in the Workforce (Percent)	1950	2000
	34%	60%



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