	LEGISLATIVE ACTION	
Senate		House
Comm: RCS		
04/08/2021		
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Appropriations Subcommittee on Criminal and Civil Justice (Book) recommended the following:

## Senate Amendment (with title amendment)

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Delete lines 104 - 570

4 and insert:

> Representation to provide direct representation, any private court-appointed counsel who is compensated pursuant to s.

27.5305, any privately retained counsel or pro bono counsel, or any other attorney who is appointed to represent the child under

this chapter.

(11) (10) "Caregiver" means the parent, legal custodian,

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permanent guardian, adult household member, or other person responsible for a child's welfare as defined in subsection (55) (54).

(38) <del>(37)</del> "Institutional child abuse or neglect" means situations of known or suspected child abuse or neglect in which the person allegedly perpetrating the child abuse or neglect is an employee of a public or private school, public or private day care center, residential home, institution, facility, or agency or any other person at such institution responsible for the child's welfare as defined in subsection (55)  $\frac{(54)}{}$ .

Section 2. Subsection (13) is added to section 39.013, Florida Statutes, to read:

39.013 Procedures and jurisdiction; right to counsel.-(13) The court shall appoint an attorney for the child pursuant to s. 39.831.

Section 3. Subsections (4) and (5) of section 39.01305, Florida Statutes, are amended to read:

39.01305 Appointment of an attorney for a dependent child with certain special needs.-

(4) (a) An attorney for the child appointed under this section shall be made in accordance with s. 39.831 Before a court may appoint an attorney, who may be compensated pursuant to this section, the court must request a recommendation from the Statewide Guardian Ad Litem Office for an attorney who is willing to represent a child without additional compensation. If such an attorney is available within 15 days after the court's request, the court must appoint that attorney. However, the court may appoint a compensated attorney within the 15-day period if the Statewide Guardian Ad Litem Office informs the

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court that it will not be able to recommend an attorney within that time period.

(b) After an attorney is appointed, the appointment continues in effect until the attorney is allowed to withdraw or is discharged by the court or until the case is dismissed. An attorney who is appointed under this section to represent the child shall provide the complete range of legal services, from the removal from home or from the initial appointment through all available appellate proceedings. With the permission of the court, the attorney for the dependent child may arrange for supplemental or separate counsel to represent the child in appellate proceedings. A court order appointing an attorney under this section must be in writing.

(5) Unless the attorney has agreed to provide pro bono services, an appointed attorney or organization must be adequately compensated. All appointed attorneys and organizations, including pro bono attorneys, must be provided with access to funding for expert witnesses, depositions, and other due process costs of litigation. Payment of attorney fees and case-related due process costs are subject to appropriations and review by the Justice Administrative Commission for reasonableness. The Justice Administrative Commission shall contract with attorneys appointed by the court. Attorney fees may not exceed \$1,000 per child per year.

Section 4. Part XI of chapter 39, Florida Statutes, entitled "GUARDIANS AD LITEM AND GUARDIAN ADVOCATES," is renamed "GUARDIANS AD LITEM, GUARDIAN ADVOCATES, AND ATTORNEY FOR THE CHILD."

Section 5. Section 39.822, Florida Statutes, is amended to



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- 39.822 Appointment of quardian ad litem for abused, abandoned, or neglected child .-
- (1) (a) Before July 1, 2022, a guardian ad litem must shall be appointed by the court at the earliest possible time to represent a the child in any child abuse, abandonment, or neglect judicial proceeding, whether civil or criminal.
  - (b) On or after July 1, 2022, a quardian ad litem:
- 1. Must be appointed by the court at the earliest possible time to represent a child under the following circumstances:
- a. The child remains in his or her home or nonlicensed placement under the protective supervision of the department;
- b. The child is the subject of a dependency proceeding under this chapter and the subject of a criminal proceeding;
- c. The child is the subject of a termination of parental rights proceeding under part X of this chapter; or
- d. The child is a dependent child as described in s. 39.01305(3).
- 2. May be appointed at the court's discretion upon a finding that circumstances exist which require the appointment.
- (2) If a child who is appointed a guardian ad litem when placed under the protective supervision of the department as required under subparagraph (1) (b) is subsequently appointed an attorney for the child pursuant to s. 39.831, the court has the discretion to maintain the appointment of the guardian ad litem notwithstanding the appointment of an attorney for the child.
- (3) Upon request by a child who is the subject of a dependency proceeding under this chapter and who has a guardian ad litem assigned, or upon any party presenting evidence that

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there is reasonable cause to suspect the assigned guardian ad litem has a conflict of interest as defined in s. 39.8296(2)(b)9., the court may:

- (a) Order that a new guardian ad litem be assigned; or
- (b) Unless otherwise provided by law, discharge the child's current guardian ad litem and appoint an attorney for the child if one is not appointed.
- (4) Any person participating in a civil or criminal judicial proceeding resulting from such appointment shall be presumed prima facie to be acting in good faith and in so doing shall be immune from any liability, civil or criminal, that otherwise might be incurred or imposed.
- (5) In those cases in which the parents are financially able, the parent or parents of the child shall reimburse the court, in part or in whole, for the cost of provision of quardian ad litem services. Reimbursement to the individual providing quardian ad litem services may shall not be contingent upon successful collection by the court from the parent or parents.
- (6) (3) Upon presentation by a guardian ad litem of a court order appointing the guardian ad litem:
- (a) An agency, as defined in chapter 119, shall allow the guardian ad litem to inspect and copy records related to the best interests of the child who is the subject of the appointment, including, but not limited to, records made confidential or exempt from s. 119.07(1) or s. 24(a), Art. I of the State Constitution. The guardian ad litem shall maintain the confidential or exempt status of any records shared by an agency under this paragraph.



(b) A person or organization, other than an agency under paragraph (a), shall allow the quardian ad litem to inspect and copy any records related to the best interests of the child who is the subject of the appointment, including, but not limited to, confidential records.

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For the purposes of this subsection, the term "records related to the best interests of the child" includes, but is not limited to, medical, mental health, substance abuse, child care, education, law enforcement, court, social services, and financial records.

(7) (4) The guardian ad litem or the program representative shall review all disposition recommendations and changes in placements, and must be present at all critical stages of the dependency proceeding or submit a written report of recommendations to the court. Written reports must be filed with the court and served on all parties whose whereabouts are known at least 72 hours before prior to the hearing.

Section 6. Subsection (2) of section 39.8296, Florida Statutes, is amended to read:

- 39.8296 Statewide Guardian Ad Litem Office; legislative findings and intent; creation; appointment of executive director; duties of office.-
- (2) STATEWIDE GUARDIAN AD LITEM OFFICE.—There is created a Statewide Guardian Ad Litem Office within the Justice Administrative Commission. The Justice Administrative Commission shall provide administrative support and service to the office to the extent requested by the executive director within the available resources of the commission. The Statewide Guardian Ad

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Litem Office is not subject to control, supervision, or direction by the Justice Administrative Commission in the performance of its duties, but the employees of the office are governed by the classification plan and salary and benefits plan approved by the Justice Administrative Commission.

(a) The head of the Statewide Guardian Ad Litem Office is the executive director, who shall be appointed by the Governor from a list of a minimum of three eliqible applicants submitted by the Child Well-Being a Guardian Ad Litem Qualifications Committee. The Child Well-Being Guardian Ad Litem Qualifications Committee shall be composed of five persons, two persons appointed by the Governor, two persons appointed by the Chief Justice of the Supreme Court, and one person appointed by the Statewide Guardian Ad Litem Association. The committee shall provide for statewide advertisement and the receiving of applications for the position of executive director. The Governor shall appoint an executive director from among the recommendations, or the Governor may reject the nominations and request the submission of new nominees. The executive director must have knowledge in dependency law and knowledge of social service delivery systems available to meet the needs of children who are abused, neglected, or abandoned. The executive director shall serve on a full-time basis and shall personally, or through representatives of the office, carry out the purposes and functions of the Statewide Guardian Ad Litem Office in accordance with state and federal law. The executive director shall report to the Governor. The executive director shall serve a 3-year term, subject to removal for cause by the Governor. Any person appointed to serve as the executive director may be

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reappointed permitted to serve more than one term in accordance with the process provided for in this paragraph. Every second or subsequent appointment shall be for a term of 3 years.

- (b) The Statewide Guardian Ad Litem Office shall, within available resources, have oversight responsibilities for and provide technical assistance to all quardian ad litem and attorney ad litem programs located within the judicial circuits.
- 1. The office shall identify the resources required to implement methods of collecting, reporting, and tracking reliable and consistent case data.
- 2. The office shall review the current quardian ad litem programs in Florida and other states.
- 3. The office, in consultation with local quardian ad litem offices, shall develop statewide performance measures and standards.
- 4. The office shall develop a quardian ad litem training program, which shall include, but is not limited to, training on the recognition of and responses to head trauma and brain injury in a child under 6 years of age. The office shall establish a curriculum committee to develop the training program specified in this subparagraph. The curriculum committee shall include, but not be limited to, dependency judges, directors of circuit guardian ad litem programs, active certified guardians ad litem, a mental health professional who specializes in the treatment of children, a member of a child advocacy group, a representative of a domestic violence advocacy group, an individual with a degree in social work, and a social worker experienced in working with victims and perpetrators of child abuse.
  - 5. The office shall review the various methods of funding

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guardian ad litem programs, maximize the use of those funding sources to the extent possible, and review the kinds of services being provided by circuit quardian ad litem programs.

- 6. The office shall determine the feasibility or desirability of new concepts of organization, administration, financing, or service delivery designed to preserve the civil and constitutional rights and fulfill other needs of dependent children.
- 7. In an effort to promote normalcy and establish trust between a court-appointed volunteer quardian ad litem and a child alleged to be abused, abandoned, or neglected under this chapter, a guardian ad litem may transport a child. However, a quardian ad litem volunteer may not be required or directed by the program or a court to transport a child.
- 8. The office shall submit to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Chief Justice of the Supreme Court an interim report describing the progress of the office in meeting the goals as described in this section. The office shall submit to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Chief Justice of the Supreme Court a proposed plan including alternatives for meeting the state's guardian ad litem and attorney ad litem needs. This plan may include recommendations for less than the entire state, may include a phase-in system, and shall include estimates of the cost of each of the alternatives. Each year the office shall provide a status report and provide further recommendations to address the need for quardian ad litem services and related issues.

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- 9. The office shall develop guidelines to identify any possible conflicts of interest of a quardian ad litem when he or she is being considered for assignment to a child's case. The office may not assign a quardian ad litem for whom a conflict of interest has been identified to a child's case. For purposes of this subparagraph, the term "conflicts of interest" means the quardian ad litem:
- a. Has a personal relationship that could influence a recommendation regarding a child whom he or she is serving as a quardian ad litem;
- b. Is in a position to derive a personal benefit from his or her role as a guardian ad litem; or
- c. Has a particular factor or circumstance, including personal bias or prejudice against a protected class of the child or the child's family, that prevents or substantially impairs his or her ability to fairly and fully discharge the duties of the quardian ad litem.
- (c) The Statewide Guardian Ad Litem Office shall identify any quardian ad litem who is experiencing an issue with his or her physical or mental health and who appears to present a danger to any child to whom the guardian ad litem is assigned. As soon as possible after identification, the office must remove such guardian ad litem from all assigned cases, terminate his or her direct child contact volunteer services with the Guardian Ad Litem Program, and disclose such action to the appropriate circuit court. The Statewide Guardian Ad Litem Program may permit a quardian ad litem with physical or mental health issues identified in accordance with this paragraph to work in the office without direct child contact provided such issues do not

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negatively affect his or her ability to perform any required work duties or pose a risk of harm to any children represented by the program. A guardian ad litem who has caused harm to any child during the course of his or her appointment shall not be employed or permitted to volunteer for the program.

Section 7. Section 39.83, Florida Statutes, is created to read:

- 39.83 Statewide Office of Child Representation; qualifications, appointment, and duties of executive director and attorney for the child.-
  - (1) STATEWIDE OFFICE OF CHILD REPRESENTATION. -
- (a) There is created a Statewide Office of Child Representation within the Justice Administrative Commission. The Justice Administrative Commission shall provide administrative support and services to the statewide office as directed by the executive director within the available resources of the commission. The statewide office is not subject to control, supervision, or direction by the Justice Administrative Commission in the performance of its duties, but the employees of the office are governed by the classification plan and salary and benefits plan approved by the Justice Administrative Commission.
- (b) The head of the Statewide Office of Child Representation is the executive director who must be a member of The Florida Bar in good standing for at least 5 years and have knowledge of dependency law and the social service delivery systems available to meet the needs of children who are abused, neglected, or abandoned. The executive director shall be appointed in accordance with the process, and serve in

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accordance with the terms and requirements, provided in s. 39.8296(2)(a) for the head of the Statewide Guardian Ad Litem Office. The appointment for the initial executive director must be completed by January 1, 2022.

- (c) The Statewide Office of Child Representation, within available resources of the Justice Administrative Commission, is responsible for oversight of, and for providing technical assistance to, all offices of child representation in this state. The statewide office:
- 1. Shall identify the resources required to implement methods of collecting, reporting, and tracking reliable and consistent case data;
- 2. Shall review and collect information relating to offices of child representation and other models of attorney representation of children in other states;
- 3. In consultation with the regional offices of child representation established under subsection (2), shall develop statewide performance measures and standards;
- 4. Shall develop a training program for each attorney for the child. To that end, the statewide office shall establish a curriculum committee composed of members including, but not limited to, a dependency judge, a director of circuit guardian ad litem programs, an active certified guardian ad litem, a mental health professional who specializes in the treatment of children, a member of a child advocacy group, a representative of a domestic violence advocacy group, an individual with at <u>least a Master</u> of Social Work degree, and a social worker experienced in working with victims and perpetrators of child abuse;

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- 5. Shall develop protocols that must be implemented to assist children who are represented by the Statewide Office of Child Representation, regional offices, or its contracted local agencies in meeting eligibility requirements to receive all available federal funding. This subparagraph may not be construed to mean that the protocols may interfere with zealous and effective representation of the children;
- 6. Shall review the various methods of funding the regional offices, maximize the use of those funding sources to the extent possible, and review the kinds of services being provided by the regional offices;
- 7. Shall determine the feasibility or desirability of new concepts of organization, administration, financing, or service delivery designed to preserve the civil and constitutional rights of, and fulfill other needs of, dependent children;
- 8. Shall establish standards and protocols for representation of children with diminished capacity;
- 9. Shall submit to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Chief Justice of the Supreme Court:
- a. An interim report describing the progress of the statewide office in meeting the responsibilities described in this paragraph.
- b. A proposed plan that includes alternatives for meeting the representation needs of children in this state. The plan may include recommendations for implementation in only a portion of this state or phased-in statewide implementation and must include an estimate of the cost of each such alternative.
  - c. An annual status report that includes any additional

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recommendations for addressing the representation needs of children in this state and related issues.

- (d) The department or community-based care lead agency shall take any steps necessary to obtain all available federal funding and maintain compliance with eligibility requirements.
- (e) The office may contract with a local nonprofit agency to provide direct attorney representation to a child, including but not limited to representation in the dependency proceeding as provided for in s. 39.831, if the office determines that the contract is the most efficient method to satisfy its statutory duties and if federal funding has been approved for this purpose or the local agency is required in the contract to seek such approval. The office must ensure that reimbursement of any Title IV-E funds is properly documented.
  - (2) REGIONAL OFFICES OF CHILD REPRESENTATION. -
- (a) An office of child representation is created within the area served by each of the five district courts of appeal. The offices shall commence fulfilling their statutory purpose and duties on July 1, 2022.
- (b) Each regional office of child representation is assigned to the Justice Administrative Commission for administrative purposes. The commission shall provide administrative support and service to the offices within the available resources of the commission. The offices are not subject to control, supervision, or direction by the commission in the performance of their duties, but the employees of the offices are governed by the classification plan and the salary and benefits plan approved by the commission.
  - (3) CHILD REPRESENTATION COUNSEL; DUTIES.—The child



388 representation counsel shall serve on a full-time basis and may 389 not engage in the private practice of law while holding office. 390 Each assistant child representation counsel shall give priority and preference to his or her duties as assistant child 391 392 representation counsel and may not otherwise engage in the 393 practice of dependency law. However, a part-time child 394 representation counsel may practice dependency law for private 395 payment so long as the representation does not result in a legal or ethical conflict of interest with a case in which the office 396 397 of child representation is providing representation. 398 Section 8. Section 39.831, Florida Statutes, is created to 399 read: 400 39.831 Attorney for the child.-401 (1) APPOINTMENT. 402 (a) An attorney for the child: 403 1. Shall be appointed by the court as provided in s. 404 39.01305(3); 405 2. Shall be appointed by the court for any child who is placed in out-of-home licensed care on or after July 1, 2022, 406 407 and who is the subject of a dependency proceeding under this 408 chapter; or 409 3. May be appointed at the court's discretion to represent 410 a child who is the subject of a dependency proceeding upon a 411 finding that circumstances exist which require the appointment. 412 (b) The court shall appoint the Statewide Office of Child 413 Representation unless the child is otherwise represented by 414 counsel.

section shall represent the child only in the dependency

(c) An attorney for the child appointed pursuant to this

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proceeding, which may include representation in fair hearings and appellate proceedings that are directly related to matters needing resolution for the child to achieve permanency. The Statewide Office of Child Representation or local nonprofit agency appointed to represent a child in the dependency proceeding shall provide representation in fair hearings within the resources allotted for representation in the dependency proceeding. Trained staff of the office of child representation or local nonprofit agency may attend the fair hearings rather than the appointed attorney when appropriate. Trained staff for purposes of this paragraph may include, but is not limited to, social workers, case managers, education advocates, or health care advocates.

(d) Notwithstanding the basis on which an attorney for the child is appointed under paragraph (a), the appointment of the attorney for the child continues in effect until the attorney for the child is allowed to withdraw or is discharged by the court or until the case is dismissed. An attorney for the child who is appointed under this section to represent a child shall provide all required legal services in the dependency proceeding or fair hearings provided for in this section from the time of the child's removal from home or of the attorney for the child's initial appointment through all appellate proceedings. With the permission of the court, the appointed attorney for the child may arrange for supplemental or separate counsel to represent the child in appellate proceedings. A court order appointing an attorney for the child under this section must be in writing.

(e) If, at any time during the representation of two or more children in a dependency proceeding, a child representation

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counsel determines that the interests of those clients are so adverse or hostile that they cannot all be counseled by child representation counsel or his or her staff because of a conflict of interest, the child representation counsel shall file a motion to withdraw and move the court to appoint other counsel. Child representation counsel shall not automatically determine the appointment to represent siblings is a conflict of interest. If requested by the Justice Administrative Commission, the child representation counsel shall submit a copy of the motion to the Justice Administrative Commission at the time it is filed with the court. The court shall review and may inquire or conduct a hearing into the adequacy of the child representation counsel's submissions regarding a conflict of interest without requiring the disclosure of any confidential communications. The court shall deny the motion to withdraw if the court finds the grounds for withdrawal are insufficient or the asserted conflict is not prejudicial to the client. If the court grants the motion to withdraw, the court shall appoint one or more private attorneys to represent the person in accordance with the requirements and process provided for in s. 27.40. The clerk of court shall inform the child representation counsel and the commission when the court appoints private counsel.

(f) Unless the attorney has agreed to provide pro bono services, an appointed attorney or organization must be adequately compensated as provided in s. 27.5305. All appointed attorneys and organizations, including pro bono attorneys, must be provided with access to funding for expert witnesses, depositions, and other due process costs of litigation. Payment of attorney fees and case-related due process costs are subject



to appropriations and review by the Justice Administrative Commission for reasonableness. The Justice Administrative Commission shall contract with attorneys appointed by the court. Attorney fees may not exceed \$1,000 per child per year.

(g) In cases in which one or both parents are financially able, the parent or parents, as applicable, of the child shall reimburse the court, in whole or in part, for the cost of services provided under this section; however, reimbursement for services provided by the attorney for the child may not be contingent upon successful collection by the court of reimbursement from the parent or parents.

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======== T I T L E A M E N D M E N T ========== And the title is amended as follows:

Delete lines 7 - 74

490 and insert:

> advocates, and attorney for the child"; amending s. 39.822, F.S.; conforming provisions to changes made by the act; specifying circumstances under which a court is authorized or required, on or after a specified date, to appoint a guardian ad litem; permitting the court to maintain the appointment of a guardian ad litem in specified circumstances; authorizing the court to order that a new quardian ad litem be assigned for a child or discharge a guardian ad litem and appoint an attorney for the child under specified circumstances; amending s. 39.8296, F.S.; renaming the Guardian Ad Litem Oualifications Committee as the Child Well-Being Qualifications Committee; specifying

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that the executive director of the Statewide Guardian Ad Litem Office may be reappointed; clarifying that second and subsequent appointments made for the executive director of the office are for 3 years; requiring the office to develop guidelines to identify conflicts of interest of quardians ad litem; prohibiting the office from assigning such quardians; defining the term "conflicts of interest"; requiring the office to identify guardians ad litem who are experiencing health issues and who present a danger to the child to whom the quardian ad litem is assigned; requiring the office to remove such guardians from assigned cases, terminate their volunteer services in specified circumstances, and disclose such actions to the circuit court; creating s. 39.83, F.S.; creating the Statewide Office of Child Representation within the Justice Administration Commission; requiring the commission to provide administrative support and services to the statewide office; providing that the statewide office is not subject to control, supervision, or direction by the commission; providing that employees of the statewide office are governed by the classification plan and salary and benefits plan approved by the commission; providing that the head of the statewide office is the executive director; providing the process for appointment; requiring that the initial executive director be appointed by a specified date; providing responsibilities of the office; authorizing the office to contract with local

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nonprofit agencies under certain conditions; creating a regional office of child representation within the boundaries of each of the five district courts of appeal; requiring such offices to commence fulfilling their purpose and duties on a specified date; requiring the commission to provide administrative support to the regional offices; providing that the offices are not subject to control, supervision, or direction by the commission; providing that employees of the offices are governed by the classification plan and salary and benefits plan for the commission; prescribing qualifications for an attorney for the child; providing certain prohibitions; creating s. 39.831, F.S.; specifying when the court is authorized or required to appoint an attorney for the child; requiring the court to appoint the Statewide Office of Child Representation; providing for the scope of representation for court-appointed counsel; limiting resources to be allocated; providing staff may attend fair hearings; providing for the duration of attorney representation; permitting attorney for the child to arrange for supplemental or substitute counsel in specified circumstances; providing for the appointment of private counsel when the office has a conflict of interest; requiring an attorney for the child to be compensated and have access to funding for expenses with specified conditions; providing conditions under which a parent is required to reimburse the court for the cost of the attorney; requiring