By the Committee on Children and Families; and Senator Campbell

A bill to be entitled

300-1666-01

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30 31 An act relating to children; creating as a pilot program an Office of Counsel for Children in the tenth regional district of the Department of Children and Family Services to represent the legal interests of children in out-of-home care pursuant to court order; providing an administrative counsel for the office; specifying qualifications; placing the office in the Department of Legal Affairs for budget purposes; requiring the court to appoint the office to represent the legal incrests of the child continued in out-of-home care; providing for appointment by the Governor; providing duties of the Office of Counsel for Children; providing that a child may not waive the right to counsel supplied by the office; providing that the office is substituted for the department in dependency cases when appointed by the court; requiring a report to the Legislature and the Governor; requiring the office to conduct an evaluation of the pilot program with a report to the Legislature and Governor; providing for the expiration of the pilot program; amending s. 39.013, F.S.; providing that time limitations under ch. 39, F.S., do not include continuances requested by any party; providing limitations on continuances; amending s. 39.402, F.S.; providing that time limitations governing placement of a child in a shelter do not

include continuances requested by any party; providing limitations on continuances; amending s. 39.506, F.S.; eliminating the requirement for a court's continued review of a child's placement in a shelter; amending s. 39.601, F.S.; modifying case-plan requirements; requiring the department to adopt rules governing the content and format of case plans; amending s. 39.602, F.S.; eliminating certain criteria in case plans when parents do not participate and the child is in out-of-home care; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. (1) It is the intent of the Legislature that children who are placed and maintained in out-of-home care by court order under section 39.402, Florida Statutes, receive cost-effective, competent representation of their legal interests. It is further the intent of the Legislature that providing for such representation be done in a manner that promotes efficient and appropriate use of scarce judicial resources; advances and appropriately balances the interests of children in timely resolution of dependency litigation and in family integrity and rehabilitation where appropriate; and ensures prompt systematic response to any circumstance adversely affecting the health, safety, and welfare of children who are maintained in out-of-home care. The Legislature recognizes that the legal interests of children maintained in out-of-home care include at law, without limitation, compliance with the objective criteria and

procedures established by law, the expeditious resolution of dependency proceedings so that the child can remain or return home or be placed in a safe, nurturing, and permanent environment, and the use of the least restrictive or detrimental alternatives available.

- (2)(a) There is created as a pilot program an Office of Counsel for Children in the tenth regional district of the Department of Children and Family Services. The office shall be administered by an administrative counsel, who shall oversee all administrative needs of the office, hire and supervise staff attorneys and support staff, and serve as an attorney for clients of the office as time permits. The administrative counsel must be, and must have been for the preceding 5 years, a member in good standing of The Florida Bar or similar organization in another state, and must have 5 or more years of experience in the area of child advocacy, child welfare, or juvenile law.
- (b) The Governor shall appoint the administrative counsel based upon an application process to be determined by the Office of the Governor. The administrative counsel shall be appointed for a term of 3 years and shall devote his or her full business time and effort to the office. Vacancies shall be filled in the same manner as appointments.
- (c) The administrative counsel shall ensure that all staff attorneys either have at the time of hiring, or acquire through supplementary training conducted within a reasonable period of time after hiring, sufficient knowledge regarding the dynamics and needs of children, families, and foster families in cases of child abuse, abandonment, and neglect to perform the duties relating to legal representation of dependent children. Relevant training may include programs or

materials developed under the requirements of chapter 39, Florida Statutes, by the Department of Children and Family 2 3 Services, the Department of Education, the Department of Health, and the Office of the State Courts Administrator. 4 5 The Office of Counsel for Children is assigned to (d) 6 the Department of Legal Affairs for budget purposes only. The 7 administrative counsel for the Office of Counsel for Children 8 shall annually prepare a budget request that is not to be changed by the Department of Legal Affairs but shall be 9 10 transmitted to the Governor for transmittal to the 11 Legislature. The Office of Counsel for Children is not subject to control, supervision, or direction by the Department of 12 Legal Affairs in the performance of its duties. 13 14 (3)(a) When a court determines at a shelter hearing held pursuant to section 39.402, Florida Statutes, that a 15 child shall be continued in out-of-home care, the court shall 16 17 appoint the Office of Counsel for Children to represent the legal interests of the child and order that office substituted 18 19 as the petitioner. The Counsel for Children's representation shall be limited to proceedings initiated under this chapter 20 only and any appeals associated with the proceedings. Upon 21 appointment of the office by the court, the Department of 22 Children and Family Services shall provide to the Office of 23 Counsel for Children, at a minimum, the name of the child, the 24 25 location and placement of the child, the name of the department's authorized agent and contact information, copies 26 27 of all notices sent to the parent or legal custodian of the child, and other information and records concerning the child. 28 29 Upon receipt of appointment, the administrative counsel shall 30 assign a staff attorney employed by the office to represent

the child's legal interests as set forth in chapter 39,

Florida Statutes. The office and the assigned attorney must in all circumstances fulfill the same duties of advocacy,

loyalty, confidentiality, and competent representation as are due an adult client under the Rules of Professional

Responsibility.

- (b) The office shall represent the child until discharged by order of the court because permanency has been achieved or whenever the court believes that the child no longer needs ongoing representation of his or her legal interests. Notwithstanding such discharge, the office may be reassigned by the court at a later time if necessary.
 - (c) The Office of Counsel for Children shall:
- 1. Represent the legal interests of the minor in all proceedings under chapter 39, Florida Statutes, and any appeals arising therefrom.
- 2. Conduct an independent investigation to obtain first-hand understanding of the situation of the child and the family to the extent necessary to discharge the duties under this section.
- 3. Monitor the actions of the Department of Children and Family Services which impact on the child's legal interests, including, without limitation, efforts by the department to explore and investigate placement options, pursuit of alternatives to continued removal of the child, development of the case plan, and provision of services to all parties under the case plan.
- 4. Ensure that all relevant evidence bearing on decisions as to the child's best interests are timely provided to the court at appropriate stages of the proceedings, through efforts that include:

- a. Reviewing all relevant written records relative to the child, including department, medical, educational, and psychological records.
- b. Conducting interviews, as appropriate and permitted by law and the Rules of Professional Responsibility, with the child's parents, foster parents, caseworkers, therapists, counselors, school personnel, and mental health professionals, and, if any injuries or abuse have occurred or are alleged, reviewing photographs and available video or audio tape of interviews with the minor.
- c. Personally meeting with and interviewing the minor as is appropriate given the psychosocial development of the child to determine the minor's goals and concerns regarding placement and permanency options and to monitor regularly the appropriateness and safety of the child's placement.
- 5. Attend all court and administrative hearings and file written petitions, motions, responses, reports, objections, and any other litigation action necessary to protect the legal interests of the child, including all necessary efforts to enforce statutory time standards and minimize the delay of proceedings, and as otherwise necessary to safeguard the physical health, mental health, and welfare of the child.
- 6. As appropriate, keep the minor advised of the status of court proceedings, court actions, and proposals made by other parties, as well as psychiatric, medical, or other treatment or diagnostic services that are to be provided to the minor.
- 7. Monitor all matters and actions by other parties affecting the child's health, safety, and welfare in order to

inform the court promptly and seek court intervention as
needed. This shall include:

- a. Monitoring matters influencing the implementation of the child's treatment plan and compliance with any disposition orders to determine whether services ordered by the court are actually provided, provided in a timely manner, and accomplishing their intended goal.
- b. Monitoring timely and complete development and implementation of all aspects of the case plan.
- c. Monitoring compliance with court orders, including orders that particular services be made available to the child, to his or her family of origin, and to foster parents.
- <u>d. Monitoring whether the child's family takes</u>

 <u>advantage of court-ordered services and whether those services</u>

 are achieving their intended purpose.
- e. Monitoring for any violation of orders by the parties, new developments, or other changes that justify review of the case.
- 8. Participate in mediation and negotiating settlements.
- (4)(a) All privileges provided by Florida Statutes applicable to legal representation shall apply to the Office of Counsel for Children. All personnel, including attorneys, employees, and volunteers, of the Office of Counsel for Children who come into regular contact with children shall be subject to the same requirements to which department contractors are subjected under section 39.001(2), Florida Statutes. Administration of the requirements must be performed by the Office of Counsel for Children. The right to duly appointed counsel of the Office of Counsel for Children may

not be waived by any child except pursuant to the Rules of Professional Responsibility.

- (b) Once counsel or the Office of Counsel for Children has entered an appearance or been appointed by the court to represent the child, the attorney or office shall continue to represent the child throughout the proceedings. If the attorney-client relationship is discontinued, the court shall appoint appropriate new counsel for the remainder of the proceedings.
- (c) Upon being appointed by the court in a dependency case, the Office of Counsel for Children is substituted for the Department of Children and Family Services as the moving party in the case.
- (d) Appointment of the Office of Counsel for Children does not eliminate the need for appointment of a guardian ad litem pursuant to other provisions of law, including section 39.822, Florida Statutes.
- (5) The Office of Counsel for Children shall identify defined and measurable performance outcomes, including the impact of counsel on child safety, improvements in the provision of appropriate services, compliance with statutory time standards, and any associated reduction in the length of stay of children in state care. The office shall report annually to the Legislature and the Governor regarding these and other appropriate performance measures. For the purposes of the pilot program, the Office of State Courts Administrator shall conduct an evaluation of the establishment, operation, and impact of the pilot program in meeting the legal needs of dependent children. The Office of State Courts Administrator shall submit a preliminary report to the Legislature and Governor by October 1, 2003, and a final report by October 1,

 2004, which must include an evaluation of the pilot program, findings on the feasibility of a statewide program, and recommendations, if any, for locating, establishing, and operating a statewide program.

(6) The Office of Counsel for Children pilot program expires June 30, 2005, unless continued by action of the Legislature.

Section 2. Subsection (10) of section 39.013, Florida Statutes, is amended to read:

- 39.013 Procedures and jurisdiction; right to counsel.--
- (10) The time limitations in this chapter do not include:
- (a) Periods of delay resulting from a continuance granted at the request or with the consent of the child's counsel or the child's guardian ad litem, if one has been appointed by the court, or, if the child is of sufficient capacity to express reasonable consent, at the request or with the consent of the child.
- (b) Periods of delay resulting from a continuance granted at the request of <u>any party</u> the attorney for the <u>department or petitioner</u>, if the continuance is granted:
- 1. Because of an unavailability of evidence material to the case when the <u>requesting party</u> attorney for the <u>department or petitioner</u> has exercised due diligence to obtain such evidence and there are substantial grounds to believe that such evidence will be available within 30 days. However, if the <u>requesting party</u> department or petitioner is not prepared to <u>proceed</u> present its case within 30 days, the parent may move for issuance of an order to show cause or the

court on its own motion may impose appropriate sanctions, which may include dismissal of the petition.

- 2. To allow the attorney for the department or petitioner additional time to prepare the case and additional time is justified because of an exceptional circumstance.
- (c) Reasonable periods of delay necessary to accomplish notice of the hearing to the child's parents; however, the petitioner shall continue regular efforts to provide notice to the parents during such periods of delay.
- (d) Reasonable periods of delay resulting from a continuance granted at the request of the parent or legal custodian of a subject child.
- (e) Notwithstanding the foregoing, continuances and extensions of time are limited to the number of days necessary to complete a necessary task in order to preserve the rights of a party or the best interests of a child. Time is of the essence for the best interests of dependent children in conducting dependency proceedings in accordance with the time limitations established in this chapter. Time limitations are a right of the child which may not be waived, extended, or continued at the request of any party in advance of the particular circumstances or need arising upon which delay of the proceedings may be warranted.
- (f) A party may not be granted more than 60 days in continuances or extensions of time within any 12-month period during dependency proceedings, except under extraordinary circumstances necessary to preserve the constitutional rights of a party or when substantial evidence demonstrates that the child's best interests will be affirmatively harmed without the granting of a continuance or extension of time. Any continuance or extension of time granted under this subsection

 must be limited to the number of days necessary under the circumstances.

Section 3. Subsections (14) and (15) of section 39.402, Florida Statutes, are amended to read:

- 39.402 Placement in a shelter.--
- (14) The time limitations in this section do not include:
- (a) Periods of delay resulting from a continuance granted at the request or with the consent of the child's counsel or the child's guardian ad litem, if one has been appointed by the court, or, if the child is of sufficient capacity to express reasonable consent, at the request or with the consent of the child's attorney or the child's guardian ad litem, if one has been appointed by the court, and the child.
- (b) Periods of delay resulting from a continuance granted at the request of <u>any party</u> the attorney for the <u>department</u>, if the continuance is granted:
- 1. Because of an unavailability of evidence material to the case when the requesting party attorney for the department has exercised due diligence to obtain such evidence and there are substantial grounds to believe that such evidence will be available within 30 days. However, if the requesting party department is not prepared to proceed present its case within 30 days, the parent or legal custodian may move for issuance of an order to show cause or the court on its own motion may impose appropriate sanctions, which may include dismissal of the petition.
- 2. To allow the attorney for the department additional time to prepare the case and additional time is justified because of an exceptional circumstance.

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- (c) Reasonable periods of delay necessary to accomplish notice of the hearing to the child's parents or legal custodians; however, the petitioner shall continue regular efforts to provide notice to the parents or legal custodians during such periods of delay.
- (d) Reasonable periods of delay resulting from a continuance granted at the request of the parent or legal custodian of a subject child.
- (e) Notwithstanding the foregoing, continuances and extensions of time are limited to the number of days absolutely necessary to complete a necessary task in order to preserve the rights of a party or the best interests of a child. Time is of the essence for the best interests of dependent children in conducting dependency proceedings in accordance with the time limitations set forth in this chapter. Time limitations are a right of the child which may not be waived, extended, or continued at the request of any party in advance of the particular circumstances or need arising upon which delay of the proceedings may be warranted.
- (f) A party may not be granted more than 60 days in continuances or extensions of time within any 12-month period during dependency proceedings except under extraordinary circumstances necessary to preserve the constitutional rights of a party or when substantial evidence demonstrates that the child's best interests will be affirmatively harmed without the granting of a continuance or extension of time. Any continuance or extension of time granted under this subsection must be strictly limited to the number of days necessary under the circumstances.
- (15) At the conclusion of a shelter hearing, the court 31 | shall notify all parties in writing of the next scheduled

hearing to review the shelter placement. Such hearing shall be held no later than 30 days after placement of the child in shelter status, in conjunction with the arraignment hearing, and at such times as otherwise provided by law or determined by the court to be necessary every 15 days thereafter until the child is released from shelter status.

Section 4. Subsection (8) of section 39.506, Florida Statutes, is amended to read:

39.506 Arraignment hearings.--

(8) At the arraignment hearing, and no more than every 15 days thereafter until the child is returned home or a disposition hearing has been conducted, the court shall review the necessity for the child's continued placement in the shelter. The court shall also make a written determination regarding the child's continued placement in shelter within 24 hours after any violation of the time requirements for the filing of a petition or prior to the court's granting any continuance as specified in subsection (5).

Section 5. Subsections (2) and (3) of section 39.601, Florida Statutes, are amended and subsection (11) is added to that section to read:

39.601 Case plan requirements.--

(2) When the child or parent is receiving services, the case plan shall be filed with the court, for approval by the court, at least 72 hours prior to the disposition hearing. The case plan must be served on all parties whose whereabouts are known at least 72 hours prior to the disposition hearing.

and must include, in addition to the requirements in subsection (1), at a minimum:

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- (a) A description of the problem being addressed that includes the behavior or act of a parent resulting in risk to the child and the reason for the department's intervention.
- (b) A description of the tasks with which the parent must comply and the services to be provided to the parent and child specifically addressing the identified problem, including:
 - 1. Type of services or treatment.
 - 2. Frequency of services or treatment.<
 - 3. Location of the delivery of the services.
- The accountable department staff or service provider.
- (c) A description of the measurable objectives, including timeframes for achieving objectives, addressing the identified problem.
- (3) When the child is receiving services in an out-of-home placement, the case plan must be filed with the court, for approval by the court, at least 72 hours prior to the disposition hearing. The case plan must be served on all parties whose whereabouts are known at least 72 hours prior to the disposition hearing. and must include, in addition to the requirements in subsections (1) and (2), at a minimum:
- (a) A description of the permanency goal for the child, including the type of placement. Reasonable efforts to place a child in a home that will serve as an adoptive placement if reunification is not successful, or with a legal custodian, may be made concurrently with reasonable efforts to prevent removal of the child from the home or make it possible for the child to return safely home.
- (b) A description of the type of home or institution 31 in which the child is to be placed.

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(c) A description of the financial support obligation to the child, including health insurance, of the child's parents.

(d) A description of the visitation rights and obligations of the parents during the period the child is in care.

(e) A discussion of the safety and appropriateness of the child's placement, which placement is intended to be safe, the least restrictive and most family-like setting available consistent with the best interest and special needs of the child, and in as close proximity as possible to the child's home. The plan must also establish the role for the foster parents or legal custodians in the development of the services which are to be provided to the child, foster parents, or legal custodians. It must also address the child's need for services while under the jurisdiction of the court and implementation of these services in the case plan.

(f) A description of the efforts to be undertaken to maintain the stability of the child's educational placement.

(g) A discussion of the department's plans to carry out the judicial determination made by the court, with respect to the child, in accordance with this chapter and applicable federal regulations.

(h) A description of the plan for assuring that services outlined in the case plan are provided to the child and the child's parent or parents, to improve the conditions in the home and facilitate either the safe return of the child to the home or the permanent placement of the child.

(i) A description of the plan for assuring that services as outlined in the case plan are provided to the 31 child, the child's parents, and the child's legal custodians,

 to address the needs of the child, and a discussion of the appropriateness of the services.

- (j) A description of the plan for assuring that services are provided to the child and the child's legal custodians or foster parents to address the needs of the child while in an out-of-home placement, which shall include an itemized list of costs to be borne by the parent associated with any services or treatment that the parent and child are expected to receive.
- (k) A written notice to the parent that failure of the parent to substantially comply with the case plan may result in the termination of parental rights, and that a material failure to substantially comply may result in the filing of a petition for termination of parental rights sooner than the compliance periods set forth in the case plan itself. The case staffing committee shall coordinate its efforts with the child protection team of the Department of Health.
- (1) In the case of a child for whom the permanency plan is adoption or placement in another permanent home, documentation of the steps the agency is taking to find an adoptive family or other permanent living arrangement for the child, to place the child with an adoptive family, with a fit and willing relative, with a legal custodian, or in another planned permanent living arrangement, and to finalize the adoption, legal guardianship, or long-term custodial relationship. At a minimum, such documentation shall include child-specific recruitment efforts such as the use of state, regional, and national adoption exchanges, including electronic exchange systems.
- (11) The department shall adopt rules governing the content and format of case plans and establishing procedures

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for developing, implementing, and changing the case plans. The plans at a minimum must comply with the requirements of Title IV-E of the Social Security Act, 42 U.S.C. 671 and 675 (1980), as amended.

Section 6. Section 39.602, Florida Statutes, is amended to read:

39.602 Case planning when parents do not participate and the child is in out-of-home care. --

- (1) In the event the parents will not or cannot participate in preparation of a case plan, the department shall submit a full explanation of the circumstances and state the nature of its efforts to secure such persons' participation in the preparation of a case plan.
- In a case in which the physical, emotional, or mental condition or physical location of the parent is the basis for the parent's nonparticipation, it is the burden of the department to provide substantial evidence to the court that such condition or location has rendered the parent unable or unwilling to participate in the preparation of a case plan, either pro se or through counsel. The supporting documentation must be submitted to the court at the time the plan is filed.
- (3) The plan must include, but need not be limited to, the specific services to be provided by the department, the goals and plans for the child, and the time for accomplishing the provisions of the plan and for accomplishing permanence for the child.
- $(3)(a)\frac{(4)(a)}{(a)}$ At least 72 hours prior to the hearing in which the court will consider approval of the case plan, all parties must be provided with a copy of the plan developed by the department. If the location of one or both parents is 31 unknown, this must be documented in writing and included in

the plan submitted to the court. After the filing of the plan, if the location of an absent parent becomes known, that parent must be served with a copy of the plan.

(b) Before the filing of the plan, the department shall advise each parent, both orally and in writing, that the failure of the parents to substantially comply with a plan may result in the termination of parental rights, but only after notice and hearing as provided in this chapter. If, after the plan has been submitted to the court, an absent parent is located, the department shall advise the parent, both orally and in writing, that the failure of the parents to substantially comply with a plan may result in termination of parental rights, but only after notice and hearing as provided in this chapter. Proof of written notification must be filed with the court.

Section 7. This act shall take effect July 1, 2001.

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN
2	COMMITTEE SUBSTITUTE FOR Senate Bill 1290
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4	Creates the Office of Counsel for Children as a pilot program.
5	Requires an evaluation of the pilot program that is to be conducted by the Office of State Courts Administrator. A
6	preliminary report is to be submitted to the legislature by October 1, 2003 and a final report by October 1, 2004.
7	Provides for the expiration of the pilot program June 30, 2005 unless continued by the legislature.
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9	Places the Office of Counsel for Children in the Department of Legal Affairs for budget purposes only. Stipulates that the office will prepare its budget and will not be under the control, supervision or direction of the Department of Legal
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11	Affairs.
12 13	Adds 42 U.S.C. 675 of Title IV-E to the requirements with which the Florida case plans must comply.
14	Provides specific direction for the appointment of children to the Office of Counsel for Children.
15	Clarifies the privileges being applied to the Office of Counsel for Children as those provided in law to legal representation. References to applying confidentiality to the records of the office is eliminated
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