

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 221 CS Paternity
SPONSOR(S): Richardson and others
TIED BILLS: None. **IDEN./SIM. BILLS:** CS/CS/SB 438

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) <u>Civil Justice Committee</u>	<u>6 Y, 0 N</u>	<u>Shaddock</u>	<u>Bond</u>
2) <u>Future of Florida's Families Committee</u>	<u>7 Y, 0 N, w/CS</u>	<u>Preston</u>	<u>Collins</u>
3) <u>Justice Council</u>	<u>9 Y, 2 N, w/CS</u>	<u>Shaddock</u>	<u>De La Paz</u>
4) _____	_____	_____	_____
5) _____	_____	_____	_____

SUMMARY ANALYSIS

Paternity is the state or condition of being a father to a child. A child born during a valid marriage is presumed to be the legitimate and legal child of the husband and wife, whereas paternity must be established for children born out of wedlock. Current law does not provide a means for challenging a judgment of paternity, but a general court rule applicable to all civil actions effectively prohibits a father from challenging a paternity determination later than one year after entry of the judgment.

This bill provides that a father may challenge a paternity judgment at any time until the child's 18th birthday, provided that DNA testing shows he is not the biological father and other specified conditions are met. If the father prevails, his future child support obligations will terminate.

This bill may have an unknown but negative recurring fiscal impact on state government revenues. This bill does not appear to have a fiscal impact on local governments.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. HOUSE PRINCIPLES ANALYSIS:

Promote personal responsibility -- This bill may allow a father to, years after the entry of a paternity judgment, set the judgment aside and stop paying child support. This may result in mothers and their children losing court ordered support, and force them into seeking public assistance until the actual father can be found (if he can be).

Empower families -- This bill allows a man required to pay child support as the father of a child to petition to set aside the determination of paternity upon meeting certain conditions. This may have the effect of affecting relationships between family members and may decrease family stability.

B. EFFECT OF PROPOSED CHANGES:

Establishment of Paternity

A child born during a valid marriage is presumed to be the legitimate and legal child of the husband and wife.¹ Paternity is defined as "the state or condition of being a father."² In order to establish paternity for children born out of wedlock, s. 742.10, F.S., sets forth the criteria. A determination of paternity must be established by clear and convincing evidence.³ In any proceeding to establish paternity, the court may on its own motion require the child, the mother, and the alleged father to submit to scientific tests generally relied upon for establishing paternity.⁴ A woman who is pregnant or who has a child, any man who has reason to believe he is the father of a child, or any child may bring a proceeding to determine the paternity of the child when the paternity has not otherwise been established.⁵

A male can acknowledge paternity by a notarized voluntary acknowledgement or a voluntary acknowledgement signed under penalty of perjury in the presence of two witnesses. These acknowledgements create a rebuttable presumption of paternity, subject to the right of rescission within 60 days of the date of signing the acknowledgement.⁶ After the expiration of the 60-day period, the signed voluntary acknowledgement of paternity constitutes an establishment of paternity and is only subject to challenge in court on the basis of fraud, duress, or material mistake of fact.⁷ However, the challenger to the determination of paternity is still responsible for his legal responsibilities, including child support, during the pendency of the challenge, except upon a finding of good cause by the court.⁸

Currently, there is no statute authorizing a male who has been determined to be the father of a child to challenge that determination and be discharged from making child support payments. In order for a man determined to be the father of a child to be relieved of his child support obligation, he must bring an action pursuant to Florida Rules of Civil Procedure 12.540⁹ and 1.540. Rule 1.540(b), entitled "Mistakes; Inadvertence; Excusable Neglect; Newly Discovered Evidence; Fraud; etc.," states in pertinent part that a party may file a motion for relief:

¹ Section 382.013(2)(a), F.S.; *Dep't of Revenue v. Cummings*, 871 So. 2d 1055, 1059 (Fla. 2d DCA 2004) (citations omitted).

² Black's Law Dictionary, 1163 (rev. 8th ed. 2004)

³ Section 742.031, F.S.; *T.J. v. Dep't of Children & Families*, 860 So. 2d 517, 518 (Fla. 4th DCA 2003).

⁴ Section 742.12(1), F.S.

⁵ Section 742.011, F.S.

⁶ Section 742.10(1), F.S.

⁷ Section 742.10(4), F.S.

⁸ *Id.*

⁹ Rule 12.540 provides that Rule 1.540 "shall govern general provisions concerning relief from judgment, decrees, or orders, except that there shall be no time limit for motions based on fraudulent financial affidavits in marital or paternity cases."

from a final judgment, decree, order, or proceeding for the following reasons: (1) mistake, inadvertence, surprise, or excusable neglect; (2) newly discovered evidence which by due diligence could not have been discovered in time to move for a new trial or rehearing; (3) fraud (whether heretofore denominated intrinsic or extrinsic), misrepresentation, or other misconduct of an adverse party . . . *The motion shall be filed within a reasonable time, and for reasons (1), (2), and (3) not more than 1 year after the judgment, decree, order, or proceeding was entered or taken.* A motion under this subdivision does not affect the finality of a judgment or decree or suspend its operation. This rule does not limit the power of a court to entertain an independent action to relieve a party from a judgment, decree, order, or proceeding or to set aside a judgment or decree for fraud upon the court. *[emphasis in italics not in original]*

Once paternity has been adjudicated, unless there is a showing of fraud upon the court, "a paternity order is res judicata on the issue of paternity, and relitigation of the paternity issues is unauthorized in connection with any subsequently-filed motion for contempt for failure to pay court-ordered child support."¹⁰ A final judgment of dissolution of marriage that establishes a child support obligation for a former husband is a final determination of paternity, and any subsequent paternity challenge must be brought pursuant to rule 1.540.¹¹

In other words, the key section of the above rule under which a petitioner may seek relief from an order of paternity is Rule 1.540(b)(3) (the fraud provision). A petition would be required to demonstrate fraud, either extrinsic or intrinsic, within the one year time limitation imposed by the rule.

Extrinsic fraud "occurs where a defendant has somehow been prevented from participating in a cause."^{12 13} One may seek relief from extrinsic fraud by filing an independent action in equity attacking the final judgment.¹⁴ Nevertheless, due to the constraints of the definition, extrinsic fraud generally is not available as an avenue for relief for a petitioner seeking relief from an adverse paternity finding.

Intrinsic fraud, on the other hand, is fraudulent conduct that arises within a proceeding and pertains to the issues in the case that have been tried or could have been tried.¹⁵ The Florida Supreme Court has expressly found, consistent with the general rule, "that false testimony given in a proceeding is intrinsic fraud."¹⁶ Florida Rule of Civil Procedure 1.540(b) authorizes an action for relief from a final judgment which was obtained through intrinsic fraud, among other grounds, but within a one-year time limitation.¹⁷ Failure to act within that one year will preclude the court from hearing any additional evidence concerning paternity and will act as a procedural bar to a petitioner's relief.

¹⁰ *Dep't of Revenue v. Clark*, 866 So. 2d 129 (Fla. 4th DCA 2004)(quoting *Dep't of Revenue v. Gouldbourne*, 648 So. 2d 856 (Fla. 4th DCA 1995)).

¹¹ *D.F. v. Dep't of Revenue*, 823 So. 2d 97, 100 (Fla. 2002).

¹² *DeClaire v. Yohanon*, 453 So. 2d 375, 377 (Fla. 1984).

¹³ The Florida Supreme Court, in *DeClaire*, pointed to the United States Supreme Court's definition of extrinsic fraud as authoritative. *DeClaire*, 453 So.2d at 377. That definition, from *United States v. Throckmorton*, 98 U.S. 61, 65-66 (1878), provides: Where the unsuccessful party has been prevented from exhibiting fully his case, by fraud or deception practiced on him by his opponent, as by keeping him away from court, a false promise of a compromise; or where the defendant never had knowledge of the suit, being kept in ignorance by the acts of the plaintiff; or where an attorney fraudulently or without authority assumes to represent a party and connives at his defeat; or where the attorney regularly employed corruptly sells out his client's interest to the other side--these, and similar cases which show that there has never been a real contest in the trial or hearing of the case, are reasons for which a new suit may be sustained to set aside and annul the former judgment or decree, and open the case for a new and a fair hearing. (Citations omitted.)

¹⁴ *DeClaire*, 453 So. 2d at 378.

¹⁵ *DeClaire*, 453 So. 2d at 379.

¹⁶ *Id.*

¹⁷ *DeClaire*, 453 So. 2d at 377.

In a non-marital paternity dispute, the Second District Court of Appeal has determined that a man who was informed by the mother that he was the father of her child, and who was named as the biological father in a final judgment of paternity, could not have the judgment of paternity vacated six years later absent a showing that the mother had committed a fraud on the court at the time of the original paternity action.¹⁸ Any subsequent blood testing of the alleged father, mother, and child would not change the alleged father's monetary obligations to the child in the absence of proof of fraud on the court.¹⁹ The fact that, six years later, the mother submitted an affidavit expressing her belief that the man paying child support was not the biological father, did not constitute evidence of fraud on the court.²⁰

Furthermore, the Fifth District Court of Appeal on December 2, 2005, held that a trial court erred in setting aside a judgment of paternity to which father stipulated in 1991, and in reducing child support arrearages to zero, on ground that DNA test results showed zero percent probability of paternity.²¹ The judgment could not be vacated under Rule 1.540(b)(3), since the motion was not timely filed within one year.²² Additionally, the motion was premised on intrinsic fraud, it concerned allegations of perjury or misrepresentation, and the court could not properly vacate judgment under Rule 1.540(b)(5), which provides that court may relieve party from final judgment if it is no longer equitable that the judgment should have prospective application. Equity "is not available to deprive a child of parental support based on facts that could have been determined prior to entry of the stipulated judgment of paternity."²³ Therefore, the "judgment [was] entitled to res judicata effect."²⁴

Finally, in an opinion released on November 30, 2005, the Fourth District Court of Appeal, was confronted with a situation in which a male and female were married when a child was born.²⁵ The female represented to the male that he was the biological father of the child. Three years later the couple was divorced and the male was obligated to pay child support. After the child's fifth birthday the former husband filed an action maintaining that he was not the child's biological father and DNA testing excluded him as such.²⁶ The former husband's petition was dismissed by the trial court and that decision was affirmed by the appellate court. The court grappled with what it termed a "fundamental choice" in a case such as the one before them "between the interests of the legal father on the one hand and the child on the other."²⁷ The main issue, according to the court, "affecting the child in a disestablishment suit is the psychological devastation that the child will undoubtedly experience from losing the only father he or she has ever known."²⁸ On the other hand, the former husband "may feel victimized,"²⁹ however, an adult is best able to "absorb the pain of betrayal rather than inflict additional betrayal on the involved children."³⁰ The court concluded, "the issue of paternity misrepresentation in marital dissolution proceedings is a matter of intrinsic fraud. It is not extrinsic fraud, or a fraud upon the court, that can form the basis for relief from judgment more than a year later. Any relevant policy considerations that would compel a different result are best addressed by the legislature."³¹

¹⁸ *State, Dep't of Revenue v. Pough*, 723 So. 2d 303, 306 (Fla. 2d DCA 1998).

¹⁹ *Id.*

²⁰ *Id.*

²¹ *Dep't of Revenue v. Boswell*, 915 So. 2d 717 (Fla. 5th DCA 2005).

²² *Boswell*, 915 So. 2d at 723.

²³ *Id.*

²⁴ *Id.*

²⁵ *Parker v. Parker*, 916 So. 2d 926 (Fla. 4th DCA 2005).

²⁶ *Parker*, 916 So. 2d at 927.

²⁷ *Parker*, 916 So. 2d at 933.

²⁸ *Id.*

²⁹ *Parker*, 916 So. 2d at 934.

³⁰ *Id.* (citation omitted).

³¹ *Id.*

Effect of Bill

This bill provides an avenue for a male, in any action where he has been required to pay child support as the father of a child, to file a petition to set aside a determination of paternity. The petition to set aside may be filed at any time, up to the child's eighteenth (18) birthday.

A petition to set aside a determination of paternity must be filed in the circuit court in the county having jurisdiction over the child support obligation and it must be served on the mother, legal guardian, or custodian. If the support order was established administratively, the petition must also be served on the Department of Revenue. If the mother, legal guardian, or custodian no longer resides in Florida, the petition may be filed in the circuit court in the county where the petitioner resides.

The petition must include:

- An affidavit from the petitioner affirming that newly discovered evidence relating to the paternity of a child has come to his knowledge since the entry of judgment;
- The results of scientific testing, generally accepted within the scientific community for showing a probability of paternity, administered within 90 days prior to the filing of such a petition, indicating that the male ordered to pay child support cannot be the father of the child for whom he is required to pay support or an affidavit from the petitioner stating he did not have access to the child to have the testing done; and
- An affidavit executed by the petitioner stating that he is current on all child support payments for the child whose paternity is in question or that he is substantially in compliance, with any delinquency being the result of an inability to pay.

The trial court must grant relief on a petition that complies with the above requirements if the court finds that all of the following have been met:

- Newly discovered evidence has come to the petitioner's knowledge since the initial paternity determination;
- The genetic test was properly conducted;
- The male is current on all child support payments for the child, or any delinquency in payments is the result of an inability to pay;
- The male ordered to pay child support has not adopted the child;
- The child was not conceived by artificial insemination while the child's mother and the male who is ordered to pay child support were married; and
- The male ordered to pay child support did not prevent the biological father of the child from asserting parental rights over the child.

The court shall not set aside the paternity determination or child support order if the male engaged in the following conduct after learning that he is not the biological father of the child:

- Married the child's mother and voluntarily assumed a parental obligation and duty to pay support;
- Acknowledged paternity of the child in a sworn statement;

- Consented to be named as the child's biological father on the child's birth certificate;
- Voluntarily promised in writing to support the child and was required to support the child based on that promise;
- Received and disregarded a written notice from any state agency or court instructing him to submit to genetic testing; or
- Signed a voluntary acknowledgement of paternity pursuant to section 742.10(4), Florida Statutes.

If the petitioner fails to make the showing required by this section, the court must deny the petition.

If the trial court grants relief, it must be limited to the issues of prospective child support payments and termination of parental rights, custody, and visitation rights. This section does not create a cause of action for the recovery of previously paid child support.

While the petition is pending, the duty to pay child support and other legal obligations for the child remain in effect and may not be suspended unless good cause is shown. The court may order child support payments to be held in the court registry until the final determination of paternity has been made.

If the genetic testing results are provided solely by the male ordered to pay child support, the court may, on its own motion, and must, on the motion of any party, order the child and the male to submit to genetic tests. This genetic testing must occur within 30 days of an order by the trial court.

Should the child's mother or the male ordered to pay child support willfully refuse to submit to genetic testing, or if either party, as custodian of the child, willfully fails to submit the child for testing, the court must issue an order granting relief on the petition against the party failing to submit to genetic testing. If a party shows good cause for failing to submit to genetic testing, the failure will not be considered willful.

The party requesting genetic testing must pay any fees charged for the tests. If the child's custodian receives services from an administrative agency providing enforcement of child support orders, the agency must pay the costs of genetic testing if it requests the test, and the agency may seek reimbursement for the fees from the person against whom the court assesses the costs of the action. If relief is not granted on a petition filed in accordance with this bill, the court must assess costs and attorney's fees against the petitioner.

The bill provides a process for issuing a new birth certificate if relief is granted on a filed petition. Granting a petition does not affect the legitimacy of a child born during a lawful marriage.

Finally, the bill repeals Rule 1.540, Florida Rules of Civil Procedure.

C. SECTION DIRECTORY:

Section 1 creates an unnumbered section establishing grounds by which a man required to pay child support as the father of a child may petition to set aside a determination of paternity. The bill may fit within Chapter 742, Determination of Parentage, Chapter 39, Proceedings Relating to Children, or another provision of Florida Statutes.

Section 2 repeals Rule 1.540, Florida Rules of Civil Procedure.

Section 3 provides an effective date of July 1, 2006, except that section 2 of this bill will take effect only if the bill is passed by two-thirds vote of the membership of each house of the Legislature.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

Unknown, but it appears that this bill may have a negative recurring fiscal impact on state revenues. See Fiscal Comments.

2. Expenditures:

Unknown, but it appears that this bill may have some impact on state government. See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

This bill may relieve a financial burden on men ordered to pay child support for children who are not their biological children. Additionally, this bill authorizes setting aside of paternity determinations and stopping prospective child support payments and the cessation of these payments will undoubtedly impact the child(ren) and the mothers. Finally, a child who is legally considered to be the "child" of a male is entitled to inheritance rights that would also be eliminated should a paternity judgment be set aside.

D. FISCAL COMMENTS:

This bill may have a fiscal impact on the Department of Revenue, as the department would no longer be able to seek reimbursement for services provided to the mother from the male formerly determined to be the father. This bill may have a fiscal impact on the Department of Revenue, as the department would expend resources to locate the "new" father if there is a judicial determination on a petition to set aside a paternity that the original male who was required to pay child support payments is not the "father" of the child(ren). Also, loss of child support payments to a mother and her child(ren) may result in that family having to receive public assistance.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill does not appear to require counties or municipalities to take an action requiring the expenditure of funds, reduce the authority that counties or municipalities have to raise revenue in the aggregate, nor reduce the percentage of state tax shared with counties or municipalities.

2. Other:

Separation of Powers

This bill might raise a separation of powers issue, because it allows for a petition to set aside a determination of paternity to be brought "at any time," although the procedural rules established by

the Supreme Court restrict challenges to final orders and judgments to one year from entry of the judgment or order, except in cases of fraud upon the court. This bill could raise a constitutional concern if it were considered a procedural rather than a substantive law, although it can be argued that this bill constitutes substantive law.³²

With respect to the separation of powers issue, several Supreme Court justices and appellate court judges have urged the Legislature to address paternity issues, although the courts' concern seems to focus on the paternity of children whose mothers are married to men who are not the biological fathers of their children.³³

In *Anderson*, the Florida Supreme Court noted that "this is another case requiring the Court to define the law regarding a child support obligation of a husband who is not the biological father of the child."³⁴ The supreme court upheld the trial court's determination that the father had not proven "by a preponderance of the evidence that he had been defrauded into believing that the minor child was his."³⁵ Justice Pariente dissented, stating that:

Cathy Anderson's unequivocal, affirmative response to Michael Anderson that the child was his constituted a misrepresentation under Florida Rule of Civil Procedure 1.540(b)(3) In light of this affirmative misrepresentation, it was error to refuse to set aside the final judgment of dissolution in this case based on his timely filed postjudgment motion.

. . . a father should be able to rely on the unequivocal, affirmative representations of his wife that he is the father of her child, and should not be obligated to request DNA testing during the divorce action to disprove this presumed fact.³⁶

In *D.F.*, where the supreme court held that a final judgment of dissolution of marriage establishing a child support obligation for a former husband is a final determination of paternity, subject to challenge only through rule 1.540, Justice Pariente concurred, stating:

I write separately to urge the Legislature to address the difficult issues raised in cases such as this one. Cases involving the rights and responsibilities of biological and non-biological parents are no doubt fraught with difficult social issues that translate into complicated legal issues. The legal problems that arise are not limited to the area of child support, but also may arise in the area of probate, wrongful death, adoption, and actions to terminate parental rights.³⁷

Finally, as mentioned above the Fourth District Court of Appeal, in *Parker*, stated, "the issue of paternity misrepresentation in marital dissolution proceedings is a matter of intrinsic fraud. It is not extrinsic fraud, or a fraud upon the court, that can form the basis for relief from judgment more than a year later. Any relevant policy considerations that would compel a different result are best addressed by the legislature."³⁸

³² Altenbernd, Quasi-Marital Children, 26 Fla. St. U. L. Rev. at 260-61 (noting that in a due process challenge, the Supreme Court has upheld a statute's conclusive presumption of fatherhood as a substantive rule of law supported by social policy concerns) (citing *Michael H. v. Gerald D.*, 491 U.S. 110 (1989)).

³³ *Anderson v. Anderson*, 845 So. 2d 870, 872-874 (2003)(Pariente, J., dissenting); *D.F.*, 823 So. 2d at 101-03 (Pariente, J., concurring); *Fla. Dep't of Revenue v. M.L.S.*, 756 So. 2d 125, 127-33 (Altenbernd, J., dissenting); *Lefler*, 722 So. 2d at 942-44 (Klein, J., specially concurring).

³⁴ *Anderson*, 845 So. 2d at 870.

³⁵ *Id.* at 871.

³⁶ *Id.* at 872-73.

³⁷ *D.F.*, 823 So. 2d at 101.

³⁸ *Parker*, 916 So. 2d at 934.

Due Process

The bill may infringe upon the child's due process rights by failing to provide the child with representation in a process which will significantly affect the child's legal rights and may leave him or her without a father and without financial support. A child has a constitutional due process right to retain his or her legitimacy if doing so is in the child's best interest.³⁹ The child has a strong interest in maintaining legitimacy and stability,⁴⁰ and the legal recognition of a biological father other than the legal father will affect the heretofore legal father's rights to the care, custody, and control of the child.⁴¹ Because the law does not recognize "dual fatherhood,"⁴² the entry of a judgment of paternity and, presumably, the entry of an order rescinding a determination of paternity, affects the legal rights of both the father and the child.⁴³

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

There is no provision in the bill for considering the best interests of the child, nor is there any requirement that the court consider appointing a guardian ad litem for the child.

Line 46 uses the term "cannot," in reference to results of paternity testing, yet it would appear that DNA testing is measured in terms of probability rather than such finite terms.

Line 103 use the term "disregarded" without providing a specific definition for the term or incorporating a timeframe which could be utilized to assist in defining the term.

Lines 141-143 state that "Nothing shall prevent the child from reestablishing paternity under s. 742.10, Florida Statutes." Children do not establish paternity; alleged fathers establish paternity for a child.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE & COMBINED BILL CHANGES

On February 22, 2006, the Future of Florida's Families Committee adopted a strike-all amendment to the bill. The amendment:

- Reflects the fact that some child support obligations are established administratively and requires that the Department of Revenue be noticed when petitions are filed in those cases;
- Relaxes the standard requiring the petitioner to be current in his child support to allow for substantial compliance with any delinquency being the result of the inability to pay;
- Removes the requirement that the mother of a child undergo genetic testing;
- Provides a process for issuing a new birth certificate if relief is granted under a petition;
- Provides that granting relief under a petition does not affect the legitimacy of a child born during a lawful marriage; and
- Provides that nothing precludes an individual from seeking relief from a final judgment, decree, or order of proceeding pursuant to Rule 1.540, Florida Rules of Civil Procedure, or from challenging a paternity determination pursuant to s. 742.10(4), Florida Statutes.

As amended, the bill was reported favorably as a committee substitute.

³⁹ *Dep't of Health & Rehab. Servs. v. Privette*, 716 So. 2d 305, 307 (Fla. 1993).

⁴⁰ *R.H.B. v. J.B.W.*, 826 So. 2d 346, 350 n.5 (Fla. 2d DCA 2002) (citation omitted).

⁴¹ *Dep't of Revenue v. Cummings*, 871 So. 2d 1055, 1060 (Fla. 2d DCA 2004).

⁴² *G.F.C. v. S.G.*, 686 So. 2d 1382, 1386 (Fla. 5th DCA 1997).

⁴³ See *Cummings*, 871 So. 2d at 1060.

On April 10, 2006, the Justice Council adopted 3 amendments to the bill. One amendment was grammatical in nature, and conformed the bill to the Senate version. The other two substantive amendments:

- Repealed Rule 1.540, Florida Rules of Civil Procedure.
- Provided that a petition to set aside a determination of paternity must be filed in the circuit court having jurisdiction over the child support obligation, and if the mother, legal guardian, or custodian no longer resides in Florida, the petition may be filed in the circuit court in the county where the petitioner resides.

The bill was then reported favorably with a committee substitute.