

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 1163 Adoption

SPONSOR(S): Health & Human Services Access Subcommittee; Adkins and others

TIED BILLS: None **IDEN./SIM. BILLS:** SB 1874

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Health & Human Services Access Subcommittee	14 Y, 1 N, As CS	Poche	Schoolfield
2) Civil Justice Subcommittee	15 Y, 0 N	Caridad	Bond
3) Appropriations Committee			
4) Health & Human Services Committee			

SUMMARY ANALYSIS

HB 1163 significantly revises current law relating to adoption. The bill:

- Clarifies the duties and obligations of adoption entities prior to and after taking custody of a surrendered newborn;
- Requires a newborn who tests positive for illicit or prescription drugs or alcohol to be placed with an adoption entity for the purposes of Florida's "Safe Haven" law for surrendered newborns;
- Prohibits the Department of Children and Families from taking custody of a surrendered newborn who tests positive for drugs or alcohol and has no other signs of abuse, except when reasonable efforts to contact an adoption entity to take custody of the child fail;
- Allows for judicial enforcement of a contact agreement between the adoptive parent and the adoptive child's birth parent, siblings or other relatives in certain circumstances;
- Revises the obligations and responsibilities of an unmarried biological father seeking to assert his parental rights with regard to his child;
- Amends the process for terminating parental rights;
- Outlines the duties of the court when considering a petition for termination of parental rights and, when the petition has been denied, providing for placement of the child;
- Adds guidelines to be considered by the court when approving a legal or other fee associated with an adoption in excess of \$5,000;
- Places restrictions on advertisements offering a minor for adoption or seeking a minor for adoption and establishes criminal penalties for violations of advertising restrictions;
- Provides that a person who knowingly publishes or assists in the publishing of an advertisement in violation of the bill's provisions commits a second degree misdemeanor and is subject to a fine of up to \$150 per day for each day the violation continues;
- Establishes elements of adoption deception by a birth mother, or woman holding herself out to be a birth mother, and strengthens criminal penalties for committing adoption deception;
- Provides that a person who commits adoption deception commits a second degree misdemeanor if the amount of money received was \$300 or less and a person who commits adoption deception with receipt of money totaling more than \$300 commits a third degree felony; and
- Clarifies the rights and obligations of a volunteer mother involved in a preplanned adoption agreement.

The bill does not appear to have a fiscal impact on state or local government.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Background

Adoption in Florida

Chapter 39, F.S., establishes legislative intent to provide for the care, safety, and protection of children in an environment that fosters healthy social, emotional, intellectual, and physical development; to recognize that most families desire to be competent caregivers and providers for their children; to ensure permanency for children within one year, and to ensure that the health and safety of children served shall be of paramount concern.¹ Chapter 39, F.S., provides the process and procedures for the following:

- Reporting child abuse and neglect;
- Protective investigations;
- Taking children into custody and shelter hearings;
- Petition, arraignment, adjudication, and disposition;
- Disposition;
- Post disposition change of custody;
- Case plans;
- Permanency;
- Judicial reviews; and
- Termination of parental rights.

Many of the provisions and time-frames in chapter 39, F.S., are required by federal law in order to be eligible for federal funding.²

Ch. 63, F.S., known as the Florida Adoption Act, applies to all adoptions, both public and private, involving the following entities:

- Department of Children and Families (DCF);
- Child-placing agencies licensed by DCF under s. 63.202;
- Child-caring agencies registered under s. 409.176;
- An attorney licensed to practice in Florida; or
- A child-placing agency licensed in another state which is qualified by DCF to place children in Florida.

The Legislature's intent is to provide stable and permanent homes for adoptive children in a prompt manner, to prevent the disruption of adoptive placement, and to hold parents accountable for meeting the needs of children.³ It is also the intent of the Legislature that in every adoption, the child's best interest should govern the court's determination in placement, with the court making specific findings as to those best interests.⁴ The Legislature also intends to protect and promote the well-being of the persons being adopted.⁵ Safeguards are established to ensure that that the minor is legally free for

¹ Section 39.001, F.S.

² Including, but not limited to, the Fostering Connections to Success and Increasing Adoptions Act (P.L. 110-351); the Keeping Children and Families Safe Act (P.L. 108-36); the Adoption and Safe Families Act (P.L. 105-89); the Child Abuse Prevention and Treatment Act (P.L. 93-247); and the Adoption Assistance and Child Welfare Act (P.L. 96-242).

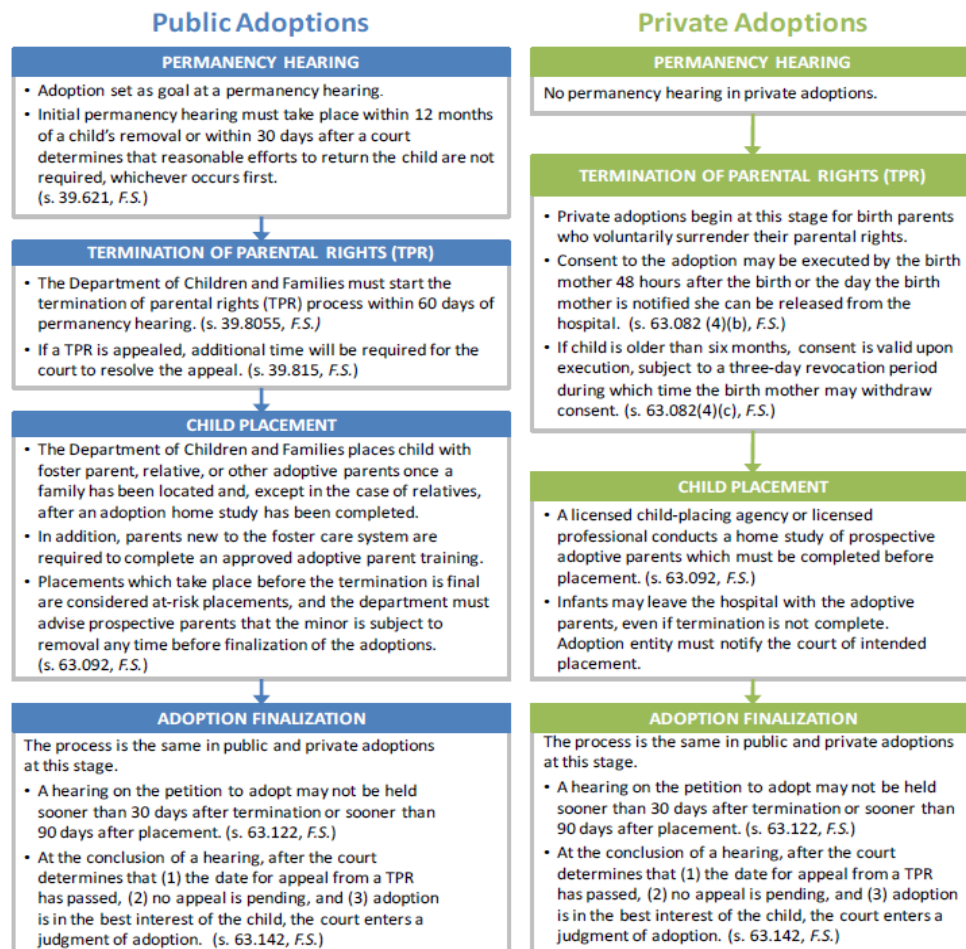
³ Section 63.022(1)(a), F.S.

⁴ Section 63.022(2), F.S.

⁵ Section 63.022(3), F.S.

adoption, that the required persons consent to the adoption, or that the parent-child relationship is terminated by judgment of the court.⁶

The process for public adoptions and private adoptions in Florida is summarized in the chart below⁷:



Source: The *Florida Statutes* and *Florida Administrative Code*.

Florida Adoption Statistics

For state fiscal year 2010-2011, 3,009 children were adopted in Florida.⁸ Over the last five years, nearly 17,000 children have been adopted out of Florida's child welfare system, while setting a record for the number of children adopted in two of the last five years.⁹ As a result of the improvement of adoption performance in the state, Florida has collected more than \$18 million in federal adoption incentive awards since 2009.¹⁰ Only Texas and Arizona have received more in adoption incentive awards during the same time period.¹¹

⁶ Section 63.022(4), F.S.

⁷ Office of Program Policy Analysis and Government Accountability, *Research Memorandum-Adoption Processes in Florida*, Dec. 8, 2011, page 3 (on file with the Health and Human Service Access Subcommittee).

⁸ Executive Office of the Governor, Office of Adoption and Child Protection, *Annual Report 2011*, December 30, 2011, page 59, available at www.flgov.com/wp-content/uploads/childadvocacy/oacp2011_annual_report.pdf (last accessed Jan. 28, 2012) (also on file with Health and Human Services Access Subcommittee).

⁹ *Id.* at page 6.

¹⁰ *Id.*

¹¹ *Id.* at page 57.

During the period of July 2010 through June 2011, of the children discharged from foster care to a finalized adoption, over 51 percent were discharged in less than 24 months from the date of the child's latest removal from home.¹² Of those children, the median length of stay in foster care was 20 months from the date of the latest removal from home to the date of discharge to adoption.¹³

Permanency

Chapter 39, F.S., provides that time is of the essence for permanency of children in the dependency system.¹⁴ A permanency hearing must be held no later than 12 months after the date the child was removed from the home or no later than 30 days after a court determines that reasonable efforts to return a child to either parent are not required, whichever occurs first.¹⁵ The purpose of the permanency hearing is to determine when the child will achieve the permanency goal or whether modifying the current goal is in the best interest of the child.¹⁶ A permanency hearing must be held at least every 12 months for any child who continues to receive supervision from the department or awaits adoption.¹⁷ Available permanency goals for children, listed in order of preference, are:

- Reunification;
- Adoption, if a petition for termination of parental rights has been or will be filed;
- Permanent guardianship of a dependent child under s. 39.6221, F.S.;
- Permanent placement with a fit and willing relative under s. 39.6231, F.S.; or
- Placement in another planned permanent living arrangement under s. 39.6241, F.S.¹⁸

Adoption via Dependency — Pre-Termination of Parental Rights

A birth parent may decide, as the dependency process unfolds but prior to the termination of their parental rights, to work with a private adoption entity¹⁹ to find a permanent home for their child. The Legislature supports cooperation between private adoption entities and DCF to find permanent placement options for children in the care of DCF when the birth parents wish to participate in a private adoption plan with a qualified family.²⁰ A private adoption entity may intervene in dependency proceedings when it obtains consents to adopt from the parents of a minor child in the custody of the department, prior to the termination of their parental rights.²¹ The adoption entity must provide the court with a preliminary home study of the prospective adoptive parents with whom the child will be placed.²² The court must then determine whether the prospective adoptive parents are properly qualified to adopt the child, and whether the adoption is in the child's best interest.²³ The law requires that the dependency court, in determining the best interest of the child prior to termination of parental rights, consider the birth parents' rights to determine an appropriate placement for their child, the permanency offered, the child's bonding with any potential adoptive home in which the child has been residing, and the importance of maintaining sibling relationships.²⁴

¹² *Id.* at page 55.

¹³ *Id.* at page 56.

¹⁴ Section 39.621(1), F.S.

¹⁵ *Id.*

¹⁶ *Id.*

¹⁷ *Id.*

¹⁸ Section 39.621(2), F.S.

¹⁹ Section 63.032(3), (6), (9), and (11), F.S.; "adoption entity" is defined as DCF, a licensed child-placing (adoption) agency, a registered or approved child-caring agency, or an attorney licensed in Florida who intends to place a child for adoption.

²⁰ Section 63.022(5), F.S.

²¹ Section 63.082(6)(b), F.S.

²² *Id.*

²³ Section 63.082(6)(c), F.S.

²⁴ Section 63.082(6)(d), F.S.

If the court decides that it is in the child's best interest, the dependency court will order the transfer of custody of the minor child to the prospective adoptive parent under the supervision of the adoption entity, who shall provide monthly reports to the department until the adoption is finalized.²⁵

Adoption via Dependency — Post-Termination of Parental Rights

The laws relating to protection of children who are abused, abandoned, or neglected are found primarily in Chapter 39, F.S. When a child is adjudicated dependent, DCF must ensure that the child has a plan which will lead to a permanent living arrangement.²⁶ If a child in foster care will not be reunited with a parent, the department will initiate a proceeding to terminate parental rights (TPR). Section 39.810, F.S., requires that the court must consider the "manifest best interests of the child" when determining whether to terminate a parent's right to their child, which includes an evaluation, among other factors, of:

- Suitable permanent relative custody arrangements;
- The ability of the birth parent(s) to provide for the material needs of the child;
- The ability of the birth parent(s) to care for the child's health, safety, and well-being upon the child's return home;
- The present and future needs of the child; and
- The love, affection and emotional ties between the child and his or her parent(s), siblings, or other relatives.

In making this determination, the statute prohibits the court from comparing the attributes of the parent(s) and anyone providing a present or potential placement for the child. If the court determines that it is in the manifest best interests of the child for his or her parent's rights to be terminated, then the TPR order is entered and the child is placed in the custody of DCF for permanent placement. The Legislature has determined that adoption is the primary permanency option.²⁷

Data for state fiscal year 2010-2011 show that more children who are becoming newly available for adoption are being found permanent adoptive homes within 12 months.²⁸ In fact, the majority of children adopted during the previous state fiscal year waited 12 months or less.²⁹

A parent has the right to appeal a judicial order terminating his or her parental rights. The chart below describes the stages involved in the process of appeal of termination of parental rights.³⁰ Each stage includes a timeline goal for completion of each stage in the process as established by the Florida Supreme Court. The median length of time for the process of appealing a termination of parental rights in Florida is 151 days.³¹

²⁵ Section 63.082(6)(c), F.S.

²⁶ See Part IX, Chapter 39, F.S.

²⁷ Section 39.621(6), F.S.

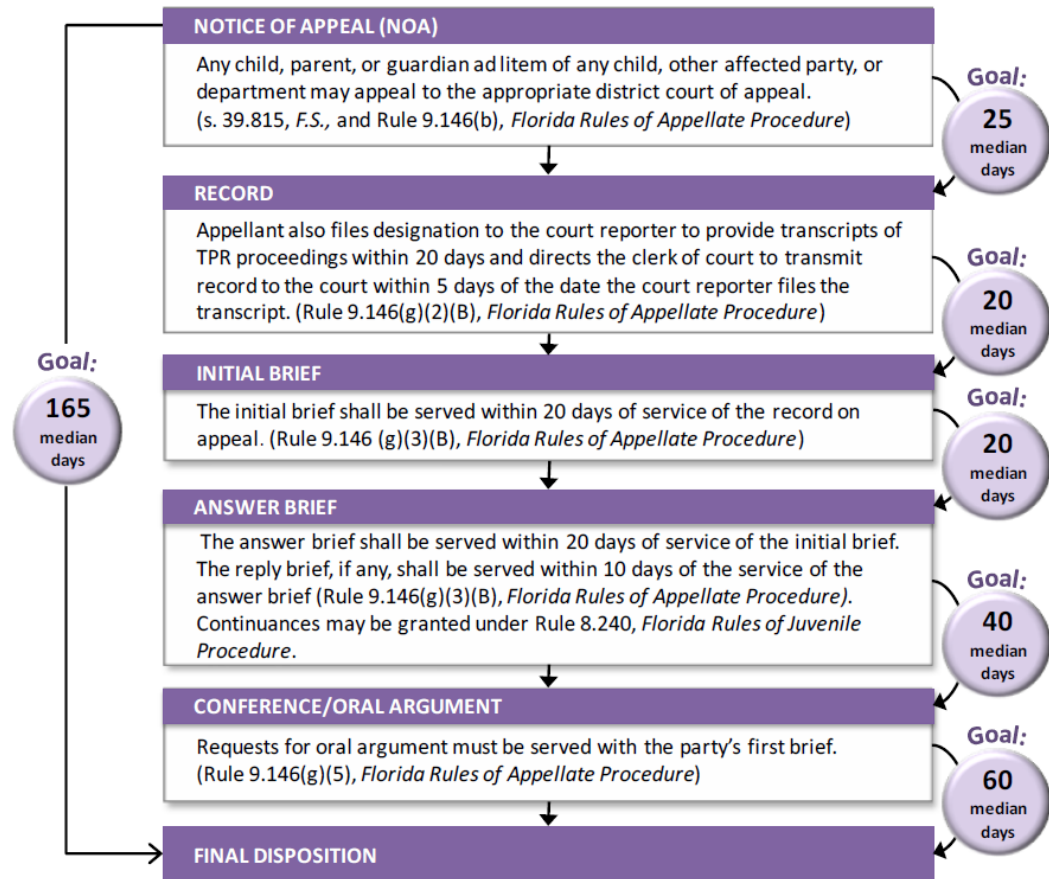
²⁸ See *supra* at FN 8, page 63.

²⁹ *Id.*; 66.63% of children adopted during this time period were waiting 12 months or less for finalization of adoption

³⁰ See *supra* at FN 8, page 5.

³¹ See *supra* at FN 8, page 1.

Stages in Appeals from Termination of Parental Rights (TPR)



Source: Florida Rules of Appellate Procedure and Florida State Court Commission on District Court of Appeal Performance and Accountability: [Report of the District Court of Appeal Performance and Accountability Commission on Delay in Child Dependency/Termination of Parental Rights Appeals](#), June 2006.

Diligent Search

When a child is removed from the physical custody of his or her parent or guardian, a diligent search must be initiated to identify and locate any absent parent.³² The diligent search must include, at a minimum:

- Inquiries of all relatives of the parent or prospective parent made known to DCF;
- Inquiries of all offices of program areas of the department likely to have information about the parent or prospective parent;
- Inquiries of other state and federal agencies likely to have information about the parent or prospective parent;
- Inquiries of appropriate utility and postal providers;
- A thorough search of at least one electronic database specifically designed for locating persons; and
- Inquiries of appropriate law enforcement agencies.³³

An affidavit of diligent search shall be included in the predisposition report.³⁴ Diligent search efforts shall continue until the department is released from any further search by the court.³⁵

³² Section 39.503(5), F.S.

³³ Section 39.503(6), F.S.

³⁴ Section 39.502(8), F.S.

³⁵ Section 39.502(9), F.S.

Prospective Adoptive Parents

DCF promulgated several administrative rules related to the recruitment, screening, application, and evaluation process of adoptive parents.³⁶ The rules outline a detailed evaluation of applicants, including a family preparation and study process.³⁷ Prospective adoptive parents are required to execute an adoption application – either DCF form CF-FSP 5071, which is incorporated by reference in DCF rules, or an adoption application in a format created by a community based care provider that contains “all of the elements of CF-FSP 5071.”³⁸ Form CF-FSP 5071 requests necessary identifying information from prospective adoptive parents, such as current and past residences, date of marriage, names and ages of other children in the home, religious affiliation, interests, employment, financial status, life history (including medical history), and references. A check of the Florida Abuse Hotline Information System must be conducted on all adoptive applicants.³⁹ Lastly, criminal background checks through local, state, and federal law enforcement agencies will be conducted on all individuals 12 years old and older who reside in the prospective adoptive home.⁴⁰

Preliminary Home Study and Final Home Investigation

A preliminary home study to determine the suitability of the intended adoptive parents is required prior to placing the minor into an intended home, and may be completed prior to identifying a prospective adoptive minor.⁴¹ The preliminary home study must be performed by a licensed child-placing agency, a registered child-caring agency, a licensed professional, or an agency described in s.61.20(2), F.S.⁴² The preliminary home study must include, at a minimum, the following:

- Interview with the intended adoptive parents;
- Records checks of DCF’s central abuse hotline;
- Criminal history check through FDLE and FBI;
- Assessment of the physical environment of the home;
- Determination of the financial security of the intended adoptive parents;
- Proof of adoptive parent counseling and education;
- Proof that information on adoption and the adoption process has been provided;
- Proof that information on support services available has been provided; and
- Copy of each signed acknowledgement of receipt of adoption entity disclosure forms.⁴³

A favorable home study is valid for one year after the date of its completion.⁴⁴ Following a favorable preliminary home study, a minor may be placed in the home pending entry of the judgment of adoption by the court. If the home study is unfavorable, placement shall not occur and the adoption entity, within 20 days of receiving the written recommendation, may petition the court to determine the suitability of adoption.⁴⁵

In order to ascertain whether the adoptive home is a suitable home for the minor and is in the best interest of the child, a final home investigation must be conducted before the adoption is concluded.

³⁶ Rules 65C-16.001 through 65C-16.007, F.A.C.

³⁷ Rule 65C-16.005(4), F.A.C.

³⁸ Rule 65C-16.004(5), F.A.C.; the DCF adoption form is CF-FSP 5071 and can be found on the department’s website at <http://www.dcf.state.fl.us/DCFForms/Search/DCFFormSearch.aspx> (type in “CF-FSP 5071” in the Form Number field) (last visited on Jan. 19, 2012).

³⁹ Rule 65C-16.007(1), F.A.C.

⁴⁰ Rule 65C-16.007(2), F.S.

⁴¹ Section 63.092(3), F.S.; unless good cause is shown, a home study is not required for adult adoptions of when the petitioner for adoption is a stepparent or a relative.

⁴² *Id.*; DCF performs the preliminary home study if there are no such entities in the county where the prospective adoptive parents reside.

⁴³ *Id.*

⁴⁴ *Id.*

⁴⁵ *Id.*

The investigation is conducted in the same manner as the preliminary home study.⁴⁶ Within 90 days after placement of the child, a written report of the final home investigation must be filed with the court and provided to the petitioner.⁴⁷ The report must contain an evaluation of the placement with a recommendation on the granting of the petition for adoption.⁴⁸ The final home investigation must include:

- Information from preliminary home study;
- Following the minor's placement, two scheduled visits with the minor and the minor's adoptive parent or parents. One visit must be in the home to determine suitability of the placement;
- Family social and medical history; and
- Other information relevant to suitability of placement Information required by rules promulgated by DCF.⁴⁹

"Safe Haven" Law- Abandonment of Newborns

Florida passed legislation providing for the safe abandonment of a newborn, in 2000.⁵⁰ The law provides that a parent may safely abandon an infant at a fire station, EMS station, or hospital emergency room within 3 days of birth.⁵¹ The receiving entity must provide any necessary emergency care, and then transfer the infant to a hospital for any further treatment.⁵² Infants admitted to a hospital under the safe abandonment law are presumed eligible for Medicaid coverage.⁵³ The hospital then transfers the child to a licensed child-placing agency.⁵⁴

The child-placing agency is required to request assistance from law enforcement within 24 hours of receiving the infant, to determine whether the child is a missing child.⁵⁵ The licensed child-placing agency seeks emergency custody via court order, and may place the child with court-approved prospective adoptive parents who become the infant's guardians pending termination of parental rights and final adoption.⁵⁶ The infant's parent may make a claim of parental rights to the court or to the entity having custody of the child at any time before the termination of parental rights.⁵⁷ Parenthood may be determined by scientific testing, if ordered by the court.⁵⁸

Safe haven abandonment pursuant to s. 383.50, F.S., does not constitute abuse or neglect, and a child safely abandoned under this statute is not deemed abandoned for purposes of reporting and investigation requirements of chapter 39 governing abuse, neglect and abandonment. Similarly, criminal investigation of a safe abandonment under this statute is prohibited, unless there is actual or suspected child abuse or neglect. A parent who abandons a child has the "absolute right to remain anonymous", and the statute prohibits pursuit of the parent.⁵⁹ In addition, the statute establishes a presumption that the abandoning parent consented to termination of parental rights.⁶⁰ A parent may rebut that presumption by making a claim for parental rights prior to termination.

⁴⁶ Section 63.125(1), F.S.

⁴⁷ Section 63.125(2), F.S.

⁴⁸ Section 63.125(3), F.S.

⁴⁹ Section 63.125(5), F.S.

⁵⁰ Ch. 2000-188, L.O.F.

⁵¹ Section 383.50(1), F.S.

⁵² Section 383.50(3), F.S.

⁵³ Section 383.50(8), F.S.

⁵⁴ Section 383.50(7), F.S.

⁵⁵ Section 63.0423(3), F.S.

⁵⁶ Section 63.0423(2), F.S.

⁵⁷ Section 63.0423(6) and (7), F.S.

⁵⁸ Section 63.0423(7), F.S.

⁵⁹ Section 383.50(5), F.S.

⁶⁰ Section 383.50(2), F.S.

Effect of Proposed Changes

The bill amends many provisions of chapter 63, F.S., relating to adoption.

The bill amends the definition of “abandoned”, found in s. 63.032(1), F.S. Currently, a child is considered abandoned if the parent or person having legal custody makes no provision for support of the child and makes little or no effort to communicate with the child. The bill changes the definition of abandoned to mean a parent or person having legal custody who makes little or no provision for support of the child or who makes little or no effort to communicate with the child. The bill eases the criteria for considering a child to be abandoned and trigger the permanent placement process.

The bill exempts from the definition of “parent”, found in s. 63.032(12), F.S., a gestational surrogate as defined in s. 742.13, F.S.⁶¹

The bill clarifies the definition of “unmarried biological father”, found in s. 63.032(19), F.S., to mean, in part, the child’s biological father who is not married to the child’s mother at the time of conception or on the date of the birth of the child. Current law is vague regarding the definition of an unmarried biological father as related to the timing of the birth of the child.

Section 1

The bill updates Legislative intent to reflect contents of the bill.

Section 2

The bill provides clarifications to the definitions of “abandoned” and “parent.”

Section 3

The bill exempts adoption proceedings initiated under chapter 39, F.S., from the requirement that a search of the Florida Putative Father Registry be conducted, as provided in s. 63.054(7), F.S., if a search of the Registry was previously completed and documentation of the search is contained in the proceeding case file. The exemption may create inconsistency in the application of the statute. It may also provide for a legal challenge to an order terminating parental rights by a father in the case where a father has registered but was not provided notice of the hearing on termination of parental rights because a search of the registry was not completed.

Section 4

The bill requires all adoptions of minor children to use an adoption entity⁶² which will assume the responsibilities provided in s. 63.039, F.S., which outlines the duties owed to prospective adoptive parents and provides for sanctions. Adoption by a relative or stepparent does not require the use of an adoption entity under this provision.

Section 5

The bill deletes reference to “the other” spouse, found in s. 63.042(2)(c), F.S., and replaces it with “his or her”.

⁶¹ Section 742.13(5), F.S., defines “gestational surrogate” as a woman who contracts to become pregnant by means of assisted reproductive technology without the use of an egg from her body.

⁶² Section 63.032(3), F.S., defines “adoption entity” as DCF; a child-caring agency licensed under s. 409.176; an intermediary, such as a Florida licensed attorney; or an out-of-state child-placing agency licensed by DCF to place children within the state.

Section 6

The bill provides that, upon entry of a final judgment terminating parental rights, an adoption entity that takes physical custody of an infant assumes responsibility for medical and other costs associated with emergency care and treatment of the infant from the time the entity takes custody of the infant. The bill specifies that the adoption entity does not inherit financial responsibility for care and treatment that was provided to the infant prior to the entity taking physical custody of the infant.

The bill proposes that an infant who tests positive for illegal or narcotic prescription drugs or alcohol, but shows no other signs of abuse or neglect, shall be placed with an adoption entity pursuant to s. 383.50, F.S.,⁶³ and s. 63.0423, F.S., which outlines procedures for handling surrendered newborns. The bill further provides that if DCF is contacted regarding a surrendered newborn under this section of law, the department may only provide instruction on contacting an adoption entity to take custody of the child. DCF may not take custody of the surrendered newborn unless reasonable efforts to contact an adoption entity to take custody of the child fail. This provision of the bill attempts to place a specific category of newborns, those testing positive for drugs or alcohol, in the private adoption process to allow for speedier placement in a qualified, permanent arrangement. The change would require persons receiving surrendered infants to make a determination that there are no signs of child abuse and neglect without a referral to the abuse hotline or DCF investigation. This provision of the bill does not prevent DCF from conducting its investigatory duties.

The bill prohibits the court from ordering scientific testing to determine paternity or maternity of a minor child until the court determines that a prior order terminating parental rights is voidable pursuant to s. 63.0423(9)(a), F.S. All parties can agree that such testing to determine paternity or maternity is in the best interests of the child, at which point the court may order such testing.

Section 7

Current law entitles a grandparent to receive notice from an adoption entity of a hearing on a petition for termination of parental rights pending adoption if a child has lived with the grandparent for at least six months within the 24 months immediately preceding the date of filing the petition.

The bill requires the period of residence with the grandparent to be continuous in nature. This may create an issue of interpretation for the court regarding the meaning of continuity and whether de minimus absences from the home by the child or grandparent break the continuous requirement. If so, extremely short, temporary absences of one night or weekend may operate to waive the right of a grandparent to receive notice of hearing on a petition for termination of parental rights.

Section 8

The bill changes the title of s. 63.0427, F.S., from “Adopted minor’s right to continued communication or contact with siblings and other relatives” to “Agreements for continued communication or contact between adopted child and siblings, parents, and other relatives”. The bill prohibits the court from increasing contact between an adopted child and siblings, birth parents, or other relatives without the consent of the adoptive parent or parents. The court may reduce such contact between the parties without the consent of the adoptive parent or parents.

The bill permits prospective adoptive parents to enter into an agreement allowing contact between the child to be adopted and the birth parent, other relative, or previous foster parent. Contact may take the form of visits, telephone calls, written correspondence, exchange of photographs, and other similar kinds of contact. An agreement establishing contact is enforceable by a court only if:

- The agreement is in writing and was submitted to the court;
- The adoptive parents have agreed to the terms of the contact agreement;
- The court determines that contact is in the best interests of the child; and

⁶³ Section 383.50, F.S., is Florida’s “safe haven” law for newborns.

- The child, if 12 years of age or older, has agreed to the contact agreement

Any dispute regarding the contact agreement or any breach of the agreement does not affect the validity or finality of the adoption. The adoptive parent can terminate the contact agreement if he or she reasonable believes further contact to be detrimental to the best interests of the child. To terminate a contact agreement, an adoptive parent must file a notice of intent to terminate the agreement, which includes the reasons for termination, with the court that approved the agreement and with any party to the agreement. If appropriate, the bill allows the court to order the parties to mediation to resolve the issues associated with the contact agreement. The bill requires the mediation to be conducted pursuant to the provisions of s. 61.183, F.S., which, in part, requires the mediation to be conducted by a mediator certified by the Florida Supreme Court. The bill also requires the petitioner for dissolution of the contact agreement to pay for the mediation. Lastly, the bill provides for an enforceable contact agreement even if the agreement does not disclose the identity of the parties or if identifying information is redacted from the agreement.

Section 9

In circumstances where an intermediary (attorney) has taken custody of a minor who has been voluntarily surrendered through execution of a consent to adoption, the intermediary is responsible for the minor until the court orders preliminary approval of placement in a prospective adoptive home. The intermediary retains the right to remove the minor from the prospective adoptive home if the intermediary deems removal to be in the best interests of the child. The bill prohibits the intermediary from removing a child without a court order unless the child is in danger of imminent harm. The bill also clarifies that the intermediary does become responsible for payment of the minor's medical bills that were incurred prior to taking physical custody after the execution of adoption consents.

The bill requires that prospective adoptive parents receive a completed and approved favorable preliminary home study within one year before placement of a minor child in the prospective. Current law does not specify that the favorable preliminary home study be completed and approved with the applicable time period. The bill requires that, in the case where a suitable prospective adoptive home is not available, the minor must be placed in a licensed foster care home, with a home-study approved person or family, or with a relative until a suitable prospective adoptive home becomes available. Current law does not specify that the foster home be licensed and does not provide the option for placement with a person or family that has been home-study-approved.

Sections 10 and 11

The bill requires strict compliance with the provisions of chapter 63, F.S., by an unmarried biological father in order to retain the rights afforded to him under applicable law. The bill provides that a registrant who files a claim of paternity form with the Office of Vital Statistics expressly consents to submit to and pay for DNA testing upon the request of any party. Current law does not require the registrant to pay for DNA testing.

Section 12

Current law requires notice of proceedings to terminate parental rights to be served on the father of the minor if one of several elements is met.

The bill adds, as an element to require notice to be served, the fact that the father is listed on the child's birth certificate before the date a petition for termination of parental rights is filed. The bill requires the status of the father to be determined at the time the petition for termination of parental rights is filed. This status may not be modified with regard to the father's rights or obligations by any acts that occur after the petition has been filed. Case law allows the father's status, and thereby his rights and responsibilities, to be reassessed following marriage to the birth mother subsequent to the entry of judgment of termination of parental rights.⁶⁴ The bill allows for the father's rights and obligations to be

⁶⁴ See *D. and L.P. v. C.L.G. and A.R.L.*, 37 So.3d 897 (Fla. 1st DCA 2010).

modified or altered if the judgment terminating parental rights is voided due to the fact that, at the time the petition was filed, the father relied on false information provided a person in such a manner that, if he was provided with truthful information, his actions would have resulted in a different determination of status.

The bill provides that, in order to demonstrate a full commitment to the responsibilities of parenthood, an unmarried biological father must provide reasonable and regular financial support. The bill does not define "reasonable and regular". The bill states that an unmarried biological father retains the responsibility to provide financial assistance to the birth mother during pregnancy and to the child following birth regardless of whether the birth mother and child are receiving financial support from an adoption entity, prospective adoptive parent, or third party. In addition, the fact that the birth mother and child are receiving support from other sources does not excuse the father's duty to provide support. Merely expressing a desire to fulfill responsibilities towards his child does not satisfy the obligations of the father outlined in s. 63.062, F.S.

The bill requires an adoption entity to serve notice of an intended adoption plan on any known and locatable unmarried biological father who is identified to the entity by the birth mother at the time she signs her consent to adoption only if the child is 6 months old or less at the time the consent is executed. Current law does not specify an age limitation for the child in relation to service of notice of intended adoption plan. Service of notice is not required if, among other circumstances, the child is more than 6 months old at the time the birth mother executes the consent to adoption. It is unclear why 6 months was determined to be the age that triggered the notice requirement for intended adoption plans.

The bill specifies that an affidavit of nonpaternity is sufficient to waive notice of all court proceedings after execution if it contains a denial of parental obligations. It is not necessary that the affidavit include a denial of biological relationship to the child. The affidavit has the effect of indicating that, while the affiant may be the biological father of the child, the affiant has no intention of participating in the parenting of the child and is willfully surrendering his parental rights related to the child.

Section 13

The bill makes a grammatical change in term from "interest" to "interests".

Section 14

Current law states that the notice and consent provisions of ch. 63, F.S., as they relate to the father of a child, do not apply in cases where the child is conceived as a result of a violation of a criminal law of Florida, another state or another country. The bill adds that a criminal conviction is not necessary for a court to find that a child was conceived as a result of a violation of a criminal law of Florida, another state or another country.

Following execution of a consent to adoption by a parent or parents, as required by law, the bill directs the court to permit an adoption entity to intervene in a dependency hearing held pursuant to chapter 39, F.S. Current law provides the court discretion ("may") on allowing an adoption entity to intervene. Upon intervention, the bill directs the court to immediately hold a hearing to determine if the adoption entity submitted the proper documents to be allowed to intervene and, if so, if a change of placement of the child is appropriate. Among the documents to be submitted is a preliminary home study. The bill provides that, unless the court is concerned about the completeness of the home study submitted by the adoption entity or is concerned about the qualifications of the individual who conducted the home study, another study to be completed by DCF is not necessary.

The bill does not allow a parent whose consent to adoption has been revoked or set aside to use any other consents executed by the other parent or an applicable third party to affect the rights and obligations of the other parent or applicable third party.

Section 15

The bill provides that a consent to adoption of a child 6 months of age or older may be revoked up to three business days after it was signed. Current law provides merely a three day revocation period.

Section 16

Under s. 63.087(6), F.S., an answer or pleading in response to a petition to terminate parental rights pending adoption must be filed. Current law provides that failure to appear at the hearing on the petition is grounds upon which the court may terminate parental rights. The bill specifies that failure to “personally” appear at the hearing constitutes grounds for terminating parental rights.

Section 17

The bill provides a cross-reference to a newly created paragraph.

Section 18

If the court does not find clear and convincing evidence sufficient to enter a judgment terminating parental rights, the court must dismiss the petition and the parent or parents whose rights were sought to be terminated retain all rights in full force and effect. The court is required to enter an order based on written findings providing for the placement of the minor when the petition is dismissed. The bill prohibits the court from making permanent custody decisions between competing parties at the time the petition for termination of parental rights is dismissed. Instead, the court shall return the child to the parent or guardian who had physical custody of the child at the time of placement for adoption unless the court determines it is not in the best interests of the child or it is not an available option. The bill prevents the court from changing the placement of a child who has established a bonded relationship with the caregiver without a reasonable transition plan. The court may order the parties to work with a qualified professional in a reunification or unification plan to assist the child in this transition.

Current law permits the court to order scientific testing to determine the paternity of a minor at any time when the court has jurisdiction over the minor.

The bill permits the court to order scientific testing to determine paternity only if the court determines that the consent of the father is necessary, unless all parties agree that knowledge of paternity of the child is in the best interest of the child. The bill also prohibits the court from ordering scientific testing of paternity of an unmarried biological father where the minor has a father whose rights have not been terminated.

A parent whose rights have been terminated may file a motion for relief from judgment terminating parental rights. Within 30 days of filing of the motion, the court must conduct a preliminary hearing to determine what contact, if any, is permitted between the child and the parent seeking relief. Contact can only be considered if it was requested by the parent who attended the preliminary hearing.

The bill provides that contact may not be awarded unless the parent had a previous bonded relationship with the child and the parent has pled a legitimate legal basis and established a prima facie case for setting aside the judgment terminating rights. The bill requires the court to determine if the pleading seeking relief asserts sufficient facts on its face as to lead the court to grant the relief requested. Again, the bill does not define or further clarify the term “bonded relationship”.

Section 19

Current law requires a copy of a completed home study be given to the intended adoptive parents who were the subject of the home study. The bill requires that the home study be signed by the person or entity that completed the home study. The bill also makes a minor change in language usage that does not have a substantive affect on the law.

Section 20

The bill amends s. 63.097, F.S., regarding fees associated with adoptions. Current law requires that the court approve all legal or other fees that exceed \$5,000 in connection with an adoption. The bill provides guidelines for judges to consider when determining the reasonableness of a fee. The guidelines are taken from Rule 4-1.5 of the Rules Regulating Professional Conduct established by The Florida Bar, the regulating authority for attorneys in the state. The guidelines to be used are:

- The time and labor required, the novelty and difficulty of the question involved, and the skill required to perform the legal service properly;
- The likelihood, if apparent to the client, that the acceptance of the particular case will preclude the attorney from accepting other employment;
- The fee customarily charged in the community for similar legal services;
- The amount involved in the case, the responsibility involved in the representation of the claimant, and the result obtained;
- The time limitations imposed by the case or the client and any additional or special time demands made of the attorney by the client;
- The expertise, reputation, diligence, and ability of the attorney performing the service and the skill, expertise, and efficiency of effort in the actual provision of the legal service; and
- Whether the fee is fixed or contingent on the recovery or outcome of the case.

Section 21

Current law allows only the clerk of court to transmit to the state registrar of vital statistics a certificate containing information necessary for issuance of new birth record within 30 days of entry of judgment of adoption. The bill allows the adoption entity involved in the adoption to also transmit the certificate to the state registrar.

Section 22

Current law allows an adult adoptee to petition the court to appoint an intermediary or licensed child-placing agency to contact a birth parent who has not registered with the adoption registry pursuant to s. 63.165, F.S., and advise them of the availability of same. The bill allows a birth parent to go through the same process to contact an adult adoptee and advise both the adult adoptee and the birth parent that the one or both parties is seeking to contact the other and of the availability of an intermediary or agency to facilitate contact.

Section 23

The bill requires the state adoption information center, established under s. 63.167, F.S., to provide contact information for all adoption entities in a caller's county or, if there are no adoption entities in the caller's area, the contact information for the nearest adoption entity to the caller, when asked for a referral to make an adoption plan. The bill also requires the information center to rotate the order in which names of adoption entities are provided to callers.

Section 24

The bill makes it unlawful for a person to assist an unlicensed person or entity in publishing or broadcasting an advertisement making a minor available for adoption or seeking a minor for adoption without including a Florida license number of the agency or attorney placing the advertisement. The bill allows only a Florida licensed attorney or a Florida licensed adoption entity to place a paid advertisement in a telephone book, including the attorney or entity phone number, that a child is available for adoption or a child is sought for adoption. This provision will prevent an attorney or adoption entity licensed in another state or country from advertising or broadcasting an offer of a child for adoption or soliciting a child from within the state for adoption.

The bill requires a person who publishes a telephone directory for distribution in Florida to include, in all adoption advertisements, a statement that only licensed Florida attorneys or adoption entities may place advertisements offering or seeking minors for adoption. The bill requires the telephone directory publisher to include the appropriate Florida Bar number or Florida license number of the attorney or entity placing the advertisement in the advertisement itself. A person who knowingly publishes or assists in the publishing of an advertisement in violation of these provisions commits a second degree misdemeanor⁶⁵ and is subject to a fine of up to \$150 per day for each day the violation continues. This provision requires the telephone directory publisher to ensure that only a Florida licensed attorney or adoption entity places an advertisement relating to adoption and to exclude all other attorneys or entities from advertising in the directory.

A birth mother, or a woman holding herself out to be a birth mother, who solicits and receives payment of adoption-related expenses in connection with an adoption plan commits adoption deception if:

- The birth mother, or woman holding herself out to be a birth mother, knew or should have known she was not pregnant at the time she sought or accepted funds for adoption-related expenses;
- The birth mother, or woman holding herself out to be a birth mother, accepts living expenses from a prospective adoptive parent or adoption entity without disclosing that she is receiving living expenses from another prospective adoptive parent or adoption entity at the same time in an effort to secure the child for adoption; or
- The birth mother, or woman holding herself out to be a birth mother, makes false representations to induce payment of living expenses and does not intend to offer the child for the adoption.

It is not clear how the intent of the birth mother in this situation would be determined. The intent element of the crime of adoption deception established by the bill may present a difficult proof problem for prosecutors.

A person who commits adoption deception commits a second degree misdemeanor if the amount of money received was \$300 or less.⁶⁶ The bill makes adoption deception with receipt of money totaling more than \$300 a third degree felony.⁶⁷ A person who commits adoption deception is also liable for damages as a result of acts or omissions, including reasonable attorney fees and costs incurred by the adoption entity or the prospective adoptive parent.

Section 25

Under s. 63.213, F.S., relating to preplanned adoption agreements, the bill clarifies that the agreement in no way constitutes consent of the mother to place her biological child for adoption until 48 hours after the birth of the child. The bill states that the right to rescind consent within this time period only applies when the child is genetically related to the mother. The bill further specifies that certain provisions of the section apply only if the child is genetically related to the mother. Lastly, for purposes of this section, the definition of "child" is revised to mean a child or children conceived through a fertility technique. Current law refers only to a child or children conceived through an insemination, which does not account for improvements in medical technology that may allow for conception of a child in a manner other than insemination.

⁶⁵ The maximum penalty for a second degree misdemeanor is a fine not exceeding \$500 and a term of imprisonment not exceeding 60 days.

⁶⁶ The thresholds for differing degrees of theft can be found in s. 812.014, F.S.

⁶⁷ A third degree felony is punishable by a fine not exceeding \$5,000 or a term of imprisonment not exceeding 5 years. If the offender is determined by the court to be a habitual offender, the term of imprisonment shall not exceed 10 years. Sections 775.082, 775.083, 775.084, F.S.

Section 26

The bill confirms that any adoption made before July 1, 2012, the effective date of the bill, are valid. Any proceedings that are pending as of that date, or any amendments to proceedings pending on that date that are subsequently entered, are not affected by the change in law, unless the amendment is designated a remedial provision.

Section 27

The bill amends s. 63.2325, F.S., to make technical changes, replacing the term “revocation” with “invalidation” and replacing the term “withdrawal of” with “revocation”. The changes are made to make the statute internally consistent.

Section 28

The bill provides an effective date of July 1, 2012.

General

The bill deletes several references to a “licensed child-placing agency” throughout ch. 63, F.S., and replaces it with “adoption entity”. The bill adds the term “licensed child-placing agency” to the definition of “adoption entity” for purposes of chapter 63, F.S. The definition of “adoption entity” is consistent across chapter 39, F.S., and chapter 63, F.S., by adding “licensed child-placing agency” to the definition. The bill also changes many references to the child’s best “interest” throughout chapter 63, F.S., to the child’s best “interests” to reflect consistency in statute with applicable case law.

B. SECTION DIRECTORY:

Section 1 amends s. 63.022, F.S., relating to legislative intent.

Section 2 amends s. 63.032, F.S., relating to definitions.

Section 3 amends s. 63.037, F.S., relating to proceedings applicable to cases resulting from a termination of parental rights under chapter 39.

Section 4 amends s. 63.039, F.S., relating to duty of adoption entity to prospective adoptive parents; sanctions.

Section 5 amends s. 63.042, F.S., relating to who may be adopted; who may adopt.

Section 6 amends s. 63.0423, F.S., relating to procedures with respect to surrendered infants.

Section 7 amends s. 63.0425, F.S., relating to grandparent’s right to notice.

Section 8 amends s. 63.0427, F.S., relating to adopted minor’s right to continued communication or contact with siblings and other relatives.

Section 9 amends s. 63.052, F.S., relating to guardians designated; proof of commitment.

Section 10 amends s. 63.053, F.S., relating to rights and responsibilities of an unmarried biological father; legislative findings.

Section 11 amends s. 63.054, F.S., relating to actions required by an unmarried biological father to establish parental rights; Florida Putative Father Registry.

Section 12 amends s. 63.062, F.S., relating to persons required to consent to adoption; affidavit of nonpaternity; waiver of venue.

Section 13 amends s. 63.063, F.S., relating to responsibility of parents for actions; fraud or misrepresentation; contesting termination of parental rights and adoption.

Section 14 amends s. 63.082, F.S., relating to execution of consent to adoption or affidavit of nonpaternity; family social and medical history; withdrawal of consent.

Section 15 amends s. 63.085, F.S., relating to disclosure by adoption entity.

Section 16 amends s. 63.087, F.S., relating to proceeding to terminate parental rights pending adoption; general provisions.

Section 17 amends s. 63.088, F.S., relating to proceeding to terminate parental rights pending adoption; notice and service; diligent search.

Section 18 amends s. 63.089, F.S., relating to proceeding to terminate parental rights pending adoption; hearing; grounds; dismissal of petition; judgment.

Section 19 amends s. 63.092, F.S., relating to report to the court of intended placement by an adoption entity; at-risk placement; preliminary study.

Section 20 amends s. 63.097, F.S., relating to fees.

Section 21 amends s. 63.152, F.S., relating to application for new birth record.

Section 22 amends s. 63.162, F.S., relating to hearings and records in adoption proceedings.

Section 23 amends s. 63.167, F.S., relating to state adoption information center.

Section 24 amends s. 63.212, F.S., relating to prohibited acts; penalties for violation.

Section 25 amends s. 63.213, F.S., relating to preplanned adoption agreement.

Section 26 amends s. 63.222, F.S., relating to effect on prior adoption proceedings.

Section 27 amends s. 63.2325, F.S., relating to conditions for revocation of a consent to adoption or affidavit of nonpaternity.

Section 28 provides an effective date of July 1, 2012.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

The bill does not appear to have any impact on state revenues.

2. Expenditures:

The provisions of the bill are designed to steer more surrendered newborns to the private adoption process and avoid the dependency process outlined in ch. 39, F.S. To the extent that the provisions accomplish that goal, the resources maintained by DCF for the purpose of the dependency process will be retained by the department. The provisions of the bill could positively

impact the number of hours worked by DCF staff and investigators in opening and investigating cases. Also, the foster care system will have fewer children to care for, lessening the amount of money used to care for minors in the system.

The court system may see an increase in the number of petitions for termination of parental rights and the number of cases presented for finalization of adoption as more children are placed within the private adoption process.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

The bill does not appear to have any impact on local government revenues.

2. Expenditures:

The bill does not appear to have any impact on local government expenditures.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Private adoption entities will realize an increase in the number of children placed in the private adoption process.

D. FISCAL COMMENTS:

None.

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:

The bill prohibits adoption entities located outside Florida from advertising or offering a minor for adoption or seeking a minor for adoption and establishes criminal penalties for violations of advertising restrictions.

The United States Supreme Court describes the Commerce Clause as follows:

The Commerce Clause and its nexus requirement are informed not so much by concerns about fairness for the individual defendant as by structural concerns about the effects of state regulation on the national economy. Under the Articles of Confederation, state taxes and duties hindered and suppressed interstate commerce; the Framers intended the Commerce Clause as a cure for these structural ills. It is in this light that we have interpreted the negative implication of the Commerce Clause.

Quill Corp. v. North Dakota, 504 U.S. 298, 312 (1992) (internal citations omitted).

Dormant commerce clause analysis is a part of Commerce Clause analysis. The dormant commerce clause is the theory that, where Congress has not acted to regulate or deregulate a specific form of

commerce between the states, it is presumed that Congress would prohibit unreasonable restrictions upon that form of interstate commerce.⁶⁸

Dormant Commerce Clause doctrine distinguishes between state regulations that "affirmatively discriminate" against interstate commerce and evenhanded regulations that "burden interstate transactions only incidentally." *Maine v. Taylor*, 477 U.S. 131, 138 (1986). Regulations that "clearly discriminate against interstate commerce [are] virtually invalid per se," *National Electric Manufacturers Association v. Sorrell*, 272 F.3d 104, 108 (2d Cir.2001), while those that incidentally burden interstate commerce will be struck down only if "the burden imposed on such commerce is clearly excessive in relation to the putative local benefits," *Pike v. Bruce Church, Inc.*, 397 U.S. 137, 142 (1970).

State regulations may burden interstate commerce "when a statute (i) shifts the costs of regulation onto other states, permitting in-state lawmakers to avoid the costs of their political decisions, (ii) has the practical effect of requiring out-of-state commerce to be conducted at the regulating state's direction, or (iii) alters the interstate flow of the goods in question, as distinct from the impact on companies trading in those goods." *Brown & Williamson Tobacco Corp. v. Pataki*, 320 F.3d 200, 208-09 (2d Cir.2003) (citations omitted).

"A state law that has the 'practical effect' of regulating commerce occurring wholly outside that State's borders is invalid under the Commerce Clause." *Healy v. The Beer Institute*, 491 U.S. 324, 332 (1989).

B. RULE-MAKING AUTHORITY:

The Department of Children and Family Services has appropriate rulemaking authority sufficient to implement the provisions of the bill, as necessary.

C. DRAFTING ISSUES OR OTHER COMMENTS:

Lines 321-330 of the bill make an exception for newborn infants who test positive for illegal drugs, alcohol or other substance abuse. However, this exception is not made in s. 383.50, F.S., related to surrendered newborn infants, which is referenced in this section of the bill. This could be clarified by deleting the reference to s. 383.50, F.S., or by amending s. 383.50, F.S., to agree with changes to the bill. In addition, the exception for newborns who test positive for drugs, alcohol, or other substances in lines 321-330 seems to conflict with the definition of "harm" to a child's health found in s. 39.01(32)(g), F.S.

Lines 397-402 of the bill require the requisite period of residence of a child with a grandparent to be 6 continuous months of the 24 months immediately preceding the filing of a petition for termination of parental rights in order for the grandparent to be entitled to notice of the hearing on the petition. The bill does not define the term "continuous". This could create an issue for interpretation by the courts, on a case-by-case basis, as to what constitutes "continuous" residence. The courts will be required to determine if "de minimus" absences from the home by the child or the grandparent violate the continuous requirement.

Lines 1612-1614 of the bill include the intent of the birth mother not to offer up a child for adoption as a proof of an element of the crime of adoption deception outlined in s. 63.212(2), F.S. The provision may present an unintended consequence of criminalizing a "change of heart" of the birth mother, who decides not to give the child up for adoption.

⁶⁸ The Commerce Clause also allows Congress to specifically leave regulation of an area to the states, even if the effect of leaving such regulation to the states leads to burdensome and conflicting regulation. The most notable example of this is regulation of the insurance industry.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On January 24, 2012, the Health and Human Services Access Subcommittee adopted a strike-all amendment and an amendment to the strike-all amendment for House Bill 1163. The amendment to the strike-all amendment added guidelines to s. 63.097, F.S., to aid judges in determining a reasonable fee in an adoption case where the amount of the fee exceeds \$5,000. The guidelines mirror the guidelines found in Rule 4-1.5 of the Rules of Professional Conduct established by The Florida Bar. The strike-all amendment made the following changes to the bill:

- Clarified that a search of the Florida Putative Father Registry is not required in dependency proceedings under chapter 39, F.S., if a search was previously completed and documentation of the search is contained in the proceeding case file;
- Added “Florida licensed child-placing agency” to the definition of “adoption entity” in s. 63.032(3), F.S.;
- Clarified that DCF may not take custody of a newborn infant who tests positive for illicit or narcotic prescription drugs or alcohol, absent any other signs of abuse or neglect, unless efforts fail to locate an adoption entity to take custody of the infant;
- Changed the term “adoption entity” back to “person” regarding the category of individuals or entities that the court may consider for providing false information to a birth parent, in conjunction with a petition for termination for parental rights, which prevented the birth parent from making known his or her desire to assume parental responsibility for the child or from exercising his or her parental rights;
- Required a mediation, ordered by the court to resolve any disputes associated with a contact agreement, to be conducted pursuant to the provisions of s. 61.183, F.S., including that the mediation be conducted by a mediator certified by the Florida Supreme Court and requiring the petitioner seeking to dissolve the contact agreement to pay for the mediation;
- Added guidelines to s. 63.097, F.S., to assist the court in determining reasonable legal and other fees, in connection with an adoption, which exceed \$5,000;
- Confirmed that a father’s rights, which are determined at the time the petition for termination for parental rights is filed and cannot be modified or altered by subsequent acts, are restored if a judgment terminating parental rights is voided based on a finding that false information was given to the father which prevented him from making known his desire to assume parental responsibility for the child or from exercising his parental rights; and
- Made other technical changes, including a renumbering of subsections.

The bill was reported favorably as a committee substitute. The analysis reflects the committee substitute as passed in the Health and Human Services Access Subcommittee.