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Proposed Committee Substitute by the Committee on Children, Families, and Elder Affairs

A bill to be entitled

An act relating to child welfare; providing a short title; amending s. 39.303, F.S.; requiring Child Protection Teams to be capable of providing certain training relating to head trauma and brain injuries in children younger than a specified age; amending s. 39.8296, F.S.; revising the membership of the curriculum committee established to develop a specified training program; requiring the training program to include certain training relating to head trauma and brain injuries in children younger than a specified age; amending s. 402.40, F.S.; revising legislative findings and providing legislative intent; requiring the Department of Children and Families to develop and implement a specified child welfare workforce development framework in collaboration with other specified entities; providing requirements for the department relating to workforce education requirements; requiring the department to submit an annual report to the Governor and the Legislature by a specified date; requiring community-based care lead agencies to submit a plan and timeline to the department relating to certain child welfare staff by a specified date; providing requirements for the department related to workforce training; providing legislative findings; requiring the department to establish an Office of Well-Being and Support;



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requiring the department to contract with certain university-based centers to develop and coordinate the implementation of a specified helpline; requiring the department to submit a report on the implementation of such helpline to the Governor and the Legislature on a specified date; requiring certain attorneys employed by the department to complete certain training by a specified date; deleting definitions; deleting provisions relating to core competencies and specializations; amending s. 409.988, F.S.; requiring a lead agency to ensure that certain individuals receive specified training relating to head trauma and brain injuries in children younger than a specified age; revising the types of services a lead agency is required to provide; creating s. 943.17298, F.S.; requiring law enforcement officers to complete training relating to head trauma and brain injuries in children younger than a specified age as part of either basic recruit training or continuing training or education by a specified date; amending s. 1004.615, F.S.; revising the purpose of the Florida Institute for Child Welfare; revising requirements for the institute; revising the contents of the annual report that the institute must provide to the Governor and the Legislature; deleting obsolete provisions; repealing s. 402.402, F.S., relating to child protection and child welfare personnel and attorneys employed by the department; amending ss. 402.731, 409.996, and 1009.25, F.S.; conforming provisions to



changes made by the act; providing an effective date.

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

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- Section 1. This act may be cited as "Jordan's Law."
- Section 2. Paragraph (h) of subsection (3) of section 39.303, Florida Statutes, is amended to read:
- 39.303 Child Protection Teams and sexual abuse treatment programs; services; eligible cases.-
- (3) The Department of Health shall use and convene the Child Protection Teams to supplement the assessment and protective supervision activities of the family safety and preservation program of the Department of Children and Families. This section does not remove or reduce the duty and responsibility of any person to report pursuant to this chapter all suspected or actual cases of child abuse, abandonment, or neglect or sexual abuse of a child. The role of the Child Protection Teams is to support activities of the program and to provide services deemed by the Child Protection Teams to be necessary and appropriate to abused, abandoned, and neglected children upon referral. The specialized diagnostic assessment, evaluation, coordination, consultation, and other supportive services that a Child Protection Team must be capable of providing include, but are not limited to, the following:
- (h) Such training services for program and other employees of the Department of Children and Families, employees of the Department of Health, and other medical professionals as is deemed appropriate to enable them to develop and maintain their professional skills and abilities in handling child abuse,



abandonment, and neglect cases. The training services must include training in the recognition of and appropriate responses to head trauma and brain injury in a child under 6 years of age as required under ss. 39.8296, 402.40, and 943.17298.

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A Child Protection Team that is evaluating a report of medical neglect and assessing the health care needs of a medically complex child shall consult with a physician who has experience in treating children with the same condition.

Section 3. Paragraph (b) of subsection (2) of section 39.8296, Florida Statutes, is amended to read:

- 39.8296 Statewide Guardian Ad Litem Office; legislative findings and intent; creation; appointment of executive director; duties of office.-
- (2) STATEWIDE GUARDIAN AD LITEM OFFICE.—There is created a Statewide Guardian Ad Litem Office within the Justice Administrative Commission. The Justice Administrative Commission shall provide administrative support and service to the office to the extent requested by the executive director within the available resources of the commission. The Statewide Guardian Ad Litem Office shall not be subject to control, supervision, or direction by the Justice Administrative Commission in the performance of its duties, but the employees of the office shall be governed by the classification plan and salary and benefits plan approved by the Justice Administrative Commission.
- (b) The Statewide Guardian Ad Litem Office shall, within available resources, have oversight responsibilities for and provide technical assistance to all quardian ad litem and attorney ad litem programs located within the judicial circuits.



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- 1. The office shall identify the resources required to implement methods of collecting, reporting, and tracking reliable and consistent case data.
- 2. The office shall review the current quardian ad litem programs in Florida and other states.
- 3. The office, in consultation with local quardian ad litem offices, shall develop statewide performance measures and standards.
- 4. The office shall develop a guardian ad litem training program. The office shall establish a curriculum committee to develop a guardian ad litem the training program specified in this subparagraph. The curriculum committee shall include, but not be limited to, dependency judges, directors of circuit guardian ad litem programs, active certified guardians ad litem, a mental health professional who specializes in the treatment of children, a member of a child advocacy group, a representative of the Florida Coalition Against Domestic Violence, an individual with a degree in social work, and a social worker experienced in working with victims and perpetrators of child abuse. The training program must include training in the recognition of and appropriate responses to head trauma and brain injury in a child under 6 years of age developed by the Child Protection Team Program within the Department of Health.
- 5. The office shall review the various methods of funding guardian ad litem programs, shall maximize the use of those funding sources to the extent possible, and shall review the kinds of services being provided by circuit quardian ad litem programs.
 - 6. The office shall determine the feasibility or



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desirability of new concepts of organization, administration, financing, or service delivery designed to preserve the civil and constitutional rights and fulfill other needs of dependent children.

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

Section 4. Section 402.40, Florida Statutes, is amended to read:

(Substantial rewording of section. See s. 402.40, F.S., for present text.)



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402.40 Child welfare workforce; development; training; well-being.

- (1) LEGISLATIVE FINDINGS AND INTENT.
- (a) The Legislature finds that positive outcomes for children and families involved with the child welfare system often are attributable to the strong commitment of a welltrained, highly skilled, well-resourced, and dedicated child welfare workforce and that the child welfare system is only as good as the individuals who conduct investigations, provide services to children and families, and manage service delivery.
- (b) The Legislature also finds that child welfare agencies experience barriers to establishing and maintaining a stable, effective, and diverse workforce because of issues relating to recruitment, education and training, inadequate supervision, retention and staff turnover, and lack of support for frontline individuals.
- (c) The Legislature further finds that, although numerous initiatives have been developed to address these challenges, isolated interventions often fail to yield positive results, whereas implementing an integrated framework across multiple domains can help child welfare agencies achieve effective outcomes.
- (d) It is the intent of the Legislature to ensure a systematic approach to child welfare workforce staff development and the well-being of individuals providing child welfare services by establishing a uniform statewide program.
- (2) CHILD WELFARE WORKFORCE DEVELOPMENT FRAMEWORK.—In order to promote competency-based, outcome-focused, and data-driven approaches to workforce development, the department, in



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collaboration with the Florida Institute for Child Welfare, shall develop and implement a comprehensive child welfare development workforce framework using a nationally recognized model for workforce development. The framework must address, at a minimum, all of the following components:

- (a) Recruitment and hiring.
- (b) Education and professional preparation.
- (c) Professional training and development.
- (d) Supervision.
- (e) Retention.
- (f) Caseload and workload.
- (g) Workforce well-being and support.
- (h) Work-life balance and flexible scheduling.
- (i) Agency culture and climate.
- (3) WORKFORCE EDUCATION REQUIREMENTS. -
- (a) The department shall make every effort to recruit and hire qualified professional staff to serve as child protective investigators and child protective investigation supervisors who are qualified by their education and experience to perform social work functions. The department, in collaboration with the lead agencies, subcontracted provider organizations, the Florida Institute for Child Welfare, and other partners in the child welfare system, shall develop a protocol for screening candidates for child protective positions which reflects the preferences specified in subparagraphs 1., 2., and 3. The following persons must be given preference in recruitment, but this preference serves only as guidance and does not limit the department's discretion to select the best available candidates:
 - 1. Individuals with a baccalaureate degree in social work,



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and child protective investigation supervisors with a master's degree in social work, from a college or university social work program accredited by the Council on Social Work Education.

- 2. Individuals with a bachelor's degree or a master's degree in psychology, sociology, counseling, special education, education, human development, child development, family development, marriage and family therapy, or nursing.
- 3. Individuals with baccalaureate degrees who have a combination of directly relevant work and volunteer experience, preferably in a public service field related to children's services, which demonstrates critical thinking skills, formal assessment processes, communication skills, problem solving, and empathy; a commitment to helping children and families; a capacity to work as part of a team; an interest in continuous development of skills and knowledge; and sufficient personal strength and resilience to manage competing demands and handle workplace stresses.
- (b) By each October 1, the department shall submit a report on the educational qualifications, turnover, and working conditions of child protective investigators and supervisors to the Governor, the President of the Senate, and the Speaker of the House of Representatives.
- (c) By January 1, 2021, the community-based care lead agencies shall submit to the department a plan and timeline for recruiting and hiring child welfare staff providing care for dependent children which meet the same educational requirements as required for child protective investigators and child protective investigation supervisors under this subsection. The plan and timeline must include the same recruiting and hiring



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requirements for child welfare staff employed by subcontractors.

- (4) WORKFORCE TRAINING.-
- (a) In order to enable the state to recruit and retain a qualified and diverse child welfare workforce that is welltrained, well-supervised, and well-supported, the department shall establish a program for a comprehensive system to provide both preservice and inservice child welfare competency-based training that all child welfare staff, including all staff providing care for dependent children employed by a communitybased care lead agency or by a subcontractor of such agency, are required to participate in and successfully complete, appropriate to their areas of responsibility. Such program must include training in the recognition of and appropriate responses to head trauma and brain injury in a child under 6 years of age, which must be developed by the Child Protection Team Program within the Department of Health.
- (b) By January 1, 2021, the department shall establish, maintain, and oversee the operation of at least one regional child welfare professional development center in this state. The department shall determine the number and location of, and the timeframe for establishing, additional development centers and shall contract for the operation of the centers with a public postsecondary institution pursuant to s. 402.7305.
- (5) WORKFORCE WELL-BEING AND SUPPORT.—The Legislature finds that vicarious trauma, burnout, and lack of self-care can challenge all first responders, including child welfare professionals. First responders who care for others often need peer counseling, crisis support, and other resilience-building services to normalize issues and promote retention. The



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Legislature further finds that these activities are best provided by those with shared life experiences who may provide assistance that traditional mental health or employee assistance programs are unable to provide.

- (a) The department shall establish an Office of Well-Being and Support.
- (b) The department shall contract with one or more university-based centers that have expertise in behavioral health to develop and coordinate the implementation of a helpline that is operational 24 hours per day and 7 days a week, staffed by former child welfare supervisors and caseworkers and child protective investigators, and reflective of the nationally recognized best practice reciprocal peer support model. The helpline must be capable of providing peer support, telephone assessment, and referral services.
- (c) The department shall submit a report providing an update on the activities of the office and implementation of the helpline to the Governor, the President of the Senate, and the Speaker of the House of Representatives on December 1, 2020.
 - (6) CHILD WELFARE TRAINING TRUST FUND.—
- (a) There is created within the State Treasury a Child Welfare Training Trust Fund to be used by the Department of Children and Families for the purpose of funding the professional development of persons providing child welfare services.
- (b) One dollar from every noncriminal traffic infraction collected pursuant to s. 318.14(10)(b) or s. 318.18 shall be deposited into the Child Welfare Training Trust Fund.
 - (c) In addition to the funds generated by paragraph (b),



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the trust fund shall receive funds generated from an additional fee on birth certificates and dissolution of marriage filings, as specified in ss. 382.0255 and 28.101, respectively, and may receive funds from any other public or private source.

- (d) Funds that are not expended by the end of the budget cycle or through a supplemental budget approved by the department shall revert to the trust fund.
- (7) ATTORNEYS EMPLOYED BY THE DEPARTMENT TO HANDLE CHILD WELFARE CASES. - With the exception of attorneys hired after July 1, 2014, but before July 1, 2020, who shall complete the training required under this subsection by January 31, 2021, attorneys hired by the department on or after July 1, 2014, whose primary responsibility is representing the department in child welfare cases shall receive training within the first 6 months of employment in:
- (a) The dependency court process, including the attorney's role in preparing and reviewing documents prepared for dependency court for accuracy and completeness;
- (b) Preparing and presenting child welfare cases, including at least 1 week of shadowing an experienced children's legal services attorney who is preparing and presenting cases;
- (c) Safety assessment, safety decisionmaking tools, and safety plans;
- (d) Developing information presented by investigators and case managers to support decisionmaking in the best interest of children; and
- (e) The experiences and techniques of case managers and investigators, including shadowing an experienced child protective investigator and an experienced case manager for at



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least 8 hours.

- (8) ADOPTION OF RULES.—The department shall adopt rules necessary to administer this section.
- Section 5. Paragraph (f) of subsection (1) and subsection (3) of section 409.988, Florida Statutes, is amended to read: 409.988 Lead agency duties; general provisions.-
 - (1) DUTIES.—A lead agency:
- (f) Shall ensure that all individuals providing care for dependent children participate in and successfully complete the program of receive appropriate training relevant to the individual's area of responsibili \underline{ty} and meet the minimum employment standards established by the department pursuant to s. 402.40. The training curriculum must include training in the recognition of and appropriate responses to head trauma and brain injury in a child under 6 years of age developed by the Child Protection Team Program within the Department of Health.
- (3) SERVICES.-A lead agency must provide dependent children with services that are supported by research or that are recognized as best practices in the child welfare field. The agency shall give priority to the use of services that are evidence-based and trauma-informed and may also provide other innovative services, including, but not limited to, familycentered and cognitive-behavioral interventions designed to mitigate out-of-home placements and intensive family reunification services that combine child welfare and mental health services for families with dependent children under 6 years of age.

Section 6. Section 943.17298, Florida Statutes, is created to read:



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943.17298 Training in the recognition of and responses to head trauma and brain injury.-Each law enforcement officer must successfully complete training on the subject of the recognition of and appropriate responses to head trauma and brain injury in a child under 6 years of age developed by the Child Protection Team Program within the Department of Health to aid an officer in the detection of head trauma and brain injury due to child abuse. Such training must be completed as part of the basic recruit training for a law enforcement officer, as required under s. 943.13(9), or as a part of continuing training or education required under s. 943.135(1), before July 1, 2022.

Section 7. Section 1004.615, Florida Statutes, is amended to read:

1004.615 Florida Institute for Child Welfare.

- (1) There is established the Florida Institute for Child Welfare within the Florida State University College of Social Work. The purpose of the institute is to advance the well-being of children and families who are involved with, or at risk of becoming involved with, the child welfare system by facilitating and supporting statewide partnerships to develop competencybased education, training, and support to prepare a diverse group of social work professionals for careers in child welfare by improving the performance of child protection and child welfare services through research, policy analysis, evaluation, and leadership development. The institute shall consist of a consortium of public and private universities offering degrees in social work and shall be housed within the Florida State University College of Social Work.
 - (2) Using such resources as authorized in the General



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Appropriations Act, the Department of Children and Families shall collaborate contract with the institute for performance of the duties described in subsection (3) (4) using state appropriations, public and private grants, and other resources obtained by the institute.

- (3) In order to increase and retain a higher percentage of professionally educated social workers in the child welfare system and serve as a statewide resource for child welfare workforce education and training, the institute, in collaboration with the Department of Children and Families, shall:
- (a) Design and disseminate a continuum of social work education and training which emphasizes child welfare workforce stabilization and professionalization by aligning social work curriculum and training with critical practice skills pursuant to s. 402.40.
- (b) Identify methods to promote continuing professional development and systems of workplace support for existing child welfare staff.
- (c) Develop a best practice model for providing feedback on curriculum to social work programs and for ensuring that interns who will be entering the child welfare profession are wellsupervised by university personnel during their internships.
- (d) Create a Title IV-E program designed to provide professional education and monetary support to undergraduate and graduate social work students who intend to pursue or continue a career in child welfare. Goals of the program should include:
- 1. Increasing the number of individuals in the child welfare workforce who have a bachelor's degree or master's



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degree in social work.

- 2. Prioritizing the enrollment of current child welfare staff employed by the state.
- 3. Prioritizing the enrollment of students who reflect the diversity of the state's child welfare population.
- 4. Providing specific program support through the provision of specialized competency-based child welfare curriculum and monetary support to students.
- (e) Engage in evaluation and dissemination of evidencebased and promising practices in child welfare and build highquality evaluation into new program models and pilots.

The institute shall also provide consultation on the creation of the Office of Well-Being and Support within the Department of Children and Families pursuant to s. 402.40 The institute shall work with the department, sheriffs providing child protective investigative services, community-based care lead agencies, community-based care provider organizations, the court system, the Department of Juvenile Justice, the Florida Coalition Against Domestic Violence, and other partners who contribute to and participate in providing child protection and child welfare services.

- (4) The institute shall:
- (a) Maintain a program of research which contributes to scientific knowledge and informs both policy and practice related to child safety, permanency, and child and family wellbeing.
- (b) Advise the department and other organizations participating in the child protection and child welfare system



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regarding scientific evidence on policy and practice related to child safety, permanency, and child and family well-being.

- (c) Provide advice regarding management practices and administrative processes used by the department and other organizations participating in the child protection and child welfare system and recommend improvements that reduce burdensome, ineffective requirements for frontline staff and their supervisors while enhancing their ability to effectively investigate, analyze, problem solve, and supervise.
- (d) Assess the performance of child protection and child welfare services based on specific outcome measures.
- (e) Evaluate the scope and effectiveness of preservice and inservice training for child protection and child welfare employees and advise and assist the department in efforts to improve such training.
- (f) Assess the readiness of social work graduates to assume job responsibilities in the child protection and child welfare system and identify gaps in education which can be addressed through the modification of curricula or the establishment of industry certifications.
- (g) Develop and maintain a program of professional support including training courses and consulting services that assist both individuals and organizations in implementing adaptive and resilient responses to workplace stress.
- (h) Participate in the department's critical incident response team, assist in the preparation of reports about such incidents, and support the committee review of reports and development of recommendations.
 - (i) Identify effective policies and promising practices,



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including, but not limited to, innovations in coordination between entities participating in the child protection and child welfare system, data analytics, working with the local community, and management of human service organizations, and communicate these findings to the department and other organizations participating in the child protection and child welfare system.

(i) Develop a definition of a child or family at high risk of abuse or neglect. Such a definition must consider characteristics associated with a greater probability of abuse and neglect.

(5) The President of the Florida State University shall appoint a director of the institute. The director must be a child welfare professional with a degree in social work who holds a faculty appointment in the Florida State University College of Social Work. The institute shall be administered by the director, and the director's office shall be located at the Florida State University. The director is responsible for overall management of the institute and for developing and executing the work of the institute consistent with the responsibilities in subsection (3) (4). The director shall engage individuals in other state universities with accredited colleges of social work to participate in the institute. Individuals from other university programs relevant to the institute's work, including, but not limited to, economics, management, law, medicine, and education, may also be invited by the director to contribute to the institute. The universities participating in the institute shall provide facilities, staff, and other resources to the institute to establish statewide



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access to institute programs and services.

(5) (6) By each October 1 of each year, the institute shall provide a written report to the Governor, the President of the Senate, and the Speaker of the House of Representatives which outlines its activities in the preceding year, reports significant research findings, as well as results of other programs, and provides specific recommendations for improving education, training, and support for individuals in the child welfare workforce child protection and child welfare services.

- (a) The institute shall include an evaluation of the results of the educational and training requirements for child protection and child welfare personnel established under this act and recommendations for application of the results to child protection personnel employed by sheriff's offices providing child protection services in its report due October 1, 2017.
- (b) The institute shall include an evaluation of the effects of the other provisions of this act and recommendations for improvements in child protection and child welfare services in its report due October 1, 2018.
- (7) The institute shall submit a report with recommendations for improving the state's child welfare system. The report shall address topics including, but not limited to, enhancing working relationships between the entities involved in the child protection and child welfare system, identification of and replication of best practices, reducing paperwork, increasing the retention of child protective investigators and case managers, and caring for medically complex children within the child welfare system, with the goal of allowing the child to remain in the least restrictive and most nurturing environment.



The institute shall submit an interim report by February 1, 2015, and final report by October 1, 2015, to the Governor, the President of the Senate, and the Speaker of the House of Representatives.

Section 8. <u>Section 402.402</u>, <u>Florida Statutes</u>, is repealed. Section 9. Section 402.731, Florida Statutes, is amended to read:

402.731 Department of Children and Families certification programs for employees and service providers; Employment provisions for transition to community-based care.—

(1) The Department of Children and Families is authorized to approve third-party credentialing entities, as defined in s. 402.40, for its employees and service providers to ensure that only qualified employees and service providers provide client services.

(2) The department shall develop and implement employment programs to attract and retain competent staff to support and facilitate the transition to privatized community-based care. Such employment programs shall include lump-sum bonuses, salary incentives, relocation allowances, or severance pay. The department shall also contract for the delivery or administration of outplacement services. The department shall establish time-limited exempt positions as provided in s. 110.205(2)(i), in accordance with the authority provided in s. 216.262(1)(c)1. Employees appointed to fill such exempt positions shall have the same salaries and benefits as career service employees.

Section 10. Subsection (9) of section 409.996, Florida Statutes, is amended to read:



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409.996 Duties of the Department of Children and Families.-The department shall contract for the delivery, administration, or management of care for children in the child protection and child welfare system. In doing so, the department retains responsibility for the quality of contracted services and programs and shall ensure that services are delivered in accordance with applicable federal and state statutes and regulations.

(9) The department shall develop, in cooperation with the lead agencies, a third-party credentialing entity approved pursuant to s. 402.40(3), and the Florida Institute for Child Welfare established pursuant to s. 1004.615, a standardized competency-based curriculum for certification training for child protection staff.

Section 11. Paragraph (h) of subsection (1) of section 1009.25, Florida Statutes, is amended to read:

1009.25 Fee exemptions.-

- (1) The following students are exempt from the payment of tuition and fees, including lab fees, at a school district that provides workforce education programs, Florida College System institution, or state university:
- (h) Pursuant to s. 402.403, child protection and child welfare personnel as defined in s. 402.402 who are enrolled in an accredited bachelor's degree or master's degree in social work program, provided that the student attains at least a grade of "B" in all courses for which tuition and fees are exempted.

Section 12. This act shall take effect July 1, 2020.