By: Goodman, et al. (Senate Sponsor - Harris)

(In the Senate - Received from the House April 14, 2005;

April 18, 2005, read first time and referred to Committee on

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vote: Yeas 7, Nays 0; May 5, 2005, sent to printer.)

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A BILL TO BE ENTITLED AN ACT

relating to court-ordered representation in suits affecting the parent-child relationship.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

SECTION 1. Sections 107.002(b), (c), and (e), Family Code, are amended to read as follows:

- (b) A guardian ad litem appointed for the child under this chapter shall:
- (1) within a reasonable time after the appointment, interview:
- (A) the child in a developmentally appropriate manner, if the child is four years of age or older;
- (B) each person who has significant knowledge of the child's history and condition, including any foster parent of the child; and
 - (C) the parties to the suit;
- (2) seek to elicit in a developmentally appropriate manner the child's expressed objectives [of representation];
- (3) consider the child's expressed objectives [of representation] without being bound by those objectives;
 (4) encourage settlement and the use of alternative
- (4) encourage settlement and the use of alternative forms of dispute resolution; and
 - (5) perform any specific task directed by the court.
- (c) A guardian ad litem appointed for the child under this chapter [is not a party to the suit but] is entitled to:
- (1) receive a copy of each pleading or other paper filed with the court in the case in which the guardian ad litem is appointed;
 - (2) receive notice of each hearing in the case;
- (3) participate in case staffings by an authorized agency concerning the child;
- (4) attend all legal proceedings in the case but may not call or question a witness or otherwise provide legal services unless the guardian ad litem is a licensed attorney who has been appointed in the dual role;
- (5) review and sign, or decline to sign, an agreed order affecting the child; and
- (6) explain the basis for the guardian ad litem's opposition to the agreed order if the guardian ad litem does not agree to the terms of a proposed order.
- (e) Unless the guardian ad litem is an attorney who has been appointed in the dual role and subject to the Texas Rules of Evidence, the court shall ensure in a hearing or in a trial on the merits that a guardian ad litem has an opportunity to testify regarding, and is permitted to [ex] submit a report regarding, the guardian ad litem's recommendations relating to [ex]:
 - (1) the best interests of the child; and
- (2) the bases for the guardian ad litem's recommendations.

SECTION 2. Section 107.003, Family Code, is amended to read as follows:

Sec. 107.003. POWERS AND DUTIES OF ATTORNEY AD LITEM FOR CHILD AND AMICUS ATTORNEY. An attorney ad litem appointed to represent a child or an amicus attorney appointed to assist the court:

(1) shall:

(A) subject to $\underline{\text{Rules 4.02, 4.03, and}}$ [Rule] 4.04, Texas Disciplinary Rules of Professional Conduct, and within a

2-1 reasonable time after the appointment, interview: 2-2 (i) the child in a

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developmentally

appropriate manner, if the child is four years of age or older;

each person who has significant (ii) knowledge of the child's history and condition, including any foster parent of the child; and

(iii) the parties to the suit;

<u>se</u>ek (B) elicit in a developmentally to the child's expressed objectives appropriate manner representation;

consider the impact on the child in formulating the attorney's presentation of the child's expressed objectives of representation to the court;

(D) investigate the facts of the case to the

extent the attorney considers appropriate; (E) obtain and review copies of relevant records relating to the child as provided by Section 107.006;

 $\overline{(F)}$ [$\overline{(D)}$] participate in the conduct of litigation to the same extent as an attorney for a party;

(G) [(E)] take any action consistent with the child's interests that the attorney considers necessary to expedite the proceedings; [and]

 $(H) \left[\frac{F}{F}\right]$ encourage settlement and the use of alternative forms of dispute resolution; and

decline to sign, a

review and sign, or oproposed or agreed order affecting the child;

(2) must be trained in child

advocacy οr have experience determined by the court to be equivalent to training; and

is entitled to:

(A) request clarification from the court if the role of the attorney is ambiguous;

(B) request a hearing or trial on the merits; (C) consent or refuse to consent to an interview

of the child by another attorney;

(D) receive a copy of each pleading or other paper filed with the court;

(E) [(B)] receive notice of each hearing in the suit:

(F) [(C)] participate in any case staffing concerning the child conducted by an authorized agency; and

(G) [(D)] attend all legal proceedings in the

SECTION 3. Section 107.004, Family Code, is amended to read as follows:

Sec. 107.004. ADDITIONAL DUTIES OF ATTORNEY AD LITEM FOR CHILD. Except as otherwise provided by this chapter, the attorney ad litem appointed for a child shall, in a developmentally appropriate manner:

seek to elicit in a developmentally appropriate child's expressed objectives of representation;

 $[\frac{(2)}{2}]$ advise the child;

(2) [(3) provide guidance to the child;

 $\overline{(4)}$ represent the child's expressed objectives of representation and follow the child's expressed objectives of representation during the course of litigation if the attorney ad litem determines that the child is competent to understand the nature of an attorney-client relationship and has formed that relationship with the attorney ad litem;

[(5) consider the impact on the child in formulating attorney ad litem's presentation of the child's expressed objectives of representation to the court; and

(3) as appropriate, considering the nature of the appointment, $[\frac{(6)}{}]$ become familiar with $[\div]$

 $[\frac{A}{A}]$ the American Bar Association's standards of practice for attorneys who represent children in abuse and neglect cases_. [; and

[(B)] the suggested amendments to those standards adopted by the National Association of Counsel for

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Children, and the American Bar Association's standards of practice for attorneys who represent children in custody cases. 3 - 13-2

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SECTION 4. Section 107.005(b), Family Code, is amended to read as follows:

- (b) An amicus attorney shall, in a developmentally appropriate manner:
- (1) [seek to elicit in a developmentally appropriate child's expressed objectives of representation;
- $[\frac{(2)}{(2)}]$ with the consent of the child, ensure that the child's expressed objectives of representation are made known to the court;
- (2) [(3) consider the impact the onthe amicus attorney's presentation of the child's **formulating** objectives of representation to the court;
- (4) review and sign, or decline to sign, an agreed order affecting the child;
- [(5) explain the basis for the amicus attorney's opposition to the agreed order if the amicus attorney does not agree to the terms of a proposed order;
- $[\frac{(6)}{(6)}]$ explain the role of the amicus attorney to the child; [and]
- (3) $[\frac{(7)}{(7)}]$ inform the child that the amicus attorney may use information that the child provides in providing assistance to the court; and
- familiar <u>Amer</u>ican (4) become familiar with the American Bar Association's standards of practice for attorneys who represent (4) become children in custody cases.
- SECTION 5. Section 107.006, Family Code, is amended to read as follows:
- Sec. 107.006. ACCESS TO CHILD AND INFORMATION RELATING TO CHILD. (a) Except as provided by Subsection (c), in conjunction with an appointment under this chapter, other than an appointment of an attorney ad litem for an adult or a parent, the court shall issue an order authorizing the attorney ad litem, guardian ad litem for the child, or amicus attorney to have immediate access to [+ [\frac{(1)}{2}] the child[\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac{\frac

- information relating to the child.
- (b) Without requiring a further order or release, the custodian of any relevant records relating to the child, including records regarding social services, [drug and alcohol treatment, medical or mental health evaluation or treatment of the child,] law enforcement records, school records, records of a probate or court proceeding, and records of a trust or account for which the child is a beneficiary, shall provide access to a person authorized to access the records under Subsection (a).
- (c) A medical, mental health, or drug or alcohol treatment record of a child [at least 12 years of age] that is privileged or confidential under other law may be released to a person appointed under Subsection (a) only in accordance with the other law.

SECTION 6. Sections 107.008(b) and (c), Family Code, are amended to read as follows:

- An [Except as provided by Subsection (c), an] attorney (b) ad litem or an attorney appointed in the dual role who determines that the child cannot meaningfully formulate the child's expressed objectives of representation [under Subsection (a)] may present to the court a position that the attorney determines will serve the best interests of the child.
- (c) If a guardian ad litem has been appointed for the child in a suit filed by a governmental entity requesting termination of the parent-child relationship or appointment of the entity as conservator of the child, an [An] attorney ad litem [or attorney appointed in the dual role] who determines that the child cannot meaningfully formulate the child's expressed objectives of representation [under Subsection (a) shall, if a guardian ad litem has been appointed for the child: has been appointed for the child]:
- (1) $\underline{\text{shall}}$ consult with the guardian ad litem $\underline{\text{and}}$, without being bound by the guardian ad litem's opinion or recommendation, ensure that the guardian ad litem's opinion and

H.B. No. 307 basis for any recommendation regarding the best interests of the 4-1 4-2 child are presented to the court; and

attorney determines will serve [present the child's objectives of representation to the court based on the guardian ad litem's opinion regarding] the best interests of the child.

SECTION 7. Section 107.009 Family Code

as follows:

Sec. 107.009. IMMUNITY. (a) A guardian ad litem, an attorney ad litem, or an amicus attorney appointed under this chapter is not liable for civil damages arising from an action taken, a recommendation made, or an opinion given in the capacity of guardian ad litem, attorney ad litem, or amicus attorney.

Subsection (a) does not apply to an action taken $_{\underline{\prime}}$ [$_{\underline{}}$] a (b)

recommendation <u>made</u>, or <u>an</u> opinion given:

(1) with conscious indifference or reckless disregard to the safety of another;

(2) in bad faith or with malice; or

(3) that is grossly negligent or wilfully wrongful.

SECTION 8. Section 107.021, Family Code, is amended to read as follows:

Sec. 107.021. DISCRETIONARY APPOINTMENTS. (a) In a suit in which the best interests of a child are at issue, other than a suit filed by a governmental entity <u>requesting termination of the</u> parent-child relationship or appointment of the entity as <u>conservator of the child</u>, the court may appoint <u>one of the</u> as following:

> (1)an amicus attorney;

(2) an attorney ad litem; or

a guardian ad litem. (3)

In a suit requesting termination of the parent-child (a-1)relationship that is not filed by a governmental entity, the court shall, unless the court finds that the interests of the child will be represented adequately by a party to the suit whose interests are not in conflict with the child's interests, appoint one of following:

an amicus attorney; or (2) an attorney ad litem.

In determining whether to make an appointment under this (b) section, the court:

(1)shall:

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(A) give due consideration to the ability of the parties to pay reasonable fees to the appointee; and

(B) balance the child's interests against the cost to the parties that would result from an appointment by taking into consideration the cost of available alternatives for resolving issues without making an appointment;

(2) may make an appointment only if the court finds that the appointment is necessary to ensure the determination of the best interests of the child, unless the appointment is otherwise required by this code; and

(3) may not require a person appointed under this section to serve without reasonable compensation for the services rendered by the person.

SECTION 9. Section 107.022, Family Code, is amended to read as follows:

Sec. 107.022. CERTAIN PROHIBITED APPOINTMENTS. In a suit other than a suit filed by a governmental entity requesting termination of the parent-child relationship or appointment of the entity as conservator of the child, the court may not appoint:

(1) an attorney to serve in the dual role; or

a volunteer advocate to serve as guardian ad litem (2) for a child unless the training of the volunteer advocate is designed for participation in suits other than suits filed by a governmental entity requesting termination of the parent-child relationship or appointment of the entity as conservator of the

SECTION 10. Section 107.023, Family Code, is amended by amending Subsection (a) and adding Subsection (d) to read as follows:

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- In a suit other than a suit filed by a governmental (a) entity requesting termination of the parent-child relationship or appointment of the entity as conservator of the child, in addition to the attorney's fees that may be awarded under Chapter 106, the following persons are entitled to reasonable fees and expenses in an amount set by the court and ordered to be paid by one or more parties to the suit:
- (1) an attorney appointed as an amicus attorney or as an attorney ad litem for the child; and
- (2) a professional who holds a relevant professional license and who is appointed as guardian ad litem for the child, other than a volunteer advocate.
- (d) The court may determine that fees awarded under this subchapter to an amicus attorney, an attorney ad litem for the child, or a guardian ad litem for the child are necessaries for the benefit of the child.

SECTION 11. Section 107.031, Family Code, is amended to read as follows:

- Sec. 107.031. VOLUNTEER ADVOCATES. (a) In a suit filed by a governmental entity requesting termination of the parent-child relationship or appointment of the entity as conservator of the child, the court may appoint a charitable organization composed of volunteer advocates whose charter mandates the provision of services to allegedly abused and neglected children or an individual who has received the court's approved training regarding abused and neglected children and who has been certified by the court to appear at court hearings as a quardian ad litem for the child or as a volunteer advocate for the child.
- (b) In a suit other than a suit filed by a governmental entity requesting termination of the parent-child relationship or appointment of the entity as conservator of the child, the court may appoint a charitable organization composed of volunteer advocates whose training provides for the provision of services in private custody disputes or a person who has received the court's approved training regarding the subject matter of the suit and who has been certified by the court to appear at court hearings as a guardian ad litem for the child or as a volunteer advocate for the child. A person appointed under this subsection is not entitled to fees under Section 107.023.
- (c) A court-certified volunteer advocate appointed under section may be assigned to act as a surrogate parent for the child, as provided by 20 U.S.C. Section 1415(b), if:
- (1) the child is in the conservatorship of the Department of Family and Protective Services;

 (2) the volunteer advocate is serving as guardian ad
- litem for the child; and
- (3) a foster parent of the child is not acting as the
- child's parent under Section 29.015, Education Code.
 SECTION 12. Section 2.103(e), Family Code, is amended to read as follows:
- (e) The court shall appoint <u>an amicus attorney or an attorney</u> [a guardian] ad litem to represent the minor in the proceeding [and to speak for or against the petition in the manner the guardian ad litem believes to be in the best interest of the minor]. The court shall specify a fee to be paid by the minor for the services of the amicus attorney or attorney [guardian] ad litem. The fee shall be collected in the same manner as other costs of the proceeding.

Section 31.002(b), Family Code, is amended to SECTION 13. read as follows:

(b) A parent of the petitioner must verify the petition, except that if a managing conservator or guardian of the person has been appointed, the petition must be verified by that person. If the person who is to verify the petition is unavailable or that person's whereabouts are unknown, the amicus attorney or attorney [guardian] ad litem shall verify the petition.

SECTION 14. Section 31.004, Family Code, is amended to read as follows:

H.B. No. 307 REPRESENTATION OF PETITIONER Sec. 31.004. LITEM]. The court shall appoint an amicus attorney or attorney [a guardian] ad litem to represent the interest of the petitioner at the hearing.

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6-68 6-69 SECTION 15. Chapter 101, Family Code, is amended by adding Sections 101.0017, 101.0018, and 101.0145 to read as follows:

Sec. 101.0017. AMICUS ATTORNEY. "Amicus attorney" has the

meaning assigned by Section 107.001.

Sec. 101.0018. ATTORNEY AD LITEM. the meaning assigned by Section 107.001.

Sec. 101.0145. GUARDIAN AD LITEM. the meaning assigned by Section 107.001. "Attorney ad litem" has

"Guardian ad litem" has

Section 105.004, Family Code, is amended to SECTION 16. read as follows:

Sec. 105.004. PREFERENTIAL SETTING. After a hearing, the court may:

- grant a motion filed by a party or by the amicus attorney or attorney [or guardian] ad litem for the child for a preferential setting for a trial on the merits; and
- (2) give precedence to that hearing over other civil cases if the court finds that the delay created by ordinary scheduling practices will unreasonably affect the best interest of the child.

SECTION 17. Section 160.608(c), Family Code, is amended to read as follows:

(c) In a proceeding involving the application of this section, a child who is a minor or is incapacitated must be represented by an amicus attorney or attorney [a guardian] ad litem.

SECTION 18. Section 160.612(b), Family Code, is amended to read as follows:

(b) The court shall appoint an amicus attorney or attorney ad litem to represent a child who is a minor or is incapacitated if the child is a party or the court finds that the interests of the

child are not adequately represented.

SECTION 19. Section 161.202, Family Code, is amended to read as follows:

- Sec. 161.202. PREFERENTIAL SETTING. In a termination suit, after a hearing, the court shall grant a motion for a preferential setting for a final hearing on the merits filed by a party to the suit or by the <u>amicus attorney or</u> attorney [or guardian] ad litem for the child and shall give precedence to that hearing over other civil cases if:
- termination would make the child eligible for (1)adoption; and
- (2) discovery has been completed or sufficient time has elapsed since the filing of the suit for the completion of all necessary and reasonable discovery if diligently pursued.

SECTION 20. Section 203.004(a), Family Code, is amended to read as follows:

- A domestic relations office may: (a)
- (1) collect and disburse child support payments that are ordered by a court to be paid through a domestic relations registry;
- (2) maintain records of payments and disbursements made under Subdivision (1);
 - (3)file a suit, including a suit to:
 - establish paternity; (A)
- (B) enforce a court order for child support or for possession of and access to a child; and
- (C) modify or clarify an existing child support order;
 - provide an informal forum in which: (4)
- (A) mediation is used to resolve disputes in an action under Subdivision (3); or
- (B) an agreed repayment schedule for delinquent child support is negotiated as an alternative to filing a suit to enforce a court order for child support under Subdivision (3);
 - (5) prepare a court-ordered social study;

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(6) represent a child as <u>an amicus attorney ad litem, or a guardian ad litem in a suit in which:</u> attorney, an

termination of the parent-child relationship

is sought; or

(B) conservatorship of or access to a child is

contested;

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(7)serve as a friend of the court;

(8) provide predivorce counseling ordered by a court;

(9)provide community supervision services under

Chapter 157;

(10)provide information to assist а understanding, complying with, or enforcing the party's duties and obligations under Subdivision (3); and

directly through (11) provide, οr а contract, visitation services, including supervision of court-ordered visitation, visitation exchange, or other similar services.

SECTION 21. Section 231.109(e), Family Code, is amended to

read as follows:

(e) An attorney employed by the Title IV-D agency or as otherwise provided by this chapter may not be appointed or act as an amicus attorney [a guardian ad litem] or attorney ad litem for a child or another party.

SECTION 22. Section 235.001(b), Family Code, is amended to read as follows:

(b) The state case registry shall provide to a custodial parent under Subsection (a) who makes a request for information or, to the extent provided by federal law, to an <u>amicus</u> attorney, <u>attorney ad litem</u>, friend of the court, guardian ad litem, or domestic relations office designated by the parent any information in the registry required by 42 U.S.C. Section 654a(e) concerning the parent's case.

SECTION 23. Section 235.002, Family Code, is amended to read as follows:

Sec. 235.002. REQUEST TO INCLUDE CASE IN REGISTRY. The case of a custodial parent whose case would otherwise not be included in the state case registry under 42 U.S.C. Section 654a may be included in the state case registry by making a written request to the registry either directly or through an amicus attorney, attorney ad litem, friend of the court, guardian ad litem, or domestic relations office designated by the custodial parent. The request must be accompanied by a certified copy of the court order requiring the payment of child support.

Section 263.303(a), Family Code, is amended to SECTION 24. read as follows:

Not later than the 10th day before the date set for each (a) permanency hearing other than the first permanency hearing, the department or other authorized agency shall file with the court and provide to each party, the child's attorney ad litem, the child's guardian ad litem, and the child's volunteer advocate a permanency progress report unless the court orders a different period for providing the report.

SECTION 25. The changes in law made by this Act to Chapter 107, Family Code, apply only to a suit affecting the parent-child relationship filed on or after the effective date of this Act. A suit filed before the effective date of this Act is governed by the law in effect on the date the suit was filed, and the former law is continued in effect for that purpose.

SECTION 26. The changes in law made by this Act to Section 2.103, Family Code, apply only to a suit under that section filed on or after the effective date of this Act. A suit filed before the effective date of this Act is governed by the law in effect on the date the suit was filed, and the former law is continued in effect for that purpose.

SECTION 27. The changes in law made by this Act to Sections 31.002 and 31.004, Family Code, apply only to a suit under Chapter 31, Family Code, filed on or after the effective date of this Act. A suit filed before the effective date of this Act is governed by the law in effect on the date the suit was filed, and the former law is continued in effect for that purpose.

H.B. No. 307 SECTION 28. The changes in law made by this Act to Sections 160.608 and 160.612, Family Code, apply only to a proceeding under Subchapter G, Chapter 160, Family Code, filed on or after the effective date of this Act. A proceeding filed before the effective date of this Act is governed by the law in effect on the date the proceeding was filed, and the former law is continued in effect for that purpose.

SECTION 29. This Act takes effect September 1, 2005.

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