# REPORT OF THE JUDICIAL COUNCIL JUVENILE OFFENDER / CHILD IN NEED OF CARE ADVISORY COMMITTEE ON 2018 H.B. 2751

# **DECEMBER 1, 2018**

In April 2018, Representative Erin Davis asked the Judicial Council to study 2018 H.B. 2751 which proposed to establish the office of the child advocate for children protection services within the Kansas department of administration. Rep. Davis requested the Judicial Council study the sections in the bill regarding the confidentiality of records and ex parte communication. (See Attachment #1.) The Judicial Council accepted the study and assigned it to its Juvenile Offender/Child in Need of Care (JO/CINC) Advisory Committee. The Judicial Council expanded upon the study request and authorized the JO/CINC Advisory Committee to review the bill in its entirety and opine on the concept of establishing the office of the child advocate.

#### **COMMITTEE MEMBERSHIP**

The members of the Judicial Council JO/CINC Advisory Committee are:

**Hon. Maritza Segarra**, Chair, Junction City; District Court Judge in the 8th Judicial District and member of the Judicial Council.

**Kathy L. Armstrong**, Shawnee Mission; Assistant General Counsel for Preventive and Protection Services, Kansas Department for Children and Families.

Charlene Brubaker, Hays; Assistant Ellis County Attorney.

Kathryn Carter, Topeka; Assistant Attorney General.

**Jeff Cowger**, Topeka; General Counsel with the Kansas Department of Corrections.

Mickey Edwards, Emporia; State Director of Kansas CASA Association.

**Hon. Lori Bolton Fleming,** Pittsburg; District Court Judge in the 11<sup>th</sup> Judicial District.

**Donald W. Hymer**, Olathe; Assistant District Attorney in Johnson County.

**Hon. Greg Keith**, Wichita; District Court Judge in the 18<sup>th</sup> Judicial District.

Sandra Lessor, Wichita; Assistant Sedgwick County District Attorney.

**Prof. Richard E. Levy**, Lawrence; J.B. Smith Distinguished Professor of Constitutional Law at the University of Kansas School of Law.

Sen. Julia Lynn, Olathe; State Senator from the 9th District.

Rachel Y. Marsh, Lawrence; Vice-President and Attorney with Saint Francis Ministries.

**Rep. Leonard Mastroni**, LaCrosse; State Representative from the 117<sup>th</sup> District.

Dawn Rouse, Topeka; Court Improvement liaison, non-voting member.

#### **METHOD OF STUDY**

The Committee met three times between August and October 2018. In preparation for the discussion of H.B. 2751, the Committee reviewed the bill and the following materials:

- Written testimony from the House of Representatives Committee on Children and Seniors hearing on H.B. 2751.
- The research and overview of Children's Ombudsman Offices/Office of the Child Advocate written by the National Conference of State Legislatures.
- A memorandum and research provided by the Kansas Legislative Research Department providing information about Children's Ombudsman Offices and Offices of the Child Advocate that exist in other states, as well as information about the current Kansas Department for Children and Families (DCF) Director of the Consumer and Communications Sections who also serves as the Foster Parent and Youth Ombudsman.
- Statutes and regulations governing the children's ombudsman or other children's complaint service organizations in Michigan, Nebraska, New York, and South Dakota; and reports published by those organizations.
- The August 2018 Client Services Report, published by the Kansas DCF Office of Customer Service and the Foster Parent and Youth Ombudsman.
- The report of the Child Welfare System Working Groups to the Child Welfare System Task Force dated July 31, 2018.
- DCF's written response to the Child Welfare System Task Force Working Group Recommendations.
- Information provided by the Kansas Long-Term Care Ombudsman regarding the structure and function of the Long-Term Care Ombudsman office.

#### **DISCUSSION**

2018 H.B. 2751 proposed to establish an independent Office of the Child Advocate for Children's Protection and Services. The bill tasked the child advocate with assuring children are receiving adequate protection and care through services offered by the Department for Children and Families (DCF) and the Kansas Department of Corrections (KDOC). The bill set up

the child advocate to act independently of DCF and KDOC, and to have broad authority to review confidential files relating to abuse and neglect cases and complaints.

The JO/CINC Advisory Committee (the Committee) discussed the concepts in the bill with the bill's original sponsor, Rep. Jarrod Ousley. Though the bill gave the office of the child advocate the authority to work in a wide range of areas, Rep. Ousley made it clear that his primary concern was how a child advocate might assist children in the Kansas child in need of care (CINC) system. Therefore, the Committee focused its discussion on DCF and the CINC system.

# Long-Term Care Ombudsman

In her study request, Rep. Davis suggested that the child advocate may be helpful in the child welfare system, similar to how the Long-Term Care Ombudsman has been helpful in the long-term care system. The Long-Term Care Ombdusman (LTCO) works exclusively to address the needs of residents in long-term care facilities. The LTCO office is an independent office within the Office of Administration that advocates on behalf of a long-term care resident's wishes. If the LTCO is involved in a court case, the involvement is typically limited to testifying or otherwise providing evidence. The LTCO most often functions as a facilitator – informally addressing issues on behalf of the long-term care resident. The LTCO has no authority to sanction or dictate the behavior of anyone involved in the long-term care system.

The CINC system is very different from the long-term care system. The most significant difference is that the court directs the care of a child in a CINC case. It is rare for the care of a long-term care resident to be directed by a court. The Committee agreed that establishing a long-term-care-ombudsman-type office is unnecessary because the CINC system already has two similar programs in place — guardians ad litem (GAL), and Court Appointed Special Advocates (CASA). Kansas statutes require that every child in a CINC case is assigned a GAL. A GAL is a specially trained attorney tasked with advocating for the child's best interest. DCF and DCF contractors have no authority over GALs. GALs are tasked with conducting independent investigations and making independent arguments and recommendations in the case. If the child strongly disagrees with the guardian ad litem, the court may appoint the child an additional attorney who is tasked with advocating for the child's wishes.

The court may also appoint a CASA for a child in a CINC case. The CASA program is an independent, non-governmental organization that provides trained and qualified volunteers from the community who independently investigate, monitor, and review a child's situation. A CASA is assigned to only a few children at a time. This allows the CASA to get to know the children, parents, professionals, and service providers involved in those children's lives very well. Building these relationships allows the CASA to work with all parties to address issues and

solve problems together. The CASA reports directly to the court. The CASA is not employed or otherwise beholden to DCF, a DCF contractor, the state, or any other child welfare organization. This independence empowers the CASA to provide a unique evaluation and recommendations to the court.

Unfortunately, Kansas has a shortage of attorneys willing to serve as GALs. The attorneys who are trained and serve as GALs are often expected to complete the tasks of a full-time job on a part-time salary. GALs in the larger judicial districts have so many cases that GALs struggle to provide each child with the necessary level of advocacy. Ideally, all children would have both a GAL with enough time to focus on his or her case, and an assigned CASA. However, eight of Kansas's thirty-one judicial districts do not have a CASA program. Even in judicial districts with CASA programs, those programs do not have enough resources to provide a CASA for every child in a CINC case. Rather than starting from scratch and establishing and funding a new advocacy office, the Committee agreed funds would be better spent investing in and expanding the existing advocacy programs, such as GALs and CASAs.

# Oversight of CINC cases and the broader system

Creating the office of the child advocate was also proposed as a way to provide oversight in CINC cases. However, CINC cases already have many entities providing oversight. The following entities are independent from DCF or any DCF contractor.

# General system oversight

- U.S. Department of Health and Human Services (HHS) (Federal government)
  - DHHS conducts thorough audits of the child welfare system, requires the creation and implementation of comprehensive state child welfare plans, and ensures compliance with national standards and outcomes related to safety, permanency and well-being.
- Kansas Supreme Court Task Force on Permanency Planning (Judicial Branch)
  - o The Task Force is a multidisciplinary committee established with the purpose of promoting meaningful, ongoing collaboration among the district courts of Kansas, the DCF, and Indian tribes located in the State of Kansas. The Task Force develops and implements strategic plans and monitor progress toward outcomes to meet requirements of pertinent program instructions. The Task Force also assists in overseeing state compliance with federal laws such as the Adoption and Safe Families Act, Fostering Connections, and the new Family First Prevention Services Act.

- Kansas Office of Judicial Administration (Judicial Branch)
  - The Office of Judicial Administration (OJA) monitors and ensures that local court systems are trained and implementing Kansas and federal laws. This includes overseeing the training and certification of guardian ad litems, court appointed special advocates, and citizen review board members. It also provides specialized training to the judges overseeing CINC cases.
- The Judicial Council JO/CINC Advisory Committee (Judicial Branch)
  - The Judicial Council JO/CINC Advisory Committee studies legal issues relating to the child welfare system, recommends changes when appropriate, and prepares resources to assist courts handling CINC cases.
- Child Death Review Board (Kansas Attorney General's Office)
  - The Child Death Review Board examines trends and patterns that identify risk factors in the deaths of children from birth through 17 years of age.
- The Behavioral Sciences Regulatory Board (Executive Branch)
  - The Behavioral Sciences Regulatory Board oversees the licensing, ethical standards, and practices of social workers, marriage and family therapists, professional counselors, psychologists, addiction counselors, and behavior analysts.

# Specific case oversight

- Kansas district court (Judicial Branch)
  - The district court makes the final decisions regarding the status and future plans for each child in a CINC case. The district court hears evidence and recommendations, which provide the basis for the court to make case specific decisions and orders.
- Kansas appellate courts (Judicial Branch)
  - The Kansas court of appeals and supreme court review district courts' decisions to ensure the district court followed the law. The Kansas supreme court also oversees the licensing and ethical standards for all attorneys and judges.
- A guardian ad litem (GAL) (Judicial Branch)
  - GALs are specially trained Kansas attorneys. The GAL conducts an independent investigation of the case and advocates for the best interest of the child.

- Court Appointed Special Advocate (CASA) (Independent non-government organization)
  - CASAs are trained volunteers from the community who independently investigate, monitor, and review a child's situation and make recommendations to the court.
- Citizen Review Boards (Independent non-government organization)
  - Citizen Review Board members are trained volunteers from the community who monitor and review a child's case and situation in a quasi-judicial hearing.

The following entities also provide oversight to the child welfare system but are connected to DCF. This list does not include the numerous levels of individual case reviews conducted by DCF and DCF contractors.

- Citizen Review Panel Intake to Petition
  - This Citizen Review Panel is a multi-disciplinary body required under the federal Child Abuse Prevention and Treatment Act (CAPTA). The panel focuses on gathering citizen input and making recommendations to modify and/or improve the child welfare system from the intake of a child when a report of abuse or neglect is made to the point a CINC petition is filed.
- Citizen Review Panel Custody to Transition
  - o This Citizen Review Panel is a multi-disciplinary body required under the federal Child Abuse Prevention and Treatment Act. The panel focuses on gathering citizen input and making recommendations to modify and/or improve the child welfare system from when a child enters the custody of the state to the child's transition out of the custody of the state (through reintegration, adoption, guardianship, or by reaching adulthood).
- DCF Foster Parent and Youth Ombuds
  - The foster parent and youth obmuds works to ensure that youth are receiving thorough services and foster parents are being provided the necessary assistance and encouragement they need to care for children in the care of DCF.
- DCF Office of Customer Service
  - The DCF Office of Customer Service monitors the delivery of DCF program services and handles customer concerns.

The CINC system has numerous oversight entities already in place. If the oversight already in place is insufficient, the Committee recommends working to improve existing oversight entities rather than adding yet another entity into an already congested system.

#### Concerns with 18 H.B. 2751

The Committee carefully considered the concepts and provisions in H.B. 2751. The Committee identified the following general and specific issues.

#### General Issues:

- The establishment of a child advocate office would provide a false sense of addressing
  the serious overarching problems with the child welfare system. The Committee
  acknowledges that the issues are complex and agrees that a system-wide, multi-agency
  approach to resolving those issues is necessary rather than the creation of a small
  advocacy or regulatory office.
- The bill includes an overly broad mandate and would put further strain on the insufficient resources available to the child welfare system. The office would be inadequate to successfully advocate across so many different fields - CINC, Juvenile Offender, education, and legal.
- The bill would fund the child advocate office by drawing funds from both DCF and DOC. This would reduce the amount of money available to provide direct services to children.
- Tasking the advocate to conduct an independent investigation may interfere with other investigations by DCF, the guardian ad litem, law enforcement, and CASA.
- The bill does not include sufficient provisions to ensure any investigation and actions of the child advocate office would be in compliance with state and federal confidentiality statutes.
- The bill tasks the child advocate with the conflicting roles of an enforcer, an ombuds, and a mediator. Under the Kansas Dispute Resolution Act, a mediator is a neutral third-party. If the Child Advocate was to function as a mediator, he or she could not be an advocate for the child or whomever brought the complaint to the advocate's attention. The child advocate would need to remain neutral through the mediation process. Additionally, anything discussed in the mediation must remain confidential. Only the final resolution can be revealed to anyone outside the parties involved in the mediation. Working as a mediator is not compatible with the goals of the child advocate as portrayed in the bill.

• If the child advocate was authorized to act as an enforcer of rules, regulations, and possibly, the advocate's own opinions, such a role would conflict with various oversight authorities already in place. The federal government Title IVE funding and regulatory decisions cannot be transferred from the state's designated IVE agency, which is DCF. Attorneys and specifically guardians ad litem are accountable to the Kansas Supreme Court and are tasked with exercising independent judgement. The same is true of judges. It would be inappropriate for the child advocate to have the authority to make the attorneys, guardians ad litem, and judges do what the advocate deemed appropriate.

# Specific Issues:

- New section 3 would authorize the child advocate to communicate privately with the court. Such communication would be considered ex parte communication, which is prohibited by the Kansas Code of Judicial Conduct, Rule 2.9. The court cannot communicate about the substance of a case outside the presence of the parties or their lawyers. It would be a direct violation of the Code of Judicial Conduct for a judge to meet with a child advocate in a private setting to discuss a case.
- New section 3 allows the child advocate to file any findings or reports with the appropriate court and issue recommendations regarding the disposition of an investigation to the court and to the investigating agency. It is unclear whether this section is broadly referencing any findings and conclusions made by the advocate at the end of the advocate's investigation or whether it is referencing the law enforcement or DCF investigation into the alleged child abuse or neglect.
- New section 3 discusses that the child advocate could provide recommendations to the court. The court already receives recommendations from the child's case manager, guardian ad litem, parents, and CASA. While the child advocate could provide recommendations, the court is independent and the child advocate's recommendations could not be binding on the court. If a party to a case is unhappy with a court decision, the remedy is to appeal the decision to the Kansas Court of Appeals and Supreme Court.
- New Section 3 would allow the child advocate to file any findings or report with the court, and file an amicus curiae brief or pleadings. If the advocate was not an attorney, such actions would be considered the unauthorized practice of law. Additionally, if the child advocate was an attorney or had an attorney representing the office, the current statutes do not bestow standing on such an office to intervene in a case. The current

CINC, JO, domestic, and civil procedure codes would need to be amended to bestow legal standing on the child advocate.

- New section 4 would authorize the child advocate to mediate disputes between alleged victims of sexual misconduct and school districts or charter schools. Mediating possible criminal action is not appropriate and a need for such a system has not been identified in Kansas.
- New section 9 would allow for the use of unpaid volunteers who would be treated as representatives of the office. CASA utilizes volunteers but the volunteers are trained and certified. Similar training and certification should be required of any volunteers working with the child welfare system. The Committee was also concerned that new section 9 provided immunity to possibly untrained and uncertified volunteers.

#### **RECOMMENDATIONS**

For the reasons discussed above, the Committee recommends against the passage of 18 H.B. 2751 or the creation of an office of the child advocate.

However, if an office were to be created, the Committee recommends the office's scope focus on providing information and serving as an educational resource. People involved as parties in a CINC or juvenile offender court case have many professionals assigned to the case who can provide information and bring important issues before the court. Individuals in situations without an open court case or who are not parties to a case do not have access to the same group of professionals and resources. Informational resources that could help individuals navigate the child welfare system would be especially helpful for people (1) who are not parties in a CINC or juvenile offender case, (2) when a CINC or juvenile offender case has not yet been initiated, or (3) when the decision has been made not to initiate a CINC or juvenile offender case.

### CONCLUSION

The Committee does not believe the creation of an office of the child advocate is necessary or desirable. The tasks of the child advocate program outlined in H.B. 2571 are already covered by guardians ad litem and CASA. When addressing the current problems in the child welfare system, current programs should be provided adequate resources before adding another program to the system.

# STATE OF KANSAS HOUSE OF REPRESENTATIVES

Attachment #1

STATE CAPITOL TOPEKA, KANSAS 66612 (785) 296-3971 erin.davis@house.ks.gov



12018 S. CLINTON ST. OLATHE, KANSAS 66061 (913) 768-6408

ERIN L. DAVIS
15TH DISTRICT

April 20, 2018

Executive Director Nancy Strouse Judicial Council 301 SW 10th Avenue, Suite 140 Topeka , KS 66612

Dear Nancy

I am writing to request Judicial Council study of a topic that arose during the consideration of HB 2751 by the House Committee on Children and Seniors during the 2018 Session. After considering this bill, I believe a more in-depth consideration of the issues raised by the legislation would be appropriate and desirable before advancing the legislation.

**HB 2751** – Establishes the office of the child advocate for children's protection and services within the Kansas department of administration; prescribing certain powers, duties, and functions.

HB 2751 was introduced in 2018 by the House Committee on Federal and State Affairs at the request of Representative Ousley and was heard by the House Committee on Children and Seniors on March 20, 2018. The bill would create an independent Office of the Child Advocate for Children's Protection and Services (Office) within the Department of Administration, which would be tasked with assuring children are receiving adequate protection and care through services offered by the Department for Children and Families (DCF) and the Kansas Department of Corrections (KDOC). The Child Advocate would act independently of DCF and KDOC and would have broad authority to review confidential files relating to child abuse and neglect complaints and suspected and actual abuse and neglect.

The House Committee on Children and Seniors took no action on the bill during the 2018 Legislative Session due to several concerns raised in testimony and by Committee members that needed additional and proper vetting. Among the concerns raised was the Child Advocate's access to confidential files and records, the confidentiality of records and the sharing of such information between departments, and ethical concerns regarding *ex parte* communications between a Child Advocate and a judge on a pending or impending matter, as well as the possible fiscal impact of creating this new office.

The Honorable Merlin G. Wheeler, Chief Judge for the 5th Judicial District, provided written testimony in the March 20, 2018, hearing on HB 2751 before the House Committee on Children and Seniors on behalf of members of the Kansas District Judges Association. Judge Wheeler cited concerns regarding the Child Advocate's authority to address complaints relating

to the actions or inactions of any juvenile court and investigate factual and legal findings that are the subject of appeal, which could interfere with the normal process of appeals of factual and legal decisions by a court. Judge Wheeler also noted the bill would allow the Child Advocate to seek completely private conversations with a presiding judge concerning a pending case, in direct violation of Rule 2.9 of the Code of Judicial Conduct relating to *ex parte* communications outside the presence of the parties or their lawyers. Additionally, an attorney for DCF expressed concerns that the access to records and persons involved with children and families, as described in the bill, was too broad in scope, expansive, and possibly overly intrusive without strict ethical or policy guidelines. The DCF representative expressed concern as to bill language regarding confidentiality of records and compliance with the Child Abuse Prevention and Treatment Act, the Child in Need of Care Code, and the Kansas Open Records Act.

Since its inception, the Long-Term Care Ombudsman has been helpful in addressing the needs of individuals in long-term care facilities. In like manner, I believe having an ombudsman/child advocate may provide a benefit to both children and DCF if appropriate legal parameters are established to address the concerns expressed and if fiscally practicable.

To that end, I would appreciate the Judicial Council's study and recommendation to address the confidentiality of records and *ex parte* communication concerns in HB 2751 raised by House Committee members, DCF, and Judge Wheeler on behalf of the Kansas District Judges Association.

Thank you for your consideration of this request. Please let me know if I can provide any additional information or answer any questions.

Sincerely,

Representative Erin Davis

Chairperson, House Committee on Children

and Seniors

#### **HOUSE BILL No. 2751**

By Committee on Federal and State Affairs

2-15

AN ACT establishing the office of the child advocate for children's protection and services within the Kansas department of administration; prescribing certain powers, duties and functions; amending K.S.A. 2017 Supp. 38-2212, 38-2309 and 38-2310 and repealing the existing sections.

1 2

Be it enacted by the Legislature of the State of Kansas:

New Section 1. As used in sections 1 through 9, and amendments thereto:

- (a) "The office" means the office of the child advocate for children's protection and services within the Kansas department of administration and includes the child advocate and staff; and
- (b) "recipient" means any child who is receiving services from the Kansas department for children and families or the Kansas department of corrections.
- New Sec. 2. (a) There is hereby established within the Kansas department of administration the office of the child advocate for children's protection and services for the purpose of assuring that children receive adequate protection and care through services offered by the Kansas department for children and families and the Kansas department of corrections. The child advocate shall report directly to the secretary of administration.
- (b) The office shall be administered by the child advocate, who shall be appointed jointly by the governor and the chief justice of the Kansas supreme court with the advice and consent of the senate. The child advocate shall hold office for a term of six years and shall continue to hold office until a successor has been duly appointed. The child advocate shall act independently of the Kansas department for children and families and the Kansas department of corrections in the performance of the child advocate's duties. The Kansas department of administration shall provide administrative support and staff to the office as deemed necessary.
- (c) For the fiscal year ending June 30, 2019, and for each fiscal year thereafter, the secretary of administration shall include the budget estimate of the office, as prepared and approved by the child advocate, along with the budget estimate prepared and submitted to the division of the budget for the department of administration under K.S.A. 75-3717, and

amendments thereto. The budget estimate of the office for each such fiscal year shall be prepared at the direction and under the supervision of the child advocate. Expenditures from appropriations to the department of administration for the office, made pursuant to budget estimates for the office, shall be made on vouchers approved by the child advocate or the child advocate's designee. All vouchers for expenditures and all payrolls of the office shall be approved by the child advocate or the child advocate's designee.

- New Sec. 3. (a) The office of the child advocate for children's protection and services shall have access to the following information:
- (1) The names and physical location of all children in protective services, treatment or other programs under the jurisdiction of the Kansas department for children and families or the Kansas department of corrections:
  - (2) all written reports of child abuse and neglect; and
- (3) all current records required to be maintained pursuant to articles 22 and 23 of chapter 38 of the Kansas Statutes Annotated, and amendments thereto.
  - (b) The office shall have the authority:
- (1) To communicate privately by any means possible with any child under protective services and anyone working with the child, including the family, relatives, courts, employees of the Kansas department for children and families or the Kansas department of corrections and other persons or entities providing treatment and services;
- (2) to have access, including the right to inspect, copy and subpoena relevant child records held by law enforcement agencies, the clerk of any Kansas court, juvenile officers, public or private institutions and other agencies or persons with whom a particular child has been either voluntarily or otherwise placed for care or has received treatment within this state or in another state;
- (3) to work in conjunction with juvenile officers and guardians ad litem;
- (4) to file any findings or reports of the child advocate regarding the parent or child with the appropriate court and issue recommendations regarding the disposition of an investigation to the court and to the investigating agency;
- (5) to file amicus curiae briefs on behalf of the interests of the parent or child, or to file such pleadings necessary to intervene on behalf of the child at the appropriate judicial level using the resources of the office of the attorney general;
- (6) to initiate meetings with personnel from the Kansas department for children and families or the Kansas department of corrections;
  - (7) to take whatever steps are appropriate to see that individuals are

 made aware of the services of the office, its purpose and how it can be contacted;

- (8) to apply for and accept grants, gifts and bequests of funds from other state, interstate or federal agencies, independent authorities, private firms, individuals and foundations to carry out the child advocate's duties and responsibilities. The funds shall be deposited in a dedicated account established within the office to permit moneys to be expended in accordance with the provisions of the grant or bequest;
- (9) subject to appropriations, to establish local panels as needed on a regional or county basis to adequately and efficiently carry out the functions and duties of the office and address complaints in a timely manner; and
- (10) to mediate disputes between alleged victims of sexual misconduct and school districts or charter schools as provided in section 4, and amendments thereto.
- (c) (1) For any information obtained from a state agency or entity under sections 1 through 9, and amendments thereto, the office shall be subject to the same disclosure restrictions and confidentiality requirements that apply to the state agency or entity providing such information to the office. For information obtained directly by the office under sections 1 through 9, and amendments thereto, the office shall be subject to the same disclosure restrictions and confidentiality requirements that apply to the Kansas department for children and families regarding information obtained during a child abuse and neglect investigation resulting in an unsubstantiated report.
- (2) The provisions of this subsection providing for confidentiality of records shall expire on July 1, 2023, unless the legislature reenacts such provisions. The legislature shall review this subsection pursuant to K.S.A. 45-229, and amendments thereto, prior to July 1, 2023.
- New Sec. 4. (a) The office of the child advocate for children's protection and services shall be authorized to coordinate mediation efforts between school districts or charter schools and students when requested by both parties when allegations of child abuse arise in a school setting. The office shall maintain a list of individuals who are qualified mediators. The child advocate shall be available as one of the mediators on the list from which parents can choose.
  - (b) Mediation procedures shall meet the following requirements:
- (1) The mediation process shall not be used to deny or delay any other complaint process available to the parties; and
- (2) the mediation process shall be conducted by a qualified and impartial mediator trained in effective mediation techniques who is not affiliated with schools or school professional associations, who is not a mandated reporter of child abuse under state law or rules and regulations

and who is available as a public service.

- (c) No student, parent of a student, school employee, charter school or school district shall be required to participate in mediation under this section. If the school district, charter school, student or student's parent does not wish to enter into mediation, then mediation shall not occur.
- (d) Each session in the mediation process shall be scheduled in a timely manner and be held in a location that is convenient to the parties in dispute.
- (e) (1) Discussions that occur during the mediation process shall be confidential and may not be used as evidence in any subsequent administrative proceeding, administrative hearing, nor in any civil or criminal proceeding of any state or federal court.
- (2) The provisions of this subsection providing for confidentiality of records shall expire on July 1, 2023, unless the legislature reenacts such provisions. The legislature shall review this subsection pursuant to K.S.A. 45-229, and amendments thereto, prior to July 1, 2023.
- (f) If the parties resolve a dispute through the mediation process, the parties shall execute a legally binding agreement that sets forth the resolution and:
- (1) States that all discussions that occurred during the mediation process shall remain confidential and may not be used as evidence in any subsequent administrative proceeding, administrative hearing or civil proceeding of any federal or state court; and
- (2) is signed by a representative of each party who has authority to bind the party.
- New Sec. 5. (a) The office of the child advocate for children's protection and services shall establish and implement procedures for receiving, processing, responding to and resolving complaints made by or on behalf of children who are recipients of the services of the Kansas department for children and families or the Kansas department of corrections. Such procedures shall address complaints relating to the actions, inactions or decisions of service providers, including contractors, subcontractors and any juvenile court, that may adversely affect the health, safety, welfare or rights of such recipient.
- (b) The office shall establish and implement procedures for the handling and, whenever possible, the resolution of complaints.
- (c) The office shall have the authority to make the necessary inquiries and review relevant information and records as the office deems necessary.
- (d) The office may recommend to any state or local agency changes in the rules and regulations adopted or proposed by such state or local agency that adversely affect or may adversely affect the health, safety, welfare or civil or human rights of any recipient. The office shall make recommendations on changes to any current policies and procedures. The

office shall analyze and monitor the development and implementation of federal, state and local laws, rules and regulations and policies with respect to services in the state and shall recommend to the Kansas department for children and families, the Kansas department of corrections, courts, the Kansas legislature and the governor changes in such laws, rules and regulations and policies deemed by the office to be appropriate.

- (e) The office shall inform recipients, their guardians or their families of their rights and entitlements under state and federal laws and rules and regulations through the distribution of educational materials.
- (f) The office shall annually submit to the governor, the Kansas legislature and the Kansas supreme court a detailed report on the work of the office. Such report shall include, but not be limited to, the number of complaints received by the office, the disposition of such complaints, the number of recipients involved in complaints, the state entities named in complaints and whether such complaints were found to be substantiated and any recommendations for improving the delivery of services to reduce complaints or improving the function of the office.
- New Sec. 6. (a) The office of the child advocate for children's protection and services shall have the authority to and may conduct an independent review of any entity within a county that has experienced three or more reports of abuse or neglect in a calendar year, including, but not limited to, the Kansas department for children and families, the Kansas department of corrections or any guardian ad litem. The office shall establish and implement procedures for reviewing any such entity.
- (b) The office shall have the authority to make the necessary inquiries and review relevant information and records as the office deems necessary in order to conduct such reviews.
- (c) The office may make recommendations on changes to any entity's policies and procedures based on the results of the review in order to improve the delivery of services or the function of the entity. Upon completing a review under this section, the office shall submit any findings and recommendations to the Kansas department for children and families and the Kansas department of corrections.
- New Sec. 7. (a) The secretary for children and families and the secretary of corrections shall enter into agreements with the office of the child advocate for children's protection and services for the provision of financial assistance to the office by the Kansas department for children and families and the Kansas department of corrections from available state and federal funds of the Kansas department for children and families and the Kansas department of corrections. This financial assistance shall be to assist the child advocate to provide child advocacy services in accordance with sections 1 through 9, and amendments thereto.
  - (b) For the fiscal year ending June 30, 2019, and for each fiscal year

1 thereafter, the secretary for children and families and the secretary of 2 corrections shall include in the budget estimates prepared and submitted to 3 the division of the budget for the Kansas department for children and 4 families and the Kansas department of corrections under K.S.A. 75-3717. 5 and amendments thereto, in addition to other amounts included in such 6 budget estimates for the Kansas department for children and families and 7 the Kansas department of corrections, amounts to be provided to the office 8 during such fiscal year pursuant to this section. The amounts included in 9 each such budget estimate to be provided to the office shall include 10 amounts to be appropriated from federal moneys provided to the Kansas department for children and families and the Kansas department of 11 12 corrections. Commencing in the fiscal year ending on June 30, 2020, in no 13 case shall the aggregate of the amounts included in any such budget estimates of the Kansas department for children and families and the 14 15 Kansas department of corrections that are to be provided to the office be 16 less than the aggregate of all moneys provided during the fiscal year 17 ending June 30, 2019, by the Kansas department for children and families 18 and the Kansas department of corrections for the office from 19 appropriations to the Kansas department for children and families and the 20 Kansas department of corrections, including moneys received under the 21 federal programs for children. The aggregate amounts included in each 22 such budget estimates of the Kansas department for children and families 23 and the Kansas department of corrections that are to be provided to the 24 office shall be adjusted appropriately for increases attributable to inflation 25 and other applicable factors. 26

New Sec. 8. (a) Any files maintained by the office of the child advocate for children's protection and services shall be disclosed only at the discretion of the child advocate, except that the identity of any complainant or recipient shall not be disclosed by the office unless:

- (1) The complainant or recipient, respectively, or the complainant's or recipient's legal representative, consents in writing to such disclosure; or
  - (2) such disclosure is required by court order.

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- (b) Any statement or communication made by the office relevant to a complaint being addressed by the office and any complaint or information made or provided in good faith by any person shall be absolutely privileged and such person shall be immune from suit.
- (c) Any representative of the office conducting or participating in any examination of a complaint who knowingly and willfully discloses to any person other than the office, or those persons authorized by the office to receive it, the name of any witness examined or any information obtained or given during such examination shall be guilty of a class A nonperson misdemeanor. However, the office conducting or participating in any examination of a complaint shall disclose the final result of the

 examination with the consent of the recipient.

- (d) (1) The office shall not be required to testify in any court with respect to matters held to be confidential in this section, except as the court may deem necessary to enforce the provisions of sections 1 through 9, and amendments thereto, or when otherwise required by court order.
- (2) The provisions of this subsection providing for confidentiality of records shall expire on July 1, 2023, unless the legislature reenacts such provisions. The legislature shall review this subsection pursuant to K.S.A. 45-229, and amendments thereto, prior to July 1, 2023.
- New Sec. 9. (a) Any employee or an unpaid volunteer of the office of the child advocate for children's protection and services shall be treated as a representative of the office. No representative of the office shall be held liable for good faith performance of such representative's official duties under the provisions of sections 1 through 9, and amendments thereto, and such representative shall be immune from suit for the good faith performance of such duties. Every representative of the office shall be considered an employee of the state of Kansas.
- (b) No reprisal or retaliatory action shall be taken against any recipient or employee of the Kansas department for children and families, the Kansas department of corrections or courts for any communication made or information given to the office. Any person who knowingly or willfully violates the provisions of this subsection shall be guilty of a class A nonperson misdemeanor.
- Sec. 10. K.S.A. 2017 Supp. 38-2212 is hereby amended to read as follows: 38-2212. (a) *Principle of appropriate access*. Information contained in confidential agency records concerning a child alleged or adjudicated to be in need of care may be disclosed as provided in this section. Disclosure shall in all cases be guided by the principle of providing access only to persons or entities with a need for information that is directly related to achieving the purposes of this code.
- (b) Free exchange of information. Pursuant to K.S.A. 2017 Supp. 38-2210, and amendments thereto, the secretary and juvenile intake and assessment agencies shall participate in the free exchange of information concerning a child who is alleged or adjudicated to be in need of care.
- (c) Necessary access. The following persons or entities shall have access to information from agency records. Access shall be limited to information reasonably necessary to carry out their lawful responsibilities, to maintain their personal safety and the personal safety of individuals in their care, or to educate, diagnose, treat, care for or protect a child alleged to be in need of care. Information authorized to be disclosed pursuant to this subsection shall not contain information which identifies a reporter of a child who is alleged or adjudicated to be a child in need of care.
  - (1) A child named in the report or records, a guardian ad litem

 appointed for the child and the child's attorney.

- (2) A parent or other person responsible for the welfare of a child, or such person's legal representative.
- (3) A court-appointed special advocate for a child, a citizen review board or other advocate which reports to the court.
- (4) A person licensed to practice the healing arts or mental health profession in order to diagnose, care for, treat or supervise: (A) A child whom such service provider reasonably suspects may be in need of care; (B) a member of the child's family; or (C) a person who allegedly abused or neglected the child.
- (5) A person or entity licensed or registered by the secretary of health and environment or approved by the secretary of social and rehabilitation services to care for, treat or supervise a child in need of care.
- (6) A coroner or medical examiner when such person is determining the cause of death of a child.
- (7) The state child death review board established under K.S.A. 22a-243, and amendments thereto.
- (8) An attorney for a private party who files a petition pursuant to subsection (b) of K.S.A. 2017 Supp. 38-2233(b), and amendments thereto.
- (9) A foster parent, prospective foster parent, permanent custodian, prospective permanent custodian, adoptive parent or prospective adoptive parent. In order to assist such persons in making an informed decision regarding acceptance of a particular child, to help the family anticipate problems which may occur during the child's placement, and to help the family meet the needs of the child in a constructive manner, the secretary shall seek and shall provide the following information to such person's as the information becomes available to the secretary:
  - (A) Strengths, needs and general behavior of the child;
  - (B) circumstances which necessitated placement;
- (C) information about the child's family and the child's relationship to the family which may affect the placement;
  - (D) important life experiences and relationships which may affect the child's feelings, behavior, attitudes or adjustment;
  - (E) medical history of the child, including third-party coverage which may be available to the child; and
  - (F) education history, to include present grade placement, special strengths and weaknesses.
  - (10) The state protection and advocacy agency as provided by subsection (a)(10) of K.S.A. 65-5603(a)(10) or subsection (a)(2)(A) and (B) of K.S.A. 74-5515(a)(2)(A) and (B), and amendments thereto.
- (11) Any educational institution to the extent necessary to enable the educational institution to provide the safest possible environment for its pupils and employees.

(12) Any educator to the extent necessary to enable the educator to protect the personal safety of the educator and the educator's pupils.

- (13) The office of the child advocate for children's protection and services, pursuant to sections 1 through 9, and amendments thereto.
- (14) Any other federal, state or local government executive branch entity or any agent of such entity, having a need for such information in order to carry out such entity's responsibilities under the law to protect children from abuse and neglect.
- (d) Specified access. The following persons or entities shall have access to information contained in agency records as specified. Information authorized to be disclosed pursuant to this subsection shall not contain information which identifies a reporter of a child who is alleged or adjudicated to be a child in need of care.
- (1) Information from confidential agency records of the department of social and rehabilitation services, a law enforcement agency or any juvenile intake and assessment worker of a child alleged or adjudicated to be in need of care shall be available to members of the standing house or senate committee on judiciary, house committee on corrections and juvenile justice, house committee on appropriations, senate committee on ways and means, legislative post audit committee and any joint committee with authority to consider children's and families' issues, when carrying out such member's or committee's official functions in accordance with K.S.A. 75-4319, and amendments thereto, in a closed or executive meeting. Except in limited conditions established by  $\frac{2}{3}$  of the members of such committee, records and reports received by the committee shall not be further disclosed. Unauthorized disclosure may subject such member to discipline or censure from the house of representatives or senate. The secretary of social and rehabilitation services shall not summarize the outcome of department actions regarding a child alleged to be a child in need of care in information available to members of such committees.
- (2) The secretary of social and rehabilitation services may summarize the outcome of department actions regarding a child alleged to be a child in need of care to a person having made such report.
- (3) Information from confidential reports or records of a child alleged or adjudicated to be a child in need of care may be disclosed to the public when:
- (A) The individuals involved or their representatives have given express written consent; or
- (B) the investigation of the abuse or neglect of the child or the filing of a petition alleging a child to be in need of care has become public knowledge, provided, however, that the agency shall limit disclosure to confirmation of procedural details relating to the handling of the case by professionals.

(e) Court order. Notwithstanding the provisions of this section, a court of competent jurisdiction, after in camera inspection, may order disclosure of confidential agency records pursuant to a determination that the disclosure is in the best interests of the child who is the subject of the reports or that the records are necessary for the proceedings of the court and otherwise admissible as evidence. The court shall specify the terms of disclosure and impose appropriate limitations.

- (f) (1) Notwithstanding any other provision of law to the contrary, except as provided in paragraph (4), in the event that child abuse or neglect results in a child fatality or near fatality, reports or records of a child alleged or adjudicated to be in need of care received by the secretary, a law enforcement agency or any juvenile intake and assessment worker shall become a public record and subject to disclosure pursuant to K.S.A. 45-215, and amendments thereto.
- (2) Within seven days of receipt of a request in accordance with the procedures adopted under K.S.A. 45-220, and amendments thereto, the secretary shall notify any affected individual that an open records request has been made concerning such records. The secretary or any affected individual may file a motion requesting the court to prevent disclosure of such record or report, or any select portion thereof. If the affected individual does not file such motion within seven days of notification, and the secretary has not filed a motion, the secretary shall release the reports or records. If such motion is filed, the court shall consider the effect such disclosure may have upon an ongoing criminal investigation, a pending prosecution, or the privacy of the child, if living, or the child's siblings, parents or guardians. The court shall make written findings on the record justifying the closing of the records and shall provide a copy of the journal entry to the affected parties and the individual requesting disclosure pursuant to the Kansas open records act, K.S.A. 45-215 et seg., and amendments thereto.
- (3) For reports or records requested pursuant to this subsection, the time limitations specified in this subsection shall control to the extent of any inconsistency between this subsection and K.S.A. 45-218, and amendments thereto. As used in this section, "near fatality" means an act that, as certified by a person licensed to practice medicine and surgery, places the child in serious or critical condition.
- (4) Nothing in this subsection shall allow the disclosure of reports, records or documents concerning the child and such child's biological parents which were created prior to such child's adoption. Nothing herein is intended to require that an otherwise privileged communication lose its privileged character.

Sec. 11. K.S.A. 2017 Supp. 38-2309 is hereby amended to read as follows: 38-2309. (a) Official file. The official file of proceedings pursuant

to this code shall consist of the complaint, process, service of process, orders, writs and journal entries reflecting hearings held, judgments and decrees entered by the court. The official file shall be kept separate from other records of the court.

- (b) The official file shall be open for public inspection, unless the judge determines that opening the official file for public inspection is not in the best interests of a juvenile who is less than 14 years of age. Information identifying victims and alleged victims of sex offenses, as defined in article 35 of chapter 21 of the Kansas Statutes Annotated, prior to their repeal, or article 55 of chapter 21 of the Kansas Statutes Annotated, or K.S.A. 2017 Supp. 21-6419 through 21-6422, and amendments thereto, or human trafficking or aggravated human trafficking, as defined in K.S.A. 21-3446 or 21-3447, prior to their repeal, or K.S.A. 2017 Supp. 21-5426, and amendments thereto, shall not be disclosed or open to public inspection under any circumstances. Nothing in this section shall prohibit the victim or alleged victim of any sex offense from voluntarily disclosing such victim's identity. An official file closed pursuant to this section and information identifying the victim or alleged victim of any sex offense shall be disclosed only to the following:
- (1) A judge of the district court and members of the staff of the court designated by the judge;
  - (2) parties to the proceedings and their attorneys;
- (3) any individual or any public or private agency or institution: (A) Having custody of the juvenile under court order; or (B) providing educational, medical or mental health services to the juvenile;
  - (4) the juvenile's court appointed special advocate;
- (5) any placement provider or potential placement provider as determined by the commissioner or court services officer;
- (6) law enforcement officers or county or district attorneys, or their staff, when necessary for the discharge of their official duties;
- (7) the Kansas racing commission, upon written request of the commission chairperson, for the purpose provided by K.S.A. 74-8804, and amendments thereto, except that information identifying the victim or alleged victim of any sex offense shall not be disclosed pursuant to this subsection;
  - (8) juvenile intake and assessment workers;
  - (9) the commissioner;
- (10) the office of the child advocate for children's protection and services, pursuant to sections 1 through 9, and amendments thereto;
- (11) any other person when authorized by a court order, subject to any conditions imposed by the order; and
- $\frac{(11)}{(12)}$  the commission on judicial performance in the discharge of the commission's duties pursuant to article 32 of chapter 20 of the Kansas

 Statutes Annotated, and amendments thereto.

- (c) Social file. Reports and information received by the court, other than the official file, shall be privileged and open to inspection only by attorneys for the parties, juvenile intake and assessment workers, court appointed special advocates, juvenile community corrections officers, the juvenile's guardian ad litem, if any, or upon order of a judge of the district court or appellate court. The reports shall not be further disclosed without approval of the court or by being presented as admissible evidence.
- (d) Preservation of records. The Kansas state historical society shall be allowed to take possession for preservation in the state archives of any court records related to proceedings under the Kansas juvenile justice code or the revised Kansas juvenile justice code whenever such records otherwise would be destroyed. The Kansas state historical society shall make available for public inspection any unexpunged docket entry or official file in its custody concerning any juvenile 14 or more years of age at the time an offense is alleged to have been committed by the juvenile. No other such records in the custody of the Kansas state historical society shall be disclosed directly or indirectly to anyone for 70 years after creation of the records, except as provided in subsections (b) and (c). A judge of the district court may allow inspection for research purposes of any court records in the custody of the Kansas state historical society related to proceedings under the Kansas juvenile justice code or the revised Kansas juvenile justice code.
- (e) Relevant information, reports and records, shall be made available to the department of corrections upon request, and a showing that the former juvenile has been convicted of a crime and placed in the custody of the secretary of corrections.
- Sec. 12. K.S.A. 2017 Supp. 38-2310 is hereby amended to read as follows: 38-2310. (a) All records of law enforcement officers and agencies and municipal courts concerning an offense committed or alleged to have been committed by a juvenile under 14 years of age shall be kept readily distinguishable from criminal and other records and shall not be disclosed to anyone except:
- (1) The judge of the district court and members of the staff of the court designated by the judge;
  - (2) parties to the proceedings and their attorneys;
  - (3) the Kansas department for children and families;
- (4) the juvenile's court appointed special advocate, any officer of a public or private agency or institution or any individual having custody of a juvenile under court order or providing educational, medical or mental health services to a juvenile;
- (5) any educational institution, to the extent necessary to enable the educational institution to provide the safest possible environment for its

pupils and employees;
any educator

- (6) any educator, to the extent necessary to enable the educator to protect the personal safety of the educator and the educator's pupils;
- (7) law enforcement officers or county or district attorneys, or their staff, when necessary for the discharge of their official duties;
- (8) the central repository, as defined by K.S.A. 22-4701, and amendments thereto, for use only as a part of the juvenile offender information system established under K.S.A. 2017 Supp. 38-2326, and amendments thereto;
  - (9) juvenile intake and assessment workers;
  - (10) the department of corrections;
  - (11) juvenile community corrections officers;
- (12) the interstate compact for juveniles compact administrator for the purpose of carrying out the responsibilities related to the interstate compact for juveniles;
- (13) the office of the child advocate for children's protection and services, pursuant to sections 1 through 9, and amendments thereto.
- (14) any other person when authorized by a court order, subject to any conditions imposed by the order; and
  - $\frac{(14)}{(15)}$  as provided in subsection (c).
- (b) The provisions of this section shall not apply to records concerning:
- (1) A violation, by a person 14 or more years of age, of any provision of chapter 8 of the Kansas Statutes Annotated, and amendments thereto, or of any city ordinance or county resolution which relates to the regulation of traffic on the roads, highways or streets or the operation of self-propelled or nonself-propelled vehicles of any kind;
- (2) a violation, by a person 16 or more years of age, of any provision of chapter 32 of the Kansas Statutes Annotated, and amendments thereto; or
  - (3) an offense for which the juvenile is prosecuted as an adult.
- (c) All records of law enforcement officers and agencies and municipal courts concerning an offense committed or alleged to have been committed by a juvenile 14 or more years of age shall be subject to the same disclosure restrictions as the records of adults. Information identifying victims and alleged victims of sex offenses, as defined in article 35 of chapter 21 of the Kansas Statutes Annotated, prior to their repeal, or article 55 of chapter 21 of the Kansas Statutes Annotated, and amendments thereto, K.S.A. 2017 Supp. 21-6419 through 21-6422, and amendments thereto, or human trafficking or aggravated human trafficking, as defined in K.S.A. 21-3446 or 21-3447, prior to their repeal, or K.S.A. 2017 Supp. 21-5426, and amendments thereto, shall not be disclosed or open to public inspection under any circumstances. Nothing in

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 this section shall prohibit the victim or any alleged victim of any sex offense from voluntarily disclosing such victim's identity.

- (d) Relevant information, reports and records, shall be made available to the department of corrections upon request and a showing that the former juvenile has been convicted of a crime and placed in the custody of the secretary of corrections.
- (e) All records, reports and information obtained as a part of the juvenile intake and assessment process for juveniles shall be confidential, and shall not be disclosed except as provided by statutory law and rules and regulations promulgated by the secretary.
- (1) Any court of record may order the disclosure of such records, reports and other information to any person or entity.
- (2) The head of any juvenile intake and assessment program, certified by the secretary, may authorize disclosure of such records, reports and other information to:
- (A) A person licensed to practice the healing arts who has before that person a juvenile whom the person reasonably suspects may be abused or neglected;
- (B) a court-appointed special advocate for a juvenile or an agency having the legal responsibility or authorization to care for, treat or supervise a juvenile;
- (C) a parent or other person responsible for the welfare of a juvenile, or such person's legal representative, with protection for the identity of persons reporting and other appropriate persons;
- (D) the juvenile, the attorney and a guardian ad litem, if any, for such juvenile;
  - (E) the police or other law enforcement agency;
- (F) an agency charged with the responsibility of preventing or treating physical, mental or emotional abuse or neglect or sexual abuse of children, if the agency requesting the information has standards of confidentiality as strict or stricter than the requirements of the Kansas code for care of children or the revised Kansas juvenile justice code, whichever is applicable;
  - (G) members of a multidisciplinary team under this code;
- (H) an agency authorized by a properly constituted authority to diagnose, care for, treat or supervise a child who is the subject of a report or record of child abuse or neglect;
- (I) any individual, or public or private agency authorized by a properly constituted authority to diagnose, care for, treat or supervise a juvenile who is the subject of a report or record of child abuse or neglect, specifically including the following: Physicians, psychiatrists, nurses, nurse practitioners, psychologists, licensed social workers, child development specialists, physician assistants, community mental health

workers, addiction counselors and licensed or registered child care providers;

- (J) a citizen review board pursuant to K.S.A. 2017 Supp. 38-2207, and amendments thereto;
- (K) an educational institution to the extent necessary to enable such institution to provide the safest possible environment for pupils and employees of the institution;
- (L) any educator to the extent necessary for the protection of the educator and pupils;
- (M) any juvenile intake and assessment worker of another certified juvenile intake and assessment program; and
- (N) the interstate compact for juveniles compact administrator for the purpose of carrying out the responsibilities related to the interstate compact for juveniles.
- Sec. 13. K.S.A. 2017 Supp. 38-2212, 38-2309 and 38-2310 are hereby repealed.
- Sec. 14. This act shall take effect and be in force from and after its publication in the statute book.