FIRST REGULAR SESSION

HOUSE BILL NO. 1315

101ST GENERAL ASSEMBLY

INTRODUCED BY REPRESENTATIVE HICKS.

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DANA RADEMAN MILLER, Chief Clerk

AN ACT

To repeal sections 210.830, 211.462, 452.402, 452.423, 453.025, and 455.513, RSMo, and to enact in lieu thereof seven new sections relating to guardians ad litem.

Be it enacted by the General Assembly of the state of Missouri, as follows:

Section A. Sections 210.830, 211.462, 452.402, 452.423, 453.025, and 455.513, RSMo, are repealed and seven new sections enacted in lieu thereof, to be known as sections 210.830,

211.462, 452.402, 452.423, 453.025, 455.513, and 484.355, to read as follows:

210.830. 1. The child shall be made a party to any action commenced under sections 210.817 to 210.852. If he or she is a minor, he or she may be represented by a next friend appointed for him or her for any such action. The child's mother or father or the family support division or any person having physical or legal custody of the child may represent him or her as his or her next friend. A guardian ad litem shall be appointed for the child only if child abuse or neglect is alleged, or if the child is named as a defendant, or if the court determines that the interests of the child and his or her next friend are in conflict. Within twenty-one days of appointment, the guardian ad litem shall meet face-to-face with the parents and the child and provide the parents with a copy of the Missouri supreme court standards governing guardians ad litem. The meeting with the child shall occur in a private setting at a time and place that allows the guardian ad litem to observe the child and ascertain the child's wishes, safety, and needs, to the extent reasonably possible, and the need for further meetings and investigation. Such initial meeting shall take place away from the 14 courthouse. The guardian ad litem shall continue to maintain contact with the child for 15 the duration of the appointment. Such duty shall not be designated to any volunteer advocate or other person; however, nothing in this subsection shall be construed to

Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended EXPLANATION to be omitted from the law. Matter in **bold-face** type in the above bill is proposed language.

prohibit a volunteer advocate from meeting with the child. The natural mother, each man presumed to be the father under section 210.822, and each man alleged to be the natural father, shall be made parties or, if not subject to the jurisdiction of the court, shall be given notice of the action in a manner prescribed by the court and an opportunity to be heard. The court may align the parties.

2. The guardian ad litem:

- (1) Shall respond to all requests for communication within ninety-six hours; and
- (2) May make informal recommendations during the pendency of a matter under this section, which shall be presented in a written motion to the court signed by the guardian ad litem and noticed for hearing. Until such time as ruled upon by the court, such recommendations shall not take effect.
- 3. Upon written request by a party, a guardian ad litem shall provide within thirty days of such written request an itemized accounting of all time expended in the case by the guardian ad litem up to the date of the request. The guardian ad litem may redact certain personally identifying information contained in such accounting provided to the requesting party.
- 4. Any party aggrieved by a guardian ad litem's failure to satisfy the duties enumerated under this section or under section 484.355 may apply by in camera motion for appointment of a substitute guardian ad litem for cause shown. In the event a guardian ad litem is discharged for cause shown, legal immunity shall not be a defense in any subsequent litigation between the parties and guardian ad litem.
- 211.462. 1. In all actions to terminate parental rights, if not previously appointed pursuant to section 210.160, a guardian ad litem shall be appointed for the child as soon as practicable after the filing of the petition. Within twenty-one days of appointment, the guardian ad litem shall meet face-to-face with the parents and the child and provide the parents with a copy of the Missouri supreme court standards governing guardians ad litem. The meeting with the child shall occur in a private setting at a time and place that allows the guardian ad litem to observe the child and ascertain the child's wishes, safety, and needs, to the extent reasonably possible, and the need for further meetings and investigation. Such initial meeting shall take place away from the courthouse. The guardian ad litem shall continue to maintain contact with the child for the duration of the appointment. Such duty shall not be designated to any volunteer advocate or other person; however, nothing in this subsection shall be construed to prohibit a volunteer advocate from meeting with the child.
- 2. The parent or guardian of the person of the child shall be notified of the right to have counsel, and if they request counsel and are financially unable to employ counsel, counsel shall

be appointed by the court. Notice of this provision shall be contained in the summons. When the parent is a minor or incompetent the court shall appoint a guardian ad litem to represent such parent.

- 3. The guardian ad litem [shall,] during all stages of the proceedings:
- (1) **Shall** be the legal representative of the child, and may examine, cross-examine, subpoena witnesses and offer testimony. The guardian ad litem may also initiate an appeal of any disposition that he determines to be adverse to the best interests of the child;
- (2) **Shall** be an advocate for the child during the dispositional hearing and aid in securing a permanent placement plan for the child. To ascertain the child's wishes, feelings, attachments, and attitudes, he shall conduct all necessary interviews with persons, other than the parent, having contact with or knowledge of the child and, if appropriate, with the child;
- (3) **Shall** protect the rights, interest and welfare of a minor or incompetent parent by exercising the powers and duties enumerated in subdivisions (1) and (2) of this subsection;
 - (4) Shall respond to all requests for communication within ninety-six hours; and
- (5) May make informal recommendations during the pendency of a matter under this section, which shall be presented in a written motion to the court signed by the guardian ad litem and noticed for hearing. Until such time as ruled upon by the court, such recommendations shall not take effect.
- 4. Upon written request by a party, a guardian ad litem shall provide within thirty days of such written request an itemized accounting of all time expended in the case by the guardian ad litem up to the date of the request. The guardian ad litem may redact certain personally identifying information contained in such accounting provided to the requesting party.
- 5. Any party aggrieved by a guardian ad litem's failure to satisfy the duties enumerated under this section or under section 484.355 may apply by in camera motion for appointment of a substitute guardian ad litem for cause shown. In the event a guardian ad litem is discharged for cause shown, legal immunity shall not be a defense in any subsequent litigation between the parties and guardian ad litem.
- 6. Court costs shall be paid by the county in which the proceeding is instituted, except that the court may require the agency or person having or receiving legal or actual custody to pay the costs.
 - 452.402. 1. The court may grant reasonable visitation rights to the grandparents of the child and issue any necessary orders to enforce the decree when a grandparent has been unreasonably denied visitation for a period exceeding sixty days, and:
 - (1) The parents of the child have filed for a dissolution of their marriage. A grandparent shall have the right to intervene in any dissolution action solely on the issue of visitation rights.

6 Grandparents shall also have the right to file a motion to modify the original decree of dissolution to seek visitation rights when visitation has been denied to them;

- (2) One parent of the child is deceased and the surviving parent denies reasonable visitation to a parent of the deceased parent of the child; or
- (3) The child has resided in the grandparent's home for at least six months within the twenty-four month period immediately preceding the filing of the petition.

- Except as otherwise provided in subdivision (1) of this subsection, if the natural parents are legally married to each other and are living together with the child, a grandparent may not file for visitation pursuant to this subsection.
- 2. Before ordering visitation, the court shall, in addition to the requirements of subsection 1 of this section, determine if the visitation by the grandparent would be in the child's best interests. Visitation may only be ordered when the court finds such visitation to be in the best interests of the child. The court may order reasonable conditions or restrictions on grandparent visitation.
- 3. If the court finds it to be in the best interests of the child, the court may appoint a guardian ad litem for the child. The guardian ad litem shall be an attorney licensed to practice law in Missouri. [The guardian ad litem may, for the purpose of determining the question of grandparent visitation rights, participate in the proceedings as if such guardian ad litem were a party. The court shall enter judgment allowing a reasonable fee to the guardian ad litem.] Within twenty-one days of appointment, the guardian ad litem shall meet face-to-face with the parents and the child and provide the parents with a copy of the Missouri supreme court standards governing guardians ad litem. The meeting with the child shall occur in a private setting at a time and place that allows the guardian ad litem to observe the child and ascertain the child's wishes, safety, and needs, to the extent reasonably possible, and the need for further meetings and investigation. Such initial meeting shall take place away from the courthouse. The guardian ad litem shall continue to maintain contact with the child for the duration of the appointment. Such duty shall not be designated to any volunteer advocate or other person; however, nothing in this subsection shall be construed to prohibit a volunteer advocate from meeting with the child.
 - 4. The guardian ad litem:
 - (1) Shall be an attorney licensed to practice law in Missouri;
- (2) May, for the purpose of determining the question of grandparent visitation rights, participate in the proceedings as if such guardian ad litem were a party;
 - (3) Shall respond to all requests for communication within ninety-six hours; and
 - (4) May make informal recommendations during the pendency of the matter under

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this section, which shall be presented in a written motion to the court signed by the guardian ad litem and noticed for a hearing. Until such time as ruled by the court, such recommendation shall not take effect.

- 5. Upon written request by a party, a guardian ad litem shall provide within thirty days of such written request an itemized accounting of all time expended in the case by the guardian ad litem up to the date of the request. The guardian ad litem may redact certain personally identifying information contained in such accounting provided to the requesting party.
- 6. Any party aggrieved by a guardian ad litem's failure to satisfy the duties enumerated under this section or under section 484.355 may apply by in camera motion for appointment of a substitute guardian ad litem for cause shown. In the event a guardian ad litem is discharged for cause shown, legal immunity shall not be a defense in any subsequent litigation between the parties and guardian ad litem.
- 7. A home study, as described by section 452.390, may be ordered by the court to assist in determining the best interests of the child.
- 57 [5.] **8.** The court may, in its discretion, consult with the child regarding the child's wishes in determining the best interest of the child.
- 59 [6.] 9. The right of a grandparent to maintain visitation rights pursuant to this section 60 may terminate upon the adoption of the child.
- 61 [7.] 10. The court may award reasonable attorneys fees and expenses to the prevailing 62 party.
- 452.423. 1. In all proceedings for child custody or for dissolution of marriage or legal separation where custody, visitation, or support of a child is a contested issue, the court may appoint a guardian ad litem. Such appointment shall be a temporary duration limited to the purpose of conducting specific investigations to assist the court in determining the best interests of the child. Upon appointment, the guardian ad litem shall complete his or her investigations as soon as practicable and shall file with the court a written report upon completion of his or her investigations, which shall be made available to all parties. Thereafter, the guardian ad litem shall be discharged upon motion by either party or the court. Within twenty-one days of appointment, the guardian ad litem shall meet face-toface with the parents and the child and provide the parents with a copy of the Missouri 10 11 supreme court standards governing guardians ad litem. The meeting with the child shall 12 occur in a private setting at a time and place that allows the guardian ad litem to observe 13 the child and ascertain the child's wishes, safety, and needs, to the extent reasonably 14 possible, and the need for further meetings and investigation. Such initial meeting shall 15 take place away from the courthouse. The guardian ad litem shall continue to maintain

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contact with the child for the duration of the appointment. Such duty shall not be 16 17 designated to any volunteer advocate or other person; however, nothing in this subsection 18 shall be construed to prohibit a volunteer advocate from meeting with the child. 19 Disqualification of a guardian ad litem shall be ordered in any legal proceeding only pursuant 20 to this chapter, upon the filing of a written application by any party within [ten] thirty days of 21 appointment, or within ten days of August 28, 1998, if the appointment occurs prior to August 22 28, 1998]. Each party shall be entitled to one disqualification of a guardian ad litem appointed 23 under this subsection in each proceeding, except a party may be entitled to additional 24 disqualifications of a guardian ad litem for good cause shown.

- 2. The court shall appoint a guardian ad litem in any proceeding in which child abuse or neglect is alleged. Such allegation shall be made by a parent under oath with specificity. Such appointment shall be a temporary duration limited to the purpose of conducting a specific investigation into the allegations of abuse or neglect. Upon appointment, the guardian ad litem shall complete the investigation as soon as practicable and, upon completion, shall file a written report regarding the specific allegations of abuse or neglect with the court that shall be made available to all parties. Once the guardian ad litem's investigation determines the allegations of abuse or neglect are not substantiated, the guardian ad litem shall be discharged by the court. Within twenty-one days of the appointment, the guardian ad litem shall meet face-to-face with the parents and the child and provide the parents with a copy of the Missouri supreme court standards governing guardians ad litem. The meeting with the child shall occur in a private setting at a time and place that allows the guardian ad litem to observe the child and ascertain the child's wishes, safety, and needs, to the extent reasonably possible, and the need for further Such initial meeting shall take place away from the meetings and investigation. courthouse. The guardian ad litem shall continue to maintain contact with the child for the duration of the appointment. This duty shall not be designated to any volunteer advocate or other person; however, nothing in this subsection shall be construed to prohibit a volunteer advocate from meeting with the child. Disqualification of a guardian ad litem shall be ordered in any legal proceeding under this chapter only upon the filing of a written application by any party within thirty days of appointment. Each party shall be entitled to one disqualification of a guardian ad litem appointed under this subsection in each proceeding, except a party may be entitled to additional disqualifications of a guardian ad litem for good cause shown.
 - 3. The guardian ad litem [shall]:
- 50 (1) **Shall** be the legal representative of the child at the hearing, and may examine, 51 cross-examine, subpoena witnesses and offer testimony;

52 (2) **Shall** prior to the hearing, conduct all necessary interviews with persons having contact with or knowledge of the child in order to ascertain the child's wishes, feelings, attachments and attitudes. If appropriate, the child should be interviewed;

- (3) **Shall** request the juvenile officer to cause a petition to be filed in the juvenile division of the circuit court if the guardian ad litem believes the child alleged to be abused or neglected is in danger;
 - (4) Shall respond to all requests for communication within ninety-six hours; and
- (5) May make informal recommendations during the pendency of a matter under this section, which shall be presented in a written motion to the court signed by the guardian ad litem and noticed for hearing. Until such time as ruled upon by the court, such recommendations shall not take effect.
- 4. Upon written request by a party, a guardian ad litem shall provide within thirty days of such written request an itemized accounting of all time expended in the case by the guardian ad litem up to the date of the request. The guardian ad litem may redact certain personally identifying information contained in such accounting provided to the requesting party.
- 5. Any party aggrieved by a guardian ad litem's failure to satisfy the duties enumerated under this section or section 484.355 may apply by in camera motion for appointment of a substitute guardian ad litem for cause shown. In the event a guardian ad litem is discharged for cause shown, legal immunity shall not be a defense in any subsequent litigation between the parties and guardian ad litem.
- **6.** The appointing judge shall require the guardian ad litem to faithfully discharge such guardian ad litem's duties, and upon failure to do so shall discharge such guardian ad litem and appoint another. The judge in making appointments pursuant to this section shall give preference to persons who served as guardian ad litem for the child in the earlier proceeding, unless there is a reason on the record for not giving such preference.
- [5.] 7. The guardian ad litem shall be awarded a reasonable fee for such services to be set by the court. The court, in its discretion, may:
- 80 (1) Issue a direct payment order to the parties. If a party fails to comply with the court's direct payment order, the court may find such party to be in contempt of court; or
 - (2) Award such fees as a judgment to be paid by any party to the proceedings or from public funds. Such an award of guardian fees shall constitute a final judgment in favor of the guardian ad litem. Such final judgment shall be enforceable against the parties in accordance with chapter 513.
 - 453.025. 1. The court shall, in all cases where the person sought to be adopted is under eighteen years of age, appoint a guardian ad litem, if not previously appointed pursuant to section

210.160, to represent the person sought to be adopted. Within twenty-one days of appointment, the guardian ad litem shall meet face-to-face with the person or persons seeking to adopt and the person sought to be adopted and provide the person or persons seeking to adopt with a copy of the Missouri supreme court standards governing guardians ad litem. The meeting with the person sought to be adopted shall occur in a private setting at a time and place that allows the guardian ad litem to observe the person sought to be adopted and ascertain that person's wishes, safety, and needs, to the extent reasonably 10 possible, and the need for further meetings and investigation. Such initial meeting shall 11 take place away from the courthouse. The guardian ad litem shall continue to maintain 12 contact with the person sought to be adopted for the duration of the appointment. Such 13 duty shall not be designated to any volunteer advocate or other person; however, nothing 14 in this subsection shall be construed to prohibit a volunteer advocate from meeting with 15 the child.

- 2. When the parent is a minor or incompetent, the court shall appoint a guardian ad litem to represent such parent.
- 3. The guardian ad litem may be awarded a reasonable fee for such services to be set by the court. The court, in its discretion, may award such fees as a judgment to be paid by any party to the proceedings or from public funds. Such an award of guardian fees shall constitute a final judgment in favor of the guardian ad litem. Such final judgment shall be enforceable against the parties in accordance with chapter 513.
 - 4. The guardian ad litem [shall]:

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- (1) **Shall** be the legal advocate for the best interest of the party he is appointed to represent with the power and authority to cross-examine, subpoena witnesses, and offer testimony;
- (2) **Shall** initiate an appeal of any disposition that he determines to be adverse to the interests of the party he represents; [and]
- (3) **Shall** ascertain the child's wishes, feelings and attitudes regarding the adoption by interviewing persons with knowledge of the child, and if appropriate, to meet with the child;
 - (4) Shall respond to all requests for communication within ninety-six hours; and
- (5) May make informal recommendations during the pendency of a matter under this section, which shall be presented in a written motion to the court signed by the guardian ad litem and noticed for hearing. Until such time as ruled upon by the court, such recommendations shall not take effect.
- 5. Upon written request by a party, a guardian ad litem shall provide within thirty days of such written request an itemized accounting of all time expended in the case by the guardian ad litem up to the date of the request. The guardian ad litem may redact certain

personally identifying information contained in such accounting provided to the requestingparty.

- 6. Any party aggrieved by a guardian ad litem's failure to satisfy the duties enumerated under this section or under section 484.355 may apply by in camera motion for appointment of a substitute guardian ad litem for cause shown. In the event a guardian ad litem is discharged for cause shown, legal immunity shall not be a defense in any subsequent litigation between the parties and guardian ad litem.
- 455.513. 1. The court may immediately issue an ex parte order of protection upon the filing of a verified petition under sections 455.500 to 455.538, for good cause shown in the petition, and upon finding that:
- 4 (1) No prior order regarding custody involving the respondent and the child is pending 5 or has been made; or
 - (2) The respondent is less than seventeen years of age.

- An immediate and present danger of domestic violence, stalking, or sexual assault to a child shall constitute good cause for purposes of this section. An ex parte order of protection entered by the court shall be in effect until the time of the hearing. The court shall deny the ex parte order and dismiss the petition if the petitioner is not authorized to seek relief pursuant to section 455.505.
- 2. Upon the entry of the ex parte order of protection, the court shall enter its order appointing a guardian ad litem or court-appointed special advocate to represent the child victim. Within twenty-one days of appointment of a guardian ad litem, the guardian ad litem shall meet face-to-face with the parents and the child and provide the parents with a copy of the Missouri supreme court standards governing guardians ad litem. The meeting with the child shall occur in a private setting at a time and place that allows the guardian ad litem to observe the child and ascertain the child's wishes, safety, and needs, to the extent reasonably possible, and the need for further meetings and investigation. Such initial meeting shall take place away from the courthouse. The guardian ad litem shall continue to maintain contact with the child for the duration of the appointment. Such duty shall not be designated to any volunteer advocate or other person; however, nothing in this subsection shall be construed to prohibit a volunteer advocate from meeting with the child.
 - 3. The guardian ad litem:
 - (1) Shall respond to all requests for communication within ninety-six hours; and
- (2) May make informal recommendations during the pendency of a matter under this section, which shall be presented in a written motion to the court signed by the guardian ad litem and noticed for hearing. Until such time as ruled upon by the court, such recommendations shall not take effect.

4. Upon written request by a party, a guardian ad litem shall provide within thirty days of such written request an itemized accounting of all time expended in the case by the guardian ad litem up to the date of the request. The guardian ad litem may redact certain personally identifying information contained in such accounting provided to the requesting party.

- 5. Any party aggrieved by a guardian ad litem's failure to satisfy the duties enumerated herein or in section 484.355 may apply by in camera motion for appointment of a substitute guardian ad litem for cause shown. In the event a guardian ad litem is discharged for cause shown, legal immunity shall not be a defense in any subsequent litigation between the parties and guardian ad litem.
- **6.** If the allegations in the petition would give rise to jurisdiction under section 211.031, the court may direct the children's division to conduct an investigation and to provide appropriate services. The division shall submit a written investigative report to the court and to the juvenile officer within thirty days of being ordered to do so. The report shall be made available to the parties and the guardian ad litem or court-appointed special advocate.
- [4-] 7. If the allegations in the petition would give rise to jurisdiction under section 211.031 because the respondent is less than seventeen years of age, the court may issue an exparte order and shall transfer the case to juvenile court for a hearing on a full order of protection. Service of process shall be made pursuant to section 455.035.
- 484.355. All family and juvenile courts and guardians ad litem appointed by those courts shall adhere to the following standards, in addition to those developed by Missouri supreme court rule under section 484.350:
- (1) The guardian ad litem shall have a duty to notify the court if his or her caseload reaches a level bearing upon his or her ability to meet these standards or to comply with the ethical standards of the rules of professional conduct developed by Missouri supreme court rule:
- (2) The guardian ad litem shall be guided by the best interests of the child and shall exercise judgment on behalf of the child in all matters;
- (3) The guardian ad litem shall provide factual information to the court and diligently advocate a position in the best interests of the child. He or she shall be prepared to participate fully in any proceedings and not merely defer to the other parties. He or she may examine, cross-examine, subpoena witnesses, and offer testimony. He or she, when appropriate to represent the best interests of the child, shall file petitions, motions, parenting plans, responses, or objections. The court shall assure a guardian ad litem maintains independent representation of the best interests of the child. The court shall

require a guardian ad litem to perform his or her duties faithfully and, upon failure to do so, shall discharge the guardian ad litem and appoint another;

- (4) The guardian ad litem and the child shall have access to each other at reasonable times and places, and such access shall not be restricted or limited by any agency or person without good cause. To ensure proper access, the guardian ad litem shall have the obligation to ascertain the location of the child, to initiate communication with the child, and to provide the child with contact information for the guardian ad litem promptly. The child's legal custodian shall provide the guardian ad litem with timely information regarding the current residence of the child and shall notify the guardian ad litem promptly of any change in placement of the child;
- (5) The guardian ad litem shall be entitled to all reports relevant to the case and shall have access to all relevant records relating to the child, the placement of the child, or the child's family members;
- (6) The guardian ad litem shall comply with all statutes, rules, and regulations relating to the receipt of confidential or privileged information received as guardian ad litem. He or she shall not disclose any confidential or privileged information without a valid court order or as required by law or Missouri supreme court rule;
- (7) The guardian ad litem shall review the progress of a child's case through the court process and advocate for timely hearings, provision of necessary services, and compliance with court orders;
- (8) The guardian ad litem shall explain, when appropriate, the court process and the role of the guardian ad litem to the child. The guardian ad litem shall ensure that the child is informed of the purpose of each court proceeding;
- (9) The guardian ad litem shall participate, when appropriate, in the development and negotiation of any service plans, parenting plans, proposed orders, and staffings that affect the best interests of the child as such service plans, parenting plans, proposed orders, and staffings relate to the case at hand. He or she shall monitor implementation of service plans and court orders while the case is pending to determine whether services ordered by the court are being provided in a timely manner;
- (10) The guardian ad litem shall appear at all court proceedings in which he or she is appointed. He or she shall not waive the presence of the child at court proceedings without good cause;
- (11) The guardian ad litem in a pending case shall protect the interests of the child who is a witness in any judicial proceeding in which he or she has been appointed. In matters for which he or she has been appointed, the guardian ad litem shall be present

during any conferences between the counsel for a party and the child. He or she shall be notified of all proceedings or meetings involving the child; and

(12) The guardian ad litem shall present a recommendation to the court if authorized by law or requested by the court on the basis of evidence presented and consistent with the best interests of the child. During the proceedings, the guardian ad litem shall inform the court of the child's wishes and preferences even when different from the guardian ad litem's recommendation.