

2016 Regular Session

HOUSE BILL NO. 809

BY REPRESENTATIVE SCHRODER

CHILDREN/WELFARE SVCS: Provides with respect to representation of indigent or absent parents

1 AN ACT

2 To amend and reenact Children's Code Articles 571, 572(1), 573, and 575 and R.S.  
3 15:185.1, 185.2(2), (6), and (7), 185.3(A), (B)(1), (2), (6)(introductory paragraph),  
4 (11), (12), (13), (14), (15), (19)(a) and (c), 185.4(B)(1), (2)(a), (c), (d), and (e),  
5 (3)(introductory paragraph) and (a), (5), (7), (13), (14), and (15), 185.6(C), 185.7(B)  
6 and (C), 185.8(introductory paragraph), and 185.9(A)(1) and (B)(2) and to repeal  
7 Children's Code Article 1023(C), relative to children; to provide for the Indigent  
8 Parents' Representation Program; to provide with respect to legal representation of  
9 indigent or absent parents; and to provide for related matters.

10 Be it enacted by the Legislature of Louisiana:

11 Section 1. Children's Code Articles 571, 572(1), 573, and 575 are hereby amended  
12 and reenacted to read as follows:

13 Art. 571. Legislative Findings

14 A. The legislature finds that society has a responsibility to provide indigent  
15 or absent parents with quality legal representation, including curatorship  
16 appointments, in child abuse and neglect cases. Provision of counsel for indigent  
17 parents or curators for absent parents ~~is an~~ are essential due process ~~right~~ rights  
18 provided by Louisiana law to ensure sound and fair ~~decisionmaking~~ decision-making  
19 concerning children's safety, permanency, and well-being. Legal counsel providing  
20 representation in child abuse and neglect cases should have specialized knowledge  
21 and skills essential for effective representation. Resources to support the provision

1 of legal representation, including curatorship appointments, of indigent or absent  
2 parents should be used efficiently and equitably to assure qualified representation  
3 throughout the state.

4 B. The legislature finds that there is a need for a uniform system of  
5 representation of indigent or absent parents statewide that provides for appropriate  
6 oversight, minimization of potential conflicts, and adequate local and state funding.  
7 To this end, the legislature finds that local public defender offices best serve the  
8 interests of children and families by representing indigent or absent parents, which  
9 shall include curatorship appointments, in child abuse and neglect cases consistent  
10 with the provisions of R S. 15:185.1 et seq., and with the Trial Court Performance  
11 Standards for Attorneys Representing Parents in Child in Need of Care and  
12 Termination of Parental Right Cases provided in Chapter 11 of Part XV of Title 22  
13 of the Louisiana Administrative Code.

14 Art. 572. Definitions

15 As used in this Chapter:

16 (1) "Child abuse and neglect case" means a child protection proceeding  
17 conducted by a court exercising juvenile jurisdiction involving the abuse or neglect  
18 of children as provided specifically in Titles VI, ~~and X,~~ and XI of the Louisiana  
19 Children's Code.

20 \* \* \*

21 Art. 573. Purpose

22 The purpose of this Part is to provide for an effective and efficient system of  
23 providing qualified legal representation, which shall include curatorship  
24 appointments, for indigent or absent parents in child abuse and neglect cases.

25 \* \* \*

26 Art. 575. Duties of the program; qualifications of counsel

27 A. The program shall provide qualified legal counsel, which shall include  
28 curatorship appointments, to indigent or absent parents in child abuse and neglect  
29 cases in accordance with the provisions of R.S. 15:185.1 through 185.9.



1 (6) "Indigent parent representation" means the providing of legal services to  
2 indigent or absent parents in child abuse and neglect cases as required by the  
3 provisions of the Louisiana Children's Code.

4 (7) "Public defender" or "indigent defender" means an attorney employed by  
5 or under contract with the board, the district public defender, or a nonprofit  
6 organization contracting with the board or the district public defender to provide  
7 representation, including curatorship appointments, to indigent or absent parents in  
8 child abuse and neglect cases as required by the provisions of the Louisiana  
9 Children's Code.

10 \* \* \*

11 §185.3. Indigent Parents' Representation Program; duties of the board; subject to  
12 appropriation

13 A.(1) Subject to appropriation, or the availability of other monies made  
14 available to the program, the board shall administer a program to provide  
15 representation, including curatorship appointments, of indigent or absent parents in  
16 child abuse and neglect cases as required by the Louisiana Children's Code.

17 (2) Except for the inherent regulatory authority of the Louisiana Supreme  
18 Court provided for in Article V, Section 5 of the Constitution of Louisiana, regarding  
19 the regulation of the practice of law, the Louisiana Public Defender Board or any  
20 successor to that board, shall have all regulatory authority, control, supervision, and  
21 jurisdiction, including auditing and enforcement, and all power incidental or  
22 necessary thereto to administer a program to provide for the delivery of indigent or  
23 absent parent representation throughout the courts of the state of Louisiana.

24 B. In the administration of the Indigent Parents' Representation Program, the  
25 board shall:

26 (1) Regularly collect detailed data from judicial districts, where applicable,  
27 relating to workload, resources, employees, and expenditures relating to  
28 representation of indigent or absent parents.

1 (2) Review and evaluate the operations of the program and emphasize  
2 special training for counsel representing indigent or absent parents.

3 \* \* \*

4 (6) Make an annual report to the legislature regarding the state of the board's  
5 operations and the status of representation of indigent or absent parent services it  
6 regulates. Such report shall include at a minimum:

7 \* \* \*

8 (11) Provide for the employing or contracting with and training of attorneys  
9 and other professional and nonprofessional staff that may be necessary to carry out  
10 the functions of the program. All attorneys representing indigent or absent parents  
11 through this program shall be licensed to practice law in Louisiana and qualified in  
12 accordance with standards and guidelines adopted by rule of the board.

13 (12) Have the ability to contract with organizations or individuals for the  
14 provision of legal services for indigent or absent parents in child abuse and neglect  
15 cases.

16 (13) Administer an efficient and effective statewide program for the  
17 representation, including curatorship appointments of indigent or absent parents  
18 which safeguards their rights and facilitates timely and fair decision making  
19 concerning children's safety, permanency, and well-being.

20 (14)(a) Establish, and modify as necessary, a plan of organization to conduct  
21 the business of regulating and controlling the delivery of services for the  
22 representation of indigent or absent parents under its jurisdiction efficiently and  
23 thoroughly.

24 (b) The plan of organization shall provide for the capacity to:

25 (i) Administer the granting of contracts.

26 (ii) Analyze and review investigative and audit reports and findings.

27 (iii) Provide for enforcement of board rules as is necessary for the efficient  
28 and thorough regulation and governance of representation of indigent or absent  
29 parent services under its jurisdiction.

1           (15) Develop and disseminate standards, procedures, and policies that will  
2 ensure that the representation, including curatorship appointments, of indigent or  
3 absent parents is provided consistently throughout the state.

4                                   \*       \*       \*

5           (19) Assign appropriate staff to:

6           (a) Coordinate training of attorneys representing indigent or absent parents  
7 in current aspects of criminal and civil law and procedure involving the  
8 representation of indigent or absent parents.

9                                   \*       \*       \*

10           (c) Establish specialized training and educational programs for all attorneys  
11 providing indigent or absent parent representation. Such programs shall not be  
12 "continuing legal education" as mandated by the Louisiana State Bar Association.  
13 The training sponsored by the state program shall be practical training based on  
14 models in other states, including trial advocacy and civil and criminal procedure in  
15 the nature of mock trials, working seminars, and mentoring. Such educational  
16 programs shall also include annual educational programs and introductory  
17 educational programs for attorneys prior to providing indigent or absent parent  
18 representation.

19                                   \*       \*       \*

20 §185.4. Standards and guidelines for representation of indigent parents; rulemaking

21                                   \*       \*       \*

22           B. The rules shall include but not be limited to:

23           (1) Creating mandatory statewide standards and guidelines for the  
24 representation, including curatorship appointments, of indigent or absent parents in  
25 child abuse and neglect cases that require those services to be provided in a manner  
26 that is uniformly fair and consistent throughout the state and recognizing the unique  
27 and critical role of parents' attorneys in safeguarding fundamental rights and  
28 promoting the safety, permanency, and well-being of children in the child welfare  
29 system.

1 (2) Ensuring the standards and guidelines shall take into consideration all of  
2 the following:

3 (a) Manageable indigent or absent parent representation workloads. The  
4 board shall adopt manageable indigent or absent parent representation workloads that  
5 permit the rendering of competent representation through an empirically based case-  
6 weighting system that does not count all cases of similar case type equally but rather  
7 denotes the actual amount of attorney effort needed to bring a specific case to an  
8 appropriate disposition.

9 \* \* \*

10 (c) Documentation of communication. The board shall adopt standards and  
11 guidelines to ensure that defense attorneys providing indigent or absent parent  
12 representation provide documentation of communications with clients to meet  
13 standards and guidelines established by the board.

14 (d) Performance supervision protocols. The board shall adopt standards and  
15 guidelines to ensure that all defense attorneys providing indigent or absent parent  
16 representation undergo periodic review of their work against the performance  
17 standards and guidelines in a fair and consistent manner throughout the state,  
18 including creating a uniform evaluation protocol.

19 (e) Performance of attorneys in all assigned indigent or absent parent  
20 representation cases or curatorship appointments. The board shall adopt general  
21 standards and guidelines that alert defense counsel to courses of action that may be  
22 necessary, advisable, or appropriate to providing competent indigent or absent parent  
23 representation or curatorship appointments, including performance standards in the  
24 nature of job descriptions.

25 (3) Creating mandatory qualification standards for attorneys representing  
26 indigent or absent parents in child abuse and neglect cases that ensure that those  
27 services are provided by competent counsel. Qualification standards shall include  
28 both of the following:

1 (a) The specific training programs that must be completed to provide  
2 representation, including curatorship appointments, to indigent or absent parents.

3 \* \* \*

4 (5) Establishing methods of monitoring and evaluating compliance with the  
5 mandatory indigent or absent parent representation standards and guidelines and the  
6 performance of counsel in order to ensure competent representation of indigent  
7 parents in all courts of the state.

8 \* \* \*

9 (7) Establishing appropriate sanctions for failure to adhere to the mandatory  
10 standards and guidelines for the delivery of indigent or absent parent representation.

11 \* \* \*

12 (13) Providing for minimum salary and compensation standards for attorney,  
13 investigator, paraprofessional, and any and all other staff necessary for the adequate  
14 representation, including curatorship appointments, of indigent or absent parents  
15 comparable to other positions of similar stature throughout the state.

16 (14) Establishing processes and procedures to ensure that when a case that  
17 is assigned presents a conflict of interest for an attorney providing indigent or absent  
18 parent representation, the conflict is identified and handled appropriately and  
19 ethically.

20 (15) Establishing procedures for managing workloads and assigning cases  
21 in a manner that ensures that attorneys representing indigent or absent parents are  
22 assigned cases according to experience, training, and manageable workloads and  
23 caseloads, taking into account case complexity, potential outcomes of the case, and  
24 the legal skills required to provide effective assistance of counsel.

25 \* \* \*

26 §185.6. Special reporting requirements; indigent parent representation cases;  
27 penalties

28 \* \* \*



1           C. For purposes of this Section, a "case" is defined as a proceeding initiated  
 2 by the state against an indigent or absent parent or parents pursuant to Title VI or  
 3 Title X of the Louisiana Children's Code. Any appeal from a final judgment in such  
 4 cases shall be counted as a separate case. In the event that a case involves multiple  
 5 children, the district public defender, or regional director, where applicable, shall  
 6 track, record, and report the number of children per case.

7   \*       \*       \*

8           §185.7. Rights of action; interpretation of Part

9   \*       \*       \*

10           B. In addition to the provisions of Subsection A of this Section, nothing  
 11 herein, nor any standards, guidelines, or rules adopted as a result hereof, shall be  
 12 construed to provide any person the basis of any claim that the attorney or attorneys  
 13 appointed to him pursuant to this statute performed in an ineffective manner. It shall  
 14 be presumptive evidence that any attorney performing indigent or absent parent  
 15 representation pursuant to the auspices of this statute is currently certified to have  
 16 met the standards and guidelines adopted by the board to provide indigent or absent  
 17 parent representation in an effective manner.

18           C. Nothing contained in this Part shall be construed to overrule, expand, or  
 19 extend, directly or by analogy, the duties of attorneys providing representation of  
 20 indigent or absent parents as otherwise required by the provisions of the Louisiana  
 21 Children's Code.

22           §185.8. Auditing; district reporting

23           Each district public defender shall work in conjunction with the legislative  
 24 auditor in developing uniform audit reports regarding the representation of indigent  
 25 or absent parents as required by R.S. 24:515.1, which shall require the following to  
 26 be included in that report:

27   \*       \*       \*

1 §185.9. Implementation of indigent parent representation program; timeline

2 A. In the development of the Indigent Parents' Representation Program, the  
3 board shall consider all of the following:

4 (1) Forms of delivery of representation that maximize the efficient and  
5 effective provision of counsel to indigent or absent parents.

6 \* \* \*

7 B.

8 \* \* \*

9 (2) The board shall determine the best method of incremental  
10 implementation of the Indigent Parents' Representation Program that is the most  
11 efficient, feasible, practicable, and appropriate to provide for the delivery of indigent  
12 or absent parent representation as required by the provisions of this Part and rules  
13 adopted by the board.

14 Section 3. Children's Code Article 1023(C) is hereby repealed in its entirety.

15 Section 4. This Act shall become effective upon signature by the governor or, if not  
16 signed by the governor, upon expiration of the time for bills to become law without signature  
17 by the governor, as provided in Article III, Section 18 of the Constitution of Louisiana. If  
18 vetoed by the governor and subsequently approved by the legislature, this Act shall become  
19 effective on the day following such approval.

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DIGEST

The digest printed below was prepared by House Legislative Services. It constitutes no part of the legislative instrument. The keyword, one-liner, abstract, and digest do not constitute part of the law or proof or indicia of legislative intent. [R.S. 1:13(B) and 24:177(E)]

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HB 809 Reengrossed                      2016 Regular Session                      Schroder

**Abstract:** Provides legal representation of indigent or absent parents in child abuse and neglect cases.

Present law provides for legal representation of indigent parents with respect to child abuse and neglect cases.

Proposed law retains present law and extends the obligation to also represent absent parents in child abuse and neglect cases, including curatorship appointments.

Present law requires the petitioner to pay the fees and costs of a curator ad hoc.

Proposed law repeals present law.

Effective upon signature of governor or lapse of time for gubernatorial action.

(Amends Ch.C. Arts. 571, 572(1), 573, and 575 and R.S. 15:185.1, 185.2(2), (6), and (7), 185.3(A), (B)(1), (2), (6)(intro. para.), (11), (12), (13), (14), (15), (19)(a) and (c), 185.4(B)(1), (2)(a), (c), (d), and (e), (3)(intro. para.) and (a), (5), (7), (13), (14), and (15), 185.6(C), 185.7(B) and (C), 185.8(intro. para.), and 185.9(A)(1) and (B)(2); Repeals Ch.C. Art. 1023(C))

Summary of Amendments Adopted by House

The House Floor Amendments to the engrossed bill:

1. Removes obsolete language referencing an incremental implementation period which ended on July 1, 2012.
2. Makes technical changes.