MAINE STATE LEGISLATURE

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132nd MAINE LEGISLATURE

FIRST SPECIAL SESSION-2025

Legislative Document

No. 1893

H.P. 1264

House of Representatives, May 5, 2025

An Act to Establish an Independent Office of the Child Advocate

Received by the Clerk of the House on May 1, 2025. Referred to the Committee on Health and Human Services pursuant to Joint Rule 308.2 and ordered printed pursuant to Joint Rule 401.

ROBERT B. HUNT

Presented by Representative GRAMLICH of Old Orchard Beach.

Cosponsored by Senator BENNETT of Oxford and

Representatives: ARATA of New Gloucester, BRENNAN of Portland, LEE of Auburn, MATHIESON of Kittery, MILLIKEN of Blue Hill, SAYRE of Kennebunk, STOVER of

Boothbay, Senator: RENY of Lincoln.

1	Be it enacted by the People of the State of Maine as follows:
2	Sec. 1. 5 MRSA Pt. 30-A is enacted to read:
3	<u>PART 30-A</u>
4	CHILD ADVOCATE
5	CHAPTER 625
6	OFFICE OF THE CHILD ADVOCATE
7	§24201. Definitions
8 9	As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings.
10 11	1. Advisory committee. "Advisory committee" means the Advisory Committee to the Child Advocate established pursuant to section 24208, subsection 1.
12 13 14	2. Agency. "Agency" means any department, advisory committee, board, institution, bureau or office of the State, as well as any other public and private children or youth service agencies providing services under contract or agreement with an executive agency.
15 16	3. Child Advocate. "Child Advocate" means the supervisor and administrator of the Office of the Child Advocate appointed pursuant to section 24203.
17 18 19 20 21 22	4. Child or youth. "Child" or "youth" means a person under 21 years of age who is in the custody of or receiving services from or arranged through an executive agency; who was in the custody of or received services from or arranged through an executive agency within the past 3 years; whose siblings or parents or other caretakers have been the subject of a report to the Department of Health and Human Services, Office of Child and Family Services within the past 3 years; or who is receiving services from an executive agency.
23 24 25	5. Critical incident. "Critical incident" means any incident that may seriously affect the health and well-being of a child in the custody of or receiving services from or arranged through an executive agency, including, but not limited to:
26	A. The near fatality or serious bodily or emotional injury of a child;
27	B. A missing child or an abduction of a child;
28 29	C. Human trafficking of a child, including, but not limited to, labor trafficking, sex trafficking and the production of child sexual abuse images;
30	D. The death of a parent or guardian of a child;
31 32	E. Abuse or neglect by a provider of medical, social work or similar services or a client of the provider;
33	F. A dangerous situation involving a child;
34 35	G. A medication error by a provider of medical, social work or similar services involving a child;

- H. A rights violation by a provider of medical, social work or similar services involving a child;
 I. An accident involving executive agency staff and a child, parent or provider of medical, social work or similar services;
- 5 J. Attempted suicide by a child;
- 6 <u>K. Rape or other sexual assault of a child;</u>
- 7 L. Serious physical injury or risk thereof to a child;
- 8 M. Serious psychological injury or risk thereof to a child;
- 9 N. An inquiry made by the Governor's office with regard to a child;
- O. Circumstances that result in a reasonable belief that the Department of Health and Human Services, Office of Child and Family Services or the Department of Corrections division providing juvenile services failed in its duty to protect a child and, as a result, the child was at imminent risk of or suffered serious bodily or emotional injury or death;
 - P. A media report of a child; and

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- Q. Any restraint or seclusion of a child.
- "Critical incident" also includes the fatality of a child, which may involve, but is not limited to, circumstances of accident, child abuse, child neglect, homicide or other violence, natural causes, overdose, suicide or terminal illness.
- 6. Executive agency. "Executive agency" means an agency within the executive branch that provides services to children.
 - 7. Office. "Office" means the Office of the Child Advocate.
 - **8.** Oversight. "Oversight" means activities involving reviewing, monitoring and recommending changes to an executive agency's implementation of laws and rules and all contracted programs, providers, services and activities of that executive agency as well as that executive agency's policies, procedures, practices and implementation and amendment of those policies, procedures and practices related to the care of or services to children.
 - 9. Record. "Record" means any recorded information created, received, possessed or controlled by or on behalf of an executive agency.

§24202. Office of the Child Advocate

- The Office of the Child Advocate is established as an independent agency to provide oversight of executive agencies. The office is attached to the Department of Administrative and Financial Services for administrative purposes only.
- 1. Independent oversight. The office shall, notwithstanding any other provision of law to the contrary, operate with full independence from any state official or executive agency, except that the advisory committee established under section 24207 may perform its duties with regard to the office. The office shall provide independent oversight of executive agencies to:

A. Ensure that children involved with an executive agency, and in particular children served by the child welfare or juvenile justice systems, receive timely, safe and effective services and that the children's best interests are being protected;

- B. Work in collaboration with executive agencies and with other necessary parties on children's services cases under review;
 - C. Ensure that children placed in the care of the State or receiving services under the supervision of an executive agency in any public or private facility receive humane and dignified treatment at all times, with full respect for the children's personal dignity, right to privacy and right to adequate and appropriate health care and education in accordance with state and federal law;
- D. Examine, on a system-wide basis, the care and services that executive agencies provide children and provide recommendations to improve the quality of those services in order to provide each child with the opportunity to live a full and productive life;
 - E. Advise the Governor, the Legislature, the advisory committee and the public about how the State may improve its services to and for children and their families; and
 - F. Periodically review and investigate any aspect of an executive agency's policies, procedures, practices and programs and work collaboratively with the executive agency to improve its policies, procedures, practices and programs.
 - 2. Services. The office shall provide services to persons and families involved with child welfare services and may provide input on the State's child welfare system to the Department of Health and Human Services and the joint standing committee of the Legislature having jurisdiction over health and human services matters. The office shall provide case-specific advocacy services. In performing services under this section, the office, as the child advocate determines to be appropriate, may create and maintain records and case-specific reports. Any work on systems improvements or lobbying must be adjunctive to case-specific activities. The office may:
 - A. Provide information to the public about the services of the program through a comprehensive outreach program. The office shall provide information through a toll-free telephone number and a publicly accessible website;
 - B. Answer inquiries, investigate and work toward resolution of complaints regarding the performance and services of the Department of Health and Human Services and participate in conferences, meetings and studies that may improve the performance of the department;
 - C. Provide services to persons to assist them in protecting their rights;
- D. Inform persons of the means of obtaining services from the Department of Health and Human Services;
 - E. Provide information and referral services;
- F. Analyze and provide opinions and recommendations to agencies, the Governor and the Legislature on current or proposed state programs, rules, policies and laws;
- 40 G. Determine what types of complaints and inquiries will be accepted for action by the office and adopt policies and procedures regarding communication with persons

1 making inquiries or complaints and the Department of Health and Human Services; 2 and

H. Collect and analyze records and data relevant to the duties and activities of the office and make reports as required by law or determined to be appropriate.

The Department of Health and Human Services or designee of the department shall notify the child advocate of any statewide policy changes affecting the State's child welfare system before the changes take effect.

- 3. Information for parents in child protective cases. The office, in consultation with appropriate interested parties, shall provide information about child protection laws and procedures to parents whose children are the subject of child protective investigations and cases under Title 22, chapter 1071. The providing of the information under this subsection does not constitute representation of parents. Parents may seek and receive information regardless of whether they are represented by legal counsel. The information must be provided free of charge to parents.
- The office shall report annually to the joint standing committee of the Legislature having jurisdiction over judiciary matters, starting February 1, 2026, on the provision of information required by this subsection.
 - This subsection does not create new rights or obligations concerning the provision of legal advice or representation of parents. Failure to provide information under this subsection does not create a cause of action or have any effect on a child protective proceeding.
 - **4. Complaints.** The office shall, on its own initiative or on receipt of a complaint, review and if the office considers it necessary:
 - A. Investigate the actions of an executive agency and make appropriate referrals;
 - B. Investigate those complaints in which the Child Advocate determines that a child or a family may need assistance from the office or a systemic issue in the State's provision of services is raised by the complaint; and
 - C. Provide assistance to a child or a family that the Child Advocate determines is in need of assistance, including seeking resolution of complaints, which may include, but is not limited to, referring a complaint to an appropriate agency or entity, making a recommendation to that agency or entity for action related to the complaint and sharing information in any proceeding before any court or agency in the State in which matters related to an executive agency's child protection and juvenile justice services are at issue.
 - 5. Critical incidents. An executive agency shall notify the child advocate as soon as practicable when a critical incident has occurred. The child advocate may investigate the critical incident or may review an executive agency's investigation of a critical incident. Before investigating any critical incident, the Child Advocate shall determine whether an executive agency or law enforcement agency is already investigating the critical incident; after making such a determination, the Child Advocate may investigate that critical incident or defer to the other investigation. The Child Advocate shall coordinate efforts to minimize the impact of an investigation on the child, family or employees of the agency involved unless the Child Advocate determines that such coordination will impede the investigation. In every instance, the Child Advocate shall notify the head of the relevant agency of the office's involvement before beginning an investigation.

<u>6. Fatality or serious injury of a child.</u> An executive agency shall notify the Child Advocate immediately by telephone of:

- A. Any child fatality or serious injury of a child under the executive agency's care or supervision; and
- B. Any assessment of the safety of any child or the child's siblings pursuant to the event under paragraph A.

The executive agency shall further provide the office with a written report of such a fatality or serious injury as soon as is practicable.

- 7. Consultation. The office shall regularly consult with executive agencies and the advisory committee.
- **8.** Information and referral services. The office shall provide information and referral services to the public regarding all child services provided by the State, particularly child protection and juvenile justice services.
- 9. Outreach and advocacy. The office shall perform educational outreach and advocacy initiatives in furtherance of the mission and responsibilities of the office.
- <u>10. Court and other proceedings.</u> The office shall appear or intervene, as necessary, in any proceeding before any court, agency, board or advisory committee in the State in which matters related to child protection and juvenile justice services are an issue.
- 11. Review facilities. The office shall periodically review the facilities and procedures of all institutions and residences, public or private, where a child has been placed by an executive agency.
- 12. Grants, gifts and bequests. The office may apply for and accept grants, gifts and bequests of funds from other States, federal and interstate agencies, independent authorities, private firms, nonprofit organizations, foundations and individuals for the purpose of carrying out the responsibilities of the office as long as those grants, gifts and bequests are consistent with the mission of the office.

§24203. Child Advocate; term; appointment; removal

- 1. Appointment. The Governor shall appoint the Child Advocate to supervise the office, serve as the office's administrator and perform all other duties as assigned by this chapter. The appointment must be made on the recommendation of the advisory committee and approved by a 2/3 vote of the Senate. The position of Child Advocate is a full-time, unclassified position.
- 2. Term. The Child Advocate serves a term of 5 years and until a successor is appointed and approved. Any vacancy in the position of Child Advocate must be filled in the same manner as the original appointment was made for the remainder of the unexpired term.
- 3. Qualifications. A person appointed to the position of Child Advocate must be selected without regard to political affiliation and on the basis of integrity and demonstrated ability and must possess a professional graduate degree in law, nursing, public health, social work or a related field and be qualified by education, experience and expertise to perform the duties of the office.

- 4. Removal. The Child Advocate may be removed from office for cause by the Governor with approval by a 2/3 vote of the Senate. Cause under this subsection may include substantial neglect of duty, gross misconduct or conviction of a crime. The cause for removal of the Child Advocate must be stated in writing, must be sent to the Secretary of the Senate and the Clerk of the House of Representatives and is a public document.
- 5. Associate Child Advocate appointment; other personnel. The Child Advocate shall appoint the Associate Child Advocate and may, subject to available appropriations, appoint such other personnel as the Child Advocate considers necessary for the efficient management of the office. The duties of the personnel must be performed under the supervision of the Child Advocate. If a vacancy occurs in the position of Child Advocate and until such time as a candidate has been appointed by the Governor and approved by the Senate, the Associate Child Advocate shall serve as the acting Child Advocate and is entitled to the compensation and privileges of and exercises the powers of the Child Advocate.

§24204. Access to records and personnel; subpoena

- 1. Access to records. Notwithstanding any law to the contrary, the Child Advocate has access to agency personnel and may access, inspect and copy any records necessary to carry out the responsibilities of the Child Advocate as provided in section 24203, including, but not limited to:
 - A. All case records; all 3rd-party records, including the physical, mental, behavioral and substance use treatment health care and education records of any child receiving services from an executive agency; medical examiner's autopsy reports; law enforcement records; and all records submitted to a court; and
 - B. Agency policies, procedures and reports, including draft policies and procedures.
- The Child Advocate has unrestricted access to all electronic information systems records, reports and materials necessary to carry out the responsibilities of the Child Advocate. An executive agency shall notify the office of any new electronic information system that the executive agency establishes.
- 2. Subpoenas. If the Child Advocate is denied access to any record described under subsection 1 that is necessary to carry out the responsibilities of the Child Advocate, the Child Advocate may issue a subpoena for the production of that record.
- The Child Advocate may issue a subpoena to compel the attendance and testimony of witnesses or the production of books, papers and other documents and to administer oaths to witnesses in any matter under investigation. If any person for whom a subpoena is issued under this subsection fails to appear or, having appeared, refuses to give testimony or fails to produce the evidence required, the Child Advocate may apply to the Superior Court to order that person to appear and give testimony or to produce the evidence.
- 3. Confidential communications. The office, in performance of its duties under this chapter, may communicate privately with any child or person who has received, is receiving or should have received services from or through the State. Communications under this subsection are confidential and not subject to disclosure except as provided in section 24205.

§24205. Confidentiality of records

- <u>1. Maintenance of confidentiality.</u> The office shall maintain the confidentiality of all case records, 3rd-party records and court records pursuant to Title 22, section 4008, subsection 1 and all other related confidentiality laws.
- 2. Disclosure of information restricted. Office investigations and oversight activities and the information gathered in office investigations and oversight activities, including the identity of any complainant, are exempt from the public disclosure provisions of Title 1, chapter 13, subchapter 1. The Child Advocate may disclose information in accordance with the provisions of Title 22, section 4008, subsections 2 and 3 about a child to any individual or entity responsible for, or providing services to, the child. Any disclosures of confidential information must be the minimum necessary to ensure proper care and treatment for the child or to identify, prevent or treat the abuse or neglect of a child.
- 3. Disclosure of investigation findings. Notwithstanding any provision of law to the contrary, if the Child Advocate determines that the health, safety or welfare of children is at risk, the Child Advocate may publicly disclose the details of investigation findings, subject to the following limitations:
 - A. Names, addresses or other identifying information of individuals who are the subject of any confidential proceeding or statutory confidential provision may not be released to the public; and
 - B. Investigation findings may not be released if it is determined a pending law enforcement investigation or prosecution would be affected.

§24206. Reporting

- 1. Annual report of office activities. The Child Advocate shall report annually to the Governor, President of the Senate, Speaker of the House of Representatives, legislative committees with jurisdiction and advisory committees on the activities of the office, including an analysis of the delivery of services to children, activities undertaken to implement section 24202, subsection 1, paragraph D, recommendations for changes in agency policy and procedures that enable the State to better provide services to and for children and their families and priorities for implementation of those changes to services. The report must be made public by January 15, 2027 and every January 15th thereafter.
- 2. Juvenile justice reports. The child advocate shall prepare an in-depth report on juvenile justice conditions of confinement, detention and institutional placements in any facility operated by or contracted with an executive agency. The report must be submitted to the joint standing committee of the Legislature having jurisdiction over criminal justice and public safety matters not later than January 15, 2027 and every 2 years thereafter. The report must be made public.

§24207. Privilege

A person employed or contracted by or volunteering for the office may not be compelled to testify or produce evidence in any judicial or administrative proceeding with respect to any matter involving the exercise of the person's official duties except as may be necessary to enforce this chapter. All related memoranda, work products, notes or case files of the office are confidential and are not subject to discovery, subpoena or other means of legal compulsion and are not admissible in evidence in a judicial or administrative proceeding. This privilege does not apply to information obtained by any employee,

contractor or volunteer of the office regarding a crime or fraud, a communication of imminent risk of serious harm or a communication regarding the general operation of the office and the processes employed by the office.

§24208. Advisory Committee to the Child Advocate

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- 1. Establishment and membership. The Advisory Committee to the Child Advocate is established. The advisory committee consists of the following members:
 - A. Two members of the Senate, appointed by the President of the Senate;
- 8 B. Two members of the House of Representatives, appointed by the Speaker of the House;
- C. Two representatives of the Maine Association of Chiefs of Police, one of whom serves as chief of police for a city and is appointed by the President of the Senate and one of whom serves as chief of police for a town and is appointed by the Speaker of the House;
- D. Four members of child advocacy organizations, 2 appointed by the President of the Senate and 2 appointed by the Speaker of the House;
 - E. Two members who have lived experience with children's services administered by an executive agency, including child protection, juvenile justice, developmental or educational services as a child or family member, one appointed by the President of the Senate and one appointed by the Speaker of the House;
 - F. One member representing the Maine Chapter of the American Academy of Pediatrics or successor organization, appointed by the President of the Senate;
- 22 G. One member representing the Maine Education Association, appointed by the President of the Senate;
 - H. One member representing the Maine Psychological Association or successor organization, appointed by the Speaker of the House;
- I. One member representing the Maine Commission on Public Defense Services,
 appointed by the Speaker of the House;
 - J. One member who is a prosecutor, appointed by the Attorney General; and
 - K. Two members representing the judicial branch, appointed by the Chief Justice of the Supreme Judicial Court.
- 2. Terms of members. Legislative members of the committee serve a term coterminous with their term in office; all other members serve 3-year terms.
 - **3. Duties.** The advisory committee shall:
 - A. Recommend at least 3 qualified candidates to the Governor, ranked in order by qualifications, for appointment to the position of Child Advocate except that, at the conclusion of a Child Advocate's 4-year term and upon receipt of a request from the Child Advocate to be considered for reappointment, the advisory committee shall determine whether to recommend reappointment. In the case of reappointment, a single recommendation is sufficient and, if the Governor does not respond to the recommendation for reappointment within 8 weeks after receiving the recommendation

- from the advisory committee, the Child Advocate's reappointment must be referred to the Senate for approval.
- 3 Not later than 8 weeks after receiving the list of candidates from the advisory 4 committee, the Governor shall designate a candidate for Child Advocate from among those recommended by the advisory committee and submit the appointment for 5 6 approval by a 2/3 vote of the Senate. If at any time any candidate withdraws from 7 consideration prior to approval by the Senate, the appointment must be made from among the remaining candidates recommended by the advisory committee to the 8 9 Governor. If, not later than 8 weeks after receiving the recommendations of the 10 advisory committee, the Governor fails to designate a candidate, the candidate ranked 11 first by the advisory committee is appointed and submitted for approval by a 2/3 vote 12 of the Senate;
- B. Evaluate the Child Advocate's performance as determined necessary based on feedback received related to the Child Advocate and as measured by progress of strategic plan goals;
- C. Annually recommend whether the Child Advocate should receive a cost-of-living increase and salary increase in accordance with performance evaluations;
- D. Advise the Child Advocate on the strategic direction of the office and its mission and help promote the use of, engagement in and access to the office;
- E. Work cooperatively with the Child Advocate to provide fiscal oversight of the general operating budget of the office and ensure that the office operates in compliance with the provisions of this chapter and state and federal laws relating to children's services;
 - F. Promote the mission of the office to the public;

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- G. Provide assistance as practicable and as requested by the Child Advocate to implement this chapter;
- H. Provide supervision to the office in its effort to support an effective, comprehensive and coordinated system of services and programs for children, youth and families;
 - I. Review with the office the efficacy of selected programs and services of executive agencies, including the characteristics of target populations, trends affecting program costs and participation and alternative approaches to programmatic and administrative concerns as a means to set priority initiatives and system reviews; and
- J. Collaborate with the office to identify and promote implementation of best practices
 on behalf of children and families.
- Sec. 2. 18-C MRSA §5-127, sub-§4, as enacted by PL 2017, c. 402, Pt. A, §2 and affected by PL 2019, c. 417, Pt. B, §14, is amended by amending the first blocked paragraph to read:
- The organization shall maintain records on the training and background checks of agents, including the content and dates of training and full transcripts of background checks, for a period of not less than 5 years after the minor attains 18 years of age. The organization shall make the records available to a parent or guardian executing a power of attorney under this section and to the ombudsman Child Advocate under Title 22 5, section 4087-A 24203

and any local, state or federal authority conducting an investigation involving the agent, the parent or guardian or the minor.

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Sec. 3. 22 MRSA §4004, sub-§1, ¶E, as amended by PL 2023, c. 261, §1, is further amended to read:

E. Establishing a child death and serious injury review panel for reviewing deaths and serious injuries to children. The panel consists of the following members: the Chief Medical Examiner, a pediatrician, a public health nurse, forensic and community mental health clinicians, law enforcement officers, departmental child welfare staff, district attorneys, criminal or civil assistant attorneys general and the ombudsman pursuant to Child Advocate under Title 5, section 4087-A 24203 or a designee of the ombudsman Child Advocate.

The purpose of the panel is to recommend to state and local agencies methods of improving the child protection system, including modifications of statutes, rules, policies and procedures. Beginning January 1, 2023 and every 2 years thereafter, the department shall submit a report to the joint standing committee of the Legislature having jurisdiction over health and human services matters.

The panel shall submit a report to the joint standing committee of the Legislature having jurisdiction over health and human services matters at least every 3 months. The panel may submit a combined report with the child welfare advisory panel established in section 4010-D or any judicial branch task force or panel with a focus on the child welfare system or child protective proceedings. Any presentation of the report to the committee must be presented by the citizen members of the panels to the extent possible. Each quarterly report must contain, at a minimum, the following:

- (1) A summary of generalized and anonymized observations in the prior 3-month period regarding efforts by the Office of Child and Family Services to improve the child welfare system;
- (2) A summary of the collaboration between the child welfare advisory panel and the child death and serious injury review panel as well as any judicial branch task force or panel with a focus on the child welfare system or child protective proceedings; and
- (3) Any recommendations on how to further protect the State's children through department policy and rulemaking and through legislation;

Sec. 4. 22 MRSA §4087-A, as amended by PL 2021, c. 550, §§3 to 6, is repealed.

Sec. 5. Funds transferred. Notwithstanding the Maine Revised Statutes, Title 5, sections 1585 and 1586, all accrued expenditures, assets, liabilities, balances or allocations, transfers, revenues or other available funds in any account or subdivision of an account of the Department of Health and Human Services and authorized for use by the ombudsman program under Title 22, section 4087-A on the effective date of this Act must be reallocated to the Department of Administrative and Financial Services, Office of the Child Advocate under Title 5, chapter 625.

SUMMARY

This bill establishes the Office of the Child Advocate as an independent agency with jurisdiction over all children's services delivered or arranged by the State. It endows the Child Advocate with authority to receive complaints, access information, investigate, publicly report, make recommendations and advise the Governor, the Legislature, administrators of state agencies and the public on the best interests of children in providing services. It repeals the provision creating the ombudsman program in the Child and Family Services and Child Protection Act but retains services formerly provided by the ombudsman to be provided by the Office of the Child Advocate. It also provides for the transfer of funding from the ombudsman program to the Office of the Child Advocate.