First Regular Session Seventy-third General Assembly STATE OF COLORADO

ENGROSSED

This Version Includes All Amendments Adopted on Second Reading in the House of Introduction

LLS NO. 21-0070.01 Jane Ritter x4342

HOUSE BILL 21-1228

HOUSE SPONSORSHIP

Froelich,

SENATE SPONSORSHIP

Smallwood and Winter,

House Committees

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Senate Committees

Public & Behavioral Health & Human Services Appropriations

A BILL FOR AN ACT CONCERNING OVERSIGHT OF COURT PERSONNEL WHO ARE REGULARLY INVOLVED IN CASES RELATED TO DOMESTIC MATTERS, AND, IN

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at http://leg.colorado.gov.)

CONNECTION THEREWITH, MAKING AN APPROPRIATION.

The bill increases and clarifies domestic violence training requirements (training) for court personnel (personnel) who are regularly involved in cases related to domestic matters, including child and family investigators, parenting responsibility evaluators, and legal representatives of children.

Training for all personnel must include both an initial training requirement as well as an ongoing annual continuing education requirement as follows:

- Six initial hours of training on domestic violence and its traumatic effects on children, adults, and families;
- Six initial hours of training on child abuse and its traumatic effects; and
- Four subsequent hours of training every 2 years on domestic violence and child abuse and the traumatic effects on children, adults, and families.

Be it enacted by the General Assembly of the State of Colorado:

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- **SECTION 1. Legislative declaration.** (1) The general assembly finds and declares that:
- 4 (a) Approximately 15 million children are exposed each year to domestic violence or child abuse, which are often linked;
 - (b) Child sexual abuse is significantly under-documented and under-addressed in the legal system; and
 - (c) Child abuse is a major public health issue in the United States, with total lifetime estimated financial costs associated with just one year of confirmed cases of child maltreatment, including physical abuse, sexual abuse, psychological abuse, and neglect, amounting to approximately \$124 billion.
 - (2) The general assembly further finds that:
 - (a) Exposure to domestic violence is a leading cause of adverse childhood experiences;
 - (b) Research confirms that allegations of domestic violence, child abuse, and child sexual abuse are often discounted when raised in child custody litigation, even when credible claims of abuse are presented in court;
 - (c) Research shows that abusive parents are often granted custody

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or unprotected parenting time by courts, placing children at ongoing risk;

- (d) Research confirms that a child's risk of abuse increases after a perpetrator of domestic violence separates from a domestic partner, even when the perpetrator has not previously abused the child;
- (e) Researchers have documented a minimum of 735 children murdered in the United States since 2008 by a parent involved in a divorce, separation, custody, visitation, or child support proceeding, often after access was provided by family courts over the objections of a protective parent;
- (f) Scientifically unsound theories are frequently applied to reject parents' and children's reports of abuse;
- (g) In cases involving allegations of domestic violence, child abuse, and child sexual abuse, courts should rely on the assistance of third-party professionals only when the professionals possess the proper experience or expertise for assessing domestic violence, child abuse, child sexual abuse, and trauma, and when the professionals apply scientifically sound and evidence-based theories; and
- (h) Custody litigation involving domestic violence, child abuse, and child sexual abuse allegations is sometimes prohibitively expensive, resulting in parental bankruptcy as a result of court-mandated payments to appointed fee-paid professionals, in addition to attorney fees, and excessive civil action, especially regarding custody, is a documented tactic of domestic offenders to control and harass the victim after separation.
 - (3) The general assembly therefore declares that:
- (a) Child safety is the first priority of custody and parenting adjudications, and courts should resolve safety risks and claims of

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- domestic violence, child abuse, and child sexual abuse first as a fundamental consideration in determining the best interests of the child before assessing other best interest factors;

 (b) Domestic violence is an important factor for courts to consider when making decisions related to parenting time and parental responsibilities;
 - (c) All evidence admitted in custody and parenting adjudications should be subject to evidentiary admissibility standards;

- (d) Evidence from a court-affiliated or appointed fee-paid professional regarding allegations of domestic violence, child abuse, and child sexual abuse in custody cases should be admitted only when the professional has undergone proper and regular training, including training on the effects of domestic abuse, child abuse, and child sexual abuse, and the professional possesses documented expertise and experience in the relevant types of abuse, trauma, and the behaviors of victims and perpetrators; and
- (e) All professional groups involved in parenting time and parental responsibilities evaluations, including child and family investigators, parenting coordinators, parent responsibility evaluators, decision makers, family court facilitators, and judges and magistrates, need to have appropriate and ongoing training in domestic violence, coercive control, and related issues.

SECTION 2. In Colorado Revised Statutes, 13-22-311, **amend** (1) as follows:

13-22-311. Court referral to mediation - duties of mediator.

(1) Any court of record may, in its discretion, refer any case for mediation services or dispute resolution programs, subject to the

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availability of mediation services or dispute resolution programs; except that the court shall not refer the case to mediation services or dispute resolution programs where one of the parties claims that it THE PARTY has been the victim of physical or psychological abuse by the other party, AT ANY TIME AND REGARDLESS OF PRIOR PARTICIPATION, and states that it THE PARTY is thereby unwilling to enter into mediation services or dispute resolution programs. In addition, the court may exempt from referral any case in which a party files with the court, within five days of a referral order, a motion objecting to mediation and demonstrating compelling reasons why mediation should not be ordered. Compelling reasons may include, but are not limited to, that the costs of mediation would be higher than the requested relief and previous attempts to resolve the issues were not successful. Parties referred to mediation services or dispute resolution programs may select said services or programs from mediators or mediation organizations or from the office of dispute resolution. This section shall not apply in any civil action where injunctive or similar equitable relief is the only remedy sought.

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SECTION 3. In Colorado Revised Statutes, 14-10-116, **amend** (2) as follows:

14-10-116. Appointment in domestic relations cases - representation of the best interests of the child - legal representative of the child - disclosure. (2) The legal representative of the child, appointed pursuant to subsection (1) of this section, shall represent the best interests of the minor or dependent child, as described in section 14-10-124, with respect to the child's custody PARENTING TIME, the allocation of parental responsibilities, FINANCIAL support for the child, the child's property, parenting time, or any other issue related to the child that

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is identified by the legal representative of the child or the appointing 2 court. The legal representative of the child shall actively participate in all 3 aspects of the case involving the child, within the bounds of the law. The 4 legal representative of the child shall comply with the provisions set forth 5 in the Colorado rules of professional conduct and any applicable 6 provisions set forth in chief justice directives or other practice standards 7 established by rule or directive of the chief justice pursuant to section 8 13-91-105 (1)(c) C.R.S., concerning the duties or responsibilities of best 9 interest representation in legal matters affecting children, INCLUDING 10 TRAINING REQUIREMENTS RELATED TO DOMESTIC VIOLENCE AND ITS 11 EFFECT ON CHILDREN, ADULTS, AND FAMILIES. The legal representative 12 of the child shall not be called as a witness in the case. While the legal 13 representative of the child shall ascertain and consider the wishes of the 14 child, the legal representative of the child is not required to adopt the 15 child's wishes in his or her the LEGAL REPRESENTATIVE OF THE CHILD'S 16 recommendation or advocacy for the child unless such wishes serve the 17 child's best interest BEST INTERESTS OF THE CHILD, as described in section 18 14-10-124. 19 SECTION 4. In Colorado Revised Statutes, 14-10-116.5, amend 20 (2) and (3)(a) as follows: 21 14-10-116.5. Appointment in domestic relations cases - child 22 and family investigator - disclosure - background check. (2) (a) A 23 child and family investigator appointed by the court FROM AN ELIGIBILITY 24 ROSTER ESTABLISHED PURSUANT TO CHIEF JUSTICE DIRECTIVE may be an 25 attorney, a mental health professional, or any other individual with 26 appropriate training AND qualifications, AS SET FORTH IN SUBSECTION 27 (2)(f) OF THIS SECTION, and an independent perspective acceptable to the

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-6-1228 court. The child and family investigator for the court shall investigate AND report and make recommendations as specifically directed by the court in the appointment order, taking into consideration the relevant factors for determining the best interests of the child, as specified DESCRIBED in section 14-10-124. THE PURPOSE OF THE INVESTIGATION IS TO ASSIST IN DETERMINING THE BEST INTERESTS OF THE CHILD, WITH THE CHILD'S SAFETY ALWAYS PARAMOUNT.

(b) The child and family investigator shall make independent and informed recommendations to the court, in the form of a written report filed with the court, unless otherwise ordered by the court. While the child and family investigator shall consider the wishes of the child, the child and family investigator need not adopt such wishes in making his or her recommendations to the court, unless they serve the child's best interests OF THE CHILD, as described in section 14-10-124. The child's wishes, if expressed, shall MUST be disclosed in the child and family investigator's written report. THE COURT SHALL CONSIDER THE ENTIRETY OF THE REPORT, AS WELL AS ANY TESTIMONY BY THE CHILD AND FAMILY INVESTIGATOR, THE PARTIES, AND ANY OTHER PROFESSIONALS, BEFORE ADOPTING ANY RECOMMENDATIONS MADE BY THE CHILD AND FAMILY INVESTIGATOR.

(c) The child and family investigator may be called to testify as a COURT-APPOINTED EXPERT witness regarding his or her recommendations. THE CHILD AND FAMILY INVESTIGATOR'S REPORTS, BUT ONLY IF THE COURT FINDS THAT THE CHILD AND FAMILY INVESTIGATOR HAS THE APPROPRIATE TRAINING AND QUALIFICATIONS SET FORTH IN SUBSECTION (2)(f) OF THIS SECTION. RECOMMENDATIONS SHOULD BE CONSIDERED IN FULL CONTEXT OF THE REPORT.

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(d) In addition to the training requirements and
QUALIFICATIONS SET FORTH IN SUBSECTION (2)(f) OF THIS SECTION, the
child and family investigator shall comply with applicable provisions set
forth in chief justice directives, and any other practice or ethical standards
established by rule, statute, or ANY licensing board that regulates the child
and family investigator. A CHILD AND FAMILY INVESTIGATOR SHALL
STRIVE TO ENGAGE IN CULTURALLY INFORMED AND NONDISCRIMINATORY
PRACTICES.
(e) A PARTY WISHING TO FILE A COMPLAINT RELATED TO A
PERSON'S DUTIES AS A CHILD AND FAMILY INVESTIGATOR SHALL FILE SUCH
COMPLAINT IN ACCORDANCE WITH THE APPLICABLE PROVISIONS IN CHIEF
JUSTICE DIRECTIVES.
(f) THE COURT SHALL NOT APPOINT A PERSON FROM THE
ELIGIBILITY REGISTRY TO BE A CHILD AND FAMILY INVESTIGATOR FOR A
CASE PURSUANT TO THIS SECTION UNLESS THE COURT FINDS THAT THE
PERSON IS QUALIFIED AS COMPETENT BY TRAINING AND EXPERIENCE IN, AT
A MINIMUM, DOMESTIC VIOLENCE AND ITS EFFECTS ON CHILDREN, ADULTS,
AND FAMILIES, CHILD ABUSE, AND CHILD SEXUAL ABUSE. THE PERSON'S
TRAINING AND EXPERIENCE MUST BE PROVIDED BY RECOGNIZED SOURCES
WITH EXPERTISE IN DOMESTIC VIOLENCE AND THE TRAUMATIC EFFECTS OF
DOMESTIC VIOLENCE. AS OF JANUARY 1, 2022, INITIAL AND ONGOING
TRAINING MUST INCLUDE, AT A MINIMUM:

(I) SIX INITIAL HOURS OF TRAINING ON DOMESTIC VIOLENCE, INCLUDING COERCIVE CONTROL, AND ITS TRAUMATIC EFFECTS ON CHILDREN, ADULTS, AND FAMILIES;

(II) SIX INITIAL HOURS OF TRAINING ON CHILD ABUSE AND CHILD SEXUAL ABUSE AND ITS TRAUMATIC EFFECTS; AND

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1	(III) FOUR SUBSEQUENT HOURS OF TRAINING EVERY TWO YEARS
2	ON DOMESTIC VIOLENCE, INCLUDING COERCIVE CONTROL, CHILD ABUSE,
3	AND CHILD SEXUAL ABUSE, AND THE TRAUMATIC EFFECTS ON CHILDREN,
4	ADULTS, AND FAMILIES.
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6	(3) (a) The court shall enter an order for costs, fees, and
7	disbursements in favor of the child and family investigator appointed
8	pursuant to subsection (1) of this section. The order shall MUST be made
9	against any or all of the parties; except that, if the responsible parties are
10	determined to be indigent, the costs, fees, and disbursements shall be ARE
11	borne by the state.
12	SECTION 5. In Colorado Revised Statutes, 14-10-124, amend
13	(1.5)(a) introductory portion; and add (1.5)(a)(III.5) as follows:
14	14-10-124. Best interests of the child. (1.5) Allocation of
15	parental responsibilities. The court shall determine the allocation of
16	parental responsibilities, including parenting time and decision-making
17	responsibilities, in accordance with the best interests of the child giving
18	paramount consideration to the child's safety and the physical, mental, and
19	emotional conditions and needs of the child as follows:
20	(a) Determination of parenting time. The court, upon the motion
21	of either party or upon its own motion, may make provisions for parenting
22	time that the court finds are in the child's best interests OF THE CHILD,
23	WITH THE CHILD'S SAFETY ALWAYS PARAMOUNT, unless the court finds,
24	after a hearing, that parenting time by the party would endanger the
25	child's physical health or significantly impair the child's emotional
26	development. In addition to a finding that parenting time would endanger
27	the child's physical health or significantly impair the child's emotional

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development, in any order imposing or continuing a parenting time restriction, the court shall enumerate the specific factual findings supporting the restriction, INCLUDING FINDINGS RELATED TO DOMESTIC VIOLENCE, CHILD ABUSE, AND CHILD SEXUAL ABUSE, and may enumerate the conditions that the restricted party could fulfill in order to seek modification in the parenting plan. When a claim of child abuse or neglect, domestic violence, or sexual assault where there is also a claim that the child was conceived as a result of the sexual assault has been made to the court, or the court has reason to believe that a party has committed child abuse or neglect, domestic violence, or sexual assault where there is also a claim that the child was conceived as a result of the sexual assault, prior to determining parenting time, the court shall follow the provisions of subsection (4) of this section. In determining the best interests of the child for purposes of parenting time, the court shall consider all relevant factors, including: (III.5) Any report related to domestic violence that is SUBMITTED TO THE COURT BY A CHILD AND FAMILY INVESTIGATOR, IF ONE IS APPOINTED PURSUANT TO SECTION 14-10-116.5; A PROFESSIONAL PARENTAL RESPONSIBILITIES EVALUATOR, IF ONE IS APPOINTED PURSUANT TO SECTION 14-10-127; OR A LEGAL REPRESENTATIVE OF THE CHILD, IF ONE IS APPOINTED PURSUANT TO SECTION 14-10-116. THE COURT MAY CONSIDER OTHER TESTIMONY REGARDING DOMESTIC VIOLENCE FROM THE PARTIES, EXPERTS, THERAPISTS FOR ANY PARENT OR CHILD, THE DEPARTMENT OF HUMAN SERVICES, PARENTING TIME SUPERVISORS, SCHOOL PERSONNEL, OR OTHER LAY WITNESSES. **SECTION 6.** In Colorado Revised Statutes, 14-10-127, amend

(1)(a)(I), (1)(a)(I.5) introductory portion, (1)(a)(II), (1)(b), (4)

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1 introductory portion, (5), (6)(a), and (6)(b) introductory portion; and add 2 (1)(c), (4)(a.5), (6)(c), (9), and (10) as follows: 3 14-10-127. Evaluation and reports - training and 4 qualifications of evaluators - disclosure. (1) (a) (I) (A) In all 5 proceedings concerning the allocation of parental responsibilities with 6 respect to a child, the court may, upon motion of either party or upon its 7 own motion, order any county or district department of human or social 8 services or a licensed mental health professional qualified pursuant to 9 subsection (4) of this section AND REFERRED TO IN THIS SECTION AS AN 10 "EVALUATOR" to perform an evaluation and file a written report 11 concerning the disputed issues relating to the allocation of parental 12 responsibilities for the child, unless the motion by either party is made for 13 the purpose of delaying the proceedings. THE PURPOSE OF THE 14 EVALUATION AND REPORT IS TO ASSIST IN DETERMINING THE BEST 15 INTERESTS OF THE CHILD, WITH THE CHILD'S SAFETY ALWAYS PARAMOUNT. 16 THE EVALUATION AND SUBSEQUENT REPORT MUST FOCUS ON THE BEST 17 INTERESTS OF THE CHILD AND THE FACTORS SET FORTH IN SECTIONS 18 14-10-124 AND 14-10-129 IN ANY POST-DECREE OR RELOCATION CASE. IN 19 ADDITION, THE EVALUATOR SHALL ASSESS A PARTY'S PARENTING 20 ATTRIBUTES AS THOSE ATTRIBUTES RELATE TO THE BEST INTERESTS OF 21 THE CHILD, AND CONSIDER ANY PSYCHOLOGICAL NEEDS OF THE CHILD 22 WHEN MAKING RECOMMENDATIONS CONCERNING DECISION MAKING AND 23 PARENTING TIME. 24 (B) Any court or any personnel of a county or district department 25 of human or social services appointed by the court to do such AN 26 evaluation PURSUANT TO THIS SECTION must be qualified pursuant to

subsection (4) of this section AND BE SELECTED FROM AN ELIGIBILITY

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(C) When a mental health professional performs the evaluation, the court shall appoint or approve the selection of the mental health professional AS THE EVALUATOR. Within seven days after the appointment, the evaluator shall comply with the disclosure provisions of subsection (1.2) of this section. The court shall, at the time of the EVALUATOR'S appointment, of the evaluator, order one or more of the parties to deposit a reasonable sum with the court to pay the cost of the evaluation. The court may order the reasonable charge for the evaluation and report to be assessed as costs between the parties at the time the evaluation is completed.

- (I.5) A party may request a supplemental evaluation to the evaluation ordered pursuant to subparagraph (I) of this paragraph (a) SUBSECTION (1)(a)(I) OF THIS SECTION. The court shall appoint another mental health professional QUALIFIED EVALUATOR to perform the supplemental evaluation at the initial expense of the moving party. The person EVALUATOR appointed to perform the supplemental evaluation shall comply with the disclosure provisions of subsection (1.2) of this section. The court shall not order a supplemental evaluation if it determines that any of the following applies, based on motion and supporting affidavits:
- (II) Each party and the child, IF POSSIBLE, shall cooperate in the supplemental evaluation. If the court finds that the supplemental evaluation was necessary and materially assisted the court, the court may order the costs of such supplemental evaluation to be assessed as costs between the parties. Except as otherwise provided in this section, such THE report shall be considered IS confidential and shall not be IS NOT

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available for public inspection unless by order of court. The cost of each department of human services evaluation shall be IS based on an ability to pay and shall MUST be assessed as part of the costs of the action or proceeding, and, upon receipt of such sum by the clerk of court, it shall be transmitted THE CLERK OF COURT SHALL TRANSMIT THE MONEY to the department or agency performing the evaluation.

(b) The person signing a report or evaluation and supervising its preparation shall MUST be a licensed mental health professional. The mental health professional may have associates or persons working under him or her who are unlicensed. The licensed mental health PROFESSIONAL SIGNING A REPORT OR EVALUATION MUST BE QUALIFIED AS COMPETENT, BY TRAINING AND EXPERIENCE, AS DESCRIBED IN SUBSECTION (4) OF THIS SECTION. UNLICENSED ASSOCIATES OR OTHER PERSONS MAY WORK WITH THE MENTAL HEALTH PROFESSIONAL TO PREPARE THE REPORT.

- (c) AN EVALUATOR SHALL STRIVE TO ENGAGE IN CULTURALLY INFORMED AND NONDISCRIMINATORY PRACTICES, AND STRIVE TO AVOID CONFLICTS OF INTEREST OR MULTIPLE RELATIONSHIPS IN CONDUCTING EVALUATIONS.
- (4) A person shall not be IS NOT allowed to testify AS AN EXPERT WITNESS regarding a parental responsibilities or parenting time evaluation that the person has performed pursuant to this section unless the court finds that the person is qualified as competent, by training and experience, in the areas of:
- (a.5) THE EFFECTS OF DOMESTIC VIOLENCE ON CHILDREN, ADULTS,
 AND FAMILIES, INCLUDING THE CONNECTION BETWEEN DOMESTIC
 VIOLENCE AND TRAUMA ON CHILDREN, CHILD ABUSE, AND CHILD SEXUAL

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1	ABUSE. THE PERSON'S TRAINING AND EXPERIENCE MUST BE PROVIDED BY
2	RECOGNIZED SOURCES WITH EXPERTISE IN DOMESTIC VIOLENCE AND THE
3	TRAUMATIC EFFECTS OF DOMESTIC VIOLENCE. AS OF JANUARY 1, 2022,
4	INITIAL AND ONGOING TRAINING MUST INCLUDE, AT A MINIMUM:
5	(I) SIX INITIAL HOURS OF TRAINING ON DOMESTIC VIOLENCE,
6	INCLUDING COERCIVE CONTROL, AND ITS TRAUMATIC EFFECTS ON
7	CHILDREN, ADULTS, AND FAMILIES;
8	(II) SIX INITIAL HOURS OF TRAINING ON CHILD ABUSE AND CHILD
9	SEXUAL ABUSE AND ITS TRAUMATIC EFFECTS; AND
10	(III) FOUR SUBSEQUENT HOURS OF TRAINING EVERY TWO YEARS
11	ON DOMESTIC VIOLENCE, CHILD ABUSE, AND CHILD SEXUAL ABUSE AND
12	THE TRAUMATIC EFFECTS ON CHILDREN, ADULTS, AND FAMILIES.
13	(5) If AN evaluation is indicated in an area which is beyond the
14	training or experience of the evaluator, the evaluator shall consult with a
15	mental health professional qualified by training or experience, AS
16	DESCRIBED IN SUBSECTION (4) OF THIS SECTION, in that area. Such areas
17	may include, but are not limited to, domestic violence, child abuse, CHILD
18	SEXUAL ABUSE, alcohol or substance abuse, or psychological testing.
19	(6) (a) A mental health professional AN EVALUATOR may make
20	specific recommendations REPORTS when the mental health professional
21	EVALUATOR has interviewed and assessed all parties to the dispute,
22	assessed the quality of the relationship, or the potential for establishing
23	a quality relationship, between the child and each of the parties, and had
24	access to pertinent information from outside sources.
25	(b) A mental health professional AN EVALUATOR may make
26	recommendations REPORTS even though all parties and the child have not
27	been evaluated by the same mental health professional EVALUATOR in the

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2	states with particularity in his or her opinion the limitations of his or her
3	THE EVALUATOR'S findings and recommendations REPORTS:
4	(c) RECOMMENDATIONS SHOULD BE CONSIDERED IN FULL CONTEXT
5	OF THE REPORT.
6	(9) On and after January 1, 2022, a party wishing to file a
7	COMPLAINT RELATED TO A PERSON'S DUTIES AS AN EVALUATOR SHALL FILE
8	SUCH COMPLAINT IN ACCORDANCE WITH THE APPLICABLE PROVISIONS IN
9	CHIEF JUSTICE DIRECTIVES.
10	(10) The requirements of this section apply only to
11	ACTIVITIES RELATED TO WORK PERFORMED THAT IS RELATED TO
12	PROCEEDINGS CONCERNING THE ALLOCATION OF PARENTAL
13	RESPONSIBILITIES. ALL OTHER LICENSURE REQUIREMENTS FOR MENTAL
14	HEALTH PROFESSIONALS, AS ESTABLISHED BY THE DEPARTMENT OF
15	REGULATORY AGENCIES AND SET FORTH IN ARTICLE 245 OF TITLE 12, STILL
16	APPLY.
17	SECTION 7. Appropriation. (1) For the 2021-22 state fiscal
18	year, \$86,680 is appropriated to the judicial department. This
19	appropriation is from the general fund. To implement this act, the
20	department may use this appropriation as follows:
21	(a) \$80,480 for general courts administration, which amount is
22	based on an assumption that the department will require an additional 0.9
23	FTE; and
24	(b) \$6,200 for capital outlay.
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26	SECTION 8. Safety clause. The general assembly hereby finds,

following circumstances, if the mental health professional EVALUATOR

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- determines, and declares that this act is necessary for the immediate
- 2 preservation of the public peace, health, or safety.

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