## Florida Senate - 2001

## CS for SB 1290

 $\mathbf{B}\mathbf{y}$  the Committee on Children and Families; and Senator Campbell

300-1666-01 A bill to be entitled 1 2 An act relating to children; creating as a 3 pilot program an Office of Counsel for Children in the tenth regional district of the 4 5 Department of Children and Family Services to б represent the legal interests of children in 7 out-of-home care pursuant to court order; 8 providing an administrative counsel for the office; specifying qualifications; placing the 9 office in the Department of Legal Affairs for 10 11 budget purposes; requiring the court to appoint the office to represent the legal inerests of 12 the child continued in out-of-home care; 13 providing for appointment by the Governor; 14 15 providing duties of the Office of Counsel for 16 Children; providing that a child may not waive 17 the right to counsel supplied by the office; 18 providing that the office is substituted for 19 the department in dependency cases when 20 appointed by the court; requiring a report to the Legislature and the Governor; requiring the 21 22 office to conduct an evaluation of the pilot 23 program with a report to the Legislature and Governor; providing for the expiration of the 24 25 pilot program; amending s. 39.013, F.S.; 26 providing that time limitations under ch. 39, 27 F.S., do not include continuances requested by 28 any party; providing limitations on 29 continuances; amending s. 39.402, F.S.; providing that time limitations governing 30 31 placement of a child in a shelter do not

CODING: Words stricken are deletions; words underlined are additions.

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1	include continuances requested by any party;
2	providing limitations on continuances; amending
3	s. 39.506, F.S.; eliminating the requirement
4	for a court's continued review of a child's
5	placement in a shelter; amending s. 39.601,
6	F.S.; modifying case-plan requirements;
7	requiring the department to adopt rules
8	governing the content and format of case plans;
9	amending s. 39.602, F.S.; eliminating certain
10	criteria in case plans when parents do not
11	participate and the child is in out-of-home
12	care; providing an effective date.
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14	Be It Enacted by the Legislature of the State of Florida:
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16	Section 1. (1) It is the intent of the Legislature
17	that children who are placed and maintained in out-of-home
18	care by court order under section 39.402, Florida Statutes,
19	receive cost-effective, competent representation of their
20	legal interests. It is further the intent of the Legislature
21	that providing for such representation be done in a manner
22	that promotes efficient and appropriate use of scarce judicial
23	resources; advances and appropriately balances the interests
24	of children in timely resolution of dependency litigation and
25	in family integrity and rehabilitation where appropriate; and
26	ensures prompt systematic response to any circumstance
27	adversely affecting the health, safety, and welfare of
28	children who are maintained in out-of-home care. The
29	Legislature recognizes that the legal interests of children
30	maintained in out-of-home care include at law, without
31	limitation, compliance with the objective criteria and
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1 procedures established by law, the expeditious resolution of dependency proceedings so that the child can remain or return 2 3 home or be placed in a safe, nurturing, and permanent environment, and the use of the least restrictive or 4 5 detrimental alternatives available. б (2)(a) There is created as a pilot program an Office 7 of Counsel for Children in the tenth regional district of the 8 Department of Children and Family Services. The office shall be administered by an administrative counsel, who shall 9 oversee all administrative needs of the office, hire and 10 11 supervise staff attorneys and support staff, and serve as an attorney for clients of the office as time permits. The 12 administrative counsel must be, and must have been for the 13 preceding 5 years, a member in good standing of The Florida 14 Bar or similar organization in another state, and must have 5 15 or more years of experience in the area of child advocacy, 16 17 child welfare, or juvenile law. The Governor shall appoint the administrative 18 (b) 19 counsel based upon an application process to be determined by the Office of the Governor. The administrative counsel shall 20 21 be appointed for a term of 3 years and shall devote his or her full business time and effort to the office. Vacancies shall 22 be filled in the same manner as appointments. 23 24 (C) The administrative counsel shall ensure that all staff attorneys either have at the time of hiring, or acquire 25 through supplementary training conducted within a reasonable 26 27 period of time after hiring, sufficient knowledge regarding the dynamics and needs of children, families, and foster 28 families in cases of child abuse, abandonment, and neglect to 29 30 perform the duties relating to legal representation of dependent children. Relevant training may include programs or 31

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materials developed under the requirements of chapter 39, 1 Florida Statutes, by the Department of Children and Family 2 3 Services, the Department of Education, the Department of Health, and the Office of the State Courts Administrator. 4 5 The Office of Counsel for Children is assigned to (d) б the Department of Legal Affairs for budget purposes only. The 7 administrative counsel for the Office of Counsel for Children 8 shall annually prepare a budget request that is not to be changed by the Department of Legal Affairs but shall be 9 10 transmitted to the Governor for transmittal to the 11 Legislature. The Office of Counsel for Children is not subject to control, supervision, or direction by the Department of 12 Legal Affairs in the performance of its duties. 13 14 (3)(a) When a court determines at a shelter hearing held pursuant to section 39.402, Florida Statutes, that a 15 child shall be continued in out-of-home care, the court shall 16 17 appoint the Office of Counsel for Children to represent the legal interests of the child and order that office substituted 18 19 as the petitioner. The Counsel for Children's representation shall be limited to proceedings initiated under this chapter 20 only and any appeals associated with the proceedings. Upon 21 appointment of the office by the court, the Department of 22 Children and Family Services shall provide to the Office of 23 Counsel for Children, at a minimum, the name of the child, the 24 25 location and placement of the child, the name of the department's authorized agent and contact information, copies 26 27 of all notices sent to the parent or legal custodian of the child, and other information and records concerning the child. 28 29 Upon receipt of appointment, the administrative counsel shall 30 assign a staff attorney employed by the office to represent 31 the child's legal interests as set forth in chapter 39,

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1 Florida Statutes. The office and the assigned attorney must in all circumstances fulfill the same duties of advocacy, 2 3 loyalty, confidentiality, and competent representation as are due an adult client under the Rules of Professional 4 5 Responsibility. б (b) The office shall represent the child until 7 discharged by order of the court because permanency has been 8 achieved or whenever the court believes that the child no 9 longer needs ongoing representation of his or her legal 10 interests. Notwithstanding such discharge, the office may be 11 reassigned by the court at a later time if necessary. (c) The Office of Counsel for Children shall: 12 1. Represent the legal interests of the minor in all 13 proceedings under chapter 39, Florida Statutes, and any 14 15 appeals arising therefrom. 2. Conduct an independent investigation to obtain 16 17 first-hand understanding of the situation of the child and the family to the extent necessary to discharge the duties under 18 19 this section. 3. Monitor the actions of the Department of Children 20 21 and Family Services which impact on the child's legal interests, including, without limitation, efforts by the 22 department to explore and investigate placement options, 23 24 pursuit of alternatives to continued removal of the child, 25 development of the case plan, and provision of services to all parties under the case plan. 26 27 4. Ensure that all relevant evidence bearing on decisions as to the child's best interests are timely provided 28 29 to the court at appropriate stages of the proceedings, through 30 efforts that include: 31

1	a. Reviewing all relevant written records relative to
2	the child, including department, medical, educational, and
3	psychological records.
4	b. Conducting interviews, as appropriate and permitted
5	by law and the Rules of Professional Responsibility, with the
6	child's parents, foster parents, caseworkers, therapists,
7	counselors, school personnel, and mental health professionals,
8	and, if any injuries or abuse have occurred or are alleged,
9	reviewing photographs and available video or audio tape of
10	interviews with the minor.
11	c. Personally meeting with and interviewing the minor
12	as is appropriate given the psychosocial development of the
13	child to determine the minor's goals and concerns regarding
14	placement and permanency options and to monitor regularly the
15	appropriateness and safety of the child's placement.
16	5. Attend all court and administrative hearings and
17	file written petitions, motions, responses, reports,
18	objections, and any other litigation action necessary to
19	protect the legal interests of the child, including all
20	necessary efforts to enforce statutory time standards and
21	minimize the delay of proceedings, and as otherwise necessary
22	to safeguard the physical health, mental health, and welfare
23	of the child.
24	6. As appropriate, keep the minor advised of the
25	status of court proceedings, court actions, and proposals made
26	by other parties, as well as psychiatric, medical, or other
27	treatment or diagnostic services that are to be provided to
28	the minor.
29	7. Monitor all matters and actions by other parties
30	affecting the child's health, safety, and welfare in order to
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1 inform the court promptly and seek court intervention as needed. This shall include: 2 3 a. Monitoring matters influencing the implementation of the child's treatment plan and compliance with any 4 5 disposition orders to determine whether services ordered by б the court are actually provided, provided in a timely manner, and accomplishing their intended goal. 7 8 b. Monitoring timely and complete development and 9 implementation of all aspects of the case plan. 10 c. Monitoring compliance with court orders, including 11 orders that particular services be made available to the child, to his or her family of origin, and to foster parents. 12 Monitoring whether the child's family takes 13 d. advantage of court-ordered services and whether those services 14 15 are achieving their intended purpose. Monitoring for any violation of orders by the 16 e. 17 parties, new developments, or other changes that justify 18 review of the case. 19 8. Participate in mediation and negotiating 20 settlements. 21 (4)(a) All privileges provided by Florida Statutes 22 applicable to legal representation shall apply to the Office of Counsel for Children. All personnel, including attorneys, 23 employees, and volunteers, of the Office of Counsel for 24 Children who come into regular contact with children shall be 25 subject to the same requirements to which department 26 27 contractors are subjected under section 39.001(2), Florida Statutes. Administration of the requirements must be performed 28 29 by the Office of Counsel for Children. The right to duly 30 appointed counsel of the Office of Counsel for Children may 31

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1 not be waived by any child except pursuant to the Rules of 2 Professional Responsibility. 3 (b) Once counsel or the Office of Counsel for Children has entered an appearance or been appointed by the court to 4 5 represent the child, the attorney or office shall continue to б represent the child throughout the proceedings. If the 7 attorney-client relationship is discontinued, the court shall 8 appoint appropriate new counsel for the remainder of the proceedings. 9 10 (c) Upon being appointed by the court in a dependency 11 case, the Office of Counsel for Children is substituted for the Department of Children and Family Services as the moving 12 13 party in the case. (d) Appointment of the Office of Counsel for Children 14 15 does not eliminate the need for appointment of a guardian ad litem pursuant to other provisions of law, including section 16 17 39.822, Florida Statutes. The Office of Counsel for Children shall identify (5) 18 19 defined and measurable performance outcomes, including the impact of counsel on child safety, improvements in the 20 21 provision of appropriate services, compliance with statutory time standards, and any associated reduction in the length of 22 stay of children in state care. The office shall report 23 24 annually to the Legislature and the Governor regarding these 25 and other appropriate performance measures. For the purposes of the pilot program, the Office of State Courts Administrator 26 27 shall conduct an evaluation of the establishment, operation, 28 and impact of the pilot program in meeting the legal needs of dependent children. The Office of State Courts Administrator 29 30 shall submit a preliminary report to the Legislature and Governor by October 1, 2003, and a final report by October 1, 31 8

1 2004, which must include an evaluation of the pilot program, findings on the feasibility of a statewide program, and 2 3 recommendations, if any, for locating, establishing, and 4 operating a statewide program. 5 The Office of Counsel for Children pilot program (6) б expires June 30, 2005, unless continued by action of the 7 Legislature. 8 Section 2. Subsection (10) of section 39.013, Florida 9 Statutes, is amended to read: 10 39.013 Procedures and jurisdiction; right to 11 counsel.--(10) The time limitations in this chapter do not 12 include: 13 (a) Periods of delay resulting from a continuance 14 granted at the request or with the consent of the child's 15 counsel or the child's guardian ad litem, if one has been 16 17 appointed by the court, or, if the child is of sufficient 18 capacity to express reasonable consent, at the request or with 19 the consent of the child. (b) Periods of delay resulting from a continuance 20 granted at the request of any party the attorney for the 21 department or petitioner, if the continuance is granted: 22 Because of an unavailability of evidence material 23 1. 24 to the case when the requesting party attorney for the department or petitioner has exercised due diligence to obtain 25 such evidence and there are substantial grounds to believe 26 27 that such evidence will be available within 30 days. However, 28 if the requesting party department or petitioner is not 29 prepared to proceed present its case within 30 days, the parent may move for issuance of an order to show cause or the 30 31

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1 court on its own motion may impose appropriate sanctions, which may include dismissal of the petition. 2 3 To allow the attorney for the department or 2. petitioner additional time to prepare the case and additional 4 5 time is justified because of an exceptional circumstance. б (c) Reasonable periods of delay necessary to 7 accomplish notice of the hearing to the child's parents; 8 however, the petitioner shall continue regular efforts to 9 provide notice to the parents during such periods of delay. 10 (d) Reasonable periods of delay resulting from a 11 continuance granted at the request of the parent or legal custodian of a subject child. 12 (e) Notwithstanding the foregoing, continuances and 13 extensions of time are limited to the number of days necessary 14 to complete a necessary task in order to preserve the rights 15 of a party or the best interests of a child. Time is of the 16 17 essence for the best interests of dependent children in 18 conducting dependency proceedings in accordance with the time 19 limitations established in this chapter. Time limitations are a right of the child which may not be waived, extended, or 20 continued at the request of any party in advance of the 21 particular circumstances or need arising upon which delay of 22 the proceedings may be warranted. 23 24 (f) A party may not be granted more than 60 days in continuances or extensions of time within any 12-month period 25 during dependency proceedings, except under extraordinary 26 27 circumstances necessary to preserve the constitutional rights of a party or when substantial evidence demonstrates that the 28 29 child's best interests will be affirmatively harmed without 30 the granting of a continuance or extension of time. Any 31 continuance or extension of time granted under this subsection 10

1 must be limited to the number of days necessary under the 2 circumstances. 3 Section 3. Subsections (14) and (15) of section 4 39.402, Florida Statutes, are amended to read: 5 39.402 Placement in a shelter.-б (14) The time limitations in this section do not 7 include: 8 Periods of delay resulting from a continuance (a) 9 granted at the request or with the consent of the child's 10 counsel or the child's guardian ad litem, if one has been 11 appointed by the court, or, if the child is of sufficient capacity to express reasonable consent, at the request or with 12 13 the consent of the child's attorney or the child's guardian ad litem, if one has been appointed by the court, and the child. 14 15 (b) Periods of delay resulting from a continuance 16 granted at the request of any party the attorney for the 17 department, if the continuance is granted: 1. Because of an unavailability of evidence material 18 19 to the case when the requesting party attorney for the 20 department has exercised due diligence to obtain such evidence and there are substantial grounds to believe that such 21 evidence will be available within 30 days. However, if the 22 requesting party department is not prepared to proceed present 23 24 its case within 30 days, the parent or legal custodian may 25 move for issuance of an order to show cause or the court on its own motion may impose appropriate sanctions, which may 26 include dismissal of the petition. 27 28 2. To allow the attorney for the department additional 29 time to prepare the case and additional time is justified because of an exceptional circumstance. 30 31

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1	(c) Reasonable periods of delay necessary to
2	accomplish notice of the hearing to the child's parents or
3	legal custodians; however, the petitioner shall continue
4	regular efforts to provide notice to the parents or legal
5	custodians during such periods of delay.
6	(d) Reasonable periods of delay resulting from a
7	continuance granted at the request of the parent or legal
8	custodian of a subject child.
9	(e) Notwithstanding the foregoing, continuances and
10	extensions of time are limited to the number of days
11	absolutely necessary to complete a necessary task in order to
12	preserve the rights of a party or the best interests of a
13	child. Time is of the essence for the best interests of
14	dependent children in conducting dependency proceedings in
15	accordance with the time limitations set forth in this
16	chapter. Time limitations are a right of the child which may
17	not be waived, extended, or continued at the request of any
18	party in advance of the particular circumstances or need
19	arising upon which delay of the proceedings may be warranted.
20	(f) A party may not be granted more than 60 days in
21	continuances or extensions of time within any 12-month period
22	during dependency proceedings except under extraordinary
23	circumstances necessary to preserve the constitutional rights
24	of a party or when substantial evidence demonstrates that the
25	child's best interests will be affirmatively harmed without
26	the granting of a continuance or extension of time. Any
27	continuance or extension of time granted under this subsection
28	must be strictly limited to the number of days necessary under
29	the circumstances.
30	(15) At the conclusion of a shelter hearing, the court
31	shall notify all parties in writing of the next scheduled
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hearing to review the shelter placement. Such hearing shall be 1 2 held no later than 30 days after placement of the child in 3 shelter status, in conjunction with the arraignment hearing, 4 and at such times as otherwise provided by law or determined 5 by the court to be necessary every 15 days thereafter until б the child is released from shelter status. 7 Section 4. Subsection (8) of section 39.506, Florida 8 Statutes, is amended to read: 39.506 Arraignment hearings.--9 10 (8) At the arraignment hearing, and no more than every 11 15 days thereafter until the child is returned home or a disposition hearing has been conducted, the court shall review 12 the necessity for the child's continued placement in the 13 14 shelter. The court shall also make a written determination regarding the child's continued placement in shelter within 24 15 hours after any violation of the time requirements for the 16 17 filing of a petition or prior to the court's granting any continuance as specified in subsection (5). 18 19 Section 5. Subsections (2) and (3) of section 39.601, 20 Florida Statutes, are amended and subsection (11) is added to 21 that section to read: 39.601 Case plan requirements.--22 (2) When the child or parent is receiving services, 23 24 the case plan shall be filed with the court, for approval by 25 the court, at least 72 hours prior to the disposition hearing. The case plan must be served on all parties whose whereabouts 26 27 are known at least 72 hours prior to the disposition hearing. 28 and must include, in addition to the requirements in 29 subsection (1), at a minimum: 30 31 13

1 (a) A description of the problem being addressed that 2 includes the behavior or act of a parent resulting in risk to 3 the child and the reason for the department's intervention. (b) A description of the tasks with which the parent 4 5 must comply and the services to be provided to the parent and б child specifically addressing the identified problem, 7 including: 8 1. Type of services or treatment. 9 2. Frequency of services or treatment. < 10 3. Location of the delivery of the services. 11 The accountable department staff or service 4. 12 provider. 13 (c) A description of the measurable objectives, 14 including timeframes for achieving objectives, addressing the identified problem. 15 (3) When the child is receiving services in an 16 17 out-of-home placement, the case plan must be filed with the court, for approval by the court, at least 72 hours prior to 18 19 the disposition hearing. The case plan must be served on all parties whose whereabouts are known at least 72 hours prior to 20 21 the disposition hearing.and must include, in addition to the requirements in subsections (1) and (2), at a minimum: 22 23 (a) A description of the permanency goal for the 24 child, including the type of placement. Reasonable efforts to 25 place a child in a home that will serve as an adoptive placement if reunification is not successful, or with a legal 26 27 custodian, may be made concurrently with reasonable efforts to 28 prevent removal of the child from the home or make it possible 29 for the child to return safely home. 30 (b) A description of the type of home or institution 31 in which the child is to be placed.

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1 (c) A description of the financial support obligation 2 to the child, including health insurance, of the child's 3 parents. (d) A description of the visitation rights and 4 5 obligations of the parents during the period the child is in 6 care. (e) A discussion of the safety and appropriateness of 7 8 the child's placement, which placement is intended to be safe, 9 the least restrictive and most family-like setting available 10 consistent with the best interest and special needs of the 11 child, and in as close proximity as possible to the child's home. The plan must also establish the role for the foster 12 parents or legal custodians in the development of the services 13 which are to be provided to the child, foster parents, or 14 legal custodians. It must also address the child's need for 15 services while under the jurisdiction of the court and 16 17 implementation of these services in the case plan. (f) A description of the efforts to be undertaken to 18 19 maintain the stability of the child's educational placement. 20 (g) A discussion of the department's plans to carry 21 out the judicial determination made by the court, with respect to the child, in accordance with this chapter and applicable 22 23 federal regulations. 24 (h) A description of the plan for assuring that 25 services outlined in the case plan are provided to the child and the child's parent or parents, to improve the conditions 26 27 in the home and facilitate either the safe return of the child 28 to the home or the permanent placement of the child. 29 (i) A description of the plan for assuring that 30 services as outlined in the case plan are provided to the 31 child, the child's parents, and the child's legal custodians, 15

1 to address the needs of the child, and a discussion of the 2 appropriateness of the services. 3 (j) A description of the plan for assuring that services are provided to the child and the child's legal 4 5 custodians or foster parents to address the needs of the child 6 while in an out-of-home placement, which shall include an 7 itemized list of costs to be borne by the parent associated 8 with any services or treatment that the parent and child are 9 expected to receive. 10 (k) A written notice to the parent that failure of the 11 parent to substantially comply with the case plan may result in the termination of parental rights, and that a material 12 failure to substantially comply may result in the filing of a 13 petition for termination of parental rights sooner than the 14 compliance periods set forth in the case plan itself. The case 15 staffing committee shall coordinate its efforts with the child 16 17 protection team of the Department of Health. (1) In the case of a child for whom the permanency 18 19 plan is adoption or placement in another permanent home, 20 documentation of the steps the agency is taking to find an 21 adoptive family or other permanent living arrangement for the child, to place the child with an adoptive family, with a fit 22 23 and willing relative, with a legal custodian, or in another 24 planned permanent living arrangement, and to finalize the 25 adoption, legal guardianship, or long-term custodial relationship. At a minimum, such documentation shall include 26 27 child-specific recruitment efforts such as the use of state, regional, and national adoption exchanges, including 28 29 electronic exchange systems. 30 (11) The department shall adopt rules governing the 31 content and format of case plans and establishing procedures 16

for developing, implementing, and changing the case plans. The 1 2 plans at a minimum must comply with the requirements of Title 3 IV-E of the Social Security Act, 42 U.S.C. 671 and 675 (1980), 4 as amended. 5 Section 6. Section 39.602, Florida Statutes, is б amended to read: 7 39.602 Case planning when parents do not participate 8 and the child is in out-of-home care.--9 (1) In the event the parents will not or cannot 10 participate in preparation of a case plan, the department 11 shall submit a full explanation of the circumstances and state the nature of its efforts to secure such persons' 12 13 participation in the preparation of a case plan. 14 (2) In a case in which the physical, emotional, or 15 mental condition or physical location of the parent is the basis for the parent's nonparticipation, it is the burden of 16 17 the department to provide substantial evidence to the court that such condition or location has rendered the parent unable 18 19 or unwilling to participate in the preparation of a case plan, 20 either pro se or through counsel. The supporting documentation must be submitted to the court at the time the plan is filed. 21 (3) The plan must include, but need not be limited to, 22 the specific services to be provided by the department, the 23 24 goals and plans for the child, and the time for accomplishing 25 the provisions of the plan and for accomplishing permanence for the child. 26 (3)(a) (4)(a) At least 72 hours prior to the hearing in 27 28 which the court will consider approval of the case plan, all 29 parties must be provided with a copy of the plan developed by the department. If the location of one or both parents is 30 31 unknown, this must be documented in writing and included in 17

1	the plan submitted to the court. After the filing of the
2	plan, if the location of an absent parent becomes known, that
3	parent must be served with a copy of the plan.
4	(b) Before the filing of the plan, the department
5	shall advise each parent, both orally and in writing, that the
б	failure of the parents to substantially comply with a plan may
7	result in the termination of parental rights, but only after
8	notice and hearing as provided in this chapter. If, after the
9	plan has been submitted to the court, an absent parent is
10	located, the department shall advise the parent, both orally
11	and in writing, that the failure of the parents to
12	substantially comply with a plan may result in termination of
13	parental rights, but only after notice and hearing as provided
14	in this chapter. Proof of written notification must be filed
15	with the court.
16	Section 7. This act shall take effect July 1, 2001.
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1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR
2	Senate Bill 1290
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4	Creates the Office of Counsel for Children as a pilot program.
5 Requires an evaluation of the pilot	Requires an evaluation of the pilot program that is to be conducted by the Office of State Courts Administrator. A
6 7	preliminary report is to be submitted to the legislature by October 1, 2003 and a final report by October 1, 2004.
8	Provides for the expiration of the pilot program June 30, 2005 unless continued by the legislature.
9	Places the Office of Counsel for Children in the Department of
10 11	Legal Affairs for budget purposes only. Stipulates that the office will prepare its budget and will not be under the control, supervision or direction of the Department of Legal Affairs.
12	Adds 42 U.S.C. 675 of Title IV-E to the requirements with which the Florida case plans must comply.
13 14	Provides specific direction for the appointment of children to the Office of Counsel for Children.
15	Clarifies the privileges being applied to the Office of
16	Counsel for Children as those provided in law to legal representation. References to applying confidentiality to the records of the office is eliminated
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