

ASSEMBLY THIRD READING

AB 1660 (Schiavo)

As Amended April 9, 2026

Majority vote

SUMMARY

Permits a court to award sanctions of no less than \$1,000 per violation if a financial institution or other person fails to comply with existing requirements to provide information or surrender property of a decedent, minor, or conservatee to a public administrator or public guardian that is authorized to take possession and control of such property.

Major Provisions**COMMENTS**

Existing law establishes the offices of the Public Administrator (PA) and the Public Guardian (PG). The PA manages the estates of people who die without a will or any relatives able or willing to manage the decedent's estate. The PG provides guardianship assistance for the estate of a minor when assets are substantial and parents are not available. The PG can also act as a Public Conservator (PC) to arrange for the personal care and estate management for people who are unable to provide for their physical needs or manage their financial resources. Existing law authorizes each of these offices to take possession and control of property of a decedent, minor, or conservatee and record a certificate of authority acknowledging this power. Finally, existing law requires a financial institution or other person to provide information and surrender property to the PA, PG, or PC "without the necessity of inquiring into the truth of the written certification." A financial institution who surrenders information or property is discharged from any liability for any act or omission with respect to the property. In sum, existing law attempts to ensure that public administrators and public guardians have timely access to the accounts and property of the persons for whom they are responsible, so that estates of decedents may be settled in a reasonable time and that the assets of dependent minors and conservatees are not exposed to loss, waste, injury, or misappropriation.

The problem and proposed solution. While existing law requires financial institutions to provide information and surrender property to PAs and PGs without unnecessary delay, existing law does not expressly impose any penalty if a financial institution drags its feet or otherwise fails to comply with this requirement. According to the author, some financial institutions are failing to provide information or surrender property in a timely manner, as required, thus interfering with the public official's duty to administer the estate and prevent loss, waste, or fraud. The author notes that this bill does not impose any new requirements on financial institutions; rather, it simply creates an incentive for them to comply with existing requirements. According to the author, without a penalty, financial institutions have little incentive to comply in a timely manner. *This bill*, therefore, would *permit* the court to impose a penalty of not less than \$1000 for each violation

Opposition raises valid concerns, but those appear to reflect problems with existing law. While the financial institutions that oppose the bill unless amended object to the new \$1000 penalty, their grievance appears to be with existing law as much or more than it is with changes proposed by this bill. While the proponents of this bill contend that financial institutions needlessly delay

access to the property within the account, the financial institutions complain that existing law is far too lax in permitting PAs and PGs (or even those *claiming* to be so) to access information about, and access to property within, personal accounts.

Indeed, the opponents have a point. For example, California – like most if not all other states – requires that a legal representative administering a probate estate be approved and appointed by a court. However, while a PA or PG *may* have court approval, they do not need a court order to access information or property. Rather, they are entitled to information and property simply by issuing, on their own accord, a "certificate of authority." In addition, while existing law prescribes, in a general way, information that must be included in the certificate of authority, there is no standard form that would be immediately recognizable to the financial institution. Finally, existing law does not impose much if any duty on the financial institutions to ensure that the certificate of authority is legitimate or that the PA or PG is who they say they are. In fact, existing law expressly requires the financial institution to turn over information, grant access to safe deposit boxes, and surrender property "without the necessity of inquiring into the truth of the written certification." Surely if the consultant writing this analysis were to write out "Certificate of Authority" in crayon on the back of brown paper bag – and include the name of the county public administrator, a fake seal, and the name of an account holder – we would probably want the financial institution to inquire into the truth and legitimacy of the written certification before turning over the property. Just as surely the bank would be expected to surrender information or property if the certificate was on official letterhead containing a seal, and the person bearing it had identification showing that they were the PA or PG, or an authorized representative. The opponents may be correct that the language in existing law, including the boilerplate language prescribed for the certificate, could be improved to provide more guidance on what degree of inquiry is appropriate.

Opponents also point to certain inconsistencies in existing law. For example, Probate Code Section 2901 of existing law specifies that the institution must surrender to the PA property that "is subject to loss, injury, waste, or misappropriation." This suggests that financial institutions need not surrender property of an account that has been frozen, since it would not be subject to loss, injury, waste, or misappropriation. Opponents also claim that existing law does not require the PA to demonstrate that the property sought is subject to loss, injury, waste, or misappropriation. Finally, the opponents claim that the law could be improved by requiring the PA or PG to provide certain details – such as a social security number, last known address, or date of birth – so that they can ensure that the person named on the certificate of authority is the same person named on the account.

The author, on the other hand, correctly notes that the bill does not impose any requirements upon financial institutions that the law does not already require. Rather, the author contends, this bill merely imposes a penalty for failure to comply with existing law.

According to the Author

Individuals who cannot care for themselves and do not have family or loved ones to care for them rely on Public Conservators to manage their finances and connect them with the care they need. To fulfill this duty, Public Conservators have the legal authority to access their accounts and assets. This is similar for both Public Administrators and Public Guardians as well. However, there is no penalty for financial institutions to comply with the legal requests of Public Conservators to transfer or access accounts. As a result, some financial institutions delay transfers or require repeated documentation, even when lawful authority is clear. Any

delay in this access can lead to unpaid bills, late fees, slowed probate, and in some cases, disrupted care for vulnerable individuals. AB 1660 closes that enforcement gap by allowing courts to impose monetary sanctions for non-compliance. This bill ensures the requests from Public Conservators, Guardians, and Administrators are respected and responded to, reinforcing accountability and protecting Californians from avoidable harm.

Arguments in Support

The California State Association of Public Administrators, Public Guardians, and Public Conservators – the sponsor – writes in support:

Current law outlines the procedure by which a PA, PG, and PC obtain control of assets from banks, credit unions, investment companies, and online financial companies. Unfortunately, many financial institutions are ignoring the law by failing to cooperate timely with PA, PG, and PC requests. AB 1660 allows courts to impose monetary sanctions of no less than \$1,000 on financial institutions who fail to timely comply with current law.

It is common for banks and investment companies to deny a Public Administrator or Public Guardian/Conservator requests for information or control of assets even when presented with proper identification and legally prescribed documentation of authority. The lack of compliance by financial institutions delays the probate process and can create estate and guardianship complications, and/or worsen existing financial disputes. The significant time spent prodding financial institutions to comply with existing law, often more than six months, is a waste of county and taxpayer resources.

AB 1660 does not expand authority or place any new mandates on financial institutions. Instead, it enhances existing law by allowing the court to impose fines for noncomplying financial institutions.

Arguments in Opposition

The California Bankers Association, California Credit Union League, The National Association of Mutual Insurance Companies, and Personal Insurance Federation of California [opponents] oppose this bill *unless it is amended* to remove the \$1000 penalty and make additional reforms to existing law. The opponents argue that the financial institution "is effectively the only check in the system that the requesting PA is legitimate before turning over the property. Combatting fraud and scams is a top priority of financial institutions, and many members of Legislature, which is why it is surprising that the initial approach in AB 1660 encourages financial institutions to accelerate account access by threatening new penalties. We oppose the measure unless the new penalties are deleted."

However, the opponents offer several suggestions for reforming the existing law in ways that, they believe, will "improve the working relationships between financial institutions and PAs settling these estates." Some of the specific reforms include "freezing the account" to eliminate risk of waste or misappropriation; improving the statute and boilerplate language regarding "loss, injury, waste, [and] misappropriation;" and requiring the PA and PG to provide "specific representation that the money in the account is subject to loss, injury, waste, or misappropriation." Opponents recommend changes that would, when possible, direct inquiries to the financial institution's "central legal processing locations," so that "decisions about granting access and turning over property are not always made at the branch or local office level."

Finally, the opponents recommend "removing the new penalty provisions and instead continuing conversations on amendments that would protect California's financial institutions' ability to prevent and detect fraud, while also assuring reasonable access by PAs to decedent accounts."

FISCAL COMMENTS

According to the Assembly Appropriations Committee:

- 1) Likely minor costs. CalPERS estimates one-time costs of approximately \$20,000 (Public Employees' Retirement Fund) for a system enhancement to prioritize certificate of authority requests. CalPERS reports that these requests represent less than one percent of the requests it receives monthly and are generally processed within 15 to 30 calendar days. However, CalPERS states it is contemplating the system change in response to the bill's mandatory sanctions provision.
- 2) Likely minor costs related to noncompliance. Both the author and CalPERS indicate there is little evidence of noncompliance by CalPERS with existing law; the bill is primarily directed at private financial institutions. However, to the extent any state agency were found noncompliant and subject to the bill's mandatory sanctions of at least \$1,000 per violation, those costs would be borne by the agency's respective trust or operating fund — not the General Fund. Other state agencies that hold property or accounts on behalf of decedents, minors, or conservatees could face similar minor costs to adjust processing workflows.
- 3) To the extent sanctions motions increase the volume of court filings, costs to the courts likely would be minor and absorbable within existing resources.

VOTES

ASM JUDICIARY: 9-0-3

YES: Kalra, Bauer-Kahan, Bryan, Connolly, Harabedian, Pacheco, Papan, Stefani, Zbur

ABS, ABST OR NV: Macedo, Dixon, Sanchez

ASM APPROPRIATIONS: 11-1-3

YES: Wicks, Arambula, Caloza, Fong, Mark González, Krell, Muratsuchi, Pacheco, Pellerin, Solache, Ta

NO: Hoover

ABS, ABST OR NV: Calderon, Dixon, Tangipa

UPDATED

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FN: 0002351