By the Committee on Judiciary; and Senator Saunders

308-2386-03

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A bill to be entitled An act relating to guardianship; amending s. 744.102, F.S.; redefining the term "professional guardian"; amending s. 744.1083, F.S.; revising procedures for registration of professional and public guardians; providing for the Department of Elderly Affairs to contract with a not-for-profit entity; providing for prerequisites; providing for a form; providing fees; requiring information to be provided to the courts; amending s. 744.1085, F.S.; revising provisions relating to the regulation of professional and public guardians; providing for credit checks and background screenings; providing for an examination; providing for waiver of examination; prohibiting the appointment, after a specified date, of professional and public guardians who have not met these requirements; amending s. 744.3135, F.S., relating to credit and criminal investigations; deleting applicability to certain employees; allowing a court to require nonprofessional guardians to undergo credit checks and background screening; amending s. 744.444, F.S.; allowing plenary or limited guardians to employ case managers; allowing plenary or limited quardians to provide certain confidential information to ombudsman council members; requiring that confidentiality be maintained; amending s. 744.534, F.S.; providing for the Secretary of

1 Elderly Affairs to determine the use of certain 2 unclaimed funds held by a quardian; amending s. 3 744.7021, F.S.; revising the organization of the Statewide Public Guardianship Office within 4 5 the Department of Elderly Affairs; providing 6 that the Secretary of Elderly Affairs shall 7 appoint or contract with the head of the office to be executive director; providing for 8 9 rulemaking by the department; amending s. 10 744.704, F.S.; revising the powers and duties 11 of public guardians; prescribing who may be served by public guardians; deleting provisions 12 13 relating to appointment of a successor guardian; amending s. 744.705, F.S.; repealing 14 a provision for paying the costs of a public 15 guardian from the budget of the office of 16 17 public guardian; creating the Guardianship Task Force within the department; providing purpose; 18 19 providing for staff, a chairperson, and 20 membership of the task force; providing for organizations that appoint members to pay their 21 expenses; providing duties of the task force; 22 requiring a preliminary and a final report to 23 24 the Governor and the Legislature; allowing the 25 appointment of auxiliary members; providing a term of service; providing an effective date. 26 27 28 Be It Enacted by the Legislature of the State of Florida: 29 30 Section 1. Subsection (15) of section 744.102, Florida

31 Statutes, is amended to read:

744.102 Definitions.--As used in this chapter, the term:

(15) "Professional guardian" means any guardian who receives or has at any time received compensation for services rendered to more than two wards as their guardian. \underline{A} professional guardian may serve as a public guardian pursuant to part IX of this chapter. A person serving as a guardian for two or more relatives as defined in s. 744.309(2) is not considered a professional guardian.

Section 2. Section 744.1083, Florida Statutes, is amended to read:

744.1083 Professional guardian Registration of professional and public guardians.--

- (1) Effective January 1, 2004 2003, a professional guardian and a public guardian must register biennially with the Statewide Public Guardianship Office as established in part IX of this chapter. The Statewide Public Guardianship Office may contract with the clerk of the court in each county to perform the administrative functions associated with registering professional guardians.
- (2) The Department of Elderly Affairs shall contract with a not-for-profit entity to perform other functions associated with the registration, examination, and training of professional guardians.
- (3) Guardian registration must include information sufficient to:
 - (a) Identify accurately the guardian;
- (b) Distinguish a guardian providing guardianship services as a public guardian or a professional guardian either, individually or through a partnership, a corporation, or any other business organization; and

1 (c) Demonstrate compliance with the bonding, 2. educational, testing, credit history, and background screening 3 requirements of ss. 744.1085 and 744.3135. 4 5 Compliance with this subsection constitutes compliance with 6 the attestation requirements of s. 435.04(5). 7 (4) The department may authorize the collection of a 8 registration fee to cover the actual cost of quardian 9 registration. Such fee shall be determined by rule but may not 10 exceed \$100. 11 (5) Any not-for-profit entity with whom the department has contracted under subsection (2) shall, in accordance with 12 procedures prescribed by the department, provide to the clerk 13 of court and the chief judge of each judicial circuit 14 information relating to guardian registration. 15 16 (2) Annual registration shall be made on forms 17 furnished by the Statewide Public Guardianship Office and accompanied by the applicable registration fee as determined 18 19 by rule. Such fee shall not exceed \$25. 20 (3) Registration must include the following: 21 (a) If the professional guardian is a natural person, 22 the name, address, date of birth, and employer identification 23 or social security number of the professional guardian. 24 (b) If the professional guardian is a partnership or 25 association, the name, address, and date of birth of every 26 member, and the employer identification number of the 27 partnership or association. (c) If the professional quardian is a corporation, the 28 29 name, address, and employer identification number of the 30 corporation; the name, address, and date of birth of each of 31

its directors and officers; the name of its resident agent;

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and the name, address, and date of birth of each person having at least a 10-percent interest in the corporation.

- (d) The name, address, date of birth, and employer identification number, if applicable, of each person providing guardian-delegated financial or personal guardianship services for wards.
- (e) Documentation that the bonding and educational requirements of s. 744.1085 have been met, and that background screening has been conducted pursuant to s. 744.3135.
- (6)(4) The Statewide Public Guardianship Office shall may adopt rules, forms, and procedures necessary to administer this section.

(7)(5) A trust company, a state banking corporation or state savings association authorized and qualified to exercise fiduciary powers in this state, or a national banking association or federal savings and loan association authorized and qualified to exercise fiduciary powers in this state, may, but shall not be required to, register as a professional guardian under this section. If a trust company, state banking corporation, state savings association, national banking association, or federal savings and loan association described in this subsection elects to register as a professional guardian under this subsection, the requirements of subsection (3) shall not apply and the registration shall include only the name, address, and employer identification number of the registrant, the name and address of its registered agent, if any, and the documentation described in paragraph (3)(e).

Section 3. Section 744.1085, Florida Statutes, is amended to read:

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744.1085 Regulation of professional and public quardians; application; bond required; educational requirements. --

- (1) The provisions of this section are in addition to and supplemental to any other provision of the Florida Guardianship Law, except s. 744.3145.
- (2) Each professional quardian who files a petition for appointment after October 1, 1997, shall post a blanket fiduciary bond with the clerk of the circuit court in the county in which the guardian's primary place of business is located. The guardian shall provide proof of the fiduciary bond to the clerks of each additional circuit court in which he or she is serving as a professional guardian. The bond shall be maintained by the quardian in an amount not less than \$50,000. The bond must cover all wards for whom the quardian has been appointed at any given time. The liability of the provider of the bond is limited to the face amount of the bond, regardless of the number of wards for whom the professional guardian has been appointed. The act or omissions of each employee of a professional quardian who has direct contact with the ward or access to the ward's assets is covered by the terms of such bond. The bond must be payable to the Governor of the State of Florida and his or her successors in office and conditioned on the faithful performance of all duties by the guardian. In form, the bond must be joint and several. The bond is in addition to any bonds required under s. 744.351. This subsection does not apply to any attorney who is licensed to practice law in this state and who is in good standing, to any financial institution as defined in s. 744.309(4), or a public guardian. 31 The expenses incurred to satisfy the bonding requirements

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prescribed in this section may not be paid with the assets of any ward.

- (3) Each professional guardian defined in s.
 744.102(15), on October 1, 1997, must receive a minimum of 40 hours of instruction and training by October 1, 1998, or within 1 year after becoming a professional guardian, whichever occurs later. Each professional guardian must receive a minimum of 16 hours of continuing education every 2 calendar years after the year in which the initial 40-hour educational requirement is met. The instruction and education must be completed through a course approved or offered by the Statewide Public Guardianship Office. The expenses incurred to satisfy the educational requirements prescribed in this section may not be paid with the assets of any ward. This subsection does not apply to any attorney who is licensed to practice law in this state.
- (4) Each professional guardian or public guardian must allow, at the guardian's expense, an investigation of the guardian's credit history, conducted in a manner prescribed by the Department of Elderly Affairs.
- (5) As required in s. 744.3135, each professional or public guardian must allow a level 2 background screening of the guardian in accordance with s. 435.04.
- guardian shall demonstrate her or his competency to act as a professional guardian or public guardian by taking an examination developed or approved by the entity provided in s. The department, in consultation with such entity, shall determine the minimum examination score necessary to pass the guardianship examination. The department shall determine the

procedure for administering the examination and shall charge an examination fee in the amount of the actual cost of developing and administering the examination, not to exceed \$500. The department, in consultation with the entity provided in s. 744.1083(2), may recognize the passing of a national guardianship examination in lieu of passing all or part of the state examination, except that each professional or public guardian must take and pass an approved examination section relating to Florida laws and procedures.

- (7) The Department of Elderly Affairs, in consultation with the entity provided in s. 744.1083(2), shall set the minimum score necessary to demonstrate competency to become a professional or public guardian.
- (8) The department shall waive the examination requirement set under subsection (6) if a professional or public guardian provides:
- (a) Proof that the guardian has actively acted as a professional or public guardian for 5 years or more; and
- (b) A letter from the chief judge of a judicial circuit before whom the professional or public guardian practiced at least 1 year which states that the professional guardian has demonstrated to the court her or his competency as a professional or public guardian.
- (9) Beginning July 1, 2004, the court may not appoint as a professional or public guardian any person who has not met the requirements of this section and s. 744.1083.
- (10) This section does not apply to a professional guardian or the employees of a professional guardian, that is a trust company, a state banking corporation, state savings association authorized and qualified to exercise fiduciary powers in this state, or a national banking association or

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federal savings and loan association authorized and qualified to exercise fiduciary powers in this state.

Section 4. Section 744.3135, Florida Statutes, is amended to read:

744.3135 Credit and criminal investigation. -- The court may require a nonprofessional quardian and shall require a professional or public guardian, and all employees of a professional guardian who have a fiduciary responsibility to a ward, to submit, at their own expense, to an investigation of the guardian's credit history and to undergo level 2 background screening as required under s. 435.04. The clerk of the court shall obtain fingerprint cards from the Federal Bureau of Investigation and make them available to quardians. Any guardian who is so required shall have his or her fingerprints taken and forward the proper fingerprint card along with the necessary fee to the Florida Department of Law Enforcement for processing. The professional guardian shall pay to the clerk of the court a fee of \$5 for handling and processing professional guardian files. The results of the fingerprint checks shall be forwarded to the clerk of court who shall maintain the results in a guardian file and shall make the results available to the court. If credit or criminal investigations are required, the court must consider the results of the investigations in appointing a guardian. Professional and public guardians and all employees of a professional guardian who have a fiduciary responsibility to a ward, so appointed, must resubmit, at their own expense, to an investigation of credit history, and undergo level 1 background screening as required under s. 435.03, at least every 2 years after the date of their appointment. At any time, the court may require a nonprofessional guardian to

submit to an investigation of his or her credit history and undergo level 1 background screening as required under s.

435.03. The court must consider the results of these investigations in reappointing a guardian. This section shall not apply to a professional guardian, or to the employees of a professional guardian, that is a trust company, a state banking corporation or state savings association authorized and qualified to exercise fiduciary powers in this state, or a national banking association or federal savings and loan association authorized and qualified to exercise fiduciary powers in this state.

Section 5. Subsection (13) of section 744.444, Florida Statutes, is amended, and subsection (16) is added to that section, to read:

744.444 Power of guardian without court approval.--Without obtaining court approval, a plenary guardian of the property, or a limited guardian of the property within the powers granted by the order appointing the guardian or an approved annual or amended guardianship report, may:

- (13) When reasonably necessary, employ persons, including attorneys, auditors, investment advisers, <u>case</u> <u>managers</u>, or agents, even if they are associated with the guardian, to advise or assist the guardian in the performance of his or her duties.
- (16) Provide confidential information of a ward which is related to an investigation arising under part I of chapter 400 to a local or state ombudsman council member who is conducting the investigation. Such information must be provided within 7 days after the initial written request. Any

such ombudsman must maintain the confidentiality of such information.

Section 6. Paragraph (c) of subsection (2) of section 744.534, Florida Statutes, is amended to read:

744.534 Disposition of unclaimed funds held by guardian.--

(2)

 (c) Within 5 years from the date of deposit with the State Treasurer, on written petition to the court that directed the deposit of the funds and informal notice to the Department of Legal Affairs, and after proof of his or her right to them, any person entitled to the funds, before or after payment to the State Treasurer and deposit as provided for in paragraph (a), may obtain a court order directing the payment of the funds to him or her. All funds deposited with the State Treasurer and not claimed within 5 years from the date of deposit shall escheat to the state to be deposited in the Department of Elderly Affairs Administrative Trust Fund to be used solely for the benefit of public guardianship as determined by the Secretary of Elderly Affairs Statewide Public Guardianship Office established in part IX of this chapter.

Section 7. Section 744.7021, Florida Statutes, is amended to read:

744.7021 Statewide Public Guardianship Office.--There is hereby created the Statewide Public Guardianship Office within the Department of Elderly Affairs. The Department of Elderly Affairs shall provide administrative support and service to the office to the extent requested by the executive director within the available resources of the department. The Statewide Public Guardianship Office may request the

assistance of the Inspector General of the Department of Elderly Affairs in providing auditing services, and the Office of General Counsel of the department may provide assistance in rulemaking and other matters as needed to assist the Statewide Public Guardianship Office. The Statewide Public Guardianship Office shall not be subject to control, supervision, or direction by the Department of Elderly Affairs in the performance of its duties.

- contract with the executive director of the office, who shall be the head of the Statewide Public Guardianship Office is the executive director, who shall be appointed by the Governor.

 The executive director must be a member of The Florida Bar in good standing licensed attorney with a background in guardianship law and knowledge of social services available to meet the needs of incapacitated persons, shall serve on a full-time basis, and shall personally, or through representatives of the office, carry out the purposes and functions of the Statewide Public Guardianship Office in accordance with state and federal law. The executive director shall serve at the pleasure of and report to the secretary Governor.
- (2) The <u>executive director</u> Statewide Public Guardianship Office shall, <u>directly or through contract with the Department of Elderly Affairs</u>, and within available resources, have oversight responsibilities for all public guardians.
- (a) The $\underline{\text{executive director}}$ office shall review the current public guardian programs in Florida and other states.

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- (b) The $\underline{\text{executive director}}$ $\underline{\text{office}}$, in consultation with local guardianship offices, shall develop statewide performance measures and standards.
- (c) The <u>executive director</u> office shall review the various methods of funding guardianship programs, the kinds of services being provided by such programs, and the demographics of the wards. In addition, the <u>executive director</u> office shall review and make recommendations regarding the feasibility of recovering a portion or all of the costs of providing public guardianship services from the assets or income of the wards.
- (d) No later than October 1, 2000, the office shall submit to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Chief Justice of the Supreme Court an interim report describing the progress of the office in meeting the goals as described in this section. No later than October 1, 2001, the office shall submit to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the Chief Justice of the Supreme Court a proposed public guardianship plan including alternatives for meeting the state's guardianship needs. This plan may include recommendations for less than the entire state, may include a phase-in system, and shall include estimates of the cost of each of the alternatives. Each year thereafter, the executive director office shall provide a status report and provide to the secretary further recommendations that to address the need for public quardianship services and related issues.
- (e) The <u>executive director</u> office may provide assistance to local governments or entities in pursuing grant opportunities. The <u>executive director</u> office shall review and make recommendations in the annual report on the availability

and efficacy of seeking Medicaid matching funds. The $\underline{\text{executive}}$ $\underline{\text{director}}$ $\underline{\text{office}}$ shall diligently seek ways to use existing programs and services to meet the needs of public wards.

- entity provided in s. 744.1083 office shall develop a guardianship training program curriculum that. The training program may be offered to all guardians whether public or private. The office shall establish a curriculum committee to develop the training program specified in this part. The curriculum committee shall include, but not be limited to, probate judges. A fee may be charged to private guardians in order to defray the cost of providing the training. In addition, a fee may be charged to any training provider for up to the actual cost of the review and approval of their curriculum. Any fees collected pursuant to this paragraph shall be deposited in the Department of Elderly Affairs Administrative Trust Fund to be used for the guardianship training program.
- contract for demonstration projects <u>authorized by the</u>

 <u>Department of Elderly Affairs</u>, within funds appropriated or through gifts, grants, or contributions for such purposes, to determine the feasibility or desirability of new concepts of organization, administration, financing, or service delivery designed to preserve the civil and constitutional rights of persons of marginal or diminished capacity. Any gifts, grants, or contributions for such purposes shall be deposited in the Department of Elderly Affairs Administrative Trust Fund.
- (4) The <u>Department of Elderly Affairs</u> office has authority to adopt rules pursuant to ss. 120.536(1) and 120.54 to carry out the provisions of this section.

Section 8. Section 744.704, Florida Statutes, is amended to read:

744.704 Powers and duties.--

- (1) A public guardian may serve as a guardian of a person adjudicated incapacitated under this chapter.÷
- (a) If there is no family member or friend, other person, bank, or corporation willing and qualified to serve as quardian; and
- (b) If the assets of the ward do not exceed the asset level for Medicaid eligibility, exclusive of homestead and exempt property as defined in s. 4, Art. X of the State Constitution, and the ward's income, from all sources, is less than \$4,000 per year. Income from public welfare programs, supplemental security income, optional state supplement, a disability pension, or a social security pension shall be excluded in such computation. However, a ward whose total income, counting excludable income, exceeds \$30,000 a year may not be served.
- (2) The public guardian shall be vested with all the powers and duties of a guardian under this chapter, except as otherwise provided by law.
- incapacitated persons who are of limited financial means, as defined by contract or rule of the Department of Elderly

 Affairs. The public guardian may serve incapacitated persons of greater financial means to the extent that the Department of Elderly Affairs determines to be appropriate. If the public guardian finds that the assets or the income of the ward exceeds the amounts set forth in paragraph (1)(b), the public guardian shall submit a resignation and petition the court for appointment of a successor guardian. The public guardian

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shall not be dismissed until such time that a private guardian is appointed. If a qualified successor guardian is not available, the public guardian may remain as guardian, provided the guardian makes reasonable efforts to find a successor and reports to the court every 6 months on efforts to obtain a successor.

(4) The public guardian shall be authorized to employ sufficient staff to carry out the duties of his or her office.

- (5) The public guardian may delegate to assistants and other members of his or her staff the powers and duties of the office of public guardian, except as otherwise limited by law. The public guardian shall retain ultimate responsibility for the discharge of his or her duties and responsibilities.
- (6) The public guardian, when appointed guardian of an incapacitated person, shall seek a family member or friend, other person, bank, or corporation who is qualified and willing to serve as guardian. Upon determining that there is someone qualified and willing to serve as guardian, either the public guardian or the qualified person shall petition the court for appointment of a successor guardian.
- (6) (7) A public guardian shall not commit a ward to a mental health treatment facility, as defined in s. 394.455(30), without an involuntary placement proceeding as provided by law.
- (7)(8) When a person is appointed successor public guardian, he or she immediately succeeds to all rights, duties, responsibilities, and powers of the preceding public guardian.
- $\underline{(8)}$ (9) When the position of public guardian is vacant, subordinate personnel employed under subsection (4) shall

continue to act as if the position of public guardian were filled.

Section 9. Section 744.705, Florida Statutes, is amended to read:

744.705 Costs of public guardian.--

(1) All costs of administration, including filing fees, shall be paid from the budget of the office of public guardian. No costs of administration, including filing fees, shall be recovered from the assets or the income of the ward.

(2) In any proceeding for appointment of a public guardian, or in any proceeding involving the estate of a ward for whom a public guardian has been appointed guardian, the court may waive any court costs or filing fees.

Section 10. <u>Guardianship Task Force; creation;</u> membership, duties.--

- Affairs a Guardianship Task Force. The purpose of the task force is to examine guardianship and incapacity and make recommendations to the Governor and the Legislature for the improvement of guardianship and incapacity practice. The department shall staff the task force. The Secretary of Elderly Affairs shall appoint the chair of the task force.

 Members of the task force shall serve without compensation.

 Unless specified otherwise, task force members shall be appointed by the respective organizations that they represent.
- (2) Members shall serve without compensation. Any member of the committee who is a public employee is entitled to reimbursement for per diem and travel expenses by his or her employer, and the cost of each member's participation must be borne by the organization that appointed the member.

1 (3) The Guardianship Task Force shall identify the characteristics of Florida quardianship practice. It shall 2 3 also identify guardianship best practices and recommend specific statutory and other changes for achieving such best 4 5 practices and for achieving citizen access to quality 6 guardianship services. The task force shall submit a 7 preliminary report to the Governor, the Secretary of Elderly 8 Affairs and the Legislature no later than January 1, 2004, and shall submit a final report no later than January 1, 2005. 9 10 The Guardianship Task Force shall consist of 10 11 members as follows: a judge who has experience sitting in guardianship proceedings appointed by the Florida Conference 12 of Circuit Judges, a representative of the Association of 13 Clerks of Court, a professor of law who has experience in 14 elder issues appointed by the Secretary of Elderly Affairs, a 15 representative of the Florida State Guardianship Association, 16 17 a representative of the Florida Guardianship Foundation, a representative of the Real Property and Probate Section of The 18 19 Florida Bar, a representative of the Elder Law Section of The Florida Bar, a professional who has experience in examining 20 and determining incapacity, a representative of the Florida 21 Bankers' Association and a citizen/consumer appointed by the 22 Florida AARP (American Association of Retired Persons). 23 (5) The Guardianship Task Force may appoint auxiliary 24 25 members based on their expertise to assist the task force in 26 carrying out its duties. 27 The task force is terminated May 6, 2005. 28 Section 11. This act shall take effect July 1, 2003. 29 30

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN
2	COMMITTEE SUBSTITUTE FOR Senate Bill SB 1782
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4	Replaces all the original provisions of the bill with the following provisions:
5 6	- Places the Statewide Public Guardianship Office under the direct auspice and control of the Department of Elderly Affairs and the Secretary of Elderly Affairs.
7	- Requires the Department of Elderly Affairs to contract with
8 9	a not-for-profit entity to statutory perform functions associated with the registration, examination and training of professional guardians.
10 11	- Revises provisions for statewide registration of professional guardians and expands the registry requirement to public guardian.
12	- Requires professional and public guardians to undergo
13	revised credit and criminal background screenings and to take a state competency exam as a prerequisite to appointment.
14	- Allows plenary and limited guardians to employ case managers and to provide confidential ward information under specified
15 16	terms to local ombudsman council members for investigative purposes related to complaints in nursing homes or long-term care facilities.
17	- Revises the powers and duties of the public guardian.
18	- Allows a professional guardian to serve as a public quardian.
19	- Eliminates a provision that requires a public guardian's
20 21	administrative costs to be paid from the Statewide Public Guardianship Office's budget.
22	- Creates a 10-member Guardianship Task Force and sets forth its duties including the submission of a preliminary and final
23	report to the Governor and the Legislature regarding the status of the guardianship delivery system and recommendations
24	for improvements.
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