

Department of Legislative Services
Maryland General Assembly
2020 Session

FISCAL AND POLICY NOTE
First Reader

House Bill 1201 (Delegate W. Fisher, *et al.*)
Health and Government Operations

State Government - Maryland Reparations Commission - Establishment (Harriet Tubman Community Investment Act)

This bill establishes the Maryland Reparations Commission, staffed by the Maryland State Archives (MSA). The purpose of the commission is to develop and administer a program for the provision of compensatory benefits to descendants of individuals enslaved in the State. Benefits include a cash sum, reimbursement for tuition at institutions of higher education in the State, and assistance with low interest loans and mortgages. For each fiscal year, the Governor must include in the annual budget bill an appropriation in an amount sufficient to carry out the bill's requirements, as specified. The commission must adopt regulations to implement the bill. The bill also expresses legislative intent.

Fiscal Summary

State Effect: General fund expenditures significantly beginning in FY 2021 for payment of compensatory benefits to eligible applicants and staff for the commission; total expenditures likely exceed \$1 million and may total millions annually. Any expense reimbursements for commission members can be absorbed within existing budgeted resources. Revenues are not affected.

Local Effect: The bill does not directly affect local governmental operations or finances.

Small Business Effect: None.

Analysis

Bill Summary:

Eligibility and Applications

Any individual whose ancestors were enslaved in the State is eligible to receive benefits administered by the commission.

The commission must develop (1) an application form that allows an applicant to include evidence that the applicant is descended from individuals enslaved in the State and (2) a process for approving applications for benefits. The application form must include a notice that any information submitted by an applicant may be shared with State agencies to determine eligibility.

The commission must adopt common procedures for evaluating evidence submitted with an application and determining whether applicants are descended from individuals enslaved in the State. The commission may seek the assistance of State agencies in developing the procedures and evaluating any submitted evidence. To the extent authorized by law, State agencies must assist the commission in evaluating evidence when the commission requests assistance.

Compensatory Benefits

Any applicant determined by the commission to be descended from individuals enslaved in the State must be paid a cash sum determined by the commission. In calculating the sum, the commission must consider the length and conditions of the enslavement of the individual(s) from whom the applicant is descended. The commission must also reimburse an eligible applicant for any tuition payment the applicant makes to any institution of higher education in the State.

The commission must cooperate with banking institutions and State agencies to assist any eligible applicant in applying for and receiving loans with low collateral and interest rates to the extent authorized by law. The commission must also cooperate with banking institutions to assist any eligible applicant in applying for and receiving mortgages with low interest rates to the extent authorized by law.

The bill expresses legislative intent that private businesses and organizations in the State that have benefited from the institution of slavery work proactively with the commission to provide funds and avenues for compensation for people determined to be descended from individuals enslaved in the State.

Current Law/Background: The University of Massachusetts Amherst has compiled a timeline of [each reparations payment](#) made in the United States by the federal government, states, cities, religious institutions, and colleges and universities. The timeline includes payments made to former slaves, descendants of slaves, native Americans, and others. According to this timeline, the State has never been directly involved in any kind of reparations payment.

MSA preserves, describes, and makes accessible to the government and the public records deemed to have permanent historical, educational, and administrative value. Created in 1935 as the Hall of Records, in 1984 it was renamed to MSA and made an independent agency. MSA's Legacy of Slavery in Maryland program aims to expand and promote research on the history and impact of slavery in the State and the many contributions of enslaved African Americans to the State's history.

Harriet Tubman was born a slave in Dorchester County, Maryland. She later became a Union spy and, as one of the most well-known conductors on the Underground Railroad, helped lead many slaves to freedom. In her later years, Tubman became active in the women's suffrage movement.

State Expenditures: General fund expenditures increase significantly beginning in fiscal 2021 as the Maryland Reparations Commission begins to issue benefit awards to individuals whose ancestors were enslaved in the State. The total impact depends on various unknown factors, including (1) the process established by the commission for applicants; (2) how many individuals apply and are eligible to receive benefits each year; and (3) how much money is awarded to each eligible applicant. Even so, the commission is likely to receive hundreds, if not thousands, of applications each year, and total expenditures for benefits are likely to exceed \$1 million annually, particularly in the first few years of the program when the commission is likely to receive the most applications.

Expenditures increase further as MSA requires additional staff for the commission. Specifically, for each application for benefits, the commission and staff must review any evidence submitted (some of which may be technical genealogical evidence), conduct research, and correspond with other State agencies and private entities to determine whether an applicant is eligible. Once deemed eligible for payments, commission staff may also have to assist the applicant in applying for and receiving loans and/or mortgages.

Due to the significant amount of work required for each application and the likelihood of the commission receiving hundreds, if not thousands, of applications each year, MSA likely needs *at least* five additional staff (a program manager, financial officer, and three analysts to review and evaluate applications) at an approximate cost of over \$320,000 annually.

More staff may be needed depending on the number of applications the commission receives each year.

Additional Information

Prior Introductions: None.

Designated Cross File: None.

Information Source(s): Maryland State Archives; Maryland Commission on Civil Rights; University System of Maryland; Morgan State University; Department of Budget and Management; University of Massachusetts Amherst; Department of Legislative Services

Fiscal Note History: First Reader - March 5, 2020
an/jc

Analysis by: Richard L. Duncan

Direct Inquiries to:
(410) 946-5510
(301) 970-5510