

**Department of Legislative Services**  
 Maryland General Assembly  
 2022 Session

**FISCAL AND POLICY NOTE**  
**First Reader**

Senate Bill 853 (Senator Eckardt)  
 Judicial Proceedings

**Maryland Real Property Transfer-on-Death (TOD) Act**

This bill establishes the Maryland Real Property Transfer-on-Death (TOD) Act in State law. The bill includes provisions relating to (1) the elements, recordation, and effects of a TOD deed; (2) revocation of a TOD deed; (3) the effect of a transferor’s death; (4) forms and informational documents for TOD deeds; (5) a State Department of Assessments and Taxation (SDAT) registry of TOD deeds; (6) exemption of TOD deeds from recordation and transfer taxes; and (7) interpretation and enforcement of the bill. The bill applies to any TOD deed made before, on, or after the bill’s October 1, 2022 effective date by a transferor who dies on or after the bill’s effective date.

**Fiscal Summary**

**State Effect:** General fund expenditures increase by \$709,400 in FY 2023 and by ongoing, but reduced, amounts in future years. General fund revenues may decrease and special fund revenues may increase, as discussed below.

(in dollars)	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
GF Revenue	(-)	(-)	(-)	(-)	(-)
SF Revenue	-	-	-	-	-
GF Expenditure	\$709,400	\$225,200	\$231,500	\$237,500	\$243,800
Net Effect	-/(-)	-/(-)	-/(-)	-/(-)	-/(-)

*Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate increase; (-) = indeterminate decrease*

**Local Effect:** The bill does not materially affect local operations or finances.

**Small Business Effect:** None.

## Analysis

### Bill Summary:

#### *General Provisions and Elements, Recordation, and Effects*

The bill creates a non-testamentary instrument, a TOD deed, that may be used by an individual sole owner to transfer real property to one or more beneficiaries upon the transferor's death. A TOD deed is effective if, prior to the death of a transferor, it is recorded in the public land records of the county where the property is located, in accordance with prerequisites, under the Real Property Article, to recording an instrument that effects a change of ownership. The bill makes specified changes to those prerequisites provisions relating to TOD deeds, including provisions requiring an instrument to be accompanied by an intake sheet.

A TOD deed must (1) comply with existing requirements for a deed under § 4-101 of the Real Property Article and (2) state that the transfer to the designated beneficiary is to occur at the transferor's death. A TOD deed does not require (1) notice or delivery to or acceptance by the designated beneficiary during the transferor's life or (2) consideration.

A TOD deed does not (1) affect any method of transferring property otherwise allowed under existing State statute; (2) limit the right of any person to maintain a civil action for damages or other remedies otherwise available under any other provision of law; or (3) apply to property that is held as joint tenants, tenants in common, or tenants by the entirety. A TOD deed may be made or revoked by an individual if they have the same capacity required for making a will.

During a transferor's life, the TOD deed does not:

- affect an interest or right of the transferor or any other owner, including the right to transfer or encumber the property;
- affect an interest or right of a transferee, even if the transferee has actual or constructive notice of the TOD deed;
- affect an interest or right of a secured or unsecured creditor or future creditor of the transferor, even if the creditor has actual or constructive notice of the TOD deed;
- affect the transferor's or designated beneficiary's eligibility for any form of public assistance;
- create a legal or equitable interest in favor of a designated beneficiary; or
- subject the property to claims or process of a creditor of the designated beneficiary.

### *Revocation*

Prior to the death of a transferor, the transferor or the transferor's fiduciary may revoke a previously recorded TOD deed, or any part of that recorded TOD deed, by recording in the land records of the county in which the property is located an executed and acknowledged:

- TOD deed that revokes the deed or part of the deed expressly or by inconsistency;
- revocation document that expressly revokes the deed or part of the deed; or
- *inter vivos* deed that expressly or by inconsistency revokes a TOD deed or part of the TOD deed.

A revocation must be executed subsequent to the TOD deed.

After a TOD deed is recorded, it may not be revoked by (1) a revocatory act on the deed or (2) a testamentary document executed by the transferor, even if the testamentary document is executed after the date of recordation of the TOD deed.

### *Transferor's Death*

Subject to specified limitations, if the beneficiary survives the transferor, after the death of a transferor that executed a TOD deed, the interest in the property is transferred to the designated beneficiary in accordance with the TOD deed. If the beneficiary fails to survive the transferor, the interest lapses. If the transferor has identified two or more designated beneficiaries to receive concurrent interests in the property, the concurrent interests are transferred to the designated beneficiaries in equal and undivided shares with no right of survivorship. If the interest of a designated beneficiary lapses or fails for any reason, that designated beneficiary's share is transferred to the other designated beneficiaries in proportion to the interest of each in the remaining part of the property held concurrently.

A beneficiary takes the property transferred by the TOD deed subject to all conveyances, encumbrances, assignments, contracts, mortgages, liens, and other interests to which the property is subject at the transferor's death. A TOD deed transfers property without covenant or warranty of title even if the TOD deed contains a contrary provision.

A designated beneficiary may disclaim all or part of the beneficiary's interest, as provided under the Maryland Uniform Disclaimer of Property Interests Act, Title 9, Subtitle 2 of the Estates and Trusts Article. The bill modifies the Maryland Uniform Disclaimer of Property Interests Act to require that in the case of a disclaimer of an interest created by a beneficiary designation (such as a TOD deed), the disclaimer of an interest in real property must be recorded in the public land records of the county where the real property that is the subject of the disclaimer is located.

A private lienholder or government jurisdiction with an interest in property transferred by a TOD deed may not impose or assess any penalty, fee, or interest relating to the property during any period of time following the death of the transferor and prior to a beneficiary exercising ownership over the property.

### *Forms and Informational Documents*

The Administrative Office of the Courts must develop and make available to the public at courthouses and on the website for the Maryland courts an informational document that explains the function and use of TOD deeds, as specified under the bill. The bill also specifies a form that may be used to create a TOD deed, a form that may be used to create an instrument of revocation, and informational sheets for each, that may be used to explain the forms.

### *State Department of Assessments and Taxation Registry*

SDAT must develop and implement a registry for the registration of TOD deeds for the purpose of the transferring of ownership of a property on the assessment records on the death of the transferor indicated on the TOD deed.

The clerk of the circuit court must submit to SDAT a copy of any TOD deed or a revocation of a TOD deed that it records with any survey and without a certificate of the collector of taxes of the county. SDAT must record the TOD deed or any revocation in the registry. If there is not a revocation recorded subsequent to the recordation of a TOD deed, ownership of a property that is the subject of the TOD deed may be transferred in the assessment records only following the death of the transferor named on the TOD deed.

### *Exemption from Recordation and Transfer Taxes*

A real property TOD deed is not subject to recordation tax or State or county transfer tax.

### *Interpretation and Enforcement of the Bill*

To the extent practicable, the bill must be interpreted and enforced by a court in accordance with existing law governing life estates with powers of alienation.

## **Current Law:**

### *Property of a Deceased Person*

Under the Estates and Trusts Article, all property of a decedent (deceased person) is subject to the estates of decedents law, and upon the person's death must pass directly to the

personal representative (a fiduciary who settles and distributes the estate of the decedent in accordance with the terms of any will and the estates of decedents law) for administration and distribution. “Property” is all real and personal property of the decedent and any right or interest in the property, which does not pass, at the time of the decedent’s death, to another person by the terms of the instrument under which it is held, or by operation of law.

### *Exemption from Recordation and Transfer Taxes*

When estate assets are distributed in kind to beneficiaries, the personal representative must execute and deliver an instrument or deed of distribution assigning, transferring, or releasing the assets to the beneficiary as evidence of the title of the beneficiary to the property. A recordation tax, transfer tax, or any other State or local excise tax may not be imposed on the transfer by a personal representative of property or an interest in property without consideration or on the recordation of an instrument executed by a personal representative that transfers property or an interest in property without consideration.

### *Disclaimer*

Under the Maryland Uniform Disclaimer of Property Interests Act, a person may disclaim (*i.e.*, refuse to accept) in whole or in part any interest in or power over property, including a power of appointment, regardless of whether the creator of the interest or power imposed a restriction upon the transfer of, or a restriction or limitation on the right to disclaim, the interest or power.

A disclaimed interest passes according to the terms of the instrument creating the interest if it provides for the disposition of the interest if it is disclaimed, or of disclaimed interests in general. If the instrument does not provide for the disposition of a disclaimed interest, the interest passes, if the disclaimant is an individual, as if the individual had died immediately before the time of distribution of the interest, or if the disclaimant is not an individual, as if the disclaimant did not exist.

### **State Fiscal Effect:**

#### *General Fund Expenditures*

General fund expenditures increase by \$709,369 in fiscal 2023, which accounts for the bill’s October 1, 2022 effective date. This estimate reflects (1) the cost of development of the required SDAT registry for TOD deeds; (2) the cost of hiring three regular employees within SDAT (one database specialist, one assessments records supervisor, and one office service clerk) to maintain the registry system and administer the registry; and

(3) programming and printing/shipping costs of the Judiciary. The estimate includes salaries, fringe benefits, one-time start-up costs, and ongoing operating expenses.

Positions	3.0
Salaries and Fringe Benefits	\$165,627
Contractual Services	500,000
Other Operating Costs	<u>43,742</u>
<b>Total FY 2023 State Expenditures</b>	<b>\$709,369</b>

Future year expenditures reflect full salaries with annual increases and employee turnover as well as annual increases in ongoing operating expenses.

#### *General Fund Revenues*

General fund revenues may decrease each fiscal year, beginning in fiscal 2023, due to reduced probate fee and inheritance tax revenues collected by the registers of wills, which oversee administration of decedents' estates. Real property transferred under the bill is transferred outside of the probate estate, removing property from the probate estate, and probate fees are collected by the registers of wills based on the value of the probate estate. The transfers will still be subject to inheritance tax if the beneficiary is a taxable individual, but if the decedent has no other probate assets, the transfer may not be reported, and the tax may not be collected. The extent of any decrease in general fund revenues cannot be reliably estimated but may only be minimal. Registers of wills' salaries and office expenses are paid from fees and inheritance tax revenues collected by the registers, with the remainder of the revenues deposited in the State general fund.

#### *Special Fund Revenues*

To the extent recordation of a TOD deed or an instrument of revocation is subject to the \$40 surcharge imposed on recordable instruments by clerks of the circuit under § 13-604 of the Courts and Judicial Proceedings Article, special fund (Circuit Court Real Property Records Improvement Fund) revenues increase each fiscal year by an indeterminate amount beginning in fiscal 2023.

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### **Additional Information**

**Prior Introductions:** None.

**Designated Cross File:** HB 1270 (Delegates Hill and Carr) - Judiciary.

**Information Source(s):** Judiciary (Administrative Office of the Courts); Register of Wills; State Department of Assessments and Taxation; Department of Legislative Services

**Fiscal Note History:** First Reader – March 2, 2022  
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