



## Bill Analysis

Author: McKinnor, et al.

Sponsor:

Bill Number: AB 2186

Related Bills: See Legislative  
History

Amended: June 16, 2026

### SUBJECT

Gross Income Exclusion for Reparations Benefits or Payments

### SUMMARY

This bill would, under the Personal Income Tax Law (PITL), for taxable years beginning on or after January 1, 2028, and before January 1, 2033, exclude from gross income any reparations benefit or payment.

### RECOMMENDATION

No position—The three-member Franchise Tax Board has not formally voted or taken a position on this bill.

### SUMMARY OF AMENDMENTS

The June 16, 2026, amendments modified the operative and repeal dates, added a definition for reparation program, and made technical changes. The June 16, 2026, amendments did not resolve the implementation consideration and the technical consideration discussed in the Franchise Tax Board's (FTB) analysis of the bill as amended March 16, 2026.

### REASON FOR THE BILL

The reason for the bill is to exclude reparations payments received by individuals from being subject to state income tax.

### ANALYSIS

This bill, under the PITL, for taxable years beginning on or after January 1, 2028, and before January 1, 2033, would exclude from the gross income any reparations benefit or payment received by a taxpayer during the taxable year.

For purposes of this bill “reparations benefit or payment” would mean any monetary payment, grant, trust distribution, debt forgiveness, or other financial compensation provided to an individual through any of the following:

- A statute enacted by the state establishing a reparations program.
- A local government ordinance, resolution, settlement, or program establishing a reparations program.
- A federal statute, regulation, settlement, or federally administered reparations program.

Reparations Program would mean any federal, state, local, tribal, or territorial government program, commission, task force, or other governmental initiative established to provide monetary compensation, benefits, restitution, rehabilitation, satisfaction, guarantees of nonrepetition, or other forms of redress for past or ongoing harms, discrimination, injustice, or inequitable treatment suffered by a defined group of individuals, including, but not limited to, descendants of enslaved persons, incarcerated persons, or members of a protected class.

This income exclusion would remain in effect until December 1, 2033, and would be repealed as of that date.

For purposes of complying with Section 41 of the Revenue and Taxation Code (RTC), the purpose of the exclusion is to ensure that reparations payments fulfill their intended purpose by providing meaningful compensation, rather than being partially recaptured and diminished through state income tax. The Legislature would find and declare that there is no available data to collect or report with respect to the exclusions.

#### *Effective/Operative Date*

As a tax levy, this bill would be effective immediately upon enactment and specifically operative for taxable years beginning on or after January 1, 2028, and before January 1, 2033.

#### *Federal/State Law*

Federal and state laws provide that gross income includes all income from whatever source derived, including compensation for services, business income, gains from property, interest, dividends, rents, and royalties, unless specifically excluded. Types of income currently excluded include amounts received as a gift or inheritance, certain compensation for injuries and sickness, educational assistance programs, foster care payments, interest received on certain state or federal obligations, and qualified scholarships.

There is no comparable exclusion in federal or state law.

In addition, California legislation that would create a new tax expenditure, which includes a credit, deduction, exemption, or any other tax benefit as provided for by the state, is required to include specific goals, purposes, objectives, detailed performance indicators and data collection requirement measures to allow the Legislature to evaluate the effectiveness of the tax benefit. Legislation that would create an income exclusion, would not require detailed performance indicators and data collection requirement measures if the Legislature determines there is no available data to collect and report.

#### *Implementation Considerations*

The FTB has identified the following considerations and is available to work with the author's office to resolve this and other considerations that may be identified.

This bill would exclude income that is otherwise generally includible in gross income and subject to an income reporting requirement. Without the payor reporting this income to FTB as excludable, the FTB would not be able to identify these payments as excludable and this may give rise to disputes with taxpayers. The author may wish to amend the bill to provide a mechanism for the payors of the compensation to report the reparations compensation as excludable income to the FTB.

#### *Technical Considerations*

For purposes of Section 41, the bill includes a reporting requirement for the FTB that is not incorporated into the relevant RTC section. For clarity and ease of reference, it is recommended that the bill be amended to include these provisions in the relevant code sections.

#### *Policy Considerations*

None noted.

#### LEGISLATIVE HISTORY

SB 437 (Weber Pierson, Chapter 755, Statutes of 2025), under the Government Code (GOV), this bill provides the California State University (CSU) system up to \$6 million to research and develop a reliable way to confirm whether someone is a descendant of an enslaved person.

SB 518 (Weber Pierson, Chapter 586, Statutes of 2025), under the GOV, establishes the Bureau for Descendants of American Slavery within the California Department of Justice.

SB 796 (Bradford, Chapter 435, Statutes of 2021), under the PITL and the Corporate Tax Law, allows for a gross income exclusion for a one-time sale, transfer, or encumbrance of a portion of land within Manhattan State Beach, known as “Peck’s Manhattan Beach Tract Block 5” and commonly referred to as “Bruce’s Beach.”

AB 3121 (Weber, Chapter 319, Statutes of 2020), under the GOV, set up a state task force in 2020 to examine how slavery and racism have impacted African Americans in California.

SB 1013 (Bradford, 2023/2024), under the RTC, would have created the Property Tax Assistance for Descendants of Enslaved Persons Program. SB 1013 did not pass out of the Senate by the required deadline.

#### PROGRAM BACKGROUND

A state task force was established in 2020, to examine how slavery and racism have impacted African Americans in California.

The task force published two reports: an Interim Report in 2022 and a Final Report—The California Reparations Report—on June 29, 2023.

The Task Force proposed several payment models including individualized claims for specific harms, cumulative payments for descendants who resided in California during historically harmful periods, and a down-payment approach to provide initial compensation.

According to the report, the task force voted to recommend that the “community of eligibility” for reparations be “based on lineage, determined by an individual of Black descendant of a chattel enslaved person or a descendant of a free Black person living in the United States prior to the end of the 19<sup>th</sup> Century.” Additionally, the report did not include a proposed start date for payments for disbursement. The task force formally ended on July 1, 2023.

To support implementation of the Task Force's proposal, California enacted legislation in October 2025 creating the Bureau for Descendants of American Slavery within the California Department of Justice. The new bureau will develop an eligibility verification process to verify an individual's status as a descendant in addition to providing education and outreach to the public on gentrification, red-lining, and the history of discriminatory urban planning among other things.

Additionally, in 2025, legislation directed the CSU system to research and establish reliable methods to confirm descendant status, requiring annual progress updates and a final report outlining verification methods, statewide implementation timelines, and cost estimates.

**OTHER STATES' INFORMATION**

None noted.

FISCAL IMPACT

The FTB anticipates minimal costs to implement this bill.

ECONOMIC IMPACT

*Revenue Estimate*

To determine the revenue impact of this proposal, both the number of individuals and amount of reparation payments made each year must be known. Since it is not possible to predict the frequency and amount of uncertain payments, the revenue impact to the General Fund is unknown.

It is assumed that for every \$1 million in reparation payments received, and applying an average tax rate of 6.3 percent, the estimated revenue loss would be approximately \$63,000.

LEGAL IMPACT

None noted.

EQUITY IMPACT

None noted.

APPOINTMENTS

None noted.

SUPPORT/OPPOSITION

Senate Revenue and Taxation Committee Analysis, dated June 19, 2026

*Support*

California for Safety and Justice  
California-Hawaii State Conference of the NAACP  
Courage California  
Friends Committee on Legislation of California  
GLIDE  
Justice2Jobs Coalition  
LA Defensa  
Rubicon Programs  
Western Center on Law & Poverty, Inc.

*Opposition*

None on file.

## ARGUMENTS

Assembly Floor Analysis, dated May 20, 2026

*Proponents*

This bill is supported by the Western Center on Law and Poverty, noting in part:

For centuries, descendants of formerly enslaved people who have been harmed by systemic injustice have also been denied economic security and reparations for historic wrongs. Reparations payments are a critical step toward restoring what was taken, providing financial redress and acknowledging past harms. However, without clear statutory protection these payments could be treated as taxable income in California, reducing the compensation recipients ultimately receive. Subjecting reparations to state income tax would undermine their purpose and diminish the impact of future state, local, and federal programs before funds fully reach the individuals and communities they are intended to support.

By providing clear and enforceable tax treatment, AB 2186 ensures that reparations fulfill their intended purpose by delivering meaningful, undiminished compensation rather than being partially recaptured through state taxation. It protects families from losing compensation to state taxes, provides certainty for tax administration, and affirms California's commitment to ensuring that reparations serve as true repair.

*Opponents*

None on file.

## LEGISLATIVE CONTACT

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