

# STATE OF NEW YORK

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3138

2021-2022 Regular Sessions

## IN ASSEMBLY

January 22, 2021

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Introduced by M. of A. KIM, STECK, SOLAGES, QUART, DICKENS -- read once  
and referred to the Committee on Banks

AN ACT to amend the state finance law, the financial services law and  
the New York state urban development corporation act, in relation to  
establishing the empire state inclusive value ledger establishment and  
administration act

The People of the State of New York, represented in Senate and Assem-  
bly, do enact as follows:

1 Section 1. This act shall be known and may be cited as the "empire  
2 state inclusive value ledger establishment and administration act".

3 § 2. Legislative intent. Many New Yorkers, be they individuals or  
4 small businesses, lack access to retail banking services that can enable  
5 them to accumulate, store, and transfer value in simple commercial,  
6 financial, testamentary and gift transactions on non-exploitative terms.  
7 Many New Yorkers also lack access to basic retail payment services that  
8 can enable them to exchange value for value in retail and other trans-  
9 actions on non-exploitative terms. The aforementioned failures of access  
10 operate not only to marginalize and exclude large numbers of New Yorkers  
11 from ordinary interactions of the kind that underwrite full membership  
12 in society, but also to impede or obstruct multiple commercial and other  
13 transactions that determine the size and scope of the state's economy  
14 and the prosperity of its residents. Since a money or currency is what  
15 'counts' in a system of value accounting, storage, and payment, the  
16 aforementioned failures of access also operate to limit the state and  
17 its localities' aggregate currency supplies, which in turn prevents the  
18 remuneration of many value-adding activities, including care of the  
19 needy, maintenance of local infrastructures, and provision of other  
20 public goods. As a result, the failures of access discourage such valu-  
21 able activities from being undertaken at all.

22 A system of individual digital wallets or payment accounts, linked to  
23 a single master account that enables payments to move between such indi-

EXPLANATION--Matter in italics (underscored) is new; matter in brackets  
[-] is old law to be omitted.

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vidual wallets or payment accounts, is now easy to construct and administer with the use of secure digital payment technologies. The state of New York annually disburses more than fifty-five billion dollars in the form of tax credits, procurement payments, pension payouts, and other program disbursements, all of which can readily be disbursed via a system of individual wallets or accounts linked to a master account. The state of New York also receives more than fifty-five billion dollars annually in the form of service payments, tax monies, licensing fees, civil fines and other remittances, all of which can be readily paid into a master account from individual wallets or accounts of the kind just described.

A system of individual digital wallets or payment accounts linked to a master account could accordingly function as a state-provided and administered payment infrastructure, in and through which value could be accumulated, stored, grown and exchanged in 'real-time,' with no need for fees or other forms of exploitative value extraction, thereby assuring that all New Yorkers are (a) 'banked,' (b) able to create, receive and grow wealth, and (c) empowered to participate fully in a growing state economy suffering no shortage of currency or forgoing of commerce.

The state of New York now has the highest number of COVID-19 cases in the nation, while the novel Coronavirus outbreak that is spreading this grave illness has just been designated a global pandemic by the World Health Organization. New York's elderly and wage-laboring communities are already being especially hard-hit by the Coronavirus outbreak, and will be much harder-hit in the weeks to come, as the elderly are especially vulnerable to COVID-19 and wage-laborers have few options to work from home, few healthcare options in the event that working in public exposes them to Coronavirus, and virtually no accumulated savings to fall back upon in the event that they either have to leave work to be hospitalized or are furloughed from work as New York's, the nation's, and the world's economies contract in response to diminished consumer spending while the Coronavirus outbreak continues.

New York's local economies are especially vulnerable both to the aforementioned contraction itself and to the further contraction that will occur if wage-laborers become ill or are furloughed in large numbers, meaning that measures that buttress or boost consumer spending will be especially important to New York's economy in the days, weeks, and months just ahead. New York currently has sixteen billion dollars in unclaimed remittances according to the New York State comptroller, of which one-third, or just over five billion dollars, can legally be liquidated at once in the event that the governor should issue an executive emergency declaration of disaster.

§ 3. The state finance law is amended by adding a new section 4-b to read as follows:

§ 4-b. Empire state inclusive value ledger establishment and administration. 1. Definitions. As used in this section, the following terms shall have the following meanings:

a. "Master account" means a digital account which enables payments to be transferred between individual wallets.

b. "Individual wallet" means a digital account which: (i) is linked to a master account; (ii) enables a resident to send or receive payment to any entity of the state or to another resident; (iii) allows value to be accumulated, stored, grown and exchanged; and (iv) is not subject to fees or other value extraction for use of the individual wallet.

c. "Resident" means an individual or a domestic corporation or foreign corporation authorized to do business in the state.

1 d. "Value ledger" means the empire state inclusive value ledger estab-  
2 lished pursuant to subdivision two of this section.

3 e. "State entity" means any department, board, bureau, division,  
4 commission, committee, council, office of the state, or other govern-  
5 mental entity with statewide jurisdiction.

6 f. "Payment service provider" means an entity which provides online  
7 services for accepting electronic payments by a variety of methods,  
8 including, but not limited to, by credit card, direct debit, and bank  
9 transfer.

10 2. The department of financial services, in cooperation with the  
11 department of taxation and finance, the office of the New York state  
12 comptroller, the New York state and local retirement system, the depart-  
13 ment of labor, and the department of social services shall develop,  
14 establish, and maintain a value storage and payment platform to be known  
15 as the empire state inclusive value ledger. The empire state inclusive  
16 value ledger shall consist of a digital master account and coordinate a  
17 system of individual wallets which shall be maintained and administered  
18 by the urban development corporation as described herein.

19 3. All funds disbursed to residents by a state entity or any other  
20 state instrumentality shall be made out of the master account to indi-  
21 vidual wallets linked to the master account via the value ledger and any  
22 remittance made to a state entity or other state instrumentality by a  
23 resident shall be permitted to be made, at the option of the resident  
24 making the remittance, from the resident's individual wallet.

25 4. One-third of the sixteen billion dollars in unclaimed remittances  
26 to the state, or at least five billion three hundred thirty million  
27 dollars, shall be made immediately available for remittance to New York-  
28 ers who have been furloughed or otherwise unable to work due to the  
29 Coronavirus outbreak of two thousand twenty-one. Any excess funds  
30 remaining after disbursements to such furloughed and otherwise unable to  
31 work New Yorkers shall be made available for remittance to small local  
32 businesses pursuant to a pro rata formula to be developed by the state  
33 comptroller. Additional one-third increments of the unclaimed remit-  
34 tances shall be made as permitted by laws, rules, and regulations  
35 governing the uses of such funds as and if necessary.

36 5. All residents shall have the ability to make payments to, and  
37 receive payments from, other residents through links among individual  
38 wallets on the value ledger. Each payment shall be effected by a simul-  
39 taneous crediting of the payee's individual wallet and an equal debiting  
40 of the payer's individual wallet. Such payments shall be able to be  
41 directed by the means of payment cards, wire services, smart-device  
42 apps, or other electronic funds transfer.

43 6. Any resident making payment to, or receiving payment from, any  
44 other resident may require that the payee or payer accept or make  
45 payment via the system of individual wallets on the value ledger;  
46 provided, however, that residents who make payments to, or receive  
47 payments from, other residents shall not be required to transact with  
48 each other on the value ledger in the event that no party to the trans-  
49 action opts to do so and further provided that no transacting party's  
50 opting not to do so is coerced by any other transacting party or associ-  
51 ates of such transacting party.

52 7. Any commercial bank, other financial institution, or payment  
53 service provider doing business in the state shall be required to:

54 a. provide for full interoperability between individual wallets on the  
55 value ledger and any demand deposit or transaction account maintained by

1 the commercial bank, other financial institution, or payment service  
2 provider for the holders of such individual wallets; and

3 b. permit all holders of individual wallets to make deposits into and  
4 withdrawals from such individual wallet via any automated teller  
5 machine, teller window, or other deposit or withdrawal facility the  
6 bank, financial institution, or payment service provider offers to  
7 customers. There shall be no pecuniary or other charge assessed for  
8 access to individual wallets; any costs associated with access to and  
9 use of individual wallets shall be considered an incident of such  
10 commercial bank, other financial institution, or payment service provid-  
11 er's status as a publicly licensed financial utility.

12 8. The department of financial services shall also develop and make  
13 available at no cost a downloadable smart-device application to be known  
14 as the empire state inclusive value ledger app through which residents  
15 can access and receive and make payments into and out of individual  
16 wallets. All entities operating in the state that accept payments via  
17 smart-device applications of any kind shall be required to accept  
18 payments via the value ledger application at the option of any payer  
19 wishing to pay via such value ledger application.

20 9. The department of taxation and finance, the New York state and  
21 local retirement system, and the department of social services, as the  
22 state's principal disbursers and receivers of funds, credits, and remit-  
23 tances, shall exercise special care in assisting with and promoting the  
24 establishment and wide use of the value ledger payments system, in order  
25 to hasten both:

26 a. the full 'banking' of the state's 'unbanked' individuals and small  
27 businesses; and

28 b. inclusion of the state's currently marginalized residents in the  
29 process of value creation, wealth accumulation, and commercial exchange.

30 10. The department of financial services shall:

31 a. ensure compliance by all banks, other financial institutions, and  
32 payment service providers with the requirements of this section;

33 b. prohibit and prevent any other person or company in the financial  
34 services or payments industries from exploiting value ledger wallet  
35 holders or otherwise subverting the value-creating and commerce-promot-  
36 ing purposes of this section, including by offering advances on antic-  
37 ipated state remittances for fees; and

38 c. ensure compliance with state banking, regulatory, and digital and  
39 financial privacy laws by all entities that oversee or transact via the  
40 value ledger. The department, in coordination with the urban development  
41 corporation, shall also coordinate with any relevant regulatory agency  
42 of the United States to ensure compliance with federal banking, regula-  
43 tory, employee benefit and any other applicable federal laws.

44 11. The department of financial services shall be authorized to coor-  
45 ordinate with its counterpart agencies in other states and territories of  
46 the United States in connection with any common regulatory needs impli-  
47 cated or challenges raised by state value ledgers.

48 § 4. Section 301 of the financial services law is amended by adding a  
49 new subsection (d) to read as follows:

50 (d) The superintendent shall have the power to direct the department  
51 to develop, establish, and maintain the empire state inclusive value  
52 ledger established pursuant to section four-b of the state finance law.  
53 The superintendent shall also have the power to direct the department to  
54 coordinate with agencies in other states and territories of the United  
55 States the regulatory needs or challenges raised by state value ledgers.

§ 5. Section 5 of section 1 of chapter 174 of the laws of 1968, constituting the New York state urban development corporation act, is amended by adding three new subdivisions 31, 32 and 33 to read as follows:

(31) To maintain and administer, in consultation with the department of financial services, the department of labor, and the department of social services, the empire state inclusive value ledger established pursuant to section four-b of the state finance law, with a view to encouraging the expansion of commerce and the broad growth and accumulation of wealth in the state. The corporation, in consultation and coordination with the department of financial services, the department of labor, the department of social services, the department of taxation and finance and the New York state and local retirement system, shall observe and build into the empire state inclusive value ledger strict compliance with the highest standards of commercial and financial data privacy. Such standards shall establish, at a minimum, that: (a) no wealth accumulation or spending activity of any sort that makes use of the empire state inclusive value ledger shall be shared with, intimated to, or sold to any non-governmental person or entity; (b) any sharing of information with governmental entities shall be solely for purposes of optimizing administration of the empire state inclusive value ledger or for law enforcement purposes; (c) any personal data that is not being used solely to assist the person whose data is being accessed and that is being used for administrative purposes shall be cryptographically anonymized; (d) any personal data shared with law enforcement authorities shall be shared solely in strict compliance with the fourth amendment to the United States constitution and any and all other state, federal and local legal constraints that protect the rights of suspected or accused persons and the empire state inclusive value ledger shall not lessen the degree of legally assured data privacy of New Yorkers; and (e) any and all practicable measures possible shall be taken to prevent accidental data privacy breaches stemming from outside or inadvertent disclosure.

(32) To explore and negotiate possible interstate compacts enabling the growth of a value ledger system across multiple states, regions, and territories of the United States. The corporation, as the principal administrator of the empire state inclusive value ledger, shall reach out to and consult with counterpart agencies in other states, with a view to assisting with the development of similar value storage and payment platforms in such states and with the goal of the possible interoperability of such platforms with the empire state inclusive value ledger.

(33) To explore and negotiate possible pilot programs enabling the growth and spread of a value ledger system across the broader United States. As the principal administrator of the empire state inclusive value ledger established pursuant to section four-b of the state finance law, the corporation shall be authorized to reach out to and consult with the federal reserve bank of New York, the federal reserve board of the United States, and the department of treasury of the United States, with a view to possibly assisting such entities with the development of a national value storage and payment platform similar to the empire state inclusive value ledger.

§ 6. Severability. If any provision of this act, or any application of any provision of this act, is held to be invalid, that shall not affect the validity or effectiveness of any other provision of this act, or of any other application of any provision of this act, which can be given

1 effect without that provision or application; and to that end, the  
2 provisions and applications of this act are severable.  
3 § 7. This act shall take effect immediately.