

Vermont Legislative Joint Fiscal Office

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FISCAL NOTE

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S.23 An act relating to increasing the minimum wage Report of the Committee of Conference, January 22, 2020

[https://legislature.vermont.gov/Documents/2020/WorkGroups/House%20General/Highlights/S.23%20\(Minimum%20Wage\)%20Committee%20of%20Conference%20Report.pdf](https://legislature.vermont.gov/Documents/2020/WorkGroups/House%20General/Highlights/S.23%20(Minimum%20Wage)%20Committee%20of%20Conference%20Report.pdf)

Overview

This Report proposes to raise the minimum wage in Vermont from the current \$10.96 to \$12.55 on January 1, 2022 following the path shown below. In inflation-adjusted dollars, \$12.55 in 2022 is equivalent to \$12.26 in 2020.

	Indexed to CPI Inflation	Historical and Consensus CPI Inflation	\$11.75 in 2021, \$12.55 in 2022			
			Current Law	Increase	2020 \$\$	New
2018	\$10.50	2.4%		\$10.50		
2019	\$10.78	1.8%		\$10.78		
2020	\$10.96	2.2%	\$10.96	\$10.96		\$10.96
2021	\$11.20	2.4%	\$10.96	\$11.75	7.2%	\$11.47
2022	\$11.47	2.4%	\$10.96	\$12.55	6.8%	\$12.26
2023	\$11.75	2.4%	\$10.96	\$12.85	2.4%	\$12.26
2024	\$12.03	2.3%	\$10.96	\$13.16	2.4%	\$12.26
2025	\$12.30	2.3%	\$10.96	\$13.46	2.3%	\$12.26

Fiscal and Economic Impacts

Direct Fiscal Impact. The direct fiscal impact to the State arises from 1) increased State revenue coming from income taxes and other taxes and fees, 2) the cost of higher wages paid to some State workers and contractors, and 3) possible impacts on State program benefit levels arising from changes in eligibility.

The net fiscal impact on the State from increased revenues and reduced program benefits from the minimum wage change would be about \$1.7 million to the good in FY2021 and about \$5.9 million in FY2022.¹

1. Increased tax revenue from the State income tax and other State revenue sources would accrue directly as workers earn higher wages. Indirectly, those workers would have more spending power that would boost sales taxes and other revenues collected by the State. In FY 2021, about 40 percent of the net fiscal impact to the State comes from higher revenue collections combined with State savings in the State Earned Income Tax Credit (EITC), renter rebate, property tax adjustment, and homeowner rebate.

2. An increase in the minimum wage would increase costs to the State as wages rise for some State workers, contractors, and other associated workers.² Some of the costs may be offset by less turnover and reduced training expenses. A small ripple effect on the State pension funds is also possible in later years.

a. State employees

Not many State workers or contractors earn wages that are at or below the proposed minimum wage levels. Costs would be about \$225,000 in FY 2021 and \$537,000 in FY2022. The estimate includes the impact on pay, State Social Security and Medicare contributions under the Federal Insurance Contributions Act (FICA), and, where relevant, retirement contributions. Most of the costs come from temporary workers. Historically, roughly 40 percent of the cost of the State workforce has been covered by federal or other funding sources.

b. State contracts

The cost of State contracts would increase as State vendors face higher wage requirements and pass on higher costs through the budgetary process. State vendors include AOT contractors; Designated Agencies and Specialized Service Agencies; and long-term care facilities, adult day providers, and home health and personal care organizations.³

¹ Outcomes based on modeling by Kavet and Associates in February 2019. The big jump in the State fiscal impact from FY2019 to FY2020 comes from three factors: the higher minimum wage starts halfway through FY2019, increased State tax revenues grow over time, and eligibility changes in State programs sometimes lag actual wages.

² Addressing “compression” effects for workers with wages just above the new minimum wage would cost more. The costs of increased wages for some State workers, contractors, and other associated workers originally were estimated in work conducted for the Study Committee during the fall of 2017 and the beginning of 2018. JFO examined potential state costs from raising the minimum wage for healthcare workers paid through Medicaid in an Issue Brief, January 2020, available at https://jfo.vermont.gov/assets/Subjects/Minimum-Wage-Other/af8f222624/Issue_Brief_Minimum_Wage_Cost_Estimate_and_Data_Collection-v2.pdf

³ If the State chose to raise reimbursement rates to compensate the home health agencies, nursing homes, residential care homes, assisted living residences, and adult day agencies for the cost of increasing wages of Medicaid workers up to the new minimum wage, JFO estimates the State share in FY 2021 would be about \$0.5 million offset by about \$665,000 in program savings (those program savings are included in the net fiscal impact of \$1.7 million to the good noted above). In FY 2022, JFO estimates the State share would be about \$1.6 million which would be offset by

c. Public education

An analysis of preK-12 employees in two Supervisory Unions showed relatively small impacts of \$1,500 and \$15,500 per Supervisory Union in FY 2021 and \$3,600 and \$36,000 in FY 2022. Those increases would affect the Education Fund. For the University of Vermont, the net impact is approximately \$27,500 in FY 2021 and \$66,500 in FY 2022 in wages and benefits. For Vermont State Colleges, employee wages and benefits would rise about \$18,500 in FY 2020 and \$45,000 in FY 2021.^{4,5}

Overall Economic Issues

Higher wages paid to low-wage workers would raise incomes and allow households to consume more, offset to some extent by any loss in wages to low-wage workers who experience job loss or reduced hours of work. Consumer prices could increase slightly as the cost of doing business rises. In addition, during expansionary years, the upward wage pressure would induce more people to enter the labor force to take jobs with higher wages. Finally, as incomes rise, reduced federal benefits negatively affect the State's economy. See Table 2 appended to this Fiscal Note.

References

Report of the Minimum Wage and Benefits Cliff Study Committee, December 2017; see http://www.leg.state.vt.us/jfo/Minimum_Wage_Study_Committee/Minimum%20Wage%20and%20Benefits%20Cliff%20Study%20Committee%20Report.pdf

Agency of Human Services, **Report to the Vermont Legislature: Fiscal Year 2019 Budgeting for Designated and Specialized Agencies**; see <https://legislature.vermont.gov/assets/Legislative-Reports/ACT-85-Sec.-E.314.2-Payment-to-Specialized-Agencies.pdf>

additional program savings. See the JFO Issue Brief, January 2020, "Estimating State Costs from Raising the Minimum Wage for Healthcare Workers Paid through Medicaid," available at

https://jfo.vermont.gov/assets/Subjects/Minimum-Wage-Other/af8f222624/Issue_Brief_Minimum_Wage_Cost_Estimate_and_Data_Collection-v2.pdf

⁴ Vermont State College students' wages are likely to be affected by an increase in the minimum wage as well. The additional cost could be as much as about \$30,500 in FY 2021 and \$74,500 in FY 2022. However, because funding for federal work-study students would not change with the minimum wage, the actual effect could be less if student jobs or hours are reduced.

⁵ Act 72 of 2019 (the Big Bill) appropriated \$1.25 million to restore the base for the Child Care Financial Assistance Program (CCFAP) and \$5.764 million to adjust the sliding fee scale and reimbursement rates in CCFAP.

Table 2. Outcomes for a Minimum Wage Path that Reaches \$12.55 in 2022		
PRELIMINARY CALENDAR-YEAR ESTIMATES based on modeling in February 2019		
	In 2021	In 2022
Percent change from 2020 minimum wage, inflation-adjusted	4.5%	9.0%
Approximate share of jobs at less than proposed minimum wage - DOL basis*	9%	13%
Approximate number of jobs at less than proposed minimum wage - DOL basis	28,000	40,000
Initial wage bill change as a share of total wages & salary	0.30%	0.70%
Aggregate initial income gains of low-wage workers (2020\$)	\$53 mil	\$121 mil
Net fiscal gain to State from increased tax revenue & decreased benefit payments from the minimum wage change (2020\$)	\$3.6 mil	\$9.4 mil
Net reduction in federal funds to VT economy from decreased federal benefits and increased federal taxes (2020\$)	\$17.3 mil	\$39.1 mil
Approximate net disemployment (#jobs)	90	280
	Long-Term Outcomes, Average 2025-2040	
Net annual long-term disemployment (#jobs)	500	
Disemployment as a share of total jobs	0.1%	
Disemployment as a share of minimum wage jobs	0.8%	
Effect on level of Vermont GDP	-0.08%	
Source: JFO estimates based on modeling outcomes from Kavet, Rockler & Associates with input from Deb Brighton, February 2019; converted to 2020 dollars by JFO; all outcomes here are presented by calendar year.		
*Notes: The job count on the DOL basis counts wage and salary jobs, but excludes farm workers, the self-employed, and household workers. For further discussion of the outcomes, see the Study Committee Report.		