

Department of Legislative Services
Maryland General Assembly
2018 Session

FISCAL AND POLICY NOTE
First Reader

Senate Bill 1019

(Senator Robinson)

Finance

Labor and Employment - State Minimum Wage Rate - Increase

This bill phases in increases in the State minimum wage to \$15.00 per hour – by July 1, 2024, for a small employer; by July 1, 2023, for a midsized employer; and by July 1, 2021, for all other employers subject to the State minimum wage law. Beginning July 1 of the year after the State minimum wage becomes \$15.00 per hour, the minimum wage is indexed to inflation. **The bill takes effect July 1, 2018.**

Fiscal Summary

State Effect: State expenditures (all funds) likely increase by *at least* \$13.8 million in FY 2019 for additional payroll costs, likely rising to at least \$94.5 million in FY 2023 (amounts not reflected below); federal fund revenues may cover a very small portion of these costs. General fund expenditures increase by \$283,500 in FY 2019 for enforcement, with ongoing costs. General fund revenues increase minimally beginning in FY 2019.

(in dollars)	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
GF/FF Rev.	-	-	-	-	-
GF Expenditure	\$283,500	\$216,600	\$221,100	\$227,100	\$233,400
GF/SF/FF/HE Exp.	-	-	-	-	-
Net Effect	(-)	(-)	(-)	(-)	(-)

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

Local Effect: Local government expenditures increase significantly beginning in FY 2019 for certain local jurisdictions to pay additional wages to minimum wage government employees. Any increase in local government tax revenues cannot be reliably projected but is expected to be minimal.

Small Business Effect: Meaningful.

Analysis

Bill Summary: The bill specifies that, unless the federal minimum wage is set at a higher rate, the State minimum wage is as follows for a “small employer,” which is defined as an employer with 10 or fewer employees:

- \$12.00 per hour as of July 1, 2018;
- \$12.50 per hour as of July 1, 2019;
- \$13.00 per hour as of July 1, 2020;
- \$13.50 per hour as of July 1, 2021;
- \$14.00 per hour as of July 1, 2022;
- \$14.50 per hour as of July 1, 2023; and
- \$15.00 per hour as of July 1, 2024.

A “midsized employer” is an employer (1) with at least 11, but fewer than 50, employees or (2) that employs 11 or more employees *and* is *either* a tax-exempt nonprofit *or* provides specified home health services or home- and community-based services and receives at least 75% of its gross revenues from the Medicaid program. The bill specifies that, unless the federal minimum wage is set at a higher rate, the State minimum wage is as follows for a midsized employer:

- \$12.00 per hour as of July 1, 2018;
- \$12.50 per hour as of July 1, 2019;
- \$13.25 per hour as of July 1, 2020;
- \$14.00 per hour as of July 1, 2021;
- \$14.50 per hour as of July 1, 2022; and
- \$15.00 per hour as of July 1, 2023.

The bill specifies that, unless the federal minimum wage is set at a higher rate, the State minimum wage is as follows for all other employers:

- \$12.25 per hour as of July 1, 2018;
- \$13.00 per hour as of July 1, 2019;
- \$14.00 per hour as of July 1, 2020; and
- \$15.00 per hour as of July 1, 2021.

Beginning on July 1 of the year after the State minimum wage becomes \$15.00, and in subsequent fiscal years, the State minimum wage must be increased by the amount, rounded to the nearest multiple of five cents, that equals the product of the State minimum wage in effect for the immediately preceding 12-month period and the average

percent growth in the Consumer Price Index (CPI) for the Washington-Baltimore metropolitan area (or a successor index that is published by the U.S. Bureau of Labor Statistics (BLS) for the immediately preceding 12-month period, as determined by the commissioner. If the increase in the minimum wage calculated by the commissioner is less than 50 cents, the State minimum wage rate for small and midsized employers must also increase by an additional 1% of the minimum wage rate in effect for the prior year, up to a total increase of 50 cents, so that eventually the State minimum wage rate is the same for all employers.

The commissioner must determine and announce the average percent growth in the CPI and State minimum wage that will be in effect for the upcoming fiscal year by October 1, 2021, and each October 1 thereafter. If the commissioner determines that the CPI did not change during a given year, or decreases, the minimum wage remains at the same rate as that of the prior year.

Current Law:

Maryland Wage and Hour Law

The Maryland Wage and Hour Law is the State complement to the federal Fair Labor Standards Act (FLSA). State law sets minimum wage standards to provide a maintenance level consistent with the needs of the population. State law specifies that an employee must be paid the greater of the federal minimum wage (which is currently \$7.25 per hour) or \$9.25 per hour. Under Chapter 262 of 2014, the State minimum wage is scheduled to increase to \$10.10 per hour as of July 1, 2018.

However, an employer may pay an employee a wage that equals 85% of the State minimum wage for the first six months that the employee is employed if the employee is younger than age 20. Additionally, an employer of an amusement or a recreational establishment, including a swimming pool, that meets specified conditions may pay an employee a wage that equals the greater of \$7.25 or 85% of the State minimum wage. Exceptions to the minimum wage requirement also exist for a training wage and a disabled employee of a sheltered workshop under specified conditions.

The Maryland Wage and Hour Law and minimum wage requirements do not apply to certain categories of employees, including those defined as administrative, executive, or professional; certain seasonal employees; part-time employees younger than age 16; salesmen and those who work on commission; an employer's immediate family; drive-in theater employees; employees training in a special education program in a public school; employees of an establishment that sells food and drink for on-premises consumption and has an annual gross income of \$400,000 or less; employees employed by an employer who

is engaged in canning, freezing, packing, or first processing of perishable or seasonal fresh fruits, vegetables, poultry, or seafood; and certain farm workers.

The employer of a tipped employee is allowed a tip credit that can be applied against the direct wages paid by the employer. The employee can be paid tipping wages so long as the wages plus the tips received equal at least the minimum wage, the employee retains all tips, and the employee customarily receives more than \$30.00 a month in tips. The tip credit is equal to the State minimum wage, less \$3.63. Thus, the tip credit increases as the minimum wage increases and the wage paid by employers to tipped employees remains \$3.63, as long as their wages plus tips equal the minimum wage. The State and local governments are not considered employers under the tip credit provisions of the Maryland Wage and Hour Law.

If an employer pays less than the wages required, the employee may bring an action against the employer to recover (1) the difference between the wage paid to the employee and the wage required; (2) an additional amount equal to the difference as liquidated damages; and (3) legal fees. The court must award these differences in wages, damages, and counsel fees if the court determines that an employee is entitled to recovery. However, if an employer shows to the satisfaction of the court that the employer acted in good faith and reasonably believed that the wages paid to the employee were not less than the required wages, then the court must award liquidated damages of an amount less than the difference in wages or no liquidated damages.

A person who violates the Maryland Wage and Hour Law is guilty of a misdemeanor and on conviction is subject to a fine of up to \$1,000.

Federal Fair Labor Standards Act

With some exceptions, similar to State law, FLSA requires that workers be paid a minimum hourly wage and that overtime compensation be paid to employees who work more than 40 hours in a week.

Background: As of January 2018, as shown in **Exhibit 1**, 29 states, including Maryland, and the District of Columbia mandate a minimum wage higher than the federal minimum wage of \$7.25 per hour, with rates ranging from \$0.25 to \$5.25 above the federal rate. Eight of these states (Alaska, Florida, Minnesota, Missouri, Montana, New Jersey, Ohio, and South Dakota) automatically increased their minimum wage rate based on the cost of living. Five states had no mandated minimum wage, another 2 had a minimum wage set lower than the federal minimum wage, and the remaining 14 states used the federal minimum wage. Unless a state has a higher minimum wage rate, the federal minimum wage rate applies.

Exhibit 1
States with Higher than Federal Minimum Wage, as of January 2018

<u>State</u>	<u>Rate</u>	<u>State</u>	<u>Rate</u>
District of Columbia	\$12.50	Maryland	\$9.25
Washington	11.50	Michigan	9.25
California	11.00	Nebraska	9.00
Massachusetts	11.00	South Dakota	8.85
Arizona	10.50	West Virginia	8.75
Vermont	10.50	New Jersey	8.60
New York	10.40	Arkansas	8.50
Oregon	10.25	Montana	8.30
Colorado	10.20	Ohio	8.30
Connecticut	10.10	Delaware	8.25
Hawaii	10.10	Florida	8.25
Rhode Island	10.10	Illinois	8.25
Maine	10.00	Nevada	8.25
Alaska	9.84	Missouri	7.85
Minnesota	9.65	New Mexico	7.50

Source: U.S. Department of Labor

Local Jurisdiction Labor Laws

Montgomery and Prince George’s counties have local minimum wage laws of \$11.50 per hour. The county minimum wages for Montgomery and Prince George’s counties do not apply to an employee who is exempt from the minimum wage requirements of the Maryland Wage and Hour Law or the federal FLSA or to an employee who is younger than age 19 and is employed no more than 20 hours in a week. Montgomery County passed [legislation](#) in 2017 to gradually increase its minimum wage so that employers with at least 51 employees are required to pay a minimum wage of \$15.00 per hour effective July 1, 2021; mid-sized employers are required to pay a minimum wage rate of \$15.00 per hour effective July 1, 2023; and employers with less than 11 employees are required to pay a minimum wage of \$15.00 per hour effective July 1, 2024, and the county indexes the minimum wage rates to inflation. An employer may pay a wage equal to 85% of the county minimum wage to an employee younger than age 20 for the first six months that the employee is employed.

Baltimore City enacted a city minimum wage rate in 1964, which was challenged in the State Court of Appeals in *Mayor of Baltimore v. Sitnick*, 254 Md. 303, 255 A.2d 376 (1969). The

court found that the State's minimum wage rate did not preempt Baltimore's minimum wage law since Baltimore's law supplemented the State law by setting a higher rate. Baltimore City still has its own minimum wage statute with an enforcement commission, which currently enforces the State minimum wage rate in the city.

Minimum Wage Effects on the Economy

There is much debate on how raising the minimum wage affects the economy. Positive impacts on the economy may include (1) increases in personal income; (2) decreases in employee turnover; (3) increases in local consumption; (4) higher labor force participation rates; (5) decreases in social welfare costs; and (6) higher levels of technological development, investment, and productivity.

However, on the downside, raising the minimum wage may (1) decrease demand for labor; (2) increase inflation from employers passing higher employee costs onto the consumer; (3) cause wage compression; (4) reduce local competitiveness; and (5) have disemployment effects. The disemployment effects happen when businesses hire fewer low-wage workers in response to an increase in the minimum wage; benefits to low-wage workers from increased wages may be offset by a reduction in hours worked or increased unemployment.

State Revenues: General fund tax revenues may increase minimally from increasing the State's minimum wage beginning in fiscal 2019. Individuals earning minimum wage likely have low, if any, State income tax liability so raising the minimum wage only has a minimal effect on State income tax revenues. Any increase in personal income tax revenue is likely offset from diminished revenues from businesses with higher payroll expenses and from potentially a decrease in demand for labor. Given that raising the minimum wage boosts the purchasing power of minimum wage workers and generates new consumer spending, general fund sales tax revenues may increase minimally.

General fund revenues may increase minimally from a higher number of penalties paid by employers who are found by the Department of Labor, Licensing, and Regulation (DLLR) to be in violation of the Maryland Wage and Hour Law.

As noted below, federal fund revenues may increase to cover a small portion of the additional payroll costs incurred by the State.

State Expenditures: The bill's effects on State payroll expenditures resulting from the minimum wage increase and the administrative costs needed for enforcement are addressed separately in this section.

Effect of Minimum Wage Increase on the State Payroll

State expenditures (all funds) increase significantly as a result of incrementally raising the State minimum wage to \$15.00 per hour by July 1, 2021, and then indexing it to inflation; **Exhibit 2** displays some of the additional wages that must be paid to State employees in fiscal 2019 through 2023 under the bill. The State does not qualify as a small or mid-sized employer under the bill and is, therefore, subject to the general increase in the minimum wage.

Exhibit 2
Effect of Phasing in a \$15.00 Minimum Wage on State Employees
Fiscal 2019-2023

<u>Additional Staffing Costs</u>	<u>FY 2019</u>	<u>FY 2020</u>	<u>FY 2021</u>	<u>FY 2022</u>	<u>FY 2023</u>
Senior Citizen Aides	\$416,182	\$565,552	\$766,077	\$967,057	\$1,017,302
TSHRS Employees	8,840	191,138	663,437	1,616,668	1,746,770
MTA Union Employees	2,870	7,737	16,057	27,747	32,947
TSHRS Contractual/Temporary Employees	\$867	43,788.0	169,331.0	359,302.0	389,214.0
SPS University Employees	4,823,485	6,886,686	9,770,600	12,823,518	13,621,113
Hourly/Contractual Employees within SPMS	555,596	1,089,208	2,184,591	3,619,306	4,026,336
Salaried Employees within SPMS	251,953	695,517	1,993,977	4,415,838	5,225,010
USM Employees	7,698,141	26,060,239	35,130,680	48,046,038	68,461,016
Increase in Expenditures	\$13,757,934	\$35,539,865	\$50,694,750	\$71,875,474	\$94,519,708
Federal Fund Revenues	416,182	565,552	766,077	967,057	1,017,302
Net Increase in Expenditures	\$13,341,752	\$34,974,313	\$49,928,673	\$70,908,417	\$93,502,406

MTA: Maryland Transit Administration
SPMS: State Personnel Management System
SPS: Statewide personnel system
TSHRS: Transportation Service Human Resources System
USM: University System of Maryland

Source: Department of Legislative Services

Current law has the minimum wage rate set at \$10.10 per hour beginning in fiscal 2019, so State expenditures increase by \$13.8 million in fiscal 2019, which is the total wage effect of the difference between \$10.10 and the \$12.25 wage rate established under the bill. Expenditures in future years are calculated based on the difference between the \$10.10 minimum wage rate that will be required under current law versus the rates under the bill so, by fiscal 2023, State expenditures increase by approximately \$94.5 million, assuming inflation of 1.7% annually and, thus, a minimum wage rate of \$15.25 in fiscal 2023.

These costs do not take into account any wage adjustments to internal salary ladders or increases in other compensation tied to wages. The State may increase wages for an employee who currently earns just above \$12.25 per hour in fiscal 2019 or just above \$15.25 per hour in fiscal 2023 and has more job responsibilities than a minimum wage employee. Any such wage adjustments further increase the State’s expenditures, potentially significantly.

Administrative Expenses for Enforcement

The bill creates additional responsibilities for DLLR’s Division of Labor and Industry by creating three different State minimum wage rates based on an employer’s number of employees and other unrelated factors, and providing for subsequent increases in the minimum wage. These changes are expected to significantly increase the number of inquiries and complaints related to payment of the minimum wage. DLLR cannot fully absorb the additional workload within existing resources and requires additional staff to respond to the increase in inquiries and complaints prompted by the bill.

Thus, general fund expenditures increase for DLLR by \$283,497 in fiscal 2019, which accounts for the bill’s July 1, 2018 effective date. This estimate reflects the cost of hiring three DLLR wage and hour investigators to conduct outreach, respond to inquiries, investigate complaints, and enforce the new requirements. It includes salaries, fringe benefits, contractual costs to upgrade and maintain the existing database, other one-time start-up costs, and ongoing operating expenses.

Positions	3
Salaries and Fringe Benefits	\$155,438
Contractual Database Upgrade and Maintenance	96,961
Other One-time and Ongoing Operating Expenses	<u>31,098</u>
DLLR FY 2019 State Expenditures	\$283,497

Future year expenditures reflect full salaries with annual increases and employee turnover, ongoing operating expenses, and contractual maintenance costs for the database.

Local Expenditures: Expenditures increase beginning in fiscal 2019 – and potentially significantly by fiscal 2023 – for some local governments to pay employees (typically part-time or contractual employees) the minimum wage rates specified in the bill. For example, Garrett County estimates expenditures increasing by more than \$100,000 to comply.

Small Business Effect: Small businesses in the State that employ minimum wage or low-wage workers experience significant increases in their labor costs due to the bill.

To the extent that higher wages increase worker productivity and reduce turnover, businesses are less affected by the provisions of the bill. Additionally, minimum wage workers tend to have a low saving rate, so increasing their wages may lead to additional consumer spending for small businesses.

Additional Comments: Beginning July 1, 2022, the State minimum wage rate is indexed to inflation based on the CPI for the Washington-Baltimore metropolitan area or a successor index published by BLS. However, [BLS](#) is revising the CPI geographic sample. The CPI for the Washington-Baltimore metropolitan area will no longer be available beginning in 2018 but, instead, is replaced with two new CPIs: a CPI for the Baltimore metropolitan area; and a CPI for the Washington metropolitan area. Both indexes contain Maryland counties. The CPI for the Baltimore metropolitan area contains Baltimore City and Anne Arundel, Baltimore, Carroll, Harford, Howard, and Queen Anne's counties. The CPI for the Washington metropolitan area contains Calvert, Charles, Frederick, Montgomery, and Prince George's counties.

[BLS](#) notes that metropolitan area indexes have a relatively small sample size and, therefore, are subject to substantially larger sampling errors. Metropolitan area and other subcomponents of the national indexes (regions, size-classes) often exhibit greater volatility than the national index. BLS recommends that users adopt the U.S. city average CPI for use in escalator clauses.

Additional Information

Prior Introductions: None.

Cross File: None.

Information Source(s): Garrett, Montgomery, and Prince George's counties; Maryland Association of Counties; Maryland Municipal League; Judiciary (Administrative Office of the Courts); University System of Maryland; Department of Budget and Management; Department of Labor, Licensing, and Regulation; Maryland Department of Transportation; Department of Legislative Services

Fiscal Note History: First Reader - March 7, 2018
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