HOW WE FUND PUBLIC SERVICES IN NEW HAMPSHIRE

Presented by Phil Sletten, Policy Analyst

Hancock Library
Hancock, New Hampshire
November 29, 2017
Public Services Help Ensure Our Quality of Life
Why is Revenue Important?

- Pays for services that help make our communities stronger

- Tangible and direct:
  - Roads and bridges
  - Police, fire, and emergency medical services
  - Education (including primary, secondary, and public higher education)
  - Public health services and health insurance services for those in need
  - Cleaning trash, clearing roads
  - Parks and preserves, including federal, state, and local protected areas

- Less tangible, but very important:
  - Benefitting from an educated workforce and public
  - Protecting citizens from harm and environmental degradation
  - Long-term investments, with positive returns, made collectively
Why “Revenue”? Don’t You Mean Taxes?

- Not all government revenue comes from taxes
- Collections through fees, charges, interest, and programs that sell products or services
- Federal programs, grants, and aid supply a large amount of revenue to the State government directly, also may provide funding for local government initiatives, support for other organizations

![General and Program Revenues](image)

New Hampshire, State Fiscal Year (SFY) 2016
What Revenue Are We Considering?

- The federal government collects revenue that ends up in State coffers, but that is not a focus here
- State Revenue: money collected through New Hampshire state taxation and other sources, including grants from the federal government
  - State tax revenue is usually the least restricted revenue, with federal grant programs and specific State fees more likely to have “strings attached”
- Local Revenue: money collected by New Hampshire counties, school districts, and municipalities (local governments), primarily through property taxes
Our Road Map Through The Revenue System

- What Our Revenue System Looks Like
- Where State Revenue Comes From
- How Federal Decisions Affect State Revenue
- Where Local Government Revenue Comes From
- How State Decisions Affect Local Revenue

For more information, see Revenue In Review at nhfpi.org.
The Big Picture – State Budget Funds

New Hampshire, SFY 2018
Source: Chapter 155, Laws of 2017

- General Fund 26.0%
- Federal Funds 29.9%
- Education Trust Fund 16.3%
- Other Funds 19.6%
- Highway Funds 4.0%
- Turnpike Funds 2.5%
- Liquor Fund 1.2%
- Fish and Game Funds 0.2%
- Sweepstakes Funds 0.2%
The Big Picture – General and Education Trust Fund Revenue

SFY 2016 State-Generated Revenue

- Business Profits Tax: 17.4%
- Business Taxes Combined: 28.4%
- Business Enterprise Tax: 11.1%
- Statewide Education Property Tax: 14.8%
- Meals and Rentals Tax: 12.3%
- Tobacco Tax: 9.2%
- Liquor Commission: 5.7%
- Real Estate Transfer Tax: 5.5%
- Insurance Premium Tax: 5.0%
- Interest and Dividends Tax: 3.6%
- Lottery Commission: 3.1%
- Communications Services Tax: 2.1%
- Utility Property Tax: 1.8%
- Miscellaneous: 8.5%
The Big Picture – General and Education Trust Fund History

General and Education Trust Fund Revenue
New Hampshire Funds by Year, Inflation-Adjusted dollars

Revenue by Fund, Millions of SFY2017 Dollars

State Fiscal Year

Sources: NH Comprehensive Annual Financial Reports, SFYs 2016, 2015, 2014; *Draft CAFR 2017;
State Revenue – Two Primary Business Taxes

Business Profits Tax
- Tax based on gross business profits, adjustments (BET), and apportionment
- Tax base likely about $4.5 billion
- Funds General Fund and Education Trust Fund
  - 1.5 percentage points of the total rate to the Education Trust Fund
- Rate reductions underway:
  - 8.5% in 2015, 8.2% in 2016, 7.9% in 2018 (trigger), 7.7% in 2019, 7.5% in 2021

Business Enterprise Tax
- Relatively unique among state business taxes, based on compensation, interest, dividends paid or accrued, adjustments, and apportionment
- Broader tax base, likely about $35 billion
  - Funds the Education Trust Fund (0.50 percentage points of total rate) and the General Fund until rate phase-down
- Rate reductions underway:
  - 0.75% in 2015, 0.72% in 2016, 0.675% in 2018 (trigger), 0.60% in 2019, 0.50% in 2021
State Revenue – Two Primary Business Taxes

**Business Profits Tax**

*New Hampshire General and Education Trust Fund Inflation-Adjusted Revenue*


![Bar chart showing millions of FY 2017 dollars for business profits tax over years 2002 to 2017* with unaudited data for 2017*]
State Revenue – Two Primary Business Taxes

Business Enterprise Tax
New Hampshire General and Education Trust Fund Inflation-Adjusted Revenue

<table>
<thead>
<tr>
<th>State Fiscal Year</th>
<th>Millions of FY 2017 Dollars</th>
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<tbody>
<tr>
<td>2002</td>
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<td>2017</td>
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</tbody>
</table>

*Unaudited Data
## State Revenue – Two Primary Business Taxes

### Business Profits Tax Incidence
#### Tax Year 2014 - Filing Businesses

<table>
<thead>
<tr>
<th>Tax Paid</th>
<th>Number of Businesses by Tax Paid</th>
<th>Percent of Businesses by Tax Paid</th>
<th>Cumulative Number of Businesses by Tax Paid</th>
<th>Cumulative Percent of Business by Tax Paid</th>
<th>Revenue by Amount of Tax Paid</th>
<th>Percent of Revenue by Tax Paid</th>
<th>Cumulative Percent of Revenue by Tax Paid</th>
</tr>
</thead>
<tbody>
<tr>
<td>$0</td>
<td>51,164</td>
<td>74.3%</td>
<td>68,870</td>
<td>100.0%</td>
<td>$0</td>
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<td>$1-$500</td>
<td>5,663</td>
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<td>45</td>
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<td>45</td>
<td>0.1%</td>
<td>$96,352,501</td>
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<td><strong>Totals</strong></td>
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<td><strong>100.0%</strong></td>
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<td><strong>$311,407,510</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>100.0%</strong></td>
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</table>

Source: NH Department of Revenue Administration 2016 Annual Report - Draft Data
State Revenue – Two Primary Business Taxes

<table>
<thead>
<tr>
<th>Tax Paid</th>
<th>Number of Businesses by Tax Paid</th>
<th>Percent of Businesses by Tax Paid</th>
<th>Cumulative Number of Businesses by Tax Paid</th>
<th>Cumulative Percent of Business by Tax Paid</th>
<th>Revenue by Amount of Tax Paid</th>
<th>Percent of Revenue by Tax Paid</th>
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<td>0.0%</td>
<td>$23,867,759</td>
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<tr>
<td><strong>Totals</strong></td>
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<td><strong>11</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>$202,022,049</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>100.0%</strong></td>
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</table>

Source: NH Department of Revenue Administration 2016 Annual Report - Draft Data
State Revenue – Statewide Education Property Tax

- Established in 1999 to support newly created Education Trust Fund for Adequate Education Grants supporting each pupil
- Set to raise $363 million in 2005, does not adjust for inflation

Statewide Education Property Tax
New Hampshire Education Trust Fund Inflation-Adjusted Revenue

State Fiscal Year
*Unaudited Data

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</table>
State Revenue – Meals and Rentals Tax

- Tax of 9.0 percent levied on most purchases of food or beverages from restaurants, also on hotel rooms and car rentals
- Funds the General Fund, Education Trust Fund (car rentals portion), certain school building aid, State’s travel and tourism development agency, municipalities

Meals and Rentals Tax

*New Hampshire General and Education Trust Fund Inflation-Adjusted Revenue*

![Bar graph showing state revenue from meals and rentals tax from 2002 to 2017, with 2017* marked as unaudited data.](image-url)
State Revenue – Tobacco Tax

- $1.78 per 20-cigarette pack, adjusted-proportionally for pack size
- 65.03 percent on wholesale price of other tobacco products
- Several rate changes in last 20 years (boosted up to $0.37/pack in 1997)
- Supports General ($1.00/pack) and Education Trust Funds ($0.78/pack)
State Revenue – Real Estate Transfer Tax

- $0.75 per $100 of sale of real estate or interest in real estate
- Levied against buyer and seller for total revenue of $1.50 per $100
- $0.25 of the $0.75 goes to the Education Trust Fund, rest to General Fund

Real Estate Transfer Tax

New Hampshire General and Education Trust Fund Inflation-Adjusted Revenue


Millions of FY 2017 Dollars

State Revenue – Insurance Premium Tax

- 1.25 percent on premiums from insurers
- 2 percent health, accident, and certain life insurance premiums
- Goes to General Fund except revenues from newly insured under NH Health Protection Program, which go to the Program’s trust fund

**Insurance Premium Tax**

*New Hampshire General Fund Inflation-Adjusted Revenue*


![Insurance Premium Tax Graph](image)
State Revenue – Motor Fuels Tax

- $0.222 per gallon on motor fuels, aviation fuel taxed at different rate
- Can only be used for highway-related purposes, other restrictions on portions
- Revenues go to the Highway Fund, used for interest on highway bonds and notes

Unrestricted Motor Fuels Tax Revenues

New Hampshire Highway Fund Inflation-Adjusted Revenue

State Revenue – Other Taxes

Medicaid Enhancement Tax
- 5.25 percent of charges hospitals make for services, $212.5 million in SFY 2016
- Revenues to Uncompensated Care and Medicaid Fund, leverages federal dollars

Interest and Dividends Tax
- Individuals pay 5 percent of interest earned (over at least $2,400 per individual) from interest payments or dividends from certain stock ownership
- Revenues go to General Fund, $89.3 million in SFY 2016

Communications Services Tax
- 7 percent on two-way communications services, not internet, declining revenue

Utility Property Tax
- $6.60 per $1,000 levied on machinery, real estate, structures for electricity, natural gas or petroleum distribution owned by regulated utilities
State Revenue – Enterprise Revenue

**Liquor Commission**
- Operates State liquor stores that are sole source for liquor and spirits, while certain wine may be sold from licensed businesses and beer is taxed
- Pays for its own operations, the Alcohol Abuse Prevention and Treatment Fund, and the General Fund
- $665.7 million in SFY 2016 generated from sales and services, $4.5 million from licenses; General Fund received $139.9 million plus $12.9 million from beer tax

**Lottery Commission**
- Sells lottery tickets and oversees taxed racing and charitable gaming
- $308.6 million generated in SFY 2016, $79.2 million to Education Trust Fund

**Turnpike System**
- Tolls users of three turnpikes to operate, construct, and maintain them
- $130.7 million from tolling operations in SFY 2016
State Revenue – Federal Funds

New Hampshire, SFY 2018
Source: Chapter 155, Laws of 2017

- General Fund: 26.0%
- Federal Funds: 29.9%
- Education Trust Fund: 16.3%
- Other Funds: 19.6%
- Highway Funds: 4.0%
- Turnpike Funds: 2.5%
- Liquor Fund: 1.2%
- Fish and Game Funds: 0.2%
- Sweepstakes Funds: 0.2%
State Revenue – Federal Funds

**Medicaid**

- In all funds (State on-budget, State off-budget, federal), about $2.0 billion in SFY 2016 was Medicaid, approximately 29 percent of all State spending
- Recent proposals at the federal level would have significantly reduced federal contributions, which are a 50%-50% match or better for the State

**Other Program Areas**

- Federal transportation aid
- Education aid – special education, school lunch program, professional development
- Water pollution and infrastructure funds, clean and drinking water programs
- Temporary Assistance for Needy Families
- Food Stamps/SNAP; Women, Infants, and Children Nutrition Program
- Veterans’ care aid
- Low Income Home Energy Assistance Program, which funds the State Fuel Assistance Program ($28.4 million in SFY 2018 State budget)
State Revenue – Federal Funds

Funds Supporting Selected Departments
New Hampshire State Budget, SFY 2018
Source: Chapter 155, Laws of 2017

Department
- Federal
- General
- Education Trust
- Highway
- Turnpike
- Other

New Hampshire Fiscal Policy Institute
State Revenue System - Strengths and Weaknesses

State Tax Revenue Volatility
Pew Charitable Trusts Analysis

1997-2016 Volatility Score

Geography
State Revenue System - Strengths and Weaknesses

- Reliance on many revenue streams, most with narrow bases
- High importance of non-tax revenue sources, such as liquor and lottery sales
- Fortunes do not rise or fall with changes in a single revenue source, adds stability to the revenue system relative to other states
- Narrow bases more likely to disappear with changing economy
- Policymaker flexibility might be more limited because of narrower bases, large or many adjustments may be needed to react to changes
- Certain revenue sources likely to be declining over time, such as the Tobacco Tax and the Communications Services Tax
- Changing demographics may complicate sustainability
- Reliance on federal sources results in limited options if funding from the federal government is reduced
Local Revenue System – Local Governments

Local governments includes:

- County governments
  - Sheriff’s departments
  - County nursing homes and long-term care
  - County jails
  - County attorney
  - Register of deeds office
  - Unincorporated townships
- School districts
- Municipal governments (town and city)
Local Revenue System – Sources

- Grants from other levels of governments (state and federal)
- Fees, grants, or gifts
- However, only viable tax option is the property tax

The Local Property Tax

- 99 percent of all local tax revenue
- 60 percent of all local revenue, including grants from State and federal government, school lunches, etc.
- $3.1 billion dollars in tax year 2016
- About 90 percent of property taxes paid in NH are Local taxes
## Local Revenue System – Reliance on the Property Tax

### Property Tax as a Percentage of All Local Tax Revenue

**Fiscal Year 2015**

<table>
<thead>
<tr>
<th>State</th>
<th>Estimated Percentage</th>
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<td><strong>Highest</strong></td>
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<tr>
<td>New Hampshire</td>
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<tr>
<td>Maine</td>
<td>99%</td>
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<tr>
<td>Connecticut</td>
<td>98%</td>
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<tr>
<td>New Jersey</td>
<td>98%</td>
</tr>
<tr>
<td>Rhode Island</td>
<td>98%</td>
</tr>
<tr>
<td>United States</td>
<td>72%</td>
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<tr>
<td><strong>Lowest</strong></td>
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<tr>
<td>Kentucky</td>
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<tr>
<td>Oklahoma</td>
<td>53%</td>
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<tr>
<td>Louisiana</td>
<td>46%</td>
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<tr>
<td>Arkansas</td>
<td>43%</td>
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<tr>
<td>Alabama</td>
<td>42%</td>
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Source: U.S. Census Bureau, 2015 Annual Surveys of State and Local Government Finances
Overall New Hampshire Revenue System Leans Heavily on the Property Tax

<table>
<thead>
<tr>
<th>State</th>
<th>Estimated Percentage</th>
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</thead>
<tbody>
<tr>
<td><strong>Highest</strong></td>
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<tr>
<td>New Hampshire</td>
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<td>Alaska</td>
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<td>New Jersey</td>
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<td>Vermont</td>
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<td>Rhode Island</td>
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<tr>
<td><strong>United States</strong></td>
<td>31%</td>
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<tr>
<td><strong>Lowest</strong></td>
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<td>Arkansas</td>
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<td>Delaware</td>
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<tr>
<td>Hawaii</td>
<td>18%</td>
</tr>
<tr>
<td>Alabama</td>
<td>17%</td>
</tr>
<tr>
<td>North Dakota</td>
<td>13%</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau, 2015 Annual Surveys of State and Local Government Finances
Businesses Feel The Property Tax

Taxes Paid by Businesses

*New Hampshire State and Local Taxes, Fiscal Year 2016*

Source: Council on State Taxation, *Total State and Local Business Taxes, August 2017*

- **Property Taxes, 52.5%**
- **BPT and BET, 22.4%**
- **Excise Taxes, 13.9%**
- **Unemployment Insurance Tax, 2.3%**
- **License and other taxes, 8.6%**
- **Interest and Dividends Tax, 0.3%**
State Funding For Local Governments - Recent State Decisions

- Much of the on-paper dollar value is in Adequate Education Grants, less when locally-raised Statewide Education Property Tax is removed

- Adequate Education Grants modified, stabilization aid to decline 4 percent annually starting in SFY 2017 and continuing for 25 years

- The school building aid program has not accepted new projects since SFY 2010 with one exception

- Since SFY 2013, State contribution to local teachers, police, and firefighter retirement costs has been suspended, was 35 percent in SFY 2009 and earlier

- Meals and Rentals Tax distribution to municipalities set at 40 percent of revenue in law, but formula to reach that percentage has been suspended

- Revenue sharing program has been suspended since 2010

- Environmental grants for drinking water and wastewater facilities and landfills have been declining in aggregate

- Highway and bridge aid funding has fluctuated over time, recently an influx of one-time funds

State Funding For Local Governments – Education-Related Aid

Education Aid To Local Governments

*New Hampshire State Budget Inflation-Adjusted Dollars*

Source: Office of Legislative Budget Assistant, *Budget Orientation*, January 2017

![Bar graph showing education aid to local governments from 2007 to 2016.](chart.png)

- **2007**: $1,200 million of FY2016 dollars
- **2008**: $1,200 million of FY2016 dollars
- **2009**: $1,200 million of FY2016 dollars
- **2010**: $1,200 million of FY2016 dollars
- **2011**: $1,200 million of FY2016 dollars
- **2012**: $1,200 million of FY2016 dollars
- **2013**: $1,200 million of FY2016 dollars
- **2014**: $1,200 million of FY2016 dollars
- **2015**: $1,200 million of FY2016 dollars
- **2016**: $1,200 million of FY2016 dollars

- **State Fiscal Year**
- **Millions of FY2016 Dollars**
- **$0**
- **$200**
- **$400**
- **$600**
- **$800**
- **$1,000**
- **$1,200**
- **$1,400**

- **Other Education Aid**
- **Adequate Education Grants**
State Funding For Local Governments – Non-Education Aid

Non-Education Aid to Local Governments
New Hampshire State Budget Inflation-Adjusted Dollars
Source: Office of Legislative Budget Assistant, Budget Orientation, January 2017

<table>
<thead>
<tr>
<th>State Fiscal Year</th>
<th>Millions of FY 2016 Dollars</th>
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<td>$120</td>
</tr>
</tbody>
</table>

- Environmental
- Tax Revenue Sharing
- Retirement Normal Contribution, Police And Fire
- Highway

New Hampshire Fiscal Policy Institute
A Connection Between Local Property Tax Increases and State Budget Decisions?

- Local property tax rates depend on many factors
- But a logical connection exists
- And federal budget decisions could affect your local property tax bill
Additional NHFPI Resources


- NHFPI Common Cents blog: [http://nhfpi.org/commoncents](http://nhfpi.org/commoncents)

- NHFPI NH State Budget page: [http://nhfpi.org/resources/nh-state-budget](http://nhfpi.org/resources/nh-state-budget)
THANK YOU FOR YOUR TIME

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