

HOW WE FUND PUBLIC SERVICES IN NEW HAMPSHIRE

Presented by Phil Sletten, Policy Analyst

New Hampshire Municipal Association
Annual Conference
Manchester, New Hampshire
November 14, 2018



Public Services Help Ensure Our Quality of Life

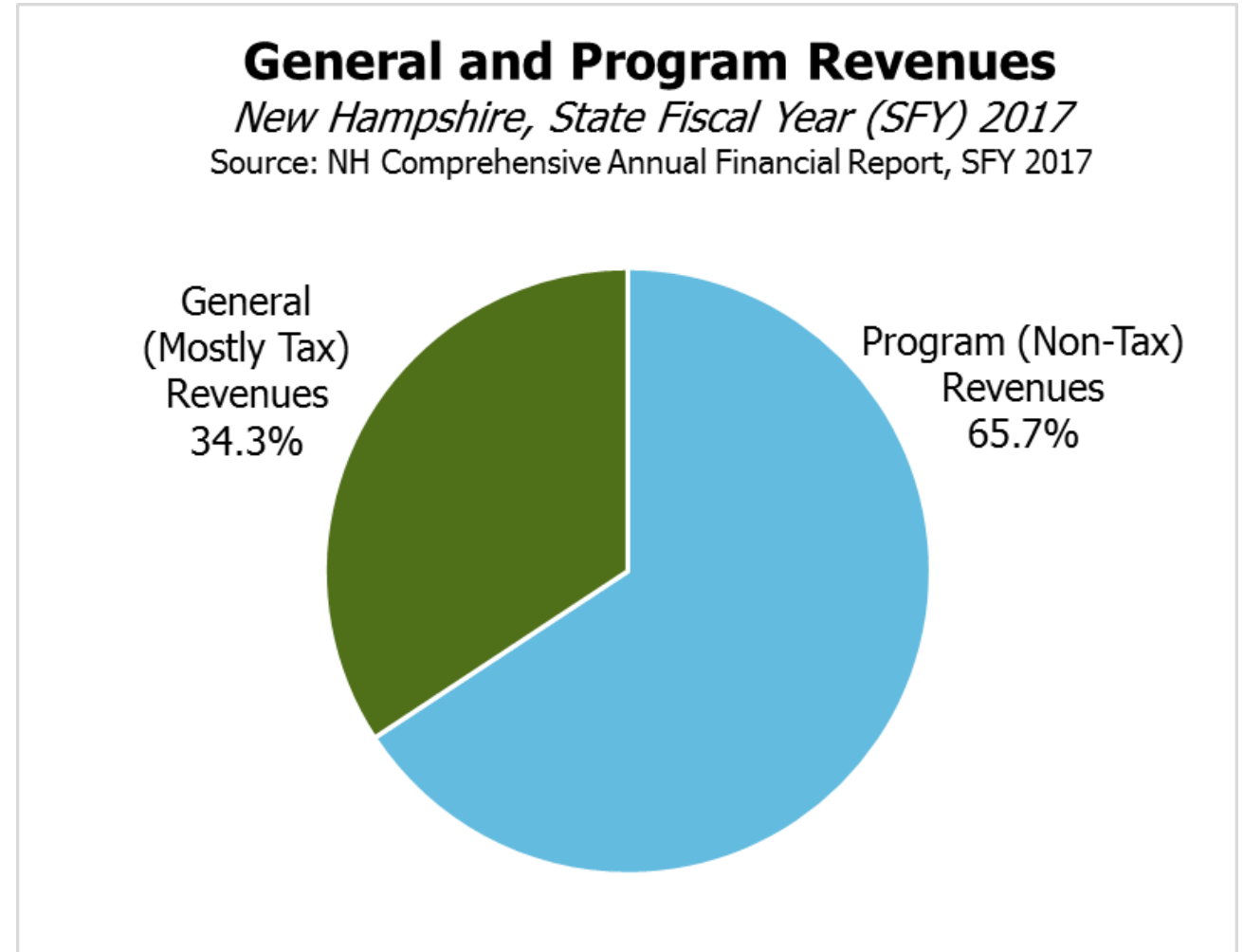


Why is Revenue Important?

- 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



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

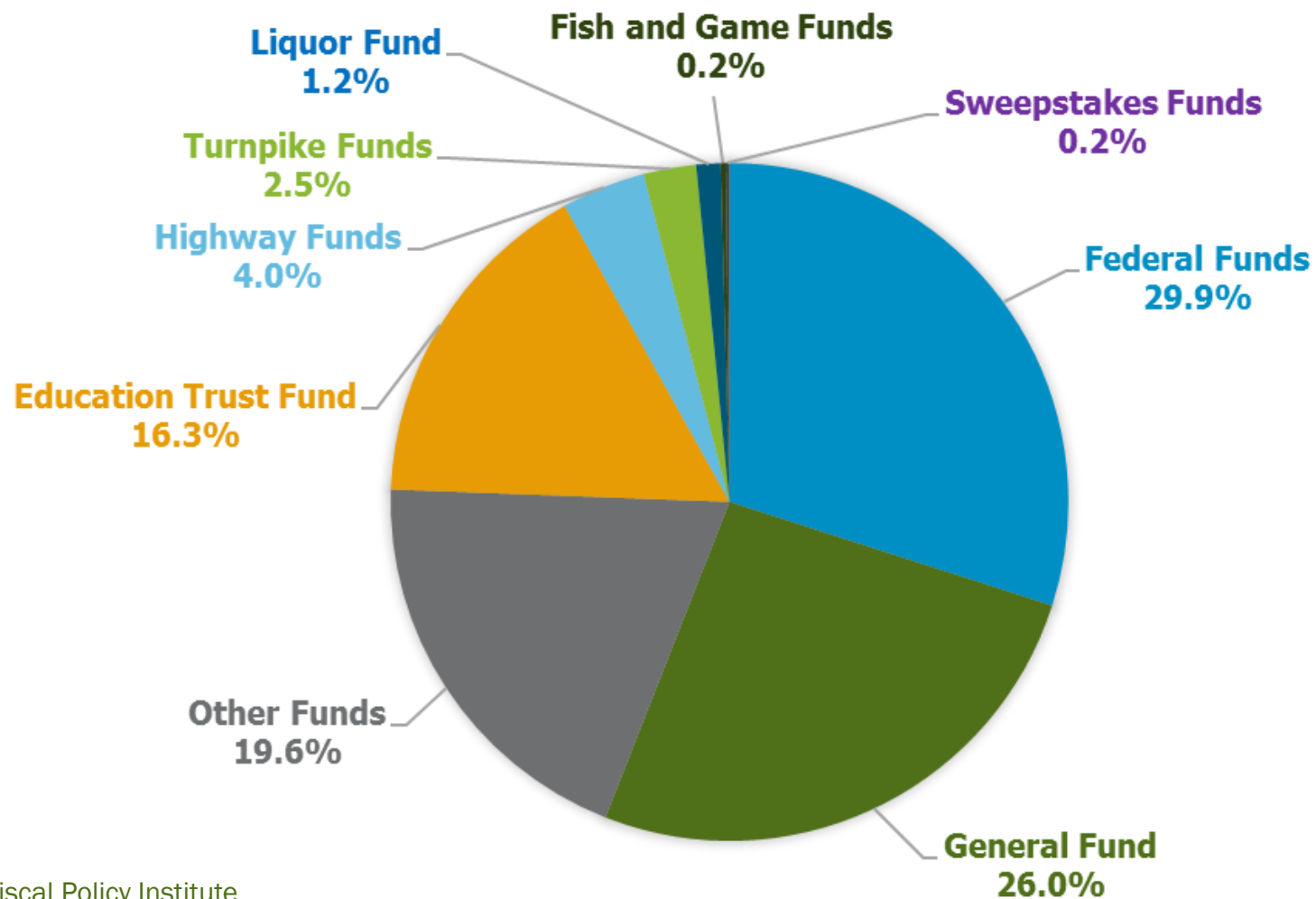
- What Our Revenue System Looks Like
- Where State Revenue Comes From
- How Federal Decisions Affect State Revenue
- Where Local Government Revenue Comes From
- How State Decisions Affect Local Revenue

For more information, see *Revenue In Review* at nhfpi.org.

The Big Picture – State Budget Funds

New Hampshire, SFY 2018

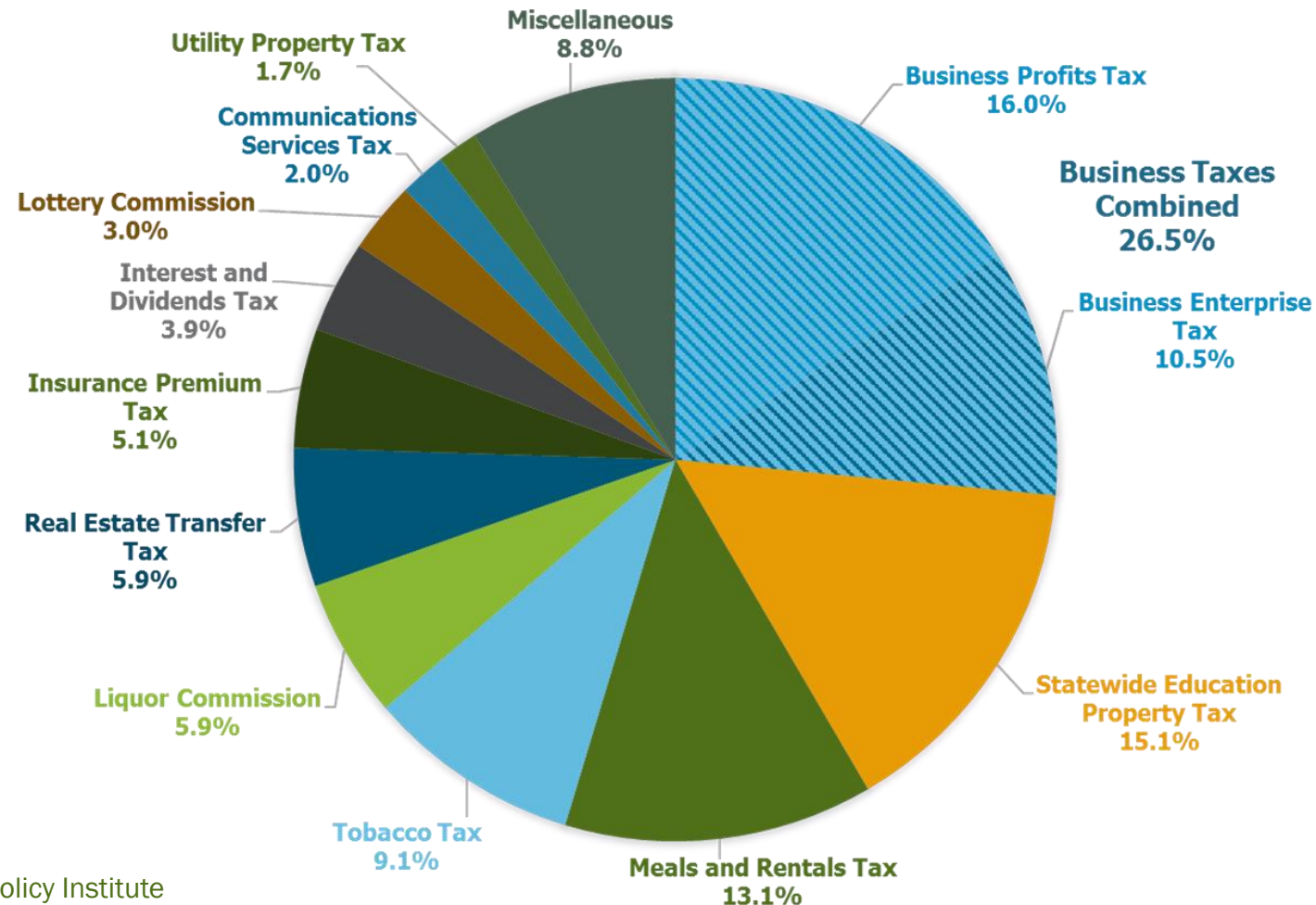
Source: Chapter 155, Laws of 2017



The Big Picture – General and Education Trust Fund Revenue

SFY 2017 State-Generated Revenue

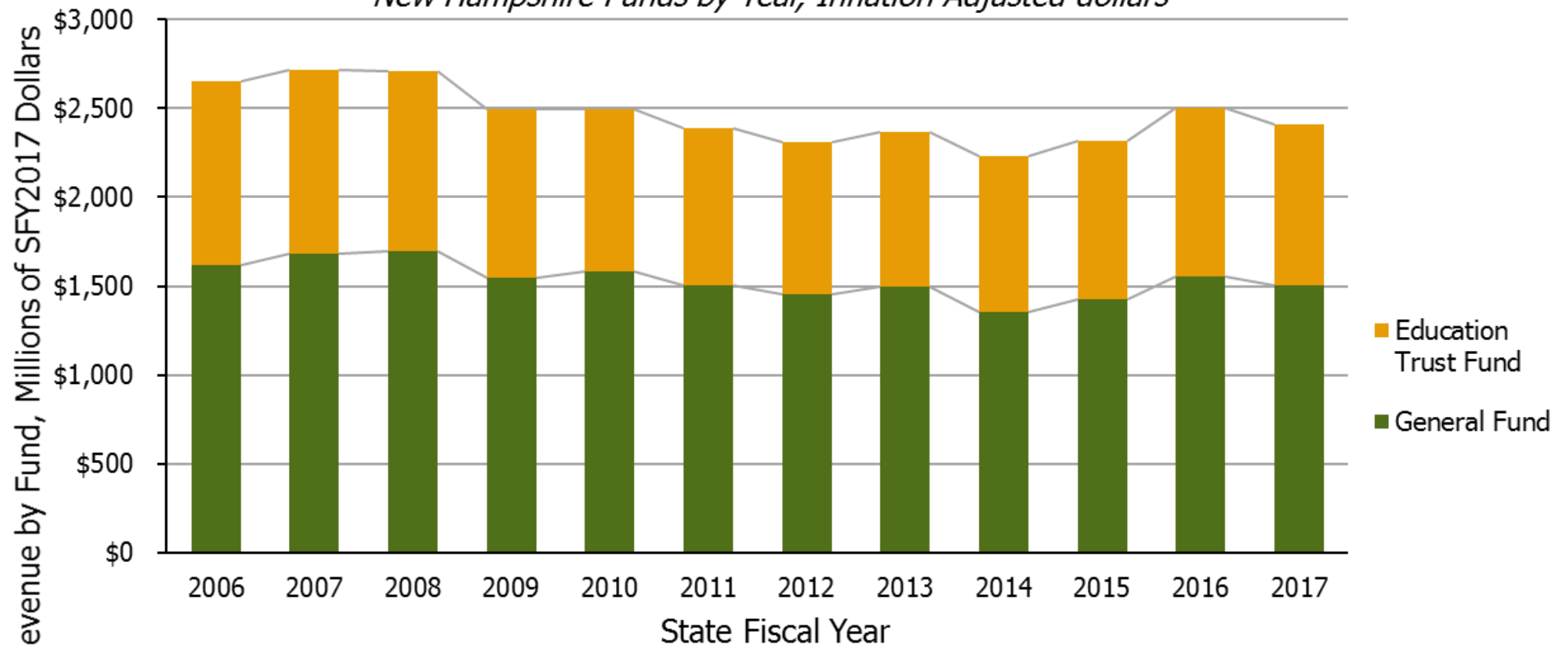
Source: NH Comprehensive Annual Financial Report, SFY 2017



The Big Picture – General and Education Trust Fund History

General and Education Trust Fund Revenue

New Hampshire Funds by Year, Inflation-Adjusted dollars



Sources: NH Comprehensive Annual Financial Reports, SFYs 2017, 2016, 2015, 2014;
U.S. Bureau of Labor Statistics Consumer Price Index-Urban, Northeast

State Revenue – Two Primary Business Taxes

Business Profits Tax

- Tax based on gross business profits, adjustments (BET), and apportionment
- Tax base likely about \$4.7 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, 7.7% in 2019, 7.5% in 2021

Business Enterprise Tax

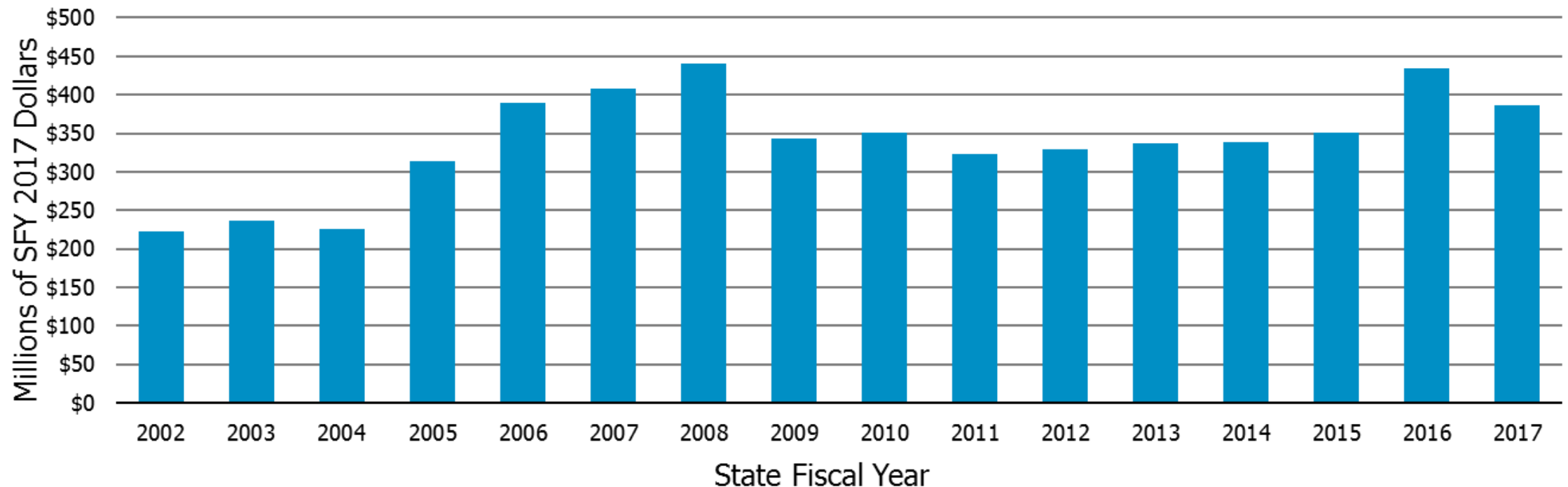
- Relatively unique among state business taxes, based on compensation, interest, dividends paid or accrued, adjustments, and apportionment
- Broader tax base, likely about \$35 billion
 - Funds the Education Trust Fund (0.50 percentage points of total rate) and the General Fund until rate phase-down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

Sources: NH Comprehensive Annual Financial Reports; U.S. Bureau of Labor Statistics, CPI-U, Northeast

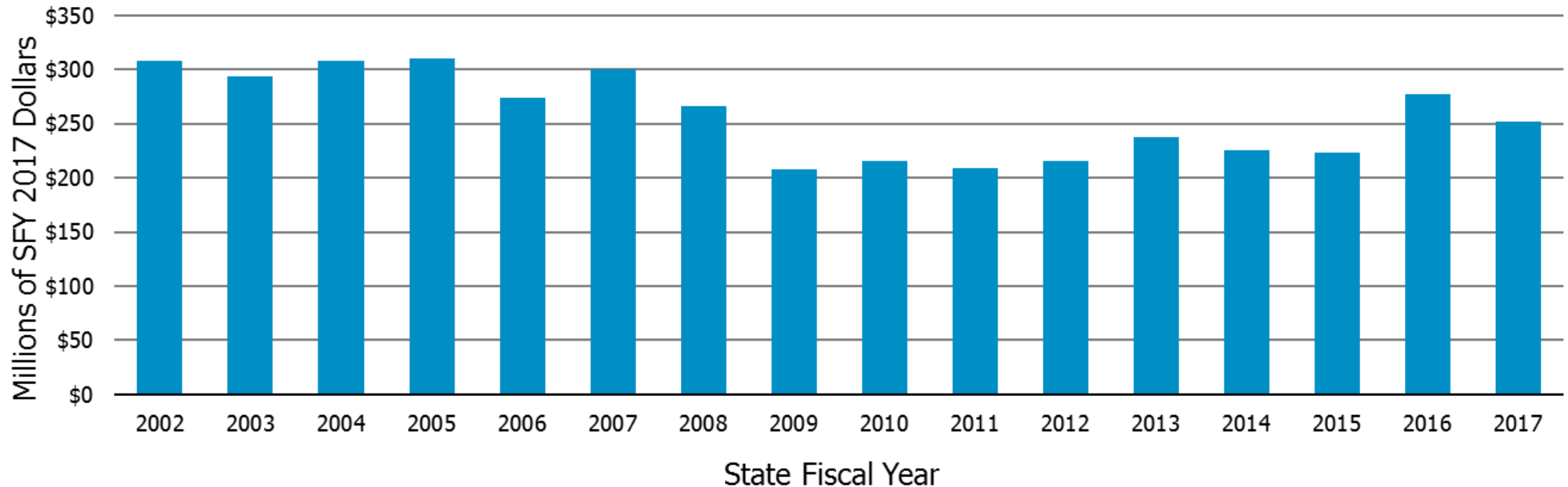


State Revenue – Two Primary Business Taxes

Business Enterprise Tax

New Hampshire General and Education Trust Fund Inflation-Adjusted Revenue

Sources: NH Comprehensive Annual Financial Reports; U.S. Bureau of Labor Statistics, CPI-U, Northeast



State Revenue – Two Primary Business Taxes

Business Profits Tax Incidence							
Tax Year 2015 - Filing Businesses							
Tax Paid	Number of Businesses by Tax Paid	Percent of Businesses by Tax Paid	Cumulative Number of Businesses by Tax Paid	Cumulative Percent of Business by Tax Paid	Revenue by Amount of Tax Paid	Percent of Revenue by Tax Paid	Cumulative Percent of Revenue by Tax Paid
\$0	53,515	76.2%	70,188	100.0%	\$0	0.0%	100.0%
\$1-\$500	4,981	7.1%	16,673	23.8%	\$839,041	0.2%	100.0%
\$500-\$1K	1,769	2.5%	11,692	16.7%	\$1,292,441	0.3%	99.8%
\$1K-\$10K	6,975	9.9%	9,923	14.1%	\$25,547,370	6.8%	99.4%
\$10K-\$50K	2,093	3.0%	2,948	4.2%	\$45,352,344	12.1%	92.6%
\$50K-\$100K	341	0.5%	855	1.2%	\$24,197,850	6.4%	80.6%
\$100K-\$1M	465	0.7%	514	0.7%	\$132,834,276	35.4%	74.1%
>\$1M	49	0.1%	49	0.1%	\$145,452,507	38.7%	38.7%
Totals	70,188	100.0%			\$375,515,829	100.0%	
Source: NH Department of Revenue Administration 2017 Annual Report - Draft Data							

State Revenue – Two Primary Business Taxes

Business Enterprise Tax Incidence							
Tax Year 2015 - Filing Businesses							
Tax Paid	Number of Businesses by Tax Paid	Percent of Businesses by Tax Paid	Cumulative Number of Businesses by Tax Paid	Cumulative Percent of Business by Tax Paid	Revenue by Amount of Tax Paid	Percent of Revenue by Tax Paid	Cumulative Percent of Revenue by Tax Paid
\$0	34,246	48.8%	70,188	100.0%	\$0	0.0%	100.0%
\$1-\$500	9,256	13.2%	35,942	51.2%	\$1,852,432	0.8%	100.0%
\$500-\$1K	6,899	9.8%	26,686	38.0%	\$5,176,734	2.4%	99.2%
\$1K-\$10K	16,829	24.0%	19,787	28.2%	\$49,863,005	22.8%	96.8%
\$10K-\$50K	2,388	3.4%	2,958	4.2%	\$48,203,176	22.1%	74.0%
\$50K-\$100K	307	0.4%	570	0.8%	\$21,226,649	9.7%	51.9%
\$100K-\$1M	251	0.4%	263	0.4%	\$64,080,686	29.3%	42.2%
>\$1M	12	0.0%	12	0.0%	\$28,108,681	12.9%	12.9%
Totals	70,188	100.0%			\$218,511,363	100.0%	
Source: NH Department of Revenue Administration 2017 Annual Report - Draft Data							

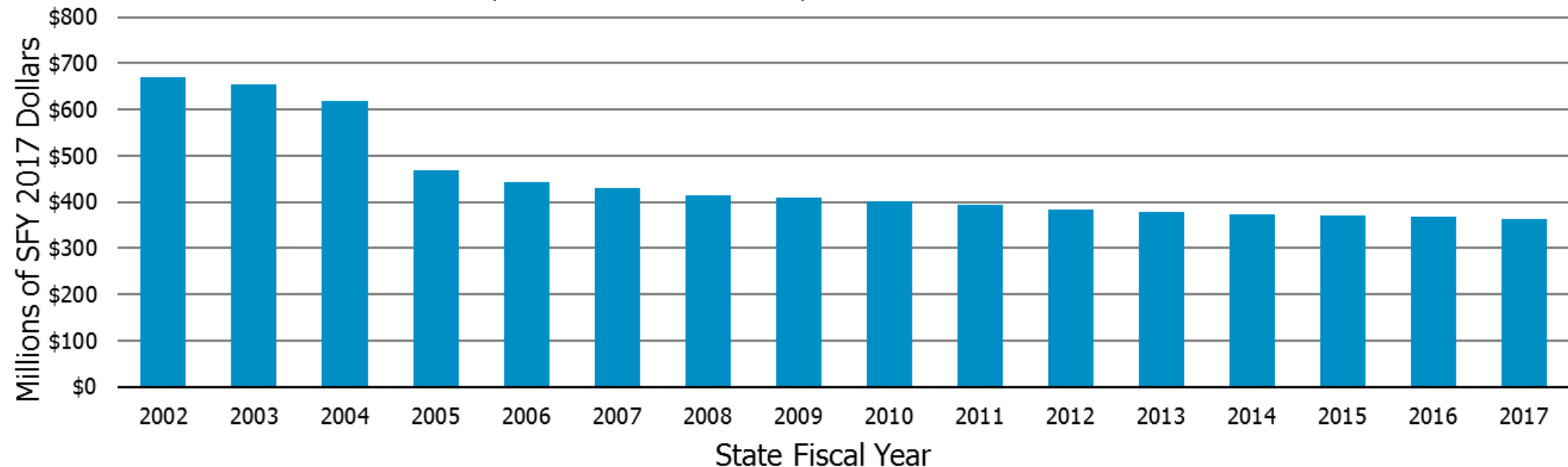
State Revenue – Statewide Education Property Tax

- 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
- Retained locally, required to be raised by the state by local governments

Statewide Education Property Tax

New Hampshire Education Trust Fund Inflation-Adjusted Revenue

Sources: NH Comprehensive Annual Financial Reports; U.S. Bureau of Labor Statistics, CPI-U, Northeast



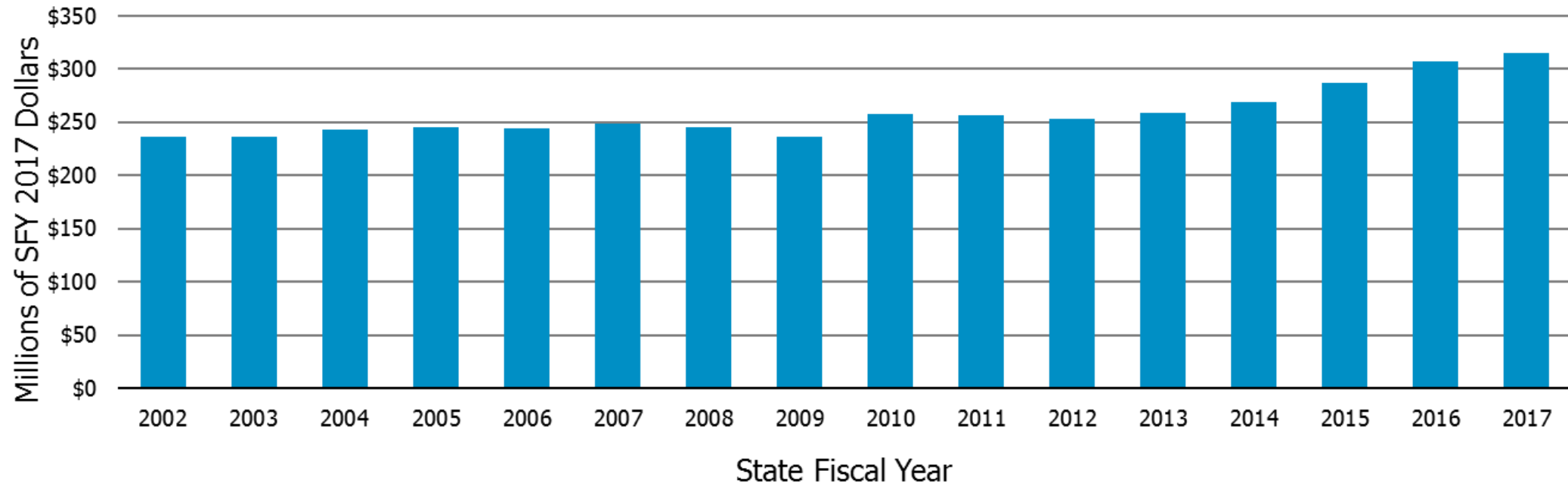
State Revenue – Meals and Rentals Tax

- Tax of 9 percent levied on most purchases of food or beverages from restaurants, also on hotel rooms and car rentals; raised from 8 percent in SFY 2010
- 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

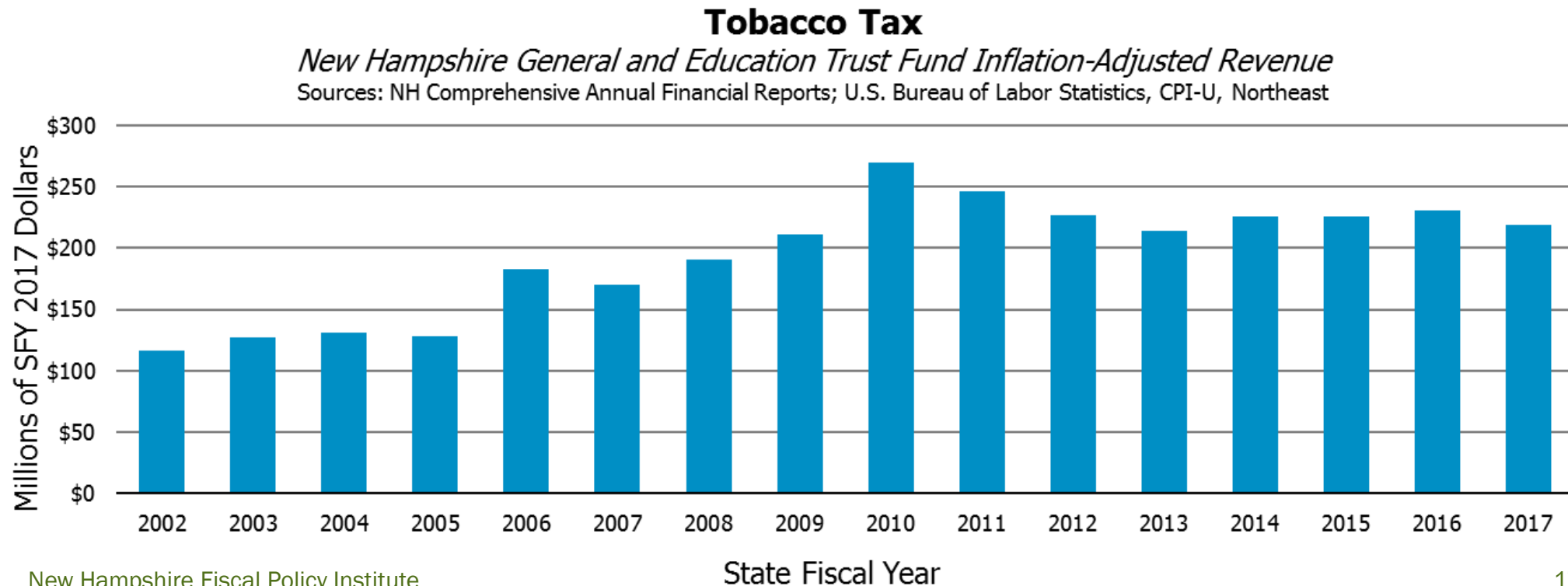
New Hampshire General and Education Trust Fund Inflation-Adjusted Revenue

Sources: NH Comprehensive Annual Financial Reports; U.S. Bureau of Labor Statistics, CPI-U, Northeast



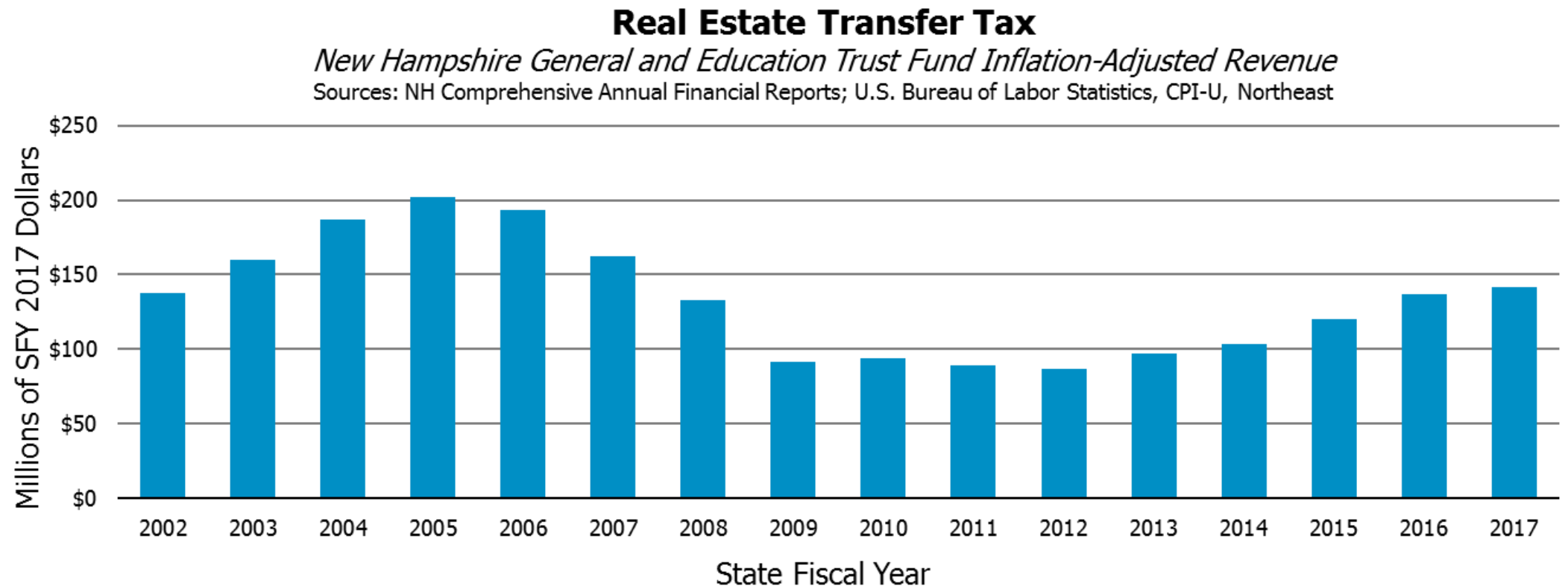
State Revenue – Tobacco Tax

- \$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)



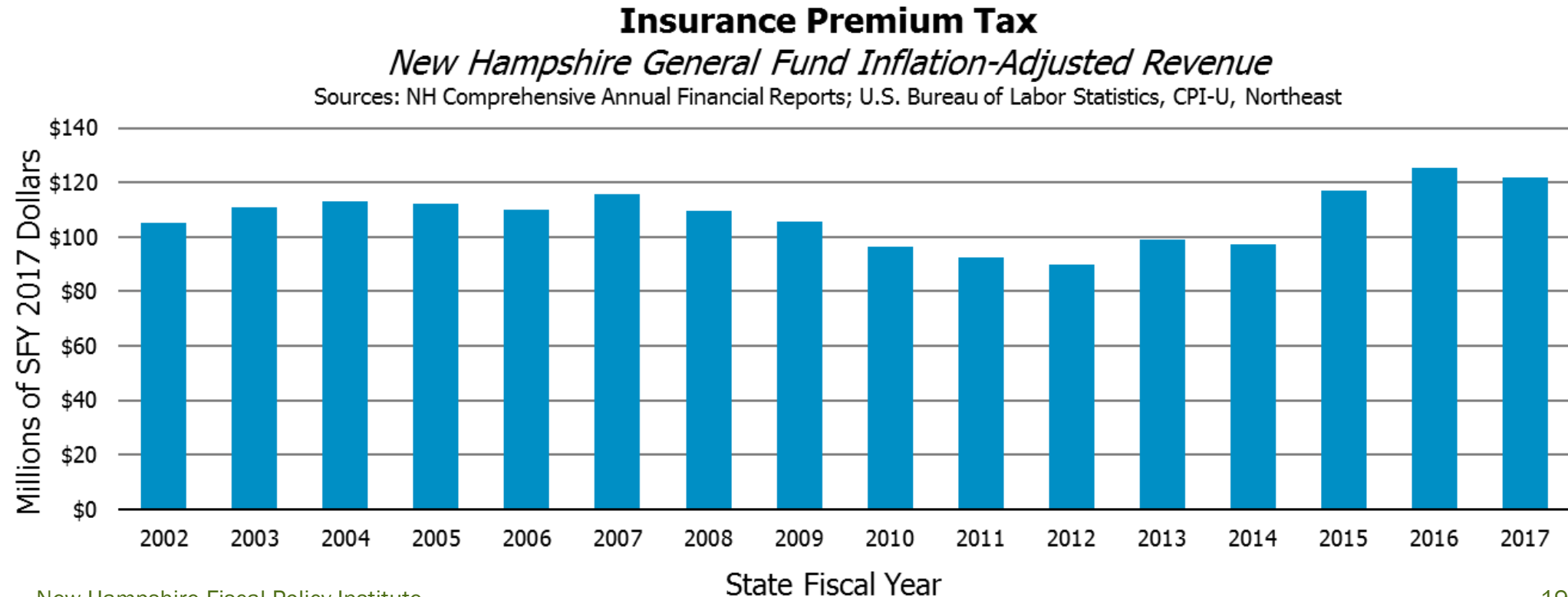
State Revenue – Real Estate Transfer Tax

- \$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



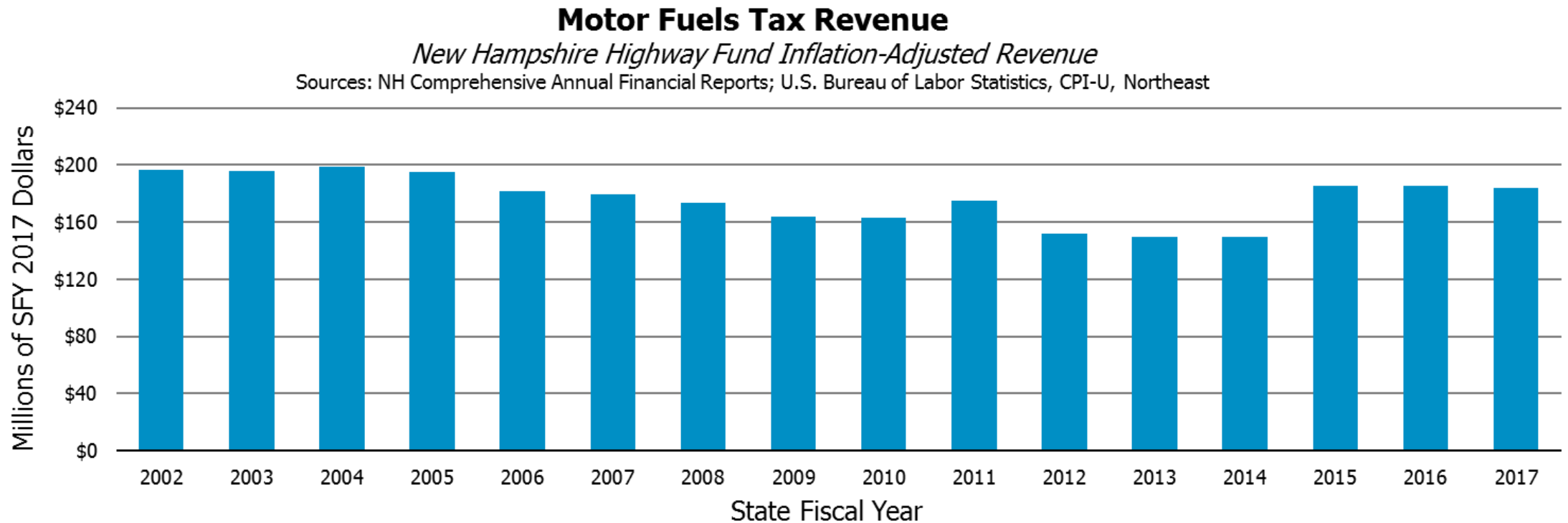
State Revenue – Insurance Premium Tax

- 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 the NH Health Protection Program, which go to the Program's trust fund



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



State Revenue – Other Taxes

Medicaid Enhancement Tax

- 5.25 percent of charges hospitals make for services, \$226.6 million in SFY 2017
- 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, \$94.3 million in SFY 2017

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 Funds

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 (\$3.3 million in SFY 2017), and the General Fund
- \$684.8 million in SFY 2017 generated from sales and services, \$4.4 million from licenses; General Fund received \$137.7 million plus \$12.7 million from beer tax

Lottery Commission

- Sells lottery tickets and oversees taxed racing, charitable gaming, and Keno
- \$304.2 million revenue in SFY 2017, \$76.1 million profit to Education Trust Fund

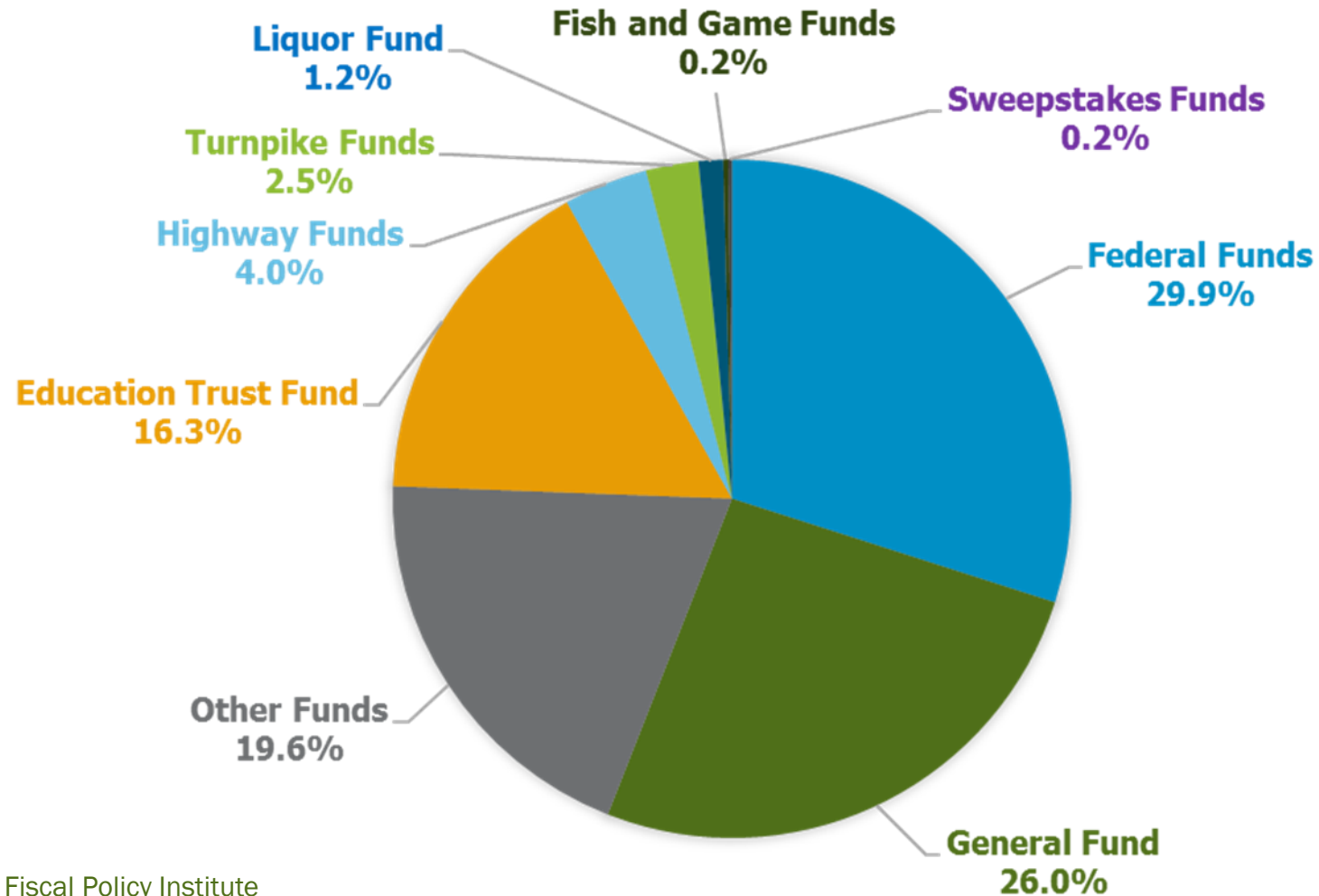
Turnpike System

- Tolls users of three turnpikes to operate, construct, and maintain them
- \$131.4 million from tolling operations in SFY 2017

State Revenue – Federal Funds

New Hampshire, SFY 2018

Source: Chapter 155, Laws of 2017



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

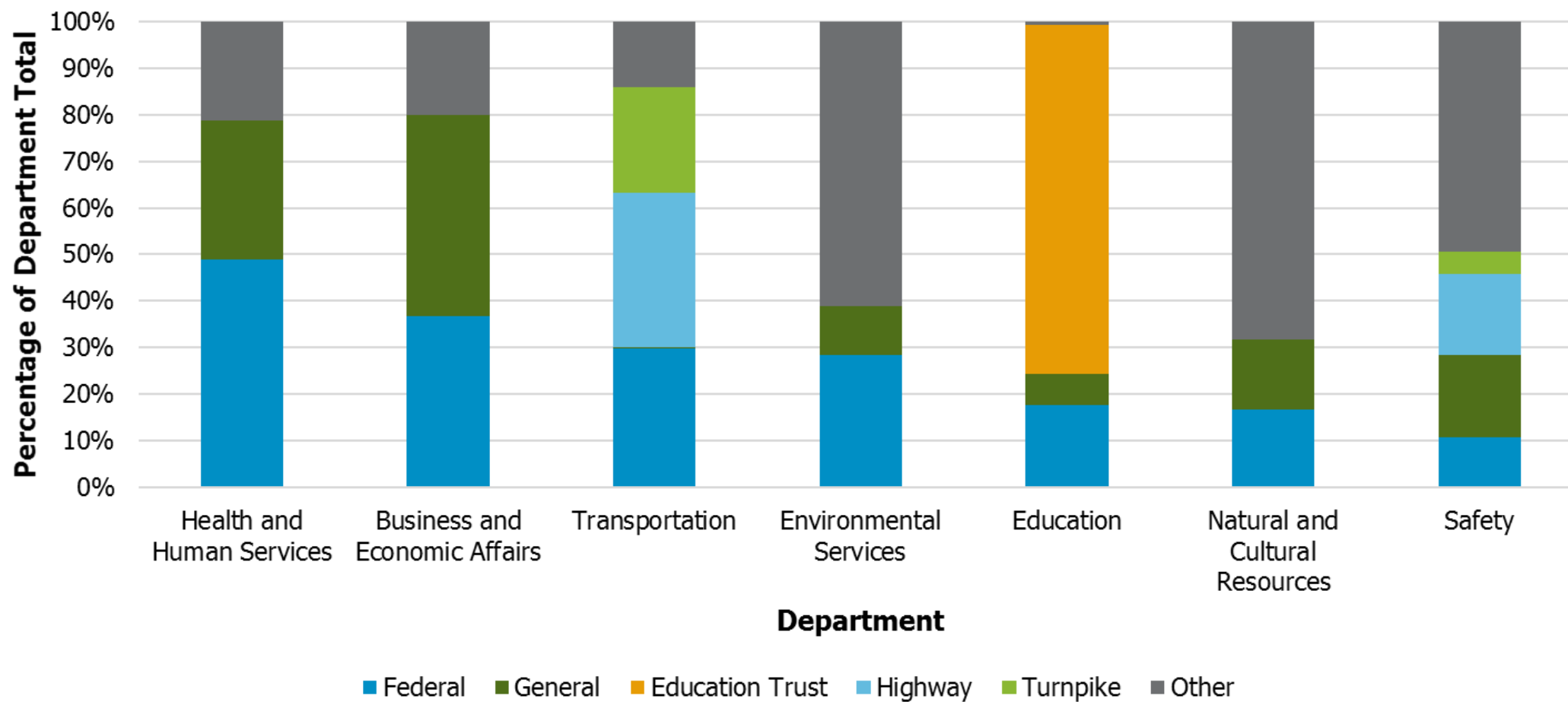
- Federal transportation aid
- Education aid – special education, school lunch program, professional development
- Water pollution and infrastructure funds, clean and drinking water programs
- Temporary Assistance for Needy Families
- Food Stamps/SNAP; Women, Infants, and Children Nutrition Program
- Veterans' care aid
- Low Income Home Energy Assistance Program, funds State Fuel Assistance Program

State Revenue – Federal Funds

Funds Supporting Selected Departments

New Hampshire State Budget, SFY 2018

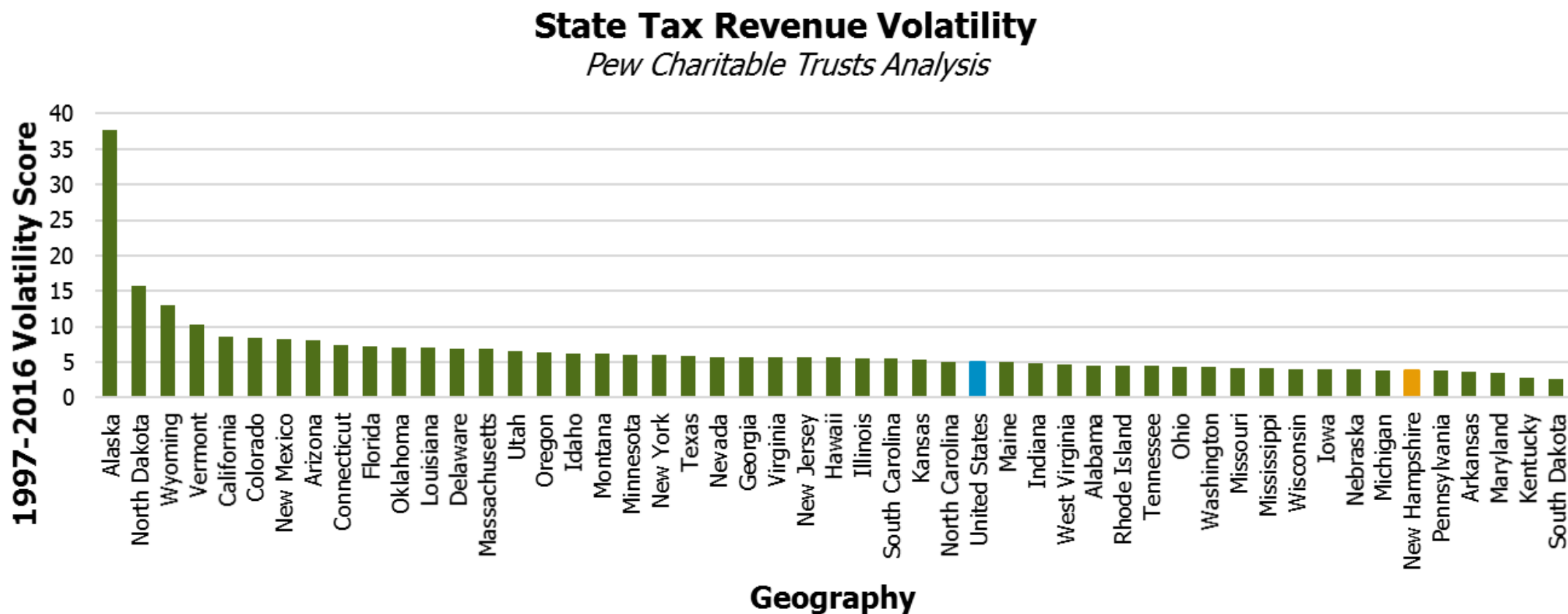
Source: Chapter 155, Laws of 2017



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

State Revenue System - Strengths and Weaknesses

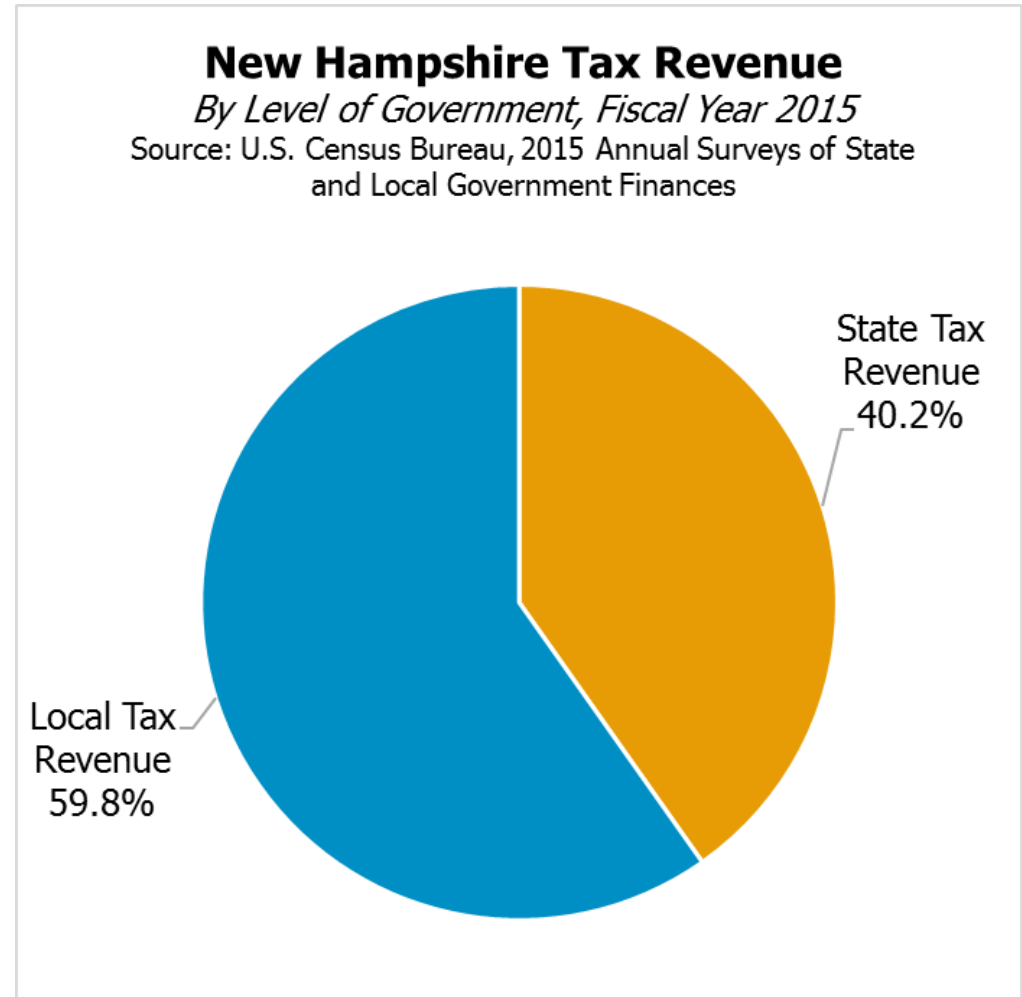


Source: The Pew Charitable Trusts, *States' Tax Revenue Volatility Poses Varying Budget Challenges*, June 26, 2017

Local Revenue System – Local Governments

Local governments includes:

- School districts
- Municipal governments (town and city)
- County governments
 - Sheriff's departments
 - County nursing homes and long-term care
 - County jails
 - County attorney
 - Register of deeds office
 - Unincorporated townships



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.
- \$3.3 billion dollars in tax year 2017
- 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 <i>Fiscal Year 2015</i>		
State		Estimated Percentage
Highest	New Hampshire	99%
	Maine	99%
	Connecticut	98%
	New Jersey	98%
	Rhode Island	98%
	<i>United States</i>	<i>72%</i>
Lowest	Kentucky	56%
	Oklahoma	53%
	Louisiana	46%
	Arkansas	43%
	Alabama	42%
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

Property Tax as a Percentage of All State and Local Tax Revenue <i>Fiscal Year 2015</i>		
	State	Estimated Percentage
Highest	New Hampshire	66%
	Alaska	57%
	New Jersey	46%
	Vermont	44%
	Rhode Island	43%
	<i>United States</i>	<i>31%</i>
Lowest	Arkansas	18%
	Delaware	18%
	Hawaii	18%
	Alabama	17%
	North Dakota	13%
Source: U.S. Census Bureau, 2015 Annual Surveys of State and Local Government Finances		

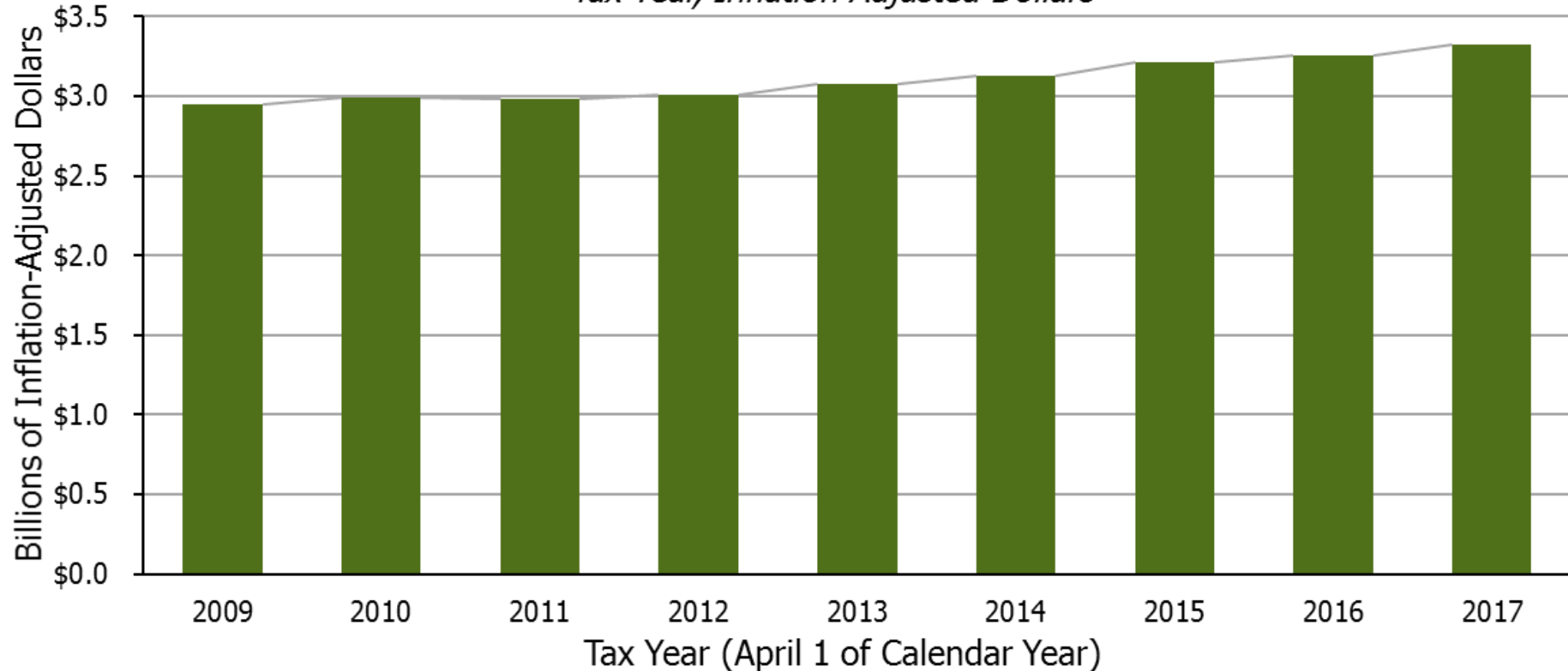
New Hampshire's Revenue System Among Higher Per Capita Tax From Property Taxes

State and Local Property Tax Revenue Per Capita <i>Fiscal Year 2015</i>		
State		Estimated Amount
Highest	New Jersey	\$3,082
	New Hampshire	\$3,055
	Connecticut	\$2,851
	New York	\$2,704
	Vermont	\$2,542
	<i>United States</i>	<i>\$1,521</i>
Lowest	Kentucky	\$781
	New Mexico	\$772
	Arkansas	\$699
	Oklahoma	\$679
	Alabama	\$540
Source: U.S. Census Bureau, 2015 Annual Surveys of State and Local Government Finances		

Local Property Taxes in New Hampshire

New Hampshire Total Local Property Tax Commitment

Tax Year, Inflation-Adjusted Dollars



Note: Inflation-adjustment based on the second half of same numbered calendar year

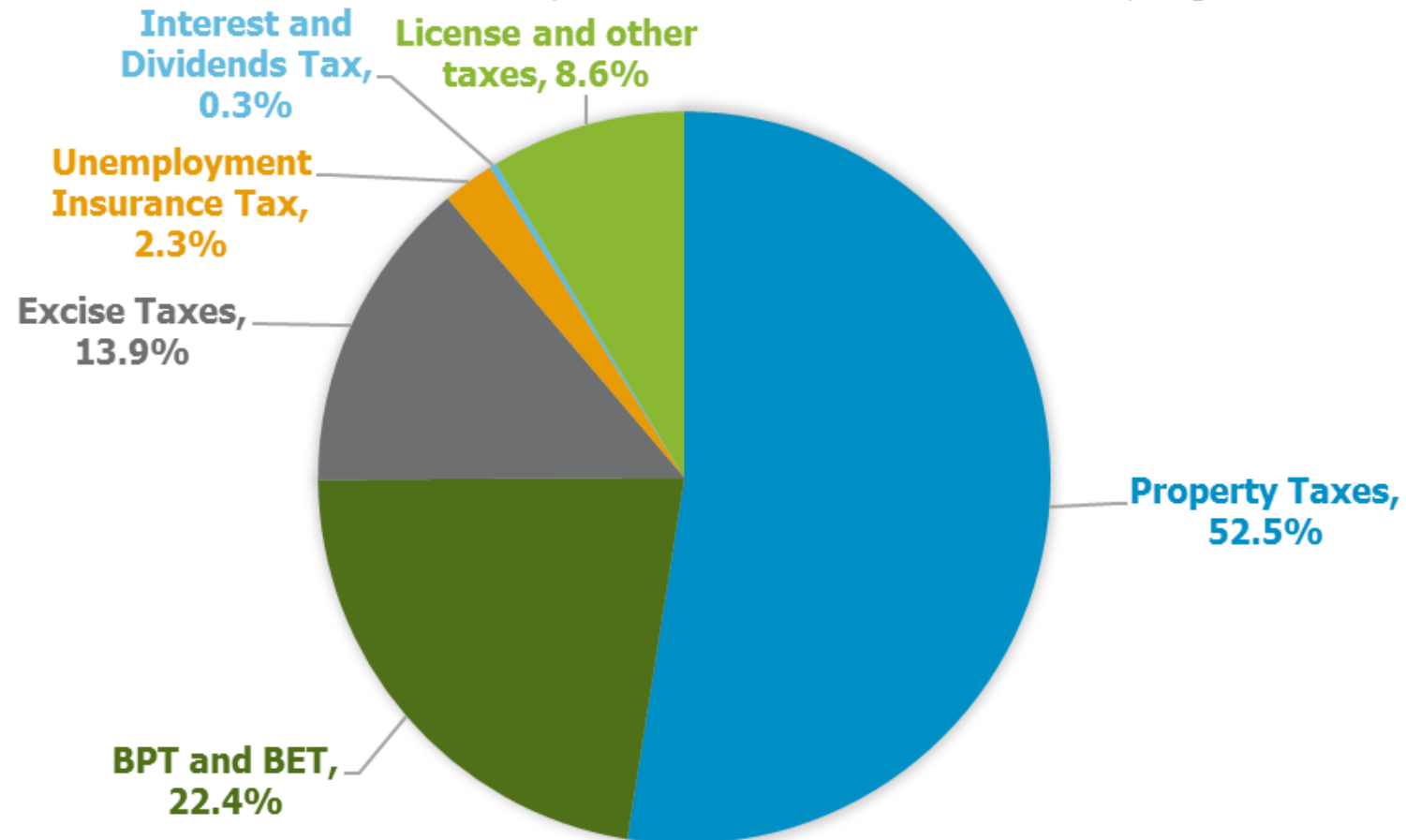
Sources: NH Department of Revenue Administration;
U.S. Bureau of Labor Statistics Consumer Price Index-Urban, Northeast

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



State Funding For Local Governments – Recent State Decisions

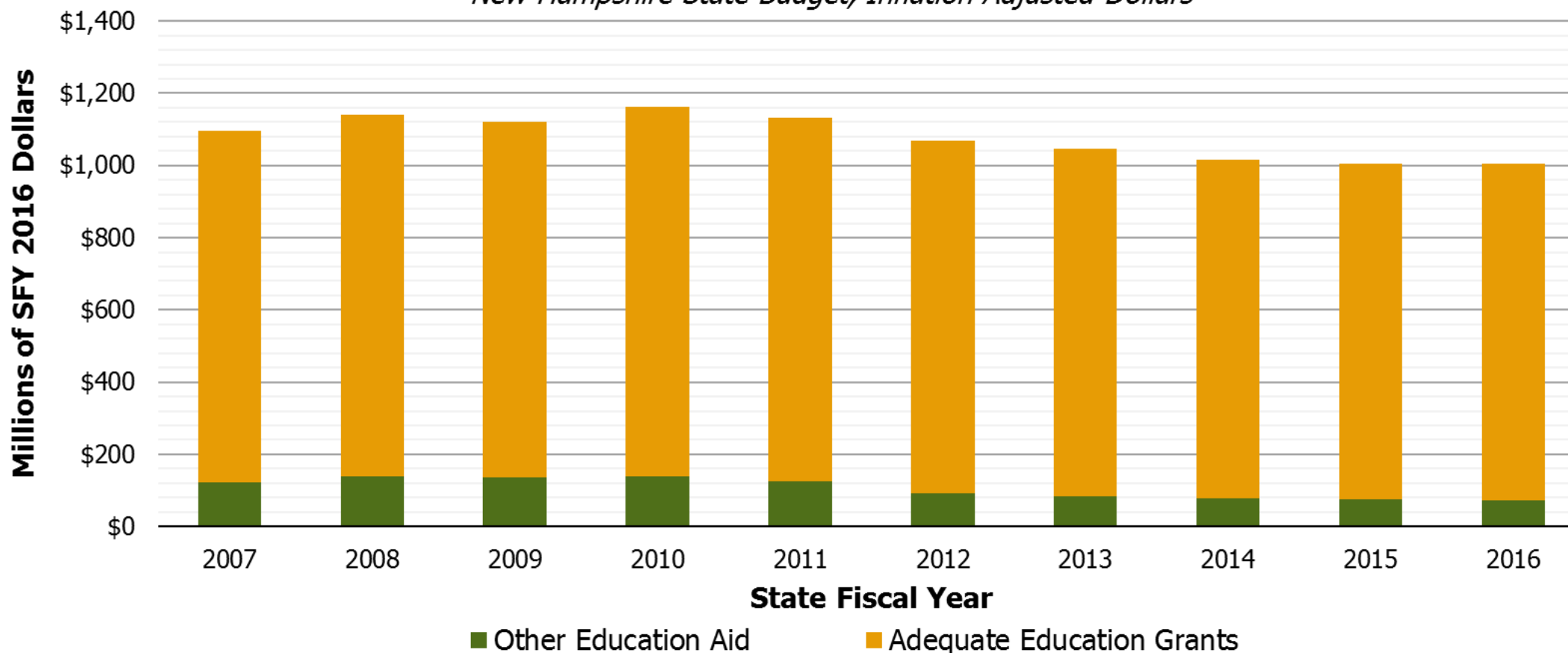
- Much of the on-paper dollar value is in Adequate Education Grants, less when locally-raised Statewide Education Property Tax is removed
- Adequate Education Grants modified, stabilization aid to decline 4 percent annually starting in SFY 2017 and continuing for 25 years
- The school building aid program 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

Sources: New Hampshire Office of Legislative Budget Assistant, *Budget Orientation*, January 2017, page 65; New Hampshire Municipal Association, *The Basic Law of Budgeting*, 2017, Chapter 12; New Hampshire Fiscal Policy Institute, *Building the Budget*, February 2017

State Funding For Local Governments – Education-Related Aid

Education Aid to Local Governments

New Hampshire State Budget, Inflation-Adjusted Dollars

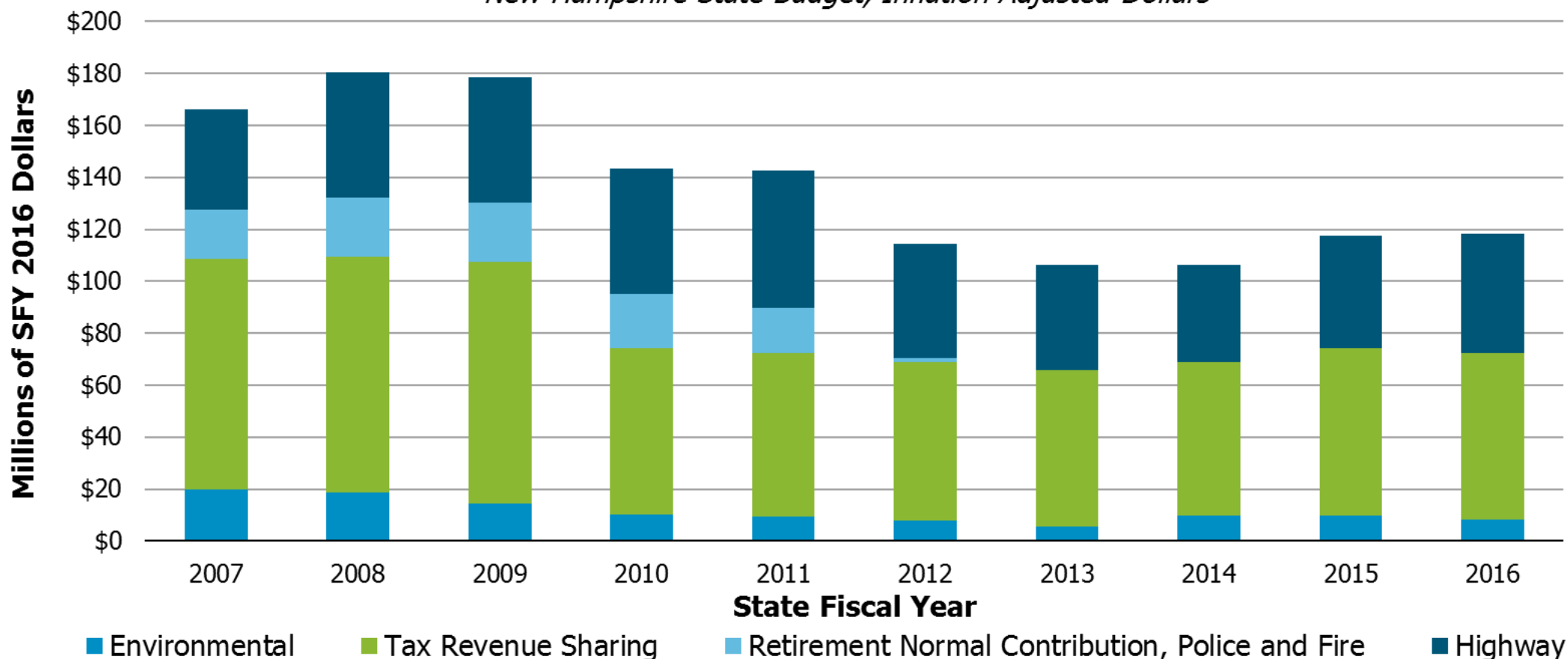


Sources: Office of Legislative Budget Assistant, *Budget Orientation*, January 2017; U.S. Bureau of Labor Statistics, Consumer Price Index-Northeast, State Fiscal Year Adjustment from NHFPI Calculations

State Funding For Local Governments – Non-Education Aid

Non-Education Aid to Local Governments

New Hampshire State Budget, Inflation-Adjusted Dollars



Sources: Office of Legislative Budget Assistant, *Budget Orientation*, January 2017; U.S. Bureau of Labor Statistics, Consumer Price Index-Northeast, State Fiscal Year Adjustment from NHFPI Calculations

State Funding For Local Governments

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 if changes are made that influence State policymaker decisions concerning aid to local governments

Additional NHFPI Resources

- *Revenue in Review*: <http://nhfpi.org/research/state-tax/revenue-review-overview-new-hampshire-tax-system-major-revenue-sources.html>
- *Building the Budget*: <http://nhfpi.org/research/state-budget/building-budget-new-hampshires-state-budget-process-recent-funding-trends.html>
- Issue Brief: The State Budget for Fiscal Years 2018 and 2019: <http://nhfpi.org/research/state-budget/the-state-budget-for-fiscal-years-2018-and-2019.html>
- NHFPI NH State Budget page: <http://nhfpi.org/resources/nh-state-budget>
- NHFPI Common Cents blog: <http://nhfpi.org/commoncents>
- NHFPI Annual Conference:

Friday, February 22, 2019, 8:00 a.m. to 12:30 p.m.

Grappone Conference Center, Concord, NH



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