

***TAX EXPENDITURE BUDGET***

***FISCAL YEAR 2015***

***Executive Office for Administration and Finance***

***Commonwealth of Massachusetts***

***January 2014***

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## Fiscal Year 2015 Tax Expenditure Budget – Introduction

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While taxes are an essential source of revenue for all state governments, the manner in which they are imposed varies widely from state to state. In its simplest form, a tax is an across-the-board levy on a base, such as income, to which a specific rate applies and for which no modifications exist. Taxes are rarely levied in this manner, however. Instead, most state tax codes incorporate a number of exemptions, deductions, credits, and deferrals designed to encourage certain taxpayer activities or to limit the tax burden on certain types of individuals or endeavors. Known as "tax expenditures", these provisions can have a significant impact on state tax revenues.

This document offers a summary of the tax expenditures affecting the taxes from which Massachusetts derives the bulk of its revenues: the personal income tax, the corporate excise and other business excises, and the sales and use tax. It also provides revenue estimates for each tax expenditure, as mandated by Massachusetts state law. Organized into five separate sections, this study analyzes all aspects of Massachusetts tax expenditures. Part I contains a detailed explanation of how we identify and estimate the costs of tax expenditure provisions in the tax code. In the next sections (Parts II - IV), we have provided detailed information about each of the three major tax types, including an explanation of how each tax is calculated and the ways in which that tax's basic structure is modified to produce the various types of tax expenditures. The tax expenditures for each tax are listed after the description of the tax.

Following the expenditure listings, Part V provides four appendices. The first lists recent law changes which affect this year's tax expenditure budget; the second is a glossary that defines terms used throughout the text; the third gives five-year tax expenditure estimates that are consistent with our most recent estimation methodology; and the fourth appendix is used for items that no longer qualify as tax expenditures due to legislative changes but are estimated for the purpose of comparisons to prior reports. In reviewing this document it is important to remember that although a tax expenditure represents a deviation from the generally agreed-upon, or basic, structure of a given tax, determining whether a provision is a tax expenditure is not the same as making a judgment about its desirability. An element of the basic structure of a tax can be inequitable or have undesirable economic effects, just as a tax expenditure can. If so, it can be changed by legislative action just as a tax expenditure can.

The estimates of the costs of tax expenditures included in this volume are revised annually. As improved methodologies and data become available over the course of the year, some estimates may be reexamined and occasionally revised.

### What Are Tax Expenditures?

Tax expenditures are provisions in the tax code, such as exclusions, deductions, credits, and deferrals, which are designed to encourage certain kinds of activities or to aid taxpayers in special circumstances. When such provisions are enacted into the tax code, they reduce the amount of tax revenues that may be collected. Massachusetts General Laws (MGL), Ch 29, Sec 1 as modified by the Ch. 165 of the Acts of 2012 (section 112) defines *tax expenditures* as

*“state tax revenue foregone as a direct result of any general or special law which allows exemptions, deferrals, deductions from or credits*

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*against taxes imposed on income, businesses and corporations, financial institutions, insurance and sales but excluding revenue foregone as a direct result of any general or special law which allows a personal income tax exemption. Sales that do not involve tangible personal property shall not result in tax expenditures under this definition.”*

In this sense, the fiscal effects of a tax expenditure are just like those of a direct government expenditure. Some tax expenditures involve a permanent loss of revenue, and thus are comparable to a payment by the government; others cause a deferral of revenue to the future, and thus are comparable to an interest-free loan to the taxpayer. Since tax expenditures are designed to accomplish certain public goals that otherwise might be met through direct expenditures, it seems reasonable to apply to tax expenditures the same kind of analysis and review that the appropriations budget receives.

It is essential to distinguish between those provisions of the tax code that represent tax expenditures and those that are part of the "basic structure" of a given tax. The basic structure is the set of rules that defines the tax; a tax expenditure is an exception to those rules. In general, most taxes have a series of features that define their basic structure. These features are:

1. A base, on which the tax is levied, such as net income, or a particular class of transactions;
2. A taxable unit, such as a person or a corporation;
3. A rate, to be applied to the base;
4. A definition of the geographic limits of the state's exercise of its tax jurisdiction; and
5. Provisions for the administration of the tax.

### Defining the Basic Tax Structure

A tax expenditure is a deviation from the generally agreed-upon, or basic, structure of a given tax. For example, the base of the sales tax includes all retail sales to final consumers. The exemption for sales of energy conservation equipment is an exception, created to encourage purchases of such equipment. The sales tax that is not collected because of the existence of this exemption is a tax expenditure.

While this general definition seems straightforward enough, the task of compiling a comprehensive list of tax expenditures presents many conceptual problems. For example, some of the deductions and exemptions allowed under the tax statutes are not tax expenditures. The broad category of income tax deductions allowed for business expenses is not listed as a tax expenditure. Since the income tax is generally considered to be a tax on income net of the costs of producing that income, deductions for business expenses are taken against gross income and therefore occur prior to calculation of the tax base. In addition, tax provisions reflecting constitutional prohibitions, such as the prohibition on taxation of sales to the federal government, are considered parts of the basic tax structure and therefore are not properly considered tax expenditures. These distinctions are fairly simple, but more complex analytical questions quickly arise.

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For example, deductions for the depreciation of property and equipment used in a trade or business are considered part of the basic tax structure because the use of productive assets is a legitimate cost of doing business. However, federal depreciation rules allow larger depreciation deductions in the early years of a property's useful life. These accelerated depreciation rules could be viewed as properly reflecting changing notions of obsolescence and thus as part of the basic tax structure; or the faster rates of depreciation could be considered a special adjustment in the tax base designed to provide an incentive for investment, and therefore a tax expenditure. Past federal tax expenditure budgets prepared by the Congressional Budget Office and versions prepared by the Treasury Department have disagreed on exactly this issue.

We have adopted the point of view that accelerated depreciation is a tax expenditure. Although accelerated depreciation still allows the same total deduction for a piece of property; the rate of depreciation allowed in the early years is faster than would be permitted under traditional accounting principles. Generally, revenue cost estimates in this document for tax expenditures associated with accelerated depreciation rely on assumptions used in congressional federal tax expenditure analysis concerning ordinary depreciation rates.

We have chosen to view the rules for personal exemptions and for no tax status in the Commonwealth's personal income tax as provisions which help to define the income tax base, and thus as a part of the basic structure of the tax (much as the progressive rate structure of the federal income tax, which similarly reduces the tax burden on low-income people, is a part of its basic structure). The base of the tax is defined as net income above what is required for subsistence. Since personal exemptions help define the amount of income needed for subsistence, and therefore the base, they should not be classified as tax expenditures. According to this reasoning, exemptions allowed for dependents would also be considered part of the basic tax structure, since subsistence requirements increase with the size of the taxpayer's household. However, we note that this view of the tax structure does not always lead to easy conclusions. First, taxpayers are allowed exemptions for dependents even if those dependents have their own income and take personal exemptions for themselves. We have treated the use of the dependents' exemption as a tax expenditure. Second, the fact that the no tax status amount is greater than the personal exemption suggests that the intent behind the no tax status and personal exemptions goes beyond simple definition of an income base. Although personal exemptions and the no tax status are not listed in this document as tax expenditures, estimates for the revenue losses associated with these provisions are provided in an endnote.

Many Massachusetts tax expenditures in the personal income tax and corporate tax derive from federal income tax rules and thus piggy back on many but not all, federal tax expenditures. We have chosen to include such tax expenditures in this tax expenditure budget, as Massachusetts generally has the ability legally to “decouple” from piggybacking on federal tax expenditures, and has done so in certain cases (e.g., bonus depreciation) from time to time. However, one can question whether federal tax expenditures should generally be included in the Massachusetts tax expenditure budget, because for the most part they simply reflect the fact that Massachusetts has generally chosen to incorporate much of the federal tax laws into the determination of Massachusetts taxable income for personal and corporate income tax purposes.

## **Fiscal Year 2015 Tax Expenditure Budget – Introduction**

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The sales tax presents the most difficult case. The sales tax statute and its legislative history indicate that the established base of the tax is all "retail" sales. At a minimum, the sales tax exemptions for business purchases of component parts and of products to be resold appear to be provisions that help define which sales are considered non-retail sales, and therefore should not be classified as tax expenditures. However, it is difficult if not impossible to decide which other sales tax exemptions might also cover non-retail sales. For example, manufacturing companies are allowed an exemption from the sales tax for purchases of machinery used in the production process. Since this machinery is not a direct component part of any product being manufactured and is not purchased simply to be resold, it could be argued that the machinery purchase is a retail sale and that the machinery exemption is a tax expenditure. Others would argue that because these purchases are not purchases by the final consumers of an end product, and because they represent legitimate business expenses, these sales tax exemptions should not be considered tax expenditures.

The largest proportion of Massachusetts tax expenditure dollars used to be sales and use tax expenditures. This was largely because of the exclusion (or non-taxation) of certain property and services (other than telecom) from sales and use taxation. The Center on Budget and Policy Priorities' tax expenditure survey report indicates that items such as non-taxation of services, which are so-called "implicit tax expenditures", should be included in the tax expenditure budget. They also report that about 16 states have such items in their annual tax expenditure reports (<http://www.cbpp.org/files/4-9-09sfp.pdf>). This provides a means of quantifying the cost of not taxing most services, and allows for comparison with other states that do apply their sales and use tax to various types of specified services. However, in July 2012 legislation was enacted stating explicitly that "sales that do not involve tangible personal property shall not result in tax expenditures". See St 2012, c.165, §112. Pursuant to this legislation, from fiscal year 2014 on, we remove some items, including non-taxation of services, from our tax expenditure estimates, which we regularly reported in prior years. But to facilitate comparison to tax expenditure estimates in prior years, we list these items in Appendix D.

As stated in the introduction, the most important thing to remember is that making a judgment about whether a provision is a tax expenditure is not the same as making a judgment about its desirability. With this in mind, we have attempted to provide more rather than fewer tax expenditure estimates, so that necessary information is available for those charged with making policy judgments.

### **Description of the Data**

This budget should be considered part of an ongoing effort to list tax expenditures, describe their characteristics, and estimate their revenue costs. Each year, we attempt to improve upon the analysis presented in the prior year's tax expenditure budget. For purposes of comparison, we have provided an appendix containing updated tax expenditure estimates for the past four years as well as for Fiscal Year 2015.

Information collected by the Department of Revenue (DOR) from Massachusetts tax returns was an important source of data in this budget. Estimates made from these data tend to be the most reliable. Unfortunately, many tax expenditures cannot be estimated from DOR records. When a particular category of income is excluded from taxation, amounts often do not appear

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on tax records. This is especially likely to be the case for those tax expenditures brought about by "coupling" the state tax code to the federal code, since exclusions and some deductions are not reported explicitly, but are simply carried over to state tax calculations as part of the reporting of federal income. In such cases we have had to estimate a Massachusetts figure using national tax data, census information, sales statistics, and other information.

You will note that in several cases, this year's tax expenditure estimates are very different from last year's. Revisions to the estimates occur for four reasons: we have new data sources; federal tax expenditure estimates on which we rely have changed; we have refined our estimation methodologies; or changes in Massachusetts tax law have modified existing estimates. In a few instances, more than one of these factors operates to explain the difference. All estimates are projections forward from a base year (which varies depending on the availability of data) to Fiscal Year 2015.

### **Data Limitations**

There are some additional caveats that the reader should keep in mind when reading this budget. First, most revenue loss estimates have been made without taking into account how repeal of a provision might change taxpayer behavior. For example, if the sales tax exemption for a particular item were repealed, the item would become more expensive to consumers, so one would expect sales of that item to decline. The revenue gain from repealing the provision would be, therefore, somewhat less than if the level of sales for the affected items remained the same. On the other hand, some of the income not spent on that item might be spent on other taxable items. To the extent that consumers and businesses pay more taxes and have less income available for other purposes, the repeal of a tax expenditure might have much broader economic and revenue effects. Clearly, the full estimation of these effects demands extensive data which are not easily available.

Second, interactions among different taxes and tax expenditures may be quite complex. Repealing some tax expenditures may increase or decrease the value of others. For example, increasing the no tax status amount would mean that fewer people would pay taxes, and thus fewer people would claim other exemptions. This would reduce the revenues lost through other exemptions. Therefore the combined cost of several tax expenditure items may be different from the total of the cost of the separate tax expenditure items.

Third, the revenue cost estimates do not generally reflect compliance factors that may significantly reduce revenues available from a tax expenditure repeal. In particular, where Massachusetts tax provisions are "coupled" with federal tax rules, audits of Massachusetts taxpayers generally compare state and federal returns. If Massachusetts tax provisions were "decoupled", taxpayers would have to make separate calculations for Massachusetts tax purposes, and these provisions would require special audit procedures. Compliance difficulties would certainly result.

And fourth, particular caution is appropriate with respect to the tax expenditure budget's totals for expenditures for particular taxes. Not only do these totals reflect the imprecision of the specific estimates, but they also omit those items for which no estimates were available. In consequence, particular totals may be substantially understated. At the same time, included in



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the totals, particularly with regard to the sales tax, are a number of substantial items that many analysts would not regard as tax expenditures, but rather as features of the underlying tax itself. The general approach in preparing the tax expenditure budget has been to count questionable items as tax expenditures, so that information concerning them would be available for analysis. The result is that the totals are higher than they would be under a more restrained analytic approach.

### **Reading the Budget**

In this document, tax expenditures and cost estimates are listed according to the taxes to which they pertain: personal income, corporate excise, and sales and use. Note that the corporate section of the Tax Expenditure Budget includes other business excises along with the corporate excise. These additional business excise taxes are the financial institution excise, the public utility excise, which was repealed effective January 1, 2014, the excises on insurance companies, and the excise on security corporations. Each of the three major taxes includes an introductory section with a description of the tax, followed by a listing of the tax expenditures for that tax. Each tax expenditure item includes a brief description, the cost estimate, a statutory citation, and an indication of the tax expenditure's type. The various special excises on motor fuels, cigarettes, and alcoholic beverages are not covered in this budget.

## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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Although income from professions, trades or employment was taxed throughout the nineteenth century under the local property tax, it was not until 1916, under the authority of Article 44 of the Amendments to the Massachusetts Constitution, that the Massachusetts personal income tax was enacted as a separate tax. Because Article 44 requires that all income of the same class be taxed at the same rate, Massachusetts applies a flat tax rate regardless of total income; the federal tax structure (and that used in most states) uses graduated rates.

Generally, the Massachusetts personal income tax ties into the federal Internal Revenue Code as it was on January 1, 2005. To the extent that the Massachusetts tax takes federal law as its starting point, it adopts many federal tax expenditures (see Appendix A for more details).

The personal income tax is the state's largest revenue source, accounting for 58.3% of Department of Revenue tax collections in Fiscal Year 2013.

### **Personal Income Tax: Basic Structure**

**Tax Base:** The personal income tax base is gross income minus the costs of producing the gross income (trade or business expenses). Massachusetts gross income is defined as federal gross income with certain modifications. Effective January 1, 1996 it was divided into three classes: interest, dividends, and short-term capital gains ("Part A" income); long-term capital gains ("Part C" income); and all other income ("Part B" income). Massachusetts taxpayers are entitled to a basic personal exemption, which varies according to taxpayer status. The exempted amounts are considered to be outside the generally accepted tax base. They reflect the notion that income needed for bare subsistence should be free from tax. Thus, for the purposes of this document, these exemptions are not listed as tax expenditures. In addition, taxpayers whose income is below a specified level are entitled to "no tax status." For the same reason, this status is not listed as a tax expenditure. On the other hand, because policy makers are often interested in the effects of adjusting the dollar amounts for the personal exemptions and the no tax status, estimates are provided for them in endnote 3 to item 1.405 in the list of personal income tax expenditures.

**Taxable Unit:** Individuals are taxed separately, with the exception of married couples, who may file a joint return. The income of children is not aggregated with that of their parents. The income of trusts, estates and unincorporated associations, is also subject to the personal income tax.

**Rate Structure:** The rate structure has been evolving to a system where most income is taxed at the Part B rate. As of tax year 2013, the Part B rate is 5.25%. Currently, only short-term capital gains and long-term capital gains on collectibles are taxed at a different rate. The vast majority of income is linked to the Part B rate.

Prior to tax year 1999, the tax rate on interest and dividend income (one component of Part A income) was 12% compared with the Part B "earned" taxable income rate of 5.95%. Effective January 1, 2000, the rate on both Part B and the linked Part A income (Interest and Dividends) dropped to 5.85%, then to 5.60% on January 1, 2001, and to 5.30% on January 1, 2002. The rate was scheduled to decline to 5.00% on January 1, 2003; however, Chapter 186 of the Acts of 2002 ("An Act Enhancing State Revenues") delayed the final phase of the rate reduction.

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

The estimates contained in this document assume that the tax rates on interest and dividend income and Part B income, which declined to 5.25% for tax year 2012 and 2013, and to 5.20% for tax year 2014, will remain at 5.20% for 2015. All other things being equal, a reduction in tax rates -- which are part of the basic tax structure -- has the effect of reducing the value of tax expenditures, because when tax rates decline, so does the value of any exceptions to that basic structure.

Between January 1, 1996 and January 1, 2003, Part C income, long-term capital gains, was subject to the following tax rates based on how long the assets were held:

<u>Holding Period</u>	<u>Tax Rate</u>
more than one, but less than two years	5%
more than two, but less than three years	4%
more than three, but less than four years	3%
more than four, but less than five years	2%
more than five, but less than six years	1%
more than six years	0%

Assets acquired prior to January 1, 1996 were deemed to have been acquired on the later of January 1, 1995 or the actual date of acquisition. Note that capital assets held less than one year are considered Part A income, and are taxed at 12%.

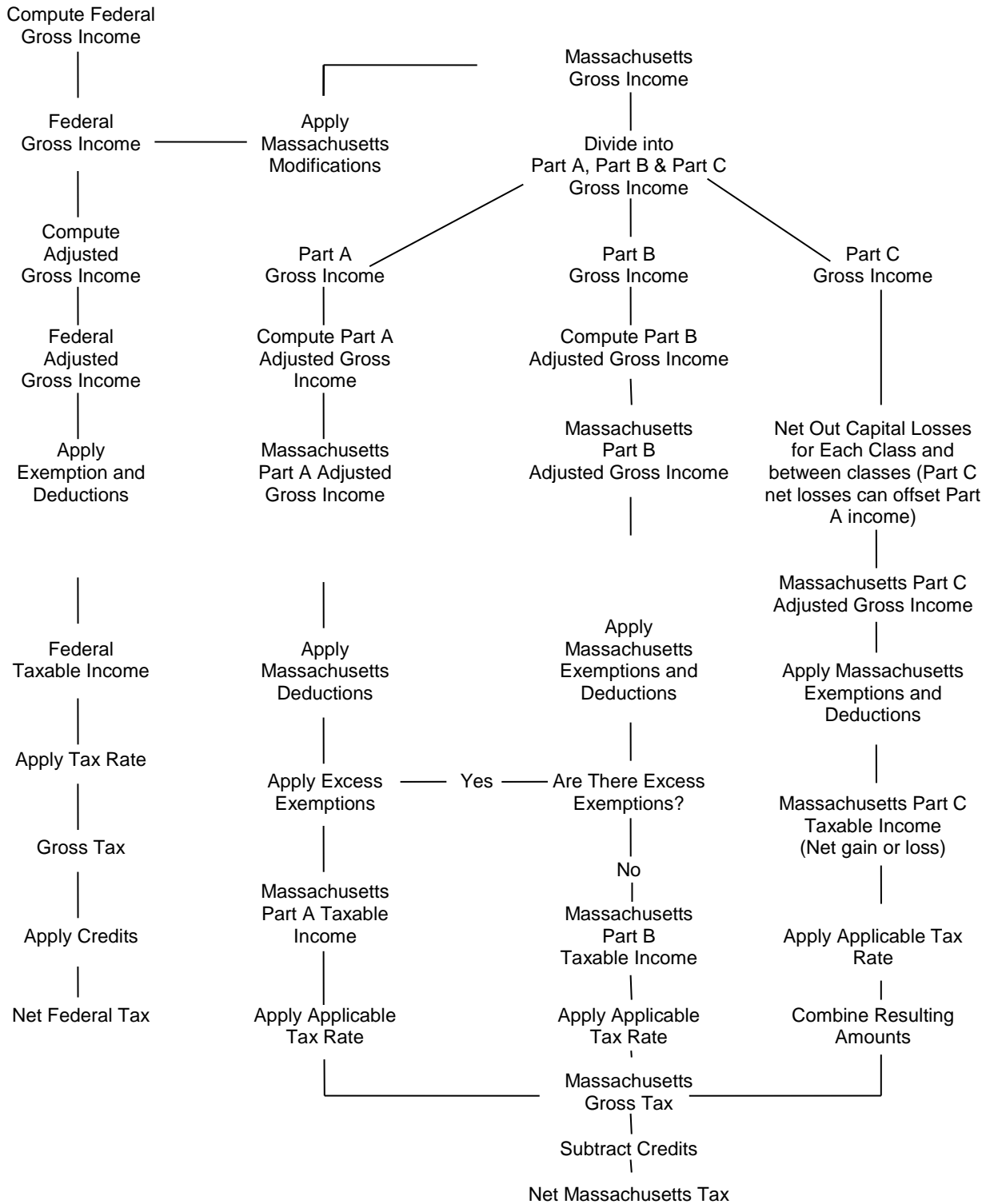
Chapter 186 of the Acts of 2002 eliminated the “sliding scale” treatment of capital gains on assets held for more than one year. This was originally effective May 1, 2002; subsequent legislation changed the effective date of the tax change to apply to assets sold on or after January 1, 2003. Gains on such transactions are now taxed at the Part B rate; as noted above, the Part B rate is assumed to be 5.20% for tax years 2014 and beyond as forecasted by this tax expenditure budget.

**Taxable Period:** The taxable period is one year (or less), usually the calendar year. Income may be reported according to the cash or accrual method. Where property is sold on a deferred payment basis, gains may be reported in the years the payments are received. There is no Massachusetts provision for income averaging. Net capital losses may be carried forward to future years. Ordinary losses may not be carried forward.

**Interstate and International Aspects:** Residents are taxed upon their entire income, whether derived from Massachusetts sources or elsewhere, without allocation or apportionment. Nonresidents are taxed only on income from sources within Massachusetts. A resident may take a limited credit against the Massachusetts income tax for income taxes due to other states, the District of Columbia, any territory or possession of the United States, or Canada or its provinces on any item of Massachusetts gross income.

# Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

## Computation of the Personal Income Tax



## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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### Types of Tax Expenditures under the Personal Income Tax

The basic structure of the personal income tax can be modified in a number of different ways to produce tax expenditures. Brief explanations of the various types of tax expenditures follow:

**Exclusions from Gross Income:** Gross income is the starting point in the calculation of income tax liability and, in the absence of tax expenditures, would include all income received from all sources. Typically, the taxpayer does not report items of income that are excluded from gross income on his or her tax return. Thus, they escape taxation permanently.

**Deferrals of Gross Income:** Where an item of income is not included in gross income in the year when it is actually received, but is instead included in a later year, the result is a tax expenditure in the form of an interest-free loan from the state to the taxpayer in the amount of the tax payment that is postponed.

**Deductions from Gross Income:** Certain amounts are subtracted from gross income to arrive at adjusted gross income (AGI). Many of these deducted amounts reflect the costs of producing income (business expenses), and are not properly part of the income tax base. Such deductions are not tax expenditures. Other deductions that do not reflect business expenses constitute tax expenditures, which permit corresponding amounts of income to escape taxation permanently.

**Accelerated Deductions from Gross Income:** In a number of cases, taxpayers are allowed to deduct business expenses from gross income at a time earlier than such expenses would ordinarily be recognized under Generally Accepted Accounting Principles. The total amount of the permissible deduction is not increased, but it can be utilized more quickly to reduce taxable income. The result is to defer taxes, thus in effect occasioning an interest-free loan from the state to the taxpayer.

**Deductions from Adjusted Gross Income (AGI):** Taxable income results from the subtraction of certain deductions and exemptions from AGI. Certain of these subtracted items represent amounts of income necessary for subsistence; their exclusion is part of the basic structure of the income tax. Other subtracted items represent tax expenditures, which permit corresponding amounts of income to escape taxation permanently.

**Credits against Tax:** After a taxpayer's basic tax liability has been calculated by applying the tax rates to taxable income, the taxpayer may subtract certain credit amounts from this initial liability in determining the actual amount of taxes that must be paid. It is important to note that, whereas a one-dollar exclusion or deduction results in a tax savings of only a few cents (one dollar times the applicable tax rate), a one-dollar credit results in a one-dollar tax savings.

## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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**Note on Personal Exemptions, Dependent Exemptions, No Tax Status, and Limited Income Credit:** These exempted amounts are considered to be outside the generally accepted tax base, and thus, for the purposes of this document, these exemptions are not listed as tax expenditures. However, because policy makers are often interested in the impact of adjusting their dollar amounts, estimates are provided for them in a footnote following the “Credits against Tax” section.

## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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### **List of Personal Income Tax Expenditures**

#### **1.000 EXCLUSIONS FROM GROSS INCOME**

- 1.001 Exemption of Premiums on Accident and Accidental Death Insurance<sup>1</sup>  
Employer contributions for premiums on accident and accidental death insurance are not included in the income of the employee and are deductible by the employer.
- Origin: IRC § 106  
Estimate: \$25.2
- 1.002 Exemption of Premiums on Group-Term Life Insurance<sup>1</sup>  
Employer payments of employee group-term life insurance premiums for coverage up to \$50,000 per employee are not included in income by the employee and are deductible by the employer.
- Origin: IRC § 79  
Estimate: \$21.4
- 1.003 Exemption of Interest on Life Insurance Policy and Annuity Cash Value  
Interest, which is credited annually on the cash value of a life insurance policy or annuity contract, is not included in the income of the policyholder or annuitant. Only when a life insurance policy is surrendered before death or when annuity payments commence does the interest become subject to tax. (Interest on dividends left on deposit is taxable.)
- Origin: IRC § 101  
Estimate: \$219.9
- 1.004 Exemption of Employer Contributions for Medical Insurance Premiums and Medical Care<sup>1</sup>  
Employer contributions for medical insurance premiums and reimbursements for medical care are not included in the income of the employee and are deductible by the employer.
- Origin: IRC §§ 105 and 106  
Estimate: \$962.3
- 1.005 Exemption of Annuity or Pension Payments to Fire and Police Personnel  
Income from noncontributory annuities or pensions to certain retired fire and police personnel or their survivors are tax-exempt.
- Origin: M.G.L. c. 32  
Estimate: N.A.

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- 1.006 Exemption of Distributions from Certain Contributory Pension and Annuity Plans<sup>2</sup>  
Certain pensions and annuity distributions are tax-exempt under Massachusetts law. They are payments from contributory plans of the U.S. government, Massachusetts and its subdivisions, and other states that do not tax such income from Massachusetts. Any benefits in excess of contributions not taxed by Massachusetts constitute this tax expenditure.
- Origin: M.G.L. c. 62, § 2(a)(2)(E)  
Estimate: \$323.5
- 1.007 Exemption of Railroad Retirement Benefits  
Railroad retirement benefits are not taxed. (Massachusetts has not adopted Internal Revenue Code section 86, which taxes some of these benefits if a taxpayer's income is above a certain level.)
- Comment: No adjustment is made for any prior payments taxpayers may have made to fund this system since employee payments to this system are taxes rather than contributions.
- Origin: M.G.L. c. 62, § 2(a)(2)(H)  
Estimate: \$4.7
- 1.008 Exemption of Public Assistance Benefits  
Public assistance or welfare benefits are not taxed. These include Temporary Assistance for Needy Families (TANF), Supplemental Security Income (SSI) benefits, and the like.
- Origin: Rev. Rul. 71-425, 1971-2 C.B. 76  
Estimate: \$200.3
- 1.009 Exemption of Social Security Benefits  
Social Security benefits paid to people age 65 or older and their dependents, to persons under 65 who are survivors of deceased workers, and to disabled workers and their dependents are not taxed. Massachusetts has not adopted Internal Revenue Code section 86, which taxes a portion of these payments where a taxpayer's income is above a certain level.
- Comment: The comment under item 1.007 applies to this item as well.
- Origin: M.G.L. c. 62, § 2 (a)(2)(H)  
Estimate: \$880.3



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- 1.010    Exemption of Workers' Compensation Benefits  
Workers' compensation benefits are not taxed. These are benefits paid to disabled employees or their survivors for employment-related injuries or diseases.
- Origin: IRC § 104 (a)(1)  
Estimate: \$6.5
- 1.011    Exemption for Dependent Care Expenses<sup>1</sup>  
Day care paid for or provided by an employer to an employee, the value of which does not exceed the employee's or employee's spouse's "earned" income, and does not exceed the amount of \$5,000, is not included in the income of the employee and is deductible by the employer.
- Origin: IRC § 129  
Estimate: \$11.5
- 1.012    Exemption of Certain Foster Care Payments  
Qualified foster care payments are not includible in the income of a foster parent.
- Origin: IRC § 131  
Estimate: \$3.1
- 1.013    Exemption of Payments Made to Coal Miners  
Coal miners or their survivors may exclude from income payments for disability or death from black lung disease.
- Origin: IRC § 104(a)(1)  
Estimate: Negligible
- 1.014    Exemption of Rental Value of Parsonages<sup>1</sup>  
A minister may exclude from gross income a rental allowance or the rental value of a parsonage furnished to him or her.
- Origin: IRC § 107  
Estimate: \$2.9
- 1.015    Exemption of Scholarships and Fellowships  
Degree candidates can exclude scholarships and fellowship income if the amounts are not compensation for services or for the payment of room, board or travel expenses.
- Origin: IRC § 117  
Estimate: \$21.0

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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- 1.016 Exemption of Certain Prizes and Awards  
Prizes and awards are generally required to be included in income. The exemption of certain prizes and awards is generally limited to taxpayers who donate the proceeds to a charitable organization. Certain employee achievement awards are also excluded from gross income.
- Origin: IRC § 74  
Estimate: N.A.
- 1.017 Exemption of Cost-Sharing Payments  
Portions of government cost-sharing payments to assist in water and soil conservation projects are not includible in the recipient's income.
- Origin: IRC § 126  
Estimate: Negligible
- 1.018 Exemption of Meals and Lodging Provided at Work<sup>1</sup>  
The value of meals and lodging furnished to the employee by the employer on the business premises for the employer's convenience is not included in the income of the employee. The employer's expenses are deductible.
- Origin: IRC § 119  
Estimate: \$13.2
- 1.019 Treatment of Business-Related Entertainment Expenses<sup>1</sup>  
With certain limitations, a business may take a deduction of up to 50% of the cost of business-related entertainment expenses. Generally, the value of the entertainment is not taxed as income to the persons who benefit from the expenditures. The effect is to provide the hosts and their guests with a nontaxable fringe benefit.
- Origin: IRC § 162  
Estimate: N.A.
- 1.020 Exemption of Income from the Sale, Lease, or Transfer of Certain Patents  
Income from the sale, lease or other transfer of approved patents for energy conservation, and income from property subject to such patents, is excluded from gross income for a period of five years.
- Origin: M.G.L. c. 62, § 2(a)(2)(G)  
Estimate: N.A.

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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- 1.021 Exemption of Capital Gains on Home Sales  
Taxpayers may exclude up to \$250,000 of capital gain (or \$500,000 if filing jointly) on the sale of a principle residence. This exclusion from gross income may be taken any number of times, provided the home was the filer’s primary residence for an aggregate of at least 2 of the previous 5 years.
- Comment: This expenditure and 1.105 (Deferral of Capital Gains on Home Sales) were changed by the Taxpayer Relief Act of 1997; item 1.105 (based on IRC 1034, the rollover of capital gains on the sale of a home) was repealed. In effect, both 1.105 and 1.021 were replaced with a modified IRC 121. The new IRC 121, which is the basis for Massachusetts tax expenditure 1.021, removed the age requirement and the “one-time-only” limitation.
- Origin: IRC § 121  
Estimate: \$319.9
- 1.022 Nontaxation of Capital Gains at Death  
Ordinarily, capital gains are taxed at the time appreciated property is transferred. However, no tax is imposed on a capital gain when appreciated property is transferred at death. The appreciation that accrued during the lifetime of the transferor is never taxed as income.
- Comment: See also item 1.106 below.
- Origin: IRC § 1001, 1014  
Estimate: \$731.7
- 1.023 Exemption of Interest from Massachusetts Obligations  
Interest earned on Massachusetts bonds is exempt. The exclusion applies to bonds of Massachusetts agencies, and local subdivisions (cities and towns) as well.
- Origin: M.G.L. c. 62, § 2 (a)(1)(A)  
Estimate: \$69.8
- 1.024 Exemption of Benefits and Allowances to Armed Forces Personnel<sup>1</sup>  
Under the January 1, 1998 Code, Massachusetts allowed the federal exclusion for certain military fringe benefits including combat zone compensation, veterans’ and medical benefits, disability benefits, moving allowances and a death gratuity benefit of \$3,000. As a result of recent legislation under which the Commonwealth incorporated into Massachusetts personal income tax law the Code as amended and in effect on January 1, 2005 (hereinafter referred to as the “Code Update”). This exclusion was extended to include dependent care assistance under a dependent care assistance program, travel benefits received under the Operation Hero Miles program and an increased death benefit gratuity of \$12,000.
- Origin: IRC §§ 112-113  
Estimate: \$25.7

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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- 1.025 Exemption of Veterans' Pensions, Disability Compensation and G.I. Benefits  
These veterans' benefits are not taxed.  
  
Origin: 38 U.S.C. § 5301  
Estimate: \$32.0
- 1.026 Exemption of Military Disability Pensions  
Disability pensions paid to service personnel are fully excluded from gross income. The portion of a regular pension that is paid on the basis of disability may also be excluded.  
  
Origin: IRC § 104(a)(4)  
Estimate: \$0.5
- 1.027 Exemption of Compensation to Massachusetts-Based Nonresident Military Personnel  
Compensation paid by the U.S. to nonresident uniformed military personnel on duty at bases within Massachusetts for services rendered while on active duty is defined as compensation from sources outside Massachusetts. It is therefore not taxed.  
  
Comment: This tax treatment follows U.S. statutory law.  
  
Origin: 50 U.S.C. App. 574; M.G.L. c. 62, § 5A(c)  
Estimate: \$9.4
- 1.028 Exemption for Taxpayers Killed in Military Action or by Terrorist Activity  
Massachusetts residents who die in combat while in active military service, or who die as a result of terrorist or military action outside of the U.S. while serving as military or civilian employees of the U.S. are exempt from income taxation.  
  
Origin: M.G.L. c. 62, § 25  
Estimate: N.A.
- 1.029 Exemption for Retirement Pay of the Uniformed Services  
Effective January 1, 1997, income received from the United States government as retirement pay and survivorship benefits for a retired member of the Uniformed Services of the United States is exempt from the personal income tax. The Uniformed Services of the United States are: the Army, Navy, Air Force, Marine Corps, Coast Guard, and the Commissioned Corps of the Public Health Service and National Oceanic and Atmospheric Administration.  
  
Origin: M.G.L. c. 62, § 2  
Estimate: \$25.5

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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- 1.030    Parking, T-Pass and Vanpool Fringe Benefits  
A federal and Massachusetts exclusion is allowed for employer-provided parking, transit passes and vanpool benefits (i.e. “qualified transportation benefits”), subject to monthly maximums. Massachusetts adopts the federal exclusion without any differences in exclusion amounts or allowed benefits. Although the Tax Relief Act of 2010 temporarily increased this amount at the federal level, Massachusetts does not conform, and allows exclusion amounts for tax year 2014 of \$250 per month for qualified parking, and \$130 per month for combined commuter highway vehicle transportation and transit passes. For further discussion, see TIR 14-02 .
- Origin: IRC § 132(f)  
Estimate: \$40.6
- 1.031    Health Savings Accounts  
For federal income tax purposes, the earnings in a Health Savings Account (HSA) accrue on a tax-free basis, and qualified distributions from a HSA are excluded from gross income. Prior to the most recent Code update, Massachusetts taxed earnings in a HSA and also taxed distributions to the extent such amounts were not previously taxed by Massachusetts. As a result of the Code update, Massachusetts adopts the federal exclusion for earnings in, and qualified distributions from, a HSA.
- Origin: IRC § 223  
Estimate: Included in 1.422
- 1.032    Employer-Provided Adoption Assistance  
Massachusetts adopts the federal exclusion for employer-provided adoption expenses paid (or treated as paid under IRC sec. 137) on or after January 1, 2005. The federal government extended this exclusion temporarily for 2011. However, as Massachusetts follows the 2005 Code, and so the exclusion sunset after 2010.
- Origin: IRC § 137  
Estimate: \$0.0
- 1.033    Employer-Provided Educational Assistance  
Massachusetts adopts the federal exclusion for qualified educational expenses reimbursed to an employee under an employer-provided education assistance program in effect as of the 2005 Code Update. Massachusetts adopts the federal exclusion for qualified educational expenses for undergraduate and graduate education expenses up to the federal annual maximum of \$5,250 per calendar year.
- Origin: IRC § 127, 132  
Estimate: \$10.6

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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- 1.034    **Qualified Retirement Planning Services**  
Massachusetts adopts the federal exclusion for the employee fringe benefit of retirement planning advice or information provided to an employee and spouse by an employer maintaining a qualified employer plan. Qualified employer plans include IRC sec. 401(a) plans, annuity plans, government plans, IRC sec. 403(b) annuity contracts, SEPs and SIMPLE accounts. This exclusion is due to expire for tax or plan years beginning after December 31, 2010.
- Origin: IRC § 132(m)  
Estimate: N.A.
- 1.035    **Department of Defense Homeowners Assistance Plan**  
Massachusetts adopts the federal exclusion for the employee fringe benefit of payments received under the Homeowners Assistance Plan. Such payments are intended to compensate military personnel and certain civilian employees for a reduction in the fair market value of their homes resulting from military or Coast Guard base closure or realignment.
- Origin: IRC § 132(m)  
Estimate: N.A.
- 1.036    **Survivor Annuities of Fallen Public Safety Officers**  
For both Massachusetts and federal tax purposes, an exclusion from income is allowed for amounts paid under a governmental plan as an annuity to the survivor of a public safety officer killed in the line of duty. However, a federal Act subsequent to January 1, 1998, created differences between the Massachusetts and federal exclusion amounts. Massachusetts had allowed an exclusion for amounts received in tax years beginning after December 31, 1996, with respect to individuals dying after that date. As a result of the most recent Code update, Massachusetts adopts the federal exclusion as amended and in effect on January 1, 2005, that extends the exclusion for such annuities from, and including, individuals dying after December 31, 1996 to individuals dying on or before December 31, 1996.
- Origin: IRC § 101(h)  
Estimate: N.A.
- 1.037    **Survivor Annuities of Fallen Astronauts**  
Massachusetts adopts the federal exclusion for death benefits paid by the U.S. government to the survivors of astronauts who die in the line of duty. The Massachusetts exclusion is effective for payments made on or after January 1, 2005.
- Origin: IRC § 101(i)  
Estimate: N.A.

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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- 1.038 Discharge of Indebtedness for Victims of Terrorism  
Massachusetts adopts the federal exclusion for discharge of indebtedness due to the death of an individual resulting from the September 11, 2001, terrorist attacks or as the result of anthrax-related illness occurring on or after September 11, 2001, and before January 1, 2002.
- Origin: IRC § 108 & P.L. 107-134  
Estimate: N.A.
- 1.039 Discharge of Indebtedness for Health Care Professionals  
Massachusetts adopts the federal exclusion for National Health Service Corps Loan Program repayments made to health care professionals. Loan repayments received under similar state programs eligible for funds under the Public Health Service Act are also excluded from income.
- Origin: IRC § 108(f)(4)  
Estimate: Negligible
- 1.040 Archer Medical Savings Accounts  
For federal income tax purposes, the earnings in an Archer Medical Savings Account (MSA) accrue on a tax-free basis, and qualified distributions from an Archer MSA are excluded from gross income. Prior to the 2005 Code update, Massachusetts taxed earnings in an Archer MSA for individuals who became active participants on or after January 1, 2001 and also taxed distributions for such individuals to the extent such amounts were not previously taxed by Massachusetts. As a result of the Code update, Massachusetts adopts the federal exclusion for earnings in, and qualified distributions from, an Archer MSA for all federally qualified individuals.
- Origin: IRC § 220  
Estimate: Included in item 1.420

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### 1.100 DEFERRALS OF GROSS INCOME

- 1.101 Net Exemption of Employer Contributions and Earnings of Private Pension Plans<sup>2</sup>  
Employer contributions to private, qualified employee pension plans are deductible by the employer up to certain amounts and are not included in the income of the employees. Income earned by the invested funds is not currently taxable to the employees. Benefits in excess of any employee contributions previously taxed by Massachusetts are taxable when paid out. The value of the tax deferral on contributions and on the investment income is a tax expenditure.
- Origin: IRC §§ 401-415 in effect January 1, 1985 and M.G.L. c. 62 §§ 2(a)(2)(F)  
Estimate: \$809.1
- 1.102 Treatment of Incentive Stock Options  
Massachusetts has adopted the federal rules for employee stock options. Generally, employers may offer employees options to purchase company stock at a later date at a price equal to the fair market value of the stock when the option was granted. At the time employees exercise the option, they do not include in income the difference between the fair market value and the price they pay. If they later sell the stock, they are taxed on the amount by which the price they receive for the stock exceeds the price they paid. Thus, income is deferred and is taxed as a capital gain instead of as compensation.
- Origin: IRC §§ 421-425  
Estimate: N.A.
- 1.103 Exemption of Earnings on Stock Bonus Plans or Profit Sharing Trusts  
Investment income earned by stock bonus plans or profit sharing trusts is not taxed currently for employees.
- Origin: M.G.L. c. 62, § 5(b)  
Estimate: N.A.
- 1.104 Exemption of Earnings on IRA and Keogh Plans<sup>2</sup>  
This includes exclusions from income for some retirement contributions; these exclusions and the earnings from them are taxed upon distribution. The deferral of tax on the investment income is a tax expenditure.
- Origin: M.G.L. c. 62, § 2(a)(2)(F)  
Estimate: \$250.8
- 1.106 Non-taxation of Capital Gains at the Time of Gift  
Ordinarily, capital gains are taxed at the time appreciated property is transferred. However, no tax is imposed on a capital gain when appreciated



## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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property is transferred by gift. The taxation of appreciation is deferred until the recipient transfers the property.

Comment: See also item 1.022 above.

Origin: IRC §§ 1001, 1015

Estimate: \$81.4

## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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### **1.200 DEDUCTIONS FROM GROSS INCOME**

#### **1.201 Capital Gains Deduction**

Long-term capital gains realized from the sale of collectibles (as defined by sec. 408 (m) of the IRC) are eligible for a 50% deduction from the 12% capital gains tax.

Origin: M.G.L. c. 62, § 2(c)(3)

Estimate: N.A.

#### **1.202 Deduction of Capital Losses Against Interest and Dividend Income**

Taxpayers may deduct up to \$2,000 of net capital loss against interest and dividend income. This limit was reestablished in 2002.

Origin: M.G.L. c. 62, § 2(c)(2)

Estimate: N.A.

#### **1.203 Excess Natural Resource Depletion Allowance**

Individuals or investors in extractive industries (mining or drilling natural resources) may deduct a percentage of gross mining income as a depletion allowance. The allowance may exceed the actual cost of the resource property. For a more detailed description of this tax expenditure, see corporate excise item 2.204.

Origin: IRC §§ 613 and 613A as in effect January 1, 1985

Estimate: \$0.0

#### **1.204 Abandoned Building Renovation Deduction**

Businesses renovating eligible buildings in Economic Opportunity Areas may deduct 10% of the cost of renovation from gross income. This deduction may be in addition to any other deduction for which the cost of renovation may qualify. To be eligible for this deduction, renovation costs must relate to buildings designated as abandoned by the Economic Assistance Coordinating Council.

Origin: M.G.L. c. 62, § 3(B)(a)(10)

Estimate: \$0.1

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### 1.300 ACCELERATED DEDUCTIONS FROM GROSS INCOME

- 1.301 Modified Accelerated Depreciation on Rental Housing  
Landlords and investors in rental housing may use accelerated methods of depreciation for new and used rental housing. Rental housing placed in service after 1988 is depreciated on a straight-line basis over a 27.5-year period. Rental housing placed in service before 1988 was depreciable over shorter periods (generally 19 or 20 years), and, instead of straight-line depreciation, the 175% declining balance method was permitted. Straight-line depreciation over the property's expected useful life is the generally accepted method for recovering the cost of building structures. The excess of allowable depreciation over such generally accepted depreciation is a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC § 168(b)  
Estimate: \$18.7

- 1.303 Modified Accelerated Depreciation on Buildings (other than Rental Housing)  
Individuals or investors in a trade or business may use accelerated methods of depreciation for buildings. Construction may be depreciated under methods that produce faster depreciation than economic depreciation. The precise rates have been changed repeatedly in recent years as the result of revisions in the federal tax code. Structures (other than rental housing) placed in service after 1987 are depreciated on a straight-line basis over a 31.5-year life. The excess of accelerated depreciation over economic depreciation is a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC §§ 167(j) and 168(b)  
Estimate: \$6.1

- 1.304 Modified Accelerated Cost Recovery System (MACRS) for Equipment  
For depreciable tangible personal property placed in service after 1980, capital costs may be recovered using the Accelerated Cost Recovery System (ACRS), which applies accelerated methods of depreciation over set recovery periods. For property placed in service after 1987, Massachusetts has adopted the Modified Accelerated Cost Recovery System (MACRS), which generally uses double declining balance depreciation over specified periods that are substantially shorter than actual useful lives (200% declining balance for 3-, 5-, 7- and 10-year recovery property and 150% declining balance for 15- and 20-year property). The excess of accelerated depreciation over economic depreciation is a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC § 168  
Estimate: \$53.1

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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### 1.305 Deduction for Excess First-Year Depreciation

Taxpayers may elect to expense certain business assets purchased during the taxable year. American Taxpayer Relief Act of 2012 (enacted January 1, 2013) increased the benefits, making changes to IRC sec. 179. For tax year 2012, Massachusetts adopts the increased federal amounts provided by IRC sec. 179. Hence, the total deduction cannot exceed \$500,000; for taxpayers whose investment in eligible assets exceeds \$2,000,000 in the year, the \$500,000 ceiling is reduced by \$1 for each dollar of investment above \$2,000,000. Any remaining cost may be depreciated according to MACRS as described in item 2.305. The immediate deduction constitutes a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC § 179  
Estimate: \$11.1

### 1.306 Election to Deduct and Amortize Business Start-Up Costs

Individuals or investors in a trade or business may elect to treat business start-up expenditures as deferred expenses and amortize them over a period of not less than 180 months, starting with the month in which the business begins. For a more detailed description of this tax expenditure, see corporate excise item 2.304.

Origin: IRC § 195  
Estimate: \$0.4

### 1.308 Expensing Exploration and Development Costs

Individuals or investors in extractive industries (mining or drilling natural resources) may take an immediate deduction for certain exploration and development costs. For a more detailed description of this tax expenditure, see corporate excise item 2.309; the provisions for individual taxpayers are somewhat more liberal than those that apply to corporations.

Origin: IRC §§ 263(c), 616 and 617 in effect January 1, 1985  
Estimate: Negligible

### 1.309 Expensing Research and Experimental Expenditures in One Year

Individuals or investors in a trade or business may take an immediate deduction for research and Experimental expenditures. For a more detailed description of this tax expenditure, see corporate excise item 2.308.

Origin: IRC § 174  
Estimate: \$1.2

## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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- 1.310    **Five-Year Amortization of Pollution Control Facilities**  
Individuals or investors in a trade or business may elect to amortize the cost of a certified pollution control facility over a five-year period. For a more detailed description of this tax expenditure, see corporate excise item 2.311.
- Origin: IRC § 169  
Estimate: N.A.
- 1.311    **Seven-Year Amortization for Reforestation**  
Individuals or investors in the forestry business may amortize the costs of reforestation over a seven-year period. For a more detailed description of this tax expenditure, see corporate excise item 2.313.
- Origin: IRC § 194  
Estimate: N.A.
- 1.312    **Expensing Certain Capital Outlays of Farmers**  
Farmers may use certain favorable accounting rules. For instance, they may use the cash basis method of accounting and may deduct up to 50% of non-paid farming expenses as current expenses even though these expenditures are for inventories on hand at the end of the year. They also may deduct certain capital outlays, such as expenses for fertilizers and soil and water conservation if they are consistent with a federal- or state-approved plan. Generally, these special rules are not available to farming corporations and syndicates.
- Origin: IRC §§ 175, 180 and 182 and Reg. §§ 1.61-4, 1.162-12 and 1.471-6  
Estimate: \$0.4

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### 1.400 DEDUCTIONS FROM ADJUSTED GROSS INCOME

- 1.401 Deduction for Employee Social Security and Railroad Retirement Payments  
Taxes paid by employees to fund the Social Security and Railroad Retirement systems are deductible against "earned" income up to a maximum of \$2,000 per individual.

Comment: The estimate also covers item 1.402 below.

Origin: M.G.L. c. 62, § 3B(a)(3)

Estimate: \$288.5

- 1.402 Deduction for Employee Contributions to Public Pension Plans<sup>2</sup>  
Employee contributions to federal and state contributory pension plans are deductible against "earned" income up to a maximum of \$2,000 per individual.

Origin: M.G.L. c. 62, § 3B(a)(4)

Estimate: Included in item 1.401

- 1.403 Additional Exemption for the Elderly  
A taxpayer age 65 or over is entitled to an additional exemption against "earned" income of \$700 (\$1,400 for a married couple filing jointly if both spouses are age 65 or over).

Origin: M.G.L. c. 62, §§ 3B(b)(1)(C) and (2)(C)

Estimate: \$28.8

- 1.404 Additional Exemption for the Blind  
A blind taxpayer is allowed an additional exemption against "earned" income of \$2,200 (\$4,400 for a married couple filing jointly if both spouses are blind).

Origin: M.G.L. c. 62, §§ 3B(b)(1)(B) and (2)(B)

Estimate: \$1.2

- 1.405 Dependents Exemption Where the Child Earns Income<sup>3</sup>  
Taxpayers are allowed an additional exemption of \$1,000 for a dependent child even when the child earns income against which a personal exemption can be taken.

Comment: The estimate cannot be separated from the figure for the Dependents Exemption. See endnote 3 at end of the Income section.

Origin: IRC § 151(c) in effect January 1, 1988 and M.G.L. c. 62 § 3B(b)(3)

Estimate: N.A.

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- 1.406 Deduction for Dependents Under 12  
Individual taxpayers and married taxpayers filing jointly with one or more dependents under age 12, who do not claim the deduction for child care described in item 1.409 below, may claim this deduction. Filers with one dependent under 12 may deduct \$3,600, while filers with two or more dependents under 12 may deduct \$7,200.
- Origin: M.G.L. c. 62, § 3B(a)(8)  
Estimate: \$134.4
- 1.407 Personal Exemption for Students Age 19 or Over  
A taxpayer may claim a dependent exemption of \$1,000 for a child who is a full-time student even if he or she is 19 or over.
- Origin: IRC § 151(c) in effect January 1, 1988 and M.G.L. c. 62 § 3B(b)(3)  
Estimate: \$8.9
- 1.408 Deduction for Adoption Fees  
Adoption fees paid to a registered adoption agency are deductible against Part B income.
- Origin: M.G.L. c. 62, § 3B(b)(5)  
Estimate: \$0.4
- 1.409 Deduction for Business-Related Child Care Expenses  
Taxpayers qualifying for the credit for employment-related childcare expenses in the Internal Revenue Code are allowed a deduction against "earned" income for the amount of the expenses that qualify for the credit. Beginning in tax year 2001, the cap on this deduction was increased, and the coverage expanded to include elderly and disabled dependents. The cap increased from \$2,400 to \$3,600 for filers with one dependent, and from \$2,400 to \$4,800 for filers with two or more dependents. Beginning in tax year 2002, the cap was further increased to \$4,800 for qualifying filers with one dependent and to \$9,600 for filers with two or more dependents.
- Comment: For federal tax purposes, the requirement that employment-related child care expenses relate only to children under age 15 was further restricted to children under age 13. In addition, a federal change now requires a taxpayer to include employer-provided dependent care expenses when calculating the limitation amount of qualifying expenses.
- Origin: IRC § 21 and M.G.L. c. 62, § 3B(a)(7)  
Estimate: \$17.3

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- 1.410 Exemption of Medical Expenses  
Medical and dental expenses in excess of 7.5% of federal adjusted gross income are deductible against "earned" income for taxpayers who itemize deductions on their federal returns.  
  
Origin: IRC § 213 and M.G.L. c. 62, § 3B(b)(4)  
Estimate: \$92.4
- 1.411 Rent Deduction  
Renters are able to deduct against Part B income one-half of the rent paid for a principal residence located in Massachusetts up to a maximum deduction of \$3,000 per year. This maximum was last raised in tax year 2001.  
  
Origin: M.G.L. c. 62, § 3B(a)(9)  
Estimate: \$123.7
- 1.412 Nontaxation of Charitable Purpose Income of Trustees, Executors or Administrators  
The adjusted gross income of trustees, executors or administrators, which is currently payable to or irrevocably set aside for public charitable purposes is tax-exempt.  
  
Origin: M.G.L. c. 62, §§ 3A(a)(2) and B(a)(2)  
Estimate: N.A.
- 1.413 Exemption of Interest on Savings in Massachusetts Banks  
Up to \$100 (\$200 on a joint return) of interest from savings deposits or savings accounts in Massachusetts banks is excluded from "earned" income.  
  
Origin: M.G.L. c. 62, § 3B(a)(6)  
Estimate: \$3.5
- 1.414 Tuition Deduction (Over 25% of Income)  
A deduction is allowed for tuition payments paid, on behalf of a filer or their dependent, to a two-or four-year college leading to a degree or certificate. The deduction is equal to the amount by which the net tuition payments exceed 25% of the filer's Massachusetts AGI. See TIR 97-13 for more information.  
  
Origin: M.G.L. c. 62, § 3B(a)(11),(12)  
Estimate: \$44.7
- 1.415 Charitable Contributions Tax Deduction  
For tax year 2001, a deduction was allowed for charitable contributions in determining Part B taxable income. The deduction amount was equal to the taxpayer's charitable contributions for the year, as defined under the Federal Internal Revenue Code and without regard to whether the taxpayer elected to itemize deductions on his or her federal income tax return. Chapter 186 of the Acts of 2002 suspended this deduction, so no tax expenditure is recorded for the current fiscal year.



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Origin: M.G.L. c. 62 §6I  
Estimate: N.A.

- 1.418 Deduction for Costs Involved in Unlawful Discrimination Suits  
Massachusetts adopts the federal deduction for attorney fees and court costs paid to recover a judgment or settlement for a claim of unlawful discrimination, up to the amount included in gross income for the tax year from such claim.

Origin: IRC §§ 62(a)(19) and 62(e)  
Estimate: N.A.

- 1.419 Business Expenses of National Guard and Reserve Members  
Massachusetts adopts the deduction for unreimbursed overnight travel, meals and lodging expenses of National Guard and Reserve Members who must travel more than 100 miles from home to perform services as a National Guard or Reserve member.

Origin: IRC §§ 62(a)(2)(E) and 162(p)  
Estimate: Negligible

- 1.420 Archer Medical Savings Accounts  
Under the January 1, 1998 Code, Massachusetts allowed a deduction for an Archer Medical Savings Account (MSA) contribution only for individuals who were active MSA participants before January 1, 2001. As a result of recently enacted legislation that aligned the Massachusetts tax code with the Internal Revenue Code as of January 1, 2005, Massachusetts adopts the federal deduction for Archer MSA contributions made on or after January 1, 2005 for all federally qualified individuals.

Origin: IRC § 220  
Estimate: Negligible

- 1.421 Deduction for Clean-Fuel Vehicles and Certain Refueling Property  
A federal and Massachusetts deduction is allowed for a portion of the cost of qualifying motor vehicles that use clean-burning fuel. Under the January 1, 1998 Code, this deduction was due to expire for vehicles placed in service after December 31, 2004. As a result of recently enacted legislation that aligned the Massachusetts tax code with the Internal Revenue Code as of January 1, 2005, Massachusetts adopted the new federal provision allowing the deduction for vehicles placed in service on or before December 31, 2006.

Origin: IRC §§ 62(a)(14) and 179A  
Estimate: Negligible

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- 1.422 Health Savings Accounts  
Massachusetts adopted the federal deduction allowed to individuals for contributions to a Health Savings Account, subject to federal limitations, which are adjusted annually for inflation. For calendar year 2013, the maximum deduction limit is \$3,250 for an individual plan and \$6,450 for a family plan. Filers age 55 or older may increase the maximum deduction by \$1,000.

Origin: IRC §§ 62(a)(19) and 223  
Estimate: \$13.3

- 1.423 Commuter Deduction  
(Note: item 1.423 was formerly the temporary Tuition and Fees Deduction)

For tax years beginning on or after January 1, 2006, individuals may deduct certain commuting costs paid in excess of \$150 for:

- Tolls paid through the Massachusetts FastLane account; and
- The cost of weekly or monthly passes for MBTA transit, bus, commuter rail, or commuter boat.

The total amount deducted may not exceed \$750 per individual. Amounts paid must be reduced by any amounts reimbursed or otherwise deductible.

Origin: M.G.L. Chapter 62, § 3 (B) (a) (15)  
Estimate: \$7.6

- 1.424 Self-Employed Health Insurance Deduction  
Massachusetts adopts the federal deduction allowed to self-employed individuals for premiums on health insurance. Insurance may be for the individual, spouse, or family member. The insurance must be established under the self-employed individual's business.

Origin: IRC § 162(I)  
Estimate: \$51.0

- 1.425 Student Loan Interest Deduction (allowed Federally or by Massachusetts)  
Massachusetts allows as an option the federal "interest on education loans" deduction. The federal deduction phases out based on modified AGI. As a result of the 2005 Code update, Massachusetts adopted the federal provision that temporarily repealed the 60 month limitation raised taxpayer income limitations through the end of 2010. Note that while the Economic Growth and Tax Relief Reconciliation Act of 2001 (EGTRRA) and Jobs and Growth Tax Relief Reconciliation Act of 2003 (JEGTRRA) have been temporarily extended at the federal level, these increases still sunset in Massachusetts at the end of 2010.

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Alternatively, Massachusetts allows a deduction of undergraduate student loan interest. Filers may only choose one of these deductions.

Origin: M.G.L. c. 62, § 2(d)(1) and I.R.C. §§ 62(a)(17), 221.  
Estimate: \$33.0

- 1.426 Expense of Human Organ Transplant  
Massachusetts allows the expenses incurred in the donation of a human organ to be deducted from taxable income.

Origin: M.G.L. c. 62, § 3 (a) (16)  
Estimate: \$0.5

### **1.500 PREFERENTIAL RATE OF TAXATION**

- 1.501 Small Business Stock, Capital Gains Tax Rate (“3-in-3”)  
Gains derived from the sale of investments which meet certain requirements are taxed at a rate of 3% instead of regular Part B rate. In order to qualify for the 3% rate, investments must have been made within five years of the corporation's date of incorporation and must be in stock that generally satisfies the definition of "qualified small business stock" under I.R.C. § 1202 (c), other than the requirement that the stock be stock of a C corporation. In addition, the stock must be held for three years or more and the investments must be in a corporation which (a) is domiciled in Massachusetts, (b) is incorporated on or after January 1, 2011, (c) has less than \$50 million in assets at the time of investment, and (d) complies with certain of the "active business" requirements of I.R.C. § 1202 of the Internal Revenue.

Origin: An Act Relative to Economic Development Reorganization (St. 2010, c. 240), Section 111  
Estimate: \$0.7

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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### 1.600 CREDITS AGAINST TAX

- 1.601 Renewable Energy Source Credit  
Owners and tenants of residential property located within Massachusetts who are not dependents and who occupy the property as a principal residence are allowed a credit up to \$1,000, or an amount equal to 15% of the cost of a renewable energy source. Unused credits may be carried forward for 3 years. Credit is neither transferable nor refundable.

Origin: M.G.L. c. 62, § 6(d)  
Estimate: \$1.4

- 1.602 Credit for Removal of Lead Paint  
A tax credit is provided in the amount of the cost of removing or covering lead paint on each residential unit up to \$1,500. A seven-year carryover of any unused credit is permitted. Credit is neither transferable nor refundable.

Origin: M.G.L. c. 62, § 6(e)  
Estimate: \$3.0

- 1.603 EDIP/Economic Development Incentive Program Credit  
Businesses investing in qualified property in an Economic Opportunity Area are entitled to a credit against tax of 5% of the cost of the property. To qualify for the 5% credit, the property must be used exclusively in a certified project in an Economic Opportunity Area. To be certified, the Economic Assistance Coordinating Council must approve a project. See item # 2.605. Credit is not transferable, but is refundable for specified project types.

Origin: M.G.L. c. 62, § 6(g)  
Estimate: \$3.0

- 1.604 Credit for Employing Former Full-Employment Program Participants  
Employers who continue to employ former participants of the §110(1) full employment program in non-subsidized positions are eligible to receive a tax credit equal to \$100 per month for each month of non-subsidized employment, up to a maximum of \$1,200 per employee, per year. Credit is neither transferable nor refundable.

Origin: St. 1995, c. 5, § 110(m)  
Estimate: Not Active

- 1.605 Earned Income Credit  
Effective January 1, 1997, taxpayers were allowed a refundable credit against Massachusetts tax equal to 10% of the amount of the earned income credit claimed on their federal individual income tax returns. Effective January 1, 2001, the allowed percentage was increased to 15%. Note that, since the state credit amount is based on the federal, any changes, temporary or

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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permanent, to the calculation of the federal credit will be automatically reflected in credit claims made against state tax. Note that while credit is refundable, it is not transferable.

Origin: M.G.L. c. 62, § 6(h)

Estimate: \$132.9

### 1.606 Septic System Repair Credit

Taxpayers required to repair or replace a failed cesspool or septic system pursuant to the provisions of Title V, as promulgated by the Department of Environmental Protection in 1995, are allowed a credit equal to 40% of the design and construction costs incurred (less any subsidy or grant from the Commonwealth), up to a maximum of \$1,500 per tax year and \$6,000 in total. Unused credits may be carried forward for up to 5 years. Credit is neither transferable nor refundable

Origin: M.G.L. c. 62, § 6(i)

Estimate: \$9.6

### 1.607 Low Income Housing Tax Credit

The Low-Income Housing Credit is administered by the Massachusetts Department of Housing and Community Development (DHCD) for the purpose of promoting the construction or development of low income housing. The LIHC is not subject to the 50% limitation rule for corporate taxpayers. If the taxpayer disposes of the property generating the LIHC, a portion of the credit may be subject to recapture.

Under prior law, the Massachusetts low-income housing tax credits were available only to taxpayers who had been allocated federal low-income housing tax credits. Effective August 1, 2010, the Act allows the Department of Housing and Community Development to grant state low-income housing credits (within the annual cap) to otherwise eligible projects that do not receive a federal low-income housing credit. Note that the annual cap will temporarily increase from \$50 million per year to \$100 million per year for tax years 2013 and 2014.

The credits may be carried forward for up to 5 years; they may be transferred or sold to another taxpayer, but are not refundable. See also Corporate item 2.609.

Origin: M.G.L. c. 62, § 6I a

Estimate: \$1.5

### 1.608 Brownfields Credit

Taxpayers are allowed to take a credit for amounts expended to rehabilitate contaminated property owned or leased for business purposes and located within an economically distressed area. The eligibility period for the Brownfields Credit has been lengthened.

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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Recent legislation extended the Brownfields credit to nonprofit organizations, extended the deadline for incurring eligible costs, and permitted the credit to be transferred, sold, or assigned. As a result of the recent legislation, the environmental response action commencement cut-off date has been extended to August 5, 2018, and the time for incurring eligible costs that qualify for the credit to January 1, 2019. See TIR 13-15 for more information.

The amount of the credit varies according to the extent of the environmental remedy. If the taxpayer's permanent solution or remedy operation status includes an activity and use limitation, then the amount of the credit is 25% of the net response and removal costs incurred by the taxpayer. However, if there is no activity and use limitation, then the amount of the credit is 50% of the net response and removal costs. Note that although recent legislation made these credits transferable to another taxpayer, they are not refundable. The credit may be carried forward for up to 5 years.

Origin: M.G.L. c. 62, §6 (j)  
Estimate: \$4.2

- 1.609 Refundable State Tax Credit Against Property Taxes for Seniors ("Circuit Breaker")  
Seniors are eligible for a tax credit to the extent that their property taxes - or 25% of rent - exceed 10% of their income. Income limits and a cap on the maximum assessed value of the filer's primary residence apply. The maximum credit is also adjusted annually for inflation. The maximum base credit was \$385 for tax year (TY) 2001, \$790 for TY02, \$810 for TY03, \$820 for TY04, \$840 for TY05, \$870 for TY06, \$900 for TY07, \$930 for TY08, \$960 for TY09, \$970 for TY10, \$980 for TY11, \$1,000 for TY12 and \$1,030 for TY13.

Income limits and the maximum credit are adjusted for inflation over a 1999 base year; however, chapter 136 of the Acts of 2005 increased the assessed home valuation to \$600,000 and set its base year to 2004. The credits may not be sold or transferred to another taxpayer, but are refundable.

Origin: M.G.L. c. 62, § 6 (k); Ch. 136 of the Acts of 2005.  
Estimate: \$72.0

- 1.610 Historic Buildings Rehabilitation Credit  
To claim this credit, a historic rehabilitation project must be complete and have been certified by the Massachusetts Historical Commission, which determines the amount of qualifying expenditures. Filers may claim up to 20% of their qualified rehabilitation expenditures.

Unused portions of the credit may be carried forward for up to 5 years and transferred or sold to another taxpayer, but are not refundable. The Historic Rehabilitation Credit (HRC) is not subject to the 50% limitation rule for corporate taxpayers. If the taxpayer disposes of the property generating the

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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HRC, a portion of the credit may be subject to recapture.

The expenditure for this item (combined with the Historic Rehabilitation Credit for personal income tax filers, item 1.610) was originally capped at \$15 million per year, with a start date for the credit of January 1, 2005 and an end date of December 31, 2009. Chapter 123 of the Acts of 2006 extended the availability of the credit for an additional 2 years, to December 31, 2011. Again, Chapter 131 of the Acts of 2010 extended the availability of the credit for an additional 6 years to December 31, 2017, with an annual cap of \$50 million.

Origin: M.G.L. c. 62, § 6 J, Chapter 464 of the Acts of 2004, St. 2006, c. 123, §§ 51 and 65

Estimate: \$6.1

### 1.611 Film (or Motion Picture) Credit

Credit is transferable; see Corporate item 2.614 for details. Individual income tax filers engaged in the making of a motion picture are allowed two credits:

a) *Payroll credit*: This is a credit for the employment of persons within the Commonwealth in connection with the filming or production of 1 or more motion pictures in the Commonwealth within any consecutive 12 month period. The credit is equal to 25 percent of the total aggregate payroll paid by a motion picture production company that constitutes Massachusetts source income, when total production costs incurred in the Commonwealth equal or exceed \$50,000 during the taxable year. The term "total aggregate payroll" may not include the salary of any employee whose salary is equal to or greater than \$1,000,000. Salaries over \$1,000,000 are claimed as Non-payroll production expenses.

b) *Non-payroll production expense credit*: Individual income tax filers are also allowed a credit equal to 25 percent of all motion picture related Massachusetts production expenses, not including the payroll expenses used to claim the aforementioned payroll credit. To be eligible for this credit, either Massachusetts motion picture production expenses must exceed 50 percent of the total production expenses for a motion picture or at least 50 percent of the total principal photography days of the film take place in the Commonwealth.

These tax credits are refundable at 90% of the approved credit amounts, or the amount of the tax credit that exceeds the tax due for a taxable year may be carried forward by the taxpayer to any of the 5 subsequent taxable years. Additionally, all or any portion of tax credits issued may be transferred, sold or assigned to other taxpayers with tax liabilities under chapter 62 (the individual income tax) or chapter 63 (the corporate or other business excise taxes). For applications submitted prior to January 1, 2007, film tax credits were capped at \$7,000,000 for any one motion picture production; for applications submitted on or after January 1, 2007, there is no cap. Also, the sunset date for the film

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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incentives statute has been extended from January 1, 2013 to January 1, 2023. See TIR 07-15 for more information.

Note that these credits are transferable, or refundable at 90% of face value.

Origin: St. 2007, c. 63; M.G.L. c. 63.  
Estimate: \$2.2

- 1.613 Medical Device User Fee Credit  
Medical device companies that develop or manufacture medical devices in Massachusetts can claim a credit equal to 100% of the user fees paid by them when submitting certain medical device applications and supplements to the United States Food and Drug Administration. The credit is also transferable. For the personal income tax, the credit applies to any qualifying entity organized as a sole proprietorship, partnership, limited liability company, corporate trust or other business where the income is taxed directly. Note that although these credits are transferable to another taxpayer, they are not refundable.

Origin: M.G.L. c. 62, § 6½, Ch. 145 of the Acts of 2006.  
Estimate: Negligible

- 1.614 Dairy Farmer Credit  
A taxpayer who holds a certificate of registration as a dairy farmer pursuant to section 16A of chapter 94 may be allowed a refundable income tax credit based on the amount of milk produced and sold. The total cumulative value of the credits authorized pursuant to this section combined with section 38Z of chapter 63 shall not exceed \$4,000,000 annually. See corporate item 2.618 for more details. These credits may not be sold or transferred to another taxpayer, but are refundable at 100% of face value.

Origin: M.G.L. c. 62, § 6 (o).

Estimate: \$2.2

- 1.615 Conservation Land Credit  
Filers who donate land for conservation in perpetuity for the use of all citizens of the Commonwealth can receive a credit of up to \$50,000. Approval of the donation is required from the Secretary of the Office of Energy & Environment Affairs.

The credits may not be sold or transferred to another taxpayer, but are refundable. The total credits that may be approved are capped at \$2.0 million annually.



## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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Origin: M.G.L. c. 62, § 6 (p), Ch. 509 Acts of 2008 § 1-4.

Estimate: \$2.0

### 1.616 Employer Wellness Program Tax Credit

The 2012 Health Care Act establishes an Employer Wellness Program Tax Credit that is effective for tax years beginning on or after January 1, 2013 and is set to expire on December 31, 2017. The Employer Wellness Program Tax Credit was created to provide incentives for business to recognize the benefits of wellness programs with the goal of providing smaller businesses with an expanded opportunity to implement these programs. The credit is available to both chapter 62 and chapter 63 taxpayers (personal income taxpayers and corporate & business excise taxpayers).

The Department of Public Health will administer the credit program by: 1) determining standards for an Employer Wellness Program that will qualify for the credit; 2) approving a dollar amount of credit for a qualifying taxpayer and issue a certificate to be filed with the appropriate tax return; 3) by developing regulations and procedures with the Department of Revenue to implement the credit program. A business will apply to the Department of Public Health describing the proposed wellness program to be implemented by the business and providing an estimated budget and applicable taxpayer identification number.

The credit is set at 25 percent of the costs associated with implementing a “certified wellness program.” The maximum amount of Employer Wellness Program Credits available to a taxpayer is \$10,000 in any tax year. The total amount of Employer Wellness Program Credits authorized by the Department of Public Health is subject to a \$15,000,000 annual cap starting calendar year 2013. The Employer Wellness Program Tax Credit is non-refundable and non-transferrable. However, the portion of the Employer Wellness Program Tax Credit that exceeds the tax for the taxable year may be carried forward and applied against such taxpayer’s tax liability in any of the succeeding 5 taxable years.

Origin: St. 2012, c. 224, §§ 41, 41A, 56, 56A, 238, 239, 297, and 298. M.G.L. c. 62, § 6N; M.G.L. c. 63, § 38FF.

Estimate: \$9.4

### 1.617 Community Investment Tax Credit

The 2012 Jobs Act provides a Community Investment Tax Credit that is effective January 1, 2014 and is set to expire on December 31, 2019. It was created to enable local residents and stakeholders to work with and through community development corporations to partner with nonprofit, public and private entities to improve economic opportunities for low and moderate

## Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax

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income households and other residents in urban, rural and suburban communities across the commonwealth. The credit is available to both chapter 62 and chapter 63 taxpayers (personal income taxpayers and corporate & business excise taxpayers).

The Department of Housing and Community Development will administer the credit program by: 1) issuing a certification to a taxpayer after the taxpayer makes a qualified investment; 2) authorizing a dollar amount of credit for a qualified investment; 3) developing regulations and procedures with the Department of Revenue to implement the Community Investment Credit.

The certification will be acceptable as proof that the expenditures related to such investment constitute qualified investments for purposes of the community investment credit. The Community Investment Credit is set at 50 percent of the total qualified investments made by a taxpayer in a “community partner,” *i.e.*, a “community development corporation” or a “community support organization,” selected by the Department of Housing and Community Development through a competitive process. A qualified investment must be in the form of a cash contribution of at least \$1,000. A taxpayer may invest in more than one community partner, but may not claim more than \$1,000,000 of credits in any single taxable year. A taxpayer must claim the credit in the taxable year in which a qualified investment is made. The total amount of Community Investment Credits is subject to a \$3,000,000 cap in 2014, and an annual cap of \$6,000,000 in 2015 to 2019, inclusive. This credit is non-refundable, but it is transferrable and it could be carried over up to five years.

Origin: St. 2012, c. 238, §§ 29, 30, 35, 36 ; M.G.L. c. 62, § 6M; M.G.L. c. 63, § 38EE  
Estimate: \$2.3

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### KEY

#### ORIGIN

**IRC**

Federal Internal Revenue Code (26 U.S.C.)

**U.S.C**

United States Code

**M.G.L.**

Massachusetts General Laws

**Rev. Rul.; C.B.**

Revenue Ruling; Cumulative Bulletin of the U.S. Treasury

#### ESTIMATES

All estimates are in \$ millions.

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ENDNOTES:

## **Fiscal Year 2015 Tax Expenditure Budget – Personal Income Tax**

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<sup>1</sup> This item and others citing this endnote cover employee fringe benefits. We accept as standard the following treatment of these benefits: the expense incurred by the employer in providing the benefit is properly deductible as a business expense and the benefit is taxed as compensation to the employee as if the employee had received taxable compensation and then used it to purchase the benefit. Of course, there are problems with this analysis. In some cases, the "benefit" is more a condition of employment than a true benefit. For example, a teacher required to have lunch in the school cafeteria may prefer to eat elsewhere even if the school lunch is free. On the other hand, in many cases the provision of tax-free employee benefits is clearly a substitution for taxable compensation.

<sup>2</sup> This item and others citing this endnote cover contributory pension plans. The standard tax treatment of these plans is as follows:

<u>Component</u>	<u>Standard Treatment</u>
Contributions:	Made out of income that is currently taxed to the employee.
Investment Income:	Taxed to the employee as "earned" income.
Distributions from Pension Funds:	Tax-free to the extent they are made out of dollars previously taxed to the employee as contributions or investment income.

The non-standard treatment of contributions, investment income, or distributions as described in items 1.006, 1.101, 1.104, and 1.402, results in either nontaxation or deferrals of tax.

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<sup>3</sup> FY15 estimates for the basic personal exemptions and the no-tax status discussed in the introduction to the personal income tax are (in millions of dollars):

- Personal exemption for single taxpayers: \$314
- Personal exemption for married couples: \$556
- Personal exemption for married taxpayers filing separately: \$16
- Dependents exemption: \$92
- Personal exemption for heads of households: \$102
- Limited income credits: \$15
- No tax status: \$18

## **Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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Beginning in Fiscal Year 2013, the corporate section of the Tax Expenditure Budget includes other business excises along with the corporate excise. These additional business excise taxes are the financial institution excise, the public utility excise (which was repealed effective January 1, 2014), the excises on insurance companies, and the excise on security corporations. The financial institution excise and the public utility excise are structured similarly to the corporate excise. They begin with federal net income with certain Massachusetts modifications, proceed to additional Massachusetts deductions, apply the appropriate apportionment percentage, apply the appropriate tax rate to compute the excise due before credits and apply credits to reach the final excise due. The revenue estimates for the items in the list will now reflect their use by financial institutions and public utilities. Note that most of the expenditure items are unavailable to insurance companies as these companies are not taxed on net income. However, insurance companies can apply certain credits to reduce their excises. Credits available to insurance companies are so indicated within the item descriptions and the revenue estimates for these credits will reflect their use.

In Fiscal Year 2013, revenues from the corporate excise and the other business excises mentioned above represented 10.3% of total Department of Revenue tax collections. Together these taxes ranked third in Fiscal Year 2013 in terms of total taxes collected, after the individual income tax and the sales and use tax.

### **Corporate Excise: Short History and Basic Structure**

The corporate excise was enacted in 1919, replacing a corporate franchise tax, which was levied on the value of capital stock. Initially, the corporate excise was imposed on corporate excess and on net income.

In 1962, the corporate excess measure was repealed. The corporate excise tax is now levied on tangible property or net worth (depending on the mix of property held by the corporation) and on net income.

#### **Tax Base:**

Most business corporations are subject to tax under the corporate excise which has three components: an income measure, a non-income measure, and a minimum excise.

The income measure of the tax is based on net income for federal tax purposes with certain additions, such as interest earned on state obligations, and certain deductions, most of which are allowable under the provisions of the Internal Revenue Code. Many of the deductions are considered to be part of the basic structure. For example, in providing for depreciation deductions, the basic structure would allow the cost of property to be written-off evenly over its useful life (so-called “straight-line depreciation”). However, rules that allow accelerated depreciation deductions are listed as tax expenditures.

## **Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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Under the non-income measure, corporations with qualifying tangible assets in Massachusetts that equal or exceed 10% of their qualifying total assets in Massachusetts (apportioned according to their income apportionment percentages) are taxed on the values of their tangible properties. Other corporations are taxed on a net worth basis.

The minimum excise is \$456.

**Taxable Unit:** A corporation is a taxpayer separate and distinct from its shareholders.

**Rate Structure:** Since January 2010, the rates have been scheduled to decline (see Appendix A for further details). However, the minimum excise remains unchanged at \$456. The current (TY2013) excise rate on C-corporations is 8.00% of net income apportioned to Massachusetts, and \$2.60 per \$1,000 of the value of Massachusetts tangible property or net worth allocable to Massachusetts. The excise rate on S-corporations is 2.75% for companies with total receipts greater than \$9 million, and 1.83% for companies with total receipts between \$6 million and \$9 million. The tax rate on tangible property or net worth is the same as for C-corporations. No further decline of tax rate is scheduled. However, tax rates for S-corporations are scheduled to increase slightly since these rates are linked to Part B personal income tax rate, which decreased from 5.25% to 5.20% effective January 1, 2014. As a result, effective January 1, 2014, the excise rate on S-corporations slightly increased to 2.80% for companies with total receipts greater than \$9 million, and 1.87% for companies with total receipts between \$6 million and \$9 million.

Estimation of corporate tax expenditure items takes into account these tax rate changes.

**Taxable Period and Net Operating Loss Carry-forward:** The taxable periods for corporations are diverse and can be chosen by each tax filer. Estimated payments are made every three months during the taxable period. Net operating loss (NOL) carry-forwards are allowed for future deductions. Before January 2010, qualifying losses could be carried forward up to five years. However, there was a statutory expansion of the general NOL carry-forward period from 5 to 20 years for business corporations. Refer to Appendix A for details.

**Interstate and International Aspects:** All domestic and foreign corporations with nexus in Massachusetts are subject to the corporate excise. Corporations are required to apportion their net incomes if they have incomes from business activity that is taxable in another jurisdiction using a formula based on the proportions of corporate real and tangible property, payroll, and sales that are located in Massachusetts. Under certain circumstances, taxpayers may petition for, or the Commissioner may impose, alternative methods of accounting to reflect more fairly a taxpayer's income from business operations in Massachusetts.

**Combined Reporting:** Since January 1, 2009, Massachusetts has required certain businesses engaged in a unitary business to calculate their income on a combined basis. A corporation is subject to this requirement if it is subject to a tax on its income under Massachusetts General Laws (M.G.L.) c. 63, §2, §2B, §32D, §39 or §52A and it is engaged in a unitary business with one or more other corporations under common control, whether or not the other corporations are taxable in Massachusetts. Those certain businesses can be general corporations, financial

## **Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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institutions, or public utilities. Note that combined reporting does not apply to the non-income measure of corporate excise.

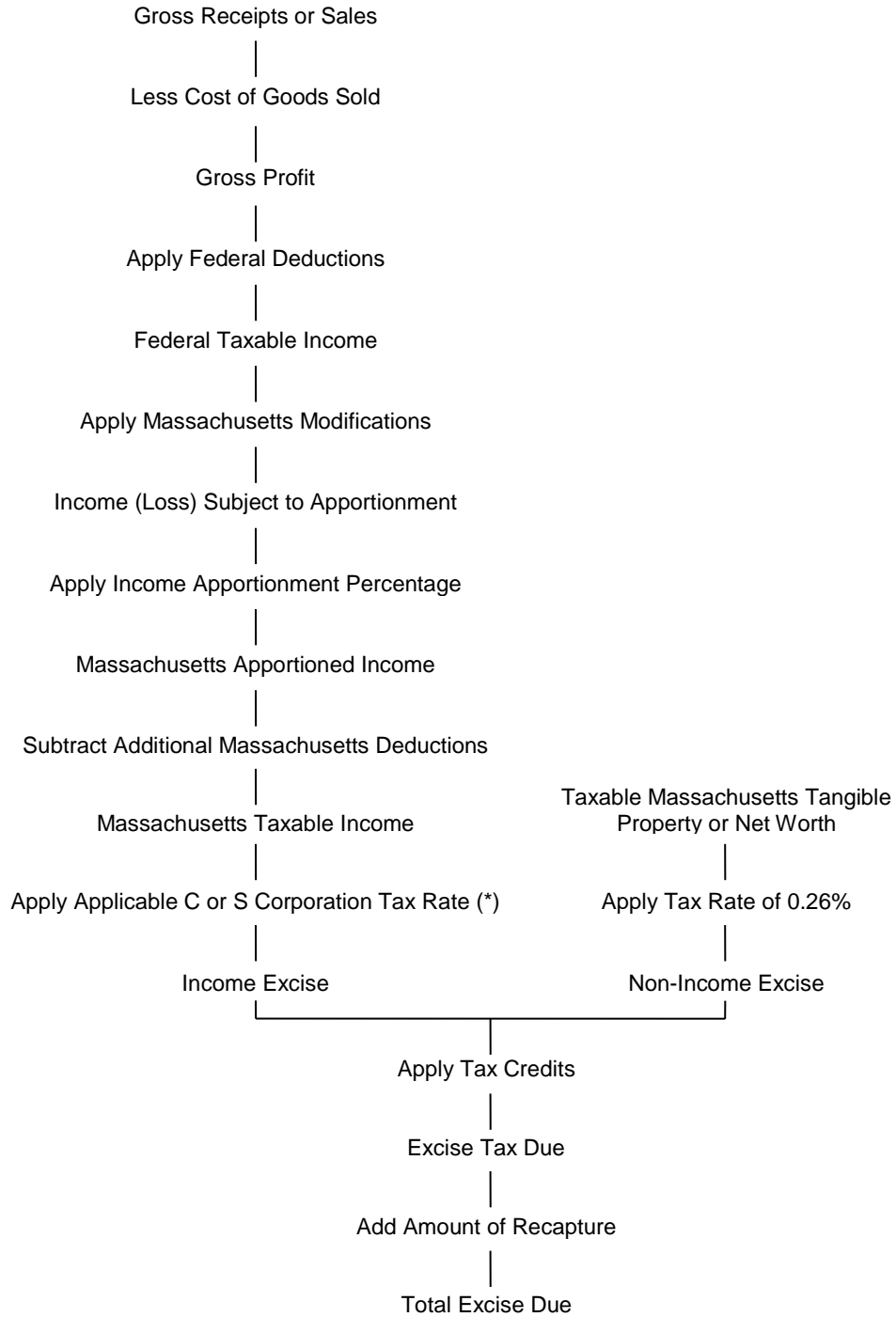
### **The Other Business Excises**

The other business excises possess some different features from the corporate excise. First, many of the financial institutions and public utilities still do not qualify for combined reporting, and no insurance companies are subject to combined reporting. Second, these businesses are not allowed to take net operating loss deductions. Third, financial institutions and public utility companies weigh the three apportionment factors (sales, payroll, property) equally. Fourth, the main tax base of insurance companies is the insurance premiums those companies have charged. Fifth, some credits such as the investment tax credit are not applicable to these businesses. There are some additional differences. For further details, refer to the applicable tax return forms. The basic structures of the excises for these businesses are described in the diagrams that follow. Please note that, prior to January 1, 2014, public utility corporations were subject to an excise tax of 6.5% on net income. Legislation enacted in 2013 repealed the separate excise tax for utility corporations, which are now subject to the corporate excise imposed on business corporations.

**Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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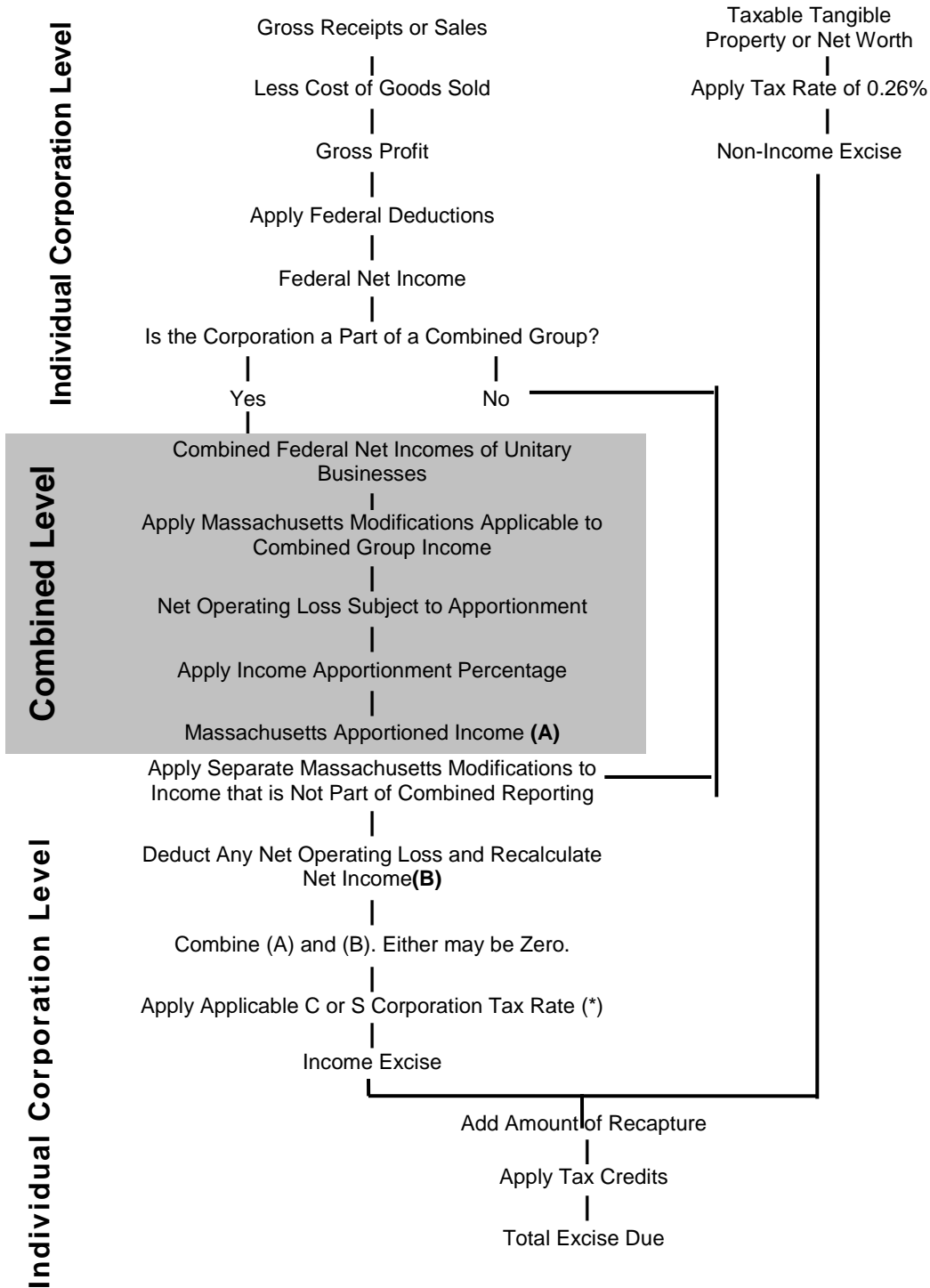
**Computation of Massachusetts Corporate Excise under Non-Combined Reporting**



\* See Appendix A for Further Details,

**Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

**Computation of Massachusetts Corporate Excise under Combined Reporting**



(\*) See Appendix A for further details. Except for non-income excise, this diagram applies to all combined filers.

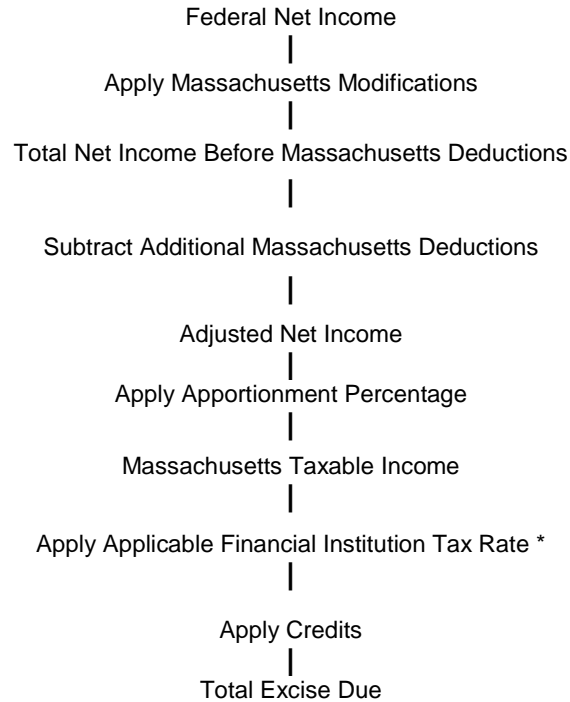


**Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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**Computation of the Financial Institution Excise (Non-Combined Reporting)**

**Financial Institution Excise**



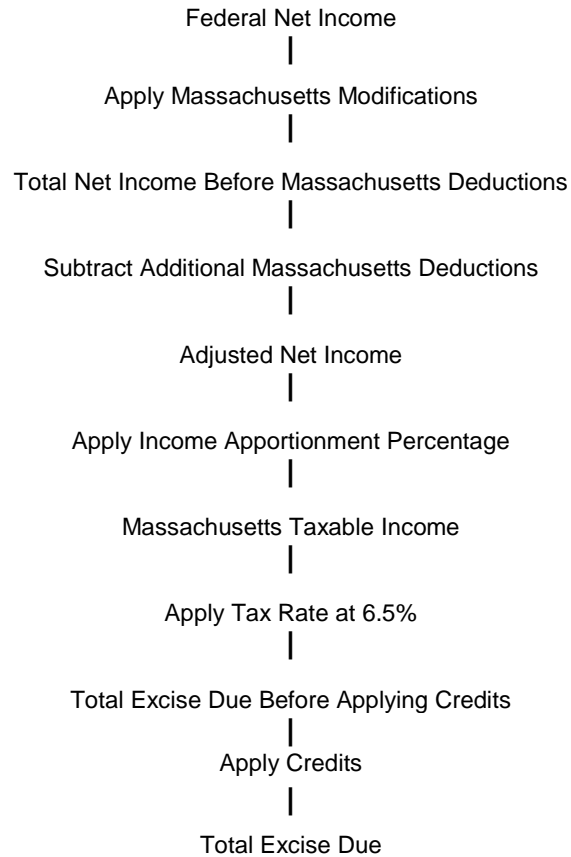
\* See Appendix A for Details

**Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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**Computation of Massachusetts Public Utilities Organization Excises (Non-Combined Reporting)**

**Public Utility Company Excise**

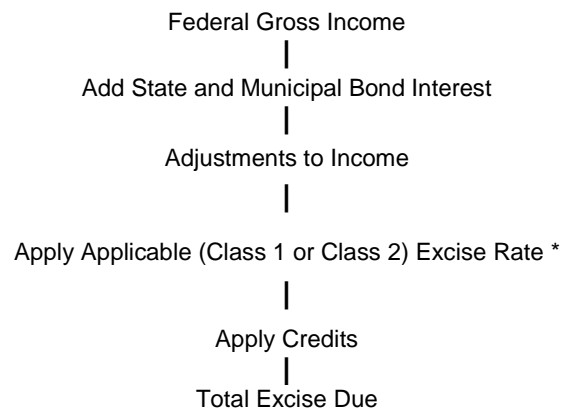


## Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise

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### Computation of the Security Corporation Excise

#### Security Corporation Excise



\* See Appendix A for Details

**Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

**Summary of 2013 Tax Forms for Insurance Companies**

Tax Form	Type of Company	Foreign or Domestic	Base of Tax	Tax Rate	Retaliatory Tax Provision
63-20P	Life Insurance	Domestic	Taxable life, accident and health insurance premiums, net value of policies	2% on life and acc./health ins. premiums	N/A
	Life Insurance	Foreign	Taxable life insurance premiums attributable to Massachusetts, accident and health insurance premiums	2% on all premiums	Yes
63-23P	Insurance Companies, except Life Insurance or Ocean Marine	Domestic	Taxable (non-life) insurance premiums and gross investment income	2.28% on premiums; then: 1%, 0.8%, 0.6%, 0.4%, 0.2% or 0.0% on investment income	N/A
	Insurance Companies, except Life Insurance or Ocean Marine	Foreign	Taxable premiums for insurance of property or interests attributable to Massachusetts	2.28%	Yes
	Preferred Providers (Accident and Health Insurers, Nonprofit Hospitals, HMO's, and other nonprofit medical, optometric or dental companies)	Domestic and Foreign	Gross premiums for coverage of persons who reside in Massachusetts	2.28%	N/A

## Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise

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### Types of Tax Expenditures

As with the personal income tax, the basic structure of the corporate excise tax is subject to several different types of modifications that can produce tax expenditures.

**Exclusions from Gross Income:** Gross income is the starting point in the calculation of the income component of the corporate excise. In the absence of tax expenditures, it would include all income received from all sources. Items of income that are excluded from gross income escape taxation permanently.

**Deferrals of Gross Income:** Where an item of income is not included in gross income in the year when it is actually received, but is instead included in a later year, the result is a tax expenditure in the form of an interest-free loan from the state to the taxpayer in the amount of the tax payment that is postponed.

**Deductions from Gross Income:** Certain amounts are subtracted from gross income to arrive at taxable income. Many of these deducted amounts reflect the costs of producing income (business expenses) and are not included in the corporate income measure of excise; such deductions are not tax expenditures. Other deductions, which do not reflect business expenses, but permit income to escape taxation permanently, do constitute tax expenditures.

**Accelerated Deductions from Gross Income:** In a number of cases, corporations are allowed to deduct business expenses from gross income at a time earlier than such expenses would ordinarily be recognized under accepted accounting principles. The total amount of the permissible deduction is not increased but it can be utilized more quickly to reduce taxable income. The result is to defer taxes, thus in effect occasioning an interest-free loan from the state to the taxpayer.

**Adjustments to Apportionment Formula:** In the case of a business that earns income both inside and outside the Commonwealth, an apportionment formula is used to determine what portion of the total business income to allocate to Massachusetts for the calculation of corporate excise. When the standard formula is adjusted to reduce the apportionment ratios for certain businesses, tax expenditures result. The practical effect is to exclude certain portions of those business incomes from taxation.

**Exclusions from Property Component:** In addition to the excise based on income, corporations pay the excise tax based on the value of their property in the state. To the extent that certain classes of property are not included in the excise's property measure, tax expenditures result.

**Credits against Tax:** After a corporation has computed its basic tax liability, it may subtract certain credit amounts in determining the actual amount of taxes due. It is important to note that, whereas one-dollar exclusion or deduction results in tax savings of only a few cents (one dollar times the applicable tax rate), one-dollar credit generally results in one-dollar tax saving.

## **Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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**Entity Exempt from Taxation:** In some cases, a business or other entity may be completely exempt from taxation. To the extent businesses or investment incomes go untaxed, tax expenditures result.

### **List of Corporate Excise Tax Expenditures**

#### **2.000 EXCLUSIONS FROM GROSS INCOME**

##### **2.001 Small Business Corporations**

In general, corporations organized under, or subject to, Chapters 156, 156A, 156B, 156C, 156D or 180 of Massachusetts General Laws (M.G.L.) or that have privileges, powers, rights or immunities not possessed by individuals or partnerships are subject to corporate excise. Certain corporations with no more than 100 shareholders may elect to be taxed, for both federal and state tax purposes, as “S corporations.”

There are two categories of income that are taxable to an S corporation at the entity level: 1) Income that is taxable to the S corporation at the entity level for federal purposes. Generally, S corporations are not subject to an entity-level tax for federal purposes, but some categories of income are taxable. Those amounts are taxable to S corporations in Massachusetts at the regular corporate / financial institution rates; 2) Other income to the corporation is subject to the reduced corporate rates that apply only to S corporations.

More details about the tax on the second category of income are following. The earnings of S corporations with total receipts of less than \$6 million are not generally subject to taxation at the corporate level. As of 2014, S corporations with total receipts of \$6 million or more are subject to a corporate excise: 1.87%(\*) for non-financial institutions and 2.53%(\*) for financial institutions if receipts are \$6 million or more but less than \$9 million, and 2.80%(\*) for non-financial institutions and 3.80%(\*) for financial institutions if receipts are \$9 million or more. In addition, S corporation net earnings (and losses) are attributed directly to shareholders (whether or not they are distributed as dividends) and are taxed at the individual shareholder level, generally at the applicable personal income tax rate (5.20% from 2014).

The difference between the manner in which income is taxed to an ordinary business corporation (including its shareholders) and an S corporation and its shareholders constitutes a tax expenditure. Massachusetts first adopted this treatment of corporations in 1986.

(\*) See Appendix A for further details on corporate rate change.

Origin: IRC, §§ 1361-1363; M.G.L. c. 62, § 17A; M.G.L. c. 63, §§ 23, 32D.  
Estimate: \$101.1

## **Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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- 2.002 Exemption of Income from the Sale, Lease or Transfer of Certain Patents  
Income from the sale, lease or other transfer of approved patents for energy conservation, and royalties and income from the sale, lease or other transfer of property subject to such patents are excluded from gross income for a period of 5 years.  
  
Origin: M.G.L. c. 63, § 30.3  
Estimate: Negligible
- 2.100 DEFERRALS OF GROSS INCOME**
- 2.101 Deferral of Tax on Certain Shipping Companies  
Certain companies with merchant marine capital construction funds receive up to a 25-year deferral of tax on that portion of their net income, which is set aside for construction, modernization, and major repair of ships.  
  
Origin: IRC, § 7518  
Estimate: \$0.4
- 2.200 DEDUCTIONS FROM GROSS INCOME**
- 2.201 Charitable Contributions and Gifts Deduction  
In computing net income, corporations may deduct charitable donations up to 10% of taxable incomes computed without the deductions. There is a carryover of excess contributions available for 5 succeeding taxable years.  
  
Origin: IRC, § 170 (b)(2)(A), (d)(2)(A)  
Estimate: \$24.3
- 2.203 Net Operating Loss (NOL) Carry-Forward  
There has been a statutory expansion of the general NOL carry-forward period from 5 to 20 years for business corporations, for taxable years beginning on or after January 1, 2010. There has also been a change to the calculation of an NOL carry-forward for tax years beginning on or after January 1, 2010; all carry-forward losses of eligible business corporations are to be carried forward on a post-apportioned basis, after applying the apportionment percentages of the corporations for the taxable year in which the losses are sustained. Financial institutions, public utilities, and insurance companies, which do not belong to regular corporate tax types, are not allowed to deduct NOL.  
  
Origin: IRC, § 172; M.G.L. c. 63, § 30.5; TIR 10-15.  
Estimate: \$192.3

## Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise

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- 2.204 Excess Natural Resource Depletion Allowance  
Taxpayers in extractive industries (mining or drilling for natural resources) may deduct a percentage of gross mining income as a depletion allowance ("percentage depletion") even if the cost basis of the property has been reduced to zero. The deduction may not exceed 50% (in some cases, 100%) of net income from the property. In the case of oil and gas, percentage depletion is available only to domestic oil and gas sold by "independent producers" (nonintegrated companies). The excess of the deduction, which is available using the percentage of gross income method of depletion over a depletion deduction based on cost, is a tax expenditure.
- Origin: IRC, §§ 613, 613A; M.G.L. c. 63, § 30.3.  
Estimate: \$0.9
- 2.205 Deduction for Certain Dividends of Cooperatives  
Farmers' cooperatives and certain corporations acting as cooperatives may deduct patronage dividends and other amounts from gross incomes. Cooperatives meeting certain requirements may deduct dividends on capital stocks and certain payments to patrons such as investment incomes. Under generally accepted rules for taxing corporations, the corporations cannot deduct dividends paid to shareholders.
- Origin: IRC, §§ 1381-1383  
Estimate: N.A.
- 2.206 Economic opportunity areas; tax deduction for renovation of abandoned buildings  
Businesses renovating eligible buildings in Economic Opportunity Areas may deduct 10% of the costs of renovation from gross incomes. This deduction may be in addition to any other deduction for which the cost of renovation may qualify. To be eligible for this deduction, renovation costs must be related to buildings designated as abandoned by the Economic Assistance Coordinating Council.
- Origin: M.G.L. c. 63, §38O  
Estimate: Negligible



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**2.300 ACCELERATED DEDUCTIONS FROM GROSS INCOME**

2.301 Modified Accelerated Cost Recovery System on Rental Housing  
Landlords and investors in rental housing may use accelerated methods of depreciation for new and used rental housing. Straight-line depreciation over the property's expected useful life is the generally accepted method for recovering cost, which is close to economic depreciation. However, through the past decades, systems which adopt accelerated depreciation methods have been introduced. The current system is MACRS (Modified Accelerated Cost Recovery System) which was enacted in 1986. This system further accelerated the rate of recovery of depreciation than under ACRS (Accelerated Cost Recovery System) which was enacted in 1981. Differences between MACRS and ACRS are 1) deductions from the 150% declining balance method to 200-percent declining balance; 2) certain assets were reclassified and the number of asset classes (80) was increased; and 3) the recovery period for residential rental property was extended to 27.5 years and for nonresidential real property to 31.5 years. For details, refer to the document, *Background and Present Law Relating to Cost Recovery and Domestic Production Activities*, which was published by the Joint Committee on Taxation in their homepage on March 6<sup>th</sup>, 2012.

The excess of allowable depreciation over the generally accepted depreciation constitutes a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC, § 168  
Estimate: \$3.8

2.303 Expenditures to remove architectural and transportation barriers to the handicapped and elderly  
Taxpayers may elect to deduct up to \$15,000 of the costs of removing architectural or transportation barriers to the handicapped in the year these costs are incurred. The immediate deduction of these expenditures, which would otherwise have to be capitalized and depreciated over a longer period, constitutes a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC, § 190  
Estimate: \$0.3

2.304 Election to Deduct and Amortize Business Start-up Costs  
Taxpayers who pay or incur business start-up costs and who subsequently enter the trade or business can elect to expense up to \$5,000 of the costs. The \$5,000 deduction amount is reduced dollar for dollar when the

## Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise

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start-up expenses exceed \$50,000. The balance of start-up expenses (if any) is amortized over a period of not less than 180 months, starting with the month in which the business begins. The election must be made no later than the date (including extensions) for filing the return for the tax year in which the business begins or is acquired. A taxpayer is deemed to have made an election to deduct and amortize start-up expenses for the tax year in which the active trade or business to which the expenses relate begins. A taxpayer who does not make the election must capitalize the expenses.

Origin: IRC, § 195  
Estimate: \$0.6

- 2.305 Modified Accelerated Cost Recovery System for Equipment  
For depreciable tangible personal property placed in service after 1980, capital costs may be recovered using the Accelerated Cost Recovery System (ACRS), which applies accelerated methods of depreciation over set recovery periods. For property placed in service after 1987, Massachusetts has adopted the Modified Accelerated Cost Recovery System (MACRS), which generally uses double declining balance depreciation over specified periods that are substantially shorter than actual useful lives (200% declining balance for 3-, 5-, 7- and 10-year recovery property and 150% declining balance for 15- and 20-year property). The excess of accelerated depreciation over economic depreciation constitutes a tax expenditure, resulting in a deferral of tax or an interest-free loan.

For the past decade, the federal government has allowed “bonus depreciation” which further accelerates depreciation for assets placed in service in certain years. However, Massachusetts does not follow it.

Origin: IRC, § 168  
Estimate: \$199.5

- 2.306 Deduction for Excess First-Year Depreciation  
Taxpayers may elect to expense certain business assets purchased during the taxable year. American Taxpayer Relief Act of 2012 (enacted January 1, 2013) increased the benefits, making changes to IRC sec. 179. For tax year 2012, Massachusetts adopts the increased federal amounts provided by IRC sec. 179. Hence, the total deduction cannot exceed \$500,000; for taxpayers whose investment in eligible assets exceeds \$2,000,000 in the year, the \$500,000 ceiling is reduced by \$1 for each dollar of investment above \$2,000,000. Any remaining cost may be depreciated according to MACRS as described in item 2.305. The immediate deduction constitutes a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC, § 179  
Estimate: \$ 2.9

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2.307 Modified Accelerated Depreciation on Buildings (other than Rental Housing)  
Construction may be depreciated under methods which produce faster depreciation than economic depreciation. The precise rules have been changed repeatedly in recent years by revisions of the federal tax code. For structures (other than housing) placed in service after 1986, federal law requires straight-line depreciation over a 31.5 year life. The excess of accelerated depreciation over economic depreciation is a tax expenditure. For a more detailed description of accelerated depreciation, see the description for item 2.301.

Origin: IRC, § 168  
Estimate: \$1.0

2.308 Expensing Research and Experimental Expenditures in One Year  
Taxpayers may elect to treat research or experimental expenditures incurred in connection with a trade or business as immediately deductible expenses. Under generally accepted accounting principles, at least some of these costs would otherwise be treated as capital expenditures and depreciated or amortized over a period of years. Their immediate deduction constitutes a tax expenditure, resulting in a deferral of tax or an interest-free loan.

Origin: IRC, § 174  
Estimate: \$97.4

2.309 Expensing Exploration and Development Costs  
Certain capital costs incurred in bringing a known mineral deposit into production are deductible in the year incurred. A portion of domestic mining exploration costs can also be expensed, although they will be recaptured if the mine reaches the production stage. Certain intangible drilling and development costs of domestic oil, gas, and geothermal wells are deductible when made, but to a certain extent may be recaptured upon disposition of oil, gas, or geothermal property to which they are properly chargeable. The immediate expensing of these costs, which would otherwise be capitalized and recovered through depreciation or through depletion as the natural resource is removed from the ground, results in a deferral of tax or an interest-free loan.

Origin: IRC, §§ 193, 263(c), 616, 617; M.G.L. c. 63, § 30.4.  
Estimate: \$0.9

2.311 Five-Year Amortization of Pollution Control Facilities  
Taxpayers may elect to amortize the cost of a certified pollution control facility over a five-year period, allowing for accelerated recovery of these costs. Accelerated recovery is only available for pollution control facilities subsequently added to plants that were in operation before 1976. The excess of accelerated recovery over depreciation deductions otherwise allowable results in a deferral of tax or an interest-free loan.

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Origin: IRC, § 169  
Estimate: N.A.

- 2.312      **Expensing of Alternative Energy Units**  
In determining net income, a corporation may elect to take an immediate deduction for expenditures made for certain solar or wind powered systems or units located in Massachusetts and used exclusively in the business, in lieu of all other deductions and credits including the deduction for depreciation. Without this provision, such expenditures would have to be capitalized and depreciated. The immediate deduction results in a deferral of tax or an interest-free loan.

Origin: M.G.L. c. 63, § 38H  
Estimate: \$0.4

- 2.313      **Seven-Year Amortization for Reforestation**  
Taxpayers may elect to amortize reforestation costs for qualified timber property over a seven-year period. In the absence of this special provision, these costs would be capitalized and depreciated over a longer period or recovered when the timber is sold. The accelerated cost recovery results in a deferral of tax or an interest-free loan.

Origin: IRC, § 194  
Estimate: 0.2

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### **2.400 ADJUSTMENTS TO APPORTIONMENT FORMULA**

- 2.401 Unequal Weighting of Sales, Payroll, and Property in the Apportionment Formula  
Corporations with a presence in Massachusetts and other states allocate incomes to the Commonwealth using a three-factor apportionment formula. A corporation's sales, payroll, and property in Massachusetts are compared to those outside Massachusetts.

Exporters benefit from an apportionment formula that weights sales more heavily than the other factors. Effective January 1, 1996, eligible defense corporations are allowed to use a formula that weights sales 100%. For other qualified manufacturers, a 100% sales weight was phased-in over 5 years, and was fully effective January 1, 2000. Corporations other than mutual fund corporations (see below) will continue to use a formula that weights sales 50%. Financial institutions and public utility companies weigh all factors equally and do not result in a tax expenditure.

Effective January 1, 1997 mutual fund corporations are allowed to attribute mutual fund sales to Massachusetts based on the domicile of shareholders in the mutual funds. Effective July 1, 1997, mutual fund corporations are allowed to apportion their income to Massachusetts based solely on the percentage of sales to Massachusetts residents.

Comment: In listing this item, it is assumed that a standard apportionment formula gives equal weight to sales, property and payroll. The estimate is of the impact of departing from this standard formula.

Origin: M.G.L. c. 63, § 38 (c), (k), (l), (m)  
Estimate: \$350.9

### **2.500 EXCLUSIONS FROM PROPERTY COMPONENT**

- 2.501 Nontaxation of Certain Energy Property  
Tangible property qualifying for the deduction for expenditures for alternative energy described in item 2.312 is not subject to taxation under the tangible property measure of the corporate excise.

Origin: M.G.L. c. 63, § 38H(f)  
Estimate: N.A.

- 2.502 Exemption for Property Subject to Local Taxation  
In computing the state corporate excise on tangible property, property subject to tax at the local level is exempt. Generally, the state taxes only the machinery of manufacturing corporations and exempts business real estate and tangible personal property.

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For purposes of estimating revenue loss from this tax expenditure, the state's rate on property (non-income measure), \$2.60 per \$1,000, has been applied.

Origin: M.G.L. c. 63, § 30(7)  
Estimate: \$199.1

### **2.600 CREDITS AGAINST TAX**

#### **2.602 Investment Tax Credit**

Manufacturing corporations and corporations engaged primarily in research and development, agriculture or commercial fishing are allowed to take a credit of 3% of the cost of depreciable real and tangible property. Such property must have a useful life of four years or more. The property must be used and located in Massachusetts on the last day of the taxable year. A corporation cannot take the credit on property which it leases to another. A corporation can take the credit on property which it leases from another (for property leased and placed in service on or after July 1, 1994). Generally, eligible corporate lessees making qualifying leasehold improvements may claim the credit. A corporation may carry over to the next succeeding 3 years any unused portion of its Investment Tax Credit (ITC), but it is neither transferable nor refundable.

To be consistent with all other estimates in this document, this estimate is based on actual investment tax credit claims of corporations from the most recent Corporate Excise Returns Report, and does not take into account increased tax revenues which may result from greater economic activities induced by the investment tax credit (i.e., the estimate is “static” rather than “dynamic”).

Origin: M.G.L. c. 63, § 31A (i), (j)  
Estimate: \$66.1

#### **2.603 Vanpool Credit**

Businesses are allowed to take a credit of 30% of the cost incurred during the taxable year for the purchase or lease of company shuttle vans used in the Commonwealth as part of an employer-sponsored ridesharing program. The shuttle vans must be used for transporting employees. This credit is neither transferable nor refundable, nor can it be carried forward.

Origin: M.G.L. c. 63, § 31E  
Estimate: Negligible

#### **2.604 Research Credit**

A credit is allowed for corporations which made basic research payments and/or incurred qualified research expenses conducted in Massachusetts

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during the taxable year. A corporation taking the research credit is limited in the amount that can be taken against the excise in any year. The credit cannot reduce the tax to less than \$456. The amount of credit is equal to: 100% of the first \$25,000 of excise; and 75% of any amount of excise remaining after the first \$25,000. The deduction allowed to a corporation for any research expenses generating a Massachusetts Research Credit must be reduced by the amount of the credit generated. This amount is added back to income. Any corporation which is a member of a combined group may share excess research credits with other members of the combined group. Corporations which are members of a controlled group or which are under common control with any trade or business (whether or not incorporated) are treated as a single taxpayer for purposes of determining the allowable Research Credit. The credit may be carried forward for up to 15 years with certain restrictions, but is neither transferable nor refundable.

Origin: M.G.L. c. 63, § 38M  
Estimate: \$188.9

- 2.605 EDIP/Economic Development Incentive Program Credit  
Pursuant to G.L. c. 62, § 6(g) and G.L. c. 63, § 38N, individuals and entities investing in qualified property for use exclusively in a certified project are entitled to a credit against tax for a percentage of the cost of the property. The credit is a key component of the Economic Development Incentive Program (EDIP) established pursuant to G.L. c. 23A. To be certified, the Economic Assistance Coordinating Council (EACC) must approve a project. The total dollar amount of the EDIPC that may be used in a calendar year is \$25 million. Included in the \$25 million annual cap are amounts (up to \$5 million) awarded pursuant to the certified housing development program authorized by G.L. c. 40V.

**For projects certified prior to January 1, 2010:** The project must be in an economic opportunity area and the credit is 5% of the cost of qualifying property. To qualify for the 5% credit, the property must be used exclusively in a certified project in an Economic Opportunity Area. The credit may be carried forward for up to 10 years with certain restrictions.

**For projects certified after January 1, 2010:** Sections 21 to 24 and 47 of chapter 166 of the Acts of 2009 made significant changes to EDIP. Under the amended provisions of the EDIP, the EACC may authorize taxpayers participating in certified projects to claim tax credits up to 40% of the cost of qualifying property. The EDIPC for manufacturing retention projects, if authorized by the EACC, may be refundable “at the option of the taxpayer”. If the credit balance is refunded to the taxpayer, the carryover provisions shall not apply. This credit is not transferable.

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Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 63, § 38N  
Estimate: \$24.0

- 2.606 Credit for Employing Former Full-Employment Program Participants  
Employers who continue to employ former participants of the §110(1) full employment program in non-subsidized positions are eligible to receive a tax credit equal to \$100 per month for each month of non-subsidized employment, up to a maximum of \$1,200 per employee, per year. For further discussion, see 830 CMR 118.1.

Origin: St. 1995, c. 5, § 110(m)  
Estimate: Not Active

- 2.607 Harbor Maintenance Tax Credit  
Corporations are allowed to take a credit against the corporate excise for certain harbor maintenance taxes paid to the U.S. Customs Service pursuant to IRC sec. 4461. A corporation is eligible for the credit if the tax paid is attributable to the shipment of break-bulk or containerized cargo by sea and ocean-going vessels through a Massachusetts harbor facility. The credit is not subject to the 50% limitation; however, it may not reduce the tax liability to less than the minimum excise of \$456. The credit may be carried forward for up to 5 years, but is neither refundable nor transferable.

Origin: M.G.L. c. 63, § 38P  
Estimate: \$1.6

- 2.608 Brownfields Credit  
Taxpayers are allowed to take a credit for amounts expended to rehabilitate contaminated property owned or leased for business purposes and located within an economically distressed area. The eligibility period for the Brownfields Credit has been lengthened.

Recent legislation extends the Brownfields credit to nonprofit organizations, extends the time frame for eligibility for the credit, and permits the credit to be transferred, sold, or assigned. Under prior law, net response and removal costs incurred by a taxpayer between August 1, 1998 and August 5, 2005, were eligible for the credit provided that the environmental response action before August 5, 2005. As a result of the recent legislation, the environmental response action commencement cut-off date is changed from August 5, 2005 to August 5, 2018, and the time for incurring eligible costs that qualify for the credit is extended to January 1, 2019. See TIR 13-15 for more information.

The credit may be carried forward for up to 5 years. The amount of the credit



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varies according to the extent of the environmental remedy. If the taxpayer's permanent solution or remedy operation status includes an activity and use limitation, then the amount of the credit is 25% of the net response and removal costs incurred by the taxpayer. However, if there is no activity and use limitation, then the amount of the credit is 50% of the net response and removal costs. Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit

Origin: M.G.L. c. 63, § 38Q.

Estimate: \$41.0

### **2.609 Low Income Housing Credit**

The Low-Income Housing Credit is administered through the Massachusetts Department of Housing and Community Development (DHCD). The Low Income Housing Credit is available to taxpayers for the construction or development of low income housing. The amount of credit that a taxpayer may claim for a qualified Massachusetts project is allocated by the DHCD and is based on a total pool of money awarded to the Commonwealth. The LIHC is not subject to the 50% limitation rule for corporate taxpayers. If the taxpayer disposes of the property generating the LIHC, a portion of the credit may be subject to recapture.

Under prior law, the Massachusetts low-income housing tax credits were available only to taxpayers who had been allocated federal low-income housing tax credits. Effective August 1, 2010, the Act allows the Department of Housing and Community Development to grant state low-income housing credits (within the annual cap) to otherwise eligible projects that do not receive a federal low-income housing credit. Note that the annual cap temporarily increases from \$50 million per year to \$100 million per year for tax years 2013 and 2014, but will return to \$50 million per year from 2015.

The credit may be carried forward for up to 5 years and may be transferred or sold to another taxpayer, but it is not refundable. Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 63, § 31H

Estimate: \$73.5

### **2.610 Historic Buildings Rehabilitation Credit**

To claim this credit, a historic rehabilitation project must be complete and have been certified by the Massachusetts Historical Commission, which determines the amount of qualifying expenditures. Filers may claim up to 20% of their qualified rehabilitation expenditures.

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Unused portions of the credit may be carried forward for up to 5 years and transferred or sold to another taxpayer, but are not refundable. The Historic Rehabilitation Credit (HRC) is not subject to the 50% limitation rule for corporate taxpayers. If the taxpayer disposes of the property generating the HRC, a portion of the credit may be subject to recapture.

The expenditure for this item (combined with the Historic Rehabilitation Credit for personal income tax filers, item 1.610) was originally capped at \$15 million per year, with a start date for the credit of January 1, 2005 and an end date of December 31, 2009. Chapter 123 of the Acts of 2006 extended the availability of the credit for an additional 2 years, to December 31, 2011. Again, Chapter 131 of the Acts of 2010 extended the availability of the credit for an additional 6 years to December 31, 2017, with an annual cap of \$50 million.

Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

For further discussion, see TIR 10-11.

Origin: M.G.L. c. 63, § 38R  
Estimate: \$40.8

2.614

### **Film (or Motion Picture) Credit**

For taxable years beginning on or after January 1, 2006 and before January 1, 2023, Massachusetts allows two credits for motion picture production companies who meet certain qualification requirements. Production companies who incur at least \$50,000 of production costs in Massachusetts are eligible for income and corporate excise tax credits equal to 25% of the total Massachusetts payroll for the production, excluding salaries of \$1 million and higher. In addition, production companies whose Massachusetts production expenses exceed 50% of the total production cost receive an income and corporate excise tax credit of 25% of the total Massachusetts production expense. Supporting documentation is available to the Department of Revenue upon request.

This tax credit is refundable at 90% of the approved credit amounts by the written election of the taxpayer or may be carried forward for up to 5 years. In addition, all or any portion of tax credits issued may be transferred, sold or assigned to other taxpayers with tax liabilities under chapter 62 (the individual income tax) or chapter 63 (the corporate or other business excise taxes). For applications submitted prior to January 1, 2007, film tax credits were capped at \$7,000,000 for any one motion picture production; for applications submitted on or after January 1, 2007, there is no cap. Also, the sunset date for the film incentives statute has been extended from January 1, 2013 to January 1, 2023. Insurance companies, financial institutions, and public

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utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 63, § 38X; TIR 07-15  
Estimate: \$87.8

### 2.615 Medical Device User Fee Credit

The Medical Device Credit is equal to 100% of the user fees actually paid to the United States Food and Drug Administration (USFDA) by a medical device company during the taxable year for which the tax is due for pre-market submissions (e.g., applications, supplements, or 510(k) submissions) to market new technologies or upgrades, changes, or enhancements to existing technologies, developed or manufactured in Massachusetts. The credit may be carried forward for up to 5 years. Also the credit may be transferred or sold to another taxpayer, but is not refundable. Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 63, § 31L  
Estimate: \$0.5

### 2.616 Devens Refundable Tax Credit

Effective July 21, 2006, the Economic Opportunity Area credit was made refundable for certain projects. Notwithstanding subsections (b) to (d), inclusive, of section 38N of chapter 63 of the General Laws, in the event that a credit allowed under said section 38N of said chapter 63 exceeds the tax otherwise due under said chapter 63, the balance of that credit shall be refundable to the taxpayer in the taxable year in which qualified property giving rise to that credit is placed in service. This applies to credits for projects in the biotechnology industry, certified on or after June 1, 2006 and before June 1, 2008 by taxpayers who committed to investment of not less than \$650 Million over a period of 8 years and the creation of not fewer than 550 new jobs at the project site. "Project" means the design, planning, permitting, site preparation, construction, development, and operation of infrastructure and other improvements, including demolition of existing structures and design and construction of necessary replacement structures on adjacent or proximate land, and upgrades to the existing electric and gas utility systems serving the *Devens Regional Enterprise Zone*, as established by chapter 498 of the acts of 1993, to support the operation of a large scale biologics pharmaceutical manufacturing facility, or reasonably required to facilitate complete development, construction, and operation of such a facility. (See item 2.605)

Origin: M.G.L. c. 63, § 38N, St. 2006, c. 173, § 3  
Estimate: N.A.

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- 2.617 Life Sciences Tax Incentive Program  
On June 16, 2008, “An Act Providing for the Investment in and Expansion of the Life Sciences Industry in the Commonwealth” was passed. The Act established the Life Sciences Tax Incentive Program which initially included, among other things, the following credits: the life sciences research credit, the life sciences refundable research credit, the life sciences refundable investment tax credit, and the life sciences FDA user fees credit, effective from January 1, 2009 through December 31, 2018. Effective January 1, 2011, the life sciences refundable jobs credit was added to this program. Since the tax expenditures under this line item will be subject to approval and their composition will differ from year-to-year, it is not known what proportion will be in the form of corporate tax credits as opposed to income tax credits. However, because the Department of Revenue believes that the largest portion of the tax expenditures described in this line item will be in the form of corporate tax credits, it has placed it in this section of the tax expenditure budget. Except for the life sciences research credit, the other credits are refundable up to 90%. Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 62, §§ 6(m), (n), and (r) and c.63, §§38M (j), 38U, 38W and 38CC  
Estimate: \$24.5

- 2.618 Dairy Farmer Credit

The Massachusetts dairy farmer tax credit was established to offset the cyclical downturns in milk prices paid to dairy farmers and is based on the U.S. Federal Milk Marketing Order for the applicable market, such that when the U.S. Federal Milk Marketing Order price drops below a trigger price anytime during the taxable year the taxpayer will be entitled to the tax credit. The total cumulative value of the credits authorized pursuant to this section combined with section 6(o) of chapter 62 of the General Laws shall not exceed \$4,000,000 annually.

A taxpayer who holds a certificate of registration as a dairy farmer pursuant to M.G.L. Ch. 94, sec. 16A is allowed to take a refundable tax credit based on the amount of milk produced and sold. These credits may not be sold or transferred to another taxpayer, but are refundable at 100% of face value. Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 63, § 38Z  
Estimate: \$0.5

- 2.619 Conservation Land Tax Credit  
A tax credit is allowed for qualified donations of certified land to a public or

## **Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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private conservation agency. The credit is equal to 50% of the fair market value of the qualified donation. The amount of the credit that may be claimed by a taxpayer for each qualified donation cannot exceed \$50,000. Approval of the donation is required from the Secretary of the Office of Energy & Environment Affairs. The credits may not be sold or transferred to another taxpayer, but are refundable. The total credits that may be approved are capped at \$2.0 million annually for the combined amount from personal income tax filers and chapter 63 taxpayers.

Insurance companies, financial institutions, and public utilities, which do not belong to regular corporate tax types, are also allowed to apply for this credit.

Origin: M.G.L. c. 63, § 38AA  
Estimate: \$0.0

### 2.620 Employer Wellness Program Tax Credit

The 2012 Health Care Act established an Employer Wellness Program Tax Credit that is effective for tax years beginning on or after January 1, 2013 and is set to expire on December 31, 2017. The Employer Wellness Program Tax Credit was created to provide incentives for business to recognize the benefits of wellness programs with the goal of providing smaller businesses with an expanded opportunity to implement these programs. The credit is available to both chapter 62 and chapter 63 taxpayers (personal income taxpayers and corporate & business excise taxpayers).

The Department of Public Health (DPH) will administer the credit program by: 1) determining standards for an Employer Wellness Program that will qualify for the credit; 2) approving a dollar amount of credit for a qualifying taxpayer and issue a certificate to be filed with the appropriate tax return; 3) by developing regulations and procedures with the Department of Revenue to implement the credit program. A business will apply to the DPH describing the proposed wellness program to be implemented by the business and providing an estimated budget and applicable taxpayer identification number.

The credit is set at 25 percent of the costs associated with implementing a “certified wellness program.” The maximum amount of Employer Wellness Program Credits available to a taxpayer is \$10,000 in any tax year. The total amount of Employer Wellness Program Credits authorized by the DPH is subject to a \$15,000,000 annual cap starting calendar year 2013. The Employer Wellness Program Tax Credit is non-refundable and non-transferrable. However, the portion of the Employer Wellness Program Tax Credit that exceeds the tax for the taxable year may be carried forward and applied against such taxpayer’s tax liability in any of the succeeding 5 taxable years. DPH has promulgated a regulation, 105 CMR 216.000, entitled Massachusetts Wellness Tax Credit Incentive, which sets forth criteria for

## Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise

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authorizing and certifying the credit.

Origin: St. 2012, c. 224, §§ 41, 41A, 56, 56A, 238, 239, 297, and 298. M.G.L. c. 62, § 6N; M.G.L. c. 63, § 38FF.

Estimate: \$9.4

### 2.621 Community Investment Tax Credit

The 2012 Jobs Act provides a Community Investment Tax Credit that is effective January 1, 2014 and is set to expire on December 31, 2019. It was created to enable local residents and stakeholders to work with and through community development corporations to partner with nonprofit, public and private entities to improve economic opportunities for low and moderate income households and other residents in urban, rural and suburban communities across the commonwealth. The credit is available to both chapter 62 and chapter 63 taxpayers (personal income taxpayers and corporate & business excise taxpayers).

The Department of Housing and Community Development will administer the credit program by: 1) issuing a certification to a taxpayer after the taxpayer makes a qualified investment; 2) authorizing a dollar amount of credit for a qualified investment; 3) developing regulations and procedures with the Department of Revenue to implement the Community Investment Credit.

The certification will be acceptable as proof that the expenditures related to such investment constitute qualified investments for purposes of the community investment credit. The Community Investment Credit is set at 50 percent of the total qualified investments made by a taxpayer in a “community partner,” *i.e.*, a “community development corporation” or a “community support organization,” selected by the Department of Housing and Community Development through a competitive process. A qualified investment must be in the form of a cash contribution of at least \$1,000. A taxpayer may invest in more than one community partner, but may not claim more than \$1,000,000 of credits in any single taxable year. A taxpayer must claim the credit in the taxable year in which a qualified investment is made. The total amount of Community Investment Credits is subject to a \$3,000,000 cap in 2014, and an annual cap of \$6,000,000 in 2015 to 2019, inclusive. This credit is non-refundable, but it is transferrable and it could be carried over up to five years.

Origin: St. 2012, c. 238, §§ 29, 30, 35, 36 ; M.G.L. c. 62, § 6M; M.G.L. c. 63, § 38EE

Estimate: \$2.3

### 2.700 ENTITY EXEMPT FROM TAXATION

#### 2.701 Exemption of Credit Union Income

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**Fiscal Year 2015 Tax Expenditure Budget – Corporate and Other Business Excise**

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Credit unions, which are in effect mutual business organizations, are considered tax-exempt organizations for federal income tax purposes and therefore are generally exempt from the corporate excise, except are taxable on unrelated business income.

Comment: The estimate applies to only state-chartered credit unions.

Origin: IRC, s. 501(c)(14)(A); M.G.L. c. 63, § 30  
Estimate: \$12.2

- 2.702 Tax-Exempt Organizations  
Corporations considered to be tax-exempt under section 501 of the Internal Revenue Code (such as religious, scientific or educational organizations) are taxable under the corporate excise only on their unrelated business taxable income as defined in section 512 of the Code. They are not taxable on other income and are not subject to the non-income measure or on the minimum excise. This non-taxation creates a tax expenditure.

Origin: IRC, § 501, M.G.L. c. 63, § 30  
Estimate: N.A.

- 2.703 Exemption for Regulated Investment Companies  
Regulated Investment Companies are exempt from the corporate excise. This item constitutes a tax expenditure in Massachusetts, though it is not considered a tax expenditure at the federal level.

Origin: M.G.L. c. 63, § 68C(8).  
Estimate: N.A.

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**KEY: ORIGIN**  
**IRC** Federal Internal Revenue Code (26 U.S.C.)  
**M.G.L.** Massachusetts General Laws  
**U.S.C.** United States Code  
**ESTIMATES**  
All estimates are in \$ millions.

## **Fiscal Year 2015 Tax Expenditure Budget – Sales Tax**

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Massachusetts imposes a sales and use tax on retail sales. In addition to the sales and use tax, there are several separate excises, each limited to a particular type of commodity. These special excises have not been included in this tax expenditure budget.

The Massachusetts sales and use tax, first imposed in 1966, was levied at a rate of 5%. Effective on and after August 1, 2009, the rate was changed from 5% to 6.25%. The sales tax applies to sales made within the state, and the use tax to property and services purchased outside of Massachusetts but intended for use within the state.

Revenue from the sales and use tax represented 23.5% of total Department of Revenue tax collections for Fiscal Year 2013, and was the second largest source of tax revenue after the income tax.

### **Sales and Use Tax: Basic Structure**

**Tax Base:** For the purposes of this tax expenditure budget, we have chosen not to make any assumptions about the base of the Massachusetts sales and use tax. Some people take a narrow view of what a retail sale is, limiting the term to sales to final consumers, i.e., individuals. Others would include sales to businesses, especially in instances where the purchase will not become an ingredient or component in a product to be sold. In an effort to acknowledge both theories, we will simply list the various exemptions under the sales tax. Some or many of these exemptions could be considered to be properly excluded from the tax base depending upon one's point of view.

**Taxable Unit:** The sales and use tax is levied on the property or service to be sold or used.

**Rate Structure:** The sales and use tax rate is 6.25% of the price.

**Taxable Period:** Except for sales of motor vehicles, in which the tax is imposed and paid by the purchaser to the Registry of Motor Vehicles, the tax is imposed at the time of sale and remitted at specified intervals by the vendor. The use tax is paid directly to the Department of Revenue by the user of the item, and may be paid annually or more often (typically monthly).

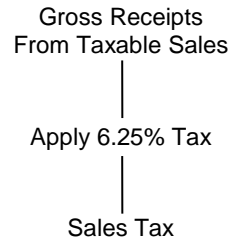
**Interstate and International Aspects:** Massachusetts applies the destination principle to international and interstate sales. Accordingly, exports are exempt and imports are taxable under the sales and use tax. Statutory exemptions for exports of property and for services used outside of the Commonwealth are therefore not listed as tax expenditures.



## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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### Computation of Massachusetts Sales and Use Tax by Vendor\*



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\* A purchaser is also responsible for paying use tax directly to the Commonwealth on the sales price of taxable property or services purchased out-of-state and stored, used, or otherwise consumed in the Commonwealth, provided that a sales and use tax of 6.25% or more has not been paid separately to another state.

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## **Fiscal Year 2015 Tax Expenditure Budget – Sales Tax**

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### **Types of Tax Expenditures under the Sales Tax**

In the case of the sales tax, all tax expenditures are of a single type. They all result from the exclusion of certain transactions from the taxable base. The exclusion can be based on any of a number of characteristics of the transaction - who the buyer is, who the seller is, what the product or service is, what the product or service will be used for, etc. - but structurally all such tax expenditures operate in the same way. Hence, we have omitted the designation of tax expenditure types from the descriptions in this section.

### **List of Sales and Use Tax Expenditures**

#### **3.000 EXEMPT ENTITIES**

- 3.001 Exemption for Sales to the Federal Government  
Sales to the federal government are exempt from sales tax.  
  
Origin: M.G.L. c. 64H, § 6(d)  
Estimate: N.A.
- 3.002 Exemption for Sales to the Commonwealth  
Sales to the Commonwealth, its agencies and political subdivisions are exempt from sales tax.  
  
Origin: M.G.L. c. 64H, § 6(d)  
Estimate: N.A.
- 3.003 Exemption for Sales to Tax-Exempt Organizations  
Non-profit organizations are exempt from sales tax on purchases of goods and services to be used in carrying out their tax-exempt purposes.  
  
Comment: This estimate excludes sales of building materials and supplies used in construction contracts, which are covered under item 3.412.  
  
Origin: M.G.L. c. 64H, § 6(e) and (x)  
Estimate: \$450.4
- 3.004 Exemption for Sales of Tangible Personal Property to Motion Picture Production Companies  
Sales of tangible personal property to a qualifying motion picture production company or to an accredited film school student for the production expenses related to a school film project are exempt from the sales tax.  
  
Origin: M.G.L. c. 64H, § 6(ww)  
Estimate: \$0.1

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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- 3.005 Exemption for Sales of Certain Tangible Personal Property Purchased for a Certified Life Sciences Company  
Sales of tangible personal property purchased for a certified life sciences company, to the extent authorized pursuant to the life sciences tax incentive program, for use in connection with the construction, alteration, remodeling, repair or remediation of research, development or manufacturing facilities and utility support systems, are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(xx)  
Estimate: \$0.2

### **3.100 EXEMPT PRODUCTS/SERVICES**

- 3.101 Exemption for Food  
Food for human consumption is exempt from sales tax, including food purchased with federal food stamps. The exemption does not cover meals served in restaurants and similar establishments. Meals are taxed under the sales tax at a rate of 6.25%.

Origin: M.G.L. c. 64H, § 6(h) and (kk)  
Estimate: \$700.7

- 3.102 Exemption for Certain Food and Beverages Sold in Restaurants  
Although generally food and beverages sold in restaurants are taxed, there are certain exceptions. These are: a) food sold by weight, measure, count, or in unopened original containers or packages (for example, milk, meat, bread); b) beverages in unopened original containers which have a capacity of at least 26 fluid ounces; and c) bakery products sold in units of six or more.

Origin: M.G.L. c. 64H, § 6(h)  
Estimate: N.A.

- 3.103 Exemption for Clothing  
Sales of clothing or footwear up to \$175 per item are exempt from sales tax. The exemption does not include special clothing or footwear designed for athletic or protective uses and not normally worn except for these uses.

Origin: M.G.L. c. 64H, § 6(k)  
Estimate: \$271.2

- 3.104 Exemption for Medical and Dental Supplies and Devices  
Medical and dental supplies and devices, such as prescription drugs, oxygen, blood, artificial limbs and eyeglasses, are exempt from sales tax.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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Origin: M.G.L. c. 64H, § 6(l) and (z)

Estimate: \$485.7

- 3.105 Exemption for Water  
Sales and service of water are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(i)

Estimate: \$54.5

Comment: This estimate excludes sales of bottled water, which are included under item 3.101.

- 3.106 Exemption for Newspapers and Magazines  
Newspapers and magazines are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(m)

Estimate: \$35.7

- 3.107 Exemption for the American Flag  
The American flag is exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(w)

Estimate: N.A.

- 3.108 Exemption for Certain Precious Metals  
Sales valued at \$1,000 or more of the following precious metals are exempt from the sales tax: rare coins of numismatic value; gold or silver bullion or coins; and gold or silver tender of any nation which is traded and sold according to its value as precious metal. Fabricated precious metals that have been processed or manufactured for industrial, professional, or artistic use do not qualify for the exemption.

Origin: M.G.L. c. 64H, § 6(ll)

Estimate: N.A.

- 3.109 Exemption for Cement Mixers  
Concrete mixing units mounted on the back of trucks are exempt from sales tax. Spare parts for such units are also exempt. The truck chassis is subject to sales tax.

Origin: M.G.L. c. 64H, § 6(y)

Estimate: N.A.

## **Fiscal Year 2015 Tax Expenditure Budget – Sales Tax**

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- 3.112 Exemption for Aircraft & Aircraft Parts  
Airplanes, helicopters, balloons and other aircraft are exempt from sales tax. Also exempt are parts used exclusively for the repair of aircraft.

Origin: M.G.L. c. 64H, § 6(uu) and (vv)  
Estimate: \$14.6

- 3.113 Exemption for Breast Pumps  
Physician-prescribed, medically necessary breast pumps are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(l)  
Estimate: included in item 3.104

### **3.200 EXEMPT, TAXED UNDER ANOTHER EXCISE**

- 3.201 Exemption for Alcoholic Beverages  
Alcoholic beverages, except those sold as part of a meal, were exempt from sales tax through July 31, 2009. Effective August 1, 2009, this exemption was repealed. However, as the result of a referendum question on the November 2, 2010 ballot, this exemption was reinstated, effective for sales on or after January 1, 2011. Alcoholic beverages are also subject to an excise tax determined by volume.

Origin: M.G.L. c. 64H § 6(g)  
Estimate: \$116.8

Comment: Revenues collected under the alcoholic beverages excise were \$76.1 million in Fiscal Year 2012 and \$76.3 million in Fiscal Year 2013.

- 3.202 Exemption for Motor Fuels  
Motor fuels are exempt from sales tax. They are subject to an excise at a rate higher than 6.25% of the retail price. The estimate represents revenues that would be collected under the sales tax if motor fuels were taxed at 6.25% of the retail price. Effective July 31, 2013, the excise on gasoline and special fuels was increased from 21 cents per gallon to 24 cents per gallon.

Origin: M.G.L. c. 64H, § 6(g)  
Estimate: \$723.7

Comment: Revenues collected under the motor fuels excise were \$662.0 million in Fiscal Year 2012 and \$651.6 million in Fiscal Year 2013.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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### **3.300 EXEMPT COMPONENT OF A PRODUCT OR CONSUMED IN PRODUCTION**

3.301 Exemption for Items Used in Making Clothing  
Sales of materials used in making clothes, such as thread and fabric, are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(v)  
Estimate: N.A

3.302 Exemption for Materials, Tools, Fuels and Machinery Used in Manufacturing  
Materials, tools, fuels and machinery, including spare parts, used in manufacturing are exempt from sales tax if they become components of a product to be sold or are consumed or directly used in the manufacturing process.

Origin: M.G.L. c. 64H, § 6(r) and (s)  
Estimate: \$621.2

3.303 Exemption for Materials, Tools, Fuels and Machinery Used in Research and Development  
Materials, tools, fuels and machinery, including spare parts, used in research and development by certified manufacturing or research and development corporations are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(r) and (s)  
Estimate: \$72.6

3.304 Exemption for Materials, Tools, Fuels, and Machinery Used in Furnishing Power  
Materials, tools, fuels, and machinery, including spare parts, used in furnishing gas, water, steam, or electricity to consumers through mains, lines or pipes are exempt from sales tax if they are consumed or directly used in furnishing the power.

Origin: M.G.L. c. 64H, § 6(r) and (s)  
Estimate: \$79.7

Comment: Estimate excludes costs associated with the natural gas industry due to a lack of reliable data.

3.306 Exemption for Materials, Tools, Fuels, and Machinery Used in Newspaper Printing  
Materials, tools, fuels, and machinery, including spare parts, used in newspaper printing are exempt from sales tax if they become components of a product to be sold or are consumed or directly used in newspaper publishing.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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Origin: M.G.L. c. 64H, § 6(r) and (s)  
Estimate: \$65.4

- 3.308 Exemption for Materials, Tools, Fuels, and Machinery Used in Agricultural Production  
Materials, tools, fuels, and machinery, including spare parts, used in agricultural production are exempt from sales tax if they become components of products to be sold or are consumed or directly used in agricultural production. The exemption includes the same items when used for the production of livestock, poultry and animals in research. Also included are seeds and plants used to grow food for human consumption outside the agricultural industry (e.g., by home gardeners).

Origin: M.G.L. c. 64H, § 6(r), (s) and (p)  
Estimate: \$15.1

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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- 3.309 Exemption for Vessels, Materials, Tools, Fuels, and Machinery Used in Commercial Fishing  
Materials, tools, fuels, and machinery, including spare parts, used in commercial fishing are exempt from sales tax if they become components of a product to be sold or are consumed or directly used in commercial fishing.

Origin: M.G.L. c. 64H, § 6(r), (s) and (o)  
Estimate: \$14.4

- 3.310 Exemption for Materials, Tools, Fuels and Machinery Used in Commercial Radio and TV Broadcasting  
Materials, tools, fuels and machinery, including spare parts, used in commercial radio and TV broadcasting are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(r) and (s)  
Estimate: N.A.

### **3.400 EXEMPTIONS FOR SPECIFIED USES OF PRODUCTS/SERVICES**

- 3.401 Exemption for Electricity  
Residential electricity, electricity purchased by businesses with five or fewer employees, and electricity purchased for qualified industrial use is exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(i) and (qq)  
Estimate: \$325.6

- 3.402 Exemption for Fuel Used for Heating Purposes  
Residential heating fuel, heating fuel purchased by businesses with five or fewer employees, and heating fuel purchased for qualified industrial use is exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(j) and (qq)  
Estimate: \$83

Comment: This estimate is based on purchases of heating oil only; natural gas is included in item 3.403.



## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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- 3.403      Exemption for Piped and Bottled Gas  
Residential gas, gas purchased by businesses with five or fewer employees, and gas purchased for qualified industrial use is exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(i) and (qq)  
Estimate: \$145.8
- Comment: Estimate is for piped gas only.
- 
- 3.404      Exemption for Steam  
Residential steam, steam purchased by businesses with five or fewer employees, and steam purchased for qualified industrial use are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(i) and (qq)  
Estimate: \$14.4
- 
- 3.405      Exemption for Certain Energy Conservation Equipment  
Equipment for a solar, wind or heat pump system used as a primary or auxiliary energy source in a principal residence is exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(dd)  
Estimate: N.A.
- 
- 3.406      Exemption for Funeral Items  
Coffins, caskets, and other funeral items are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(n)  
Estimate: \$13.1
- 
- 3.407      Exemption for a Motor Vehicle for a Paraplegic  
A motor vehicle owned and registered for the personal use of a paraplegic is exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(u)  
Estimate: \$1.3
- 
- 3.408      Exemption for Textbooks  
Textbooks and other books required for instruction in educational institutions are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(m)  
Estimate: \$49.8

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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- 3.409      Exemption for Books Used for Religious Worship  
Bibles, prayer books and other books used for religious worship are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(m)  
Estimate: N.A.
- 3.410      Exemption for Containers  
Most containers are exempt from sales tax. These include sales of empty returnable and non-returnable containers to be filled and resold, containers the contents of which are exempt from the sales tax, and returnable containers when sold with the contents or resold for refilling.
- Origin: M.G.L. c. 64H, § 6(q)  
Estimate: \$170
- 3.411      Exemption for Certain Sales by Typographers, Compositors, Color Separators  
Sales by typographers, compositors or color separators of composed type, film positives and negatives and reproduction proofs, or transfers of such items to a printer, publisher, or manufacturer of folding boxes for use in printing, are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(gg)  
Estimate: N.A.
- 3.412      Exemption for Sales of Building Materials and Supplies to be Used in Connection with Certain Construction Contracts  
Materials and supplies used in connection with construction contracts with the United States and the Commonwealth of Massachusetts, or any of its subdivisions are tax exempt where the construction is for public purposes. Materials and supplies used in connection with construction contracts with a tax-exempt organization are tax exempt where the construction is to be used exclusively in carrying out the organization's charitable purpose. The exemption includes rentals of equipment as well.
- Origin: M.G.L. c. 64H, § 6(f)  
Estimate: \$113.4
- 3.417      Exemption for Commuter Boats  
Vessels, materials, tools, repair and spare parts used exclusively to provide scheduled commuter passenger service are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(pp)  
Estimate: N.A.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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- 3.418 Exemption for Fuels, Supplies and Repairs for Vessels Engaged in Interstate or Foreign Commerce  
Fuels, supplies and repairs for vessels engaged in interstate or foreign commerce are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(o)  
Estimate: \$0.7

- 3.419 Exemption for Fuel Used in Operating Aircraft and Railroads  
Fuel used in operating aircraft and railroads is exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(j)  
Estimate: \$55.7

Comment: At a community's option, kero-jet fuel may be subject to a local tax at 5% of average price or \$0.05 per gallon, whichever is higher.

- 3.420 Exemption for Sales of Certain New or Used Buses  
New and used buses that provide scheduled intra-city local service and are used by common carriers certified by the Department of Telecommunications and Energy are exempt from sales tax. The exemption includes replacement parts, materials and tools used to maintain or repair these buses.

Origin: M.G.L. c. 64H, § 6(aa)  
Estimate: N.A.

- 3.421 Exemption for Films  
Motion picture films for commercial exhibition are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(m)  
Estimate: N.A.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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### 3.600 MISCELLANEOUS EXEMPTIONS

- 3.601 Exemption for Casual or Isolated Sales  
Casual or isolated sales (sales by private parties) are exempt from sales tax, except casual sales of motor vehicles, trailers, and boats. Sales of these listed items are exempt only when they are between family members.

Origin: M.G.L. c. 64H, § 6(c) and M.G.L. c. 64I, § 7(b)  
Estimate: N.A.

- 3.602 Exemption for Vending Machine Sales  
Vending machine sales of ten cents or less are exempt from sales tax. In addition, sales through vending machines, which exclusively sell snacks and candy with a sales price of less than one dollar, are exempt from the sales tax on meals.

Origin: M.G.L. c. 64H, § 6(h) and (t)  
Estimate: N.A.

- 3.603 Exemption for Certain Meals  
Meals prepared by churches and hospitals, meals provided to organizations for the elderly, and meals provided by educational institutions are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(cc)  
Estimate: \$11.9

Comment: Estimate is for meals served in schools only.

- 3.604 Exemption for Certain Bed and Breakfast Establishments from Sales Tax on Meals and Room Occupancy Excise  
Owner-occupied one-, two-, and three-bedroom bed and breakfast establishments are exempt from both the sales tax on meals and the room occupancy excise.

Origin: M.G.L. c. 64G, § 1, 2, 3, 3A and 6, and M.G.L. c. 64H, § 6(h)  
Estimate: N.A.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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- 3.605      Exemption for Certain Summer Camps from Sales Tax on Meals and Room Occupancy Excise  
An exemption from both the sales tax on meals and the room occupancy excise is provided for summer camps for children age 18 and under, or for summer camps for developmentally disabled individuals. Camps that satisfy the above criteria but offer their facilities during the off-season to individuals 60 years of age or over for 30 days or less in any calendar year will not lose their exemption.
- Origin: M.G.L. c. 64G, § 2 and M.G.L. c. 64H, § 6(cc)  
Estimate: \$1.2
- Comment: Estimate is for meals only.
- 3.606      Exemption for Trade-in Allowances for Motor Vehicles and Trailers  
In most cases, motor vehicles and trailers bought in a trade-in transaction are only subject to sales tax on the excess of the purchase price over the amount credited for the trade-in.
- Origin: M.G.L. c. 64H, § 26, c. 64I, § 27  
Estimate: \$114.9
- 3.607      Exemption for Publications of Tax-Exempt Organizations  
The publications of tax-exempt organizations are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(m)  
Estimate: \$15
- 3.608      Exemption for Gifts of Scientific Equipment  
Gifts of scientific equipment or apparatus by manufacturers to non-profit educational institutions or to the Massachusetts Technology Park Corporation are exempt from sales tax.
- Origin: M.G.L. c. 64H, § 6(jj)  
Estimate: N.A.

## Fiscal Year 2015 Tax Expenditure Budget – Sales Tax

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3.609 Exemption for Vessels or Barges of 50 Tons or Over  
Vessels or barges weighing 50 tons or more are exempt from sales tax when constructed in-state and sold by the builder.

Origin: M.G.L. c. 64H, § 6(o)  
Estimate: N.A.

3.610 Exemption for Rental Charges for Refuse Containers  
Rental charges in connection with service contracts by and between waste service firms and customers for refuse containers or bins are exempt from sales tax when the containers are placed on the customer's premises by the waste service firm.

Origin: M.G.L. c. 64H, § 6(ii)  
Estimate: N.A.

3.611 Exemption for Honor Trays  
Food items purchased from honor trays are exempt from sales and meals taxes, provided that no item on the honor tray is sold for \$1 or more.

Origin: M.G.L. c. 64H, § 6(h)  
Estimate: N.A.

Comment: Honor trays are vending carts in workplaces from which snacks may be purchased on the honor system.

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**KEY:**           **ORIGIN**  
                  **M.G.L.**       Massachusetts General Laws  
                  **ESTIMATES**  
                  All estimates are in \$ millions.

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## **Fiscal Year 2015 Tax Expenditure Budget – Appendix A Recent Law Changes Affecting Tax Expenditures**

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*The following tax expenditures have been revised or created due to recent law changes:*

### **The Personal Income Tax:**

Circuit Breaker Tax Credit Increased (TE item 1.609) A credit is allowed to an owner or tenant of residential property located in Massachusetts equal to the amount by which the real estate tax payment or 25% of the rent constituting real estate tax payment exceeds 10% of the taxpayer's total income, not to exceed \$1,030. The amount of the credit is subject to limitations based on the taxpayer's total income and the assessed value of the real estate, which must not exceed \$700,000. For tax year 2013, an eligible taxpayer's total income cannot exceed \$55,000 in the case of a single filer who is not a head of household filer, \$69,000 for a head of household filer, and \$82,000 for joint filers. In order to qualify for the credit, a taxpayer must be age 65 or older and must occupy the property as his or her principal residence. See TIR 13-16 for more information.

Employer Wellness Program Tax Credit (TE item 1.616) Effective for tax years beginning on or after January 1, 2013, a Massachusetts business that employs 200 or fewer workers may qualify for a tax credit for up to 25% of the cost of implementing a "certified wellness program" for its employees. A taxpayer seeking to claim the credit must apply to the Department of Public Health (DPH) for certification of its wellness program. DPH will approve a dollar amount of credit for a qualifying taxpayer and issue a certificate to be provided in connection with filing a tax return in order to claim the credit. The amount of the credit that may be claimed by a taxpayer cannot exceed \$10,000 in any tax year. DPH has promulgated a regulation, 105 CMR 216.000, entitled Massachusetts Wellness Tax Credit Incentive, which sets forth criteria for authorizing and certifying the credit. The credit is set to expire on December 31, 2017.

### Current Code Provisions

As a general rule, Massachusetts will not adopt any federal tax law changes incorporated into the Internal Revenue Code ("Code") after January 1, 2005. However, certain specific provisions of the personal income tax automatically adopt the current Code. Provisions of the Code adopted on a current Code basis are (i) Roth IRAs, (ii) IRAs, (iii) the exclusion for gain on the sale of a principal residence, (iv) trade or business expenses, (v) travel expenses, (vi) meals and entertainment expenses, (vii) the maximum deferral amount of government employees' deferred compensation plans, (viii) the deduction for health insurance costs of self-employed, (ix) medical and dental expenses, (x) annuities, (xi) health savings accounts, and (xii) employer-provided health insurance coverage and amounts received by an employee under a health and accident plan. See TIRs 98-8, 02-11, 07-4, and 09-21 for further details on the Massachusetts personal income tax current Code provisions.

Earned Income Credit (TE item 1.605) For federal income tax purposes, the American Taxpayer Relief Act (P.L. 112-240) makes permanent or extends through 2017 enhancements to the earned income tax credit. The Massachusetts earned income tax credit equals 15% of the

federal earned income tax credit received by the taxpayer for the taxable year. Therefore, Massachusetts allows 15% of the amount the taxpayer receives federally under IRC sec. 32.

Temporary Change to IRC Sec. 179 Expensing (TE item 1.305) Under the American Taxpayer Relief Act of 2012 (P.L. 112-240), effective for tax years beginning in 2012 and 2013, the dollar limitation for an election under IRC sec. 179 to expense property in its initial year is \$500,000, and the IRC sec. 179 overall investment phase-out threshold is \$2,000,000. Massachusetts adopts these changes because IRC sec. 179 is a trade or business expense deduction; these deductions are adopted by Massachusetts on a current Code basis.

Parking, E-Z-Pass, and T-Pass Fringe Benefit — IRC sec. 132(f) (TE item 1.030) The American Taxpayer Relief Act (ATRA) of 2012 (P.L. 112-240) amended sec. 132(f) to increase the maximum monthly excludable amount for employer-provided commuter highway vehicle transportation and transit pass benefits to an amount equal to the maximum monthly excludable amount for qualified parking. The federal exclusion amounts for tax year 2013 are \$245 per month for qualified parking, and \$245 per month for transit pass and commuter highway vehicle transportation benefits. However, Massachusetts follows IRC sec. 132(f) as amended and in effect under the January 1, 2005 Code and does not adopt the increased exclusion allowed by ATRA. For tax year 2013, the Massachusetts monthly exclusion amounts are \$245 for employer-provided parking and \$125 for combined transit pass and commuter highway vehicle transportation benefits. See TIR 13-2. For 2014, federal and state amounts are: \$250 for qualified parking and \$130 for transit pass and commuter highway vehicle transportation benefits; see TIR 14-2.

#### *Federal Deductions Not Allowed*

Federal “Bonus” Depreciation — IRC sec. 168(k) For federal income tax purposes, under IRC sec. 168(k), bonus depreciation applies to eligible property acquired after December 31, 2007 and placed in service before January 1, 2014 (before January 1, 2015, for certain longer-lived and transportation assets). The bonus depreciation rate for property placed in service during this period is generally 50%. Under 2002 legislation, Massachusetts decoupled from bonus depreciation allowed under IRC sec. 168(k), as amended and in effect for the current year. Therefore, Massachusetts does not adopt this additional depreciation deduction. See TIRs 02-11 and 03-25 for further details.



## The Corporate and Other Business Excise:

Updated corporate and business excise tax rate reduction schedule: The following tables have been created by referring to G.L. Ch. 63 Sections 32 D and 39, and Ch. 62 Section 4.

### Corporations:

Tax Year	Non-income Measure Tax	Income Measure Tax		
		Rate on C Corps' income and S Corps' Qualified and Passive Income	S Corp. Rate (Gross Sales \$6M-\$9M)	S Corp. Rate (Gross Sales > \$9M)
2009	0.26%	9.50%	2.80%	4.20%
2010	0.26%	8.75%	2.30%	3.45%
2011	0.26%	8.25%	1.97%	2.95%
2012	0.26%	8.00%	1.83%	2.75%
2013	0.26%	8.00%	1.83%	2.75%
2014	0.26%	8.00%	1.87%	2.80%
2015	0.26%	8.00%	1.87%	2.80%

S Corporations:

Large S Corp (Gross Sales > \$9M):

Medium S Corp (\$6M < Gross Sales < \$9M)

Small S Corp (Gross Sales < \$6M):

Rate is equal to:

C Corp rate minus Part B individual income tax rate

2/3 of Large S Corp rate

0%

### Financial Institutions:

Tax Year	Non-income Measure Tax	Income Measure Tax		
		Rate on C Corps' income and S Corps' Qualified and Passive Income	S Corp. Rate (Gross Sales \$6M-\$9M)	S Corp. Rate (Gross Sales > \$9M)
2009	No	10.50%	3.4667%	5.20%
2010		10.00%	3.13%	4.70%
2011		9.50%	2.80%	4.20%
2012		9.00%	2.50%	3.75%
2013		9.00%	2.50%	3.75%
2014		9.00%	2.53%	3.80%
2015		9.00%	2.53%	3.80%

**Public Utilities:**

Tax Year	Non-income Measure Tax	Income Measure Tax	Net Operating Loss Carryovers	Apportionment Rule
2011	No	6.50%	No	Equally weighted tangible, payroll, property factors
2012		6.50%		
2013		6.50%		

Prior to January 1, 2014, public utility corporations were subject to an excise tax of 6.5% on net income. Legislation enacted in 2013 repealed the separate excise tax for utility corporations, which are now subject to the corporate excise imposed on business corporations.

**Security Corporations:**

Tax Year	Non-income Measure Tax	Income Measure Tax		Net Operating Loss Carryovers	Apportionment Rule
		Class 1 Excise	Class 2 Excise		
2011	No	0.33%	1.32%	No	NA
2012		0.33%	1.32%		
2013		0.33%	1.32%		
2014		0.33%	1.32%		
2015		0.33%	1.32%		

**Insurance Companies:**

Tax Year	Non-income Measure Tax (tax on Tangible Property or Net worth)	Insurance Companies: Tax rates		Net Operating Loss Carryovers	Apportionment Rule
		Taxable Premiums	Gross Investment Income		
2011	No	2.28%	Applicable rate (*)	No	NA
2012		2.28%	Applicable rate (*)		
2013		2.28%	Applicable rate (*)		
2014		2.28%	Applicable rate (*)		
2015		2.28%	Applicable rate (*)		

(\*) Property and casualty insurers may reduce their tax rate on gross investment income from the 1% tax rate if they contribute the required amount to the initiative over a five-year period. The reduced rate schedule is as follows: 0.8% for the first year on or after January 1, 1999, in which it makes the required contribution and 0.6% for the second year it makes the required contribution or 0.4% for the third year it makes the required contribution. The tax rate is 0.2% in the fourth year it makes the required contribution. No gross investment income tax shall be due for the tax years beginning on or after the fifth year in which said company contributes its full proportionate share. A Certificate of Contribution issued by the Property and Casualty Insurance Company Initiative must accompany the return if claiming the lower rate. A company that does not make the required contribution in any year will continue to be taxed at the rate for the last year in which it did make the required contribution.

Tax Year	Life Insurance Companies: Tax Rates		Net Operating Loss Carryovers	Apportionment Rule
	Taxable Life Premiums	Taxable Accident & Health Premiums		
2011	2.00%	2.00%	No	NA
2012	2.00%	2.00%		
2013	2.00%	2.00%		
2014	2.00%	2.00%		
2015	2.00%	2.00%		

### The Sales and Use Tax:

In June 2009 legislation was enacted that amended c. 64H (sales tax) and c. 64I (use tax), changing the rate of tax for sales and use of tangible personal property and telecommunications services from 5% to 6.25%. See Stat. 2009, c. 27, §§ 53, 55-57, 59. In addition, the new legislation repealed the exemption for alcoholic beverages, including beer, wine, and liquor, sold at retail by amending G.L. c. 64H, § 6(g) to omit reference to c. 138. These changes were effective on and after August 1, 2009. See TIR 09-11 for further details.

As the result of a referendum question on the November 2, 2010 ballot, the law extending the Massachusetts sales and use tax to alcoholic beverages sold at package stores and liquor stores for off-premises consumption, which was enacted on August 1, 2009, has been repealed, effective for sales on or after January 1, 2011. See TIR 10-24 for further details.

Effective July 1, 2011, physician-prescribed, medically necessary breast pumps are exempt from sales and use tax. See St. 2011, c. 68, § 72.

In July 2012 legislation was enacted stating explicitly that “sales that do not involve tangible personal property shall not result in tax expenditures”. See St 2012, c.165, §112. Pursuant to this legislation, from fiscal year 2014 on, we remove some items from our tax expenditure estimates, which we regularly reported in prior years. But to facilitate comparison to tax expenditure estimates in prior years, these items (3.203, 3.422, 3.501, 3.502, 3.503 and 3.504) have been listed in appendix D.

On September 27, 2013, the Governor signed a bill that repealed the expansion of the sales tax on computer software and systems design services that had been enacted by the Legislature on July 24, 2013, retroactive to its effective date, July 31, 2013.

The estimates for tax expenditure items for sales and use tax reflect these tax law changes.

## Fiscal Year 2015 Tax Expenditure Budget – Appendix B Glossary

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**Amortization:** Annual deduction allowed for the gradual exhaustion or obsolescence of intangible assets having a limited useful life which are used in the production of income, such as patents and copyrights; analogous to depreciation of tangible assets.

**Capital Expenditure:** An expenditure made in acquiring, adding to or bettering a fixed asset. For accounting purposes, capital expenditures are not charged against current revenue. They are added to capital account or "capitalized" and then may be depreciated, amortized, or recovered when a business is sold. This concept should be distinguished from an expense.

**Credit:** Amount by which a taxpayer is allowed to reduce a tax liability, as computed by applying the tax rates to the tax base, to be distinguished from a deduction from the tax base.

**Deduction:** Amount that a taxpayer is allowed to subtract from the gross tax base.

**Depreciation:** Annual deduction allowed for the gradual exhaustion or obsolescence of tangible property used in the production of income.

**Exclusion:** The legal elimination from the tax base of items recognized as falling within its definition. The federal term for what is sometimes called an exemption for Massachusetts. (See below.)

**Exemption:** The legal elimination from the tax base of items or transactions recognized as falling within its definition, or of taxable units that would normally be subject to tax.

**Expense:** A revenue expenditure or cost, which, for accounting purposes, is charged against current revenue. To be distinguished from a capital expenditure.

**Gross income:** The total of all items included in the concept of income that a taxpayer receives during the taxable period.

**Net income:** Amount remaining after subtracting exempt income and deductions from gross income.

**Personal exemption:** A specific amount or percentage of net income on which the tax rate is zero. To be distinguished from an exemption as defined above, which applies to a class of income or taxpayers. Sometimes called an "allowance".

**Taxable income:** Amount to which the tax rates are applied in computing tax liability, after subtracting personal exemptions from net income.

## Fiscal Year 2015 Tax Expenditure Budget – Appendix C Summary Table

The following table shows tax expenditure estimates for the three major taxes from Fiscal Year 2011 to Fiscal Year 2015. In general, the revenue estimate for a tax expenditure tends to follow the anticipated growth of tax collections. However, year-to-year changes in estimates may vary for four other principal reasons: new data sources; refinements to the estimate methodology; changes to federal tax expenditure estimates which are used as the basis for many of the state tax expenditure estimates; and changes in tax laws.

Where possible, we have recalculated past estimates based on revised data, improved methodologies, and changes in statute.

### PERSONAL INCOME TAX (IN MILLIONS)

TAX EXPENDITURE	ITEM NUMBER	FY2011	FY2012	FY2013	FY2014	FY2015
<b>EXCLUSIONS FROM GROSS INCOME</b>						
Exclusions from Gross Income	1.000	\$3,194.0	\$3,299.6	\$3,561.1	\$3,786.7	\$3,961.5
Exemption of Premiums on Accident and Accidental Death Insurance	1.001	\$22.1	\$23.3	\$23.8	\$24.2	\$25.2
Exemption of Premiums on Group-Term Life Insurance	1.002	\$10.4	\$18.1	\$19.3	\$20.3	\$21.4
Exemption of Interest on Life Insurance Policy and Annuity Cash Value	1.003	\$200.7	\$206.7	\$211.2	\$215.5	\$219.9
Exemption of Employer Contributions for Medical Insurance Premiums and Medical Care	1.004	\$711.1	\$759.1	\$846.3	\$908.8	\$962.3
Exemption of Annuity or Pension Payments to Fire and Police Personnel	1.005	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption of Distributions from Certain Contributory Pension and Annuity Plans	1.006	\$288.7	\$293.9	\$301.3	\$312.9	\$323.5
Exemption of Railroad Retirement Benefits	1.007	\$3.8	\$4.1	\$4.2	\$4.5	\$4.7
Exemption of Public Assistance Benefits	1.008	\$197.6	\$194.7	\$190.4	\$195.3	\$200.3

Exemption of Social Security Benefits	1.009	\$741.4	\$773.2	\$813.2	\$846.1	\$880.3
Exemption of Workers' Compensation Benefits	1.010	\$6.0	\$6.0	\$6.1	\$6.3	\$6.5
Exemption for Dependent Care Expenses	1.011	\$15.9	\$11.3	\$11.1	\$11.3	\$11.5
Exemption of Certain Foster Care Payments	1.012	\$3.2	\$3.2	\$3.2	\$3.1	\$3.1
Exemption of Payments Made to Coal Miners	1.013	Negligible	Negligible	Negligible	Negligible	Negligible
Exemption of Rental Value of Parsonages	1.014	\$2.6	\$2.5	\$2.5	\$2.9	\$2.9
Exemption of Scholarships and Fellowships	1.015	\$17.5	\$18.8	\$19.3	\$20.6	\$21.0
Exemption of Certain Prizes and Awards	1.016	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption of Cost-Sharing Payments	1.017	Negligible	Negligible	Negligible	Negligible	Negligible
Exemption of Meals and Lodging Provided at Work	1.018	\$7.2	\$9.7	\$10.9	\$12.1	\$13.2
Treatment of Business-Related Entertainment Expenses	1.019	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption of Income from the Sale, Lease, or Transfer of Certain Patents	1.020	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption of Capital Gains on Home Sales	1.021	\$237.5	\$256.6	\$299.6	\$309.0	\$319.9
Nontaxation of Capital Gains at Death	1.022	\$538.9	\$536.0	\$606.9	\$686.4	\$731.7
Exemption of Interest from Massachusetts Obligations	1.023	\$68.6	\$58.7	\$57.7	\$70.0	\$69.8
Exemption of Benefits and Allowances to Armed Forces Personnel	1.024	\$19.9	\$19.3	\$22.1	\$23.9	\$25.7
Exemption of Veterans' Pensions, Disability Compensation and G.I. Benefits	1.025	\$30.2	\$29.1	\$32.7	\$31.9	\$32.0
Exemption of Military Disability	1.026	\$0.6	\$0.5	\$0.5	\$0.5	\$0.5

Pensions

Exemption of Compensation to Massachusetts-Based Nonresident Military Personnel	1.027	\$8.6	\$8.9	\$9.0	\$9.1	\$9.4
Exemption for Taxpayers Killed in Military Action or by Terrorist Activity	1.028	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Retirement Pay of the Uniformed Services	1.029	\$22.7	\$23.4	\$24.1	\$24.8	\$25.5
Parking, T-Pass and Vanpool Fringe Benefits	1.030	\$29.5	\$32.3	\$35.7	\$38.2	\$40.6
Health Savings Accounts	1.031	Included in 1.422	Included in 1.422	Included in 1.422	Included in 1.422	Included in 1.422
Employer-Provided Adoption Assistance	1.032	\$0.7	\$0.0	\$0.0	\$0.0	\$0.0
Employer-Provided Educational Assistance	1.033	\$8.6	\$10.1	\$10.0	\$9.1	\$10.6
Qualified Retirement Planning Services	1.034	N.A.	N.A.	N.A.	N.A.	N.A.
Department of Defense Homeowners Assistance Plan	1.035	N.A.	N.A.	N.A.	N.A.	N.A.
Survivor Annuities of Fallen Public Safety Officers	1.036	N.A.	N.A.	N.A.	N.A.	N.A.
Survivor Annuities of Fallen Astronauts	1.037	N.A.	N.A.	N.A.	N.A.	N.A.
Discharge of Indebtedness for Victims of Terrorism	1.038	N.A.	N.A.	N.A.	N.A.	N.A.
Discharge of Indebtedness for Health Care Professionals	1.039	Negligible	Negligible	Negligible	Negligible	Negligible
Archer Medical Savings Accounts	1.040	Included in 1.420	Included in 1.420	Included in 1.420	Included in 1.420	Included in 1.420

**DEFERRALS OF GROSS INCOME**

Deferrals of Gross Income	1.100	\$985.6	\$953.8	\$987.1	\$1,043.1	\$1,141.3
Net Exemption of Employer Contributions and Earnings of Private Pension Plans	1.101	\$715.2	\$700.9	\$691.8	\$735.0	\$809.1
Treatment of Incentive Stock Options	1.102	N.A.	N.A.	N.A.	N.A.	N.A.

Exemption of Earnings on Stock Bonus Plans or Profit Sharing Trusts	1.103	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption of Earnings on IRA and Keogh Plans	1.104	\$201.8	\$168.1	\$210.1	\$233.8	\$250.8
Nontaxation of Capital Gains at the Time of Gift	1.106	\$68.6	\$84.9	\$85.2	\$74.3	\$81.4
<b>DEDUCTIONS FROM GROSS INCOME</b>						
Deductions from Gross Income	1.200	\$0.3	\$0.1	\$0.1	\$0.1	\$0.1
Capital Gains Deduction	1.201	N.A.	N.A.	N.A.	N.A.	N.A.
Deduction of Capital Losses Against Interest and Dividend Income	1.202	N.A.	N.A.	N.A.	N.A.	N.A.
Excess Natural Resource Depletion Allowance	1.203	\$0.3	\$0.0	\$0.0	\$0.0	\$0.0
Abandoned Building Renovation Deduction	1.204	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1
<b>ACCELERATED DEDUCTIONS FROM GROSS INCOME</b>						
Modified Accelerated Deductions from Gross Income	1.300	\$98.1	\$93.6	\$92.2	\$91.6	\$91.0
Modified Accelerated Depreciation on Rental Housing	1.301	\$26.3	\$21.5	\$20.4	\$19.3	\$18.7
Modified Accelerated Depreciation on Buildings (other than Rental Housing)	1.303	\$6.2	\$6.2	\$6.1	\$6.1	\$6.1
Modified Accelerated Cost Recovery System (MACRS) for Equipment	1.304	\$53.0	\$53.3	\$53.1	\$53.1	\$53.1
Deduction for Excess First-Year Depreciation	1.305	\$11.1	\$11.1	\$11.1	\$11.1	\$11.1
Election to Deduct and Amortize Business Start-Up Costs	1.306	\$0.2	\$0.2	\$0.2	\$0.5	\$0.4
Expensing Exploration and Development Costs	1.308	Negligible	Negligible	Negligible	Negligible	Negligible
Expensing Research and Experimental Expenditures in One Year	1.309	\$1.2	\$1.2	\$1.2	\$1.2	\$1.2



Five-Year Amortization of Pollution Control Facilities	1.310	N.A.	N.A.	N.A.	N.A.	N.A.
Seven-Year Amortization for Reforestation	1.311	N.A.	N.A.	N.A.	N.A.	N.A.
Expensing Certain Capital Outlays of Farmers	1.312	\$0.1	\$0.1	\$0.1	\$0.4	\$0.4

#### DEDUCTIONS FROM ADJUSTED GROSS INCOME

Deductions from Adjusted Gross Income	1.400	\$792.2	\$793.0	\$810.1	\$828.8	\$849.3
Deduction for Employee Social Security and Railroad Retirement Payments	1.401	\$297.9	\$281.2	\$287.3	\$287.9	\$288.5
Deduction for Employee Contributions to Public Pension Plans	1.402	Included in 1.401	Included in 1.401	Included in 1.401	Included in 1.401	Included in 1.401
Additional Exemption for the Elderly	1.403	\$25.8	\$26.6	\$27.5	\$28.2	\$28.8
Additional Exemption for the Blind	1.404	\$1.3	\$1.2	\$1.2	\$1.2	\$1.2
Dependents Exemption Where the Child Earns Income	1.405	N.A.	N.A.	N.A.	N.A.	N.A.
Deduction for Dependents Under 12	1.406	\$135.7	\$135.7	\$135.0	\$134.7	\$134.4
Personal Exemption for Students Age 19 or Over	1.407	\$9.3	\$9.1	\$9.0	\$9.0	\$8.9
Deduction for Adoption Fees	1.408	\$0.5	\$0.4	\$0.4	\$0.4	\$0.4
Deduction for Business-Related Child Care Expenses	1.409	\$14.7	\$15.4	\$15.8	\$16.5	\$17.3
Exemption of Medical Expenses	1.410	\$84.2	\$86.5	\$87.2	\$89.4	\$92.4
Rent Deduction	1.411	\$114.9	\$117.9	\$119.8	\$121.7	\$123.7
Nontaxation of Charitable Purpose Income of Trustees, Executors or Administrators	1.412	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption of Interest on Savings in Massachusetts Banks	1.413	\$5.0	\$4.4	\$3.6	\$3.5	\$3.5
Tuition Deduction (Over 25% of Income)	1.414	\$27.4	\$29.6	\$35.7	\$40.0	\$44.7

Charitable Contributions Tax Deduction	1.415	N.A.	N.A.	N.A.	N.A.	N.A.
Deduction for Costs Involved in Unlawful Discrimination Suits	1.418	N.A.	N.A.	N.A.	N.A.	N.A.
Business Expenses of National Guard and Reserve Members	1.419	Negligible	Negligible	Negligible	Negligible	Negligible
Archer Medical Savings Accounts	1.420	Negligible	Negligible	Negligible	Negligible	Negligible
Deduction for Clean-Fuel Vehicles and Certain Refueling Property	1.421	Negligible	Negligible	Negligible	Negligible	Negligible
Health Savings Accounts	1.422	\$7.3	\$9.1	\$10.7	\$12.3	\$13.3
Commuter Deduction	1.423	\$6.6	\$7.8	\$7.1	\$7.4	\$7.6
Self-Employed Health Insurance Deduction	1.424	\$40.0	\$42.3	\$45.0	\$47.9	\$51.0
Student Interest Loan Deduction (allowed Federally or by Massachusetts)	1.425	\$21.8	\$25.8	\$24.2	\$28.2	\$33.0
Expense of Human Organ Transplant	1.426	N.A.	N.A.	\$0.5	\$0.5	\$0.5

#### PREFERENTIAL RATE OF TAXATION

Small Business Stock, Cap Gains 3% Rate	1.501	N.A.	N.A.	N.A.	\$0.1	\$0.7
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#### CREDITS AGAINST TAX

Credits Against Tax	1.600	\$210.5	\$221.3	\$230.0	\$245.3	\$251.6
Renewable Energy Source Credit	1.601	\$0.7	\$0.9	\$1.1	\$1.3	\$1.4
Credit for Removal of Lead Paint	1.602	\$2.3	\$2.4	\$2.9	\$2.9	\$3.0
EDIP/Economic Development Incentive Program Credit	1.603	\$2.0	\$2.8	\$3.0	\$3.0	\$3.0
Credit for Employing Former Full-Employment Program Participants	1.604	Expired	Expired	Expired	Expired	Expired
Earned Income Credit	1.605	\$118.2	\$123.5	\$127.7	\$130.2	\$132.9
Septic System Repair Credit	1.606	\$11.7	\$10.6	\$10.1	\$9.9	\$9.6

Low Income Housing Tax Credit	1.607	\$1.0	\$1.0	\$1.5	\$2.0	\$1.5
Brownfields Credit	1.608	\$3.8	\$4.2	\$3.4	\$3.8	\$4.2
Refundable State Tax Credit Against Property Taxes for Seniors ("Circuit Breaker")	1.609	\$63.9	\$67.5	\$67.5	\$69.7	\$72.0
Historic Buildings Rehabilitation Credit	1.610	\$5.0	\$4.1	\$5.7	\$5.9	\$6.1
Film (or Motion Picture) Credit	1.611	\$1.9	\$4.0	\$2.2	\$2.2	\$2.2
Medical Device User Fee Credit	1.613	Negligible	Negligible	Negligible	Negligible	Negligible
Dairy Farmers Credit	1.614	\$0.0	\$0.2	\$2.8	\$2.2	\$2.2
Conservation Land Credit	1.615	\$0.0	\$0.0	\$2.0	\$2.0	\$2.0
Employer Wellness Program Tax Credit	1.616	\$0.0	\$0.0	\$0.0	\$9.4	\$9.4
Community Investment Tax Credit	1.617	\$0.0	\$0.0	\$0.0	\$0.8	\$2.3
<b>INCOME SUBTOTAL</b>		<b>\$5,280.7</b>	<b>\$5,361.4</b>	<b>\$5,680.6</b>	<b>\$5,995.7</b>	<b>\$6,295.5</b>

**CORPORATE AND OTHER BUSINESS  
EXCISE (IN MILLIONS)**

<b>TAX EXPENDITURE</b>	<b>ITEM NUMBER</b>	<b>FY2011</b>	<b>FY2012</b>	<b>FY2013</b>	<b>FY2014</b>	<b>FY2015</b>
<b>EXCLUSIONS FROM GROSS INCOME</b>						
Exclusions from Gross Income	2.000	\$80.1	\$88.1	\$85.4	\$90.0	\$101.1
Small Business Corporations	2.001	\$80.1	\$88.1	\$85.4	\$90.0	\$101.1
Exemption of Income from the Sale, Lease or Transfer of Certain Patents	2.002	Negligible	Negligible	Negligible	Negligible	Negligible
<b>DEFERRALS OF GROSS INCOME</b>						
Deferrals of Gross Income	2.100	\$0.4	\$0.4	\$0.4	\$0.4	\$0.4
Deferral of Tax on Certain Shipping Companies	2.101	\$0.4	\$0.4	\$0.4	\$0.4	\$0.4
<b>DEDUCTIONS FROM GROSS INCOME</b>						

Deductions from Gross Income	2.200	\$192.7	\$200.5	\$201.4	\$223.3	\$217.5
Charitable Contributions and Gifts Deduction	2.201	\$21.5	\$22.4	\$22.5	\$24.9	\$24.3
Net Operating Loss (NOL) Carry-Forward	2.203	\$170.1	\$177.1	\$177.9	\$197.3	\$192.3
Excess Natural Resource Depletion Allowance	2.204	\$1.1	\$1.1	\$1.0	\$1.0	\$0.9
Deduction for Certain Dividends of Cooperatives	2.205	N.A.	N.A.	N.A.	N.A.	N.A.
Economic opportunity areas; tax deduction for renovation of abandoned buildings	2.206	Negligible	Negligible	Negligible	Negligible	Negligible

#### **ACCELERATED DEDUCTIONS FROM GROSS INCOME**

Accelerated Deductions from Gross Income	2.300	\$329.2	\$321.7	\$304.7	\$331.0	\$306.9
Modified Accelerated Cost Recovery System on Rental Housing	2.301	\$6.8	\$5.5	\$4.8	\$4.3	\$3.8
Expenditures to remove architectural and transportation barriers to the handicapped and elderly	2.303	\$0.8	\$0.4	\$0.3	\$0.4	\$0.3
Election to Deduct and Amortize Business Start-Up Costs	2.304	\$0.9	\$0.7	\$0.6	\$0.7	\$0.6
Modified Accelerated Cost Recovery System for Equipment	2.305	\$237.4	\$227.6	\$211.4	\$224.0	\$199.5
Deduction for Excess First-Year Depreciation	2.306	\$7.6	\$5.4	\$3.3	\$3.3	\$2.9
Modified Accelerated Depreciation on Buildings (other than Rental Housing)	2.307	\$0.8	\$1.1	\$1.0	\$1.1	\$1.0
Expensing Research and Experimental Expenditures in One Year	2.308	\$73.2	\$79.4	\$81.6	\$95.7	\$97.4
Expensing Exploration and Development Costs	2.309	\$1.1	\$1.1	\$1.0	\$1.0	\$0.9
Five-Year Amortization of Pollution Control Facilities	2.311	N.A.	N.A.	N.A.	N.A.	N.A.

Expensing of Alternative Energy Units	2.312	\$0.3	\$0.3	\$0.3	\$0.4	\$0.4
Seven-Year Amortization for Reforestation	2.313	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2
<b>ADJUSTMENTS TO APPORTIONMENT FORMULA</b>						
Adjustments to Apportionment Formula	2.400	\$310.3	\$323.2	\$324.6	\$360.1	\$350.9
Unequal Weighting of Sales, Payroll, and Property in the Apportionment Formula	2.401	\$310.3	\$323.2	\$324.6	\$360.1	\$350.9
<b>EXCLUSIONS FROM PROPERTY COMPONENT</b>						
Exclusions from Property Component	2.500	\$111.9	\$183.4	\$184.2	\$204.3	\$199.1
Nontaxation of Certain Energy Property	2.501	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Property Subject to Local Taxation	2.502	\$111.9	\$183.4	\$184.2	\$204.3	\$199.1
<b>CREDITS AGAINST TAX</b>						
Credits Against Tax	2.600	\$423.1	\$457.0	\$509.7	\$583.4	\$560.8
Investment Tax Credit	2.602	\$58.5	\$60.9	\$61.2	\$67.9	\$66.1
Vanpool Credit	2.603	negligible	Negligible	Negligible	Negligible	negligible
Research Credit	2.604	\$167.1	\$174.0	\$174.8	\$193.9	\$188.9
EDIP/Economic Development Incentive Program Credit	2.605	\$21.2	\$22.1	\$22.2	\$24.6	\$24.0
Credit for Employing Former Full-Employment Program Participants	2.606	Not Active	Not Active	Not Active	Not Active	Not Active
Harbor Maintenance Tax Credit	2.607	\$1.4	\$1.4	\$1.4	\$1.6	\$1.6
Brownfields Credit	2.608	\$36.2	\$37.7	\$37.9	\$42.0	\$41.0
Low Income Housing Credit	2.609	\$42.4	\$49.0	\$73.5	\$98.0	\$73.5
Historic Buildings Rehabilitation Credit	2.610	\$30.7	\$37.6	\$37.8	\$41.9	\$40.8
Film (or Motion Picture) Credit	2.614	\$44.0	\$51.7	\$75.5	\$77.8	\$87.8
Medical Device User Fee Credit	2.615	\$0.3	\$0.5	\$0.5	\$0.5	\$0.5

Devens Refundable Tax Credit	2.616	\$0.0	\$0.0	N.A.	N.A.	N.A.
Life Sciences Tax Incentive Program	2.617	\$21.1	\$21.8	\$24.5	\$24.5	\$24.5
Dairy Farmers Credit	2.618	\$0.2	\$0.3	\$0.5	\$0.5	\$0.5
Conservation Land Tax Credit	2.619	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Employer Wellness Program Credit	2.620	\$0.0	\$0.0	\$0.0	\$9.4	\$9.4
Community Investment Tax Credit	2.621	\$0.0	\$0.0	\$0.0	\$0.8	\$2.3

**ENTITY EXEMPT FROM TAXATION**

Entity Exempt from Taxation	2.700	\$7.2	\$10.4	\$11.3	\$12.5	\$12.2
Exemption of Credit Union Income	2.701	\$7.2	\$10.4	\$11.3	\$12.5	\$12.2
Tax-Exempt Organizations	2.702	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Regulated Investment Companies	2.703	N.A.	N.A.	N.A.	N.A.	N.A.

**CORPORATE SUBTOTAL** **\$1,454.8** **\$1,584.7** **\$1,621.6** **\$1,805.0** **\$1,748.9**

**SALES TAX (IN MILLIONS)**

<b>TAX EXPENDITURE</b>	<b>ITEM NUMBER</b>	<b>FY2011</b>	<b>FY2012</b>	<b>FY2013</b>	<b>FY2014</b>	<b>FY2015</b>
<b>EXEMPT ENTITIES</b>						
Exempt Entities	3.000	\$387.7	\$396.1	\$407.6	\$424.1	\$450.7
Exemption for Sales to the Federal Government	3.001	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Sales to the Commonwealth	3.002	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Sales to Tax-Exempt Organizations	3.003	\$387.3	\$395.8	\$407.3	\$423.9	\$450.4
Exemption for Sales of Tangible Personal Property to Motion Picture Production Companies	3.004	\$0.3	\$0.1	\$0.1	\$0.1	\$0.1

Exemption for Sales of Certain Tangible Personal Property Purchased for a Certified Life Sciences Company	3.005	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2
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**EXEMPT PRODUCTS/SERVICES**

Exempt Products/Services	3.100	\$1,409.9	\$1,446.1	\$1,469.1	\$1,509.4	\$1,562.5
Exemption for Food	3.101	\$639.1	\$657.1	\$661.7	\$678.2	\$700.7
Exemption for Certain Food and Beverages Sold in Restaurants	3.102	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Clothing	3.103	\$259.5	\$258.0	\$256.1	\$262.5	\$271.2
Exemption for Medical and Dental Supplies and Devices	3.104	\$417.8	\$434.1	\$450.1	\$466.0	\$485.7
Exemption for Water	3.105	\$46.1	\$48.0	\$51.5	\$52.8	\$54.5
Exemption for Newspapers and Magazines	3.106	\$36.2	\$36.3	\$36.4	\$36.1	\$35.7
Exemption for the American Flag	3.107	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Certain Precious Metals	3.108	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Cement Mixers	3.109	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Aircraft & Aircraft Parts	3.112	\$11.1	\$12.4	\$13.1	\$13.9	\$14.6
Exemption for Breast Pumps	3.113	Included in 3.104	Included in 3.104	Included in 3.104	Included in 3.104	Included in 3.104

**EXEMPT, TAXED UNDER ANOTHER EXCISE**

Exempt, Taxed Under Another Excise	3.200	\$684.1	\$839.2	\$836.3	\$817.8	\$840.6
Exemption for Alcoholic Beverages	3.201	\$45.8	\$110.0	\$111.5	\$113.9	\$116.8
Exemption for Motor Fuels	3.202	\$638.2	\$729.2	\$724.8	\$703.9	\$723.7

**EXEMPT COMPONENT OF A PRODUCT OR CONSUMED IN PRODUCTION**

Exempt Component of a Product or Consumed in Production	3.300	\$855.0	\$853.3	\$849.0	\$856.5	\$868.3
Exemption for Items Used in Making Clothing	3.301	N.A.	N.A.	N.A.	N.A.	N.A.

Exemption for Materials, Tools, Fuels and Machinery Used in Manufacturing	3.302	\$608.9	\$612.0	\$615.0	\$618.1	\$621.2
Exemption for Materials, Tools, Fuels and Machinery Used in Research and Development	3.303	\$56.6	\$61.7	\$65.2	\$69.1	\$72.6
Exemption for Materials, Tools, Fuels, and Machinery Used in Furnishing Power	3.304	\$107.2	\$93.1	\$79.6	\$77.6	\$79.7
Exemption for Materials, Tools, Fuels, and Machinery Used in Newspaper Printing	3.306	\$59.1	\$61.0	\$62.3	\$63.6	\$65.4
Exemption for Materials, Tools, Fuels, and Machinery Used in Agricultural Production	3.308	\$12.6	\$13.3	\$13.9	\$14.5	\$15.1
Exemption for Vessels, Materials, Tools, Fuels, and Machinery Used in Commercial Fishing	3.309	\$10.7	\$12.2	\$13.0	\$13.7	\$14.4
Exemption for Materials, Tools, Fuels and Machinery Used in Commercial Radio and TV Broadcasting	3.310	N.A.	N.A.	N.A.	N.A.	N.A.

#### EXEMPTIONS FOR SPECIFIED USES OF PRODUCTS/SERVICES

Exemptions for Specified Uses of Products/Services	3.400	\$893.4	\$924.0	\$910.2	\$940.4	\$972.7
Exemption for Electricity	3.401	\$293.5	\$298.2	\$298.3	\$312.7	\$325.6
Exemption for Fuel Used for Heating Purposes	3.402	\$82.4	\$86.9	\$82.9	\$80.8	\$83.0
Exemption for Piped and Bottled Gas	3.403	\$162.3	\$144.9	\$131.0	\$139.1	\$145.8
Exemption for Steam	3.404	\$14.4	\$14.4	\$14.4	\$14.4	\$14.4
Exemption for Certain Energy Conservation Equipment	3.405	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Funeral Items	3.406	\$12.3	\$12.6	\$12.6	\$12.8	\$13.1
Exemption for a Motor Vehicle for a Paraplegic	3.407	\$1.2	\$1.3	\$1.3	\$1.3	\$1.3
Exemption for Textbooks	3.408	\$31.1	\$45.7	\$47.0	\$48.4	\$49.8



Exemption for Books Used for Religious Worship	3.409	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Containers	3.410	\$157.3	\$162.4	\$165.2	\$167.7	\$170.0
Exemption for Certain Sales by Typographers, Compositors, Color Separators	3.411	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Sales of Building Materials and Supplies to be Used in Connection with Certain Construction Contracts	3.412	\$85.3	\$92.4	\$99.4	\$107.0	\$113.4
Exemption for Commuter Boats	3.417	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Fuels, Supplies and Repairs for Vessels Engaged in Interstate or Foreign Commerce	3.418	\$0.6	\$0.7	\$0.7	\$0.7	\$0.7
Exemption for Fuel Used in Operating Aircraft and Railroads	3.419	\$53.1	\$64.6	\$57.4	\$55.5	\$55.7
Exemption for Sales of Certain New or Used Buses	3.420	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Films	3.421	N.A.	N.A.	N.A.	N.A.	N.A.
<b>MISCELLANEOUS EXEMPTIONS</b>						
Miscellaneous Exemptions	3.600	\$115.4	\$131.1	\$134.6	\$138.5	\$142.9
Exemption for Casual or Isolated Sales	3.601	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Vending Machine Sales	3.602	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Certain Meals	3.603	\$9.2	\$9.8	\$10.8	\$11.5	\$11.9
Exemption for Certain Bed and Breakfast Establishments from Sales Tax on Meals and Room Occupancy Excise	3.604	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Certain Summer Camps from Sales Tax on Meals and Room Occupancy Excise	3.605	\$1.1	\$1.1	\$1.1	\$1.1	\$1.2
Exemption for Trade-in Allowances for Motor Vehicles and Trailers	3.606	\$92.6	\$107.1	\$109.1	\$111.7	\$114.9
Exemption for Publications of	3.607	\$12.6	\$13.2	\$13.6	\$14.1	\$15.0

Tax-Exempt Organizations

Exemption for Gifts of Scientific Equipment	3.608	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Vessels or Barges of 50 Tons or Over	3.609	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Rental Charges for Refuse Containers	3.610	N.A.	N.A.	N.A.	N.A.	N.A.
Exemption for Honor Trays	3.611	N.A.	N.A.	N.A.	N.A.	N.A.
<b>SALES SUBTOTAL</b>		<b>\$4,345.5</b>	<b>\$4,589.8</b>	<b>\$4,606.8</b>	<b>\$4,686.7</b>	<b>\$4,837.8</b>
<b>GRAND TOTAL</b>		<b>\$11,081.0</b>	<b>\$11,535.9</b>	<b>\$11,909.0</b>	<b>\$12,487.3</b>	<b>\$12,822.2</b>

ENDNOTES:

<sup>1</sup> Estimates may have been revised because of new data or improved methodology, and reflect current tax law.

<sup>2</sup> Subtotals and totals have been provided to give an idea of the revenue costs of tax expenditures by tax and in total. However, these sums should be used with extreme caution. The underlying estimates do not take into account such factors as the interaction of tax expenditures and taxpayer behavior. Also it should be noted that many estimates are not available due to a lack of data. These estimates are shown as N.A. and are not included in the subtotals and totals.

## Fiscal Year 2015 Tax Expenditure Budget – Appendix D Non-TEB Items

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In July 2012 legislation was enacted stating explicitly that “sales that do not involve tangible personal property shall not result in tax expenditures”. See St 2012, c.165, §112. Pursuant to this legislation, from fiscal year 2014 on, we remove some items from our tax expenditure estimates, which we regularly reported in prior years. But to facilitate comparison to tax expenditure estimates in prior years, we list these items in this appendix.

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### Items:

- 3.203      Exemption for Hotel/Motel Rooms  
Rental charges for real property are exempt from sales tax. However, rentals of rooms in hotels, motels or lodging houses are subject to a state excise at a rate of 5.7% of the rental price, and, at a municipality’s option, to a local excise of up to 6% of the rental price (6.5% in the city of Boston). A Convention Center financing fee of 2.75% is also included in certain areas.

Origin: General exclusion of real property transactions  
Estimate: \$188.0

Comment: Revenues collected under the budgeted state room excise were \$121.6 million in Fiscal Year 2012 and \$129.2 million in Fiscal Year 2013.

- 3.422      Exemption for Telephone Services  
Sales of residential telecommunications services of up to \$30 per month are exempt from sales tax.

Origin: M.G.L. c. 64H, § 6(i)  
Estimate: \$36.0

Comment: Telegraph services are also exempt, but are not included in this estimate.

- 3.501      Nontaxation of Transfers of Real Property  
Real estate is exempt from sales tax but is subject to a deeds excise at a rate of 0.456% of the taxable price of the property (0.342% in Barnstable County). The estimate represents revenues that would be collected under the sales tax if sales of real property were taxed at 6.25%.

Origin: General exclusion of real property transactions  
Estimate: \$3,466.8

Comment: Revenues collected under the Deeds Excise Tax (including Secretary State Deeds) were \$158.8 million in Fiscal Year 2012 and \$188.9 million in Fiscal Year 2013.

- 3.502 Nontaxation of Rentals of Real Property  
Rental charges for real property, whether for residential or business purposes, are exempt from sales tax.

Origin: General exclusion of real property transactions  
Estimate: \$1,688.9

Comment: This estimate excludes rentals of hotel/motel rooms, which are separately stated under item 3.203.

- 3.503 Nontaxation of Certain Services  
Certain services are not subject to sales tax. This estimate includes a range of services to individuals and businesses which are excluded from taxation by their omission from the statutory definition of services.

Origin: M.G.L. c. 64H § 1  
Estimate: \$10,455.6

- 3.504 Nontaxation of Internet Access and Related Services  
Internet access services, electronic mail services, electronic bulletin board services, web hosting services or similar on-line computer services are not subject to the sales and use tax.

Origin: M.G.L. c. 64H § 1  
Estimate: \$178.3

**Summary:**

Description of Item	Former TEB number	FY2011	FY2012	FY2013	FY2014	FY2015
Exemption for Hotel/Motel Rooms	3.203	145.7	160.0	169.0	181.0	188.0
Exemption for Telephone Services	3.422	40.3	37.9	36.2	35.7	36.0
Nontaxation of Transfers of Real Property	3.501	2,022.7	2,286.2	2,720.3	3,230.4	3,466.8

Nontaxation of Rentals of Real Property	3.502	1,429.8	1,482.7	1,564.1	1,625.4	1,688.9
Nontaxation of Certain Services	3.503	8,969.4	9,318.2	9,639.8	9,986.3	10,455.6
Nontaxation of Internet Access and Related Services	3.504	146.7	149.2	162.1	172.3	178.3