

Georgia's Income Tax Essential for State's Economy and Families

By Wesley Tharpe, Policy Analyst

Introduction

Plans to eliminate or drastically cut income taxes and replace them with other levies are in vogue in several states. But Georgia policymakers would do well to ignore the siren's call. Such a tax shift would do nothing to help the state's economy and would, in fact, hurt families and businesses by eroding support for schools, transportation and other ingredients of a strong economy. Hard-pressed Georgians would end up paying more of their income in other, less equitable, taxes and the state would have a less reliable revenue stream to meet public needs. While a strong case can be made for reforming and modernizing Georgia taxes, taking apart the income tax should not be part of the discussion.

In recent years, some of Georgia's political and business leaders have called for repealing or significantly curtailing the state's income tax. One idea that emerged recently from the Georgia Senate proposed cutting the state's top income tax to 4.5 from 6 percent, to be paid for by raising the sales tax rate to 5 from 4 percent and eliminating the exemption on groceries. Supporters of such ideas argue that state income taxes are an impediment to economic growth and job creation, and that shifting toward a "consumption tax" – primarily the sales tax – would make Georgia more competitive.

Everyone agrees that economic growth and job creation are essential priorities for Georgia, but the evidence shows that no single factor – including income tax rates – is the dominant driver of a state's economy. "The bottom line is that state and local tax burdens are small; differences in burdens across states are so modest that they are unlikely to outweigh the differences across states in the other costs of conducting business" such as the cost and quality of labor, economist Robert Lynch determined after a comprehensive review of the research.¹ The Special Council on Tax Reform and Fairness for Georgians echoed the point, stating in its 2010 final report that "Research on business firm location finds that while taxes matter, other factors seem to play a larger role. Factors such as a functioning transportation system, availability of water, and the quality of public education are more important components of the decision-making process."²

Georgia's income tax provides the revenues to invest in world-class schools, quality health care, and a skilled workforce, all of which are just as important as tax rates. It also ensures the tax system provides at least some protection for lower-income earners (by exempting a base amount of income), in addition to valuing the importance of families (through dependent exemptions). Furthermore, it helps Georgia maintain a diverse source of funds as opposed to over-relying on a single, volatile tax. Georgia's income tax is often cited as a key reason for the state's stellar AAA bond rating—the highest a state can have. A high bond rating means that the state's borrowing costs are lower on infrastructure investments and other long-term improvements that help make the state's economy competitive.

Georgia's Income Tax: A Brief Overview

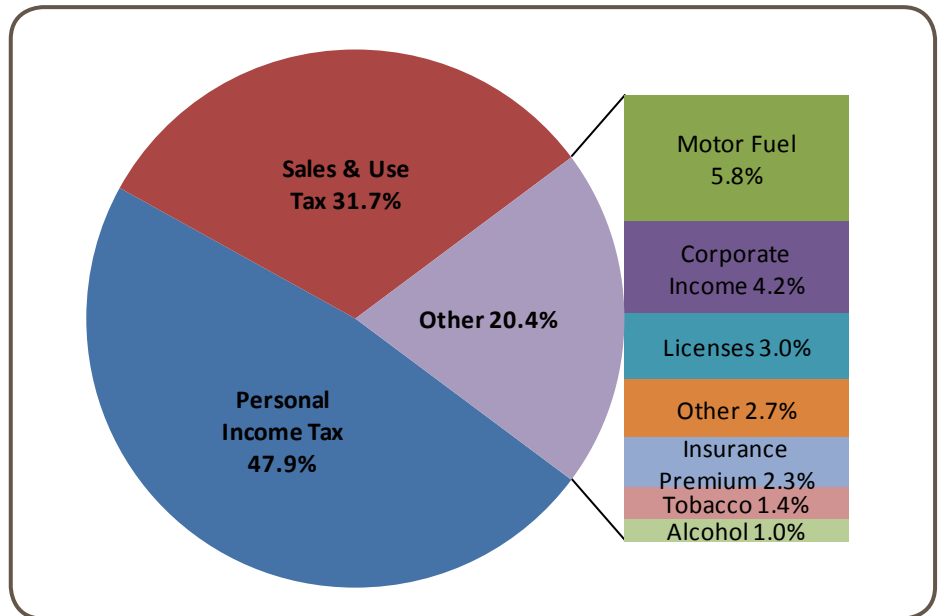
Levied in the Peach State since 1929, the personal income tax is by far the largest source of Georgia's state revenues, accounting for 48 percent of its tax collections in 2011. Out of approximately \$16 billion collected in state taxes in 2011, \$7.7 billion came from the individual income tax.³ For context, \$7 billion in state funding is roughly equivalent to the state's annual budget for the Department of Education; twice the amount Georgia spends on health care each year; or four-times its annual expenditure on criminal justice.⁴

Georgia is among the 41 states that tax personal income. The state's 6 percent top rate is similar to the state's neighbors, including Alabama (5 percent), Mississippi (5 percent), South Carolina (7 percent), and North Carolina (7.8 percent). Two of Georgia's other neighbors, Florida and Tennessee, are among the nine states that do not tax personal income. On the other end of the spectrum, the states with the highest top rates are Hawaii (11 percent) and California (10.3 percent for annual income over \$1 million).⁵

Unlike the more-graduated income tax on the federal level and in other states, Georgia's income tax is almost flat. Taxable income earned above \$7,000 (for singles) or \$10,000 (for couples) is taxed at the top marginal rate of 6 percent, while taxable income below those levels is taxed at lower rates. In other words, the vast majority of Georgians pay the same top rate, regardless of whether they earn the minimum wage or a large executive salary. However, to address a common area of confusion, the fact that most Georgians pay the same *tax rate* does not mean they devote the same *percentage of their income* to taxes. As explained in the Appendix, a taxpayer's income tax liability depends on a number of different factors.

On average, Georgians devote 2.9 percent of their annual earnings to personal income taxes. But this broad measure hides some important distinctions. For example, the bottom 20 percent of Georgia taxpayers – those making less than \$16,000 per year – pays 0.5 percent of their earnings in income taxes. Meanwhile, the top 1 percent of state taxpayers – those making more than \$433,000 – pays 4 percent. In other words the higher your income, the greater your income tax responsibility. This is basically the opposite of Georgia's sales tax, which disproportionately affects the poor and middle class. The lowest 20 percent of taxpayers spend 4.4 percent of their income in general sales taxes, compared to 0.6 percent for the top 1 percent.⁶

Figure 1 Sources of Georgia's Tax Revenue, 2011



Source: U.S. Census Bureau State Government Finances 2011

States without Income Taxes Do Not Have Stronger Economies

Overview

Buoyed by fears brought on by the down economy, lawmakers in many states are considering plans to eliminate or drastically cut income taxes. If Georgia's leaders are intent on following this model, they will need a clear understanding of the tax systems in these states.

There are nine states that do not tax personal income: Alaska, Florida, Nevada, South Dakota, Texas, Washington, Wyoming, Tennessee, and New Hampshire.⁷ Without the income tax to generate the revenue they need, each of these states relies on alternative sources of funding. Several do so by leveraging unique economic advantages not available to other states. Nevada and Florida generate significant revenue from sales taxes on their unique tourism markets (i.e. gaming, beaches), while Alaska, Texas and Wyoming tap their considerable reserves of fossil fuel—Alaska, for example, received 77 percent of its revenue from taxes on natural resources (compared to zero percent in Georgia) in 2011.⁸

No-income-tax states must also utilize sales and property taxes to a far greater extent than Georgia does—as a whole, the no-income-tax states have property taxes that are 8 to 12 percent above the national average and sales taxes 18 to 21 percent above the national average.⁹ This proves especially true for states that lack unique resources like oil or tourism. In New Hampshire, for example, the state government levies the third-highest state property tax per person in the nation—\$298 compared to Georgia's \$8 in 2011.¹⁰ The three remaining no-income-tax states – South Dakota, Tennessee, and Washington – get by with heavy use of the sales tax. In Georgia, the sales tax accounted for 32 percent of revenue in 2011, compared to 57 percent in Tennessee and 61 percent in Washington.¹¹ Since Georgia lacks natural resources and is already phasing out the state-level property tax, eliminating the state income tax would likely make its reliance on the sales tax comparable to these three states.

No-Income-Tax States Did Not Outperform Higher-Tax Ones in the 2000s

Anti-tax activists contend lower income taxes are a tried-and-true strategy for unleashing stronger job growth, and that completely eliminating the tax is the ideal way to compete with other states. But after reviewing the performance of these no-income-tax states, it is clear that having low or no income taxes is not a surefire ticket to prosperity.

The first way to judge whether eliminating or reducing Georgia's income tax would be good policy is to examine how the economies of no-income-tax states have fared in recent years. To do so, Table 1 looks at changes in the no-income-tax states' **economic growth per capita**¹² between 2001 and 2010.

It should be immediately clear that no-income-tax states are not automatically vaulted to the top tier of economic growth. While three of these states performed in the top ten, three others fell in the bottom ten. Florida and Tennessee, two states sometimes praised as being appealing models for Georgia, experienced subpar growth during

Table 1 No-Income-Tax States Show Inconsistent Growth

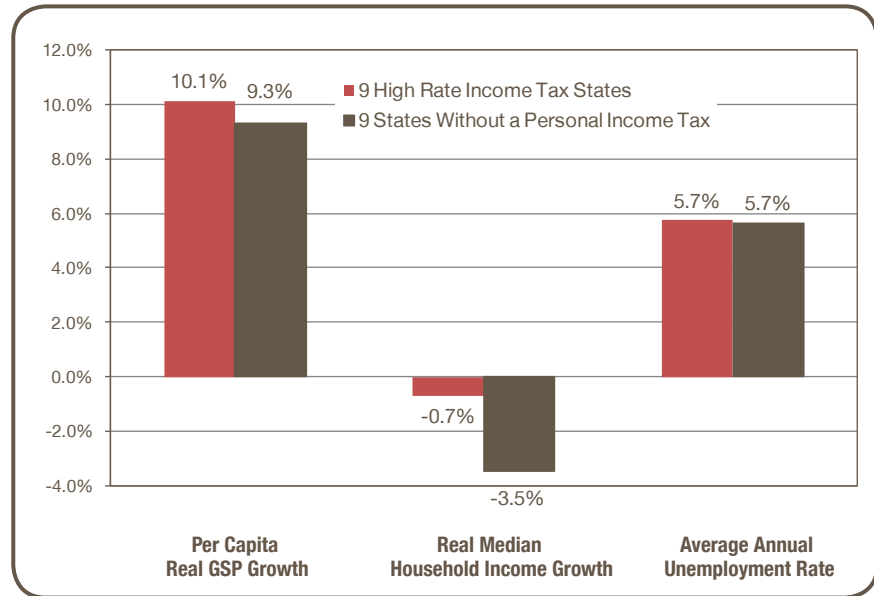
State	% Change in Gross State Product per Capita (GSP); 2001-2010	National Rank (1 is highest)
Alaska	15.5%	7
Florida	4.8%	37
Nevada	-4.8%	48
South Dakota	22.9%	3
Texas	5.2%	32
Washington	3.9%	40
Wyoming	27.3%	2
Tennessee	3.8%	41
New Hampshire	5.4%	31
National Average	8.0%	

Sources: Bureau of Economic Analysis

this span. Clearly, there are many factors at work besides taxes. What’s even more revealing is that over the past decade the nine no-income-tax states did not even outperform the nine states with the *highest* income tax rates, according to a report released earlier this year by the nonpartisan Institute on Taxation and Economic Policy (ITEP).¹³ ITEP’s analysis was based on three measures – **economic growth per capita, median household income, and average unemployment rate** – which together illustrate how well state economies fared, how much money residents made, and whether states were maintaining enough jobs.

Contrary to conventional wisdom that higher income taxes are bad for growth, the nine “high-rate” states performed at least as well, if not better, than the nine no-income-tax states between 2001 and 2010. As Figure 2 illustrates, the nine high-rate states saw slightly higher economic growth per capita, a smaller decline in median household income, and an essentially identical average unemployment rate than the no-income-tax states. This means that the economies of high-rate states were somewhat stronger during this time, and their residents better-weathered the decade’s economic downturn.

Figure 2 Three Measures of Economic Performance, 2001-2010



Source: Bureau of Economic Analysis, U.S. Census Bureau, Bureau of Labor and Statistics

Moreover, the poor performance of no-income-tax states was not limited to only a couple states, as sometimes claimed:

- Six of the nine no-income-tax states performed below the average state on economic growth per capita: New Hampshire, Washington, Texas, Florida, Tennessee, and Nevada.
- Five of the nine no-income-tax states did worse than average on median household income growth: Texas, South Dakota, Nevada, Tennessee, and Alaska.
- Six of the nine no-income-tax states had higher than average annual unemployment rates: Florida, Texas, Tennessee, Washington, Nevada, and Alaska.

No-Income-Tax States Do Not Have Consistently-Better Job Growth

While these measures show the lack of connection between low income taxes and state economic health, some might argue that the only important measure is jobs. But the argument against income taxes becomes even weaker based on states’ job performance during the Great Recession. The worst state for job creation since the start of the economic crisis is Nevada, which has neither a personal income nor corporate income tax. Between December 2007 and February 2012, employment fell there by 13.3 percent, which amounted to 172,400 lost jobs. Florida, lost more jobs (642,000) during that time than only one other state, California.

Alaska, Texas and Wyoming weathered the crisis better than most, but their performances had more to do with a recent oil and gas boom than with income tax rates. As the Alaska Department of Labor wrote in January 2012, “Recently Alaska’s dependence on oil revenue has been a boom. When most states were coping with budget shortfalls stemming from reduced state income and state sales tax collections, Alaska’s oil revenue reached an all-time high in 2008 and

has remained well above historical averages for the last three years.”¹⁴ As further evidence of the role resources play, two states that have both large mining sectors *and* an income tax – Louisiana and West Virginia – are among the best-performing states on jobs since the Great Recession began.¹⁵

States without Income Taxes Have Other Unappealing Qualities

Beyond the question of economic growth and jobs, policymakers should realize that the nine states without income taxes are unappealing models for other reasons as well. For example:

- Texas has by far the highest number of minimum wage jobs in the country and ties with Mississippi for the highest percentage of them. In 2010, more than a half million Texans were working at or below minimum wage, about 9.5 percent, whereas in California – a popular bogeyman for income-tax opponents – less than 2 percent were.¹⁶
- Nevada was judged by Forbes Magazine to have the second-worst quality of life of any state, while Alaska was deemed to have the fifth-worst.¹⁷
- In Tennessee, state residents suffer from low marks on a number of measures typically associated with low public investment, such as infant mortality (fourth) and poverty (10th).¹⁸ Perhaps most strikingly, Tennessee’s state and local governments invest less money in education, per person, than *any* other state.¹⁹

Poor social and economic outcomes are not the only ways that Tennessee stands out. The state has consistently been cited as setting a poor standard for tax policy as well. In 2005, the Pew Center on the States’ Government Performance Project brought together academics from numerous universities and journalists from *Governing* magazine to review state management and financial practices. According to their analysis:

“Tennessee’s tax structure is its greatest weakness. Tennessee’s tremendous dependence on sales tax revenue and weak taxation of services hinders its ability to keep up with expenditures... Tennessee’s tax structure is extremely lopsided. Over three quarters of tax collections result from sales tax receipts. The state has been dependent rather heavily on one-time revenues to fill budget holes, leaving the state vulnerable to sustained imbalance when these revenues dry up.”²⁰

Incomes Taxes Ensure Georgia’s Economic and Social Well-Being

Although the role of state income taxes on economic development and job growth is clearly overstated by those advocating cuts, the tax’s importance to meeting public needs is significant. The income tax serves several important goals that help keep Georgia a growing and attractive state. Specifically, the income tax:

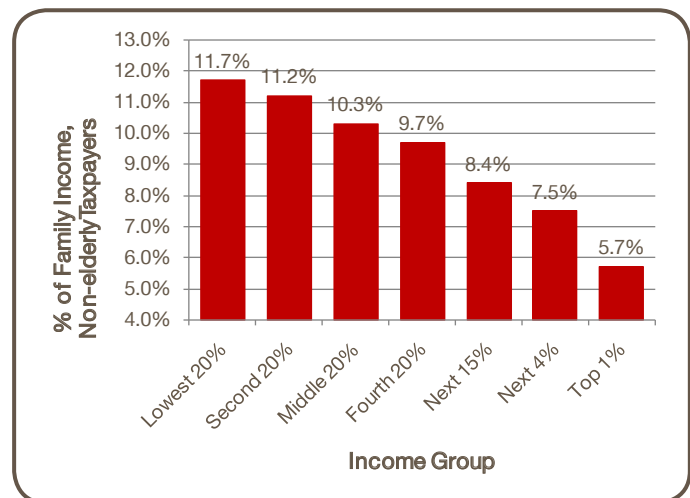
- **Enables state investments and high quality of life** –Significantly reducing the income tax would present Georgia legislators with a tough choice: either abdicate major areas of state responsibility or replace the lost revenue by increasing other sources of funding (for instance, sales taxes or fees). Taking apart the income tax could also lead to higher property taxes, as county and city officials would have to replace state funding for local needs. It is unlikely these sources could fully compensate for the loss though, thereby resulting in major cuts to important services that support the state’s economic health. Without sufficient revenue, it would be impossible for Georgia to invest in areas like education, job training, and transportation that help build the economy of the future. It would also become impossible to properly support such services as health care, cultural amenities, and parks that Georgians expect and that maintain the state’s quality of life.
- **Promotes tax equity**– One area of widespread agreement is that state tax systems should be based on ability to pay; low- and moderate-income households should not pay a greater percentage of what they make in a year than the most affluent. Georgia’s income tax fits the model—wealthier households pay a higher percentage of their income than other Georgians. The sales tax system works the other way around: low- and moderate-income

Georgians pay a larger share of their yearly income in sales taxes than the wealthy, since they must spend most of their income on food and other necessities rather than saving or investing it. The same is true with local property taxes. So, while the state income tax works as it should, the other two taxes make it so that, overall, low- and moderate-income households pay a larger percentage of what they make a year in state and local taxes than do the most well-off (Figure 3). This gap between what the rich and the rest pay is larger in Georgia than in 31 other states.²¹

Shifting from an income to a consumption tax would worsen the situation for two reasons: a sales tax increase would fall most heavily on the poor and middle class and the wealthiest would see the biggest savings from eliminating or sharply reducing the state income tax.

For example, one of the prominent tax proposals during the 2011 session, aimed at moving toward consumption taxes, would have given an average cut of \$7,800 to Georgians that make more than \$389,000 per year (1 percent of all households in the state), while *increasing* taxes by \$394 for those making \$28-45,000 a year and by \$83 for those making less than \$15,000.²² Even more recently, a plan in Kansas developed by anti-tax activists would have cut taxes by \$5,200 for the state's wealthiest residents, while hiking them \$156 or more for those with the lowest-income.²³

Figure 3 State & Local Taxes in Georgia



Source: Institute on Taxation and Economic Policy

- Protects the poorest Georgians** – In 2011, a two-parent family of four in Georgia with income below \$15,900 did not have to pay income taxes.²⁴ While this threshold should be even higher to keep families below the federal poverty line (\$23,018 for family of four) from paying any state income tax, it does shield this basic level of income from taxation. If Georgia eliminates the income tax and relies more heavily on sales taxes, these poorest families will see a significant increase in taxation. This would undercut one of the primary benefits of a balanced tax structure.
- Values Georgia families** – The income tax recognizes the differing financial circumstances of families and single individuals by allowing exemptions for dependents. For example, a family with three children and annual income of \$40,000 a year gets dependent exemptions totaling \$9,000, whereas a single person does not. As a result, the income tax provides certain benefits to families. Sales and property taxes make no such distinction.
- Avoids excessively high sales tax rates** – Since Georgia lacks the type of unique resources that allow states like Texas and Florida to forego the income tax, moving away from it would force Georgia to further depend on the sales tax. Today, the state that most heavily relies on sales taxes is Tennessee, where the average combined rate of state and local sales taxes is 9.45 percent, compared to Georgia's average rate of 6.95 percent.²⁵ However, if state lawmakers wanted to eliminate the income tax while maintaining the same level of revenue, Georgia's average sales tax rate could outpace even its neighbor to the north. Eliminating both the personal income and corporate income taxes would result in an estimated combined state and local sales tax rate of 12 to 14 percent in Georgia.²⁶
- Ensures Georgia's balanced revenue stream and protects its stellar bond rating** – Each state receives a bond rating based on the management of its finances, and Georgia has enjoyed the highest possible mark since 1974.²⁷ Georgia currently receives a AAA grade from all three rating agencies (Moody's Investor Services, S&P, and Fitch), which is true of only seven other states—all of which have personal income taxes.²⁸

Because of its high rating, Georgia is able to borrow money at a lower cost and ensure taxpayers receive a good deal on new capital investments like improved roads or deepening the Savannah port. Revenue diversity is important to a top rating. As one major agency put it: “Moody’s expects that states that impose all three of the broad-based taxes – corporate income tax (CIT), personal income tax (PIT), and sales tax – and a broad array of more narrowly-based taxes and fees often have the best defense should revenues weaken. A broader tax base also generally does a better job of generating tax revenue growth that keeps pace with the state’s economic growth, which aids structural budget balance.”²⁹ Eliminating or seriously cutting the income tax would disrupt Georgia’s balanced revenue stream and potentially jeopardize its AAA rating, costing taxpayers millions in higher interest payments.

Conclusion

Georgia is already a low-tax state compared to the rest of the nation, no matter how you measure it. The state ranks dead last in the amount of state revenue collected per capita and 44th in state revenue as a share of personal income.³⁰ This holds true for businesses as well as individuals, with the Council on State Taxation noting Georgia collects fewer taxes from business than 40 other states.³¹ Being one of the lowest-taxing states made sense when Georgia was a low-population, rural state with an agricultural economy, because our needs were more modest and that was a short-term way for policymakers to attract new business. But new circumstances require new strategies.

Between 2000 and 2011, Georgia’s population grew by 20 percent and it is now the ninth-most-populous state in the nation.³² If it were a country, Georgia would have the 23rd-largest economy in the world.³³ The needs of such a rapidly expanding and complex state have grown over the years, but services that benefit people, jobs, and the economy have failed to keep pace. As a result of low investment in such key areas as education and transportation, Georgia remains a relatively poor and under-educated state. It has the nation’s 12th-highest number of poor people and ranks among the bottom 15 in student reading and math abilities.³⁴ At a time when employers need well-educated and highly-skilled workers, these shortcomings are proving detrimental to Georgia’s economy. From 2001 to 2010, Georgia actually lost jobs and saw its overall economy shrink by 6.5 percent.³⁵

As an economic strategy, slashing income taxes is more wishful thinking than sound policy. Proposals to dramatically reduce or eliminate the income tax would not improve Georgia’s competitiveness and would, in fact, prove counterproductive by further undermining Georgia’s ability to meet its needs.

Georgia needs a positive new direction, but dismantling the state’s income tax is the wrong way to go. There is no evidence that income taxes hinder state economies, and over the last decade, states with the highest income tax rates have performed just as well, if not better, than those without income taxes.

To regain its position as an economically vibrant state with a high standard of living, Georgia needs a balanced approach that includes new revenues and not just the service cuts that have dominated in recent years. Georgia should not only be an attractive place for CEOs to profit; it must also be an attractive place to live, work, and raise a family. The state’s growing and aging population and its increasingly diverse economy require investments in the foundations of future growth, like education and job training, rather than continued cuts to such vital services. Taking apart the income tax would make these public investments impossible, while shifting more of the cost to low- and middle-income earners.

If they want to strengthen the state’s prospects for the future, then Georgia’s leaders should ignore the latest fad of income-tax-cutting and instead pursue sensible, comprehensive tax reform that protects the state’s balanced revenue stream, preserves middle class families, and generates the money to meet Georgia’s growing needs.

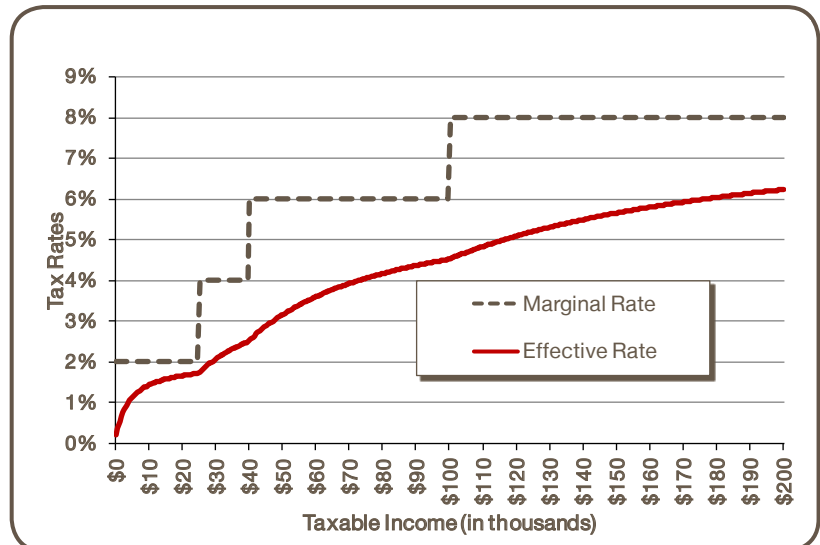
Appendix: How State Income Taxes Work

Perhaps the most common misconception about the income tax is how a tax system's rate structure works. The main source of confusion is the distinction between **effective tax rates**, which tell us what share of a taxpayer's income goes to income tax payments, and **marginal tax rates**, which tell us the tax rate that applies to the last dollar of income. Many taxpayers believe that if their top marginal rate is, say, 6 percent, then that means they pay 6 percent of their overall income in taxes. But that is not the case for three reasons:

1. The income tax only applies to **taxable income**, which is the amount of income subject to taxes after all deductions and exemptions have been claimed. For example, when taxpayers check the boxes for the standard deduction or for dependent exemptions, they are essentially shielding some of their income from taxes. For most single Georgians, the income tax does not apply to the first \$5,000 of their annual income (\$2,700 personal exemption plus \$2,300 standard deduction). Once the recently-enacted tax reforms take effect, this income tax shield will be \$10,400 for married couples filing jointly (\$7,400 personal exemption plus \$3,000 standard deduction).
2. Income tax brackets are structured so that increments of income (or **marginal** amounts of income) are subject to different tax rates. For example, in Georgia, every dollar of taxable income a single person makes above \$7,000 is taxed at a rate of 6 percent, whereas the first \$7,000 of taxable income is taxed at lower rates. As a result, Georgia's top 6 percent rate does not even kick in until a single person has earned \$12,000 of annual income (\$5,000 of deductions plus \$7,000 of taxable income).
3. Income taxes are further reduced by credits, which are taken directly off the tax amount that would otherwise be owed. For example, if a single Georgian with income tax liability of \$100 is eligible for the state's Low Income Tax Credit, he or she will receive a tax credit of up to \$26, reducing income taxes paid to \$74.

As a result, even though most Georgians pay the same marginal rate, their effective rate – or *share of their earnings taken by income taxes* – varies considerably. This is why the bottom 20 percent of Georgia taxpayers – those making less than \$16,000 per year – pays 0.5 percent of their earnings in income taxes, while the top one percent of state taxpayers – those making more than \$433,000 – pays 4 percent.

Hypothetical Illustration of Marginal vs. Effective Tax Rates



Source: Institute on Taxation and Economic Policy

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