

Property Tax Payments, 2002-2003 - Jefferson County -

Indiana Legislative Services Agency

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The Indiana Supreme Court found Indiana's true tax value assessment rules to be unconstitutional in December 1998. Major changes in property tax payments in each county from 2002 to 2003 were caused by several factors, including:

- The move from the old true tax value assessment rules to the new market-oriented rules during the 2002-2003 property tax reassessment.
- Tax levy increases by local taxing units, which are influenced by spending and the availability of other revenue sources.
- The tax restructuring provisions enacted by the General Assembly in 2002 to help mitigate some of the effects of the assessment changes.

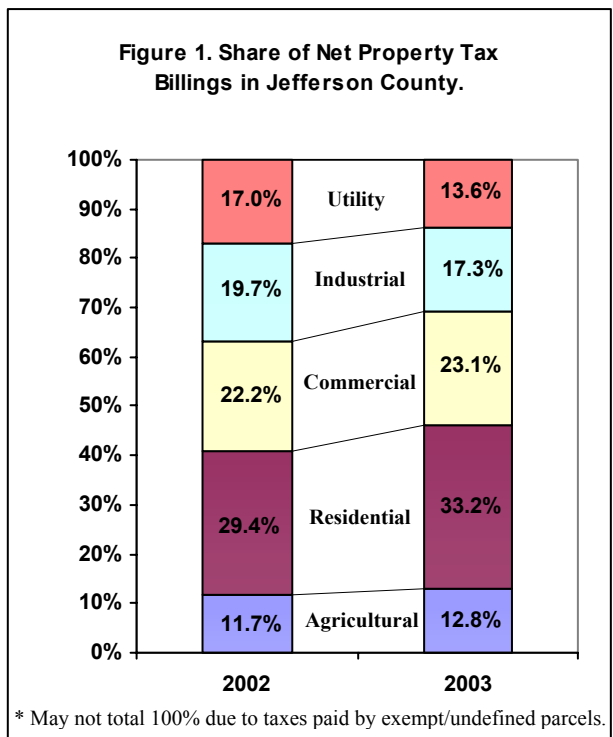
State Tax Credits Increased in Jefferson County from \$4.8 Million in 2002 to \$8.6 Million in 2003.

The General Assembly's restructuring provisions increased state tax credits statewide in 2003 from \$1.12 billion to \$1.87 billion, an increase of approximately \$748 million. In Jefferson County, state tax credits

Property Class	Change In		
	Total Gross AV	Net AV	Net Tax Bill
Agricultural	79.3%	60.8%	16.9%
Residential (All)	92.1%	55.4%	21.3%
Homestead Only	97.3%	50.9%	17.4%
Commercial	38.7%	34.8%	11.6%
Industrial	6.2%	5.5%	-5.7%
Utility	-7.1%	-7.1%	-13.9%
Avg. All Classes	49.3%	32.6%	7.3%

increased from \$4.8 million to \$8.6 million, an increase of \$3.8 million. This paper provides a brief summary of how these factors changed property tax liabilities in Jefferson County.

Tax Shifts. Jefferson County saw a property tax shift from industrial and utility to agricultural, commercial and residential property owners. Tax bills paid by agricultural, residential, and commercial property owners increased, while tax bills paid by industrial and utility property owners decreased (see Table 1). [Restructuring also incorporated an increase in the Utility Receipts Tax to compensate for reduced property tax payments by utilities.] The reason for these shifts between classes of property was that the total of real plus personal property assessed values (AV) of agricultural, commercial, and residential property increased more than the assessed values of industrial and utility property. Gross assessed values of agricultural and residential property almost doubled. Commercial assessed value rose 39%. Industrial assessments rose



much less, and utility assessments actually declined. These figures include the effects of new construction, demolition and remodeling of property, as well as the effects of reassessment, tax restructuring and levy increases.

Homeowners and Renters. The residential property type includes both homestead and non-homestead residential property. Owners of residential and agricultural homesteads in Jefferson County saw their tax bills increase by a smaller amount than the average residential property increase. A property is eligible for the homestead deduction and credit if it is occupied by its owner and is the owner’s primary residence. The increase in the homestead deduction from \$6,000 to \$35,000 is the reason that residential net assessed value rose so much less than gross assessed value.

Tax bills on non-homestead residential property, which is primarily rental property, increased much more than for homestead property. Taxes rose because rental assessments increased as much as homestead assessments, but rental property was not eligible for the homestead deduction or homestead credit.

Table 2 shows tax changes for comparable properties, those with physical features that were unchanged from 2002 to 2003. In Jefferson County, substantially more residential property owners (including both homeowners and rental property owners) saw tax bill increases than decreases in 2003. Separately, more homestead owners also saw increases rather than decreases.

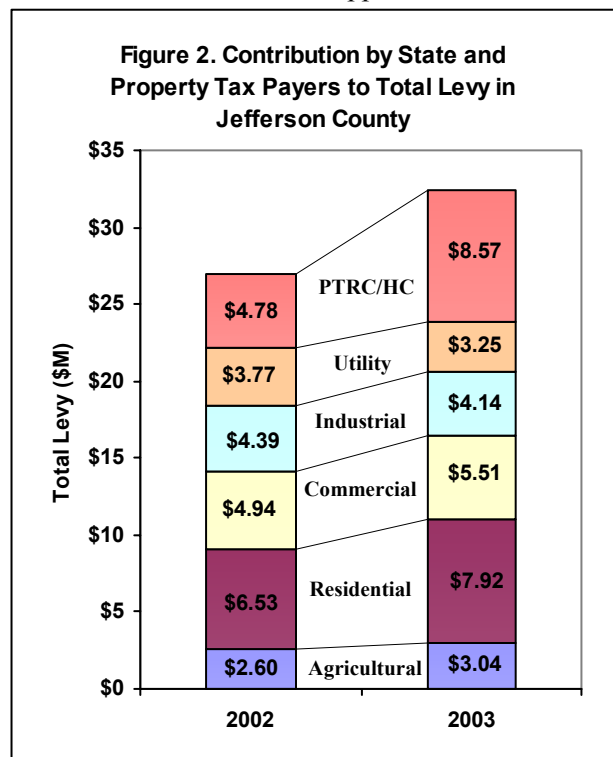
	Residential - Actual -	Homestead - Actual -	Residential - NO Levy Change -	Homestead -NO Levy Change -
Increased	63.0%	53.6%	56.7%	44.9%
Decreased	37.0%	46.4%	43.3%	55.1%
Increased 100% or More	10.6%	7.0%	8.9%	5.8%
Decreased 25% or More	12.8%	16.6%	15.9%	20.3%
Average Change (\$)	\$85	\$46	\$50	\$0
Average Change (%)	15.8%	6.1%	9.2%	0.0%

* Percentages represent the percentage of parcels affected.

Not all of the tax bill change was due to reassessment and tax restructuring. Some was due to increases in the tax levies of local units of government. Table 2 shows estimates of what would have happened had tax levies remained unchanged. The estimates are made by recalculating tax rates for 2003 using tax levies from 2002.

With no levy changes, more than half of all residential property owners would have seen tax increases, and less than half would have seen tax decreases. For homesteads, less than half would have seen increases, while more than half would have seen decreases. Apart from levy increases, reassessment and restructuring reduced the taxes of more homeowners than they increased.

Agriculture. Taxes on agricultural property in Jefferson County rose. Overall, agricultural business taxes rose more than agricultural homestead taxes. The net assessed value on non-homestead agricultural real property rose by almost 75%. This reflects the 112% increase in the base rate of farm land, from \$495 to \$1,050 per acre. Agricultural net personal property assessments decreased by a small amount.



Business. Taxes on industrial and utility property fell in Jefferson County because assessed values rose much less than residential and agricultural assessments. Business real property was assessed closer to the market value standard under the old assessment rules than was residential property. Consequently, the shift to market value assessment increased business assessments less. The general rise in assessed values in Jefferson County reduced tax rates, and this cut tax bills for owners of property with smaller assessment increases, industries and utilities.

Tax Restructuring. The tax restructuring of 2002 made significant changes to property tax assessments, deductions, credits, and hence to overall tax payments. Restructuring reversed personal property rule changes which the Department of Local Government Finance had put in place. It replaced one tax break for homeowners, known as the shelter allowance, with a larger (in most cases) homestead deduction. Restructuring also increased property tax replacement credits (PTRC) from the existing 20% credit. PTRC on school general fund levies is now 60% for all property. A 20% PTRC is paid to real property owners on civil levies plus the remaining school general fund levies (after the 60% credit). Restructuring also raised the homestead credit to 20% of net qualifying levies, instead of allowing it to revert to 4% of gross qualifying levies in 2003. Figure 2 shows the net levies paid by each property classification along with the PTRC and state homestead credit contributions. The contribution to local levies in Jefferson County by PTRC and state homestead credit payments increased by approximately 79%, from \$4.8 million to \$8.6 million.

Table 3 shows estimates of how Jefferson County tax bills would have changed for each property type had tax restructuring not been adopted. Tax increases for residential and agricultural property owners would have been particularly large. The increases in the homestead deduction and PTRC in the tax restructuring reduced the size of these tax increases. Jefferson County residential property taxes still increased because the reassessment business-to-residential tax shift, plus the increase in the tax levy, was not fully offset by the rise in the homestead deduction and higher state PTRC payments. The larger PTRC payments are also responsible for reducing the tax increase on commercial property. The elimination of the PTRC for personal property was responsible for reducing the tax cuts received by industrial and utility property. The percentage changes in the

Property Type	No Restructuring (Estimated)	With Restructuring (Actual)	Difference
Agricultural	39.3%	16.9%	-22.3%
Residential (All)	70.9%	21.3%	-49.6%
Homestead Only	84.1%	17.4%	-66.7%
Commercial	14.7%	11.6%	-3.1%
Industrial	-9.0%	-5.7%	3.3%
Utility	-26.1%	-13.9%	12.2%

“With Restructuring” column of Table 3 correspond to the changes in the net levies in Figure 2.

List of Attached Summary Tables. Four summary tables are attached to provide additional information regarding assessed values and taxes by property class.

Summary Table 1: Comparison of 2002 and 2003 Net Property Tax Billings by Property Classification. This table summarizes net tax billings for real and personal property by property class. Additional information is provided for subclasses such as homesteads, agricultural homesteads, agricultural land, and rental properties.

Summary Table 2: Comparison of 2002 and 2003 Net Assessed Value by Property Classification. This table summarizes net assessed values for the same property classes described in Summary Table 1.

Summary Table 3: Changes in Assessed Values, Deductions, Credits, and Net Levies. This table summarizes the county-wide changes in tax bill components from 2002 to 2003 for real and personal property by property class.

Summary Table 4: Residential Property Summary. This table summarizes the assessed value and net tax changes from 2002 to 2003 for residential property. The table includes a distribution of net tax changes for comparable residential properties and for the homestead component of residential property. The table also depicts the distribution of changes as if there were no levy increase in 2003.

Jefferson County
Changes in Assessed Values, Deductions, Credits and Net Levies
Pay 2002 - Pay 2003

	Total	Agriculture	Residential	Res-Hmstd	Commercial	Industrial	Utility
Pay 2002							
Real Gross Assessed Value	665,563,741	125,711,846	334,404,376	271,992,086	144,326,503	50,560,305	10,560,710
Real Deductions	84,121,991	11,932,781	52,937,878	52,937,878	11,798,371	7,449,212	3,749
Real Net Assessed Value	581,441,750	113,779,065	281,466,498	219,054,208	132,528,132	43,111,093	10,556,961
Personal Gross Assd. Value	339,171,793	6,745,296	2,622,330	0	57,370,955	140,713,194	131,720,018
Personal Deductions	16,837,660	0	0	0	4,855,480	11,982,180	0
Personal Net Assd. Value	322,334,133	6,745,296	2,622,330	0	52,515,475	128,731,014	131,720,018
Total Gross Assessed Value	1,004,735,534	132,457,142	337,026,706	271,992,086	201,697,458	191,273,500	142,280,728
Total Deductions	100,959,651	11,932,781	52,937,878	52,937,878	16,653,851	19,431,392	3,749
Total Net Assessed Value	903,775,883	120,524,361	284,088,828	219,054,208	185,043,607	171,842,108	142,276,979
Gross Levy	27,018,487	3,166,988	8,413,365	6,502,337	5,815,764	5,172,459	4,449,911
PTRC (Calculated)	4,044,931	452,356	1,252,092	968,558	880,294	782,434	677,755
State/County Homestead Cr. (Calculated)	740,487	110,979	629,508	629,508	0	0	0
Net Levy	22,233,069	2,603,653	6,531,765	4,904,271	4,935,470	4,390,025	3,772,157
Pay 2003							
Real Gross Assessed Value	1,158,159,350	231,140,175	645,513,487	536,662,354	207,353,198	63,174,036	10,978,454
Real Deductions	280,486,790	43,678,419	206,043,541	206,043,541	23,782,392	6,960,952	21,486
Real Net Assessed Value	877,672,560	187,461,756	439,469,946	330,618,813	183,570,806	56,213,084	10,956,968
Personal Gross Assd. Value	342,011,728	6,362,117	1,951,938	0	72,464,923	140,010,947	121,221,803
Personal Deductions	21,401,478	0	0	0	6,555,168	14,846,310	0
Personal Net Assd. Value	320,610,250	6,362,117	1,951,938	0	65,909,755	125,164,637	121,221,803
Total Gross Assessed Value	1,500,171,078	237,502,292	647,465,425	536,662,354	279,818,121	203,184,983	132,200,257
Total Deductions	301,888,268	43,678,419	206,043,541	206,043,541	30,337,560	21,807,262	21,486
Total Net Assessed Value	1,198,282,810	193,823,873	441,421,884	330,618,813	249,480,561	181,377,721	132,178,771
Gross Levy	32,753,998	4,415,744	11,944,069	8,947,647	7,280,227	5,189,616	3,924,340
PTRC (Calculated)	8,077,502	1,268,416	3,309,146	2,478,556	1,770,863	1,051,067	678,010
State/County Homestead Cr. (Calculated)	814,702	102,534	712,168	712,168	0	0	0
Net Levy	23,861,794	3,044,794	7,922,755	5,756,923	5,509,365	4,138,549	3,246,330
COMPARISONS							
Net Levy Percent Change	7.3%	16.9%	21.3%	17.4%	11.6%	-5.7%	-13.9%
Contributions to Tax Bill Changes, 2002-2003							
Percent Changes	Total	Agriculture	Residential	Res-Hmstd	Commercial	Industrial	Utility
Gross Real AV	74.0%	83.9%	93.0%	97.3%	43.7%	24.9%	4.0%
Gross Personal AV	0.8%	-5.7%	-25.6%	0.0%	26.3%	-0.5%	-8.0%
Total Gross Assessed Value	49.3%	79.3%	92.1%	97.3%	38.7%	6.2%	-7.1%
Net Assessed Value	32.6%	60.8%	55.4%	50.9%	34.8%	5.5%	-7.1%
Gross Levy	21.2%	39.4%	42.0%	37.6%	25.2%	0.3%	-11.8%
Net Levy	7.3%	16.9%	21.3%	17.4%	11.6%	-5.7%	-13.9%
Actual State Credits, 2002 and 2003							
	2002	2003	Change	Change%			
PTRC (Abstract)	3,990,513	7,735,451	3,744,938	93.8%			
State Homestead Cr. (Abstract)	790,258	833,052	42,794	5.4%			
Total State Credits (Abstract)	4,780,771	8,568,503	3,787,732	79.2%			

Comparison of 2002 and 2003 Net Property Tax Billings*
(Scaled to Abstract Values)
By Property Classification**
Jefferson County

Property Classification	2002	2003	Difference***	Change***	2002	2003	Change
	Net Tax	Net Tax			% of Total Real + Pers	% of Total Real + Pers	
<u>Real + Personal</u>							
Agricultural	2,603,653	3,044,794	441,141	16.9%	11.7%	12.8%	1.1%
Residential	6,531,765	7,922,755	1,390,990	21.3%	29.4%	33.2%	3.8%
Commercial	4,935,470	5,509,365	573,895	11.6%	22.2%	23.1%	0.9%
Industrial	4,390,025	4,138,549	-251,476	-5.7%	19.7%	17.3%	-2.4%
Utility	3,772,157	3,246,330	-525,827	-13.9%	17.0%	13.6%	-3.4%
Exempt	11,792	7,014	-4,778	-40.5%	0.1%	0.0%	0.0%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	22,244,862	23,868,807	1,623,945	7.3%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	2,449,833	2,928,577	478,744	19.5%	11.0%	12.3%	1.3%
Residential	6,466,356	7,887,306	1,420,950	22.0%	29.1%	33.0%	4.0%
Commercial	3,556,512	3,909,619	353,107	9.9%	16.0%	16.4%	0.4%
Industrial	1,151,553	1,168,174	16,621	1.4%	5.2%	4.9%	-0.3%
Utility	284,569	237,289	-47,280	-16.6%	1.3%	1.0%	-0.3%
Exempt	11,792	7,014	-4,778	-40.5%	0.1%	0.0%	0.0%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	13,920,615	16,137,979	2,217,364	15.9%	62.6%	67.6%	5.0%
Agricultural Homesteads	1,352,587	1,556,196	203,609	15.1%	6.1%	6.5%	0.4%
Residential Homesteads	4,904,271	5,756,923	852,652	17.4%	22.0%	24.1%	2.1%
Total Homesteads	6,256,858	7,313,119	1,056,261	16.9%	28.1%	30.6%	2.5%
Non-Homestead Residential	1,562,085	2,130,383	568,298	36.4%	7.0%	8.9%	1.9%
Apartments (Over 4 Units)	517,025	636,724	119,699	23.2%	2.3%	2.7%	0.3%
<u>Personal Property Only</u>							
Agricultural	153,820	116,218	-37,602	-24.4%	0.7%	0.5%	-0.2%
Residential	65,409	35,449	-29,960	-45.8%	0.3%	0.1%	-0.1%
Commercial	1,378,957	1,599,745	220,788	16.0%	6.2%	6.7%	0.5%
Industrial	3,238,472	2,970,376	-268,096	-8.3%	14.6%	12.4%	-2.1%
Utility	3,487,587	3,009,042	-478,545	-13.7%	15.7%	12.6%	-3.1%
Total	8,324,245	7,730,830	-593,415	-7.1%	37.4%	32.4%	-5.0%
Total Depreciables	6,647,620	5,928,697	-718,923	-10.8%	29.9%	24.8%	-5.0%
Total Inventory	1,611,216	1,766,684	155,468	9.6%	7.2%	7.4%	0.2%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	1,097,245	1,372,381	275,136	25.1%	4.9%	5.7%	0.8%
Ag Personal	153,820	116,218	-37,602	-24.4%	0.7%	0.5%	-0.2%
Total Ag Business	1,251,065	1,488,599	237,534	19.0%	5.6%	6.2%	0.6%
Ag Homesteads	1,352,587	1,556,196	203,609	15.1%	6.1%	6.5%	0.4%

* "Tax billings" for real property refers to the net taxes charged per the parcel level data received from county auditors and assessors, scaled to values reported on the county auditor's abstract.

* "Tax billings" for personal property refers to the net taxes charged on the personal property assessed value reported on the county auditor's abstract.

** Property class was determined using a combination of county auditor parcel-level real property tax data, county assessor parcel-level real property assessment data, county auditor abstracts, Form 15 personal property assessment data, business and farmer's personal property tax returns over \$150,000 AV, and state distributable utility tax returns.

*** Net tax changes from 2002 to 2003 include effects of changes in assessment methods, local levies, real property physical characteristics, property use, personal property held or acquired, deductions, and credits.

Comparison of 2002 and 2003 Net Assessed Value*
(Scaled to Abstract Values)
By Property Classification**
Jefferson County

Property Classification	2002	2003	Difference***	Change***	2002	2003	Change
	Net AV	Net AV			% of Total Real + Pers	% of Total Real + Pers	
<u>Real + Personal</u>							
Agricultural	120,524,361	193,823,873	73,299,512	60.8%	13.3%	16.2%	2.8%
Residential	284,088,828	441,421,884	157,333,056	55.4%	31.4%	36.8%	5.4%
Commercial	185,043,607	249,480,561	64,436,954	34.8%	20.5%	20.8%	0.3%
Industrial	171,842,108	181,377,721	9,535,613	5.5%	19.0%	15.1%	-3.9%
Utility	142,276,979	132,178,771	-10,098,208	-7.1%	15.7%	11.0%	-4.7%
Exempt	450,630	347,900	-102,730	-22.8%	0.0%	0.0%	0.0%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	904,226,513	1,198,630,710	294,404,197	32.6%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	113,779,065	187,461,756	73,682,691	64.8%	12.6%	15.6%	3.1%
Residential	281,466,498	439,469,946	158,003,448	56.1%	31.1%	36.7%	5.5%
Commercial	132,528,132	183,570,806	51,042,674	38.5%	14.7%	15.3%	0.7%
Industrial	43,111,093	56,213,084	13,101,991	30.4%	4.8%	4.7%	-0.1%
Utility	10,556,961	10,956,968	400,007	3.8%	1.2%	0.9%	-0.3%
Exempt	450,630	347,900	-102,730	-22.8%	0.0%	0.0%	0.0%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	581,892,379	878,020,460	296,128,081	50.9%	64.4%	73.3%	8.9%
Agricultural Homesteads	64,710,200	102,543,511	37,833,311	58.5%	7.2%	8.6%	1.4%
Residential Homesteads	219,054,208	330,618,813	111,564,605	50.9%	24.2%	27.6%	3.4%
Total Homesteads	283,764,408	433,162,324	149,397,916	52.6%	31.4%	36.1%	4.8%
Non-Homestead Residential	62,412,290	108,851,133	46,438,843	74.4%	6.9%	9.1%	2.2%
Apartments (Over 4 Units)	18,958,039	29,087,578	10,129,539	53.4%	2.1%	2.4%	0.3%
<u>Personal Property Only</u>							
Agricultural	6,745,296	6,362,117	-383,179	-5.7%	0.7%	0.5%	-0.2%
Residential	2,622,330	1,951,938	-670,392	-25.6%	0.3%	0.2%	-0.1%
Commercial	52,515,475	65,909,755	13,394,280	25.5%	5.8%	5.5%	-0.3%
Industrial	128,731,014	125,164,637	-3,566,377	-2.8%	14.2%	10.4%	-3.8%
Utility	131,720,018	121,221,803	-10,498,215	-8.0%	14.6%	10.1%	-4.5%
Total	322,334,133	320,610,250	-1,723,883	-0.5%	35.6%	26.7%	-8.9%
Total Depreciables	257,952,052	246,775,595	-11,176,457	-4.3%	28.5%	20.6%	-7.9%
Total Inventory	61,759,751	71,882,717	10,122,966	16.4%	6.8%	6.0%	-0.8%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	49,068,865	84,918,245	35,849,380	73.1%	5.4%	7.1%	1.7%
Ag Personal	6,745,296	6,362,117	-383,179	-5.7%	0.7%	0.5%	-0.2%
Total Ag Business	55,814,161	91,280,362	35,466,201	63.5%	6.2%	7.6%	1.4%
Ag Homesteads	64,710,200	102,543,511	37,833,311	58.5%	7.2%	8.6%	1.4%

* "Net Assessed Value" for real property refers to the gross AV less deductions per the parcel level data received from county auditors and assessors, scaled to values reported on the county auditor's abstract.

** "Net Assessed Value" for personal property refers to the gross personal property assessed value reported on the county auditor's abstract less the deductions reported on the abstract.

** Property class was determined using a combination of county auditor parcel-level real property tax data, county assessor parcel-level real property assessment data, county auditor abstracts, Form 15 personal property assessment data, business and farmer's personal property tax returns over \$150,000 AV, and state distributable utility tax returns.

*** Net AV changes from 2002 to 2003 include effects of changes in assessment methods, real property physical characteristics, property use, personal property held or acquired, and deductions.

**Jefferson County
Residential Property Summary
2003 Reassessment**

Property Type	Change in Gross AV 2001 to 2003	Change in Net AV 2001 to 2003	Change in Net Tax 2002 to 2003	Change in Net Tax With NO Cert. Levy Chg. 2002 to 2003
All Real Residential Properties	103%	63%	27%	19%
Comparable Residential Real Prop.	88%	48%	16%	9%
Comparable Homesteads	88%	38%	6%	0%

Distribution of Net Tax Changes on Comparable Residential Property

% Change	2002 to 2003 Actual Bills All Residential Property		2002 to 2003 Actual Bills Homesteads Only		2002 to 2003 Recomputed Bills With NO Certified Levy Change All Residential Property		2002 to 2003 Recomputed Bills With NO Certified Levy Change Homesteads	
Over 300%	308	2.7%	85	1.3%	281	2.4%	73	1.1%
200% to 300%	179	1.6%	68	1.0%	166	1.4%	67	1.0%
100% to 200%	730	6.3%	310	4.7%	584	5.1%	243	3.7%
50% to 100%	1,560	13.6%	502	7.6%	1,427	12.4%	445	6.7%
25% to 50%	1,359	11.8%	654	9.9%	1,112	9.7%	495	7.5%
10% to 25%	1,420	12.3%	934	14.2%	1,234	10.7%	715	10.8%
5% to 10%	600	5.2%	438	6.6%	591	5.1%	382	5.8%
0 to 5%	1,093	9.5%	545	8.3%	1,130	9.8%	541	8.2%
0 to -5%	554	4.8%	425	6.4%	589	5.1%	488	7.4%
-5% to -10%	574	5.0%	473	7.2%	659	5.7%	507	7.7%
-10% to -25%	1,653	14.4%	1,068	16.2%	1,901	16.5%	1,298	19.7%
-25% to -50%	1,185	10.3%	933	14.1%	1,486	12.9%	1,137	17.2%
Below -50%	285	2.5%	162	2.5%	340	3.0%	206	3.1%
	11,500	100.0%	6,597	100.0%	11,500	100.0%	6,597	100.0%
Parcels With Increases	7,249	63.0%	3,536	53.6%	6,525	56.7%	2,961	44.9%
Parcels With Reductions	4,251	37.0%	3,061	46.4%	4,975	43.3%	3,636	55.1%
Average \$ Change		\$85		\$46		\$50		\$0
Average % Change		15.8%		6.1%		9.2%		0.0%

"Comparable Properties" = Properties with a record in both years that have improvements in both years OR no improvements in both years.

Data Source: 2001 and 2003 County Parcel Tax Data - County Auditor and County Assessor

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