

Property Tax Payments, 2002-2003 - Monroe 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.

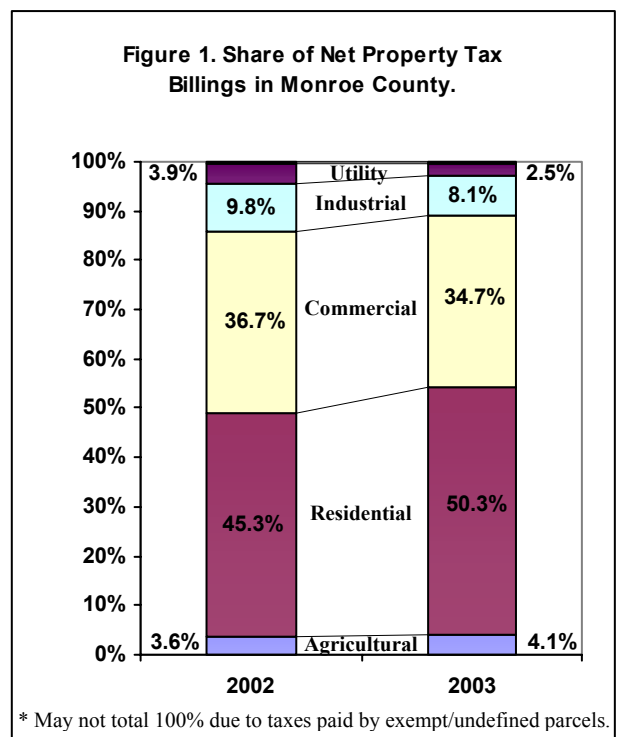
State Tax Credits Increased in Monroe County from \$15.9 Million in 2002 to \$29.0 Million in 2003.

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 Monroe County, state tax credits

Property Class	Change In		
	Total Gross AV	Net AV	Net Tax Bill
Agricultural	106.5%	88.1%	15.5%
Residential (All)	108.5%	83.2%	13.2%
Homestead Only	105.2%	69.7%	5.9%
Commercial	56.4%	56.2%	-3.7%
Industrial	25.1%	27.5%	-16.4%
Utility	-0.6%	-2.4%	-35.5%
Avg. All Classes	80.0%	66.0%	2.2%

increased from \$15.9 million to \$29.0 million, an increase of \$13.1 million. This paper provides a brief summary of how these factors changed property tax liabilities in Monroe County.

Tax Shifts. Monroe County saw a property tax shift from businesses to residential and agricultural property owners. Tax bills paid by agricultural and residential property owners increased, and tax bills paid by commercial, 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 residential and agricultural property increased more than the assessed values of business property. Gross assessed values of agricultural and residential property more than doubled. Commercial and 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 homesteads in Monroe County saw their tax bills increase by a smaller amount than the average residential property increase, while owners of agricultural homesteads realized a greater increase than the average. 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 Monroe 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 saw decreases rather than increases.

	Residential - Actual -	Homestead - Actual -	Residential - NO Levy Change -	Homestead -NO Levy Change -
Increased	63.0%	46.7%	47.9%	26.8%
Decreased	37.0%	53.3%	52.1%	73.2%
Increased 100% or More	9.8%	2.8%	6.5%	1.7%
Decreased 25% or More	12.3%	14.2%	21.5%	29.3%
Average Change (\$)	\$101	-\$3	-\$18	-\$140
Average Change (%)	11.6%	-0.3%	-2.0%	-12.7%

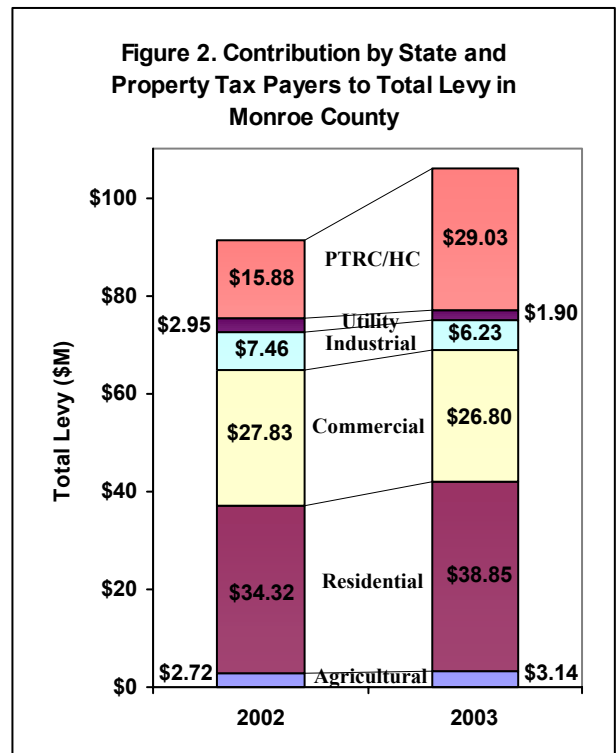
* Percentages represent the percentage of parcels affected.

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, less than half of all residential property owners would have seen tax increases, and a little over half would have seen tax decreases. For homesteads, slightly more than one-quarter would have seen tax increases, and nearly three-quarters would have seen decreases. Apart from levy increases, reassessment and restructuring reduced the taxes of substantially more homeowners than they increased.

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

Business. Taxes on business property fell in Monroe



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 Monroe County reduced tax rates, and this cut tax bills for owners of property with smaller assessment increases, like businesses.

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 Monroe County by PTRC and state homestead credit payments increased by approximately 83%, from \$15.9 million to \$29.0 million.

Table 3 shows estimates of how Monroe 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. Monroe 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 taxes on commercial and industrial property. The percentage changes in the “With Restructuring” column of Table 3 correspond to the changes in the net levies in Figure 2.

Property Type	No Restructuring (Estimated)	With Restructuring (Actual)	Difference
Agricultural	42.1%	15.5%	-26.6%
Residential (All)	44.8%	13.2%	-31.6%
Homestead Only	51.6%	5.9%	-45.8%
Commercial	-1.2%	-3.7%	-2.5%
Industrial	-13.0%	-16.4%	-3.4%
Utility	-41.6%	-35.5%	6.1%

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.

Monroe 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	2,710,793,430	149,891,538	1,691,920,662	1,283,181,225	701,919,080	164,919,964	2,142,186
Real Deductions	229,906,715	13,500,758	180,324,910	180,324,910	22,730,644	12,117,168	1,233,235
Real Net Assessed Value	2,480,886,715	136,390,780	1,511,595,752	1,102,856,315	679,188,436	152,802,796	908,951
Personal Gross Assd. Value	636,666,715	3,468,110	12,738,330	0	321,570,321	182,747,360	116,142,594
Personal Deductions	64,402,019	0	750	0	40,357,039	24,044,230	0
Personal Net Assd. Value	572,264,696	3,468,110	12,737,580	0	281,213,282	158,703,130	116,142,594
Total Gross Assessed Value	3,347,460,145	153,359,648	1,704,658,992	1,283,181,225	1,023,489,402	347,667,324	118,284,780
Total Deductions	294,308,734	13,500,758	180,325,660	180,324,910	63,087,683	36,161,398	1,233,235
Total Net Assessed Value	3,053,151,411	139,858,890	1,524,333,332	1,102,856,315	960,401,719	311,505,926	117,051,545
Gross Levy	94,400,554	3,485,826	46,537,433	33,517,658	32,333,496	8,634,055	3,409,744
PTRC (Calculated)	12,928,132	454,316	6,338,107	4,563,251	4,503,296	1,175,082	457,331
State/County Homestead Cr. (Calculated)	6,184,139	308,359	5,875,780	5,875,780	0	0	0
Net Levy	75,288,284	2,723,151	34,323,546	23,078,627	27,830,200	7,458,973	2,952,413
Pay 2003							
Real Gross Assessed Value	5,284,461,177	312,448,045	3,541,520,436	2,633,426,008	1,204,413,102	221,833,931	4,245,663
Real Deductions	897,674,957	53,602,062	761,928,045	761,928,045	41,586,732	37,165,424	3,392,694
Real Net Assessed Value	4,386,786,220	258,845,983	2,779,592,391	1,871,497,963	1,162,826,370	184,668,507	852,969
Personal Gross Assd. Value	739,817,048	4,163,541	13,336,389	0	395,885,031	213,091,086	113,341,002
Personal Deductions	59,193,905	0	750	0	58,610,805	582,350	0
Personal Net Assd. Value	680,623,143	4,163,541	13,335,639	0	337,274,226	212,508,736	113,341,002
Total Gross Assessed Value	6,024,278,225	316,611,586	3,554,856,825	2,633,426,008	1,600,298,133	434,925,017	117,586,664
Total Deductions	956,868,862	53,602,062	761,928,795	761,928,045	100,197,537	37,747,774	3,392,694
Total Net Assessed Value	5,067,409,363	263,009,524	2,792,928,030	1,871,497,963	1,500,100,596	397,177,243	114,193,970
Gross Levy	108,527,744	4,682,080	58,668,830	39,125,916	34,858,655	8,026,106	2,292,073
PTRC (Calculated)	27,011,533	1,312,944	15,455,825	10,330,183	8,062,176	1,791,873	388,716
State/County Homestead Cr. (Calculated)	4,588,840	224,272	4,364,568	4,364,568	0	0	0
Net Levy	76,927,371	3,144,864	38,848,437	24,431,165	26,796,479	6,234,233	1,903,357
COMPARISONS							
Net Levy Percent Change	2.2%	15.5%	13.2%	5.9%	-3.7%	-16.4%	-35.5%
Contributions to Tax Bill Changes, 2002-2003							
Percent Changes	Total	Agriculture	Residential	Res-Hmstd	Commercial	Industrial	Utility
Gross Real AV	94.9%	108.4%	109.3%	105.2%	71.6%	34.5%	98.2%
Gross Personal AV	16.2%	20.1%	4.7%	0.0%	23.1%	16.6%	-2.4%
Total Gross Assessed Value	80.0%	106.5%	108.5%	105.2%	56.4%	25.1%	-0.6%
Net Assessed Value	66.0%	88.1%	83.2%	69.7%	56.2%	27.5%	-2.4%
Gross Levy	15.0%	34.3%	26.1%	16.7%	7.8%	-7.0%	-32.8%
Net Levy	2.2%	15.5%	13.2%	5.9%	-3.7%	-16.4%	-35.5%
Actual State Credits, 2002 and 2003							
	2002	2003	Change	Change%			
PTRC (Abstract)	12,477,056	25,747,145	13,270,089	106.4%			
State Homestead Cr. (Abstract)	3,407,709	3,279,085	-128,624	-3.8%			
Total State Credits (Abstract)	15,884,765	29,026,230	13,141,465	82.7%			

Comparison of 2002 and 2003 Net Property Tax Billings*
(Scaled to Abstract Values)
By Property Classification**
Monroe 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	2,723,151	3,144,864	421,713	15.5%	3.6%	4.1%	0.5%
Residential	34,323,546	38,848,437	4,524,891	13.2%	45.3%	50.3%	5.0%
Commercial	27,830,200	26,796,479	-1,033,721	-3.7%	36.7%	34.7%	-2.0%
Industrial	7,458,973	6,234,233	-1,224,740	-16.4%	9.8%	8.1%	-1.8%
Utility	2,952,413	1,903,357	-1,049,056	-35.5%	3.9%	2.5%	-1.4%
Exempt	482,632	252,427	-230,205	-47.7%	0.6%	0.3%	-0.3%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	75,770,915	77,179,797	1,408,882	1.9%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	2,648,338	3,084,867	436,529	16.5%	3.5%	4.0%	0.5%
Residential	34,021,851	38,669,793	4,647,942	13.7%	44.9%	50.1%	5.2%
Commercial	20,140,433	20,321,708	181,275	0.9%	26.6%	26.3%	-0.3%
Industrial	3,680,906	2,737,062	-943,844	-25.6%	4.9%	3.5%	-1.3%
Utility	25,997	14,471	-11,526	-44.3%	0.0%	0.0%	0.0%
Exempt	482,632	252,427	-230,205	-47.7%	0.6%	0.3%	-0.3%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	61,000,157	65,080,328	4,080,171	6.7%	80.5%	84.3%	3.8%
Agricultural Homesteads	1,521,166	1,769,283	248,117	16.3%	2.0%	2.3%	0.3%
Residential Homesteads	23,078,627	24,431,165	1,352,538	5.9%	30.5%	31.7%	1.2%
Total Homesteads	24,599,793	26,200,448	1,600,655	6.5%	32.5%	33.9%	1.5%
Non-Homestead Residential	10,943,225	14,238,628	3,295,403	30.1%	14.4%	18.4%	4.0%
Apartments (Over 4 Units)	7,633,666	8,305,586	671,920	8.8%	10.1%	10.8%	0.7%
<u>Personal Property Only</u>							
Agricultural	74,813	59,997	-14,816	-19.8%	0.1%	0.1%	0.0%
Residential	301,694	178,644	-123,050	-40.8%	0.4%	0.2%	-0.2%
Commercial	7,689,767	6,474,771	-1,214,996	-15.8%	10.1%	8.4%	-1.8%
Industrial	3,778,068	3,497,171	-280,897	-7.4%	5.0%	4.5%	-0.5%
Utility	2,926,415	1,888,886	-1,037,529	-35.5%	3.9%	2.4%	-1.4%
Total	14,770,757	12,099,469	-2,671,288	-18.1%	19.5%	15.7%	-3.8%
Total Depreciables	11,359,819	9,199,728	-2,160,091	-19.0%	15.0%	11.9%	-3.1%
Total Inventory	3,109,244	2,721,097	-388,147	-12.5%	4.1%	3.5%	-0.6%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	1,127,172	1,315,584	188,412	16.7%	1.5%	1.7%	0.2%
Ag Personal	74,813	59,997	-14,816	-19.8%	0.1%	0.1%	0.0%
Total Ag Business	1,201,985	1,375,581	173,596	14.4%	1.6%	1.8%	0.2%
Ag Homesteads	1,521,166	1,769,283	248,117	16.3%	2.0%	2.3%	0.3%

* "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**
Monroe 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	139,858,890	263,009,524	123,150,634	88.1%	4.6%	5.2%	0.6%
Residential	1,524,333,332	2,792,928,030	1,268,594,698	83.2%	49.7%	55.0%	5.3%
Commercial	960,401,719	1,500,100,596	539,698,877	56.2%	31.3%	29.5%	-1.8%
Industrial	311,505,926	397,177,243	85,671,317	27.5%	10.1%	7.8%	-2.3%
Utility	117,051,545	114,193,970	-2,857,575	-2.4%	3.8%	2.2%	-1.6%
Exempt	16,778,565	15,260,554	-1,518,011	-9.0%	0.5%	0.3%	-0.2%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	3,069,929,977	5,082,669,917	2,012,739,940	65.6%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	136,390,780	258,845,983	122,455,203	89.8%	4.4%	5.1%	0.6%
Residential	1,511,595,752	2,779,592,391	1,267,996,639	83.9%	49.2%	54.7%	5.4%
Commercial	679,188,436	1,162,826,370	483,637,934	71.2%	22.1%	22.9%	0.8%
Industrial	152,802,796	184,668,507	31,865,711	20.9%	5.0%	3.6%	-1.3%
Utility	908,951	852,969	-55,982	-6.2%	0.0%	0.0%	0.0%
Exempt	16,778,565	15,260,554	-1,518,011	-9.0%	0.5%	0.3%	-0.2%
Undefined	0	0	0		0.0%	0.0%	0.0%
Total	2,497,665,280	4,402,046,774	1,904,381,494	76.2%	81.4%	86.6%	5.2%
Agricultural Homesteads	84,465,963	156,410,598	71,944,635	85.2%	2.8%	3.1%	0.3%
Residential Homesteads	1,102,856,315	1,871,497,963	768,641,648	69.7%	35.9%	36.8%	0.9%
Total Homesteads	1,187,322,278	2,027,908,561	840,586,283	70.8%	38.7%	39.9%	1.2%
Non-Homestead Residential	408,739,436	908,094,428	499,354,992	122.2%	13.3%	17.9%	4.6%
Apartments (Over 4 Units)	251,895,114	472,734,487	220,839,373	87.7%	8.2%	9.3%	1.1%
<u>Personal Property Only</u>							
Agricultural	3,468,110	4,163,541	695,431	20.1%	0.1%	0.1%	0.0%
Residential	12,737,580	13,335,639	598,059	4.7%	0.4%	0.3%	-0.2%
Commercial	281,213,282	337,274,226	56,060,944	19.9%	9.2%	6.6%	-2.5%
Industrial	158,703,130	212,508,736	53,805,606	33.9%	5.2%	4.2%	-1.0%
Utility	116,142,594	113,341,002	-2,801,592	-2.4%	3.8%	2.2%	-1.6%
Total	572,264,696	680,623,144	108,358,448	18.9%	18.6%	13.4%	-5.2%
Total Depreciables	440,172,685	517,322,421	77,149,736	17.5%	14.3%	10.2%	-4.2%
Total Inventory	119,354,431	149,965,083	30,610,652	25.6%	3.9%	3.0%	-0.9%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	51,924,817	102,435,385	50,510,568	97.3%	1.7%	2.0%	0.3%
Ag Personal	3,468,110	4,163,541	695,431	20.1%	0.1%	0.1%	0.0%
Total Ag Business	55,392,927	106,598,926	51,205,999	92.4%	1.8%	2.1%	0.3%
Ag Homesteads	84,465,963	156,410,598	71,944,635	85.2%	2.8%	3.1%	0.3%

* "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.

**Monroe 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	119%	92%	18%	4%
Comparable Residential Real Prop.	106%	80%	12%	-2%
Comparable Homesteads	100%	62%	0%	-13%

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%	976	2.6%	91	0.4%	855	2.3%	78	0.4%
200% to 300%	482	1.3%	79	0.4%	317	0.8%	45	0.2%
100% to 200%	2,205	5.9%	408	2.0%	1,260	3.4%	230	1.1%
50% to 100%	4,876	13.0%	1,245	6.0%	3,548	9.5%	705	3.4%
25% to 50%	5,504	14.7%	2,270	10.9%	3,718	9.9%	1,119	5.4%
10% to 25%	4,884	13.0%	2,748	13.2%	3,946	10.5%	1,515	7.3%
5% to 10%	1,913	5.1%	1,401	6.7%	1,690	4.5%	798	3.8%
0 to 5%	2,771	7.4%	1,489	7.1%	2,598	6.9%	1,098	5.3%
0 to -5%	1,950	5.2%	1,622	7.8%	1,999	5.3%	1,325	6.4%
-5% to -10%	2,086	5.6%	1,791	8.6%	2,263	6.0%	1,599	7.7%
-10% to -25%	5,221	13.9%	4,766	22.9%	7,238	19.3%	6,237	29.9%
-25% to -50%	3,631	9.7%	2,514	12.1%	6,137	16.4%	5,312	25.5%
Below -50%	973	2.6%	433	2.1%	1,903	5.1%	796	3.8%
	37,472	100.0%	20,857	100.0%	37,472	100.0%	20,857	100.0%
Parcels With Increases	23,611	63.0%	9,731	46.7%	17,932	47.9%	5,588	26.8%
Parcels With Reductions	13,861	37.0%	11,126	53.3%	19,540	52.1%	15,269	73.2%
Average \$ Change		\$101		-\$3		-\$18		-\$140
Average % Change		11.6%		-0.3%		-2.0%		-12.7%

"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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