

Property Tax Payments, 2002-2003 - Bartholomew 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.

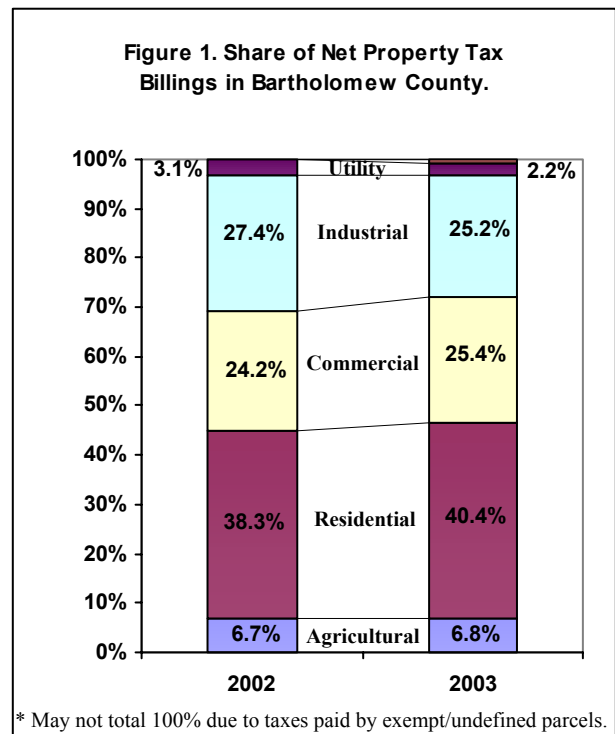
State Tax Credits Increased in Bartholomew County from \$14.9 Million in 2002 to \$28.0 Million in 2003.

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 Bartholomew County, state tax credits

Property Class	Change In		
	Total Gross AV	Net AV	Net Tax Bill
Agricultural	90.7%	76.5%	9.1%
Residential (All)	93.9%	67.0%	12.8%
Homestead Only	91.4%	56.2%	4.4%
Commercial	50.6%	49.5%	12.1%
Industrial	13.1%	23.5%	-1.7%
Utility	-6.4%	-6.4%	-25.8%
Avg. All Classes	58.4%	50.6%	7.2%

increased from \$14.9 million to \$28.0 million, an increase of \$13.1 million. This paper provides a brief summary of how these factors changed property tax liabilities in Bartholomew County.

Tax Shifts. Bartholomew County saw a property tax shift from utilities and industrial property owners to residential, agricultural, and commercial property owners. Tax bills paid by residential, agricultural, 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 residential, agricultural, and commercial property increased more than the assessed values of other business property. Gross assessed values of agricultural and residential property nearly doubled. Commercial assessments increased by half. 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 Bartholomew 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 Bartholomew County, 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.

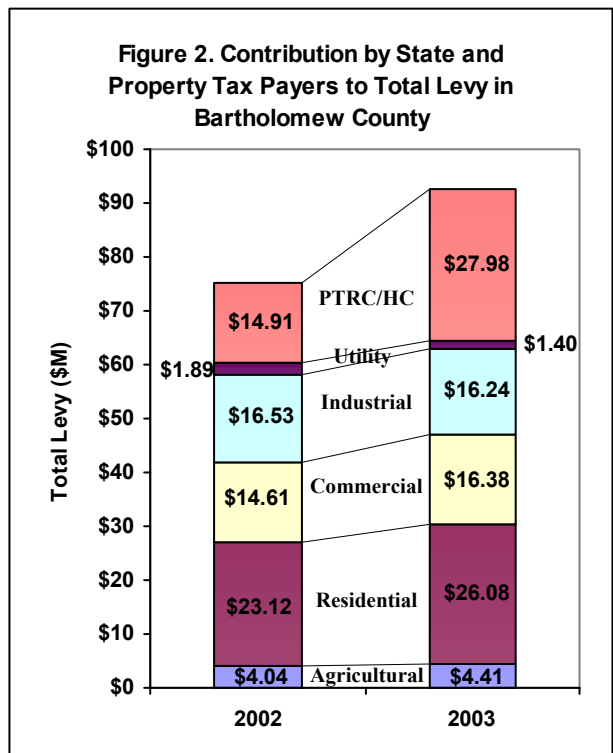
	Residential - Actual -	Homestead - Actual -	Residential - NO Levy Change -	Homestead - NO Levy Change -
Increased	59.0%	41.9%	40.4%	17.2%
Decreased	41.0%	58.1%	59.6%	82.8%
Increased 100% or More	7.0%	1.5%	5.3%	1.0%
Decreased 25% or More	9.2%	12.2%	20.4%	28.5%
Average Change (\$)	\$93	-\$14	-\$49	-\$171
Average Change (%)	9.6%	-1.2%	-5.0%	-14.9%

* 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, 40% of all residential property owners would have seen tax increases, and about 60% would have seen tax decreases. However, less than 20% of homesteads would have seen tax increases. Apart from levy increases, reassessment and restructuring reduced the taxes of substantially more homeowners than they increased.

Agriculture. Taxes on agricultural property in Bartholomew County rose. Overall, agricultural business taxes rose more than agricultural homestead taxes. The net assessed value on non-homestead agricultural real property almost doubled. This increase reflects the 112% increase in the base rate of farm land, from \$495 to \$1,050 per acre. Agricultural net personal property assessments rose by about 4%.



Business. Taxes on industrial and utility property fell in Bartholomew County because assessed values increased 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 industrial and utility assessments less. The general rise in assessed values in Clark County reduced tax rates, and this cut tax bills for owners of property with smaller assessment increases, like industrial and utility property.

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 Bartholomew County by PTRC and state homestead credit payments increased by approximately 88%, from \$14.9 million to \$28.0 million.

Table 3 shows estimates of how Bartholomew County tax bills would have changed for each property class 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. Bartholomew 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 increasing the tax cuts or decreasing the tax hikes for 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 Class	No Restructuring (Estimated)	With Restructuring (Actual)	Difference
Agricultural	33.8%	9.1%	-24.7%
Residential (All)	54.0%	12.8%	-41.2%
Homestead Only	57.6%	4.4%	-53.2%
Commercial	18.0%	12.1%	-5.9%
Industrial	1.7%	-1.7%	-3.4%
Utility	-34.0%	-25.8%	8.2%

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.

Bartholomew 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	2,055,784,290	205,523,846	1,192,901,251	962,427,361	388,857,432	268,271,145	83,129
Real Deductions	185,818,123	13,474,608	138,968,644	138,968,644	6,787,991	26,577,823	0
Real Net Assessed Value	1,869,966,167	192,049,238	1,053,932,607	823,458,717	382,069,441	241,693,322	83,129
Personal Gross Assd. Value	926,868,193	16,610,950	8,971,430	0	203,676,200	614,571,283	83,038,330
Personal Deductions	218,468,150	0	2,930	0	1,249,190	217,216,030	0
Personal Net Assd. Value	708,400,043	16,610,950	8,968,500	0	202,427,010	397,355,253	83,038,330
Total Gross Assessed Value	2,982,652,483	222,134,796	1,201,872,681	962,427,361	592,533,632	882,842,428	83,121,459
Total Deductions	404,286,273	13,474,608	138,971,574	138,968,644	8,037,181	243,793,853	0
Total Net Assessed Value	2,578,366,210	208,660,188	1,062,901,107	823,458,717	584,496,451	639,048,575	83,121,459
Gross Levy	74,872,531	4,916,284	30,323,500	23,570,969	17,518,807	19,868,123	2,242,064
PTRC (Calculated)	12,264,439	727,059	4,931,906	3,839,490	2,907,335	3,341,782	355,776
State/County Homestead Cr. (Calculated)	2,422,816	151,969	2,270,847	2,270,847	0	0	0
Net Levy	60,185,276	4,037,256	23,120,746	17,460,631	14,611,471	16,526,341	1,886,287
Pay 2003							
Real Gross Assessed Value	3,652,967,835	406,361,821	2,321,178,702	1,842,031,156	585,373,363	339,767,992	132,095
Real Deductions	660,867,139	55,442,337	555,753,714	555,753,714	18,014,977	31,618,111	0
Real Net Assessed Value	2,992,100,696	350,919,484	1,765,424,988	1,286,277,442	567,358,386	308,149,881	132,095
Personal Gross Assd. Value	1,070,076,158	17,266,720	9,772,930	0	306,843,359	658,502,539	77,690,610
Personal Deductions	177,889,291	0	34,010	0	481,080	177,374,201	0
Personal Net Assd. Value	892,186,867	17,266,720	9,738,920	0	306,362,279	481,128,338	77,690,610
Total Gross Assessed Value	4,723,043,993	423,628,541	2,330,951,632	1,842,031,156	892,216,722	998,270,531	77,822,705
Total Deductions	838,756,430	55,442,337	555,787,724	555,753,714	18,496,057	208,992,312	0
Total Net Assessed Value	3,884,287,563	368,186,204	1,775,163,908	1,286,277,442	873,720,665	789,278,219	77,822,705
Gross Levy	92,438,504	6,707,294	41,405,070	30,132,099	21,921,377	20,672,644	1,729,851
PTRC (Calculated)	24,962,000	2,137,717	12,519,301	9,103,440	5,543,452	4,431,306	329,557
State/County Homestead Cr. (Calculated)	2,969,834	163,493	2,806,340	2,806,340	0	0	0
Net Levy	64,506,670	4,406,084	26,079,428	18,222,318	16,377,925	16,241,337	1,400,294
COMPARISONS							
Net Levy Percent Change	7.2%	9.1%	12.8%	4.4%	12.1%	-1.7%	-25.8%
Contributions to Tax Bill Changes, 2002-2003							
Percent Changes	Total	Agriculture	Residential	Res-Hmstd	Commercial	Industrial	Utility
Gross Real AV	77.7%	97.7%	94.6%	91.4%	50.5%	26.7%	58.9%
Gross Personal AV	15.5%	3.9%	8.9%	0.0%	50.7%	7.1%	-6.4%
Total Gross Assessed Value	58.4%	90.7%	93.9%	91.4%	50.6%	13.1%	-6.4%
Net Assessed Value	50.6%	76.5%	67.0%	56.2%	49.5%	23.5%	-6.4%
Gross Levy	23.5%	36.4%	36.5%	27.8%	25.1%	4.0%	-22.8%
Net Levy	7.2%	9.1%	12.8%	4.4%	12.1%	-1.7%	-25.8%

Actual State Credits, 2002 and 2003

	2002	2003	Change	Change%
PTRC (Abstract)	12,390,171	25,045,408	12,655,237	102.1%
State Homestead Cr. (Abstract)	2,516,117	2,939,441	423,324	16.8%
Total State Credits (Abstract)	14,906,288	27,984,849	13,078,561	87.7%

Comparison of 2002 and 2003 Net Property Tax Billings*
(Scaled to Abstract Values)
By Property Classification**
Bartholomew 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	4,037,256	4,406,084	368,828	9.1%	6.7%	6.8%	0.1%
Residential	23,120,746	26,079,428	2,958,682	12.8%	38.3%	40.4%	2.0%
Commercial	14,611,471	16,377,925	1,766,454	12.1%	24.2%	25.4%	1.1%
Industrial	16,526,341	16,241,337	-285,004	-1.7%	27.4%	25.2%	-2.3%
Utility	1,886,287	1,400,294	-485,993	-25.8%	3.1%	2.2%	-1.0%
Exempt	110,175	56,082	-54,093	-49.1%	0.2%	0.1%	-0.1%
Undefined	3,175	1,602	-1,573	-49.5%	0.0%	0.0%	0.0%
Total	60,295,451	64,562,752	4,267,301	7.1%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	3,700,985	4,164,698	463,713	12.5%	6.1%	6.5%	0.3%
Residential	22,927,137	25,942,337	3,015,200	13.2%	38.0%	40.2%	2.2%
Commercial	9,580,705	10,018,219	437,514	4.6%	15.9%	15.5%	-0.4%
Industrial	6,230,578	5,675,392	-555,186	-8.9%	10.3%	8.8%	-1.5%
Utility	1,965	1,788	-177	-9.0%	0.0%	0.0%	0.0%
Exempt	110,175	56,082	-54,093	-49.1%	0.2%	0.1%	-0.1%
Undefined	3,175	1,602	-1,573	-49.5%	0.0%	0.0%	0.0%
Total	42,554,720	45,860,118	3,305,398	7.8%	70.6%	71.0%	0.5%
Agricultural Homesteads	1,728,555	1,862,475	133,920	7.7%	2.9%	2.9%	0.0%
Residential Homesteads	17,460,631	18,222,318	761,687	4.4%	29.0%	28.2%	-0.7%
Total Homesteads	19,189,186	20,084,793	895,607	4.7%	31.8%	31.1%	-0.7%
Non-Homestead Residential	5,466,506	7,720,018	2,253,512	41.2%	9.1%	12.0%	2.9%
Apartments (Over 4 Units)	1,669,202	1,735,360	66,158	4.0%	2.8%	2.7%	-0.1%
<u>Personal Property Only</u>							
Agricultural	336,271	241,386	-94,885	-28.2%	0.6%	0.4%	-0.2%
Residential	193,609	137,091	-56,518	-29.2%	0.3%	0.2%	-0.1%
Commercial	5,030,767	6,359,707	1,328,940	26.4%	8.3%	9.9%	1.5%
Industrial	10,295,763	10,565,945	270,182	2.6%	17.1%	16.4%	-0.7%
Utility	1,884,322	1,398,506	-485,816	-25.8%	3.1%	2.2%	-1.0%
Total	17,740,732	18,702,635	961,903	5.4%	29.4%	29.0%	-0.5%
Total Depreciables	10,360,848	10,713,945	353,097	3.4%	17.2%	16.6%	-0.6%
Total Inventory	7,186,275	7,851,600	665,325	9.3%	11.9%	12.2%	0.2%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	1,972,430	2,302,223	329,793	16.7%	3.3%	3.6%	0.3%
Ag Personal	336,271	241,386	-94,885	-28.2%	0.6%	0.4%	-0.2%
Total Ag Business	2,308,701	2,543,609	234,908	10.2%	3.8%	3.9%	0.1%
Ag Homesteads	1,728,555	1,862,475	133,920	7.7%	2.9%	2.9%	0.0%

* "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**
Bartholomew 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	208,660,188	368,186,204	159,526,016	76.5%	8.1%	9.5%	1.4%
Residential	1,062,901,107	1,775,163,908	712,262,801	67.0%	41.2%	45.7%	4.5%
Commercial	584,496,451	873,720,665	289,224,214	49.5%	22.6%	22.5%	-0.2%
Industrial	639,048,575	789,278,219	150,229,644	23.5%	24.7%	20.3%	-4.4%
Utility	83,121,459	77,822,705	-5,298,754	-6.4%	3.2%	2.0%	-1.2%
Exempt	4,420,530	3,086,450	-1,334,080	-30.2%	0.2%	0.1%	-0.1%
Undefined	138,430	115,862	-22,568	-16.3%	0.0%	0.0%	0.0%
Total	2,582,786,740	3,887,374,013	1,304,587,273	50.5%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	192,049,238	350,919,484	158,870,246	82.7%	7.4%	9.0%	1.6%
Residential	1,053,932,607	1,765,424,988	711,492,381	67.5%	40.8%	45.4%	4.6%
Commercial	382,069,441	567,358,386	185,288,945	48.5%	14.8%	14.6%	-0.2%
Industrial	241,693,322	308,149,881	66,456,559	27.5%	9.4%	7.9%	-1.4%
Utility	83,129	132,095	48,966	58.9%	0.0%	0.0%	0.0%
Exempt	4,420,530	3,086,450	-1,334,080	-30.2%	0.2%	0.1%	-0.1%
Undefined	138,430	115,862	-22,568	-16.3%	0.0%	0.0%	0.0%
Total	1,874,386,697	2,995,187,146	1,120,800,449	59.8%	72.6%	77.0%	4.5%
Agricultural Homesteads	94,543,830	164,888,413	70,344,583	74.4%	3.7%	4.2%	0.6%
Residential Homesteads	823,458,717	1,286,277,442	462,818,725	56.2%	31.9%	33.1%	1.2%
Total Homesteads	918,002,547	1,451,165,855	533,163,308	58.1%	35.5%	37.3%	1.8%
Non-Homestead Residential	230,473,890	479,147,546	248,673,656	107.9%	8.9%	12.3%	3.4%
Apartments (Over 4 Units)	65,314,630	95,543,053	30,228,423	46.3%	2.5%	2.5%	-0.1%
<u>Personal Property Only</u>							
Agricultural	16,610,950	17,266,720	655,770	3.9%	0.6%	0.4%	-0.2%
Residential	8,968,500	9,738,920	770,420	8.6%	0.3%	0.3%	-0.1%
Commercial	202,427,010	306,362,279	103,935,269	51.3%	7.8%	7.9%	0.0%
Industrial	397,355,253	481,128,338	83,773,085	21.1%	15.4%	12.4%	-3.0%
Utility	83,038,330	77,690,610	-5,347,720	-6.4%	3.2%	2.0%	-1.2%
Total	708,400,043	892,186,867	183,786,824	25.9%	27.4%	23.0%	-4.5%
Total Depreciables	418,057,548	516,969,507	98,911,959	23.7%	16.2%	13.3%	-2.9%
Total Inventory	281,373,995	365,478,440	84,104,445	29.9%	10.9%	9.4%	-1.5%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	97,505,409	186,031,071	88,525,662	90.8%	3.8%	4.8%	1.0%
Ag Personal	16,610,950	17,266,720	655,770	3.9%	0.6%	0.4%	-0.2%
Total Ag Business	114,116,359	203,297,791	89,181,432	78.1%	4.4%	5.2%	0.8%
Ag Homesteads	94,543,830	164,888,413	70,344,583	74.4%	3.7%	4.2%	0.6%

* "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.

**Bartholomew 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	99%	70%	15%	-1%
Comparable Residential Real Prop.	90%	62%	10%	-5%
Comparable Homesteads	87%	49%	-1%	-15%

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%	391	1.7%	38	0.2%	348	1.5%	25	0.2%
200% to 300%	270	1.2%	33	0.2%	178	0.8%	23	0.1%
100% to 200%	945	4.1%	165	1.1%	695	3.0%	103	0.7%
50% to 100%	2,998	13.0%	458	3.0%	1,543	6.7%	220	1.4%
25% to 50%	2,781	12.1%	1,020	6.6%	2,532	11.0%	425	2.8%
10% to 25%	2,824	12.3%	1,921	12.5%	1,962	8.5%	706	4.6%
5% to 10%	1,387	6.0%	1,199	7.8%	845	3.7%	462	3.0%
0 to 5%	1,971	8.6%	1,613	10.5%	1,195	5.2%	684	4.4%
0 to -5%	1,899	8.3%	1,805	11.7%	1,254	5.5%	985	6.4%
-5% to -10%	1,817	7.9%	1,746	11.4%	1,574	6.8%	1,379	9.0%
-10% to -25%	3,602	15.7%	3,492	22.7%	6,197	26.9%	5,974	38.9%
-25% to -50%	1,886	8.2%	1,757	11.4%	4,203	18.3%	4,044	26.3%
Below -50%	238	1.0%	124	0.8%	483	2.1%	341	2.2%
	23,009	100.0%	15,371	100.0%	23,009	100.0%	15,371	100.0%
Parcels With Increases	13,567	59.0%	6,447	41.9%	9,298	40.4%	2,648	17.2%
Parcels With Reductions	9,442	41.0%	8,924	58.1%	13,711	59.6%	12,723	82.8%
Average \$ Change		\$93		-\$14		-\$49		-\$171
Average % Change		9.6%		-1.2%		-5.0%		-14.9%

"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 Bartholomew County Parcel Tax Data

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