

Property Tax Payments, 2002-2003 - Harrison 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 Harrison County from \$4.3 Million in 2002 to \$7.7 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 Harrison County, state tax credits

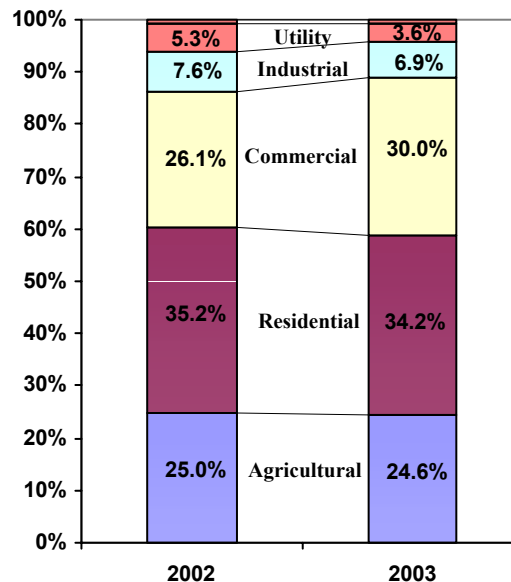
Table 1. Changes in AV and Tax Bills by Property Class for Harrison County, 2002-2003.

Property Class	Change In		
	Total Gross AV	Net AV	Net Tax Bill
Agricultural	74.9%	56.3%	-11.2%
Residential (All)	85.6%	54.0%	-12.2%
Homestead Only	85.2%	43.3%	-19.4%
Commercial	78.6%	77.6%	3.6%
Industrial	59.5%	33.0%	-17.5%
Utility	-8.5%	-8.5%	-39.5%
Avg. All Classes	74.7%	55.8%	-9.6%

increased from \$4.3 million to \$7.7 million, an increase of \$3.4 million. This paper provides a brief summary of how these factors changed property tax liabilities in Harrison County.

Tax Shifts. Tax bills for all classes of property but commercial fell in Harrison County in 2003 (see Table 1). Gross real plus personal assessed values (AV) increased more for agricultural, residential, and commercial property than for other business property. The higher homestead deduction meant that residential net AV rose less. The homestead portion of agricultural property also is eligible for this deduction. Commercial property is not eligible for this deduction, so its net AV rose more than residential or agricultural net assessments. As a result, commercial property owners saw a small tax increase, while residential and agricultural property received tax reductions. Industrial and utility taxes dropped because industrial AV increased by a smaller amount, and utility AV actually fell. [Restructuring also incorporated an increase in the

Figure 1. Share of Net Property Tax Billings in Harrison County.



* May not total 100% due to taxes paid by exempt/undefined parcels.

Utility Receipts Tax to compensate for reduced property tax payments by utilities.] 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. The large increase in commercial assessed value may reflect new construction.

Homeowners and Renters. The residential property type includes both homestead and non-homestead residential property. Owners of residential and agricultural homesteads in Harrison County saw their tax bills decrease by a larger amount than the average residential property decrease. 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 while homestead taxes decreased. 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 Harrison County, about half of residential property owners (including both homeowners and rental property owners) saw tax bill increases in 2003, and half saw decreases. Separately, many more homestead owners saw decreases rather than increases.

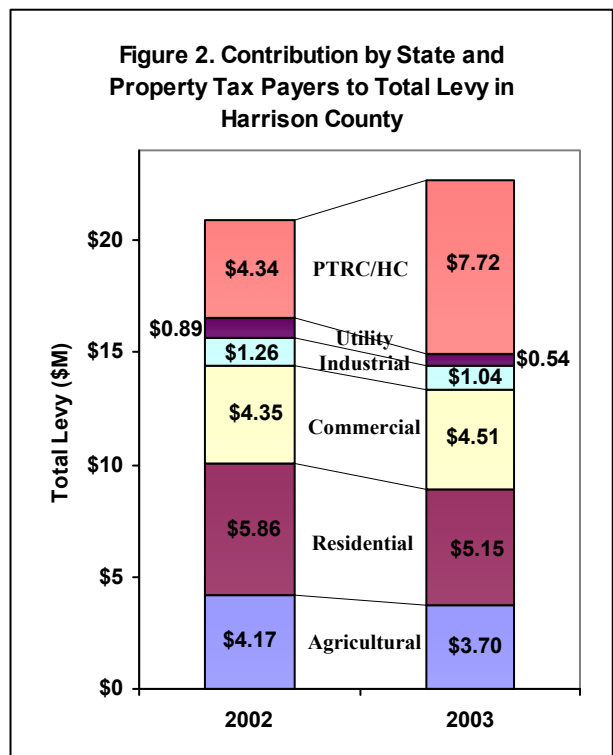
	Residential - Actual -	Homestead - Actual -	Residential - NO Levy Change -	Homestead -NO Levy Change -
Increased	50.3%	17.0%	44.1%	11.9%
Decreased	49.7%	83.0%	55.9%	88.1%
Increased 100% or More	19.0%	3.3%	13.8%	2.8%
Decreased 25% or More	27.8%	50.1%	36.6%	66.2%
Average Change (\$)	-\$56	-\$150	-\$90	-\$198
Average Change (%)	-13.9%	-23.3%	-22.4%	-30.9%

* 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, 44% of all residential property owners would have seen tax increases, and 56% would have seen tax decreases. For homesteads, only 12% would have seen increases and 88% would have seen decreases. Apart from levy increases, reassessment and restructuring reduced the taxes of many more homeowners than they increased.

Agriculture. Taxes on agricultural property in Harrison County fell. Overall, agricultural business taxes fell much less than agricultural homestead taxes. The net assessed value on non-homestead agricultural real property nearly 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.



Business. Taxes on industrial and utility property fell in Harrison County because assessed values rose much less than residential, agricultural, and commercial 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 Harrison County reduced tax rates, and this cut tax bills for owners of property with smaller assessment increases, like some 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 Harrison County by PTRC and state homestead credit payments increased by approximately 78%, from \$4.3 million to \$7.7 million.

Table 3 shows estimates of how Harrison 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 turned tax increases into tax decreases. Harrison County residential property taxes decreased because the reassessment business-to-residential tax shift, plus the increase in the tax levy, was 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 received by industrial property and reducing the increases for commercial 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	15.9%	-11.2%	-27.0%
Residential (All)	30.0%	-12.2%	-42.1%
Homestead Only	35.6%	-19.4%	-55.0%
Commercial	8.8%	3.6%	-5.2%
Industrial	-9.3%	-17.5%	-8.3%
Utility	-44.6%	-39.5%	5.0%

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.

Harrison 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	785,719,545	226,372,157	406,523,893	316,152,422	126,366,103	22,921,847	0
Real Deductions	84,161,131	23,364,639	59,535,705	59,535,705	433,132	214,317	0
Real Net Assessed Value	701,558,414	203,007,518	346,988,188	256,616,717	125,932,971	22,707,530	0
Personal Gross Assd. Value	230,618,447	11,636,731	5,055,194	0	97,850,926	69,722,540	46,353,057
Personal Deductions	30,521,260	0	0	0	879,810	29,641,450	0
Personal Net Assd. Value	200,097,187	11,636,731	5,055,194	0	96,971,116	40,081,090	46,353,057
Total Gross Assessed Value	1,016,337,992	238,008,888	411,579,087	316,152,422	224,217,028	92,644,387	46,353,057
Total Deductions	114,682,391	23,364,639	59,535,705	59,535,705	1,312,942	29,855,767	0
Total Net Assessed Value	901,655,601	214,644,249	352,043,382	256,616,717	222,904,086	62,788,620	46,353,057
Gross Levy	20,875,453	4,824,353	8,086,653	5,867,104	5,280,632	1,522,224	1,071,129
PTRC (Calculated)	3,497,061	805,571	1,356,909	982,072	881,167	257,820	180,277
State/County Homestead Cr. (Calculated)	766,840	211,387	555,453	555,453	0	0	0
Net Levy	16,611,552	3,807,394	6,174,292	4,329,579	4,399,465	1,264,405	890,851
Pay 2003							
Real Gross Assessed Value	1,438,737,590	402,544,416	759,891,305	592,420,633	235,736,033	33,378,392	0
Real Deductions	305,991,908	82,747,624	219,800,567	219,800,567	769,313	922,613	0
Real Net Assessed Value	1,132,745,682	319,796,792	540,090,738	372,620,066	234,966,720	32,455,779	0
Personal Gross Assd. Value	338,358,600	12,686,200	5,629,060	0	163,186,124	114,457,082	42,400,134
Personal Deductions	64,980,320	0	14,000	0	1,665,900	63,300,420	0
Personal Net Assd. Value	273,378,280	12,686,200	5,615,060	0	161,520,224	51,156,662	42,400,134
Total Gross Assessed Value	1,777,096,190	415,230,616	765,520,365	592,420,633	398,922,157	147,835,474	42,400,134
Total Deductions	370,972,228	82,747,624	219,814,567	219,800,567	2,435,213	64,223,033	0
Total Net Assessed Value	1,406,123,962	332,482,992	545,705,798	372,620,066	396,486,944	83,612,441	42,400,134
Gross Levy	22,733,770	5,310,110	8,892,583	6,040,523	6,333,552	1,390,158	687,672
PTRC (Calculated)	7,016,822	1,759,803	2,955,519	2,011,618	1,770,149	346,402	149,047
State/County Homestead Cr. (Calculated)	683,786	185,799	497,987	497,987	0	0	0
Net Levy	15,033,162	3,364,508	5,439,077	3,530,918	4,563,404	1,043,756	538,626

COMPARISONS

Net Levy Percent Change	-9.5%	-11.6%	-11.9%	-18.4%	3.7%	-17.5%	-39.5%
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Contributions to Tax Bill Changes, 2002-2003

Percent Changes	Total	Agriculture	Residential	Res-Hmstd	Commercial	Industrial	Utility
Gross Real AV	83.1%	77.8%	86.9%	87.4%	86.6%	45.6%	
Gross Personal AV	46.7%	9.0%	11.4%	0.0%	66.8%	64.2%	-8.5%
Total Gross Assessed Value	74.9%	74.5%	86.0%	87.4%	77.9%	59.6%	-8.5%
Net Assessed Value	55.9%	54.9%	55.0%	45.2%	77.9%	33.2%	-8.5%
Gross Levy	8.9%	10.1%	10.0%	3.0%	19.9%	-8.7%	-35.8%
Net Levy	-9.5%	-11.6%	-11.9%	-18.4%	3.7%	-17.5%	-39.5%

Actual State Credits, 2002 and 2003

	2002	2003	Change	Change%
PTRC (Abstract)	3,568,578	7,028,718	3,460,141	97.0%
State Homestead Cr. (Abstract)	770,712	689,121	-81,591	-10.6%
Total State Credits (Abstract)	4,339,289	7,717,839	3,378,550	77.9%

Comparison of 2002 and 2003 Net Property Tax Billings*
(Scaled to Abstract Values)
By Property Classification**
Harrison 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	3,807,394	3,364,508	-442,886	-11.6%	22.8%	22.3%	-0.5%
Residential	6,174,292	5,439,077	-735,215	-11.9%	37.0%	36.1%	-0.9%
Commercial	4,399,465	4,563,404	163,939	3.7%	26.4%	30.3%	3.9%
Industrial	1,264,405	1,043,756	-220,649	-17.5%	7.6%	6.9%	-0.6%
Utility	890,851	538,626	-352,225	-39.5%	5.3%	3.6%	-1.8%
Exempt	67,368	25,940	-41,428	-61.5%	0.4%	0.2%	-0.2%
Undefined	75,145	83,792	8,647	11.5%	0.5%	0.6%	0.1%
Total	16,678,920	15,059,103	-1,619,817	-9.7%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	3,587,929	3,206,659	-381,270	-10.6%	21.5%	21.3%	-0.2%
Residential	6,079,305	5,378,629	-700,676	-11.5%	36.4%	35.7%	-0.7%
Commercial	2,512,750	2,556,986	44,236	1.8%	15.1%	17.0%	1.9%
Industrial	453,452	358,654	-94,798	-20.9%	2.7%	2.4%	-0.3%
Utility	0	0	0	0.0%	0.0%	0.0%	0.0%
Exempt	67,368	25,940	-41,428	-61.5%	0.4%	0.2%	-0.2%
Undefined	75,145	83,792	8,647	11.5%	0.5%	0.6%	0.1%
Total	12,775,949	11,610,660	-1,165,289	-9.1%	76.6%	77.1%	0.5%
Agricultural Homesteads	2,269,346	1,879,702	-389,644	-17.2%	13.6%	12.5%	-1.1%
Residential Homesteads	4,329,579	3,530,918	-798,661	-18.4%	26.0%	23.4%	-2.5%
Total Homesteads	6,598,925	5,410,620	-1,188,305	-18.0%	39.6%	35.9%	-3.6%
Non-Homestead Residential	1,749,726	1,847,710	97,984	5.6%	10.5%	12.3%	1.8%
Apartments (Over 4 Units)	146,512	192,174	45,662	31.2%	0.9%	1.3%	0.4%
<u>Personal Property Only</u>							
Agricultural	219,465	157,849	-61,616	-28.1%	1.3%	1.0%	-0.3%
Residential	94,987	60,449	-34,538	-36.4%	0.6%	0.4%	-0.2%
Commercial	1,886,715	2,006,418	119,703	6.3%	11.3%	13.3%	2.0%
Industrial	810,953	685,101	-125,852	-15.5%	4.9%	4.5%	-0.3%
Utility	890,851	538,626	-352,225	-39.5%	5.3%	3.6%	-1.8%
Total	3,902,971	3,448,443	-454,528	-11.6%	23.4%	22.9%	-0.5%
Total Depreciables	2,935,268	2,706,234	-229,034	-7.8%	17.6%	18.0%	0.4%
Total Inventory	872,717	681,760	-190,957	-21.9%	5.2%	4.5%	-0.7%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	1,318,583	1,326,958	8,375	0.6%	7.9%	8.8%	0.9%
Ag Personal	219,465	157,849	-61,616	-28.1%	1.3%	1.0%	-0.3%
Total Ag Business	1,538,048	1,484,807	-53,241	-3.5%	9.2%	9.9%	0.6%
Ag Homesteads	2,269,346	1,879,702	-389,644	-17.2%	13.6%	12.5%	-1.1%

* "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**
Harrison 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	214,644,249	332,482,992	117,838,743	54.9%	23.7%	23.6%	-0.1%
Residential	352,043,382	545,705,798	193,662,416	55.0%	38.9%	38.8%	-0.2%
Commercial	222,904,086	396,486,944	173,582,858	77.9%	24.6%	28.2%	3.5%
Industrial	62,788,620	83,612,441	20,823,821	33.2%	6.9%	5.9%	-1.0%
Utility	46,353,057	42,400,134	-3,952,923	-8.5%	5.1%	3.0%	-2.1%
Exempt	3,117,540	2,074,095	-1,043,445	-33.5%	0.3%	0.1%	-0.2%
Undefined	2,922,207	5,435,653	2,513,446	86.0%	0.3%	0.4%	0.1%
Total	904,773,141	1,408,198,057	503,424,916	55.6%	100.0%	100.0%	0.0%
<u>Real Property Only</u>							
Agricultural	203,007,518	319,796,792	116,789,274	57.5%	22.4%	22.7%	0.3%
Residential	346,988,188	540,090,738	193,102,550	55.7%	38.4%	38.4%	0.0%
Commercial	125,932,971	234,966,720	109,033,749	86.6%	13.9%	16.7%	2.8%
Industrial	22,707,530	32,455,779	9,748,249	42.9%	2.5%	2.3%	-0.2%
Utility	0	0	0	0.0%	0.0%	0.0%	0.0%
Exempt	3,117,540	2,074,095	-1,043,445	-33.5%	0.3%	0.1%	-0.2%
Undefined	2,922,207	5,435,653	2,513,446	86.0%	0.3%	0.4%	0.1%
Total	704,675,954	1,134,819,777	430,143,823	61.0%	77.9%	80.6%	2.7%
Agricultural Homesteads	132,797,241	194,678,339	61,881,098	46.6%	14.7%	13.8%	-0.9%
Residential Homesteads	256,616,717	372,620,066	116,003,349	45.2%	28.4%	26.5%	-1.9%
Total Homesteads	389,413,958	567,298,405	177,884,447	45.7%	43.0%	40.3%	-2.8%
Non-Homestead Residential	90,371,471	167,470,672	77,099,201	85.3%	10.0%	11.9%	1.9%
Apartments (Over 4 Units)	7,152,622	17,108,267	9,955,645	139.2%	0.8%	1.2%	0.4%
<u>Personal Property Only</u>							
Agricultural	11,636,731	12,686,200	1,049,469	9.0%	1.3%	0.9%	-0.4%
Residential	5,055,194	5,615,060	559,866	11.1%	0.6%	0.4%	-0.2%
Commercial	96,971,116	161,520,224	64,549,108	66.6%	10.7%	11.5%	0.8%
Industrial	40,081,090	51,156,662	11,075,572	27.6%	4.4%	3.6%	-0.8%
Utility	46,353,057	42,400,134	-3,952,923	-8.5%	5.1%	3.0%	-2.1%
Total	200,097,188	273,378,280	73,281,092	36.6%	22.1%	19.4%	-2.7%
Total Depreciables	150,214,114	214,765,962	64,551,848	43.0%	16.6%	15.3%	-1.4%
Total Inventory	44,827,879	52,997,258	8,169,379	18.2%	5.0%	3.8%	-1.2%
<u>Agricultural Only</u>							
Ag Non-Hmstd Real	70,210,277	125,118,453	54,908,176	78.2%	7.8%	8.9%	1.1%
Ag Personal	11,636,731	12,686,200	1,049,469	9.0%	1.3%	0.9%	-0.4%
Total Ag Business	81,847,008	137,804,653	55,957,645	68.4%	9.0%	9.8%	0.7%
Ag Homesteads	132,797,241	194,678,339	61,881,098	46.6%	14.7%	13.8%	-0.9%

* "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.

**Harrison 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	109%	74%	-1%	-11%
Comparable Residential Real Prop.	86%	51%	-14%	-22%
Comparable Homesteads	84%	38%	-23%	-31%

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%	263	2.1%	64	1.0%	238	1.9%	56	0.9%
200% to 300%	160	1.3%	45	0.7%	96	0.8%	28	0.5%
100% to 200%	1,942	15.7%	100	1.6%	1,373	11.1%	89	1.4%
50% to 100%	968	7.8%	130	2.1%	1,238	10.0%	92	1.5%
25% to 50%	802	6.5%	157	2.5%	727	5.9%	122	2.0%
10% to 25%	735	5.9%	232	3.8%	568	4.6%	135	2.2%
5% to 10%	292	2.4%	112	1.8%	238	1.9%	77	1.2%
0 to 5%	1,065	8.6%	210	3.4%	979	7.9%	139	2.2%
0 to -5%	412	3.3%	228	3.7%	295	2.4%	109	1.8%
-5% to -10%	473	3.8%	297	4.8%	449	3.6%	189	3.1%
-10% to -25%	1,839	14.8%	1,511	24.4%	1,650	13.3%	1,056	17.1%
-25% to -50%	2,842	22.9%	2,592	41.9%	3,604	29.1%	3,264	52.8%
Below -50%	604	4.9%	508	8.2%	942	7.6%	830	13.4%
	12,397	100.0%	6,186	100.0%	12,397	100.0%	6,186	100.0%
Parcels With Increases	6,227	50.2%	1,050	17.0%	5,457	44.0%	738	11.9%
Parcels With Reductions	6,170	49.8%	5,136	83.0%	6,940	56.0%	5,448	88.1%
Average \$ Change		-\$56		-\$150		-\$90		-\$198
Average % Change		-13.8%		-23.3%		-22.3%		-30.9%

"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 Harrison County Parcel Tax Data - County Auditor and County Assessor

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