

Lake County

Government Finance Study

Supplemental Material by Geography

Prepared by the

Indiana Business Research Center
www.ibrc.indiana.edu

Center for Sustainable Regional Vitality
www.iun.edu/~csrv/index.shtml

Northwest Indiana Local Government Academy
www.iun.edu/~lga/index.shtml

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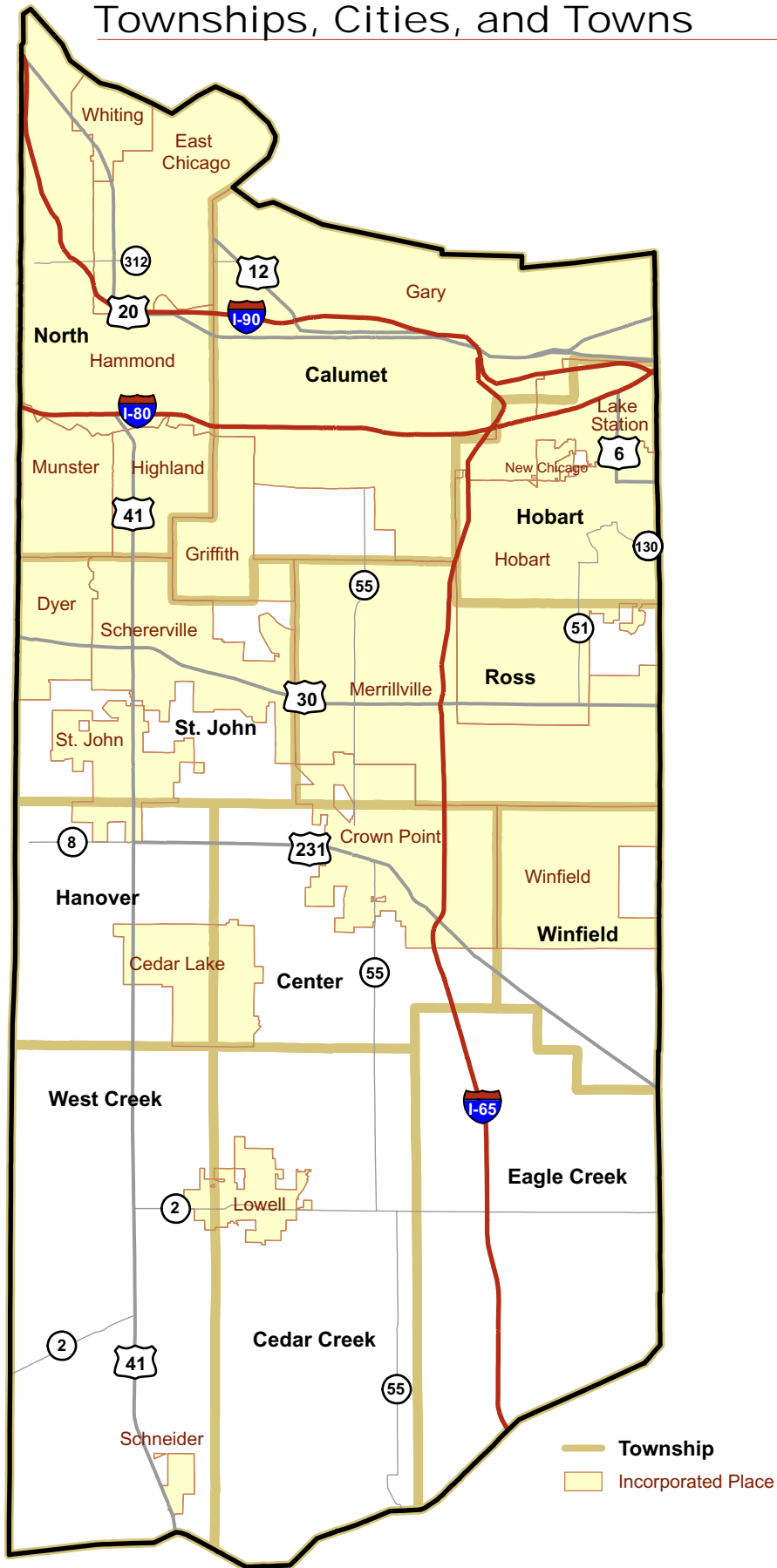
March 2005

Lowell

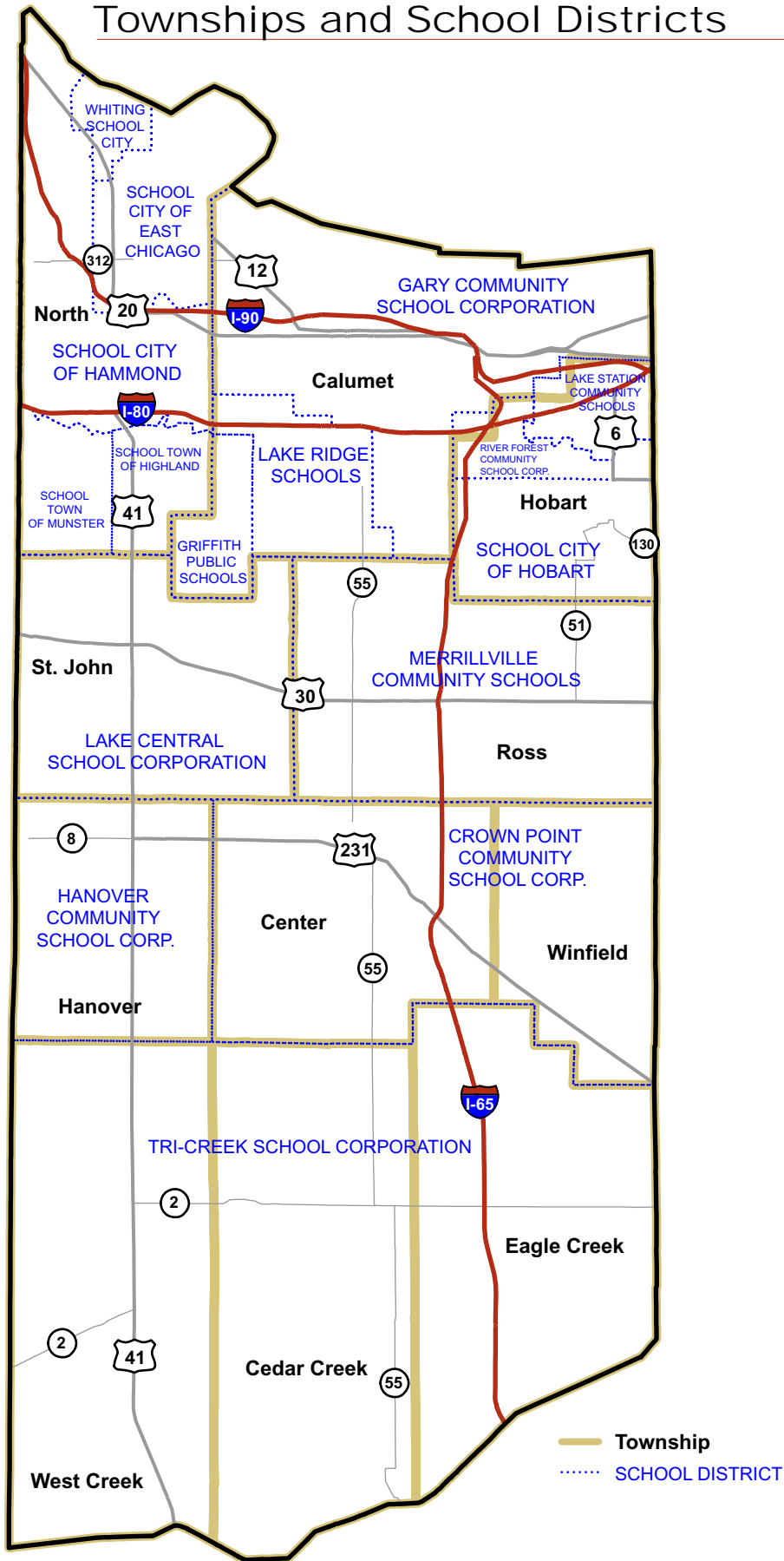
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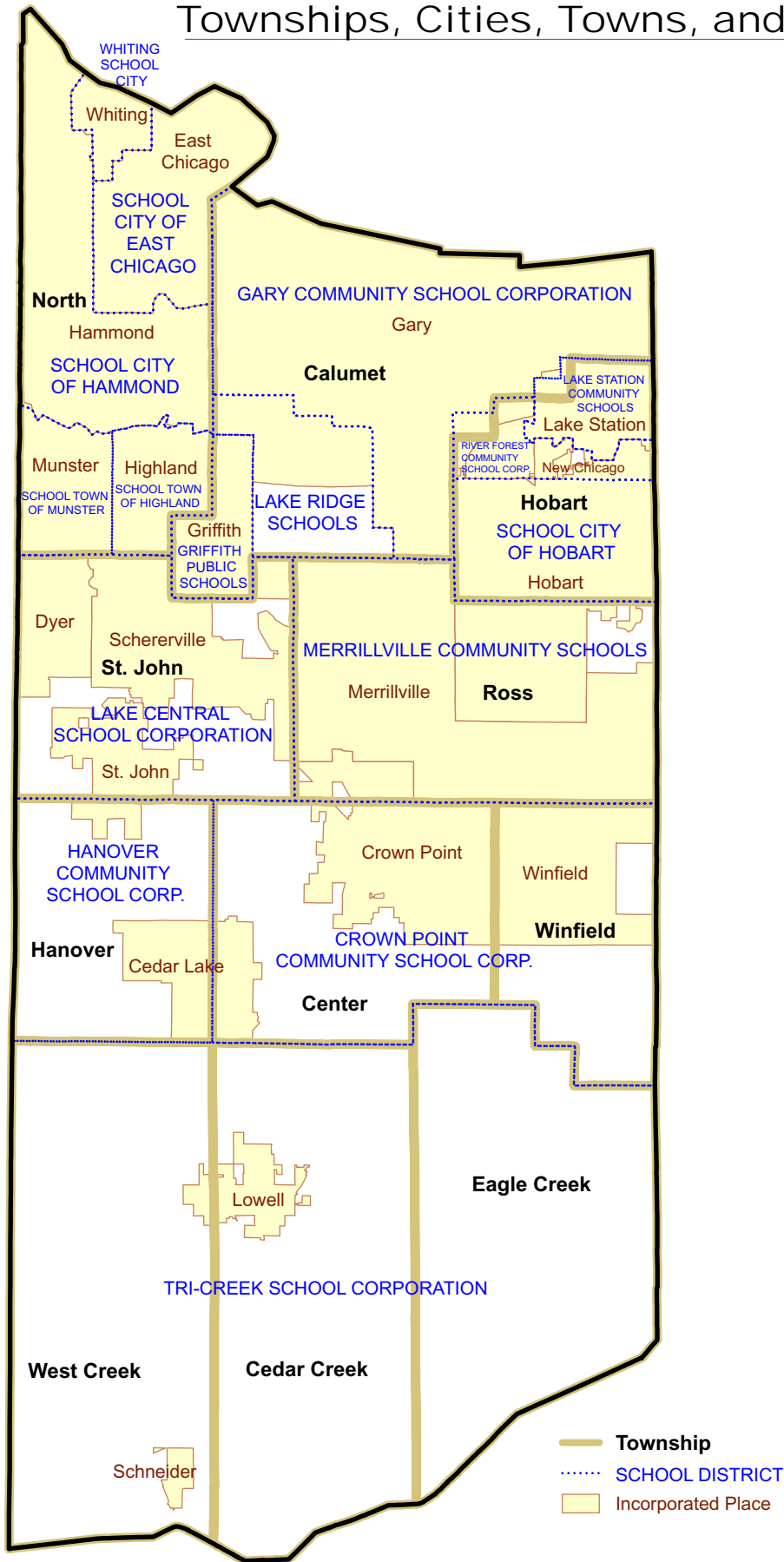
Townships, Cities, and Towns



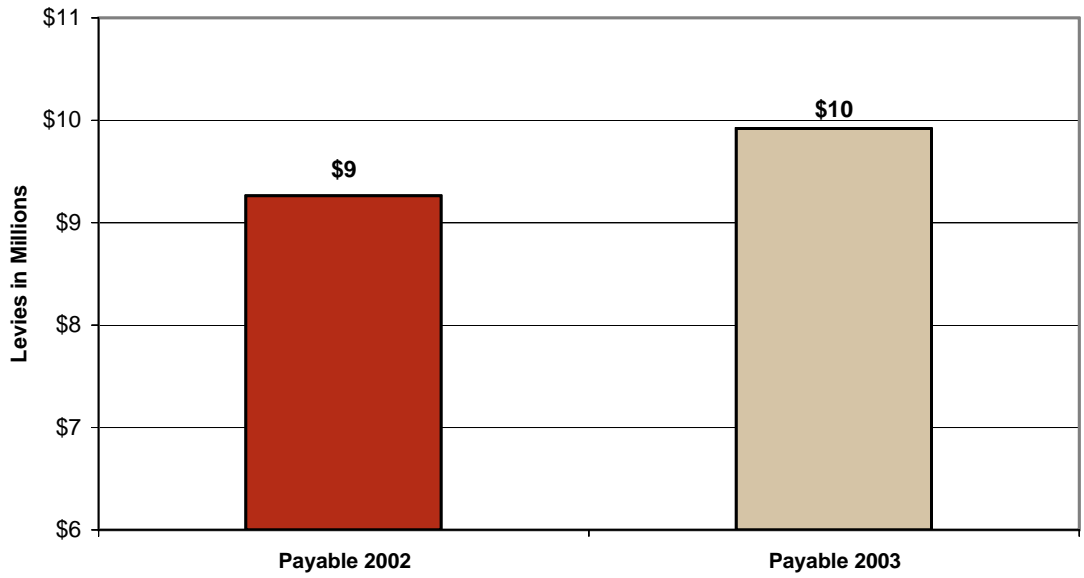
Townships and School Districts



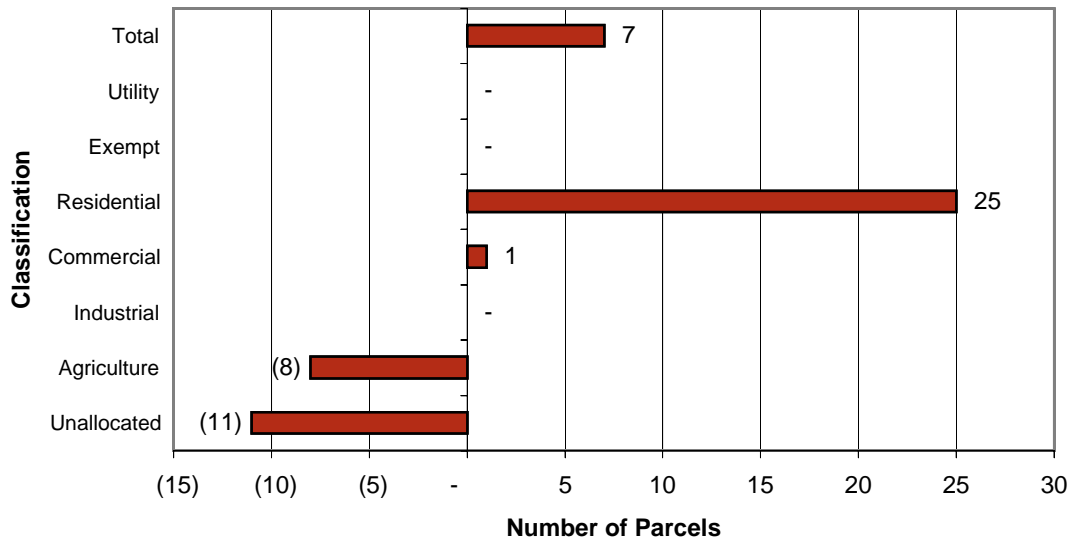
Townships, Cities, Towns, and School Districts



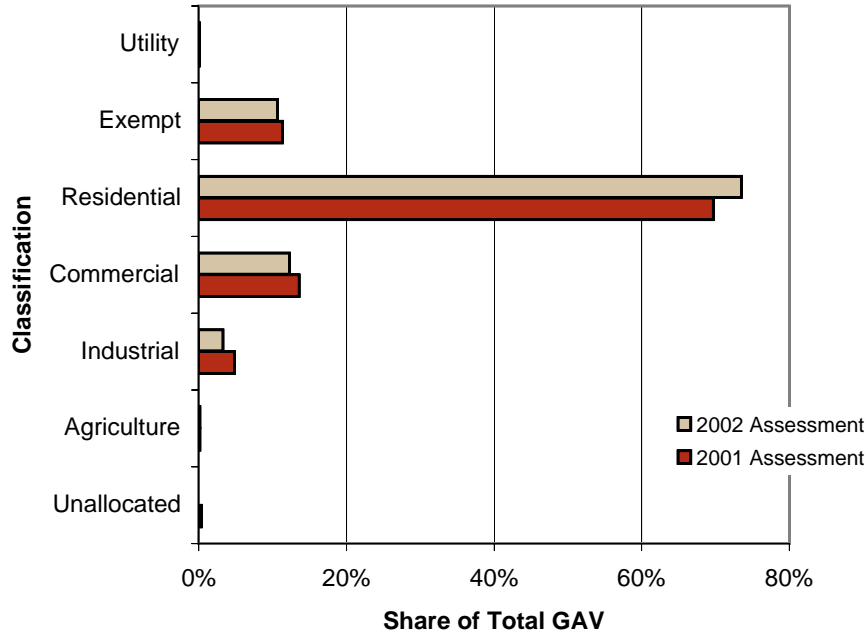
**Property Tax Levies
Lowell**



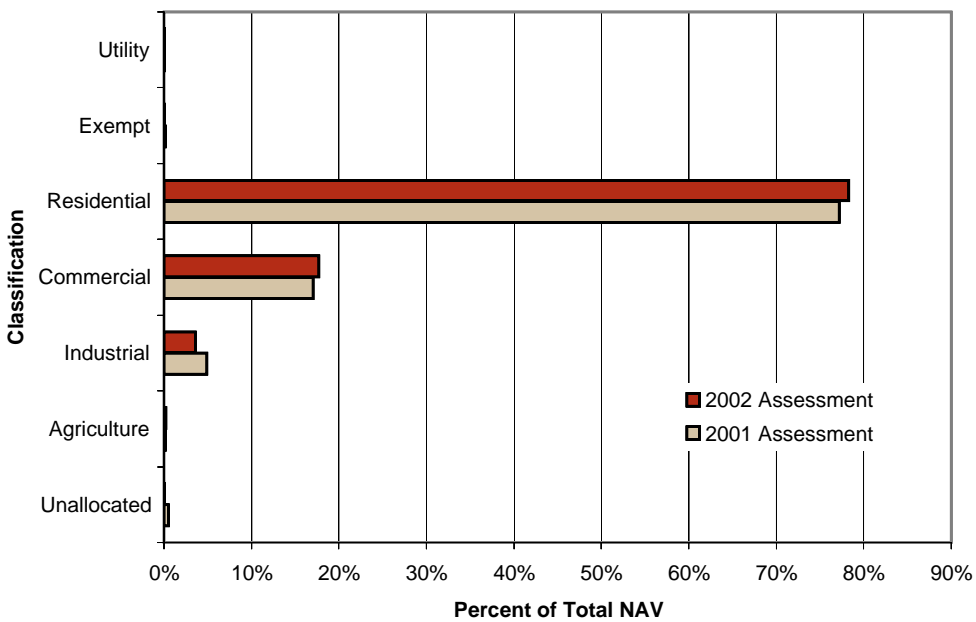
**Change in the Number of Parcels
2001 and 2002 Assessments
Lowell**



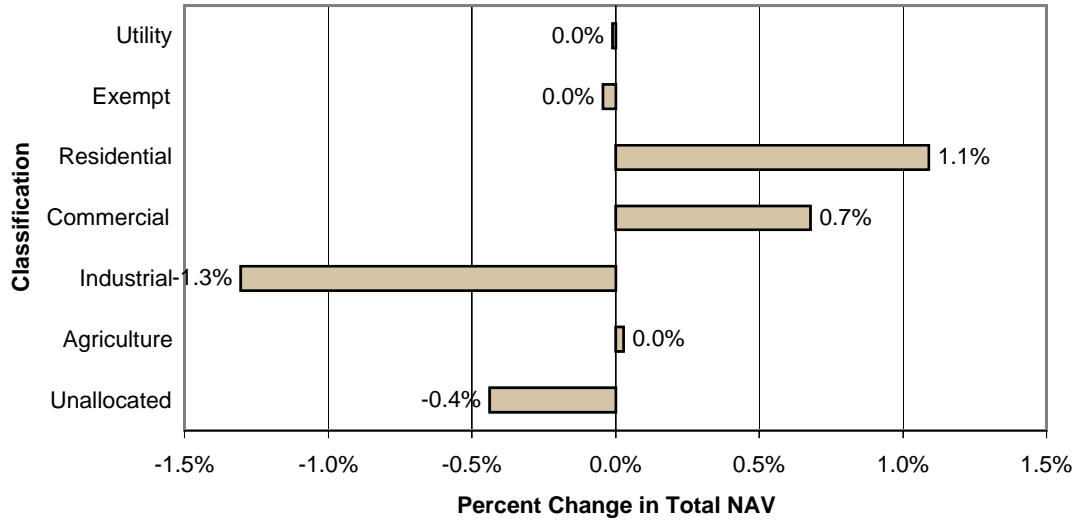
**Share of Total Gross Assessed Value of Real Property
Lowell**



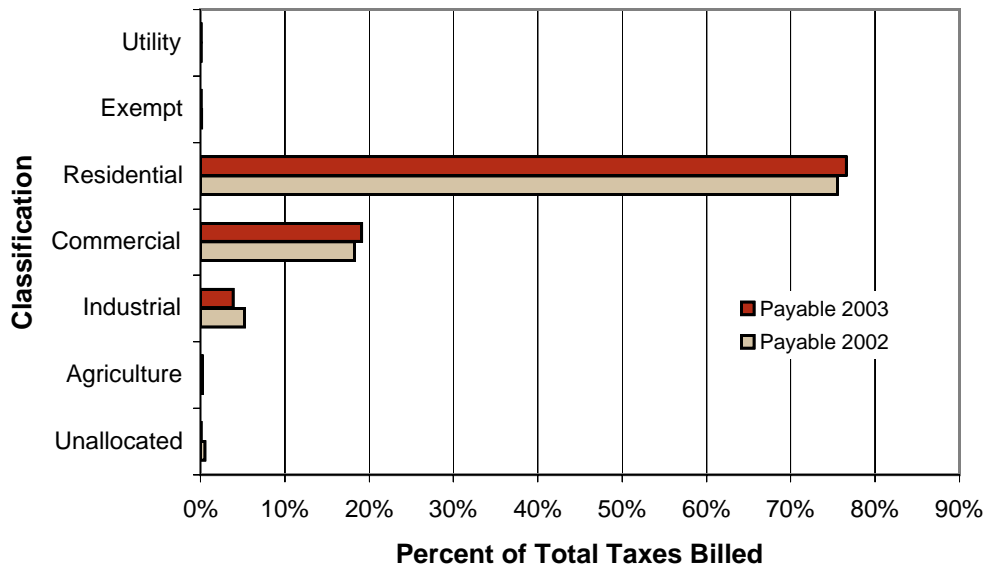
**Share of Net Assessed Value of Real Property
Lowell**



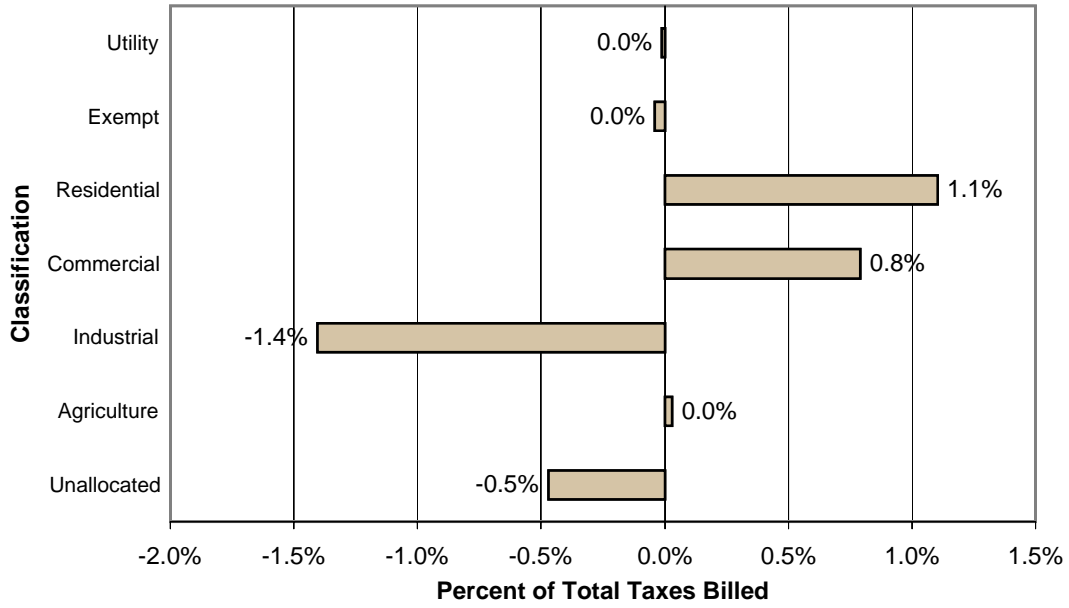
**Shifts in Shares of Net Assessed Value of Real Property
2001 and 2002 Assessments
Lowell**



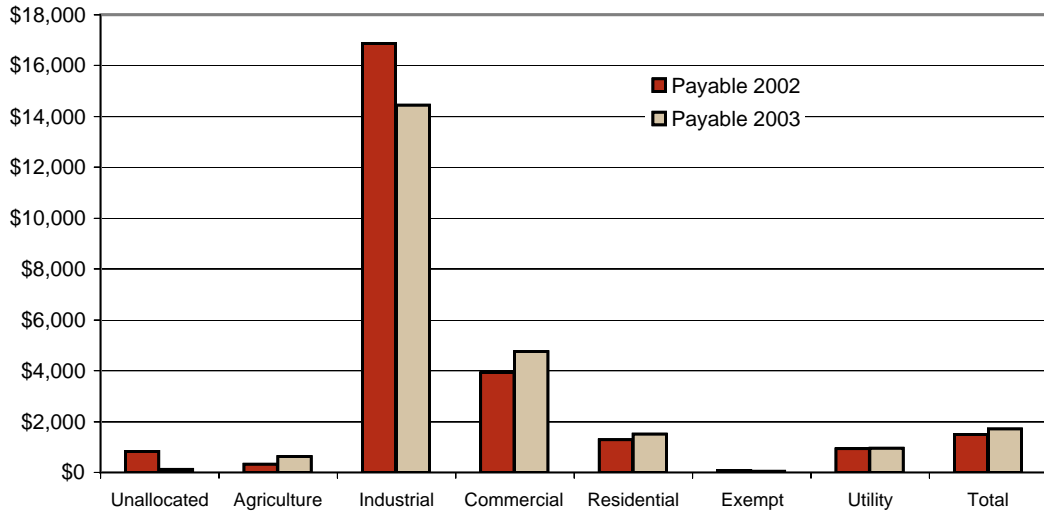
**Share of Taxes Billed
Lowell**



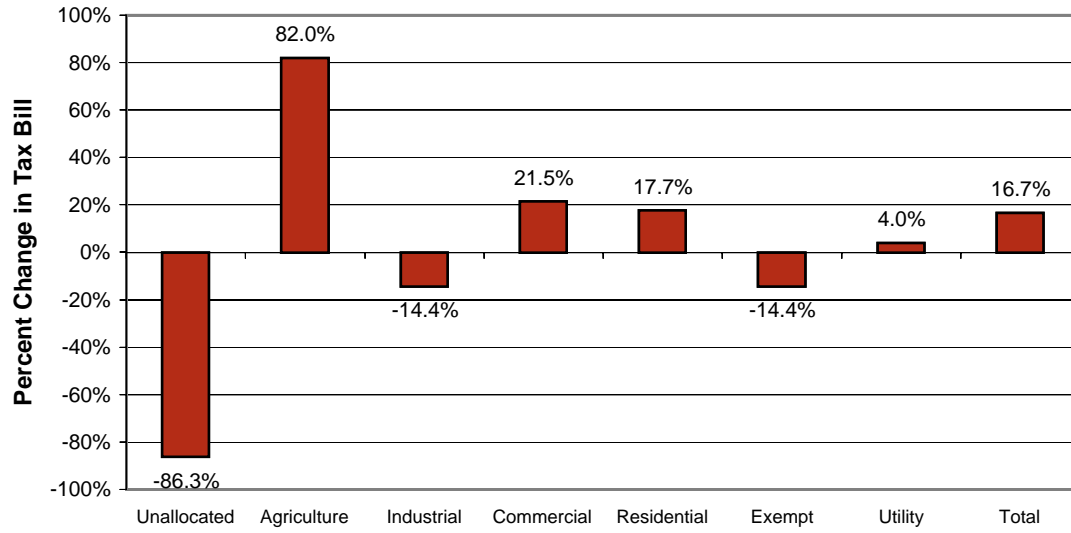
Shifts in Shares of Taxes Billed for Real Property Lowell



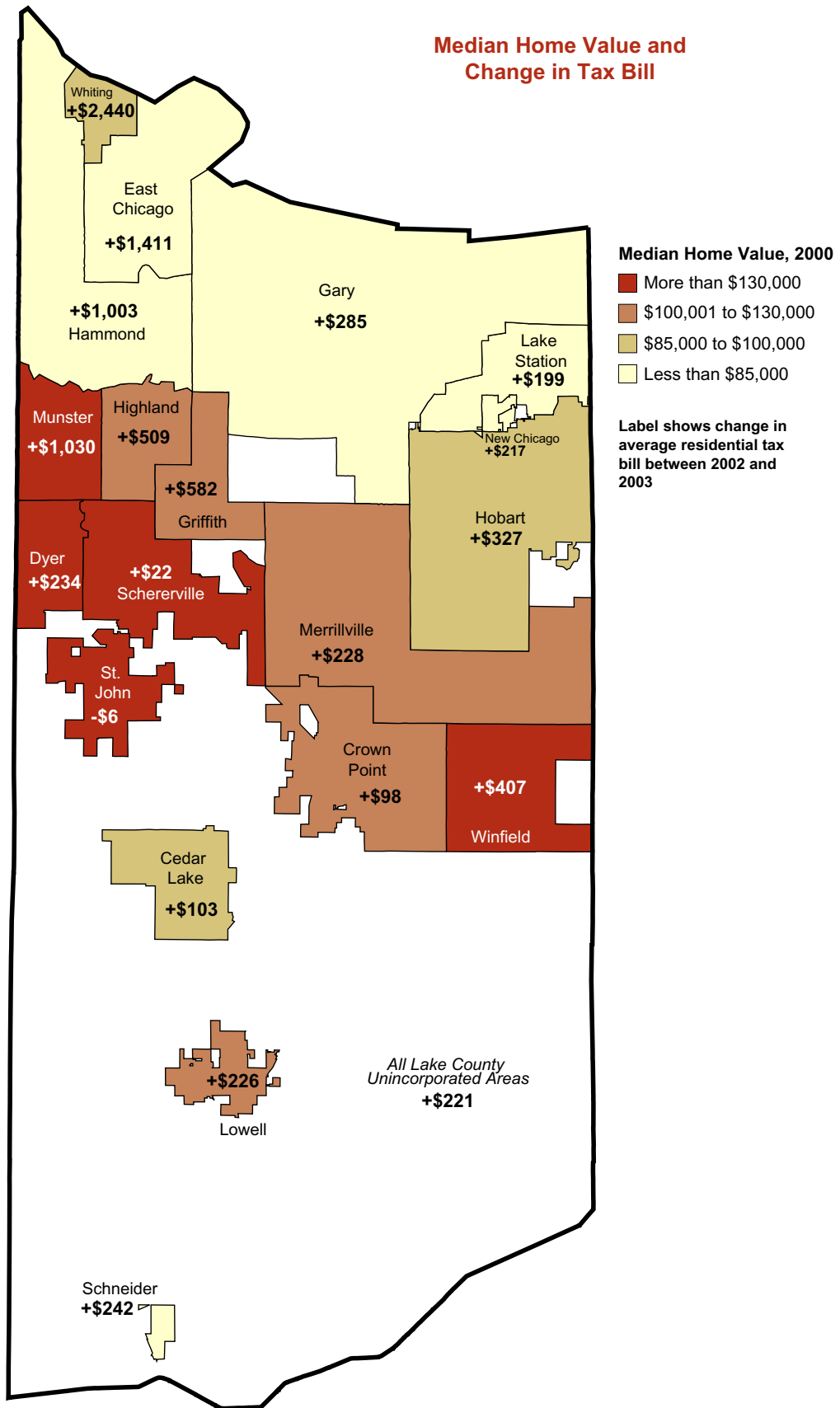
Average Tax Bills Lowell



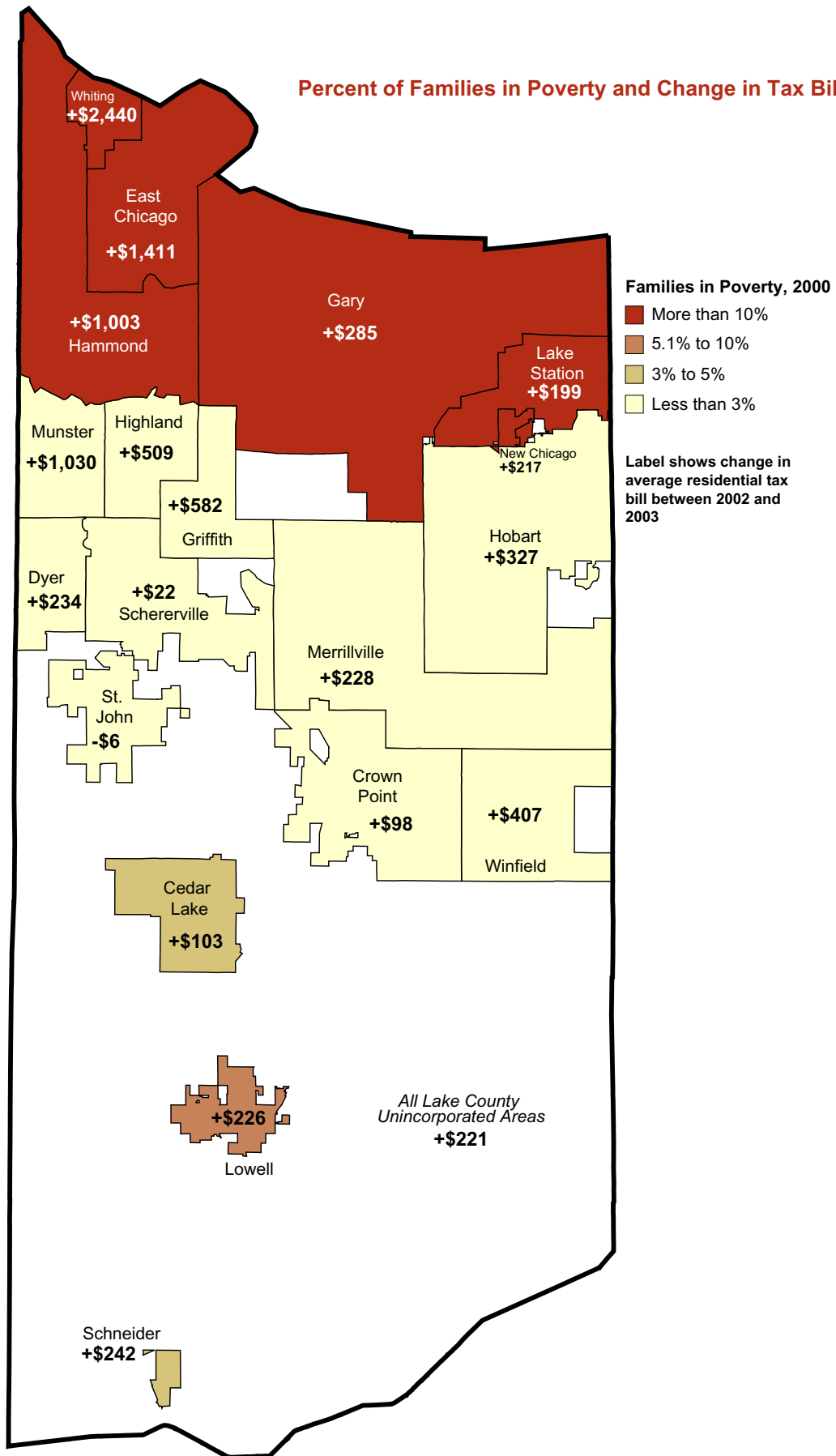
Percent Change in Average Tax Bills Lowell



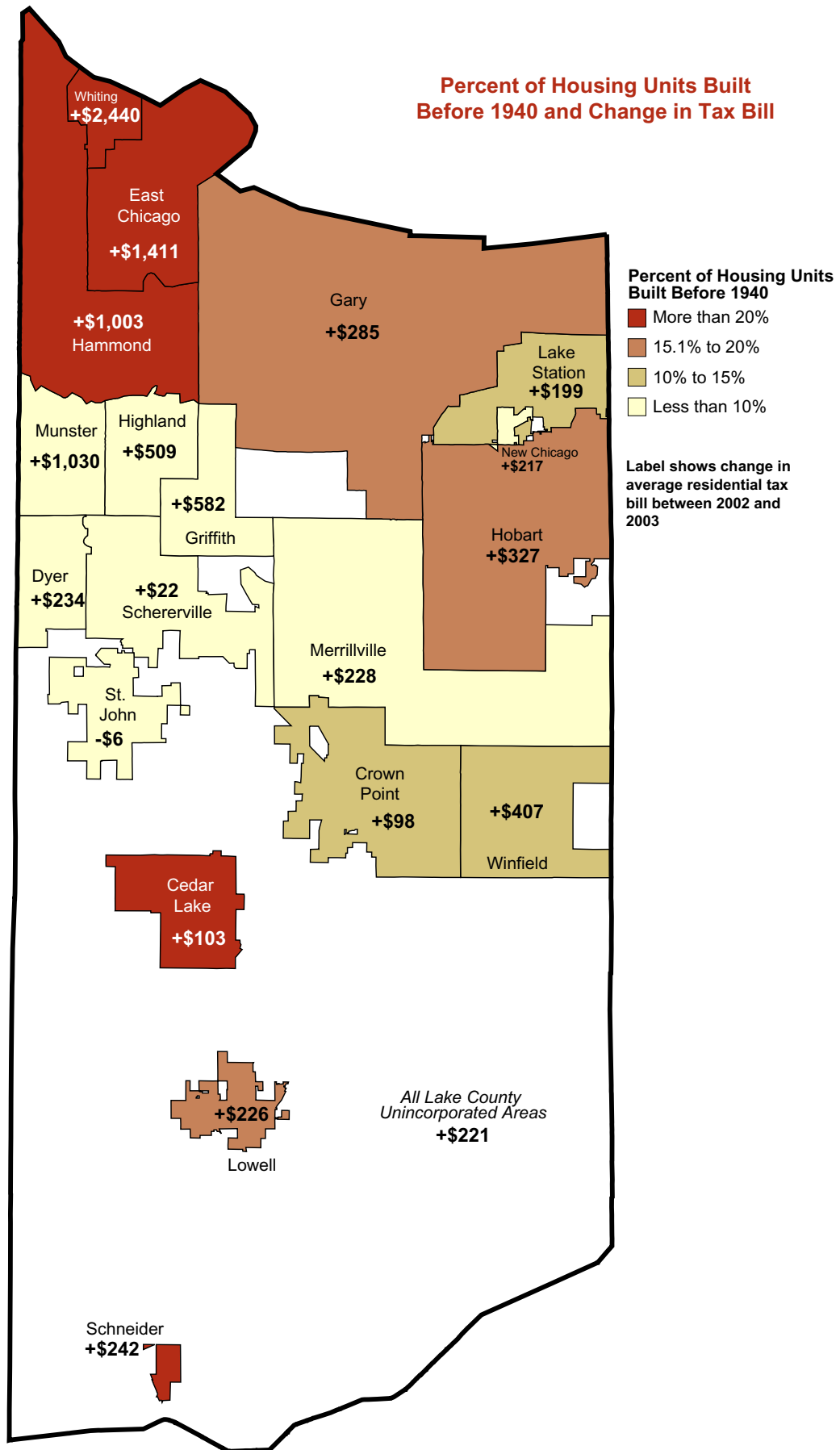
Median Home Value and Change in Tax Bill



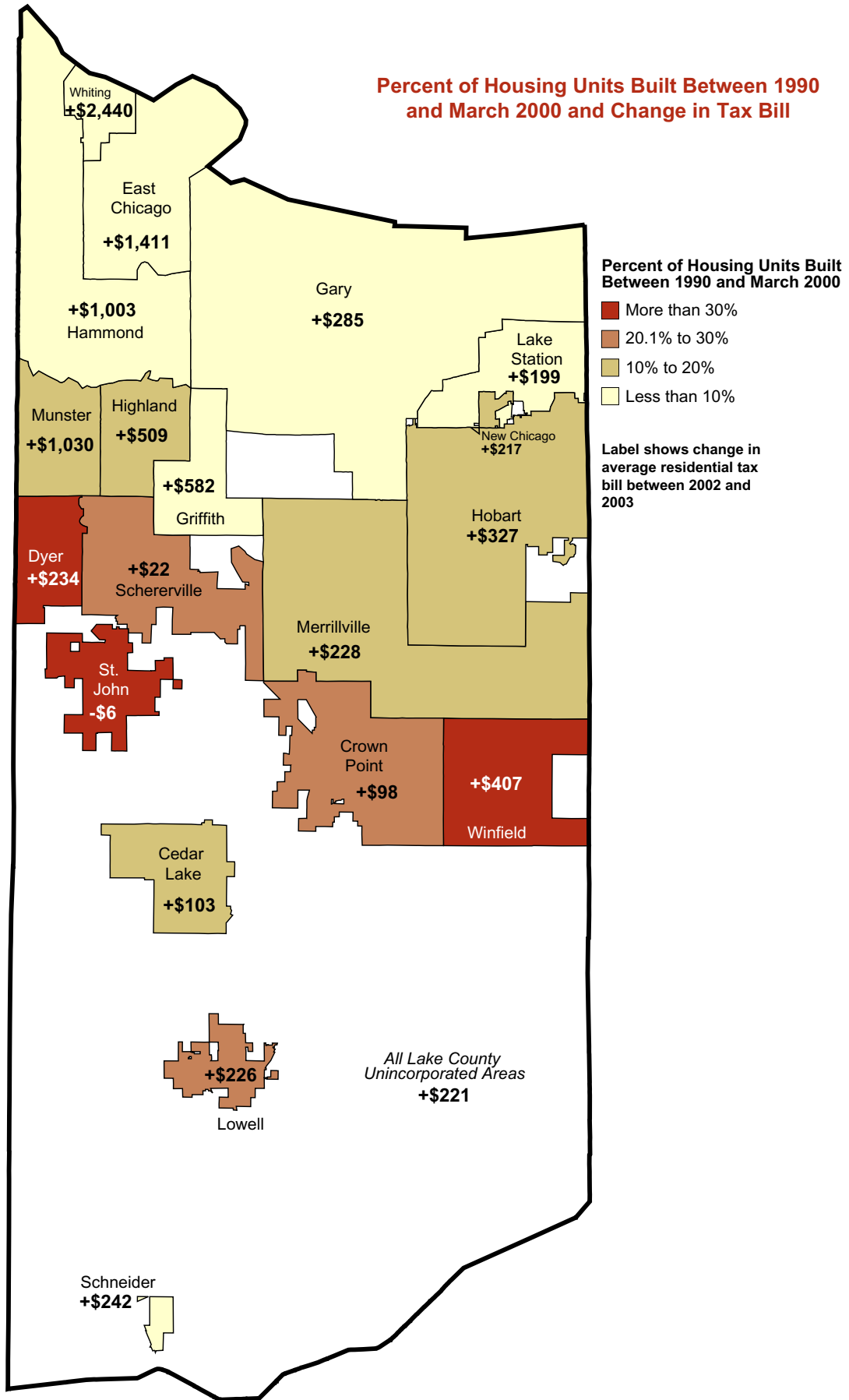
Percent of Families in Poverty and Change in Tax Bill



Percent of Housing Units Built Before 1940 and Change in Tax Bill



Percent of Housing Units Built Between 1990 and March 2000 and Change in Tax Bill



Budgets for Cities and Towns

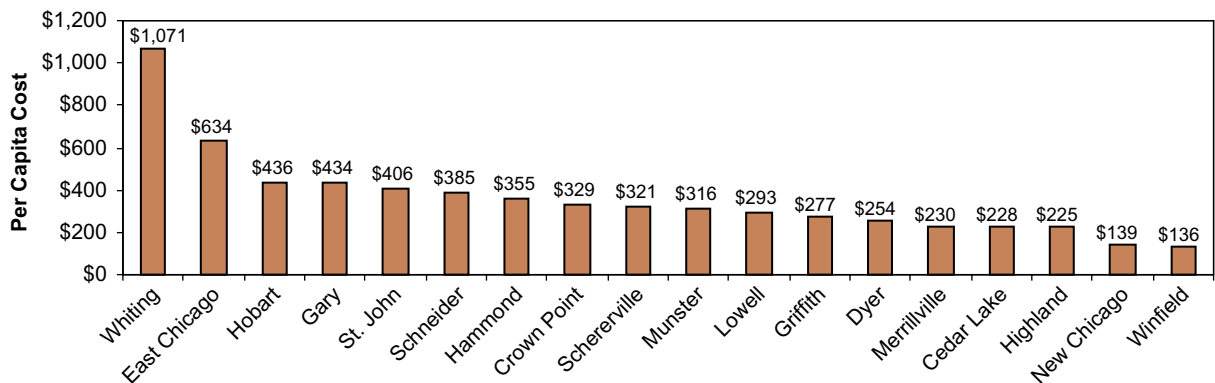
Property taxes underwrite a broad range of governmental services. In addition to libraries and schools, property taxes support township government, county government, and a number of other special districts, including water and sanitary districts. Civil government (cities and towns) accounts for a substantial portion of the property tax bill. Overall, we find that the difference in spending between high- and low-cost cities and towns can be quite large.

Caution must be used in comparing municipal budgets. Urban municipalities are responsible for some kinds of services not incurred by towns and cities located in rural and suburban settings. The cost of police and fire protection, for instance, differs greatly. Crime rates tend to be higher in urban settings; more police are thus required.

Further, many towns get by without professional firefighters, relying instead on volunteer fire departments. Beyond this, it makes sense to entirely exclude one type of cost when comparing municipal expenditures: police and firefighter pensions. Older cities and towns typically finance the pensions of large numbers of retired police officers and firefighters. Newer communities, such as St. John and Winfield, are not yet burdened by these kinds of costs. In fact, pensions represent obligations occurred in prior budgets. There is little that can be done now to reduce expenditures in that cost category.

We examined data pertaining to budgets and appropriations for 2003. (Data for Lake Station were not available at the time the analysis was conducted.) Excluding police and firefighter pensions, towns and cities in Lake County spent, on average, \$359 per resident in 2003. Two cities exceeded this average by wide margins. The City of Whiting spent \$1,071 per person in 2003 and the City of East Chicago spent \$634 on a per capita basis. If we exclude these two outliers, the average for all towns and cities falls to \$317 per person. The City of Whiting exceeded this revised average by 338 percent, and the City of East Chicago spent nearly twice this amount on a per capita basis.

Per Capita Cost of Civil Government (Minus Police and Fire Pensions), 2003



Five other towns and cities exceeded the revised average by more than 10 percent: Hobart (37 percent), Gary (37 percent), St. John (28 percent), Schneider (21 percent), and Hammond (12 percent). In 2003, six towns spent less than 80 percent of the \$317 revised average: Dyer (80 percent), Merrillville (73 percent), Cedar Lake (72 percent), Highland (71 percent), New Chicago (44 percent), and Winfield (43 percent).

It is important to keep two thoughts in mind as we examine these data. First, it is difficult to assess the efficiency of local government on the basis of a single number. Yes, we have known for some time that per capita expenditures are high in Whiting and East Chicago. And it appears that other towns and cities in Lake County have cost structures that are somewhat high as well. In the long-run, it is more useful to know precisely what kinds of expenditures are higher than average or, in some cases, lower.

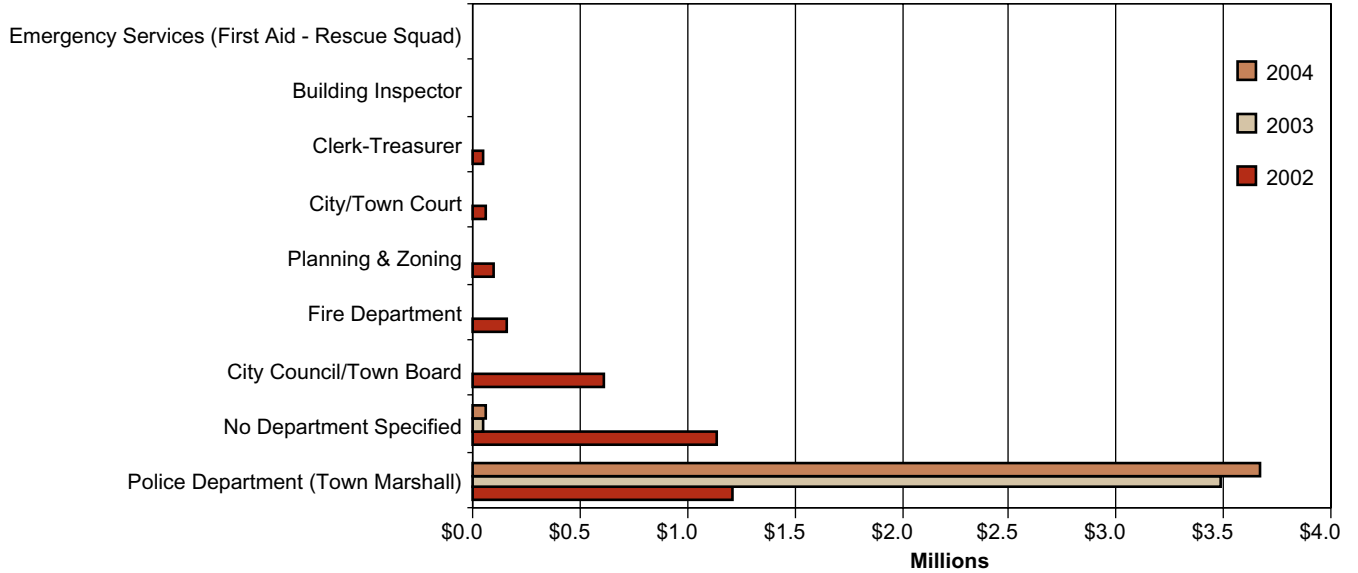
Second, the data noted above reflect 2003 appropriations. In 2004 and 2005, we finally became aware of the full impact of changes in the property tax resulting from (1) a Supreme Court ruling pertaining to

the formula used to calculate the tax, (2) legislation adopted by the General Assembly in 2002, and (3) an external reassessment of all properties in Lake County, which was completed in 2004. As a result, some towns and cities have taken action to reduce their budgets.

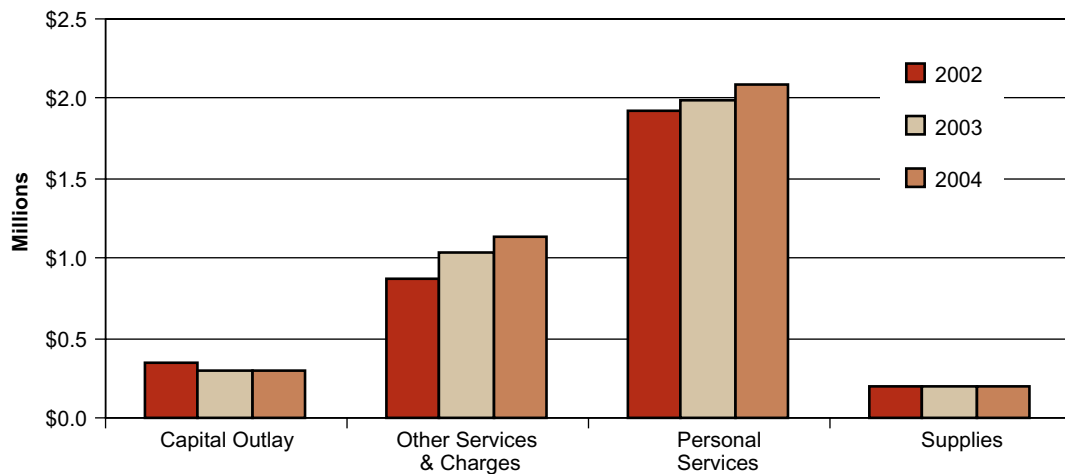
Although some municipalities in Lake County have yet to report their 2005 budgets, elected officials in Whiting have committed to a \$1 million reduction in the size of the city's budget. In the City of Gary, Mayor Scott King reduced 2004 expenditures by \$5.4 million and submitted a 2005 budget to the Common Council reflecting an \$8.1 million decrease in the size of the city's budget. In Hammond, the McDermott administration is considering various cost cutting measures including the closing of the city's health department. And the City of East Chicago is considering an overall budget cut of 5 percent.

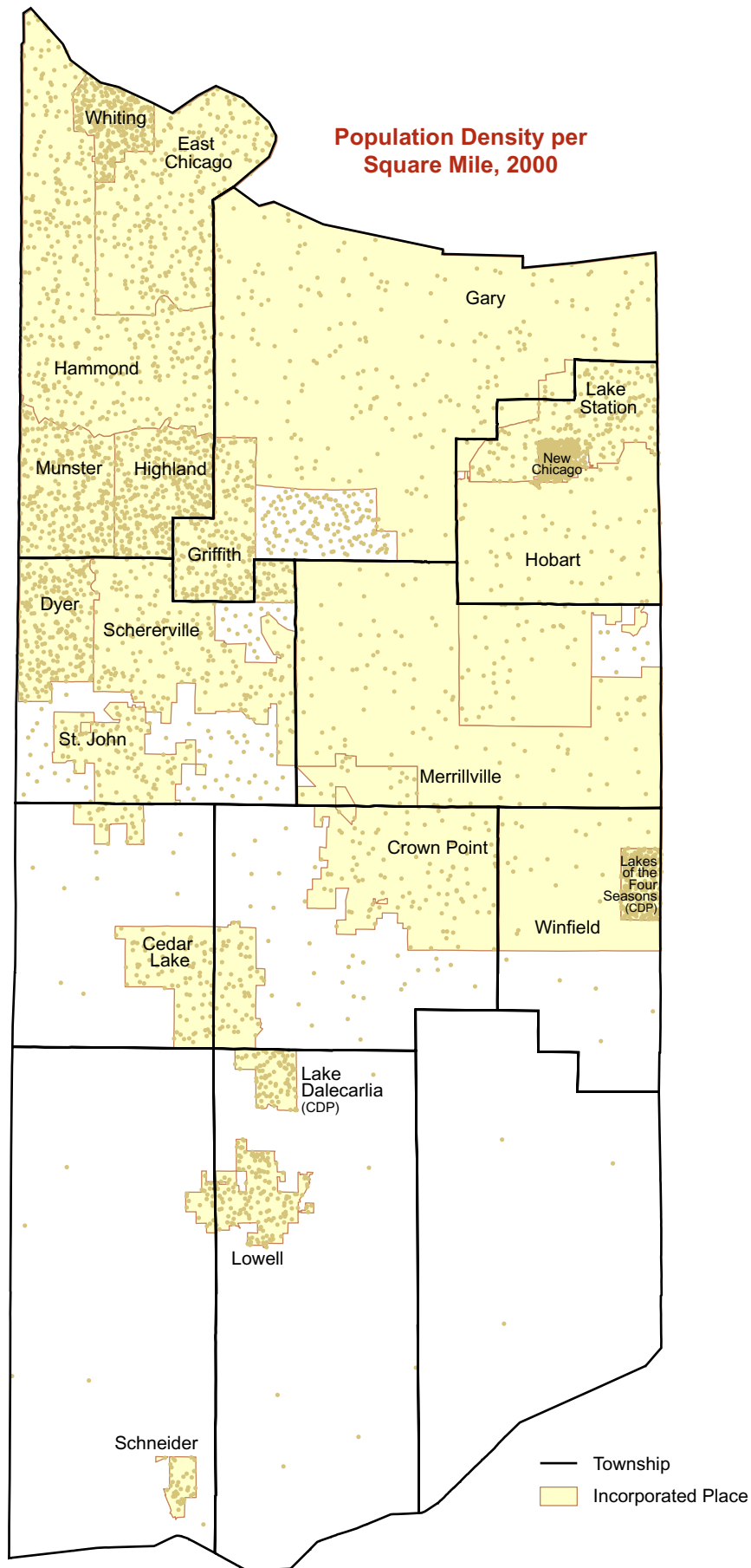
Breakdown of Budget Appropriations

Budget Appropriations by Department - Lowell



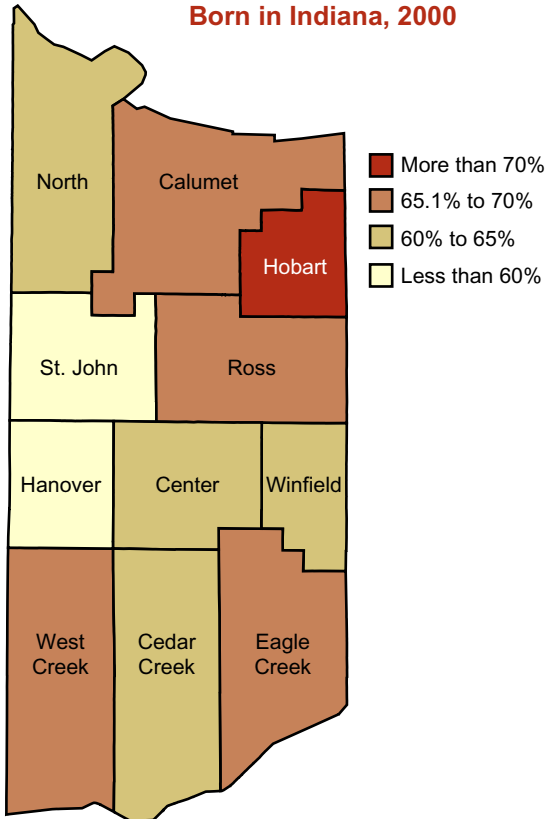
Budget Appropriations by Type - Lowell



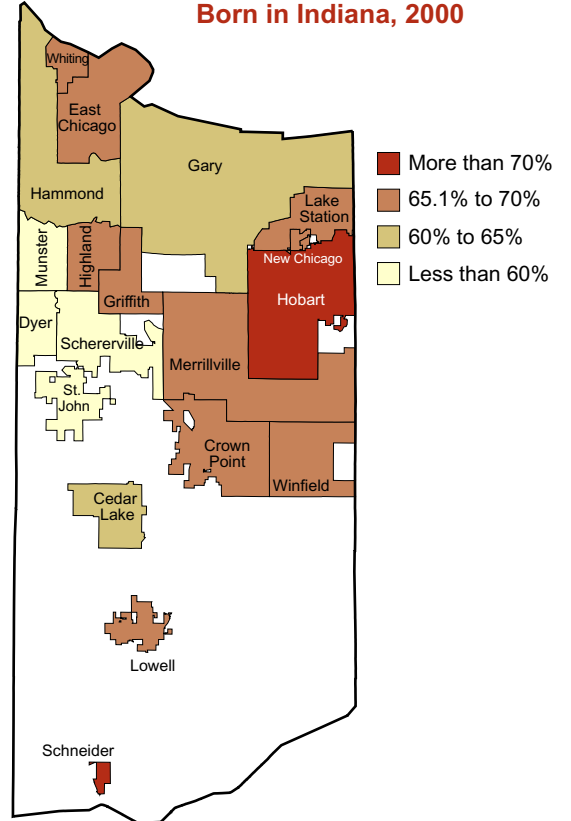


Nativity and Race

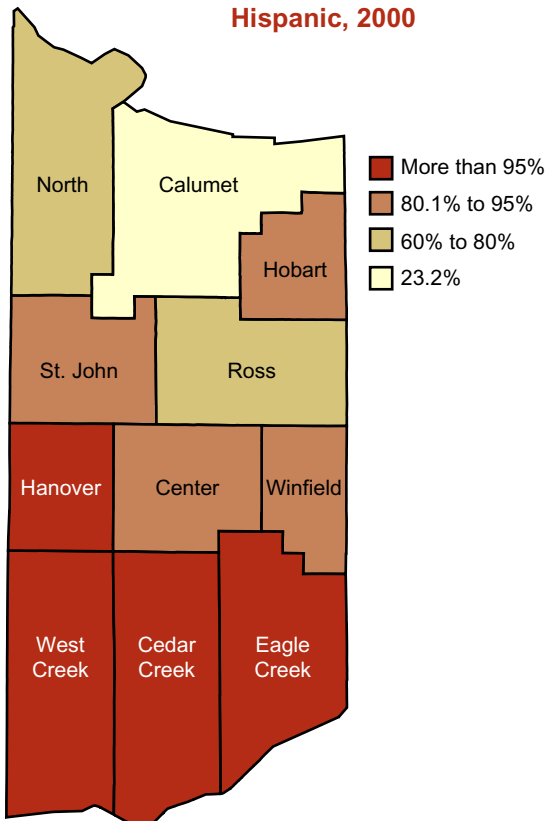
Percent of Population Born in Indiana, 2000



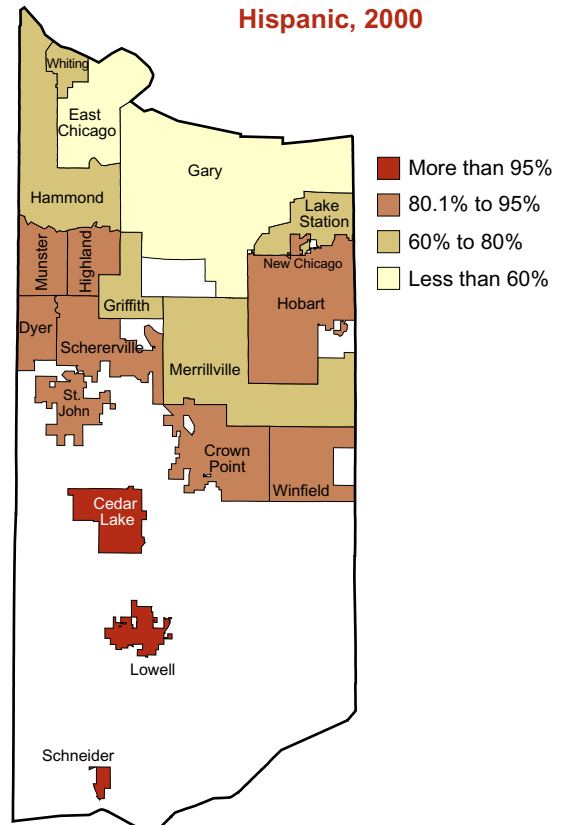
Percent of Population Born in Indiana, 2000



Percent White and Not Hispanic, 2000

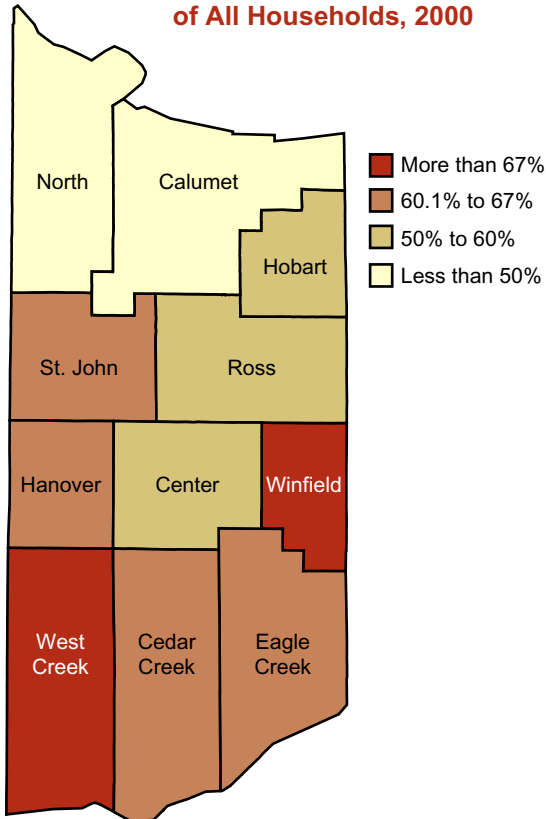


Percent White and Not Hispanic, 2000

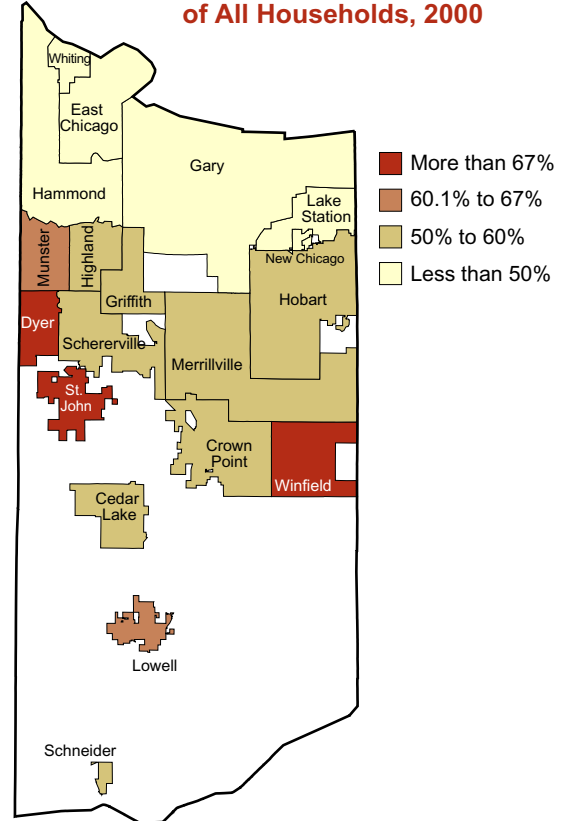


Household Types

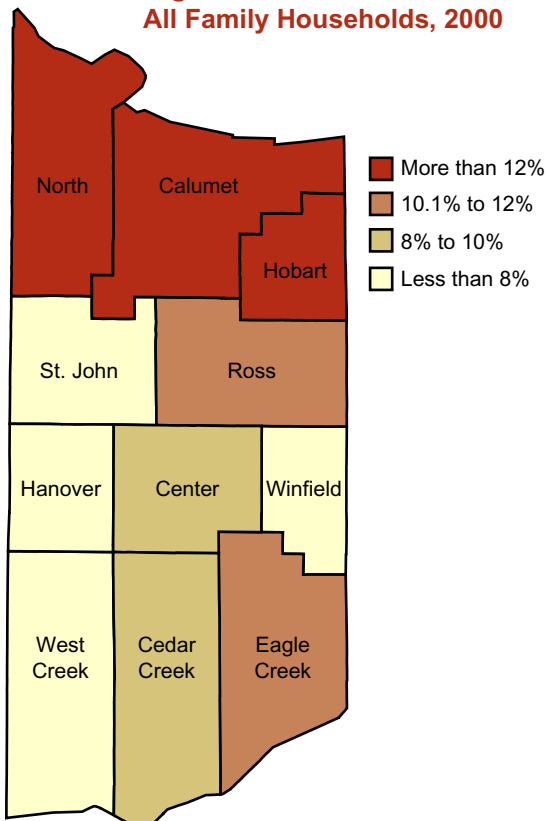
Married Couples as a Percent of All Households, 2000



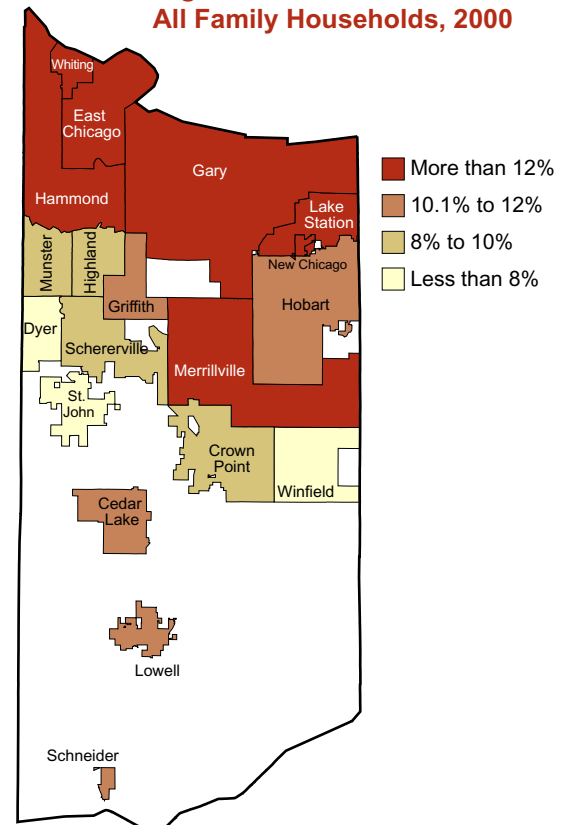
Married Couples as a Percent of All Households, 2000



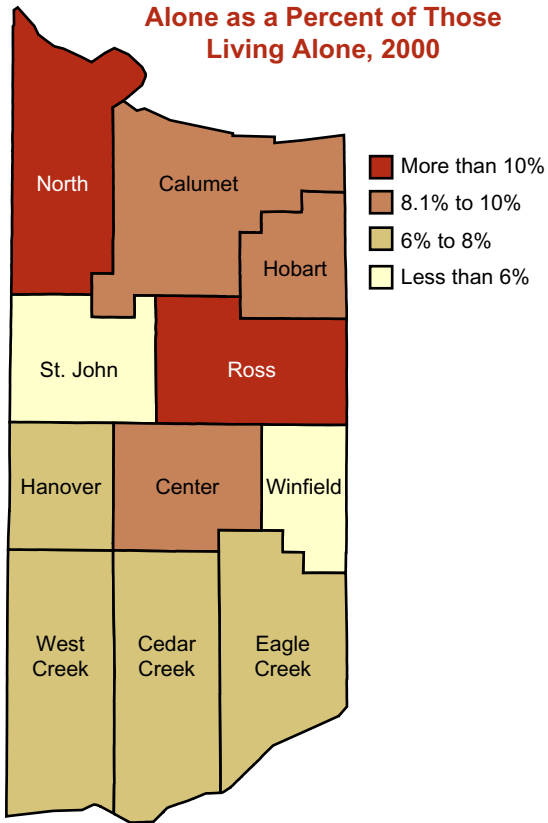
Single Mothers as a Percent of All Family Households, 2000



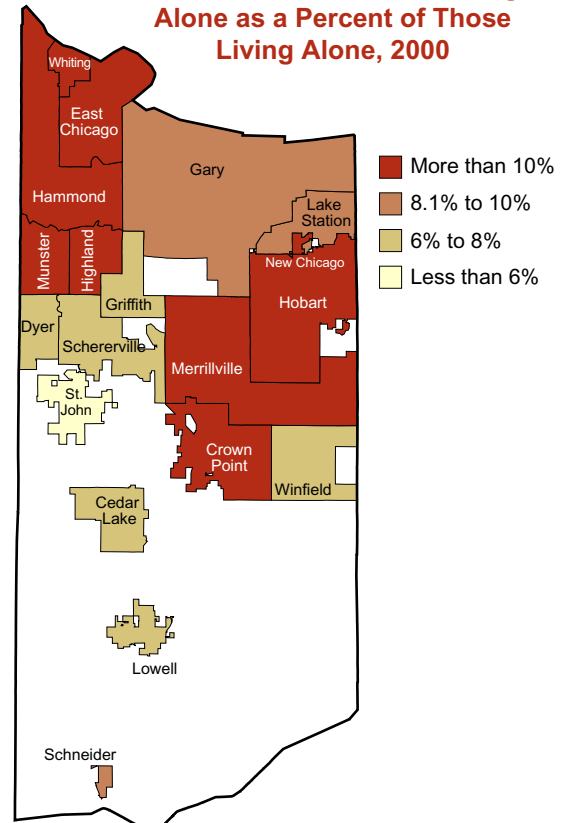
Single Mothers as a Percent of All Family Households, 2000



Individuals 65 or Older Living Alone as a Percent of Those Living Alone, 2000

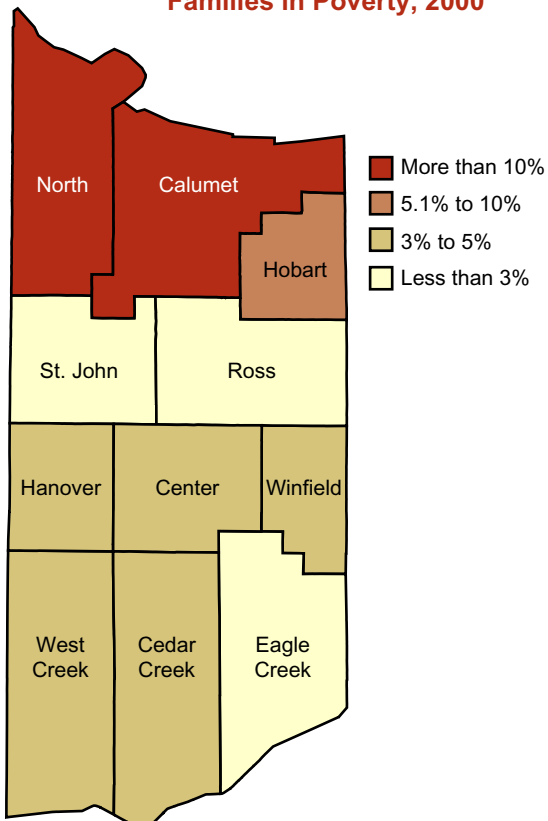


Individuals 65 or Older Living Alone as a Percent of Those Living Alone, 2000

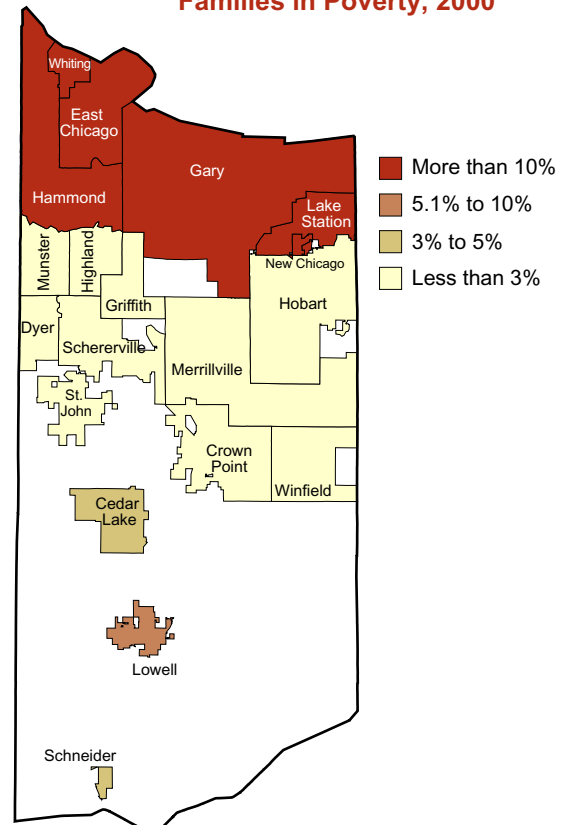


People in Poverty

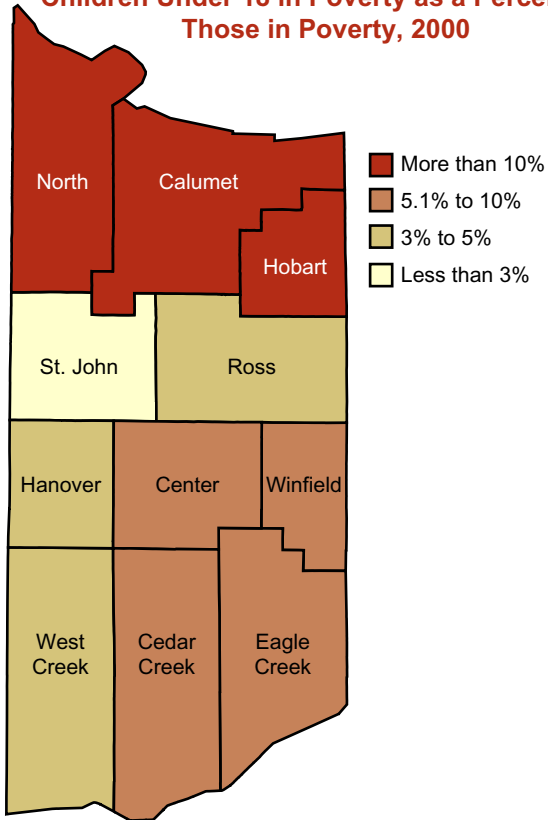
Families in Poverty, 2000



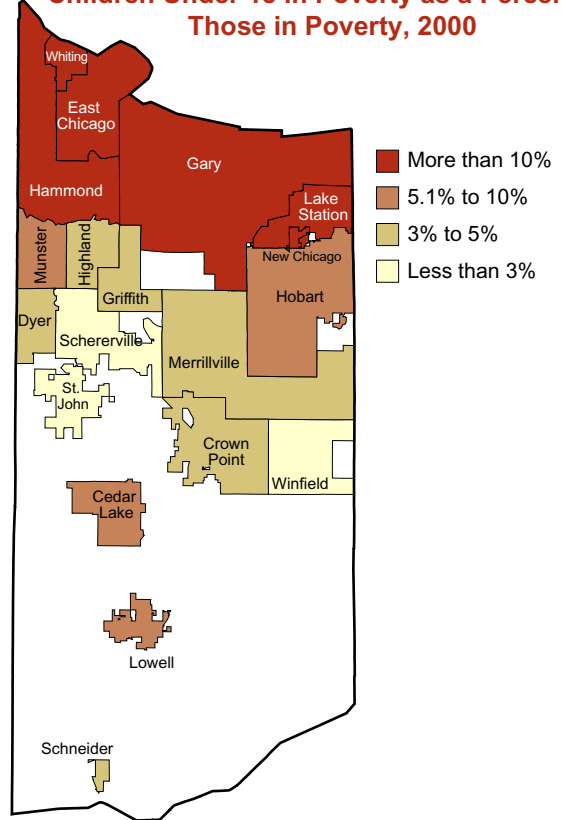
Families in Poverty, 2000



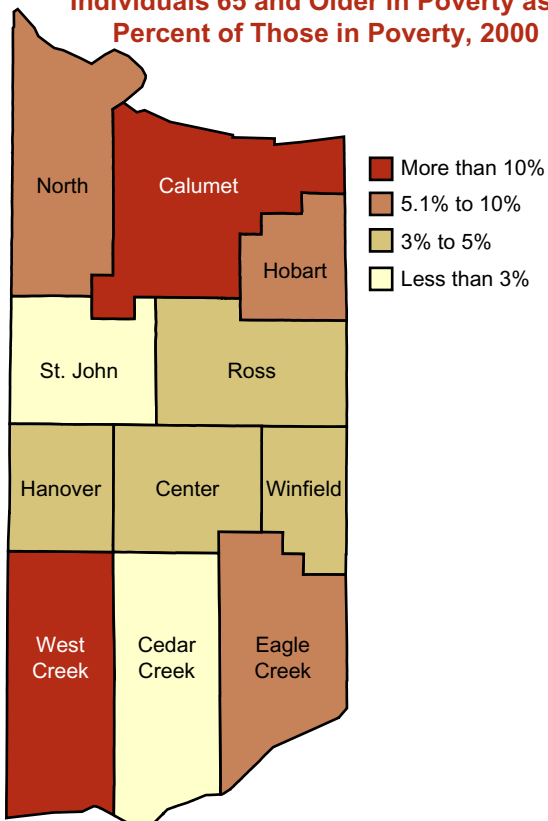
Children Under 18 in Poverty as a Percent of Those in Poverty, 2000



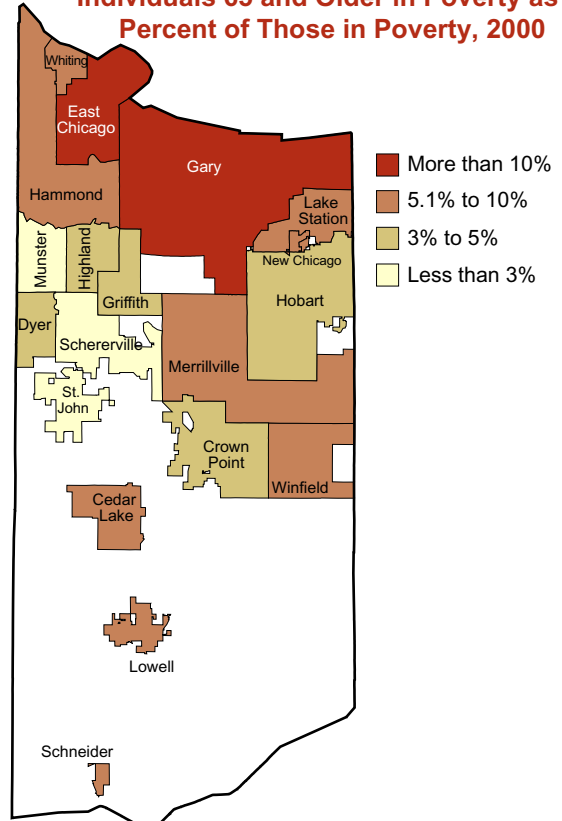
Children Under 18 in Poverty as a Percent of Those in Poverty, 2000



Individuals 65 and Older in Poverty as a Percent of Those in Poverty, 2000

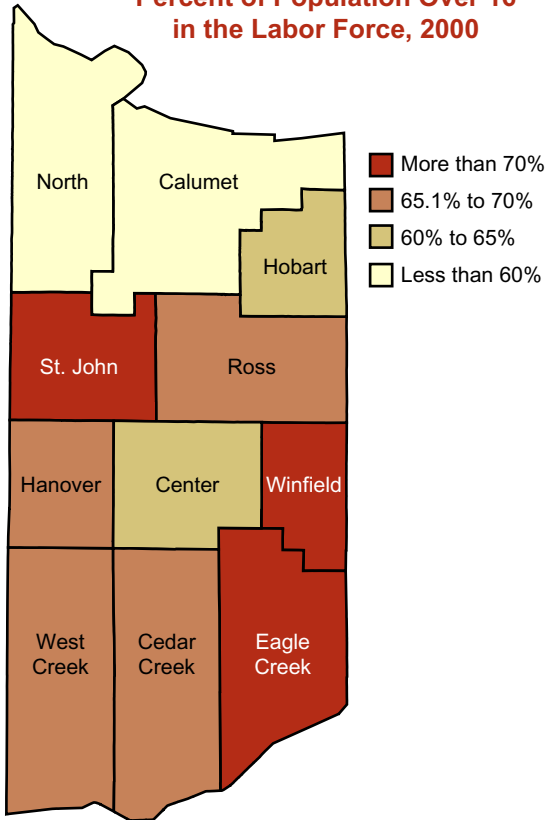


Individuals 65 and Older in Poverty as a Percent of Those in Poverty, 2000

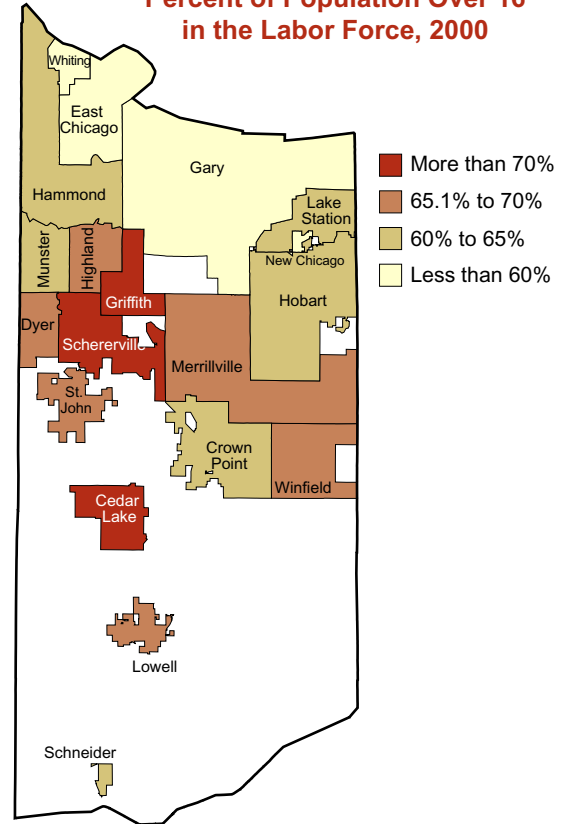


People at Work

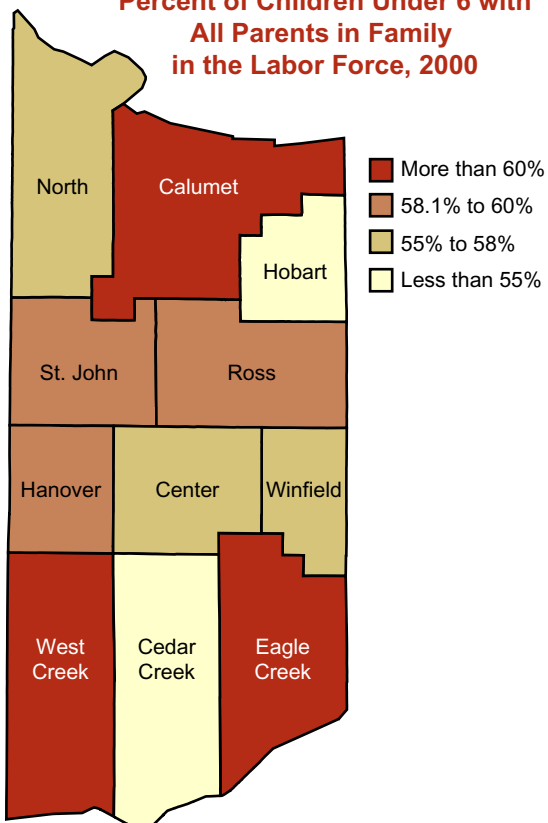
Percent of Population Over 16 in the Labor Force, 2000



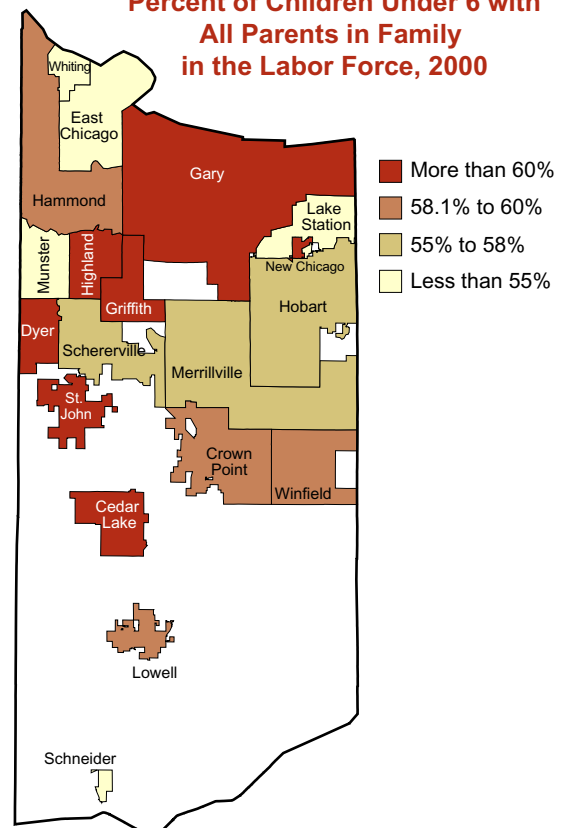
Percent of Population Over 16 in the Labor Force, 2000



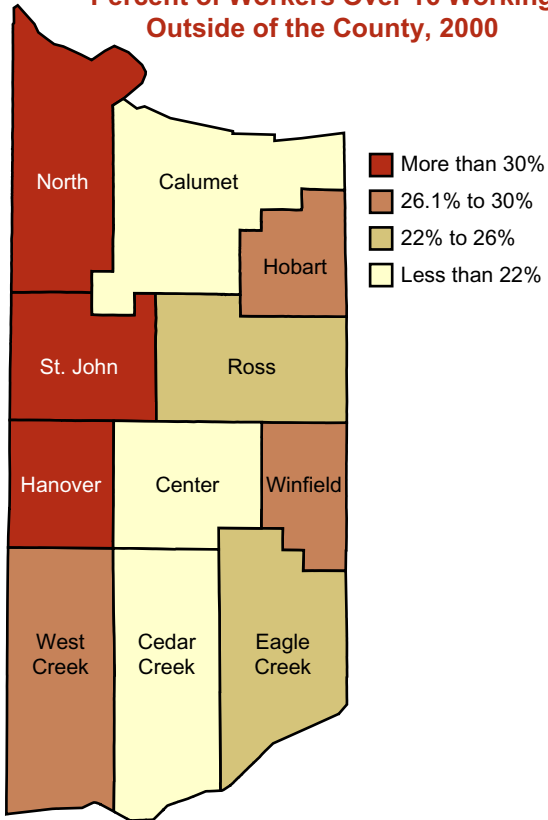
Percent of Children Under 6 with All Parents in Family in the Labor Force, 2000



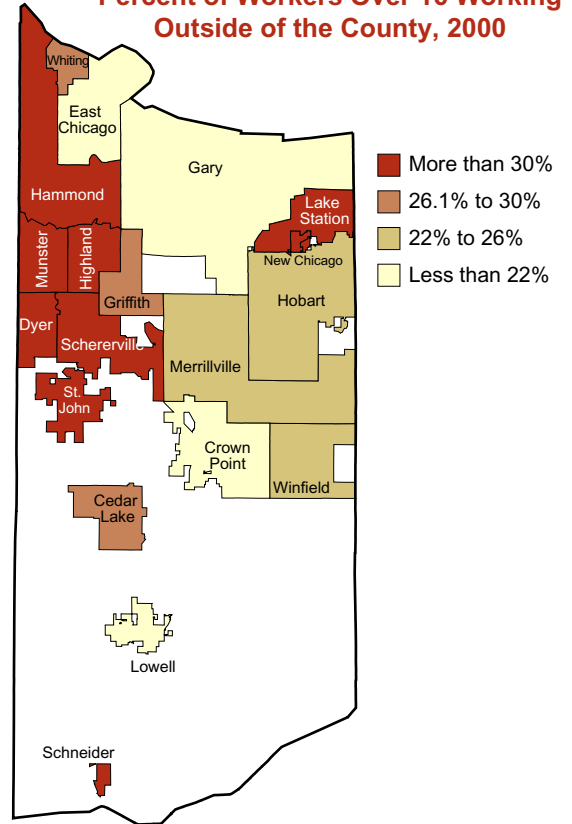
Percent of Children Under 6 with All Parents in Family in the Labor Force, 2000



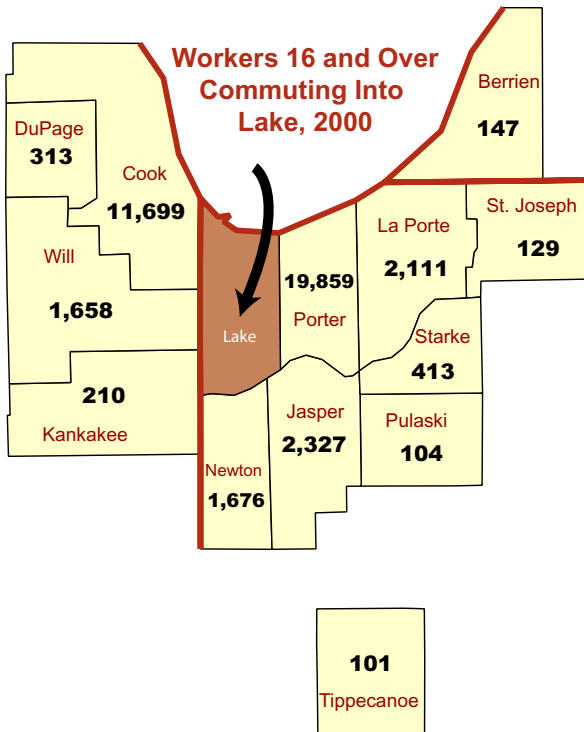
Percent of Workers Over 16 Working Outside of the County, 2000



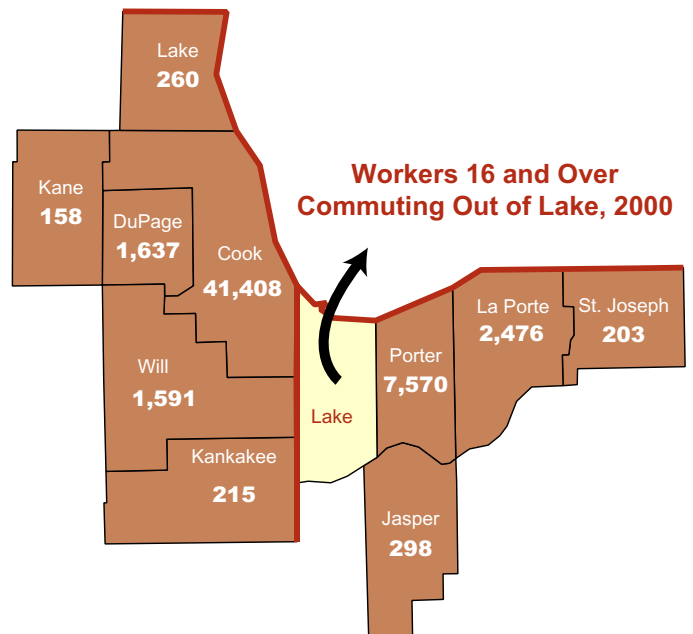
Percent of Workers Over 16 Working Outside of the County, 2000



Workers 16 and Over Commuting Into Lake, 2000

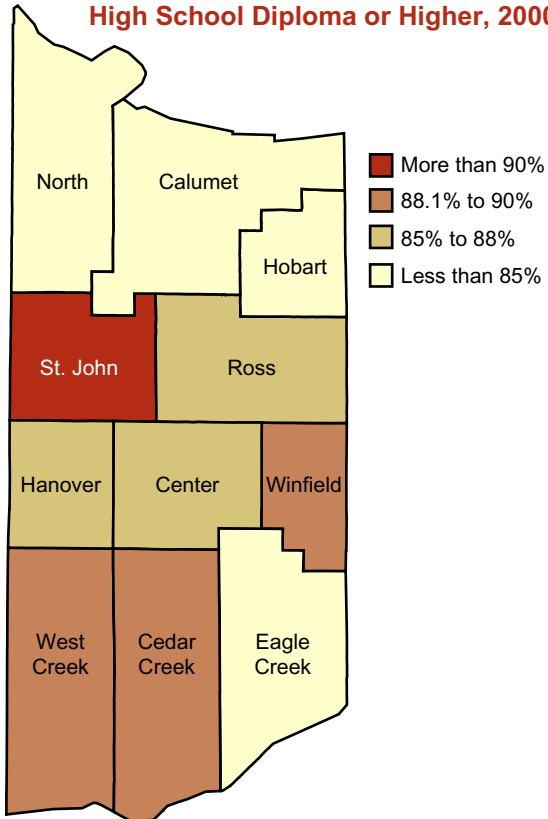


Workers 16 and Over Commuting Out of Lake, 2000

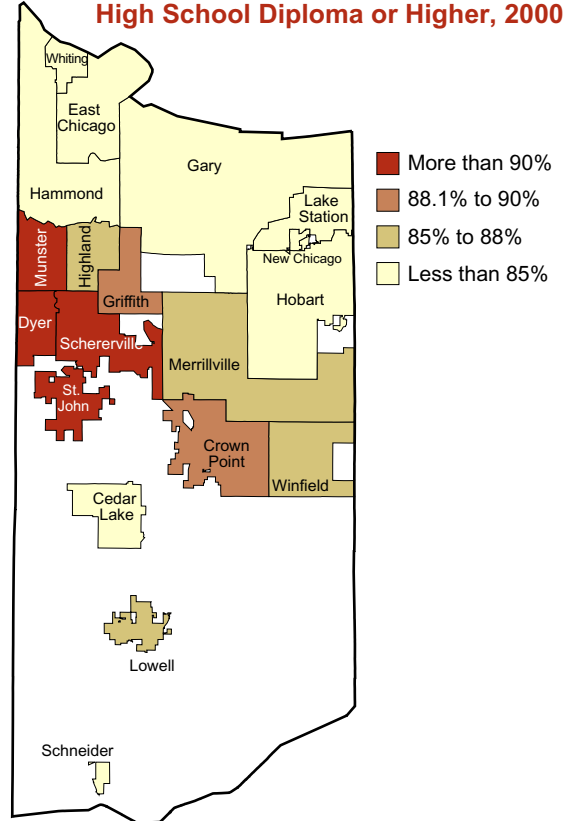


Educational Attainment

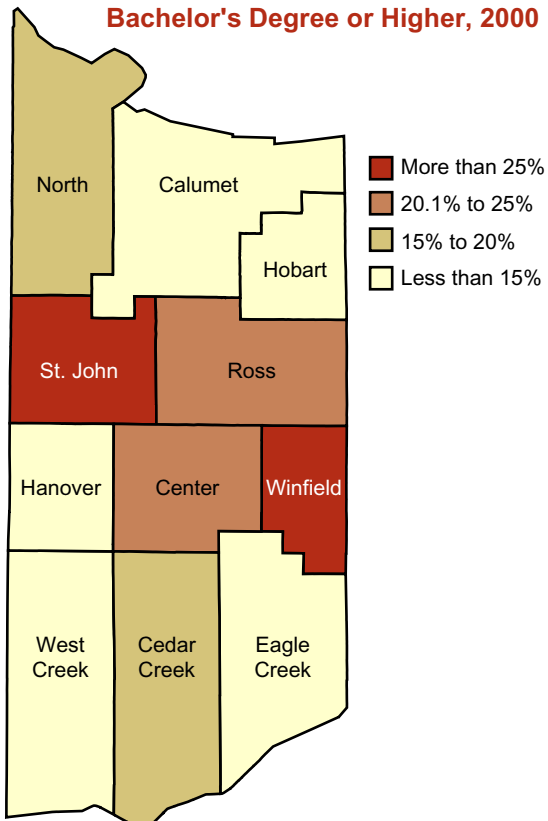
Percent of Those 25 and Over with a High School Diploma or Higher, 2000



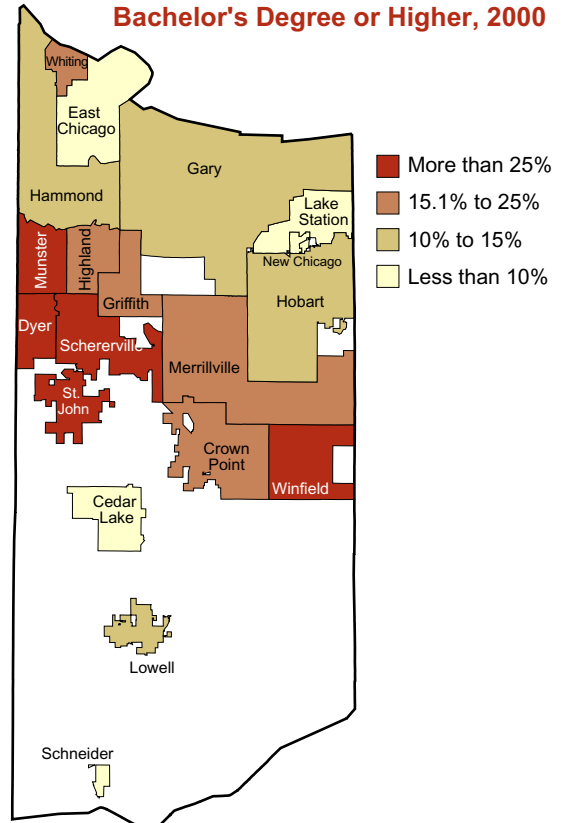
Percent of Those 25 and Over with a High School Diploma or Higher, 2000



Percent of Those 25 and Over with a Bachelor's Degree or Higher, 2000

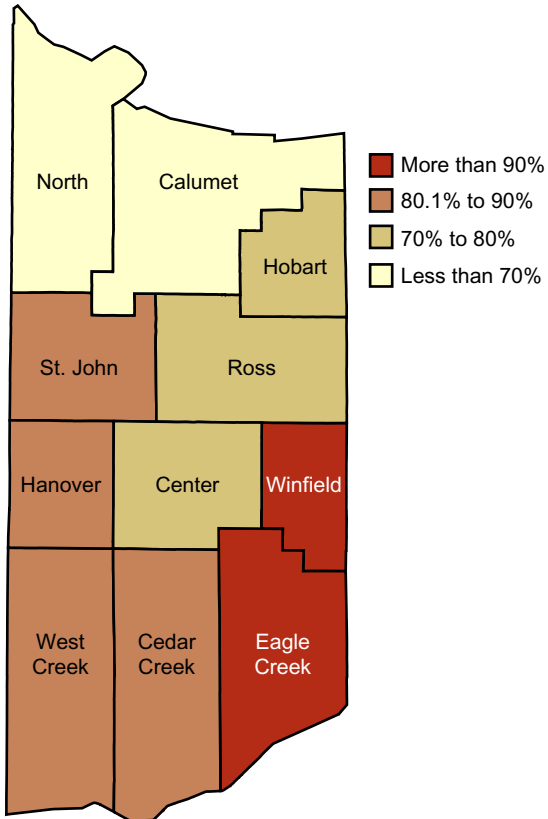


Percent of Those 25 and Over with a Bachelor's Degree or Higher, 2000

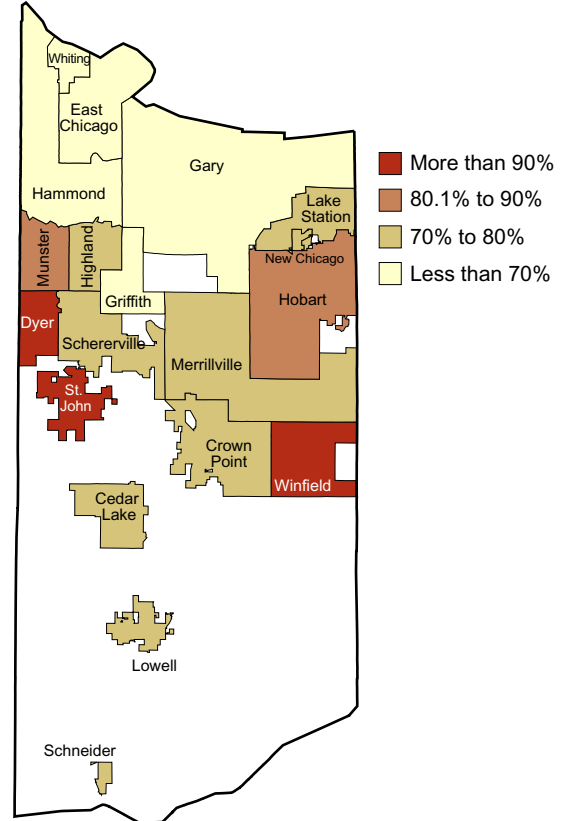


Housing in Lake County

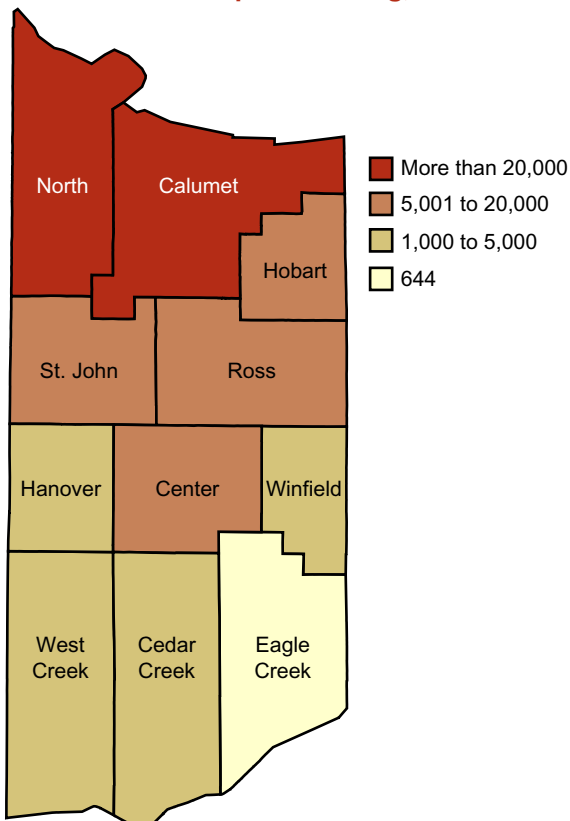
Owner-Occupied Housing, 2000



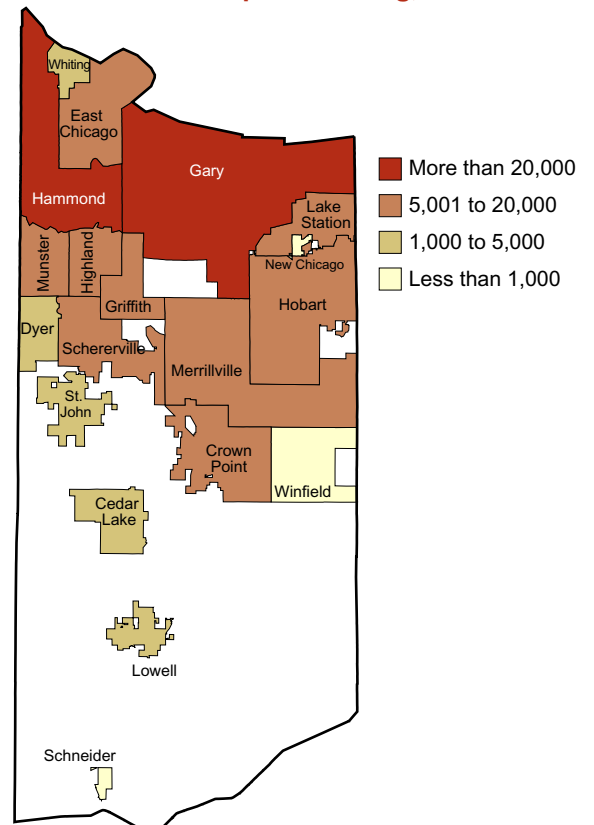
Owner-Occupied Housing, 2000

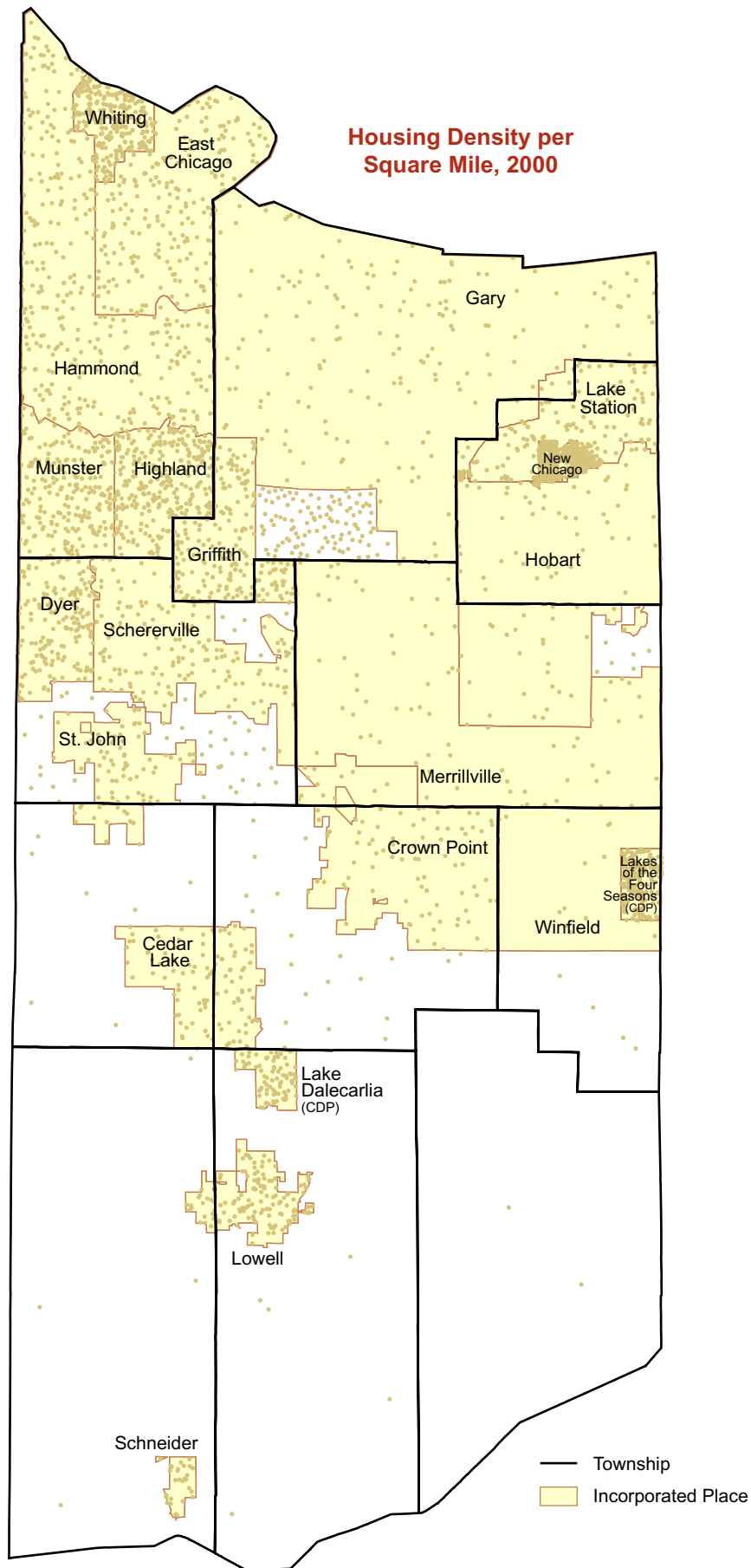


Occupied Housing, 2000



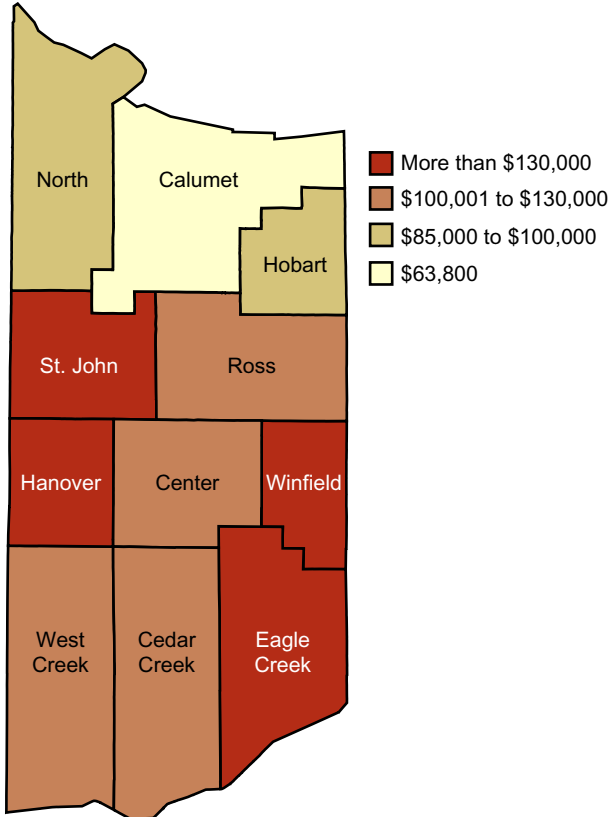
Occupied Housing, 2000



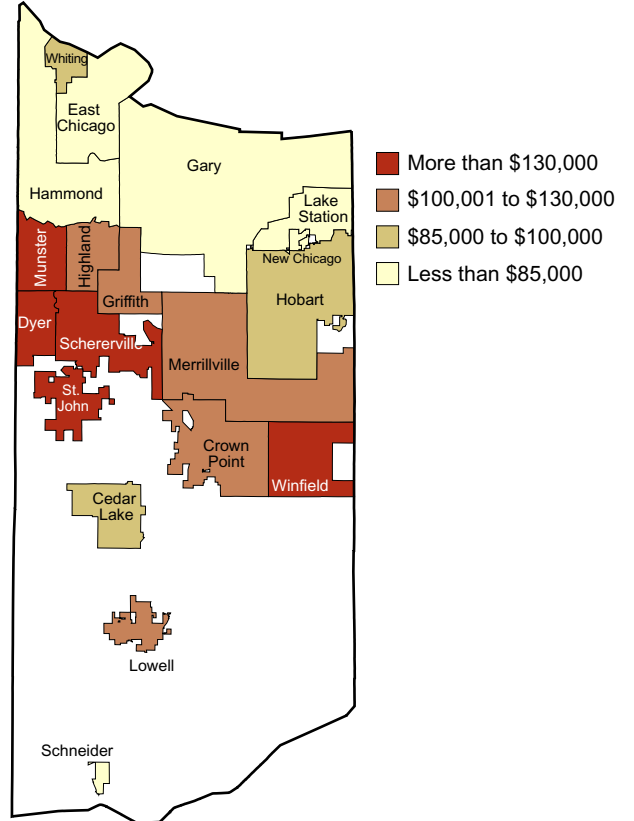


Each dot equals five houses per square mile (randomly distributed within geography).
 Note: CDPs are census designated places, which are not incorporated areas, but are used for data collection purposes by the U.S. Census Bureau.

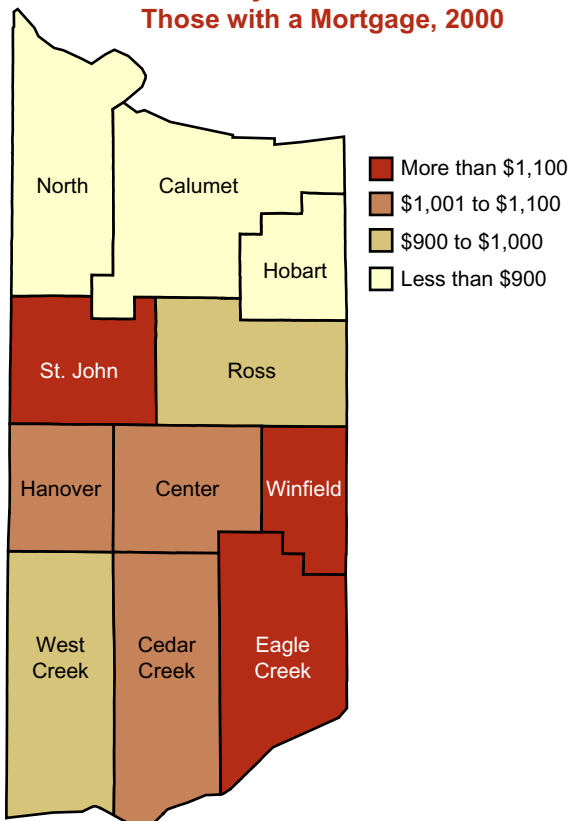
Median Home Value, 2000



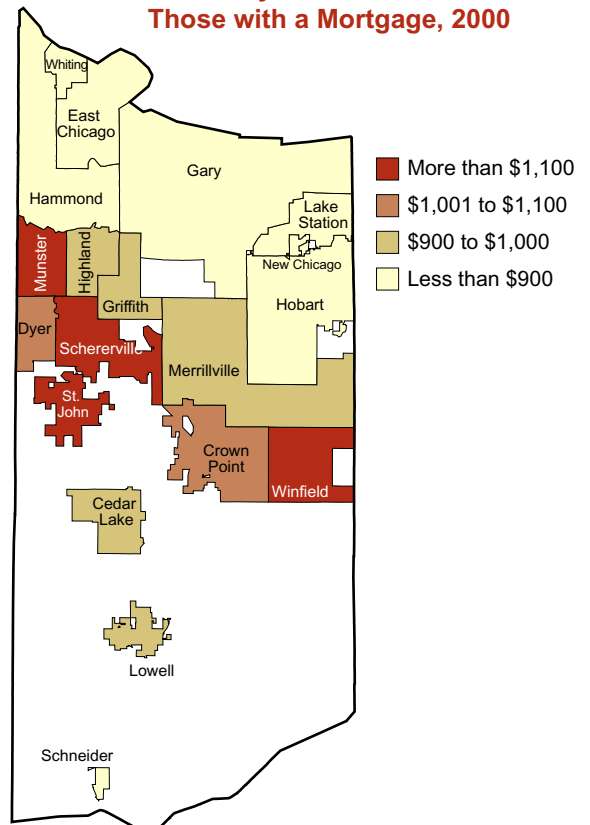
Median Home Value, 2000



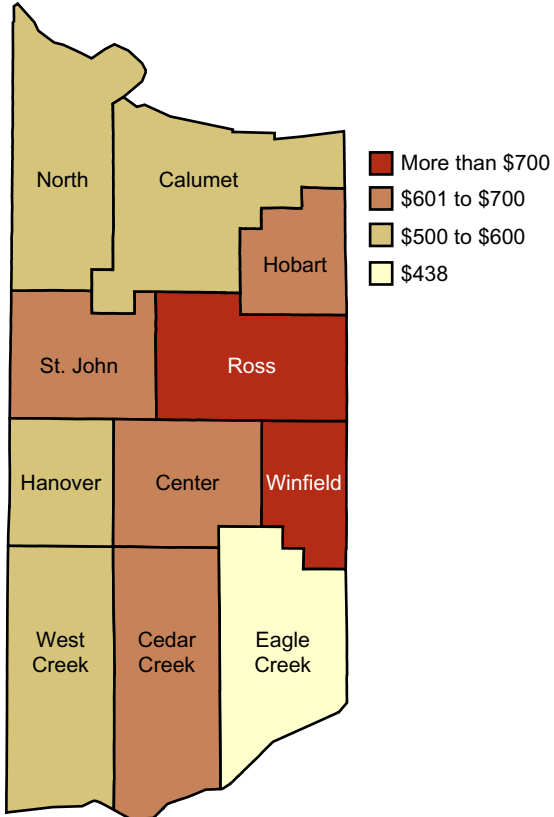
Monthly Owner Costs for Those with a Mortgage, 2000



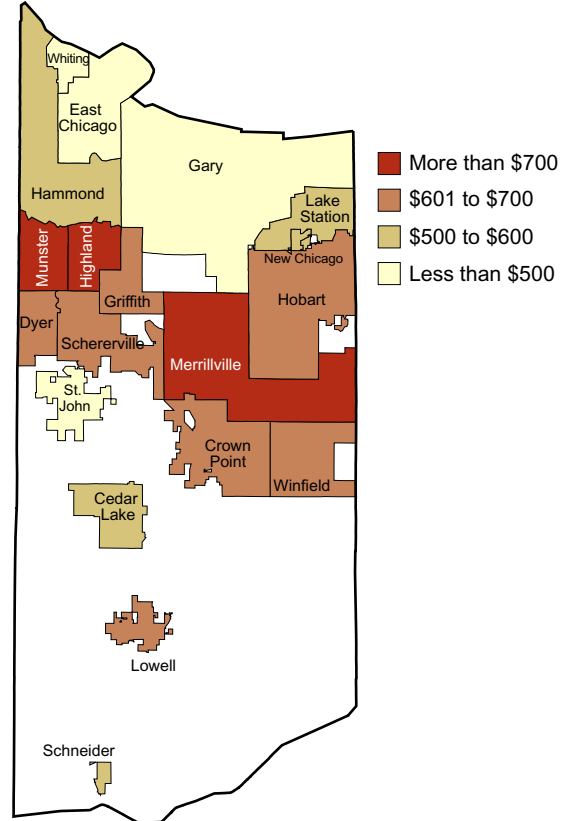
Monthly Owner Costs for Those with a Mortgage, 2000



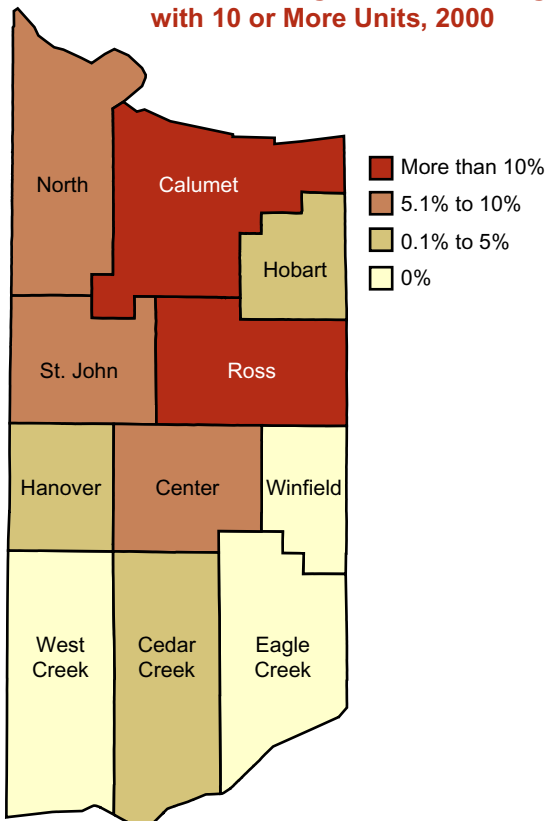
Median Gross Rent, 2000



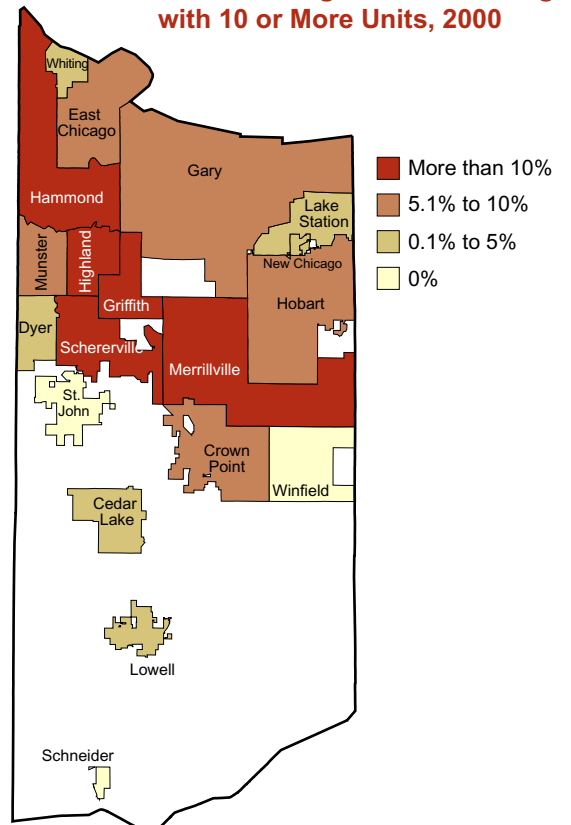
Median Gross Rent, 2000



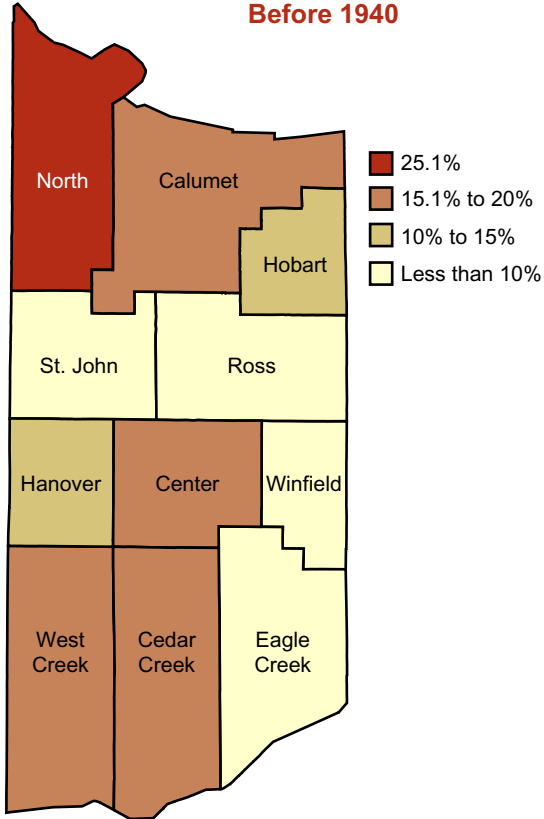
Percent of Housing Units in Buildings with 10 or More Units, 2000



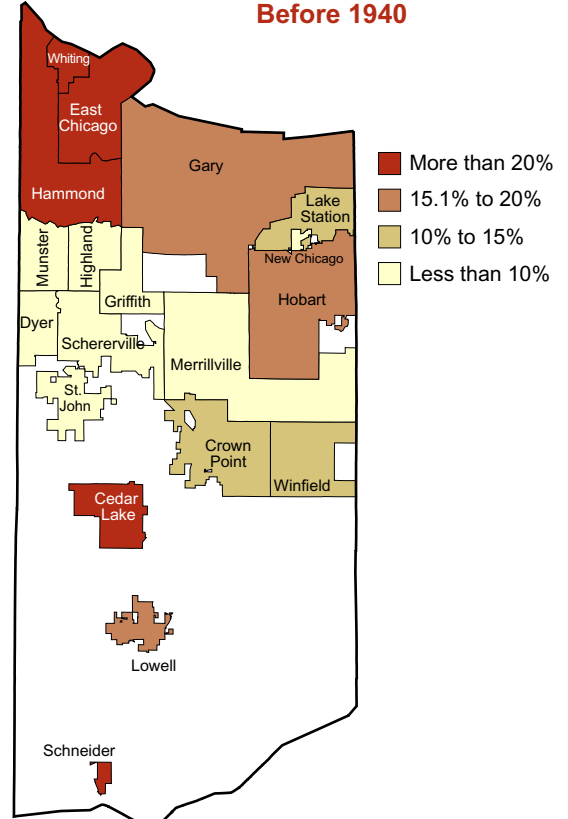
Percent of Housing Units in Buildings with 10 or More Units, 2000



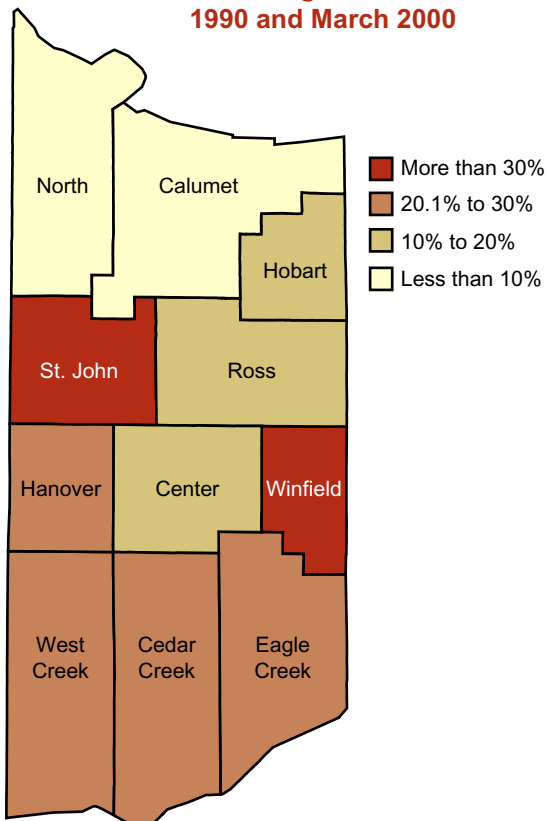
Percent of Housing Units Built Before 1940



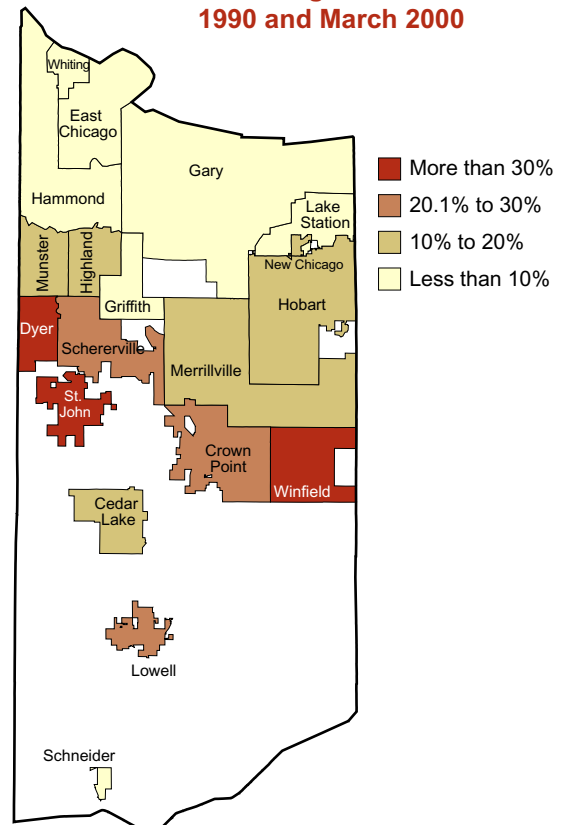
Percent of Housing Units Built Before 1940



Percent of Housing Units Built Between 1990 and March 2000



Percent of Housing Units Built Between 1990 and March 2000



Definitions Use with the Demographic Maps

Population Born in Indiana

This map is based on that portion of the Lake County population that was born in Indiana; not necessarily Lake County, but somewhere in Indiana. It can provide an indication of the migration of people from other states and countries into an area shown on the maps based on how large or small the percentage is.

White and Not Hispanic

This map is based on the number of people in Lake County who selected white (and only white, no other racial group) on their census questionnaire and are also not of Hispanic origin. This can provide a quick indication of diversity and of the minority population within the township, city, or town.

Single Mothers

These are mothers with children under age 18 living with them and no husband lives in the household. It does not indicate whether the mother may be living with another adult relative or unrelated individual, only that no husband is present in the household.

Poverty

These maps are based on persons living in households who met the poverty thresholds as established by the federal government for the year 1999. Each household's income is evaluated in terms of thresholds based on the number of persons in the household.

Labor Force

The labor force is the combination of people 16 and older who were either working or looking for work.

“All” Parents in the Labor Force

It would be misleading to say “where both parents” work, since there are many single parent households. This terminology attempts to describe the fact that the child's (or children's) single parent or both parents are in the labor force (either working or seeking work).

Working Outside Lake County

The data are based on people employed during the reference week (a census term) who indicated a place of work that was outside Lake County.

Commuting Patterns

These maps show the number of workers 16 years of age or older either commuting into Lake County from surrounding counties or who live in Lake County but commute out of the county for work.

Housing Units

All housing that is suitable for residence, be it occupied, seasonal, or vacant.

Occupied Housing

People living in housing units they consider their usual place of residence. By definition, this does not include seasonal or vacant housing.

Owner-Occupied Housing

Occupied by the owner, whether mortgaged or not.

Median Home Value

The middle value of all housing in the area, indicating there is an equal number of owner-occupied homes both below and above that value.

Monthly Owner Costs for Owner-Occupied Homes with a Mortgage

These costs include mortgage, property taxes, utilities (electricity, gas, and water and sewer) and fuel costs for heating or otherwise "powering" the home (oil, coal, kerosene, wood, etc.).

Median Gross Rent

Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter.