

THE EFFECT OF TAX EXEMPT FORESTLAND ON  
TOWN PROPERTY TAX REVENUES:  
A REVIEW AND ANALYSIS OF WISCONSIN  
PRIVATE FORESTLAND TAX LAWS

Occasional Paper No. 22

April 1986

Occasional Paper Series in  
Regional and Urban Planning

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## ACKNOWLEDGEMENTS

The authors wish to thank Glenn Niere, Monroe Rosner and Ken Shuck of the Wisconsin Department of Revenue for their assistance in obtaining information for this report. In addition, Guy Rogers and Delores Madigan of the Department of Natural Resources provided valuable help in obtaining data on participation in the Forest Crop and Woodland Tax Laws.

Irene Marx, Research Associate, Department of Urban and Regional Planning, University of Wisconsin-Extension, provided editorial support.

Numerous critical comments were provided by reviewers:

Richard Stauber and Ken Anderson, University of Wisconsin-Extension;

Glenn Stoddard, Wisconsin Land Conservation Association;

Milton Reinke, Department of Natural Resources

Monroe Rosner and Kendra Bonderud, Department of Revenue.

The authors assume full responsibility for the manuscript.

Pat Cantrell of the Department of Urban and Regional Planning-University of Wisconsin-Extension typed the manuscript.

### Executive Summary

This paper provides an analysis of the impacts on town government revenues of the Forest Crop Law (FCL), the Woodland Tax Law (WTL), and the new Managed Forest Land Act (MFL).

The FCL (1927) and WTL (1954) were enacted to provide financial incentives to owners to manage lands for forestry. Both laws recognize that annual property taxes may be a hinderance to long-term investments in forestry. To meet the economic and social conditions of the 1980's the MFL was enacted. Although existing contracts under the WTL and FCL continue, no new entries are allowed.

The FCL provides that owners make an acreage share payment to towns in lieu of property taxes. The payment is generally less than the town property tax. In return, owners must open their land to hunting and fishing and pay a severance tax of 10 percent on the value of cut trees. The Department of Natural Resources (DNR) makes an in lieu payment to town governments for lands in the program. Once DNR is repaid for their in lieu payments with proceeds from the severance tax and withdrawal penalties, the surplus is paid to town governments. Towns must share 20 percent of all FCL revenue with the county.

The WTL provides that owners make an acreage share payment to towns in lieu of property taxes. The payment is generally less than the property tax. Lands are not open to public hunting and fishing. There is no severance tax. Owners pay withdrawal penalties directly to the towns. Towns share 20 percent of the acreage share payments with the county. Towns retain all of the withdrawal penalties collected.

The fiscal impacts of the three programs on town governments are analyzed. An analysis for all towns in the programs was beyond the scope of the study. However, statewide and county averages provide useful insights on positive and negative fiscal impacts on towns.

- Statewide, in 1982, towns received approximately 40 cents an acre for property taxes on woodlands not enrolled in the FCL, WTL or MFL.
- The average statewide 1982 town revenue from FCL lands was approximately 49 cents an acre; for WTL 47 cents an acre.
- In 1983, the acreage share owner payment increased substantially. As a result, the average statewide revenue to towns if the same land was subject to the adjusted payment rose to 95 cents per acre for FCL; for WTL to \$1.59 per acre.
- The average statewide revenue to towns if the same land would have been in the MFL in 1983 would be 82 cents an acre.
- In 1982, towns in 35 counties received more revenue for lands in the FCL than they would have received from property taxes on those lands; 28 received less while one county exhibited an exact fit between FCL and property tax revenues. (A comparable analysis for WTL was not possible.)
- In 1983, towns in 53 counties would have received more revenue for lands in FCL than they would have received from property taxes on those lands; 11 would have received less. (A comparable analysis for WTL was not possible.)

Legislative intent in the FCL states that towns with lands in the program shall not be hampered and that they receive their just tax revenue from such lands. Legislative intent is not specific on this issue for WTL and MFL. The data in this paper may provide useful insights into dealing with the issue of compensating towns for lands which are tax exempt if they are in approved state forestry programs.

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## Introduction

In 1985 the Wisconsin Legislature terminated any new entries under the Forest Crop Law (FCL) and the Woodland Tax Law (WTL). A new program was enacted, the Managed Forest Land Act (MFL). The MFL and the earlier laws recognize that property taxes keep people from investing in forestry; thus, interim tax relief is needed for landowners.

Existing contracts between landowners and the Department of Natural Resources (DNR) under the FCL and WTL will continue until the termination date. At that time owners may elect either to continue to participate in the MFL or stop participating. The MFL also provides that owners may withdraw from FCL or WTL contracts by paying a penalty and entering the new program.

This paper discusses the following:

- a) Provides a brief description of the FCL, WTL and the MFL;
- b) Explains the Wisconsin property tax system;
- c) Analyzes the impacts on town revenues under the FCL, WTL and the MFL, and compares town revenues for exempt and non-exempt forestlands; and
- d) Provides data which may be useful for future revisions of the MFL dealing with allocations to towns that have lands in the program.

Town government officials frequently raise concerns regarding tax exemptions for forest lands. Also, the purposes section of the FCL states that towns shall not be hampered from receiving their just tax revenue from such lands (Wis. Stats. 77.01). To deal with these concerns, the analysis and discussion is limited to impacts on town governments of forestland which is exempt from the property tax under the FCL, WTL, and the MFL. Comparisons are made for forestlands which are not exempt and subject to the general property tax.

The research was begun in 1983 as the MFL was being formulated. Thus, 1982 was used as a base year for analysis. This also permits comparisons between 1982 and 1983 when landowner payment schedules changed.

### Private Forestland Tax Policy

#### Forest Crop Law

In the early 1900's Wisconsin faced the task of undertaking major reforestation--a result of decades of mismanagement of the forest resource. At that time (as with the present) the property tax was levied on the value of both land and standing timber. Because forest crops require a long time before income from the investment is realized, the assumption was made that landowners could not afford these costs. Thus, a disincentive to invest in reforestation resulted at the very time that such action was needed (Lapidakis, 1980).

To deal with this issue, the legislature, in 1927, enacted the FCL which encouraged private investments in forestry. The law exempted forestland owners from the general property tax as long as the property was suited for growing timber and other forest crops, and the owner agreed to practice forestry. The owner also agreed to provide public access for hunting and fishing. Contracts were either for 25 or 50 years.

In exchange for the exemption, the owner agreed to make an acreage share payment which is now 74 cents per acre to the town or village in which the property was located (10 cents per acre if entered prior to 1972 and 20 cents per acre from 1972 to 1981).

DNR also pays 20 cents per acre to the town regardless of the date of entry or the amount of the acreage share payment made by the FCL participant.



When trees are harvested, landowners pay DNR a severance tax of 10 percent of the products' value. DNR retains the portion of the severance tax equal to their payments to towns for FCL entries. When DNR is repaid, they pay the balance to the town. The town retains 80 percent and forwards 20 percent to the county.

A penalty is assessed when land is withdrawn or otherwise becomes ineligible because the contract is violated. The withdrawal penalty is the difference between the acreage share and severance payments already collected and the general property tax liability the owner would have incurred during the duration of the contract (Barrows, 1984). In addition, a penalty of 12 percent simple interest is assessed; 5 percent for land entered prior to 1978.

When contracts expire they may be renewed under the MFL if the owner and DNR agree. If the contract is not renewed, the owner is subject to a severance tax on the value of timber deemed appropriate for harvest, which is calculated by DNR in the same manner as if the timber had been cut. After contracts are terminated the owner is subject to taxation in the same manner all other lands are taxed (Lapidakis, 1980).

#### Woodland Tax Law

In 1954, the legislature enacted the WTL to encourage forestry by owners of small tracts not meeting the acreage size requirement and, thus, not eligible for tax relief under the FCL.

Owners were eligible if they met the following criteria: 1) the land must be best suited to growing timber and other forest crops and must be used primarily for that purpose; 2) any nonproductive areas cannot exceed 20 percent of the total land area; 3) the tract must be at least 10 acres in size;

and 4) no improvements with an assessed value may be present on the proposed tract.

If the criteria were met, the owner entered into a 15 year agreement with DNR to manage the woodlot in accordance with a management plan. The land was then exempt from the general property tax (Wis. Stats. 77.16).

In exchange for the exemption, owners make an acreage share payment to towns of \$1.49 per acre (20 cents per acre on all lands entered prior to 1977, and 40 cents per acre on land entered from 1977 to 1982). Unlike the FCL, DNR makes no payment to the town.

A penalty is assessed if land is withdrawn by the owner or otherwise disqualified for contract violation. The penalty is equal to one percent of the average full value of an acre of woodland in the county multiplied by the number of years the owner has been in the program. The penalty is paid to the town in which the parcel lies (Lapidakis, 1980).

Unlike the FCL, there is no severance tax assessed when timber is harvested under the WTL. Also, there is no severance payment for standing timber at the expiration of the contract. Owners are not required to permit hunting and fishing on the property.

Tables 1 and 2 highlight the major provisions of the FCL and WTL.

Table 1

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Major Provisions of the Forest Crop Law

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Size of Tract	Entire quarter-quarter section, government lot or fractional lot.
Contract Length	25 or 50 years.
Acreage Share Payment	10¢/acre if entered before 1972. After 1972 through 1982, 20¢/acre. From 1983 to 1992, 74¢/acre, adjusted every 10 years (applied to contracts entered into after 1972).
State Payment	20¢/acre regardless of date of entry.
Yield or Severance Tax	10% of harvestable tree value. Landowner must file notice of intent to cut and report after cutting.
Public Use	Must be open for public hunting and fishing.
Management Plan	Use sound management practices.
Withdrawal Penalty	Difference between combined annual acreage share and severance payments and what would have been paid under general property tax, plus 12% simple interest (5% if entered before 1978).

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Sources: Lapidakis, et. al., University of Wisconsin-Extension Publication GL549 "Wisconsin Woodlands: The Woodland Tax Law and the Forest Crop Law", March 1980. Barrows and Rosner, "The Effect of Public Land on Property Taxes", 1984. Wis. Stats., Chapter 77, Taxation of Forest Croplands, Annotated 1983.

Table 2

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Major Provisions of the Woodland Tax Law

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Size of Tract	10-39 acres, but not including entire quarter-quarter, government or fractional lot.
Contract Length	15 years.
Acreage Share Payment	20¢/acre if entered before 1977. After 1977 to 1983, 40¢/acre. From 1983 to 1992, \$1.49/acre, adjusted every 10 years. (Applied to contracts entered into after 1977.)
State Payment	None.
Severance Tax	None.
Public Use	None.
Management Plan	Follow management plan and prohibit grazing or burning of woods.
Withdrawal Penalty	None if entered prior to 1977. If entered after 1977, (1% of value of average acre of woods in county) x (number of acres in tract) x (number of years under the law).

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Sources: Lapidakis, et. al., University of Wisconsin-Extension Publication GL549 "Wisconsin Woodlands: The Woodland Tax Law and the Forest Crop Law", March 1980. Barrows and Rosner, "The Effect of Public Land on Property Taxes", 1984. Wis. Stats., Chapter 77, Taxation of Forest Croplands, Annotated 1983.

Managed Forest Land Act

The stimulus for the MFL originated from a national interest in forest productivity in the late 1970s. This interest led to a 1981 Governor's Council on Forest Productivity which was to advise on "issues pertaining to Wisconsin's forests and to provide policy direction for Wisconsin's forest management efforts" (Governor's Council on Forest Productivity, Final Report, June 30, 1982). Legislation to change the FCL and WTL stemmed from this effort with amendments to the laws originating in the Assembly Committee on Forest Productivity and Rural Development. The Governor included the MFL in his 1985-87 budget bill which was subsequently enacted into law.

The MFL addresses the following revenue issues: acreage share payments, adjustment of acreage share payments over time, severance tax, withdrawals, state payments, and distribution of revenue.

The MFL prohibits further entry under the FCL and WTL. New entries will be under the MFL. Landowners will make an acreage share payment of 74 cents per acre on lands open to public hunting, fishing, hiking, sight-seeing and cross-country skiing. Acreage share payments are adjusted every five years. The MFL provides that owners may close up to 80 acres to public access. On lands not open to public access the acreage share payment is \$1.74 per acre until 1992. The additional \$1 per acre for closed land will be credited to the conservation fund for land acquisition and resource management activities. DNR will pay 20 cents per acre to the town for all entries. The town receives 80 percent of the acreage share and DNR payments, and the county receives 20 percent.

The severance tax is reduced to 5 percent (compared to 10 percent under FCL and none under WTL) and is based on the severance schedule prepared annually by DNR. The state retains 50 percent of the severance tax; the remainder is distributed to the town which keeps 80 percent and passes 20

The penalty for withdrawals of land are strict and are designed to discourage use of the MFL as a mechanism to reduce tax liability (as is suspected under FCL and WTL).

Table 3

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The Managed Forest Land Act	
Size of Tract	10 acres or more of contiguous forestland.
Contract Length	25 or 50 years at owner's option.
Acreage Share Payment	74¢/acre to 1992 if access provided. \$1.74/acre without access on 80 acres or less. Adjusted every 5 years. Additional \$1/acre credited to DNR conservation fund.
State Payment	20¢/acre.
Yield or Severance Tax	5% of harvestable timber
Public Use	At owner's option for parcels consisting of less than 80 acres. Access required for remainder of an entry greater than 80 acres.
Management Plan	Agrees to comply with approved management plan.
Withdrawal Penalty	If withdrawn during the contract period (25 or 50 years) the penalty is the higher of: a) total net property tax rate in the municipality in the year prior to the withdrawal and the assessed value of the land in the same year, multiplied by the number of years in the program, less any amounts paid as the annual tax and yield tax; or b) five percent of the stumpage value of the merchantable timber, less any amounts paid as the annual tax and yield tax. The state retains 50 percent and distributes the remainder to towns who retain 80 percent and pass 20 percent to the county. There is no severance tax if lands are not re-entered at contract expiration.

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The Wisconsin Property Tax System

To understand the fiscal implications of the WTL, FCL and the MFL, you need to know the property tax system.

The most important property tax jurisdictions are school districts, counties, municipalities, and Vocational, Technical, and Adult Education districts (VTAE). The state also levies a small tax which, by law, is set at a constant rate. Special purpose tax districts are not included in the following discussion.

In towns, in 1981, school districts on the average accounted for 65 percent of the total property tax, counties 19 percent, and towns and VTAE 7 percent each. Table 4 summarizes these data.

Table 4

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Property Taxes in Wisconsin Towns  
(Taxes Levied in 1981, collected in 1982)

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	School	County	Town	VTAE District	State	Total
Tax Rate (Per \$1,000 of full value)	\$ 11.16	\$ 3.31	\$ 1.27	\$ 1.21	\$ .20	\$ 17.15*
Amount (Millions)	\$509.30	\$151.20	\$57.90	\$55.10	\$9.10	\$782.60
Percent of Total	65%	19%	7%	7%	1%	100%

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Source: Barrows and Rosner, "The Effect of Public Land on Property Tax", 1984.

\*General property tax relief (state tax credits) to property owners in towns reduced the total tax rate by \$1.25 per \$1,000 of full value, resulting in an "effective" tax rate of \$15.90 per \$1,000 of full value.

Much of the revenue sharing between the state and local taxing jurisdictions is distributed either according to a formula called "aidable revenues" for towns and counties or the "equalization aid formula" for school districts (Barrows, 1984). The essence of these formulas is that as the tax base declines in a given jurisdiction (for example, by exempting private forestland) the state will share more revenue with the jurisdiction in an attempt to distribute the burden of government expenses more equitably throughout the state. Thus, theoretically, the loss of tax base is compensated for through increased aidable revenues or the equalization aid formula, mitigating the need for increased taxes.

Some towns, however, are ineligible for shared revenue payments when their tax base has been reduced. These "no-aid jurisdictions" have per capita property tax valuations which are above the state guaranteed levels and therefore do not qualify for compensation under the state equalization formulas. In 1984, 409 towns (32%) were ineligible--a loss of taxable property would require that the increased tax levy be distributed among fewer property tax payers (Department of Revenue, Shared Revenue Estimates, 1984). The result could be an increased tax rate resulting in higher local property taxes.

In "no-aid towns" with tax exempt forestland the tax loss may be partially, if not totally, offset by direct owner acreage share payments and payments by DNR, and the distribution of severance taxes and withdrawal penalty payments to towns. If however, these payments do not make up the difference in lost taxes, other landowners will pay higher taxes.

Professor Richard Barrows of the Department of Agricultural Economics, University of Wisconsin-Madison, has undertaken several studies over the past



eight years to determine the impacts of tax exempt land on property taxes of local taxing jurisdictions. He examined the actual and hypothetical effects of exempting privately-owned forestland from the property tax under the FCL and WTL in several counties. In these studies he found the effects of a decreased tax base on the school tax rate to be negligible; increased school aids from the state offset the loss of school tax revenues at a ratio of nearly one to one. While "no-aid" school districts would not be eligible for this offsetting aid, only 38 of 432 districts (9%) were ineligible for school aids in 1983 (Barrows, 1984).

Barrows and Monroe Rosner report in their publication, "The Effect of Public Land on Property Taxes", (1984) that county tax losses are partially offset by FCL and WTL, acreage share and DNR payments, and severance and withdrawal payments. In addition, because the county tax base is so large, any tax increase is spread out among many tax payers resulting in negligible increases to any one owner. The above also applies to VTAE districts. However, this should not deceive the reader into believing that these increases do not have an effect. While the increment may be "negligible", property tax payers are continually asked to absorb slight increases which cumulatively may prove significant.

Town taxes are not greatly affected due in part to the acreage share, state payments, and severance and withdrawal penalty payments. In fact such payments may provide more revenue to the town than is lost through exemption. Barrows and Rosner further state that revenues from state aids and state shared revenues increase as a result of an increase in tax exempt land.

In conclusion, past studies show that "increases in the amount of public land and tax exempt forest lands have very little effect on property tax rates and the taxes of local property owners" (Barrows, 1984).

A study by the Wisconsin Department of Revenue, Division of Research and Analysis, titled "The Effect of Tax Exempt Land on Tax Rates: An Analysis of Wisconsin Towns for 1980", concluded that: "...based on the data for 1980-81, towns with very large acreages of FCL/WTL lands do not appear to have higher tax rates than towns with considerably less FCL/WTL acreage." The study goes on to state that "...local rates appear to decline as the proportion of exempt land in the town increases...The results imply that payments and aids provided in lieu of property taxes on exempt land are generally adequate to compensate for the loss of taxes from that land."

#### Analysis of Town Revenues

FCL and WTL provisions for acreage share, severance, and withdrawal payments, as well as state payments to local governments have influential effects on the fiscal condition of towns when private forestland is removed from the tax roles. To determine the extent to which these payments compensate town governments for the loss of tax revenue, fiscal impact analyses of the FCL, WTL and the MFL follow.

To ensure that the analyses are comparable, all actual or estimated revenues are derived from acreage share and DNR payments, and excess severance and withdrawal penalty payments made to town governments from participants in 1982. The intent of the analyses is to show the tax impacts of the FCL, WTL, and MFL programs on towns.

The statewide analyses combine the data of all participants and towns and average the data for the entire state. This provides an overview to compare revenues of the FCL, WTL and the MFL with general property taxes. Analyzing individual towns was beyond the scope of these analyses. However, to provide further detail, a county-wide analysis (aggregating towns by county) has been included.

The analyses of the FCL, WTL, and MFL programs are followed by analyses showing the revenue towns received for non-exempt forestland. This permits comparisons of revenues by towns for exempt and non-exempt forestland.

#### FCL Town Revenues-1982

The following analysis investigates revenues received by town governments for land exempt from the property tax under the FCL. The analysis was conducted for all 1982 per acre payments made to towns on forest cropland in those towns for the previous year, 1981.\* The analysis shows the average statewide per acre payment to towns from the four revenue sources outlined below.

1) Acreage share payments are made in lieu of general property taxes by participating FCL landowners. Payments in 1982 were 10 cents per acre for lands entered in the program prior to 1972, and 20 cents per acre for land entered from 1972 through 1981. Acreage share payments are made directly to town treasurers who retain 80 percent and distribute the remaining 20 percent to counties.

2) State payments are made on FCL land. For each acre DNR pays 20 cents to town treasurers, who retain 80 percent and distribute the remainder to the county.

3) DNR's forest tax unit maintains an individual account of the withdrawal and severance payments made to towns (and counties) for each parcel of forest crop land entered into the FCL. When a FCL participant withdraws from the program or harvests a timber crop, the landowner must make a severance payment to DNR according to the following provisions:

a) In the case of withdrawal from the program, the DNR collects a penalty. DNR retains an amount equal to the state payments made to towns in which that land is located. When DNR is repaid, excess withdrawal monies are distributed to these towns which keep 80 percent and pass 20 percent to the county.

b) A severance tax is collected when timber is cut. DNR withholds an amount equal to the state payments to the town (and county) in which the land is located. Any excess severance monies are distributed to the town. The town then distributes 20 percent of the excess severance and withdrawal payments to the county.

To determine if withdrawal and severance payments made to towns in 1982 were representative, the following analysis was completed for payments for the past ten years.

Table 5

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FCL Withdrawal and Severance Receipts and Disbursements

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	<u>1974-83</u> <u>Average</u>	<u>1982</u>
Receipts		
Withdrawals	\$ 62,074	\$103,928
Severance	\$216,674	\$337,805
Combined	\$278,747	\$441,733
Disbursements		
Withdrawal	\$ 54,052	\$ 86,824
Severance	\$141,632	\$245,077
Combined	\$195,683	\$331,901
Percent Returned to Towns		
Withdrawals	87.1	83.5
Severance	65.4	72.5
Combined	70.2	75.1

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Source: DNR, Forest Tax Unit, "Total Receipts and Disbursements," 1974-83.

From 1974 to 1983 both receipts and disbursements for withdrawal and severance payments rose sharply. Over this period the average DNR payment of excess monies to towns and counties was 70.2 percent of the total receipts for combined withdrawal and severance payments. This compares to payments of 75.1 percent of total receipts for both withdrawal and severance payments in 1982.

Therefore, this indicates that the percent of excess withdrawal and severance payments in 1982 is reasonably representative of the combined payments made over the past 10 years, albeit slightly more favorable from the standpoint of revenues towns receive from DNR. Thus, we used the 1982 excess withdrawal and severance payments to calculate the average statewide per acre payment for land entered in the FCL, with the provision however, that while slightly higher, they are reasonably representative of an average of past data.

In 1982, town governments received \$489,672 in combined acreage share and DNR payments for 1,332,129 acres in FCL. The towns retained \$391,738 (80 percent) or 29.5 cents per acre.

In 1982, DNR distributed \$86,824 in excess withdrawal penalties to towns which retained \$69,459. While only towns in which the withdrawals of participants occurred received these payments, they were averaged among all FCL lands for an average statewide payment of 5.2 cents per acre.

In 1982, DNR distributed \$245,077 in excess severance tax monies to towns which retained 80 percent, or \$196,062. Again, only those towns with the parcels which had harvested a timber crop would actually receive a portion of this total excess disbursement. But when calculated as an average statewide per acre revenue source, towns received over 14.7 cents per acre from excess severance tax revenue in 1982.

In summary, total town revenue from FCL participants in 1982 was \$657,259 (this includes acreage share payments, state payments, excess withdrawal penalties, and excess severance taxes). Divided among the 1,332,129 acres enrolled in the FCL, this amounts to 49.3 cents per acre in town revenue. Table 6 illustrates the 1982 statewide per acre payment received by town governments for land in the FCL program.

Table 6

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FCL Payments to Towns-1982						
	Acreage (1981)	Acreage Share & State Contri- bution	Excess Withdrawal Payments	Excess Severance Payments	Total	Statewide Average Payments
Forest Crop Law	1,332,129	\$391,738 (29.5¢/acre)	\$69,459 (5.2¢/acre)	\$196,062 (14.7¢/acre)	\$657,259	49.3¢/acre

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WTL Town Revenues-1982

This section analyzes the revenues received by town governments for land exempt from the general property tax under the WTL for 1982. As with the FCL analysis, the WTL analysis was conducted using 1982 payments to towns based on the acreage of WTL land in the previous year, 1981. This analysis provides the average statewide per acre payment made to towns from acreage share and withdrawal penalty payments.

In 1982, WTL participants paid 20 cents per acre for lands entered before 1977, and 40 cents per acre for lands entered after 1977. There are no state payments. There is also no severance tax on timber harvested on WTL land.

A penalty is required if WTL participants withdraw from the program prior to contract expiration. The participant pays this directly to the town in which the tract lies; the entire payment is retained by the town.

In 1982, towns received acreage share payments of \$112,597 on 285,775 acres of WTL land, a statewide average of 39.5 cents per acre.

In addition, towns received \$23,207 in WTL withdrawal penalties. Although payments are made directly to towns in which property was withdrawn, when averaged among all lands in the program, the payments amount to 8.1 cents per acre in additional town revenue.

Thus, statewide, in 1982, towns received almost 47.5 cents per acre in revenues for land exempt from the general property tax under the WTL. Table 7 illustrates the 1982 payments received by town governments for land in the WTL program.



Table 7

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WTL Payments to Towns-1982					
Payments	Acreage (1981)	Acreage Share Payments	Withdrawal Penalty	Total Payments	Statewide Average
Woodland Tax Law	285,775	\$112,597 (39.4¢/acre)	\$23,207 (8.1¢/acre)	\$135,804	47.5¢/acre

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FCL and WTL Under Adjusted 1983 Payment Schedules

Landowners who entered into FCL contracts after 1972 and WTL contracts after 1977 are subject to higher landowner acreage share payments than used in the previous illustration. These payments have been set for the 1983 to 1992 period and are to be adjusted every 10 years. In the case of FCL participants, DNR will continue to make a 20 cent per acre payment to the towns. For the WTL there continues to be no DNR payment to towns.

Since the contracts signed under the lower acreage share provisions prior to 1972 (FCL) or 1977 (WTL) will continue to provide the payments specified in those contracts, payments to towns will only increase for those contracts entered into after 1972 or 1977 until they expire or are converted to the MFL. The following illustrates only the statewide per acre town revenue changes expected for participants since 1972 or 1977.

Since the only revenue source which changes under the adjusted FCL payment schedule is the land owner acreage share payment, the potential change in town

revenues is 80 percent of the increase. The payment required under the 1983-1992 payment schedule is 74 cents per acre. The towns would retain 80 percent or almost 60 cents per acre. Including the revenue towns derive from state payments, the towns would retain over 75 cents per acre in combined payments.

By combining the revised landowner acreage share and state payments with the 1982 excess withdrawal and severance payments, the statewide average payment to towns amounts to over 95 cents per acre. This compares to the statewide average payment of 49.3 cents per acre received by towns in 1982.

While the payments will not increase as dramatically as illustrated because of older contracts, each additional acre of FCL land brought under contract between 1983 and 1985, as well as those under contract since 1972 would on the average provide towns 46 cents more per acre than that received in 1982.

To analyze revenue changes resulting from new participants in the WTL program only acreage share payments need to be considered. While the average statewide acreage share payment made to towns in 1982 was 39.4 cents per acre, the 1983 adjusted payment schedule calls for an acreage share payment of \$1.49 per acre.

By combining the 1982 withdrawal penalty payments with the revised acreage share payment, the statewide average payment to towns amounts to over \$1.57 per acre. This compares to the statewide average payment of 47.5 cents per acre received by towns for WTL land in 1982.

Although the payments would not increase this dramatically because of earlier contracts, each additional WTL acre between 1983 and 1985 combined with those under contract since 1977, it would provide towns with \$1.10 in additional revenue over the 1982 average.

Table 8 illustrates the new WTL and FCL payment schedule and their impact on town revenues.

Table 8

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Changes in Average Statewide Payments Received by Towns 1982-83			
	1982 Average Payments	Average Payment Using 1983 Payment Schedule	Net Difference
Forest Crop Law	49¢/acre	95¢/acre	+46¢/acre
Woodland Tax Law	47¢/acre	\$1.57/acre	+\$1.10/acre

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The MFL-Analyzed with 1982 Data

The MFL will not replace existing FCL and WTL contracts (unless the participant wished to convert the contract by paying the withdrawal tax and entering the MFL). Thus, the town fiscal impacts of the MFL would be gradually felt as renewals and/or new participants make up a larger proportion of owners in the program. The analysis is based on acreage, withdrawal and severance payments in the FCL and WTL and shows the statewide per acre town revenue changes which could be expected in the MFL. The data are then compared to revenues derived by towns from the FCL and WTL in 1982 and analyzed under the adjusted 1983 payment schedules.

Towns will receive revenue from the following sources for MFL participants through 1991:

    Acreage share payments to towns; 80 percent of the 74 cents per acre acreage share payment or slightly more than 59 cents per acre. (On certain parcels of 80 acres or less, the owner has the option of restricting public use and paying \$1 more per acre to the DNR.)

    DNR payments of 20 cents per acre will be made to towns which retain 80 percent or 16 cents per acre.

For this analysis the 1982 severance and withdrawal payments are recalculated to reflect the provision in the MFL which provides that the state retain 50 percent of the withdrawal and severance payments while distributing the remainder to towns which in turn retain 80 percent. Thus, the 1982 withdrawal penalties under both WTL and FCL are combined. Moreover, severance payments on FCL lands are used as total severance payments received for the MFL. Also, FCL and WTL acreages are combined when calculating the statewide average per acre payment for the MFL.

The total FCL and WTL withdrawal penalties for 1982 was \$127,135. Under the MFL, DNR retains 50 percent, thus \$63,568 would be distributed to towns which retain 80 percent or \$50,854. Divided among the 1,617,904 combined FCL and WTL acreage, the average revenue derived by towns from withdrawal penalties would be just over 3 cents per acre.

The severance tax paid to DNR in 1982 was \$337,805 (at 10 percent). Under the MFL, DNR would retain 50 percent of that which would have been collected at 5% or \$84,851 with an equal amount distributed to the town. The town retains 80 percent or slightly more than an average of 4 cents per acre.

The most significant change in sharing revenues results from the MFL provision that DNR retain 50 percent of withdrawal and severance payments. (Under the FCL, DNR retains only an amount equal to the state payments made to the town and county for each parcel and distributes the remainder to the towns.) From 1974 to 1983, DNR returned an average of 87.1 percent of withdrawal payments and 65.4 percent of the severance payments (70.2 percent of the combined payments) to towns. Under the MFL, payments made to towns for excess severance and withdrawals will be reduced. However, under the MFL withdrawal penalties are substantially higher and if an overall increase in participation occurs, the potential for an increase in withdrawal penalty payments may increase.

In determining an average statewide per acre payment for the four revenue sources under the MFL, it should again be noted that the data for severance and withdrawal payments are estimates; and it will take considerable time for FCL and WTL contracts to expire. Therefore, changes in revenues will occur only as more owners participate in the MFL.

The combined acreage share and state payments for towns under the MFL will average 75 cents per acre through 1991. Combined with the 3 cent per acre town revenue for withdrawal penalties and 4 cents per acre for severance payments, towns could expect to receive an average per acre payment of 82 cents under the MFL.

In contrast, towns in 1982 received an average of 49 cents and 47 cents per acre for FCL and WTL land respectively. When the 1983 FCL and WTL payment schedule data are used the results indicate towns would have received, on the average, 95 cents per acre and \$1.59 per acre for FCL and WTL land respectively. The following table illustrates these differences.

Table 9

Comparison of Past, Present, and Proposed Forest Tax Law Town Revenues\*

	<u>Forest Crop</u>		<u>Woodland Tax</u>		<u>Managed Forestland</u>
	1982 Payment Schedule	1983 Payment Schedule	1982 Payment Schedule	1983 Payment Schedule	1985
Statewide Average Payments**	49¢/acre	95¢/acre	47¢/acre	\$1.59/acre	82¢/acre

\*Utilizing 1982 analysis data for acreage, withdrawal and severance payments  
 \*\*Includes: land owner acreage share, state payments, withdrawal and severance payments (when applicable).

Property Taxes for Non-exempt Forestland

The analysis of per acre property tax levies on nonexempt forestland is made by determining the gross full value rate of taxation for all towns in the state. This figure is then multiplied by the statewide average full value assessment of forestland. As with the other analyses, this analysis is for 1981 taxes collected in 1982.

Total town tax levies for 1982 were \$56,735,539. Divided by the total full value assessments, consisting of \$47,994,128,510, the gross full value tax rate for towns across the state is 0.00118215583. Multiplying this rate by the average equalized value of an acre of forestland in Wisconsin for 1982 provides the average statewide town tax for an acre of forestland otherwise not exempt from the property tax.

To estimate the statewide average full value of an acre of forestland, the total forestland value in 69 counties (Milwaukee, Kenosha and Menominee counties are excluded) is divided by the total acreage of forestland in the same counties. Total forestland value (taxable forestland value) in

Wisconsin in 1982 of \$2,615,629,431, divided by 7,803,413 acres of taxable forestland establishes a value of slightly over \$335 per acre.

Thus the statewide average gross full value town tax rate of 0.00118215583, multiplied by the statewide average full value of forestland, \$335 per acre, yields an average town tax of slightly less than 40 cents per acre.

In comparison, the average revenue received by towns for FCL lands in 1982 provided towns with an additional 9 cents per acre over what they could have expected to receive if the land was not exempt (49¢ per acre FCL payment versus 40 cent per acre forestland property tax payment). The actual average revenue received by towns for WTL land in 1982 was 7 cents more than what they could have expected to receive if the land was not exempt.

The 1983 FCL and WTL payment data show that statewide average town revenues under the revised payment schedule would net 55 cents per acre and \$1.19 per acre more revenue respectively, than the revenue towns would derive if the lands were not in the program.

Similarly, the MFL statewide average payment of 82 cents per acre would provide towns with 42 cents per acre more in revenues than if the same land were not in the program.

#### FCL and General Property Tax Revenue: A Comparison by County-1982 and 1983

Comparing the average property tax revenue of towns from forestland not exempt with the revenues they could expect to receive from FCL participants is a useful test of the fiscal impacts on towns. However, the above analysis fails to provide the level of detail necessary to evaluate the "degree of fit" between revenues derived from property taxes and those derived from FCL

participants at the local level. An analysis which aggregates towns by county permits a more detailed illustration of the impacts of the FCL program on town governments. Data were not available to permit a comparable analysis of the WTL by county.

The analysis combines data for towns in each county for 1982. This was necessary because this study did not analyze individual towns. In addition, an analysis of the revenues expected from FCL participants under the adjusted 1983 payment schedules has been included. All payments reflect the amount which would be retained by towns. Table 10 illustrates the comparisons including data which show the per acre impact on the town's ability to capture revenue lost by exempting forestland from property taxes. Map 1 indicates the FCL payments and 1982 per acre property tax payments by county. Map 2 illustrates the 1983 payment schedule.

For each county, the sum of the acreage share and DNR payments, and excess withdrawal and severance payments were calculated based on the amount of forestland entered in the FCL program and the payment schedule in effect. (A detailed example of the methodology employed is included in the Appendix using Marathon County as a case study; the same methodology was conducted for the other counties.)



Table 10

Comparison of FCL Per Acre Payments  
and Per Acre Forestland Property Taxes for Towns  
1982 and 1983  
(Towns Aggregated by County)

County	(A) FCL per Acre Payments		(B) Per Acre Forest- Land Property Tax Payments	(A) - (B) Impact of FCL Payments on Towns	
	1982 Actual	1983 Data	1982	1982 Actual	1983 Data
Adams	75¢	\$1.04	65¢	+ 10¢	+ 39¢
Ashland	37¢	70¢	21¢	+ 16¢	+ 49¢
Barron	63¢	86¢	58¢	+ 5¢	+ 28¢
Bayfield	63¢	94¢	27¢	+ 36¢	+ 67¢
Brown	No FCL land		85¢	N/A	N/A
Buffalo	40¢	60¢	52¢	- 12¢	+ 8¢
Burnett	85¢	\$1.14	22¢	+ 63¢	+ 92¢
Calumet	32¢	75¢	\$1.55	-\$1.23	- 80¢
Chippewa	41¢	54¢	55¢	- 14¢	- 1¢
Clark	38¢	48¢	43¢	- 5¢	+ 5¢
Columbia	76¢	\$1.05	21¢	+ 55¢	+ 84¢
Crawford	30¢	62¢	42¢	- 12¢	+ 20¢
Dane	28¢	49¢	94¢	- 66¢	- 45¢
Dodge	32¢	75¢	76¢	- 44¢	- 1¢
Door	54¢	88¢	44¢	+ 10¢	+ 44¢
Douglas	46¢	57¢	27¢	+ 10¢	+ 30¢
Dunn	89¢	\$1.63	39¢	+ 50¢	+\$1.24
Eau Claire	79¢	\$1.17	35¢	+ 44¢	+ 82¢
Florence	88¢	\$1.08	31¢	+ 57¢	+ 77¢
Fond du Lac	28¢	50¢	44¢	- 16¢	+ 6¢
Forest	75¢	98¢	24¢	+ 51¢	+ 74¢
Grant	29¢	58¢	47¢	- 18¢	+ 11¢
Green	32¢	75¢	70¢	- 38¢	+ 5¢
Green Lake	No FCL land		15¢	N/A	N/A
Iowa	27¢	60¢	73¢	- 46¢	- 13¢
Iron	32¢	46¢	35¢	+ 3¢	+ 11¢
Jackson	32¢	51¢	44¢	- 12¢	+ 7¢
Jefferson	32¢	75¢	29¢	+ 3¢	+ 46¢

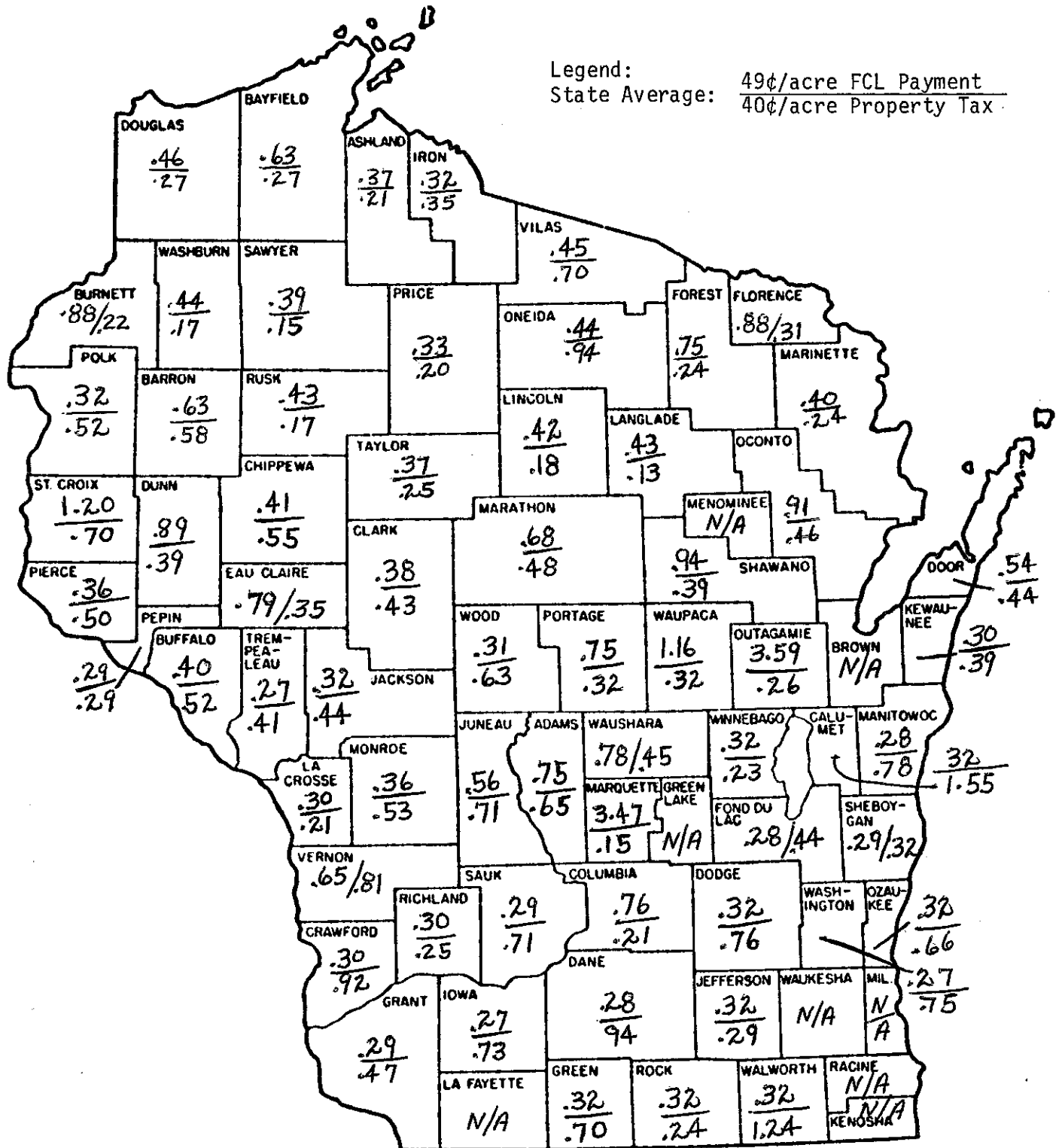
Table 10 (continued)

County	(A) FCL per Acre Payments		(B) Per Acre Forest- Land Property Tax Payments	(A) - (B) Impact of FCL Payments on Towns	
	1982 Actual	1983 Data	1982	1982 Actual	1983 Data
Juneau	56¢	92¢	71¢	- 15¢	+ 21¢
Kewaunee	30¢	61¢	39¢	- 9¢	+ 22¢
LaCrosse	30¢	48¢	21¢	+ 9¢	+ 27¢
Lafayette	No FCL land		77¢	N/A	N/A
Langlade	43¢	59¢	13¢	+ 30¢	+ 46¢
Lincoln	42¢	54¢	18¢	+ 24¢	+ 36¢
Manitowoc	28¢	51¢	78¢	- 50¢	- 27¢
Marathon	68¢	86¢	48¢	+ 20¢	+ 38¢
Marinette	40¢	68¢	24¢	+ 16¢	+ 44¢
Marquette	\$3.47	\$3.57	15¢	+\$3.32	+\$3.42
Monroe	36¢	63¢	53¢	- 17¢	+ 10¢
Oconto	91¢	\$1.12	46¢	+ 45¢	+ 66¢
Oneida	44¢	77¢	94¢	- 50¢	- 17¢
Outagamie	\$3.59	\$3.79	26¢	+\$3.33	+\$3.53
Ozaukee	32¢	83¢	66¢	- 34¢	+ 17¢
Pepin	29¢	57¢	29¢	- 0-	+ 28¢
Pierce	36¢	55¢	50¢	- 14¢	+ 5¢
Polk	32¢	67¢	52¢	- 20¢	+ 15¢
Portage	75¢	88¢	32¢	+ 43¢	+ 56¢
Price	33¢	50¢	20¢	+ 13¢	+ 30¢
Racine	No FCL land		\$1.76	N/A	N/A
Richland	30¢	61¢	25¢	+ 5	+ 36¢
Rock	32¢	75¢	24¢	+ 8¢	+ 51¢
Rusk	43¢	73¢	17¢	+ 26¢	+ 56¢
St. Croix	\$1.20	\$1.39	70¢	+ 50¢	+ 69¢
Sauk	29¢	53¢	71¢	- 42¢	- 18¢
Sawyer	39¢	77¢	15¢	+ 24¢	+ 62¢
Shawano	94¢	\$1.06	39¢	+ 55¢	+ 67¢
Sheboygan	29¢	54¢	32¢	- 3¢	+ 22¢
Taylor	37¢	53¢	25¢	+ 12¢	+ 28¢
Trempealeau	27¢	42¢	41¢	- 14¢	+ 1¢
Vernon	65¢	91¢	81¢	- 16¢	+ 10¢

Table 10 (continued)

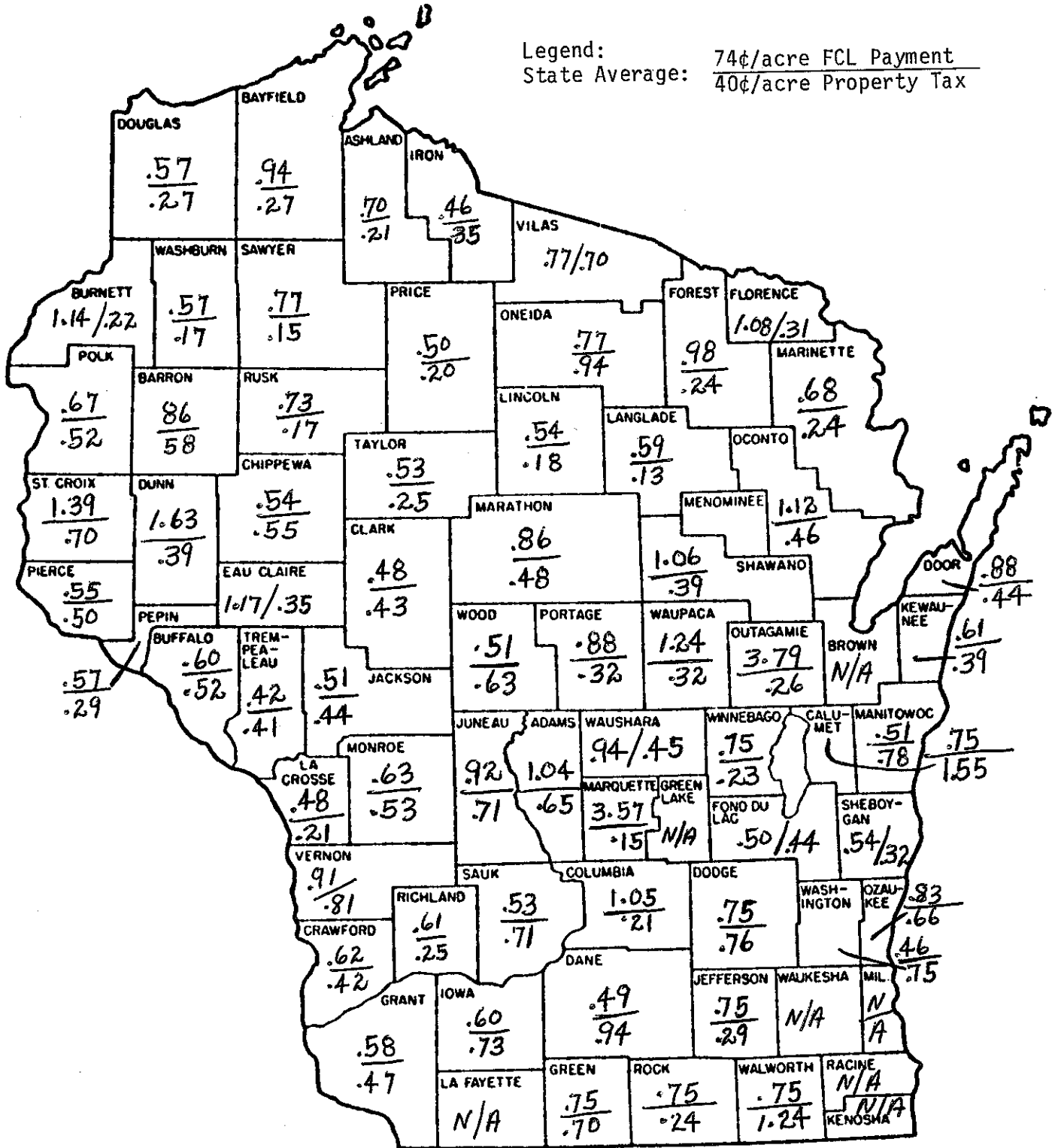
County	(A) FCL per Acre Payments		(B) Per Acre Forest- Land Property Tax Payments 1982	(A) - (B) Impact of FCL Payments on Towns	
	1982 Actual	1983 Data		1982 Actual	1983 Data
Vilas	45¢	77¢	70¢	- 25¢	+ 7¢
Walworth	32¢	75¢	\$1.24	- 92¢	- 49¢
Washburn	40¢	57¢	17¢	+ 23¢	+ 40¢
Washington	27¢	46¢	75¢	- 48¢	- 29¢
Waukesha	No FCL land		\$1.41	N/A	N/A
Waupaca	\$1.16	\$1.24	32¢	+ 84¢	+ 92¢
Waushara	78¢	94¢	45¢	+ 33¢	+ 49¢
Winnebago	32¢	75¢	23¢	+ 9¢	+ 52¢
Wood	31¢	59¢	63¢	- 32¢	- 4¢
State Average	49¢	74¢	40¢	+ 9¢	+ 34¢

Legend: 49¢/acre FCL Payment  
State Average: 40¢/acre Property Tax



Map 1  
Comparison of 1982 FCL Payments and  
1982 Property Tax Payments  
(Towns Aggregated by County)

Legend: 74¢/acre FCL Payment  
 State Average: 40¢/acre Property Tax



Map 2  
 Comparison of 1983\* FCL Payments and  
 1982 Property Tax Payments  
 (Towns Aggregated by County)

\*using 1982 participation data

Statewide for 1982, towns received 23 percent more per acre (nine cents per acre) from participants in the FCL program than they received from forestland owners subject to paying the general property tax. Using the 1983-92 payment schedule for those under contract after 1972 and holding other payments at the 1982 level, towns on the average would receive 46 percent more per acre (34 cents per acre) from FCL participants than they would have received in 1982 property taxes for forestland.

Table 10 shows that on average in 1982, fifty-five percent of the towns would be better off with FCL entrants than if land were subject to full property taxes. Forty-four percent would not collect as much in FCL revenues as they would have if lands were not exempt. Only one county, Pepin, had a "perfect fit" between FCL revenue and town property tax revenues per acre of forestland. Five counties had no participants in the FCL program in 1982 and three others have no forestland value.

With the 1983 payment schedule, 83 percent of the counties show a positive impact of the FCL payments on their towns' ability to capture revenue which would otherwise be lost through exempting this forestland from their property tax roles. Seventeen percent would not receive sufficient payments from FCL participants to cover lost property tax payments.

In 1982, average per acre payments were \$3.32 more in Marquette County and \$3.33 more in Outagamie County than would have been received if lands were not in the FCL; in Calumet County it was \$1.23 less than would have been received if lands were not in the FCL. In 1983 the differences were \$3.42 for Marquette County and \$3.53 for Outagamie County while Calumet County would have received 80 cents less.

With the 1983 payment schedule, there were 19 of 64 counties in which the average FCL compensation of towns was 200 percent greater than what could have

been expected in 1982 property tax payments. This is up from 7 counties in 1982. There were 30 of 64 counties in which the average FCL compensation of towns using the 1983 data was 100 percent greater than that which could have been received in 1982 property tax payments.

Table 11 illustrates the range of differences between FCL average payments and property tax revenue above and below the point of perfect fit. For each county analyzed in Table 11, "the impact of FCL payments" on towns' ability to capture otherwise foregone revenues, has been arranged by the amount which is over or under the average nonexempt forestland property tax.

Table 11

Ability to Capture Lost Property Tax  
Revenues through FCL Payments -- Expressed  
as Net Difference Between FCL and Forestland Property Tax  
(Towns Aggregated by County)

		<u>Number of Counties</u>			
		1982	1983		
		Payment Schedule	Payment Schedule		
(+)	\$1 and above	2	3		
(+)	91¢ - \$1	0	2		
(+)	81¢ - 90¢	1	2		
(+)	71¢ - 80¢	0	2		
(+)	61¢ - 70¢	1	5	FCL revenues are greater than payments on non exempt land	
(+)	51¢ - 60¢	4	4		
(+)	41¢ - 50¢	6	6		
(+)	31¢ - 40¢	2	5		
(+)	21¢ - 30¢	5	9		
(+)	11¢ - 20¢	4	5		
(+)	1¢ - 10¢	<u>10</u>	<u>10</u>		
		35	53		Total
0		1	0		Exact fit between FCL and property tax revenues
(-)	1¢ - 10¢	3	3		
(-)	11¢ - 20¢	12	3		
(-)	21¢ - 30¢	1	2		
(-)	31¢ - 40¢	3	0	FCL revenues are less than payments on non exempt land	
(-)	41¢ - 50¢	6	2		
(-)	51¢ - 60¢	0	0		
(-)	61¢ - 70¢	1	0		
(-)	71¢ - 80¢	0	0		
(-)	81¢ - 90¢	0	1		
(-)	91¢ - \$1	1	0		
(-)	\$1 and less	<u>1</u>	<u>0</u>		
		28	11	Total	



Table 11 again illustrates that for the actual 1982 FCL and the 1983 FCL payment schedule, there was not a high degree of fit with the forestland property tax revenues for towns. Rather, in 1982, 80 percent of the county-wide aggregate of towns received either more than 10 cents per acre or greater than 10 cents less for each acre of forestland in the FCL than they would have received if the land was subject to the town property tax. In 1983, 67 percent would have received more than 10 cents per acre while 12 percent would have received greater than 10 cents less per acre than would have been collected if the land was subject to full property taxes.

In 1982, three counties--Marquette, Outagamie and Waupaca--received greater than 80 cents per acre more than would have been received if the lands were not exempt. In the 1983 analysis, they are joined by Burnett, Columbia, Dunn and Eau Claire counties with greater than 80 cents per acre more. Calumet and Walworth counties received \$1.23 and 92 cents less in 1982. In the 1983 analysis only Calumet would have received 80 cents less by having lands in the FCL.

#### Conclusion

Methods of sharing revenues with towns under the FCL, WTL and MFL in general, do not approximate the amount of revenues towns would have received if the lands were taxed on property value.

- Statewide, in 1982 the average town tax for nonexempt forestland was approximately 40 cents per acre.
- Statewide, in 1982 the average per acre town revenue for FCL was 49.3 cents; for WTL, 47.5 cents per acre.

- Statewide, in 1983 the average per acre revenue to towns if the same land were subject to the adjusted payment for FCL would have been 95 cents; for WTL \$1.59.
- The average statewide revenue to towns if FCL and WTL lands were in the MFL in 1982 would have been 82 cents an acre.
- In 1982 towns in 35 counties received more revenue for lands in the FCL than they would have received if they were not tax exempt, 28 received less, while one county exhibited an exact fit between FCL and property tax revenues. (A comparable analysis for WTL was not possible.) The payments in excess of what would have been received ranged from \$3.33 per acre (Outagamie County) to 3 cents per acre (Iron and Jefferson counties). Payments which were less than that which would have been received if the land was not exempt ranged from 3 cents per acre (Sheboygan County) to \$1.23 (Calumet County).
- In 1983 towns in 53 counties would have received more for lands in the FCL than if they were not exempt; 11 would have received less. (A comparable analysis for WTL was not possible.) The excess ranged from \$3.53 per acre (Outagamie County) to 1 cent an acre (Trempealeau County). The range for towns receiving less was from 80 cents per acre (Calumet County) to 1 cent an acre (Chippewa County).

Appendix

Comparison of FCL and Property Taxes for Marathon County

The following example of Marathon County illustrates the methodology which was used in the county-wide comparisons of FCL and general property tax revenues. The data are then provided for each county and include the 1983 payment schedule as well as the actual 1982 payments. Refer to Table 10 for this analysis.

Marathon County

In 1982, Marathon County towns retained approximately 68 cents per acre in revenues for FCL participants. This included the sum of acreage share, state payments, and excess severance and withdrawal monies retained by all towns in the county, divided by the total FCL acreage in the county (1981 acreage).

The average tax levy for nonexempt land was 48 cents per acre in 1982. This figure is based upon the aggregate full value tax rates for all Marathon County towns, multiplied by the average full value assessment of forestland for the county.

Thus, on the average for an acre of forestland, the towns in Marathon County received 20 cents per acre more in revenue from landowners participating in the FCL program than they would have received had the same land been subject to the general property tax.

The following illustrates these calculations.

<u>Aggregate Full Value Tax Rate of Marathon County Towns</u>	
\$ 1,672,139	(1982 tax levy, all towns)
÷ 1,518,621,700	(1982 full value, all towns)
.001101018989	(1982 full value tax rate, all towns)
 <u>Average Full Value per Acre of Forestland in Marathon County</u>	
\$ 115,748,000	(1982 total full value of forestland, all towns.)
÷ 264,026	(1982 total forestland acreage, all towns.)
\$438/acre	(average full value per acre of forestland, all towns.)
 <u>Average Town Tax per Acre of Forestland of Marathon County Towns</u>	
\$438	(value per acre)
x .001101018989	(aggregate town tax rate for county)
48.2¢/acre	(town tax per acre of forestland)

The second part of the analysis is the determination of the average per acre revenues derived by towns for FCL participants. This entails dividing the total revenues received by Marathon County towns, including acreage share, state payments, and excess severance and withdrawal payments, by the total FCL acreage of all towns in the county. Since towns retain 80 percent, the revenues received have been modified to reflect this.

A total of \$17,768.58 was received by Marathon County towns in 1982. This included \$3,016.49 in acreage share, \$4,187.53 in state payments, and \$10,564.56 in excess withdrawal and severance monies.

There were 26,172.07 acres entered in the FCL in Marathon County in 1981. Total revenues of \$17,768.58, divided by 26,172.07 acres in the FCL, results in an average non-tax revenue payment of 67.9 cents per acre.

The following illustrates these calculations. (The data includes only that portion retained by the towns):

<u>Acreage Share Payments to Marathon County Towns</u>	
14,638.01 acres	11,534.06 acres
x 10¢/acre	x 20¢/acre
\$1,171.04	\$1,845.45
+	= \$3,016.49
 <u>State Payments to Marathon County Towns</u>	
\$4,187.53	

Excess Withdrawal and Severance Monies to Marathon County Towns  
\$10,564.56

Total FCL Revenues to Marathon County Towns  
(acreage share + state payments + excess  
severance monies + excess withdrawal monies)  
\$17,768.58

Total FCL Acreage in Marathon County Towns  
26,172.07 acres

Total FCL Revenue per Acre in Marathon County Towns  
\$26,172.07 (total FCL acres, all towns)  
÷ 17,768.58 acres (total FCL revenues, all towns)  
67.9¢/acre (total per acre FCL revenue, all towns)

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