



500 West Big Beaver
Troy, MI 48084
troymi.gov

CITY COUNCIL AGENDA ITEM

Date: April 25, 2023



To: Mark F. Miller, City Manager

From: Robert J. Bruner, Assistant City Manager
Robert C. Maleszyk, Chief Financial Officer
Mark Adams, Economic Development Manager

Subject: Approval of the Troy Downtown Development Authority (TDDA) Proposed Fiscal Year 2023/24 and Three-Year Budget

The Troy Downtown Development Authority (TDDA) recommended approval of its proposed 2023/24 and Three-Year Budget at the April 25, 2023 TDDA meeting.

City management recommends that City Council approve the TDDA's proposed 2023/24 and Three-Year Budget.



Downtown Development Authority

County of Oakland, State of Michigan

2023/24 through 2025/26 Budget

Introduction

In order to prevent further deterioration and to encourage economic development of the Downtown District, the City of Troy established the Downtown Development Authority of the City of Troy (the TDDA) pursuant to Act 197 of 1975 (Act 197) which was recodified as 2018 PA 57. An ordinance adopted by the City Council of the City of Troy on July 12, 1993 and amended on September 28, 1998, February 7, 2000, August 5, 2002, December 16, 2002, June 4, 2007, October 7, 2013, July 24, 2017, and June 28, 2021.

The TDDA in its first six Tax Increment Financing and Development Plans identified specific sources of funding to finance the implementation of a plan for physical improvements to the Downtown District identified in this plan as the Development Area.

The purpose of the Tax Increment Financing and Development Plans are to provide for the construction and financing of the necessary streets, sidewalks, street lighting, landscaping, parking garage and other facilities, Kmart and Civic Center projects, widening of Rochester and Big Beaver roads to improve traffic flow; provide and expand existing public facilities on the civic center site to serve the needs of the TDDA businesses and the citizens of the City of Troy; to fund improvements contained in the Big Beaver Corridor Study and to carry out the objectives of the TDDA so as to prevent the further deterioration of the Downtown Development Area while preserving and promoting economic growth for the benefit of all taxing units located within and benefited by the Troy Downtown Development Authority.

The TDDA issued three separate bond issues in 2001, 2002 and 2003. The bonds were “naked tax increment bonds” secured solely by the tax increment revenues to be derived from the properties in the Downtown District. This is rare in Michigan and was based on the then perceived strength of the Downtown District’s taxable values and the ability of properties in the Downtown District to generate sufficient tax increment revenues to pay the debt service on the bonds. While the City has a AAA rating, its full faith and credit was not utilized or pledged for these three bond issues.



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The initial value of the district in 1993 was \$309,192,270. In comparison, the projected value for 2023/2024 is \$482,246,130 and the captured value is \$173,053,860. Prior to 2013, there was a decreased separation between the base year value and current taxable value, which created a revenue stream reduction trending toward elimination. This created a situation in which the TDDA would not be able to service the three bond issues and default was imminent.

On October 7, 2013, a new Tax Increment Financing and Development Plan was approved. The revised Plan eliminated properties that were a negative draw on the aggregate value of the TDDA. The Plan authorized three functions: debt service, maintenance costs and administrative fees. In addition, the TDDA and Plan were extended to 2033. Finally, the City of Troy issued bonds backed by the full faith and credit of the City, including its AAA bond rating to pay off the three TDDA bond series. This budget demonstrates that the revision of the Plan provides for sufficient revenue to service the City of Troy bonds and thereby eliminates the threat of default of the TDDA bonds. Lastly, the 2013 bonds were refinanced in October 2020 to further reduce both principal and interest and again lessen the threat of default of the the TDDA bonds.

On July 24, 2017 the Development Plan was amended to authorize the Quality Development Initiative (QDI). The QDI utilizes 60% of the annual tax increment increase of the target property to be used for public facilities and enhancement. The funds may be used to financially assist a developer on an annual basis for a portion of the cost of needed public improvements. The DDA is now allowed to use surplus funds after servicing the "City Bonds", for modest marketing expenditures, in addition to maintenance and administrative costs.

The last Plan Revision was approved by the Troy City Council on June 28, 2021.



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2023/24 through 2025/26 Budget

	2022 Actual	2023 Estimated	2023 Budget	2024 Budget	2025 Budget	2026 Budget
REVENUE						
Property Taxes	\$ 1,457,590	\$ 1,970,560	\$ 2,186,300	\$ 2,565,490	\$ 2,860,190	\$ 3,107,740
State Revenue Sharing-EMPP	-	-	-	-	-	-
Interest Income/Other	(245,817)	(100,000)	11,000	100,000	10,000	10,000
Total Revenues	1,211,773	1,870,560	2,197,300	2,665,490	2,870,190	3,117,740
EXPENDITURES						
Administrative Expenses	50,000	52,000	52,000	54,000	56,000	58,000
Audit Fees	5,300	3,500	3,500	3,600	3,700	3,800
Tax Tribunals	-	-	25,000	25,000	25,000	25,000
Quality Development Initiative (QDI)	42,568	183,000	47,195	345,000	358,800	373,152
Big Beaver Corridor Maintenance	390,281	828,590	525,860	848,130	881,000	915,350
Corridor Landscaping	-	-	-	2,975,284	1,000,000	-
Debt Service-Series 2013/2020	596,788	629,895	629,895	702,857	819,107	938,284
District Promotion	-	25,000	25,000	25,000	25,000	25,000
Other expenditures	3,355	1,450	1,450	1,500	1,500	1,500
TOTAL - EXPENDITURES	1,088,292	1,723,435	1,309,900	4,980,371	3,170,107	2,340,086
SURPLUS (USE) OF FUND BALANCE	123,481	147,125	887,400	(2,314,881)	(299,917)	777,654
BEGINNING FUND BALANCE	3,064,806	3,188,287	3,188,287	3,335,412	1,020,531	720,614
ENDING FUND BALANCE	\$ 3,188,287	\$ 3,335,412	\$ 4,075,687	\$ 1,020,531	\$ 720,614	\$ 1,498,268

Captured Taxable Value

	2023/24 Taxable	2024/25 Taxable	2025/26 Taxable
Real Base Taxable Value (1993 initial/Revised 2013)	\$ 244,924,440	\$ 244,924,440	\$ 244,924,440
Real Taxable Value	397,576,080	417,454,880	434,153,080
Real Captured Value	152,651,640	172,530,440	189,228,640
Personal Base Taxable Value (1993 initial/Revised 2013)	64,267,830	64,267,830	64,267,830
Personal Taxable Value	84,670,050	84,670,050	84,670,050
Personal Captured Value	20,402,220	20,402,220	20,402,220
Total Captured Value	\$ 173,053,860	\$ 192,932,660	\$ 209,630,860

	Oakland County	Oakland Comm. College	City of Troy	Total
Millage Rates	4.5187	1.4891	8.817	14.8248



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Projected Tax Capture to Debt Schedule

Year	Revenues			Debt Service - Series 2013 and Series 2020			
	Total Taxable Value	Captured Taxable Value	Captured Tax Revenues 14.8248	Principal	Interest	Total Debt Service	Net
2023/2024	482,246,130	173,053,860	2,565,490	560,000	142,857	702,857	1,862,633
2024/2025	502,124,930	192,932,660	2,860,190	680,000	139,107	819,107	2,041,083
2025/2026	518,823,130	209,630,860	3,107,740	805,000	133,284	938,284	2,169,456
2026/2027**	529,199,593	220,007,323	3,261,560	840,000	125,135	965,135	2,296,425
2027/2028	539,783,584	230,591,314	3,418,470	1,075,000	113,472	1,188,472	2,229,998
2028/2029	550,579,256	241,386,986	3,578,510	1,040,000	98,180	1,138,180	2,440,330
2029/2030	561,590,841	252,398,571	3,741,760	1,000,000	81,125	1,081,125	2,660,635
2030/2031	572,822,658	263,630,388	3,908,270	975,000	63,623	1,038,623	2,869,647
2031/2032	584,279,111	275,086,841	4,078,110	930,000	45,561	975,561	3,102,549
2032/2033	595,964,693	286,772,423	4,251,340	880,000	27,266	907,266	3,344,074
2033/2034	607,883,987	298,691,717	4,428,040	835,000	9,072	844,072	3,583,968

** = 2% Increase



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TAX INCREMENT PROCEDURE

Tax increment revenue to be transmitted to the TDDA is generated when the current taxable value of all properties within a development area exceeds the initial assessed value of the properties. The initial assessed value is defined in Act 197 as the assessed value of all taxable property within the boundaries of the development area at the time the ordinance establishing the tax increment financing plan is approved, as shown by the most recent assessment roll of the municipality for which equalization has been completed at the time the ordinance is adopted. The current assessed value refers to the assessed value of all properties, real and personal, within the development area as established each year subsequent to the adoption of the tax increment financing plan. The amount in any one year by which the current taxable value exceeds the initial assessed value, including real and personal property, is defined as the "captured taxable value". The tax increment revenue transmitted to the TDDA results from applying the total tax levy of taxing units within the development area to the captured taxable value.

Increases in assessed values within a development area which result in the generation of tax increment revenues, can result from any of the following:

- a. Construction of the new development occurring after the date establishing the "initial assessed value".
- b. Construction of new rehabilitation, remodeling alterations, or additions accruing after the date establishing the "initial assessed value".
- c. Increases in property values which occur for any other reason.

Tax increment revenues transmitted to the TDDA can be pledged for debt service on general obligation tax increment bonds issued by the municipality or tax increment revenue bonds issued by the TDDA.



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If bonds are to be sold, the municipality may not pledge for annual debt service requirements in excess of 80% of the estimated tax increment revenue to be received from a development area for that year. In addition, the estimated annual debt service owed on bonds issued by the municipality may not exceed 80% of the estimated annual tax increment revenues. Should actual tax increment revenues fall below projections, any previously accumulated revenue would be devoted to retirement of the bonds. Any tax increment revenues collected in excess of the 80% measure described in Table 2 of the Development Plan will be used to pay current debt service on any bonds issued under the Plan. The bonds are subject to the Michigan Municipal Finance Act and may not mature in more than thirty years.

The TDDA may expend tax increment revenues only in accordance with the tax increment financing plan; surplus revenues revert proportionally to the prospective taxing jurisdictions. The tax increment financing plan may be modified upon approval of the governing body after notification and hearings as required by Act 197. When the governing body finds that the purposes for which the plan was established have been accomplished, they may abolish the plan.