

BUDGET REPORT AND MEASURE SUMMARY

Joint Committee On Ways and Means

Action:

Action Date:

Vote:

Prepared By: Jean Gabriel, Department of Administrative Services

Reviewed By: Daron Hill, Legislative Fiscal Office

Agencies: Various

Biennium: 2015-17

Summary of Capital Construction Subcommittee Action

House Bill 5005 limits the maximum amount of bonds and third party financing agreements state agencies may issue and the amount of revenue state agencies may raise from such issuance. The proceeds from the issuance of bonds are included as revenues in agency budgets. This bill also allocates the federal tax-exempt private activity bond volume cap allowed under the Internal Revenue Code of 1986, as amended, to certain state agencies and the Private Activity Bond Committee established in ORS 286A.615.

The Subcommittee reviewed amendments to House Bill 5005 for the following purposes:

- 1) The Subcommittee approved a Higher Education Coordinating Commission (HECC) Article XI-G general obligation bond authorization of \$145,781,600 which approves seven new projects for public universities and reauthorizes eight projects approved during previous legislative sessions for community colleges capital construction financing, including a change in the specified project for Mt. Hood Community College. Projects are described later in this report.
- 2) The Subcommittee approved a reauthorization Article XI-G general obligation bonds for the Oregon Health and Science University (OHSU) Cancer Institute project approved during the 2014 Legislative Session. The authorization in the 2013-15 biennium was for a combination of Article XI-G bonds and lottery revenue bonds. However, the amount of Article XI-G bonds reauthorized for 2015-17 was increased to \$200,035,000 which includes \$198,000,000 in project costs and \$2,035,000 in bond issuance costs, with no lottery revenue bonds authorized for the project. The project involves expansion of the OHSU Knight Cancer Institute including construction of research, clinical, and other related facilities. The bond proceeds will be used to construct a research building on the Schnitzer Campus which will include wet laboratory facilities, bio-computing space, and research support facilities; and for additional floors in the Center for Health and Healing II (CHH II) building already planned for construction for clinical trial space. OHSU will match the Article XI-G bonds with donated funds.
- 3) The Subcommittee approved an Oregon Business Development Department Article XI-M (Seismic Rehabilitation of Public Education Buildings) general obligation bond authority of \$176,870,000 and authority for Article XI-N (Seismic Rehabilitation of Emergency Services Buildings) general obligation bonds of \$30,440,000.
- 4) The Subcommittee provided to the Oregon Department of Education Article XI-P general obligation bond authority of \$126,210,000, which includes \$125,000,000 in net proceeds and \$1,210,000 in bond issuance costs, to fund grants to school districts for capital costs including construction, improvement, remodel, maintenance or repair of facilities, and acquisition of equipment.
- 5) The Subcommittee approved Article XI-Q general obligation bond authority of \$369,640,000 for capital projects owned or operated by the state. A table listing all projects comprising the Article XI-Q authorization is included later in this report.
- 6) The Subcommittee provided to the Oregon Department of Transportation Article XI, Section 7 general obligation bond authority of \$35,475,000 to fund various highway improvement projects throughout the state.

- 7) The Subcommittee approved a \$100,000,000 authorization to the Department of Veterans' Affairs for issuance of Article XI-A general obligation bonds.
- 8) The Subcommittee approved Higher Education Coordinating Commission Article XI-F (1) general obligation bond authorization of \$70,985,000 to provide bond financing for Public Universities' (Portland State University and Oregon State University) self-supporting capital construction projects including \$53,680,000 for one new project, as well as reauthorization of two projects approved during previous legislative sessions. Projects are described later in this report.
- 9) The Subcommittee approved a \$10,000,000 authorization to the Department of Environmental Quality for issuance of Article XI-H general obligation bonds.
- 10) The Subcommittee approved a \$30,520,000 authorization to the Water Resources Department for issuance of Article XI-I (1) general obligation bonds to fund loans for water development projects.
- 11) The Subcommittee approved a Housing and Community Services Department Article XI-I (2) general obligation bond authority of \$25,000,000. In addition, the Subcommittee approved Housing and Community Services Department direct revenue bond authority of \$300,000,000 and pass-through revenue bond authority of \$250,000,000.
- 12) The Subcommittee approved the State Department of Energy's Article XI-J general obligation bond authority of \$25,000,000 and approved its direct revenue bond authority of \$20,000,000.
- 13) The Subcommittee approved Department of Administrative Services Lottery Revenue Bond limit of \$201,795,000. A complete list of lottery revenue bond projects can be found in House Bill 5030.
- 14) The Subcommittee approved an authorization of \$393,160,000 in Department of Transportation Highway User Tax revenue bonds for eligible construction projects.
- 15) The Subcommittee approved an Oregon Business Development Department direct revenue bond authority of \$30,000,000 and pass-through revenue bond authority of \$200,000,000 for Industrial Development bonds and \$10,000,000 for the Beginning and Expanding Farmer Loan Program.
- 16) The Subcommittee approved an Oregon Facilities Authority pass-through revenue bond authority of \$950,000,000.

Detail of projects authorized for the Higher Education Coordinating Commission through bond financing is included below.

Higher Education Coordinating Commission

HECC - Public Universities

The Subcommittee approved 12 new bond-funded projects for public universities at a total cost of \$298,440,000. Two additional projects approved in the 2013-15 biennium were reauthorized at \$17,305,000. The projects are included in the budget for HECC.

All Public Universities

The Subcommittee approved the following project for the seven public universities that formerly comprised the Oregon University System (OUS) and adopted a budget note:

- Capital renewal, code compliance, and safety: approved \$65,770,000 Article XI-Q bonds to maintain facilities and keep the deferred maintenance backlogs from growing. These projects do not involve acquisition of buildings, structures, or land. The approved amount includes \$65,000,000 for project costs and \$770,000 for issuance costs. HECC initially will allocate funds to the individual universities based on square footage in education and general services facilities, following past OUS practice. Debt service on the Article XI-Q bonds will be paid with General Fund.

Budget Note:

The Higher Education Coordinating Commission, in collaboration with the seven public universities and the Department of Administrative Services, shall submit a report by December 31, 2015 to the Legislative Fiscal Office that identifies whether and how revisions in statute and/or administrative rules are needed to better enable universities to use capital repair and renewal funds to implement disability access improvements.

Eastern Oregon University

The Subcommittee approved the following project:

- Hunt Hall Demolition and Site Renovation: approved \$3,040,000 Article XI-Q bonds to demolish an existing building that has exceeded its useful life. The project also involves upgrades to parking, campus roadways and pathways, compliance with Americans with Disabilities Act accessibility requirements, upgrades to campus communication network distribution, and restoration of historic campus features. The approved amount includes \$2,985,000 for project costs and \$55,000 for cost of issuing the bonds. Debt service on the bonds will be paid with General Fund.

Oregon Institute of Technology

The Subcommittee approved the following project:

- Center for Excellence in Engineering and Technology, Phase One: approved \$785,000 Article XI-G bonds and \$10,395,000 Article XI-Q bonds for construction of a laboratory and classroom building adjacent to Cornett Hall. The approved amount includes \$10,920,000 for project costs and \$260,000 for costs of issuing the bonds. The university will use funds from campus auxiliaries and a legal settlement for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.

Oregon State University

The Subcommittee approved the following three projects for a total of \$62,380,000.

- Forest Science Complex: approved \$30,140,000 Article XI-G bonds for renovation of Peavey Hall Classroom Building and construction of a new research facility to house an applied research center in wood products engineering and manufacturing. The approved amount includes \$29,702,970 for project costs and \$437,030 for costs of issuing the bonds. The university will use gift funds for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.
- Marine Studies Campus, Phase One: approved \$25,155,000 Article XI-G bonds to construct a research, classroom, and academic building at the Hatfield Marine Science Center in Newport. The facility constitutes the first phase in an effort to expand the university's marine studies academic and research programs. The approved amount includes \$24,752,475 for project costs and \$402,525 for costs of issuing the bonds. The university will use gift funds for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.
- Modular Data Center: reauthorized \$7,085,000 Article XI-F (1) bonds originally authorized as Article XI-Q bonds in the 2013-15 Legislatively Approved Budget to create small data centers throughout the campus intended to support research, instructional, and administrative activities. The approved amount includes \$7,000,000 for project costs and \$85,000 for costs of issuing the bonds. Debt service on the Article XI-F (1) bonds will be paid by loan repayments made by the university to HECC, which are expected to be supported through the university's tuition revenue.

Portland State University

The Subcommittee approved the following three projects for a total of \$124,780,000.

- Neuberger Hall Deferred Maintenance and Renovation: approved \$10,220,000 Article XI-G bonds and \$50,660,000 Article XI-Q bonds to completely renovate and upgrade an academic and administration facility built in the 1960s. The approved amount includes \$60,000,000 for project costs and \$880,000 for costs of issuing the bonds. The university will use gift funds and other funds for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.
- Broadway Housing Purchase: approved \$53,680,000 Article XI-F (1) bonds to purchase a ten story housing facility currently owned by the PSU Foundation. The building was constructed in 2003 by a limited liability corporation under contract with the university and financed by

City of Portland economic development revenue bonds. Issuance of State of Oregon general obligation bonds will allow the university to purchase the building from its foundation at a lower interest rate than the foundation is paying on the city bonds. The approved amount includes \$53,000,000 for project costs and \$680,000 for costs of issuing the bonds. Debt service on the Article XI-F (1) bonds will be paid by loan repayments made by the university to HECC, which are expected to be supported through the university's housing and dining fees, retail space rent receipts, and university general fund revenues.

- University Center Land Purchase: reauthorized \$10,220,000 Article XI-F (1) bonds originally authorized in the 2013-15 Legislatively Approved Budget for purchase of land under the university-owned University Center building. The approved amount includes \$10,000,000 for project costs and \$220,000 for costs of issuing the bonds. Debt service on the Article XI-F (1) bonds will be paid by loan repayments made by the university to HECC, which are expected to be supported through the university's savings from lease payments that will no longer be incurred.

Southern Oregon University

The Subcommittee approved the following project:

- Britt Hall Renovation: approved \$4,785,000 Article XI-Q bonds for renovation and seismic upgrades to an administration, classroom, and student services building. The approved amount includes \$4,717,500 for project costs and \$67,500 for costs of issuing the bonds. Debt service on the bonds will be paid with General Fund.

University of Oregon

The Subcommittee approved the following three projects for a total of \$37,795,000.

- Klamath Hall Renovation: approved \$6,325,000 Article XI-G bonds and \$6,075,000 Article XI-Q bonds to renovate one floor and add an additional floor to an academic and research building to accommodate increased enrollment in chemistry and other sciences. The approved amount includes \$12,250,000 for project costs and \$150,000 for costs of issuing the bonds. The university will use institutional funds for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.
- College and Careers Building: approved \$17,275,000 Article XI-G bonds for construction of a new office and classroom building that will house the College of Arts and Sciences and the Career Center. The approved amount includes \$17,000,000 for project costs and \$275,000 for costs of issuing the bonds. The university will use gift funds, grants, and other funds for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.
- Chapman Hall Renovation: approved \$2,550,000 Article XI-G bonds and \$5,570,000 Article XI-Q bonds to remodel and seismically upgrade Chapman Hall, which houses the university's Honors College. The approved amount includes \$8,000,000 for project costs and \$120,000 for costs of issuing the bonds. The university will use gift funds, grants, and other funds for the constitutionally required fifty percent match against the Article XI-G bonds. Debt service on the bonds will be paid with General Fund.

Western Oregon University

The Subcommittee approved the following project:

- **Natural Sciences Building Renovation:** approved \$6,015,000 Article XI-Q bonds to renovate and seismically upgrade the Natural Sciences Building for use by the physical and natural sciences programs following the relocation of chemistry, anatomy, and physiology programs to another building. The approved amount includes \$5,940,000 for project costs and \$75,000 for costs of issuing the bonds. Debt service on the bonds will be paid with General Fund.

HECC - Community Colleges

The Subcommittee approved one new community college bond-funded project at a cost of \$1,710,000 and reauthorized eight projects originally approved in the 2013-15 biennium at a total cost of \$53,331,600. Expenditure limitation for these projects is included in the budget for HECC. Amounts approved for projects funded with Article XI-G bonds include project and bond issuance costs.

- **Linn-Benton Community College Alternative Fuels Center:** approved \$1,710,000 lottery-backed bonds for construction of a training and research center focused on transition to a more efficient, lower-cost, and cleaner transportation system. The approved amount includes \$1,500,000 for project costs and \$210,000 for issuance and other costs. Debt service will be paid with Lottery Funds.
- **Blue Mountain Community College Animal Science Education Center:** reauthorized \$3,331,350 in Article XI-G bonds to construct new facilities for animal science and agriculture programs. The project includes classrooms and office buildings, indoor and outdoor arenas, a hay barn, horse pens, and mare motels, tack storage lockers, and round pens. Match for the Article XI-G bonds will come from a district bond levy approved in May 2015. The approved amount includes project and bond issuance costs.
- **Columbia Gorge Community College Advanced Technology Center, Phase Two:** reauthorized \$7,320,000 in Article XI-G bonds for construction of a facility on the Hood River campus to support science, technology, engineering, and mathematics programs. Match for the Article XI-G bonds will come from fundraising and proceeds of a possible 2016 district bond levy. The approved amount includes project and bond issuance costs.
- **Klamath Community College Student Success and Career-Technical Center:** reauthorized \$7,850,000 Article XI-G bonds for construction of a new facility housing a research library and computer labs, a testing center, tutoring and advising areas, and space for GED, Adult Basic Education, and English as a Second Language programs. The project will also expand the Career Technical Education center for auto and diesel mechanics and construction management programs. When originally approved, match for the Article XI-G bonds was anticipated to come from a combination of college reserve funds, foundation and federal grants, and district general obligation bonds. Currently the college is working with its partners to raise funds. The approved amount includes project and bond issuance costs.
- **Mt. Hood Community College Technology Innovation Center:** reauthorized \$8,000,000 in Article XI-G bonds to replace an aging Industrial Technology facility with space for applied technologies, including automotive, machine tool, and emerging technologies and classroom space. At the request of the college, this project replaces the College Student Services Enhancement project approved in 2013. The college plans a local bond levy in 2016 to provide match for the Article XI-G bonds. The approved amount includes project and bond issuance costs.

- Rogue Community College Health and Science Center: reauthorized \$8,000,000 Article XI-G bonds to increase space for health science programs by constructing new facilities or buying and remodeling existing ones. As reauthorized, the project also allows the college to acquire land for the facility. Match for the Article XI-G bonds is expected to come from partnership contributions, grants, and capital campaign contributions. The approved amount includes project and bond issuance costs.
- Southwestern Oregon Community College Health and Science Technology Building: reauthorized \$8,000,000 Article XI-G bonds for construction of a new facility with laboratory, classroom, and auxiliary space for expansion of allied health and science programs. The facility will support increased use of technology and distance education in health and science programs. Match for the Article XI-G bonds is expected to come from private grants and donations and, if necessary, revenues from a district bond levy. The approved amount includes project and bond issuance costs.
- Treasure Valley Community College Workforce Vocational Center: reauthorized \$2,830,250 Article XI-G bonds for construction of a new facility to expand space for welding training and to house Natural Resource, Renewable Energy, Wild Land Fire, Construction Trades, and Waste Water Management programs. Match for the Article XI-G bonds is expected to come from fund raising or proceeds from district bonds or a district bond levy. The approved amount includes project and bond issuance costs.
- Umpqua Community College Industrial Technology Building: reauthorized \$8,000,000 Article XI-G bonds to construct a new facility on campus for automotive, manufacturing, construction, and welding technology programs. The college had planned to match the Article XI-G bonds with proceeds from a district bond levy which was defeated by the voters in May 2013. Alternatives for generating the match from grants, donations, and other sources are being explored. A 2016 bond levy is under consideration. The approved amount includes project and bond issuance costs.

Article XI-Q Authority

Department of Human Services

Adult Abuse Data and Report Writing System \$ 3,355,000

Department of Administrative Services

Capital Investments/Acquisitions \$ 17,275,000

Department of Justice

Child Support Enforcement System \$ 15,415,000

Department of Revenue

Core Tax Revenue Systems Replacement \$ 19,375,000

Property Valuation System 1,960,000

Subtotal \$ 21,335,000

Oregon Judicial Department

E-Court System \$ 14,755,000

Multnomah County Courthouse 17,675,000

Jefferson County Courthouse 2,550,000

Tillamook County Courthouse 8,005,000

Subtotal \$ 42,985,000

Oregon Military Department

Youth Challenge \$ 5,045,000

Military Headquarters Facility 6,785,000

Subtotal \$ 11,830,000

Department of Corrections

Deferred Maintenance for Facilities \$ 14,475,000

Article XI-Q Authority (continued)

Oregon Youth Authority

Rogue Valley Facility Improvements	\$ 10,100,000
MacLaren Facility Improvements	31,460,000
Oak Creek Facility Improvements	2,145,000
CCTV Cameras	1,190,000
North Coast	625,000
Eastern Oregon	1,540,000
Tillamook	1,225,000
Camp River Bend	790,000
Camp Florence	765,000
Hillcrest	235,000

Subtotal \$ 50,075,000

Higher Education Coordinating Commission

All - Capital Repair, Renewal & Accessibility	\$ 65,770,000
EOU - Hunt Hall Demolition & Site Restoration	3,040,000
OIT - Center for Excellence in Engineering & Tech	10,395,000
PSU - Neuberger Hall Deferred Maintenance & Renovation	50,660,000
SOU - Britt Hall Renovation	4,785,000
UO - Chapman Hall Renovation	5,570,000
UO - Klamath Hall Renovation	6,075,000
WOU - Natural Sciences Building Renovation	6,015,000

Subtotal \$ 152,310,000

Oregon Housing and Community Services

Affordable Housing	\$ 40,585,000
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TOTAL \$ 369,640,000

House Bill 5005, SECTIONS 1 - 3.

<u>Program Designation</u>	<u>2013-15 Legislatively Approved</u>	<u>2015-17 Governor's Budget</u>	<u>2015-17 Committee Recommendations</u>	<u>Changes from Governor's Budget</u>
<u>GENERAL OBLIGATION BONDS</u>				
General Fund Obligations				
Higher Education Coordinating Comm. - PU (Art. XI-G)	\$ 117,711,000	\$ 117,375,000	\$ 92,450,000	\$ (24,925,000)
Higher Education Coordinating Comm. - CC (Art. XI-G)	\$ 123,451,600	\$ 79,321,600	\$ 53,331,600	\$ (25,990,000)
Oregon Health and Science University (Art. XI-G)	\$ 161,490,000	\$ 199,770,000	\$ 200,035,000	\$ 265,000
Oregon Business Development Dept. (Art. XI-M)	\$ 15,000,000	\$ 70,000,000	\$ 176,870,000	\$ 106,870,000
Oregon Business Development Dept. (Art. XI-N)	\$ 15,000,000	\$ 30,000,000	\$ 30,440,000	\$ 440,000
Oregon Department of Education (Art. XI-P)	\$ 0	\$ 0	\$ 126,210,000	\$ 126,210,000
Department of Administrative Services (Art. XI-Q)	\$ 459,618,100	\$ 506,690,000	\$ 369,640,000	\$ (137,050,000)
Oregon Department of Transportation (Art. XI, Sec. 7)	\$ 453,725,000	\$ 0	\$ 35,475,000	\$ 35,475,000
Dedicated Fund Obligations				
Department of Veterans' Affairs (Art. XI-A)	\$ 60,000,000	\$ 100,000,000	\$ 100,000,000	\$ 0
Higher Education Coordinating Comm. (Art. XI-F(1))	\$ 390,977,500	\$ 67,900,000	\$ 70,985,000	\$ 3,085,000
Dept of Environmental Quality (Art. XI-H)	\$ 10,000,000	\$ 10,000,000	\$ 10,000,000	\$ 0
Water Resources Department (Art. XI-I(1))	\$ 10,235,000	\$ 30,520,000	\$ 30,520,000	\$ 0
Housing and Community Services Dept (Art. XI-I(2))	\$ 25,000,000	\$ 25,000,000	\$ 25,000,000	\$ 0
Department of Energy (Art. XI-J)	\$ 60,000,000	\$ 100,000,000	\$ 25,000,000	\$ (75,000,000)
Total General Obligation Bonds	\$ 1,902,208,200	\$ 1,336,576,600	\$ 1,345,956,600	\$ 9,380,000
<u>REVENUE BONDS</u>				
Direct Revenue Bonds				
Housing and Community Services Department	\$ 150,000,000	\$ 300,000,000	\$ 300,000,000	\$ 0
Department of Transportation				0
Infrastructure Fund	\$ 20,400,000	\$ 0	\$ 0	\$ 0
Highway User Tax	\$ 846,690,000	\$ 393,160,000	\$ 393,160,000	\$ 0
Toll-Backed Revenue Bonds	\$ 663,000,000	\$ 0	\$ 0	\$ 0
Oregon Business Development Department	\$ 35,000,000	\$ 30,000,000	\$ 30,000,000	\$ 0
Department of Energy	\$ 20,000,000	\$ 20,000,000	\$ 20,000,000	\$ 0
Oregon University System (former)	\$ 50,000,000	\$ 0	\$ 0	\$ 0
Department of Administrative Services				0
Lottery Revenue Bonds	\$ 219,717,715	\$ 219,290,000	\$ 201,795,000	\$ (17,495,000)
Total Direct Revenue Bonds	\$ 2,004,807,715	\$ 962,450,000	\$ 944,955,000	\$ (17,495,000)

<u>Program Designation</u>	<u>2013-15 Legislatively Approved</u>	<u>2015-17 Governor's Budget</u>	<u>2015-17 Committee Recommendations</u>	<u>Changes from Governor's Budget</u>
Pass Through Revenue Bonds				
Oregon Business Development Department				
Industrial Development Bonds	\$ 165,000,000	\$ 200,000,000	\$ 200,000,000	\$ 0
Beginning and Expanding Farmer Loan Program	\$ 10,000,000	\$ 10,000,000	\$ 10,000,000	\$ 0
Oregon Facilities Authority	\$ 950,000,000	\$ 950,000,000	\$ 950,000,000	\$ 0
Housing and Community Services Department	\$ 150,000,000	\$ 250,000,000	\$ 250,000,000	\$ 0
Total Pass Through Revenue Bonds	\$ 1,275,000,000	\$ 1,410,000,000	\$ 1,410,000,000	\$ 0
Total Revenue Bonds	\$ 3,279,807,715	\$ 2,372,450,000	\$ 2,354,955,000	\$ (17,495,000)

OTHER FINANCING AGREEMENTS

Department of Administrative Services	\$ <u>55,600,000</u>	\$ <u>40,000,000</u>	\$ <u>40,000,000</u>	\$ <u>0</u>
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**House Bill 5005, SECTION 4.
Private Activity Bond Allocation for 2016 and 2017 Calendar Years.**

Allocation For:	2013-15 Legislatively Approved Budget		Subcommittee Recommendation	
	2014 Calendar Year	2015 Calendar Year	2016 Calendar Year	2017 Calendar Year
Oregon Business Development Department:				
Industrial Development Bonds	\$ 40,000,000	\$ 40,000,000	\$ 40,000,000	\$ 40,000,000
Beginning and Expanding Farmer Loan Program	\$ 0	\$ 0	\$ 5,000,000	\$ 5,000,000
Housing & Community Services Department	\$125,000,000	\$125,000,000	\$125,000,000	\$125,000,000
State Department of Energy	\$ 10,000,000	\$ 10,000,000	\$ 5,000,000	\$ 5,000,000
Private Activity Bond Committee	\$195,438,535	\$195,438,535	\$222,023,900	\$222,023,900
Totals	\$370,438,535	\$370,438,535	\$397,023,900	\$397,023,900