

Business Development Department

	2017-19 Actual	2019-21 Legislatively Adopted	2019-21 Legislatively Approved *	2021-23 Current Service Level	2021-23 Governor's Budget
General Fund	53,895,208	73,532,542	180,402,020	74,623,733	104,023,196
Lottery Funds	112,713,373	127,365,166	118,307,582	133,205,160	165,097,039
Other Funds	179,185,669	555,318,109	697,005,313	505,683,369	781,982,243
Other Funds (NL)	164,186,628	280,544,035	296,654,736	217,309,699	434,601,030
Federal Funds	28,541,477	43,094,384	72,536,941	45,056,345	74,368,932
Total Funds	538,522,355	1,079,854,236	1,364,906,592	975,878,306	1,560,072,440
Positions	136	140	144	140	143
FTE	134.50	138.63	139.68	139.50	142.10

* Includes Emergency Board and administrative actions through January 2021.

Program Description

The mission of the Oregon Business Development Department (OBDD) is to invest in Oregon businesses, communities, and people to promote a globally competitive, diverse, and inclusive economy. OBDD is responsible for the state's economic development strategy, provides economic and community development and cultural enhancement throughout the state, and administers programs that aid businesses and communities, including the Seismic Rehabilitation Grant Program. The Department is overseen by a nine-member Commission, with seven members appointed by the Governor and confirmed by the Senate and two nonvoting legislative appointees. General Fund, Lottery Funds, Federal Funds, and Other Funds support OBDD's business retention, expansion, and recruitment; export promotion and international trade; innovation and entrepreneurship; community development and infrastructure finance; and arts and cultural programs. Proceeds from the issuance of lottery revenue bonds, general obligation bonds, and Oregon Bond Bank revenue bonds make up a significant portion of Other Funds revenues that are used to finance community infrastructure grants and loans.

The Department has six budgeted program areas:

- Operations – Includes the Director's Office and central agency administrative services that support both the business development (Business, Innovation, Trade) and the community development (Infrastructure) programs. The Operations Division includes 26% of the agency's employees and is financed primarily with Lottery Funds. Other Funds revenues generated from infrastructure and business finance programs and federal grant administration funds also support a portion of the budget.
- Business, Innovation, Trade – Includes the staff and resources used by the Department to support economic strategies and policy development, as well as provide support services, grants, and loans to assist businesses with job retention and creation, promote trade and innovation, and incentivize the production of solar power. This program area operates a variety of programs with multiple funding sources. Major lottery funded programs include the Oregon Innovation Council (Oregon InC) Innovation Plan, Strategic

Reserve Fund (SRF), and Oregon Manufacturing and Innovation Center (OMIC) research and operations support. The Business, Innovation, and Trade program area is the agency's largest in terms of staffing, with 42% of the agency's employees, and is primarily financed with Lottery Funds. Other Funds generated from loan principal and interest repayments, investment earnings, and loan and service fees support business finance direct loan and loan guarantee programs. The Certification Office for Business Inclusion and Diversity (COBID) is funded with Other Funds from state agency assessments and revenue from the Oregon Department of Transportation (ODOT). General Fund supports the Solar Incentivization Program.

- Infrastructure – Includes the staff and the funding sources used by the Department to provide grants and loans to assist communities with infrastructure development projects, including projects developed within the Regional Solutions Program. In the 2013 legislative session, the Seismic Rehabilitation Grant Program was transferred from the Oregon Military Department to the OBDD Infrastructure program. Infrastructure also houses the Brownfields, Industrial Lands, and Broadband programs. Special payments (loans and grants) to local governments, the nine federally recognized tribes, and other entities represent over 90% of budgeted expenditures in this program area. Expenditures also include the Department's associated costs to administer the community development programs and debt service on revenue bonds the state has issued to finance community infrastructure loans. Infrastructure operations and programs are primarily funded with Other Funds revenues generated from revolving loan funds, including loan principal and interest repayments and investment earnings, as well as lottery revenue and general obligation bond proceeds. Federal Funds are received for the Community Development Block Grant and Brownfields programs. The program area includes 24% of the agency's employees.
- Oregon Arts Commission and the Oregon Cultural Trust – Foster the arts and cultural development in Oregon. The Arts Commission is responsible for a number of activities including: evaluating the impact of arts on Oregon's economy; distributing National Endowment for the Arts (NEA) funding to arts programs in Oregon; providing services to arts organizations, individual artists, and communities; and managing Oregon's Percent for Art Program. The program also operates the Trust for Cultural Development (Oregon Cultural Trust), which was established in 2001 to support the arts and culture of the state. This program area houses 7% of the agency's employees and all operating expenses relating to the Arts Commission and Cultural Trust, including personal services expenditures and services and supplies expenditures, as well as funds awarded to arts and cultural nonprofit organizations and individual artists. The Arts Commission is the only part of the agency budget that regularly receives General Fund to support its operations (General Fund is also provided to pay debt service on general obligation bonds). The remaining portions of the program budget are financed by Other Funds (including donations to the Cultural Trust) and Federal Funds from the National Endowment for the Arts.
- Film and Video Office – Semi-independent agency that receives pass-through Lottery Funds support in the OBDD budget to promote and support the film, video, and multimedia industries in Oregon. The Office is not part of the Department, and its employees are not included in the agency position count.
- Lottery and General Obligation Bond Debt Service – Used exclusively for debt service payments on outstanding lottery revenue bonds, Article XI-Q general obligation bonds, and Article XI-M and XI-N general obligation bonds. Debt service is funded almost entirely with Lottery Funds and General Fund, although Other Funds generated from bond interest earnings and excess proceeds are sometimes applied to pay debt service.

CSL Summary and Issues

The 2021-23 current service level budget for the Oregon Business Development Department decreases by \$104 million (9.63%) from the legislatively adopted budget for 2019-21. This reduction is driven by the phase-out of Other Funds expenditure limitation for prior biennia bond funding and the elimination of excess non-limited Other Funds in the base budget.

The current service level allows for standard inflationary increases for temporary appointments, overtime payments, unemployment assessments, and shift differential costs; adjusts vacancy savings, costs for Mass Transit Tax, and PERS pension obligation bonds. There are adjustments to Lottery Funds and Other Funds expenditure limitation for anticipated carry-forward of funding for committed projects that won't be fully expended in the 2019-21 biennium and for certain bond-funded projects (\$170 million).

Over \$263.5 million in expenditures authorized in the 2019-21 biennium were phased-out of the budget at current service level (see table attached for details) The majority of these are expenditures for proceeds of bond issuance that was approved in the 2019-21 biennium. As noted above, just under \$170 million of this amount is restored to the 2021-23 budget; \$161 million of that amount is for seismic rehabilitation grants.

Standard 4.3% inflationary rates are applied to most services and supplies accounts. 4.3% inflation rate applied to Special Payments. 5.7% inflation rate applied to non-state employee and professional services costs. Attorney General expenses are adjusted to account for a 19.43% increase in AG rates. State Government Surcharge rate adjustments are included as well.

Excess Other Funds Limitation

OBDD appears to be carrying excess Other Funds limitation in the current service level budget, particularly related to bond-funded grant and loan programs. This seems to have been the case for several biennia. The actual Other Funds limited expenditures when compared to budgeted expenditures show a significant amount of empty limitation. For the 2015-17 biennium, budgeted Other Funds expenditure limitation exceeded actual expenditures by \$260.1 million. For the 2017-19 biennium budgeted Other Funds expenditure limitation exceeded actual expenditures by \$204.3 million. After removing Other Funds limitation for expenditures funded from Coronavirus Relief Fund monies, the 2019-21 biennium projects actual Other Funds expenditures to be \$401.2 million less than budgeted. The disconnect is predominately related to expenditure limitation for bond funded projects. It is understandable that the agency would want to retain expenditure limitation for the entire amount of funding that they hold and expect to receive in a biennium, but it is unrealistic to think that the agency will actually expend the funds. This also sets up a situation where the backlog of funding, although it may be awarded or committed, is somewhat obscured in the budget. A further example of this is in how the agency presents the ending fund balance for Other Fund accounts. As an example, the agency provided a November 15th, 2020 statement of cash for the Seismic Grants program that stated an account balance of \$132.7 million, but since those amounts were fully awarded (although not drawn down), the Other Funds ending fund balance for the account is reported as zero. This zero-balance is also presented in the Other Funds balances report for the Joint Ways and Means Committee.

Policy Issues

As the state continues to deal with the Coronavirus pandemic, the ability of the agency to foster economic growth is likely to be strained. The agency will be required to continue to pivot to support existing economic engines and setting the stage for an eventual recovery. There is also a distinct probability that access to bond proceeds that have capitalized a number of the agency's funds and provide needed investments in Oregon's economy will not be available in the upcoming biennium.

Pandemic

There were several programs initiated and funded by the Legislature in response to the Coronavirus pandemic. The following table summarizes the funding provided. Additional detail and references to the associated legislative actions can be provided if needed.

Program	General Fund	Other Funds	Coronavirus Relief Funds	Total Funds	Positions	FTE
James and Marion Miller Foundation - Artist Relief Grants		\$1,250,000		\$1,250,000		
Commercial Rent Relief	\$93,800,000		\$9,200,000	\$103,000,000	0	1.00
Financial Assistance to Arts Organizations			\$25,984,872	\$25,984,872		
Financial Assistance to Small Business	\$2,800,000		\$43,100,000	\$45,900,000	5	1.05
Personal Protective Equipment for Small Businesses			\$15,000,000	\$15,000,000		
Rural Hospital Grants			\$33,800,000	\$33,800,000		
Rural Broadband Capacity Grants			\$20,000,000	\$20,000,000		
Technical Assistance to Woman and Minority Owned Businesses			\$5,000,000	\$5,000,000		
All Programs	\$96,600,000	\$1,250,000	\$152,084,872	\$249,934,872	5	2.05

The Miller Foundation grants are due to funding received by OBDD directly from the foundation and are not funded with Coronavirus Relief Funds transferred to the agency by the Department of Administrative Services. Of the \$93.8 million General Fund for the Commercial Rent Relief Program, \$3.0 million was provided to OBDD to fund the administrative costs of all of the programs. The four limited-duration positions that are shown in the table for Financial Assistance to Small Business were expanded to be available to the agency for the administration of all programs; the additional FTE count in the Commercial Rent Relief line is the explicit extension of the service time for these positions. All of these funds are currently anticipated to be expended by the end of the 2019-21 biennium.

Governor's Budget

The Governor's budget is dominated by proposals for programs using bond funding. The following table provides a summary of the proposed use of net bond proceeds and the anticipated resulting debt service for the upcoming biennium.

Program or Project Description	Policy Package Number	Proposed Bond Type	Net Proceeds	Bond COI	Debt Service	
					GF	LF
Broadband Infrastructure	90	General Obligation	\$100,000,000	\$1,300,000	\$4,340,000	
Seismic Rehabilitation Grants	106	General Obligation	\$160,000,000	\$1,615,000	\$12,706,910	
Unreinforced Masonry Buildings	90	Lottery	\$50,000,000	\$640,000		\$2,120,000
Wildfire Recovery Grants	90	Lottery	\$47,000,000	\$601,178		\$2,000,000
Brownfields Redevelopment Fund	105	Lottery	\$10,000,000	\$180,480		\$883,217
Special Public Works Fund	107	Lottery	\$50,000,000	\$648,200		\$4,372,879
Regional Infrastructure Fund	110	Lottery	\$40,000,000	\$580,221		\$3,505,525
Total			\$457,000,000	\$5,565,079	\$17,046,910	\$12,881,621

\$100 million Other Funds expenditure authority is included for proposed General Obligation bond funding for broadband infrastructure. No specific detail was immediately available. There may be proposed legislation tied to the proposal, but that has not yet been identified. Its notable that \$20.0 million of Coronavirus Relief Funds were allocated to OBDD during the June 2020 Emergency Board to provide grants for rural broadband capacity.

\$160 million Other Funds expenditure limitation is provided for seismic rehabilitation projects funded from General Obligation bond proceeds. The proposal allocates \$60 million of the funding for emergency service buildings, and \$100 million for School Districts. An additional \$1.615 million Other Funds expenditure limitation is included for bond issuance costs. Anticipated General Fund debt service of \$12,706,910 is included in the Debt Service program.

Other Funds Non-limited expenditure authority totaling \$97 million is included for proposed Lottery Bond proceeds of \$50 million for unreinforced masonry buildings and \$47 million for wildfire recovery grants. There is not yet information on the specifics of these proposals. The use of non-limited expenditure authority would indicate that the intention is to place the bond proceeds in the Special Public Works Fund. Bond issuance costs of \$2,519,832 Other Funds for both of these bonding proposals is included. The anticipated debt service for both of these bonding proposals is included in the Debt Service program; \$4.34 million General Fund and \$4,110,761 Lottery Funds.

Recapitalization of the Brownfields Redevelopment fund using \$10 million in net lottery bond proceeds is requested in the Governor's budget. An authorization for bond funding netting \$5 million was provided in the 2019-21 biennium, but due to reductions in Lottery Funds revenues, the spring 2021 bond sale remains on hold pending updated revenue forecasts.

The Governor's budget provides \$50 million Other Funds non-limited expenditure authority for the Special Public Works fund and \$684,200 Other Funds expenditure authority for bond issuance costs. The expenditure authority is for a proposed sale of \$50 million, net proceeds, of

Lottery revenue bonds for the recapitalization of the Special Public Works fund. Associated Debt Service of \$4,372,879 Lottery Funds is included in the Debt Service program.

There is also \$40 million non-limited Other Funds authority for a proposed re-capitalization of the Regional Infrastructure Fund using Lottery bonds. The fund provides a very flexible pool of monies for local infrastructure projects developed in conjunction with regional solutions offices. The projects are generally geared toward supporting economic recovery or growth, and job creation and retention. Other Funds expenditure limitation of \$580,221 is added for bond issuance costs and Lottery Fund debt service of \$3,505,525 is included in the Debt Service Program.

There is funding and position authority provided for the establishment of a Broadband Office in the Infrastructure program. Funding and position authority for the Broadband Office was established by HB 2173 (2019). The position authority that is proposed in the Governor's budget is problematic since HB 2173 had already established four positions and the positions being established here are in error. The agency has verified that the original positions have rolled up into the base budget, but with the same OF/LF funding split. HB 2173 had only provided the Lottery Funds support for the initial six months for each of the positions, following that period, the positions were to be funded from the Broadband Fund. The Broadband fund was to be established with HB 2184 (2019) but it did not pass and therefore the funding never materialized for the positions.

The proposed budget includes a package that carries-forward actions made by the Legislature during the second special session of 2020.

- Federal Funds expenditure limitation is increased by \$11 million for grant monies from the Economic Development Administration (EDA). The funding was made available through the Federal CARES Act. The EDA funds primarily capitalize the Entrepreneurial Development Loan Fund (EDLF) program, a program that makes loans available to small businesses and entrepreneurs working to establish a small business that have difficulty qualifying for loans from other lenders.
- Federal Funds expenditure limitation of \$18,378,268 is re-established in the Infrastructure division to expend monies carried forward to the 2021-23 biennium from increased federal funding under the Community Development Block Grant program that was made available during the 2019-21 biennium under the federal CARES Act.
- Adjustments are made to debt service obligations in the 2021-23 biennium due to reduction in Lottery revenue bonds and the increase in General Obligation bonds decrease Lottery Fund debt service by \$5,987,601 and increase General Fund debt service by \$3,264,156.
- Other Funds non-limited expenditure authority is increased by \$20.3 million for the expenditure of general obligation bond proceeds related to the Salem Drinking Water System Project.

There are three initiatives that were included by the Governor that were not included in the agency requested budget. These are:

- \$10 million General Fund to support the World Athletics Championship. There were no specific directions for the expenditure of the funds.

- \$10 million Lottery Funds to capitalize the Certification Office for Business Inclusion and Diversity Revolving Loan Fund. This fund does not currently exist and the operation of a revolving loan fund in this office would be a significant addition to the program. The details of how the fund would operate were not readily available, but there may be legislation yet to be brought forward by the Governor’s Office to provide a statutory framework for the use of the fund.
- \$10 million Lottery Funds for the Capital Access loan-loss reserve program.

Partially offsetting the funding increases above, the Governor included targeted reductions in several programs within the Business Innovation and Trade division totaling \$6.12 million Lottery Funds and \$526,794 General Fund. These reductions are:

- \$526,794 General Fund support for the Solar Development Incentive Fund
- \$2,733,744 Lottery Funds for the Oregon Manufacturing and Innovation Center (OMIC)
- \$1,846,202 Lottery Funds for Small Business Development Centers
- \$606,476 Lottery Funds for the Strategic Reserve Fund
- \$490,000 Lottery Funds for Industry Competitiveness Fund
- \$137,371 Lottery Funds for Oregon Innovation Council (OR InC)
- \$305,173 Lottery Funds for unspecified reductions to Services and Supplies expenditures

The budget continues, makes ongoing, and expands funding that was provided in the 2019-21 biennium to support entrepreneurship-based economic development in rural communities through the Rural Opportunity Initiative. The proposed \$2 million Lottery Funds is for grants only, the Operations division houses the administration of the program. The program received \$750,000 Lottery Funds in 2017-19 and 2019-21, and \$260,000 Lottery Funds through the Strategic Reserve Fund in 2015-17. A budget note was included in the agency’s 2019-21 budget requiring OBDD to provide a report to the Emergency Board on the efficacy and results of the program. The report was received and acknowledged by the Emergency Board as item 7 during the October 12, 2020 meeting. The report contained only anecdotal information as the reports from grant recipients were not due until November.

\$300,000 Lottery Funds is added for professional services contracts to provide for a trade office representative in Canada. The services are intended to provide promotion of Oregon small business exports to Canada and provide business development services to Oregon producers wanting to transact business with Canada

Lottery Funds of \$9 million are included to reestablish a grant program to provide grant funding to cultural-specific organizations serving underrepresented businesses. A similar program called the “Targeted Service Provider” (TSP) program was previously operated by the agency. This program would provide similar funding but would allocate the available funds through a competitive grant process. A \$3 million allocation of Coronavirus Relief Funds was provided to OBDD for the same purpose at the June 2020 meeting of the Emergency Board.

The budget continues a program of information technology modernization that includes the addition of two high-level IT positions:

- 1 IS Specialist 7 - Senior Application Developer
- 1 IS Specialist 8 - IT project manager

It appears that this package is part of a strategy of building an in-house IT team that includes application development and overall increase in information systems capability and management. The capacity that is being developed indicates a strong desire for comprehensive IS capabilities within the agency. In the prior biennium, \$550,000 was provided on a one-time basis for software and contracted project management for the replacement of the agency's legacy financial portfolio management system. An additional \$150,000 was added for ongoing annual software licensing. The positions are funded 85% Lottery Funds and 15% Other Funds. The lottery funds are directly budgeted, the Other Funds are transferred to Operations from other programs.

For the Film and Video Office, the Governor proposes to increase the tax credit auction limit for the benefit of the Oregon Production Investment Fund and the Greenlight Oregon Labor Rebate to produce \$12 million in additional funding.

Key Performance Measures

A copy of the OBDD Annual Performance Progress Report can be found on the LFO website

[https://www.oregonlegislature.gov/lfo/APPR/APPR_OBDD_2020-09-30%20\(1\).pdf](https://www.oregonlegislature.gov/lfo/APPR/APPR_OBDD_2020-09-30%20(1).pdf)

Detailed budget authority phased out at the current service level.

Sum of Amount	Column Labels			Grand Total
Row Labels	GF	LF	OF	Grand Total
Arts				
Bond Funded Projects				
Beaverton Arts Foundation - Reser Center			\$1,500,000	\$1,500,000
Beaverton Arts Foundation - Reser Center Bond COI			\$39,469	\$39,469
Lincoln City Cultural Center - Cultural plaza			\$1,500,000	\$1,500,000
Lincoln City Cultural Center - Cultural plaza Bond COI			\$39,469	\$39,469
Limitation carried forward from prior biennia			\$4,444,821	\$4,444,821
Bond Funded Projects Total			\$7,523,759	\$7,523,759
Cultural Project grants				
Cottage Theatre		\$375,000		\$375,000
High Desert Museum		\$250,000		\$250,000
Liberty Theater		\$1,000,000		\$1,000,000
Nikkei Legacy Center		\$500,000		\$500,000
Cultural Project grants Total		\$2,125,000		\$2,125,000
Arts Total		\$2,125,000	\$7,523,759	\$9,648,759
Business Innovation and Trade				
Bond Funded Projects				
Oregon Manufacturing Innovation Center (OMIC) bonds			\$3,390,000	\$3,390,000
Bond Funded Projects Total			\$3,390,000	\$3,390,000
Rural Opportunities Initiatives				
Rural Opportunities grants		\$750,000		\$750,000
Rural Opportunities Initiatives Total		\$750,000		\$750,000
Strategic Reserve Fund				
March 2020 Emergency Board Eastern Oregon Flooding - SRF	\$1,500,000			\$1,500,000
LF for SRF carried forward from 2017-19 to 2019-21		\$3,718,693		\$3,718,693
Strategic Reserve Fund Total	\$1,500,000	\$3,718,693		\$5,218,693
University Innovated Research Fund				
Expenditure limitation for grants			\$10,000,000	\$10,000,000
GF for deposit in fund	\$10,000,000			\$10,000,000
University Innovated Research Fund Total	\$10,000,000		\$10,000,000	\$20,000,000
Industry Competitiveness Fund				
LF carried forward from 2017-19 to 2019-21		\$120,025		\$120,025
Industry Competitiveness Fund Total		\$120,025		\$120,025
Business Innovation and Trade Total	\$11,500,000	\$4,588,718	\$13,390,000	\$29,478,718
Infrastructure				
Bond Funded Projects				
Brownfields Redevelopment			\$106,268	\$106,268
City of Mill City			\$1,880,000	\$1,880,000
City of Mill City - Bond COI			\$43,761	\$43,761
City of Salem drinking water			\$20,000,000	\$20,000,000
City of Salem drinking water - Bond COI			\$312,909	\$312,909
City of Sweethome wastewater			\$7,000,000	\$7,000,000
City of Sweethome wastewater - Bond COI			\$120,737	\$120,737
Hood River Waterfront Stormwater			\$1,700,000	\$1,700,000
Hood River Waterfront Stormwater - Bond COI			\$43,098	\$43,098
Levee Project Grant Fund			\$15,000,000	\$15,000,000
Levee Project Grant Fund - Bond COI			\$278,251	\$278,251
Port of Coos Bay channel project			\$15,000,000	\$15,000,000
Port of Coos Bay channel project - Bond COI			\$278,251	\$278,251
Warm Springs wastewater treatment upgrade			\$7,800,000	\$7,800,000
Warm Springs wastewater treatment upgrade - Bond COI			\$123,719	\$123,719
Regional Infrastructure Grant Program Bond Proceeds			\$8,997,968	\$8,997,968
Crescent Sanitation District			\$3,000,000	\$3,000,000
Bond Funded Projects Total			\$81,684,962	\$81,684,962
Seismic Rehabilitation Grants				
Bond COI			\$1,510,000	\$1,510,000
Emergency Service Facilities			\$20,000,000	\$20,000,000
Schools			\$100,000,000	\$100,000,000
Seismic Rehabilitation funds from prior biennia			\$14,861,399	\$14,861,399
Seismic Rehabilitation Grants Total			\$136,371,399	\$136,371,399
Special Public Works Fund				
Bond COI			\$442,362	\$442,362
March 2020 E-Board City of Pendleton levee	\$1,800,000			\$1,800,000
Special Public Works Fund Total	\$1,800,000		\$442,362	\$2,242,362
Infrastructure project grants				
City of Astoria		\$1,000,000		\$1,000,000
City of Sandy		\$500,000		\$500,000
Levee Ready Columbia		\$500,000		\$500,000
Port of Port Orford		\$1,600,000		\$1,600,000
Tide Gates and Culvert Repair		\$1		\$1
Infrastructure project grants Total		\$3,600,001		\$3,600,001
Infrastructure Total	\$1,800,000	\$3,600,001	\$218,498,723	\$223,898,724
Operations				
Financial Portfolio Management System				
Project Management and software		\$467,500	\$82,500	\$550,000
Financial Portfolio Management System Total		\$467,500	\$82,500	\$550,000
Operations Total		\$467,500	\$82,500	\$550,000
Grand Total	\$13,300,000	\$10,781,219	\$239,484,982	\$263,576,201