

## Business Incentives and Economic Development Expenditures: An Overview of Illinois's Program Investments and Outcomes

## **Summary**

Across the country, state economic development incentives have evolved into a complex mixture of programs with diverse structures and goals. The Council for Community and Economic Research (C2ER) and the Center for Regional Economic Competitiveness (CREC) have been working to catalog and document the range of available state programs through the C2ER State Business Incentives Database, which includes detailed information about almost 2,000 stateadministered incentive programs from every state; and the C2ER State Economic Development Expenditures Database, a compilation of economic development expenditure budget data from every state. This report builds on that work by taking a deeper look at Illinois's full array of incentive programs and includes an analysis of the available outcome data that is used by state policymakers and program administrators to gauge program effectiveness.

In order to create a comprehensive picture of the economic development landscape, we reviewed and culled data from a range of state statutes, reports, and websites. The numbers contained in this report are CREC and C2ER's best estimate of the dollars spent on economic development incentives at the state level in Illinois.

The Center for Regional Economic Competiveness (CREC) is working with The Pew Charitable Trusts (Pew) on the Business Incentives Initiative. This initiative engages forwardthinking teams of economic development policymakers and practitioners from six states. These leaders are working together to identify effective ways to manage and assess economic development incentive policies and practices, improve data collection and reporting on incentive investments, and develop national standards. The initiative is supported by a grant from the Laura and John Arnold Foundation.

In Fiscal year (FY) 2014, the most recent year for spending data are available for all program types, the state spent \$124.0 million on economic development program expenditures and \$1.4 billion on economic development tax expenditures.<sup>1</sup>

#### Overview of Business Incentives

Illinois manages a moderate number of incentive programs, with a total of 29 active programs as of December 2015. The C2ER State Business Incentives Database defines state business incentives as state-administered programs designed to influence business investment behaviors. <sup>2</sup> States design their





<sup>&</sup>lt;sup>1</sup> Please see Appendices for detailed lists of all items included in this report as incentives, economic development program expenditures, and economic development tax expenditures.

<sup>&</sup>lt;sup>2</sup> The C2ER State Business Incentives Database definition of business incentives may differ from the definition used by the state of Illinois.

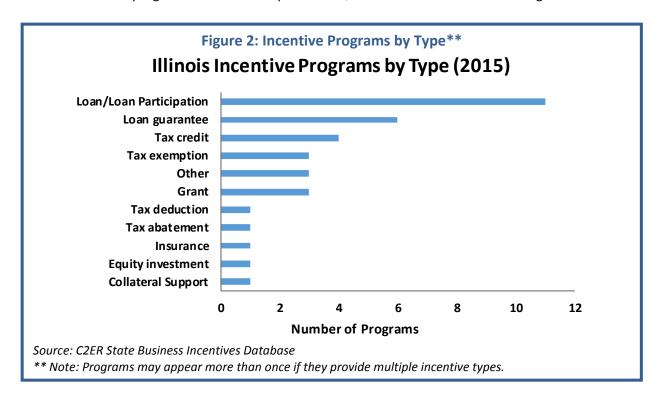


Figure 1: Illinois State Business Incentives by Agency, 2015

State Agency	Number of Programs
Illinois Finance Authority	14
Illinois Department of Commerce and Economic Opportunity	10
Illinois Clean Coal Institute	1
Illinois Department of Revenue	1
Illinois Environmental Protection Agency	1
Illinois State Treasurer's Office	1
Illinois Film Office	1
Source: C2ER State Business Incentives Database	

programs to influence these behaviors through tax incentives and non-tax programs such as grants, loans, business assistance, and other investment vehicles. These incentives help businesses address one or more needs, such as capital access, workforce preparation, technology transfer, site facility improvements, and so forth.

Currently, the Illinois Finance Authority administers a majority of Illinois's incentive programs (See Figure 1.) Previously, the Department of Commerce and Economic Opportunity (DCEO) managed the largest number of active programs, but around 15 of DCEO's programs were recently deactivated due to an impending budget deficit and an ongoing fiscal impasse over the approval of the state's FY 2016 budget. In June 2015 Governor Bruce Rauner announced the suspension of all new applications for business incentive programs in order to help reduce a \$4 billion deficit in the state budget.

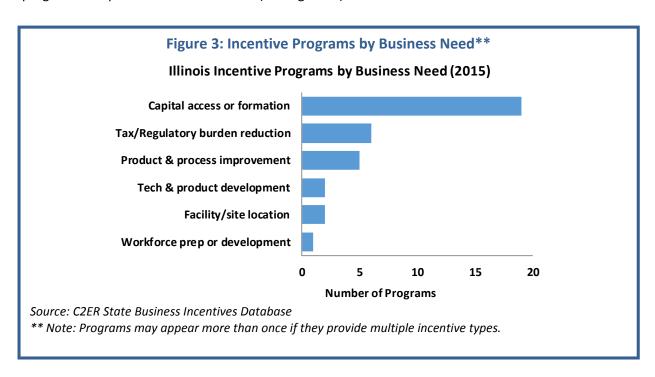






Once a full spending plan for the fiscal year is approved, some of Illinois's currently inactive incentive programs could be reactivated. As of December, the state legislature and governor have not agreed to a budget for FY2016, but have instead maintained funding of most government functions through pre-existing legislation. However, in November the Governor announced that DCEO would resume approvals of the Economic Development for a Growing Economy (EDGE) Tax Credit, the state's primary business incentive, and the Film Production Tax Credit.

As a result of the substantial reduction of the state's tax incentive portfolio, the largest portion of Illinois's business incentives is currently for providing businesses with loans and financing (See Figure 2.) Most of these loan programs have been in existence for over a decade. Grants and tax incentives make up a smaller number of programs. Similarly, the largest business need fulfilled by Illinois's incentive programs is capital access or formation (See Figure 3.)



Overall, Illinois's incentives place less of a focus on tax incentives compared to many other states, as tax incentives represent 45 percent of all state business incentive programs across the nation. Even before the recent changes to its incentive portfolio, Illinois had fewer tax incentive programs compared to other states. Most of the recently inactivated programs were actually grants focused on attracting businesses in particular industries. Two of the remaining tax incentive programs Illinois administers, the River Edge Redevelopment Program and the Illinois Historic Preservation Tax Credit, are set to expire in 2016.







## **Economic Development Program Expenditures**

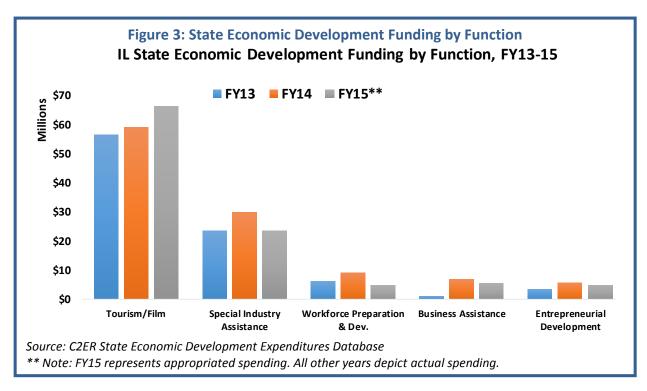
development program expenditures reveals how various state agencies outlay money for economic development programs. Expenditures fall into 15 functional areas for economic development defined by the C2ER State Economic Development Expenditures Database.<sup>3</sup>

Examining Illinois's budget for economic

According to Illinois's FY 2016 State Budget, which details actual FY 2014 spending, the state spent \$124.0 million<sup>4</sup> on economic development in FY 2014. This level of spending represents an average of \$298 per business, which is considerably lower than the median average of \$877 per business spent in other states for that fiscal year. All of Illinois's economic development expenditures went to the Department of Commerce and Economic Opportunity and Department of Agriculture.

# State Economic Development Expenditures Function Areas

- Business Finance
- Strategic Business Attraction Fund
- Business Assistance
- International Trade and Investment
- o Domestic Recruitment/Out-of-State
- Workforce Preparation & Development
- Technology Transfer
- Entrepreneurial Development
- Minority business development
- Community Assistance
- Tourism/Film
- Special Industry Assistance
- Program Support
- Administration
- Other Program Areas



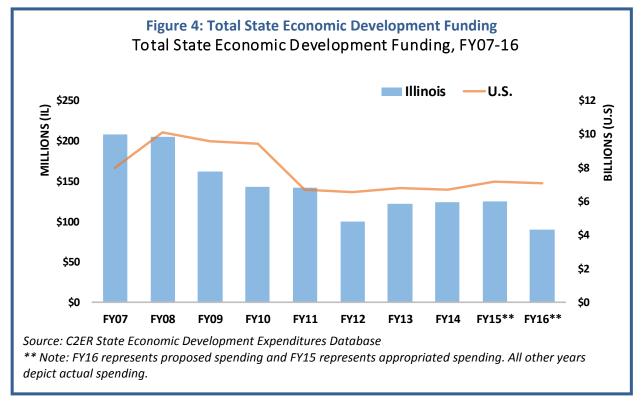
<sup>&</sup>lt;sup>3</sup> See Glossary definitions here - http://www.stateexpenditures.org/about/Definition of ED Functions.pdf

<sup>&</sup>lt;sup>4</sup> This total excludes all federal and local economic development expenditures.









The Department of Commerce and Economic Opportunity received the bulk of funding, with around 90 percent of total state spending.

In comparison to economic development expenditures nationally, in FY 2014 Illinois spent a greater proportion of its budget (relative to other states) on programs related to entrepreneurial development, international trade and investment, tourism and film, and special industry assistance, and a lower share on programs related to community assistance, business assistance, business finance, and workforce development.

After FY 2007 and FY 2010, economic development spending sharply dropped in Illinois, decreasing from \$204 million in FY 2008 to \$162 million in FY 2010, with major decreases in spending on domestic recruitment, community assistance, business assistance, technology transfer, and minority business development. Funding for several state economic development programs was eliminated in FY 2009, including the Innovation Challenge Grant Program and the High Growth and Emerging Small Business Loan and Grant Program.

Economic development program expenditures then decreased to their lowest point in FY 2012 before increasing gradually and remaining steady over the next three fiscal years. This was due to large increases in spending on tourism and special industry assistance, especially energy industry-related programs, like the Ethanol Fuel Research and Coal Technology Development Assistance programs. However, state spending has yet to reach pre-Recession spending levels. This is fairly consistent with national trends in economic development spending, as most states decreased spending in FY 2011 following the Great Recession and have since made very gradual spending increases. According to the FY 2016 Proposed State Budget, the state's economic development spending is projected to be \$89 million









in FY 2016, representing a 28 percent decrease from FY 2015 and a very substantial 57 percent decrease from FY 2007 spending levels. (See Figure 5.)

## **Economic Development Tax Expenditures**

Tax expenditures can be defined as "revenue losses attributable to tax provisions that often result from the use of the tax system to promote social goals without incurring direct expenditures." Economic development tax expenditures in this context represent those tax provisions that use the state tax system to promote business investments that promote state economic priorities.

The <u>Illinois Tax Expenditure Report</u> for FY14, published by the Illinois Comptroller in August 2015, was used for the analysis in this section. Data was collected by reviewing and recording all line items in the report related to economic development, including all tax credits, abatements, deductions, and exemptions that are designed to influence business investment behaviors.

In FY 2014, the state of Illinois's economic development tax expenditures totaled approximately \$1.4 billion, which was much greater than the \$124 million Illinois invested in economic development program expenditures for that fiscal year. Illinois administered its tax expenditures related to economic development primarily through the Department of Revenue, although for some incentives, state agencies like DCEO were involved in marketing the incentives and evaluating applicants for discretionary incentives. Fifty-six percent of the revenue lost from tax expenditures came from tax exemptions. The rest of Illinois's tax expenditures were tax credits, tax abatements, and tax deductions.

For FY 2014, approximately 75 percent of Illinois's economic development tax expenditures were directed towards special industry assistance. About one-third of these expenditures to industries went to agriculture and another one-third went to the utilities industry for primarily for assisting with gas, ethanol, or gasohol production. The remainder of tax expenditures fell under the goals of business assistance, community assistance, domestic recruitment, technology transfer, international trade and investment, and workforce preparation and development. The largest of these of these other functions was community assistance, which represented about 14 percent of tax expenditures largely for programs in enterprise zones.

## **Analysis of Outcome Data**

Over the past decade, Illinois has been moving toward ensuring greater transparency and effective evaluation of its economic development programs. Since 2004, DCEO has complied with the Corporate Accountability for Tax Expenditures Act, which requires that any recipient of economic development assistance from a state granting body must report annually on the progress of the project's job creation commitments. The act has helped provide substantial analysis of Illinois's economic development efforts.

<u>The State of Illinois Corporate Accountability</u> webpage contains annual reports on each company that has been recently awarded economic assistance. The reports on the previous year are released annually

<sup>&</sup>lt;sup>5</sup> Tax Expenditures: What are they and how are they structured? Tax Policy Center. Accessed November 25, 2014 at: www.taxpolicycenter.org/briefing-book/background/shelters/expenditures.cfm







on June 1st. The report contains information about the company's location and services, the number of full-time and part-time job, the change in the number of jobs for each classification, and the average salary of the jobs in each classification. On the webpage, these reports can be classified by which economic development program provides the assistance.

Every year, Illinois releases its <u>Annual Report of Recapture by Program</u>, a brief report listing the number of companies receiving benefits from each state incentive program and the number that have successfully met the employment goal set (known as recapture) when the company received economic assistance. One limit of the *Report of Recapture by Program* is that it does not include any monetary values for the money spent on companies that have or have not recaptured the value of the investment, only the number of programs at each stage of recapture efforts.

In 2013, the state passed <u>legislation</u> which requires that DCEO develop a strategic economic development plan, to be updated annually and fully reviewed every five years. As part of this initiative, the legislation established the Illinois Business Development Council, a new commission to help guide the creation of the economic development plan and develop a marketing strategy for business attraction. The legislation also includes increased transparency requirements for businesses receiving state tax breaks, including collecting information from any corporations receiving financial incentives under most of the state's economic development programs.

The statute requires businesses receiving grants or tax incentives to report on a quarterly and annual basis the number of jobs created or retained as a result of the incentives, with additional details on wages and job classifications required in the annual report. In addition to this legislation, some incentives have other requirements as part of the application evaluation and compliance processes. Companies applying for tax incentives through the EDGE Tax Credit have to have an outside audit showing they created the promised jobs before they receive the credit.<sup>6</sup>

In January 2014, the Illinois General Assembly's Commission on Government Forecasting and Accountability released the report Illinois Tax Incentives. The report examines Illinois' current tax incentives and economic growth programs, the state's business tax climate, and the importance and effectiveness of tax incentives for state businesses. Although the report had mixed conclusions about the overall effectiveness of the state's incentives, it may have influenced the 2015 decision to deactivate a large portion of the Illinois incentive portfolio.

#### **Conclusion**

Following the recent reduction to its incentive portfolio, Illinois currently administers a moderate number of incentives, with an emphasis on non-tax over tax incentives. The state's economic development program spending per business establishment in the state is similarly very low, with spending projected to decrease further in FY 2016. The bulk of the state's current economic development expenditures are through tax expenditures, especially agricultural and manufacturing tax exemptions.

<sup>&</sup>lt;sup>6</sup>Crain's Chicago Business. Illinois among states doing little to no evaluation of tax breaks' effectiveness (2012). Accessed at: http://www.chicagobusiness.com/article/20120412/NEWS02/120419930/illinois-among-states-doing-little-to-no-evaluation-of-tax-breaks-effectiveness







Although Illinois has made progress over the past few years in developing a more comprehensive process for examining the outcomes of its incentive portfolio, the state's current budget crisis has resulted in a substantial pull back of the state's economic development efforts. This uncertainty as to the future of many well-established programs presents challenges to the state's economic development agencies for both administering and effectively evaluating their initiatives.







## **Appendix A: Full List of Illinois State Business Incentives (2015)**

Program Name	Program Provider	Type	Business need
AgInvest Long Term Loan	Illinois State Treasurer's	Loan/Loan	Capital access or
Program	Office	Participation	formation
Agri-Debt Restructuring	Illinois Finance Authority	Loan/Loan	Product & process
Guarantee Program		Participation;	improvement
		Loan guarantee	
Beginning Farmer Bond Program	Illinois Finance Authority	Loan/Loan	Capital access or
		Participation	formation; Product &
			process improvement
Business and Industry	Illinois Finance Authority	Loan/Loan	Capital access or
Participation Loan Program		Participation	formation
Capital Access Program (CAP)	Illinois Department of	Insurance	Capital access or
	Commerce and		formation
Coal Demonstration Program	Economic Opportunity Illinois Department of	Grant	Tech & product
Coal Demonstration Program	Commerce and	Grant	development
	Economic Opportunity		development
Coal Research & Development	Illinois Clean Coal	Grant	Tech & product
Program	Institute	Grant	development
-		Collateral	
(11)	Commerce and	Support	formation
	Economic Opportunity		
Conditional Direct Loan	Illinois Department of	Loan/Loan	Capital access or
	Commerce and	Participation	formation
	Economic Opportunity		
Economic Development For a	Illinois Department of	Tax credit	Tax/Regulatory burden
Growing Economy Tax Credit	Commerce and		reduction
7 7 7	Illinois Finance Authority	Other	•
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Illinois Coal Research Program	Illinois Department of		
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	Economic Opportunity		
Collateral Support Program (CSP)  Conditional Direct Loan  Economic Development For a	Illinois Department of Commerce and Economic Opportunity Illinois Department of Commerce and Economic Opportunity Illinois Department of Commerce and Economic Opportunity Illinois Finance Authority	Participation  Tax credit  Other  Loan/Loan Participation	Capital access or formation  Capital access or formation  Tax/Regulatory burden





Illinois Film Production Services Tax Credit	The Illinois Film Office	Tax credit	Product & process improvement; Workforce prep or development
Illinois Historic Preservation Tax Credit	Illinois Department of Commerce and Economic Opportunity	Tax credit	Tax/Regulatory burden reduction
Industrial Development Revenue Bond Program	Illinois Finance Authority	Other	Capital access or formation
Invest Illinois Venture Fund (IIVF)	Illinois Department of Commerce and Economic Opportunity	Equity investment	Capital access or formation
Participation Loan Program	Illinois Department of Commerce and Economic Opportunity	Loan/Loan Participation; Loan guarantee	Capital access or formation
River Edge Redevelopment Program	Illinois Department of Commerce and Economic Opportunity	Tax abatement; Tax credit; Tax deduction; Tax exemption	Facility/site location; Tax/Regulatory burden reduction
Rural Development Loan Program	Illinois Finance Authority	Loan/Loan Participation	Capital access or formation
Sales Tax Incentives	Illinois Department of Revenue	Tax exemption	Product & process improvement; Tax/Regulatory burden reduction
Solid Waste Disposal Revenue Bond Program	Illinois Finance Authority	Loan/Loan Participation	Product & process improvement
Specialized Livestock Guarantee Program	Illinois Finance Authority	Loan guarantee	Capital access or formation
State Guarantee Program for Agri-Industries	Illinois Finance Authority	Loan guarantee	Capital access or formation
State Revolving Fund (SRF)	Illinois Environmental Protection Agency (EPA)	Loan/Loan Participation	Capital access or formation
Working Capital Guarantee Program	Illinois Finance Authority	Loan guarantee	Capital access or formation
Young Farmer Guarantee Program	Illinois Finance Authority	Loan guarantee	Capital access or formation







## **Appendix B: IL Economic Development Program Expenditures (2014)**

Function	Activity	Agency	Program	Total State Funding
Administration	Info systems, accounting, human resources, etc.	Department of Commerce and Economic Opportunity	Capital Program Administrative Expenses	\$1,895,100
Administration	Info systems, accounting, human resources, etc.	Department of Commerce and Economic Opportunity	General Administrative Operational Expenses	\$6,094,000
Business Assistance	Small business dev. (e.g., SBDCs)	Department of Commerce and Economic Opportunity	Small Business Development Act	\$1,527,000
Business Assistance	Other Business Assistance	Department of Commerce and Economic Opportunity	Business and Community Development	\$5,065,000
Community assistance	Grants to local/regional dev. orgs.	Department of Commerce and Economic Opportunity	Organizations Related to Workforce and Economic Development	\$112,900
Community assistance	Technical assistance/capacity building to communities (including rural)	Department of Commerce and Economic Opportunity	Rural Affairs Institute at Western Illinois University	\$160,000
Entrepreneurial Development	Other Entrepreneurial Development	Department of Commerce and Economic Opportunity	Office of Entrepreneurship and Small Business	\$5,500,000
International Trade and Investment	Other International Trade and Investment	Department of Commerce and Economic Opportunity	Office of Trade and Investment	\$1,493,900
International Trade and Investment	Export promotion (excl. overseas representation)	Department of Commerce and Economic Opportunity	New and Expanding International Markets for Illinois Business and Industries	\$1,848,500
Program Support	Economic research	Department of Commerce and Economic Opportunity	Economic Research in the State of Illinois	\$4,000







Special Industry Assistance	Racing and gaming	Department of Agriculture	Promotion of the Illinois Horseracing and	\$7,100
			Breeding Industry	
Special Industry Assistance	Biotechnology/life sciences	Department of Agriculture	Promote, Develop and Enhance the Biotechnology Industry in Illinois	\$99,500
Special Industry Assistance	Agriculture/agribusiness	Department of Commerce and Economic Opportunity	Illinois Grape and Wine Industry Grants	\$150,000
Special Industry Assistance	Energy and environment	Department of Commerce and Economic Opportunity	Ethanol fuel research program	\$324,200
Special Industry Assistance	Racing and gaming	Department of Agriculture	County Fair and State Fair Horseracing	\$329,300
Special Industry Assistance	Agriculture/agribusiness	Department of Agriculture	Encourage and Aid County Fairs and Other Agricultural Societies	\$1,798,600
Special Industry Assistance	Agriculture/agribusiness	Department of Agriculture	Promotion and Marketing of Illinois Agriculture and Agricultural Exports	\$2,264,300
Special Industry Assistance	Racing and gaming	Department of Agriculture	Illinois Horse Racing Act	\$2,794,500
Special Industry Assistance	Energy and environment	Department of Commerce and Economic Opportunity	Illinois Green Economy Network	\$2,966,000
Special Industry Assistance	Energy and environment	Department of Commerce and Economic Opportunity	Illinois Coal Technology Development Assistance Act	\$19,110,700
Technology Transfer	Modernization/mfg. extension	Department of Commerce and Economic Opportunity	DCEO Technology-Based Programs	\$2,500,000
Tourism/Film	Tourism promotion (exc. Advertising)	Department of Commerce and Economic Opportunity	Promote international tourism	\$9,600
Tourism/Film	Major events/festivals	Department of Commerce and Economic Opportunity	Illinois State Fair Ethnic Village	\$19,200







Tourism/Film	Tourism development	Department of Commerce and Economic	Regional Tourism Development Organizations	\$528,000
Tourism/Film	Tourism promotion (exc. Advertising)	Opportunity Department of Commerce and Economic Opportunity	Illinois Tourism Promotion	\$659,200
Tourism/Film	Major events/festivals	Department of Agriculture	DuQuoin State Fair Entertainment, Including the Percentage Portion of Entertainment Contracts	\$683,200
Tourism/Film	Tourism development	Department of Commerce and Economic Opportunity	Tourism Matching Grant Program: Counties Over 1,000,000 in Population	\$697,100
Tourism/Film	Major events/festivals	Department of Agriculture	County Fair and Exposition Authorities	\$900,000
Tourism/Film	Film Promotion	Department of Commerce and Economic Opportunity	Advertising and Promoting Illinois as a Filming Destination	\$1,111,300
Tourism/Film	Tourism development	Department of Commerce and Economic Opportunity	Tourism Matching Grant Program: Counties Under 1,000,000 in Population	\$1,174,500
Tourism/Film	Tourism development	Department of Commerce and Economic Opportunity	Tourism Attraction Development Grant Program	\$2,013,300
Tourism/Film	Tourism development	Department of Commerce and Economic Opportunity	Convention and Tourism Bureaus: Chicago Tourism Council	\$2,694,900
Tourism/Film	Tourism advertising	Department of Commerce and Economic Opportunity	Advertising and Promoting of Illinois Tourism in International Markets	\$3,731,800
Tourism/Film	Tourism promotion (exc. Advertising)	Department of Commerce and Economic Opportunity	International tourism	\$3,934,400
Tourism/Film	Tourism development	Department of Commerce and	Tourism Operational Expenses	\$3,945,500







		Economic		
		Opportunity		
Tourism/Film	Major events/festivals	Department of Agriculture	Operation of the Illinois State Fair, Including Entertainment and the Percentage Portion of Entertainment Contracts	\$4,998,100
Tourism/Film	Tourism development	Department of Commerce and Economic Opportunity	Statewide Tourism Promotion and Development	\$7,192,600
Tourism/Film	Tourism development	Department of Commerce and Economic Opportunity	Convention and Tourism Bureaus: Outside of Chicago	\$12,276,700
Tourism/Film	Tourism advertising	Department of Commerce and Economic Opportunity	Advertising and Promoting of Tourism Throughout Illinois	\$12,559,500
Workforce Preparation & Dev.	Customized training	Department of Commerce and Economic Opportunity	Job Training Programs	\$8,812,500
			TOTAL	\$123,986,000







## **Appendix C: IL Economic Development Tax Expenditures (2014)**

Description	Total Funds
Angel Investment Credit	\$494,000
Biodiesel Discount and Exemption	\$144,000,000
Building Materials within Enterprise Zone, River Edge Redevelopment Zone, and Intermodal Terminal Facility Redevelopment Project Exemption	\$18,753,000
Designated Tangible Personal Property within Enterprise Zone Exemption	\$21,108,000
Economic Development for a Growing Economy Tax Credit (Individual and Corporate Income Tax Credit)	\$96,535,000
Enterprise Zone and Foreign Trade Zone Exemption (Electricity Excise Tax)	\$22,640,000
Enterprise Zone and Foreign Trade Zone Exemption (Telecommunications Excise Tax)	\$3,805,000
Enterprise Zone and River Edge Redevelopment Zone Investment Credit (Individual and Corporate Income Tax)	\$20,524,000
Enterprise Zone Revenue Exemption	\$21,000
Farm Chemicals (Includes Feed and Seed) Exemption	\$255,000,000
Farm Implement Exemption - Ready Mix Exemption	\$1,000,000
Farm Machinery and Equipment Exemption	\$81,000,000
Film Production Services Credit (Corporate Income Tax)	\$44,928,000
Foreign Trade Zone Dividends Subtraction	\$67,934,000
Gas Used in Liquefaction Process	\$10,269,000
Gas Used in Petroleum Refinery Process	\$8,046,000
Gas Used in Production of Electrical Energy	\$11,045,000
Gas Used in Production of Fertilizer	\$2,826,000
Gasohol Discount	\$136,000,000
Graphic Arts Machinery and Equipment Exemption	\$10,000,000
High Economic Impact Business Dividend Subtraction	\$333,000
High Economic Impact Business Investment Credit	\$162,000
High Impact Business Building Materials Exemption	\$2,921,000
High Impact Business Electricity Excise Tax Exemption	\$1,127,000
High Impact Business Exemption (Gas Revenue and Telecommunications Excise Tax)	\$1,325,000
High Impact Business Investment Credit	\$29,000
Illinois New Markets Tax Credit	\$12,007,000
Liquefied Propane Gas Exemption	\$29,000
Majority Blended Ethanol	\$1,300,000
Manufacturer's Purchase Credit	\$36,000,000
Manufacturing and Assembling Machinery and Equipment Exemption	\$168,000,000







Purchase of Electricity Generated by Solid Waste Energy Facility Credit (Gas	\$17,212,000
Revenue Tax)	
Research and Development Credit (Individual and Corporate Income Tax)	\$62,060,000
Retailer's Discount	\$131,000,000
Veterans Jobs Credit (Individual and Corporate Income Tax)	\$419,000



