

ROADS AND BRIDGES



Minnesota's highways are critical for moving people and products throughout the state.

The state's roadway network represents an asset worth billions of dollars.

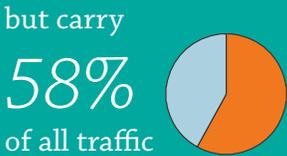
Minnesota's roadway network includes:



and 20,265 bridges



Minnesota's roadway network includes state highways, county roads and highways, and city and township streets and roads.



The state has **3.9 million licensed drivers**, who own approximately **4.8 million registered vehicles.**

Highway and Bridge Needs

Almost 90 percent of Minnesota roads are locally managed, with 34 percent under county jurisdiction. The County System is comprised of 45,000 miles and represents 41 percent of vehicle miles traveled in the state. It is divided into two systems: the County State Aid Highway System (CSAH) and the County Roads System.

Municipal streets make up approximately 14 percent of roadways in Minnesota. The city system is comprised of over 19,000 miles and represents 14 percent of vehicle miles traveled. It is divided into two systems, the Municipal State Aid System (MSA) and the City Street System.



According to the Transportation Finance Advisory Committee (TFAC) report issued in December of 2012, **Minnesota faces a funding gap** between the amount of revenue projected to be available and the amount of funding needed just to maintain the current state highway and bridge system.



To merely maintain the current state highway and bridge system, the state is short **\$250 million per year for the next 20 years**. In order to improve and expand highways in some key corridors, the state is short **\$600 million per year for the next 20 years**.



On the local road and bridge system, TFAC estimates the **funding shortfall at \$450 million per year to maintain the current system and \$850 million per year to improve the system**.

Highway Funding

Relevant Portions of the Minnesota Constitution, *from Article XIV*

SEC. 5. - HIGHWAY USER TAX DISTRIBUTION FUND

There is hereby created a highway user tax distribution fund **to be used solely for highway purposes** as specified in this article. The fund consists of the proceeds of any taxes authorized by sections 9 and 10 of this article. The net proceeds of the taxes shall be apportioned: **62 percent to the trunk highway fund; 29 percent to the county state-aid highway fund; nine percent to the municipal state-aid street fund.** Five percent of the net proceeds of the highway user tax distribution fund may be set aside and apportioned by law to one or more of the three foregoing funds.

SEC. 9. - TAXATION OF MOTOR VEHICLES

The legislature by law may tax motor vehicles using the public streets and highways on a more onerous basis than other personal property. Any such tax on motor vehicles shall be in lieu of all other taxes thereon, except wheelage taxes imposed by political subdivisions solely for highway purposes. The legislature may impose this tax on motor vehicles of companies paying taxes under the gross earnings system of taxation notwithstanding that earnings from the vehicles may be included in the earnings on which gross earnings taxes are computed. **The proceeds of the tax shall be paid into the highway user tax distribution fund.**

SEC. 10. - TAXATION OF MOTOR FUEL

The legislature may levy an excise tax on any means or substance used for propelling vehicles on the public highways of this state or on the business of selling it. The proceeds of the tax shall be paid into the highway user tax distribution fund.

SEC. 13. - MOTOR VEHICLE SALES TAX ALLOCATION

The revenue apportioned in section 12 must be allocated for the following transportation purposes: not more than 60 percent must be deposited in the highway user tax distribution fund, and not less than 40 percent must be deposited in a fund dedicated solely to public transit assistance as defined by law.

HIGHWAY FUNDING (FY 2013)



Fuel Tax
\$860 M



Motor Vehicle Registration (tab fees)
\$622.6 M



Motor Vehicle Sales Tax (MVST)
\$358.7 M

Highway User Tax Distribution Fund (HUTDF)

\$1.807B



Federal Highway Funds
\$550.7M

Trunk Highway Fund
\$1.678 B

62%

29%

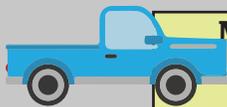
95%
Distribu-
tion

9%

5%
Set
Aside

53.5%

46.5%



Motor Vehicle Lease Sales Tax (MVLST)
14.4 M

County State Aid Fund (CSAH)
\$605 M

Municipal State Aid Fund (MSAS)
\$155 M

Flexible Highway Account
\$48 M

Town Road Account and Town Bridge Account
\$41.6 M

Revenue Sources



FEDERAL HIGHWAY FUNDS

All states collect the federal fuel tax (18.4 cents per gallon) along with other taxes and fees imposed on fuel and collected at the pump. This revenue is remitted to the federal government and deposited in the federal Highway Trust Fund. Congress typically enacts a multi-year transportation authorization act along with annual appropriations bills that include a distribution of funds from the federal Highway Trust Fund to the states. Minnesota receives a significant amount of highway construction dollars from federal funds. In recent years, Minnesota has received more money back in federal funds than it has contributed to the federal Highway Trust Fund.



MINNESOTA FUEL TAX

Minnesota's Constitution allows for the collection of a tax on any substance (fuel) used in vehicles and on the business of selling the fuel – or a gross receipts tax. Minnesota's current tax rate on gasoline and diesel fuel is 28.5 cents per gallon. The current fuel tax is collected at the wholesale level from approximately 423 petroleum distributors. Collecting the tax at the wholesale level provides significant administrative efficiencies with only about 2% of the revenue used for administrative purposes. All proceeds are deposited in the Highway User Tax Distribution Fund and are used for a highway purpose.

Minnesota Fuel Tax Rates	
Special Fuel	Current Tax
Gasoline and diesel fuel	28.5¢ per gallon
Liquified petroleum	21¢ per gallon
Liquified natural gas	16.8¢ per gallon
Alcohol	28.5¢ per gallon
Compressed natural gas	0.2435¢ per cubic foot
E-85	19.8¢ per gallon
Kerosene	28.5¢ per gallon
Biodiesel	28.5¢ per gallon

862 LGJ MOTOR VEHICLE REGISTRATION TAX

More commonly referred to as license tab fees, this revenue is collected annually and is based on a percentage (1.25%) of the value of a motor vehicle along with a \$10 charge. The full tax rate is charged for the first year of vehicle life and is then reduced each year according to a depreciation schedule to reflect the loss of value as vehicles age. Vehicles that are ten years old or older are charged a flat \$35 annual fee. All proceeds from the tax are deposited in the Highway User Tax Distribution Fund and are used for a highway purpose.



MOTOR VEHICLE SALES TAX (MVST)

The motor vehicle sales tax (6.5%) is charged instead of the general sales tax on new and used motor vehicles and is constitutionally dedicated thanks to the passage of a constitutional amendment in 2006. The constitution directs no more than 60% of the revenue to the Highway User Tax Distribution Fund (HUTDF) and no less than 40% of the revenue to public transit assistance. State statute currently requires that 60% of the revenue be deposited in the HUTDF, 36% to Metropolitan Area Transit and 4% to Greater Minnesota Transit.



MOTOR VEHICLE LEASE SALES TAX (MVLST)

A portion of the sales tax (6.87%) collected on vehicles that are leased as opposed to purchased is statutorily dedicated to transportation. After the first \$32 million is deposited in the general fund, the remaining dollars are split with 50% allocated to county highways in five counties (excludes Hennepin and Ramsey) in the Twin Cities Metropolitan area and 50% to Greater Minnesota Transit.

METRO AREA TRANSIT NEEDS



Transit service plays a critical role in the efficient movement of people.



In the metro area, the current transit system carries

94 million passengers per year

on more than 200 local and express bus routes, the Blue Line LRT, Green Line LRT, & Northstar commuter rail and dial-a-ride services throughout the region.

TRANSIT STRENGTHENS THE TRANSPORTATION SYSTEM BY:

- » Providing a safe and efficient mobility option
- » Mitigating congestion
- » Improving sustainability and livability
- » Serving transit-dependent populations
- » Encouraging efficient land development patterns

80%

of current transit riders are going to work or school.

Transit is not only for the transit-dependent:

2/3

of transit rider households have an automobile available.

Transit service in the Twin Cities Metropolitan Area does not meet the demand by the public for convenient service throughout the region.

The bus expansion plans include increased frequency, span of service and geographic coverage as well as improved quality and speed of service for local bus routes. For express bus routes, it includes increased service on routes that are experiencing high demand and additional service to new park-and-ride lots.



Transitway investments (light rail, bus rapid transit, arterial transit) attract permanent new jobs

(94,000 new jobs anticipated along Green Line LRT and 60,000 along Southwest LRT by 2030), create significant engineering and construction jobs (4,300 jobs for CCLRT and 3,500 for SWLRT) and promote more efficient and compact transit-oriented development along those corridors.



Arterial BRT corridors

are an important subset of the transitway network. In 11 arterial corridors under consideration buses carry 86,000 rides today, with 450,000 people and 460,000 jobs within a half mile of those routes. The proposed Arterial BRT routes are already the most efficient and cost-effective bus service.



According to the Transportation Finance Advisory Committee (TFAC) report issued in December of 2012,

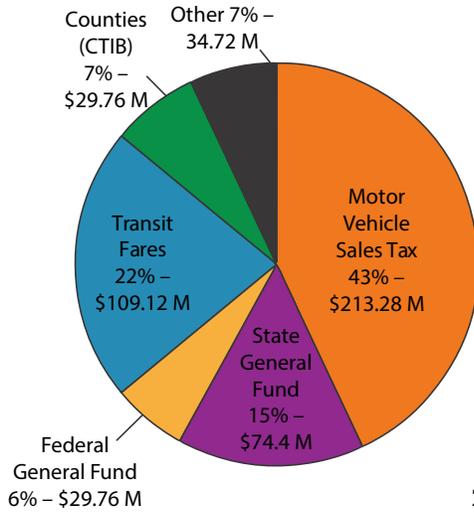
the Metropolitan region faces a funding gap between the amount of revenue projected to be available and the amount of funding needed just to maintain current transit service of approximately **\$90 million per year**.

The TFAC work estimated that the increased funding need for metropolitan area transit was approximately \$4.2-\$5.7 billion over a 20-year time frame or about \$210-\$285 million annually. This level of funding need was based upon the goal of creating an expanded bus and transitway system and accelerating the rate at which this expansion would occur.

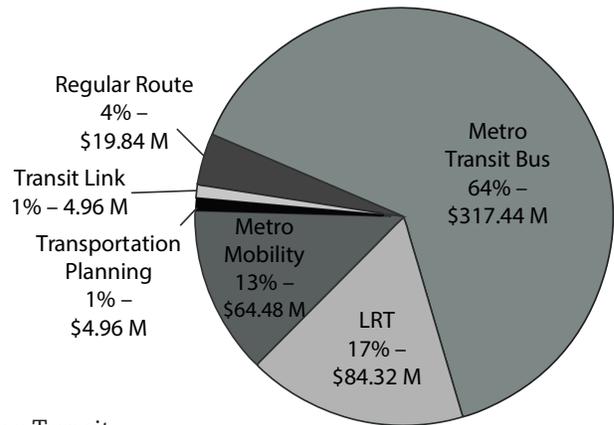


Metropolitan Area Transit Funding

REVENUE: \$496 M



EXPENSES: \$496 M



Proposed Metro Transit
2015 Transportation Budget

FEDERAL TRANSIT FUNDS

The region receives federal formula transit revenues through two primary programs – 5307 and 5340. These programs provide formula funds for the region to use for transit capital asset management and improvement

The largest competitive federal transit program is the New Starts/Small Starts program, which can provide a significant share of major transitway projects. In the past, the region has received a 50% federal cost share for the construction of the Blue Line, Green Line and Northstar commuter rail.

STATE GENERAL FUND

The state has historically provided a general fund appropriation for transit operating purposes. These revenues are in large part allocated to Metro Mobility operations and for the state's 50% share of the net costs of light rail transit operations.

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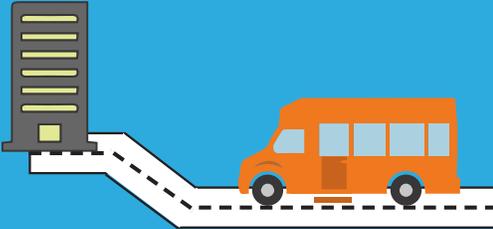
TRANSIT FARES

The fares that riders pay when they use transit service accounts for a significant share of transit funding in the region. The transit fare recovery ratio is a measure used nationally that compares the level of fare revenue received to the total operating costs of a transit system. A fare recovery ratio of 30% would indicate that 30% of the total operating costs are paid through passenger fares. Transit fare recovery ratios can vary significantly across service types, with services such as light rail transit recovering in the range of 35-40% of the operating costs, regular-route bus service recovering 28-33% of costs and ADA services such as Metro Mobility recovering a much smaller percentage, on the order of 10-12% of costs. Transit fare revenues are used primarily for transit operating purposes.

COUNTIES TRANSIT IMPROVEMENT BOARD

In 2009, the legislature allowed the metropolitan counties to pass a 1/4 cent sales tax for transitway expansion and operating purposes. Five of the metropolitan counties (Anoka, Dakota, Hennepin, Ramsey and Washington) formed the Counties Transit Improvement Board (CTIB) and jointly implemented the sales tax. The sales tax proceeds are used to pay 50% of the net costs of operating regional transitways and also to contribute capital funding to constructing new and improved transitways. Typically CTIB will contribute 30% of the capital costs for a transitway but it may also choose to provide a higher share in order to accelerate transitway development. In 2013, the five-county sales tax collected approximately \$105 M.

GREATER MN TRANSIT NEEDS



Public transit provides needed mobility to Minnesotans who depend on transportation to go to work, school, shopping and other important destinations.

MINNESOTA BENEFITS FROM TRANSIT IN MULTIPLE WAYS:

- » It **provides mobility** to elderly, disabled, and low-income people.
- » It offers an **efficient and environmentally sound choice** and helps mitigate congestion.
- » It helps people remain **active members of society**, shopping, going to medical appointments, school and work even if they cannot drive a car.
- » It **stretches investments in roadways** by carrying more people per vehicle.

Ridership of Greater Minnesota transit is growing, reaching a record

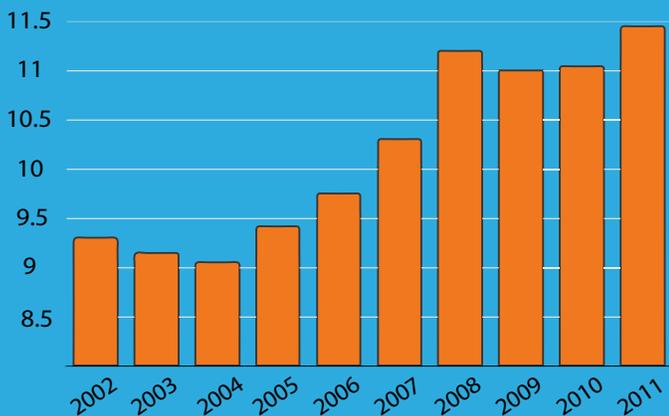
11.5 million riders



MnDOT is responsible for public transit outside the Twin Cities metropolitan area.

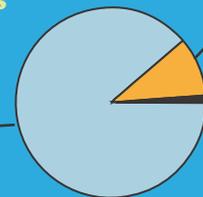
MnDOT distributes federal and state funds to 46 rural and small urban public transit providers in Greater Minnesota. In addition, seven urban (population greater than 50,000) transit providers receive state funding through MnDOT, but also receive federal funds directly from the Federal Transit Administration.

GREATER MN TRANSIT RIDERSHIP (IN MILLIONS)



Of the 80 counties in Greater MN:

70 have county-wide service



8 have service only in a municipality

1 has no service at all



Continuing with the status quo, with no changes to expected funding sources, will result in **declining transit service levels starting in 2015.**



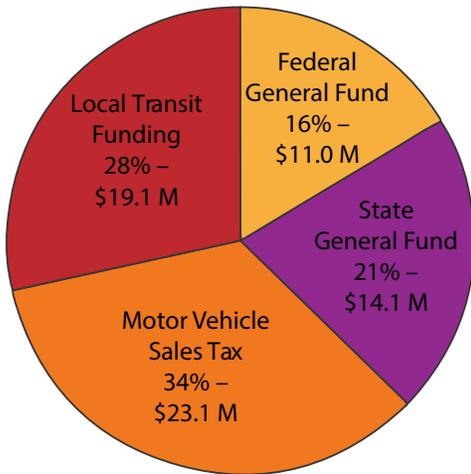
According to the Transportation Finance Advisory Committee (TFAC) report issued in December of 2012, Greater Minnesota faces a **funding gap** between the amount of revenue projected to be available and the amount of funding needed just to maintain current transit service of approximately **\$10 million per year.**



The TFAC work estimated that the increased funding need for Greater Minnesota transit was approximately **\$900 million over a 20-year time frame or about \$45 million annually.**

Greater Minnesota Transit Funding

2013 Revenue



Greater Minnesota Transit			
	2014	2015	Total
Public Transit Assistance (General Fund)	\$16,451,000	\$16,470,000	\$32,921,000
Greater MN transit account (MVST)	\$24,870,000	\$26,290,000	\$51,160,000
Greater MN transit account (Leased MVLST Revenues)	\$18,015,000	\$21,590,000	\$39,605,000
Greater Minnesota Total	\$59,336,000	\$64,350,000	\$123,686,000

FEDERAL TRANSIT FUNDS

Urbanized areas, defined by the U.S. Census as places with populations greater than 50,000, are eligible to receive Federal Transit Administration, Section 5307 Urbanized Area Formula Program grant funds. Each of Minnesota's eight eligible metropolitan areas receives these funds. Rural and small urban areas, defined by the U.S. Census as places with populations less than 50,000, are eligible for Section 5311 Non-Urbanized Area Formula Program grant funds. Eligible recipients include states and registered tribes. In 2012, 57 sub-recipients received Section 5311 funds administered by MnDOT.

STATE GENERAL FUND

The state has historically provided an ongoing general fund appropriation for operating costs related to Greater Minnesota transit. The amount of funding has fluctuated over the years.

MOTOR VEHICLE SALES TAX (MVST)

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LOCAL TRANSIT FUNDING

State law requires local participation in funding public transit services in Greater Minnesota. The local share may come from fares or local government funds. A statutory fixed-share funding formula sets a local share of operating costs by system classification (see chart on left). State and federal funding for public transit covers the remaining 80 or 85 percent of operating costs awarded through the Public Transit Participation Program. Currently, systems are providing a higher local share - close to 30% of operating costs.

Local Transit Funding Fixed Share Formula	
Elderly and Disabled	15%
Rural (population < 2,500)	15%
Small urban (population 2,500 - 50,000)	20%
Urbanized (population > 50,000)	20%

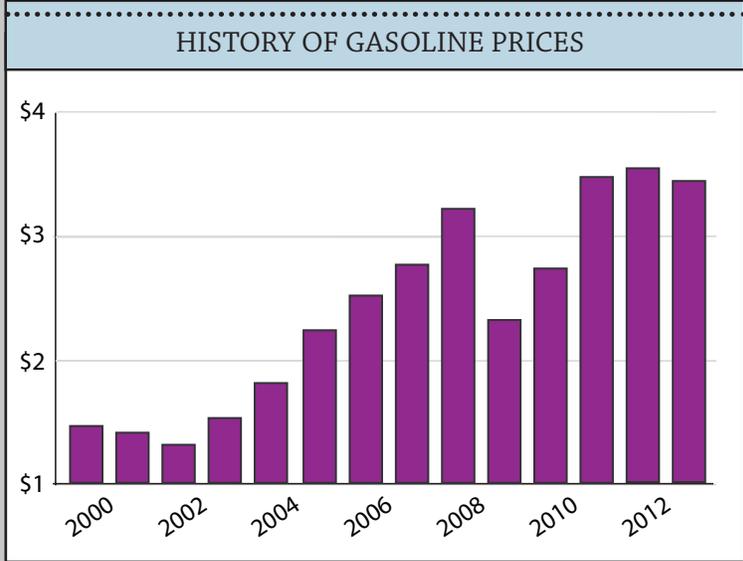
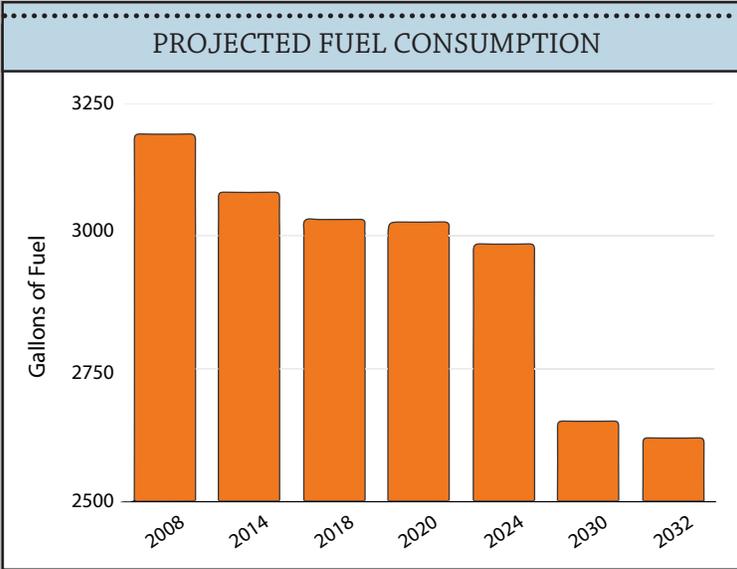
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GAX TAX: GROSS RECEIPTS VS. PER GALLON

Significant declines in projected fuel consumption in Minnesota will have a major impact on revenue from a fuel tax increase.



However, a sales tax on fuel - which is projected to increase in price - will mitigate the impact of fewer gallons of fuel sold.

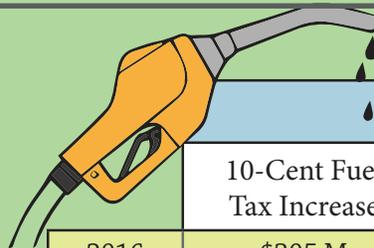
The average nationwide price of fuel is projected to first decline to **\$3.03 per gallon** in 2017

and then increase to **\$3.90 per gallon** in 2040
According to the US Energy Information Administration

Using this pricing information, we can calculate the revenue generated from a sales tax on fuel. Using information from the Department of Transportation estimating the number of gallons of fuel that will be sold in the state from 2017 to 2032, we can calculate the revenue generated by a 10-cent per gallon increase in the fuel tax. Further, using projections for future inflation, we can calculate the additional increase from indexing the fuel tax to CPI.

While the sales tax on fuel is still dependent on fuel consumption, it provides a good bridge strategy to improve revenue stability over the next 10 to 20 years.

A mileage-based user fee is not currently used in any state and is not anticipated to be supported at the federal level in the near-future. A recently completed pilot project conducted by MnDOT showed some technology-related problems as well as a lack of support from volunteers involved in the mileage-based user fee pilot project.



	Fuel Tax Comparison		
	10-Cent Fuel Tax Increase	10-Cent Increase & Index to CPI	Sales Tax 5%
2016	\$305 M	N/A	\$395.7 M*
2017	\$303.6 M	\$330 M***	\$372.4 M*
2018	\$303.2 M	\$331.7 M	\$392.7 M**
2019	\$303 M	\$332 M	\$400 M**
2020	\$302.6 M	\$332 M	\$404.5 M**

*House fiscal note (HF2395)
 **Wholesale Fuel price estimates: 2018 - 2.60; 2019 - \$2.64; 2020 - \$2.675
 ***Inflation rate: 2017 - 2.3%; 2018 - 2.4%; 2019 - 2.5%; 2020 - 2.5%



FUNDING OPTIONS

Legislation must include new revenue that will be deposited into the Highway User Tax Distribution Fund as well as new revenue for the Transit Assistance Account and additional local options.

Any transportation funding package needs to provide dedicated funding statewide, and be balanced and comprehensive.

NEW STATE REVENUE

- » 6.5% sales tax on fuel (\$490M annually)
- » Increase revenue from the motor vehicle registration tax by increasing the rate (\$60M annually)
- » Increase the current ¼ cent metro area sales tax to up to 1% with revenue collected by the state and dedicated to transit and transportation including roadways in the Twin Cities Metropolitan Area (\$250-\$335M annually)
- » Levy current 6.87% sales tax on all auto parts and services and dedicate to transportation (\$175M annually in existing revenue)
- » Equalize the sales tax paid on leased and purchased vehicles (6.87%)
- » Charge an annual fee for cars that run solely on electricity

CURRENT STATE REVENUE

- » Dedicate all of the revenue from the current sales tax on leased vehicles so that funding is increased to both Greater MN transit and metro counties for highway improvements
- » Restore the general fund appropriation for transit systems to previous levels

BONDING

- » Provide general obligation bond proceeds for transportation projects in a capital bonding bill with:
 - \$200M for Local Bridge Program – bridges over \$5 million in cost should be funded separately
 - \$200M for Local Road Improvement Program
 - \$ 10M for Railroad Crossings with County Highways
 - \$ 60M for Transitways and facilities
 - \$ 10M for Ports and Waterways
 - \$ 5-10M for Greater MN Transit Facilities
- » With new revenue in the Trunk Highway Fund, authorize additional trunk highway bonds for Corridors of Commerce and Transportation Economic Development (TED) programs

EFFICIENCIES/TAX REFORM

- » Right of Way Acquisition Loan Fund (RALF) in Greater MN
- » Fund swaps on local projects when possible
- » Eliminate payment of state sales tax on purchases for transportation projects for MnDOT, transit agencies and local units of government.
- » Eliminate some of the exemptions to payment of the motor vehicle sales tax.
- » Expand the transit taxing district to encompass the seven county metropolitan area if additional service is provided.

LOCAL OPTIONS/ LOCAL COST PARTICIPATION

- » Authorize cities to create Street Improvement Districts
- » Equalize local option sales tax for transportation among the counties
- » With an increase in revenue into the Trunk Highway Fund, revise the local cost participation policy to reduce the burden on local governments of contributing to state highway projects.



GENERAL OBLIGATION & TRUNK HIGHWAY BOND FINANCING

Trunk Highway Bonds

Minnesota’s Constitution authorizes the issuance of trunk highway bonds for highway purposes. These bonds must be paid back from the trunk highway fund.

USE OF TRUNK HIGHWAY BONDS

- » Trunk highway bond proceeds may only be used on the trunk highway system. Conversely, general obligation bond proceeds may NOT be used on the state trunk highway system.
- » According to Bond Counsel, Article XIV, Section 11 is the exclusive authority for issuing bonds for the State trunk highway system.
- » The State can borrow under Article XI, Section 5(a), (GO Bonds) for transportation projects that are not part of, or functionally related to, the State trunk highway system. The most common example is bonding for local bridges.
- » Therefore, Trunk Highway Bonds may NOT be used outside of trunk highways and General Obligation (GO) bonds are NOT authorized for use on the Trunk Highway system – only for local roads or local bridges.

Article XIV, Sec.11. – Highway Bonds

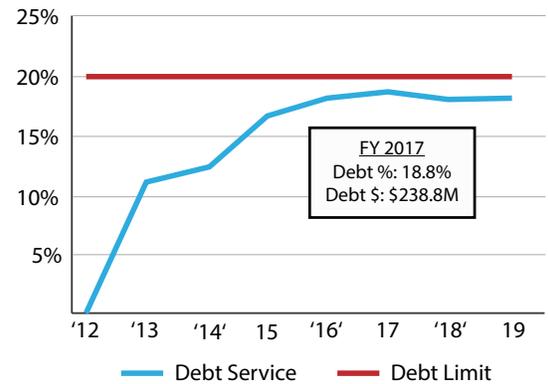
The legislature may provide by law for the sale of bonds to carry out the provisions of section 2. The proceeds shall be paid into the trunk highway fund. Any bonds shall mature serially over a term not exceeding 20 years and shall not be sold for less than par and accrued interest. If the trunk highway fund is not adequate to pay principal and interest of these bonds when due, the legislature may levy on all taxable property of the state in an amount sufficient to meet the deficiency or it may appropriate to the fund money in the state treasury not otherwise appropriated.

DEBT SERVICE LIMIT

MnDOT was required by legislature to establish a debt service policy for trunk highway bonds similar to the policy that governs the level of general obligation bond debt that is appropriate.

The policy established by MnDOT limits debt service payments to no more than 20% of total funds in the Trunk Highway Fund. **This policy ensures that the majority of dollars in the fund will be used for construction rather than debt service payments.**

Looking at previously issued trunk highway bonds, the state will not be in a position to authorize additional trunk highway bonds without additional revenue deposited in the trunk highway fund to pay debt service on those bonds.



General Obligation Bonds

Historically, the state has provided general obligation bond proceeds for transportation capital infrastructure in the following areas:

- ports and waterways
- transitways
- airport improvements
- passenger rail
- freight rail improvements
- local bridges & local roads
- transit facilities such as bus garages

Transit Capital Funding

In recent years, general obligation bond proceeds were provided to assist in matching federal funds for the Hiawatha Light Rail Line, the Northstar Commuter Rail line and the Green Line LRT between Minneapolis and St. Paul. Funds have also been provided for bus garages and facilities in both the Twin Cities Metropolitan Area and Greater Minnesota. Bus purchases are not eligible for bond funding.

Local Road Improvement Program

The Local Road Improvement Program (MN Statute 174.52) has three types funding accounts which provide funding assistance to local agencies in construction, reconstruction, or reconditioning projects with regional significance. The legislature in the 2011 special session approved an appropriation of \$10 million into the Local Road Improvement Program. Funds can be spent in either the Routes of Regional Significance Account and/or the Rural Road Safety Account.

The three accounts of the Local Road Improvement Program are:

THE TRUNK HIGHWAY CORRIDOR ACCOUNT

The Trunk Highway Corridor Account is used as a loan to cities, towns, and counties to assist in paying the local share of trunk highway projects that have local costs related to the trunk highway improvement and are not funded or are only partially funded with other state and federal funds. In 2003, the Legislature authorized \$20 million of General Obligation (GO) Bonds for this account with the purpose to provide loans to local government to help them pay their cost participation share of MN/DOT projects. At that time only two cities have utilized this funding tool.

This funding program was available for projects that had local costs related to MnDOT trunk highway improvements and were not funded or were only partially funded with other state and federal funds. No funding is currently authorized for this account.

THE ROUTES OF REGIONAL SIGNIFICANCE ACCOUNT

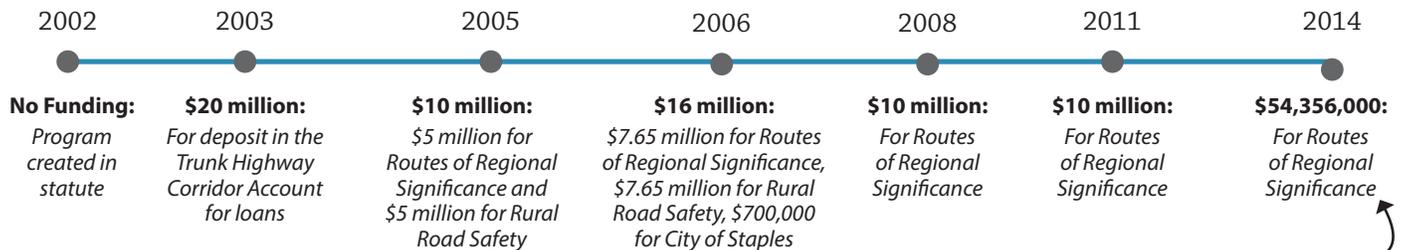
The Routes of Regional Significance Account is used as a grant for expenditures as specified to cities, towns, and counties to assist in paying the costs of constructing or reconstructing city streets, county highways, or town roads with statewide or regional significance that have not been fully funded through other state, federal, or local funding sources.

THE RURAL ROADS SAFETY ACCOUNT

The Rural Road Safety Account is used as a grant for counties to assist in paying the costs of capital improvement projects on County State Aid Highways (CSAH's) that are intended primarily to reduce traffic crashes, deaths, injuries and property damage. Eligibility for project selection must be based on the ability of each proposed project to reduce the frequency and severity of crashes.

The Rural Road Safety Account requires 1/3 of funding to be spent in the 8 metropolitan counties and the remainder spent in the rest of the state.

History of Funding: General Obligation Bonds



Chapter 295, HF 1068 (General Fund) - \$30,000,000

- Ramsey County - Road improvements related to the Army Ammunition Plant Redevelopment Project (TBD)
- Otter Tail County and Pine Lake Township - Nitch Lake Road improvements (\$250,000)

Chapter 294, HF 2490 (Bond Funds) - \$24,356,000

- Anoka County - US 10 and CSAH 83 intersection (TBD)
- City of Richfield - 77th Street underpass (TBD)