

HF523 - 0 - Road Usage Charge Imposed; Report Required

Chief Author: **Steve Elkins**
 Committee: **Transportation Finance and Policy**
 Date Completed: **2/17/2021 9:04:27 AM**
 Lead Agency: **Public Safety Dept**
 Other Agencies:
 Transportation Dept

State Fiscal Impact	Yes	No
Expenditures	X	
Fee/Departmental Earnings	X	
Tax Revenue	X	
Information Technology	X	
Local Fiscal Impact		
	X	

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions shown in the parentheses.

State Cost (Savings)	Biennium			Biennium		
	Dollars in Thousands	FY2021	FY2022	FY2023	FY2024	FY2025
Public Safety Dept						
Restrict Misc. Special Revenue	-	169	193	109	109	
Highway Users Tax Distribution	-	-	(666)	(757)	(757)	
Transportation Dept						
Municipal State Aid Street	-	-	-	-	-	
County State Aid Highway	-	-	-	-	-	
Trunk Highway	-	-	(392)	(446)	(446)	
Highway Users Tax Distribution	-	-	666	757	757	
State Total						
Restrict Misc. Special Revenue	-	169	193	109	109	
Highway Users Tax Distribution	-	-	-	-	-	
Municipal State Aid Street	-	-	-	-	-	
County State Aid Highway	-	-	-	-	-	
Trunk Highway	-	-	(392)	(446)	(446)	
	Total	-	169	(199)	(337)	(337)
	Biennial Total			(30)		(674)

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2021	FY2022	FY2023	FY2024	FY2025
Public Safety Dept					
Restrict Misc. Special Revenue	-	2	3	2	2
Highway Users Tax Distribution	-	-	-	-	-
Transportation Dept					
Municipal State Aid Street	-	-	-	-	-
County State Aid Highway	-	-	-	-	-
Trunk Highway	-	-	-	-	-

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2021	FY2022	FY2023	FY2024	FY2025
Highway Users Tax Distribution	-	-	-	-	-
Total	-	2	3	2	2

Lead LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Laura Cecko **Date:** 2/17/2021 9:04:27 AM
Phone: 651-284-6543 **Email:** laura.cecko@lbo.leg.mn

State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

*Transfers In/Out and Absorbed Costs are only displayed when reported.

State Cost (Savings) = 1-2		Biennium			Biennium	
Dollars in Thousands		FY2021	FY2022	FY2023	FY2024	FY2025
Public Safety Dept						
Restrict Misc. Special Revenue	-	169	193	109	109	
Highway Users Tax Distribution	-	-	(666)	(757)	(757)	
Transportation Dept						
Municipal State Aid Street	-	-	-	-	-	
County State Aid Highway	-	-	-	-	-	
Trunk Highway	-	-	(392)	(446)	(446)	
Highway Users Tax Distribution	-	-	666	757	757	
Total	-	169	(199)	(337)	(337)	(337)
			Biennial Total	(30)	(674)	(674)
1 - Expenditures, Absorbed Costs*, Transfers Out*						
Public Safety Dept						
Restrict Misc. Special Revenue						
Expenditures	-	233	233	149	149	
Absorbed Costs	-	(64)	-	-	-	
Highway Users Tax Distribution	-	-	-	-	-	
Transportation Dept						
Municipal State Aid Street	-	-	57	65	65	
County State Aid Highway	-	-	217	246	246	
Trunk Highway	-	-	-	-	-	
Highway Users Tax Distribution						
Expenditures	-	-	-	-	-	
Transfers Out	-	-	666	757	757	
Total	-	169	1,173	1,217	1,217	1,217
			Biennial Total	1,342	2,434	2,434
2 - Revenues, Transfers In*						
Public Safety Dept						
Restrict Misc. Special Revenue	-	-	40	40	40	
Highway Users Tax Distribution	-	-	666	757	757	
Transportation Dept						
Municipal State Aid Street						
Revenues	-	-	-	-	-	
Transfers In	-	-	57	65	65	
County State Aid Highway						
Revenues	-	-	-	-	-	
Transfers In	-	-	217	246	246	
Trunk Highway						
Revenues	-	-	-	-	-	
Transfers In	-	-	392	446	446	
Highway Users Tax Distribution	-	-	-	-	-	
Total	-	-	1,372	1,554	1,554	1,554
			Biennial Total	1,372	3,108	3,108

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 Agency: **Public Safety Dept**

State Fiscal Impact	Yes	No
Expenditures	X	
Fee/Departmental Earnings	X	
Tax Revenue	X	
Information Technology	X	
Local Fiscal Impact		X

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions shown in the parentheses.

State Cost (Savings)	Biennium			Biennium	
	Dollars in Thousands	FY2021	FY2022	FY2023	FY2024
Restrict Misc. Special Revenue	-	169	193	109	109
Highway Users Tax Distribution	-	-	(666)	(757)	(757)
Total	-	169	(473)	(648)	(648)
Biennial Total			(304)		(1,296)

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2021	FY2022	FY2023	FY2024	FY2025
Restrict Misc. Special Revenue	-	2	3	2	2
Highway Users Tax Distribution	-	-	-	-	-
Total	-	2	3	2	2

LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Laura Cecko **Date:** 2/17/2021 8:58:23 AM
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State Cost (Savings) Calculation Details

This table shows direct impact to state government only. Local government impact, if any, is discussed in the narrative. Reductions are shown in parentheses.

*Transfers In/Out and Absorbed Costs are only displayed when reported.

State Cost (Savings) = 1-2		Biennium			Biennium	
Dollars in Thousands	FY2021	FY2022	FY2023	FY2024	FY2025	
Restrict Misc. Special Revenue	-	169	193	109	109	
Highway Users Tax Distribution	-	-	(666)	(757)	(757)	
Total	-	169	(473)	(648)	(648)	
Biennial Total			(304)		(1,296)	
1 - Expenditures, Absorbed Costs*, Transfers Out*						
Restrict Misc. Special Revenue						
Expenditures	-	233	233	149	149	
Absorbed Costs	-	(64)	-	-	-	
Highway Users Tax Distribution	-	-	-	-	-	
Total	-	169	233	149	149	
Biennial Total			402		298	
2 - Revenues, Transfers In*						
Restrict Misc. Special Revenue	-	-	40	40	40	
Highway Users Tax Distribution	-	-	666	757	757	
Total	-	-	706	797	797	
Biennial Total			706		1,594	

Bill Description

This legislation proposes to replace the current \$75 electric vehicle surcharge collected with each annual registration period with a calculated amount based on miles traveled on Minnesota roads, classification of vehicle, and current gas tax rate.

Assumes DVS will enter into an agreement with one or more account providers to perform road usage charge management, including enrolling electric vehicle owners into the road usage program to accurately track miles traveled by the vehicle in the state of Minnesota. Assumes that if an electric vehicle is not enrolled with an account provider, an average number of miles would be used to determine amount to collect the electric vehicle surcharge from the owner.

DVS will be required to submit an annual report to the Legislature by Nov 15th each year showing an overview of enrollment activity and vehicle miles traveled within Minnesota, summary of agreement with each account provider, a review of road usage charge finances including total annual collections, annual surcharge rate and collections, analogous fuel economy amounts and average daily vehicle miles traveled estimates. The annual report will make recommendations, if any, on legislative changes road usage charge requirements.

Repeals Minn. Stat. 168.013 (1m) relating to the flat \$75 electric vehicle surcharge.

Assumptions

Assume an effective date of July 1, 2022.

There are currently approximately 10,000 electric vehicles (EVs) registered in Minnesota paying a \$75 electric vehicle surcharge, or a total registration tax of \$750,000 annually (\$75 x 10,000 = \$750,000).

Assume 8 weeks of programming, development, and testing will be required by FAST Enterprises in MNDRIVE at a cost of \$64,000 (\$8,000 per week x 8 weeks = \$64,000). Assume this will be absorbed by the DVS Technology Account and programming will need to be completed prior to the effective date.

Assumes all press release and communications with registered EV owners will be created by DVS to communicate the legislative changes, enrollment options for mileage tracking and road usage charge calculation formulas.

Assumes this legislation will require a special mailing to registered EV owners and creation of info sheets for dealers. Assumes costs will include printing (\$2,000) and postage (10,000 vehicles x \$0.51 = \$5,100) for a total cost of \$7,100.

Assumes that training materials created and printed, and WebEx training videos are developed by the DVS Training Team for Deputy Registrars at a cost of \$1,200. Assumes that DVS will absorb the cost of training as a part of their regular tasks.

Due to the current volume of mailed transactions and other job duties of Exam Entry Mail Reg staff, training of 2 new FTEs will need to be completed in FY22 prior to the rollout of the proposed legislation. Assume the FTEs will develop a management workflow process for incoming data submitted by account providers, updating records with enrollment information received, and updating and correcting other vehicle data as needed for the existing approximately 10,000 registered all-electric vehicles along with new vehicles enrolling as they are registered in the state.

Assumes DVS will need 2 full-time (FTEs) Office Administrative Specialists Intermediate (OASI), with an annual salary & fringe of \$70,175.67 (step 5) to manage and review EV usage charge data submitted to DVS by account providers starting in FY22. Office space, furniture, and equipment will also be required (see costs below).

One-time costs per OASI FTE:

Cubicle furniture = \$5,300
Sit-Stand Unit = \$700
Office Chairs = \$500
Computer monitors \$135 x 2 = \$270

Total per FTE = \$6,770

Monthly costs per OASI FTE:

Office Space = \$208.35
Laptop computer rental = \$74.60
Operating software/email/voicemail = \$48.74
Office supplies = \$8.25

Total per FTE = \$339.94

Assumes in the first year, there will be a high demand to convert current EV owners over to the new registration system, resulting in over 10,000 more calls to the Public Information Center (PIC). Assume this will result in an average of 40 additional calls per day which can be handled by one additional phone agent for the first fiscal year (FY23). Assumes DVS will need to hire one full-time (FTE) Customer Services Specialist, Intermediate (CSSI), with an annual salary of \$70,175.67 (step 5) to manage the increase in the number of contacts to the Public Information Center (PIC) to answer questions related to EV sign-ups and questions related to questions from currently registered EVO's. Office space, furniture, and equipment will also be required (see costs below).

One-time costs per CSSI FTE:

Cubicle furniture = \$5,300
Sit-Stand Unit = \$700
Office Chairs = \$500
Telephone w/headset = \$600
Computer monitors \$135 x 2 = \$270
Software = \$2,280

Total per FTE = \$9,650

Monthly costs per CSSI FTE:

Office Space \$208.35
Desktop computer rental \$57.54
Operating software/email/voicemail \$48.74

Telephone Call Center \$100
Office supplies \$8.25

Total per FTE = \$422.88

Assumes the EV owner pays the lesser of a road usage charge equal to the total miles traveled within Minnesota over the billing period multiplied by the current gasoline tax of \$0.25 cents per gallon and the current debt service surcharge of \$0.035 cents per gallon, which is then divided by the EV analogous fuel economy; or, the estimated average daily EV miles traveled multiplied by the number of days in the billing period multiplied by the current gasoline tax of \$0.25 cents per gallon and the current debt service surcharge of \$0.035 cents per gallon plus an adjustment rate, which is multiplied by the number of days in the billing period.

Assume the age of some EV's and statutory limitations will prevent some EV owners from being charged more registration fees than paid in previous years. Assume that approximately 10% or 1,000 EVs (10,000 EV's x 10% = 1,000) will never pay the full road usage charge resulting in a maximum fee collected of \$75 on these EV's. The remaining 90% of EV's, or 9,000 EV's (10,000 EV's x 90% = 9,000) will either pay a road usage charge either as an *enrolled* EV or *unenrolled* EV.

Enrolled vs. Unenrolled EV: Assume the bill language provides two different formulas to calculate the road usage charge. One formula will apply to vehicle owners who have enrolled in charge tracking and management by an account provider. The second formula will be used as the default formula (unenrolled) when the vehicle owner has not enrolled with an account provider. Assume the second formula will use an estimated average of vehicle miles traveled for vehicles in Minnesota and contains an adjustment amount of \$0.06.

Road usage charge averages are based on data provided in the November 18, 2020 memo from Matt Burress, LA, to Rep. Steve Elkins. Assume the average fee for enrolled and unenrolled vehicles was taken from the 11,500 average miles traveled columns of the Annual Road Usage Charge Examples from this memo. Assume the average model year of currently registered all-electric vehicles is 2017 with an annual current registration collected of \$487, which will increase by \$75 the following year. Assume this will allow DVS to keep the registration at the same amount yet collect increased road usage charges of up to \$150. As the registrator amount continues to decrease each registration period with the aging model year, DVS will be able to begin capturing full road usage charges as calculated by the proposed legislation.

Assume 900 EVs (9,000 EV's x 10% = 900) will enroll in the program and the remaining 8,100 EV's (9,000 x 90% = 8,100) will use the unenrolled surcharge in the first and second years. Assume the average EV miles traveled per year in Minnesota is 11,500 miles.

Assume in first year of road usage tax, DVS will collect the \$150 maximum road usage fee per *unenrolled* EV based on the difference in the EV's prior year registration tax due vs. current year registration tax due and \$139.50 for *enrolled* EV's.

	FY23 Aged-Out	FY23 Unenrolled	FY23 Enrolled
# EVs Registered	1,000	8,100	900
Rate per EV Assessed	\$75	\$150	\$139.50
Estimated Revenues	\$75,000	\$1,215,000	\$125,550

Assume the first year estimated revenue generated will be \$665,550 (($\$75,000 + \$1,215,000 + \$125,550$) - $\$750,000$ current EV charge revenue) = \$665,550.

For FY24 and years beyond, assume an average EV road usage charge of \$161.25 assessed for all *unenrolled* EV classes and \$139.50 assessed for enrolled EV classes.

	FY24 Aged-Out	FY24 Unenrolled	FY24 Enrolled
# EVs Registered	1,000	8,100	900
Rate per EV Assessed	\$75	\$161.25	139.50
Estimated Revenues	\$75,000	\$1,306,125	\$125,550

Assume the second year and beyond estimated revenue generated will be \$756,675 (($\$75,000 + \$1,306,125 + \$125,550$) -

\$750,000 current EV charge revenue) = \$756,675.

Assume the collected road usage fees will vary depending on the vehicle class each EV is designated whether they are enrolled with a service provider or not.

Assume the required annual legislative report will be completed by the Vehicle Services Management Analyst. Assume the analyst will spend 40 hours developing and writing the legislative report at \$24.88 per hour for a total of \$995.20 (40 hours x \$24.88 per hour = \$995.20). Expenditures incurred to develop and write this report will be absorbed by DVS as a part of their regular tasks.

Assume the implementation surcharge will be determined once account providers have been selected. Assume the agency will receive sufficient implementation surcharge revenue reimbursements to cover fees retained by or paid to account providers. For calculation purposes, assume this surcharge will be approximately \$4 per vehicle to follow data provided in the November 18, 2020 memo from Matt Burrell, LA, to Rep. Steve Elkins. Assume \$40,000 will be deposited in the Special Revenue Fund Vehicle Services Operating Account annually (10,000 EVs x \$4 surcharge).

DVS assumes a one-time appropriation from the vehicle services operating account of \$402,563 will be needed to implement the road usage charge program starting in FY 2022 through June 30, 2023.

Expenditure and/or Revenue Formula

FY22 Expenditures

Restricted Misc. Special Revenue Fund DVS Technology Account:

One-time absorbed programming cost (\$8,000 per week x 8 weeks) = \$64,000

Restrict. Misc. Special Revenue Vehicle Services Operating Account:

2 OASI FTE salary & fringe (\$70,176 x 2) = \$140,352

One-time OASI FTE costs (\$6,770 x 2) = \$13,540

Monthly OASI FTE costs (\$339.94 x 12 x 2) = \$8,159

Printing & Postage costs (\$2,000 + \$5,100) = \$7,100

Total FY 2022 Special Revenue Fund Vehicle Services Appropriation = \$169,151

Total FY2022 Special Revenue Fund Expenditures = \$233,151

FY23 Expenditures

Restrict. Misc. Special Revenue Vehicle Services Operating Account:

2 OASI FTE salary & fringe (\$70,176 x 2) = \$140,352

1 CSSI FTE salary & fringe = \$70,176

One-time CSSI FTE costs = \$9,650

Monthly OASI FTE costs (\$339.94 x 12 x 2) = \$8,159

Monthly CSSI FTE costs (\$422.88 x 12) = \$5,075

Total FY 2023 Special Revenue Fund Vehicle Services Appropriation = \$233,412

Total one-time appropriation in the amount of \$402,563 and is available until June 30, 2023.

FY23 Revenues

Restrict. Misc. Special Revenue - Vehicle Services Operating Account:

10,000 electric vehicles x \$4/vehicle implementation surcharge = \$40,000

Highway User Tax Distribution Fund Revenue

Total estimated road usage fees (\$1,215,000+\$125,550+\$75,000) collected equal \$1,415,550 - \$750,000 current EV surcharges collected = \$665,550

FY24 and beyond Expenditures

Restrict. Misc. Special Revenue Vehicle Services Operating Account:

2 OASI FTE salary & fringe (\$70,176 x 2) = \$140,352

Monthly OASI FTE costs (\$339.94 x 12 x 2) = \$8,159

Total FY 2024 Special Revenue Fund Expenditures = \$148,511

FY24 and beyond Revenues

Restrict. Misc. Special Revenue - Vehicle Services Operating Account:

10,000 electric vehicles x \$4/vehicle implementation surcharge = \$40,000

Highway User Tax Distribution Fund Revenue

Total estimated road usage fees collected (\$1,306,125+\$125,550+\$75,000) collected equal \$1,506,675 - \$750,000 current EV surcharges collected = \$756,675

Long-Term Fiscal Considerations

DVS is a revenue-fee based agency and would incur increased operational expenses resulting from this proposal.

Local Fiscal Impact

References/Sources

Road Usage Memo - November 18, 2020 from Matt Burress, L.A., to Rep. Steve Elkins.

Agency Contact: Alice Emma Corrie 651-201-7580

Agency Fiscal Note Coordinator Signature: Rita Wurm

Phone: 651-201-7016

Date: 2/17/2021 8:53:10 AM

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HF523 - 0 - Road Usage Charge Imposed; Report Required

Chief Author: **Steve Elkins**
 Committee: **Transportation Finance and Policy**
 Date Completed: **2/17/2021 9:04:27 AM**
 Agency: **Transportation Dept**

State Fiscal Impact	Yes	No
Expenditures		X
Fee/Departmental Earnings		X
Tax Revenue	X	
Information Technology		X
Local Fiscal Impact	X	

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State Cost (Savings)	Biennium			Biennium		
	Dollars in Thousands	FY2021	FY2022	FY2023	FY2024	FY2025
Municipal State Aid Street	-	-	-	-	-	-
County State Aid Highway	-	-	-	-	-	-
Trunk Highway	-	-	(392)	(446)	(446)	
Highway Users Tax Distribution	-	-	666	757	757	
Total	-	-	274	311	311	
Biennial Total			274		622	

Full Time Equivalent Positions (FTE)	Biennium			Biennium	
	FY2021	FY2022	FY2023	FY2024	FY2025
Municipal State Aid Street	-	-	-	-	-
County State Aid Highway	-	-	-	-	-
Trunk Highway	-	-	-	-	-
Highway Users Tax Distribution	-	-	-	-	-
Total	-	-	-	-	-

LBO Analyst's Comment

I have reviewed this fiscal note for reasonableness of content and consistency with the LBO's Uniform Standards and Procedures.

LBO Signature: Laura Cecko **Date:** 2/17/2021 9:03:50 AM
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State Cost (Savings) Calculation Details

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*Transfers In/Out and Absorbed Costs are only displayed when reported.

State Cost (Savings) = 1-2		Biennium			Biennium	
Dollars in Thousands		FY2021	FY2022	FY2023	FY2024	FY2025
Municipal State Aid Street		-	-	-	-	-
County State Aid Highway		-	-	-	-	-
Trunk Highway		-	-	(392)	(446)	(446)
Highway Users Tax Distribution		-	-	666	757	757
	Total	-	-	274	311	311
	Biennial Total			274		622
1 - Expenditures, Absorbed Costs*, Transfers Out*						
Municipal State Aid Street		-	-	57	65	65
County State Aid Highway		-	-	217	246	246
Trunk Highway		-	-	-	-	-
Highway Users Tax Distribution						
	Expenditures	-	-	-	-	-
	Transfers Out	-	-	666	757	757
	Total	-	-	940	1,068	1,068
	Biennial Total			940		2,136
2 - Revenues, Transfers In*						
Municipal State Aid Street						
	Revenues	-	-	-	-	-
	Transfers In	-	-	57	65	65
County State Aid Highway						
	Revenues	-	-	-	-	-
	Transfers In	-	-	217	246	246
Trunk Highway						
	Revenues	-	-	-	-	-
	Transfers In	-	-	392	446	446
Highway Users Tax Distribution						
	Total	-	-	666	757	757
	Biennial Total			666		1,514

Bill Description

House File 523 replaces the \$75 surcharge on all-electric vehicles (EVs) with a road user charge assessed based on vehicle miles traveled. It defines the calculation of the usage charge and the calculation of the analogous fuel economy per vehicle classification. It implements an additional surcharge that cannot be more than the amount paid to account providers. It defines responsibilities, capabilities and data practice requirements for the data providers, and notes that the amount above the implementation surcharge should be deposited to the Highway User Tax Distribution (HUTD) Fund.

It requires an annual report which must include an implementation overview, summarize account provider agreements, review road usage charge finances and make legislative change recommendations. The report requirements expire June 30, 2027.

It repeals Minn. Statue 168.013 which established the \$75 electric vehicle surcharge.

Assumptions

All revenue from motor vehicle registration taxes is deposited in the Highway User Tax Distribution (HUTD) Fund. The Department of Public Safety (DPS) prepared an estimate of the increased revenue impact of this bill in their fiscal note. These impacts are shown in the table below:

Fund	FY 2022	FY 2023	FY 2024	FY 2025
HUTD	0	665,550	756,675	756,675

Per the Minnesota State Constitution, Article XIV and Minnesota Statutes 161.081, registration tax revenues are deposited in the HUTD Fund. From there, HUTD revenues are allocated to the Trunk Highway (TH), County State Aid Highway (CSAH), and Municipal State Aid Street (MSAS) Funds. Overall, the allocations are detailed in the table below:

Fund	Agency	Percentage	Overall Percentage of Taxes
Trunk Highway	MnDOT	62% of 95%	58.90%
County State Aid Highway	MnDOT	29% of 95% + 5%	32.55%
Municipal State Aid Street	MnDOT	9% of 95%	8.55%

Expenditure and/or Revenue Formula

Below is a summary of the revenue impacts by fund, in thousands. In the case of the HUTD revenues, in the fiscal note system it is shown as a reduced transfer from the HUTD fund, and then as reduced transfers to the TH, CSAH, and MSAS Funds to reflect how these revenues actually flow between funds.

Fund	Agency	FY 2022	FY 2023	FY 2024	FY 2025
HUTD	MnDOT	666	757	757	757
TH	MnDOT	392	446	446	446
CSAH	MnDOT	217	246	246	246
MSAS	MnDOT	57	65	65	65

Because the funds in CSAH and MSAS are statutorily appropriated, these reduced revenues also correspondingly reduce expenditures.

Long-Term Fiscal Considerations

Revenue impacts would be expected to continue.

Local Fiscal Impact

Any HUTD impacts will increase funds to the County State Aid Highway (CSAH) and Municipal State Aid Street (MSAS) funds.

References/Sources

Department of Public Safety

Agency Contact:

Agency Fiscal Note Coordinator Signature: Lynn Poirier

Date: 2/17/2021 8:18:34 AM

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