



January 18, 2023

Senator Sandra L. Pappas
Senate Capital Investment Committee
2113 Minnesota Senate Bldg.
St. Paul, MN 55155

Senator Karin Housley
Senate Capital Investment Committee
2213 Minnesota Senate Bldg.
St. Paul, MN 55155

Senator John Marty
Senate Finance Committee
3235 Minnesota Senate Bldg.
St. Paul, MN 55155

Senator Eric Pratt
Senate Finance Committee
2217 Minnesota Senate Bldg.
St. Paul, MN 55155

Representative Fue Lee
House Capital Investment Division
485 State Office Building
St. Paul, MN 55155

Representative Dean Urdahl
House Capital Investment Division
279 State Office Building
St. Paul, MN 55155

Representative Liz Olson
House Ways and Means Committee
479 State Office Building
St. Paul, MN 55155

Representative Pat Garofalo
House Ways and Means Committee
295 State Office Building
St. Paul, MN 55155

Dear Members of the Minnesota Legislature:

As required by Minn. Stat., Sec. 16A.501(b), I am pleased to present our annual report on state agency use of general obligation bond proceeds to pay for internal staff costs directly attributable to bond funded capital programs or projects.

Please contact me if you have any questions about this report, or you may contact Jennifer Hassemer, Assistant Commissioner for Debt Management at MMB, whose contact information is given at the end of the report.

Sincerely,

A handwritten signature in black ink that reads 'Jim Schowalter'.

Jim Schowalter
Commissioner

Enclosures

cc: Legislative Reference Library



**Agencies' Use of Capital Appropriations
for Staff Costs Attributable to
Capital Programs or Projects**

Report to the Legislature

January 18, 2023

*As required by
Minn. Stat., Sec. 16A.501(b)*

ESTIMATED COSTS OF PREPARING THIS REPORT

The cost information reported below is the estimated cost of preparing this report document. Special funding was not appropriated for the costs of preparing this report.

In accordance with Minn. Stat., Sec. 3.197, the estimated cost incurred by Minnesota Management and Budget in preparing this report is less than \$1,000.

BACKGROUND

On October 20, 2009, MMB issued its “Policy Regarding Use of General Obligation Bond Proceeds to Fund Staff Costs.” This policy became effective for bonding appropriations authorized in the 2010 legislative session and for earlier bonding appropriations that contained specific statutory authority to use G.O. bond proceeds to pay costs of staff directly involved in delivering a capital project or program.

MMB’s goal in implementing the policy was to establish uniform procedures for agencies to charge capitalizable staff costs to bonding appropriations and to establish MMB oversight of the process. The policy requires each agency desiring to charge staff costs to bonding appropriations to submit a plan to MMB for its approval. The plan must indicate how the agency intends to track staff costs charged to each bonding appropriation, which tracking must be by employee, by project or program and by hour spent. Each agency must report staff costs charged to bonding appropriations to the Capital Bonding Coordinator and to its Executive Budget Officer on a quarterly basis and certify that such time is properly capitalizable as a cost of the project or program in accordance with applicable accounting principles.

The 2010 bonding bill (Laws 2010, ch. 189) imposed a reporting requirement for MMB as discussed below. Capital investment bills starting with the 2010 bonding bill now routinely contain language authorizing state agencies to use appropriated funds to pay staff costs directly attributable to the capital program or project in accordance with MMB’s accounting policies.

THE REPORTING REQUIREMENT

Section 28 of the 2010 bonding bill (codified as Minn. Stat., Sec. 16A.501(b)) requires MMB to report to the Legislature by January 15 of each year as to the amount and percentage of each agency’s capital appropriation that is used to pay for the costs of staff directly attributable to capital programs or projects funded with state general obligation bond proceeds. The report must also address agency compliance with policies of the Commissioner of MMB as to use of general obligation bond proceeds to pay staff costs and any changes to the Commissioner’s policies.

AGENCY REPORTING AND COMPLIANCE

The following 13 agencies have submitted plans to MMB since 2010 to charge staff costs to one or more bonding appropriations and such plans were approved by MMB: Administration, Board of Water and Soil Resources, Department of Natural Resources, Minnesota Historical Society, Metropolitan Council, Pollution Control Agency, Department of Transportation, University of Minnesota, Minnesota State Colleges and Universities, the Minnesota Zoo, Department of Human Services, Department of Education and the Department of Employment and Economic Development.

For the current reporting period, the following seven agencies have submitted one or more quarterly reports of staff costs charged to bonding appropriations in compliance with MMB's policy: Administration, Department of Natural Resources, Minnesota Historical Society, Department of Transportation, University of Minnesota, Minnesota State Colleges and Universities, and Board of Water and Soil Resources. The data that appears on the spreadsheet attached as **Exhibit A** to this report includes amounts spent on staff costs for the current reporting period.

Several agencies that have received capital appropriations since 2010 have indicated that they do not intend to charge staff costs to bonding appropriations, including: Military Affairs, Amateur Sports and Public Facilities Authority. Further, the Department of Administration administers the capital appropriations for construction projects for state-owned assets for several other agencies and thus those agencies do not charge any of their internal staff costs to bonding appropriations, including: Department of Corrections, Department of Public Safety, Minnesota State Academies, Perpich Center for Arts Education, and Veterans Affairs.

With respect to MMB's assessment of the degree of agency compliance with the Commissioner of MMB's policy regarding staff costs, we believe that state agencies are attentive to and seek to comply with the policy's requirements.

Minn. Stat., Sec. 16A.501(b) requires MMB to discuss any changes to its policies regarding the charging of staff costs to bonding appropriations. MMB has not changed the policy adopted on October 20, 2009 and discussed above. However, MMB did attach an addendum to the policy in 2014 that provides additional clarification to agencies on what is a capitalizable staff cost.

RELATED POLICY

[MMB Policy Regarding Use of General Obligation Proceeds to Fund Staff Costs](https://mn.gov/mmb/debt-management/capital-projects/staff-costs/), October 20, 2009
(<https://mn.gov/mmb/debt-management/capital-projects/staff-costs/>)

Agency Contact:

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ANNUAL REPORT TO LEGISLATURE (M.S. §16A.501(b)) - January 18, 2023
AMOUNT OF CAPITAL APPROPRIATIONS USED TO PAY AGENCY STAFF COSTS

Agency	Legal Citation (yr-ch-art-sec-subd)	Fiscal Year	Appropriation Name	Amount of Original Appropriation	Amount Previously Spent for Staff Costs	2Q FY22 (ended 12/31/2021)	3Q FY22 (ended 3/31/2022)	4Q FY22 (ended 6/30/22)	1Q FY23 (ended 9/30/22)	Total Spent in this Reporting Period	Cumulative Total Spent	% of Approp.
Administration												
	09 093 01 014 003	2018	DVA VETS CEMETERIES	1,500,000	4,437.76	2,902.31	1,253.82	-	1,911.94	6,068.07	10,505.83	1%
	13 136 00 003 002	2013	CAPITOL ACCESSIBILITY/MONUMENTS	3,023,191	29,095.15	1,111.39	75.86	-	668.87	1,856.12	30,951.27	1%
	14 294 01 012 002	2013	CAPITOL ACCESSIBILITY/MONUMENTS	500,000	-	-	-	-	-	-	-	0%
	171 008 01 011 002	2017	CENTENNIAL PKG RAMP	10,878,000	24,390.09	704.25	-	-	Project complete	704.25	25,094.34	0%
	171 008 01 017 002	2017	DHS-ST PETER SEC HOSP PHASE 2	70,255,000	77,407.78	443.73	270.54	-	75.16	789.43	78,197.21	0%
(1)	171 008 01 017 004	2017	DHS-ANOKA METRO REGNL TR CTR	2,250,000	25,519.43	1,515.36	691.22	(867.73)	Project complete	1,338.85	26,858.28	1%
	171 008 01 018 003	2020	VA MPLS VET HOME TRUSS BRDGE AP	1,893,289	9,503.58	1,907.74	629.43	-	1,550.98	4,088.15	13,591.73	1%
	171 008 01 018 003	2020	VA MPLS VET HOME TRUSS BRDGE SAFETY/SECURIT	1,893,289	4,158.48	-	956.19	-	-	956.19	5,114.67	0%
(1)	171 008 01 019 002	2017	DOC-ASSET PRESERVATION	20,000,000	227,789.18	3,436.77	401.15	(1,135.75)	Project complete	2,702.17	230,491.35	1%
	18 214 01 005	2018	MSA ASSET PRES	2,000,000	11,004.36	1,128.48	458.45	-	1,039.69	2,626.62	13,630.98	1%
	18 214 01 012 003	2018	CAP CPMPLEX SECURITY UP	10,000,000	43,360.11	4,216.44	1,745.07	-	245.83	6,207.34	49,567.45	0%
	18 214 01 018 002	2018	DHS ASSET PRESERVATION	10,000,000	42,754.49	3,814.19	2,410.02	867.73	6,931.86	14,023.80	56,778.29	1%
	18 214 01 018 003	2018	DHS ST PETER CTR DIETARY	2,200,000	18,907.39	-	-	-	-	-	18,907.39	1%
	18 214 01 018 004	2018	DHS ANOKA CTR DIETARY	6,550,000	5,135.32	-	-	-	-	-	5,135.32	0%
	18 214 01 019 002	2018	DVA ASSET PRESERVATION	9,000,000	36,724.03	3,342.86	1,750.64	-	3,333.70	8,427.20	45,151.23	1%
	18 214 01 019 003	2018	DVA VETS HOME BEMIDJI	12,400,000	41,171.91	6,196.38	3,224.21	-	5,548.51	14,969.10	56,141.01	0%
	18 214 01 019 003	2018	DVA VETS HOME MONTEVIDEO	9,400,000	62,650.90	8,050.86	2,807.31	-	3,032.24	13,890.41	76,541.31	1%
	18 214 01 019 003	2108	DVA VETS HOME PRESTON	10,200,000	17,551.66	3,016.75	1,581.43	-	5,332.63	9,930.81	27,482.47	0%
(2)	18 214 01 020 002	2018	DOC ASSET PRESERVATION	21,003,184.92	153,115.60	10,138.80	2,789.49	1,135.75	6,875.50	20,939.54	174,055.14	1%
	18 214 01 020 003	2018	DOC MCF ST CLOUD	16,000,000	49,059.89	3,190.19	303.44	-	-	3,493.63	52,553.52	0%
	18 214 01 020 004	2018	DOC MCF MOOSE LAKE	1,950,000	7,554.09	-	-	-	-	-	7,554.09	0%
	205 003 01 005 002	2020	MSA ASSET PRESERVATION	3,150,000	2,220.07	1,090.92	291.76	-	2,441.18	3,823.86	6,043.93	0%
	205 003 01 005 003	2020	MSA SAFETY CORRIDOR	5,830,000	5,397.20	2,886.64	637.61	-	1,341.66	4,865.91	10,263.11	0%
	205 003 01 006 002	2020	PCAE ASSET PRESERVATION	750,000	-	2,993.86	478.09	-	2,143.56	5,615.51	5,615.51	0%
	205 003 015 002	2020	DPS STATE EMERGENCY OPERATIONS CTR	29,545,000	10,674.16	4,599.13	2,124.11	-	2,570.86	9,294.10	19,968.26	0%
	205 003 010	2020	AG/HEALTH BLD	20,000,000	4,069.06	6,361.49	2,503.82	-	5,450.43	14,315.74	18,384.80	0%
	205 003 012 002	2020	ADMIN CAPRA	4,500,000	-	-	-	-	2,441.51	2,441.51	2,441.51	0%
	205 003 015 003	2020	DPS SOUTHERN MN BCA REGIONAL LAB	100,000	4,364.78	73.03	-	-	-	73.03	4,437.81	4%
	205 003 018 002	2020	DHS ASSET PRESERVATION	8,000,000	19,658.99	7,715.32	2,829.76	-	1,158.31	11,703.39	31,362.38	0%
	205 003 018 003	2020	DHS ST. PETER REGIONAL CTR	1,794,000	-	-	-	-	549.75	549.75	549.75	0%
	205 003 018 004	2020	DHS CHILD/ADOLESCENT BEHAVIORAL	1,750,000	643.62	-	-	-	-	-	643.62	0%
	205 003 019 002	2020	DVA ASSET PRESERVATION	6,300,000	5,333.45	3,466.40	1,837.63	-	1,281.46	6,585.49	11,918.94	0%
	205 003 019 003	2020	DVA FERGUS FALLS VETS GREENHOUSE	100,000	3,496.27	466.17	-	-	-	466.17	3,962.44	4%
	205 003 020 002	2020	DOC ASSET PRESERVATION	25,000,000	11,713.18	16,270.02	9,683.94	-	12,860.24	38,814.20	50,527.38	0%
	205 003 01 020 003	2020	DOC WILLOW RIVER	1,877,000	1,109.32	3,054.68	1,137.90	-	658.87	4,851.45	5,960.77	0%
	205 003 01 020 004	2020	DOC FARIBAUT	954,000	-	126.33	1,213.77	-	1,872.59	3,212.69	3,212.69	0%
	205 003 01 020 006	2020	DOC STILLWATER	2,600,000	-	-	303.44	-	-	303.44	303.44	0%
	205 003 01 020 007	2020	DOC TOGO	2,600,000	-	-	-	-	582.76	582.76	582.76	0%
	205 003 01 021 006	2020	DEED WORKFORCE CTR AP	642,000	-	-	478.09	-	886.52	1,364.61	1,364.61	0%
MN Historical Society												
	18 214 01 024 002	2018	HISTORIC SITES ASSET PRESERV	8,000,000	184,350.99	8,700.12	-	-	-	8,700.12	193,051.11	2%
	205 003 01 024 002	2020	HISTORIC SITES ASSET PRESERV	2,350,000	1,862.13	3,870.59	9,359.30	8,776.00	9,047.00	31,052.89	32,915.02	1%
Transportation												
(3)	08 152 02 003 002	2008	CH152 STATE ROAD CONSTRUCTION	1,717,694,000	13,389,635.43	-	-	-	-	-	13,389,635.43	1%
	18 214 01 016 023	2018	STONE ARCH BRIDGE PROJECT	1,000,000	136.75	450.88	1,046.16	195.65	201.61	1,894.30	2,031.05	0%
Natural Resources												
	171 008 01 006 004a1	2017	EWR DAM SAFETY	4,400,000	68,447.73	6,431.44	-	-	0.06	6,431.50	74,879.23	2%
	171 008 01 006 006a	2017	PAT GLACIAL LAKES TRAIL	2,590,000	16,872.42	2,161.68	327.84	-	-	2,489.52	19,361.94	1%
	171 008 01 006 006b	2017	PAT HEARTLAND TRAIL	3,300,000	21,955.18	621.20	-	-	-	621.20	22,576.38	1%
	171 008 01 006 006c	2017	PAT CAYUNA STATE REC	3,600,000	11,679.04	281.27	-	-	-	281.27	11,960.31	0%
	171 008 01 006 006d	2017	PAT CAMP RIP VET ST TRAIL	1,600,000	11,359.80	1,270.44	-	-	-	1,270.44	12,630.24	1%
	171 008 01 006 006e	2017	LAKE VERM-SOUDAN ST PARK	3,500,000	42,374.31	-	-	-	-	-	42,374.31	1%
	171 008 01 006 006f	2017	PAT MILL TOWN ST TRAIL	328,000	3,261.38	-	-	-	-	-	3,261.38	1%
	171 008 01 006 006g	2017	PAT GITCHI GAMI ST TRAIL	3,130,000	22,603.83	1,182.67	213.08	-	-	1,395.75	23,999.58	1%
	18 214 01 007 02	2018	OSD NR ASSET PRESERVAT	26,581,000	-	-	-	-	-	-	-	0%
	18 214 01 007 11	2018	PAT MILL TOWNS ST TRL	500,000	331.64	-	26.70	-	-	26.70	358.34	0%
	18 214 01 007 06	2018	PAT BLUFFLANDS ST TRL	1,500,000	1,591.21	113.04	-	426.19	117.05	656.28	2,247.49	0%
	18 214 01 007 09	2018	PAT GLENDROUGH SP	750,000	10,217.21	256.27	458.70	527.59	977.09	2,219.65	12,436.86	2%

ANNUAL REPORT TO LEGISLATURE (M.S. §16A.501(b)) - January 18, 2023
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18 214 01 007 10	2018	PAT LAKE VERM Soudan PK	4,000,000	-	-	3,962.90	3,841.66	4,212.70	12,017.26	12,017.26	0%	
18 214 01 007 05	2018	PAT ST PARK ACCESSIBILITY	500,000	10,811.23	511.26	262.12	796.42	530.66	2,100.46	12,911.69	3%	
18 214 01 007 15	2018	PAT CHESTER WOODS TRL	2,500,000	316.47	-	-	557.32	-	557.32	873.79	0%	
18 214 01 007 12	2018	PAT SHOOTING STAR ST TRL	250,000	-	-	-	-	-	-	-	0%	
18 214 01 007 15	2018	PAT GRAND MARIAS GRNT	2,000,000	2,954.25	303.65	32.77	-	-	336.42	3,290.67	0%	
18 214 03 013	2018	FOR ST. FPR REFORESTATION	3,000,000	24,292.81	-	-	730.57	-	730.57	25,023.38	1%	
205 003 01 007 005	2020	EWR DAM SAFETY	2,000,000	-	-	1,888.82	7,379.96	11,182.42	20,451.20	20,451.20	1%	
205 003 01 007 006	2020	PAT ST. PARK ACCESSIBILITY	3,000,000	-	-	-	-	233.97	233.97	233.97	0%	
205 003 01 007 010	2020	PAT BLAZING STAR TRL	1,740,000	-	-	247.08	428.70	176.20	851.98	851.98	0%	
205 003 01 007 011	2020	PAT CAMP RIPLEY VET	2,000,000	-	-	1,106.81	1,244.16	510.43	2,861.40	2,861.40	0%	
205 003 01 007 012	2020	PAT HEARTLAND TRAIL	2,000,000	-	-	53.41	754.06	534.06	1,341.53	1,341.53	0%	
205 003 01 007 013	2020	PAT HEARTLAND TRAIL ITASSP COMM	2,000,000	-	-	98.34	885.19	-	983.53	983.53	0%	
MN State Colleges and Universities												
171 008 01 003 002	2017	MNSCU HEAPR (ASSET PRESERV)	25,000,000	110,920.93	58.81	823.34	361.68	-	1,243.83	112,164.76	0%	
18 214 01 003 002	2018	MN ST HEAPR (ASSET PRES)	45,000,000	117,612.42	73.51	875.36	714.54	779.23	2,442.64	120,055.06	0%	
18 214 01 003 003	2018	ANOKA RAMSEY CC NURSING/BUSINESS	569,000	10,479.01	-	-	-	-	-	10,479.01	2%	
18 214 01 003 005	2018	CENTURY APPLD TECH CTR	6,362,000	27,545.80	-	-	-	-	-	27,545.80	0%	
18 214 01 003 008	2018	MNSU-18-CLINICAL SCI PH 2 RENO	4,951,500	2,867.02	-	-	-	-	-	2,867.02	0%	
18 214 01 003 008	2018	MNSU-18-CLN SCI PH 2 WCKING REROOF	1,401,500	1,220.31	-	-	-	-	-	1,220.31	0%	
205 003 01 003 004	2020	MPLS COMM & TECH COLL-MGMT ED CTR DESIGN	990,000	6,578.49	1,102.69	1,367.33	838.04	-	3,308.06	9,886.55	1%	
205 003 01 003 003	2020	NORMANDALE CC-COLLEGE SERVICES BLD RENO	26,634,000	4,828.69	558.70	470.48	29.41	558.87	1,617.46	6,446.15	0%	
205 003 01 003 006	2020	PINE TECH & CC-TECH TRADES DESIGN LAB	635,000	7,436.32	1,146.80	1,426.14	1,440.85	88.22	4,102.01	11,538.33	2%	
205 003 01 003 003	2020	ANOKA RAMSEY CC NURSING & BUSINESS CENTER	16,287,000	7,630.60	1,382.04	1,087.99	1,134.37	558.70	4,163.10	11,793.70	0%	
205 003 01 003 002	2020	MN ST HEAPR (2020 ASSET PRES)	46,347,000	96,286.31	23,159.94	15,146.21	16,850.78	13,007.91	68,164.84	164,451.15	0%	
18 214 01 003 009	2018	MSU MOORHEAD WELD HALL	628,000	3,463.46	58.81	147.03	470.48	1,228.91	1,905.23	5,368.69	1%	
University of Minnesota												
(4)	18 214 01 002 002	2018	HEAPR (ASSET PRESERVATION)	47,110,285	507,549.66	6,659.50	11,201.58	8,746.00	15,156.19	41,763.27	549,312.93	1%
	205 003 01 002 002	2020	HEAPR (ASSET PRESERVATION)	38,495,000	101,981.11	84,815.92	48,836.82	29,815.83	60,530.22	223,998.79	325,979.90	1%
Board of Soil and Water Resources												
	18 214 00 00	2018	LOCAL GOVT ROAD REPLACEMENT	6,700,000	481,573.75	85,913.41	103,265.19	38,770.25	-	227,948.85	709,522.60	11%
	19 002 00 000	2019	RIM CONSERVATION EASEMENTS	10,000,000	73,434.94	43,182.18	48,491.37	46,323.37	50,445.49	188,442.41	261,877.35	3%
	205 003 00 00	2020	LOCAL GOVT ROAD REPLACEMENT	15,000,000	-	-	-	75,689.60	99,286.09	174,975.69	174,975.69	1%

(1) Negative quarterly amount reflects agency adjustments to previously reported amounts.

(2) Original appropriation increased due to transfer from the DOC MCF ST. CLOUD 18 214 01 020 003 project to Asset Preservation.

(3) Staff Costs reported in connection with this appropriation were for the following projects: St. Croix Crossing, Winona Bridge, and Red Wing. Detailed reports are on file both at MMB and MnDOT.

(4) Original appropriation increased due to transfer from the 2018 Twin Cities-the Pillsbury Hall Renewal project and the 2018 U of M Morris Humanities Building and Blakely Hall project to HEAPR.