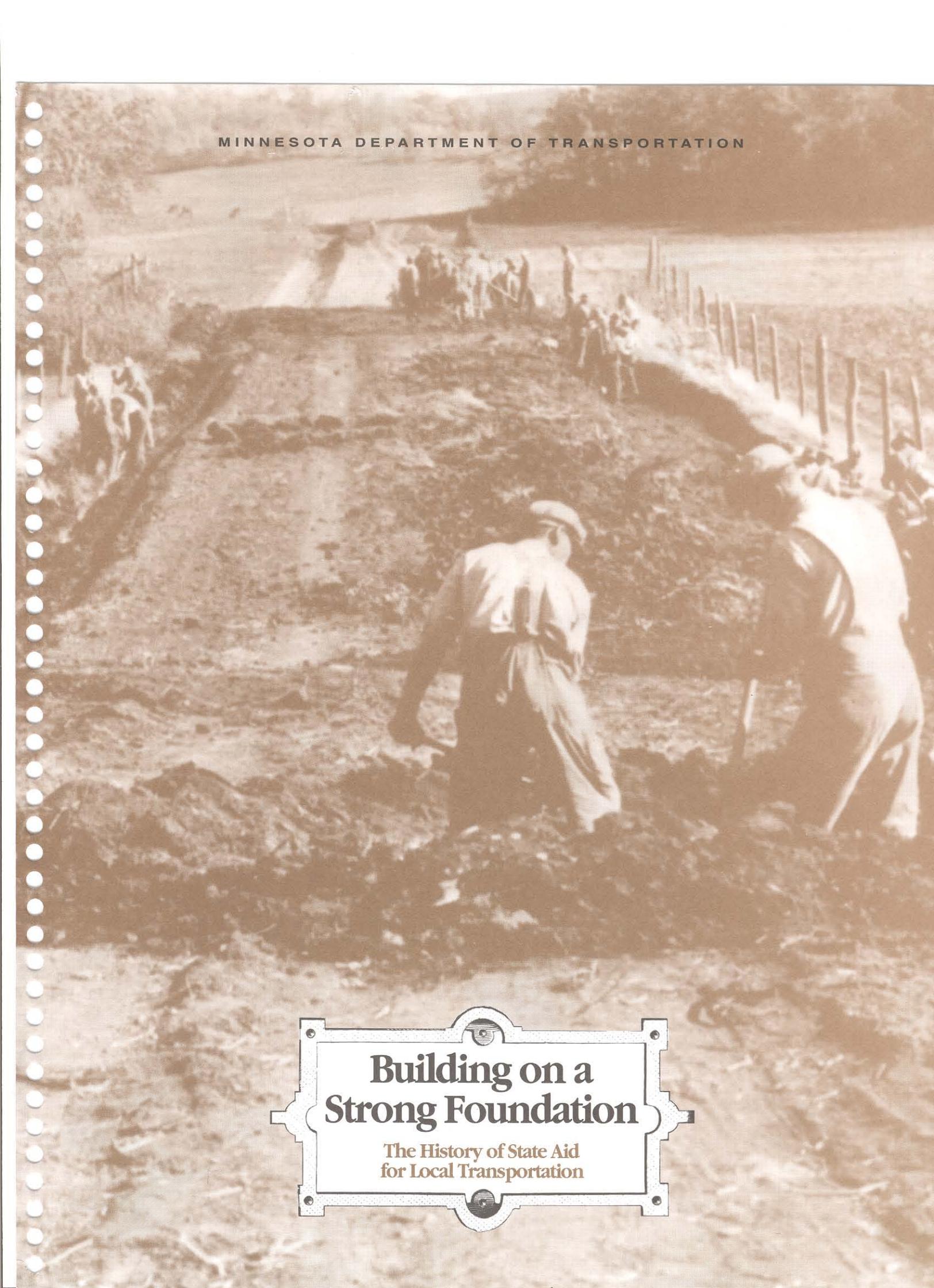


MINNESOTA DEPARTMENT OF TRANSPORTATION



**Building on a
Strong Foundation**

The History of State Aid
for Local Transportation

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And my thanks to all of the county highway department, county historical society and Mn/DOT employees who eagerly supplied the information, photographs and historical documents which made this undertaking a reality. Their help exemplifies the cooperation and partnerships that make Minnesota's county and municipal state aid systems work so well.

Debra M. Hipp
Minnesota Department of Transportation
Office of Communications

Building on a Strong Foundation
The History of State Aid for Local Transportation

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Road construction between Windom and Jackson in 1905. Contractor, Louis Smaage. © Cottonwood Historical Society

Introduction

State Aid for Local Transportation (SALT) was established to administer the County State Aid Highway (CSAH) and Municipal State Aid Street (MSAS) portions of the Highway User Tax Distribution Fund (HUTDF), along with Federal Aid highway dollars. The division also serves as the liaison between the Minnesota Department of Transportation (Mn/DOT) and the county and municipal engineers through their engineering associations. The strong supportive relationship between local governments and Mn/DOT are key to the success of the State Aid system.

“The fundamental role of State Aid, in addition to allocation and distribution of funds, is to provide a safe system of roads that makes sense and is built to specific, established standards,” says Pat Murphy, state aid engineer.

This role is reflected in the Division’s mission, vision and value statements which appear in Appendix B.



Val Chapin, Roseau County Engineer (white shirt and tie), checks on construction progress in 1913. © Roseau County Historical Society

Chapter 1

From Territorial Roads to the Beginning of the State Aid Program

From the very beginning of Minnesota as a Territory, roads were an important part of its development. Local governments, particularly counties, have played a strong role in the development of Minnesota's road system over the past 150 years.

Adapted from highway technician Michael Morris' draft of the Minnesota Highway Department History.

The roads of the frontier and territorial periods were primitive by present standards. To serve a growing population, standards based on the laws of the Territory of Wisconsin were created. A Minnesota territorial road bill which set definite standards for territorial roads became law on November 1, 1849. This new law superseded the parts of the original Wisconsin laws that were adopted with Minnesota's organization act. Territorial roads were to be surveyed and marked by mile points. Detailed plats and maps were developed to show the features of the lands covered by roads. The roads were to be constructed by county units of government.

The legislators also passed an act in 1849 outlining the responsibility of counties to develop roads.

Each county had a board of commissioners whose duties included: "To layout, discontinue, or alter county roads within their respective counties, and to license ferries and fix toll rates." (Minnesota Laws, 1849)

The counties were divided into districts headed by a district supervisor chosen by the board. The supervisors were charged with maintaining the roads.

Every male citizen between the ages of 21 and 50 was

required to work on the roads for at least two days each year. There was also a road tax, based on real estate values. That tax could be paid outright, or by road labor at a rate of two dollars a day.

The Minnesota Territory's Revised Statutes became law on September 1, 1851, continuing the counties' role in road construction and maintenance. Each county road district was headed by a local resident appointed as road supervisor. As before, the supervisor was responsible for enforcing the labor tax law and construction of legally approved roads, the building of bridges not supported by the poll tax and posting signs at crossroads giving the distance to the nearest towns. He was also responsible for submitting a road inventory and record of road work in his district to the county commissioners each July.

Minor changes in road laws in 1858 and the early 1860s were sufficient to regulate Minnesota's roads until increases in population and industry began to underscore the need for a better system of roads near the turn of the century.

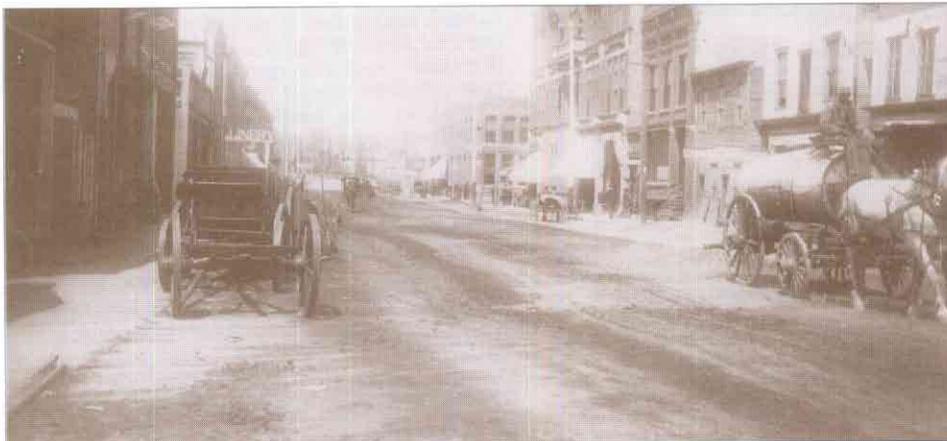


McDonald Lake Road, north of Hoveland, (now known as the Arrowhead Trail) exemplifies gravel roads in 1951. Photo by Norton & Peel, Minneapolis, Minnesota. © Minnesota Historical Society.

Local Road Funding Before 1957

The history of State Aid for Local Transportation begins long before the division was officially formed in August, 1957. The Minnesota Territory was established in March, 1849. Congress met in 1850 and passed the Minnesota Road Act authorizing the construction of five military roads. These roads were designed to help protect the territory and provide a means of transportation for early settlers.

In 1916, the Federal Highway Aid law was passed. It established a 6,200-mile federal aid road system to connect all county seats and population centers in the state. The Minnesota State Highway Commission administered this system of roads. (*Singley, 1963, p.3*)



In 1900, maintenance was as simple as watering down the street to keep the dust down as seen here on Mill Street in Fergus Falls. © Otter Tail County Historical Society.



Mr. and Mrs. A. D. Baker and Mr. and Mrs. M. Krogh (front) go for a Sunday drive in 1915. © Otter Tail County Historical Society.

The Minnesota Legislature adopted the General Highway Act of 1921 which provided for a trunk highway system and a tax on motor vehicles. In 1924, the citizens of Minnesota adopted the gasoline tax amendment which led to a two-cents a gallon tax for the trunk highway fund to begin in 1925. Another amendment was passed in 1928 to place one-third of the gasoline tax revenues in a state road and bridge fund, with the remaining two-thirds earmarked for trunk highways.

The state aid road system was established in 1929. A gas tax increase to four cents a gallon in 1941 allowed for \$1.2 million to be apportioned annually for the state aid system.

VOTE "YES" FOR AMENDMENT NO. 1, NOVEMBER 2ND

(The Babcock Plan)

Prepared by
The Minnesota Highway Improvement Association, Inc.,
Leonard H. Nord, Secretary, Merchants National
Bank Building, Saint Paul, Minnesota.

The adoption of the pending Constitutional Amendment No. 1, establishes in Minnesota a **STATE TRUNK HIGHWAY SYSTEM** of approximately 7,000 miles of main, or arterial roads, which reaches into every section of the state, the highways to be "located, constructed, re-constructed, improved and forever maintained as public highways by the state of Minnesota."

The construction and maintenance of the roads in this system is to be done by the state of Minnesota and is to be financed in so far as it may be necessary or advisable by a bond issue, which bonds are to be retired by the proceeds from an increased tax on motor vehicles. Such tax to be in lieu of all other taxes on motor vehicles. The amendment limits the issue of bonds in any calendar year to \$10,000,000 par value, and provides that there shall never be more than \$75,000,000 in bonds outstanding. The amendment does not set any limit to the number of years within which bonds may be issued, but it does require that all outstanding bonds in excess of \$75,000,000 must be paid before any additional bonds can be issued. The amendment simply authorizes the legislature to issue bonds, but does not make the issuance of bonds mandatory.

In order to finance the **TRUNK HIGHWAY SYSTEM** established by Amendment No. 1, it will be necessary to levy a license fee on automobiles, which in all probability will average about \$18 per car and ranging doubtless from about \$10 or \$12 for the smaller cars up to as much as \$60 to \$75 for the larger and more expensive cars and trucks. If the legislature should fix such an average

annual license fee, it would justify an issue of bonds to the full limit of the constitutional amendment, because the bonds and interest thereon could be retired by the proceeds from motor vehicle license fees.

Those who have made an extended study of the amendment, are of the belief that it will not be necessary for the state to issue any bonds at all, unless it may be deemed advisable to issue a small amount for the purpose of refunding to a number of counties, the money expended in the construction of portions of the proposed **TRUNK HIGHWAY SYSTEM**.

At least \$5,000,000 will be received from the increased license upon motor vehicles for the year 1921 and a much larger amount will be received annually thereafter in consequence of the rapid increase in the number of motor vehicles. In all probability such sums of money would meet the total expenditures in road construction, and especially for the next few years, because of the scarcity of both labor and materials for road construction. The practicability, the advisability, or the necessity for the issue of bonds is a matter that may safely be left to the good judgment of the people's representatives in the legislature.

By the establishment of the **TRUNK HIGHWAY SYSTEM** all of the local road funds—the state aid, county and township levies—are left intact to be used by local authorities in building and maintaining the local or feeder roads. These funds, based on the past two years' average, amount to the gigantic total of about \$15,000,000 a year. By diverting some of the money to the exclusive use of the county and township road building authorities, they would be enabled to construct many thousand miles of first class local roads. Inasmuch as 65 per cent to 80 per cent of the total road building funds have heretofore been expended in the building and maintenance of the identical roads that will be taken over by the state, it is apparent that the local road building authorities will have at least five times as much money to expend in building and maintaining their local roads under the amendment than under the present conditions. The amendment will give the local road building authorities, for the first time, reasonably ample funds to enable them to take care of the road building requirements in their

The War and Postwar Years

Due to World War II, highway construction was limited during the years 1942 through 1946. Congress passed the Federal Aid Highway Act in 1944, which authorized funds for three years of postwar programs. Included in these programs were separate allotments for urban highways and secondary rural roads. Minnesota received \$12.4 million in each of the three postwar years.

The 1944 Federal Act provided that certain types of County highways could be eligible for the rural secondary program.

respective counties.

The extensive use of automobiles and auto trucks has made an immediate and a most pressing demand for the proposed **STATE TRUNK HIGHWAY SYSTEM**. The creator of such demand should justly bear the expense of its creation. Moreover, as a business proposition, automobile owners in the aggregate have estimated that for every dollar they will be required to pay in increased license fees, they will receive at least \$3 in benefits.

Experts tell us that it costs to operate the average car over unpaved roads approximately 10 cents a mile for gasoline, lubrication, tires and depreciation. It can be demonstrated that it will cost 20 per cent less to operate a car over a paved road than over an unpaved highway. This would mean a saving of 2 cents a mile in costs of operating on the paved road. But you say all the roads will not be paved. Agreed. Let us say that you will drive half of the time over paved roads and half over unpaved. This means your saving will be one cent per mile on your season's mileage.

Now let us see what is the net cost to you in your license fees. The average assessed valuation of all cars listed for taxation on May 1, 1918, according to the records of the Minnesota Tax Commission was \$140 a car. The average tax levy is approximately 40 mills (38.22 mills to be exact). This means the average taxes paid on motor cars in the state is \$5.60. Your license fee now is \$1.66, or a total for taxes and license of \$7.26. Under the Babcock plan an average of \$18 will include the present personal property tax on automobiles. This is a net increase of \$10.74.

Now, remembering your saving of one cent a mile as shown before, if you drive your car 1,074 miles a year, you will break even; if you drive 5,000 miles a year, you will get back, in saving on the cost of operating your car, \$50 for the additional \$10.74 which the plan has cost you.

Can you find any objection to such a plan? Just think of it! All the secondary roads in the state will be built from existing road levy laws and without increasing taxation one dollar! In addition to this, 7,000 miles of the most important and most expensive highways in the state to be built and maintained by the state of Minnesota

with a fund which is entirely additional to any funds now being raised but which, in reality, brings a great benefit to the motor vehicle owners who pay it.

The following are ten reasons why you should vote for Constitutional Amendment No. 1:

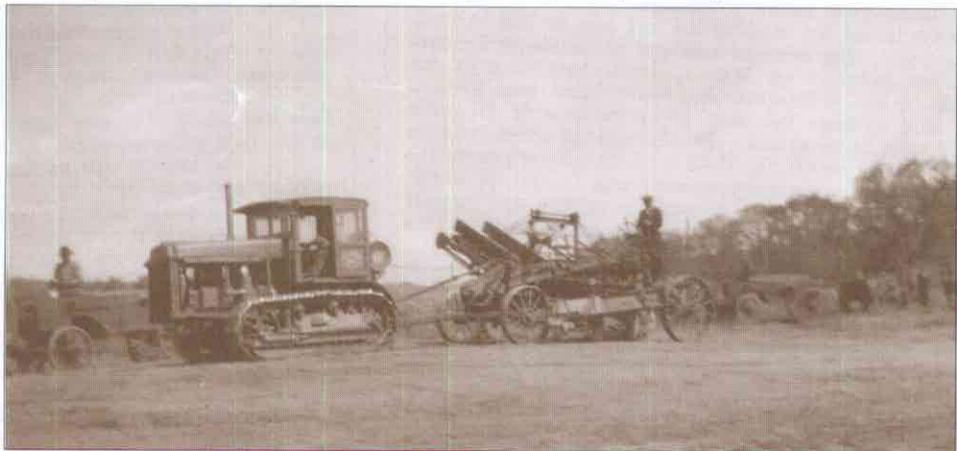
1. Because it will give Minnesota a 7,000-mile **TRUNK HIGHWAY SYSTEM** to care for inter-county and state-wide traffic.
2. Because it will remove from the counties and townships the burden of building and maintaining these expensive highways.
3. Because it will release 80% of the total county and state road and bridge fund which is now being spent on this system and will thereby permit improvement of connecting road systems which otherwise cannot be reached, as practically all funds are now required for upkeep and improvement of main lines.
4. Because this magnificent highway system of improved roads will be constructed and maintained without increasing general taxes in Minnesota a single penny.
5. Because the motor vehicle owners who pay the fees will get their money back threefold through a saving in the cost of operating the cars.
6. Because it will be the first time that Minnesota will be given an opportunity to treat its road-building problems in a business-like way.
7. Because it will make accessible to tourists the beauty spots of the state, turning idle capital into active investments, and thus bring millions of dollars into the state.
8. Because it will add hundreds of millions of dollars to the wealth of the state by reducing marketing costs and developing the agricultural resources of the state.
9. Because it will carry the benefits of good roads to all parts of the state without waiting for the slow and wearisome process of road building. State maintenance begins at once.
10. Because it will give Minnesota the most wonderful road system possessed by any state in the Union without increasing general taxes.

**BE SURE TO VOTE "YES" ON AMENDMENT
NO. 1, NOVEMBER 2ND.**



Early road building in Otter Tail County. © Otter Tail County Historical Society.

The County division in the Minnesota Highway Department was officially organized in 1945. One of its first jobs was to establish a county system of Federal Aid secondary routes in cooperation with the county commissioner, and to schedule a three year program of construction on that system. One purpose of these programs was to help provide a transition from a wartime to a peacetime economy. The County division handled all programming and federal reimbursement requests in addition to reviewing plans and specifications. By 1946, the county division had become the central clearinghouse for all county matters in which the Highway Dept. may have had an



A tractor pulls a road grader north of Pelican Rapids. ca. 1929. © Otter Tail County Historical Society.

interest. The liaison duties of the county division were essential to all cooperative undertakings between the Highway Department and the county officials.

1946 brought a return to construction with inauguration of the County Federal Aid Secondary Program which was part of the Federal Aid Highway Act passed by Congress. The act authorized funding for fiscal years 1950 and 1951, with a 50/50 matching formula. Federal funds would pay for one-half of an approved project; the remainder would be funded by local government.

1949 brought a gas tax increase to five cents per gallon. A Minnesota constitutional amendment that called for 44 percent of gas tax receipts to be allocated to the counties and 6 percent to go to the cities of Duluth, Minneapolis and St. Paul was proposed. Although authorized by the State Legislature, the amendment was rejected by voters during the general election in 1950.



A group photo taken during construction of the Mary Brown Bridge in Meadow Township on CSAH 15 in Wadena County. © Wadena County Highway Department.

The Legislature Orders Highway Study

A Highway Study Commission was created by the state legislature in 1953. The purpose of this commission was to study all matters related to highway adequacy, needs and financing. The commission contracted with the Automotive Safety Foundation of Washington, D.C., to direct the engineering analysis of the existing highway system. The commission also needed to study the existing highway tax collection and distribution system. The Public Administration Service of Chicago conducted this study.

The foundation's findings included the need for a 30,000-mile county highway system along with a 1,200-mile municipal road system. Both would be funded in part by financial aid from the state. The commission accepted the foundation's mileage recommendations for the county and municipal systems. The Highway Study Commission recommendations were given to Minnesota's legislators in 1954, with suggestions which included starting a state highway fund to collect and distribute highway user taxes. Changes in legislation were needed to establish a motor fuel tax, and a vehicle registration fee that would be the source of the Highway User Tax Distribution Fund (HUTDF). These and other suggestions from the commission were incorporated into a proposed bill to redistribute the state's road user funds.

In 1955 the Legislature appointed an interim commission to study methods for equitable distribution of highway user taxes. The recommendations were accepted and remain the current basis for determining allocations. (See Chapter 2.)

Amendment II Ratified

Minnesota citizens overwhelmingly accepted the proposed funding changes in November, 1956. Thus, Amendment II of 1956* was ratified and resulted in the

County Division of the Minnesota Highway Department becoming the State Aid Division in August, 1957. Amendment II provided a larger amount of funding for counties and for the first time provided a state funding source for cities over 5000 population. Although state aid engineer J.M. (Mac) Evans and his staff knew that the distribution of this money was to be based on financial needs, the definitions of need had not been spelled out in any legislation. Evans and his staff had to scramble to develop the definitions before the first deposit of funds in the State Aid account in January, 1958. With the ratification of Constitutional Amendment II, the Highway User Fund was established as the funding source for the Trunk Highway (TH), County State Aid Highway (CSAH) and Municipal State Aid Street (MSAS) systems. The new State Aid Division had to figure how to apply the principles set forth by Amendment II to the county and municipal systems.

“The law was passed so it (funding) should be distributed to the 87 counties on the basis of needs. That was the directive. Now we had to come up with a basis for figuring needs.”
(Evans, 1986)

(See Interview with Ward Gronfeld by Michael Morris on page 20)

Developing a formula to determine needs was not the only task to be completed by the state aid staff during the summer of 1957. They also had to review every existing mile of county and city roads to determine which would be included in the CSAH and MSAS systems. They used traffic counts and construction standards to determine county and municipal highway needs.

The Legislature enacted legislation to implement Amendment II during the 1957 and 1959 sessions. The passage of this amendment was a milestone in Minnesota transportation history. Principles established in the late 1950s still govern the funding of the three systems (TH, CSAH, MSAS) to this day.

** Editors note. Amendments to the Minnesota State Constitution are numbered, each legislative session beginning with “number one”. Amendments are identified by their numbers and the year approved.*

Establishing the District State Aid Engineer Positions

During the summer of 1957 the State Aid Division was not the only place where staff members were scrambling to prepare for the changes Constitutional Amendment II would bring. The district offices were also faced with increased duties.

There were thousands of miles of county and city roads in need of review before they could be included in either the county or municipal systems. A 25-year plan outlining the needs of the new systems had to be compiled so funds could be distributed. There had to be a review of plans and progress once the counties and cities began to build with state aid funds.

One of the important niches to fill became the intermediary between local governments and the Highway Department, someone who knew the district and its needs and could ensure those needs would be met with the new state aid road funds. The department and local officials saw the value of engineers in the field who would cooperate with local engineers and provide general supervision throughout each district.

In August, 1957, Commissioner L.P. Zimmerman appointed four new assistant district engineers (ADEs) to help the district engineers (DEs) and fill that niche.

The ADE was charged with the review all plans for state aid projects. The plans then went to the State Aid Division for approval. The assistant district engineers would also review all approved construction projects and certify that adequate maintenance was performed. This was accomplished by working with the county and city engineers. Initially only four positions were filled due to a lack of qualified candidates, but the remaining five district positions were all eventually filled.

Today, the district engineer selects the district state aid engineer (DSAE) with input from the county and city engineers; concurrence of the candidate comes from the state aid engineer.

The DSAE works for the district engineer and is a member of the district management team. He also provides oversight on

MINNESOTA



HIGHWAYS

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It's State Aid Division Now

The Highway department's County division is being enlarged and reorganized as the State Aid division to carry on an expanded state aid road program. The program is being formulated in accordance with provisions of the state Constitutional Amendment No. 2, adopted last November, and related laws enacted by the 1957 Legislature.

The divisions' expanded functions will cover cooperative activity with the state's 87 counties and with municipalities of more than 5,000 population, now numbering 58. Previously the division worked only with counties on a less extensive scale.

Mac Evans, long time engineer of the County division, continues as head of the reorganized unit. To assist him in divisional administration, Ken Mason has been promoted from his previous post of administrative engineer of the Lands and Right of Way division to be assistant engineer of the State Aid division.

In the Highway department since 1921, Mason worked 13 years in the Construction division, becoming a project engineer in 1928. Moving to Lands and Right of Way in 1934, he was named administrative engineer about 10 years ago.

Four new assistant district engineers have been appointed to many districts by Commissioner Zimmerman to serve primarily as liaison between the Highway department and the county and city engineers. Similar appointments will be made later for other districts. Selection of the first four is reported in another article in this issue.

Two accountants have been transferred from the Finance division to the State Aid division. Addition of other personnel as the program develops is anticipated.

Immediate problem of the State Aid division, said Evans, is to assist counties to designate a County-State Aid Highway system of not to exceed 30,000 miles and in the determination of the 25-year needs of the system, as the basis for the distribution of



Mac Evans



Ken Mason

state aid. The 25-year program of needs will be geared to standards established for the County-State aid system for the year 1975.

Similarly, the State Aid division will work with municipalities in the designation of a Municipal-State Aid street system, not to exceed 1,200 miles. Likewise a determination will be made of the cities' 25-year needs as the basis for the distribution of state aid.

To advance these objectives, the division for the past several months has been perfecting a perpetual inventory of these needs

(Continued on page 6)

Five Are Named to Assistant District Engineer Positions

Murchie Gets Bituminous Post

Continuing, rapid growth of the Highway department was witnessed again in the late August by announcement from Commissioner Zimmerman of his appointment of five assistant district engineers.

Last month's Minnesota Highways carried news of the appointment in July of Frank D. Marzittelli, St. Paul commissioner of public works, to the department's new post of deputy commissioner and of four major promotions within the department.

Four of the five new appointments are to newly established assistant district engineer positions in which the incumbents will work with county and city engineers primarily on planning and construction of county and municipal federal aid roads und-

er the expanded program in that field. The expansion is in conformity with provisions of the state constitutional Amendment No. 2, approved at the 1956 general election. The fifth appointment is to fill a vacancy.

The four appointments related to the federal aid program are:

Norman Schmidt, Todd county highway engineer, as assistant district engineer of District 1, Duluth.

E. S. Vevea, Anoka county highway engineer, to be assistant district engineer of District 5, Twin Cities, rural.

Claude Zehetner, civil engineer in the State Aid (formerly County) division, as assistant district engineer in District 6, Rochester.

Don McFadden, bituminous engineer in the Materials and Research division, to be assistant district engineer in District 9, Twin Cities, metropolitan.

The fifth appointment was that of Ben Lichttenegger, Pope county highway engineer, to be assistant district engineer of District 8, Willmar. He replaces Harold James, reported in last month's issue as appointed district maintenance engineer at Marshall to succeed Roy Gilbertson, deceased.

Murchie Is Promoted

In addition to the assistant district engineer appointments, Commissioner Zimmerman reported that he has named J. A. Murchie, assistant bituminous engineer for the past year, to be bituminous engineer, succeeding McFadden.

As required, additional assistant district engineers for county and municipal road projects will be named for the remaining Districts 2, 3, 4, 7, and 8. Commissioner Zimmerman said.

The commissioner pointed out that two of the four men so appointed assistant district engin-

(Continued on page 6)



Don McFadden

Norman Schmidt



Claude Zehetner

E. S. Vevea



Ben Lichttenegger

J. A. Murchie

county and city road projects in the district by working closely with the State Aid Division. Plans submitted by the county and city engineers are reviewed by the DSAE for approval or submission to SALT for approval.

Cooperation

At first, some counties and cities objected to being so closely tied to the Highway Department, but a strong and cooperative alliance developed over the years. This close cooperation is due in part to the training and certification necessary to hold the positions of district state aid engineer, county engineer or city engineer in the State of Minnesota. Minnesota law requires that the counties must employ registered professional engineers. Only five other states have this requirement. The standards in education and training of highway engineers employed in Minnesota have been key to the success of the state aid program. (Fay, 1996)

There is a history of former county and city engineers serving as DSAEs. Also, for many years engineers would take a leave of absence from the Highway Department to serve as a county engineer. However, because of wage disparities between Mn/DOT and many counties, this practice is no longer common.

Early exchanges of staff contributed to trust and cooperation in the relationships between the district state aid engineers and their counterparts in local government. Typically, over half of the eight district state aid engineers have previous experience as a county or municipal engineer.

Cooperation is furthered by the role of the DSAE in holding periodic meetings with the city and county engineers in their district to introduce new programs and procedures. In general, it is the district state aid engineer who keeps lines of communication open between the state aid division and local road authorities. The DSAE is often the first person contacted by the county or city engineer when a problem develops on a project.

Additional Responsibilities

The role of the DSAE began to change and expand in the early 1990s. There were new people in the position in seven of the districts. Most of the new DSAEs came from outside Mn/DOT. Many of them had been county engineers. This has helped to bolster respect between Mn/DOT and the city and county engineers. They began to meet regularly to exchange ideas and experiences. (Skallman, 1996)

As state aid engineers, both Dennis Carlson and Pat Murphy worked to expand the district state aid engineer position. This was possible with the decentralization of Mn/DOT which allowed more flexibility in the way each district assigns and performs duties. (Carlson, 1996) Some of the districts have added state aid assistants who help with plan review and some field review on construction projects.

DSAEs work with the Area Transportation Partnerships (ATP) in developing the Area Transportation Improvement Program. This process was developed following the passage of the Intermodal Surface Transportation Efficiency Act in 1991 (ISTEA).

The ATP membership includes representatives from Mn/DOT district, regional development commissions, counties and cities. They collectively recommend an ongoing three year program of transportation improvements using federal-aid funds. Although some DSAEs "...did not want to mix the 62 percent (trunk highways) with the 38 percent (state aid)," several are now involved with some responsibilities related to the trunk highways. (Behm, 1997)

Although the passage of time has brought some changes in the duties and responsibilities of the district state aid engineers, their position remains crucial to the smooth operation of the state aid system.

Excerpts from an interview of Ward Gronfeld by Michael Morris on December 23, 1986.

While researching the history of the Minnesota Department of Transportation, Michael Morris, highway technician, interviewed Ward Gronfeld, retired, from the Attorney General's Office. Gronfeld was one of the key players in the creation of the legislation which led to the establishment of state aid in Minnesota. The following paragraphs are excerpts from that interview. Morris asked Gronfeld to tell him about his work on the 1956 constitutional amendment and enabling legislation of 1957.

"Yes, I remember that. They tried two or three times. I had nothing to do with that—that's why it didn't pass, you know. There were things that were wrong with it. I think the counties wanted more money. They finally got it. The Constitutional amendment set it up twenty-nine percent (for counties), nine percent (for cities) and sixty-two for the trunk (highways).

"At the end of '56 they asked me to work on it (highway funding) and set up the whole county state aid highway system and municipal state aid street systems. I didn't take a leave of absence then because it was part of my job. I was still handling the contracts on the attorney general's side for the Highway Department, which was also handling legislation generally. I got the job of drafting the enabling legislation of '57, which the Legislature passed. Mac Evans was very, very kind and helped me a great deal on it. We worked together. I had to draft it, because I was the attorney, but Mac sure helped. I would go over what I did and Mac would make suggestions.

"There was always a margin of error on money needs. I always looked at mileage as maintenance. But the money needs are different and they've got a rather complicated formula

for that. For example, I am certain in my own mind that Aitkin County has an awful lot of swamp. But other areas have nothing but rocks and hills, so it costs more. So your money need is based on construction costs more than anything else.

"An awful lot of work by a lot of people went into that legislation. A constitutional amendment is a lot of work, but you need enabling legislation to put it into the beat. The guy who deserves most of the credit for the county state aid highway system and municipal state aid street system is Mac Evans. There is no question about that. You can't talk about the system without talking about Mac Evans. I think he probably did more for the system than any other person in the state.

"Mac and I worked very closely on the rules and regulations. By the way, they are still quite similar to the way we drafted them. In those days rules and regulations were much easier. Mac and I co-chaired the hearing. We didn't have a hearing officer like we do now. Mac and I stood up at this public hearing, sent out the notices and handled the legal end of it. We had county engineers, county commissioners and other people who were interested make suggestions. If we thought they were good, we went along with them. If we didn't, we said to hell with them. When we were all through with the hearing, we published it (the rules and regulations) and that was it.

"The Constitution just said they would set up funding on a formula basis and there were a lot of things in the Constitution to require, but they didn't say how to set it up. Originally, as I drafted it, I set up only on mileage 50 percent and money needs 50 percent, the same as the municipal state aid street system.

"We went through the House first. Charlie

Halstead got very concerned about setting it up that way, because some counties were not going to get as much as they did have under the old system, before the Constitutional amendment. There were several counties—I think Aitkin County might have been one of them—where they got less money than they had under the old system.

“So we dreamed up the equalization 10%. Then several counties screamed bloody murder. Hennepin County and Ramsey County screamed bloody murder. They wanted to split the 10% on the basis of vehicle registration, because they had the most registrations in their counties. So, they got that (registration) in exchange for the equalization and that’s how that came about.

“Now with all due respect to the county engineers, I think they are the ones who should have had 99% of the credit for getting the roads going. Your county engineer is boss. The county commissioners appoint your county engineers and they are the ones we needed.

“We divided the state into six areas. We had meetings that lasted a whole day in each of those areas; all county commissioners in each particular area came to the meeting. I explained what I was doing. When we finished in one place we’d drive like crazy to get to the next place so that we were ready the following morning.

“But it worked. Every county passed a resolution saying ‘Pass this bill.’ Of course, that made it much easier for the Legislature, but every one of the counties did it.

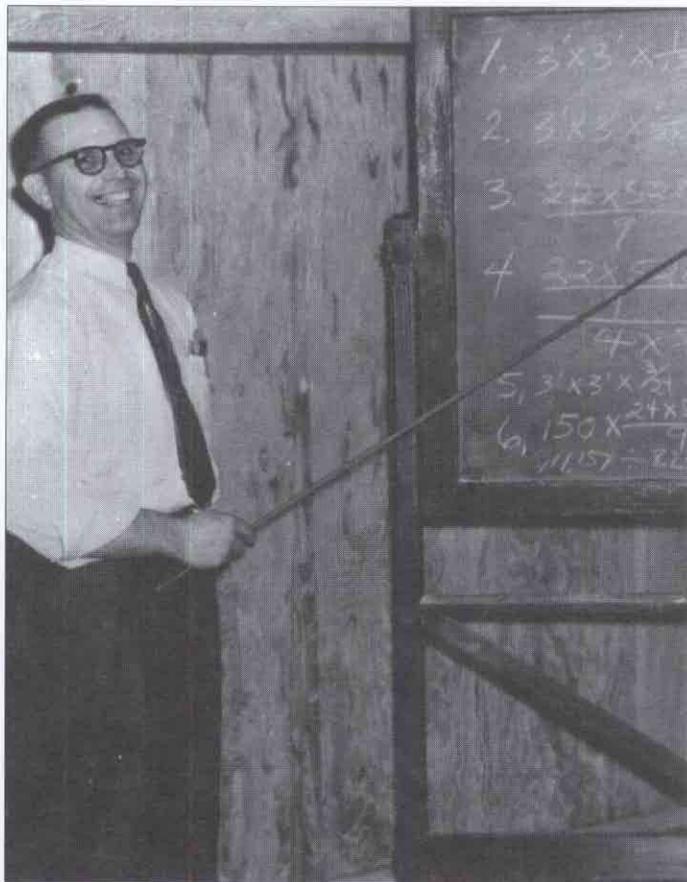
“We went Monday through Saturday (holding meetings). I was supposed to do all the talking. I was explaining this and the county commissioners wanted to know. Some of them sent the full board, but quite often it was just

one or two from the county. I wouldn’t want to go through that again. I’m too old. But I was very, very pleased with the results and I think that was one of the reasons why they passed the legislation as they did, with only minor changes.

“It’s an interesting thing. It’s going to be 30 years now, and there haven’t been that many changes. An awful lot of it is just the way I drafted it—that’s pretty good and it has worked. Your current state aid system is a beautiful system. It’s too bad that other states didn’t have a similar thing.

“The municipal state aid street system I kind of shrugged my shoulders on because they always had the city streets. Actually, I think the municipal state aid street system was put in there largely to get the necessary votes. The city was going to get some money, so people would vote for the amendment. I think that was part of it, in all seriousness. I’m certainly not against cities getting money, they made good roads out of it, especially the smaller communities; Minneapolis, St. Paul, Duluth and those (cities) had good road systems. Some of the smaller ones did not. It only applied to cities having a population of 5,000 or more. The small communities within the county are the county’s responsibility and there are laws requiring them to expend a certain amount of their total funds within these smaller communities. I think this is good, too.

“In 1958 the Legislature asked me to handle the Interim Commission, which was a recodification of the general highway laws. I was on leave from the Attorney General’s Office. I finished the job in the fall of ‘58, came back to the attorney general’s staff and handled the legislation in ‘59. It passed almost the way it was drafted.”



Herb Dale, state aid engineer, Bemidji, District 2, explains the apportionment formula to Bemidji city employees in 1958. *DOT/Scene*, March/April 1979.

Chapter 2

Key Features of the State Aid Program

A Strong Foundation

Amendment II of 1956 established the Highway User Tax Distribution Fund (HUTDF) to build and maintain roads and bridges in Minnesota. Monies collected from the gasoline tax and vehicle registration fees, along with interest earned, make up the total highway user income. Statutes provide for reimbursements to other state departments for costs associated with the gasoline tax and vehicle registration fees. The net highway user income is the amount identified as the HUTDF.

The Legislature established a formula for distribution of the HUTDF between trunk highways and the county state aid and municipal state aid systems. Trunk highways get 62 percent of the HUTDF. The County State Aid Highway (CSAH) system and Municipal State Aid System (MSAS) get 29 percent and 9 percent, respectively. These percentages were established in the constitution as the result of passage of Amendment II.

The Constitution provides that the Legislature can determine the distribution of 5 percent of the HUTDF. The regular distribution of the Highway User Tax Distribution Fund is the remaining 95 percent.

Apportionment

To determine the sum to be apportioned to the counties in January of each year, actual revenues from July 1 to December 31 of the preceding year are combined with an estimate of revenues for January 1 to June 30 of the apportionment year. Revenues include receipts from the motor fuel tax, motor vehicle tax and interest earned.

The same method of calculation is used to arrive at the total allocation for the municipal state aid street account.

Although the citizens of Minnesota overwhelmingly accepted the constitutional amendment to establish the county state aid and municipal state aid highway systems, the Legislature still

had to pass the laws to govern them. The statutes governing State Aid operations are found in Chapter 943, Laws of 1957 and Chapter 500, Laws of 1959. (Now identified as Minnesota Statutes Sec. 162.)

These statutes defined the following duties and responsibilities of the new State Aid Division along with the responsibilities of counties and municipalities.

- Methods for determining allocations from the Highway Users Tax Distribution Fund to the 87 counties and to municipalities with populations of more than 5,000. There were 58 such municipalities in 1957, in 1998 there were 125.
- Mileage limits of 30,000 miles for the County State Aid Highway (CSAH) system and 1,200 miles for the Municipal State Aid System (MSAS). These system limits were subsequently removed by later legislation.
- A description of the criteria for selection of roads and highways to be included in the CSAH and MSAS systems.

Screening Boards

There was much discussion about how to maintain a fair and impartial process in the distribution of State Aid funds and in the determination of which highways and roads were most necessary. The Legislature set up a system of checks and balances for this process. To ensure no county or municipality has undue influence in the distribution of the HUTDF, detailed reports on the local systems must be submitted to the commissioner of transportation annually.

- Each county or city engineer must submit a report on their state aid system and money needs to the commissioner of transportation by September 1 each year.
- The county or municipal screening board reviews these reports, then makes written money needs and system mileage recommendations to the commissioner. The board looks to its representative from the district and the district state aid engineer (DSAE) for input and before granting mileage increases.

- All changes in the County State Aid System must be approved by the commissioner, who relies on recommendations from the screening board for those changes resulting in increased system mileage.

County Screening Board

Originally, the county screening board was comprised of nine county engineers appointed by the commissioner. Each member of the county screening committee must be from a different state construction district. The members are limited to serving only two years consecutively.

On August 1, 1996, the Legislature changed the composition of the screening board. In recent years, the make up of the board no longer seemed to accurately represent the state's shifts in population. There was a strong voice for the smaller agricultural communities, but the urban population centers lacked equal representation on the board.

There are now 15 county engineers on the board. Seven representatives come from the districts in Greater Minnesota. There are two county engineers representing the Twin Cities Metropolitan Area and six county engineers who represent urban counties with populations over 175,000--five from the Twin Cities metro area and one from St. Louis County.

Municipal Screening Board

The law also provides for a municipal screening board with responsibilities similar to those of the county screening board. The municipal screening board is comprised of one engineer from each of the eight state construction districts and one engineer from each of the cities of the first class.*

** Editor's note: Cities of the first class are defined as those with a population of 100,000 or more. Only the cities of Minneapolis, St. Paul and Duluth have met this criterion to date. Although the population of Duluth has fallen below the 100,000 mark, it has retained the "city of the first class" designation.*

Rules Advisory Committee

While Minnesota Statute 162 establishes the county and municipal systems and prescribes many of the elements related to the systems such as apportionment formulas, use of funds, establishment of various boards, etc., it also provides that the systems must be “established, located, constructed, reconstructed, improved and maintained as public highways... under rules not inconsistent with this section made and promulgated by the commissioner as provided in this chapter.”

The statute goes on to require that, “The rules shall be made and promulgated by the commissioner with the advice of a committee” selected by the county boards or city councils acting through the office of the statewide county and city associations, respectively. These rules advisory committees consist of a combination of local elected officials, county and city engineers.

The advisory committees advise on additions to or changes in the rules which have the force and effect of law. The rules describe process and procedure requirements, payment processes, design standards and many other provisions which, in total, define the requirements of the state aid program.

County State Aid Highway Allocations

Although 29% of the HUTDF is earmarked for the County State Aid System, there are several other funding considerations before funds can be apportioned among the 87 counties.

State law provides that 1.5 percent of the county state aid highway fund be deducted each year and placed in a separate administrative account. This money is then used to administer the state aid program. Any money left over at the end of each calendar year can then be transferred to the county state aid highway fund, for subsequent distribution.

After the administrative costs have been deducted, money is set aside in the annual disaster account. In 1959, the Legislature allowed for \$300,000 to be reserved in the disaster account. Each year the amount allocated equaled the amount needed to

return the balance set aside to \$300,000.

The state statutes have since been changed so that the allocation to the disaster account would amount to one percent of the total apportionment to the county state aid account. An allocation is made annually to return the beginning balance of the account to the one percent level.

Counties needing disaster aid can submit a written request to the commissioner of transportation, who then appoints a review board consisting of two county representatives who are either county engineers or county board members and one representative of the commissioner. The review board submits its written recommendation to the transportation commissioner, who can then authorize the commissioner of finance to issue a warrant to pay the county requesting aid.

An allowance is also set aside each year for the county state aid system research account. From 1960 through 1994, that allowance was one-quarter of one percent of the total apportionment from the previous year. In 1995, the Legislature increased the research account allocation to one-half of one percent of the previous year's total apportionment.

This money is used by the Local Road Research Board (LRRB) to pay for research on materials and methods of design, construction and maintenance. Any amount remaining in the account at the end of each year can be carried forward one year; it then is transferred back to the county state aid highway fund.

The State Park Road Account was established by the Legislature in 1964. Once the deductions for the administrative, disaster and research accounts have been made, the allocation for the account is calculated on the balance of the CSAH account. The original formula for calculating this allocation was three-quarters of one percent, up to \$200,000. For the years 1987 and 1988, the cap was set at \$600,000. The maximum allocation was eliminated in 1989.

Funds in the State Park Road Account can be used for construction, maintenance and improvement of county roadways that provide access to outdoor recreation areas, park

The Local Road Research Board

When city and county engineers are looking for new or different techniques to provide the driving public with efficient and safe roads, they can turn to the Local Road Research Board (LRRB) for help.

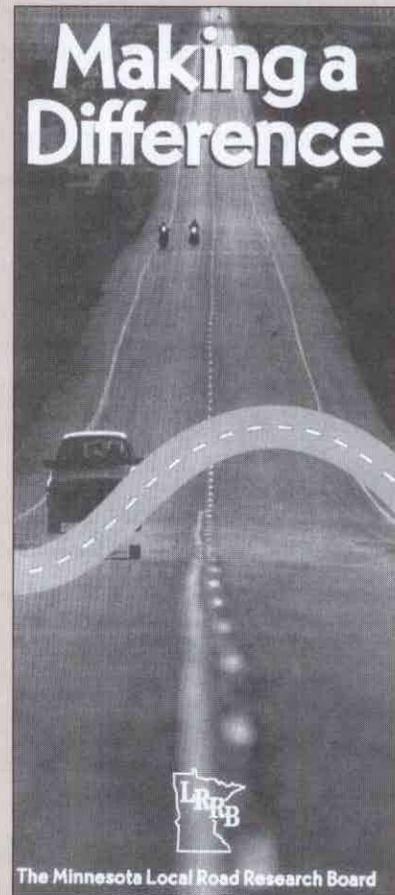
The Legislature recognized the need for one group to oversee construction and maintenance research for local engineers. In 1959 the research account was established to fill that need. State law allows county and municipal screening boards to set aside up to one half of one percent of the county and municipal state aid funds in the LRRB research account each year. The research budget for the LRRB has increased from \$86,000 in 1960 to \$1.9 million in 1998.

The 10 member board is comprised of four county engineers and two city engineers, Mn/DOT's state aid engineer, the directors of the offices of Materials and Road Research and Research Administration and a representative from the University of Minnesota's Center for Transportation Studies.

The board reviews and approves research proposals from local engineers. Research is done by staff from local governments, consultants, university professors and Mn/DOT researchers. Administrative support and technical assistance is provided by Mn/DOT. The LRRB not only monitors research progress, it also provides information on results and the application of new techniques and technologies.

The LRRB has funded projects such as the Minnesota Road Research Project (Mn/ROAD) and the Circuit Training and Assistance Program (CTAP). The Mn/DOT library also receives funding from the LRRB; about 10 percent of its patrons are from county and municipal highway departments.

By supporting and sharing the latest research with county and municipal engineers, the LRRB promotes the cooperative environment that is a cornerstone of the state aid system.



headquarters or principal parking lots. County and township roads which provide access to public waterways, state parks and state campgrounds are also eligible for funding from this account. The commissioner of natural resources must obtain approval for those projects located on the CSAH system from the county screening board.

Once the deductions for the administrative, disaster, research and state park road accounts have been taken, the remainder of the CSAH account is identified as the apportionment sum to be distributed to the counties according to need. The formula for calculating each county's allotment is:

Equalization: Ten percent of the total apportionment sum is divided equally among the 87 counties.

Registration: Ten percent of the total apportionment sum is divided among the counties based on motor vehicle registration in each county for the calendar year previous to the last calendar year.

Mileage: Thirty percent of the total apportionment sum is divided among the counties based on the percentage of the total state aid-approved lane miles in each county. Beginning in 1997, no county may receive less than its 1996 allotment.

Needs: Fifty percent of the total apportionment sum is divided among the counties, based on the money needs of each individual county as compared with the needs of all counties. *

** The statutes provide that the 1958 allotment for each county would be at least 10 percent greater than their apportionment under the old state road and bridge fund in 1956. This ensured that no county would receive less money under the new system than it had under the old system.*

The annual calculation of each county's needs as outlined in 1997 Minnesota statutes, chapter 162.07 is:

"Subdivision 2. Money needs defined. ...money needs of each county are defined as the estimated total annual costs of constructing, over a period of 25 years, the county state aid highway system in that county."

Construction costs may be included in determination of money needs. "...construction costs shall be estimated on the

basis of engineering standards developed cooperatively by the commissioner and the county engineers of the several counties.”

“Subdivision 3. Computations for rural counties. An amount equal to a levy of 0.01596 percent on each rural county’s total taxable market value for the last preceding calendar year shall be computed and shall be subtracted from the county’s total estimated construction costs. The result thereof shall be the money needs for that county. ... rural county means all counties having a population of less than 175,000.”

“Subdivision 4. Computation for urban counties. An amount equal to a levy of 0.0967 percent of each urban county’s total taxable market value for the last preceding calendar year shall be computed and subtracted from the county’s total estimated construction costs. ... ‘urban counties’ mean(s) all counties with populations of 175,000 or more.”

Municipal State Aid Street Allocations

Annual allocations to the Municipal State Aid Street (MSAS) fund total 9 percent of the 95 percent portion of the HUTDF. Legislative directives for distribution of this fund vary from the formula established for the counties. However, similar interest calculations and deductions apply to the MSAS account before funding allocations are made.

An administrative account was established to pay for municipal state aid administrative costs incurred by Mn/DOT. Each year an amount equal to one and one-half percent of the total municipal state aid street fund is placed in this separate administrative account. If there are any funds remaining in this account at the end of the year, they are transferred back to the municipal state aid street fund, for subsequent distribution.

Money is set aside in the disaster account after administrative funds have been deducted. Any city sustaining damage to their municipal state aid street system due to a disaster or unforeseen event can submit a written request to the transportation commissioner for disaster funds. The commissioner will then select a review board consisting of two

city engineers or other representatives from cities and a representative of the commissioner. The committee makes recommendations regarding the disaster aid to the commissioner for a final decision. A disaster account totaling two percent of the total funds available after the administrative account deduction was established by the Legislature for 1958 and 1959.

An account maximum of five percent of the current annual apportionment sum was enacted in 1960. The annual deposit to the disaster account cannot exceed the original two percent.

Each year a deposit is made to the municipal state aid system research account. That allowance was one-quarter of one percent of the previous year's apportionment sum from 1960 through 1995. An increase to one-half of one percent was authorized 1995. Money set aside in this account is used by the LRRB to sponsor research projects.

After deductions have been made for the administrative, disaster and research accounts, the remainder of the MSAS account is the apportionment sum. The funds in the account are then distributed among cities with a population of 5,000 or more according to the following formula:

Needs: Fifty percent of the total apportionment sum is shared by the cities based on the money needs of each individual city as compared with the money needs of all cities.

Population: Fifty percent of the total apportionment sum is allotted to the cities, based on the percentage of population each individual city has as compared to the population of all cities.

Minnesota statutes define municipal money needs in chapter 162.13, subdivision 2 as "...the estimated cost of constructing and maintaining over a period of 25 years the municipal state aid street system in such city." Elements included in this estimate include right of way and drainage costs, lighting and other costs incidental to construction and maintenance.

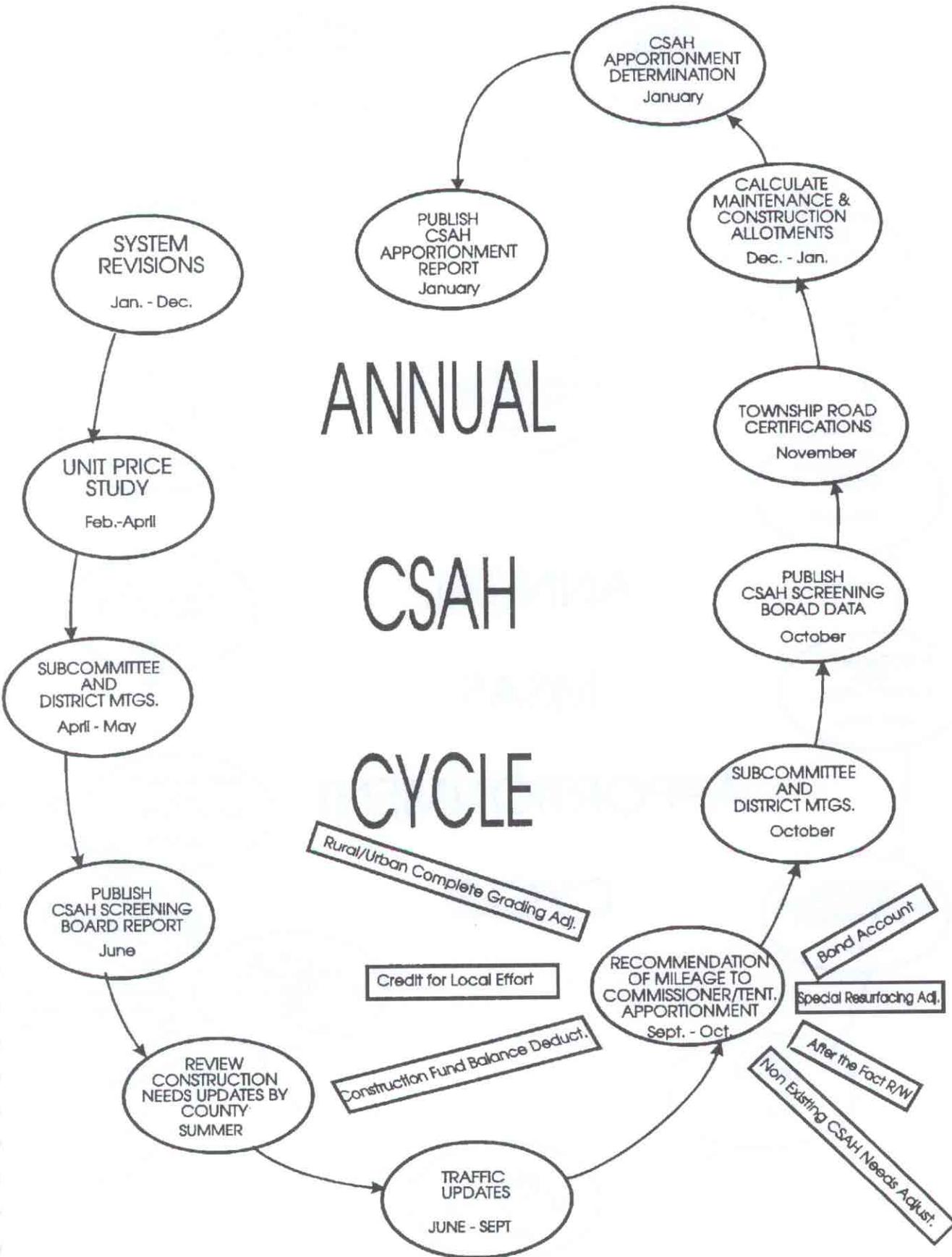
When the calculation of apportionments is complete, the allotments are deposited in each county and municipality's state aid finance account. A portion of the allocation is paid to the

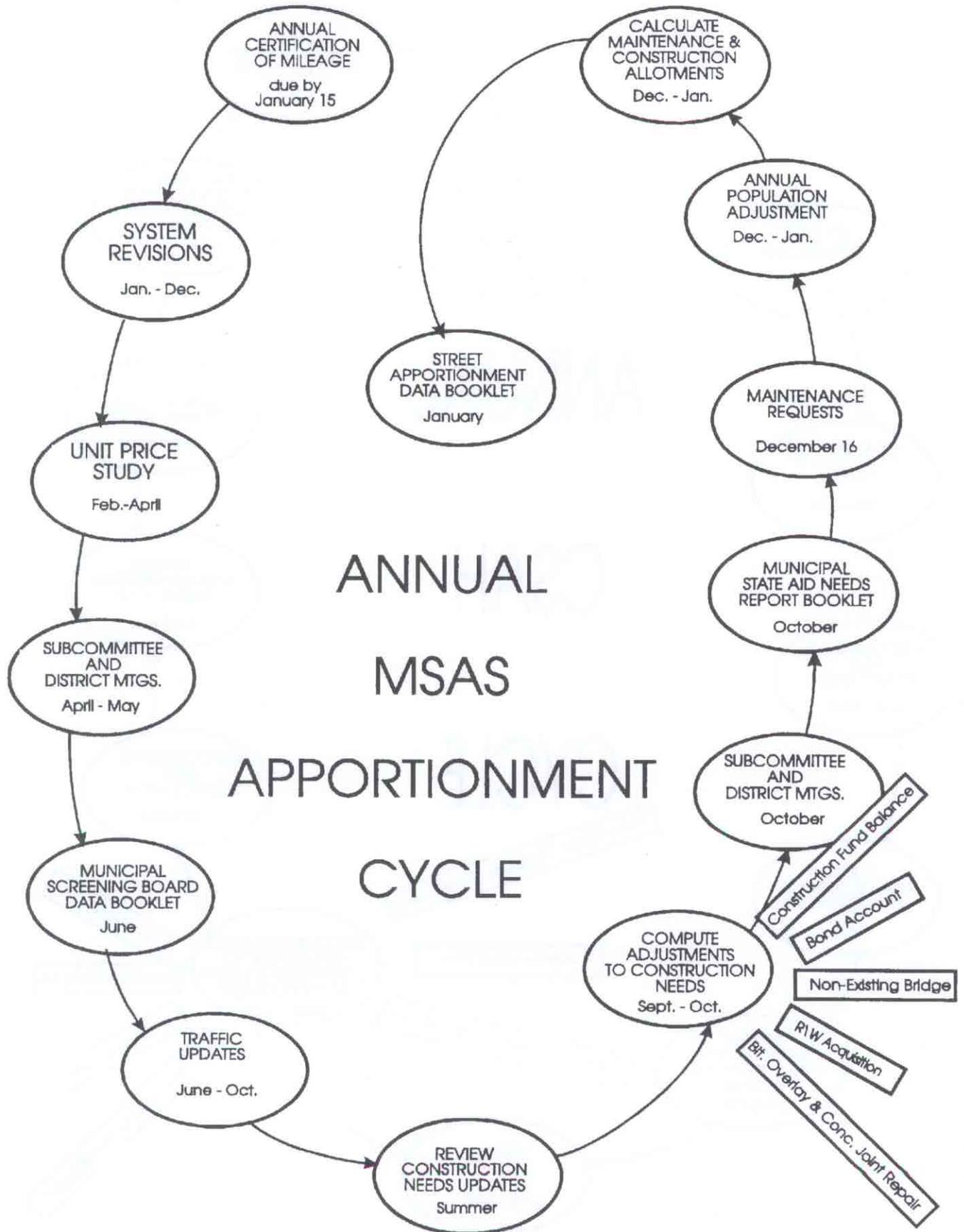
local government annually for maintenance of its state aid system. This is 40 percent for CSAH and up to 35 percent for MSAS. The remainder is placed in a construction account for each county or city. Construction account funds are released to the local government units by the Office of Financial Management, only after plans for a specific project have been approved and the eligible state aid charges have been determined.

A Strong Foundation

The key features described in this chapter provide a strong foundation for the State Aid Program. They were part of the early statutes implementing Amendment II. These key features have stood the test of time and the legislature has made only minor changes in them over the past 40 years.

ANNUAL CSAH CYCLE





ARTICLE XIV Public Highway System

Section 1. Authority of state; participation of political subdivisions. The state may construct, improve and maintain public highways, may assist political subdivisions in this work and by law authorize any political subdivision to aid in highway work within its boundaries.

Sec. 2. Trunk highway system. There is hereby created a trunk highway system which shall be constructed, improved and maintained as public highways by the state. The highways shall extend nearly as possible along routes number 1 through 70 described in the constitutional amendment adopted November 2, 1920, and the routes described in any act of the legislature which has made or hereafter makes a route a part of a highway system.

The legislature may add by law new routes to the trunk highway system. The trunk highway system may not exceed 12,200 miles in extent, except the legislature may add trunk highways in excess of the mileage limitation as necessary or expedient to take advantage of any federal aid made available by the United States to the state of Minnesota.

Any route added by the legislature to the trunk highway system may be relocated or removed from the system as provided by law. The definite location of trunk highways numbered 1 through 70 may be relocated as provided by law but no relocation shall cause a deviation from starting points or terminals nor cause any deviation from various villages and cities through which the routes may be determined by boards, officers or tribunals in the matter prescribed by law.

Sec. 3. County state-aid highway system. A county state-aid highway system shall be constructed,

improved and maintained by the counties as public highways in the manner provided by law. The system shall include streets in municipalities of less than 5,000 population where necessary to provide an integrated and coordinated highway system and may include similar streets in larger municipalities.

Sec. 4. Municipal state-aid highway system. A municipal state-aid highway system shall be constructed, improved and maintained as public highways population of 5,000 or more as provided by law.

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. The balance of the highway user tax distribution fund shall be transferred to the trunk highway fund, the county state-aid highway fund, and the municipal state-aid street fund in accordance with the percentages set forth in this section. No change in the apportionment of the five percent may be made within six years of the last previous change.

Sec. 6. Trunk highway fund. There is hereby created a trunk highway fund which shall be used solely for the purposes specified in section 2 of this article and

the payment of principal and interest of any bonds issued under the authority of section 11 of this article and any interest on bonds issued shall be first charge on money coming into this fund during the year in which the principal or interest is payable.

Sec. 7. County state-aid highway fund. There is hereby created a county state-aid highway fund. The county state-aid highway fund shall be apportioned among the counties as provided by law. The funds apportioned shall be used by the counties as provided by law for aid in the construction, improvement and maintenance of county state-aid highways. The legislature may authorize the counties by law to use a part of the funds apportioned to them to aid in the construction, improvement and maintenance of other county highways, township roads, municipal streets and any other public highways, including but not limited to trunk highways and municipal state-aid streets within the respective counties.

Sec. 8. Municipal state-aid street fund. There is hereby created a municipal fund to be apportioned as provided by law among municipalities having a population of 5,00 or more. The fund shall be used by municipalities as provided by law for the construction, improvement and maintenance of municipal state-aid streets. The legislature may authorize municipalities to use a part of the fund in the construction, improvement and maintenance of other municipal streets, trunk highways, and county state-aid highways within the counties in which the municipality is located.

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 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. The law may exempt from taxation any motor vehicle owned by a nonresident of the state properly licensed in another state and transiently or temporarily using the streets and highways of the state.

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. 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.

[Amended, November 2, 1982]

Chapter 3

Building on the Strong Foundation

During the 40 years since the first allocation of state aid highway funds, there have been several changes in the duties carried out by the staff of the State Aid for Local Transportation (SALT) Division and with SALT status within the Minnesota Department of Transportation (Mn/DOT).

SALT Status

When reorganized in 1957, state aid maintained the division status of its predecessor, the County Division. As a division director, the state aid engineer was a member of the commissioner's staff, thus able to bring the concerns of the cities and counties directly to the commissioner of highways.

From 1958 to 1966 the state aid division worked to develop its new program under the direction of "Mac" Evans until 1966 and then under Ken Mason. In 1968, Ken Mason retired and Gordon Fay became state aid engineer (SAE). Under Fay, state aid developed into a system and standards based program. Fay built on his experience with the counties, cities and screening boards to develop more training opportunities for engineers. (Murphy, 1996)

State aid saw a reduction in status within Mn/DOT from a division to an office in 1976, which continued until 1992. The change resulted from the reorganization which brought the Minnesota Department of Highways into a new structure as the Minnesota Department of Transportation (Mn/DOT).

"To many this seemed like an attempt to separate the department from its close ties with the cities and counties," recalls Pat Murphy, who was a county engineer at the time.

During this time, Fay became the central figure in leading the efforts to preserve the state aid system and the trust which had developed between the county and city engineers and Mn/DOT.

Richard Braun became commissioner of transportation in 1978. Braun, who had been an assistant commissioner during Mn/DOT's reorganization, recognized the importance of the ties between the department and local governments and began taking steps to repair relationships which had been damaged through the reorganization. (Murphy, 1996)

Although the change in status had an impact on state aid's relationships both inside and outside of Mn/DOT, it did not affect the day-to-day operations or work load of the state aid staff. (Hoeschen, 1996)

Trust Restored

The strains that developed in the trust between Mn/DOT and county and city engineers during the mid-1970s have been repaired. The relationship in the 1990s is very strong. County and city engineers have close working relationships with the staff in the Mn/DOT districts. A great deal of formal and informal partnering takes place with regard to shared facilities, materials and equipment. The DSAEs facilitate these working relationships.

Since 1994, the County Engineers Association Executive Committee and a City Engineers Association Liaison Committee each meet quarterly with Mn/DOT senior staff. These meetings provide a forum for sharing information and ideas, and addressing developing issues.

The 1992 change from office to division status has made SALT more effective in communicating local government concerns and issues within Mn/DOT.

Automation

In 1983 and 1984 money from the state aid administrative account was used to purchase computers for the counties and cities. The introduction of computers and automation allowed the counties and cities to submit data directly to state aid. This allowed for a more streamlined means of reporting the annual needs of each city and county. It also made cost accounting much easier for the annual reports from the counties and cities. The reporting processes became more accurate and less cumbersome.

There is currently a second generation of computer communications improvements underway.

The Great River Road

Great River Road (GRR) projects have also been handled by the state aid staff over the years. These projects were often funded by state and federal funds but did not always involve road construction. As a part of the GRR program, many historic buildings and sites were renovated due to their historical significance to the Mississippi River and early travel in the United States. Renovations which took place in Minnesota include the J.J. Hill House, Ramsey House, Burbank Livingston-Griggs House in St. Paul and Historic Fort Snelling.

One of the last portions of the GRR in Minnesota is a 1,200-foot link for the West River Parkway which connects the downtown Minneapolis waterfront with the Longfellow neighborhood and Minnehaha Park. (Brandt, 1997)

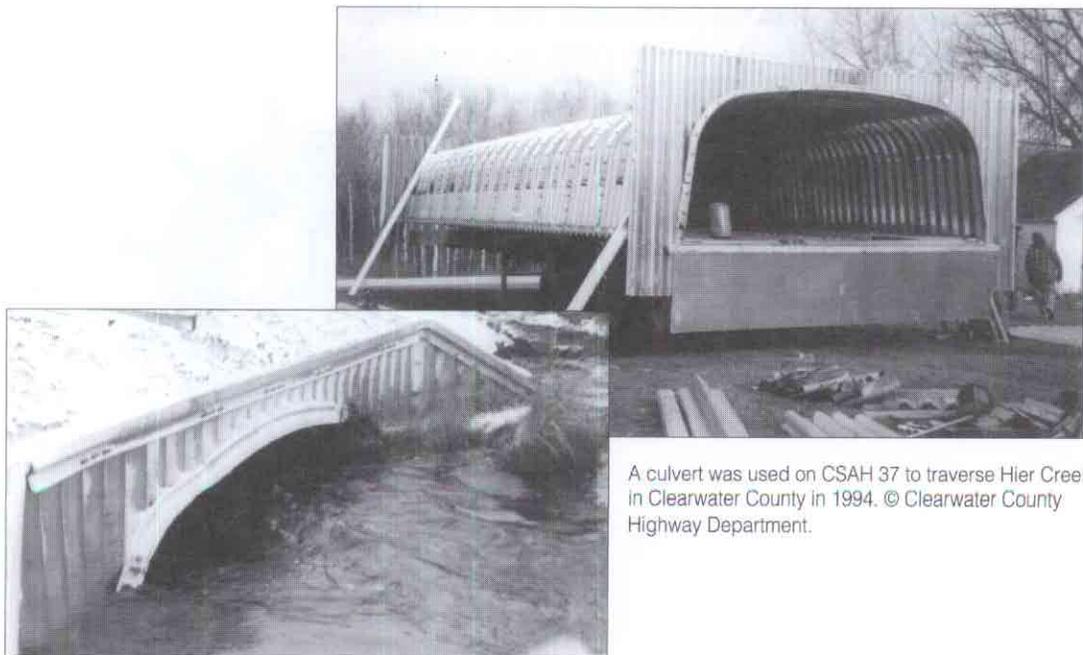


Bridge Replacement

Under Amendment II, maintenance and construction of bridges was paid, along with any other maintenance or construction needed, from the county or city's allocation from the CSAH or MSAS fund. As a result of some significant bridge failures in other states, the state Legislature wrote chapter 339 into the state statutes in 1976, creating a Minnesota State Transportation Fund for the replacement or rehabilitation of deficient local bridges. The fund was comprised of \$25 million in transportation bonds to be paid for with general revenue and \$25 million in direct appropriation from general revenue to the Transportation Fund to be distributed as follows;

- \$25 million for the Trunk Highway System
- \$13.5 million for the County Highway System
- \$4 million for the Municipal Street Systems
- \$7.5 million for the Township Road System

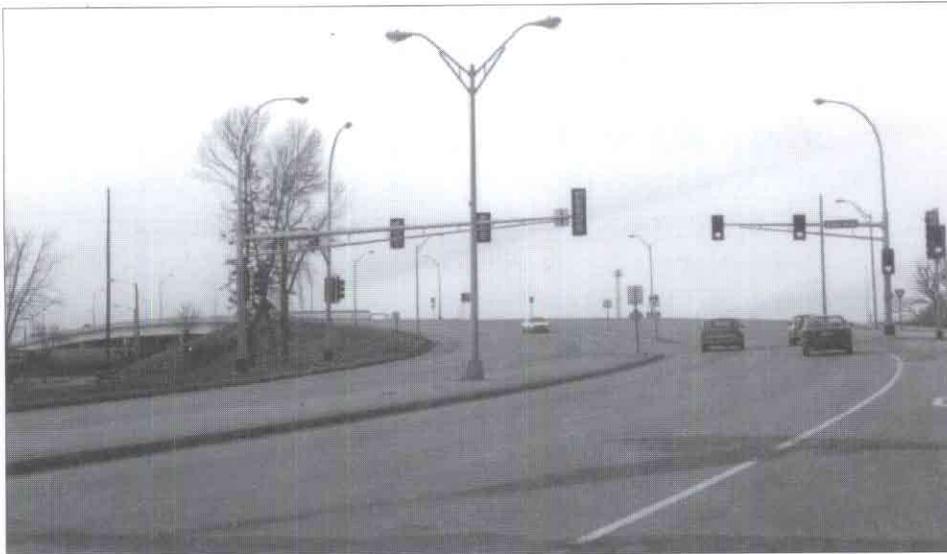
Through 1998, a total of \$217 million has been authorized in the State Transportation Fund for replacement or rehabilitation of deficient local bridges.



A culvert was used on CSAH 37 to traverse Hier Creek in Clearwater County in 1994. © Clearwater County Highway Department.

Trunk Highway Turnbacks

As the Interstate Highway program began, those freeways replaced the function of many two lane roads which no longer belonged on the trunk highway system. Also during the 1960's, many trunk highways were built as bypasses of communities,



State aid funds helped to construct the 1st Street Bridge and the Highway 71/23 bypass of downtown Willmar. Sandy East, District 8 Public Affairs Coordinator.

and the former road through the city no longer belonged on the trunk highway system. The constitution did not contain any allowances for increasing the funding to counties or cities where these roads were turned back to their jurisdiction.

In 1965, the Legislature designated a portion of the Highway User Tax Distribution Fund to be used for improvement of these turnbacks. By 1988, the distribution of the 5% was as follows:

- 28 percent to the Trunk Highway Fund.
- 64 percent to a separate county turnback account in the county state aid highway fund. (Twenty-five percent of this account must be used on township road bridges and replacement structures. Forty-seven and one-half percent of this account is distributed by counties to townships for use on town roads.)
- 8 percent in a separate municipal turnback account in the municipal state aid highway fund.

The county and municipal turnback accounts were established to offset the cost of improvements of roadways for which the jurisdiction had reverted from the state to local governments. Any time there are surplus funds in the county or municipal turnback accounts, the commissioner of transportation can have those excess funds transferred to the CSAH or MSAS fund.

In May, 1971, the Legislature put a limitation on the turnback of trunk highways until there were "adequate funds in the county turnback account to repair and restore reverted highways to reasonable standards." (MN Statutes, ch. 161.082 subd. 2)

Since 1994, there had been a significant increase in interest by counties and cities to take over some of Mn/DOT's lower priority roads which more appropriately belong on the CSAH or MSAS systems. Their interest outstripped the ability of the turnback account to meet that demand for improvements. Because of this, the 1998 Legislature again modified the five percent distribution to allow more flexibility in funding turnbacks. With the proposed distribution which will be effective in fiscal year 2000, the entire five percent goes to the CSAH system to be distributed as follows:

- 30.5 percent for distribution to townships for use on town roads.
- 16 percent for distribution for town bridge and replacement structures.
- 53.5 percent to the flexible account to be distributed to the county and municipal turnback accounts and the Trunk Highway Fund, as proposed by the Commissioner after discussion with the county and city associations.

Appendices

Appendix A

A Closer Look at the State Aid Engineers

J.M. (Mac) Evans
State Aid Engineer 1958-1966

J.M. (Mac) Evans began his career with the Minnesota Highway Department in 1919. As a survey crew rodman or instrumentman, he helped to stake out the paths of new roads in New Ulm, Sleepy Eye, Gibbon and Brainerd.

He left the department in 1927 to become the Wabasha County assistant engineer, but returned in 1938 as the Morris district maintenance engineer. He also served as Detroit Lakes acting district engineer.

In June, 1945, Evans was appointed to head the newly formed County Division of the Minnesota Highway Department. The division was to oversee the county road construction, which increased greatly after the war.

"We started a County Division along with the post-war plan and survey. We maintained the records and we established standards approved by the Bureau of Public Roads," [forerunner of the Federal Highway Administration] recalled Evans. "Some of the counties had been getting by with less than minimum standards, such as sharp curvatures, narrow roadways or inadequate drainage. If they wanted to be funded under this program, they'd have to follow the standards."

John Wheeler, retired state aid engineering specialist, said of Evans, "He was the brains that got State Aid going."

Evans worked with Ward Gronfield, Office of the Attorney General, to draft the original legislation which led to Minnesota Constitutional Amendment II in 1956. His county division duties were expanded as Evans went on to manage the new State Aid Division as the first state aid engineer.

Evans served as state aid engineer until May 22, 1966, when he was appointed as assistant commissioner, managing the division of government and community relations. He retired in 1968, with nearly 47 years of service to state and county highway departments.



Ken J. Mason
State Aid Engineer 1966-1968

Ken Mason was the second state aid engineer. As did J.M. (Mac) Evans, he began his career with the Minnesota Highway Department as a rodman on a survey crew. Mason joined the department in 1921. In 1928, he began working as a project engineer on highway construction projects in St. Louis Park.

Mason served with the Land and Right of Way Office from 1929 to 1957. Positions he held ranged from head of gravel testing crews to supervisor of the Public Utilities Section.

With the creation of the State Aid Division, Mason was appointed assistant state aid engineer under Evans. In May, 1966, he became state aid engineer, the position he held until he retired on March 25, 1968. (MH summer quarter 1968)



Gordon Fay **State Aid Engineer 1968-1990**

Gordon M. Fay began his Minnesota Department of Transportation career in 1942. Fay took a leave of absence in 1954 to become the Winona County engineer. Following the retirement of Ken Mason in 1968, Fay accepted the position of state aid engineer, the job he held until his retirement on July 23, 1990.

Fay knew the workings of State Aid from both the county and Highway Department perspectives and was committed to maintaining and improving all roads.

Stan Ekern, former Mn/DOT chief engineer and deputy commissioner, remembers Fay as, "an ethical person trying to do (the) best for everyone. He could look at a situation and be fair and equitable."

During the 22 years Fay headed the division, State Aid sometimes weathered some rough seas, particularly during the mid-1970s, but he was able to keep the division on course.

"Gordy Fay became the protector of the system and got into some battles," recalls Pat Murphy. "The State Aid program might not have survived without Gordy there to fight for it."

Fay recalls, "There was not a day I did not want to go to work. I loved it! This department, this state, has the best system in the country, the best in existence. Mn/DOT was a good place to work."

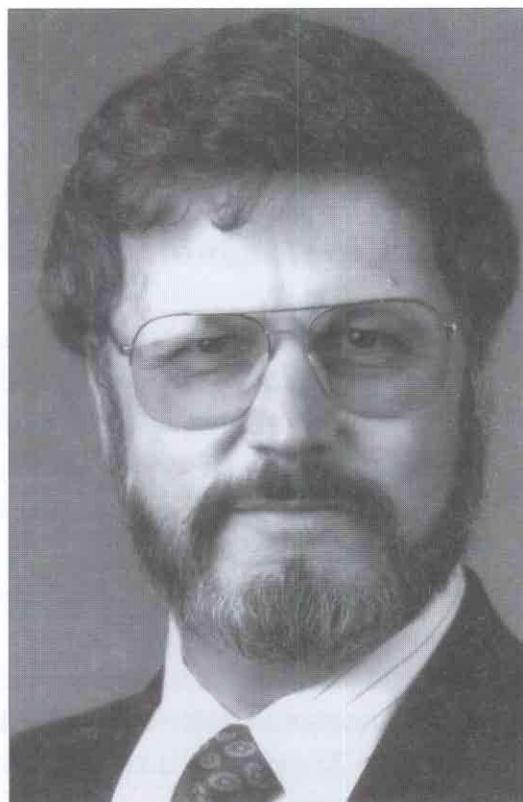
During Fay's tenure as State Aid Engineer many significant initiatives took place, a few of which are summarized below:

- development of a standardized cost and financial reporting system for counties,
- significant upgrading of design standards,
- a strong emphasis on professionalism for State Aid staff, county and city engineers,
- the beginning of automation,
- development of a strong local road research program,
- establishment of a State Aid variance process,
- development of the local bridge replacement program.



Dennis Carlson
State Aid Engineer 1990-1994

After beginning his career with the Minnesota Highway Department in 1956 as an engineering aide 1 working on a survey crew and doing construction inspections, Dennis Carlson went on to spend 14 years working for Hennepin County. While there, Carlson spent four years in preliminary and detail design, then ten years in planning and programming. During his last four years with Hennepin County he handled all of the state aid needs reporting, learning the urban aspects of the needs system.



Carlson went to night school for 12 years to study design, planning, and engineering. He passed the exam to become a registered engineer in the early 1970s.

In 1976, Carlson took a job with Benton County as county engineer. Working in Benton County gave him a good understanding of the rural aspects of the needs system.

Coming back to Mn/DOT in July 1990 as state aid engineer following Gordon Fay's retirement, Carlson had an opportunity to make some changes in the day-to-day operation of state aid. He is also responsible for the division's name change to State Aid for Local Transportation (SALT), which he jokingly refers to as "the only spice in Mn/DOT."

January, 1994, brought Carlson's retirement from Mn/DOT, yet he continued to work in transportation and engineering as a consultant for BRW Inc. of Minneapolis, until his retirement in December, 1997.

Pat Murphy
State Aid Engineer 1994-1998

Pat Murphy became the fifth state aid engineer on June 1, 1994, with Carlson's retirement. Murphy broke in with the county road system at age 13, as a rear chainman on a survey crew. He worked for his father, W. J. Murphy, who was county engineer for four counties in northwestern North Dakota.

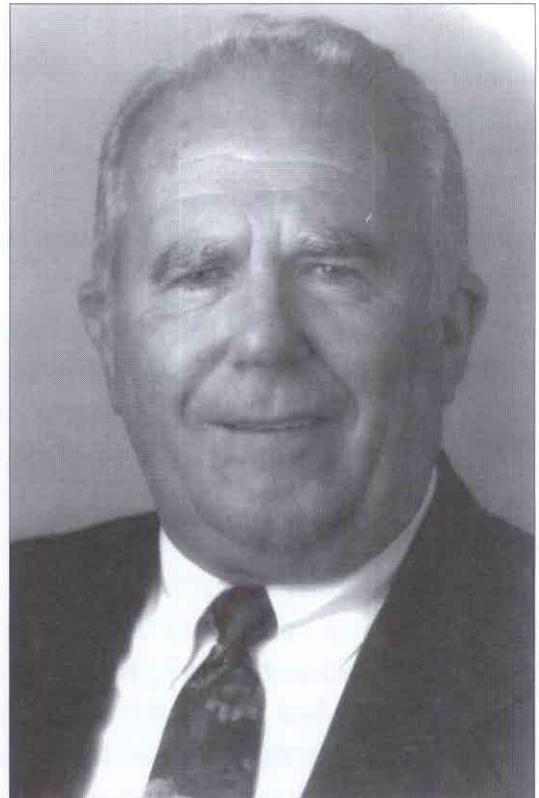
Murphy acquired 30 years of experience with Minnesota's state aid system. He spent a total of 22 years as a county engineer and public works director with Hennepin and Carver counties from 1972 to 1994. Murphy was Robbinsdale city engineer from 1967 to 1969, then served as the district state aid engineer in District 5, Golden Valley, from 1969 to late 1971.

Under Murphy's direction, SALT continued with changes in the plan approval process which were initiated by Carlson, including delegation of significant authority to the district state aid engineers.

In addition, SALT expanded its efforts to conduct training and education programs for local government's staffs. Murphy also placed emphasis on continuing to build strong working relationships with local governments in both SALT and Mn/DOT.

During his long relationship with State Aid, Murphy says he "has always held a great respect for the State Aid Division and the services it provides."

Murphy retired in 1998.



Julie Skallman
State Aid Engineer 1998-

Julie Skallman became the sixth State Aid Division Engineer in December 1998. Her association with local transportation issues started in her childhood in Grand Rapids, where her father was a county engineer. Skallman followed her father's engineering footsteps and graduated with a Civil Engineering degree from the University of Minnesota in 1976.

While in school she worked one summer for District 1, but her permanent Mn/DOT career began in Bemidji in 1976, which was her first rotation assignment. Positions that followed included assignments as final design engineer in Golden Valley, traffic studies engineer in Oakdale and then plans engineer in the State Aid Division in 1986. That same year she earned her Masters of Business Administration from Carlson School of Management at the University of Minnesota.

Skallman was promoted to assistant State Aid Engineer in 1991 under Dennis Carlson. She left state aid in January 1998 to serve as the assistant division director for the Metro Division.

Upon Pat Murphy's retirement in 1998, she returned to the State Aid Division to become the Division Engineer.



Appendix B

- **Vision Statement**
- **Mission Statement**
- **Value Statement**

Vision Statement

The Division of State Aid for Local Transportation is dedicated to assisting local government (in) developing and maintaining a safe, quality secondary transportation system which will be our legacy for future generations.

Our leadership is responsive and visionary

We provide timely assistance, guidance and leadership to Minnesota's local governments through forward thinking. These local governments manage important elements of the statewide transportation system which moves people and goods and provides access to services.

We take an active role in developing partnerships

We are the bridge between local transportation agencies and Mn/DOT. We are key players in addressing statewide transportation needs. As partners with transportation agencies we assist in planning, coordinating, funding and implementing a safe and efficient multi-modal transportation system that is seamless to its users.

We communicate the role of the division

We impact the state's transportation network by administering both federal and state funds. We continue to communicate our changing role as we are affected by laws, statutes, resolutions and rules.

We provide quality service to a diverse customer base

We serve a diverse customer base with traditional transportation projects as well as a wide variety of transportation-related projects. We seek out ways to best serve our non-traditional clientele and to assist them in completing their projects. We provide quality service by anticipating and responding to our clients needs.

We promote flexibility and openness to change

We are flexible and open to change. We work with our customers to create new initiatives that streamline processes. We make efficient use of our fiscal resources.

We promote technological advances

We are proactive in the use of innovative and new technology. We promote the use of advanced technology by our customers. We are valuable to our customers because we explore and use more efficient technological concepts

We provide a comfortable and efficient workplace

We maintain a workplace that provides all employees with adequate work space so they are comfortable and efficient in the performance of their duties. We maximize the use of telecommuting to accommodate the changing needs of employees by allowing them to work from home or from remote locations.

We value knowledge and what learning can do for us

We participate in training programs to upgrade our knowledge, skills and abilities. We share our expertise with our customers.

Mission Statement

The mission of State Aid for Local Transportation is to ensure a safe and coordinated transportation system by administering state and federal funds to counties and cities.

To accomplish the mission, State Aid:

- Supervises the distribution of county and municipal State Aid highway Funds and Federal Aid funds to counties and cities.
- Authorizes grants for bridge construction from the Minnesota State Transportation Fund.
- Helps coordinate local federal projects through Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) planning, programming and the National Environmental Policy Act approval process.
- Provides technical assistance in the design, construction and maintenance of the county and municipal State Aid and Federal Aid highway and street systems, and
- Promulgates rules and procedures for management of the State Aid system.

Value Statement

As a fundamental principle, the division is dedicated to treating our customers and co-workers with courtesy and respect. We strive to uphold the following values:

Openness to new vision, ideas, technology and creativity

- To overcome perceived boundaries and to solicit the ideas of our customers to co-workers in our effort towards improvement.

Integrity, trustworthiness, ethics, honesty

- To strive to earn the confidence of our customers and co-workers through dependable, honest workmanship, leadership and guidance from the division.
- To consider the concerns of all customers and co-workers and to sincerely strive for an agreeable conclusion.

Cooperation

- To approach our customers and co-workers with an open mind, to listen and clearly communicate mutual needs in order to work towards a collaborative outcome.

Competency, credibility

- To exhibit good judgment and deliver quality products and services.
- To perform our daily work in a dependable, responsible and efficient manner.
- To use all resources responsibly and productively.
- To strive to improve our expertise in order to better ourselves as an organization and as individuals.
- To respect individuals for their contributions and talents.

Commitment, Balance

- To focus on daily challenges, balancing sacrifices for the customers needs with attention to personal well being.

State Aid For Local Transportation, 1996

Appendix C

Highway Study Commission 1953

Highway Study Commission 1953

Senator A. O. Sletwold, Chairman
 Representative John A. Hartle, Vice Chairman
 C.C. Ludwig, Secretary

Appointed by the Senate

Senate Members

A. O. Sletwold, Detroit Lakes
 Homer J. Covert, Faribault
 Joseph J. Daun, St. Peter
 Norman J. Larson, Ada
 Archie H. Miller, Hopkins
 C.C. Mitchell, Princeton
 B. G. Novak, St. Paul

Appointed by the House

Representatives

John A. Harlte, Owatonna
 Roy H. Cummings, Luverne
 Aubrey Dirlam, Redwood Falls
 Lawrence Haeg, Robbinsdale
 Charles Halsted, Owatonna
 Reuben Tweten, Fosston
 Roy Voxland, Kenyon

Citizens' Committee as appointed by the Highway Study Commission

Appointed by the Senate

C. C. Ludwig	executive secretary, League of Minnesota Municipalities
E. Ray Cory	president, Minnesota State Automobile Association
J. B. McDonald	chairman, Minnesota Petroleum Industries
Robert B. Morris	secretary, Duluth Chamber of Commerce
James Morton	president, Minnesota Farm Bureau Federation
E. L. Murphy, Jr.	vice president, Minnesota Transport Association
Hjalmer Petersen	publisher, Askov American

Appointed by the House

Edwin H. Christianson	president, Minnesota Farmers Union
Gordon Conklin	St. Paul
Chester Graupmann	St. Paul
Wendell P. Huber *	Fergus Falls
O.Z. Remsberg	St. Paul
George M. Shepard	St. Paul
William P. Steven**	Minneapolis

* Wendell P. Huber replaced Howard Bussard who resigned when he joined the staff of the Automotive Safety Foundation.

** William P. Steven replaced Gideon Seymour who resigned due to ill health.

Commission Consultants

Automotive Safety Foundation
Washington, D.C.
(Needs Study)

Public Administration Service
Chicago, IL
(Fiscal Study)

Other Contributors

Traffic and Planing Division

J. E. P. Darrell, director

E. A. Ahern

Vergil Asklund

Clint H. Burnes

W. G. Ebert

N. J. Harren

W. H. Hayne

R. J. McDonald

W. J. Petrowski

K. S. Rivard

P. R. Staffeld

W. B. (Wes) Sorem

H. E. Swanson

A. P. Whim

State Engineer

Advisory Committee

P. R. Staffeld, chairman

A. E. LaBonte

C. C. Colwell

Walter Schultz

M. L. Jones

C. K. Presus

J. E. P. Darrell

T. S. Thompson

County Engineer

Advisory Committee

H. E. Pamer, chairman

R. C. Deegan

George W. Deibler

J. H. Dupont

M. M. Nygaard

Bert J. Pinsonneault

Frank Turnacliff

E. S. Ward

City Engineer

Advisory Committee

H. G. Erickson, chairman

George A. Claydon

J. F. Enz

R. W. Hussey

C. O. Markson

Phil W. Smith

R. W. Teague

Arthur Tews

Twin City Plan

Advisory Committee

H. S. Bronson

H. G. Erickson

O. L. Kipp

George M. Shepard

L. P. Zimmerman

University of Minnesota

John R. Borchert, Department
of Geography

U. S. Department of Commerce

O. K. Normann

R. S. Lewis

C. N. Graham

Appendix D

**State Aid Operations Under
Reorganized Department of
Highways, 1968**

M. J. (Mac) Evans, assistant commissioner, Governmental Relations Division, made the following remarks at the County Engineers Institute Annual Meeting, on January 8, 1968.

STATE AID OPERATIONS UNDER REORGANIZED DEPARTMENT OF HIGHWAYS

You are well aware of the fact that the Department of Highways was reorganized in May of 1966, to conform with the recommendations made by Booz, Allen & Hamilton Inc. This was the consulting firm, previously hired by (the) Commissioner of Administration as proposed by the Legislative Interim Commission on Highways to study the organizational structure of the Highway Department and to make recommendation for its improvement.

As a result of the consultant's recommendations the Highway Department was restructured into six operating divisions. These are as follows:

Operations Under Deputy Commissioner, which until recently was under John Swanberg.

Plans and Programs Under Assistant Commissioner Lynn Carlson.

Standards Under Assistant Commissioner Stan Ekern.

Safety Under Assistant Commissioner Paul Staffeld.

Management Under Assistant Commissioner Marv Hermanson.

Governmental Relations Under my supervision.

One result of the reorganization was to change the title of the State Aid Division to Office of State Aid, and to place it under the Standards Division. No change was made in the authority or responsibility of the State Aid Engineer or his staff, except that he would report to the Assistant Commissioner for Standards, instead of directly to the Commissioner. Provision was also made, over our objection, to move Herb Schultz and his accountants down to the Finance Section on the third floor.

Unexpectedly strong opposition to the reorganization, as it affected the State Aid Division, was encountered from the County Highway Engineers Association. A number of conferences were held between your Executive Board and the Commissioner, in an attempt to arrive at a satisfactory solution. This finally resulted in an organizational change which was made effective on October 1, 1967.

Apparently, the primary objection raised by your Executive Board concerned the movement of the Office of State Aid from its former first level to a second level position on the organization chart. They also emphasized the fact the State Aid operation of more that \$60 million annually had become a minor function of the Standards Division.

As now structured, the Assistant Commissioner for Governmental Relations will devote his entire time to the State Aid operations, or rather to matters concerning our cooperative relationship with the counties and municipalities. The only other responsibility of this office is that of handling the legislative liaison work for the Commissioner. This Assistant Commissioner now acts for the Commissioner on all matters pertaining to the supervision and operation of the State Aid Office, except for the establishment of policy or the execution of documents requiring the Commissioner's signature. The broad and mutual interest of the counties and the state in all highway legislation is such that this work cannot be considered an outside activity.

The present arrangement does not recognize that the State Aid operations with the counties and municipalities are such as to warrant division status. The title

of Governmental Relations for the division is more appropriate than that of State Aid, since our cooperative activities with the counties and municipalities are not limited exclusively to the State Aid functions.

The organizational framework, as presently established, provides the greatest opportunity for flexibility and prompt attention to problems involving State-Local relationships. Our major objectives are:

- 1 To further develop mutually acceptable procedures through which we can effectively provide the desired services and assistance to the counties and municipalities within the designated function of this office.
- 2 To furnish a full-time District State Aid Engineer along with other specialists in each district to assist the counties and municipalities in carrying out their cooperative programs with or through this department.
- 3 To increase our efforts for cooperation with the counties and municipalities in developing a sound and desirable legislative program, and to gain their understanding and support toward its adoption. It is expected that this will require numerous committee conferences and public meetings.

There will be some personnel changes and restructuring of the State Aid Office during the coming year, which we believe will be beneficial to our relationship with both the counties and municipalities. As you now know, Gordon Fay of Winona County will take over as State Aid Engineer upon the retirement of Ken Mason, which he has scheduled for the latter part of March. Shortly thereafter we will try to get an experienced City Engineer appointed to serve with Gordon as the Municipal Plans Engineer. Each year we are confronted with more municipal projects involving increasingly difficult problems of design and construction. The availability of an

experienced City Engineer on the State Aid staff should be helpful to both the counties and municipalities in the handling of this work. It is also my hope that we can obtain approval of that operation. Another change just recently announced covers the appointment of Roy Carls of Goodhue County to succeed Claude Zehetner as District State Aid Engineer in Rochester.

A careful evaluation of the State Aid operations as now organized will show some gains and no losses. The authority and responsibility of the State Aid Engineer remains exactly as it was two years ago, before any reorganization. When front office action or decisions are needed it will be immediately available from the Assistant Commissioner, instead of competing for a limited amount of time and attention for the Commissioner's burdensome schedule.

Let's compare the State Aid organization of today with what it was when originally established. I wonder how many of you recall the exact status of the State Aid Division when it was established in June of 1945.

A new federal regulation had made provisions for the designation of a limited number of county roads as a part of the Federal-Aid Secondary (F.A.S.) System and authorized the use for F.A.S. funds for projects approved thereon. The State Aid Division was set up primarily for the purpose of selecting and designating the County F.A.S. System and for processing the projects selected for construction with F.A.S. funds.

It is interesting to note that the 1946 apportionments to the counties consisted of \$7 million in an outright grant as County Aid, \$1.2 million in State Aid, and \$2 million in F.A.S. funds. Of the \$10.2 million so apportioned, only \$3.2 million was subject to state regulation or review. When compared to the 1968 apportionments of some \$45 million in State Aid and \$5.5

million in F.A.S. funds, the growth of these operations is readily apparent.

The title of State Aid Division indicated considerable authority, but this was not true. Initially the approval of plans by the State Aid Engineer was only one step in submitting them through the plans or bridge divisions for final approval by the Chief Engineer. As the volume of this work increased, it became necessary to delegate full authority for plan approval to the State Aid Engineer. Similarly, other responsibilities for preparing proposals, award of contract and the acceptance of finals have, over the years, been gradually acquired by the State Aid Engineer. Today he has the authority to complete all of our normal responsibilities in the field of State Aid operation, within the limitations of the law, rules and regulations or Department policy.

I am of the opinion that few, if any, state offices are invested with equal authority. To the best of my knowledge there is nothing in the way of increasing this authority that would in any way improve our state-local relationships. It is our intention to maintain a high level of confidence and respect from the participating counties and municipalities. No doubt there is room for improvements and that these will be made from time to time. All we now request is that the present reorganization be given a reasonable opportunity to prove its value.

Some of you no doubt have comments, criticisms or suggestions pertaining to the State Aid organization and operation. Please make note of these and hold them until I have briefly discussed some of our legislative presentation so that all of your comments can be heard and recorded. We certainly will want you to feel free to express your opinions, all of which will be carefully considered in our effort to improve our cooperative relationship.

First, however, I would like to briefly discuss the need for closer cooperation in developing and supporting a good program of highway legislation. We have always worked closely with your Legislative Committee and their support has been highly valued and extremely helpful. As a general rule, however, a majority of the counties have taken no action to indicate to their legislators any definite interest or preference in many vital important highway matters. The opposition to these bills are very vocal and without the strong support, which you could develop from your County Board, it is almost impossible to obtain legislative approval.

We need better communication and understanding of the legislative proposals under consideration, so that each County board can be fully informed and take proper action. Experience has shown that one of the best ways to develop and promote needed highway legislation is through the close cooperation of the Highway Department and all of the County Highway Engineers. Some of the proposals will be of greater importance to the state than to the counties, and vice versa, but by working together we should obtain most of the legislation that is essential to the maintenance of an adequate highway program.

This year the Department will probably be particularly interested in securing legislative action on the following:

- A better procedure for obtaining Municipal Plan Approval.
- A revision in motor vehicle registration fees.
- Annual inspection of all motor vehicles.
- Examination for renewal of drivers license.
- An authorized increase in the manpower of the Highway Patrol.

- Authorization for additional rest areas and weigh stations.
- Improved control of billboards and junkyards.
- Control of right of way through the filing of Centerline Orders.
- Authority to purchase or condemn aggregate deposits and to sell such materials to the contractors or local units of government.
- Possibly, the establishment of a State Department of Transportation.
- We will be glad to prepare background and justification data on these, and other legislative proposals, for your review and consideration. At the same time, the Department will gladly lend its support to a number of proposals that would be of prime importance to the counties.
- It is important that all of the interests engaged in highway building combine forces in the campaign for legislation and legislative appropriation. There is no shortage of those forces that oppose some of our plans, and we can only help ourselves by helping each other. There are many areas where state highway department aims can benefit your local programs. Likewise, your interests often lie within the general outlines of the Minnesota Highway Department's objectives.

Another area in which the counties and municipalities will be vitally affected is in the possible shortage of available Turnback Funds. It has been apparent for some time that the Municipal Turnback Fund is, or will be, seriously deficient. Recently it became apparent that there will be more county turnback mileage than originally contemplated. This results from the new standards which require a minimum of 124' between centerlines on Expressway routes. These standards can

seldom be met without leaving the presently established highways. Where are the additional County and Municipal Turnback Funds to be obtained? It is my opinion, not necessarily shared by the Department, that this is primarily a state responsibility. This would indicate the need for legislation directing the Commissioner to annually allocate Trunk Highway Funds, in such amounts as may be necessary, to adequately finance the County and Municipal Turnback Accounts.

There are many other areas in which we have either a common or differing interest. We should begin now to develop and analyze the legislation to be sought during the 1969 session. If we can resolve our differences and agree upon a solution, this is far better than opposing each other before legislative committees.

Gentlemen, I can't tell you how pleased I am to again be working with the counties and municipalities and to participate in your Institute Program. We have in the past resolved many problems together and I am certain that we can do so in the future.

You all realize that this may be the last opportunity that Ken Mason will have to appear before the membership of the County Engineers Association. I have asked him to supplement my comments on State Aid organization and procedure, along with any other topics he may wish to discuss. Ken will also assist me in recording your comments or criticisms, and in answering your questions, immediately following his remarks.



Appendix E

- **State Aid for Local
Transportation Division
Organizational Chart**

as of December 8, 1998

- **Minnesota County and District
State Aid Engineers**

Past and Present, Divided by Districts

STATE AID FOR LOCAL TRANSPORTATION DIVISION

Organizational Chart

12/08/98

*****DISTRICT STATE AID ENGINEERS**
 District 1 - Mike Tardy (218)-723-4960 ext 3006
 District 2 - Lou Tasa (218)-755-3008
 District 3 - Kellym Howieson (218)-828-2475
 District 4 - Tallack Johnson (218)-847-1556
 District 6 - Greg Paulson (507)-285-7377
 District 7 - Douglas Haefer (507)-389-6870
 District 8 - Tom Behm (507)-537-6146
 Metro - Bob Brown (651)-582-1351

STATE AID ENGINEER DIVISION DIRECTOR
 (Transportation Division Engineer)
 Julie Skalfman
 296-9872

ASSISTANT - STATE AID
 (Transp. Assistant Division Director)
 Mike P. Inconnereaut
 296-9875

ASSISTANT DISTRICT ENGINEER (State Aid)
 *** See Chart

STATE AID BRIDGE ENGINEER
 (Engineer Principal)
 Darab Bouz arjomehri
 582-1191

STATE AID ACCOUNTANT I
 (Senior Accounting Supervisor)
 Jean Peters
 296-8843

PRE-LETTING ENGINEER
 (Engineer Senior Admin.)
 Khan, Subeliam
 296-7679

MANAGER - CSAH NEEDS STUDY UNIT
 (Senior Engineering Specialist)
 Ken Hoeschen
 296-1660

MANAGER - MSAS NEEDS STUDY UNIT
 (Senior Engineering Specialist)
 Ken Straus
 296-1662

ASSISTANT MANAGER CSAH NEEDS
 (Senior Highway Technician)
 Diane Gauld
 296-3147

ASSISTANT MANAGER MSAS NEEDS
 (Senior Highway Technician)
 Marshall Johnston
 296-6677

CSAH TECHNICIAN
 (Highway Technician)
 Mark Chamner
 282-0657

UNIT PROCESSOR
 Office Administrative Specialist
 Leigh Schuitze
 296-3013

Office Administrative Specialist, Senior
 (Secretary)
 Phyllis Braman
 296-3012

STATE AID PLANS ENGINEER
 (Engineer Principal)
 Paul Sline
 296-9973

FEDERAL AID PROJ. DEVEL. ENG.
 (Engineer Principal)
 Mary Bleninger
 296-9874

FEDERAL AID PROJ. DEVEL. ENG.
 (Engineer Senior)
 Lynnelle Rashell
 296-3014

FEDERAL AID PROJ. DEVEL. ENG.
 (Engineer Senior)
 Bob Vasak
 282-6479

FEDERAL AID PLANS SPECIALIST
 (Sen. Engineering Specialist)
 Kathy Vesely
 296-7067

FEDERAL AID AND STATE AID TECHNICIAN
 (Highway Technician)
 Kim DeLaRosa
 296-2440

DIVISION INFORMATION RESOURCE MANAGER
 (Transportation Info. Resources Div. Supervisor)
 Myke Neilson
 296-6414

DATA RESOURCE MANAGER
 (Information Technology Specialist 4)
 Karen Wright
 282-6074

NETWORK MANAGER
 (Information Technology Specialist 4)
 Koral Sharma
 296-7039

NETWORK ADMINISTRATOR
 (Information Technology Specialist 2)
 Ruth Cordas
 296-2053

APPLICATIONS DEVELOPER
 (Information Technology Specialist 3)
 Rick Kostolnyz
 296-1679

Office Administrative Specialist, Principal
 (Office Manager)
 Mary Ann Hillier
 282-6146

Office Administrative Specialist, Inform. Relate
 (Receptionist)
 LeOra Lind
 296-3011

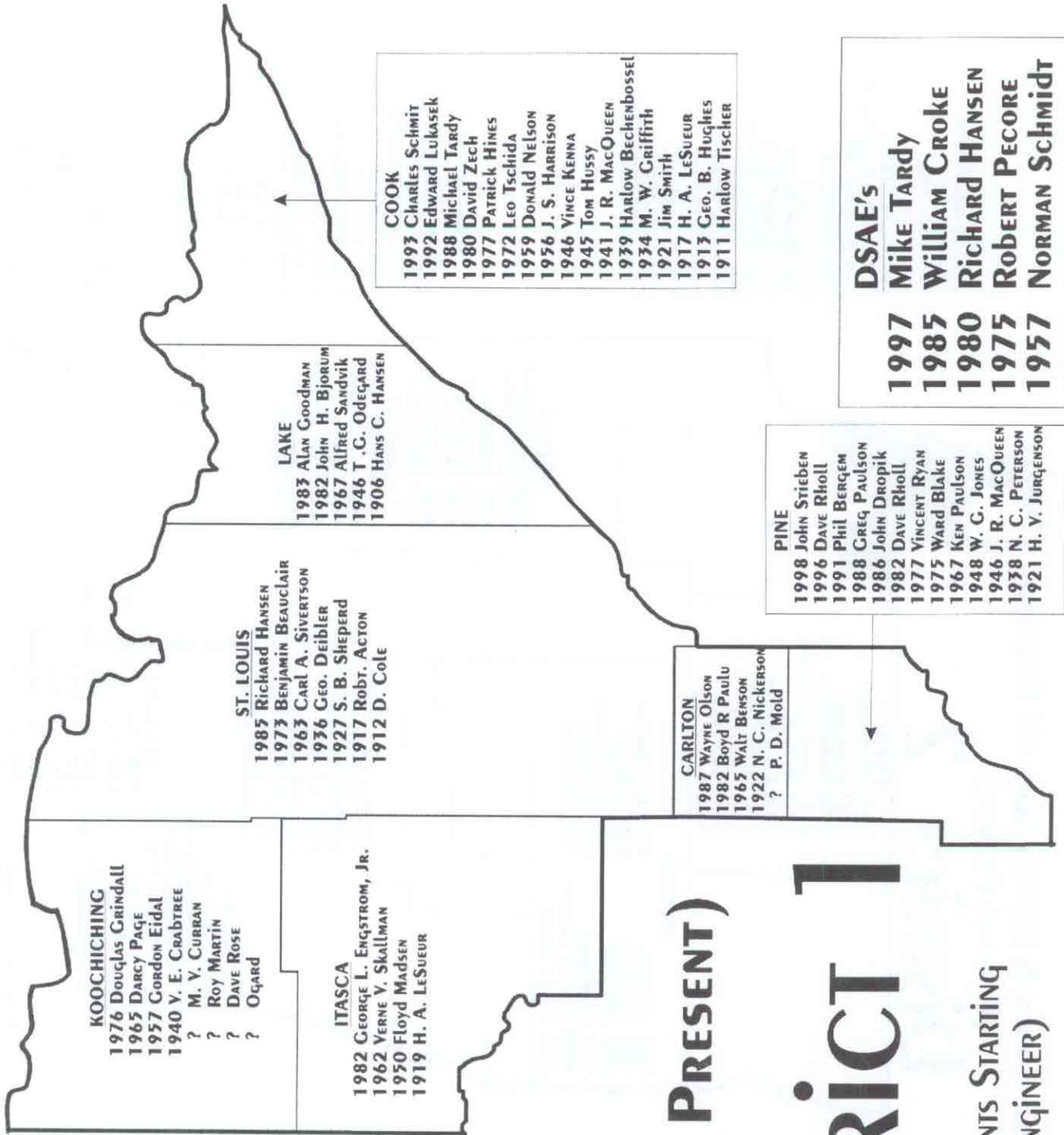




MINNESOTA COUNTY & DISTRICT STATE AID ENGINEERS (PAST AND PRESENT)

DISTRICT 1

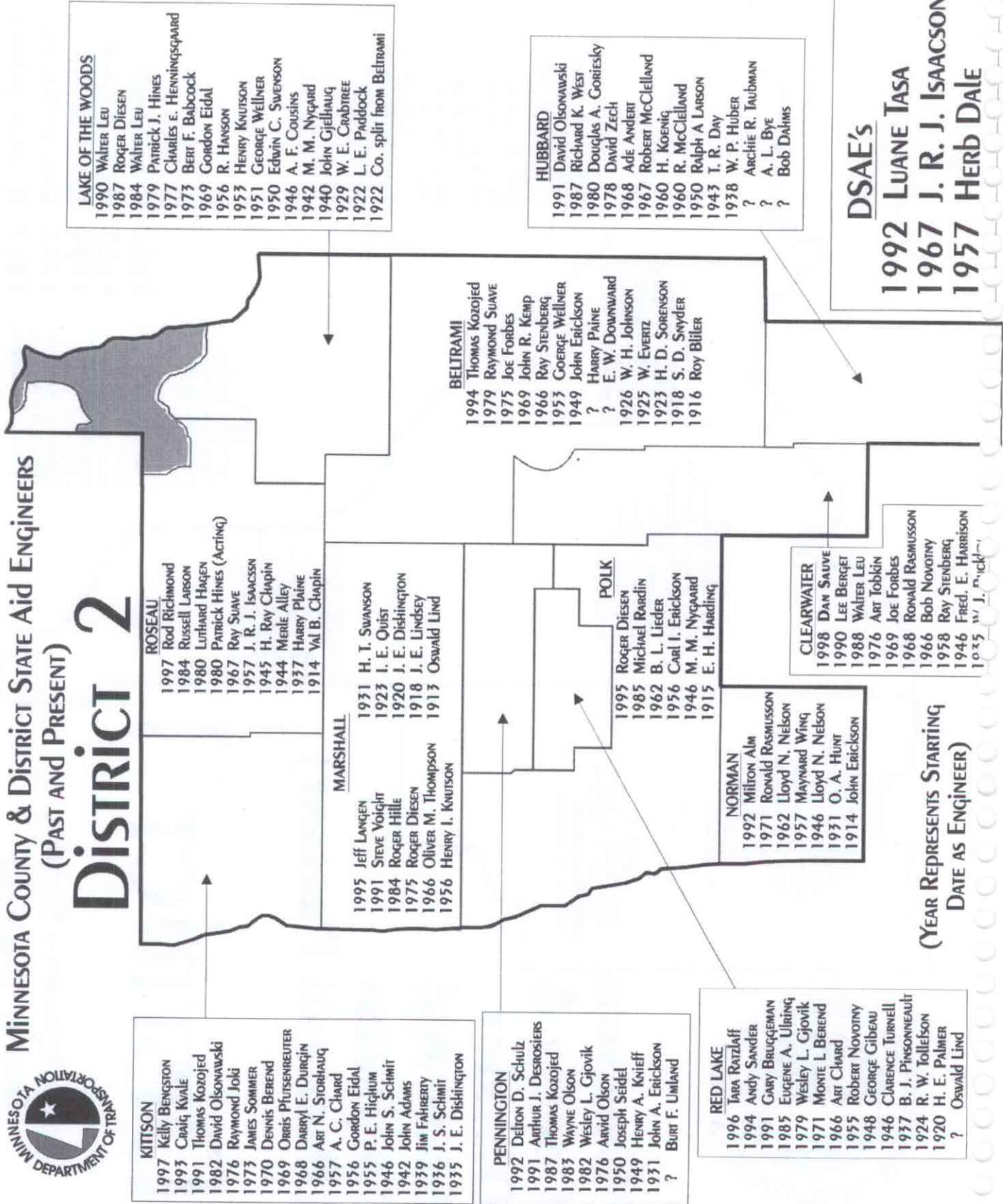
(YEAR REPRESENTS STARTING
DATE AS ENGINEER)





MINNESOTA COUNTY & DISTRICT STATE AID ENGINEERS (PAST AND PRESENT)

DISTRICT 2



KITSON

- 1997 Kelly Bengtson
- 1993 Craig Kvale
- 1991 Thomas Kozojed
- 1982 David Olsonawski
- 1976 Raymond Joki
- 1973 James Sommer
- 1970 Dennis Berend
- 1969 Orris Pfutzenreuter
- 1968 Darryl E. Durqin
- 1966 Art N. Storchauq
- 1957 A. C. Chard
- 1956 Gordon Eidal
- 1955 P. E. Highum
- 1946 John S. Schmit
- 1942 John Adams
- 1939 Jim Fahrearty
- 1936 J. S. Schmit
- 1935 J. E. Dishington

PENNINGTON

- 1992 Delton D. Schulz
- 1991 Arthur J. Desrosiers
- 1987 Thomas Kozojed
- 1983 Wayne Olson
- 1982 Wesley L. Gjovik
- 1976 Arvid Olson
- 1950 Joseph Seidel
- 1949 Henry A. Knief
- 1931 John A. Erickson
- ? Burt F. Umland

RED LAKE

- 1996 Tara Ratzlaff
- 1994 Andy Sander
- 1991 Gary Bruggeman
- 1985 Eugene A. Ujring
- 1979 Wesley L. Gjovik
- 1971 Monte L. Berend
- 1966 Art Chard
- 1955 Robert Novotny
- 1948 George Gibeau
- 1946 Clarence Turnell
- 1937 B. J. Pinsonneault
- 1924 R. W. Tollefson
- 1920 H. E. Palmer
- ? Oswald Lind

ROSEAU

- 1997 Rod Richmond
- 1984 Russell Lason
- 1980 Lurhard Hagen
- 1980 Patrick Hines (Acting)
- 1967 Ray Suave
- 1957 J. R. J. Isaacson
- 1945 H. Ray Chapin
- 1944 Merle Alley
- 1937 Harry Plaine
- 1914 Val B. Chapin

MARSHALL

- 1995 Jeff Langen
- 1991 Steve Voight
- 1984 Roger Hill
- 1975 Roger Diesen
- 1966 Oliver M. Thompson
- 1956 Henry I. Knutson
- 1931 H. T. Swanson
- 1923 I. E. Quist
- 1920 J. E. Dishington
- 1918 J. E. Lindsey
- 1913 Oswald Lind

NORMAN

- 1992 Milton Alm
- 1971 Ronald Rasmussen
- 1962 Lloyd N. Nielson
- 1957 Maynard Wing
- 1946 Lloyd N. Nielson
- 1931 O. A. Hunt
- 1914 John Erickson

POLK

- 1995 Roger Diesen
- 1985 Michael Rardin
- 1962 B. L. Lieder
- 1956 Carl I. Erickson
- 1946 M. M. Nygaard
- 1915 E. H. Harding

CLEARWATER

- 1998 Dan Saue
- 1990 Lee Berget
- 1988 Walter Leu
- 1976 Art Tobkin
- 1969 Joe Forbes
- 1968 Ronald Rasmussen
- 1966 Bob Novotny
- 1958 Ray Stenberg
- 1946 Fred. E. Harrison
- 1925 W. J. Nick

(YEAR REPRESENTS STARTING DATE AS ENGINEER)

LAKE OF THE WOODS

- 1990 Walter Leu
- 1987 Roger Diesen
- 1984 Walter Leu
- 1979 Patrick J. Hines
- 1977 Charles E. Henningsgaard
- 1973 Bert F. Babcock
- 1969 Gordon Eidal
- 1956 R. Hanson
- 1953 Henry Knutson
- 1951 George Wellner
- 1950 Edwin C. Swenson
- 1946 A. F. Cousins
- 1942 M. M. Nygaard
- 1940 John Gjelhaug
- 1929 W. E. Crabtree
- 1922 L. E. Paddock
- 1922 Co. split from Beltrami

BELTRAMI

- 1994 Thomas Kozojed
- 1979 Raymond Suave
- 1975 Joe Forbes
- 1969 John R. Kemp
- 1966 Ray Stenberg
- 1953 George Wellner
- 1949 John Erickson
- ? Harry Paine
- ? E. W. Downward
- 1926 W. H. Johnson
- 1925 W. Evertz
- 1923 H. D. Sorenson
- 1918 S. D. Snyder
- 1916 Roy Bliler

HUBBARD

- 1991 David Olsonawski
- 1987 Richard K. West
- 1980 Douglas A. Gorlesky
- 1978 David Zech
- 1968 Ade Andert
- 1967 Robert McClelland
- 1960 H. Koenig
- 1950 Ralph A. Larson
- 1943 T. R. Day
- 1938 W. P. Huber
- ? Archie R. Taubman
- ? A. L. Bye
- ? Bob Dahms

DSAE'S

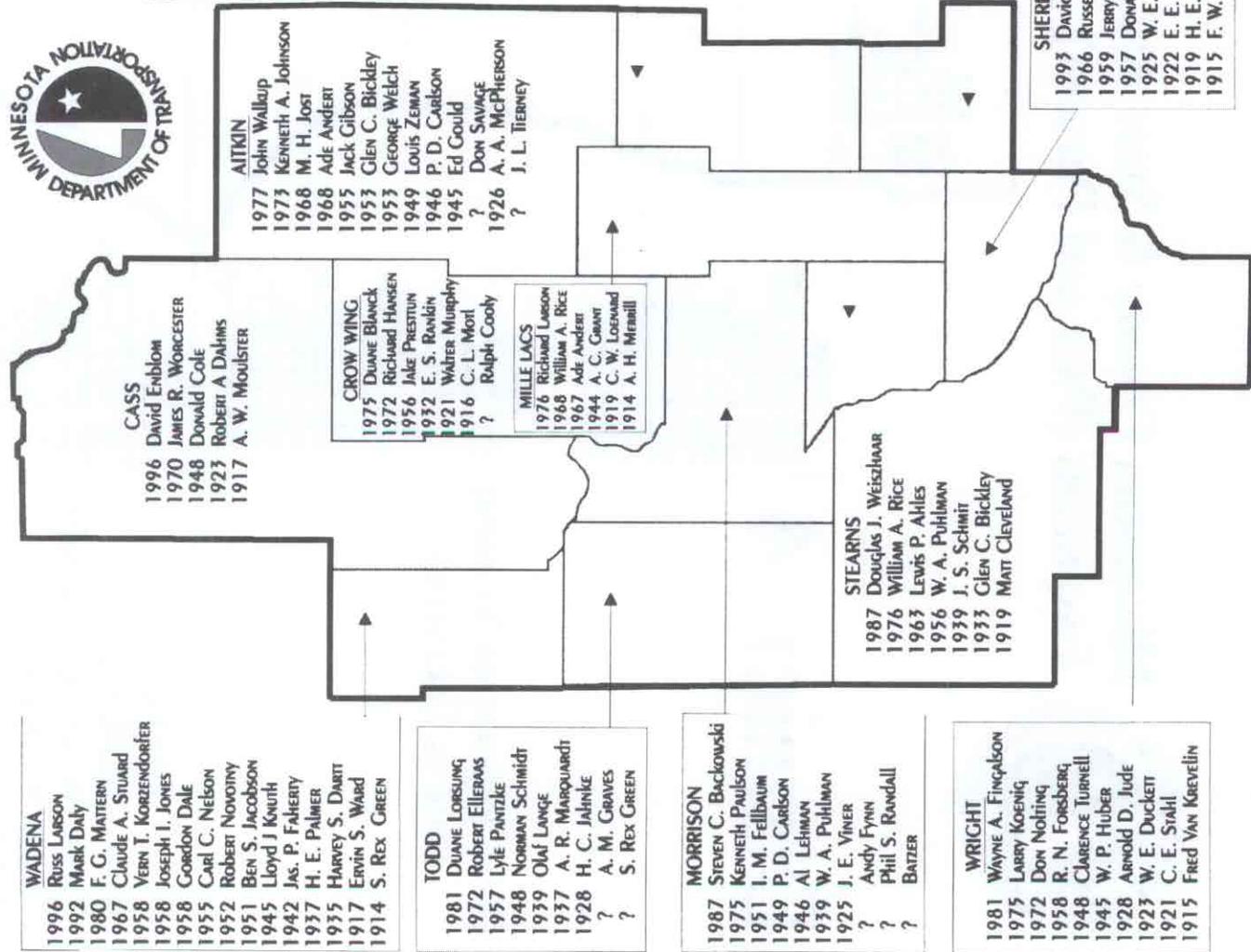
- 1992 LUANE TASA
- 1967 J. R. J. ISAACSON
- 1957 HERB DALE



MINNESOTA COUNTY & DISTRICT STATE AID ENGINEERS (PAST AND PRESENT)

DISTRICT 3

(YEAR REPRESENTS STARTING DATE AS ENGINEER)



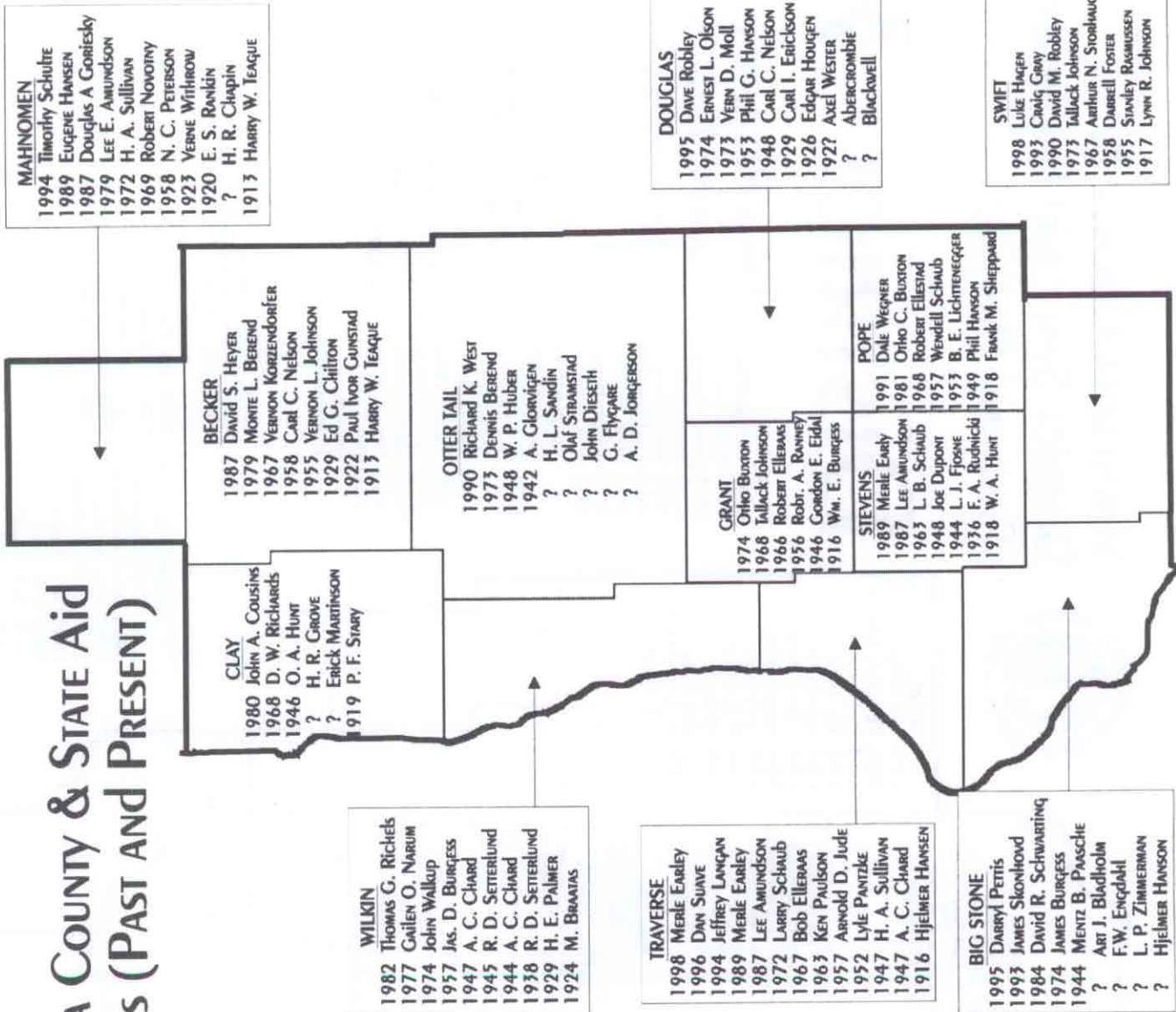


MINNESOTA COUNTY & STATE AID ENGINEERS (PAST AND PRESENT)

District 4

(YEAR REPRESENTS STARTING DATE AS ENGINEER)

- DSAE's**
1990 TALLACK JOHNSON
1979 VERNON KORZENDORFER
1968 WENDELL SCHAUB
1953 HENRY CAMPION





**MINNESOTA COUNTY & DISTRICT
STATE AID ENGINEERS
(PAST AND PRESENT)**

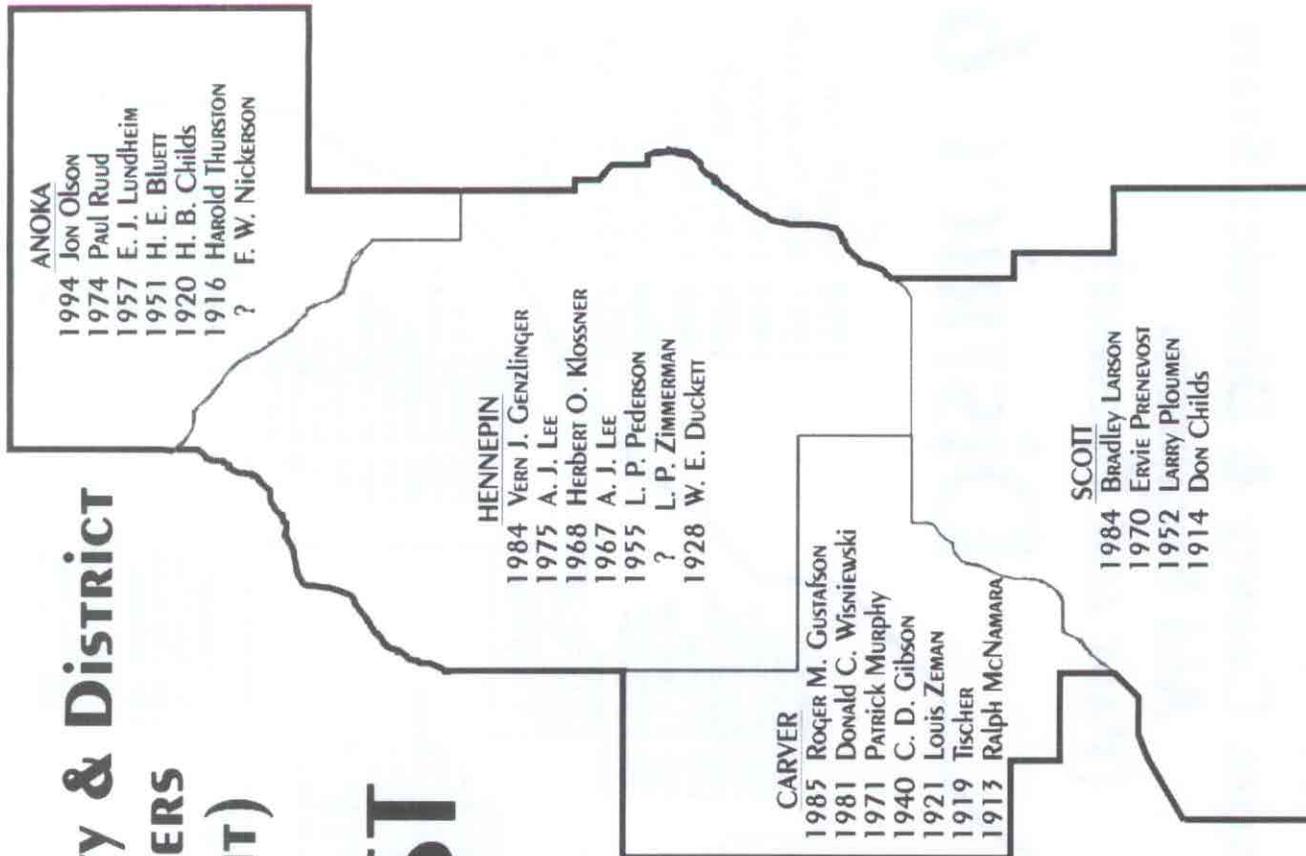
METRO WEST

(DISTRICT 5)

DSAE's

- 1994 ROBERT BROWN } METRO
- 1992 ELMER MORRIS, JR. }
- 1991 ELLIOTT RUHLAND, ACTING
- 1971 CHUCK WEICHELBAUM
- 1969 PATRICK MURPHY
- 1967 GEORGE WELCH
- 1960 Ed PEARSON
- 1957 EVERETTE VEVEA

(YEAR REPRESENTS STARTING
DATE AS ENGINEER)





MINNESOTA COUNTY & DISTRICT STATE Aid Engineers (PAST AND PRESENT)

DISTRICT 6

- RICE**
 1992 Mitch Rasmussen
 1987 Charles Schmit
 1974 Arthur N. Storchauq
 1943 George L. Clark
 1938 A. R. Taubman
 1938 George L. Clark
 1935 C. E. Stahl
 1933 George Thorne
 1933 Russell Norton
 1926 C. E. Stahl
 1921 J. C. McElHerring
 1920 P. L. Hazard
 1916 W. P. Chapman
 1915 R. W. Hosfield

<p>GOODHUE 1998 Greg Isakson 1991 Greg Paulson 1977 Michael Pinsonneault 1968 Elmer Morris, Jr. 1962 Roy W. Carls 1945 Ed M. Paulson 1945 John Prior 1943 Ray S. Monson 1917 John Prior</p>	<p>WABASHA 1988 Craig Falkum 1985 Alan T. Foesberg 1977 Robert W. Egan 1973 Richard C. Brown 1972 David Everts 1946 B. J. Pinsonneault 1941 L. Schellhammer 1938 H. V. Jorgenson 1932 J. M. Evans</p>	<p>DSAE's 1998 Greg Paulson 1991 Mike Pinsonneault 1984 Earl Welshons 1974 Glen M. Maidl 1968 Karl Peterson 1968 Roy Carls 1958 Claude Zehetner</p>	<p>STEELE 1988 Lee E. Amundson 1975 Richard Skalicky 1970 Robert Pecore 1956 Vince T. Kenna 1955 George Gibbeau 1951 Lloyd N. Knuth 1947 Ray D. Setterland 1941 Joe Herzog 1920 R. W. Hosfield ? Carl Harholt</p>	<p>WINONA 1997 Dave Rholl 1992 Richard A. Berg 1984 Richard L. Arnebeck 1973 Earl Welshons 1972 Jim Kleinschmidt, Acting 1968 Myron R. Waldow 1954 Gordon Fay 1921 Ed P. Effertz 1920 Harold Thurston ? Herb Childs</p>	<p>OLMSTED 1986 Mike Sheehan 1976 John K. Dolan 1967 Arthur Schellhammer 1947 G. J. Sullivan 1943 E. R. Boyce 1927 A. C. Leonard 1921 E. R. Boyce 1917 G. H. Smith</p>	<p>DODGE 1997 Guy Kohlinhofer 1986 John K. Dolan 1981 Vern Moll 1974 Robert Omken 1957 Clarence Dougherty 1952 H. A. Sullivan 1949 George H. Nelson 1943 Keith P. Caswell 1942 Levi Spurbeck 1939 P. E. Hickum 1930 George A. Meskal 1924 Keith P. Caswell 1921 D. P. Poboisik ? Bob Jergens</p>	<p>FREEBORN 1998 Sue Miller 1987 Wilhelm A. Groskurth 1977 David L. Everts 1963 Joe Dupont 1953 Saphier Brandy 1948 John Neilson 1935 Arnold Pless ? E. V. H. Brown</p>	<p>HOUSTON 1998 Allen Henke 1994 Gary Bruggeman 1985 Myron Waldow 1984 Patrick J. Hines 1984 Donald Baerth 1961 Charles V. Sheehan 1949 H. M. Mc Laird 1945 L. S. Shepard 1927 E. M. Paulson ? Lund ? C. D. Conzett</p>	<p>FILLMORE 1991 Eugene Ulring 1988 Elbot Ruhlman 1975 Neil Britton 1973 Tom O'Loughlin 1973 Arthur Schellhammer 1956 Ralph Gross 1925 A. F. Stegner</p>	<p>MOWER 1998 Mike Hanson 1997 Ali Mislleh 1992 John Grindelund 1972 Ray Guttorfson 1938 G. Ev. Carlsson ? Al C. White</p>	<p>(YEAR REPRESENTS STARTING DATE AS ENGINEER)</p>
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MINNESOTA COUNTY & DISTRICT STATE AID ENGINEERS (PAST AND PRESENT)

DISTRICT 7

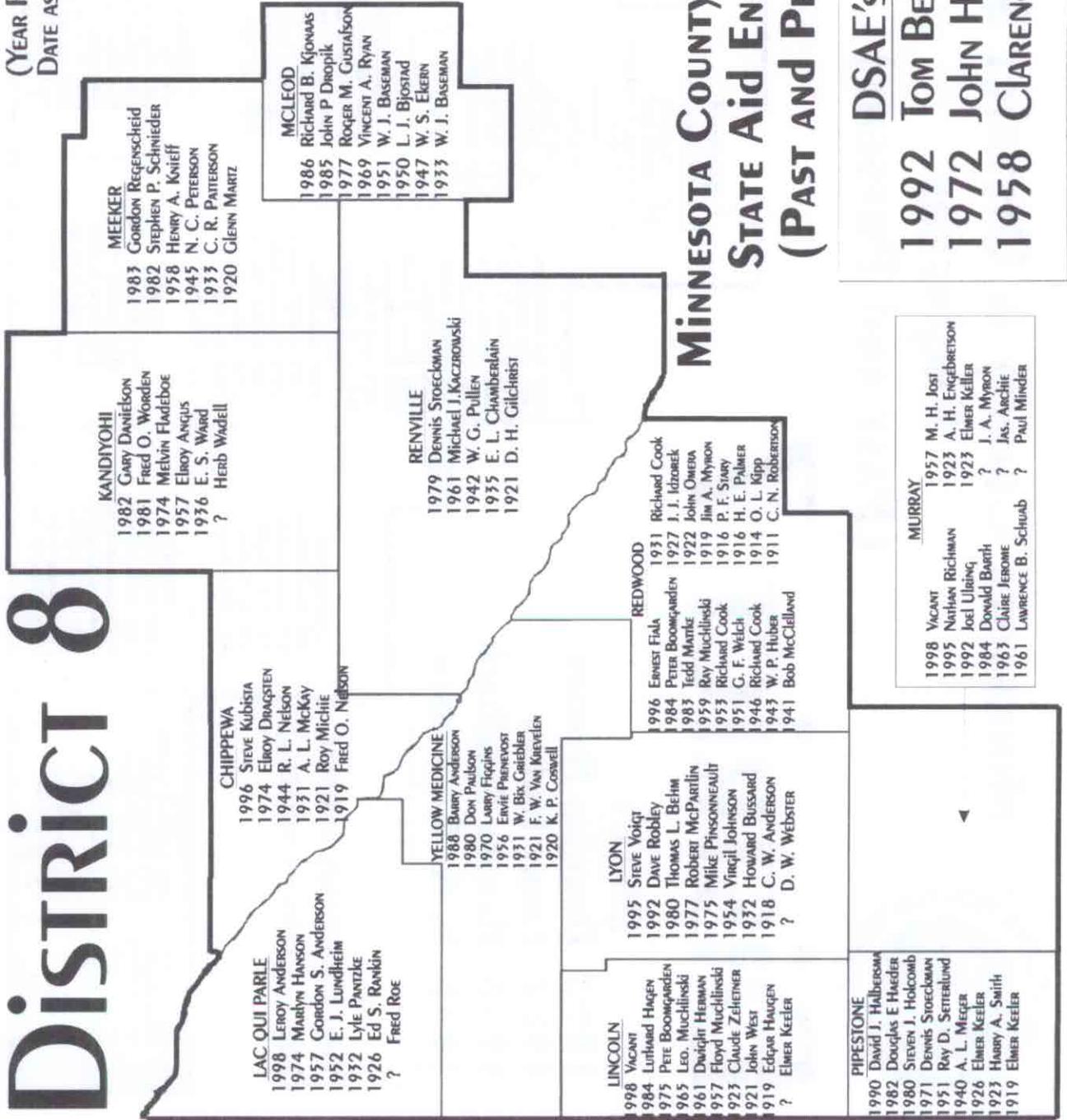
DSAE's
1990 DOUGLAS HAEDER
1987 LARRY HOBEN
1976 HARVEY SUEDBECK
1958 S. A. RASMUSSEN

(YEAR REPRESENTS STARTING DATE AS COUNTY ENGINEER)

<p>ROCK</p> <p>1996 Mark Sehr (2/5/96) 1991 Richard Wegner 1981 Arnold W. Johnson 1978 Fred O. Woodley 1968 Donald Barth 1965 William P. Mohr 1922 J. Brown 1921 Jack Fellen 1920 Paul Minder 1916 D. E. Davidson</p>	<p>NOBLES</p> <p>1983 Stephen P. Schwieler 1974 Michael Wagner 1961 Floyd Muchlinski 1958 Gordon Dale 1958 William Mohr 1953 Frank Hoskins 1926 Henry R. Bray 1923 Elmer Keeler ? Thayer</p>	<p>JACKSON</p> <p>1989 Gary Stribley 1965 Dwight Herman 1956 Leonard Muchlinski 1954 J. S. Richmond 1939 R. N. Foesberg 1939 Harvey Darrt 1918 William M. Richmond</p>	<p>COITONWOOD</p> <p>1989 Martin Larson 1973 Lynn Emerson 1937 J. S. Wagland 1936 C. W. Gove 1911 Dow Savage</p>	<p>BROWN</p> <p>1976 James Sommer 1959 Harvey P. Suedbeck 1954 Frank Magnusen 1953 Arvel B. Klessing 1911 C. N. Robertson</p>	<p>WATONWAN</p> <p>1997 Wayne Stevens 1976 Gerald Engstrom 1971 Thomas H. Glenn 1960 Ralph E. Sleeper 1959 Norris L. Ogard 1921 Tom Buljil ? W. E. Matters</p>	<p>MARTIN</p> <p>1974 Robert H. Witly 1958 Arvel B. Klessig 1953 Henry R. Bray 1945 Arvel B. Klessig 1925 Cal N. Krossch</p>	<p>FARIBAULT</p> <p>1998 Vacant 1991 Greg A. Isalson 1988 Robert Witty 1967 Hershel Koenig 1948 Adrian G. Wurckle 1942 H. M. Mc Laird 1941 Burr Wilmeier 1921 Lloyd Quauve ? Ray J. Short</p>	<p>BLUE EARTH</p> <p>1988 Alan Foesberg 1971 Ralph Sleeper, Jr. 1947 Ray C. Deegan 1936 Dow Engwalson 1927 C. J. Swift 1922 J. W. Hruska 1921 C. J. Swift</p>	<p>LE SUEUR</p> <p>1998 Vacant 1997 Nathan Richman 1993 Greg Illka 1976 Ronald Sandvik 1968 William P. Mohr 1958 Karl H. Peterson 1935 E. P. Meyer</p>	<p>WASECA</p> <p>1994 Jeff Blue 1993 Joseph T. Thomas 1980 Robert McPartlin 1973 Jack Cousins 1962 Fred Stenger 1942 John W. Meyer 1932 Sam E. Donnell ? Joe Hruska 1920 Dodo E. Davidson</p>	<p>SIBLEY</p> <p>1998 Nathan Richman 1984 Gene Isalson 1977 Donald Barth 1946 George A. Anderson 1933 Al Lehman ? C. C. Patterson ? L. W. Grace</p>	<p>NICOLLET</p> <p>1983 Michael Wagner 1958 Robert J. Koppen 1929 Leon W. Grace 1898 Harry Daniels</p>
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District 8

(YEAR REPRESENTS STARTING DATE AS COUNTY ENGINEER)



MINNESOTA County & District STATE Aid ENGINEERS (PAST AND PRESENT)

DSAE'S
 1992 Tom Behm
 1972 John Hoeke
 1958 Clarence Turnell



MINNESOTA COUNTY & DISTRICT STATE AID ENGINEERS (PAST AND PRESENT)

METRO EAST

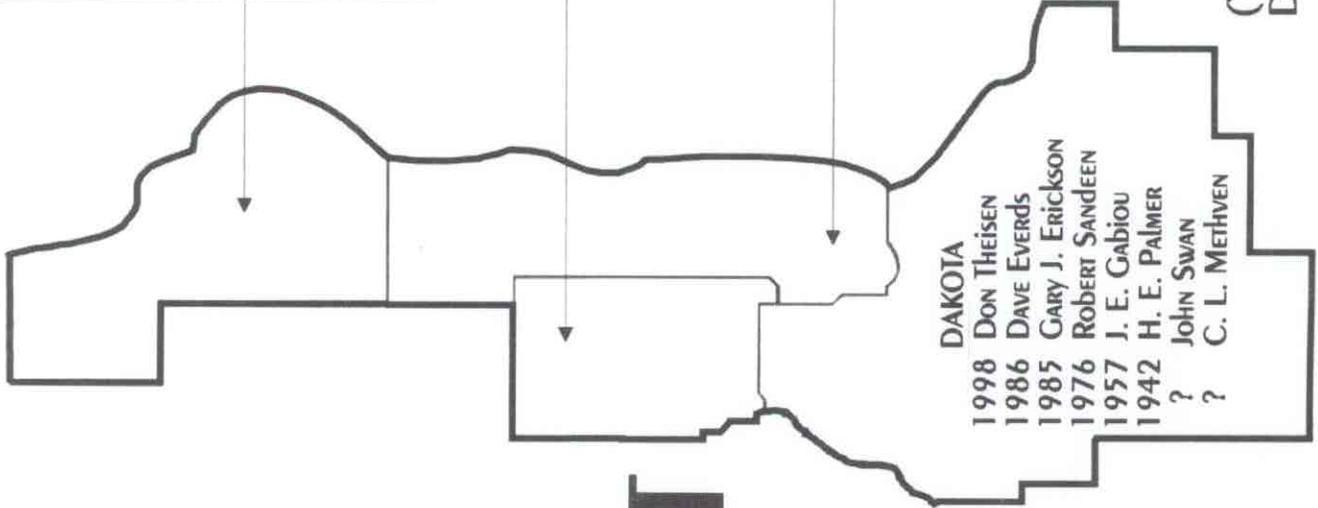
(DISTRICT 9)

1994	ROBERT BROWN	} METRO
1977	ELMER MORRIS, JR.	
1976	BRUCE GRAVES, ACTING	
1973	DONALD MCFADDEN	
1965	JOHN BERGFORD	
1963	BOB BRENNAN	
1960	GRADY BECK	
1957	DONALD MCFADDEN	

CHISAGO		
1998	MIC DAHLBERG	
1993	KENNETH ANDERSON	
1992	RODNEY W. WEBSTER	
1988	DONALD THEISEN	
1987	WALTER LEU	
1981	DOUGLAS J. WEISZHAAR	
1973	LEON C. JOHNSON	
1955	J. S. SCHMIT	
?	L. J. BJOSTAD	
?	GLEN BICKLEY	
?	WARREN KEITH	
1935	ADOLPH A. INGBERG	

RAMSEY		
1991	PAUL KIRKVOID	
1977	KENNETH WELTZIN	
1960	D. R. ANKJAN	
1937	H. S. BRONSON	
1935	EMIL H. SCHULTZ	
1923	PAUL COATES	
?	ARMSTRONG	

WASHINGTON		
1984	DONALD C. WISNIEWSKI	
1970	CHARLES J. SWANSON	
1962	CARL I. ERICKSON	
1920	JACK G. MERTEN	
1918	C. E. STAHL	
1917	G. F. BARSTOW	
1916	C. E. STAHL	
?	CARPENTER	



DAKOTA		
1998	DON THEISEN	
1986	DAVE EVERDS	
1985	GARY J. ERICKSON	
1976	ROBERT SANDEEN	
1957	J. E. GABIOU	
1942	H. E. PALMER	
?	JOHN SWAN	
?	C. L. METHVEN	

(YEAR REPRESENTS STARTING DATE AS COUNTY ENGINEER)



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Appendix F

Proposed Code of Ethics, 1946

The following code of ethics was among the papers presented at the second annual meeting of the Minnesota Institute for County Highway Engineers, held in Minneapolis in December, 1946. It was prepared by a code of ethics committee, which consisted of George W. Deibler, St. Louis County and N. C. Nickerson, Carlton County.

Proposed Code of Ethics

WHEREAS, the position of County Highway Engineer in the State of Minnesota is responsible for the planning and direction of maintenance, improvement and construction of highways and bridges, and is becoming an important factor in the development, progress and welfare of the community;

WHEREAS, in order that this position be granted the professional standing that it is entitled to and that it shall acquire and hold the respect and dignity of the general public and public officials, it is hereby determined that the following code of ethics be established.

- To give honest and loyal support to his employer.
- To be guided by sound engineering principles and not by political influence.
- To take an active part in the developing of a sound municipal program.
- To be of assistance in guiding public works programs in the local community.
- To accept public employment only after direct and proper application in accordance with the rules of engineering ethics.
- To conduct himself at all times in a manner to merit and inspire the respect due a professional engineer.
- To make provisions for adequate safety to life and health of all persons who may be affected by work for which he is responsible.
- To foster the exchange of engineering knowledge by encouraging the employment, as consultants, of specialists in the particular problem under consideration to the end that the client or employer will be served by the best talent within the profession.

- To refrain from reviewing for a client any work of another engineer except with the knowledge and consent of such engineer, or unless the connection of such engineer with the work has been terminated; and to refrain from using without proper acknowledgement the plans, maps, specifications and other engineering data prepared by another engineer.
- To refrain from injuring falsely or maliciously, directly or indirectly, the professional reputation, prospects or business of another professional engineer.
- To cooperate in the upbuilding of the engineering profession by exchanging general information and experience with his fellow engineers and students of engineering and also to contribute to work of engineering societies, schools of applied science and technical press.
- To subscribe to the code of ethics of the State Board of Registration for Architects, Engineers and Land Surveyors.

Glossary

Glossary

County state aid highways Roads which are part of the county state aid system of roads, established under the authority of the local county government, funded in part from the state's Highway User Tax Distribution Fund.

District State Aid Engineer (DSAE) An employee of the Minnesota Department of Transportation (Mn/DOT), charged with managing the construction and maintenance of the County State Aid Highway and Municipal State Aid Street system, in one of eight state highway construction districts.

Highway User Tax Distribution Fund (HUTDF) Money collected from the gasoline tax and vehicle registration fees, along with interest earned, minus reimbursements to other state departments for costs associated with the gasoline tax and vehicle registration fees, as established by Minnesota Constitutional Amendment II of 1956.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) To provide federal funding and authorizations for highways, highway safety and mass transportation through 1997.

Local authority Every county, municipal and township board or body having authority to adopt local police regulations under the constitution and laws of the state of Minnesota.

Local Road Research Board (LRRB) Established by the Minnesota State Legislature in 1959 to oversee the State Aid Research Account which provides funding for the construction and maintenance research needs of local engineers.

Minnesota State Constitutional amendments Amendments to the Minnesota State Constitution are numbered each legislative session beginning with the number one.

Amendments are identified by their number and the year approved.

Municipal state aid streets Roadways which are a part of the municipal state aid street system under the authority of a city with a population of 5,000 or more, established in accordance with the law and funded in part from the state's Highway User Tax Distribution Fund.

Promulgation Making laws known to the public and putting rules and laws into action.

Road authority For trunk highways, the commissioner of transportation. For county state aid highways and county highways, the county board. For town roads, the town board. For city streets, the city council.

State Aid Engineer (SAE) An employee of the Minnesota Department of Transportation (Mn/DOT), who as director of the State Aid Division, administers the state aid highway program for the state of Minnesota.

State Aid For Local Transportation (SALT) A division of the Minnesota Department of Transportation (Mn/DOT) charged with administering the state aid and local federal aid highway programs and serves as the liaison between Mn/DOT and the county and municipal engineers.

Town roads Roads established, constructed or maintained under the authority of a local township board.

Trunk highways Roads established or to be established under the provisions of Article 14, Section 2 of the Constitution of the State of Minnesota. These are roads which are built and maintained by the Minnesota Department of Transportation, with money from the state's Highway User Tax Distribution Fund.

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Website: www.dot.state.mn.us/stateaid/