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https://www.mn.gov/pfa

#### **AT A GLANCE**

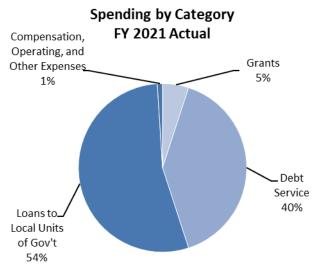
- PFA manages revolving loan funds and grant programs to help local governments statewide build wastewater, storm water, drinking water and transportation infrastructure.
- Through June 30, 2022, PFA has made 1,209 loans to local governments totaling \$4.8 billion. These below-market-rate loans have provided an estimated \$962 million in interest savings to local governments and their residents.
- Over the past ten fiscal years PFA has awarded \$533 million in grants to local governments based on affordability criteria and to address specific water quality goals and objectives.
- PFA has allocated \$94.8 million within its clean water revolving fund to nonpoint source loan programs administered by other agencies. The Minnesota Department of Agriculture's Best Management Practices program and the Pollution Control Agency's Clean Water Partnership program have used these funds and revolving loan repayments to provide \$343 million in low and no-interest loans to help landowners reduce nonpoint source pollution.

### **PURPOSE**

The Minnesota Public Facilities Authority (PFA) is a multi-agency authority that provides financing and technical assistance to local governments for infrastructure projects that support a thriving economy and a clean, healthy environment.

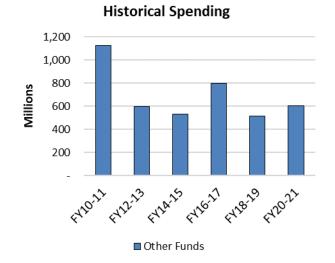
PFA priorities are to 1) manage capital assets (currently \$2.1 billion) to ensure a stable source of infrastructure financing in perpetuity; 2) provide financing programs to support water quality, public health, and other priorities identified by PFA member agencies; and 3) help local governments maintain and improve the condition of their water infrastructure assets while keeping costs affordable for their residents.

### **BUDGET**



Note: Debt Service on PFA revenue bonds comes solely from PFA bond fund revenues (loan repayments and investment earnings).

Source: SWIFT



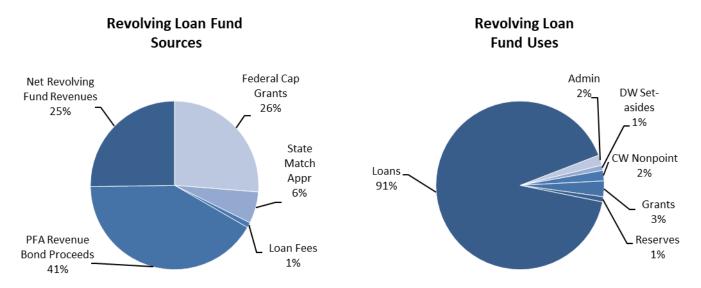
Note: FY 2010-2011 expended high due to two factors:

1) Federal ARRA stimulus funding, and 2) early bond redemptions
due to low market rates.

Source: Consolidated Fund Statement

PFA receives no general fund appropriations for its programs or for administrative costs. Revolving loan fund resources include federal grants and state matching appropriations from bond proceeds. These resources are leveraged by selling PFA AAA-rated revenue bonds. Other programs are funded with state appropriations from bond proceeds and from the Clean Water Legacy Fund. Administrative costs are paid from loan servicing and grant application fees.

### Sources and Uses to-date for PFA's Clean Water, Drinking Water, and Transportation revolving loan funds



Notes: Revenues (loan repayments and investment earnings) are net of debt service on bonds.

Source: PFA Internal records

#### **STRATEGIES**

The PFA Board is composed of commissioners of the Departments of Employment and Economic Development, Minnesota Management and Budget, Health, Agriculture, Transportation, and the Pollution Control Agency. PFA manages its infrastructure financing programs to maximize economic, environmental, and public health outcomes. PFA partner agencies are responsible for determining project priorities, conducting technical and environmental reviews, and certifying approved projects to the PFA for funding.

PFA staff is responsible for determining that full project financing is in place and that the applicant has established dedicated revenues to pay debt service and operation and maintenance costs. When an application is approved and construction bids are accepted by the applicant, PFA executes a project financing agreement, disburses funds as eligible project costs are incurred, and collects loan repayments. During project planning and design stages, PFA coordinates funding activities with other state and federal partners to leverage resources and minimize duplication, administrative costs, and confusion for the applicants.

### **RESULTS**

The PFA's revolving loan funds are an efficient tool to provide low-cost financing to help local governments replace and improve water infrastructure systems to meet permit requirements, improve water quality, and protect public health. To date, each \$1 of state match funds has generated \$16 in construction funding and \$4 in interest savings to the communities and their residents. In addition, PFA's upfront credit review and analysis of loan applications and systematic post loan award surveillance monitoring has helped borrowers achieve a record of no defaults on PFA loans.

Annual project funding is a function of fund availability and demand from local governments. Local government demand for funding varies significantly from year to year, driven by economic factors, the need to replace aging infrastructure, growth and development pressures, and more stringent treatment requirements. The PFA's authority to issue revenue bonds allows it to leverage additional loan funds based on demand. PFA tax-exempt revenue bonds are rated AAA by all three major national rating agencies and are well received in the bond market.

Type of Measure	Name of Measure	Previous	Current	Dates	
Quantity	Loan Awards (count / \$ millions)	203 / \$691	202 / \$794	2012-2016;	
Quantity	Loan Awards (count / 3 millions)			2017-2021	
Quantity	Interest Cavings on Leans (¢ millions)	\$118	\$70	2012-2016;	
Quantity	Interest Savings on Loans (\$ millions)			2017-2021	
Quantity	Crant Awards (sount / C millions)	170 / \$184	196 / \$349	2012-2016;	
Quantity	Grant Awards (count / \$ millions)			2017-2021	

Note 1: Measures compare the five year periods of state fiscal years 2012-2016 to 2017-2021.

Note 2: Sustained historically low market rates in the current 5-year period have resulted in significantly lower interest savings on loans.

M.S. 446A (https://www.revisor.mn.gov/statutes/?id=446A) provides the legal authority for PFA.

# **Agency Expenditure Overview**

Expenditures by Fund  2000 - Restrict Misc Special Revenue	FY20	FY21	FY22	FV22				Governor's Recommendation		
<u> </u>				FY23	FY24	FY25	FY24	FY25		
2000 - Restrict Misc Special Revenue										
	170	98	103	949	253	296	253	296		
2302 - Clean Water	6,910	10,655	15,683	9,216			8,350	8,350		
8200 - Clean Water Revolving	156,525	99,828	84,262	65,333	107,635	63,071	107,635	63,071		
8201 - Drinking Water Revolving	23,153	19,824	20,249	20,301	139,656	88,913	139,656	88,913		
8202 - Transportation Revolving	759	383	57	57	60	61	60	61		
Total	187,516	130,788	120,354	95,856	247,604	152,341	255,954	160,691		
Biennial Change				(102,095)		183,735		200,435		
Biennial % Change				(32)		85		93		
Governor's Change from Base								16,700		
Governor's % Change from Base								4		
Expenditures by Program										
Public Facilities Authority	187,516	130,788	120,354	95,856	247,604	152,341	255,954	160,691		
Total	187,516	130,788	120,354	95,856	247,604	152,341	255,954	160,691		
	,									
Expenditures by Category										
Compensation	1,230	1,237	1,283	1,538	1,578	1,611	1,578	1,611		
Operating Expenses	398	450	296	660	854	381	854	381		
Grants, Aids and Subsidies	15,897	14,539	20,268	17,143	166,252	96,891	174,602	105,241		
Other Financial Transaction	169,991	114,562	98,508	76,515	78,920	53,458	78,920	53,458		
Total	187,516	130,788	120,354	95,856	247,604	152,341	255,954	160,691		
	,									
Total Agency Expenditures	187,516	130,788	120,354	95,856	247,604	152,341	255,954	160,691		
Internal Billing Expenditures	126									
Expenditures Less Internal Billing	187,391	130,788	120,354	95,856	247,604	152,341	255,954	160,691		
Full-Time Equivalents	10.99	10.58	10.50	14.02	14.02	14.02	14.02	14.02		

# **Agency Financing by Fund**

	Actual	Actual	Actual	Estimate	Forecast E	Base	Governo Recommen	
	FY20	FY21	FY22	FY23	FY24	FY25	FY24	FY25
2000 - Restrict Misc Special Revo	enue							
Balance Forward In	1,000	1,303	1,544	1,741	1,141	1,238	1,141	1,238
Receipts	143	130	56	110	87	87	87	87
Net Loan Activity	330	210	244	239	263	302	263	302
Balance Forward Out	1,302	1,544	1,741	1,141	1,238	1,331	1,238	1,331
Expenditures	170	98	103	949	253	296	253	296
Biennial Change in Expenditures				784		(503)		(503)
Biennial % Change in Expenditures				292		(48)		(48)
Governor's Change from Base								0
Governor's % Change from Base								0
Full-Time Equivalents	1.52	0.69	0.75	0.38	0.38	0.38	0.38	0.38
2302 - Clean Water								
Balance Forward In	8,146	11,361	8,832	1,218				
Direct Appropriation	10,125	8,125	8,068	8,068	0	0	8,350	8,350
Transfers In	318		152					
Transfers Out	318		152					
Net Loan Activity				(70)				
Balance Forward Out	11,361	8,832	1,217					
Expenditures	6,910	10,655	15,683	9,216			8,350	8,350
Biennial Change in Expenditures				7,334		(24,899)		(8,199)
Biennial % Change in Expenditures				42		(100)		(33)
Governor's Change from Base								16,700
Governor's % Change from Base								
		·						
8200 - Clean Water Revolving								
Balance Forward In	252,041	212,962	170,199	152,233	3,566	3,459	3,566	3,459
Receipts	79,699	39,784	42,887	67,450	135,166	98,072	135,166	98,072
Transfers In	214,129	162,207	149,695	163,963	157,489	145,763	157,489	145,763
Transfers Out	203,985	154,294	144,854	156,865	150,796	145,305	150,796	145,305
Net Loan Activity	27,599	9,368	18,568	(157,882)	(34,331)	(35,744)	(34,331)	(35,744)
Balance Forward Out	212,958	170,199	152,233	3,566	3,459	3,174	3,459	3,174
Expenditures	156,525	99,828	84,262	65,333	107,635	63,071	107,635	63,071
Biennial Change in Expenditures				(106,758)		21,111		21,111

# **Agency Financing by Fund**

(Dollars in Thousands)

	Actual	Actual Actual Estimate Forecast Base				Governor's Recommendation		
	FY20	FY21	FY22	FY23	FY24	FY25	FY24	FY25
Biennial % Change in Expenditures				(42)		14		14
Governor's Change from Base								0
Governor's % Change from Base								0
Full-Time Equivalents	5.07	5.21	4.94	7.13	7.13	7.13	7.13	7.13

8201 - Drinking Water Revolving

OLOT DIMMING WATER REVOITIN	<u>.                                    </u>							
Balance Forward In	117,042	108,575	99,398	67,258	2,002	1,988	2,002	1,988
Receipts	26,232	21,718	22,495	109,829	189,846	126,724	189,846	126,724
Transfers In	55,809	54,106	54,885	58,931	60,752	54,525	60,752	54,525
Transfers Out	68,151	64,553	65,227	68,812	70,228	57,766	70,228	57,766
Net Loan Activity	794	(623)	(24,043)	(144,903)	(40,728)	(34,682)	(40,728)	(34,682)
Balance Forward Out	108,573	99,398	67,259	2,002	1,988	1,876	1,988	1,876
Expenditures	23,153	19,824	20,249	20,301	139,656	88,913	139,656	88,913
Biennial Change in Expenditures				(2,427)		188,019		188,019
Biennial % Change in Expenditures				(6)		464		464
Governor's Change from Base								0
Governor's % Change from Base								0
Full-Time Equivalents	4.25	4.46	4.41	6.13	6.13	6.13	6.13	6.13

8202 - Transportation Revolving

Balance Forward In	41,748	46,131	47,391	50,512	88	86	88	86
Receipts	1,360	713	655	896	907	850	907	850
Transfers In	1,030	749						
Transfers Out	1,030	749						
Net Loan Activity	3,715	930	2,524	(51,263)	(849)	(791)	(849)	(791)
Balance Forward Out	46,065	47,391	50,512	88	86	84	86	84
Expenditures	759	383	57	57	60	61	60	61
Biennial Change in Expenditures				(1,028)		7		7
Biennial % Change in Expenditures				(90)		6		6
								•
Governor's Change from Base								0
Governor's Change from Base  Governor's % Change from Base								0

# **Agency Change Summary**

	FY23	FY24	FY25	Biennium 2024-25
Direct				
Fund: 2302 - Clean Water				
FY2023 Appropriations	8,068	8,068	8,068	16,136
Base Adjustments				
One-Time Legacy Fund Appropriations		(8,068)	(8,068)	(16,136)
Forecast Base	8,068	0	0	0
Change Items				
Municipal Clean Water Infrastructure		8,350	8,350	16,700
Total Governor's Recommendations	8,068	8,350	8,350	16,700
Dedicated				
Fund: 2000 - Restrict Misc Special Revenue				
Planned Spending	949	253	296	549
Forecast Base	949	253	296	549
Total Governor's Recommendations	949	253	296	549
Fund: 8200 - Clean Water Revolving				
Planned Spending	65,333	107,635	63,071	170,706
Forecast Base	65,333	107,635	63,071	170,706
Total Governor's Recommendations	65,333	107,635	63,071	170,706
Fund: 8201 - Drinking Water Revolving				
Planned Spending	20,301	139,656	88,913	228,569
Forecast Base	20,301	139,656	88,913	228,569
Total Governor's Recommendations	20,301	139,656	88,913	228,569
Fund: 8202 - Transportation Revolving				
Planned Spending	57	60	61	121
Forecast Base	57	60	61	121
Total Governor's Recommendations	57	60	61	121
Revenue Change Summary				
Dedicated				
Fund: 2000 - Restrict Misc Special Revenue				
Forecast Revenues	110	87	87	174
Total Governor's Recommendations	110	87	87	174
Fund: 8200 - Clean Water Revolving				

# **Agency Change Summary**

	FY23	FY24	FY25	Biennium 2024-25
Forecast Revenues	67,450	135,166	98,072	233,238
Total Governor's Recommendations	67,450	135,166	98,072	233,238
Fund: 8201 - Drinking Water Revolving				
Forecast Revenues	109,829	189,846	126,724	316,570
Total Governor's Recommendations	109,829	189,846	126,724	316,570
Fund: 8202 - Transportation Revolving				
Forecast Revenues	896	907	850	1,757
Total Governor's Recommendations	896	907	850	1,757

### FY 2024-25 Biennial Budget Change Item

### **Change Item Title: Municipal Clean Water Infrastructure**

Fiscal Impact (\$000s)	FY 2024	FY 2025	FY 2026	FY 2027
General Fund				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Other Funds				
Expenditures	\$8,350	\$8,350	0	0
Revenues	0	0	0	0
Net Fiscal Impact =	\$8,350	\$8,350	0	0
(Expenditures – Revenues)				
FTEs	0	0	0	0

#### **Recommendation:**

The Governor recommends an appropriation of \$8,350,000 in FY 2024 and \$8,350,000 in FY 2025 from the Clean Water Fund to the Public Facilities Authority for municipal clean water infrastructure. The recommendation includes funding for the Point Source Implementation Grants (PSIG) program and for the Small Community Wastewater Treatment program. This reflects the collaborative recommendation of the executive branch water agencies, which includes the Pollution Control Agency (PCA), Department of Natural Resources, Department of Agriculture, Department of Health, Board of Water and Soil Resources, Metropolitan Council, and the Public Facilities Authority (PFA).

### Rationale/Background:

The PSIG program provides grants to help cities upgrade water treatment facilities to meet more protective requirements to improve water quality. Eligible project costs are those necessary to meet wasteload reduction requirements under Total Maximum Daily Load (TMDL) implementation plans and to reduce the discharge of phosphorus, chlorides, nitrogen, and other pollutants. The PFA administers the program in partnership with the PCA which determines eligible projects and priorities. Through Minnesota's interagency water management framework, specific water bodies are identified by the PCA where pollutant reductions are needed to meet water quality standards. Watershed restoration and protection strategies are then developed to guide implementation activities, including permit requirements for more stringent effluent limits.

The PSIG program has received Clean Water Fund appropriations each year since 2010. In addition, state general obligation bond appropriations have been used to supplement program funding in response to growing project needs and requests from cities for more state assistance. G.O. appropriations have been: 2017 \$33.7 million, 2019 \$38.3 million, and 2020 \$44.6 million.

The Small Community Wastewater Treatment program provides grants and loans to assist small unsewered communities with technical assistance and construction funding to replace non-complying septic systems with community subsurface sewage treatment systems (SSTS). The PFA administers the program in partnership with the PCA which determines eligible projects and priorities. Minnesota has many very small unsewered communities with serious environmental and public health problems from failing septic systems. In many of these communities, individual private systems are not feasible or affordable due to small lots, poor soils and limited financial capacity.

The Small Community Wastewater Treatment program has received Clean Water Fund appropriations each year since 2010.

### **Proposal:**

- The Point Source Implementation Grants (PSIG) program provides grants up to \$7 million to municipalities for 80% of eligible project costs for infrastructure construction necessary to meet more stringent permit requirements to improve water quality. Proposed projects must be ranked on the PCA's project priority list and the PCA reviews and approves projects prior to grant award. PFA does not award a grant until full project funding is in place and the project is ready to start construction. In many cases PSIG grants are awarded in conjunction with loans from PFA's low interest revolving loan fund. Through its monitoring and enforcement activities, the PCA verifies that completed projects meet required permit limits and conditions, and monitors progress toward overall water quality goals through watershed monitoring.
- The Small Community Wastewater Treatment program provides technical assistance grants up to \$60,000 for site evaluations and feasibility studies, and construction financing up to \$2 million through low interest loans and grants based on affordability criteria. All proposed projects must be ranked on the PCA's project priority list. The outcome of a technical assistance grant is a community assessment report that evaluates potential wastewater treatment alternatives with a focus on decentralized soil-based treatment alternatives. The PCA reviews community assessment reports and construction plans and specifications to ensure that new community systems are designed in accordance with state statutes and rules. The PFA reviews construction applications to ensure the borrower has the necessary technical, managerial, and financial capacity to build, operate, and maintain their system. PFA does not award construction loans and grants until full project funding is in place and the project is ready to start construction.

### Impact on Children and Families:

N/A

### **Equity and Inclusion:**

All residents in eligible cities and other local government jurisdictions will benefit from the requested funds which will reduce the financial cost of providing appropriate wastewater treatment.

ribal Consultation:
oes this proposal have a substantial direct effect on one or more of the Minnesota Tribal governments?
□Yes
⊠No
T Costs: N/A
Results: N/A
tatutory Change(s): N/A

### **Federal Funds Summary**

(Dollars in Thousands)

Federal Agency and CFDA #	Federal Award Name and Brief Purpose	FY 2022 Actual	FY 2023 Budget	FY 2024 Base	F	Y 2025 Base	Required State Match or MOE?	FTEs
	Capitalization Grants for Clean Water							
	State Revolving Funds. These funds							
	will pass-through to local units of							
	government for wastewater							
	infrastructure projects. Approximately							
Environmental	80% will be used for low-interest							
Protection Agency	loans and 20% for Principal							
CFDA #66.458	Forgiveness grants.	\$ 20,800	\$ 21,267	\$ 97,442	\$	66,466	Match	7.13
	Capitalization Grants for Drinking							
	Water State Revolving Funds.							
	Approximately 22% will be used for							
	MN Department of Health Drinking							
	Water Set-Aside programs. The							
	remainder will pass thru to local units							
Environmental	of government for loans and Principal							
Protection Agency	Forgiveness grants, for funding local							
CFDA #66.468	drinking water infrastructure projects.	\$ 13,942	\$ 9,199	\$ 180,229	\$	100,606	Match	6.13
	Federal Fund [3000 Fund] Total	\$ 34,743	\$ 30,466	\$ 277,671	\$	167,072		13.26

#### **Narrative**

The federal capitalization grants are deposited into the revolving loan funds and are used, together with state match, fund revenues, and net proceeds of Authority revenue bond issuances, to provide financial assistance to local units of government to fund wastewater and drinking water infrastructure. The primary form of assistance is low interest rate loans. Loan repayments and all fund assets and revenues are pledged to Authority bondholders for payment of the revenue bond debt service. Annually, excess revenues over the

Amounts above are directly from BPAS. Estimates include amounts from the Infrastructure Investment and Jobs Act (IIJA). IIJA awards will include amounts for 1) Supplemental awards to the SRF programs, 2) Emerging Contaminants, and 3) Lead Service Line Replacement for the Drinking Water SRF.

FTEs related to these programs are paid from the fee portion of loan repayments.

- (1) State match requirements:
  - Ongoing SRF appropriations will require, as always, a 20% match.
  - IIJA Supplemental SRF appropriations will require state match of:

years 1-2 (2022-2023): 10% years 3-5 (2024-2026): 20%

• IIJA appropriations for Emerging Contaminants and for Lead Service Line Replacement will not require a state match.

### Pass-thru (Grants & Loans) Funding Detail

(Dollars in Thousands)

Program Name									
Federal or State	Purpose/ Recipient Type(s)								
or Both (citation)	Eligibility Criteria		FY 2022	)22 FY 2023		FY 2024		FY 2025	
or Both (ditation)	Provides low interest loans for wastewater and storm				11 2020				1 1 2025
Clean Water SRF	water infrastructure.								
low-interest Loans									
federal + state + SRF	MN local units of government.								
revolving									
446A.07	Must be on the PCA's Project Priority List (PPL)	\$	102,811	\$	288,696	\$	163,067	\$	159,570
	Provides principal forgiveness grants, in conjunction with								
la	low interest loans, for wastewater infrastructure.								
Clean Water SRF	MN local units of government.								
federal \$ only	ivity local units of government.								
446A.07	Must be on the PCA's PPL.	\$	1,725	\$	4,253	\$	48,414	\$	30,853
Drinking Water SRF	Provides low interest loans for drinking water	7	1,723	7	1,233	7	10,111	7	30,033
low-interest Loans	infrastructure.								
federal + state + SRF	MN local units of government.								
revolving									
446A.081	Must be on the MDH's PPL.	\$	71,691	\$	194,379	\$	93,113	\$	80,646
	Provides principal forgiveness grants, in conjunction with								
	low interest loans, for drinking water infrastructure.								
Drinking Water SRF	MANUFACTOR OF THE CONTRACTOR								
federal \$ only	MN local units of government.								
446A.07	Must be on the MDH's PPL.	\$	2,860	\$	2,782	\$	117,644	\$	65,802
Clean Water Legacy: Point	Provides grants to assist with the cost of wastewater or	7	2,000	7	2,702	<u> </u>	117,044	7	03,002
Source Implementation	storm water projects to reduce the discharge of								
Grants	phosphorus, nitrogen and other pollutants.								
state funded									
446A.073	MN local units of government.								
NOTE (1)	Must be on the PCA's PPL.	\$	34,104	\$	18,572	\$	7,968	\$	7,968
Clean Water Legacy: Small	Wide be of the FeA 3 FFE.	٧	34,104	۲	10,372	۲	7,308	۲	7,308
Community Wastewater	Provides technical assistance grants and construction								
Treatment	grants+loans to assist small unsewered communities								
state funded	replace noncomplying sewage treatment systems. 2								
446A.075	MN local units of government.								
NOTE (1)	Must be on the PCA's PPL.	\$	1,214	\$	874	\$	100	\$	100
	Provides low interest loans for transportation								
Transportation Revolving	infrastructure.								
Loan Fund	AAN Is selective of a second of								
federal + state + RLF	MN local units of government.								
revolving 446A.085	MN DOT prioritizes, recommends.	ځ	125	۲	E3 406	۲	4 226	خ	E 400
700.000	wite DOT prioritizes, recommenus.	\$	135	\$	53,496	\$	4,236	\$	5,480

**NOTE (1)** These reflect the expected budget requests from the Clean Water fund.

### Notes:

These lists excludes legislative earmark appropriations.

Biennial budget amounts are directly from BPAS; 2024-2025 Clean Water Legacy programs reflect budget requests.