

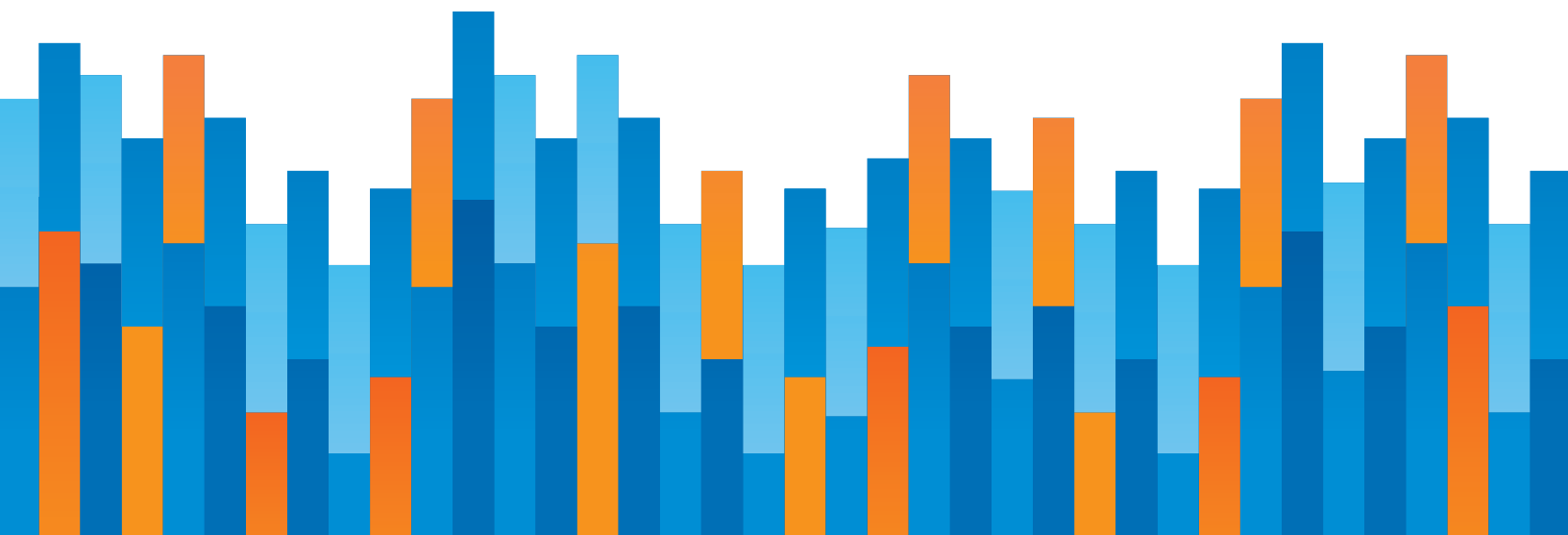


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HOW STRONGLY DOES STATE TRANSPORTATION FUNDING ALIGN WITH THE USERS-PAY/ USERS-BENEFIT PRINCIPLE?

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EXECUTIVE SUMMARY

The U.S. highway network allows motorists and truckers to travel 3.3 trillion miles annually.¹ Transportation is not just about traveling from point A to point B, but how that connection generates economic activity. According to the 2019 World Economic Forum’s Global Competitiveness Report, overall U.S. infrastructure ranks second behind Singapore. However, the U.S. ranks #13 in transportation and utility infrastructure.²

The U.S. funds its highway system largely based on the users-pay/users-benefit principle, in which drivers pay for the amount of infrastructure that they use, and that revenue is used to build and maintain that infrastructure. A previous Reason Foundation policy brief examined how much fuel tax revenue is diverted to non-highway purposes in each state. One reason the U.S. lags in transportation infrastructure is not necessarily because it spends too little, but rather because it doesn’t use all of its highway revenue for highways.

The opposite—spending revenue from non-users to pay for highways—is also a problem. Some of these sources are indirectly tied to the users-pay/users-benefit principle; others have no link whatsoever. The problem is that spending non-users-pay revenue on highways dilutes the users-pay principle and legitimizes the diversion of users-pay revenue to non-

¹ “Key facts about the U.S. surface transportation system,” *Tripnet.org*, TRIP, May 2021 https://tripnet.org/wp-content/uploads/2020/04/TRIP_Fact_Sheet_NATL.pdf (13 Sep. 2021).

² “The Global Competitiveness Report 2019,” *3.weforum.org*, World Economic Forum, 2019, http://www3.weforum.org/docs/WEF_TheGlobalCompetitivenessReport2019.pdf (13 Sep. 2019)

highway purposes. Further, when the transportation revenue is being improperly spent, taxpayers are less likely to support increasing user fees when needed.

This study evaluates how strongly the 50 states' highway funding sources adhere to the users-pay/users-benefit principle. It argues that states should move away from non-users-pay revenue sources, such as sales taxes, and adopt direct users-pay sources such as tolls and mileage-based user fees (MBOFs).

This study begins with an overview of state transportation funding and the degree to which states rely on the motor fuel tax. It also discusses differences among states regarding their transportation funding sources. The different types of revenue sources are categorized on the users-pay/users-benefit continuum. State budget documents were used to identify the transportation revenue sources. (Note that some revenue sources, particularly tolling, are not included in state budget documents and could not be included in this analysis). The authors created a metric and used it to rank and analyze each state's transportation funding based on its application of the users-pay/users-benefit principle. This is detailed in the methodology section. The final section suggests recommendations for states to transition toward direct users-pay/users-benefit funding sources.

Key research findings include:

- Direct users-pay sources, such as motor fuel taxes, continue to be a major funding source for all states.
- Indirect users-pay sources, such as motor vehicle registration fees and driver's license fees, are used extensively in states.
- All 50 states use a combination of direct users-pay, indirect users-pay, and non-users-pay sources for transportation funding.
- In the rankings, four states (Alaska, Connecticut, Kansas, and Pennsylvania) score below 0.5, which indicates that their funding sources are weakly aligned with the users-pay principle.
- In the rankings, 21 states score between 0.5 and 0.75, which indicates that their funding sources are moderately aligned with the users-pay principle.
- In the rankings, the top 25 states have a score above 0.75, which indicates that their funding sources are strongly aligned with the users-pay principle.

Table ES1 ranks each of the states from strongest adherence to users-pay funding sources to the weakest.

TABLE ES1: PERCENT OF HIGHWAY REVENUE GENERATED BY USERS-PAY SOURCES

State	Score	Rank
Georgia	0.8839	1
North Carolina	0.8821	2
New Hampshire	0.8786	3
Tennessee	0.8680	4
Arkansas	0.8671	5
Rhode Island	0.8660	6
Indiana	0.8587	7
South Carolina	0.8534	8
Alabama	0.8416	9
Missouri	0.8393	10
North Dakota	0.8345	11
Idaho	0.8276	12
New Mexico	0.8209	13
Delaware	0.8119	14
California	0.8087	15
Wisconsin	0.8065	16
Montana	0.7966	17
Mississippi	0.7951	18
Utah	0.7910	19
South Dakota	0.7751	20
Washington	0.7724	21
Kentucky	0.7682	22
Ohio	0.7657	23
Maine	0.7585	24
Florida	0.7582	25
Illinois	0.7490	26
New Jersey	0.7438	27
Wyoming	0.7394	28
Oregon	0.7265	29
Nevada	0.7207	30
Massachusetts	0.7179	31
Maryland	0.6986	32

State	Score	Rank
Iowa	0.6865	33
Hawaii	0.6727	34
Oklahoma	0.6690	35
Texas	0.6604	36
Nebraska	0.6534	37
Vermont	0.6499	38
Virginia	0.6498	39
New York	0.6425	40
Colorado	0.6420	41
Arizona	0.6377	42
Michigan	0.6363	43
West Virginia	0.5990	44
Louisiana	0.5539	45
Minnesota	0.5335	46
Pennsylvania	0.4685	47
Connecticut	0.4576	48
Alaska	0.4480	49
Kansas	0.4464	50

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PART 1

BACKGROUND AND THE PRINCIPLE OF USERS-PAY/USERS-BENEFIT

U.S. highways are funded at the federal, state, and local level. Ever since Oregon instituted the first gas tax in 1919,³ it has been the main highway revenue source for the states. The growth of hybrid and electric vehicles, as well as the increased fuel efficiency of conventional vehicles, have led to a growing decline in per capita gasoline consumption. Further, more employees working at home is likely to reduce vehicle-miles traveled (VMT) growth in the future. Additionally, VMT per capita peaked in 2004 and declined significantly after the 2008 financial crisis. Since then, VMT per capita has not surpassed the 2004 level due to slower growth.⁴ (Although due to population growth, overall VMT reached an all-time high in 2019).⁵

³ “Fuels Tax History,” *Oregon.gov*, State of Oregon, 2021 <https://www.oregon.gov/odot/FTG/Pages/About-Us.aspx> (13 Sep. 2021).

⁴ “U.S. Census Bureau, Total Population: All Ages including Armed Forces Overseas [POP],” *fred.stlouisfed.org*, St. Louis Federal Reserve, 2021 <https://fred.stlouisfed.org/graph/?g=lls> (19 Aug. 2021).

⁵ “Annual Vehicle Miles Traveled in the United States,” *Afdc.energy.gov*, U.S. Department of Energy, January 2020, <https://afdc.energy.gov/data/10315> (17 Aug. 2021).

Historically, state transportation funding has been based on the users-pay/users-benefit principle. The principle of users-pay is that the user who pays for roadway improvements is the same person who benefits from roadway improvements and vice versa. The principle of users-pay is common in utilities. Everybody in the neighborhood does not pay the same price for electricity regardless of consumption. If a user consumes more electricity than his neighbor, he pays a higher utility bill as a result.

The users-pay/users-benefit principle has numerous advantages:

- First, users-pay ensures fairness and proportionality, as the people who benefit from the service pay a charge proportional to its use.
- Second, adopting the users-pay/users-benefit principle limits the ability to raise the user fee arbitrarily. Since the user fee is dedicated for the sole purpose of operating and maintaining the good or service, there is no pressure to raise it above the level needed to pay for the service.
- Third, users-pay ensures an independent and predictable revenue stream, which can be dedicated to the operation and maintenance of the asset.
- Finally, the users-pay/users-benefit principle indicates to highway operators the need for future investments.⁶

Over the last 20 years many states have supplemented their motor vehicle fuel taxes with non-users-pay sources, including sales taxes and miscellaneous fees. Some of these fees are partially related to transportation while others are not at all related. For example, in certain states vehicle registration fees and driver's license fees are used to fund transportation projects.⁷ Both are indirect highway user fees, falling in the middle of the users-pay scale. On the far end of the spectrum are the funding sources devoid of any users-pay/users-benefit link. Sales taxes are one example of a non-users-pay revenue source.

This study identifies the transportation funding sources for all 50 states. The sources are categorized and assigned scores according to the users-pay principle and the magnitude of each revenue source's contribution. The 50 states have been ranked based on the extent of the users-pay principle in their transportation funding system.

⁶ Robert Poole and Adrian Moore, "Restoring Trust in the Highway Trust Fund," Reason Foundation, 2010, https://reason.org/wp-content/uploads/2010/08/restoring_highway_trust_fund-1.pdf (20 Aug. 2021).

⁷ "Vehicle Registration Fees per State," *Ncsl.org*, National Conference of State Legislators, 4 Feb. 2020, <https://www.ncsl.org/research/transportation/registration-and-title-fees-by-state.aspx> (29 Aug. 2021).

Some transportation funding sources have been adopted by all 50 states, while others have been adopted by half the states or fewer, and still others by only one or two states. While all states charge a motor fuel excise tax, Oregon is the only state to use cigarette tax revenue to fund transportation.⁸ Some states, such as California and Texas, have very complex transportation funding mechanisms with revenue coming from dozens of sources, while other states have fewer funding sources, relying primarily on the motor fuel tax.

On one end of the spectrum is California, which collects revenue from about 20 different sources to fund transportation.⁹ The revenue collected from these sources is then allocated to 23 different funds, which have dedicated revenue streams for state transportation needs. Similarly, the state of Texas has 50 different revenue sources for its three dedicated transportation funds.¹⁰ States such as California and Texas have chosen to use multiple taxes and fees to fund transportation, some with no link to roadways. In comparison, the state of Arizona only has a handful of revenue sources for transportation funding, most with a strong link to roadways.¹¹ States with a larger number of revenue sources generally have a weaker users-pay link as there are only four transportation funding mechanisms that directly follow the users-pay principle.

Table 1 summarizes the top 10 revenue sources and the number of states using those revenue sources.

⁸ "Transportation Funding in Oregon," *Oregon.org*, State of Oregon, 2021, <https://www.oregon.gov/ODOT/About/Pages/Transportation-Funding.aspx> (29 Aug. 2021).

⁹ "California Budget 2021-2022," *Ebudget.ca.gov*, State of California, 2021, <http://www.ebudget.ca.gov>, (29 Aug. 2021).

¹⁰ "State Budget," *Lbb.state.tx.us*, State of Texas, 2021, <https://www.lbb.state.tx.us/budget.aspx> (29 Aug. 2021).

¹¹ "FY 2021 Budget The Arizona Way," *Azgovernor.gov*, State of Arizona, 2021, <https://azgovernor.gov/fy21budget>, (8 Sep. 2021).

TABLE 1: TOP 10 TRANSPORTATION FUNDING REVENUE SOURCES

Revenue Source	Number of States	Remarks
Fuel Tax Revenue	50	All states have a motor fuel tax as a revenue source. The rate varies from state to state. California and Texas collect \$7 billion and \$2.8 billion from the motor fuel tax, respectively. For most states, the motor fuel tax constitutes between 20% and 60% of the funding for transportation.
Motor Vehicle Registration (aka Vehicle License) Fee	50	Drivers pay a fee to register their motor vehicle in all 50 states. However, these fees do not fund highways in all of the states.
Driver's License Fees	50	Drivers pay a fee to obtain and renew a license in all 50 states. However, these fees do not fund highways in all of the states.
Sales Tax on Motor Vehicles	10	The motor vehicle sales tax funds highways in 10 states.
Tolls	8	While there are 20 states with toll roads and several more with managed lanes and/or toll bridges or tunnels, tolling is considered a revenue source by state budget writers in only eight states.
Document Fees	7	A document fee is charged on different kinds of record search fees related to licenses and vehicles.
Title Transfer Fees	6	Title transfer fees are charged on the sale of vehicles.
Traffic Violations	6	Traffic fines and penalties contribute to transportation funding in six states.
Motor Vehicle Weight Tax	4	Vehicle weight taxes, which help defray the damage that heavy vehicles inflict on the road, are levied in four states. Typically, the rate of tax is proportional to the vehicle weight.

Table 2 categorizes funding sources according to the strength of their users-pay/users-benefit principle from direct users-pay to non-users-pay.

TABLE 2: USERS-PAY PRINCIPLE

Users Pay Principle



Direct Users Pay

Fuel Tax Revenue
 Tolling
 MBOFs
 Weight Mile Tax

Indirect Users Pay

Registration Fees
 Driver's License Fees
 Vehicle Registration Fees
 Title Transfer Fee
 Traffic Violations
 Automobile Leasing Fee
 Highway Encroachment Fee
 Abandoned Vehicle Fee

Non-Users Pay

Motor Vehicle Sales Tax
 Document Fee
 Beer Tax
 Cigarette Tax
 Land Sales Tax
 Liquor License Fee

PART 2

METHODOLOGY AND ANALYSIS

2.1

METHODOLOGY

We developed a metric to rank the 50 states based on the strength of the users-pay principle in their overall transportation funding. First, each revenue source has been assigned a value of 0, 0.5, or 1 based on how strongly the highway funding source follows the users-pay principle. A value of 0 represents a revenue source that has no relationship to highways and therefore does not adhere to the users-pay principle. A value of 0.5 represents indirect users-pay revenue sources that have some relationship to highways. A value of 1 represents direct users-pay revenue sources that have a strong relationship to highways.

In order to weight each funding stream's user payment principle strength, the percentage each funding stream contributes is multiplied by a value of 0, 0.5, or 1. The funding streams scores are totaled for an overall ranking of each state's users-pay principle strength.

2.2

ANALYSIS

The following table ranks the 50 states based on the strength of the users-pay/users-benefit principle in funding highways. Georgia is ranked highest with a score of 0.8839. Approximately 91% of Georgia's transportation funding is collected from two sources: the fuel tax (76%) and motor vehicle registration fee (15%). In contrast, Kansas, which ranks lowest with a score of 0.4464, collects half of its transportation revenue from sales taxes. The other 48 states lie between 0.4464 and 0.8839. To a certain extent, all states follow the users-pay/users-benefit principle in their highway funding. If the states want to move toward more-reliable revenue streams, they need to transition their funding sources to a stronger users-pay/users-benefit relationship. Table 3 ranks the states in descending order of percent of highway revenue generated by users-pay sources. The score is a composite of all the sources of highway funding. The table totals in this study may not be exact due to minor rounding.

TABLE 3: PERCENT OF HIGHWAY REVENUE GENERATED BY USERS-PAY SOURCES

State	Score	Rank
Georgia	0.8839	1
North Carolina	0.8821	2
New Hampshire	0.8786	3
Tennessee	0.8680	4
Arkansas	0.8671	5
Rhode Island	0.8660	6
Indiana	0.8587	7
South Carolina	0.8534	8
Alabama	0.8416	9
Missouri	0.8393	10
North Dakota	0.8345	11
Idaho	0.8276	12
New Mexico	0.8209	13
Delaware	0.8119	14
California	0.8087	15
Wisconsin	0.8065	16
Montana	0.7966	17
Mississippi	0.7951	18
Utah	0.7910	19
South Dakota	0.7751	20

State	Score	Rank
Washington	0.7724	21
Kentucky	0.7682	22
Ohio	0.7657	23
Maine	0.7585	24
Florida	0.7582	25
Illinois	0.7490	26
New Jersey	0.7438	27
Wyoming	0.7394	28
Oregon	0.7265	29
Nevada	0.7207	30
Massachusetts	0.7179	31
Maryland	0.6986	32
Iowa	0.6865	33
Hawaii	0.6727	34
Oklahoma	0.6690	35
Texas	0.6604	36
Nebraska	0.6534	37
Vermont	0.6499	38
Virginia	0.6498	39
New York	0.6425	40
Colorado	0.6420	41
Arizona	0.6377	42
Michigan	0.6363	43
West Virginia	0.5990	44
Louisiana	0.5539	45
Minnesota	0.5335	46
Pennsylvania	0.4685	47
Connecticut	0.4576	48
Alaska	0.4480	49
Kansas	0.4464	50

The next series of tables (4-53) details each of the transportation funding streams listed in each state's budget. Separate columns denote the source, amount, percent, users-pay strength (0, 0.5, 1), and score. The total revenue and score (between 0 and 1) is displayed on the table's final row in bold. The revenue numbers are from the most recent fiscal year available, typically 2020 but ranging from 2017 to 2023. Some states budget for multiple years (two or three) at once, which is indicated in those state's tables.

TABLE 4: ALABAMA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY2021 (\$'000)	Percentage	Assigned Value	Score
Gas Tax Revenue	\$92,803	12.946%	1	0.1294595
Diesel Tax Revenue	\$29,536	4.120%	1	0.0412025
Battery Electric Registration	\$75	0.010%	0.5	0.0000523
Plug in Hybrid Registration	\$68	0.009%	0.5	0.0000471
Battery Electric Registration Remainder	\$38	0.005%	0.5	0.0000262
Plug in Hybrid Registration Remainder	\$34	0.005%	0.5	0.0000235
Fed Appr. Congestion Mgmt.	\$14,420	2.012%	0.5	0.0100579
Fed Appr. Economic Development	\$24,000	3.348%	0	0.0000000
Logo Permits	\$1,729	0.241%	0.5	0.0012060
FTA Vehicle Disposition Proceeds	\$175	0.024%	0.5	0.0001221
Gasoline Tax 4 Cents	\$48,807	6.809%	1	0.0680858
Gasoline Tax 5 Cents	\$107,250	14.961%	1	0.1496136
Highway Permit Fees	\$5,027	0.701%	1	0.0070130
IFTA Decals	\$932	0.130%	0.5	0.0006503
Industrial Access Income	\$1,000	0.139%	0	0.0000000
Liquified Petroleum Gas Vehicle Permits	\$69	0.010%	0.5	0.0000480
Lubricating Oil Tax	\$600	0.084%	0.5	0.0004185
Miscellaneous - Public Road and Bridge	\$1,000	0.139%	0.5	0.0006975
Motor Carrier Mileage Tax	\$775	0.108%	1	0.0010804
Motor Fuels Tax	\$44,999	6.277%	1	0.0627732
Motor Vehicle Registration Fees	\$107,836	15.043%	0.5	0.0752152
Other Motor Fuels Tax	\$102,101	14.243%	1	0.1424303
Outdoor Advertising Permits	\$68	0.009%	0	0.0000000
Petroleum Inspection Fees	\$49,859	6.955%	0.5	0.0347763
Gasoline Excise Tax	\$83,450	11.641%	1	0.1164116
Compressed Liquefied Natural Gas	\$200	0.028%	0.5	0.0001395
TOTAL	\$716,849	100%		0.8415503

TABLE 5: ALASKA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY2021 (\$'000)	Percentage	Assigned Value	Score
General Fund	\$145,900	24.38%	0	0
Program Receipts - Charges for Services	\$5,239	0.88%	0	0
Inter-Agency Receipts (Other)	\$43,909	7.34%	0	0
Highway Capital (Other)	\$35,824	5.99%	0.5	0.0299304
International Airport (Other)	\$93,846	15.68%	1	0.1568122
Capital Improvement Project Receipts (Other)	\$166,219	27.77%	0.5	0.1388728
Marine Highway (DGF)	\$48,793	8.15%	0.5	0.0407658
Statutory Designated Program Receipts	\$366	0.06%	0.5	0.0003057
Vehicle Rental Tax Receipts	\$6,349	1.06%	0.5	0.0053045
Whittier Tunnel Toll Receipt	\$1,784	0.30%	1	0.0029813
Uniform Commercial Registration Fees	\$657	0.11%	0.5	0.0005486
In-State Pipeline Fund	\$30	0.00%	0	0
AvFuel Tax (Other)	\$4,809	0.80%	0.5	0.0040179
Rural Airport Lease Receipts	\$7,239	1.21%	0.5	0.0060477
R Apt I/A (Other)	\$261	0.04%	0.5	0.0002178
Motor Fuel (DGF)	\$37,235	6.22%	1	0.0622181
TOTAL	\$598,458	100.00%		0.4480228

TABLE 6: ARIZONA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY2020 (\$'000)	Percentage	Assigned Value	Score
Motor Vehicle Registration, Title, and Related Taxes	\$1,563,351	59%	0.5	0.29376836
Fuel and Motor Carrier Taxes and Fees	\$749,567	28%	1	0.28170131
Transportation Excise Taxes	\$331,044	12%	0.5	0.06220635
Flight Property Taxes	\$16,895	0.6%	0	0
TOTAL	\$2,660,856	100%		0.63767602

TABLE 7: ARKANSAS HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY2020 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$482,653	73%	1	0.72926083
Vehicle Registration Fees	\$134,329	20%	0.5	0.10148184
Natural Gas Severance Tax	\$12,723	2%	0	0
Motor Carrier Education	\$2,000	0.3%	0.5	0.00151094
Overload Permits & Penalties	\$15,964	2.4%	1	0.02412055
Title Transfer Fees	\$3,923	0.6%	0.5	0.00296341
Driver Search Fees	\$8,509	1.3%	0.5	0.00642793
Unified Carrier Registration Fees	\$1,739	0.3%	0.5	0.00131339
TOTAL	\$661,838	100%		0.8670789

TABLE 8: CALIFORNIA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Vehicles - Registration Fees	\$4,714,648	29.648%	0.5	0.148242
Transportation Improvement Fee	\$1,727,000	10.858%	1	0.108604
Other Regulatory Licenses and Permits	\$14,151	0.089%	0.5	0.000445
Motor Vehicles (Fuel Tax- Diesel)	\$1,134,263	7.131%	1	0.071329
Motor Vehicles (Fuel Tax- Gasoline)	\$6,990,164	43.949%	1	0.439582
Road Improvement Fee (Zero Emission Vehicles)	\$10,112	0.064%	0.5	0.000318
Identification Card Fee	\$36,507	0.230%	0	0.000000
Lien Sale Application Fee	\$1,071	0.007%	0	0.000000
Motor Vehicles - Driver's License Fees	\$1,146,692	7.210%	0.5	0.036055
Motor Vehicles - Other Fee	\$105,362	0.662%	0.5	0.003313
Liquor License Fees	\$1,103	0.007%	0	0.000000
Off Highway Vehicle Fees	\$6,223	0.039%	1	0.000391
License Plate Fees - Personalized Plates	\$318	0.002%	0.5	0.000010
Parking Lot Revenues	\$513	0.003%	0.5	0.000016
Traffic Violations	\$11,564	0.073%	0.5	0.000364
Uninsured Motorist Fees	\$191	0.001%	0.5	0.000006
New Motor Vehicle Dealer License Fee	\$1,959	0.012%	0.5	0.000062
TOTAL	\$15,901,841	100%		0.808737

TABLE 9: COLORADO HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Revenue Sources	Amount FY2017 (\$'000)	Percentage	Assigned Value	Score
Gas Tax	\$321,600	41%	1	0.41114804
Vehicle Registration Fee	\$114,800	15%	0.5	0.07338277
State FASTER	\$112,500	14%	0.5	0.07191255
Colorado Bridge Enterprise	\$112,200	14%	0.5	0.07172079
Local Agency, City, County Funds	\$21,600	3%	0.5	0.01380721
Other	\$99,500	13%	0	0
TOTAL	\$782,200	100%		0.64197136

TABLE 10: CONNECTICUT HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY2021 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$348,998	28%	1	0.27506405
General Sales and Use Tax	\$302,997	24%	0	0
Vehicle Registration Fees	\$264,472	21%	0.5	0.10422219
Tax on Petroleum Companies	\$153,519	12%	0	0
Licenses, Permits and Fees	\$105,852	8%	0.5	0.04171396
Sales Tax - DMV	\$92,949	7%	0.5	0.03662915
TOTAL	\$1,268,787	100%		0.45762935

TABLE 11: DELAWARE HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY2021 (\$'000)	Percentage	Assigned Value	Score
Tolls	\$213,800	36%	1	0.36188219
Motor Fuel Tax	\$142,200	24%	1	0.24069059
Motor Vehicle Document Fee	\$122,900	21%	0.5	0.10401151
Motor Vehicle Registration Fee	\$57,400	10%	0.5	0.0485782
Other DMV Revenues	\$41,900	7%	0.5	0.03546039
Other Transportation Revenues	\$12,600	2%	1	0.02132701
TOTAL	\$590,800	100%		0.8119499

TABLE 12: FLORIDA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY15 (\$'000)	Percentage	Assigned Value	Score
Fuel Taxes	\$2,180,000	59%	1	0.58871186
Vehicle Registration Fees	\$1,114,000	30%	0.5	0.15041858
Document Stamps	\$268,000	7%	0	0
Rental Car	\$141,000	4%	0.5	0.01903862
TOTAL	\$3,703,000	100%		0.75816905

TABLE 13: GEORGIA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Revenue Source	Amount FY2022 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$1,954,037	76%	1	0.75957585
Interest on Motor Fuel Deposit	\$6,000	0%	1	0.00233233
Hotel/Motel Fees	\$114,842	4%	0.5	0.02232069
Highway Impact Fees	\$15,158	1%	1	0.00589239
Motor Vehicle Registration Tax	\$385,000	15%	0.5	0.07482886
Transportation Fees	\$97,500	4%	0.5	0.01895017
TOTAL	\$2,572,537	100%		0.88390029

TABLE 14: HAWAII HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	FY2021 / Amount ('000)	Percentage	Assigned Value	Score
Liquid Fuel (Highway)	\$68,261	33%	1	0.32801073
Liquid Fuel (Aviation)	\$2,000	1%	1	0.00961049
Liquid Fuel (Small Boats)	\$1,600	1%	1	0.00768839
Motor Vehicle Weight Tax	\$77,349	37%	0.5	0.18584039
Vehicle Registration Fee	\$48,262	23%	0.5	0.11595533
Vehicle Surcharge (Rental/Tour Vehicles)	\$9,600	5%	0.5	0.02306517
Licenses and Permits	\$1,034	0.5%	0.5	0.00248431
TOTAL	\$208,106	100%		0.6726548

TABLE 15: IDAHO HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Gasoline Tax	\$233,420	46%	1	0.4615634
Special Fuel Tax	\$97,960	19%	1	0.1937056
Passenger Cars and Trucks	\$100,229	20%	0.5	0.0990961
State Truck Registration	\$62,450	12%	0.5	0.0617441
Special Trip Permits	\$2,700	1%	0.5	0.0026695
Misc. Registration and Plate Fees	\$255	0.05%	0.5	0.0002521
Reports and Fines	\$3,500	1%	0.5	0.0034604
Operator's License	\$5,202	1%	0.5	0.005143
TOTAL	\$505,716	100%		0.8276345

TABLE 16: ILLINOIS HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	FY21 Amount (\$'000)	Percentage	Assigned Value	Score
Motor Fuel and Motor Fuel Use Taxes	\$2,312,000	50%	1	0.49795391
Vehicle Use Tax	\$32,000	1%	0.5	0.00344605
Motor Vehicle and Operator's License Fees	\$2,299,000	50%	0.5	0.247577
TOTAL	\$4,643,000	100%		0.74897695

TABLE 17: INDIANA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	FY2021 Amount (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$1,767,612	72%	1	0.71743615
Vehicle Registration Fee	\$434,385	18%	0.5	0.08815382
Driver's License Fee	\$261,793	11%	0.5	0.05312811
TOTAL	\$2,463,790	100%		0.85871807

TABLE 18: IOWA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY22 (\$'000)	Percentage	Assigned Value	Score
Fuel Taxes	\$669,200	37%	1	0.37308357
Fees for New Registrations	\$383,800	21%	0.5	0.10698556
Registration Fees	\$651,400	36%	0.5	0.18157997
Title Fees	\$22,100	1%	0.5	0.00616045
Trailer Fees	\$43,400	2%	0.5	0.0120979
Driver's License Fees	\$17,800	1%	0.5	0.00496181
Other Vehicle Taxes and Fees	\$6,000	0.3%	0.5	0.00167252
TOTAL	\$1,793,700	100%		0.68654179

TABLE 19: KANSAS HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	FY2021 Amount ('000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$435,058	35%	1	0.35484118
Sales and Compensating Tax	\$566,552	46%	0	0
Registration Fee	\$212,000	17%	0.5	0.08645552
Driver's License Fees	\$7,149	1%	0.5	0.00291543
Special Vehicle Permits	\$5,305	0.4%	0.5	0.00216343
TOTAL	\$1,226,064	100%		0.44637556

TABLE 20: KENTUCKY HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY18 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$763,161	54%	1	0.53636535
Motor Vehicle Usage Tax	\$424,131	30%	0.5	0.14904402
Others (Weight Mile Tax, Vehicle Registration and Operator's License Fee)	\$235,546	17%	0.5	0.0827733
TOTAL	\$1,422,838	100%		0.76818267

TABLE 21: LOUISIANA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	FY20 Amount (\$'000)	Percentage	Assigned Value	Score
Gasoline and Special Fuels Tax	\$581,200	50%	1	0.50008604
Vehicle License Fee	\$125,100	11%	0.5	0.05382034
Vehicle Sales Tax	\$455,900	39%	0	0
TOTAL	\$1,162,200	100%		0.55390638

TABLE 22: MAINE HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	FY2020 Amount (\$'000)	Percentage	Assigned Value	Score
Gasoline Tax	\$175,000	52%	1	0.51698671
Motor Vehicle and Truck Registration Fees	\$55,000	16%	0.5	0.08124077
Motor Vehicle Operator's License	\$11,500	3%	0.5	0.01698671
Special Fuel and Road Use Taxes	\$44,000	13%	0.5	0.06499261
Others	\$53,000	16%	0.5	0.07828656
TOTAL	\$338,500	100%		0.75849335

TABLE 23: MARYLAND HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY2021 (\$'000)	Percentage	Assigned Value	Score
Motor Vehicle Fuel Tax	\$1,039,904	41%	1	0.40846143
Motor Vehicle Titling Tax	\$805,000	32%	0.5	0.15809702
Sales Tax on Rental Vehicles	\$28,834	1%	0	0
Motor Vehicle Registration Fee	\$405,000	16%	0.5	0.0795395
Licenses	\$56,500	2%	0.5	0.01109625
Other Motor Vehicle Administration Revenues	\$179,471	7%	0.5	0.03524699
Vehicle Emissions Inspection	\$25,696	1%	0.5	0.00504654
Special License Tag	\$5,500	0.2%	0.5	0.00108017
TOTAL	\$2,545,905	100%		0.6985679

TABLE 24: MASSACHUSETTS HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY20 (\$millions)	Percentage	Assigned Value	Score
Motor Fuels	\$846,700	44%	1	0.43570216
Motor Vehicle Sales	\$605,800	31%	0.5	0.15586888
Motor Vehicle Registration Fee	\$416,000	21%	0.5	0.10703443
Motor Vehicle Operator's License	\$74,800	4%	0.5	0.01924561
TOTAL	\$1,943,300	100%		0.71785108

TABLE 25: MICHIGAN HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY19-20 (\$'000)	Percentage	Assigned Value	Score
Gasoline Motor Fuel Tax	\$1,201,320	33%	1	0.33480178
Diesel Motor Fuel Tax	\$245,000	7%	1	0.06828028
Vehicle Registration Fee	\$1,402,785	39%	0.5	0.19547461
Income Tax Act Earmark	\$468,000	13%	0	0
State Funding for Local Roadways	\$271,047	8%	0.5	0.03776973
TOTAL	\$3,588,152	100%		0.63632639

TABLE 26: MINNESOTA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY2020 ('000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$860,000	36%	1	0.35537190
Motor Vehicle Registration Fee	\$862,000	36%	0.5	0.17809917
Motor Vehicle Sales Tax	\$521,000	22%	0	0
State Sales Tax	\$177,000	7%	0	0
TOTAL	\$2,420,000	100%		0.53347107

TABLE 27: MISSISSIPPI HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY2020 ('000)	Percentage	Assigned Value	Score
Fuel Tax	\$292,269	63%	1	0.63080898
Truck and Bus Taxes/Fees	\$73,183	16%	0.5	0.07897595
Vehicle Registration Fees	\$17,686	4%	0.5	0.01908602
Commercial Vehicle Fees	\$3,829	0.8%	0.5	0.00413156
Lubricating Oil Tax	\$771	0.2%	0.5	0.00083203
Interlocal Proceeds	\$3,623	0.8%	0.5	0.00390926
Contractor's Tax	\$14,133	3%	0	0
Interest	\$4,716	1.0%	0	0
Other Receipts	\$53,116	11%	0.5	0.05732067
TOTAL	\$463,323	100%		0.79506448

TABLE 28: MISSOURI HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Gasoline and Special Fuels Tax	\$708,455	69%	1	0.69240505
Vehicle Registration Fee	\$300,665	29%	0.5	0.14692674
Vehicle Sales Tax	\$14,060	1%	0	0
TOTAL	\$1,023,180	100%		0.83933179

TABLE 29: MONTANA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Sales Tax	\$260,531	59%	1	0.59314448
Motor Vehicle Registration Fee	\$171,159	39%	0.5	0.19483673
Motor Vehicle Operator's License	\$7,547	2%	0.5	0.00859103
TOTAL	\$439,237	100%		0.79657224

TABLE 30: NEBRASKA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Taxes	\$252,439	61%	1	0.61379911
Motor Vehicle Registration	\$30,643	7%	0.5	0.03725384
Sales Tax on Motor Vehicles	\$126,301	31%	0	0
Overload Fines	\$393	0.10%	0.5	0.00047778
Other Fees	\$1,497	0.36%	0.5	0.00181996
TOTAL	\$411,273	100%		0.65335069

TABLE 31: NEVADA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY18 (\$'000)	Percentage	Assigned Value	Score
Gasoline Tax	\$211,000	38%	1	0.38018018
Special Fuel Tax	\$95,000	17%	1	0.17117117
Vehicle Registration and Other Fee	\$120,000	22%	0.5	0.10810811
Government Services Tax	\$61,000	11%	0	0
Motor Carrier Fee	\$43,000	8%	0.5	0.03873874
Driver's License Fee	\$25,000	5%	0.5	0.02252252
TOTAL	\$555,000	100%		0.72072072

TABLE 32: NEW HAMPSHIRE HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Sales Tax	\$170,001	45%	1	0.44543108
Toll Revenue	\$119,000	31%	1	0.31179992
Motor Vehicle Registration Fee	\$84,485	22%	0.5	0.11068242
Motor Vehicle Operator's License	\$8,169	2%	0.5	0.01070207
TOTAL	\$381,655	100%		0.8786155

TABLE 33: NEW JERSEY HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$435,500	49%	1	0.48753456
Motor Vehicle Registration Fee	\$404,700	45%	0.5	0.22652725
Motor Vehicle Operator's Fee	\$53,070	6%	0.5	0.02970546
TOTAL	\$893,270	100%		0.74376728

TABLE 34: NEW MEXICO HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (' 000)	Percentage	Assigned Value	Score
Oil and Gas School Tax	\$384,800	64%	1	0.64186822
Motor Vehicle Excise	\$153,800	26%	0.5	0.12827356
Leased Vehicle and Other*	\$8,100	1%	0.5	0.00675563
License Fee	\$52,800	9%	0.5	0.0440367
TOTAL	\$599,500	100%		0.82093411

* Other sources include weight-distance tax on trucking and vehicle registration fee

TABLE 35: NEW YORK HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$524,000	22%	1	0.22383597
Highway Use Tax	\$143,000	6%	1	0.06108501
Auto Rental Tax	\$115,000	5%	0.5	0.02456215
Motor Vehicle Registration Fee	\$1,418,000	61%	0.5	0.30286202
Motor Vehicle Operator's License	\$141,000	6%	0.5	0.03011534
TOTAL	\$2,341,000	100%		0.64246049

TABLE 36: NORTH CAROLINA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$2,148,000	55%	1	0.55045872
Vehicle Registration	\$610,000	16%	0.5	0.07816104
Highway Use Tax	\$834,000	21%	1	0.21372559
Driver's Licenses	\$108,900	3%	0.5	0.01395367
Title Fees and Others	\$201,300	5%	0.5	0.02579314
TOTAL	\$3,902,200	100%		0.88209215

TABLE 37: NORTH DAKOTA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY21-22 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$200,429	35%	1	0.34694605
Special Fuel Tax	\$186,000	32%	1	0.32196921
Motor Vehicle Registration Fee	\$186,500	32%	0.5	0.16141736
Driver's License Fee	\$4,766	1%	0.5	0.00412501
TOTAL	\$577,695	100%		0.83445763

TABLE 38: OHIO HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Motor Vehicle Fuel Tax	\$1,673,400	28%	1	0.28404597
Auto Sale and Use Tax	\$1,616,700	27%	0.5	0.1372108
Motor Vehicle Use Tax	\$35,000	1%	0.5	0.00297048
Motor Transport Tax	\$400	0%	0.5	0.0000339
Motor Vehicle Operator's License	\$118,000	2%	0.5	0.01001477
Motor Vehicle Registration Fee	\$990,800	17%	0.5	0.0840901
Motor Vehicle Fuel Tax County and Local	\$1,457,000	25%	1	0.24731384
TOTAL	\$5,891,300	100%		0.7656799

TABLE 39: OKLAHOMA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Fuel Tax	\$492,500	34%	1	0.33796071
Vehicle Registration Fee	\$935,100	64%	0.5	0.32083965
Motor Vehicle Operator's License	\$29,670	2%	0.5	0.01017999
TOTAL	\$1,457,270	100%		0.66898035

TABLE 40: OREGON HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY21-22 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$1,415,000	36%	1	0.3585728
Truck Weight Mile Tax	\$858,000	22%	1	0.21742436
Driver's License and Vehicle Registration Fees	\$1,020,000	26%	0.5	0.12923825
Transportation Licenses and Fee	\$114,000	3%	0.5	0.01444428
Lottery Fund	\$125,000	3%	0	0
Cigarette Tax	\$6,800	0.17%	0	0
Local Match on Construction Projects	\$123,000	3%	0	0
Vehicle Dealer Privilege Tax	\$33,000	1%	0.5	0.00418124
Employee Payroll Tax (0.1%)	\$232,000	6%	0	0
Bicycle Tax (\$15)	\$1,400	0.04%	1	0.00035477
Vehicle Use Tax	\$18,000	0.46%	0.5	0.00228068
TOTAL	\$3,946,200	100%		0.72649638

TABLE 41: PENNSYLVANIA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Alternative Fuel Tax	\$14,590	0.506%	1	0.00505509
Fuel Tax	\$132,740	4.599%	1	0.04599127
Vehicle Registration Fees, Special Permit Fees and Fines	\$2,360	0.082%	0.5	0.00040884
Oil Company Franchise Tax	\$1,020,700	35.365%	0	0
OCFT - Liquid Fuels	\$547,640	18.974%	1	0.1897443
OCFT - Fuel Use	\$143,800	4.982%	1	0.0498233
Operator's License	\$59,400	2.058%	0.5	0.01029035

Sources	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Other Fees Collected by Bureau of Motor Vehicles	\$2,500	0.087%	0.5	0.0004331
Supplemental Vehicle Registration Fees	\$165,200	5.724%	0.5	0.02861895
Special Hauling Permit Fees .	\$33,600	1.164%	0.5	0.0058208
Vehicle Registration and Titling	\$758,800	26.291%	0.5	0.13145312
Fees for Reclaiming Abandoned Vehicles	\$140	0.005%	0.5	0.000024
Highway Encroachment Permits	\$4,710	0.163%	0.5	0.000816
Sale of Maps and Plans	\$20	0.001%	0.5	0.000003
TOTAL	\$2,886,200	100%		0.46848278

TABLE 42: RHODE ISLAND HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Gas Tax	\$54,712	42%	1	0.41842822
Toll Revenue	\$41,000	31%	1	0.31356114
Motor Vehicle Registration Fee	\$29,627	23%	0.5	0.11329117
Motor Vehicle Operator's License	\$5,417	4%	0.5	0.02071415
TOTAL	\$130,756	100%		0.86599468

TABLE 43: SOUTH CAROLINA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuels Sales Tax	\$756,658	71%	1	0.70671119
Motor Vehicle Registration Fee	\$303,975	28%	0.5	0.14195484
Motor Vehicle Operator's License	\$4,711	0.4%	0.5	0.00220001
Surcharge on Vehicle Rentals	\$870	0.1%	0.5	0.00040629
Record Search Fees	\$4,461	0.4%	0.5	0.00208327
TOTAL	\$1,070,675	100%		0.85335559

TABLE 44: SOUTH DAKOTA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY18 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$173,500	55%	1	0.55026958
Vehicle Registration Fee	\$114,700	36%	0.5	0.18189026
Port of Entry Fee, Corporate Commercial License Fee, Overweight Permits and Miscellaneous Revenues	\$27,100	9%	0.5	0.04297494
TOTAL	\$315,300	100%		0.77513479

TABLE 45: TENNESSEE HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Diesel Tax	\$827,300	55%	1	0.5532669
Motor Vehicle Registration	\$337,500	23%	0.5	0.11285361
Motor Fuel Tax	\$290,600	19%	1	0.19434227
Beer Tax	\$17,300	1%	0	0
Motor Vehicle Title Fee	\$22,600	2%	0.5	0.00755701
TOTAL	\$1,495,300	100%		0.8680198

TABLE 46: TEXAS HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Vehicle Sales and Use Tax	\$4,563,254	40.573%	0.5	0.20287
Motor Vehicle Rental Tax	\$351,015	3.121%	0.5	0.01560
Gasoline Tax	\$2,860,272	25.431%	1.0	0.25431
Diesel Fuel Tax	\$1,011,243	8.991%	1.0	0.08991
Motor Vehicle Certificates	\$92,570	0.823%	0.5	0.00412
Motor Vehicle Registration Fees	\$1,695,175	15.072%	0.5	0.07536
Special Vehicle Permits	\$199,580	1.775%	0.5	0.00887
Motor Vehicle Inspection Fees	\$544	0.005%	0.5	0.00002
Driver's License Point Surcharges	\$72,000	0.640%	0.5	0.00320
Voluntary Driver License Fee for Blindness, Screening and Treatment	\$480	0.004%	0.5	0.00002
Driver Record Information Fees	\$2,699	0.024%	0.5	0.00012
Commercial Driver Training School Fees	\$1,801	0.016%	0.5	0.00008

HOW STRONGLY DOES STATE TRANSPORTATION FUNDING ALIGN WITH THE USERS-PAY/USERS-BENEFIT PRINCIPLE? 26

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Automobile Clubs Registration	\$75	0.001%	0.5	0.00000
Commercial Transportation Fees	\$22,021	0.196%	1.0	0.00196
Motor Carrier – Proof of Insurance Filing Fee	\$854	0.008%	0.5	0.00004
Railroad Commission Service Fees	\$1	0.000%	1.0	0.00000
Abandoned Motor Vehicles	\$10	0.000%	0.5	0.00000
Excess Fines from Speeding Violations	\$100	0.001%	0.5	0.00000
Motor Vehicle Safety Responsibility Violations	\$6,982	0.062%	0.5	0.00031
Motor Carrier Act Penalties	\$1,975	0.018%	0.5	0.00009
Rail Safety Program Fees	\$1,613	0.014%	0.5	0.00007
Automotive Oil Sales Fee	\$99	0.001%	0.0	0.00000
Motor Fuel Lubricants Sales Tax	\$44,000	0.391%	0.0	0.00000
State Highway Toll Project Revenue	\$27,483	0.244%	1.0	0.00244
Concession Payments/Other Contractual Receipts from Comprehensive Development Agreements	\$2,563	0.023%	1.0	0.00023
Highway Beautification Fees	\$1,380	0.012%	1.0	0.00012
Logo, Major Shopping and Tourist-Oriented Signs	\$12,311	0.109%	0.5	0.00055
Oil and Gas Lease Bonus	\$1,598	0.014%	0.0	0.00000
Oil Royalties from Other State Lands for State Departments, Boards, Agencies	\$15,374	0.137%	0.0	0.00000
Land Sales	\$8,045	0.072%	0.0	0.00000
Court Costs	\$177	0.002%	0.0	0.00000
Judgments and Settlements	\$21,021	0.187%	0.0	0.00000
Fees for Copies or Filing of Records	\$33	0.000%	0.5	0.00000
Gifts/Grants/Donations – Non-Operating Revenue/ Program Revenue – Operating Grants and Contributions	\$24	0.000%	0.0	0.00000
Rental of Lands /Miscellaneous Land Income	\$6,331	0.056%	0.0	0.00000
Sale of Publications/Advertising	\$5,243	0.047%	0.0	0.00000
Supplies/Equipment/Services – Federal/Other	\$40,000	0.356%	0.0	0.00000
Forfeitures	\$1	0.000%	0.0	0.00000
Warrants Voided by Statute of Limitation – Default Fund	\$176	0.002%	0.0	0.00000
Repayments from Political Subdivisions/Other of Loans/Advances	\$17,464	0.155%	0.0	0.00000
Other Miscellaneous Governmental Revenue	\$120	0.001%	0.5	0.00001
Interest on State Deposits and Treasury Investments – General, Non-Program	\$86,445	0.769%	0.0	0.00000
Interest Other – General, Non-Program	\$6,791	0.060%	0.0	0.00000
Assigned Vehicle Identification Number Fees	\$5	0.000%	0.5	0.00000
Motor Vehicle Complaints/Protests	\$19	0.000%	0.5	0.00000

How Strongly Does State Transportation Funding Align with the Users-Pay/Users-Benefit Principle? 

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Equipment Lease to County Automated Registration and Titling System	\$299	0.003%	0.5	0.00001
Civil Penalties	\$772	0.007%	0.5	0.00003
Fees for Administrative Services	\$60,556	0.538%	0.0	0.00000
Returned Check Fees	\$1	0.000%	0.0	0.00000
Credit Card and Electronic Services Related Fees	\$4,400	0.039%	0.0	0.00000
TOTAL	\$11,246,995	100%		0.66036

TABLE 47: UTAH HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$351,030	40%	1	0.40498866
Special Fuel Tax	\$153,380	18%	1	0.17695685
Motor Vehicle Registration	\$228,294	26%	0.5	0.13169313
Motor Vehicle Operator's License	\$24,475	3%	0.5	0.01411859
Other	\$109,586	13%	0.5	0.06321552
TOTAL	\$866,765	100%		0.79097276

TABLE 48: VERMONT HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Gasoline Tax	\$77,800	24%	1	0.24094147
Diesel Tax	\$19,000	6%	1	0.05884175
Purchase and Use Tax	\$115,100	36%	0.5	0.17822855
Motor Vehicle Registration Fees	\$86,800	27%	0.5	0.13440694
Other Revenues	\$24,200	7%	0.5	0.0374729
TOTAL	\$322,900	100%		0.64989161

TABLE 49: VIRGINIA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY2019 (\$'000)	Percentage	Assigned Value	Score
Sales Tax on Motor Fuels	\$847,340	28%	1	0.28460579
Motor Vehicle Sales and Use Tax	\$872,502	29%	0.5	0.14652862
Motor Vehicle Registration Fee	\$256,550	9%	0.5	0.04308523
Retail Sales and Use Tax	\$833,537	28%	0.5	0.13998479
International Registration Plan	\$65,000	2%	0.5	0.01091615
Powhite Parkway Extension Toll Revenue	\$11,000	0%	1	0.0036947
Coleman Bridge Toll Revenue	\$6,000	0%	1	0.00201529
I-66 Inside the Beltway Toll Revenue	\$25,317	1%	1	0.00850338
I-64 Express Lanes Toll Revenue	\$2,410	0%	1	0.00080947
Other*	\$57,585	2%	0.5	0.00967089
TOTAL	\$2,977,240	100%		0.64981432

* Other Sources includes regional and statewide revenue dedicated to the Interstate 81 Corridor and Statewide Interstate Improvements, Cell Tower Lease Revenue, E-Z Pass Operations, Unallocated Balances, Interest and other miscellaneous items.

TABLE 50: WASHINGTON HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY21- 23 (\$'000)	Percentage	Assigned Value	Score
Motor Vehicle Fuel Tax	\$3,699,714	60%	1	0.604512232
Motor Vehicle Registration	\$1,761,567	29%	0.5	0.143915016
Replacement Tire Fee	\$365,954	6%	0	0
Automobile Sales Licenses	\$112	0%	0.5	0
Motor Vehicle Operator's Licenses	\$292,817	5%	0.5	0.023922316
TOTAL	\$6,120,164	100%		0.772358715

TABLE 51: WEST VIRGINIA HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Fuel Tax	\$427,273	52%	1	0.52298053
Vehicle Registration Fee	\$122,724	15%	0.5	0.07510685
Registration Fee: Highway Litter Control	\$1,483	0%	0.5	0.00090759
Sales Tax	\$265,516	32%	0	0
TOTAL	\$816,996	100%		0.59899498

TABLE 52: WISCONSIN HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Sources	Amount FY20 (\$'000)	Percentage	Assigned Value	Score
Motor Fuel Tax	\$1,103,699	61%	1	0.61302069
Vehicle Registration Fee	\$657,150	36%	0.5	0.18249837
Driver's License Fee	\$39,578	2%	0.5	0.01099128
TOTAL	\$1,800,427	100%		0.80651034

TABLE 53: WYOMING HIGHWAY REVENUE SOURCES CATEGORIZED BY STRENGTH OF USERS-PAY

Source	Amount FY21 (\$'000)	Percentage	Assigned Value	Score
Gasoline Taxes	\$39,294	20%	1	0.19614253
Diesel Fuel Taxes	\$56,610	28%	1	0.28257894
Motor Vehicle Registration Fees	\$86,763	43%	0.5	0.21654652
Driver's Licenses and INTERLOCK	\$5,423	3%	0.5	0.01353494
Driver's License File Search Fees	\$1,000	0.50%	0.5	0.00249584
Commercial Driver's Licenses	\$484	0.24%	0.5	0.00120799
Commercial Vehicle Fees	\$10,249	5.12%	0.5	0.02557861
Motor Carrier Fees	\$35	0.02%	0.5	0.00008700
Motor Fuel Dealers Licenses	\$54	0.03%	0.5	0.00013478
Motorcycle Safety Education License Fees	\$422	0.21%	0.5	0.00105324
TOTAL	\$200,334	100%		0.73936074

PART 3

RECOMMENDATIONS

Twenty-five states receive more than 75% of their revenue from a users-pay source. These states are at an advantage because they have a reliable revenue source not dependent on a strong economy or the preferences of legislators on the budget committee. In the remaining 25 states, policymakers need to shift funding away from non-users-pay sources (e.g. sales tax, general fund) and toward direct users-pay sources. With direct users-pay funding sources, those who use the highways are the people paying for them.

Transitioning to a stronger users-pay system can be politically challenging. State departments of transportation and legislatures need to educate voters on the benefits of users-pay. Fiscal conservatives will appreciate the predictability. Mass transit and active transportation users will appreciate that they don't have to pay sales and other general taxes for roadways that they do not use. The trucking community will appreciate the consistent revenue stream free of political influence. All voters will appreciate the fairness aspect of the people who use the roads paying for them. Similarly, state governments need to create pilots and permanent road-charging programs to ease the transition from gas taxes to an even stronger users-pay mechanism: mileage-based user fees (MBUFs).

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