

The “Big Book”: An Overview of

TRANSPORTATION GOVERNANCE AND FINANCE

A 50-State Review of State Legislatures
and Departments of Transportation

Transportation Librarians Roundtable

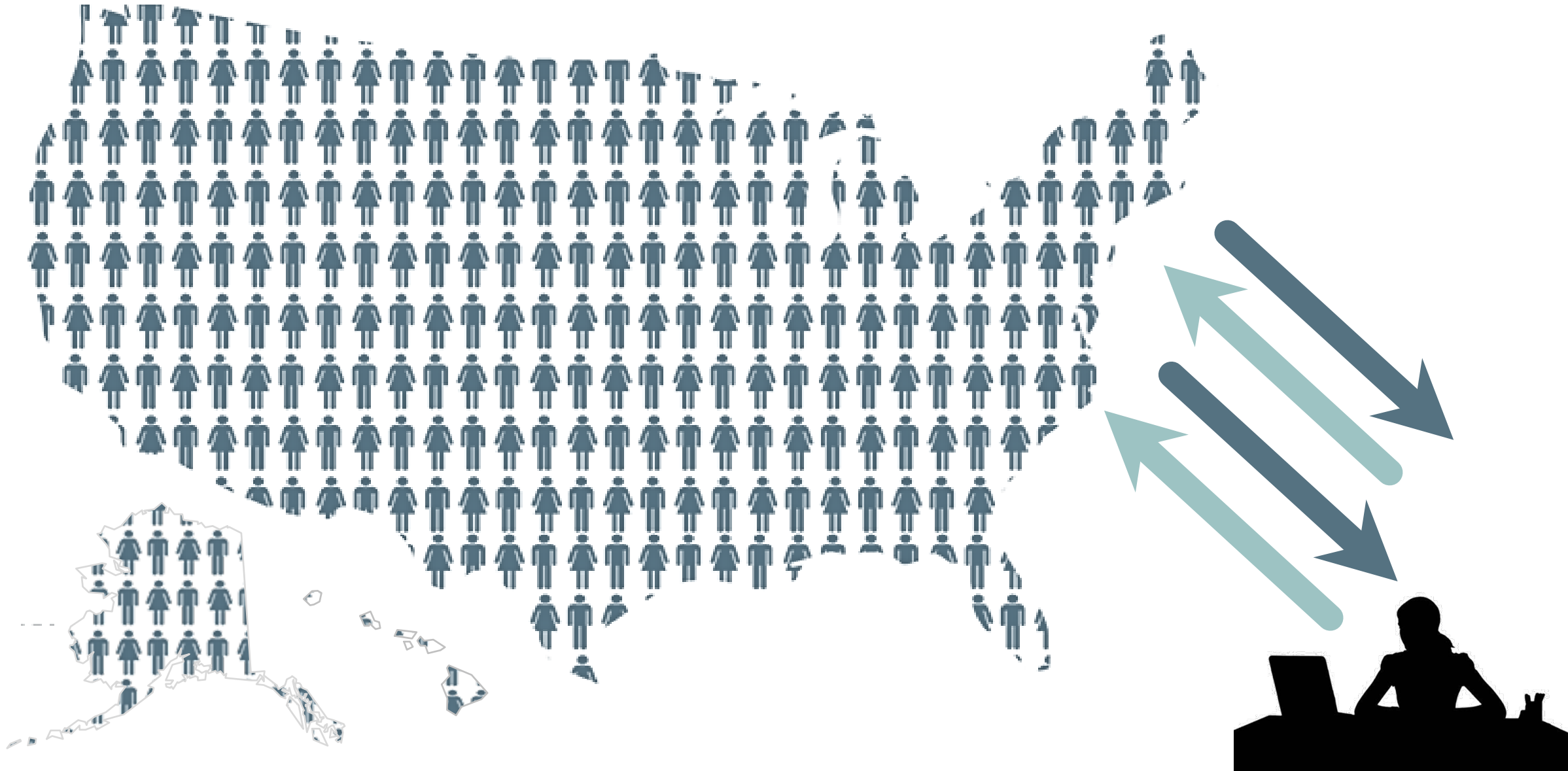
Jaime Rall, J.R. Rall Consulting LLC
February 21, 2023



A Report Of the States, For the States, By the States

- ◆ **The content:** Third edition of a unique, 50-state reference tool detailing state-level transportation governance and finance
- ◆ **The audience:** State DOTs, state legislatures, and other stakeholders
- ◆ **The project:** Under the auspices of NCHRP Project 20-24, which funds studies of particular interest to senior leadership of state transportation agencies
- ◆ **The panel:** Guided by experts from nine state DOTs, AASHTO, and the National Conference of State Legislatures
- ◆ **The contributors:** More than 200 survey respondents in state DOTs and legislatures in all 50 states and the District of Columbia

An Iterative Research Process



What Topics Does It Cover?

Participants in State Transportation Governance and Finance

- State legislatures
- State DOTs
- Other stakeholders

State Transportation Governance

- Legislation and regulations
- Legislative oversight of DOTs
- Communication and collaboration
- Lessons learned and recommendations

State Transportation Funding and Finance

- State and federal revenue sources
- State finance mechanisms
- Budgeting and appropriations processes
- Project planning and selection
- Other state funding and finance issues
- State involvement in local transportation funding
- Lessons learned and recommendations

What Does It Contain?

- ◆ **Nationwide Synthesis**
With current trends, comparisons across states, and notable exceptions

- ◆ **State-by-State Profiles**
With details, citations, and “extras” for each state and the District of Columbia

1. INTRODUCTION

In the United States, state governments bear much of the responsibility for the transportation systems within their borders. States own and maintain transportation assets, plan and build new infrastructure, manage billions of federal and state dollars each year, and collaborate with and support local governments.

In recent years, states have faced greater challenges in meeting these obligations than ever before, as they are confronted with aging infrastructure, constrained resources, changing demographics, growing demand, and massive technological, environmental, and social disruptions to the transportation sector. In addition, the COVID-19 pandemic provided additional insights into structural problems with traditional transportation funding, while also accelerating key trends, such as online shopping and remote work, that are likely to have lasting impacts on transportation resources and needs. In this unprecedented context, states have developed—and continue to explore—a remarkable array of approaches to providing transportation options that get people and goods to their destinations safely and effectively.

By providing a nationwide comparative analysis accompanied by state-by-state details, this report illustrates the rich diversity of states’ efforts to serve the public good in challenging times and within complex intergovernmental arrangements.

What Is State Transportation Governance and Finance?

This report is intended to serve as a comprehensive, up-to-date reference tool for state governments, as well as for other interested stakeholders, about how all 50 states and the District of Columbia govern and pay for their transportation systems. Under the broad heading of transportation governance, this report details the institutional context for state-level transportation decision making and examines how state legislatures and executive branch

Alaska

Responding Agencies	Alaska Department of Transportation and Public Facilities Legislative Affairs Agency, Alaska Legislature Legislative Finance Division, Alaska Legislature
Major Changes to Transportation Governance and Finance Since 2016	In the last five years, the DOT&PF has consolidated the majority of state buildings and leasing into its Division of Facility Services. In 2020, budgetary transactions approved by the Legislature formalized the movement of personnel and associated funds from the Department of Administration to the DOT&PF. This endeavor has been underway for many years in an effort to seek visibility and enact efficiencies across the enterprise. Also, since 2016, Alaska has seen a reduction in state-funded capital transportation funding and a maximization of federal revenue.
Unique State Transportation Facts	As the airport sponsor responsible for the operations and maintenance of 237 airports, the state of Alaska operates the largest airport system in North America. Already ranked the 4th busiest air cargo airport in the world, the Ted Stevens Anchorage International Airport was the world’s busiest airport overall for several days in 2020 due to the COVID-19 pandemic, which both decreased passenger travel and increased cargo activity.
Useful Web Resources	State Legislature https://akleg.gov/ State DOT https://dot.alaska.gov/ State Statutes http://www.legis.state.ak.us/basis/statutes.asp

STATEWIDE TRANSPORTATION STATISTICS

System Users	State Population in 2020	733,391
	Licensed Drivers in 2020	518,872
Vehicles and Vehicle Infrastructure	Total Vehicle Registrations in 2020	792,826
	Electric Vehicle Registrations in 2020	940
	Alternative Fuel Stations in 2021	92 (89 electric, 3 other)
Roads and Bridges	Total Lane Miles	35,908 (29,106 rural, 6,802 urban)
	Percentage of Road Miles that are State-Owned	32%

What Does It Contain?

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What Does It Contain?

Table 16. Appointments to State Transportation Boards, Councils, and Commissions³⁵

State	State Transportation Board, Council, or Commission	How Appointed		
		Appointed by Governor with No Legislative Involvement	Appointed by Governor with Legislative Approval	Other
Alaska*	Roads and Highways Advisory Board (advisory only)	•		
Arizona	State Transportation Board		•	
Arkansas	State Highway Commission		•	
California	California Transportation Commission		9 out of 11 voting members	Two voting citizen members and two ex officio, non-voting legislator members are appointed by the speaker of the Assembly and the Senate Committee on Rules
Colorado	Transportation Commission of Colorado		•	
Delaware	Council on Transportation (mostly advisory)	•		
Florida	Florida Transportation Commission (limited role)		•	
Georgia	State Transportation Board			Elected by state legislators in their respective congressional districts
Idaho	Idaho Transportation Board		•	
Iowa	Iowa Transportation Commission		•	
Maryland*	Maryland Transportation Commission (advisory only)	10 out of 17 members		10 members are appointed by the governor with the advice of the secretary of transportation; seven are the regional members of the State Roads Commission, who serve ex officio
Massachusetts	MassDOT Board of Directors	10 out of 11 members		Secretary of transportation serves ex officio as chair
Michigan*	State Transportation Commission		•	
Mississippi	Mississippi Transportation Commission			Elected by the people
Missouri	Missouri Highways and Transportation Commission		•	
Montana*	Transportation Commission		•	
Nebraska*	State Highway Commission (advisory only)		All 8 voting members	NDOT director serves as an ex officio member who votes only in case of a tie
Nevada	NDOT Board of Directors	4 out of 7		Governor, lieutenant governor, and state

Table 17. Revenue Sources Used by States for Roads and Bridges as of Jan. 1, 2022⁴⁰

State	Revenue Sources							
	Fuel Taxes	Passenger Vehicle Fees	Truck Registration Fees	Tolls	General Sales Taxes	General Funds	Interest Income	Other
Alabama	F**	R, EV, H ⁴¹	•					Special fees on alternative fuel vehicles Oversize/overweight truck permit fees Outdoor advertising revenues
Alaska*	F	R, T		•		•	•	Taxes on alternative fuels Industrial use highway permit fees Sales taxes on rental vehicles Property leases and sales Legislative appropriations (budget reserve fund)
Arizona	F	R, T	•			•	•	Oversize/overweight truck permit fees Other truck permit fees Vehicle license taxes Sales taxes on rental vehicles Driver's license fees Advertising revenues Misc. fees and fines
Arkansas	F, V	R, T, EV, H	•		•	•	•	Taxes on alternative fuels (V) Oversize/overweight truck permit fees Other truck- and commercial driver-related fees Severance taxes on natural gas Rail regulation fees Pine timber sales Casino taxes Restricted Reserve Fund COVID-19 Rainy Day Fund
California	V	EV (V)	•	•		•	•	Taxes on alternative fuels Transportation improvement fees (V) Cap-and-Trade Program revenues Property leases and sales
Colorado	F**	R, EV**	•			•	•	Taxes on alternative fuels Fees on rental vehicles** Oversize/overweight truck permit surcharges Congestion pricing/variable tolling on managed lanes Outdoor advertising revenues Property sales Misc. fines and penalties
Connecticut	F, V	R, T	•		•		•	Taxes on aviation fuels Sales taxes on motor vehicle sales Property leases and sales Pilot license fees (watercraft) Misc. DMV and DOT fees and fines
Delaware	F	R, T	•	•			•	Oversize/overweight truck permit fees Transportation network company permit fees Property leases, sales, and rentals

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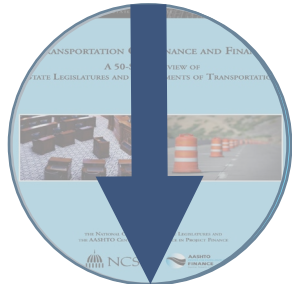
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Even Newer and More Improved!



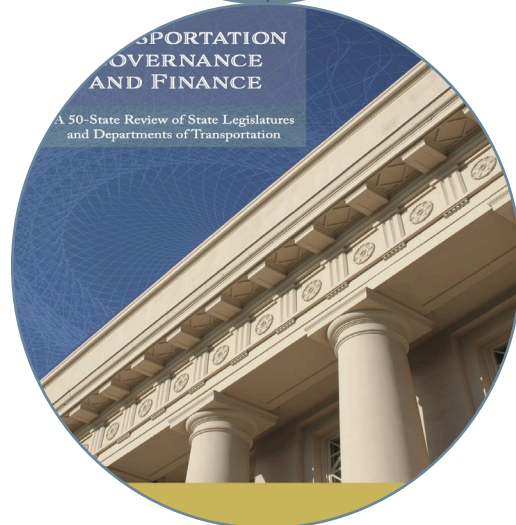
Since 2011

- Unique, 50-state compendium on state transportation governance and finance
- Includes both factual details and “lessons learned” from state experts
- Based on in-depth, state-by-state survey research



Since 2016

- All material thoroughly vetted and updated
- Charts of revenue sources and finance mechanisms, organized by mode and by use
- Extensive legal citations and 50-state tables
- *New topic:* DOT relationships with other state and quasi-state entities
- *New topic:* State involvement in local transportation funding



New in 2022

- All material newly vetted and updated
- Details added about state fuel taxes, vehicle registration fees, and truck taxes and fees
- *New topic:* Emerging jurisdictional issues for state DOTs
- *New topic:* State entities with a less direct role in transportation issues
- *New topic:* State actions to optimize available funding and increase local flexibility
- *New topic:* Transportation-related revenues used for non-transportation purposes
- *New topic:* Impacts of COVID-19

The “Big Book”



How Might Patrons Use It?

- ◆ **As a reference tool:** Dip into it when you want to know about state approaches
- ◆ **For training and education:** Help get new state officials and staff up to speed
- ◆ **As a menu of options:** Use the 50-state data to identify ideas to consider
- ◆ **To make your case:** Include what other states are doing as important context
- ◆ **As a springboard for peer exchange:** Reach out to peers in states of interest
- ◆ **To support further research:** Leverage the citations and links to dig deeper

"Many times people go to conferences and hear about what other states are doing. This is a good resource ~ did we understand clearly what was being said?"

"This is a very valuable document that has been used by some of our incoming professionals to get them up to speed. They don't know how easy they have it!"

"We provided the report to our governor's office to use as they are discussing some of the key details of that package with legislators."

"It is important that we learn from one another as states."

How Might Patrons Use It?

* Drawn from materials for blue ribbon commissions or task forces in Kansas, Maine, North Carolina, and Utah

KANSAS LEGISLATIVE RESEARCH DEPARTMENT										
68-West–Statehouse, 300 SW 10th Ave. Topeka, Kansas 66612-1504 (785) 296-3181 ♦ FAX (785) 296-3824										
kslegres@klrd.ks.gov					http://www.kslegislature.org/klrd					
Arizona	F	R, T	•	•	•	•	•	•	•	Oversize/overweight truck permit fees Other truck permit fees Vehicle license taxes Sales taxes on rental vehicles Driver's license fees Taxes on alternative fuels Oversize/overweight truck permit fees Other truck- and commercial driver-related fees Severance taxes on natural gas Rail regulation fees Pine timber sales Rainy Day Fund (one-time transfer in 2016) Taxes on alternative fuels Cap-and-Trade Program revenues Property leases or sales
Arkansas	F	R, T	•	•	•	•	•	•	•	Highway Safety fee (enacted 2018) Vehicle license tax for alternative fuel vehicle (enacted 2018) Registration fee on zero-emission vehicles starting in 2020 (enacted 2017)
California	F, V		•	•	•	•	•	•	•	Registration fee on zero-emission vehicles starting in 2020 (enacted 2017)

54 FUNDING SOURCES			
<input type="checkbox"/> Fuel Taxes	<input type="checkbox"/> Excise Taxes	<input type="checkbox"/> Weight-distance Tax	<input type="checkbox"/> Service Concessions
<input type="checkbox"/> Sales Taxes on Fuel	<input type="checkbox"/> Board Funding Obligations	<input type="checkbox"/> Fines	<input type="checkbox"/> Loan Repayment
<input type="checkbox"/> Vehicle or Rental Car Sales Tax	<input type="checkbox"/> Ad Valorem Taxes	<input type="checkbox"/> Corporate Taxes	<input type="checkbox"/> Loan Fees
<input type="checkbox"/> Vehicle Registration	<input type="checkbox"/> Sales Tax	<input type="checkbox"/> Container Fees	<input type="checkbox"/> Private Contributions
<input type="checkbox"/> Weight Fees	<input type="checkbox"/> Congestion Pricing	<input type="checkbox"/> Land Sales	<input type="checkbox"/> Tobacco Tax
<input type="checkbox"/> Traffic Camera Fees	<input type="checkbox"/> Oil Company Taxes	<input type="checkbox"/> Advertising Revenue	<input type="checkbox"/> Mass-Transit Tax
<input type="checkbox"/> Tolls	<input type="checkbox"/> Fares	<input type="checkbox"/> Service Payments	<input type="checkbox"/> VMT Fees
<input type="checkbox"/> General Funds	<input type="checkbox"/> Documentary Stamp Revenue	<input type="checkbox"/> Contractor's Tax	<input type="checkbox"/> Highway Litter Control Fund
<input type="checkbox"/> Interest Income	<input type="checkbox"/> Logo Signing	<input type="checkbox"/> Oil Tax	<input type="checkbox"/> Mineral Royalties
<input type="checkbox"/> Inspection Fees	<input type="checkbox"/> Situs Tax	<input type="checkbox"/> Rail Regulation Fees	<input type="checkbox"/> Short-term Lease/Borrowing
<input type="checkbox"/> Advertising	<input type="checkbox"/> Rail Service Fees	<input type="checkbox"/> Investment Income	<input type="checkbox"/> Public space Revenue
<input type="checkbox"/> Impact Fees	<input type="checkbox"/> Toll Road Leases	<input type="checkbox"/> Trail-mile Tax	<input type="checkbox"/> Parking Meters
<input type="checkbox"/> License or Permit Fees	<input type="checkbox"/> Use Tax	<input type="checkbox"/> Surcharge Fees	
<input type="checkbox"/> State Lottery		<input type="checkbox"/> Payroll Tax	
		<input type="checkbox"/> Right-of-way	



ISSUE BRIEF: EDITION 9 | MAY 2020

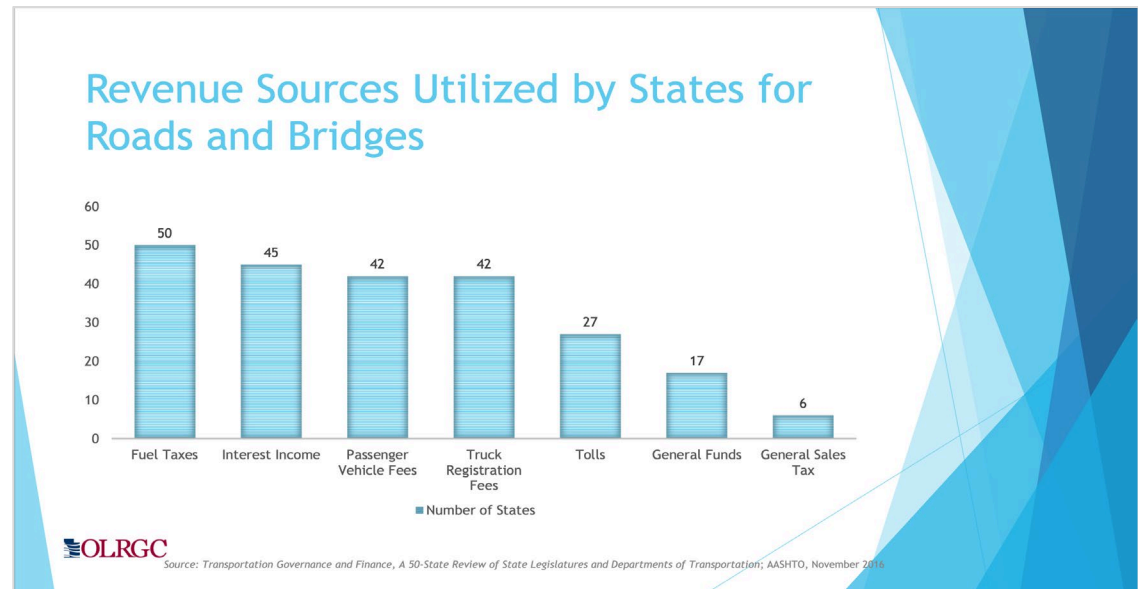
@invest_nc | ncdot.gov/ncfirst

The NC FIRST Commission was created in March 2019 to evaluate North Carolina's transportation investment needs. Their job is to advise the Secretary of Transportation of new or better ways to ensure that critical financial resources are available in the future. As part of this process, we'll be looking for input from you, the people of North Carolina! This brief reviews the funding approaches that other jurisdictions—both across the nation and around the world—are using to pay for their transportation systems, especially roads and bridges.

How Other States and Countries Are Paying for Transportation Investments

Overview

States across the country, including North Carolina, now face a well-documented and worsening transportation funding crisis as dedicated revenues fail to keep up with infrastructure investment needs. Fuel taxes—still the primary source of state and federal transportation funding—are on the decline due to improvements in vehicle fuel efficiency, changing travel patterns, and, in many cases, the plummeting purchasing power of cents-per-gallon taxes in light of inflation and rising construction costs. Moving forward, electric and alternative fuel vehicles are expected to erode fuel tax revenues still further. These



This is not just a book
that tells you things...

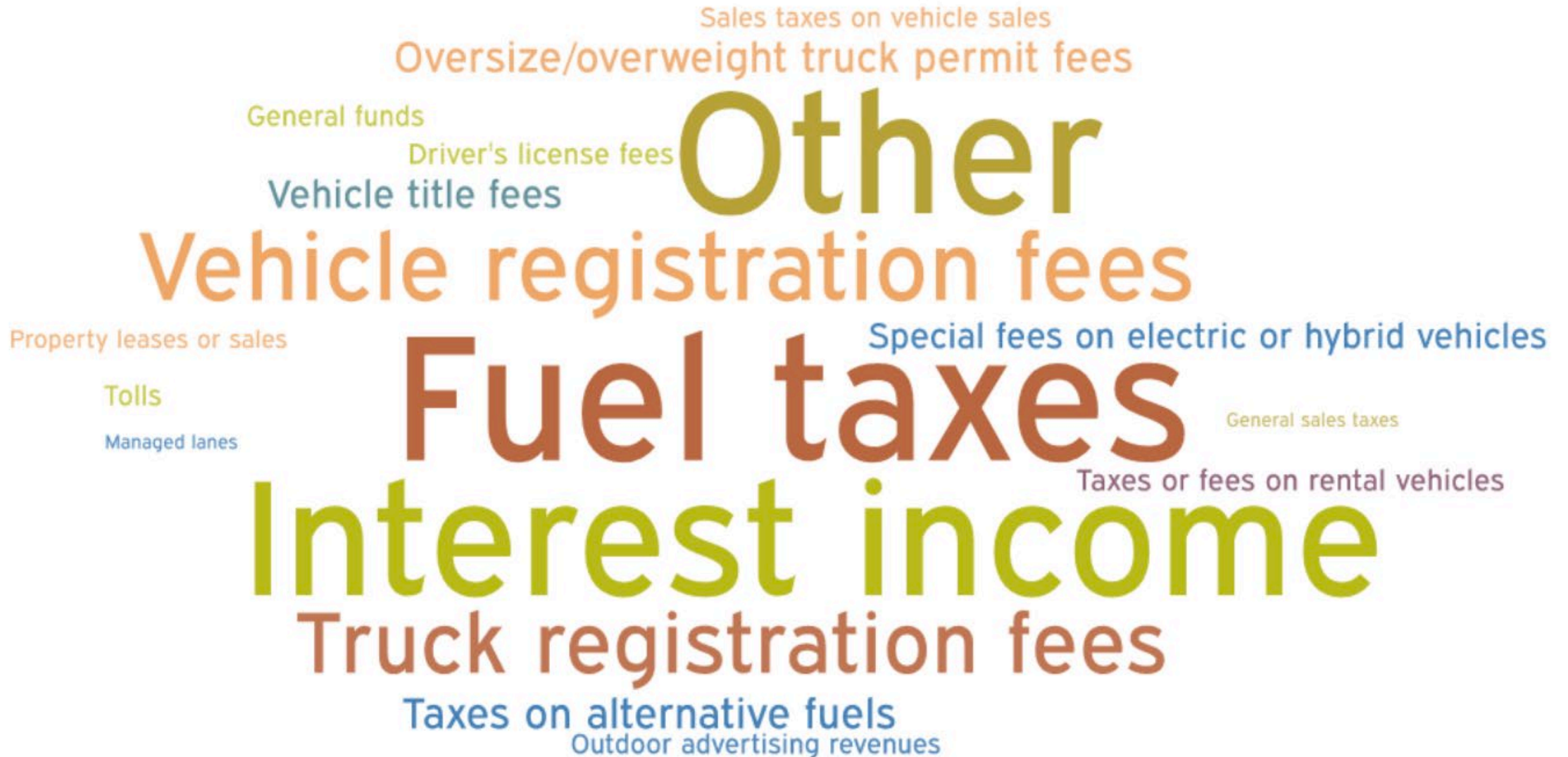
This is a book you can
ask things.

Questions Asked and Answered: Key Findings from the New Edition

- ◆ Funding and finance remain core interests for state DOTs and other stakeholders
- ◆ A widely agreed-upon problem, and a rich diversity in states' responses to it
- ◆ **About 100 revenue sources** in use for roads and bridges, let alone other modes



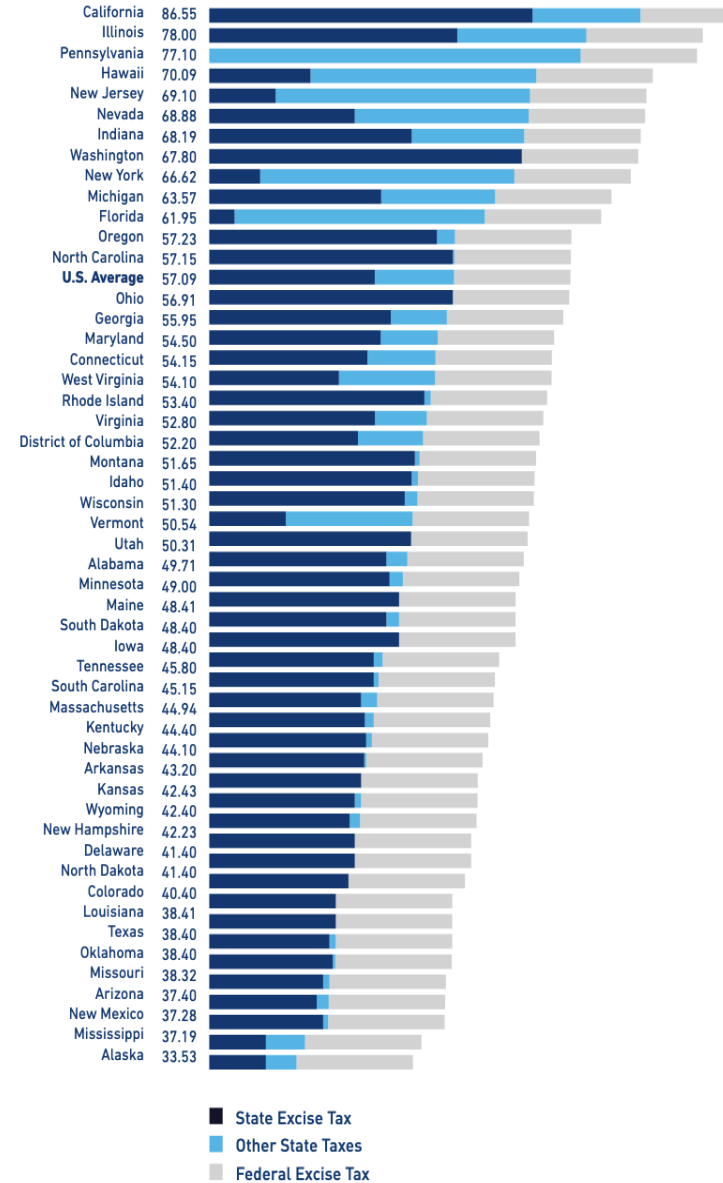
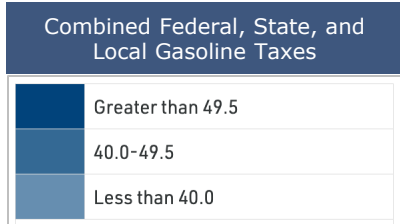
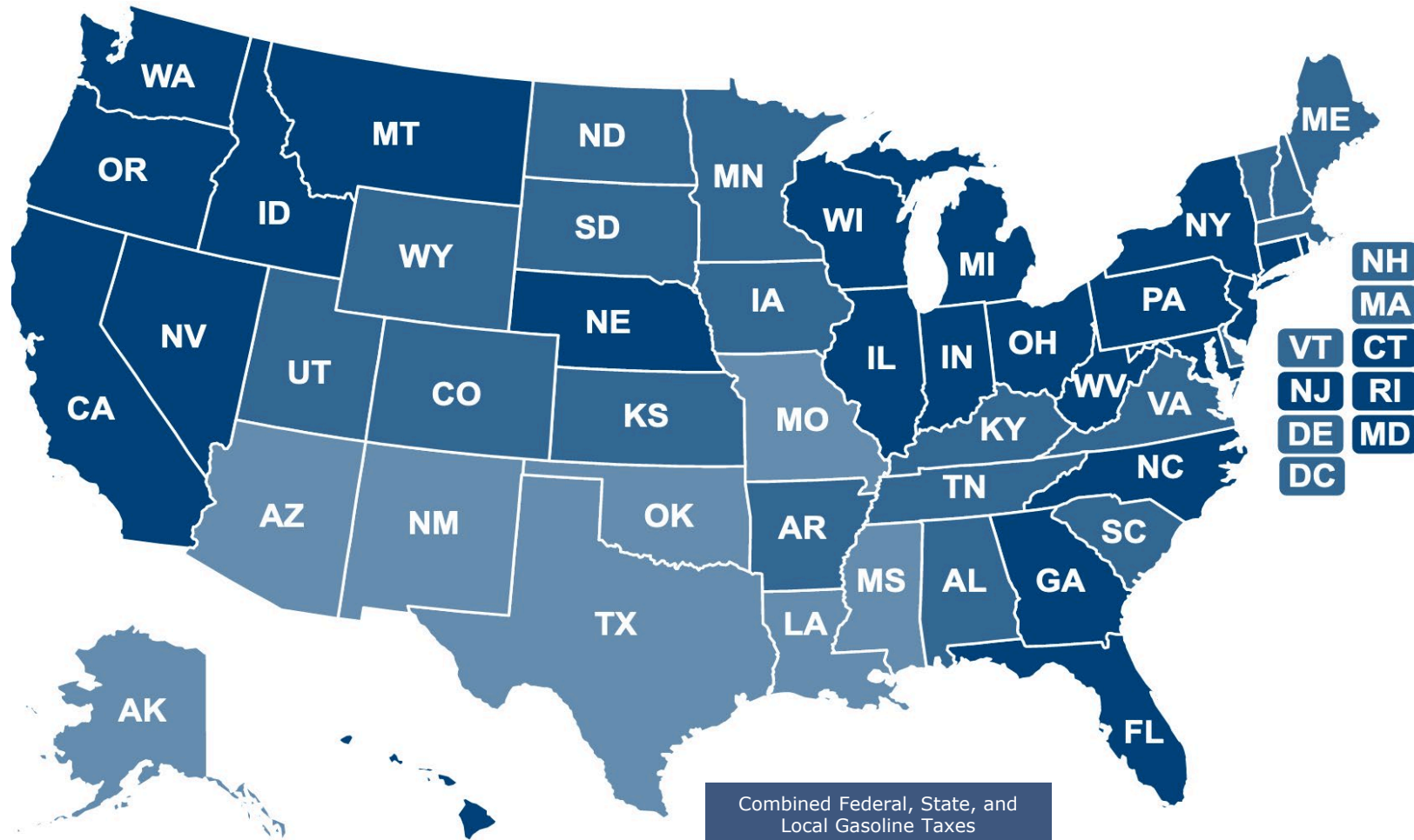
Questions Asked and Answered: Key Findings from the New Edition



State Motor Fuel Taxes

GASOLINE MOTOR FUEL TAXES BY STATE

(cents per gallon)



In the Words of State Experts

“There is greater demand than funding available...”

“The main issue that affects policy development is declining fuel tax revenue...”

“Transportation needs have far outpaced the growth in ... state funding to address these needs. There has been external resistance to modernizing [those] revenues.”

“... degradation of dedicated revenues that support transportation-related programs [and] projects...”

“... the biggest problem has been an unstable/uncertain funding issue.”

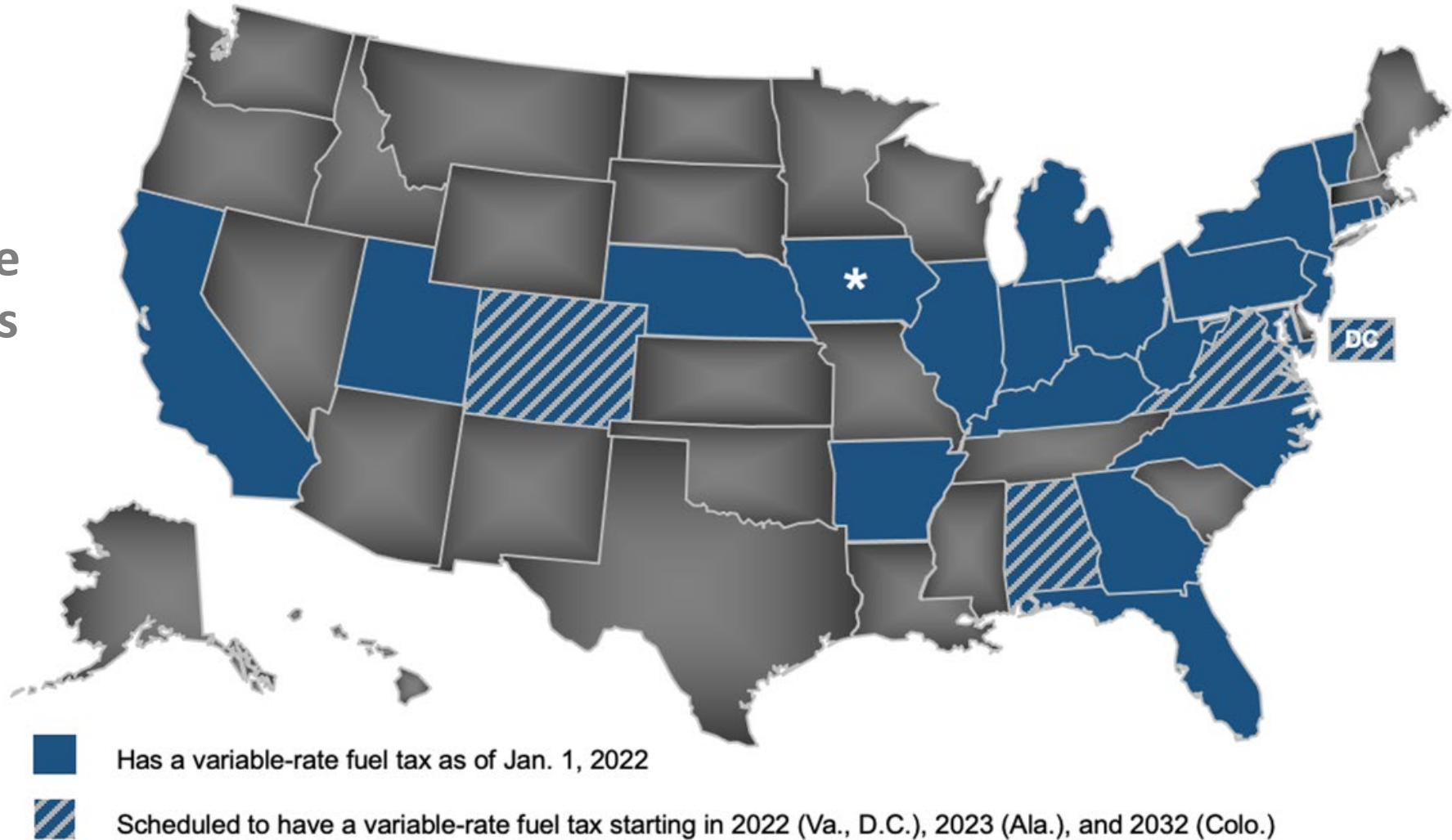
“Most traditional sources of transportation funding ... lose purchasing power over time.”

“Increased fuel efficiency, inflating, rising construction costs, and electric vehicles have ... driven down revenue...”

“While the need for funding is recognized, there is not a consensus on how to fund the needs.”

Theme: Sustainability of Existing Revenue Sources

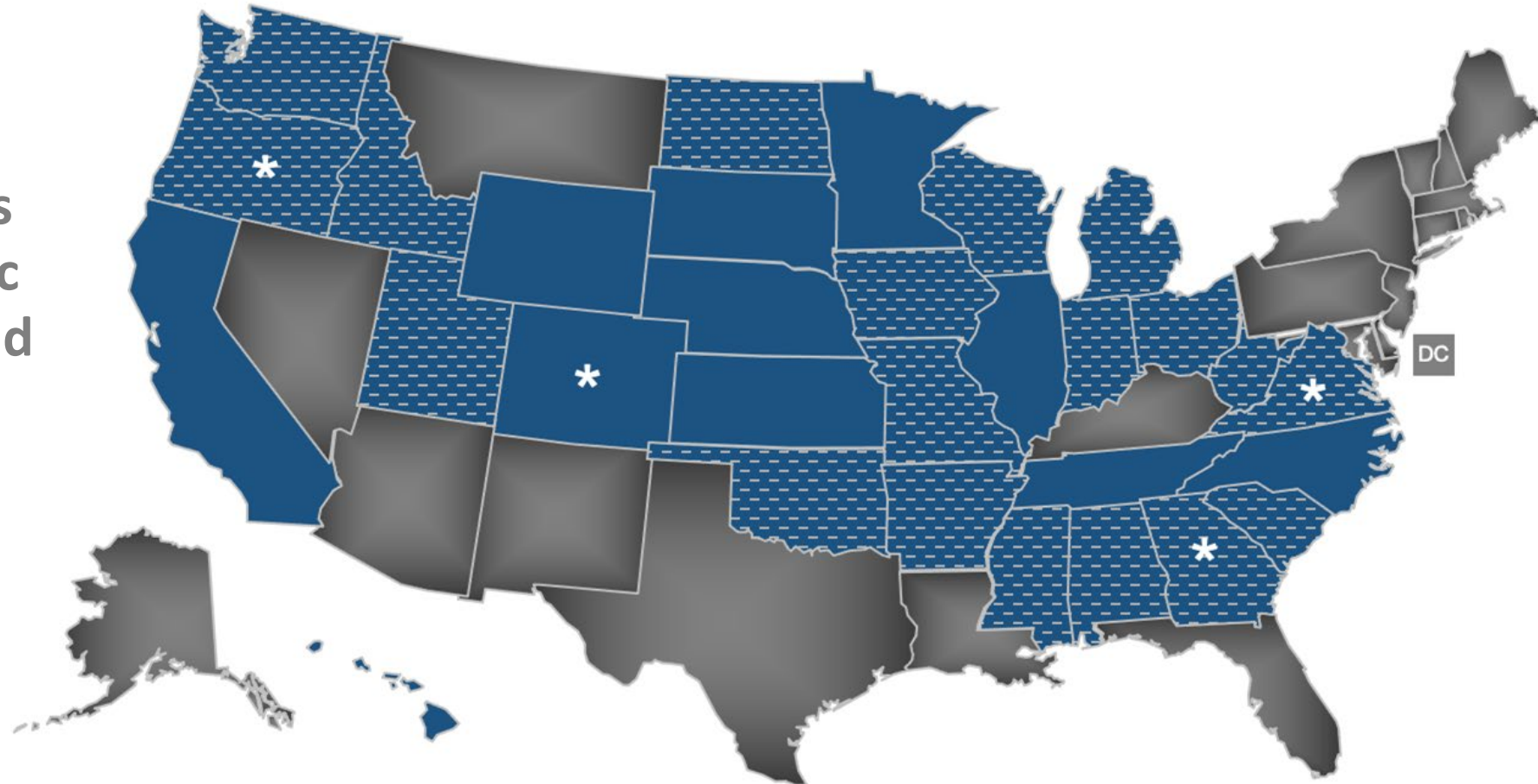
Variable-Rate State Fuel Taxes





* Until July 1, 2026, Iowa's fuel taxes are to be adjusted annually based on fuel distribution percentage formulas, but these adjustments are intended to be revenue-neutral.

Theme: Meeting the Needs of the Future

State Fees on Electric and Hybrid Vehicles

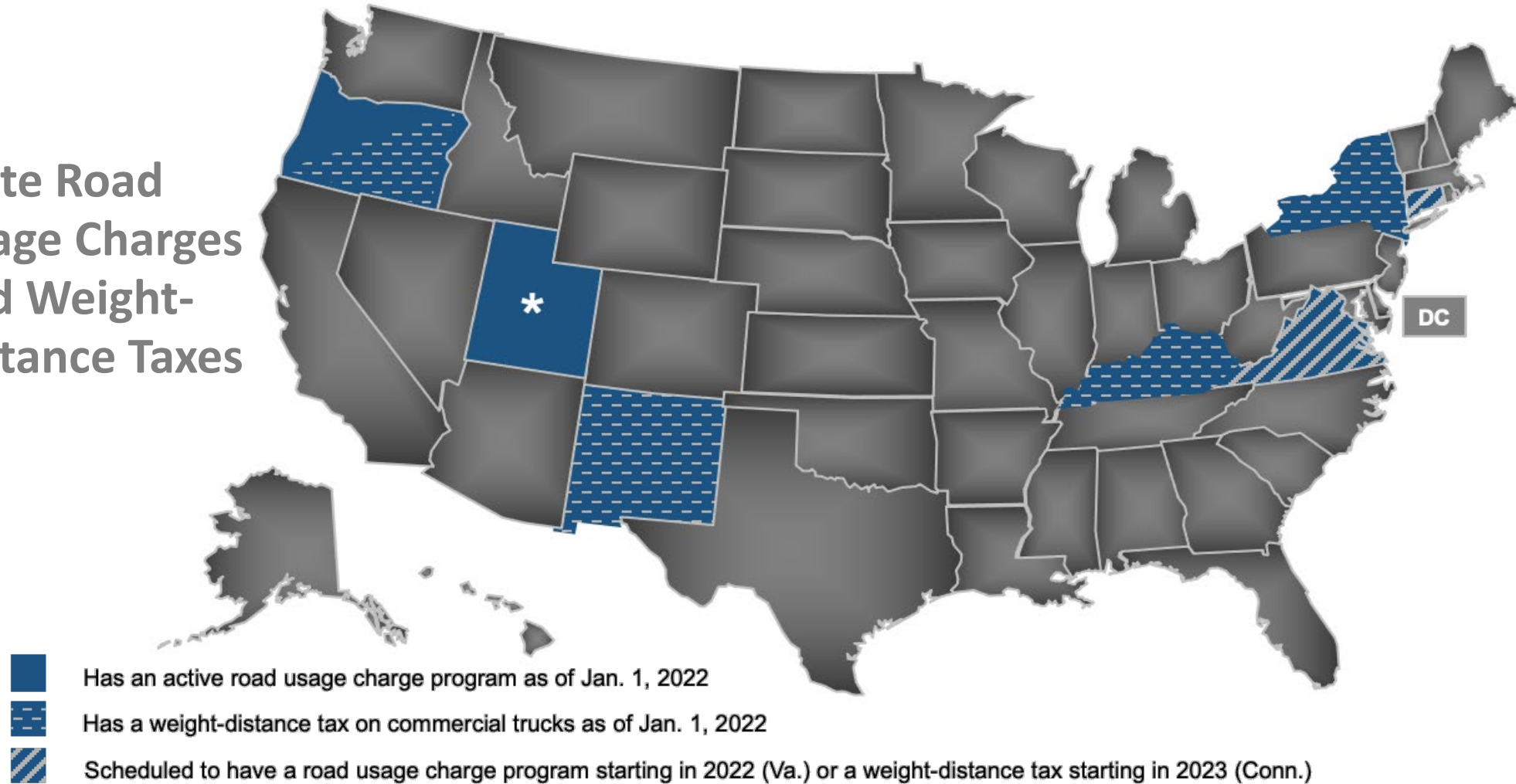


-  Has a special fee on electric vehicles as of Jan. 1, 2022
-  Has a special fee on electric vehicles and some or all hybrids as of Jan. 1, 2022

* Colorado will add a fee on hybrids starting in July 2022. Georgia's fees go to the general fund, not transportation, until July 2022. Oregon and Virginia have fees based on vehicle fuel economy.

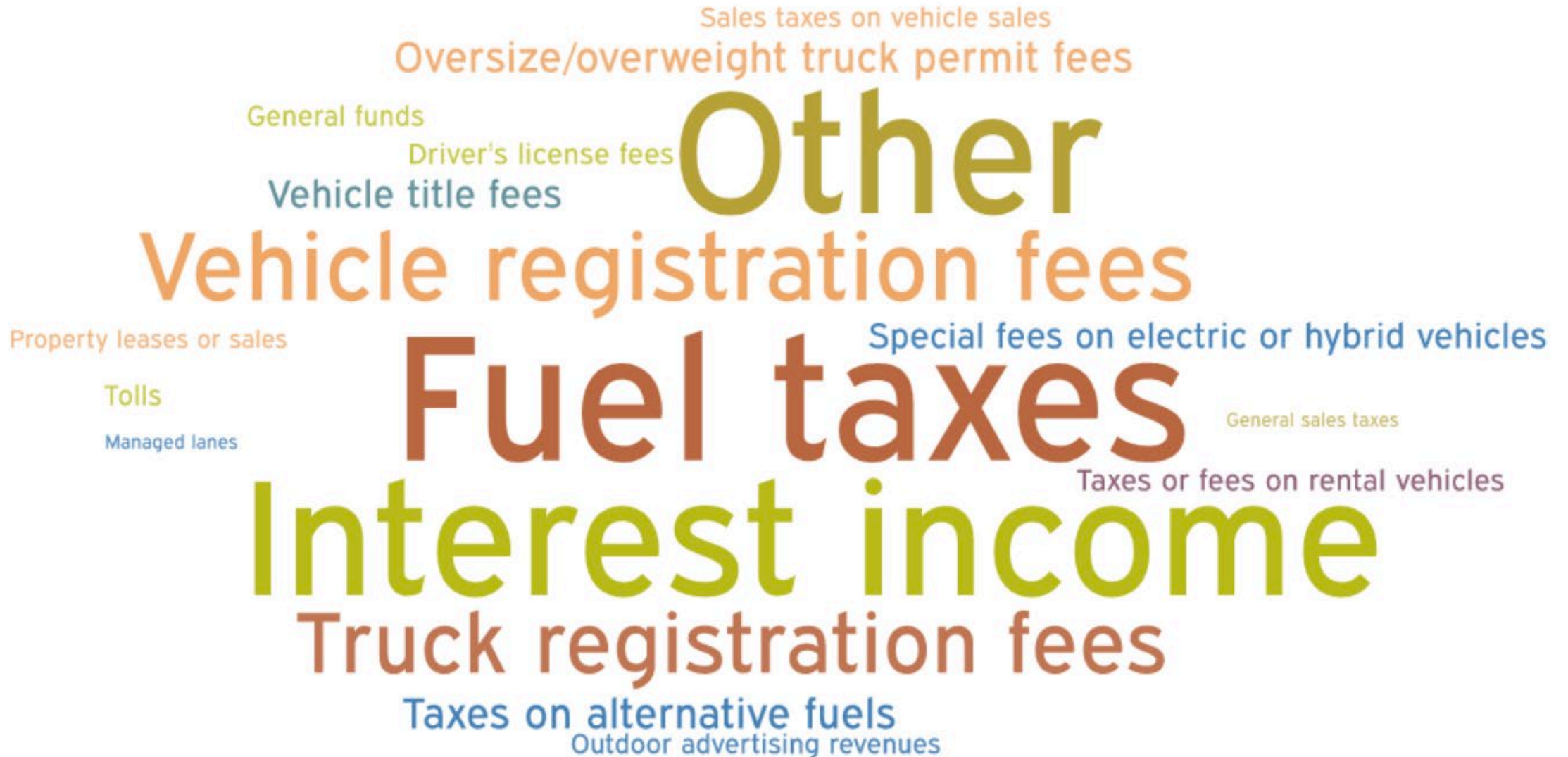
Mileage-Based Fees: Unlinking Revenues from Fuel Consumption

State Road Usage Charges and Weight-Distance Taxes

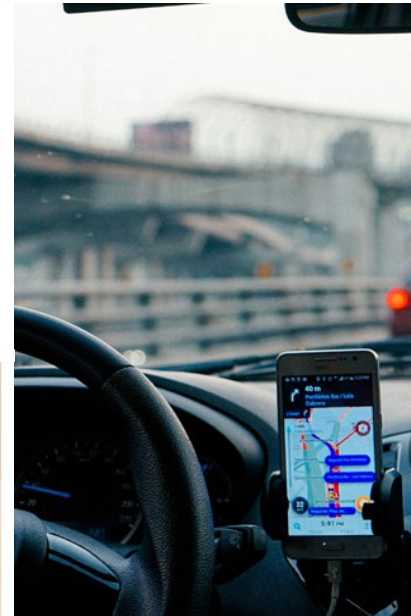
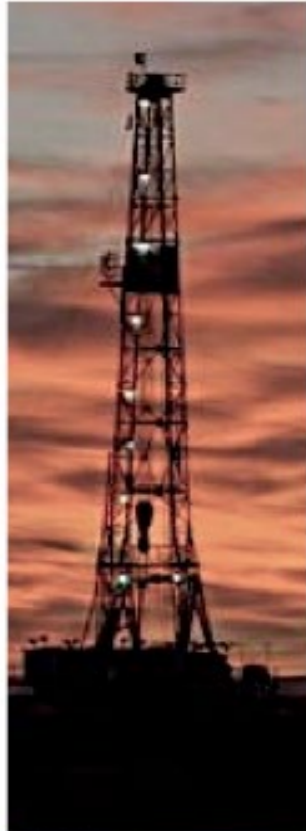


* As of Jan. 1, 2022, the proceeds from Utah's road usage charges are being used for administrative costs.

Questions Asked and Answered: Key Findings from the New Edition



Theme: Flexibility and Diversification of Revenue Sources



Theme: Flexibility and Diversification of Revenue Sources

- Advertising revenues (other)
- Aircraft registration fees
- Airline property taxes
- Alternative fuel vehicle fees
- Cap-and-Trade Program revenues
- Casino, gambling, gaming, or wagering taxes
- Cigarette taxes
- Commercial vehicle inspection fees
- Congestion pricing or variable tolling on managed lanes
- Contractor's taxes
- Corporate income taxes
- COVID-19 rainy day funds
- Damages from oil spill litigation
- Documentary stamp and state recordation taxes
- DOT-generated revenues (other)
- Driver and vehicle record information fees
- Driver's license and state ID card fees
- Electric power taxes
- Emission inspection fees
- Fees for copies of licenses and registrations
- Fines for truck size and weight violations
- Fines for use of mobile devices while driving
- Franchise taxes on transmission and transportation companies
- Fuel taxes
- General funds
- General sales taxes
- "Good driver" surcharges
- Governmental services taxes
- Hotel fees
- Horizontal drilling waste assessment fees
- Individual income taxes
- Industrial use highway permit fees
- Interest income
- Leases of rights-of-way
- Legislative appropriations
- License plate and license tag fees
- Lubricating oil taxes
- Marijuana excise taxes
- Misc. fees, fines, and taxes (other)
- Mineral royalties
- Mineral and natural gas severance taxes
- Motor carrier license fees
- Motor carrier road taxes
- Occupational and business licensing fees
- Off-road vehicle fees
- Oil and gas production taxes
- Outdoor advertising revenues
- Oversize/overweight truck permit fees
- Overweight truck taxes
- Parking excise taxes
- Passenger carrier excise taxes
- Passenger rail station sponsorship
- Passenger vehicle registration fees and taxes
- Passenger vehicle title fees
- Permit fees (other)
- Petroleum cleanup fees
- Petroleum inspection fees
- Petroleum Inspection Fund revenues
- Pilot license fees (watercraft)
- Pine timber sales
- Property leases, sales, and rentals
- Public-private partnership lease concessions
- Rail regulation fees
- Railroad property taxes
- Rental vehicle fees or surcharges
- Rest area food or fuel concessions
- Rest area sponsorship
- Restricted reserve funds
- Rights-of-way user fees, charges, and penalties
- Road usage charges
- Sales of confiscated fuel
- Sales taxes on vehicle parts, tires, and accessories
- Sales taxes on vehicle sales and leases
- Sales taxes on vehicle subscription services
- Special fees on alternative fuel vehicles
- Special fees on electric or hybrid vehicles
- Special fees on heavy vehicles
- State insurance premiums taxes
- State lottery revenues
- Studded tire fees
- Taxes and fees on car-sharing services
- Taxes on alternative fuels
- Taxes on aviation fuels
- Taxes on fuels for certain non-highway use
- Taxes on motor lubricants and lubricating oils
- Tolls
- Traffic fines
- Train-mile taxes
- Transportation improvement fees
- Transportation network company (TNC) fees
- Trip taxes (foreign-based motor carriers)
- Truck and commercial driver-related fees (other)
- Truck permit fees (other)
- Truck registration fees
- Vehicle dealer license fees
- Vehicle inspection fees
- Vehicle weight taxes and fees
- Weight-distance taxes (trucks)
- Wholesale liquor contract revenues

What Has Changed Since 2016?

- ◆ Changes to governance models
- ◆ Expanded DOT roles
- ◆ Increased and new revenue sources
- ◆ Authorizations of finance tools and alternative procurement methods
- ◆ Trust funds and lockboxes
- ◆ Studies and commissions
- ◆ Impacts of COVID-19
- ◆ New federal legislation

How Can I Find Out More?



Jaime Rall

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