

Washington Research Council

= Special Report =

November 1989

Transportation Finance in Washington State

Introduction and Overview

Washington state and local governments spent \$1.9 billion on transportation programs in fiscal year 1988 (FY 88), including state highways, city streets, county roads and ferries, local mass transit, State Patrol, vehicle licensing and the state ferry system. Spending by state government represents about 45 percent of this amount. This spending level compares with total general spending by the state, cities and counties in Washington in FY 87 of about \$8.3 billion and represents a 46 percent inflation-adjusted increase over transportation spending of \$709 million in FY 78. That is faster than growth in state personal income (27 percent adjusted for inflation) and population (19 percent).

Real growth in spending by the Washington State Department of Transportation (DOT) of 35 percent was slower over the 11-year period than the 46 percent growth in total transportation spending. Growth in total transportation spending was spurred, in major part, by increasing commitments to transit operations and capital at all levels of government. From FY 78 to FY 88 transit spending overall grew 188 percent after adjusting for inflation, from \$82 million to \$434 million. In comparison, the number of people riding buses grew about 57 percent, the money they paid in bus fares grew by only 20 percent, adjusted for inflation, and the number of bus passengers per route mile actually declined by 56 percent over the period. These circumstances resulted in an inflation-adjusted increase in operations spending per rider of 45 percent.

The state ferry system, 6 percent of total transportation spending and with real spending growth of 60 percent, also received a higher level of public subsidy over the period. Reversing the state's original policy of a self-sufficient system upon taking over ferries in the 1950s, dedicated funds from the motor vehicle excise tax (MVET) for ferries increased by an estimated inflation-adjusted 108 percent. This compares with an inflation-adjusted decline of 13 percent in revenues from the ferry farebox.

About 80 percent of transportation revenue is earmarked for transportation purposes — by the federal government, the state constitution or state statute. In addition, almost 50 percent of total transportation revenue is dedicated to specific types of highway construction, transit or marine spending, planning and the like. As a result, legislative discretion in transportation spending is reduced.

The purpose of this study has been to compile and analyze the fiscal history of transportation programs in

Washington. It examines the sources of revenue used to fund transportation programs and transportation spending by program for the 11-year period from FY 78 to FY 88. The figures presented represent all funds and include both operating and capital expenditures. Local government figures are collected on a calendar-year basis. Following the convention of the state DOT we show calendar year 1977 with FY 78, and so forth. The data used in this report were obtained from the state DOT.

Much of the complexity of transportation finance relates to the earmarked or dedicated nature of transportation revenue. Not only are funds dedicated to transportation, but they are further specified for use for road maintenance, road construction, transit, aeronautics or ferries. For this reason, special care has been taken to separate transportation revenue from transportation expenditures in this analysis.

The percentage change figures presented are adjusted for inflation over the period using the implicit price deflator for state and local government purchases of goods and services. In addition, revenue collections and spending are graphed against growth in state population and inflation-adjusted state personal income, in order to show these data in a more general economic context. Since population and personal income are not necessarily good indicators of growth in various transportation-related programs, other measures, like transit passengers, are also shown where available and appropriate.

This report examines transportation revenues, and their associated spending. The largest share, 35 percent in FY 88, goes to the state DOT and its major focus to date has been construction and maintenance of the state's highways. The DOT is also responsible for state ferries, planning and administration of public transportation programs (but not the actual systems), and a small aeronautics function.

Local governments also make up a significant portion of the total. Spending on county roads and city streets, \$605 million in FY 88, represented 32 percent of total spending.

Since the mid-1970s there has been a shift in public policy toward transit. Regional transit systems, largely administered at the local level, are also examined.

Finally, portions of the State Patrol and the state Department of Licensing (DOL) have responsibilities for highway-related activities. Revenue and spending associated with these activities are outlined here.

Revenue

Washington had \$1.8 billion for transportation programs in FY 88. That represents a 32 percent increase, after adjusting for inflation, from \$753 million in FY 78. Figure 1 shows that transportation revenue grew faster than both state population and personal income over the period. Transportation revenue comes from a variety of sources and levels of government. These are illustrated in table 1, figures 2 and 3, and discussed in more detail below.

Transportation Revenue Structure

Dedicated funds and user fees are commonly used to fund transportation programs. The "user-fee" concept assumes that those who benefit most from the service are the ones who should pay. Examples include the use of motor fuel taxes for highway purposes, road or bridge tolls, and ferry fares. Other revenue sources partially dedicated to transportation purposes — MVET or sales tax receipts for transit, for example — lack the same user-fee link.

With \$470 million in federal aid earmarked for specific programs or projects and \$405 million in state and local revenues dedicated to specific transportation purposes, legislative discretion may be applied to the remaining \$950 million (about 52 percent) of transportation revenues. And a portion of that amount must be used to match the state or federal funds.

In the following discussion, major transportation revenue sources are examined by the level of government at which they are levied and by fund. Pie charts at the beginning of

each section indicate the contribution each level of government or fund made to total transportation revenue in FY 88.



Federal Revenue

Revenue from the federal government, \$470 million in FY 88, is a significant source of transportation revenue. Over the period, revenue from this source increased 67 percent, after adjusting for inflation, and increased as a share of total transportation revenue from 20 percent to 26 percent. This increase in revenue is related to completion of the federal interstate system, as well as federal funding for transit-related activities, including the Seattle bus tunnel.

Congress established the Highway Trust Fund to finance construction and maintenance of the nation's roadways. Revenue from federal taxes on fuel, tires and tubes and new trucks, and weight fees for heavy vehicles constitutes 95 percent of the money deposited into the fund.

In 1916, the Federal-aid Road Act first provided federal funds for highways and established guidelines for distributing federal resources to the states. These guidelines are still used to determine the resources Washington receives from the federal government and include the following stipulations:

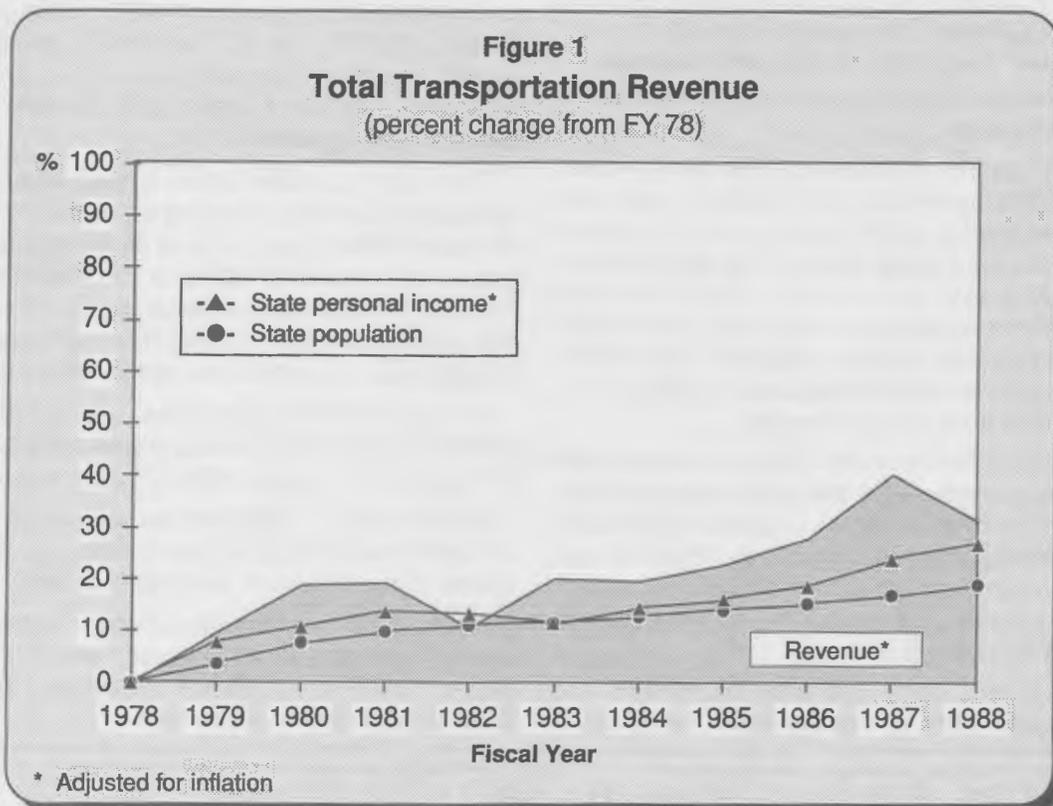


Table 1
Transportation Revenues
(thousands)

	FY 78	FY 88	FY 78-FY 88 Real Percent Change	FY 88 Percent of Total
Motor Vehicle Fund	\$457,046	\$1,013,192	20.4%	55.5%
Motor Fuel Tax	228,820	431,333	2.4	23.6
License Fees	70,860	153,696	17.8	8.4
Federal Aid	131,131	345,190	43.0	18.9
Bond Proceeds	7,000	30,688	138.2	1.7
Local Funds	5,640	5,280	(49.1)	0.3
Other/1	6,928	7,135	(44.0)	0.4
MVET (collection costs)	2,130	5,195	32.5	0.3
MVET (ferry-related)/2	4,537	34,675	315.2	1.9
Public Transportation	88,100	392,800	142.2	21.5
MVET	20,800	83,700	118.6	4.6
Farebox	17,900	39,700	20.5	2.2
Local Revenue	28,200	147,400	184.0	8.1
Federal	21,200	122,000	212.6	6.7
State Govt. General Fund/3	1,223	2,585	14.8	0.1
State	347	223	(65.1)	0.0
Federal	467	2,265	163.5	0.1
Local	409	97	(87.1)	0.0
Aeronautics Account	278	1,509	194.9	0.1
State Dedicated	277	1,333	161.4	0.1
Federal	1	176	9,461.9	0.0
Ferry Fund Operating Revenue	35,922	57,377	(13.2)	3.1
Locally Levied/4	170,141	357,682	14.2	19.6
For County Roads	77,301	166,472	17.0	9.1
For City Streets	90,882	189,248	13.1	10.4
For County Ferries	1,958	1,962	(45.5)	0.1
Total Revenues	\$752,710	\$1,825,145	31.7%	100.0%
Sources of Funds				
State	377,621	805,355	15.9	44.1
Federal	152,799	469,631	67.0	25.7
Local	222,290	550,159	34.5	30.1
Total Funds	\$752,710	\$1,825,145	31.7%	100.0%

1/Includes Hood Canal Bridge insurance proceeds in FY 80.

2/ 6 months of receipts in FY 78. Real increase of 108 percent, if FY 78 receipts are annualized.

3/ Excludes Mt. St. Helens dredge sites.

4/ Local figures are for calendar years 1977 to 1987.

- Federal aid is channeled through state transportation departments. The state DOT takes direct responsibility for implementing federal transportation programs.
- Federal aid must be matched with state or local funds. Federal transportation priorities in this way drive substantial portions of state and local transportation programs.
- Federal aid is distributed among the states by an apportionment formula, which was originally based on population and road mileage.

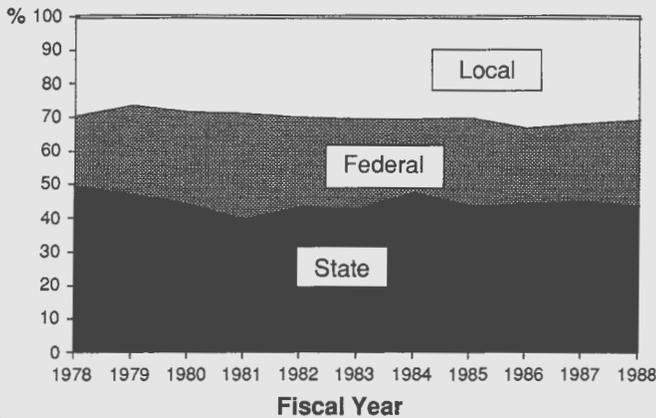
Federal funds also are distributed for public transportation.



State Revenue

The state generated \$805 million in revenue for transportation in FY 88. That's 44 percent of total transportation revenue and represents an inflation-adjusted increase of 16 percent over the period. At the state level, both dedicated and general fund taxes are used to finance transportation.

Figure 2
Total Transportation Revenue
(percent distribution by source)



Revenues are derived from the motor fuel tax (or gas tax), licenses, permits and fees, bonds, the motor vehicle excise tax (MVET), operations-generated revenue, like ferry farebox, and the state general fund.

The MVET is basically a general fund tax, part of which is used for transportation purposes. It is levied in lieu of a property tax on motor vehicles and is based on vehicle value.

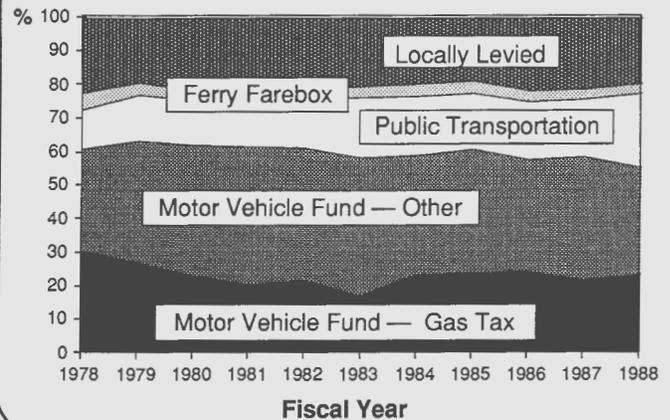
In addition to the state general fund, which receives at least 30 percent of collections, the MVET is distributed to cities (14 percent), counties (2 percent), state ferries (12 percent), the DOL (2 percent for administration) and local transit districts (up to 41 percent). In order to receive MVET revenue, the transit districts must match the MVET on a dollar-for-dollar basis with a local-option transportation tax. The unmatched distributions revert to the state general fund.



Revenue generated at the local level totalled \$550 million in FY 88, representing inflation-adjusted growth of 34 percent from FY 78. Over the period, revenue from this source varied between 26 percent and 33 percent of total revenue, ending the period at 30 percent.

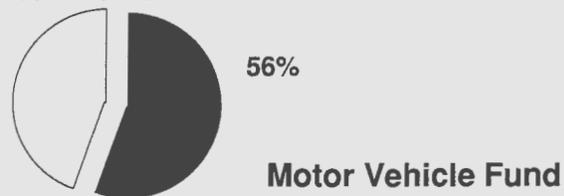
Cities and counties finance transportation programs from sources such as property taxes for county road districts and local-option sales and use taxes. Transit districts may levy a local-option sales tax of up to 0.6 percent. Voter approval is required to levy this tax. Local revenue also includes farebox revenue from local transit systems. Although it represents a small share of the work done on local roads, local governments will often reimburse the state for maintenance and construction work done by the Washington State DOT on locally owned rights of way.

Figure 3
Total Transportation Revenue
(percent distribution by fund)



Paying for Transportation Programs

Another way of looking at transportation revenue is in terms of how it flows through state or local coffers. Figure 3 shows how the fund sources varied as a share of total revenue between FY 78 to FY 88. The small pie charts at the beginning of each section indicate the relative contribution each fund or type of program made to total transportation revenue.



With FY 88 collections of \$1.0 billion, the single largest revenue category is the state motor vehicle fund, which includes revenue from state, federal and local sources. The motor vehicle fund represented 56 percent of transportation revenue in FY 88. Overall, revenues deposited in the motor vehicle fund increased 20 percent between FY 78 and FY 88, after adjusting for inflation.

Figure 4 shows how revenue flowing into the motor vehicle fund grew relative to growth in state personal income (an indicator of the overall state economy), the number of registered vehicles, and gasoline consumption. Vehicle registrations and gas consumption affect license fee and gas tax revenues, respectively. The slowed growth shown between FY 87 and FY 88 is partially the result of reduced federal participation. In addition, bond proceeds, which were unusually high in FY 87, returned to more normal levels in FY 88.

Ninety-two percent of the revenue flowing into this fund comes from three sources — the motor fuel tax (most of which is the gas tax and referred to here as the gas tax), license fees, and federal aid. Each is discussed in more detail below.

The gas tax is the most familiar source of state transportation revenue. FY 88 collections of \$431 million accounted for 24 percent of total transportation revenue and 43 percent of

revenue going into the motor vehicle fund. A portion of these collections is distributed to cities and counties for highway purposes. Over the period, gas tax collections kept up with inflation — increasing about 2 percent in real terms between FY 78 and FY 88 — because the tax rate doubled from 9 cents to 18 cents per gallon. The gas tax is based on the quantity purchased — gallons of fuel — rather than on the dollar value of the purchases. As a result, gas tax receipts are not expected to keep pace with growth in prices or inflation.

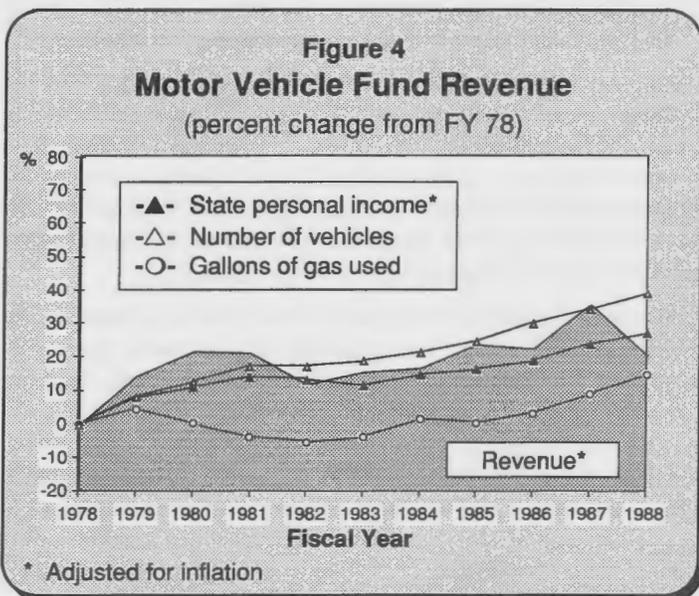
The present gas tax rate is 18 cents per gallon, and proposals to increase this amount are being debated currently by the legislature and the governor. Revenue from this source is dedicated to highway purposes by the 18th amendment of the state constitution. It is then allocated by statute to various state and local agencies and programs.

Federal aid, \$345 million in FY 88, is the second largest revenue source in the motor vehicle fund. It accounts for 19 percent of total transportation revenue and 34 percent of the

motor vehicle fund. Revenue from this source increased 43 percent, after adjusting for inflation, over the period, primarily due to funds for completion of the interstate highway system. These funds require state matching dollars.

License fee collections, \$154 million in FY 88, make up 8 percent of total transportation revenue and 15 percent of motor vehicle fund revenue. Revenue from this source increased 18 percent in real terms over the period. Licenses, fees and permits are collected on all vehicles operating in Washington, and include weight-related charges for heavy vehicles. This revenue source is also dedicated to highway purposes by the 18th amendment and is primarily used to fund the Washington State Patrol.

The remaining revenue flowing into the motor vehicle fund comes from bond proceeds (3 percent of the motor vehicle fund), reimbursements for state work done on local roads (less than 1 percent), MVET allocations to DOL for collection costs (less than 1 percent), MVET proceeds for ferries (3 percent), and miscellaneous revenue (less than 1 percent).



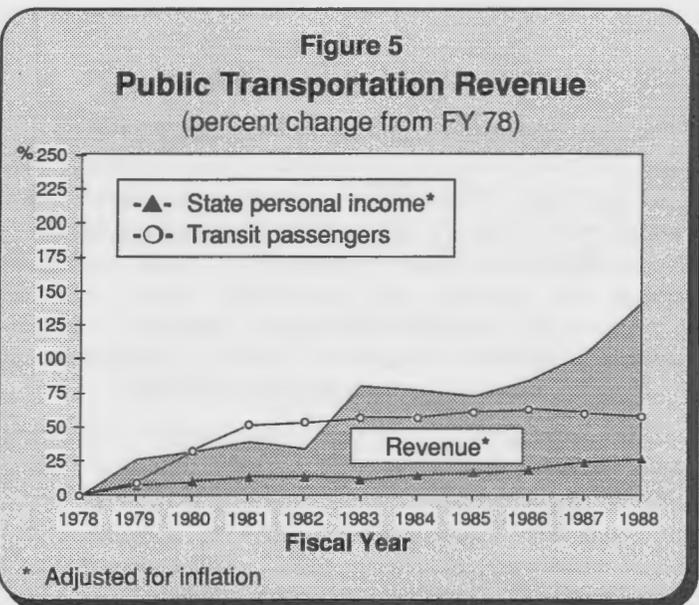
Public Transportation

Revenue for public transportation (primarily local transit systems) is the second largest revenue category, behind the motor vehicle fund, with \$393 million in FY 88. With inflation-adjusted growth of 142 percent over the period, it was also the fastest growing revenue category of any significance. (The fastest growing category was aeronautics — representing less than 1 percent of total revenue.)

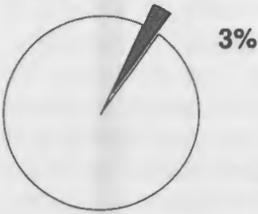
Figure 5 shows the increases in federal, state and local revenue for public transportation programs from FY 78 to FY 88. Public transportation revenue grew faster than personal income (27 percent) and transit ridership (57 percent).

Farebox revenue, the money paid directly by bus riders, was the slowest growing public transportation revenue source between FY 78 and FY 88, increasing only 20 percent after inflation. Farebox revenues declined from 20 percent to 10 percent of total public transportation revenue over the period. This decline was more than offset by an increase in the share of revenue coming from public subsidy. The share of transit revenue generated by the farebox varies by transit district and reflects policy decisions made by local transit districts.

MVET distributions for public transit increased an inflation-adjusted 119 percent from FY 78 to FY 88. In order to receive MVET distributions, transit districts must match the distributions with locally generated revenues. Local revenue, primarily sales tax collections, increased 184 percent after inflation. Some of the local revenue for public transit was related to the downtown Seattle bus tunnel and was necessary to match federal contributions. Federal contributions to transit projects in Washington increased 213 percent, after inflation.



The increase in public subsidy for transit reflects a public commitment at all levels of government to increasing the capacity of existing highway resources, providing low-cost transportation alternatives, and reducing environmental pollution.



Ferry Fares

Revenues generated by ferry operations — ferry fares and bridge tolls — totaled \$57 million in FY 88. Over the period cash from ferry fares decreased in real terms by 13 percent (see figure 6). The dip in 1980 is associated with the loss of toll revenue as a result of the failure of the Hood Canal Bridge. With the bridge failure, ferry ridership increased as people sought alternatives to the bridge. This is also seen in figure 6.

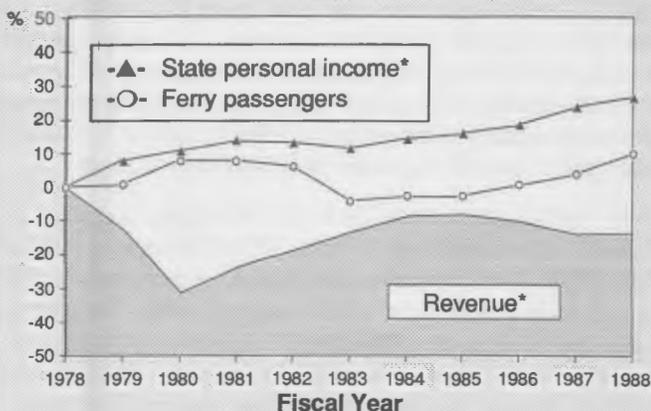
Total revenue for ferries has not declined, however. The ferry system receives a significant portion of its revenue from the MVET, as well as from the motor fuels tax, bond proceeds and license fee collections. This reflects a policy shift from a substantially self-supporting ferry system in the early years of state acquisition to one which is now substantially subsidized. Revenue from fares funds about half of ferry spending.



Locally Levied Revenue

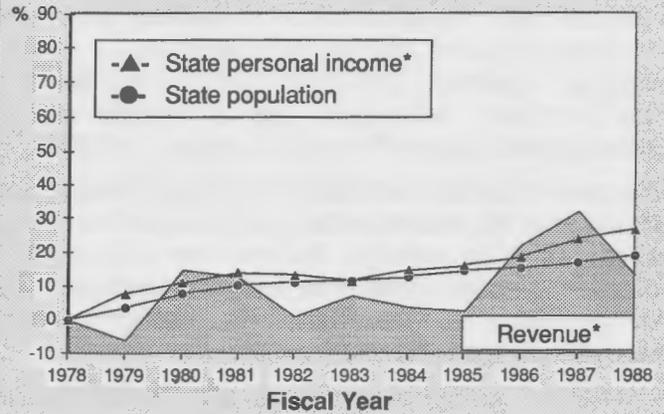
Cities and counties in Washington collected \$358 million in locally levied revenue for transportation purposes in 1987 (following the convention used by DOT, 1987 revenue is shown on table 1 under FY 88). That represents 20 percent of

Figure 6
Ferry Farebox Revenue
(percent change from FY 78)



* Adjusted for inflation

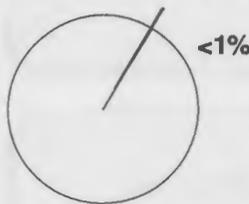
Figure 7
Locally Levied Revenue
(percent change from FY 78)



Note: Local data are for calendar years 1977 to 1987. Following DOT convention 1977 is shown with FY 78.
* Adjusted for inflation

total revenue and is 14 percent more, after adjusting for inflation, than was collected in 1977 (see figure 7). Most of this revenue goes to county roads and city streets, with less than 1 percent going to county ferries. Locally levied revenue for county roads increased 17 percent between FY 78 and FY 88, revenue for city streets increased 13 percent, and revenue for county ferries decreased about 45 percent.

Revenue levied for transportation at the local level is not necessarily dedicated revenue (general property taxes collected at the local level for county road districts may be diverted for other uses within those districts). The major revenue sources at the local level, and therefore the major funding sources for local transportation projects, include property taxes, sales and use taxes, business taxes and charges.



Other Revenue

The state government general fund and the aeronautics account are minor revenue categories, together accounting for less than 1 percent of total transportation revenue in FY 88. Federal grants from the Urban Mass Transportation Administration (UMTA) resulted in 163 percent growth in federal general fund revenues for transportation. State and local revenues in the general fund, however, declined by 65 percent and 87 percent, respectively. These revenues are in part the amounts necessary to match the federal funds.

Revenue for aeronautics increased by 195 percent over the study period, reflecting increases from state and federal sources. The program, however, remains a relatively minor portion of overall appropriations with total revenue of \$1.5 million. At the state level, aeronautics revenue comes from a tax on aviation fuel and pilot registration fees.

Expenditures

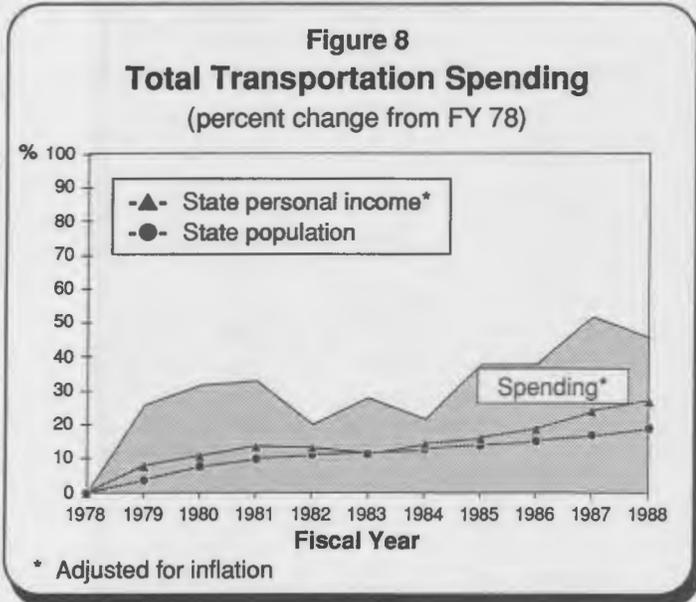
Washington spent \$1.9 billion on transportation in FY 88, 46 percent more than in FY 78, after adjusting for inflation. Table 2 compares transportation spending by program in FY 78 and FY 88. In figure 8 inflation-adjusted growth in transportation spending is shown against general economic growth, as



Washington State Department of Transportation

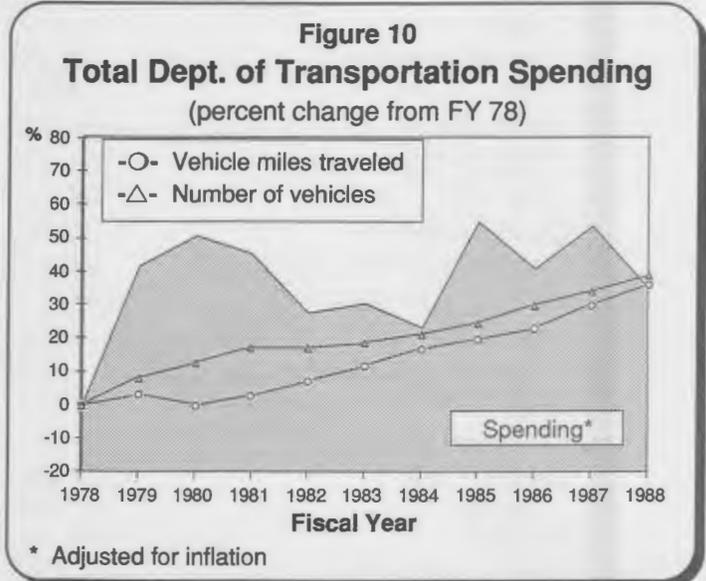
DOT was the largest state transportation agency in FY 88, with expenditures totaling \$666 million. Department spending increased 35 percent between FY 78 and FY 88, after adjusting for inflation (see figure 10). The pattern shown for the state DOT in figure 10 reflects the capital-intensive nature of the department's work, with peaks and valleys as major construction projects are undertaken and then completed. Figure 9 illustrates how the department's share of total transportation spending varied between FY 78 and FY 88, ending the period at 35 percent in FY 88.

Much of DOT's spending is for capital outlay — about 70 percent in FY 88 — because it is in the business of building roads. While most of the capital spending is for highways, capital outlay for ferry purchases also makes up a large portion of marine spending in some years.



measured by population and state personal income, over the period. Completion of the interstate system, growth in the number and size of transit systems, and construction of local streets and roads explain most of the growth. Figure 9 shows the distribution of transportation spending by program.

This discussion of transportation spending covers the state DOT, portions of the State Patrol and DOL, local transit, local government spending on city streets and county roads, county ferries, a number of small transportation agencies, and debt service. The following discussion reviews each of these categories. Pie charts at the beginning of each section indicate the share each category was of total spending in FY 88.



The following discussion reviews the major subcategories of DOT spending — highway construction and maintenance, marine, and administration and planning. For each of these categories, smaller pies are shown to indicate the percentage the subcategory represents of total DOT spending.



Highways

About 79 percent of DOT spending, \$529 million in FY 88, is for highways. Total spending on highway construction and

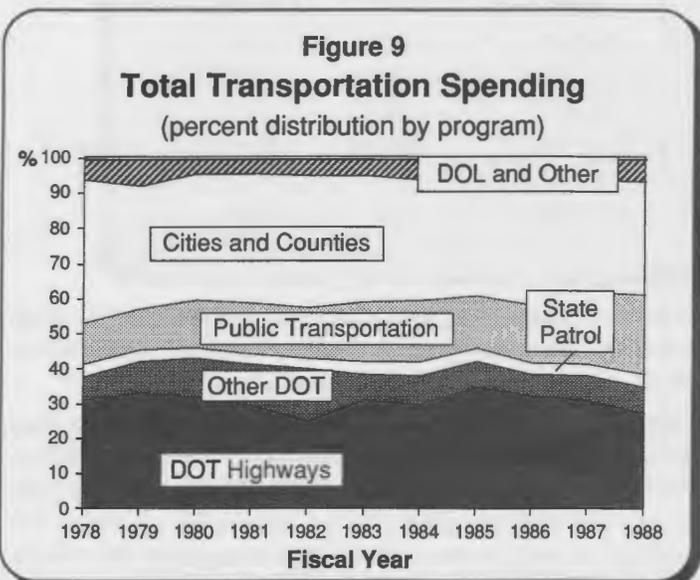


Table 2
Transportation Expenditures
(thousands)

	FY 78	FY 88	FY 78-FY 88 Real Percent Change	FY 88 Percent of Total
Department of Transportation	\$268,233	\$666,419	35.0%	35.0%
Total Highways	221,310	528,999	29.9	27.8
<i>Highway Construction (capital)</i>	169,295	445,253	42.9	23.4
<i>Management</i>	4,110	16,030	111.9	0.8
<i>4R — Cat. A</i>	60,549	89,968	(19.3)	4.7
<i>Interstate — Cat. B</i>	82,582	272,827	79.5	14.3
<i>State Highways — Cat. C</i>	17,798	63,591	94.1	3.3
<i>Other</i>	4,256	2,837	(63.8)	0.1
<i>Highway Maintenance</i>	52,015	83,746	(12.5)	4.4
Administration and Planning	8,023	22,555	52.7	1.2
Marine	38,673	113,761	59.8	6.0
<i>Marine Operations</i>	37,458	77,892	13.0	4.1
<i>Marine Capital</i>	1,215	35,869	1,503.9	1.9
Aeronautics	227	1,104	164.2	0.1
State Patrol	27,076	73,091	46.7	3.8
Department of Licensing	8,507	23,321	48.9	1.2
Transit	81,961	433,800	187.5	22.8
<i>Transit Operations</i>	62,929	240,311	107.5	12.6
<i>Transit Capital</i>	19,032	193,489	452.3	10.2
City Streets¹	146,269	310,327	15.3	16.3
<i>City Street Operations</i>	90,076	163,573	(1.3)	8.6
<i>City Street Capital</i>	56,193	146,754	41.9	7.7
County Roads¹	140,690	294,261	13.6	15.5
<i>County Road Operations</i>	99,357	194,741	6.5	10.2
<i>County Road Capital</i>	41,333	99,520	30.8	5.2
County Ferries¹	1,859	2,312	(24.3)	0.1
<i>County Ferries Operations</i>	842	2,031	31.0	0.1
<i>County Ferries Capital</i>	817	281	(81.3)	0.0
Other Agencies	1,617	7,363	147.4	0.4
Debt Service	32,806	92,323	52.9	4.9
<i>Principal</i>	12,060	35,065	58.0	1.8
<i>Interest</i>	20,746	57,258	49.9	3.0
Total Expenditures	\$708,818	\$1,903,217	45.9%	100.0%
<i>Total Operations</i>	420,933	982,051	26.8	51.6
<i>Total Capital</i>	287,885	921,166	73.8	48.4

¹/ Local figures are for calendar years 1977 to 1987.

maintenance increased 30 percent after inflation between FY 78 to FY 88. During the same period, net fuel consumption (total consumption minus non-highway use) increased 15 percent — from 2.1 billion to 2.4 billion gallons a year. As shown in figures 10 and 11, highway usage, as measured by vehicle miles traveled, increased 36 percent — from 29 billion to 39 billion miles a year — and the number of registered vehicles increased 39 percent — from 2.7 million to 3.8 million vehicles. About 84 percent of highway spending is for capital

projects. Figures 11 and 12 show how highway construction spending varies more year to year than spending on maintenance, due to cash flow demands on major projects.

With the exception of Category C highway programs (see glossary, page 13), most of the revenue for highway construction, 80 to 90 percent, comes from the federal government. Although the federal government periodically changes the definition of what is included in these categories, the effects on the numbers shown are relatively minor.

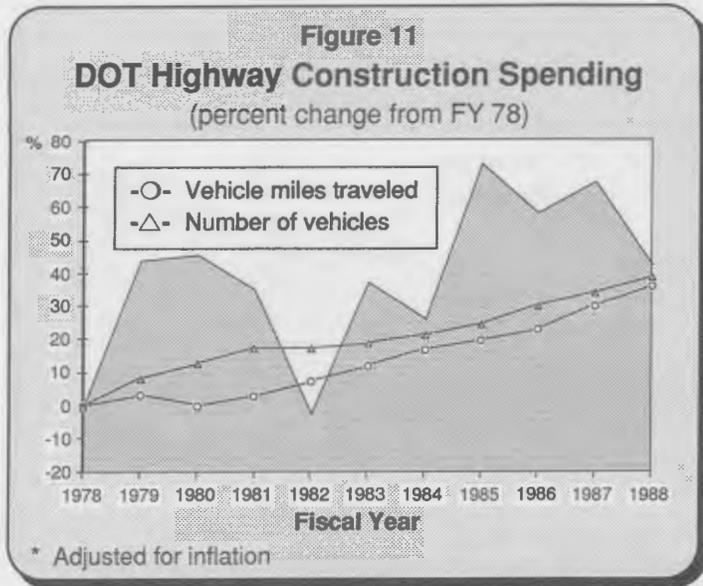
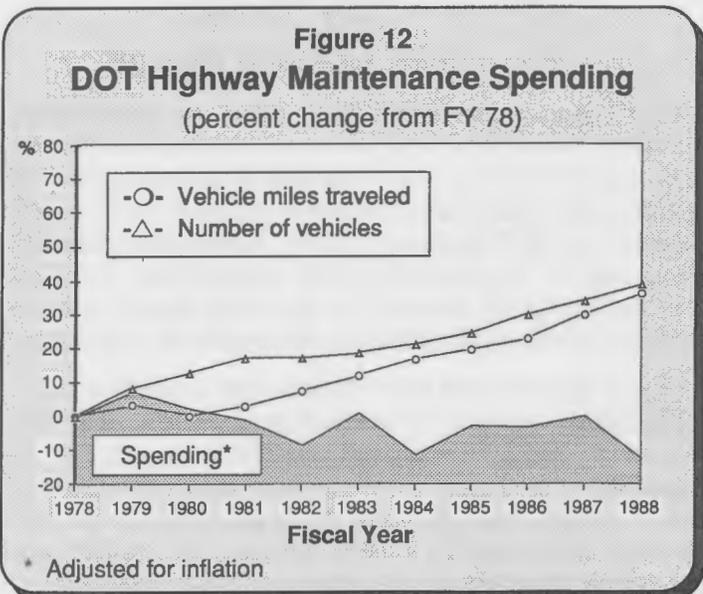


Figure 11 illustrates the real growth in the highway construction programs, compared to growth in vehicle miles traveled and the number of registered vehicles. The major highway construction programs are the 4R program (Category A), interstate construction (Category B), and state-only capacity improvement projects (Category C).

Spending on the 4R program — reconstruction, resurfacing, restoration, rehabilitation and safety — \$90 million in FY 88, accounted for 17 percent of highway spending. Spending on this category declined 19 percent over the period.

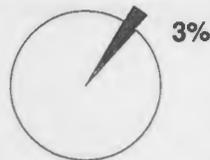
Interstate projects are the largest category of highway spending, about 52 percent of total highway spending, with expenditures of \$273 million in FY 88. Spending on interstate projects increased 80 percent over the period. This increase is associated with completion of the interstate highway system, and specifically construction costs of I-82 and I-182 in the early years, and I-705 and the I-90 connection to I-5 between FY 83 and FY 88. About 90 percent of the funding for



these projects comes from the federal government, according to DOT.

Projects to improve the capacity of state highways not eligible for federal funding experienced 94 percent growth in inflation-adjusted spending over the period. Spending on these projects in FY 88 was \$64 million, about 12 percent of total highway spending.

Spending for general highway maintenance, \$84 million or 16 percent of all highway spending in FY 88, declined 13 percent in real terms over the period. As figure 12 demonstrates, spending on maintenance activities is much less volatile than construction. Some of the decline shown may be related to the changing definition of maintenance over time and what the federal government will fund.



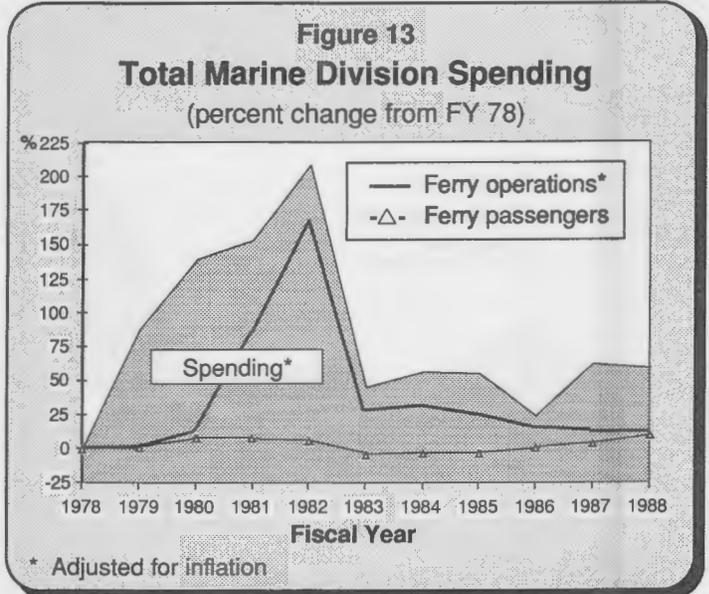
Administration and Planning

DOT spent \$23 million for general administration and planning in FY 88. That represents 3 percent of DOT spending and is 53 percent higher than spending in FY 78, after adjusting for inflation. This increase reflects, in large part, federal funds from UMTA for public transportation.



Ferry System

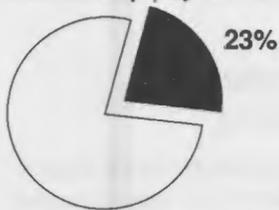
Spending by the marine division of DOT, which operates the state ferry system, was \$114 million in FY 88, representing a 60 percent increase, after inflation, over the period. Figure 13 traces the change in ferry spending from FY 78 to FY 88 and compares the change in ferry spending to the change in the number of passengers carried. The peak in the early 1980s is related to construction of the Issaquah-class ferries and an increase in ferry runs as a result of the Hood Canal Bridge



failure. Ferry ridership increased about 10 percent over the period, from 17.6 million to 19.4 million passengers. Inflation-adjusted operations spending per rider increased 3 percent.

Over the period revenue from ferry fares declined as a percentage of marine spending — 93 percent in FY 78 to 50 percent in FY 88. The increase in public subsidy for the ferry system represents a departure from original state policy. When the state acquired the ferry system from private operators in the 1950s, the purchase was qualified by a clause stating that the ferries would generate their own revenue through user fees.

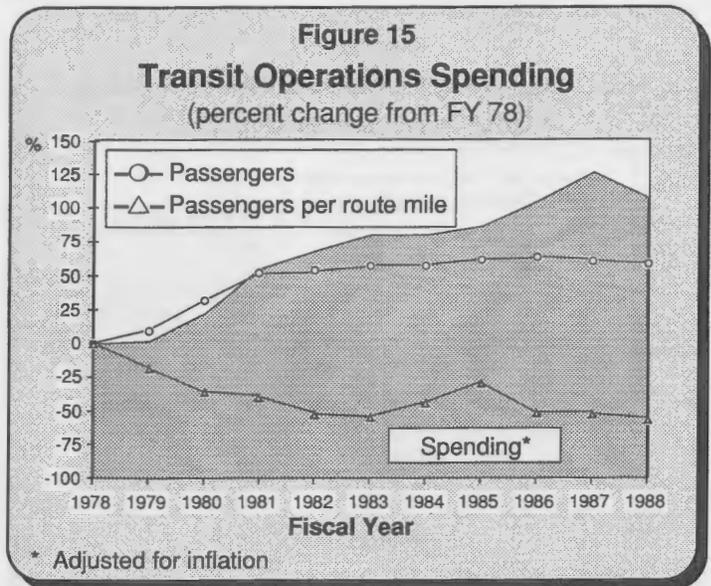
In the early history of state management this policy prevailed for operating and capital funds. Over time, however, state support has increased, first for capital to build ferries and later to help pay for an increasing percentage of operations.



Transit

Reflecting a policy choice at all levels of government, transit spending was the fastest growing area of transportation spending between FY 78 and FY 88. Environmental, welfare, economic and transportation efficiencies worked together during the 1970s and early 1980s to make transit an attractive policy choice. With inflation-adjusted growth of 188 percent over the period, local transit districts spent \$434 million in FY 88, representing 23 percent of total transportation spending. This compares with spending in FY 78, when transit represented 12 percent of the total.

Figures 14 and 15 trace changes in transit spending (capital and operations) between FY 78 and FY 88, along with the number of passengers carried and the number of passengers carried per mile of bus route. Ridership on public transit systems increased 57 percent, from 63 million to 99 million



passengers carried. That is substantially less than the increase in inflation-adjusted spending, and ridership per route mile fell by 56 percent. On a per-rider basis, inflation-adjusted spending on operations increased 45 percent between FY 78 and FY 88.

Transit operations spending increased 107 percent over the period and spending on capital projects increased 452 percent. The increase in spending was due largely to growth in the number of transit systems in operation during the period and Seattle bus tunnel construction in recent years (this is particularly evident on figure 14). Over the period the number of transit systems in the state increased 50 percent, from 14 to 21. Major capital projects, such as the bus tunnel, may be paid for with funds accumulated over several years and expended in one or two years. The federal government provided a portion of the funds for the bus tunnel construction.



City Streets and County Roads

Washington's cities spent \$310 million on construction, maintenance and other activities related to streets in 1987 (on graphs as FY 88). This was 16 percent of total transportation spending and represents an inflation-adjusted increase of 15 percent over 1977 spending of \$146 million (see figure 16). About half of this spending is for construction. Inflation-adjusted growth in construction spending was 42 percent over the period, while operations decreased by 1 percent.

County governments spent \$294 million on roads in 1987, representing 15 percent of total transportation spending. This was up 14 percent after adjusting for inflation (see figure 17), and slower than recent growth in state population and personal income. About one-third of this spending was for construction, which grew 31 percent (adjusted for inflation) over the period. Spending on operations increased 6 percent.

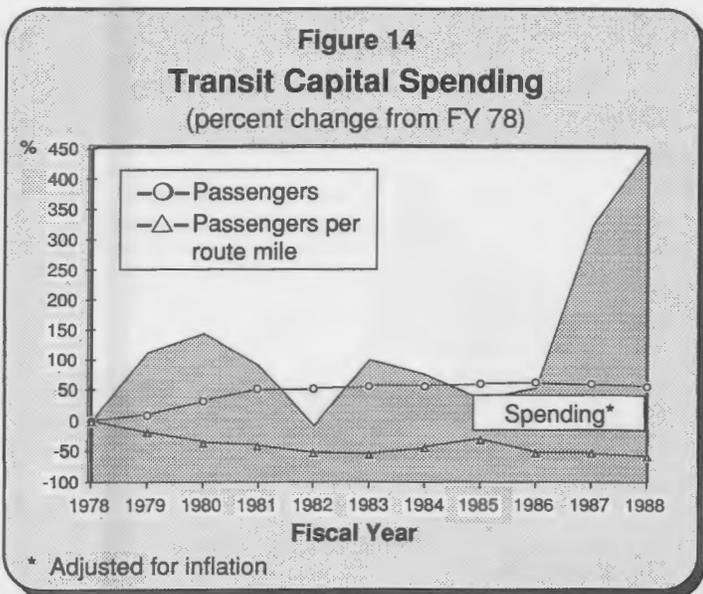
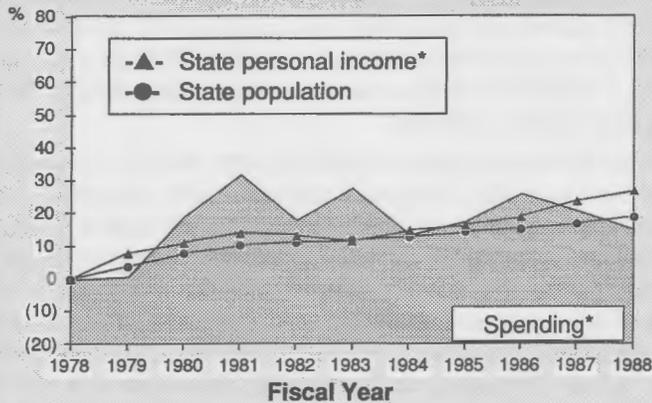
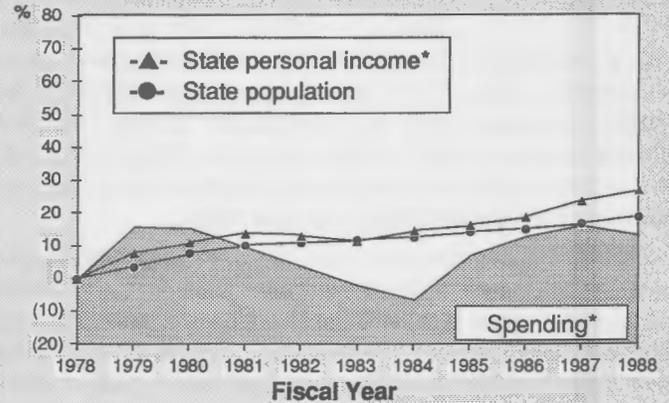


Figure 16
Total City Street Spending
(percent change from FY 78)



Note: Local data are for calendar years 1977 to 1987. Following DOT convention, 1977 is shown with FY 78.
* Adjusted for inflation

Figure 17
Total County Road Spending
(percent change from FY 78)



Note: Local data are for calendar years 1977 to 1987. Following DOT convention, 1977 is shown with FY 78.
* Adjusted for inflation



<1%

County Ferries

Four counties in Washington — Pierce, Skagit, Whatcom and Wahkiakum — operate local ferry systems. They represent about 0.1 percent of total transportation spending with annual expenditures of about \$2 million. Overall spending in this area decreased 24 percent between 1977 and 1987, after adjusting for inflation. In addition to passenger fares, the counties receive funding from the state to support the ferries.



5%

Debt Service

The state spent about \$92 million servicing transportation debt in FY 88, an inflation-adjusted increase of 53 percent over the period. Debt service remained a relatively constant percentage of total transportation spending over the period, at about 5 percent, while it increased as a share of gas tax receipts, from 14 percent in FY 78 to 21 percent in FY 88.

Since 1972, bonds sold for highway purposes have been motor fuel tax general obligation bonds. Debt service payments are made from gas tax revenues, but the bonds are ultimately backed by the full faith and credit of the state. There is no debt limit on the motor vehicle fund, as there is on the general fund. Bond sales appear as bond proceeds on table 1. Bonds are sold by the state finance committee at the request of the Transportation Commission. They are currently being issued for 20 years, with about \$1.0 billion in bonds currently outstanding or authorized but not issued. A substan-

tial portion of this debt is related to construction of freeways and state and local highways, as well as the purchase of the Issaquah-class ferries.



4%

State Patrol

With transportation-related expenditures of \$73 million, the State Patrol spent 47 percent more in FY 88 than in FY 78, after accounting for inflation. Transportation expenditures by the State Patrol accounted for 4 percent of total transportation spending in FY 88, about the same as in FY 78. State Patrol transportation activities are primarily related to traffic law enforcement and do not include significant capital expenditures. State Patrol activities related to general crime prevention and detection are not included in this discussion.



1%

Department of Licensing

DOL spent about \$23 million on transportation-related functions in FY 88. Many of the department's functions are not transportation related, and, therefore, are not included in this analysis. Increased data processing expenditures and an increase in the number of registered vehicles account for much of the 49 percent inflation-adjusted growth in spending at DOL over the period. Transportation-related spending by DOL was about 1 percent of total transportation spending in both FY 78 and FY 88. The activities funded include registration and titling of vehicles, as well as collection of transportation-related taxes and fees.

Summary and Conclusions

Transportation is a major function of state and local government in this state, representing about \$1.9 billion dollars in FY 88. Revenue for transportation grew 32 percent between FY 78 and FY 88 after adjusting for inflation, with a large portion of the growth coming in revenue from the federal government (67 percent). Much of the federal money was dedicated for specific purposes, such as construction of the interstate highway system and the Seattle bus tunnel. Revenue generated at the state and local levels grew more slowly, 15 percent and 34 percent respectively, over the period.

One of the important characteristics of transportation revenue is the dedicated nature of the funds. Earmarking for transportation programs removes general transportation from the priority-setting process to which education and welfare are subject. Often dedication will specify particular types of transportation (like transit or highways) for which funds must be spent.

Between FY 78 and FY 88 spending on transportation in the state exceeded inflation by 46 percent, growing from \$709 million to \$1.9 billion. Construction — building roads and bridges — plays a major role in transportation, more than most other areas of government. More than half of transportation spending in FY 88 was for construction. Non-capital activities include road maintenance and ferry and transit system operation. The state DOT, representing 35 percent of transportation spending, grew more slowly than total spending — 35 percent over the period, after adjusting for inflation. Spending on city streets and county roads, which represented about one-third of total spending in FY 88, grew 14 percent in inflation-adjusted terms over the period, while growth in transit spending over the period totalled 188 percent in inflation-adjusted terms.

Finally, at the end of the period examined, transit made up a larger portion of the spending pie than it did at the beginning. This is the result of bus tunnel construction and growth in the number of systems and miles of bus routes. Conversely, local spending declined as a percent of the total.

Revenue Issues

The future of transportation revenue is being debated currently. Part of the debate centers on the inelastic nature of the gas tax. Because the tax is based on the number of gallons of gas purchased, rather than on the dollar value of gas purchased, collection growth bears little relationship to economic growth. With more fuel-efficient vehicles, there has been a slowing in the growth of consumption. In the early 1980s, a variable gas tax was enacted, tied to the cost of the gas. Problems developed when the price of gas declined, and the state returned to a flat per-gallon rate. One potential solution to this issue was introduced during the 1989 session. It would have kept the per-gallon tax, but indexed the rate to inflation, as measured by the consumer price index.

An additional issue with the gas tax (as well as license fees) is earmarking of these revenue sources for highway purposes by the 18th amendment to the state constitution. The current definition of "highway purposes" does not include transit or rail

(although it does include the state ferry system), and motor vehicle fund revenues cannot be used to finance these other modes of transportation. Options discussed for funding these programs include broadening the constitutional definition of highway purposes to include other modes of transportation, getting rid of the constitutional earmarking altogether, or finding new revenue sources.

A few states treat transportation as a general fund program, and transportation programs compete with education and social services for appropriations from the same pot of money. However, most states do earmark at least a portion of their motor fuel tax receipts for transportation purposes. Earmarking of the motor fuel taxes for transportation has been accepted traditionally by public policy theorists, due to its user-fee nature. According to *Earmarking State Taxes*, a recent study by the National Conference of State Legislatures: "One of the main considerations in weighing the desirability of earmarking is the relationship, if any, between the revenue source and the designated spending program. When a tax (or user charge) is paid primarily by those who benefit from the government service, the case for earmarking is much stronger."

A related issue is one of equity — who pays and who benefits: Does each highway user pay his or her fair share? Should there be general fund support for transportation? Should state distributions of revenue to local governments be allocated based on the amount generated in the local government, the need for funds, population, or some other variable? There seems to be general agreement that the bigger and heavier the vehicle, the greater the wear-and-tear on the road and the more they should contribute as a class. It is difficult to establish the extent to which larger vehicles, primarily trucks, pay or don't pay their "fair share" to maintain the roads. As well, there are benefits to the general population to having highways, even if individuals do not drive on them or purchase gas. These includes the transport of goods to market, construction of sidewalks, and the use of roads by transit systems (which do not pay the gas tax).

Revenue for transportation is also a major issue at the local level. In cities and counties around the state, transportation competes with other general programs for funding and, as demands on local government budgets increase, pressure for additional revenue sources is increasing. As the report shows, growth in locally levied revenue for transportation exceeded inflation by about 14 percent over the last 11 years.

Future prospects for federal aid are uncertain. In recent years Washington has received about \$1.70 for every \$1.00 of transportation-related taxes its citizens have paid to the federal government, according to federal statistics. When the federal interstate system is completed in 1992, the 8 cent federal gas tax levied to fund its construction could be distributed to states based on the formula used for other highway programs. (The other 1 cent of federal gas tax is dedicated to transit.) This would probably result in a lesser return to Washington state — as little as 90 cents on the dollar by some estimates. This is because, as their infrastructure

ages, older, East Coast cities are likely to again receive an increasing share of federal support.

Finally, a significant revenue trend over the period was the decline in self-sufficiency of the state ferry system and local transit, made up by an increasing percentage of revenue from sources other than rider fares, such as MVET and sales tax receipts. One of the primary stalemates in the 1989 Legislature was a move to reduce the growth in revenues otherwise dedicated to transit by using MVET transit revenue growth in excess of inflation for general state transportation purposes.

Spending issues

Over time, the flow of money toward federal transportation priorities, combined with slow growth of gas tax receipts, has created a backlog of unfunded construction and maintenance project requests. The recent Road Jurisdiction Study concluded that the backlog of state and local road improvement and maintenance projects is between \$9 billion and \$13 billion. In addition, the study estimated that over the period from 1987 to 2000 additional revenue (over forecast collections) will be needed for roadway improvement and maintenance. The most obvious and immediate issue facing state and local officials is how to fund these projects. However, a related question, further complicating the debate, is what level or form of government should be responsible for generating the revenues and carrying out the programs. Currently there is no easy way for the governments in a region to jointly finance and complete a project without state involvement.

With the growth in public subsidy for transit and ferries, debate predictably is beginning to question whether the state and local governments can afford to continue subsidizing these programs, at the expense of maintaining roads.

The efficiency and cost-effectiveness of local transit systems, as well as the percent of public subsidy, varies around the state. The main split is between rural and urban routes. Some routes require little subsidy and transport people at a relatively low cost. Other routes, particularly in rural areas, have high per-passenger costs.

While some advocate high-capacity rail, construction of additional high occupancy vehicle (HOV or car pool) lanes, according to the state DOT, is a relatively less expensive and more immediately attainable solution to traffic congestion in the Puget Sound corridor. The degree of public utilization of these alternatives remains uncertain. And some suggest that the public favors transit, HOV lanes, etc., primarily to get others off the road, so that they can continue their private commutes.

So, the search for a "transportation solution" continues.

We've touched here on some of the critical and immediate choices facing the legislature. Among the items to be addressed are these: the inelasticity of the gas tax, the issue of dedicated funding (earmarking), an equitable allocation of transportation costs among highway users (and the related question of non-user beneficiaries), the declining role of federal funding, the rising spending on transit, and an aging infrastructure.

But, daunting as these issues may seem, they are part of a larger concern for issues of growth management and the division of responsibilities for local, regional and state governance. Solutions for transportation finance will address the growth which has already occurred. We, however, must also recognize that these same solutions will be instrumental in shaping the direction of future growth in Washington.

Glossary

Amendment 18 — State constitution was amended in 1944 to limit use of fuel tax and license fee revenues to highway purposes as designated in the amendment (see highway purposes).

Category A — Program provides for reconstruction, resurfacing, restoration, rehabilitation and safety projects on existing non-interstate state highways (sometimes referred to as the 4R program). Paid for in part by federal funds.

Category B — Also known as interstate highway construction program. Program provides for completion of the interstate system and for preservation and improvement of the currently completed segments.

Category C — Program supports major transportation improvements on the state highway system, including projects which add to the traffic-carrying capacity of the existing system. Category C projects do not receive federal funding.

Dedicated Fund or Tax — Fund or tax which is pledged, in statute or in the constitution, to a specific purpose and cannot be used for other purposes.

DOL — Department of Licensing

DOT — Department of Transportation

Earmarked — see dedicated fund

Farebox — Revenue from operations, includes farebox collections from passengers.

Gas Tax — As used here refers to motor fuel tax, which includes diesel fuel and other special fuel, as well as gasoline.

Highway Purposes — As defined by the 18th amendment to the state constitution includes:

- Operating, engineering and legal expenses connected with administration of public highways, county roads and city streets;

- Construction, reconstruction, maintenance, repair and betterment of highways, roads and streets, including costs of right of way purchases, installation of traffic signs and signals, state highway policing, operation of movable span bridges, and operation of ferries;

- Repayment of obligations for which dedicated revenues had been previously pledged;

- Motor vehicle fuel refunds; and

- Costs of collections of any dedicated revenues.

HOV Lanes — High occupancy vehicle lanes, used by car pools, van pools, and buses.

Motor Fuel Tax — Taxes on gasoline, diesel and special fuels.

Motor Vehicle Fund — Fund receiving dedicated highway revenues, used to support highway programs of the DOT, highway-related activities of other state agencies, and road and street programs of counties and cities.

MVET — Motor vehicle excise tax, a property tax based on the value of motor vehicles. This tax is collected by county auditors as part of the state fees required for vehicle licensing and is deposited, in part, in the state general fund. This tax is not subject to the 1 percent constitutional limit on regular property tax levies.

Public Infrastructure — Underlying foundation or basic framework required for public service delivery, including roads, water and sewer lines, and power lines.

Transportation Programs — Includes programs for air, water, transit and highway transportation.

UMTA — Urban Mass Transportation Administration, established as part of the U.S. Department of Transportation in 1968 to further state and local transit programs throughout the country.

Transportation Revenues (thousands)

	FY 78	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY78-FY88 Real Percent Change	FY88 Percent of Total
Motor Vehicle Fund	\$457,046	\$566,806	\$668,156	\$730,277	\$723,428	\$793,309	\$837,447	\$929,933	\$956,391	\$1,091,398	\$1,013,192	20.4%	55.5%
Motor Fuel Tax	228,820	244,448	248,666	244,250	257,560	236,169	333,043	364,043	397,826	409,861	431,333	2.4	23.6
License Fees	70,860	76,500	78,851	81,204	95,675	115,399	119,686	124,013	128,876	137,900	153,696	17.8	8.4
Federal Aid	131,131	194,272	244,290	316,903	286,209	303,764	259,910	363,068	332,458	365,794	345,190	43.0	18.9
Bond Proceeds	7,000	25,000	35,000	58,000	50,000	102,600	87,400	35,000	49,047	127,400	30,688	138.2	1.7
Local Funds	5,640	2,918	4,248	6,603	6,876	6,334	4,191	8,557	12,661	9,989	5,280	(49.1)	0.3
Other/1	6,928	8,506	42,385	4,868	9,017	9,750	11,315	12,774	9,413	10,049	7,135	(44.0)	0.4
MVET (collection costs)	2,130	2,508	2,576	3,000	3,008	3,051	3,560	3,751	4,387	5,067	5,195	32.5	0.3
MVET (ferry-related)/2	4,537	12,654	12,140	15,449	15,083	16,242	18,342	18,727	21,723	25,338	34,675	315.2	1.9
Public Transportation	88,100	121,500	140,200	161,500	167,300	238,900	245,700	250,900	277,500	316,400	392,800	142.2	21.5
MVET	20,800	21,300	28,200	33,300	43,800	49,500	54,200	59,100	65,700	75,500	83,700	118.6	4.6
Farebox	17,900	18,100	24,700	31,400	33,600	36,300	35,100	36,800	39,800	41,200	39,700	20.5	2.2
Local Revenue	28,200	38,200	38,900	48,000	67,000	95,500	110,400	119,400	128,100	135,900	147,400	184.0	8.1
Federal	21,200	43,900	48,400	48,800	22,900	57,600	46,000	35,600	43,900	63,800	122,000	212.6	6.7
State Govt. General Fund/3	1,223	2,074	1,553	4,248	3,466	4,697	2,171	3,339	2,517	3,275	2,585	14.8	0.1
State	347	513	422	427	317	898	202	351	224	348	223	(65.1)	0.0
Federal	467	837	1,107	3,650	3,105	3,756	1,934	2,855	2,196	2,796	2,265	163.5	0.1
Local	409	724	24	171	44	43	35	133	97	131	97	(87.1)	0.0
Aeronautics Account	278	520	1,845	(645)	226	934	462	987	1,020	1,418	1,509	194.9	0.1
State Dedicated	277	516	1,845	(659)	215	926	460	951	959	1,076	1,333	161.4	0.1
Federal	1	4	0	14	11	8	2	36	61	342	176	9,461.9	0.0
Ferry Fund Operating Revenue	35,922	34,088	29,708	36,106	41,312	46,861	51,655	54,535	55,095	54,455	57,377	(13.2)	3.1
Locally Levied/4	170,141	173,634	234,008	251,831	243,288	273,389	277,425	287,313	354,859	395,057	357,682	14.2	19.6
For County Roads	77,301	77,705	101,425	92,288	102,453	107,682	117,126	120,557	151,381	152,354	166,472	17.0	9.1
For City Streets	90,882	93,711	131,064	155,765	139,134	164,405	158,982	164,485	202,141	240,126	189,248	13.1	10.4
For County Ferries	1,958	2,218	1,519	3,778	1,701	1,302	1,317	2,271	1,337	2,577	1,962	(45.5)	0.1
Total Revenues	\$752,710	\$898,622	\$1,075,470	\$1,183,317	\$1,179,020	\$1,358,090	\$1,414,860	\$1,527,007	\$1,647,382	\$1,862,003	\$1,825,145	31.7%	100.0%
Sources of Funds													
State	377,621	426,033	479,793	475,945	515,987	581,396	679,863	673,245	733,250	846,994	805,355	15.9	44.1
Federal	152,799	239,013	293,797	369,367	312,225	365,128	307,846	401,559	378,615	432,732	469,631	67.0	25.7
Local	222,290	233,576	301,880	338,005	350,808	411,566	427,151	452,203	535,517	582,277	550,159	34.5	30.1
Total Funds	\$752,710	\$898,622	\$1,075,470	\$1,183,317	\$1,179,020	\$1,358,090	\$1,414,860	\$1,527,007	\$1,647,382	\$1,862,003	\$1,825,145	31.7%	100.0%

1/ Includes Hood Canal Bridge insurance proceeds in FY 80.

2/ 6 months of receipts in FY 78. Real increase of 108 percent if FY 78 receipts are annualized.

3/ Excludes Mt. St. Helens dredge sites.

4/ Local figures are for calendar years 1977 to 1987.

Transportation Expenditures (thousands)

	FY 78	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY78-FY88 Real Percent Change	FY88 Percent of Total
Dept of Transportation	\$268,233	\$413,360	\$485,772	\$514,471	\$485,538	\$525,982	\$519,291	\$684,075	\$645,142	\$725,553	\$666,419	35.0%	35.0%
Total Highways	221,310	325,292	360,190	369,054	302,360	427,407	407,813	565,792	543,968	592,298	528,999	29.9	27.8
Highway Construct. (capital)	169,295	264,636	296,342	301,231	234,771	348,641	335,231	482,551	457,866	500,551	445,253	42.9	23.4
Management	4,110	5,263	7,435	8,446	7,693	8,084	10,132	11,366	13,017	14,300	16,030	111.9	0.8
4R — Cat. A	60,549	109,174	87,999	86,235	88,270	114,363	90,264	133,780	111,178	131,853	89,968	(19.3)	4.7
Interstate — Cat. B	82,582	110,733	163,646	192,007	116,694	185,261	182,038	258,924	250,743	287,511	272,827	79.5	14.3
State Highways — Cat. C	17,798	36,930	35,001	15,256	20,589	37,454	49,449	74,743	76,824	64,414	63,591	94.1	3.3
Other	4,256	2,536	2,261	(713)	1,525	3,479	3,348	3,738	6,104	2,473	2,837	(63.8)	0.1
Highway Maintenance	52,015	60,656	63,848	67,823	67,589	78,766	72,582	83,241	86,102	91,747	83,746	(12.5)	4.4
Administration and Planning	8,023	8,509	13,518	15,302	13,569	13,959	15,842	18,032	17,796	20,992	22,555	52.7	1.2
Marine	38,673	79,064	111,569	129,257	169,224	84,075	95,161	99,014	82,611	111,093	113,761	59.8	6.0
Marine Operations	37,458	41,125	50,905	91,624	142,091	71,697	77,018	76,805	73,697	74,265	77,892	13.0	4.1
Marine Capital	1,215	37,939	60,664	37,633	27,133	12,378	18,143	22,209	8,914	36,828	35,869	1,503.9	1.9
Aeronautics	227	495	495	858	385	541	475	1,237	767	1,170	1,104	164.2	0.1
State Patrol	27,076	30,264	34,138	35,531	37,848	55,152	57,455	59,618	60,347	62,847	73,091	46.7	3.8
Department of Licensing	8,507	9,118	9,509	10,655	11,864	13,143	14,013	19,621	20,568	25,794	23,321	48.9	1.2
Transit	81,961	114,100	149,400	177,000	175,300	228,200	231,100	236,000	271,000	393,500	433,800	187.5	22.8
Transit Operations	62,929	70,130	93,107	128,375	150,015	170,304	178,327	193,637	220,629	251,108	240,311	107.5	12.6
Transit Capital	19,032	43,970	56,293	48,625	25,285	57,896	52,773	42,363	50,371	142,392	193,489	452.3	10.2
City Streets¹	146,269	159,486	209,049	254,256	244,616	280,923	259,950	282,620	314,900	311,151	310,327	15.3	16.3
City Street Operations	90,076	94,858	105,855	127,271	124,284	144,434	140,605	149,093	168,117	177,821	163,573	(1.3)	8.6
City Street Capital	56,193	64,628	103,194	126,985	120,332	136,489	119,345	133,527	146,783	133,330	146,754	41.9	7.7
County Roads¹	140,690	176,748	195,159	203,125	206,706	207,481	206,481	248,134	271,762	287,912	294,261	13.6	15.5
County Road Operations	99,357	114,134	138,762	139,645	148,738	150,330	152,806	168,520	180,465	190,949	194,741	6.5	10.2
County Road Capital	41,333	62,614	56,397	63,480	57,968	57,151	53,675	79,614	91,297	96,963	99,520	30.8	5.2
County Ferries¹	1,659	2,554	1,861	4,096	2,021	1,631	1,663	2,623	1,678	2,927	2,312	(24.3)	0.1
County Ferries Operations	842	1,155	1,259	1,568	1,501	1,604	1,663	1,636	1,678	1,649	2,031	31.0	0.1
County Ferries Capital	817	1,399	602	2,528	520	27	0	987	0	1,278	281	(81.3)	0.0
Other Agencies	1,617	1,766	2,197	1,851	2,293	3,334	5,552	5,078	7,775	9,231	7,363	147.4	0.4
Debt Service	32,806	63,413	35,836	38,229	40,815	45,858	58,741	68,979	76,285	77,643	92,323	52.9	4.9
Principal	12,060	12,855	13,995	15,400	16,720	17,975	20,620	23,035	25,490	27,525	35,065	58.0	1.8
Interest	20,746	50,558	21,841	22,829	24,095	27,883	38,121	45,944	50,795	50,118	57,258	49.9	3.0
Total Expenditures	\$708,818	\$970,809	\$1,122,921	\$1,239,214	\$1,207,001	\$1,361,704	\$1,354,246	\$1,606,748	\$1,669,457	\$1,896,558	\$1,903,217	45.9%	100.0%
Total Operations	420,933	495,623	549,429	658,732	740,992	749,122	775,079	845,497	914,226	985,216	982,051	26.8	51.6
Total Capital	287,885	475,186	573,492	580,482	466,009	612,582	579,167	761,251	755,231	911,342	921,166	73.8	48.4

1/ Local figures are for calendar years 1977 to 1987.

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