

Nevada Sustainable Transportation Funding Strategies Project

Advisory Working Group Meeting

September 14, 2021

Meeting locations (with live video connection):

Nevada Department of Transportation Headquarters Building 3rd Floor Conference Room 1263 S. Stewart St Carson City, Nevada	Nevada Department of Transportation District I Headquarters Conference Room 123 East Washington Ave Las Vegas, Nevada
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AWG September 14 Meeting Welcome and Roll Call

Welcome and Roll Call

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AWG September 14 Meeting Public Comment Period

Public comment period

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AWG September 14 Meeting Approval of Minutes

Approval of the minutes from August 10, 2021, Meeting

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AWG September 14 Meeting Preview of meetings

Preview of the day and future meeting topics

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AWG September 14 Meeting Preview of meetings

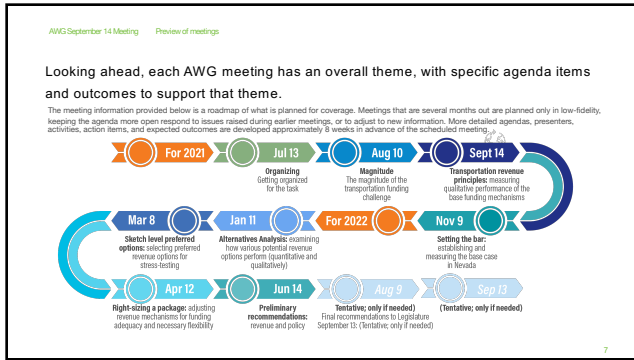
Preview of today's meeting

Theme: developing principles to guide the evaluation and selection of transportation revenue mechanisms

- Scan transportation revenue sources used around the U.S.
- Review Nevada's transportation revenue sources – including a closer look at the mid and long-term outlook for the gas tax in Nevada
- Briefing on the state of play for transportation electrification in the U.S. – and programs in Nevada to support the transition
- Facilitated discussion: identifying transportation revenue principles to guide the evaluation and selection of sustainable funding mechanisms that are a best fit for Nevada.

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AWG September 14 Meeting Preview of meetings

The September AWG meeting agenda was developed in August. The November AWG meeting agenda is under development now.

About eight (8) weeks ahead of an AWG meeting, we begin building the draft meeting agenda in greater detail. The September and November 2021 AWG meetings shown below illustrate how the meeting topics, activities and expected outcomes come into sharper focus as the dates approach.

For September 14 AWG Meeting:

- Brief history of this sustainable transportation revenue proposals (including SCR 3 and subsequent legislative action; other analogous or related efforts like county local option)
- Transportation taxes, fees, charges, and assessments used in other states
- The future of motor fuel tax revenue collections in Nevada
- State of play: transportation electrification in the U.S.
- Development of Guiding Principles for considering new transportation revenue sources in Nevada

For November 9 AWG Meeting:

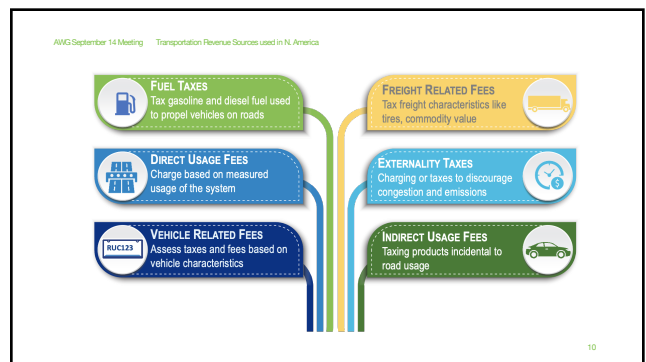
- Examine results of base case analysis: motor fuels tax
- Review fuel tax indexing in Nevada and elsewhere: advantages, drawbacks, and alternatives
- Application of AWG-selected principles to existing Nevada transportation revenue mechanisms
- Presentation on two funding models: Utah road usage charge program and NRDC-proposed road usage charge concept
- Examine flexible funding sources for non-highway projects

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AWG September 14 Meeting Transportation Revenue Sources used in N. America

Transportation Revenue Sources used in N. America

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AWG September 14 Meeting Transportation Revenue Sources used in N. America

Fuel taxes

First enacted in 1919 in Oregon, all 50 states and the federal government tax diesel and gasoline with the policy purpose of generating revenue, primarily or entirely to fund roads and bridges

- Flat per-gallon fuel excise tax
- Excise tax with inflation index on per-gallon rate
- Variable-rate tax based on the price of fuel
- Excise fuel tax with fuel efficiency index on per-gallon rate
- County-option fuel taxes
- Retail sales tax on fuel

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AWG September 14 Meeting Transportation Revenue Sources used in N. America

Per-gallon fuel excise

Thank you for visiting YOUR REGISTRATION GAS STATION ANYWHERE IN NEVADA 555-555-5555

PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.25
FUEL SALE	\$ 35.00
TAX	\$ 2.50
TOTAL	\$ 37.50

09/14/2021 09:45:54

Thank you for your business. Please come again!

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Per-gallon fuel excise only

Thank you for visiting YOUR NEIGHBORHOOD GAS STATION ANYWHERE, NV 89100 555-555-5555	
PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.25
FUEL SALE	\$ 35.00
TAX	\$ 2.50
TOTAL	\$ 37.50

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Excise tax with inflation index on per-gallon rate

Assume 4% inflation index from 2021 to 2022

Thank you for visiting YOUR NEIGHBORHOOD GAS STATION ANYWHERE, NV 89100 555-555-5555	
PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.26
FUEL SALE	\$ 35.00
TAX	\$ 2.60
TOTAL	\$ 37.60

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Variable rate tax based on the price of fuel

Assume a tax rate of 8% and an average price for the preceding year of \$3.00 per gallon.

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PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.24
FUEL SALE	\$ 35.00
TAX	\$ 2.40
TOTAL	\$ 37.40

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Excise fuel tax with fuel efficiency index on per-gallon rate

Assume statewide MPG increased from 20 in 2019 to 20.6 in 2020 (an increase of 3%)

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PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.2575
FUEL SALE	\$ 35.00
TAX	\$ 2.58
TOTAL	\$ 37.58

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Local (county) option fuel tax

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PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.25
CTY EXCISE TAX/GAL	\$ 0.10
FUEL SALE	\$ 35.00
TAX	\$ 3.50
TOTAL	\$ 38.50

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Retail sales tax on fuel

Thank you for visiting YOUR NEIGHBORHOOD GAS STATION ANYWHERE, NV 89100 555-555-5555	
PUMP	REGULAR 3
INVOICE	4132021
GALLONS	10.00
PRICE/GAL	\$ 3.50
EXCISE TAX/GAL	\$ 0.25
FUEL SALE	\$ 35.00
EXCISE TAX	\$ 2.50
SUBTOTAL	\$ 37.50
SALES TAX (5%)	\$ 1.93
TOTAL	\$ 39.43

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Vehicle related fees

Every state maintains a vehicle registry and assesses fees for titling, registration and periodic vehicle registration renewal. Many states collect other vehicle-based fees in conjunction with registration, such as weight, age, and value-based taxes.

- Licensing fees to cover cost of registration, plates, titling
- Weight-based taxes for light-duty vehicles
- Weight-based taxes for heavy-duty vehicles
- Age-based fees
- Vehicle ad valorem taxes, which go by many names
- Fees based on engine type or fuel economy

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Weight-based taxes for light-duty vehicles

Although weight has no relationship to road wear among light-duty vehicles, many states impose a gradual tax based on weight for revenue purposes

Example fee schedule (Hawaii)

Weight (lbs)	Annual Weight Tax
Up to 4,000	1.75 cents per lb
4,001-7,000	2 cents per lb
7,001-10,000	2.25 cents per lb
Above 10,000	\$300 flat

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Weight-based taxes for heavy-duty vehicles

Weight does bear a relationship to road wear among heavy-duty vehicles, and many states impose a gradual tax based on weight to reflect these costs

Example fee schedule (Nevada)

Weight (lbs)	Annual Weight Tax
Up to 10,000	\$48
10,001-26,000	\$12 per 1,000 lb
Above 26,000	\$17 per 1,000 lb

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Age-based fees

Although age does not bear a relationship to road wear, some states adjust the registration fee based on age, perhaps for reasons of vertical equity

Example fee schedule (Utah)

Age (years)	Annual Registration Fee
Up to 2	\$150
3-5	\$110
6-8	\$80
9-10	\$50
12+	\$10

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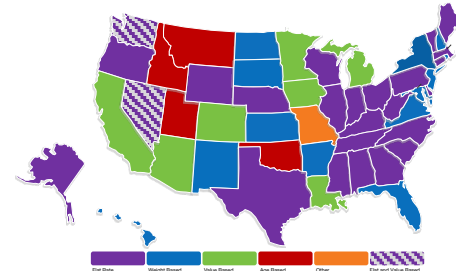
Vehicle ad valorem taxes

Many states tax the value of vehicles as personal property, with a variety of names and justifications. In general formulas based on manufacturer suggested retail price with depreciation, or Kelley Blue Book, are used as the basis of value.

Example fee schedule (Nevada GST)

Age (years)	Valuation
New	35% of MSRP
1	95% of New (33.25% of MSRP)
2	85%
3	75%
4	65%
5	55%
6	45%
7	35%
8	25%
9+	15%

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Electric (and hybrid) registration surcharges now exist in 28 states

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Direct usage based fees

35 states have toll facilities, but five states have enacted programs for direct charging of heavy vehicles based on weight and distance traveled, while three have enacted distance-based charge programs for light-duty vehicles.

- Tolling
- Distance-based charging for light-duty vehicles
- Weight- and distance-based charging for heavy-duty vehicles

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Tolling

Collecting user fees for use of specific facilities

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Light-vehicle direct usage charging

Collecting user fees from passenger cars based on distance driven. State have tested many ways to collect distance driven data.

- Self-reported odometer mileage
Washington
- Verified odometer mileage via app or third party
Washington, Hawaii, California
- Wireless mileage reporting from onboard vehicle computer
Utah, California
- Wireless mileage reporting from devices that plug into the vehicle data port
Oregon, Utah, Hawaii, Washington, California, Colorado

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Light-vehicle direct usage charging

Start-up programs to-date are small and focused on high MPG and electric cars

Oregon (enacted 2013, implemented 2015): Vehicles over 20 MPG choose registration surcharges or per-mile road usage charge of 1.8 cents.

Utah (enacted 2018, implemented 2020): EVs, plug-in hybrids, and hybrids choose registration surcharge or per-mile road usage charge of 1.5 cents, capped at the surcharge amount.

Virginia (enacted 2020): Vehicles over 25 MPG choose registration surcharge or per-mile charge, both of which increase with MPG, capping around \$90 per year.

Alternative Fuel Vehicle Type	Annual Registration Flat Fee Schedule	
	2020	2021
Electric	\$90.00	\$120.00
Plug-in Hybrid	\$39.00	\$52.00
Gas Hybrid	\$15.00	\$20.00

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AWG September 14 Meeting Transportation Revenue Sources used in N. America.

Heavy-vehicle direct usage charging

Several states collect a weight-distance tax on heavy vehicles; only Oregon does so in lieu of diesel taxes

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Freight related fees
Taxing goods movements

- Container fees
- Bulk cargo fees
- Value added tax
- Transportation activity surcharge

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Indirect usage fees

Taxing products incidental to road usage, with fuel taxes being the most prevalent

- Batteries
- Tires
- Electricity

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Pigouvian taxes

Taxing undesirable activities or by-products to discourage their occurrence, like congestion and emissions

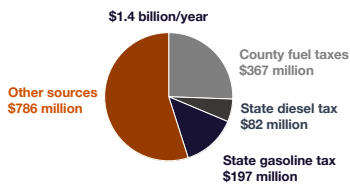
- Congestion charging
- Carbon taxes

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Nevada's Transportation Revenue Sources and Recent History

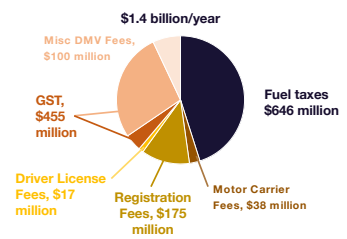
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Nevada transportation revenue sources: Fuel taxes



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Nevada transportation revenue sources: Other sources



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AWG September 14 Meeting Nevada's Transportation Revenue Sources

Category	Type of tax	Used in Nevada?	States used in
Fuel taxes	Flat per-gallon excise fuel tax	Yes	50
	Excise tax with inflation index on per-gallon rate	Yes (Washoe & Clark Counties only)	7
	Variable rate tax based on the price of fuel	No	13
	Sales tax on fuel	No	4
	Local-option (county) fuel taxes	Yes	5
	Excise tax with fuel efficiency index	No	1
Vehicle fees	Basic license fees	Title & registration	50
	Value	Yes (GST)	27
	Weight	Heavy vehicles only	14
	Fuel economy	No	2
	Engine type	No	28
	Age	No	4
	Tolls	No	35
Direct usage-based fees	Road usage charge (light vehicles)	No	3
	Weight-distance tax	Repealed in 1989	5
Other freight sector fees	Container fees, value-added tax on freight traffic	No	2
Indirect usage fees	Batteries, tires, electricity	No	2 (tires)
General fund transfers	General fund transfers	Yes	38
	Congestion charges	No	1
Pigovian taxes	Congestion charges	No	1
	Carbon taxes	No	0

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AWG September 14 Meeting Nevada's Transportation Revenue Sources & Recent History

Outlook for the Motor Fuels Tax in Nevada, Mid and Longer Term

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AWG September 14 Meeting More Fuel Tax Outlook

All models are wrong.

Some are useful.

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AWG September 14 Meeting More Fuel Tax Outlook

Methods of forecasting future fuel consumption

- Straight-line projection based on recent trends
- Regression analysis based on independent explanatory variables
- Expert judgment
- Combinations of the above

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AWG September 14 Meeting More Fuel Tax Outlook

What we know

- Last year's tax-paid gallons
- (And the year before) (and so on)
- Approximate measure of miles traveled in the state
- Vehicle fleet characteristics (including miles per gallon)

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AWG September 14 Meeting More Fuel Tax Outlook

What we want to know

- Tax-paid gallons consumed next year
- (And the year after that) (and so on)

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Methodology for estimating future fuel consumption

- A simple equation: $VMT \div MPG = \text{gallons}$
- A more complex context:

Fuel type \ Vehicle type	Gasoline ("motor fuel")	Diesel ("special")
Light-duty (passenger vehicles)	98%	1%
Heavy-duty	0.1%	0.9%

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And some tricky math



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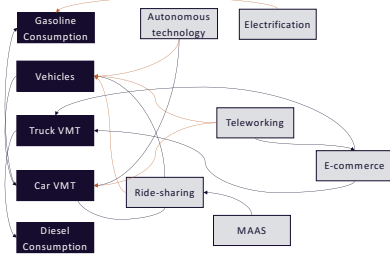
And some tricky math



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And complex relationships



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But what really matters is fairly simple:

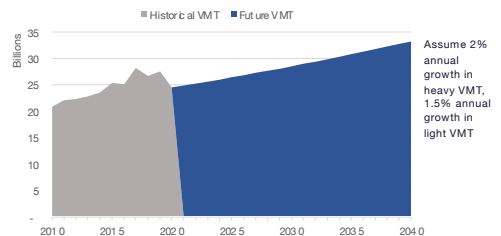
Miles per gallon

Better examined as gallons per mile

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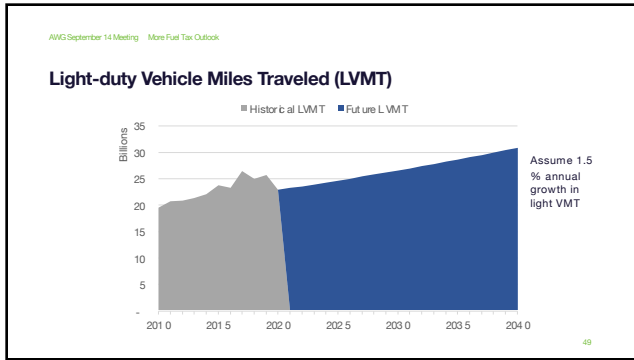
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Vehicle Miles Traveled (VMT)

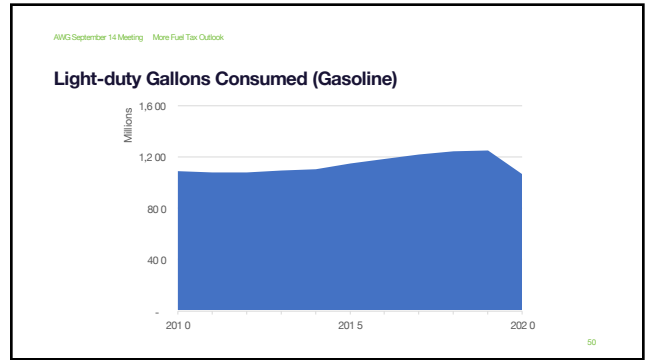


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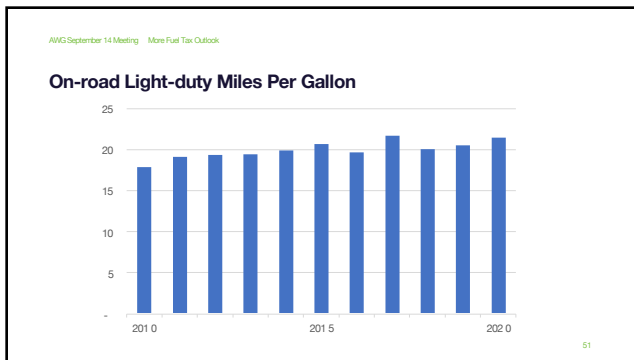
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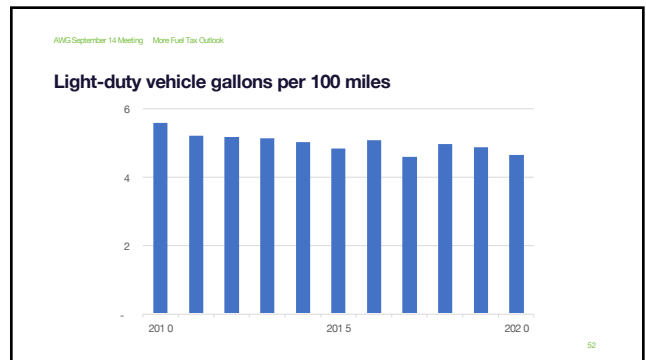
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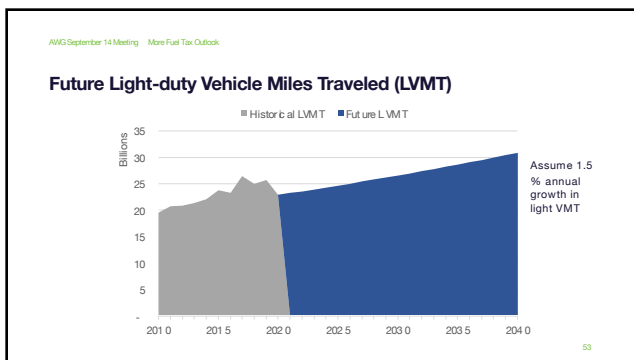
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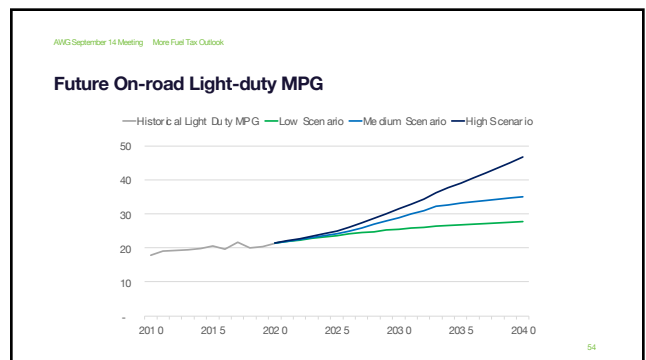
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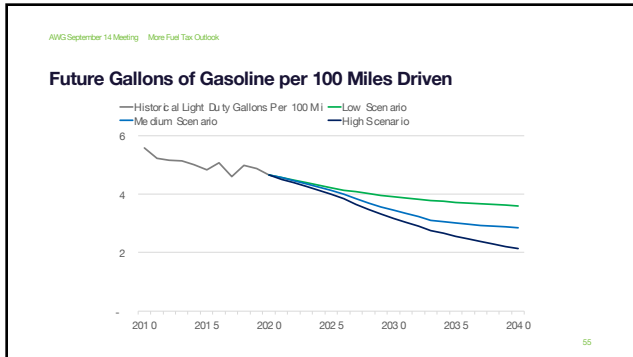
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- AWG September 14 Meeting More Fuel Tax Outlook
- ### Next Steps
- Select fuel economy and EV adoption scenarios
 - Break down historical and forecasted fuel consumption by geography and vehicle type
 - Conduct analysis relevant to selected revenue principles
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Short break

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AWG September 14 Meeting Transportation Electrification

Transportation Electrification: Transition to Zero-Emission Vehicles

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AWG September 14 Meeting Transportation Electrification

The rate of the passenger vehicle fleet's transition to electric drive will determine the rate of decline in gas tax revenue per mile.

In next 20 minutes:

- **Deadlines** for phasing out internal combustion engine vehicles and targets for adoption of zero-emission vehicles
- Electric vehicle **sales trends and forecasts** in the U.S. and Nevada
- **Challenges** to consumer adoption of electric vehicles
- **Public policies** and programs to incentivize adoption and support electric miles traveled

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AWG September 14 Meeting Transportation Electrification

Governments use different measures in setting their targets for electrification of passenger vehicles.

Jurisdiction	2015	2025	2030	2035	2040	2050
United States	1 million ^M		50% ^M			75% ^{M&F}
Norway		100% ^M				
Israel					100% ^F	
U.K.					100% ^M	
China			40% ^M			
California		1.5 million ^F	5 million ^F			
ZEV States		15% ^M				
Los Angeles		25% ^F		80% ^F		100% ^F
Nevada			28% total GHG reduction by 2025			

Units Sold: raw number of total EVs

Market share: % of new vehicle sales that are EV

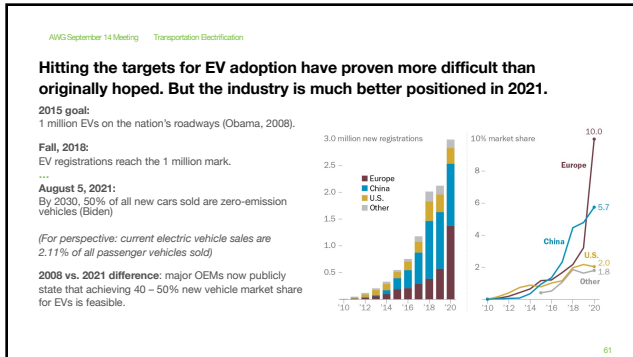
Fleet penetration: % of EV of the entire passenger fleet

Electric miles: % of miles traveled by electric vehicles vs. other motive power (e.g., gas)

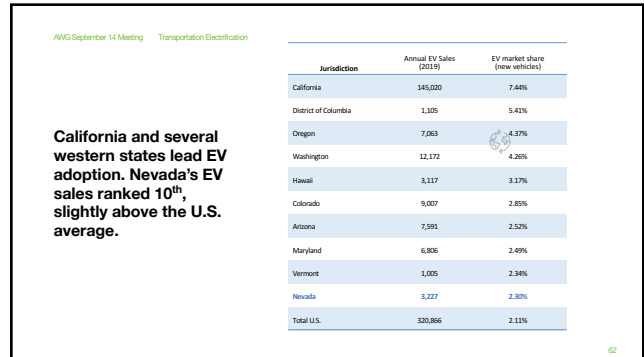
M = Market share goal, F = EVs as % of entire vehicle fleet, M = units sold goal, M&F = electric miles as % of total VMT

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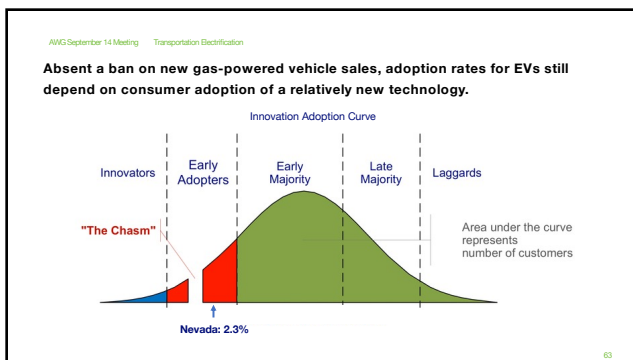
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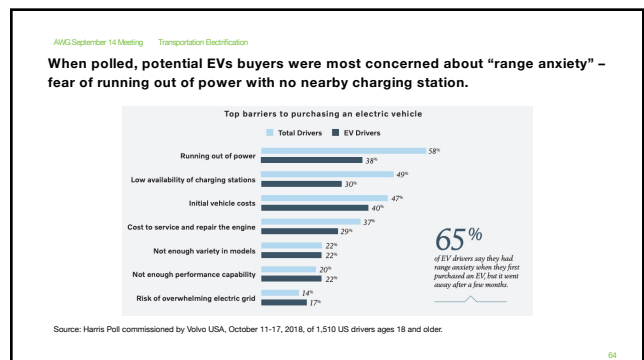
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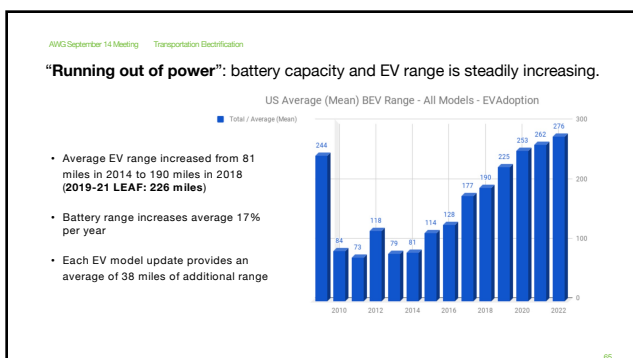
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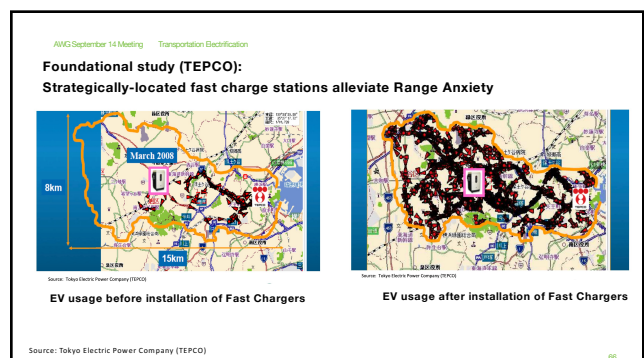
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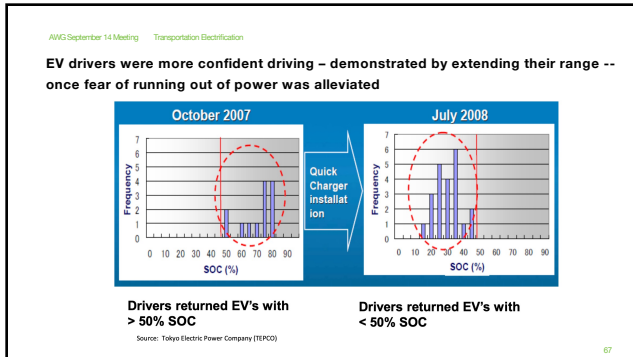
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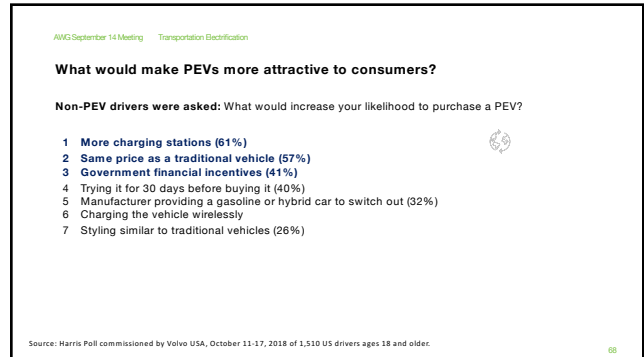
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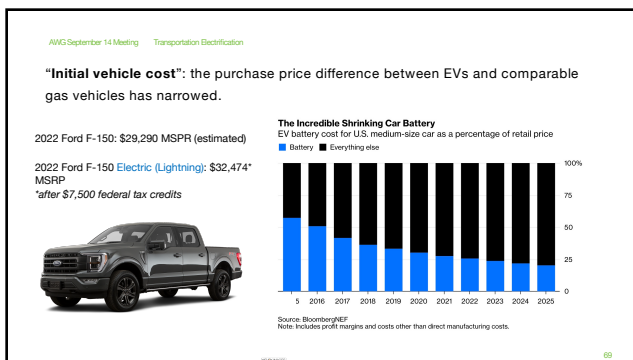
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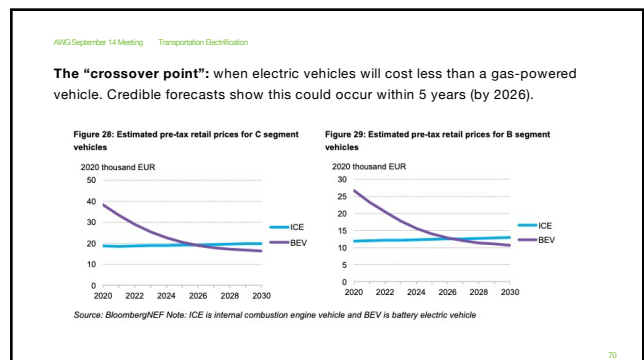
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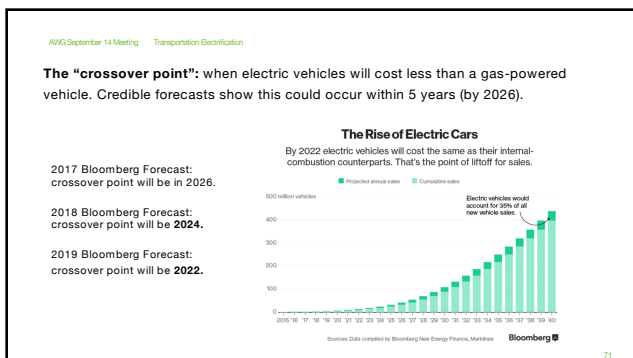
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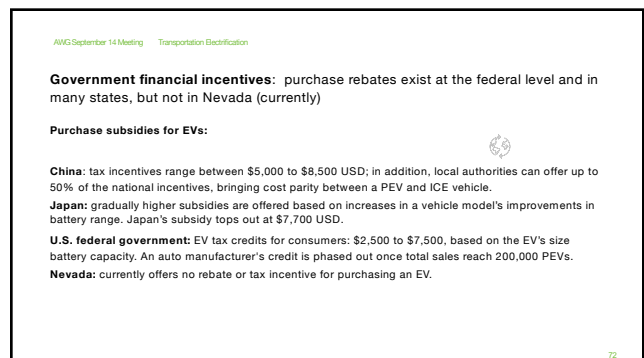
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AWG September 14 Meeting Transportation Electrification

More public-access charging stations are needed, but progress is being made.

August 2021: over 110,000 public access EV charging stations in the U.S.

To the transition vehicle fleet to EV by 2030, between 500,000 – 1 million stations will be needed.

Federal bipartisan infrastructure proposal: substantial investment in public EV charging stations – current figures indicate \$7.5 billion.

EV Chargers per 100,000 people

Nevada: 27 per 100,000 (ranked 16th)

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AWG September 14 Meeting Transportation Electrification

The transition to electric vehicles is underway. The only question is the pace of transition.

- Almost all automotive manufacturers plan to electrify their lineups by 2030 (some sooner).
- China is driving growth in new vehicle sales (in 2018, US sales fell for the first time in history).
- European countries are banning new sales of gas-powered vehicles within the next decade. California and other states are following suit.
- Federal CAFE standards and the California Zero-Emission Vehicle regulations (representing more than 30% of the US new vehicle market) are spurring automakers to continue development of EVs for sale in the US.
- Faster-than-expected improvements in EV batteries are resulting in greater capacity (driving range) and falling prices for the most expensive component of an EV.
- Price parity between gas vehicles and PEVs – without subsidies – is expected to happen within the 2023 – 2028 time frame.

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Lunch break and preparing for next session (Guiding Principles)

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AWG September 14 Meeting Guiding Principles for New Transportation Revenue in Nevada

Developing Guiding Principles for New Transportation Revenue Sources in Nevada

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AWG September 14 Meeting Transportation Revenue Principles

Principles of tax and fee systems

Jayne Farmer, Ph.D.,
Professor of Public Policy,
University of Nevada Las Vegas

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AWG September 14 Meeting Transportation Revenue Principles

Purposes of Taxation

Highways within the United States have traditionally been funded by the motor fuel tax...Federal revenue from this tax is projected to run out within the next two fiscal years (Tax Foundation 2020)

- Raise revenue
 - Cover expenditures (transportation)
 - Fund infrastructure (roads and highways)
 - Pay for public services
- Regulate activity
 - Pigouvian taxes - Target activities that produce negative externalities
 - Sumptuary or sin taxes – to discourage “socially” undesirable behaviors (alcohol or smoking)
 - Regulatory and environmental taxes (and fees) – tax pollutants, charge penalties for negative environmental impacts

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Understanding Taxes and Fees

Taxes:

Coercive payments made to a government for the general purposes of collecting revenue. Taxes generally are not associated with a specific good or service. Taxes can have a “quasi-market” effect particularly regarding distributing costs to those most heavily using a service and to induce those consuming a good or service at the cost of others to recognize the impacts of their decisions.

Understanding Taxes and Fees

Major sources of state taxation in the United States :

- Property tax – Thirty-five states plus DC collect state property tax
- General sales tax – Forty-five states plus DC collect state sales taxes
- Income (personal and corporate) tax – Forty-two states plus DC collect state income taxes
- **Motor fuel tax – All states plus DC collect motor fuel taxes**
 - *NV ranked 19th highest gas tax in U.S. (Tax Foundation 2020)*
- Cigarettes – All states plus DC collect cigarette taxes
- Alcohol and beverages tax – All states plus DC collect alcohol beverages taxes

Understanding Taxes and Fees

Fees:

Payments made to government for the purchase or use of specific goods or services

- User fees – Derived from government sale of license to engage in otherwise restricted or forbidden activities
 - Liquor license
 - Gaming license
- User charges – Prices charged for voluntarily use of publicly provided goods or services
 - *Utility services – charged per watt of electricity or gallon of water*
 - *Toll roads – charged based on distance driven*
- Fines – Payments imposed on individuals or businesses as punishment for an offense
 - Traffic citation
 - Fines for illegal dumping

What are Taxation Principles?

“Taxation principles are the guidelines that a governing entity should use when devising a system of taxation” (Accounting Tools, 2021).

Adam Smith’s Four Basic Taxation Principles

- *Tax system should provide appropriate revenue*
- *Tax system should be equitable*
- *Tax system should be easily, and economically (and efficiently) administered*
- *Tax system should ensure accountability*

Appropriate Revenue Collection

“A high-quality state revenue system produces revenue in a reliable manner. Reliability involves stability, certainty and sufficiency” (NCSL 2007).

- **Stability** – Requires a consistent amount of revenue to be collected over time
- **Certainty** – Requires that taxpayers not be subject to frequent changes in rates (rate changes kept to a minimum)
- **Sufficiency** – Requires that revenue be adequate to balance the state’s budget and adaptable to changes in state spending

Equitable Tax System

Taxation should be fair...

- Equity Standards
 - Benefits received standard – Taxpayers should be taxed according to their benefit from the usage of a public service (minimize free riders): **Horizontal equity**
 - Ability to pay standard – Taxpayers should pay taxes according to their ability to bear the burden: **Vertical equity**
- Horizontal equity – Tax systems should treat similar taxpayers the same
 - Individuals and businesses with similar incomes and assets should be taxed alike
- Vertical equity – Tax systems should be based on a person’s ability to pay
 - Taxation systems should at a minimum reduce regressivity (i.e., where persons with lower incomes bear a greater tax burden)

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Easily and Economically Administered

- Minimize the cost of compliance and collection on the taxpayer
 - Revenue collection should be easy and convenient (easy for the taxpayer to make payments)
- Minimize administrative costs
 - Tax collection should systematically and efficiently track revenues
 - The cost of enforcing compliance should not outweigh the benefit of collection
- Taxation should not be overly complex
 - Tax should be easily understood by the taxpayer
 - Tax should avoid complex provisions and regulations
 - Tax should avoid multiple filing and reporting requirements

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Ensure Accountability

- Tax policy should be developed in the “sunshine”
 - Tax policies should be developed openly and publicly
 - Tax policies should be explicit and transparent
- The cost and benefits of fiscal decisions should be understood by the taxpayers and tax administrators
- Tax policy should be evaluated in terms of whether it meets intended goals
 - Is the tax generating enough revenues to meet expenditures?
 - Is the tax promoting or deterring specific behaviors?
 - Earmarked funds from taxes should be reviewed regularly to assess their efficiency and effectiveness as policy measures

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**Travis Dunn
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AWG's Transportation Funding Challenge Statement

An examination of the financial sustainability of the **State Highway Fund** must be undertaken and the recommendations must be included in the final report due to the Legislature by December 31, 2022. This must include an assessment of at least **two alternative transportation funding approaches** that have been identified.

Consistent with AB 413, new approaches to **multimodal** transportation funding **for all users** must take into account the need to improve **social equity, user equity**, and reduce **GHG emissions**. Finally, the role that **land use and smart growth** strategies can play must be considered.

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Facilitated Discussion: Identifying Revenue Principles

Taxation Principle: Guidelines that a governing entity should use when devising a system of taxation.

Discussion: Elaborate on thoughts, views, preferences regarding each revenue principle concept, including relative importance (or non-importance). Discuss any gaps, principles that could be combined.

Today's Goal: Gather qualitative feedback from AWG members on revenue guiding principles.

Next Steps: Presentation of draft revenue principles for discussion and potential adoption at November AWG meeting.

Revenue Principle Concepts for Discussion:

Based on AB 413

- Mobility needs of all users
- User equity
- Social equity
- Greenhouse gas emissions

Based on Best Practices

- User pays
- Revenue diversification
- Efficiency and ease of compliance
- Near-term sufficiency
- Long-term viability
- Transparency
- Flexibility

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Public comment period

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Adjourned.

See you on November 9!

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