



***OREGON DEPARTMENT OF TRANSPORTATION***

# **ODOT STATE TRANSPORTATION REVENUE FORECAST**

---

April 2024

Economic & Financial Analysis

## Foreword

This summary report presents a selection of Other Funds State Highway Revenue forecasts for the Oregon Department of Transportation (ODOT). It is published twice a year to assist in financial planning, the formulation of transportation budgets, and to support other decision-making activities. The forecast is consistent with the Department of Administrative Services' Oregon Economic and Revenue Forecast (Vol. XLIV, No. 1, February 2024) and the associated baseline macroeconomic forecast from S&P Global.

The projections set forth in this forecast represent the Oregon Department of Transportation's forecast of future results as of the date of preparation based on information then available to ODOT as well as estimates, trends and assumptions that are inherently subject to economic, political, regulatory and other uncertainties, all of which are difficult to predict and many are beyond the control of ODOT. No assurance can be given that the future results discussed herein will be achieved, and actual results may differ materially from the forecasts described. In this respect, the words "estimate," "project," "forecast," "anticipate," "expect," "intend," "believe," and similar expressions are intended to identify forward-looking statements.

The prospective financial information was not prepared with a view toward compliance with published guidelines of the United States Securities and Exchange Commission or the guidelines established by the American Institute of Certified Public Accountants for preparation and presentation of prospective financial information.

This document is also available online at:

<https://www.oregon.gov/odot/Data/Pages/Revenue-Forecasts.aspx> and scroll down to "Most Recent Forecasts."

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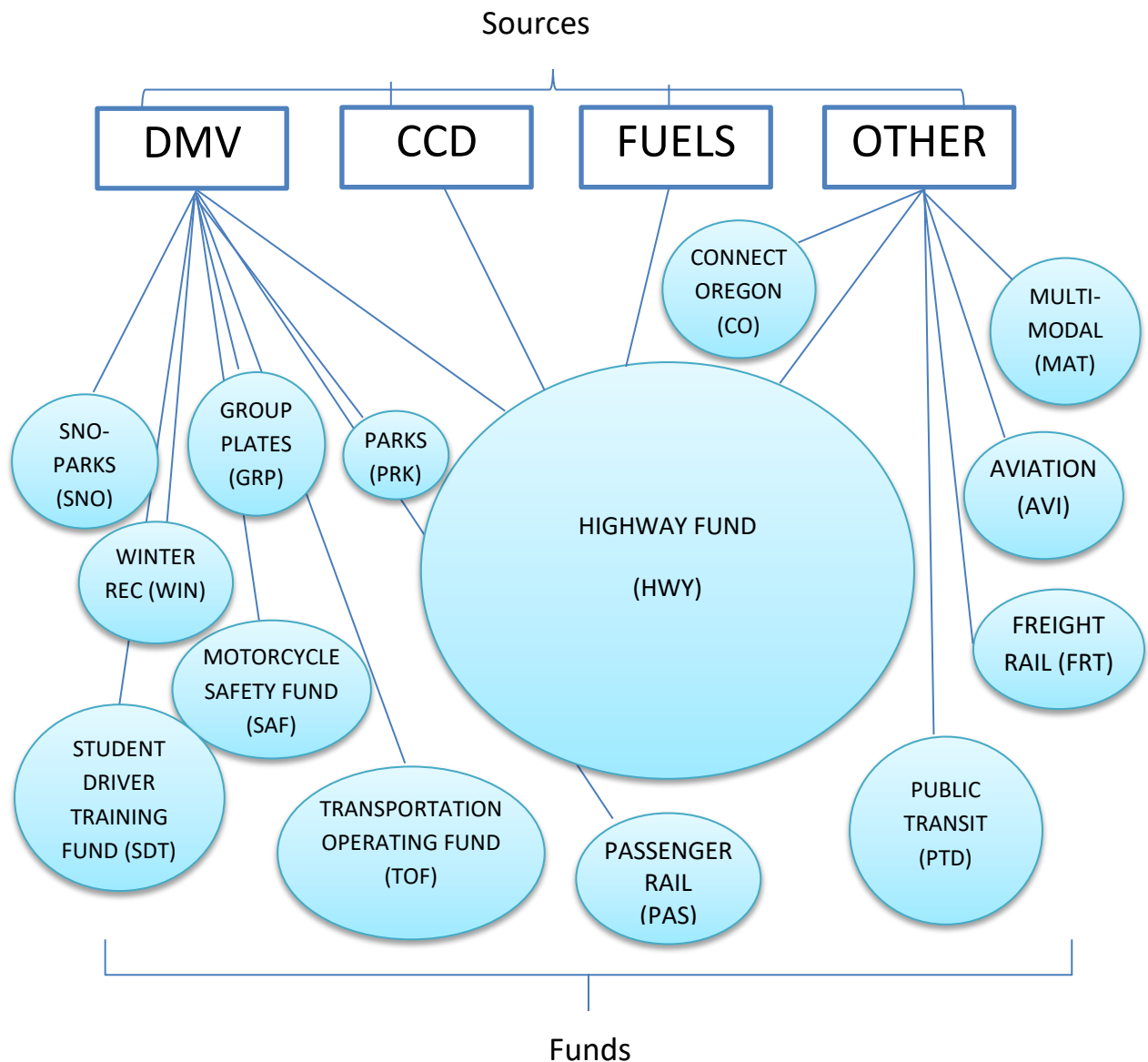
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## Introduction

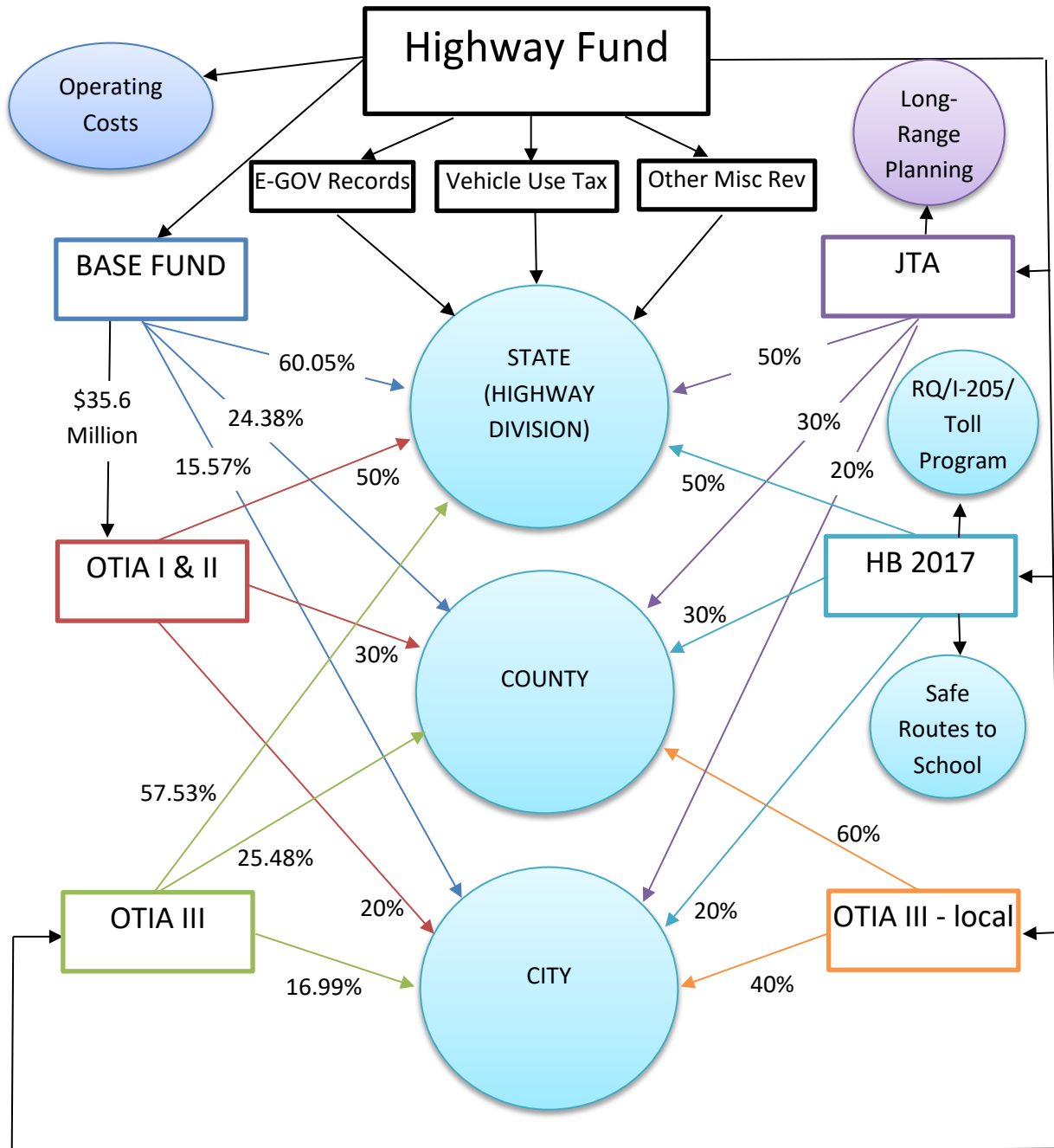
ODOT revenue collections can be broadly divided into four main groups: Driver and Motor Vehicle (DMV), Commerce and Compliance (CCD), Motor Fuels (FUELS), and Other Revenues (OTHER). This publication will discuss the details for each one of these groups. Distribution of revenues into these funds is a bit more complicated. Prior to passage of House Bill (HB) 2017 (2017 Session), the share of Highway Funds was about 97 percent of all ODOT state revenues. However, HB 2017 added the new Transit Payroll Tax, Vehicle Privilege Tax, and Bicycle Excise Tax, which caused the share of Highway Fund to decline to 89 percent of state revenues. Public transit (Transit Payroll Tax) is the second largest fund with a six percent share and Connect Oregon (Vehicle Privilege Tax) is the third largest fund with about two percent share of total revenues. The diagram below summarizes graphically the flow of funds.

Figure 1. ODOT Collections and Distributions Diagram



Appendix A lists all the revenue items that we forecast, including the associated current fee, forecast group, and fund. The revenues in the Highway Fund are divided into Base Fund, OTIA I & II Set Aside, OTIA III Funds, JTA, and HB 2017. Each of these buckets further distributes into specific programs: State (Highway Division), City, and County Funds. The diagram below shows how Highway Funds are distributed.

Figure 2. Highway Funds Distribution Diagram



## Revenue Forecast Overview

The economy continues to slowly move in the positive direction. Labor market, consumer spending, job gains, and gross domestic product (GDP) growth all point to a growing economy, although, the risk of inflation bouncing back up due to growing economy is a concern amongst economists. That is the main reason the Federal Reserve Board is not rushing to cut interest rates. While a stable or slowly growing economy has a positive impact on transportation services, there are a few factors that contributed to the downward revision of our revenue forecast. One of the factors is the revised population forecast is weaker than the previous forecast and the other factor is the overall higher prices that directly and indirectly impact demand for transportation services.

Over the years, higher prices for moving freight have resulted in a shift to using distribution centers and higher utilization of medium-duty vehicles that pay fuel tax instead of heavy-duty vehicles that are subject to the weight-mile taxation. While the consumption of taxable diesel gallons has gone up, the losses from the weight-mile revenues outweigh the gains from the increases in diesel tax revenues.

Taxable diesel gallons and gasoline gallons have been moving in different directions for quite a while. Because of that, this forecasting cycle we revised our methodology to separate the two series and created separate econometric models for each. The consumption of gasoline has been eroding due to many factors: the gains in the light-duty vehicle efficiency, the fast-growing share of electric vehicles, higher fuel prices, and the overall decline in the total number of registered vehicles.

The weaker population growth, higher vehicle prices, and changing trends in consumer demand for private vehicles have contributed to a weaker outlook for DMV transactions. The share of new electric vehicle registrations continues to grow in line with our long-run stock forecast that was last updated in April 2023.

Even though HB 2017 has been around since 2018, the final phase has just been implemented. Initial increases in Motor Fuels, CCD, and DMV fee and tax rates in 2018 led to additional increases in 2020 and 2022. These increases are shown in Figure 3 below where spikes in Fiscal Year (FY) 2018 and 2019 and again in FY 2021 and 2022 result from these increases. The final two-cent fuels tax increase has been implemented as of January 2024. This will further boost revenues through 2025. Beyond 2025, revenue growth stagnates overall as the economic and demographic growth slow and fuel demand declines.

Figure 3. Total Gross State Highway Revenues by Fiscal Year

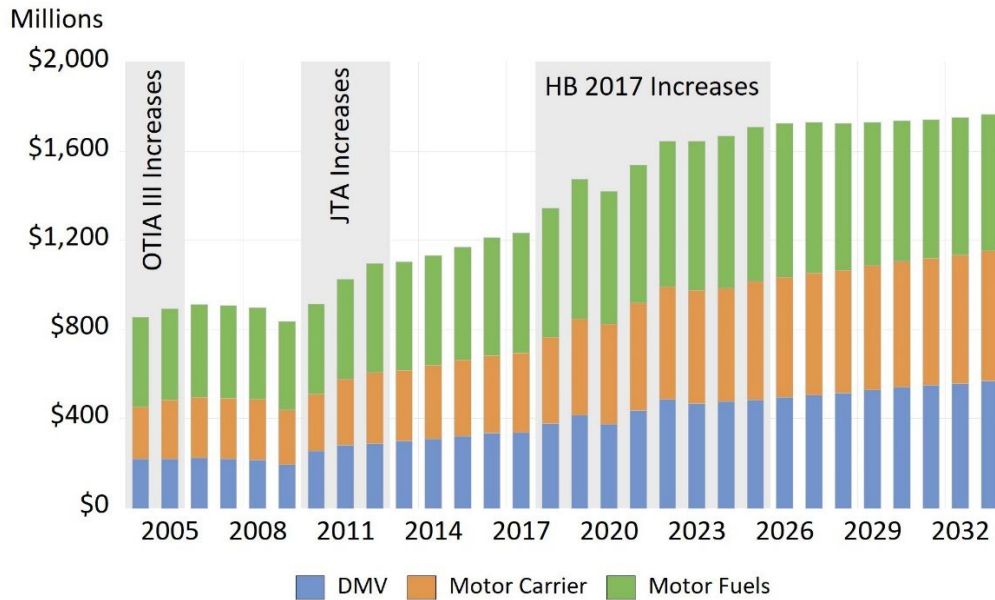


Table 1 shows the biennial change in highway revenues from the October 2023 forecast. The current forecast shows net reductions relative to the prior forecast due to weaker population growth and other factors as discussed above. The net apportionable revenue changes reflect the change in pre-apportionment collection and administration costs from DMV, CCD, and Motor Fuels.

Table 1. Change in Highway Revenues from the October 2023 Forecast

(\$ Millions)	2023-25	2025-27	2027-29	2029-31	2031-33
<b>Motor Fuels</b>					
Gross	\$ (23.8)	\$ (20.9)	\$ (41.6)	\$ (51.9)	\$ (54.8)
Net Apportionable	\$ (22.5)	\$ (19.6)	\$ (40.2)	\$ (50.5)	\$ (53.4)
<b>CCD</b>					
Gross	\$ (24.7)	\$ (18.4)	\$ (13.4)	\$ (5.6)	\$ (0.6)
Net Apportionable	\$ (24.7)	\$ (18.4)	\$ (13.4)	\$ (5.6)	\$ (0.6)
<b>DMV</b>					
Gross	\$ (15.8)	\$ (14.9)	\$ (17.1)	\$ (15.3)	\$ (21.0)
Net Apportionable	\$ (16.9)	\$ (15.6)	\$ (17.7)	\$ (15.9)	\$ (21.5)
<b>Total</b>					
Gross	\$ (64.3)	\$ (54.3)	\$ (72.1)	\$ (72.8)	\$ (76.4)
Net Apportionable	\$ (64.1)	\$ (53.6)	\$ (71.4)	\$ (72.0)	\$ (75.6)

Table 2 highlights changes for some of the most important revenue generating transactions in the ODOT State Highway Revenue forecast. The negative growth rates in calendar year (CY) 2022 and CY 2023 are partially a result of a slowing economy and high inflation, as noted above, but also in the Class C License series where transactional pent-up demand was completed and a decline was expected.

Past 2023, the volatility in growth rates diminishes and in the absence of any further disruptions, rates generally reflect the overall expectation of slow to flat economic growth. Motor fuels will begin to decline as the combined effect of increasing number of electric vehicle registrations and improvements to the internal combustion engine fuel efficiency outweighs any positive economic growth. Original Class C Licenses are expected to slowly decline as well reflecting changes in population and driving habits.

Table 2. Percentage Change in Selected Key Oregon Transportation Indicators

	Actual		Forecast									
	CY 22	CY 23	CY 24	CY 25	CY 26	CY 27	CY 28	CY 29	CY 30	CY 31	CY 32	CY 33
MOTOR FUELS GALLONS	-2.2%	2.8%	-2.6%	-0.2%	-1.2%	-2.4%	-2.6%	-2.3%	-1.5%	-1.2%	-1.0%	-0.8%
ORIGINAL CLASS C LICENSES	-18.4%	-6.3%	-14.3%	0.3%	-1.0%	-1.2%	-2.4%	-2.8%	-2.7%	-2.3%	-1.9%	-2.1%
PASSENGER VEHICLE REGISTRATIONS	-8.7%	6.3%	-5.1%	3.3%	-1.4%	1.7%	-0.3%	1.0%	-0.1%	0.4%	0.2%	0.5%
TITLE TRANSFERS	-4.7%	-10.7%	-0.4%	7.3%	0.6%	1.8%	-0.4%	0.1%	-0.5%	-0.4%	-0.9%	-0.8%
TRUCKING ACTIVITY (WEIGHT-MILE)	-2.9%	-5.1%	0.0%	1.7%	2.0%	1.1%	0.9%	1.4%	1.3%	1.4%	1.2%	1.5%

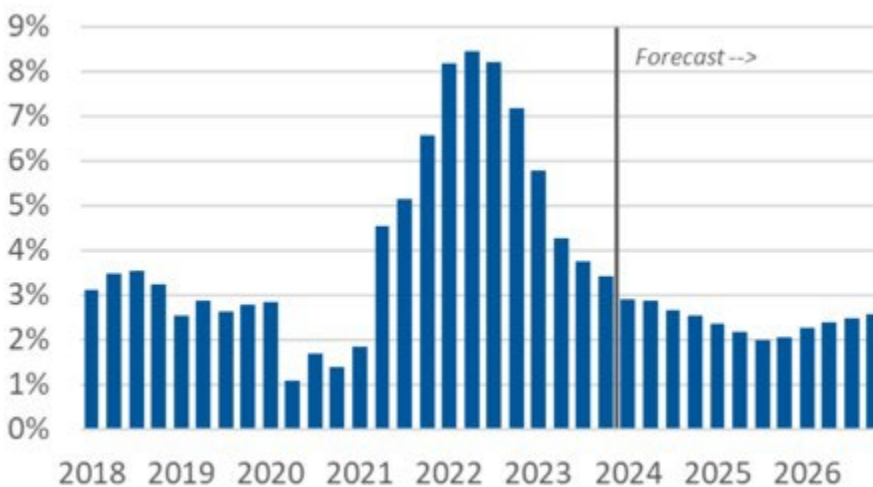


## Transportation Backdrop

The Federal Reserve has made strides at keeping inflation under control by increasing interest rates throughout 2022 and 2023. Increases to interest rates usually slow economic growth and spending, which directly impact ODOT revenues. For example, higher interest rates make vehicle purchasing more costly, thus negatively impacting vehicle sales and revenues from new vehicle registrations and titling as well as revenues from privilege and use tax. Overall, when goods are more expensive, it affects heavy trucking activity as less spending on durable goods means less transportation of goods.

The last interest rate hike happened in July 2023 and the economy is still holding up despite the fears that interest hikes will send the economy into a recession. Now that quite a bit of time has passed since the last rate hike, the likelihood of a recession has significantly diminished and with the federal reserve signaling that there might be some interest rate cuts in 2024, the overall outlook is positive. Indeed, the Western Region Consumer Price Index (Figure 4) has already reached pre-pandemic levels and is expected to continue to decline through 2026. A full discussion of the state and national economic forecasts can be found on the Oregon Office of Economic Analysis website: <https://www.oregon.gov/das/OEA/Pages/index.aspx>.

Figure 4. West Region Consumer Price Index, Year-Over-Year Percent Change

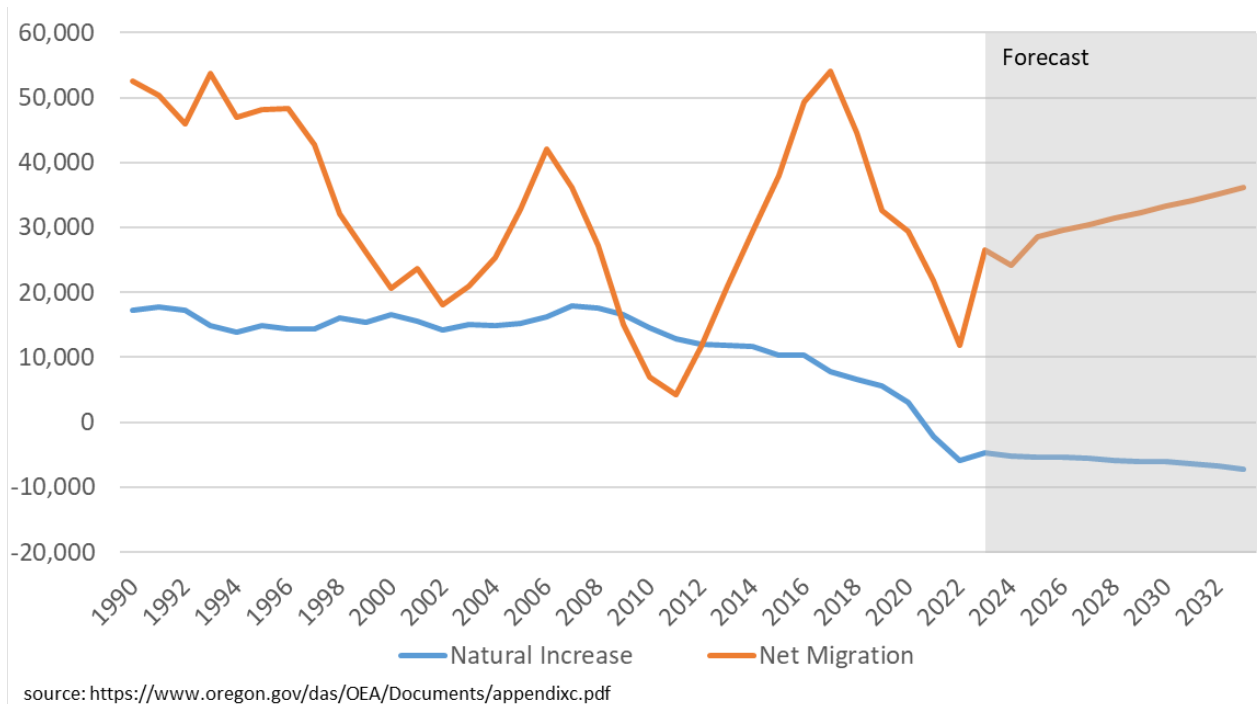


Source: Oregon Office of Economic Analysis

There are still substantial sources of uncertainty with the current economic forecast. While we are expecting a slow growing economy, things could go in a different direction as well. There are still some underlying issues with the consumer credit, high levels of commercial vacancies, increasing number of companies that are struggling financially, high costs of construction, etc. In addition, there are some fears of inflation flaring back up once the federal reserve starts cutting interest rates.

The economic health of Oregon depends on its people. Total population growth is projected to be positive over the next eight years driven by net migration into the state (Figure 5). In 2022, the natural population change (births minus deaths) turned negative for the first time. This negative growth in the natural population change is projected to continue for the foreseeable future, and the state will continue to be entirely dependent on in-migration to sustain its overall population increases. While Oregon population is still projected to grow, growth rates are continually declining. The Oregon Office of Economic Analysis revised their population forecast downwards compared to their previous forecasts, which is going to have a negative impact on many of ODOT’s revenue transactions.

Figure 5: Oregon natural population change and net migration into the state.



## Driver and Motor Vehicle

The Driver and Motor Vehicle Services Division is responsible for the administration of driver and motor vehicle related activities. Revenues collected from the fees charged for the various DMV activities flow into the State Highway Fund, the Transportation Operating Fund, and into other funds administered by ODOT divisions such as Public Transit and Passenger Rail. Additionally, some fees (net of collection costs) are transferred to outside entities. For example, recreational vehicle-related fees are transferred to the Oregon Parks and Recreation Department. Lastly, revenues remaining after deducting transfers and costs are apportioned to cities and counties statewide for local road repair, maintenance, and construction.

The DMV forecast is produced at the transaction level and aggregated to the summary level. The transactions are grouped into three different business lines: Vehicle, Driver, and Business Regulation (Figure 6). The Vehicle program area contains the transactions related to legal ownership and operation of a vehicle, including titling, plates, registrations, and permits. The Driver program contains the transactions related to the legal right to operate a vehicle, including permits, licenses, endorsements, and the associated tests to obtain these rights to drive. The Business Regulation program is tasked with ensuring businesses that sell vehicles in Oregon are properly licensed along with those that dismantle and transport vehicles.

In total, the DMV forecast contains over 240 individual product transactions and over 100 different forecast equations. However, most of these transactions have little significant impact on the overall forecast as their volumes and fee levels are small. In FY 2023, 80 percent of the revenue was collected by the top ten DMV transactions. Passenger vehicle registrations alone (two-year and four-year registrations combined) accounted for 47.8 percent of DMV revenues. Other top revenue contributors are light title transactions, truck and travel trailer registrations, plate manufacturing fees, Class C driver license renewals, and Real ID fees.

Figure 6. Total DMV Revenues by Business Line, Fiscal Year 2023 (in Millions)



Vehicle  
Transactions  
\$466 M  
89.0%



Driver & ID Card  
\$56 M  
10.7%

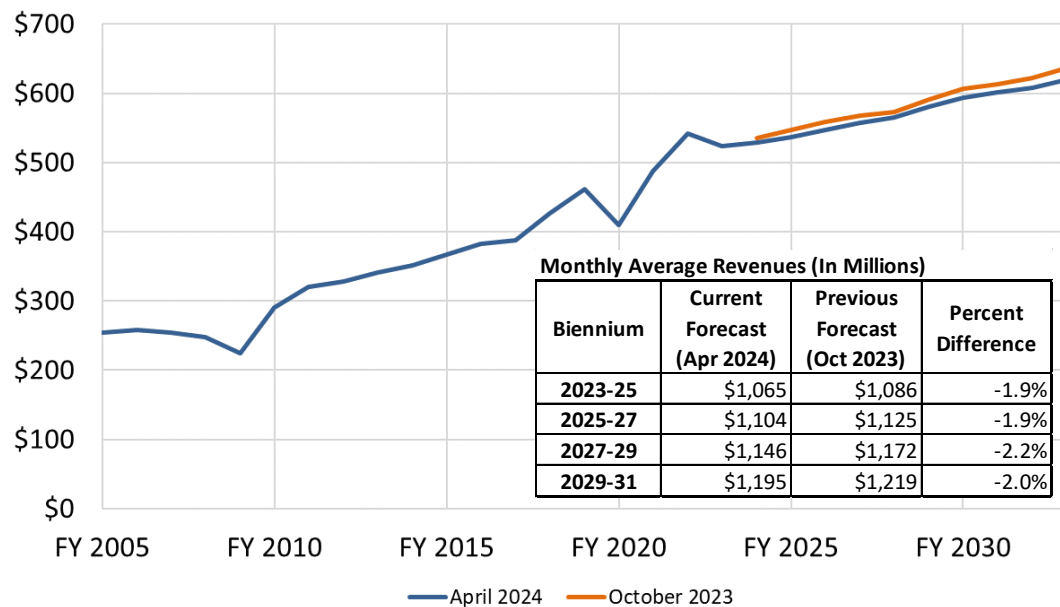


Business  
Regulation  
1.5 M  
0.3%

Various economic and demographic variables affect DMV activities and provide a reflection of broad undercurrents in the state. The impacts from changes in population, employment, migration, and economic production are evident in many of the DMV data series. In general, demographic changes affect DMV activities more strongly than economic changes. As such, demographic changes are generally more immune to cyclical swings typical with economic variables. Of the three business lines in DMV, Vehicle and Business Regulation programs are most susceptible to economic influences, especially as they relate to new vehicle titles.

Figure 7 shows total DMV revenues by fiscal year. Overall, the revenues are lower compared to the previous forecast mainly due to changes in the state population forecast and lower forecast for out-of-state surrendered licenses. DMV revenues are growing throughout the forecast horizon, reflective of the general economic forecast. The main highlight of this DMV forecast is the stronger new vehicle sales and associated transactions. We are finally seeing the post-COVID pent up demand for new vehicles being realized as the market conditions recover with improved supply as well as better prices. We should continue seeing stronger new vehicle transactions especially if the interest rates are reduced.

Figure 7. Total DMV Revenues by Fiscal Year (in Millions)



In preparing our forecast, we used several national and Oregon indicators. The Oregon Office of Economic Analysis (OEA) supplies us with these forecasts. OEA prepares their forecasts quarterly and uses national forecasts from reputable sources, such as S&P Global. National light vehicle sales and Oregon total non-farm employment are two of the leading indicators that are used in the models for some of our key transactions. Oregon’s total non-farm employment (Figure 8) has not changed much compared to the previous forecast. Light vehicle sales (Figure 9) forecast is similar to the prior forecast in the short-term outlook, but lower for the outer years.

Figure 8. Total Non-Farm Employment (quarterly frequency – seasonally adjusted)

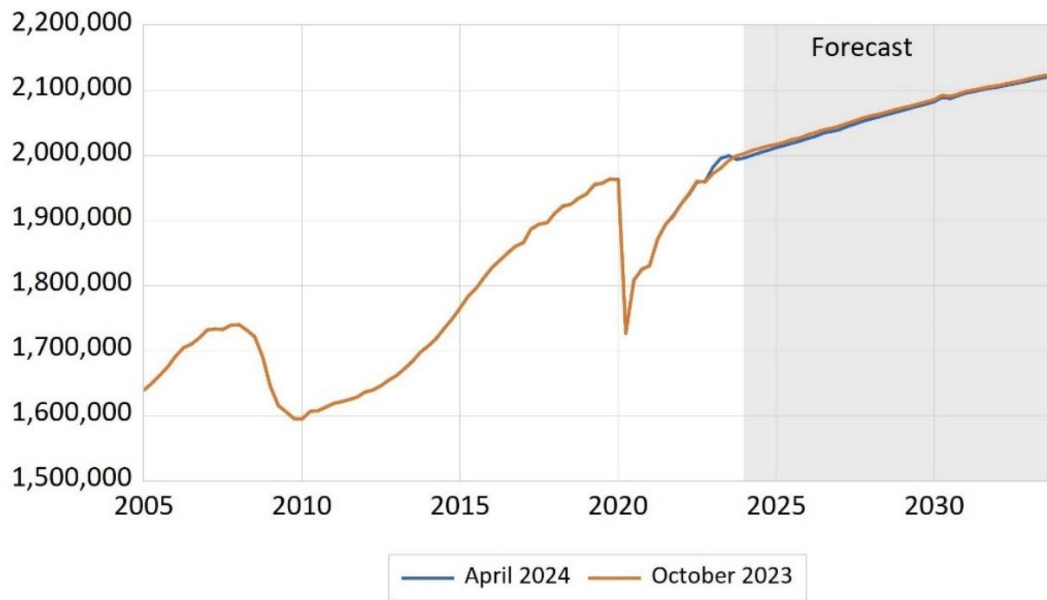
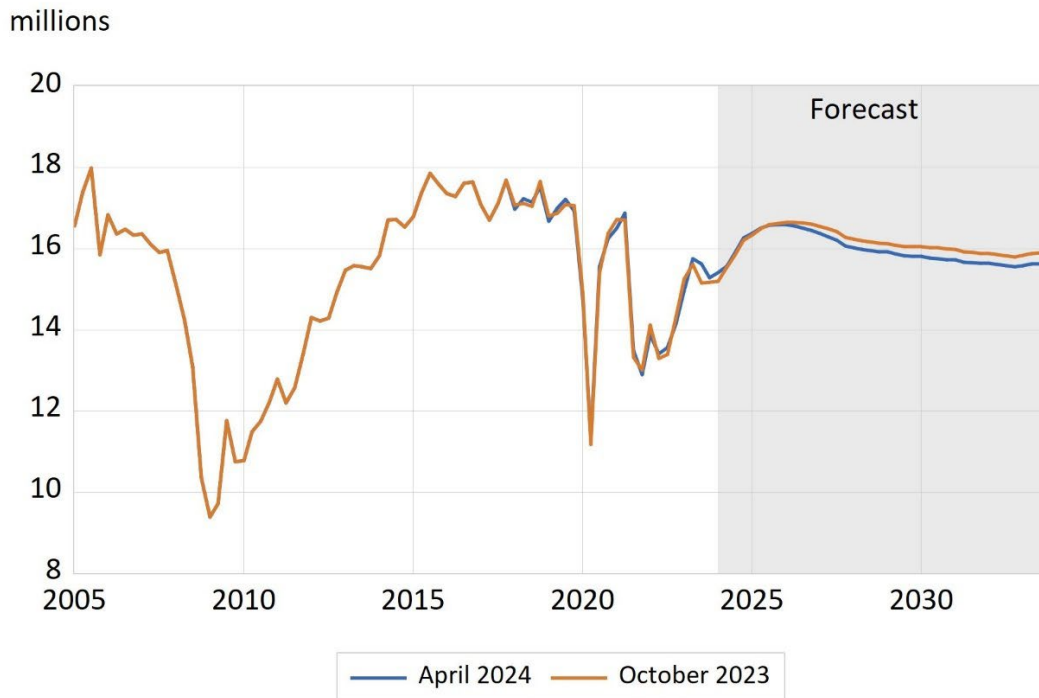
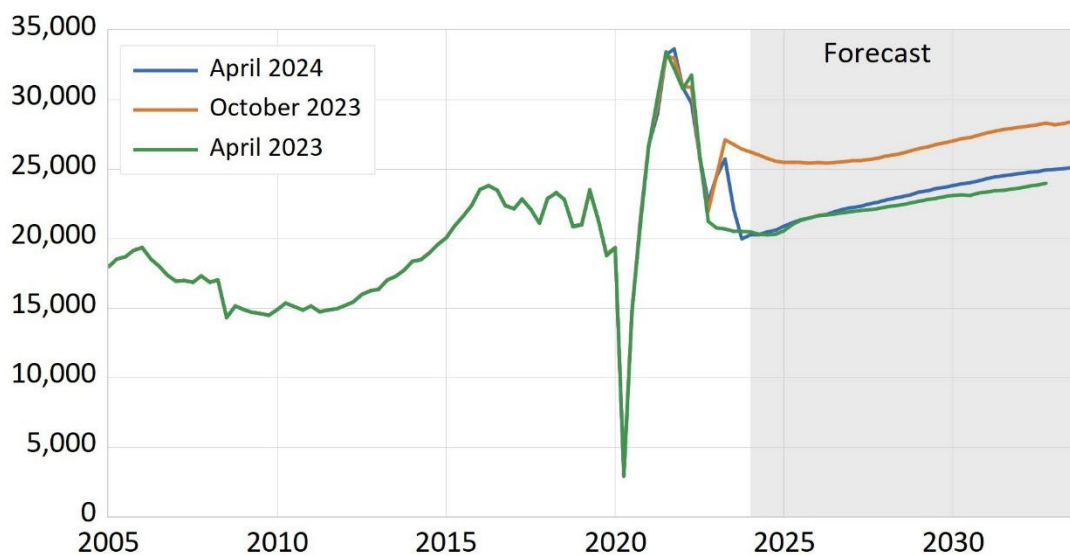


Figure 9. Total US Light Vehicle Sales (quarterly frequency – seasonally adjusted)



We also use our internal forecast for out-of-state surrendered licenses to inform some of our main forecasts. When people move to Oregon from other states, they typically require several DMV transactions such as: registering their vehicles, titling their vehicles, and getting Oregon driving credentials. Our current forecast has been revised downwards following a decline in observed 2023 data (Figure 10). However, this forecast is very similar to our April 2023 forecast. What threw us off when we were preparing the October 2023 forecast was the unusual peak that preceded the forecast. While we are still not sure what may have caused it, surrendered licenses since then have returned to the pre-COVID levels and is more in line with our April 2023 forecast expectations.

Figure 10. Out-of-State Surrendered Licenses (quarterly frequency – seasonally adjusted)



Two-year passenger vehicle registration is one of the top DMV revenue transactions (Figure 11). Due to COVID-19, there was a statewide moratorium on citations for expired registrations that lasted until December 31, 2021. That had a profound effect on the cyclical variation in our data and will be observed for a while until the effect wears off. The number of total registered passenger vehicles has declined since COVID-19 and still has not recovered to pre-pandemic levels. This could be due to the structural change caused by a shift upwards in the percentage of people working from home and not needing the second vehicle in the household. Current forecast is a bit lower compared to the previous forecast mainly due to changes to Oregon’s population forecast and a weaker out-of-state surrendered licenses forecast.

Typically, new vehicles purchased from a dealership get a four-year registration until the first renewal when they will be switched to a two-year registration renewal cycle. In recent quarters the four-year registrations were much stronger than expected in our previous forecast (Figure

12). We are expecting higher four-year registrations in the near-term outlook due to post-COVID pent-up demand for new vehicles.

Figure 11. Two-Year Passenger Vehicle Registration (quarterly frequency – seasonally adjusted)

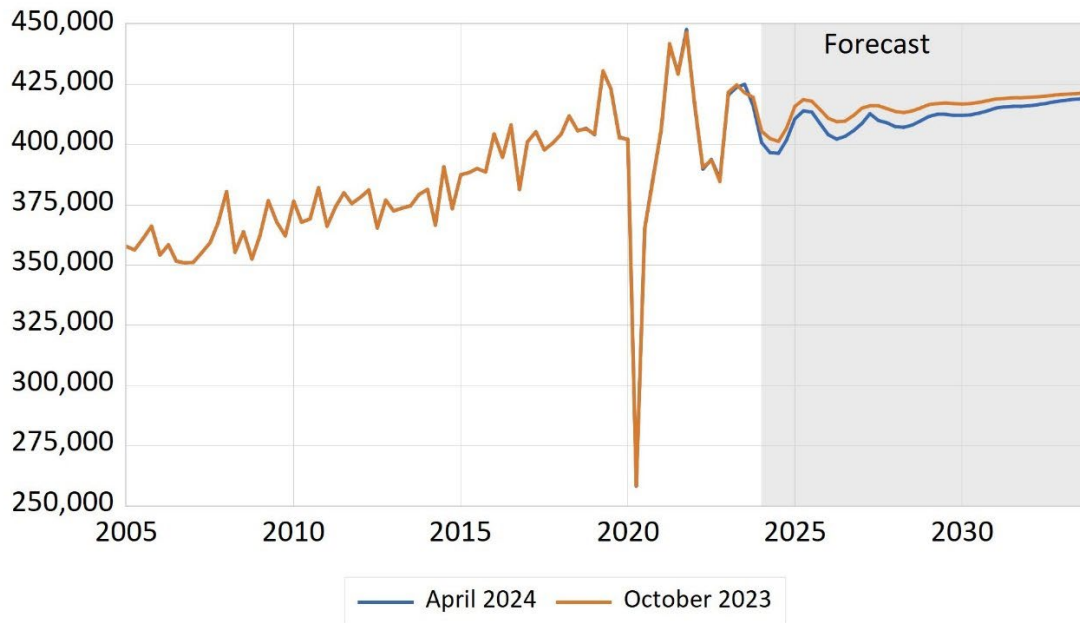
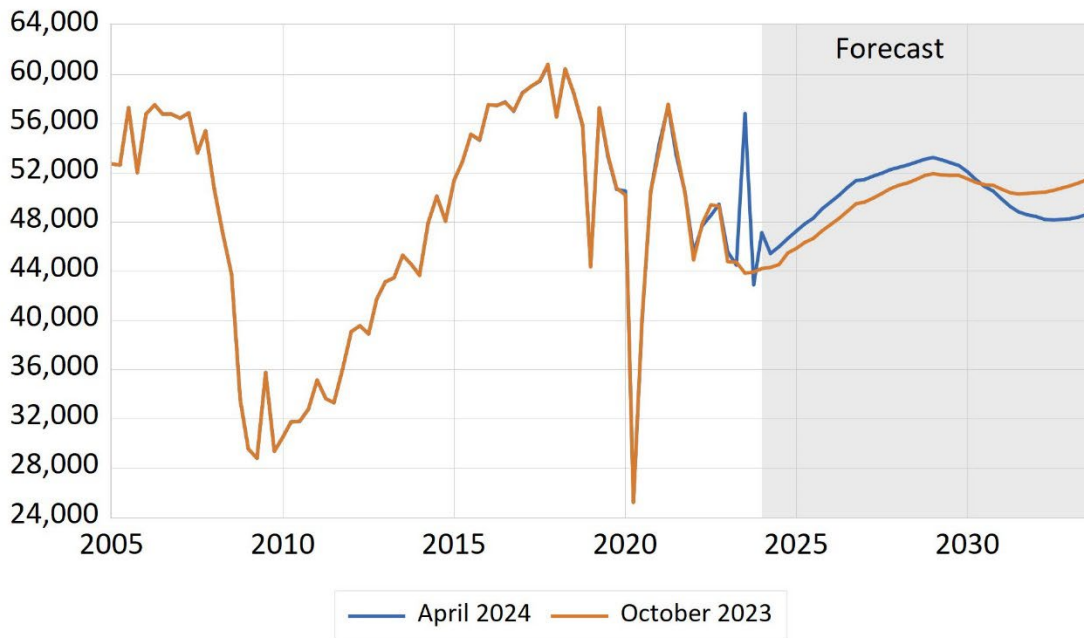


Figure 12. Four-Year Passenger Vehicle Registration (quarterly frequency – seasonally adjusted)



As with the four-year passenger vehicle registrations, the volume of new light vehicle title transactions has also been stronger than our previous forecast. Like the four-year passenger registration forecast, we are expecting a much stronger level of transactions through 2030 compared to October 2023 forecast (Figure 13).

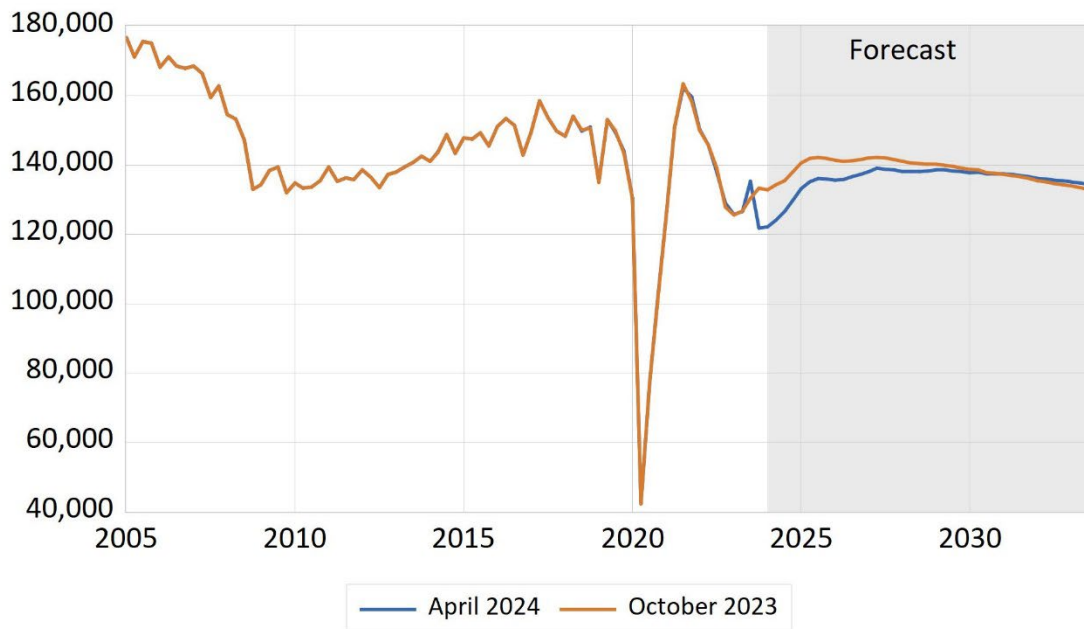
Figure 13. New Light Vehicle Titles (quarterly frequency – seasonally adjusted)



Light vehicle title transfers happen when a vehicle ownership is being passed from one party to another, for example when a used vehicle is sold. For the most of the previous two years, the volume was relatively high for this transaction because DMV had a large backlog of title transactions accumulated as a result of COVID-19 related disruption in services. However, future transaction volumes are expected to be lower, more in-line with long-term trends. April 2024 forecast is a bit weaker than the previous forecast due to lower-than-expected actuals (Figure 14).



Figure 14. Light Vehicle Title Transfers (quarterly frequency – seasonally adjusted)



Driver and ID card transactions have been more challenging to forecast ever since COVID-19. During the last forecasting cycle, actuals were very high compared to April 2023 forecast and as a result we revised our October 2023 forecast upwards. However, the transaction levels have since come down, causing us to rethink the upward revisions from the prior forecast. In summary, while we are revising the transactions down compared to the October 2023 forecast and are getting back to where we were with the April 2023 forecast. We hope that in the future the volatility in these series will subside and the forecasts will be more consistent from one forecast to the next.

Within driver and ID card transactions, we see two distinct patterns: transactions impacted by Real ID cut-off date versus transactions that are not. Replacement/Duplicate License is an example of a driver transaction that is impacted by Real ID cut-off date (Figure 15). Prior to COVID-19, the federal cut-off date for requiring Real ID when flying was October 2020. Then the cut-off date was pushed to October 2021, then to May 2023, and now it has been pushed out to May 2025. We are anticipating a temporary bump in transactions leading to May 2025 and then slowly tapering off in the two years following the implementation of the rule. We have been issuing real ID transactions since July of 2020, so overall we are expecting a higher level of replacement/duplicate license transactions when compared to the period prior to 2020.

Figure 15. Replacement/Duplicate License (quarterly frequency – seasonally adjusted)

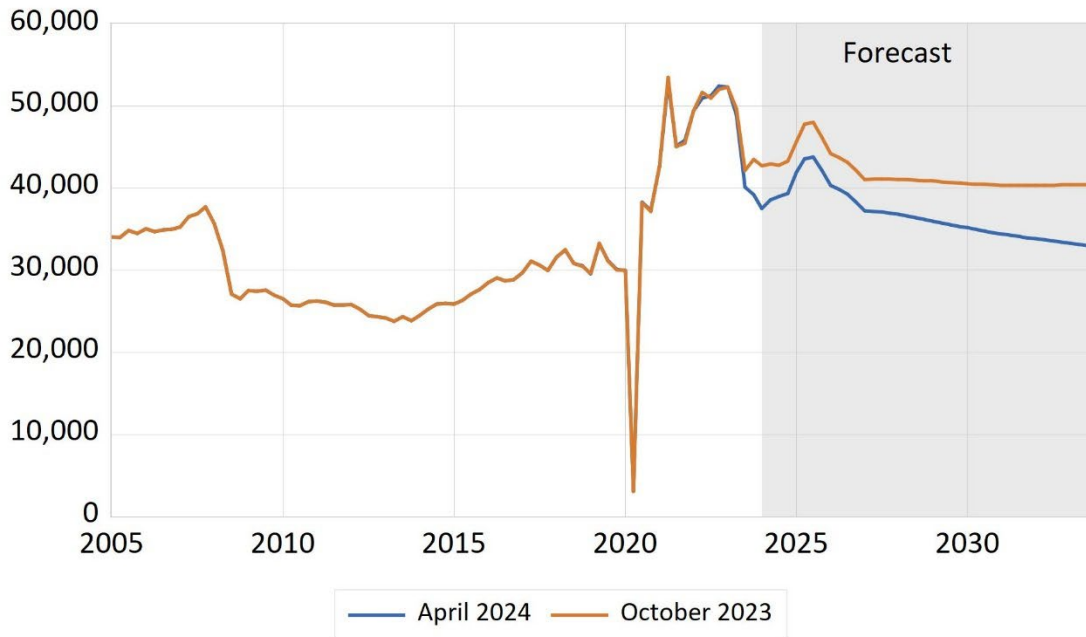
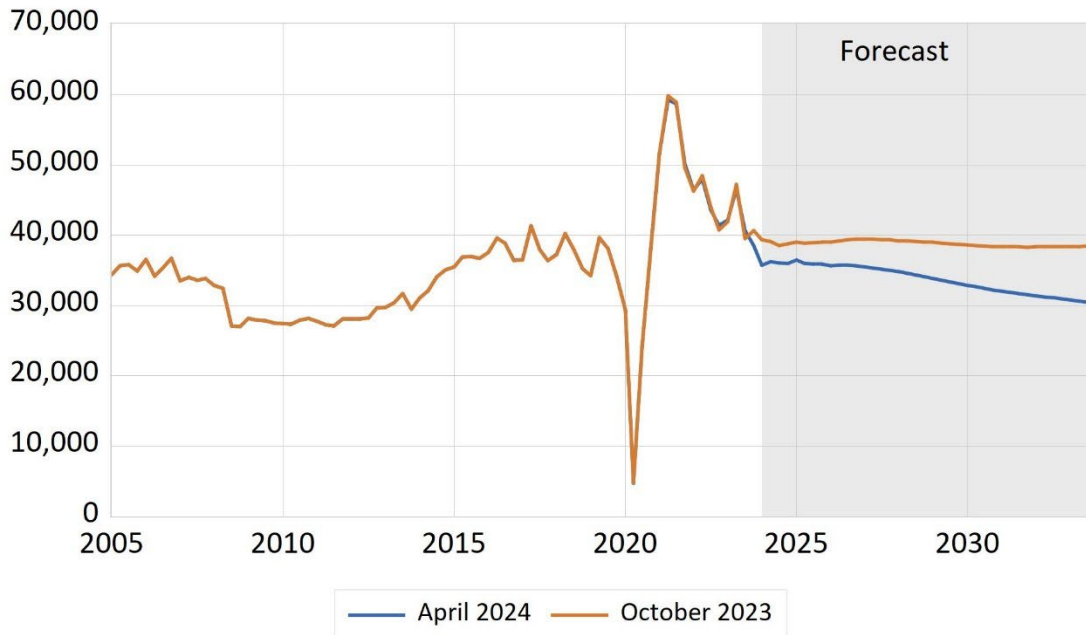


Figure 16. Original Class C Driver License (quarterly frequency – seasonally adjusted)

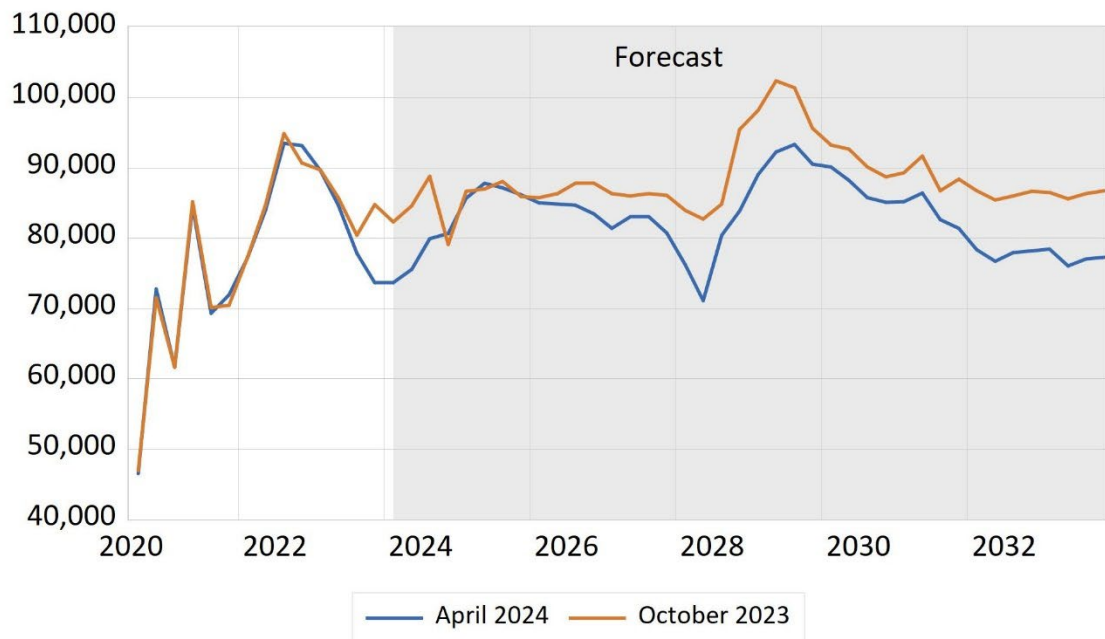


Original Class C Driver License (Figure 16) is an example of a driver transaction not impacted by the Real ID cut-off date. However, it is still too early to tell what the new long-term equilibrium level would be for this transaction due to HB 2015 implementation that went into effect in January 2021, which expanded the pool of eligible customers for licenses to undocumented immigrants. Also, as evidenced by the last two quarters of actuals, there is still some post-COVID-19 pent-up demand that is causing some turbulence.

As mentioned before, DMV started issuing Real ID compliant licenses and ID cards in July 2020. The fee for a Real ID transaction is \$30 and is collected each time it is renewed (every eight years or if a replacement license is issued prior to expiration date). Getting Real ID credentials is an available option, and many choose to get it either when they are getting their original driving credentials or renewing/replacing the existing one. In 2023, on average 39 percent of driver credential transactions included a Real ID transaction.

Forty-eight percent of Real ID transactions happen with driver license renewals, which means the Real ID forecast is tightly correlated with the driver license renewal series. The current forecast is weaker compared to October 2023 forecast due to lower-than-expected transactions in the last few months (Figure 17).

Figure 17. Real ID Transactions (quarterly frequency – seasonally adjusted)



Some of the revenues collected by DMV are not Highway Fund revenues. The most prominent examples include ID card revenues, revenues from specialty plates (Smokey Bear, Gray Whale, Pacific Wonderland, etc.), Real ID revenues, snowmobile title and registration fees, motorhome, travel trailer, and camper registration fees. While we produce forecasts for all DMV revenues, not all of them can be used for highway construction and maintenance.

Table 3 shows the summary of DMVs Highway Fund revenues based on forecasted transaction volumes. The gross revenue portion of Table 3 is grouped into three major components reflecting the primary revenue sources: vehicle registrations, driver licenses, and vehicle titles. Overall, we expect \$15.8 million less in gross Highway revenues for 2023-25 biennium and \$14.9 million less for 2025-27 biennium.

Table 3. Highway Fund Revenues Collected by DMV (Millions of Dollars)

	Actual		Forecast										Actual BI 21-23	Forecast				
	FY 22	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31	FY 32	FY 33		BI 23-25	BI 25-27	BI 27-29	BI 29-31	BI 31-33
1 VEHICLE REGISTRATIONS	\$298.5	\$296.5	\$302.6	\$301.9	\$308.4	\$315.3	\$322.6	\$331.8	\$340.3	\$348.5	\$357.4	\$368.5	\$595.0	\$604.5	\$623.7	\$654.4	\$688.9	\$725.9
2 DRIVER LICENSES & OTHER	\$37.6	\$35.6	\$36.8	\$41.4	\$41.2	\$40.3	\$38.5	\$41.4	\$42.8	\$40.9	\$38.7	\$37.8	\$73.2	\$78.2	\$81.6	\$79.9	\$83.7	\$76.5
3 TITLE, PLATE & OTHER	\$149.7	\$135.6	\$137.8	\$141.2	\$146.1	\$150.1	\$153.2	\$156.1	\$158.2	\$159.3	\$160.6	\$162.9	\$285.3	\$279.1	\$296.2	\$309.4	\$317.6	\$323.5
4 <b>TOTAL DMV COLLECTIONS</b>	<b>\$485.8</b>	<b>\$467.7</b>	<b>\$477.3</b>	<b>\$484.5</b>	<b>\$495.7</b>	<b>\$505.8</b>	<b>\$514.3</b>	<b>\$529.3</b>	<b>\$541.4</b>	<b>\$548.8</b>	<b>\$556.7</b>	<b>\$569.2</b>	<b>\$953.5</b>	<b>\$961.8</b>	<b>\$1,001.5</b>	<b>\$1,043.6</b>	<b>\$1,090.1</b>	<b>\$1,125.9</b>
5 Change from Previous Forecast	\$0.0	\$0.0	(\$7.4)	(\$8.5)	(\$7.6)	(\$7.3)	(\$8.6)	(\$8.5)	(\$7.5)	(\$7.8)	N/A	N/A	\$0.0	(\$15.8)	(\$14.9)	(\$17.1)	(\$15.3)	N/A
6 COLLECTION/ADMINISTRATION & PROGRAM COST	(\$113.2)	(\$115.5)	(\$115.2)	(\$117.5)	(\$123.1)	(\$125.6)	(\$131.5)	(\$134.2)	(\$140.5)	(\$143.4)	(\$146.7)	(\$150.1)	(\$228.7)	(\$232.8)	(\$248.7)	(\$265.7)	(\$283.9)	(\$296.8)
7 TRAFFIC SAFETY TRANSFER	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
8 DEPARTMENT OF EDUCATION TRANSFER	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
9 E-GOV RECORDS INCREMENTAL REVENUE TRANSFER	(\$8.4)	(\$8.6)	(\$9.7)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$17.0)	(\$19.0)	(\$18.6)	(\$18.6)	(\$18.6)	(\$18.5)
10 ODOT CENTRAL SERVICES ASSESSMENT	(\$36.4)	(\$37.2)	(\$40.3)	(\$41.1)	(\$44.1)	(\$45.0)	(\$48.3)	(\$49.3)	(\$52.9)	(\$54.0)	(\$55.9)	(\$57.9)	(\$73.6)	(\$81.5)	(\$89.2)	(\$97.6)	(\$106.9)	(\$113.9)
11 <b>NET DMV REVENUE</b>	<b>\$327.7</b>	<b>\$306.5</b>	<b>\$312.0</b>	<b>\$316.5</b>	<b>\$319.2</b>	<b>\$325.9</b>	<b>\$325.2</b>	<b>\$336.5</b>	<b>\$338.7</b>	<b>\$342.1</b>	<b>\$344.8</b>	<b>\$351.9</b>	<b>\$634.2</b>	<b>\$628.5</b>	<b>\$645.1</b>	<b>\$661.7</b>	<b>\$680.8</b>	<b>\$696.7</b>
12 REVENUE SET-ASIDE TO OTIA I & II - memo	(\$6.9)	(\$6.7)	(\$6.8)	(\$7.0)	(\$7.0)	(\$7.1)	(\$7.1)	(\$7.3)	(\$7.4)	(\$7.3)	(\$7.3)	(\$7.2)	(\$13.6)	(\$13.8)	(\$14.1)	(\$14.4)	(\$14.7)	(\$14.5)
13 REVENUE PLEDGED TO OTIA III - memo	(\$86.0)	(\$80.0)	(\$80.4)	(\$80.4)	(\$81.8)	(\$82.8)	(\$83.3)	(\$83.9)	(\$84.1)	(\$84.0)	(\$83.9)	(\$84.0)	(\$166.0)	(\$160.9)	(\$164.6)	(\$167.3)	(\$168.1)	(\$167.9)
14 REVENUE DUE TO JTA - memo	(\$112.1)	(\$104.7)	(\$106.0)	(\$105.6)	(\$107.1)	(\$108.2)	(\$108.9)	(\$109.6)	(\$109.8)	(\$109.7)	(\$109.5)	(\$109.7)	(\$216.8)	(\$211.6)	(\$215.3)	(\$218.6)	(\$219.5)	(\$219.2)
15 REVENUE DUE TO HB 2017 - memo	(\$125.5)	(\$129.7)	(\$133.8)	(\$136.3)	(\$143.2)	(\$151.0)	(\$159.3)	(\$169.4)	(\$179.5)	(\$189.4)	(\$200.1)	(\$212.8)	(\$255.3)	(\$270.2)	(\$294.2)	(\$328.7)	(\$368.9)	(\$412.9)

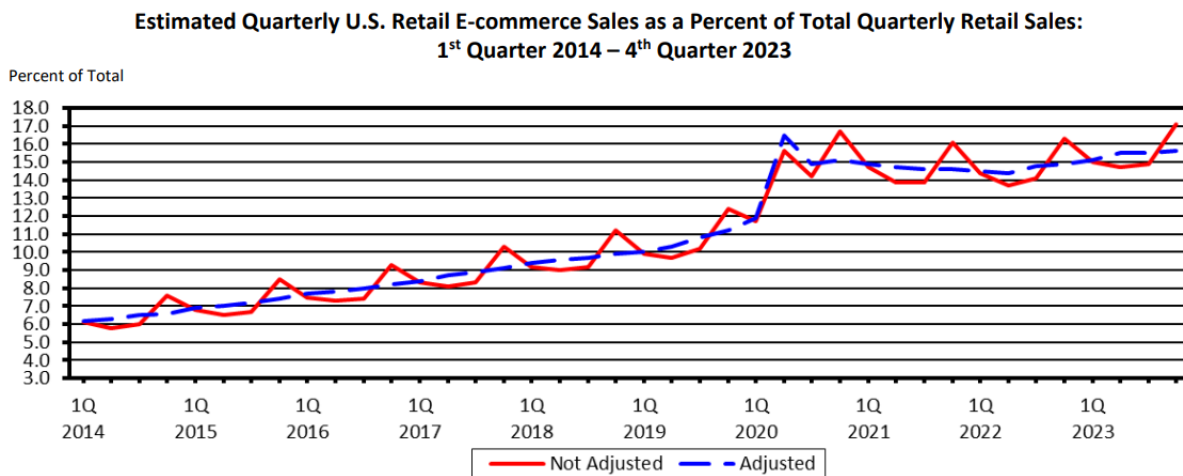
## Commerce and Compliance (CCD)

Trucking activity and the freight industry contribute to the State Highway Fund through the weight-mile tax, heavy vehicle registration fees, and other fees. Changes in economic conditions within Oregon and the nation as a whole influence each of these revenue sources. State and federal legislation can also impact trucking activity.

The weight-mile tax is the largest source of trucking-related revenue at just under 90 percent of total revenue collected by CCD. This highway use tax applies to trucks with a gross weight over 26,000 pounds. The tax paid by a motor carrier varies with the weight of the vehicle, the number of miles traveled, and the axle configuration. The carriers generally have the option of paying on a monthly or quarterly schedule, but in some cases will pay by the trip. Certain qualifying motor carriers, such as those transporting logs, wood chips, and sand/gravel, may pay the highway use tax based on a flat monthly fee. The weight-mile revenue and transaction totals discussed in this report include the trip based, monthly, quarterly and flat fee revenue, as well as revenues from a small number of other trip-related fees.

Trucking activity generally experienced a boom during the COVID-19 pandemic. As consumers shifted from brick and mortar to online shopping, as well as having less service options to spend discretionary income, these actions led to an increase of good shipped directly to homes (Figure 18). While E-commerce is not growing as fast as it did during the pandemic, the overall shift to a higher level of E-commerce is obvious. What remains to be seen is what its future growth rate will be or if its growth is going to flatten out.

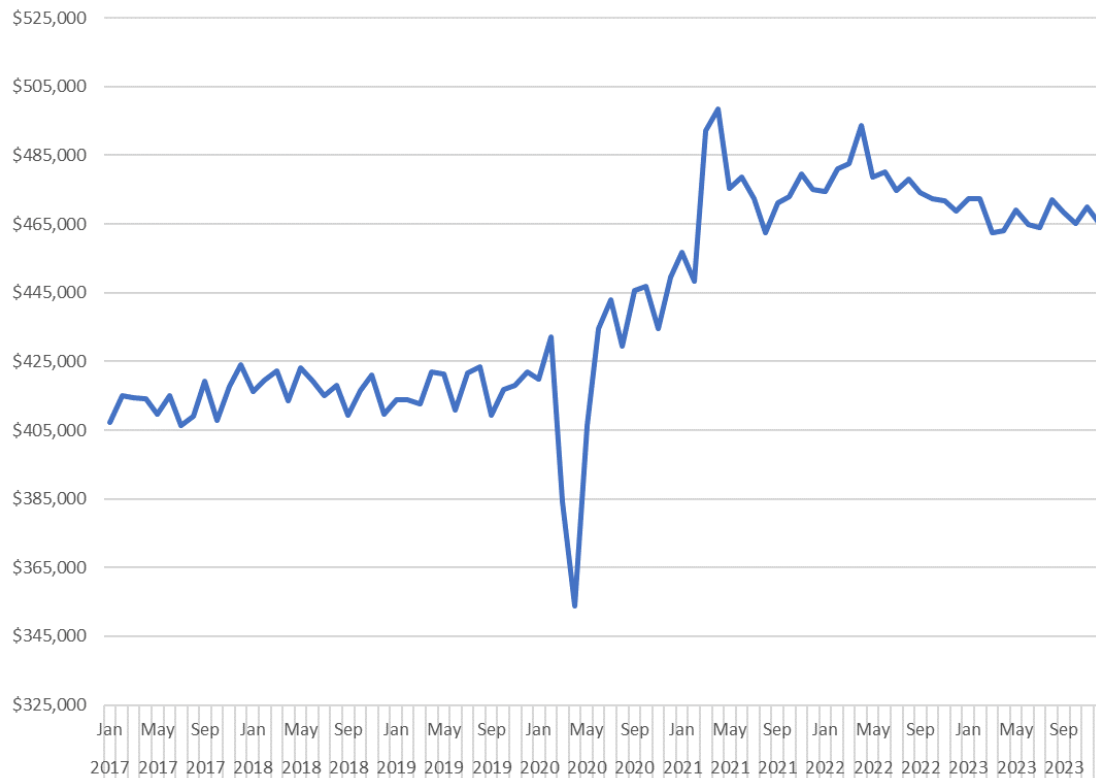
Figure 18: U.S. E-commerce as a percentage share of Retail Sales



Source: US Census Bureau Quarterly E-Commerce Report

All retail sales contribute to trucking activity. During the pandemic, U.S. retail sales were growing extremely fast, boosted by stimulus money and higher disposable household income. However, inflation eroded some of that consumer power and the retail sales have been somewhat stagnant in the last few years (Figure 19).

Figure 19: U.S. Retail Sales Pre and Post Pandemic

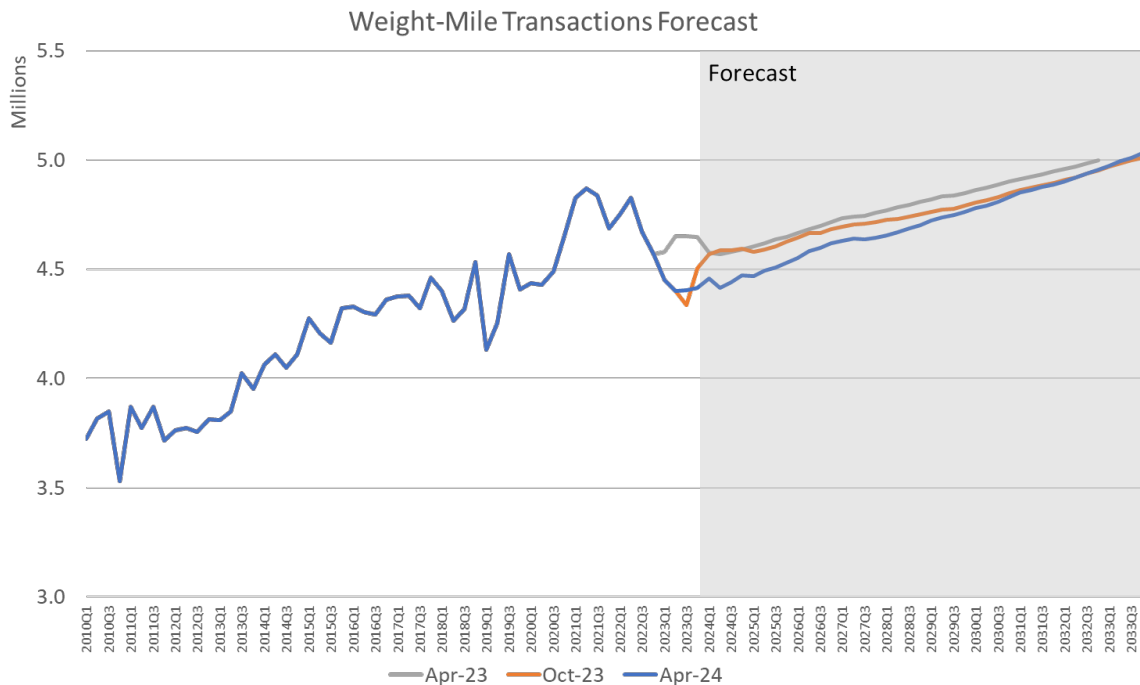


Besides a structural shift in consumer behavior towards more E-commerce, we are beginning to see a structural change in how trucks are operated. As consumers shifted out of brick-and-mortar stores, retailers like Amazon have instituted a more efficient way of getting goods to the consumers through utilization of large warehouses. That shift may have resulted in a shift of how trucks deliver. Instead of delivering to a series of retail outlets, in some cases we are now seeing heavy trucks delivering to these large warehouses and then smaller medium duty vehicles dispatch the goods from the distribution centers to the final destination. This change likely reduces the amount of truck miles but could allow for more efficient use of the heavy vehicles.

An estimate of weight-mile “transactions” provides the basis for the current forecast of weight-mile revenues. This methodology, also used in prior forecasts, constructs a measure of weight-mile transactions by normalizing revenues by the tax rate paid for a typical heavy vehicle. Weight-mile transactions are estimated using an econometric model that takes into consideration the following external variables: Oregon construction employment, Oregon durable goods employment, real consumer spending on durable goods, industrial production of heavy trucks, and unit sales of medium and heavy trucks. The variables in the model that have the most significant impact on the forecast are real consumer spending on durable goods and Oregon construction employment.

Figure 20 shows our current weight-mile transactions forecast compared to a couple of our previous forecasts. Our updated model deviates from the previous projections only slightly in the short-term forecast years after incorporating some of the drops in weight-mile transactions during 2022 and 2023. The reason for the consistency in the forecast is due to the stability in the durable goods spending and Oregon Construction employment forecasts, where both are very similar or slightly stronger to the prior forecasts. The previous forecast expected a rebound in Quarter (Q) 1 2024 that is no longer predicted based on the most recent 2023 Q3 and Q4 data. While it is challenging to know exactly why the strength of our weight mile transactions continues to wane, it is entirely possible this drop is short lived as has happened before around 2018-2019. This decline could be administrative in nature, or as previously mentioned a structural shift in trucking activity.

Figure 20. Weight-Mile Transaction Forecast Comparison (quarterly frequency – seasonally adjusted)



In addition to the economic changes, under HB 2017 the weight-mile tax rates increased in 2018, 2020, 2022, and 2024, for a total of 53 percent over the 2017 rates. These significant rate increases likely had an impact on trucking activity as businesses looked for ways to minimize the impact of these higher rates. The slight decline predicted in 2024 is a direct result of the final tax hike that was implemented in January 2024.

Row 1 of Table 5 shows the amount of weight-mile and flat fee revenues collected each fiscal year. In 2023, weight-mile and flat-fee revenues totaled \$455.4 million, increasing 0.2 percent over 2022. In 2024, revenues are expected to increase very slightly, as the next partial year of



rate changes are balanced by the drop in predicted weight-mile activity. Revenue growth is stronger in 2025 as the next rate increase is fully implemented. Beyond 2025, growth slows to rates averaging one percent.

Row 2 of Table 4 shows heavy vehicle registration fee revenues. It includes both International Registration Plan (IRP) registration fees paid by interstate carriers and the Commercial registration fees paid by intrastate carriers. Together these heavy vehicle registration fees totaled \$44.2 million in fiscal year 2023. This represents a small increase from 2022 at roughly 0.4 percent. Looking ahead, we expect revenues to decrease slightly into 2024 to bring us back to a long-run average and remain fairly flat through the remainder of the forecast.

Row 3 of Table 4 shows the revenues from Road Use Assessment Fees (RUAF), permits, passes, and credentials. This row also includes OTIA III Local Fund fee increments from the commercial driver permits, licenses, and tests, along with weight receipts. Overall, total revenues from these heavy vehicle sources increased to \$7.5 million in fiscal year 2023 as the rates were increased for a few of these transactions as part of HB 2017. Looking forward we expect very little change to forecasted revenues, as they remain relatively flat.

Row 4 of Table 4 reports the total gross revenues for the Commerce and Compliance Division and row 5 shows the change from the prior forecast. For FY 2023-2024, there was a sizeable decrease of \$10.9 million between forecasts and an overall lower forecast in the outer years. Since weight-mile constitutes roughly 90 percent of the overall revenue for CCD, these forecasts look similar, where the calendar year 2024 rate changes boost revenue for the 2025 fiscal year. Growth in the outer forecast years is much more muted with rates averaging about one percent.

Row 9 of Table 4 reports the revenues net of collection costs. Rows 10 through 13 of Table 4 are informational only and highlight the amounts CCD contributes to the OTIA, JTA and HB 2017 programs.

Table 4. Highway Fund Revenues Collected by Commerce and Compliance, CCD (Millions of Dollars)

	Actual		Forecast										Actual BI 21-23	Forecast				
	FY 22	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31	FY 32	FY 33		BI 23-25	BI 25-27	BI 27-29	BI 29-31	BI 31-33
1 WEIGHT-MILE TAX	\$454.5	\$455.4	\$455.6	\$476.6	\$484.5	\$492.8	\$496.1	\$502.5	\$508.6	\$516.0	\$522.2	\$529.5	\$909.9	\$932.2	\$977.3	\$998.5	\$1,024.5	\$1,051.7
2 IRP & COMMERCIAL VEHICLE REGISTRATIONS*	\$44.0	\$44.2	\$44.0	\$46.1	\$46.3	\$46.6	\$46.8	\$46.8	\$46.7	\$46.7	\$46.7	\$46.7	\$88.3	\$90.1	\$92.9	\$93.5	\$93.4	\$93.4
3 RUAF, PERMITS, PASSES & CREDENTIALS**	\$7.5	\$7.4	\$7.3	\$7.1	\$7.2	\$7.4	\$7.4	\$7.6	\$7.7	\$7.7	\$7.9	\$8.0	\$14.9	\$14.3	\$14.6	\$15.0	\$15.4	\$15.9
4 <b>TOTAL CCD COLLECTIONS</b>	<b>\$506.0</b>	<b>\$507.0</b>	<b>\$506.9</b>	<b>\$529.7</b>	<b>\$538.0</b>	<b>\$546.8</b>	<b>\$550.2</b>	<b>\$556.8</b>	<b>\$563.0</b>	<b>\$570.4</b>	<b>\$576.7</b>	<b>\$584.2</b>	<b>\$1,013.1</b>	<b>\$1,036.6</b>	<b>\$1,084.8</b>	<b>\$1,107.0</b>	<b>\$1,133.4</b>	<b>\$1,160.9</b>
5 Change from Previous Forecast	\$0.0	(\$0.0)	(\$10.9)	(\$13.8)	(\$10.5)	(\$7.9)	(\$8.1)	(\$5.4)	(\$3.6)	(\$2.0)	N/A	N/A	(\$0.0)	(\$24.7)	(\$18.4)	(\$13.4)	(\$5.6)	N/A
6 COLLECTION/ADMINISTRATION & PROGRAM COST	(\$38.4)	(\$39.2)	(\$38.2)	(\$38.9)	(\$40.2)	(\$41.1)	(\$42.4)	(\$43.3)	(\$44.7)	(\$45.7)	(\$46.4)	(\$47.2)	(\$77.7)	(\$77.1)	(\$81.3)	(\$85.7)	(\$90.4)	(\$93.6)
7 IFTA BUDGETED EXPENDITURES***	\$1.4	\$1.5	\$1.8	\$1.9	\$1.9	\$2.0	\$2.0	\$2.1	\$2.2	\$2.2	\$2.3	\$2.3	\$2.9	\$3.7	\$3.9	\$4.1	\$4.4	\$4.6
8 ODOT CENTRAL SERVICES ASSESSMENT	(\$13.6)	(\$13.9)	(\$14.5)	(\$14.8)	(\$15.9)	(\$16.2)	(\$17.4)	(\$17.7)	(\$19.0)	(\$19.4)	(\$20.1)	(\$20.8)	(\$27.5)	(\$29.4)	(\$32.1)	(\$35.1)	(\$38.4)	(\$40.8)
9 <b>NET CCD REVENUE</b>	<b>\$455.4</b>	<b>\$455.4</b>	<b>\$456.0</b>	<b>\$477.8</b>	<b>\$483.8</b>	<b>\$491.5</b>	<b>\$492.5</b>	<b>\$497.9</b>	<b>\$501.4</b>	<b>\$507.6</b>	<b>\$512.6</b>	<b>\$518.6</b>	<b>\$910.8</b>	<b>\$933.8</b>	<b>\$975.3</b>	<b>\$990.3</b>	<b>\$1,009.0</b>	<b>\$1,031.1</b>
10 REVENUE SET-ASIDE TO OTIA I & II - memo	(\$11.0)	(\$10.8)	(\$10.5)	(\$10.6)	(\$10.8)	(\$11.0)	(\$11.2)	(\$11.4)	(\$11.5)	(\$11.7)	(\$11.9)	(\$12.1)	(\$21.8)	(\$21.2)	(\$21.7)	(\$22.6)	(\$23.3)	(\$24.0)
11 REVENUE PLEDGED TO OTIA III - memo	(\$31.6)	(\$30.5)	(\$29.9)	(\$30.5)	(\$30.9)	(\$31.4)	(\$31.6)	(\$31.9)	(\$32.2)	(\$32.5)	(\$32.8)	(\$33.2)	(\$62.1)	(\$60.4)	(\$62.3)	(\$63.5)	(\$64.7)	(\$66.0)
12 REVENUE DUE TO JTA - memo	(\$88.5)	(\$85.5)	(\$83.6)	(\$85.6)	(\$86.7)	(\$88.0)	(\$88.5)	(\$89.3)	(\$90.1)	(\$91.0)	(\$91.8)	(\$92.8)	(\$174.0)	(\$169.2)	(\$174.7)	(\$177.8)	(\$181.1)	(\$184.6)
13 REVENUE DUE TO HB 2017 - memo	(\$125.6)	(\$141.9)	(\$151.0)	(\$167.4)	(\$170.2)	(\$173.1)	(\$174.3)	(\$176.6)	(\$178.7)	(\$181.3)	(\$183.5)	(\$186.1)	(\$267.5)	(\$318.4)	(\$343.3)	(\$350.8)	(\$360.0)	(\$369.7)

\*IRP: International Registration Plan.  
 \*\*RUAF: Road Use Assessment Fees.  
 \*\*\*IFTA: International Fuel Tax Agreement.

## Motor Fuels

Motor Fuels revenues are derived from the tax paid on the sale of both motor vehicle fuels (gasoline) and use fuels (predominately diesel <sup>1</sup>). The distinction is important because the tax is collected in different parts of the supply chain. Gasoline is taxed at the point of first sale, when the dealer or distributor purchases the fuel from the terminal. Diesel is taxed later in the supply chain, at the retail level. Taxing at the retail level gives retailers the option of not imposing the tax on heavy trucks that pay the weight-mile tax. Vehicles starting in the 26,000-pound weight class and above pay the weight-mile tax. Generally, a vehicle up to 26,000 pounds will pay the fuels tax and register their vehicle through DMV, while vehicles over this weight will pay the weight-mile tax and register their vehicle through CCD.

Prior to COVID-19, gasoline comprised roughly 89 percent of taxable fuel, while diesel comprised the remaining eleven percent. The post-COVID-19 pandemic shift in travel patterns and the advance of electric vehicles both increased diesel's share in total motor fuels revenue. In calendar year 2023, diesel's share of motor fuel sales exceeded fifteen percent. Light trucking activity, which would include delivery vehicles, has steadily increased following the 2020 COVID-19 pandemic, which resulted in more people staying home and not going to brick and mortar stores. The post-COVID logistics changes appear to include an increased number of distribution centers requiring less weight-mile paying truck activity and more diesel consuming medium-duty vehicle activity.

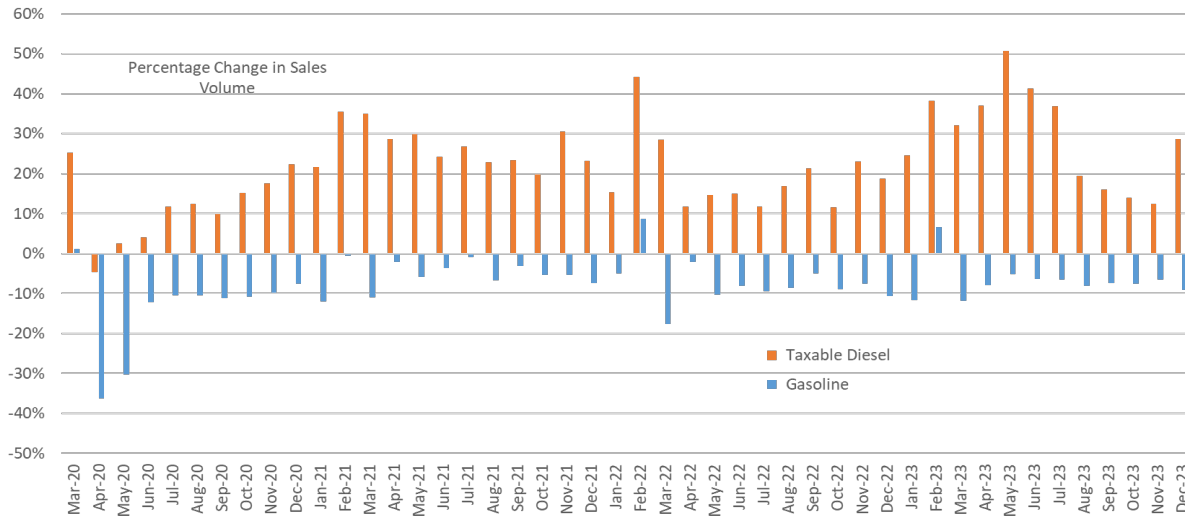
At the same time, light-duty vehicle use has declined and become more fuel-efficient compared to pre-2020 levels. Work from home has remained the standard for many workers, reducing demand for everyday commuting. Meanwhile, average statewide fuel efficiency has increased in this segment as the share of hybrid, plug-in hybrid electric, and battery electric vehicles have grown. Figure 21 below shows the change in sales volume for both gasoline and taxable diesel compared to the same month in 2019. Except for April 2020, all other months have seen growth in taxable diesel over 2019 levels, while gasoline has only overperformed 2019 levels in two months.

Fuel sales rebounded quickly from the dip in the spring of 2020, but challenges to future growth may prevent a return to 2019 levels. First, the total stock of passenger vehicles is not expected to reach 2019 levels in the forecast period (2024-2033). While many workers have returned to the office, Oregon's Office of Economic Analysis has projected that working from home in Oregon is here to stay. Improvements in fuel efficiency and an increasing number of hybrid electric vehicles in Oregon will counteract increases in fuel demand from additional vehicles. Consumption of fuel also depends on its price, and fuel prices have been and continue to be volatile. Fuel prices remained low in 2023 relative to 2022 levels in Oregon. Lower historic and forecast prices have contributed to a forecast of growth in near-term fuel use, which may buoy sales in the near term. Diesel sales are expected to remain relatively flat after their jump to higher levels following COVID-19.

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<sup>1</sup> This section will use both diesel and use fuel interchangeably to refer to taxable diesel only, not diesel sold to weight-mile trucks, unless otherwise noted.

Figure 21. Percentage change in Gasoline and Taxable Diesel sales over same month in 2019



For the first time as part of this forecasting cycle we separated out gasoline and taxable diesel into two distinct econometric models. While explanatory variables for the gasoline model remained the same as our previous model for total gallons of fuel, the new model for taxable diesel gallons includes inputs more specific to taxable diesel consumption and demand. This updated modeling approach will hopefully improve forecast accuracy and provide additional information on the way these two fuels are consumed in Oregon. The results of each regression model and inputs are discussed below.

### Gasoline Model

The inputs into the Gasoline Model include: the price of fuel, stock of passenger non-battery electric vehicles (non-BEV), stock fuel efficiency of the non-BEV light vehicle fleet, and Oregon total non-farm employment. Using non-BEV stock means the effect of the forecasted market shift to battery electric vehicles (BEVs) only enters the model through fleet fuel efficiency and through the reduction of vehicle stock that uses gasoline.

The stock of passenger vehicles is one of the strongest variables in our model. Because it is a long-term forecast, it is only updated once a year. Currently we are using April 2023 stock forecast for non-BEV passenger vehicles (Figure 22). April 2023 stock forecast takes into consideration Oregon’s adopting of the Advanced Clean Cars II (ACC II) rules from California. These rules require manufacturers to sell an increasing share of zero emission vehicles (BEVs and plug-in hybrid electric vehicles), reaching 100 percent of new light duty vehicle sales by 2035. As this input has not changed since our previous forecast, it is not contributing to the forecast difference between the previous and current forecast.

Figure 22. Non-BEV Passenger Vehicle Stock

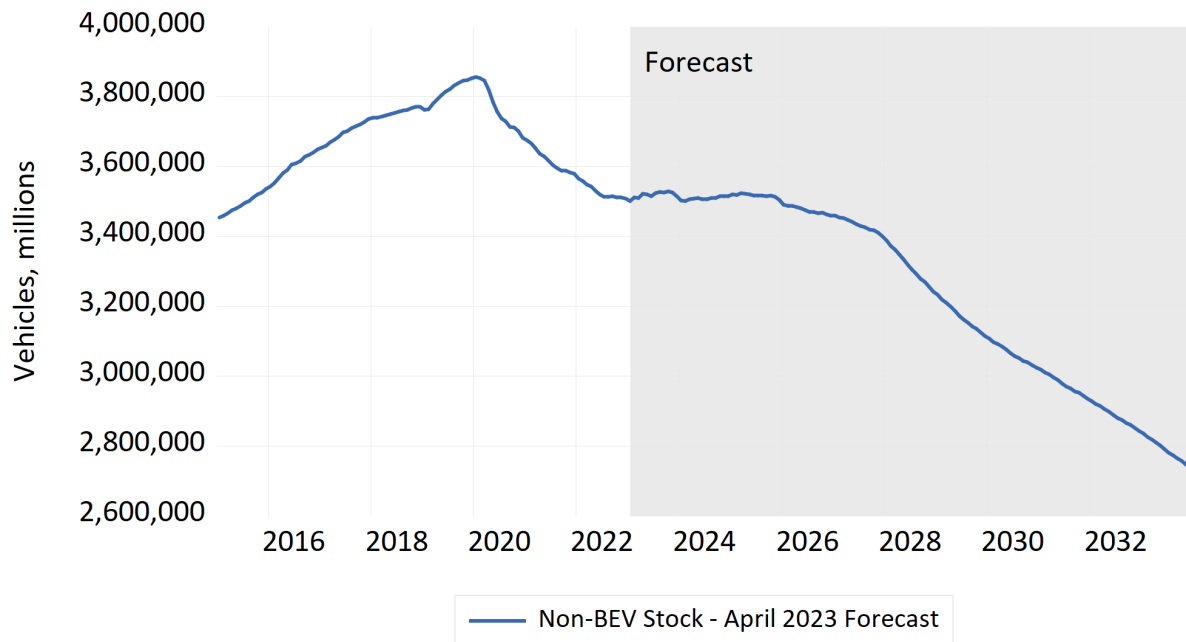
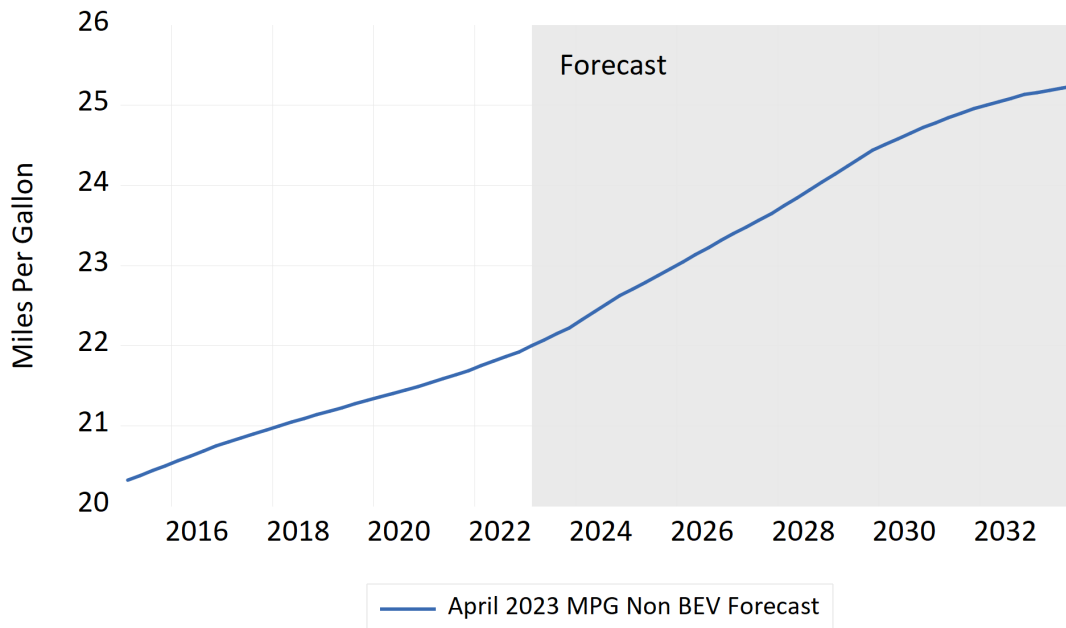


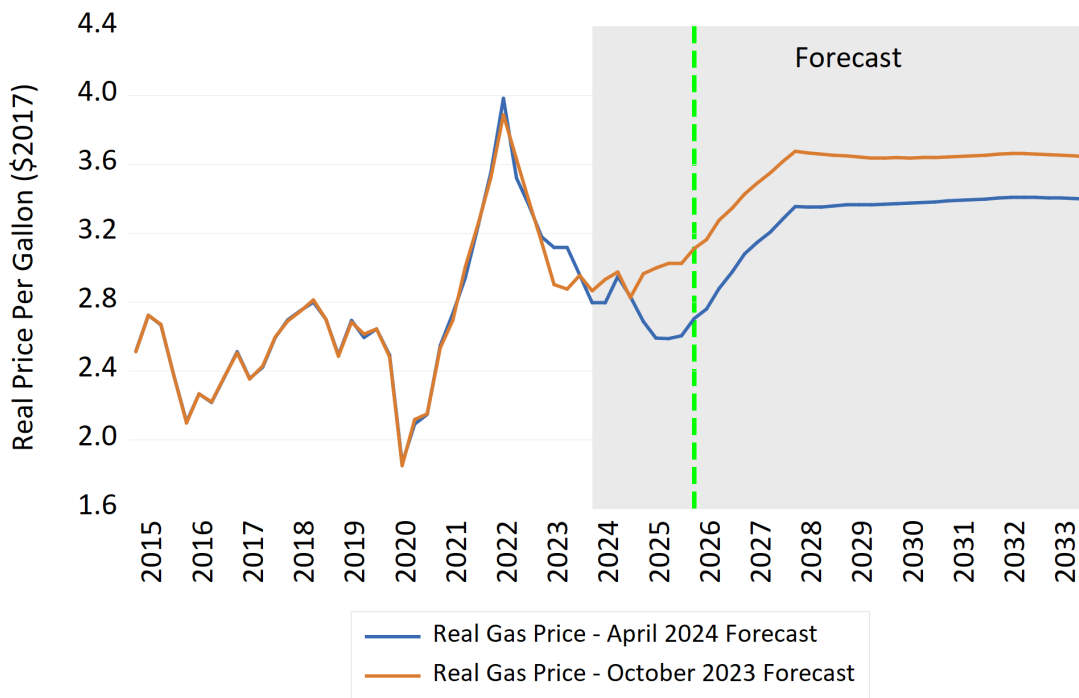
Figure 23. Fuel Efficiency (MPG) of Non-BEV Passenger Vehicle Stock



Fuel efficiency is another input variable to our model. However, it is based on April 2023 stock forecast and, thus, it also remains unchanged from the previous forecast and is not contributing to the difference between the current and the previous forecast (Figure 23).

Another factor impacting the Gasoline Model forecast is the price of fuel. The fuel price forecast has shifted down relative to the October 2023 forecast (Figure 24). While fuel demand is relatively unaffected by the price of fuel in the short run, large and persistent changes have an impact. The real price of fuel was 10-21 percent lower in 2023 relative to the same quarters of 2022. While actual real prices exceeded the October 2023 forecast values for the last two quarters of 2023, the April 2024 forecast of fuel prices shows ongoing declines in real price and a new lower overall forecast in prices through 2033.

Figure 24: Real Price of Gasoline



Climate action is also expected to have an impact on prices. The Climate Protection Program (CPP), passed by the Environmental Quality Commission in December 2021, sets explicit limits on greenhouse gas emissions by the transportation sector each year. These limits will effectively set a cap on the amount of fossil fuel sold each year. To achieve these limits, electrification of the vehicle fleet becomes a long-term key strategy, along with developing alternative fuels. In addition, fuel prices can become an important mechanism to encourage less consumption. While we do not know precisely when prices will need to increase to incentivize less consumption, based on conversations with fuel suppliers, it is likely to happen later this decade.

To capture this impact in the gasoline model, beginning in 2026 (Figure 24, green dashed line), prices are increased two percent until reaching 20 percent in 2028. Based on CPP rules, if price increases in Oregon are 20 percent higher than the average price increases in Washington, Idaho, and Nevada, the Environmental Quality Commission can take action to address the increase. Thus, the model assumes the average fuel prices do not increase more than 20 percent a year, instead they maintain a constant 20 percent increase over the remainder of the forecast from the baseline price without any additional price effects.

Finally, Oregon non-farm employment saw a very slight downward change between forecasts. If economic growth slows, non-farm employment would see downward pressure, which would reduce driving and fuel use.

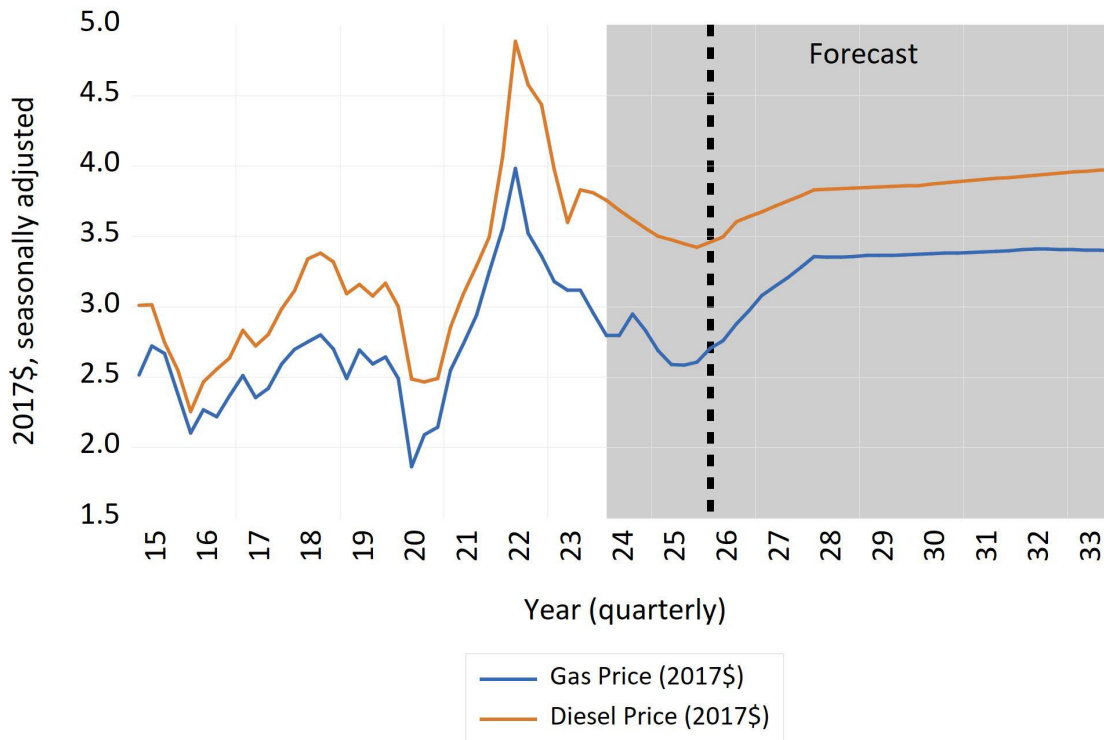
### Use Fuel Model

Use fuel sales were up 8.4 percent in CY 2023 relative to CY 2022, while gasoline sales were only up 0.5 percent for the same time period. Differential consumption between gas and diesel sales in the months and years following the COVID-19 pandemic shutdowns led to the development of a new model for diesel sales. The use fuel model inputs include the stock of diesel vehicles registered in Oregon excepting those in the weight-mile program, the price of diesel, and Oregon specific employment levels in manufacturing, durable goods, transportation, trucking and warehousing industries.

The stock of diesel vehicles registered in Oregon is tracked historically and forecast as part of the stock forecast, however, currently this forecast includes only passenger vehicles and is missing medium-duty vehicles registered with DMV. We are hoping to develop a stock forecast for medium-duty vehicles as well with our next iteration of stock forecast. Light duty diesel vehicles have remained popular in Oregon in recent years, maintaining their share of total registered vehicles at around 6.5 percent while gas only vehicles have declined from 89.3 percent to 87.6 percent. There has been a large increase in online ordering and deliveries by medium-duty trucks since 2020 as well. All else equal, a larger share of diesel engines is expected to increase the share of fuel revenues from diesel, which is what recent data has shown.

A diesel price input is created using Energy Information Administration data for western states, excluding California. Diesel prices are expected to have less impact on consumption for diesel trucks because these trucks often serve a commercial or purpose-driven role. Figure 25 shows diesel prices compared to gasoline prices historically and as forecast. The model assumes that diesel prices will also be affected by the CPP (black dashed line), reflected in prices rising in 2026 before leveling off to a slow rise in the out years of the forecast.

Figure 25: Diesel and Gas Price Forecast Comparison (Real 2017 Dollars)

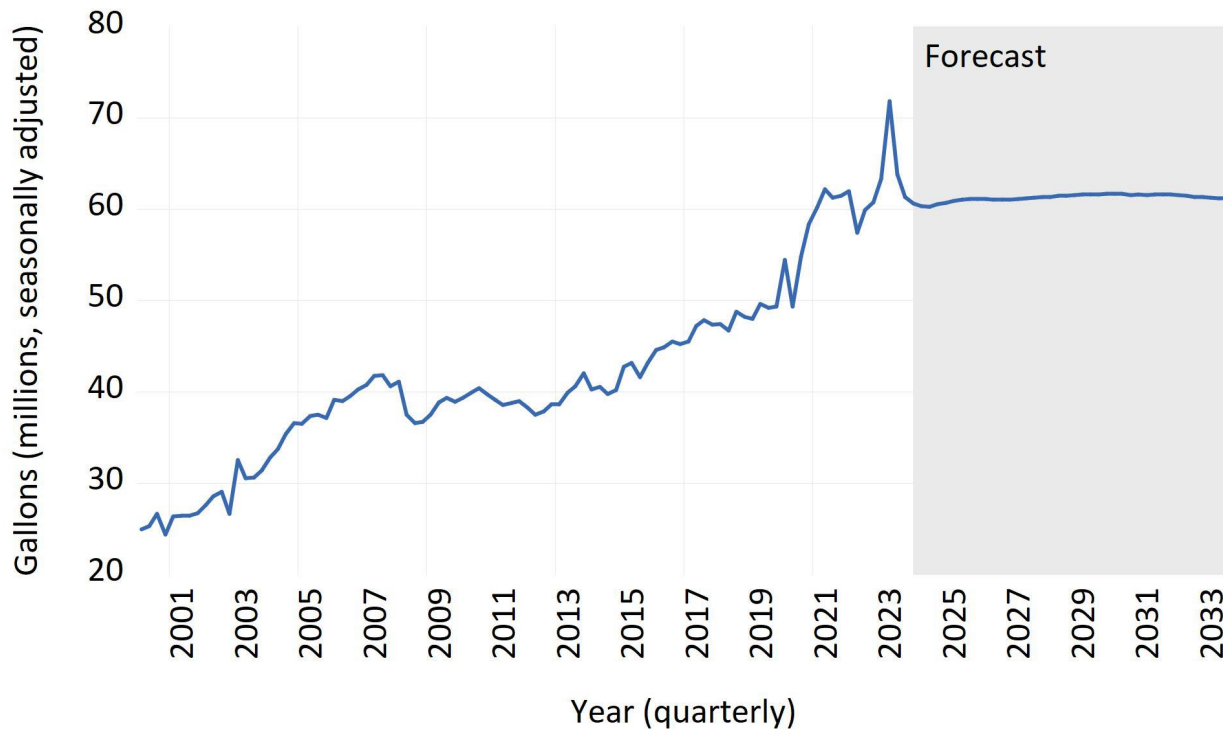


The inputs for Oregon employment in manufacturing, durable goods, transportation, trucking, and warehousing come from Oregon’s OEA statewide economic forecast. These inputs show a stronger statistically significant relationship to diesel consumption than overall Oregon employment. All else equal, higher employment in these industries is expected to increase diesel use in the state. Manufacturing and durable goods employment is expected to remain steady and increase in the middle of this decade before declining after 2027. Transportation, trucking and warehousing employment is expected to remain stable at current levels during the forecast period.

Our April 2024 taxable diesel forecast expects steady ongoing diesel consumption in the state following a dramatic shift up in the level of usage in previous years (Figure 26). Flat consumption could reflect increased light and medium duty trucking activity given improvements in fuel efficiency, and it is much more optimistic than the forecast decline in gasoline sales, which implies that revenues from taxable diesel will continue to grow as a share of the total state revenues from taxable fuels.



Figure 26: Taxable Diesel Forecast April 2024

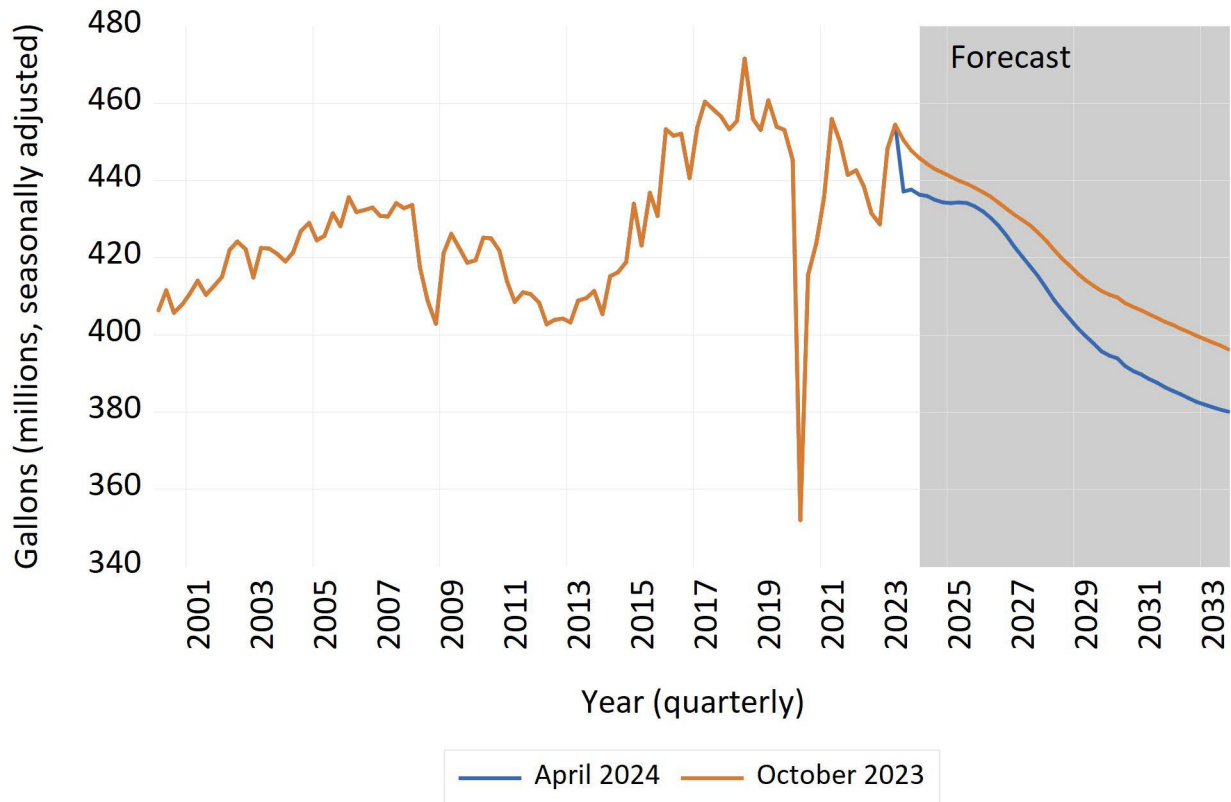


### Motor Fuels Revenue - Combined Forecast

Figure 27 shows the forecast of gallons sold for Motor Fuels compared to the prior forecast. Looking at recent history, there was an unprecedented drop in sales during the second quarter of 2020 and a rapid partial recovery in the third quarter of 2020. Fuel sales in the first two quarters of fiscal year 2024 underperformed the October 2023 forecast amounts. The current forecast shows falling fuel sales slowly declining through 2025, then falling off faster starting in 2026.

Diesel sales had reached a record high in Q2 of 2023 before seeing a sharp decline in the final two quarters of the calendar year. Similarly, gasoline sales jumped to near post-COVID highs in Q2 of 2023 but dropped from that peak in the next quarter, even as real gas prices remained low relative to their 2022 peak. Both gasoline and taxable diesel saw very slight rebounds in the final quarter of 2023. All else equal, with the stock of non-BEV vehicles not predicted to steadily grow over the coming ten years, fuel use will decline. The downward slope of the forecast in the out years reflects the impacts of the CPP, high gas prices, and using non-BEV stock. Fuel sales in the short term remain highly volatile and difficult to forecast.

Figure 27. Motor Fuels forecast (millions of gallons of taxable fuel)



Overall, Motor Fuels sales are expected to be below the previous forecast, with an expected negative difference of \$138.2 million over the span of FY 2024 through FY 2033. The difference is increasing over time, with the near term being buoyed by diesel sales and slower decline in gasoline sales. The outer years see the largest revisions downward as BEV adoption and higher fuel prices cut into fuel sales. The 2024 rate increase to 40 cents per gallon helps ameliorate some of the lost revenues due to the BEV shift.

Lastly, all of the HB 2017 tax rate increases have now been implemented, with the most recent increase to \$0.40 per gallon taking place on January 1, 2024. Increases in the fuels tax rate helped bolster revenues even as gallons sold plateaued. With no further increases in current law, revenues will follow the same trajectory as gallons sold.

Row 2 of Table 5 shows the total gross revenues from the Motor Fuels taxes. While the first two quarters of FY 2024 finished with a fuel sales revenue up 1.36 percent over the same two quarters of FY 2023, the full FY 2024 total is forecast to be \$12.4 million (2.2 percent) below our October 2023 forecast.

FY 2023 finished with \$669 million in gross revenues, an increase of 2.6 percent over FY 2022 as demand continued its recovery from the pandemic. The first two quarters of FY 2024 saw an \$8.5 million increase in revenue over the first two quarters in FY 2023. The third quarter of FY 2024 includes the final HB 2017 fuels tax rate increase to \$0.40 per gallon, which helps bolster revenues. Revenues should continue to grow slightly through FY 2026 as fuel prices remain relatively consistent. In the outer years, revenues will drop as the CPP price impact is applied to the price of fuel and ACC II affects the sales of non-BEVs.

Row 3 shows the change from the prior forecast. Summing the forecast changes from FY 2023-31 an upward revision in overall revenue from the prior forecast.

Rows 4 through 13 of Table 5 list the costs associated with the Fuels Tax program and the statutory transfers that occur prior to apportionment.

Rows 16 through 19 of Table 5 highlight the amounts that the Motor Fuels tax contributes to the OTIA, JTA, and HB 2017 programs, either as a portion of the OTIA I set-aside shown in row 10 or as the incremental revenues from the OTIA III, JTA, and HB 2017 programs shown in rows 17 through 19. Note that the OTIA III legislation did not increase the Motor Fuels tax rate, so the incremental amount is zero.

Table 5. Highway Fund Revenues Collected by Motor Fuels Tax Group (Millions of Dollars)

	Actual		Forecast										Actual BI 21-23	Forecast				
	FY 22	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31	FY 32	FY 33		BI 23-25	BI 25-27	BI 27-29	BI 29-31	BI 31-33
1 MOTOR FUELS TAXES	\$652.0	\$669.0	\$682.6	\$693.9	\$690.8	\$677.5	\$660.5	\$643.7	\$631.6	\$623.1	\$616.4	\$610.5	\$1,321.0	\$1,376.5	\$1,368.3	\$1,304.2	\$1,254.7	\$1,227.0
2 <b>TOTAL MOTOR FUELS COLLECTIONS</b>	<b>\$652.0</b>	<b>\$669.0</b>	<b>\$682.6</b>	<b>\$693.9</b>	<b>\$690.8</b>	<b>\$677.5</b>	<b>\$660.5</b>	<b>\$643.7</b>	<b>\$631.6</b>	<b>\$623.1</b>	<b>\$616.4</b>	<b>\$610.5</b>	<b>\$1,321.0</b>	<b>\$1,376.5</b>	<b>\$1,368.3</b>	<b>\$1,304.2</b>	<b>\$1,254.7</b>	<b>\$1,227.0</b>
3 Change from Previous Forecast	\$0.0	\$0.0	(\$12.4)	(\$11.4)	(\$8.4)	(\$12.6)	(\$19.0)	(\$22.6)	(\$25.1)	(\$26.7)	N/A	N/A	\$0.0	(\$23.8)	(\$20.9)	(\$41.6)	(\$51.9)	N/A
4 COLLECTION/ADMINISTRATION COST	(\$2.2)	(\$2.2)	(\$2.0)	(\$2.1)	(\$2.2)	(\$2.2)	(\$2.3)	(\$2.4)	(\$2.5)	(\$2.5)	(\$2.6)	(\$2.6)	(\$4.4)	(\$4.1)	(\$4.4)	(\$4.7)	(\$5.0)	(\$5.2)
5 ODOT CENTRAL SERVICES ASSESSMENT	(\$0.3)	(\$0.3)	(\$0.4)	(\$0.4)	(\$0.5)	(\$0.5)	(\$0.5)	(\$0.5)	(\$0.6)	(\$0.6)	(\$0.6)	(\$0.6)	(\$0.7)	(\$0.8)	(\$0.9)	(\$1.0)	(\$1.1)	(\$1.2)
6 SNOWMOBILE TRANSFER	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$0.8)	(\$1.6)	(\$1.6)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)
7 CLASS I ATV TRANSFER	(\$2.9)	(\$2.9)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$3.0)	(\$5.8)	(\$6.0)	(\$6.1)	(\$6.0)	(\$6.0)	(\$5.9)
8 MARINE BOARD TRANSFER	(\$5.4)	(\$5.6)	(\$5.7)	(\$5.9)	(\$5.9)	(\$5.9)	(\$5.9)	(\$5.9)	(\$5.9)	(\$5.9)	(\$5.9)	(\$5.9)	(\$11.0)	(\$11.6)	(\$11.8)	(\$11.8)	(\$11.8)	(\$11.8)
9 CLASS II ATV TRANSFER	(\$1.9)	(\$2.0)	(\$2.0)	(\$2.1)	(\$2.1)	(\$2.1)	(\$2.1)	(\$2.1)	(\$2.0)	(\$2.0)	(\$2.0)	(\$2.0)	(\$3.9)	(\$4.1)	(\$4.1)	(\$4.1)	(\$4.1)	(\$4.1)
10 CLASS III ATV TRANSFER	(\$1.7)	(\$1.8)	(\$1.8)	(\$1.9)	(\$1.9)	(\$1.9)	(\$1.9)	(\$1.9)	(\$1.9)	(\$1.9)	(\$1.9)	(\$1.9)	(\$3.5)	(\$3.7)	(\$3.7)	(\$3.7)	(\$3.7)	(\$3.7)
11 CLASS IV ATV TRANSFER	(\$1.6)	(\$1.6)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$1.7)	(\$3.2)	(\$3.4)	(\$3.4)	(\$3.4)	(\$3.4)	(\$3.4)
12 TRANSPORTATION OPERATING FUND (TOF)	(\$16.8)	(\$16.5)	(\$17.3)	(\$18.0)	(\$18.3)	(\$18.6)	(\$18.9)	(\$19.1)	(\$19.4)	(\$19.7)	(\$20.0)	(\$20.3)	(\$33.3)	(\$35.4)	(\$36.9)	(\$38.0)	(\$39.1)	(\$40.3)
13 AVIATION TRANSFER	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.1)	(\$0.2)	(\$0.2)	(\$0.2)	(\$0.2)	(\$0.2)	(\$0.2)
14 HB 2435 (2013 Session) B20 FUEL TAX EXEMPTION -memo	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
15 <b>NET MOTOR FUELS REVENUE</b>	<b>\$618.3</b>	<b>\$635.2</b>	<b>\$647.7</b>	<b>\$657.9</b>	<b>\$654.4</b>	<b>\$640.8</b>	<b>\$623.4</b>	<b>\$606.2</b>	<b>\$593.7</b>	<b>\$584.9</b>	<b>\$577.8</b>	<b>\$571.6</b>	<b>\$1,253.5</b>	<b>\$1,305.6</b>	<b>\$1,295.2</b>	<b>\$1,229.6</b>	<b>\$1,178.6</b>	<b>\$1,149.4</b>
16 REVENUE ALLOCATION TO OTIA I & II SET-ASIDE - memo	(\$17.7)	(\$18.1)	(\$18.2)	(\$18.0)	(\$17.8)	(\$17.5)	(\$17.3)	(\$16.9)	(\$16.7)	(\$16.5)	(\$16.4)	(\$16.3)	(\$35.9)	(\$36.2)	(\$35.3)	(\$34.2)	(\$33.2)	(\$32.7)
17 REVENUE PLEDGED TO OTIA III - memo	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
18 REVENUE DUE TO JTA - memo	(\$105.9)	(\$105.6)	(\$105.1)	(\$104.1)	(\$103.6)	(\$101.6)	(\$99.1)	(\$96.5)	(\$94.7)	(\$93.5)	(\$92.5)	(\$91.6)	(\$211.5)	(\$209.2)	(\$205.2)	(\$195.6)	(\$188.2)	(\$184.0)
19 REVENUE DUE TO HB 2017 - memo	(\$122.7)	(\$140.8)	(\$156.9)	(\$173.5)	(\$172.7)	(\$169.4)	(\$165.1)	(\$160.9)	(\$157.9)	(\$155.8)	(\$154.1)	(\$152.6)	(\$263.5)	(\$330.4)	(\$342.1)	(\$326.0)	(\$313.7)	(\$306.7)

## Other Revenues

In addition to the traditional highway revenues, ODOT also collects and distributes the following revenues:

1. HB 2017 Tax Programs
2. Aviation Fuel Tax
3. Gross Railroad Revenues
4. Other Highway Revenues

### HB 2017 Tax Programs

The 2017 Oregon Legislature passed House Bill 2017, marking a significant investment in transportation to promote a clean environment, strong communities with good quality of life, a vibrant economy with good jobs, and safe, healthy people. This effort is referred to as Keep Oregon Moving. In addition to increasing the traditional Highway Fund taxes and fees, three new taxes were introduced to provide additional funding for Keep Oregon Moving:

1. Statewide **Transit Payroll Tax** for investments in public transportation.
2. **Vehicle Privilege Tax** (on new vehicles purchased and registered in Oregon) dedicated to the Connect Oregon program and to promote electric vehicle sales. New vehicles purchased outside of Oregon and registered in Oregon are subject to a similar tax called **Vehicle Use Tax**. However, these funds go to Highway Fund and thus are treated as a separate line item.
3. **Bike Excise Tax** is dedicated to the Multimodal Active Transportation (MAT) fund dedicated to bicycle and pedestrian projects.

The Vehicle Privilege/Use Tax and Bike Excise Tax were implemented in January 2018. The Transit Payroll Tax went into effect in July 2018. The most significant recent statutory update is the legislature restructuring the amounts transferred to the Department of Environmental Quality (DEQ), [Senate Bill 1558 \(2022\)](#). With the change, ODOT now receives the remainder of privilege tax revenues after DEQ has received the greater of \$12 million or 45 percent of calendar year privilege tax revenues.

### Transit Payroll Tax

The Transit Payroll Tax is a statewide payroll tax and is the largest of the HB 2017 taxes. A rate of one-tenth of one percent is imposed on the wages of employees who are Oregon residents regardless of where they work as well as residents of other states who work in Oregon. The revenue from this tax is directed to state transit agencies. About 90 percent is distributed by formula to statutorily defined Qualified Entities based on their respective share of state payrolls.

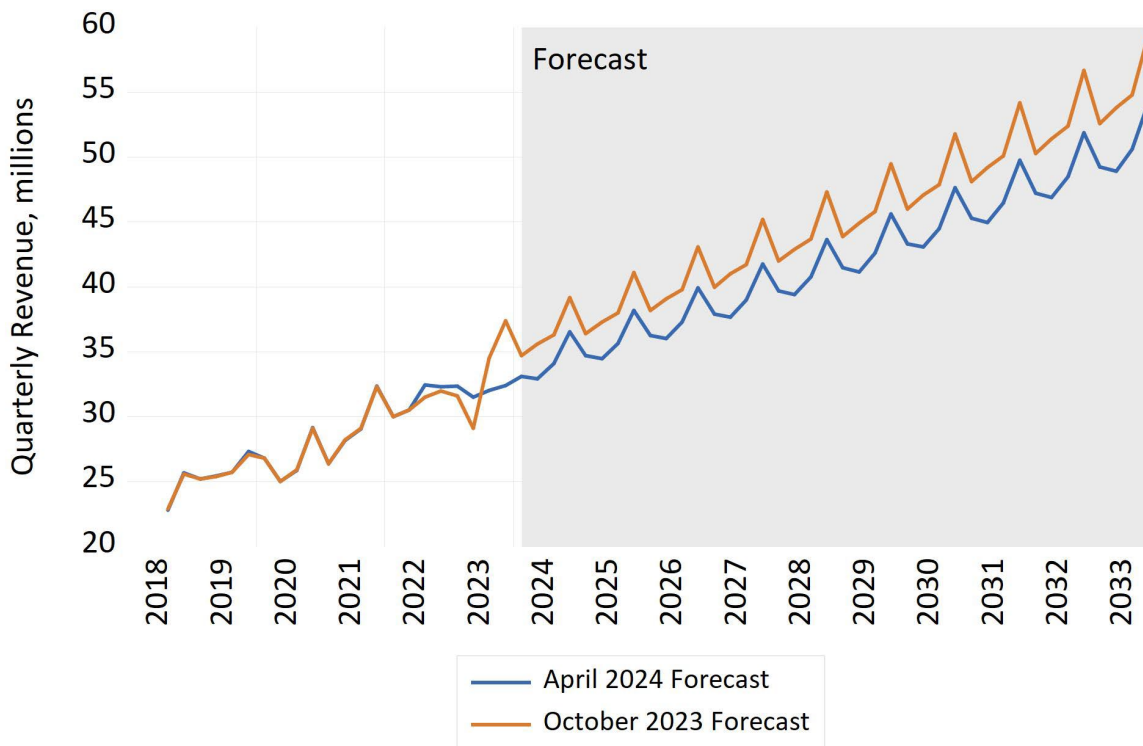
The current forecast method is a simple one because we have limited historical data to help predict future revenues. Payroll data from The Oregon Employment Department (OED) is multiplied by growth rates from the OEA forecasted growth in Oregon wages and salaries.

These values are multiplied by the payroll tax rate to produce the estimated gross quarterly payroll tax, which assumes that OED payroll is equivalent to the total transit payroll tax liability.

However, since these are two different payroll programs, the payroll totals will likely not be completely comparable. To adjust for this, a ratio was created measuring the share of transit payroll tax liability to total OED payroll. The ratio is about 97 percent.

Another feature of this data is that the most recent actuals will continue maturing as entities pay past due tax. As a result, some of the most recent historical data might still change and should be viewed as preliminary and not final. Recent actuals will likely be revised upwards as past due tax is collected. Figure 28 features this revision, with an upward revision of revenues as far back as the third quarter of 2022. The current forecast is revised downward in part due to lower recent actuals which could still be revised upward, presenting some forecast uncertainty. However, the underlying data driving this forecast is from Oregon’s OEA forecast, which shows a downward revision in forecast wages for the state as well.

Figure 28. Transit Payroll Tax Collections - Forecast Comparison (Quarterly Collections, Accrual)



### Vehicle Privilege and Use Tax

Vehicle Privilege and Use Taxes apply to manufacturer or dealer vehicle sales, while private vehicle sales are excluded. The tax amount of 0.5 percent of the vehicle’s sale price is assessed on the following vehicle types: passenger vehicles, trucks, trailers (except 1,800 lbs. or less),

travel trailers, motor homes, campers, motorcycles, mopeds, buses, bus trailers, and fixed load trailers. Only vehicles with odometer reading of 7,500 miles or less (if there is an odometer) and gross vehicle weight rating of 26,000 lbs. or less are subject to this tax. For sales occurring in Oregon, the vehicle dealer is required to pay the **Privilege Tax**. An Oregon resident purchasing a new vehicle out-of-state pays the **Use Tax**. The rates are the same for both taxes. However, Use Tax revenue is Highway Fund revenue while Privilege Tax revenue is dedicated to ODOT's Connect Oregon program and to Department of Environmental Quality EV rebate programs.

The forecast method uses reports of actual vehicles sold, historical sales, national vehicle sale price forecasts, and ODOT's new passenger vehicle entries from our vehicle stock forecast as inputs. April 2024 represents an update to these two forecasts, with a new seasonality adjustment for each and econometric forecasting methods. This data also suffers from data maturity and historical revisions that present forecast risk, which future rounds of forecasting will attempt to address.

Total revenues are estimated in three steps. First, the quantities of subject vehicles are forecasted. Second, the total revenue collections are estimated by multiplying the quantity by the price using National Average Light Vehicle Price forecast from S&P Global. Third, the total dollar amount from the previous two steps is multiplied by the tax rate of 0.5 percent.

Figure 29 compares the current forecast with our previous (October 2023) forecast for Vehicle Privilege Tax, and Figure 30 shows the forecast comparison for Vehicle Use Tax. Because we are utilizing a different methodology, the two forecasts are not directly comparable. We are hoping that our new methodology will produce better forecast accuracy.

Figure 29. Vehicle Privilege Tax - Forecast Comparison (Quarterly Collections, Accrual)

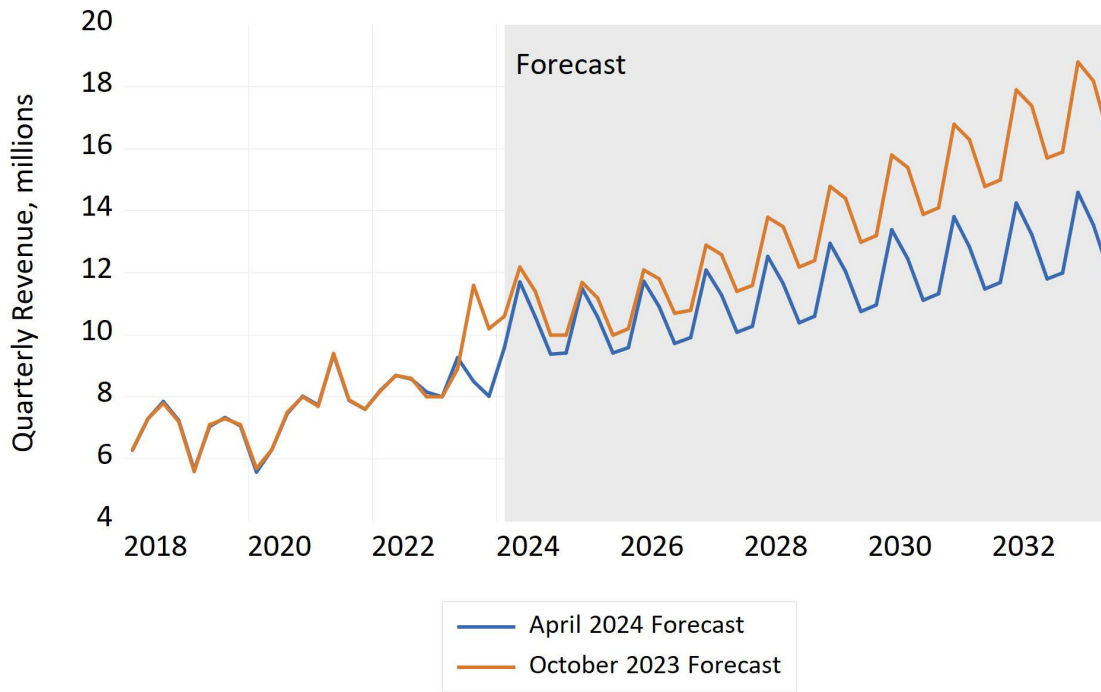
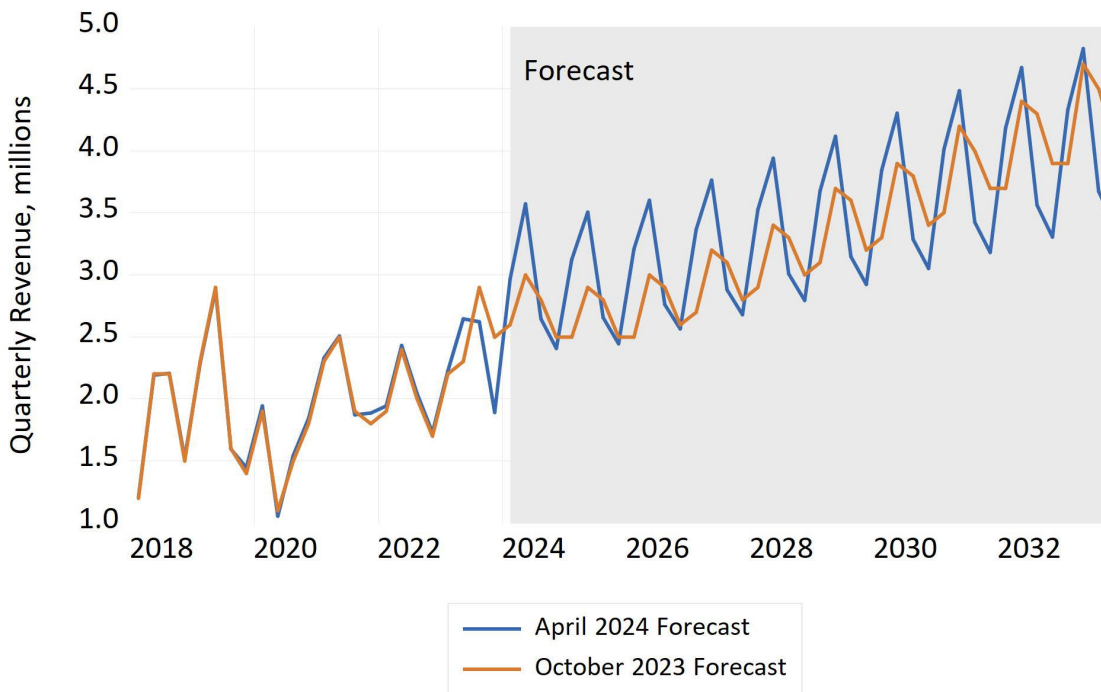


Figure 30. Vehicle Use Tax - Forecast Comparison (Quarterly Collections, Accrual)





## Bicycle Tax

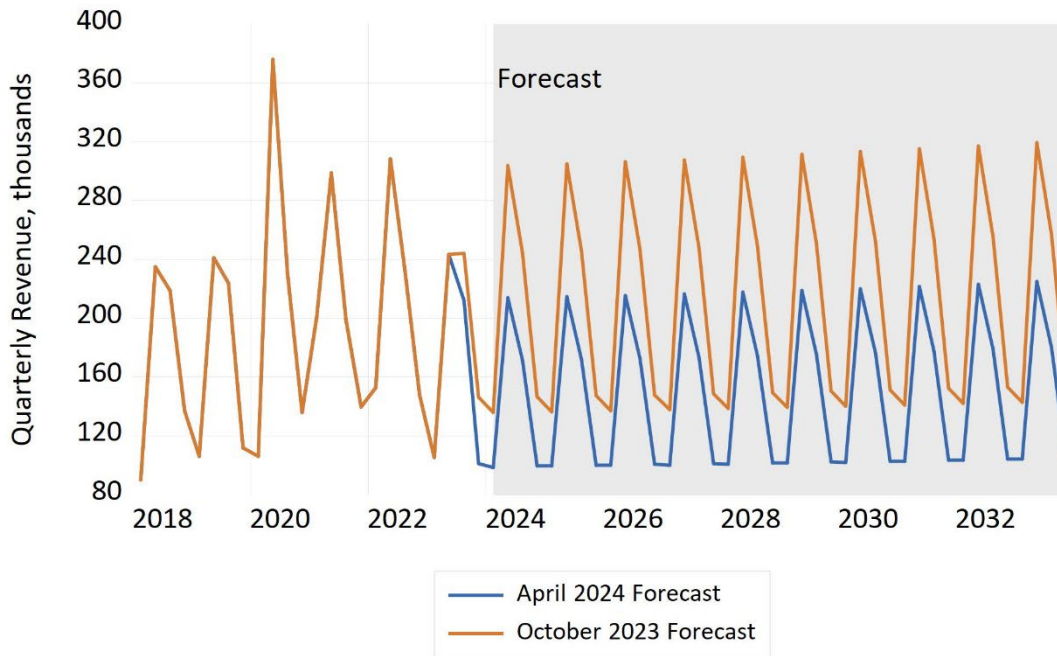
The Oregon Bicycle Excise Tax is a flat tax of \$15, collected at the point of sale starting January 1, 2018. Revenue from the Bicycle Excise Tax goes into the Multimodal Active Transportation Fund to provide grants for bicycle and pedestrian transportation projects. This tax was initially applied to bicycles with a wheel diameter of 26-inches or larger and excluded electric-assist bicycles. However, during the 2018 Legislative Session, these restrictions were removed (HB 4059) and now all new bicycles of \$200 and higher are subject to the tax. While the tax is a liability of the purchaser, the seller is ultimately responsible for collecting it, filing quarterly returns with Department of Revenue, and making payments.

The forecast is developed using historical data from the Department of Revenue, the Portland State Population Center's forecast Oregon population growth, and economic forecast inputs from S&P Global. The Bicycle Tax Model now includes an updated seasonality adjustment along with an adjustment for light duty vehicle sales, which are significantly and negatively related to bicycle sales.

There was an unexpectedly large increase in bicycle sales in the second quarter of 2020, which coincided with the start of COVID-19 related policy changes. Sales have recently slowed relative to the years immediately following 2020 (Figure 31). The overall current forecast is below our previous October 2023 forecast due to weaker than expected actual sales in the final two quarters of 2023. Population growth in Oregon is the primary driver of this forecast, so some downward movement is expected with recent downward revisions to Oregon's population outlook.

Collection costs for the Bike Tax program are small, scaled to the revenue collected. Like the other HB 2017 taxes, FY 2018 and FY 2019 experienced some one-time costs that bumped up collection costs for those years. Going forward, we expect collection costs to average \$48,565 per year through FY 2033.

Figure 31: Bicycle Excise Tax Collections – Forecast Comparison (Quarterly Collections, Accrual)



### HB 2017 Tax Programs Summary

Table 6 provides a summary of expected total revenues, collection costs, transfers to DEQ (for electric vehicle rebates and promotions), and net revenues to ODOT. Collection costs have been consistent and are expected to grow with inflation over time.

In summary, net tax revenues to ODOT for all three HB 2017 taxes were revised up to \$302.2 from 298.0 million during the 2021-23 biennium, a 1.4 percent upward revision. Currently, the forecast for the 2023-25 biennium is forecast to bring 8.1 percent less compared to October 2023 forecast. Revenues for the 2025-27 biennium are revised down 6.4 percent. The downward revisions are driven by the reductions in both Privilege Tax Revenues and Transit Payroll Tax Revenues. Forecast risks include: data maturity and future upward revisions of current revenues; state of the economy as it relates to wages, new vehicle sales, and vehicle prices; and policy changes.

Table 6. Total & Net Tax Revenues (Millions of Dollars)

	Actual		Forecast										Actual BI 21-23	Forecast				
	FY 22	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31	FY 32	FY 33		BI 23-25	BI 25-27	BI 27-29	BI 29-31	BI 31-33
<b>TAX COLLECTIONS</b>																		
TRANSIT TAX	\$121.9	\$123.2	\$129.4	\$137.0	\$142.7	\$148.8	\$155.1	\$161.6	\$168.1	\$174.8	\$181.9	\$189.2	\$245.0	\$266.4	\$291.5	\$316.7	\$342.9	\$371.1
VEHICLE PRIVILEGE TAX	\$20.4	\$22.0	\$22.7	\$23.9	\$22.9	\$24.0	\$25.0	\$25.7	\$26.7	\$27.5	\$28.3	\$29.0	\$42.4	\$46.5	\$47.0	\$50.7	\$54.1	\$57.4
VEHICLE USE TAX	\$8.2	\$8.7	\$11.1	\$11.7	\$11.9	\$12.5	\$13.0	\$13.6	\$14.2	\$14.8	\$15.5	\$16.0	\$16.9	\$22.7	\$24.4	\$26.6	\$29.1	\$31.5
BIKE EXCISE TAX	\$0.8	\$0.7	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.7	\$0.7	\$0.7	\$1.5	\$1.3	\$1.3	\$1.3	\$1.3	\$1.3
<b>TOTAL TAX COLLECTIONS</b>	<b>\$151.3</b>	<b>\$154.6</b>	<b>\$163.8</b>	<b>\$173.1</b>	<b>\$178.2</b>	<b>\$185.9</b>	<b>\$193.8</b>	<b>\$201.6</b>	<b>\$209.6</b>	<b>\$217.8</b>	<b>\$226.4</b>	<b>\$234.9</b>	<b>\$305.9</b>	<b>\$336.9</b>	<b>\$364.1</b>	<b>\$395.4</b>	<b>\$427.4</b>	<b>\$461.3</b>
Change from Previous Forecast	-\$0.1	-\$0.2	-\$20.0	-\$10.6	-\$14.3	-\$17.2	-\$20.0	-\$22.9	-\$10.0	-\$4.8	-\$7.5	-\$10.3	-\$0.3	-\$30.5	-\$31.4	-\$42.9	-\$14.8	-\$17.8
<b>COLLECTION COSTS:</b>																		
TRANSIT TAX	\$3.5	\$3.5	\$4.0	\$4.1	\$4.2	\$4.4	\$4.5	\$4.7	\$4.5	\$4.5	\$4.7	\$4.9	\$7.0	\$8.1	\$8.6	\$9.2	\$9.1	\$9.6
VEHICLE PRIVILEGE TAX	\$0.4	\$0.4	\$0.4	\$0.4	\$0.4	\$0.4	\$0.5	\$0.5	\$0.5	\$0.5	\$0.5	\$0.5	\$0.8	\$0.8	\$0.9	\$0.9	\$1.0	\$1.1
VEHICLE USE TAX	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	\$0.3	\$0.3	\$0.3	\$0.4	\$0.4	\$0.4
BIKE EXCISE TAX	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1
<b>TOTAL COLLECTION COSTS</b>	<b>\$4.1</b>	<b>\$4.1</b>	<b>\$4.6</b>	<b>\$4.7</b>	<b>\$4.9</b>	<b>\$5.0</b>	<b>\$5.2</b>	<b>\$5.4</b>	<b>\$5.3</b>	<b>\$5.3</b>	<b>\$5.5</b>	<b>\$5.7</b>	<b>\$8.1</b>	<b>\$9.3</b>	<b>\$9.9</b>	<b>\$10.6</b>	<b>\$10.6</b>	<b>\$11.2</b>
<b>NET TAX REVENUES TO ODOT</b>																		
TRANSIT TAX	\$118.4	\$119.7	\$125.5	\$132.9	\$138.5	\$144.4	\$150.6	\$156.9	\$163.6	\$170.3	\$177.2	\$184.3	\$238.0	\$258.3	\$282.9	\$307.5	\$333.8	\$361.5
VEHICLE PRIVILEGE TAX	\$20.0	\$21.6	\$22.3	\$23.5	\$22.5	\$23.6	\$24.5	\$25.3	\$26.2	\$27.0	\$27.8	\$28.5	\$41.7	\$45.7	\$46.1	\$49.8	\$53.1	\$56.3
VEHICLE USE TAX	\$8.1	\$8.6	\$10.9	\$11.5	\$11.7	\$12.3	\$12.8	\$13.4	\$14.0	\$14.6	\$15.3	\$15.8	\$16.6	\$22.4	\$24.0	\$26.3	\$28.7	\$31.1
BIKE EXCISE TAX	\$0.7	\$0.7	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$0.6	\$1.4	\$1.2	\$1.2	\$1.2	\$1.2	\$1.2
<b>TOTAL NET REVENUES TO ODOT</b>	<b>\$147.3</b>	<b>\$150.5</b>	<b>\$159.3</b>	<b>\$168.4</b>	<b>\$173.3</b>	<b>\$180.9</b>	<b>\$188.5</b>	<b>\$196.2</b>	<b>\$204.4</b>	<b>\$212.5</b>	<b>\$220.9</b>	<b>\$229.2</b>	<b>\$297.8</b>	<b>\$327.7</b>	<b>\$354.2</b>	<b>\$384.7</b>	<b>\$416.8</b>	<b>\$450.1</b>
<b>PRIOR FORECAST NET TAX REVENUES</b>																		
TRANSIT TAX	\$118.5	\$120.7	\$138.2	\$145.1	\$152.3	\$159.6	\$167.3	\$175.2	\$167.3	\$167.3	\$175.2	\$183.5	\$239.1	\$283.3	\$311.8	\$342.5	\$334.6	\$358.7
VEHICLE PRIVILEGE TAX	\$20.0	\$21.2	\$29.3	\$22.6	\$24.0	\$26.4	\$28.4	\$30.2	\$32.4	\$34.5	\$36.7	\$38.6	\$41.2	\$51.9	\$50.3	\$58.6	\$66.9	\$75.3
VEHICLE USE TAX	\$8.0	\$8.1	\$10.9	\$10.5	\$10.6	\$11.3	\$12.1	\$12.9	\$13.8	\$14.7	\$15.7	\$16.6	\$16.1	\$21.4	\$21.9	\$24.9	\$28.5	\$32.2
BIKE EXCISE TAX	\$0.8	\$0.7	\$0.8	\$0.8	\$0.8	\$0.8	\$0.8	\$0.8	\$0.8	\$0.8	\$0.8	\$0.8	\$1.5	\$1.6	\$1.6	\$1.6	\$1.6	\$1.6
<b>CHANGE FROM PRIOR FORECAST</b>																		
TRANSIT TAX	-\$0.1	-\$1.0	-\$12.7	-\$12.3	-\$13.8	-\$15.2	-\$16.7	-\$18.3	-\$3.7	\$3.0	\$2.0	\$0.8	-\$1.1	-\$25.0	-\$29.0	-\$35.0	-\$0.8	\$2.8
VEHICLE PRIVILEGE TAX	\$0.0	\$0.4	-\$7.0	\$0.8	-\$1.4	-\$2.8	-\$3.9	-\$5.0	-\$6.2	-\$7.5	-\$8.9	-\$10.1	\$0.4	-\$6.2	-\$4.2	-\$8.8	-\$13.8	-\$19.0
VEHICLE USE TAX	\$0.1	\$0.4	\$0.0	\$1.0	\$1.1	\$1.0	\$0.8	\$0.5	\$0.2	-\$0.1	-\$0.4	-\$0.8	\$0.5	\$1.0	\$2.1	\$1.3	\$0.2	-\$1.2
BIKE EXCISE TAX	-\$0.1	\$0.0	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.2	-\$0.1	-\$0.4	-\$0.4	-\$0.4	-\$0.4	-\$0.4

Note: Individual amounts may not add up to the total due to rounding.

## Aviation Fuel Tax

The April 2024 forecast shows a consistent forecast of revenues from jet fuel and aviation gas taxes relative to October 2023. The forecast anticipates 1.9 percent lower revenues for the 2023-25 biennium followed by 2.4 percent higher revenues for the 2025-27 biennium. The net change in revenues forecast relative to October 2023's forecast is an increase of \$1.42 million for FY 2023-2031.

Flights have rebounded to near pre-COVID forecast levels during CY 2023. Load factors, which measure how efficiently airlines fill planes with passengers, remains lower than recent history. All else equal, moving a similar number of passengers with a lower load factor increases fuel use and revenues.

A data reporting hiccup at the start of 2023 was followed by stronger than previously forecast fuel sales. The final months of 2023 slightly underperformed the October 2023 forecast expectations. A downward revision of the Oregon employment forecast by OEA limits the upward revision in jet fuel tax revenues.

Figure 32 shows the current Jet Fuel Tax revenue forecast for April 2024, the previous forecast from October 2023, and actual revenues prior to that. Figure 33 shows the current Aviation Gasoline Tax revenue forecast. The passage of HB 2434 in the 2021 legislative session removed the sunset of current jet fuel and aviation gas rates, locking in the \$0.03 and \$0.11 respective rates going forward from January 2022.

Figure 32. Jet Fuel Revenue - Forecast Comparison

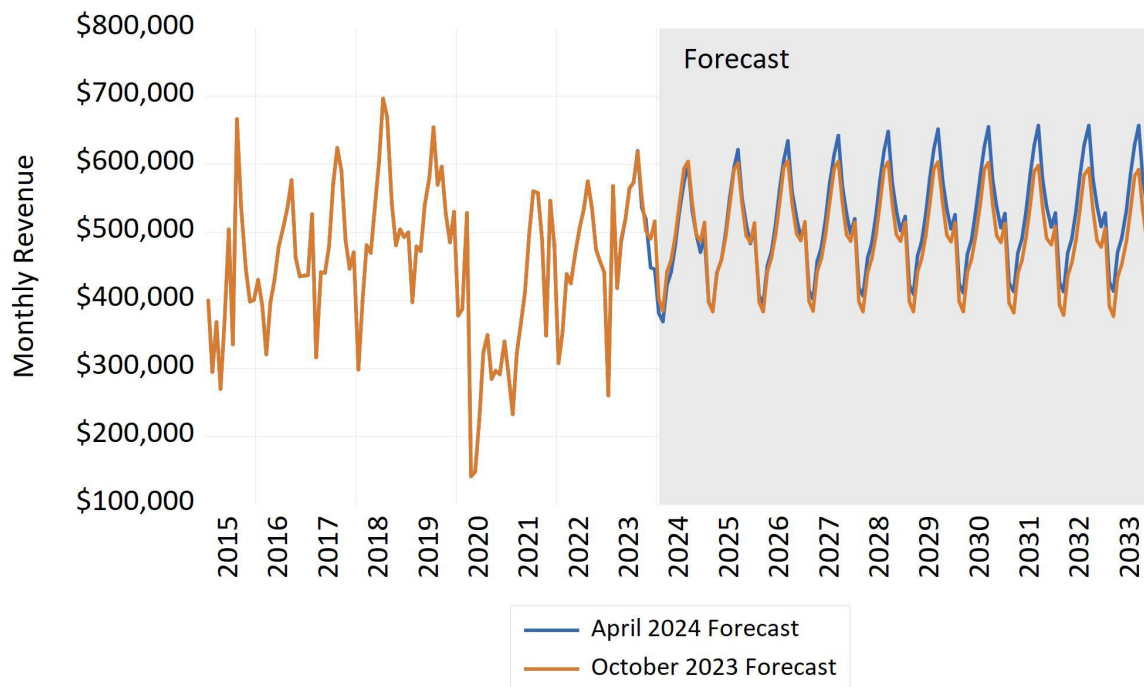
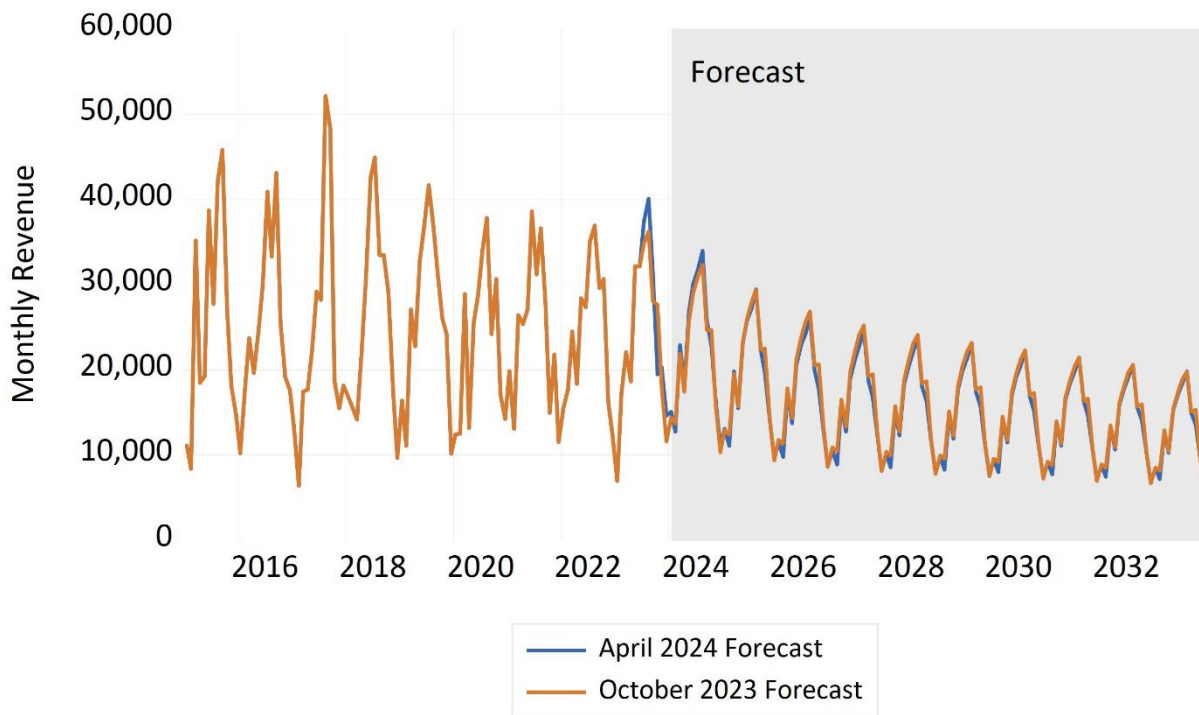


Figure 33. Aviation Gasoline Revenue – Forecast Comparison



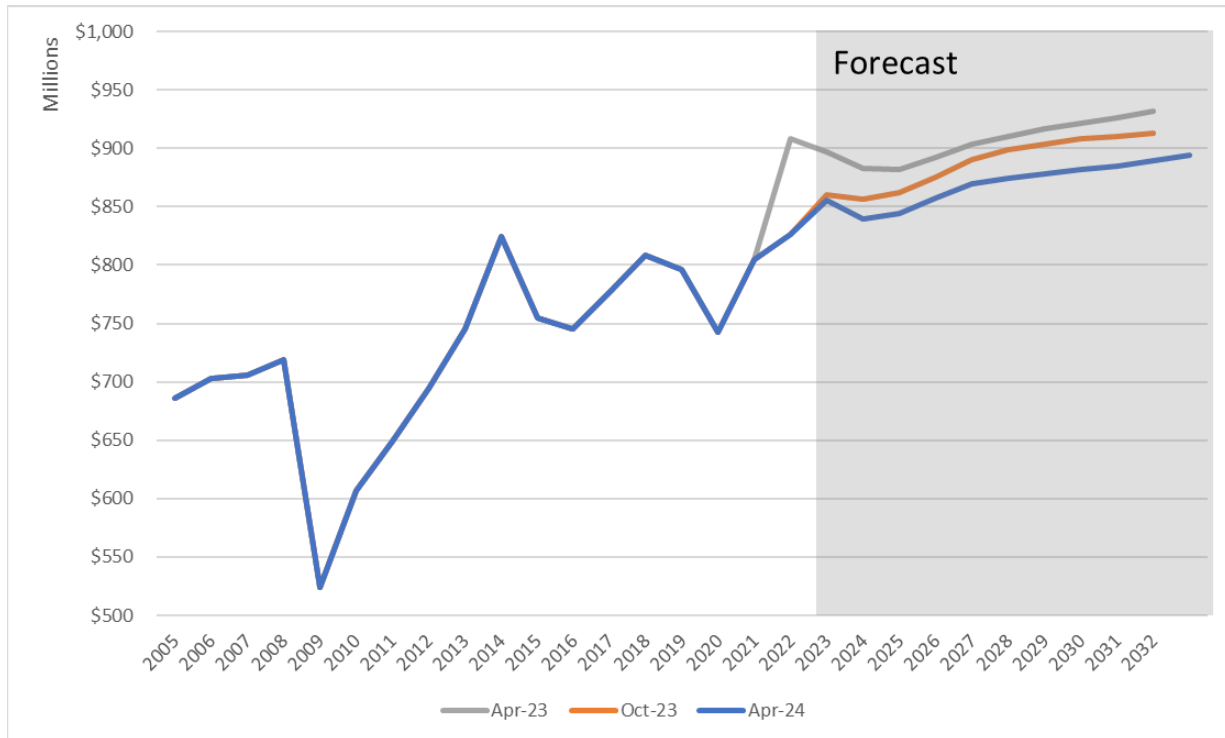
### Gross Railroad Revenues Tax

ODOT collects annual (calendar year) fees on gross operating revenues of railroads that does not exceed 0.35 percent of any railroad's gross operating revenues ([ORS 824.010](#)). Funds collected from this fee are separate from the General Fund and are directed to be used to defray costs to ODOT for carrying out its legal duties related to railroads, or to obtain matching funds for track improvement or rehabilitation. ODOT sets the rate and requests payment, after which railroads pay the fee and issue an accompanying statement of revenues upon which they based their fee payment. The fee is collected on any gross operating revenues associated with transportation of passengers (excludes Amtrak) and property.

The forecast methodology starts with forecasting of railroad gross operating revenues as reported by the railroads. Then, the forecast of the fees ODOT collects are calculated from the forecast of gross operating revenues. Inputs to the forecast include forecast from S&P Global for the highest value goods reported to be carried on Oregon railroads. This forecast is still new, and annually updated data means few observations to work with so far.

The downward revision for April 2024 is likely related to the currently cautious forecast for the Oregon lumber industry and Oregon's manufacturing employment, and fuel prices. Uncertainty of economic conditions post-COVID continues to present forecast risk, as do current rumblings about an economic slowdown. As inflation continues to slow, and consumer spending on durable goods increases in the future, it may improve the gross rail revenue forecast in the future.

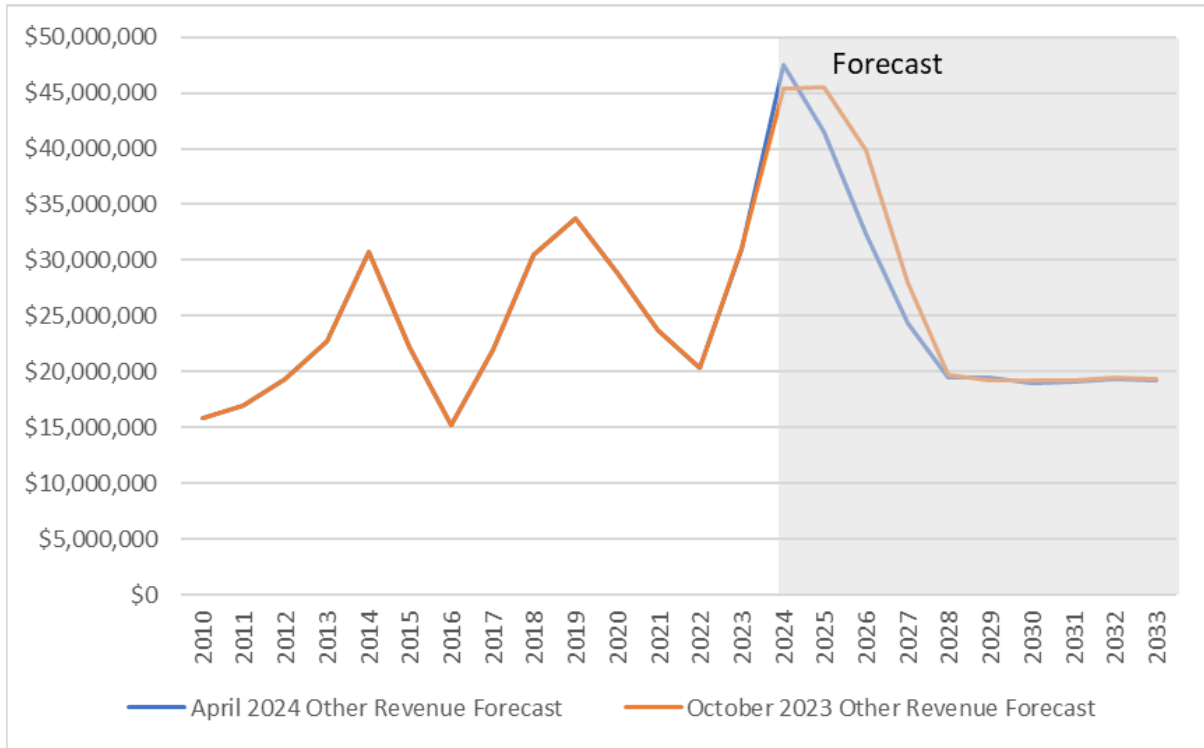
Figure 34. Actual and Forecast Gross Rail Revenue Fees Collected



### Other Highway Revenues

There are other sources of highway revenue that do not fall under any previous category. These revenue sources include equipment sales, rental fees, property sales, billboard fees, material testing revenue, and interest income. Cumulatively, these revenue sources totaled \$46,899,503 in 2023, which was a 110.4 percent increase from 2022 revenues (\$22,287,247). This significant increase came from three sources: Property sales (increased \$2.9M), Interest Income (increased \$21M) and Other Misc. Revenue (increased \$1.3M). The three largest individual sources of these “Other” revenues are damage recovery, outside services, and interest from the State Highway Fund. ODOT’s efforts to recover damages sustained to its property from individuals and businesses has increased this revenue 3.04 percent (\$7,261,503 in 2022 to \$7,482,512 in 2023). As ODOT continues to pursue the recovery of these damages, we can expect these revenues to be a significant source of other revenue. Outside services charges revenue decreased by 7.56 percent (\$5,239,880 in 2022 to \$4,843,986 in 2023). Interest from our highway fund is directly tied to the Oregon State Treasury Short Term Fund (<https://www.oregon.gov/treasury/public-financial-services/oregon-short-term-funds/pages/default.aspx>). These rates are used to forecast rates into the future to estimate total interest amounts.

Figure 35. All “Other Highway” revenue forecast changes.



## Highway Revenue Forecast Summary

This forecast, like our previous forecasts, comes with a heightened level of uncertainty. While the uncertainty around the pandemic is somewhat easing up, there are other factors that contribute to the heightened uncertainty: volatile prices of fuel, inflation, consumer sentiment, and stagnating or decreasing population growth. Despite the fact that the overall economic conditions are improving which include a lower risk of a recession, transportation related economic factors are not as positive. Downward revisions to Oregon’s population forecast, other adoptative shifts in consumer behavior, and how goods are delivered to the end-point user, all contribute to the highway revenue forecasts from all three of our main sources (DMV, CCD, and Motor Fuels) experiencing downward revisions compared to October 2023 forecast. The historic accuracy of our Highway Revenue Forecast is presented in Appendix B.

Row 5 of Table 7 sums all the collection and program costs for DMV, CCD, and Motor Fuels, and pre-apportionment transfers. It also includes the incremental revenues from the OTIA III, JTA, and HB 2017 programs. Row 6 is the total gross revenues minus the amount in row 5.

Rows 7 through 19 of Table 7 are memo items creating summaries of different bill components related to forecast revenues. Note that HB 2017 not only created new revenues, but it also included some dedicated funds prior to apportionment and created new bonding potential. Row 17 includes a placeholder for bonds to support the projects from Section 71 of the bill. The 2019 Legislature authorized the sale of these bonds, with the first round of bonds sold in late summer of 2020 and the second round sold in June of 2023.

Rows 20 through 26 of Table 7 summarize the net revenues for each OTIA, JTA, and HB 2017 programs disaggregated by amounts to the local governments or to the state. Row 27 represents the total net revenues for distribution by summing rows 20 through 26 plus row 6.

The purpose of Table 8 is to separate the totals from row 22 in Table 7 into county, city, and state apportionments by apportionment formula, whether it is pre-OTIA, OTIA I&II, OTIA III, JTA, or HB 2017.

A separate monthly forecast of the County/City Apportionments is available under “Highway Revenue Apportionment Forecasts” at <http://www.oregon.gov/ODOT/Data/Pages/Revenue-Forecasts.aspx>.



Table 7. Highway Fund Revenues by Fiscal Year and Biennium (Millions of Dollars)

	Actual		Forecast										Actual BI 21-23	Forecast					
	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY		BI	BI	BI	BI		
	22	23	24	25	26	27	28	29	30	31	32	33		23-25	25-27	27-29	29-31	31-33	
1	TOTAL CCD COLLECTIONS	\$506.0	\$507.0	\$506.9	\$529.7	\$538.0	\$546.8	\$550.2	\$556.8	\$563.0	\$570.4	\$576.7	\$584.2	\$1,013.1	\$1,036.6	\$1,084.8	\$1,107.0	\$1,133.4	\$1,160.9
2	TOTAL MOTOR FUELS COLLECTIONS	\$652.0	\$669.0	\$682.6	\$693.9	\$690.8	\$677.5	\$660.5	\$643.7	\$631.6	\$623.1	\$616.4	\$610.5	\$1,321.0	\$1,376.5	\$1,368.3	\$1,304.2	\$1,254.7	\$1,227.0
3	TOTAL DMV COLLECTIONS	\$485.8	\$467.7	\$477.3	\$484.5	\$495.7	\$505.8	\$514.3	\$529.3	\$541.4	\$548.8	\$556.7	\$569.2	\$953.5	\$961.8	\$1,001.5	\$1,043.6	\$1,090.1	\$1,125.9
4	<b>TOTAL GROSS HIGHWAY FUND</b>	<b>\$1,643.8</b>	<b>\$1,643.8</b>	<b>\$1,666.7</b>	<b>\$1,708.1</b>	<b>\$1,724.5</b>	<b>\$1,730.1</b>	<b>\$1,725.1</b>	<b>\$1,729.7</b>	<b>\$1,735.9</b>	<b>\$1,742.3</b>	<b>\$1,749.8</b>	<b>\$1,763.9</b>	<b>\$3,287.5</b>	<b>\$3,374.9</b>	<b>\$3,454.6</b>	<b>\$3,454.8</b>	<b>\$3,478.2</b>	<b>\$3,513.8</b>
5	OTIA I & II SET ASIDE - memo	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$35.6	\$71.2	\$71.2	\$71.2	\$71.2	\$71.2	\$71.2
6	DEBT SERVICE (OTIA I & II) - memo	(\$23.0)	(\$17.3)	(\$18.5)	(\$18.5)	(\$17.6)	(\$18.5)	(\$21.2)	(\$25.8)	(\$22.8)	(\$23.2)	(\$23.2)	(\$18.1)	(\$40.2)	(\$36.9)	(\$36.2)	(\$47.0)	(\$46.0)	(\$41.3)
7	OTIA III Dedicated Revenues - memo	\$110.1	\$103.4	\$103.1	\$103.5	\$105.1	\$106.5	\$107.1	\$107.9	\$108.3	\$108.4	\$108.5	\$108.9	\$213.5	\$206.6	\$211.6	\$215.0	\$216.7	\$217.4
8	DEBT SERVICE (OTIA III) - memo	(\$101.5)	(\$106.4)	(\$105.3)	(\$105.1)	(\$103.3)	(\$102.2)	(\$117.2)	(\$130.5)	(\$133.2)	(\$133.8)	(\$133.0)	(\$139.2)	(\$207.9)	(\$210.3)	(\$205.5)	(\$247.7)	(\$267.0)	(\$272.3)
9	JTA Total Gross Revenues - memo	\$306.4	\$295.8	\$294.8	\$295.2	\$297.4	\$297.8	\$296.5	\$295.5	\$294.7	\$294.1	\$293.8	\$294.1	\$602.3	\$590.0	\$595.3	\$591.9	\$588.8	\$587.9
10	JTA Allocation for Long-Range Planning - memo	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$24.0)	(\$48.0)	(\$48.0)	(\$48.0)	(\$48.0)	(\$48.0)	(\$48.0)
11	DEBT SERVICE (JTA) - ODOT Only - memo	(\$63.8)	(\$64.4)	(\$64.4)	(\$64.4)	(\$66.3)	(\$66.2)	(\$50.6)	(\$30.0)	(\$30.0)	(\$30.8)	(\$30.7)	(\$30.8)	(\$128.2)	(\$128.8)	(\$132.6)	(\$80.6)	(\$60.8)	(\$61.5)
12	HB 2017 Total Gross Revenues - memo	\$373.8	\$412.5	\$441.8	\$477.1	\$486.1	\$493.5	\$498.7	\$506.9	\$516.1	\$526.5	\$537.7	\$551.6	\$786.3	\$918.9	\$979.6	\$1,005.6	\$1,042.6	\$1,089.3
13	Safe Routes to School set aside - memo	(\$10.0)	(\$12.5)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$15.0)	(\$22.5)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)
14	Rose Quarter project set aside - memo	(\$15.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$30.0)	(\$45.0)	(\$60.0)	(\$60.0)	(\$60.0)	(\$60.0)	(\$60.0)
15	DEBT SERVICE (HB 2017 Section 71 d) - ODOT Only - memo	(\$8.8)	(\$13.3)	(\$34.9)	(\$35.6)	(\$35.6)	(\$35.6)	(\$35.6)	(\$35.6)	(\$35.6)	(\$35.6)	(\$35.6)	(\$35.6)	(\$22.1)	(\$70.5)	(\$71.1)	(\$71.1)	(\$71.1)	(\$71.1)
16	Oregon Travel Experience Transfer - ODOT Only - memo	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$9.2)	(\$18.3)	(\$18.3)	(\$18.3)	(\$18.3)	(\$18.3)	(\$18.3)
17	E-GOV Records Incremental Revenue Transfer - memo	(\$8.4)	(\$8.6)	(\$9.7)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$9.3)	(\$17.0)	(\$19.0)	(\$18.6)	(\$18.6)	(\$18.6)	(\$18.5)
18	NET OTIA I & II REVENUE FOR DISTRIBUTION ABOVE D/S	\$12.6	\$18.3	\$17.1	\$17.1	\$18.0	\$17.1	\$14.4	\$9.8	\$12.8	\$12.4	\$12.4	\$17.5	\$31.0	\$34.3	\$35.0	\$24.2	\$25.2	\$29.9
19	NET OTIA III REVENUE FOR DISTRIBUTION ABOVE D/S - LOCAL	\$38.5	\$28.1	\$29.0	\$29.5	\$30.3	\$31.0	\$36.1	\$36.5	\$54.0	\$54.1	\$54.3	\$54.6	\$66.6	\$58.4	\$61.3	\$72.6	\$108.1	\$108.8
20	NET OTIA III REVENUE FOR DISTRIBUTION ABOVE D/S - ODOT	(\$22.5)	(\$23.9)	(\$23.9)	(\$23.6)	(\$20.8)	(\$19.0)	(\$38.4)	(\$51.2)	(\$70.9)	(\$71.4)	(\$70.6)	(\$76.6)	(\$46.4)	(\$47.5)	(\$39.8)	(\$89.5)	(\$142.4)	(\$147.2)
21	NET JTA REVENUE FOR DISTRIBUTION - LOCAL	\$141.2	\$135.9	\$135.4	\$135.6	\$136.7	\$136.9	\$136.2	\$135.7	\$135.3	\$135.1	\$134.9	\$135.0	\$277.1	\$271.0	\$273.6	\$272.0	\$270.4	\$269.9
22	NET JTA REVENUE FOR DISTRIBUTION ABOVE D/S - ODOT	\$8.6	\$5.2	\$5.0	\$5.1	\$3.8	\$3.9	\$19.2	\$39.6	\$39.4	\$38.4	\$38.4	\$38.4	\$13.8	\$10.1	\$7.7	\$5.8	\$7.8	\$7.8
23	NET HB 2017 REVENUE FOR DISTRIBUTION - LOCAL	\$174.4	\$185.0	\$198.4	\$216.0	\$220.5	\$224.2	\$226.8	\$230.9	\$235.5	\$240.7	\$246.3	\$253.3	\$359.3	\$414.4	\$444.7	\$457.7	\$476.3	\$499.6
24	NET HB 2017 REVENUE FOR DISTRIBUTION ABOVE D/S - ODOT	\$165.6	\$171.6	\$163.4	\$180.5	\$185.0	\$188.7	\$191.3	\$195.4	\$200.0	\$205.2	\$210.8	\$217.7	\$337.2	\$343.9	\$373.6	\$386.6	\$405.1	\$428.5
25	<b>TOTAL NET REVENUE FOR DISTRIBUTION</b>	<b>\$1,146.2</b>	<b>\$1,120.0</b>	<b>\$1,114.5</b>	<b>\$1,150.5</b>	<b>\$1,156.4</b>	<b>\$1,157.4</b>	<b>\$1,138.3</b>	<b>\$1,140.6</b>	<b>\$1,134.0</b>	<b>\$1,133.0</b>	<b>\$1,134.4</b>	<b>\$1,140.2</b>	<b>\$2,266.2</b>	<b>\$2,265.0</b>	<b>\$2,313.8</b>	<b>\$2,278.8</b>	<b>\$2,267.0</b>	<b>\$2,274.5</b>

Note: Row and column sums may vary slightly due to rounding.



## Appendix A – Forecast Line Items, Current Fees and Funds

ID	Description	Group	Sub-Group	Fee	Fund
1001	Gasoline	FUELS	Motor Fuels	0.4	HWY
1002	Use Fuel (Diesel)	FUELS	Motor Fuels	0.4	HWY
2001	Jet Fuel	AVIATION	Aircraft & Jet Fuels	0.03	AVI
2002	Aircraft Fuel	AVIATION	Aircraft & Jet Fuels	0.11	AVI
3001	Weight Mile Revenues	CCD	Highway Use	26.67	HWY
3002	Road Use Assessment Fee (RUAF)	CCD	Highway Use	0.12	HWY
3003	Commercial Trip Permit	CCD	Highway Use	43	HWY
3004	Temporary Passes	CCD	Highway Use	9	HWY
3005	Over-Dimension (OD) Permit Revenue	CCD	Highway Use	8	HWY
3006	IRP Revenue	CCD	CCD Registration Fee	998	HWY
3007	Commercial Registration Revenue	CCD	CCD Registration Fee	998	HWY
3008	Commercial Cab Cards Revenue	CCD	CCD Registration Fee	2.5	HWY
3009	Weight Receipt Revenues (Commercial & IRP)	CCD	CCD Registration Fee	8	HWY
4001	Type 1 Dealer New Plate (Large & Small)	BUSREG	Business Licensing	55	HWY
4002	Type 1 Dealer Renew Plate	BUSREG	Business Licensing	42	HWY
4003	Type 1 Dealer Replacement Plate	BUSREG	Business Licensing	23	HWY
4004	Type 2 Dealer New Plate	BUSREG	Business Licensing	22	HWY
4005	Type 2 Dealer Renew Plate	BUSREG	Business Licensing	9	HWY
4006	Type 2 Dealer Replacement Plate	BUSREG	Business Licensing	16	HWY
4007	Transporter Vehicle Plate	BUSREG	Business Licensing	18	HWY
4008	Dealer Corrections	BUSREG	Business Licensing	30	HWY
4009	Replacement Sticker	BUSREG	Business Licensing	10	HWY
4010	Dealer Original Application	BUSREG	Business Licensing	1112	TOF
4011	Dealer Renewal Application	BUSREG	Business Licensing	1100	TOF
4012	Dealer Supplemental Location	BUSREG	Business Licensing	350	TOF
4013	Transporter Business Certificate	BUSREG	Business Licensing	150	TOF
4014	Dismantler Business Certificate	BUSREG	Business Licensing	500	TOF
4015	Dismantler Supplemental Location	BUSREG	Business Licensing	500	TOF
4016	Dismantler Duplicate Certificate	BUSREG	Business Licensing	40	TOF
4017	Compliance/Enforcement Fee	BUSREG	Business Licensing	75	TOF
4018	Vehicle Appraiser	BUSREG	Business Licensing	100	TOF
4019	RV Show License Certificate	BUSREG	Business Licensing	50	TOF
4020	Commercial Driving Schools	BUSREG	Business Licensing	200	TOF
4021	Commercial Driving School Instructor	BUSREG	Business Licensing	100	TOF
4022	Late Renewal Penalty	BUSREG	Business Licensing	150	TOF
4023	Dealer Civil Penalty	BUSREG	Business Licensing		TOF
5003	Registration - Passenger MPG 0-19	VEHICLE	Registration Fee	126	HWY
5004	Registration - Passenger MPG 20-39	VEHICLE	Registration Fee	136	HWY
5005	Registration - Passenger MPG 40+	VEHICLE	Registration Fee	156	HWY
5006	Registration - Passenger Electric	VEHICLE	Registration Fee	316	HWY
5007	Registration - Passenger OReGO	VEHICLE	Registration Fee	86	HWY
5009	Registration - 4-Year Passenger MPG 0-19	VEHICLE	Registration Fee	252	HWY

ID	Description	Group	Sub-Group	Fee	Fund
5010	Registration - 4 Year Passenger MPG 20-39	VEHICLE	Registration Fee	272	HWY
5011	Registration - 4-Year Passenger MPG 40+	VEHICLE	Registration Fee	312	HWY
5012	Registration - 4-Year Passenger Electric	VEHICLE	Registration Fee	632	HWY
5013	Registration - 4-Year Passenger OReGO	VEHICLE	Registration Fee	172	HWY
5015	Registration - Motorcycle	VEHICLE	Registration Fee	88	HWY
5016	Registration - Moped	VEHICLE	Registration Fee	88	HWY
5018	Registration - 4-Year Motorcycle	VEHICLE	Registration Fee	176	HWY
5019	Registration - 4-Year Moped	VEHICLE	Registration Fee	176	HWY
5020	Registration - Motor Home*	VEHICLE	Registration Fee	282	PRK
5021	Registration - Camper*	VEHICLE	Registration Fee	125	PRK
5022	Registration - Travel Trailer*	VEHICLE	Registration Fee	200	PRK
5023	Registration - Bus*	VEHICLE	Registration Fee	520	HWY
5024	Registration - School Bus	VEHICLE	Registration Fee	5	HWY
5025	Registration - Truck*	VEHICLE	Registration Fee	629	HWY
5026	Registration - Farm*	VEHICLE	Registration Fee	250	HWY
5027	Registration - Heavy Fixed Load Vehicle	VEHICLE	Registration Fee	82	HWY
5028	Registration - Manufactured Structure Toter*	VEHICLE	Registration Fee	335	HWY
5029	Registration - Tow Truck*	VEHICLE	Registration Fee	268	HWY
5031	Registration - Light Trailer	VEHICLE	Registration Fee	126	HWY
5032	Registration - 4-Year Light Trailer	VEHICLE	Registration Fee	252	HWY
5033	Registration - Light Fixed Load Trailer	VEHICLE	Registration Fee	61	HWY
5034	Registration - For Rent Trailer	VEHICLE	Registration Fee	30	HWY
5035	Registration - Special Use Trailer*	VEHICLE	Registration Fee	155	HWY
5036	Registration - Heavy Trailer	VEHICLE	Registration Fee	10	HWY
5037	Registration - Exempt Government	VEHICLE	Registration Fee	5	HWY
5038	Registration - 2 YR Government	VEHICLE	Registration Fee	10	HWY
5039	Registration - Special Interest	VEHICLE	Registration Fee	100	HWY
5040	Registration - Charitable/Non-Profit*	VEHICLE	Registration Fee	127	HWY
5041	Registration - Disabled Veteran	VEHICLE	Registration Fee	15	HWY
5042	Registration - Medium Speed	VEHICLE	Registration Fee	126	HWY
5043	Registration - Low Speed	VEHICLE	Registration Fee	126	HWY
5044	Registration - Snowmobile	VEHICLE	Registration Fee	10	SNO
5045	Registration - Antique	VEHICLE	Registration Fee	100	HWY
5046	Registration - Ex-POW	VEHICLE	Registration Fee	15	HWY
5047	Registration - Racing Activity	VEHICLE	Registration Fee	100	HWY
5050	Standard Title 0-19 MPG - New from Dealer	VEHICLE	Title Fee	101	HWY
5051	Standard Title 20-39 MPG - New from Dealer	VEHICLE	Title Fee	106	HWY
5052	Standard Title 40+ MPG - New from Dealer	VEHICLE	Title Fee	116	HWY
5053	Standard Title Electric - New from Dealer	VEHICLE	Title Fee	192	HWY
5055	Standard Title 0-19 MPG - New to Oregon	VEHICLE	Title Fee	101	HWY
5056	Standard Title 20-39 MPG- New to Oregon	VEHICLE	Title Fee	106	HWY
5057	Standard Title 40+ - New to Oregon	VEHICLE	Title Fee	116	HWY
5058	Standard Title Electric - New to Oregon	VEHICLE	Title Fee	192	HWY
5060	Standard Title 0-19 MPG	VEHICLE	Title Fee	101	HWY

ID	Description	Group	Sub-Group	Fee	Fund
5061	Standard Title 20-39 MPG	VEHICLE	Title Fee	106	HWY
5062	Standard Title 40+ MPG	VEHICLE	Title Fee	116	HWY
5063	Standard Title Electric	VEHICLE	Title Fee	192	HWY
5065	Heavy Vehicle Title - New from Dealer	VEHICLE	Title Fee	90	HWY
5066	Heavy Vehicle Title - New to Oregon	VEHICLE	Title Fee	90	HWY
5067	Heavy Vehicle Title	VEHICLE	Title Fee	90	HWY
5069	Salvage Title	VEHICLE	Title Fee	27	HWY
5070	Salvage Title - New from Dealer	VEHICLE	Title Fee	27	HWY
5071	Salvage Title - New to Oregon	VEHICLE	Title Fee	27	HWY
5072	ATV Standard Title - New	VEHICLE	Title Fee	98	HWY
5073	Snowmobile Standard Title	VEHICLE	Title Fee	101	SNO
5075	Title Expedite Service Fee	VEHICLE	Miscellaneous Vehicle	10	HWY
5076	Title Late Presentation Penalty - 30 Days	VEHICLE	Miscellaneous Vehicle	25	HWY
5077	Title Late Presentation Penalty - Past 60 Days	VEHICLE	Miscellaneous Vehicle	50	HWY
5078	Dealer Expedite Title	VEHICLE	Miscellaneous Vehicle	100	HWY
5079	VIN Inspection	VEHICLE	Miscellaneous Vehicle	9	HWY
5080	Fleet Licensing Service Fees	VEHICLE	Miscellaneous Vehicle	2	HWY
5081	Fleet Licensing Initial Process	VEHICLE	Miscellaneous Vehicle	3	HWY
5082	Fleet Licensing Process	VEHICLE	Miscellaneous Vehicle	2	HWY
5083	Vehicle Code Book Sale	VEHICLE	Miscellaneous Vehicle	7	HWY
5084	Replacement Registration Card	VEHICLE	Miscellaneous Vehicle	5	HWY
5085	Vehicle Restoration Plate Fee	VEHICLE	Miscellaneous Vehicle	10	HWY
5086	TOD Filing Fee	VEHICLE	Miscellaneous Vehicle	13	HWY
5087	TOD Filing Account Registration Fee	VEHICLE	Miscellaneous Vehicle	70	HWY
5088	Pre-paid Hearing Tape	VEHICLE	Miscellaneous Vehicle	6	HWY
5089	Secure P.O.A. Filing Fee	VEHICLE	Miscellaneous Vehicle	4	HWY
5090	Tow Truck Certificate	VEHICLE	Miscellaneous Vehicle	17	HWY
5091	Special Interest Sticker (Customer-provided Plate)	VEHICLE	Miscellaneous Vehicle	1	HWY
5092	Rental Vehicle Registration Surcharge	VEHICLE	Miscellaneous Vehicle	2	HWY
5093	Dishonored Payment Handling Fee	VEHICLE	Miscellaneous Vehicle	35	HWY
5094	Miscellaneous Revenue	VEHICLE	Miscellaneous Vehicle		HWY
5096	Registered Vehicle Trip Permit	VEHICLE	Permit Fee	7.5	HWY
5097	Light Motor Vehicle Trip Permit	VEHICLE	Permit Fee	35	HWY
5098	Heavy Motor Vehicle Trip Permit	VEHICLE	Permit Fee	43	HWY
5099	Registered Weight Trip Permit	VEHICLE	Permit Fee	5	HWY
5100	Heavy Trailer Trip Permit	VEHICLE	Permit Fee	10	HWY
5101	60 Day Out-of-State Permit	VEHICLE	Permit Fee	7	HWY
5102	Dealer/Tower No Sticker Trip Permit	VEHICLE	Permit Fee	15	HWY
5103	Unregistered Recreational Vehicle(RV) Trip Permit	VEHICLE	Permit Fee	35	PRK
5104	1-Day Sno-Park Permit	VEHICLE	Permit Fee	4	WIN
5105	3-Day Sno-Park Permit	VEHICLE	Permit Fee	9	WIN
5106	Annual Sno-Park Permit	VEHICLE	Permit Fee	25	WIN
5108	Plate Manufacturing Fee	VEHICLE	Plate Fee	12.50	HWY
5109	Plate Manufacturing Fee (Pair)	VEHICLE	Plate Fee	12.75	HWY

ID	Description	Group	Sub-Group	Fee	Fund
5111	Replacement Plate/Sticker	VEHICLE	Plate Fee	12	HWY
5112	Replacement Plate/Sticker (At Renewal)	VEHICLE	Plate Fee	12	HWY
5113	Plate Transfer Fee	VEHICLE	Plate Fee	30	HWY
5114	Custom Plate	VEHICLE	Plate Fee	50	PAS
5115	HAM(Amateur Radio Operator) Initial Plate	VEHICLE	Plate Fee	5	HWY
5116	Specialty Plate - Crater Lake	VEHICLE	Plate Fee	20	GRP
5117	Specialty Plate - Cultural Trust	VEHICLE	Plate Fee	30	GRP
5118	Specialty Plate - Trail Blazers	VEHICLE	Plate Fee	40	GRP
5119	Specialty Plate - Wine Country	VEHICLE	Plate Fee	30	GRP
5120	Specialty Plate - Pacific Wonderland	VEHICLE	Plate Fee	100	GRP
5121	Group Plate - Vietnam Veterans of America	VEHICLE	Plate Fee	10	GRP
5122	Group Plate - U.S. Merchant Marine	VEHICLE	Plate Fee	10	GRP
5123	Group Plate - Oregon Paralyzed Veterans of America	VEHICLE	Plate Fee	10	GRP
5124	Group Plate - 1st Marine Division FMF	VEHICLE	Plate Fee	10	GRP
5125	Group Plate - The Chosin Few	VEHICLE	Plate Fee	10	GRP
5126	Group Plate - Veterans for Human Rights	VEHICLE	Plate Fee	10	GRP
5127	Group Plate - Oregon Donor Program	VEHICLE	Plate Fee	10	GRP
5128	Group Plate - George Fox College	VEHICLE	Plate Fee	10	GRP
5129	Group Plate - Korean War Veteran 1950-1953	VEHICLE	Plate Fee	10	GRP
5130	Group Plate - Oregon State Elks	VEHICLE	Plate Fee	10	GRP
5131	Group Plate - Non Commissioned Officers Association	VEHICLE	Plate Fee	10	GRP
5132	Group Plate - Square and Round Dancers	VEHICLE	Plate Fee	10	GRP
5133	Specialty Plate - Salmon	VEHICLE	Plate Fee	30	GRP
5134	Group Plate - Veterans Recognition	VEHICLE	Plate Fee	10	GRP
5135	Group Plate - Purple Heart	VEHICLE	Plate Fee	10	GRP
5136	Group Plate - Oregon Professional Firefighters	VEHICLE	Plate Fee	10	GRP
5137	Group Plate - University of Oregon	VEHICLE	Plate Fee	32	GRP
5138	Specialty Plate - University of Oregon Ducks	VEHICLE	Plate Fee	40	GRP
5139	Group Plate - Oregon State University	VEHICLE	Plate Fee	32	GRP
5140	Group Plate - Portland State University	VEHICLE	Plate Fee	32	GRP
5141	Group Plate - Oregon Volunteer Firefighter	VEHICLE	Plate Fee	10	GRP
5142	Group Plate - Lions Club of Oregon	VEHICLE	Plate Fee	10	GRP
5143	Group Plate - Oregon Agricultural Foundation	VEHICLE	Plate Fee	10	GRP
5144	Group Plate - Western Oregon University	VEHICLE	Plate Fee	32	GRP
5145	Group Plate - University of Portland	VEHICLE	Plate Fee	32	GRP
5146	Group Plate - Linfield College	VEHICLE	Plate Fee	32	GRP
5147	Group Plate - Pacific University	VEHICLE	Plate Fee	32	GRP
5148	Group Plate - Willamette University	VEHICLE	Plate Fee	32	GRP
5149	Group Plate - Oregon Masonic Family	VEHICLE	Plate Fee	10	GRP
5150	Group Plate - Oregon Grange	VEHICLE	Plate Fee	10	GRP
5151	Group Plate - Eastern Oregon University	VEHICLE	Plate Fee	32	GRP
5152	Group Plate - Support Our Troops	VEHICLE	Plate Fee	10	GRP
5153	Group Plate - Share the Road	VEHICLE	Plate Fee	10	GRP
5154	Group Plate - Fallen Public Safety Officer	VEHICLE	Plate Fee	32	GRP

ID	Description	Group	Sub-Group	Fee	Fund
5155	Group Plate - Keep Kids Safe	VEHICLE	Plate Fee	30	GRP
5156	Specialty Plate - Grey Whale	VEHICLE	Plate Fee	40	GRP
5157	Specialty Plate - Smokey the Bear	VEHICLE	Plate Fee	40	GRP
5158	Group Plate - Pearl Harbor Survivors	VEHICLE	Plate Fee	10	PAS
5159	Fair Market Value	VEHICLE	Record Sales	6.83	HWY
5160	Record Sales	VEHICLE	Record Sales	0.97	HWY
5161	Commercial List Invoice	VEHICLE	Record Sales	700	HWY
5162	Multnomah County Fee	VEHICLE	County Fee	118	CTY
5163	Washington County Fee	VEHICLE	County Fee	65	CTY
5164	Clackamas County Fee	VEHICLE	County Fee	61	CTY
5165	Specialty Plate - Watch for Wildlife	VEHICLE	Plate Fee	40	GRP
6001	Original NCL	DRIVER	Driver Fee	58	HWY
6002	Original NCL Limited Term	DRIVER	Driver Fee	23	HWY
6003	Instruction Driver Permit	DRIVER	Driver Fee	30	HWY
6004	Motorcycle Instruction Driver Permit	DRIVER	Driver Fee	30	HWY
6005	Special Limited Vision Condition Learner Permit	DRIVER	Driver Fee	13	HWY
6006	Special Student Driver Permit	DRIVER	Driver Fee	23	HWY
6007	Disability Golf Cart Driver Permit	DRIVER	Driver Fee	44	HWY
6008	Emergency Driver Permit	DRIVER	Driver Fee	23	HWY
6009	Motorcycle Endorsement Only	DRIVER	Driver Fee	90	HWY
6010	Motorcycle Endorsement	DRIVER	Driver Fee	90	HWY
6011	Farm Endorsement Only	DRIVER	Driver Fee	29	HWY
6012	Farm Endorsement	DRIVER	Driver Fee	26	HWY
6013	Renewal NCL	DRIVER	Driver Fee	48	HWY
6014	Renewal NCL Limited Term	DRIVER	Driver Fee	8	HWY
6015	Renewal Instruction Driver Permit	DRIVER	Driver Fee	26	HWY
6016	Renewal Motorcycle Instruction Permit	DRIVER	Driver Fee	26	HWY
6017	Renewal Disability Golf Cart Driver Permit	DRIVER	Driver Fee	32	HWY
6018	Renewal Moped-Restricted NCL	DRIVER	Driver Fee	48	HWY
6019	Renewal Moped-Restricted NCL Limited Term	DRIVER	Driver Fee	8	HWY
6020	Replacement NCL	DRIVER	Driver Fee	30	HWY
6021	Replacement Instruction Driver Permit	DRIVER	Driver Fee	30	HWY
6022	Replacement Motorcycle Instruction Driver Permit	DRIVER	Driver Fee	30	HWY
6023	Replacement Disability Golf Cart Driver Permit	DRIVER	Driver Fee	30	HWY
6024	Replacement Moped-Restricted NCL	DRIVER	Driver Fee	30	HWY
6025	Replacement Emergency Driver Permit	DRIVER	Driver Fee	30	HWY
6026	Replacement Special Student Driver Permit	DRIVER	Driver Fee	30	HWY
6027	NCL Knowledge Exam	DRIVER	Driver Fee	7	HWY
6028	NCL Skills Exam	DRIVER	Driver Fee	45	HWY
6029	Motorcycle Knowledge Exam	DRIVER	Driver Fee	7	HWY
6030	Hardship Driver Permit Application	DRIVER	Driver Fee	75	HWY
6031	Renewal Hardship Permit	DRIVER	Driver Fee	48	HWY
6032	Original Motorcycle Safety Fee	DRIVER	Driver Fee	38	SAF
6033	Renewal Motorcycle Safety Fee	DRIVER	Driver Fee	28	SAF

ID	Description	Group	Sub-Group	Fee	Fund
6034	Reinstatement Fee	DRIVER	Driver Fee	85	HWY
6035	Expedite Delivery	DRIVER	Driver Fee	25	HWY
6036	Student Driver Training Fund	DRIVER	Driver Fee	6	SDT
6037	Student Driver Training Fund Limited Term	DRIVER	Driver Fee	2	SDT
6040	Original CDL A	DRIVER	Driver Fee Comm	160	HWY
6041	Original CDL B	DRIVER	Driver Fee Comm	160	HWY
6042	Original CDL C	DRIVER	Driver Fee Comm	160	HWY
6044	Original CDL A Limited Term	DRIVER	Driver Fee Comm	45	HWY
6045	Original CDL B Limited Term	DRIVER	Driver Fee Comm	45	HWY
6046	Original CDL C Limited Term	DRIVER	Driver Fee Comm	45	HWY
6048	Original CLP A	DRIVER	Driver Fee Comm	40	HWY
6049	Original CLP B	DRIVER	Driver Fee Comm	40	HWY
6050	Original CLP C	DRIVER	Driver Fee Comm	40	HWY
6052	Renewal CDL A	DRIVER	Driver Fee Comm	98	HWY
6053	Renewal CDL B	DRIVER	Driver Fee Comm	98	HWY
6054	Renewal CDL C	DRIVER	Driver Fee Comm	98	HWY
6056	Renewal CDL A Limited Term	DRIVER	Driver Fee Comm	14	HWY
6057	Renewal CDL B Limited Term	DRIVER	Driver Fee Comm	14	HWY
6058	Renewal CDL C Limited Term	DRIVER	Driver Fee Comm	14	HWY
6060	Replacement CDL A	DRIVER	Driver Fee Comm	30	HWY
6061	Replacement CDL B	DRIVER	Driver Fee Comm	30	HWY
6062	Replacement CDL C	DRIVER	Driver Fee Comm	30	HWY
6064	Replacement Commercial Learner Driver Permit A	DRIVER	Driver Fee Comm	30	HWY
6065	Replacement Commercial Learner Driver Permit B	DRIVER	Driver Fee Comm	30	HWY
6066	Replacement Commercial Learner Driver Permit C	DRIVER	Driver Fee Comm	30	HWY
6067	CDL General Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6068	CDL Air Brake Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6069	CDL HazMat Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6070	CDL Tank Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6071	CDL Passenger Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6072	CDL Combination Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6073	CDL Doubles/Triples Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6074	CDL Skills Exam	DRIVER	Driver Fee Comm	145	HWY
6075	CDL School Bus Knowledge Exam	DRIVER	Driver Fee Comm	10	HWY
6076	Commercial Driver Certificate of Exam Completion	DRIVER	Driver Fee Comm	40	HWY
7001	Original Identification Card	DRIVER	ID Fee	47	TOF
7002	Original Identification Card Limited Term	DRIVER	ID Fee	20	TOF
7003	Renewal Identification Card	DRIVER	ID Fee	43	TOF
7004	Renewal Identification Card Limited Term	DRIVER	ID Fee	18	TOF
7005	Replacement Identification Card	DRIVER	ID Fee	40	TOF
7006	Real ID	DRIVER	Real ID	30	TOF
8001	Bill Board Fees & Sign Permits	OTHER	Other Revenue		HWY
8002	Equipment Sale	OTHER	Other Revenue		HWY
8003	Properties Sale (Right-of-Way Land & Timber)	OTHER	Other Revenue		HWY



ID	Description	Group	Sub-Group	Fee	Fund
8004	Highway Property Rental (Rent & Royalties)	OTHER	Other Revenue		HWY
8005	Damage Recovery/ Revenue Reimbursement	OTHER	Other Revenue		HWY
8006	Highway Division Interest Income	OTHER	Other Revenue		HWY
8007	Other Revenues	OTHER	Other Revenue		HWY
8008	Material Testing Revenue	OTHER	Other Revenue		HWY
8009	Sales Income (Pub, Signs, Other)	OTHER	Other Revenue		HWY
8010	Other Charges	OTHER	Other Revenue		HWY
8011	Charges for Public Records/Lab, Storeroom, Shop	OTHER	Other Revenue		HWY
8012	Utility Permit Fees	OTHER	Other Revenue		HWY
8013	Statewide Transit Tax	OTHER	DOR Taxes		PTD
8014	Vehicle Privilege Tax	OTHER	DOR Taxes		CO
8015	Vehicle Use Tax	OTHER	DOR Taxes		HWY
8016	Bicycle Exice Tax	OTHER	DOR Taxes		MAT
8017	Gross Rail Receipts	OTHER	Railroad Receipts		GRR

Note: If the fee is blank, that means fee is variable. Average fees are provided for items based on weight or length.

## Appendix B – Highway Fund Forecast Quality

The two common measures for assessing forecast quality are: **statistical bias** and **accuracy**.

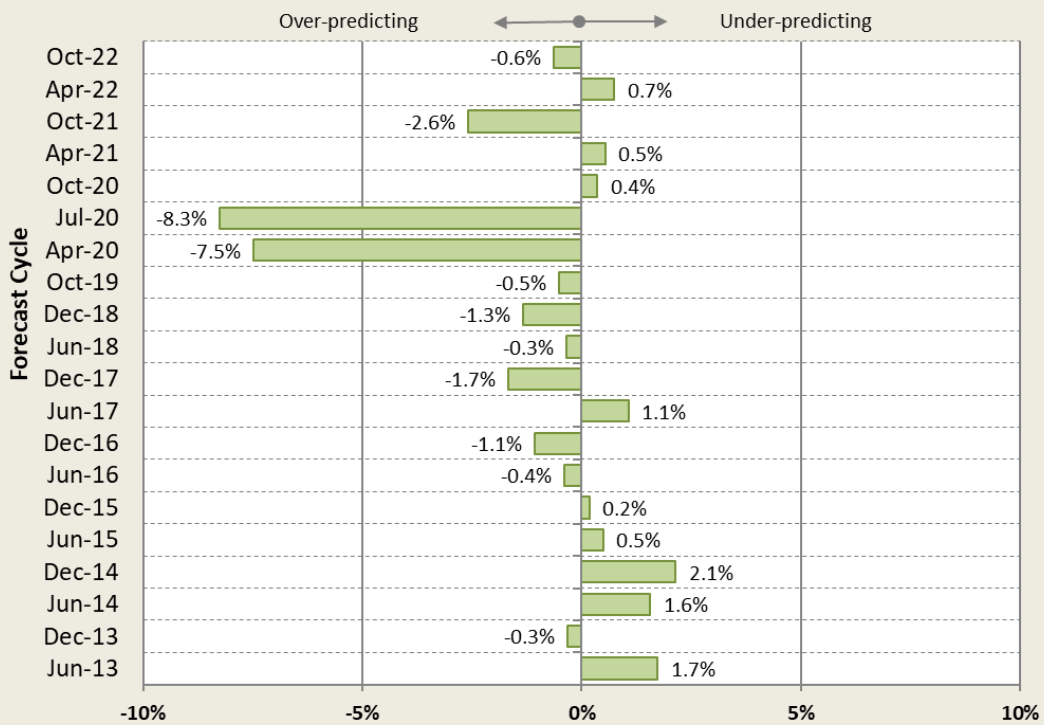
**Statistical bias** indicates the tendency of a forecast to over- or under-estimate real outcomes. Mean Percentage Error (MPE) - the arithmetic average of the forecasting errors is used for this purpose. A small MPE can be produced by either small errors or errors (even large ones) which are offset by errors in the opposite direction. MPE imperfectly measures the quality of a forecast. However, for budgeting purposes, MPE is probably the best measure of quality since what matters is total spending over time, and savings from one month are frequently used to offset excess costs in another month.

The **accuracy** of a forecast is the degree to which its values are narrowly dispersed around actual outcomes. Narrower dispersion indicates greater accuracy. Mean Absolute Percentage Error (MAPE) – the average of the forecasting errors without regard to arithmetic sign is used to evaluate accuracy. It does not allow underestimates and overestimates to offset each other. From a technical perspective, MAPE is usually considered a better measure of quality than MPE.

Table A1 – Quality of the first 6-months of the forecast – Total Highway Fund Revenue

Forecast Cycle	Average Monthly Revenue		MPE	MAPE
	Actual	Forecast		
Jun-13	\$96,325,432	\$94,621,010	1.7%	3.0%
Dec-13	\$92,219,627	\$92,475,473	-0.3%	2.4%
Jun-14	\$99,487,597	\$97,922,987	1.6%	2.0%
Dec-14	\$95,889,819	\$93,807,452	2.1%	3.4%
Jun-15	\$103,127,239	\$102,577,213	0.5%	1.3%
Dec-15	\$98,366,249	\$98,071,897	0.2%	4.2%
Jun-16	\$105,221,712	\$105,546,041	-0.4%	2.4%
Dec-16	\$99,034,393	\$100,027,733	-1.1%	1.9%
Jun-17	\$107,547,692	\$106,250,989	1.1%	2.9%
Dec-17	\$108,744,341	\$110,558,884	-1.7%	3.1%
Jun-18	\$127,533,439	\$127,942,230	-0.3%	2.5%
Dec-18	\$119,174,714	\$120,232,110	-1.3%	3.4%
Oct-19	\$127,510,191	\$128,043,921	-0.5%	2.3%
Apr-20	\$110,873,028	\$118,375,158	-7.5%	7.9%
Jul-20	\$123,829,500	\$133,854,613	-8.3%	8.3%
Oct-20	\$121,291,601	\$120,620,288	0.4%	2.3%
Apr-21	\$129,410,171	\$128,469,646	0.5%	2.4%
Oct-21	\$140,226,925	\$142,468,646	-2.6%	7.6%
Apr-22	\$135,767,923	\$134,688,583	0.7%	3.8%
Oct-22	\$140,679,974	\$141,434,935	-0.6%	2.9%

**Total - Highway Fund Revenue Forecast Accuracy:  
Mean Percentage Error (MPE) - First Six Months**



**Total - Highway Fund Revenue Forecast Accuracy:  
Mean Absolute Percentage Error (MAPE) - First Six Months**

