

Revenue Sources Report Oahu Regional Transportation Plan 2035 Project

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Acronyms Used in this Document

ARRA	American Recovery and Reinvestment Act of 2009
BR	Bridge Replacement & Rehabilitation
CIP	State of Hawaii Capital Improvement Program
CMAQ	Congestion Mitigation & Air Quality
DTS	Department of Transportation Services
FY	Fiscal Year
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GET	State of Hawaii General Excise and Use Tax
HDOT	State of Hawaii Department of Transportation
HSF	State of Hawaii Highway Special Fund
HTF	Highway Trust Fund
HHCTCP	Honolulu High-Capacity Transit Corridor Project
IM	Interstate Maintenance
NHS	National Highway System
OahuMPO	Oahu Metropolitan Planning Organization
ORTP	Oahu Regional Transportation Plan
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
STP	Surface Transportation Program
YOE	Year of Expenditure

Executive Summary

The purpose of this document is to provide a description of existing surface transportation funding sources available for regionally significant transportation projects on Oahu from Federal, State, City and County, and private sources. Historical funding available from these sources is also presented. This information will serve as the basis for estimating likely available future revenues for the Oahu Regional Transportation Plan (ORTP) 2035 (FYs 2011 – 2035) period, which will be described in a subsequent report. It is recognized that the recent worldwide economic crisis and the future reauthorization of Federal surface transportation program funding creates significant uncertainty in forecasting future revenues for the ORTP 2035 Project. It is also unclear whether the Federal taxes sources that feed into the Highway Trust Fund (HTF) will be able to support future expenditure levels.

Expenditures for surface transportation on Oahu include both operating and capital expenditures. Funding sources include Federal discretionary and formula grants, State funds appropriated by the Legislature, and City and County funds appropriated by the City Council. Transit passenger fare revenues are also a primary source of revenue for transit operations and maintenance.

Most sources of transportation revenue for the ORTP 2035 have seen revenue growth in recent years. For example, Federal highway funds to Hawaii increased from about \$149 million in FY 2004 to about \$171 million in FY 2009 in year of expenditure dollars. In addition, the apportionment of FTA formula funds to Oahu has increased from \$20.6 million in FY 2004 to \$33.4 million in FY 2009. State transportation funds available for statewide highway operations and maintenance increased by 36 percent between FY 2000 and FY 2008. Expenditure levels of the State Capital Improvement Program (CIP), however, have varied considerably over the past several years. Expenditures of Federal and State funds on Oahu have varied by fund source and by year.

At the local level, total City and County of Honolulu General Fund revenues increased by 71 percent between FY 2000 and FY 2008, while City and County Highway Fund revenues increased by 80 percent. A portion of these funds is spent on operations and maintenance for streets, highways, and transit. Capital funding for streets, highways, and traffic improvements between FY 2000 and FY 2008 ranged from a low of about \$25 million in FY 2000 to a high of about \$63 million in FY 2005. The addition of the State of Hawaii General Excise and Use Tax surcharge for the Honolulu High Capacity Transit Corridor Project has significantly increased revenues available for transit capital projects. Transit passenger fare revenues increased 76 percent between FY 1994 and FY 2008.

Other potential revenue sources for the ORTP 2035 include developer funding for capital improvement projects on a case-by-case basis.

1.1 Report Purpose

The purpose of this document is to provide a description of existing surface transportation funding sources available for regionally significant transportation projects on Oahu, from Federal, State, and City and County sources. Historical funding available from these sources is also presented. This information will serve as the basis for estimating likely available future revenues for the ORTP 2035 (FYs 2011 – 2035) period, which will be described in a subsequent report. It is recognized that the recent worldwide economic crisis and the future reauthorization of Federal surface transportation program funding creates significant uncertainty in forecasting future revenues for the ORTP 2035 Project. It is also unclear whether the Federal taxes sources that feed into the Highway Trust Fund (HTF) will be able to support future expenditure levels.

1.2 Report Overview

This introductory section is followed by a section describing revenue sources for the ORTP 2035 Project. The following section provides historical data on revenues available from these funding sources, including growth trends.

Expenditures for surface transportation on Oahu include both operating and capital expenditures. Funding sources include Federal discretionary and formula grants, State funds appropriated by the Legislature, and City and County funds appropriated by the City Council. Transit operations are also partially self-supported by transit operating revenues, primarily from fares. In addition, developer funding may be used to help support specific improvement projects on a case-by-case basis.

2.1 Federal Revenue Sources

Federal motor fuel taxes provide the majority of revenue for the Highway Trust Fund (HTF). These revenues are allocated to surface transportation uses by Congress. Authorization for Federal-aid surface transportation programs has been extended by Congress through the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).¹ At its discretion, Congress may also direct that other revenue sources, such as the General Fund, be used to fund surface transportation improvements. In addition, the American Recovery and Reinvestment Act of 2009 (ARRA) distributes Federal funds for various transportation programs and projects, as provided for in the ARRA legislation. Many Federal revenue sources require local and/or state matching funds.

2.1.1 Federal Highway Revenue Sources

Federal highway revenues are allocated to the State of Hawaii Department of Transportation (HDOT). These revenues are allocated under a variety of Federal Highway Administration (FHWA) programs, including among others: Interstate Maintenance (IM), National Highway System (NHS), Bridge Replacement and Rehabilitation (BR), Surface Transportation Program (STP), and Congestion Mitigation and Air Quality (CMAQ). Under Federal law, as a noncontiguous state, Hawaii is not bound by intrastate funding distribution formulas to determine Oahu's share of Federal STP revenues. Other FHWA programs, however, do not have this exemption for noncontiguous states.

2.1.2 Federal Transit Revenue Sources

Oahu receives Federal Transit Administration (FTA) revenues based on 49 U.S.C. Chapter 53. The City and County of Honolulu is the designated recipient of Section 5307 Urbanized Area and Section 5309 Fixed Guideway Modernization formula apportionments. The City and County can also receive discretionary Federal allocations from the Section 5309 "New Starts" and Section 5309 Bus Capital

¹ The SAFETEA-LU authorization expired on September 30, 2009, and Federal funding for surface transportation is currently being provided by means of Continuing Resolutions. It is unclear, based on available information, when Congress will enact a new authorization. Guidance from the U.S. Department of Transportation is to assume near-term funding levels equal to those provided during FFY 2009.

programs for specific projects. Additional FTA formula programs include Sections 5310 (Elderly and Disabled) and 5316 (Jobs Access and Reverse Commute). HDOT also receives Federal transit revenues, primarily for use in non-urbanized and rural areas. HDOT is also an eligible recipient of Section 5309 discretionary allocations for specific projects. These discretionary funds can be transferred to a project on Oahu at HDOT's discretion.

2.2 State of Hawaii Revenue Sources

2.2.1 State Highway Revenue Sources

HDOT's Highways Division provides for roadway maintenance and construction with funding from the Highway Special Fund (HSF). HSF revenues are generated by the following sources:

- Liquid Fuel Taxes
- Registration Fees
- Motor Vehicle Weight Taxes
- Car Rental/Tour Vehicle Taxes
- Time Certificates of Deposit
- Other sources

Revenues from the HSF are used to directly fund operations and maintenance activities. HSF revenues are also used to pay debt service on bonds issued for capital improvements. Bond proceeds are used to fund highway capital expenditures, budgeted through the State's Capital Improvement Program (CIP). HSF revenues may also be used to match Federal highway funds.

2.2.2 State Transit Revenue Sources

No State funds are currently used for transit operations or capital projects on Oahu. As noted above, HDOT has – on occasion – transferred Federal transit discretionary funds to Oahu for some projects. These Federal funds, however, have been matched with City and County funds, not State funds.

2.3 City and County of Honolulu Revenue Sources

Local funding of surface transportation operations and maintenance comes from the City and County of Honolulu General Fund and the Highway Fund. The City and County General Fund includes the following revenue sources:

- Real Property Taxes
- Motor Vehicle Registration Annual Fees

- State Transient Accommodations Taxes
- Other sources

The City and County Highway Fund includes the following revenue sources:

- Public Utility Franchise Taxes
- City and County Fuel Taxes
- Motor Vehicle Weight Taxes
- Other sources

Portions of both the City and County General Fund and the City and County Highway Fund are transferred to the City and County Public Transportation Fund, which funds transit operations and maintenance.

Revenues from the City and County General Fund and the City and County Highway Fund are also used to pay debt service on bonds. Capital projects are funded from the bond proceeds. Most highway capital projects receive their local funding from the City and County Highway Improvement Bond Fund; some projects also receive funding from the City and County General Improvement Bond Fund or the City and County Capital Projects Fund.

In 2005, the Hawaii State Legislature authorized counties to enact a surcharge of one half percent on the Hawaii General Excise and Use Tax (GET). The GET surcharge was enacted by the City and County of Honolulu to provide the primary local funding source for the Honolulu High-Capacity Transit Corridor Project (HHCTCP). The lifetime of the GET surcharge for the HHCTCP is January 1, 2007 (FY 2007) to December 31, 2022 (FY 2023). The State of Hawaii retains a portion of the proceeds for administrative purposes.

2.4 Transit Fare Revenues

Transit passenger fare revenues are a primary source of revenue for transit operations and maintenance.

2.5 Other Revenue Sources

In addition to the public funding sources described previously, private revenue sources are used to fund selected improvement projects on a case-by-case basis. For example, private developer funding has been used to supplement public revenues for a variety of arterial street improvements in recent years.

3.1 Federal Funds

Table 3-1 shows SAFETEA-LU FHWA funds apportioned to the State for Federal Fiscal Years (FFYs) 2004 to 2009. Fund totals are reflected in year of expenditure (YOE) dollars. Note: various takedowns and non-capital program (e.g., metropolitan planning) funds are not reflected in this table.

Table 3-1: SAFETEA-LU FHWA Apportionments to Hawaii (FFYs 2004-2009)

<i>(Thousands of YOE dollars)</i>	2004	2005	2006	2007	2008	2009
Interstate Maintenance	\$9,539	\$10,155	\$9,077	\$9,527	\$9,677	\$9,777
National Highway System	\$50,372	\$52,703	\$47,443	\$50,822	\$44,633	\$48,194
Bridge Replacement & Rehabilitation	\$25,634	\$25,197	\$22,119	\$21,819	\$24,544	\$29,831
Surface Transportation Program	\$38,542	\$40,461	\$27,746	\$34,951	\$30,337	\$33,565
Congestion Mitigation & Air Quality	\$9,403	\$9,872	\$8,874	\$9,472	\$8,097	\$9,099
Recreational Trails	\$625	\$669	\$758	\$827	\$774	\$853
Safe Routes To School	\$0	\$1,000	\$990	\$1,000	\$1,000	\$1,000
Highway Safety Improvement Program	\$0	\$0	\$6,608	\$6,892	\$6,768	\$6,679
Equity Bonus/Minimum Guarantee	\$14,546	\$8,659	\$8,214	\$6,203	\$4,884	\$3,016
Totals excluding High Priority/Demo	\$148,661	\$148,716	\$131,829	\$141,513	\$130,714	\$142,014
High Priority Projects/Demonstration Projects	\$0	\$0	\$28,829	\$30,643	\$30,120	\$29,120
Totals	\$148,661	\$148,716	\$160,658	\$172,156	\$160,834	\$171,134

Source: HDOT

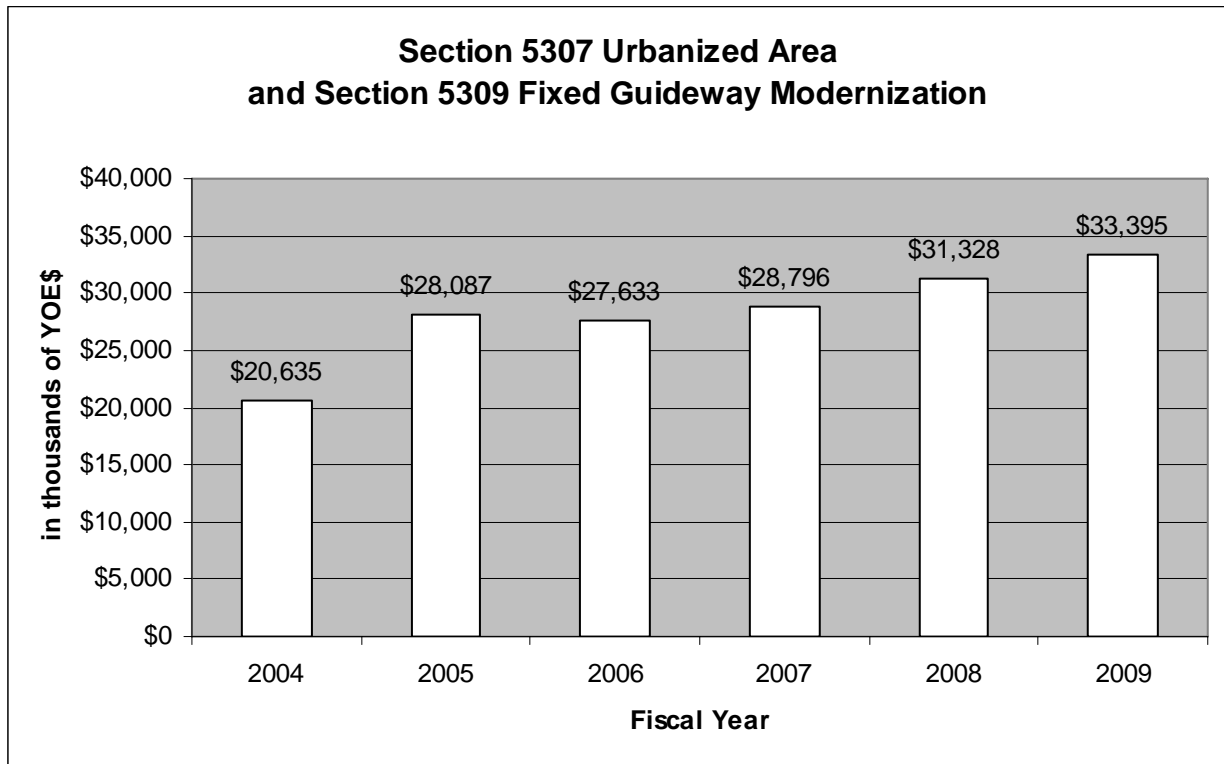
As shown in Table 3-1, Federal highway funds to Hawaii increased from about \$149 million in FY 2004 to about \$171 million in FY 2009. The portion of Federal highway funds used on Oahu during the past six fiscal years has varied by the program source.² For example, all of Hawaii's IM funds are spent on Oahu. Approximately 56 percent of Hawaii's NHS funds have been spent on Oahu during this period. The percentage of BR funds on Oahu was slightly higher at 63 percent. Expenditures of STP Flexible and CMAQ funds on Oahu have been 46 and 82 percent, respectively, of the statewide amounts over the past six fiscal years. For other Federal highway

² Federal highway program expenditures in Hawaii are tracked in the State Statewide Transportation Improvement Program.

funding programs, expenditures on Oahu have averaged 31 percent during this period.

As shown in Figure 3-1, the apportionment of FTA formula funds to Oahu has increased from \$20.6 million in FY 2004 to \$33.4 million in FY 2009.

Figure 3-1: FTA Formula Fund Apportionments to Oahu (FFYs 2004-2009)



3.2 State Funds

Table 3-2 shows State transportation funds available for State highway operations and maintenance in State Fiscal Years 2000 to 2008. As shown in this table, the net fund revenues increased by 36 percent between FY 2000 and FY 2008.

During this period, the source with the highest annual growth rates in gross revenue was the State Motor Vehicle Weight Tax (+5.13 percent). On average, the gross revenues increased by an annual growth rate of 3.21 percent.

On average, during this period approximately 33 percent of these operations and maintenance funds were spent on Oahu.

Table 3-3 provides State Capital Improvement Program (CIP) expenditures for State Fiscal Years 2000 to 2008. As shown, the annual percentage of CIP funds spent on Oahu varied between 16.5 percent and 69 percent, with an average of 50 percent during this period.

Table 3-2: Highway Special Fund Revenues (FYs 2000-2008)

<i>(Thousands of YOE dollars)</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008
Liquid Fuel Tax	\$68,088	\$71,931	\$73,046	\$75,506	\$79,607	\$80,913	\$82,853	\$85,618	\$87,885
Registration Fee	\$17,216	\$17,609	\$17,461	\$19,037	\$19,174	\$19,462	\$20,766	\$20,765	\$21,156
Motor Vehicle Weight Tax	\$23,479	\$24,388	\$24,507	\$27,222	\$27,393	\$28,847	\$31,845	\$33,309	\$34,010
Car Rental/ Tour Vehicle	\$34,587	\$38,633	\$36,054	\$39,472	\$41,414	\$43,950	\$50,582	\$46,989	\$49,196
Time Certificates of Deposit (interest income)	\$10,956	\$14,961	\$11,453	\$11,952	\$8,569	\$8,781	\$14,166	\$16,204	\$15,493
Other	\$4,320	\$5,647	\$26,717	\$11,783	\$9,685	\$2,879	\$4,075	\$5,591	\$5,638
Total Revenues - Statewide	\$158,646	\$173,169	\$189,238	\$184,972	\$185,842	\$184,832	\$204,287	\$208,476	\$213,378
Less: Debt Service Amount	\$35,112	\$44,172	\$45,947	\$42,401	\$35,522	\$34,419	\$45,431	\$45,243	\$45,322
Total Net Revenues	\$123,534	\$128,997	\$143,291	\$142,571	\$150,320	\$150,413	\$158,856	\$163,233	\$168,056

Source: HDOT

Table 3-3: State Capital Improvement Program (CIP) Expenditures (FYs 2000-2008)

<i>(Thousands of YOE dollars)</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008
State Capital Improvement Program (Statewide)	\$88,040	\$57,927	\$79,025	\$61,102	\$35,087	\$19,626	\$43,931	\$38,170	\$79,593
State Capital Improvement Program (Oahu)	\$52,103*	\$9,578	\$16,412	\$24,305	\$16,199	\$9,429	\$18,007	\$26,342	\$35,968
Oahu's Percentage of State CIP	59.2%	16.5%	20.8%	39.8%	46.2%	48.0%	41.0%	69.0%	45.2%

*Note: this amount includes \$19M for the construction of emergency improvements at Waimea Bay.

Source: HDOT

3.3 City and County Funds

Table 3-4 presents total funds available, for all uses, from the City and County General Fund and the City and County Highway Fund in City and County Fiscal Years 2000 to 2008. As shown, total General Fund revenues increased by 71 percent during this period, while Highway Fund revenues increased by 80 percent.

Table 3-5 shows how a portion of these funds were used for transportation purposes. City and County revenues utilized for street and highway operations and maintenance ranged from a low of about \$17 million in FY 2003 to a high of about \$30 million in FY 2008. Revenues utilized for transit operations and maintenance ranged from a low of about \$65 million in FY 2001 to a high of about \$109 million in FY 2008.

Table 3-4: City and County General Fund and Highway Fund Revenues (FYs 2000-2008)

<i>(Thousands of YOE dollars)</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008
General Fund Revenue Sources									
Real Property Taxes	\$399,115	\$380,098	\$382,449	\$385,872	\$435,297	\$499,677	\$591,377	\$689,375	\$769,351
Motor Vehicle Registration Annual Fee	\$11,591	\$11,824	\$12,299	\$12,764	\$13,058	\$13,394	\$13,334	\$13,801	\$13,755
Transient Accommodation Tax (from State)	\$33,310	\$35,641	\$31,619	\$32,603	\$35,384	\$38,925	\$43,121	\$44,315	\$45,284
Other Sources	\$144,193	\$125,276	\$148,272	\$139,053	\$138,531	\$153,051	\$155,757	\$182,546	\$174,791
Total	\$588,209	\$552,839	\$574,639	\$570,292	\$622,270	\$705,047	\$803,589	\$930,037	\$1,003,181
Highway Fund Revenue Sources									
Public Utility Franchise Tax	\$19,239	\$22,810	\$23,748	\$22,652	\$25,417	\$27,394	\$31,431	\$36,048	\$36,175
City and County Fuel Tax	\$42,901	\$46,078	\$46,728	\$47,156	\$49,271	\$51,354	\$52,385	\$52,221	\$50,633
County Motor Vehicle Weight Tax	\$24,712	\$25,228	\$26,323	\$27,560	\$34,854	\$45,527	\$58,727	\$71,552	\$71,873
Other Sources	\$7,423	\$8,788	\$10,104	\$10,602	\$8,339	\$9,049	\$10,065	\$12,515	\$10,746
Total	\$94,275	\$102,904	\$106,903	\$107,970	\$117,881	\$133,324	\$152,608	\$172,336	\$169,427

Source: City and County of Honolulu

Table 3-5: City and County Transportation Operations and Maintenance Fund Sources (FYs 2000-2008)

<i>(Thousands of YOE dollars)</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008
Funds for Highway O&M									
General Fund	\$1,996	\$3,066	\$5,694	\$2,545	\$2,142	\$1,869	\$1,946	\$2,321	\$4,383
Highway Fund	\$18,493	\$15,488	\$12,318	\$14,670	\$15,807	\$17,159	\$19,582	\$22,297	\$25,441
Total	\$20,489	\$18,554	\$18,012	\$17,215	\$17,949	\$19,028	\$21,528	\$24,618	\$29,824
Funds for Transit O&M									
General Fund	\$53,134	\$37,658	\$46,422	\$40,640	\$40,494	\$29,736	\$51,269	\$60,449	\$69,519
Highway Fund	\$14,010	\$26,960	\$30,440	\$36,486	\$36,869	\$49,426	\$43,219	\$47,478	\$39,197
Total	\$67,144	\$64,618	\$76,862	\$77,126	\$77,363	\$79,162	\$94,488	\$107,927	\$108,716

Source: City and County of Honolulu

Table 3-6 describes City and County of Honolulu capital improvement project funds available, for transportation and other uses, from bond funds and other capital funds for Fiscal Years 2000 to 2008. As shown, funds available from the General Improvement Bond Fund decreased in recent years as compared to earlier years. The GET surcharge dedicated to the HHCTCP began during FY 2007 (partial year of collections).

Table 3-7 shows funding for transportation capital improvements from all bond fund and other capital fund sources. As shown, capital funding for streets, highways, and traffic improvements ranged from a low of about \$25 million in FY 2000 to a high of about \$63 million in FY 2005. The addition of the GET surcharge for the HHCTCP has significantly increased revenues available for transit capital projects.

Table 3-6: City and County Capital Funds (FYs 2000-2008)

<i>(Thousands of YOE dollars)</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008
General Improvement Bond Fund									
Streets and Highways	\$5	\$368	\$3,329	\$985	\$6,329	\$23,106	\$4,864	\$1,919	\$538
Non-transportation capital projects	\$105,490	\$101,108	\$150,190	\$79,430	\$68,034	\$70,074	\$62,352	\$70,184	\$76,311
Total	\$105,495	\$101,476	\$153,519	\$80,415	\$74,363	\$93,180	\$67,216	\$72,103	\$76,849
Highway Improvement Bond Fund									
Streets and Highways	\$20,914	\$32,513	\$37,659	\$41,973	\$20,353	\$32,654	\$39,442	\$39,196	\$39,355
Traffic improvements	\$3,674	\$2,505	\$5,856	\$3,677	\$5,763	\$6,532	\$4,437	\$4,242	\$1,341
Transit	\$3,587	\$4,685	\$11,232	\$18,044	\$12,921	\$34,827	\$7,112	\$14,061	\$10,798
Non-transportation capital projects	\$1,746	\$1,323	\$3,682	\$5,105	\$541	\$111	\$467	\$896	\$347
Total	\$29,921	\$41,026	\$58,429	\$68,799	\$39,578	\$74,124	\$51,458	\$58,395	\$51,841
Capital Projects Fund									
Streets and Highways	\$335	\$539	\$1,072	\$4,210	\$181	\$647	\$276	\$45	\$98
Non-transportation capital projects	\$2,296	\$3,657	\$4,461	\$1,689	\$585	\$2,129	\$3,338	\$5,695	\$911
Total	\$2,631	\$4,196	\$5,533	\$5,899	\$766	\$2,776	\$3,614	\$5,740	\$1,009
Transit Fund									
GET surcharge for HCT project (net from State)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$48,424	\$169,114
Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$48,424	\$169,114

Source: City and County of Honolulu

Table 3-7: City and County Transportation Capital Funds (FYs 2000-2008)

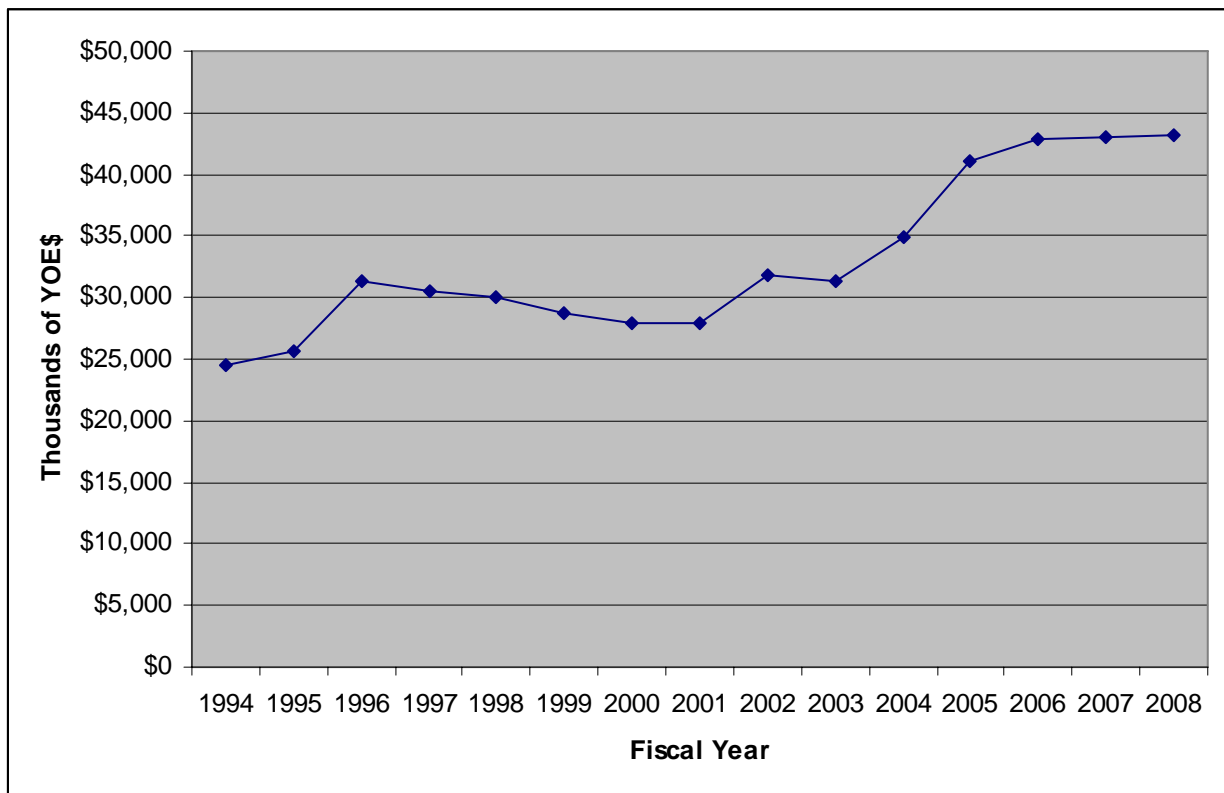
<i>(Thousands of YOE dollars)</i>	2000	2001	2002	2003	2004	2005	2006	2007	2008
Funding for Streets, Highways and Traffic Capital Improvements									
General Improvement Bond Fund	\$5	\$368	\$3,329	\$985	\$6,329	\$23,106	\$4,864	\$1,919	\$538
Highway Improvement Bond Fund	\$20,914	\$32,513	\$37,659	\$41,973	\$20,353	\$32,654	\$39,442	\$39,196	\$39,355
Capital Projects Fund	\$335	\$539	\$1,072	\$4,210	\$181	\$647	\$276	\$45	\$98
Highway Improvement Bond Fund	\$3,674	\$2,505	\$5,856	\$3,677	\$5,763	\$6,532	\$4,437	\$4,242	\$1,341
Total for Streets and Highways	\$24,928	\$35,925	\$47,916	\$50,845	\$32,626	\$62,939	\$49,019	\$45,402	\$41,332
Funding for Transit Capital Improvements									
Highway Improvement Bond Fund	\$3,587	\$4,685	\$11,232	\$18,044	\$12,921	\$34,827	\$7,112	\$14,061	\$10,798
Transit Fund	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$48,424	\$169,114
Total for Transit	\$3,587	\$4,685	\$11,232	\$18,044	\$12,921	\$34,827	\$7,112	\$62,485	\$179,912

Source: City and County of Honolulu

3.4 Transit Fare Revenues

Transit passenger fare revenues are a primary source of revenue for transit operations and maintenance. As shown in Figure 3-2, fare revenues increased from \$24.5 million in FY 1994 to \$43.2 million in FY 2008. This increase represents a compounded annual growth rate of approximately 3.84 percent during this period.

Figure 3-2: City and County of Honolulu Transit Passenger Fare Revenues (FYs 1994-2008)



Note: Amounts shown include passenger fare revenues from TheBus and TheHandi-Van operations.

Source: City and County of Honolulu

3.5 Other Funds

In addition to the public funding sources described previously, private funds are used to support selected improvement projects on a case-by-case basis. The ORTP 2030 assumed that approximately \$359 million (2005 dollars) in developer funding would be available to support implementation of a set of capital improvement projects during the Plan’s timeframe.

City of County of Honolulu Comprehensive Annual Financial Report, City and County of Honolulu, Fiscal Years 1994 through 2009.

Oahu Regional Transportation Plan 2030 Final Technical Report, OahuMPO, April 2006.

Various financial information also provided by the State of Highway Department of Transportation and the City and County of Honolulu via phone conversations and electronic mail.