Baltimore Transit Funding and Governance

Presentation to BRTC November 8, 2024



DRAFT for discussion only

Agenda

- Problem Statement
- **2** Peer Review
- **3** Governance Models
- **4** Funding Needs
- **4** Funding Strategies
- **4** Findings and Opportunities



Study Assignment



Objective:

- Develop and refine at least **two governance/funding options** for Baltimore Region transit
 - Increase region's autonomy and authority over transit service development
 - Recognize that autonomy likely requires new regional funding
 - Estimate need for additional funding and identify potential sources to raise those resources



Approach:

- Start with two governance models: BRTC (commission) and BRTA (authority)
- Identify key issues and questions that need more attention/review
- Use peer review to refine draft models



Outcome:

- Refined **governance models with recommendations** on funding approach
- Summarize details and analysis in technical memo/report

Problem Statement



What's the problem we're trying to solve?

- 1. Involve the Baltimore Region in decisions about regional transit service development
- 2. Modernize Baltimore's transit system and address historic inequities
- 3. Expand funding for transit in Central Maryland

For this study, the Baltimore Region includes Anne Arundel County, Baltimore City, Baltimore County and Howard County. It is an urbanized area with **2.2 million people.**



Peer Review



Transit Funding & Governance Models

Existing Government Agency (City, County, State)	Independent Regional Transit Authority	Regional Transit Authority with strong ties to State Assembly	Regional Transit Planning and Funding Entity
 Control funding with general and/or dedicated resources Governed by elected body and government agency 	 Control funds with dedicated taxes and fees Independent Board 	 Shared control of funding using combination of dedicated and state funds Independent Board with shared governance reflecting funding 	 Funding and planning functions only Collect/administer dedicated funding Independent Board with shared governance reflecting funding
 NJ Transit (New Jersey) Charlotte Area Transit Authority (CATS) King County Metro (Seattle) 	 Regional Transit District (Denver, CO) Valley Metro (Phoenix) CapMetro (Austin, TX) Tri-Met (Portland, OR) Metro (Portland, ME) 	 Chicago Transit Authority New York City MTA Southeast Pennsylvania Public Transit Authority (SEPTA) Rhode Island Public Transit Authority (RIPTA) 	 Northern Virginia Transportation Commission Wake Transit Plan (Raleigh, North Carolina)

Peer Systems: Funding and Governance

	WMATA	SEPTA	MBTA	Chicago RTA	NJ Transit	Maryland MTA
Funding	State = 22% Local =35%	State = 50% Local = 7%	State = 29% Local = 9%	State = 25% Local = 39%	State = 24% Local = 0%	State = 45% Local = 0%
Governance	 8-member Board Maryland - 2 seats WDC - 2 seats Federal Gov't - 2 seats Virginia – 2 seats 	 15-member Board Region has 10 seats State has 5 seats City of Philadelphia has 2 seats and veto power. 	 9-member Board State has 6 seats City of Boston has 1 seat Advisory Board has 1 seat Mass. State Labor Council has 1 seat 	 7-member Chicago Mayor - 4 seats Governor - 3 seats 	 13-member Board (11 voting members) State controls all seats 8 of 13 members must be public members 	No Board or governance structure

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Relevant Findings and Strategies

- Regional transit authorities with independent board power to collect funds – can be stronger and more powerful.
- States that provide a lot of funding for transit, play large role in decisionmaking.
- Designation of transit authority even when controlled by the state — is a significant step.
 - Dedicated funding creates control
 - But need authority to increase / adjust funding

- Relatively small funding amounts 8% or 9% of the total need — creates access to decisions.
- In practice, "soft" power and authority can be significant.
 - Supporting board members with technical research and advice so they can represent regional interests.
 - Helping board members advocate for region.

Governance Models



All options require MDOT to reorganize and both commit and dedicate funding for transit.



Clarify, document, and confirm funding strategy for transit in Baltimore Region.



- Separate entity for MTA Baltimore Region (Link services)
 - Allocation from Transportation Trust Fund (TTF)/General Fund
 - Governing board/structure



- Separate entity for MARC trains, Commuter Bus and LOTS
- Allocation from Transportation Trust Fund (TTF)/General Fund

Draft Governance Structures

Regional Transit Authority

Independent RTA

MTA assets/contracts transferred to standalone RTA with independent board and shared state/regional governance

State Controlled RTA

MTA remains within MDOT, governed by its own statecontrolled board with regional representation Regional Commission with authority to raise and distribute funds. Appoints Board member to MTA. Potential to lead planning projects.

Transit Commission

Independent RTA

MTA becomes an independent RTA for Baltimore Region.

Management	Governance	Funding	Authority / Responsibility
Dedicated General Manager Appointed by the Board of Directors	 Board of Directors No more than 50% appointed by MDOT Secretary and Governor At least 50% may be appointed by Baltimore Region jurisdictions 	 Federal, State, Farebox, and Local /Regional MDOT commits to and publishes funding stream for transit Baltimore Region will need to raise funds to support RT 	 Operates and manages regional transit service MTA and LOTS Manage capital assets, plan and operate service, service coordination and financial management

Governance Model Details

- ✓ RTA is responsible for management and operations of transit system
- ✓ All assets get transferred to Baltimore RTA
- ✓ Union contracts/labor transfer to the RTA
- RTA is a designated FTA recipient, direct control over federal funds and can apply for discretionary funds and initiate projects.
- ✓ Tied to state for funding support

State Controlled RTA

MTA remains as part of MDOT but is restructured as a separate organizational entity focused on Baltimore region only.

Management	Governance	Funding	Authority / Responsibility
Dedicated General Manager Appointed by the Board of Directors	 Board of Directors Assume at least half are appointed by MDOT Secretary and Governor Up to 40% of seats from regional jurisdictions 	 Federal, State, Farebox, and Regional MDOT commits to and publishes funding stream for transit. Baltimore Region may contribute dependent on decision-making and funding structure. 	 Operate and manage regional transit service MTA only Manage capital assets, plan and operate service, service coordination and financial management
Governance Model Details✓No change in asset✓Regional funds are✓Shared decision mail✓MTA is a designate		manage and operate transit service t ownership, or union contracts/lab transferred directly to MTA aking between State and Region/lo ed FTA recipient, direct control over discretionary funds and initiate pro	or agreements cals federal funds.

Regional Transit Commission

Create new (or update existing) "Regional Transit Commission" responsible for transit planning and financial oversight

Commission Management	Governance	Funding	Authority / Responsibility
Executive Director Appointed by the Board of Directors	 Board of Directors Appointed regionally (100% of seats) 	Raises regional funds for transit investment	Regional transit planning Manage and distribute regional transit funds to MTA and LOTS

	✓ Only works if MTA/Baltimore transit service has its ✓ LOTS program stays as is and can receive funding
Governance Model Details	own Board and funding strategy from Regional Commission ✓ RTC is managed by regional board that manages and distributes regional funding.
	\checkmark RTC also has seat on MTA Board

Funding Needs



Transit Spending in Central Maryland

Inventory spending by source (who) and by type (on what)

- How much is the State of Maryland spending on transit?
- How much is the region spending on transit?
- What's the breakdown between operating and capital?
- Where can regional funding have the biggest impact?

MTA FY25 Operating Budget

MTA Baltimore Operating: <u>Not</u> including MARC or Commuter Bus

- FY25 annual operating costs of \$863.5m
- Baltimore Region Only
 - (Excludes funding to Washington DC suburbs, statewide LOTS, Purple Line, etc.
- Does NOT include any MARC or Commuter Bus: (data provided by MTA)
- Out years assume expansion in Baltimore Core services
 - Average annual increase in spending 8%



MTA Summarized 10-Year Operating Costs

(Baltimore Region excluding MARC & CB)

MTA FY25 Capital Budget

DRAFT FY 2025–2030 MTA Capital from the CTP

- FY25 Capital Investment of \$285.3m
 - Lower than usual due to fiscal constraints
 - Six-year average of CTP planned investment is
 \$380 million per year
- Estimate is for Baltimore Region only
 - Excludes MARC, LOTS outside of Region, Commuter Bus, Freight Rail, Purple Line
- But does include some investment for Baltimore Region LOTS
 - Minor System Preservation (LOTS capital)



Baltimore Region: Transit Capital Investment

MTA Estimate of Capital Needs

MTA Capital Costs-10-Year State of Good Repair, Expansion and Enhancement

- MTA estimates of needed State of Good Repair (SGR) and Modernization are significantly higher than CTP capital funding planned investments
 - Six-year average of CTP planned investment is \$380 million per year
 - Ten-year average of estimated SGR plus modernization is \$706.4 million per year
- Average annual capital spending gap to achieve SGR and modernization is \$326 million per year



52.20% AGY, excluding MARC and CB

LOTS FY25 Transit Spending



Baltimore LOTS Annual Spending (FY25)

Operating Costs:

- Total Annual Operating Costs
 - = \$48.3 million

Capital Investment

- Estimated annual capital spending ~ \$10 million
- Capital spending varies by year

Source: Transit Development Plans, MTA Grant data

Baltimore Region FY25 Transit Investment



- In FY25, spending on transit in the Baltimore Region transit will be approximately \$1.2 billion
 - Estimated \$1.1b in state/federal funds
 - Estimated \$55m in LOTS funds
- Spending does not include all capital projects included in the state's Six-year Capital Improvement Program (CIP)

Cost Assessment: Relevance for Baltimore Region

- State of Maryland must stay involved in Baltimore Region Transit service.
- 2 State/federal investment is not sufficient to meet system needs, especially on capital side.



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An independent agency would be challenged to manage existing system and/or add new service.

- New agency would assume responsibility for significant liabilities and extensive capital needs.
- Underfunded capital infrastructure creates a ongoing burden on operating budget.
- Makes it difficult to expand/do new things, including investing in the Red Line.
- Would need to continually lobby General Assembly for additional funding.

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Transit Commission could struggle to be relevant and have impact.

• Funding needs outstrip region's likely ability to raise "sizeable portion" of costs.

Funding Strategies



Potential Transit Funding Measures/Sources

Traditional Taxes	Transportation- Related Revenue Sources	Transportation User Fees	Excise Taxes and Lottery	Financing Mechanisms
 Property Tax Income Tax (Corporate*, Personal) Sales Tax Payroll Tax 	 Local Assessments Transportation (Carbon Taxes) Transportation Utility Fee Developer Impact Fee 	 Tolls** Fuel Taxes* Rideshare Tax** Rideshare Tax** Vehicle Registration Fee* Vehicle Miles Travel Fee Vehicle Miles Travel Fee Mobility / Congestion Pricing Parking Taxes Micro-mobility tax (scooters, etc.) Fares** 	 Alcohol Tax Cigarette Tax Cannabis Tax Lottery Revenue Lodging Tax Real Estate Transfer Tax Rental Car Tax** 	 General Revenue Funds Land Value Capture

(Likely) Most Viable Transit Funding Strategies



Potential Funding Source: Passenger Fares

Pre-COVID, MTA earned about 20% of its operating revenue from fares	Baltimore MTA fares	Regional Transit Services One-Way Cash Fares
 In 2023, farebox recovery is closer to 16% 2023 ridership – 69,408,804 (NTD) 	 Adult one-way cash fare = \$2.00 (bus, light rail and subway) Average fare ~ \$1.51 (accounts for discounts and bulk purchases) 	WMATA Metro rail = \$2.25 - \$6.75 (distance based) WMATA Metro bus = \$2.25 SEPTA bus/rail = \$2.50 Montgomery County Ride On = \$1.00 Prince George's County The Bus = \$1.00

- Increasing fare by +\$0.25 (to \$2.25) = ~ \$17.1m/yr
- Increasing fare by \$0.50 (to \$2.50) = ~ \$34m/yr

Planning level estimates only. Does not consider elasticities or potential behavior changes

Potential Funding Strategies: Tolls

Location	Annual Transactions (2023, millions)	Average Toll Charge	Annual Minimum \$0.25 increase NEW Revenue (2023, millions)
JFK/I-95	15.2	\$12.62	\$3.8
I-95 express Toll Lanes	9.0	\$1.55	\$3.4
Hatem Bridge	4.6	\$4.46	\$1.1
Nice/Middletown Bridge	3.2	\$6.99	\$.798
Bay Bridge	13.9	\$4.07	\$3.5
Harbor Tunnel	28.0	\$3.66	\$7.0
Key Bridge	12.5	\$4.56	\$3.1
Fort McHenry Tunnel	42.4	\$5.08	\$10.6
Intercounty Connector	31.2	\$2.06	\$8.5
Total	162.6	\$4.58	\$26.0

Planning Level Estimates*

+\$0.25 on Central Maryland locations (bolded) raises \$26.0 m annually

+ \$0.25 all locations raises \$37.5m annually

+\$1.00 on Central Maryland locations raises \$103.9 m annually

+\$1.00 all locations raises \$150.2m

* These estimates do not consider elasticities from increased rates.

Potential Funding Strategies: Sales Tax

In FY24, Maryland raised \$6.7 billion from the sales tax

Baltimore Region accounts for roughly 40% of sales tax revenue

- Sales tax increase of +1% generates: \$1.1 billion statewide
- Sales tax increase of +0.05% generates: \$558.9 million statewide

- Sales tax increase of +1% generates: \$447.0 million statewide
- Sales tax increase of +0.5% generates: \$223.5 million statewide

Planning level estimates only. Does not consider elasticities or potential behavior changes Source: Current Maryland Revenue: Itemized Revenue Details

Potential Funding Strategies: Payroll Tax

Payroll Tax = Deductions from wages to fund public programs.

- They are different from income taxes as they are paid by employers, while income taxes are paid by employees.
- Example is Social Security and Medicare

In 2024, Baltimore-Columbia-Towson Metropolitan Area, quarterly wages totaled \$25.9 b

- Annual wages earned in Baltimore MSA = \$100 b
- Tax at 0.1% to generate \$100m annually
- Planning Level Estimate
- Source: Federal Reserve Bank of St. Louis, Federal Reserve Economic Data (FRED)

Potential Advantages:

- Small percentage spread over a large source of income is more palatable.
- Flat tax across state—payrolls are higher in metro areas, which is where transit is needed/used.
- Collected from employers, state taxing system can collect - even for regional systems. Relatively easy to administer.
- Supplementary local taxes possible.
- Can be applied to other regions in Maryland

Summary of Tax Options

Revenue Source	Potential Revenue	Strengths	Weaknesses
Raise Fares	• \$0.25 ~ \$17m • \$0.50 ~ \$34m	• User fee	Technically not "new" revenueNot regional contribution but user
Sales Tax	• 0.5% ~ \$229m	 High revenue potential Easily collected at regional level Replicable source for other regions 	 Requires approval from General Assembly Regressive
Tolls	 +\$1 to Central Maryland crossings raises ~\$115m 	 Taxes cars to pay for transit Small increases generate robust revenues 	 Doesn't need voter approval, but requires General Assembly approval Existing TTF revenue source (likely resistance)
Payroll Tax	• 0.01% generates ~\$100m+	 Small tax generates lots of revenue Easily collected at regional level Replicable source for other regions 	 Doesn't need voter approval, but requires General Assembly approval

Findings and Opportunities



Fundamentals

Proposed transit governance models require MDOT to change how to fund and govern the Baltimore Core Services (MTA)

MDOT MTA needs dedicated annual budget for capital and operating program

- Autonomy and control over spending and investment decisions
- Region needs assurances that new funds will not supplant state funds.

Break from Transportation Trust Fund (TTF) decision-making model

- Shared decision-making and funding model for all modes
- One mode that is currently excluded from decision making is WMATA (dedicated funding)

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Governance Structures

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Transit Commission

Regional Governance Structures

	Independent RTA	State Controlled RTA	Regional Transit Commission
Summary	 Stand-alone, independent entity 	 Stand-alone agency within MDOT 	 Transit commission with planning and funding authority
Decision- Making	 Independent Board with state representation 	State controlled Board	State controlled Board
Power and Authority	 Plan, operate and manage regional transit service Raise regional funds Apply for federal grants Invest transit operations and capital 	 Plan, operate and manage MTA transit service Assess region for funding Apply for federal grants Invest transit operations and capital 	 Plan regional transit services Raise regional funds Apply for federal grants Invest in regional transit operations and capital
Major Changes from Current System	 Regionally controlled, operated, and managed transit authority Direct regional financial contribution to transit 	 Transparent decision-making and funding Dedicated funding for Baltimore Region transit Direct regional financial contribution to transit 	 Transparent decision-making and funding Dedicated funding for Baltimore Region transit Direct regional financial contribution to transit

Funding Strategy by Governance Structure

Funding Source	Independent RTA	State Controlled RTA	Regional Transit Commission
Federal	 Designated recipient of FTA funds 	• Depends on RTA structure	• MTA is not the designated recipient, but is eligible to apply for grants
State of Maryland / MDOT	 Dedicated transit operating funding, that maintains existing service levels If budgeted amount, then include adjustment for inflation Dedicated transit capital funding program that accounts for state of good repair 	 Dedicated transit operating funding, that maintains existing service levels Dedicated transit capital funding program 	 Dedicated transit operating funding, that maintains existing service levels Dedicated transit capital funding program
Region	 Payroll tax of 0.01% Fund service and capital expansion (LOTS and MTA) 	 General assessment (request for funds from Central Maryland) Individual jurisdictions (or BRTC) decides how to collect funds 	 Payroll tax of 0.01% Fund service and capital expansion (LOTS and MTA)

Comparison of Governance Structures

	Independent RTA	State Controlled RTA	Regional Transit Commission
Advantages	 State and region share decision- making authority Increased and centralized regional transit planning coordination 	 Increases transparency for MTA funding, governance and decision-making Depending upon how implemented Baltimore Region gets voice/say in decision making Regional financial responsibility is limited. 	 Increases transparency for MTA funding, governance and decision-making Keeps state investment (and responsibility) for transit intact Full decision-making authority over regional funds Regional financial responsibility is limited.
Disadvantages	 More responsibility, more liability MTA assets/contracts must be transferred to new RTA Assets have been poorly maintained Need to balance MTA and LOTS service expansion 	 State retains effective control over regional transit services LOTS remain separate – reduced opportunity for regional coordination 	 Power is "softer" and must be earned. Increases administration and bureaucracy

Thank you



Operating Subsidy

The FY2025 operating subsidy is \$1,752.6 million, an increase of \$500.3 million or 40.0 percent over the FY2024 Budget. Following collaboration with jurisdictional partners, the FY2025 Operating Subsidy includes \$463 million above the legislatively restricted three percent annual subsidy growth cap with specific jurisdictional contributions detailed in the following table. Debt service payments remain equivalent to FY2024 at \$72.2 million, resulting in total jurisdictional contributions in FY2025 of \$1.82 billion.



FY2025 BUDGET – SUMMARY OF STATE AND LOCAL OPERATING REQUIREMENTS

(Dollars in Millions)	FY2024 Subsidy	FY2025 Base Subsidy	% Change	Additional Contribution	FY2025 Total Subsidy	% Change	Debt Service	Jurisdictional Contributions \$694.9	
District of Columbia	\$448.2	\$461.6	3.0%	\$200.0	\$661.6	47.6%	\$33.3		
Montgomery County	\$196.7	\$213.2	8.3%	\$62.6	\$275.8	40.2%	\$15.4	\$291.2	
Prince George's County	277.0	274.8	(0.8%)	80.7	355.6	28.3%	15.8	371.4	
Maryland	\$473.8	\$488.0	3.0%	\$143.3	\$631.3	33.2%	\$31.2	\$662.6	
City of Alexandria	\$54.6	\$53.8	(1.4%)	\$18.9	\$72.7	33.2%	\$1.8	\$74.5	
Arlington County	85.0	92.6	• 8.9%	32.5	125.1	47.1%	-	125.1	
City of Fairfax	3.3	2.9	(11.8%)	1.0	3.9	19.1%	0.1	4.0	
Fairfax County	167.9	165.1	(1.7%)	58.0	223.1	32.9%	5.6	228.7	
City of Falls Church	3.8	4.1	8.6%	1.4	5.5	46.8%	0.2	5.7	
Loudoun County	15.8	21.7	37.9%	7.6	29.4	86.3%	-	29.4	
Virginia	\$330.3	\$340.2	3.0%	\$119.4	\$459.6	39.2%	\$7.7	\$467.3	
Net Operating Subsidy	\$1,252.3	\$1,289.8	3.0%	\$462.8	\$1,752.6	40.0%	\$72.2	\$1,824.8	

1. Within VA, the localities and the Commonwealth coordinate to fund WMATA operating and capital; Commonwealth share cannot exceed 50% of the operating and capital

2. Proposed District of Columbia Subsidy excludes DC 24-Hour Overnight Bus

3. Totals may not sum due to independent rounding

FIN	ANCIAL PLAN - ALLOCA	TION OF STA	TE AND I	LOCAL CO	ONTRIBUT	TIONS		
(Dol	ars in Millions)	FY2025 Budget	FY2026 Plan	FY2027 Plan	FY2028 Plan	FY2029 Plan	FY2030 Plan	6-Year Total
Ļ	Federal Formula Programs	\$470.0	\$481.2	\$490.8	\$500.6	\$510.6	\$520.8	\$2,974.0

Gra	nd Total Funding ^{1,2}	\$2,566.6	\$2,678.2	\$2,553.9	\$2,179.8	\$1,648.5	\$1,668.9	\$13,296.0
	Debt	\$963.0	\$1,047.8	\$863.9	\$503.8	-	· .	\$3,378.5
	Total - State and Local	\$983.5	\$981.5	\$1,010.3	\$984.8	\$992.2	\$1,002.4	\$5,954.7
	Subtotal - Jurisdictional Reimbursable	\$32.3	\$21.2	\$40.7	\$5.6	\$3.0	\$3.0	\$105.7
	Other Reimbursable Projects	29.3	18.2	37.7	2.6	-	-	87.7
	Jurisdiction Planning Projects	3.0	3.0	3.0	3.0	3.0	3.0	18.0
-	Subtotal - Virginia	\$294.8	\$297.6	\$300.3	\$303.2	\$306.2	\$309.2	\$1,811.3
U HILL	Congestion Mitigation and Air Quality (CMAQ)	0.7	0.7	0.7	0.7	0.7	0.7	4.1
AND	Virginia Dedicated Funding - Restricted	31.6	31.6	31.6	31.6	31.6	31.6	189.7
AND LOCAL	Virginia Dedicated Funding - Unrestricted	122.9	122.9	122.9	122.9	122.9	122.9	737.3
1	Virginia RSI/PRIIA	49.5	49.5	49.5	49.5	49.5	49.5	297.
	Loudoun County	5.9	6.0	6.2	6.4	6.6	6.8	37.
	City of Falls Church	0.9	0.9	0.9	0.9	1.0	1.0	5.
5	Fairfax County	44.1	45.5	46.8	48.2	49.7	51.2	285.
FUNDING CONTRIBUTION	City of Fairfax	0.8	0.8	0.8	0.8	0.9	0.9	5.
	Arlington County	24.8	25.5	26.3	27.1	27.9	28.7	160.3
5	City of Alexandria	13.8	14.2	14.6	15.0	15.5	15.9	89.
	Subtotal - Maryland	(\$319.0)	\$322.1	\$325.3	\$328.5	\$331.9	\$335.4	\$1,962.
S	Maryland Dedicated Funding	167.0	49.5	49.5	49.5	49.5	49.5	1,002.
	Maryland RSI/PRIIA	49.5	49.5	49.5	49.5	49.5	49.5	297.
	Prince George's County	50.5	53.6	55.2	55.2 56.9	56.8 58.6	58.5 60.3	326. 336.
	Montgomery County	\$337.4	\$340.6 52.0	\$344.0 53.6	\$347.5	\$351.1	\$354.8	\$2,075.4
	Dedicated Funding Subtotal - District of Columbia	178.5 \$337.4	178.5 \$340.6	178.5	178.5	178.5	178.5	1,071.0
	RSI/PRIIA	49.5	49.5	49.5	49.5	49.5	49.5	297.0
	Formula Match & System Performance	\$109.4	\$112.6	\$116.0	\$119.5	\$123.1	\$126.8	\$707.4
	Total - Federal Grants	\$620.1	\$649.0	\$679.7	\$691.1	\$656.4	\$666.6	\$3,962.8
FEDERAL	Other Federal Grants	6.6	24.3	45.4	47.0	2.2	2.3	127.9
	Federal RSI/PRIIA	143.5	143.5	143.5	143.5	143.5	143.5	861.0
	Federal Formula Programs	\$470.0	\$481.2	\$490.8	\$500.6	\$510.6	\$520.8	\$2,974.0

1. Total funding requirement includes capital program expenditures, debt service, and estimated revenue loss from major shutdowns 2. Totals may not sum due to independent rounding

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