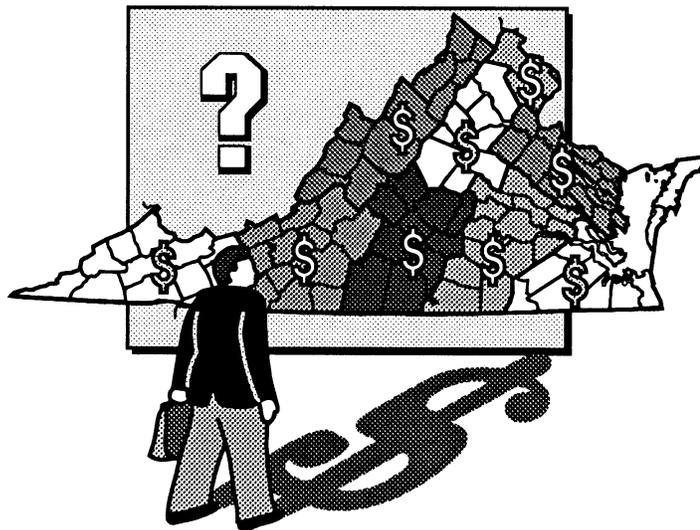


TECHNICAL
ASSISTANCE REPORT

**THE GEOGRAPHIC DISTRIBUTION
OF HMOF AND TTF REVENUES
AND ALLOCATIONS
IN VIRGINIA: FY 93 UPDATE**



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Abstract This report is an update of the report, <i>The Geographic Distribution of HMOF and TTF Revenues and Allocations in Virginia From FY 88 through FY 92</i> . As such, it describes the current structure of transportation finance in the Commonwealth. The financial structure is made up of estimated revenues and recommended allocations. Comparisons of the shares of state and federal transportation revenues and allocations for each of the nine VDOT construction districts are presented for a six-year period from FY 88 through FY 93. The analysis includes all state and federal funds that flow through both the Highway Maintenance and Operating Fund (HMOF) and the Transportation Trust Fund (TTF). We present the estimates in three sections. In the first section, we examine the geographic distribution of transportation allocations for each of VDOT's four primary activities: construction, maintenance, nonhighway modes (mass transit, ports, and airports), and administration and overhead and for the aggregate transportation program. In the second section, we estimate the geographic distribution of transportation revenues for the four primary activities listed above and for the aggregate program. Finally, for the same activities and for the aggregate, we present the ratio of the share of total allocations to the share of total revenues for each construction district.				

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(The opinions, findings, and conclusions expressed in this
report are those of the author and not necessarily
those of the sponsoring agencies.)

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PREFACE

This report is intended to serve as an update to *The Geographic Distribution of HMOF and TTF Revenues and Allocations in Virginia from FY 88 through FY 92* (Report Number VTRC 93-TAR5). The reader is encouraged to obtain a copy of that report, which contains a detailed discussion of the subject as well as a complete explanation of the estimation methodology utilized in this update.

This purpose of this report is to estimate the geographic distribution of transportation allocations and revenues in Virginia for FY 93. In addition, the study adds to the overall understanding of transportation finance in the Commonwealth by examining the distribution of allocations and revenues over a 6-year period.

EXECUTIVE SUMMARY

In order to gain an understanding of transportation finance in the Commonwealth of Virginia, it is instructive to consider the geographic distribution of transportation allocations and revenues. This report presents estimates of the distribution of transportation allocations and revenues to VDOT's nine construction districts from FY 88 through FY 93.

Allocation to Revenue Ratios: The District "Return"

The following table presents the average ratio of allocation to revenue shares over the period FY 88 through FY 93.

RATIO OF ALLOCATION TO REVENUE SHARES
BY CONSTRUCTION DISTRICT AVERAGE FY 88 THROUGH FY 93

District	Allocation/Revenue Ratio
Bristol	1.33
Culpeper	0.91
Fredericksburg	0.91
Lynchburg	1.03
Northern Virginia	0.98
Richmond	0.84
Salem	0.89
Staunton	0.87
Suffolk	1.19

The ratios can be interpreted as the return on each dollar of transportation revenues generated in that district. In other words, a 6-year average ratio of 1.33 in Bristol can be viewed as a return of approximately \$1.33 for each dollar Bristol deposited in the HMOF and the TTF during the 6-year period. Similarly, an average 6-year ratio of 0.89 in Salem represents a return of approximately 89 cents for each dollar contributed by the district over the period.

The examination of the 6-year average ratios yielded several important points:

- With three exceptions, each VDOT construction district receives *approximately* a dollar for dollar return for the entire transportation program, *on average*, from FY 88 through FY 93. In Culpeper, Fredericksburg, Lynchburg, Northern Virginia, Salem, and Staunton, the ratios are within a reasonable range of 1.0.

- Those districts with 6-year average ratios substantially greater than 1.0 (Bristol and Suffolk) are net *recipients* of transportation funds.
- Richmond, the only district with a 6-year average ratio significantly less than 1.0, is a net *donor* of transportation funds.

FY 93 Allocation and Revenue Trends

FY 93 was the first year in which VDOT allocated revenues according to the federal 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). As ISTEA represents a departure from traditional federal transportation policy, it is expected that the legislation will have a significant impact on the provision of transportation services at the state level. The analysis of the geographic distribution of transportation allocations and revenues for FY 93 reveals the following effects of ISTEA:

- Allocations in FY 93 were clearly driven by the interstate construction program. As in past years, this category of allocations provided VDOT with the highest level of flexibility in allocating resources. ISTEA's national highway system (NHS), which incorporates interstates and "principal arterials," may be expected to provide VDOT with even more funding flexibility in the future.
- Revenue distribution remained relatively stable in FY 93. Most changes are due to an increase in the level of federal funding, which is another result of ISTEA.

TECHNICAL ASSISTANCE REPORT

THE GEOGRAPHIC DISTRIBUTION OF HMOF AND TTF REVENUES AND ALLOCATIONS IN VIRGINIA: FY 93 UPDATE

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INTRODUCTION

The Commonwealth of Virginia has developed an extensive transportation network, which provides travelers with a high level of mobility. In turn, travelers support the system through a variety of taxes and user fees. As with any service, travelers expect a level of mobility (the product) that is commensurate with their level of support. For example, travelers in a particular region, such as Hampton Roads, expect that the Commonwealth will invest roughly \$1 in transportation facilities and services in the Hampton Roads area for every \$1 of transportation taxes and user fees collected there.

The Virginia Department of Transportation (VDOT) invests transportation resources on a statewide basis. The Department strives to ensure a fair “dollar return” of transportation resources to the regions from which they are collected. For example, VDOT utilizes construction allocation formulae to equitably distribute construction funding. However, given that VDOT is providing a *statewide* system, it is not governed by providing a strictly dollar-for-dollar return. As a result, the “dollar return” of transportation revenues to different regions of the Commonwealth can only be estimated.

In order to address this issue, the Virginia Transportation Research Council (VTRC) conducted a study in 1992. The study estimates the distribution of transportation allocations and revenues to nine geographic regions of the state (see Figure 1). The study covered FY 88 through FY 92 and looked at the distribution in VDOT’s four primary activities: construction, maintenance, administration, and nonhighway (mass transit, ports, and airports). The results of the study indicate that most geographic regions receive a dollar-for-dollar return, on average. In addition, trends identified in the study give an excellent picture of transportation finance in the Commonwealth.

PURPOSE AND SCOPE

The purpose of this report is to update the effort described in the previous report, *The Geographic Distribution of HMOF and TTF Revenues and Allocations in Virginia from FY 88 through FY 92*. As such, it presents estimates for the geographic distribution of transportation revenues

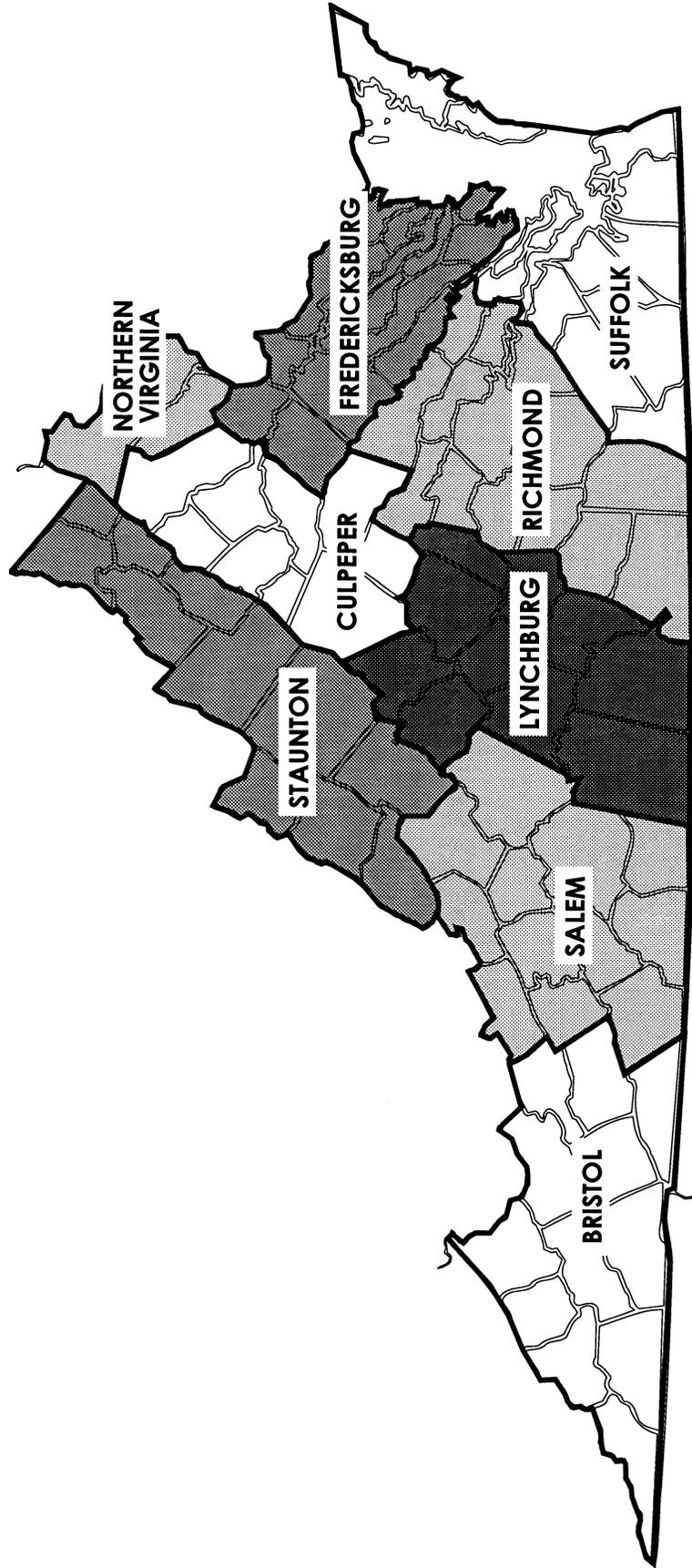


Figure 1. VDOT's construction districts.

and allocations for FY 93. In addition, this report presents an analysis of the trends of transportation finance during the 6-year period, FY 88 through FY 93.

METHODOLOGY

The estimation methodology described in *The Geographic Distribution of HMOF and TTF Revenues and Allocations in Virginia from FY 88 through FY 92* was utilized to derive the estimates for FY 93. For a detailed description of this methodology, the reader is encouraged to obtain a copy of the report. A brief description of the methodology used to distribute FY 93 allocations and revenues follows.

Allocations

The VDOT *Budget* itemizes the allocation of funds to each of the nine construction districts for every transportation program in Virginia. These programs are summarized on the last page of the VDOT *Budget Supplement*. Based on this summarization and the previously mentioned methodology, the FY 93 distribution was determined.

Revenues

Revenues are distributed geographically based on the historical data and statistical models described in *The Geographic Distribution of HMOF and TTF Revenues and Allocations in Virginia from FY 88 through FY 92*. With the exception of the State Sales & Use Tax, all revenue data utilized in this analysis was collected in FY 92. The FY 92 State Sales & Use tax figures were not available, so the figures for FY 91 were used. Finally, population figures were received from the Center for Public Service based on the 1990 census revised through December 31, 1992.

RESULTS AND DISCUSSION

Geographic Distribution of Transportation Allocations

Table 1 presents the allocation shares, by activity, for each district during the period of FY 88 through FY 93. During this 6-year period, allocations were relatively stable in the maintenance, administration, and nonhighway activities. In fact, variations in the total allocation shares are driven primarily by changes in the construction allocation shares.

Table 1
ALLOCATION SHARES BY CONSTRUCTION DISTRICT FY 88-FY 93 (PERCENTAGE OF TOTAL)

	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
Bristol							
All Activities	9.1	8.6	9.4	9.5	8.8	8.6	9.0
Construction	8.7	8.0	9.6	9.2	7.9	7.9	8.5
Maintenance	11.3	10.8	10.6	11.3	11.2	10.6	10.9
Administration	8.9	9.2	9.3	9.0	8.5	8.5	8.9
Nonhighway	1.4	1.7	1.9	1.8	2.0	1.7	1.8
Culpeper							
All Activities	5.2	4.7	5.2	5.0	5.0	4.9	5.0
Construction	4.3	4.1	5.0	4.5	3.9	4.4	4.4
Maintenance	7.1	5.8	5.7	5.7	6.6	5.6	6.1
Administration	6.1	6.2	6.7	6.6	6.4	6.2	6.4
Nonhighway	1.6	2.0	2.0	2.0	2.2	2.2	2.0
Fredericksburg							
All Activities	6.1	5.2	5.8	5.3	4.9	5.1	5.4
Construction	6.7	5.2	6.5	5.1	4.5	4.7	5.5
Maintenance	5.8	5.8	5.5	5.9	5.6	5.8	5.7
Administration	6.6	6.4	6.7	6.4	6.3	6.3	6.4
Nonhighway	1.3	1.4	1.6	1.4	1.6	1.3	1.4
Lynchburg							
All Activities	6.5	6.4	6.9	6.6	6.4	6.6	6.6
Construction	5.9	5.7	6.5	6.0	5.4	6.1	6.0
Maintenance	7.9	8.0	7.8	7.8	7.8	7.4	7.8
Administration	8.0	8.0	8.5	7.7	7.7	8.3	8.0
Nonhighway	2.4	2.1	2.5	2.3	2.3	2.6	2.4
Northern Virginia							
All Activities	17.3	17.3	18.4	20.1	27.3	24.0	20.8
Construction	14.6	14.5	16.4	20.5	35.3	28.2	21.6
Maintenance	13.7	14.7	14.9	14.6	14.8	15.2	14.7
Administration	20.2	20.0	18.7	19.2	20.2	14.7	19.8
Nonhighway	56.4	54.2	52.3	52.3	52.5	5.0	53.6
Richmond							
All Activities	14.1	15.0	13.3	13.2	12.0	13.1	13.5
Construction	15.3	16.8	13.1	12.6	10.5	12.0	13.4
Maintenance	13.7	13.9	14.3	14.7	14.0	15.2	14.3
Administration	14.7	14.5	14.7	15.0	14.7	14.7	14.7
Nonhighway	6.3	6.4	6.7	7.2	7.2	5.0	6.5
Salem							
All Activities	9.3	9.1	9.6	9.3	8.7	9.1	9.2
Construction	8.7	8.6	9.4	8.6	7.8	8.5	8.6
Maintenance	11.5	10.9	10.9	11.0	10.4	10.7	10.9
Administration	9.9	10.1	10.3	10.0	10.0	9.7	10.0
Nonhighway	2.3	3.0	2.6	2.7	2.6	3.0	2.7
Staunton							
All Activities	7.3	7.2	7.8	7.3	6.8	6.8	7.2
Construction	6.4	6.1	6.8	6.1	5.5	5.6	6.1
Maintenance	9.9	9.8	10.0	9.3	9.0	8.9	9.5
Administration	7.6	8.4	8.1	7.8	7.6	7.4	7.8
Nonhighway	1.4	1.6	1.8	1.6	1.8	1.7	1.6
Suffolk							
All Activities	25.1	26.3	23.7	23.7	20.1	21.8	23.5
Construction	29.4	31.0	26.8	27.5	19.2	22.7	26.1
Maintenance	19.2	20.2	20.4	19.7	20.6	20.4	20.1
Administration	18.0	17.3	17.0	18.3	18.5	18.5	18.0
Nonhighway	27.0	27.8	28.5	28.6	27.9	28.9	28.1

Table 2
INTERSTATE PROGRAM EFFECT ON TRANSPORTATION ALLOCATION

District	Interstate Allocation FY 92	Interstate Allocation FY 93	Allocation Share FY 92	Allocation Share FY 93
Suffolk	\$56,608,000	\$80,649,000	20.1	21.8
Richmond	\$7,075,000	\$17,585,000	12.0	13.1
No. Virginia	\$190,694,000	\$131,753,000	27.3	24.0

Examining FY 93 allocations, one can clearly see the effect of the construction activity. Changes in Northern Virginia, Richmond, and Suffolk allocations are dependent on the interstate construction program's funding level (see Table 2). Clearly, the interstate program provides VDOT with the highest level of flexibility in allocating resources. FY 93 was the first year that VDOT allocated revenues according to the federal 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). An important change in ISTEA from previous federal legislation is the creation of a national highway system (NHS). Given that the NHS includes the interstates plus "principal arterials," it may provide VDOT even more funding flexibility in the future.

Finally, the FY 93 estimates reflect some further changes brought on by the 1991 ISTEA, as well as changes resulting from the creation of the Virginia Department of Rail and Public Transportation (VDR&PT). For example, in nonhighway activity, Northern Virginia and Suffolk gained roughly 1 percentage point each, whereas Richmond lost 2 points.

Geographic Distribution of Transportation Revenues

Table 2 presents the distribution of transportation revenues collected from each district over the 6-year period for each activity and the overall program. In general, the revenue shares for each district are stable over the 6-year period. This reflects the relatively stable set of user fees and taxes used to fund the transportation program.

In FY 93 the revenue share in the more urban districts of Northern Virginia and Suffolk dropped, whereas the more rural districts—such as Bristol, Fredericksburg, Lynchburg, Salem, and Staunton—were estimated to contribute a greater share of revenue than in previous years. Again, this is likely a reflection of the changes brought on by ISTEA. Under ISTEA, federal revenues returned to Virginia increased from from \$388,668,000 in FY 92 to \$508,958,000 in FY 93.

Comparisons of Allocations and Revenue Shares

This section presents a comparison of the estimated shares of allocations and revenues. Table 4 presents the ratios of these estimates (allocation share/revenue share) for each of VDOT's four major activities, for the aggregate transportation program in each construction district from FY 88 through FY 93, and a 6-year average. The ratios can be interpreted as the return on each dollar of transportation revenue raised in that district. In other words, a 6-year average ratio of 1.33 in Bristol can be viewed as a return of approximately \$1.33 for each dollar Bristol contributed to the transportation program during the 6-year period.

Table 3
REVENUE SHARES BY CONSTRUCTION DISTRICT, FY 88-FY 93 (PERCENTAGE OF TOTAL)

	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93	6-yr avg.
Bristol							
All Activities	6.7	6.8	6.7	6.8	6.8	7.0	6.8
Maint/Admin.	7.2	7.3	7.3	7.4	7.4	7.6	7.4
Construction	6.4	6.5	6.3	6.4	6.3	6.7	6.4
Nonhighway	6.2	6.0	6.0	6.0	6.0	6.0	6.0
Culpeper							
All Activities	5.4	5.5	5.5	5.5	5.5	5.5	5.5
Maint/Admin.	5.6	5.8	5.8	5.9	5.9	5.9	5.8
Construction	5.2	5.3	5.2	5.3	5.2	5.4	5.3
Nonhighway	5.1	5.0	5.0	5.0	5.0	5.0	5.0
Fredericksburg							
All Activities	5.7	5.9	5.9	6.0	6.0	6.1	5.9
Maint/Admin.	6.1	6.3	6.3	6.4	6.5	6.5	6.4
Construction	5.5	6.2	5.6	5.6	5.6	5.9	5.7
Nonhighway	5.4	5.9	5.3	5.4	5.4	5.5	5.4
Lynchburg							
All Activities	6.4	6.4	6.3	6.3	6.3	6.4	6.4
Maint/Admin.	6.7	6.8	6.7	6.7	6.8	6.8	6.7
Construction	6.2	6.2	6.0	6.0	6.0	6.3	6.1
Nonhighway	6.1	5.9	5.8	5.8	5.8	5.9	5.9
Northern Virginia							
All Activities	20.9	20.9	21.4	21.3	21.3	20.7	21.21
Maint/Admin.	19.1	19.0	19.3	18.9	18.9	18.5	18.9
Construction	22.0	21.9	23.0	22.9	23.0	21.7	22.4
Nonhighway	22.6	23.6	24.2	24.3	24.4	24.2	23.9
Richmond							
All Activities	16.2	16.1	16.0	16.0	16.0	15.9	16.0
Maint/Admin.	16.0	15.9	15.8	15.8	15.9	15.8	15.9
Construction	16.3	16.2	16.1	16.1	16.1	16.0	16.1
Nonhighway	16.3	16.4	16.2	16.1	16.1	16.1	16.2
Salem							
All Activities	10.5	10.4	9.9	10.4	10.2	10.6	10.3
Maint/Admin.	10.8	10.8	10.3	10.9	10.6	11.0	10.7
Construction	10.2	10.2	9.7	10.1	9.9	10.4	10.1
Nonhighway	10.1	9.9	9.5	9.8	9.6	10.0	9.8
Staunton							
All Activities	8.3	8.3	8.2	8.3	8.3	8.4	8.3
Maint/Admin.	8.8	8.8	8.7	8.8	8.8	9.0	8.8
Construction	8.0	8.1	7.9	7.9	7.9	8.2	8.0
Nonhighway	7.8	7.7	7.6	7.6	7.5	7.5	7.6
Suffolk							
All Activities	20.0	19.8	20.0	19.5	19.7	19.4	19.7
Maint/Admin.	19.6	19.5	19.7	19.1	19.4	19.1	19.4
Construction	20.2	20.0	20.3	19.8	20.0	19.5	20.0
Nonhighway	20.3	20.3	20.4	20.0	20.2	19.9	20.2

Over the 6-year period, Culpeper, Fredericksburg, Lynchburg, Northern Virginia, Salem, and Staunton receive *approximately* a dollar-for-dollar return for the entire transportation program. Over this period, Bristol and Suffolk tend to be net recipients of transportation funds, whereas Richmond is a net donor of funds. In looking at the ratios for particular activities, it is clear that urban districts tend to receive larger returns for construction than maintenance. On the other hand, rural districts receive larger returns for maintenance than construction.

Clearly, the dollar return varies from year to year in each district. These variations are caused primarily by the interstate program. This is most evident in examining the dollar returns in Lynchburg, the only district without an interstate facility. The return to Lynchburg varies by only 8 cents over the 6-year period. On the other hand, the dollar return to Northern Virginia varies 45 cents over the period.

Finally, Table 4 illustrates that the dollar return to a district in one year may be a misleading indicator of the district's financial "status." For example, in FY 89, Northern Virginia's dollar return was 0.83, whereas in FY 92, its return was 1.28. However, the average return to the district is 0.98. Clearly, simply considering a yearly return may lead one to conclude that the region is either a gross donor or gross recipient. This illustrates, that the most complete and informative description of transportation finance is in the 6-year average figures.

CONCLUSIONS

Over the 6-year period, FY 88 through FY 93, most regions of Virginia received transportation allocations roughly commensurate with the transportation revenues they generated. Although this is true for the 6-year period on average, it is not necessarily true on a yearly basis or on an activity basis. This analysis clearly shows that transportation allocations vary in order to meet statewide transportation needs.

This report also illustrates that ISTEA will have a significant impact on transportation finance in Virginia. VDOT has traditionally relied on the interstate construction program to provide flexibility in meeting regional needs. Given the new NHS established by ISTEA, VDOT may find itself with greater flexibility in funding major corridors in the Commonwealth.

Table 4
RATIO OF ALLOCATION TO REVENUE SHARES BY CONSTRUCTION DISTRICT (FY 88-FY 93)

	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93	6-yr avg.
Bristol							
All Activities	1.35	1.28	1.41	1.40	1.30	1.23	1.33
Construction	1.35	1.23	1.53	1.44	1.25	1.17	1.33
Maintenance	1.56	1.49	1.45	1.53	1.50	1.39	1.48
Administration	1.22	1.26	1.28	1.21	1.14	1.11	1.20
Nonhighway	0.22	0.28	0.32	0.30	0.34	0.28	0.29
Culpeper							
All Activities	0.97	0.86	0.95	0.91	0.92	0.88	0.91
Construction	0.83	0.78	0.96	0.86	0.74	0.81	0.83
Maintenance	1.26	1.01	0.98	0.97	1.12	0.96	1.05
Administration	1.08	1.08	1.16	1.12	1.10	1.06	1.10
Nonhighway	0.32	0.39	0.41	0.40	0.43	0.44	0.39
Fredericksburg							
All Activities	1.06	0.89	0.98	0.89	0.82	0.83	0.91
Construction	1.22	0.92	1.16	0.91	0.81	0.78	0.96
Maintenance	0.95	0.92	0.87	0.91	0.87	0.89	0.90
Administration	1.08	1.02	1.06	1.00	0.97	0.97	1.02
Nonhighway	0.24	0.26	0.29	0.26	0.30	0.25	0.27
Lynchburg							
All Activities	1.01	1.01	1.09	1.05	1.01	1.03	1.03
Construction	0.95	0.92	1.08	1.00	0.90	0.98	0.97
Maintenance	1.17	1.19	1.17	1.17	1.16	1.09	1.16
Administration	1.19	1.18	1.27	1.14	1.14	1.23	1.19
Nonhighway	0.39	0.36	0.44	0.40	0.40	0.44	0.40
Northern Virginia							
All Activities	0.83	0.83	0.86	0.95	1.28	1.16	0.98
Construction	0.67	0.66	0.71	0.89	1.53	1.30	0.96
Maintenance	0.71	0.77	0.77	0.77	0.78	0.84	0.78
Administration	1.06	1.05	0.97	1.01	1.07	1.11	1.06
Nonhighway	2.50	2.30	2.16	2.15	2.15	2.22	2.25
Richmond							
All Activities	0.87	0.93	0.83	0.83	0.75	0.82	0.84
Construction	0.94	1.03	0.82	0.78	0.65	0.76	0.83
Maintenance	0.85	0.87	0.91	0.93	0.88	0.96	0.90
Administration	0.92	0.91	0.93	0.94	0.93	0.93	0.93
Nonhighway	0.38	0.39	0.42	0.44	0.45	0.31	0.42
Salem							
All Activities	0.89	0.88	0.96	0.89	0.85	0.87	0.89
Construction	0.85	0.84	0.97	0.85	0.79	0.82	0.85
Maintenance	1.06	1.02	1.06	1.01	0.98	0.97	1.02
Administration	0.92	0.93	1.00	0.93	0.94	0.89	0.93
Nonhighway	0.23	0.30	0.28	0.28	0.27	0.30	0.27
Staunton							
All Activities	0.88	0.87	0.94	0.88	0.82	0.81	0.87
Construction	0.79	0.76	0.86	0.78	0.70	0.69	0.76
Maintenance	1.13	1.12	1.14	1.06	1.02	1.00	1.08
Administration	0.86	0.96	0.92	0.89	0.86	0.83	0.89
Nonhighway	0.17	0.21	0.24	0.21	0.23	0.23	0.21
Suffolk							
All Activities	1.26	1.33	1.18	1.21	1.02	1.12	1.19
Construction	1.46	1.55	1.32	1.39	0.96	1.16	1.31
Maintenance	0.98	1.04	1.03	1.03	1.07	1.07	1.04
Administration	0.92	0.89	0.86	0.96	0.96	0.97	0.93
Nonhighway	1.33	1.37	1.40	1.43	1.38	1.45	1.36