# LEGISLATIVE RESEARCH UNIT

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### COMPARING ROAD FUND SPENDING TO TRAFFIC SYSTEM DATA

You asked for information on highway spending and highway use among the areas of the state. We report information below on three topics:

- (1) Estimated amounts of motor fuel sold in Illinois Department of Transportation (IDOT) District 1 (Cook and the collar counties) and the remainder of the state.
- (2) IDOT's Road Fund spending by IDOT district.
- (3) Several categories of statistics on transportation by IDOT district—including population, vehicle registrations, miles traveled, miles of roads and bridges, and repairs needed.

IDOT has classified the state into 5 regions and 9 districts. Appendix A lists the counties currently in each district. We also enclose a map of the state showing current IDOT regions and districts. IDOT has transferred 16 counties among districts since 2004, which should be kept in mind when evaluating the data we present on spending in each district.

### Motor Fuel Tax Receipts

Illinois motor fuel tax collections were about \$1.117 billion in fiscal year 2008. The Illinois Department of Revenue (IDOR) is unable to report collections by county or by IDOT district, because the tax is collected from distributors that often serve many counties.



It is possible to estimate the division of fuel sales between District 1 and Downstate. Four counties in District 1 (Cook, DuPage, Kane, and McHenry) impose their own motor fuel taxes, collected at retail on fuel sold there. Cook County's tax is collected by the county; IDOR collects the other three counties' taxes. Table 1 shows rates, amounts of tax collected, and gallons sold in fiscal year 2008; the number of gallons sold in each county was derived by dividing its receipts by its tax rate per gallon. Where totals given in the tables in this letter do not exactly match the sums of individual amounts shown, it is due to rounding.

Table 1: County Motor Fuel Tax Rates, Receipts, and Gallons Sold (FY 2008)

County	Rate per gallon	Receipts (millions)	Gallons sold (millions)
Cook	6¢	\$95.3	1,587.8
DuPage	4	20.5	511.4
Kane	4	8.7	225.9
McHenry	4	4.5	113.6
Totals	-	\$128.9	2,438.8

Sources: Cook County Department of Budget and Management Services, 2009

Executive Budget Recommendation, "Revenue Estimate," p. 54 (rev. Dec. 22, 2008, downloaded from Cook County Internet site); telephone conversation with Nathan J. Paige, Director of Revenue, Cook County Department of Revenue, March 30, 2009; Illinois Department of Revenue, "CMFT—Disbursements—FY05-MarFY09" (spreadsheet, undated, provided by Mike Klemens, Manager of Policy and Communication, IDOR).

We can estimate sales in the other two counties by this method: Based on the three suburban counties' gallons used from Table 1, and their 2008 estimated populations from the U.S. Census Bureau, the weighted average number of gallons of motor fuel used per person in those three counties in fiscal year 2008 was 504. Multiplying that by the 2008 population estimates of the other two collar counties (Lake and Will) results in an estimate that they used about 653 million gallons in fiscal year 2008: 346 million in Lake and 307 million in Will County. Adding that to the four-county total from Table 1 results in an estimated 3.1 billion gallons used in IDOT District 1 in fiscal year 2008.

A table provided by IDOR shows that nearly 6.3 billion gallons of motor fuel was sold statewide in fiscal year 2008.

Our estimate of 3.1 billion gallons for the six counties' motor fuel usage in fiscal year 2008 is about 49% of total statewide usage. That percentage is based on the series of estimates and calculations described above. But that number should be within a few percentage points of the true percentage. It should also be close to the percentage that motor fuel tax collections for the *state* on fuel bought in the six counties are of statewide motor fuel tax collections, since the state rates (unlike county rates) are uniform statewide.

### Road Fund Spending

Agencies Collecting and Spending Road Fund Money

The Comptroller's Detailed Annual Reports show that the Road Fund is supported by fees, fines, and grants received by several agencies, plus transfers from other funds—primarily the Motor Fuel Tax Fund. Table 2 shows the receipts for the Road Fund for fiscal years 2007 and 2008 by collecting agency.

Table 2: Road Fund Cash Receipts by Agency, FYs 2007-2008 (000 omitted)

Agency	2007	2008
Transportation	\$1,140,987	\$1,377,477
Secretary of State	834,391	832,932
Transfers from:		
Motor Fuel Tax Fund	350,212	335,088
State Construction Fund	35,000	0
Audit Expense Fund	8	5
Treasurer	29,159	18,944
State Police	4,365	4,412
Totals	\$2,394,121	\$2,568,860

Source: Comptroller's Detailed Annual Report of Revenues and Expenditures for FY 2008 (Feb. 20, 2009), p. 39.

Similarly, the Road Fund is spent by several agencies, and some amounts are transferred from it to other funds. Table 3 on the next page shows Road Fund spending and transfers out by agency or purpose in fiscal years 2007 and 2008.

Table 3: Road Fund Disposition by Agency, FYs 2007-2008 (millions)

Agency	2007	2008
Transportation	\$2,088	\$1,934
Healthcare & Family Services	131	136
Secretary of State	128	130
State Police	97	106
Employment Security	2	2
Court of Claims	1	1
SPENDING SUBTOTAL	\$2,448	\$2,309
Transfers out	324	291
Totals	\$2,772	\$2,600

Source: Comptroller's Detailed Annual Report of Revenues and Expenditures for FY 2008 (Feb. 20, 2009), pp. 109, 113, 118, 119, and 121.

### IDOT Road Fund Expenditures

As Tables 2 and 3 showed, IDOT collects roughly half of Road Fund receipts, and spends about 85% of Road Fund revenues. Most IDOT spending from the Road Fund is in five categories: operations; awards and grants; permanent improvements; highway and waterway construction; and refunds. As shown in Table 4 on the next page, the largest spending items are usually highway and waterway construction, and operations.

Table 4: IDOT Road Fund Spending by Category, FYs 2007-2008 (millions)

	FY 20		FY 20	
Purpose	Amount	9	Amount	용
Highway & waterway construction	\$1,342.6	64%	\$1,132.9	59%
Operations	640.6	31	713.6	37
Awards and grants	97.2	5	83.2	4
Permanent improvements	7.7	0	4.7	0
Refunds	0.1	0	0.0	0
Totals	\$2,088.1	100%	\$1,934.3	100%

Sources: Comptroller's Detailed Annual Report of Revenues and Expenditures for FYs 2007 and 2008.

### Spending by District

Appendix F to this letter categorizes IDOT's Road Fund spending by district in the years 2005 to 2008. About 40% of all spending attributable to a specific functional location occurs in District 1. About 4% to 7% can be attributed to each of the remaining eight districts; 15% to 20% cannot be attributed to specific locations.

# District 1 versus downstate spending

In 2007, an IDOT administrator categorized for us total Road Fund spending in 1999-2007 in District 1 versus the rest of the state. Table 5 on the next page shows that information.

Table 5: District 1 vs. Downstate Road Fund Expenditures, FYs 1999-2007 (millions)

Fiscal	Distri	ct 1	Distri	icts 2-9
year	Amount	ક	Amount	9
1999	\$407.0	35.6%	\$ 734.9	64.4%
2000	458.0	32.5	949.6	67.5
2001	459.5	31.6	996.7	68.4
2002	623.1	39.0	972.6	61.0
2003	789.5	43.7	1,018.1	56.3
2004	681.0	39.9	1,023.8	60.1
2005	487.6	38.6	776.1	61.4
2006	416.1	33.6	823.0	66.4
2007	902.0	43.2	1,186.1	56.8

Source: E-mail messages from Barry Wright, Bureau Chief, Bureau of Budget and Fiscal Management, IDOT, Nov. 16, 2007.

# "Mini" capital plan

Public Act 96-4, enacted on April 3, makes supplemental appropriations for this fiscal year by IDOT district for projects, funded from three sources: (1) authority to issue more bonds; (2) the Road Fund; and (3) the federal American Recovery and Reinvestment Act (ARRA). (Appropriations using ARRA funds are made from the Road Fund, but with the provision that the amounts may "not exceed federal funds made available by the American Recovery and Reinvestment Act of 2009." Table 6 on the next page shows the recent Public Act's appropriations by district. This list does not include all supplemental appropriations for IDOT—only those that are listed by district.

Table	6:	P.A.	96-4	<b>Appropriations</b>	to	IDOT	by	District	(mil-
		lions							

	Transpo	ed by ortation A bonds	repairs	gency s funded ad Fund	Proje fundec ARRA	d by
Dist.	Amount	ફ	Amount	90	Amount	olo
1	\$202.5	45.2%	\$67.5	45.0%	\$308.3	45.0%
2	32.5	7.2	13.3	8.9	60.3	8.8
3	6.9	1.5	10.4	7.0	48.0	7.0
4	89.3	19.9	11.2	7.5	50.7	7.4
5	41.7	9.3	7.7	5.2	35.6	5.2
6	8.0	1.8	9.6	6.4	43.8	6.4
7	14.8	3.3	8.8	5.9	40.4	5.9
8	21.6	4.8	12.8	8.5	58.2	8.5
9	31.2	7.0	8.7	5.8	39.7	5.8
Totals	\$448.5	100.0%	\$150.0	100.2%	\$685.0	100.0%

<sup>\*</sup> This table excludes appropriations of ARRA funds described as follows: "Statewide (including refunds)" (\$15 million) and "National Redistribution" (\$200 million).

Source: P.A. 96-4 (2009), art. 4, secs. 5 and 10, and art. 5, sec. 5.

## District Comparisons

For comparison purposes, we have compiled data on several transportation-related topics by IDOT district in Appendices B through E. We describe below the information in each of those appendices.

### Appendix B

### Population

Over 65% of Illinois residents live in District 1. The next largest number (6.1%) live in District 2, comprising the 10 counties in the northwestern corner of Illinois.

### Motor vehicle registrations

Over 57% of Illinois motor vehicles are registered in District 1, including nearly 66% of the state's passenger vehicles.

### Area

Although most of Illinois' population lives in District 1, it is the smallest district geographically, covering only 6.6% of the state. District 6 is the largest with over 16% of the state.

### Vehicle miles traveled

Nearly 55% of Illinois vehicle miles are traveled in District 1. Each of the other districts has between 4% and 8% of total miles traveled.

### Appendix C

### Miles of roadway

Illinois has over 140,000 miles of roadway. District 1 has the largest portion of that (17%). District 6 has the next largest portion (13%).

Roads and bridges can be categorized into systems based on which level of government is responsible for building and maintaining them. Illinois has four such systems: state, county, township, and municipal. IDOT is responsible for building and maintaining roads in the state system, which includes state and federal highways. The state system has over 16,000 miles of roadways (12% of the state's total). Again, District 1 has the largest portion of state system roads (18%,) and District 6 the second largest (13%).

### Appendices D and E

# Number and square footage of bridges

The district having the most bridges is District 7 in southeastern Illinois, with 13% of Illinois bridges. District 1 has the fourth largest number, amounting to 12%. But the average bridge in District 1 is several times as large as the average bridge statewide. As a result, District 1 has the largest total area of bridges, with nearly 33%.

Looking at the state highway system alone, District 1 has the largest number of bridges with just over 18% of the total, and nearly 32% of the total square footage of bridges in the state system.

Number and square footage of bridges needing repair

District 1 has the most bridges needing repair at 26% of the total. District 1 bridges needing repair have nearly 57% of the square footage of all Illinois bridges needing repair.

In the state system alone, District 1 has nearly 39% of the bridges needing repair, which have over 53% of the square footage of bridges in the state system needing repair.

We hope this information is helpful. Please let us know if we can be of further assistance.

Sincerely

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TB:mf

Enclosure

Illinois Department of Transportation, "Illinois Department of Transportation Region and District Boundaries With Office Location" (map, May 2008, downloaded from IDOT Internet site).

### Notes

- Based on comparison of Illinois Department of Transportation, Illinois Travel Statistics 2004 (downloaded from IDOT Internet site), p. iii and "IDOT District Map" (undated, downloaded April 1, 2009 from IDOT Internet site).
- 2. Telephone conversation with Tom Regan, Research Economist, Research Office, Illinois Department of Revenue, April 3, 2009; Comptroller's "Revenue Source: 0317-Regular MFT: Revenues by Fund for Fiscal Year 08" (table, generated April 3, 2009 by Comptroller's Internet site).
- 3. Telephone conversation with Mike Klemens, Manager of Policy and Communications, Illinois Department of Revenue, Springfield, March 30, 2009.
- 4. U.S. Department of Commerce, Bureau of the Census, Population Division, "Annual Estimates of the Resident Population for Counties: April 1, 2000 to July 1, 2008" (table,

- March 19, 2009, downloaded from Census Bureau Internet site).
- 5. Calculated by dividing the three suburban counties' estimated total fiscal year 2008 motor fuel sales (850 million gallons) by the sum of their estimated July 2008 populations (1,687,585). This method counts each resident of those counties equally in calculating the average.
- 6. Illinois Department of Revenue, "Motor Fuel Tax: Taxable Gallonage Breakdown for Calendar Years 2006-2008" (table, undated, provided by Mike Klemens, Manager of Policy and Communication, IDOR).
- 7. P.A. 96-4 (2009), enacted by H.B. 210 (Madigan-Mautino-Saviano-D'Amico-Bost et al.—Trotter-Wilhelmi-Holmes-Haine-Syverson et al.).
- 8. The increased authority to issue bonds is in a companion act: P.A. 96-5 (2009), enacted by H.B. 289 (Madigan-Mautino-Mathias-Pritchard—J.Sullivan-Harmon-Trotter-Schoenberg-Garrett et al.).
- 9. Pub. L. 111-5, 123 Stat. 115 (2009).
- 10. P.A. 96-4, art. 5, sec. 5 (2009).
- 11. Telephone conversation with Jim Ofcarcik, Manager, Fiscal Analysis, IDOT, April 10, 2009.

# Appendix A: Counties Within Each IDOT District

Cass Christian Hancock Logan Macoupin Mason Menard Montgomery Morgan Pike Sangamon Schuyler Scott	DISTRICT 6 Adams Brown	·
Coles Crawford Cumberland Edwards Effingham Fayette Jasper Lawrence Macon Moultrie Richland Shelby Wabash Wayne	DISTRICT / Clark Clay	10 0.70 🗀 70
Clinton Greene Jersey Madison Marion Monroe Randolph St. Clair Washington	Bond Calhoun	c+ 0 to
Gallatin Hamilton Hardin Jackson Jefferson Johnson Massac Perry Pope Pulaski Saline Union White Williamson	Alexander Franklin	Fulton Henderson Knox McDonough Marshall Mercer Peoria Putnam Stark Tazewell Warren Woodford
		Champaign DeWitt Douglas Edgar McLean Piatt Vermilion

Source: Illinois Department of Transportation, "IDOT District Map" (undated, downloaded April 1, 2009 from IDOT Internet site).

Appendix B: Transportation-Related Statistics by IDOT District (for the latest years re-

Totals 12,901,563 100.0%	9 349,777 2.7	8 746,378 5.8	7 389,833 3.0	6 534,267 4.1	510,613 534,267	541,353 510,613 534,267	599,686 541,353 510,613 534,267	784,694 599,686 541,353 510,613 534,267	8,444,962 784,694 599,686 541,353 510,613 534,267
100 0° 55 503	2.7 6,060	5.8 5,510	3.0 7,526	4.1 9,037					9/0
	060 10.9	510 9.9	526 13.5	037 16.3					
100.0% 11	• 9	• 9	<b>.</b> Մі	ω		· · · · · · · · · · · · · · · · · · ·		·3 ·3 ·4 ·5	0/0
11,024,380	375,245	772,928	447,361	626,007	484,801 626,007	572,390 484,801 626,007	609,979 572,390 484,801 626,007	804,167 609,979 572,390 484,801 626,007	6,331,502 804,167 609,979 572,390 484,801 626,007
100.0%	3.4	7.0	4.1	5.7	4.4 5.7	5.2 4.4 5.7	5. 4. 4. 5. 5. 5. 7. 4. 4. 4. 2. 5. 7. 4. 4. 2. 5. 7. 4. 4. 4. 4. 4. 4. 4. 4. 4. 4. 4. 4. 4.	7.3 5.5 4.4 5.7	57.4% 7.3 5.5 5.2 5.2
107.403	4.478	8.210	4.982	5.837	5.352 5.837	5.468 5.352 5.837	6.582 5.468 5.352 5.837	7.718 6.582 5.468 5.352 5.837	58.778 7.718 6.582 5.468 5.352
100.0%	4.2	7.6	4.6	5 • 4	5.0	5.0 5.4	5.0 5.4	7.2 6.1 5.1 5.0	54.7% 7.2 6.1 5.1 5.0

Sources: U.S. Department of Commerce, Bureau of the Census, Population Division, "Annual Estimates of the County" (table, Aug. 16, 2007, downloaded from SoS Internet site); Illinois Department of Transportation, Bureau Internet site); National Association of Counties, "About Counties" (table, undated, downloaded March 30, 2009 from NACo Internet site); Illinois Secretary of State, "2007 Vehicle Registration Counts by Resident Population for Counties: April 1, 2000 to July 1, 2008" (March 19, 2009) (downloaded from Census downloaded from IDOT Internet site), pp. 3-5. Illinois Travel Statistics 2007, "2003-2007 Illinois Statewide AVMT (By County)" (table, March 2007,

Appendix C: Miles of Roadway by IDOT District (2007)

100.0%	16,385	100.0%	140,436	Totals*
9.0	1,469	8.9	12,547	9
11.0	1,807	9.4	13,182	∞
10.0	1,639	12.3	17,316	7
12.8	2,090	13.3	18,728	6
8.1	1,329	8.3	11,631	U
9.9	1,624	9.8	13,733	4
10.6	1,729	10.8	15,209	ω
10.3	1,683	9.9	13,852	2
18.4%	3,015	17.3%	24,237	1
system	system	total	wide	District
state	state	% of	state-	
% Of	Total in		Total	ı
	Total miles	Total		

Amounts may not add exactly due to rounding.

Source: Illinois Department of Transportation, "Illinois Highway Statistics Sheet 2007" (undated down-loaded March 31, 2009 from IDOT Internet site).

Appendix D: Bridge Statistics by IDOT District (2007)

100.0%	38,117	100.0%	4,731	100.0%	134,260	100.0%	26,710	Totals*
4.8	1,827	8.5	404	6.7	8,970	9.4	2,524	9
9.4	3,568	8.6	405	11.7	15,658	9.3	2,487	∞
4.2	1,612	13.7	649	7.3	9,822	13.3	3,543	7
3.8	1,446	11.5	545	9.8	13,172	12.5	3,327	σ
2.5	945	5.7	272	6.3	8,480	10.5	2,815	Uī
6.0	2,272	8.7	411	7.6	10,174	9.4	2,502	4
5.4	2,066	8.9	419	8.2	11,045	12.7	3,401	ω
7.2	2,739	8.0	380	9.5	12,756	10.8	2,898	2
56.8%	21,642	26.3%	1,246	32.9%	44,181	12.0%	3,213	1
% of total	Sq. feet (000 omitted)	% of total	$\it Number$	% of total	Sq. feet (000 omitted)	% of total	Number	District
	Bridges needing repair	idges need	Br	1000	All Illinois bridges	ll Illinoi	Ai	

<sup>\*</sup> Amounts may not add exactly due to rounding.

Source: Illinois Department of Transportation, "Illinois Highway Statistics Sheet 2007" (undated, down-loaded March 31, 2009 from IDOT Internet site).

Appendix E: "State System" Bridge Statistics by IDOT District (2007)

100.0%	24,684	100.0%	1,703	100.0%	80,269	100.0%	7,844	Totals*
5.0	1,240	8.6	146	7.1	5,732	9.9	773	9
11.7	2,893	9.2	157	14.5	11,623	12.4	976	∞
4.1	1,011	7.8	133	6.2	5,010	10.2	801	7
2.8	687	4.1	70	9.7	7,781	11.1	871	6
2.5	613	5.3	91	5.6	4,486	& &	694	σı
7.7	1,894	9.7	165	8 5	6,787	8.9	696	4
6.3	1,556	7.5	128	7.7	6,148	10.2	801	ω
6.8	1,674	9.1	155	9.1	7,302	10.4	813	2
53.1%	13,115	38.6%	658	31.6%	25,400	18.1%	1,419	<b>L</b>
% of square feet	Sq. feet (000 omitted)	% of state- wide	Bridges	% of square feet	Sq. feet (000 omitted)	% of state- wide	Bridges	District
repair	State system bridges needing repair	stem brid	State sys		system bridges	State syste	St	

Amounts may not add exactly due to rounding.

Source: Illinois Department of Transportation, "Illinois Highway Statistics Sheet 2007" (undated, down-loaded March 31, 2009 from IDOT Internet site).

Appendix F: IDOT Road Fund Spending by District, FYs 2005-2008 (millions)

100.0%	\$1,934.3 100.0%	100.0%	\$2,088.1	100.0%	\$1,239.1 100.0%	100.0%	1,263.8	Totals <sup>†</sup>
15.7	304.7	13.9	289.4	20.4	252.7	21.2	267.6	Other*
4.8	93.6	4.4	92.0	3.7	45.7	3.0	37.6	9
7.5	145.4	7.2	150.5	7.5	93.4	6.9	87.8	∞
3.9	75.8	4.0	84.4	4.1	51.3	ω • 5	44.6	7
6.8	131.3	5• ω	110.7	6.6	82.3	5.2	65.5	σ
4.5	86.4	4.5	93.3	4.9	61.3	4.8	60.3	σ
6.5	125.3	6.0	124.6	5.1	62.6	З	66.9	4
6.1	118.7	4.8	100.3	6.2	77.2	5. ω	66.5	ω
6.6	127.6	6.7	140.9	7.8	96.4	6.3	79.3	2
37.5%	\$725.6	43.2%	\$902.0	33.6%	\$416.1	38.6%	\$487.6	1
% 8	2008 Spending	7 %	2007 Spending	% 6	2006 Spending	010	2005 Spending	District

<sup>&</sup>quot;Other" includes central office, administration, public transportation, railroads, aeronautics, day la-Amounts may not add exactly due to rounding. bor, operations, and other costs not charged to a specific budget responsibility by functional location.

Source: Illinois Department of Transportation, "IDOT Road Fund Spending by Location, FY2005-2008" (spread-sheet, provided by Jim Ofcarcik, Manager, Fiscal Analysis, IDOT).