# **EXECUTIVE SUMMARY**

This Traffic Engineer's Annual Report provides a comprehensive look at the conditions of the five toll facilities throughout the state that are owned by the Florida Department of Transportation (the Department) and two facilities operated by the Department.

Moreover, this report contains a thorough traffic, revenue and expense analysis for the Fiscal Year (FY) ending June 30, 2013 (FY 2013) for each of the seven facilities and provides traffic, revenue and expense forecasts through FY 2024 for all facilities except 95 Express and Garcon Point Bridge for use in the Department's financial planning process in order to provide affordable and high quality projects. (The Department's Project Finance Office can be contacted for the latest information on both 95 Express and Garcon Point Bridge). Overall, the information in this report is intended as a continuing resource for traffic, revenue, operating and maintenance expenses, liabilities, debt service and major events affecting these facilities.

The five toll facilities owned and operated by the Department include Alligator Alley, Beachline East Expressway, Pinellas Bayway System, Sunshine Skyway Bridge and 95 Express.



The facilities operated by the Department under Lease-Purchase Agreements and owned by the respective Authorities include Garcon Point Bridge (Santa Rosa Bay Bridge Authority) and Mid-Bay Bridge (Mid-Bay Bridge Authority). **Figure 1** shows the location of each toll facility.

Florida's Turnpike Enterprise provides toll operations for each of the Department-owned and Department-operated facilities and the Turnpike System facilities. The organization of each of these components is shown in **Figure 2**. For the purpose of this report, traffic, revenue and expense information on the seven facilities are reported herein, with the Turnpike System information issued under a separate letter report.

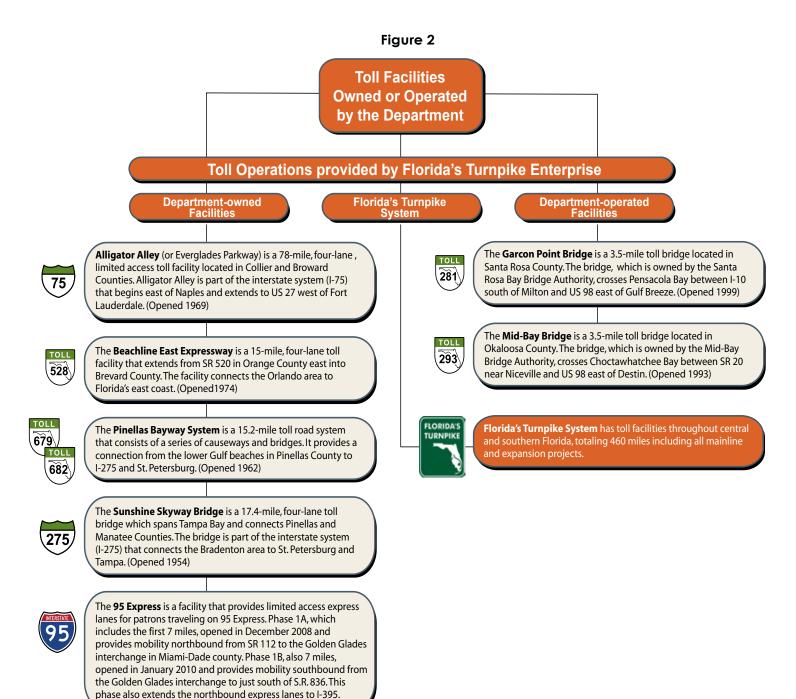
### **FY 2013 OVERVIEW**

In FY 2013, Alligator Alley, Sunshine Skyway and 95 Express experienced an increase in both transactions and toll revenue compared to FY 2012. The Beachline East and Pinellas Bayway experienced a decrease in transactions and an increase in toll revenue. The decrease in transactions on the Beachline East can be attributed to the full year shift in traffic through the Dallas Mainline Plaza. The decrease in transactions on Pinellas Bayway can be attributed

to various detours related to the SR 682 bridge replacement project. The toll revenue increases on Alligator Alley, Sunshine Skyway, Beachline East and Pinellas Bayway are a result of a full year of higher tolls from the June 24, 2012 (FY 2012) toll rate increase. The Garcon Point Bridge and Mid-Bay Bridge experienced increases in transactions and toll revenues in FY 2013 due to the improved economy and tourism.

FY 2013 Annual Report Executive Summary





**Table 1** provides a summary of transactions and toll revenue by toll facility for FY 2013. Approximately \$74.9 million was earned by the Department-owned facilities. Correspondingly, \$20.5 million was realized on the Department-operated toll facilities in FY 2013.

Alligator Alley provided the largest contribution of toll revenue of the five Department-owned

facilities, generating over \$25.1 million. Of the two Department-operated facilities, the Mid-Bay Bridge accounted for a majority of the revenue, contributing approximately \$15.8 million in toll revenue. **Graph 1** compares the toll revenue by facility for both the Department-owned and Department-operated toll facilities.

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FY 2013 Annual Report Executive Summary

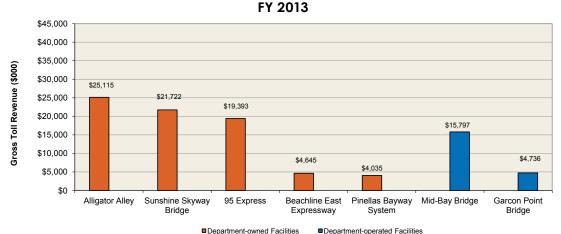
Table 1
Transactions and Gross Toll Revenue
Department-owned and Department-operated Toll Facilities
FY 2013

	Length	Length Transactions (000)			Gross Revenue (\$000)		
Facility	(miles)	Volume (1)	Percent	Amount	Percent	Average Toll	
Alligator Alley	78.0	7,566	9.7%	\$25,115	26.3%	\$ 3.32	
Beachline East Expressway	15.0	15,111	19.4	4,645	4.9	0.31	
Pinellas Bayway System	15.2	8,598	11.1	4,035	4.2	0.47	
Sunshine Skyway Bridge	17.4	18,502	23.8	21,722	22.8	1.17	
95 Express	7.3	20,075	25.8	19,393	20.3	0.97	
Department-owned Total	132.9	69,852	89.9%	\$74,910	78.5%	\$1.07	
Garcon Point Bridge	3.5	1,310	1.7	4,736	5.0	3.62	
Mid-Bay Bridge	3.5	6,565	8.4	15,797	16.6	2.41	
Department-operated Total	7.0	7,875	10.1%	\$20,533	21.5%	\$2.61	
Total	139.9	77,727	100.0%	\$95,443	100.0%	\$1.23	

Source: FDOT Office of the Comptroller and Tumpike Enterprise Finance Office.

(1) Includes revenue and non-revenue transactions.

Graph 1
Gross Toll Revenue by Facility

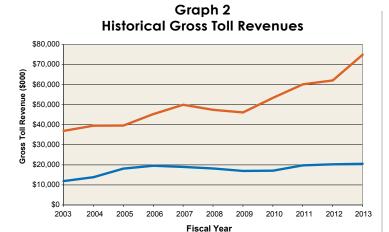


**Graph 2** shows the toll revenues on the Departmentowned and Department-operated facilities since FY 2003. The historical revenue performance for the Department-owned facilities shows that in FY 2004 growth was strong. However, due to the active hurricane season in FY 2005, the Department-owned facilities experienced very little growth from FY 2004. The strong revenue growth in FY 2006 reflects a less active hurricane season (i.e., less days of toll suspension) and a February 2006 toll rate increase on Alligator Alley. The continued growth in FY 2007 reflects a full year of higher tolls on Alligator Alley from the FY 2006 toll rate increase. The decline in revenue during FY 2008 and FY 2009 can primarily be attributed to the economic recession. The increase in revenue in FY 2010 can be attributed to the beginning

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signs of recovery following the recession. The further increase in toll revenue during FY 2011 and FY 2012 are indicators the economy is slowly recovering from the recession. The strong revenue growth in FY 2013 reflects a full year of higher tolls on the Department-owned facilities, excluding 95 Express, from the June 24, 2012 (FY 2012) toll rate increase. Toll revenues increased from \$36.9 million in FY 2003 to \$74.9 million in FY 2013, representing an annual compounded growth of approximately 7.3 percent.

Historical revenues for the Department-operated facilities increased from approximately \$11.9 million in FY 2003 to approximately \$20.5 million in FY 2013. This represents an annual compounded growth of approximately 5.6 percent. The increase in FY 2005



Department-owned Facilities

is primarily due to toll rate increases on the Mid-Bay Bridge in October 2004 and Garcon Point Bridge in July 2004. The trend line further spikes in FY 2006 primarily due to a less active hurricane season in FY 2006 compared to FY 2005 (i.e., less days of toll suspension). The decline in FY 2008 and FY 2009 can primarily be attributed to the economic recession. Revenues rebounded in FY 2011 due to the improved economy.

Department-operated Facilities

**Table 2** shows a comparison of actual FY 2013 and FY 2012 toll revenue by facility along with the prior forecast of toll revenues for FY 2013 as published in the FY 2012 Enterprise Toll Operations Traffic Engineer's

Annual Report. Actual FY 2013 toll revenue for Departmentowned facilities (except 95 Express) increased by 25.7 percent over FY 2012 while toll revenue for Department-operated facilities (Mid-Bay only) increased by approximately 0.6 percent. Overall, FY 2013 revenues increased 19.1 percent over FY 2012 levels. FY 2013 revenues on 95 Express increased 8.2 percent over FY 2012 levels. Garcon Point Bridge FY 2013 revenues increased 3.1 percent over FY 2012 levels.

The table also indicates that total actual revenue for the Department-owned facilities (except 95 Express) for FY 2013 was \$0.1 million or 0.3 percent more than total estimated revenue. The total actual revenue for the Department-operated facilities does not include Garcon Point Bridge because a forecast is not prepared. Total actual revenue for Mid-Bay Bridge was \$0.3 million or 1.8 percent less than the revenue estimate for FY 2013. Overall, actual FY 2013 revenue was less than the forecast by 0.2 percent.

**Table 3** shows transactions in FY 2013 from SunPass on the Department-owned and Department-operated facilities totaled 67.4 and 59.9 percent, respectively.

As shown in **Table 4**, revenue contributions in FY 2013 from SunPass on the Department-owned and Department-operated facilities totaled 63.8 and 50.7 percent, respectively. Revenue from SunPass as a percentage of total revenue was highest at 96.3 percent on 95 Express. This is due to the fact that 95 Express is an all-electronic toll facility that is designed to manage congestion by giving SunPass customers the choice to utilize the express lanes.

Table 2 **Gross Toll Revenue Comparison** FY 2013 Actual versus FY 2012 Actual and FY 2013 Estimated (\$000) Department-owned and Department-operated Toll Facilities

	Actual Revenue		Revenue Growth FY 2013 vs. FY 2012		Estimated Revenue <sup>(1)</sup>	FY 2013 Actual vs. FY 2013 Estimated Revenue	
Facility	FY 2013	FY 2012	Amount	Percent	FY 2013	Amount	Percent
Alligator Alley	\$25,115	\$19,647	\$5,468	27.8%	\$24,890	\$225	0.9%
Beachline East Expressway	4,645	4,432	213	4.8	5,432	(787)	(14.5)
Pinellas Bayway System	4,035	3,535	500	14.1	3,912	123	3.1
Sunshine Skyway Bridge	21,722	16,555	5,167	31.2	21,137	585	2.8
Department-owned Total	\$55,517	\$44,169	\$11,348	25.7%	\$55,371	\$146	0.3%
Mid-Bay Bridge <sup>(2)</sup>	15,797	15,699	98	0.6	16,089	(292)	(1.8)
Department-operated Total	15,797	15,699	98	0.6%	\$16,089	(\$292)	(1.8%)
Total	71,314	59,868	11,446	19.1%	\$71,460	(\$146)	(0.2%)
95 Express	\$19,393	\$17,918	\$1,475	8.2%	N/A	N/A	N/A
Garcon Point Bridge	4,736	4,592	144	3.1	N/A	N/A	N/A

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rce: FDOT Office of the Comptroller and the FY 2012 Enterprise Toll Operations Traffic Engineer's Annual Report.
The 95 Express and Garcon Point Bridge gross toll revenue forecasts are not included herein.
The revenue forecast for the Mid-Bay Bridge corresponds to the Mid-Bay Bridge Authority's fiscal year (October 1, 2012 through September 30, 2013), whereas actual toll revenue, as reported herein, is based on the State fiscal year (July 1, 2012 through June 30, 2013).

Table 3
Transactions by Payment Method
Department-owned and Department-operated
Toll Facilities
FY 2013

	Transactions (\$000)							
		Percent						
Faciltiy	SunPass	SunPass	Total	SunPass				
Alligator Alley	4,236	3,330	7,566	56.0%				
Beachline East Expressway	9,350	5,761	15,111	61.9				
Pinellas Bayway System	5,306	3,292	8,598	61.7				
Sunshine Skyway Bridge	9,578	8,924	18,502	51.8				
95 Express <sup>(1)</sup>	18,632	1,443	20,075	92.8				
Department-owned Total	47,102	22,750	69,852	67.4%				
Garcon Point Bridge	505	805	1,310	38.5				
Mid-Bay Bridge	4,210	2,355	6,565	64.1				
Department-operated Total	4,715	3,160	7,875	59.9%				
Total	51,817	25,910	77,727	66.7%				

Source: FDOT Office of the Comptroller and Turnpike Enterprise Finance Office.

(1) Registered exempt vehicles and vehicles using 95 Express without a SunPass transponder are reported in the Non-SunPass column.

Table 4
Revenue Contributions by Payment Method
Department-owned and Department-operated
Toll Facilities
FY 2013

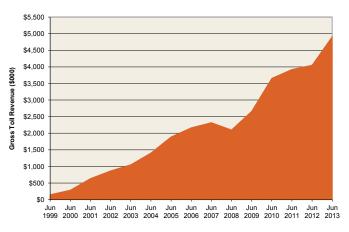
	Toll Revenue (\$000)							
		Percent						
Faciltiy	SunPass	SunPass	Total	SunPass				
Alligator Alley	\$14,328	\$10,787	\$25,115	57.0%				
Beachline East Expressway	2,549	2,096	4,645	54.9				
Pinellas Bayway System	1,783	2,252	4,035	44.2				
Sunshine Skyway Bridge	10,430	11,292	21,722	48.0				
95 Express <sup>(1)</sup>	18,684	709	19,393	96.3				
Department-owned Total	\$47,774	\$27,136	\$74,910	63.8%				
Garcon Point Bridge	1,649	3,087	4,736	34.8				
Mid-Bay Bridge	8,765	7,032	15,797	55.5				
Department-operated Total	\$10,414	\$10,119	\$20,533	50.7%				
Total	\$58,188	\$37,255	\$95,443	61.0%				

Source: FDOT Office of the Comptroller and Tumpike Enterprise Finance Office.

(1) 95 Express is a SunPass-only facility. TOLL-BY-PLATE revenue is reported in the Non-Sunpass column.

Graph 3 shows historical monthly gross toll revenue attributable to SunPass on all seven facilities since June 1999 (first full month) when SunPass implementation first began on the Mid-Bay and Garcon Point Bridges. The decrease in 2008 can be attributed to the economic recession. FY 2009 and FY 2010 were also affected by the economic recession, however the introduction of the SunPass Mini Tag along with other effective customer-centric programs that promote the benefits of SunPass have contributed to the increase in SunPass revenue.

Graph 3
Monthly SunPass Revenue Trends
All Facilities Since SunPass Implementation



### **FORECASTS THROUGH FY 2024**

Prior traffic and revenue estimates on the well-established toll facilities owned and operated by the Department have been very reliable because traffic patterns are typically known, and a significant amount of historical traffic and revenue data are already available. In addition to using actual traffic and revenue performance from FY 1990 through FY 2013 as a guide, the forecasts developed for the five toll facilities, excluding 95 Express and Garcon Point Bridge, reflect the historical and future growth in population for the relevant metropolitan areas, and for future known events such as roadway improvement projects and advancements in toll collection technology.

The updated traffic and revenue forecasts depend on expectations and pace of the economic recovery. While uncertainty remains about the future, there is general agreement that Florida's economy continues to improve at a slow but steady pace. Although a very modest recovery is underway in the State, the full recovery is not expected until a few years from now. Furthermore, Florida's economic recovery over the next 10 years will not achieve growth rates as high as the "boom" years leading up to the recession.

The forecast also includes additional revenues generated from the indexing of tolls on the Alligator Alley, Beachline East Expressway, Pinellas Bayway System and Sunshine Skyway Bridge. Indexing of tolls to inflation is intended to keep pace with the rising cost of building new roads and maintaining or improving existing ones. The 2007 Legislature amended Section 338.165, Florida Statutes, to require the Turnpike System and other FDOT-owned facilities to index toll rates on existing toll facilities to the annual Consumer Price Index (CPI) or similar inflation indicator effective as of July 1, 2007. Toll rate adjustments for inflation may be made no more frequently than once a year and must be made no less frequently than once every five years as necessary to accommodate cash toll rate schedules. Toll rates may be increased beyond these limits as directed by bond documents, covenants, or governing body authorization or pursuant to Department administrative rule. The Department-operated facilities are not required to index tolls as part of the Statute.

On June 24, 2012 (FY 2012), cash tolls were indexed using the percentage change between CPI for the year ending December 31, 2010, and the CPI for the year ending December 31, 2005, which is 11.7 percent. This cash rate was then adjusted up to the next quarter for collection efficiency. The Turnpike used the most recent five year period for which CPI has been reported to reflect the period of time between the passage of legislation in 2007 to the implementation of indexing on June 24, 2012. Also on June 24, 2012, the SunPass toll rate was increased to a quarter





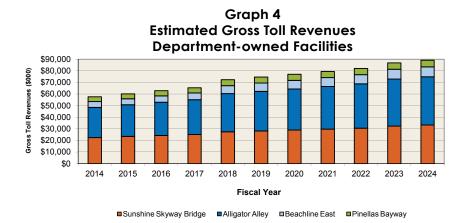
less than the adjusted cash toll rate. The TOLL-BY-PLATE toll rate is equal to the adjusted cash rate.

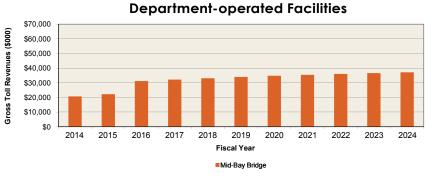
For subsequent years, the cash toll rate will be increased every 5 years by the change in CPI over the previous 5 years and adjusted to the next quarter. The SunPass and TOLL-BY-PLATE toll rates will be increased annually based on the change in CPI year over year and rounded to the penny. Accordingly, on July 1, 2013 (FY 2014) SunPass toll rates were adjusted by the change in CPI of 2.1 percent and rounded to the penny, while cash toll rates remained unchanged. The observation of SunPass and overall traffic three months after indexing shows a modest growth on all facilities. The relatively small increase in tolls did not divert traffic from the facilities.

The indexing methodology used for each facility is discussed in greater detail in the individual chapters of this report. These chapters also include the forecasts showing the additional revenue generated from the indexing of tolls. A summary of the gross toll revenue forecasts for the Department-owned and Department-operated facilities is shown in **Graph 4**.

The forecasts in the following tables are summarized by facility and are grouped under Departmentowned and Department-operated subtotals. This

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Note: The 95 Express and Garcon Point Bridge revenue forecasts are not included herein

grouping allows the Department to monitor and compare the facilities that it owns separately from those that it operates. In addition, overall totals are also provided. The detailed analysis of each facility is presented in the respective chapters of this Annual Report. As previously mentioned, the forecasts for 95 Express and Garcon Point Bridge are not included herein.

Estimated transactions for FY 2014 through FY 2024 are shown in **Table 5**. Total traffic transactions for the Department-owned facilities are expected to increase from approximately 50.8 million in FY 2014 to 62.9 million in FY 2024. For the Mid-Bay Bridge, total traffic transactions are anticipated to increase from approximately 9.7 million in FY 2014 to 13.0 million in FY 2024.

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The gross toll revenue forecast, by toll facility, for the same period is presented in **Table 6**. Total gross toll revenue for the Department-owned facilities is estimated to increase from approximately \$57.6 million in FY 2014 to nearly \$89.2 million in FY 2024. For the Mid-Bay Bridge, gross toll revenues are estimated to increase from approximately \$20.7 million in FY 2014 to \$37.1 million in FY 2024.

**Table 7** shows the projected operating and routine maintenance expenses by toll facility for the same period. The projected operating expenses are based on the FY 2014 operating budget for each facility, incorporating a growth rate that includes inflation and takes into account primary projects and improvements affecting the facility. The routine maintenance expense fore-

cast is based on the historical results of the respective facility and on information obtained from the Department's Office of Project Finance. Expenses that are periodic in nature are not included in the forecast, however a periodic maintenance expense

Table 5
Transaction Forecast (000)
Department-owned and Department-operated Toll Facilities
FY 2014 through FY 2024

		Departme	Department- operated Toll Facilities				
Fiscal Year	Alligator Alley	Beachline East Expressway	Pinellas Bayway System	Sunshine Skyway Bridge	Total Traffic Transactions	Mid-Bay Bridge <sup>(1)</sup>	Total Traffic Transactions
2014	7,765	15,711	8,613	18,685	50,774	9,755	60,529
2015	8,045	16,393	8,805	19,255	52,498	10,925	63,423
2016	8,347	17,137	9,113	19,737	54,334	10,624	64,958
2017	8,629	17,823	9,383	20,179	56,014	10,964	66,978
2018	8,778	17,964	9,416	20,340	56,498	11,325	67,823
2019	9,028	18,628	9,596	20,745	57,997	11,677	69,674
2020	9,255	19,280	9,698	21,120	59,353	11,976	71,329
2021	9,457	19,853	9,754	21,466	60,530	12,251	72,781
2022	9,638	20,387	9,798	21,765	61,588	12,520	74,108
2023	9,761	20,508	9,803	21,819	61,891	12,773	74,664
2024	9,948	20,969	9,852	22,106	62,875	13,017	75,892

Note: The forecasts include toll-paying and non-revenue traffic.

The 95 Express and Garcon Point Bridge transaction forecasts are not included herein.

Mid-Bay Bridge transaction forecasts include the impacts of the opening of the Mid-Bay Bridge Connector in January 2014 and the planned toll rate increase in FY 2016.

forecast is included in the individual facility chapters. As indicated, total operating and routine maintenance expenses for the Department-owned facilities are projected to increase from approximately \$18.1 million in FY 2014 to \$21.2 million in FY 2024. Total operating and routine maintenance expenses for the Mid-Bay Bridge are anticipated to increase from \$2.7 million in FY 2014 to \$3.4 million in FY 2024.

Finally, the net toll revenue forecast for all five facilities is presented in **Table 8** for FY 2014 through FY 2024. As shown, the total net toll revenue in FY 2014 is approximately \$39.6 million for the Department-owned facilities. Thereafter, net toll revenues for the Department-owned facilities are estimated to increase to \$68.0 million in FY 2024. For the Mid-Bay Bridge, total net toll revenue is estimated to increase from \$17.9 million in FY 2014 to \$33.8 million in FY 2024.

URS Corporation will continue to monitor traffic and revenue conditions on these five toll facilities and update the estimates as conditions warrant. Improved methods of forecasting traffic and toll revenues will be employed based on the latest information on transportation, population and land use conditions in the vicinity of these toll roads and bridges.

Table 6
Gross Toll Revenue Forecast (\$000)
Department-owned and Department-operated Toll Facilities
FY 2014 through FY 2024

		Departme	Department- operated Toll Facilities				
Fiscal Year	Alligator Alley	Beachline East Expressway	Pinellas Bayway System	Sunshine Skyway Bridge	Total Gross Toll Revenue	Mid-Bay Bridge <sup>(1)</sup>	Total Gross Toll Revenue
2014	\$26,076	\$4,953	\$4,093	\$22,510	\$57,632	\$20,698	\$78,330
2015	27,338	5,168	4,238	23,457	60,201	22,255	82,456
2016	28,711	5,473	4,434	24,323	62,941	31,222	94,163
2017	30,050	5,767	4,485	25,145	65,447	32,150	97,597
2018	32,872	6,849	5,139	27,543	72,403	33,107	105,510
2019	34,154	7,124	5,175	28,243	74,696	34,024	108,720
2020	35,465	7,398	5,216	28,986	77,065	34,769	111,834
2021	36,815	7,665	5,262	29,776	79,518	35,436	114,954
2022	38,214	7,922	5,313	30,613	82,062	36,059	118,121
2023	40,575	8,397	5,570	32,417	86,959	36,627	123,586
2024	41,624	8,606	5,614	33,315	89,159	37,145	126,304

Note: The forecasts include the impact of the SunPass discount program and future indexing of tolls

The 95 Express and Garcon Point Bridge gross toll revenue forecasts are not included herein.

(1) Mid-Bay Bridge transaction forecasts include the impacts of the opening of the Mid-Bay Bridge Connector in January 2014 and the planned toll rate increase in FY 2016.

Table 7
Projected Operating and Routine Maintenance Expenses (\$000)
Department-owned and Department-operated Toll Facilities
FY 2014 through FY 2024

		Departme	Department- operated Toll Facilities				
Fiscal Year	Alligator Alley	Beachline East Expressway	Pinellas Bayway System	Sunshine Skyway Bridge	Total O&M Expenses	Mid-Bay Bridge	Total O&M Expenses
2014	\$8,087	\$701	\$2,477	\$6,797	\$18,062	\$2,745	\$20,807
2015	7,595	705	2,507	7,569	18,376	2,799	21,175
2016	7,747	710	2,534	7,117	18,108	2,856	20,964
2017	7,902	723	2,583	7,854	19,062	2,895	21,957
2018	8,060	737	2,634	7,396	18,827	2,972	21,799
2019	8,222	753	2,682	8,171	19,828	3,036	22,864
2020	8,386	767	2,731	7,696	19,580	3,102	22,682
2021	8,553	783	2,782	8,501	20,619	3,169	23,788
2022	8,724	799	2,833	8,006	20,362	3,239	23,601
2023	8,899	815	2,886	8,845	21,445	3,310	24,755
2024	9,076	830	2,940	8,330	21,176	3,382	24,558

Notes: The 95 Express and Garcon Point Bridge operating and maintenance expense forecasts are not included herein

Table 8
Net Toll Revenue Forecast (\$000)
Department-owned and Department-operated Toll Facilities
FY 2014 through FY 2024

		Departmo	ent-owned Toll	Facilities		Department- operated Toll Facilities	
Fiscal Year	Alligator Alley	Beachline East Expressway	Pinellas Bayway System	Sunshine Skyway Bridge	Total Net Toll Revenue	Mid-Bay Bridge	Total Net Toll Revenue
2014	\$17,989	\$4,252	\$1,616	\$15,713	\$39,570	\$17,953	\$57,523
2015	19,743	4,463	1,731	15,888	41,825	19,456	61,281
2016	20,964	4,763	1,900	17,206	44,833	28,366	73,199
2017	22,148	5,044	1,902	17,291	46,385	29,255	75,640
2018	24,812	6,112	2,505	20,147	53,576	30,135	83,711
2019	25,932	6,371	2,493	20,072	54,868	30,988	85,856
2020	27,079	6,631	2,485	21,290	57,485	31,667	89,152
2021	28,262	6,882	2,480	21,275	58,899	32,267	91,166
2022	29,490	7,123	2,480	22,607	61,700	32,820	94,520
2023	31,676	7,582	2,684	23,572	65,514	33,317	98,831
2024	32,548	7,776	2,674	24,985	67,983	33,763	101,746

Note: The net toll revenue forecasts above consist of gross toll revenue less operating and routine maintenance expenses. The 95 Express and Garcon Point Bridge revenue and expense forecasts are not included herein.

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