

Department-Owned Facilities



ALLIGATOR ALLEY

PAGE 31

- \$19.6 million total toll revenue
- 7.5 million total transactions
- SunPass participation increased to 53.9 percent during the year.



BEACHLINE EAST EXPRESSWAY

PAGE 41

- \$4.4 million total toll revenue
- 17.2 million total transactions
- SunPass participation increased to 60.5 percent during the year.



PINELLAS BAYWAY SYSTEM

PAGE 51

- \$3.5 million total toll revenue
- 9.1 million total transactions
- SunPass participation increased to 57.9 percent during the year.



SUNSHINE SKYWAY BRIDGE

PAGE 63

- \$16.6 million total toll revenue
- 18.2 million total transactions
- SunPass participation increased to 48.9 percent during the year.



95 EXPRESS

PAGE 73

- \$17.9 million total toll revenue
- 19.7 million total transactions

ENTERPRISE TOLL OPERATIONS

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ALLIGATOR ALLEY

2.1 BACKGROUND

Alligator Alley (Everglades Parkway in the original bond documents) was originally constructed as a two-lane, controlled access, 78-mile toll facility connecting the southwestern coastal areas of Collier and Lee Counties (Naples and Fort Myers) to the southeastern coastal areas of Broward and Miami-Dade Counties (Fort Lauderdale and Miami).

During the late 1970's and early 1980's, the Department completed construction of the I-75 corridor on the west coast between Tampa and Naples. Additionally, from 1986 to 1992, the Department widened Alligator Alley to four lanes and made it a limited-access, tolled, interstate facility (I-75) that is part of the Strategic Intermodal System (SIS). The facility was constructed with a mainline plaza located at each end of the facility, and two intermediate toll-free interchanges. The East mainline plaza is located in Broward County near the US 27 interchange, while the West mainline plaza is located in Collier County near the CR 951 interchange. Originally, both mainline plazas had six lanes, and collected tolls in both directions. The two intermediate toll-free interchanges are located at SR 29, the route to Immokalee; and CR 833, serving the Miccosukee Indian Reservation.

At the east end of Alligator Alley the facility is connected to I-595. I-595 is approximately 10.5 miles long



and serves primarily commuter traffic traveling to and from work. The roadway is currently under construction to add three new ground level reversible express lanes in the median to help alleviate traffic congestion. The project, referred to as I-595 Express is expected to be completed in FY 2014.

The original toll configuration on Alligator Alley (payment made at the two mainline plazas in both directions) was converted to the one-stop toll configuration in May 1999. Under the one-stop toll configuration, a toll is collected at the West Plaza from vehicles traveling eastbound. The same toll is collected for the westbound traffic at the East plaza. **Figure 2.1** shows a detailed map of the facility. With one-stop tolling, transactions on Alligator Alley decrease, but the total toll incurred to travel on the facility remains the same thereby not impacting revenues.

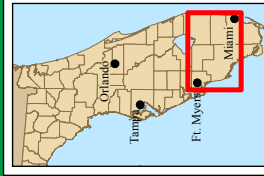
In February 2006, a toll rate increase was implemented for all customers on Alligator Alley. This was the first toll rate increase since the facility opened to traffic in 1969. Toll rates for two-axle vehicles increased from \$1.50 to \$2.00 for SunPass customers and to \$2.50 for non-SunPass customers. Concurrent with the toll rate increase, the 10 percent SunPass discount program was discontinued. The discount program is explained further in **Section 2.3**.

In June 2012 (FY 2012), a toll rate increase was implemented for all customers on Alligator Alley, as mandated by the Florida Legislature. Toll rates for two-axle vehicles increased from \$2.00 to \$2.75 for SunPass customers and from \$2.50 to \$3.00 for cash customers.

Alligator Alley annual traffic and toll revenue from FY 2002 through FY 2012 are presented in **Table 2.1**. As a result of the FY 2006 toll rate increase, FY 2006

Figure 2.1

Alligator Alley



SOURCE:
Florida Department
of Transportation 2012;
NAVTEQ 2011

Produced by:
URS Corporation

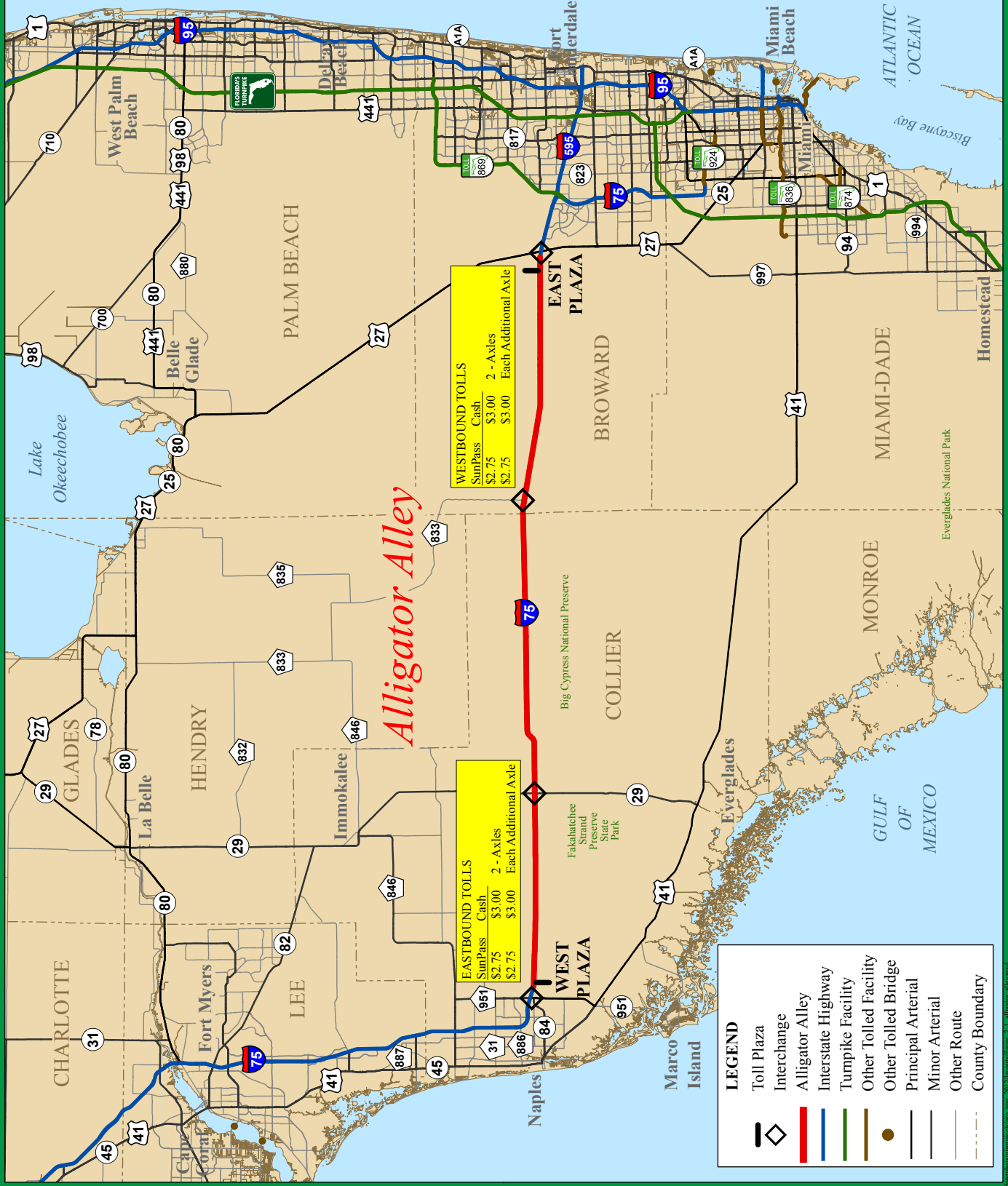


Table 2.1
Alligator Alley
Historical Transactions and Revenue Growth
FY 2002 through FY 2012

Fiscal Year	Transactions (000)				Toll Revenue ⁽¹⁾ (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2002	6,709	25	6,734	-	\$12,468	-	\$1.851
2003	7,132	31	7,163	6.4%	13,023	4.5%	1.818
2004	7,720	33	7,753	8.2	14,118	8.4	1.821
2005	7,734	567	8,301	7.1	14,437	2.3	1.739
2006 ⁽²⁾	8,095	253	8,348	0.6	18,968	31.4	2.272
2007	8,321	45	8,366	0.2	23,538	24.1	2.814
2008	7,919	14	7,933	(5.2)	21,962	(6.7)	2.768
2009	7,193	76	7,269	(8.4)	19,384	(11.7)	2.667
2010	7,530	24	7,554	3.9	19,962	3.0	2.643
2011	7,449	22	7,471	(1.1)	19,737	(1.1)	2.642
2012 ⁽³⁾	7,492	32	7,524	0.7	19,647	(0.5)	2.611

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

Note: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll (i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributable to hurricanes.

(1) Toll revenue reported net of the SunPass discount from FY 2002 through FY 2006.

(2) A toll rate increase for cash and SunPass customers was implemented on February 5, 2006.

(3) A toll rate increase for cash and SunPass customers was implemented on June 24, 2012.

revenues significantly increased by 31.4 percent while transactions grew by 0.6 percent over FY 2005 levels. Compared to FY 2006, FY 2007 transactions increased by approximately 0.2 percent, while revenues increased by 24.1 percent as a result of a full year of higher tolls from the FY 2006 toll rate increase (i.e., partial year of toll rate increase in FY 2006). In FY 2008, transactions and revenue decreased by 5.2 percent and 6.7 percent, respectively, compared to FY 2007 levels. In FY 2009, traffic and revenue continued to decrease by 8.4 percent and 11.7 percent, respectively. This decline in FY 2008 and FY 2009 can primarily be attributed to the economic recession. In FY 2010, transactions and revenue increased by 3.9 percent and 3.0 percent, respectively, compared to FY 2009 levels. Compared to FY 2010, FY 2011 transactions and revenue both decreased by 1.1 percent, due to the continuing uncertainty of the economic recovery.

In FY 2012, transactions slightly increased by 0.7 percent while revenues decreased by 0.5 percent. The revenue decline can be attributed to an increase in SunPass participation from 49.7 percent to 53.9

percent, or 4.2 percentage points. This results in a revenue decline since SunPass customers on Alligator Alley paid 20 percent less than cash customers before the June 2012 toll rate increase.

Historical operating and routine maintenance expenses from FY 2002 through FY 2012 are shown in **Table 2.2**. Operating expenses have increased from \$2.2 million in FY 2002 to approximately \$3.8 million in FY 2012. This increase represents an annual compounded growth rate of 5.7 percent. FY 2012 operating expenses increased by approximately 2.5 percent, or \$91 thousand, from FY 2011 levels primarily due to an increase in expenses related to toll plaza operating contracts.

Table 2.2
Alligator Alley
Historical Operating and Routine
Maintenance Expenses (\$000)
FY 2002 through FY 2012

Fiscal Year	Operating Expense	Routine Maintenance Expense	Total O&M Expenses
2002	\$2,166	\$2,534	\$4,700
2003	2,151	2,923	5,074
2004	2,475	3,197	5,672
2005	2,487	3,049	5,536
2006	2,099	2,796	4,895
2007	2,953	3,192	6,145
2008	3,460	2,089	5,549
2009	3,696	3,265	6,961
2010	3,085	3,262	6,347
2011	3,690	3,369	7,059
2012	3,781	3,409	7,190

Source: FDOT Office of the Comptroller.

Maintenance of Alligator Alley, along with other portions of I-75, has been under private contract since the beginning of FY 2001, with the Department providing oversight through its Asset Management Coordinator. Maintenance activities include rest area preservation, mowing, canal and cabling system upkeep, litter removal and repairs due to accidents.

ENTERPRISE TOLL OPERATIONS

Beginning in FY 2008, Road Ranger service was included under a separate contract through District 4, providing roadside assistance to stranded motorists as well as roadway debris removal. In previous years, these costs were included as part of the Asset Maintenance Contract.

FY 2012 routine maintenance expenses increased approximately 1.2 percent over FY 2011 levels primarily due to an increase in toll facility maintenance and safety costs. In addition to routine maintenance expenses, renewal and replacement and capital improvement periodic costs totaling \$4.6 million were incurred primarily for resurfacing and recreational access improvements.

2.2 FY 2012 TRANSACTIONS, REVENUES AND EXPENSES

Monthly transactions and toll revenue on Alligator Alley during FY 2012 are presented in **Table 2.3** and show the East and West mainline plazas, as well as system totals. Total transactions at the East plaza were nearly 4.0 million for the year compared to 3.5

million at the West plaza, totaling approximately 7.5 million transactions on the facility for FY 2012. The corresponding revenues were approximately \$10.4 million and \$9.2 million at the East and West plazas, respectively, for a system-wide total of \$19.6 million. The third quarter of FY 2012 (i.e., January through March) was the peak period for travel on the facility. Transactions of over 2.0 million were realized during that period.

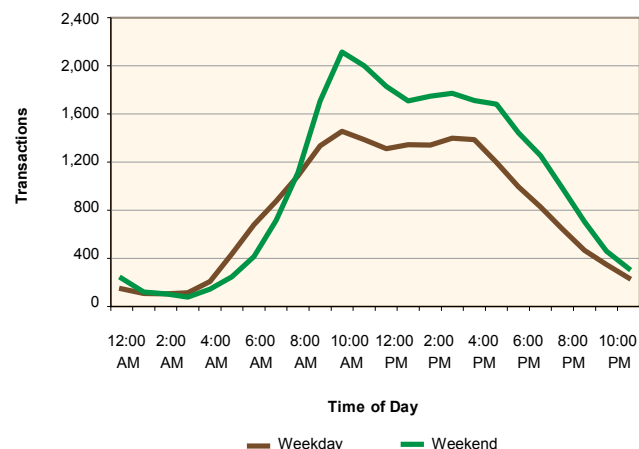
Transactions on Alligator Alley vary by time of day. **Graph 2.1** shows the number of hourly weekday and weekend transactions of a typical week at the mainline plazas during FY 2012. Travel demand on the facility increases during the early morning hours and remains relatively high throughout the midday period, tapering off during the evening hours. For Alligator Alley, there is no clear morning or evening peak periods typical of commuter facilities. Instead, Alligator Alley serves long-distance trips between the southeastern and southwestern coasts of Florida. Due to recreational travel, weekend transactions tend to exceed weekday transactions. Over 2,000 transactions occur between 10:00 a.m. and 11:00 a.m. on weekends.

Table 2.3
Alligator Alley
Monthly Transactions and Toll Revenue
FY 2012

Month	Transactions (000)			Toll Revenue (\$000)		
	East Plaza	West Plaza	Total	East Plaza	West Plaza	Total
July 2011	343	306	649	\$871	\$777	\$1,648
August	306	273	579	794	706	1,500
September	285	251	536	742	648	1,390
1st Quarter Total	934	830	1,764	2,407	2,131	4,538
October	299	265	564	781	695	1,476
November	334	301	635	877	782	1,659
December	348	312	660	910	804	1,714
2nd Quarter Total	981	878	1,859	2,568	2,281	4,849
January 2012	338	300	638	888	779	1,667
February	346	311	657	906	810	1,716
March	392	353	745	1,026	911	1,937
3rd Quarter Total	1,076	964	2,040	2,820	2,500	5,320
April	335	302	637	886	786	1,672
May	331	296	627	868	764	1,632
June	318	279	597	872	764	1,636
4th Quarter Total	984	877	1,861	2,626	2,314	4,940
Annual Total	3,975	3,549	7,524	\$10,421	\$9,226	\$19,647

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.
Note: Transactions represent toll-paying and non-revenue traffic at mainline plazas.

Graph 2.1
Alligator Alley
Typical Hourly Transactions
FY 2012



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, January 23, 2012.

The monthly transaction variation in FY 2012 is analyzed in **Table 2.4**. On average, 20,600 vehicles traveled through the East and West toll plazas each day. The seasonal transaction analysis identifies periods of the year when traffic exceeds or falls below the normal pattern observed on the facility under average conditions. Based on average daily transactions at the East and West plazas, March was 17 percent above the average for the facility, while September was the lowest month at 13 percent below the average. September is typically the lowest month in south Florida due to fewer seasonal residents and tourists at that time of year. Although I-595 is currently under construction, there have been no noticeable traffic impacts on Alligator Alley.

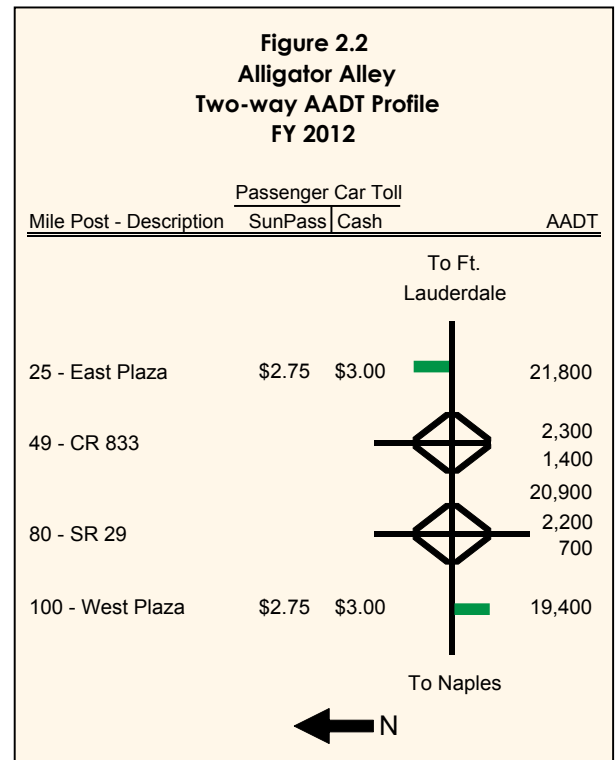
Table 2.4
Alligator Alley
Seasonal Transaction Variation
FY 2012

Month	Average Daily Transactions			Seasonal Factor
	East Plaza	West Plaza	Total	
July 2011	11,100	9,900	21,000	1.02
August	9,900	8,800	18,700	0.91
September	9,500	8,400	17,900	0.87
October	9,600	8,600	18,200	0.88
November	11,200	10,000	21,200	1.03
December	11,200	10,000	21,200	1.03
January 2012	10,900	9,700	20,600	1.00
February	11,900	10,700	22,600	1.10
March	12,600	11,400	24,000	1.17
April	11,200	10,100	21,300	1.03
May	10,700	9,600	20,300	0.99
June	10,600	9,300	19,900	0.97
AADT	10,900	9,700	20,600	1.00

The FY 2012 two-way annual average daily traffic (AADT) profile for the facility is presented in **Figure 2.2**. Although East plaza paying-transactions averaged 10,900 per day, total two-way traffic volumes at the East mainline location averaged approximately 21,800 vehicles per day. Corresponding paying-transaction volumes at the West plaza averaged 9,700 per day, with total two-way traffic volumes totaling 19,400. The East mainline location had

approximately 1,200 more paying-transactions per day, due to the CR 833 and SR 29 ramps to and from the east having higher volumes than the respective ramps to and from the west.

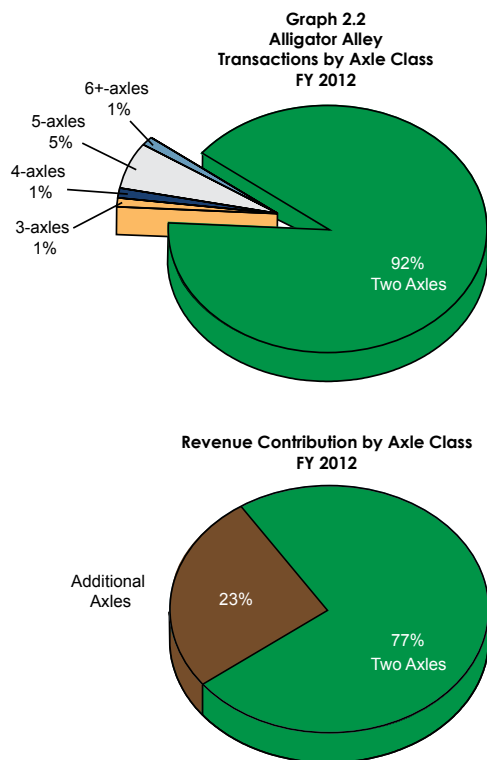
The “N minus 1” method of toll collection was implemented on Alligator Alley concurrent with one-stop tolling. Currently, truck toll rates are established in even multiples of the two-axle passenger car toll. This method results in a more equitable toll structure for passenger cars relative to trucks. Additionally, revenue can be reconciled to the treadle and loop counts for accountability (i.e., it does not rely on manual classification of various truck types).



Graph 2.2 shows the truck transactions and revenue contributions for FY 2012. Since Alligator Alley is part of the interstate highway system, the truck percentages are the greatest of the seven Department-owned and Department-operated toll facilities.

ENTERPRISE TOLL OPERATIONS

Trucks accounted for 8 percent of traffic on the facility and 23 percent of the revenue. In terms of actual revenue contributions, two-axle vehicles provided approximately \$15.0 million while vehicles with three or more axles provided \$4.6 million in revenue for FY 2012.



The Department monitors the cost associated with the collection of tolls from customers by comparing the annual operating expense budget for the facility to the actual performance for the year. **Table 2.5** provides a comparison between the FY 2012 actual

Table 2.5
Alligator Alley
Operating and Routine Maintenance
Expenses (\$000)
FY 2012

Type of Expense	Budget	Actual	Over/ (Under)	Variance
Operating	\$3,885	\$3,781	(\$104)	(2.7%)
Routine Maintenance	3,589	3,409	(180)	(5.0)
Total	\$7,474	\$7,190	(\$284)	(3.8%)

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2011 Enterprise Toll Operations Traffic Engineer's Annual Report.

and budgeted operating and routine maintenance expenses. Actual operating expenses were 2.7 percent less than the FY 2012 budget primarily due to lower costs associated with credit card fees and FHP costs than what was originally budgeted. Actual routine maintenance expenses were approximately 5.0 percent lower than the FY 2012 budget.

2.3 SUNPASS

SunPass technology was implemented on Alligator Alley beginning in October 1999. The project included the installation of new electronic toll collection equipment at the East and West plazas and allows for future installation of SunPass equipment and conversion to mixed-use or dedicated lanes, if needed (see Appendix A for current lane configurations).

A SunPass discount program was implemented concurrently with the deployment of SunPass and provided a 10 percent retroactive discount. The discount was offered to drivers of all vehicle classes when they reached a threshold of 40 monthly toll payments. Concurrent with the February 2006 toll rate increase for all customers on Alligator Alley, the 10 percent SunPass discount program was discontinued. Under the current toll rate structure, SunPass customers pay less than non-SunPass customers at the East and West plazas with no minimum transaction threshold required.

Table 2.6 shows transactions by payment method on Alligator Alley for FY 2012. SunPass accounted for 53.9 percent of the total transactions in FY 2012, an increase from the 49.7 percent realized in FY 2011. Non-SunPass transactions constituted the remaining 46.1 percent. Monthly SunPass percentages ranged from approximately 50 percent to nearly 57 percent during the year. SunPass participation on Alligator Alley is lower than most other Florida toll facilities due to fewer commuters using the facility.

Table 2.6
Alligator Alley
Transactions by Payment Method
FY 2012

Month	Transactions (000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	358	291	649	55.2%
August	322	257	579	55.6
September	302	234	536	56.3
October	308	256	564	54.6
November	344	291	635	54.2
December	348	312	660	52.7
January 2012	332	306	638	52.0
February	331	326	657	50.4
March	382	363	745	51.3
April	339	298	637	53.2
May	354	273	627	56.5
June	336	261	597	56.3
Total	4,056	3,468	7,524	
Percentage	53.9%	46.1%	100.0%	

Source: Turnpike Enterprise Finance Office.

Table 2.7 shows gross toll revenue by payment method. Revenue attributable to SunPass was approximately \$10.0 million, representing 51.2 percent of the total revenue in FY 2012. Non-SunPass constituted the remaining 48.8 percent of revenue. Monthly SunPass revenue percentages ranged from 48 to 54 percent during the year.

Table 2.7
Alligator Alley
Gross Toll Revenue by Payment Method
FY 2012

Month	Gross Toll Revenue (000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	\$854	\$794	\$1,648	51.8%
August	789	711	1,500	52.6
September	742	648	1,390	53.4
October	760	716	1,476	51.5
November	847	812	1,659	51.1
December	858	856	1,714	50.1
January 2012	826	841	1,667	49.6
February	829	887	1,716	48.3
March	945	992	1,937	48.8
April	844	828	1,672	50.5
May	871	761	1,632	53.4
June	885	751	1,636	54.1
Total	\$10,050	\$9,597	\$19,647	
Percentage	51.2%	48.8%	100.0%	

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

2.4 NOTEWORTHY EVENTS

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.

Pursuant to this requirement, effective on June 24, 2012 (FY 2012), the two-axle cash toll on the Alligator Alley increased to \$3.00 and the SunPass toll increased to \$2.75. In order to facilitate public involvement, the Turnpike conducted an indexing workshop on September 13, 2011 and also a public hearing on October 25, 2011 in Fort Myers, FL. The indexing workshop and public hearing were also available through a webinar for those unable to attend in person. In addition, the initial traffic and revenue impacts for the two-month period after the June 24th toll rate adjustment show an overall decline in traffic of 4 percent and an increase in revenue of 23 percent. The weighted average toll increase was 28 percent. Traffic elasticity, which measures the tendency of drivers to leave the facility in response to the increased toll, is calculated to be relatively low at -0.14. Details of the traffic and revenue impacts are included in the Overview chapter.

The 2011 Legislative Session amended FS 338.26 (3) that excess toll revenues after O&M and R&R costs would be used to develop and operate a fire station at mile marker 63 on Alligator Alley to provide fire, rescue and emergency management services to the adjacent counties along Alligator Alley. Construction of the fire station and a rest area at the same mile marker will begin in late 2012 (FY 2013). This is a design build project with an estimated completion date of FY 2015. Additionally, construction of the north rest area is programmed in FY 2018.

2.5 TRAFFIC, REVENUE AND EXPENSE FORECASTS

The ratio between historical traffic growth and population growth was used along with projected population growth as a guideline to estimate future traffic on Alligator Alley. Historical population growth focused on the four counties that have a significant regional impact on Alligator Alley traffic. These counties are Broward, Collier, Lee and Miami-Dade. Since Alligator Alley is part of the interstate system, the statewide population growth was also considered.

Since FY 2001, the annual traffic growth rate on the Alligator Alley through FY 2012 was approximately 1.1 percent, which is consistent with the historical annual population growth rate for the same period for the four counties. However, over the past few years, traffic growth has started to decline as a result of the economic recession. According to the latest economic outlook prepared by the Florida Legislature Office of Economic and Demographic Research in July 2012, Florida's growth rates are gradually returning to more typical levels but will take a few more years to fully recover from the last recession.

Future population estimates have been calculated based on medium projections from the most recent publication by the Bureau of Economic and Business Research (BEBR), College of Business Administration at the University of Florida. The corresponding estimated annual population growth rate through 2020 for the four counties is 0.9 percent. (Historical and projected population growth rates for the four counties were previously shown in **Table 1.4.**) The historical ratio of traffic growth to population growth (1.0%) was applied to projected population growth rates to obtain a general guideline to estimate future annual traffic growth on the Alligator Alley. A higher growth rate was used for the Alligator Alley traffic forecast from FY 2014 to FY 2017 as the facility begins to recover from the economic recession.

This traffic growth tapers off in the later years of the forecast period. As such, traffic is estimated to grow at 2.2 percent on an annual basis. Traffic profiles are provided in **Appendix B**, showing two-way AADT on each segment of the system, as well as the ramps, for FY 2012 through FY 2023.

The traffic and gross toll revenue forecasts for FY 2013 through FY 2023 are shown in **Table 2.8**. The forecast table includes the impact that indexing will have on revenue. Overall, the gross toll revenue forecast for this ten-year period is slightly below the forecast presented in the 2011 Annual Report due to the fact that traffic elasticity after the toll rate increase (-0.14) is slightly higher than anticipated (-0.10). Transactions

Table 2.8
Alligator Alley
Traffic and Gross Toll Revenue Forecasts
FY 2013 through FY 2023

Fiscal Year	Total Traffic	Toll Revenue (\$000)			Toll Revenue Comparisons (\$000)		
		Revenue with Constant Tolls ⁽¹⁾	Indexing Impact	Gross Toll Revenue	2011 Annual Report Forecast	Variance	
						Amount	Percent
2013	7,281	\$19,750	\$5,140	\$24,890	\$24,838	\$52	0.2%
2014	7,446	20,224	5,650	25,874	25,881	(7)	(0.0)
2015	7,737	20,953	6,281	27,234	27,269	(35)	(0.1)
2016	8,034	21,665	6,970	28,635	28,685	(50)	(0.2)
2017	8,313	22,315	7,702	30,017	30,085	(68)	(0.2)
2018	8,247	22,984	9,587	32,571	32,791	(220)	(0.7)
2019	8,461	23,467	10,418	33,885	34,096	(211)	(0.6)
2020	8,709	23,960	11,421	35,381	35,558	(177)	(0.5)
2021	8,925	24,391	12,395	36,786	37,054	(268)	(0.7)
2022	9,135	24,806	13,404	38,210	38,536	(326)	(0.8)
2023	9,330	25,178	14,433	39,611	N/A	N/A	N/A

Note: Total traffic corresponds to the gross toll revenue.
N/A The FY 2011 Traffic Engineer's Annual Report forecast went through FY 2022.
(1) Toll revenue forecast without indexing.

in FY 2013 and FY 2018 are expected to decrease slightly as a result of indexing. A summary of the economic factors affecting traffic and revenue is included in the **Overview** chapter of this report. In addition, **Appendix A** includes all the indexed toll rate schedules.

Projected operating and maintenance expenses during the same forecast period are shown in **Table 2.9**. The operating expenses for FY 2013 presented in this table represent the budget amount for that fiscal year (see **Appendix C** for a detailed description of the FY 2013 operating expense budget). This budget

Table 2.9
Alligator Alley
Projected Operating and Maintenance
Expenses (\$000)
FY 2013 through FY 2023

Fiscal Year	Operating Expense	Routine Maintenance Expense	Total Operating & Routine Maintenance Expenses	Periodic Maintenance Expense ⁽¹⁾	Total O&M Expenses
2013	\$3,941	\$3,469	\$7,410	\$3,846	\$11,256
2014	4,079	3,562	7,641	2,968	10,609
2015	4,222	2,992	7,214	6,811	14,025
2016	4,369	3,097	7,466	7,784	15,250
2017	4,522	3,206	7,728	5,678	13,406
2018	4,681	3,318	7,999	5,877	13,876
2019	4,844	3,434	8,278	6,082	14,360
2020	5,014	3,554	8,568	6,295	14,863
2021	5,190	3,678	8,868	6,516	15,384
2022	5,371	3,807	9,178	6,744	15,922
2023	5,559	3,940	9,499	6,980	16,479

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2013.

(1) Periodic maintenance expenses include resurfacing, recreational access improvements, and other Department-funded R&R and improvements in the 5-year Work Program and are reported on a cash basis. Periodic maintenance expenses beyond FY 2017 have not been fully programmed. However, a minimal level of preservation (excluding extraordinary expenses) has been estimated based on FY 2017 expenses increased at 3.5 percent annually.

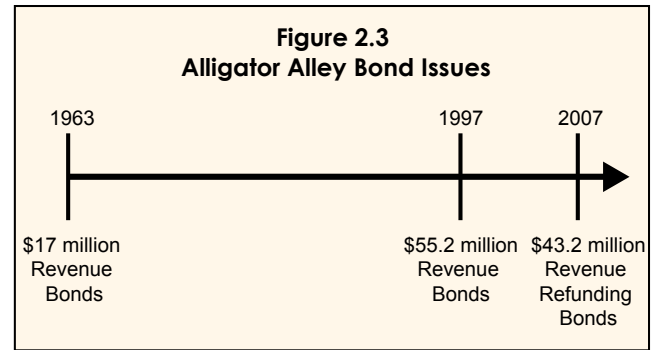
amount exceeds FY 2012 actual expenses by approximately \$160 thousand. The expected increase is due primarily to an increase in toll plaza operating contracts and FHP costs. Subsequent to FY 2013, operating expenses are projected to grow at 3.5 percent annually. The routine maintenance expense forecast is based on the Asset Maintenance Contract through FY 2015. Subsequent to FY 2015, routine maintenance expenses were increased at 3.5 percent annually.

In addition, estimated costs for work not performed under the Asset Maintenance Contract are based on FY 2012 actual results increased for inflation at 3.5 percent annually.

Periodic maintenance expenses are based on information provided by the Office of Project Finance based on the 5-year Work Program and include construction of a fire station, rest area and toll system enhancement.

2.6 REVENUE SUFFICIENCY

A timeline of Alligator Alley bond issues is shown in **Figure 2.3**. As of June 30, 2012, bonds in the principal



Note: A list of projects funded by each bond issue is included in **Table 1.5** of this report.

amount of \$35.8 million remain outstanding from the 2007 Series. Each year, an amount of principal and accrued interest (annual debt service) on the outstanding bonds becomes due and payable. As a test of the ability of a facility to repay the annual debt service, a "coverage" calculation is performed. In accordance with the 2007 Series Bond Resolution, gross revenues are first required to provide 100 percent of the administrative, operating and routine maintenance expenses. The amount of revenues remaining (net revenues) is then available for the payment of debt service. Both renewal and replacement and other expenses funded by the Department (work program projects, repair, restoration, etc.) are not included in the operating and routine maintenance expenses for debt service calculations. The Bond Resolution requires that net revenues be 120 percent (1.2 times) of the annual debt service.

Table 2.10 provides a forecast of the sufficiency of Alligator Alley to meet annual debt service requirements through FY 2023. Generally, revenues used for debt service analysis on the facility include gross toll revenue and other income derived from (or in connection with) the operation of Alligator Alley. However, a conservative approach was taken for this analysis and only gross revenue was used in the calculation of net revenue (i.e., gross toll revenue less operating and routine maintenance expenses). As shown in the table, Alligator Alley significantly exceeds the 1.2 minimum debt service coverage requirement.

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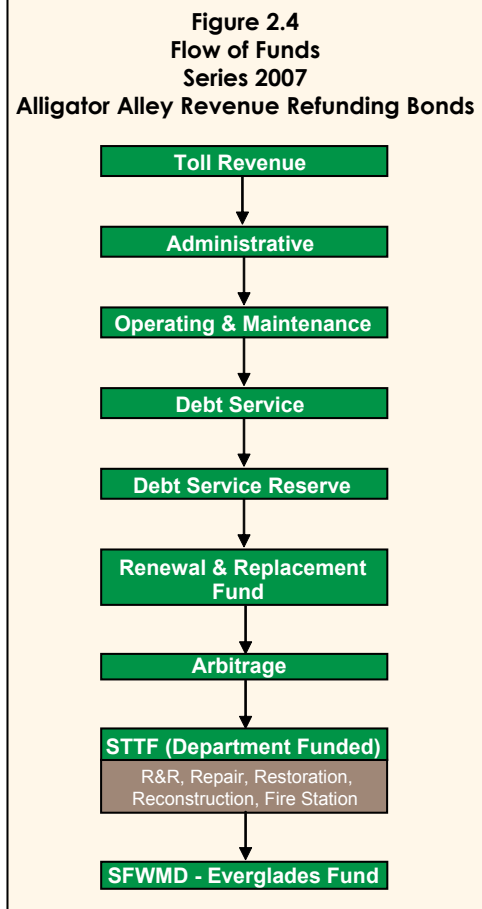
Table 2.10
Alligator Alley
Net Toll Revenue Forecast and Debt
Service Coverage (\$000)
FY 2012 through FY 2023

Fiscal Year	Gross Toll Revenue	Operating & Routine Maintenance Expenses ⁽¹⁾	Net Toll Revenue ⁽²⁾	Debt Service ⁽³⁾	
				Payment	Coverage Ratio
2012	\$19,647	\$7,190	\$12,457	\$3,448	3.6
2013	24,890	7,410	17,480	3,450	5.1
2014	25,874	7,641	18,233	3,447	5.3
2015	27,234	7,214	20,020	3,450	5.8
2016	28,635	7,466	21,169	3,449	6.1
2017	30,017	7,728	22,289	3,448	6.5
2018	32,571	7,999	24,572	3,452	7.1
2019	33,885	8,278	25,607	3,451	7.4
2020	35,381	8,568	26,813	3,450	7.8
2021	36,786	8,868	27,918	3,453	8.1
2022	38,210	9,178	29,032	3,450	8.4
2023	39,611	9,499	30,112	3,452	8.7

- (1) Periodic maintenance includes significant expenses for resurfacing of the entire facility; however, these expenses are not included in the operating and routine maintenance expenses as bond resolutions exclude these expenses when calculating net revenue.
- (2) Does not include investment income and operating revenues available for debt service.
- (3) Annual debt service is obtained from the State Board of Administration Annual Report for the year ended June 30, 2012.

As indicated in **Figure 2.4**, revenues remaining after the fulfillment of the annual debt service requirement are used next to fund renewal and replacements. Additionally, these revenues will also be used to repay the Department for outstanding contractual commitments for Work Program projects paid with Department funds. The excess revenues remaining after all of these obligations have been determined and met are transferred to the South Florida Water Management District (SFWMD) to fund environmental projects designed to restore the Florida Everglades in accordance with Section 338.26, Florida Statutes. This transfer is necessary to help restore the natural values of the Everglades affected by construction of Alligator Alley that may have contributed to the alteration of water flows in the Everglades and changes in the ecological patterns of the historical southern Everglades.

In keeping with the intent of the statute, on June 30, 1997, the Department signed a Memorandum of Agreement with the SFWMD regarding the transfer of the excess toll revenues to the SFWMD. This agreement provides the transfer to be made annually and limits the transfer amount to the annual Legislative appropriation. Furthermore, the agreement provides



for the total transfers made by the Department not to exceed \$63.6 million by FY 2016. The agreement also requires that prior to its expiration, the agreement shall be renegotiated.

This negotiation will take into account toll revenues from Alligator Alley, reconstruction and restoration activities, transportation funding needs of Broward and Collier Counties and the continuing costs of the Everglades restoration projects. The results of these negotiations will be presented to the Legislature prior to execution of an amended agreement.

In FY 2012, a payment was not transferred to the SFWMD because there was no excess revenue available after paying operating and maintenance expenses and renewal and replacement costs on the facility. To date, the Department has transferred \$39.1 million to the SFWMD.

BEACHLINE EAST EXPRESSWAY

3.1 BACKGROUND

The Beachline East Expressway (Central Florida Expressway in its original bond documents and formerly known as the Bee Line East Expressway) is an east-west, four-lane toll facility that extends from SR 520 in Orange County east into Brevard County, where it splits into two branches. The 5-mile northeast branch becomes SR 407 and extends to a connection with SR 405, while the 9-mile southeast branch continues as SR 528 to a connection with the Bennett Causeway at US 1. The facility connects the John F. Kennedy Space Center and the aerospace industry to Orlando and serves as a regional connector to Florida's east coast.

Revenue bonds were sold in 1968 to fund the design and construction of the facility, and were retired on September 1, 1992. The facility opened to traffic in February 1974 with an initial toll of \$0.20 for passenger cars and other two-axle vehicles. In July 1996, this toll was rounded to a quarter (\$0.25) to improve toll collection efficiency. The mainline toll plaza on the facility was originally located east of SR 520. Following an agreement dated May 8, 1998 between the Department and the Orlando-Orange County Expressway Authority (OOCEA), this toll plaza was removed. At this time, OOCEA began collecting the

toll at the Beachline Main Plaza located west of SR 520 between SR 417 and the interchange to International Corporate Park (ICP), with an initial toll of \$1.00 for two-axle vehicles. Also, as part of this agreement, OOCEA was authorized to collect an additional \$0.25 at the Beachline Main Plaza for the Department. Therefore, the toll collected at the plaza for two-axle vehicles was \$1.25. This consolidation of toll plazas reduces the number of stops required by drivers, and provides considerable capital and annual operating cost savings to the Department. Subsequent to the removal of the original mainline toll plaza, the ramps to and from the east at SR 520 were tolled at \$0.25 to maintain a closed system west of I-95. The tolling of the SR 520 ramps occurred on August 19, 1999. SunPass, E-Pass, and cash are accepted at these unstaffed ramps (see **Appendix A** for the lane configuration at these ramps).

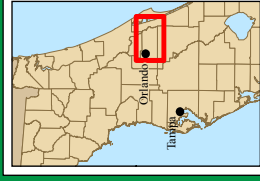
On March 19, 2012 a new mainline toll plaza was opened at Dallas Boulevard by OOCEA to create toll equity for customers on the OOCEA portion of the Beachline East Expressway. With the opening of this new mainline toll plaza, tolls at the OOCEA Beachline East Mainline toll plaza were reduced and the tolls collected on behalf of FDOT were shifted to the new Dallas Boulevard Mainline Toll Plaza. There were no changes to the toll collection plan on the SR 520 ramps to and from the east. As of July 2012 the 2-axle vehicle tolls collected at the Dallas Mainline Plaza were \$0.75 for ETC and \$1.00 for cash (higher for 3+ axle vehicles) of which \$0.50 is allocated to OOCEA (ETC and cash) and \$0.25 (ETC) and \$0.50 (cash) is allocated to FDOT. **Figure 3.1** shows a detailed map of the facility.

Historically, Beachline East transactions and revenue have increased over the years. The annual transactions and revenue for the facility from FY 2002 through FY 2012 are presented in **Table 3.1**. It should be noted



Figure 3.1

Beachline East Expressway



SOURCE:
Florida Department
of Transportation 2012;
NAVTEQ 2011

Produced by:
URS Corporation

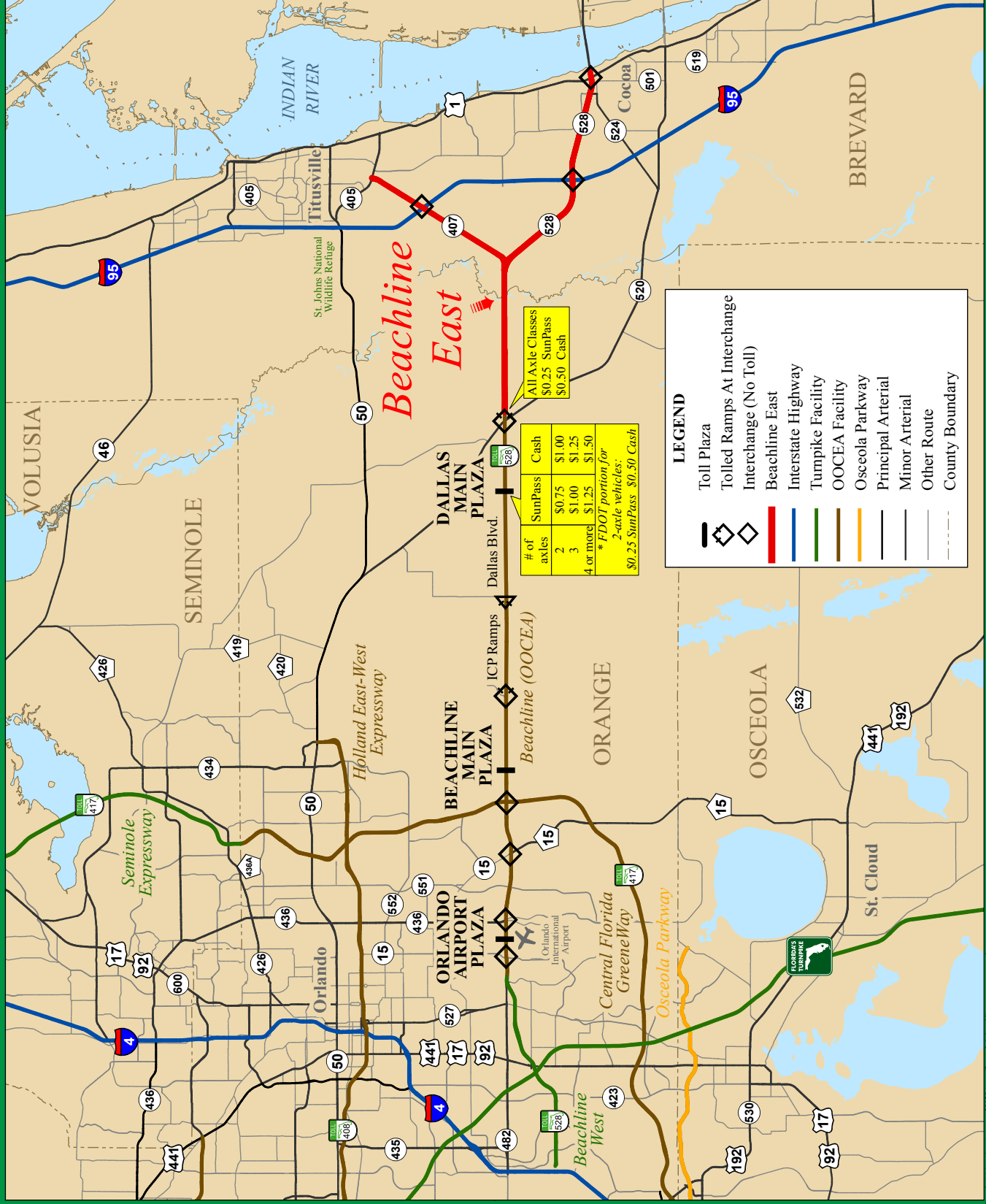


Table 3.1
Beachline East Expressway
Historical Transactions and Revenue Growth
FY 2002 through FY 2012

Fiscal Year	Transactions (000)				Toll Revenue (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2002	14,098	45	14,143	-	\$3,828	-	\$0.271
2003	15,065	49	15,114	6.9%	4,077	6.5%	0.270
2004	16,671	56	16,727	10.7	4,410	8.2	0.264
2005	16,841	617	17,458	4.4	4,473	1.4	0.256
2006	17,917	130	18,047	3.4	4,765	6.5	0.264
2007	18,562	68	18,630	3.2	4,928	3.4	0.265
2008	18,215	75	18,290	(1.8)	4,810	(2.4)	0.263
2009	16,577	132	16,709	(8.6)	4,194	(12.8)	0.251
2010	17,053	72	17,125	2.5	4,410	5.2	0.258
2011	17,808	159	17,967	4.9	4,584	3.9	0.255
2012	17,056	111	17,167	(4.5)	4,432	(3.3)	0.258

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

Note: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll (i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributable to hurricanes.

that in FY 2002, transactions had decreased by 3.7 percent from FY 2001 as tourism in the Orlando area was impacted by the events of September 11, 2001 even though revenues increased by 2.6 percent over FY 2001. Subsequently, the number of transactions rebounded in FY 2003 by 6.9 percent and in FY 2004 another 10.7 percent with revenues also showing an increase in those two fiscal years. During August and September 2004 (FY 2005), the State of Florida was impacted by four major hurricanes leading to periods of toll suspensions to aid in the evacuation of threatened areas and recovery efforts. Estimated revenue losses resulting from these temporary toll suspensions were \$232 thousand. As a result, revenue growth for FY 2005 was approximately 1.4 percent, compared to 8.2 percent in FY 2004. FY 2006 revenues increased by 6.5 percent over FY 2005 revenues primarily due to a less active hurricane season. In FY 2007, the Beachline East experienced a diminished growth rate of 3.4 percent. In FY 2008, transactions and revenue decreased by 1.8 percent and 2.4 percent, respectively, compared to FY 2007 levels. This decline in FY 2007 and FY 2008 can primarily be attributed to the economic slowdown and rising fuel prices. In FY 2009, transactions and revenue decreased by 8.6 percent and 12.8 percent, respectively, due to the

severe economic recession. In FY 2010, transactions and revenue increased by 2.5 percent and 5.2 percent, respectively, compared to FY 2009 levels. This increase can primarily be attributed to the early signs of recovery following the economic recession. In FY 2011, transactions and revenue increased by 4.9 percent and 3.9 percent, respectively. In FY 2012 transactions decreased 4.5 percent while revenues decreased 3.3 percent, due to the fact that tolls collected on behalf of FDOT shifted to Dallas Main Plaza which has fewer vehicles than the Beachline Main Plaza. The economic factors affecting traffic and revenue are discussed in greater detail in the **Overview** chapter of this report.

Historical operating and routine maintenance expenses from FY 2002 through FY 2012 are presented in **Table 3.2**. Operating expenses decreased from \$767 thousand in FY 2002 to \$156 thousand in FY 2012. Beginning in FY 2002, operating expenses increased significantly, primarily due to certain costs associated with SunPass and other information technology projects. In prior years, these costs

Table 3.2
Beachline East Expressway
Historical Operating and Routine
Maintenance Expenses (\$000)
FY 2002 through FY 2012

Fiscal Year	Operating Expense	Routine Maintenance Expense	Total O&M Expenses
2002	\$767	\$333	\$1,100
2003	647	312	959
2004	206	353	559
2005	139	416	555
2006	141	523	664
2007	150	546	696
2008	226	542	768
2009	204	440	644
2010	151	255	406
2011	165	331	496
2012	156	498	654

Source: FDOT Office of the Comptroller.

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were generally considered nonrecurring and related primarily to capital acquisitions during the early implementation phase of the projects. For FY 2004, a change in the methodology used to allocate certain operating costs was adopted resulting in significant reductions in costs associated with the Tolls Data Center, SunPass Service Center, SunPass transponders and toll equipment maintenance. FY 2011 operating expenses increased approximately 9.3 percent from FY 2010. This increase is primarily due to an increase in transponder purchases and credit card fees. Operating expenses for this past fiscal year decreased approximately 5.5 percent from \$165 thousand in FY 2011 to \$156 thousand in FY 2012.

Maintenance of the Beachline East Expressway is performed under a private Asset Maintenance Contract with the Department providing oversight through its Asset Management Coordinator. This contract also provides for maintenance of I-95 in Brevard, Volusia, Flagler and Indian River Counties and for SR 407. Maintenance activities include roadside mowing and upkeep, guardrail repair, shoulder repair and other routine maintenance items. FY 2012 routine maintenance expenses increased approximately 50 percent to \$498 thousand over FY 2011 primarily due to an increase in the Asset Management contract. In addition to the FY 2012 operating and routine maintenance expenses reflected in the table, \$27 thousand in periodic maintenance and capital improvements expense was incurred.

3.2 FY 2012 TRANSACTIONS AND TOLL REVENUES

Monthly transactions and toll revenue on the Beachline East Expressway during FY 2012 are presented in **Table 3.3**. The table shows transactions at the Beachline Main Plaza (through March 18, 2012), and starting March 19, 2012 for the Dallas Boulevard Plaza,

Table 3.3
Beachline East Expressway
Monthly Transactions and Toll Revenue
FY 2012

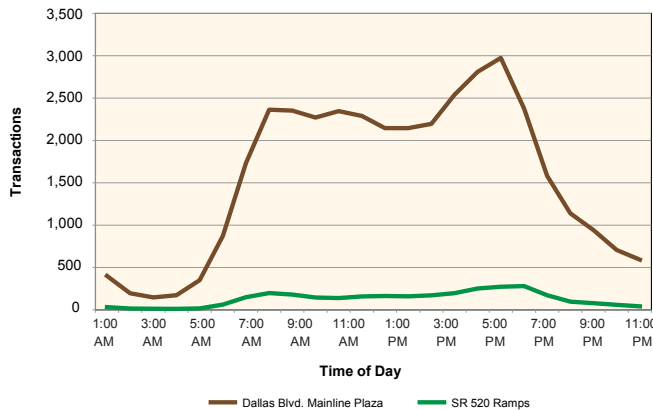
Month	Transactions (000)			Toll Revenue (\$000)		
	Beachline/ Dallas Main Plaza	SR 520 Ramps	Total	Beachline/ Dallas Main Plaza	SR 520 Ramps	Total
July 2011	1,506	110	1,616	\$380	\$23	\$403
August	1,367	103	1,470	359	21	380
September	1,264	99	1,363	329	20	349
1st Quarter Total	4,137	312	4,449	1,068	64	1,132
October	1,300	96	1,396	340	20	360
November	1,321	94	1,415	344	19	363
December	1,395	86	1,481	360	18	378
2nd Quarter Total	4,016	276	4,292	1,044	57	1,101
January 2012	1,320	90	1,410	345	19	364
February	1,333	91	1,424	350	19	369
March	1,555	118	1,673	394	25	419
3rd Quarter Total	4,208	299	4,507	1,089	63	1,152
April	1,215	106	1,321	327	22	349
May	1,228	106	1,334	330	22	352
June	1,170	94	1,264	325	21	346
4th Quarter Total	3,613	306	3,919	982	65	1,047
Annual Total	15,974	1,193	17,167	\$4,183	\$249	\$4,432

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.
Note: Transactions represent toll-paying and non-revenue traffic at Beachline Main/Dallas Boulevard plazas and the SR 520 ramps.

as well as SR 520 ramps and system totals. Total transactions at the Beachline Main/Dallas Boulevard Plazas were approximately 16.0 million for the year, compared to 1.2 million at the SR 520 ramps, providing approximately 17.2 million transactions on the facility for FY 2012. The corresponding revenues were approximately \$4.2 million and \$0.2 million at the Beachline Main/Dallas Boulevard Plazas and the SR 520 ramps, respectively, for a system-wide total of nearly \$4.4 million. The third quarter experienced the largest amount of both transactions and revenue in FY 2012. Conversely, the fourth quarter had the lowest amounts of both transactions and revenue due to the fact that fewer vehicles use the Dallas Boulevard Plaza compared to the Beachline Main Plaza.

Graph 3.1 shows the number of hourly transactions on weekdays of a typical week during FY 2012 at the Dallas Boulevard Plaza and the tolled SR 520 ramps. Demand for travel on the facility increases during the morning and evening peak hours with hourly volumes in the evening reaching the maximum levels.

Graph 3.1
Beachline East Expressway
Typical Hourly Weekday Transactions
FY 2012



Source: Data obtained from Turnpike Enterprise Finance Office and OOCEA for the 5-day period beginning Monday, June 4, 2012.

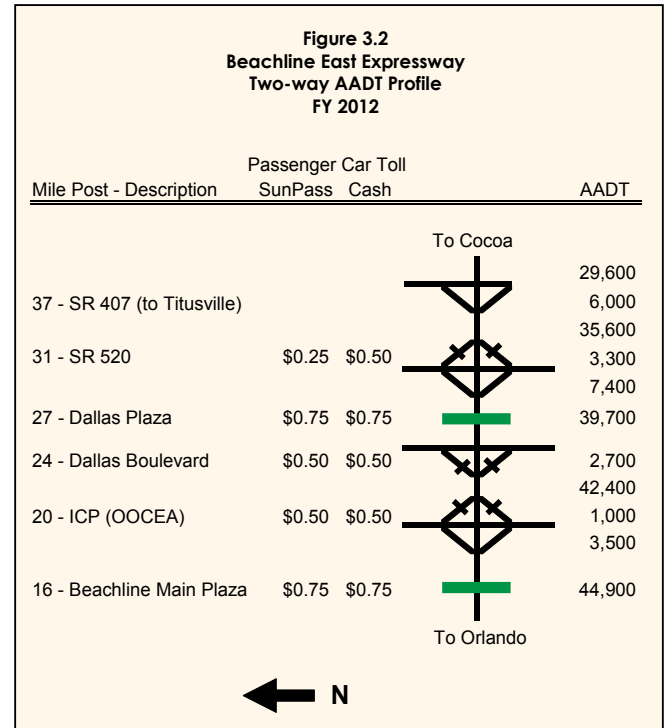
The monthly seasonal transaction variation in FY 2012 is analyzed in **Table 3.4**. On average, 44,900 vehicles use the Beachline Main Plaza each day during the 9-month period between July 2011 and March 2012. In addition, 39,700 vehicles use the Dallas Main Plaza during the last 3-month period in FY 2012 between April and June. Furthermore, approximately 3,300 vehicles use the tolled SR 520 ramps. Based on average daily transactions, March

Table 3.4
Beachline East Expressway
Seasonal Transaction Variation
FY 2012

Month	Average Daily Transactions				Seasonal Factor
	Beachline Main Plaza	Dallas Main Plaza	SR 520 Ramps	Total	
July 2011	48,600	N/A	3,500	52,100	1.08
August	44,100	N/A	3,300	47,400	0.98
September	42,100	N/A	3,300	45,400	0.94
October	41,900	N/A	3,100	45,000	0.93
November	44,000	N/A	3,100	47,100	0.98
December	45,000	N/A	2,800	47,800	0.99
January 2012	42,600	N/A	2,900	45,500	0.94
February	46,000	N/A	3,100	49,100	1.02
March	50,200	N/A	3,800	54,000	1.12
April	N/A	40,500	3,500	44,000	0.91
May	N/A	39,600	3,400	43,000	0.89
June	N/A	39,000	3,100	42,100	0.87
AADT	44,900	39,700	3,300	48,200	1.00

NA: FDOT share of revenue is based on a different mainline toll plaza.

had the highest volumes at 15 percent above the average for the facility. The FY 2012 two-way annual average daily traffic (AADT) profile for the facility is presented in **Figure 3.2**.



Note: On July 1, 2012 (FY 2013) OOCEA implemented a toll increase at the Mainlines and ramps.

3.3 SUNPASS/E-PASS

In 1998, the original Beachline East Expressway toll plaza east of SR 520 was removed, and an agreement between the Department and OOCEA was created authorizing OOCEA to collect an additional \$0.25 at the Beachline Main Plaza for the Department. Through this agreement, E-Pass became a part of the toll collection system for the Beachline East Expressway. E-Pass is the electronic toll collection system that has been in place on OOCEA facilities since 1995 as a convenient alternative to cash payments. Dedicated E-Pass lanes were installed at the Beachline Main Plaza in 1997 to reduce the time spent waiting at toll plazas for those who established an E-Pass account. The new Dallas Main Plaza is also equipped with E-Pass lanes to facilitate faster travel through the toll plaza. Electronic toll collection

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equipment was installed on the tolled ramps at SR 520 prior to opening to traffic in August 1999 (see **Appendix A** for lane configuration).

As of January 26, 2001 (FY 2001) the Beachline East Expressway system, as well as all other OCEA toll facilities, integrated E-Pass and SunPass, providing two fully inter-operable systems. Drivers can now use either type of transponder to travel on any toll facility in the region, expanding the attractiveness and convenience of electronic toll collection. SunPass (and E-Pass) transactions were approximately 10.4 million, or 61 percent of the nearly 17.2 million total transactions in FY 2012. As shown in **Table 3.5**, the monthly SunPass participation ranged from a low of 56.2 percent to a high of 62.7 percent during FY 2012.

Table 3.5
Beachline East Expressway
Transactions by Payment Method
FY 2012

Month	Transactions (000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	908	708	1,616	56.2%
August	895	575	1,470	60.9
September	854	509	1,363	62.7
October	869	527	1,396	62.2
November	877	538	1,415	62.0
December	907	574	1,481	61.2
January 2012	877	533	1,410	62.2
February	871	553	1,424	61.2
March	992	681	1,673	59.3
April	767	554	1,321	58.1
May	810	524	1,334	60.7
June	757	507	1,264	59.9
Total	10,384	6,783	17,167	
Percentage	60.5%	39.5%	100.0%	

Source: Turnpike Enterprise Finance Office.

Note: Cash transactions represent toll-paying and non-revenue traffic.

The resulting SunPass revenue attributable to the Beachline East Expressway is approximately \$3.2 million, or 71.5 percent of the \$4.4 million collected in FY 2012. This rate is higher than the SunPass transaction percentage, indicating that a large portion of multi-axle vehicles use SunPass. **Table 3.6** shows the

revenue contributions from SunPass and non-SunPass attributable to the Beachline East Expressway. The monthly SunPass revenue contributions ranged from a low of approximately 62.7 percent to a high of 75.1 percent.

Table 3.6
Beachline East Expressway
Gross Toll Revenue by Payment Method
FY 2012

Month	Gross Toll Revenue (\$000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	\$279	\$124	\$403	69.2%
August	278	102	380	73.2
September	262	87	349	75.1
October	268	92	360	74.4
November	268	95	363	73.8
December	276	102	378	73.0
January 2012	271	93	364	74.5
February	271	98	369	73.4
March	292	127	419	69.7
April	239	110	349	68.5
May	249	103	352	70.7
June	217	129	346	62.7
Total	\$3,170	\$1,262	\$4,432	
Percentage	71.5%	28.5%	100.0%	

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

3.4 NOTEWORTHY EVENTS

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. Pursuant to this requirement, effective June 24, 2012, the two-axle cash toll collected for the Department on the Beachline East increased to \$0.50 with the SunPass toll remaining at \$0.25. In order to facilitate public involvement, the Turnpike conducted an indexing workshop on September 13, 2011 and also a public hearing on October 25, 2011 in Ocoee, FL. The indexing workshop and public hearing were also

available through a webinar for those unable to attend in person.

Beginning in March 2012, the toll collected on behalf of FDOT is based on traffic that uses the new Dallas Main Plaza. The initial traffic and revenue impacts for the 2-month period after the June 24 toll rate adjustment show a small decline in traffic of 3 percent and an increase in revenue of 34 percent. The toll increase was 100 percent for cash customers while the SunPass toll rate remains unchanged.

3.5 FY 2012 EXPENSES AND LIABILITIES

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2012 is shown in **Table 3.7**. Actual operating expenses were approximately \$33 thousand less than the FY 2012 budget. This decrease is primarily due to lower actual expenses incurred for credit card fees, transponder purchases, and toll plaza operating contracts. Routine maintenance

Table 3.7
Beachline East Expressway
Operating and Routine Maintenance Expenses
(\$000)
FY 2012

Type of Expense	Budget	Actual	Over/ (Under)	Variance
Operating	\$189	\$156	(\$33)	(17.5%)
Routine Maintenance	471	\$498	27	5.7
Total	\$660	\$654	(\$6)	(0.9%)

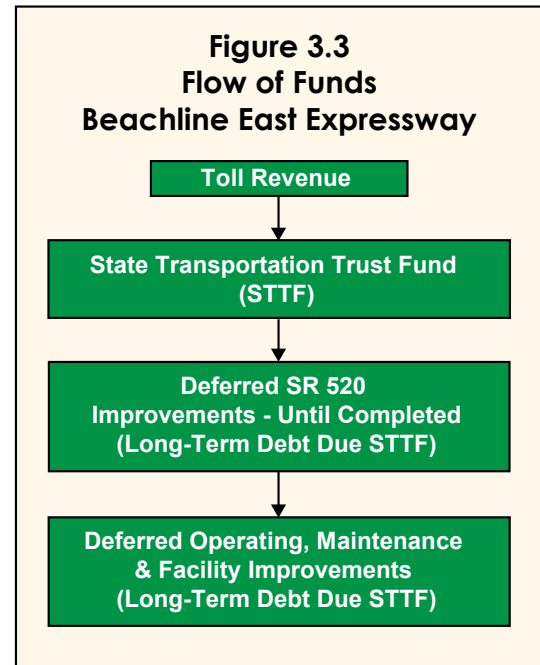
Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2011 Enterprise Toll Operations Traffic Engineer's Annual Report.

expenses of \$498 thousand were approximately 5.7 percent higher than the FY 2012 budget amount primarily due to a general increase in routine maintenance needed on the facility compared to what was originally budgeted. Overall, actual FY 2012 operating and routine maintenance expenses were 0.9 percent less than budgeted.

The Beachline East Expressway has two liabilities that are payable to the Department. The first liability

was set up to defer improvements and operating and maintenance expenses for the facility that exceeded available revenues while the bonds were outstanding. After retirement of the bonds, operating and maintenance expenses, and improvement costs were first added to the liability, then all gross toll revenues were used to reduce the liability.

Beginning in February 1999, gross toll revenue was first transferred to an escrow account to fund SR 520 off-system improvements. However, in FY 2006 the escrow account at the Department's Office of Financial Services was closed because FY 2006 expenditures for SR 520 improvements significantly exceeded escrow account funding. As shown in **Figure 3.3**, toll revenues are now deposited in the State Transportation Trust Fund (STTF) and are used to reduce the second liability consisting of deferred costs for SR 520 improvements. Correspondingly, operating and maintenance expenses and other facility improvements are deferred until the second liability is paid.



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Analysis of the FY 2012 long-term liability for deferred SR 520 costs is presented in **Table 3.8**. Analysis of the FY 2012 long-term liability for deferred facility costs is presented in **Table 3.9**.

Table 3.8
Beachline East Expressway
Deferred STTF Advances for SR 520 Costs (\$000)
FY 2012

Transaction	Amount
Balance, beginning of year	\$18,466
Additions ⁽¹⁾	-
Reductions ⁽²⁾	4,395
Balance, end of year	\$14,071

Source: FDOT Office of the Comptroller.

(1) Additions represent increases in the long-term liability due to SR 520 expenditures.

(2) As used here, reductions represent deposits from toll receipts.

Table 3.9
Beachline East Expressway
Deferred STTF Advances for Facility Costs (\$000)
FY 2012

Transaction	Amount
Balance, beginning of year	\$29,571
Additions	
Operating & Maintenance	654
Periodic Maintenance	27
Reductions	-
Balance, end of year	\$30,252

Source: FDOT Office of the Comptroller.

3.6 TRAFFIC, REVENUE AND EXPENSE FORECASTS

The ratio between historical traffic growth and population growth was used along with projected population growth to estimate future traffic on the Beachline East Expressway. Historical population growth focused on the four counties that have a significant regional impact on the facility. These counties are Brevard, Orange, Osceola and Seminole. Since the Beachline East Expressway is a primary east-west connector in central Florida, the statewide population growth was also considered.

From FY 2002 through FY 2012, the annual traffic growth rate on the Beachline East Expressway was approximately 2.0 percent, whereas, the historical annual population growth rate for the same period for the four counties was 1.9 percent. As such, traffic growth has been consistent with population growth. However, during FY 2008 and FY 2009, traffic growth started to decline as a result of the economic recession. According to the latest economic outlook prepared by the Florida Legislature Office of Economic and Demographic Research in July 2012, Florida's growth rates are gradually returning to more typical levels but will take a few more years to fully recover from the last recession.

Future population estimates have been calculated based on medium projections from the most recent publication by the Bureau of Economic and Business Research (BEBR), College of Business Administration at the University of Florida. The corresponding estimated annual population growth rate through 2020 for the four counties is 1.6 percent. (Historical and projected population growth rates for the four counties were previously shown in **Table 1.5**.) The historical ratio of traffic growth to population growth was applied to projected population growth rates to obtain a general guideline to estimate future annual traffic growth on the Beachline East Expressway. For the ten-year forecast period, traffic is estimated to grow at 1.7 percent on an annual basis, with higher growth for the first five years and then ramping down from FY 2017 to FY 2023. Traffic profiles are provided in **Appendix B**, showing two-way AADT on each segment of the system, as well as the ramps, for FY 2012 through FY 2023.

The traffic and gross toll revenue forecasts for FY 2013 through FY 2023 are shown in **Table 3.10**. The forecast table includes the impact that indexing will have on revenue. The toll revenue forecast for this ten-year period was lower than the forecast presented in the 2011 Annual Report due to two primary reasons. First, is the fact that traffic at the new Dallas Main Plaza

Table 3.10
Beachline East Expressway
Traffic and Gross Toll Revenue Forecasts
FY 2013 through FY 2023

Fiscal Year	Total Traffic	Toll Revenue (\$000)			Toll Revenue Comparisons (\$000)		
		Revenue with Constant Tolls ⁽¹⁾	Indexing Impact	Gross Toll Revenue	2011 Annual Report Forecast	Variance	
						Amount	Percent
2013	15,520	\$4,136	\$1,296	\$5,432	\$6,337	(\$905)	(14.3%)
2014	16,120	4,310	1,332	5,642	6,563	(921)	(14.0)
2015	16,688	4,483	1,408	5,891	6,837	(946)	(13.8)
2016	17,238	4,662	1,492	6,154	7,126	(972)	(13.6)
2017	17,751	4,844	1,582	6,426	7,424	(998)	(13.4)
2018	18,241	5,033	2,300	7,333	8,416	(1,083)	(12.9)
2019	18,686	5,224	2,344	7,568	8,663	(1,095)	(12.6)
2020	19,125	5,412	2,391	7,803	8,909	(1,106)	(12.4)
2021	19,552	5,596	2,440	8,036	9,151	(1,115)	(12.2)
2022	19,920	5,775	2,492	8,267	9,390	(1,123)	(12.0)
2023	20,231	5,948	2,549	8,497	N/A	N/A	N/A

Note: Total traffic corresponds to the gross toll revenue.

N/A The FY 2011 Traffic Engineer's Annual Report forecast went through FY 2022.

(1) Toll revenue forecast without indexing.

where the FDOT share of revenue is calculated is significantly lower than traffic at the Beachline Main plaza. The second reason is due to FY 2012 actual revenues being lower than forecasted. Transactions in FY 2013 are expected to decrease slightly as a result of indexing. A summary of the economic factors affecting traffic and revenue is included in the **Overview** chapter of this report. In addition, **Appendix A** includes future indexed toll rate schedules.

The projected operating and maintenance expenses during the same forecast period are shown in **Table 3.11**. The operating budget amount for the facility in FY 2013 is \$183 thousand, which is provided in detail in **Appendix C**. The FY 2013 operating budget exceeds FY 2012 actual operating expenses by approximately \$27 thousand due, in part, to an expected increase in toll equipment maintenance. Operating expenses for years subsequent to FY 2013 are estimated to increase at 3.5 percent annually. The routine maintenance expense forecast is based on the Asset Maintenance Contract through FY 2016.

Subsequent to FY 2016, routine maintenance expenses were increased at 3.5 percent annually. In addition, estimated costs for work not performed under the Asset Maintenance Contract are based on FY 2012 actual results increased at 3.5 percent annually starting in FY 2017. Periodic maintenance expenses are provided by the Department's Office of Project Finance and are based on the 5-year Work Program.

Table 3.11
Beachline East Expressway
Projected Operating and Maintenance
Expenses (\$000)
FY 2013 through FY 2023

Fiscal Year	Operating Expense	Maintenance Expenses		Total O&M Expenses
		Routine	Periodic ⁽¹⁾	
2013	\$183	\$528	\$68	\$779
2014	189	525	91	805
2015	196	526	81	803
2016	203	527	57	787
2017	210	545	32	787
2018	217	564	33	814
2019	225	584	34	843
2020	233	604	35	872
2021	241	625	37	903
2022	249	647	38	934
2023	258	670	39	967

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2013.

(1) Periodic maintenance expenses were provided by the FDOT Office of Project Finance and include resurfacing projects and other Department funded renewal and replacement and improvements in the 5-year Work Program and are reported on a cash basis. Periodic maintenance expenses beyond FY 2017 include a minimal level of preservation (excluding extraordinary expenses) that are estimated based on FY 2017 expenses increased at 3.5 percent annually.

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PINELLAS BAYWAY SYSTEM

4.1 BACKGROUND

The Pinellas Bayway System consists of a series of causeways and bridges providing a connection between St. Petersburg Beach, Fort DeSoto Park and I-275. The system is approximately 15.2 miles in length and includes 1.3 miles of bridges. **Figure 4.1** shows a map of the facility.

The east-west section of the facility (SR 682) provides a connection between I-275 (via 54th Avenue) on the east and Gulf Boulevard (SR 699) on the west. This section crosses the Bayway Isles and Isle Del Sol. The north-south section of the facility (SR 679) extends from Isle Del Sol through Tierra Verde to Mullet Key and Fort DeSoto Park. The facility was opened to traffic in December 1962. The 1960 bonds, used to fund construction of the facility, were refunded in 1966, and all of the 1966 bonds were retired in June 1989.

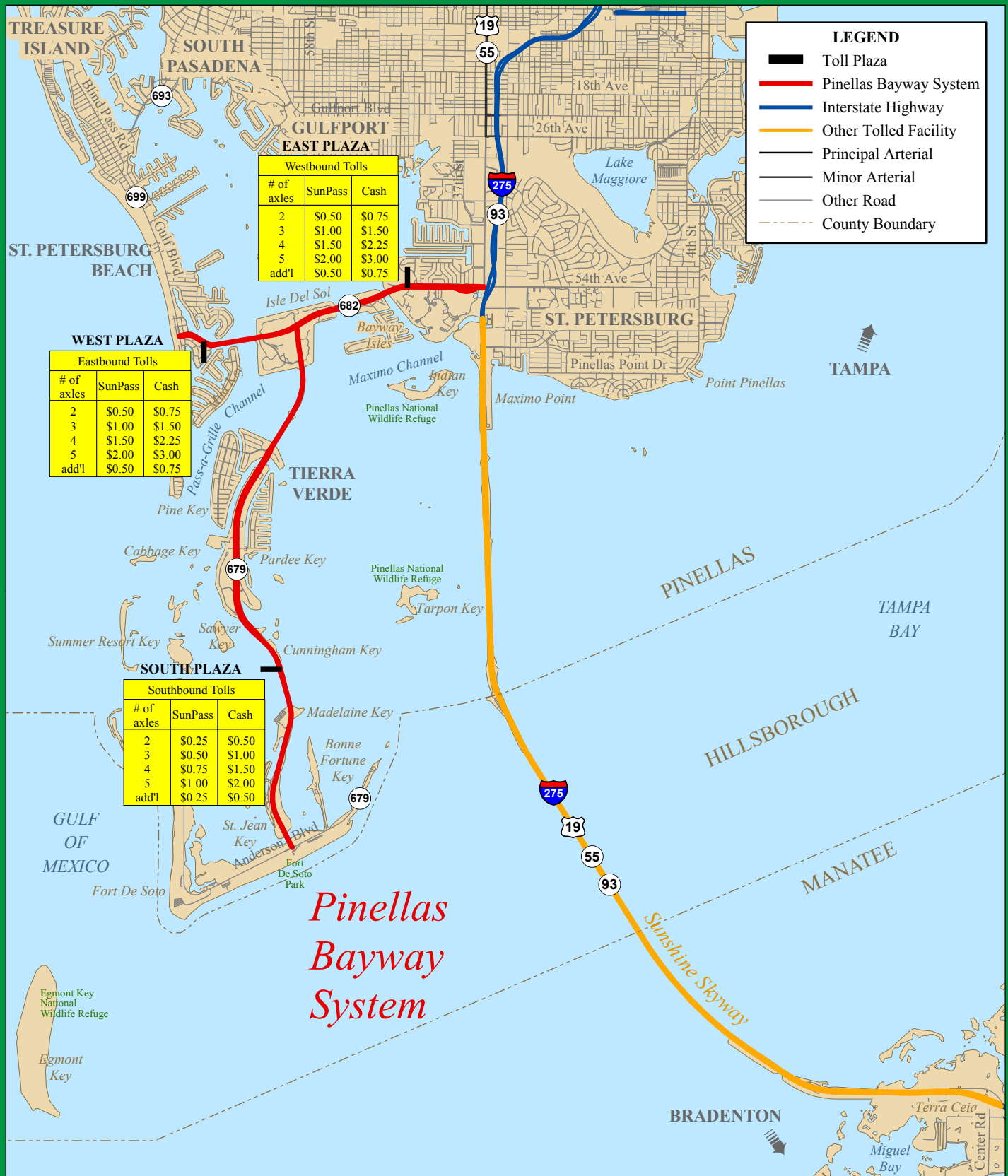
There are three mainline toll plazas on the Pinellas Bayway System. Tolls at the first plaza, located at the northeast end of the facility on the mainland near Eckerd College, are collected for westbound travel only. The second plaza is located on the northwest end of the facility in St. Petersburg Beach, near the

intersection with Gulf Boulevard (SR 699). Tolls at this plaza are collected for eastbound travel only. Finally, tolls at the third mainline plaza, located on Tierra Verde, are collected for southbound travel only. No tolls are collected on the Pinellas Bayway System for the return trip from the south end of the facility.

In June 2012 (FY 2012), a toll rate increase was implemented on the Pinellas Bayway System, as mandated by the Florida Legislature. At the same time, the method used to calculate toll rates for three or more axle vehicles was changed from a per-axle basis to “N Minus 1” to be consistent with the methodology used on other department facilities and the Turnpike System. Toll rates for two-axle vehicles at each of the plazas on SR 682 increased from \$0.50 to \$0.75 for cash customers and increases at a rate of \$0.75 per axle for vehicles with three or more axles. Tolls at the southern mainline plaza on SR 679 increased from \$0.35 to \$0.50 for cash customers and increase at a rate of \$0.50 per axle for vehicles with three or more axles. As described in the **Executive Summary** chapter of this report, the SunPass toll rates were set \$0.25 less than the adjusted cash rate. The toll rates for both cash and SunPass were the same on the Pinellas Bayway System prior to the toll increase. With indexing, cash rates increased, while the SunPass rates at each of the plazas on SR 682 remained unchanged and the SunPass rate at the SR 679 plaza actually decreased from \$0.35 to \$0.25. This is due to the \$0.25 toll differential compared to the adjusted cash rate.

Annual transactions and revenue for the facility from FY 2002 through FY 2012 are presented in **Table 4.1**. In FY 2002, total transactions were approximately 9.6 million and revenues were \$3.5 million. Primarily due to the active hurricane season, FY 2005 transactions decreased 4.3 percent from the previous year, while revenues dropped by 3.6 percent. The decline in





SOURCE:
Florida Department
of Transportation 2012;
NAVTEQ 2011

Figure 4.1
Pinellas Bayway System

0 1 2 3 4 Miles

N
Produced by:
URS Corporation



traffic and revenue in FY 2007, FY 2008, and FY 2009 can be attributed to the economic recession. In FY 2010, transactions and revenue decreased by 1.7 percent and 0.7 percent, respectively. This decline can be attributed to the sluggish economy following the economic recession. Compared to FY 2010, FY 2011 transactions and revenue increased by 0.6 percent and 2.7 percent, respectively, which reflects the early signs of a slow recovery following the economic recession. In FY 2012, transactions and revenue decreased by 1.0 percent and 1.9 percent, respectively, compared to FY 2011. This decline can be attributed to various detours as a result of ongoing construction of the SR 682 bridge replacement project, as well as, continued weakness in the economy.

Table 4.1
Pinellas Bayway System
Historical Transactions and Revenue Growth
FY 2002 through FY 2012

Fiscal Year	Transactions (000)				Toll Revenue ⁽¹⁾ (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2002	9,599	44	9,643	-	\$3,511	-	\$0.364
2003	9,673	46	9,719	0.8%	3,576	1.9	0.368
2004	10,060	46	10,106	4.0	3,769	5.4	0.373
2005	9,451	220	9,671	(4.3)	3,634	(3.6)	0.376
2006	9,921	21	9,942	2.8	3,732	2.7	0.375
2007	9,769	26	9,795	(1.5)	3,711	(0.6)	0.379
2008	9,649	30	9,679	(1.2)	3,656	(1.5)	0.378
2009	9,290	37	9,327	(3.6)	3,535	(3.3)	0.379
2010	9,142	26	9,168	(1.7)	3,510	(0.7)	0.383
2011	9,195	30	9,225	0.6	3,605	2.7	0.391
2012	9,098	37	9,135	(1.0)	3,535	(1.9)	0.387

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

Note: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll (i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributed to hurricanes.

(1) Toll revenue reported net of the SunPass discount since FY 2000.

Historical operating and routine maintenance expenses from FY 2002 through FY 2012 are presented in **Table 4.2**. As indicated, operating expenses have decreased from \$2.1 million in FY 2002 to \$1.8 million in FY 2012. FY 2012 operating expenses were similar to those in FY 2011.

Maintenance of the Pinellas Bayway System is performed under a private Asset Maintenance Contract

Table 4.2
Pinellas Bayway System
Historical Operating and Routine
Maintenance Expenses (\$000)
FY 2002 through FY 2012

Fiscal Year	Operating Expense	Routine Maintenance Expense	Total O&M Expenses
2002	\$2,115	\$333	\$2,448
2003	2,128	413	2,541
2004	2,565	564	3,129
2005	1,997	649	2,646
2006	2,000	650	2,650
2007	2,146	484	2,630
2008	2,083	473	2,556
2009	2,122	588	2,710
2010	1,840	723	2,563
2011	1,802	747	2,549
2012	1,806	695	2,501

Source: FDOT Office of the Comptroller.

beginning in January 2003 (FY 2003). The contract includes expenses for movable bridge maintenance for the two drawbridges, as well as maintenance and inspection of all other bridges on the Pinellas Bayway System. Total FY 2012 routine maintenance expenses decreased by 7.0 percent over FY 2011 due to lower bridge inspection costs. In addition to operating and routine maintenance expenses, renewal and replacement and capital improvement (periodic) costs totaling nearly \$9.2 million were incurred during FY 2012 primarily due to bridge replacement costs.

4.2 FY 2012 TRANSACTIONS AND TOLL REVENUES

Monthly transactions and toll revenue on the Pinellas Bayway System during FY 2012 are presented in **Table 4.3**. Typically, the first quarter (i.e., July through September) generates more revenue compared to the remaining three quarters due to revenues from the general public annual passes (which represent a large percent of the available types of passes) being

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Table 4.3
Pinellas Bayway System
Monthly Transactions and Toll Revenue
FY 2012

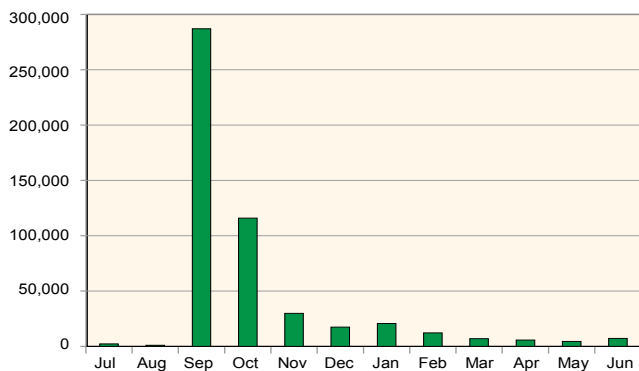
Month	Transactions (000)	Toll Revenue (\$000)
July 2011	790	\$285
August	701	239
September	659	496
1st Quarter Total	2,150	1,020
October	699	345
November	700	252
December	695	235
2nd Quarter Total	2,094	832
January 2012	736	245
February	774	254
March	992	344
3rd Quarter Total	2,502	843
April	881	303
May	814	279
June	694	258
4th Quarter Total	2,389	840
Annual Total	9,135	\$3,535

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

Note: Transactions represent toll-paying and non-revenue traffic at the mainline plazas.

recorded in September when the passes are primarily sold. The results indicate that the first quarter generated over \$1.0 million in revenues compared to the \$0.8 million (average) generated in each of the remaining three quarters. **Graph 4.1** shows the monthly distribution of pass sales.

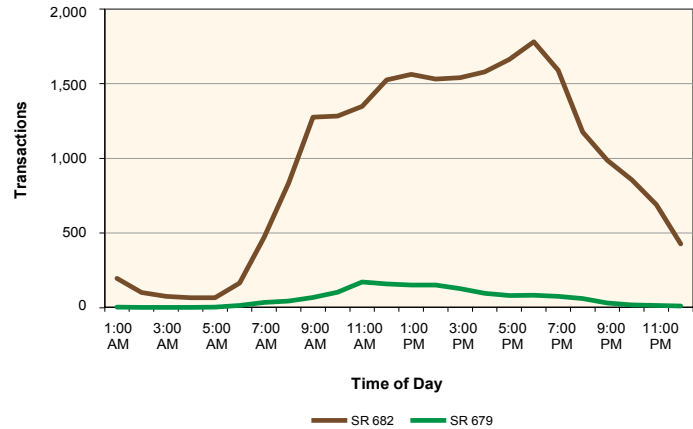
Graph 4.1
Pinellas Bayway System
Monthly Pass Sales Distribution
FY 2012



Note: Includes General Public and Bayway Isle passes.

Graph 4.2 shows the number of hourly transactions on weekdays of a typical week during FY 2012 separated between the main east-west traffic on

Graph 4.2
Pinellas Bayway System
Typical Hourly Weekday Transactions
FY 2012



Source: Data obtained from Turnpike Enterprise Finance Office for the 5-day period beginning Monday, July 18, 2011.

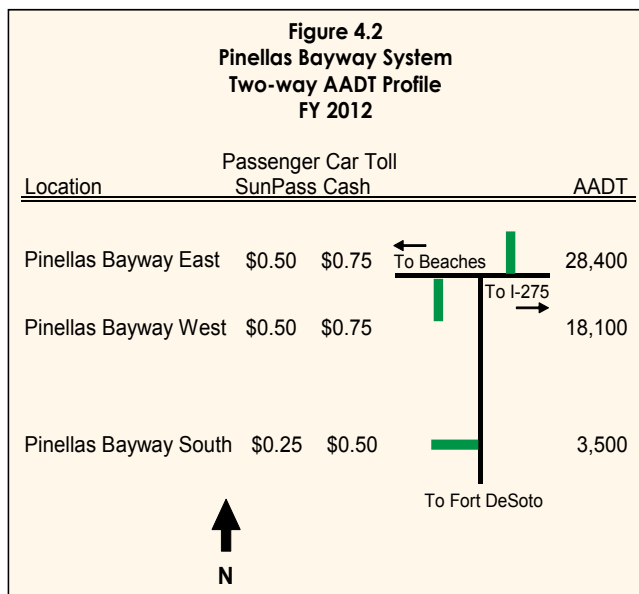
SR 682 and traffic on SR 679 traveling to Fort DeSoto Park. The majority of the transactions occur at the two plazas on SR 682, with a much smaller percentage occurring at the plaza on SR 679. As indicated, the travel demand on the facility quickly builds during the early morning hours and remains steady throughout the midday hours. Typical weekday traffic volumes peak in the early evening hours and quickly subside after 6:00 p.m., showing that the Pinellas Bayway System serves both commuter traffic and traffic related to the recreational beach activity in the area.

The monthly transaction variation in FY 2012 is illustrated in **Table 4.4**. Annual average daily traffic (AADT) on the Pinellas Bayway System for FY 2012 was approximately 25,000. The peak season occurred from February through May, with March traffic exceeding the average by 28 percent. This transaction level is expected since traffic during this period in west-central Florida tends to exceed the average due to tourists and seasonal residents. September transactions are 12 percent below the yearly average as a result of fewer tourists and seasonal residents in the area.

Table 4.4
Pinellas Bayway System
Seasonal Transaction Variation
FY 2012

Month	Average Daily Transactions	Seasonal Factor
July 2011	25,500	1.02
August	22,600	0.90
September	22,000	0.88
October	22,500	0.90
November	23,300	0.93
December	22,400	0.90
January 2012	23,800	0.95
February	26,700	1.07
March	32,000	1.28
April	29,400	1.18
May	26,200	1.05
June	23,100	0.92
AADT	25,000	1.00

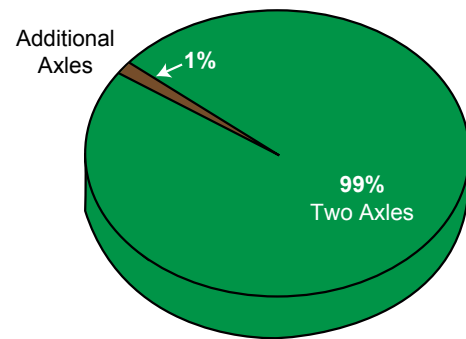
The FY 2012 two-way AADT profile for the facility is presented in **Figure 4.2**. The AADT at the East, West and South plazas during FY 2012 was 28,400, 18,100 and 3,500, respectively. The East Plaza experiences the highest traffic volumes, while the number of drivers traveling to Fort DeSoto Park through the South Plaza is the lowest of the three plazas. The sum of the two-way volumes for the three tolled locations is



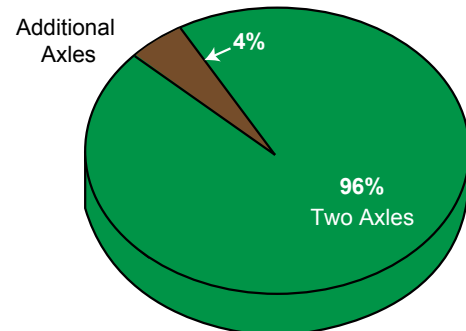
double that of the one-way volume shown in **Table 4.4**. Paying-transactions averaged 25,000 per day and the total two-way traffic volumes for the three locations averaged 50,000 vehicles per day.

The traffic and revenue contributions from trucks on the Pinellas Bayway System are shown in **Graph 4.3**. For FY 2012, trucks accounted for approximately 1 percent of the traffic on the facility and 4 percent of the revenue. In terms of annual revenue contributions, vehicles with three or more axles accounted for approximately \$0.1 million while two-axle vehicles comprised the remaining \$3.4 million.

Graph 4.3
Pinellas Bayway System
Transactions by Axle Class
FY 2012



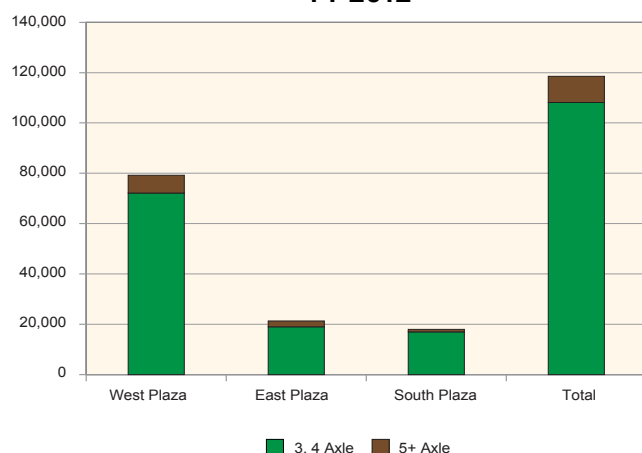
Revenue Contribution by Axle Class
FY 2012



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Graph 4.4 shows multi-axle vehicle transactions by plaza. As shown, the west plaza had the highest amount of truck traffic in FY 2012. As indicated, the majority of multi-axle vehicles on the Pinellas Bayway System are 3 and 4 axles. This is due to a large percentage of customers using the facility for recreational activities such as boating. It is also attributed to the increase in truck traffic due to on-going construction activities related to the bridge replacement project.

Graph 4.4
Pinellas Bayway System
Multi-Axle Vehicle Transactions by Plaza
FY 2012



4.3 SUNPASS

Travel on the Pinellas Bayway System has become more convenient with the implementation of SunPass on June 6, 2000. During the conversion to SunPass, electronic toll collection equipment was installed at each of the three toll plazas. While one lane at the East Plaza was converted to a dedicated SunPass lane, all other lanes were retrofitted with SunPass equipment and are designated as mixed-use lanes, accommodating both cash and SunPass transactions (see **Appendix A** for the lane configuration).

Concurrent with the implementation of SunPass, the Bayway Isle decal and the General Public decal were discontinued on June 30, 2000 and September 30, 2000, respectively. However, the discount

program remains as annual passes are still issued. Under SunPass, a Bayway Isle resident pays \$15 annually, allowing residents unlimited passage through the northeast toll plaza. The Bayway Isle annual pass, which was authorized at the time of the original construction of the facility, is sold in June of each year and expires on the first day of July of the following year (e.g., drivers who purchase a



pass at the beginning of March will have only four months to use the pass before it expires). Likewise, the general public may purchase an annual pass for unlimited usage of the Pinellas Bayway System for \$50. The General Public annual pass, which was authorized in 1985 pursuant to legislation, is sold in September of each year and expires on the first day of October of the following year. In FY 2012, there were approximately 10,249 General Public and 680 Bayway Isle passes sold.

In FY 2012, approximately 2.8 million transactions or 52.4 percent of all SunPass transactions on the Pinellas Bayway System were attributable to pass usage. Correspondingly, annual pass sales accounted for \$510 thousand or 29.4 percent of total SunPass revenue. With an average toll of \$0.184 for pass transactions, the annual pass program provided a combined savings of approximately \$857 thousand to pass holders.

For those SunPass customers who do not participate in the Bayway Isle or General Public pass programs, a standard 10 percent discount is offered when a threshold of 40 transactions per month is reached. Transactions for SunPass customers with multi-axle vehicles on the Sunshine Skyway Bridge also count toward this minimum threshold. The FY 2012 total for the discount program was approximately \$14.9 thousand.

Table 4.5 shows transactions by payment method on the facility. SunPass transactions increased from approximately 56 percent of total transactions in FY 2011 to 58 percent of total transactions in FY 2012. Non-SunPass transactions constituted the remaining 42 percent of transactions in FY 2012. Monthly SunPass participation percentages ranged from approximately 54 percent to nearly 62 percent during the year. In general, SunPass participation is highest during off season months as a result of fewer tourists and seasonal residents, indicating that more commuters using SunPass travel on the facility during this time.

Table 4.5
Pinellas Bayway System
Transactions by Payment Method
FY 2012

Month	Transactions (000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	426	364	790	53.9%
August	406	295	701	57.9
September	392	267	659	59.5
October	406	293	699	58.1
November	419	281	700	59.9
December	420	275	695	60.4
January 2012	454	282	736	61.7
February	459	315	774	59.3
March	544	448	992	54.8
April	492	389	881	55.8
May	469	345	814	57.6
June	402	292	694	57.9
Total	5,289	3,846	9,135	
Percentage	57.9%	42.1%	100.0%	

Source: Turnpike Enterprise Finance Office.

Notes: General Public and Bayway Isle passes are included in the SunPass Program. Cash transactions represent toll-paying and non-revenue transactions.

Table 4.6 shows SunPass transactions by payment method. As previously mentioned, pass usage on the Pinellas Bayway System accounted for 52.4 percent of all SunPass transactions.

Table 4.6
Pinellas Bayway System
SunPass Transactions by Payment Method
FY 2012

Month	Transactions (000)			Total
	General Public Pass	Bayway Isle Pass	Regular SunPass	
July 2011	184	11	231	426
August	190	12	204	406
September	199	13	180	392
October	192	14	200	406
November	212	15	192	419
December	222	15	183	420
January 2012	239	16	199	454
February	253	17	189	459
March	260	18	266	544
April	239	16	237	492
May	219	14	236	469
June	187	13	202	402
Total	2,596	174	2,519	5,289
Percentage	49.1%	3.3%	47.6%	100.0%

Source: Turnpike Enterprise Finance Office.

Table 4.7 shows gross toll revenue by payment method. SunPass accounted for 49 percent of the total revenue in FY 2012. Correspondingly,

Table 4.7
Pinellas Bayway System
Gross Toll Revenue by Payment Method
FY 2012

Month	Gross Toll Revenue (\$000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	\$113	\$172	\$285	39.6%
August	99	140	239	41.4
September ⁽¹⁾	376	120	496	75.8
October	213	132	345	61.7
November	122	130	252	48.4
December	107	128	235	45.5
January 2012	114	131	245	46.5
February	107	147	254	42.1
March	135	209	344	39.2
April	121	182	303	39.9
May	120	159	279	43.0
June ⁽²⁾	107	151	258	41.5
Total	\$1,734	\$1,801	\$3,535	
Percentage	49.1%	50.9%	100.0%	

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

Note: General Public and Bayway Isle passes are included in the SunPass program.

(1) General Public passes are sold in September.

(2) Bayway Isle passes are sold in June.

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non-SunPass payments totaled 51 percent. Monthly revenues are influenced by annual pass sales. As previously mentioned, General Public annual passes are primarily sold in September and October, and as a result, approximately 76 percent of revenue for the month of September is attributable to SunPass. After November, sales drop significantly and the SunPass contribution was 46 percent or lower for all months other than September, October and November. The contribution to revenue from the Bayway Isle annual pass, with yearly renewal in June, is negligible.

4.4 NOTEWORTHY EVENTS

In FY 2012, construction began on the replacement of the bridge along Pinellas Bayway (SR. 682). The new high level bridge will increase the traffic capacity between the west toll plaza and S.R. 679 by adding two additional travel lanes. The construction also includes the reconstruction and resurfacing of a portion of S. R. 682 from S.R. 699 to the west toll plaza. New signing, lighting and landscaping will also be added along the entire 1.3 mile length of the bridge. Construction is expected to be complete in FY 2015.

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.

Pursuant to this requirement, effective on June 24, 2012 (FY 2012), the two-axle cash toll collected at the east and west plazas on the Pinellas Bayway System increased to \$0.75 and the SunPass toll remained at \$0.50. The two-axle cash toll at the south plaza increased to \$0.50 and the SunPass toll was set at a quarter less, or \$0.25. The General Public Pass and

Bayway Isles Pass were not adopted in the toll rate rule and were not indexed. As described earlier, tolls for multi-axle vehicles are now calculated based on the "N Minus 1" formula, which took effect on June 24, 2012.

In order to facilitate public involvement, the Turnpike conducted an indexing workshop on September 13, 2011 and also a public hearing on October 25, 2011 in Tampa, FL. The indexing workshop and public hearing were also available through a webinar for those unable to attend in person.

4.5 FY 2012 EXPENSES AND LIABILITIES

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2012 is presented in **Table 4.8**. Actual operating expenses were approximately 9.8 percent, or \$197 thousand, less than the FY 2012 budget primarily due to lower costs associated with toll plaza operating contracts, salaries, credit card fees and insurance premiums. Actual routine maintenance expenses were less than the FY 2012 budget by 11.2 percent, or \$88 thousand due to lower than anticipated costs associated with bridge inspections. Overall, FY 2012 actual operating and routine maintenance expenses were approximately 10.2 percent below the FY 2012 budget.

Table 4.8
Pinellas Bayway System
Operating and Routine Maintenance
Expenses (\$000)
FY 2012

Type of Expense	Budget	Actual	Over/ (Under)	Variance
Operating	\$2,003	\$1,806	(\$197)	(9.8%)
Routine Maintenance	783	695	(88)	(11.2)
Total	\$2,786	\$2,501	(\$285)	(10.2%)

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2011 Enterprise Toll Operations Traffic Engineer's Annual Report.

The Pinellas Bayway System has a liability that is payable to the Department. This liability was set up to defer both routine and periodic maintenance expenses until the completion of the adopted

improvement projects required by law (see **Section 4.7**). Since retirement of the bonds, maintenance and renewal and replacement expenses are added to the liability.

An analysis of the FY 2012 long-term liability on the facility is presented in **Table 4.9**. In addition to routine maintenance, approximately \$530 thousand of capital improvement (periodic) expenses were incurred. An additional \$56.3 thousand reported as capitalized improvement costs was operating in nature and therefore, not deferred (e.g., costs were recouped from toll revenue).

Table 4.9
Pinellas Bayway System
Long-Term Liability (\$000)
FY 2012

Transaction		Amount
Balance, beginning of year		\$35,470
Maintenance	Routine	695
Additions	Periodic (Capitalized District)	530
Balance, end of year		\$36,695

Source: FDOT Office of the Comptroller.

4.6 TRAFFIC, REVENUE AND EXPENSE FORECASTS

The ratio between historical traffic growth and population growth was used along with projected population growth to estimate future traffic growth on the Pinellas Bayway System. Historical population growth focused on Pinellas County, which has a significant impact on the facility.

From FY 2002 through FY 2012, the annual traffic growth rate on the Pinellas Bayway System was negative at -0.5 percent, whereas, the historical annual population growth rate for the same period has shown no growth. Additionally, over the past few years traffic growth has started to decline as a result of the economic recession. According to the latest economic

outlook prepared by the Florida Legislature Office of Economic and Demographic Research in July 2012, Florida's growth rate is gradually returning to more typical levels but will take a few more years to fully recover from the last recession.

Future population estimates have been calculated based on medium projections from the most recent publication by the Bureau of Economic and Business Research (BEBR), College of Business Administration at the University of Florida. The corresponding estimated annual population growth rate through 2020 for Pinellas County is -0.3 percent. (Historical and projected population growth rates for Pinellas County were previously shown in **Table 1.4**.) The historical ratio of traffic growth to population growth was applied to projected population growth rates to obtain a general guideline to estimate future annual traffic growth on the Pinellas Bayway System. Given the built-out nature of Pinellas County and the future low population growth estimates, for the ten-year forecast period, traffic is estimated to grow at 0.2 percent on an annual basis. Traffic profiles are provided in **Appendix B**, showing two-way AADT on each segment of the system, for FY 2012 through FY 2023.

The traffic and gross toll revenue forecasts for FY 2013 through FY 2023 are shown in **Table 4.10**. The forecast

Table 4.10
Pinellas Bayway System
Traffic and Gross Toll Revenue Forecasts
FY 2013 through FY 2023

Fiscal Year	Total Traffic	Toll Revenue (\$000)				Toll Revenue Comparisons (\$000)		
		Revenue with Constant Tolls ⁽¹⁾	Indexing Impact	SunPass Discount Impact	Gross Toll Revenue	2011 Annual Report Forecast	Variance	
							Amount	Percent
2013	8,891	\$3,280	\$650	\$18	\$3,912	\$4,352	(\$440)	(10.1%)
2014	9,024	3,330	614	19	3,925	4,361	(436)	(10.0)
2015	9,254	3,532	626	19	4,139	4,368	(229)	(5.2)
2016	9,576	3,750	645	19	4,376	4,378	(2)	(0.0)
2017	9,661	3,823	646	18	4,451	4,390	61	1.4
2018	9,571	3,858	960	18	4,800	4,699	101	2.1
2019	9,664	3,888	972	18	4,842	4,728	114	2.4
2020	9,708	3,919	986	18	4,887	4,760	127	2.7
2021	9,733	3,947	1,004	18	4,933	4,820	113	2.3
2022	9,788	3,975	1,051	19	5,007	4,884	123	2.5
2023	9,764	4,003	1,100	19	5,084	N/A	N/A	N/A

Note: Total traffic corresponds to the gross toll revenue.
N/A The FY 2011 Traffic Engineer's Annual Report forecast went through FY 2022.
(1) Toll revenue forecast without indexing.

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table includes the impact that indexing will have on revenue. The gross toll revenue forecast through FY 2015 was decreased from the forecast presented in the 2011 Annual Report due to higher than expected impact of construction activities from the bridge replacement project. The initial impact of indexing on the facility through August 2012 show a 2 percent decline in traffic and 18 percent increase in revenue. The effective toll increase was 48 percent. In addition, it is expected that “N Minus 1” conversion on the Pinellas Bayway will have a very small effect on revenues, due to the fact that multi-axle vehicles on the facility represent approximately one percent of total traffic. Transactions in FY 2013 and FY 2018 are expected to decrease slightly as a result of indexing. A summary of the economic factors affecting traffic and revenue is included in the **Overview** chapter of this report. In addition, **Appendix A** includes future indexed toll rate schedules.

Projected operating and maintenance expenses during the same forecast period are shown in **Table 4.11**. The operating expenses in FY 2013 represent the budget in the amount of approximately \$2.0

million. (**Appendix C** contains a detailed description of the FY 2013 operating expense budget.) Estimated FY 2013 operating expenses increased approximately \$159 thousand over actual FY 2012 levels due, in part, to an expected increase in toll equipment maintenance and repair costs. Subsequent to FY 2013, operating expenses are projected to grow at 3.5 percent annually. The routine maintenance expense forecast is based on Asset Maintenance Contract expenses programmed in work program through FY 2018. Subsequent to FY 2018, routine maintenance expenses were increased at 3.5 percent annually. In addition, estimated costs for work not performed under the Asset Maintenance Contract are based on FY 2012 results increased for inflation at 3.5 percent annually.

Periodic maintenance expenses are based on information provided by the Office of Project Finance for the 5-year Work Program. Total operating and maintenance expenses are projected to increase from \$2.8 million in FY 2013 to over \$8 million in FY 2023.

4.7 RESERVE CONSTRUCTION ACCOUNT

Pursuant to legislation passed in 1985 (Chapter 85-364, Laws of Florida) and revised in 1995 (Chapter 95-382, Laws of Florida), toll collection on the Pinellas Bayway System has continued since the retirement of all outstanding bonds. Tolls collected were designated by the legislation for certain improvement projects: Phase I construction, Phase II construction and the Blind Pass Road widening.



Table 4.11
Pinellas Bayway System
Projected Operating and Maintenance
Expenses (\$000)
FY 2013 through FY 2023

Fiscal Year	Operating Expense	Maintenance Expenses		Total O&M Expenses
		Routine	Periodic ⁽¹⁾	
2013	\$1,965	\$706	\$101	\$2,772
2014	2,034	717	529	3,280
2015	2,105	718	3,138	5,961
2016	2,179	715	5,948	8,842
2017	2,255	735	3,685	6,675
2018	2,334	755	3,814	6,903
2019	2,415	781	3,947	7,143
2020	2,500	809	4,086	7,395
2021	2,588	837	4,229	7,654
2022	2,678	866	4,377	7,921
2023	2,772	897	4,530	8,199

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2013.

(1) Periodic maintenance expenses include expenditures for toll plaza renovations, replacement of the west toll plaza, SunPass dedicated lane extension at the main plaza and various other improvements as part of the 5-year Work Program and are reported on a cash basis. Periodic maintenance expenses beyond FY 2017 have not been fully programmed, however, a minimum level of preservation (excluding extraordinary expenses such as resurfacing, etc.) has been estimated based on historical costs.

Table 4.12 shows the status of the costs related to the Phase II construction and the Blind Pass Road widening as of June 30, 2012.

Table 4.12
Pinellas Bayway System
Financial Status of Construction
Projects (\$000)

Project	Estimated Project Cost	Cumulative Disbursements through June 30, 2012
Blind Pass Road	\$19,633	\$18,470
Phase II	51,944	14,512
Total	\$71,577	\$32,982

Source: FDOT Office of the Comptroller.

As indicated in **Figure 4.3**, the Phase II and Blind Pass Road projects are being funded by a reserve construction account established by the Department to accumulate toll revenues after the payment of operating expenses. During FY 1995, the Department entered into an agreement with the Department of Financial Services, Division of Treasury, to maintain and invest the reserve construction account. All interest earnings accumulate in this account and assist in funding the projects.

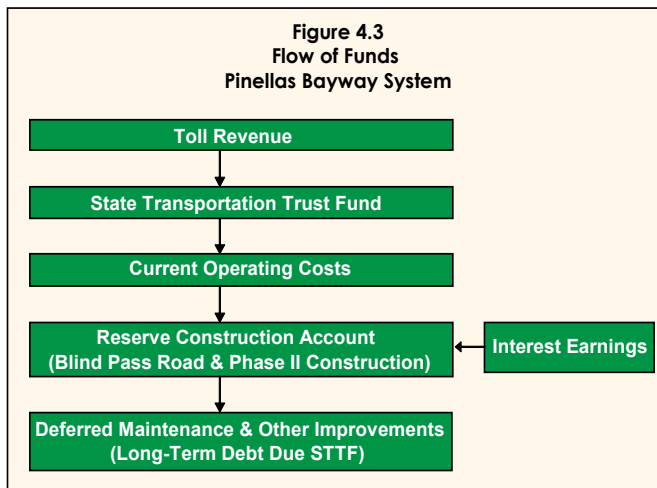
A summary of the activity in the reserve account during FY 2012 is shown in **Table 4.13**. Additions to the reserve account primarily consist of net toll revenues (toll revenues less operating expenses) and interest earnings on the account. Reductions are reimbursements to the State Transportation Trust Fund related to the Blind Pass Road and Phase II construction projects.

Table 4.13
Pinellas Bayway System
Analysis of Reserve Construction
Account (\$000)
FY 2012

Transaction		Amount
Balance, beginning of year		\$43,716
Additions		2,847
Reductions	Phase II Construction	832
Balance, end of year		\$45,731

Source: FDOT Office of the Comptroller (reported on a cash basis).

Figure 4.3
Flow of Funds
Pinellas Bayway System



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SUNSHINE SKYWAY BRIDGE

5.1 BACKGROUND

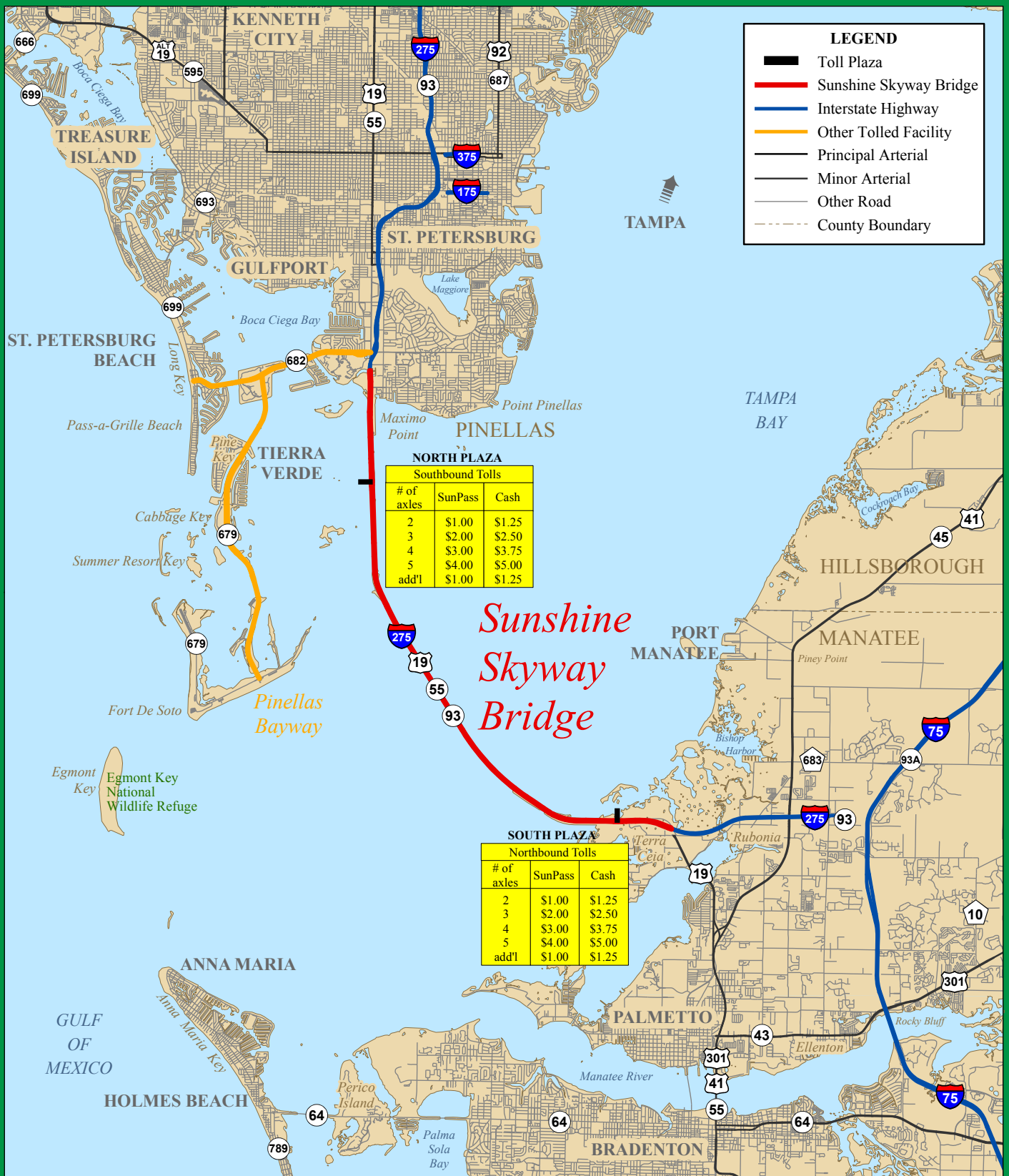
The original Sunshine Skyway Bridge opened in 1954 and was constructed as a two-lane toll project crossing Tampa Bay from US 19 at Maximo Point in Pinellas County to US 41, north of Palmetto in Manatee County. The facility was 15.1 miles in length and consisted of 10.2 miles of embankment and five bridges having a combined length of 4.9 miles. The facility underwent an expansion project to add two additional lanes on the existing causeways, an additional two-lane trestle bridge and a high-level bridge parallel to the existing main bridge span that opened in 1970.

Over the years, several accidents occurred, involving maritime shipping freighters traversing the channel between Tampa Bay and the Gulf of Mexico. These accidents were attributed, in part, to the positioning of the piers of the high-level structure over the navigation channel. On May 9, 1980, a freighter collided with one of the piers of the main span structure carrying the southbound roadway, causing a section of the center span to collapse into Tampa Bay. In order to maximize safe vehicular and maritime passage in the area, the Department constructed the new Sunshine Skyway Bridge as a single four-lane high-level structure, east of the original

bridge, providing greater horizontal clearances between the main piers and an increased vertical height. The new 17.4-mile bridge opened to traffic in 1987 with one mainline plaza located at each end of the facility. The new bridge consists of 13.3 miles of embankment and causeway, which makes the actual bridge approximately 4.1 miles in length. The cost to replace the bridge was approximately \$232 million. Funds to replace the bridge were provided from various sources including insurance recoveries, federal emergency relief and interstate funds, state funds and a \$36 million bond issue in 1984. In honor of former Florida governor, Bob Graham, who spearheaded the state-of-the-art design of the new bridge, the Sunshine Skyway Bridge was designated the Bob Graham Sunshine Skyway Bridge effective July 1, 2005 (FY 2006) with the signing of House Bill 385.

Tolls at the northern plaza in Pinellas County are collected in the southbound direction only, while tolls at the southern plaza in Manatee County are collected in the northbound direction. Toll rates were increased on the facility in July 1982 (FY 1983). In June 2012 (FY 2012) a toll rate increase was implemented for all customers on Sunshine Skyway Bridge, as mandated by the Florida Legislature. Toll rates for two-axle vehicles increased from \$1.00 to \$1.25 for non-SunPass customers and from \$0.75 to \$1.00 for SunPass customers. At the same time, the method used to calculate toll rates for three or more axle vehicles was changed from a per-axle basis to "N Minus 1" to be consistent with the methodology used on other department facilities and the Turnpike System. In this method, the truck toll equals the passenger car toll multiplied by the number of axles minus one. As such, the toll for three axle trucks is now \$2.00 for SunPass and \$2.50 for non-SunPass customers. SunPass customers with three or more axle vehicles continue to receive a 10% discount after a threshold of 40 monthly transactions is reached.





SOURCE:
Florida Department of
Transportation 2012;
NAVTEQ 2011

Figure 5.1
Sunshine Skyway Bridge

0 1 2 3 4 5 Miles

Produced by:
URS Corporation



The bridge is part of the Strategic Intermodal System (SIS), designated as I-275, and is managed and operated by the Department. The Department provides for toll collection and maintenance of the facility, but may assign or contract these operations to a third party. **Figure 5.1** shows a detailed map of the facility.

Historically, traffic and revenue on the Sunshine Skyway Bridge have increased over the years. In FY 2002, total transactions were approximately 16.1 million, and toll revenues were approximately \$15.9 million. In FY 2012, total transactions increased to 18.2 million, while toll revenues increased to approximately \$16.6 million. Annual transactions and revenue for the facility from FY 2002 through FY 2012 are presented in **Table 5.1**. Over the course of the past 10 years, traffic on the facility has grown at an annual compounded rate of 1.2 percent. Correspondingly, toll revenues have increased by 0.4 percent annually. The decline in traffic and revenue in FY 2008 and FY 2009 can primarily be attributed to the economic recession. Compared to FY 2011, FY 2012 transactions and revenue both increased by approximately

0.8 percent. This minimal growth is due to the continued effects of the recession. The economic factors affecting traffic and revenue are discussed further in the **Overview** chapter of this report.

Historical operating and routine maintenance expenses from FY 2002 through FY 2012 are presented in **Table 5.2**. Operating expenses have

Table 5.2
Sunshine Skyway Bridge
Historical Operating and Routine
Maintenance Expenses (\$000)
FY 2002 through FY 2012

Fiscal Year	Operating Expense	Routine Maintenance Expense	Total O&M Expenses
2002	3,249	1,233	4,482
2003	3,171	943	4,114
2004	3,683	1,195	4,878
2005	3,395	1,722	5,117
2006	3,879	879	4,758
2007	5,340	1,686	7,026
2008	5,185	1,582	6,767
2009	5,129	2,165	7,294
2010	4,793	1,575	6,368
2011	5,074	2,475	7,549
2012	4,930	1,770	6,700

Source: FDOT Office of the Comptroller.

Table 5.1
Sunshine Skyway Bridge
Historical Transactions and Revenue Growth
FY 2002 through FY 2012

Fiscal Year	Transactions (000)				Toll Revenue ⁽¹⁾ (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2002	16,015	35	16,050	-	15,933	-	0.993
2003	16,463	43	16,506	2.8	16,251	2.0	0.985
2004	17,682	42	17,724	7.4	17,230	6.0	0.972
2005	17,708	397	18,105	2.1	17,053	(1.0)	0.942
2006	18,694	30	18,724	3.4	17,798	4.4	0.951
2007	18,748	12	18,760	0.2	17,758	(0.2)	0.947
2008	18,192	15	18,207	(2.9)	17,025	(4.1)	0.935
2009	17,607	32	17,639	(3.1)	16,212	(4.8)	0.919
2010	17,764	22	17,786	0.8	16,310	0.6	0.917
2011	17,974	31	18,005	1.2	16,427	0.7	0.912
2012	18,102	48	18,150	0.8	16,555	0.8	0.912

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

Note: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll (i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributable to hurricanes.

(1) Toll revenue reported net of the SunPass discount since FY 2001.

increased from \$3.2 million in FY 2002 to \$4.9 million in FY 2012. This increase represents an annual compounded growth rate of 4.3 percent. The significant increase in operating expenses from \$3.9 million in FY 2006 to over \$5.3 million in FY 2007 is due to an increase in insurance costs after the FY 2006 hurricane season. FY 2012 operating expenses decreased \$144 thousand, or 2.8 percent, from FY 2011. This decrease was primarily related to a decrease in transponder purchases, credit card fees, insurance premiums and utilities.

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Beginning in February 2004, inspection and maintenance of the Sunshine Skyway Bridge is performed under a private Asset Maintenance Contract with the Department providing oversight through its Asset Management Coordinator. FY 2012 routine maintenance expenses decreased 28.5 percent over FY 2011 levels primarily due to a decrease in the amount of work performed under the Asset Maintenance Contract, and a decrease in toll facility maintenance costs. Total operating and routine maintenance expenses on the facility have increased from \$4.5 million in FY 2002 to \$6.7 million in FY 2012. In addition, renewal and replacement and capital improvement periodic costs totaling \$4.6 million were incurred in FY 2012 primarily for bridge repairs and rehabilitation.

5.2 FY 2012 TRANSACTIONS AND TOLL REVENUES

Monthly transactions and toll revenue on the Sunshine Skyway Bridge during FY 2012 are presented in **Table 5.3** for the north and south mainline plazas. There were approximately 9.2 million transactions at the north plaza and approximately 9.0 million

transactions at the south plaza, for a total of 18.2 million transactions during FY 2012. The corresponding annual revenue was \$8.4 million at the north plaza and \$8.2 million at the south plaza, for a total of approximately \$16.6 million during FY 2012. The third quarter experienced the largest amount of transactions and revenue in FY 2012, with March being the busiest month.

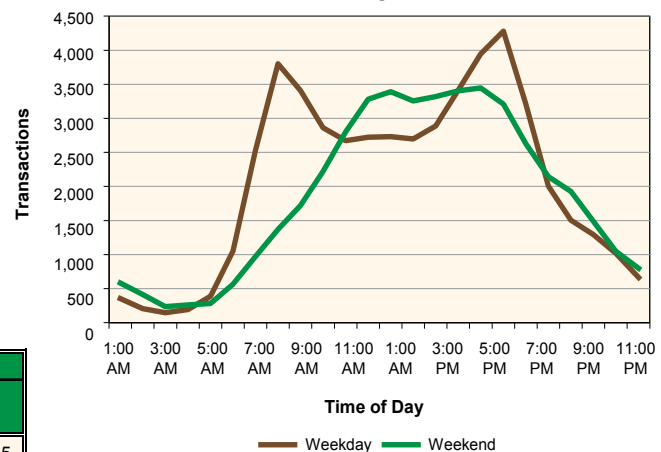
Graph 5.1 shows the number of hourly weekday and weekend transactions of a typical week during FY 2012 for both northbound and southbound traffic combined. During weekdays from 7:00 a.m. to 7:00 p.m. traffic levels are over 2,700 vehicles per hour. The weekday traffic on the facility has a morning peak from 7:00 a.m. to 10:00 a.m. and an evening peak from 4:00 p.m. to 7:00 p.m., reflecting the pres-

Table 5.3
Sunshine Skyway Bridge
Monthly Transactions and Toll Revenue
FY 2012

Month	Transactions (000)			Toll Revenue (\$000)		
	North Plaza	South Plaza	Total	North Plaza	South Plaza	Total
July 2011	739	726	1,465	\$674	\$661	\$1,335
August	724	712	1,436	657	644	1,301
September	694	680	1,374	627	614	1,241
1st Quarter Total	2,157	2,118	4,275	1,958	1,919	3,877
October	739	719	1,458	670	658	1,328
November	746	733	1,479	678	667	1,345
December	770	750	1,520	702	682	1,384
2nd Quarter Total	2,255	2,202	4,457	2,050	2,007	4,057
January 2012	760	748	1,508	690	679	1,369
February	796	779	1,575	726	711	1,437
March	921	898	1,819	843	824	1,667
3rd Quarter Total	2,477	2,425	4,902	2,259	2,214	4,473
April	812	803	1,615	740	733	1,473
May	784	772	1,556	710	696	1,406
June	682	663	1,345	643	626	1,269
4th Quarter Total	2,278	2,238	4,516	2,093	2,055	4,148
Annual Total	9,167	8,983	18,150	\$8,360	\$8,195	\$16,555

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.
Note: Transactions represent toll-paying and non-revenue traffic at mainline plazas.

Graph 5.1
Sunshine Skyway Bridge
Typical Hourly Transactions
FY 2012



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, May 07, 2012.

ence of commuters on the facility. On weekends, there is no clear morning or evening peak periods indicating that a large number of non-commuters use the facility (e.g., interstate travel influence).

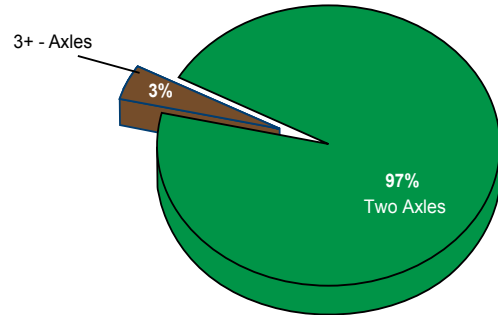
The FY 2012 monthly transaction variation is analyzed in **Table 5.4**. Annual average daily transactions (AADT) on the Sunshine Skyway Bridge for FY 2012 was 49,600. The peak season occurred from February through April, with March being the highest month at 18 percent above average for the facility. This is expected, as traffic during March in southwest Florida tends to exceed the average due to tourists and seasonal residents. June was the lowest month at 10 percent below average. Historically, the month of September has the fewest transactions; however, June's low average can be attributed to the three-day closure of the Sunshine Skyway Bridge due to Tropical Storm Debby. The impacts of the tropical storm are discussed further in **Section 5.4**.

Table 5.4
Sunshine Skyway Bridge
Seasonal Transaction Variation
FY 2012

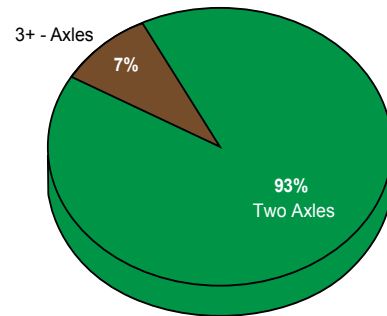
Month	Average Daily Transactions			Seasonal Factor
	North Plaza	South Plaza	Total	
July 2011	23,800	23,400	47,200	0.95
August	23,300	23,000	46,300	0.93
September	23,100	22,700	45,800	0.92
October	23,800	23,200	47,000	0.95
November	24,900	24,400	49,300	0.99
December	24,900	24,200	49,100	0.99
January 2012	24,500	24,100	48,600	0.98
February	27,400	26,800	54,200	1.09
March	29,700	29,000	58,700	1.18
April	27,100	26,800	53,900	1.09
May	25,300	24,900	50,200	1.01
June	22,700	22,100	44,800	0.90
AADT	25,000	24,600	49,600	1.00

The traffic and revenue contributions from trucks on the Sunshine Skyway Bridge are shown in **Graph 5.2**. For FY 2012, trucks accounted for 3 percent of the traffic on the facility but accounted for 7 percent of the total revenue. In terms of actual revenue contributions, vehicles with three or more axles provided approximately \$1.2 million, while two-axle vehicles comprised the remaining \$15.4 million.

Graph 5.2
Sunshine Skyway Bridge
Transactions by Axle Class
FY 2012



Revenue Contribution by Axle Class
FY 2012



5.3 SUNPASS

SunPass was installed at the north and south plazas on the Sunshine Skyway Bridge on August 19, 2000 (FY 2001). SunPass implementation included the conversion of three of the six tolled lanes at each of the plazas to SunPass. Currently, there is a dedicated SunPass lane at each plaza and two mixed-use lanes, serving both cash and SunPass users. The remaining three lanes at each plaza are currently manned but will be able to accommodate future conversion to mixed-use or dedicated SunPass lanes if needed (see **Appendix A** for the lane configurations).

Historically, the Sunshine Skyway Bridge offered discounts to drivers in the form of tokens. Until October 2000, tokens were available for two-axle vehicles only and were sold in rolls of 40 coins for \$30 (a revenue value of \$0.75 for each), representing a discount

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of 25 percent compared to cash payments. The discount program now operates through SunPass, and therefore, cash customers do not receive a discount.

Drivers of two-axle vehicles with a SunPass transponder pay \$0.25 less than cash drivers. As stated before, SunPass customers with three or more axle vehicles receive a 10 percent retroactive discount when they reach a threshold of 40 monthly toll payments. The Pinellas Bayway System also participates in the discount program. Drivers who make toll payments on this facility are credited for these payments toward the threshold. SunPass discounts on the Sunshine Skyway Bridge totaled \$12.5 thousand in FY 2012.

Table 5.5 shows the percentage of transactions by payment method on the Sunshine Skyway Bridge. Non-SunPass transactions amounted to approximately 9.3 million, or 51 percent of all transactions; whereas, SunPass transactions totaled nearly 8.9 million, or 49 percent of all transactions on the facility. Over the course of FY 2012, the monthly SunPass transaction percentage ranged from approximately 45 to 52 percent.

Table 5.5
Sunshine Skyway Bridge
Transactions by Payment Method
FY 2012

Month	Transactions (000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	703	762	1,465	48.0%
August	732	704	1,436	51.0
September	710	664	1,374	51.7
October	728	730	1,458	49.9
November	726	753	1,479	49.1
December	727	793	1,520	47.8
January 2012	733	775	1,508	48.6
February	741	834	1,575	47.0
March	825	994	1,819	45.4
April	775	840	1,615	48.0
May	792	764	1,556	50.9
June	679	666	1,345	50.5
Total	8,871	9,279	18,150	
Percentage	48.9%	51.1%	100.0%	

Source: Turnpike Enterprise Finance Office.

Note: Cash transactions represent toll-paying and non-revenue transactions.

Revenue attributable to SunPass was approximately \$7.2 million, representing approximately 43 percent of the total system revenue in FY 2012. Toll revenue is reported net of the SunPass discount. Non-SunPass constituted the remaining 57 percent (\$9.4 million) of revenue. Monthly SunPass revenue percentages ranged from 40 to approximately 46 percent during the year. **Table 5.6** shows the gross toll revenue by payment method.

Table 5.6
Sunshine Skyway Bridge
Gross Toll Revenue by Payment Method
FY 2012

Month	Gross Toll Revenue (\$000)			Percent SunPass
	SunPass	Non-SunPass	Total	
July 2011	\$566	\$769	\$1,335	42.4%
August	592	709	1,301	45.5
September	573	668	1,241	46.2
October	592	736	1,328	44.6
November	585	760	1,345	43.5
December	586	798	1,384	42.3
January 2012	592	777	1,369	43.2
February	599	838	1,437	41.7
March	664	1,003	1,667	39.8
April	625	848	1,473	42.4
May	641	765	1,406	45.6
June	575	694	1,269	45.3
Total	\$7,190	\$9,365	\$16,555	
Percentage	43.4%	56.6%	100.0%	

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

5.4 NOTEWORTHY EVENTS

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. Pursuant to this requirement, effective on June 24, 2012 (FY 2012), the two-axle cash toll collected on the Sunshine Skyway Bridge increased to \$1.25 and the SunPass toll increased to \$1.00.

In order to facilitate public involvement, the Turnpike conducted an indexing workshop on September 13, 2011 and also a public hearing on October 25, 2011 in Tampa, FL. The indexing workshop and public hearing were also available through a webinar for those unable to attend in person.

The initial traffic and revenue impacts for the two-month period after the June 24th toll rate adjustment show a minimal decline in traffic of 2 percent and an increase in revenue of 23 percent. The weighted average toll increase was 25 percent. Traffic elasticity, which measures the tendency of drivers to leave the facility in response to the increased tolls, is calculated to be relatively low at -0.08. Details of the traffic and revenue impacts are included in the **Overview** chapter.

As previously mentioned, Tropical Storm Debby closed the Sunshine Skyway Bridge for nearly three days due to excessive high winds associated with the storm. The bridge was closed in the afternoon on June 24, 2012 and reopened in the early morning hours on June 27, 2012. Estimated revenue losses from this temporary closure are approximately \$138 thousand.

5.5 FY 2012 EXPENSES AND LIABILITIES

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2012 is shown in **Table 5.7**.

Table 5.7
Sunshine Skyway Bridge
Operating and Routine Maintenance
Expenses (\$000)
FY 2012

Type of Expense	Budget	Actual	Over/ (Under)	Variance
Operating	\$5,194	\$4,930	(\$264)	(5.1%)
Routine Maintenance	1,539	1,770	231	15.0
Total	\$6,733	\$6,700	(\$33)	(0.5%)

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2011 Enterprise Toll Operations Traffic Engineer's Annual Report.



Actual FY 2012 operating expenses were 5.1 percent lower than the FY 2012 operating budget. This variance is primarily due to a decrease in insurance premiums and credit card fees. Routine maintenance expenses were approximately 15.0 percent higher than the FY 2012 budget amount primarily due to a general increase in routine maintenance needed on the facility compared to what was originally budgeted. Overall, actual FY 2012 operating and routine maintenance expenses were 0.5 percent lower than the budget.

The Sunshine Skyway Bridge has two liabilities that are payable to the Department. Any expenditure for improvements or new projects on the Sunshine Skyway Bridge is first added to this liability. Then, net toll revenues are used to reduce the liability. An analysis of the FY 2012 liability for facility costs is presented in **Table 5.8**.

Table 5.8
Sunshine Skyway Bridge
STTF Advances for Facility Costs (\$000)
FY 2012

Transaction	Amount
Balance, beginning of year	\$3,916
Additions ⁽¹⁾	4,560
Reductions ⁽²⁾	3,916
Balance, end of year	\$4,560

Source: FDOT Office of the Comptroller.

(1) Additions represent costs incurred in the FY being reported.

(2) Reductions represent costs from prior FY that were reimbursed in the FY being reported.

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Analysis of the second liability that was established to defer costs for off-system improvements is presented in **Table 5.9**. Off-system capital projects, including the Selmon Crosstown/I-4 Connector, SR 64 widening, US 19 interchange and the Manatee County automated traffic management system will initially be funded by the STTF. However, pursuant to Section 338.165 (4), Florida Statutes, the Department is authorized to issue bonds backed by Sunshine Skyway Bridge toll revenues to help fund a portion of these needed transportation projects located in Manatee, Hillsborough and Pinellas Counties.

Table 5.9
Sunshine Skyway Bridge
Deferred STTF Advances for Off-System
Improvements (\$000)
FY 2012

Transaction	Amount
Balance, beginning of year	\$49,500
Additions	1,127
Reductions	5,662
Balance, end of year	\$44,965

Source: FDOT Office of the Comptroller.

5.6 TRAFFIC, REVENUE AND EXPENSE FORECASTS

The ratio between historical traffic growth and population growth was used along with projected population growth to estimate future traffic on the Sunshine Skyway Bridge. Historical population growth focused on the five counties that have a significant regional impact on the facility. These counties are Hillsborough, Manatee, Pasco, Pinellas and Sarasota. Since the facility is part of the Strategic Intermodal System, the statewide growth in population was also considered.

From FY 2002 to FY 2012, the annual traffic growth rate on the Sunshine Skyway Bridge was approximately 1.5 percent, whereas, the historical annual population growth rate for the same period for the

five counties was 1.0 percent. As such, traffic growth has been exceeding population growth by approximately 1.5 times. However, over the past few years, traffic growth has started to decline as a result of the economic recession. According to the latest economic outlook prepared by the Florida Legislature Office of Economic and Demographic Research in July 2012, Florida's growth rates are gradually returning to more typical levels but will take a few more years to fully recover from the last recession.

Future population estimates have been calculated based on medium projections from the most recent publication by the Bureau of Economic and Business Research (BEBR), College of Business Administration at the University of Florida. The corresponding estimated annual population growth rate through 2020 for the five counties is 1.1 percent. (Historical and projected population growth rates for the five counties were previously shown in **Table 1.4**.) The historical ratio of traffic growth to population growth was applied to projected population growth rates to obtain a general guideline to estimate future annual traffic growth on the Sunshine Skyway Bridge. Traffic is estimated to grow at 1.7 percent on an annual basis. Traffic profiles are provided in **Appendix B**, showing two-way AADT on the facility for FY 2012 through FY 2023.

The traffic and gross toll revenue forecasts for FY 2013 through FY 2023 are shown in **Table 5.10**. The gross toll revenue forecast for this ten-year period was slightly below the forecast presented in the 2011 Annual Report due to the fact that FY 2012 actual revenues were lower than last year's forecast, and because traffic elasticity from the recent toll increase is slightly higher than anticipated. Transactions in FY 2013 and FY 2018 are expected to decrease slightly as a result of indexing. A summary of the economic factors affecting traffic and revenue is included in the **Overview** chapter of this report. In addition, **Appendix A** includes future indexed toll rate schedules.

Table 5.10
Sunshine Skyway Bridge
Traffic and Gross Toll Revenue Forecasts
FY 2013 through FY 2023

Fiscal Year	Total Traffic	Toll Revenue (\$000)				Toll Revenue Comparisons (\$000)		
		Revenue with Constant Tolls ⁽¹⁾	Indexing Impact	SunPass Discount Impact	Gross Toll Revenue	2011 Annual Report Forecast	Variance	
							Amount	Percent
2013	17,340	\$16,821	\$4,329	\$13	\$21,137	21,686	(\$549)	(2.5%)
2014	17,870	17,309	4,719	14	22,014	22,499	(485)	(2.2)
2015	18,532	17,916	5,180	15	23,081	23,309	(228)	(1.0)
2016	19,024	18,364	5,611	16	23,959	24,136	(177)	(0.7)
2017	19,515	18,806	6,068	17	24,857	24,956	(99)	(0.4)
2018	19,130	19,238	7,976	17	27,197	27,291	(94)	(0.3)
2019	19,497	19,605	8,490	19	28,076	28,134	(58)	(0.2)
2020	19,877	19,978	9,082	20	29,040	29,061	(21)	(0.1)
2021	20,255	20,358	9,883	21	30,220	30,241	(21)	(0.1)
2022	20,627	20,725	10,733	22	31,436	31,451	(15)	(0.0)
2023	21,003	21,099	11,605	23	32,681	N/A	N/A	N/A

Note: Total traffic corresponds to the adjusted gross toll revenue.
N/A The FY 2011 Traffic Engineer's Annual Report Forecast went through FY 2022.
(1) Toll revenue forecast without indexing.

The projected operating and maintenance expenses for FY 2013 through FY 2023 are shown in **Table 5.11**. The operating expenses in FY 2013 represent the budget amount for that fiscal year (see **Appendix C** for a detailed description of the FY 2013 operating expense budget). The budget amount of \$5.3 million is 6.7 percent higher than FY 2012 actual operating expenses. The expected increase is due primarily to

an increase in utilities and toll plaza operating contracts. Subsequent to FY 2013, operating expenses are projected to grow at 3.5 percent annually to account for inflation.

The routine maintenance expense forecast is based on the Asset Maintenance Contract through FY 2015. Subsequent to FY 2015, routine maintenance expenses have been increased 3.5 percent annually and take into account biennial bridge inspection expenses. Additional maintenance expenses not covered under the Asset Maintenance Contract are budgeted based on actual FY 2012 expenses increased by 3.5 percent annually.

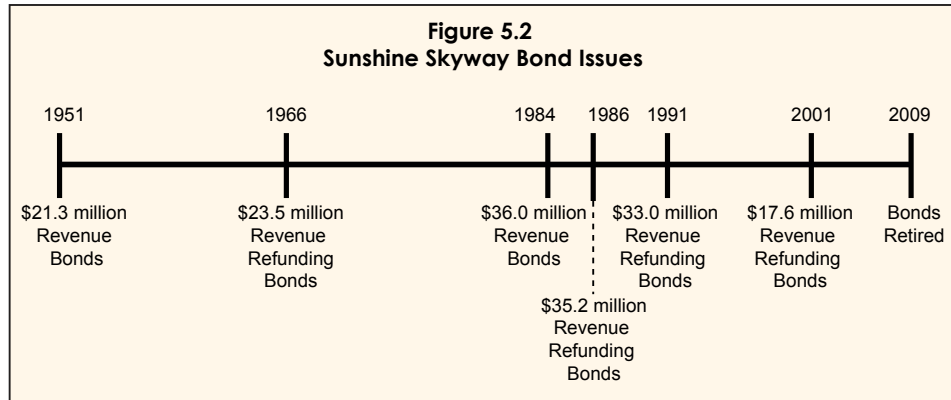
Table 5.11
Sunshine Skyway Bridge
Projected Operating and Maintenance Expenses (\$000)
FY 2013 through FY 2023

Fiscal Year	Operating Expense	Routine Maintenance Expense	Total Operating & Routine Maintenance Expenses	Periodic Maintenance Expense ⁽¹⁾	Total O&M Expenses
2013	\$5,261	\$2,451	\$7,712	\$1,288	\$9,000
2014	5,445	1,861	7,306	3,085	10,391
2015	5,636	2,543	8,179	3,508	11,687
2016	5,833	1,993	7,826	6,191	14,017
2017	6,037	2,724	8,761	5,122	13,883
2018	6,248	2,135	8,383	5,301	13,684
2019	6,467	2,918	9,385	5,487	14,872
2020	6,693	2,287	8,980	5,679	14,659
2021	6,928	3,126	10,054	5,878	15,932
2022	7,170	2,450	9,620	6,083	15,703
2023	7,421	3,348	10,769	6,296	17,065

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2013.
(1) Periodic maintenance expenses include bridge repairs, bridge painting, Florida Highway Patrol services and other Department-funded improvements included in the 5-year Work Program and are reported on a cash basis. Periodic maintenance expenses beyond FY 2017 have not been fully programmed, however, a minimal level of preservation (excluding extraordinary expenses such as major bridge repairs) has been estimated based on FY 2017 expenses increased at 3.5 percent annually.

Periodic maintenance expenses were provided by the Department's Office of Project Finance and are based on estimated expenditures for projects included in the Work Program and include bridge repairs, bridge painting and other Department-funded improvements.

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Note: A list of projects funded by each bond issue is included in **Table 1.5** of this report.

A timeline of Sunshine Skyway bond issues is shown in **Figure 5.2**. On June 30, 2009 (FY 2009) the Sunshine Skyway Refunding Revenue Bonds, Series 2001 issue was retired; therefore, there are no outstanding bonds on the Sunshine Skyway at this time.

Table 5.12 shows the projected net toll revenues through FY 2023. Net toll revenues consist of gross toll revenue less operating expense and routine and periodic maintenance expenses. The projected net revenues for the facility are estimated to increase from \$12.1 million in FY 2013 to \$15.6 million in FY 2023.

Net revenues are currently being used to reimburse STTF for system related costs and non-system related costs (long term debt).

Table 5.12
Sunshine Skyway Bridge
Net Toll Revenue Forecast (\$000)
FY 2013 through FY 2023

Fiscal Year	Adjusted Gross Toll Revenue	Total O&M Expenses	Net Toll Revenue
2013	\$21,137	\$9,000	\$12,137
2014	22,014	10,391	11,623
2015	23,081	11,687	11,394
2016	23,959	14,017	9,942
2017	24,857	13,883	10,974
2018	27,197	13,684	13,512
2019	28,076	14,872	13,204
2020	29,040	14,659	14,381
2021	30,220	15,932	14,288
2022	31,436	15,703	15,733
2023	32,681	17,065	15,616

95 EXPRESS

6.1 BACKGROUND

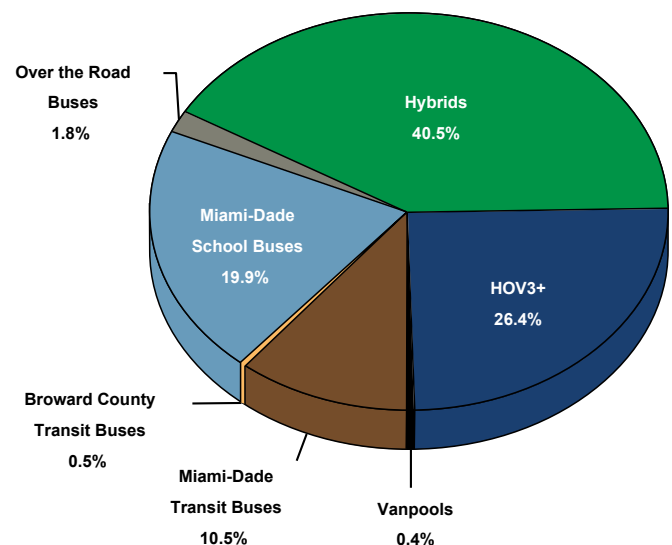
95 Express is a facility that provides limited access express lanes for drivers traveling north and south on 95 from I-395 in downtown Miami to Broward Boulevard in Fort Lauderdale. The facility is a Design/Build project developed in partnership between USDOT, FDOT Districts Four and Six, Florida's Turnpike Enterprise, the Miami-Dade and Broward Metropolitan Planning Organizations (MPO), Miami-Dade Expressway Authority, Miami-Dade and Broward County Transit and South Florida Commuter Services.

In 2007, District Six applied for and received \$62.9 million in federal funding from the U.S. Department of Transportation Urban Partnership Agreement (UPA) program to assist in implementing 95 Express. Phase 1A of the project, which began toll collection in December 2008 (FY 2009), includes the 7-mile northbound direction only from SR 112 to the Golden Glades interchange just north of 151st Street in Miami-Dade County. Phase 1B, which began toll collection in January 2010 (FY 2010), includes the southbound direction from the Golden Glades interchange to just south of S.R. 836. This phase also extends the northbound express lanes further to the south from SR 112 to I-395. The express lanes are currently 7.3 miles in both directions. Phase 2 of the project, which is under construction, will extend the express lanes 13 miles in both directions to provide continuous mobility between I-395 and Broward Boulevard in Broward County. Current studies are underway to further extend the 95 Express project north by an additional 25 miles to Linton Boulevard in Palm Beach County. As a result, the full length of the express lane system on I-95 could eventually exceed 45 miles. **Figure 6.1** shows a map of 95 Express and **Figure 6.2** shows the entry/exit locations along the project.

The express lanes operate as High Occupancy Toll (HOT) lanes for passenger vehicles only (no trucks)

and are designed to alleviate traffic congestion on the heavily traveled section of 95. HOV 3+ (high occupancy vehicles, or carpools, of three or more passengers), South Florida vanpools, hybrid vehicles, Miami-Dade and Broward County transit buses, Miami-Dade and Broward County public school buses and over-the-road motor coaches can drive toll-free on the facility by registering with South Florida Commuter Services (SFCS), the regional commuter assistance program funded by the Florida Department of Transportation. Motorcycles and emergency vehicles are also allowed to travel toll-free on the facility but are not required to register with SFCS. As of June 2012, approximately 8.8 thousand vehicles were registered with SFCS. **Graph 6.1** shows the percentage of exempt vehicle registrations by type for FY 2012.

Graph 6.1
95 Express
Exempt Vehicle Registrations to Date by Type
FY 2012



95 Express was converted from High Occupancy Vehicle lanes to a tolled facility in order to utilize the excess capacity available in these lanes to relieve congestion in the general purpose lanes. Therefore,



SOURCE:
Florida Department
of Transportation 2012;
NAVTEQ 2011

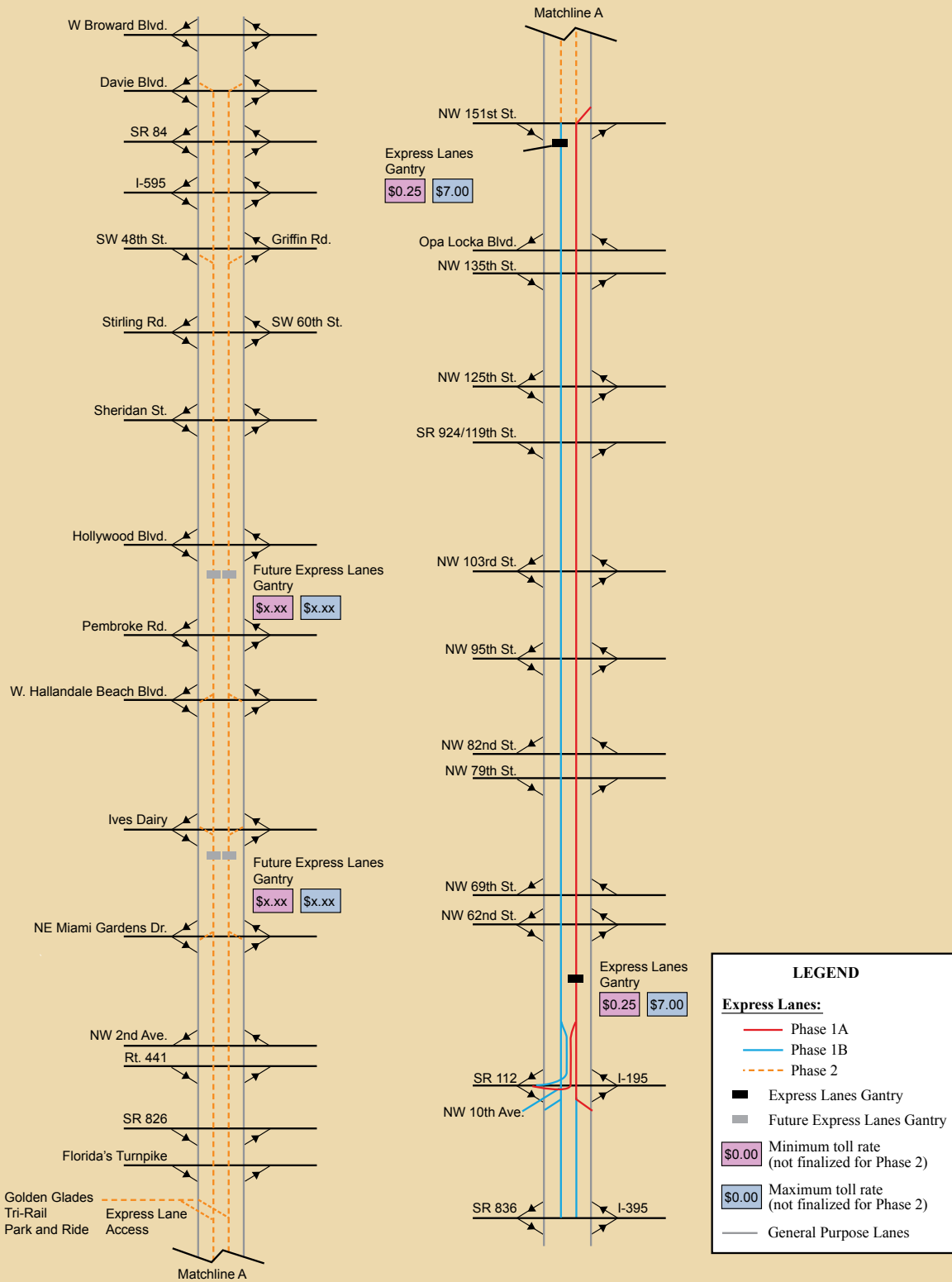
Figure 6.1
95 Express

0 1.25 2.5 5 Miles

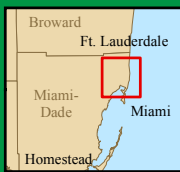
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URS Corporation



95 Express

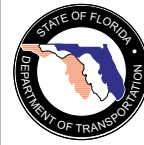


Map Not to Scale



SOURCE:
Florida Department
of Transportation 2012

Figure 6.2
95 Express Lane Entry / Exit Illustration - All Phases



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all other unregistered 2-axle vehicles can use 95 Express lanes by paying a toll with their SunPass transponder. Tolls in these lanes are collected electronically using SunPass and are variably priced based on traffic volume. The toll rate is increased during peak periods when demand is greater in order to control the number of vehicles using the facility, enabling traffic to continue moving at a minimum speed of 45 miles per hour. To aid in customer decision making, the amount of the toll is clearly posted before the tolling point on overhead dynamic message signs.

95 Express is an all-electronic toll facility, meaning that no cash payment option is available. As previously mentioned, vehicles equipped with a transponder are processed through SunPass. For vehicles without a SunPass transponder, an image of the vehicle's license plate is captured and either recognized as a registered toll-exempt vehicle or processed through the toll violation system (see **Section 6.3**).

Table 6.1 shows the historical transactions and revenue growth on 95 Express. In FY 2009, the facility was open to traffic for approximately seven months in the northbound direction. During that time, 4.1 million transactions occurred, with the toll revenue amounting to approximately \$2.8 million. FY 2010 was the first full year of operation for the northbound lanes. In addition, the southbound lanes began toll collection on January 15, 2010 (FY 2010). Annual transactions

totalled approximately 11.9 million, resulting in toll revenues of approximately \$9.2 million. FY 2011 was the first full year of operation for the southbound lanes. Annual transactions on 95 Express totalled nearly 18.8 million and toll revenues totalled nearly \$15.8 million. The average toll on the facility during FY 2011 was \$0.84. In FY 2012 annual transactions were approximately 19.7 million, a 4.7% increase over FY 2011. FY 2012 toll revenues totalled \$17.9 million, up 13.5% over FY 2011. The average toll on the facility during FY 2012 was \$0.91.

Historical toll operating and routine maintenance expenses for FY 2009 through FY 2012 are presented in **Table 6.2**. Total toll operating expenses on the facility have increased from nearly \$1.3 million in FY 2011 to approximately \$1.6 million in FY 2012. This increase is attributed to credit card fees and toll plaza operat-

Table 6.2
95 Express
Historical Toll Operating and Routine
Maintenance Expenses (\$000)
FY 2009 through FY 2012

Fiscal Year	Toll Operating Expense	Routine Maintenance Expense	Total O&M Expenses
2009	518	0	\$518
2010	961	0	961
2011	1,269	1,084	2,353
2012	1,634	1,152	2,786

Source: FDOT Office of the Comptroller.

Table 6.1
95 Express
Historical Transactions and Revenue Growth
FY 2009 through FY 2012

Fiscal Year	Transactions (000)				Toll Revenue (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2009 ⁽¹⁾	4,075	69	4,144	-	\$2,777	-	\$0.681
2010 ⁽²⁾	11,631	285	11,916	N/A	9,224	N/A	0.774
2011	18,341	451	18,792	57.7%	15,780	71.1%	0.840
2012	19,198	468	19,666	4.7%	17,918	13.5%	0.911

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

Note: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributable to hurricanes.

(1) The facility opened in December 2008 (FY 2009) in the northbound direction only.

(2) The southbound express lanes opened in January 2010 (FY 2010).

ing contracts. Also, additional operating costs totaling \$4.2 million were paid with toll revenue. These costs were for 95 Express highway operations incurred by District Six. In addition, routine maintenance expenses totaling \$1.2 million were incurred during FY 2012 primarily for the replacement of pavement delineators along the roadway.

6.2 FY 2012 TRANSACTIONS AND TOLL REVENUES

Monthly transactions and toll revenue on 95 Express during FY 2012 are presented in **Table 6.3** and show the northbound and southbound lanes, as well as system totals. Total transactions on the northbound lanes and southbound lanes were approximately 9.7 million and 9.9 million, respectively, for the year, totaling 19.6 million for the facility. The corresponding revenues were approximately \$8.7 million and \$9.2 million on the northbound and southbound lanes, respectively, for a

Table 6.3
95 Express
Monthly Transactions and Toll Revenue
FY 2012

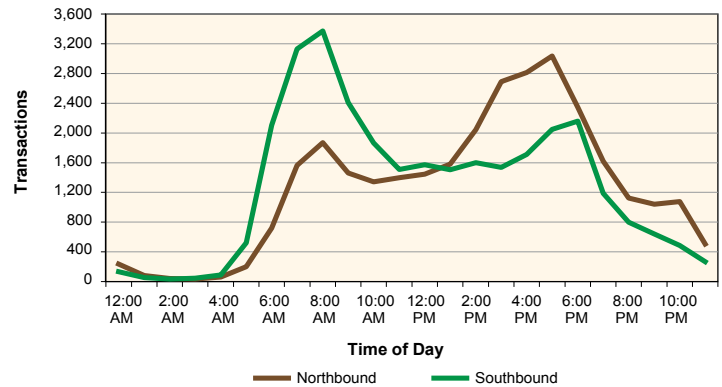
Month	Transactions (000)			Toll Revenue (\$000)		
	Northbound Lanes	Southbound Lanes	Total	Northbound Lanes	Southbound Lanes	Total
July 2011	754	764	1,518	\$612	\$592	\$1,204
August	782	796	1,578	731	630	1,361
September	758	774	1,532	714	687	1,401
1st Quarter Total	2,294	2,334	4,628	2,057	1,909	3,966
October	794	803	1,597	667	671	1,338
November	793	808	1,601	736	715	1,451
December	802	819	1,621	654	653	1,307
2nd Quarter Total	2,389	2,430	4,819	2,057	2,039	4,096
January 2012	836	846	1,682	747	794	1,541
February	827	849	1,676	817	998	1,815
March	907	936	1,843	893	1,024	1,917
3rd Quarter Total	2,570	2,631	5,201	2,457	2,816	5,273
April	842	849	1,691	706	856	1,562
May	842	853	1,695	761	834	1,595
June	807	825	1,632	630	796	1,426
4th Quarter Total	2,491	2,527	5,018	2,097	2,486	4,583
Annual Total	9,744	9,922	19,666	\$8,668	\$9,250	\$17,918

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.
Note: Transactions represent toll-paying and non-revenue traffic at mainline gantries.

system-wide total of \$17.9 million. The third quarter of FY 2012 (i.e., January through March) was the peak period for travel on the facility. Transactions of approximately 5.2 million were realized during that period.

Graph 6.2 shows the number of hourly transactions on weekdays of a typical week during FY 2012 and differentiates between the northbound and southbound lanes on 95 Express. As indicated, the demand for travel on the facility is highest during the morning and evening peak hours. The morning peak period occurs

Graph 6.2
95 Express
Typical Hourly Weekday Transactions
FY 2012

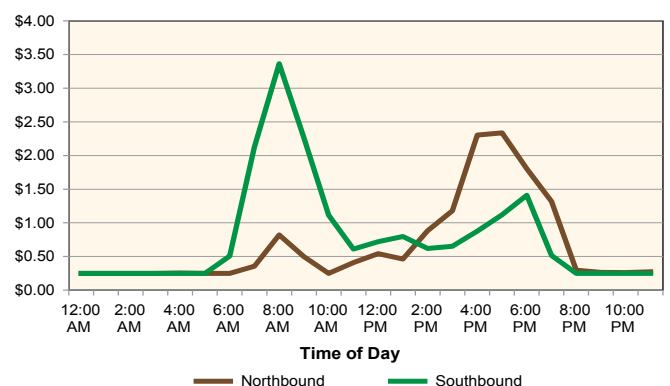


Source: Data obtained from Turnpike Enterprise Finance Office for the 5-day period beginning Monday, June 11, 2012.

from 7:00 a.m. to 9:00 a.m. primarily in the southbound lanes and the evening peak period occurs from 3:00 p.m. to 6:00 p.m. in the northbound lanes. In addition, the noticeable number of transactions during the middle of the day indicates that there are a number of non-commuters (tourist/recreational travelers) also using the facility.

The average weekday toll rates by hour for a typical week during FY 2012 are presented in **Graph 6.3**. As indicated, the toll rate for the 95 Express facility increases

Graph 6.3
95 Express
Average Weekday Toll Rates by Hour
FY 2012



Source: Data obtained from SunGuide for the 5-day period beginning Monday, June 11, 2012.

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during the morning and evening peak periods when traffic volumes in the express lanes are the highest.

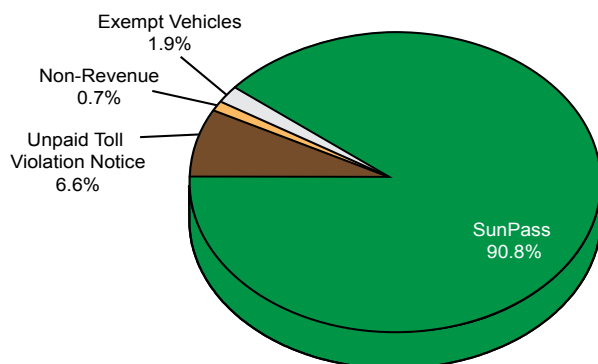
The FY 2012 monthly transaction variation is analyzed in **Table 6.4**. On average, approximately 53,700 drivers use the facility each day. Based on average daily transactions, the facility experienced 59,500 vehicles per day during the month of March, resulting in 11 percent more traffic than the average. July was the lowest month at 9 percent below the average.

Table 6.4
95 Express
Seasonal Transaction Variation
FY 2012

Month	Average Daily Transactions			Seasonal Factor
	Northbound Lanes	Southbound Lanes	Total	
July 2011	24,300	24,600	48,900	0.91
August	25,200	25,700	50,900	0.95
September	25,300	25,800	51,100	0.95
October	25,600	25,900	51,500	0.96
November	26,400	26,900	53,300	0.99
December	25,900	26,400	52,300	0.97
January 2012	27,000	27,300	54,300	1.01
February	28,500	29,300	57,800	1.08
March	29,300	30,200	59,500	1.11
April	28,100	28,300	56,400	1.05
May	27,200	27,500	54,700	1.02
June	26,900	27,500	54,400	1.01
AADT	26,600	27,100	53,700	1.00

Transactions by customer type on 95 Express are shown in **Graph 6.4**. For FY 2012, SunPass accounted for approximately 91 percent of the transactions on

Graph 6.4
95 Express
Transactions by Customer Type
FY 2012



the facility and essentially all of the revenue. Unpaid Toll Violation Notice (UTVN) transactions, exempt vehicles, and non-revenue vehicles account for the remaining 9 percent of the transactions. The UTVN process is explained in detail in **Section 6.3** of this chapter.

6.3 SUNPASS

As previously mentioned, 95 Express is an all-electronic toll facility. Drivers of exempt vehicles are responsible for shielding their SunPass transponder to prevent the toll rate from being deducted from their account as they travel under the toll gantry.

The toll rate on the 95 Express lanes fluctuates throughout the day. If travel speeds in the lanes start to slow and fall below 45 miles per hour, then the toll rate is increased to maintain highway speeds. Essentially, as the price increases, some customers choose to buy-out of the Express lanes. The toll rate is displayed on overhead electronic signs prior to each of the 95 Express northbound and southbound entrance ramps.

In order to manage safety conditions on 95 Express, the Florida Department of Transportation (FDOT), has implemented a program that includes cameras, traffic detectors, incident response, and other measures to reduce the effects of crashes and breakdowns on traffic flow. Various situations on the facility (Express Lanes or General Purpose Lanes) that affect traffic flow can result in no tolls being charged for a period of time. This includes incidents that result in blocked travel lanes on the facility or when traffic is diverted from the general purpose lanes into the express lanes.

The toll gantry structures include enforcement beacons to alert Florida Highway Patrol troopers when a vehicle has entered the express lanes without a

transponder. License plate images are captured for all vehicles without a transponder and are then processed and filtered against the SFCS database of registered toll exempt users. All vehicles not registered as exempt are identified by their license plate and sent a UTVN which is an itemized bill of unpaid toll transactions. The total amount collected in FY 2012 as a result of the UTVN process was approximately \$711 thousand. The itemized bill includes an administrative charge of \$2.50 to recover the cost of administering this payment option. The customer is responsible for paying the bill via phone, mail or online at www.sunpass.com. Cameras also allow law enforcement vehicles to monitor illegal movement in and out of the express lanes.

6.4 FY 2012 EXPENSES

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2012 is shown in **Table 6.5**. Actual toll operating expenses were approximately \$88 thousand, or 5.7 percent, more than the FY 2012 budget. This increase is primarily due to higher actual expenses incurred for toll equipment repairs and toll operating contracts. As previously mentioned, the maintenance expenses of \$1.2 million during the year were primarily for the replacement of delineators, which are used to separate the express lanes from the general purpose lanes.

Table 6.5
95 Express
Toll Operating and Routine Maintenance
Expenses (\$000)
FY 2012

Type of Expense	Budget	Actual	Over/ (Under)	Variance
Operating	\$1,546	\$1,634	\$88	5.7%
Routine Maintenance ⁽¹⁾	-	1,152	N/A	N/A
		\$2,786		

Source: FDOT Office of the Comptroller.
(1) A budget was not completed for FY 2012.

6.5 NOTEWORTHY EVENTS

As previously mentioned, Phases 1A and 1B of the 95 Express project are fully open to traffic. Phase 2, which is under construction, is a 13-mile long project that includes extending the express lanes from the Golden Glades interchange in northern Miami-Dade County to Broward Boulevard in Fort Lauderdale. This phase is primarily funded by \$88 million in federal economic stimulus money. Phase 2 construction is scheduled for completion in October 2014. In addition, there are three Project Development and Environmental (PD&E) studies underway to evaluate the extension of the express lanes into Palm Beach County.

Starting in FY 2010, an escrow account was created to transfer excess 95 Express revenue. This account will be used for future facility costs (i.e. Transit, R&R). The escrow account balance as of June 30, 2012 is \$24.7 million.

Broward County Transit (BCT) and Miami-Dade Transit (MDT) both offer express bus service on 95 Express for passengers traveling to and from downtown Miami. The 95 Express bus service only operates on weekdays during the rush hour traffic commutes. The first morning route in the southbound direction begins at 5:30 a.m. for BCT and 5:27 a.m. for MDT. The final morning route is at 8:30 a.m. and 9:30 a.m. for BCT and MDT, respectively. The afternoon route leaving downtown Miami in the northbound direction begins at 3:40 p.m. for BCT and 3:00 p.m. for MDT. The final afternoon route for BCT is at 6:50 p.m. and 7:30 p.m. for MDT.

The services provided by Broward County Transit and Miami-Dade Transit have been a huge success with approximately 1,200 BCT riders and 3,500 MDT riders taking advantage of the routes on a daily basis during FY 2012. Broward County Transit currently has two 95 Express routes; Pembroke Pines and Miramar,

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for commuters to ride into downtown Miami. Miami-Dade Transit has four 95 Express routes; Broward Boulevard, Sheridan Street, and two routes from Golden Glades. The most popular route is Golden Glades, which serves nearly 2,300 riders a day. The route is operated by MDT, however, it is not included as part of the Miami Urban Partnership Agreement (UPA).

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 indicators 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. The toll rates for 95 Express are set under a different rule than the other FDOT-owned facilities and are therefore excluded from the indexing requirement.