

# Department-owned Facilities



## Alligator Alley

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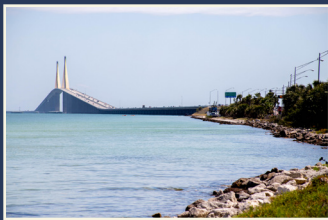
- \$30.8 million total toll revenue
- 8.9 million total transactions
- SunPass® participation decreased to 67.0 percent during the year



## Pinellas Bayway System

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- \$4.9 million total toll revenue
- 9.0 million total transactions
- SunPass® participation increased to 73.3 percent during the year



## Sunshine Skyway Bridge

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- \$25.5 million total toll revenue
- 20.8 million total transactions
- SunPass® participation remained unchanged at 66.4 percent



## Wekiva Parkway

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- \$1.5 million total toll revenue
- 1.6 million total transactions
- SunPass® participation decreased to 83.3 percent during the year

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# Alligator Alley

## 2.1 Background

Alligator Alley 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. The two intermediate toll-free interchanges are located at SR 29, the route to Immokalee; and CR 833, serving the Miccosukee Indian Reservation.

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. 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.

The first toll rate increase since the facility opened to traffic in 1969 was implemented in February 2006. In FY2013 the first full year of toll indexing was implemented. SunPass® toll rates are indexed each year while cash rates are indexed every five years to pace with the rounding of the cash toll rate in quarter increments. **Figure 2.1** shows a detailed map of the facility with the most recent toll rates effective.

Alligator Alley annual traffic and toll revenue from FY 2010 through FY 2020 are presented in **Table 2.1**. For this period, revenues have increased by 54.4 percent overall while transactions grew by 18.5 percent overall. This equates to an annual average growth rate of 4.4 percent for revenue and 1.7 percent for traffic. During the 10-year period, traffic and revenue were affected by the toll rate adjustments.

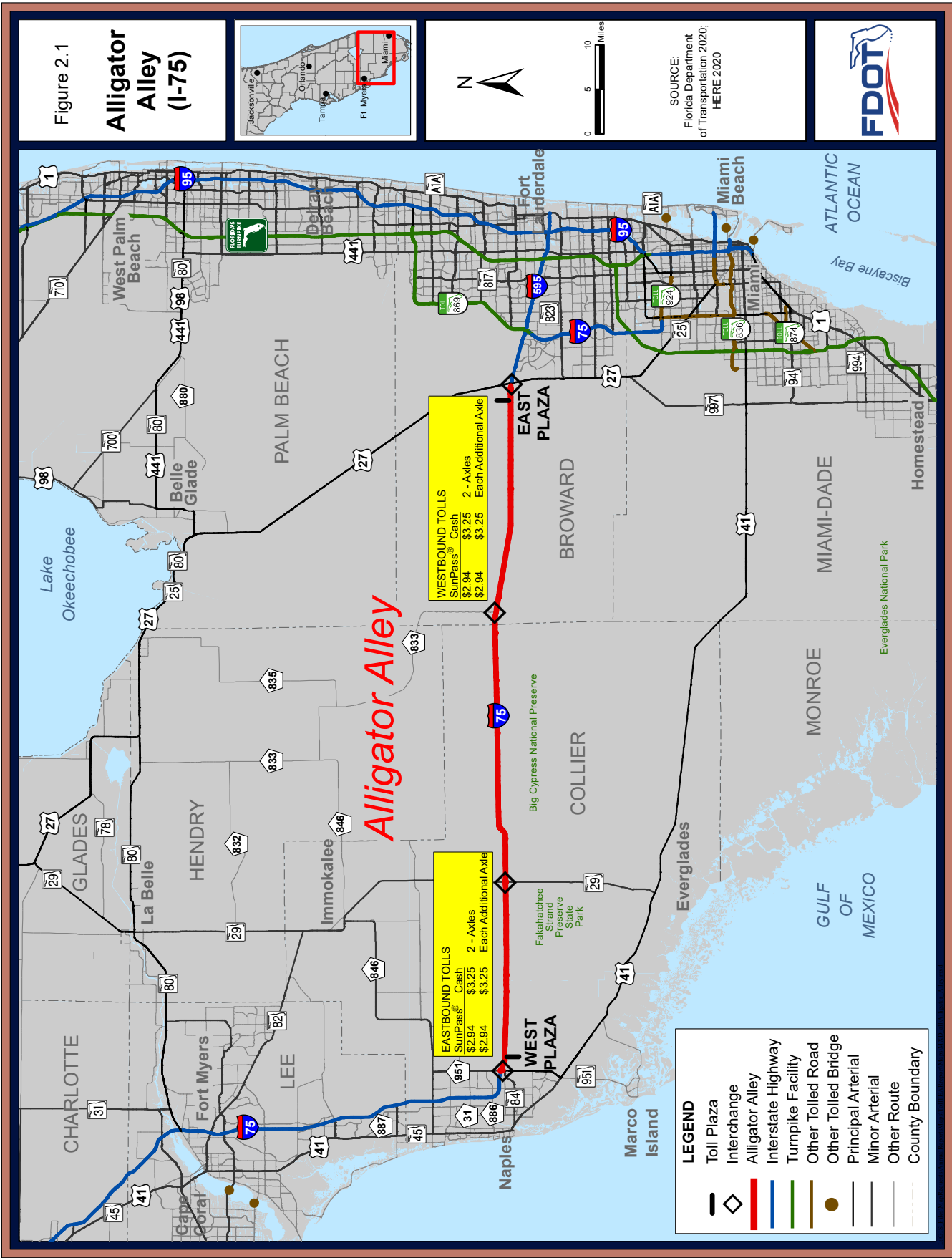
**Table 2.1 - Alligator Alley  
Historical Transactions and Revenue Growth  
FY 2010 through FY 2020**

Fiscal Year	Transactions (000)				Toll Revenue <sup>(1)</sup> (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2010	7,530	24	7,554	-	\$19,962	-	\$2.643
2011	7,449	22	7,471	(1.1%)	19,737	(1.1%)	2.642
2012	7,492	32	7,524	0.7	19,647	(0.5)	2.611
2013	7,529	37	7,566	0.6	25,115	27.8	3.319
2014	7,962	38	8,000	5.7	26,711	6.4	3.339
2015	8,471	39	8,510	6.4	28,535	6.8	3.353
2016	9,134	35	9,169	7.7	30,523	7.0	3.329
2017	9,453	146	9,599	4.7	32,200	5.5	3.355
2018	9,444	289	9,733	1.4	32,845	2.0	3.375
2019	10,054	29	10,083	3.6	34,543	5.2	3.426
2020	8,847	101	8,948	(11.3)	30,813	(10.8)	3.444

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) Per new revenue reporting methodology, starting FY 2018 toll revenue excludes violation and miscellaneous revenues, which are immaterial to toll revenues reported within.







During FY 2018, tolls were suspended for fifteen days beginning on September 5, 2017, to aid in the evacuation and recovery efforts due to Hurricane Irma. This suspension resulted in an approximate \$1.3 million revenue loss. Similarly, FY 2020 revenues were impacted by a \$0.3 million revenue reduction prompted by the 4-day toll suspension starting on September 1, 2019 due to Hurricane Dorian.

As mentioned in the **Overview Section 1.2.1**, in FY 2020, Alligator Alley traffic increase was consistent with the previous year through February 2020, with a growth of 2.3 percent for the period July 2019 through February 2020. Beginning in March 2020, traffic declined as a result of the COVID-19 pandemic with the monthly traffic decline peaking in April 2020 at 60.8 percent from the prior year. As COVID-19 cases began to fall and the state began to reopen gradually in May 2020, Alligator Alley experienced recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down only 18.7 percent from the prior year. Accordingly, the traffic decline of 36.5 percent for the four month period ended June 2020, heavily contributing to the overall decline in traffic of 11.3 percent for FY 2020. Moving forward into FY 2021, the reduction in traffic volumes for the first quarter of FY 2021 continues to improve since June 2020, with 8.6 percent traffic decline when compared to FY 2019.

Historical operating and routine maintenance expenses from FY 2010 through FY 2020 are shown in **Table 2.2**. Operating expenses have increased from \$3.1 million in FY 2010 to approximately \$5.4 million in FY 2020. FY 2020 operating expenses increased 4.4 percent (\$230 thousand) over FY 2019 operating expenses due to processing cost of higher volume of video transactions resulting from the removal of toll collectors during the peak pandemic period.

**Table 2.2 - Alligator Alley  
Historical Operating and Routine  
Maintenance Expenses  
FY 2010 through FY 2020**

Fiscal Year	Operating Expense <sup>(1)</sup> (\$000)	Routine Maintenance Expense (\$000)	Total O&M Expenses (\$000)
2010	\$3,085	\$3,262	\$6,347
2011	3,690	3,369	7,059
2012	3,781	3,409	7,190
2013	3,644	3,719	7,363
2014	4,007	4,252	8,259
2015	4,245	4,173	8,418
2016	4,507	4,225	8,732
2017	4,910	3,672	8,582
2018	5,063	4,910	9,973
2019	5,180	5,236	10,416
2020	5,410	4,738	10,148

Source: FDOT Office of the Comptroller.

(1) Operating Expense restated from FY 2014 through FY 2017.

During the same period, routine maintenance expenses increased from \$3.3 million to \$4.7 million. Combined, total O&M expenses increased from \$6.3 million in FY 2010 to \$10.1 million in FY 2020.

In addition to routine maintenance expenses, renewal and replacement and capital improvement periodic costs totaling \$5.0 million were incurred primarily for safety projects, fencing, parking facility, toll system replacement, rest area mitigation and resurfacing.

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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 guardrail system upkeep, litter removal and repairs due to accidents. Road Ranger service is included under a separate contract, providing roadside assistance to stranded motorists as well as roadway debris removal.

## 2.2 FY 2020 Transactions, Revenues and Expenses

Monthly transactions and toll revenue on Alligator Alley during FY 2019 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

**Table 2.3 - Alligator Alley  
Monthly Transactions and Toll Revenue  
FY 2020**

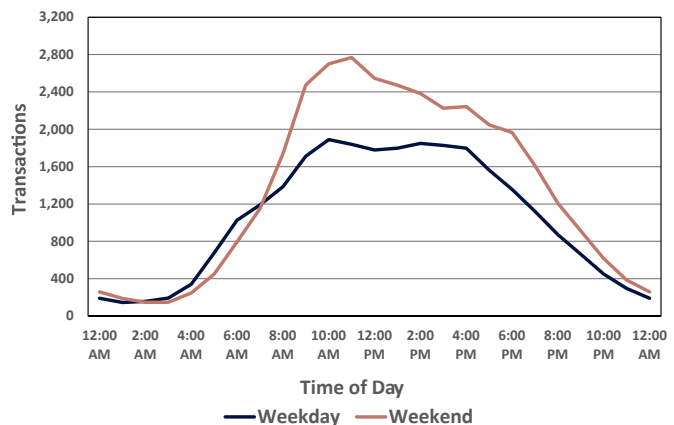
Month	Transactions(000)			Toll Revenue(\$000)		
	East Plaza	West Plaza	Total	East Plaza	West Plaza	Total
July 2019	458	411	869	\$1,600	\$1,401	\$3,001
August	430	376	806	1,520	1,315	2,835
September	379	343	722	1,230	1,070	2,300
1st Quarter Total	1,267	1,130	2,397	4,350	3,786	8,136
October	416	368	784	1,484	1,297	2,781
November	460	408	868	1,605	1,410	3,015
December	484	432	916	1,682	1,479	3,161
2nd Quarter Total	1,360	1,208	2,568	4,771	4,186	8,957
January 2020	465	411	876	1,647	1,425	3,072
February	463	411	874	1,614	1,416	3,030
March	366	303	669	1,308	1,070	2,378
3rd Quarter Total	1,294	1,125	2,419	4,569	3,911	8,480
April	186	145	331	686	537	1,223
May	311	253	564	1,009	820	1,829
June	358	311	669	1,157	1,031	2,188
4th Quarter Total	855	709	1,564	2,852	2,388	5,240
<b>Annual Total</b>	<b>4,776</b>	<b>4,172</b>	<b>8,948</b>	<b>\$16,542</b>	<b>\$14,271</b>	<b>\$30,813</b>

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.

4.8 million for the year compared to approximately 4.1 million at the West plaza, totaling 8.9 million transactions on the facility for FY 2020. The corresponding revenues were approximately \$16.5 million and \$14.3 million at the East and West plazas, respectively, for a systemwide total of \$30.8 million. The third quarter of the fiscal year (i.e., January through March) tends to be the peak period for travel on the facility. However, COVID-19 temporarily interrupted this typical trend.

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 2020. 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.

**Graph 2.1 - Alligator Alley  
Typical Hourly Transactions  
FY 2020**



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, January 13, 2020.

The monthly seasonal transaction variation in FY 2020 is analyzed in **Table 2.4**. On average, 24,400 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 historical average daily transactions at the East and West plazas, March is typically the highest month, while September is the lowest month. September is typically the lowest month in south Florida due to fewer seasonal residents and tourists at that time of year. However, COVID-19 temporarily interrupted this predictable seasonal pattern, thus, reliance should be limited for FY 2020 on these seasonal factor ratios.

**Table 2.4 - Alligator Alley  
Seasonal Transaction Variation  
FY 2020**

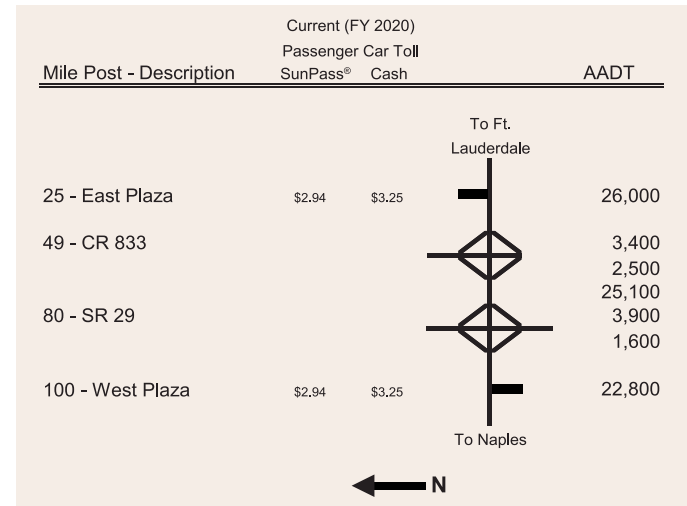
Month	Average Daily Transactions			Seasonal Factor*
	East Plaza	West Plaza	Total	
July 2019	14,800	13,300	28,100	1.15
August	13,900	12,100	26,000	1.07
September	12,600	11,400	24,000	0.98
October	13,400	11,900	25,300	1.04
November	15,300	13,600	28,900	1.18
December	15,600	13,900	29,500	1.21
January 2020	15,000	13,300	28,300	1.16
February	16,000	14,200	30,200	1.24
March	11,800	9,800	21,600	0.89
April	6,200	4,800	11,000	0.45
May	10,100	8,200	18,300	0.75
June	11,900	10,400	22,300	0.91
<b>AADT</b>	<b>13,000</b>	<b>11,400</b>	<b>24,400</b>	<b>1.00</b>

\* Impacted by COVID-19 beginning March 2020.

The FY 2020 two-way annual average daily traffic (AADT) profile for the facility is presented in **Figure 2.2**. Total two-way traffic volumes at the East mainline location averaged approximately 26,000 vehicles per day. Corresponding volumes at the West plaza averaged 22,800 vehicles per

day. The East mainline location had slightly more 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.

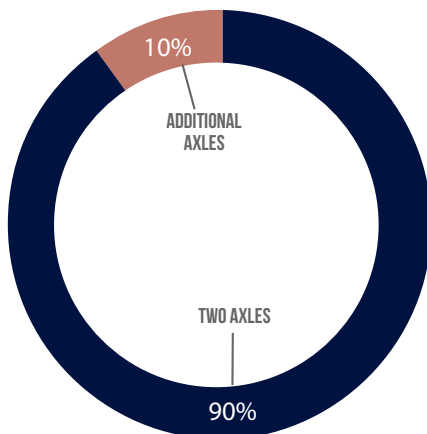
**Figure 2.2 - Alligator Alley  
Two-way AADT Profile  
FY 2020**



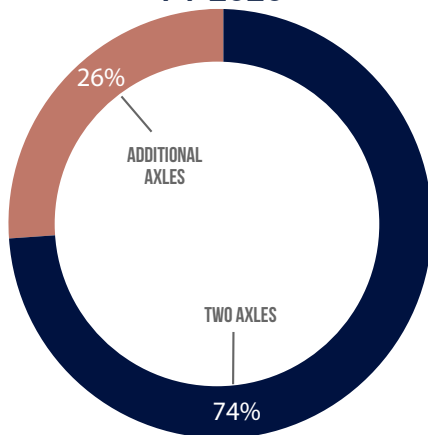
The "N minus 1" method of toll collection was implemented on Alligator Alley concurrent with one-stop tolling. This method results in a more equitable toll structure for passenger cars relative to trucks. **Graph 2.2** shows the truck transactions and revenue contributions for FY 2020. Since Alligator Alley is part of the interstate highway system, the truck percentages are the greatest of the 11 Department-owned and Department-operated toll facilities. Trucks accounted for ten percent of traffic on the facility and 26 percent of the revenue. In terms of actual revenue contributions, two-axle vehicles provided approximately \$22.8 million while vehicles with three or more axles provided \$8.0 million in revenue for FY 2020.

The Department monitors the cost associated with the collection of tolls from customers by comparing the annual operating expense

**Graph 2.2 - Alligator Alley Transactions by Axle Class FY 2020**



**Revenue Contribution by Axle Class FY 2020**



budget for the facility to the actual performance for the year. **Table 2.5** provides a comparison between the FY 2020 actual and budgeted operating and routine maintenance expenses. Actual operating expenses were 2.2 percent more

**Table 2.5 - Alligator Alley Operating and Routine Maintenance Expenses FY 2020**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$5,295	\$5,410	\$115	2.2%
Routine Maintenance	6,962	4,738	(2,224)	(31.9)
<b>Total</b>	<b>\$12,157</b>	<b>\$10,148</b>	<b>(\$2,109)</b>	<b>(17.2%)</b>

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2019 Enterprise Toll Operations Traffic Engineer's Annual Report.

than the FY 2020 budget, while actual routine maintenance expenses were 31.9 percent lower. Overall, actual operating and maintenance expenses were within 17.2 percent lower than the budget.

## 2.3 SunPass®

SunPass® technology was implemented on Alligator Alley beginning in October 1999 (see **Appendix A** for current lane configurations). **Table 2.6** shows transactions by payment method on Alligator Alley for FY 2020. SunPass® accounted for 67.0 percent of the total transactions in FY 2020, a decrease from the 68.5 percent realized in FY 2019. Monthly SunPass® percentages ranged from approximately 64 percent to nearly 73 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 2020**

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass	Total	
July 2019	584	285	869	67.2%
August	544	262	806	67.5
September	481	241	722	66.6
October	528	256	784	67.3
November	577	291	868	66.5
December	599	317	916	65.4
January 2020	575	301	876	65.6
February	562	312	874	64.3
March	439	230	669	65.6
April	237	94	331	71.6
May	411	153	564	72.9
June	456	213	669	68.2
<b>Total</b>	<b>5,993</b>	<b>2,955</b>	<b>8,948</b>	
<b>Percentage</b>	<b>67.0%</b>	<b>33.0%</b>	<b>100.0%</b>	

Source: Turnpike Enterprise Finance Office.

**Table 2.7** shows gross toll revenue by payment method. Revenue attributable to SunPass® was approximately \$22.2 million, representing 71.9 percent of the total revenue in FY 2020. Monthly SunPass® revenue percentages ranged from 68 to 86 percent during the year. The large percentage increase in SunPass revenues for April and May is due to the temporary removal of manual toll collection (i.e. cash) during the height of the pandemic. Manual toll collection returned on June 1, 2020.

**Table 2.7 - Alligator Alley  
Gross Toll Revenue by Payment Method  
FY 2020**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass®	Non-SunPass	Total	
July 2019	\$2,102	\$899	\$3,001	70.0%
August	2,005	830	2,835	70.7
September	1,632	668	2,300	71.0
October	1,965	816	2,781	70.7
November	2,098	917	3,015	69.6
December	2,165	996	3,161	68.5
January 2020	2,125	947	3,072	69.2
February	2,056	974	3,030	67.9
March	1,737	641	2,378	73.0
April	1,049	174	1,223	85.8
May	1,551	278	1,829	84.8
June	1,673	515	2,188	76.5
<b>Total</b>	<b>\$22,158</b>	<b>\$8,655</b>	<b>\$30,813</b>	
<b>Percentage</b>	<b>71.9%</b>	<b>28.1%</b>	<b>100.0%</b>	

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

## 2.4 Noteworthy Events

In 2007, the 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) from the prior calendar year. Toll rate adjustments for inflation may be made no more frequently than once a year (i.e., SunPass® toll rates) and no less frequently than once every five years (i.e., cash toll rates)

as necessary to accommodate cash toll rate schedules. Toll rates may be adjusted beyond these limits as directed by bond documents, covenants, or governing body authorization or pursuant to Department administrative rule.

For FY 2018, CPI of 1.3 percent prompts a \$0.04 increase at the east and west toll plazas for two-axle toll rates for SunPass® customers. Furthermore, cash toll rates, last increased in 2012, experienced the fifth-year CPI increase (6.6 percent for prior 5-year period rounded to the quarter) of \$0.25 for two-axle vehicles. For FY 2019 and FY 2020, SunPass® toll rates were held constant (i.e., no application of CPI) until after implementation of a new back office. For the forecast period through FY 2031, toll rates continue to be held at a conservative constant level. However, after a satisfactory recovery in traffic is observed following the COVID-19 pandemic, Turnpike Enterprise management expects to index tolls by the fifth year since the prior indexing as is required by Florida Statutes.

## 2.5 Traffic, Revenue and Expense Forecasts

The ratio between historical traffic growth and population growth is 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.

From FY 2010 (i.e., post-recession) through FY 2019 (pre-COVID-19), the annual compounded traffic growth rate on the Alligator Alley was approximately 3.3 percent, whereas, the historical annual compounded population growth rate for the same period for the four counties was 1.3 percent. Future population estimates have been



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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 2030 for the four counties is 1.2 percent, as previously shown in **Table 1.3**. The historical ratio of traffic growth to population growth for the period FY 2010 to FY 2019 was estimated at 2.5. This ratio was applied to projected population growth rates to obtain a general guideline to estimate future annual traffic growth on the Alligator Alley. Traffic profiles are provided in **Appendix B**.

The traffic and gross toll revenue forecasts for FY 2021 through FY 2031 are shown in **Table 2.8**. Based on assumptions of recovery from COVID-19, FY 2021 revenue is projected to be three percent lower than FY 2020 revenue. However, revenue ramps up strongly beginning in FY 2022 with FY 2024 revenue exceeding

FY 2019 pre-pandemic levels. Overall, the gross toll revenue forecast is lower than the forecast presented in the 2019 Annual Report due to FY 2020 actual revenues being less than last year's projection due to the COVID-19 pandemic and removal of toll rate indexing from the forecast. A summary of the economic factors affecting traffic and revenue is included in the **Overview** chapter of this report. In addition, **Appendix A** includes the constant toll rate schedules.

Projected operating and maintenance expenses during the same forecast period are shown in **Table 2.9**. The operating expenses for FY 2021 presented in this table represent the budgeted amount for that fiscal year (see **Appendix C** for a detailed description of the FY 2021 operating expense budget). Subsequent to FY 2021, operating expenses (after accounting for fixed costs) are projected to increase generally at 2.5 percent each year. The routine maintenance expense forecast is provided by

**Table 2.8 - Alligator Alley  
Traffic and Toll Revenue Forecasts  
FY 2021 through FY 2031**

Fiscal Year	Total Traffic (000)	Revenue with Constant Tolls <sup>(1)</sup> (\$000)	Toll Revenue Comparisons (\$000)		
			2019 Annual Report Forecast <sup>(2)</sup>	Variance	
				Amount	Percent
2021	8,644	\$29,773	\$36,537	(\$6,764)	(18.5%)
2022	9,206	31,708	37,671	(5,963)	(15.8)
2023	9,712	33,452	39,587	(6,135)	(15.5)
2024	10,198	35,125	40,722	(5,597)	(13.7)
2025	10,606	36,530	41,861	(5,331)	(12.7)
2026	10,924	37,626	43,000	(5,374)	(12.5)
2027	11,197	38,566	44,125	(5,559)	(12.6)
2028	11,455	39,453	46,772	(7,319)	(15.6)
2029	11,696	40,282	47,911	(7,629)	(15.9)
2030	11,918	41,047	49,065	(8,018)	(16.3)
2031	12,133	41,786	N/A	N/A	N/A

Note: Total traffic corresponds to the gross toll revenue.

N/A The FY 2018 Traffic Engineer's Annual Report forecast went through FY 2029.

(1) Toll revenue forecast without indexing.

(2) Toll revenue forecast with indexing.

**Table 2.9 - Alligator Alley  
Projected Operating and Maintenance  
Expenses  
FY 2021 through FY 2031**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense (\$000)	Total Operating & Routine Maintenance Expenses (\$000)	Periodic Maintenance Expense <sup>(1)</sup> (\$000)	Total O&M Expenses (\$000)
2021	\$5,460	\$7,081	\$12,541	\$4,427	\$16,968
2022	5,597	6,437	12,034	14,971	27,005
2023	5,737	5,590	11,327	40,418	51,745
2024	5,880	6,816	12,696	26,303	38,999
2025	6,027	4,507	10,534	33,092	43,626
2026	6,178	3,039	9,217	11,461	20,678
2027	6,332	3,115	9,447	2,490	11,937
2028	6,490	3,193	9,683	2,552	12,235
2029	6,652	3,273	9,925	2,616	12,541
2030	6,818	3,354	10,172	2,681	12,853
2031	6,988	3,438	10,426	2,748	13,174

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2021.

(1) Periodic maintenance expenses include installation of guardrails and cable barrier, rest area construction and other Department-funded R&R and improvements in the 5-year Work Program and are reported on a cash basis. FY 2022 through FY 2026 include resurfacing of the entire roadway. Periodic maintenance expenses beyond FY 2026 are estimated based on normal levels without resurfacing.

the Office of Project Finance through FY 2026. Subsequent to FY 2026, routine maintenance expenses are increased at 2.5 percent annually. Periodic maintenance expenses are based on information provided by the office of Project Finance based on the five-year Work Program and include resurfacing, rest area, safety project, and lighting projects. Total operating and maintenance expenses are projected to decrease from \$17.0 million in FY 2021 to \$13.2 million in FY 2031 due to the year in which the commitments are programmed and how the commitments are paid out over time.

## 2.6 Revenue Sufficiency

A timeline of Alligator Alley bond issues is shown in **Figure 2.3**. As of July 1, 2020, bonds in the principal amount of \$16.2 million are outstanding from the 2017A 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 Bond Resolution, net revenues mean the revenues remaining after deductions of administrative expenses and the cost of operation and maintenance. Net revenues shall be sufficient in each fiscal year to pay at least 120 percent (1.2 times) of the annual debt service requirements.

**Table 2.10** provides a forecast of the debt service coverage of Alligator Alley to meet annual debt service requirements through FY 2031. As shown in the table, Alligator Alley significantly exceeds the 1.2 minimum debt service coverage requirement. 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.

**Table 2.10 - Alligator Alley  
Net Toll Revenue Forecast and Debt  
Service Coverage  
FY 2020 through FY 2031**

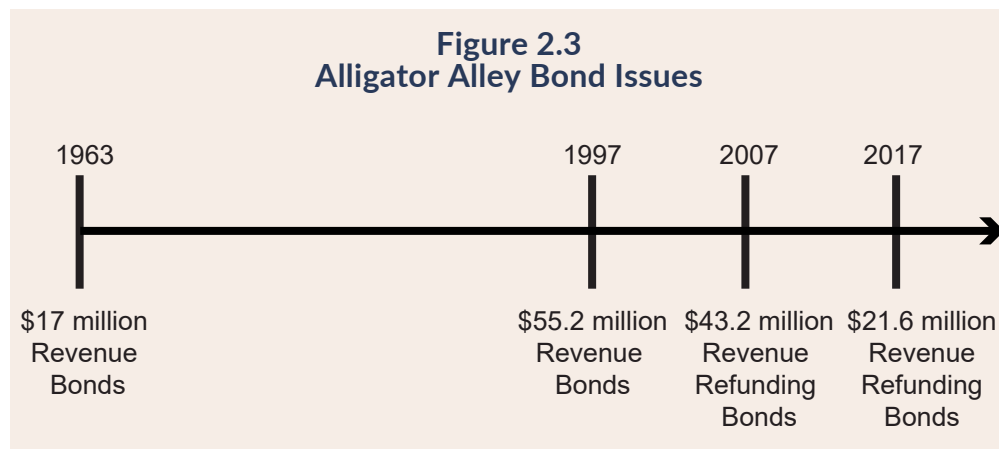
Fiscal Year	Gross Toll Revenue (\$000)	Operating & Routine Maintenance Expenses <sup>(1)</sup> (\$000)	Net Toll Revenue <sup>(2)</sup> (\$000)	Debt Service <sup>(3)</sup>	
				Payment (\$000)	Coverage Ratio
2020	\$30,813	\$10,148	\$20,665	\$2,799	7.4
2021	29,773	12,541	17,232	2,799	6.2
2022	31,708	12,034	19,674	2,794	7.0
2023	33,452	11,327	22,125	2,795	7.9
2024	35,125	12,696	22,429	2,795	8.0
2025	36,530	10,534	25,996	2,795	9.3
2026	37,626	9,217	28,409	2,790	10.2
2027	38,566	9,447	29,119	2,793	10.4
2028	39,453	9,683	29,770	-	-
2029	40,282	9,925	30,357	-	-
2030	41,047	10,172	30,875	-	-
2031	41,786	10,426	31,360	-	-

(1) Periodic maintenance 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 Official Statement for the 2017A Bonds.

**Figure 2.3  
Alligator Alley Bond Issues**

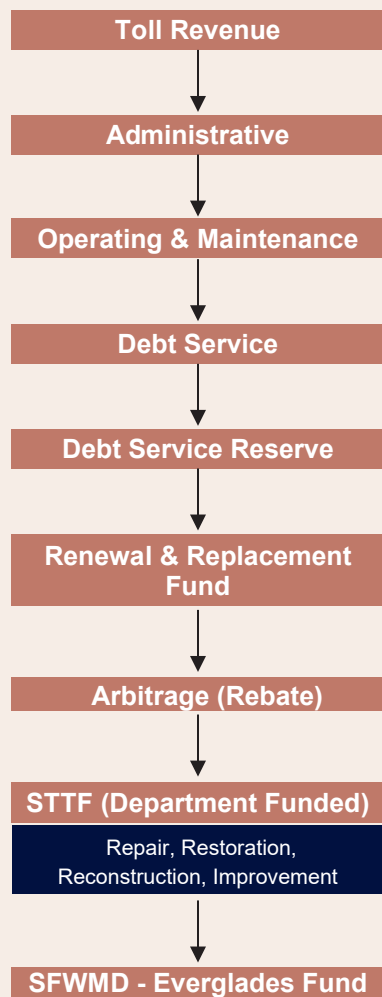


Note: A list of projects funded by each bond issue is included in **Table 1.4** of this report.

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 from



**Figure 2.4 - Alligator Alley  
Flow of Funds Series 2017A  
Revenue Refunding Bonds**



June 2016 and goes through June 2019. In March 2019, a new MOA with SFWMD was signed to extend the term through August 15, 2029. In FY 2020, no revenues were transferred to SFWMD due to the decline in toll revenue prompted by the COVID-19 pandemic.

the effects of the construction of Alligator Alley in accordance with Section 338.26, Florida Statutes.

In keeping with the intent of the statute, on June 30, 1997, the Department signed a Memorandum of Agreement ("MOA") with the SFWMD regarding the transfer of the excess toll revenues to the SFWMD. The agreement required for the total annual transfers made by the Department not to exceed \$63.6 million by FY 2016. The department met this requirement and a new MOA with SFWMD was signed in

# Pinellas Bayway System

## 3.1 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 3.1** shows a map of the facility with the most recent toll rates.

The east-west section of the facility (SR 682) provides a connection between I-275 (via 54<sup>th</sup> 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 Key to Fort DeSoto Park. The facility was opened to traffic in December 1962.

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.

Annual transactions and revenue for the facility from FY 2010 through FY 2020 are presented in **Table 3.1**. Total transactions increased from approximately 9.2 million in FY 2010 to 9.9 million



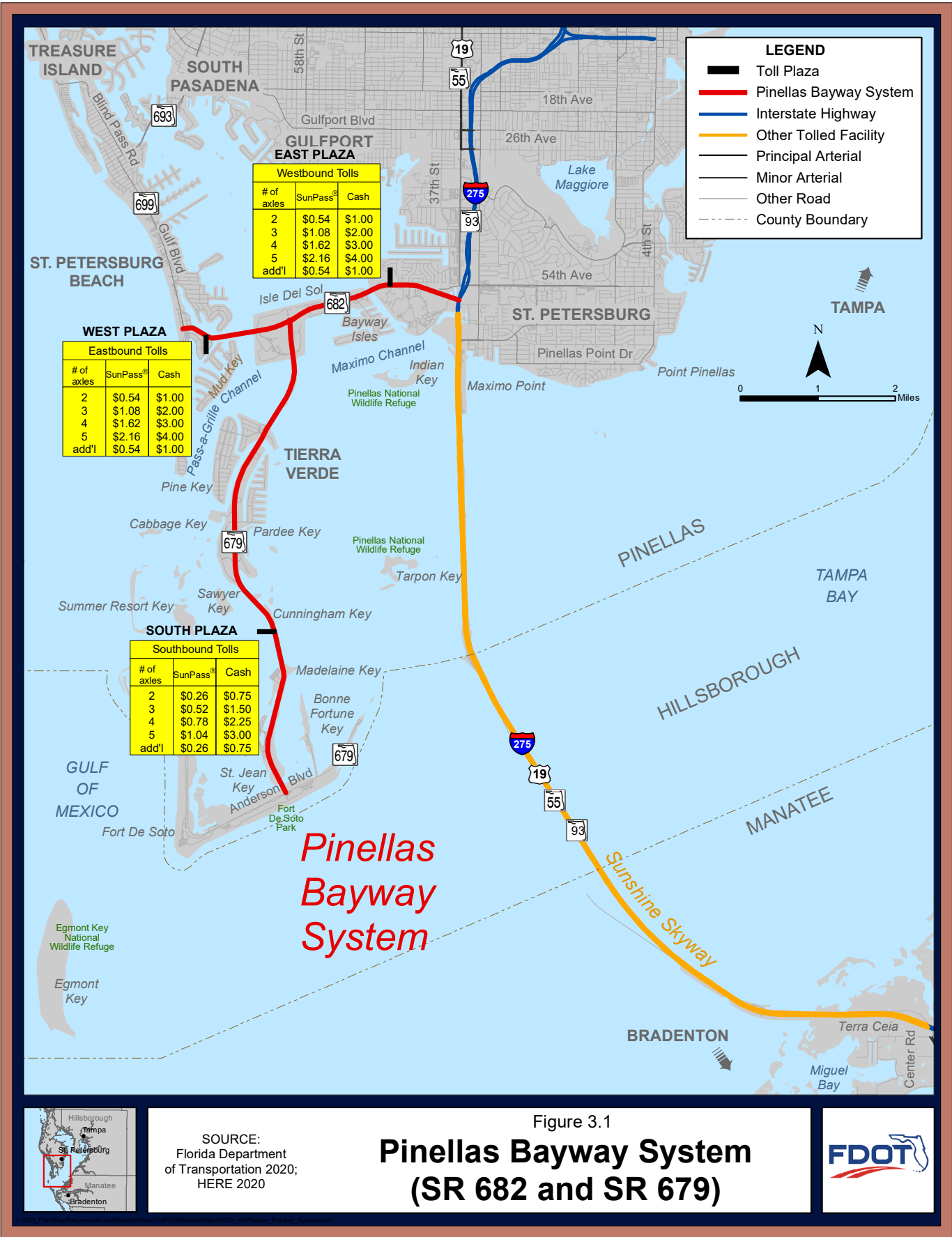
**Table 3.1 - Pinellas Bayway System  
Historical Transactions and Revenue Growth  
FY 2010 through FY 2020**

Fiscal Year	Transactions (000)				Toll Revenue <sup>(1)</sup> (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2010	9,142	26	9,168	-	\$3,510	-	\$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
2013	8,557	41	8,598	(5.9)	4,035	14.1	0.469
2014	8,779	38	8,817	2.5	4,111	1.9	0.466
2015	9,547	39	9,586	8.7	4,487	9.1	0.468
2016	9,835	40	9,875	3.0	4,656	3.8	0.471
2017	10,007	39	10,046	1.7	4,755	2.1	0.473
2018	9,605	294	9,899	(1.5)	5,100	7.3	0.515
2019	9,910	36	9,946	0.5	6,091	19.4	0.612
2020	8,978	42	9,020	(9.3)	4,944	(18.8)	0.548

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. Higher non revenue transactions in FY 2018 due to toll suspension during Hurricane Irma.

(1) Toll revenue reported net of the SunPass discount since FY 2000. Per new revenue methodology, starting FY 2014 toll revenues exclude violation and miscellaneous revenue, which are immaterial to toll revenues reported within.



in FY 2019, and subsequently declined to 9.0 million in FY 2020 due to COVID-19 pandemic. As mentioned in the **Overview Section 1.2.1**, in FY 2020, the Pinellas Bayway System traffic increase was consistent with the previous year through February 2020, with a growth of 0.5 percent for the period July through February 2020. Beginning in March 2020, traffic decreased as a result of the COVID-19 pandemic with the monthly traffic decline peaking in April 2020 at 58 percent from the prior year. As COVID-19 cases began to fall the state reopened gradually in May 2020, the System experienced recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down only 3 percent from the prior year.

During the same period, revenues increased from \$3.5 million in FY 2010 to \$6.1 in FY 2019, and also declined to \$4.9 million in FY 2020 due to the pandemic impact. During this 10-year period, traffic and revenue was flat or declined through FY 2012 due to the prior economic recession. Starting in FY 2013 revenue began to increase annually as the economy began to slowly recover following the recession. Beginning in FY 2012 and lasting through FY 2013, transactions decreased as a result of various detours related to the SR 682 bridge replacement project, as well as the FY 2013 toll rate increase. Since then, the growth in transactions is the result of the completion of the SR 682 bridge replacement project and the toll rate indexing for SunPass® and cash customers in FY 2018. During FY 2018, tolls were suspended for fifteen days beginning on September 5, 2017, to aid in the evacuation and recovery efforts due to Hurricane Irma. This suspension resulted in a \$0.2 million revenue loss. FY 2019 revenue includes total pass sales of \$1.3 million, an increase of \$776 thousand compared to a historical annual sale of \$550 thousand. This increase in

pass sales is attributed to the launch of a revamped SunPass® website design that initially prompted customers from outside the region to inadvertently purchase General Public passes. The website layout has since been revised and the monthly pass sales have returned to normal volumes. This decrease in pass sales and the impact of the pandemic contributed to a revenue decline in FY 2020.

Historical operating and routine maintenance expenses from FY 2010 through FY 2020 are presented in **Table 3.2**. As indicated, operating expenses have increased slightly since 2010. The decline in FY 2020 operating expense is due to an approximate \$655 thousand non-recurring expense reclassification that impacts FY 2020 only. In FY 2021, operating expense is expected to increase to the FY 2019 level. During the same period, routine maintenance expenses minimally increased from \$723 thousand to \$847 thousand.

**Table 3.2 - Pinellas Bayway System  
Historical Operating and Routine  
Maintenance Expenses  
FY 2010 through FY 2020**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense <sup>(1)</sup> (\$000)	Total O&M Expenses (\$000)
2010	\$1,840	\$723	\$2,563
2011	1,802	747	2,549
2012	1,806	695	2,501
2013	1,720	739	2,459
2014	1,576	748	2,324
2015	1,799	811	2,610
2016	1,891	764	2,655
2017	2,058	883	2,941
2018	2,167	977	3,144
2019	2,332	856	3,188
2020	1,438	847	2,285

Source: FDOT Office of the Comptroller.

(1) Operating expense restated from FY 2014 through FY 2017.

## ENTERPRISE TOLL OPERATIONS

Maintenance of the Pinellas Bayway System is performed under a private Asset Maintenance Contract. The current contract includes expenses for movable bridge maintenance for the one drawbridge, as well as maintenance and inspection of all other bridges on the Pinellas Bayway System. In addition to operating and routine maintenance expenses, renewal and replacement and capital improvement (periodic) costs totaling \$20.0 million were incurred during FY 2020 primarily due to toll system replacement, resurfacing and bridge repairs.

### 3.2 FY 2020 Transactions and Toll Revenues

Monthly transactions and toll revenue on the Pinellas Bayway System during FY 2020 are presented in **Table 3.3**. The first quarter typically generates more revenue compared to the remaining three quarters due to revenues

**Table 3.3 - Pinellas Bayway System Monthly Transactions and Toll Revenue FY 2020**

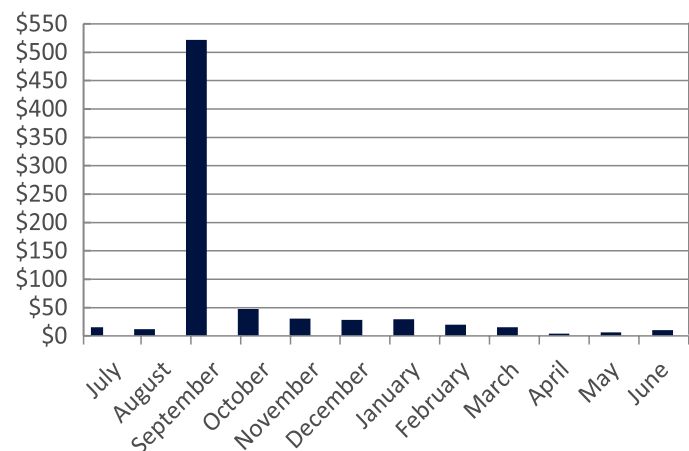
Month	Transactions (000)	Toll Revenue (\$000)
July 2019	803	424
August	736	367
September	709	800
1st Quarter Total	2,248	1,591
October	770	412
November	771	389
December	756	372
2nd Quarter Total	2,297	1,173
January 2020	840	413
February	867	426
March	786	372
3rd Quarter Total	2,493	1,211
April	395	156
May	791	423
June	796	390
4th Quarter Total	1,982	969
<b>Annual Total</b>	<b>9,020</b>	<b>\$4,944</b>

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.

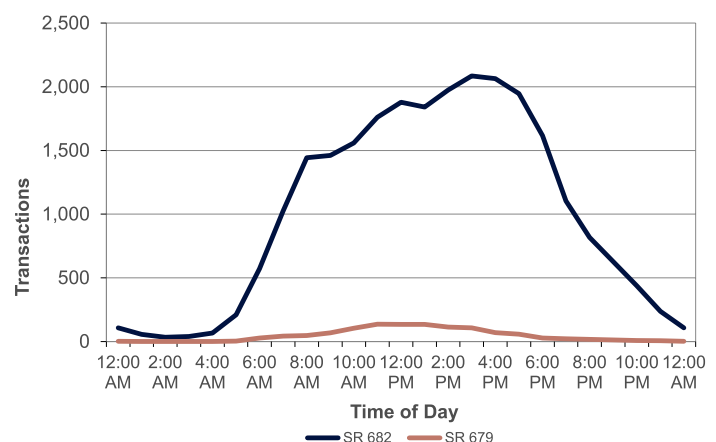
from the general public annual passes (which represent a large percent of the available types of passes) being recorded in September when the passes are primarily sold. **Graph 3.1** shows the monthly distribution of pass sales. **Graph 3.2** shows the number of hourly transactions on weekdays of a typical week during FY 2020 separated between the main east-west traffic on 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

**Graph 3.1 - Pinellas Bayway System Monthly Pass Sales Distribution (\$000) FY 2020**



Note: Includes General Public and Bayway Isle passes.

**Graph 3.2 - Pinellas Bayway System Typical Hourly Weekday Transactions FY 2020**



Source: Data obtained from Turnpike Enterprise Finance Office for the 5-day period beginning Monday, January 6, 2020.



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 2020 is illustrated in **Table 3.4**. Annual average daily traffic (AADT) on the Pinellas Bayway System for FY 2020 was approximately 24,600. The peak season typically occurs from February through April, with March being the highest month. This transaction level is expected during this period due to tourists and seasonal residents. September transactions are below the yearly average as a result of fewer tourists and seasonal residents in the area. However, COVID-19 interrupted this predictable trend in seasonality and reliance on these seasonal factors should be limited for FY 2020.

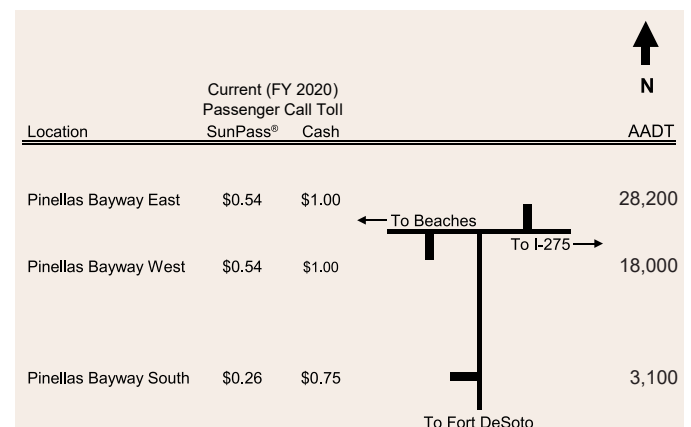
**Table 3.4 - Pinellas Bayway System  
Seasonal Transaction Variation  
FY 2020**

Month	Average Daily Transactions	Seasonal Factor
July 2019	25,900	1.05
August	23,700	0.96
September	23,600	0.96
October	24,800	1.01
November	25,700	1.04
December	24,400	0.99
January 2020	27,100	1.10
February	29,900	1.22
March	25,300	1.03
April	13,200	0.54
May	25,500	1.04
June	26,500	1.08
<b>AADT</b>	<b>24,600</b>	<b>1.00</b>



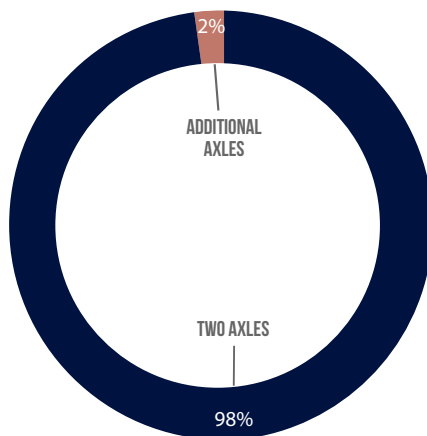
The FY 2020 two-way AADT profile for the facility is presented in **Figure 3.2**. The AADT at the East, West and South plazas during FY 2020 was 28,200, 18,000 and 3,100, respectively. The East Plaza experiences the highest traffic volumes, while the number of drivers traveling to Fort DeSoto Park through the South Plaza is the lowest of the three plazas. Due to one-way tolling at each plaza, the sum of the two-way AADT volumes for the three tolled locations shown in the figure (49,300) is double that of the one-way transaction volume shown in **Table 3.4**.

**Figure 3.2 - Pinellas Bayway System  
Two-way AADT Profile  
FY 2020**

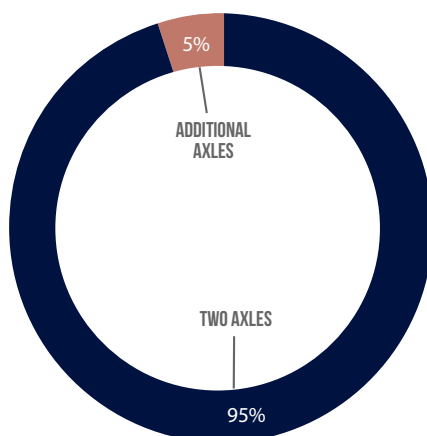


The traffic and revenue contributions from trucks on the Pinellas Bayway System are shown in **Graph 3.3**. For FY 2020, trucks accounted for approximately 2 percent of the traffic on the facility and 5 percent of the revenue. In terms of annual revenue contributions, vehicles with three or more axles accounted for approximately \$262 thousand while two-axle vehicles comprised the remaining \$4.7 million.

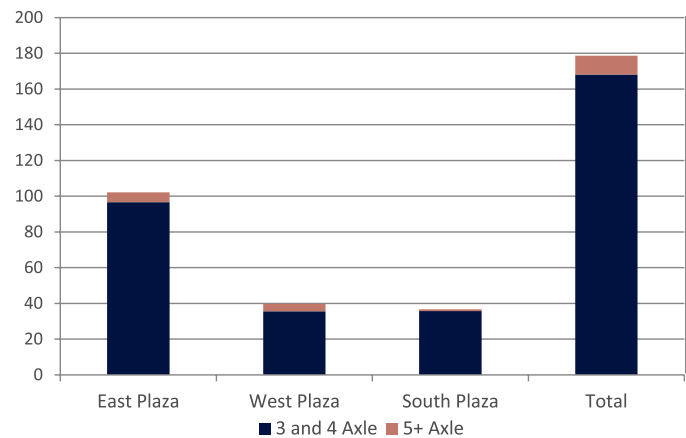
**Graph 3.3 - Pinellas Bayway System Transactions by Axle Class FY 2020**



**Revenue Contribution by Axle Class FY 2020**



**Graph 3.4 - Pinellas Bayway System Multi-Axle Vehicle Transactions by Plaza (000) FY 2020**



This is due to a large percentage of customers using the facility for recreational activities such as boating.

### 3.3 SunPass®

Travel on the Pinellas Bayway System has become more convenient since the implementation of SunPass®. SunPass® offers Bayway Isle residents a \$15 annual pass (which was authorized at the time of the original construction of the facility) for unlimited passage through the East Plaza. Passes can be purchased in person with proof of residency at the East Plaza and expire at the end of the fiscal year. 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 2020, there were approximately 14,900 General Public and 400 Bayway Isle passes sold.

**Graph 3.4** shows multi-axle vehicle transactions by plaza. As shown, the east plaza had the highest volume of truck traffic in FY 2020. As indicated, the majority of multi-axle vehicles on the Pinellas Bayway System are 3 and 4 axles.

In FY 2020, approximately 2.6 million transactions or 39 percent of all SunPass® transactions on the Pinellas Bayway System were attributable to pass usage. **Table 3.5** shows



monthly SunPass® transactions by payment method. Correspondingly, annual pass sales accounted for \$743 thousand (net of refunds) or 26 percent of total SunPass® revenue. With an average toll of \$0.30 for pass transactions (overall, for the three toll plazas combined), the annual pass program provided a combined savings of approximately \$538 thousand to pass holders.

**Table 3.5 - Pinellas Bayway System  
SunPass® Transactions by  
Payment Method  
FY 2020**

Month	Transactions (000)			Total
	General Public Pass	Bayway Isle Pass	Regular SunPass®	
July 2019	192	8	367	567
August	198	9	333	540
September	197	10	321	528
October	212	12	344	568
November	222	12	325	559
December	230	12	318	560
January 2020	252	14	358	624
February	247	14	370	631
March	214	12	351	577
April	125	7	183	315
May	164	9	408	581
June	170	9	387	566
<b>Total</b>	<b>2,423</b>	<b>128</b>	<b>4,065</b>	<b>6,616</b>
<b>Percentage</b>	<b>36.6%</b>	<b>1.9%</b>	<b>61.5%</b>	<b>100.0%</b>

Source: Turnpike Enterprise Finance Office.

**Table 3.6** shows transactions by payment method on the facility. SunPass® transactions represented approximately 73 percent of total transactions in FY 2020. Monthly SunPass® participation percentages ranged from approximately 71 percent to nearly 80 percent during the year. The large percentage increase in SunPass® participation in April is due to the removal of the manual toll collection (i.e., cash) during the height of the pandemic. Manual (cash) toll collection returned on May 18, 2020.

**Table 3.6 - Pinellas Bayway System  
Transactions by Payment Method  
FY 2020**

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	567	236	803	70.6%
August	540	196	736	73.4
September	528	181	709	74.5
October	568	202	770	73.8
November	559	212	771	72.5
December	560	196	756	74.1
January 2020	624	216	840	74.3
February	631	236	867	72.8
March	577	209	786	73.4
April	315	80	395	79.7
May	581	210	791	73.5
June	566	230	796	71.1
<b>Total</b>	<b>6,616</b>	<b>2,404</b>	<b>9,020</b>	
<b>Percentage</b>	<b>73.3%</b>	<b>26.7%</b>	<b>100.0%</b>	

Source: Turnpike Enterprise Finance Office.

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

In general, however, SunPass® participation is the 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 3.7** shows gross toll revenue by payment method. SunPass® accounted for 58 percent of the total revenue in FY 2020. Monthly revenues



**Table 3.7 - Pinellas Bayway System  
Gross Toll Revenue by Payment Method  
FY 2020**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	\$210	\$214	\$424	49.5%
August	188	179	367	51.2
September <sup>(1)</sup>	635	165	800	79.4
October	231	181	412	56.1
November	208	181	389	53.5
December	196	176	372	52.7
January 2020	218	195	413	52.8
February	214	212	426	50.2
March	200	172	372	53.8
April	100	56	156	64.1
May	273	150	423	64.5
June <sup>(2)</sup>	207	183	390	53.1
<b>Total</b>	<b>\$2,880</b>	<b>\$2,064</b>	<b>\$4,944</b>	
<b>Percentage</b>	<b>58.3%</b>	<b>41.7%</b>	<b>100.0%</b>	

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.

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 79 percent of revenue for the month of September is attributable to SunPass®. After October, sales drop significantly. The contribution to revenue from the Bayway Isle annual pass, with yearly renewal in June, is negligible.

### 3.4 Noteworthy Events

In 2007, the 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) from the prior calendar year. Toll rate adjustments for inflation may be made no more frequently than once a year (i.e., SunPass® toll rates) and no less frequently than once every five years (i.e., cash toll rates) as necessary to accommodate cash toll rate

schedules. Toll rates may be adjusted beyond these limits as directed by bond documents, covenants, or governing body authorization or pursuant to Department administrative rule.

FY 2013 was the first full year of toll rate indexing 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. Since then, SunPass® toll rates were indexed annually while cash toll rates were indexed every five years to pace with the rounding of the cash toll in quarter increments. For FY 2018, CPI of 1.3 percent prompted \$0.01 increase for two-axle SunPass® customers at the east and west plazas located on SR 682 (CPI was not large enough to increase the \$0.26 SunPass® toll rate at the south plaza). For two-axle cash vehicles, the toll increased by \$0.25 at each of the three mainline plazas. For FY 2019 and FY 2020, SunPass® toll rates were held constant (i.e., no application of CPI) until after the implementation of a new back office. For the forecast period through FY 2031, toll rates continue to be held at a conservative constant level. However, after a satisfactory recovery in traffic is observed following the COVID-19 pandemic, Turnpike Enterprise management expects to index tolls by the fifth year since the prior indexing as is required by Florida Statutes.

### 3.5 FY 2020 Expenses and Liabilities

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2020 is presented in **Table 3.8**. Actual operating expenses were 40.7 percent lower than the FY 2020 budget largely due to a non-recurring expense reclassification as discussed earlier. Similarly, actual routine maintenance

**Table 3.8 - Pinellas Bayway System  
Operating and Routine  
Maintenance Expenses  
FY 2020**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$2,425	\$1,438	(\$987)	(40.7%)
Routine Maintenance	918	847	(71)	(7.7)
<b>Total</b>	<b>\$3,343</b>	<b>\$2,285</b>	<b>(\$1,058)</b>	<b>(31.6%)</b>

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2019 Enterprise Toll Operations Traffic Engineer's Annual Report.

expenses were lower than the FY 2020 budget by 7.7 percent. Overall, FY 2020 actual operating and routine maintenance expenses were approximately 32 percent, or \$1.1 million, less than the FY 2020 budget. At the end of FY 2020, the Pinellas Bayway System has a \$237 thousand short-term liability with the State Transportation Trust Fund (STTF) for operating and routine maintenance expenses awaiting reimbursement from Pinellas Bayway revenues.

An analysis of the FY 2020 long term liability on the facility is presented in **Table 3.9**. During FY 2020, approximately \$20.0 million of capital improvement (periodic) expenditures were incurred.

**Table 3.9 - Pinellas Bayway System  
Long-Term Liability  
FY 2020**

Transaction	Amount (\$000)
Balance, beginning of year	\$67,742
Periodic Maintenance Additions	20,041
Reductions	0
Balance, end of year	\$87,783

Source: FDOT Office of the Comptroller.

### 3.6 Traffic, Revenue and Expense Forecasts

Historically, population growth in Pinellas County has had an impact on the facility. 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.

According to the latest economic outlook prepared by the Bureau of Economic and Business Research (BEBR), College of Liberal Arts and Sciences at University of Florida, Florida's population growth is forecast to increase at a compounded annual growth rate of 1.3 percent from the current year through 2030.

Future population estimates have been calculated based on medium projections from the most recent publication by the BEBR. The corresponding estimated annual population growth rate through 2030 for Pinellas County is 0.5 percent. 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. Traffic profiles are provided in **Appendix B**, showing two-way AADT on each segment of the system, for FY 2020 through FY 2031.

The traffic and gross toll revenue forecasts for FY 2021 through FY 2031 are shown in **Table 3.10**. As stated previously, toll rates are held at a

## ENTERPRISE TOLL OPERATIONS

**Table 3.10 - Pinellas Bayway System  
Traffic and Gross Toll Revenue Forecasts  
FY 2021 through FY 2031**

Fiscal Year	Total Traffic (000)	Revenue (\$000)	Toll Revenue Comparisons (\$000)		
		Revenue with Constant Tolls <sup>(1)</sup>	2019 Annual Report Forecast <sup>(2)</sup>	Variance	
				Amount	Percent
2021	8,984	\$4,732	\$5,535	(\$803)	(14.5%)
2022	9,433	4,969	5,680	(711)	(12.5)
2023	9,857	5,192	6,147	(955)	(15.5)
2024	10,202	5,374	6,292	(918)	(14.6)
2025	10,457	5,508	6,429	(921)	(14.3)
2026	10,666	5,618	6,555	(937)	(14.3)
2027	10,858	5,720	6,679	(959)	(14.4)
2028	10,967	5,811	7,129	(1,318)	(18.5)
2029	11,077	5,898	7,262	(1,364)	(18.8)
2030	11,188	5,981	7,398	(1,417)	(19.2)
2031	11,300	6,059	N/A	N/A	N/A

Note: Total traffic corresponds to the gross toll revenue.

N/A The FY 2019 Traffic Engineer's Annual Report forecast went through FY 2030.

(1) Toll revenue forecast without indexing.

(2) Toll revenue forecast with indexing.

conservative constant level throughout the forecast period. A summary of the economic factors affecting traffic and revenue is included in the Overview chapter of this report. In addition, **Appendix A** includes current toll rate schedules.

Projected operating and maintenance expenses during the same forecast period are shown in **Table 3.11**. **Appendix C** contains a detailed description of the FY 2021 operating expense budget. Subsequent to FY 2021, operating expenses are projected to grow at 2.5 percent annually. The routine maintenance expense forecast is provided by the Department's Office of Project Finance through FY 2026. Subsequent to FY 2026, routine maintenance expenses were increased at 2.5 percent annually.

Periodic maintenance expenses are based on information provided by the Office of Project Finance for the 5-year Work Program.

**Table 3.11 - Pinellas Bayway System  
Projected Operating and  
Maintenance Expenses  
FY 2021 through FY 2031**

Fiscal Year	Operating Expense (\$000)	Maintenance Expenses (\$000)		Total O&M Expenses (\$000)
		Routine	Periodic <sup>(1)</sup>	
2021	\$2,377	\$929	\$12,791	\$16,097
2022	2,436	955	4,899	8,290
2023	2,497	951	6,463	9,911
2024	2,559	1,029	2,121	5,709
2025	2,623	1,000	479	4,102
2026	2,689	1,025	156	3,870
2027	2,756	1,050	160	3,966
2028	2,825	1,077	164	4,066
2029	2,896	1,104	168	4,168
2030	2,968	1,131	172	4,271
2031	3,042	1,160	177	4,379

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2021.

(1) Periodic maintenance expenses are for various improvements as part of the 5-year Work Program and are reported on a cash basis. Periodic maintenance expenses beyond FY 2026 have not been fully programmed. However, a minimum level of preservation (excluding extraordinary expenses such as resurfacing, etc.) has been estimated based on FY 2025 expenses.

Total operating and periodic and routine maintenance expenses are projected to decrease from \$16.1 million in FY 2021 to \$4.4 million in FY 2031.

### 3.7 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) and 2014 (Chapter 14-223, Laws of Florida), toll collection on the Pinellas Bayway System has continued since the retirement of all outstanding bonds. Beginning July 1, 2014, net revenues are defined as toll revenues less operating and maintenance expenses. Tolls collected were designated by the legislation for certain improvement projects: Phase I construction, Phase II construction and the Blind Pass Road widening. A description and status of each improvement project is shown in **Table 3.12**.

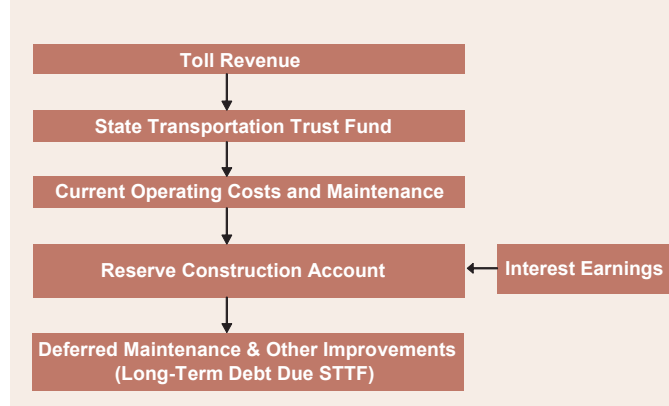


**Table 3.12 - Pinellas Bayway System Improvement Projects**

Project	Description	Status
Phase I Construction	Improvements consist of widening the Pinellas Bayway to four lanes from the eastern toll booth to State Road 679.	Complete (November 1991)
Phase II <sup>(1)</sup> Construction	Improvements consist of widening the Pinellas Bayway to four lanes from State Road 679 west to Gulf Boulevard, including necessary approaches, bridges and avenues of access.	Partially Complete (October 2014)
Blind Pass Road Construction	Improvements consist of widening the Blind Pass Road, State Road 699, to four lanes from 75th Avenue north to the approach of the Blind Pass Bridge, including necessary right-of-way acquisition along said portion of Blind Pass Road, and intersection improvements at 75th Avenue and Blind Pass Road.	Complete (October 2003)

(1) Bridge Structure replacement commenced in December 2018.

As indicated in **Figure 3.3**, the Phase II and Blind Pass Road projects were 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 established an escrow account 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.

**Figure 3.3 - Pinellas Bayway System Flow of Funds**

A summary of the activity in the reserve account during FY 2020 is shown in **Table 3.13**. Additions to the reserve account generally consist of excess net toll revenues (toll revenues less operating and maintenance expenses

**Table 3.13 - Pinellas Bayway System Analysis of Reserve Construction Account FY 2020**

Transaction	Amount (\$000)
Balance, beginning of year	\$15,230
Additions	2,234
Reductions	0
Balance, end of year	\$17,464

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

and interest earnings on the account. Reductions are reimbursements to the State Transportation Trust Fund related to costs incurred in the prior fiscal year for the Phase II construction project. Construction of Structure E of the Pinellas Bayway System began in FY 2019. The construction will eventually deplete the escrow account and add to the Bayway's debt that is due to the STTF for those expenditures.



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# Sunshine Skyway Bridge

## 4.1 Background

The original Sunshine Skyway Bridge opened in 1954 and was constructed as a two-lane toll facility 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.

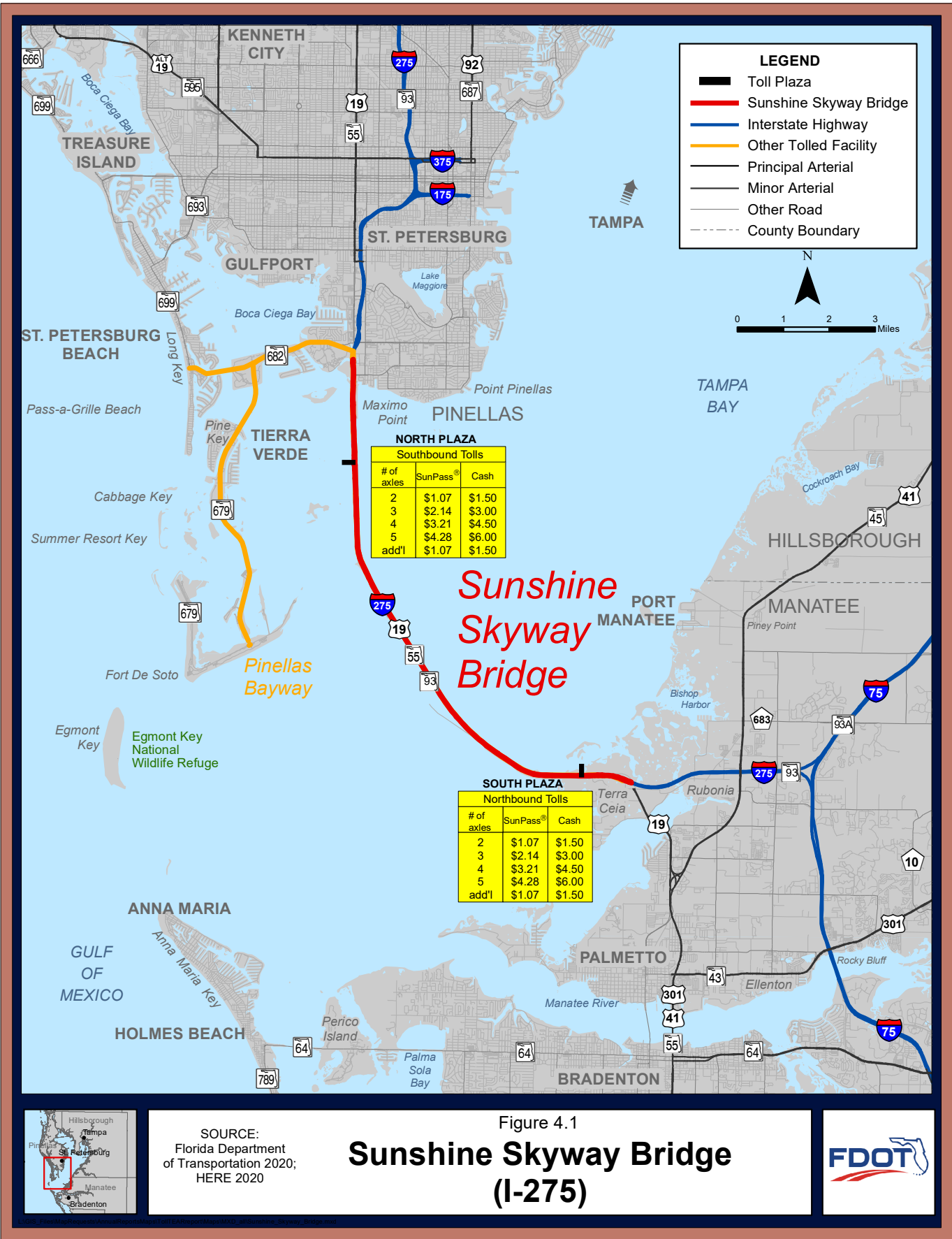
Over the years, several accidents occurred, involving maritime shipping freighters traversing the channel between Tampa Bay and the Gulf of Mexico. These accidents were attributed, in part, to the positioning of the piers of the high-level structure over the navigation channel. On May 9, 1980, a freighter 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. 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.

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 4.1** shows a detailed map of the facility, with the most recent toll rates.







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. The first full year of toll rate indexing was implemented in FY 2013 for all customers on the Sunshine Skyway Bridge, 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. SunPass® customers with three or more axle vehicles continue to receive a 10 percent discount after a threshold of 40 monthly transactions is reached.

Historically, traffic and revenue on the Sunshine Skyway Bridge have increased gradually over the years. Annual transactions and revenue for the facility from FY 2010 through FY 2020 are presented in **Table 4.1**. Revenues have increased as a result of the start of toll rate indexing in FY 2013. As mentioned in the **Overview Section 1.2.1**, in FY 2020, Sunshine Skyway Bridge traffic increase was consistent with the previous year through February 2020, with a growth of 3.5 percent for the period July 2019 through February 2020. Beginning in March 2020, traffic decreased as a result of the COVID-19 pandemic with the monthly traffic decline peaking in April 2020 at just over 54 percent from the prior year. As COVID-19 cases began to fall and the state reopened gradually in May 2020, the bridge experienced recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down only 18 percent from the prior year.

**Table 4.1 - Sunshine Skyway Bridge  
Historical Transactions and Revenue Growth  
FY 2010 through FY 2020**

Fiscal Year	Transactions (000)				Toll Revenue <sup>(1)</sup> (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2010	17,764	22	17,786	-	\$16,310	-	\$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
2013	18,439	63	18,502	1.9	21,722	31.2	1.174
2014	19,131	48	19,179	3.7	22,630	4.2	1.180
2015	20,233	59	20,292	5.8	23,978	6.0	1.182
2016	20,985	61	21,046	3.7	24,801	3.4	1.178
2017	21,517	64	21,581	2.5	25,524	2.9	1.183
2018 <sup>(2)</sup>	21,568	670	22,238	3.0	26,675	4.5	1.200
2019	22,751	75	22,826	2.6	28,231	5.8	1.237
2020	20,679	90	20,769	(9.0)	25,513	(9.6)	1.228

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. Per new revenue reporting methodology, starting FY 2014 toll revenue excludes violation and miscellaneous revenues, which are immaterial to toll revenues reported within.

(2) Higher non-revenue transactions due to toll suspension during Hurricane Irma.

Accordingly, the traffic declined 32 percent for the four month period ended June 2020, heavily contributing to the overall traffic decline of 9 percent for FY 2020. Moving forward into FY 2021, the reduction in traffic volumes for the first quarter of FY 2021 continues to improve since June 2020, with approximately 14 percent traffic decline when compared to FY 2019.

Historical operating and routine maintenance expenses from FY 2010 through FY 2020 are presented in **Table 4.2**. Annual operating expenses have approximated \$5 million during the 10-year period. FY 2020 operating expenses decreased by \$112 thousand from FY 2019 due to the reduction in toll transactions prompted by COVID-19 precautions. During the same period, routine maintenance expenses decreased by \$831 thousand primarily due to the biennial bridge inspection that occurred in the prior year. Inspection and maintenance of the Sunshine Skyway Bridge is performed under a private

**Table 4.2 - Sunshine Skyway Bridge  
Historical Operating and Routine  
Maintenance Expenses  
FY 2010 through FY 2020**

Fiscal Year	Operating Expense <sup>(1)</sup> (\$000)	Routine Maintenance Expense (\$000)	Total O&M Expenses (\$000)
2010	\$4,793	\$1,575	\$6,368
2011	5,074	2,475	7,549
2012	4,930	1,770	6,700
2013	4,672	2,325	6,997
2014	4,754	1,651	6,405
2015	4,959	2,365	7,324
2016	4,695	2,325	7,020
2017	5,291	3,932	9,223
2018	4,870	2,677	7,547
2019	5,639	3,117	8,756
2020	5,527	2,286	7,813

Source: FDOT Office of the Comptroller.

(1) Operating expense restated from FY 2014 through FY 2017.

**Table 4.3 - Sunshine Skyway Bridge  
Monthly Transactions and Toll Revenue  
FY 2020**

Month	Transactions (000)			Toll Revenue (\$000)		
	North Plaza	South Plaza	Total	North Plaza	South Plaza	Total
July 2019	953	933	1,886	\$1,198	\$1,173	\$2,371
August	926	912	1,838	1,159	1,143	2,302
September	875	854	1,729	1,091	1,068	2,159
1st Quarter Total	2,754	2,699	5,453	3,448	3,384	6,832
October	971	943	1,914	1,213	1,181	2,394
November	971	941	1,912	1,215	1,180	2,395
December	1,029	987	2,016	1,288	1,237	2,525
2nd Quarter Total	2,971	2,871	5,842	3,716	3,598	7,314
January 2020	1,026	989	2,015	1,281	1,237	2,518
February	1,026	980	2,006	1,290	1,220	2,510
March	836	809	1,645	1,000	960	1,960
3rd Quarter Total	2,888	2,778	5,666	3,571	3,417	6,988
April	461	454	915	507	494	1,001
May	693	681	1,374	793	784	1,577
June	765	754	1,519	907	894	1,801
4th Quarter Total	1,919	1,889	3,808	2,207	2,172	4,379
<b>Annual Total</b>	<b>10,532</b>	<b>10,237</b>	<b>20,769</b>	<b>\$12,942</b>	<b>\$12,571</b>	<b>\$25,513</b>

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.

Asset Maintenance Contract with the Department providing oversight through its Asset Management Coordinator. In addition to operating and routine maintenance expenses, \$8.0 million for renewal and replacement, toll system improvements, lighting, bridge painting, bridge repairs, and \$54.9 million for off-system improvements were incurred during FY 2020.

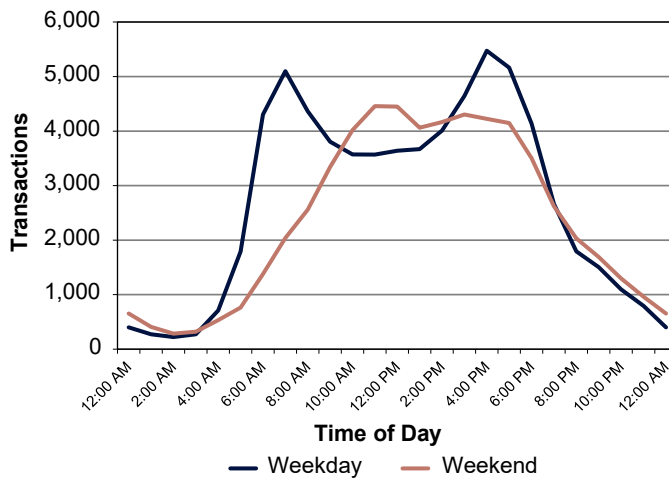
## 4.2 FY 2020 Transactions and Toll Revenues

Monthly transactions and toll revenue on the Sunshine Skyway Bridge during FY 2020 are presented in **Table 4.3** for the north and south mainline plazas. There were approximately 10.5 million transactions at the north plaza and 10.2 million transactions at the south plaza, for a total of 20.7 million transactions

during FY 2020. The corresponding annual revenue was \$12.9 million at the north plaza and \$12.6 million at the south plaza, for a total of approximately \$25.5 million during FY 2020. Historically, the third quarter is the busiest season of the year. However, COVID-19 temporarily interrupted this reliable trend for FY 2020. Albeit, it is anticipated that the third quarter will once again be the busiest quarter of the year in FY 2021.

**Graph 4.1** shows the number of hourly weekday and weekend transactions of a typical week during FY 2020 for both northbound and southbound traffic combined. The weekday traffic on the facility has a morning peak from 6:00 a.m. to 9:00 a.m. and an evening peak from 3:00 p.m. to 6:00 p.m., reflecting the presence of commuters on the facility. During weekends from 11:00 a.m. to 5:00 p.m., traffic levels are slightly more than 4 thousand vehicles per hour. On weekends, there is no clear morning

**Graph 4.1 - Sunshine Skyway Bridge  
Typical Hourly Transactions  
(Northbound and Southbound)  
FY 2020**



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, November 4, 2019.

or evening peak periods indicating that a large number of non-commuters use the facility (e.g. interstate travel influence).

The FY 2020 monthly transaction variation is analyzed in **Table 4.4**. Annual average daily transactions (AADT) on the Sunshine Skyway Bridge for FY 2020 was 56,800. As previously mentioned, the peak season typically occurs from February through April, with March being the highest month. This is due to tourists and seasonal residents. Historically, the month of September has the fewest transactions. However, COVID-19 interrupted this predictable trend in seasonality and reliance on these seasonal factors should be limited for FY 2020.

The traffic and revenue contributions from trucks on the Sunshine Skyway Bridge are shown in **Graph 4.2**. For FY 2020, trucks accounted for 4 percent of the traffic on the facility but accounted for 10 percent of the total revenue. In terms of actual revenue contributions, vehicles with three or more axles provided approximately \$2.6 million, while two-axle vehicles comprised the remaining \$22.9 million.

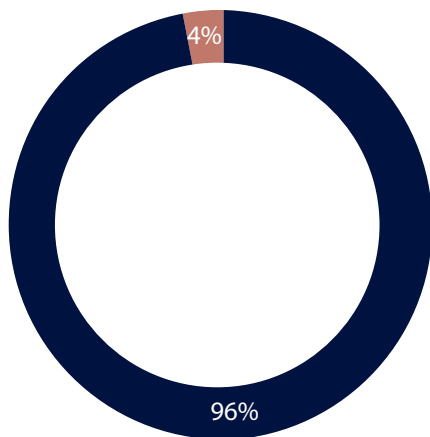
**Table 4.4 - Sunshine Skyway Bridge  
Seasonal Transaction Variation  
FY 2020**

Month	Average Daily Transactions			Seasonal Factor*
	North Plaza	South Plaza	Total	
July 2019	30,800	30,100	60,900	1.07
August	29,900	29,400	59,300	1.04
September	29,100	28,500	57,600	1.01
October	31,300	30,400	61,700	1.09
November	32,400	31,400	63,800	1.12
December	33,200	31,800	65,000	1.14
January 2020	33,100	31,900	65,000	1.14
February	35,400	33,800	69,200	1.22
March	27,000	26,100	53,100	0.93
April	15,400	15,100	30,500	0.54
May	22,400	22,000	44,400	0.78
June	25,500	25,100	50,600	0.89
<b>AADT</b>	<b>28,800</b>	<b>28,000</b>	<b>56,800</b>	<b>1.00</b>

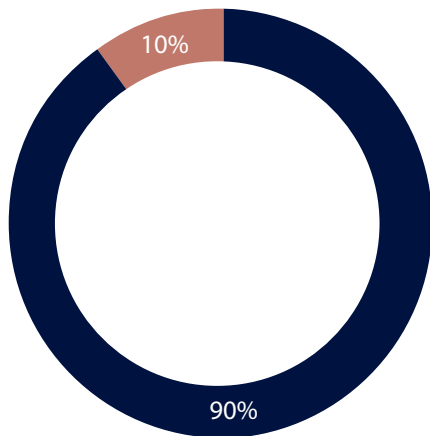
\*Impacted by COVID-19 beginning March 2020.



**Graph 4.2 - Sunshine Skyway Bridge  
Transactions by Axle Class  
FY 2020**



**Revenue Contribution by Axle Class  
FY 2020**



### 4.3 SunPass®

There are two dedicated SunPass® lanes and four mixed-use lanes at each toll plaza, serving both cash and SunPass® users. Drivers of two-axle vehicles with a SunPass® transponder pay \$0.43 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. Transactions on the nearby Pinellas Bayway System also count towards this discount program. SunPass® discounts on the Sunshine Skyway Bridge totaled \$25 thousand in FY 2020.

**Table 4.5** shows the percentage of transactions by payment method on the Sunshine Skyway Bridge. Non-SunPass® transactions amounted to 7.0 million, or 34 percent of all transactions; whereas, SunPass® transactions totaled 13.8 million, or 66 percent of all transactions on the facility. Over the course of FY 2020, the monthly SunPass® transaction percentage ranged from approximately 65 to 70 percent.

**Table 4.5 - Sunshine Skyway Bridge  
Transactions by Payment Method  
FY 2020**

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass	Total	
July 2019	1,247	639	1,886	66.1%
August	1,239	599	1,838	67.4
September	1,173	556	1,729	67.8
October	1,290	624	1,914	67.4
November	1,257	655	1,912	65.7
December	1,314	702	2,016	65.2
January 2020	1,325	690	2,015	65.8
February	1,298	708	2,006	64.7
March	1,085	560	1,645	66.0
April	642	273	915	70.2
May	927	447	1,374	67.5
June	1,003	516	1,519	66.0
<b>Total</b>	<b>13,800</b>	<b>6,969</b>	<b>20,769</b>	
<b>Percentage</b>	<b>66.4%</b>	<b>33.6%</b>	<b>100.0%</b>	

Source: Turnpike Enterprise Finance Office.

Note: Non-SunPass transactions represent toll-paying and non-revenue transactions.

**Table 4.6** shows the gross toll revenue by payment method. Revenue attributable to SunPass® was approximately \$16.0 million, representing nearly 63 percent of the total system revenue in FY 2020. Toll revenue is reported net of the SunPass® discount. Non SunPass® constituted the remaining 37 percent of revenue. Monthly SunPass® revenue percentages ranged from 59 to approximately 77 percent during the year. The large percentage increase in SunPass revenues for April and May is due to the removal of manual toll collection (i.e., cash) during the height of the pandemic. Manual (cash) toll collection returned on May 18, 2020.



**Table 4.6 - Sunshine Skyway Bridge  
Gross Toll Revenue by Payment Method  
FY 2020**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass®	Non-SunPass	Total	
July 2019	\$1,439	\$932	\$2,371	60.7%
August	1,431	871	2,302	62.2
September	1,352	807	2,159	62.6
October	1,487	907	2,394	62.1
November	1,447	948	2,395	60.4
December	1,514	1,011	2,525	60.0
January 2020	1,529	989	2,518	60.7
February	1,486	1,024	2,510	59.2
March	1,272	688	1,960	64.9
April	770	231	1,001	76.9
May	1,084	493	1,577	68.7
June	1,155	646	1,801	64.1
<b>Total</b>	<b>\$15,966</b>	<b>\$9,547</b>	<b>\$25,513</b>	
<b>Percentage</b>	<b>62.6%</b>	<b>37.4%</b>	<b>100.0%</b>	

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

#### 4.4 Noteworthy Events

In 2007, the 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) from the prior calendar year. Toll rate adjustments for inflation may be made no more frequently than once a year (i.e., SunPass® toll rates) and no less frequently than once every five years (i.e., cash toll rates) as necessary to accommodate cash toll rate schedules. Toll rates may be adjusted beyond these limits as directed by bond documents, covenants, or governing body authorization or pursuant to Department administrative rule.

For FY 2018, CPI of 1.3 percent prompted a \$0.01 increase at the north and south toll plazas for two-axle toll rates for SunPass® customers. Furthermore, cash toll rates, last increased in FY 2013, experienced the fifth-year CPI increase

(6.6 percent for prior 5-year period rounded to the quarter) of \$0.25 for two-axle vehicles. For FY 2019 and FY 2020, SunPass toll rates were held constant (i.e., no application of CPI) until after the implementation of a new back office. For the forecast period through FY 2031, toll rates continue to be held at a conservative constant level. However, after a satisfactory recovery in traffic is observed following the COVID-19 pandemic, Turnpike Enterprise management expects to index tolls by the fifth year since the prior indexing as is required by Florida Statutes.

#### 4.5 FY 2020 Expenses and Liabilities

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2020 is shown in **Table 4.7**. Actual FY 2020 operating and routine maintenance expenses were \$121 thousand higher than the FY 2020 budget.

**Table 4.7 - Sunshine Skyway Bridge  
Operating and Routine  
Maintenance Expense  
FY 2020**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$5,069	\$5,527	\$458	9.0%
Routine Maintenance	2,623	2,286	(337)	(12.8)
<b>Total</b>	<b>\$7,692</b>	<b>\$7,813</b>	<b>\$121</b>	<b>1.6%</b>

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2019 Enterprise Toll Operations Traffic Engineer's Annual Report.

At the end of FY 2020, the Sunshine Skyway has a \$438 thousand liability with the State Transportation Trust Fund (STTF) for operating and routine maintenance expenses awaiting reimbursement from Sunshine Skyway revenues. The Sunshine Skyway Bridge also has two long-term liabilities due to the Department. First are expenditures for improvements or new projects on the Sunshine Skyway Bridge. An analysis of the FY 2020 liability for facility costs

is presented in **Table 4.8**, which shows the STTF advances for facility costs.

**Table 4.8 - Sunshine Skyway Bridge  
STTF Advances for Facility Costs  
FY 2020**

Transaction	Amount (\$000)
Balance, beginning of year	\$3,482
Additions <sup>(1)</sup>	8,049
Reductions <sup>(2)</sup>	(378)
Balance, end of year	\$11,153

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.

The second liability is for off-system improvements and is presented in **Table 4.9**. Off-system capital projects include the Right-of-Way purchases related to the Gateway Expressway, SR 70, Howard Frankland Bridge and reconstruction of the Skyway rest areas. These costs are initially funded by the STTF and are being reimbursed by bond proceeds and excess revenue after operating and maintenance (O&M) expenses and facility costs and future revenue bonds.

**Table 4.9 - Sunshine Skyway Bridge  
Deferred STTF Advances for  
Off-System Improvements  
FY 2020**

Transaction	Amount (\$000)
Balance, beginning of year	\$9,724
Additions	54,872
Reductions	(47,841)
Balance, end of year	\$16,755

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 on the Sunshine Skyway Bridge.

Population growth in Hillsborough, Manatee, Pasco, Pinellas and Sarasota counties has had a significant impact on the facility. Since the facility is part of the Strategic Intermodal System, the statewide growth in population was also considered.

From FY 2010 to FY 2019 (pre-COVID-19), the annual compounded traffic growth rate on the Sunshine Skyway Bridge was approximately 2.8 percent. The historical annual compounded population growth rate for the same period for the five counties was 1.4 percent. 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 2030 for the five counties is 1.3 percent. As a guideline, the historical ratio of traffic growth to population growth was applied to projected population growth rates to estimate future annual traffic growth on the Sunshine Skyway Bridge after recovery from the pandemic.

The traffic and gross toll revenue forecasts for FY 2021 through FY 2031 are shown in **Table 4.10**. Based on assumptions of recovery from COVID-19, FY 2021 revenue is projected to be three percent lower than FY 2020 revenue. Revenue ramps up strongly beginning in FY 2022 with FY 2024 revenue exceeding FY 2019 pre-pandemic levels.

The projected operating and maintenance expenses for FY 2021 through FY 2031 are shown in **Table 4.11**. The operating expenses in FY 2021 represent the budget amount for that fiscal year. Subsequent to FY 2021, operating expenses are projected to grow at 2.5 percent annually to account for inflation.



**Table 4.10 - Sunshine Skyway Bridge  
Traffic and Gross Toll Revenue Forecasts  
FY 2021 through FY 2031**

Fiscal Year	Total Traffic (000)	Toll Revenue (\$000)			Toll Revenue Comparisons (\$000)		
		Revenue with Constant Tolls <sup>(1)</sup>	SunPass® Discount Impact	Gross Toll Revenue	2019 Annual Report Forecast <sup>(2)</sup>	Variance	
						Amount	Percent
2021	20,063	\$24,672	(\$25)	\$24,647	\$30,174	(\$5,527)	(18.3%)
2022	21,367	26,276	(\$26)	26,250	31,104	(4,854)	(15.6)
2023	22,542	27,721	(\$28)	27,693	33,376	(5,683)	(17.0)
2024	23,669	29,108	(\$30)	29,078	34,232	(5,154)	(15.1)
2025	24,616	30,273	(\$32)	30,241	35,073	(4,832)	(13.8)
2026	25,354	31,181	(\$33)	31,148	35,850	(4,702)	(13.1)
2027	25,988	31,961	(\$34)	31,927	36,594	(4,667)	(12.8)
2028	26,378	32,696	(\$35)	32,661	38,640	(5,979)	(15.5)
2029	26,642	33,383	(\$36)	33,347	39,438	(6,091)	(15.4)
2030	26,882	34,018	(\$37)	33,981	40,254	(6,273)	(15.6)
2031	27,016	34,630	(\$38)	34,592	N/A	N/A	N/A

Note: Total traffic corresponds to the adjusted gross toll revenue.

N/A The FY 2019 Traffic Engineer's Annual Report forecast went through FY 2030.

(1) Toll revenue forecast without indexing.

(2) Toll revenue forecast with indexing.

**Table 4.11 - Sunshine Skyway Bridge  
Projected Operating and Maintenance Expenses  
FY 2021 through FY 2031**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense (\$000)	Total Operating & Routine Maintenance Expenses (\$000)	Periodic Maintenance Expense <sup>(1)</sup> (\$000)	Total O&M Expenses (\$000)
2021	\$5,463	\$3,487	\$8,950	\$10,483	\$19,433
2022	5,600	2,732	8,332	9,891	18,223
2023	5,740	3,411	9,151	6,723	15,874
2024	5,884	2,757	8,641	6,744	15,385
2025	6,031	3,508	9,539	3,985	13,524
2026	6,182	2,840	9,022	1,754	10,776
2027	6,337	3,686	10,023	1,798	11,821
2028	6,495	2,984	9,479	1,843	11,322
2029	6,657	3,872	10,529	1,889	12,418
2030	6,823	3,135	9,958	1,936	11,894
2031	6,994	4,068	11,062	1,984	13,046

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2021.

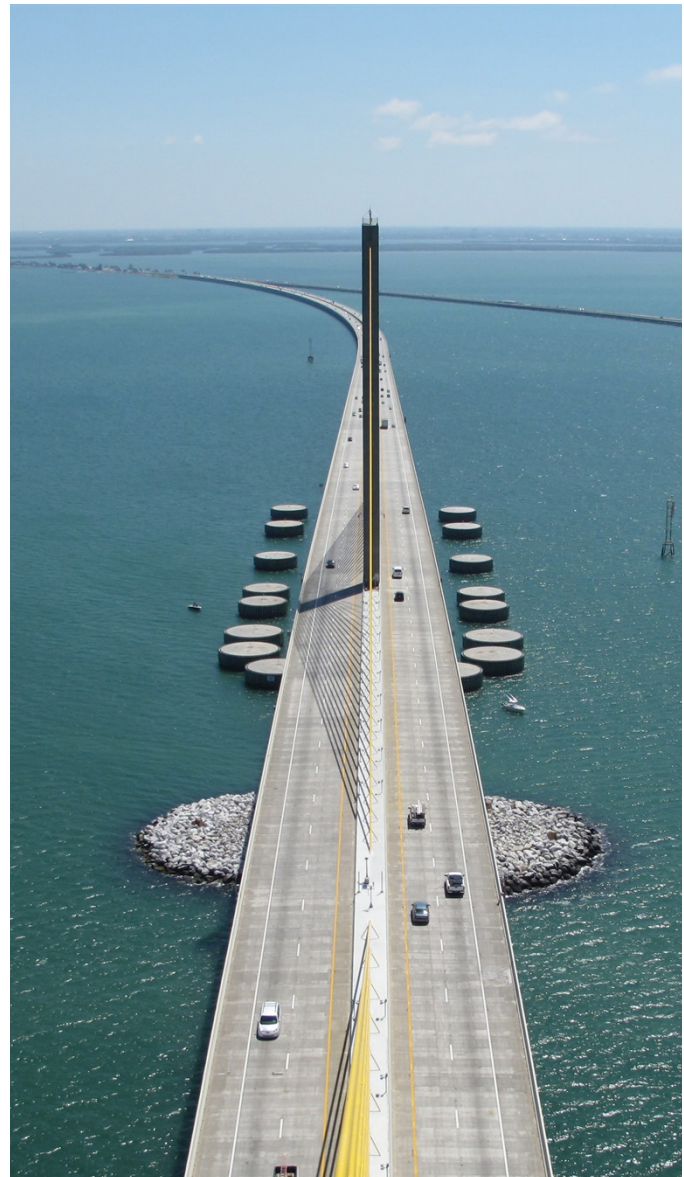
(1) Periodic maintenance expenses include bridge repairs, bridge painting, Florida Highway Patrol services and other Department-funded improvements included in the 5-year Work Program and are reported on a cash basis. Other types of periodic maintenance expense, including resurfacing, are not programmed in FY 2023 - FY 2031.

The routine maintenance expense forecast is provided by the Department's Office of Project Finance through FY 2026. Subsequent to FY 2026, routine maintenance expenses have been increased 2.5 percent annually.

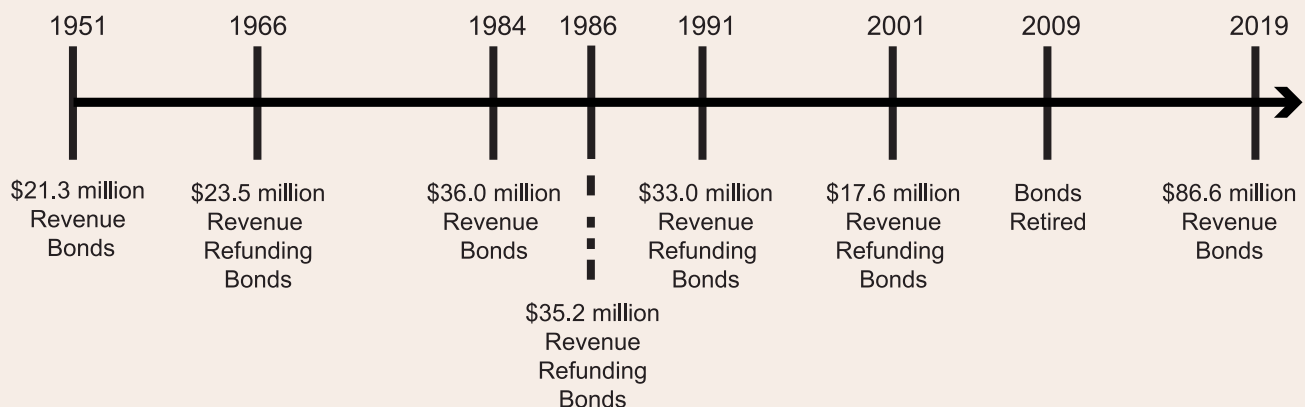
Periodic maintenance expenses were provided by the Department's Office of Project Finance and are based on estimated expenditures for projects included in the Work Program and include bridge repairs, bridge painting and fishing pier repairs. Subsequent to FY 2026, periodic maintenance expenses have been increased 2.5 percent annually.

#### 4.7 Revenue Sufficiency

A timeline of Sunshine Skyway bond issues is shown in **Figure 4.2**. In May 2019, bonds in the principal amount of \$86.6 million were issued (Series 2019A Sunshine Skyway Revenue Bonds). 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 needed transportation projects located in Manatee, Hillsborough and Pinellas Counties and mentioned in **Section 4.5**. As of July 1, 2020, bonds in the principal amount of \$84.2 million are outstanding from the 2019A Series.

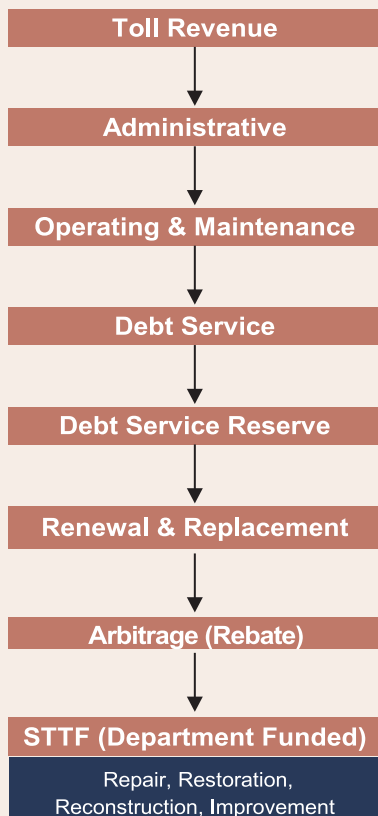


**Figure 4.2**  
**Sunshine Skyway Bond Issues**



Each year, an amount of principal and accrued interest on the outstanding bonds becomes due and payable. This amount is known as the annual debt service. As a test of the ability of a facility to repay the annual debt service, a “coverage” calculation is performed. As shown in **Figure 4.3** and in accordance with the 2019A Series Bond Resolution, net revenues mean the revenues remaining after deductions of administrative expenses and the cost of operation and maintenance. Net revenues shall be sufficient in each fiscal year to pay at least 120 percent (1.2 times) of the annual debt service requirements. **Table 4.12** provides a forecast of the debt service coverage of Sunshine Skyway to meet annual debt service requirements through FY 2031. As shown in the table, Sunshine Skyway significantly

**Figure 4.3**  
**Flow of funds**  
**Series 2019A**  
**Sunshine Skyway**  
**Revenue bonds**



**Table 4.12 - Sunshine Skyway Bridge**  
**Net Toll Revenue Forecast and Debt**  
**Service Coverage**  
**FY 2021 through FY 2031**

Fiscal Year	Gross Toll Revenue (\$000)	Toll Operating & Routine Maintenance Expenses <sup>(1)</sup> (\$000)	Net Toll Revenue <sup>(2)</sup> (\$000)	Debt Service <sup>(3)</sup>	
				Payment (\$000)	Coverage Ratio
2021	\$24,647	\$8,950	\$15,697	\$6,873	2.3
2022	26,250	8,332	17,918	6,872	2.6
2023	27,693	9,151	18,542	6,873	2.7
2024	29,078	8,641	20,437	6,871	3.0
2025	30,241	9,539	20,702	6,871	3.0
2026	31,148	9,022	22,126	6,872	3.2
2027	31,927	10,023	21,904	6,874	3.2
2028	32,661	9,479	23,182	6,872	3.4
2029	33,347	10,529	22,818	6,874	3.3
2030	33,981	9,958	24,023	6,870	3.5
2031	34,592	11,062	23,530	6,871	3.4

(1) Periodic maintenance 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 Official Statement for the 2019A Bonds.

exceeds the 1.2 minimum debt service coverage requirement.

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# Wekiva Parkway

## 5.1 Background

The Wekiva Parkway (SR 429) will be a 25-mile toll road that, upon its full opening, completes the beltway around Central Florida. The Parkway was authorized in 2004 by the Wekiva Parkway and Protection Act (Chapter 369, Part III, F.S.) and is being developed jointly by the Florida Department of Transportation (FDOT) and the Central Florida Expressway Authority (CFX) with FDOT responsible for the portions in Lake and Seminole counties. In addition to completing Central Florida's beltway, the Wekiva Parkway will provide travel alternatives. The Parkway also will relieve SR 46, US 441 and other area roads of traffic congestion resulting from intensifying growth and travel between Orange, Lake and Seminole Counties. It is also expected to improve safety and reduce vehicle crash fatalities, particularly on SR 46.

As part of the Parkway's enabling legislation, the development of the Parkway has environmental protections for the Wekiva River Basin, including the setting aside of more than 3,400 acres of land for conservation and numerous wildlife bridges, along with elevating the highway to reduce vehicle/wildlife interactions. Included as a part of the legislation, and to be incorporated into the overall project, are non-toll road improvement projects which include widening of existing roads

in the corridor, the addition of parallel service roads and the construction of a multi-use trail. As the Parkway opens in phases, Florida's Turnpike Enterprise will operate the FDOT sections.

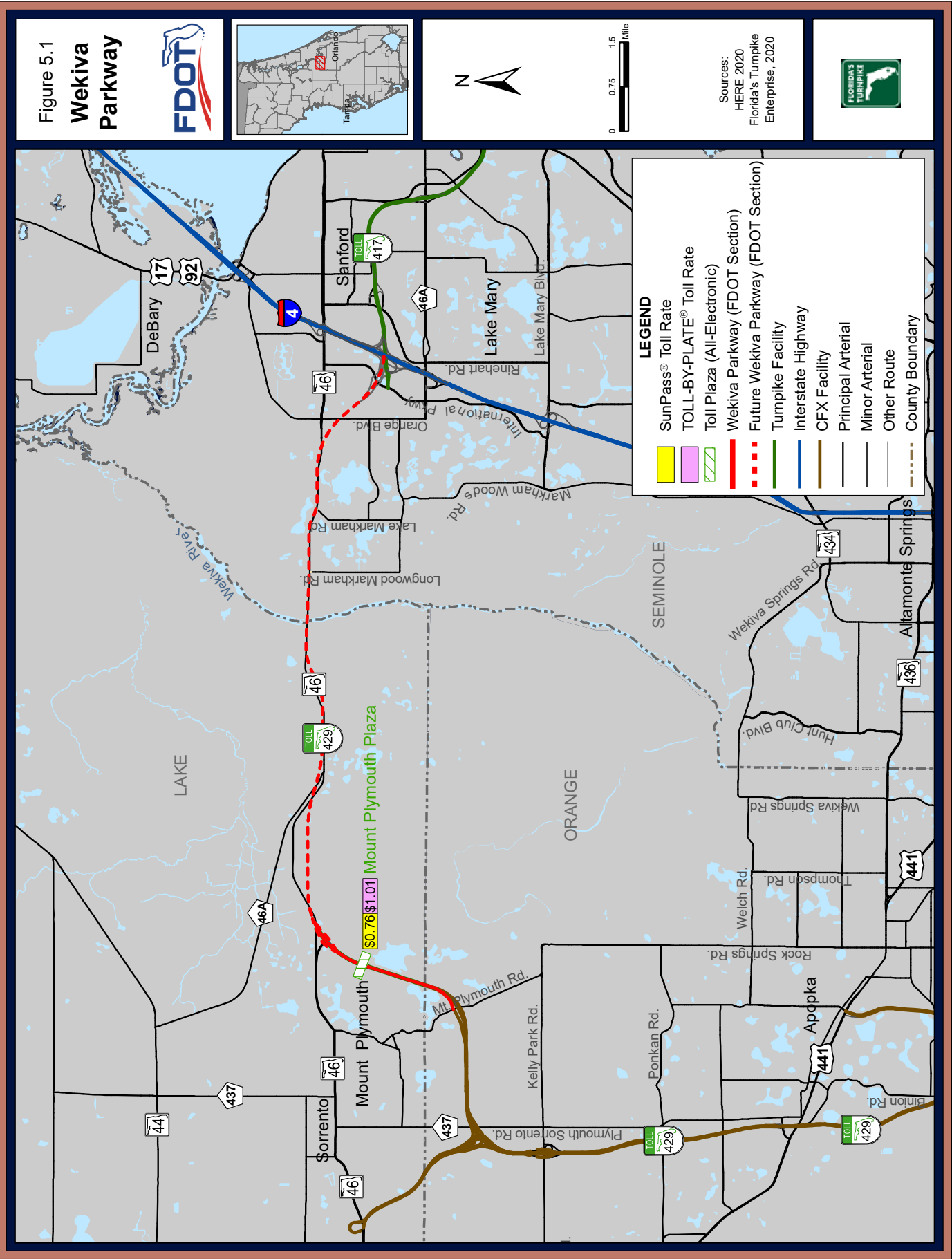
**Figure 5.1** depicts the proposed location of the project within the major roadway network in the area. The project directly connects on the southwest with SR Toll 429 (Western Beltway) at Orange Blossom Trail (U.S. 441) in Orange County and on the east with SR Toll 417 (Seminole Expressway) at Interstate 4 in Seminole County. It also includes a "spur" on the western end, forming a "Y" junction with the Parkway and extending northwestward to a connection with SR 46 east of Mount Dora.

The FDOT portion, extending from the Mount Plymouth area on the west to the Sanford area on the east, is planned to have four all-electronic tolling points. Customers can pay with SunPass®, or use a license plate photo/billing option (TOLL-BY-PLATE®) at a higher rate. In keeping with Florida state law, toll rates may increase each year, indexed to the Consumer Price Index.

**Table 5.1** lists the individual sections of the Wekiva Parkway and includes the ownership, start and end points, length, construction start







**Table 5.1 - Wekiva Parkway Facility Project Descriptions**

Owner	Section	Project Limit	Length (miles)	Construction Start Date	Scheduled Opening Date
CFX	1A	US 441 to Ponkan Road	2.13	Third Quarter, 2015	July 27, 2017
	1B	Ponkan Road to New Kelly Park Road Interchange	2.38	Third Quarter, 2015	July 27, 2017
	2A	Kelly Park Road Interchange to CR 435/Mt. Plymouth Road	2.90	Third Quarter, 2016	March 31, 2018
	2B	Systems Interchange (Haas Road-Ondich Road)	0.78	First Quarter, 2016	March 31, 2018
	2C	Round Lake Road to Lake County-Orange County Line	1.40	Second Quarter, 2016	March 31, 2018
FDOT	3A	SR 46 from Vista View Lane to Round Lake Road (non-toll)	1.40	Third Quarter, 2017	Third Quarter 2020
	3B	SR 46 from US 441 to Vista View Lane (non-toll)	0.00	Third Quarter, 2017	Third Quarter 2020
	4A	CR 435/Mount Plymouth Road to the Lake County Line	3.14	Fourth Quarter, 2012	January 20, 2016
	4B	Orange County Line to Old McDonald Road			
	5	saQCR 46A Realignment from Arundel Way to SR 46 (non-toll)	2.50	Second Quarter, 2017	Second Quarter, 2020
	6	Old McDonald Road to Wekiva Park Road	5.50	Fourth Quarter, 2017	First Quarter, 2022
	7A	Wekiva Park Drive to Orange Boulevard	3.53	Second Quarter, 2018	Second Quarter, 2022
	7B	SR 46 from Center Road to I-4	1.87	Third Quarter, 2019	Fourth Quarter, 2021
	8	Orange Boulevard to Rinehart Road	2.63	Fourth Quarter, 2018	First Quarter, 2023

Source: [www.wekivaparkway.com](http://www.wekivaparkway.com)

dates, and scheduled opening dates. On January 20, 2016, FDOT opened the first section of the Wekiva Parkway, sections 4A and 4B, that extend from County Road 435 (Mount Plymouth Road) near Haas Road in Orange County to SR 46 east of Camp Challenge Road in Lake County. Upon opening, the toll was \$0.75 for those with SunPass® or \$1.00 via the TOLL-BY-PLATE® program, plus \$2.50 per invoice in administrative fees. In FY 2018 (October 29, 2017), tolls were indexed to \$0.76 for SunPass® and \$1.01 for TOLL-BY-PLATE® customers. For FY 2019 and FY 2020, toll rates were held constant (i.e., no application of CPI) until after the implementation of a new back office.

## 5.2 FY 2020 Transactions, Revenues and Expenses

As shown in **Table 5.2**, there were 1.6 million transactions in FY 2020 and toll revenues amounting to nearly \$1.5 million, resulting in an average toll of \$0.90 per vehicle. The monthly transaction variation for FY 2020 is analyzed in **Table 5.3**. On average, over 4,400 vehicles traveled through the toll plaza each

**Table 5.2 - Wekiva Parkway Monthly Transactions and Toll Revenue FY 2020**

Month	Transactions			Total Revenue <sup>(1)</sup>	Average Toll
	Toll Paying	Non Revenue	Total		
FY 2016 <sup>(2)</sup>	220,536	2,278	222,814	\$165,952	\$0.745
FY 2017	725,142	11,136	736,278	\$587,966	\$0.799
FY 2018	1,056,664	42,414	1,099,078	\$877,726	\$0.799
FY 2019	1,746,232	13,112	1,759,344	\$1,538,629	\$0.875
FY 2020:					
July 2019	151,778	1,012	152,790	\$140,592	
August	149,552	1,026	150,578	138,248	
September	119,553	11,827	131,380	108,209	
October	149,322	1,121	150,443	139,152	
November	151,951	1,166	153,117	136,488	
December	146,373	1,233	147,606	132,135	
January 2020	148,884	1,145	150,029	137,548	
February	151,716	1,190	152,906	139,355	
March	130,708	1,140	131,848	122,621	
April	83,745	964	84,709	80,100	
May	112,594	1,003	113,597	101,793	
June	116,677	965	117,642	92,898	
<b>Total</b>	<b>1,612,853</b>	<b>23,792</b>	<b>1,636,645</b>	<b>\$1,469,139</b>	<b>\$0.898</b>

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

(1) Per new revenue reporting methodology, starting FY 2016 toll revenues exclude violation and miscellaneous revenues, which are immaterial to toll revenues reported within.

(2) FY 2016 represents a partial year opening on January 20, 2016.

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. Higher non-revenue transactions in September 2019 due to toll suspension during Hurricane Dorian.

**Table 5.3 - Wekiva Parkway  
Seasonal Transaction Variation  
FY 2020**

Month	Average Daily Transactions			Seasonal Factor*
	Northbound Lanes	Southbound Lanes	Total	
July 2019	2,700	2,300	5,000	1.14
August	2,700	2,200	4,900	1.11
September	2,400	2,000	4,400	1.00
October	2,600	2,300	4,900	1.11
November	2,600	2,500	5,100	1.16
December	2,400	2,300	4,700	1.07
January 2020	2,500	2,300	4,800	1.09
February	2,800	2,500	5,300	1.20
March	2,200	2,000	4,200	0.95
April	1,400	1,400	2,800	0.64
May	1,900	1,800	3,700	0.84
June	2,000	1,900	3,900	0.89
<b>AADT</b>	<b>2,300</b>	<b>2,100</b>	<b>4,400</b>	<b>1.00</b>

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

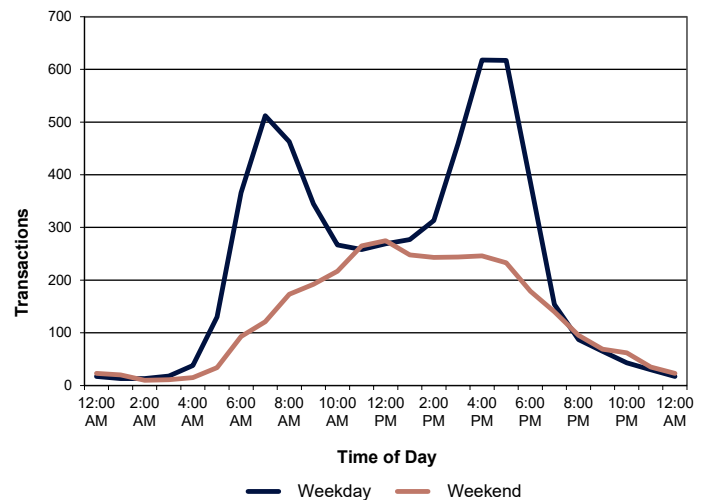
\* Seasonal factors impacted by ramp up during early years after opening and COVID-19 beginning March 2020.

day. During the course of the year, the average daily traffic (ADT) has been generally increasing due to ramp up and completion of the CFX section of this facility in March 2018. However, the COVID-19 pandemic interrupted this trend starting in March 2020. As mentioned in the **Overview Section 1.2.1**, in FY 2020, the Wekiva Parkway traffic increase was consistent with the previous year through February 2020, with a growth of 6.1 percent for the period July through February 2020. Beginning in March 2020, traffic decreased as a result of the COVID-19 pandemic with the monthly traffic decline peaking in April 2020 at 46 percent from the prior year. As COVID-19 cases began to fall the state reopened gradually in May 2020, the Parkway experienced recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down only 21 percent from the prior year.

Transactions on Wekiva Parkway also vary by time of day. **Graph 5.1** shows the number of hourly weekday and weekend transactions of

a typical week at the mainline plazas during FY 2020. Weekday travel demand on the facility peaks from 7:00 to 8:00 AM and again between 4:00 and 5:00 PM. Weekend traffic remains relatively flat throughout the day indicating that this facility is primarily used as a commuting route on weekdays.

**Graph 5.1 - Wekiva Parkway  
Typical Hourly Transactions  
FY 2020**



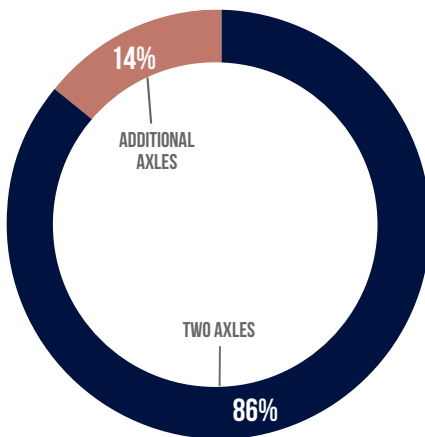
Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, January 13, 2020.

The “N minus 1” method of toll collection is used on the Wekiva Parkway. This method results in a more equitable toll structure for passenger cars relative to trucks.

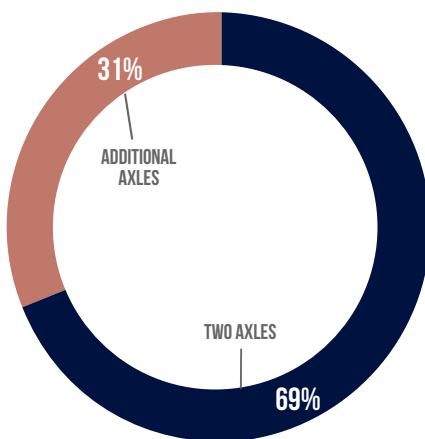
**Graph 5.2** shows the truck transactions and revenue contributions for FY 2020. Trucks (3+ axle vehicles) accounted for 14 percent of traffic on the facility and 31 percent of the revenue. In terms of actual revenue contributions, two-axle vehicles provided approximately \$1.0 million while vehicles with three or more axles provided nearly \$0.5 million in revenue for FY 2020.

**Table 5.4** shows the operating and routine maintenance expenses in FY 2020 with a comparison between the FY 2020 actual and budgeted operating and routine

**Graph 5.2 - Wekiva Parkway Transactions by Axle Class FY 2020**



**Revenue Contribution by Axle Class FY 2020**



**Table 5.4 - Wekiva Parkway Operating and Routine Maintenance Expenses FY 2020**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)
Operating	\$303	\$342	\$39
Routine Maintenance	352	488	136
<b>Total</b>	<b>\$655</b>	<b>\$830</b>	<b>\$175</b>

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2019 Enterprise Toll Operations Traffic Engineer's Annual Report.

maintenance expenses. For FY 2020, operating and routine maintenance expenses amounted to \$830 thousand, which exceeds the forecast by \$175 thousand. The increase is primarily due to the continuing

ramp-up of routine maintenance expenses as this new facility experiences increasing volumes of traffic.

Maintenance of Wekiva Parkway, is under private asset maintenance contract, with the Department providing oversight through its Asset Management Coordinator. Maintenance activities include litter removal and repairs due to accidents. Road Ranger service is not currently provided on the 3-mile portion that opened in 2016.

### 5.3 SunPass®

SunPass® technology is used exclusively on Wekiva Parkway (see **Appendix A** for current lane configurations). Under the current toll rate structure, SunPass® customers pay less than non SunPass® customers (TOLL-BY-PLATE®). **Table 5.5** shows transactions by payment method on Wekiva Parkway for FY 2020. SunPass® accounted for 83 percent of the total transactions in FY 2020.

**Table 5.5 - Wekiva Parkway Transactions by Payment Method FY 2020**

Month	Transactions			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	128,838	23,952	152,790	84.3%
August	127,962	22,616	150,578	85.0
September	110,321	21,059	131,380	84.0
October	127,066	23,377	150,443	84.5
November	127,203	25,914	153,117	83.1
December	123,309	24,297	147,606	83.5
January 2020	126,880	23,149	150,029	84.6
February	128,254	24,652	152,906	83.9
March	109,323	22,525	131,848	82.9
April	68,133	16,576	84,709	80.4
May	90,888	22,709	113,597	80.0
June	95,146	22,496	117,642	80.9
<b>Total</b>	<b>1,363,323</b>	<b>273,322</b>	<b>1,636,645</b>	
<b>Percentage</b>	<b>83.3%</b>	<b>16.7%</b>	<b>100.0%</b>	

Source: Turnpike Enterprise Finance Office.

## ENTERPRISE TOLL OPERATIONS

**Table 5.6** shows gross toll revenue by payment method. Revenue attributable to SunPass® was nearly \$1.3 million, representing 88 percent of the total revenue in FY 2020.

**Table 5.6 - Wekiva Parkway  
Gross Toll Revenue by  
Payment Method  
FY 2020**

Month	Gross Toll Revenue			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	\$122,305	\$18,287	\$140,592	87.0%
August	121,016	17,232	138,248	87.5
September	94,927	13,282	108,209	87.7
October	121,910	17,242	139,152	87.6
November	117,281	19,207	136,488	85.9
December	114,688	17,447	132,135	86.8
January 2020	121,886	15,662	137,548	88.6
February	122,901	16,454	139,355	88.2
March	108,430	14,191	122,621	88.4
April	70,397	9,703	80,100	87.9
May	91,080	10,713	101,793	89.5
June	89,615	3,283	92,898	96.5
<b>Total</b>	<b>\$1,296,436</b>	<b>\$172,703</b>	<b>\$1,469,139</b>	
<b>Percentage</b>	<b>88.2%</b>	<b>11.8%</b>	<b>100.0%</b>	

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

## 5.4 Forecasts

Wekiva Parkway traffic and revenue forecasts, as provided by the Office of Toll Finance, for FY 2021 through FY 2031 are shown in Appendix D. Projected operating and maintenance expenses during this forecast period are shown in **Table 5.7**. The operating expenses for FY 2021 presented in this table represent the budgeted amount for that fiscal year (see **Appendix C** for a detailed description of the FY 2021 operating expense budget).

The routine maintenance expense forecast is provided by the Department's office of Project Finance through FY 2026 and recognize the increasing levels of routine maintenance as the

**Table 5.7 - Wekiva Parkway  
Projected Operating and  
Maintenance Expenses  
FY 2021 through FY 2031**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense (\$000)	Total Operating & Routine Maintenance Expenses (\$000)
2021	\$489	\$741	\$1,230
2022	501	1,073	1,574
2023	514	1,234	1,748
2024	527	1,277	1,804
2025	540	1,273	1,813
2026	554	1,305	1,859
2027	568	1,337	1,905
2028	582	1,371	1,953
2029	597	1,405	2,002
2030	612	1,440	2,052
2031	627	1,476	2,103

Note: FY 2021 Operating expenses developed by Turnpike Enterprise Finance Office. Beginning FY 2022, Operating expense forecast based on transaction growth and 2.5 percent annual inflation.

facility fully opens to traffic. For FY 2026 and beyond, routine maintenance expenses were increased at approximately 2.5 percent annually.

Given that the Parkway is a new facility, periodic maintenance is not yet a budgeted cost. Such costs, however, will be programmed when a need is determined.