

# 2021 ANNUAL REPORT



## ENHANCING THE QUALITY OF LIFE IN TAMPA BAY

# LETTER FROM THE CHAIRMAN

Throughout the Tampa Bay region, the Tampa Hillsborough Expressway Authority (THEA) is focused on improving mobility, safety, and innovation. Its role in regional transportation is vast, and THEA operates four facilities as well as conducts Project Development & Environment (PD&E) studies to continue to increase transportation efficiency and multiple modalities. Together with the U.S. and Florida Departments of Transportation, Hillsborough Area Regional Transit Authority (HART), Hillsborough County, the city of Tampa, and other key businesses and groups, THEA promotes safe, reliable, and sustainable transportation services as it reinvests toll revenues back into the community.

In 2021, THEA was especially proud of the completion of the Selmon Extension above Gandy Boulevard. The roadway has a unique design that was never built before in the U.S. – the elevated bridge is three different bridge types combined.

To ensure project success with minimized impact on the community, our team visited almost 70 Gandy businesses and continued ongoing communications throughout the project with existing and new businesses. We listened and kept our promises.

This year, after 40 years in the transportation industry – 14 of them with THEA – Joe Waggoner announced his plans to retire. As CEO of the Tampa Hillsborough Expressway Authority and a nationally recognized transportation solutions expert, Joe's personal impact on the expressway authority is a benchmark for our future successes. While he officially retires from the transportation arena, his name and legacy will be influential in Tampa Bay and beyond for years to come.

THEA is an innovative, financial, stable, economic engine that is distinguished by a fantastic team of people. THEA's dedicated staff is grateful to our customers, communities, and the organizations that we serve.

From planning and operating world-class facilities to being on the cutting edge of toll authorities nationally and internationally, to implementing connected vehicle technologies and increasing community efforts, THEA continues its commitment to much-needed transportation improvements and giving people choices in their transportation options.



Vincent Cassidy  
Chairman  
President & CEO  
Majesty Title Services

**We are among the first cities in the nation to deploy connected vehicle technology on real city streets. Tampa's deployment is uniquely multimodal, with the goal of helping communities walk, ride, and drive smarter.**



# BOARD OF DIRECTORS



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**JOE C. WAGGONER**  
Executive Director/CEO  
THEA



**AMY LETTELIER**  
General Counsel  
THEA



# INTRODUCTION

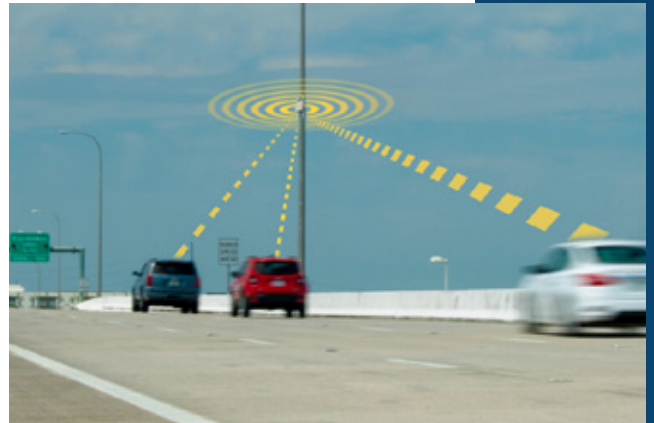
THEA has been a leading innovator in transportation since 1963. THEA partners with federal, state, regional, and local partners to expand our region's transportation capabilities and enhance the rapidly expanding Tampa Bay metroplex and quality of life.

For example, our pioneering Reversible Express Lanes (REL) have been studied and adopted in communities worldwide to address peak traffic congestion. The REL is an innovative solution for urban expressways with limited right-of-way, and has received dozens of awards and recognition by local, state, national, and international organizations.

We are in a promising new phase of our Connected Vehicle Pilot and have begun working with auto industry manufacturers to help usher in the next evolution in transportation. By bringing infrastructure owners and auto manufacturers together, THEA is able to pioneer connected vehicle technology beyond the Selmon Expressway footprint.

For over 25 years, the traffic has been difficult on Gandy Boulevard. This year, THEA was able to complete the Selmon Extension – a 1.9-mile long, 30-foot-high bridge built in the median of Gandy Boulevard. The Extension allows separation of regional and local travel. This project has already begun racking up the awards from local, state, national, and international groups.

Our mission is to ensure our transportation network functions smoothly. We share the responsibility for the beautification and economic development of our community. THEA is committed to the ongoing progress of the entire Tampa Bay region.



# THE SELMON WEST EXTENSION

After three years of construction and 25 years in the making, Tampa Bay motorists on April 19, 2021, got a direct route from Brandon in Hillsborough County to the beaches of Pinellas County – and vice versa. The Selmon Extension, the 1.9-mile toll lane located in the median of Gandy Boulevard, gives local residents and regional travelers an easy path to Gandy Boulevard for local destinations on the Tampa side, and a pass-through for a direct connection to the Selmon Expressway or over the Gandy Bridge to south Pinellas.

The extension makes it safer for travelers and residents alike in a variety of ways. It provides a safe, dedicated, and reliable hurricane and emergency evacuation route for the Gandy area and regional residents, as well as helps to reduce accidents, traffic congestion and travel times. It also has positive environmental effects such as reducing fuel consumption and carbon emissions without the stop-and-go traffic and red lights. And for many commuters, it lessened travel time by about 15 minutes.

The construction itself was something to marvel. The Selmon Extension is considered to be a viaduct, a specific type of bridge, that consists of 52 piers and columns supporting the long, elevated road. A total of 744 segments were precast offsite and transported to the project site for erection and post-tensioned into the innovative viaduct structure. Each bridge segment weighed approximately 72 tons. It took about 300 workers to construct it at a cost of \$230 million from THEA, using toll revenue and toll bonds – and no taxpayer money – to create this much-needed traffic solution for the region.

The team created an innovative design that is the first of its kind in North America. The bridge's distinctive "fins" are aesthetically pleasing and provide support for the bridge deck, enabling longer span lengths between pier columns and reducing the height cross-section for the precast segments. The project consists of three main components: an 8-unit, 35-span, 7,060-foot long concrete segmental viaduct; a 4-span steel box girder fly-over and ramp structure; and an interchange consisting of roadway work, Mechanically Stabilized Earth walls, and a 5-span Florida I-Beam girder ramp structure.

**"This gorgeous roadway connects the heart of Tampa to Pinellas County and vice-versa. Thanks to this extension our two areas are more connected than ever in one easy, reliable, and fast trip."**

**Jane Castor**

*Tampa Mayor*

*in a video she posted on social media congratulating THEA*



The current capacity of the extension is two lanes with 15-foot-wide shoulders to allow for four lanes during evacuation or in a future configuration with restriping. The viaduct design allows for 59 feet of additional roadway founded within only 10 feet of the median.

The progressive span-by-span erection method paired with the innovative extradosed post-tensioned concrete fins allowed the project to reduce quantities and cost, minimize impacts to the public, ensure redundant support of construction over traffic, and ultimately provided our region with a signature aesthetic that is certainly a first on the North American continent. From the design rendering to the final build, the bridge look is almost identical. THEA kept its promises to the community, and post-debut the Selmon West Extension has already received awards locally, regionally, and nationally for the project's achievements, including excellence in community engagement and innovation in planning, design, engineering, and construction.



*Family of Lee Roy Selmon on the Selmon Expressway Extension*



## CARING FOR BUSINESSES DURING SELMON EXTENSION CONSTRUCTION — AND BEYOND

As the Selmon Extension project was underway, business owners feared construction could hurt their businesses. But THEA leaders promised they would do everything they could to work with them and make sure that didn't happen. It was a promise we took to heart and kept.

One of our goals with our Expressway and projects is to help increase the quality of life for residents, business owners, and visitors. We worked closely with Gandy Boulevard business owners and the region's Chambers of Commerce to identify issues and concerns, and we addressed them head on. First, we did not change the existing Gandy Boulevard access options to businesses.

Businesses were worried their signage would not be visible to customers; so rather than building a standard 15-foot-tall bridge, we doubled the structure's height making it 30 feet high. We also reduced the number of piers supporting the extension by 30% and spaced them about 200 feet apart. We asked the public to decide on the colors of the bridge and carried out their wishes to paint it in a blue-and-cream estuary pattern to pay homage to our waterways. Any parts of the project that would greatly impact businesses during the day, such as parking lot closures, were done later at night when possible.

We had regular communication with area businesses and our onsite public information officer helped business owners get information quickly. THEA created the "Shop Gandy!" marketing campaign with local business partners to fully support business in the construction area. That effort continues even though construction is complete.



**"THEA's mission is to not only provide innovative, safe, and reliable transportation solutions to the Tampa Bay Area but also to be a partner in enhancing the quality of life for all who call our community home. We are thrilled to assist the city in bringing these two waterfront parks back to life, and we look forward to enjoying the parks once completed."**

***Joe Waggoner***

***THEA CEO***

***at the time of the donation***





With the two area parks that were used as construction staging areas, THEA presented a check to Tampa Mayor Jane Castor to rebuild these areas for the community. While the construction crews restored the parks to their original condition, the \$2 million gift to the city of Tampa will allow for enhancements to both waterfront parks. The donation is yet another example of THEA's commitment to improving the quality of life for the Tampa Bay community – particularly those who live and work along the Gandy corridor.

## THEMED LIGHTING

The recently completed Selmon Extension was in the media spotlight when it opened in April as the one-of-a-kind bridge created a non-stop drive from Brandon in Hillsborough County to south Pinellas County. But that was not the only thing illuminating the extension. Thousands of artfully installed LED lights quite literally put a nightly shine on the bridge. Light fixtures above the pier columns and the “fins” on top are also illuminated.





## CONNECTED VEHICLE PILOT

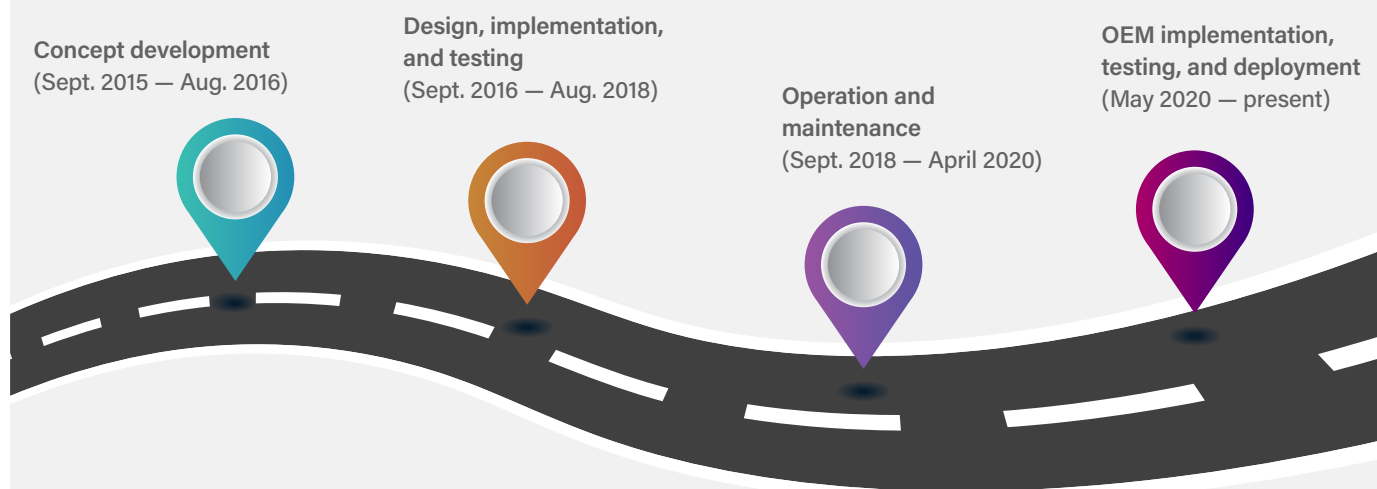
In 2015, THEA launched its Connected Vehicle (CV) Pilot program – where vehicles equipped with new CV technology can “talk” to each other and road infrastructure, like traffic lights do. This year, we began working directly with Original Equipment Manufacturer (OEMs) vehicles and hardware. As part of the study, OEMs are testing their CV technology to help provide the next evolution of safer transportation. Several OEM hardware applications are being tested. This phase also highlights how OEM vehicles, equipped with prototype CV technologies, can interact with the CV Pilot vehicles and roadside units.

The original \$22 million pilot program, which made Tampa one of the first cities in the nation to deploy connected vehicle technology on real streets, is mostly funded by the U.S. Department of Transportation and \$4 million from THEA

toll revenue. The pilot aims to increase safety by eliminating crashes and reducing traffic conflicts, enhance mobility by improving travel time and travel time reliability, help sustain the environment by reducing greenhouse gas emissions, contribute to the development of rules and regulations in the connected vehicle space, and transform the experience of drivers and pedestrians. It will help shape national policy.

In the first three phases, THEA and its partners equipped approximately 1,000 privately owned automobiles, 10 buses, and eight trolleys with wireless communication devices to participate in the pilot. So far, the pilot program has warned of at least 14 wrong-way drivers, helped drivers avoid nine potential crashes with trolleys, and gave approximately 1,500 monthly speed advisories on the Selmon Expressway exit ramps.

### The THEA Connected Vehicle Pilot is proceeding in four phases:



**"Our team's goal is to one day eradicate crashes altogether, which will require everyone working together. This has been a great collaboration showing how the transportation industry can work together to solve problems."**

**Bob Frey**

*Director of Planning and Innovation*



[www.theacvpilot.com](http://www.theacvpilot.com)



# THE SELMON GREENWAY

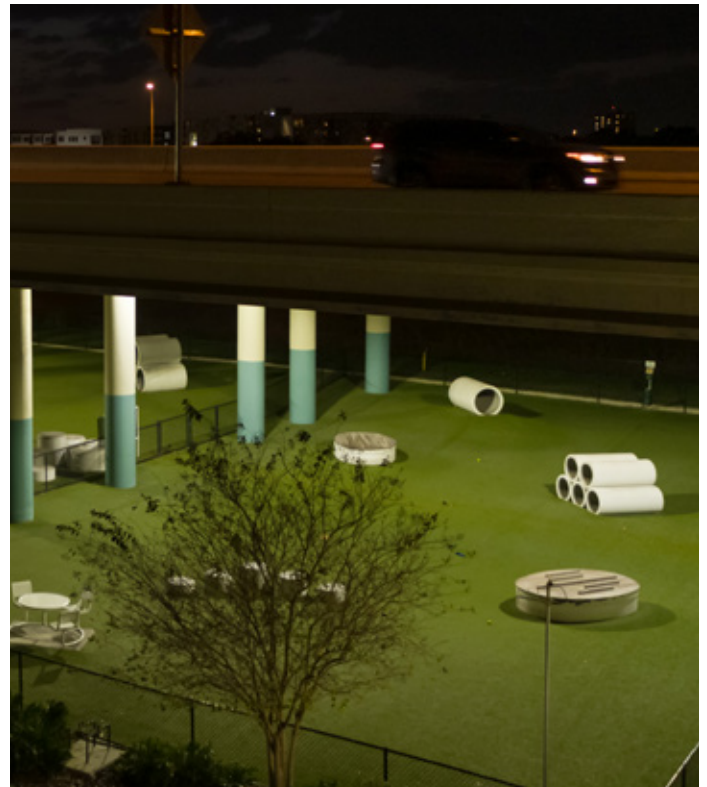
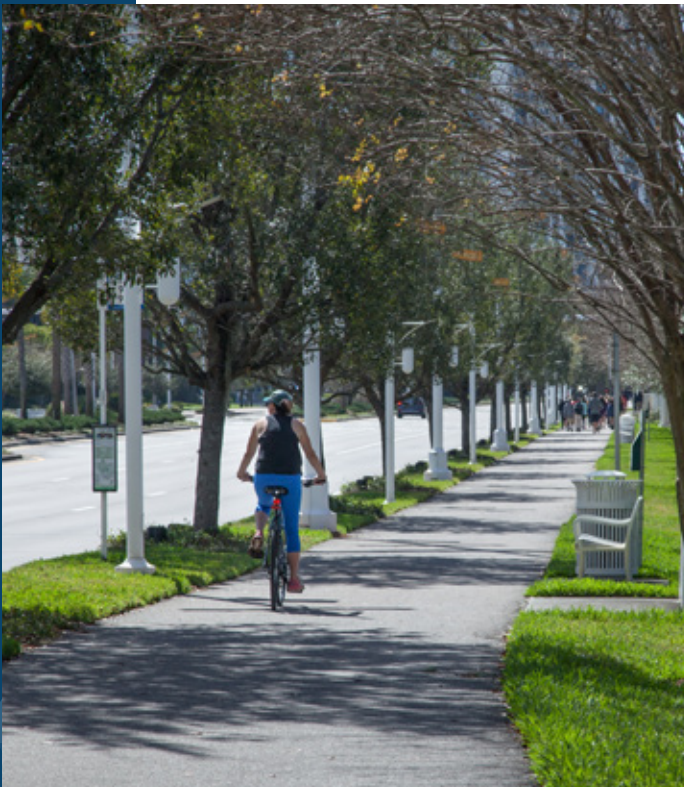
When the Selmon Greenway opened in 2015, a link to Tampa's now booming Riverwalk was no longer missing. The 1.7-mile multi-use trail, in the shadow of the Expressway, not only provided a safe space for bicyclists, runners, and pedestrians, it quite literally paved the way to some of downtown's most visited destinations. The Greenway starts in Ybor City at 19th Street, continues west under the Expressway, connecting to the Tampa Riverwalk near Brorein Street. It even includes a special place for Fido, the Deputy John Kotfila, Jr. Memorial Dog Park.

The goal of the urban trail is to provide locals and visitors alike with a safe place to walk and exercise, as well as to promote transportation alternatives in a city that at the time was rediscovering its beautiful river and making its downtown a true destination. Over the years, THEA has consistently made improvements along the Selmon Greenway, which is known for its thoughtful landscaping, pocket parks, bike racks, benches, and public art, while making it easy to explore Tampa's Downtown, from Ybor City to Sparkman Wharf to the Tampa Convention Center, Curtis Hixon Park, and Armature Works.

**"It's all about mobility and it's all about choices. And choices certainly did come, helping breathe life into downtown."**

***Sue Chrzan***

*THEA's Director of Public Affairs and Communications*





## ***SOUTH SELMON SAFETY PROJECT***

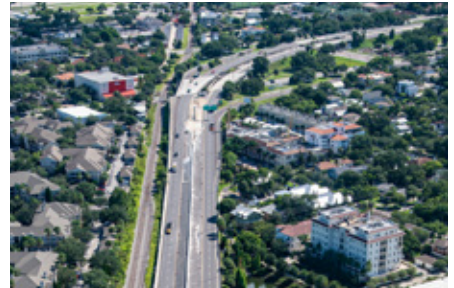
The South Selmon Safety Project was completed this year, enhancing driver safety by constructing a concrete barrier wall in the median of the Lee Roy Selmon Expressway between the Hillsborough River and Himes Avenue. This barrier wall will prevent deadly crossover crashes. Studies have shown that median barriers help reduce fatal and serious-injury crashes caused by crossover incidents. Additionally, the shoulders along the median were paved to create a safe location for vehicles to pull over and await assistance. This will also assist in keeping our Road Rangers and First Responders safe as they help motorists.



## ***IN 2021, THEA HAD FOUR PROJECT DEVELOPMENT AND ENVIRONMENT (PD&E) STUDIES UNDERWAY***

### **1. SOUTH SELMON**

THEA conducted a PD&E study to evaluate the best way to add additional capacity within the existing Selmon Expressway right-of-way. The study area is from Himes Avenue to the overpass at Whiting Street, approximately 4.5 miles. The THEA Board of Directors accepted the study at its September meeting. **Construction on the project is expected to start in 2023.**



### **2. WHITING STREET**

This study is looking at ways to connect Whiting Street to Meridian Avenue to improve the grid network in eastern downtown Tampa. It also looks at ways to improve operations and safety for Whiting Street between Jefferson Street and Brush Street, the Jefferson Street entrance ramp, and the downtown Tampa eastbound exit ramps of Florida and Morgan Avenues. We're evaluating potential improvements that will enhance safety and community connections in downtown Tampa.



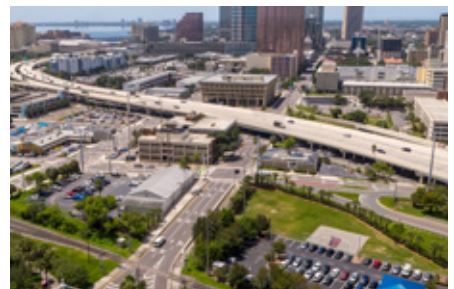
### **3. EAST SELMON**

This study is evaluating potential capacity improvements along the eastern section of the Selmon Expressway. The East Selmon PD&E Study limits extend approximately 10 miles from Brorein Street in downtown Tampa to I-75 near Brandon. Roadway and ramp improvements are being evaluated to address safety, efficiency, and capacity needs of the Selmon Expressway general lanes and reversible express lanes through the year 2045.



### **4. NEBRASKA AVENUE**

The primary focus of this study is to identify needs, test alternatives, and develop recommendations to alleviate congestion and more efficiently distribute traffic as it enters downtown after exiting the Reversible Express Lanes. Several intersections are being analyzed in this study for potential improvements. The study is looking to recommend a configuration of travel lanes, turn lanes and intersections, and an implementation plan for feasible traffic management strategies.





## FLORIDA AUTOMATED VEHICLES (FAV) SUMMIT

A year after having to shift to a virtual event series because of the COVID-19 pandemic, the 2021 Florida Automated Vehicles Summit was back in person from Nov. 29 through Dec 1 in Orlando, Florida, at the Rosen Shingle Creek Hotel. THEA once again was very involved in the planning and execution of this popular industry conference. The annual conference, in its ninth year, brought together global industry experts and leaders to discuss the state of Automated, Connected, Electric, and Shared (ACES) vehicle technologies, implementation opportunities, and challenges to successfully integrate these solutions within existing transportation networks. This year's summit was hosted by the Central Florida Expressway Authority (CFX).

Live demonstrations from cutting-edge ACES companies showcasing connected and automated technologies provided insight into the potential of these technologies on Florida's roadways, in the air, on the farm, and beyond. A wide range of speakers from the private and public sectors spoke on the global impact of ACES in the coming years and decades. Topics included ACES mobility, operations, law, infrastructure, functional design, cyber security, ethics, self-driving vehicles, aftermarket products, enabling technologies, and public policy.



**"The Florida FAV Summit is the leading ACES-focused transportation conference in the country. We bring together experts from around the world with the goal of educating others about what Florida has to offer as well as inspiring Florida's transportation leaders to continue looking for ACES opportunities in their area of expertise."**

**Jeff Brandes**  
*Florida State Senator*





## SMALL BUSINESS ENTERPRISE

For us, the work we do isn't the only thing that matters, but who does it is just as important. With that in mind, we believe that small businesses should have a fair opportunity at working with our agency. These smaller businesses play an important role in our local economy, keeping money and jobs close to home. Inclusivity is also important to us. So, THEA's Small Business Enterprise (SBE) Policy requires nondiscrimination based on race, color, national origin, and gender in its employment and contracting practices, and encourages the solicitation and utilization of SBEs. Our goal is to spend a portion of the expressway budget on certified SBEs as prime Design-Build Firms or as subcontractors. Race-neutral means that THEA believes that the overall goal can be achieved through the normal competitive procurement process. THEA has exceeded 15% SBE participation for the last several years, a measurement we are proud of with our procurement contracting opportunities in our projects.

## THEA GIVES BACK

The toll revenue THEA collects from operating its roadways not only goes back directly into the Selmon Expressway, Meridian Avenue, Brandon Parkway, and the Selmon Greenway, but also is reinvested into the communities we serve – for its future. Our Selmon STEM Scholarship program honoring Lee Roy Selmon is one of the most rewarding programs. We are helping Tampa Bay area middle, high school, and University of South Florida (USF) students, including future engineers and other professionals. The program was created to stimulate interest in science, technology, engineering, and math among local middle school, high school, and college students.

This program includes scholarships and paid internship opportunities at THEA for USF engineering students. Since the start of the program, 25 students have completed internships at THEA.



THEA also looks forward to bringing back the USF/Selmon Expressway Balsa Wood Bridge Building Competition in 2022. This design competition is part of our STEM program and was paused due to the pandemic. It is part of the USF Engineering Expo and a partnership between the USF College of Engineering, the student chapter of the American Society of Civil Engineers, and THEA.

**JOE WAGGONER**  
THEA Executive Director/CEO



# ***DRIVEN TO MAKE A DIFFERENCE***

**For the past 14 years Joe Waggoner has served as Executive Director/CEO of THEA, positioning our dynamic agency as a regional transportation leader offering innovative mobility solutions to the Tampa Bay community.**



When Joe came to Tampa Bay from Maryland in 2007, the agency was recovering from a major construction setback, leadership departures, and state-ordered policy and procedure changes. The agency was more of a caretaker of its assets, with state agencies collecting tolls, maintaining the Expressway, and issuing bonds.

For the first five years of his tenure, Joe focused on meeting key performance measures for toll authorities. Along with THEA's dedicated staff and Board of Directors, Joe worked diligently on major overhauls and process improvements to obtain full independence, culminating in fee-simple ownership of the Selmon Expressway in 2012. In addition, under Joe's leadership the agency was able to recoup its costs from the REL construction delay.

The efficiencies created when THEA took over its own maintenance and operations, toll collection, and bond issuance have allowed the agency to take on more leading-edge challenges for the last nine years.

In 2010, Joe made the then-risky decision to implement All Electronic Tolling on the entire Selmon Expressway system, making it the first expressway in Florida to be entirely electronic. This move saved millions in toll operational costs and, more importantly, gave THEA the ability to audit its tolling operations and service its customers directly.

While working to ensure THEA's future as a mobility provider, Joe looked for opportunities to become more involved with the community. In addition to several underpass improvement projects, Joe was a founding member of the Central Florida Chapter for the Conference of Minority Transportation Officials (COMTO) and he worked with the late, great Lee Roy Selmon to fund the Selmon S.T.E.M. Scholarship program. This program provides an opportunity for middle and high school students to enter the world of bridge building with the University of South Florida (USF) College of Engineering's Bridge Building Competition. The program also provides USF students with monetary scholarships for books and paid internship opportunities at THEA.

As a community champion, Joe is a pivotal leader in partnerships for multimodal transportation, transit-oriented development, and walkable neighborhoods. The Selmon Greenway accommodates pedestrians and cyclists – mostly in the shade of the expressway – and connects Tampa's Riverwalk to Ybor City. Pocket parks line the Greenway with public art commissioned by THEA, places to sit, and landscaping to enjoy. The first of these pocket parks was the Deputy Kotfila Memorial Dog Park.





In 2015, THEA was awarded a grant from the U.S. Department of Transportation to implement a \$22 million Connected Vehicle Pilot project that allows vehicles and infrastructure to communicate for delivery of a safer and more efficient travel experience for all modes of travel. That project was inducted into the Intelligent Transportation Systems (ITS) World Congress Hall of Fame as the 2019 Americas Winner. Joe has continued to be a proponent of growing the automated, connected, electronic, and shared (ACES) mobility side of THEA and has led



the team to garner cutting-edge grants, collaborations, and projects to explore forward-thinking concepts for Tampa Bay. As an early adopter of potential mobility solutions, the Selmon Expressway has been a testbed for automated vehicles.

From numerous capacity and safety improvements on the Selmon Expressway to helping to build Tampa's street grid network in the evolving Channel District, Joe has been instrumental in THEA's efforts to enhance regional mobility. Projects are underway to help Tampa reach its Vision Zero goals to eliminate traffic fatalities and severe injuries while increasing safe, equitable mobility for all. THEA's commitment to giving back is cemented, with community involvement in everything from beautification and economic development to education.

For an agency whose most substantial product is saving people time, the Selmon network provides a valuable resource in the community. With the opening of the Selmon West Extension, THEA offered a time-saving value for drivers, upheld its promises to local businesses along the Gandy corridor, and created regional connectivity between Hillsborough and Pinellas counties. Innovative design-build solutions created an iconic bridge that is a gateway to and from these counties and gives "pass-through" traffic a smooth, direct route with a noted traffic reduction of 40% on Gandy Boulevard.

Joe has built a legacy of organizational leadership, fiscal acumen, and mobility innovation throughout his distinguished career. With his leadership, Joe refined THEA into an agency that is committed to implementing the best technology and progressive concepts possible to address mobility challenges. As THEA plans for a promising future, we are grateful for Joe's steady and sensible leadership that has dramatically enhanced mobility for the better throughout Tampa Bay.

**Joe's sound fiscal leadership strategies have helped the agency to become a top-ranked credit performer. During his tenure, THEA has risen three steps on national bond rating scales. This achievement has placed THEA in a sound financial position to deliver over \$1.2 billion worth of capital improvements to the Selmon Expressway over the next 10 years.**



## ***TRAFFIC AND REVENUE 2021***



Tampa Hillsborough Expressway Authority  
1104 E. Twiggs Street, Suite 300  
Tampa, Florida 33602

Nov. 3, 2021

Members of the Authority:

Stantec Consulting Services Inc. (Stantec) is pleased to provide traffic and revenue (T&R) related inputs to the THEA Annual Report for the 2021 fiscal year ending June 30, 2021 in accordance with Section 5.13 of the Master Bond Resolution. We appreciate the assistance and coordination of THEA management during the analysis and production of this documentation.

The FY2021 Annual Report presents T&R data and the factors that drive T&R for the Selmon Expressway. Detailed summaries of historical T&R trends, traffic characteristics, expenses and other financial data provide context to the performance of the Selmon Expressway, and THEA's operating and business environment. The most significant driver of change in traffic and revenue levels in this fiscal year was the continued recovery from the COVID-19 pandemic. For that reason, specific review of those impacts caused a slight deviation from the standard review of traffic and toll revenues. In addition, Stantec has provided a forecast of T&R through FY2040 for THEA planning purposes.

Yours sincerely,

Phil Eshelman  
Stantec Consulting Services Inc.  
Senior Project Manager

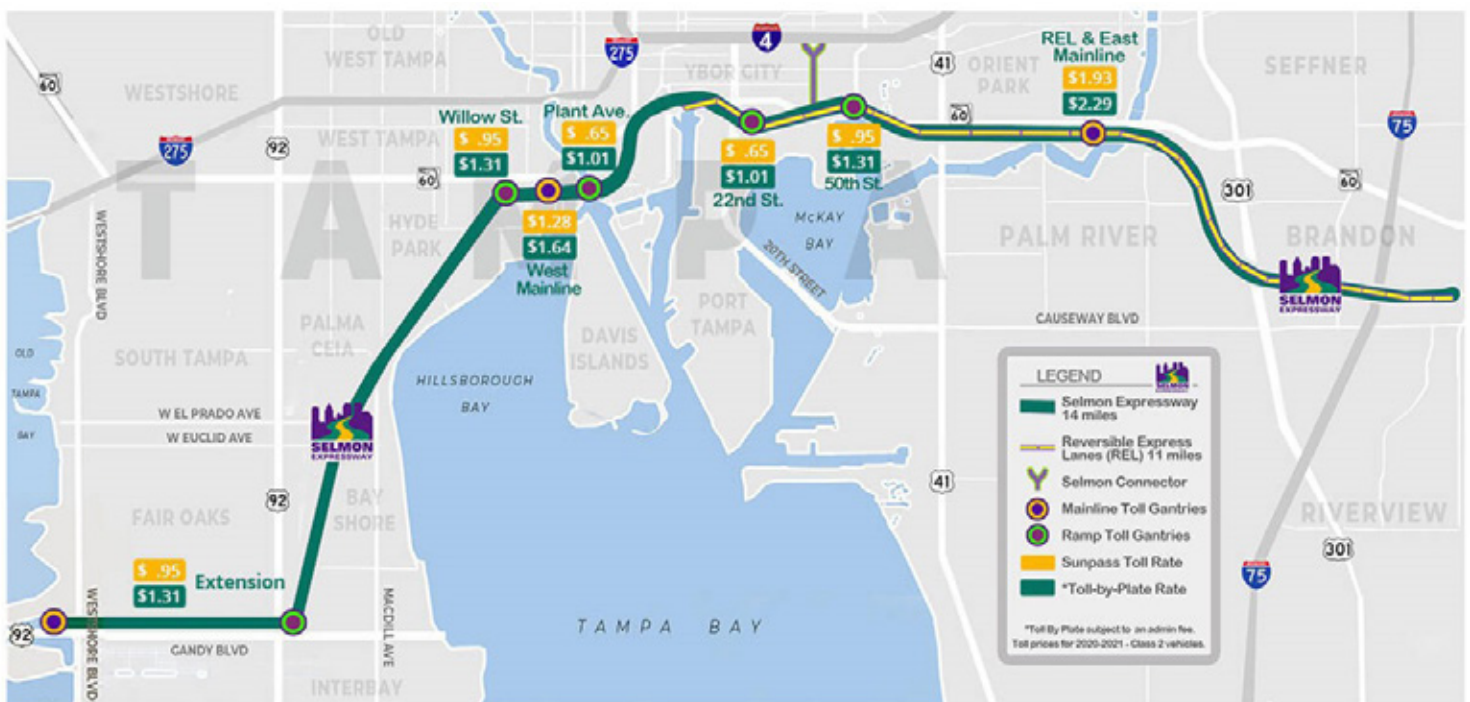
## FY2021 TRAFFIC AND TOLL REVENUE

The Tampa Hillsborough Expressway Authority operates the 16.5-mile Lee Roy Selmon Expressway (Selmon Expressway), the Brandon Parkway, Meridian Avenue, and the Selmon Greenway. The Brandon Parkway and Meridian Avenue are non-tolled roads. The Selmon Greenway is a 2-mile pedestrian and bicycle path through the heart of downtown Tampa, mostly in the shade of the Selmon Expressway.

In April 2021, the Selmon Expressway was extended approximately 1.5 miles via the Selmon Extension connecting Pinellas County via the Gandy Bridge to downtown Tampa, I-75, and the community of Brandon to the east. The Selmon Extension offers one lane in each direction from the Gandy Bridge to Dale Mabry Highway where it connects to the previously existing Selmon Expressway. From Gandy Boulevard to I-75, the facility is a limited-access toll road with two lanes in each direction. The Reversible Express Lanes (REL) effectively provide an additional six lanes; three westbound lanes during the morning commute from Brandon to downtown Tampa and three eastbound lanes during the evening commute. The REL is also open eastbound on the weekend.

The Selmon Expressway is an all-electronic toll facility with tolls collected through SunPass transponder accounts or "Toll-By-Plate" video billing. The tolling locations and corresponding toll rates during FY2021 are presented in Figure 1.

**Figure 1: Selmon Expressway with Reversible Express Lanes**





***HISTORICAL TRANSACTIONS, TOLL REVENUE, AND  
RESULTING AVERAGE TOLL ARE PRESENTED IN THE  
FOLLOWING TABLE AND FIGURES.***



Prior to the pandemic, from FY2013 to FY2019, transactions on the Selmon Expressway have increased each year. This was even the case in FY2018 when tolls were suspended by the governor for approximately 15 days from August 30, 2017 to September 13, 2017 due to Hurricane Irma. It is estimated that the 1.3% transaction loss from FY2017 to FY2018 would have approximately a 2.8% gain. This is consistent with the FY2016 to FY2017 growth of 3.2%. Growth from FY2015 to FY2016 was substantial at 14.8% due to the continuing effect of the I-4/Selmon Connector on January 2014 that caused a change in travel patterns that boosted Selmon Expressway transactions. Since that time, it was clear that growth rates have settled to the steady state, which is based on demographic growth in the corridor and in the region. The large growth from FY2018 to FY2019 of 8.5% can also be attributed to a lower FY2018 due to suspension of tolling. Normalizing for that, we would have expected about 4.2% growth from that normalized FY2018 to actual FY2019, again consistent with previous years' growth after the impact of the I-4/Selmon Connector.

In the middle of March 2020, travel restrictions began to be put in place by state and local officials due to the COVID-19 pandemic. These restrictions severely curtailed traffic in the region and on the Selmon Expressway. By early April 2020, daily traffic levels were down 65% compared to similar days in FY2019. Shortly thereafter, recovery of traffic occurred through reopening measures implemented by the State of Florida. By the end of FY2020 (June 2020), traffic was still lower than FY2019 levels by approximately 30%. The result is FY2020 transactions declined 12.3% from FY2019. Transactions continued to recover throughout FY2021. This recovery throughout the year results in a loss of transactions of 3.6% in FY2021 as compared to FY2020, approximately 14% below the pre-pandemic transaction levels in FY2019.

Historical toll revenue growth has been consistently above transaction growth as a function of the toll indexing policies of THEA, which automatically adjusts tolls as a function of inflation, typically at 2.5% annually. Therefore, toll revenue typically increases at approximately 2.0 to 3.5 percentage points higher than transactions as demonstrated in the calculation of the average toll. The outlier is the toll revenue experience and average toll in FY2019, where transactions increased while toll revenue decreased 5%, which caused the average toll to decrease over 10%. This was caused by the following reasons: movement to a modified cash accounting basis, and general adjustments with the introduction of a new tolling back office. With FY2019 toll revenue artificially depressed, there was actually growth of toll revenue from FY2019 to FY2020 despite the decreases in transactions. The average toll grew by 0.9% from FY2020 to FY2021, somewhat less than historical averages due to the Selmon Extension coming online late in the fiscal year. Toll revenues for FY2022 only decreased by 0.8% due to this increase in average toll.

**Table 1: Selmon Expressway Annual Transaction, Toll Revenue (thousands), and Average Toll FY2000 to FY2021**

FISCAL YEAR	TRANSACTIONS		TOLL REVENUE		AVERAGE TOLL	
	TOLL PAYING	PERCENT CHANGE	AMOUNT	PERCENT CHANGE	AMOUNT	PERCENT CHANGE
2000	27,837		\$21,447		\$0.77	
2001	28,998	4.2%	\$24,105	12.4%	\$0.83	7.9%
2002	29,982	3.4%	\$24,520	1.7%	\$0.82	-1.6%
2003	30,589	2.0%	\$25,078	2.3%	\$0.82	0.2%
2004	30,374	-0.7%	\$25,815	2.9%	\$0.85	3.7%
2005	29,604	-2.5%	\$27,796	7.7%	\$0.94	10.5%
2006	32,088	8.4%	\$29,320	5.5%	\$0.91	-2.7%
2007	33,520	4.5%	\$37,308	27.2%	\$1.11	21.8%
2008	32,490	-3.1%	\$41,455	11.1%	\$1.28	14.6%
2009	31,398	-3.4%	\$40,350	-2.7%	\$1.29	0.7%
2010	31,581	0.6%	\$40,018	-0.8%	\$1.27	-1.4%
2011	31,635	0.2%	\$40,467	1.1%	\$1.28	0.9%
2012	33,476	5.8%	\$42,968	6.2%	\$1.28	0.3%
2013	32,465	-3.0%	\$41,803	-2.7%	\$1.29	0.3%
2014	37,848	16.6%	\$49,850	19.2%	\$1.32	2.3%
2015	48,530	28.2%	\$69,299	39.0%	\$1.43	8.4%
2016	55,983	15.4%	\$82,442	19.0%	\$1.47	3.1%
2017	57,802	3.2%	\$87,652	6.3%	\$1.52	3.0%
2018	57,969	0.3%	\$88,203	0.6%	\$1.52	0.3%
2019	61,457	6.0%	\$83,772	-5.0%	\$1.36	-10.4%
2020	53,922	-12.3%	\$88,962	6.2%	\$1.65	21.0%
2021	52,995	-1.7%	\$88,245	-0.8%	\$1.67	0.9%

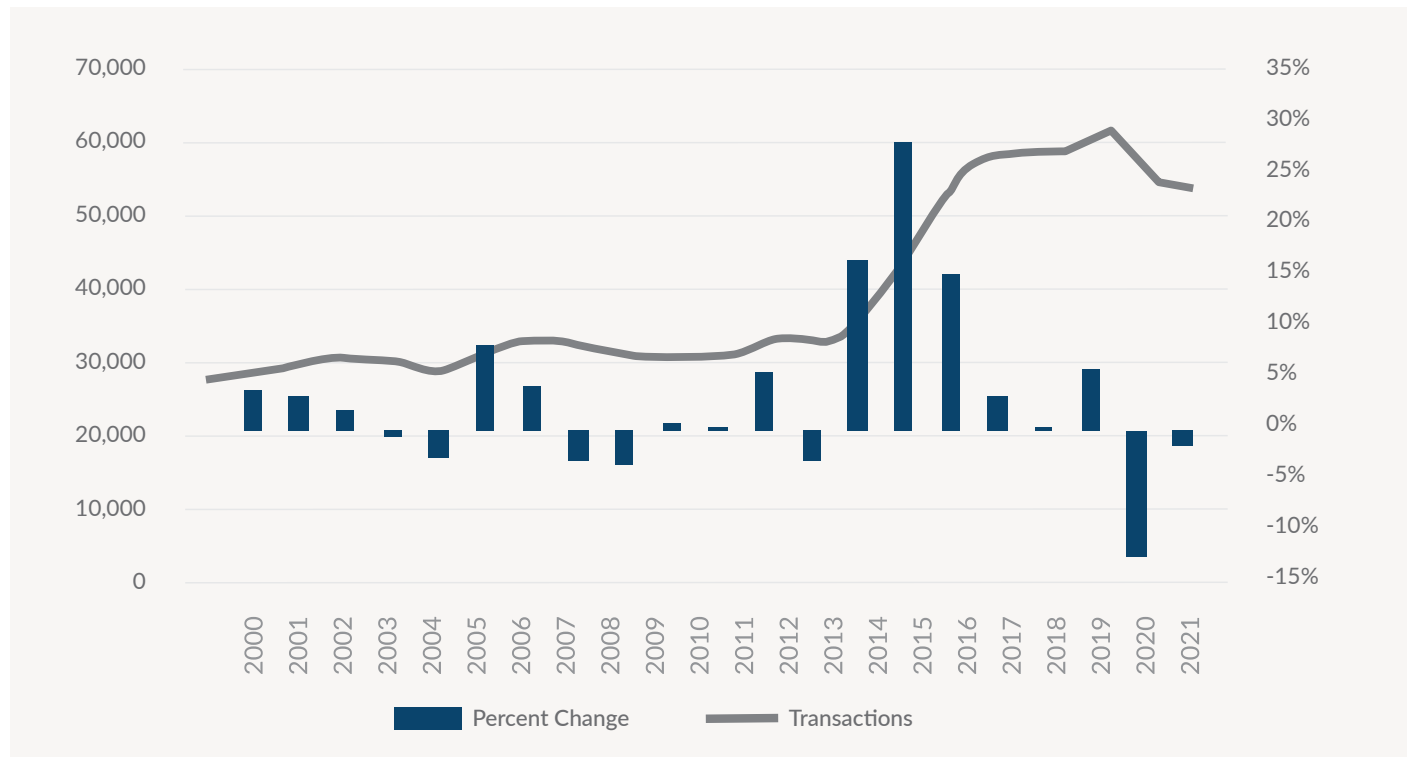
Source: THEA Monthly Traffic Operations Report and CFO reporting



The following figures provide a historical view of the growth in transactions, toll revenue, and average tolls. There has been generally positive growth in all three metrics, except for toll revenue in FY2019 and transactions in FY2020 and FY2021, due to the reasons stated previously.

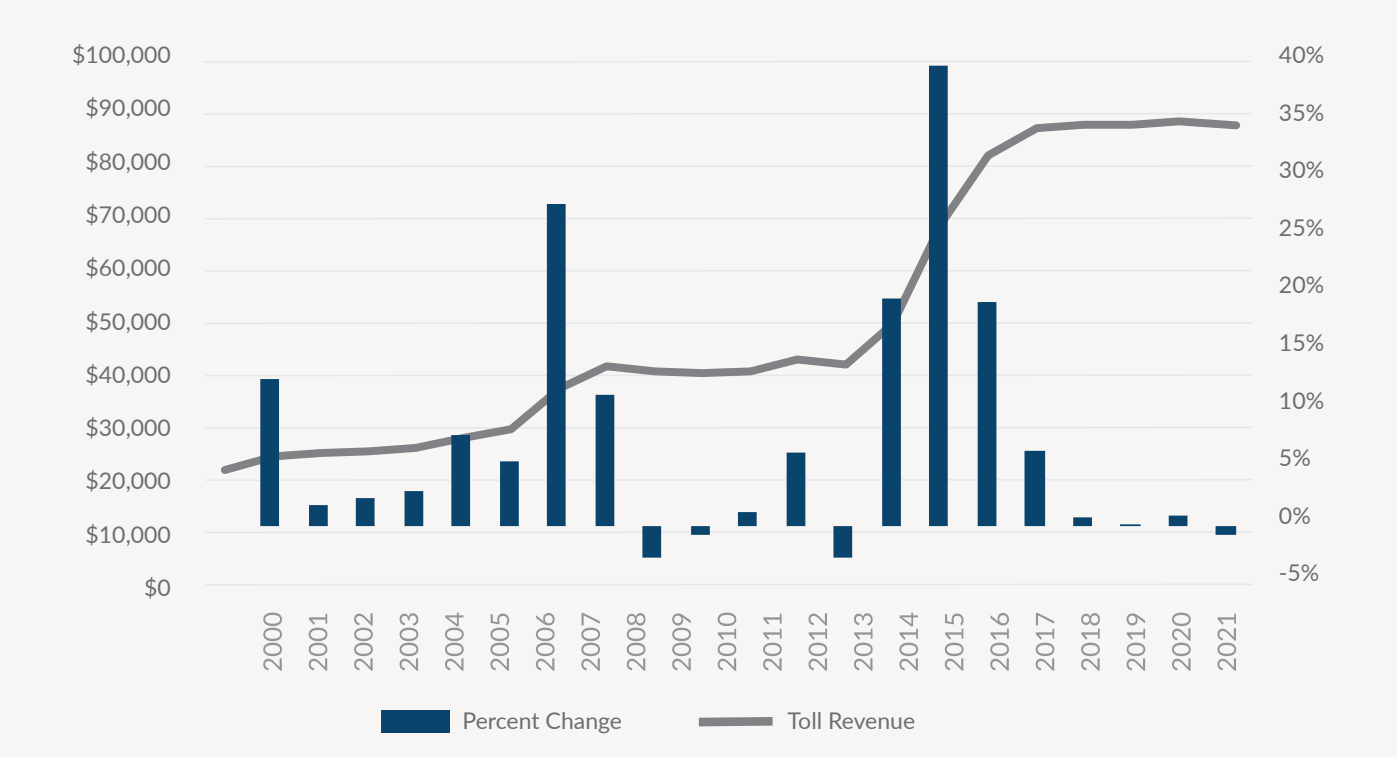


**Figure 2: Historical Transaction Growth**



Source: THEA Monthly Traffic Operations Report

Figure 3: Historical Revenue Growth (\$000s)

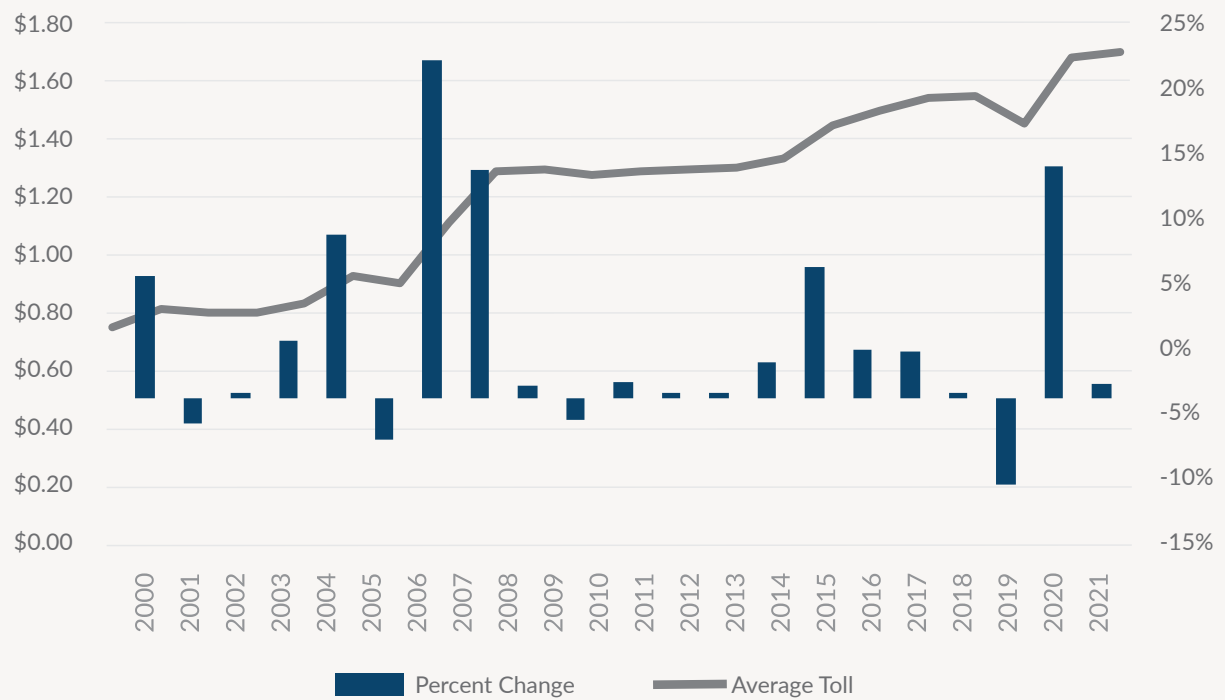


Source: THEA CFO Reporting





**Figure 4: Historical Average Toll Growth**



Source: THEA Monthly Traffic Operations Report and THEA CFO Reporting



Reviewing monthly transactions since FY2019 provides more insight into the COVID pandemic recovery of traffic on the Selmon Expressway. This recovery is evident in Table 2, which presents transactions by month and percent change from year to year by month without transactions from the Selmon Extension to provide like to like comparisons across the fiscal years. In addition, the final column provides percent change from FY2019 to FY2021 to compare FY2021 to pre-pandemic levels. There is a clear positive trend in recovery of traffic throughout the fiscal year, with June 2021 transaction exceeding pre-pandemic levels of FY2019 by 2.2%.



**Table 2: Selmon Expressway Monthly Transactions (000s)**

MONTH	FY19	% CHANGE	FY20	% CHANGE	FY21*	FY2021 % CHANGE FROM FY2019
JUL	4,895	3.2%	5,050	-26.7%	3,700	-24.4%
AUG	5,297	-0.8%	5,257	-26.4%	3,870	-26.9%
SEP	4,797	2.0%	4,893	-19.0%	3,962	-17.4%
OCT	5,304	0.7%	5,341	-20.1%	4,266	-19.6%
NOV	5,014	-2.5%	4,891	-19.8%	3,924	-21.7%
DEC	5,047	-6.0%	4,744	-11.3%	4,208	-16.6%
JAN	5,346	-1.6%	5,262	-19.9%	4,217	-21.1%
FEB	5,098	1.3%	5,166	-19.7%	4,150	-18.6%
MAR	5,529	-25.3%	4,132	15.3%	4,764	-13.8%
APR	5,321	-54.8%	2,404	101.2%	4,838	-9.1%
MAY	5,347	-40.5%	3,184	58.1%	5,034	-5.8%
JUN	4,930	-27.0%	3,599	39.9%	5,036	2.2%
TOTAL	61,925	-12.9%	53,922	-4.4%	51,970	-16.1%

\* Excluding Selmon Extension transactions for comparative purposes only



Since the Fall of 2010, the Selmon Expressway converted all tolling points to all electronic tolling (AET). Tolls can be paid via a pre-paid SunPass account (by use of a SunPass transponder) or via a video-based, post-paid billing process ("Toll-By-Plate"). Video billing uses a photo of the customer's license plate, bundles tolls and mails a monthly invoice to the address on the license plate registration. The video rate is 36 cents higher than the SunPass rate to reflect the higher cost of processing and increased risk of actual collection.

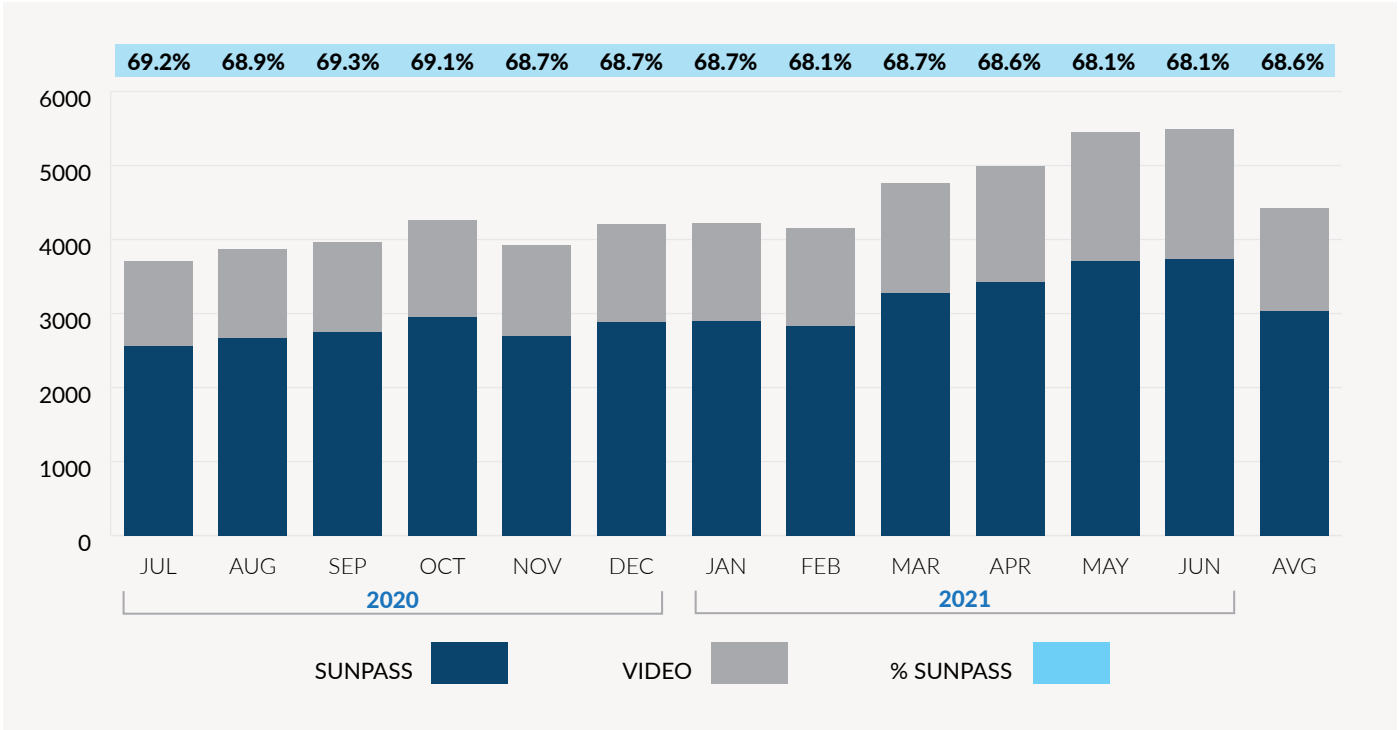
The monthly transactions by those two payment options in Table 3 and Figure 5 show the slow and steady increase in transactions throughout the year. The percentage of transactions collected via SunPass is relatively consistent by month between 68 and 70% for a total of 68.6% for the year. This shows a slight decrease from previous years as more new motorists come to the Selmon Expressway and weekend traffic, which has lower rates of SunPass usage, is making up a greater share of overall traffic than in years past.

**Table 3: FY2021 Monthly Transactions by Payment Method (000s)**

MONTH	SUNPASS	VIDEO	TOTAL	% SUNPASS
Jul-20	2,561	1,140	3,701	69.2%
Aug-20	2,667	1,202	3,870	68.9%
Sep-20	2,745	1,217	3,962	69.3%
Oct-20	2,946	1,320	4,266	69.1%
Nov-20	2,694	1,230	3,924	68.7%
Dec-20	2,889	1,319	4,208	68.7%
Jan-21	2,896	1,321	4,217	68.7%
Feb-21	2,826	1,325	4,150	68.1%
Mar-21	3,271	1,493	4,764	68.7%
Apr-21	3,422	1,564	4,986	68.6%
May-21	3,712	1,742	5,454	68.1%
Jun-21	3,738	1,754	5,492	68.1%
<b>TOTAL</b>	<b>36,368</b>	<b>16,627</b>	<b>52,995</b>	<b>68.6%</b>

Source: THEA Monthly Traffic Operations Report

Figure 5: FY2021 Monthly Transactions by Payment Method (000s)



Source: THEA Monthly Traffic Operations Report





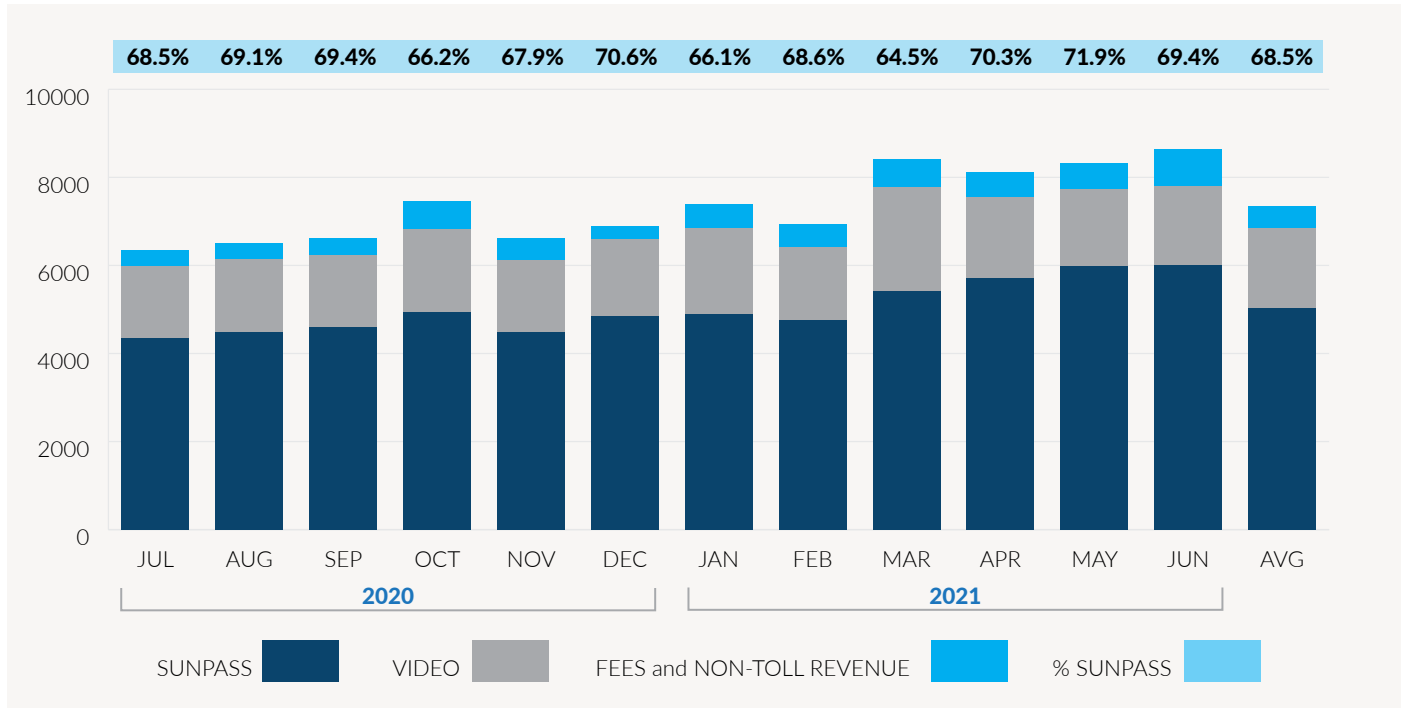
Monthly toll revenue by payment option generally follows the same trend as shown in the following table and figure.

**Table 4: FY2021 Monthly Toll Revenue by Payment Method (\$000s)**

FISCAL YEAR	SUNPASS	VIDEO	FEES	TOTAL	% SUNPASS
Jul-20	\$4,347	\$1,643	\$361	\$6,350	68.5%
Aug-20	\$4,495	\$1,637	\$374	\$6,506	69.1%
Sep-20	\$4,594	\$1,634	\$388	\$6,616	69.4%
Oct-20	\$4,938	\$1,881	\$638	\$7,456	66.2%
Nov-20	\$4,493	\$1,628	\$498	\$6,620	67.9%
Dec-20	\$4,860	\$1,738	\$287	\$6,884	70.6%
Jan-21	\$4,885	\$1,968	\$542	\$7,395	66.1%
Feb-21	\$4,755	\$1,665	\$506	\$6,926	68.6%
Mar-21	\$5,428	\$2,341	\$642	\$8,412	64.5%
Apr-21	\$5,706	\$1,841	\$566	\$8,113	70.3%
May-21	\$5,977	\$1,749	\$589	\$8,316	71.9%
Jun-21	\$6,001	\$1,811	\$837	\$8,649	69.4%
Total	\$60,479	\$21,537	\$6,229	\$88,245	68.5%

Source: THEA CFO Reporting

**Figure 6: FY2021 Monthly Toll Revenue by Payment Method (\$000s)**

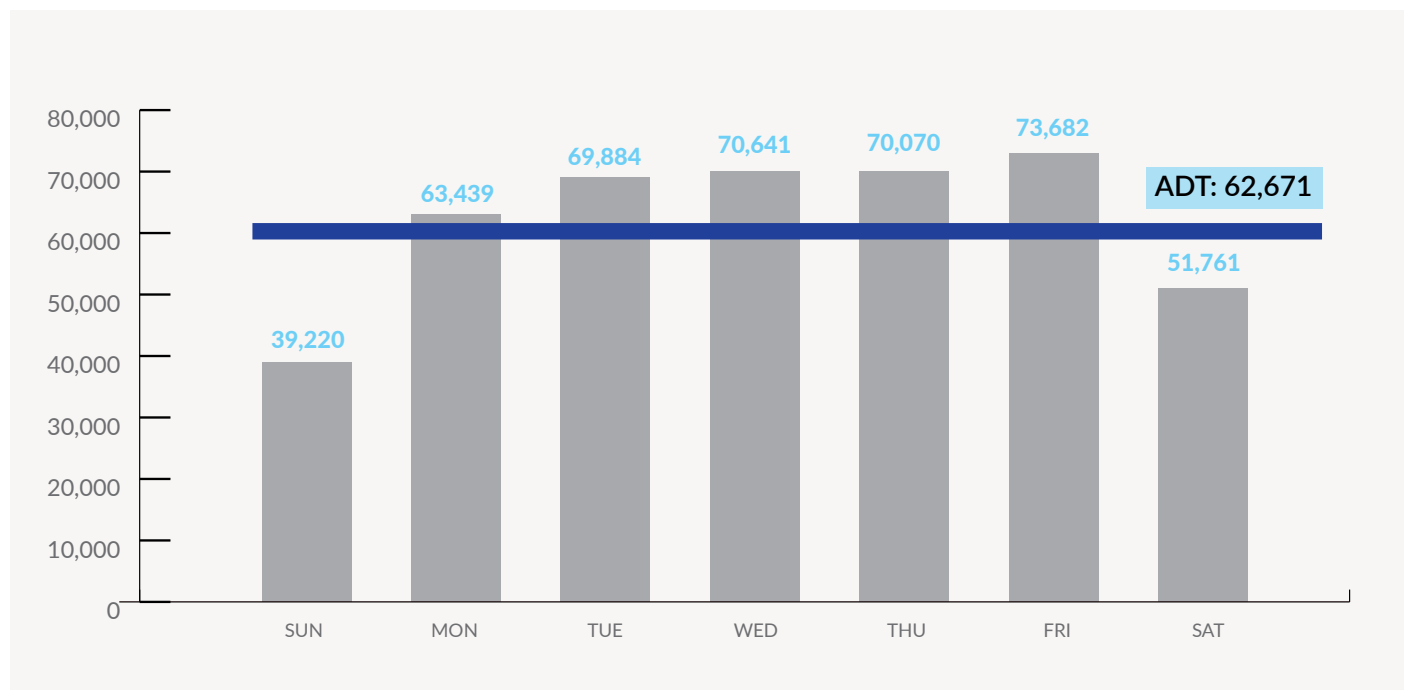


Source: THEA CFO Reporting



The daily transaction variations for each of the West Plaza Group, East Plaza Group, and RELs are presented in the following figures. The West Group consists of the West Mainline Toll Gantry, Plant Avenue ramps, Willow Avenue ramps, and the Selmon Extension. The East Group comprises the East Mainline Toll Gantry, 50th Street ramps, and 22nd Street ramps. The REL is presented alone. Average Daily Transactions (ADT) volumes by day of the week are shown as an average for the entire year. As can be easily seen, the weekday traffic is much higher than the weekend traffic which is consistent with the usage of the Selmon Expressway as a commuter facility.

**Figure 7: West Plaza Group Average Daily Transactions**

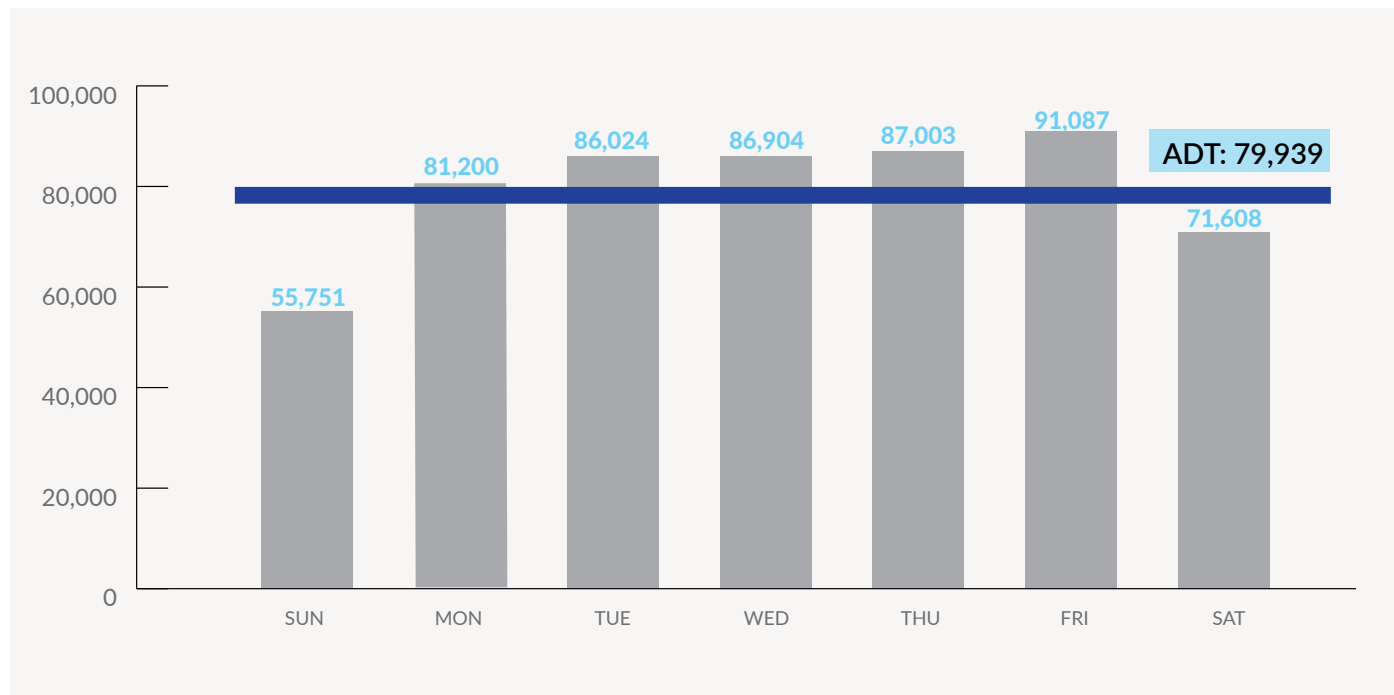


Source: THEA Monthly Traffic Operations Report



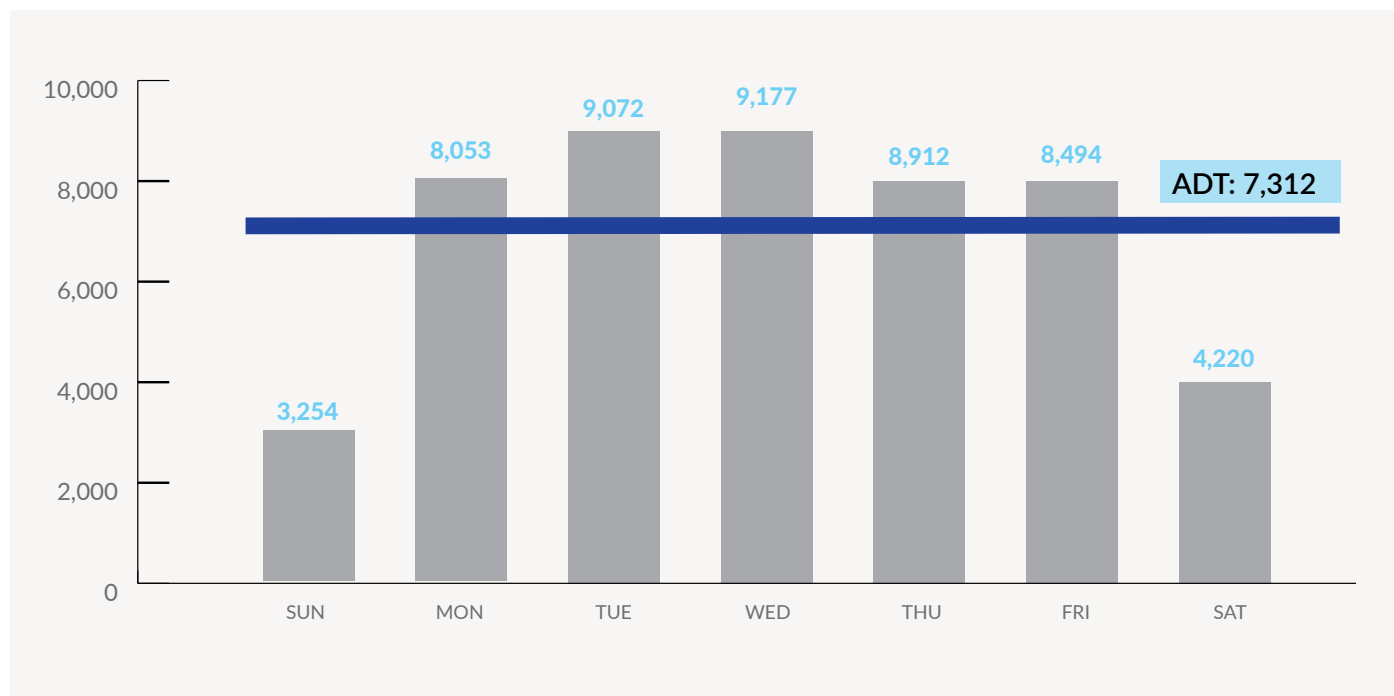


**Figure 8: East Plaza Group Average Daily Transactions**



Source: THEA Monthly Traffic Operations Report

**Figure 9: REL Average Daily Transactions**



Source: THEA Monthly Traffic Operations Report

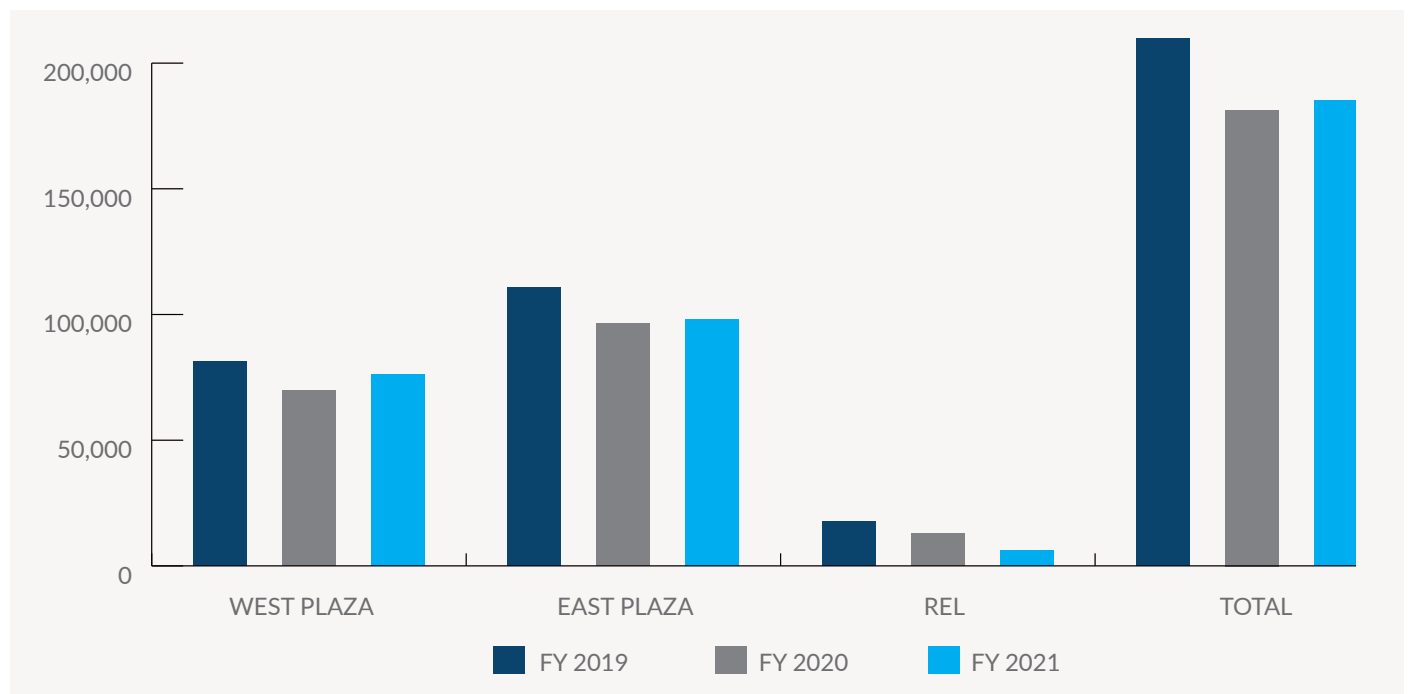
The average daily transactions by Plaza group are presented for FY2019 through FY2021 in Table 5 and Figure 10. The data shows growth from FY2020 to FY2021 for the West Plaza Group mainly due to the addition of the Selmon Extension. The East Plaza Group showed slightly less growth than the West, while the REL declined due to continued impacts of telecommuting during the pandemic. The average daily traffic for FY2021 was approximately 12% below pre-pandemic levels of FY2019.

**Table 5: Average Daily Traffic by Plaza Group (Includes all days of the week)**

PLAZA GROUP	FY 2019	FY 2020	FY 2021	GROWTH FY2019 - FY2021
West Plaza	66,607	57,124	62,671	-5.9%
East Plaza	89,922	79,354	79,939	-11.1%
REL	13,654	10,849	7,312	-46.5%
Total	170,183	147,327	149,922	-11.9%

Source: THEA Monthly Traffic Operations Report

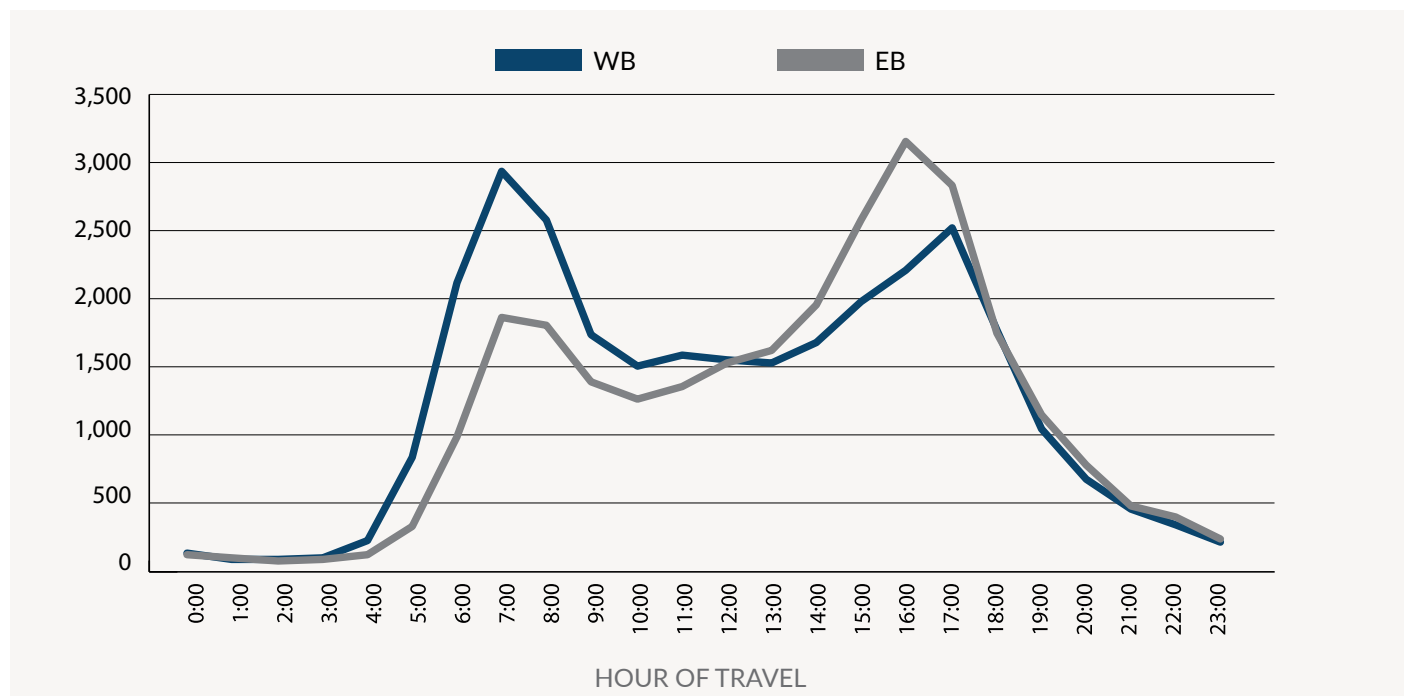
**Figure 10: Average Daily Traffic by Plaza Group (Includes all days of the week)**



Source: THEA Monthly Traffic Operations Report

The average weekday hourly demand of traffic by direction on the Selmon Expressway by Plaza group is presented in Figure 11 and Figure 12 for the West and East Plaza groups respectively for a representative weekday period in October 2020. The West Plaza Group exhibits similar demand by direction for AM and PM peak periods. This is in contrast to the East Plaza Group that demonstrates strong directional demand with most of the westbound traffic in the AM peak period, while eastbound traffic has highest demand in the PM peak period.

**Figure 11: West Plaza Group Hourly Demand by Direction**

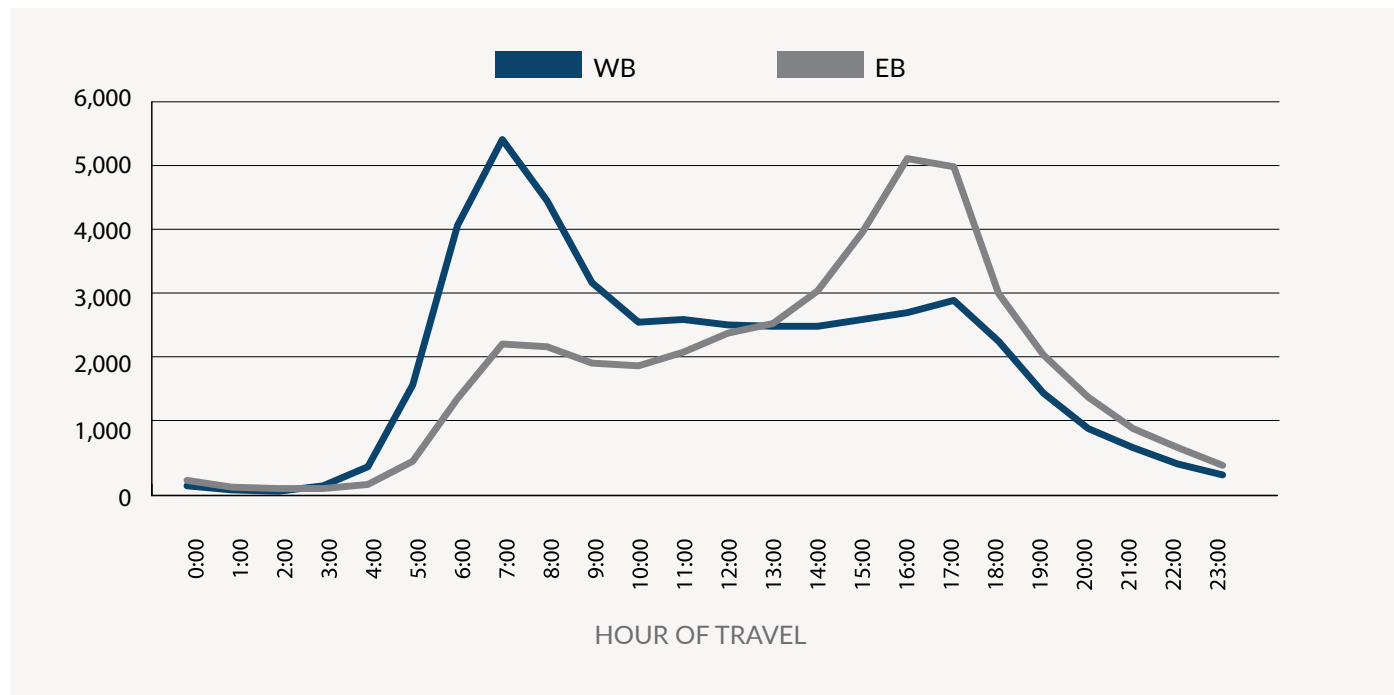


Source: THEA Monthly Traffic Operations Report





**Figure 12: East Plaza Group & REL Hourly Demand by Direction**



Source: THEA Monthly Traffic Operations Report

The mix of traffic on the Selmon Expressway has been consistent historically with two axle vehicles (passenger cars) comprising between 95 and 97% of all transactions as shown in Table 6. Similar experiences are shown on the East and West Plaza groups and only a slight difference on the REL as it is signed to prohibit larger vehicles.

**Table 6: Vehicle Class Breakdown by Plaza Group**

AXLE	WEST PLAZA GROUP	EAST PLAZA GROUP	REL	TOTAL
2 - Axle	96.2%	95.4%	99.7%	95.9%
3 - Axle	1.4%	1.7%	0.2%	1.5%
4 - Axle	1.2%	1.3%	0.2%	1.2%
5 - Axle	1.2%	1.5%	0.0%	1.3%
6+ - Axle	0.0%	0.1%	0.0%	0.1%
Total	100.0%	100.0%	100.0%	100.0%

Source: THEA Monthly Traffic Operations Report

# ***FACTORS AFFECTING TRAFFIC AND TOLL REVENUE***

In this section some of the key factors that drive long and short-term traffic and toll revenue on the Selmon Expressway are presented. For FY2021, the recovery from the pandemic was the driving factor of traffic demand and performance of the Selmon Expressway. On a long-term basis, the Tampa region is poised to continue strong growth as shown from various long-term forecasts of population, employment, and gross products. For the short-term potentials, monthly employment levels are reviewed to understand the potential recoveries from the pandemic.

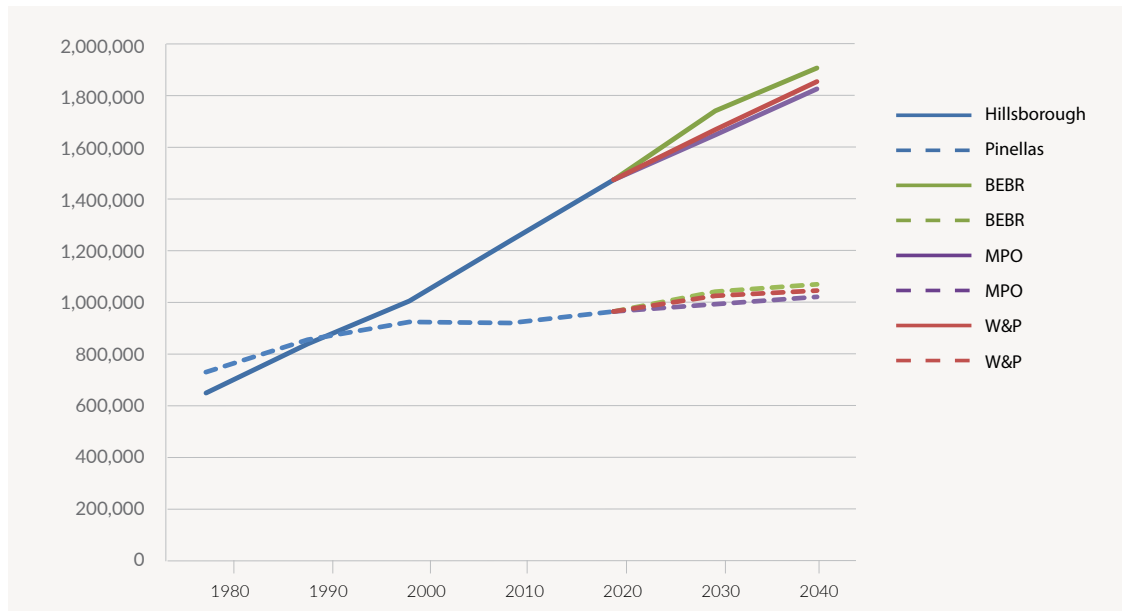
## ***2.1 TAMPA AREA POPULATION GROWTH***

Population growth in the region is one of the most significant factors affecting transactions and toll revenue. Strong population growth, both historical and projected, is presented in Figure 13. From calendar year (CY) 1980 to CY2020 the population in Hillsborough County more than doubled, growing from approximately 650,000 to 1.5 million according to the U.S. Census (Decennial). Pinellas County has also shown positive growth, albeit at a lower rate, growing by approximately 30% from 1980 to 2020. The annualized average annual growth rates since 1980 for Hillsborough County and Pinellas County were 2.2% and 0.8% respectively. These growth rates have been consistent for many years.

Projections of population were obtained from various sources to understand the potential growth in the region. These sources include the following: the University of Florida Bureau of Economic and Business Research (BEBR), Metropolitan Planning Organizations (MPO), and Woods and Poole Economics (W&P). The projected average annual growth rates from 2020 to 2040 for Hillsborough and Pinellas Counties (based on the 2020 Census figure and the average of the year 2040 population forecast from the three sources) are estimated to be 1.4% and 0.4%, respectively, which does continue the long term historical growth at slightly lower levels. While these projections were made pre-pandemic, current estimates of population growth during the pandemic years of 2020 and 2021 show continued growth at the historical rates.



**Figure 13: Tampa Region Population by County**

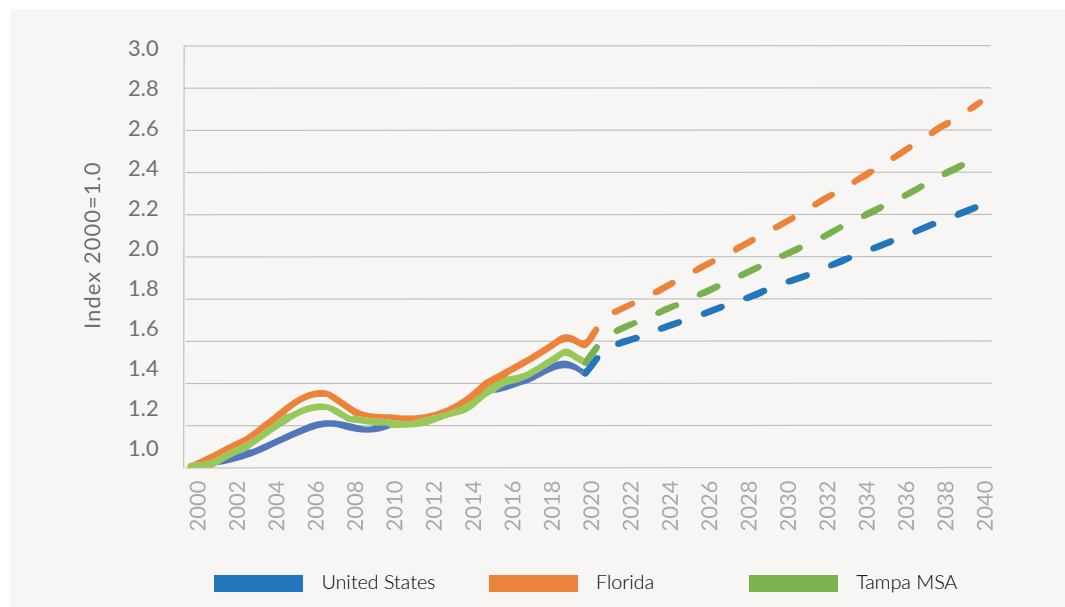


Sources: Bureau of Economic and Business Research (BEBR), Metropolitan Planning Organizations (MPO), and Woods & Poole Economics

## 2.2 ECONOMIC CONDITIONS

The gross regional product for the Tampa-St. Petersburg-Clearwater Metropolitan Statistical Area, the state of Florida, and the United States is presented in Figure 14. The restrictions that were implemented due to the pandemic caused a slight decrease in economic activity, but it is anticipated to be temporary with CY2021 estimates exceeding the pre-pandemic levels of CY2019. Steady growth is expected to continue far into the future. Woods & Poole Economics forecasts 2.0% annual growth rate in the metro area — slightly above the projected growth of the country overall (1.7%) but slightly below that of the state of Florida (2.2%).

**Figure 14: Gross Product by Geography**



Source: Woods & Poole Economics



## TRAFFIC AND REVENUE FORECAST

The actual monthly performance of the FY2021 Selmon Expressway transaction and revenue forecast is presented in Table 7. This forecast was provided in the summer of 2020 to support bond financing. Both actual transactions and revenue were above forecast by 1.7 and 4.9% respectively. The revenue performance was supported by the higher collection rates of non-SunPass transactions than assumed in the forecast.

**Table 7: Selmon Expressway FY2021 Transaction and Revenue Forecast Performance**

MONTH	TRANSACTIONS (000s)			REVENUE (\$000s)		
	FORECAST	ACTUAL	% DIFFERENCE	FORECAST	ACTUAL	% DIFFERENCE
July	3,174	3,700	16.6%	\$5,448	\$6,350	16.6%
August	3,775	3,870	2.5%	\$6,328	\$6,506	2.8%
September	3,624	3,962	9.3%	\$5,977	\$6,616	10.7%
October	4,190	4,266	1.8%	\$6,838	\$7,456	9.0%
November	4,111	3,924	-4.5%	\$6,670	\$6,620	-0.7%
December	4,311	4,208	-2.4%	\$6,967	\$6,884	-1.2%
January	4,727	4,217	-10.8%	\$7,556	\$7,395	-2.1%
February	4,617	4,150	-10.1%	\$7,327	\$6,926	-5.5%
March	5,078	4,764	-6.2%	\$8,028	\$8,412	4.8%
April	4,933	4,986	1.1%	\$7,805	\$8,113	3.9%
May	4,980	5,454	9.5%	\$7,873	\$8,316	5.6%
June	4,613	5,492	19.1%	\$7,292	\$8,649	18.6%
Total	52,133	52,995	1.7%	\$84,109	\$88,245	4.9%

Estimated future transaction and toll revenues for the Selmon Expressway are presented in Table 8. The forecast assumes a 2.5% toll index adjustment annually, per THEA policy. The only exception is the S-Movement toll rates which are assumed to increase at 2% annually following FDOT policy.\* More detail of the development of the forecasts can be found in the investment grade traffic and toll revenue study that supported the series 2020A and B bond sales.

**Table 8: Estimated Selmon Expressway Annual Transactions and Toll Revenue (thousands)**

FY	TRANSACTIONS (000s)	TOTAL REVENUE INCLUDING TOLL, S-MOVEMENT, AND FEES (\$000s)
2022	61,240	\$99,138
2023	64,335	\$106,475
2024	66,441	\$112,311
2025	68,510	\$118,210
2026	69,746	\$122,843
2027	71,027	\$127,784
2028	72,353	\$132,961
2029	73,731	\$138,385
2030	74,870	\$143,416
2031	75,547	\$148,036
2032	76,231	\$152,812
2033	76,923	\$157,750
2034	77,621	\$162,855
2035	78,326	\$168,132
2036	79,040	\$173,590
2037	79,760	\$179,232
2038	80,488	\$185,065
2039	81,224	\$191,097
2040	81,966	\$197,332

\* Administrative rule (Rule 14-15.0081) specifies the rate adjustment regime for FDOT

TAMPA HILLSBOROUGH  
**EXPRESSWAY**  
AUTHORITY



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