

ATLANTA REGIONAL MANAGED LANE SYSTEM PLAN

ORGANIZATIONAL AND ADMINISTRATIVE ARRANGEMENTS OF TOLLING AGENCIES

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Atlanta Regional Managed Lane System Plan

Technical Memorandum 15: Organizational and Administrative Arrangements of Tolling Agencies

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A. Introduction

This chapter discusses commonly used organizational arrangements for toll agencies. It draws upon case studies to illustrate how toll agencies are organized in the United States. Finally, this chapter compares the organizational and administrative arrangements utilized by the case study toll agencies to the current structure of Georgia's State Road and Tollway Authority.

B. Organizational structures for toll agencies

The institutional model of a toll agency can be driven by a number of historical trends, legislative requirements and policy frameworks. A variation in one or several of the following factors drives the specific model that a toll agency follows:

- Scope and purpose of the entity's functions
- Definition of jurisdictional scope
- Legal powers
- Ability to invest bond proceeds
- Authority to set and revise tolls
- Police powers
- Relationship with other entities

Listed below are a few standard models followed by toll agencies across the United States.

Statewide Turnpike or Toll Road Authority

Historically, several states established turnpike and toll authorities with legislative mandate to finance, build and operate tolled facilities, some even before the Interstate era. For example, the Texas Turnpike Authority was created in 1953 by the State Legislature to serve this role in the State.

These agencies have statewide jurisdiction to operate toll facilities and can function across local jurisdictional boundaries. Additionally, statewide toll agencies can leverage the revenues collected through the toll facilities to enhance transportation services across the state. In this respect, they have an advantage over regional agencies, especially when considering a system of tolled facilities.

Depending on the nature of their association with the state's Department of Transportation, statewide toll agencies can follow one of two following models:

- (i) Independent Statewide Entity – In this institutional model, the statewide toll authority is an independent entity. The Georgia State Road and Tollway Authority (SRTA) currently follows this model. Other examples are Pennsylvania Turnpike Commission and the North Carolina Turnpike Authority. Traditionally, an independent toll authority does not receive any funding from the State but may be subject to some degree of State control such as the Governor appointment of the agency's director or board members.
- (ii) Dependent Statewide Entity - In this model, the statewide toll authority is embedded within the structure of the state's department of transportation. For example, the Florida Turnpike Enterprise operates as a business unit within the Florida Department of Transportation.

Local Toll Authorities

Local or regional toll authorities are created to meet specific regional needs and may cover an area equivalent to a single or multiple counties within the state. States such as Texas, Florida and Colorado have provisions for creation of local or regional toll agencies.

Texas has several local toll authorities such as the Harris County Toll Road Authority (HCTRA) which operates toll roads in the Houston area, North Texas Tollway Authority (NTTA) which operates toll roads in the Dallas/ Fort Worth Metro area and the Fort Bend County Toll Road Authority (FBCTRA) which operates toll roads in Fort Bend County.

Such authorities can specifically cater to local transportation needs but they may not have the benefit of economies of scale that statewide authorities have.

A local or regional toll authority may also follow a dependent or independent institutional model. These are listed below:

- (i) City or Government Controlled Authority – The financial and ownership authority of such an entity will be controlled by a local government. Local government funds can be utilized by such an authority and disbursement of toll revenue is determined by the local government.
- (ii) Local Commissions – Such commissions are created by State statute and function independently of local governments. The debt repayment is the absolute responsibility of the commission itself.

Public-Private

Several states, including Georgia, have legislation in place as a basis for public-private partnerships. A public-private model may vary by State but is intended to encourage private sector participation in the various aspects of the development and operation of a toll facility.

The following public-private models may be adopted:

- (i) Blended Public-Private Financing for New Public Toll Road Delivery – Under this arrangement, the public sector retains control and oversight of the project while the financing comes from a private source.
- (ii) Public-Private Partnerships for Capital Projects – In this arrangement, the private sector usually leads the financing, construction and operation of a facility while the public sector frames the agreement and retains ownership of the road.
- (iii) Privately Supplied New Facility – The private sector develops the new facility, providing all the finance and bearing all the risk.

C. Organizational Examples

This report evaluates the organizational arrangements in various toll agencies. These are:

Department of Transportation Sponsored Model

- Florida Turnpike Enterprise
- Colorado Tolling Enterprise

State-level Independent Model

- Pennsylvania Turnpike Commission

Regional-level Independent Model

- North Texas Tollway Authority

A description of each of these agencies is found in the following section.

Department of Transportation Sponsored Model – Florida Turnpike Enterprise

Background

The Florida Turnpike Enterprise (FTE) has been operating toll roads in the State for 50 years. Originally created within the Florida Department of Transportation (FDOT), the organization operates nine (9) toll roads comprised of 460 miles of toll facilities. FTE operates in 14 counties in Florida, including the Orlando, Tampa, Miami, Ft. Lauderdale, and West Palm Beach urban areas. It works closely with regional toll authorities in the State, including the Orlando-Orange County Expressway Authority, the Miami-Dade County Expressway Authority, and the Tampa-Hillsborough County Expressway Authority. FTE is the second largest revenue-generating government asset in the State.

The Florida Turnpike throughout its history has responded to transformations in the toll industry by evolving as an organization since its inception in 1957. The agency was initially an independent authority, was then absorbed into FDOT, functioned as a district within FDOT and is currently a semi-autonomous business unit within FDOT. The major milestones in this evolution are listed below:

- In 1957 the original 110-mile stretch of the Turnpike, known as the Sunshine State Parkway, opened from the Golden Glades in Miami to Fort Pierce. The operating agency was the Florida State Turnpike Authority.
- In 1969, when the Florida Department of Transportation was created, the original Turnpike Authority was disbanded and a new Turnpike Authority was formulated under the jurisdiction of FDOT. Individual FDOT districts managed the Turnpike work program, operations and maintenance.
- In 1988, the Office of Florida's Turnpike was created within FDOT.
- In 2002, legislative action through House Bill 261 created FTE, a unique governance agency. HB 261 legislation created a new business model for the Enterprise with the goal to combine the "best business practices from the private sector" with a "focus on public sector responsibility." FTE is now a stand-alone business organization within FDOT.

Description of the Florida Turnpike Enterprise (FTE)

- Florida's Turnpike Enterprise is now responsible for all operations on every FDOT-owned and operated toll road and bridge. This represents about 600 miles of roadway and 80 percent of all toll facilities in Florida.
- FTE's business model is a "market-driven" and "market-oriented" entrepreneurial agency with FDOT oversight. This focus is indicated by:
 - Powers granted to the executive director to hire and fire employees.
 - Employee evaluation based on performance-based criteria.
 - Financial strategy based on user-financed transportation demand management.
 - While FTE is part of FDOT and follows some of its procedures, such as non-tolling districts, it can opt out of FDOT procedures on request.
 - FTE can bypass FDOT's traditional work program cycle for critical projects. FDOT's traditional work-program is a five-year cycle which means that FDOT prioritizes projects 5 years out and implements them in the given time period.
 - To provide the state with a benchmark for measuring success, Florida's Turnpike Enterprise has established a series of performance measures. These measurements

- actively gauge the organization's progress in the areas of safety, customer service, staffing, project delivery speed, and financial soundness.
- This framework allows the Enterprise to implement private-sector best business practices, resulting in: improved cost effectiveness, timely project delivery, increased revenue, improved customer service, and expanded Turnpike capital program capability.
- FTE is a lean organization as indicated by the following:
 - The Turnpike Enterprise reports directly to the Secretary of Transportation.
 - FTE out-sources the majority of its functions (90% of its budget) to consultants and contractors. FTE employs 4,230 consultants and has 494 in-house staff. This model is set-up to balance the organization's two-goals of efficiency and accountability.
 - The placement of FTE within the State government is outlined in Figure 1.

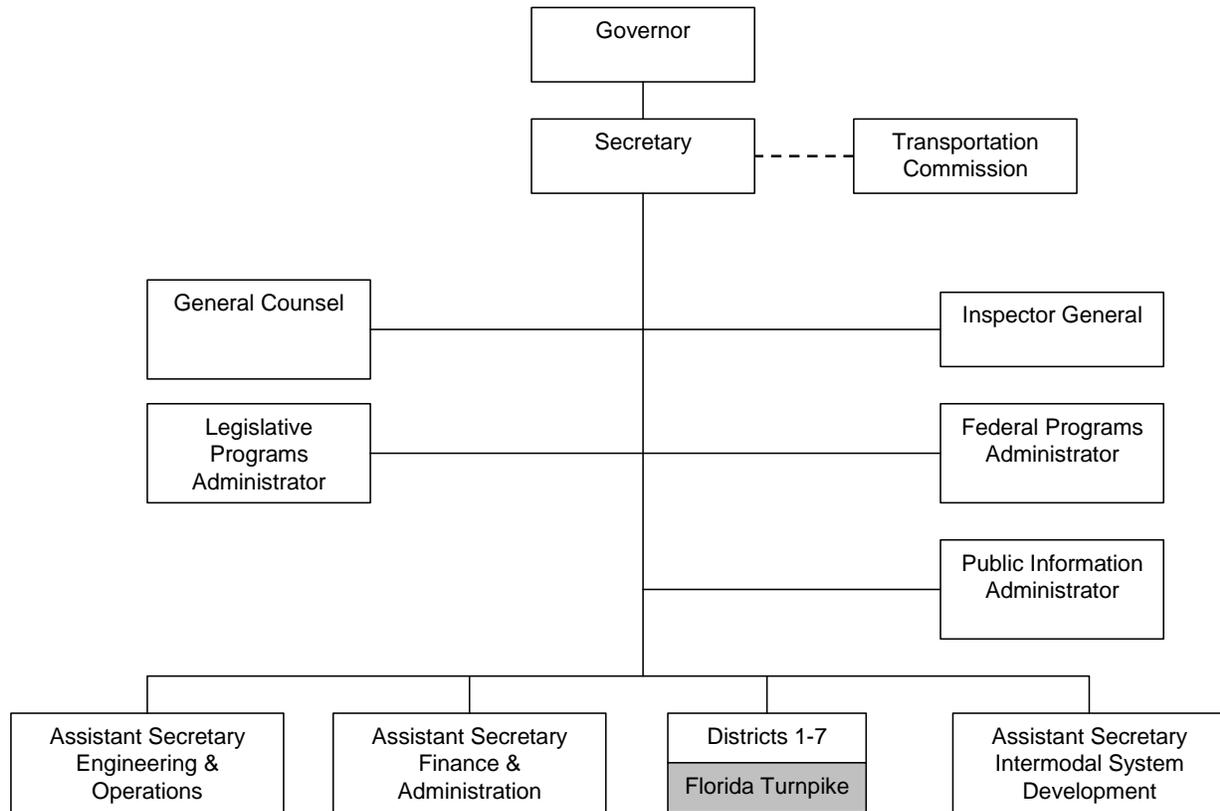
Significant Legislative Actions

HB 261, which created FTE, included the following changes:

- Create the Turnpike Enterprise reporting directly to the Secretary of Transportation and merging the Office of Toll Operations into the Turnpike Enterprise;
- Provide alternatives to policies, procedures, rules and regulations that inhibit cost-effective performance of Turnpike functions;
- Streamline the Turnpike's organizational structure;
- Expand the use of General Consultants;
- Streamline business processes including procurement, human resources management, outsourcing, performance-based tracking and use of automation; and,
- Revise the test of economic feasibility.

With House Bill 261 legislation, toll operations were incorporated as part of the Enterprise's domain, expanding the Enterprise's responsibilities, and making Florida's Turnpike Enterprise the second largest toll agency in the country based on revenue, and the third largest based on miles of roadway.

Figure 1: FDOT Organizational Chart



Department of Transportation Sponsored Model – Colorado Tolling Enterprise

Background

The Colorado Turnpike Enterprise (CTE) was created by legislation as a “government-owned,” non-profit business structured as a division of the Colorado Department of Transportation (CDOT) in 2003. CTE was created as a new organization to facilitate the funding of capacity improvements for congestion relief and charged with operating and maintaining such facilities. As a statewide organization, CTE has authority to finance and build facilities throughout the State of Colorado. However, CTE’s role is limited to new capacity toll facilities only, with the exception of high-occupancy vehicle (HOV) to high-occupancy toll (HOT) lane conversion.

CTE was authorized in 2002 and came into being in 2003. In 2003, CTE signed an interagency agreement with CDOT to receive a loan of \$1 million. Part of this loan was utilized to conduct a Statewide Tolling System Traffic and Revenue Feasibility Analysis. A subsequent loan in 2006 funded the conversion of approximately six miles of I-25 HOV lanes to HOT lanes. According to the agreement between CTE and CDOT, the loans will be repaid through revenue generated from the use of the HOT lanes. CTE collected its first revenue from tolls on the I-25 HOT lanes in FY 2006.

Description of the Colorado Tolling Enterprise (CTE)

CTE is governed by a Board, the Transportation Commission for the State of Colorado. CTE has some distinct operational and administrative arrangements such as:

- While the purpose of CTE is to provide alternative financing mechanisms for transportation improvements in the State of Colorado, its mission leans towards public service rather than profitability. This is demonstrated by the fact that the CTE Board is required by the legislation that created CTE to adjust toll rates upon payments of certain costs and debts so that the revenue generated is nearly equal to the amount required for the ongoing operation, maintenance, renewal and replacement of the tolled facilities.
- CTE is designed to operate as a “government-owned business” within CDOT. CTE can receive no more than 10% of its annual revenues from state and local taxes. This rule is a requirement under the Taxpayer Bill of Rights (TABOR), legislation prominently advocated by the State of Colorado.
- A Statewide Tolling Enterprise Fund was created in the state treasury when CTE was established. All toll revenues are deposited in this fund.
- Work is outsourced to consultants and vendors with expertise in tolling, including, but not limited to, planners, public relations, engineers, maintenance specialists, financial, and legal support. All expenditures are tracked independently from CDOT expenses to maintain a clear separation of the two organizations.
- The Board also retains powers to designate a state toll highway, acquire, lease and dispose real property and enter into contracts with private entities to facilitate a public-private initiative.
- The placement of CTE within the State government is outlined in Figure 2.

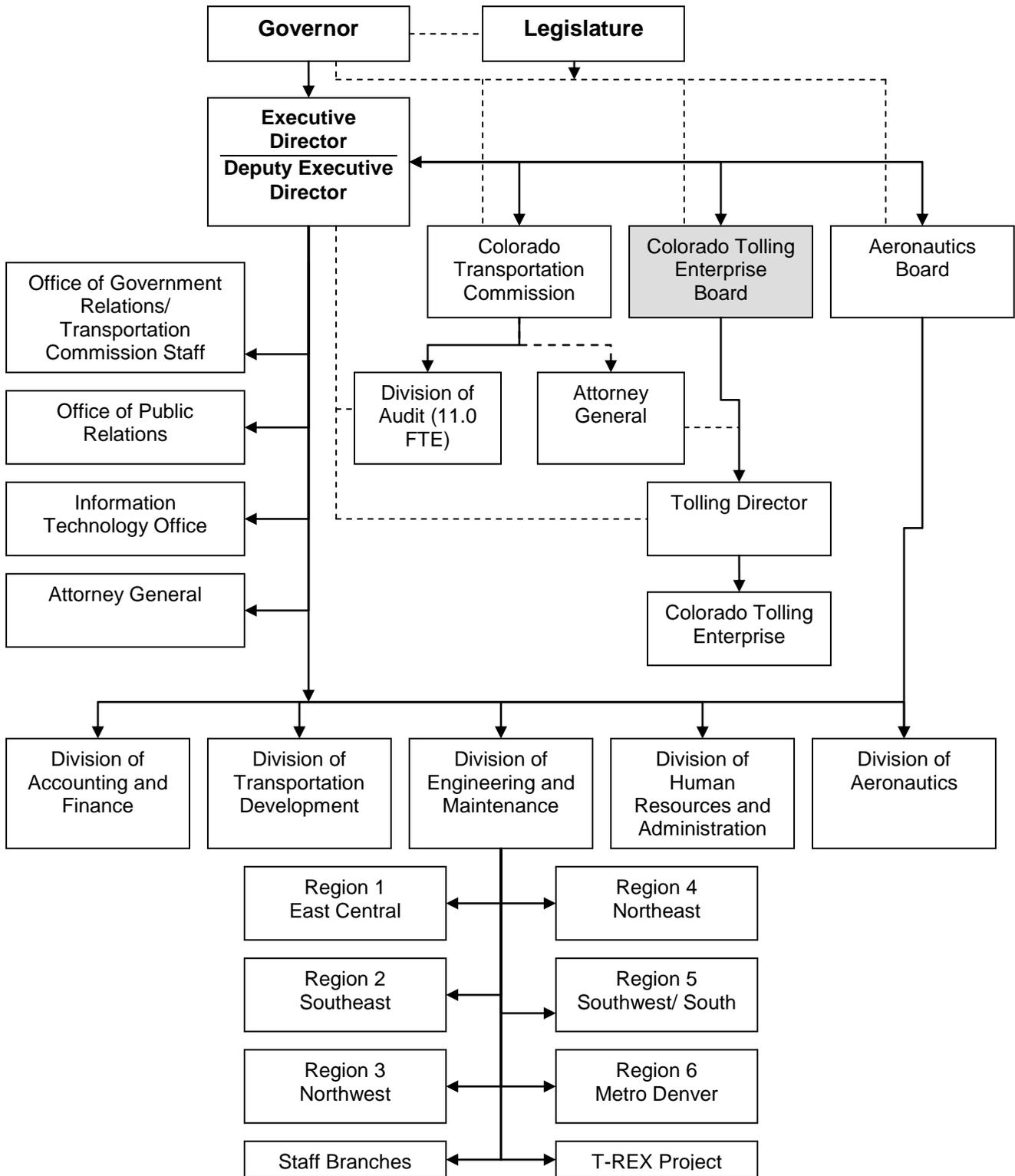
Significant Legislative Action

The Colorado Tolling Enterprise (CTE) was created by State Legislation – Senate Bill 02-179 and House Bill 02-1310. This legislation enabled CDOT and the Transportation Commission to

issue non-recourse bonds to fund capacity enhancing projects. The bonds are then paid off through the toll revenues generated.

Subsequent legislation – House Bill 05-1148 expanded on the relationship of toll projects to the regional planning processes. It stated the conditions under which toll revenues could be directed towards a system.

Figure 2: CDOT Organizational Chart



State-level Independent Model – Pennsylvania Turnpike Commission

Background

The Pennsylvania Turnpike Commission (PTC) was founded in 1937 by act of the Governor in a time of increased public work programs during the Great Depression. PTC was tasked with the conversion of a half-finished railway between Harrisburg and Pittsburgh into a tolled automobile highway. The facility, designed and built under the guidance of PTC, served as a national model for toll collection and highway design in the 1940s. The original 160 mile roadway now extends across the state, and PTC is now responsible for 514 miles of tollway on the Pennsylvania Turnpike proper, as well as on additional corridors. Today, these corridors carry 156.2 million vehicles per year at an average cost of 4.1 cents per mile.

In addition to the Pennsylvania Turnpike, PTC operates the James E. Ross Highway, northeast of Pittsburgh, the Amos K. Hutchinson Bypass, east of Pittsburgh, the Pennsylvania Turnpike Northeast Extension, which connects Scranton and Philadelphia and the James J. Manderino Highway, south of Pittsburgh. Two new facilities under construction currently, Mon/Fayette Expressway and Pittsburgh's Southern Beltway, will also be overseen by PTC.

Description of the Pennsylvania Turnpike Commission

PTC is a separate agency outside the jurisdiction of the Pennsylvania Department of Transportation (PennDOT). The commission works under the primary goals to “provide responsible business management” and “performance efficiency” to the citizens of Pennsylvania.

PTC is run by a commission of five members, four of which are appointed by the Governor and the fifth is the Pennsylvania Secretary of Transportation. PTC currently has 475 employees directly on payroll in management and an additional 1,765 bargaining unit members outsourced (including 190 supplemental toll collectors).

Significant Legislative Action

PTC was legally established in 1937 when the Governor signed Act 211, authorizing the formation of the commission to develop the state's first toll highway. A significant modern legal action was Act 44, signed into law July 2007. This Act established a 50 year public-public partnership between PTC and PennDOT with the goal of enhancing state transportation funding through the leasing of I-80 to PTC for the establishment of a toll system.

In 2008, the Governor announced the State's desire to lease the Pennsylvania Turnpike to a private organization who would perform all maintenance and operations on the facility in exchange for toll revenues for 75 years. Abertis Infraestructuras and Citi Infrastructure Investors placed the winning \$12.1 billion bid for the rights to the turnpike. This arrangement would provide funds needed immediately to improve the transportation network statewide and would cancel the plans to implement the I-80 tolling system. This issue remains hotly debated in Pennsylvania among stakeholders and as of July 2008 legislation is pending on the transference of the PTC managed turnpike to the Abertis lead consortium.

Regional-level Independent Model – North Texas Tollway Authority

Background

The roots of the North Texas Tollway Authority (NTTA) start with the foundation of the Texas Turnpike Authority (TTA), a state agency, in 1953. TTA opened its first tollway, the Dallas-Fort Worth turnpike in 1957. Additional metropolitan Dallas projects followed over the subsequent decades, including the construction of the Dallas North Tollway, the Mountain Creek Lake Toll Bridge, the Addison Airport Toll Tunnel and the initial phases of the President George Bush Turnpike.

NTTA was created on September 1, 1997 as a regional tolling entity with the goal of financing, constructing and operating tollways in North Texas. NTTA functions autonomously from the Texas Department of Transportation (TxDOT). It has the power to enter intergovernmental or interagency agreements, plan and purchase right-of-way and issue bonds for the construction of tollways.

Today, a variety of projects are currently planned or under construction with the NTTA's goal to "improve mobility, enhance services to its customers, boost the agency's financial outlook and move the tollway system into the future."

Description of the North Texas Tollway Authority

As the tollway transportation system of the Dallas-Forth Worth metropolitan area has continued to grow, NTTA's initial staff of around 200 employees in 1997 has since grown to encompass more than 700 individuals and over 60 miles of tolled roadways. NTTA functions as an efficient government owned business within the public sector, with the goals of maximizing revenue and keeping costs down while still providing the best possible service to tollway customers.

NTTA is run by a board of nine members, comprised of two members of each of the four tollway counties and one member from an adjacent county appointed by the Governor. Members serve two year terms and cannot be elected officials within their home counties. An executive director, selected by the Board, manages system heads throughout the authority.

Significant Legislative Action

NTTA was created by State legislation in 1997 to take over the operations of tollways in Dallas, Tarrant, Collin and Denton counties from the TTA. Chapter 366 of the Texas Transportation Code directly grants NTTA the power to:

- Acquire land
- Construct tollways
- Maintain and repair existing systems
- Raise capital through bonds for construction projects
- Collect tolls
- Maintain and pay debt service on undertaken projects

D. Legislation and Organizational Approaches

Governance Body Models

The two main elements of governance in toll agency institutional models is a policy-making body, which is typically a board of directors, and a chief executive or agency director. The chief executive usually reports to the agency's governing body but could also be accountable to the jurisdictions' elected leadership.

The toll agency's governing body can be formulated in the following ways:

- Members of the governing body are appointed by the Governor with the approval of the state legislature.
- Members are part of a state-level transportation board or commission.
- Members are appointed by the state Governor or in case of a local body, by the Mayor, City Council or County Commissioner.

The toll agency's chief executive officer can be selected in the following ways:

- Appointed by the state Governor.
- Appointed by the Governor or by Mayor or County Commissioner in case of a local or regional agency.
- Selected by toll agency's governing body or authority members.
- Selected by the state's Department of Transportation secretary.
- Expanded roles taken on by the state's Department of Transportation secretary or director or in case of a local or regional agency, by the public works director.

Table 1 below summarizes the manner of selection of the toll agency's governing board and chief executive by each case-study toll agency as well as the Georgia State Road and Tollway Authority. The subsequent figures (Figure 3 – Figure 6) then outline the structure of the aforementioned tolling agencies.

Table 1: Toll Agency Structure

Toll Agency	Institutional Model	Governing Body Composition	Governing Body Selection	Chief Executive Selection
Georgia State Road and Tollway Authority (SRTA)	Independent Statewide Entity.	Board of Directors and a Governor appointed Executive Director	Five-member Board comprised of the Governor, the State Commissioner of Transportation, the Director of the Office of Planning and Budget, one member appointed by the Lieutenant Governor and one member appointed by the Speaker of the House of Representatives. A Chairman is selected by the board.	Appointed by State Governor.
Florida Turnpike Enterprise (FTE)	DOT sponsored – FTE is a Division of the Florida DOT.	Executive Director/CEO	FDOT Secretary/Commission serves as the FTE board.	Selected by FDOT Secretary/Commission.
Colorado Tolling Enterprise (CTE)	DOT sponsored – CTE is a Division of the Colorado DOT.	Transportation Commission which consists of 11 commissioners representing specific districts.	Colorado Transportation Commission serves as the CTE Board. The transportation commissioners are appointed by the Governor and confirmed by the Senate for a 4-year term.	Appointed by the CTE Board with the consent of the Colorado DOT Executive Director.
Pennsylvania Turnpike Commission (PTC)	Independent Statewide Entity.	Pennsylvania Turnpike Commission consisting of five members.	Commission consists of four commissioners appointed by the Governor and one commissioner is the State Secretary of Transportation.	Selected by the Board.

Toll Agency	Institutional Model	Governing Body Composition	Governing Body Selection	Chief Executive Selection
North Texas Tollway Authority (NTTA)	Regional Level Independent Entity.	Board of Directors	Nine directors, two from each member county and one appointed by the Governor from an adjacent county.	Selected by the Board.

Figure 3: Organizational Framework – Florida Turnpike Enterprise

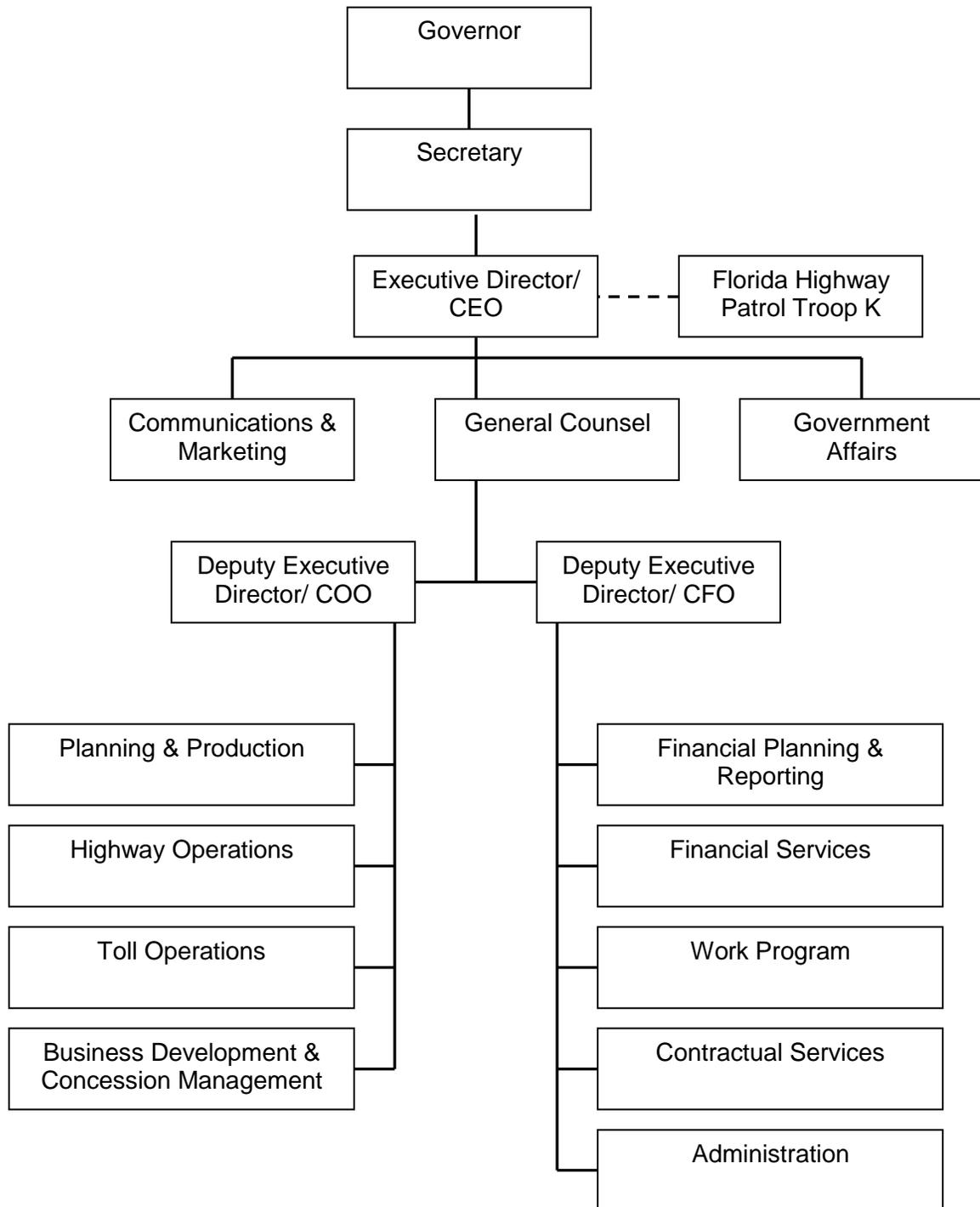


Figure 4: Organizational Framework – Colorado Tolling Enterprise

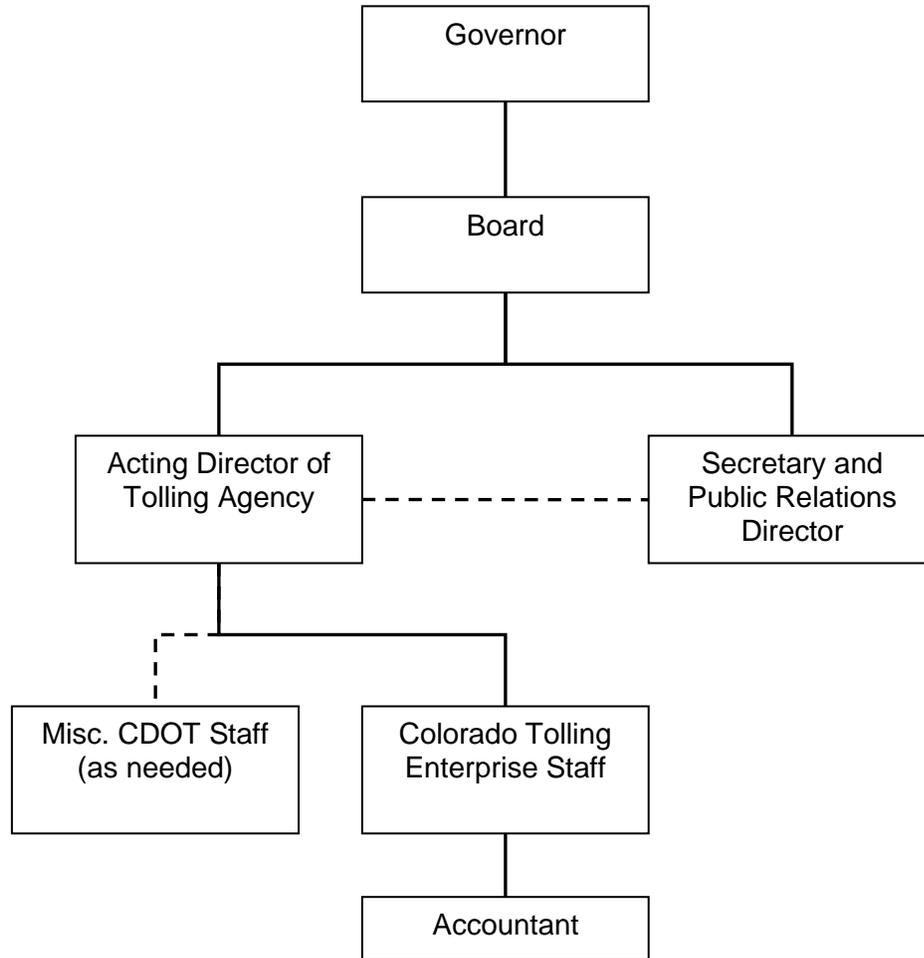


Figure 5: Organizational Framework – Pennsylvania Turnpike Commission

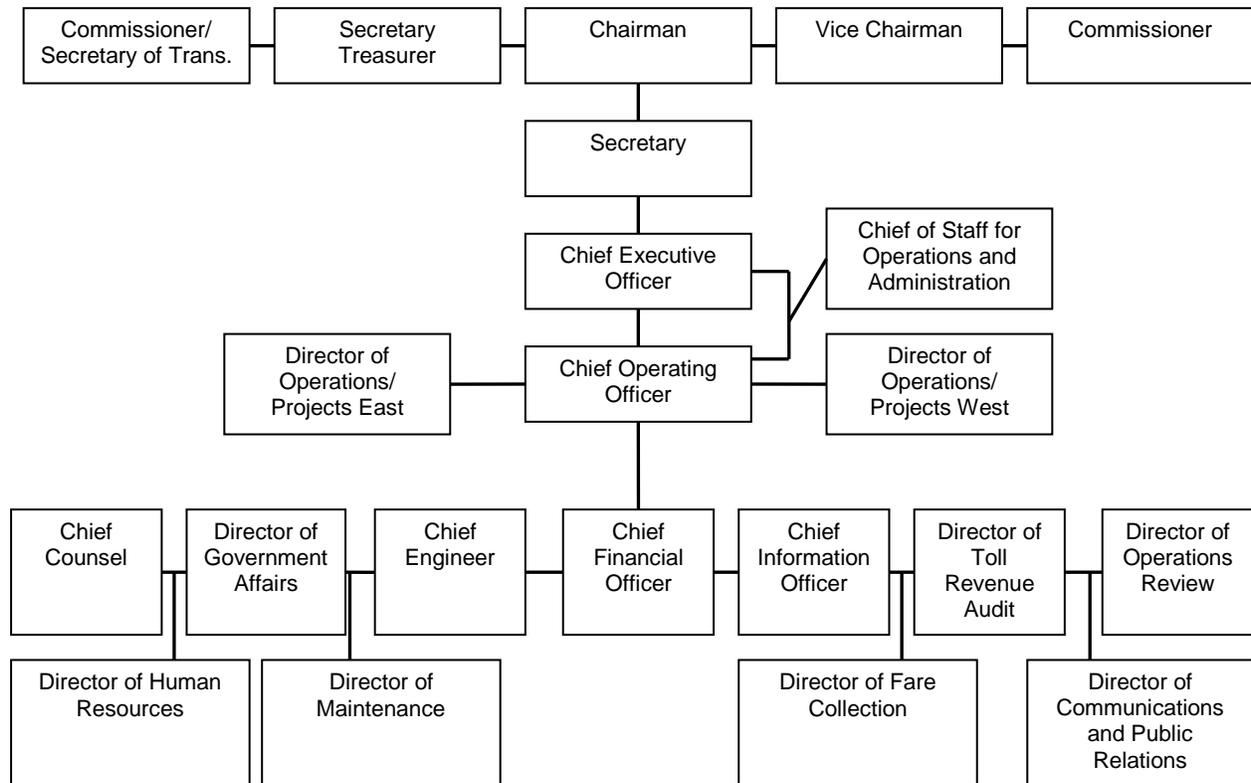
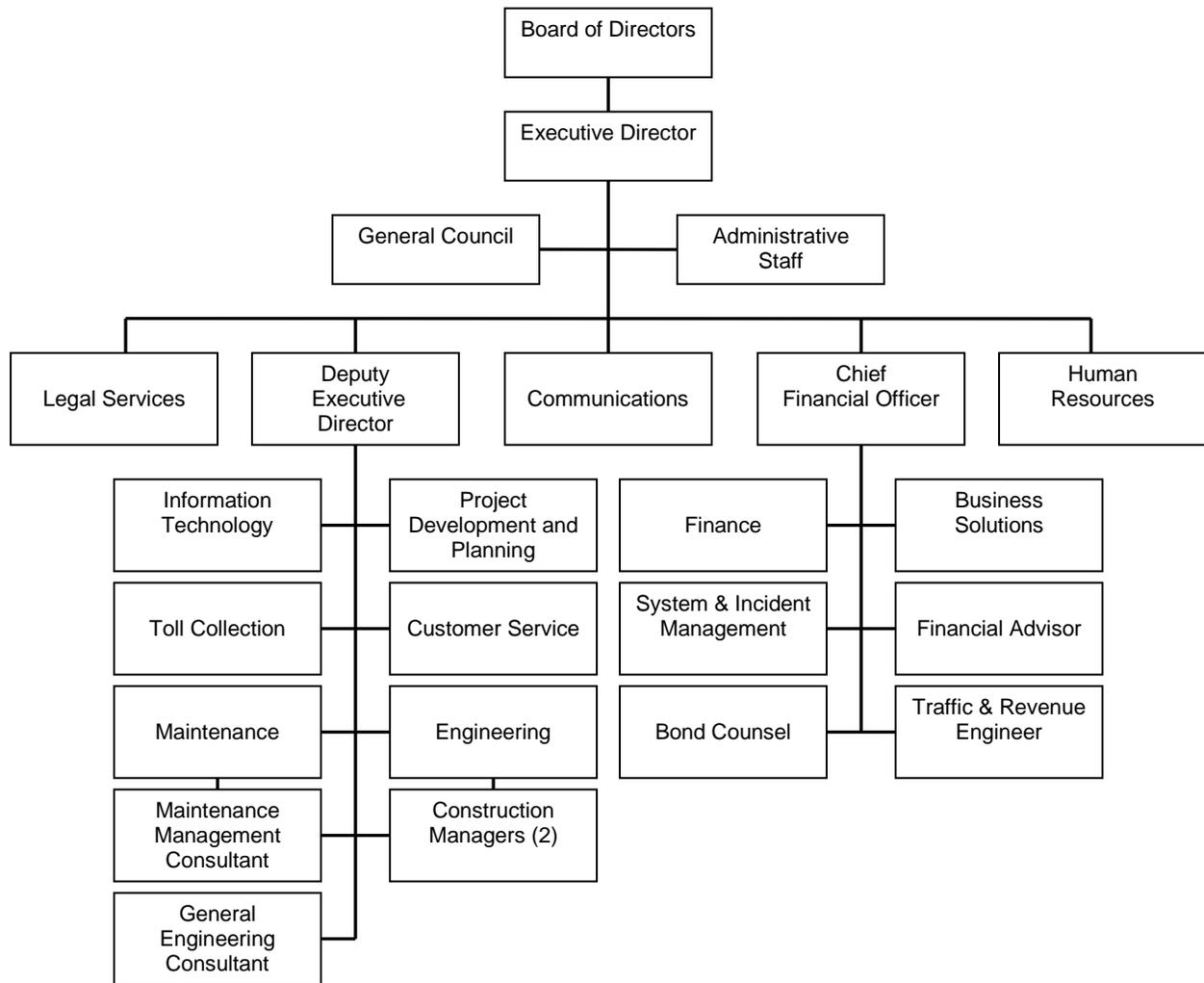


Figure 6: Organizational Framework - North Texas Tollway Authority



Business Model

Toll agencies vary in their structure. Some are set up to function as publicly owned businesses, with emphasis on customer service, revenue generation and efficiency. Others are set squarely into the State Department of Transportation and focus more on providing the most benefit at a feasible cost to the citizens. More often than not, toll agencies blend these two features to create a unique hybrid of public and private sector benefits.

Common public sector characteristics include:

- Agency reports to a government official
- Agency's board comprised of some combination of government officials and government appointed individuals
- Some amount of funding comes directly from taxes
- Public welfare and equity driven policies

Common private sector characteristics include:

- Customer service orientation
- Revenue maximization
- Market driven supply-demand economics
- Ability to enter inter-body agreements with private/public sector entities to increase efficiency of services rendered
- Ability to ignore some Department of Transportation rules or policies

Table 2 summarizes the business model utilized by each case-study toll agency as well as the current structure for Georgia's State Road and Tollway Authority.

Table 2: Business Model

Toll Agency	Location of Agency	Public Characteristics	Private Characteristics
Georgia State Road and Tollway Authority (SRTA)	Independent agency of the State.	Chaired by the Governor with the primary goal of improving mobility in Georgia.	Customer service oriented business model. Goals include maximizing revenue and improving agency efficiency.
Florida Turnpike Enterprise (FTE)	Semi-autonomous business unit within FDOT.	Agency reports to Secretary of Transportation. Follows some FDOT procedures such as non-tolling districts.	Market driven and oriented. Executive Director functions like a CEO. Can bypass FDOT procedures upon request. Economic feasibility a major roll in project decision making.

Toll Agency	Location of Agency	Public Characteristics	Private Characteristics
Colorado Tolling Enterprise (CTE)	Semi-autonomous business unit within CDOT.	Toll rates are required to be adjusted to maintain revenue-cost balance. 10% of revenue comes from state and local taxes.	Structured as a nonprofit organization with the ability to acquire or lease property to aid in the designation of toll roads. Can enter agreements with private sector to facilitate public-private interaction.
Pennsylvania Turnpike Commission (PTC)	Separate public agency autonomous from PennDOT. Operates on a statewide level.	Commission is comprised of Governor appointees and the Secretary of Transportation.	Primary goals to include efficiency and responsible business management.
North Texas Tollway Authority (NTTA)	Separate public agency autonomous from TxDOT, operates on a regional level.	Focus on improved mobility for North Texas Residents. Commission is made of members from the facility's counties and one member appointed by the Governor.	Agency can freely enter agreements with other bodies. Chartered goals of maximizing revenue, minimizing costs and providing efficient customer service.

Administrative Procedures

Once an administrative body is put into place, some powers or duties are delegated to the agency. These powers make up the agency's administrative procedures and are generally comprised of some combination of the following responsibilities and capabilities:

- Funding of tollways
- Operation of tollways
- Maintenance of the facilities and roadway surface
- Construction of tollways, toll-bridges, toll-tunnels, *etc*
- Planning/Studies for future toll routes
- Development of operational procedures, design standards and construction policies
- Ability to negotiate public-public or public-private agreements for any number of potential tollway services or construction projects

Table 3 summarizes the duties granted to each case-study toll agency as well as the current structure of Georgia's State Road and Tollway Authority.

Table 3: Administrative Procedures

Toll Agency	Administrative Procedure	Financial Partnerships
Georgia State Road and Tollway Authority (SRTA)	Funds, operates and maintains SR 400 and any future state tollway ventures.	Can enter agreements with other organizations.
Florida Turnpike Enterprise (FTE)	Responsible for all operations on every FDOT owned and operated toll road and toll bridge.	Can enter public-private agreements.
Colorado Tolling Enterprise (CTE)	Develop operational, maintenance and construction policies and standards. Operates and maintains toll facilities.	Can enter agreements with private agencies.
Pennsylvania Turnpike Commission (PTC)	Develop operational, maintenance and construction policies and standards. Operates and maintains toll facilities.	Can enter agreements with other public/private entities
North Texas Tollway Authority (NTTA)	Develop operational maintenance and construction policies and standards for North Texas tollways. Operates and maintains toll facilities.	Has the authority to enter interagency or intergovernmental agreements.

Debt Authority

Toll agencies are unique from most government agencies in their ability to deal with revenue streams not related to tax funds. Some agencies, such as CTE, directly prohibit more than 10% of their total funding coming from taxes. Instead, toll agencies are granted the authority to raise funds in the following ways:

- Levee tolls for passage on roadways, bridges, tunnels
- Finance/Issue bonds for operations or construction of tollways
- Transfer funds, property or other assets

A point that varies from agency to agency is the transference of funds to other agencies. While some state's mandate that all tolls be utilized on the corridor they are acquired, other agencies are allowed to freely transfer funds to other groups for utilization as they see fit. In this manner, some states utilize tollways to fund transportation improvements statewide, while others see that as unfair to toll-payers and mandate the funds stay on the effected tollway or its adjacent roadways.

Table 4 summarizes the financial capabilities granted to each case-study toll agency as well as the current structure for Georgia's State Road and Tollway Authority.

Table 4: Debt Authority

Toll Agency	Revenue Bonds	Establish and Charge Tolls	Transfer Money, Property and Other Assets
Georgia State Road and Tollway Authority (SRTA)	Decision making authority on the financing/ issuance of revenue bonds.	Authority to establish and levee tolls in Georgia.	Funds transferable to other projects along the GA 400 corridor that improve connectivity and the commute experience.
Florida Turnpike Enterprise (FTE)	Decision making authority on the financing/ issuance of revenue bonds.	Toll operations merged into FTE's responsibilities by HB 261.	Funds, property or other assets can be transferred to other tollway projects undertaken by either the State or public-private partners.
Colorado Tolling Enterprise (CTE)	Decision making authority on the financing/ issuance of revenue bonds.	Authority to establish and levee tolls on new toll facilities and HOV to HOT conversion systems.	Ability to acquire, lease and dispose of real property and assets.
Pennsylvania Turnpike Commission (PTC)	Decision making authority on the financing/issuance of revenue bonds.	Authority to establish and levee tolls on turnpike designated roadways.	Money from tolls and bonds are utilized to improve turnpike facilities as well as by the State for roadway and transit improvements per the Act 44 agreement.
North Texas Tollway Authority (NTTA)	Decision making authority on the financing/issuance of revenue bonds.	Authority to establish and levee tolls.	Can acquire and transfer land, construct and establish tollways and raise capital.

E. Summary

Variations in the organizational and administrative arrangements of tolling agencies offer diverse measures of State and local oversight in tolling issues. Some agencies are placed directly within the DOT, while others are mandated either State (typically executive branch) or regional oversight. The selection of chief executives and management boards of tolling agencies can vary as well. Some executives are selected by the governor while others are selected by the DOT or commissioned boards. These administrative variations allow State's to control how much executive scrutiny a tolling agency undergoes and can determine how much control a Governor has in the tolling process.

While some agencies are embedded more firmly within the state or local government, other agencies approach tolling as a private enterprise that can benefit from supply and demand economics. Additionally, some agencies are run as private-public partnerships, blending

benefits from both sectors into a unique administrative and funding arrangement capable of dealing with tolling issues dynamically, with one foot in the private and one in the public sectors.

A final variation among tolling agencies revolves around how they deal with their capital and debt authority. While most arrangements allow the tolling agencies to acquire and transfer land and other capital and to issue bonds for construction, the degrees of freedom often vary by organization as is applicable in the state or region in question. The management and appropriation of funds and capital for projects including roadway improvements, tolling technology improvements, and the acquisition of new tolled facilities remains the most important task a tolling agency performs.