

December 15, 2021

Jacki Churchill, C.P.A.  
Chief Financial Officer, Florida's Turnpike Enterprise  
Florida Department of Transportation  
Florida's Turnpike, Milepost 263  
Building 5315, Turkey Lake Service Plaza  
Ocoee, Florida 34761

Dear Ms. Churchill:

AECOM is pleased to submit this Traffic Engineer's Annual Report for six toll facilities owned and/or operated by the Department for the fiscal year (FY) ended June 30, 2021, in accordance with our role as the Traffic Engineering Consultant for Florida's Turnpike Enterprise under contract No. CAA93. This report satisfies the respective Bond Resolutions that require the Traffic Engineer to provide a traffic and revenue report to the Department on an annual basis.

This edition of the Annual Report contains traffic and revenue information for four of the Department-owned facilities and two facilities operated by the Department under Lease-Purchase Agreements. The Department-owned facilities include Alligator Alley, Pinellas Bayway System, Sunshine Skyway Bridge and Wekiva Parkway. The Department-operated facilities include the Garcon Point Bridge and Mid-Bay Bridge/Spence Parkway (the Mid-Bay Bridge Authority System).

For each of the six facilities, this report provides a summary of the historical trends in traffic and revenue through FY 2021, along with a detailed analysis of actual traffic, revenue, SunPass participation and operating and maintenance expenses for FY 2021. Each section also provides an overview of debt service payments, long-term liabilities and net revenues available for other obligations, if applicable. Additionally, each section, excluding Wekiva Parkway, Mid-Bay Bridge Authority System and Garcon Point Bridge, includes forecasts of traffic, revenue, and operating and maintenance expenses through FY 2032. The forecasts are used to assist the Department in its financial planning.

The organization of this report, enhanced with high-quality maps and toll rate charts and graphs, provides a practical and comprehensive analysis of traffic and revenue information for these six toll facilities. We acknowledge with thanks the cooperation of the Department during the preparation of this report.

Sincerely,



William A. Nelsen, C.P.A.  
Vice President  
AECOM Technical Services, Inc.

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# EXECUTIVE SUMMARY

This Traffic Engineer’s Annual Report provides a comprehensive look at the conditions of four of the 10 toll facilities throughout the state that are owned by the Florida Department of Transportation (the Department). The information in this report is intended as a resource for traffic, revenue, operating and maintenance expenses, liabilities, debt service and major events affecting these facilities. The toll facilities reported herein include Alligator Alley, Pinellas Bayway System, Sunshine Skyway Bridge, and the Department’s portion of the Wekiva Parkway. Also included are the Garcon Point Bridge (Santa Rosa Bay Bridge Authority) and the Mid-Bay Bridge/Spence Parkway (Mid-Bay Bridge Authority) which the Department operates under Lease-Purchase Agreements. **Figure 1** shows the location of each toll facility.

## FY 2021 Overview

In FY 2020, all of the facilities experienced a decline in overall traffic and revenue compared to FY 2019 due to the pandemic. Beginning in March 2020, traffic decreased as a result of the COVID-19 pandemic with the monthly traffic decline peaking in April 2020. As COVID-19 cases began to fall and the state reopened gradually

in May 2020, all facilities experienced recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down the lowest since the start of the pandemic. Moving forward into FY 2021, traffic and revenue continue to rebound since FY 2020. However, FY 2021 revenues on the Garcon Point Bridge were impacted by a \$7.0 million revenue reduction prompted by the 9-month toll suspension starting on September 15, 2020 due to Hurricane Sally and the resulting full closure of the nearby Pensacola Bay Bridge following the barge collision, with Garcon Point Bridge serving as a detour route.

**Table 1** provides a summary of transactions and toll revenue by toll facility for FY 2021. Approximately \$66.1 million was collected by the Department-owned facilities. Correspondingly, \$30.7 million was collected on the Department-operated toll facilities in FY 2021. In total, approximately \$96.8 million was collected in FY 2021 compared to \$94.3 million in FY 2020. This 2.7 percent net revenue increase is primarily due to the recovery from the COVID-19 pandemic offset by the revenue loss on the Garcon Point Bridge as described earlier.

**Table 2** shows that transactions in FY 2021 from SunPass® on the combined Department-owned

**Table 1 - Department-owned and Department-operated Toll Facilities<sup>(1)</sup>  
 Transactions and Gross Toll Revenue  
 FY 2021**

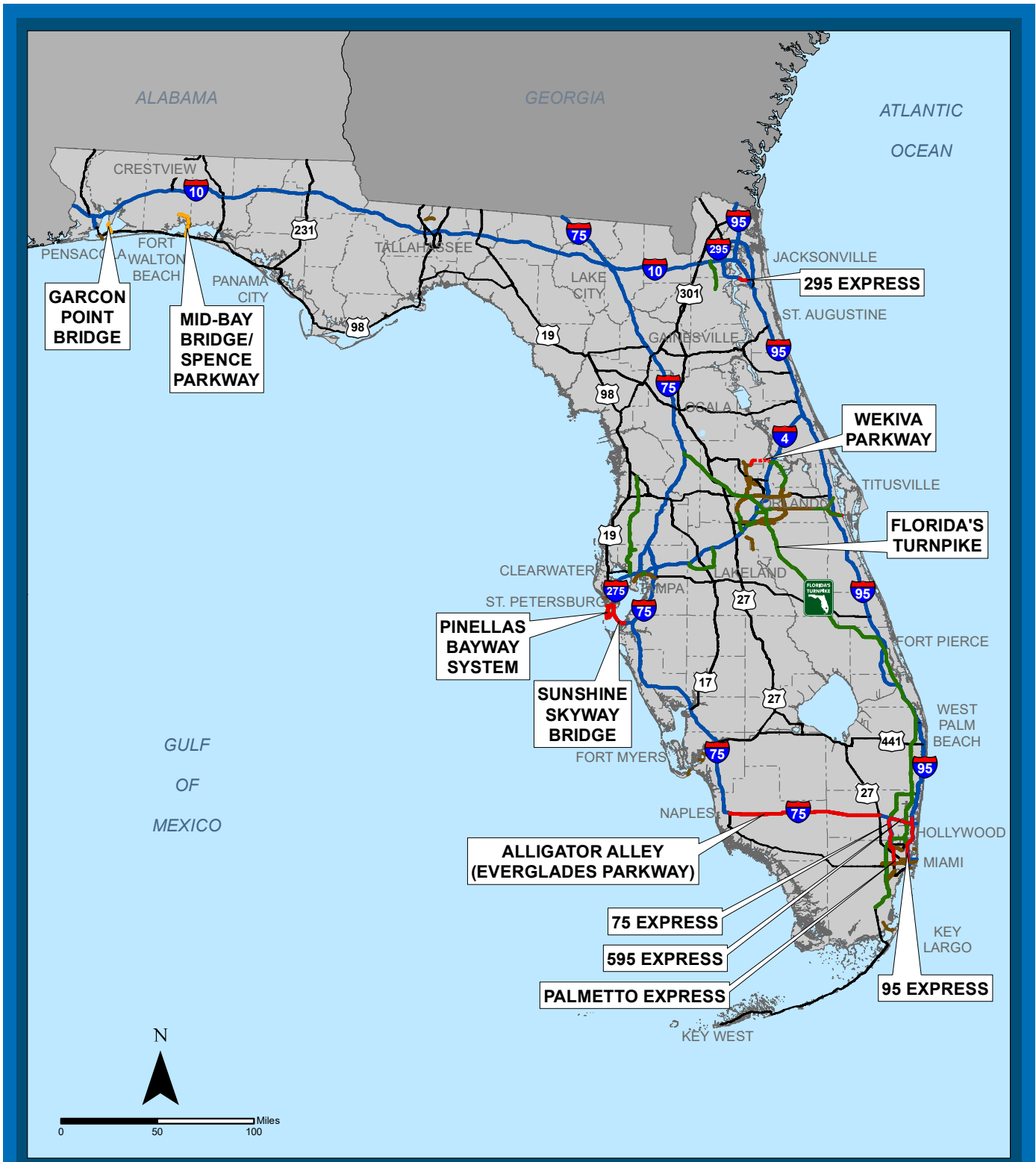
Facility	Length (miles)	Transactions (000)		Gross Revenue (\$000)		Average Toll
		Volume <sup>(2)</sup>	Percent	Amount <sup>(3)</sup>	Percent	
Alligator Alley	78.0	9,605	15.8%	\$33,512	34.6%	\$3.49
Pinellas Bayway System	15.2	9,633	15.8	5,185	5.4	0.54
Sunshine Skyway Bridge	17.4	20,803	34.2	25,907	26.8	1.25
Wekiva Parkway	3.1	1,701	2.8	1,503	1.5	0.88
<b>Department-owned Total</b>	<b>113.7</b>	<b>41,742</b>	<b>68.6%</b>	<b>\$66,107</b>	<b>68.3%</b>	<b>\$1.58</b>
Garcon Point Bridge	3.5	8,157	13.4	2,342	2.4	0.29
Mid-Bay Bridge/Spence Parkway	15.4	10,944	18.0	28,319	29.3	2.59
<b>Department-operated Total</b>	<b>18.9</b>	<b>19,101</b>	<b>31.4%</b>	<b>\$30,661</b>	<b>31.7%</b>	<b>\$1.61</b>
<b>Total</b>	<b>132.6</b>	<b>60,843</b>	<b>100.0%</b>	<b>\$96,768</b>	<b>100.0%</b>	<b>\$1.59</b>

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

<sup>(1)</sup> Traffic and revenue for five other Department-owned facilities with express lanes (95 Express, 595 Express, 75 Express, 295 Express and Palmetto Expressway) are reported under separate cover.

<sup>(2)</sup> Includes revenue and non-revenue transactions.

<sup>(3)</sup> Toll revenues exclude violation and miscellaneous revenues.



## Department Owned & Operated Toll Facilities

Figure 1



- ..... Future Wekiva Parkway (FDOT Section)
 —— FDOT Owned and Operated Facility
—— Existing Turnpike System Facility
—— Interstate Highway
- FDOT Operated Facility
 —— Other Toll Road or Bridge
—— Principal Arterial

Sources: Navteq/HERE 2020  
 Florida's Turnpike Enterprise, 2021

**Table 2 - Department-owned and Department-operated Toll Facilities<sup>(1)</sup>  
Transactions by Payment Method  
FY 2021**

Facility	Transactions (000)			
	SunPass®	Non-SunPass®	Total	Percent SunPass®
Alligator Alley	6,412	3,193	9,605	66.8%
Pinellas Bayway System	7,176	2,457	9,633	74.5
Sunshine Skyway Bridge	13,784	7,019	20,803	66.3
Wekiva Parkway	1,395	306	1,701	82.0
<b>Department-owned Total</b>	<b>28,767</b>	<b>12,975</b>	<b>41,742</b>	<b>68.9%</b>
Garcon Point Bridge	2,909	5,248	8,157	35.7
Mid-Bay Bridge/ Spence Parkway	6,571	4,373	10,944	60.0
<b>Department-operated Total</b>	<b>9,480</b>	<b>9,621</b>	<b>19,101</b>	<b>49.6%</b>
<b>Total</b>	<b>38,247</b>	<b>22,596</b>	<b>60,843</b>	<b>62.9%</b>

Source: FDOT Office of the Comptroller and Turnpike Enterprise Finance Office.  
<sup>(1)</sup> Traffic and revenue for five other Department-owned facilities with express lanes (95 Express, 595 Express, 75 Express, 295 Express and Palmetto Expressway) are reported under separate cover.

and Department-operated facilities totaled 38.2 million or 62.9 percent of all transactions. As shown in **Table 3**, revenue contributions in

**Table 3 - Department-owned and Department-operated Toll Facilities<sup>(1)</sup>  
Revenue Contributions by Payment Method  
FY 2021**

Facility	Toll Revenue (\$000) <sup>(2)</sup>			
	SunPass®	Non-SunPass®	Total	Percent SunPass®
Alligator Alley	\$24,018	\$9,494	\$33,512	71.7%
Pinellas Bayway System	3,132	2,053	5,185	60.4
Sunshine Skyway Bridge	16,021	9,886	25,907	61.8
Wekiva Parkway	1,313	190	1,503	87.4
<b>Department-owned Total</b>	<b>\$44,484</b>	<b>\$21,623</b>	<b>\$66,107</b>	<b>67.3%</b>
Garcon Point Bridge	1,132	1,210	2,342	48.3
Mid-Bay Bridge/ Spence Parkway	15,573	12,746	28,319	55.0
<b>Department-operated Total</b>	<b>\$16,705</b>	<b>\$13,956</b>	<b>\$30,661</b>	<b>54.5%</b>
<b>Total</b>	<b>\$61,189</b>	<b>\$35,579</b>	<b>\$96,768</b>	<b>63.2%</b>

Source: FDOT Office of the Comptroller and Turnpike Enterprise Finance Office.  
<sup>(1)</sup> Traffic and revenue for five other Department-owned facilities with express lanes (95 Express, 595 Express, 75 Express, 295 Express and Palmetto Expressway) are reported under separate cover.  
<sup>(2)</sup> Toll revenues exclude violation and miscellaneous revenues.



FY 2021 from SunPass® on the Department-owned and Department-operated facilities totaled \$61.2 million or 63.2 percent.

**Table 4** provides a summary of Operations and Routine Maintenance Expenses by toll facility for FY 2021. **Table 5** shows long-term debt due to the State Transportation Trust Fund (STTF) by toll facility as of June 30, 2021.

Noteworthy events affecting Department-owned or operated facilities in FY 2021 included:

- Traffic continued to rebound from the impacts of the COVID-19 pandemic.
- In response to Hurricane Sally, tolls were suspended on the Garcon Point Bridge on September 15, 2020 to facilitate the evacuation and recovery efforts. Concurrently, several barges broke free from their moorings and struck the nearby Pensacola Bay Bridge prompting a full closure of this bridge due to extensive structural damage. Tolls suspension on the Garcon Point Bridge continued through June 20, 2021 since the bridge served as a detour route, resulting in a revenue loss of \$7.0 million.
- Garcon Point Bridge remains in debt service payment default.

Further details can be found in each individual chapter. The individual chapters of this report include the forecasts for traffic and revenue for Department-owned facilities.

**Table 4 - Department-owned and Department-operated Toll Facilities<sup>(1)</sup>  
 Operating and Routine Maintenance Expenses By Toll Facility  
 FY 2021**

Facility	Expense Category (\$000)		
	Operating	Routine Maintenance	Total
Alligator Alley	\$6,038	\$5,071	\$11,109
Pinellas Bayway System	2,879	888	3,767
Sunshine Skyway Bridge	5,980	3,284	9,264
Wekiva Parkway	551	471	1,022
<b>Department-owned Total</b>	<b>\$15,448</b>	<b>\$9,714</b>	<b>\$25,162</b>
Garcon Point Bridge	920	136	1,056
Mid-Bay Bridge/Spence Parkway	4,393	781	5,174
<b>Department-operated Total</b>	<b>\$5,313</b>	<b>\$917</b>	<b>\$6,230</b>
<b>Total</b>	<b>\$20,761</b>	<b>\$10,631</b>	<b>\$31,392</b>

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

<sup>(1)</sup> Traffic and revenue for five other Department-owned facilities with express lanes (95 Express, 595 Express, 75 Express, 295 Express and Palmetto Expressway) are reported under separate cover.

**Table 5 - Department-owned and Department-operated Toll Facilities  
 STF Long-Term Liability By Facility  
 FY 2021**

Facility	Balance (\$000) June 30, 2021
Pinellas Bayway System	\$102,064
Sunshine Skyway Bridge	26,740
<b>Department-owned Total</b>	<b>\$128,804</b>
Garcon Point Bridge	32,165
Mid-Bay Bridge/Spence Parkway	10,458
<b>Department-operated Total</b>	<b>\$42,623</b>
<b>Total</b>	<b>\$171,427</b>

Source: FDOT Office of the Comptroller.