



December 15, 2023

Ms. Erin Katzman, CPA
Interim 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. Katzman:

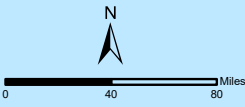
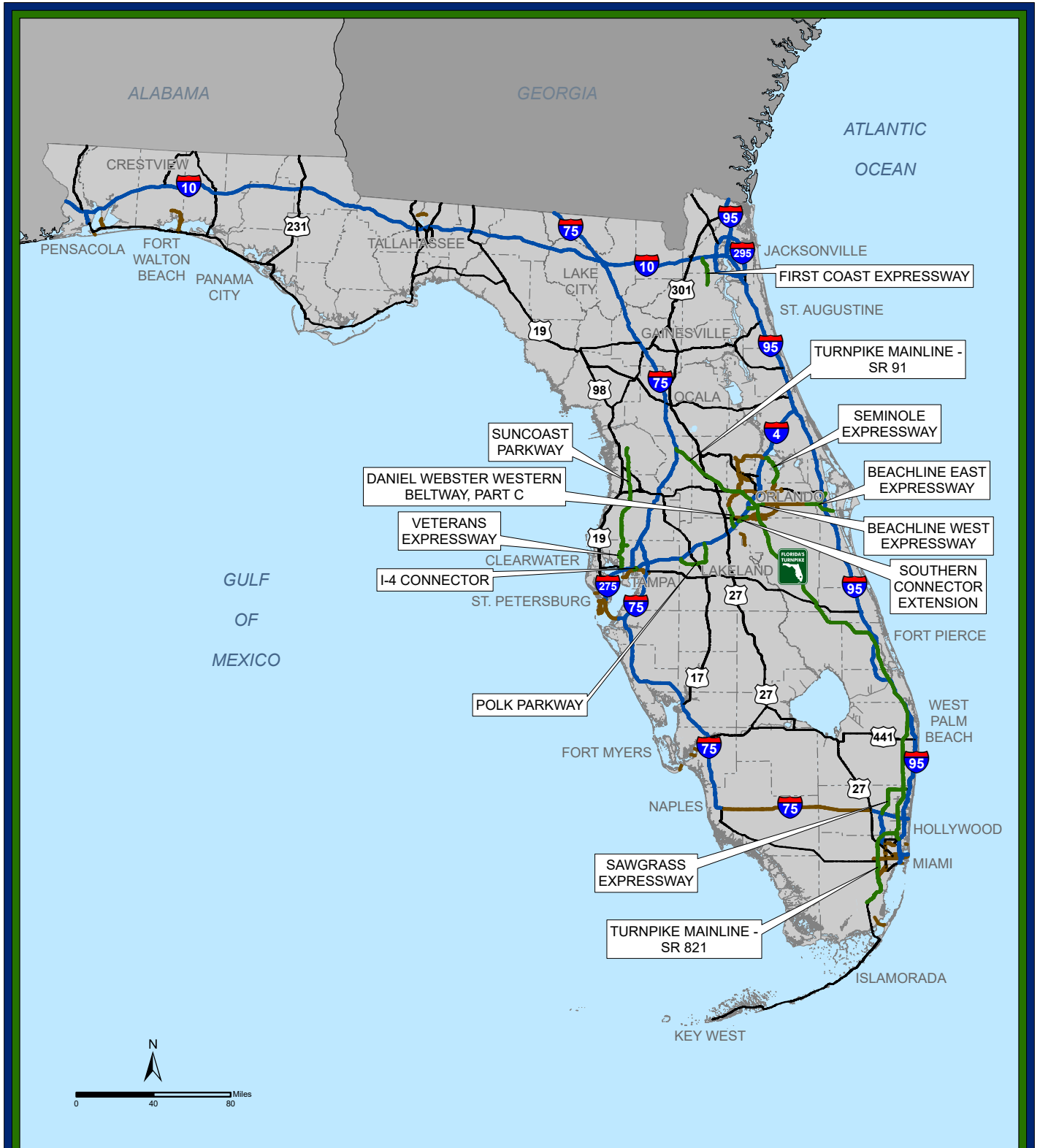
AECOM is pleased to submit this Traffic Engineer's Annual Letter Report on Florida's Turnpike for the fiscal year ended June 30, 2023, in accordance with our role as the Traffic Engineering Consultant for the Florida Turnpike Enterprise. The Turnpike Revenue Bond Resolution, under Section 5.14, requires the Traffic Engineer to annually provide a traffic and earnings report to the Department.

BACKGROUND

Florida's Turnpike Enterprise consists of the Turnpike System, as well as 11 Department-owned and one Department-operated toll facilities in the State. For the purpose of this report, traffic and revenue information for FY 2023 is reported only for those facilities that are part of the Turnpike System (referred to herein interchangeably as "Turnpike" or "Turnpike System"). Similar information for the same period on Department-owned and operated facilities is included in separate reports.

The Turnpike System consists of several components; the principal one is the Mainline with a length of 320 miles. The Mainline includes three segments: the Turnpike Mainline – SR 821, the Turnpike Mainline – SR 91, and the Beachline West Expressway – SR 528. The first two segments of the Mainline are continuous with a north-south direction extending 312 miles from Florida City in southern Miami-Dade County to I-75 at Wildwood in Sumter County to the north. The third segment, the 8-mile Beachline West Expressway, intersects with the Turnpike Mainline – SR 91 in Orlando and has an east-west orientation.

The Turnpike System also includes ten expansion projects that are currently open to traffic: Sawgrass Expressway in Broward County; Seminole Expressway in Seminole County; Veterans Expressway in Hillsborough County; Southern Connector Extension in Orange and Osceola counties; Polk Parkway in Polk County; Suncoast Parkway in Hillsborough, Pasco, Hernando, and Citrus counties; Western Beltway, Part C in Orange and Osceola counties; the I-4 Connector in Hillsborough County; the Beachline East Expressway in Orange and Brevard counties; and the First Coast Expressway in Clay and Duval counties. A map of the Turnpike System is presented in **Figure ES.1**.



Florida's Turnpike System
 Turnpike Enterprise, Florida Department of Transportation
 Figure ES.1



Sources: HERE 2023
 Florida's Turnpike Enterprise, 2023

- Existing Turnpike System Facility
- Other Toll Road
- Arterial
- Interstate Highway
- County Boundary



FISCAL YEAR 2023 OVERVIEW

Both transactions and revenue increased in FY 2023 for the Turnpike System, as summarized in **Table ES.1**. Transactions increased per month in comparison to the same months in FY 2022, resulting in an overall yearly increase in transactions of 12.9 percent. There were three contributing factors that led to a 12.9 percent growth in transactions: systemwide traffic growth, the change in toll collection locations on the Turnpike Mainline – SR 91 (MP 88 – MP 236), and the 13-mile extension of Suncoast Parkway.

Prior to the change in toll collection from the ramps to the mainlines on the Turnpike Mainline – SR 91 (MP 88 – MP 236), one trip on this section represented one toll transaction. After the change, the same trip may incur multiple transactions at more than one mainline plaza, resulting in a higher number of transactions at a similar toll per trip in effect prior to the change. When adjusted for this change, the overall traffic growth on the Turnpike System was approximately 6 percent.

Table ES. 1
Florida's Turnpike System
Transactions and Gross Toll Revenue for FY 2023

Component	All-Electronic Implementation	Miles	Transactions		Gross Toll Revenue		Average Toll
			Volume (000)	Percent of Total	Amount (\$000)	Percent of Total	
Turnpike Mainline - SR 821	FY 2011	47	228,707	17.8%	\$185,408	16.5%	\$0.81
Turnpike Mainline - SR 91	FY 2014 - FY 2022	265	577,193	44.9	551,301	49.2	0.96
Beachline West Expressway	N/A	8	39,999	3.1	30,744	2.7	0.77
Total Mainline		320	845,899	65.8%	\$767,453	68.5%	\$0.91
Sawgrass Expressway	FY 2014	23	95,210	7.4	86,786	7.7	0.91
Seminole Expressway	N/A	18	43,262	3.4	53,198	4.7	1.23
Veterans Expressway	FY 2014 - FY 2015	15	77,139	6.0	60,164	5.4	0.78
Southern Connector Extension	N/A	6	20,147	1.6	15,033	1.3	0.75
Polk Parkway	FY 2023	25	45,092	3.5	39,366	3.5	0.87
Suncoast Parkway	FY 2020	55	55,941	4.4	43,048	3.8	0.77
Western Beltway, Part C	N/A	11	20,541	1.6	18,921	1.7	0.92
I-4 Connector	FY 2014	1	22,629	1.8	14,616	1.3	0.65
Beachline East Expressway	N/A	22	23,237	1.8	6,485	0.6	0.28
First Coast Expressway	FY 2020	15	35,868	2.8	15,853	1.4	0.44
Total Expansion Projects		191	439,066	34.2%	\$353,470	31.5%	\$0.81
Total System		511	1,284,965	100.0%	\$1,120,923	100.0%	\$0.87

Source: Turnpike Enterprise Finance Office.

The overall Turnpike System revenue grew by 1.9 percent. This revenue growth was offset by a \$24.3 million revenue loss prompted by the 20-day toll suspension due to Hurricane Ian (September 26 – October 15, 2022), as depicted in **Table ES.2**. When adjusted for this loss, the revenue growth on the Turnpike System was approximately 4 percent.

The change in toll collection on the Turnpike Mainline – SR 91 (MP 88 – MP 236) and the impact from the Hurricane Ian toll suspension both lowered the average toll by \$0.10 from last year's \$0.97. With the implementation of systemwide toll rate indexing on July 1, 2023, the average toll rate is expected to be higher in FY 2024.

Table ES. 2
Florida's Turnpike System Revenue Loss from Hurricane Ian

Turnpike System Component	Toll Suspension Period		Toll Revenue Loss (\$000)
	Start Date	End Date	
Veterans Expressway	9/27/2022	10/15/2022	\$3,781
Suncoast Parkway			2,603
Polk Parkway			2,469
I-4 Connector			905
Turnpike Mainline - SR 91 (MP 249 - MP 309)	9/26/2022	10/15/2022	7,715
Beachline West Expressway			1,796
Beachline East Expressway			296
Seminole Expressway			2,992
Southern Connector Extension			780
Western Beltway, Part C			1,004
Turnpike System Total			\$24,341

Source: Turnpike Enterprise Finance Office.

The Turnpike continues to invest in state-of-the-art tolling equipment and prioritize conversion of certain facilities to All Electronic Tolling (AET). This toll collection method eliminates cash toll booths and allows customers to pay tolls electronically while traveling uninterrupted at highway speeds. Electronic tolling at highway speeds increases throughput, shortens travel times, enhances safety and reduces pollution. Customers today experience the benefits of AET on the entire Mainline from Florida City to Wildwood. Specifically, the Turnpike Mainline – SR 821, Turnpike Mainline – SR 91, Suncoast Parkway, Sawgrass Expressway, Veterans Expressway, First Coast Expressway, I-4 Connector and Polk Parkway which was converted in September 2022, all operate under AET. With the conversion of the SR 520 ramps on the Beachline East Expressway in April 2023 (FY 2023), nearly 90 percent of the Turnpike centerline miles are now operating under AET.

Additionally, the Turnpike provides a convenient and affordable, high-quality customer experience by increasing capacity through widening projects. Key widening projects on the Turnpike System planned in the Work Program include the following:

Turnpike Mainline – SR 821

- Campbell Drive to Tallahassee Road

Turnpike Mainline – SR 91

- Golden Glades to Griffin Road
- Sawgrass Expressway to Atlantic Avenue
- Boynton Beach to PGA Boulevard
- Nolte Road to Osceola Parkway
- Winter Garden / Clermont / SR 50 to Leesburg North

Sawgrass Expressway

- NW 8th Street to US 441

Seminole Expressway

- Aloma Avenue to SR 434

The Turnpike also continues to invest in building more access points. New interchanges and ramps are planned at the following locations:

Turnpike Mainline – SR 821

- NW 170th Street in FY 2027

Turnpike Mainline – SR 91

- Sand Lake Road in FY 2028
- Nolte Road in FY 2029
- Kissimmee-St. Cloud South (new ramps to/from the north) in FY 2030
- Midway Road (new ramps to/from the south) in FY 2030
- Leesburg South (new ramps to/from the north) in FY 2030
- Taft-Vineland Road (new ramps to/from the south) in FY 2031
- Jog Road (new ramps to/from the north) in FY 2031

Polk Parkway

- Braddock Road in FY 2025

Sawgrass Expressway

- NW 8th Street in FY 2031
- Pat Salerno Drive (new ramps to/from the north) in FY 2031

Table ES. 3
Florida's Turnpike System
Comparison of FY 2023 Actual vs. FY 2022 Actual and FY 2023 Estimated Revenue

Turnpike System Component	Actual Revenue (\$000)				FY 2023 Actual vs. Estimated ⁽¹⁾		
	FY 2023	FY 2022	Difference	Change	Estimated	Difference	Change
Turnpike Mainline - SR 821	\$185,408	\$180,336	\$5,072	2.8%	\$186,836	(\$1,428)	(0.8%)
Turnpike Mainline - SR 91 (MP 0X - MP 309)	551,301	541,752	9,549	1.8	549,775	1,527	0.3
Beachline West Expressway	30,744	29,733	1,011	3.4	28,776	1,968	6.8
Total Mainline	\$767,453	\$751,821	\$15,632	2.1%	\$765,387	\$2,067	0.3%
Sawgrass Expressway	86,786	85,674	1,112	1.3	86,769	17	0.0
Seminole Expressway	53,198	55,898	(2,700)	(4.8)	54,150	(952)	(1.8)
Veterans Expressway	60,164	59,566	598	1.0	57,913	2,251	3.9
Southern Connector Extension	15,033	14,890	143	1.0	14,647	386	2.6
Polk Parkway	39,366	41,372	(2,006)	(4.8)	38,825	541	1.4
Suncoast Parkway	43,048	35,189	7,858	22.3	37,907	5,141	13.6
Western Beltway, Part C	18,921	19,386	(465)	(2.4)	18,728	193	1.0
I-4 Connector	14,616	14,396	220	1.5	14,089	527	3.7
Beachline East Expressway	6,485	6,319	166	2.6	6,580	(95)	(1.4)
First Coast Expressway	15,853	15,286	567	3.7	15,519	334	2.2
Total Expansion Projects	\$353,470	\$347,976	\$5,493	1.6%	\$345,127	\$8,342	2.4%
TURNPIKE SYSTEM TOTAL TOLL REVENUE	\$1,120,923	\$1,099,797	\$21,126	1.9%	\$1,110,514	\$10,409	0.9%
Concession Revenue	\$9,397	\$9,133	\$264	2.9%	\$9,618	(\$221)	(2.3%)
TURNPIKE SYSTEM GRAND TOTAL	\$1,130,320	\$1,108,930	\$21,390	1.9%	\$1,120,132	\$10,188	0.9%

⁽¹⁾ As forecast in the Traffic Engineer's FY 2022 Annual Letter Report.
Source: Turnpike Enterprise Finance Office

COMPARISON OF ACTUAL REVENUES TO ESTIMATED REVENUES

Table ES.3 provides a comparison of actual FY 2023 and FY 2022 total revenues. It also shows a comparison of actual and projected FY 2023 total revenue as included in the FY 2022 Annual Letter Report. FY 2023 total revenue of \$1.13 billion (includes \$9 million of concession revenues) represents an increase of \$21 million, or 1.9 percent compared to the preceding fiscal year. Actual concession revenues increased \$264 thousand, or 2.9 percent compared to the preceding fiscal year.

The increase in toll revenue is attributed to the systemwide transaction growth. However, the growth was offset by the toll suspensions related to Hurricane Ian. Overall, FY 2023 actual toll revenue exceeded the forecast by over \$10 million, or nearly 1 percent.

COMBINED TOLL REVENUE FORECAST

In developing the forecast from FY 2024 through FY 2034, historical revenue, unemployment rates, population growth, the most recent trends regarding commuter and commercial traffic, and visitor travel were considered. Additional influences on the forecast include major events such as additional access to the Turnpike System, capacity improvements, conversions to AET, and toll suspensions. Accordingly, the forecast includes impacts from the following:

Toll rate adjustments

- SunPass, TOLL-BY-PLATE and cash toll rates indexing implemented on July 1, 2023 (FY 2024), with SunPass and TOLL-BY-PLATE rates adjusted to the nearest penny and cash rates adjusted to the next higher quarter.
- For FY 2025 and beyond, all toll rates are held constant with the prior year

Toll suspensions

- Toll suspension loss of \$5.1 million in response to Hurricane Idalia from August 29, 2023, to September 5, 2023 on the Turnpike Mainline – SR 91 (I-4 to I-75), Veterans Expressway, Suncoast Parkway, and the I-4 Connector.

AET conversions

- Seminole Expressway starting in FY 2025

Planned new interchanges

- Braddock Road on the Polk Parkway in FY 2025
- NW 170th Street on the Turnpike Mainline – SR 821 in FY 2027
- Sand Lake Road on the Turnpike Mainline – SR 91 in FY 2028
- Nolte Road on the Turnpike Mainline – SR 91 in FY 2029
- Leesburg South ramps to/from north on the Turnpike Mainline – SR 91 in FY 2030
- Kissimmee-St. Cloud South ramps to/from north on the Turnpike Mainline – SR 91 in FY 2030
- Midway Road ramps to/from south on the Turnpike Mainline – SR 91 in FY 2030
- Jog Road ramps to/from the north on the Turnpike Mainline – SR 91 in FY 2031
- Taft Vineland Road ramps to/from south on the Turnpike Mainline – SR 91 in FY 2031
- NW 8th Street and Pat Salerno Drive ramps to/from north on the Sawgrass Expressway in FY 2031

Planned roadway widenings

- Turnpike Mainline – SR 91 - from Clermont to Minneola in FY 2026, from Minneola to Leesburg North in FY 2030; and Nolte Road to Osceola Parkway in FY 2030
- Turnpike Mainline – SR 821 - from SR 836 to East of I-75 in FY 2027; and Campbell Drive to Tallahassee Road in FY 2029
- Turnpike Mainline – SR 91 - from Boynton Beach to Lake Worth in FY 2027; and from Lake Worth to SR 710 in FY 2030
- Turnpike Mainline – SR 91 - additional auxiliary lane capacity from Turnpike Mainline (SR 821) to Griffin Road and from Sawgrass Expressway to Glades Road in FY 2030; from Golden Glades to Broward County in FY 2031; and from Glades Road to Atlantic Avenue in FY 2033
- Seminole Expressway - from Aloma Avenue to SR 434 in FY 2029
- Sawgrass Expressway - from NW 8th Street to US 441 in FY 2031

Planned system expansion projects

- Suncoast Parkway extension – from SR 44 and CR 486 in FY 2027

The revenue forecasts contained in this section are the result of analyses made of the individual segments of the Turnpike System covered in this Annual Letter Report. The forecasts through FY 2034 are detailed by Turnpike System component in order to facilitate monitoring and analysis of each component's performance. Gross toll revenue forecasts for the Mainline and expansion projects are shown in **Table ES.4** and **Table ES.5**, respectively. Forecasts for the total Turnpike System toll and concession revenues are shown in **Table ES.6**. The 12-month Toll Relief Program for frequent users of all Florida toll facilities who use Florida-issued transponders is reimbursable from the legislatively appropriated funding source and has no impact on Turnpike toll revenue. This program is expected to conclude at the end of December 2023.

Table ES. 4
Florida's Turnpike Mainline Toll Revenue Forecast (\$000)
FY 2024 through FY 2034

Fiscal Year	Turnpike Mainline - SR 821	Turnpike Mainline - SR 91	Beachline West - SR 528	Total
2024	\$205,211	\$610,858	\$36,142	\$852,211
2025	208,905	625,187	37,082	871,174
2026	212,248	636,922	37,935	887,105
2027	218,736	648,542	38,693	905,971
2028	222,175	659,890	39,390	921,455
2029	225,731	670,531	40,059	936,321
2030	229,286	687,160	40,700	957,146
2031	232,807	698,940	41,311	973,058
2032	236,379	709,842	41,931	988,152
2033	240,002	721,056	42,560	1,003,618
2034	243,678	731,711	43,198	1,018,587

Note: The FY 2024 forecast above reflects the impacts of the SunPass, TOLL-BY-PLATE and cash toll rates indexing implemented on July 1, 2023 (FY 2024), with SunPass and TOLL-BY-PLATE rates adjusted to the nearest penny and cash rates adjusted to the next higher quarter. The FY 2024 forecast also reflects the impacts of the Hurricane Idalia toll suspension. Additionally, the forecast includes revenues from the following planned new interchanges: NW 170th Street on the Turnpike Mainline – SR 821 in FY 2027, Sand Lake Road on the Turnpike Mainline – SR 91 in FY 2028, Nolte Road on the Turnpike Mainline – SR 91 in FY 2029, Leesburg South ramps to/from north on the Turnpike Mainline – SR 91 in FY 2030, Kissimmee – St. Cloud South ramps to/from north on the Turnpike Mainline – SR 91 in FY 2030, Midway Road ramps to/from south on the Turnpike Mainline – SR 91 in FY 2030, Jog Road ramps to/from the north on the Turnpike Mainline – SR 91 in FY 2031, and Taft Vineland Road ramps to/from south on the Turnpike Mainline – SR 91 in FY 2031. Further, the forecasts include revenue from the widenings on the following segments: Turnpike Mainline – SR 91 - from Clermont to Minneola in FY 2026, from Minneola to Leesburg North in FY 2030, and Nolte Road to Osceola Parkway in FY 2030; Turnpike Mainline – SR 821 - from SR 836 to East of I-75 in FY 2027, and Campbell Drive to Tallahassee Road in FY 2029; Turnpike Mainline – SR 91 - from Boynton Beach to Lake Worth in FY 2027, and from Lake Worth to SR 710 in FY 2030; Turnpike Mainline – SR 91 - additional auxiliary lane capacity from Turnpike Mainline – SR 821 to Griffin Road and from Sawgrass Expressway to Glades Road in FY 2030, from Golden Glades to Broward County in FY 2031, and from Glades Road to Atlantic Avenue in FY 2033.

**Table ES. 5
Florida's Turnpike Expansion Projects Toll Revenue Forecast (\$000)
FY 2024 through FY 2034**

Fiscal Year	Sawgrass Expy	Seminole Expy	Veterans Expy	Southern Connector Extension	Polk Parkway	Suncoast Parkway	Western Beltway - C	I-4 Connector	Beachline East	First Coast Expy	Total
2024	\$96,674	\$62,275	\$69,724	\$17,765	\$46,230	\$50,183	\$22,444	\$16,618	\$7,820	\$17,808	\$407,541
2025	98,608	60,285	73,085	18,263	47,557	52,685	23,005	17,282	8,070	18,325	417,165
2026	100,481	61,370	74,766	18,738	48,810	54,160	23,534	17,593	8,272	18,838	426,562
2027	102,391	62,413	76,336	19,187	50,000	56,864	24,005	17,874	8,421	19,328	436,819
2028	104,234	63,412	77,863	19,609	51,119	58,354	24,461	18,142	8,564	19,791	445,549
2029	106,110	64,702	79,342	20,002	52,157	59,641	24,901	18,414	8,701	20,227	454,197
2030	108,020	65,674	80,770	20,362	53,163	60,835	25,300	18,691	8,832	20,631	462,278
2031	112,527	66,659	82,063	20,687	54,136	61,933	25,654	18,971	8,955	21,003	472,588
2032	114,485	67,661	83,294	20,998	55,070	62,930	26,013	19,255	9,072	21,339	480,117
2033	116,365	68,677	84,543	21,313	55,912	63,883	26,377	19,544	9,190	21,659	487,463
2034	118,275	69,709	85,811	21,632	56,765	64,786	26,746	19,837	9,309	21,984	494,854

Note: The FY 2024 forecast above reflects the impacts of the SunPass, TOLL-BY-PLATE and cash toll rates indexing implemented on July 1, 2023 (FY 2024), with SunPass and TOLL-BY-PLATE rates adjusted to the nearest penny and cash rates adjusted to the next higher quarter. The FY 2024 forecast also reflects the impacts of the Hurricane Idalia toll suspension. Additionally, the forecast includes revenues from the following planned new interchanges: Braddock Road on the Polk Parkway in FY 2025, and NW 8th Street and Pat Salerno Drive ramps to/from north on the Sawgrass Expressway in FY 2031. Further, the forecasts include revenue from the widenings on the following segments: Seminole Expressway – from Aloma Avenue to SR 434 in FY 2029; Sawgrass Expressway – from NW 8th Street to US 441 in FY 2031. Finally, the forecast reflects the revenue from the planned extension of the Suncoast Parkway from SR 44 to CR 486 in FY 2027.

**Table ES. 6
Summary of Florida's Turnpike System
Toll and Concession Revenue Forecast (\$000)
FY 2024 through FY 2034**

Fiscal Year	Mainline	Expansion Projects	Total Toll Revenue	Gross Concession Revenue	Total Gross Revenue
2024	\$852,211	\$407,541	\$1,259,752	\$9,592	\$1,269,344
2025	871,174	417,165	1,288,339	9,709	1,298,048
2026	887,105	426,562	1,313,667	9,905	1,323,572
2027	905,971	436,819	1,342,790	10,106	1,352,896
2028	921,455	445,549	1,367,004	10,312	1,377,316
2029	936,321	454,197	1,390,518	10,523	1,401,041
2030	957,146	462,278	1,419,424	10,739	1,430,163
2031	973,058	472,588	1,445,646	10,960	1,456,606
2032	988,152	480,117	1,468,269	11,187	1,479,456
2033	1,003,618	487,463	1,491,081	11,420	1,502,501
2034	1,018,587	494,854	1,513,441	11,659	1,525,100

As indicated earlier, the revenue forecasts presented in this report are subject to economic uncertainties and contingencies beyond the control of AECOM. As such, if any number of unforeseen events occur, the forecasts may require adjustment.

We acknowledge with thanks the cooperation and support of Florida's Turnpike Enterprise staff in the preparation of this report.

Respectfully,
AECOM Technical Services, Inc.



Chris Billings
Program Director



William A. Nelsen, CPA
Vice President

