PERFORMANCE AUDIT REPORT

Pennsylvania Turnpike Commission

August 2026

TIMOTHY L. DeFOOR • AUDITOR GENERAL

Commonwealth of Pennsylvania
Department of the Auditor General

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TIMOTHY L. DEFOOR
AUDITOR GENERAL

July 16, 2026

The Honorable Michael Carroll
Chair
Pennsylvania Turnpike Commission
P.O. Box 67676
Harrisburg, PA 17106-7676

Mr. Mark P. Compton
Chief Executive Officer
Pennsylvania Turnpike Commission
P.O. Box 67676
Harrisburg, PA 17106-7676

Dear Commission Chair Carroll and Mr. Compton:

This report contains the results of the Department of the Auditor General's (Department) performance audit of the Pennsylvania Turnpike Commission (Commission) which was conducted in accordance with Pennsylvania statutes. Specifically, Section 706(b) of the Administrative Code of 1929 (Admin. Code) provides that: "…the Auditor General shall, on a quadrennial basis, conduct a financial audit and compliance [i.e. performance] audit of the affairs and activities" of the Commission.[1] In addition, in accordance with Section 8204(b)(1) of Title 74, Part IV, Chapter 82 (Turnpike Commission Standards of Conduct), we reviewed the performance, procedures, operating and capital budgets, debt, and accounts of the Commission.[2] Finally, the performance audit was conducted in accordance with our Department's primary audit authority under Sections 402 and 403 of The Fiscal Code[3] and in accordance with generally accepted *Government Auditing Standards* (GAS), issued by the Comptroller General of the United States.[4]

GAS requires that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

[1] Subsection (b) of 71 P.S. § 246 (Adm. Code § 706), added by Act 122 of 1988. Note that Section 706 of the Admin. Code was amended by Act 70 of 2021, effective July 9, 2021, pertaining to an unrelated matter (i.e., authority to audit certain municipal authorities).
[2] Subsection (b)(1) of 74 Pa.C.S. § 8204, added by Act 44 of 2007, as amended by Act 89 of 2013 (i.e., changed the audit requirement from at least once every four years to at least once every two years).
[3] 72 P.S. §§ 402 and 403.
[4] U.S. Government Accountability Office. *Government Auditing Standards*. 2018 Revision Technical Update April 2021.

To fulfill our financial-related mandates, we did not conduct our own multi-year financial statement audit but instead, continued our past practice of reviewing the financial audit reports and working papers of the independent CPA firm that audited the Commission's financial statements for the fiscal years ended May 31, 2022, 2023, 2024, and 2025. Accordingly, we reviewed the CPA firm's financial audit reports and supporting audit documentation. We also performed additional procedures related to the Commission's operating and capital budgets. Further, we reviewed the Commission's debt as part of our audit discussed below. Based on the procedures performed, nothing came to our attention that would warrant the extension of our audit procedures to encompass additional coverage of the Department's mandated areas. As a result, we concluded that the procedures performed collectively satisfy our mandated responsibilities.

Our performance audit covered the period June 1, 2022, through May 31, 2025, with updates through the end of our audit procedures on July 9, 2026, and included the following two objectives:

- Determine if the Commission's revenue collections are meeting projected toll revenue expectations to meet its payment obligations and planned capital improvement projects.

- Evaluate the Commission's process for collecting tolls, including but not limited to E-ZPass,[5] Toll By Plate (TBP),[6] and the PA Toll Pay app, determine the amounts of paid and unpaid tolls, and assess whether all applicable enforcement mechanisms are being properly utilized to collect unpaid tolls.[7]

Our methodology to satisfy the audit objectives, along with our evaluation of management's internal controls significant to the audit objectives, is included in *Appendix A* of this report.

This report presents five findings and nineteen recommendations; twelve directed to the Commission, two to the Pennsylvania General Assembly, and five to both the Commission and the Pennsylvania General Assembly.

In *Finding 1*, we found that the Commission continues to face significant challenges to raise toll revenue to make future payments to the Pennsylvania Department of Transportation (PennDOT) under the Act 44/89 financial structure, associated debt payments, and capital contributions. The Commission's ability to make its projected debt payments depends upon toll revenue meeting

[5] 74 Pa.C.S. § 8117 (relating to Electronic toll collection) (Act 44 of 2007, as amended by Act 112 of 2022, effective January 3, 2023).
[6] Ibid. and 75 Pa.C.S. § 1332 (relating to Display of registration plate), added by Act 81 of 1976, as last amended by Act 112 of 2022.
[7] 75 Pa C.S. §§ 1376(b.1)(5) (added by Act 165 of 2016, effective August 4, 2017) and 1380(a)(1) (added by Act 165, as amended by Act 112 of 2022). Act 112 lowered the threshold for a vehicle registration suspension for unpaid tolls from six violations to four violations, and for administrative fines from $500 to $250.

projections, continuing to make positive adjustments to minimize expenses, and no increase to its $50 million annual payment to PennDOT.

In *Finding 2*, we found toll increases driven by Act 44/89 continue to burden travelers, including the need for the Commission to annually increase toll rates by three and a half percent in 2027 and three percent in 2028 through 2055. However, since the decrease from $450 million to the current $50 million annual payment to PennDOT, the Commission's credit rating has improved and the reduction in payment has allowed the Commission to invest capital funds in the Turnpike's future improvement beyond maintenance.

In *Finding 3*, we found the implementation of Open Road Tolling (ORT) in January 2025 resulted in a mix of increases and decreases to both passenger and commercial vehicles' toll rates. However, by implementing the new ORT formula, the Commission aligned the Turnpike with the industry standards that base tolls on the number of vehicle axles and vehicle height. This replaced the prior practice of applying an annual percentage increase to toll rates originally established in 1940.

In *Finding 4*, we found that the Commission has seen a significant increase in bad debt expense and the amounts reported for uncollected and unbillable tolls since the implementation of all electronic tolling in June 2020. The increase was due to non-payment from both in and out-of-state travelers.

In *Finding 5*, we found that faced with an increase in uncollected tolls, the Commission must continue to seek new ways to collect tolls from travelers. Although the Pennsylvania General Assembly and the Commission implemented additional toll collection enforcement methods since our prior audit report, we found those efforts did not result in the collection of outstanding tolls to the extent intended.

In closing, we thank the Commission for its cooperation and assistance during the audit. Commission management is in general agreement with *Findings 1* through *5* and committed to implementing many of the recommendations. We reserve the right to follow up at an appropriate time to determine whether and to what extent our recommendations have been implemented.

Sincerely,

Timothy L. DeFoor

Timothy L. DeFoor
Auditor General

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A Performance Audit

Pennsylvania Turnpike Commission

Executive Summary

This report presents the results of our performance audit of the Pennsylvania Turnpike Commission (Commission). The Department of the Auditor General (Department) is required by state law to routinely audit the Commission. Specifically, Section 706(b) of the Administrative Code of 1929 (Admin. Code) provides that: "…the Auditor General shall, on a quadrennial basis, conduct a financial audit and compliance [i.e. performance] audit of the affairs and activities" of the Commission.[8] In addition, in accordance with Section 8204(b)(1) of Title 74, Part IV, Chapter 82 (Turnpike Commission Standards of Conduct), we reviewed the performance, procedures, operating and capital budgets, debt, and accounts of the Commission.[9] Finally, the performance audit was conducted in accordance with our Department's primary audit authority under Sections 402 and 403 of The Fiscal Code[10] and in accordance with generally accepted *Government Auditing Standards*, issued by the Comptroller General of the United States.[11]

To fulfill our financial-related mandates, we reviewed the working papers and financial audit reports of the independent CPA firm that audited the Commission's financial statements for the fiscal years ended (FYE) May 31, 2022, 2023, 2024, and 2025. We also performed additional procedures related to the Commission's operating and capital budgets. *See* the *Financial Results* section of this report. Further, we reviewed the Commission's debt as part of our performance audit discussed below.

The performance audit covered the period June 1, 2022, through May 31, 2025, with updates through the end of our audit procedures on July 9, 2026, and included the following two audit objectives:

- Determine if the Commission's revenue collections are meeting projected toll revenue expectations to meet its payment obligations and planned capital improvement projects. (*See Findings 1, 2, and 3)*

- Evaluate the Commission's process for collecting tolls, including but not limited to E-ZPass,[12] Toll By Plate (TBP),[13] and the PA Toll Pay app, determine the amounts of paid

[8] Subsection (b) of 71 P.S. § 246 (Adm. Code § 706), added by Act 122 of 1988. Note that Section 706 of the Admin. Code was amended by Act 70 of 2021, effective July 9, 2021, pertaining to an unrelated matter (i.e., authority to audit certain municipal authorities).
[9] Subsection (b)(1) of 74 Pa.C.S. § 8204, added by Act 44 of 2007, as amended by Act 89 of 2013 (i.e., changed the audit requirement from at least once every four years to at least once every two years).
[10] 72 P.S. §§ 402 and 403.
[11] U.S. Government Accountability Office. *Government Auditing Standards*. 2018 Revision Technical Update April 2021.
[12] 74 Pa.C.S. § 8117 (relating to Electronic toll collection) (Act 44 of 2007, as amended by Act 112 of 2022, effective January 3, 2023).
[13] Ibid. and 75 Pa.C.S. § 1332 (relating to Display of registration plate), added by Act 81 of 1976, as last amended by Act 112 of 2022.

and unpaid tolls, and assess whether all applicable enforcement mechanisms are being properly utilized to collect unpaid tolls.[14] (*See Findings 4 and 5*)

Our audit results are contained in **five findings** with **nineteen recommendations**; twelve directed to the Commission, two solely to the Pennsylvania General Assembly (General Assembly), and five to both the Commission and the General Assembly. The Commission is in general agreement with *Findings 1 through 5* and has stated its commitment to implementing many of the recommendations.

Finding 1 – The Turnpike Commission continues to face significant challenges to raise toll revenue to make future payments to PennDOT under the Act 44/89 financial structure, associated debt payments, and capital contributions.

With the enactment of Act 44 of 2007, as amended by Act 89 of 2013, the Commission will pay the Pennsylvania Department of Transportation (PennDOT) a total of $9.65 billion through 2057 to provide funding for roads, bridges, and transit throughout the Commonwealth. As of May 31, 2025, the Commission paid PennDOT $8.05 billion. Additionally, since the passage of Act 44/89, the Commission recorded interest expenses of approximately $4.38 billion through the FYE May 31, 2025, on debt used to fund the Act 44/89 payments to PennDOT. To provide further context to the extent of the Commission's debt, we found the Commission's total debt was $2.8 billion more than the total amount of government activities general obligation debt for the entire Commonwealth of Pennsylvania.

Based on our audit procedures, which included reviewing traffic and toll revenue projections by Commission consultants, it appears the Commission will be able to meet its debt payments over the next 20 years if conditions remain consistent with those relied upon in the consultants' reports. Yet, inherent uncertainties with projecting future traffic and toll revenue and the occurrence of unforeseen circumstances have caused concerns about the capacity of the Commission to maintain its ongoing debt payments, including the amounts due to PennDOT and the associated accumulated debt. Recent unforeseen circumstances include but are not limited to the pandemic, unexpected road closures, economic downturns, and fuel price surges. Therefore, we determined the Commission's ability to raise toll revenue to cover Act 44/89 payments to PennDOT, its associated debt payments, and contributions for capital projects remain a significant challenge.

We offer four recommendations to the Commission regarding use of traffic and toll revenue projections, evaluating and scrutinizing sources of revenue and operating expenses, ways to increase the use of the Pennsylvania Turnpike (Turnpike), and analyzing its debt. Additionally, we offer two recommendations to the General Assembly to assist with the continued viability of

[14] 75 Pa C.S. §§ 1376(b.1)(5) (added by Act 165 of 2016, effective August 4, 2017) and 1380(a)(1) (added by Act 165, as amended by Act 112 of 2022). Act 112 lowered the threshold for a vehicle registration suspension for unpaid tolls from six violations to four violations, and for administrative fines from $500 to $250.

the Commission and the Turnpike system including ensuring the required $50 million annual payment to PennDOT is not increased and further, consider removing or reducing the payment amount.

Finding 2 – Toll increases driven by Act 44/89 continue to burden travelers, while the Act's reduced payment obligations have improved the Commission's credit rating.

The Commission's payments to PennDOT required by Act 44/89 continue to cause negative effects, including the need to annually increase toll rates by three and a half percent in 2027 and three percent in 2028 through 2055. Rising tolls could lead motorists to seek alternate routes, which would negatively impact the Commission's revenues and jeopardize its ability to raise funds to meet its Act 44/89 debt obligations. However, the Commission's overall credit rating continues to improve since the Act 44/89 payment obligations to PennDOT were reduced to $50 million per year. Additionally, the reduction in Act 44/89 payments has allowed the Commission to invest capital funds in the Turnpike's future improvement beyond maintenance.

We offer one recommendation to the Commission to explore alternative ways of increasing revenue, other than toll increases, and decreasing operating expenses to help alleviate the amount of toll increases that may be necessary.

Finding 3 – The implementation of Open Road Tolling in January 2025 impacted both passenger and commercial vehicles' toll rates.

Prior to the implementation of Open Road Tolling (ORT) in January 2025,[15] the Turnpike did not have a uniform rate per mile to determine tolling rates by vehicle classification. The Commission contracted a consultant to assist in establishing the new ORT tolling rates with, according to Commission management, a goal of revenue neutrality, fairness to the customers, and creating something to build upon going forward. Ultimately, the Commission decided on a formula that bills motorists, based on the vehicle's height and number of axles; a flat rate per mile; plus a fixed per-gantry fee. With ORT, motorists are billed a separate amount for each gantry passed instead of the prior method of one rate billed based on the entry and exit interchanges used. The gantry is positioned between existing interchanges and functions as the tolling point for that segment of the Turnpike. Therefore, motorists passing by multiple gantries will see billings for multiple segment fees for one trip.

The Commission's website reported that when ORT rates were implemented, approximately 84 percent of E-ZPass passenger trips would see a toll decrease or increase of less than $1 compared to 2024 rates. However, based on our analysis of passenger vehicles (using E-ZPass) starting their trip from Valley Forge, some trips saw toll decreases up to $1.32, but others saw increases of as much as $4.14. Generally, the further the distance traveled, the larger the increase was in

[15] ORT was first implemented East of Reading and on the Northeast Extension of the Turnpike. The Commission plans a statewide launch in January 2027.

total tolls. This larger increase is due in part to the motorist traveling more miles through more gantries/interchanges on the Turnpike which results in a higher per-mile charge and multiple gantry fees.

As indicated by the Commission, the implementation of ORT in 2025 resulted in a mix of increases and decreases to toll rates compared to the 2024 rates. However, by implementing the new ORT formula, the Commission aligned the Turnpike with industry standards that base tolls on the number of vehicle axles and vehicle height.

We offer one recommendation to the Commission to continue to evaluate the results of ORT to ensure its implementation remains revenue-neutral, as intended.

Finding 4 – Uncollected tolls continue to increase due to non-payment from both in and out-of-state travelers.

In July 2025, the Commission produced a Revenue Assurance Plan Metrics Report (RAP) for the period June 2024, through May 2025, that included statistics on toll collections and various reasons why tolls have gone uncollected. The RAP reported an unaudited total of $229,125,015 in unpaid TBP transactions that did not generate revenue (referred to in the document as leakage).

The Commission's RAP provided four reasons for why some of the TBP leakage occurred which included: 1) TBP transaction invoices that were not paid by the traveler, 2) invoices returned as undeliverable, 3) unidentifiable license plates, and 4) address of motorist was unavailable from the Department of Motor Vehicles.

The Commission has seen a significant increase in bad debt expense and amounts reported for uncollected and unbillable tolls since the implementation of TBP when the Commission converted to all electronic tolling in June 2020. The unaudited total of $229,125,015 in unpaid TBP transactions reported in the RAP for the period June 2024 through May 2025 underscores the need for the Commission to continue its ongoing efforts and pursue additional means to collect tolls from all Turnpike travelers.

We offer four recommendations to the Commission regarding researching additional toll payment options, working with its vendor to increase the number of locations customers can make toll payments, request the Pennsylvania State Police Turnpike patrol to increase its work on identifying and ticketing vehicles on the Turnpike that have an obstructed or unreadable license plate, and finally, continue to work with PennDOT to determine the causes for addresses not being available for license plates associated with vehicles using the Turnpike.

We also offer two recommendations to both the Commission and the General Assembly to cooperatively work together to amend current statute to allow alternative methods for delivering toll invoices, including methods for electronic delivery as well as to develop legislation to increase current penalties for motorists that intentionally obscure license plates to evade tolls.

Finding 5 – Faced with an increase in uncollected tolls, the Pennsylvania Turnpike Commission must continue to seek new ways to collect tolls from travelers.

The Commission can use various enforcement mechanisms to attempt to collect unpaid tolls, including registration suspension, collection agencies, legal action, and reciprocity agreements with other states. Although the General Assembly and the Commission implemented additional toll collection enforcement methods since our prior audit report issued in September 2022, we found those efforts did not result in the collection of outstanding tolls to the extent intended.

Effective January 2, 2023, the Commission can request PennDOT to suspend the registration of any Pennsylvania motorist with four or more unpaid invoices or tolls and fees over the past five years, totaling $250. As of May 31, 2025, Pennsylvania motorists who have not responded to resolve outstanding toll amounts due, even though their vehicle registrations have been suspended, owed $69.0 million in tolls and fees.

During our current audit period, the Commission primarily used two collection agencies for collection of unpaid tolls. Commission management believes a single collection agency could not devote sufficient resources to effectively pursue the increasing amount of unpaid invoices and that utilizing two agencies helps promote more consistent cash flow as well as fosters competition to improve performance. The Commission is also exploring whether toll debt can be reported to Credit Reporting Agencies (CRAs) to affect non-paying customers' credit scores. Although CRAs do not currently consider unpaid tolls as debt to be listed on credit reports, this option should continue to be explored.

The Commission will take legal action against Pennsylvania motorists if outstanding toll and fee amounts owed by an individual or business reach $2,000 or more and once the motorist's registration has been in active suspension for 180 days. The Commission also refers cases to the Pennsylvania Office of the Attorney General. Additionally, in August 2022, the Commission began filing civil actions in a Magisterial District Court where it had a high percentage of unpaid tolls for individuals with outstanding balances under $12,000.

Further, as an attempt to collect amounts due from out-of-state motorists, PennDOT entered into a reciprocity agreement in 2018 with the Delaware Department of Transportation, Division of Motor Vehicles (DelDOT). Until recently, DelDOT management indicated that it was focusing its resources and priorities on other state initiatives. Commission management stated that it has also made efforts for reciprocity agreements with both New York and Maryland and has had initial conversations with representatives from Ohio and New Jersey.

We offer two recommendations to the Commission to closely monitor the performance of its two current collection agencies and to continue to work with other states regarding potential reciprocity agreements. Additionally, we offer three recommendations to both the Commission and General Assembly to cooperatively work together to develop comprehensive legislation to increase toll collection enforcement mechanisms.

Introduction and Background

This report by the Department of the Auditor General (DAG) presents the results of our performance audit of the Pennsylvania Turnpike Commission (Commission). The following specific mandates apply:

- Section 706(b) of the Administrative Code of 1929 provides, "the Auditor General shall, on a quadrennial basis, conduct a financial audit and compliance [i.e., performance] audit of the affairs and activities" of the Commission.[16]

- Section 8204(b)(1) of Title 74, Part IV, Chapter 82 (Turnpike Commission Standards of Conduct), provides that DAG must review the performance, procedures, operating and capital budgets, debt, and accounts of the Commission.[17]

Finally, the performance audit was conducted in accordance with DAG's primary audit authority under Sections 402 and 403 of The Fiscal Code (Code)[18] and in accordance with generally accepted *Government Auditing Standards* (GAS), issued by the Comptroller General of the United States.[19]

In lieu of conducting a financial audit to fulfill the above mandate, we reviewed the reports and supporting audit documentation of the independent CPA firm that conducted the annual audits of the Commission's financial statements during the fiscal years ended (FYE) May 31, 2022, 2023, 2024, and 2025, which included a review of the procedures, debt, accounts, and internal controls of the Commission.[20] We also evaluated debt as part of our performance audit and obtained and reviewed budget information directly from the Commission to fully satisfy the requirements of Act 44 of 2007, as amended.

Our performance audit consisted of the following two objectives and covered the period June 1, 2022, through May 31, 2025, with updates through the end of our audit procedures on July 9, 2026:

[16] Subsection (b) of 71 P.S. § 246 (Adm. Code § 706), amended by Act 122 of 1988. Note that Section 706 of the Admin. Code was further amended by Act 70 of 2021, effective July 9, 2021, pertaining to an unrelated matter (i.e., authority to audit certain municipal authorities).
[17] Subsection (b)(1) of 74 Pa.C.S. § 8204, added Act 44 of 2007, as amended by Act 89 of 2013 (i.e., changed the audit requirement from at least once every four years to at least once every two years).
[18] 72 P.S. §§ 402 and 403.
[19] U.S. Government Accountability Office. *Government Auditing Standards*. 2018 Revision Technical Update April 2021.
[20] Ibid. Paragraphs 8.80 and 8.81 of the *Government Auditing Standards* 2018 Revision Technical Update 2021 describe requirements for using the work of other auditors. These standards state that auditors should determine whether other auditors have conducted audits that could be relevant to current audit objectives. If auditors use the work of other auditors, they should perform procedures that provide sufficient basis for using that work.

- Determine if the Commission's revenue collections are meeting projected toll revenue expectations to meet its payment obligations and planned capital improvement projects.

- Evaluate the Commission's process for collecting tolls, including but not limited to E-ZPass,[21] Toll By Plate (TBP),[22] and the PA Toll Pay app, determine the amounts of paid and unpaid tolls, and assess whether all applicable enforcement mechanisms are being properly utilized to collect unpaid tolls.[23]

Appendix A of this audit report provides a detailed description of the audit objectives, scope, methodology, data reliability, and evaluation of management's internal controls related to the audit objectives.

In the sections that follow, we present relevant background information about the Commission. Additional information can be found at its website: https://www.paturnpike.com.

The Pennsylvania Turnpike Commission and the Turnpike

The General Assembly created the Commission in 1937 as an instrumentality of the Commonwealth to build a 160-mile turnpike system and aid in work-relief projects during the Great Depression.[24] The Pennsylvania Turnpike (Turnpike) opened on October 1, 1940. In the decades since, it has evolved from "America's First Superhighway" to a 565-mile system, serving as a connector between Ohio and New Jersey (the Mainline Turnpike), and with a north-south Northeast Extension. Other extensions of the Turnpike system include the Beaver Valley Expressway (I-376); the Mon–Fayette Expressway (PA 43); the Amos K. Hutchinson Bypass (PA 66); and the Southern Beltway (PA 576).[25]

The Commission reports that it has completed over 155 miles of total reconstruction and anticipates 100 miles of additional total reconstruction projects within the next decade.[26] The Commission also widened many of the reconstructed sections of the Turnpike from four to six

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[21] 74 Pa.C.S. § 8117 (relating to Electronic toll collection) (Act 44 of 2007, as amended by Act 112 of 2022, effective January 3, 2023).
[22] Ibid. and 75 Pa.C.S. § 1332 (relating to Display of registration plate), added by Act 81 of 1976, as last amended by Act 112 of 2022.
[23] 75 Pa C.S. §§ 1376(b.1)(5) (added by Act 165 of 2016, effective August 4, 2017) and 1380(a)(1) (added by Act 165, as amended by Act 112 of 2022). Act 112 lowered the threshold for a vehicle registration suspension for unpaid tolls from six violations to four violations, and for administrative fines from $500 to $250.
[24] 36 P.S. § 652d (relating to Turnpike Commission created; powers and duties; salaries), added by Act 211 of 1937, as amended by Act 154 of 1974. *See also* https://www.paturnpike.com/about-us/turnpike-history. Please note that all of the provisions of the Pennsylvania Turnpike Commission Act including Section 652d were "repealed insofar as inconsistent with the Turnpike Organization, Extension and Toll Road Conversion Act" pursuant to Act 61 of 1985. *See now* 74 Pa.C.S. § 8101 *et seq*. (Act 44 of 2007, as amended).
[25] Pennsylvania Turnpike Commission's Act 44 Financial Plan Fiscal Year 2026.
[26] https://www.paturnpike.com/about-us/investor-relations/capital-plan (accessed October 1, 2025).

lanes. This widening will allow future maintenance to occur with minimal disruption to Turnpike traffic.[27]

As reported in the Commission's Annual Comprehensive Financial Report (ACFR) for the FYE May 31, 2025, the Commission completed the first phase of converting the Turnpike to Open Road Tolling (ORT) in January 2025, installing overhead gantries equipped with cameras that capture a vehicle's license plate at highway speed. This conversion included the Turnpike east of Reading and the entire Northeast Extension. The conversion to ORT will eventually lead to the removal of toll plaza structures at existing exits on the Turnpike. Gantry construction west of Reading is reported as being ahead of the scheduled January 2027 completion.

The Commission operates 42 cashless tolling/ramps[28] and has 24 ORT toll points (gantries), as well as 17 service plazas, 23 maintenance facilities, two regional offices, and a main headquarters/administrative building located in Middletown, Pennsylvania (at the Harrisburg-East exit).[29]

Commission Organization and Structure

A Board of Commissioners governs the Turnpike, which consists of five members, one of whom is the Pennsylvania Secretary of Transportation serving as an ex-officio voting member. The Secretary of Transportation may authorize the Deputy Secretary for Highway Administration to act and vote on his/her behalf. However, the current Secretary of Transportation serves as the chair of the Board of Commissioners. The Governor appoints the other four commissioners upon advice and consent of two-thirds of the members of the Pennsylvania Senate.[30]

The Commission pays the chairman an annual salary of $28,500 and pays the remaining members annual salaries of $26,000.[31] The Commission also reimburses members of the Commission for necessary expenses incurred in the performance of their duties.[32] The Commission employed 1,402 individuals as of May 31, 2025.[33]

[27] Ibid.
[28] Cashless tolling/ramps include slip ramps, barriers, and ramp locations that are not staffed. There are also 52 entry/exit access points including interchanges and ramps where there is no toll charged.
[29] Commission's 2025 ACFR.
[30] 36 P.S. § 652d and 74 Pa.C.S. § 8105. The other four commissioners must be Commonwealth residents at the time of their appointment, as well as qualified electors for a period of at least one year preceding their appointment. Also note that a majority of the members of the commission shall elect a member of the commission to serve as chairman. *See in particular*, 74 Pa.C.S. § 8105(e).
[31] 74 Pa.C.S. § 8105(g) (Act 44 of 2007, as amended by Act 89 of 2013). These salaries are to be paid in equal installments every other week.
[32] 74 Pa.C.S. § 8203(a)(3)(i). This statutory provision pertaining to the Turnpike Commission Standard of Conduct provides as follows: "No member or executive-level employee shall be paid or receive any fee or other compensation other than salary and expenses provided by law for any activity directly pertaining to the duties of the commission."
[33] Commission's 2025 ACFR.

Mission and Vision

According to the Commission's website, its vision is to be a leader in mobility services at the forefront of innovation in transportation, safety, and customer experience, with a mission to operate a safe, reliable, customer-valued toll road system that supports national mobility and commerce.[34] The Commission's website further states that it is focused on six core values and five goals. The values include: (1) safety always; (2) communicate openly; (3) customer driven; (4) responsibility matters; (5) teamwork delivers; and (6) advancing excellence. The goals include: (1) connection; (2) culture; (3) growth; (4) safety; and (5) stewardship.

Revenue

The Commission generally receives its operating revenue from customer tolls and fees, accounted for as "Mainline" in the Commission's ACFR, which represents 84 percent or more of the Commission's total revenue.[35] The Commission also receives funding from the Commonwealth's oil company franchise tax revenues and the Commonwealth's motor license registration fee revenues in the form of annual capital contributions. The Commission keeps these capital contributions in separate funds as required by their respective bond indentures. Although the Commission had non-operating expenses, as a result of investment losses in the FYE May 31, 2022, it had non-operating revenues consisting mostly of investment earnings in the FYE May 31, 2023, 2024, and 2025. The following table shows the breakdown of these revenues over the past four years:

2022 to 2025 Schedule of Commission Revenues (in thousands)

FYE May 31	Operating vs. Non-Operating Revenue	Mainline	Oil Franchise	Motor License	Total Revenue	Percent of Total Revenue
2022	Operating Revenue	$1,507,519	-	-	$1,507,519	92.8%
	Non-operating Expenses	($36,035)	($13,267)	($1,960)	($51,262)	(3.2%)
	Capital Contributions	$7,795	$133,346	$28,000	$169,141	10.4%
	TOTAL	$1,479,279	$120,079	$26,040	$1,625,398	
2023	Operating Revenue	$1,596,647	-	-	$1,596,647	87.0%
	Non-operating Revenue	$49,272	$18,722	$684	$68,678	3.7%
	Capital Contributions	$10,000	$132,310	$28,000	$170,310	9.3%
	TOTAL	$1,655,919	$151,032	$28,684	$1,835,635	
2024	Operating Revenue	$1,666,871	-	-	$1,666,871	84.4%
	Non-operating Revenue	$106,000	$30,373	$3,490	$139,863	7.1%
	Capital Contributions	$4,806	$135,248	$28,000	$168,054	8.5%

[34] www.paturnpike.com/about-us/ (accessed October 2, 2025).
[35] For accounting purposes, the Commission maintains its records in three sections: Mainline, Oil Franchise, and Motor License. These sections are based on the types of revenues and the associated bond issues. The Mainline section consists of income and expenses directly associated with the operations of the Turnpike System.

	TOTAL	$1,777,677	$165,621	$31,490	$1,974,788	
2025	Operating Revenue	$1,780,012	-	-	$1,780,012	84.8 %
	Non-operating Revenue	$132,400	$22,679	$1,989	$157,068	7.5%
	Capital Contributions	$4,806	$129,854	$28,000	$162,660	7.7%
	TOTAL	$1,917,218	$152,533	$29,989	$2,099,740	

Source: Produced by staff of the Department of the Auditor General based on information in the Commission's 2022, 2024,[36] and 2025 ACFRs.

For the FYE May 31, 2025, taking into account the implementation of ORT in January 2025, described in detail below, the Commission reported a total of 436.9 million vehicle ORT equivalent transactions on the Turnpike including 358.0 million (81.9 percent) Passenger vehicles and 78.9 million (18.1 percent) Commercial vehicles. Additionally, total toll revenue amounted to over $1.8 billion. The following table shows the breakout of the number of vehicle ORT equivalent transactions, and the gross toll revenue over the past seven years:[37]

Number of Vehicles and Gross Toll Revenue (Amounts in 000's)

FYE May 31	Passenger Vehicles ORT Equivalent Transactions	Passenger Gross Toll Revenue	Commercial Vehicles ORT Equivalent Transactions	Commercial Gross Toll Revenue	Total Vehicle ORT Equivalent Transactions	(2) Total Gross Toll Revenue
2019	387,670	$767,558	70,264	$567,827	457,934	$1,335,385
2020	336,507	$711,320	68,080	$578,241	404,587	$1,289,561
2021	290,510	$640,111	70,317	$618,701	360,827	$1,258,812
2022	345,914	$854,081	76,673	$714,946	422,587	$1,569,027
2023	353,106	$904,550	77,526	$757,157	430,632	$1,661,707
2024	358,432	$963,560	77,473	$791,449	435,905	$1,755,009
2025	357,975	$1,003,712	78,938	$874,971	436,913	$1,878,683

Source: Produced by staff of the Department of the Auditor General based on information provided in the Commission's 2025 ACFR.

Toll collection methods[38]

Prior to March 16, 2020, customers not using E-ZPass would obtain a ticket upon entering the Turnpike and pay using either cash or a credit/debit card to a Commission tollbooth operator upon exiting.[39] The Commission suspended cash and credit/debit card collection methods at

[36] The FYE May 31, 2023 (Restated) and FYE May 31, 2024, amounts were obtained from the Commission's 2024 ACFR.

[37] The table reports the seven years of ORT equivalent transactions that were available in the Commission's 2025 ACFR.

[38] 74 Pa.C.S. §§ 8116 (relating to Collection and disposition of tolls and other revenue) (Act 44 of 2007) and 8117 (relating to Electronic toll collection) (Act 44 of 2007, amended by Act 112 of 2022, effective January 3, 2023).

[39] Beginning in January 2016, Toll By Plate was used at a few of the Turnpike toll plazas.

most toll plazas on March 16, 2020, due to the COVID-19 pandemic. As of June 16, 2020, all Turnpike toll interchanges transitioned to All-Electronic Tolling (AET). The newly implemented ORT system, noted above and discussed in further detail in a later section, also utilizes AET. Some of the payment methods offered by the Commission to encourage prompt payment include the following:

- Customers can choose to pay via the Commission's website, through the PA Toll Pay App, in-person at customer service centers, through the mail, or over the phone.
- The Commission partnered with a company that provides services to allow for a cash payment option that allows customers to use cash to pay their TBP invoices or make payments on their E-ZPass accounts. Customers can make payments at more than 700 retail locations across the United States.[40]
- QR codes[41] were added to invoices so customers can scan and pay using their mobile devices.
- Customers can use Google Pay or Apple Pay as payment options.

AET provides Turnpike customers with numerous options to pay their tolls, which include the use of E-ZPass and TBP, as discussed in the following sections.

E-ZPass

An E-ZPass is an electronic toll collection transponder installed on a vehicle. The transponder is electronically read when a vehicle passes under the gantries installed on portions of the Turnpike as part of the new ORT system or when entering and exiting the Turnpike through designated tollbooths, and customers are charged accordingly. E-ZPass customers receive a discount rate compared to TBP customers.

Customers obtain an E-ZPass transponder, register their vehicles, and set up an account. Customers are given three payment options: (1) auto-replenishment from a bank account; (2) auto-replenishment from a payment card (credit or debit card); or (3) manual replenishment (request is made to customer to add funds to their account).

With the ease of use and lower toll rates compared to TBP, E-ZPass is popular among Turnpike customers. According to the statistical section of the Commission's 2025 ACFR, the Commission collected approximately 83 percent of all revenue through E-ZPass in 2025.

Since the E-ZPass program began in December 2002, the Commission has assessed a flat toll rate based on the vehicle class, known as a V-Toll, when a vehicle's E-ZPass transponder is not

[40] https://www.paturnpike.com/news/pa-turnpike-blog/details/blog/2025/02/27/how-the-pennsylvania-turnpike-is-working-to-collect-unpaid-tolls (accessed January 8, 2026).

[41] A QR or Quick Response Code is a type of two-dimensional matrix barcode that features black squares arranged in a square grid on a white background, which can be read by an imaging device such as a mobile phone camera.

read when exiting the Turnpike and the actual distance traveled cannot be determined.[42] Typically, the issue occurs when the transponder is improperly mounted or malfunctions. The Commission can assess the V-Toll when its image processing system can link either the vehicle's license plate or by matching the registration information of the vehicle to the name and address on an E-ZPass account. On January 1, 2019, the V-Toll rate for vehicle class 1 and 2 increased from $5 to the current fee of $10.

Toll By Plate

Non-E-ZPass customers pay their tolls through the TBP process. With TBP, cameras capture an image of the vehicle's license plate as the vehicle drives through a toll point. Approximately 40 days after the day of travel, the Commission mails an invoice that includes a photo of the vehicle's license plate to the registered owner of the vehicle. The invoice is for toll activity for the vehicle within the 30-day invoice cycle using the current TBP rate (which, depending on the distance of the travel, could be almost 50 percent higher than the E-ZPass rate).[43] Individuals are able to pay the invoice either online, through the PA Toll Pay mobile app, by phone, by mail, cash payments made at participating retailers,[44] or by walk-in at the Commission's Customer Service Center in Harrisburg.

Under AET, the Commission uses TBP as the default billing method system-wide for any customer that does not have an E-ZPass. Individuals that choose to open a TBP account and set up an automatic payment method, referred to as the Registered Toll By Plate program, save 15 percent on the invoice. Individuals can open an account either through the PA Toll Pay App, at the Commission's Customer Service Center or by registering online.

Open Road Tolling

ORT allows drivers to be charged as they travel at highway speeds under equipment mounted to overhead gantries.[45] Prior to ORT, the Pennsylvania Turnpike operated under an entry/exit ticket system where a vehicle would be billed and charged based on which entry and exit point the vehicle traveled through. With ORT, vehicles are charged tolls based on segment passthroughs (the number of gantries a vehicle passes under plus a per mileage calculation). Gantries can be placed at any point between the interchanges in the segment, and the placement of the gantries has no bearing on the cost of each segment.

[42] V-Tolls can be appealed.
[43] https://www.paturnpike.com/toll-by-plate (accessed October 22, 2025). *See also* Table 2 in *Appendix E* in this audit report for example toll rates from Valley Forge (Exit 326) to Pittsburgh (Exit 57).
[44] In 2022, the Commission partnered with a business to provide a cash payment option to customers. To use cash, customers, through their online account, print a pay slip (which includes a $1.50 service fee) that they can take to a participating retail location to make payment.
[45] Gantries are overhead structures that span the width of the Turnpike. One gantry will be placed between each of the existing Turnpike toll interchanges.

Partial implementation of ORT began on January 5, 2025, with gantries going live east of exit 286 (Reading) through the Delaware River Bridge into New Jersey, as well as the Northeast Extension, which is fully converted to ORT. The toll points for customers traveling west of Reading will continue to be at tollbooths located at Turnpike toll interchanges until full gantry installation and implementation is completed in the western portion of the state. Final implementation of ORT to the entire system is scheduled for 2027.

As a result of ORT, the Commission is removing toll plazas and redesigning interchanges and traffic lanes to allow for a smoother flow of traffic for entering and exiting the Turnpike with fewer obstructions. Since there are no barriers at Turnpike entry and exit points, it creates an "open road" model where traffic can flow freely. This also results in a reduction in congestion which is more convenient and safer for travelers.[46]

As reported on the Commission's website,[47] toll rates were originally set for the needs of the time and region when each section was built. This led to a system that was inconsistent mile to mile. Increases in toll rates have been a flat percentage increase applied to the existing rates. With the implementation of ORT, customers will now pay a toll per segment rather than one toll based on entry and exit interchanges of the Turnpike. Tolls will also no longer be calculated based on the weight of the vehicle but rather the number of axles and height of the vehicle. *See Finding 3* and *Appendix F* for more detailed information regarding ORT and the impact on toll amounts charged to drivers on the Turnpike.

Partnership with PennDOT

On July 18, 2007, Act 44 of 2007 (Act 44) was signed into law.[48] Act 44 was enacted to generate revenue for road and bridge repairs and for public transit agencies across the state. Act 44 required the Commission to pay the Pennsylvania Department of Transportation (PennDOT) $750 million, $850 million, and $900 million, respectively, in fiscal years 2008, 2009, and 2010. The annual amount paid thereafter and through fiscal year 2057 would be indexed for inflation against the prior year payment amount.[49] The original plan included tolling Interstate 80 (I-80) and transferring control of I-80, including the collection of tolls on that interstate, from PennDOT to the Commission. The Federal Highway Administration ultimately denied Pennsylvania permission to toll I-80 on April 6, 2010.[50] As a result, the annual payment was reduced to $450 million through fiscal year 2057. Act 89 of 2013 (Act 89) further reduced the

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[46] https://www.paturnpike.com/help-center/faqs?q=%2Fhow-is-ort-different-than-aet&page=1&per_page=10&filter=All%20Types (accessed October 27, 2025).
[47] https://www.paturnpike.com/news/pa-turnpike-blog/details/blog/2025/02/27/top-5-things-to-know-about-open-road-tolling-on-the-pa-turnpike (accessed February 20, 2026).
[48] 74 Pa.C.S. § 8101 *et seq*. (i.e., Chapter 81 relating to "turnpike organization, extension and toll road conversion").
[49] 75 Pa.C.S. §§ 8901 (relating to Definitions) (*see in particular*, definition of "Scheduled annual commission contribution"), 8915.3(1).
[50] https://www.fhwa.dot.gov/pressroom/fhwa1006.cfm (accessed October 23, 2025).

annual payment from $450 million to $50 million beginning July 1, 2022, and continuing through 2057.[51]

Act 44 required the Commission to make substantial annual payments to PennDOT. As a result, on October 14, 2007, a Lease and Funding Agreement was entered into between the Commission and PennDOT for a period of 50 years. Act 89, which amended Act 44, includes the reduced annual payment amount to PennDOT and altered the mandate such that payments are no longer dedicated to highways and bridges, but rather all the payments are allocated to support transit capital, operating, multi-modal and other non-highway programs.[52] These two Acts are hereinafter referred to as Act 44/89. The reduction in annual payment amount to PennDOT significantly eased the Commission's future debt burden. Additionally, as reported in *Appendix B*, the Commission's net financial position improved in 2023 for the first time since 2008, and continued to improve in 2024 and 2025. The following table shows both the actual payments already made to date and projected future payments, totaling $9.65 billion in payments to PennDOT:

[51] 74 Pa.C.S. § 1506(b)(1)(ii),(iii).
[52] *See* definition of "Scheduled annual commission contribution" in 75 Pa.C.S. § 8901 (relating to Definitions) pursuant to Act 89 of 2013, which amended Act 44 of 2007. *See also* Section 45 of Act 89 which authorized PennDOT and the Commission "to amend the lease agreement entered into by them pursuant to 75 Pa.C.S. § 8915.3 [relating to lease of Interstate 80; related agreements] to conform the provisions of the lease to the amendments to the rights and obligations of the Department of Transportation and the Pennsylvania Turnpike Commission" as contained in the act.

Annual Act 44/89 Payments Commission makes to PennDOT	
Actual payments made to date (FYE May 31)	
2008	$750,000,000
2009	850,000,000
2010	900,000,000
2011	450,000,000
2012	450,000,000
2013	450,000,000
2014	450,000,000
2015	450,000,000
2016	450,000,000
2017	450,000,000
2018	450,000,000
2019	450,000,000
2020	450,000,000
2021	450,000,000
2022	450,000,000
2023	50,000,000
2024	50,000,000
2025	50,000,000
Total Payments as of May 31, 2025	**$8,050,000,000**
Future payments due annually	
2026 – 2057 ($50,000,000 per year)	$1,600,000,000
Total Actual and Future Payments	**$9,650,000,000**

Source: Produced by staff of the Department of the Auditor General based on payments reported in the Commission's 2022, 2023, 2024 and 2025 ACFR.

See Finding 1 for more information regarding Act 44/89.

Finding 1 – The Turnpike Commission continues to face significant challenges to raise toll revenue to make future payments to PennDOT under the Act 44/89 financial structure, associated debt payments, and capital contributions.

In 2007, immediately prior to the enactment of Act 44 of 2007 (Act 44), the Pennsylvania Turnpike Commission (Commission) reached its highest net position value of $1.76 billion.[53] Since the Act 44 payments began, as amended by Act 89 of 2013 (these two acts hereinafter are referred to as Act 44/89), the Commission's net position declined into a **deficit**.

The Commission's May 31, 2025, Annual Comprehensive Financial Report (ACFR) reported a net position of **negative** $6.98 billion, a **decrease** of $8.74 billion in 18 years. However, as described later, the Commission's net position of **negative** $6.98 billion is an improvement over the net position of **negative** $7.27 billion[54] noted in our prior audit report dated September 2022 (prior report).

As of May 31, 2025, the Commission paid the Pennsylvania Department of Transportation (PennDOT) $8.05 billion of the total $9.65 billion required per Act 44/89. The $8.05 billion represents 92 percent of the 18-year negative change in net position. Since the passage of Act 44, the Commission recorded interest expenses of approximately $4.38 billion through the fiscal year ended (FYE) May 31, 2025, on debt used to fund the Act 44/89 payments to PennDOT. Adding this interest expense to the $8.05 billion more than accounts for the $8.74 billion decrease in net position from 2007 to 2025. This emphasizes the magnitude of the negative effect Act 44/89 has had on the Commission's net position.[55]

The Commission's FYE May 31, 2023, ACFR reported, for the first time since 2008, an improvement in net position. The Commission's net position continued to improve, as reported in both the FYE May 31, 2024, and 2025 ACFRs. The improvement coincides with the reduction in the annual payment to PennDOT from $450 million to $50 million. Although the Commission's net position has improved, the magnitude of a net position of negative $6.98 billion cannot be overlooked. Additionally, to provide further context to the extent of the Commission's debt, we found the Commission's total debt was $2.8 billion[56] more than the total

[53] Net position (total assets minus total liabilities) indicates the strength of an entity's financial position. The stronger the financial position, the better the financial condition. https://business-accounting.net/net-financial-position/ (accessed November 12, 2025).
[54] Net position reported in the Commission's May 31, 2021, ACFR.
[55] We additionally compared the Commission's net position to neighboring state turnpike systems' net positions over a twenty-year period between 2006 through 2025 (*see* comparison in *Appendix B*). The neighboring states in our comparison included Ohio, West Virginia, New Jersey, and New York. While these other states had changes in net position, most had remained fairly stable, with New Jersey showing an upward trend over the past five years. Further, all of the other states in our analysis currently have positive net positions.
[56] This amount is almost double the amount of $1.5 billion reported in the prior audit report issued in September 2022.

amount of the government activities general obligation debt for the entire Commonwealth of Pennsylvania.[57]

In the Auditor General's *Special Report on Turnpike Debt* issued in June 2013, as well as in the September 2016, March 2019, and September 2022 performance audit reports on the Commission, we concluded the Commission may not have the ability to raise enough toll revenue in the future to cover the Act 44/89 payments to PennDOT, its associated accumulated debt, and its contributions for capital projects. This conclusion continues to remain a concern based on the results of our current audit.

Revenue vs. Debt Projections

Based on our review of traffic and toll revenue projections by Commission consultants, it appears the Commission will be able to meet its debt payments over the next 20 years if conditions remain consistent with those relied upon in the consultants' reports and the reduced annual payment to PennDOT of $50 million is not increased.

FYE May 31, 2022 was the final year that debt was issued for the Commission to finance its annual payment to PennDOT.[58] Yet, inherent uncertainties with projecting future traffic and toll revenue and the occurrence of unforeseen circumstances have caused concerns about the capacity of the Commission to maintain its ongoing debt payments, including the amounts due to PennDOT and the associated accumulated debt. Recent unforeseen circumstances include but are not limited to the pandemic, unexpected road closures, economic downturns, and fuel price surges. Therefore, we determined the Commission's ability to raise toll revenue to cover Act 44/89 payments to PennDOT, its associated debt payments, and contributions for capital projects remain a significant challenge.

As reported in the Commission's Act 44 Financial Plans each year, available revenue[59] is first utilized to cover operating expenses. The remaining amounts are used to cover debt payments next and then capital-related funding. Capital funds include both Pay-as-you-go (PAYGO Capital) and Supplemental Capital Fund PAYGO. PAYGO Capital represents capital expenditures funded from Commission cash resources and current revenues rather than from bond proceeds. Commission management stated its long-range financial strategy includes increasing the use of pay-as-you-go funding to support capital needs while reducing reliance on debt financing. Supplemental Capital Fund PAYGO represents capital expenditures funded from

[57] The Commission' total debt as of May 31, 2025, was $14.4 billion. The Commonwealth's debt, which includes reported general obligation bonds payable (both current and noncurrent), as of June 30, 2025, was $11.6 billion. *See* graph of comparison in *Appendix C*.
[58] Beginning in FYE May 31, 2023, the annual payment must be made using revenues of the Commission. *See* Subsection (3) of the definition of "Annual base payments" under 75 Pa.C.S. § 8901 (relating to Definitions).
[59] Includes toll revenue, non-toll revenue, and interest income.

monies available in the Supplemental Capital Fund[60] for Commission approved capital projects that are not part of the Commission's Ten-Year Capital Plan, without the issuance of additional debt.

The following table shows actual (2022 through 2025) and future (2026 through 2045) projected toll revenue (under the assumption that toll revenue will increase by almost 102 percent[61] over the next 20 years [from 2026 through 2045]), total outstanding debt, and projected future debt payments based on Commission-provided information:

[60] The Supplemental Capital Fund serves as an additional source of capital funding within the Commission's overall capital financing strategy. The Commission's Act 44 Financial Plan identifies Supplemental Capital Fund resources separately from bond proceed funding, federal funding, and other PAYGO funding sources.
[61] This percentage amount is lower than the 150 percent increase in toll revenue from 2022 through 2041 as noted in our prior audit.

Table 1

Turnpike Revenue vs. Debt Forecast FYE May 31, 2022, through May 31, 2045 (Amounts in 000's)								
FYE May 31[a/]	Projected Toll Revenue	Funds Remaining After Operating Expenses[b/]	Total Scheduled Debt Payments	Funds Remaining After Operating Expenses and Debt Payments	Total PAYGO Capital Contributions[c/]	Projected Total Outstanding Debt	Amount of Act 44 Debt Payable	% of Debt Attributable to Act 44
2022	$1,459,916	$1,144,853	$692,602	$452,251	$210,718	$13,761,542	$7,375,142	53.59%
2023	$1,540,705	$1,299,970	$760,684	$539,286	$222,518	$13,758,303	$7,260,673	52.77%
2024	$1,608,793	$1,434,833	$823,135	$611,698	$248,127	$14,151,841	$7,148,931	50.52%
2025	$1,720,694	$1,392,981	$914,604	$478,377	$251,464	$14,369,311	$6,943,591	48.32%
2026	$1,778,678	$1,405,423	$974,660	$430,764	$250,000	$14,840,490	$6,862,965	46.24%
2027	$1,855,544	$1,496,675	$1,034,118	$462,557	$300,000	$14,997,045	$6,665,910	44.45%
2028	$1,934,925	$1,569,865	$1,080,339	$489,526	$350,000	$15,053,535	$6,450,110	42.85%
2029	$2,002,612	$1,631,925	$1,126,765	$505,160	$385,000	$15,087,120	$6,211,875	41.17%
2030	$2,079,274	$1,694,431	$1,176,361	$518,070	$400,000	$15,022,840	$5,970,690	39.74%
2031	$2,158,597	$1,759,116	$1,212,905	$546,211	$425,000	$14,966,335	$5,713,210	38.17%
2032	$2,245,779	$1,831,292	$1,245,110	$586,182	$465,000	$14,822,305	$5,438,390	36.69%
2033	$2,325,216	$1,895,377	$1,273,594	$621,783	$500,000	$14,559,940	$5,145,375	35.34%
2034	$2,414,121	$1,968,304	$1,298,733	$669,571	$535,000	$14,279,910	$4,830,065	33.82%
2035	$2,506,033	$2,043,839	$1,335,899	$707,940	$575,000	$13,940,285	$4,491,170	32.22%
2036	$2,607,289	$2,128,261	$1,365,853	$762,408	$625,000	$13,519,680	$4,127,805	30.53%
2037	$2,698,388	$2,202,057	$1,392,842	$809,215	$675,000	$12,998,780	$3,737,280	28.75%

Turnpike Revenue vs. Debt Forecast FYE May 31, 2022, through May 31, 2045 (Amounts in 000's)								
FYE May 31[a/]	Projected Toll Revenue	Funds Remaining After Operating Expenses[b/]	Total Scheduled Debt Payments	Funds Remaining After Operating Expenses and Debt Payments	Total PAYGO Capital Contributions[c/]	Projected Total Outstanding Debt	Amount of Act 44 Debt Payable	% of Debt Attributable to Act 44
2038	$2,799,083	$2,285,262	$1,415,025	$870,238	$725,000	$12,380,560	$3,321,235	26.83%
2039	$2,902,999	$2,371,244	$1,415,671	$955,573	$765,000	$11,675,180	$2,898,860	24.83%
2040	$3,017,731	$2,467,394	$1,295,195	$1,172,200	$950,379	$10,894,315	$2,549,740	23.40%
2041	$3,120,727	$2,551,360	$1,357,075	$1,194,284	$969,387	$10,016,570	$2,125,185	21.22%
2042	$3,234,424	$2,645,461	$1,339,061	$1,306,400	$988,774	$9,120,010	$1,698,175	18.62%
2043	$3,350,988	$2,741,832	$1,211,701	$1,530,130	$1,008,550	$8,313,270	$1,389,475	16.71%
2044	$3,478,960	$2,849,011	$1,172,058	$1,676,953	$1,028,721	$7,510,280	$1,106,950	14.74%
2045	$3,593,037	$2,942,085	$1,079,943	$1,862,142	$1,049,295	$6,761,845	$880,385	13.02%

[a/] - Information for the FYE May 31, 2022, through May 31, 2025, is based on actual data reported in the Commission's respective years ACFR, the Commission's FY 2026 Act 44 Financial Plan, and information provided by Commission management. Information for the FYE May 31, 2026, through May 31, 2045, is based on projections in the Commission's FY 2026 Act 44 Financial Plan and information provided by Commission management.

[b/] - Amount available to make debt payments after operating expenses have been paid from total revenue (which, as previously reported, includes toll revenue, non-toll revenue, and interest income) and before capital-related contributions.

c/ - PAYGO Capital Contributions (funded by annual revenue) are available for current year capital project expenditures or could remain in the Commission's capital funding account until needed for future capital project expenditures. Any remaining excess funds beyond the annual PAYGO Capital Contributions would be deposited into the General Reserve and/or Supplemental Capital Fund which would be available for Supplemental Capital Fund PAYGO expenditures.

Source: This table was compiled by the staff of the Auditor General based on information provided by Commission management. For the projected amounts for the fiscal years ending 2026 through 2045, the reliability of this data has not been determined as noted in Appendix A. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

Table 1 reflects projections that the Commission can sustain its debt payments and PAYGO Capital contributions from annual revenues through 2045. However, many variables affect these projections which include the very fragile balance between keeping expenses down and having sufficient vehicle traffic on the Turnpike to generate the necessary projected toll revenues.

Based on our current audit procedures covering the three FYE May 31, 2023, 2024, and 2025, we provide the following updates from the conditions described in our prior audit issued in September 2022:

- The consultants further lowered revenue projections in their 2025 report from previous projections in 2021 and 2018 due, in part, to the negative impact from the pandemic.
- The Commission's ability to make its projected debt payments depends upon toll revenue meeting projections and continuing to make positive adjustments to minimize expenses.
- Potential revenue lost due to toll-free travel for Commission employees.

The following sections provide further details with updates since our prior audit regarding payments the Commission made to PennDOT, the Commission's financial position, and reductions to projections regarding Commission revenue, traffic data, and debt payments. Updates regarding the effects of toll increases, including those on Turnpike travelers, are discussed in *Finding 2.*

The consultants further lowered revenue projections in their 2025 report from previous projections in 2021 and 2018 due, in part, to the negative impact from the pandemic.

Our prior audit of the Commission included, similar to Table 1, the projections for traffic, toll revenue, and debt as reported by the Commission in 2021. To determine the reasonableness of the projected amounts reported in the prior audit, as presented in Table 2 below, we compared the projections to actual amounts for FYE May 31, 2022, through May 31, 2025. We also included for comparative purposes the years that were reported in the prior audit to show that the Commission's consultant initially decreased projections on vehicle transactions from the April 2018 report to the May 2021 report, as a result of the pandemic:

Table 2

Turnpike Projected vs. Actual Traffic, Revenue, and Debt (Amounts in 000's)										
FYE May 31	Estimated Total Vehicle Transactions	Actual Total Vehicle Transactions	Projected Toll Revenue	Actual Toll Revenue	Projected Funds Remaining After Operating Expenses	Actual Funds Remaining After Operating Expenses	Projected Total Scheduled Debt Payments	Total Debt Payments	Projected Total Outstanding Debt	Total Outstanding Debt
2019[a/]	199,225	203,054	$1,250,929	$1,327,031	$702,590	$918,268	$670,405	$702,203	$11,689,946	$11,416,981
2020[a/]	199,024	181,570	$1,329,382	$1,247,779	$797,913	$842,227	$750,138	$669,102	$12,427,655	$12,415,483
2021[a/]	199,574	170,501	$1,410,906	$1,190,419	$829,160	$821,386	$786,576	$545,478	$13,088,055	$13,169,163
2022	189,679[b/]	200,103[c/]	$1,386,368[g/]	$1,459,916[h/]	$815,469[i/]	$1,144,853[j/]	$703,591[g/]	$692,602[k/]	$13,868,480[l/]	$13,761,542[l/]
2023	197,797[b/]	206,253[d/]	$1,517,333[g/]	$1,540,705[h/]	$895,177[i/]	$1,299,970[j/]	$787,288[g/]	$760,684[k/]	$14,028,259[l/]	$13,758,303[l/]
2024	201,375[b/]	209,116[e/]	$1,632,077[g/]	$1,608,793[h/]	$997,599[i/]	$1,434,833[j/]	$858,203[g/]	$823,135[k/]	$14,152,979[l/]	$14,151,841[l/]
2025	206,550[b/]	N/A[f/]	$1,757,049[g/]	$1,720,694[h/]	$1,005,486[i/]	$1,392,981[j/]	$947,033[g/]	$914,604[k/]	$14,164,810[l/]	$14,369,311[l/]

[a/] - Amounts reported in the prior audit of the Commission.
[b/] - Estimated amounts as reported by a Commission consultant in May 2021.
[c/] - Actual amount as reported by a Commission consultant in May 2023.
[d/] - Actual amount as reported by a Commission consultant in March 2024.
[e/] - Actual amount as reported by a Commission consultant in April 2025.
[f/] - The implementation of Open Road Tolling (ORT) in January 2025, resulted in the change of tracking vehicles from a full trip on the Turnpike (from entry to exit interchange) to segment passthroughs (the number of gantry passes made by the vehicle). *See Finding 3* for discussion regarding ORT. As a result of this change, the number of transactions recorded are significantly higher and therefore not meaningful to compare to total vehicle transactions recorded for prior years. The amount of total vehicle transactions under both systems in place during the FYE May 31, 2025, provided by Commission management was 296,440,458.
[g/] - Projected amounts as reported in the Commission's 2022 Act 44 Financial Plan, issued June 1, 2021.
[h/] - Actual amounts as reported in the Commission's FYE May 31, 2025, ACFR.
[i/] - Amounts calculated by Commission management based on amounts reported in the Commission's 2022 Act 44 Financial Plan, issued June 1, 2021.
[j/] - Amounts calculated by Commission management based on amounts reported in the Commission's respective FYE May 31, 2024, or 2025 ACFR and the 2026 Act 44 Financial Plan, issued May 30, 2025.
[k/] - Amounts as reported in the Commission's 2026 Act 44 Financial Plan, issued May 30, 2025.
[l/] - Amounts provided by Commission management.

Source: This table was compiled by the staff of the Department of the Auditor General from information reported in our prior Commission audit report, information provided by Commission management and confirmed in the Commission's ACFRs and Act 44 Financial Plan for Fiscal Year 2022, 2025, and 2026, information provided by the Commission's consultant in 2021, 2023, 2024, and 2025, and information provided by Commission management that is of undetermined reliability as noted in Appendix A.

However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

As reported in Table 2, the actual vehicle transactions were greater than the estimated transactions during the last three fiscal years available for comparison,[62] FYE May 31, 2022, through May 31, 2024.[63] Regarding toll revenue, within the most recent four fiscal years, FYE May 31, 2022, through May 31, 2025, the actual toll revenue only exceeded the projected toll revenue amounts for two of the four years, FYE May 31, 2022, and May 31, 2023. The actual toll revenue for the most recent two fiscal years, FYE May 31, 2024, and May 31, 2025, were less than the amounts projected in the Commission's 2022 Act 44 Financial Plan. However, even with the amounts being lower than projected, the Commission had more funds available after operating expenses than projected and was able to cover the debt payments for all four of the fiscal years during the audit period.

The Commission's actual operating expenses for the FYE May 31, 2022, 2023, 2024, and 2025, were below budgeted amounts.[64] As reported in the respective Act 44 Financial Plans, operating expenses were below budgeted amounts in the FYE May 31, 2022, and 2023, primarily due to lower than forecast benefit and salary costs. Operating expenses were below budgeted amounts in the FYE May 31, 2024, and 2025, primarily due to: (1) lower benefit expenses (mostly pension and other post-employment benefits), and (2) lower department costs, including salaries, ***except*** maintenance in the FYE May 31, 2025, due to significant winter operations. Additional cost reductions included the early adoption of all-electronic tolling (AET).

Analysis of monthly passenger car traffic compared to the more consistent traffic of commercial vehicles, during the period June 2018, through December 2024, before, during, and after the pandemic (*see Appendix D* for a graph of the monthly transactions) found that passenger car traffic has, for the most part, nearly returned to pre-pandemic totals. Commercial traffic, which remained steady during the pandemic, has shown slight increases during the most recent years.

In addition to the comparisons previously made in Table 2, we further compared projected long-term toll revenue in the consultants' 2022 report to the 2026 report as shown below in Table 3. Our prior audit reports also provided a comparison on projected vehicle transactions; however, we do not include that comparison in this report due to the implementation of Open Road Tolling (ORT) (described in detail in *Finding 3*) in January 2025. Previously, a single transaction was recognized between the entry and exit points of the Turnpike. However, with ORT, there may be multiple transactions as vehicles pass under multiple gantries on the same trip. According to the Commission, the conversion to ORT was designed to be revenue-neutral. Therefore, the revenue figures remain comparable on a year-to-year basis.

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[62] The two fiscal years prior to that were affected by the COVID-19 pandemic.

[63] FYE May 31, 2025, is not available for comparison as a result of the implementation of Open Road Tolling (ORT) in January 2025. *See Finding 3* for details regarding ORT. This resulted in the change of tracking vehicles from a full trip on the Turnpike (from entry to exit interchange) to segment passthroughs (the number of gantry passes made by the vehicle). As a result of this change, the number of transactions recorded are significantly higher and therefore not meaningful to compare to total vehicle transactions recorded for prior years.

[64] Audit procedures performed confirmed actual operating expenses for both the FYE May 31, 2024, and 2025, were below budgeted amounts.

Table 3

Comparison of 2022 vs. 2026 Projections for Toll Revenue FYE May 31, 2022, through May 31, 2041 (Amounts in 000's)			
FYE May 31	**Projected Toll Revenue (Act 44 Financial Plan FY 2022[a/])**	**Projected Toll Revenue (Act 44 Financial Plan FY 2026[b/])**	**Annual Change in Projected Toll Revenue**
2022	$1,386,368	$1,459,916	$73,548
2023	$1,517,333	$1,540,705	$23,372
2024	$1,632,077	$1,608,793	($23,284)
2025	$1,757,049	$1,720,694	($36,355)
2026	$1,885,782	$1,778,678	($107,104)
2027	$1,996,176	$1,855,544	($140,632)
2028	$2,081,919	$1,934,925	($146,994)
2029	$2,165,751	$2,002,612	($163,139)
2030	$2,254,878	$2,079,274	($175,604)
2031	$2,347,656	$2,158,597	($189,059)
2032	$2,444,003	$2,245,779	($198,224)
2033	$2,543,857	$2,325,216	($218,641)
2034	$2,647,033	$2,414,121	($232,912)
2035	$2,753,677	$2,506,033	($247,644)
2036	$2,863,919	$2,607,289	($256,630)
2037	$2,977,795	$2,698,388	($279,407)
2038	$3,094,621	$2,799,083	($295,538)
2039	$3,215,332	$2,902,999	($312,333)
2040	$3,340,365	$3,017,731	($322,634)
2041	$3,469,811	$3,120,727	($349,084)

a/ - Commission's Act 44 Financial Plan FY 2022 was issued on June 1, 2021.
b/ - FYE May 31, 2022, 2023, 2024, and 2025 are actual amounts reported in the respective years' ACFRs. FYE May 31, 2026, through May 31, 2041, are projected amounts reported in the Commission's Act 44 Financial Plan FY 2026 issued on May 30, 2025.

Source: This table was compiled by the staff of the Department of the Auditor General based on information provided in the Commission's Act 44 Financial Plans and Traffic and Revenue Forecast Studies, both performed by Commission consultants. The reliability of this data has not been determined as noted in Appendix A. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

Our prior audit reported the consultants lowered the projections for the Commission's toll revenue from FYE May 31, 2022, through FYE May 31, 2026, but then raised the projections for FYE May 31, 2027, through May 31, 2040. The increases to toll revenue projections were due to toll rate increases already implemented and the anticipated annual increases scheduled to occur along with assumptions that the negative impact on travel due to the pandemic will no longer be an issue. However, Table 3 above shows that actual toll revenue for FYE May 31, 2024, and 2025 was lower than expected. Additionally, the consultants lowered projections for the period FYE May 31, 2026, through 2041, in its latest FY 2026 projections.

The consultants update the forecast for traffic and toll revenue based on estimates and assumptions for items such as general economic conditions, fuel prices, and actual traffic and revenue experience. Commission management stated that long-range econometric projections by the Commission's consultant made during our prior audit period of June 1, 2018, through June 13, 2022, were based on pre-pandemic traffic assumptions. However, in 2023, the consultant modestly lowered its long-term revenue projections. Although toll revenue projections were lowered, as reflected in Table 3, the Commission anticipates having sufficient funds remaining after operating expenses to cover its scheduled debt payments through 2045 as shown in Table 1.

The Commission's ability to make its projected debt payments depends upon toll revenue meeting projections and continuing to make positive adjustments to minimize expenses.

As of May 31, 2022, the Commission had over $7.3 billion in debt associated with Act 44/89 mandated payments to PennDOT.[65] As part of our audit, we performed procedures to analyze the reasonableness of the Commission's projections that it is able to meet future debt payments. Unlike results reported in our prior two audits, issued in March 2019 and September 2022, where the Commission reduced its projected annual scheduled debt payments in most of the years over the next 20 years, we found that in comparing the FY 2022 and FY 2026 Act 44 Financial Plans, the Commission reduced its projected annual scheduled debt payments in only two years through 2045.[66] Table 4 below illustrates the projected substantial increase in debt payments through 2045 as reported in 2025 compared to the amounts reported in 2021.

[65] Beginning in FYE May 31, 2023, the Commission's annual Act 44/89 payment was required, by statute, to be funded by current revenues rather than being financed. *See* 74 Pa.C.S. § 1506(b)(1)(ii),(iii).

[66] The prior two audits reported when comparing scheduled debt payments over the next 20 years (projected in 2016 versus 2018 and 2018 versus 2021), the amount of projected debt payments was reduced every year in one report and all but six years in the most recent audit report.

Table 4

Comparison of 2021 vs. 2025 Projections for Debt Payments FYE May 31, 2025, through May 31, 2045 (Amounts in 000's)			
FYE May 31	**Total Scheduled Debt Payments Projected in 2021[a/]**	**Total Scheduled Debt Payments Projected in 2025[b/]**	**Annual Change in Total Scheduled Debt Payments[c/]**
2025	$947,033	$914,604	$(32,429)
2026	$1,003,831	$974,660	$(29,171)
2027	$1,031,802	$1,034,118	$2,316
2028	$1,031,110	$1,080,339	$49,229
2029	$1,066,635	$1,126,765	$60,130
2030	$1,105,420	$1,176,361	$70,941
2031	$1,133,443	$1,212,905	$79,462
2032	$1,154,074	$1,245,110	$91,036
2033	$1,176,581	$1,273,594	$97,013
2034	$1,200,167	$1,298,733	$98,566
2035	$1,223,444	$1,335,899	$112,455
2036	$1,239,002	$1,365,853	$126,851
2037	$1,247,598	$1,392,842	$145,244
2038	$1,244,731	$1,415,025	$170,294
2039	$1,235,889	$1,415,671	$179,782
2040	$1,091,079	$1,295,195	$204,116
2041	$1,164,105	$1,357,075	$192,970
2042	$1,133,688	$1,339,061	$205,373
2043	$1,001,804	$1,211,701	$209,897
2044	$980,056	$1,172,058	$192,002
2045	$860,395	$1,079,943	$219,548

[a/] - The Commission's FY 2022 Act 44 Financial Plan was issued on June 1, 2021.
[b/] - Amounts as reported in the Commission's FY 2026 Act 44 Financial Plan, issued on May 30, 2025.
[c/] - "Total Scheduled Debt Payments Projected in 2021" minus the "Total Scheduled Debt Payments Projected in 2025".

Source: This table was compiled by the staff of the Auditor General based on information provided in the Commission Act 44 Financial Plans. The reliability of this data has not been determined as noted in Appendix A. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

Commission management stated that the increase in projected annual debt payments is due, in part, to the additional debt issued by the Commission for the continued renovation and reconstruction of the Turnpike system which had previously been deferred due to the required Act 44/89 payments to PennDOT. Commission management further stated that rising costs, driven by inflation, also modestly increased the amount it had to borrow to fund its capital projects.

As previously reported in Table 1, based on projections, the Commission can sustain its debt payments from annual revenue remaining after operating expenses through 2045.

Commission management statements, supported by our audit procedures, indicate that the Commission is financially strong due, in part, to the following:

- Stable and growing traffic volumes with steady revenue growth.
- Increase in its reserves or "days of cash on hand."
- Generally flat operating expenses for the better part of the past decade and actual operating expenses below budgeted levels for the last eight years.
- Active management of its outstanding debt and generation of savings through selective refinancing opportunities.[67]
- Credit rating scores, discussed in a later section of the finding, which have been upgraded since the prior audit.

The current requirements in Act 89, if unchanged, have the Commission making annual payments of $50 million (down from $450 million beginning with FYE May 31, 2023).[68] This reduction is dependent upon the Governor and the legislature not enacting any legislation to increase the annual amounts to provide additional funds to PennDOT.

Potential revenue lost due to toll-free travel for Commission employees.

As reported in our four prior audits issued in 2013, 2016, 2019, and 2022,[69] Commission policy considers all employees' responsibilities as "round the clock" and therefore allows employees to travel toll-free on the Turnpike. This policy continued during our current audit period. Our prior audit issued in 2022 reported over $3.2 million in employee toll-free travel for the three-year period June 1, 2018, through May 31, 2021. During the three-year period of the current audit, the amount of employee toll-free travel increased to $3,788,155.[70] Although $3.7 million over three

[67] Commission management stated that since 2009, the Commission has refinanced over $10.32 billion in outstanding debt for interest rate savings and generated a total of over $1.69 billion in lower interest costs on its outstanding debt. However, we did not perform any procedures to validate management's statement regarding these amounts.
[68] 74 Pa.C.S. § 1506(c)(3.4); *see also* 72 P.S. § 7238 (relating to Collection of tax on motor vehicles, trailers and semi-trailers).
[69] The prior audit, issued in September 2022, included the status of a prior audit finding (*Previous Prior Year Finding 1)* regarding the Commission permitting its employees to ride the Turnpike toll-free.
[70] The amount of employee toll-free travel, obtained from Commission management, is of undetermined reliability as noted in *Appendix A*. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

years may seem insignificant compared to the Commission's total toll revenue of $4.87 billion[71] over the same period, given the Commission's Act 44/89 payments and associated debt payments, contributions for capital projects, and annual toll price increases (described in *Finding 2*); it continues to be imperative for the Commission to make every effort to increase its revenue, including considering amending policy regarding employee toll-free travel.[72]

Overall Conclusion

Based on our review of traffic and toll revenue projections by the Commission's consultants, it appears that the Commission will be able to meet its debt payments over the next 20 years if conditions remain consistent with those relied upon in the consultants' reports and those ensuring that the $50 million annual payment to PennDOT is not increased. However, inherent uncertainties with projecting future traffic and toll revenue and the occurrence of unforeseen circumstances have caused concerns about the capacity of the Commission to maintain its ongoing debt payments, including the amounts due to PennDOT and the associated accumulated debt. Therefore, the Commission's ability to raise toll revenue to cover Act 44/89 payments to PennDOT, its associated debt payments, and contributions for capital projects remain a significant challenge.

Recommendations for Finding 1

We recommend the Commission:

1. Ensure that traffic projections used to forecast toll revenue are conservative and realistic based on data related to current and immediate future projections.

2. Evaluate and scrutinize sources of revenue and operating expenses to find ways to increase revenue while reducing costs. Several immediate recommendations include reducing toll-free use of the Turnpike by employees as well as recommendations made in *Finding 5* to increase collection of unpaid toll invoices.

3. Evaluate ways to increase passenger car and commercial use of the Turnpike.

4. Continue to analyze and manage its debt, especially considering the fluctuations in interest rates.

[71] The Commission's ACFR for the FYE May 31, 2025, reported toll revenue (fares) amounts (in 000's) for the FYE May 31, 2023, 2024, and 2025, as $1,540,705; $1,608,793; and $1,720,694, respectively.
[72] The Commission revised its policy effective February 3, 2026, which includes additional audit controls and disciplinary measures for employees who fail to keep their account information up to date but it does not limit toll-free travel for Commission employees.

We recommend the Pennsylvania General Assembly:

1. As recommended in our prior audit, develop a joint taskforce comprised of representatives of the Senate and House Appropriations and Transportation Committees, the Commission, PennDOT, and trucking industry/driver's associations. The task force should draft new legislation to help ensure the current debt burden placed on the Commission is considerably mitigated for the continued viability of the Commission and the toll road system in Pennsylvania, as well as focusing on reasonable alternative revenue sources.

2. Refrain from increasing the current $50 million annual payment and further consider removing or reducing the Commission's requirement to pay PennDOT $50 million each year through 2057.

Finding 2 – Toll increases driven by Act 44/89 continue to burden travelers, while the Act's reduced payment obligations have improved the Commission's credit rating.

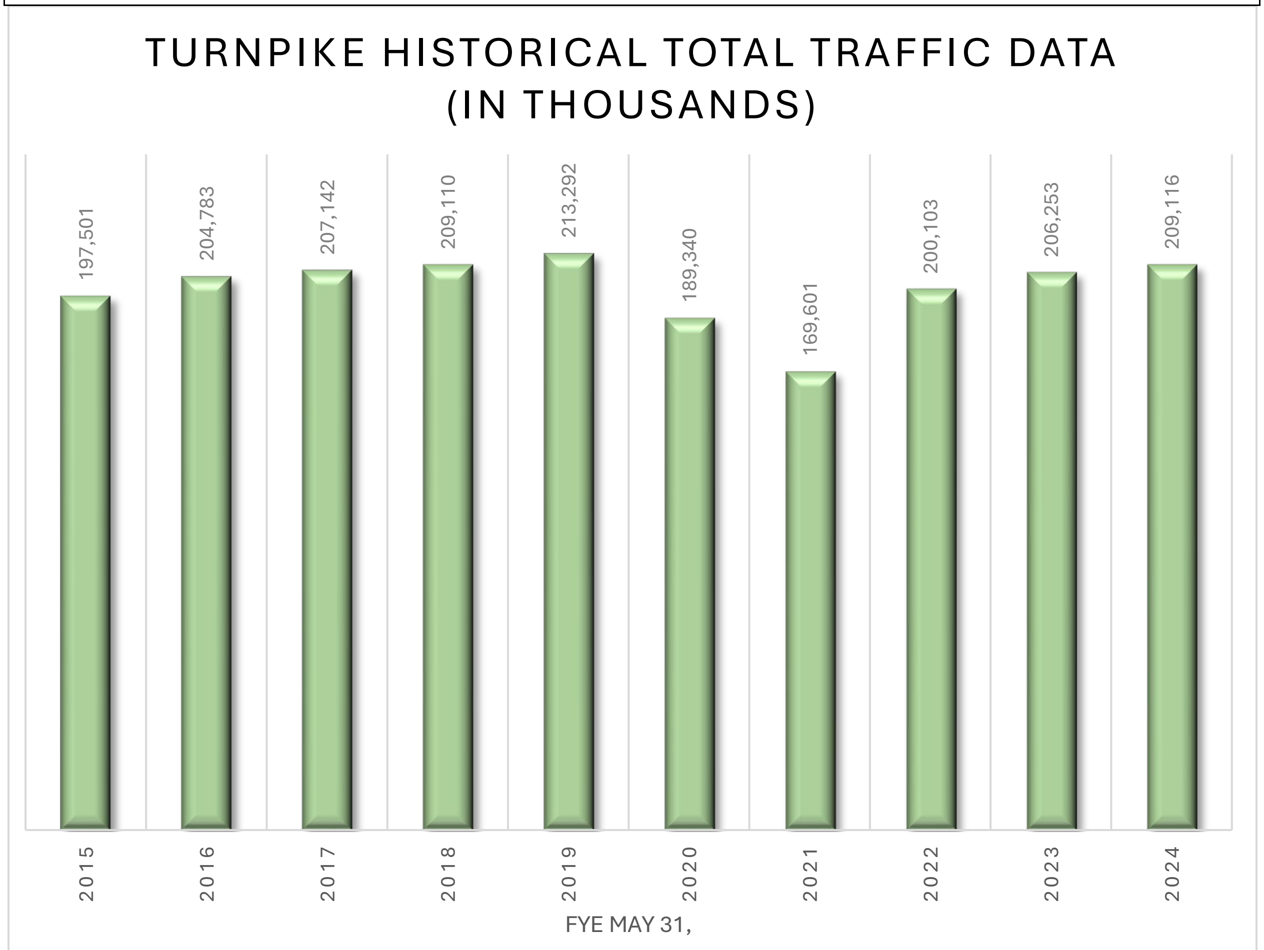
As discussed in *Finding 1*, the Pennsylvania Turnpike Commission (Commission) continues to face challenges raising adequate toll revenue to make the payments required by Act 44 of 2007 and Act 89 of 2013 (hereinafter referred to as Act 44/89), as well as associated debt payments and contributions for capital projects. Raising sufficient toll revenue is dependent upon travelers continuing to utilize the Turnpike despite the escalating cost of annual toll increases. The negative effect from annual toll increases on Turnpike travelers has been discussed in prior audit reports. Based on our current audit procedures covering the three fiscal years ended (FYE) May 31, 2023, 2024, and 2025, we provide updates from the conditions described in our prior audit report issued in September 2022 (prior report) regarding the following topics:

- Turnpike traffic and toll rates.
- Effects on credit rating and debt financing costs.
- Effects on travelers and capital projects.

Turnpike traffic and toll rates.

The Commission has implemented a toll increase each year since FYE May 31, 2009, as a result of its mandated annual Act 44/89 payments to the Pennsylvania Department of Transportation (PennDOT). As noted in the prior report, traffic volume remained relatively flat since 2004, until traffic decreased in 2020 due to the pandemic. The following graph shows, prior to the implementation of Open Road Tolling (ORT) in January 2025 (described in *Finding 3*), the total number of vehicles traveling the Pennsylvania Turnpike per year over the last 10 years:

Graph 1



Note 1: The graph only reports traffic totals through May 31, 2024, due to the implementation of ORT in January 2025 and the resulting change in how vehicle travel transactions are recorded. What was formerly a single trip with one transaction recognized between the entry and exit points of the Turnpike may now be multiple transactions as vehicles pass through a number of gantries/segments on the same trip. As a result of this change, the number of ORT transactions recorded are significantly higher and therefore not meaningful to compare to total vehicle transactions recorded for the years prior to the implementation of ORT.
Note 2: The traffic data for FYE May 31, 2015, through May 31, 2021, differs from the amounts reported in the prior audit report due to the Commission updating the amounts as a result of a 2021 change in methodology for reporting traffic transactions, as described in its 2025 Annual Comprehensive Financial Report (ACFR).

Source: This graph was developed by the staff of the Auditor General based on information reported in the Commission's May 31, 2024, and May 31, 2025, ACFRs.

As noted in our prior report, before the enactment of Act 44, the Commission increased tolls only five times in 64 years. Comparatively, the Commission has increased tolls in each of the last 18 years. The enactment of Act 44 and the Commission's increasing debt load forced the

Commission to increase tolls each year since January 1, 2009, with each increase being greater than the rate of inflation for that respective year, until 2022 when the rate of inflation exceeded the toll rate increase. The annual toll increase was five percent from 2022 through 2025. In 2026, the increase was reduced to four percent (*see* Table 1 in *Appendix E* for detail on the rate of inflation and the toll increase for the calendar years 2009 through 2055). The Commission plans to increase tolls each year through 2055 to meet its Act 44/89 obligations.

To better understand the effects of these toll increases, as well as the new toll rates after the implementation of ORT in January 2025, we calculated toll rates for traveling between Philadelphia and Pittsburgh, entering the Turnpike system at Valley Forge (Exit 326), and exiting at Pittsburgh (Exit 57). We calculated future toll rates using the projected increases described in Table 1 in *Appendix E*. We scheduled the toll rates for a passenger vehicle (Class 2L) and a commercial vehicle (Class 5H). The results for 2026 and 2055 are presented as follows (*see* Table 2 in *Appendix E* for detail on future toll rates calculated for all calendar years 2027 through 2055):

Table 1

Projected Toll Rates from Valley Forge (Exit 326) to Pittsburgh (Exit 57) Calendar Year 2026 and 2055				
270.18 Miles				
	Passenger Vehicle, Class 2L[a/]		**Commercial Vehicle, Class 5H**[b/]	
Year	**E-ZPass**	**Toll By Plate (TBP)**[d/]	**E-ZPass**	**TBP**
2026[c/]	$41.17	$82.34	$164.68	$329.36
2055	$97.49	$194.98	$389.96	$779.93

[a/] - Class 2L means the vehicle has two axles and is Low Profile (vehicle height is equal to or less than seven foot six inches.)
[b] - Class 5H means the vehicle has five axles and is High Profile (vehicle height is greater than seven foot six inches.)
[c/] - The E-ZPass and TBP amounts for 2026 are the actual toll rates according to the Commission's online toll calculator. https://www.paturnpike.com/toll-calculator.
[d] - By using the autopay feature for the Registered Toll By Plate (RTBP) program, non-E-ZPass customers who pre-register their vehicle and provide payment card information as means of electronic payment receive a 15 percent discount on their invoice with a successful payment.

Source: This table was compiled by the staff of the Department of the Auditor General based on the 2026 current toll rates and the assumed toll rate increases based on Traffic and Revenue Forecast Studies performed by a Commission consultant. The assumed toll rate increases are of undetermined reliability as noted in Appendix A. However, this data is the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

The one-way toll costs between Philadelphia and Pittsburgh as shown in Table 1 will increase at the same rates for traveling other distances on the Turnpike. At some point, the increased cost of toll rates for Turnpike travel, which is projected to more than double by 2055, may prompt some motorists to seek alternate, toll-free routes. This would negatively impact the Commission's revenues while increasing traffic on other roads. The estimated reduction (from the fiscal year (FY) 2022 Act 44 Financial Plan to the FY 2026 Act 44 Financial Plan) in projected Turnpike toll revenue through 2041, as shown in Table 3 in *Finding 1*, indicate that such Turnpike traveler avoidance may already be occurring. However, factors such as Turnpike traffic continuing to recover from pandemic-related decline in traffic in 2020 and 2021 and negative impacts from recent economic challenges and fuel cost increases prevent us from drawing definitive conclusions in this regard.

Effects on credit rating and debt financing costs.

The Commission's credit ratings decreased slightly after the passage of Act 44 but remained steady as noted in the prior audit report.[73] However, since our prior audit, the Commission's credit ratings from two agencies [Moody's Investors Service (Moody's) and Fitch Ratings (Fitch)] improved. As of April 14, 2026, the Commission's ratings from the two credit rating agencies were Aa3 and AA- with both reporting a stable outlook.[74] The improved credit rating occurred after the decrease in the Commission's annual Act 44/89 payment obligations from $450 million to $50 million starting in 2022, for FYE May 31, 2023. As reported in further detail below, both credit rating agencies noted the Commission's strong demand by commercial traffic and ability to annually increase toll rates as the rationale for its ratings. In a February 18, 2026, rating action, Moody's cited the following:

> *The Aa3 senior lien revenue bond ratings reflect the Commission's strong and well-established market position with a history of strong demand, especially for commercial traffic, coupled with a proven willingness to continue to annually raise toll rates at or above inflation levels to meet targeted financial metrics for over a decade. Annual toll rate increases support the historically rising total debt outstanding that is now forecast to modestly increase as strong revenue growth continues and more capital is forecast to be funded with excess cashflow instead of debt over time. Over the long-term, revenue growth will primarily be driven by toll rate increases as normalized traffic growth will remain below 1% per year. The rating also reflects the turnpike system's essentiality as a key east-west transportation corridor in the eastern US with a very long operating and tolling history, as well as well-managed financial operations with consistently strong debt service coverage ratios (DSCRs) and a sound liquidity position.*

[73] For a short period after the beginning of the pandemic, its outlook was moved from stable to negative. The move from stable to a negative outlook was only for the Commission's subordinate revenue bonds; the Commission's senior revenue bonds remained at a stable outlook.

[74] According to the rating scale on their respective websites, Moody's rating of Aa3 indicates high quality and subject to very low credit risk and Fitch's rating of AA- indicates very high quality with expectations of very low default risk and very strong capacity for payment of financial commitments.

> *The stable outlook reflects our expectation that the Commission will continue to implement annual toll rate increases…*
>
> *Factors that could lead to a downgrade of the ratings include: (1) Toll increases are not implemented as planned or if traffic, revenues, or liquidity levels consistently fall short of forecast levels; and (2) Materially higher than currently forecast additional debt for capital improvements.*

Regarding Fitch's AA- rating on February 18, 2026, to the Commission's senior lien revenue bonds and senior revenue refunding bonds, Fitch reported the following:

> *PTC plays a vital role in serving the state's major population centers and as a critical part of the country's interstate system, evidenced by its relatively stable historical traffic and revenue performance. Dependence on commercial traffic is relatively high. Current toll rates are moderate. PTC benefits from economic ratemaking flexibility. Traffic has demonstrated relatively low elasticity to toll increases applied since 2004.*
>
> *PTC benefits from unlimited legal authority to raise rates and has implemented above inflationary increases historically. However, there may be political risk associated with implementing annual toll rates above the long-term inflation target, as is anticipated in the PTC's financial plan.*
>
> *PTC' 10-year capital plan is large and focused on enhanced reinvestment in the asset. Fitch believes the current capital plan is adequate to accommodate a majority of PTC's needs over the next several years, while ensuring acceptable operating conditions. The reduction of annual Act 44 payments eases the overall debt burden, allowing greater accumulation of cash flow for pay-go funding in outer years.*
>
> *Factors that could, individually or collectively, lead to negative rating action/downgrade include lower than anticipated toll rate increases due to political opposition and/or inability to manage operating and capital expenses…*[75]

The reduction of annual Act 44/89 payments positively affected the Commission's credit rating, which helps to reduce its borrowing costs. Commission management stated that it is now rated "AA" or its equivalent, by all four Wall Street credit rating agencies[76] which is significant since it is the first time it has regained this rating since the enactment of Act 44 in 2007.

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[75] https://www.fitchratings.com/research/infrastructure-project-finance/fitch-rates-pennsylvania-turnpike-sr-rev-refunding-bonds-aa-outlook-stable-18-02-2026 (accessed April 13, 2026).

[76] The Commission's FY 2026 Act 44 Financial Plan reported strong credit ratings from Moody's Investor Service, S&P Global Ratings, Fitch Ratings, and Kroll Bond Rating Agency.

Effects on travelers and capital projects.

As previously reported, the Commission accumulated a considerable amount of debt to pay PennDOT $8.05 billion as of May 31, 2025. The Commission must pay the associated debt service for approximately the next 26 years. As noted in the prior report, Commission management stated that, over the years, the payments to PennDOT and the associated debt left the Commission in a position of focusing only on "protection" projects that maintain the roadway and delaying "performance" projects that improve the Turnpike system. However, with the reduced annual payment to PennDOT, the Commission now plans to invest more in improving the Turnpike system. The Commission's 2026 capital plan notes their intent to spend $8 billion over the next 10 years, with annual amounts ranging from almost $738 million to more than $900 million. According to Commission management, plans include expanding the roadway from four to six lanes to keep up with increased demands and for safety purposes; installing a systemwide fiber optic network to power the conversion to all-electronic tolling and other improvements; and adding new interchanges in Montgomery, Lackawanna, and Westmoreland counties.

Although the Commission made its final $450 million Act 44/89 payment to PennDOT in July 2021 and now makes lower annual payments of $50 million, Turnpike customers will not feel toll relief. Due in part to the previously reported 26-year debt obligation and the funds required for its capital projects, the Commission plans to annually increase toll rates through 2055 as shown in Table 1 in *Appendix E.* Toll rate increases directly impact the travelers who provide the Commission with most of its revenue.

Every annual toll increase is a burden for Pennsylvania consumers and businesses, as transportation costs are a fundamental component of retail prices for consumer goods. Additionally, annual toll increases place a heavy burden on those travelers who use the Turnpike for their daily commute. The Commission's planned annual increases in toll rates may therefore be an unsustainable practice for the Commission to meet its Act 44/89 related debt service and capital improvement expenses over the long term.

Overall Conclusion

The Commission's payments to PennDOT required by Act 44/89 continue to cause negative effects, including the need to annually increase toll rates by three and a half percent in 2027 and three percent in 2028 through 2055. Rising tolls could lead motorists to seek alternate routes, which would negatively impact the Commission's revenues and jeopardize its ability to raise funds to meet its Act 44/89 debt obligations. However, the Commission's overall credit rating continues to improve since the Act 44/89 payment obligations to PennDOT were reduced to $50 million per year. Additionally, the reduction in Act 44/89 payments has allowed the Commission to invest capital funds in the Turnpike's future improvement beyond maintenance.

Recommendation for Finding 2

We recommend the Commission:

1. Continue to explore alternative ways of increasing revenue, other than toll increases, and decreasing operating expenses to help alleviate the amount of toll increases that may be necessary.

Finding 3 – The implementation of Open Road Tolling in January 2025 impacted both passenger and commercial vehicles' toll rates.

Prior to the implementation of Open Road Tolling (ORT) in January 2025,[77] the Pennsylvania Turnpike (Turnpike) did not have a uniform rate per mile to determine tolling rates by vehicle classification. Prior to ORT, the Turnpike was the last toll agency to use weight-based vehicle classifications. The Pennsylvania Turnpike Commission (Commission) saw ORT as an opportunity to transition to the industry standard of using the number of axles and height-based tolling. According to Commission management, the planning for the conversion to ORT began approximately eight years ago. As part of that planning, the Commission established an ORT Steering Committee tasked with deciding on the formula to be used for determining ORT rates.[78]

According to Commission management, there is no single, universally mandated industry standard for tolling vehicle classification. The Commission relies on guidance from the *Federal Highway Administration's Traffic Monitoring Guide,*[79] which provides general frameworks for vehicle classification. Historically, toll agencies structured toll rates to reflect roadway depreciation caused by vehicles. Therefore, vehicle classification was based on weight under the assumption that heavier vehicles cause more roadway depreciation than lighter ones. The industry shift from weight-based to axle-based classifications makes similar assumptions for each classification regarding highway damage and depreciation for each type of vehicle. The industry also recognized that axles, often with height attributes, are easier to capture accurately with modern tolling technology, especially in ORT environments where weight-based measurements are impractical to accurately capture at highway vehicle speeds. These methods, which have been adopted across the country, helped to inform the Commission's decision-making surrounding conversion to ORT and its tolling formula.

The Commission also contracted a consultant to assist in establishing the new ORT tolling rates.[80] The consultant studied and analyzed the impacts of ORT conversion, held discussions with the ORT Steering Committee, and developed three ORT tolling formulas for consideration.

[77] ORT was first implemented East of Reading and on the Northeast Extension of the Turnpike. The Commission plans a statewide launch in January 2027.

[78] Commission members of the ORT Steering Committee included, but were not limited to, executive management and staff from the finance, engineering, communications, toll collections, customer and business solutions, technology, and maintenance departments.

[79] The *Federal Highway Administration's Traffic Monitoring Guide* (TMG), issued in December 2022, documents policies, standards, procedures, and equipment used in a traffic monitoring program with a view toward the future of traffic monitoring practices. The TMG also provides guidance to state highway agencies in the methodologies and approaches used to collect, analyze, and report traffic data for their jurisdictions. https://highways.dot.gov/safety/data-analysis-tools/rsdp/rsdp-tools/traffic-monitoring-guide-tmg#:~:text=Traffic%20data,%20which%20includes%20counts,assist%20novice%20through%20expert%20users. (accessed February 27, 2026).

[80] The consultant is the same professional firm that performs annual traffic and toll revenue projections for the Commission (discussed in *Finding 1*) and according to Commission management is the main firm used by turnpike authorities and commissions throughout the country.

According to Commission management, the formulas were considered with the final goals being revenue neutrality,[81] fairness to the customers, and creating something to build upon going forward. Additionally, the selected option was one that would negatively impact the least number of travelers.

Ultimately, the Commission decided on a formula that bills motorists, based on the vehicle's height and number of axles; a flat rate per mile; plus a fixed per-gantry fee. With ORT, motorists are billed a separate amount for each gantry passed instead of the prior method of one rate billed based on the entry and exit interchanges used. The gantry is positioned between existing interchanges and functions as the tolling point for that segment of the Turnpike. Therefore, motorists passing by multiple gantries will see billings for multiple segment fees for one trip.

The tolling formula for rates in the new ORT system is the distance in miles between interchanges times the per-mile rate, which for 2025, the first year of ORT, was $0.07 per mile. This amount is then added to the established segment fee which in 2025 was $1.09.[82] The resulting amount is then multiplied by a new standard axle-height factor[83] to differentiate rates between vehicle classes. The following table includes the toll factors, by the new classes,[84] established by the Commission:

Toll Factors By Class		
Axle/Height Class[a/]	**Abbreviation of Class**	**Toll Factor**
2 Axle, Low Profile	2L	1.0
3 Axle, Low Profile	3L	1.5
4 Axle, Low Profile	4L	2.0
5 Axle, Low Profile	5L	2.5
6+ Axle, Low Profile	6L	3.0
2 Axle, High Profile	2H	1.5
3 Axle, High Profile	3H	2.0
4 Axle, High Profile	4H	3.0
5 Axle, High Profile	5H	4.0
6 Axle, High Profile	6H	5.0
7+ Axle, High Profile	7H	6.0

[a/] - The number indicates how many axles are on the vehicle. Profile refers to the vehicle height. Low Profile means the height is equal to or less than seven foot six inches. High Profile means the height is greater than seven foot six inches.

[81] According to Commission management, the decision was made that the conversion to ORT should not result in additional revenue in excess of the annual toll increase mandated through Act 44.
[82] In accordance with its Act 44 plan, the Commission implemented a four percent toll rate increase effective January 4, 2026. The increase changed the per-mile rate from $.07 to $.073 and the segment fee from $1.09 to $1.13.
[83] The axle-and height-based system is a change from the prior system that was weight-based.
[84] This conversion to the new toll rate formula resulted in the change of the number of unique classes from nine to eleven.

Source: The Toll Factors by Class table was obtained from the Commission's 2025 Traffic and Toll Revenue Bring Down Letter prepared by the Commission's consultant.

For example, in 2025, the new ORT toll rate for a passenger vehicle, Class 2L, traveling the 14 miles between the Morgantown and Downingtown Turnpike interchanges was $2.07 (14 miles times the $0.07 per mile rate plus the $1.09 segment fee times the Class 2L factor rate of 1.0 (as indicated in the table above) for a passenger type vehicle.

The Commission's website reported that in January 2025, when ORT rates were implemented[85] and the five percent scheduled toll increase went into effect, approximately 84 percent of E-ZPass passenger trips would see a toll decrease or increase of less than $1 compared to 2024 rates.[86] The table below reports our analysis of travel on the Turnpike from the Valley Forge interchange to selected interchanges and the change in the rates from the 2024 toll rates to the new ORT rates in 2025. Although the changes in rates from 2024 to 2025 will vary depending on the entry and exit location as well as the distance traveled, we selected Valley Forge as the starting point to coincide with the use of the Valley Forge interchange in *Finding 2* and in prior audit reports when projecting toll rates over the next 30-year period for Class 1 and Class 6 vehicles.[87]

Commission management stated there is no exact one-to-one equivalency between the former weight-based vehicle classification system and the new height and axle-based system implemented under ORT. However, our analysis used the new Class 2L vehicles, as they are comparable to the prior Class 1 passenger vehicles.[88] Our analysis also includes a comparison of 5H vehicles to both the prior Class 6 and Class 7 vehicles since those two classes had more than 75 percent of their vehicle types re-classified to a 5H vehicle.[89]

The tables below compare the E-ZPass and TBP 2024 toll rates for previous Class 1, 6, and 7 vehicles to the 2025 ORT rates for Class 2L and 5H vehicles. The comparison reflects the total amount of toll rates when traveling from the Valley Forge Turnpike interchange to Turnpike

[85] Even with only the partial implementation of ORT tolling points, the Commission restructured the toll rates for the entire mainline system with a new formula approach that utilizes miles traveled between interchanges as an input. The Turnpike mainline connects with the Ohio Turnpike in western Pennsylvania and with the New Jersey Turnpike in Eastern Pennsylvania.

[86] https://www.paturnpike.com/news/details/2025/01/06/understanding-the-pa-turnpike-s-open-road-tolling-changes (accessed February 23, 2026). Our audit procedures did not include analysis of toll rates for all classes of vehicles from all toll points. Therefore, we cannot confirm the Commission's statement that approximately 84 percent of E-ZPass passenger trips would see a toll decrease or increase of less than $1 compared to 2024 rates. However, we did perform analysis on two classes of vehicles (2L and 5H) utilizing Valley Forge (Exit/Mile 326) as the entry point. This analysis is reported later in this section of the finding and in more detail in *Appendix F*.

[87] Class 1 – passenger vehicle, less than 7,000 lbs., 2 Axles. Class 6 – commercial vehicle, 45,001 – 62,000 lbs.

[88] Analysis performed by the Commission indicates that 98.5 percent of Class 1 vehicles are now classified as 2L vehicles.

[89] Analysis performed by the Commission indicates that 75.45 percent of Class 6 vehicles are now classified as 5H vehicles and 82.35 percent of Class 7 vehicles are now classified as 5H vehicles.

interchanges selected, in part, due to those exits representing the largest and smallest increase and decrease in dollar amount and percentage change.

Toll Rate Changes from 2024 to 2025 ORT from Valley Forge (Exit/Mile 326) to Selected Interchanges									
		E-ZPass				TBP			
Exit/ Mile	Interchange	2024	2025	Dollar Increase/ (Decrease)	Percent Increase/ (Decrease)	2024	2025	Dollar Increase/ (Decrease)	Percent Increase/ (Decrease)
Passenger Vehicle: Class 1[a/] in 2024 Compared to 2L[b/] in 2025									
352	Street Road	$5.80	$7.27	$1.47	25.3%	$12.00	$14.54	$2.54	21.2%
333	Norristown	$2.90	$1.58	($1.32)	(45.5%)	$5.60	$3.16	($2.44)	(43.6%)
298	Morgantown	$5.20	$5.23	$0.03	0.6%	$10.50	$10.46	($0.04)	(0.4%)
247	Harrisburg East	$11.00	$12.07	$1.07	9.7%	$22.60	$24.14	$1.54	6.8%
226	Carlisle	$13.50	$16.81	$3.31	24.5%	$27.50	$33.62	$6.12	22.3%
28 13 10 2	Cranberry Beaver Valley New Castle Gateway[c/]	$40.70	$44.84	$4.14	10.2%	$82.60	$89.68	$7.08	8.6%

Toll Rate Changes from 2024 to 2025 ORT from Valley Forge (Exit/Mile 326) to Selected Interchanges									
		E-ZPass				TBP			
Exit/ Mile	Interchange	2024	2025	Dollar Increase/ (Decrease)	Percent Increase/ (Decrease)	2024	2025	Dollar Increase/ (Decrease)	Percent Increase/ (Decrease)
Commercial Vehicle: Class 6[d/] in 2024 Compared to 5H[e/] in 2025									
352	Street Road	$19.40	$29.08	$9.68	49.9%	$39.10	$58.16	$19.06	48.8%
333	Norristown[f/]	$7.50	$6.32	($1.18)	(15.7%)	$15.20	$12.64	($2.56)	(16.8%)
320	S.R. 29	$4.70	$6.04	$1.34	28.5%	$9.70	$12.08	$2.38	24.5%
247	Harrisburg East	$39.60	$48.28	$8.68	21.9%	$80.30	$96.56	$16.26	20.3%
226	Carlisle	$47.80	$67.24	$19.44	40.7%	$96.80	$134.48	$37.68	38.9%
39	Butler Valley	$145.30	$171.92	$26.62	18.3%	$293.60	$343.84	$50.24	17.1%
31	Lansdale	$12.20	$13.76	$1.56	12.8%	$24.80	$27.52	$2.72	11.0%
28 13 10 2	Cranberry Beaver Valley New Castle Gateway[c/]	$154.90	$179.36	$24.46	15.8%	$312.80	$358.72	$45.92	14.78%
Commercial Vehicle: Class 7[g/] in 2024 Compared to 5H in 2025									
352	Street Road	$27.30	$29.08	$1.78	6.5%	$55.10	$58.16	$3.06	5.6%
333	Norristown	$10.30	$6.32	($3.98)	(38.6%)	$21.60	$12.64	($8.96)	(41.5%)
320	S.R. 29	$6.70	$6.04	($0.66)	(9.9%)	$13.90	$12.08	($1.82)	(13.1%)
247	Harrisburg East	$57.40	$48.28	($9.12)	(15.9%)	$115.90	$96.56	($19.34)	(16.7%)
226	Carlisle	$69.20	$67.24	($1.96)	(2.8%)	$140.10	$134.48	($5.62)	(4.0%)
39	Butler Valley	$209.70	$171.92	(37.78)	(18.0%)	$423.10	$343.84	($79.26)	(18.7%)
31	Lansdale	$17.00	$13.76	($3.24)	(19.1%)	$34.50	$27.52	($6.98)	(20.2%)
28 13	Cranberry Beaver Valley	$221.60	$179.36	($42.24)	(19.1%)	$446.90	$358.72	($88.18)	(19.7%)

102	New Castle Gateway[c/]								

[a/] - Passenger vehicle, less than 7,000 lbs., 2 Axle.
[b/] - Passenger vehicle, 2 Axle, Low Profile (vehicle height is equal to or less than seven foot six inches).
[c/] - The four interchanges listed all have the same toll rates for 2024 and 2025.
[d/] - Commercial vehicle, 45,001 – 62,000 lbs.
[e/] - Commercial vehicle, 5 Axle, High Profile (vehicle height is greater than seven foot six inches).
[f/] - Norristown was only one of two interchanges in the comparison of prior Class 6 vehicle to current 5H vehicle that the dollar amount decreased from 2024 to 2025. *See Appendix F* for analysis of toll rates from the Valley Forge interchange to all interchanges on the Turnpike.
[g/] - Commercial vehicle, 62,001 – 80,000 lbs.

Source: Produced by the staff of the Department of the Auditor General based on the Commission's E-ZPass and Toll By Plate rate schedules for 2024 and 2025.

The Commission's website reported that when ORT rates were implemented, approximately 84 percent of E-ZPass passenger trips would see a toll decrease or increase of less than $1 compared to 2024 rates. However, based on our analysis of passenger vehicles (using E-ZPass) starting their trip from Valley Forge, some trips saw toll decreases up to $1.32, but others saw increases of as much as $4.14. Generally, the further the distance traveled, the larger the increase was in total tolls. (*See Appendix F* for the analysis of travel from Valley Forge to all interchanges on the Turnpike.) This larger increase is due in part to the motorist traveling more miles through more gantries/interchanges on the Turnpike which results in a higher per-mile charge and multiple gantry fees.

Due to the conversion from weight-based vehicle classifications to axle- and height-based, the tolling changes for vehicles within the former Class 6 and Class 7 vehicles that are now classified as 5H can vary greatly depending on which part of the mainline system the vehicle is traveling. In some cases, commercial vehicles experienced a significant increase in tolls from 2024 to 2025. For example, former Class 6 vehicles that are now classified as 5H and using E-ZPass to travel from Valley Forge to Butler Valley saw an **increase** in tolls of $26.62, or 18.3 percent. However, former Class 7 vehicles that are now classified as 5H and using E-ZPass to make the same trip from Valley Forge to Butler Valley saw tolls substantially **decrease** by $37.78, or 18.0 percent, from 2024 to 2025. Results are similar for these same class vehicles if traveling shorter distances from Valley Forge to Fort Washington or Carlisle. The implementation of ORT benefited a previous Class 7 vehicle but not a previous Class 6 vehicle, the majority of both which are now classified as a 5H vehicle. For results of the full analysis of travel from Valley Forge to all interchanges on the Turnpike, *see Appendix F*.

Overall Conclusion

As indicated by the Commission, the implementation of ORT in 2025 resulted in a mix of increases and decreases to toll rates compared to the 2024 rates. However, by implementing the new ORT formula, the Commission aligned the Turnpike with the industry standards that base tolls on the number of vehicle axles and vehicle height. This replaced the prior practice of applying an annual percentage increase to toll rates originally established in 1940.

Recommendation for Finding 3

We recommend the Commission:

1. Continue to evaluate the results of ORT to ensure its implementation remains revenue-neutral, as intended.

Finding 4 – Uncollected tolls continue to increase due to non-payment from both in and out-of-state travelers.

In July 2025, the Pennsylvania Turnpike Commission (Commission) produced a Revenue Assurance Plan Metrics Report (RAP) for the period June 2024 through May 2025, that included statistics on toll collections and various reasons why tolls have gone uncollected.[90] The RAP reported an unaudited total of $229,125,015 in unpaid Toll By Plate (TBP) transactions that did not generate revenue (referred to in the document as leakage).

To ensure consistency of reporting results in this finding covering the fiscal years of our audit period, we included an analysis of the Commission's bad debt expense amounts obtained and confirmed by both Commission management and the Commission's contracted independent Certified Public Accounting firm (CPA firm) that audits the Commission's financial statements. To be clear, bad debt expense is not calculated the same as the Commission-reported TBP leakage amount. Leakage, unlike bad debt expense, includes not only billed but unpaid TBP transactions, but also includes transactions the Commission is unable to bill due to problems such as unreadable license plates (further described in the *Reasons for Uncollected Tolls* section later in the finding).

In comparison, bad debt expense represents uncollected toll amounts billed from all tolling methods, including E-ZPass, and is calculated for financial reporting purposes. Our audit procedures included reviewing work performed by the CPA firm and its conclusions, which did not note any issues with the Commission's toll collection processes and procedures and are described in detail in the *Introduction and Background* section of this report.[91]

The increasing amount of uncollected tolls is a continued concern. The Department of the Auditor General reported on the issues of toll violations and collections in its three prior audit reports. The reports noted an increase in the number of vehicles using the Turnpike but a more significant increase in the number of violation notices invoiced. The number of vehicles using the Turnpike, as reported in our prior audit report issued in September 2022, was negatively affected by the pandemic and the July 2021 RAP for the period June 2020 through May 2021, reported leakage of $104.9 million in TBP transactions that did not generate revenue. The July 2025 RAP, for the period June 2024 through May 2025, reported leakage totaling $229.1 million,

[90] Commission management stated the purpose of the RAP is to measure performance based on percentages of transactions that are estimated to either realize or not realize revenue. It is not an official financial record, but rather operational case studies used for performance monitoring and to show members of the public how it addresses leakage. The data reported in the RAP is of undetermined reliability as noted in *Appendix A*. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.
[91] We found the work performed by the CPA firm to be reliable as noted in *Financial Results – Financial-Related Mandates, Procedures, and Results* section of this report.

representing a significant increase of $124.2 million, more than double the amount reported in the July 2021 RAP.

Commission management stated that although uncollected amounts are significant and every effort should be made to collect all amounts due, it has a collection rate between 92 percent and 94 percent which aligns with the nationwide industry standard for toll collections.[92]

The following sections discuss bad debt expense and toll revenue, and reasons for uncollected tolls. Enforcement mechanisms for uncollected tolls are discussed in *Finding 5*.

Bad Debt Expense and Toll Revenue

The table below presents the Commission's bad debt expense and toll revenue for the FYE May 31, 2021, through May 31, 2025.

Table 1

Commission Bad Debt Expense and Toll Revenue for the FYE May 31, 2021, through May 31, 2025

FYE May 31	Toll Bad Debt Expense[a/]	Revenue Available to Collect[b/]	Percentage of Toll Bad Debt Expense to Revenue Available to Collect	Non-Toll Bad Debt Expense	Total Bad Debt Expense[c/]	Total Bad Debt Expense Dollar Increase
2021	$57,160,394	$1,247,579,089	4.58%	$41,649,281	$98,809,675	$9,978,107
2022	$96,114,097	$1,556,030,137	6.18%	$64,694,778	$160,808,875	$61,999,200
2023	$106,743,445	$1,647,448,689	6.48%	$61,962,685	$168,706,130	$7,897,255
2024	$130,686,218	$1,739,479,539	7.51%	$65,744,937	$196,431,155	$27,725,025
2025	$140,692,327	$1,861,386,268	7.56%	$64,734,715	$205,427,042	$8,995,887

[a/] - Bad debt expense is based on the Commission's experience to conservatively record an allowance for E-ZPass and TBP accounts that may not be collected. The allowance is adjusted each month using a formula based on the age of each account. E-ZPass and TBP invoices with amounts outstanding over 30 days and less than 60 days are calculated at 35 percent for the allowance account. (Prior to FYE May 31, 2024, totals were calculated at 25 percent.) Additional adjustments occur; however, after 60 days for TBP and 90 days for E-ZPass, all notices are calculated at 100 percent. Bad debt expense includes both toll amounts and associated fees assessed to outstanding tolls.
[b/] - Revenue Available to Collect amount is calculated based on gross toll revenue less discounts and adjustments. Discounts and adjustments are primarily from commercial account toll adjustments due to the volume discount program offered by the Commission.
[c/] - *Toll Bad Debt Expense* plus *Non-Toll Bad Debt Expense* equals *Total Bad Debt Expense*.

[92] The July 2025 RAP reported a 92.3 percent collection rate. We did not verify the accuracy of this percentage. According to Commission management, in a 2024 workshop presentation by the International Bridge Tunnel and Turnpike Association, the Commission's collection rate was among the top in the industry.

Source: Produced by the staff of the Department of the Auditor General from information reported in our prior audit report and provided by Commission management, the Commission's independent CPA firm, and reported in the Commission's ACFR for the FYE May 31, 2022, 2023, 2024, and 2025.

As reported in the table above, total bad debt expense amounts increased each year. According to work performed by the CPA firm, these increases conservatively reflect the collectability of balances due and reflect the Commission's collection experience.

The significant increase in bad debt expense is related to the adoption of All-Electronic Tolling (AET) on June 16, 2020, once traffic began to increase post COVID-19 pandemic-related impacts. The percentage of vehicles using TBP increased from 16.1 percent in FYE May 31, 2020, to 24.9 percent in FYE May 31, 2025, which increased the TBP revenue amounts.[93] Additionally, the Commission changed its bad debt methodology in FYE May 31, 2024, to recognize more bad debt prior to sending debt to collections.[94]

Reasons for Uncollected Tolls

Although the prior section discussed the Commission's audited bad debt expense amounts with a year-to-year comparison, in this section, we discuss details specific to the $229 million TBP leakage amount reported by the Commission for FYE May 31, 2025, which includes not only uncollected tolls billed but also reasons for why a toll was unbillable. As previously noted, the unaudited RAP that reported the $229 million TBP leakage was developed to serve primarily as an indicator of performance and not official financial records of the Commission.

The amount of leakage increased from $104 million reported in the July 2021 RAP to $229 million in the July 2025 RAP. We inquired regarding this significant increase in amount of leakage. Commission management stated that each RAP should be viewed individually as there are significant limitations for comparison across reports. The Commission stated this is particularly the case when the toll system undergoes an adjustment to toll rates or there is a change in traffic volumes and how the tolls are collected.[95] Each of these changes impacts the revenue for that year, even if the percentage of transactions realizing revenue remains constant. As a result, performance relative to revenue collection is not accurately captured with a comparison of differing revenue or dollar values in RAPs covering different years.

[93] It should be noted, in part, that as traffic volumes and toll revenue increase, bad debt expense will also increase.

[94] E-ZPass and TBP invoices with amounts outstanding over 30 days and less than 60 days are calculated at 35 percent for the allowance account. (Prior to FYE May 31, 2024, totals were calculated at 25 percent.)

[95] Commission management also stated that the increase in the amount of leakage was driven primarily by the increase in tolls each year since 2021 as well as the growth in transaction volumes. Additionally, the 45 percent surcharge for TBP customers in 2021 due to the high costs the Commission incurs to process the toll, mail the invoices, collect payment and offset those TBP customers that refuse to pay.

The July 2025 RAP includes four reasons why the TBP leakage occurred. The reasons are divided into two categories – **uncollected tolls** and **unbillable tolls**. The following table summarizes these reasons:

Table 2

Reasons for Commission Reported TBP Leakage for June 2024 through May 2025			
Reason	**Number of Transactions**	**Dollar Amount**	**Percent of Total TBP Leakage**
Uncollected			
TBP Transaction Invoice Not Paid By Traveler	16,177,262	$171,496,677	75%
Invoice Returned as Undeliverable	432,723	$3,670,547	1%
Total Uncollected	16,609,985	$175,167,224	76%
Unbillable			
License Plate Unidentified	3,952,727	$33,528,747	15%
Address Unavailable from the Department of Motor Vehicles	2,408,394	$20,429,044	9%
Total Unbillable	6,361,121	$53,957,791	24%
Total TBP Leakage	**22,971,106**	**$229,125,015**	**100%**

Source: This table was compiled by the staff of the Department of the Auditor General based on information provided in the Commission's unaudited RAP. The information is of undetermined reliability as noted in Appendix A; however, this data is the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

TBP Transaction Invoice Not Paid By Traveler

Unpaid TBP invoices account for the largest share, 75 percent, of the total TBP leakage amount. Toll payment can be made in person at the Turnpike Customer Service Center,[96] online, through the Commission's PA Toll Pay app, by phone or by mail by options including check, money order or credit card.[97] Commission management stated that in an effort to increase overall collection of toll revenues, it continues to explore new payment options for travelers. QR codes were added to paper statements mailed to customers, and the Commission is exploring using Connected Vehicles through Google Maps to prompt payment using the individual's digital wallet when a vehicle travels through a gantry. The Commission had also planned to launch a pilot program later in 2026 to initiate communication with TBP customers 31 days after the first invoice is mailed. This early outreach would be an attempt to encourage payment of past due TBP invoices before additional fees are applied to the outstanding toll balance. However, following direct feedback from legislators in April 2026, the Commission is not moving forward with this pilot program. Commission management stated this initiative has been paused indefinitely while it re-evaluates customer outreach strategies.

[96] Located at 300 East Park Drive, Harrisburg, PA 17111.
[97] *See* payment methods further described in the *Introduction and Background* section of this audit report.

Customers can also use a cash payment network, enabling customers to pay in cash at one of over 85,000 retail locations, such as convenience stores/gas stations and drug stores. This option also allows E-ZPass customers to add funds to their account and TBP customers to pay their invoices in cash.[98] According to Commission management, this payment option helps customers who do not have a bank account or do not want to tie up funds in an E-ZPass account.[99]

In a further attempt to offer additional methods for travelers to pay their tolls, the Commission plans to launch a sticker transponder program in 2027. Commission management stated sticker transponders have a significantly lower cost for the Commission and are more environmentally friendly since they do not have a battery. Sticker transponders are adhered to the inside of a vehicle's windshield. If removed, it becomes unusable. The sticker transponder utilizes technology implemented on the Turnpike in conjunction with Open Road Tolling (described in detail in the *Introduction and Background* and *Finding 3*.)

The Commission also attempts to collect unpaid amounts through methods such as collection agencies and vehicle registration suspensions. Commission management stated that over the last five years, it has strengthened its enforcement efforts by adding staff to its revenue enforcement department[100] and expanded legal actions. These, and other methods, are further discussed in *Finding 5*.

Invoice Returned as Undeliverable

Undeliverable invoices account for one percent of the TBP leakage amount. This is down from 10 percent reported in our prior audit issued in September 2022.[101] Since our prior audit, the Commission's ability to determine correct addresses was expanded when Act 112 of 2022 added a new provision that if mail, other than unclaimed mail, is returned undelivered, the Commission may obtain address information from sources, such as the United States Postal Service, debt collection services, review of telephone directories or related skip-tracing practices,[102] to locate an alternative address for the vehicle owner or the address of the operator.[103] The new provision appears to have been helpful as indicated by the significant decrease in undeliverable invoices.

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[98] Customers who wish to use this payment option can access their account online or via the Commission's PA TOLL PAY app and select the "pay" option, which displays participating retailers located in the vicinity.
[99] https://www.paturnpike.com/news/details/2022/06/06/pay-cash-at-nearby-retailer-for-toll-by-plate-invoices-or-to-replenish-e-zpass-account (accessed March 24, 2026).
[100] Commission management stated its revenue enforcement department increased from eight staff members as of May 31, 2022, to eleven staff members as of January 15, 2026.
[101] As noted in Table 2, there were 432,723 invoices returned as undeliverable totaling $3,670,547 from June 2024 to May 2025 compared to 1,046,393 invoices returned as undeliverable totaling $9,943,314 from June 2020 to May 2021 reported in our prior audit.
[102] Skip-tracing is the process of locating people, who have "skipped" town or hidden to avoid debt collection, through methods such as analyzing public records, social media profiling, and reviewing financial records.
[103] Subsection (1.2) of 74 Pa.C.S. §8117(b) (relating to Electronic toll collection) was added by Act 112 of 2022, effective as of January 2, 2023.

Commission management stated they are pursuing further amendments to the statute that would allow for alternative methods for delivering initial invoices, without waiting for mail being returned as undelivered, including methods for electronic delivery.

License Plate Unidentified

Unidentified license plate transactions accounted for 15 percent of the total TBP leakage dollar amount. These transactions occur when a license plate is not present or cannot be read by the Commission's license plate image capture system, including illegible license plates and those purposely removed or obscured.[104] The Commission partnered with law enforcement agencies and following the enactment of Act 150 of 2024 in January 2025, it became illegal to possess, install, manufacture, or sell a vehicle registration plate flipping device. Unidentified license plates also include those that cannot be read due to issues with the license plate image capture system. Commission management stated that in 2022 it began increasing the frequency of its license plate image capture system checks to four times a day to more rapidly identify and address issues to keep system issues at a minimum.

In 2025, the Pennsylvania Department of Transportation (PennDOT) introduced a new license plate with design changes to the numbers zero and eight and to the letter "O". These changes caused issues with the Commission's license plate image capture system to initially not accurately read license plates. Commission management stated that license plates in question were forwarded for further review by staff to determine the license plate number to be used to bill the correct individual. To address the issue with the image capture system, examples of the new character designs were sent to the Commission's vendor for license plate image capture system enhancements. When we inquired in March 2026 regarding the status of this issue, Commission management stated in the past month, it received less than 40 inquiries (less than one percent of the total transactions) regarding incorrectly read license plate characters. Management stated they will continue to monitor this issue and provide any additional information needed to assist in necessary system enhancements. These steps must occur to ensure that license plate design changes do not lead to unidentified license plates resulting in lost revenue to the Commission.

[104] Obstructions can include such items as rear-mounted bicycle racks and storage containers. The penalty for obscuring a plate which inhibits proper operation of an authorized electronic toll collection system is a summary offense and carries a fine of $100 under Subsection (b) and (c) of Section 1332 (relating to Display of registration plate) of Title 75. Intentional or knowing action such as removing a license plate or installing a mechanism which rotates, blocks or otherwise alters the ability of a license plate to be read to evade tolls are more serious and carry a penalty for first time offenders of a third-degree misdemeanor with a $3,000 fine. A second offense carries a fine of $6,500 or imprisonment of not more than six months, or both, for a second or subsequent offense. *See* 75 Pa.C.S. § 6110.1(b)(1) and (2).

Address Unavailable from the Department of Motor Vehicles (DMV)

Unavailable mailing addresses from vehicle registration databases account for nine percent of the TBP leakage dollar amount. Commission management stated the transactions in this category include travelers from both Pennsylvania and out-of-state.

Relevant Pennsylvania statute requires the Commission to use the address on record with PennDOT for Pennsylvania travelers. However, PennDOT cannot always provide the addresses associated with the license plate in question. Some reasons identified include motorists using fraudulent, expired, lost, or stolen plates. Another reason could be license plates/paper tags issued by car dealerships where the new owner information has not been entered into PennDOT's DMV system.

For out-of-state travelers, the Commission has direct look-up agreements with six states' DMV.[105] For those with the most frequent TBP usage, the Commission has initiated more frequent retries (generally one retry every seven to ten days) on address lookups. For states the Commission lacks a direct look-up agreement, the Commission's contracted vendor that operates the AET system contracts with a third-party to supply addresses. The Commission continues to implement measures to improve its billing and collections measures; however, issues with obtaining addresses for toll violators from other states underscores the need for the Commission to continue its efforts to enter into reciprocity agreements with other states. This issue is discussed in *Finding 5*.

Overall Conclusion

The Commission has seen a significant increase in bad debt expense and amounts reported for uncollected and unbillable tolls since the implementation of TBP when the Commission converted to AET in June 2020. The unaudited total of $229,125,015 in unpaid TBP transactions reported in the RAP for the period June 2024 through May 2025 underscores the need, as discussed in *Finding 5*, for the Commission to continue its ongoing efforts and pursue additional means to collect tolls from all Turnpike travelers.

Recommendations for Finding 4

We recommend the Commission:

1. Continue to research and offer additional payment options, such as PayPal, Venmo, Cash App, and Zelle, to provide a variety of payment methods to travelers.

[105] The Commission has direct look-up agreements with the following six states: New Jersey, New York, Ohio, Virginia, Michigan, and Texas.

2. Work with its contracted cash payment network vendor to increase the number of locations that customers can make toll payments, by adding locations such as grocery stores.

3. Request the Pennsylvania State Police "Troop T" Turnpike patrol to increase its work on identifying and ticketing, when appropriate, vehicles on the Turnpike that have an obstructed or unreadable license plate.

4. Continue to work with PennDOT to determine the cause for addresses not being available for license plates associated with vehicles using the Turnpike. Based on the reasons from PennDOT, the Commission should pursue appropriate courses of action to enable additional billings for Toll By Plate Transactions.

We recommend the Commission and the General Assembly:

1. Cooperatively work together to amend current statute to allow alternative methods for delivering toll invoices, including methods for electronic delivery.

2. Cooperatively work together to develop legislation to increase current penalties for motorists that knowingly/intentionally obscure license plates to evade tolls.

Finding 5 – Faced with an increase in uncollected tolls, the Pennsylvania Turnpike Commission must continue to seek new ways to collect tolls from travelers.

As described in *Finding 4*, both bad debt expense and the amount of unpaid Toll By Plate (TBP) transactions that did not generate revenue (referred to as leakage) increased since our prior audit report issued in September 2022. This is due to an increase in individuals that use the Turnpike that do not pay the assessed toll either through an established E-ZPass account or when billed through the TBP methods. The Pennsylvania Turnpike Commission (Commission) can use various enforcement mechanisms to try to collect these unpaid tolls, which include the following:

- Registration suspension
- Collection agencies
- Reciprocity agreements with other states
- Legal action

The sections below discuss these four enforcement mechanisms and what more the Commission can do in an attempt to increase toll collections.

Registration Suspension

When the Department of the Auditor General first reported on the issues of toll violations and collections in September 2016, it was a major concern, because the Commission lacked the legal authority to further penalize toll violators regardless of whether violations were intentional or how many violations were issued. Since then, laws have been enacted to allow for the suspension of a vehicle registration for unpaid tolls and fees.[106] Effective January 2, 2023, the Commission can request the Pennsylvania Department of Transportation (PennDOT) to suspend the registration of any Pennsylvania motorist with four or more unpaid invoices or tolls and fees over the past five years, totaling $250.

The table below represents information as of May 31 of each fiscal year during our audit period of Pennsylvania motorists with delinquent accounts that meet the criteria for vehicle registration suspension. The table includes amounts owed for outstanding tolls and fees along with additional information regarding the status of the accounts.

[106] Act 165 of 2016 and Act 112 of 2022. Act 112 of 2022 lowered the thresholds for both the number of unpaid invoices and the total amount of tolls and fees. *See* 75 Pa C.S. § 1380 (related to Suspension of registration upon unpaid tolls), added by Act 165, as amended by Act 112.

Table 1

Vehicle Registration Suspensions as of May 31, 2022, 2023, 2024, and 2025								
As Of Date	**Stage[a/]**	**Number of Accounts (Registrations) Eligible for Suspension**	**Toll Amount**	**Fee Amount[b/]**	**Total Amount (Tolls and Fees)**	**Amounts Being Appealed**	**Amounts Set Up To Be Paid Through A Payment Plan**	**Amount With No Response From Registration Account Owner**
5/31/2022	Eligible	882	$495,077	$346,206	$841,283	$90,959	$164,074	$586,250
	Pending	6,812	$4,739,235	$3,215,334	$7,954,569	$6,493	$1,035,830	$6,912,246
	Active	16,130	$17,794,688	$11,969,842	$29,764,530	$0	$3,167,389	$26,597,141
	Total	**23,824**	**$23,029,000**	**$15,531,382**	**$38,560,382**	**$97,452**	**$4,367,293**	**$34,095,637**
5/31/2023	Eligible	5,157	$3,099,862	$1,478,767	$4,578,629	$123,904	$568,217	$3,886,508
	Pending	10,883	$7,734,823	$4,187,711	$11,922,534	$13,567	$2,564,862	$9,344,105
	Active	27,434	$31,570,837	$14,244,877	$45,815,714	$0	$7,930,598	$37,885,116
	Total	**43,474**	**$42,405,522**	**$19,911,355**	**$62,316,877**	**$137,471**	**$11,063,677**	**$51,115,729**
5/31/2024	Eligible	10,169	$5,702,055	$2,875,925	$8,577,980	$210,711	$842,262	$7,525,007
	Pending	12,408	$8,305,423	$4,375,953	$12,681,376	$34,264	$3,098,019	$9,549,093
	Active	45,607	$46,976,594	$18,955,186	$65,931,780	$0	$16,063,857	$49,867,923
	Total	**68,184**	**$60,984,072**	**$26,207,064**	**$87,191,136**	**$244,975**	**$20,004,138**	**$66,942,023**
5/31/2025	Eligible	27,137	$11,497,373	$5,296,234	$16,793,607	$303,072	$2,185,087	$14,305,448
	Pending	18,631	$10,072,511	$4,933,874	$15,006,385	$74,336	$6,549,003	$8,383,046
	Active	83,414	$70,013,302	$24,853,241	$94,866,543	$0	$25,849,368	$69,017,175
	Total	**129,182**	**$91,583,186**	**$35,083,349**	**$126,666,535**	**$377,408**	**$34,583,458**	**$91,705,669**

[a/] - Accounts are in one of three stages: (1) Eligible – Account meets criteria for registration suspension. The Commission notifies motorists that their registration will be suspended unless the motorist appeals, pays outstanding tolls and fees, or sets up a payment plan. If there is no response within 30 days, the Commission forwards the account to PennDOT. (2) Pending – PennDOT notifies motorist their registration will be suspended unless motorist files an appeal in the Court of Common Pleas, pays outstanding tolls and fees, or sets up a payment plan. If there is no response within 42 days, the registration will be suspended. (3) Active – Motorist registration has been suspended.

[b/] - Fees are assessed at various stages once a toll is outstanding and if there are any non-sufficient funds bank fees assessed. For outstanding tolls associated with an E-ZPass account, a collection fee of $25 is added to the amount due when an account is placed with a collection agency. TBP accounts are assessed a late fee of the greater of 1.5 percent of the amount past due or $5 once a TBP invoice goes unpaid after 30 days. Additionally, a collection fee equal to $20 or 20 percent of the amount placed with the collection agency, whichever is greater, is assessed when the account is placed with a collection agency. Once a registration has been suspended, an additional restoration fee of $119 is assessed by the Commission for PennDOT to cover the cost of processing a reinstatement. The restoration fee is set based on the Consumer Price Index and adjusted bi-annually as provided in Act 89 of 2013.

Source: Produced by the staff of the Department of the Auditor General from information provided by Commission management, which is of undetermined reliability as noted in Appendix A. However, this data is the best data available. Although this determination may affect the precision of the information we present, there is sufficient evidence in total to support our findings and conclusions.

As of May 31, 2025, Pennsylvania motorists who have not responded to resolve outstanding toll amounts due, even though their vehicle registrations have been suspended, owed $69.0 million in tolls and fees. This was an increase of $42.7 million from the amount reported in our prior audit. Although registration suspension was passed as a mechanism for the Commission to enforce collection of outstanding tolls, the continued significant amount of uncollected tolls reflects that the current legal mechanism of registration suspension may not have had the intended impact to enforce collection of the outstanding tolls.

As noted in our prior audit report, Ohio law requires vehicle owners to pay their delinquent tolls before they can register or transfer a title for their vehicle. Although Pennsylvania's Vehicle Code prohibits motorists from renewing their registrations until any toll, penalties, and restoration fees are paid;[107] it does not prohibit a motorist from transferring the title into someone else's name when the vehicle they own is under registration suspension or from applying for registration of a different vehicle. Although Act 112 was passed since our prior audit, it did not include language with additional restrictions prohibiting a motorist from transferring the registration or applying for a registration for another vehicle. These additional restrictions may increase the collection of outstanding tolls and potentially deter motorists from becoming toll violators when individuals are unable to apply for a new registration or for changes to an existing registration.

Collection Agencies

During our current audit period, the Commission primarily used two collection agencies for collection of unpaid tolls. Previously, it only used one collection agency. The change in collection process was an attempt by the Commission to increase the amount collected. Once an outstanding toll meets the established criteria, it is sent to one of the two collection agencies.[108]

Generally, the Commission forwards each agency an equal number of outstanding accounts. However, according to management, with a performance incentive in place, it maintains the option to direct more accounts to the agency that demonstrates a higher success rate.

The following table reports the amounts of collection accounts sent to and collected by both collection agencies during the audit period, as well as for comparative purposes the fiscal year ended (FYE) May 31, 2022, which was the first year the Commission utilized two collection agencies instead of only one:

[107] Subsection (4) of Section 1306 (relating to Grounds for refusing registration) of the Vehicle Code provides that PennDOT shall refuse registration, renewal, or transfer of registration if the "fees required by law have not been paid." *See* 75 Pa.C.S. § 1306(4). *See also* Section 1380 (relating to Suspension of registration upon **unpaid** tolls) of the Vehicle Code, 75 Pa.C.S. § 1380.

[108] TBP invoices are sent to a collection agency when the amount is unpaid after 60 days and E-ZPass accounts are sent to a collection agency when it is in an insufficient status of negative $10 (occurs when there is an issue with the payment method attached to an account) or more after 90 days and the customer fails to respond to the notices sent.

Table 2

Toll Amounts Sent to and Collected by Collection Agencies During FYE May 31, 2022 through May 31, 2025				
FYE May 31	**2022[a/]**	**2023**	**2024**	**2025**
Collection Agency 1				
Number of Accounts Sent	1,107,373	1,456,042	1,425,906	1,435,628
Total Dollar Amount Sent	$78,247,905	$103,520,847	$117,548,980	$128,420,415
Total Dollar Amount Collected[b/]	$8,223,267	$17,416,761	$19,240,484	$22,473,497
Percentage of Dollar Amount Collected to Dollar Amount Sent	10.5%	16.8%	16.4%	17.5%
Collection Agency 2				
Number of Accounts Sent	1,339,852	1,857,189	1,917,296	2,010,064
Total Dollar Amount Sent	$88,612,329	$126,576,132	$139,502,109	$151,860,326
Total Dollar Amount Collected[b/]	$12,331,362	$24,772,358	$28,812,029	$33,601,539
Percentage of Dollar Amount Collected to Dollar Amount Sent	13.9%	19.6%	20.7%	22.1%
Total for Collection Agency 1 and 2				
Number of Accounts Sent	2,447,225	3,313,231	3,343,202	3,445,692
Total Dollar Amount Sent	$166,860,234	$230,096,979	$257,051,089	$280,280,741
Total Dollar Amount Collected	$20,554,629	$42,189,119	$48,052,513	$56,075,036
Percentage of Dollar Amount Collected to Dollar Amount Sent	12.3%	18.3%	18.7%	20.0%

[a/] - FYE May 31, 2022, was the last year of the Commission's contract with another collection agency. That agency collected $10,658,236, or 28.9 percent, of dollar amount collected to dollar amount sent. Commission management indicated, in its experience, an increase in the collection percentage rate is common in the later years of collection contracts. The Commission also placed approximately $113 million of old debt with two additional collection agencies contracted by the Commonwealth of Pennsylvania's Office of the Attorney General. As of May 31, 2025, the two agencies had collected approximately $7 million.

[b/] - Amounts remitted to the Commission after the collection agencies' payment has been deducted. Amounts collected could be from accounts forwarded by the Commission in either the current or a prior year since the collection agency has three years to collect an unpaid toll sent to it by the Commission.

Source: Produced by the staff of the Department of the Auditor General from information provided by Commission management, which is of undetermined reliability as noted in Appendix A. However, this data is the best data available. Although this determination may affect the precision of the information we present, there is sufficient evidence in total to support our findings and conclusions.

As reflected in Table 2, the average percentage of total dollars collected by the two new collection agencies was more than 18 percent during each of the three fiscal years in the audit period. Although the average collection of the two agencies exceeded 18 percent, this percentage is lower than some of the annual rates achieved by the single collection agency used during the prior audit period.[109] Commission management stated that it plans to continue contracts with both collection agencies because it believes a single collection agency could not devote sufficient resources to effectively pursue the increasing amount of unpaid invoices since the

[109] The percentage of dollar amount collected to dollar amount sent for the previous collection agency during FYE May 31, 2019, 2020, 2021, and 2022 were 12.7 percent, 11.3 percent, 22.6 percent and 28.9 percent, respectively.

implementation of All Electronic Tolling (AET) in 2020. Commission management further stated that utilizing two agencies helps promote more consistent cash flow if one agency experiences a slower month as well as fosters healthy competition to improve performance. It may be too early to determine the long-term benefit of the Commission's decision to switch to two collection agencies and, therefore, the Commission should continue to monitor the total collections from the two agencies to determine if the Commission is benefiting from its decision.

Commission management is also currently exploring whether toll debt can be reported to Credit Reporting Agencies (CRAs) to affect non-paying customers' credit scores. Although CRAs do not currently consider unpaid tolls as debt to be listed on credit reports,[110] this option should continue to be explored. Discussions with state and federal legislators as well as the three major nationwide CRAs[111] may assist the Commission in their efforts to add toll debt to credit reports in an effort to increase payment of tolls.

Reciprocity Agreements With Other States

Based on information reported in the Commission's July 2025 Revenue Assurance Plan Metrics Report (RAP), we calculated that during FYE May 31, 2025, 33 percent of unpaid invoiced toll revenue involved out-of-state motorists. As an attempt to collect amounts due from out-of-state motorists, PennDOT entered into a reciprocity agreement in 2018 with the Delaware Department of Transportation, Division of Motor Vehicles (DelDOT).[112] The agreement generally provides that, upon request, PennDOT and DelDOT will suspend or hold the registration of vehicles with unpaid tolls, consistent with the laws and regulations of the other state. However, until recently, DelDOT management indicated that it was focusing its resources and priorities on other state initiatives. DelDOT has now confirmed renewed interest in re-establishing toll enforcement reciprocity. The Commission has held four meetings with representatives from DelDOT since February 2025 and plans to continue quarterly meetings with DelDOT regarding reciprocity efforts.

Commission management also stated that it has made efforts for reciprocity agreements with both New York and Maryland. Commission management has held monthly meetings with representatives from New York in which a draft agreement was developed, and they are actively working towards finalizing the agreement. In October 2025, Commission staff began corresponding with representatives from Maryland and a meeting was held in February 2026 to formally begin working on a reciprocity agreement. Additionally, the Commission stated that it

[110] CRAs National Consumer Assistance Plan (NCAP) states that a credit score should only reflect history with debts that were entered into voluntarily. Therefore, currently debt from fines or tickets are not included on credit reports.
[111] Equifax, Experian, and TransUnion.
[112] Although the Commission is not a party to this type of agreement, it works in partnership with PennDOT. Act 165 of 2016 gave PennDOT the authority to enter into reciprocal agreements regarding collection of outstanding tolls.

has had initial conversations regarding reciprocity with representatives from Ohio and New Jersey.

As reported in the RAP, Ohio and New Jersey are the top two states whose residents have the largest unpaid toll amounts for Pennsylvania Turnpike travel, totaling $23.25 million[113] during the period June 2024 through May 2025. New York is the fourth highest state with $3.41 million. However, four other states, West Virginia, Maryland, Michigan, and Virginia, each have unpaid balances of more than $2.5 million. Entering into reciprocity agreements with these states could further enhance the Commission's efforts to collect additional outstanding tolls.

Legal Action

The Commission will take legal action against Pennsylvania motorists if unpaid tolls meet certain criteria. According to Commission management, its Revenue Enforcement Office begins its investigation process once the outstanding toll and fee amounts owed by an individual or business reach $2,000 or more and once the motorist's registration has been in active suspension (as described above in a note to Table 1) for 180 days. The investigator first attempts to contact the motorist (or company) to obtain payment. If contact is unsuccessful, the investigator then files a civil case in the county where the toll violation occurred.

Information provided by the Commission indicated that from February 2022, through December 31, 2025, Revenue Enforcement worked on 1,131 toll evasion cases,[114] which include 107 cases referred to the Pennsylvania Office of the Attorney General (OAG). The remaining 1,024 cases, are either pending (174), were dismissed by the court (205), settled/paid prior to a court hearing or withdrawn by the Commission to allow for the complaint to be amended and refiled (84), or a final judgment was made by the court in favor of the Commission (561). Of the 645 settled/paid and final judgment made in favor of the Commission cases, 69 cases are active and on a payment plan and the amount due from 110 cases were paid resulting in collections of approximately $442,000 of the over $7 million owed.[115]

Commission management stated it has expanded its legal actions regarding civil collections to improve its internal revenue enforcement. In August 2022, the Commission began filing civil actions in a Magisterial District Court where it had a high percentage of unpaid tolls for individuals with outstanding balances under $12,000. Since then, it has expanded its civil

[113] The estimated value of unpaid invoices for Ohio is $12.59 million and $10.66 million for New Jersey.
[114] February 2022 was selected as the start date of the report to capture the activity that occurred since the information provided in the prior audit report.
[115] The number of cases and associated amounts collected were provided by Commission management and is of undetermined reliability as noted in *Appendix A*. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

collection efforts to courts in 42 Pennsylvania counties. The cases with outstanding balances over $12,000 are forwarded to the OAG. The Commission has referred 107 cases totaling over $2.9 million to the OAG for collection enforcement. Commission management stated that as of December 31, 2025, the OAG had collected $171,411. During the audit period, the combined efforts of the Commission's Revenue Enforcement and the OAG resulted in collections of approximately $613,600. Although the amount collected is not the full amount owed by travelers, all amounts collected are beneficial to the Commission's operations.

Overall Conclusion

Although the Pennsylvania General Assembly and the Commission implemented additional toll collection enforcement methods, the results demonstrate those efforts did not result in the collection of outstanding tolls to the extent intended, as shown by the significant amount of unpaid tolls/bad debt expense reported in *Finding 4*. Commission management stated it submitted proposals for review and feedback to the Executive Director of the Pennsylvania Senate Transportation Committee regarding potential legislation to increase the Commission's power regarding egregious fare evasions and additional methods to recoup outstanding amounts. Although conversations are ongoing, the process is still in its initial phase. The Commission should continue working with the General Assembly and pursue additional means to collect tolls from both in and out-of-state travelers.

Recommendations for Finding 5

We recommend the Commission:

1. Closely monitor the performance of the two current collection agencies to determine if using two agencies is yielding higher collection rates, and if not, adjust accordingly.

2. Continue to work with other states, in particular those states whose drivers have the highest amounts of uncollected tolls in Pennsylvania, regarding potential reciprocity agreements.

We recommend the Commission and the General Assembly:

1. Cooperatively work together to develop comprehensive legislation that is clear and concise to increase toll collection enforcement mechanisms, such as that implemented in the state of Ohio, which require payment of outstanding tolls before allowing an individual to transfer the title under someone else's name while under registration suspension or from applying for registration on a different vehicle.

2. Cooperatively work together to develop comprehensive legislation to implement other toll collection mechanisms, such as deducting outstanding toll balances from lottery winnings or state tax refunds.

3. Contact the three major nationwide Credit Reporting Agencies (CRAs) to explore ways to enable toll debt to be reported to CRAs to be added to the credit reports of non-paying customers.

Financial Results – Financial-Related Mandates, Procedures, and Results

The financial-related mandates[116] addressed in this report include:

- Section 706(b) of the Administrative Code of 1929 provides, "the Auditor General shall, on a quadrennial basis, conduct a financial audit and a compliance [i.e., performance] audit of the affairs and activities" of the Commission."[117]

- Section 8204(b)(1) of Title 74, Part IV, Chapter 82 (Turnpike Commission Standards of Conduct), provides that the Auditor General to must review the performance, procedures, operating and capital budgets, debt, and accounts of the Commission.[118]

The Pennsylvania Turnpike Commission (Commission) contracts with an independent Certified Public Accounting firm (CPA firm) to conduct an annual audit of the Commission's financial statements. The Commission used the same CPA firm for each of the four fiscal year financial statements reviewed, which included the fiscal years ended May 31, 2022, 2023, 2024, and 2025. The Department of the Auditor General reviewed the CPA firm's working papers and financial audit reports to determine if the above-mentioned mandated requirement(s) pertaining to the financial audit and review of the performance, procedures, operating and capital budgets, debt, and accounts of the Commission have been fulfilled or whether additional procedures need to be performed to fulfill these mandated responsibilities.

During the audit, we performed the following procedures related to the work of the CPA firm and determined the scope, quality, and timing of the audit work performed by the CPA firm adequately addressed the mandated requirement(s) pertaining to the financial audit and review of the performance, procedures, and accounts of the Commission:

- Verified that the external auditors of the CPA firm were independent to conduct the financial audits of the Commission.

- Obtained a copy of the firm's most recent peer review results and found the CPA firm received a rating of pass during their last peer review.

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[116] Please note that these provisions also authorize a compliance audit and a performance audit, respectively.
[117] 71 P.S. § 246(b) (Adm. Code § 706[b]), as amended by Act 122 of 1988. Note that Section 706 of the Admin. Code was further amended by Act 70 of 2021, effective July 9, 2021, pertaining to an unrelated matter (i.e., authority to audit certain municipal authorities).
[118] 74 Pa.C.S. § 8204(b)(1), added Act 44 of 2007, as amended by Act 89 of 2013 (i.e., changed the audit requirement from at least once every four years to at least once every two years). *See* Chapter 82. Turnpike Commission Standards of Conduct.

- Reviewed the CPA firm's working papers for the fiscal years ended May 31, 2022, 2023, 2024, and 2025.

- Noted that the independent auditor presented an unmodified opinion on the Commission's financial statements for the applicable fiscal year audited.

In addition to reviewing the CPA firm's working papers and financial audit reports, we also obtained the related operating and capital budgets for these fiscal years and performed analytical review procedures to determine if there were any substantial fluctuations in amounts between the years reviewed. We did not identify any unusual items that warranted further review.

Finally, based on the requirements of Section 8204(b)(1) of Part IV, Title 74, we reviewed the Commission's debt as part of our performance audit. Specifically, we evaluated the Commission's current and future expected debt load in connection to the mandated annual payments to the Pennsylvania Department of Transportation to determine whether the Commission can sustain the related debt payments. *See Finding 1* for more information.

Overall Conclusion

Based on the procedures performed, nothing came to our attention that would warrant the extension of our audit procedures to encompass additional coverage of the aforementioned-mandated areas. As a result, we conclude that the procedures performed collectively satisfy our mandated responsibilities prescribed in Section 706(b) of the Administrative Code of 1929 and Section 8204(b)(1) of Title 74, Part IV of the Consolidated Statutes.

Pennsylvania Turnpike Commission's Response and Auditor's Conclusion

We provided copies of our draft audit findings and status of prior finding and related recommendation to the Pennsylvania Turnpike Commission (Commission) for its review. On the pages that follow, we included the Commission's response in its entirety. Following the Commission's response is our auditor's conclusion.

Audit Response from the Pennsylvania Turnpike Commission

MARK P. COMPTON
Chief Executive Officer
Pennsylvania Turnpike Commission
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P: 717.831.7370 I E: mcompton@paturnpike.com

July 9, 2026

The Honorable Timothy L. DeFoor
Auditor General
Finance Building
613 North Street, Room 229
Harrisburg, PA 17120-0018

RE: Audit Response from the PA Turnpike Commission

Dear General DeFoor:

On behalf of Chair Michael Carroll and our Commissioners, I provide to you the Pennsylvania Turnpike Commission's response to your draft audit report from June 24, 2026. We appreciate the opportunity offered to the Commission to provide our comments on this report.

The findings in this audit, much like those of the audit released in 2022, confirm that the Commission continues to meet its obligations and commitments to the Commonwealth and our customers. We have elevated the PA Turnpike as a transportation leader and critical partner to both the Commonwealth and the nation by modernizing operations, efficiently connecting population and business centers, and providing roadway safety for half a million customers daily—all while continuing to shoulder the financial burden of Act 44.

We believe increasing passenger and commercial usage along our systems comes through initiatives that improve safety, reliability, customer experience, and operational efficiency. Our conversion of the Pennsylvania Turnpike to Open Road Tolling (ORT), a cashless, free-flowing mode of collecting tolls without traditional toll plazas or toll booths is well underway and already delivering benefits to our customers who travel in the eastern part of our system. We will expand those benefits to the central and western region of the PA Turnpike beginning in early 2027. Through ORT, we can improve safety and deliver new access points across our system.

Beyond the significant safety and access benefits, this move supports customer preference for electronic payment. To make toll payment easy and convenient we continue to increase payments options, adding Apple and Google Pay, meeting customer expectations as these preferences change and for customers who prefer cash, the Commission works with Kubra to allow cash payment at locations throughout the Commonwealth.

And for those who are not compelled to pay invoices, we are actively engaged with the Legislature, Attorney General's Office, the PA State Police (PSP) and surrounding toll agencies to take all measures possible to collect. Through recent partnerships with the Attorney General's Office and PSP for our first enforcement campaign, we are committed to improving collection efforts where we can and working with partners to pursue civil action against egregious individual violators. Recent legislative changes to the thresholds for non-payment resulting in a vehicle registration suspension have also increased our leverage in this area.

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The Honorable Timothy L. DeFoor
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The PA Turnpike is one of the few toll roads that has maintained and even increased commercial traffic compared to pre-pandemic levels. Supporting these customers remains a priority, including expanding safe, convenient truck-parking options. Over the past 20 years, the Commission has invested more than $30 million to add parking across multiple service plazas. This past fall, we announced plans for more than 600 new truck-parking spaces.

While we no longer need to issue new debt to cover Act 44 payments, the accumulated debt service on the $8.1 billion we have provided PennDOT will continue to drive annual toll increases. PA Turnpike customers have done their fair share in helping to fund transit and other transportation projects around the Commonwealth, and we are evaluating all revenue sources and operating expenses to identify ways to strengthen long-term financial stability.

The Commission continues to provide customers with a safe and reliable roadway that supports national mobility while delivering operating expenses under budget and limiting the rate of growth in actual operating expenses to a compound annual growth rate of just 1.85% since 2009. We will continue evaluating opportunities to responsibly manage operating costs and increase revenue collection without adversely affecting customer service or compromising the safety and reliability of the PA Turnpike system.

We have also worked to develop a range of alternative methods to increase revenue outside of toll adjustments. One of these opportunities is through the completion of our new fiber network, which runs across our entire 565-mile footprint, facilitates Open Road Tolling and provides enhanced connectivity for both passenger and commercial vehicles that are connected and/or autonomous. The PA Turnpike intentionally built extra capacity into its fiber optic network to enable multiple service providers to deliver broadband, data transport, and managed services to customers along the corridor, driving economic development and improving connectivity in underserved communities. This creates a non-toll source of operational funding.

In closing, we believe you will find our comments useful to your final audit report. Should you have questions regarding any statements included in our response, please contact me directly so that the issues can be addressed without delay.

Sincerely,

Mark P. Compton
Chief Executive Officer

Enclosure

cc: The Honorable Michael Carroll, Secretary, Department of Transportation & Chair
The Honorable Pasquale T. Deon, Vice Chair
The Honorable Dr. Keith Leaphart, Secretary-Treasurer
The Honorable Sean Logan, Commissioner

The Honorable Timothy L. DeFoor
July 9, 2026
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The Honorable Douglas Farnham, Commissioner
Craig Shuey, Chief Operating Officer
Doreen A. McCall, Chief Counsel
Bradley J. Heigel, P.E., Chief Engineer
Richard Dreher, Chief Financial Officer
Kelli Roberts, Chief Strategy and Communications Officer

Pennsylvania Turnpike Commission
Performance Audit Response Document
July 9, 2026

Finding 1 – Commission Response

The draft report states: The Turnpike Commission continues to face significant challenges to raise toll revenue to make future payments to PennDOT under the Act 44/89 financial structure, associated debt payments, and capital contributions.

We recommend the Commission:

1 - Ensure that traffic projections used to forecast toll revenue are conservative and realistic based on data related to current and immediate future projections.

The Commission believes that its traffic and revenue projections are conservative and realistic. The Commission utilizes the services of a nationally recognized expert in this field, CDM Smith, to annually prepare and update its Traffic and Revenue Study. The projections are consistently updated based on actual experience and input from various external economic models and pays particular attention to the subject of possible traffic diversion (elasticity of demand) associated with increasing toll rates. Since the end of the Covid-19 pandemic in 2021, the Commission has consistently outperformed the annual traffic and revenue forecast from CDM Smith, indicating the conservative nature of the forecast.

2 - Evaluate and scrutinize sources of revenue and operating expenses to find ways to increase revenues while reducing costs. Several immediate recommendations include reducing toll-free use of the Turnpike by employees as well as recommendations made in Finding 5 to increase collection of unpaid toll invoices.

The Commission agrees with the recommendation to continue evaluating all revenue sources and operating expenses to identify opportunities that strengthen long-term financial stability. The Commission takes seriously our financial stewardship by controlling our operating costs. For the past nine consecutive years, the Commission's annual expenditure has been less than the amount budgeted. Furthermore, during the 17-year Act 44 period, the Commission controlled its operating expenses, maintaining a compound annual growth rate of 1.85%. This rate is significantly lower than the Commonwealth's General Fund budget growth, which averaged 3.4%. Over the past several years, the Commission has already implemented numerous cost containment and efficiency measures, including sustained reductions in operating expenses, refinements to internal controls, and strategic use of technology to support All Electronic Tolling and Open Road Tolling initiatives. We remain committed to building on this work.

Regarding growing revenues, the Commission's stable and growing traffic volumes are considered a credit positive by rating agencies and demonstrate the essential nature of the Turnpike to the regional and national economies. But for the Covid-19 pandemic period (2020-21), the Commission's revenues have consistently grown well beyond the levels of the annual toll increases. Most recently, FY2026 gross revenues rose by 8.2%, while tolls increased by 4%, suggesting that revenue growth was largely organic.

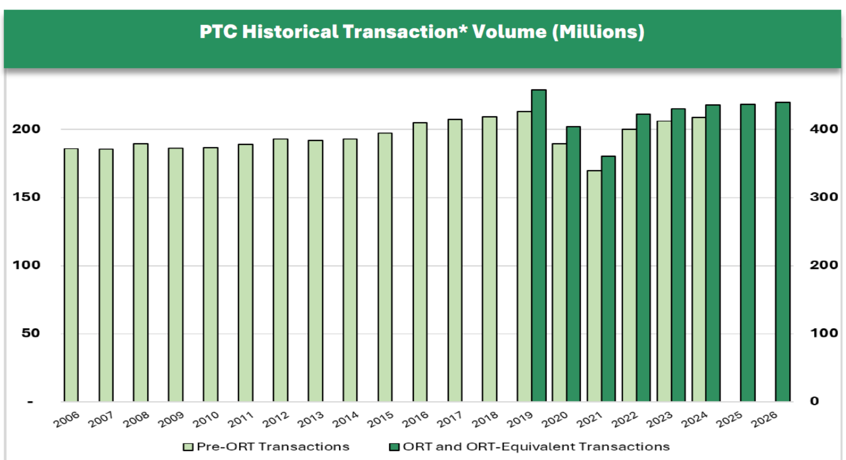
The Commission also recognizes the Auditor General's longstanding attention to employee toll-free travel and remains committed to ensuring the program is administered appropriately and with effective oversight. As stated in prior responses, the Commission believes its employee toll-free travel program supports operational readiness and its commitment to maintaining a safe and reliable transportation system. The Commission remains in compliance with its obligations under the Amended and Restated Trust Indenture and respectfully disagrees with the assertion that the program results in significant lost revenue from personal travel.

Since the prior audit, the Commission has strengthened governance over employee toll-free travel through the approval of revised Policy 7.14, Non-Revenue Program for Commission Employees, effective February 3, 2026. The revised policy strengthens accountability, enhances compliance monitoring, clarifies employee responsibilities, and establishes stronger enforcement measures to address misuse or unauthorized use of the program. In addition, the policy requires annual Internal Audit reviews of non-revenue travel to provide ongoing independent oversight.

The Commission will continue to evaluate opportunities to responsibly manage operating costs, safeguard revenue, and prevent misuse of the employee toll-free travel program while ensuring the Commission can effectively fulfill its operational and public safety responsibilities.

3 - Evaluate ways to increase passenger car and commercial use of the Turnpike.

As seen in the chart below, Commission transaction volumes have consistently grown on a year-over-year basis in both the "pre and post ORT" environment, but for the Covid-19 Pandemic. In particular, commercial volumes have grown 14.6% above the pre-pandemic peak in 2019.



The Commission agrees with the recommendation to evaluate and pursue strategies that encourage increased passenger and commercial use of the Pennsylvania Turnpike. Ensuring that the PA Turnpike remains a competitive, reliable, and attractive travel corridor is critical to maintaining stable revenue growth and meeting the Commission's long term financial obligations.

Currently, travelers on the PA Turnpike receive the following differentiating value for their toll dollars.

- The Pennsylvania Turnpike's total reconstruction program widens the roadway from two to three lanes in each direction, increases shoulder and median width to support safety, quick clearance time and access, and smooths curves for a gentler ride.
- 24/7, system-wide monitoring through our state-of-the-art Operations Center and emergency call number *11.
- Roadside assistance provided by our Safety Patrol with each patrol vehicle dedicated to approximately 30 miles each.
- A dedicated State Police Troop.
- A dedicated Maintenance force staged throughout our 550 plus miles of roadway; ensuring our roadway is free of snow and trash; roadway surfaces are free of objects and defects and safety infrastructure such as guiderail is maintained.
- 17 service plazas, all are easy-on, easy-off plazas open 24 hours a day that offer fuel, restrooms, a variety of food options, and other amenities to make travel comfortable and efficient.

Over the last several years, the Commission has undertaken a range of initiatives designed to enhance safety, reliability, customer experience, and operational efficiency — all of which support increased usage. These efforts include:

- **Modernization of the tolling system**, including the launch of All Electronic Tolling and partial implementation of Open Road Tolling (ORT), which together provide a smoother, safer, and faster customer experience.
- **Investment in roadway reconstruction and widening**, particularly along higher volume segments, to reduce congestion, improve travel times, and support freight mobility.
- **Enhancements to customer payment options**, including the PA Toll Pay app, cash payment retail network, QR code enabled invoices, and the upcoming introduction of lower cost sticker transponders — all designed to remove barriers to payment and encourage more frequent use.
- **Strategic collaboration with regional and national partners**, including freight, logistics, and passenger travel stakeholders, to better understand travel trends and align improvements with user needs.
- **Explore new interchange opportunities** that generate additional trips if revenues exceed infrastructure cost in coordination with MPOs/RPOs, PennDOT and other regional partners.

The Commission acknowledges the impacts of toll rates on travelers and is committed to balancing necessary toll adjustments with continued improvements to the customer experience. As part of this commitment, the Commission is actively assessing and pursuing opportunities to enhance the PA Turnpike's value proposition for both passenger and commercial drivers. These efforts include:

- Exploring safety and mobility improvements that reduce delays and improve trip time reliability;
- Advancing technology solutions — including expanded real time travel information — that improve customer confidence and ease of use;
- Identifying opportunities to support freight movement and commercial carrier needs through infrastructure, technology, and customer service improvements.

The Commission will continue to evaluate data driven approaches and engage with travelers, commercial carriers, and industry partners to inform strategies that support increased usage of the PA Turnpike, while ensuring that the system remains safe, reliable, and financially sustainable.

4 - Continue to analyze and manage its debt, especially considering the fluctuations in interest rates.

The Commission agrees with this recommendation and has demonstrated its ability to effectively manage its debt and avails itself of opportunities to refinance portions of its debt outstanding. Since the start of the Act 44 period (2009), the Commission has refinanced $10.3 billion of outstanding debt, taking advantage of lower interest rates and generating an estimated $1.7 billion in overall cashflow savings on said debt for the remaining life of the bonds. Most recently, during FY2026, the Commission refinanced approximately $2 billion of outstanding bonds and generated $377 million in debt service savings.

We recommend the Pennsylvania General Assembly:

1 - As recommended in our prior audit, develop a joint taskforce comprised of representatives of the Senate and House Appropriations and Transportation Committees, the Commission, PennDOT, and trucking industry/driver's associations. The task force should draft new legislation to help ensure the current debt burden placed on the Commission is considerably mitigated for the continued viability of the Commission and the toll road system in Pennsylvania, as well as focusing on reasonable alternative revenue sources.

The Commission agrees with the intent of this recommendation but does not believe a joint taskforce is required to help ensure the current debt burden placed on the Commission is mitigated. The Commission already has the legislative authority to set and revise turnpike tolls as needed to meet debt obligations, so a task force for new toll legislation seems unnecessary. Although the Commission has implemented substantial measures to maintain fiscal responsibility, it remains open to collaboration in formulating legislation targeting fare evasion and identifying effective strategies for enhancing alternative revenue sources.

2 - Refrain from increasing the $50 million annual payment and further consider removing or reducing the Commission's requirement to pay PennDOT $50 million each year through 2057.

The Commission agrees with the intent of this recommendation. PA Turnpike customers have done their fair share in helping to fund transit and other transportation projects around the Commonwealth and we support efforts to refocus our customers' toll dollars back into the roadway they traverse. By returning control of our finances back to the Commission we can invest in our system, which means rebuilding and bettering our roadway as well as adding new access points and supporting the economic development that often follows. The Commission supports consideration of eliminating the annual $50 million payment to PennDOT, which would relieve the Commission of $1.5 billion in future payments. The Commission would utilize the $1.5 billion to directly fund additional needed capital improvements to the Turnpike System.

Finding 2 – Commission Response

The draft report states: Toll increases driven by Act 44/89 continue to burden travelers, while the Act's reduced payment obligations have improved the Commission's credit rating.

We recommend the Commission:

1 - Continue to explore alternative ways of increasing revenue, other than toll increases, and decreasing operating expenses to help alleviate the amount of toll increases that may be necessary.

The Commission agrees with the recommendation to continue exploring alternative methods of increasing revenue outside of toll adjustments. Diversifying revenue streams and improving operational efficiency are essential components of maintaining the long-term financial stability of the Pennsylvania Turnpike system, particularly given the statutory obligations associated with Act 44/89 and the capital needs of our aging infrastructure.

To support these objectives, the Commission has established a comprehensive strategy focused on technology modernization, commercialization of Commission assets, strategic partnerships, operational efficiencies, and enterprise innovation. In addition to its core transportation mission, the Commission has established an enterprise Growth Program dedicated to identifying, evaluating, and advancing new business opportunities that improve financial sustainability while enhancing mobility and customer service.

These efforts encompass a portfolio of initiatives that leverage the Commission's infrastructure, technology investments, and operational expertise to generate recurring non-toll revenue, reduce operating costs, and improve long-term financial sustainability. The following sections summarize several of the Commission's most significant initiatives supporting these objectives.

Unified Back Office (Journi) and Back Office as a Service (BOaaS)

The Commission's development and transition to the new Unified Back Office (Journi) represents a significant technology investment designed to improve customer service, increase operational efficiency, and create new non-toll revenue opportunities.

Journi's modern, modular architecture will enable:

- **Back Office as a Service (BOaaS):** The capability to offer back-office services to other tolling agencies, transportation authorities, and governmental entities. This model leverages the Commission's technology investment to generate new, recurring non-toll revenues while supporting improved regional and national interoperability.
- **Enhanced customer payment options and account management functionality:** Improved digital payment channels, omni-channel customer self-service tools, and lower operating costs, which combined create opportunities for improved collections and higher customer satisfaction.

Expansion into adjacent business functions

The Commission is exploring ways to expand into adjacent business functions such as account processing, transaction management, licensing, and data services for partner agencies supported by Journi. The Commission will continue to evaluate and pursue opportunities to offer Journi-enabled services externally once the unified platform is fully implemented and stabilized.

Parking and Mobility Services through the Journi back-office system

The Commission is actively pursuing opportunities to expand E-ZPass-enabled parking and integrated mobility services, including EV charging, as a new source of recurring non-toll revenue.

Current efforts include collaboration with airports, sports and entertainment venues, universities, healthcare systems, and other major parking operators to develop unified account-based parking solutions. These initiatives improve customer experience while creating opportunities for transaction-based revenue, enhanced reporting, and expanded mobility services. The Commission also continues to evaluate future integration of electric vehicle charging and other mobility services through the Journi platform.

Fiber

The Commission has substantially completed a large-scale fiber optic broadband network that enhances its communications capacity, supports Open Road Tolling, and provides the high-speed connectivity necessary for advanced telecommunications applications that improve safety, mobility, and system operations.

The fiber optic network was intentionally designed with excess capacity to support commercialization to serve as a non-toll revenue generator as well as having the potential to assist in extending broadband to underserved areas.

Tower Commercialization

The Commission continues to commercialize excess space on its tower network. As the Commission completes its conversion from a microwave network to a fiber network as well as from a VHF radio system to a dual sim cellular network, there will be additional space on towers to commercialize.

Microgrids

The Commission continues to offset operational expenses by generating electricity for its own use, selling any excess back to the grid at a net profit and advancing resiliency through microgrid infrastructure. As the Commission continues to expand this program with additional sites there will be additional opportunities.

Finding 3 – Commission Response

The draft report states: The implementation of Open Road Tolling in January 2025 impacted both passenger and commercial vehicles' toll rates.

We recommend the Commission:

***1 - Continue to evaluate the results of ORT to ensure its implementation remains revenue-neutral, as intended*.**

The Commission agrees with the recommendation and continues to actively evaluate the performance of Open Road Tolling (ORT) to ensure its implementation remains revenue neutral, as intended. While the transition to ORT has changed how transactions are categorized and processed, revenue performance is in line with, and slightly above, projections.

The Toll Operations Department conducts ongoing monitoring of ORT performance using detailed transaction and revenue assurance reporting. This includes evaluating shifts in license plate image-based tolls, transponder reads, and leakage trends, as well as assessing system behavior as ORT expands across additional segments of the roadway. Performance results are reviewed regularly to ensure revenue outcomes remain stable and to identify any adjustments needed as the system matures.

The Commission remains committed to monitoring overall revenue assurance and ORT system performance closely to ensure the Commission continues to meet revenue neutral objectives while delivering improved mobility, safety, and operational efficiency for customers.

Finding 4 – Commission Response

The draft report states: Uncollected tolls continue to increase due to non-payment from both in and out-of-state travelers.

1 - Continue to research and offer additional payment options, such as PayPal, Venmo, Cash App, and Zelle, to provide a variety of payment methods to travelers.

The Commission agrees with the recommendation to continue researching and offering additional digital payment options such as PayPal, Venmo, Cash App, and Zelle. Providing customers with more flexible, modern payment methods is an important part of reducing barriers to payment, improving customer experience, and supporting higher collection rates.

The ongoing implementation of the Unified Back Office System (Journi) positions the Commission to make meaningful progress in this area. Journi is being deployed as the Commission's payment orchestration platform, designed to accommodate a broader range of digital payment types over time. As part of the Journi architecture, a leading digital payment gateway will be used that will allow for more flexibility when new payment alternatives emerge. As Journi matures and the digital wallet ecosystem evolves, the Commission will evaluate which solutions deliver the most benefit to customers while maintaining compliance, security, and operational efficiency.

2 - Work with its contracted cash payment network vendor to increase the number of locations that customers can make toll payments, by adding locations such as grocery stores.

The Commission agrees with the recommendation to continue working with our contracted cash payment network vendor to explore opportunities for expanding the number and variety of retail locations where customers can make toll payments.

At this time, the Commission has not yet discussed with Kubra the possibility of adding more traditional grocery stores to the existing cash payment network. However, several current retailers have expressed interest in participating in the program. For example, Northeast Title & Tag contacted the Customer Assistance Center (CAC) on May 7, 2026, expressing interest in joining the network; staff facilitated a direct connection with Kubra to support that inquiry. In addition, the CAC now has a standard response template prepared for similar retailer inquiries, helping ensure that interested businesses can quickly and efficiently engage with Kubra for evaluation.

The Commission remains committed to improving accessibility and convenience for customers by continuing to evaluate opportunities to expand the cash payment network in a responsible and customer focused manner.

3 - Request the Pennsylvania State Police "Troop T" Turnpike patrol to increase its work on identifying and ticketing, when appropriate, vehicles on the Turnpike that have an obstructed or unreadable license plate.

The Commission agrees with the recommendation to continue working with the Pennsylvania State Police Troop T to identify and ticket, when appropriate, vehicles traveling on the Pennsylvania Turnpike with obstructed, covered, or otherwise unreadable license plates. Ensuring plate readability is essential to maintaining the integrity of Open Road Tolling (ORT), supporting effective collections, and deterring toll evasion.

Troop T already plays an important role in monitoring plate visibility as part of its routine patrol activities. When Troop T identifies vehicles with obscured or unreadable plates, appropriate enforcement action is taken in accordance with applicable laws and operational safety considerations. The Commission will continue to support Troop T's enforcement efforts and maintain strong communication regarding toll evasion indicators and potential violations.

Internally, the Commission further supports these efforts through internal tracking and reporting of possible toll evasion as reported by the traveling public. When the Operations Center receives a notification about a potential plate related toll evasion, that information is captured and conveyed to the "Possible Toll Evasion" team which includes staff from traffic operations and toll operations. This allows staff to document the incident, verify vehicle information, and take follow up action where needed, helping strengthen coordination with Troop T and improve detection of plate related violations.

The Commission will keep working with Troop T and improve its internal procedures to minimize toll leakage caused by license plate readability issues, ensuring fair and consistent enforcement across the PA Turnpike.

4 - Continue to work with PennDOT to determine the cause for addresses not being available for license plates associated with vehicles using the Turnpike. Based on the reasons from PennDOT, the Commission should pursue appropriate courses of action to enable additional billings for Toll By Plate transactions.

The Commission agrees with the recommendation to continue working with PennDOT on solutions to refine the processes related to addresses not being available for license plates associated with vehicles traveling the PA Turnpike. When PennDOT's updated driver license system becomes operational, anticipated by the end of 2026, the Commission will have the opportunity to strengthen collaboration with PennDOT. This partnership will focus on enhancing reporting mechanisms that confirm registration suspensions and ensure the accuracy of customer address records.

We recommend the Commission and the General Assembly:

1 - Cooperatively work together to amend current statute to allow alternative methods for delivering toll invoices, including methods for electronic delivery.

The Commission agrees with the recommendation to work cooperatively with stakeholders to amend current statute to allow alternative methods for delivering toll invoices, including electronic delivery. As noted in the draft audit, the Commission is already pursuing legislative changes that would authorize electronic delivery of initial invoices, eliminating the requirement to wait for paper mail to be returned as undeliverable before alternative methods may be used. This flexibility would improve the chances of reaching the customer, reduce processing delays, lower operating costs and support more timely customer notification.

In addition, the Commission continues to advocate for statutory and policy approaches that expand—not restrict—the ability to reach customers through secure digital channels. Recent legislative proposals that would limit or prohibit certain electronic communications, such as text-based notifications, would significantly hinder the Commission's ability to inform customers of outstanding tolls and support timely payment. The Commission has emphasized that secure, verified text messaging is one of its most effective tools for customer outreach and resolving unpaid tolls, and that restricting its use would negatively impact customers and collections.

The Commission will continue engaging with PennDOT, the General Assembly, and other partners to modernize invoice delivery requirements and enable secure electronic communication methods that improve customer service, reduce leakage, and support efficient toll collection.

2 - Cooperatively work together to develop legislation to increase current penalties for motorists that knowingly/intentionally obscure license plates to evade tolls.

The Commission agrees with the recommendation to work cooperatively with partners to develop legislation that increases penalties for motorists who knowingly or intentionally obscure license plates to evade tolls. As noted in the audit, intentional plate obstruction remains a contributor to Toll By Plate leakage, and current fines under Title 75 provide only a limited deterrent effect.

The Commission supports legislative updates that would enhance the consequences for deliberate plate obstruction, including aligning penalties with the seriousness of intentional toll evasion and ensuring law enforcement has clearer authority to address these violations. Stronger statutory tools—paired with the Commission's internal detection processes and ongoing collaboration with Troop T—will help reduce leakage and promote fair, consistent compliance across the PA Turnpike system.

Finding 5 – Commission Response

The draft report states: Faced with an increase in uncollected tolls, the Pennsylvania Turnpike Commission must continue to seek new ways to collect tolls from travelers.

1 - Closely monitor the performance of the two current collection agencies to determine if using two agencies is yielding higher collection rates, and if not, adjust accordingly.

The Commission agrees with the recommendation to continue closely monitoring the performance of the two contracted collection agencies to ensure that maintaining a dual agency model results in improved recovery rates and overall collection effectiveness.

The Commission already maintains a structured, data driven oversight process to evaluate the performance of each agency on both a monthly and quarterly basis. This process provides ongoing transparency into effectiveness, identifies areas for improvement, and informs decisions regarding account allocations.

Monthly performance scorecards are used to measure the efficiency and effectiveness of each collection agency. These scorecards include comparative metrics that allow the Commission to review side-by-side results and identify performance trends. They are reviewed each month to ensure that collection activities remain aligned with expectations and that any changes in performance are promptly addressed.

In addition to monthly monitoring, the Commission conducts more in-depth quarterly evaluations of overall agency performance. During these reviews, collection outcomes, recovery rates, and operational efficiency are analyzed to determine whether adjustments in account allocation are warranted. Historically, the Commission has shifted a greater percentage of placements to the higher performing agency when the data supports such reallocation. That practice continues as part of our ongoing commitment to maximizing recovery.

The Commission also holds quarterly meetings with each agency to review scorecard results, discuss performance trends, and gather insight into current and planned strategies aimed at enhancing collection outcomes. These sessions help identify both challenges and opportunities and create a collaborative environment focused on continuous improvement.

Through this combination of monthly scorecards, quarterly evaluations, and routine direct engagement, the Commission ensures that each agency is held accountable, that comparative performance is continuously assessed, and that the use of two agencies continues to provide value and improved results.

2 - Continue to work with other states, in particular those states whose drivers have the highest amounts of uncollected tolls in Pennsylvania, regarding potential reciprocity agreements.

The Commission continues to identify opportunities to initiate reciprocity agreements with other states including those with high amounts of uncollected Pennsylvania tolls. Our reciprocity efforts, however, are dependent upon the enforcement legislation in our neighboring states and their willingness to execute such agreements.

We recommend the Commission and the General Assembly:

1- Cooperatively work together to develop comprehensive legislation that is clear and concise to increase toll collection enforcement mechanisms, such as that implemented in the state of

Ohio, which require payment of outstanding tolls before allowing an individual to transfer the title under someone else's name while under registration suspension or from applying for registration on a different vehicle.

The Commission agrees with the recommendation and supports working collaboratively with the General Assembly, PennDOT, and other partners to develop comprehensive legislation that enhances toll collection enforcement mechanisms. Strengthening statutory tools is essential to addressing intentional non-payment and ensuring that chronic toll evaders cannot avoid accountability by transferring titles or registering additional vehicles while outstanding tolls remain unresolved.

The Commission is already pursuing several legislative updates aimed at improving enforcement, including revisions to existing registration suspension provisions and clarifying PennDOT's authority to refuse registration or transfer when unpaid tolls exist. These efforts complement the recommendation to establish mechanisms similar to those used in Ohio, where outstanding tolls must be resolved before a title transfer or new registration can occur.

The Commission will continue to advance legislation that closes gaps in current law, improves alignment between enforcement and registration systems, and ensures that motorists who intentionally evade tolls are prevented from circumventing statutory consequences through vehicle title or registration actions.

2 – Cooperatively work together to develop comprehensive legislation to implement other toll collection mechanisms, such as deducting outstanding toll balances from lottery winnings or state tax refunds.

The Commission supports the recommendation and was actively involved in drafting legislation which has been reintroduced as Senate Bill 572, PN 582 by Senator Boscola.

3 - Contact the three major nationwide Credit Reporting Agencies (CRAs) to explore ways to enable toll debt to be reported to CRAs to be added to the credit reports of non-paying customers.

Although the Commission supports the recommendation, it may not be feasible. According to the National Consumer Assistance Plan (NCAP), which is published by the three main CRAs, collection agencies are currently prohibited from reporting debt that did not arise from any contract or agreement to pay the consumer debt. Thus, the CRAs would need to change their policy for the Commission to directly report the unpaid tolls. While redefining toll debt as consumer debt for reporting would require major changes to the NCAP or federal law, we are still working with our collection agencies to explore alternative reporting options.

Auditor's Conclusion to the Pennsylvania Turnpike Commission's Response

Pennsylvania Turnpike Commission (Commission) management is in general agreement with *Findings 1* through *5* and is currently addressing most of our recommendations. Below we comment on the Commission's response to certain areas where further comment is warranted for each of our five findings.

Finding 1

Regarding our recommendation that the Commission ensure that traffic projections used to forecast toll revenue are conservative and realistic based on data related to current and immediate future projections, the Commission responded that it believes its traffic and revenue projections are conservative and realistic as shown by it consistently outperforming its consultant's annual traffic and revenue forecast. While we agree the Commission outperforming the consultant's projections is encouraging, we continue to recommend that the Commission ensures the projections used to forecast toll revenue be conservative going forward.

We are pleased that the Commission agrees it must continue evaluating all revenue sources and operating expenses to identify opportunities that strengthen long-term financial stability. Commission management stated that it continues to evaluate and pursue strategies that encourage passenger and commercial use of the Pennsylvania Turnpike (Turnpike). Initiatives such as enhancements to toll payment options helps to provide customers with the ability to pay in the way best for them. The turnpike system relies on Commission management being good financial stewards by controlling operational costs, as well as working with the Pennsylvania Senate and House Appropriations and Transportation Committees and trucking industry associations, to find reasonable alternative revenue sources.

Commission management respectfully disagreed with our "assertion that the program results in significant lost revenue from personal travel". However, our finding reported that during the three-year period of the current audit, the amount of employee toll-free travel increased to over $3.7 million. Although this amount may seem insignificant compared to the Commission's total toll revenue of $4.87 billion over the same period, given the Commission's Act 44/89 payments and associated debt payments, contributions for capital projects, and annual toll price increases, it is imperative for the Commission to make every effort to increase its revenue, including considering amending policy regarding employee toll-free travel. We are encouraged that the Commission has revised its related policy to strengthen accountability and enhance its compliance monitoring. In addition, the Commission agreed to establishing stronger enforcement measures to address misuse or unauthorized use of the program. Annual Internal Audit reviews will also be conducted to provide ongoing oversight.

Regarding the recommendations to the Pennsylvania General Assembly (General Assembly), the Commission responded that it agrees with the intent of the recommendations. The recommendations pertain to ensuring the current debt burden placed on the Commission is considerably mitigated for the continued viability of the Commission as well as refraining from increasing the $50 million annual payment to PennDOT and consideration to remove or reduce the annual payment.

Finding 2

The Commission agreed with our recommendation to continue to explore alternative ways of increasing revenue, other than toll increases, and decreasing operating expenses to help alleviate the amount of toll increases that may be necessary. We are encouraged by the Commission's response regarding a strategy focused on technology modernization, establishment of strategic partnerships, innovations to help diversify revenue streams, and improve operational efficiency.

Finding 3

The Commission agreed with our recommendation to evaluate the results of Open Road Tolling (ORT) to ensure its implementation remains revenue neutral. We are encouraged that the Commission intends to continue to actively evaluate the performance of ORT through ongoing monitoring by its Toll Operations Department. Commission management stated this review includes using detailed transactions and revenue assurance reporting.

Finding 4

We are encouraged that the Commission has prioritized expansion of payment types to make it easier and more convenient for customers to pay their tolls, with options such as PayPal, Venmo, Cash App, and Zelle. Adding more retail locations outside of convenience stores, as noted in the Commission's response, would be a further positive development for collection of tolls. Expanding locations where Turnpike customers can make toll payments will help to improve accessibility and convenience for Turnpike customers.

We are pleased that the Commission agrees with our recommendation to request that the Pennsylvania State Police "Troop T" increase its work on identifying and ticketing vehicles on the Turnpike that have an obstructed or unreadable license plate. Commission management also stated that it further supports these efforts through an internal review of possible toll evasion as reported by the traveling public. When the Commission receives a complaint about potential plate-related toll evasion, that information is captured and conveyed to appropriate staff to take follow up action where needed, helping strengthen coordination with Troop T and improving detection of plate-related violations.

The Commission also agreed with our recommendation to continue working with PennDOT on solutions to refine the processes related to Turnpike customer addresses in the PennDOT system not being available for license plates associated with vehicles traveling the Turnpike. Commission management stated that PennDOT anticipates updating its driver license system by the end of calendar year 2026. At that time, the Commission will have the opportunity to strengthen its collaboration with PennDOT, focusing on enhancing reporting mechanisms that confirm registration suspensions and ensuring the accuracy of customer address records. Since the PennDOT system update has not yet been implemented, we were unable to perform procedures to determine the impact it will have on increasing the number of addresses available for license plates associated with vehicles using the Turnpike.

Additionally, we are encouraged with the Commission's agreement to work cooperatively with the General Assembly to: 1) amend the relevant statutory provision to allow alternative methods for delivering toll invoices, including electronic delivery, and 2) develop proposed legislation that increases penalties for motorists that knowingly or intentionally obscure license plates to evade tolls.

Finding 5

We are pleased that the Commission agreed with our recommendation to closely monitor the performance of its two current collection agencies to determine if using two agencies is yielding higher collection rates, and if not, adjust accordingly. It is imperative that the Commission monitor the collection agencies to ensure they are providing results expected by the Commission. The Commission also agreed with our recommendation to continue to work with other states to initiate reciprocity agreements, especially those states with high amounts of Pennsylvania uncollected tolls.

We are encouraged by the Commission's agreement to work collaboratively with stakeholders to develop comprehensive legislation to enhance toll collection enforcement mechanisms. Although the Commission indicated that the recommendation regarding reporting toll debt to Credit Reporting Agencies (CRAs) may not be feasible, we are encouraged that the Commission supports the recommendation. Efforts should be made to initiate discussion with the CRAs to determine if there is a possibility for CRAs to amend their policy to allow the Commission to directly report unpaid tolls.

Appendix A Objectives, Scope, Methodology, and Data Reliability

The Department of the Auditor General conducted this audit of the Pennsylvania Turnpike Commission (Commission) pursuant to the following mandates addressed in this report:

- Section 706(b) of the Administrative Code of 1929 that provides, "the Auditor General shall, on a quadrennial basis, conduct a financial audit and compliance [i.e., performance] audit of the affairs and activities" of the Commission.[119]

- Section 8204(b)(1) of Title 74, Part IV, Chapter 82 (Turnpike Commission Standards of Conduct), that provides that we must review the performance, procedures, operating and capital budgets, debt, and accounts of the Commission.[120]

We conducted this audit in accordance with generally accepted *Government Auditing Standards*, issued by the Comptroller General of the United States.[121] Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Objectives

Our performance audit objectives were as follows:

1. Determine if the Commission's revenue collections are meeting projected toll revenue expectations to meet its payment obligations and planned capital improvement projects. [*See Findings 1, 2 and 3*]

2. Evaluate the Commission's process for collecting tolls, including but not limited to E-ZPass,[122] Toll By Plate (TBP),[123] and the PA Toll Pay app, determine the amounts of

[119] Subsection (b) of 71 P.S. § 246 (Adm. Code § 706), added by Act 122 of 1988. Note that Section 706 of the Admin. Code was further amended by Act 70 of 2021, effective July 9, 2021, pertaining to an unrelated matter (i.e., authority to audit certain municipal authorities).
[120] Subsection (b)(1) of 74 Pa.C.S. § 8204, added by Act 44 of 2007, as amended by Act 89 of 2013 (i.e., changed the audit requirement from at least once every four years to at least once every two years).
[121] U.S. Government Accountability Office. *Government Auditing Standards*. 2018 Revision Technical Update April 2021.
[122] 74 Pa.C.S. § 8117 (relating to Electronic toll collection) (Act 44 of 2007, as amended by Act 112 of 2022, effective January 3, 2023).
[123] Ibid. and 75 Pa.C.S. § 1332 (relating to Display of registration plate), added by Act 81 of 1976, as last amended by Act 112 of 2022.

paid and unpaid tolls, and assess whether all applicable enforcement mechanisms are being properly utilized to collect unpaid tolls.[124] [*See Findings 4 and 5*]

Regarding the financial aspects of the mandates noted above, we did not conduct our own financial statement audit. Instead, we continued our past practice of reviewing the financial audit reports and working papers of the independent CPA firm (CPA firm) that audited the Commission's financial statements. This review was completed to determine if the above-mentioned mandates pertaining to the financial audit and review (of the performance, procedures, operating and capital budgets, debt, and accounts of the Commission) have been fulfilled or whether additional procedures need to be performed in order to fulfill these mandated responsibilities.

We also conducted procedures to determine whether the Commission implemented our prior performance audit's finding and recommendation pertaining to Audit Objective 1 from the report issued in September 2022 (*see Finding 1*).

Scope

This performance audit covered the period June 1, 2022, through May 31, 2025, with updates through the end of our audit procedures on July 9, 2026. Regarding the financial-related mandates, we reviewed the financial audit reports, related working papers and other documentation for the four-year period of June 1, 2021, through May 31, 2025.

Commission management is responsible for establishing and maintaining effective internal controls to provide reasonable assurance of compliance with applicable laws, regulations, contracts, and policies and procedures. In conducting our audit, we obtained an understanding of the Commission's internal controls, including information system controls.

Standards for Internal Control in the Federal Government (also known as and hereafter referred to as the Green Book), issued by the Comptroller General of the United States, provides a framework for management to establish and maintain an effective internal control system.[125] We used the framework included in the Green Book to assess the Commission's internal control system.

The Green Book's standards are organized into five components of internal control. In an effective system of internal control, these five components work together in an integrated manner to help an entity achieve its objectives. The five components contain 17 related principles, listed

[124] 75 Pa C.S. §§ 1376(b.1)(5) (added by Act 165 of 2016, effective August 4, 2017) and 1380(a)(1) (added by Act 165, as amended by Act 112 of 2022). Act 112 lowered the threshold for a vehicle registration suspension for unpaid tolls from six violations to four violations, and for administrative fines from $500 to $250.
[125] Even though the Green Book was written for the federal government, it explicitly states that it may also be adopted by state, local, and quasi-government entities, as well as not-for-profit organizations, as a framework for establishing and maintaining an effective internal control system.

in the table below, which are the requirements an entity should follow in establishing an effective system of internal control.

We determined that all internal control components were significant to each of the audit objectives. The table below represents a summary of the level of our internal control assessment for effectiveness of design (D); implementation (I); or operating effectiveness (OE) that we performed for each principle or an indication that reliance was placed on the internal control work performed by the Commission's CPA firm and no further assessment was performed unless otherwise noted (R). It also includes our conclusions that either no issues were found or notes the finding(s) where we present the issues noted.[126]

Component	Principle		Level of Assessment	Objective	Conclusion
Control Environment	1	The oversight body and management should demonstrate a commitment to integrity and ethical values.	R	1, 2	No issues noted
	2	The oversight body should oversee the entity's internal control system.	R	1, 2	No issues noted
	3	Management should establish an organizational structure, assign responsibility, and delegate authority to achieve the entity's objectives.	R	1, 2	No issues noted
	4	Management should demonstrate a commitment to recruit, develop, and retain competent individuals.	R	1, 2	No issues noted
	5	Management should evaluate performance and hold individuals accountable for their internal control responsibilities.	R	1, 2	No issues noted

[126] U.S. Government Accountability Office. *Standards for Internal Control in the Federal Government*. September 2014. The Green Book, Sections OV3.05 and 3.06, states the following regarding the level of assessment of internal controls. Evaluating the design of internal control includes determining if controls individually and in combination with other controls are capable of achieving an objective and addressing related risks. Evaluating implementation includes determining if the control exists and if the entity has placed the control into operation. Evaluating operating effectiveness includes determining if controls were applied at relevant times during the audit period, the consistency with which they were applied, and by whom or by what means they were applied.

Component		Principle	Level of Assessment	Objective	Conclusion
Risk Assessment	6	Management should define objectives clearly to enable the identification of risks and define risk tolerances.	R	1, 2	No issues noted
	7	Management should identify, analyze, and respond to risks related to achieving the defined objectives.	R	1, 2	No issues noted
	8	Management should consider the potential for fraud when identifying, analyzing, and responding to risks.	R	1, 2	No issues noted
	9	Management should identify, analyze, and respond to significant changes that could impact the internal control system.	R	1, 2	No issues noted
Control Activities	10	Management should design control activities to achieve objectives and respond to risks.	R	1, 2	No issues noted
	11	Management should design the entity's information system and related control activities to achieve objectives and respond to risks.	R	1, 2	No issues noted
	12	Management should implement control activities through policies.	R	1, 2	No issues noted
Information and Communication	13	Management should use quality information to achieve the entity's objectives.	D, I, OE, R	1, 2	No issues noted
	14	Management should internally communicate the necessary quality information to achieve the entity's objectives.	R	1, 2	No issues noted
	15	Management should externally communicate the necessary quality	R	1, 2	No issues noted

Component		Principle	Level of Assessment	Objective	Conclusion
		information to achieve the entity's objectives.			
Monitoring	16	Management should establish and operate monitoring activities to monitor the internal control system and evaluate results.	R	1, 2	No issues noted
	17	Management should remediate identified internal control deficiencies on a timely basis.	R	1, 2	No issues noted

Generally accepted *Government Auditing Standards* require that we consider information systems controls "…to obtain sufficient, appropriate evidence to support the audit findings and conclusions."[127] This process further involves determining whether the data that supports the audit objectives is reliable. In addition, Publication GAO-20-283G, *Assessing Data Reliability*, provides guidance for evaluating data using various tests of sufficiency and appropriateness when the data are integral to the audit objective(s).[128] *See* our assessment in the *Data Reliability* section that follows.

Our assessment of Commission management's internal controls and reliance placed on the internal control work performed by the Commission's CPA firm did not identify any issues associated with the 17 Principles as noted in the table above. Our procedures to assess the design, implementation, and/or operating effectiveness, and to place reliance on the work of the Commission's CPA firm, are discussed in the *Methodology* section that follows.

Methodology

The following procedures were performed to address both of our audit objectives, unless otherwise noted.

- Reviewed the Commission's CPA firm's working papers regarding work performed to determine what controls were in place regarding each of the 17 principles within the five components of internal control in order to establish an effective system of internal control. [All Principles]

- Obtained an understanding of the Commission's overall organizational structure and purpose from our review of the Commission's organization charts, information published

[127] U.S. Government Accountability Office. *Government Auditing Standards*. 2018 Revision. Technical Update April 2021. Paragraphs 8.59 through 8.67.
[128] U.S. Government Accountability Office. Assessing Data Reliability. December 2019.

on its website, responses to our fraud and information technology questions, and from interviews with Commission management and staff. [All Principles]

- Reviewed Act 44 of 2007 and Act 89 of 2013 related to the Commission's funding obligations to the Pennsylvania Department of Transportation (PennDOT).

- Obtained the following background information regarding the Commission:
  - Operating revenue, non-operating expenses, and capital contributions the Commission received in the fiscal year ended (FYE) May 31, 2022, 2023, 2024 and 2025.
  - Vehicle Open Road Tolling (ORT) equivalent transactions and gross toll revenue for the FYE May 31, 2019, through May 31, 2025.
  - Act 44 of 2007 and Act 89 of 2013 (Act 44/89) annual payments made to PennDOT during the FYE May 31, 2008, through May 31, 2025, and the future payments due during the FYE May 31, 2026, through May 31, 2057.

The following procedures were performed to address Audit Objective 1:

- Interviewed Commission management to:
  - Gain an understanding of the data provided to consultants hired by the Commission to perform traffic and toll revenue forecast studies and to prepare its annual Act 44 Financial Plan. [Principle 13]
  - Gain an understanding regarding the implementation of the first phase of ORT on the Turnpike in January 2025.

- Reviewed the following laws applicable to the Commission's funding obligations to PennDOT:
  - 74 Pa.C.S. § 1506(c)(3.4) (relating to the decrease of annual payments from $450 million to $50 million).
  - 72 P.S. § 7238 (relating to Collection of tax on motor vehicles, trailers and semi-trailers).

- Reviewed the Commission's schedule of Revenue vs. Debt Forecast prepared on August 18, 2025, and revised on June 16, 2026, for the FYE May 31, 2022, through May 31, 2045.

- Reviewed the Commission's Act 44 Financial Plans for Fiscal Years (FY) 2022, 2023, 2024, 2025, and 2026, that describe the Commission's proposed operating and capital expenditures, borrowings, liquidity and other financial management covenants and policies, estimated toll rates and all other revenues and expenditures for the following fiscal year.

- Compared the projected toll revenue and scheduled debt payments made in the Commission's Act 44 Financial Plan for FY 2022 to the projections made in the FY 2026 Act 44 Financial Plan. [Principle 13]

- Reviewed Turnpike historical traffic data, as well as traffic and toll revenue projections for the Commission included in reports issued by a contracted consultant in April 2018 and May 2021, and compared the projections to the actual amounts included in: 1) reports issued May 2023, March 2024, and April 2025, by the same contracted consultant; and 2) the Commission's FYE May 31, 2025, Annual Comprehensive Financial Report (ACFR). [Principle 13]

- Reviewed the Commission's FYE May 31, 2022, 2023, 2024, and 2025, ACFRs which present the Commission's debt, financial position, and changes in financial position. [Principle 13]

- Reviewed the Commonwealth of Pennsylvania's (Commonwealth) FYE June 30, 2025, ACFR regarding the total amount of Pennsylvania's General Obligation Debt for Government Activities.

- Reviewed the net position reported in the ACFRs of Ohio, West Virginia, New Jersey, and New York states' turnpike systems over the 20-year period from 2006 through 2025.

- Reviewed the Commission's actual and expected toll increases for the calendar years 2009 through 2055.

- Calculated toll rates for the calendar years 2026 through 2055 for traveling between Philadelphia and Pittsburgh, entering the Turnpike system at Valley Forge (Exit 326) and exiting at Pittsburgh (Exit 57) using the projected increases obtained from the traffic projections report prepared by a Commission consultant.

- Reviewed the Commission's credit ratings issued by Moody's Investor Services and the Fitch Group during the audit period.

- Reviewed the following regarding ORT:
    - Tolling formulas developed for consideration and support for the formula selected.
    - Toll factors by vehicle class (based on the number of axles and height of the vehicle) compared to the former weight-based vehicle classification system.
    - E-ZPass and TBP toll rate schedules for 2024 and 2025 to compare the 2024 toll rates for previous Class 1, 6, and 7 vehicles to the 2025 ORT rates for Class 2L and 5 H vehicles.

To address the status of *Previous Prior Year Finding 1* included in our prior audit report issued in September 2022, we performed the following procedures:

- Interviewed and corresponded with Commission management regarding toll-free travel privileges offered to Commission employees.

- Reviewed the amount of employee toll-free travel incurred during the FYE May 31, 2023, 2024, and 2025.

- Reviewed work conducted by the Commission's Internal Audit Department during the audit period regarding employee toll-free travel.

- Reviewed the Commission's CPA firm's assessments regarding the reliance on the work of the Commission's Internal Audit Department for FYE May 31, 2023, 2024, and 2025, to verify staff was independent and qualified to perform the audit work.

The following procedures were performed to address Audit Objective 2:

- Interviewed Commission management to gain an understanding of the following:
  - ➢ Bad debt expense and fluctuations noted.
  - ➢ The Commission's efforts to increase overall collection of toll revenues.
  - ➢ Reasons for uncollected toll revenue.

- Reviewed the Commission's Revenue Assurance Plan Metrics Report (RAP) for the period June 2024 through May 2025 regarding amounts reported and the reasons why certain TBP transactions did not generate revenue.

- Reviewed the Commission's CPA firm's working papers regarding bad debt expense amounts for the FYE May 31, 2021, 2022, 2023, 2024, and 2025. [Principle 7]

- Reviewed the Commission's ACFRs for the FYE May 31, 2022, 2023, 2024, and 2025, for reported toll revenue. [Principle 13]

- Reviewed the following laws and written policies and procedures applicable to Turnpike travel:
  - ➢ Act 112 of 2022 (relating to lowering the threshold for a vehicle registration suspension for unpaid tolls from six violations to four violations, and for administrative fines from $500 to $250).
  - ➢ 74 Pa.C.S.
    - ✓ § 8116 (relating to Collection and disposition of tolls and other revenue).
    - ✓ § 8117 (relating to Electronic toll collection).

- 75 Pa.C.S.
  - ✓ § 1306(4) (relating to Grounds for refusing registration).
  - ✓ § 1332(b) and (c) (relating to Display of registration plate), added by Act 81 of 1976, as last amended by Act 112 of 2022.
  - ✓ § 1380 (relating to Suspension of registration upon unpaid tolls).
  - ✓ § 6110.1(b)(1) and (2) (relating to Fare evasion).
- Commission "Business Rules for Collections" in place during the audit period.

- Obtained from Commission management vehicle registration suspension reports as of FYE May 31, 2022, 2023, 2024, and 2025, that reported the number and dollar amount of accounts eligible for registration suspension and the status of the account in the registration suspension process.

- Reviewed laws in place in the state of Ohio regarding enforcement methods for vehicle owners with unpaid tolls due to the Ohio Turnpike.

- Reviewed contract terms with the two main collection agencies that provided services to the Commission during the audit period to determine the time period of each contract.

- Obtained from Commission management the number and dollar amount of outstanding toll accounts sent to each of the two collection agencies used by the Commission during the audit period and the amounts collected and remitted to the Commission after the collection agencies' payment had been deducted to determine how successful each collection agency was in collecting outstanding tolls for the Commission.

- Reviewed documents regarding discussions between the Commission and other states including Delaware, Maryland, Ohio, New Jersey, and New York regarding reciprocity agreements for the collection of outstanding tolls.

- Obtained from Commission management the total number of and status of toll evasion cases the Commission's Revenue Enforcement Office has worked on during the period of February 2022 through December 2025.

Financial

- Reviewed the Commission's capital plan and operating budgets for the FY 2022, 2023, 2024, 2025, and 2026, to assess the Commission's capital spending levels.

- Reviewed the Commission's CPA firm's latest peer reviews and verified that the individuals who conducted the audits were independent of the Commission and qualified to perform the audits.

- Reviewed the CPA firm's audit planning documentation and execution working papers with conclusions for the FYE May 31, 2022, 2023, 2024, and 2025, to determine that the scope, quality, and timing of the audit work performed adequately addressed the mandated requirements pertaining to the financial audit and review of the performance, procedures, and accounts of the Commission.

- Performed analytical procedures on the Commission's operating and capital budgets for FYE May 31, 2022, 2023, 2024, and 2025, to determine if there were any substantial fluctuations in amounts between the years reviewed.

Data Reliability

Government Auditing Standards requires us to assess the sufficiency and appropriateness of computer-processed information that we used to support our findings, conclusions, and recommendations. The assessment of the sufficiency and appropriateness of computer-processed information includes considerations regarding the completeness and accuracy of the data for the intended purposes.[129]

In addition to the procedures described in the remainder of this section, as part of our overall process in obtaining assurance of the reliability of computer-processed information and data files, we obtained a management representation letter from the Commission. This letter, signed by Commission management, included a confirmation statement indicating the information provided to us had not been altered and was a complete and accurate duplication of the information from its original source.

Amounts including: 1) Commonwealth debt; 2) Commission debt, Turnpike traffic, and toll revenue; and 3) net positions for 2022, 2023, 2024, and 2025 reported for the Commission and its neighboring states' turnpike systems were obtained from their ACFRs. We confirmed the Commonwealth and each state turnpike system's ACFR received an unmodified opinion. Therefore, we found no limitations with using the data for our intended purposes. In accordance with *Government Auditing Standards*, we concluded the Commonwealth and state turnpike systems' amounts reported for debt, traffic, toll revenue, and net positions were sufficiently reliable regarding completeness and accuracy for the purposes of this engagement.

Additionally, the current and prior toll rates for travel on the Turnpike were obtained directly from the published rates publicly posted on the Commission's website. Therefore, we found these toll rates sufficiently reliable regarding accuracy for purposes of this engagement.

Unless otherwise indicated, independent sources of information were either not available or not readily available to utilize to perform procedures to validate the completeness and accuracy of

[129] U.S. Government Accountability Office. *Government Auditing Standards*. 2018 Revision Technical Update April 2021. Paragraph 8.98.

the below bulleted information. However, this is the best data available. As a result, we have deemed the information to be of undetermined reliability. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our findings, conclusions, and recommendations. The information includes the following:

- The projected traffic, revenue, and debt amounts reported in the Commission's Act 44 Financial Plans for FY 2023, 2024, 2025, and 2026. As noted in the FY 2026 plan, there are inherent uncertainties in projecting resources and obligations over an extended period. We did perform tests for reasonableness by comparing projected revenue and debt amounts for the FYE May 31, 2022, 2023, 2024, and 2025, that were reported in prior year Act 44 Financial Plans to actual numbers reported in the Commission's ACFRs.

- The projected monthly vehicle transactions obtained from our prior audit issued in September 2022, projected amounts for future toll revenue, and future toll rate increases reported by a Commission consultant in the Commission's 2023 Traffic and Revenue Forecast Study and the Commission's 2021, 2022, 2024, and 2025 Traffic and Toll Revenue Bring Down Letters. As noted in the reports, there are uncertainties in forecasting that may cause actual results to differ materially from the results projected. We did, however, perform tests for reasonableness by comparing projected toll revenue for FYE May 31, 2022, 2023, 2024, and 2025 that were reported in prior Bring Down Letters to actual numbers reported in the Commission's FYE May 31, 2025, ACFR.

- The revenue and debt amounts for the FYE May 31, 2022, through May 31, 2045, reported in the Commission's Revenue vs. Debt Forecast (Forecast). We confirmed the amounts for the FYE May 31, 2022, 2023, 2024, and 2025, agreed to data in the Commission's ACFR. Although the projected amounts reported in the Forecast for the FYE May 31, 2026, through May 31, 2045, match the amounts reported in the Commission's FY 2026 Act 44 Financial Plan, this document is, as previously reported, of undetermined reliability.

- The amount of employee toll-free travel during FYE May 31, 2023, 2024, and 2025; used when determining the status of *Previous Prior Year Finding 1* included in our prior audit report issued in September 2022.

- The number of transactions and dollar amount of TBP leakage reported in the Commission's RAP for the period June 2024 through May 2025. However, the dollar amount of TBP leakage was found to be comparable to the Commission's bad debt expense for the same time period.

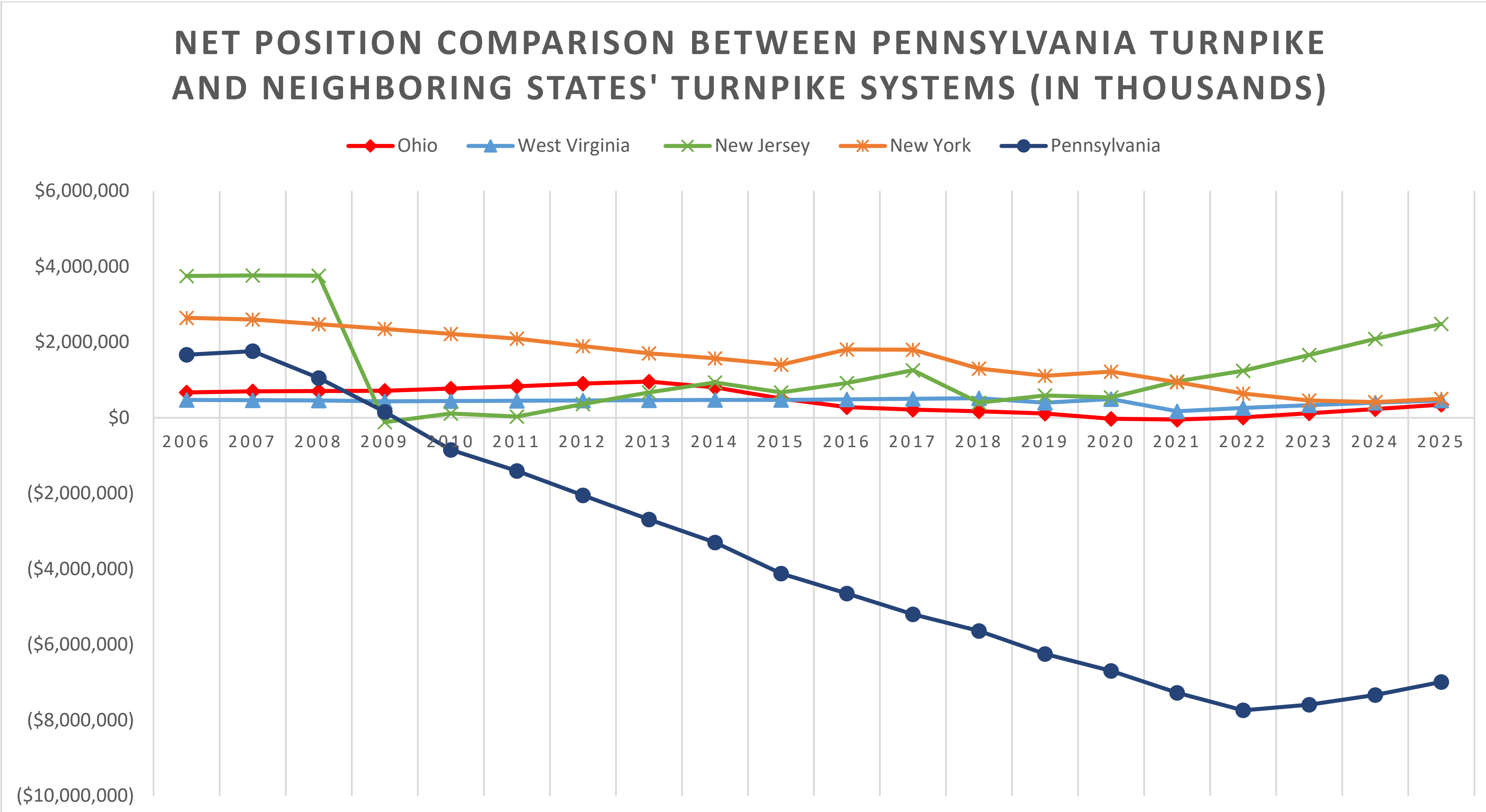
- The number of vehicle registration accounts and associated outstanding toll amounts that were eligible for registration suspension as of May 31, 2022, 2023, 2024, and 2025, that were provided by Commission management.

- The number and dollar amount of accounts sent to collection agencies and the total amount collected by each collection agency during the FYE May 31, 2022, 2023, 2024, and 2025, as provided by Commission management.

- The number and associated collection amounts of the Commission's Revenue Enforcement Office toll evasion cases worked on between February 2022 and December 2025.

Appendix B Net Positions of the Pennsylvania Turnpike Commission and Neighboring States' Turnpike Systems.

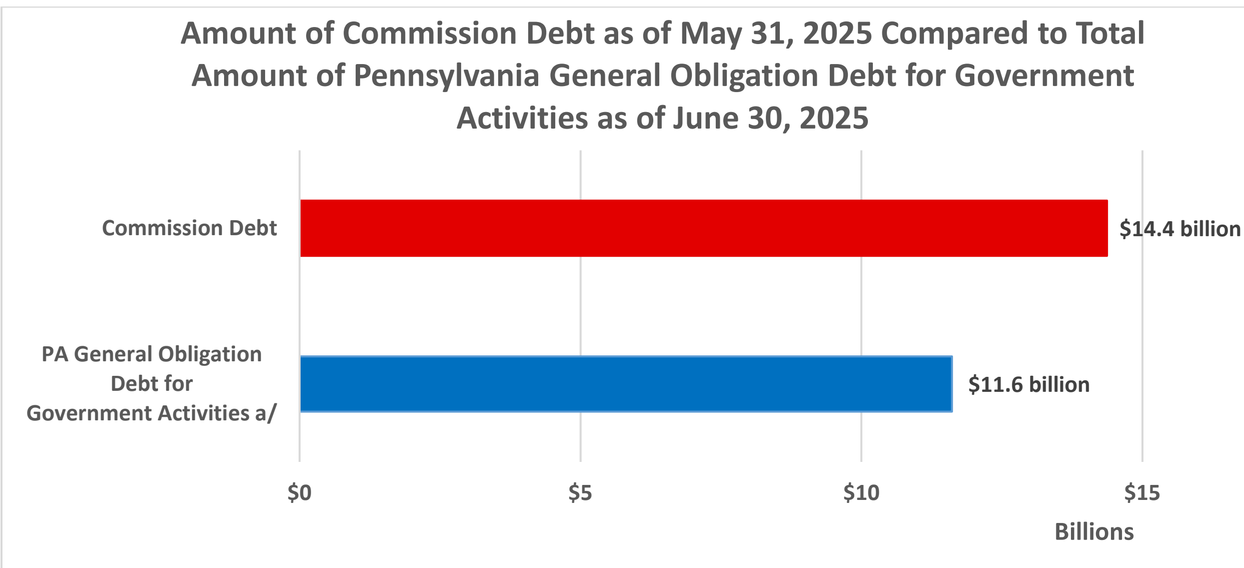
As discussed in *Finding 1*, the graph below depicts the net positions of the Pennsylvania Turnpike and neighboring states' turnpike systems for the years 2006 through 2025.



Source: This graph was developed by the staff of the Department of the Auditor General from information in the states' turnpike systems' ACFRs, which are a mix of calendar and fiscal years depending on the state.

Appendix C	Pennsylvania Turnpike Commission debt as of May 31, 2025, compared to the total amount of Pennsylvania general obligation debt for government activities as of June 30, 2025.

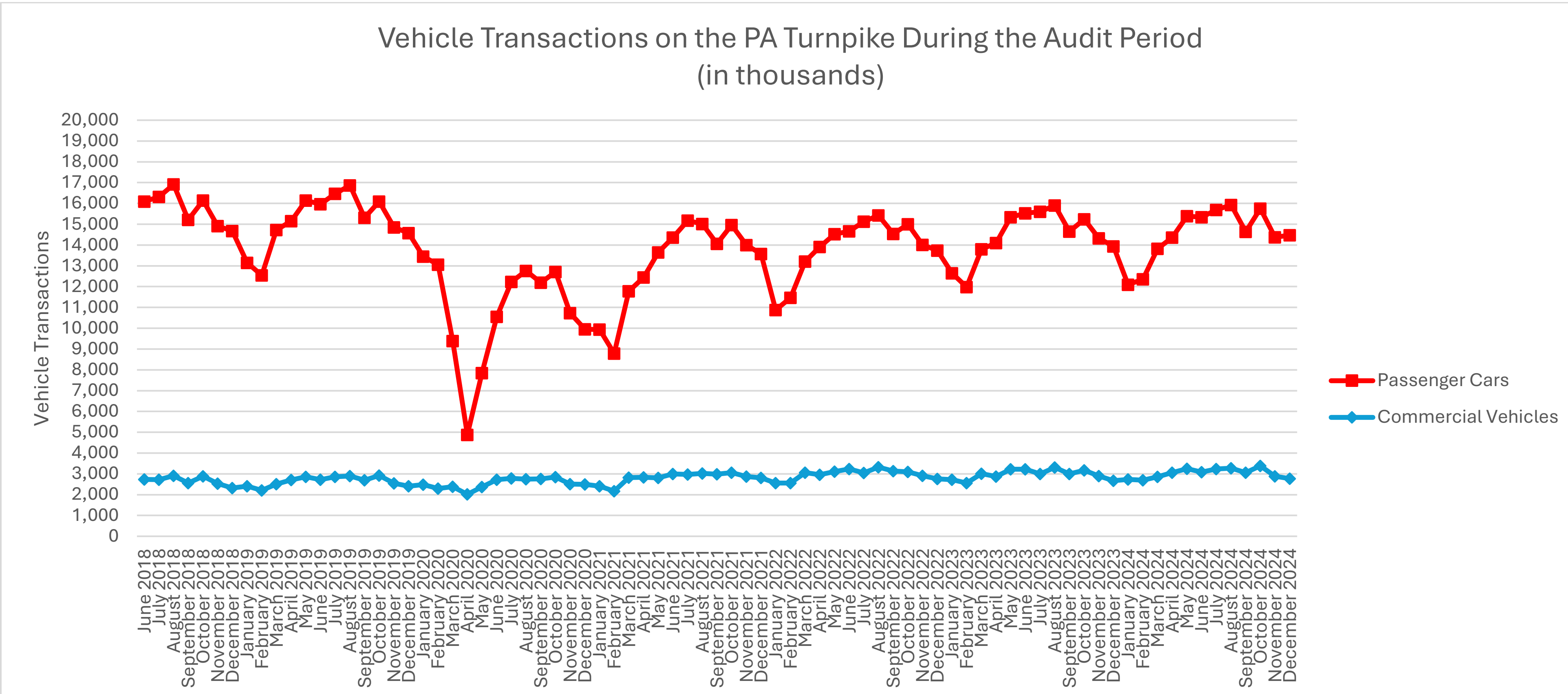
As discussed in *Finding 1*, the graph below depicts the amount of Pennsylvania Turnpike Commission (Commission) debt as of May 31, 2025, compared to the total amount of Pennsylvania general obligation debt for government activities as of June 30, 2025.



Appendix D	Passenger and commercial vehicle monthly transactions on the Turnpike during the period June 2018, through December 2024.

As discussed in *Finding 1*, the graph below depicts the fluctuation in monthly passenger car traffic compared to the stable traffic of commercial vehicles, during the period June 2018, through December 2024, before, during, and after the pandemic.[130]

[130] The graph only shows data through December 2024 as a result of the change in recording vehicle travel transaction on the Turnpike with the implementation of Open Road Tolling in January 2025 (described in *Finding 3*).



Source: This graph was compiled by the staff of the Department of the Auditor General from information in the prior Commission audit report issued in September 2022 and a Bring Down Letter prepared by Commission consultants issued in April 2025. The information is of undetermined reliability as noted in Appendix A. However, this data appears to be the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

Appendix E — The Pennsylvania Turnpike Commission Actual and Projected Toll Increases Resulting From Act 44/89.

This appendix presents two tables depicting the following information:

Table 1 – Actual and projected percentage toll increases resulting, in large part, from Act 44/89[131] for the years 2009 through 2055 compared to the United States (U.S.) inflation rates for the years 2009 through 2025. The percentage toll increase was greater than the rate of inflation for every year, except for 2022.

Table 2 – E-ZPass and Toll By Plate (TBP) projected toll rates from Valley Forge (Exit 326) to Pittsburgh (Exit 57) for Class 2L passenger vehicle and Class 5H commercial vehicle for the years 2026 through 2055. The toll rates are projected to more than double by 2055.

See the results of these tables further discussed in *Finding 2* of this audit report.

Table 1

Actual (through 2026) and Expected Toll Increase Resulting from Act 44/89[a/] for Calendar Year 2009 through 2055[b/] and Average U.S. Inflation Rate for Calendar Year 2009 through 2025				
Year	**Cash**	**E-ZPass**	**TBP[c/]**	**Average U.S. Inflation Rate[d/]**
2009	25.0%	25.0%	N/A	(0.4%)
2010	3.0%	3.0%	N/A	1.6%
2011	10.0%	3.0%	N/A	3.2%
2012	10.0%	0.0%	N/A	2.1%
2013	10.0%	2.0%	N/A	1.5%
2014	12.0%	2.0%	N/A	1.6%
2015	5.0%	5.0%	N/A	0.1%
2016	6.0%	6.0%	N/A	1.3%
2017	6.0%	6.0%	N/A	2.1%
2018	6.0%	6.0%	N/A	2.4%
2019	6.0%	6.0%	N/A	1.8%
2020	6.0%	6.0%	6.0%	1.2%
2021	N/A[c/]	6.0%	6.0% 45.0%[e/]	4.7%
2022	N/A	5.0%[f/]	5.0%[f/]	8.0%
2023	N/A	5.0%	5.0%	4.1%

[131] Act 44 of 2007, as amended by Act 89 of 2013.

Actual (through 2026) and Expected Toll Increase Resulting from Act 44/89[a/] for Calendar Year 2009 through 2055[b/] and Average U.S. Inflation Rate for Calendar Year 2009 through 2025				
Year	**Cash**	**E-ZPass**	**TBP[c/]**	**Average U.S. Inflation Rate[d/]**
2024	N/A	5.0%	5.0%	2.9%
2025	N/A	5.0%	5.0%	2.6%
2026	N/A	4.0%	4.0%	N/A[d/]
2027	N/A	3.5%	3.5%	N/A[d/]
2028-2055[g/]	N/A	3.0%	3.0%	N/A[d/]

[a/] - Toll increases are the result of the Pennsylvania Turnpike Commission's (Commission) debt obligations of Act 44 of 2007, as amended by Act 89 of 2013. *See* 75 Pa.C.S. § 8901.
[b/] - 2027 through 2055 are expected increases that typically take effect each January.
[c/] - Toll By Plate (TBP) was introduced system-wide in 2020. Prior to that, we do not report increases implemented at the limited number of toll plazas utilizing TBP since 2016. Therefore, the years 2009 through 2019 are listed as not applicable (N/A). Additionally, as a result of implementing TBP system-wide, the option to pay with "Cash" was eliminated in June 2020. By using the new autopay feature for the Registered Toll By Plate (RTBP) program, TBP customers who pre-register their vehicle and provide payment card information as means of electronic payment receive a 15 percent discount on their invoice with a successful payment made by the invoice due date.
[d/] - Monthly inflation rates used to calculate the annual average were obtained from the U.S. Bureau of Labor Statistics at https://www.bls.gov/charts/consumer-price-index/consumer-price-index-by-category-line-chart.htm (accessed May 6, 2026). The annual average inflation rates for future years 2026 through 2055 are listed as N/A.
[e/] - The Commission approved new TBP rates at toll facilities converted to all-electronic tolling in June 2020. These rates included an average of 45 percent increase over the 2020 cash rate for TBP travelers to reflect the costs of collections for this tolling method. The 45 percent rate increase was applied at new TBP facilities to bring rates at those facilities in line with rates at facilities already using TBP. The increase was not applied at the facilities that converted to TBP before 2020, which includes the Beaver Valley Expressway, Delaware River Bridge, Gateway Toll Plaza, Greensburg Bypass, Keyser Avenue and Clarks Summit Tolls, and the Southern Beltway. https://www.paturnpike.com/news/details/2021/09/20/20200721114017 (accessed November 24, 2025).
[f/]- There was no rate increase on the Southern Beltway.
[g/] - For each of the years 2028 through 2055, the toll rates for E-ZPass and TBP are expected to increase by 3 percent per year.

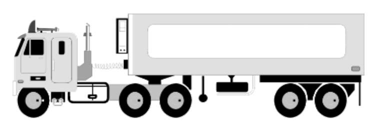
Source: Produced by the Department of the Auditor General. The average U.S. inflation rates were calculated based on monthly inflation rates obtained from the U.S. Bureau of Labor Statistics. Toll increase percentages are based on Traffic and Revenue Forecast Studies performed by a Commission consultant. The actual percentages of future toll increases in the years 2026 through 2055 are of undetermined reliability as noted in Appendix A. However, this data is the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

Table 2

Projected Toll Rates from Valley Forge (Exit 326) to Pittsburgh (Exit 57) - 2026 to 2055				
	270.18 miles			
	Passenger Vehicle, Class 2L 2-Axle, ≤ 7 ft. 6 inches		Commercial Vehicle, Class 5H 5-Axle, > 7 ft. 6 inches	
Year	E-ZPass	Toll By Plate (TBP)[a/]	E-ZPass	TBP[a/]
2026	$41.17[b/]	$82.34[b/]	$164.68[b/]	**$329.36**[b/]
2027	$42.61	$85.22	$170.44	**$340.89**
2028	$43.89	$87.78	$175.56	**$351.11**
2029	$45.21	$90.41	$180.82	**$361.65**
2030	$46.56	$93.12	$186.25	**$372.50**
2031	$47.96	$95.92	$191.84	**$383.67**
2032	$49.40	$98.80	$197.59	**$395.18**
2033	$50.88	$101.76	$203.52	**$407.04**
2034	$52.41	$104.81	$209.62	**$419.25**
2035	$53.98	$107.96	$215.91	**$431.83**
2036	$55.60	$111.20	$222.39	**$444.78**
2037	$57.27	$114.53	$229.06	**$458.12**
2038	$58.98	$117.97	$235.93	**$471.87**
2039	$60.75	$121.51	$243.01	**$486.02**
2040	$62.58	$125.15	$250.30	**$500.60**
2041	$64.45	$128.91	$257.81	**$515.62**
2042	$66.39	$132.77	$265.55	**$531.09**
2043	$68.38	$136.76	$273.51	**$547.02**
2044	$70.43	$140.86	$281.72	**$563.44**
2045	$72.54	$145.08	$290.17	**$580.34**
2046	$74.72	$149.44	$298.87	**$597.75**
2047	$76.96	$153.92	$307.84	**$615.68**
2048	$79.27	$158.54	$317.08	**$634.15**
2049	$81.65	$163.29	$326.59	**$653.18**
2050	$84.10	$168.19	$336.39	**$672.77**
2051	$86.62	$173.24	$346.48	**$692.95**
2052	$89.22	$178.44	$356.87	**$713.74**
2053	$91.89	$183.79	$367.58	**$735.16**
2054	$94.65	$189.30	$378.60	**$757.21**
2055	$97.49	$194.98	$389.96	**$779.93**

E-ZPASS
2026: $41.17 (about 15.2¢ per mile)
2055: $97.49 (about 36.1¢ per mile)

TBP
2026: $82.34 (about 30.5¢ per mile)
2055: $194.98 (about 72.2¢ per mile)



E-ZPASS
2026: $164.68 (about 61.0¢ per mile)
2055: $389.96 (about $1.44 per mile)

TBP
2026: $329.36 (about $1.22 per mile)
2055: $779.93 (about $2.89 per mile)

[a/] - By using the new autopay feature for the Registered Toll By Plate (RTBP) program, TBP customers who pre-register their vehicle and provide payment card information as means of electronic payment receive a 15 percent discount on their invoice with a successful payment made by the invoice due date.
[b/] - Actual toll amounts according to the Commission's online toll calculator.

Source: Produced by the staff of the Department of the Auditor General based on the 2026 current toll rates and the assumed toll rate increases based on Traffic and Revenue Forecast Studies performed by a Commission consultant. The assumed toll rate increases are of undetermined reliability as noted in Appendix A. However, this data is the best data available. Although this determination may affect the precision of the numbers we present, there is sufficient evidence in total to support our finding and conclusions.

Appendix F — Comparison of Toll Rates Before and After Implementation of Open Road Tolling for Selected Classes of Passenger and Commercial Vehicles.

As discussed in *Finding 3*, the tables below compare the E-ZPass and Toll By Plate (TBP) toll rates of passenger vehicles Class 2L and commercial class vehicles Class 5H (previously Classes 6 and 7) before and after the Pennsylvania Turnpike Commission's (Commission) implementation of Open Road Tolling (ORT) in January 2025.[132] The comparison is from the Valley Forge interchange to each of the interchanges on the Pennsylvania Turnpike.

Class 2L Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025

		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
2	Gateway	$40.70	$44.84	$4.14	10.2%	$82.60	$89.68	$7.08	8.6%
10	New Castle	$40.70	$44.84	$4.14	10.2%	$82.60	$89.68	$7.08	8.6%
13	Beaver Valley	$40.70	$44.84	$4.14	10.2%	$82.60	$89.68	$7.08	8.6%
28	Cranberry	$40.70	$44.84	$4.14	10.2%	$82.60	$89.68	$7.08	8.6%
39	Butler Valley	$38.90	$42.98	$4.08	10.5%	$79.20	$85.96	$6.76	8.5%
48	Allegheny Valley	$38.00	$41.26	$3.26	8.6%	$76.50	$82.52	$6.02	7.9%
57	Pittsburgh	$36.50	$39.54	$3.04	8.3%	$74.40	$79.08	$4.68	6.3%
67	Irwin	$34.70	$37.75	$3.05	8.8%	$70.60	$75.50	$4.90	6.9%
75	New Stanton	$33.80	$36.10	$2.30	6.8%	$68.00	$72.20	$4.20	6.2%
91	Donegal	$31.90	$33.89	$1.99	6.2%	$64.60	$67.78	$3.18	4.9%
110	Somerset	$29.40	$31.47	$2.07	7.0%	$59.60	$62.94	$3.34	5.6%
146	Bedford	$24.10	$27.86	$3.76	15.6%	$49.10	$55.72	$6.62	13.5%
161	Breezewood	$21.70	$25.72	$4.02	18.5%	$44.00	$51.44	$7.44	16.9%
180	Fort Littleton	$19.90	$23.30	$3.40	17.1%	$40.60	$46.60	$6.00	14.8%
189	Willow Hill	$18.20	$21.58	$3.38	18.6%	$35.50	$43.16	$7.66	21.6%
201	Blue Mountain	$15.80	$19.65	$3.85	24.4%	$32.10	$39.30	$7.20	22.4%
226	Carlisle	$13.50	$16.81	$3.31	24.5%	$27.50	$33.62	$6.12	22.3%
236	Gettysburg Pike	$12.20	$15.02	$2.82	23.1%	$24.80	$30.04	$5.24	21.1%
242	Harrisburg West	$11.60	$13.51	$1.91	16.5%	$23.70	$27.02	$3.32	14.0%

[132] Commission management stated there is no exact one-to-one equivalency between the former weight-based vehicle classification system and the new height and axle-based system implemented under ORT. However, our analysis used the new Class 2L vehicles, as they are comparable to the prior Class 1 passenger vehicles. Analysis performed by the Commission indicates that 98.5 percent of Class 1 vehicles are now classified as 2L vehicles. Our analysis also includes a comparison of 5H vehicles to both the prior Class 6 and Class 7 vehicles since those two classes had more than 75 percent of their vehicle types re-classified to a 5H vehicle. Analysis performed by the Commission indicates that 75.45 percent of Class 6 vehicles are now classified as 5H vehicles and 82.35 percent of Class 7 vehicles are now classified as 5H vehicles.

Class 2L Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025									
		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
247	Harrisburg East	$11.00	$12.07	$1.07	9.7%	$22.60	$24.14	$1.54	6.8%
266	Lebanon-Lancaster	$8.60	$9.65	$1.05	12.2%	$17.90	$19.30	$1.40	7.8%
286	Reading	$6.10	$7.16	$1.06	17.4%	$12.90	$14.32	$1.42	11.0%
298	Morgantown	$5.20	$5.23	$0.03	0.6%	$10.50	$10.46	-$0.04	-0.4%
312	Downingtown	$3.30	$3.16	-$0.14	-4.2%	$7.10	$6.32	-$0.78	-11.0%
320	S.R. 29	$1.90	$1.51	-$0.39	-20.5%	$3.70	$3.02	-$0.68	-18.4%
326	Valley Forge	NA	NA	NA	NA	NA	NA	NA	NA
333	Norristown	$2.90	$1.58	-$1.32	-45.5%	$5.60	$3.16	-$2.44	-43.6%
339	Fort Washington	$3.30	$3.09	-$0.21	-6.4%	$7.10	$6.18	-$0.92	-13.0%
343	Willow Grove	$3.80	$4.46	$0.66	17.4%	$8.00	$8.92	$0.92	11.5%
351	Bensalem	$5.70	$6.11	$0.41	7.2%	$11.70	$12.22	$0.52	4.4%
352	Street Road	$5.80	$7.27	$1.47	25.3%	$12.00	$14.54	$2.54	21.2%
42	I-95 Levittown / Bristol	$7.00	$7.55	$0.55	7.9%	$14.00	$15.10	$1.10	7.9%
43	Delaware River Bridge	$7.00	$7.55	$0.55	7.9%	$14.00	$15.10	$1.10	7.9%
31	Lansdale	$3.80	$3.44	-$0.36	-9.5%	$8.00	$6.88	-$1.12	-14.0%
44	Quakertown	$5.70	$5.44	-$0.26	-4.6%	$11.70	$10.88	-$0.82	-7.0%
56	Lehigh Valley	$7.00	$7.37	$0.37	5.3%	$14.00	$14.74	$0.74	5.3%
74	Mahoning Valley	$9.30	$9.72	$0.42	4.5%	$18.90	$19.44	$0.54	2.9%
87	S.R. 903	$10.70	$11.72	$1.02	9.5%	$21.90	$23.44	$1.54	7.0%
95	Pocono	$11.60	$13.37	$1.77	15.3%	$23.70	$26.74	$3.04	12.8%
105	Wilkes-Barre	$12.80	$15.16	$2.36	18.4%	$26.20	$30.32	$4.12	15.7%
115	Wyoming Valley	$14.00	$16.95	$2.95	21.1%	$28.50	$33.90	$5.40	19.0%
122	Keyser Avenue	$15.50	$18.53	$3.03	19.6%	$31.70	$37.06	$5.36	16.9%
131	Clarks Summit	$18.50	$20.25	$1.75	9.5%	$38.10	$40.50	$2.40	6.3%

Source: Produced by the staff of the Department of the Auditor General based on the 2024 and 2025 toll rates provided by the Commission on its public website.

Class 5H (previous class 6) Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025									
		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
2	Gateway	$154.90	$179.36	$24.46	15.8%	$312.80	$358.72	$45.92	14.7%
10	New Castle	$154.90	$179.36	$24.46	15.8%	$312.80	$358.72	$45.92	14.7%

Class 5H (previous class 6) Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025									
		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
13	Beaver Valley	$154.90	$179.36	$24.46	15.8%	$312.80	$358.72	$45.92	14.7%
28	Cranberry	$154.90	$179.36	$24.46	15.8%	$312.80	$358.72	$45.92	14.7%
39	Butler Valley	$145.30	$171.92	$26.62	18.3%	$293.60	$343.84	$50.24	17.1%
48	Allegheny Valley	$140.60	$165.04	$24.44	17.4%	$284.00	$330.08	$46.08	16.2%
57	Pittsburgh	$138.20	$158.16	$19.96	14.4%	$279.10	$316.32	$37.22	13.3%
67	Irwin	$131.10	$151.00	$19.90	15.2%	$265.10	$302.00	$36.90	13.9%
75	New Stanton	$126.50	$144.40	$17.90	14.2%	$255.40	$288.80	$33.40	13.1%
91	Donegal	$119.30	$135.56	$16.26	13.6%	$240.60	$271.12	$30.52	12.7%
110	Somerset	$109.80	$125.88	$16.08	14.6%	$221.70	$251.76	$30.06	13.6%
146	Bedford	$90.80	$111.44	$20.64	22.7%	$183.00	$222.88	$39.88	21.8%
161	Breezewood	$81.10	$102.88	$21.78	26.9%	$164.30	$205.76	$41.46	25.2%
180	Fort Littleton	$74.00	$93.20	$19.20	26.0%	$149.70	$186.40	$36.70	24.5%
189	Willow Hill	$69.20	$86.32	$17.12	24.7%	$132.20	$172.64	$40.44	30.6%
201	Blue Mountain	$59.90	$78.60	$18.70	31.2%	$120.90	$157.20	$36.30	30.0%
226	Carlisle	$47.80	$67.24	$19.44	40.7%	$96.80	$134.48	$37.68	38.9%
236	Gettysburg Pike	$44.90	$60.08	$15.18	33.8%	$91.00	$120.16	$29.16	32.0%
242	Harrisburg West	$42.60	$54.04	$11.44	26.9%	$86.40	$108.08	$21.68	25.1%
247	Harrisburg East	$39.60	$48.28	$8.68	21.9%	$80.30	$96.56	$16.26	20.3%
266	Lebanon-Lancaster	$31.90	$38.60	$6.70	21.0%	$64.60	$77.20	$12.60	19.5%
286	Reading	$22.40	$28.64	$6.24	27.9%	$45.20	$57.28	$12.08	26.7%
298	Morgantown	$17.00	$20.92	$3.92	23.1%	$34.50	$41.84	$7.34	21.3%
312	Downingtown	$10.30	$12.64	$2.34	22.7%	$21.60	$25.28	$3.68	17.0%
320	S.R. 29	$4.70	$6.04	$1.34	28.5%	$9.70	$12.08	$2.38	24.6%
326	Valley Forge	NA	NA	NA	NA	NA	NA	NA	NA
333	Norristown	$7.50	$6.32	-$1.18	-15.7%	$15.20	$12.64	-$2.56	-16.8%
339	Fort Washington	$9.90	$12.36	$2.46	24.9%	$20.20	$24.72	$4.52	22.4%
343	Willow Grove	$12.80	$17.84	$5.04	39.4%	$26.20	$35.68	$9.48	36.2%
351	Bensalem	$18.80	$24.44	$5.64	30.0%	$37.80	$48.88	$11.08	29.3%
352	Street Road	$19.40	$29.08	$9.68	49.9%	$39.10	$58.16	$19.06	48.8%
42	I-95 Levittown / Bristol	$23.00	$30.20	$7.20	31.3%	$46.80	$60.40	$13.60	29.1%
43	Delaware River Bridge	$23.00	$30.20	$7.20	31.3%	$46.80	$60.40	$13.60	29.1%
31	Lansdale	$12.20	$13.76	$1.56	12.8%	$24.80	$27.52	$2.72	11.0%
44	Quakertown	$18.20	$21.76	$3.56	19.6%	$37.00	$43.52	$6.52	17.6%
56	Lehigh Valley	$24.10	$29.48	$5.38	22.3%	$49.10	$58.96	$9.86	20.1%
74	Mahoning Valley	$34.20	$38.88	$4.68	13.7%	$69.20	$77.76	$8.56	12.4%
87	S.R. 903	$39.40	$46.88	$7.48	19.0%	$80.00	$93.76	$13.76	17.2%

Class 5H (previous class 6) Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025									
		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
95	Pocono	$42.60	$53.48	$10.88	25.5%	$86.40	$106.96	$20.56	23.8%
105	Wilkes-Barre	$47.30	$60.64	$13.34	28.2%	$95.50	$121.28	$25.78	27.0%
115	Wyoming Valley	$50.30	$67.80	$17.50	34.8%	$101.70	$135.60	$33.90	33.3%
122	Keyser Avenue	$60.60	$74.12	$13.52	22.3%	$120.00	$148.24	$28.24	23.5%
131	Clarks Summit	$81.20	$81.00	-$0.20	-0.3%	$156.60	$162.00	$5.40	3.5%

Source: Produced by the staff of the Department of the Auditor General based on the 2024 and 2025 toll rates provided by the Commission on its public website.

Class 5H (previous class 7) Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025									
		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
2	Gateway	$221.60	$179.36	-$42.24	-19.1%	$446.90	$358.72	-$88.18	-19.7%
10	New Castle	$221.60	$179.36	-$42.24	-19.1%	$446.90	$358.72	-$88.18	-19.7%
13	Beaver Valley	$221.60	$179.36	-$42.24	-19.1%	$446.90	$358.72	-$88.18	-19.7%
28	Cranberry	$221.60	$179.36	-$42.24	-19.1%	$446.90	$358.72	-$88.18	-19.7%
39	Butler Valley	$209.70	$171.92	-$37.78	-18.0%	$423.10	$343.84	-$79.26	-18.7%
48	Allegheny Valley	$202.50	$165.04	-$37.46	-18.5%	$408.60	$330.08	-$78.52	-19.2%
57	Pittsburgh	$197.90	$158.16	-$39.74	-20.1%	$399.00	$316.32	-$82.68	-20.7%
67	Irwin	$188.20	$151.00	-$37.20	-19.8%	$379.80	$302.00	-$77.80	-20.5%
75	New Stanton	$183.60	$144.40	-$39.20	-21.4%	$370.40	$288.80	-$81.60	-22.0%
91	Donegal	$171.40	$135.56	-$35.84	-20.9%	$346.40	$271.12	-$75.28	-21.7%
110	Somerset	$157.30	$125.88	-$31.42	-20.0%	$317.50	$251.76	-$65.74	-20.7%
146	Bedford	$131.10	$111.44	-$19.66	-15.0%	$265.10	$222.88	-$42.22	-15.9%
161	Breezewood	$116.90	$102.88	-$14.02	-12.0%	$235.90	$205.76	-$30.14	-12.8%
180	Fort Littleton	$105.00	$93.20	-$11.80	-11.2%	$211.90	$186.40	-$25.50	-12.0%
189	Willow Hill	$97.80	$86.32	-$11.48	-11.7%	$186.50	$172.64	-$13.86	-7.4%
201	Blue Mountain	$85.90	$78.60	-$7.30	-8.5%	$173.60	$157.20	-$16.40	-9.5%
226	Carlisle	$69.20	$67.24	-$1.96	-2.8%	$140.10	$134.48	-$5.62	-4.0%
236	Gettysburg Pike	$64.50	$60.08	-$4.42	-6.9%	$130.70	$120.16	-$10.54	-8.1%
242	Harrisburg West	$59.90	$54.04	-$5.86	-9.8%	$120.90	$108.08	-$12.82	-10.6%
247	Harrisburg East	$57.40	$48.28	-$9.12	-15.9%	$115.90	$96.56	-$19.34	-16.7%
266	Lebanon-Lancaster	$44.90	$38.60	-$6.30	-14.0%	$91.00	$77.20	-$13.80	-15.2%

Class 5H (previous class 7) Toll Rates from Valley Forge (Exit 326) to all Exits on the Mainline and Northeast Extension 2024 and 2025									
		EZ-Pass				TBP			
Exit/ Mile	Interchange	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025	2024	ORT 2025	Dollar Amount Change 2024 vs. ORT 2025	Percent Change, 2024 to ORT 2025
286	Reading	$31.90	$28.64	-$3.26	-10.2%	$64.60	$57.28	-$7.32	-11.3%
298	Morgantown	$24.10	$20.92	-$3.18	-13.2%	$49.10	$41.84	-$7.26	-14.8%
312	Downingtown	$15.20	$12.64	-$2.56	-16.8%	$30.90	$25.28	-$5.62	-18.2%
320	S.R. 29	$6.70	$6.04	-$0.66	-9.9%	$13.90	$12.08	-$1.82	-13.1%
326	Valley Forge	NA	NA	NA	NA	NA	NA	NA	NA
333	Norristown	$10.30	$6.32	-$3.98	-38.6%	$21.60	$12.64	-$8.96	-41.5%
339	Fort Washington	$14.50	$12.36	-$2.14	-14.8%	$29.80	$24.72	-$5.08	-17.1%
343	Willow Grove	$18.80	$17.84	-$0.96	-5.1%	$37.80	$35.68	-$2.12	-5.6%
351	Bensalem	$26.50	$24.44	-$2.06	-7.8%	$53.80	$48.88	-$4.92	-9.1%
352	Street Road	$27.30	$29.08	$1.78	6.5%	$55.10	$58.16	$3.06	5.6%
42	I-95 Levittown / Bristol	$33.10	$30.20	-$2.90	-8.8%	$67.00	$60.40	-$6.60	-9.9%
43	Delaware River Bridge	$33.10	$30.20	-$2.90	-8.8%	$67.00	$60.40	-$6.60	-9.9%
31	Lansdale	$17.00	$13.76	-$3.24	-19.1%	$34.50	$27.52	-$6.98	-20.2%
44	Quakertown	$26.50	$21.76	-$4.74	-17.9%	$53.80	$43.52	-$10.28	-19.1%
56	Lehigh Valley	$34.20	$29.48	-$4.72	-13.8%	$69.20	$58.96	-$10.24	-14.8%
74	Mahoning Valley	$47.80	$38.88	-$8.92	-18.7%	$96.80	$77.76	-$19.04	-19.7%
87	S.R. 903	$55.20	$46.88	-$8.32	-15.1%	$112.00	$93.76	-$18.24	-16.3%
95	Pocono	$59.90	$53.48	-$6.42	-10.7%	$120.90	$106.96	-$13.94	-11.5%
105	Wilkes-Barre	$66.80	$60.64	-$6.16	-9.2%	$135.10	$121.28	-$13.82	-10.2%
115	Wyoming Valley	$74.00	$67.80	-$6.20	-8.4%	$149.70	$135.60	-$14.10	-9.4%
122	Keyser Avenue	$84.30	$74.12	-$10.18	-16.3%	$168.00	$148.24	-$19.76	-16.0%
131	Clarks Summit	$104.90	$81.00	-$23.90	-26.5%	$204.60	$162.00	-$42.60	-24.6%

Source: Produced by the staff of the Department of the Auditor General based on the 2024 and 2025 toll rates provided by the Commission on its public website.

Appendix G Distribution List

This audit report was distributed to the following individuals:

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