



# Traffic Engineers' Annual Report for Fiscal Year 2023

Mid-Bay Bridge Authority



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## Executive Summary

This Traffic Engineers' Annual Report for Fiscal Year (FY) 2023 looks at the traffic and revenue results for the Mid-Bay Bridge Authority's two toll system facilities, the Mid-Bay Bridge, and the Walter Francis Spence Parkway, for the period October 1, 2022, through September 30, 2023.

In FY 2023, the combined facilities of the Authority generated 11,803,097 toll transactions and \$30,077,220 in toll revenues net of frequent user rebates. When the \$30,077,220 is added to investment and other income of \$2,493,921, Mid-Bay Bridge Authority total revenue for FY 2023 amounted to \$32,571,141.

For the combined facilities, actual FY 2023 toll revenue of \$30,077,220 was below the Series 2015 Official Statement (O.S.) Forecast of \$30,860,000 by \$782,780, or 2.5 percent and above the Budgeted amount of \$29,250,000 by \$827,220, or 2.8 percent.

The fact that the FY 2023 toll revenues continued to be below the Series 2015 O.S. forecasted toll revenues appear to indicate a slower growth after the drop from the rebound year of FY 2021 which itself was a recovery from the effects of the global Covid-19 pandemic and the subsequent restrictions that were imposed during the spring of CY 2020, such as beach, business, and accommodations closings.

One event that appears to have affected the Authority's traffic and toll revenue results in a positive way was the implementation of the temporary State Toll Relief Program on January 1, 2023, whereby 2-axle vehicles were given a 50 percent rebate on all tolls if they made 35-or-more toll transactions in a calendar month. This was a state program, and the rebates were funded by the State and did not come from the Authority's revenue stream.

Another event that has had a positive effect on toll revenues is the addition of interoperable toll revenues from the E-ZPass IAG and from the Central Hub (Kansas, Oklahoma, and Texas). Interoperable toll revenues increased from \$638,879 in FY 2022 (the first full year of interoperability) to \$961,359 in FY 2023, an increase of nearly 51 percent.

Based on overall revenue performance in FY 2023, Jacobs does not recommend an annual toll analysis to evaluate the FY 2024 toll rate structure. It is also important to note that annual debt service obligations will continue to increase, thereby placing greater stress on toll rates in the future. Furthermore, it is also important to note that the current toll rates and updated projections for traffic and toll revenue through bond maturity in 2040 are sufficient to meet toll revenue collections required by the Authority's Master Indenture of Trust.

Jacobs will continue to monitor traffic and revenue conditions on the Authority's facilities and will consult with the Authority on a frequent basis, including the production of monthly reports, in case any updates to the forecasts<sup>1</sup> and/or toll schedules may be warranted.

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<sup>1</sup> Traffic and Toll Revenue projections were updated in FY 2023.

## 1. Introduction

Jacobs prepared this Annual Report for the Mid-Bay Bridge (Bridge) and Walter Francis Spence Parkway (Parkway) for the Authority's fiscal year that ended in September 2023 (FY 2023). It covers the annual traffic and revenue results for FY 2023 and contains Bridge data going back to July 1993, the first full month of Bridge operation and Parkway data going back to January 2014, the first month of Parkway operation.

The report will first discuss the combined results of the two facilities, followed by the Bridge and Parkway results separately. The last section includes a discussion of traffic and revenue related services provided by Jacobs during FY 2023.

The Authority's revenue sources documented herein include toll revenues from both Bridge and Parkway operation, investment income, and other income.

## 2. Mid-Bay Bridge Authority System

### 2.1 Traffic and Revenue Results and Comparison with Forecasts

For the combined facilities, actual FY 2023 toll revenue collected was below the Series 2015 O.S. Forecast for FY 2023 by \$782,780, or 2.5 percent, and above the budgeted amount by \$827,220, or 2.8 percent, as shown in Table 1.

**Table 1: Mid-Bay Bridge Authority System Actual vs. Forecast Toll Revenue, FY 2023**

FY 2023	Actual	Forecast		Differential from 2015 O.S.		Differential from Budget	
		2015 O.S.	FY23 Budget	Amount	Percent	Amount	Percent
Toll Revenue	\$30,077,220	\$30,860,000	\$29,250,000	-\$782,780	-2.5%	+\$827,220	+2.8%

The differences are attributed to several factors, including a change (from FY 2022) in the traffic mix with higher cash/toll-by-plate transactions that carry a higher toll rate and an increased number of transactions and accounts qualifying for the frequent user rebates in part due to the State's toll relief program.

Full year toll revenue was \$30,077,220 including Okaloosa County SunPass violations. When the \$30,077,220 is added to the investment and other income of \$2,493,921 Mid-Bay Bridge Authority total revenues for FY 2023 amounted to \$32,571,141.

As shown in Table 2, the breakdown by vehicle classification (vehicles of three or more axles have been grouped) indicates that 95.8 percent of the total traffic was comprised of two-axle vehicles (excluding non-revenue transactions, which were conservatively accounted for as 2-axle traffic) in FY 2023, and that these vehicles produced 92.9 percent of the system's toll revenue. Vehicles with three or more axles comprised only 2.1 percent of the total traffic producing 7.1 percent of the system's toll revenue.

**Table 2: Mid-Bay Bridge Authority System SunPass vs. Cash/Toll-By-Plate (TBP), FY 2023**

Vehicle Group	Traffic		Collected Toll Revenue	
	Volume	Percent	Amount	Percent
2-axle SunPass	7,289,916	61.8%	\$ 18,104,226	60.2%
2-axle TBP	2,017,032	17.1%	\$ 2,764,230	9.2%
2-axle AET (SP & TBP - subtotal)	9,306,948	78.9%	\$ 20,868,456	69.4%
2-axle (Cash)	2,002,061	17.0%	\$ 7,070,354	23.5%
2-axes (Subtotal)	11,309,009	95.8%	\$ 27,938,810	92.9%
3+ axles	253,538	2.1%	\$ 2,138,410	7.1%
Subtotal	11,562,547	98.0%	\$ 30,077,220	100.0%
Non-revenue <sup>(*)</sup>	240,550	2.0%	\$ -	0.0%
Total	11,803,097	100%	\$ 30,077,220	100%

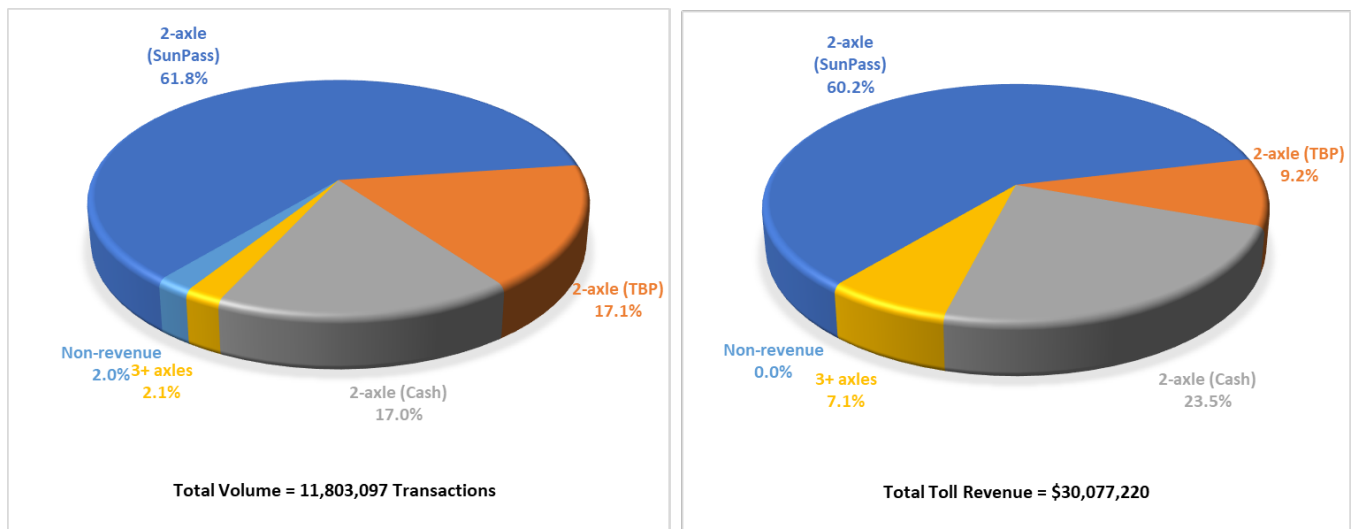
(\*) Conservatively accounted for as all being 2-axle transactions.

Narrowing in on the two-axle vehicles, while the two-axle-SunPass group<sup>2</sup> in FY 2023 represented 61.8 percent of the traffic mix; they produced 60.2 percent of the toll revenues due to their lower toll as compared to two-axle cash transactions. On the other hand, two-axle, cash-payers represented 17.0 percent of the traffic mix, producing 23.5 percent of the toll revenue. It is also important to note that although the TBP revenues lag due to the difference between the transaction date and the subsequent billing and collection of the revenue, the

<sup>2</sup> This group includes all interoperable electronic transactions including E-ZPass.

Authority recognizes the TBP revenues in the year in which the toll transaction occurred. It should also be noted that the low percentage of TBP toll revenue is because Parkway toll rates are one-half those of the Bridge (Bridge TBP tolling occurs when vehicles without a transponder utilize the SunPass only lanes at the toll plaza). The FY 2023 classification results by transaction type are shown graphically in Figure 1.

**Figure 1: Mid-Bay Bridge Authority System Traffic and Toll Revenue, FY 2023**



With respect to traffic for the combined facilities, the traffic was below the Series 2015 O.S. projections by 1,043,903 vehicles, or 8.1 percent and above the budgeted amount by 228,097 vehicles, or 2.0 percent, as shown in Table 3. While the O.S. forecasted average toll was \$2.40 and the budgeted average toll was \$2.53, the actual average toll was \$2.55, a difference of \$0.15, or 6.1 percent above the O.S. forecast and only \$0.02, or 0.8 percent above the budgeted amount. The higher average toll (as compared to the O.S. forecasted toll) may be due to higher Toll-By-Plate usage on the Parkway and cash paying users of the Bridge than originally forecast in the O.S.

**Table 3: Mid-Bay Bridge Authority System Actual vs. Forecast Traffic, FY 2023**

FY 2023	Actual	Forecast		Differential from 2015 O.S.		Differential from Budget	
		2015 O.S.	FY23 Budget	Amount	Percent	Amount	Percent
Traffic	11,803,097	12,847,000	11,575,000	-1,043,903	-8.1%	+228,097	+2.0%

## 2.2 Rebate Results

As shown in Table 4, the number of rebate transactions making the trip 32-or-more times per month (the threshold for rebates) during FY 2023 increased 5.4 percent from FY 2022 while infrequent transactions (less than 32 per month) increased 2.4 percent. The large increase in 32+ trips can most likely be attributed to the impact of the state toll relief program.



**Table 4: Mid-Bay Bridge Authority System Rebate Transactions and Changes  
FY 2022 and FY 2023**

Trip Frequency (transactions/ month)	FY22	FY23	Change	
			Transactions	Percent
1-31	3,666,627	3,756,382	+89,755	+2.4%
32-40	650,152	692,063	+41,911	+6.4%
41+	1,532,981	1,608,749	+75,768	+4.9%
32+	2,183,133	2,300,812	+117,679	+5.4%
Total	5,849,760	6,057,194	+207,434	+3.5%

The percent of rebate transactions (i.e., 32+ transactions per month) of the total transactions is shown in **Table 5**. As can be seen, in FY 2023 the percentage increased slightly.

**Table 5: Mid-Bay Bridge Authority System Rebate Transactions as a Percent of Total Transactions  
FY 2022 and FY 2023**

Trip Frequency (transactions/ month)	Transactions		Percent of Total	
	FY22	FY23	FY22	FY23
1-31	3,666,627	3,756,382	32.3%	31.8%
32-40	650,152	692,063	5.7%	5.9%
41+	1,532,981	1,608,749	13.5%	13.6%
32+	2,183,133	2,300,812	19.2%	19.5%
Total	5,849,760	6,057,194	51.5%	51.3%
Annual Transactions	11,364,935	11,803,097		

The reason for the difference in ETC transactions between **Table 2** and **Table 4** is because the transactions counted in **Table 4** are transactions where a SunPass transponder was read in the lane whereas the transactions in **Table 2** include:

- SunPass transponder reads;
- Transactions which were initially image-based but were converted to ETC (SunPass) via the I-Toll process; and
- Interoperable transactions, such as E-ZPass and LeeWay.

During the same period, the amount of the rebates increased 4.9 percent, as shown in Table 6.

**Table 6: Mid-Bay Bridge Authority System Rebate Amounts and Changes  
FY 2022 and FY 2023**

Rebates		Change	
FY 2022	FY 2023	Amount	Percent
\$1,944,726	\$2,040,727	+\$96,002	+4.9%

The large increase in frequent trips (and thus, the amount of the rebates) point to the impact of the state program.

## 2.3 Traffic Changes, Market Share, and Growth Comparisons

As shown in Table 7 traffic growth by vehicle class was fairly consistent with the number of 2-axle vehicles increasing by 3.9 percent and 3+ axle vehicles increasing by 3.6 percent. As shown in Table 8, market share in FY23 for both 2-axle and 3+ axle vehicles remained approximately the same.

**Table 7: Mid-Bay Bridge Authority System Change in Traffic by Vehicle Class**

Month	2-Axle Vehicles				3+ Axle Vehicles				All Vehicles			
	FY22	FY23	Change		FY22	FY23	Change		FY22	FY23	Change	
			Amount	Percent			Amount	Percent			Amount	Percent
October	927,261	918,885	-8,376	-0.9%	22,414	22,176	-238	-1.1%	949,675	941,061	-8,614	-0.9%
November	794,688	797,981	+3,293	+0.4%	19,727	19,860	+133	+0.7%	814,415	817,841	+3,426	+0.4%
December	820,547	819,866	-681	-0.1%	18,067	16,756	-1,311	-7.3%	838,614	836,622	-1,992	-0.2%
January	697,178	759,350	+62,172	+8.9%	18,744	18,935	+191	+1.0%	715,922	778,285	+62,363	+8.7%
February	718,348	764,293	+45,945	+6.4%	18,902	19,382	+480	+2.5%	737,250	783,675	+46,425	+6.3%
March	960,799	1,019,942	+59,143	+6.2%	22,608	24,778	+2,170	+9.6%	983,407	1,044,720	+61,313	+6.2%
April	982,420	1,013,542	+31,122	+3.2%	23,562	23,915	+353	+1.5%	1,005,982	1,037,457	+31,475	+3.1%
May	1,044,236	1,102,068	+57,832	+5.5%	23,633	27,301	+3,668	+15.5%	1,067,869	1,129,369	+61,500	+5.8%
June	1,095,210	1,162,481	+67,271	+6.1%	25,531	27,789	+2,258	+8.8%	1,120,741	1,190,270	+69,529	+6.2%
July	1,168,698	1,216,801	+48,103	+4.1%	25,765	26,657	+892	+3.5%	1,194,463	1,243,458	+48,995	+4.1%
August	979,873	1,019,240	+39,367	+4.0%	22,881	24,571	+1,690	+7.4%	1,002,754	1,043,811	+41,057	+4.1%
September	911,306	934,712	+23,406	+2.6%	22,537	21,816	-721	-3.2%	933,843	956,528	+22,685	+2.4%
Annual	11,100,564	11,529,161	+428,597	+3.9%	264,371	273,936	+9,565	+3.6%	11,364,935	11,803,097	+438,162	+3.9%

**Table 8: Mid-Bay Bridge Authority System Change in Traffic Market Share**

Month	FY 2022			FY 2023			Change in Market Share (Percent)		
	2-Axles	3+ Axles	Total	2-Axles	3+ Axles	Total	2-Axles	3+ Axles	Total
October	97.6%	2.4%	100.0%	97.6%	2.4%	100.0%	+0.0%	-0.2%	0.0%
November	97.6%	2.4%	100.0%	97.6%	2.4%	100.0%	-0.0%	+0.3%	0.0%
December	97.8%	2.2%	100.0%	98.0%	2.0%	100.0%	+0.2%	-7.0%	0.0%
January	97.4%	2.6%	100.0%	97.6%	2.4%	100.0%	+0.2%	-7.1%	0.0%
February	97.4%	2.6%	100.0%	97.5%	2.5%	100.0%	+0.1%	-3.5%	0.0%
March	97.7%	2.3%	100.0%	97.6%	2.4%	100.0%	-0.1%	+3.2%	0.0%
April	97.7%	2.3%	100.0%	97.7%	2.3%	100.0%	+0.0%	-1.6%	0.0%
May	97.8%	2.2%	100.0%	97.6%	2.4%	100.0%	-0.2%	+9.2%	0.0%
June	97.7%	2.3%	100.0%	97.7%	2.3%	100.0%	-0.1%	+2.5%	0.0%
July	97.8%	2.2%	100.0%	97.9%	2.1%	100.0%	+0.0%	-0.6%	0.0%
August	97.7%	2.3%	100.0%	97.6%	2.4%	100.0%	-0.1%	+3.2%	0.0%
September	97.6%	2.4%	100.0%	97.7%	2.3%	100.0%	+0.1%	-5.5%	0.0%
Annual	97.7%	2.3%	100.0%	97.7%	2.3%	100.0%	+0.0%	-0.2%	0.0%

Over the years, multiple forecasts were produced as follows:

- Series 2015 O.S.;
- January 2017; and
- May 2018.

The Official Statement (O.S.) forecast supported the 2015 bond issue, the January 2017 forecast supported reducing the frequent customer discount threshold from 41+ transactions to 32+ transactions, and the May 2018 forecast update supported planning and budgetary purposes after traffic and revenue data was available after the 2017 increase to the frequent customer rebates.

As shown in **Table 9**, FY 2023 toll revenue for the Authority system was forecast to increase approximately 10.5 percent over the FY 2018 toll revenue; however, the actual FY 2023 toll revenue increased 11.3 percent from FY 2018. This is after the implementation of, and subsequent change to, the frequent user rebate. During the same five-year period, transactions were forecasted to increase 9.6 percent while actual results showed an increase of 11.0 percent. Further discussion regarding the individual facility results is found in their respective sections of this report. Also shown in **Table 9** are the differences between the various forecasts and the actual results.

**Table 9: Mid-Bay Bridge Authority System Results and Growth Comparisons**

Fiscal Year	Transactions			Toll Revenue		
	Forecast <sup>(*)</sup>	Actual	Difference	Forecast <sup>(*)</sup>	Actual	Difference
2016	10,186,000	9,942,925	-2.4%	\$24,661,000	\$27,417,335	11.2%
2017	10,563,000	10,325,756	-2.2%	\$26,566,000	\$26,393,809	-0.6%
2018	10,506,000	10,631,257	1.2%	\$27,582,000	\$27,032,029	-2.0%
2019	10,804,000	10,484,181	-3.0%	\$28,461,000	\$26,247,029	-7.8%
2020	11,043,000	9,412,544	-14.8%	\$29,154,000	\$23,277,714	-20.2%
2021	11,235,000	11,332,608	0.9%	\$29,699,000	\$29,859,510	0.5%
2022	11,389,000	11,364,935	-0.2%	\$30,127,000	\$28,508,933	-5.4%
2023	11,514,000	11,803,097	2.5%	\$30,465,000	\$30,077,220	-1.3%
5-Year Change	9.6%	11.0%		10.5%	11.3%	

(\*) Forecast sources

2016 - Series 2015 O.S.

2017 - 2017 Forecast Update

2018-2023 - 2018 Forecast Update

### 3. Mid-Bay Bridge

FY 2023 actual Bridge toll revenue was below the O.S. Forecast for FY 2023 by \$2,385,178, or 8.9 percent, and above the FY 2023 budgeted amount by \$192,822, or 0.8 percent, as shown in **Table 10**:

**Table 10: Mid-Bay Bridge Actual vs. Forecast Toll Revenue, FY 2023**

FY 2023	Actual	Forecast		Differential from 2015 O.S.		Differential from Budget	
		2015 O.S.	FY23 Budget	Amount	Percent	Amount	Percent
Toll Revenue	\$24,416,822	\$26,802,000	\$24,224,000	-\$2,385,178	-8.9%	+\$192,822	+0.8%

With respect to traffic, for the Mid-Bay Bridge, actual FY 2023 traffic (transactions) were below the O.S. Forecast for FY 2022 by 1,400,148 vehicles or 14.7 percent, and above the FY 2023 Budget by 86,852 vehicles, or 1.1 percent, as shown in **Table 11**:

**Table 11: Mid-Bay Bridge Actual vs. Forecast Traffic, FY 2023**

FY 2023	Actual	Forecast		Differential from 2015 O.S.		Differential from Budget	
		2015 O.S.	FY23 Budget	Amount	Percent	Amount	Percent
Traffic	8,120,852	9,521,000	8,034,000	-1,400,148	-14.7%	+86,852	+1.1%

With respect to the rebate program, **Table 12** shows that there was a 3.9 percent increase in the number of customers making 32-or-more trips per month, more than likely due to the state toll relief program.

**Table 12: Mid-Bay Bridge Rebate Transactions and Changes  
FY 2022 and FY 2023**

Trip Frequency (transactions/ month)	FY22	FY23	Change	
			Transactions	Percent
1-31	2,495,288	2,536,533	+41,245	+1.7%
32-40	494,619	518,365	+23,746	+4.8%
41+	1,293,318	1,339,838	+46,520	+3.6%
32+	1,787,937	1,858,203	+70,266	+3.9%
Total	4,283,225	4,394,736	+111,511	+2.6%

The percent of rebate transactions (i.e., 32+ transactions per month) of the total transactions is shown in **Table 13**.

**Table 13: Mid-Bay Bridge Rebate Transactions as a Percent of Total Transactions  
FY 2022 and FY 2023**

Trip Frequency (transactions/ month)	Transactions		Percent of Total	
	FY22	FY23	FY22	FY23
1-31	2,495,288	2,536,533	31.6%	31.2%
32-40	494,619	518,365	6.3%	6.4%
41+	1,293,318	1,339,838	16.4%	16.5%
32+	1,787,937	1,858,203	22.7%	22.9%
Total	4,283,225	4,394,736	54.3%	54.1%
Annual Transactions	7,887,912	8,120,852		

Table 14 shows an increase of 4.1 percent in the rebate amounts, again, due to the state toll relief program.

**Table 14: Mid-Bay Bridge Rebate Amounts and Changes  
FY 2022 and FY 2023**

Rebates		Change	
FY 2022	FY 2023	Amount	Percent
\$1,753,872	\$1,826,373	+\$72,501	+4.1%

The following sections discuss the traffic and revenue results from Bridge operation and the relationship of the toll rates, and the toll rate increases (October 2004, June 2010, and October 2015) to inflation since the opening of the Bridge and during the nineteen years since the first toll increase.

### 3.1 Traffic and Revenue Results

Bridge toll revenues collected in FY 2023 amounted to \$24,416,822, up 2.5 percent from FY 2022. A breakdown of the monthly results is summarized in Table 15.

**Table 15: Mid-Bay Bridge Monthly Toll Revenue, FY 2021 vs. FY 2022**

Month	Total Toll Revenue		Percent Change
	FY 2022	FY 2023	
October	\$ 2,026,677	\$ 1,979,807	-2.3%
November	1,693,334	1,678,135	-0.9%
December	1,791,590	1,761,773	-1.7%
January	1,506,712	1,611,648	+7.0%
February	1,561,155	1,599,449	+2.5%
March	2,115,068	2,185,679	+3.3%
April	2,104,486	2,122,698	+0.9%
May	2,245,740	2,330,083	+3.8%
June	2,353,251	2,417,739	+2.7%
July	2,512,735	2,546,759	+1.4%
August	2,102,897	2,198,724	+4.6%
September	1,817,249	1,984,056	+9.2%
Subtotal	23,830,893	24,416,550	+2.5%
Tolls/collections/fines	464	272	-41.3%
Grand Total	\$ 23,831,356	\$ 24,416,822	+2.5%

Tracing the percent changes shows positive year-over-year revenue growth for the last three quarters of the fiscal year, as opposed to decreases in the first quarter of the fiscal year due to the impact of the state toll relief program, as previously mentioned.

**Figure 2** shows, graphically, the monthly average daily toll revenue fluctuations from fiscal years 2009 through 2023. As shown in **Figure 2**, FY 2023 toll revenues are consistent with the historical seasonal profile. Monthly revenues are typically at their lowest during the winter months, gradually increase throughout the year, peaking in June and July.

**Figure 2: Mid-Bay Bridge Monthly Toll Revenue Fluctuations, FY 2009-FY 2023**

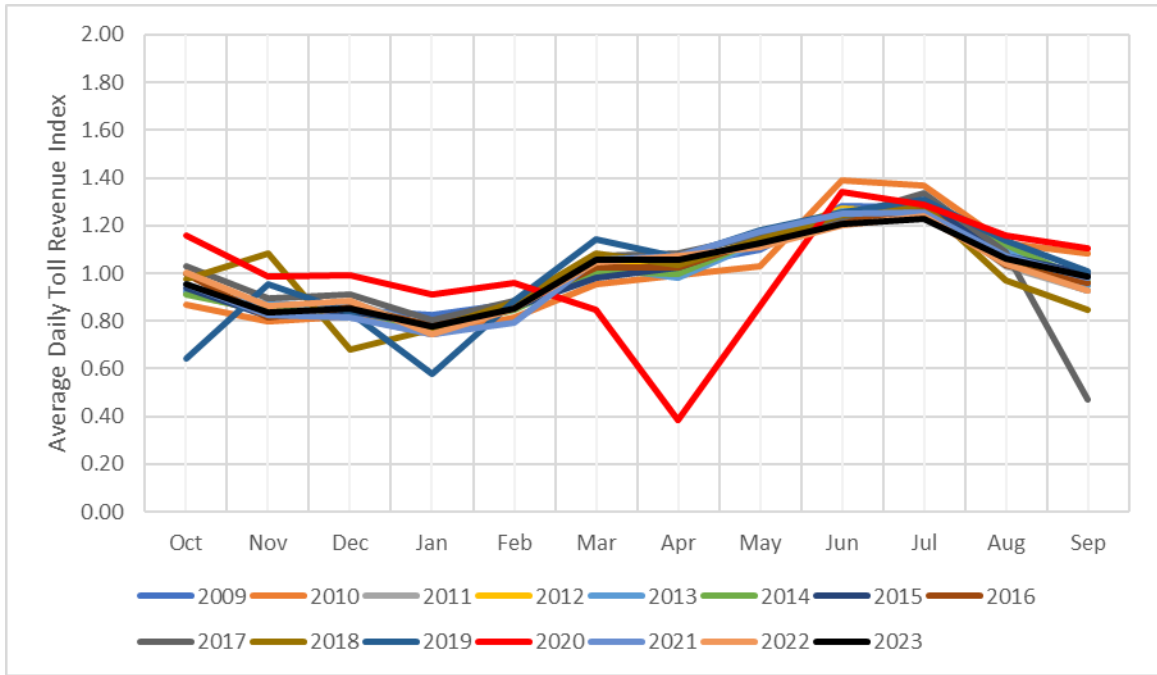
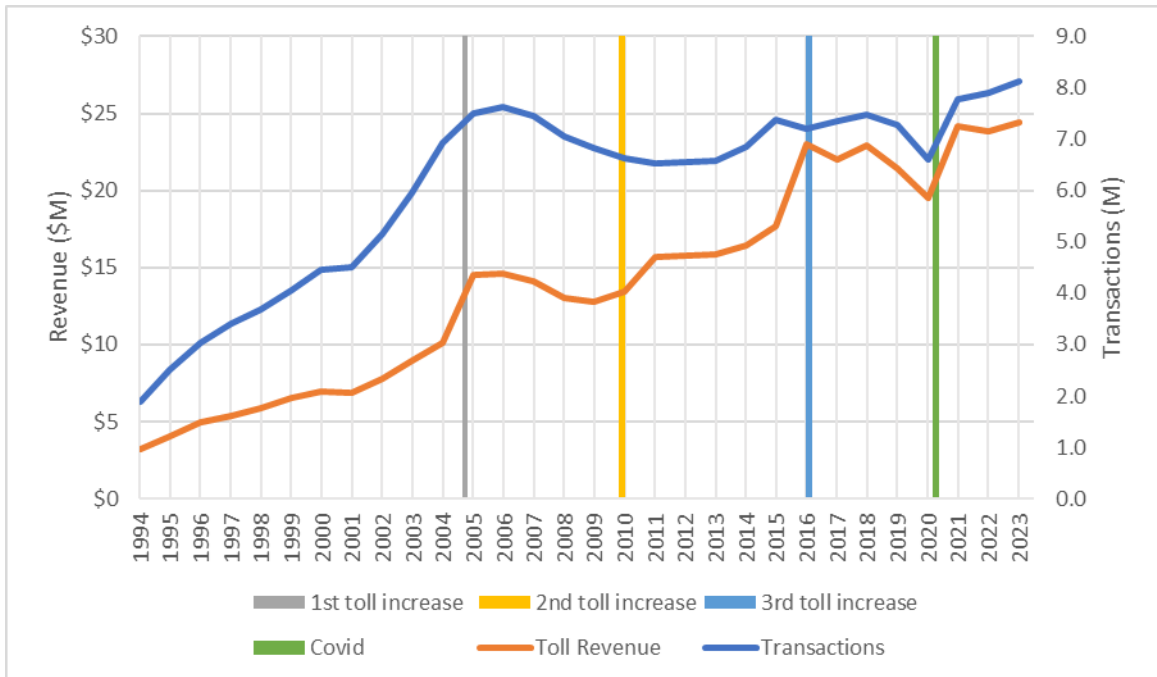


Figure 3, together with Table 16, show the annual traffic and toll revenue growth from FY 1994, the first full year of the Bridge operations, to FY 2023. The three toll increases and COVID are highlighted in the figure and table. Note that the FY 2005 and FY 2016 toll increases were implemented in October at the start of the fiscal year, whereas the FY 2010 increase occurred in June, and therefore the full toll revenue uplift was not realized until FY2011.

**Figure 3: Mid-Bay Bridge Transaction and Toll Revenue Trend, FY 1994-FY 2023**



**Table 16: Mid-Bay Bridge Traffic and Revenue, FY 1994-FY 2023**

Fiscal Year	Traffic			Average Toll	Toll Revenue	Average Toll Increase
	Annual Volume	AADT	AADT Growth			
1994	1,896,661	5,196		\$ 1.689	\$ 3,204,321	
1995	2,513,848	6,887	+32.5%	\$ 1.624	\$ 4,083,361	
1996	3,043,997	8,317	+20.8%	\$ 1.620	\$ 4,930,014	
1997	3,402,779	9,323	+12.1%	\$ 1.591	\$ 5,414,698	
1998	3,695,064	10,123	+8.6%	\$ 1.586	\$ 5,859,643	
1999	4,056,689	11,114	+9.8%	\$ 1.610	\$ 6,531,816	
2000	4,463,449	12,195	+9.7%	\$ 1.558	\$ 6,952,118	
2001	4,518,228	12,379	+1.5%	\$ 1.527	\$ 6,900,307	
2002	5,161,898	14,142	+14.2%	\$ 1.517	\$ 7,829,708	
2003	5,945,318	16,289	+15.2%	\$ 1.502	\$ 8,931,783	
2004	6,918,521	19,711	+21.0%	\$ 1.465	\$ 10,135,202	
2005	7,491,342	21,108	+7.1%	\$ 1.943	\$ 14,554,036	+32.6%
2006	7,627,382	20,897	-1.0%	\$ 1.920	\$ 14,648,308	
2007	7,462,543	20,445	-2.2%	\$ 1.887	\$ 14,078,716	
2008	7,050,496	19,369	-5.3%	\$ 1.854	\$ 13,068,488	
2009	6,836,939	18,731	-3.3%	\$ 1.864	\$ 12,741,472	
2010	6,638,505	18,188	-2.9%	\$ 2.029	\$ 13,469,839	
2011	6,533,899	17,901	-1.6%	\$ 2.403	\$ 15,702,572	+29.0%
2012	6,542,990	17,877	-0.1%	\$ 2.410	\$ 15,765,967	
2013	6,586,458	18,070	+1.1%	\$ 2.411	\$ 15,881,722	
2014	6,846,939	18,852	+4.3%	\$ 2.398	\$ 16,415,891	
2015	7,370,448	20,193	+7.1%	\$ 2.396	\$ 17,657,326	
2016	7,207,105	19,692	-2.5%	\$ 3.195	\$ 23,028,055	+33.4%
2017	7,355,314	20,152	+2.3%	\$ 2.987	\$ 21,973,783	
2018	7,487,673	20,514	+1.8%	\$ 3.065	\$ 22,948,747	
2019	7,270,712	20,352	-0.8%	\$ 2.944	\$ 21,403,035	
2020	6,592,732	18,013	-11.5%	\$ 2.966	\$ 19,555,612	
2021	7,773,972	21,299	+18.2%	\$ 3.114	\$ 24,205,307	
2022	7,887,912	21,611	+1.5%	\$ 3.021	\$ 23,831,356	
2023	8,120,852	22,249	+3.0%	\$ 3.007	\$ 24,416,822	

Following are the highlights on a year-by-year basis:

- FY 1994 to FY 2003 – steady upward growth in traffic and toll revenue;
- June 1999 (FY 1999) – SunPass introduced;
- October 2004 (FY 2005) – first toll increase (gray shading) – continued upward trend in toll revenues;
- FY 2005 to FY 2010 – flattening out then (from FY 2007) decreasing of traffic and toll revenue due to the Great Recession;
- June 2010 (FY 2010) – second toll increase (orange shading);



- Summer 2010 – BP oil spill impact;
- FY 2011 – impact of traffic and toll revenues reflected the elasticity impact of eight months at the higher tolls along with the recovering economy and the residual impact of the BP oil spill;
- FY 2012 to FY 2014 – upward trend in traffic and toll revenue reflecting the end of the impact of the previous events;
- January 2014 (FY 2014) – Spence Parkway opens in full and toll collection begins;
- FY 2014 to FY 2015 – sharper upward trend in traffic and toll revenue due to stronger summer season traffic and the opening of the Spence Parkway;
- October 2015 (FY 2016) – third toll increase (blue shading) and implementation of rebate program (41+ transactions per month per account per facility);
- January 2017 (FY 2017) – rebate threshold lowered to 32+ transactions per month;
- FY 2018 – decrease in toll revenue resulting from TBP billing delays as a result of the FDOT conversion to a new centralized customer service system;
- FY 2020 – pandemic restrictions (green shading);
- FY 2021 – traffic and toll revenues rebound as pandemic-related restrictions were no longer in effect and higher levels of traffic returned;
- FY 2022 – traffic and toll revenue levels decrease as previously discussed (a “letdown” from the rebound in FY 2021 and a change in the traffic mix). Lag in trip billing due to going to AET during the height of the pandemic.

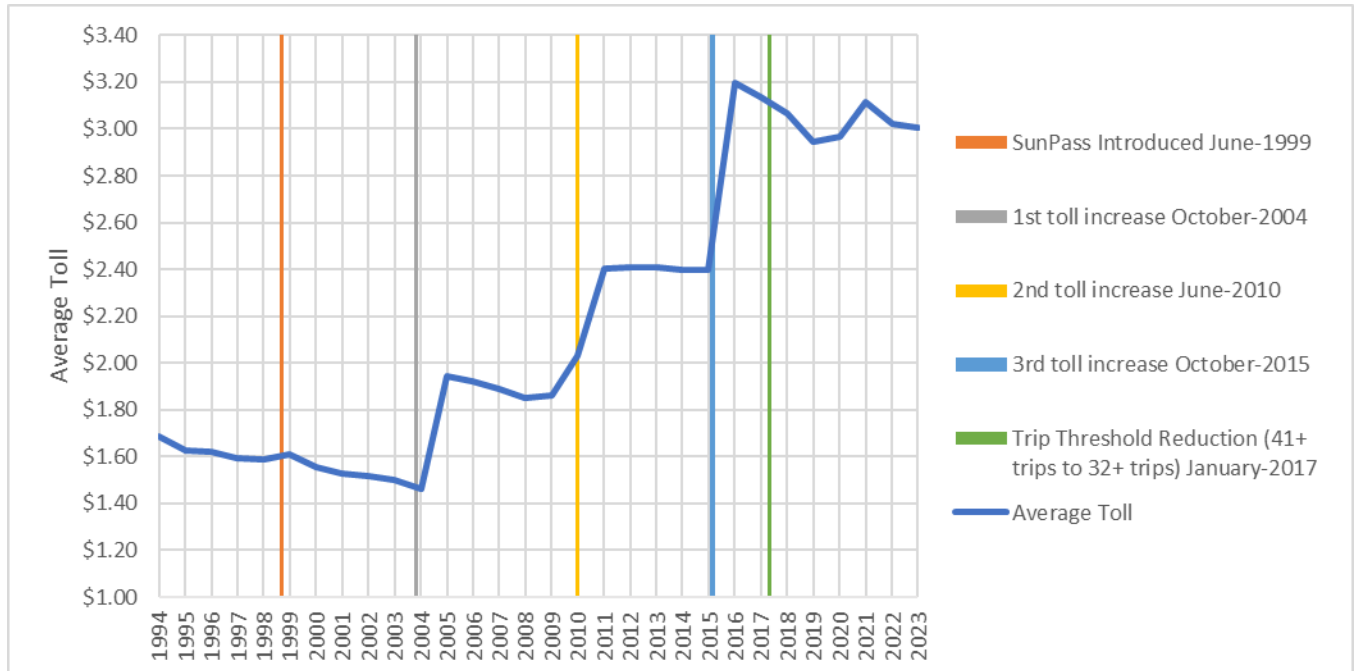
Following are specific events that affected the traffic and toll revenue on the Bridge:

- September 2000 – Tropical Storm Helene
- September 2004 – Hurricane Ivan
- June/July/August 2005 – Tropical storms and hurricanes
- August and September 2008 – Tropical storms
- January 2014 – Ice storm
- September 2017 – Hurricane Irma
- October 2018 – Hurricane Michael
- January 2019 – eight-day bridge closure for emergency tendon repairs followed by restrictions on heavy vehicles on the Bridge into June;
- April 2020 – Covid-19 pandemic

- September 2022 – Tolls suspended for 30 hours due to the approach of Hurricane Ian

The events that impacted the average toll are shown in **Figure 4** and include: the introduction of SunPass in June of 1999 (FY 1999), the toll increase in October 2004 (FY 2005), the toll increase in June 2010 (FY 2010), the toll increase in October 2015 (FY 2016), the trip threshold reduction in January 2017 and the previously mentioned issues that occurred in FY 2019. Prior to each of these events, with the exception of the period immediately prior to the toll increase in June 2010, the average toll had been trending downward with the relative increase in SunPass usage. Because the second toll increase (in June 2010) was implemented three quarters the way into the fiscal year (as opposed to at the beginning of the fiscal year, as had been the case with the first toll increase), the average toll continued to trend sharply upward through FY 2011, finally leveling off in FY 2012 and remaining at the same level through FY 2013 and decreasing slightly in FY 2014 and again in FY 2015. As previously noted, in October of 2015 (FY 2016) a third toll increase was implemented and in January 2017 the trip threshold reduction was implemented. This is discussed later in this report.

**Figure 4: Mid-Bay Bridge Average Toll Revenue Trend, FY 1994-FY 2023**



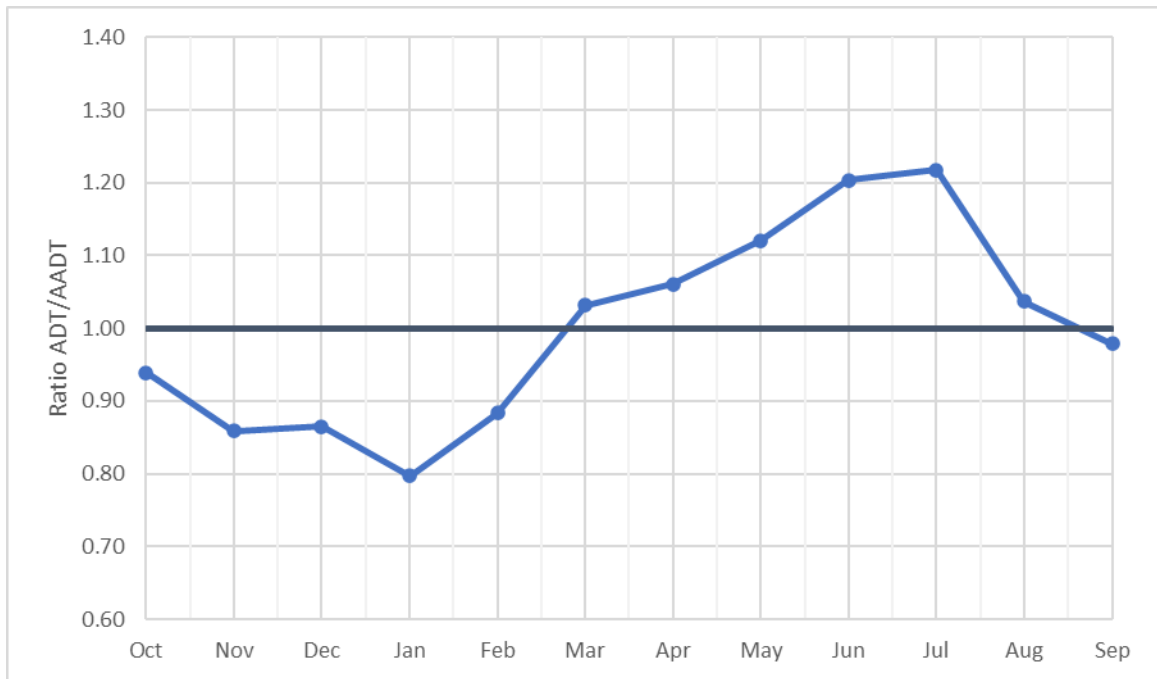
Like many facilities, the Mid-Bay Bridge exhibits a definite seasonal pattern with the greatest amount of traffic occurring during the tourist season (Memorial Day weekend to mid-August) and the lowest traffic volumes occurring during the winter months. The FY 2023 monthly traffic fluctuations in terms of Average Daily Traffic, or ADT, are shown in **Table 17**.

**Table 17: Mid-Bay Bridge Monthly Traffic and Toll Revenue Fluctuations, FY 2023**

Month	Traffic				Average Toll	Toll Revenue
	Monthly Volume	Percent of Year	ADT	Ratio ADT / AADT		
October	647,708	8.0%	20,894	0.94	\$3.06	\$1,979,807
November	573,050	7.1%	19,102	0.86	2.93	1,678,135
December	596,563	7.3%	19,244	0.86	2.95	1,761,773
January	549,744	6.8%	17,734	0.80	2.93	1,611,648
February	550,465	6.8%	19,659	0.88	2.91	1,599,449
March	711,328	8.8%	23,711	1.07	3.07	2,185,679
April	707,849	8.7%	23,595	1.06	3.00	2,122,698
May	772,851	9.5%	24,931	1.12	3.01	2,330,083
June	803,235	9.9%	26,775	1.20	3.01	2,417,739
July	839,699	10.3%	27,087	1.22	3.03	2,546,759
August	715,264	8.8%	23,073	1.04	3.07	2,198,724
September	653,096	8.0%	21,770	0.98	3.04	1,984,056
Total	8,120,852	100%	22,249	1.00	3.01	24,416,550
Tolls/collections/fines						272
Total (including tolls/collections/fines)					\$3.01	\$24,416,822

As shown in **Table 17** and graphically in **Figure 5**, July was the high month, in both absolute volume and terms of ADT while January was both the lowest ADT month and the lowest volume month. September was the closest to an average month in FY 2023 with an ADT to AADT ratio of 0.98. As was the case before the pandemic, FY 2023 was a more typical year with March/April normally exhibiting higher traffic due to Spring Break travel and July being the peak month because of summer vacation travel. The traffic pattern is largely due to tourist travel and is quite unlike patterns in south Florida, where the winter season generates the highest traffic levels and March is normally the highest month.

**Figure 5: Mid-Bay Bridge Monthly Traffic Fluctuations, FY 2023**



**Table 18** shows the breakdown by vehicle classification (vehicles of three or more axles have been grouped) indicates that 97.6 percent of the Bridge traffic was comprised of two-axle vehicles in FY 2022 (excluding non-revenue transactions, which were conservatively accounted for as 2-axle traffic), and that these vehicles produced 93.5 percent of the Bridge's toll revenue. Vehicles with three or more axles comprised 1.9 percent of the total traffic and produced 6.5 percent of the Bridge's toll revenue. It should be noted that the average toll may be less than the posted toll due to differences in deposit reporting between FDOT and the Authority.

**Table 18: Mid-Bay Bridge Traffic and Toll Revenue, SunPass/TBP v. Cash, FY 2023**

Vehicle Group	Traffic		Average Toll	Toll Revenue	
	Volume	Percent		Amount	Percent
2-axle SunPass	5,105,011	62.9%	\$2.839	\$ 14,495,185	59.4%
2-axle TBP	820,489	10.1%	\$1.549	\$ 1,271,274	5.2%
2-axle AET (SP & TBP - subtotal)	5,925,500	73.0%	\$2.661	\$ 15,766,460	64.6%
2-axle (Cash)	2,002,061	24.7%	\$3.532	\$ 7,070,354	29.0%
2-axles (Subtotal)	7,927,561	97.6%	\$2.881	\$ 22,836,814	93.5%
3+ axles	157,573	1.9%	\$10.027	\$ 1,580,009	6.5%
Subtotal	8,085,134	99.6%	\$3.020	\$ 24,416,822	100.0%
Non-revenue <sup>(*)</sup>	35,718	0.4%			
Total	8,120,852	100%	\$3.007	\$ 24,416,822	100.0%

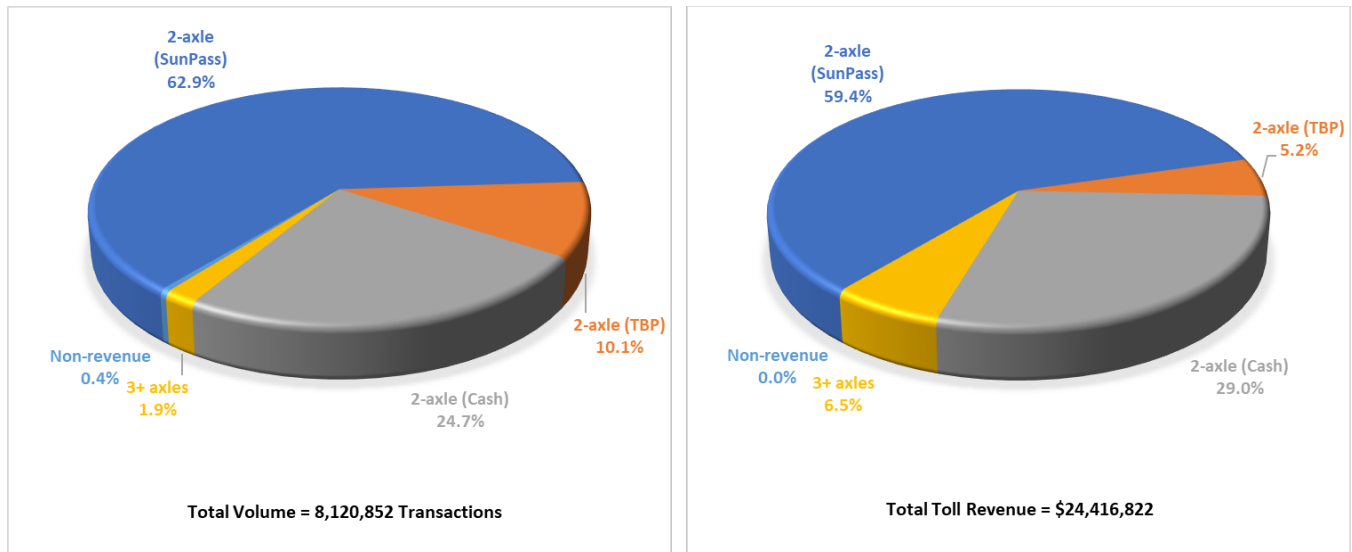
(\*) Conservatively accounted for as all being 2-axle transactions.

While the two-axle-SunPass<sup>3</sup> group in FY 2023 represented 62.9 percent of the traffic mix, they generated 59.4 percent of the toll revenues due to their lower toll. On the other hand, two-axle, Cash-payers represented 24.7 percent of the traffic mix, generating 29.0 percent of the toll revenue. It should also be noted that Toll-By-Plate

<sup>3</sup> This group includes all interoperable electronic transactions including E-ZPass.

traffic made up 10.1 percent of the traffic mix, higher than expected, possibly due to usage of the ETC only lane at the toll plaza. The FY 2023 classification results are shown graphically in **Figure 6**.

**Figure 6: Mid-Bay Bridge Traffic and Toll Revenue, FY 2023**



A rebate program was introduced in FY 2016 which allowed for a discounted toll of \$2.00 per trip for 2-axle vehicle with SunPass that completed 41-or-more trips in a month. Subsequently, the threshold was lowered in January 2017 (FY 2017) to 32-or-more trips in a month. These rebates accounted for \$1,826,373 which are being credited to Bridge customers, lowering the toll revenue collected from \$26,243,195 to \$24,416,822.

### 3.2 Comparison with Forecasts

FY 2023 actual Bridge toll revenue of \$24,416,822 was below the Series 2015 O.S. Forecast of \$26,802,000 for FY 2023 by \$2,385,178, or 8.9 percent, and above the budgeted amount of \$24,224,000 by \$192,822, or 0.8 percent.

**Figure 7** shows the actual revenue results alongside the forecasted amounts for FY 2023 with the ratio of Actual to Budget ranging from 106 percent in January to 95 percent in October and averaging 101 percent for the year.

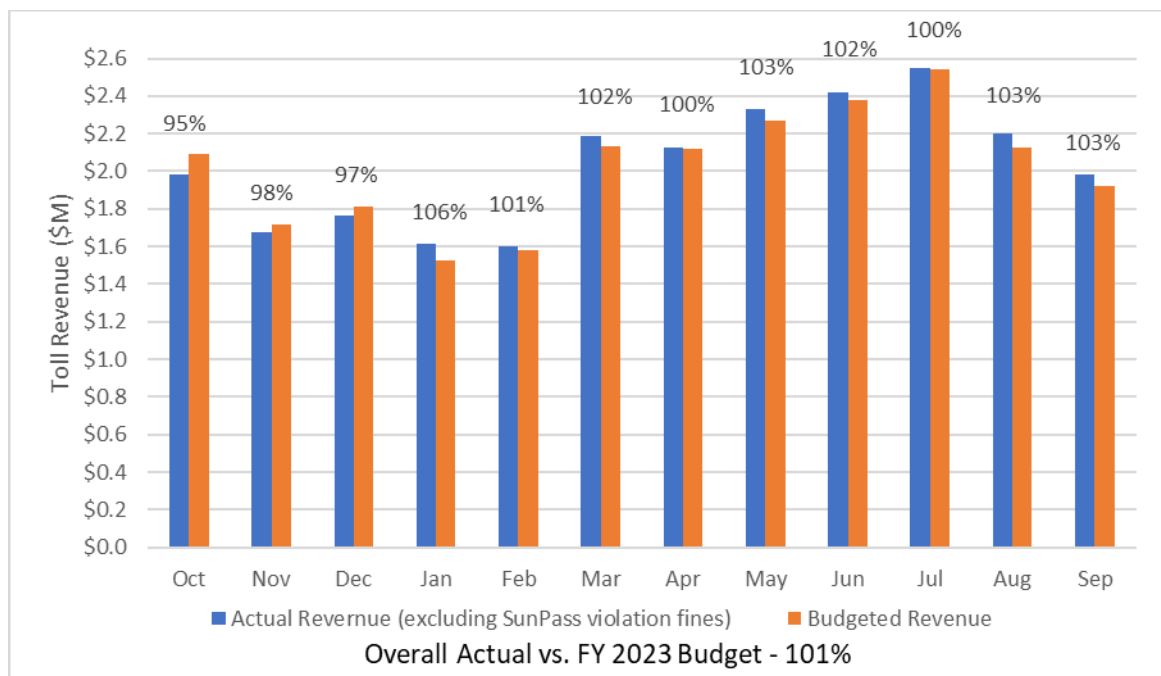
With respect to traffic, the actual 8,120,852 vehicles for the Mid-Bay Bridge, were below the O.S. Forecast for FY 2023 of 9,521,000 vehicles by 1,400,128, or 14.7 percent, and above the FY 2023 Budget of 8,034,000 by 86,852 vehicles, or 1.1 percent, as shown in **Table 19** (note that a monthly proration was not done using the O.S. forecasts).

**Table 19: Mid-Bay Bridge Actual and Forecasted Traffic, FY 2023**

Month	Traffic		Difference	
	Actual	Budgeted	Volume	Percent
October	647,708	666,000	-18,292	-2.7%
November	573,050	583,000	-9,950	-1.7%
December	596,563	612,000	-15,437	-2.5%
January	549,744	520,000	+29,744	+5.7%
February	550,465	533,000	+17,465	+3.3%
March	711,328	694,000	+17,328	+2.5%
April	707,849	708,000	-151	-0.0%
May	772,851	752,000	+20,851	+2.8%
June	803,235	784,000	+19,235	+2.5%
July	839,699	825,000	+14,699	+1.8%
August	715,264	704,000	+11,264	+1.6%
September	653,096	653,000	+96	+0.0%
Total	8,120,852	8,034,000	+86,852	+1.1%

As noted above, toll revenues and traffic were likely above budget due to the implementation of the state toll relief program and continuing normal post-pandemic growth.

**Figure 7: Mid-Bay Bridge Monthly Revenue Results, Actual FY 2023 vs. the FY 2023 Budget**



### 3.3 Traffic Changes, Market Share, and Growth Comparisons

Table 20 and Table 21 show the monthly changes in traffic by vehicles class and the changes in market share between FY2022 and FY2023, on the Bridge.

**Table 20: Mid-Bay Bridge Change in Traffic by Vehicle Class**

Month	2-Axle Vehicles				3+ Axle Vehicles				All Vehicles			
	FY22	FY23	Change		FY22	FY23	Change		FY22	FY23	Change	
			Amount	Percent			Amount	Percent			Amount	Percent
October	640,453	634,664	-5,789	-0.9%	12,971	13,044	+73	+0.6%	653,424	647,708	-5,716	-0.9%
November	561,189	561,628	+439	+0.1%	11,696	11,422	-274	-2.3%	572,885	573,050	+165	+0.0%
December	590,203	587,237	-2,966	-0.5%	10,631	9,326	-1,305	-12.3%	600,834	596,563	-4,271	-0.7%
January	499,418	539,103	+39,685	+7.9%	11,011	10,641	-370	-3.4%	510,429	549,744	+39,315	+7.7%
February	512,396	539,026	+26,630	+5.2%	11,080	11,439	+359	+3.2%	523,476	550,465	+26,989	+5.2%
March	667,808	697,056	+29,248	+4.4%	13,400	14,272	+872	+6.5%	681,208	711,328	+30,120	+4.4%
April	680,907	693,918	+13,011	+1.9%	14,015	13,931	-84	-0.6%	694,922	707,849	+12,927	+1.9%
May	724,160	756,746	+32,586	+4.5%	13,947	16,105	+2,158	+15.5%	738,107	772,851	+34,744	+4.7%
June	754,975	787,427	+32,452	+4.3%	15,020	15,808	+788	+5.2%	769,995	803,235	+33,240	+4.3%
July	795,132	824,411	+29,279	+3.7%	14,913	15,288	+375	+2.5%	810,045	839,699	+29,654	+3.7%
August	677,643	701,248	+23,605	+3.5%	13,444	14,016	+572	+4.3%	691,087	715,264	+24,177	+3.5%
September	628,305	640,815	+12,510	+2.0%	13,195	12,281	-914	-6.9%	641,500	653,096	+11,596	+1.8%
Annual	7,732,589	7,963,279	+230,690	+3.0%	155,323	157,573	+2,250	+1.4%	7,887,912	8,120,852	+232,940	+3.0%

**Table 21: Mid-Bay Bridge Change in Traffic Market Share**

Month	FY 2022			FY 2023			Change in Market Share (Percent)		
	2-Axles	3+ Axles	Total	2-Axles	3+ Axles	Total	2-Axles	3+ Axles	Total
October	98.0%	2.0%	100.0%	98.0%	2.0%	100.0%	-0.0%	+1.5%	0.0%
November	98.0%	2.0%	100.0%	98.0%	2.0%	100.0%	+0.0%	-2.4%	0.0%
December	98.2%	1.8%	100.0%	98.4%	1.6%	100.0%	+0.2%	-11.6%	0.0%
January	97.8%	2.2%	100.0%	98.1%	1.9%	100.0%	+0.2%	-10.3%	0.0%
February	97.9%	2.1%	100.0%	97.9%	2.1%	100.0%	+0.0%	-1.8%	0.0%
March	98.0%	2.0%	100.0%	98.0%	2.0%	100.0%	-0.0%	+2.0%	0.0%
April	98.0%	2.0%	100.0%	98.0%	2.0%	100.0%	+0.0%	-2.4%	0.0%
May	98.1%	1.9%	100.0%	97.9%	2.1%	100.0%	-0.2%	+10.3%	0.0%
June	98.0%	2.0%	100.0%	98.0%	2.0%	100.0%	-0.0%	+0.9%	0.0%
July	98.2%	1.8%	100.0%	98.2%	1.8%	100.0%	+0.0%	-1.1%	0.0%
August	98.1%	1.9%	100.0%	98.0%	2.0%	100.0%	-0.0%	+0.7%	0.0%
September	97.9%	2.1%	100.0%	98.1%	1.9%	100.0%	+0.2%	-8.6%	0.0%
Annual	98.0%	2.0%	100.0%	98.1%	1.9%	100.0%	+0.0%	-1.5%	0.0%

As shown in **Table 22**, FY 2023 toll revenue for the Bridge was forecast to increase 11.5 percent over the FY 2018 revenue however, actual FY 2023 toll revenue increased only 6.4 percent from FY 2018. Also shown in **Table 22** are the differences between the various forecasts and the actual results.

**Table 22: Mid-Bay Bridge Results and Growth Comparisons**

Fiscal Year	Transactions			Toll Revenue		
	Forecast <sup>(*)</sup>	Actual	Difference	Forecast <sup>(*)</sup>	Actual	Difference
2016	7,480,000	7,207,105	-3.6%	\$21,321,000	\$23,028,055	8.0%
2017	7,464,000	7,355,314	-1.5%	\$22,274,000	\$21,973,783	-1.3%
2018	7,417,000	7,487,673	1.0%	\$23,107,000	\$22,948,747	-0.7%
2019	7,684,000	7,270,712	-5.4%	\$23,941,000	\$21,403,035	-10.6%
2020	7,892,000	6,592,732	-16.5%	\$24,589,000	\$19,555,612	-20.5%
2021	8,052,000	7,773,972	-3.5%	\$25,088,000	\$24,205,307	-3.5%
2022	8,175,000	7,887,912	-3.5%	\$25,470,000	\$23,831,356	-6.4%
2023	8,268,000	8,120,852	-1.8%	\$25,761,000	\$24,416,822	-5.2%
5-Year Change	11.5%	8.5%		11.5%	6.4%	

(\*) Forecast sources

2016 - Series 2015 O.S.

2017 - 2017 Forecast Update

2018-2023 - 2018 Forecast Update

While forecast growth for traffic was 11.5 percent over FY 2018 forecast, traffic only grew 8.5 percent from FY 2018. The lower growth in toll revenue as compared to traffic may be due, in part, to unanticipated differences in the traffic mix such as the increased commuter traffic due to the state toll relief program (CY 2023), introduction of interoperability, and the percentage of ETC vs. non-ETC toll payment methods.

### 3.4 Tolls and Inflation

During the previous 29 years that the Mid-Bay Bridge has been in operation (FY 1994 – FY 2023) there have been three toll rate increases:

1. October 2004 (FY 2005);
2. June 2010 (FY 2010); and
3. October 2015 (FY 2016).

The toll rate increase of October 2004 increased the base toll (2-Axle/Cash) 25 percent (\$0.50) from the opening day toll of \$2.00 to \$2.50 while the second toll increase raised the base toll an additional \$0.50 to \$3.00, or 20 percent. SunPass tolls for 2-axle vehicles also increased \$0.50, or 50 percent, from \$1.00 to \$1.50 in October 2004, and an additional \$0.50, or 33 percent, in June 2010.



Effective October 1, 2015 (FY 2016) the base (2-axle) tolls were increased on the Mid-Bay Bridge as follows:  
Mid-Bay Bridge:

- Cash – \$4.00 (\$1.00, or 33 percent increase)
- *SunPass* (commercial accounts along with infrequent personal account users, those making 40-or-less trips per month per account) – \$3.00 (\$1.00, or 50 percent increase)
- *SunPass* (frequent personal account users, those making 41-or-more trips per month) – \$2.00 (no increase), issued in the form of a rebate

Three-or-more axle vehicles (regardless of the payment method) pay tolls calculated using the “N minus 1” method (where “N” is the number of axles on the vehicle) and increase at the rate of \$4.00 per axle over the \$4.00 cash two-axle toll on the Bridge.

As noted earlier, effective January 1, 2017, the threshold for frequent personal account users was lowered to 32-or-more trips per month.

**Table 23** shows the history of toll increases, including the absolute dollar increases and percentage change amounts in the toll rates, on the Mid-Bay Bridge.

The higher percentage increases for commercial account and non-frequent user *SunPass* tolls were implemented in order to maintain the same dollar amount of the discount from the cash/Toll-by-Plate toll rate while the toll rates for frequent customers were not increased so as to minimize the impact on local residents and employees who may be using the facilities to commute on a daily basis. With the continuation of the \$1.00 discount on the Bridge, the *SunPass*/Cash toll ratios increased from 50 percent (at opening) to 60 percent (effective October 2004) to 67 percent (effective June 2010) and then to 75 percent for commercial and infrequent customers (effective October 2015).

Table 23: Mid-Bay Bridge History of Toll Increases

Vehicle Group <sup>(1)</sup>	Toll Rates Effective June 1993 (Opening) <sup>(2)</sup>	Toll Increase		Toll Rates Effective October 2004 (FY2005)	Toll Increase		Toll Rates Effective June 2010 (FY2010)	Toll Increase		Toll Rates Effective October 2015 (FY2016)
		Amount	Percent		Amount	Percent		Amount	Percent	
2 Axles/SunPass (Frequent Customer) <sup>(3)</sup>	\$ 1.00	\$ 0.50	50%	\$ 1.50	\$ 0.50	33%	\$ 2.00			\$ 2.00
2 Axles/SunPass (Infrequent Customer) <sup>(4)</sup>	\$ 1.00	\$ 0.50	50%	\$ 1.50	\$ 0.50	33%	\$ 2.00	\$ 1.00	50%	\$ 3.00
2 Axles/Cash	\$ 2.00	\$ 0.50	25%	\$ 2.50	\$ 0.50	20%	\$ 3.00	\$ 1.00	33%	\$ 4.00
3 Axles	\$ 4.00	\$ 1.00	25%	\$ 5.00	\$ 1.00	20%	\$ 6.00	\$ 2.00	33%	\$ 8.00
4 Axles	\$ 6.00	\$ 1.50	25%	\$ 7.50	\$ 1.50	20%	\$ 9.00	\$ 3.00	33%	\$ 12.00
5 Axles	\$ 8.00	\$ 2.00	25%	\$ 10.00	\$ 2.00	20%	\$ 12.00	\$ 4.00	33%	\$ 16.00
6 Axles	\$ 10.00	\$ 2.50	25%	\$ 12.50	\$ 2.50	20%	\$ 15.00	\$ 5.00	33%	\$ 20.00
Add'l Axle (per axle)	\$ 2.00	\$ 0.50	25%	\$ 2.50	\$ 0.50	20%	\$ 3.00	\$ 1.00	33%	\$ 4.00

(1) Ticket book payment option not shown

(2) SunPass Rate was introduced in 1999

(3) The frequent customer discount was extended to more customers (i.e., from 41+ trips per month to 32+ trips per month) on January 1, 2017 (FY2017)

(4) Differentiation between frequent and infrequent customers did not occur until FY2016

With respect to inflation, the toll increases have generally kept pace with inflation as measured by the rise in the Consumer Price Index (CPI) and as summarized in **Table 24** and shown graphically in **Figure 8**.

**Table 24: Mid-Bay Bridge Passenger Car Toll Rate Adjusted to CPI**

Year	Actual Toll Rate			Consumer Price Index <sup>(*)</sup>	Tolls Adjusted to 1994 Dollars		
	Cash	SunPass Frequent	SunPass		Cash	SunPass Frequent	SunPass
1994	\$2.00			145.800	\$2.00		
1995	\$2.00			149.800	\$1.95		
1996	\$2.00			154.500	\$1.89		
1997	\$2.00			157.500	\$1.85		
1998	\$2.00			159.500	\$1.83		
1999	\$2.00		\$1.00	163.200	\$1.79		\$0.89
2000	\$2.00		\$1.00	168.500	\$1.73		\$0.87
2001	\$2.00		\$1.00	172.200	\$1.69		\$0.85
2002	\$2.00		\$1.00	174.200	\$1.67		\$0.84
2003	\$2.00		\$1.00	178.300	\$1.64		\$0.82
2004	\$2.00		\$1.00	182.800	\$1.60		\$0.80
2005	\$2.50		\$1.50	192.000	\$1.90		\$1.14
2006	\$2.50		\$1.50	195.800	\$1.86		\$1.12
2007	\$2.50		\$1.50	201.697	\$1.81		\$1.08
2008	\$2.50		\$1.50	212.650	\$1.71		\$1.03
2009	\$2.50		\$1.50	208.912	\$1.74		\$1.05
2010	\$3.00		\$2.00	211.775	\$2.07		\$1.38
2011	\$3.00		\$2.00	220.371	\$1.98		\$1.32
2012	\$3.00		\$2.00	225.052	\$1.94		\$1.30
2013	\$3.00		\$2.00	227.876	\$1.92		\$1.28
2014	\$3.00		\$2.00	231.762	\$1.89		\$1.26
2015	\$3.00		\$2.00	230.913	\$1.89		\$1.26
2016	\$4.00	\$2.00	\$3.00	234.069	\$2.49	\$1.25	\$1.87
2017	\$4.00	\$2.00	\$3.00	239.649	\$2.43	\$1.22	\$1.83
2018	\$4.00	\$2.00	\$3.00	243.640	\$2.39	\$1.20	\$1.80
2019	\$4.00	\$2.00	\$3.00	246.891	\$2.36	\$1.18	\$1.77
2020	\$4.00	\$2.00	\$3.00	250.193	\$2.33	\$1.17	\$1.75
2021	\$4.00	\$2.00	\$3.00	264.593	\$2.20	\$1.10	\$1.65
2022	\$4.00	\$2.00	\$3.00	287.656	\$2.03	\$1.01	\$1.52
2023	\$4.00	\$2.00	\$3.00	299.657	\$1.95	\$0.97	\$1.46
Ratio: 2023/First Year	2.00	1.00	3.00	2.06	0.97	0.78	1.63

(\*) As of September

As shown in **Table 24**, the first two toll increases resulted in a base toll (cash toll) that has increased at less than the inflation adjusted toll rate, however, with the third toll increase, the 2-axle base toll was above the inflation-adjusted toll rate. As shown in **Figure 8**, the cash toll rate on the bridge had become a better “buy” over time as the inflation-adjusted toll decreases until such time that there is a toll rate adjustment, which occurred in October 2015.

With respect to inflation, the toll increases have generally kept pace with inflation as measured by the rise in the Consumer Price Index (CPI) and as summarized in **Table 25** and shown graphically in **Figure 8**. The

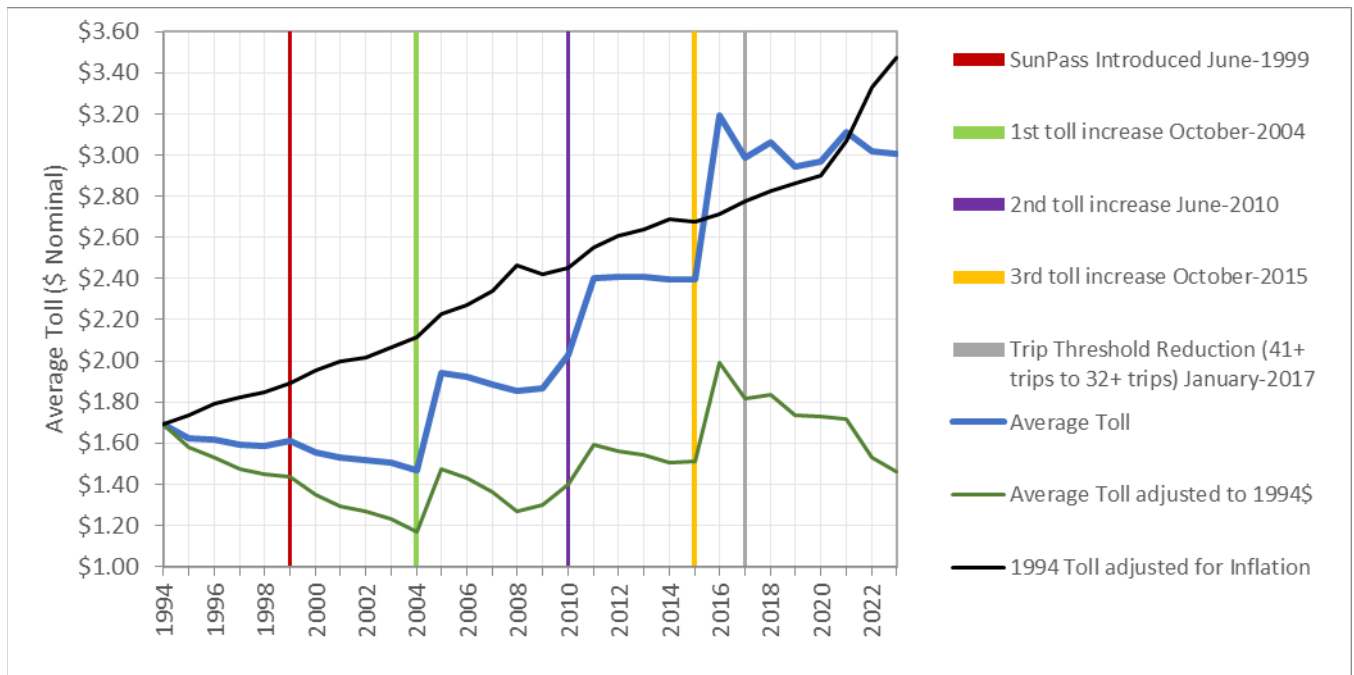
SunPass and SunPass frequent rates are a substantial savings to the base rate (25%, 50%) and are a great value even when adjusted for inflation.

**Table 25: Mid-Bay Bridge Toll vs. Consumer Price Index (CPI)**

Year	Actual Toll Rate			Tolls Adjusted to 1994 Dollars		
	Cash	SunPass Frequent	SunPass	Cash	SunPass Frequent	SunPass
1994	\$2.00			\$2.00		
1999	\$2.00		\$1.00	\$1.79		\$0.89
2005	\$2.50		\$1.50	\$1.90		\$1.14
2010	\$3.00		\$2.00	\$2.07		\$1.38
2016	\$4.00	\$2.00	\$3.00	\$2.49	\$1.25	\$1.87

As shown above, the toll increases have resulted in tolls approximately equal to what the toll would have been had there been inflation adjustments in the toll rate based on the increase in the CPI. For example, the \$2.00 toll in 1994 dollars is the equivalent of \$4.11 in 2023 dollars.

**Figure 8: Mid-Bay Bridge Impact of Inflation on the Cash, 2-axle Toll Rate**



## 4. Walter Francis Spence Parkway

The Walter Francis Spence Parkway (Parkway) was constructed in three phases as follows:

- Phase 1: Mid-Bay Bridge to Range Road. This section was completed and opened to SR 20 in May 2011 and to Range Road in September 2011;
- Phase 2: Range Road to State Road 285; and
- Phase 3: State Road 285 to State Road 85.

The Authority combined Phases 2 and 3 of the Parkway (Range Road to SR 85) into a single contract to construct both phases concurrently. These two sections were completed and opened to traffic from Range Road to SR 85, on January 4, 2014, with toll collection commencing two days later, on January 6, 2014.

SR 293, including the Parkway, is approximately 15.5 miles in length, with the Parkway being 11 miles in length and running from the toll plaza (at the north end of the bridge), north and west around Niceville, to SR 85. The Parkway has grade separated interchanges at Lakeshore Drive (for the Bluewater Bay Community), SR 20, Range Road, SR 285 and SR 85, along with an at-grade intersection with the Forest Road Extension and a second one at Town Center Boulevard.

The Parkway consists of four lanes from the Bridge to Range Road tapering down to two lanes north of Range Road and continuing as a two-lane expressway to SR 85 (except at the All-Electronic toll gantry, where it widens out to four lanes). When traffic warrants, the two-lane section is envisioned to be expanded to four lanes (the present right-of-way will accommodate the four lanes).

Unlike the Mid-Bay Bridge, toll collection on the Parkway is accomplished by means of all-electronic tolling (AET) at a single toll gantry located between the Range Road interchange and the Town Center Boulevard intersection. Motorists without a SunPass transponder have their license plate read by video cameras and are sent an invoice via the mail. This type of toll collection is known as Toll-by-Plate (TBP). Toll rates on the Parkway are one-half of those on the Mid-Bay Bridge with vehicles that pay via TBP being assessed a monthly administrative fee in addition to the equivalent per-trip cash toll rate.

Actual Parkway FY 2023 toll revenue of \$5,660,398 was above the O.S. Forecast of \$4,058,000 for FY 2023 by \$1,602,398, or 39.5 percent, and above the FY 2023 Budget of \$5,026,000 by \$634,398, or 12.6 percent, as shown in **Table 26**.

**Table 26: Spence Parkway Actual vs. Forecast Toll Revenue, FY 2023**

FY 2023	Actual	Forecast		Differential from 2015 O.S.		Differential from Budget	
		2015 O.S.	FY23 Budget	Amount	Percent	Amount	Percent
Toll Revenue	\$5,660,398	\$4,058,000	\$5,026,000	+\$1,602,398	+39.5%	+\$634,398	+12.6%

The difference from the Budgeted amount can more than likely be attributed to the state toll relief program.

With respect to traffic, for the Parkway, actual FY 2023 traffic (transactions) was above the O.S. Forecast for FY 2023 by 356,254 vehicles or 10.7 percent, and above the FY 2023 Budget by 141,246 vehicles, or 4.0 percent, as shown in Table 27:

**Table 27: Spence Parkway Actual vs. Forecast Traffic, FY 2023**

FY 2023	Actual	Forecast		Differential from 2015 O.S.		Differential from Budget	
		2015 O.S.	FY23 Budget	Amount	Percent	Amount	Percent
Traffic	3,682,245	3,326,000	3,541,000	+356,245	+10.7%	+141,245	+4.0%

As previously stated, the rebate threshold changed in January 2017. Table 28 shows that there was a 12.0 percent increase in the number of customers making 32-or-more trips per month in FY 2023 (as compared to FY 2022). Again, this can be attributed to the state toll relief program.

**Table 28: Spence Parkway Rebate Transactions and Changes  
FY 2022 and FY 2023**

Trip Frequency (transactions/ month)	FY22	FY23	Change	
			Transactions	Percent
1-31	1,171,339	1,219,849	+48,510	+4.1%
32-40	155,533	173,698	+18,165	+11.7%
41+	239,663	268,911	+29,248	+12.2%
32+	395,196	442,609	+47,413	+12.0%
Total	1,566,535	1,662,458	+95,923	+6.1%

The percent of rebate transactions (i.e., 32+ transactions per month) of the total transactions is shown in Table 29. As can be seen, in FY 2023 the percentage increased more than likely due to the state toll relief program.

**Table 29: Spence Parkway Rebate Transactions as a Percent of Total Transactions  
FY 2022 and FY 2023**

Trip Frequency (transactions/ month)	Transactions		Percent of Total	
	FY22	FY23	FY22	FY23
1-31	1,171,339	1,219,849	33.7%	33.1%
32-40	155,533	173,698	4.5%	4.7%
41+	239,663	268,911	6.9%	7.3%
32+	395,196	442,609	11.4%	12.0%
Total	1,566,535	1,662,458	45.1%	45.1%
Annual Transactions	3,477,023	3,682,245		

Table 30 shows an increase of 12.3 percent in the rebate amounts during the same period.

**Table 30: Spence Parkway Rebate Amounts and Changes  
FY 2022 and FY 2023**

Rebates		Change	
FY 2022	FY 2023	Amount	Percent
\$190,854	\$214,354	+\$23,501	+12.3%

The increase in the number of frequent trips from FY 2022 can be directly attributed to the increase in traffic due to the state toll relief program and normal growth.

The following sections discuss the traffic and revenue results from Parkway operation.

#### 4.1 Traffic and Revenue Results

Toll revenues collected in FY 2023 amounted to \$5,660,398, up 21.0 percent from FY 2022. The figures include the accrual to report recognized revenues by the fiscal year in which the Toll-by-Plate transactions occur. A breakdown of the monthly results is summarized in Table 31.

**Table 31: Spence Parkway Monthly Toll Revenue, FY 2022 vs. FY 2023**

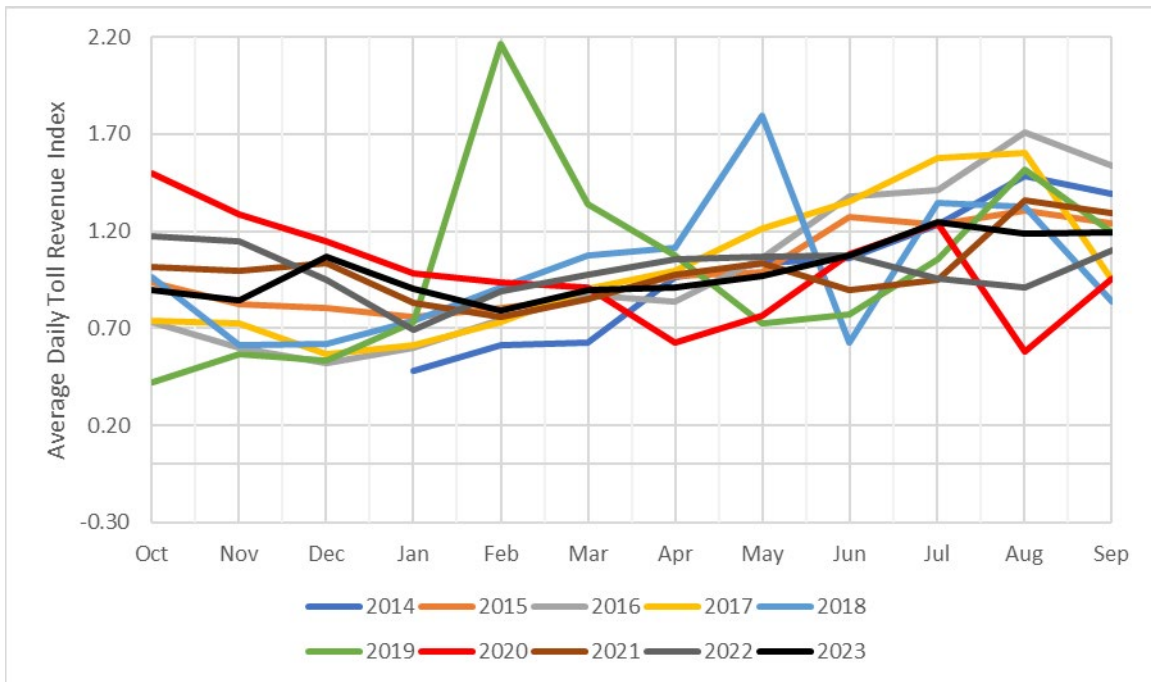
Month	Total Toll Revenue		Percent Change
	FY 2022	FY 2023	
October	\$ 467,473	\$ 430,710	-7.9%
November	442,042	391,857	-11.4%
December	375,824	513,024	+36.5%
January	274,440	433,193	+57.8%
February	320,155	344,495	+7.6%
March	387,393	432,180	+11.6%
April	406,534	422,354	+3.9%
May	424,790	465,838	+9.7%
June	413,280	499,412	+20.8%
July	380,323	600,205	+57.8%
August	361,168	572,139	+58.4%
September	424,140	554,985	+30.8%
Subtotal	4,677,565	5,660,393	+21.0%
Tolls/collections/fines	12	5	-58.3%
Grand Total	\$ 4,677,577	\$ 5,660,398	+21.0%

Monthly revenues were up in all months except October and November. The increases starting in January can be attributed to the state toll relief program.

**Figure 9** shows, graphically, the monthly average daily toll revenue fluctuations for fiscal years 2014 through 2023. Revenue seasonality is more variable than the Mid-Bay Bridge year over year probably due to the TBP nature of toll collection and the subsequent lags in collecting payment.



**Figure 9: Spence Parkway Monthly Received Toll Revenue Trends, FY 2014-FY 2023**



It should be noted that the high toll revenues in May 2018 followed by a marked drop in June was related to a change in back-office systems by Florida’s Turnpike Enterprise which affected the timing of Toll-By-Plate bills being sent out. The abnormally high toll revenues in February 2019 were related to a backlog in collections that cleared in that month.

**Figure 10**, together with **Table 32**, show the annual traffic and toll revenue growth from FY 2014, opening year of the Parkway, to FY 2023.

Figure 10: Spence Parkway Transaction and Toll Revenue Trend, FY 2014-FY 2023

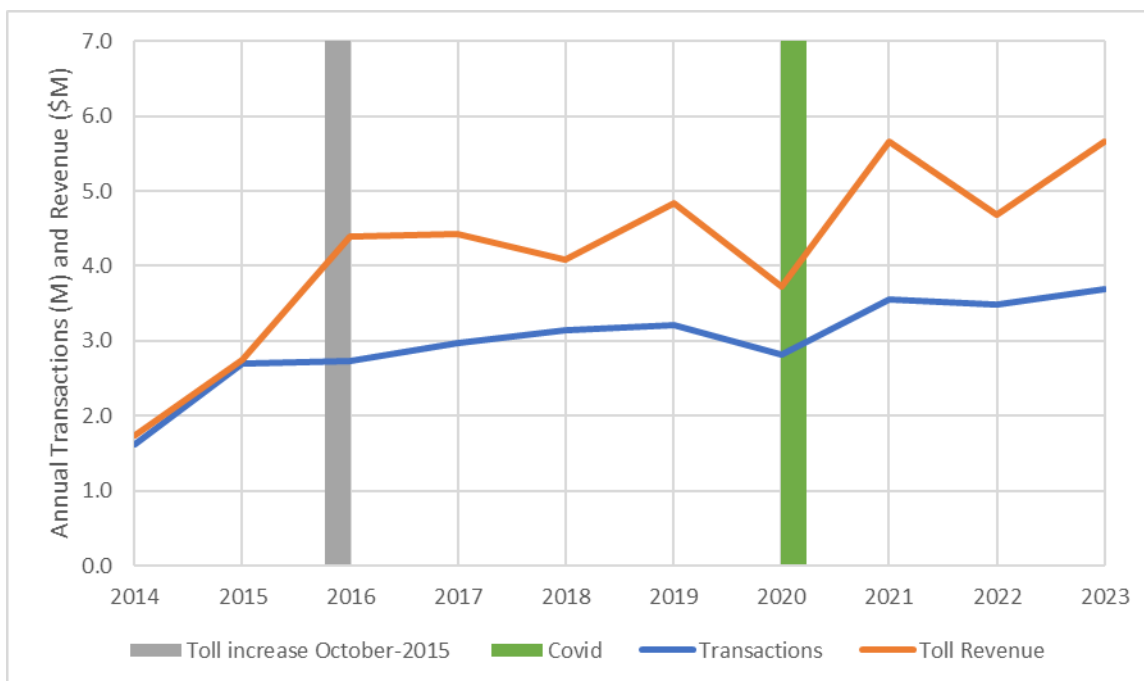


Table 32: Spence Parkway Traffic and Revenue, FY 2014-FY 2023

Fiscal Year	Traffic			Average Toll	Toll Revenue
	Annual Volume	AADT	AADT Growth		
2014	1,620,055	6,045		\$ 1.069	\$ 1,731,560
2015	2,693,552	7,380	+22.1%	\$ 1.020	\$ 2,746,120
2016	2,735,820	7,475	+1.3%	\$ 1.604	\$ 4,389,280
2017	2,970,442	8,494	+13.6%	\$ 1.488	\$ 4,420,026
2018	3,143,584	8,613	+1.4%	\$ 1.299	\$ 4,083,283
2019	3,213,469	8,804	+2.2%	\$ 1.507	\$ 4,843,994
2020	2,819,812	7,704	-12.5%	\$ 1.320	\$ 3,722,101
2021	3,558,636	9,750	+26.5%	\$ 1.589	\$ 5,654,203
2022	3,477,023	9,526	-2.3%	\$ 1.345	\$ 4,677,577
2023	3,682,245	10,088	+5.9%	\$ 1.537	\$ 5,660,398

Following are the highlights on a year-by-year basis:

- January FY 2014 – Parkway opens in full, and tolls begin to be collected;
- FY 2014 to FY 2016 – traffic and toll revenues increase during the ramp-up period;
- October 2015 (FY 2016) – toll increase and implementation of rebate program (41+ transactions per month per account per facility);

- January 2017 (FY 2017) – rebate threshold lowered to 32+ transactions per month;
- FY 2018 – decrease in toll revenue resulting from TBP billing delays as a result of the FDOT conversion to a new centralized customer service system;
- FY 2020 – uptick in toll revenues as delayed TBP invoices are paid followed by a drop due the pandemic-imposed restrictions on activities;
- FY 2021 – traffic and toll revenues rebound as pandemic-related restrictions were no longer in effect and higher levels of traffic returned;
- FY 2022 – traffic levels increase as toll revenues decrease due to a change in the traffic mix, as previously discussed (a “letdown” from the rebound in FY 2021 and a change in the traffic mix). Lag in trip billing due to going to AET during the height of the pandemic.

Following are specific events that affected the traffic and toll revenue on the Parkway:

- January 2014 – Ice storm
- September 2017 – Hurricane Irma
- October 2018 – Hurricane Michael
- January 2019 – eight-day bridge closure for emergency tendon repairs followed by restrictions on heavy vehicles on the Bridge into June;
- April 2020 – Covid-19 pandemic
- September 2022 – Tolls suspended for 30 hours due to the approach of Hurricane Ian

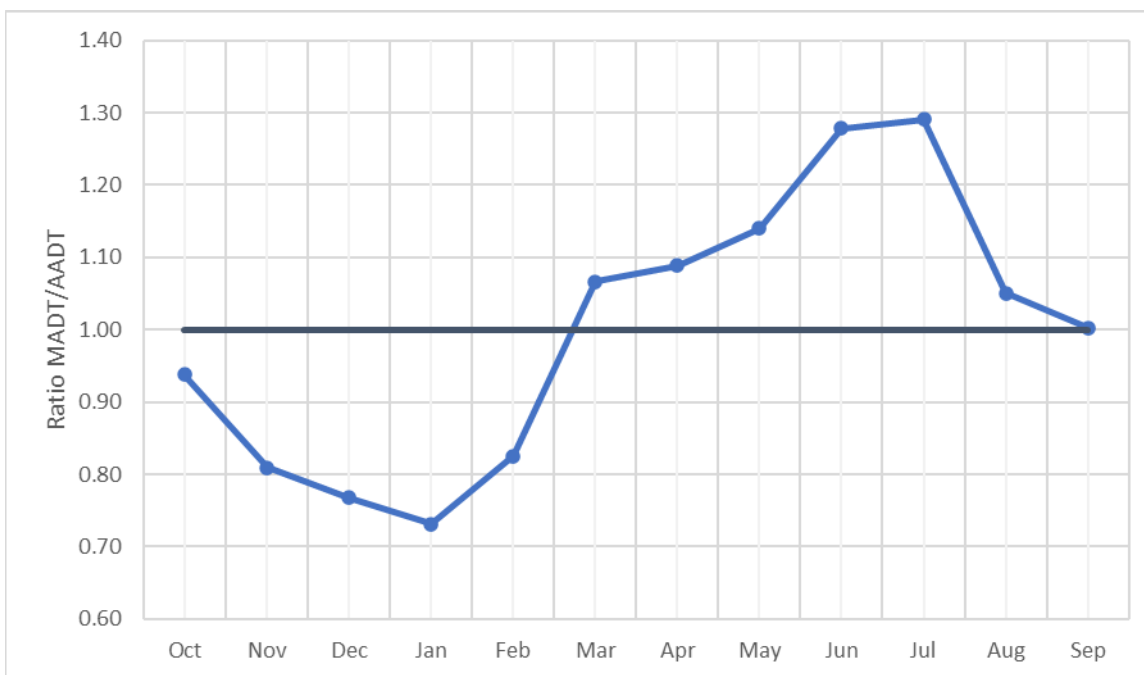
The FY 2023 monthly traffic fluctuations are shown in **Table 33**.

**Table 33: Spence Parkway Monthly Traffic Fluctuations, FY 2023**

Month	Traffic				Average Toll	Toll Revenue
	Monthly Volume	Percent of Year	ADT	Ratio ADT / AADT		
October	293,353	8.0%	9,463	0.94	\$1.47	\$430,710
November	244,791	6.6%	8,160	0.81	1.60	391,857
December	240,059	6.5%	7,744	0.77	2.14	513,024
January	228,541	6.2%	7,372	0.73	1.90	433,193
February	233,210	6.3%	8,329	0.83	1.48	344,495
March	333,392	9.1%	11,113	1.10	1.30	432,180
April	329,608	9.0%	10,987	1.09	1.28	422,354
May	356,518	9.7%	11,501	1.14	1.31	465,838
June	387,035	10.5%	12,901	1.28	1.29	499,412
July	403,759	11.0%	13,024	1.29	1.49	600,205
August	328,547	8.9%	10,598	1.05	1.74	572,139
September	303,432	8.2%	10,114	1.00	1.83	554,985
Total	3,682,245	100%	10,088	1.00	1.54	5,660,393
Tolls/collections/fines						5
Total (including tolls/collections/fines)					\$1.54	\$5,660,398

As shown in **Table 33** and graphically in **Figure 11**, July (during the peak tourist season) and January were the high and low traffic months, respectively, in terms of ADT. This is the same pattern as the Mid-Bay Bridge. The month closest to the one-year average was September at 100 percent of the annual average.

**Figure 11: Spence Parkway Monthly Traffic Fluctuations, FY 2023**



**Table 34** shows the breakdown by vehicle classification (vehicles of three or more axles have been grouped) and indicates that 91.8 percent of the Parkway traffic was comprised of two-axle vehicles in FY 2023 (excluding non-revenue transactions, which were conservatively accounted for as 2-axle traffic), and that these vehicles produced 90.1 percent of the Parkway's toll revenue. Vehicles with three or more axles comprised only 2.6 percent of the total traffic producing 9.9 percent of the Parkway's toll revenue. It should be noted that the average toll may be less than the posted toll due to differences in deposit reporting between FDOT and the Authority.

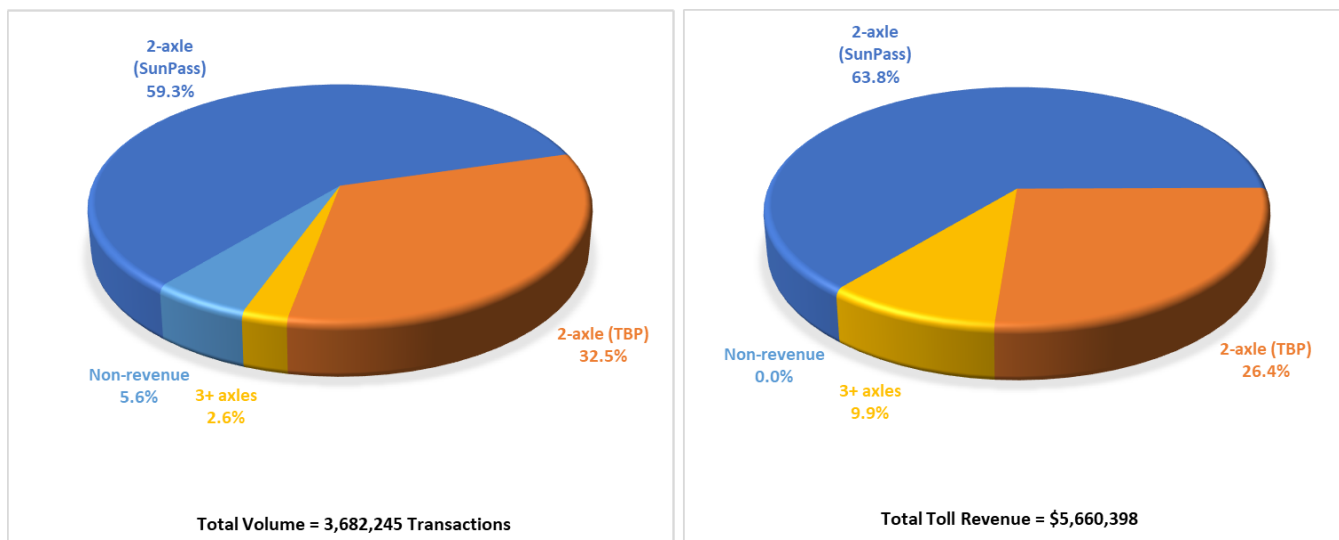
**Table 34: Spence Parkway Traffic and Toll Revenue, SunPass vs. TBP, FY 2023**

Vehicle Group	Traffic		Average Toll	Toll Revenue	
	Volume	Percent		Amount	Percent
2-axle SunPass	2,184,905	59.3%	\$1.652	\$ 3,609,040	63.8%
2-axle TBP	1,196,543	32.5%	\$1.248	\$ 1,492,956	26.4%
<b>2-axles (Subtotal)</b>					
	3,381,448	91.8%	\$1.509	\$ 5,101,996	90.1%
3+ axles	95,965	2.6%	\$5.819	\$ 558,402	9.9%
Subtotal	3,477,413	94.4%	\$1.628	\$ 5,660,398	100.0%
Non-revenue <sup>(*)</sup>	204,832	5.6%			
<b>Total</b>	<b>3,682,245</b>	<b>100%</b>	<b>\$1.537</b>	<b>\$ 5,660,398</b>	<b>100.0%</b>

(\*) Conservatively accounted for as all being 2-axle transactions.

Narrowing in on the two-axle vehicles, the two-axle, SunPass<sup>4</sup> group in FY 2023 represented 59.3 percent of the traffic mix and produced 63.8 percent of the toll revenues while the TBP group represented 32.5 percent of the traffic and 26.4 percent of the revenue. It is important to note that although the TBP revenues lag due to the difference between the transaction date and the subsequent billing and collecting of the revenue, the Authority recognizes the TBP revenues in the year in which the toll transaction was made. The FY 2023 classification results are shown graphically in **Figure 12**.

**Figure 12: Spence Parkway Traffic and Toll Revenue, SunPass vs. Toll-by-Plate, FY 2023**



The rebate program allows for a discounted toll of \$1.00 per trip for 2-axle vehicle with SunPass that complete 32-or-more trips in a month (41-or-more trips per month prior to January 2017). These rebates provided \$214,354 being returned to Parkway customers, lowering the toll revenue collected from \$5,874,752 to \$5,660,398.

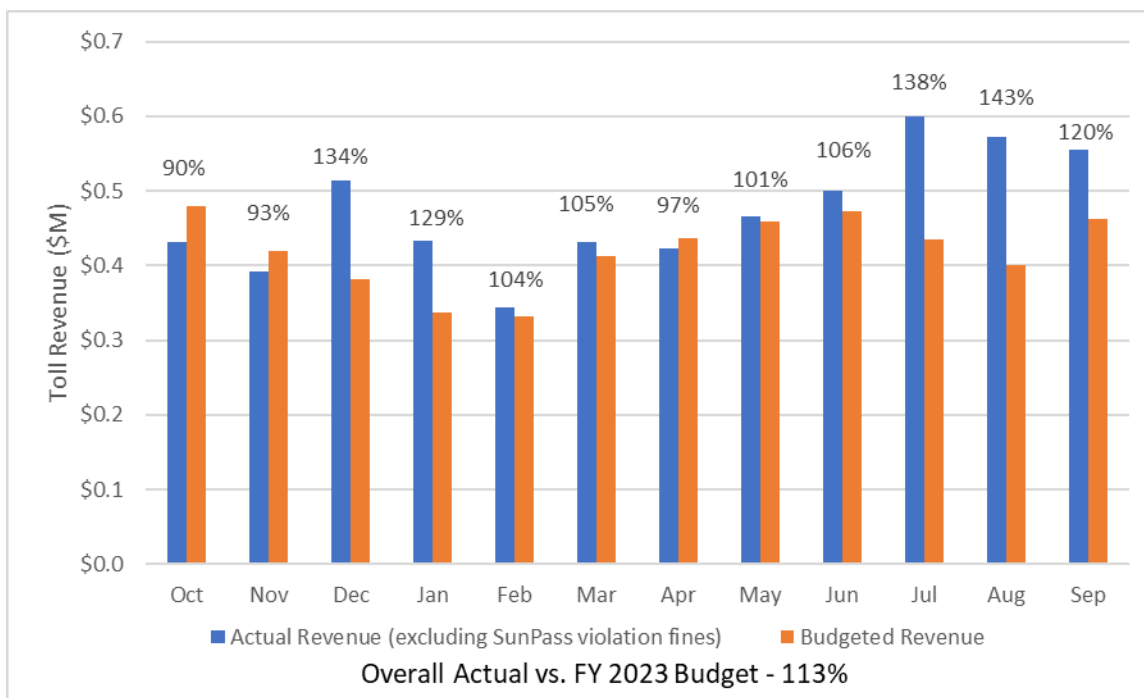
## 4.2 Comparison with Forecasts

As indicated previously, the \$5,660,398 in toll revenue collected in FY 2023 was above the O.S. Forecast of \$4,058,000 by \$1,602,398, or 39.5 percent, and above the FY 2023 Budget of \$5,026,000 by \$634,398, or 12.6 percent.

**Figure 13** shows the actual revenue alongside the expected results for the Parkway in FY 2023. The actual to expected ratios range from 143 percent in August to 90 percent in October, averaging approximately 113 percent for the fiscal year.

<sup>4</sup> This group includes all interoperable electronic transactions including E-ZPass.

**Figure 13: Spence Parkway Monthly Received Revenue Results, Actual FY 2023 vs. the FY 2023 Budget**



In terms of traffic, the 3,682,245 vehicles that used the Spence Parkway in FY 2023 was above the O.S. Forecast of 3,326,000 vehicles by 356,245 vehicles, or 10.7 percent, and above the FY 2023 Budget of 3,541,000 vehicles by 141,245 vehicles, or 4.0 percent as shown in **Table 35**.

**Table 35: Spence Parkway Actual and Forecasted Traffic, FY 2023**

Month	Traffic		Difference	
	Actual	Budgeted	Volume	Percent
October	293,353	301,000	-7,647	-2.5%
November	244,791	246,000	-1,209	-0.5%
December	240,059	242,000	-1,941	-0.8%
January	228,541	209,000	+19,541	+9.3%
February	233,210	218,000	+15,210	+7.0%
March	333,392	307,000	+26,392	+8.6%
April	329,608	317,000	+12,608	+4.0%
May	356,518	336,000	+20,518	+6.1%
June	387,035	357,000	+30,035	+8.4%
July	403,759	392,000	+11,759	+3.0%
August	328,547	318,000	+10,547	+3.3%
September	303,432	298,000	+5,432	+1.8%
<b>Total</b>	<b>3,682,245</b>	<b>3,541,000</b>	<b>+141,245</b>	<b>+4.0%</b>

### 4.3 Traffic Changes, Market Share, and Growth Comparisons

Table 36 and Table 37 show the changes in vehicle class and the changes in market share on the Parkway, respectively.

**Table 36: Spence Parkway Change in Traffic by Vehicle Class**

Month	2-Axle Vehicles				3+ Axle Vehicles				All Vehicles			
	FY22	FY23	Change		FY22	FY23	Change		FY22	FY23	Change	
			Amount	Percent			Amount	Percent			Amount	Percent
October	286,808	284,221	-2,587	-0.9%	9,443	9,132	-311	-3.3%	296,251	293,353	-2,898	-1.0%
November	233,499	236,353	+2,854	+1.2%	8,031	8,438	+407	+5.1%	241,530	244,791	+3,261	+1.4%
December	230,344	232,629	+2,285	+1.0%	7,436	7,430	-6	-0.1%	237,780	240,059	+2,279	+1.0%
January	197,760	220,247	+22,487	+11.4%	7,733	8,294	+561	+7.3%	205,493	228,541	+23,048	+11.2%
February	205,952	225,267	+19,315	+9.4%	7,822	7,943	+121	+1.5%	213,774	233,210	+19,436	+9.1%
March	292,991	322,886	+29,895	+10.2%	9,208	10,506	+1,298	+14.1%	302,199	333,392	+31,193	+10.3%
April	301,513	319,624	+18,111	+6.0%	9,547	9,984	+437	+4.6%	311,060	329,608	+18,548	+6.0%
May	320,076	345,322	+25,246	+7.9%	9,686	11,196	+1,510	+15.6%	329,762	356,518	+26,756	+8.1%
June	340,235	375,054	+34,819	+10.2%	10,511	11,981	+1,470	+14.0%	350,746	387,035	+36,289	+10.3%
July	373,566	392,390	+18,824	+5.0%	10,852	11,369	+517	+4.8%	384,418	403,759	+19,341	+5.0%
August	302,230	317,992	+15,762	+5.2%	9,437	10,555	+1,118	+11.8%	311,667	328,547	+16,880	+5.4%
September	283,001	293,897	+10,896	+3.9%	9,342	9,535	+193	+2.1%	292,343	303,432	+11,089	+3.8%
Annual	3,367,975	3,565,882	+197,907	+5.9%	109,048	116,363	+7,315	+6.7%	3,477,023	3,682,245	+205,222	+5.9%

**Table 37: Spence Parkway Change in Traffic Market Share**

Month	FY 2022			FY 2023			Change in Market Share (Percent)		
	2-Axles	3+ Axles	Total	2-Axles	3+ Axles	Total	2-Axles	3+ Axles	Total
October	96.8%	3.2%	100.0%	96.9%	3.1%	100.0%	+0.1%	-2.3%	0.0%
November	96.7%	3.3%	100.0%	96.6%	3.4%	100.0%	-0.1%	+3.7%	0.0%
December	96.9%	3.1%	100.0%	96.9%	3.1%	100.0%	+0.0%	-1.0%	0.0%
January	96.2%	3.8%	100.0%	96.4%	3.6%	100.0%	+0.1%	-3.6%	0.0%
February	96.3%	3.7%	100.0%	96.6%	3.4%	100.0%	+0.3%	-6.9%	0.0%
March	97.0%	3.0%	100.0%	96.8%	3.2%	100.0%	-0.1%	+3.4%	0.0%
April	96.9%	3.1%	100.0%	97.0%	3.0%	100.0%	+0.0%	-1.3%	0.0%
May	97.1%	2.9%	100.0%	96.9%	3.1%	100.0%	-0.2%	+6.9%	0.0%
June	97.0%	3.0%	100.0%	96.9%	3.1%	100.0%	-0.1%	+3.3%	0.0%
July	97.2%	2.8%	100.0%	97.2%	2.8%	100.0%	+0.0%	-0.3%	0.0%
August	97.0%	3.0%	100.0%	96.8%	3.2%	100.0%	-0.2%	+6.1%	0.0%
September	96.8%	3.2%	100.0%	96.9%	3.1%	100.0%	+0.1%	-1.7%	0.0%
Annual	96.9%	3.1%	100.0%	96.8%	3.2%	100.0%	-0.0%	+0.8%	0.0%



As shown in **Table 38**, FY 2023 toll revenue for the Parkway was forecast to grow 5.1 percent over the FY 2018 forecasts while the actual FY 2023 toll revenue increased 38.6 percent from FY 2018. Also shown in **Table 38** are the differences between the various forecasts and the actual results.

**Table 38: Spence Parkway Results and Growth Comparisons**

Fiscal Year	Transactions			Toll Revenue		
	Forecast <sup>(*)</sup>	Actual	Difference	Forecast <sup>(*)</sup>	Actual	Difference
2016	2,706,000	2,735,820	1.1%	\$3,340,000	\$4,389,280	31.4%
2017	3,099,000	2,970,442	-4.1%	\$4,292,000	\$4,420,026	3.0%
2018	3,089,000	3,143,584	1.8%	\$4,475,000	\$4,083,283	-8.8%
2019	3,120,000	3,213,469	3.0%	\$4,520,000	\$4,843,994	7.2%
2020	3,151,000	2,819,812	-10.5%	\$4,565,000	\$3,722,101	-18.5%
2021	3,183,000	3,558,636	11.8%	\$4,611,000	\$5,654,203	22.6%
2022	3,214,000	3,477,023	8.2%	\$4,657,000	\$4,677,577	0.4%
2023	3,246,000	3,682,245	13.4%	\$4,704,000	\$5,660,398	20.3%
5-Year Change	5.1%	17.1%		5.1%	38.6%	

In terms of traffic, the forecast for traffic growth from FY 2018 to FY 2023 was 5.1 percent while actual traffic grew 17.1 percent. The higher growth in toll revenue as compared to traffic may be due, in part, to higher traffic growth than anticipated on the Parkway combined with unanticipated differences in the traffic mix such as the increased commuter traffic due to the state toll relief program (CY 2023), introduction of interoperability, and the percentage of ETC vs. non-ETC toll payment methods.

## 4.4 Tolls

Upon opening in January 2014, the toll rates for the Spence Parkway were set at one-half those of the Mid-Bay Bridge. As noted earlier, the toll rates for the Mid-Bay Bridge increased on October 1, 2015 (FY 2016) and a three-tier toll structure was introduced. Under the new toll rate structure, the toll rates for the Spence Parkway remain at 50% of those for the Bridge.

Effective October 1, 2015 (FY 2016) the base (2-axle) tolls on the Spence Parkway went to the rates shown as follows:

Spence Parkway:

- Toll-by-Plate – \$2.00 (\$0.50, or 33 percent increase)
- SunPass (commercial accounts along with infrequent personal account users, those making 40-or-less trips per month per account) – \$1.50 (\$0.50, or 50 percent increase)
- SunPass (frequent personal account users, those making 41-or-more trips per month) – \$1.00 (no increase), issued in the form of a rebate

Three-or-more axle vehicles (regardless of the payment method) pay tolls calculated using the “N minus 1” method and increase at the rate of \$2.00 per axle over the \$2.00 Toll-by-Plate two-axle toll on the Parkway.

As previously noted, effective January 1, 2017, the threshold for frequent personal account users was lowered to 32-or-more trips per month.

**Table 39** shows the history of toll increases, including the absolute dollar increases and percentage change amounts in the toll rates on the Spence Parkway.

The higher percentage increases for commercial account and non-frequent user SunPass tolls were implemented in order to maintain the same dollar amount of the discount from the cash/Toll-by-Plate toll rate while the toll rates for frequent customers were not increased so as to not have an impact on local residents and employees who may be using the facilities to commute on a daily basis. With the continuation of the \$0.50 discount on the Parkway, the SunPass/Toll-by-Plate toll ratios increased from 67 percent (at opening) to 75 percent for commercial and infrequent customers (effective October 2015).

**Table 39: Spence Parkway History of Toll Increases**

Vehicle Group	Toll Rates Effective January 2014 (Opening)	Toll Increase		Toll Rates Effective October 2015 (FY2016)
		Amount	Percent	
2 Axles/SunPass (Frequent Customer) <sup>(1)</sup>	\$ 1.00	\$ 0.50	50%	\$ 1.00
2 Axles/SunPass (Infrequent Customer) <sup>(2)</sup>	\$ 1.00	\$ 0.50	50%	\$ 1.50
2 Axles/TBP	\$ 1.50	\$ 0.50	33%	\$ 2.00
3 Axles	\$ 3.00	\$ 1.00	33%	\$ 4.00
4 Axles	\$ 4.50	\$ 1.50	33%	\$ 6.00
5 Axles	\$ 6.00	\$ 2.00	33%	\$ 8.00
6 Axles	\$ 7.50	\$ 2.50	33%	\$ 10.00
Add'l Axle (per axle)	\$ 1.50	\$ 0.50	33%	\$ 2.00

(1) The frequent customer discount was extended to more customers on January 1, 2017 (FY2017)

(2) Differentiation between frequent and infrequent customers did not occur until FY2016

Inflation analysis was not conducted for the Spence Parkway as tolls have only been increased one-time early in the life of the facility.

## 5. Effect of Extraordinary Events

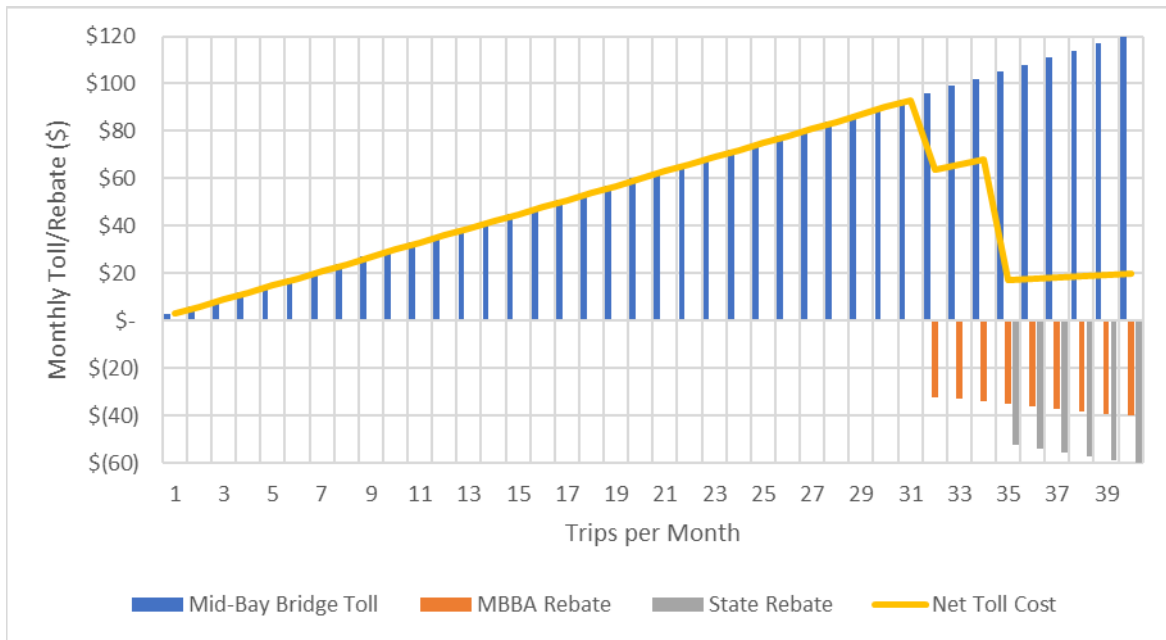
There were no major events, such as toll suspensions that effected traffic or toll revenue on the Authority's system, however, the state of Florida implemented a toll relief program that impacted system traffic and revenues in FY2023.

On December 15, 2022, Governor DeSantis signed Senate Bill 6A, establishing the Toll Relief Program (the Program) through the Florida Department of Transportation (FDOT), which provides for account rebates to frequent commuters using toll facilities across the state. To be eligible for a rebate, anyone driving a two-axle vehicle and using a Florida-based transponder (i.e., SunPass, E-PASS, Uni, or LeeWay) and making 35-or-more paid transactions per calendar month on any Florida toll facility (and all trips do not have to be made on the same facility), will receive a 50 percent credit on their account the next month. The rebate is on a "per transponder" basis and is in addition to any other discount offered by a Florida toll facility. The Program began on January 1, 2023, and ended on December 31, 2023.

With respect to the Authority, FDOT provides the rebate directly to the account holder and thus Authority toll revenues are not affected; however, as stated previously, the Program is in addition to any other discount program. For example, a person who uses the Bridge 35 times in a calendar month with one transponder would receive a \$1.00 rebate from the Authority and a \$1.50 (50 percent of the SunPass toll of \$3.00) rebate from FDOT for an effective toll of \$0.50 per trip. If the motorist uses the Bridge only 32, 33, or 34 times in a calendar month, they only get the \$1.00 rebate (off of the \$3.00 toll) but, as the Authority rebate is account-based, if the person has two transponders on their account and each transponder makes 16 trips on the Bridge in a calendar month, they then are eligible for the Authority rebate as the Authority's rebate program only requires 32-or-more trips per month per account (per facility).

The state rebate program seems to have had a positive impact on MBBA net toll revenues (after accounting for the MBBA rebate), and likely encouraged commuters to take additional trips. **Figure 14** provides an illustration of the net toll cost for a SunPass user (transponder) using only the Mid-Bay Bridge based on the number of monthly crossings. A user making 35 trips would pay \$17.50 after the MBBA and state rebates, which is slightly less than a user making 6 trips per month ( $6 \times \$3.00 = \$18.00$ ). While it is unlikely to have caused infrequent users to significantly increase their trips; for frequent users, the state program provided a strong financial incentive to make more than 35 trips per month (on any state toll road).

Figure 14: Example of State Rebate Impact on Monthly Toll Cost



## 6. External Factors

The following section describes some of the external factors that could potentially impact the Authority's future traffic and revenue.

### 6.1 Projects

Projects that could affect the Authority's facilities include the following:

- The Brooks Bridge replacement is anticipated to be complete by Fall of 2027;
- The Marler (East Pass) Bridge replacement PD&E is scheduled for State FY 2025. No subsequent phases have been programmed;
- The "Around the Mound" US 98 re-alignment PD&E began in late 2023 and no subsequent phases have been programmed;
- Danny Wuerffel Way is programmed to be resurfaced in 2025;
- Spence Parkway is programmed to be resurfaced from the Bridge to Range Road in 2026; and
- The Bridge is programmed to have deck spalling repairs, deck sealing, and pier repairs after the peak season ends, with FDOT doing the contracting and construction oversight. This project began in late January 2024.

In addition, the Adopted 2045 Cost Feasible Plan of the of the 2045 Long-Range Transportation Plan lists adding two additional lanes (one each direction) to Spence Parkway from Range Road to SR 85. This project is in the Authority's Strategic Plan, notionally for execution by 2045.

FDOT has indicated that they do not have any other current projects that would impact the Bridge or the Parkway.

## 6.2 Traffic Contributions

A review of the traffic counts from FDOT’s permanent traffic counters and the toll plaza counts of the Mid-Bay Bridge show that the Bridge is not the primary route to and from the Destin area but serves as an alternative and reliever/capacity enhancement, as shown in **Table 40**.

**Table 40: Traffic Counts on Routes Serving Destin**

Count Location	CY 2017	
	AADT	Percent
US 98/Okaloosa Island	42,472	37.2%
US 98/Okaloosa-Walton Cnty Ln	51,324	45.0%
US 98 subtotal	93,796	82.2%
Mid-Bay Bridge	20,248	17.8%
Total	114,044	100.0%

It should be noted that more recent traffic counts are not available due to previous construction on US 98 at the county line. In addition, CY 2020 traffic was affected by the pandemic-imposed restrictions

## 7. Traffic and Revenue-Related Services

During FY 2023 Jacobs provided the following T&R-related services to the Authority:

- Issued monthly reports on traffic and toll revenue performance;
- Produced the FY 2022 Traffic Engineers' Annual Report;
- Prepared end-of-year forecasts and attended the annual consultants meeting in person and via telephone;
- Assisted in responding to rating agency (Fitch) questionnaire for their annual surveillance reviews;
- Prepared the updated T&R forecasts; and
- Assisted with the Continuing Disclosure documentation.

This concludes the Traffic Engineers' Annual Report for FY 2023. Jacobs looks forward to the continuation of its role as the Authority's traffic engineers, by providing the services that will support and improve customer satisfaction with the Mid-Bay Bridge and Spence Parkway, while helping the Authority maintain its investment-grade credit rating and financial obligations to its bondholders.