

Department-operated Facilities



Garcon Point Bridge

Page 61

- \$2.3 million total toll revenue
- 8.2 million total transactions
- SunPass® participation decreased to 35.7 percent during the year



Mid-Bay Bridge and Walter Francis Spence Parkway

Page 69

- \$28.3 million total toll revenue
- 10.9 million total transactions
- SunPass® participation decreased to 60.0 percent during the year

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GARCON POINT BRIDGE



6.1 Background

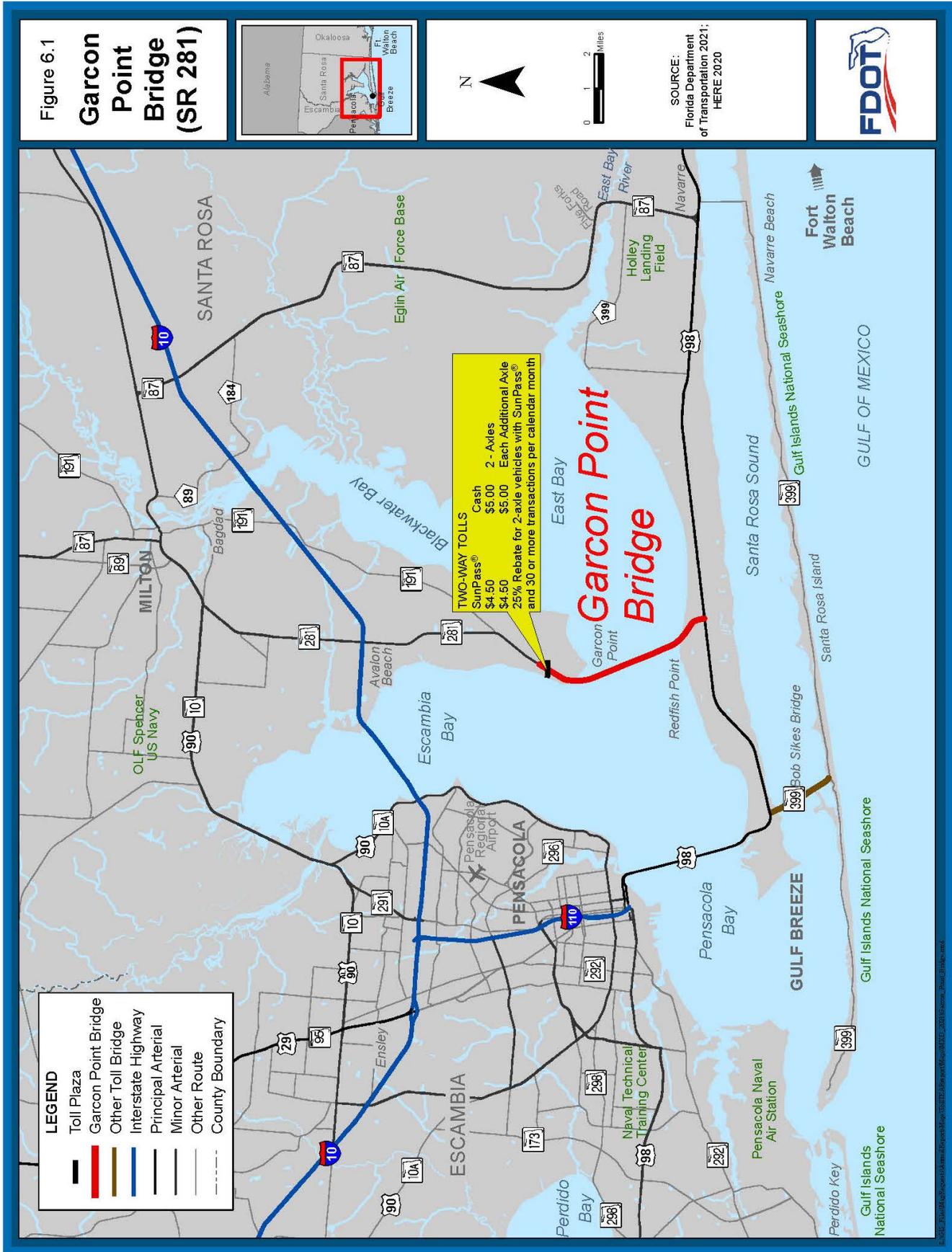
The Garcon Point Bridge is a 3.5-mile bridge that spans Pensacola/East Bay between Garcon Point (south of Milton) and Redfish Point (between Gulf Breeze and Navarre) in southwest Santa Rosa County. The bridge and roadway segments that comprise this facility are designated as SR 281 and provide access to the Gulf Breeze peninsula from areas north and east of Pensacola Bay. On the south side of the bay, the road continues as a one-mile, two-lane highway that connects to US 98. On the north side of the bay, SR 281 connects to I-10 approximately 7.5 miles north of the toll plaza. Overall, the distance between US 98 and I-10 is 12 miles.

Figure 6.1 shows a map of Garcon Point Bridge and the surrounding area. The toll plaza is located at the southern end of Garcon Point, and tolls are collected in both directions. Beyond the Gulf Breeze peninsula, south of Santa Rosa Sound, the Bob Sikes Bridge (SR 399) and Navarre Bridge provide access to the resort communities on Santa Rosa Island. The Santa Rosa Bay Bridge Authority, established in 1984, oversaw the financing and construction of the Garcon Point Bridge. Construction of this two-lane facility was financed by the Series 1996

Revenue Bonds. The two-lane bridge opened to traffic on May 14, 1999.

The Authority entered into a lease-purchase agreement with the Department, whereby the Department maintains and operates the bridge and remits all tolls collected to the Authority as lease payments. The term of the lease runs concurrently with the bonds. At that time the Department will own the bridge. Should the bonds, or any additional issuance of bonds, be outstanding in 2028, the lease term will be extended through the payoff date of the outstanding bonds.

As a result of low traffic levels and despite four toll rate increases, revenues were not enough to meet debt service. Consequently, in April 2011 bond debt service went into default as the Authority was not able to make its July 2011 debt service payment. As of FY 2021, the bonds remained in default. (It should be noted that the bond documents clearly advised investors that neither the State of Florida nor Santa Rosa County would have any responsibility for payment of the bond debt). The Department, however, continues to operate and maintain the Garcon Point Bridge. Further details can be found in **Section 6.7** - Revenue Sufficiency.



When the Garcon Point Bridge opened to traffic in May 1999, the toll for two-axle vehicles was set at \$2.00. Based on an adopted toll rate program, tolls were increased every three years. Beginning July 1, 2001 (FY 2002), the toll rate was increased to \$2.50 for two-axle vehicles, to \$3.00 in FY 2005, to \$3.50 in FY 2008 and to \$3.75 on January 5, 2011 (FY 2011), reflecting the fourth scheduled toll rate increase. Subsequently, on March 1, 2020 (FY 2020), 2-axle SunPass® toll rates were increased to \$4.50 with a higher \$5.00 cash toll rate for the same axle class. Additionally, SunPass® users of two-axle vehicles that received a 50 percent rebate after they reached a threshold of 30 toll transactions per month on the Garcon Point Bridge was reduced to 25 percent rebate effective March 1, 2020. Vehicles with three or more axles pay an additional \$4.50 and \$5.00 per axle calculated for SunPass® and cash, respectively, using the “N minus 1” method.

Table 6.1 shows historical transactions and revenue growth on the Garcon Point Bridge.

Traffic and revenue in the last 10 years has grown from nearly 1.3 million transactions and \$4.3 million in toll revenues to nearly 2.0 million transactions and \$7.5 million in toll revenues in FY 2020.

Compared to FY 2019, total transactions during FY 2020 declined 10.9 percent largely due to the pandemic. Revenue decreased by only 1.4 percent due to the net impact of the pandemic and the previously mentioned toll rate increase implemented on March 1, 2020, whereby SunPass® and cash toll rates were increased resulting in a weighted average toll rate increase of approximately 26 percent. During FY 2020 traffic volumes on the Garcon Point Bridge for the first two quarters and continuing through February were consistent with the prior year. Beginning in the second week of March 2020, however, traffic decreased as a result of the COVID-19 pandemic with the monthly traffic decline peaking in April 2020 at 51 percent from the prior year. As COVID-19 cases began to fall and the state reopened gradually in May 2020, the Garcon Point Bridge experienced recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down only 17 percent from the prior year.

**Table 6.1 - Garcon Point Bridge
 Historical Transactions and Revenue Growth
 FY 2011 through FY 2021**

Fiscal Year	Transactions (000)				Toll Revenue ⁽¹⁾ (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2011	1,243	8	1,251	-	\$4,276	-	\$3.418
2012	1,268	22	1,290	3.1%	4,592	7.4%	3.560
2013	1,284	26	1,310	1.6	4,736	3.1	3.615
2014	1,421	19	1,440	9.9	5,224	10.3	3.628
2015	1,551	18	1,569	9.0	5,647	8.1	3.599
2016	1,719	18	1,737	10.7	6,324	12.0	3.641
2017	1,948	20	1,968	13.3	7,144	13.0	3.630
2018	2,032	123	2,155	9.5	7,469	4.5	3.466
2019	2,096	97	2,193	1.8	7,571	1.4	3.452
2020	1,926	27	1,953	(10.9)	7,462	(1.4)	3.821
2021 ⁽²⁾	470	7,687	8,157	317.7	2,342	(68.6)	0.287

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

Note: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll (i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributable to hurricanes.

⁽¹⁾ Toll revenue reported net of the SunPass discount since the facility opened. Per new reporting methodology, starting FY 2014 toll revenues exclude violation and miscellaneous revenues, which are immaterial to toll revenues reported within.

⁽²⁾ Extensive structural damage to the nearby Pensacola Bay Bridge due to the barge collision during Hurricane Sally prompted a 9-month toll suspension on the Garcon Point Bridge which served as a temporary detour route, resulting in a significantly higher non-revenue transactions and decline in revenues.

Moving forward into FY 2021, traffic volumes continued to rebound from the impacts of the pandemic. However, in response to Hurricane Sally, Governor Ron DeSantis suspended tolls on Garcon Point Bridge on September 15, 2020. Concurrently, several barges owned by Skanska USA broke free from their moorings and struck the Pensacola Bay Bridge located approximately six miles west of the Garcon Point Bridge, inflicting a significant structural damage and prompting a full closure of the bridge. On the following day (September 16, 2020), the same unmoored barges also impacted the Garcon Point Bridge. After a structural

damage assessment, the bridge reopened to 2-axle vehicles only on September 17, 2020 with continued toll suspension. On September 20, 2020, the Garcon Point Bridge reopened to all traffic with continued toll suspension and serving as a temporary detour for travel mainly from the Pensacola area to the barrier islands, while the Pensacola Bay Bridge remained closed for approximately 8 months for an extensive repair. The Pensacola Bay Bridge reopened to traffic on May 28, 2021 and tolls were reinstated on Garcon Point Bridge on June 20, 2021. **Table 6.2** provides a key timeline of the events.

Table 6.2 - Garcon Point Bridge Key Timeline

September 15, 2020	<ul style="list-style-type: none"> Garcon Point Bridge toll suspension due to Hurricane Sally (11:00 AM CST) Full closure due to high winds (5:30 PM CST) Several barges break free from moorings and strike Pensacola Bay Bridge causing significant structural damage and prompting a full closure
September 16, 2020	<ul style="list-style-type: none"> Barges impact Garcon Point Bridge prompting a full closure (4:00 PM CST)
September 17, 2020	<ul style="list-style-type: none"> Garcon Point Bridge reopens to 2-axle vehicles only (11:30 AM CST) with continued toll suspension
September 20, 2020	<ul style="list-style-type: none"> Garcon Point Bridge opens to all traffic with continued toll suspension; serves as a key detour route during Pensacola Bay Bridge closure
May 28, 2021	<ul style="list-style-type: none"> Pensacola Bay Bridge reopens after extensive repair
June 20, 2021	<ul style="list-style-type: none"> Toll reinstatement on Garcon Point Bridge (6:00 AM CST)

The revenue loss resulting from the toll suspension on the Garcon Point Bridge from September 15, 2020 through June 20, 2021 was \$7.0 million. The normalized traffic used in computing the revenue loss takes into account the normal traffic volume on the Garcon Point Bridge without the diverted traffic from the Pensacola Bay Bridge.

Historical operating and routine maintenance expenses from FY 2011 through FY 2021 are presented in **Table 6.3**. Total operating and maintenance expenses increased from

approximately \$1.1 million in FY 2011 to \$1.4 million in FY 2020, and decreased to \$1.1 million in FY 2021. The significant decline in operating expense in FY 2021 is due to the 9-month suspension of toll collection activities relating to the barge incident.

Table 6.3 - Garcon Point Bridge Historical Operating and Routine Maintenance Expenses FY 2011 through FY 2021

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense (\$000)	Total O&M Expenses (\$000)
2011	\$969	\$160	\$1,129
2012	1,017	196	1,213
2013	987	148	1,135
2014	1,014	159	1,173
2015	1,123	102	1,225
2016	1,101	82	1,183
2017	1,128	141	1,269
2018	1,279	486	1,765
2019	1,264	78	1,342
2020	1,281	138	1,419
2021	920	136	1,056

Source: FDOT Office of the Comptroller.

Maintenance activities that include roadside mowing and upkeep, guardrail repair, shoulder repair, bridge inspection and other routine maintenance items are provided in-house by the department. Toll facilities maintenance and bridge inspections are performed outside the scope of the Asset Maintenance Contract.

6.2 FY 2021 Transactions and Toll Revenue

Monthly transactions and toll revenue on the Garcon Point Bridge during FY 2021 are presented in **Table 6.4**. The number of hourly weekday and weekend transactions of a typical week during FY 2021 on the Garcon Point Bridge is displayed in **Graph 6.1**. As indicated, weekday demand for travel on the facility is the highest during the morning and evening peak hours. The morning peak hour occurs from 7:00 a.m. to 10:00 a.m. and the afternoon peak occurs from 4:00 p.m. to 7:00 p.m. In addition, midday

**Table 6.4 - Garcon Point Bridge
 Monthly Transactions and Toll Revenue
 FY 2021**

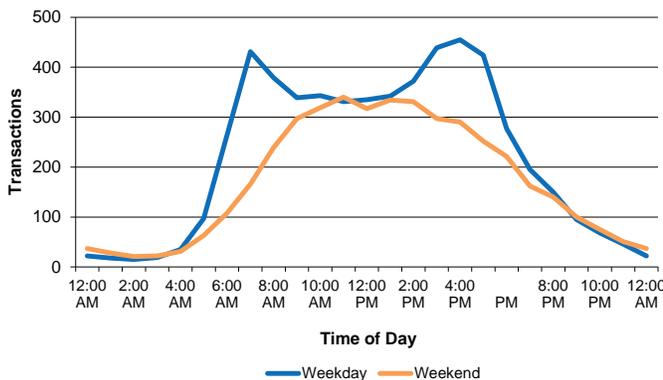
Month	Transactions (000)	Toll Revenue (\$000)
July 2020	168	\$838
August	161	796
September	425	366
1st Quarter Total	754	2,000
October	897	-
November	833	-
December	856	-
2nd Quarter Total	2,586	-
January 2021	837	-
February	801	-
March	945	-
3rd Quarter Total	2,583	-
April	944	-
May	936	-
June	354	342
4th Quarter Total	2,234	342
Annual Total	8,157	\$2,342

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

Note: Transactions represent toll-paying and non-revenue traffic at the mainline plaza. Extensive structural damage to the nearby Pensacola Bay Bridge due to the barge collision during Hurricane Sally prompted a toll suspension on the Garcon Point Bridge which served as a temporary detour route. Accordingly, tolls were suspended from September 15, 2020 through June 20, 2021, resulting in a higher non-revenue transactions and no revenue collection during the months impacted.

traffic volumes of over 300 vehicles per hour show the relative influence of non-commuters (tourist/recreational travelers) on the facility. The influence of tourists and recreational travelers is more pronounced on the weekends.

**Graph 6.1 - Garcon Point Bridge
 Typical Hourly Transactions
 FY 2021**



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, August 17, 2020.

Table 6.5 shows the monthly seasonal transaction variation in FY 2021. On average, approximately 5,300 vehicles used the bridge each day before the bridge served as a detour route for the Pensacola Bay Bridge. During October through May detour period, the bridge served approximately 29,000 vehicles each day. Historically, during the spring and summer months, transactions typically exceed the normal pattern observed on this facility due to tourists and seasonal residents. July traffic is normally the highest and December the lowest volumes. However, the Pensacola Bay Bridge closure interrupted this predictable trend in seasonality and reliance on these seasonal factors should be limited for FY 2021.

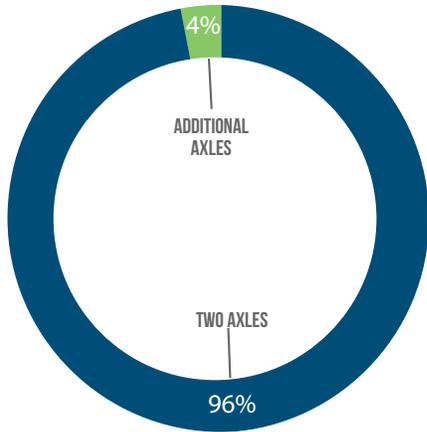
**Table 6.5 - Garcon Point Bridge
 Seasonal Transaction Variation
 FY 2021**

Month	Average Daily Transactions	Seasonal Factor*
July 2020	5,400	0.24
August	5,200	0.23
September	14,200	0.64
October	28,900	1.30
November	27,800	1.25
December	27,600	1.24
January 2021	27,000	1.21
February	28,600	1.28
March	30,500	1.37
April	31,500	1.41
May	30,200	1.35
June	11,800	0.53
AADT	22,300	1.00

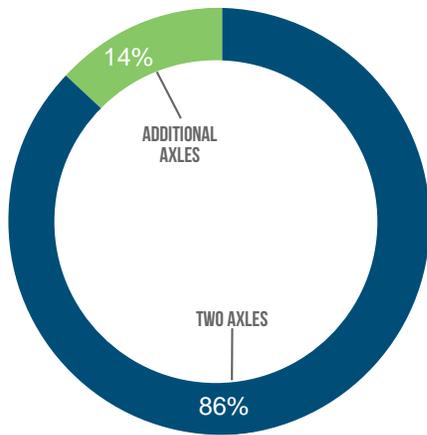
* Impacted by detour traffic during closure of Pensacola Bay Bridge beginning September 2020 and ending in June 2021.

Traffic and revenue contributions for trucks on the Garcon Point Bridge are shown in **Graph 6.2**. For FY 2021, trucks accounted for approximately four percent of traffic on the facility. Correspondingly, the revenue collected from truck traffic translated into 14 percent of the total revenue on the facility. The revenue percentage for trucks is calculated by the “N minus 1” toll method. In terms of actual revenues,

Graph 6.2 - Garcon Point Bridge Transactions by Axle Class FY 2021



Revenue Contribution by Axle Class FY 2021



trucks provided approximately \$334 thousand of the total revenues, while passenger vehicles comprised the remaining \$2.0 million.

6.3 SunPass®

SunPass® was implemented on the Garcon Point Bridge concurrent with the opening of the facility. The toll plaza has five lanes, and tolls are collected in both directions with SunPass® technology available in all lanes (see **Appendix A** for the lane configurations). A discount is provided to users of SunPass® with 30 or more transactions on the Garcon Point Bridge toll facility per month. As such, drivers

of two-axle vehicles are given a 25 percent retroactive discount once they exceed the threshold.

Table 6.6 shows the SunPass® transactions on Garcon Point Bridge during FY 2021. SunPass® usage totaled 2.9 million transactions in FY 2021, resulting in a SunPass® participation rate of 36 percent. The monthly SunPass® participation ranged from a high of 52 percent in August 2020 and before the Pensacola Bay Bridge closure to a low of 30 percent in April when the bridge was serving as a primary detour route. Revenue attributable to SunPass® for FY 2021 totaled \$1.1 million, as shown in **Table 6.7**. This amount represents approximately 48 percent of all toll revenue. The SunPass® revenue amount is net of the SunPass® discount for the facility, which for FY 2021, amounted to approximately \$47 thousand.

Table 6.6 - Garcon Point Bridge Transactions by Payment Method FY 2021

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2020	83	85	168	49.4%
August	83	78	161	51.6
September	172	253	425	40.5
October	329	568	897	36.7
November	306	527	833	36.7
December	316	540	856	36.9
January 2021	310	527	837	37.0
February	290	511	801	36.2
March	310	635	945	32.8
April	287	657	944	30.4
May	300	636	936	32.1
June	123	231	354	34.7
Total	2,909	5,248	8,157	
Percentage	35.7%	64.3%	100.0%	

Source: Tumpike Enterprise Finance Office.

Note: SunPass and non-SunPass transactions represent toll-paying and non-revenue transactions. Monthly SunPass participation impacted by detour traffic and toll suspension from September through June.

**Table 6.7 - Garcon Point Bridge
Gross Toll Revenue by Payment Method
FY 2021**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2020	\$397	\$441	\$838	47.4%
August	394	402	796	49.5
September	176	190	366	48.1
October	-	-	-	NA
November	-	-	-	NA
December	-	-	-	NA
January 2021	-	-	-	NA
February	-	-	-	NA
March	-	-	-	NA
April	-	-	-	NA
May	-	-	-	NA
June	165	177	342	48.2
Total	\$1,132	\$1,210	\$2,342	
Percentage	48.3%	51.7%	100.0%	

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

Note: Extensive structural damage to the nearby Pensacola Bay Bridge due to the barge collision during Hurricane Sally prompted a toll suspension from September 15, 2020 through June 20, 2021 on the Garcon Point Bridge which served as a temporary detour route.

6.4 FY 2021 Expenses and Liabilities

A comparison between actual and budgeted operating and routine maintenance expenses in FY 2021 are shown in **Table 6.8**. Actual operating and routine maintenance expenses were 28.4 percent, or \$418 thousand, lower than the FY 2021 budget. As previously mentioned, the significant reduction in operating expenses is due to the uncollected tolls during a 9-month toll suspension period prompted by the Pensacola Bay Bridge closure.

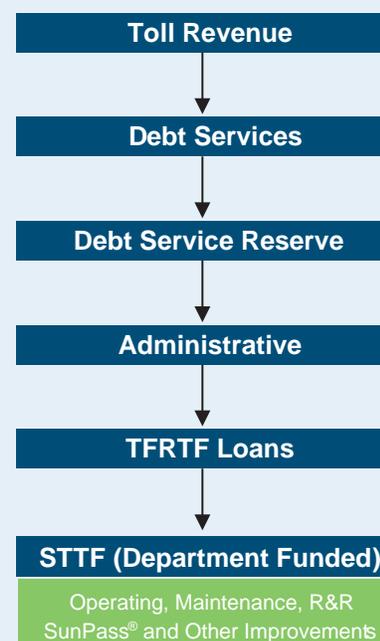
**Table 6.8 - Garcon Point Bridge
Operating and Routine
Maintenance Expenses
FY 2021**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$1,336	\$920	(\$416)	(31.1%)
Routine Maintenance	138	136	(2)	(1.4)
Total	\$1,474	\$1,056	(\$418)	(28.4%)

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2020 Enterprise Toll Operations Traffic Engineer's Annual Report.

As shown in **Figure 6.2**, Garcon Point Bridge has liabilities payable to the Department for Toll Facility Revolving Trust Fund (TFRTF) loans and an advance from the STTF. As of June 30, 2021, the TFRTF balance was approximately \$7.9 million, to be repaid when sufficient funds become available.

**Figure 6.2 - Garcon Point Bridge
Flow of Funds
Revenue Bonds, Series 1996**



The second liability is for the costs of operating and maintaining the toll facility. The Department, in accordance with the Lease-Purchase Agreement between the Department and the Santa Rosa Bay Bridge Authority, pays operating and maintenance expenses on the bridge. These costs are considered long-term receivables by the Department. This liability is to be paid subsequent to the payment of the TFRTF loans. An analysis of long-term liabilities for FY 2021 is presented in **Table 6.9**. The long-term liability balance as of June 30, 2021 was approximately \$32.2 million.

**Table 6.9 - Garcon Point Bridge
 Long-Term Liability
 FY 2021**

Transaction	Amount (\$000)
Balance, July 1, 2020	\$31,139
Additions: Costs for FY 2021 ⁽¹⁾	1,084
Additions: FY 2020 undistributed costs	12
Reductions	(70)
Balance, June 30, 2021	\$32,165

⁽¹⁾ Costs for FY 2021 include the following: Toll Operations (TOBC - Direct and Indirect); Total Routine Maintenance and Other DSBC Costs (Capital Costs Direct and Capital Costs Indirect).

6.5 Noteworthy Events

As noted earlier, despite the adopted toll rate increase program and the most recent toll rate increase on March 1, 2020, the Santa Rosa Bay Bridge Authority is in debt service payment default and remains in default at the present time.



6.6 Expense Forecasts

Projected operating and routine maintenance expenses for FY 2022 through FY 2032 are shown in **Table 6.10**. Budgeted operating expenses for FY 2022 are approximately \$1.5 million. The operating expense budget is developed by the Turnpike Enterprise Finance Office. **Appendix C** contains a detailed description of the FY 2022 operating expense budget. Subsequent to FY 2022, operating expenses are projected to grow at 2.5 percent annually. The routine maintenance expense forecast is provided by the Department's Office of Project Finance

through FY 2025. Subsequent to FY 2025, routine maintenance expenses were increased at approximately 2.5 percent annually.

6.7 Revenue Sufficiency

The bond year for the Garcon Point Bridge as reported herein runs from July 1 to June 30, corresponding to the Department's fiscal year.

Each year, an amount of principal and accrued interest on the outstanding bonds becomes due and payable. This amount is known as the annual debt service. As a test of the ability of a facility to repay the annual debt service, a "coverage" ratio calculation is performed. In accordance with the Series 1996 Bond Resolution, gross revenues are required to provide 120 percent of the Annual Net Debt Service Requirement (or a 1.2 coverage ratio). As of January 1, 2013, the trustee for the Authority's bondholders, declared the principal of all of the bonds outstanding to be due and payable immediately. Subsequent to acceleration of the bonds, the trustee has made periodic distributions of available revenues to the bondholders.

**Table 6.10 - Garcon Point Bridge
 Projected Operating and
 Routine Maintenance Expenses
 FY 2022 through FY 2032**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense ⁽¹⁾ (\$000)	Total Operating & Routine Maintenance Expenses (\$000)
2022	\$1,452	\$136	\$1,588
2023	1,488	141	1,629
2024	1,525	210	1,735
2025	1,563	174	1,737
2026	1,602	178	1,780
2027	1,642	182	1,824
2028	1,683	187	1,870
2029	1,725	192	1,917
2030	1,768	197	1,965
2031	1,812	202	2,014
2032	1,857	207	2,064

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2022 and inflated at 2.5 percent annually thereafter.
⁽¹⁾ Routine maintenance expenses from FY 2022 through FY 2025 were provided by the FDOT Project Finance Office and increased at 2.5 percent annually thereafter.

MID-BAY BRIDGE AUTHORITY SYSTEM



7.1 Background

The Mid-Bay Bridge Authority (“Authority”) System includes the 3.6-mile, limited access, two-lane, fixed span Mid-Bay Bridge (“Bridge”), the 11-mile Walter Francis Spence Parkway (“Parkway”) and the 0.8-mile Danny Wuerffel Way. The Bridge traverses Choctawhatchee Bay, connecting Niceville and Destin in southeast Okaloosa County. The Bridge opened to traffic in June 1993 with one mainline toll plaza located on the north side of the bay. **Figure 7.1** shows a map of the Bridge and the roadway segments which run from US 98 to SR 85. The Parkway fully opened to traffic in January 2014.

The Bridge and roadway segments are designated as SR 293. On the north side of the bay, the Parkway is four lanes from the Bridge to Range Road and two lanes from Range Road to SR 85, except for the section of roadway through and in the immediate vicinity of the All-Electronic Toll (AET) gantry, where it widens to four lanes. On the south side of the bay, SR 293 continues as a four-lane arterial approach (Danny Wuerffel Way) for approximately one mile and intersects with US 98. Overall, SR 293 is 15.5 miles in length. The Parkway has full grade-separated interchanges at Lakeshore Drive, SR 20, Range Road, SR 285, SR 85 and at-grade intersections at Forest Road and Town Center

Boulevard (both are located between Range Road and SR 285, north of the toll gantry).

The Authority was established in 1986 as a dependent special district in Okaloosa County to plan, construct, operate, and maintain a bridge traversing Choctawhatchee Bay, and other transportation facilities that become part of its System. The Authority entered into a Lease-Purchase Agreement with the Department whereby the Department maintains and operates the System and remits all tolls collected to the Authority. The lease term runs concurrently with the bonds and when the bonds mature and are fully paid, the Department will obtain ownership of the facility.

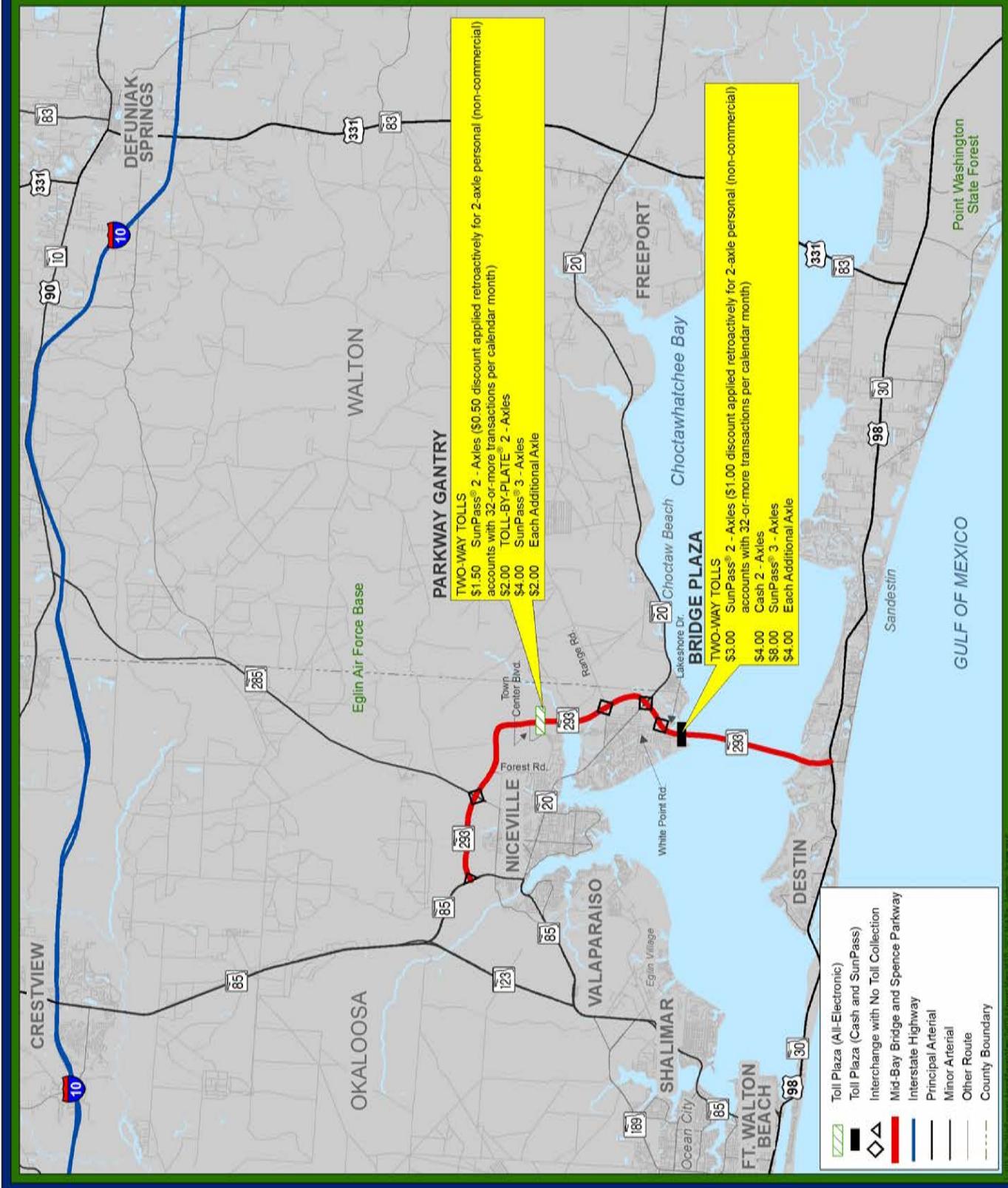
The Authority operates on the Okaloosa County fiscal year which runs from October 1 to September 30 each year. However, for consistency across all Department-owned and Department-operated facilities, all FY 2021 data for this facility are reported according to the Department’s fiscal year ending June 30, 2021, unless otherwise noted.

Tolls are collected in both directions on the Bridge and Parkway with Parkway tolls one-half those on the Bridge. Further, tolls on

Figure 7.1
Mid-Bay Bridge Authority System (SR 293)



SOURCE:
 Florida Department
 of Transportation 2021;
 HERE 2020



- Toll Plaza (All-Electronic)
- Toll Plaza (Cash and SunPass)
- Interchange with No Toll Collection
- Mid-Bay Bridge and Spence Parkway
- Interstate Highway
- Principal Arterial
- Minor Arterial
- Other Route
- County Boundary

the Parkway are collected using AET technology. Customers have the option of paying with SunPass® or TOLL-BY-PLATE® (TBP) upon receiving a statement sent to them via US mail. Currently, two-axle tolls on both the Bridge and the Parkway are as follows:

Bridge:

- Cash \$4.00
- SunPass® (infrequent customers with 31-or-less trips per month per account): \$3.00
- SunPass® (frequent customers with 32-or-more trips per month per account): \$2.00

Parkway:

- TOLL-BY-PLATE® \$2.00
- SunPass® (infrequent customers with 31-or-less trips per month per account): \$1.50
- SunPass® (frequent customers with 32- or-more trips per month per account): \$1.00

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 \$4.00 per axle over the \$4.00 cash two-axle toll on the Bridge and \$2.00 per axle over the \$2.00 TOLL-BY-PLATE® two-axle toll on the Parkway.

7.2 FY 2021 Transactions and Toll Revenues

The annual change in traffic and toll revenue for the facility from FY 2011 through FY 2021 is presented in **Table 7.1**. Traffic and toll revenue have grown from 6.5 million transactions and \$15.5 million in FY 2011 to 10.9 million transactions and \$28.3 million in FY 2021. During this period, toll revenues increased due to higher traffic, toll rate increases, and the opening of the Parkway. The noticeable increase in traffic and toll revenue ramping up in FY 2014 is due to the opening

of the Spence Parkway in January 2014. In FY 2018 there was a 3.0 percent decrease in toll revenue, primarily attributable to a 15-day toll suspension (estimated \$1.1 million toll revenue loss) beginning on September 5, 2017, to aid in the evacuation and recovery efforts due to Hurricane Irma. Further, the toll revenue decrease is also impacted due to FY 2018 being a full year of implementation of the lower threshold frequent-user discount program that began January 2017. In FY 2019 there was a decrease in revenues of 3.1 percent mainly prompted by the 11-day toll suspension beginning on October 8, 2018 for Hurricane Michael that resulted in an estimated toll revenue loss of \$0.8 million. Additionally, the 8-day Bridge closure starting January 8, 2019 due to deterioration of eight post-tensioning tendons in the Bridge, as well as restrictions on multi-axle vehicles and intermittent closures for final repairs resulted in an estimated toll revenue loss of \$1.0 million. In FY 2021, traffic was impacted by Hurricane Sally from September 15, 2020 through September 17, 2020. During this period, cash toll collection

**Table 7.1 - Mid-Bay Bridge Authority
 Historical Transactions and Revenue Growth
 State FY 2011 through State FY 2021**

Fiscal Year	Transactions (000)				Toll Revenue ⁽¹⁾ (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2011	6,476	13	6,489	-	\$15,472	-	\$2.384
2012	6,491	30	6,521	0.5	15,699	1.5	2.407
2013	6,523	42	6,565	0.7	15,797	0.6	2.406
2014 ⁽²⁾	7,644	43	7,687	17.1	17,015	7.7	2.213
2015	9,720	54	9,774	27.1	19,934	17.2	2.039
2016 ⁽³⁾	9,984	52	10,036	2.7	25,351	27.2	2.526
2017 ⁽³⁾	10,105	54	10,159	1.2	27,289	7.6	2.686
2018	10,104	500	10,604	4.4	26,475	(3.0)	2.497
2019	10,134	389	10,523	(0.8)	25,660	(3.1)	2.438
2020	9,502	62	9,564	(9.1)	24,101	(6.1)	2.520
2021	10,882	62	10,944	14.4	28,319	17.5	2.588

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

Notes: The non-revenue class includes authorized vehicles that pass through a toll plaza without incurring a toll (i.e., law enforcement, emergency vehicles) and transactions reported during toll suspensions attributable to hurricanes. These data will not match the audited data maintained by the Mid-Bay Bridge Authority because of the difference in fiscal years.

⁽¹⁾ Per new revenue reporting methodology, starting FY 2014 toll revenues exclude miscellaneous and violation revenues, which are immaterial to toll revenues reported herein.

⁽²⁾ The Spence Parkway opened to traffic on January 4, 2014. Toll collection on the facility started on January 6, 2014.

⁽³⁾ Tolls increased October 1, 2015, and frequent user discount modified on January 1, 2017.

at the Bridge was temporarily replaced with TOLL-BY-PLATE® collection to ensure the safety of the toll collectors.

Compared to FY 2020, total transactions and total revenues in FY 2021 increased 14.4 percent and 17.5 percent, respectively, largely due to the continued recovery following the pandemic. As COVID-19 cases began to fall and the state reopened gradually in FY 2021, the Authority experienced significant recovery in traffic volumes, especially given Mid-Bay’s unique advantage of serving tourists to Florida’s pristine beaches. Monthly transactions and toll revenue on the Bridge and the Parkway facilities during FY 2021 are presented in **Table 7.2**. The first and fourth quarters, which include the peak season, experienced the highest traffic and toll revenue of any other quarters.

Graph 7.1 shows the number of hourly (Central Standard Time) weekday and weekend



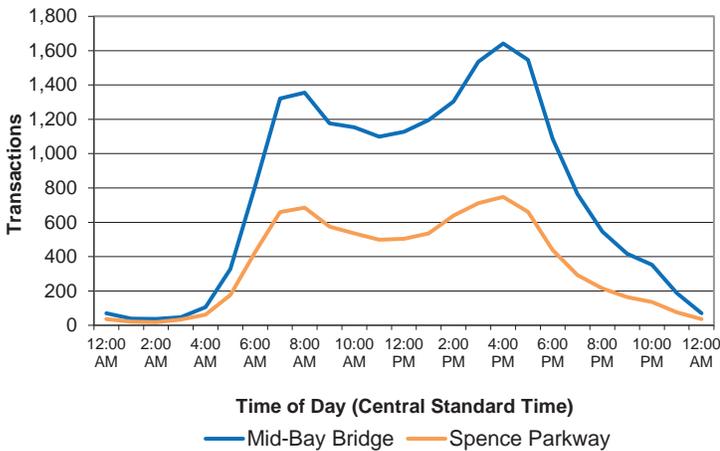
**Table 7.2 - Mid-Bay Bridge Authority
 Monthly Transactions and Toll Revenue
 State FY 2021**

Month	Transactions (000)			Toll Revenue (\$000)		
	Mid-Bay Bridge	Spence Parkway	Total	Mid-Bay Bridge	Spence Parkway	Total
July 2020	677	319	996	\$2,121	\$476	\$2,597
August	626	285	911	1,939	417	2,356
September	588	275	863	1,822	413	2,235
1st Quarter Total	1,891	879	2,770	5,882	1,306	7,188
October	623	292	915	1,968	453	2,421
November	536	230	766	1,628	335	1,963
December	548	218	766	1,660	317	1,977
2nd Quarter Total	1,707	740	2,447	5,256	1,105	6,361
January 2021	499	204	703	1,500	291	1,791
February	490	204	694	1,477	291	1,768
March	690	318	1,008	2,173	463	2,636
3rd Quarter Total	1,679	726	2,405	5,150	1,045	6,195
April	685	327	1,012	2,134	471	2,605
May	775	373	1,148	2,490	517	3,007
June	785	377	1,162	2,586	377	2,963
4th Quarter Total	2,245	1,077	3,322	7,210	1,365	8,575
Annual Total	7,522	3,422	10,944	\$23,498	\$4,821	\$28,319

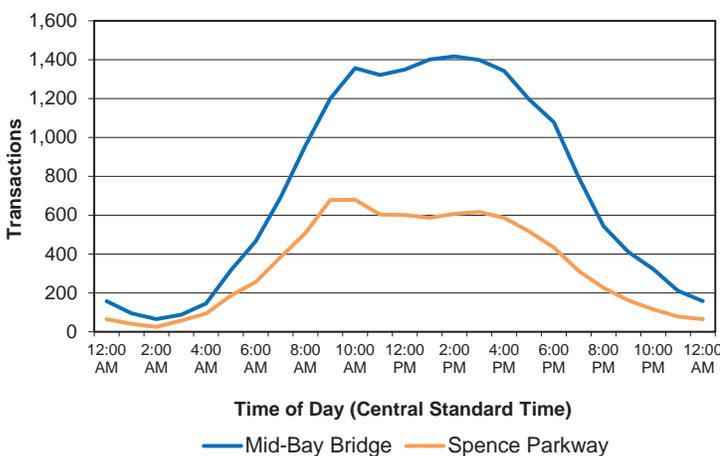
Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.
 Note: Transactions represent toll-paying and non-revenue traffic at Mid-Bay Bridge and the Spence Parkway plazas.

transactions of a typical week during FY 2021 for the Bridge and the Parkway. As expected, the demand for travel on the facilities during weekdays is highest during the morning and evening peak hours. Approximately 1,400 vehicles used the Bridge during the morning peak hour from 8:00 a.m. to 9:00 a.m. while, during the same time period, approximately 700 vehicles used the Parkway. In the evening peak period approximately 1,600 vehicles used the Bridge and nearly 800 vehicles used the Parkway facility from 4:00 p.m. to 5:00 p.m. On weekends, there is no clear morning or evening peak periods indicating that a large number of non-commuters, many associated with recreational travel, use each of the facilities. On Saturdays, however, during the peak (summer) season, traffic tends to peak during the morning in the northbound direction, as tourists check-out of their accommodations and begin their

**Graph 7.1 - Mid-Bay Bridge Authority
 Typical Hourly Weekday Transactions
 State FY 2021**



**Typical Hourly Weekend Transactions
 State FY 2021**



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, October 19, 2020.

trip home, while in the southbound direction traffic tends to peak later in the day as tourists arrive to check-in to their accommodations.

The monthly transaction variations for the Bridge and the Parkway in FY 2021 are analyzed in **Table 7.3**. The overall two-way Annual Average Daily Traffic (AADT) for the combined Bridge and Parkway for FY 2021 was 30,000. The peak season typically occurs between May and August. Typically, the lowest transaction levels occur from November through February, as it is the off-season for tourists and seasonal residents in northwest Florida.

**Table 7.3 - Mid-Bay Bridge Authority
 Seasonal Transaction Variation
 State FY 2021**

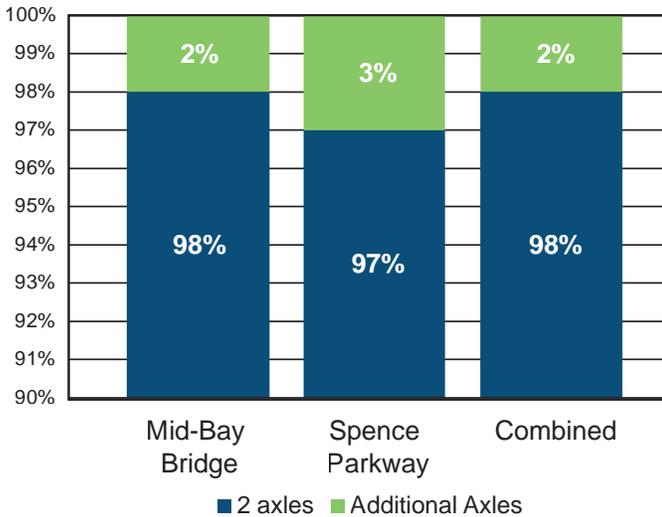
Month	Average Daily Transactions			Seasonal Factor
	Mid-Bay Bridge	Spence Parkway	Total	
July 2020	21,900	10,300	32,200	1.07
August	20,200	9,200	29,400	0.98
September	19,600	9,200	28,800	0.96
October	20,100	9,400	29,500	0.98
November	17,900	7,700	25,600	0.85
December	17,700	7,000	24,700	0.82
January 2021	16,100	6,600	22,700	0.76
February	17,500	7,300	24,800	0.83
March	22,300	10,300	32,600	1.09
April	22,800	10,900	33,700	1.12
May	25,000	12,000	37,000	1.23
June	26,200	12,600	38,800	1.29
AADT	20,600	9,400	30,000	1.00

The traffic and toll revenue contributions from trucks on the Bridge, the Parkway and the combined facilities are shown in **Graph 7.2**. For FY 2021, trucks accounted for approximately two percent of traffic on the Bridge, three percent on the Parkway and two percent on the combined facilities. Correspondingly, the toll revenue collected from truck traffic amounted to five percent of the total on the Bridge, eight percent on the Parkway and six percent on the combined facilities. In terms of actual amounts, vehicles with three or more axles provided approximately \$1.2 million on the Bridge, \$392 thousand on the Parkway and \$1.6 million total.

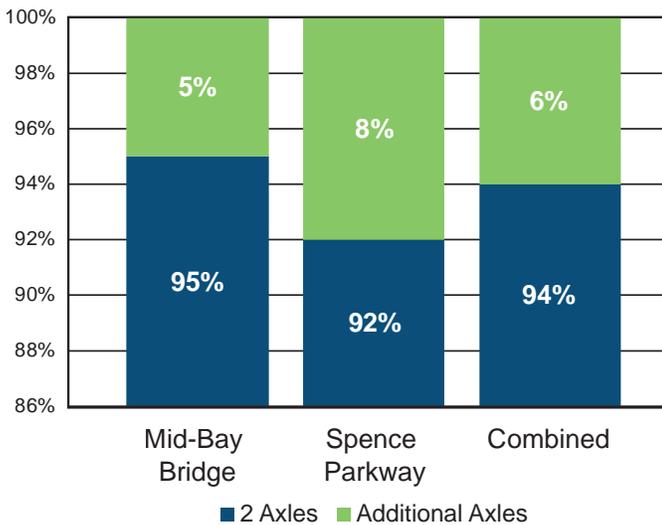
7.3 SunPass®

The Mid-Bay Bridge toll plaza is an eight-lane plaza. Toll collection on the Parkway is accomplished via AET at a four-lane toll gantry (See **Appendix A** for the toll plaza configurations). The percentage of SunPass® transactions on the System during FY 2021 is shown in **Table 7.4**. As indicated, SunPass® transactions totaled approximately 6.6 million, resulting in a participation rate of 60 percent. Individually, the SunPass® participation rate on the Bridge during FY 2021 was 61 percent while on the Parkway the participation rate was

Graph 7.2 Mid-Bay Bridge Authority Transactions by Axle Class State FY 2021



Revenue Contribution by Axle Class State FY 2021



57 percent. On a monthly basis, the highest SunPass® participation rate occurred during the winter months (November through February) when commuters constitute a larger share of the total volume on both the Bridge and the Parkway.

In June 2021, the Department introduced a new portable transponder, SunPass PRO™. This transponder can be used everywhere E-ZPass is accepted across 19 states, enabling

Table 7.4 - Mid-Bay Bridge Authority Transactions by Payment Method State FY 2021

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2020	540	456	996	54.2%
August	532	379	911	58.4
September	507	356	863	58.7
October	556	359	915	60.8
November	505	261	766	65.9
December	524	242	766	68.4
January 2021	488	215	703	69.4
February	475	219	694	68.4
March	598	410	1,008	59.3
April	584	428	1,012	57.7
May	628	520	1,148	54.7
June	634	528	1,162	54.6
Total	6,571	4,373	10,944	
Percentage	60.0%	40.0%	100.0%	

Source: Turnpike Enterprise Finance Office.
 Note: Non-SunPass transactions represent toll-paying and non-revenue transactions.

seamless travel from Florida to Maine and west to Minnesota. Priced at \$14.95, plus tax, SunPass PRO™ can be purchased at CVS pharmacies, Walgreens, Publix, Mid-Bay Bridge Administration Office, online at www.sunpass.com, or by calling 888-TOLL-FLA.

Table 7.5 shows SunPass® toll revenue on the Bridge and the Parkway is approximately \$15.6 million, 55 percent of all toll revenue collected on the System. The SunPass® toll revenue amount is net of the SunPass® rebates for the two facilities (for those eligible accounts incurring 32-or-more transactions per calendar month per facility) which amounted to \$1.9 million. SunPass® toll revenue percentage is lower than the SunPass® transaction percentage due to the lower (discounted) toll paid by two-axle SunPass® customers.

7.4 FY 2021 Expenses and Liabilities

Historical operating and routine maintenance expenses from FY 2011 through FY 2021 are presented in **Table 7.6**. Operating expenses have increased from approximately \$2.1

**Table 7.5 - Mid-Bay Bridge Authority
Gross Toll Revenue by Payment Method
State FY 2021**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass® ⁽¹⁾	Non-SunPass®	Total	
July 2020	\$1,234	\$1,363	\$2,597	47.5%
August	1,228	1,128	2,356	52.1
September	1,180	1,055	2,235	52.8
October	1,343	1,078	2,421	55.5
November	1,192	771	1,963	60.7
December	1,271	706	1,977	64.3
January 2021	1,161	630	1,791	64.8
February	1,131	637	1,768	64.0
March	1,466	1,170	2,636	55.6
April	1,373	1,232	2,605	52.7
May	1,503	1,504	3,007	50.0
June	1,491	1,472	2,963	50.3
Total	\$15,573	\$12,746	\$28,319	
Percentage	55.0%	45.0%	100.0%	

Source: Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office.

⁽¹⁾ SunPass revenues are net of the frequent user rebate amounts.

**Table 7.6 - Mid-Bay Bridge Authority
Florida Department of Transportation
Historical Operating and Routine
Maintenance Expenses
State FY 2011 through State FY 2021**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense ⁽¹⁾ (\$000)	Total O&M Expenses (\$000)
2011	\$2,061	\$202	\$2,263
2012	2,124	187	2,311
2013	2,045	314	2,359
2014	2,348	261	2,609
2015 ⁽²⁾	2,795	312	3,107
2016	2,969	220	3,189
2017	3,191	281	3,472
2018	3,270	281	3,551
2019	3,086	738	3,824
2020	3,667	781	4,448
2021	4,393	781	5,174

Source: FDOT Office of the Comptroller.

⁽¹⁾ Operating expense restated from FY 2014 through FY 2017.

⁽²⁾ Operating and maintenance expense increase due to full-year opening of the Spence Parkway.

million in FY 2011 to \$4.4 million in FY 2021. The significant increase in FY 2014 and FY 2015 is due to the opening of the Parkway and overall growth in traffic transactions. The

decrease in operating expense in FY 2019 is due to the resumption of TOLL-BY-PLATE® invoice processing in the second half of FY 2019. Consequently, fewer invoices were mailed in FY 2019 resulting in lower processing costs. The subsequent increases are attributed to a higher cost of full year processing and mailing invoices and increase in payment card processing fees. During the same period, routine maintenance expenses increased from \$202 thousand to \$781 thousand. The significant increase in maintenance expenses beginning in FY 2019 is due to the expanded footprint of the Parkway and Bridge maintenance activities required by the asset maintenance contract. Combined, total O&M expenses increased from \$2.3 million in FY 2011 to \$5.2 million in FY 2021.

Maintenance of the Bridge has been performed under a private Asset Maintenance Contract since FY 2005. Maintenance activities include roadside mowing and upkeep, guardrail repair, shoulder repair, bridge inspection and other routine maintenance. In addition to routine maintenance expenses, approximately \$1.7 million in periodic maintenance and capital improvement expenses were incurred during FY 2021 for bridge repairs and toll system enhancements.

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2021 is presented in **Table 7.7**. Actual operating expenses of \$4.4 million were more than the FY 2021 budget largely due to higher

**Table 7.7 - Mid-Bay Bridge Authority
Florida Department of Transportation Operating
and Routine Maintenance Expenses
State FY 2021**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$3,403	\$4,393	\$990	29.1%
Routine Maintenance	785	781	(4)	(0.5)
Total	\$4,188	\$5,174	\$986	23.5%

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2020 Enterprise Toll Operations Traffic Engineer's Annual Report.

manual toll collection costs pursuant to a new contract, and a non-recurring license plate image review costs to clear backlogs resulting from the COVID-19 pandemic. Actual routine maintenance expenses were approximately the same as the FY 2021 budget. Overall, operating and routine maintenance expenses for FY 2021 were \$986 thousand higher than budgeted amounts.

As reflected in **Figure 7.2**, toll revenues in excess of the Authority’s administrative expenses, debt service, and current year operating and maintenance liability to the Department shall

be applied as follows: 50 percent of the annual amount deposited shall be transferred to the Department until all outstanding amounts due to the Department are fully repaid. The remaining 50 percent is to be used by the Authority for any lawful purpose at such time as the Authority shall determine.

An analysis of the FY 2021 State Transportation Trust Fund (STTF) long-term liability is presented in **Table 7.8**. FY 2021 additions to the liability totaled approximately \$6.9 million. During FY 2021, \$6.3

**Table 7.8 - Mid-Bay Bridge Authority
 STTF Long-Term Liability
 State FY 2021**

Transaction	Amount (\$000)
Balance, July 1, 2020	\$9,794
Additions ⁽¹⁾	6,917
Reductions ⁽²⁾	(6,253)
Balance, June 30, 2021	\$10,458

Source: FDOT Office of the Comptroller.
⁽¹⁾ Additions represent increases in the long-term liability due to O&M expenses and improvements.
⁽²⁾ Reductions represent monthly wires for O&M and annual reimbursements from revenue fund.

million was reimbursed to the Department which comprised of \$5.1 million for operating and maintenance expenses, and \$1.2 million applied to the long-term liability.

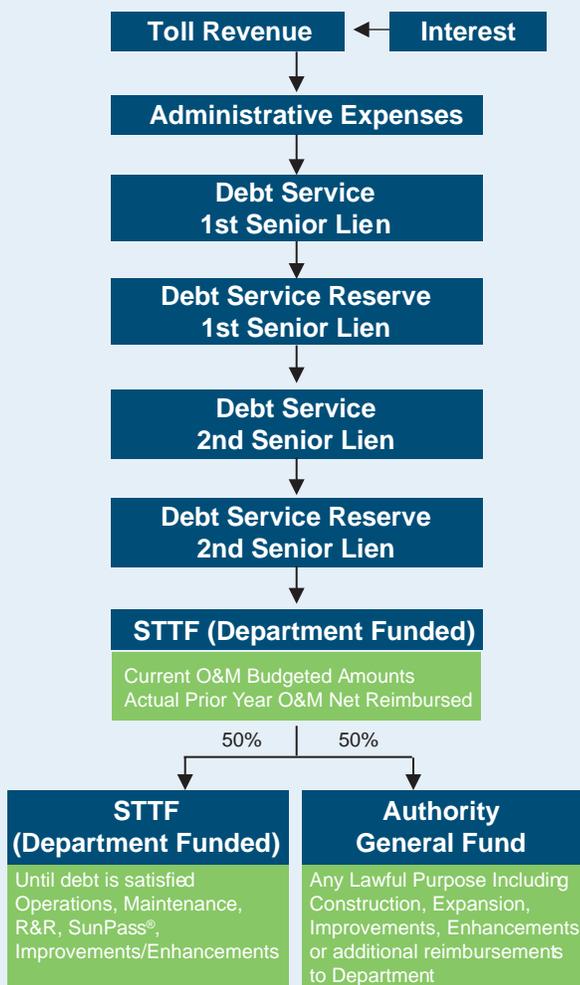
7.5 Noteworthy Events

Traffic on Florida’s roads and bridges continues to recover from the impacts of the COVID-19 pandemic. Traffic volumes on most toll facilities in Florida are near, but not yet fully recovered to pre-pandemic levels. On the other hand, given the pristine beaches and the many outdoor recreation opportunities offered in the Destin area, traffic on the Mid-Bay Bridge System recovered to pre-pandemic levels during the Fall of 2020. As a result, overall traffic volumes are higher for FY 2021 than the pre-pandemic FY 2019.

7.6 Expense Forecasts

The Department’s projected operating and maintenance expenses for FY 2022 through

**Figure 7.2
 Mid-Bay Bridge Authority
 Flow of Funds
 Revenue Bonds**





FY 2032 are shown in **Table 7.9**. The operating expenses in FY 2022 are projected to be lower than FY 2021 actual primarily due to the license plate image review cost returning to a normal level (see **Appendix C** for a detailed description

of the operating expense budget). Subsequent to FY 2022, operating expenses are projected to grow at 2.5 percent annually to allow for inflation.

Table 7.9
Mid-Bay Bridge Authority
Projected Operating and Maintenance Expenses
State FY 2022 through State FY 2032

Fiscal Year	Operating Expense (\$000)	Maintenance Expenses		Total O&M Expenses (\$000)
		Routine ⁽¹⁾ (\$000)	Periodic ⁽²⁾ (\$000)	
2022	\$3,898	\$755	\$60	\$4,713
2023	3,995	759	62	4,816
2024	4,095	825	63	4,983
2025	4,197	785	65	5,047
2026	4,302	805	66	5,173
2027	4,410	825	68	5,303
2028	4,520	846	70	5,436
2029	4,633	867	72	5,572
2030	4,749	888	73	5,710
2031	4,868	911	75	5,854
2032	4,990	934	77	6,001

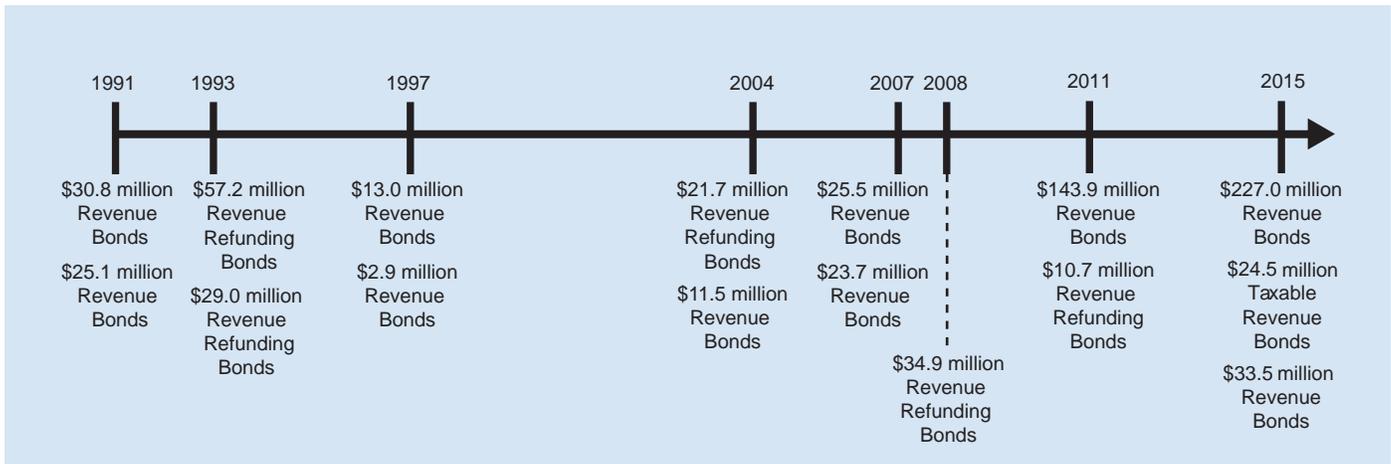
Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2022 and inflated at 2.5 percent annually thereafter.
⁽¹⁾ Routine maintenance expenses from FY 2022 through FY 2025 were provided by the FDOT Project Finance Office and increased at 2.5 percent annually thereafter.
⁽²⁾ Periodic maintenance expenses for FY 2022 were provided by the FDOT Project Finance Office and increased at 2.5 percent annually thereafter.

Routine Maintenance expenses are provided by the Department’s Office of Project Finance through FY 2025. Subsequent years have been increased at approximately 2.5 percent annually through FY 2032. Similarly, FY 2022 Periodic Maintenance expenses are provided by the Department’s Office of Project Finance and increased at approximately 2.5 percent annually thereafter.

7.7 Revenue Sufficiency

In June 2015, the Authority refinanced all outstanding debt with issuance of the Series 2015 Revenue Bonds. The total amount of the bond issue was \$285,040,000. As of October 1, 2021, bonds in the principal amount of \$254.4 million remained outstanding from the Series 2015 Revenue Bonds. A timeline of Mid-Bay Bridge bond sales for the facility is shown in **Figure 7.3**.

Figure 7.3
Mid-Bay Bridge Authority Bond Issues



Note: A list of projects funded by each bond issue is included in **Table 1.4** of this report.