

# Department-operated Facilities



## Garcon Point Bridge

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- \$7.5 million total toll revenue
- 2.0 million total transactions
- SunPass® participation increased to 56.7 percent during the year



## Mid-Bay Bridge and Walter Francis Spence Parkway

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- \$24.1 million total toll revenue
- 9.6 million total transactions
- SunPass® participation increased to 64.5 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.

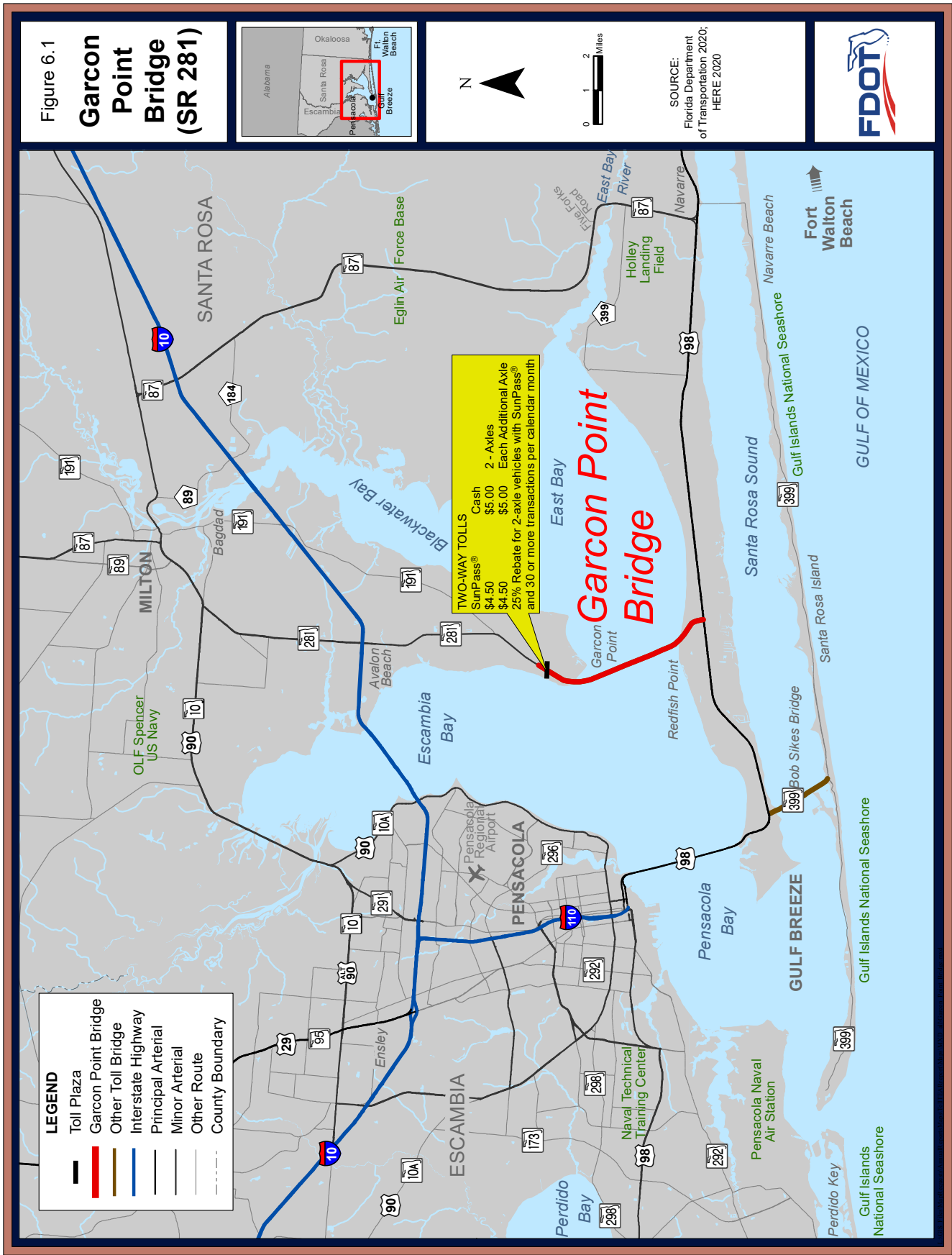
**Figure 6.1** shows a map of Garcon Point Bridge and the surrounding area. The toll plaza is located at the southern end of Garcon Point, and tolls are collected in both directions. Beyond the Gulf Breeze peninsula, south of Santa Rosa Sound, the Bob Sikes Bridge (SR 399) and Navarre Bridge provide 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 2020, 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 passenger cars and





other 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 \$4.2 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. As mentioned in the Overview **Section 1.2.1**, 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

**Table 6.1 - Garcon Point Bridge  
Historical Transactions and Revenue Growth  
FY 2010 through FY 2020**

Fiscal Year	Transactions (000)				Toll Revenue <sup>(1)</sup> (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2010	1,264	4	1,268	-	\$4,203	-	\$3.315
2011	1,243	8	1,251	(1.3%)	4,276	1.7%	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

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.

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.

As shown in **Table 6.1**, FY 2020 revenue decreased by 1.4 percent compared to 10.9 decline in traffic. This is due to 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. This increase led to a 12 percent traffic decline during the first two weeks after the increase on March 1<sup>st</sup>. However, the toll rate increase prompted a 11 percent increase in revenues. The decrease in transactions starting March is attributed to the elasticity associated with this toll increase compounded by the pandemic impact as described earlier. The revenue growth associated with the toll rate increase was largely offset by the COVID-19 impact.

## ENTERPRISE TOLL OPERATIONS

Historical operating and routine maintenance expenses from FY 2010 through FY 2020 are presented in **Table 6.2**. Total operating and maintenance expenses have increased from approximately \$1.1 million in FY 2009 to \$1.4 million in FY 2020.

**Table 6.2 - Garcon Point Bridge  
Historical Operating and Routine  
Maintenance Expenses  
FY 2010 through FY 2020**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense (\$000)	Total O&M Expenses (\$000)
2010	\$956	\$135	\$1,091
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

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 2020 Transactions and Toll Revenue

Monthly transactions and toll revenue on the Garcon Point Bridge during FY 2020 are presented in **Table 6.3**. The second and third quarters generated a lower number of transactions and toll revenue as these are not the peak months for travel. The fourth quarter increase typically seen in previous years was significantly impacted by the pandemic.

**Table 6.3 - Garcon Point Bridge  
Monthly Transactions and Toll Revenue  
FY 2020**

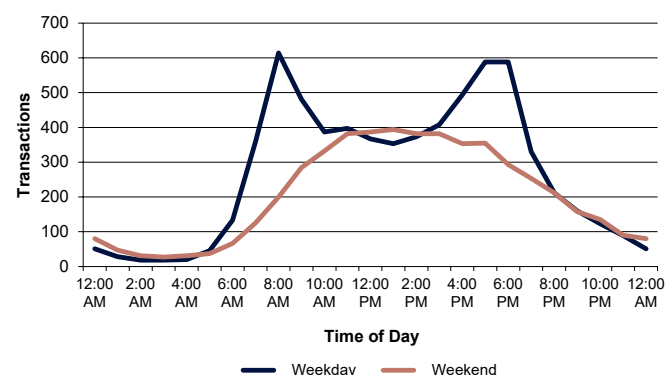
Month	Transactions (000)	Toll Revenue (\$000)
July 2019	211	\$774
August	197	723
September	179	646
1st Quarter Total	587	2,143
October	183	663
November	157	562
December	161	590
2nd Quarter Total	501	1,815
January 2020	157	572
February	157	561
March	132	556
3rd Quarter Total	446	1,689
April	93	385
May	155	652
June	171	778
4th Quarter Total	419	1,815
<b>Annual Total</b>	<b>1,953</b>	<b>\$7,462</b>

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.

**Graph 6.1** shows the number of hourly weekday and weekend transactions of a typical week during FY 2020 on the Garcon Point Bridge. As indicated, weekday demand for travel on the facility is the highest during the morning and evening peak hours. The morning peak hour

**Graph 6.1 - Garcon Point Bridge  
Typical Hourly Transactions  
FY 2020**



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, August 12, 2019.

occurs from 8:00 a.m. to 10:00 a.m. and the afternoon peak occurs from 5:00 p.m. to 7:00 p.m. In addition, midday traffic volumes of nearly 400 vehicles per hour show the relative influence of non-commuters (tourist/recreational travelers) on the facility. The influence of tourists and recreational travelers is noticeably more pronounced on the weekends.

**Table 6.4** shows the monthly seasonal transaction variation in FY 2020. On average, approximately 5,300 vehicles use the bridge each day, down 700 vehicles per day from FY 2019 largely due to the impacts of the COVID-19. 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, COVID-19 interrupted this predictable trend in seasonality and reliance on these seasonal factors should be limited for FY 2020.

**Table 6.4 - Garcon Point Bridge  
Seasonal Transaction Variation  
FY 2020**

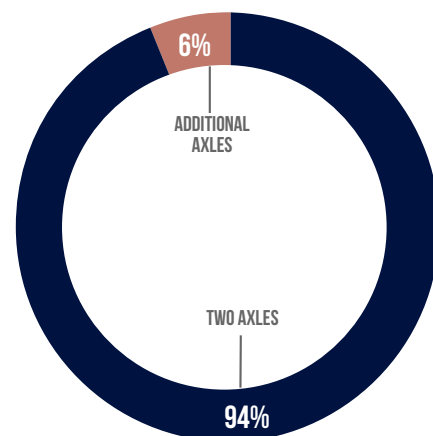
Month	Average Daily Transactions	Seasonal Factor*
July 2019	6,800	1.28
August	6,400	1.21
September	6,000	1.13
October	5,900	1.11
November	5,200	0.98
December	5,200	0.98
January 2020	5,100	0.96
February	5,400	1.02
March	4,300	0.81
April	3,100	0.58
May	5,000	0.94
June	5,700	1.08
<b>AADT</b>	<b>5,300</b>	<b>1.00</b>

\*Impacted by COVID-19 beginning March 2020.

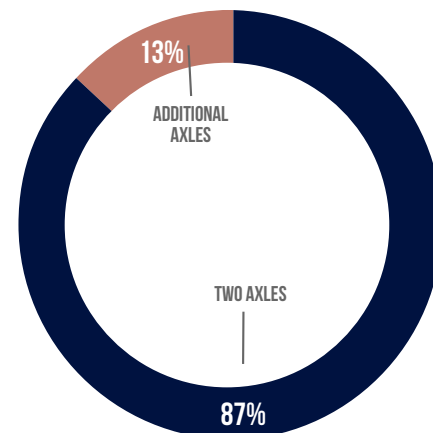
Traffic and revenue contributions for trucks on the Garcon Point Bridge are shown in

**Graph 6.2.** For FY 2020, trucks accounted for approximately six percent of traffic on the facility. Correspondingly, the revenue collected from truck traffic translated into 13 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, trucks provided approximately \$986 thousand of the total revenues, while passenger vehicles comprised the remaining \$6.5 million.

**Graph 6.2 - Garcon Point Bridge  
Transactions by Axle Class  
FY 2020**



**Revenue Contribution by Axle Class FY 2020**



### 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

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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 (50 percent prior to the toll rate increase on March 1, 2020) retroactive discount once they exceed the threshold.

**Table 6.5** shows the SunPass® transactions on Garcon Point Bridge during FY 2020. SunPass® usage totaled 1.1 million transactions in FY 2020, resulting in a SunPass® participation rate of 57 percent. On a daily basis, approximately 3,000 vehicles out of 5,300 utilize SunPass®. The monthly SunPass® participation ranged from 49 percent in June 2020 to 63 percent in April 2020, peaking during the winter months due to a lower percentage of tourists. The large percentage increase in SunPass® traffic and revenue in April is due to the temporary removal of manual toll collection (i.e. cash) during the height of the

**Table 6.5 - Garcon Point Bridge Transactions by Payment Method FY 2020**

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	105	106	211	49.8%
August	107	90	197	54.3
September	103	76	179	57.5
October	109	74	183	59.6
November	94	63	157	59.9
December	97	64	161	60.2
January 2020	98	59	157	62.4
February	96	61	157	61.1
March	76	56	132	57.6
April	59	34	93	63.4
May	80	75	155	51.6
June	84	87	171	49.1
<b>Total</b>	<b>1,108</b>	<b>845</b>	<b>1,953</b>	
<b>Percentage</b>	<b>56.7%</b>	<b>43.3%</b>	<b>100.0%</b>	

Source: Turnpike Enterprise Finance Office.

Note: SunPass and Cash transactions represent toll-paying and non-revenue transactions.

pandemic. Manual toll collection resumed on May 18, 2020. Revenue attributable to SunPass® for FY 2020 totaled \$4.3 million, as shown in **Table 6.6**. This amount represents approximately 58 percent of all toll revenue. The SunPass® revenue amount is net of the SunPass® discount for the facility, which for FY 2020, amounted to approximately \$430 thousand. The monthly SunPass® revenue contribution ranged from a low of 50 percent to a high of 73 percent during FY 2020.

**Table 6.6 - Garcon Point Bridge Gross Toll Revenue by Payment Method FY 2020**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	\$385	\$389	\$774	49.7%
August	389	334	723	53.8
September	366	280	646	56.7
October	394	269	663	59.4
November	323	239	562	57.5
December	357	233	590	60.5
January 2020	359	213	572	62.8
February	339	222	561	60.4
March	334	222	556	60.1
April	280	105	385	72.7
May	382	270	652	58.6
June	392	386	778	50.4
<b>Total</b>	<b>\$4,300</b>	<b>\$3,162</b>	<b>\$7,462</b>	
<b>Percentage</b>	<b>57.6%</b>	<b>42.4%</b>	<b>100.0%</b>	

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

## 6.4 FY 2020 Expenses and Liabilities

A comparison between actual and budgeted operating and routine maintenance expenses in FY 2020 are shown in **Table 6.7**. Actual operating and routine maintenance expenses were 2.9 percent, or \$42 thousand, lower than the FY 2020 budget.

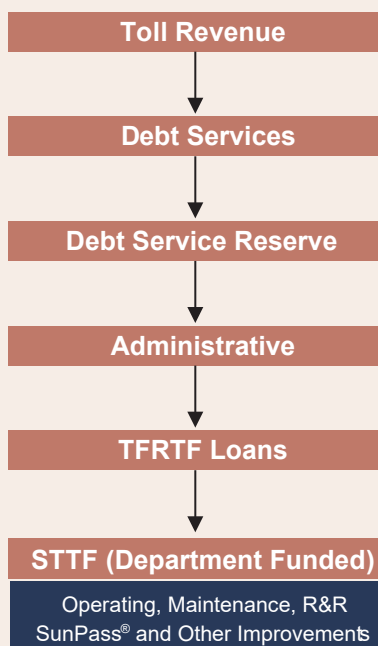
As shown in **Figure 6.2**, Garcon Point Bridge has liabilities payable to the Department for Toll

**Table 6.7 - Garcon Point Bridge  
Operating and Routine  
Maintenance Expenses  
FY 2020**

Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$1,326	\$1,281	(\$45)	(3.4%)
Routine Maintenance	135	138	3	2.2
<b>Total</b>	<b>\$1,461</b>	<b>\$1,419</b>	<b>(\$42)</b>	<b>(2.9%)</b>

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2019 Enterprise Toll Operations Traffic Engineer's Annual Report.

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



Facility Revolving Trust Fund (TFRTF) loans and an advance from the STTF. As of June 30, 2020, the TFRTF balance was approximately \$7.9 million, to be repaid when sufficient funds become available.

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 2020 is presented in **Table 6.8**. The long-term liability balance as of June 30, 2020 was approximately \$31.1 million.

**Table 6.8 - Garcon Point Bridge  
Long-Term Liability  
FY 2020**

Transaction	Amount (\$000)
Balance, July 1, 2019	\$29,758
Prior Period Adjustments	(\$6)
Adjusted Balance, July 1, 2019	\$29,752
Additions: Costs for FY 2020 <sup>(1)</sup>	1,479
Reductions	(92)
Balance, June 30, 2020	\$31,139

(1) Costs for FY 2020 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.

In response to Hurricane Sally, the Governor suspended tolls on the Garcon Point Bridge on September 15, 2020 to facilitate evacuation and recovery efforts. On the same day, several barges broke free from their moorings and struck the Pensacola Bay Bridge causing significant structural damage and prompting a full closure of that bridge. On the following day, other unmoored barges collided with the Garcon Point Bridge resulting in full closure of Garcon. On September 20, 2020, the Garcon Point Bridge reopened to all traffic and also served as

a temporary detour route due to extensive damage to the nearby Pensacola Bay Bridge. Tolls on the Garcon Point Bridge have remained suspended from September 15, 2020 through February 11, 2021 with multiple extensions by the Governor. The corresponding revenue loss based on the normal traffic volume on the bridge during the impact period is estimated at an average of approximately \$24 thousand per day.

## 6.6 Expense Forecasts

Projected operating and routine maintenance expenses for FY 2021 through FY 2031 are shown in **Table 6.9**. Budgeted operating expenses for FY 2021 are approximately \$1.3 million. The operating expense budget is developed by the Turnpike Enterprise Finance Office. **Appendix C** contains a detailed description of the FY 2021 operating expense budget. Subsequent to FY 2021, operating expenses are projected to grow at 2.5 percent annually. The routine maintenance expense forecast is provided by the Department's Office

**Table 6.9 - Garcon Point Bridge  
Projected Operating and Routine  
Maintenance Expenses  
FY 2021 through FY 2031**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense (\$000)	Total Operating & Routine Maintenance Expenses (\$000)
2021	\$1,336	\$138	\$1,474
2022	1,369	138	1,507
2023	1,403	140	1,543
2024	1,438	210	1,648
2025	1,474	95	1,569
2026	1,511	97	1,608
2027	1,549	100	1,649
2028	1,588	102	1,690
2029	1,628	105	1,733
2030	1,669	107	1,776
2031	1,711	110	1,821

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2021 and inflated at 2.5 percent annually.

of Project Finance through FY 2026. Subsequent to FY 2026, 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.

# 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 2020 data for this facility is reported according to the Department’s fiscal year ending June 30, 2020, 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 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, those making 31-or-less trips per month per account): \$3.00
- SunPass® (frequent customers, those making 32-or-more trips per month per account): \$2.00

Parkway:

- TOLL-BY-PLATE® \$2.00
- SunPass® (infrequent customers, those making 31-or-less trips per month per account): \$1.50
- SunPass® (frequent customers, those making 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 2020 Transactions and Toll Revenues

The annual change in traffic and revenue for the facility from FY 2010 through FY 2020 is presented in **Table 7.1**. Traffic and toll revenue have grown from 6.8 million

transactions and \$12.9 million in FY 2010 to 9.6 million transactions and \$24.1 million in FY 2020. During this period, toll revenues increased due to higher traffic, toll rate increases, and the opening of the Parkway.

Transactions and revenue during FY 2010 and FY 2011 were affected by the BP oil spill, which began with the explosion of the Deepwater Horizon drilling platform on April 20, 2010. The noticeable increase in traffic and 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 (\$1.1 million) beginning on September 5, 2017, to aid in the evacuation and recovery efforts due to Hurricane Irma. Further, the 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

**Table 7.1 - Mid-Bay Bridge Authority Historical Transactions and Revenue Growth State FY 2010 through State FY 2020**

Fiscal Year	Transactions (000)				Toll Revenue <sup>(1)</sup> (\$000)		Average Toll
	Toll Paying	Non Revenue	Total	Percent Change	Amount	Percent Change	
2010 <sup>(2)</sup>	6,755	4	6,759	-	12,867	-	\$1.904
2011	6,476	13	6,489	(4.0%)	15,472	20.2%	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 <sup>(3)</sup>	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 <sup>(2)</sup>	9,984	52	10,036	2.7	25,351	27.2	2.526
2017 <sup>(2)</sup>	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

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) Tolls increased June 2010, October 1, 2015, and frequent user discount modified on January 1, 2017.

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

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 a revenue loss of \$0.8 million. Additionally, the 8-day Bridge closure starting January 8, 2019 due to deterioration of eight post-tensioning tendons of the Bridge, as well as restrictions on multi-axle vehicles and intermittent closures for final repairs resulted in a revenue loss of \$1.0 million.

Compared to FY 2019, total transactions and total revenues in FY 2020 declined 9.1 percent and 6.1 percent, respectively, largely due to the pandemic. Monthly transactions and toll revenue on the Bridge and the Parkway facilities during FY 2020 are presented in **Table 7.2**. The first quarter, which includes the peak season, experienced the highest traffic and revenue of any quarter. The traffic increase on the Mid-Bay Bridge Authority System from July 2019 through February 2020 was 1.8 percent. Beginning in March 2020, traffic decreased as a result of the COVID-19 pandemic with the highest monthly traffic decline in April 2020 at 59 percent from the prior year. As COVID-19 cases began to fall and the state reopened gradually in May 2020, the Authority experienced significant recovery in traffic volumes, ending the fiscal year with June 2020 traffic volumes down only 7 percent from the prior year.

**Graph 7.1** shows the number of hourly (Central Standard Time) weekday and weekend transactions of a typical week during FY 2020 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 1,500 vehicles used the Bridge during the morning

**Table 7.2 - Mid-Bay Bridge Authority  
Monthly Transactions and Toll Revenue  
State FY 2020**

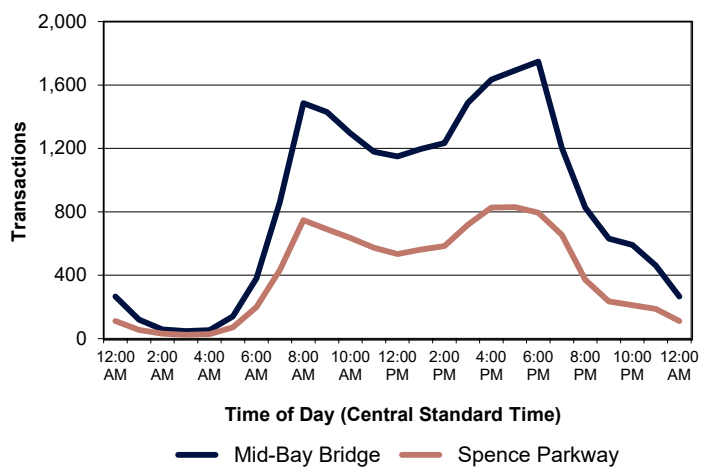
Month	Transactions (000)			Toll Revenue (\$000)		
	Mid-Bay Bridge	Spence Parkway	Total	Mid-Bay Bridge	Spence Parkway	Total
July 2019	751	355	1,106	\$2,423	\$539	\$2,962
August	666	305	971	2,089	454	2,543
September	585	259	844	1,798	386	2,184
1st Quarter Total	2,002	919	2,921	6,310	1,379	7,689
October	607	269	876	1,880	406	2,286
November	539	214	753	1,604	306	1,910
December	557	212	769	1,682	305	1,987
2nd Quarter Total	1,703	695	2,398	5,166	1,017	6,183
January 2020	509	200	709	1,527	286	1,813
February	510	202	712	1,516	284	1,800
March	488	202	690	1,403	291	1,694
3rd Quarter Total	1,507	604	2,111	4,446	861	5,307
April	271	100	371	660	131	791
May	545	230	775	1,584	234	1,818
June	675	313	988	2,092	221	2,313
4th Quarter Total	1,491	643	2,134	4,336	586	4,922
<b>Annual Total</b>	<b>6,703</b>	<b>2,861</b>	<b>9,564</b>	<b>\$20,258</b>	<b>\$3,843</b>	<b>\$24,101</b>

Source: FDOT Office of the Comptroller (Annual Toll Revenue) and Turnpike Enterprise Finance Office. These data will not match the audited data maintained by the Mid-Bay Bridge Authority due to difference in fiscal year periods.

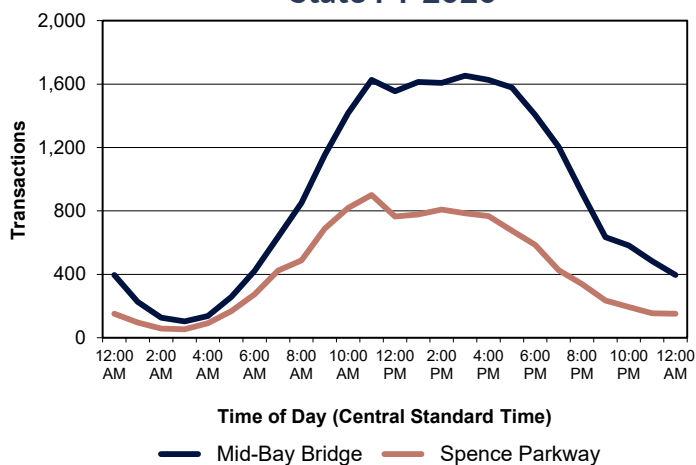
Note: Transactions represent toll-paying and non-revenue traffic at Mid-Bay Bridge and the Spence Parkway plazas.

peak hour from 7:00 a.m. to 8:00 a.m. while, during the same time period, over 700 vehicles used the Parkway. In the evening peak period approximately 1,700 vehicles used the Bridge and over 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 early 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 2020**



**Typical Hourly Weekend Transactions  
State FY 2020**



Source: Data obtained from Turnpike Enterprise Finance Office for the 7-day period beginning Monday, October 7, 2019.

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

The monthly transaction variations for the Bridge and the Parkway in FY 2020 are analyzed in **Table 7.3**. The overall two-way Annual Average Daily Traffic (AADT) for the combined Bridge and Parkway for FY 2020 was 26,100. The peak season typically occurs between May and August with July traffic the highest above the average. Typically, the lowest transaction levels

**Table 7.3 - Mid-Bay Bridge Authority  
Seasonal Transaction Variation  
State FY 2020**

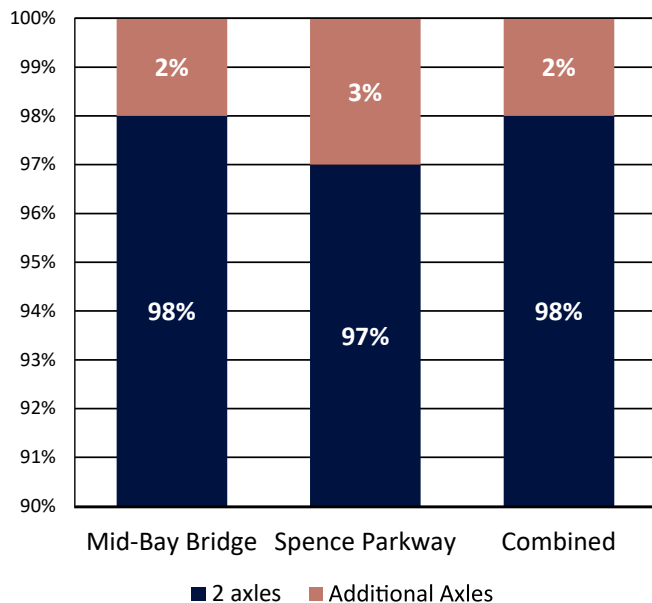
Month	Average Daily Transactions			Seasonal Factor*
	Mid-Bay Bridge	Spence Parkway	Total	
July 2019	24,200	11,500	35,700	1.37
August	21,500	9,800	31,300	1.20
September	19,500	8,600	28,100	1.08
October	19,600	8,700	28,300	1.08
November	18,000	7,100	25,100	0.96
December	18,000	6,800	24,800	0.95
January 2020	16,400	6,500	22,900	0.88
February	17,600	7,000	24,600	0.94
March	15,700	6,500	22,200	0.85
April	9,000	3,300	12,300	0.47
May	17,600	7,400	25,000	0.96
June	22,500	10,400	32,900	1.26
<b>AADT</b>	<b>18,300</b>	<b>7,800</b>	<b>26,100</b>	<b>1.00</b>

\* Impacted by COVID-19 beginning March 2020.

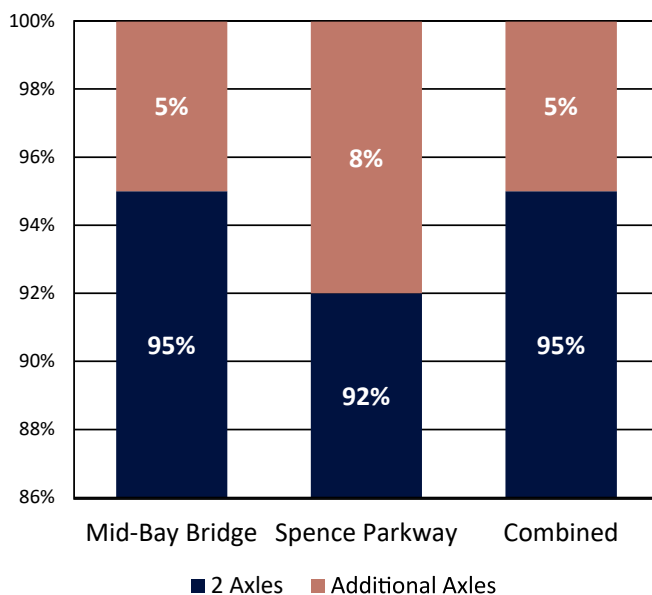
occur from November through February, as it is the off-season for tourists and seasonal residents in northwest Florida. However, the pandemic interrupted this predictable trend in seasonality and reliance on these seasonal factors should be limited for FY 2020, especially for the period March through May which usually experiences higher traffic volumes than shown.

The traffic and revenue contributions from trucks on the Bridge, the Parkway and the combined facilities are shown in **Graph 7.2**. For FY 2020, 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 revenue collected from truck traffic amounted to five percent of the total on the Bridge, eight percent on the Parkway and five percent on the combined facilities. In terms of actual amounts, vehicles with three or more axles provided approximately \$1.0 million on the Bridge, \$309 thousand on the Parkway and \$1.3 million total.

**Graph 7.2 Mid-Bay Bridge Authority Transactions by Axle Class State FY 2020**



**Revenue Contribution by Axle Class State FY 2020**



### 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 2020

is shown in **Table 7.4**. As indicated, SunPass® transactions totaled approximately 6.2 million, resulting in a participation rate of nearly 65 percent. Individually, the SunPass® participation rate on the Bridge during FY 2020 was 66 percent while on the Parkway the participation rate was 61 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. The large percentage share in SunPass® traffic and revenue in April is due to less recreation travel at the onset of the pandemic; thereby prompting commuters to represent a larger share of the traffic volume. As the State reopened for business, recreation travel serving Florida's pristine beaches improved. Further, as a safety precaution, the State temporarily removed manual toll collection (i.e., cash) on the Bridge during the height of the pandemic. Manual toll collection resumed on May 18, 2020.

**Table 7.4 - Mid-Bay Bridge Authority Transactions by Payment Method State FY 2020**

Month	Transactions (000)			Percent SunPass®
	SunPass®	Non-SunPass®	Total	
July 2019	609	497	1,106	55.1%
August	592	379	971	61.0
September	547	297	844	64.8
October	569	307	876	65.0
November	529	224	753	70.3
December	547	222	769	71.1
January 2020	518	191	709	73.1
February	508	204	712	71.3
March	457	233	690	66.2
April	275	96	371	74.1
May	476	299	775	61.4
June	540	448	988	54.7
<b>Total</b>	<b>6,167</b>	<b>3,397</b>	<b>9,564</b>	
<b>Percentage</b>	<b>64.5%</b>	<b>35.5%</b>	<b>100.0%</b>	

Source: Turnpike Enterprise Finance Office.

Notes: Non-SunPass® transactions represent toll-paying and non-revenue transactions.

**Table 7.5** shows SunPass® revenue on the Bridge and the Parkway is approximately \$14.5 million, 60 percent of all revenue collected on the System. The SunPass® 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® revenue percentage is lower than the SunPass® transaction percentage due to the lower (discounted) toll paid by two-axle SunPass® customers.

**Table 7.5 - Mid-Bay Bridge Authority  
Gross Toll Revenue by Payment Method  
State FY 2020**

Month	Gross Toll Revenue (\$000)			Percent SunPass®
	SunPass® <sup>(1)</sup>	Non-SunPass®	Total	
July 2019	\$1,435	\$1,527	\$2,962	48.4%
August	1,377	1,166	2,543	54.1
September	1,268	916	2,184	58.1
October	1,341	945	2,286	58.7
November	1,221	689	1,910	63.9
December	1,313	674	1,987	66.1
January 2020	1,237	576	1,813	68.2
February	1,198	602	1,800	66.6
March	1,093	601	1,694	64.5
April	616	175	791	77.9
May	1,171	647	1,818	64.4
June	1,254	1,059	2,313	54.2
<b>Total</b>	<b>\$14,524</b>	<b>\$9,577</b>	<b>\$24,101</b>	
<b>Percentage</b>	<b>60.3%</b>	<b>39.7%</b>	<b>100.0%</b>	

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

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

## 7.4 FY 2020 Expenses and Liabilities

Historical operating and routine maintenance expenses from FY 2010 through FY 2020 are presented in **Table 7.6**. Operating expenses have increased from approximately \$2.0 million in FY 2010 to \$3.7 million in FY 2020. The significant increase beginning in FY 2014 is due to the opening of the Parkway and overall growth in

**Table 7.6 - Mid-Bay Bridge Authority  
Florida Department of Transportation  
Historical Operating and Routine  
Maintenance Expenses  
State FY 2010 through State FY 2020**

Fiscal Year	Operating Expense (\$000)	Routine Maintenance Expense <sup>(1)</sup> (\$000)	Total O&M Expenses (\$000)
2010	\$1,971	\$167	\$2,138
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 <sup>(2)</sup>	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

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.

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 increase in FY 2020 is attributed to a higher cost of full year processing and mailing invoices. During the same period, routine maintenance expenses increased from \$167 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 \$2.1 million in FY 2010 to \$4.4 million in FY 2020.

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

## ENTERPRISE TOLL OPERATIONS

maintenance expenses, approximately \$8.5 million in periodic maintenance and capital improvement expenses were incurred during FY 2020 for bridge repairs and toll system enhancements.

A comparison between actual and budgeted operating and routine maintenance expenses for FY 2020 is presented in **Table 7.7**. Actual operating expenses of \$3.7 million were more than the FY 2020 budget due to higher than anticipated invoice processing cost. Actual routine maintenance expenses were approximately the same as the FY 2020 budget. Overall, operating and routine maintenance expenses for FY 2020 were \$292 thousand higher than budgeted amounts.

**Table 7.7 - Mid-Bay Bridge Authority  
Florida Department of Transportation  
Operating and Routine Maintenance  
Expenses  
State FY 2020**

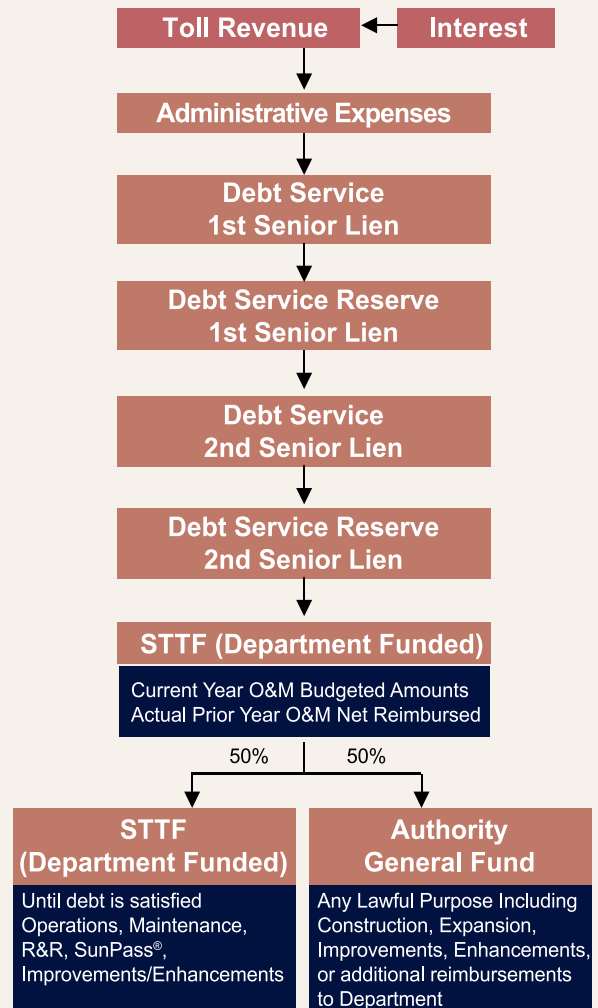
Type of Expense	Budget (\$000)	Actual (\$000)	Over/ (Under) (\$000)	Variance
Operating	\$3,374	\$3,667	\$293	8.7%
Routine Maintenance	782	781	(1)	(0.1)
<b>Total</b>	<b>\$4,156</b>	<b>\$4,448</b>	<b>\$292</b>	<b>7.0%</b>

Source: FDOT Office of the Comptroller, Turnpike Enterprise Finance Office and the FY 2019 Enterprise Toll Operations Traffic Engineer's Annual Report.

As reflected in **Figure 7.2**, moneys in excess of the current 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 2020 State Transportation Trust Fund (STTF) long-term liability is presented in **Table 7.8**. FY 2020 additions to

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



**Table 7.8 - Mid-Bay Bridge Authority  
STTF Long-Term Liability  
State FY 2020**

Transaction	Amount (\$000)
Balance, July 1, 2019	\$2,374
Prior Period Adjustments <sup>(1)</sup>	(\$108)
Adjusted Balance, July 1, 2019	\$2,266
Additions <sup>(2)</sup>	12,992
Reductions <sup>(3)</sup>	(5,464)
Balance, June 30, 2020	\$9,794

Source: FDOT Office of the Comptroller.

(1) Prior year misclassification.

(2) Additions represent increases in the long-term liability due to O&M expenses and improvements, most notably unscheduled life-cycle repairs and replacements to post-tensioning within the Mid-Bay Bridge.

(3) Reductions represent monthly wires for O&M and annual distributions from revenue fund.

the liability totaled approximately \$13.0 million. During FY 2020, \$5.5 million was reimbursed to the Department which comprised of \$3.6 million for operating and maintenance expenses, and \$1.9 million applied to the long-term liability.

## 7.5 Noteworthy Events

In response to Hurricane Sally, cash toll collection at the Bridge was suspended from September 15, 2020 through September 17, 2020 to ensure safety of the toll collectors. During this period, cash customers were billed via the TOLL-BY-PLATE® collection method.

Traffic on Florida's roads and bridges continues to recover from the impacts of the COVID-19 pandemic. However, traffic volumes on most toll facilities in Florida have 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.

## 7.6 Expense Forecasts

The Department's projected operating and maintenance expenses for FY 2021 through FY 2031 are shown in **Table 7.9**. The operating expenses in FY 2021 are projected to be lower than FY 2020 actual due in part to reduced payment card processing and SunPass operation costs (see **Appendix C** for a detailed description of the operating expense budget). Subsequent to FY 2021, operating expenses are projected to grow at 2.5 percent annually to allow for inflation.

Routine Maintenance expenses are provided by the Department's Office of Project Finance through FY 2026. Subsequent years have been increased at 2.5 percent annually through FY 2031. Similarly, FY 2021 Periodic Maintenance

expenses are provided by the Department's Office of Project Finance and increased at approximately 2.5 percent annually thereafter.

**Table 7.9 - Mid-Bay Bridge Authority  
Florida Department of Transportation  
Projected Operating and Maintenance  
Expenses  
State FY 2021 through State FY 2031**

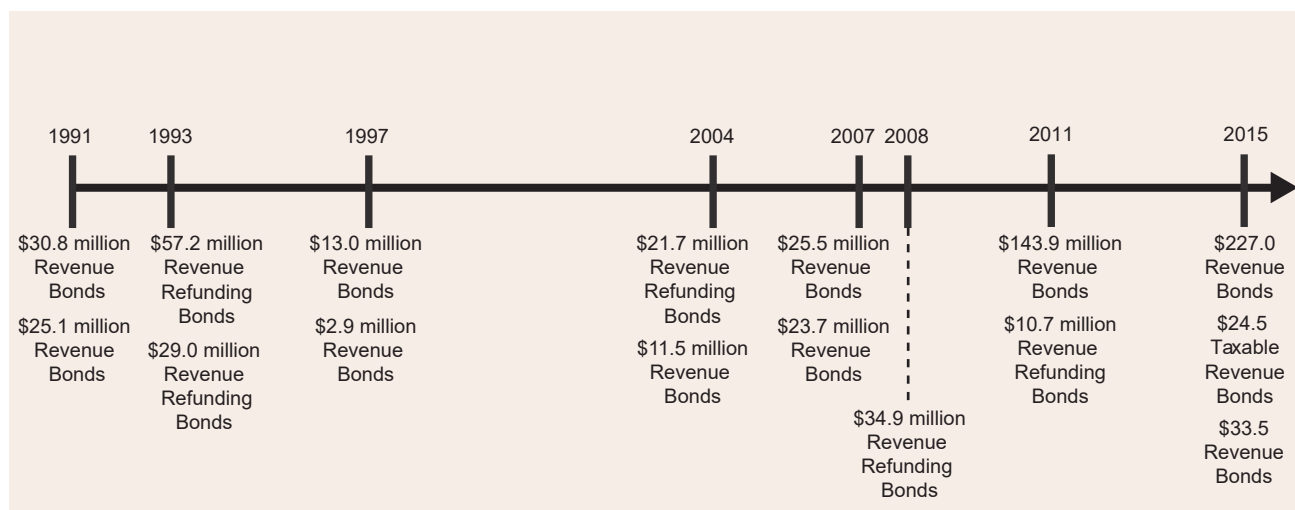
Fiscal Year	Operating Expense (\$000)	Maintenance Expenses		Total O&M Expenses (\$000)
		Routine (\$000)	Periodic <sup>(1)</sup> (\$000)	
2021	\$3,403	\$785	\$51	\$4,239
2022	3,488	785	52	4,325
2023	3,575	788	54	4,417
2024	3,664	854	55	4,573
2025	3,756	727	56	4,539
2026	3,850	745	58	4,653
2027	3,946	764	59	4,769
2028	4,045	783	61	4,889
2029	4,146	802	62	5,010
2030	4,250	822	64	5,136
2031	4,356	843	65	5,264

Note: Operating expenses are based on the budget developed by Turnpike Enterprise Finance Office for FY 2021 and inflated at 2.5 percent annually.  
<sup>(1)</sup> Periodic maintenance expenses for FY 2021 were provided by the FDOT Project Finance Office and increased at 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, 2020, bonds in the principal amount of \$261.3 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.