

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Fiscal Policy

BILL: CS/CS/SB 114

INTRODUCER: Fiscal Policy Committee; Transportation Committee; and Senator Montford

SUBJECT: Transportation Facility Designations

DATE: February 10, 2016

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Price</u>	<u>Eichin</u>	<u>TR</u>	<u>Fav/CS</u>
2.	<u>Pace</u>	<u>Hrdlicka</u>	<u>FP</u>	<u>Fav/CS</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/CS/SB 114 creates 31 honorary designations of transportation facilities around the state and directs the Florida Department of Transportation to erect suitable markers designating the transportation facilities. The bill also amends two previously enacted designations.

The expected fiscal impact to erect the designation markers required under the bill is \$33,000.

II. Present Situation:

Section 334.071, F.S., provides that legislative designations of transportation facilities are for honorary or memorial purposes, or to distinguish a particular facility. Such designations are not to be construed as requiring any action by local governments or private parties regarding the changing of any street signs, mailing addresses, or 911 emergency telephone number system listings, unless the legislation specifically provides for such changes.¹

When the Legislature establishes road or bridge designations, the Florida Department of Transportation (FDOT) is required to place markers only at the termini specified for each highway segment or bridge designated by the law creating the designation, and to erect any other markers it deems appropriate for the transportation facility.²

¹ Section 334.071(1), F.S.

² Section 334.071(2), F.S.

The FDOT may not erect the markers for honorary road or bridge designations unless the affected city or county commission enacts a resolution supporting the designation. When the designated road or bridge segment is located in more than one city or county, resolutions supporting the designations must be passed by each affected local government prior to the erection of the markers.³

III. Effect of Proposed Changes:

Section 1 of the bill creates the following 31 honorary transportation facility designations around the state and directs the FDOT to erect suitable markers for each of the designations:

Private First Class Joey Moody Bridge

Upon completion of replacement construction, bridge No. 380096 on U.S. 221/S.R. 55 over the Econfina River in Taylor County is designated as “Private First Class Joey Moody Bridge.”

Private First Class Joey Moody grew up in Shady Grove on the Econfina River. He attended Shady Grove Grammar School and graduated from Taylor County High School before attending the University of Florida. On June 21, 1952, PFC Moody, serving in Korea, was one of three men sent into enemy fire to repair a crucial communications line and lost his life when a mortar round exploded. He was posthumously awarded the National Defense Service Medal, the Korean Combat Medal, the Korean Battle Medal, and the Purple Heart.

Corporal Joseph R. Bertrand Memorial Highway

The portion of S.R. 80 between Hickey Creek Road and Carter Lane in Lee County is designated as “Corporal Joseph R. Bertrand Memorial Highway.”

Corporal Joseph R. Bertrand was a member of the Florida Highway Patrol who served the citizens of Florida for 16 years. On December 22, 1967, Corporal Bertrand was shot and killed while conducting a driving-under-the-influence investigation on State Road 80 in Fort Myers, Florida.

Lieutenant Benedict J. Thomas Memorial Highway

The portion of Interstate 75/S.R. 93A between Fowler Avenue and Fletcher Avenue in Hillsborough County is designated as “Lieutenant Benedict J. Thomas Memorial Highway.”

Lieutenant Benedict J. Thomas was a member of the Florida Highway Patrol who served the citizens of Florida for 11 years. On June 9, 1989, Lieutenant Thomas was struck and killed by a passing car while walking back to his vehicle after investigating an abandoned vehicle on Interstate 75 in Tampa, Florida.

³ Section 334.071(3), F.S.

Trooper Patrick Ambroise Memorial Highway

The portion of the Homestead Extension of the Florida Turnpike/S.R. 821 between mile marker 34 and mile marker 36 in Miami-Dade County is designated as “Trooper Patrick Ambroise Memorial Highway.”

Trooper Patrick Ambroise was a member of the Florida Highway Patrol who served the citizens of Florida for four years. On May 15, 2010, while parked in his patrol vehicle on the shoulder of northbound State Road 821, a passing vehicle veered onto the paved emergency shoulder and struck the left rear section of the patrol vehicle, killing Trooper Ambroise.

SP4 Robert Clifford Millender Memorial Highway

The portion of U.S. 98/S.R.30 between Ryan Drive/W. 11th Street and N.E./S.E. 12th Street in Franklin County is designated as “SP4 Robert Clifford Millender Memorial Highway.”

SP4 Robert Clifford Millender was inducted into the United States Army on August 7, 1968. After boot camp training, he was transferred to Vietnam, where he served for two months before being injured in a land mine explosion. He was cared for at Walter Reed General Hospital and was discharged from the Army on July 22, 1969. SP4 Millender died of his war-related injuries on January 14, 1970. He received the Purple Heart, the National Defense Service Medal, and the Vietnam Service Medal.

Lauren F. Book Boulevard

The portion of U.S. 1/S.R. 5/N. Federal Highway between S.R. 842/Broward Boulevard and S.R. 838/Sunrise Boulevard in Broward County is designated as “Lauren F. Book Boulevard.”

Lauren F. Book is the founder and Chief Executive Officer of Lauren’s Kids. Lauren’s Kids educates adults and children about sexual abuse prevention through in-school curricula, awareness campaigns, and speaking engagements around the country and the world. The organization also leads an annual, statewide awareness walk, called “Walk in My Shoes,” and provides more than seven million education and awareness materials statewide through direct mail every year.

C.K. Steele Memorial Highway

The portion of S.R. 371/373/Orange Avenue between S.R. 263/Capital Circle and S.R. 61/Monroe Street in Leon County is designated as “C.K. Steele Memorial Highway.”

In 1956, 38 year-old C.K. Steele moved to Tallahassee where he served as minister at the Bethel Baptist Church until his death in 1980. He organized a bus boycott in Tallahassee in 1956 after two black college students were arrested for sitting in the “whites only” section of a city bus, which led to the successful integration of bus service in the community. He also worked to integrate Tallahassee’s schools, restaurants, theaters, and other public facilities. He became a national figure in the civil rights movement, helping to organize the Southern Christian

Leadership Conference and serving as its vice-president. He participated in many national civil rights protests, including the famous march in Selma, Alabama.

Danny A. Pino Way

The portion of U.S. 90/S.R. 10 between N. Woodward Avenue and Wadsworth Street in Leon County is designated as “Danny A. Pino Way.”

Danny A. Pino was born in Miami-Dade County in 1995 and aspired to serving his country and becoming a professional baseball player. After playing baseball for the United States Merchant Marine Academy, Danny returned home to study at Florida International University, where he joined the ROTC and received his uniform on September 11, 2014. Danny was struck by a car while visiting Tallahassee and passed away on September 28, 2014. His final act was the donation of his organs to two boys, ages 7 and 12, and a 63-year-old man.

Emmitt G. Coakley Memorial Highway

The portion of U.S. 1/S.R. 15 between 5th Avenue and C.R. 108 in Nassau County is designated as “Emmitt G. Coakley Memorial Highway.”

Emmitt G. Coakley was a teacher, mentor, and principal in Nassau County who retired after 30 years of service. He returned as a substitute teacher for an additional 23 years. He served his community in many ways, including 30 years on the Nassau County Planning and Zoning Board and nine years on the Conditional Use and Variance Board. He was an active member of the Retired Teachers’ Association of Nassau County, Chairman of the Deacon Ministry of Second Baptist Church, and served his country as a member of the United States Army.

Potter’s Field Memorial Highway

The portion of Interstate 95/S.R. 9 between W. Broward Boulevard/S.R. 842 and W. Sunrise Boulevard/S.R. 838 in Broward County is designated as “Potter’s Field Memorial Highway.”

In May of 2015, a news article reported that at least 65 bodies buried are beside Interstate 95 near Sunrise Boulevard in Broward County and that some unmarked graves may have been paved over when the highway was originally built. The article reports in part:

The graves are in a potter’s field that was part of the five-acre Woodlawn Cemetery, established in the 1920s because blacks during segregation were not allowed to bury their loved ones in the main cemeteries. The state now owns some of that land, which it uses as a right-of-way for the highway. Only a chain-link fence separates the neglected, decaying markers from the road... The cemetery is eligible for listing with the National Register of Historic Places.

The article quotes a county commissioner: “We need to ensure that there is some memorialization of what is there, a historic site that means a lot to a lot of people.”⁴

⁴ See The SunSentinel, *Did the State Pave Over Graves to Build I-95?*, (May 24, 2015) available at: <http://www.sun-sentinel.com/local/broward/fl-95-woodlawn-cemetery-20150524-story.html> (last visited Feb. 5, 2016).

Purple Heart Trail

The portion of S.R. 60 between the Hillsborough County line and Mandalay Avenue in Pinellas County is designated as “Purple Heart Trail.”

According to the Purple Heart website:

The purpose of the Purple Heart Trail is to create a symbolic and honorary system of roads, highways, bridges, and other monuments that give tribute to the men and women who have been awarded the Purple Heart medal...Signs placed at various locations annotate those roads and highways where legislation has been passed to designate parts of the national road system as “The Purple Heart Trail.”⁵

Elizabeth Inez and Elijah Davis Highway

The portion of S.R. 35/N.E. 58th Avenue between C.R. 314/N.E. 7th Street and S.E. 20th Street in Marion County is designated as “Elizabeth Inez and Elijah Davis Highway.”

Elizabeth Inez Davis was a devoted children’s advocate and community leader in the Ocala area. She founded the Mount Canaan Community Youth Center. Ms. Davis passed away on December 6, 2002. Elijah Davis volunteered for over 60 years at the Mount Canaan Community Youth Center and still volunteers at the age of 102.⁶

Mary Ellen Hawkins Street

The portion of Golden Gate Parkway between U.S. 41/S.R. 45/Tamiami Trail and C.R. 851 in Collier County is designated as “Mary Ellen Hawkins Street.”

Mary Ellen Hawkins was Collier County’s first female state representative. She served in the Florida House of Representatives from 1974 to 1994 and subsequently remained active in promoting and improving her community.

Col. William W. Wood Memorial Highway

The portion of S.R. 368 between U.S. 98/S.R. 30 and S.R. 390 in Bay County is designated as “Col. William W. Wood Memorial Highway.”

Col. William W. Wood was a regular United States Army Soldier assigned to the Army National Guard’s 1st Battalion, 184th Infantry Regiment. He was a Lt. Colonel while directing security operations following an explosion when another bomb went off in Baghdad, Iraq. He died on October 27, 2005, leaving his wife and daughter, and was posthumously promoted to Colonel.

⁵ See The Military Order of the Purple Heart, *Purple Heart Trail Program*, available at: <http://www.purpleheart.org/PHTrail/> (last visited Feb. 5, 2016).

⁶ See Ocala.com, *Siblings Want Road Named for 101-year-old Dad, Late Mom*, (March 21, 2105) available at: <http://www.ocala.com/article/20150321/articles/150329938> (last visited Feb. 5, 2016).

Deputy Scott Pine Way

The portion of C.R. 435/Apopka Vineland Road between Old Winter Garden Road and C.R. 439/Conroy-Windermere Road in Orange County is designated as “Deputy Scott Pine Way.”

Deputy Scott Pine took his oath as Deputy Sheriff on May 23, 2011, promising to protect and defend the citizens of Orange County. He was named the Deputy of the Month in 2014 and was encouraged to assist and mentor new assigned deputies. On February 11, 2014, Deputy Pine was working patrol on the midnight shift when he responded to a call of vehicle burglary. Upon arrival at the scene, Deputy Pine gave chase to a suspect, and the suspect shot Deputy Pine. He succumbed to his injuries, leaving his wife and three young children.

Pat Frank Road

The portion of East Street between E. Twiggs Street and U.S. 41B/S.R. 60/E. Kennedy Boulevard in Hillsborough County is designated as “Pat Frank Road.”

A former chair of the Hillsborough County Board of County Commissioners, and, currently, the Hillsborough County Clerk of the Circuit Court, Pat Frank is noted for her distinguished career in public service. Starting with her election to the Hillsborough County School Board which she later chaired, voters then sent her to the Florida House of Representatives, followed by the Florida Senate for a decade. Lauded for her legislative service, she was the first woman to receive recognition as a House “Most Effective First Term Member” and, later, as “Most Respected Senator,” and has received over 50 awards for her public service and volunteer activities.

Sandra Warshaw Freedman Street

The portion of N. Franklin Street between E. Twiggs Street and U.S. 41B/S.R. 60/E. Kennedy Boulevard in Hillsborough County is designated as “Sandra Warshaw Freedman Street.”

On July 16, 1986, Sandra Warshaw Freedman became Tampa’s first woman mayor and broke a glass ceiling by appointing many minorities and women to top management positions in city government. She also organized Tampa’s first march against hate crimes and banned city employees from using racist, sexist, and religious slurs.

Helen Gordon Davis Boulevard

The portion of Davis Boulevard between Adalia Avenue and Adriatic Avenue in Hillsborough County is designated as “Helen Gordon Davis Boulevard.”

Helen Gordon Davis was born in New York City and moved to Tampa in 1948. In 1952, she was the first white woman in Florida to join the NAACP. Ms. Davis founded Florida’s first women’s center in 1971, and in 1974, she was the first woman elected from Hillsborough County to the Florida House of Representatives. She was reelected for six consecutive terms and, in 1988, was elected to the Florida Senate. Ms. Davis served as a Florida legislator for almost two decades and she championed the civil rights of women and minorities.

Francisco Rodriguez Avenue

The portion of N. Willow Avenue between W. Cypress Street and W. Cass Street in Hillsborough County is designated as “Francisco Rodriguez Avenue.”

The son of a Cuban cigar maker, Francisco Rodriguez was a key organizer in the civil rights movement in the late 1950’s. Prior to becoming a prominent civil rights attorney, Mr. Rodriguez was a school teacher and a U.S. Marine, barred from officer training because of his skin color (though he still applied). He later became a leader with the NAACP and led the fight in the courts to end segregation in Hillsborough County’s schools, parks, and other public facilities.

Olympian Theresa Manuel Way

The portion of N. Garcia Avenue between W. Palm Avenue and W. Ross Avenue in Hillsborough County is designated as “Olympian Theresa Manuel Way.”

Theresa Manuel was a National AAU Junior 80-meter hurdles champion and was a member of the junior 400-meter relay team that won the championship. She won the National AAU senior 50-meter hurdles championship in which she set a new indoor record in Chicago on April 24, 1948. She was a member of the United States 1948 Olympic Team.

Vyrle Davis Avenue

The portion of U.S. 19A/S.R. 595/5th Avenue N. between 25th Street N. and 28th Street N. in Pinellas County is designated as “Vyrle Davis Avenue.”

Vyrle Davis was St. Petersburg High School’s first black principal, later becoming the county’s first black area superintendent. He founded the Ebony Scholars program in 1984, which has awarded high-achieving black students more than \$500,000 in scholarships. He founded COQUEB and AVEREC, which advocate for quality education of black students and voter education, respectively.

Lee Klein Way

The portion of S.R. 973/87th Avenue between S.R. 94/Kendall Drive and S.W. 92nd Street in Miami-Dade County is designated as “Lee Klein Way.”

Lee Klein began her career as a volunteer charity worker for children’s causes in 1956 and, in 1965, founded what is now known as the Children’s Cancer Caring Center. Ms. Klein serves as the Chief Executive Officer, Chairman of the Board, and Patient Program Director of the Center. She has received numerous awards for her work on behalf of children with cancer.

Sergeant Marvin L. Roberts Memorial Highway

The portion of S.R. 19 between S.R. 50 and C.R. 478/Cherry Lake Road in Lake County is designated as “Sergeant Marvin L. Roberts Memorial Highway.”

Sergeant Roberts graduated in 1942 from Groveland High School in Groveland, Florida. He married his high school sweetheart before enlisting in the United States Army in February 1943. He lost his life fighting in the Battle of the Bulge on January 15, 1945. He was honored with the Invasion Bronze Arrow-Head, Bronze Star, two Presidential Unit Citations, and the Purple Heart, among other recognitions.

John Jacob ‘JJ’ Curry Memorial Highway

The portion of U.S. 17/S.R. 15 between Golden Hills Boulevard and Lake Winona Road in Volusia County is designated as “John Jacob ‘JJ’ Curry Memorial Highway.”

John Jacob “JJ” Curry was a 30 year old firefighter in Volusia County, having received his Emergency Medical Technician certification in March of 2006 and completed his Certificate of Compliance in Fire Standards and Training in September of 2006. Firefighters were practicing with chainsaws on November 27, 2007, when a tree fell on him. Emergency responders were unable to save him. Married and the father of two, he had been a member of the fire department for just 10 months.

Nona and Popa Road

The portion of the San Juan Street Extension in Anastasia State Park between Santander Street and Park Road in St. Johns County is designated as “Nona and Popa Road.”

This designation is in honor of all grandmothers and grandfathers who take grandchildren to state parks.

Irene U. Hooper Memorial Bridges

The pair of bridges (Nos. 900110 and 900111) over Pine Channel on U.S. 1/S.R. 5 in Monroe County are designated as the “Irene U. Hooper Memorial Bridges.”

In 1966, Irene U. Hooper began her life-long leadership and service career by developing “Seacamp,” a year round, non-profit marine science camp and educational facility located on Big Pine Key. Today, campers 12 – 17 years old continue to enjoy numerous activities in marine science education. From 1968 to 1971, she successfully spearheaded the effort to earn an aquatic preserve designation for Coupon Bight in the Florida Keys. Over the years, her leadership and service earned her numerous recognitions, including the national Take Pride in America Award in 1986, the Florida Governor’s Environmental Education Award in 1993, and the League of Environmental Educators in Florida Founders Award for Education Leadership in 1996.

Stanley G. Tate Boulevard

The portion of S.R. 922 from N.E. 10th Avenue E. to the North Miami city limits in Miami-Dade County is designated as “Stanley G. Tate Boulevard.”

Stanley G. Tate has been a North Miami business owner for over 30 years. He has been actively involved in both civic and charitable organizations and devoted extensive time to service on

various boards and organizations. He has been honored multiple times for his service, including the Arete Award for Volunteer Advocate of the Year.

Robert L. Shevin Memorial Boulevard

The portion of Miami Avenue between N.E. 5th Street and U.S. 41/S.R. 90/S.E. 7th Street in Miami-Dade County is designated as “Robert L. Shevin Memorial Boulevard.”

Robert L. Shevin was elected to the Florida House of Representatives in 1964 and served in the Florida Senate from 1966 to 1970. He served as Florida’s Attorney General from 1971-1979. In 1996, Governor Lawton Chiles appointed him to the Third District Court of Appeal, where he served with distinction until early 2005. He passed away on July 11, 2005.

Joe C. Peavy Highway

The portion of S.R. 53 from U.S. 90 to the Georgia state line in Madison County is designated as “Joe C. Peavy Highway.”

Joe. C. Peavy served as Madison County Sheriff from 1968 until 1996.

Senator Paul B. Steinberg Bridge

Bridge No. 870054 on S.R. 112/W. 41st Street/Arthur Godfrey Rd. in Miami Beach is designated as the “Senator Paul B. Steinberg Bridge.”

Senator Steinberg served in the Florida House of Representatives from 1972-1978 and in the Florida Senate from 1978-1982. Mr. Steinberg’s law office has been adjacent to the bridge for over 30 years.

Dr. Pat’s Alley

The northbound terminus of S.R. 30-A at E. U.S. 98/S.R. 30 in Gulf County is designated as “Dr. Pat’s Alley.”

Dr. Pat Hardman is recognized by Gulf County as a knowledgeable and valuable contributor of input into county operations, resulting in numerous positive impacts for Gulf County citizens. She has served on many committees and advisory boards over the years at the request of the county. Dr. Hardman is said to be responsible for initiating the northern egress lane of State Road 30-A at U.S. 98.

Section 2 of the bill revises a previously enacted designation, the “Broad Causeway Boulevard” in Miami-Dade County, to the “Shepard Broad Causeway.” The Broad Causeway was designated in honor of Shepard Broad, the founder of Bay Harbor Islands. The Town of Bay Harbor Islands and the Miami-Dade County Commission have requested the designation be revised to reflect his full name.

Section 3 of the bill also revises a previously enacted designation, “Larcenia Bullard Way,” to “Senator Larcenia J. Bullard Way,” in honor of the late Senator Larcenia J. Bullard.

Section 4 provides that the bill takes effect on July 1, 2016.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The estimated cost to erect or revise the designation markers required under this bill is \$33,000. According to the FDOT, two markers are required for each designation, including the revised signs, for a total of 66 signs at a cost of no less than \$500 each. The estimate includes sign fabrication, installation, and maintenance over time, as well as revising the text on the signs for the 2 amended designations, but does not include any additional expenses related to maintenance of traffic, dedication event costs, or replacement necessitated by damage, vandalism, or storm events.⁷

VI. Technical Deficiencies:

None.

⁷ FDOT, *SB 114 2016 Legislative Bill Analysis* (Aug. 17, 2015) (on file with the Senate Fiscal Policy Committee).

VII. Related Issues:

The FDOT advises the following designations are not located on the State Highway System:

- Mary Ellen Hawkins Street;
- Deputy Scott Pine Way;
- Pat Frank Road;
- Sandra Warshaw Freedman Street;
- Helen Gordon Davis Boulevard;
- Francisco Rodriguez Avenue;
- Olympian Theresa Manuel Way;
- Nona and Popa Road; and
- Robert L. Shevin Memorial Boulevard.

VIII. Statutes Affected:

This bill creates an undesignated section of Florida law.

This bill amends section 1 of chapter 26497, Laws of Florida (1951) and section 1 of chapter 2014-228, Laws of Florida.

IX. Additional Information:

- A. **Committee Substitute – Statement of Substantial Changes:**
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS/CS by Fiscal Policy on February 10, 2016:

The committee substitute:

- Deletes a duplicate designation;
- Deletes the designation of “Murray Kalish Way” in Palm Beach County;
- Deletes the designations of “Andre Fladell Avenue” in Palm Beach County;
- Adds a designation for “Dr. Pat’s Alley” in Gulf County; and
- Adds a designation for “Senator Paul B. Steinberg Bridge” in Miami Beach.

CS by Transportation on February 4, 2016:

The CS adds three designations:

- “Murray Kalish Way” in Palm Beach County.
- “Andre Fladell Avenue” in Palm Beach County.
- “Joe C. Peavy Highway” in Madison County.

- B. **Amendments:**

None.