

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** CS/HB 171 Transportation Facility Designations  
**SPONSOR(S):** Government Accountability Committee; Williamson, Drake and others  
**TIED BILLS:** IDEN./SIM. **BILLS:** SB 358

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Transportation & Infrastructure Subcommittee	12 Y, 0 N	Johnson	Vickers
2) Transportation & Tourism Appropriations Subcommittee	12 Y, 0 N	Davis	Davis
3) Government Accountability Committee	22 Y, 0 N, As CS	Johnson	Williamson

### SUMMARY ANALYSIS

State law authorizes legislative designations of transportation facilities for honorary or memorial purposes or to distinguish a particular facility. The legislative designations do not officially change the current names of the facilities, nor does the law require local governments and private entities to change street signs, mailing addresses, or 911 emergency telephone system listings.

The bill creates 28 honorary designations for various transportation facilities across the state and directs the Department of Transportation (DOT) to erect suitable markers for each of the designations.

DOT estimates a \$28,000 negative fiscal impact to the State Transportation Trust Fund associated with erecting the suitable markers for the designations. The cost can be absorbed within existing DOT resources.

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

##### **Current Situation**

Section 267.062, F.S., provides for the naming of state buildings and other facilities. The statute provides that except as specifically provided by law, state buildings, roads, bridges, parks, recreational complexes and other similar facilities may not be named for a living person.

Section 334.071, F.S., authorizes legislative designations of transportation facilities for honorary or memorial purposes or to distinguish a particular facility. The legislative designations do not officially change the current names of the facilities nor does the statute require local governments and private entities to change street signs, mailing addresses, or 911 emergency telephone-number system listings.

The Department of Transportation (DOT) must place a marker at each termini or intersection of an identified road or bridge and erect other markers it deems appropriate for the transportation facility. The appropriate city or county commission must pass a resolution in support of a particular designation before road markers are erected. Additionally, if the designated road segment extends through multiple cities or counties, a resolution must be passed by each affected local government.

##### **Proposed Changes**

###### Designations

The bill creates the following honorary designations of transportation facilities:

**Subsection 1** designates that portion of S.R. 4 between Munson Highway and S.R. 189 in Santa Rosa and Okaloosa Counties as “Senator Greg Evers Memorial Highway.”

Senator Greg Evers was a fifth-generation northwest Floridian whose primary career was in agriculture. He served in the Florida House of Representatives from 2001 to 2010 and in the Florida Senate from 2010 to 2016. Throughout his legislative career, Senator Evers was recognized as a champion for law enforcement, first responders, and veterans. Senator Evers passed away on August 22, 2017.

**Subsection 2** designates that portion of U.S. 90/S.R. 10 between S.R. 285 and N. 9th Street/S.R. 83 N. in Walton County as “Lieutenant Ewart T. Sconiers Highway.”

Lieutenant Ewart T. Sconiers was born and raised in DeFuniak Springs and attended the University of Florida. He was shot down and captured by the Germans on October 21, 1942. He was imprisoned in German-occupied Poland and passed away there on January 24, 1944. In April 2017, his remains were found and positively identified. On January 27, 2018, Lieutenant Sconiers was buried in DeFuniak Springs with full military honors.

**Subsection 3** designates that portion of S.R. 9336/S.W. 344th Street/W. Palm Drive between S.W. 192nd Avenue/Tower Road and S.W. 177th Avenue/S. Krome Avenue in Miami-Dade County as “Steve Mainster Memorial Drive.”

Steve Mainster was the Executive Director of Centro Campesino-Farmworker Center, Inc., since its founding in 1973. Centro Campesino is a nationally recognized community development organization serving farmworkers and other low-income families in Florida. Mr. Mainster previously served as a Peace Corps volunteer in Peru. Mr. Mainster passed away on July 10, 2017.

**Subsection 4** designates that portion of I-595 between S.W. 136th Avenue and S.R. 823/Flamingo Road in Broward County as “Deputy Ryan Seguin Memorial Highway.”

Deputy Ryan Seguin was a deputy with the Broward County Sheriff’s Office, who was struck and killed while making a traffic stop on I-595 on February 15, 2016. Deputy Seguin was 23 years old and had served with the Broward County Sheriff’s Office for three years.

**Subsection 5** designates the interchange on S.R. 91/the Florida Turnpike at mile marker 279 in Lake County as the “Tera Ross Memorial Interchange.”

Tera Ross was a student and softball player at Jacksonville State University in Alabama. In December 2003, while driving on the Florida Turnpike her vehicle went off the shoulder and crashed head-on into a truck carrying explosives to a military base. Ms. Ross’s death was instrumental in securing median guardrails and other safety improvements on the Turnpike, likely saving numerous lives.

**Subsection 6** designates, upon completion of construction, the pedestrian bridge over S.R. 390 at Kentucky Avenue and Mowat School Road in Bay County as the “Herald Haynes Memorial Pedestrian Bridge.”

Harold Haynes served in the Navy during World War II and worked for nearly 28 years for Swift & Co. Additionally, he served on the Lynn Haven Planning Board and as Chairman of the Lynn Haven Police, Fire Department, and General Pension Boards. He also served nine years as a Lynn Haven City Commissioner. Mr. Haynes passed away on February 4, 2017.

**Subsection 7** designates that portion of S.R. 109/University Boulevard between Clifton Avenue and Fort Caroline Road in Duval County as “Jim Tullis Memorial Boulevard.”

Jim Tullis was an insurance agent who served for 12 years on the Jacksonville City Council. He also served in the Florida House of Representatives from 1999-2000. Mr. Tullis passed away on October 14, 2017.

**Subsection 8** designates that portion of S.R. 46 between International Parkway and S.R. 431/Orange Boulevard in Seminole County as “Dr. R.C. Sproul Way.”

Dr. R.C. Sproul was the founder of Ligioner Ministries, an international Christian education ministry. In addition, he was co-pastor of Saint Andrew’s Chapel in Sanford, Fla., first president of Reformation Bible College, and executive editor of Tabletalk magazine. Dr. Sproul passed away on December 14, 2017.

**Subsection 9** designates that portion of S.R. 190/Valparaiso Parkway between S.R. 85/Government Avenue and S.R. 397/John C. Sims Parkway in Okaloosa County as “John B. Arnold, Jr., Memorial Highway.”

John B. Arnold served as mayor of Valparaiso for 53 years until his passing on February 23, 2017. Mayor Arnold was the longest serving mayor in Florida.

**Subsection 10** designates Bridge number 570018 on S.R. 85 South/Eglin Parkway over Garnier Bayou in Okaloosa County as “Deputies Tony Forgione and Bill Myers Memorial Bridge.”

Deputy Tony Forgione was an Okaloosa County Sheriff’s Deputy, and previously served with the Fort Walton Beach Police Department. Deputy Forgione was killed in the line of duty on July 22, 2008, at the age of 33.

Deputy Bill Myers served the Okaloosa County Sheriff’s Office for 26 years. He was also an Air Force Veteran. Deputy Myers was killed in the line of duty on September 22, 2015.

**Subsection 11** designates that portion of S.R. 85 between College Boulevard and Colonel Greg Malloy Road in Okaloosa County as “SFC William Kelly Lacey Memorial Highway.”

SFC William Kelley Lacey was a native of Northwest Florida, and joined the Army in 2003. SFC Lacey died on January 4, 2014, in Nangarhar Province, Afghanistan, of injuries sustained when his unit was attacked with rocket-propelled grenades.

**Subsection 12** designates that portion of S.R. 414/Maitland Boulevard between Magnolia Homes Road and S.R. 434/Forest City Road in Seminole County as “Deputy Matt Miller Memorial Boulevard.”

Deputy Matt Miller was a U.S., Marine Corps veteran. He served with the Seminole County Sheriff’s Office for 24 years and with the Longwood Police Department for three years. Deputy Miller was killed in the line of duty while attempting to make a traffic stop on December 26, 2011.

**Subsection 13** designates that portion of Peninsula Corp Drive between I-95/ S.R. 9 and Congress Avenue in Palm Beach County as “Richard Jason Randolph Memorial Bridge.”

Richard Jason Randolph was a tow truck worker who, on April 12, 2017, while responding to a crash scene involving an overturned commercial motor vehicle, stepped over a concrete deck onto I-95, and passed away.

**Subsection 14** designates that portion of U.S. 90/S.R. 10 between Chaires Cross Road and S.R. 59/Gamble Road in Leon and Jefferson Counties as “Deputy Christopher Smith Memorial Highway.”

Deputy Christopher Smith was a Leon County Sheriff’s Deputy. He had previously served as a dispatcher and corrections officer. He had served nearly 26 year in law enforcement. Deputy Smith was killed in the line of duty on November 22, 2014.

**Subsection 15** designates that portion of S.R. 464/Maricamp Road between S.E. 25th Avenue and S.E. 24th Street in Marion County as “Nelle W. Needham Memorial Highway.”

Nelle W. Needham worked tirelessly in support of Marion County’s Association for Retarded Citizens, serving as its Executive Director from 1964 to 1990. Ms. Needham passed away in February 2002.

**Subsection 16** designates bridge numbers 150202 and 150203 on S.R. 580/Main Street in Pinellas County as “Gold Star Family Memorial Bridge, dedicated to U.S. Army CPL Frank R. Gross.”

A Gold Star Family is a family that has lost a loved one in military service. The Gold Star first made an appearance during World War I after being placed over a service flag's blue star when a service member was killed in combat. The Gold Star signified the family's pride in the loved one's sacrifice rather than the mourning of their personal loss.

U.S. Army CPL Frank R. Gross of Oldsmar, was killed on July 16, 2011, in Kasay Kalay, Afghanistan, of wounds sustained in Khost province when an improvised explosive device caused a military vehicle rollover.

**Subsection 17** designates that portion of U.S. 17-92 between Wisconsin Avenue and Saxon Boulevard in Volusia County as “Amos Walter Atchley Memorial Highway.”

Amos Walter Atchley was a businessperson in Orange City who was the founder and owner of Atchley’s Appliance and T.V. Mr. Atchley owned and operated a well drilling business in the community. Mr. Atchley passed away on July 31, 1997.

**Subsection 18** designates that portion of S.R. 415 between Acorn Lake Road and Reed Ellis Road in Volusia County as “David G. Ledgerwood Memorial Highway.”

David G. Ledgerwood was killed in Vietnam on April 29, 1968. He was posthumously promoted to the rank of sergeant and awarded the Bronze Star. He is buried in Arlington National Cemetery.

**Subsection 19** designates that portion of E. 9th Avenue between N. 13th Street and N. 14th Street in Hillsborough County as “Nick Capitano Memorial Road.”

Nick Capitano was a prominent Tampa businessperson who founded Radiant Oil Co. in 1931. He was also involved in numerous charitable causes in the Tampa community. He passed away in May 2014 at the age of 98.

**Subsection 20** designates that portion of C.R. 574/7th Avenue between N. 20th Street and 22nd Street in Hillsborough County is designated as “Gonzmart Memorial Road.”

The Gonzmart’s are descendants of the Hernandez family, which founded the Columbia Restaurant in Tampa in 1905, which is Florida’s oldest restaurant. Members of the Gonzmart family currently own the Columbia Restaurant Group.

**Subsection 21** designates that portion of S.R. 583/56th Street between S.R. 574/E. Dr. Martin Luther King, Jr., Boulevard and Harney Road in Hillsborough County as “Pepin Memorial Road.”

Arthur Pepin founded Pepin Distributing Company and, with his wife Polly, was a major philanthropist in Tampa. Mr. Pepin passed away in 2000. Mrs. Pepin passed away in 2012.

**Subsection 22** designates that portion of Port Avenue between McCloskey Boulevard and Shoreline Avenue in Hillsborough County as “Barkett Memorial Road.”

The Barkett family is prominent in the petroleum industry and currently owns an oil blending and packaging facility in Tampa. Its Amalie Oil Company is the largest independently owned lubricant marketer, manufacturer, and packaging company in the United States.

**Subsection 23** designates that portion of N. MacDill Avenue between W. Woodlawn Avenue and S.R. 574 in Hillsborough County as “Jim Holmes Memorial Road.”

Jim Holmes was a religious and philanthropic leader in his community. He founded the Judeo Christian Health Clinic in 1972. This clinic provides medical, dental, and ophthalmic care to individuals whom cannot afford or might not otherwise qualify for medical assistance. Mr. Holmes passed away in March 2016.

**Subsection 24** designates that portion of the San Juan Street Extension in Anastasia State Park between Santander Street and Anastasia Park Road in St. Johns County as “Nona and Popa Road.”

Nona and Popa Road is in honor of all grandmothers and grandfathers who take their grandchildren to Florida’s state parks.

**Subsection 25** designates that portion of U.S. 90 between Main Avenue and Martin Luther King, Jr., Avenue in Jefferson County as “Lance Corporal Clemon ‘Clyde’ Alexander Memorial Drive.”

Lance Corporal Clemon “Clyde” Alexander, a native of Jefferson County, was a Marine who was killed when a suicide terrorist drove an explosive laden truck in the building housing Battalion Landing Team 1/8 in Beirut Lebanon on October 23, 1983.

**Subsection 26** designates that portion of S.R. 115/Southside Boulevard between Geiger Road and Leahy Road in Duval County is designated as “Benolken Parkway.”

Colin Ross “Skip” Benolken was the president of the Southside Estates Civic Association in Jacksonville and was instrumental in creating Overpass Park on a parcel of land where a pedestrian bridge over Southside Boulevard terminates. Mr. Benolken passed away in 2015.

**Subsection 27** designates that portion of U.S. 90 between the Shoal River Bridge and the Walton County line in Okaloosa County as “Deputies Skip York and Burt Lopez Memorial Highway.”

Deputies Skip York and Burt Lopez were both United States Air Force veterans, who after retirement joined the Okaloosa County Sheriff’s Department. Deputies York and Lopez were both shot and killed in the line of duty on April 25, 2009, while attempting to arrest a domestic violence suspect.

**Subsection 28** designates that portion of S.R. 19 between Lake Park Cutoff Road and U.S. 441 in Lake County as “Sheriff Chris Daniels Memorial Highway.”

Sheriff Chris Daniels served with the Eustice Police Department, the Tavares Police Department, and the Lake County Sheriff’s Office. He was elected Sheriff of Lake County in November 2004. Sheriff Daniels was killed after being ejected from his vehicle during a charity event on October 14, 2006.

DOT Requirements

The bill directs DOT to erect suitable markers for each of the above designations.

B. SECTION DIRECTORY:

Section 1 provides for honorary designations of various transportation facilities and directs DOT to erect suitable markers.

Section 2 provides an effective date of July 1, 2018.

**II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT**

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

DOT estimates a cost of \$1,000 per designation for the appropriate markers, which provides for two signs per designation at \$500 per sign.<sup>1</sup> Therefore, the bill has an estimated negative fiscal impact of \$28,000 to the State Transportation Trust Fund. This cost can be absorbed within existing DOT resources.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

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<sup>1</sup> Email for Florida Department of Transportation, August 28, 2017.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

**III. COMMENTS**

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to affect county or municipal government.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

**IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES**

On February 13, 2018, the Government Accountability Committee adopted a proposed committee substitute with one amendment and reported the bill favorably as a committee substitute. The proposed committee substitute as amended added 27 additional transportation facility designations to the original bill, which contained only the designation for the Senator Greg Evers Memorial Highway.

This analysis is drafted to the committee substitute as reported favorably by the Government Accountability Committee.