

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 Appropriations

BILL: CS/SB 78

INTRODUCER: Infrastructure and Security Committee and Senator Broxson

SUBJECT: Transportation Facility Designations

DATE: February 26, 2020

REVISED: _____

ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1. <u>Price</u>	<u>Miller</u>	<u>IS</u>	<u>Fav/CS</u>
2. <u>McAuliffe</u>	<u>Hrdlicka</u>	<u>ATD</u>	<u>Recommend: Fav/CS</u>
3. <u>McAuliffe</u>	<u>Kynoch</u>	<u>AP</u>	<u>Pre-meeting</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/SB 78 creates the following road and bridge designations:

- The Pensacola Bay Bridge between 17th Avenue in Escambia County and Baybridge Drive in Santa Rosa County as the “General Daniel ‘Chappie’ James, Jr., Bridge.”
- The portion of Bloxham Cutoff Road/S.R. 267 between U.S. 98 in Wakulla County and S.R. 20 in Leon County as the “J.D. Turner Highway.”
- Bridge Numbers 880050, 880051, 880052, and 880053 between Wabasso and Wabasso Beach in Indian River County as the “A.B. Michael Bridges.”
- The portion of W. Kennedy Boulevard between Lois Avenue and Dale Mabry Highway in Hillsborough County as the “Master Police Officer Lois Marrero Memorial Highway.”
- The portion of E. Laurel Street between N. Orange Avenue and N. Morgan Street in Hillsborough County as the “Officer James Ronco Memorial Highway.”
- Bridge number 930361 on S.R. A1A/Jack Nicklaus Driver in Palm Beach County as the “Gold Star Family Memorial Bridge, dedicated to Army Captain Joseph M. Berkson.”
- The portion of S.R. 408/Spessard L. Holland East-West Expressway between S. Crystal Lake Drive and S. Semoran Boulevard in Orange County as the “Sergeant Tracy Vickers Memorial Expressway.”
- The portion of S.R. 438 between Winters Landing Drive and Clarke Road in Orange County as the “Julius ‘July’ Perry Memorial Highway.”
- The portion of I-95 between the Florida state line in Nassau County and S.W. 32nd Road in Miami-Dade County as the “Purple Heart Memorial Highway.”

- The portion of U.S. 98 between C.R. 386 and Pine Street in Gulf County as the “Willis V. Rowan Memorial Highway.”
- The portion of U.S. 98 between Pine Street and C.R. 382/Industrial Road in Gulf County as the “John C. Gainous Memorial Highway.”
- The portion of I-10 between U.S. 29/S.R. 95 and S.R. 291 in Escambia County as the “Deputy Donald Ray Cook Memorial Highway.”
- The portion of I-95 between mile markers 105 and 110 in Martin County as the “Trooper Joseph Bullock Memorial Highway.”
- The portion of S.R. 281 between U.S. 90 and U.S. 98 in Santa Rosa County as the “Bart D. and John R. Broxson Parkway.”
- The portion of U.S. 90/Beaver Street between Chaffee Road and U.S. 301 in Duval County as the “John B. Coxwell Memorial Highway.”

The bill directs the Florida Department of Transportation (FDOT) to erect suitable markers.

The estimated cost to the FDOT to install the designation markers required under this bill is \$31,000, which the FDOT is expected to absorb within existing resources.

The bill takes effect July 1, 2020.

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 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

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, each affected local government must pass resolutions supporting the designations before installation of the markers.³

General Daniel “Chappie” James, Jr.

General Daniel ‘Chappie’ James, Jr., was born in 1920 in Pensacola, Florida, near the Pensacola Naval Air Station, where he developed the desire to fly. He attended the Tuskegee Institute in Alabama in 1937, making a name for himself as an athlete and campus leader. In July of 1943,

¹ Section 334.071(1), F.S.

² Section 334.071(2), F.S.

³ Section 334.071(3), F.S.

he earned his commission as a Second Lieutenant and became one of the famed Tuskegee Airmen. He received the Distinguished Flying Cross for valor in 1949 for his rescue of a fellow pilot after experiencing a flame-out 50 feet above the ground and crashing. He flew 101 combat missions during the Korean War. Rising rapidly in rank, he attained Major in 1952 and Lieutenant Colonel in 1956.

In June of 1967, Colonel James became Vice Wing Commander of the Eighth Tactical Fighter Wing in Thailand, flying 78 combat missions over North Vietnam; and in 1969, he assumed command of Wheelus Air Force Base in Libya, following Muammar Khadafy's coup. President Nixon nominated him for Brigadier General in 1970. He then served as Deputy Assistant Secretary of Defense, Public Affairs, and later as Principal Deputy Assistant Secretary of Defense, Public Affairs, in 1973. In August of 1975, he was assigned as Commander in Chief, North American Air Defense Command, at which time he was promoted to the rank of Four-Star General. Aside from his aerial skills, General James was recognized for his ethics of achievement, hard work, and self-reliance. General James passed away on February 25th, 1978.⁴

J.D. Turner

J.D. Turner lived in Wakulla County from 1948 until his death in 1995. He served honorably in World War II, earning numerous campaign medals, and was a strong advocate of veterans, serving as Commander of the Wakulla VFW and of the local American Legion Post. Mr. Turner was involved in numerous civic and community service organizations, including as President of the Chamber of Commerce, Chairman of the Local American Red Cross Civil Defense, Member of the Wakulla Senior Citizens Council Board of Directors, and founding board member of Keep Wakulla Beautiful. Mr. Turner also served for 23 years as a Florida Highway Patrol Auxiliary Officer, for 20 years as a Wakulla County Commissioner, and strongly supported Wakulla County youth. Mr. Turner was instrumental in seeking legislative support for the construction of State Road 267 from U.S. 98 in Wakulla County to S.R. 20 in Leon County.⁵

A.B. Michael

A.B. Michael moved to the Indian River region in 1886 and was a strong proponent of Indian River Citrus, having started his own citrus grove on Orchid Isle in 1902. He later became manager and president of Deerfield Groves in 1917, helped manage American Fruit Growers from 1919 to 1946, assisted in forming the Indian River Citrus League in the 1930's, and served on the Florida Citrus Commission from 1945 to 1949. Due to his achievements and dedication to the industry, Florida Citrus Mutual refers to A.B. Michael as the "Dean of the Florida Citrus Industry."⁶

⁴ National Aviation Hall of Fame, *James Jr., Daniel "Chappie"* available at <https://www.nationalaviation.org/our-enshrinees/james-jr-daniel/> (last visited Feb. 12, 2020).

⁵ Resolution of the Wakulla County Board of County Commissioners in support of the designation, approved Aug. 19, 2019 (on file in the Senate Infrastructure and Security Committee).

⁶ Florida Citrus Hall of Fame, *A.B. Michael (1877-1964)* available at <https://floridacitrushalloffame.com/inductees/a-b-michael/> (last visited Feb. 13, 2020).

Master Police Officer Lois Marrero

A 18-year veteran of the Tampa Police Department and the first department female officer killed in the line of duty, Officer Lois Marrero was gunned down by a fleeing bank robbery suspect. On July 6, 2001, Officer Marrero was on foot checking an apartment complex for the suspect when he opened fire, mortally wounding her. The suspect fled into a nearby apartment, took hostages, and then committed suicide several hours later during a standoff. An accomplice to the robbery was sentenced to life in prison on June 23, 2003.⁷

Officer James Ronco

The son of Italian immigrants, Officer James Ronco on May 27, 1916, arrested a female prisoner after she escaped from the police station. While he was transporting her to jail, the prisoner, later determined to be under the influence of heroin and cocaine, grabbed Officer Ronco's gun and shot him once. Officer Ronco regained control of his weapon and fired three shots, killing the prisoner, before he died.⁸

Captain Joseph M. Berkson

Army Captain Joseph M. Berkson, of Chicago, Illinois, was aboard a helicopter charged with a mission near Quang Tri City in Vietnam. When the helicopter was shot down, it was in the midst of North Vietnamese Army forces and it was not possible to recover the crewmen, who were classed as Missing in Action. Seven weeks later, on July 20, 1972, friendly forces were able to reach the wreckage and recover the remains. However, it was not until May 22, 1973, that it could be confirmed that all five men aboard had died in the crash.⁹

Gold Star families are immediate relatives of U.S. Armed Forces members who died in battle or in support of certain military activities. These relatives can be parents, sons, daughters, brothers, sisters or other loved ones.^{10, 11}

Sergeant Tracy Vickers

Trooper Vickers served the citizens of Florida with the Florida Highway Patrol for more than four years. He was in the 131st recruit class in Tallahassee, from March 23, 2015, to September 30, 2015. He was also a veteran of the U.S. Navy. Trooper Vickers died in the line of

⁷ Officer Down Memorial Page, *Officer Lois Marie Marrero* available at <https://www.odmp.org/officer/15726-officer-lois-marie-marrero> (last visited Feb. 12, 2020).

⁸ City of Tampa, *Fallen Officer – James Ronco* available at <https://www.tampagov.net/police/info/honoring-our-heroes/james-ronco> and Officer Down Memorial Page, *Police Officer James Ronco* available at <https://www.odmp.org/officer/11486-police-officer-james-ronco> (both last visited Feb. 12, 2020).

⁹ Find A Grave, *Captain Joseph Michael 'Joey' Berkson*, available at <https://www.findagrave.com/memorial/92443412/joseph-michael-berkson> (last visited Feb. 12, 2020).

¹⁰ Army.mil, *Gold Star Survivors* available at <https://www.army.mil/goldstar/> (last visited Feb. 12, 2020).

¹¹ Palm Beach Daily News, *Memorial would honor families of fallen soldiers*, Aug. 16, 2019, available at <https://www.palmbeachdailynews.com/news/20190816/memorial-would-honor-families-of-fallen-soldiers> (last visited Feb. 12, 2020).

duty as a result of a crash on Friday, September 27, 2019, when his patrol car struck a construction truck in Orange County. At the time of his death, he was 31.¹²

Julius “July” Perry

In 1920, Mr. Perry and another man of African-American descent, Mose Norman, attempted to vote in the November elections in Ocoee but were denied the right. A riot ensued, and lives, homes, and businesses were lost. Mr. Perry was captured and brought to Orlando by Orange County deputy sheriffs, where he was jailed. A mob later took him out of the jail and hung him. His body was buried in Greenwood Cemetery in an unmarked grave. The position of his grave was remembered through the years and, in the fall of 2002, a marker was finally placed on his grave site.¹³

Purple Heart Memorial Highway

The Purple Heart is awarded to members of the U.S. Armed Forces who are injured and killed in combat, through an act of terrorism or by friendly fire. An estimated 1.8 million Purple Hearts have been awarded to U.S. troops. It is the nation’s oldest military award.¹⁴

Willis V. Rowan

Born in Florida, Willis V. Rowan served in World War II as a 2nd Lieutenant in the Army Air Force. He was shipped out to England in 1943 as part of the Eighth Bomber Command and was killed in action during a mission over Germany. At the time of his death, on October 14, 1943, he was 25 years old. The American Legion Post in Port St. Joe, Florida, is named in honor of him.¹⁵

John C. Gainous

John C. Gainous grew up in Port St. Joe and Highland View. He served as a Private First Class in the U.S. Army and was killed in action in Vietnam. The Veterans of Foreign Wars Post 10069 in Highland View is named in his memory. At the time of his death, on May 18, 1967, he was 20 years old.¹⁶

¹² Department of Highway Safety and Motor Vehicles, *FHP Memorial: Tracy Vickers* available at <https://www.flhsmv.gov/florida-highway-patrol/fhp-memorial/tracy-vickers/> (last visited Feb. 12, 2020).

¹³ Find A Grave, *July Perry* available at <https://www.findagrave.com/memorial/10917526/july-perry> (last visited on Feb. 12, 2020).

¹⁴ Military.com, *The Purple Heart* available at <https://www.military.com/history/military-heroes/purple-heart> (last visited on Feb. 12, 2020).

¹⁵ Find A Grave, *Willis V Rowan* available at <https://www.findagrave.com/memorial/99877556/willis-v-rowan>; Herald and Review, *World War II pilot’s possession end up with family*, Mar. 16, 2015, available at https://herald-review.com/news/local/world-war-ii-pilot-s-possession-end-up-with-family/article_81c2f8fd-f9d4-5ecb-921e-175a8c3c6744.html; and see Gulf County Chamber of Commerce, *American Legion Post 116 Willis V. Rowan* available at <http://business.gulfchamber.org/list/member/american-legion-post-116-willis-v-rowan-5> (all last visited Feb. 12, 2020).

¹⁶ Find A Grave, *John C. Gainous* available at <https://www.findagrave.com/memorial/100183488/john-c-gainous> and Vietnam Veterans Memorial Fund, *The Wall of Faces: John Charles Gainous* available at <https://www.vvmf.org/Wall-of-Faces/17598/JOHN-C-GAINOUS/> (both last visited Feb. 12, 2020).

Deputy Donald Ray Cook

On December 3, 1988, off-duty Escambia County Deputy Sheriff Donald Cook learned of a high-speed law enforcement pursuit of armed robbery suspects coming into Escambia County from Santa Rosa County. Deputy Cook responded and set up a road block on I-10, where he exited his vehicle. As the pursuit continued toward the road block, Deputy Cook was struck by a vehicle and killed. He was a 5-year veteran of the Sheriff's Office.¹⁷

Trooper Joseph Bullock

Trooper Bullock served the citizens of Florida with the Florida Highway Patrol nearly 19 years, assigned to Troop L, Fort Pierce, for his entire career. He was also a veteran of the U.S. Air Force, serving as a senior airman. Trooper Bullock died in the line of duty while attempting to assist an apparently disabled vehicle on February 5, 2020, in Martin County when one of the occupants of the vehicle shot and killed him.¹⁸

Bart D. Broxson

Bart D. Broxson had served as the Santa Rosa County Sheriff for three years when, on December 24, 1959, his patrol car was struck head-on by a reckless driver on State Road 87 near Holley. Sheriff Broxson was 57 at the time of his death and was survived by his wife and 11 children.¹⁹

John R. Broxson

John R. Broxson was the fifth oldest of Bart and Annie Rachel Broxson's 11 children. He served as the Santa Rosa County Sheriff following his father's death in 1959. He also served in the Florida House of Representatives from 1962-1964, in the Florida Senate from 1966 – 1972, and was elected as a Santa Rosa County Commissioner in 2004. Mr. Broxson passed away in 2019 at the age of 87.²⁰

John B. Coxwell

John B. Coxwell was a prominent Jacksonville business and civic leader and philanthropist. He was the Chairman of the Board of J.B. Coxwell Contracting, Inc.; served as the head of the Florida Transportation Builder's Association in 2004; and was one of the founders and

¹⁷ See NorthEscambia.com, *Escambia Commission Votes for Renaming Part of I-10 For Deputy Killed 30 Years Ago*, Feb. 7, 2020 available at <http://www.northescambia.com/2020/02/escambia-commission-votes-for-renaming-part-of-i-10-for-deputy-killed-30-years-ago> (last visited Feb. 12, 2020).

¹⁸ Department of Highway Safety and Motor Vehicles, *FHP, FLHSMV Mourn the Loss of Trooper Joseph Bullock*, Feb. 5, 2020, available at <https://www.flhsmv.gov/2020/02/05/fhp-flhsmv-mourn-the-loss-of-trooper-joseph-bullock/> and MilitaryTimes, *State Trooper, an Air Force veteran, killed assisting motorist in Florida*, Feb. 6, 2020, available at <https://www.militarytimes.com/news/your-military/2020/02/06/state-trooper-an-air-force-veteran-killed-assisting-motorist-in-florida/> (both last visited Feb. 12, 2020).

¹⁹ Officer Down Memorial Page, *Sheriff Bart Dell Broxson* available at <https://www.odmp.org/officer/24008-sheriff-bart-dell-broxson> (last visited Feb. 12, 2020).

²⁰ Pensacola News Journal, *Longtime Santa Rosa figure, former legislator John Broxson, dies at age 87*, Dec. 10, 2019, available at <https://www.pnj.com/story/news/2019/12/10/longtime-santa-rosa-county-politician-john-broxson-dies-age-87/4380817002/> (last visited Feb. 12, 2020).

supporters of Seamark Ranch, a home for abused or neglected children. Mr. Coxwell passed away on November 14, 2017, at the age of 78.²¹

III. Effect of Proposed Changes:

The bill creates the following road and bridge designations:

- The Pensacola Bay Bridge between 17th Avenue in Escambia County and Baybridge Drive in Santa Rosa County as the “General Daniel ‘Chappie’ James, Jr., Bridge.”
- The portion of Bloxham Cutoff Road/S.R. 267 between U.S. 98 in Wakulla County and S.R. 20 in Leon County as the “J.D. Turner Highway.”
- Bridge Numbers 880050, 880051, 880052, and 880053 between Wabasso and Wabasso Beach in Indian River County as the “A.B. Michael Bridges.”
- The portion of W. Kennedy Boulevard between Lois Avenue and Dale Mabry Highway in Hillsborough County as the “Master Police Officer Lois Marrero Memorial Highway.”
- The portion of E. Laurel Street between N. Orange Avenue and N. Morgan Street in Hillsborough County as the “Officer James Ronco Memorial Highway.”
- Bridge number 930361 on S.R. A1A/Jack Nicklaus Driver in Palm Beach County as the “Gold Star Family Memorial Bridge, dedicated to Army Captain Joseph M. Berkson.”
- The portion of S.R. 408/Spessard L. Holland East-West Expressway between S. Crystal Lake Drive and S. Semoran Boulevard in Orange County as the “Sergeant Tracy Vickers Memorial Expressway.”
- The portion of S.R. 438 between Winters Landing Drive and Clarke Road in Orange County as the “Julius ‘July’ Perry Memorial Highway.”
- The portion of I-95 between the Florida state line in Nassau County and S.W. 32nd Road in Miami-Dade County as the “Purple Heart Memorial Highway.”
- The portion of U.S. 98 between C.R. 386 and Pine Street in Gulf County as the “Willis V. Rowan Memorial Highway.”
- The portion of U.S. 98 between Pine Street and C.R. 382/Industrial Road in Gulf County as the “John C. Gainous Memorial Highway.”
- The portion of I-10 between U.S. 29/S.R. 95 and S.R. 291 in Escambia County as the “Deputy Donald Ray Cook Memorial Highway.”
- The portion of I-95 between mile markers 105 and 110 in Martin County as the “Trooper Joseph Bullock Memorial Highway.”
- The portion of S.R. 281 between U.S. 90 and U.S. 98 in Santa Rosa County as the “Bart D. and John R. Broxson Parkway.”
- The portion of U.S. 90/Beaver Street between Chaffee Road and U.S. 301 in Duval County as the “John B. Coxwell Memorial Highway.”

The bill directs the FDOT to erect suitable markers for the described designation.

The bill takes effect July 1, 2020.

²¹ Legacy.com, *John Benjamin Coxwell* available at <https://www.legacy.com/obituaries/timesunion/obituary.aspx?pid=187260817> (last visited Feb. 12, 2020).

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The estimated cost to erect the designation markers required under this bill is \$31,000, based on the assumption that a minimum of two markers are required at a cost to the FDOT of no less than \$500 each.²² The estimate includes sign fabrication, installation, and maintenance over time but does not include any additional expenses related to maintenance of traffic,

²² However, given the length of the description for the “Purple Heart Memorial Highway,” the FDOT is expected to erect two signs (one in each direction) for the 12 counties traversed. *See* email to House Transportation & Infrastructure Subcommittee staff, October 29, 2019 (on file in the Senate Infrastructure and Security Committee). The 12 counties are Nassau, Duval, St. Johns, Flagler, Volusia, Brevard, Indian River, St. Lucie, Martin, Palm Beach, Broward, and Miami-Dade. Because four bridge structures are identified in the description for the “A.B. Michael Bridges,” the FDOT is expected to erect a total of eight signs, one for each bridge approach. *See* email to Senate Infrastructure and Security Committee staff, October 1, 2019 (on file in the Senate Infrastructure and Security Committee). Because a portion of State Road 438 in the “Julius ‘July’ Perry Memorial Highway” designation is co-designated with State Road 437/H.M. Bowness Road, the FDOT is expected to erect four signs. Telephone conversation with FDOT staff and Senate Infrastructure and Security Committee staff, February 10, 2020. The total number of signs for these 3 designations is 36; add to that 26 signs, two each for the remaining designations in the bill, for a grand total of 62 signs.

dedication event costs, or replacement necessitated by damage, vandalism, or storm events. The FDOT is expected to absorb the estimated cost within existing resources.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill creates an undesignated section of Florida law.

IX. Additional Information:

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

CS by Infrastructure and Security on February 10, 2020:

The committee substitute incorporates additional designations for:

- “J.D. Turner Highway” in Leon County.
- “A.B. Michael Bridges” in Indian River County.
- “Master Police Officer Lois Marrero Memorial Highway” in Hillsborough County.
- “Officer James Ronco Memorial Highway” in Hillsborough County.
- “Gold Star Family Memorial Bridge, dedicated to Army Captain Joseph M. Berkson” in Palm Beach County.
- “Sergeant Tracy Vickers Memorial Expressway” in Orange County.
- “Julius ‘July’ Perry Memorial Highway” in Orange County.
- “Purple Heart Memorial Highway” in Miami-Dade County.
- “Willis V. Rowan Memorial Highway” in Gulf County.
- “Deputy Donald Ray Cook Memorial Highway” in Escambia County.
- “Trooper Joseph Bullock Memorial Highway” in Martin County.
- “Bart D. and John R. Broxson Parkway” in Santa Rosa County.
- “John B. Coxwell Memorial Highway” in Duval County.

- B. **Amendments:**

None.