

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/CS/HB 21 Transportation Facility Designations

SPONSOR(S): Infrastructure Strategies Committee, Transportation & Modals Subcommittee, Sirois and others

TIED BILLS: **IDEN./SIM. BILLS:** SB 720

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Transportation & Modals Subcommittee	18 Y, 0 N, As CS	Lewis	Hinshelwood
2) Infrastructure & Tourism Appropriations Subcommittee	15 Y, 0 N	Hicks	Davis
3) Infrastructure Strategies Committee	20 Y, 0 N, As CS	Lewis	Harrington

SUMMARY ANALYSIS

State law authorizes legislative designations of transportation facilities, such as bridges, interchanges, or portions of roads, for honorary or memorial purposes or to distinguish a particular facility. Legislative designations do not change the official names of the facilities and do not require local governments and private entities to change street signs, mailing addresses, or 911 emergency telephone system listings to account for the designations. The Department of Transportation (DOT) may not erect the markers for each designation unless the appropriate city or county commission enacts a resolution supporting the designation.

The bill creates 16 designations for various transportation facilities across the state and directs DOT to erect suitable markers for each designation.

The bill will have an insignificant negative fiscal impact to the State Transportation Trust Fund associated with erecting suitable markers for the above designations. The cost can be absorbed within DOT's existing resources.

The bill provides an effective date of July 1, 2023.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Transportation Facility Designations

Under current law, the Legislature may designate a transportation facility, such as a bridge, interchange, or portion of a road, for honorary or memorial purposes or to distinguish a particular facility. Legislative designations do not officially change the existing names of the facilities and do not require local governments or private entities to change street signs, mailing addresses, or 911 emergency telephone-number system listings to account for the designations.¹

Regarding the naming of state buildings and other facilities, state law 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.²

Road Markers

When the Legislature establishes road or bridge designations, the Department of Transportation (DOT) is required to place a marker at each terminus or intersection of the highway segment or bridge designated and may erect other markers it deems appropriate for the designated transportation facility.³ Markers may not be erected until the appropriate city or county commission passes a resolution in support of the particular designation. Additionally, if the designated facility is located in multiple cities or counties, each affected local government must pass a resolution in support of the designation before DOT can install the markers.⁴

Effect of the Bill

The bill requires DOT to erect suitable markers for each of the following designations.

Deputy Sheriff Michael Hartwick

The bill designates the portion of I-275 between mile markers 30 and 31 in Pinellas County as "Deputy Sheriff Michael Hartwick Memorial Highway."

Deputy Sheriff Michael Hartwick served with the Pinellas County Sheriff's Office for 19 years. On September 22, 2022, Deputy Hartwick was fatally struck by a construction front-end loader truck while working an overnight assignment directing traffic for construction work on I-275.⁵

Sgt. Maj. Thomas Richard "Ric" Landreth

The bill designates the portion of S.R. 87 between E. Bay Boulevard (mile post 2.182) and Bob Tolbert Road (mile post 6.308) in Santa Rosa County as "Sgt. Maj. Thomas Richard 'Ric' Landreth Memorial Highway."

Sergeant Major Thomas Richard "Ric" Landreth, Retired U.S. Army, was born on April 1, 1957, at Eglin Air Force Base and grew up in the Holley area. He had over 30 years of military service, including deployments to Grenada, Panama, Somalia, Bosnia, Afghanistan, and Iraq, while serving in the U.S. Army Special Ops Delta Force until his retirement in 2005.⁶ During his tour in Somalia, Sergeant Major

¹ S. 334.071(1), F.S.

² S. 267.062(1), F.S.

³ S. 334.071(2), F.S.

⁴ S. 334.071(3), F.S.

⁵ Officer Down Memorial Page, *Deputy Sheriff Michael Hartwick*, <https://www.odmp.org/officer/26387-deputy-sheriff-michael-hartwick> (last visited Jan. 5, 2023).

⁶ Alex Miller, *Part of State Road 87 could be named after Black Hawk Down veteran from Santa Rosa County*, Pensacola News Journal (Oct. 14, 2021), <https://www.pnj.com/story/news/local/santa-rosa/2021/10/14/state-road-87-section-may-named-after-black-hawk-down-veteran-thomas-richard-ric-landreth/8442350002/> (last visited Mar. 31, 2023).

Landreth and his squadron were involved in the Battle of Mogadishu in October of 1993, which is depicted in the 2001 "Black Hawk Down" movie. He passed away on April 25, 2020, after a brief illness.⁷

Army Specialist Zachary L. Shannon

The bill designates the portion of Alternate U.S. 19/Bayshore Boulevard between Orange Street and Michigan Boulevard in Pinellas County as "SPC Zachary L. Shannon Memorial Highway."

Army Specialist Zachary L. Shannon, a native of Dunedin, FL, gave his life in service to our country on March 11, 2013, in a UH-60 Black Hawk helicopter crash near Kandahar, Afghanistan, while serving during Operation Enduring Freedom.⁸ Specialist Shannon was 21-years-old and was one of five U.S. soldiers who died in the unexplained crash.⁹

Officer Scott Eric Bell

The bill designates the portion of S.R. 105/Heckscher Drive between New Berlin Road East and Orahood Lane in Duval County as "Officer Scott Eric Bell Highway."

On October 12, 2007, Officer Scott Eric Bell was killed when a vehicle operated by an intoxicated driver pulled out in front of his patrol car.¹⁰ Officer Bell joined the U.S. Navy after high school and served over 20 years before serving with the Jacksonville Sheriff's Office for 7 years as a patrolman.¹¹

Officer Christopher Michael Kane

The bill designates the portion of S.R. 9A/East Beltway 295 between Gate Parkway and Baymeadows Road in Duval County as "Officer Christopher Michael Kane Highway."

On September 4, 2008, Officer Christopher Michael Kane was killed when his patrol car collided with the back of a semi carrying construction equipment in a construction zone.¹² Officer Kane served in the Marine Corp before serving with the Jacksonville Sheriff's Office for 12 years.¹³

Coach Gwendolyn Maxwell

The bill designates the bridge on Howell Drive over the Ribault River in Duval County as "Coach Gwendolyn Maxwell Bridge to Ribault."¹⁴

Gwendolyn Maxwell, recognized as one of the most successful girls' track and field coaches in the history of Florida, was a lifelong educator for 36 years and the track and field coach at Ribault High School for 20 years.¹⁵ Maxwell directed five teams to state titles, was named coach of the year five times, and was the Florida representative for the national track coach of the year three times.¹⁶ Maxwell was inducted into the Ribault Athletic Hall of Fame in October, 2018, as well as the Florida Athletics

⁷ *Id.*

⁸ The Fallen Military Times, *Honor the Fallen: Army Spc. Zachary L. Shannon*, <https://thefallen.militarytimes.com/army-spc-zachary-l-shannon/6568416> (last visited Feb. 1, 2023).

⁹ Keyonna Summers, *Hundreds honor Dunedin soldier who died in copter crash*, Tampa Bay Times (March 24, 2013), <https://www.tampabay.com/news/military/hundreds-honor-dunedin-soldier-who-died-in-copter-crash/2111016/> last visited Feb. 1, 2023).

¹⁰ Officer Down Memorial Page, *Officer Scott Eric Bell*, <https://www.odmp.org/officer/19030-officer-scott-eric-bell> (last visited Mar. 1, 2023).

¹¹ Email from Jason Lee Carter, Legislative Aide to Representative Chuck Brannan, Florida House of Representatives, RE: Officer Biographies HB 893 (Feb. 22, 2023).

¹² Officer Down Memorial Page, *Officer Christopher Michael Kane*, <https://www.odmp.org/officer/19540-officer-christopher-michael-kane> (last visited Mar. 1, 2023).

¹³ *Supra* note 11.

¹⁴ The bridge on Howell Drive over the Ribault River in Duval County is not a part of the state highway system. The bridge is maintained by the City of Jacksonville.

¹⁵ Cole Pepper, *Legendary Ribault track coach Gwendolyn Maxwell dies at 86*, News4Jax (June 17, 2020), <https://www.news4jax.com/sports/2020/06/18/legendary-ribault-track-coach-gwendolyn-maxwell-dies-at-86/> (last visited Jan. 12, 2023).

¹⁶ *Id.*

Coaches Association Hall of Fame in 1995.¹⁷ Maxwell passed away on June 16, 2020, at the age of 86, after a nearly decade long battle with Alzheimer's.¹⁸

Dr. Sally Ride

The bill designates, upon completion of construction, the new NASA Causeway Bridge on S.R. 405 over the Indian River in Brevard County is designated as "Dr. Sally Ride Memorial Bridge."

In 1977, Dr. Sally Ride was one of only six women selected for the National Aeronautics and Space Administration's (NASA's) class of 1978. On June 18, 1983, Dr. Ride became the first American woman in space, and at the age of 32, the youngest American in space as one of five crew members aboard the space shuttle *Challenger* STS-7. Dr. Ride returned to space on October 5, 1984, aboard another shuttle mission, the STS-41G, and continued working for NASA until 1987.¹⁹ Dr. Ride was passionate about improving science and mathematics education and helping young women and girls foster an interest in science. Dr. Ride passed away on July 23, 2012, after a 17-month battle with pancreatic cancer at the age of 61.²⁰

Corporal James McWhorter

The bill designates the portion of I-95 between mile markers 380 and 381 in Nassau County as "Corporal James McWhorter Memorial Highway."

On February 12, 2022, Corporal James McWhorter was killed when his vehicle was struck by an oncoming pickup truck while he was crossing from the northbound Agricultural Inspection Station on I-95 to the southbound Agricultural Inspection Station.²¹ Corporal McWhorter had served with the Florida Department of Agriculture and Consumer Services Office of Agricultural Law Enforcement for 2-1/2 years and was posthumously promoted to Corporal. He was 31 years old at the time of his death and is survived by his fiancée and four children.²²

Rush Limbaugh

The bill designates the portion of Cortez Boulevard between U.S. 41 and S.R. 50/50A in Hernando County as "Rush Limbaugh Way."

Rush Limbaugh, a Palm Beach, Florida, resident, was a U.S. radio personality and political commentator.²³ Considered a pioneer of AM talk-radio, Mr. Limbaugh hosted "The Rush Limbaugh Show" for 32 years.²⁴ In February 2020, Former President Donald Trump awarded him the Presidential Medal of Freedom, the nation's highest civilian honor. Mr. Limbaugh passed away on February 17, 2021, at the age of 70, following a battle with advanced lung cancer.²⁵

¹⁷ Gene Frenette, *Gwendolyn Maxwell, state championship track coach at Ribault, dies at 86*, The Florida Times-Union (June 17, 2020), <https://www.jacksonville.com/story/sports/high-school/2020/06/17/gwendolyn-maxwell-state-championship-track-coach-at-ribault-dies-at-86/41726449/> (last visited Jan. 12, 2023).

¹⁸ *Id.*

¹⁹ National Women's History Museum, *Sally Ride*, <https://www.womenshistory.org/education-resources/biographies/sally-ride> (last visited Jan. 5, 2023).

²⁰ Sally Ride Science at UC San Diego, *Dr. Sally Ride*, <https://sallyridescience.ucsd.edu/about/sallyride/> (last visited Jan. 5, 2023).

²¹ Officer Down Memorial Page, *Corporal James McWhorter*, <https://www.odmp.org/officer/25942-corporal-james-mcwhorter> (last visited Mar. 31, 2023).

²² Aaron Farrar, *Florida agricultural officer who died in Nassau County crash posthumously promoted*, News4Jax (Feb. 19, 2022), <https://www.news4jax.com/news/local/2022/02/19/homegoing-service-for-florida-agricultural-officer-who-died-in-nassau-county-crash/> (last visited Mar. 31, 2023).

²³ Peter Burke, *Conservative radio show host, Palm Beach resident Rush Limbaugh dies at 70*, Associated Press (Feb. 17, 2023), <https://www.wptv.com/news/region-c-palm-beach-county/palm-beach/conservative-radio-show-host-palm-beach-resident-rush-limbaugh-dies-at-70> (last visited Mar. 31, 2023).

²⁴ Oliver Darcy, *Rush Limbaugh, conservative media icon, dead at 70 following battle with cancer*, CNN Business (Feb. 17, 2023), <https://www.cnn.com/2021/02/17/media/rush-limbaugh-obituary/index.html> (last visited Mar. 31, 2023).

²⁵ David Folkenflik, *Talk Show Host Rush Limbaugh, A Conservative Lodestar, Dies At 70*, NPR (Feb. 17, 2021), <https://www.npr.org/2021/02/17/926491419/talk-show-host-rush-limbaugh-a-conservative-lodestar-dies-at-70> (last visited Mar. 31, 2023).

Senior Inspector Rita Jane Hall

The bill designates the portion of I-10 between mile markers 222 and 228 in Jefferson County as "Senior Inspector Rita Jane Hall Memorial Highway."

Senior Inspector Rita Jane Hall spent over 27 years in law enforcement and the protection of citizens of the State of Florida. She was a police officer for the Tallahassee Police Department and the Monticello Police Department.²⁶ Within the Department of Corrections, Senior Inspector Hall held the positions of Fugitive Unit Coordinator, where she is still unsurpassed in her success in apprehending criminals who had escaped custody, and Senior Inspector for the Office of the Inspector General. Senior Inspector Hall passed away unexpectedly on December 27, 2018.²⁷

Michael Scott Williams

The bill designates the portion of U.S. 19 between C.R. 361/Beach Road and C.R. 30/Foley Road in Taylor County as "Michael Scott Williams Parkway."

On October 31, 2016, Deputy Sheriff Michael Scott Williams was killed when his patrol car collided with the rear of a logging truck.²⁸ Deputy Williams served with the Taylor County Sheriff's Office for 17 months and had previously served with the Brooksville Police Department.²⁹

Officer Kevin Valencia

The bill designates the portion of S.R. 435 between Conroy Road and Vineland Road in Orange County as "Officer Kevin Valencia Memorial Highway."

On March 15, 2021, Officer Kevin Valencia succumbed to complications of gunshot wounds sustained while responding to a domestic violence disturbance with an armed man holding four children hostage on June 11, 2018.³⁰ He was awarded a Purple Heart by the Orlando Police Department for his heroic response. Officer Valencia was 29 at the time of his death and had served with the Orlando Police Department for three years. He is survived by his wife and two children.³¹

Deputy Sheriff Eugene Gregory

The bill designates the portion of S.R. 46 between East Lake Mary Boulevard in Seminole County and the Brevard County line as "Deputy Sheriff Eugene 'Stetson' Gregory Memorial Highway."

On July 8, 1998, Deputy Sheriff Eugene Gregory was shot and killed after responding to a shots-fired call involving an armed, mentally ill person. Deputy Gregory served the Seminole County Sheriff's Office for seven years and was 55 years old at the time of his death.³² Deputy Gregory's death served as the inspiration for the Seminole County community and the Sheriff's Office to take a proactive role in mental health intervention and treatment that continues to this day.³³

Kyle Lee Patterson

The bill designates the portion of S.R. 70/Okeechobee Road between Ideal Holding Road and C.R. 613/Carlton Road in St. Lucie County as "Kyle Lee Patterson Memorial Way."

²⁶ Email from LeAnn Bunton, Legislative Aide to Representative Jason Shoaf, Florida House of Representatives, RE: Amendment to HB 893 (Mar. 8, 2023).

²⁷ Tallahassee Democrat, *Rita Jane Hall*, <https://www.tallahassee.com/obituaries/tad045823> (last visited Mar. 9, 2023).

²⁸ Officer Down Memorial Page, *Deputy Sheriff Michael Scott Williams*, <https://www.odmp.org/officer/23007-deputy-sheriff-michael-scott-williams> (last visited Mar. 9, 2023).

²⁹ *Supra* note 26.

³⁰ Officer Down Memorial Page, *Police Officer Kevin Andres Valencia*, <https://www.odmp.org/officer/25187-police-officer-kevin-andres-valencia> (last visited Mar. 31, 2023).

³¹ Rebecca Turco and Cheryn Stone, "We Shouldn't Be Here" Orlando Police, Family Honor Officer Kevin Valencia, Spectrum News 13 (Mar. 24, 2021), <https://www.mynews13.com/fl/orlando/news/2021/03/24/funeral-service-to-be-held-for-orlando-officer-kevin-valencia> (last visited Mar. 31, 2023).

³² Officer Down Memorial Page, *Deputy Sheriff Eugene Andrew Gregory*, <https://www.odmp.org/officer/15119-deputy-sheriff-eugene-andrew-gregory> (last visited Mar. 31, 2023).

³³ Seminole County Sheriff's Office, *In Memoriam*, <https://www.seminolesheriff.org/page.aspx?id=18> (last visited Mar. 31, 2023).

On June 9, 2022, Senior Investigator Kyle Lee Patterson succumbed to injuries sustained in a head-on collision in which a vehicle traveling in the wrong direction crashed into Investigator Patterson's Florida Fish and Wildlife Conservation Commission (FWC) truck. Investigator Patterson served with FWC for 15 years.³⁴ During his career he received numerous awards, including a Lifesaving Award in 2010, an Exceptional Performance Award in 2015, a Letter of Commendation in 2017, the Guy Harvey Ocean Foundation Award in 2018, and recognition for his performance during FWC's responses to Hurricanes Irma and Michael. He was 35 at the time of his death and is survived by his wife and two young children.³⁵

Perry Lovell

The bill designates the portion of S.R. 40 between S.R. 35 and Ocklawaha River Bridge in Marion County as "Armand and Perry Lovell Memorial Highway."

Perry Bryan Lowell Jr. moved to Ocala, Florida, as a young child and lived there until his death on February 20, 2022, at the age of 89. Perry was the co-owner, with his brother Armand Lovell, of Lovell Brothers Auto Parts, covering seven counties in north central Florida from 1956-1991.³⁶ The above portion of S.R. 40 was previously designated as "Armand Keith Lovell Memorial Highway" in 1991, following Armand Lovell's death.³⁷

Barbara Ann Pill

The bill designates the portion of S.R. 518/ Eau Gallie Boulevard between Wickham Road and John Rodes Boulevard in Brevard County as "Deputy Sheriff Barbara Ann Pill Memorial Highway."

On March 6, 2012, Deputy Sheriff Barbara Ann Pill was killed in the line of duty while conducting a traffic stop of two suspected burglars. Deputy Pill had served with the Brevard County Sheriff's Office for 15 years and served in law enforcement for 30 years.³⁸ She is survived by her husband, as well as her two sons, Brevard County Sheriff's Deputy Jeremy Pill and Melbourne Village Police Officer Ryan Pill.³⁹

B. SECTION DIRECTORY:

Section 1: Creates honorary transportation facility designations; directs DOT to erect suitable markers.

Section 2: Provides an effective date of July 1, 2023.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

³⁴ Officer Down Memorial Page, *Senior Investigator Kyle Lee Patterson*, <https://www.odmp.org/officer/26209-senior-investigator-kyle-lee-patterson> (last visited Mar. 31, 2023).

³⁵ Matt Papaycik, *FWC wildlife officer killed in St. Lucie County wrong-way crash identified as Kyle Patterson*, WPTV (Jun. 10, 2022), <https://www.wptv.com/news/treasure-coast/region-st-lucie-county/fwc-wildlife-officer-killed-in-st-lucie-county-wrong-way-crash-identified-as-kyle-patterson> (last visited Mar. 31, 2023).

³⁶ Hiers-Baxley Funeral Services, *Obituary of Perry Bryan Lovell*, <https://hiers-baxley.com/tribute/details/255570/Perry-Lovell/obituary.html> (last visited Mar. 31, 2023).

³⁷ Ch. 91-315, Laws of Fla.

³⁸ Officer Down Memorial Page, *Deputy Sheriff Barbara Ann Pill*, <https://www.odmp.org/officer/21204-deputy-sheriff-barbara-ann-pill> (last visited Apr. 10, 2023).

³⁹ Stacey Barchenger, *Thousands gather for Brevard deputy Pill's funeral in Melbourne*, TCPalm (Mar. 14, 2012) <https://archive.tcpalm.com/news/thousands-gather-for-brevard-deputy-pills-funeral-in-melbourne-ep-382923625-343380152.html/> (last visited Apr. 10, 2023).

2. Expenditures:

DOT estimates a cost of \$1,480 per designation for the appropriate markers, which provides for two signs per designation at \$740 per sign.⁴⁰ Therefore, the bill has an estimated negative fiscal impact of \$23,680 to the State Transportation Trust Fund. This cost can be absorbed within existing DOT resources.⁴¹

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

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 governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES

On April 10, 2023, the Infrastructure Strategies Committee considered a proposed committee substitute (PCS) with one amendment and reported the bill favorably as a committee substitute. The PCS as amended adds 15 designations to the bill, in total designating 16 transportation facilities, and directs DOT to erect suitable markers for each of the designations.

This analysis has been updated to reflect the committee substitute.

⁴⁰ Email from Amanda Marsh, Legislative Programs Office, Florida Department of Transportation, RE: FDOT Memorial Roadway Designation Sign Estimate (Dec. 28, 2022).

⁴¹ *Id.*