



# The Florida Senate

*Interim Report 2012-139*

*September 2011*

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Committee on Transportation

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## REVIEW REQUIREMENTS AND COSTS FOR ROAD DESIGNATIONS

### Issue Description

The designation of roads, bridges, or other transportation facilities for honorary or memorial purposes is a long-standing practice in Florida and, since 1922, over 1,000 of these designations have been legislatively approved. Passage of an honorary or memorial designation of a transportation facility generally involves erecting signs along the state's right-of-way reflecting the designation as described in an act of the Legislature: e.g., "John Jones Memorial Highway." Currently, the Florida Department of Transportation (FDOT or department) bears the costs of erecting and maintaining these signs without a specific appropriation.

This report provides an overview of the statutory requirements and procedures related to establishing honorary or memorial designations on transportation facilities in Florida. In addition, the report reviews the costs of these designations, including sign production, installation labor, maintenance, and other related costs.

### Background

All roads which are open and available for use by the public and dedicated to the public use, according to law or by prescription, are declared and established as public roads.<sup>1</sup> The Florida Statutes categorize public roads into four systems: The State Highway System; the State Park Road System; the county road system; and the city street system.<sup>2</sup> Public roads are subject to numbering, naming and designation as follows.

#### Numbering and Naming of Roads

Each route on the State Highway System is given a unique number for identification and signed with distinctive numbered Interstate, U.S. or Florida state route shields to guide public travel. The Florida Department of Transportation (FDOT or department) assigns State Road numbers, while counties assign County Road numbers (with guidance from FDOT). The American Association of State Highway and Transportation Officials (AASHTO) has authority over the numbering of U.S. and Interstate routes. The Florida Highway Administration also has authority over the numbering of Interstate routes.

Specifically, s. 335.08, F.S., authorizes the department "to number and renumber the roads of the State Highway System and to advise the counties and municipalities on the number of the roads in their respective road systems."<sup>3</sup> The FDOT may establish a systematic numbering plan, giving even numbers to roads extending in the general direction of east and west, and odd numbers to roads extending in the general direction of north and south.

Local road *names* fall under the jurisdiction of the local government. Section 336.05(1), F.S., grants the commissioners<sup>4</sup> the authority to name and rename streets and roads, except state roads designated by number by FDOT, lying outside the boundaries of any incorporated municipality.

The actual "naming" or "re-naming" of a state road (apart from its official department State Road number) should be distinguished from honorary or memorial designations. Aside from an act of the Legislature specifically

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<sup>1</sup> s. 335.01, F.S.

<sup>2</sup> ss. 335.01(2)(a-d) F.S.

<sup>3</sup> s. 335.08, F.S.

<sup>4</sup> See s. 334.03(5), F.S.. ("Commissioners" mean the governing body of a county.").

providing for such action, an actual naming or re-naming of a state road is accomplished by cooperation of the affected local jurisdiction, the FDOT, and other affected parties. The process requires concurrence of the U.S. Postmaster, public meetings to obtain concurrence of local stakeholders (businesses and residents who would undergo a change of address), a local ordinance, and notification by the local jurisdiction to other parties, such as law enforcement, 911 responders, and utility providers.

Express provisions setting forth the process for naming state transportation facilities, state buildings and other similar facilities in Florida law was established in 1971. Section 267.062, F.S., provides for the naming of state buildings, roads, bridges, parks, recreational complexes, or other similar facilities by the Division of Historical Resources, following consultation with the Florida Historical Commission, after deceased individuals who contributed to the state. The Division of Historical Resources is authorized to recommend "several persons whose contributions to the state have been of such significance that the division may recommend that state buildings and facilities be named for them." However, the Division's focus is on facilities of historic significance and not on transportation facilities.

### **Designations**

The Legislature has authority to designate transportation facilities for honorary or memorial purposes. Beginning in 1922, and with few exceptions, honorary designations were accomplished as they are today, through an act of the Legislature.

#### *Blue Star Memorial Highway*

Section 335.091, F.S., authorizes the FDOT Secretary, in cooperation with the Florida Federation of Garden Clubs, Inc., to designate certain roads in this state as Blue Star Memorial highways in honor of those individuals who have served or are serving in the Armed Forces of the United States. It is the duty of the executive board of the Florida Federation of Garden Clubs, Inc., to submit to the FDOT Secretary routes on certain roads in the state for designation as Blue Star Memorial highways. Upon designation of a route as a "Blue Star Memorial Highway," any member club of the Florida Federation of Garden Clubs, Inc., may, with the advice, cooperation, and approval of the department, erect suitable markers and beautify such memorial highway. The department shall file with the Department of State a record of such roads so designated as Blue Star Memorial highways.

#### *Everglades Parkway Scenic Highway*

Section 335.092, F.S., designates and declares the Everglades Parkway, which is a portion of State Road 84 commonly known as "Alligator Alley," in Collier and Broward counties as an official scenic highway of the state.

#### *Scenic Highways*

There are several routes designated by the Florida Legislature as "scenic and or historic," but these highways were selected on a case-by-case basis and evaluated independently without uniform criteria.<sup>5</sup> In 1993, State legislation<sup>6</sup> was passed enabling the State, through the FDOT, to establish an official program for scenic highways. Specifically, s. 335.093, F.S., authorizes FDOT, after consultation with other state agencies and local governments, to designate public roads as scenic highways. Such a designation is intended to preserve, enhance, and maintain significant Florida intrinsic resources. The intrinsic resources identified by the program are: cultural, historical, archaeological, recreational, natural and scenic. Designation under the Florida Scenic Highways Program does not limit the FDOT's ability to accomplish its mission of moving people and goods or its ability to complete improvements on designated highways. Such designations have no effect and provide no limitation on land use in commercial or industrial areas adjacent to designated highways or on the ability of local governmental entities to control or limit uses in commercial or industrial areas within their jurisdiction.

Highways previously designated "scenic" or "historic" by the Legislature do not automatically qualify for designation as a Florida Scenic Highway. These must be determined eligible and designated according to the process and requirements of the Program.

<sup>5</sup> [http://www.floridascenichighways.com/program/wp-content/uploads/2010/08/Chapt\\_1\\_Final.pdf](http://www.floridascenichighways.com/program/wp-content/uploads/2010/08/Chapt_1_Final.pdf) (last visited 8/4/11).

<sup>6</sup> Ch. 93-164, L.O.F.

In 1994, the department applied for and received a Scenic Byways Grant from the Federal Highway Administration to develop a Florida Scenic Highways Program. The Florida Scenic Highways Program focuses on community-based support and resource protection while seeking to promote regional economic benefits that may result from designation.<sup>7</sup> These highways strive to educate travelers by “telling a story” that is representative of Florida lifestyles of the past and present.<sup>8</sup> The ultimate goal of the Florida Scenic Highways Program, however, is to preserve, maintain, protect and enhance Florida’s unique intrinsic resources.

### *Honorary and Memorial Designations*

In 1999, the Legislature enacted ch. 99-385, L.O.F., to clarify the purpose and effect of the designation of roads, bridges, and other transportation facilities for honorary or memorial purposes by the Florida Legislature. Section 334.071, F.S., explains the intent and limitations of legislative designations of transportation facilities for honorary or memorial purposes, or to otherwise, distinguish a particular facility in Florida. Specifically, s. 334.071, F.S., provides:

- Legislative designations of transportation facilities are for honorary or memorial purposes, or to distinguish a particular facility, and may not be construed to require 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;
- 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.

The Legislature addressed the transportation facility designation process again during the 2003 Legislative Session, and enacted 2003-286, L.O.F., which specified 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 markers.

### **FDOT’s Implementation of Designations**

Over the years, the Florida Legislature has designated many roadways in Florida. The designated roads have been under the jurisdiction of either the department or local government.

Records kept in the department’s Transportation Statistics Office identify the earliest dedicated roadway as the W.W. Clark Memorial Bridge on State Road 580 between Safety Harbor and Oldsmar. This was dedicated by the State Road Board, the predecessor of FDOT, on July 6, 1922. Since that time, over 1,000 of these designations have been approved and every county and most cities have participated in officially designating some roadway feature (see Appendix). In addition, some roads and bridges have multiple or overlapping designations.

### *FDOT Costs*

The FDOT typically installs two signs per designation at a current estimated cost of \$400 per sign, which includes the cost of materials and labor to manufacture and install the honorary road sign. At a minimum, each designation costs \$800. Exhibit 1 shows the specific breakdown of costs for a memorial roadway designation sign. According to the department, the flat rate charge of \$8 per square foot is inclusive of the fabrication labor, and therefore, the \$64 of material costs includes both the aluminum and the labor needed to make one sign. The department estimates that a simple installation of two signs for a designation requires approximately 5 hours to install at a cost of \$50.97. The FDOT incurs additional costs, which are not included in the itemized costs in Exhibit 1, for dedication ceremonies (when requested by legislative sponsors) to unveil the memorial roadway designation signs.

<sup>7</sup> [http://www.floridascenichighways.com/program/wp-content/uploads/2010/08/Chapt\\_1\\_Final.pdf](http://www.floridascenichighways.com/program/wp-content/uploads/2010/08/Chapt_1_Final.pdf) (last visited 8/4/11).

<sup>8</sup> *Id.*

**Exhibit 1 - Designation Sign Costs Breakdown<sup>9</sup>**

<b>Materials:</b>	<b>Costs</b>
2' x 4' aluminum sign panel @ \$8 sq. ft. (includes fabrication labor)	\$64
20' of 3.5" aluminum sign post x 2 posts	\$13.46
Z-bar	\$200
4 U-bolts	\$4.92
Material Total	\$282.38
<b>Installation Labor:</b>	
2.7 hours @ \$18.88	\$50.97
<b>Equipment:</b>	
Sign Truck for 2.7 hours @ \$27.00	\$72.90
<b>Total</b>	\$406.25 rounded to \$400 sign

Upon the establishment of a designation, these costs are absorbed within the existing budget authority of the department. In addition, FDOT will also incur the recurring costs of maintaining these signs over time, and for future replacement of the signs as necessary.

**FDOT Guidance**

FDOT's Traffic Engineering Manual provides traffic engineering standards and guidelines to be used on the State Highway System by the department's District Traffic Operations Offices. Section 2.35 (Signing for Memorial Roadway Designations) of the manual provides guidance to the districts on the installation of signs when a roadway has been given a memorial designation by the Florida Legislature. Specifically, the manual provides the following:

- Signing Process**

- The Florida Legislature designates the roadways based on recommendations from a city or county commission, individual state agencies, or civic groups.
- Upon official designation by the Florida Legislature, it is the responsibility of the legislative sponsors of the designation to obtain local resolutions in accordance with s. 334.071(3), F.S.
- After receiving a copy of the local resolution, the department shall begin the process to have the signs installed on the State Highway System.
- Within the department, the process for the installation of these signs involves the following offices:
  - District Public Information Office
  - District Traffic Operations Office
  - District Maintenance Office
  - State Traffic Engineering and Operations Office
  - Transportation Statistics Office
- Each district has their own signing process in place, and it varies as to which of the above district offices initiates the process. However, it is important that all the above district offices are notified and kept informed as to the status of roadway designations within their district after each legislative session.
- Each district will coordinate the installation of the signs with the legislative sponsor of the designation.

- Sign Installation and Maintenance**

- Signs shall be installed and maintained by the department on the State Highway System.
- On non-limited access facilities, one sign per direction shall be installed in accordance with Section 2D.49 of the Manual on Uniform Traffic Control Devices (MUTCD).
- On limited access facilities, one sign per direction shall be installed in accordance with Section 2E.08 of the MUTCD.

<sup>9</sup> Provided by FDOT on 8/9/11.



COUNTY & DATE ESTABLISHED	DESIGNATION	STATE/COUNTY ROAD #	INTERSTATE/US ROUTE #	LOCAL NAME	DESCRIPTION	TYPE OF FACILITY	DEDICATED BY*	EFFECTIVE DATE
Escambia	Blue Angel Pkwy	SR 173			SR 173, Escambia Co	Parkway	82-256	5/3/1982
Escambia	Blue Star Mem Hwy	SR 10/10A/ 30/295	US 90/98		Santa Rosa Co line to AL State line	Highway	57-2011	10/29/1957
Escambia	Charley E Johns Hwy	SR 8	I 10		Santa Rosa Co line to AL State line	Highway	59-873	5/28/1959
Escambia	Col J McHenry Bridge	CR 184			Across Escambia River	Bridge	30102	5/31/1955
Escambia	Dr Phillip A Payne Bridge	SR 10A	US 90	E Cervantes St	US 90 Cervantes St Bridge across Bayou Texar, City of Pensacola	Bridge	06-316	7/1/2006
Escambia	Don Sutton Mem Hwy		US 29		Neal Rd to Pine Barren Rd	Highway	98-423	5/22/1998
Escambia	F M (Son) Turner, Jr Bridge	SR 10			Across Escambia River	Bridge	30101	5/31/1955
Escambia	Freedom Bridge	SR 4			Across Escambia River near Century	Bridge	19404	6/12/1939
Escambia	Gandyville Rd	SR 4A			AL State line to Escambia River	Road	74-396	10/1/1974
Escambia	Gulf Gateway Bridge	SR 292			Across Intracoastal Wtrwy	Bridge	74-411	7/3/1974
Escambia	H McHenry Jones, Sr Pkwy	CR 184			Across Escambia River near Cantonment	Parkway	30102	5/31/1955
Escambia	Lawton Chiles Trail	SR 4			Hwy 29 Century to the Santa Rosa Co line	Trail	99-404	5/12/1999
Escambia	Miracle Strip Pkwy	SR 10A/ 30/295	US 90/98		Santa Rosa Co line to AL State line	Parkway	65-948	5/12/1965
Escambia	Old Spanish Trail	SR 5/10	US 1/90		St Augustine N to Jacksonville, then US 90 W to AL State line	Trail	30093	5/30/1955
Escambia	Pearl Harbor Mem Hwy	SR 8	I 10		AL State line E to I-95 in Jacksonville	Highway	95-432	6/1/1995
Escambia	Pensacola Bch Bridge	SR 30	US 98		Across the Escambia River	Bridge	72-427	5/25/1972
Escambia	Perdido Key Pkwy	SR 292		Sorrento Rd	Blue Angel Pkwy to beginning of Perdido Key Dr	Parkway	HB 5	7/1/2010
Escambia	Reubin O'Donovan Askew Pkwy	SR 8A	I-110		Pensacola to I-10	Parkway	88-417	5/3/1988
Escambia	Robert L F Sikes Bridge	SR 399			Across Santa Rosa Sound	Bridge	63-846	7/7/1973
Escambia	The David Bogan Bridge	SR 8	I-10		Across Escambia Bay	Bridge	07-259	7/1/2007
Escambia	Thomas Franklin W Bridge	SR 4			Across Escambia River	Bridge	SRB Pg 15	6/6/1939
Escambia	University of W FL Cswy	SR 10			Univ Ent to Santa Rosa Co line	Causeway	74-412	10/1/1974
<b>1917</b>	<b>Chapter 7399</b>							
Flagler	Atlantic Bch Blvd	SR A1A			St Augustine, St Johns Co to Miami, Miami Dade Co	Boulevard	17346	6/4/1977
Flagler	Blue Star Mem Hwy	SR 5/100	US 1		All of US 1	Highway	57-2011	10/29/1957
Flagler	Blue Star Mem Hwy	SR 9	I-95		St Johns Co line to Volusia Co line	Highway	57-2011	10/29/1957
Flagler	Constitution Hwy	SR 5/100	US 1		All of US 1	Highway	87-417	5/21/1987
Flagler	D F Fuquay Blvd	SR A1A			Flagler Bch N & S of SR 100	Boulevard	63-846	5/10/1963
Flagler	Deputy Charles Chuck Sease Mem Interchange	SR 100	I-95		I-95 & SR 100 Interchange - Exit #284	Interchange	04-397	5/13/2004
Flagler	Dwight David Eisenhower Veterans Mem Hwy	SR 9	I-95		Miami to GA State line	Highway	86-309	10/1/1986
Flagler	Hollands Hwy	SR 28			5.3 mi to Hollands Corner then S 8 mi to Orange Hammock then S & SE 5 mi to SR 134	Highway	15785	4/14/1931
Flagler	Moody Blvd	SR 11/CR 100			Bunnell to Flagler Bch	Boulevard	25072	5/16/1949

COUNTY & DATE ESTABLISHED	DESIGNATION	STATE/COUNTY ROAD #	INTERSTATE/US ROUTE #	LOCAL NAME	DESCRIPTION	TYPE OF FACILITY	DEDICATED BY*	EFFECTIVE DATE
Flagler	POW MIA Blue Star Mem Hwy	SR 5/100	US 1		All of US 1	Highway	91-315	5/29/1991
Flagler	POW-MIA Bridge	SR 5/100	US 1		New Rose Bay Bridges	Bridge	91-305	1991
Flagler	Perkins Hwy	SR 11/134			Bunnell, Flagler Co to DeLand, Volusia Co	Highway	20379	5/22/1941
Flagler	Seville-Bunnell Rd	SP 11/CR 305			Seville, Volusia Co on CR 305 E to SR 11 to Bunnell, Flagler Co	Road	13830	6/10/1929
Flagler	Veterans Mem Hwy	SR 100			Town of Flagler Bch W City limits to E Bunnell City limits	Highway	03-298	5/5/2003
<b>1831</b>	<b>Legislative Act, Session 10 - Territory of FL</b>							
Franklin	Blue Star Mem Hwy	SR 30/377	US 98/319		Gulf Co line to Wakulla Co line	Highway	57-2011	10/29/1957
Franklin	Bryant Grady Patton Bridge	SP 300 (old CG14) (Old C-G-1A)			Across to St George Island	Bridge	65-1108	8/3/1965
Franklin	Camp Gordon Johnston Mem Hwy		US 98		Tillie Miller Bridge in Carrabelle & the Ochlockonee Bay Bridge	Highway	99-403	6/11/1999
Franklin	E N Walker Bridge	SR 30	US 98		Across Ochlockonee Bay	Bridge	12351	6/5/1927
Franklin	GA-FL Military Hwy	SR 12/269/ 270/271			GA State line then on SR 270/271/ 12, CR12 to SR 65, then S to US 98 @ Green Point near Wilma	Highway	17312	5/28/1935
Franklin	Patton Dr	SR & CR 65			SR 65 3/4 mile SW of E Point S to Ferry Boat Landing @ Cat Point	Drive	30452	6/23/1955
Franklin	R L Moore Bridge	SR 10/377	US 319		Across Ochlockonee River	Bridge	12351	5/23/1927
Franklin	Rebecca Hickey Wayside Park	SR 30	US 319		Approach to bridge over Apalachicola River	Park	SRB Pg 4	12/28/1948
Franklin	Tillie Miller Bridge	SR 30	US 98/319		Across Carrabelle River	Bridge	81-253	5/1/1982
<b>1823</b>	<b>Legislative Act, Session 2 - Territory of FL</b>							
Gadsden	Blue Star Mem Hwy	SR 10	US 90		Leon Co line to Jackson Co line	Highway	57-2011	10/29/1957
Gadsden	C Fred Arrington Bridge	SR 63	US 27		Across Ochlockonee River	Bridge	89-385	7/5/1989
Gadsden	C Fred & Marvin Arrington Bridge	SR 63	US 27		Across Ochlockonee River	Bridge	04-392	5/13/2004
Gadsden	Charley E Johns Hwy	SR 8	I-10		Leon Co line to Jackson Co line	Highway	59-873	5/28/1959
Gadsden	Claude Pepper Mem Hwy	SR 63	US 27		All of US 27	Highway	99-404	5/12/1999
Gadsden	Dr Martin Luther King, Jr Mem Hwy	SR 63	US 27		Within the Havana City limits	Highway	03-297	5/5/2003
Gadsden	Edgar Warren Scarborough Park	SR 8	I-10		Near Apalachicola River near Chattahoochee	Park	90-366	6/1/1990
Gadsden	FL Arts Trail	SR 12			Havana to Liberty Co	Trail	97-318	4/15/1997
Gadsden	GA-FL Military Hwy	SR 12/269/ 270/271			GA State line then on SR 270/271/ 12, CR12 to SR 65, then S to US 98 @ Green Point near Wilma	Highway	17312	5/28/1935
Gadsden	James Gadsden Hwy	SR 65			A portion of SR 65	Highway	69-584	7/3/1969
Gadsden	Lawton Chiles Trail	SR 10	US 90		Jackson Co line to Leon Co line	Trail	99-404	5/12/1999
Gadsden	Old Spanish Trail	SR 5/10	US 1/90		St Augustine N to Jacksonville, then US 90 W to AL State line	Trail	30093	5/30/1955
Gadsden	Paradise Dr	SR 10	US 90		Leon Co line to Jackson Co line	Drive	26837	6/7/1951
Gadsden	Pat Thomas Pkwy	SR 267			Washington St 1 block N of US 90 to SR 20	Parkway	98-423	5/22/1998
Gadsden	Pearl Harbor Mem Hwy	SR 8	I-10		AL State line E to I-95 in Jacksonville	Highway	95-432	6/1/1995