



Interoffice Memorandum

AGENDA ITEM

February 26, 2021

TO: Mayor Jerry L. Demings
—AND—
County Commissioners

FROM: Jon V. Weiss, P.E., Director
Planning, Environmental, and Development Services
Department

CONTACT PERSON: **Brandy Driggers, Assistant Manager**
Zoning Division
407-836-5329

SUBJECT: March 23, 2021 – Work Session
Administrative Street Renaming Process

Last year, the County received inquiries from several constituents requesting to rename streets within the jurisdiction of Orange County that honor a confederate namesake. In response to these requests, Mayor Demings directed staff to conduct a countywide review to identify streets whose names were potentially linked to the confederacy and to provide considerations regarding those findings.

In a memo to the Board dated September 15, 2020 (attached), staff provided their research findings, an overview of the current street naming and renaming process, and processes within other jurisdictions. As part of that review, it was discovered that the County does not have a formal or Board-adopted process to administratively change the name of streets. Based on that finding, Mayor Demings directed staff to develop a proposed policy and/or process for administrative street renaming.

During this work session, staff will provide an overview of the current constituent-initiated petition review process, adopted by Resolution No. 2015-M-12 (attached), and a proposed process for administrative street renaming.

This item is for informational purposes only. No action is being requested.

BD: rep

Attachment: September 15, 2020 Memo to the Board
Resolution No. 2015-M-12

c: Byron W. Brooks, AICP, County Administrator
Christopher R. Testerman, AICP, Deputy County Administrator
Jon V. Weiss, P.E., Director, PEDS Department
Joel Prinsell, Deputy County Attorney
Joe Kunkel, P.E., Director, Public Works
Diana Almodovar, P.E., Deputy Director, Public Works
Jennifer Moreau, AICP, Manager, Zoning Division
Pamela Schwartz, Manager, Orange County Regional History Center



Interoffice Memorandum

DATE: September 15, 2020

TO: Mayor Jerry L. Demings
-AND-
County Commissioners

FROM: **Jennifer Moreau, AICP
Manager, Zoning Division**

SUBJECT: Confederate Street Names

On June 18, 2020 Mayor Demings received a letter from a constituent requesting to rename Kirby Smith Road and any other streets within the jurisdiction of Orange County that honors a confederate namesake. Additionally, there were several public comments read into the record during the Board meeting held on June 23, 2020 also requesting that Kirby Smith Road be renamed. As a result, the Mayor directed staff to conduct a countywide review to identify streets whose names may be linked to the confederacy, and to provide considerations regarding those findings.

Below is staff's findings based on our research, an overview of our current naming and renaming process, and processes within other jurisdictions.

Historical Research/Context

Michael Perkins, Manager of the Orange County History Center, and his staff have researched the origins of Kirby Smith Road and any other streets that may be linked to the confederacy and have found the following:

1. The History Center has little information regarding how streets were named. When considering the etymology of the street names in question, one significant factor to consider is the year the road was named. Streets named during the late 1800s and early to mid-1900s are more likely to be named for Confederate leaders due to the prevalence of Jim Crow in Florida. This was also the time that many Confederate statues were placed throughout the South.
2. Lee and Jackson, the two most prevalent names, are also common names and can't automatically be assumed to be named for the two Confederate generals. Also, many streets and communities are named Jackson for Andrew Jackson, the seventh U.S. President.

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3. Further research of Kirby Smith Road indicates that it is named for a member of the Smith family who lived in the area and donated land to the county for Narcoossee Road. This man may have been named after the Confederate general of the same name, but we aren't certain.
4. We estimate there are nine streets located completely within the jurisdiction of Orange County that could be potentially named after a notable Confederate official or general but none can be verified as certain (example, Forest vs. Forrest, Jackson, Kirby Smith, Lee and Mosby). Please see attached table for a list.
5. There are another six streets that cross jurisdictional boundaries (with both unincorporated Orange County and one or more cities), with names that potentially could be named after notable confederate officials (a couple more definitive, like Bluford in Ocoee).
6. There are 17 streets that are located solely in one or more cities within the county, thus not under the jurisdiction of the Board. Thus, there are a total of 32 streets that may have been named after confederate generals. However, it is important to note that while there are six streets within Orange County with the name Forest, they were most likely not named after Confederate general Nathan Bedford Forrest, as the spelling in the names are different. Further, there are 10 streets or street segments in Orange County with the name Jackson, however the origins of the name could just as easily be tied to President Andrew Jackson, and not Stonewall Jackson. Unless the street name is very clear, such as Stonewall Jackson Rd., it is difficult to discern who specifically a street may be named after.
7. There are two state roads identified, Lee Road, which crosses multiple jurisdictions, and East Jackson Street located within the City of Orlando.

As a result of the above research staff are unable to conclusively confirm if Kirby Smith Road, or the other eight streets identified in unincorporated Orange County, are named after a confederate general.

Existing Street Naming and Renaming Process

Orange County has a street renaming process (adopted by resolution) that may be initiated by an owner of property along the street proposed to be renamed, however Orange County does not currently have a formal or Board-adopted process by which to change the name of streets administratively, i.e., initiated by the Board.

Most notably, our current street renaming process requires notarized statements from at least seventy-five percent (75%) of the owners of all the abutting parcels or lots showing that those abutting property owners have no objection to the proposed street name change.

Renaming a street that crosses jurisdictional boundaries (between the County and a city) would require the cooperation of the municipality. Further, State roads cannot be renamed without state approval.

The process for naming new streets (Section 34-178) does not prohibit or limit derogatory or offensive names. It is a technical review, and street names are approved by the manager of the 911 System.

Other Jurisdictions

The Zoning division, who coordinates and processes the street renaming petitions filed by a property owner on an abutting street in Orange County, has researched other local and national jurisdictions and any administrative process they may have in place regarding renaming a street. We have found the following:

- **Orlando** - Code allows the Mayor to direct staff to prepare an application for a renaming; all owners and tenants are notified; newspaper advertisement; Public hearing at Municipal Planning Board and for two readings of an ordinance at City Council
- **Ocoee and Winter Park** – no formal policy but in the past, all owners and tenants are notified; newspaper advertisement; City Council adopts a resolution at a public hearing for the specific street
- **Phoenix, AZ** – Adopted policy specific to renaming streets deemed derogatory or offensive; Mayor or 3 Council members request the change at a City Council meeting; 2 community meetings held; all affected owners and tenants are notified; newspaper advertisement; 1 public hearing at City Council meeting; currently investigating covering the costs to the owners/tenants associated with the renaming

Based on the above, the Mayor has directed staff to do the following:

1. Revise Section 34-178 of the Orange County Code to include additional guidelines for naming of new streets in regards to avoiding potentially derogatory or offensive names.
2. Develop a proposed policy and/or process on when a street could be renamed administratively.

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In summary, the County's existing street renaming process is entirely property owner initiated as the abutting property owners are the most impacted by a requested street name change. Staff will be working on modifications to Section 34-178 and will begin drafting a policy that establishes guidelines for administrative renaming of streets in unincorporated Orange County. We anticipate presenting the proposal in a work session in early 2021.

Please feel free to contact me directly at 407.836.5856 if you have any questions.

Attachment

c: Byron Brooks, AICP, County Administrator
Christopher Testerman, AICP, Deputy County Administrator
Jon V. Weiss, P.E., Director, Planning, Environmental, and Development
Services Department
Jeff Newton, County Attorney
Joel Prinsell, Deputy County Attorney
Michael Perkins, Manager, Orange County History Center
Brandy Driggers, Assistant Zoning Manager
Annette Rodgers, 911 Coordinator



Confederate Street Names

Confederate Street Name Summary

Section #	Base Name	Segments	Platted	Un-Incorporated		Ocoee		Orlando		Winter Garden		Winter Park		Windermere		Maitland		Apopka		Commission Districts	State Road (Y/N)	Map Page	
				Parcels	Addresses	Parcels	Addresses	Parcels	Addresses	Parcels	Addresses	Parcels	Addresses	Parcels	Addresses	Parcels	Addresses	Parcels	Addresses				
UNINCORPORATED																							
1	Forest	Forest Ave	1920's	3	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	N	7	
2	Forest	Forest Street	1960's	23	18	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	N	11	
3	Jackson	Jackson Street	1960's (?)	2	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	N	12	
4	Jackson	W Jackson Street	1920's - 1950's	17	13	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	Y (approx 350 feet section along SR-15)	16	
5	Jackson	Jackson Ave	1920's	13	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	N	20	
6	Jackson	Jackson Road	1940's (?)	4	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	N	21	
7	Kirby Smith	Kirby Smith Road	1950's	113	112	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4	N	22	
8	Lee	Lee Street	1930's	2	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	N	30	
9	Mosby	Mosby Street	1970's	7	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	N	33	
PARTIALLY UNINCORPORATED																							
10	Bluford	N & S Bluford Ave	1880's	1	1	96	95	0	0	0	0	0	0	0	0	0	0	0	0	1 & 2	N	5	
11	Jackson	Jackson Ave	1950's (?)	8	11	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	N	15	
12	Lee	Lee Road	1920's	66	114	0	0	7	11	0	0	108	249	0	0	0	0	0	0	2 & 5	N	26	
13	Lee	S Lee Ave / Lee Street	1920's (?)	17	19	0	0	96	73	0	0	0	0	0	0	0	0	0	0	6	N	29	
14	AD Mims	A D Mims Road	2000's (?)	13	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	N	32	
15	Shine	S Shine Avenue	1920's	63	64	0	0	2	1	0	0	0	0	0	0	0	0	0	0	3	N	35	
NOT UNINCORPORATED																							
16	Forest	N & S Forest Ave	1920's	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	27	23	2	N	6
17	Forest	Forest Street	1920's	0	0	0	0	0	0	0	0	0	0	52	14	0	0	0	0	0	1	N	8
18	Forest	Forest Ave	1920's	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	N	9	
19	Forest	N & S Forest Ave / Forest Circle	1910's - 1940's	0	0	0	0	106	142	0	0	0	0	0	0	0	0	0	0	5	N	10	
20	Jackson	Jackson Street	1940's	0	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	1	N	13	
21	Jackson	Jackson Street	1920's	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	8	5	N	14
22	Jackson	W Jackson Street	1920's	0	0	0	0	91	43	0	0	0	0	0	0	0	0	0	0	6	N	17	
23	Jackson	W & E Jackson Street	1880's - 1920's	0	0	0	0	97	156	0	0	0	0	0	0	0	0	0	0	6 & 5	N	18	
24	Jackson	E Jackson Street	1920's - 1950's	0	0	0	0	42	31	0	0	0	0	0	0	0	0	0	0	5	N	19	
25	Lee	Lee Street	1920's	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	Y (SR-423)	23	
26	Lee	Lee Street	1920's	0	0	13	18	0	0	0	0	0	0	0	0	0	0	0	0	2	N	24	
27	Lee	Lee Street	1930's	0	0	0	0	0	0	0	0	0	0	2	2	0	0	0	0	1	N	25	
28	Lee	N Lee Ave	1910's	0	0	0	0	23	28	0	0	0	0	0	0	0	0	0	0	6	N	27	
29	Lee	S Lee Ave / Lee Court	1910's	0	0	0	0	19	30	0	0	0	0	0	0	0	0	0	0	6	N	28	
30	Maury	Maury Road	1950's	0	0	0	0	29	37	0	0	0	0	0	0	0	0	0	0	2 & 5	N	31	
31	Shine	Shine Avenue	1910's	0	0	0	0	91	104	0	0	0	0	0	0	0	0	0	0	5	N	34	
32	Stonewall Jackson	Stonewall Jackson Road	1980's	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	N	36	
Total				347	414	90	114	550	765	1	1	117	262	35	36	3	6	17	23				

APPROVED
BY ORANGE COUNTY BOARD
OF COUNTY COMMISSIONERS
MAY 19 2015 KH/BS

RESOLUTION

of the
ORANGE COUNTY BOARD OF COUNTY COMMISSIONERS
regarding
**THE PROCESS FOR THE REVIEW OF PETITIONS TO
CHANGE THE NAMES OF EXISTING STREETS AND ROADS
WITHIN THE COUNTY'S JURISDICTION**

Resolution No. 2015-M-12

WHEREAS, pursuant to Section 336.05, Florida Statutes, the Board of County Commissioners has the authority to name and rename streets and roads, except state roads, lying outside the boundaries of any incorporated municipality;

WHEREAS, on April 4, 1995, the Board adopted Resolution No. 95-M-20 that, in part, established procedures for approving street name petitions, and delegated to the County staff the authority to review and approve street name petitions; and

WHEREAS, the Board desires to revise those procedures.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ORANGE COUNTY, FLORIDA:

Section 1. Process for Review and Approval of Petitions to Change Names of Existing Streets and Roads. The Board of County Commissioners hereby establishes the following process for the renaming of existing streets and roads within its jurisdiction:

(a) The Board hereby delegates to the Manager of the Orange County Zoning Division, or his/her designee, the authority to process petitions to rename existing streets and roads, subject to the requirements of subsections 1(b)(1) through (6);

(b) Every street/road name petition shall comply with all the following requirements:

(1) The applicant shall file a street/road rename petition with the Zoning Division, and pay the application fee in an amount approved by the Board.

(2) In conjunction with the petition, the applicant shall provide the tax identification number of each parcel and lot with frontage on the street/road that is the subject of the proposed change, and supply the name of the owner of record of each such parcel and lot.

(3) The applicant shall submit a site plan drawn to scale that identifies the street/road and the abutting parcels and lots.

(4) The applicant shall provide evidence that the owner of each abutting parcel and lot has been notified of the proposed street/road name change. A roster with the signatures of all those owners shall be deemed sufficient evidence.

(5) If any parcel or lot other than the applicant's parcel or lot abuts the street/road that is the subject of the proposed name change, the applicant shall supply notarized statements from at least seventy-five percent (75%) of the owners of all the abutting parcels or lots showing that those abutting property owners consent (have no objection) to the proposed street/road name change.

(6) If the applicant supplies notarized statements from at least seventy-five percent (75%) of the owners of all the abutting parcels and lots, the Zoning Manager shall place the request for the street/road name change on the Board's agenda, with a recommendation to approve or deny the petition.

(c) The Board may approve a petition for a street/road name change in its sole and absolute discretion. The Board's decision need not be made at a public hearing.

Section 2. Exceptions to Process. This Resolution is not intended to apply, and does not apply, when a street or road is being named for the first time (for example, when a plat for a new single-family residential subdivision is approved), or when the Board decides on its motion to change the name of an existing street or road.

Section 3. Effect on Resolution No. 95-M-20. This Resolution supercedes and replaces all portions of Resolution No. 95-M-20 regarding street name petitions. To that end, all such portions of Resolution No. 95-M-20 are hereby repealed.

Section 4. Effective date. This Resolution shall become effective on the date of its adoption.

Adopted this _____ day of MAY 19 2015, 2015.



ORANGE COUNTY, FLORIDA
By: Board of County Commissioners

By: *Teresa Jacobs*
Teresa Jacobs
Orange County Mayor

ATTEST: Martha O. Haynie, County Comptroller
As Clerk of the Board of County Commissioners

By: *Craig A. Stopyn*
for Deputy Clerk