



County Commission Meeting  
October 21, 2020  
Agenda Item Number: K.3  
Agenda Item Summary #7401

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**BULK ITEM:** No

**DEPARTMENT:** Planning/Environmental Resources

**TIME APPROXIMATE:**  
NA

**STAFF CONTACT:** Emily Schemper (305) 289-2500

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**AGENDA ITEM WORDING:** Approval of a resolution reconvening the U.S.1 LOS Task Force, including 2 representatives from the Department Of Economic Opportunity (DEO) (Barbara Powell, Regional Program Administrator, and Justin Stiell, Planning Analyst); 2 representatives from the Florida Department Of Transportation (FDOT) (Neil Lyn, District Statistics Administrator, and Gina Bonyani, Systems Implementation Office); 1 representative from the County's traffic consultant, AECOM (Vivek Reddy, Traffic Engineering Department Manager); and 3 County staff representatives (Emily Schemper, Senior Director of Planning and Environmental Resources, Janene Sclafani, Transportation Planner, and Judith Clarke, Director of Engineering Services); allowing appointed members to designate alternates in the event of their absence; and tasking the U.S.1 LOS Task Force with evaluating the LOS methodology and potential updates to it based on the considerations identified in the Draft 2019 ATTDS.

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**ITEM BACKGROUND:**

The Monroe County Year 2030 Comprehensive Plan and Land Development Code (LDC) require that all development and redevelopment taking place within unincorporated Monroe County shall be served by adequate public or private facilities. The Monroe County Comprehensive Plan and LDC have adopted level of service (LOS) standards for transportation/roadways, including for U.S. Highway 1, which is part of the Florida Department of Transportation (FDOT) State Highway System.

**Comprehensive Plan Policy 301.1.2**

For U.S. 1, Monroe County hereby adopts a level of service (LOS) standard of C, as measured by the methodology established by the U.S. 1 LOS Task Force and adopted by the Board of County Commissioners in August 1991. The level of service on U.S. 1 shall be maintained within five percent (5%) of LOS C.

**LDC Section 114-2. - Adequate Facilities and Review Procedures.**

(a) Level of Service Standards (LOS). All development shall be served by adequate public facilities in accordance with the following standards:

(1) Transportation/Roadways.

a. U.S. 1 shall have sufficient available capacity to operate at LOS C for the overall

arterial length and the 24 roadway segments of U.S. 1, as measured by the U.S. 1 Level of Service Task Force Methodology, at all intersections and roadway segments. In addition, all segments of U.S. 1, as identified in the U.S. 1 Level of Service Task Force Methodology, which would be impacted by a proposed development's access to U.S. 1, shall have sufficient available capacity to operate at LOS C.

To determine the level of service on U.S. 1, the County's traffic consultant conducts an established systematic traffic monitoring program, developed by the U.S. 1 LOS Task Force, to monitor traffic volumes and travel speeds of U.S. 1 as well as on each of the 24 study segments on U.S. 1. This review has been conducted since 1992. The review was completed annually until 2013 and since 2013 the review has been conducted every two years (2013, 2015, 2017 & 2019). This information is provided as a report entitled, *U.S. 1 Arterial Travel Time and Delay Study* (ATTDS).

It is important to note, that the U.S. 1 LOS Task Force developed a unique methodology in 1991 (updated once in 1997) to assess level of service for the Florida Keys to cover both its overall arterial length from Key West to the Florida mainland, and 24 roadway segments delineated, based on an average travel speed formula. The data is collected over fourteen (14) round trips for a total of 28 travel time runs with a staggered schedule of departure times (generally between 9am and 4pm). These runs represent a sample of two runs for each day of the week. During the study period, seven-day, 24-hour traffic data are also collected at specified locations in Islamorada, Marathon, and Big Pine Key.

Over the years, there have been timeframes where certain segments of U.S. 1 have experienced a degradation of traffic speeds below LOS standards, but not for the overall U.S. 1 (entire arterial length). Unlike prior years, the Draft 2019 ATTDS indicated that the overall LOS for the entire length of U.S. 1 has fallen from LOS C to LOS D, and there is no reserve capacity for additional trips. According to the policies and regulations in the Monroe County Year 2030 Comprehensive Plan and Land Development Code, this would mean the County may not permit new development, other than single family homes, unless the proposed development's traffic impact is mitigated.

In the Draft 2019 ATTDS, the County's traffic consultant, AECOM, noted potential methodology considerations, as shown in the following excerpt from the draft report:

The following is a list of considerations for review:

1) The US 1 Level of Service Task Force was formulated in 1992 to develop a methodology for US 1 that utilizes an empirical relationship between the volume-based capacities and the speed-based Level of Service (LOS). The Task Force was a multi-agency team with members from Monroe County, the Florida Department of Transportation, and the Department of Economic Opportunity (formerly known as Florida Department of Community Affairs - DCA). The methodology established by the task force includes a procedure for using travel speed as a means of assessing the level of service and reserve capacity for US 1. The members of the Task Force met again in 1997 to re-evaluate the LOS methodology and made some minor changes. The signal delay for LOS C was increased to 25 seconds from 15 seconds to account for changes in the Highway Capacity Manual (HCM). Considering that the last meeting of the Task Force was held more than 22 years ago, it is suggested that the members of the Task Force meet again to review the LOS methodology and identify any potential changes to ensure that the methodology is consistent with current practices and to identify opportunities for improvement, if any. Since the last Task Force review, there have been updates to the Highway Capacity Manual (HCM), which may need to be incorporated. Some specific items that can be reviewed, include:

- Review the signal delay threshold for LOS C based on the current Highway Capacity Manual (delay threshold increased from 25 seconds to 35 seconds) and adjust the methodology accordingly.
- The methodology to determine the LOS for the 24 individual roadway segments and the overall US 1 are slightly different. Individual segment LOS is determined by comparing the median travel speed with the weighted posted speed limit for the segment. For example, Segment LOS is A if the median travel speed is 1.5 mph above the posted speed limit. Alternatively, the overall LOS for US 1 is determined by comparing the median travel speed with pre-established speed thresholds for different levels of service. For example, the LOS for US 1 is A if the overall travel speed is equal to or above 51 mph, irrespective of the overall weighted posted speed limit. In other words, the overall LOS criteria does not consider the posted speed limit.
- According to the current methodology, delays due to drawbridge openings should be excluded from the segment travel times, but included in the overall travel times. Considering that delays associated with drawbridge openings are non-recurring and impact the overall US 1 level of service, this part of the methodology should be reviewed and adjusted accordingly.

On July 15, 2020, at their regular meeting, the BOCC discussed the Draft 2019 ATTDS, the fact that an overall U.S. 1 degradation below LOS C, with failing segments in Islamorada, makes it difficult to develop mitigation projects to improve the overall LOS capacity; the methodology's outdated signal delay thresholds compared to standards of the current Highway Capacity Manual; the inconsistency between overall and segment LOS methodology; and the way drawbridge openings are included or not included in the segment versus overall LOS measurements; and directed staff to re-engage the U.S. 1 LOS Task Force to evaluate the LOS methodology (which has not been reviewed for updates in over 20 years) and consider updates to it based on the considerations identified in the Draft 2019 ATTDS, before the 2021 ATTDS is conducted.

Potential updates to the methodology would be consistent with Comprehensive Plan Policy 301.2.1.

### Policy 301.2.1

Monroe County, in coordination with the FDOT, shall continue the systematic traffic monitoring program initiated in March 1991, to monitor peak season traffic volumes at permanent count stations and travel speeds on the overall length of U.S.1 and on each of 24 study segments of U.S. 1, and to determine the cumulative impact of development and through traffic. Monroe County shall use the methodology developed by the U.S. 1 LOS Task Force composed of representatives from Monroe County, FDOT, and the Department of Economic Opportunity (DEO) for conducting this analysis and shall request that the Task Force update and refine the methodology's assumptions on a periodic basis when new data becomes available.

In accordance with Policy 301.2.1, which specifies that the task force be composed of representatives from Monroe County, FDOT, and the Department of Economic Opportunity (DEO), letters were sent by Mayor Carruthers to DEO Executive Director Dane Eagle and FDOT Secretary Kevin J. Thibault asking for their participation in reconvening the U.S.1 LOS Task Force. Both have indicated agreement to participate, and the following total eight individuals (or their appointed representatives, in the event of an absence) are proposed to be on the task force:

DEO:

Barbara Powell, Regional Program Administrator  
Justin Stiell, Planning Analyst

FDOT:

Neil Lyn, District Statistics Administrator  
Gina Bonyani, Systems Implementation Office

Monroe County Traffic Consultant (AECOM):

Vivek Reddy, Traffic Engineering Department Manager

Monroe County Staff:

Emily Schemper, Senior Director of Planning and Environmental Resources  
Janene Sclafani, Transportation Planner  
Judith Clarke, Director of Engineering Services

Staff is requesting approval of the U.S.1 LOS Task Force membership as listed above, with the assignment to evaluate the LOS methodology and consider updates to it based on the considerations identified in the Draft 2019 ATTDS.

The target schedule of the U.S.1 LOS Task Force would be to complete the review and update of the LOS methodology and present it to the BOCC for approval by February 2021, prior to the regularly scheduled commencement of data collection for the 2021 biennial ATTDS. Data collection must be done during a 6-week window of time in late February – early March, as specified in the current methodology.

The proposed scope of work for the Task Force (presented in another Board agenda item to be approved separately) includes the following primary tasks:

- Task 1 – Review the Current Highway Capacity Manual
- Task 2 – Review Current Traffic Data

- Task 3 – Develop a New Travel Time Study Schedule
- Task 4 – Coordinate and Schedule Task Force Meetings
- Task 5 – Project Meetings
- Task 6 – Update the US 1 LOS Methodology
- Task 7 – Project Progress Meeting

The scope includes a total of four Task Force meetings between November and January, one of which would be a Community Meeting, to gather public input on draft recommendations from the Task Force, as well as a presentation to the BOCC at their regularly scheduled meeting in February, 2021, at which time the BOCC would decide whether to adopt any recommended methodology changes proposed by the Task Force.

Proposed Task Force Meetings:

1. Initial Task Force meeting to discuss initial methodology update, Highway Capacity Manual review, and decide on the initial direction for updating the LOS methodology.
2. Second Task Force meeting to review the first draft of the updated methodology.
3. Community Meeting to gather public input on draft methodology update (will satisfy Community Meeting requirement to update methodology in Comprehensive Plan and Land Development Code as well).
4. Third Task Force meeting to present the final methodology and gain consensus from all members.

BOCC Regular Meeting – February 17, 2021:

Presentation of Task Force recommended methodology update and adoption by BOCC.

Data collection for the 2021 ATTDS would begin in late February/early March, using whatever methodology updates may be adopted by the BOCC. The 2021 ATTDS report is anticipated to be scheduled to come before the BOCC for approval in August 2021.

This timeline coincides with the timeline for the County’s recently initiated Transportation Master Plan process, which is anticipated to produce a draft report in August 2021.

A detailed timeline is attached which includes the U.S. 1 LOS Task Force, Transportation Master Plan, Comprehensive Plan Update, 2021 ATTDS, and Public Facilities Capacity Report.

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**PREVIOUS RELEVANT BOCC ACTION:**

August 1991 – Adoption of the U.S.1 Level of Service (LOS) C as measured by the U.S.1 Level of Service (LOS) Methodology established by the U.S.1 LOS Task Force.

December 10, 1997 – Approval of amendment to the U.S.1 LOS Methodology based on recommendations of the U.S.1 LOS Task Force.

January 23, 2019 - Approval of Work Order #7 to complete the 2019 U.S. 1 ATTDS.

May 20, 2020 – Approval of Supplemental Amendment No. 1 to Joint Participation Agreement

G1A71 with FDOT, adding \$300,000, for the County's Transportation Planning Program. Total JPA amount \$600,000 (County portion \$75,000).

July 15, 2020 - BOCC considered the Draft 2019 Arterial Travel Time & Delay Study, and directed staff to re-engage the U.S. 1 LOS Task Force to evaluate the LOS methodology and consider updates to it based on the considerations identified in the Draft 2019 ATTDS.

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**CONTRACT/AGREEMENT CHANGES:**

N/A

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**STAFF RECOMMENDATION:** Approval

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**DOCUMENTATION:**

08\_06\_1991 BOCC Regular Minutes Accepting Original Task Force Traffic LOS Methodology Resolution to Reconvene Task Force - with Exhibit  
Ordinance 0071992\_Adopting Original Task Force Traffic LOS in Comp Plan  
BOCC meeting Item N3\_1997\_\_Approval of LOS Methodology Task Force Update  
CURRENT TIMELINE\_traffic methodology-traffic study-transportation master plan\_10.2.20  
County Letter to DEO Signed 9.10.2020  
County Letter to FDOTSigned 9.10.2020

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**FINANCIAL IMPACT:**

<p><b>Effective Date:</b> <b>Expiration Date:</b></p> <p><b>Total Dollar Value of Contract:</b> \$0 <b>Total Cost to County:</b> \$0 <b>Current Year Portion:</b> <b>Budgeted:</b> <b>Source of Funds:</b> <b>CPI:</b> <b>Indirect Costs:</b> <b>Estimated Ongoing Costs Not Included in above dollar amounts:</b></p> <p><b>Revenue Producing:</b>                      <b>If yes, amount:</b> <b>Grant:</b> <b>County Match:</b> <b>Insurance Required:</b> n/a</p> <p><b>Additional Details:</b></p>
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**REVIEWED BY:**

Emily Schemper	Completed	09/30/2020 5:22 PM
Derek Howard	Completed	09/30/2020 6:20 PM
Assistant County Administrator Christine Hurley	Completed	Completed
	10/05/2020 3:06 PM	
Purchasing	Completed	10/05/2020 3:07 PM
Budget and Finance	Completed	10/05/2020 5:29 PM
Risk Management	Completed	10/05/2020 6:53 PM
Liz Yongue	Completed	10/06/2020 8:32 AM
Board of County Commissioners	Pending	10/21/2020 9:00 AM