



Oregon

Kate Brown, Governor


Department of Transportation

Region 2 Tech Center

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DATE: April 17, 2018

TO: Casey Knecht, PE
Region 2 Development Review Coordinator

FROM: 
Keith P. Blair, PE
Region 2 Senior Transportation Analyst

SUBJECT: Willamette Country Music Festival (Marion Co) – Mass Gathering Permit
Revised TIA Review Comments

ODOT Region 2 Traffic has completed our review of the submitted revised traffic impact analysis (dated April 6, 2018) to address traffic impacts due to relocation of the Willamette Country Music Festival (WCMF) to the Ankeny Hill area of Marion County near Interstate 5, with respect to consistency and compliance with current versions of ODOT's *Analysis Procedures Manual (APM)*. Both versions of the *APM* were most recently updated in January 2018. Current versions are consistently published online at: <http://www.oregon.gov/ODOT/TD/TP/Pages/APM.aspx>. As a result, we submit the following comments for the County's consideration:

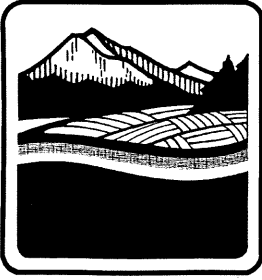
Recommended analysis items to be addressed:

1. It appears the currently proposed number of pedestrian crossings may be inadequate to serve the thousands of patrons exiting the venue at the end of each day. Consideration should be given to assessing the desirable pedestrian paths and potentially designating additional crossings.
2. Page 55, "Campers" section – The assumption that since the Brownsville site showed few campers leaving on day trips that it would carry over to Ankeny site may not be valid and the Brownsville site is approximately 30 miles (at least ½ hour drive) to anywhere else. However, Ankeny is only eight miles to Enchanted Forest and 10 miles to the south Salem Walmart.
3. Page 64, "Egress from the Site" section – Note and consider that while the proposed egress eliminates the conflict of pedestrians across the single south pedestrian access, it directs traffic across the two proposed pedestrian crossings on the east side of the site.
4. Page 72, "Event Ingress Peak Conditions" section – Pedestrian conflicts with ingress of campers has the potential to create flow and queue concerns which could propagate towards I-5 and should be monitored closely.

Proposed mitigation comments:

5. ODOT maintains jurisdiction of the Pacific Highway No. 1 (I-5) and ODOT approval shall be required for all proposed mitigation measures to this facility.
6. ODOT will continue the process of coordinating with Federal Highway Administration on any proposed temporary traffic control changes at the I-5 ramp terminals, including modifying the control of both Ankeny Hill Road terminal intersections to provide a “free” movement off the I-5 ramps and stationing a flagging station at all terminal intersections at the Ankeny Hill Road and Talbot Road interchanges.
7. All temporary traffic control signs on I-5 (including the ramps) shall be 48” rather than the standard 36”.
8. All flagging personnel shall be certified to perform traffic control operations in Oregon.
9. Illumination shall be provided at all flagging stations to illuminate the intersections and provide more clarity that temporary traffic control is taking place during nighttime and low-light conditions. This will improve operations and enhance the safety of the traveling public and the flagging personnel.
10. The event should provide portable changeable message signs (PCMS) along I-5:
 - southbound north of the Ankeny Hill Road interchange,
 - northbound south of the Talbot Road interchange, and
 - both southbound and northbound between the two above interchanges to ensure I-5 through travelers are aware the conditions will exist at both interchanges and to further enable responses to contingencies as they occur.
 - At all above locations, it is probable ODOT will require the provision of PCMSs not only on the outside (right) shoulder, but also within the median (left) shoulder to ensure the messages are visible to drivers in the left lane while passing trucks in the right lane.
 - The actual PCMS messages to be displayed will be determined at time of ODOT temporary traffic control permit application.

Thank you for the opportunity to review this traffic impact analysis. As the analysis files were not provided, Region 2 Traffic has only reviewed the submitted report. If the County determines any of the above comments will merit the need for reanalysis, we would be willing and able to assist with an additional round of review. This traffic impact study has been, for the most part, prepared in accordance with ODOT analysis procedures and methodologies. The primary and contingency routes combined with the proposed temporary traffic control recommended within this study (and incorporation of the above comments) may be expected to acceptably mitigate traffic effects of the proposed mass gathering application (up to 30,000 total attendees). Additional work may be required to accompany a future temporary traffic control permit application to ODOT District 4 and Region 2 Traffic (i.e. operational and queuing analysis, etc.). If there are any questions regarding these comments, please contact me at (503) 986-2857 or Keith.P.Blair@odot.state.or.us.



Marion County OREGON

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MEMORANDUM

April 20, 2018

TO: Brandon Reich, Planning Division

FROM: Julia Uravich, Public Works Engineering Division *JUM*

RE: CU17-043; 13054 Jorgenson Road S & 3700 Block Wintel Road S, Jefferson

Approval of this Conditional Use would allow temporary use for a large mass gathering on approximately 692 acres within the EFU (Exclusive Farm Use) zone. The event will reportedly draw up to 30,000 persons per day.

This memorandum serves as a follow-up to the December 11, 2017 memo provided to Planning from the Public Works Engineering division following its review of materials submitted by the applicant since that time. In that memo, the Public Works Engineering Division requested the following engineering conditions be imposed if the application is approved:

Condition A – *No less than five (5) months prior to the scheduled event, submit to MCPW Engineering for review and approval, a Traffic Impact Analysis / traffic study (TIA) that also includes a detailed site plan.*

This is a critical path contingency item. The TIA document shall be prepared, sealed, and signed by a registered traffic engineer. Applicant shall work with Public Works staff to identify the exact scope of the analysis; see TIA content requirements given in the Engineering Requirements section of PW Engineering Memorandum. A conceptual site plan has been provided with the land use application; however, a more detailed plan is required. Contact Julia Uravich at 503-588-5036.

Condition B – *No less than four (4) months prior to the scheduled event, submit to MCPW Engineering for review and approval, a comprehensive Temporary Traffic Control Plan (TTCP) that addresses both vehicular and pedestrian traffic within the public right-of-way for the proposed event, along with a copy of the TTCP plan that was approved for use at the 2017*

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Willamette Country Music Festival held in Brownsville, Oregon.

Condition C – *No less than three (3) months prior to the scheduled event, submit to MCPW Engineering for review and approval, that portion of ticket holder information packet related to traffic routing, directions, and traffic control.*

Condition D – *No less than two (2) months prior to the first event, submit to MCPW Engineering for review and approval, a draft detailed notice to all property owners and affected stakeholders within the vicinity of the event. No less than 14-days prior to the scheduled event, prepare and mail an approved notice to all property owners within a geographic expanse to be specified by Public Works staff.*

Condition E – *At the time the TIA is submitted for review, Applicants shall execute a MCPW Work Order agreeing to pay for all costs assumed by the Department of Public Works for such activities related to the event including, but not limited to, formal review of the TIA, TTCP and related event material; event planning activities; event traffic monitoring by Public Works staff during the festival; required response activities during the festival; and any post-event repairs or required actions.*

Condition F – *Applicants are required to restore the state and county road right-of-ways impacted by the event to the same or better condition as existed prior to the event or as specified in individual permits. This may include closing temporary accesses, restoring road shoulders and ditches, removing temporary traffic control devices, litter and debris pickup, etc.*

Condition G – *The approval be limited to a single event with a cap on ticket sales and attendance to 30,000 attendees per day.*

Following review of materials submitted after issuance of the December 11, 2017 memorandum, notably the TIA dated February 20, 2018, and the revised TIA dated April 6, 2018, the Public Works Engineering Division is not opposed to the proposal, provided the following additional recommended conditions are imposed to mitigate anticipated traffic impacts. A summary of the Public Works Engineering Division's comments on the February 20, 2018 TIA with commentary discussing the extent to which the comments were addressed by the revised TIA is provided as an attachment (Attachment 1) to this memo.

The recommended conditions and engineering requirements listed in the December 11, 2017 memo remain unchanged unless amended by the conditions below and should be considered for inclusion. It is important to note that all conditions are subject to change as additional information is submitted and reviewed by staff, including information derived from the 2018 Willamette Country Music Festival event.

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Condition H – *The applicant shall provide additional information requested within the commentary of Attachment 1 to the Marion County Traffic Engineering Supervisor as a supplement to the revised TIA within timeframes discussed in the commentary or as applicable as event preparation progresses. The TIA and TTCP will not be approved until all requested information is provided and approved by the Public Works Traffic Engineering supervisor or designee.*

Condition I – *The primary routes and contingency routes illustrated in Figures 44 and 45 of the revised TIA shall be established as the official routes for ingressing event traffic, contingent upon approval by ODOT Region 2 Traffic, ODOT District 3 and 4, and the ODOT Rail and Public Transit Division, as well as approval of a TTCP that supports these routes. The routes illustrated in Figure 49 of the April 6, 2018 revised TIA shall be established as the official routes for egressing traffic, contingent upon approval by ODOT Region 2 Traffic, ODOT District 3 and 4, and ODOT Rail and Public Transit Division, as well as approval of a TTCP that supports these routes. If the needed approvals cannot be obtained, the routes will need to be modified and submitted to the referenced agencies for reviews.*

Condition J – *Execution of the work order described in Condition E has not yet occurred. Execution of the work order shall occur within a timeframe to be determined by Public Works Engineering staff after its reviews are substantially completed.*

Condition K – *Two weeks prior to the event, the applicant shall prepare and furnish a traffic control contact list to the Marion County Public Works Traffic Engineering section. The contacts shall consist of but not be limited to: Traffic control supervisor(s), key Festival coordination staff with decision making abilities and primary representatives from ODOT District 3, ODOT District 4, Marion County Sheriff's Office, Marion County Traffic Engineering, Marion County Road Operations supervisor, and Marion County Dispatch. The contact list shall be composed on a card and be distributed to all listed parties.*

Condition L – *The applicant shall work in coordination with ODOT and Marion County Traffic Engineering staff to develop an agreement that specifies conditions and procedures in which contingency routing plans and any unanticipated traffic control changes will be implemented during the event. Elements of the agreement shall include who has the authority to implement those plans and changes and under what circumstances. The agreement shall be executed as part of the TTCP approval process.*

Condition M – *Pedestrian containment and properly signed designated crossing locations shall be provided to and approved by the Marion County Traffic Engineering Supervisor or designee as part of the TTCP review process.*

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Condition N – *The content of the informational packets provided to attendees with camping and parking passes shall be submitted to and approved by the Marion County Traffic Engineering Supervisor or designee one month prior to distribution.*

Condition O – *Premium and General Parking traffic shall be routed into the General Admission parking fields to encourage driver decision making on-site, rather than on the public roadways.*

Condition P – *Detailed event and traffic routing notification shall be furnished to all property owners and residents located along and in the general vicinity of the primary and contingency event ingress and egress routes. The proposed notification materials and mailing list shall be approved by the Marion County Traffic Engineering Supervisor or designee two weeks prior to distribution. Distribution shall occur no later than two weeks prior to the event.*

Condition Q – *The applicant shall operate a Festival Command Center and provide a conference phone number to area farmers for scheduled early morning coordination calls on each morning of the event. A neighbor liaison(s) shall also be available throughout the event. Marion County Traffic Engineering staff shall be provided with name(s) of the neighbor liaison(s) and their contact information prior to the event, in conjunction with Condition K.*

Condition R – *The applicant shall work with Public Works staff to review and approve the “ticketing platform build” (ticket allocation plan) in an effort to ensure compliance with the 30,000 attendee cap. This shall occur no later than one month prior to the beginning of ticket sales.*

Condition S – *The applicant shall provide, on a daily basis during the event, the hourly real-time person counts within the gated venue area to Public Works staff during the event. A mechanism for this information exchange to occur shall be in place prior to the start of the event.*

Condition T – *In accordance with Marion County Driveway Ordinance 651, driveways must meet sight distance, design, spacing, and safety standards. Access Permits shall be required to install and/or remove temporary and/or intermittent use permanent accesses as approved and determined by the Marion County Public Works Engineering Division. Permits shall also be required for any modifications to existing accesses.*

Condition U – *Applicant shall provide evidence of meeting ODOT, railroad, and other agency requirements, including obtaining any required permits.*

Condition V – *In addition to the parameters set forth in Conditions E and J, Marion County Public Works staff shall be provided with the appropriate credentials for unencumbered access to the event for all event monitoring purposes.*

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Condition W – *The applicant shall provide evidence of a coordinated written plan that the Marion County Sheriff's Office has agreed to concerning impound activities.*

Condition X – *The collection of "baseline" 24-hour traffic volume and vehicle classification counts shall be required on key roadways identified by the Marion County Traffic Engineering Supervisor or designee in July 2019. The collection of 24-hour traffic volume and vehicle classification counts on the same key roadways shall be required throughout the duration of the event as a means to more accurately gauge the traffic impacts resulting from the event. Traffic counts shall be collected by Public Works Traffic Engineering staff, and related costs will be borne by the applicant through a private work order as described in Conditions E and J.*

ENGINEERING REQUIREMENTS

- Y. Applicant will be required to get any applicable Marion County permits.
- Z. A Road Closure (Detour) Permit will be required for any road related closures.
- AA. There may be more specific traffic information required for the Mass Gathering Permit required in association with the Conditional Use. Additional requirements may be imposed as new information is received and reviewed through the actual time of the event.
- BB. Utility work within the public right-of-way necessary to provide for temporary onsite services requires permits from MCPW Engineering.
- CC. No event signs or entrance gates shall be placed within the public right-of-way. Only Temporary Traffic Control Signs identified in an approved TTCP are allowed within the RW and event gates must be set a minimum of 50 feet back from the edge-of-pavement. Any other signing must be located on private property, with appropriate property owner permission and must comply with any Marion County zone code requirements and engineering standards, including those related to sight distance.

ENGINEERING ADVISORY

- DD. The applicant is advised that there are jurisdictional waters present on and around the site, including the possibility of wetlands, and applicant is responsible for securing any environmental permits associated with the proposed pedestrian bridge(s) as well as any new accesses or existing access modifications in the area.

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Applicant is directed to the Department of State Lands and the Sidney Irrigation Co-op to pursue any permit requirements.

cc: Jimmy & Kristine Gross
Tim Flowerday, WCMC LLC
Casey Knecht, ODOT Region 2 (via email)
Joe Bessman, Transight Consulting, LLC (via email)

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April 20, 2018

ATTACHMENT 1

Comments provided by Marion County Public Works Traffic Engineering staff following review of the February 20, 2018 Willamette Country Music Festival Transportation Impact Analysis (TIA) with commentary discussing the extent to which the revised TIA, dated April 6, 2018 complied.

1. The county has significant concerns with the ingress routes proposed in the TIA and the ability of those routes to prevent event related traffic from backing up on to the I-5 mainline. The county also has concerns with the potential I-5 contingency routes shared in the March 9 memorandum and meeting and the ability of the organizers and traffic control team to seamlessly transition to the contingency routing plans if needed during the event. This also presents the potential for complications for the local farming community and attendees who may have been provided alternative routing information in the event packet. Marion County staff requests an extensive analysis of I-5 Southbound Contingency Route Option #3 and I-5 Northbound Contingency Route Option #3 described in the March 9, 2018 memorandum as the established festival ingress routes. These routes have the potential to eliminate I-5 queuing concerns while separating event related traffic streams originating from geographic locations north and south of the venue. Narratives that discuss the advantages and disadvantages of various routing options shall be provided in addition to details on how the farming community will be accommodated as part of the event routing.

Commentary: The revised TIA satisfactorily addresses the county's request for an analysis of the northbound and southbound ingressing traffic routing from I-5. The county is not opposed to the routes and contingency routes illustrated in Figures 44, 45, and 49 of the revised TIA, contingent upon county, ODOT, and ODOT Rail & Public Transit's acceptance of the temporary traffic control plans for these routes and the ability of the organizer to obtain all required permits from these agencies and the railroad. Note, the temporary traffic control plan is currently under review by Marion County Public Works Traffic Engineering staff as a component of the Mass Gathering 17-004 review process.

2. The TIA states on page 65, "Detailed traffic control plans will be prepared

and approved subject to ODOT timelines (typically about 60 days prior to the event).” Note that Marion County requires an approved detailed traffic control plan (TCP) as part of the conditional use and mass gathering approvals. This traffic plan shall detail all of the traffic control measures necessary for the ingressing and egressing routes deemed acceptable by Marion County Public Works and ODOT. Any changes to the approved traffic control plan will require advance approval by the Marion County Public Works Traffic Engineer.

Commentary: As noted above, the TCP is currently under review by ODOT and Marion County Traffic Engineering staff, which will provide comments as part of MG17-004.

3. The 2019 event will be capped at 30,000 people total. This includes campers, concert attendees, volunteers, vendors, support staff, etc. Figure 39 provides an approximation of this distribution. A table that provides estimated quantities of event attendees and demonstrates how the quantities add up to the capped attendance number of 30,000 is requested to supplement the trip generation step. A specific number of maximum ticket sales with a daily distribution profile shall be derived and provided to further demonstrate how attendance will be capped at 30,000 individuals on-site at any time during the event.

Commentary: Based on Figure 39 in the initial TIA submittal, staff calculated an approximate number of 1,110 event attendees who do not fall into the camper or day-use attendee category. While the revised TIA provides an adequate breakdown of the support service attendees, Table 5 estimates a total of 717 persons in this category, an approximate 35 percent reduction from the initial estimate in the TIA. Staff is concerned that this number is understated and requests an explanation of how this number will be managed and reported in part to ensure attendance remains below the 30,000 person threshold.

The revised TIA also discusses how ticketing and ticket-taking at the venue gates will be handled to ensure compliance with the 30,000 person threshold. However, it is important to note that the 30,000 person maximum attendance that was established includes people who are outside of the gated venue, on other parts of the site (such as camping). More discussion on how the event organizers will account for persons outside of the venue gates is requested as a condition of TIA acceptance.

4. The TIA shall include a discussion and trip estimates of the various festival support functions (chemical toilet servicing, garbage pick-up, food service delivery, vendors, etc.), their transportation methods, and how the ingress and egress patterns of these functions integrates with the event attendee traffic. The TIA does not include conceptual site layouts that depict how the camping and parking areas of the festival grounds will be laid out. These detailed site layouts are required to supplement the event entry and egress analysis and illustrate how on-site circulation will function to reduce impacts to the county roadway network and state highway system. Requested items to depict on these layouts include the

camping and parking site configurations, gate locations, parking attendant locations, internal roadway networks, pedestrian crossing location, interior signing, and parking attendant stations and specific attendant instructions related to managing on-site traffic flow.

Commentary: Figure 5 within the revised TIA provides a preliminary event layout, while more detailed than the layout provided in the initial TIA, is conceptual in nature. A more detailed site layout and circulation plan will be required as part of the MG17-004. This shall include items such as dimensioned access locations, gate locations, circulation patterns, proposed driveway configurations, pedestrian walkways, parking pass sales booths, interior signing, and parking attendant stations.

5. An on-site drop-off loop is incorporated into the mitigation plan. An illustration of this loop depicting how it will be accessed, operate, and integrate with the other incoming and outgoing traffic shall be included as part of the site plan requested in Comment 2 above. Attendees with parking passes shall be strategically excluded from this loop, and the TIA shall include a narrative describing how drop-off traffic will be managed and separated from other event traffic on-site to prevent back-ups onto Wintel Road, Ankeny Hill Road and other county roads.

Commentary: The drop-off loop shall be detailed in the site layout and circulation plan required as part of MG17-004. This detail should include the number of lanes, dimensions, and stacking lengths.

6. The TIA shall include a detailed narrative that discusses how through and local traffic will be managed and allowed to move through intersections, checkpoints, and roadway segments to minimize impacts. This traffic may include but is not limited to the following: Farming traffic and agricultural implements, local residents, Ankeny National Wildlife Refuge visitors, and commuters that travel between I-5 and destinations west of the Willamette River.

Commentary: The revised TIA provides satisfactory discussions on the accommodation of local traffic and provides estimates of the delays.

7. The event organizer shall demonstrate coordination with other affected agencies not limited to: ODOT Region 2 Traffic, ODOT District 3 and 4 Permitting, ODOT Rail and Public Transit Division, Marion County Sheriff's Office, Ankeny National Wildlife Refuge (U.S. Fish and Wildlife Service), and City of Jefferson. Comments from these agencies and other concerned parties will be considered by Marion County Public Works in its review of the TIA and event TCP and determination of recommended conditions pertaining to the TIA and TCP.

Commentary: Coordination with the agencies listed above and other concerned parties was evidenced in the revised TIA. Continued coordination is required as part of the TCP review and permitting processes.

8. Pedestrian crossing locations across public roadways will require traffic control to be detailed as part of the event traffic control plan. The event traffic control plan shall also detail pedestrian containment and routing measures to be used on-site. In addition, the measures to be utilized to minimize the impacts to the through traveling motorists on public roads.

Commentary: As noted above, the TCP is currently under review by staff and may result in requirements for physical improvements to roadways, intersections, and accesses to be made at the applicant's expense.

9. Marion County Public Works shall be added as a participant in the event monitoring structure and should be included in the process. Note that the event organizer will be responsible for the county's staff and equipment costs associated with monitoring the event. County staff shall be allowed full access to the venue as needed for monitoring purposes.

Commentary: The revised TIA adequately notes Public Works staff as part of the event monitoring structure and process. As a recommended condition of approval, the organizer will be required to execute a private work order through Public Works to cover these costs.

10. If the event is approved, at the appropriate time, the organizer shall furnish detailed event and traffic routing notifications to all property owners and residents located along and in the general vicinity of the agreed upon event ingress and egress routes. The notification and mailing list shall be provided to Marion County Public Works Traffic Engineering for approval prior to distribution. Advanced notices to motorists via electronic variable message signs will also be required by Public Works.

Commentary: The revised TIA includes this as a proposed traffic mitigation measure.

11. The range of current daily traffic volumes on county roadways during the summer is understated on page 21, as several roadways that will be used by festival attendees carry ADTs of over 1000 vehicles per day.

Commentary: This error was satisfactorily corrected in the revised TIA.

12. The Portland & Western Railroad is erroneously referred to as "Pacific and Western Railway" on page 29.

Commentary: This error was satisfactorily corrected in the revised TIA.

13. An estimated vehicle occupancy rate of 2.33 persons per vehicle is acceptable for the purposes of this analysis.

Commentary: Based upon the information provided in the revised TIA, the estimated vehicle occupancy rate of 2.33 persons per vehicle remains acceptable.

14. Figure 41 depicts festival trip distribution. A similar figure that depicts the estimated trip assignment shall be provided as well.

Commentary: Trip assignment figures illustrating critical ingress and egress demands were provided within the revised TIA and are acceptable.

15. The traffic counts summarized in Table 4 should be labeled as "peak hour volumes."

Commentary: This correction was made in the revised TIA.

16. The bulleted intersection location descriptions on page 63 do not correspond with the referenced figures.

Commentary: This correction was made in the revised TIA.

17. Additional conditions may be imposed on the applicant as part of the TCP to address roadway conditions and safety measures required to accommodate unfamiliar, out of area drivers who may not be familiar with the two lane narrow county roads, especially during hours of darkness.

Commentary: As noted above, the TCP is currently under review by staff.

18. The TIA lists an on-site impound lot as a component of the mitigation plan. Note that the organizer does not have the authority or permission to tow vehicles from within the public right-of-way. Public Works will require evidence of a coordinated written plan that the Marion County Sheriff's Office has agreed to.

Commentary: Evidence of the coordinated written plan will be included as a recommended condition of approval.

19. Any temporary driveway locations proposed as part of the event are subject to approval and permits from the Marion County Land Use Engineering and Permits (LDEP) section. All temporary driveways must be restored to previous conditions following the event.

Commentary: The revised TIA includes this as a proposed traffic mitigation measure, and it will be included as a recommended condition of approval to reinforce the county's access ordinance.

20. The informational packets included with camping and parking passes shall be provided to Marion County Public Works Traffic Engineering staff for approval prior to distribution. Specific routing instructions shall be created and included in the packet. Use of portable navigation and GPS devices shall be discouraged in routing instructions intended for attendees.

Commentary: The revised TIA includes this as a proposed traffic mitigation measure, and it will be included as a recommended condition of approval.