



Date:	June 16, 2018
To:	Marion County Commissioners
From:	Joe Bessman, PE and Del Huntington, PLS
Project Reference No.:	1117
Project Name:	Willamette Country Music Festival



We have completed a review of the Hearing Officer’s recommendation regarding Case No. CU 17-043 Applicant: Willamette Country Music Concerts LLC, dated June 7, 2018.

BACKGROUND

Transight Consulting, LLC was engaged by Willamette Country Music Concerts, LLC in December 2017 to prepare and develop a Traffic Impact Analysis (TIA) and a Temporary Traffic Control Plan (TTCP) as required by Marion County Public Works Engineering Division for the above referenced application for the Willamette Country Music Festival. The TIA and TTCP were prepared in coordination with ODOT Rail and ODOT Highway Divisions. The purpose of the TIA is to identify estimated traffic impacts on local county roads and state highways with the proposed 2019 Willamette Country Music Festival (the Festival) for the Jefferson/Talbot area, and identify routes, coordination with emergency services and agencies, and mitigation measures to direct visitors and locals throughout the area for the duration of the festival. The purpose of the TTCP is a major component of the mitigation, and it identifies how the traffic control strategies will be implemented throughout the Festival period.

The initial TIA was submitted to Marion County and ODOT on February 20, 2018. The initial TIA provided extensive information on area farming practices, travel patterns, and forecast conditions with the Festival. Both Marion County and ODOT identified various issues that required supplemental information and contingency routes to protect the function and operations along the I-5 corridor and better accommodate continued farming uses. In response to issues raised by Marion County and ODOT we significantly updated the initial TIA by providing to Marion County and ODOT a revised TIA, dated April 6, 2018. The revised TIA contains 92 pages, plus appendices, much of which was unchanged from the original report. In addition to the Revised TIA, the record for this matter includes additional comment letters from the Applicant, Marion County and ODOT regarding the TIA and TTCP. Unfortunately, some of these key documents, while being included into the record and included on the County website, were not listed by the hearings officer in her Recommendation and it is clear that their contents were not considered within her decision. Therefore, we believe that her Recommendation is flawed and should not be followed.

The list of exhibits on identified on pages 2 through 5 of the Hearing Officer’s Recommendation fails to acknowledge the following key documents:

1. March 9, 2018 Transight memo to Julia Uravich, PE, Marion County, and Casey Knecht, PE, ODOT regarding the County request to develop WCMF Contingency Routes (this memo is on the County website).
2. March 9, 2018 Transight memo to Julia Uravich, PE, Marion County, and Casey Knecht, PE, ODOT regarding the WCMF coordination meeting minutes from the March 9, 2018 meeting with County

and ODOT staff, Joe Bessman, Del Huntington, and Mike Dunn of the WCMF team. (It does not appear that the meeting minutes were posted to the County website).

3. April 17, 2018 ODOT memo from Keith Blair, PE, ODOT Region 2 Interim Traffic Manager, to Casey Knecht, PE, ODOT regarding the ODOT review of the revised TIA (this memo is posted on the County website).
4. April 20, 2018 County memo from Julia Uravich, PE, Marion County to Brandon Reich, Marion County Planning Division (this memo is posted on the County website. While not acknowledged in the list of exhibits, the Hearings Officer refers to the memo on Page 12 of her findings).

AGENCY SUPPORT OF TRANSPORTATION FINDINGS

The omission of the four exhibits listed above is considered critical, though none as critical as the memo from Keith Blair, PE, ODOT Region 2 Interim Traffic Manager, to Casey Knecht, PE, ODOT regarding the ODOT review of the revised TIA, dated April 6, 2018. See #3 above. On Page 13 of the Recommendation, the Hearing Officer states:

“The Oregon Department of Transportation submitted additional comments after its review of the February 20, 2018 Traffic Impact Analysis, but did not submit additional comments after the revised TIA. ODOT indicated that Region Traffic has significant concerns, and is not comfortable supporting the plan as currently proposed in the February 20 TIA”.

“ODOT stated that temporary traffic control mitigation measures at the I-5 terminals recommended within this study may be expected to acceptably mitigate traffic capacity at these isolated locations, but operations at these intersections may still fail due to inadequate queue storage length on the local County network upstream, which could unacceptably back traffic queues onto the mainline of I-5.”

Also, on Page 32 of the Recommendation, the Hearing Officer again states:

“The TIA does not provide sufficient queuing estimates or assurances that the queues will not back onto I-5, which is a significant concern of ODOT. The conclusions of the TIA are insufficient to address the legitimate concerns of the local farmers, for which there is support that such impacts would be costly. Despite the best efforts of the Applicant, farm practices in August will be changed by the significant influx of traffic.”

The April 17, 2018 memo from Keith Blair, ODOT Region 2 that was omitted from the record and overlooked by the Hearing Officer was the result of a March 9, 2018 meeting that included Marion County Traffic Engineering staff, ODOT Traffic Engineering staff, and the WCMF consultant team. This meeting resulted in an agreement on the need for, and the designation of, primary and contingency inbound travel routes during the four-day Festival. The routes were identified and included in the revised TIA. The identification of the contingency routes provides an alternate route that, should an incident or queue develop could be easily implemented and provide miles of queue storage. In response to this plan, on Page 2 of the ODOT April 17, 2018 memorandum, the following relevant statement is provided:

“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)”.

A similar response to the revised TIA and contingency routes is provided from Marion County Traffic Engineering staff in their April 20, 2018 memo to Brandon Reich which states the following on Page 2:

“Following review of the 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 the proposal, provided the following additional recommended conditions are imposed to mitigate anticipated traffic impacts”.

The support letters are both included as attachments to this letter, highlighting agreement between the applicant, Marion County, and ODOT on the proposed Festival event traffic mitigation strategies. At this time Marion County and ODOT are reviewing the TTCP that implement the study recommendations. Since the proposed 2019 Festival is 15 months out, we have a substantially complete plan and are continuing to work closely with ODOT and Marion County to finalize these plans.

CATEGORIZATION OF AREA ROADS

The hearing officer Recommendation describes the Marion County roads as “narrow two-lane roads” and “narrow farm roads” on pages 29 and 30. It is critical to understand that the County roads are *public* county roads that are publicly funded and made available for public use. The text in the Recommendation seems to suggest that the local roads are owned (or to be used only) by the local farmers. All of the roads in the area are two-lane paved roads and generally 10 to 11-feet in width for each travel lane with minimal shoulders in many areas, typical of many county roads throughout Marion County and common throughout most rural areas. The design of the County roads are not unique to the Ankeny area.

FINDING OF SIGNIFICANT IMPACT

On page 12 of the Recommendations the hearings officer describes the “recommended conditions” by Marion County Public Works as “significant.” It is not clear to us what makes the recommended conditions “significant”; whether it is the substance of the proposed conditions or the number of them or both. The hearings officer does not say. Regardless, the applicant’s consultant team strongly disagrees with the use of the word “significant” given its meaning within the Oregon Transportation Planning Rule, particularly as the mitigation measures for the Festival reflect reasonable measures intended to protect the safety and function of the transportation system in response to the range of potential issues identified. The recommended conditions of approval to support the Festival are generally measures that were incorporated into the TTCP and provide the necessary details of changes that will be required along the rural County roads to serve a temporary use that will substantially change area volumes for four days while maintaining local travel and supporting area farming equipment needs. The mitigation measures can be summarized as the following:

- Develop a TTCP outlining how inbound and outbound traffic will be managed in coordination with ODOT and Marion County;
- Inform site patrons and the traveling public of the traffic control routes and changes;
- Identify measures to support travel throughout the event;
- Provide onsite coordination throughout the event to respond to unforeseen conditions or implement contingency plans; and
- Restore the area to pre-event conditions.

The vast majority of the recommended mitigation measures would be necessary for nearly any large event, regardless of its location within Marion County. The individual measures would each be considered

“minor” and are individually common strategies to manage typical events such as construction traffic, incident responses, and maintain emergency support services.

OVERFLOW PARKING AREA

On page 32 of the Recommendation the hearings officer identifies a concern from a local resident/dairy farm that an overflow parking field was adjacent to their farm which could result in impacts to their operations.

Prior to working with the applicant team, early site design concepts for the proposed Festival included overflow parking fields located to the south of Wintel Road, near Buena Vista Road, approximately 2.5 west of the venue. The proposed overflow lots of 90 acres and 40 acres were eliminated from the site plans in December, 2017 as there is more than enough parking available immediately adjacent to the Festival as thoroughly documented within the Traffic Impact Analysis.


















This failure to acknowledge this change is fundamental and is, unfortunately, illustrative of the entire Recommendation. The hearings official fails to fairly address and evaluate the applicant team’s evidence and testimony.

FARMING IMPACTS

A considerable amount of discussion has occurred related to the potential impacts to the farming community if the proposed Festival is approved. Page 32 and 33 of the hearing officer’s Recommendation includes portions of written and verbal testimonies from opponents related to farming practices. Much of the opponents’ testimony can be characterized as vague. There is little to no testimony as to specific dates when individual crops are ready to harvest. The applicant team made a considerable effort to meet with local residents, farmers and business owners on several occasions to better understand their specific needs, in public meetings, at their farms, and in their homes as they would allow. The hearings officer gave very little analysis to the substantial evidence provided in the applicant’s TIA that shows that the 4-day Festival will not force a significant change in or significantly increase the cost of, accepted farm or forest practices on surrounding lands devoted to farm or forest use. While listing the specific concerns and explicitly summarizing and in some cases quoting testimony of the opponents, she does not even discuss the in any detail the substantial evidence provided by the applicant in the TIA.

The following table is an excerpt from page 17 of the revised TIA, dated April 6, 2018, and is based on the best available information that local farmers were willing to share with the applicant team. We note that the specific harvest times can vary annually and through our outreach have provided our best attempt at identifying a reasonable window for each crop. Outside of the harvest periods shown below there are additional access and farming needs, these are generally even less time-sensitive and much lower in travel intensity.

Table 2. Summary of Harvest Period for Area Crops

Crop	June	July	August	September
Annual Rye Grass				
Tall Fescue				
Prennial Rye Grass				
Custom Straw Baling				
Wheat				
Bent Grass				
Clover				
Sorghum - Silage				
Corn - Silage				
Hazelnuts				
Peppermint				
Green Beans				
Sugar Beets				
Spinach				
Radish				
Garlic				
Blueberries				

Note: Red line illustrates WCMF Event Period (Thursday August 15 to Monday morning, August 19, 2019)

It is acknowledged that there will be more traffic on the local county roads with the proposed Festival than typically experienced in a normal four-days in August. To assist and minimize the traffic impacts, Festival has continually stated, and are committed to a daily 6:00 a.m. meeting with the sheriff's department, first responders, agency coordinators, the flagging team, and traffic management staff to

discuss the previous days' activity to identify issues and determine if there are possible revisions to improve operations, including traffic and pedestrian operations. This meeting will also allow local residents, farmers, and business owners to call in and notify staff if they have special transportation needs for the day. This knowledge will allow the team to alert flagging staff in advance and modify traffic patterns or travel times as possible to accommodate the movement of any oversized or critical equipment. A call-in phone number, accessible throughout the day will also be provided to all local farmers in the area in the event that they need to shift their farming strategy for the day to relocate equipment.

The following is provided to address other specific comments noted within the hearing officer response:

- From our outreach efforts it is our understanding that farming operations typically do not return all of the oversize equipment to their farm each night, rather they usually leave the equipment on the field overnight if they have more activity on the field the next day to reduce wear on the equipment.
- Additionally, some of the area fields likely will require irrigation during the four-day Festival. For those occasions where it requires that pipe or other materials be transferred from one field to another, this typically occurs on a normal width trailer and does not require special traffic control needs such as those required for over dimensional loads.
- It is recognized that weather plays a significant role in the timing of crops; however, most area crops have a two- to four-day window between the various activities such as mowing, combining, and harvesting. These time windows will provide ample opportunities to accommodate farming equipment throughout the County roadway system.
- In separate conversations with the owners of the DeJager Dairy, it is understood that milk is picked up from the dairy every other morning and transported by truck to I-5. The major portion of Talbot Road west of I-5 and Marlatt Road are not county roads used for ingress or exiting traffic from the Festival. Therefore, Festival traffic should have little to no impact on the shipment of milk from the DeJager Dairy every other morning, particularly given the relatively light morning impacts.

A more complete discussion of the applicant team public outreach and understanding of the agricultural activities in the general vicinity can be found on pages 12 – 22 of the April 6, 2018 TIA.

Talbot Road and Other Adjacent County Roads

Within page 31 of the hearing officer's Recommendation, there was discussion of conditions along Talbot Road that indicated that delays for local traffic would be longer than estimated during the event.

It is important to understand that the design and layout of the Festival site and TTCP provides free-flowing movements along area roads into the Festival site metered only by the in-processing operations (to prevent queuing that could impact the I-5 mainline). Due to the volume of traffic entering the Festival site during the peak hours this traffic will be steady and will operate slower on the county road network than the free-flow roadway speed (estimated 20 to 25 mph) until local trips pass the Festival site. Once local traffic moves beyond the festival site volumes will again decrease and travel speeds will increase.

For motorists exiting the Festival site on Jorgenson Road, local through traffic on Talbot Road will be given the right-of-way. As Festival traffic exits the venue with left-turns these vehicles will be required to yield to local through trips. This will place local trips directly into the front of the queue, with the layout of the on-site parking area containing the majority of the delays for Festival patrons. Once in queue near Jorgenson Road local trips and Festival patrons will be moving in a queue directly onto or across the I-5

corridor, again likely at 20 to 25 miles per hour as there are no traffic control delays incurred along this route.

While there will be an impact on local traffic that currently operates at “free-flow” speed on the county roads, the difference in overall travel time for local traffic will be minor. The approximately 1.5-miles from the western festival boundary on Talbot Road to the I-5 northbound ramp gore point would require approximately 1.6 minutes at free-flow speed (assuming a continuous speed of 55 miles per hour), or 4.5 minutes at a 20-mile per hour rolling queue, or as much as 9 minutes at a 10 mile per hour queue. The additional travel time of up to 7.5 minutes would not be considered as a significant impact, particularly as these lower travel speeds would only occur during the late-night peak egress period when area traffic volumes are very low.

SUMMARY

The applicant’s consultant team, along with the applicant team has worked diligently to address the Traffic Impact Analysis and Temporary Traffic Control Plans as required by Marion County, ODOT Region 2, ODOT District 4 and ODOT Rail Division. As evidenced on page 2 and 3 of this memorandum, the traffic engineers and reviewers from the responsible agencies have agreed with the analysis and proposed reasonable mitigation measures in the April 6, 2018 TIA to accommodate the movement of local and Festival traffic and ensure adequate safety measures are in place throughout the event. Regrettably, this information and statements of agency support were not considered by the hearings officer. Therefore, these key documents have been attached to this response for appropriate consideration in this decision.

A considerable number of the identified mitigation measures were intended for incorporation into the Temporary Traffic Control Plans that were developed in response to the issues identified within the TIA. The consultant team is coordinating with both Marion County and ODOT to refine the TTCP. The TTCP will be further refined and calibrated through data collected at the August 2018 Willamette Country Music Festival in Brownsville. It is understood that minor revisions to the TTCP may be required as a result of the observations at the Brownsville Festival to further respond to issues that are identified or to show the adequacy of various treatments and control measures.

Thank you for the opportunity to clarify these issues and submit additional evidence that had been inadvertently omitted from the record.

Attachments:

1. March 9, 2018 Transight memo to Julia Uravich, PE, Marion County, and Casey Knecht, PE, ODOT regarding the County request to develop WCMF Contingency Routes (this memo is on the County website).
2. March 9, 2018 Transight memo to Julia Uravich, PE, Marion County, and Casey Knecht, PE, ODOT regarding the WCMF coordination meeting minutes from the March 9, 2018 meeting with County and ODOT staff, Joe Bessman, Del Huntington, and Mike Dunn of the WCMF team.
3. April 17, 2018 ODOT memo from Keith Blair, PE, ODOT Region 2 Interim Traffic Manager, to Casey Knecht, PE, ODOT regarding the ODOT review of the revised TIA
4. April 20, 2018 County memo from Julia Uravich, PE, Marion County to Brandon Reich, Marion County Planning Division



Date:	March 9, 2018
To:	Casey Knecht, PE ODOT Region 2 Julia Uravich, PE, Marion County
From:	Joe Bessman, PE & Del Huntington, PLS
Project Reference No.:	1117
Project Name:	Willamette Country Music Festival Contingency Routes

The purpose of this memorandum is to provide a range of contingency routing options for discussion at our March 9, 2018 meeting in response to ODOT comments about the suitability or capacity of the primary event route to accommodate traffic demands.

ADDITIONAL REPORT ITEMS

The following items will be addressed within a TIA amendment that will be submitted under separate cover.

- Correction noted for Table 5 in the TIA regarding the Safety Priority Index System and will be identified in an amendment to the TIA.
- Correction noted for Table 5 in the TIA regarding the shoulder widths transposed on some approaches. This correction will be identified in an amendment to the TIA.
- As requested, we will provide traffic volume diagrams displaying turn movement volumes at all study intersections in the amendment to the TIA.

ANALYSIS PERIODS

As discussed within the TIA, to support the event attendees two separate routes are required for event ingress, which is the critical time period that could result in queuing on the I-5 corridor. The Thursday event start date was selected as the most critical time period for this analysis as it:

- includes higher commuter traffic volumes along the I-5 corridor as compared to Saturday,
- the recreational vehicles arrive at the Festival throughout the day on Thursday,
- anticipated delays with general admission parking on the first day of the event as attendees are unsure of where to go, and
- potential for on-site check-in/registration delays.

It should be noted that the 2019 event will include 2,400 fewer camping sites than Brownsville to allow the team to refine the Thursday ingress control strategies at this site within its initial year.

ORIGINAL ROUTING PLAN

The original detour routes presented by Willamette Country Music Festival to ODOT provided additional queue distance by routing I-5 southbound motorists around the Ankeny Wildlife Refuge, and to enter the site along Wintel Road, while I-5 northbound motorists were diverted along Talbot Road, to Marlatt Road, to Wintel Road. In addition to concerns from the public about wildlife impacts, from a transportation perspective the original route merged traffic from I-5 southbound with traffic from I-5 northbound at the Marlatt Road/Wintel Road intersection. The merging of these two traffic flows exceeded the carrying capacity of the T-intersection at Wintel Road. Despite the extended queue storage provided, this strategy would necessarily result in extensive queues that would have additional impacts on area farms and residences (and potentially I-5). Because of this we do not believe the original routes recommended in ODOT's comments provide a viable traffic control strategy.

ROUTE ADEQUACY

The adequacy of the primary route shown in the TIA is premised on the ability of the check-in access points and gates to accommodate demands as quickly as they arrive from the County roads (and for the majority of event patrons the I-5 corridor). This will require modifications to traffic control to allow free-flowing maneuvers along the proposed routes. With this proposed traffic plan, the only point of delay will be experienced in the case of a vehicle breakdown/incident, or as vehicles exit the County road system into the event area. While ODOT has requested a simulation-based queue analysis of these routes, the analysis would identify uninterrupted flow conditions with the traffic control changes as requested in the TIA.

As the event is still 18 months out, the team has not fully resolved the internal site layout. We understand that the event will need to separate pedestrians from primary ingress/egress routes to avoid backups and delays along these routes. In addition, while the traffic control strategies presented indicate the routes that will ultimately be prioritized for free-flowing maneuvers, additional details on how to avoid conflicts with this route will need to be further defined within a more refined Temporary Traffic Control Plan. While the numbers of patrons arriving from other roads (Winter Creek Road, Talbot Road, Liberty Road, etc.) are estimated to be low, it is acknowledged that attendees with GPS systems may alter their route to the event. We recognize the need to anticipate how travel patterns and driver information will change during each day of the event.

As identified within the TIA, we feel that the original route with adequate entry points and resolution of vehicle/pedestrian conflicts provides the necessary capacity to support the anticipated demands for a completely sold-out festival with 30,000 persons. In recognition of the possibility of an incident or blockage of the roadway, the following 6 figures illustrate potential contingency routes for southbound and northbound attendees along the I-5 corridor. Advantages and disadvantages of each of these routes in terms of ease of implementation, length, and feasibility are included.

I-5 SOUTHBOUND CONTINGENCY INGRESS ROUTE OPTIONS

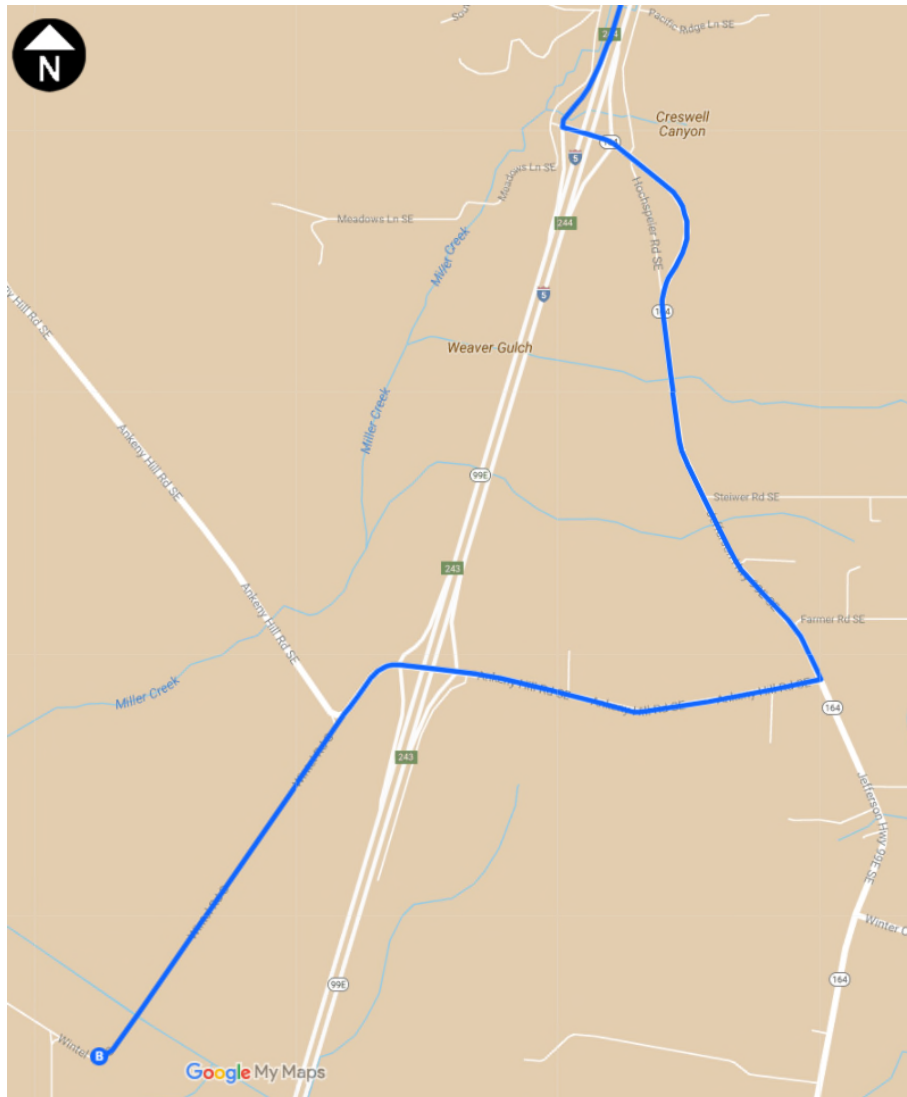


Figure 1. I-5 Southbound Contingency Route Option #1

Benefits:

- Adds 2.25 miles of queue storage space for the I-5 Southbound Traffic (approx. 475 vehicles)
- Utilizes Jefferson Highway (OR 99E) which has wider shoulders than County roads and a wide turning radius onto Ankeny Hill Road
- Low impact to adjacent land uses along the Jefferson Highway

Disadvantages:

- Higher volume of traffic on the Jefferson Highway than on County Roads
- Exit from North Jefferson interchange requires a left-turn maneuver (low conflicts)
- Would require closure of Ankeny Hill interchange to event traffic
- Requires a more difficult and pre-placed traffic control plan to switch from the primary route
- Time required to update variable message signs on I-5 north of North Jefferson Highway

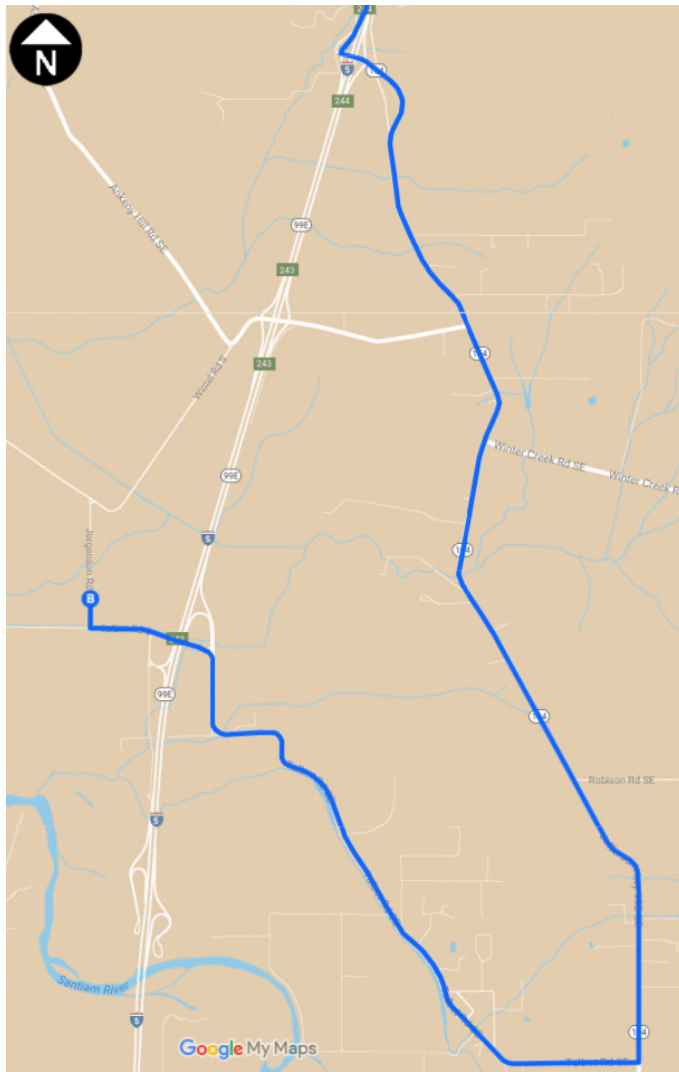


Figure 2. I-5 Southbound Contingency Route Option #2

Benefits:

- Adds 8.15 miles of queue storage space for the I-5 Southbound Traffic (approx. 1,720 vehicles)
- Utilizes Jefferson Highway (OR 99E) which has wider shoulders than County roads
- Low impact to adjacent land uses along the Jefferson Highway
- Avoids use of the poorly configured Talbot Interchange ramps for Ingress

Disadvantages:

- Would require modifications to I-5 Northbound route to use Ankeny Hill
- Higher volume of traffic on the Jefferson Highway than on County Roads
- Exit from North Jefferson interchange requires a left-turn maneuver (low conflicts)
- Would require closure of Ankeny Hill interchange to event traffic
- Potential for higher farm impacts along Talbot Road for east-west connectivity between fields/distilleries
- Requires a more difficult and pre-placed traffic control plan to switch from the primary route
- Doesn't function well with I-5 northbound attendees exiting at the Talbot interchange



Figure 3. I-5 Southbound Contingency Route Option #3

Benefits:

- Adds 8.00 miles of queue storage space for the I-5 Southbound Traffic (approx. 1,690 vehicles)
- Utilizes low-volume roads around the Ankeny Wildlife Refuge
- Low impact to adjacent land uses along the route
- Very easily modified ingress route with no change to information presented to drivers along I-5
- Simplifies pedestrian connection from parking/camping to event

Disadvantages:

- Similar to the primary route, requires provisions to prevent use of Ankeny Hill westbound across I-5 for through travel or event travel
- Joins with Liberty Road traffic flow from South Salem

I-5 NORTHBOUND CONTINGENCY INGRESS ROUTE OPTIONS

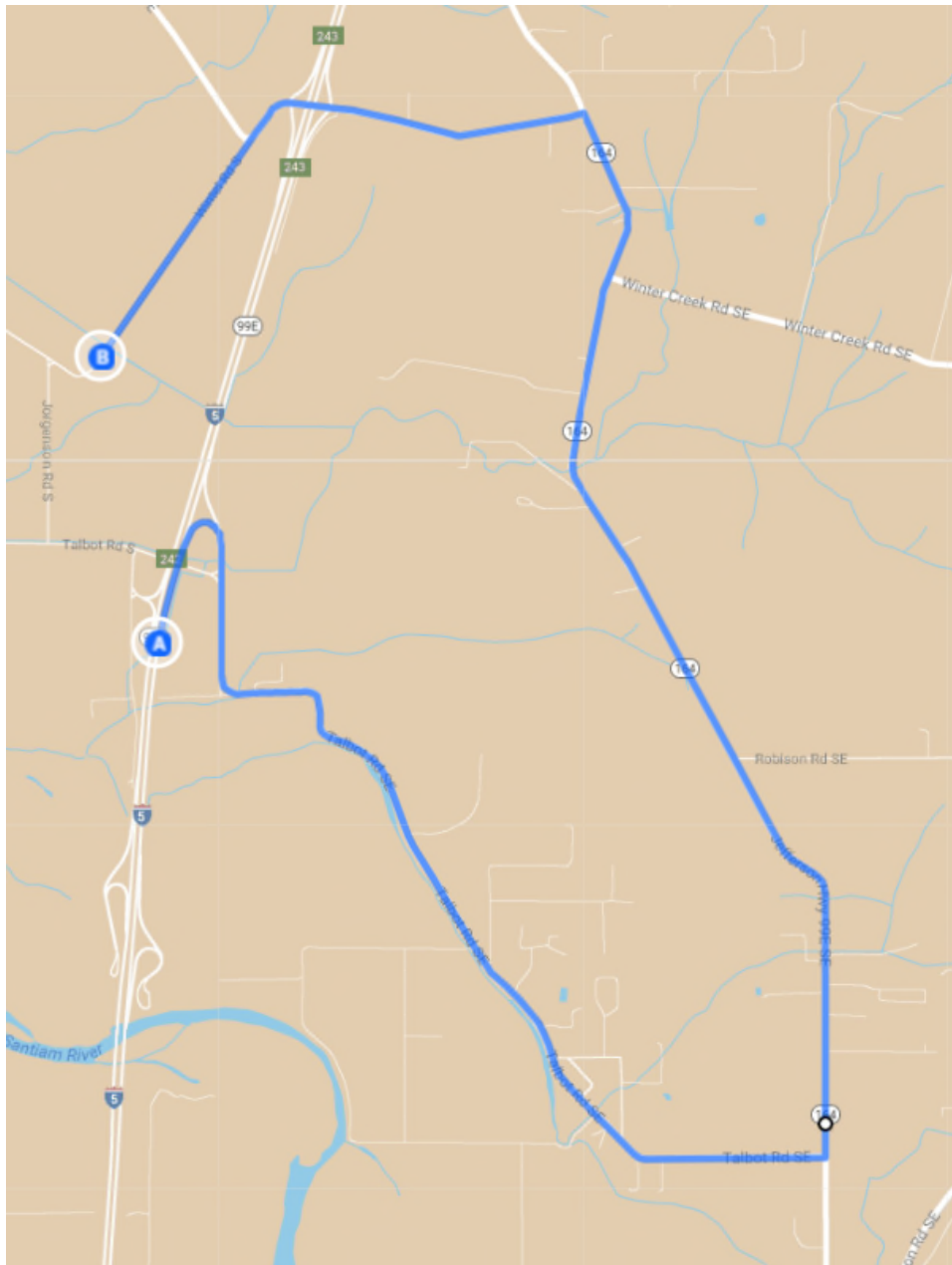


Figure 4. I-5 Northbound Contingency Route Option #1

Benefits:

- Provides an approximately 8.0 mile loop for queue storage space for the I-5 Southbound Traffic (approx. 1,690 vehicles)

Disadvantages:

- Would force higher I-5 southbound volumes to use the Talbot interchange directly into the venue to avoid conflicts at the Ankeny Hill interchange. This is considered a fatal flaw due to the poor geometry, left-turns, and limited storage.



Figure 5. I-5 Northbound Contingency Route Option #2

Benefits:

- Adds 6.3 miles of queue storage space for the I-5 Northbound Traffic (approx. 1,330 vehicles)
- Simplifies use of the complex Talbot Road interchange to through movements

Disadvantages:

- Requires left-turns from I-5 at the south Jefferson Highway interchange
- Detour route through downtown Jefferson
- Potential for higher farm impacts along Talbot Road for east-west connectivity between fields/distilleries
- Requires a more difficult and pre-placed traffic control plan to switch from the primary route

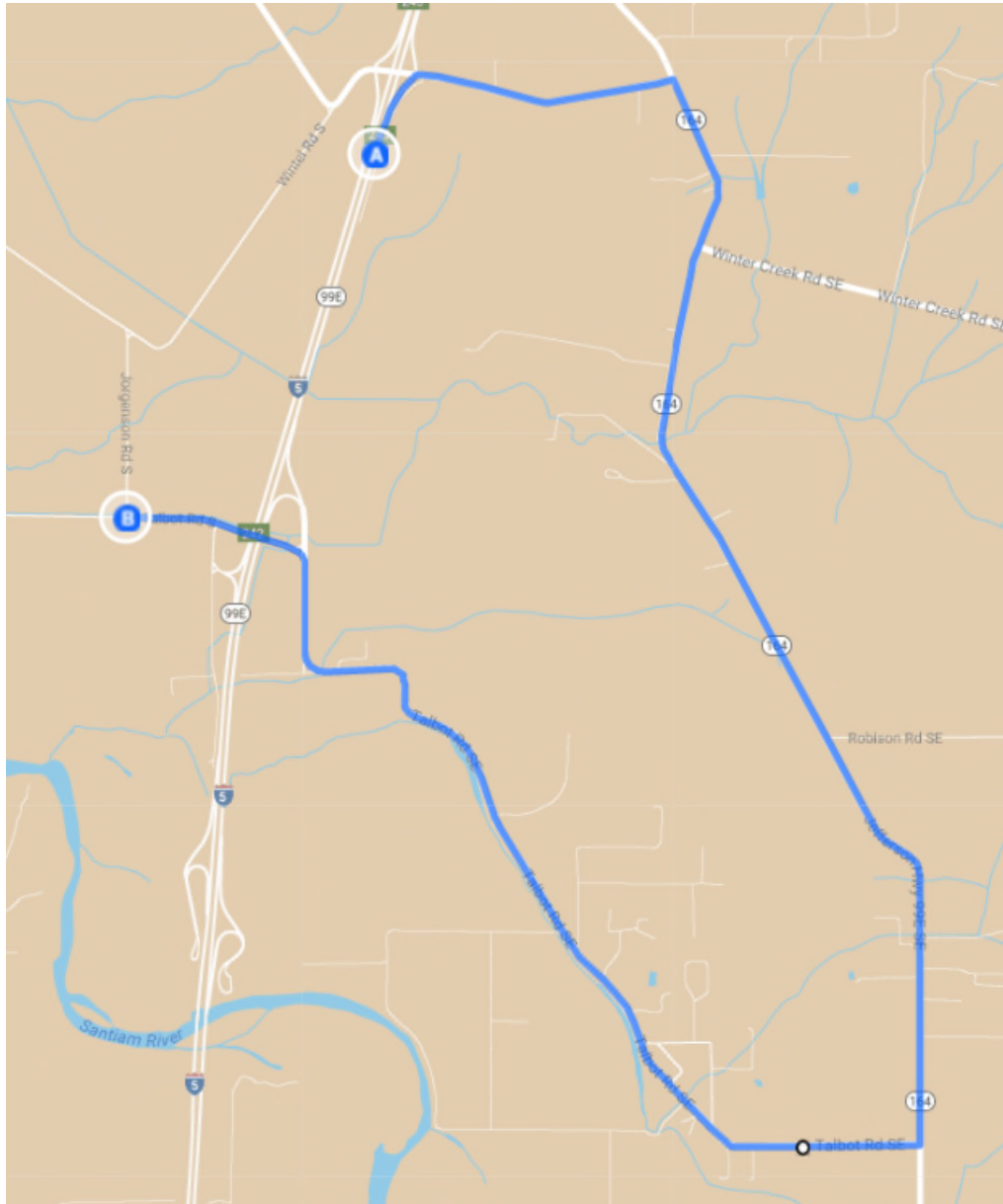


Figure 5. I-5 Northbound Contingency Route Option #3

Benefits:

- Adds 7.5 miles of queue storage space for the I-5 Northbound Traffic (approx. 1,580 vehicles)
- Simplifies use of the complex Talbot Road interchange to through movements
- Relatively simple to implement and does not conflict with I-5 Southbound Primary Route or Contingency Options #1 or #3
- Route is provided with all right-turn maneuvers that have a higher capacity

Disadvantages:

- Potential for higher farm impacts along Talbot Road for east-west connectivity between fields/distilleries
- Requires a more difficult and pre-placed traffic control plan to switch from the primary route

RECOMMENDATIONS

At this time, we recommend no changes to the primary routes. These routes, with the appropriate traffic control, and a sufficient number of driveways to the camping sites, general admission and handicap parking are suitable for accommodating forecast peak event demand with a fully sold-out festival. Contingency routes have been identified should incidents or unanticipated delays occur along these primary routes that would otherwise extend queues onto the I-5 corridor. It is our goal to reach a consensus on the preferred contingency routes at the meeting with ODOT and Marion County staff on Friday, March 9, 2018.

Thank you for the ongoing coordination and support, we look forward to further discussing these recommendations and options with the County and ODOT.



Date:	March 9, 2018
To:	Casey Knecht, PE and Julia Uravich, PE
From:	Joe Bessman, PE and Del Huntington, PLS
Project Reference No.:	1117
Project Name:	Willamette Country Music Festival Agency Coordination Meeting DRAFT

MARCH 9, 2018 COORDINATION MEETING

Meeting Attendees:

- Julia Uravich, Marion County Traffic Engineering Manager
- Casey Knecht, ODOT Region 2 Development Review Coordinator
- Dorothy Upton, ODOT Region 2 Tech Center Traffic Engineer
- Kendal Weeks, ODOT District 4 Assistant District Manager (via conference call)
- Carla Wahl, ODOT District 4 Permit Specialist (via conference call)
- Keith Blair, ODOT Region 2 Traffic Manager (Acting)
- Del Huntington, Huntington Traffic Solutions, LLC
- Joe Bessman, Transight Consulting, LLC (via conference call)

Meeting Discussion:

Brownsville WCMF

- Discussion of Highway 228 backup exhibit dated 2013, submitted at the December 20, 2017 Marion County Public Hearing for the Willamette Country Music Festival (WCMF). It was unclear what time the photo was taken or what was creating the queuing on Highway 228. Unclear on the number of driveways, appeared that no one was headed south into the event and the gates were not opened yet. The WCMF team Hired a traffic engineer after that year and modified the travel routes.
- Queues started to back up onto the I-5 ramp at Highway 228, though it is not clear what years the backups occurred (Kendal Weeks will confirm). Last two- or three-years the backups have not been significant at the Brownsville event. Unclear on the specific number of driveways, primarily use of Courtney Creek Road.

Response to ODOT memo dated March 2, 2017 from Keith Blair to Casey Knecht regarding the agency review of the WCMF TIA February 20, 2018

- Observation from ODOT is that bottleneck is a result of getting patrons off the road and into the event, though it appears that this has been improved the last couple of years.
- Discussion of ODOT comments, propose an addendum/amendment to the TIA to simplify edits for those reviewing.

- Discussion of Thursday vs. Saturday ingress analysis based on RV traffic, higher I-5 volumes, similar peak commute/event periods, driver population/understanding
- Driveway numbers and design will be the most critical element to ensure that vehicles can enter the site. Del discussed driveway capacity with national researchers.
- Julia Uravich wants to better understand the internal site layout/access/parking and on-site queuing that might be available, internal roadway network to lengthen the queuing on-site. Noted that preliminary drawings have been prepared but not submitted to agencies (and will likely change depending on the specific feedback and routes).
- Can dispatch center remote into Portable Changeable Message Signs (PCMS)? – Can the event coordinator reimburse ODOT for use of their system? Kendal to look into whether this is feasible and he will determine if this is possible or whether back-up systems could be rented.
- Dorothy noted that campers can come in from one direction, attendees from another, potentially not with the same parking permit.
- Discussion of original Westgate Flagging detour plan for the event around the Ankeny Wildlife Refuge and through the passive railroad crossings. Area experiences high levels of farming equipment west of Jorgenson Road, particularly on Talbot.
- Discussion of I-5 Southbound Ingress Contingency Routes. Team discussed preference for Option #3 for southbound traffic (around the Ankeny refuge), Julia noted that while this addressed I-5 concerns it increased farming concerns with the western routing of traffic. Del discussed the farming impacts of the Routing Option #3. Julia noted that it would be helpful to see how these contingency routes work with the farming community. Discussion noted by Julia was focused on traffic not wildlife concerns, biologist would be required to assess potential wildlife concerns.
- ODOT stated that I-5 Southbound Contingency Route #3 is the only reasonable/feasible option, quick and easy to implement to address queues. Routing would not be all day, only until the incident/issue is resolved. Concern from community could be that without knowing when this occurs it would be difficult to plan around for the movement of equipment.
- Julia noted that the use of Contingency Route # 3 needs to prove integration with farming use.
- Team then discussed northbound I-5 contingency options. The first option was not considered feasible, the second impacted by a new truck stop – becoming a three-way stop-controlled intersection. Julia recently spoke with the City of Jefferson of potential routing through the City, did not sense a lot of opposition to routing through downtown. I-5 Northbound Contingency Option #3 makes the most sense to ODOT.
- ODOT likes the idea of contingency plans and the ability to switch simply. Prefer to maintain these as contingency rather than primary routes.
- Will require aggressive/well-trained flaggers and parking crew to manage the event. Noted that State Fair parking is done well.
- Discussion with team of the need to monitor the Brownsville event to finalize the calibration/number of driveways.
- The agencies, in particular Marion County, will require a table or tables that quantifies the proportions of people at the event to identify that all attendees, volunteers, vendors, artists, and support staff do not exceed 30,000 persons.
- Single day and festival passes are both sold, need to monitor attendance to keep the total persons below 30,000 persons.
- County can sign off on transportation if there are agreed upon routes/contingencies with some remaining details to be finalized.
- Discussion of using pedestrian channelization measures (plastic barriers in addition to fencing near crossings that are more permanent)

- Dorothy mentioned the Oregon Country Fair (July 13-15) in Veneta with access from OR 126, could be another event to monitor/assess.
- Discussion of camping routing/parking and how to make it operate as well as possible.
- FHWA does not require approval of temporary traffic control changes on interstates, would just need to copy FHWA. ODOT has the authority for temporary traffic control changes.
- Egress traffic control points must be clearly illuminated for event dismissal period for the safety of the flaggers
- PCMS recommended for two in each direction (to show for each travel lane in each direction) at each station to provide visibility around trucks. Eight total PCMS preferred.
- Will require initial review of variable messages within the amendment, guidelines available on ODOT's website for Variable Message Signs (VMS).
- County will require PCMS for some of their roadways as well. Previous county comments regarding signing should be available from Tim Flowerday of the WCMF team. Joe/Del will coordinate with the team to obtain past county comments.
- County will provide comments to the team on Monday. Primary concern from County is whether the County roads can handle the forecast traffic.
- Concern also raised about some of the support staff, how the daily operations (vendors, tour buses, etc.) are accommodated on the roadway system. Are there limited hours for vendors, specific pick-up times, garbage times, etc. that help to control and address the ancillary in/out traffic flows?
- Final District 4 comments- pedestrian crossing is a very good idea with fencing. Concern with mechanism to re-evaluate as event may request growth beyond 30,000 attendees or requests an additional weekend, and what mechanism ODOT has to provide additional comments. It was discussed that this will require a new application (as it will require a separate application each year to repeat 30,000 persons).
- ODOT and the County mentioned that if the first year is successful and adequate traffic control is provided, it would significantly improve the ability to hold the event in the future.
- Discussion of 2018 Brownsville ODOT permit approval process. The ODOT application permit process for the proposed venue in 2019 will require a separate application though it is too early to submit the application at this time.
- Paid parking issues/informal use of park-and-ride lots near rest areas for carpool use. Discussion of OSP and Oregon Travel Experience (formerly TIC, manages rest areas)/others to help monitor the rest areas during the event to prevent people from using those areas as overnight parking/camping options. ODOT staff to discuss with Brian Morrey, Oregon Travel Experience and provide update to the WCMF team.

Attachment

March 9, 2018 Memo to Casey Knecht, ODOT Region 2 and Julia Uravich, Marion County from Joe Bessman and Del Huntington regarding the Willamette County Music Festival Contingency Routes



Oregon

Kate Brown, Governor


Department of Transportation

Region 2 Tech Center

455 Airport Road SE, Building A
Salem, Oregon 97301-5397
Telephone (503) 986-2990
Fax (503) 986-2839

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:

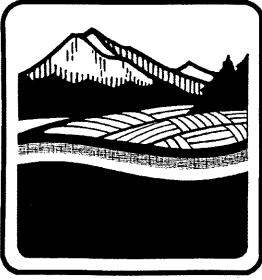
Recommended analysis items to be addressed:

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.



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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*

To: Brandon Reich
From: Julia Uravich, Public Works Engineering
RE: CU17-043; 13054 Jorgenson Rd S & 3700 Blk Wintel Rd S, Jefferson
Date: April 20, 2018

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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.

To: Brandon Reich
From: Julia Uravich, Public Works Engineering
RE: CU17-043; 13054 Jorgenson Rd S & 3700 Blk Wintel Rd S, Jefferson
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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.*

To: Brandon Reich
From: Julia Uravich, Public Works Engineering
RE: CU17-043; 13054 Jorgenson Rd S & 3700 Blk Wintel Rd S, Jefferson
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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.*

To: Brandon Reich
From: Julia Uravich, Public Works Engineering
RE: CU17-043; 13054 Jorgenson Rd S & 3700 Blk Wintel Rd S, Jefferson
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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.

To: Brandon Reich
From: Julia Uravich, Public Works Engineering
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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.

Page 5

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.