

Iowa State Fair Special Events Management Strategic Plan





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1.0 Introduction

This project focuses on improving travel, safety and efficiency to and from lowa's largest traffic generating events. These include:

- Iowa State Fair
- Iowa State University Home Football Games
- University of Iowa Home Football Games

The objective of this work is to analyze traffic and pedestrian flow at each event and to work with event staff, agencies and others in developing roadway, operations and safety improvements where appropriate. The project deliverable is a report which consists of short and long term recommendations.

To complete this effort, the Iowa Department of Transportation (Iowa DOT) selected a professional traffic engineering consulting team to review the traffic management components at each event. This report is focused on the input, feedback, observations and recommendations for the Iowa State Fair based upon observations and input during the 2007 Iowa State Fair.

2.0 Key Event Elements

2.1 Event Characteristics and Attendance

The Iowa State Fair is an eleven day event that has attracted over 1,000,000 visitors every year since 2002. The length and number of visitors makes the State Fair Iowa's most significant annual traffic event.

On-site observations for this report were conducted on August 18 (Sat) and 19 (Sun), 2007. These dates were selected as they historically represent the highest attendance each year often exceeding 100,000 visitors. Attendance for August 18th was officially reported as 97,889 and August 19th was 94,305. The effort included two staff in separate vehicles traveling the roadways leading to and from the event. Staff also parked on-site and circulated with pedestrian traffic.

2.2 Surrounding Roadway Network

Figure 1 shows the location of the Iowa State Fair within Des Moines. Key roadways that provide access include:

- Interstate 80
- Interstate 35
- Interstate 235

- US Highway 65
- US Highway 69
- E. University Avenue
- E 30th Street E

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Figure 2 shows the selected intersection geometrics and speed limits around the state fairgrounds, while Figure 3 shows the fairgrounds layout with emphasis on the gate locations, internal parking and camping. It also shows the local roadways that provide direct ingress and egress to the fairgrounds. Additional roadway descriptions and directions to the fairgrounds are summarized in the Appendix.

2.3 On-Site Parking

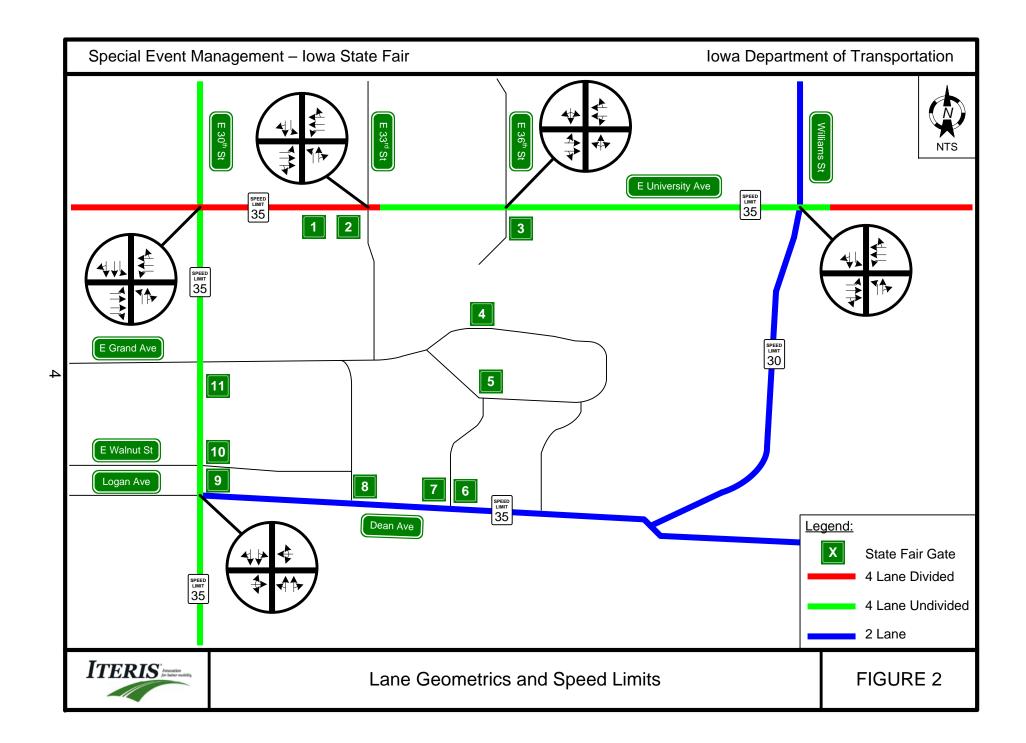
The fairgrounds have approximately 15,000 on-site parking spots. The majority of these spots are on the grass field near the grand stand. The primary access to this location is from E University Avenue through Gate 2 (E 33rd Street). Additional parking is provided through Gate 3 (E 36th Street) at E University Avenue. The parking fee (2007- \$5.00) is collected by event staff and the intersection traffic is managed by the City of Des Moines Police Department.



Figure 4: Parking on the State Fairgrounds

Along the north side of Dean Avenue free perpendicular parking is allowed. Most of these spots are taken by the exhibitors but it does not stop experienced fair-goers from trolling for free parking.







2.3.1 Adjacent Neighborhood Parking

Residential and other businesses adjacent to the fairgrounds sell private spaces to park. This practice can be distracting to drivers and the added number of signs distract from spotting the State Fair gate signing (i.e. for permit or disabled parking). Some of the private parking signage is more noticeable than the official State Fair signing.

2.4 Traffic Event Management Staffing

The traffic management team for the State Fair includes the lowa Department of Transportation, State Fair Authority, City of Des Moines Police Department, Iowa State Patrol and DART. Iowa DOT contributes portable message boards at key locations, highway helpers, permanent DMS and on-call support. The State Fair Authority provides parking and gate attendants. Key intersections are staffed with City of Des Moines Police Department. The Iowa State Patrol provides command post staffing and additional support. DART provides transit shuttles from designated parking areas.

2.5 Emergency Management Staffing

Incident management meetings are held on site several weeks in advance of the fair. This meeting includes emergency responders, police, fire and emergency managers from the National Guard, City of Des Moines, DART, Iowa State Patrol, Polk County and other agencies.

Prior to the start of the State Fair a draft Incident Action Plan is prepared and circulated to the team. This document identifies goals and objectives and summarizes critical elements including:

- Communication plan (radio channels, etc.)
- Contact List (phone number, e-mail, address, etc.)
- Traffic Control Maps
- Incident Staging Areas

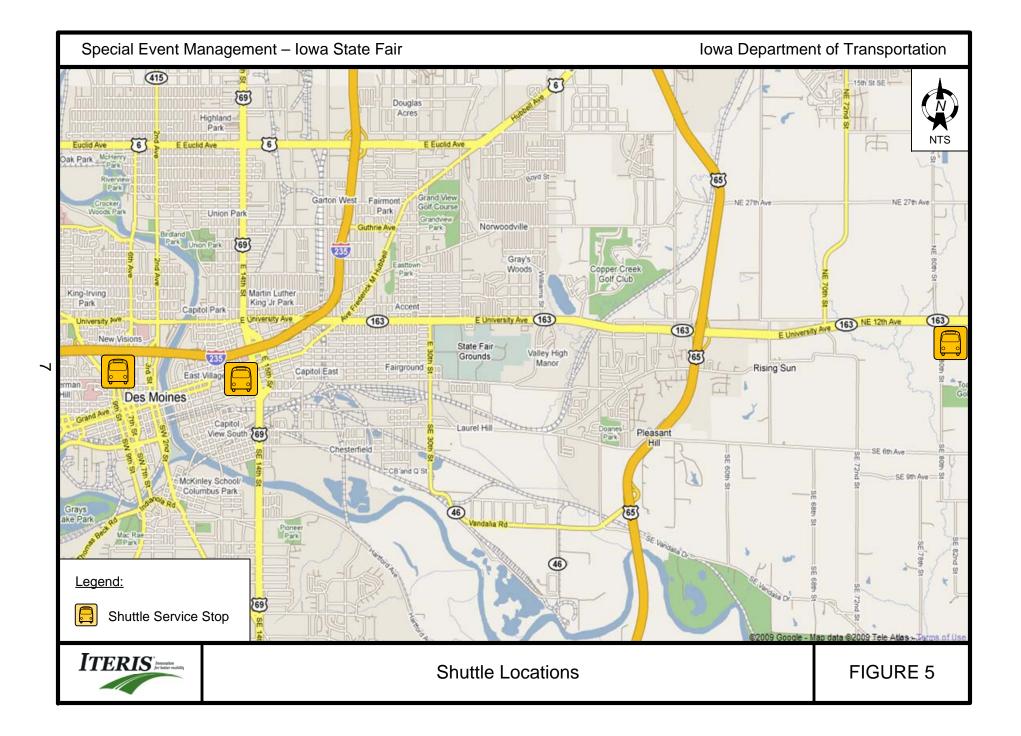
For each day of the event an Incident Objective is distributed which summarizes expected weather conditions (potential for severe weather) and the impact on fair-goers and staging areas.

An After Action Report is also published after the State Fair. This report is summarized by emergency support functions (ESF) as defined within the Federal Incident Command Structure (ICS).

2.6 Shuttle Service

The State Fair operates shuttles from a number of locations. Des Moines Area Regional Transit Authority (DART) operates the shuttle service for the State Fair. The fee is collected by staff on site and is cash only (2007- \$1.00 for adults and \$0.50 for children/qualifying senior adults). The locations and proximity to the fair grounds are summarized in Table 1 and Figure 5. During the State Fair approximately 200,000 people ride the shuttles.







Location	Address	Distance &	Hours of Operation
		Direction to Fair	
SE Polk High	SE 80 th Avenue &	6.3 miles East	8:30AM to Midnight
School	HWY 163		
State Capitol	12 th Street &	2.2 miles West	6:00PM to Midnight (weekdays)
	State Capitol Bell		8:30AM to Midnight (weekends)
Center Street	7 th Street &	3.6 miles West	6:00PM to Midnight (Fridays)
	Center Street		8:30AM to Midnight (Sat. & Sun.)

Table 1: Shuttle Parking Information

During the 2007 State Fair, DART partnered with CyRide from Ames to provide additional shuttles. CyRide operated the shuttles from the SE Polk High School. The number of shuttles operating on any route varies by time of day and the number of people waiting for service.

Traffic management at SE Polk High School is not present for the entire time. This allows for fair-goers to park along the entrance road and in the grass. Disabled parking locations are not readily visible as you enter the parking area and in the afternoon no traffic managers are available to assist or direct vehicles. This is not a major issue, field observers were able to find a spot and walk to the ticket purchase table. Older drivers and disabled drivers may experience confusion entering this location. However, event staff did not report any complaints.

The state capitol shuttle location provides a relatively easy walk to the shuttle loading area. The route to the fairground travels across railroad tracks between E 19th Street and E 22nd Street along Dean Avenue. A train was present on Saturday, August 18th which delayed the shuttle by approximately 3 minutes. The track does not carry consistent train traffic but unexpected delays to fair-goers can impact shuttle efficiency.

DART provides Route #1 to the fairgrounds from 6:00 am to 5:30 pm Monday through Saturday. Route #1 has two Park-n-Ride opportunities; one at East High School (2.2 miles) and the other at State Capitol Parking Ramp (3.0 miles).

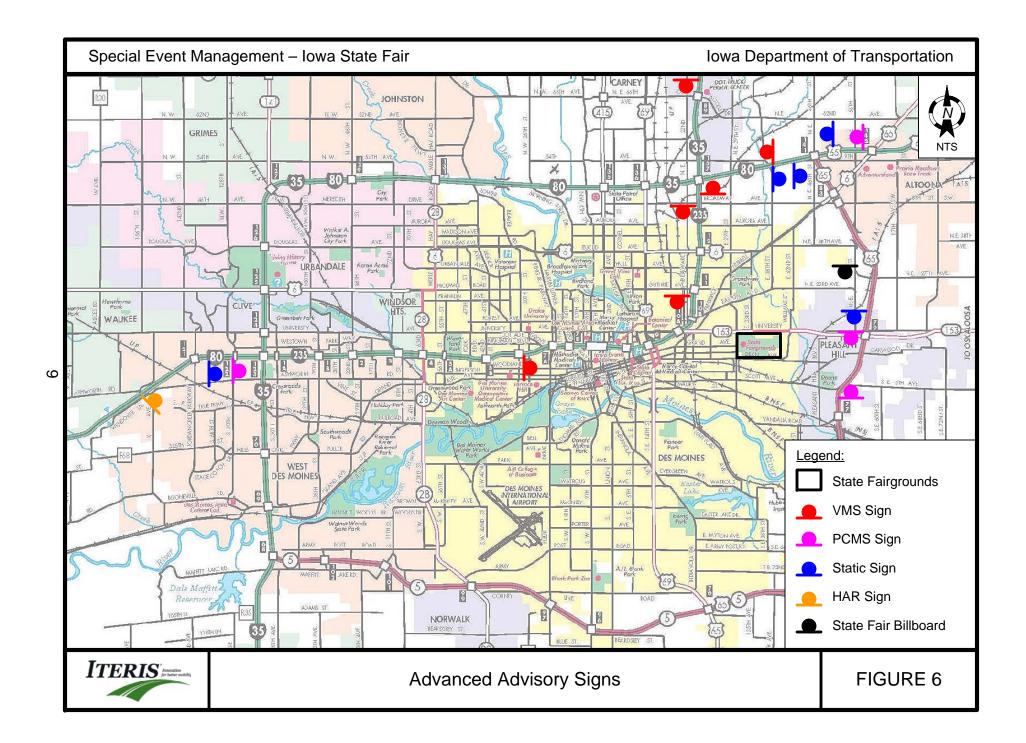
2.7 Media Coordination

lowa DOT identified AM 1040 radio as well as several other FM stations reporting from the fair. (10 radio stations total). Additionally, KCCI Channel 8 News provides coverage on-site and does the evening news from the fair. During the two days of field observations, limited information regarding traffic or gate activity was reported on AM 1040.

2.8 Intelligent Transportation Systems

lowa DOT and the City of Des Moines provide traveler information on both permanent and portable dynamic message signs (DMS). The locations of these signs are shown in Figure 6. Not all signs are accessible by the fair traffic management staff. To change information on a permanent lowa DOT DMS, fair traffic management staff would need to contact the Des Moines Traffic Management Center and request a message change. Additionally, it was observed that







traffic management personnel drove to the portable DMS along E University Avenue to modify the sign message being displayed.

The message content should be reviewed by the experienced traffic management operators to ensure clarity. Along I-235, the only message that was shown was for eastbound I-235 traffic directing travelers to the shuttle at E 14th & Capital. All other permanent DMS were displaying public service messages.

A number of CCTV camera images are provided at the State Fair Command Post. These images are of critical infrastructure within the fairgrounds. They can be used to gather information about activity near a gate but would be ineffective devices to verify traffic congestion or incidents along roadways leading into the fair.

lowa DOT provides real time traffic conditions and CCTV images at www.511ia.org. These images update once every minute. Currently CCTV images are provided along I-235, with the closest location to E University Avenue being I-235 at E 21st Street. Additional CCTV images are provided along U.S. 65 at E University Avenue and U.S. 65 and Vandalia Road. The lowa DOT has added a 24/7 operations center in Ames that can support DMS message placement during evenings and weekends.

The City of Des Moines has CCTV video located along major roadways throughout the city with the closest camera to the State Fair being located at Hubbell Avenue and E University Avenue. Additional locations could be used by State Fair traffic management staff to view real-time traffic conditions at the shuttle sites.

2.9 Gate Operations

Traffic congestion is generally observed at three locations:

Gate 2 (E 33rd Street and E University Avenue) – This location is the primary access for on-site parking, additionally, E University Avenue is major arterial through Des Moines connecting I-235 and U.S. 65. This creates the situation of a substantial through volume coupled with substantial site specific fair traffic. Finally, this intersection has a high volume of pedestrian traffic. These pedestrians consist of fair goers that park in the residential neighborhoods to the north of University Avenue The Des Moines Police Department provide traffic control at this intersection throughout the duration of the State Fair.

Figure 7 is a schematic of the traffic control and lane geometry at Gate 2. There are three lanes available when entering at this gate. Two lanes were always open during the observation period and depending on the amount of traffic queuing on to E. University Avenue, the Des Moines Police open and close the third lane.

Gate 3 (E 36th Street and E University Avenue) – This location also provides access to the onsite fair parking and is located at the intersection of E 36th Street and E University Avenue. The City of Des Moines provides a temporary traffic signal at this intersection to manage Gate 3 during the fair. This temporary signal controls the Gate 3 traffic on the south, E 36th Street on



Iowa Department of Transportation



Legend:

Lane Geometrics



Traffic Control Devices:









Sign is on a portable pole



Des Moines Police Directing Inbound Traffic



State Fair Gate 2 Entrance Traffic Control

FIGURE 7



the north and E University Avenue traffic east/west. E University Avenue is a four-lane undivided roadway. During peak times the queuing for westbound traffic turning into Gate 3 is substantial.

Gate 11 (E 30th Street and E Grand Avenue) – This location is considered the main gate from E 30th Street and is the closest gate to the Grand Avenue/Concourse. This location is also where taxies drop off and pick-up rides. The heavy traffic volume north/south along E 30th Street, the taxi access and the heavy pedestrian traffic from the neighborhood parking combine to create an intersection that is difficult to manage without police intervention and control. The Des Moines Police Department provides traffic control at this intersection throughout the duration of the State Fair.

Additionally, Gate 6 (Dean Avenue and Camp Ground Entrance) is officer controlled on the last day of the fair to promote the safe egress of traffic from the camp grounds. The exiting traffic from the camp grounds generally requires more room to enter the traffic stream on Dean Avenue and without officer control adequate gaps in traffic would be difficult to find.

3.0 Field Observations

Several observations were noted during the field review in August 2007. Observations were made regarding positive practices in use and areas where there is the potential for improvement. The following sections discuss the positive practices and issues for consideration based on the field review.

3.1 Positive Existing Practices

The following observations were made regarding positive practices in use.

1. Signing - Overall there is a good mix of signing, static, portable and permanent DMS to guide travelers to the shuttle locations and the general proximity to the fairgrounds.





Figure 8: DMS Signing

2. Incident and Emergency Management – The State Fair does a excellent job of incident management planning and communicating to project partners that are responsible for





traffic control and emergency services. An incident action plan is prepared in advance of the fair. Incident objectives are created daily during the fair and an after action report is created after the fair to discuss opportunities to improve safety and security for the next year.

- Shuttle Parking The shuttle parking provides a convenient way to access the State Fair and avoid some of the congestion on the roadway network immediately surrounding the fairgrounds.
- 4. Staffing This event lasts for 11 days and requires a large number of staff working in coordination to maintain traffic control at the key intersections.





Figure 9: Staff at Gate 2 Parking Entrance

- Command Post A command post is located near Gate 11 and includes State Fair security and Iowa State Patrol. The command post has communications to event staff at each gate and the media. Additionally, they monitor images from cameras located at select gates.
- 6. Media Relations local radio and television stations broadcast live from the state fair and provide event information throughout the duration of the fair.

3.2 Issues for Consideration

Several observations were also noted that have the potential for improvement, which included:

 Event/Gate Signing - Some private neighborhood parking signing is larger and more noticeable than the actual gate and lot information for the state fair itself. Few changes are expected with the private residential parking near the fairgrounds. Attempting to regulate the private parking signing along the route would likely be futile and would require significant resources to manage.











Figure 10: (upper left) Official State Fair Signing (other pictures) Private Parking Signing

2. Gate 2 Operations - The eastbound right through-lane stacks back to the west as traffic enters Gate 2 at E 33rd Street, creating a multiple block queue along E University Avenue. Larger vehicles were observed entering this location. The vehicle-pedestrian mix at this location impacts operations.





Figure 11: Gate 2 Entrance Operations





3. Gate 3 Operations - The four-lane divided roadway at E University Avenue and E 36th Street does not promote efficient ingress to Gate 3. Multiple block queues for westbound traffic along E University Avenue at Gate 3 are common. For the State Fair in 2007, the web site directed a majority of traffic to this gate (Year 2008 was revised to take I-235 to University and then Gate 2).





Figure 12: Traffic Queue at Gate 3

4. Shuttle Traffic Management -- Traffic management is not constant at the SE Polk shuttle site, as the lot attendants leave once the lot is full. As a result, fairgoers park along the entrance route and in the grass. The site "FULL" sign was on its side but still legible creating a small bit of confusion. (Observers first impression: "Is the lot Full and the sign just blew over?") Disabled fairgoers do not get information regarding disabled parking spots nor are there ADA curb cuts near fare purchasing or shuttle boarding.

The State Capitol location is technically more ADA friendly than the current SE Polk shuttle site. (The staff at SE Polk were more than willing to provide directions and assistance to those that inquired.)





Parking encroaches on entering traffic lanes









No curb cut

Figure 13: Shuttle Traffic Management

5. Dean Avenue has free grass parking along the fence. Knowledgeable fair goers and event participants park along this section or cruise this section looking for parking. Other fair goers stop in the through lane to drop off passengers (upper left and upper right pictures). The parking takes up the green space and as a result pedestrians walk in the street further impacting traffic flow and ultimately safety (bottom left picture). Dean Avenue also serves as an entrance to agriculture vehicles, which have to navigate the tight turning radius at the entrance location (bottom right picture).









Figure 14: Dean Avenue Operational Pictures





6. Visibility of Traffic Control Personnel – While most field personnel were wearing reflective garments, it was observed that not all traffic control staff were wearing appropriate reflective garments. Appropriate reflective garments should be worn at all times as a safety precaution, especially during the evening hours.

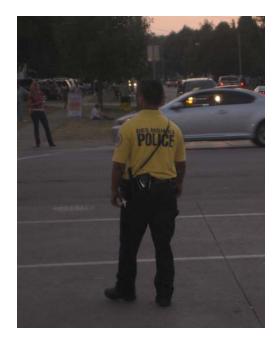


Figure 2: Traffic Control Personnel without Reflective Garments

- 7. Northbound Right-Turn at E University Avenue and Williams Street The northbound turning radius at E University Avenue and Williams street is not adequate for large vehicles. Recreation vehicles utilize Williams Street to access the camp grounds at the State Fair. When leaving the State Fair these vehicles often have to drive up and over the curb to complete the northbound right-turn onto E University Avenue.
- 8. Rain Impact on Parking The State Fair parking lots are grass lots subject to weather conditions. In the event of significant rainfall the lots would be closed. Closing the lots on the State Fairgrounds would create a greater demand for parking offsite.
- 9. ITS Field Devices With approximately 90,000 visitors to the fair daily, significant changes in traffic patterns and operations can occur throughout the day. The primary operation at the Command Post is incident management of the fair grounds. Currently incident responders do not have access to CCTV images or DMS message content. The lowa DOT and the City of Des Moines will be adding additional ITS devices that may assist incident responders.

4.0 Recommendations

The following section addresses the issues for consideration as described in the previous section. Short and long term strategies were developed for each of the issues.

1. Event/Gate Signing

Short Term: Design, build, and deploy new gate signing. The current signing is





too small and not consistently located at each gate.

Long Term: After deployment of new gate signing, establish replacement budget to replace and upgrade other signs. Incorporate a parking management program to provide near real-time traffic and parking status at each shuttle and gate to the web and cell phones.



Figure 16: Existing Gate Signing with Limited Visibility

2. Gate 2 Operations

Short Term: To minimize vehicle conflicts direct pedestrian traffic to the east side of the E. 33rd Street at E. University Avenue intersection during peak periods (to avoid the heavy right-turn volume from the west). Traffic control could be better positioned to maximize storage of inbound vehicles.

Additionally, consider using Gate 1 as a way to reduce the queue of traffic on E University Avenue and improve operations. Gate 1 is better suited to handle right-turn traffic from E University Avenue as it is a right-in/right-out only drive and is located such that it will not attract many pedestrians. Gate 1 could be utilized for large vehicles (RV's, Charter buses, Fair services, etc) or a more aggressive plan to manage both Gate 1 and Gate 2 with officer control. In the short term review the parking plan to determine ways to incorporate Gate 1 traffic patterns into a new parking plan. Utilize Gate 1 for the State Fair in 2010 and evaluate operational performance. Figure 17 illustrates the queuing along E University Boulevard and how Gate 1 can be utilized to reduce the queuing and pedestrian conflicts.

A DMS on E University Avenue located just east of E 30th Street could tell fair goers that "Gate 1 and Gate 2 open" and "Watch for Officer". When the traffic has backed from Gate 2 to Gate 1, the officer at Gate 1 would direct traffic into Gate 1 until it backs to near E University Avenue, the officer would then continue to direct vehicles straight to Gate 2 or right to Gate 1 depending on the traffic queues.

Additional study will be necessary to develop a new parking management plan that is acceptable to the project stakeholders. The benefits of using Gate 1 and Gate 2 should be weighed against the additional costs of opening and operating a second Gate. Additional costs would be incurred with the staffing requirements of additional police officers to direct traffic and State Fair staff to collect parking fees and direct vehicles to parking locations.

Long Term: Continue short term solutions and revise as necessary. Additionally,





consider exclusive right-turn lanes at Gate 1 and Gate 2 to reduce traffic queuing along University Avenue. An exclusive right-turn lane at Gate 2 could allow dual right-turns into the drive.



Figure 17: Potential Operational Improvements for Gate 1 and 2

A pedestrian overpass was suggested to reduce the pedestrian conflict at Gate 2. A pedestrian study to determine the demand and an experienced civil engineering review should be further considered.

3. Gate 3 Operations

Short Term: Consider a separate left-turn phase for westbound E University Avenue traffic (This is planned for the 2009 State Fair). Monitor the impact to the other traffic signal approaches to determine the impact on queuing and delay.

Another short term strategy would be to design and deploy a temporary traffic control plan to create an exclusive westbound left-turn lane and adjust the temporary traffic signal. This would require merging eastbound or westbound traffic to one-through lane in the curb lane and then developing the exclusive left-turn lane with appropriate traffic control devices.







Figure 18: Westbound Traffic Queue at Gate 3

Long Term: Four-lane undivided sections have been shown as one of the highest accident roadway sections. As a long term solution the City and State may consider reconstruction of this roadway section as a divided roadway with exclusive left-turn lanes or as a five-lane section with a shared two-way left-turn lane.

4. Shuttle Traffic Management

Short Term: Improve information regarding ADA parking at shuttle locations and document a plan for ADA accessibility at each Shuttle stop. Place simple ADA ramps where the shuttles stop and board.

Have traffic control at the shuttle locations manage parking vehicles on the grass and discourage traffic from parking in the entrance lanes. Signs (Lot Full) should be covered that are not actively deployed.

Long Term: Coordinate lot capacity as part of a parking management system with portable DMS boards used to communicate lot status instead of static signs.

5. Dean Avenue

Short Term: Enforce parking restrictions along the north side of Dean Avenue. Each year, reduce the number of available free spaces by temporary fencing areas near gates and power poles.





Long Term: Eliminate parking on the north side of the street and construct curb cut-outs along the north curb line to accommodate vehicular drop-off areas. Sidewalks should also be constructed to accommodate pedestrians.

6. Visibility of Traffic Control Personnel

Short Term: Acquire approved safety vests, hats and shirts. Conduct safety tool-box meeting to emphasize the need to have the proper attire when working traffic control.



Figure 19: Examples of Appropriate Reflective Garments

Long Term: Develop a program to replace safety related equipment as needed and conduct safety tool-box meetings to encourage and emphasize safe practice

7. Northbound Right-Turn at E University Avenue and Williams Street

Short Term: Work with appropriate agencies to adjust the radius return to accommodate the larger vehicles that are making the northbound right turn.

Long Term: Short term addresses this recommendation.

8. Weather Related Traffic Parking Closures

Short Term: Develop an alternative plan to parking on-site in the event the grass fields cannot be used due to substantial rain. This could be accomplished by utilizing surrounding schools, shopping malls, etc. to provide reserve space. Discuss with DART the ability to add a location on short notice. Add information regarding lot status on-line to allow fairgoers to check before leaving to go to the State Fair.

Long Term: Incorporate alternative plan information into near real-time parking management system to update gate and shuttle lot information on the web and to cell phones.

9. ITS Field Devices

Short Term: Look to utilize Iowa DOT Highway Advisory Radio (HAR) to broadcast traffic and parking information. Establish an agreement with the Iowa DOT and the City of Des Moines to view CCTV camera images and DMS content. Add necessary equipment or communications (high speed internet) at the Command Post or other locations to view ITS field devices.

Long Term: Work with Iowa DOT and the City of Des Moines to utilize new portable and permanent ITS field devices.





APPENDIX





Description of the Surrounding Roadway Network

University Avenue (Hwy 163)

University Avenue is a four lane east west roadway that provides the primary access to the fair grounds. It provides connectivity to the freeway system on the east (I-235) and on the west (Hwy 65). The four lane divided cross section ends just to the east of 33rd Street (Gate 2), which serves as the primary entrance to the park. University is a four lane undivided roadway through 36th Street. University at 36th Street also serves as Gate 3, which is the recommended parking lot for traffic from the east. Gate 3 is the recommended lot as traffic management will often close the westbound left-turn lane at Gate 2 (33rd Street) during heavy traffic flow.

The four lane undivided cross-section continues to just west of Williams Street, where exclusive left-turn lanes are developed in each direction. Just three blocks east of Williams Street, University enters the local jurisdiction of Pleasant Hill and widens to a four lane divided roadway near the junction of Hwy 65 continuing to the east as a four-lane divided roadway with a depressed grass median.

Williams Street

Williams is a two-lane roadway that serves residential neighborhoods south of University Avenue. The roadway basically serves as the eastern limits to the fairgrounds with access to camping and Dean Avenue.

Dean Avenue

Dean Avenue functions as the southern limits to the fairgrounds and is a two-lane roadway serving light industrial, residential and small acreages near the fairgrounds. Dean Avenue provides the primary ingress and egress for the exhibitors and campers during the fair. Campers access over 1900 sites through Lucas Avenue. The last day of the fair campers exit Lucas Avenue and traffic management provides traffic control along Dean Avenue to allow gaps in traffic for the campers to exit. Exhibitors and knowledgeable fair-goers park (perpendicularly) for free on the north side of Dean Avenue or pay to park in off-street parking from property owners along the south side of Dean Avenue. Dean Avenue serves as the primary access for transit and shuttle ingress and egress through Gate 9.

The location of the gates, the access to free or off-street parking, and the lack of sidewalks on the north side of Dean Avenue, creates a slow moving and somewhat chaotic roadway.

30th Street

30th Street is a four-lane undivided roadway that serves as the western most edge of the fairgrounds. Gates along 30th Street provide access to taxi, transit and shuttle services as well as permit and disabled parking through Gate 10. Pedestrian traffic is accommodated by continuous sidewalk on each side of 30th Street. To increase traffic flow along 30th Street, left-turn traffic is restricted along 30th Avenue to transit vehicles.





Directions from the Iowa State Fair Website

Eastern lowa: From I-80 take Exit 141 (Hwy. 65 Bypass), travel south on Hwy. 65 to Exit 79 and head west on Hwy. 163 (E University Avenue) approximately three miles to the Fairgrounds. It is suggested that visitors enter the Fair parking lot at E 36th as a left-hand turn may not be allowed into the grounds at E 33rd at certain times.

Northern Iowa: From I-35, take I-235 to Exit 10A then head east on E University Avenue approximately four miles to the Fairgrounds.

Western lowa: From I-235, take Exit 10A then head east on E University Avenue approximately four miles to the Fairgrounds.

Southern Iowa: From I-35, take I-235 to Exit 10A then head east on E University Avenue approximately four miles to the Fairgrounds.

