



Managing Travel for **Planned Special Events** Handbook: Executive Summary



U.S. Department of Transportation
Federal Highway Administration

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Introduction

DEFINITION

Planned Special Event

A planned special event (PSE) is a public activity with a scheduled time, location and duration that may impact the normal operation of the surface transportation system due to increased travel demand and/or reduced capacity attributed to event staging.

A planned special event represents the only type of event that can generate an increase in traffic demand and cause a temporary reduction in roadway capacity because of event staging. For example, a parade or bicycle race may require street closures extending over a significant distance, and other events may warrant isolated road closures to accommodate pedestrian flow.

Differences of Planned and Unplanned Special Events

The term *planned* special event is used to describe these activities because of their known locations, scheduled times of occurrence, and associated operating characteristics. Emergencies, such as a severe weather event or other major catastrophe, represent special events that can induce extreme traffic demand under an evacuation condition. However, these events occur at random and with little or no advance warning, thus contrasting characteristics of planned special events.

EXAMPLES OF PLANNED SPECIAL EVENTS

Types of Planned Special Events

Planned special events include sporting events, concerts, festivals, and conventions occurring at permanent multi-use venues (e.g., arenas, stadiums, racetracks, fairgrounds, amphitheaters, convention centers). They also include less frequent public events such as parades, fireworks displays, bicycle races, sporting games, motorcycle rallies, seasonal festivals, and milestone celebrations at temporary venues. Temporary venues include parks, streets, and other open spaces with limited roadway and parking capacity and may not have a defined spectator capacity.

GOALS AND BENEFITS

Need for Special Attention

If 520 peak commuter periods occur each year — less holidays, then consider the impact on transportation system operations when a locale hosts 1000+ (San Diego), 2000+ (Los Angeles), 4000+ (Philadelphia), and even 5000+ (New York City) planned special events annually. The effect of PSEs is multi-dimensional: by time, by space, and by magnitude of effect. Time effects include event time, event duration, and event time of occurrence. Space effects include event location. Magnitude effects include expected attendance and event market area. Other PSE characteristics, such as audience accommodation, influence time and magnitude effects, and event type influence time, space, and magnitude effects.

The following lesson learned, as reported by the Hollywood Reporter.com for a one-night concert event at Glen Helen Amphitheater in San Bernardino, CA, exemplifies the need for proactive traffic and travel management for planned special events: “Venue staffers said that the concert was ‘oversold’, and indeed it drew more than 40,000 people...in becoming a stadium-level show, but not a festival with people showing up at different times, there was apparently no effort to accommodate a massive arrival all at once. Traffic on the I-15 was backed up 10-12 miles south of the venue with the crossing freeway 215 apparently no better. Many decided to park sporadically near the freeway exits and simply walk miles rather than sit in the snail’s pace of the bumper-to-bumper snarl.”

Every agency wants to prevent the occurrence of such a problem so that everyone will remember the successful travel management of the planned special event. These situations emphasize the need for a planned special events feasibility study and traffic management plans, which present policies, guidelines, procedures, strategies, and resource applications that assure the successful management of travel for planned special events.

As a result, the overall benefits that can be realized through managing travel for planned special events



include 1) reduce delay, 2) reduce traffic demand, and 3) improve safety. Thus, the good news that all decision makers want to hear is represented by the following lesson learned as reported by the Wisconsin DOT for the opening of Miller Park in Milwaukee: “Despite the triple whammy of rush hour, an opening day crowd of 42,000 and a presidential motorcade, officials reported few problems along freeway routes leading to Miller Park Friday.”

Stakeholder Challenges and Goals

Table 1-1 indicates the purposes of managing travel for planned special events.

Table 1-1: Reasons to Manage Travel for Planned Special Events

Purposes
■ Need to manage intense travel demand ■ Need to mitigate potential capacity constraints ■ Need to influence attractiveness of alternative travel choices ■ Need to accommodate potential for heavy pedestrian flow and transit vehicles ■ Need to manage increased demand for emergency services and associated travel demand ■ Need to facilitate ongoing commercial enterprises and associated commercial deliveries

The purposes listed in Table 1-1 should be viewed as challenges that can be met by realizing the established goals. Table 1-2 lists the challenges and goals of managing travel for planned special events. Techniques to achieve predictability include: (1) perform a multi-modal travel forecast, (2) define the area and transportation system components impacted, (3) conduct analyses of parking demand and traffic demand, and (4) identify and correct roadway capacity deficiencies. Techniques for maximizing efficiency include using all available resources and excess transportation (road and transit) capacity.

Table 1-2: Stakeholder Challenges and Goals

Challenges	Goals
■ Need to manage intense travel demand ■ Need to mitigate potential capacity constraints ■ Need to influence attractiveness of alternative travel choices ■ Need to accommodate potential for heavy pedestrian flow and transit vehicles	■ Achieve predictability ■ Ensure safety ■ Maximize efficiency ■ Minimize regional traffic effects from events ■ Meet public and event patron expectations

Stakeholder and System Operations Benefits

The proactive and coordinated management of travel for planned special events yields numerous benefits to transportation stakeholders and transportation system operations:

- Meet other staffing requirements;
- Provide expanded and efficient control;
- Upgrade transportation system infrastructure;
- Improve management of future events; and
- Transfer strategies to day-to-day operations.
- Leverage support for new resources or initiatives

Another key stakeholder benefit involves forming partnerships and building trust among stakeholders representing different disciplines and jurisdictions. This applies not only to coordination for future planned special events but highway incident management and day-to-day operations as well.

Economic and Tourism Benefits

Planned special events present economic and tourism benefits to the community. For instance, as a mechanism for rejuvenating and profiling downtown areas, many cities have established special events committees and use planned special events such as marathons, street fairs, festivals, car rallies, outdoor music concerts or any other temporary gathering of merchants, craftspeople, and/or artists for the public's interest. Planned special events generate income through tax revenue and may also spur development. Also, showcasing a successful special event could lead to increased future tourism for the community.

Many major cities have Planned Special Events offices as part of the city government. Cities such as Boston, Dallas, Chicago and Los Angeles have websites that provide information on planned special events. Figure 1-1 shows information from the CityofChicago.org website on the “Mayor’s Office of Special Events.”



Figure 1-1: City of Chicago Website



Special events provide an opportunity to showcase your city/area for future tourism opportunities and if you rise to the challenge this could lead to future financial benefits. For example, due to the overwhelmingly positive response from businesses and golf fans to the PGA (Professional Golfers' Association's) 86th Championship at Whistling Straits Golf Course in Wisconsin, the Sheboygan County course will likely host several more major golf tournaments in the future. In fact, Whistling Straits will host the 2007 U.S. Senior Open, 2010 PGA Championship, 2015 PGA Championship and 2020 Ryder Cup.

Many communities have recognized the economic and tourism advantages of staging or attracting future planned special events to help revitalize the downtown area. The planned special event brings more people into a community to watch the planned special event and at the same time stimulates sales in stores and restaurants. Furthermore, many communities desire to improve business within their area as well as to work for the improvement of the general economic and cultural welfare of the region.

The Greater Westhampton Chamber of Commerce on eastern Long Island, New York has taken a proactive role in the scheduling of planned special events to attract more people into the downtown Village of Westhampton Beach so that the stores, businesses, delicatessens and restaurants can also gain from the influx of potential customers that are attracted by the planned special event. The Greater Westhampton Chamber of Commerce prepares a

calendar of special events and works with groups such as the Rotary, churches and the Westhampton Performing Arts Center to co-sponsor antique shows, flea markets, and concerts in the downtown area. Accordingly, merchants extend their hours of business operations to coincide with the times of the planned special events.

Examples of Achieved Benefits

Planned special events can provide a substantial financial income to the community in which they occur. In fact, the economic impact of the North American International Auto Show (NAIAS) and the 2006 Super Bowl combined was anticipated to generate nearly \$1 billion to Southeast Michigan. Table 1-3

presents a breakdown of some major events and their typical annualized economic impact.

Table 1-3: Sample Annualized Economic Impact

Events	Annualized Economic Impact
Summer Olympics	\$700 million
NAIAS*	\$580 million
Daytona 500*	\$554 million
Super Bowl XXXVII	\$367 million
Indianapolis 500*	\$336.6 million
New York International Auto Show*	\$187 million
Ryder Cup	\$114 million
Oscars*	\$63 million
Kentucky Derby*	\$53 million
Major League Baseball All-Star Game	\$52.5 million
World Series*	\$40 million

*Estimated annual economic impact.
Source: www.naias.com



Information on the regional economic impact of constructing the new Arizona Cardinals Stadium in Glendale, AZ (Phoenix Metro Area) revealed:

- Construction phase added 3,500 jobs and \$400 million in economic benefits to area.
- Arizona State General Fund received \$20 million over construction period.
- The NFL (National Football League) Arizona Cardinals contribute \$150 million to the economy each year.
- The Tostitos Fiesta Bowl contributes \$140 million each year. The new BCS (Bowl Championship Series) formula which adds a second game every four years will have an additional positive impact.
- Super Bowl XXX in Tempe in 1996 was seen by 900 million people around the globe.
- Super Bowl XLII in 2008 will add \$400 million to the economy.

A review of the U.S. Census Bureau, *2002 Service Annual Survey, Arts, Entertainment, and Recreation Services*, revealed the magnitude of the nationwide benefits:

- The estimated revenue for 2002 was \$137 billion for arts, entertainment and recreation services.
- The performing arts and spectator sports sector had an estimated revenue of \$50 billion.
- The museums, historical sites and similar institutions sector had an estimated revenue of \$7.7 billion.
- The amusement, gambling and recreation industries sector had an estimated revenue of \$79 billion.

PURPOSE OF EXECUTIVE SUMMARY

Need For This Document

This *Managing Travel for Planned Special Events Handbook: Executive Summary* is written to communicate new and proven institutional and high-level operational techniques and strategies for achieving a coordinated, proactive approach to managing travel for all planned special events in a region in addition to facilitating successful and cost-effective management of specific planned special events.

This technical reference provides a working knowledge of the techniques and strategies that practitioners may use to successfully: (1) plan for and operate

a particular planned special event or (2) manage all planned special events in a region. In turn, individual managers and decision makers gain an understanding of the collective tasks to develop and implement solutions for managing travel during a planned special event. Transportation operations vary during a planned special event and identifying issues and advance planning activities to use can lead to the successful travel management for a planned special event.

Target Audience

The associated target audience of this document is decision makers such as elected and appointed officials, and other senior level professionals whose agencies, departments, or organizations are involved in the planning, design, implementation and management of travel for planned special events. These organizations include transportation, planning, transit, law enforcement, and event organizers. Typically, the target users possess the following backgrounds: (1) little or no knowledge of the concept, importance, and challenges of managing travel for planned special events and (2) working knowledge of the issues and challenges in managing travel for planned special events and seeking institutional-level solutions toward effecting an expanded, efficient, and cost-effective approach to proactive travel management for planned special events.

FHWA PROGRAM DOCUMENTS

Other Useful Documents

The Federal Highway Administration (FHWA) established a program devoted to managing travel for planned special events. Table 1-4 lists the other documents available.

Table 1-4: FHWA Documents

- Handbook, *Managing Travel for Planned Special Events*
- Practical Checklists
- Outreach Material
 - Brochure; Publication No. FHWA-OP-04-033, EDL Doc. #13903
 - Fact sheet; Publication No. FHWA-OP-04-034, EDL Doc. #13904
 - Technical presentation – available on the TMC (transportation management center) Pooled-Fund Study website
- Available at http://ops.fhwa.dot.gov/program_areas/sp-evnts-mgmt.htm



Managing Travel for Planned Special Events Handbook

The *Managing Travel for Planned Special Events Handbook* was written to assist responsible agencies in managing the ever-increasing number of planned special events impacting transportation system operations in rural, urban, and metropolitan areas. It leads practitioners step-by-step through all phases of managing travel for planned special events, and it serves to:

- Bridge the gap between the state-of-the-practice and state-of-the-art;
- Provide a framework for establishing an integrated and stakeholder coordinated practice;
- Recommend proven and innovative techniques; and
- Profile successful practices.

The 448-page handbook consists of 15 chapters, the final five of which detail and contrast advance planning and operations activities for each of the five defined categories of planned special events. The handbook discusses aspects of planned special events including 1) characteristics and categories of planned special events, 2) regional and local coordination, 3) event operations planning, 4) implementation activities, 5) day-of-event activities, and 6) post-event activities.

The handbook appendix contains multiple examples of venue maps, traffic control plans, sample permits, interagency agreements, website screen shots, and event information brochures. Throughout the handbook, there exist examples of interagency coordination, successful event management ideas, resource applications, and best practices. It is available on the TMC Pooled-Fund Study web site at <http://tmcdfs.ops.fhwa.dot.gov> and the ITS (Intelligent Transportation Systems) Electronic Document Library (EDL) at <http://www.its.dot.gov> as publication no. FHWA-OP-04-010 or EDL Doc. #13883.

Practical Checklists

This product supplements the PSE Handbook and consists of practical checklists (i.e., action plans) that practitioners may customize and apply in managing all planned special events in a region in order to *consistently* identify and address event-specific travel demand and transportation operations impacts that influence each step in the process of advance planning, operations, and evaluation for a specific category and size of planned special event. An evaluation plan for categorizing and sizing an incident in addition to

practical checklists for each travel management phase may be applied to successive planned special events, similar to written criteria, guidelines, and procedures for managing other types of planned and unplanned events, and modified as necessary based on results of post-event evaluation activities. This product also includes example tabletop exercises tailored to advertise, promote, pilot test, and customize the practical checklists for use by agencies and regional groups.

Courses to Assist Practitioners

National Highway Institute Course No. 133099 – *Managing Travel for Planned Special Events* represents a new course with planned special events as its central focus. The course will advertise the *Managing Travel for Planned Special Events* handbook and guide participants on how to use it and apply key concepts contained in the handbook. The second-day of the course aims to guide practitioners through all the phases of managing travel for planned special events for a specific event category. In turn, course instruction and group exercises can meet participant needs in planning and managing a similar, future event for a specific locale.

ORGANIZATION OF EXECUTIVE SUMMARY

Document Organization

This first chapter is designed to:

- Define a planned special event;
- Provide examples of planned special events;
- Present stakeholder challenges and goals;
- Identify numerous benefits of successfully managing travel for planned special events;
- Emphasize the need for this Executive Summary; and
- Advise useful, companion documents and courses prepared under the FHWA program of Managing Travel for Planned Special Events.

The remainder of this Executive Summary document is devoted to:

- Chapter Two, Event Characteristics, examines categories, phases, practitioner perspective, and operations planning schedule.
- Chapter Three, Event Impacts and Stakeholders, looks at major event impact factors, stakeholders' functions and coordination, and travel choice considerations.



- Chapter Four, Regional Planning and Coordination, covers policies, agreements and planned special event permitting.
- Chapter Five, Planning, Implementing, Operating and Evaluating, examines the key activities of event operations planning, implementation, day-of-event and the post-event.
- Chapter Six, Decision Maker's Vision, reviews the key actions that decision makers should take to meet the challenges to successfully manage travel for a planned special event.

Within each section of Chapters 2, 3, 4 and 5 a heading is included to discuss the decision maker's role relative to the topic discussed. A table follows listing the major actions that should be considered in the decision maker's role in meeting the challenges of that topic. These tables are highlighted with a yellow background throughout this document for ease of reference. Table 1-5 illustrates the decision maker's role relative to material presented in Chapter 1, Introduction.

Table 1-5: Decision Maker's Role Relative to Chapter One Material

- Understand what a planned special event is.
- Realize the major impacts on the transportation system that planned special events can cause.
- Make sure that your staff realizes the need for a PSE Feasibility Study and traffic management plans, which present policy guidelines, procedures, strategies, and resource applications that assure the successful management of travel for PSE's.
- Recognize the economic and tourism benefits to the community.
- Foster your staff's use of the FHWA Handbook "Managing Travel for Planned Special Events" and the "Practical Checklists".
- Encourage your key employees to attend and participate in the NHI Course "Managing Travel for Planned Special Events".

The decision maker should always be aware of his/her responsibility to the community and the region where the planned special event is held. Within appropriate sections of Chapters 2, 3, 4 and 5; a table presents actions that the decision maker should be aware of relating to what a planned special event means to the community so that they influence each of the decision maker's roles. These tables are highlighted with a light blue background throughout this document for ease of reference.

Table 1-6 illustrates the decision maker's responsibility to the community relative to material presented in Chapter 1, Introduction.

Table 1-6: Decision Maker's Responsibility to Community

- Assure that the normal activities of businesses and the day-to-day lives of the residents of the region continue while meeting the expectations of the event patrons.
- Recognize that potential, major traffic impacts can be identified and mitigated by proper planning and implementation activities that will result in a successful traffic management plan with benefits to the community and region.
- Select mitigation measures to convert potential negative impacts to positive impacts that are realized by the community.
- Manage travel for a planned special event so that economic and tourism benefits to the community are realized.
- Recognize that "showcasing" a successful planned special event could lead to increased future tourism for the community.



Event Characteristics

CATEGORIES

Five Categories of Planned Special Events

The five categories of planned special events and associated distinguishing characteristics, as well as their impact to the community, are listed in Table 2-1.

Table 2-1: Categories of Planned Special Events

Category	Characteristics	Effect on Community
Discrete/Recurring Event at a Permanent Venue	- Predictable starting and ending times - Known venue capacity - Anticipated demand typically known - Advance ticket sales - Concentrated arrival and departure demands	- Need to give special attention to weekday events due to their potential impacts on commuter traffic, transit operations, businesses and residents. - Need to minimize impacts on access to businesses and residents due to concentrated arrival and departure demands. - Need to identify ways to minimize community impacts and improve transportation system operations during future venue events. - Need to consider parking restrictions or issuance of residence parking stickers so that event patrons do not impact residences by parking on residential streets in the vicinity of the venue.
Continuous Event	- Occurrence often over multiple days - Patrons arrive and depart during the event day - Less reliance on advance ticket sales - Capacity of venue not always known - Occurrence sometimes at temporary venues - Parking availability varies	- Need to assure that the significant level of personnel required over the multiple days of operation can be provided to minimize impacts to the community. - Need to apply changes made in the traffic management plan to minimize community impacts for future continuous events.



Category	Characteristics	Effect on Community
Street Use Event	■ Occurrence on roadway requiring closure ■ Specific starting and predictable ending times ■ Capacity of spectator viewing area not known ■ Spectators typically not charged or ticketed ■ Parking availability varies ■ Impact on emergency access and local services	■ Need to consider effect on access and parking of residents and businesses of a street along which the event will be held. ■ Need to consider communicating with and involving the participation of businesses and residents on the street that will be closed for the event. ■ Need to assure that bus transit stop relocations during the event are communicated in advance to residents and businesses. ■ Need to require adequate sidewalk passage area and fire lanes at all times to permit access of emergency vehicles to adjacent residents and businesses along the streets utilized by the street use event. ■ Need to notify all businesses and residents located on the street to be used or closed of the event dates and times.
Regional/Multi-Venue Event	■ Occurrence of events at multiple venues at or near same time ■ Ingress and egress operations for concurrent events may occur at same time ■ Parking areas may service demand from different events over day	■ Need to coordinate activities of the events in order to minimize traffic impact on the community. ■ Need to offset occurrence of ingress and egress times to minimize effect on traffic, parking, resources and the community. ■ Need to examine event scheduling to avoid departing traffic from one event coinciding with arriving traffic from another event to minimize effect on traffic, parking, resources, and the community.
Rural Event	■ Rural area and possible tourist destination ■ High attendance events attracting event patrons from a regional area ■ Limited roadway capacity ■ Area lacking regular transit service	■ Need to meet with residents and businesses to minimize effect on adjacent roadways. ■ Need to use public surveys to assess all community effect and incorporate successful lessons learned to apply to the next event.

In recognizing the unique characteristics of each category of planned special event regarding trip generation and event impact on transportation system operations, many jurisdictions across the country have developed distinct planning processes, policies, and regulations specific to particular event categories. The balance of this section describes each of the five defined event categories.

Discrete/Recurring Event at a Permanent Venue

Table 2-2 presents travel demand, road/site capacity, event operation, and other considerations specific to managing travel for a discrete/recurring event at a permanent venue. High peak arrival rates occur because of event patrons' urgency to arrive by a specific start time and possession of a reserved seat. However, general admission or tailgating produce lower, yet



Table 2-2: Considerations in Managing Travel for a **Discrete/Recurring Event at a Permanent Venue**

Event Impact Factor	Consideration
Travel Demand	■ High peak arrival rates ■ High peak pedestrian and traffic departure rates
Road/Site Capacity	■ Exclusive off-street parking areas generally exist ■ Permanent access generally exists between parking areas and freeway/arterial routes ■ Transit stations may exist in vicinity of venue ■ Self-contained traffic and pedestrian circulation
Event Operation	■ General admission seating or tailgating ■ Known venue capacity and advance ticket sales ■ Weekday event occurrences
External Factors and Other Considerations	■ Use of transferable historical data ■ Improvement in identification and mitigation of roadway capacity deficiencies in each successive event

pronounced, peak arrival rates. Known venue capacity and advance ticket sales yield more accurate demand forecasts, and the use of transferable historical data improves predictability in feasibility study analyses. Weekday event occurrences have potential impact on commuter traffic and transit operations, especially during already busy peak hour periods. High peak pedestrian and traffic departure rates happen because the event ends abruptly. As with events under other categories, the type of crowd attending the event can influence on-site staffing of police, medical, and emergency workers.

Continuous Event

Table 2-3 presents travel demand, road/site capacity, event operation, and other considerations specific to managing travel for a continuous event. Use of historic data may be limited by the variability of traffic generation characteristics and market area of different continuous events. Day-of-event weather conditions may significantly affect attendance. Potential weather impacts require consideration of a wide range of contingency plans for site access, parking, pedestrian access, traffic control, and traffic incident management.

Table 2-3: Considerations in Managing Travel for a **Continuous Event**

Event Impact Factor	Consideration
Travel Demand	■ Daily attendance difficult to estimate ■ Most events do not have an attendance capacity or defined “sell-out” ■ High attendance events in downtown areas require extensive planning
Road/Site Capacity	■ Potential limited access to transit stations and adjacent high-capacity arterials and freeways ■ Temporary venues may lack sufficient on-site facilities for access, parking, and transit bus accommodation
Event Operation	■ Major events generate trips from a multi-county region ■ Traffic generation characteristics and market area of different events may vary considerably
External Factors and Other Considerations	■ Day-of-event weather conditions and attendance ■ Potential weather impacts require consideration of a wide range of contingency plans



Table 2-4: Considerations in Managing Travel for a **Street Use Event**

Event Impact Factor	Consideration
Travel Demand	■ Daily attendance difficult to estimate ■ High attendance events in downtown areas require extensive planning
Road/Site Capacity	■ Parking areas and traffic flow routes serve an expanded site area ■ Spectator viewing areas may have limited access to transit stations and high-capacity arterials and freeways
Event Operation	■ Parade or race route represents the event venue ■ Race events or rallies often require temporary closure of roadways over a significant distance ■ Major events generate trips from a multi-county region
External Factors and Other Considerations	■ Day-of-event weather conditions and attendance ■ Impact to neighborhood access and parking ■ Temporary road closures impact transportation system users

Street-Use Event

Table 2-4 presents travel demand, road/site capacity, event operation, and other considerations specific to managing travel for a street use event. As with continuous events, day-of-event weather conditions may significantly affect attendance. Impacts on transportation system users may include background traffic, transit service, emergency vehicle access, and other local services.

Regional/Multi-Venue Event

This event category is unique in that it involves two or more distinct planned special events occurring at separate venues with traffic and/or parking demand generated by one event impacting traffic and/or parking operations in the vicinity of the other event venue(s). Individual events are categorized by any of

the following categories: discrete/recurring event at a permanent venue, continuous event, or street use event. Multiple events may represent a subset of a larger planned special event. This category targets considerations in coordinating, or lack thereof, traffic and travel management for multiple events.

Rural Event

Table 2-5 presents travel demand, road/site capacity, event operation, and other considerations specific to managing travel for a rural event. Rural events are categorized by any of the following categories: discrete/recurring event at a permanent venue, continuous event, or street use event. An underlying challenge in managing travel for rural events involves personnel and equipment resource availability.



Table 2-5: Considerations in Managing Travel for a Rural Event

Event Impact Factor	Consideration
Travel Demand	Travel demand characteristics of discrete/recurring event at a permanent venue, continuous event, or street use event
Road/Site Capacity	- Limited road and parking capacity - Lack of in-place transit service and fewer alternate routes to accommodate event/background traffic - Limited or no permanent infrastructure for monitoring and managing traffic
Event Operation	- Generation of trips from a multi-county region - Event operation characteristics of discrete/recurring event at a permanent venue, continuous event, or street use event
External Factors and Other Considerations	- Need for stakeholders to assume new and/or expanded roles - Need to work closely with all affected stakeholders

Decision Maker's Role in Planned Special Events Categories

Table 2-6 presents the major efforts that should be considered in the decision maker's role in meeting the challenges pertinent to planned special events categories.

Table 2-6: Decision Maker's Role in Planned Special Events Categories

- Become familiar with each of the five categories and their characteristics.
- Assure that your agency examines possible scenarios that can accommodate arrivals peaking rather than being spread out throughout the day that could turn a continuous event into a discrete/recurring event.
- Foster regional coordination and regional interaction to advise of a planned special event and determine if other events are also occurring that results in multiple events as part of a regional/multi-venue event.

The decision maker's responsibility to the community relative to the planned special events categories is listed in Table 2-7.

Table 2-7: Decision Maker's Responsibility to Community

- Need to meet with residents and businesses to minimize impacts on adjacent roadways.
- Need to notify all businesses and residents located near the event or on a traffic flow route of the event dates and times.
- Need to minimize impacts on access to businesses and residents.
- Need to consider parking restrictions or issuance of residence parking stickers so that event patrons do not impact residences by parking on residential streets in the vicinity of the venue.
- Need to apply changes made in the traffic management plan to minimize community impacts for future events.
- Need to identify ways to minimize community impacts and improve transportation system operations during future events.
- Need to use public surveys to assess all community impacts and incorporate successful lessons learned to apply to the next event.



PHASES

Five Phases of Managing Travel for Planned Special Events

The five phases of managing travel for planned special events, in chronological order, include:

- Regional planning and coordination;
- Event operations planning;
- Implementation activities;
- Day-of-event activities; and
- Post-event activities.

Integration of lessons learned from post-event activities into future event planning and operations creates a seamless process allowing for continuous improvement of transportation system performance from one event to the next.

Regional Planning and Coordination Phase

Regional Planning and Coordination encompasses advance planning activities completed months prior to a single, target event or activities related to a series of future planned special events. This level of advance planning involves the participation and coordination of stakeholders serving an oversight role in addition to agencies directly responsible for event planning and day-of-event traffic management. Decision makers should 1) build off of existing relationships with other localities in their region, and 2) use the planning for an event as a “jumping off point” for enhanced regional planning and coordination.

Event Operations Planning Phase

Event operations planning encompasses advance planning and stakeholder coordination activities conducted for a specific planned special event. Event operations planning activities are undertaken to:

- Establish a planning framework and team;
- Predict transportation system operations deficiencies and develop strategies to mitigate; and
- Assess and plan for unexpected, high-impact scenarios.

These activities facilitate stakeholder coordination and collaboration across disciplines and jurisdictions and ensure compliance with community needs and requirements.

Implementation Phase

Implementation activities involve strategizing traffic management plan deployment in addition to conducting necessary testing and training activities. This represents a transition phase between event operations planning and day-of-event activities. Implementation activities are designed to:

- Improve the efficiency of traffic management plan deployment;
- Identify unknown and potential problems before the event; and
- Increase traffic management team preparedness.

Activities under this phase create a more responsive traffic management team and fluid team operation on the day-of-event. In turn, transportation system performance improves on the day-of-event.

Day-of-Event Activities Phase

Day-of-event activities involve the actual implementation and operation of the traffic management plan during the day-of-event. Day-of-event activities focus on:

- Implementation of the traffic management plan in conjunction with real-time traffic monitoring;
- Plan revisions as conditions warrant;
- Rapid, proactive response to any unplanned situation; and
- Data for performance evaluation and future planning activities.

Post-Event Activities Phase

Post-event activities cover the evaluation of local and regional transportation operations based on stakeholder debriefings and an analysis of traffic data collected during the day-of-event. These activities:

- Compare plan specifications and resources allocations to actual day-of-event operations;
- Evaluate transportation system performance;
- Review traffic management team activity;
- Identify key successes and lessons learned; and
- Facilitate an iterative planning, operations, and evaluation process.

Post-event activities represent the first step in planning for future, successive events and can contribute toward proactively improving travel management for all planned special events in a region.

Decision Maker's Role in Planned Special Events Phases

Table 2-8 presents the key actions that the decision maker should consider for the five phases of planned special events.

Table 2-8: Decision Maker's Role in Planned Special Events Phases

- Assure that your staff treats the five phases as an iterative process where the lessons learned from one event is applied to the first phase of the next planned special event.
- Encourage your staff to refer to sections of the FHWA handbook "Managing Travel for Planned Special Events" and follow the step-by-step guidelines for each phase.
- Require your staff to utilize the FHWA "Practical Checklists" to assure every step is considered.
- Incorporate local and specific requirements of your agency to customize the "Practical Checklists" for the needs of your agency.

The decision maker's responsibility to the community relative to the five phases of planned special events are presented in Table 2-9.

Table 2-9: Decision Maker's Responsibility to Community

- Assure that the five phases are part of an iterative process so that lessons learned and successful approaches from the Post-event phase are incorporated into the Regional Planning and Coordination phase so that impacts to the community are minimized for future events.
- Need to identify potential negative impacts on the community, in the Event Operations phase, and mitigate them in the Implementation phase to create positive impacts and/or minimal impacts to the community during the Day-of-Event phase.

PRACTITIONER PERSPECTIVE

Purpose of Managing Travel for Planned Special Events

The purpose of managing travel for planned special events involves:

- Managing intense travel demand;
- Mitigating potential capacity constraints;
- Influencing the utility (i.e., attractiveness — travel time, cost, comfort) associated with available travel choices; and
- Accommodating heavy pedestrian flow safely.

Key resource considerations influencing traffic and travel management for planned special events include (1) quantity and portability of equipment resources — affect scope and span of control, (2) quantity and experience of personnel for day-of-event operations — affect responsiveness, and (3) implementation of certain travel management strategies require specific resources. The most important resource that practitioners must plan for involve personnel resources.

The scope of transportation management activities for a major planned special event may warrant application of the Incident Command System (i.e., Unified Command) for the purpose of creating an integrated traffic management team that consists of multi-disciplinary and potentially multi-jurisdictional stakeholders. Unified Command helps traffic management team supervisors monitor resources under a very fluid situation and make consensus decisions without delay when real-time conditions demand adjustments to the traffic management plan. Two approaches for managing a large venue site area characteristic of major planned special events include dividing the site into distinct geographic areas and either (1) assigning a different agency(s) with the same functional authority(s) to each of the areas, and establishing a Unified Command structure consisting of a representative from each involved agency or (2) establishing a Unified Command structure for each defined area for the purpose of implementing tactical operations applicable to that area, provided a Unified Area Command exists for managing the overall planned special event objectives and strategies.



Managing Travel for Planned Special Events Today

The following characterize the state-of-the-practice in managing travel for planned special events:

- Manage traffic and parking for planned special events;
- Focus on traffic management team needs;
- Secure verbal coordination among stakeholders;
- Focus on single planned special events;
- Conduct periodic ad-hoc event planning;
- Focus on event-specific planning and operation only;
- Obtain periodic participation and contribution from community interest and event support stakeholders;
- Use fixed freeway and arterial management infrastructure to monitor and manage traffic during a planned special event; and
- Conduct location-specific traffic and parking management using field personnel.

Advancing the State-of-Practice

The following describe the state-of-the-art in managing travel for planned special events:

- Manage travel for planned special events by adopting an intermodal approach and utilizing travel demand management strategies;
- Form multidisciplinary stakeholder groups and solicit public input;
- Develop a joint operations policy or mutual-aid agreement between stakeholders;
- Create a committee on planned special events to monitor and plan travel management activities for all special events that occur within a region;
- Follow an established event operations planning process;
- Develop standard street use event routes and venue traffic flow routes;

- Integrate event evaluation results into future planning activities to facilitate continuous improvement of transportation system performance;
- Establish stakeholder groups specific to advance planning and day-of-event activities to strengthen stakeholder coordination and commitment;
- Utilize mobile devices such as portable traffic management systems, portable traffic signals, and portable traffic management centers; and
- Deploy automated systems such as parking management systems, dynamic trailblazer signs, lane control signs, and blank-out signs.

Decision Maker's Role in Fulfilling the Purposes

Table 2-10 presents the key actions that the decision maker should consider for fulfilling the purpose of managing travel for planned special events.

Table 2-10: Decision Maker's Role in Fulfilling Purposes

- Foster the achievement of early, constant input and participation of involved agencies.
- Emphasize the importance of predicting event-generated travel impacts to your staff.
- Assure that your staff develops an integrated transportation management plan that can accommodate a range of traffic demand and other contingencies.
- Ensure successful traffic management plan implementation by your staff.
- Assure that your agency deploys a well-organized traffic management team equipped with the ability to communicate seamless between agencies.
- Emphasize to your staff the importance of conducting continuous traffic monitoring on the day-of-event and maintaining protocol for modifying the traffic management plan to accommodate real-time conditions.
- Transfer event management successes into daily applications, and translate lessons learned into future event planning and operations needs.

Table 2-11 presents the decision maker's responsibility to the community concerning fulfilling the purposes of managing travel for planned special events.

Table 2-11: Decision Maker's Responsibility to Community

- Recognize that managing the potential, intense travel demand will achieve predictability for the public, businesses, and residents as well as all other transportation users.
- Realize that safety can be assured to the traveling public and event patrons through more active traffic management and reduced motorist frustration.
- Gain the input and support of local politicians who can advise of alternatives to minimize quality of life impacts on represented residents and businesses.

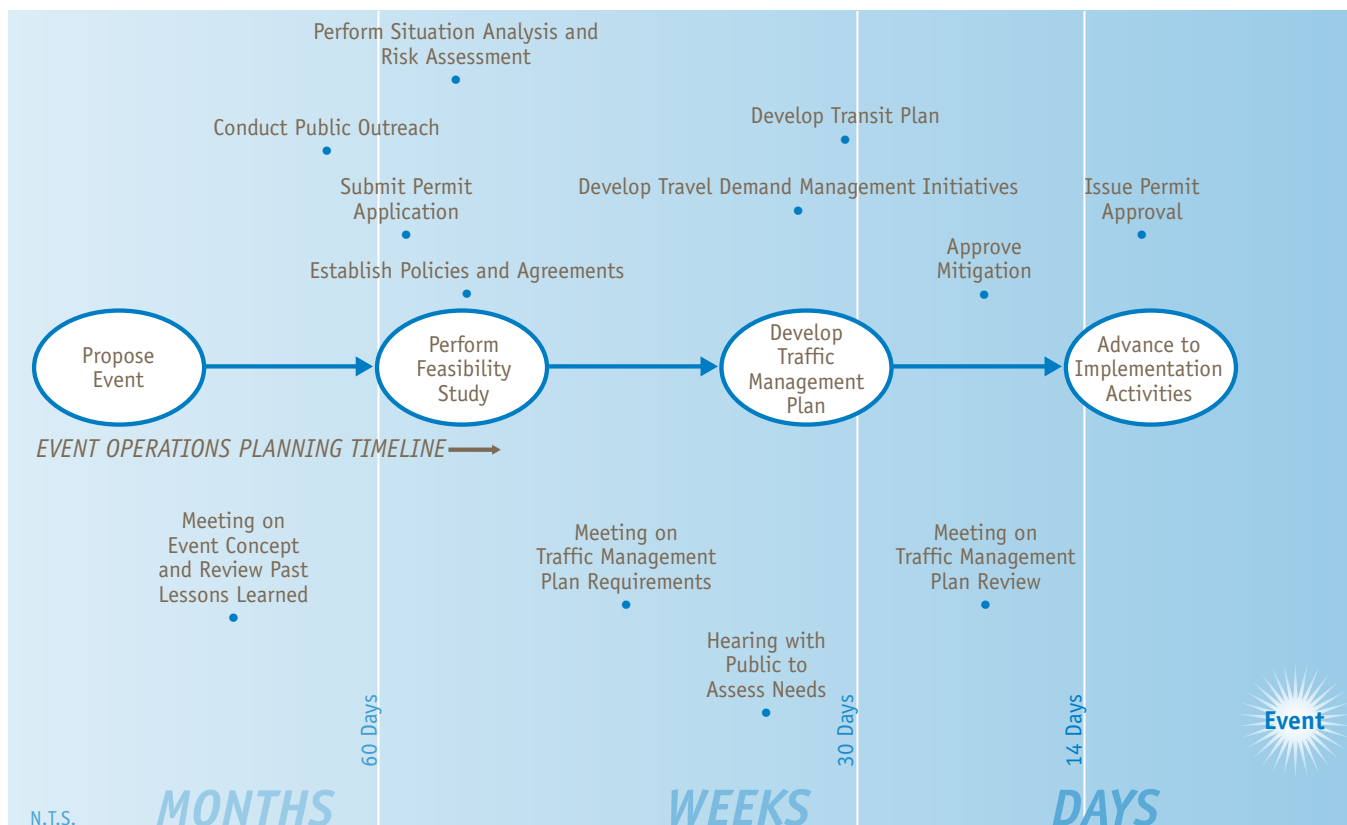
OPERATIONS PLANNING SCHEDULE

Initiation of Advance Planning

Figure 2-1 illustrates a high-level event operations planning schedule for an event planning stakeholder group. The figure lists advance planning activities and potential stakeholder meetings and public hearings in a timeline relative to the planning deliverables. The schedule indicates other stakeholder planning initiatives, such as the development of a specialized transit plan to reduce event traffic demand.

The planning schedule provides a generic timeline, recognizing that actual event operations planning schedules vary considerably. For instance, some major, roving planned special events, such as the U.S. Golf Open, require an event operations planning phase spanning more than one year.

Figure 2-1: Event Operations Planning Schedule



Decision Makers' Role In the Planning Schedule

Table 2-12 lists considerations for establishing and managing a planning schedule.

Table 2-12: Decision Maker's Role in Managing the Planning Schedule

- Assure that your staff develops a schedule of activities from time of event proposal to traffic management plan completion.
- See that your staff sets deadlines for key planning products.
- Emphasize the need to allow sufficient time for implementation activities and pre-event traveler information dissemination.

Table 2-13 identifies the decision maker's responsibility to the community relative to managing the planning schedule.

Table 2-13: Decision Maker's Responsibility to Community

- Adhere to all deadlines established so that activities are completed on time while allowing sufficient time to gain the input of the community and to disseminate information to them so they can modify their travel schedules to make sure their daily trips are not adversely impacted.

Decision makers representing different agencies and jurisdictions must develop a working trust with each other. Clear understanding of which stakeholders have input, development participation, and review of activities and planning products builds interagency coordination and an understanding of each agency's responsibility.

Event Impacts and Stakeholders

EVENT CONSEQUENCE ISSUES

Stakeholders responsible for planning and managing travel for planned special events must gauge the potential severity of a planned special event. Agencies must determine with certainty *if* a planned special event will affect or impede the normal flow of traffic and if yes, *how much* impact will the event have. Answers to these questions determine the scope of the transportation management plan required to mitigate event-generated impacts on travel in addition to the number of stakeholders that become involved in advance planning and day-of-event travel management activities. Planned Special Events will happen even if it has been determined that the effect will be great, especially when elected officials see that economic and other benefits to the community surpass the potential negative consequences. For such events the need to find ways to mitigate and manage the transportation demand will be even greater.

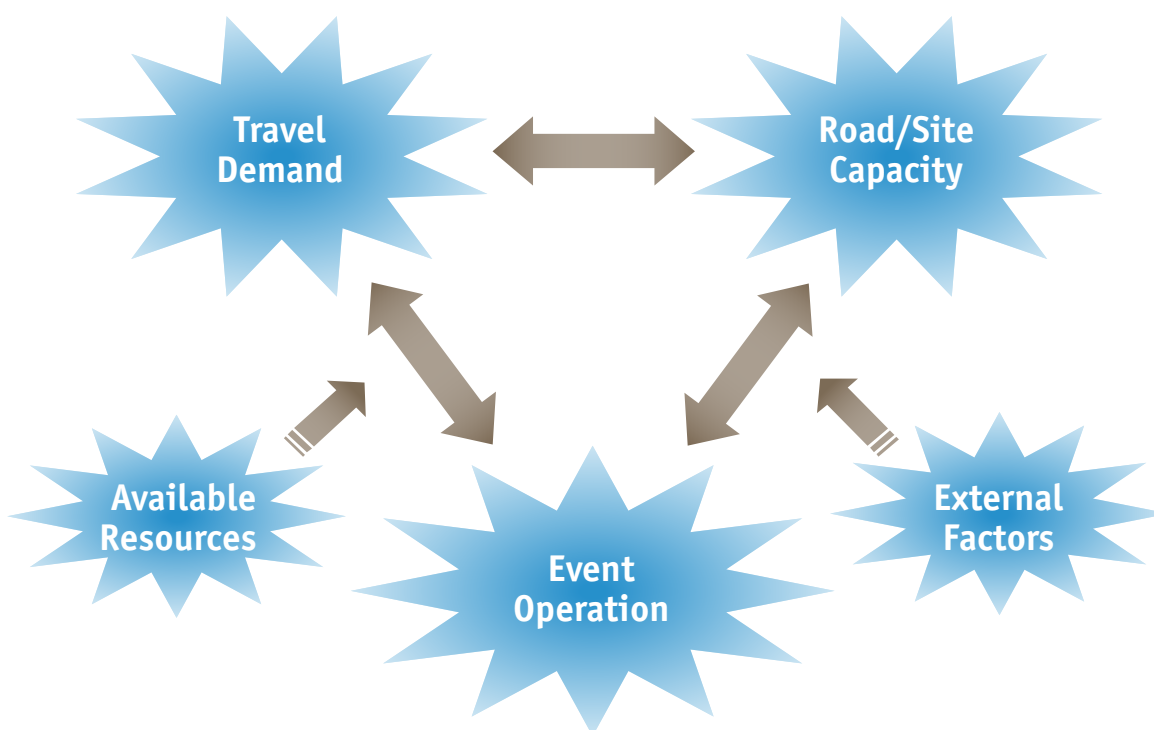
Figure 3-1: Planned Special Event Factors

Figure 3-1 presents factors influencing the impact severity level of a planned special event. Three core factors to consider include travel demand, road/site capacity, and event operation. When determining the level of impact each of the five stated planned special event factors has on travel, consider each of the following components:

- Duration – temporal impact;
- Extent – spatial impact or scope of area affected; and
- Intensity – volume of impact.

TRAVEL DEMAND

Travel demand refers to the expected number of event patrons and their arrival and departure rates. Key considerations in planning include (1) event attendance, (2) rate of event patron arrivals and departures, (3) modal split, and (4) vehicle occupancy. Modal split has a significant influence on the level of event impact, particularly on traffic operations. Modal split



refers to the methods by which event patrons may travel to the event, which include via personal vehicle, transit, walking, or a combination of modes. A planned special event travel forecast involves estimating travel demand magnitude, travel demand rate, and modal split.

Road/Site Capacity

Road/site capacity concerns the available venue access and parking *background capacity* in addition to the capacity of roadways and transit serving the event venue. This factor addresses the concept: if a planned special event took place at a particular venue, then how much existing transportation system capacity is available to service spectators and participants traveling to/from the venue? Key considerations in planning include (1) available parking areas and site access points, (2) available traffic flow routes to serve event traffic, (3) roadway, parking area and site access capacity, (4) background traffic and transit conditions, and (5) site circulation. Capacity influences travel demand to a limited extent, as “seasoned” event patrons in some locales may choose to use transit to access an event venue, because of severe traffic congestion experienced in the past, although they may not represent regular transit users.

Event Operation

Event operation essentially defines the scope of travel demand, including market area, and may reduce available background capacity because of event staging requirements. Event operation activities refer to any aspect of operating the event or venue that impacts spectator travel to/from the event. Key considerations in planning include (1) expected attendance and market area, (2) event location and venue configuration, (3) event staging requirements affecting capacity, (4) security requirements, (5) advance information provided to event patrons, and (6) pre-and post-event activities affecting demand. In some cases, the event operator has control over event operation activities, such as venue opening time, dissemination of advance parking passes/information, and use of venue parking areas.

Available Resources

Available resources refer to the quantity of personnel and equipment available to plan for and conduct

day-of-event travel management operations. A single major planned special event places demands on equipment and staffing of stakeholders’ agencies. Furthermore, the occurrence of regional/multi-venue events or other unplanned events that occur at the same time may place a strain on the availability of stakeholder resources needed to manage a particular planned special event. The agency’s available staff may have to handle both of the planned special events as well as their day-to-day work responsibilities. It is important to understand the high demand on resources these planned special events will have. The occurrence of regional/multi-venue events will happen and special consideration must be given to manage and supplement existing staff resources.

Some successful approaches include:

- Gain help from other agencies for staffing and equipment;
- Use volunteer staff; and
- Rent/lease equipment.

External Factors

External factors include concurrent roadway construction activities on roadway corridors serving a venue, other concurrent events in the region, and prevailing weather conditions on the day-of-event. Weather conditions have a significant impact on attendance or the rate of arrivals and departures at some events (i.e., travel demand). For example:

- Event patrons will attend an open-air sporting event in extremely hot weather, but patrons may bypass arriving at the venue early to tailgate, thus concentrating patron arrivals.
- Rain events may flood unpaved parking lots and venue access roads, rendering them impassable and reducing available road/site capacity. Rain events may also cause sharp arrival and departure rates in addition to safety problems.

Decision Maker’s Role

Table 3-1 presents the major efforts that should be considered in the decision maker’s role in meeting the challenges pertinent to characteristics of event impact factors.

Table 3-1: Decision Maker's Role in Event Impact Issues

- Be aware of the issues and the ramifications of each event impact factors.
- Make sure that your staff determines the transportation impacts of the planned special events.
- Make sure that your staff determines the mitigation measures that must be implemented to accommodate the additional traffic generated by the planned special event.
- Encourage your agency to develop and maintain a list of available equipment that can be supplied by your agency and other agencies, as well as can be rented or leased from private companies.
- Emphasize the need to plan for and to expect the unexpected.
- Recognize that special consideration must be given to managing staff resources for regional/multi-venue events where available staff may have to handle both of the planned special events as well as their day-to-day work responsibilities.
- Consider actions to 1) acquire help from other agencies for staffing and equipment, 2) use volunteer staff, and 3) rent/lease equipment.

The decision maker's responsibility to the community relative to the planned special events event impact issues is listed in Table 3-2

Table 3-2: Decision Maker's Responsibility to Community

- Need to remember that the event impact factors have potential enormous traffic impacts on the community that can be addressed and mitigated in the preparation of a Feasibility Study.

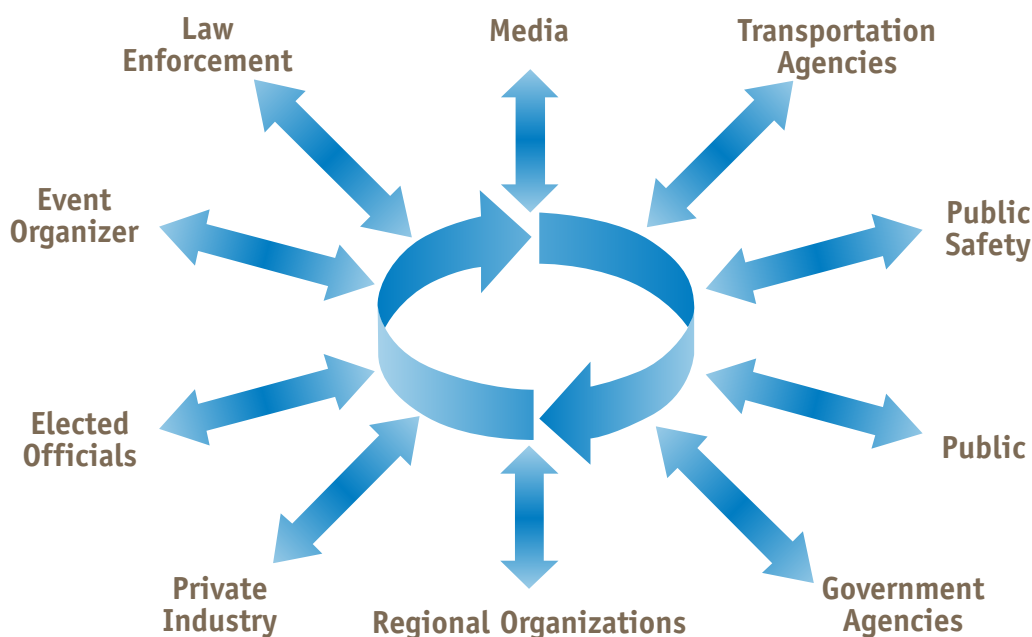
STAKEHOLDERS

The advance planning and management of travel for planned special events requires the consistent involvement and coordination of stakeholders throughout all phases — planning, operations, and evaluation — of the event. Figure 3-2 presents common stakeholders, representing various disciplines and jurisdictions that play an active role in managing travel for planned special events. Transportation, law enforcement, and event organizers represent the core stakeholders typically involved in all phases of managing travel for planned special events. These stakeholders typically take the lead in organizing an event operations planning team and traffic management team day-of-event operations.

Functions of Stakeholder Groups

- Transportation agencies own and operate the transportation system.

Figure 3-2: Planned Special Event Stakeholders



- Law enforcement agencies facilitate event security and traffic control and enforcement.
- Event organizers own the event and/or venue.
- Elected officials serve the community interest.
- Public safety agencies, such as fire and EMS, provide emergency services and advise on emergency access routes to/from the venue.
- Media functions to disseminate traveler information and information on real-time conditions.
- Private industry includes traffic engineering consultants and traffic control contractors.
- Regional organizations include Metropolitan Planning Organizations that may oversee planning and implementation of multi-modal transportation management strategies.
- Government agencies include a government office on planned special events or a participating emergency management agency for major, high-profile events.
- Public represents community residents, businesses, and associated community groups potentially affected by the event.

Decision's Maker's Role in Relation to Stakeholders

Table 3-3 lists the major efforts that should be considered in the decision maker's role in meeting the challenges pertinent to stakeholders.

Table 3-3: Decision Maker's Role in Relation to Stakeholders

- Make sure that your agency assembles all the key stakeholders at the earliest planning stages and continues their involvement in all five phases of managing travel for planned special events.
- Understand the roles and functions of each stakeholder.
- Foster the active involvement of stakeholders on a local and a regional basis.

The decision maker's responsibility to the community relative to the functions of stakeholders groups are presented in Table 3-4.

Table 3-4: Decision Maker's Responsibility to Community

- Need to include the public (community residents, businesses, and associated community groups) in the Stakeholder Groups.
- Need to include elected officials who serve the community interest.

ORGANIZATION AND COORDINATION OF STAKEHOLDERS

A stakeholder team charged with event-specific operations planning may initially organize through coordination among affected/participating transportation agencies, law enforcement, and event organizers. In identifying pertinent jurisdictions, this "event planning team" may consider contacting stakeholders within a certain distance of the event venue. Its roles and responsibilities include:

- Consists of a diverse group of stakeholders;
- Involves mid-level stakeholder representatives;
- Develops event operations planning products, such as an event feasibility study, traffic management plan, and travel demand management initiatives, if necessary; and
- Sets performance goals and objectives.

Elements of Stakeholder Coordination for Planned Special Events

Key actions for achieving broad stakeholder coordination during event operations planning include:

- Develop working trust among stakeholders;
- Establish interagency agreements;
- Identify performance goals and objectives;
- Achieve consensus on team actions; and
- Eliminate jurisdictional barriers and resource and/or funding constraints.

Interagency agreements may identify common goals and responsibilities of partnering agencies. Interagency agreements include a joint operations policy, memorandum of understanding, or mutual-aid



agreement between two or more stakeholders for the purpose of identifying stakeholder duties and responsibilities, team organization and command, resource sharing, and funding reimbursement. Some innovative policies and agreements include:

- Standard street use event routes, including specification of starting and ending points, route, and staging areas for participant assembly and disbanding;
- Toll facility congestion policy for suspending toll collections on turnpikes and other toll facilities during periods of heavy congestion; and
- Towing agreements for securing on-site towing and recovery services prior to, during, and after a planned special event for the purpose of rapidly responding to and removing illegally parked/disabled vehicles affecting venue ingress and egress routes.

Considerations for establishing performance goals and objectives as part of initial stakeholder planning activities include:

- Establish performance objectives specific to different classes of transportation system users (e.g., spectators, non-attendee road users, and transit users);
- Identify impacts to the local residential/commercial area surrounding the event venue;
- Identify measures of effectiveness and acceptable thresholds for traffic flow, safety, and parking operations; and
- Use measures of effectiveness for day-of-event traffic conditions monitoring and post-event evaluation.

Decision Maker's Role in Successful Stakeholder Coordination

The success of stakeholders meeting the goals of managing travel for planned special events depends on three criteria: integration, adaptability, and transferability.

Table 3-5 lists the major efforts that the decision maker should consider in measuring and effecting successful stakeholder coordination.

Table 3-5: Decision Maker's Role in Successful Stakeholder Coordination

- Assure that your agency fosters integration, which refers to achieving stakeholder cooperation and coordination across disciplines and jurisdictional boundaries. Interagency resource sharing represents a product of such stakeholder coordination.
- Emphasize the need for adaptability, which concerns the ability of stakeholders to adapt to new roles and responsibilities unique to managing travel for planned special events. These new roles may involve changes in stakeholder authority compared to roles under other types of planned and unplanned events.
- Establish transferability, which refers to maintaining continuous interagency communication, sharing of expertise to effect interagency training, and exchanging observations and lessons learned relative to stakeholder experiences.

Table 3-6 presents the decision maker's responsibility to the community concerning organization and coordination of stakeholders for the purposes of managing travel for planned special events.

Table 3-6: Decision Maker's Responsibility to Community

- Need to assure that towing agreements include recovery services prior to, during, and after a planned special event to remove illegally parked vehicles affecting venue ingress and egress as well as residential and business parking needs.
- Need to identify and mitigate impacts to the local residential/commercial area surrounding the event venue.
- Need to initiate public outreach activities early in the event operations planning process in order to reveal important issues, such as parking and traffic concerns that local residents and businesses may have.
- Need to use public involvement via meetings with residents, community groups, and local officials to improve community relations and day-of-event operations.
- Need to meet the public's expectations.
- Need to communicate with the traveling public to inform them of traveler's traffic information so they can make decisions on their trips based on current, real-time traffic conditions.

The discussed criteria facilitates good management that, in turn, helps meet the needs of spectators and participants in addition to achieving satisfactory outcomes for each involved stakeholder.

TRAVEL CHOICES

Typical Travel Choices

Common spectator travel choices to/from a planned special event include:

- Personal automobile where associated considerations include route and parking selection;
- Transit options including regular service and express/charter options; and
- Alternative modes including walking or bicycling.

Influencing Travel Choices

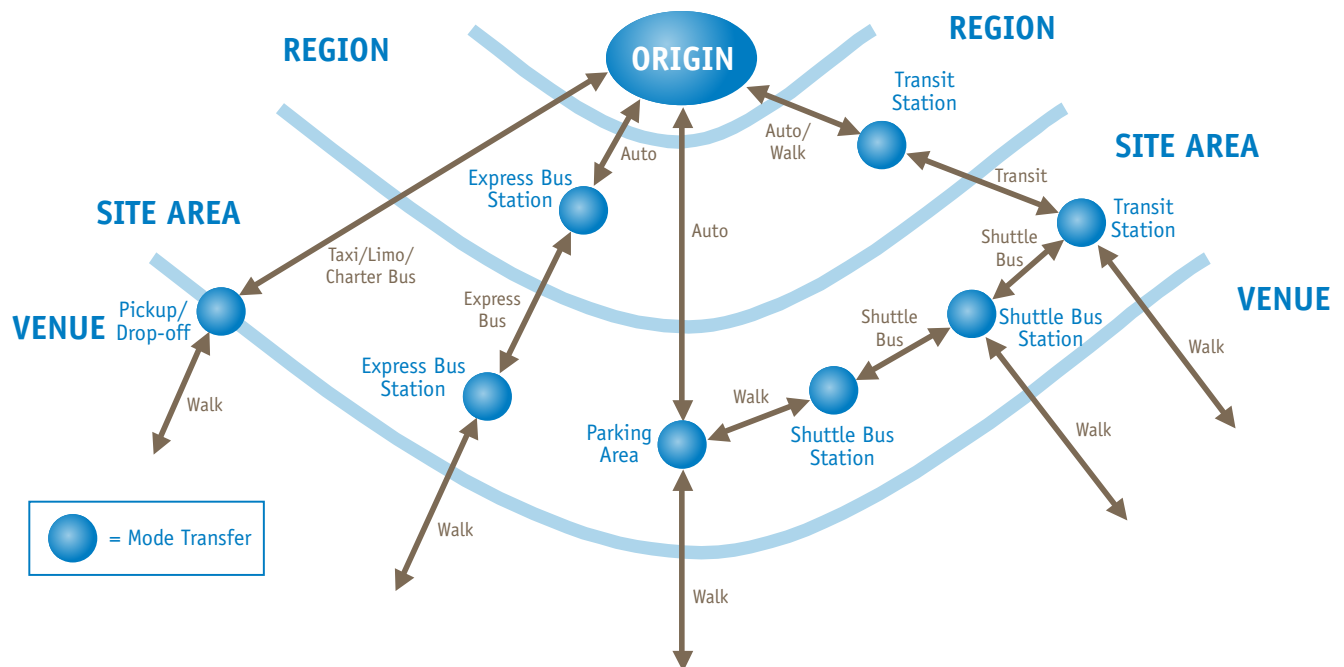
Planned special event practitioners can optimize traffic operations by influencing (via traffic control, signing, and information dissemination) spectator route selection to/from the venue and choice of parking areas. Transit initiatives may reduce event traffic demand and optimize transportation system operations. Certain venue locations, particularly downtown areas, may attract significant walking or bicycle trips. Consider walking trips from nearby hotels or, for weekday events, nearby office buildings.

Figure 3-3 outlines the various activity networks that may serve a planned special event venue. Each activity network describes the inter-modal movements and transfer points from origin to venue destination. Integration of the traffic management plan components involves meeting the service requirements of these activity networks. For example:

- A pedestrian access plan must accommodate pedestrian trips connecting various modes of travel.
- A courtesy shuttle bus operation may service both public transit stations and satellite parking areas within the venue site area.
- Traveler information plans must account for all activity networks.
- Impacts to non-attendee transportation system users occur on the regional level, and activity network components within the site area level impact local residents and businesses near the venue.

For smaller planned special events, the event planning team may target one activity network, such as improving automobile access to designated parking areas or improving public transit usage. For larger events, the team must coordinate and achieve seamless operation among several activity networks.

Figure 3-3: Planned Special Event Activity Networks



Special Travel Considerations

Table 3-7 lists the various groups that either attend or have a direct interest in a planned special event and may require special accommodations. Professional golfers represent an example of event participants who not only require secure transport but maintaining their travel itinerary is of critical importance. Dignitaries may travel using a motorcade, which may represent a planned special event in itself. Roadside street vendor activities during planned special events may impede traffic flow as arriving/departing spectators slow or stop to conduct transactions.

Table 3-7: Groups Requiring Special Accommodations

Group
■ Dignitaries ■ Event participants ■ Media ■ Street vendors

Decision Maker's Role in Travel Choices

Table 3-8 presents the major efforts that should be considered in the decision maker's role in meeting the challenges pertinent to travel choices for planned special events.

Table 3-8: Decision Maker's Role in Travel Choices

- Foster consideration of travel choice alternatives by your staff when the feasibility study reveals capacity problems in the transportation system for a planned special event.
- Use the media as well as the internet to advise of travel choice alternatives and their advantages as well as specific instructions and schedules.

The decision maker's responsibility to the community relative to the planned special events travel choices are listed in Table 3-9.

Table 3-9: Decision Maker's Responsibility to Community

- Need to consider assigning event patrons to a particular route to a particular parking area in case capacity constraints on one of the routes is indicated in the Feasibility Study. Disseminating parking lot assignments and route assignments should be included in the mailing packet with the tickets for major events in order to enhance mobility, minimize congestion, and minimize community impacts.
- Need to consider use of peripheral parking lots with a free shuttle bus operation to and from the event venue where potentially severe roadway capacity limitations and congestion are expected in the vicinity of the venue.

Regional Planning and Coordination

PURPOSE

Purpose of Regional Planning and Coordination

Regional planning and coordination for planned special events involves activities unrelated to a specific event. Stakeholders use regional planning initiatives to complete event operations planning, implementation activities, day-of-event activities, and post-event activities for individual, future planned special events more efficiently and effectively. In turn, post-event activities (e.g., participant evaluation, stakeholder debriefing meeting, evaluation report) performed for specific special events provide valuable input for on-going regional planning and coordination activities. The following points characterize the purpose of regional planning and coordination:

- Mechanism for agencies to coordinate activities and work together;
- Focus on continuously improving travel management for all planned special events in region;
- Formal multi-agency program or initiative;
- Champion and provide resources to pursue activities to improve on current practices; and
- Multi-year program plan prioritizing initiatives to improve current practices program plan prioritizing initiatives to improve current practices.

Regional planning and coordination activities strive to improve travel management for all planned special events in a region. Involved stakeholders typically include mid-to-upper level representatives of transportation agencies and law enforcement, and additional stakeholders include elected officials, community civic and business leaders, regional organizations, and other government agencies.

Two successful examples of enhanced regional planning and coordination efforts include:

- The Anaheim TOC (Transportation Operations Center) was established to manage and coordinate all the planned special events in the region in a more systematic way.

- As a result of stakeholders working successfully together on the Goodwill games in Seattle, Washington, 1990, the camaraderie that resulted led to the development of long-term regional relationships for future planned special events as well as for day-to-day operations.

Decision Maker's Role in Regional Planning and Coordination

Table 4-1 presents the major efforts that should be considered in the decision maker's role in meeting the challenges pertinent to regional planning and coordination.

Table 4-1: Decision Maker's Role in Regional Planning and Coordination

- Coordinate stakeholders serving an oversight role.
- Establish a regional planned special event program.
- Develop interagency agreements and legislation.
- Establish a planned special event permit program.
- Develop event permit regulations and guidelines.
- Evaluate permanent and portable infrastructure needs.
- Foster the use of checklists for event permit regulations and guidelines.

The decision maker's responsibility to the community relative to the planned special events purpose of regional planning and coordination is listed in Table 4-2.

Table 4-2: Decision Maker's Responsibility to Community

- Need to include community interest stakeholders into the regional planning and coordination process.
- Need to ensure that stakeholders review advance planning and operations activities to 1) minimize impacts on community quality of life, and 2) maximize potential social and economic benefits.

REGIONAL INITIATIVES AND ACTIVITIES

Target Focus Areas of Regional Initiatives and Activities

Regional planning and coordination for all planned special events involves a dynamic set of actions initiated in response to specific stakeholder needs that represent a common thread among all future planned special events in the region. The need may not necessarily denote a specific transportation operations deficiency (e.g., known traffic bottleneck location, traffic/pedestrian safety issue). Instead, these actions create new procedures, strategies, resource applications, and infrastructure improvements that stakeholders can take advantage of time and time again in planning and operations activities for specific planned special events. *The benefit of managing travel for all planned special events in a region is not measured by the program's impact on one planned special event but by the cumulative benefit of improving travel management for all future events.* Continual improvement through new actions and refinement of existing initiatives occurs as new evaluation results and stakeholder feedback is obtained.

Table 4-3 presents the collective focus areas of regional initiatives and activities.

Table 4-3: Regional Initiative and Activity Focus Areas

- Regional manuals and interagency agreements
- Regional or consistent agency permit process
- Recommended travel management practices for specific categories of planned special events
- Technical teams formed to champion and carryout specific initiatives
- Assess and report on benefits of regional and event-specific activities

Elements of Regional Manual on Planned Special Events

A regional manual on planned special events travel management integrates regional stakeholder roles and resources in addition to the needs of service providers and the general public into a document, unique to the region, for planned special event planning, operations, and evaluation. It helps facilitate consistent planning and operation for all planned special events in the region. Resulting benefits to stakeholders include: time savings, cost savings, assurance of review and input from all affected stakeholders, and increased efficiency of transportation system operations.

The regional manual on planned special events is similar to, and may reference, a documented planned special event permit process and guidelines for a particular jurisdiction. It may contain planning and operations checklists specific to each participating stakeholder in addition to action plan templates that vary by event category, event severity, and/or venue. It may address any or all of the following topics:

- Categories and impact classification of planned special events in the region;
- Stakeholder duties and responsibilities in planning for and managing travel for planned special events in the region;
- Application of interagency agreements and other policies (e.g., standard street use event routes, emergency access routes, traffic flow routes) to planning and operations;
- Guidelines and regulations on traffic and transportation operations;
- Resource inventory and function;
- Planning schedule and process for developing a traffic management plan and related products;
- Stakeholder contact list and description of potentially available personnel and equipment resources;
- Guidelines for data collection and analysis;
- Guidelines for public outreach initiatives, both for planning and operations purposes;
- Management logistics and protocol for interagency communication; and
- Traffic control plan and implementation plan templates.

Function of a Regional Committee or Technical Team on Planned Special Events

Stakeholder coordination and collaboration represents the basis for facilitating each step necessary to manage travel for planned special events. However, after the planned special event concludes, there exists a need to sustain and nurture the established stakeholder relationships. A transportation committee on planned special events can carry out the iterative process of applying successes and lessons learned from a specific special event to future events in a region in addition to ensuring consistency and completeness in planning for and operating each successive planned special event. Participants may also work independent of the group or within smaller technical teams to

evaluate potential new resource and technology applications (e.g., portable devices) that may improve an agency's performance and capabilities while meeting group objectives.

A planned special events transportation committee may evolve from: (1) a task force or traffic management team that handled a specific major planned special event or all planned special events at a particular venue, (2) a regional transportation committee, such as a traffic incident management committee, or (3) a regional organization or public agency acting as a champion for managing travel for planned special events. A champion will act through the committee to resolve institutional or operations issues affecting planned special event travel management. These individuals typically have the authority and position to mitigate circumstances hampering advance planning activities and/or day-of-event operations. They also promote stakeholder buy-in, thus facilitating committee growth.

Potential duties and responsibilities of a planned special events transportation committee may help to:

- Develop agreements or memorandums of understanding for sharing agency resources or defining agency roles in planning for and/or managing travel on the day-of-event.
- Implement and oversee regional planned special events programs and/or permit programs.
- Create funding mechanisms and influencing transportation improvement programs.
- Develop and coordinate public information campaigns.
- Address technical, operational, and institutional issues.
- Facilitate joint training and simulation exercises.
- Assess existing planning and operations performance and recommending future needs.
- Establish and monitor measures to reduce traffic and parking impacts to neighborhoods.

Purpose and Key Considerations of Planned Special Event Permitting

The purpose of the special event permit is to ensure that any changes, restrictions, or adaptations, resulting from such an event are managed in a safe, prudent, and legal manner in order to protect the health,

safety, welfare, and convenience of the traveling public and citizens of the area.

The development of a formal planned special event permit program marks a key regional planning and coordination initiative to facilitate stakeholder coordination, compliance with community needs and requirements, and efficient event operations planning. Backed by guidelines and regulations specified in municipal ordinances, the program outlines a defined planning framework and schedule for event organizers and participating review agencies to follow. It represents an agreement between participating public agencies (e.g., transportation, law enforcement, public safety, etc.) to ensure, through planning activities or review, that all planned special events meet a set of mutually agreed upon requirements for day-of-event travel management. A municipal permit represents approval, or agreement between a jurisdiction and event organizer, to operate a planned special event, and it includes provisions outside of travel management.

The permitting process can identify many of the basic elements of the special event such as its timing, location and expected number of event patrons. Through a carefully constructed permitting process, transportation and public safety agencies can achieve a better sense of what resources these stakeholders need to handle the event.

The special event permit process serves to scope, schedule, and direct event operations planning activities for proposed events. This reduces unnecessary delay in facilitating stakeholder coordination, developing planning deliverables (e.g., traffic management plan, etc.), reviewing mitigation strategies, and mobilizing personnel and equipment resources required to stage a particular planned special event. Practitioners may expand and contract the process in order to best fit: (1) the area type and involved stakeholders, (2) the special guidelines and regulations unique to a particular jurisdiction, (3) the operations characteristics of a particular event, and (4) the purpose of a particular event, such as community events versus commercial, for-profit events involving event organizers from the private sector.

Some important considerations and applications of planned special event permitting include:

- Permitting proves particularly effective for less frequent continuous events, street use events, and rural events occurring at a temporary venue not having a known spectator capacity. These events place an emphasis on advance planning and public

outreach to mitigate traffic operations deficiencies and community impacts.

- Jurisdictions may not require a permit for special events held at permanent venues, such as stadiums, arenas, and amphitheaters.
- Permitting allows jurisdictions the opportunity to engage the event organizer at the beginning of the event operations phase.
- Public stakeholders can size-up the event operations characteristics of a proposed event in order to schedule adequate personnel and equipment resources to accommodate the event. Resources may include traffic control, security, and maintenance.
- From the event organizer's perspective, a special event permit application and associated regulations outlines a general approach toward successfully managing travel for the event, facilitates coordination with appropriate stakeholders, and gauges resource requirements on the day-of-event.

Decision Maker's Role in Regional Initiatives and Activities

Table 4-4 presents the major efforts that should be considered in the decision maker's role in effecting regional initiatives and activities.

Table 4-4: Decision Maker's Role in Regional Initiatives and Activities

- See that ongoing programs and initiatives are used to address general planned special event needs on a continual basis.
- Foster the establishment at a regional planned special event manual.
- Promote the development of interagency agreements and legislation.
- Be ready to meet with decision makers from other stakeholder agencies to emphasize the need for buy-in from each participating agency.
- Encourage the preparation of a planned special event permit program.
- Ensure that decision criteria and thresholds are used to determine the need to initiate a special event permit process in addition to event permit requirements.
- Foster the use of checklists for event permit regulations and guidelines.
- Support the discussion of control, leadership, and turf issues.

The decision maker's responsibility to the community relative to the regional initiatives and activities are presented in Table 4-5.

Table 4-5: Decision Maker's Responsibility to Community

- Need to establish a regional planned special events program that is an ongoing process designed to address a region's needs for managing special events that leads to the following community benefits:
 - Development of relationships that will extend to other operational areas.
 - Better communication and cooperation that will help in areas such as incident management and construction coordination.

FUNDING MECHANISMS

Importance of Funding

Funding is an important consideration since it is needed to pay for the time of staff assigned to planning and coordination efforts. Without an identified source of funding, the participation of agencies is subject to the availability of financing from the home agencies of those asked to take a role. At times of budgetary restrictions, agencies may not choose to make staff members available for planning and coordination, or they may limit the time or number of staff members who are needed to formulate a plan. This could be especially true for agencies that are outside of the jurisdiction where the event is being held.

In his presentation at the 2nd National Conference on Managing Travel for Planned Special Events, David Kuehn of the FHWA revealed a cost program for Planned Special Events that has three components, each one building on or necessary for the next: personnel, cost management, and cost recovery. He recommended that a decision maker include the actions listed in Table 4-6 to manage costs for planned special events.



Table 4-6: Cost Management Program for Planned Special Events

Financial Management of Costs	
■	Track, understand and communicate the full cost associated with supporting planned special events.
■	Track expenses associated with supporting planned special events at a program level through the budgeting process and at an event level through the use of financial accounting cost centers, personnel time sheets, equipment logs and material purchases.
■	Designate budget line items both for costs and revenues for federal events and non-federal planned special events.
■	Create time codes for major planned special events and classes of other planned special events such as street festivals and road races so the department and its units can designate personnel time, equipment and supplies to special events.
■	Disseminate along with the codes a standard reporting spreadsheet to organizational units that includes instructions or examples of how to calculate personnel rates and equipment costs. – Personnel rates should include regular and overtime and use a standard calculation for “loaded” costs or benefits and overhead. – If possible the spreadsheet should include equipment costs for vehicles by type and materials to ensure that costs among different units can be combined.
■	Report periodically overall costs to the heads of organizational units and department leadership. – Reports should include an assessment of personnel levels during planned special events, the use of overtime and equipment utilization. – Overtime reports should include a comparison of past year’s costs.
Financial Management of Revenues via Cost Recovery	
■	Track revenue associated with supporting planned special events at a program level through the budgeting process and at an event level through the use of financial codes and deposit accounts.
■	Estimate revenue from planned special events.
■	Assure that funds from planned special event organizers return to the Department. – Event charges need to be reconciled with actual revenues through an auditing process.
■	Update accounting codes and cost centers to assure that the fees return to the Department. – In many cases an event organizer makes a single payment to a city or state for fees from multiple agencies. – A Department may need to review the revenue process and develop new accounting codes and cost centers if department fees are being combined with fees from other agencies.
■	Assure that planned special event organizers are paying all fees due under current law. – A potential source of conflict and underpayment is the lack of customer awareness of department fees and services associated with planned special events. Accordingly, the department may wish to improve customer information.
■	Review existing fees. – After determining the actual costs and revenues associated with the planned special events program and with specific planned special events, a department may wish to review the fee structure to ensure it can continue to provide for public safety and mobility at planned special events.
■	Work with other organizational units and other departments to provide consolidated billing information to event organizers.
■	Account for correct costs consistently.
■	Evaluate and adjust costs.

Public agencies recover costs incurred in providing services during the event operations planning phase and resources on the day-of-event through event organizer fees and other funding mechanisms. The City of Los Angeles recognizes that the numerous

planned special events held in their City have a positive impact on their economy. Los Angeles includes a line item in their annual budget for planned special events relative to equipment costs and staffing costs.

Successful Approaches for Cost Recovery

Table 4-7 describes five different approaches used by jurisdictions to obtain cost recovery for staff and equipment rental.

Table 4-7: Planned Special Event Funding Mechanisms

- Event organizer pays a planned special event permit fee.
- Event organizer pays a deposit with permit application submission.
- Public agency sends post-event invoice to the event organizer for resources used.
- Event organizer pays for estimated, required public agency resources before event.
- A charge on each ticket sold is set to recover expenses incurred for providing extraordinary governmental services.
- Event organizer posts a performance bond.

Reasons to Waive Cost Recovery Requirements

The social and economic benefits yielded by planned special events, in addition to the purpose of select events, result in jurisdictions as part of a political decision, periodically waiving cost recovery requirements even for privately sponsored special events. These decisions may be based on providing a public service or considered as a cost of economic development. For instance, Table 4-8 lists criteria that planned special events in Louisville, KY must meet for City provision of free services for event operation and management.

Table 4-8: Louisville, KY Criteria for Providing Free Services for a Special Event

Criteria
■ Ability of the City to provide all or part of requested support services. ■ Extent to which the event is economically, socially, and culturally beneficial to the community. ■ Intended use by the sponsoring organization of any revenue over and above expenditures. ■ Impact of the event (positive or negative) on normal commercial activities. ■ Extent to which the event contributes toward the promotion of tourism.

Source: *Festivals & Events: Policies & Procedures*, City of Louisville, Kentucky

Decision Maker's Role in Funding

Table 4-9 presents the major efforts that should be considered in the decision maker's role in funding.

Table 4-9: Decision Maker's Role in Funding

- Foster the recording of personnel and equipment costs incurred by each participating agency throughout the operation, planning, implementation, day-of-event and post-event phases to determine total costs expended for use in estimating costs and funds needed for future planned special events.
- Examine a number of possible funding mechanisms to recover costs expended.
- Consider the extent and ability of each agency to provide all or part of requested support services.
- Ensure that the key participating agencies negotiate with the event organizer to establish the fair share reimbursement and responsibilities that include permit application fees, mitigation costs, performance bond costs, a charge on each ticket sold, etc.

Table 4-10 presents the decision maker's responsibility to the community concerning funding mechanisms for the purposes of managing travel for planned special events.

Table 4-10: Decision Maker's Responsibility to Community

- Need to assure that the locality can provide the resources of staffing and equipment necessary for managing travel for the planned special event by identifying the source of funding.
- Need to develop and implement a cost program for the locality, City or agency for planned special events that includes personnel, cost management and cost recovery.
- Need to initiate the actions for a cost management program listed in Table 4-6 so that funds the locality, City or agency obtains from cost recovery efforts can return to the Department.

Planning, Implementing, Operating, and Evaluating

EVENT OPERATIONS PLANNING

Event operations planning encompasses advance planning and stakeholder coordination activities conducted for a specific planned special event. Operations planning process steps include: (1) risk assessment and contingency planning, (2) feasibility study preparation, and (3) traffic management plan development.

Risk Assessment and Contingency Planning

Potential scenarios where spectator or non-attendee behavior may cause overcrowded conditions in the vicinity of an event venue and/or create unplanned road closures and traffic impacts include:

- Demonstration or protest at politically or socially controversial events;
- Ticketless event patrons causing overcrowding at major sporting and concert events;
- Fan celebration after team championship victory; and
- Event security.

Event-oriented risks influence security contingencies. For instance, high security events may involve deployment of security checkpoints on approach to the venue. Service time at checkpoints may induce traffic queues.

In contrast to risk assessment, contingency planning addresses the identified potential of an unplanned circumstance(s) posing a significant, negative effect on day-of-event traffic and transportation operations. Types of unplanned events that may require advance contingency planning include security threat, weather, major traffic incident, delayed or cancelled event, absence of traffic management team personnel, and equipment breakdown. Weather circumstances include severe weather outbreak, flooding on roads and in parking areas, and parking during wet weather. Considerations in developing a planned special event traffic management plan that addresses various contingency scenarios include:

- Develop scenario-based traffic management plan;
- Consider and plan for a range of possible unplanned circumstances and severity levels; and
- Determine changes in operation due to unplanned circumstances.

Contingency planning represents event insurance. The availability of contingency plans helps mitigate a potential systematic breakdown of the transportation system during an unexpected event occurring at or near the same time as the planned special event.

Feasibility Study

A feasibility study:

- Gauges impact of the proposed event on traffic and parking operations;
- Assists in the decision to preliminarily approve an event based on predicted impacts; and
- Serves as input to the traffic management plan and development of impact mitigation strategies.

The structure and approach of a planned special event feasibility study resembles a *Traffic Impact Study* required for planned developments. Initially, the study is conducted without roadway improvements or initiatives to reduce travel demand.

The Feasibility Study determines 1) the additional traffic generated by the planned special event, 2) the origins of the event patrons, 3) the specific destinations of the event patrons at the assigned parking lots, 4) the roadways that will be used to travel to and from the event, 5) the capacity of the intersections along the roadways due to the addition of the event generated traffic to the existing traffic volumes, and 6) the mitigating roadway improvements to maintain or enhance the existing levels of service.

The preparation of a Feasibility Study provides the decision maker with the ability to make decisions that can better serve the community, the traveling public and the event patrons.



Traffic Management Plan Components

A planned special event traffic management plan includes operational strategies for managing event-generated and background traffic on the day-of-event within the local (venue site) and regional area impacted. A traffic management plan (1) indicates how traffic, parking, and pedestrian operations will be managed on the day-of-event, (2) coordinates and mitigates transportation impacts, and (3) adapts to traffic demand scenarios, demand management plan, and contingencies. It may be maintained as one interagency plan or a series of coordinated jurisdictional or facility plans. Coordination represents the key as major planned special events may have a widespread effect on transportation system operations, and mitigation efforts involve multiple agencies developing traffic management plans for local streets, arterials, and freeways that span jurisdictions. The challenge to stakeholders involves developing an operational strategy that does not defeat the objectives of another.

Key components of traffic management plan development include:

- Traffic flow route planning;
- Site access and parking planning;
- Pedestrian access planning;
- Traffic control planning;
- Travel demand management (TDM) and transit service planning; and
- Incident management and traveler information planning.

A successful traffic management plan satisfies the customer requirements of all transportation users, and optimizes use of personnel and equipment resources assigned to day-of-event operations. It also provides flexibility and proactive strategies for responding to real-time conditions and events.

Elements included in each of the six components of a traffic management plan are listed in Table 5-1.

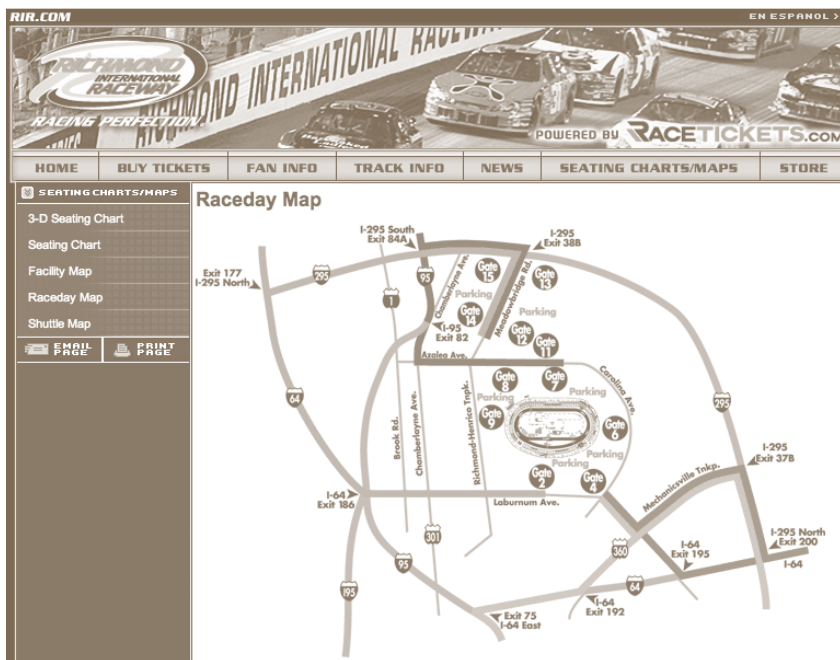
Table 5-1: Traffic Management Plan Components

Traffic Flow Route Planning	Site Access and Parking Planning	Pedestrian Access Planning
■ Freeway/arterial and local traffic flow routes ■ Alternate routes ■ Emergency access routes ■ Background traffic accommodation ■ Transit accommodation	■ Lot assignment ■ Vehicle access and circulation ■ Parking area design and operation ■ Parking occupancy monitoring ■ Parking regulations ■ Traveler information	■ Pedestrian control through routing and crossing ■ Disabled accessibility ■ Shuttle bus service – service design, station design, management, and cost
Traffic Control Planning	Travel Demand Management (TDM) and Transit Service Planning	Incident Management and Traveler Information Planning
■ Freeway traffic control – traveler information and interchange operations ■ Street traffic control – alternative lane operations (e.g., shoulder use, reversible lane operation, contraflow operation), route guidance, and conditions monitoring ■ Intersection traffic control – traffic flow control and traffic signal operations	TDM ■ Use of alternate travel modes ■ Shift in arrival and departure times ■ Increase in vehicle occupancy ■ Diversion of background traffic around impacted area Transit Service ■ Public transit service expansion – additional vehicle hours and/or route modification ■ Express bus service – direct service from park and ride facility and event venue. ■ Charter service – direct (contract) service from outlying areas.	■ Best driving/transit routes from specific origins ■ Venue parking area locations and fees ■ Recommended event ingress and egress routes ■ Up-to-the-minute travel conditions information ■ Estimated travel time by different travel modes ■ Advisories and restrictions

Traffic Flow Route Planning

Traffic flow route planning allows stakeholders to influence and control spectator patterns of ingress and egress in order to improve system operations without affecting emergency services and neighboring residents and businesses. Key planning objectives include ways to (1) modify predicted flow routes to maximize system operating efficiency while meeting public safety agency needs and (2) provide advance information to patrons and participants on best access routes to the event. Predicted flow routes refer to anticipated freeways, arterials, and streets that spectators will likely use to access the event venue (or major parking area) from a certain origin. Modifying routes strive to take advantage of excess capacity on certain facilities, avoid intersecting two or more ingress/egress routes or emergency access routes.

Figure 5-1: Traffic Flow Route Planning Map



source: www.rir.com

Figure 5-1 shows a Traffic Flow Route Planning Map for a planned special event at Richmond International Raceway in Virginia. Motorists are advised to use the exits on the following color coded routes to reach the venue:

- From the north: Use Purple Route
- From the south: Use Orange Route
- From the west: Use Red Route
- From the east: Use Green Route

The website www.rir.com also provides detailed, written directions.

Site Access and Parking Planning

Site access and parking planning involves determining strategies and resource applications that facilitate a three-step process: access, process, and park. Access refers to streets serving a spectator destination or parking area. Process refers to “approving” (e.g., money collection) vehicles for entry into parking areas. Park refers to handling vehicles from the process point to a parking space.

Pedestrian Access Planning

Pedestrian access planning provides for the safe and efficient movement of pedestrians within the immediate area of the venue. Key planning objectives include (1) accommodating pedestrian trips to/from various mode transfer points in the vicinity of the event venue,

(2) minimizing pedestrian/vehicular conflicts, and (3) facilitating rapid dispersion of pedestrian flow after the end of a planned special event. Mode transfer points include parking areas (auto to walking), transit stations (auto to bus or walking to bus), and pick-up/drop-off locations. In order to ensure pedestrian safety, a pedestrian access plan should accommodate pedestrians accessing an event via a network of safe walking routes and minimizes pedestrian/vehicular conflicts. This includes minimizing vehicular turning movements at intersections with heavy pedestrian movements.

Traffic Control Planning

Traffic control planning facilitates traffic flow on recommended flow routes through service-enhancing strategies

that handle forecasted event traffic demand on these routes. Key planning objectives include (1) specifying freeway management strategies to minimize freeway mainline congestion, (2) identifying capacity-enhancing strategies to facilitate throughput on local flow routes, and (3) providing strategies for increasing intersection traffic handling capacity.

Travel Demand Management and Transit Service Planning

Travel demand management strategies aim to maximize the efficiency of the transportation system, thus reducing the volume of traffic on the roadway and

minimizing peak demand rates that contribute to congestion. TDM goals target traveler incentives — time/money savings and comfort.

Modifications to existing transit service for a planned special event represent TDM strategies, and additional ridership can provide substantial additional revenue while relieving traffic congestion in the vicinity of an event venue. Key planning objectives seek to (1) maximize use of available transit capacity, (2) increase ridership during an event, (3) support travel demand management goals, (4) serve the public interest, and (5) ensure operations cost-effectiveness.

Marketing may be used to inform the public of the availability of public transit service to/from a planned special event and convince the public to use the service. Marketing techniques include published guides, information hotlines, advertising, tickets by mail, and special incentives.

Incident Management and Traveler Information Planning

Potential traffic incident management activities that support day-of-event operations include:

- Crash prevention through portable lighting, congestion warning signs, public information safety campaign, and enforcement;
- Use of or increase in service patrols for on-scene incident management and clearance, traffic management plan deployment, and traffic conditions monitoring; and
- Traffic incident quick clearance initiatives for rapid clearance of disabled and illegally parked or abandoned vehicles.

A transportation management center may provide additional support through surveillance, traveler information dissemination, communications and information sharing, traffic control and management, and command post quarters.

Traveler information dissemination helps spectators assess what transportation mode(s), route, and parking area they will be using when traveling to/from the event. Such information also assists in spectators budgeting sufficient travel time in accessing the venue. Traveler information dissemination techniques include media (radio, television, newspaper), Internet,

Table 5-2: Decision Maker's Role in Event Operations Planning

- | | |
|--|---|
| <ul style="list-style-type: none"> ■ Assure that the traffic management team assesses the risk where spectator or non-attendee behavior may cause overcrowded conditions in the vicinity of an event/venue and/or create unplanned road closure and traffic impacts (e.g., demonstrations, fan celebration after team championship victory). ■ Foster the development of contingency plans to address the identified potential of an unplanned circumstance posing a significant, negative effect on day-of-event traffic and transportation operations (e.g., weather, major traffic incident). ■ Make sure that event planning team has the flexibility to modify activities to create a dynamic and more effective planning process tailored to the scope of a specific planned special event. ■ Based on lessons learned from past special events at a particular permanent venue, check to see that the stakeholders consider programming new infrastructure or adopting new policies (e.g., parking restrictions) early in the event operations planning process. ■ Assure that event planning team repeats process steps for individual venue events comprising a regional/multi-venue event. ■ Encourage the event planning team to develop different traffic management plan components concurrently. | <ul style="list-style-type: none"> ■ Make sure that the traffic management team establishes a planning framework and schedule. ■ Assure that past successes and lessons learned are considered. ■ Establish the traffic management team in the earliest planning stages. ■ Foster continued meetings throughout all phases. ■ Assure that the feasibility study is covered in sufficient detail to consider a range of possible impacts and associated mitigation to include variations in traffic generation, directional distribution, and modal choice. ■ Make sure that the Feasibility Study examines the beneficial impacts of establishing a free shuttle bus operation from remote parking lots to the event venue in order to reduce traffic congestion near the event site. ■ Support travel demand management goals. ■ Encourage event patrons to arrive early or leave late (post-event fireworks or concert) in order to reduce peak traffic demands. ■ Make certain that the traffic management plan examines the effects on agency staffing and agency resources. |
|--|---|



changeable message signs, highway advisory radio, telephone information system (511), public information campaign, event/venue guide, and kiosks.

Decision Maker's Role in Event Operations Planning

Table 5-2 presents the major efforts that should be considered in the decision maker's role in Event Operations Planning.

The decision maker's responsibility to the community relative to the planned special events event operations planning is listed in Table 5-3.

Table 5-3: Decision Maker's Responsibility to Community

- Need to identify potential negative impacts on the community, in the Event Operations Planning phase, and mitigate them in the implementation phase to create positive impacts and/or minimal impacts to the community during the Day-of-Event phase.
- Need to include community interest stakeholders into the regional planning and coordination process so that they ensure and review advance planning and operations activities to manage event generated traffic for the purpose of 1) minimizing impacts on community quality of life, and 2) maximizing potential social and economic benefits.

IMPLEMENTATION ACTIVITIES

Implementation activities include traffic management plan deployment as well as testing and training activities. The objective of a good implementation plan is to 1) improve the efficiency of traffic management plan deployment, 2) identify and address unknown and potential problems before the event, and 3) increase traffic management team preparedness. Potential steps comprising implementation activities include:

- Develop an implementation plan;
- Conduct a stakeholder simulation exercise(s);
- Establish interagency communication protocol;
- Test communication equipment compatibility;
- Test equipment resources; and
- Recruit and train volunteers.

Implementation Plan Steps

An implementation plan details the actions required to put a traffic management plan into effect on the day-of-event. The plan (1) defines assignments, roles and responsibilities of traffic management team personnel, (2) describes a scenario-based, operations game plan at the management level, and (3) specifies an interagency communication strategy. Considerations in developing an implementation plan include:

- Develop prior to review and testing exercises;
- Assign right personnel, authority, and responsibility to effect optimal performance;
- Empower team supervisors at every level; and
- Use a quick reference format.

Review and Testing

Review and testing allows the test of written assumptions in the traffic management plan to see what must be changed and how the traffic management plan can be improved. This action (1) identifies potential limitations of the traffic management plan prior to the day-of-event, (2) increases stakeholder familiarity of the roles and capabilities of other team stakeholders, and (3) identifies unknown and potential problems before the event. Review and testing proves particularly useful for major events involving several stakeholders and complex traffic management and security strategies. Activities involved in review and testing include:

- Stakeholder simulation exercises – tabletop exercises held in a meeting room or field exercises held at the venue.
- Equipment testing – communication linkages, changeable message signs, highway advisory radio, closed-circuit television, cellular phones and radio frequencies.

Importance of Interagency Communication

Stakeholders should understand (1) how they can reach other traffic management team members during the day-of-event, (2) which channels they will be found on, and (3) what information should be shared. Considerations in achieving clear, uninterrupted interagency communications on the day-of-event include:

- Equipment – radio channel/frequencies, trunked radio systems, cellular phones;



- Protocol – direct communication between team personnel versus indirect via agency dispatch; and
- Information – using clear language protocols (instead of codes) on a multi-agency frequency.

An additional, underlying consideration concerns communications system function (1) to share information and/or (2) to achieve real-time coordination.

Volunteer Recruitment and Training

The recruitment of temporary staff and volunteers expands traffic management team capabilities and elevates its operational efficiency. In some cases, the amount of personnel required to implement traffic management plan strategies on the day-of-event, coupled with equipment delivery and installation, may exceed the staffing capabilities of agencies and contractors involved in day-of-event operations. As a result, volunteer recruitment and training becomes paramount to the success of day-of-event operations. Key planning objectives include (1) reduce personnel cost, (2) permit public agencies to adequately meet other daily staffing requirements, and (3) provide expanded control over transportation operations and greater convenience to spectators.

Considerations in recruiting and training volunteers include:

- Activities requiring volunteer support;
- Criteria for recruiting and organizing volunteers;
- Rewards for volunteer service;
- Methods of conducting volunteer training; and
- Volunteer training activities.

Decision Maker's Role in Implementation Activities

Table 5-4 presents the major efforts that should be considered in the decision maker's role in Implementation Activities.

Table 5-4: Decision Maker's Role in Implementation Activities

- Assure that the traffic management team develops an Implementation Plan that describes the what, when, and where in terms of personnel and equipment resource deployment.
- Assure that the Implementation Plan defines personnel assignments that indicate the roles and responsibilities of individual traffic management team personnel on the day-of-event.
- See how the traffic management team reacts to unexpected events not accounted for in the Implementation Plan by utilizing review and testing techniques such as a tabletop exercise held in a meeting room or exercises held in the field.
- Assure that interagency communication is established and tested prior to the day-of-event.
- Assure that appropriate training is held for temporary staff and volunteers.
- Encourage the use of Intelligent Transportation Systems solutions such as existing Transportation Management Centers and their associated detectors, Changeable Message Signs (CMS), CCTV (Closed circuit TV) as well portable HAR (highway advisory radio), portable CMS, portable traffic management systems (CCTV, detectors, CMS), and mobile command posts.
- Foster the consideration of latest technologies at the Command Post where 1) wireless and internet connections allow remote access to CCTV, CMS, HAR, and a portable traffic management system, 2) CCTV can be viewed at critical locations, 3) CMS messages can be changed via a laptop computer, and 4) HAR and CMS can be changed via a cell telephone call.
- Foster successful ITS solutions that were used for a planned special event to be incorporated into day-to-day operations for emergencies and unexpected events.



The decision maker's responsibility to the community relative to the implementation activities are presented in Table 5-5.

Table 5-5: Decision Maker's Responsibility to Community

- Assure that the implementation plan defines traffic control points that restrict neighborhood area access to residents and business employees.
- Need to develop signing and alternative route plans that direct customers to businesses and other traffic generators.

DAY-OF-EVENT ACTIVITIES

Day-of-event activities involve the actual implementation and operation of the traffic management plan during the day-of-event. Planned actions and management methods support real-time traffic management and control decisions during the day-of-event and provide key performance evaluation data for future planning. This readies participating staff to expect the unexpected and effect a swift and coordinated response to unplanned events. Key day-of-event activities include:

- Implement a team management process;
- Designate a multi-agency command post;
- Establish protocol for considering and implementing traffic management plan changes;
- Conduct plan evaluation during the day-of-event;
- Perform traffic monitoring on day-of-event; and
- Interact with media.

Responsibilities and Organization of the Traffic Management Team

The traffic management team includes not only many of those stakeholders that have been involved during the event operations planning phase but also those who may participate for the first time on the day-of-event. This includes event support stakeholders (e.g., traffic control contractors) and volunteer personnel. Typical stakeholders comprising an interagency traffic management team includes any combination of (1) traffic operations and transit agencies, (2) law enforcement and other public safety agencies, (3) event organizer and venue operator, (4) transportation consultants, (5) traffic control contractors and parking operators, and (6) emergency management agency. Operations managers (e.g., engineer, lieutenant) and field personnel (e.g., maintenance crews, traffic control officers) from these stakeholders represent the interagency traffic management team.

Traffic management team responsibilities include:

- Manage travel on day-of-event;
- Determine and monitor resource requirements;
- Conduct traffic management plan evaluation and modification based on real-time conditions;
- Perform traffic monitoring activities; and
- Chronicle observed successes/lessons learned.

Stakeholders must adopt a formal management process to establish responsibilities, implement a chain-of-command, and clarify decision-making so to ensure successful traffic management plan deployment. The scope of transportation management activities for a major planned special event may warrant application of the Incident Command System (i.e., Unified Command) for establishing an integrated traffic management team that consists of multi-disciplinary and potentially multi-jurisdictional stakeholders. Unified Command supports traffic management team supervisors make consensus decisions without delay when real-time conditions demand adjustments to the traffic management plan.

Figure 5-2: Traffic Management Team Command Centers

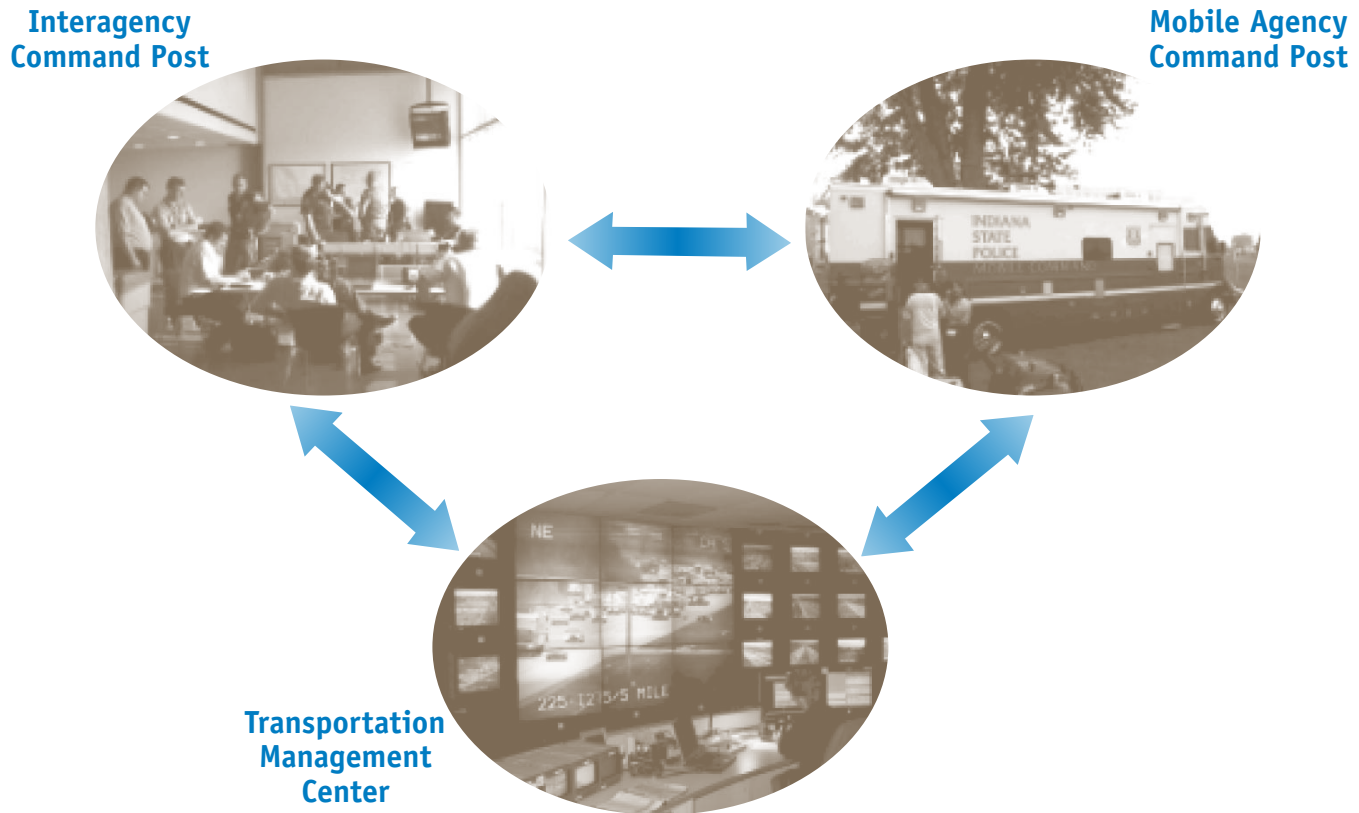


Figure 5-2 shows command post (center) arrangements for traffic management team operations on the day-of-event. Command post options include primary (interagency) and secondary (agency-specific or interagency but applicable to a sub-area of the affected region). A TMC may function as a primary command post, particularly if located very near the event venue. Access to TMC communications resources and other valuable tools (e.g., surveillance and traffic control systems) prove advantageous when using it as a command post. Mobile command posts represent secondary, agency-specific command posts common for larger events for more effective management of field operations and improved span-of-control. Agencies operating a mobile command post likely still staff a ranking official at the interagency command post.

Managing Day-of-Event Operations

A traffic management plan should remain flexible with the ability to modify and enhance it with necessary changes based on real-time traffic conditions. Key traffic management plan evaluation activities on the day-of-event include:

- Establish briefing schedule and location;
- Identify ranking representative of each stakeholder agency participating in the briefings;
- Conduct day-of-event briefing; and
- Achieve consensus on recommended changes.

Briefing meetings may take place at regular intervals during expected lulls in activity during the event day, at the end of each event day for a multi-day event, and/or at the end of a shift change at the command post. Small-scale events or events involving few agencies may not require scheduled briefing meetings. Typical steps comprising an interagency briefing on real-time conditions and management activities on the day-of-event include (1) situation status, (2) objectives and priorities, (3) current organization and resource assignments, (4) communications, (5) concerns and related issues, and (6) recommended changes. Consensus is paramount to ensure affected stakeholders and staff is aware of a plan change and any concerns with the proposed change are satisfactorily addressed.

Considerations for managing day-of-event field operations include: (1) personnel performing different tasks in different areas compared to their normal routine, (2) frequent breaks required in difficult conditions, (3) schedule personnel for ingress, event period, and egress, and (4) response to earlier/later event end. Scheduling issues include type/quantity of skilled personnel, deployment locations, and personnel responsibilities. Events of long duration may necessitate an additional staff shift(s), and certain events may end earlier than expected, thus triggering the need for rapid response and resource mobilization for egress operations. Advance planning eliminates potential confusion in managing field operations.

Traffic Monitoring Needs

Traffic monitoring represents an important day-of-event activity, serving to provide traffic and incident management support in addition to performance evaluation data. Timely deployment of contingency plans developed during the event operations planning phase depends on the accurate collection and communication of real-time traffic data between traffic management team members. Potential uses of day-of-event traffic/conditions monitoring observations and information include:

- Track changes in system operations during event;
- Identify locations with poor performance;
- Note potential causes and required mitigation;
- Deliver information to decision-makers and public;
- Present specific improvements for future events; and
- Provide input to post-event evaluation activities.

Methods for collecting traffic data on the day-of-event include (1) CCTV systems for viewing real-time conditions, (2) in-roadway or over-roadway traffic sensors, (3) vehicle probes for surveillance and travel data, (4) traffic signal and system detectors, (5) parking management systems, and (6) manual methods. Example statistics or measures that can be obtained from traffic monitoring on the day-of-event include congestion delay, travel time, travel speed, change in travel mode, and change in transit ridership.

Decision Maker's Role in Day-of-Event Activities

Table 5-6 presents the major efforts that should be considered in the decision maker's role in Day-of-Event Activities.

Table 5-6: Decision Maker's Role in Day-of-Event Activities

- Consider how you, your agency, and your transportation partners can communicate and cooperate with your region's public safety agencies to ensure quick and effective resolution of incidents during a planned special event.
- Require your staff to read the "Simplified Guide to the Incident Command System for Transportation Professionals" and share the document with your partners.
- Accelerate staff efforts to become familiar with ICS (Incident Command System) language that enhances communications with other public safety/operations agencies that already use ICS terminology.
- Assure that your staff and the traffic management team are ready to "expect the unexpected."
- Make sure that protocol has been established to consider and implement traffic management plan changes based on the occurrence of real-time traffic conditions.
- Assure that a media contact has been established to provide traffic flow conditions and updates on the changes to the traffic management plan.
- Make sure that traffic data is collected on the day-of-event to provide traffic incident management support as well as for post-event evaluation.

Table 5-7 presents the decision maker's responsibility to the community concerning day-of-event activities for the purposes of managing travel for planned special events.

Table 5-7: Decision Maker's Responsibility to Community

- Need to adopt a formal management process to ensure successful traffic management plan deployment and minimal impact to transportation system users (which includes the public).
- Need to monitor the very fluid traffic situations to see how the plan is working and then determine what needs to be adjusted based on real-time traffic conditions.



POST-EVENT ACTIVITIES

Post-event activities cover the evaluation of local and regional operations based on stakeholder debriefings and an analysis of traffic data collected on the day-of-event. The purpose of post event activities is to:

- Compare plan specifications and resource allocations to actual day-of-event operations.
- Evaluate transportation system performance on day(s)-of-event based on stakeholder debriefings, customer feedback, and analysis of traffic and transit data.

The benefits of post-event activities are:

- Identify key successes and lessons learned;
- Provide valuable data for input into future planned special event feasibility studies; and
- Facilitate an iterative process of incorporating evaluation results into planning activities for future planned special events.

Potential steps comprising post-event activities include:

- Review and compile measures of effectiveness;
- Conduct stakeholder debriefing;
- Conduct event patron survey;
- Conduct public survey;
- Conduct a post-event debriefing meeting; and
- Prepare a post-event report.

Table 5-8 presents common internal (stakeholder performance) and external (identifiable by public) measures of effectiveness referenced in describing how well the traffic management plan worked and traffic management team performed.

Table 5-8: Event Management MOE (Measures of Effectiveness)

INTERNAL MOEs	EXTERNAL MOEs
• Time required to deploy and remove strategies • No. of road/lane closures and time/duration • CMS/HAR/511 day-of-event message log • No. of traffic signal timing changes • No. and type of service patrol assists • No. of messages transmitted between personnel	• Volume of traffic on facilities serving event • Travel time and delay on highways and streets • Average vehicle occupancy and modal split • Parking occupancy and arrival/departure rates • No. of traffic incidents and clearance times

Participant Evaluation

Participant evaluation represents the first of three sequential products — followed by post-event debriefing and post-event report — of post-event evaluation. It involves obtaining first-hand observations of transportation system operations on the day(s)-of-event by traffic management team field personnel, event planners, spectators, and the general public. Methods for conducting participant evaluations at the conclusion of a planned special event include stakeholder debriefings, event patron surveys, and public surveys producing travel data and successes and lessons learned.

Post-Event Debriefing

A post-event debriefing involves traffic management team stakeholders interactively reviewing what took place during the day-of-event. The debriefing examines what took place during the day-of-event and serves to compare team activities and operations to what was planned. Common topic areas include planning process, communications, traffic management at and outside venue site, plan revisions during event, traveler information, and perceived successes and lessons learned. Participating stakeholders engage in communicating multiple viewpoints contributing to the identification of what worked well and the determination of areas of improvement for future planned special events.

Post-Event Report

A post-event report represents a reference document — documenting planning products, actual day(s)-of-event operations, and post-event evaluation activities — but may serve as a working document (manual) if it recommends a planning process. The easiest way to organize the report may involve reviewing what took place chronologically. An alternative method involves dividing the report into subject areas, such as traffic management, traveler information, command post

operations, and communications. Considerations in developing and organizing a post-event report include a) copy of original traffic management plan, b) chronology of event and team activities, c) analysis and summary of internal/external MOEs, d) operational cost analysis and funding issues, e) participant evaluation results, and f) list of recommended improvements.

If a planned special event is a repeat event, a comparison to the previous year should be made to determine any significant changes in attendance, traffic volumes, impacts on roadways, congestion, permitting compliance, etc. This information is helpful in planning the next repeat event for the following year.

Decision Maker's Role in Post-Event Activities

Table 5-9 presents the major efforts that should be considered in the decision maker's role in Post-Event Activities.

Table 5-9: Decision Maker's Role in Post-Event Activities

- Require participation in post-event activities so that transportation is incorporated in the planning and implementation of planned special events.
- Make sure that the results of the post-event evaluation are documented and made accessible in order to be beneficial for future planned special events.
- For recurring events, assure that a file is established providing the cumulative benefit of lessons learned to help sharpen the traffic management plan developed for each new occurrence.
- Encourage the application of lessons learned from the evaluation toward proactively improving travel management for all planned special events occurring in a region.
- Encourage the traffic and parking data (arrival rates, number of occupants per vehicle, parking lot occupancies) be summarized so that it can be utilized in feasibility studies for future planned special events.
- Foster the conduct of the evaluation to identify successes, lessons learned, improving future practice, and incorporating practices to mitigate problems encountered.
- Encourage the use of successful approaches from a planned special event to everyday traffic management.

The decision maker should be aware of the benefits to the residents and businesses of the community that can be achieved from the post-event activities as shown in Table 5-10.

Table 5-10: Decision Maker's Responsibility to Community

- Recognize the responsibility to the community by conducting a public survey designed to obtain input on potential impacts of an event on affected residents and businesses located near the event venue and particularly located on local streets serving the venue.
- Reach the public through 1) surveys mailed to residents and businesses in the area affected, 2) solicitations via websites, and 3) comments provided by phone or mail.
- Apply survey results toward event evaluation and improving future practice in order to minimize impacts on nearby residents and businesses.
- Use survey results as key input into planning (e.g., access and parking) for the next similar event or future events at the same venue.

Decision Maker's Vision

The first five chapters of this document, *Executive Summary: Managing Travel for Planned Special Events Handbook*, highlight new and proven institutional and high-level operational techniques and strategies for achieving a coordinated, proactive approach to managing travel for all planned special events in a region in addition to facilitating successful and cost-effective management of specific planned special events.

The document conveys key information to decision makers and other senior level professionals whose agencies, departments, or organizations are involved in the design, planning, preparation, and management of travel for planned special events. These include transportation, planning, transit, law enforcement, and event organizers. The key information is presented to familiarize the decision makers with the concepts and procedures used by their technical staff so that the decision makers can be ready to assure that necessary steps are taken to achieve the successful management of travel for planned special events. Typically, decision makers possess the following backgrounds: (1) little or no knowledge of the concept, importance, and challenges of managing travel for planned special events and (2) working knowledge of the issues and challenges in managing travel for planned special events and seeking institutional-level solutions toward effecting an expanded, efficient, and cost-effective approach to proactive travel management for planned special events.

This technical reference provides a working knowledge of the techniques and strategies that practitioners may use to successfully: (1) plan for and operate a particular planned special event or (2) manage all planned special events in a region. In turn, individual managers and decision makers gain an understanding of the collective tasks facing multidisciplinary and interjurisdictional planned special events that managers and decision makers charged with developing and implementing solutions to acute and system wide impacts on travel during a special event may face. Transportation operations vary during a planned special event and identifying issues and advance planning activities if employed can successfully manage travel for a planned special event.

Table 6-1 indicates the purposes of managing travel for planned special events.

Table 6-1: Purposes for Planned Special Events

Challenges
■ Manage intense travel demand. ■ Mitigate potential capacity constraints. ■ Influence attractiveness of alternative travel choices. ■ Accommodate potential for heavy pedestrian flow and transit vehicles.

Table 6-2 presents the major efforts that should be considered in the decision maker's role in supporting and guiding the agency's technical staff as well as members of the participating agencies to successfully manage travel for planned special events.



Table 6-2: Decision Maker's Role in Managing Travel for Planned Special Events

Function	Decision Maker's Role
Overall Activities	■ Understand what a planned special event is. ■ Realize the major impacts on the transportation system that planned special events can cause. ■ Make sure that your staff realizes the need for a PSE Feasibility Study and traffic management plans, which present policy guidelines, procedures, strategies, and resource applications that assure the successful management of travel for PSE's. ■ Recognize the economic and tourism benefits to the community. ■ Foster your staff's use of the FHWA Handbook "Managing Travel for Planned Special Events" and the "Practical Checklists". ■ Encourage your key employees to attend and participate in the NHI Course "Managing Travel for Planned Special Events".
Planned Special Events Categories	■ Become familiar with each of the five categories and their characteristics. ■ Assure that your agency examines possible scenarios that can accommodate arrivals peaking rather than being spread out throughout the day that could turn a continuous event into a discrete/recurring event. ■ Foster regional coordination and regional interaction to advise of a planned special event and determine if other events are also occurring that results in multiple events as part of a regional/multi-venue event.
Planned Special Events Phases	■ Assure that your staff treats the five phases as an iterative process where the lessons learned from one event is applied to the first phase of the next planned special event. ■ Encourage your staff to refer to sections of the FHWA handbook "Managing Travel for Planned Special Events" and follow the step-by-step guidelines for each phase. ■ Require your staff to utilize the FHWA "Practical Checklists" to assure every step is considered. ■ Incorporate local and specific requirements of your agency to customize the "Practical Checklists" for the needs of your agency.
Achievement of Purposes	■ Foster the achievement of early, constant input and participation of involved agencies. ■ Emphasize the importance of predicting event-generated travel impacts to your staff. ■ Assure that your staff develops an integrated transportation management plan that can accommodate a range of traffic demand and other contingencies. ■ Ensure successful traffic management plan implementation by your staff. ■ Assure that your agency deploys a well-organized traffic management team equipped with the ability to communicate seamless between agencies. ■ Emphasize to your staff the importance of conducting continuous traffic monitoring on the day-of-event and maintaining protocol for modifying the traffic management plan to accommodate real-time conditions. ■ Transfer event management successes into daily applications, and translate lessons learned into future event planning and operations needs.

Function	Decision Maker's Role
Planning Schedule	■ Assure that your staff develops a schedule of activities from time of event proposal to traffic management plan completion. ■ See that your staff sets deadlines for key planning products. ■ Emphasize the need to allow sufficient time for implementation activities and pre-event traveler information dissemination.
Event Impact Issues	■ Be aware of the issues and the ramifications of each event impact factors. ■ Make sure that your staff determines the transportation impacts of the planned special events. ■ Make sure that your staff determines the mitigation measures that must be implemented to accommodate the additional traffic generated by the planned special event. ■ Encourage your agency to develop and maintain a list of available equipment that can be supplied by your agency and other agencies, as well as can be rented or leased from private companies. ■ Emphasize the need to plan for and to expect the unexpected. ■ Recognize that special consideration must be given to managing staff resources for regional/multi-venue events where available staff may have to handle both of the planned special events as well as their day-to-day work responsibilities. ■ Consider actions to 1) acquire help from other agencies for staffing and equipment, 2) use volunteer staff, and 3) rent/lease equipment.
Stakeholders	■ Make sure that your agency assembles all the key stakeholders at the earliest planning stages and continues their involvement in all five phases of managing travel for planned special events. ■ Understand the roles and functions of each stakeholder. ■ Foster the active involvement of stakeholders on a local and a regional basis.
Stakeholder Coordination	■ Assure that your agency fosters integration, which refers to achieving stakeholder cooperation and coordination across disciplines and jurisdictional boundaries. Interagency resource sharing represents a product of such stakeholder coordination. ■ Emphasize the need for adaptability, which concerns the ability of stakeholders to adapt to new roles and responsibilities unique to managing travel for planned special events. These new roles may involve changes in stakeholder authority compared to roles under other types of planned and unplanned events. ■ Establish transferability, which refers to maintaining continuous interagency communication, sharing of expertise to effect interagency training, and exchanging observations and lessons learned relative to stakeholder experiences.
Travel Choices	■ Foster consideration of travel choice alternatives by your staff when the feasibility study reveals capacity problems in the transportation system for a planned special event. ■ Use the media as well as the internet to advise of travel choice alternatives and their advantages as well as specific instructions and schedules.

Function	Decision Maker's Role
Regional Planning and Coordination	■ Coordinate stakeholders serving an oversight role. ■ Establish a regional planned special event program. ■ Develop interagency agreements and legislation. ■ Establish a planned special event permit program. ■ Develop event permit regulations and guidelines. ■ Evaluate permanent and portable infrastructure needs. ■ Foster the use of checklists for event permit regulations and guidelines.
Regional Initiatives and Activities	■ See that ongoing programs and initiatives are used to address general planned special event needs on a continual basis. ■ Foster the establishment at a regional planned special event manual. ■ Promote the development of interagency agreements and legislation. ■ Be ready to meet with decision makers from other stakeholder agencies to emphasize the need for buy-in from each participating agency. ■ Encourage the preparation of a planned special event permit program. ■ Ensure that decision criteria and thresholds are used to determine the need to initiate a special event permit process in addition to event permit requirements. ■ Foster the use of checklists for event permit regulations and guidelines. ■ Support the discussion of control, leadership, and turf issues.
Funding	■ Foster the recording of personnel and equipment costs incurred by each participating agency throughout the operation, planning, implementation, day-of-event and post-event phases to determine total costs expended for use in estimating costs and funds needed for future planned special events. ■ Examine a number of possible funding mechanisms to recover costs expended. ■ Consider the extent and ability of each agency to provide all or part of requested support services. ■ Ensure that the key participating agencies negotiate with the event organizer to establish the fair share reimbursement and responsibilities that include permit application fees, mitigation costs, performance bond costs, a charge on each ticket sold, etc.

Function	Decision Maker's Role
Event Operations Planning	■ Assure that the traffic management team assesses the risk where spectator or non-attendee behavior may cause overcrowded conditions in the vicinity of an event/venue and/or create unplanned road closure and traffic impacts (e.g., demonstrations, fan celebration after team championship victory). ■ Foster the development of contingency plans to address the identified potential of an unplanned circumstance posing a significant, negative effect on day-of-event traffic and transportation operations (e.g., weather, major traffic incident). ■ Make sure that event planning team has the flexibility to modify activities to create a dynamic and more effective planning process tailored to the scope of a specific planned special event. ■ Based on lessons learned from past special events at a particular permanent venue, check to see that the stakeholders consider programming new infrastructure or adopting new policies (e.g., parking restrictions) early in the event operations planning process. ■ Assure that event planning team repeats process steps for individual venue events comprising a regional/multi-venue event. ■ Encourage the event planning team to develop different traffic management plan components concurrently. ■ Make sure that the traffic management team establishes a planning framework and schedule. ■ Assure that past successes and lessons learned are considered. ■ Establish the traffic management team in the earliest planning stages. ■ Foster continued meetings throughout all phases. ■ Assure that the feasibility study is covered in sufficient detail to consider a range of possible impacts and associated mitigation to include variations in traffic generation, directional distribution, and modal choice. ■ Make sure that the Feasibility Study examines the beneficial impacts of establishing a free shuttle bus operation from remote parking lots to the event venue in order to reduce traffic congestion near the event site. ■ Support travel demand management goals. ■ Encourage event patrons to arrive early or leave late (post-event fireworks or concert) in order to reduce peak traffic demands. ■ Make certain that the traffic management plan examines the effects on agency staffing and agency resources.

Function	Decision Maker's Role
Implementation Activities	■ Assure that the traffic management team develops an Implementation Plan that describes the what, when, and where in terms of personnel and equipment resource deployment. ■ Assure that the Implementation Plan defines personnel assignments that indicate the roles and responsibilities of individual traffic management team personnel on the day-of-event. ■ See how the traffic management team reacts to unexpected events not accounted for in the Implementation Plan by utilizing review and testing techniques such as a tabletop exercise held in a meeting room or exercises held in the field. ■ Assure that interagency communication is established and tested prior to the day-of-event. ■ Assure that appropriate training is held for temporary staff and volunteers. ■ Encourage the use of Intelligent Transportation Systems solutions such as existing Transportation Management Centers and their associated detectors, Changeable Message Signs (CMS), CCTV as well portable HAR, portable CMS, portable traffic management systems (CCTV, detectors, CMS), and mobile command posts. ■ Foster the consideration of latest technologies at the Command Post where 1) wireless and internet connections allow remote access to CCTV, CMS, HAR, and a portable traffic management system, 2) CCTV can be viewed at critical locations, 3) CMS messages can be changed via a laptop computer, and 4) HAR and CMS can be changed via a cell telephone call. ■ Foster successful ITS solutions that were used for a planned special event to be incorporated into day-to-day operations for emergencies and unexpected events.

Function	Decision Maker's Role
Day-of-Event Activities	■ Consider how you, your agency, and your transportation partners can communicate and co-operate with your region's public safety agencies to ensure quick and effective resolution of incidents during a planned special event. ■ Require your staff to read the "Simplified Guide to the Incident Command System for Transportation Professionals" and share the document with your partners. ■ Accelerate staff efforts to become familiar with ICS language that enhances communications with other public safety/operations agencies that already use ICS terminology. ■ Assure that your staff and the traffic management team are ready to "expect the unexpected." ■ Make sure that protocol has been established to consider and implement traffic management plan changes based on the occurrence of real-time traffic conditions. ■ Assure that a media contact has been established to provide traffic flow conditions and updates on the changes to the traffic management plan. ■ Make sure that traffic data is collected on the day-of-event to provide traffic incident management support as well as for post-event evaluation.
Post-Event Activities	■ Require participation in post-event activities so that transportation is incorporated in the planning and implementation of planned special events. ■ Make sure that the results of the post-event evaluation are documented and made accessible in order to be beneficial for future planned special events. ■ For recurring events, assure that a file is established providing the cumulative benefit of lessons learned to help sharpen the traffic management plan developed for each new occurrence. ■ Encourage the application of lessons learned from the evaluation toward proactively improving travel management for all planned special events occurring in a region. ■ Encourage the traffic and parking data (arrival rates, number of occupants per vehicle, parking lot occupancies) be summarized so that it can be utilized in feasibility studies for future planned special events. ■ Foster the conduct of the evaluation to identify successes, lessons learned, improving future practice, and incorporating practices to mitigate problems encountered. ■ Encourage the use of successful approaches from a planned special event to everyday traffic management.

Table 6-3 emphasizes the Decision Maker's Responsibility to the Community by presenting aspects that can result in positive impacts to the region, city, locality and local citizens. The decision maker must keep each one of these community aspects in mind as the decision maker's role is completed for each event category and for all phases.

Table 6-3: Decision Maker's Responsibility to the Community

Function	Decision Maker's Responsibility to the Community
Overall Activities	■ Assure that the normal activities of businesses and the day-to-day lives of the residents of the region continue while meeting the expectations of the event patrons. ■ Recognize that potential, major traffic impacts can be identified and mitigated by proper planning and implementation activities that will result in a successful traffic management plan with benefits to the community and region. ■ Select mitigation measures to convert potential negative impacts to positive impacts that are realized by the community. ■ Manage travel for a planned special event so that economic and tourism benefits to the community are realized. ■ Recognize that "showcasing" a successful planned special event could lead to increased future tourism for the community.
Planned Special Events Categories	■ Need to meet with residents and businesses to minimize impacts on adjacent roadways. ■ Need to notify all businesses and residents located near the event or on a traffic flow route of the event dates and times. ■ Need to minimize impacts on access to businesses and residents. ■ Need to consider parking restrictions or issuance of residence parking stickers so that event patrons do not impact residences by parking on residential streets in the vicinity of the venue. ■ Need to apply changes made in the traffic management plan to minimize community impacts for future events. ■ Need to identify ways to minimize community impacts and improve transportation system operations during future events. ■ Need to use public surveys to assess all community impacts and incorporate successful lessons learned to apply to the next event.
Planned Special Events Phases	■ Assure that the five phases are part of an iterative process so that lessons learned and successful approaches from the Post-event phase are incorporated into the Regional Planning and Coordination phase so that impacts to the community are minimized for future events. ■ Need to identify potential negative impacts on the community, in the Event Operations phase, and mitigate them in the Implementation phase to create positive impacts and/or minimal impacts to the community during the Day-of-Event phase.
Achievement of Purposes	■ Recognize that managing the potential, intense travel demand will achieve predictability for the public, businesses, and residents as well as all other transportation users. ■ Realize that safety can be assured to the traveling public and event patrons through more active traffic management and reduced motorist frustration. ■ Gain the input and support of local politicians who can advise of alternatives to minimize quality of life impacts on represented residents and businesses.
Planning Schedule	■ Adhere to all deadlines established so that activities are completed on time while allowing sufficient time to gain the input of the community and to disseminate information to them so they can modify their travel schedules to make sure their daily trips are not adversely impacted.
Event Impact Issues	■ Need to remember that the event impact factors have potential enormous traffic impacts on the community that can be addressed and mitigated in the preparation of a Feasibility Study.

Function	Decision Maker's Responsibility to the Community
Stakeholders	■ Need to include the public (community residents, businesses, and associated community groups) in the Stakeholder Groups. ■ Need to include elected officials who serve the community interest.
Stakeholder Coordination	■ Need to assure that towing agreements include recovery services prior to, during, and after a planned special event to remove illegally parked vehicles affecting venue ingress and egress as well as residential and business parking needs. ■ Need to identify and mitigate impacts to the local residential/commercial area surrounding the event venue. ■ Need to initiate public outreach activities early in the event operations planning process in order to reveal important issues, such as parking and traffic concerns that local residents and businesses may have. ■ Need to use public involvement via meetings with residents, community groups, and local officials to improve community relations and day-of-event operations. ■ Need to meet the public's expectations. ■ Need to communicate with the traveling public to inform them of traveler's traffic information so they can make decisions on their trips based on current, real-time traffic conditions.
Travel Choices	■ Need to consider assigning event patrons to a particular route to a particular parking area in case capacity constraints on one of the routes is indicated in the Feasibility Study. Disseminating parking lot assignments and route assignments should be included in the mailing packet with the tickets for major events in order to enhance mobility, minimize congestion, and minimize community impacts. ■ Need to consider use of peripheral parking lots with a free shuttle bus operation to and from the event venue where potentially severe roadway capacity limitations and congestion are expected in the vicinity of the venue.
Regional Planning and Coordination	■ Need to include community interest stakeholders into the regional planning and coordination process. ■ Need to ensure that stakeholders review advance planning and operations activities to 1) minimize impacts on community quality of life, and 2) maximize potential social and economic benefits.
Regional Initiatives and Activities	■ Need to establish a regional planned special events program that is an ongoing process designed to address a region's needs for managing special events that leads to the following community benefits: – Development of relationships that will extend to other operational areas. – Better communication and cooperation that will help in areas such as incident management and construction coordination.
Funding	■ Need to assure that the locality can provide the resources of staffing and equipment necessary for managing travel for the planned special event by identifying the source of funding. ■ Need to develop and implement a cost program for the locality, City or agency for planned special events that includes personnel, cost management and cost recovery. ■ Need to initiate the actions for a cost management program listed in Table 4-6 so that funds the locality, City or agency obtains from cost recovery efforts can return to the Department.

Function	Decision Maker's Responsibility to the Community
Event Operations Planning	■ Need to identify potential negative impacts on the community, in the Event Operations Planning phase, and mitigate them in the implementation phase to create positive impacts and/or minimal impacts to the community during the Day-of-Event phase. ■ Need to include community interest stakeholders into the regional planning and coordination process so that they ensure and review advance planning and operations activities to manage event generated traffic for the purpose of 1) minimizing impacts on community quality of life, and 2) maximizing potential social and economic benefits.
Implementation Activities	■ Assure that the implementation plan defines traffic control points that restrict neighborhood area access to residents and business employees. ■ Need to develop signing and alternative route plans that direct customers to businesses and other traffic generators.
Day-of-Event Activities	■ Need to adopt a formal management process to ensure successful traffic management plan deployment and minimal impact to transportation system users (which includes the public). ■ Need to monitor the very fluid traffic situations to see how the plan is working and then determine what needs to be adjusted based on real-time traffic conditions.
Post-Event Activities	■ Recognize the responsibility to the community by conducting a public survey designed to obtain input on potential impacts of an event on affected residents and businesses located near the event venue and particularly located on local streets serving the venue. ■ Reach the public through 1) surveys mailed to residents and businesses in the area affected, 2) solicitations via websites, and 3) comments provided by phone or mail. ■ Apply survey results toward event evaluation and improving future practice in order to minimize impacts on nearby residents and businesses. ■ Use survey results as key input into planning (e.g., access and parking) for the next similar event or future events at the same venue.



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