OREGON DEPARTMENT OF TRANSPORTATION
REGION 4 TRAFFIC

Project-Level Traffic Management Plan

I-84: Swanson Canyon – Arlington Sec.

Hwy 002: MP 125.50 – MP 137.78

Key No. 20274

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EXECUTIVE SUMMARY

The Columbia River Highway (I-84) is a critical part of the State's transportation system and functions as a major interstate route connecting Oregon with the eastern United States for the supply of goods and services to, from, and across Oregon. Additionally, it is an important highway for surrounding communities, recreational traffic, long distance travels and freight route to support economic activities in Oregon and neighboring states. Keeping the highways in good condition and creating a safe and efficient transportation system that supports livability and economic viability are critical goals of the Oregon Department of Transportation.

The purpose of the ***I-84: Swanson Canyon – Arlington Sec*** project is to repave 12.3 miles of the highway from approximately 0.5 miles west of Swanson Canyon (MP 125.50) to the west side of the Arlington Viaduct (MP 137.78). The existing pavement has reached its design life and has deteriorated with moderate rutting and deformation in the B-lanes, as well as fatigue cracking in the A-lanes which decreases safety and increases costs associated with operational issues. Other project elements include replacing guardrail to meet current standards, repairing a damaged section of culvert at MP 136.23, paving ramps/connections and the Arlington Viewpoint parking lot, and the installation of rumble strips, high performance markings and recessed pavement markers (where applicable) as low cost safety measures.

Construction activities are expected to consist of reducing the travel lanes to a single eastbound and single westbound lane allowing the Contractor to work on one roadway alignment (eastbound or westbound) at a time, which would separate traffic from the work area with concrete barrier or a vegetated median; improving safety of the work area, increasing efficiency of construction and potentially shortening the project duration. Based on the analysis, Region 4 Traffic recommends allowing the reduction of traffic to single lane eastbound and single lane westbound anytime during the week in both directions. However, Region 4 Traffic recommends scheduling work on each roadway alignment (eastbound or westbound) to occur before and after the Memorial Day weekend leaving I-84 unrestricted during this holiday period.

Due to public perception and in order to minimize impacts to traffic, Region 4 Traffic recommends that ramp paving closures at the Arlington Interchange only be allowed Friday night through Sunday morning, between the hours of 10:00 pm and 5:00 am (nighttime hours). The ramps will also be temporarily closed when paving the outside (slow) lanes on I-84 mainline as the paver passes across the ramps. During nighttime ramp paving, traffic trying to utilize the ramp will be detoured along I-84 to the next interchange and will be re-routed back to the Arlington Interchange. Estimated detour length would be approximately 20 miles to the Heppner Highway Interchange (Exit 147) and then back (10 miles each way).

The Blalock Interchange (Exit 129) and Woelpern Interchange (Exit 131) are anticipated to be closed during the crossover work and for ramp paving. When the ramps are closed, traffic trying to access these locations would be detoured using I-84 to the next interchange and returning resulting in approximately a 12-18 mile detour. The Arlington Viewpoint parking lot is anticipated to be closed during the crossover work on the westbound roadway alignment and paving.

The primary construction staging is anticipated to move traffic over to one side of the freeway allowing one lane eastbound and one lane westbound on I-84. During construction stages one and two, the horizontal clearance must be limited to 18.5 feet between the edge of pavement/guardrail/concrete barrier and the temporary traffic control device (anticipated as a soft barrier). At the crossover take-off points, 19' of horizontal clearance is proposed between rigid barriers to reduce potential conflicts where traffic is transitioned. Single Trip Permits requiring greater horizontal clearance would be evaluated on a case by case determination.

The horizontal clearance during stage three will be limited to 22 feet (one lane, one-way traffic) between guardrail and temporary traffic control device (not a restriction). Stage four will require single lane closures with a minimum of 14.5' horizontal clearance to complete paving at the ends of the project where the crossover returns. This stage will be limited to Sunday night through Friday morning between 7pm and 7am (nighttime work) with soft barrier (plastic drums and tubular markers).

The contractor will be required to notify *ODOT Motor Carrier Transportation Division* at least 35 days prior to any restriction (width, height, length, weight) taking place. The notification should be submitted online through the "Highway Restriction Notice-Size and/or Weight" form (Form No. 734-2357) that is available from the *ODOT Motor Carrier Transportation* web site.

1 INTRODUCTION

1.1 TMP Goals

The purpose of this Project Level Traffic Management Plan (TMP) is to address construction related traffic impacts for the ***I-84: Swanson Canyon – Arlington Sec*** project. The report will focus on traffic volume data analysis, construction staging, work zone lane restrictions, and traffic management and operation strategies.

This document will provide the details behind the development of the project's Traffic Control Plan (TCP) and other measures that will be put in place for construction to minimize disruptions to motorists, bicyclists, the freight industry and communities without compromising public or worker safety, or the quality of the work being performed.

The TMP will incorporate the following elements to accomplish the purpose:

- Project Area Characteristics
- Work Zone Traffic Data Analysis
- Factors Impacting Traffic and Construction Staging
- Potential Mobility Issues
- Construction Staging and Traffic Control
- Work Zone Lane Restrictions
- Traffic Management and Operations Strategies
- Incident Management Plan
- Mobility Communication Plan

1.2 Project Purpose and Need, Goals and Objectives

The Columbia River Highway (I-84) is a critical part of the State's transportation system and functions as a major interstate route connecting Oregon with the eastern United States for the supply of goods and services to, from, and across Oregon. Additionally, it is an important highway for surrounding communities, recreational traffic, long distance travels and freight route to support economic activities in Oregon and neighboring states. Keeping the highways in good condition and creating a safe and efficient transportation system that supports livability and economic viability are critical goals of the Oregon Department of Transportation.

The purpose of the ***I-84: Swanson Canyon – Arlington Sec*** project is to repave 12.3 miles of the highway from approximately 0.5 miles west of Swanson Canyon (MP 125.50) to the west side of the Arlington Viaduct (MP 137.78). The existing pavement has reached its design life and has deteriorated with moderate rutting and deformation in the B-lanes, as well as fatigue cracking in the A-lanes which decreases safety and increases costs associated with operational issues. Other project elements include replacing guardrail to meet current standards, repairing a damaged section of culvert at MP 136.23, paving ramps/connections and the Arlington Viewpoint parking lot, and the installation of rumble strips, high performance markings and recessed pavement markers (where applicable) as low cost safety measures.

2 PROJECT AREA CHARACTERISTICS

2.1 Study Area Boundaries

The project limits extend on I-84 from 0.5 miles west of Swanson Canyon (MP 125.50) to the west side of the Arlington Viaduct (MP 137.78). A vicinity map indicating the analysis boundaries has been provided in Figure 1.

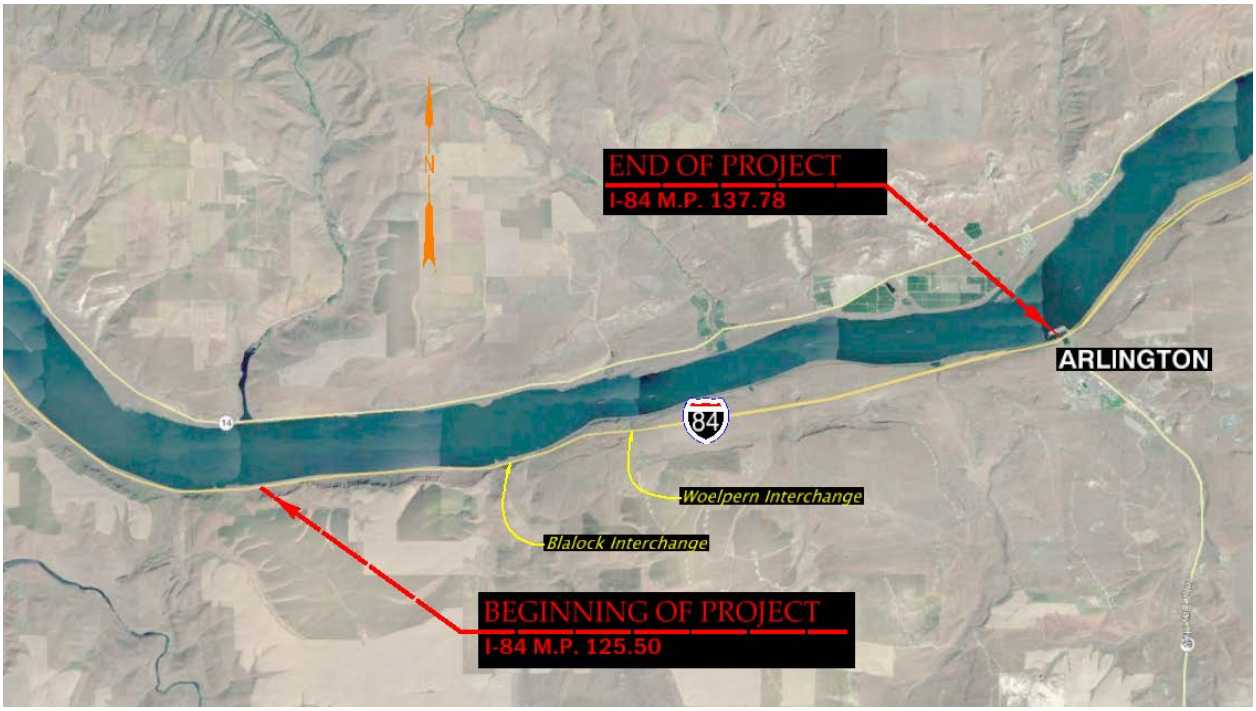

Figure 1 - Vicinity Map

2.2 Transportation Facility, Existing Conditions

According to the *1999 Oregon Highway Plan* (OHP), the project section of I-84 is classified as an Interstate Highway, a Reduction Review Route, a designated OHP Freight Route, and a Federally Designated Truck Route on the National Highway System. I-84 is also classified as a Rural Interstate according to the 2017 ODOT Functional Classification and National Highway System Status. The project section of I-84 follows an "Interstate Non-Urbanized" trend characterized by peak traffic volumes in the summer months, with July and August being the peak months (Analysis Procedure Manual Version 2 & ODOT Summary of Traffic Trends at Automatic Traffic Recorder Stations).

Within the project limits, I-84 is a divided four-lane, two-way highway with occasional on/off ramp accesses and paved shoulders. The highway is either divided with the use of a rigid concrete median barrier or a vegetation type median. Typical I-84 existing horizontal widths are summarized below in Table 1. In addition, there is the Blalock Interchange (Exit 129), Woelpern Interchange (Exit 131), the western on and off ramps for the Arlington Interchange (Exit 137), and the Arlington Viewpoint within the scope of the project.

I-84 Typical Lane Widths								
EB Right Shoulder	**EB Lane 1**	**EB Lane 2**	**EB Left Shoulder**	**Median**	**WB Left Shoulder**	**WB Lane 1**	**WB Lane 2**	**WB Right Shoulder**
10’	12’	12’	3-4’	Concrete Barrier or Vegetation	3-4’	12’	12’	10’

Table 1 - Typical Lane Width Summary

2.3 Traffic Volumes and Truck Percentage

The 2015 Average Annual Daily Traffic (AADT) along the project section of highway is 11,900 vehicles per day, with trucks accounting for 25.0-34.3% of the AADT (2015 OTMS Traffic Volumes and Vehicle Classification).

2.4 Posted Speed

The posted speed throughout the project section of I-84 is 70mph.

3 WORK ZONE TRAFFIC ANALYSIS FINDINGS

3.1 Multilane Work Zone Analysis

The analysis was conducted using traffic volumes from the Rufus Automatic Traffic Recorder (ATR 28-002) located at MP 109.51 on I-84. Using the 2015 OTMS Traffic Volumes and Vehicle Classification system, AADT volumes from various locations throughout the project limits were gathered and compared to the Rufus ATR’s AADT. Results from the comparison found that the maximum AADT within the project segment was slightly lower than at the ATR; therefore, an AADT adjustment factor of 0.98 was applied to the ATR data. Based on monthly data from the ATR Summary, the peak traffic volumes (non-holiday) on this route were found to typically occur in July. Therefore, ATR data from July 2017 was utilized for analyzing the peak summer period.

ATR volumes were further adjusted to the 2019 construction year assuming an annual growth rate of 6.92% (based on 2014-2015 Rufus ATR 28-002 annual history) and converted to Passenger Car Equivalent (PCE) values assuming a PCE factor of 1.5 and an average truck percentage of 34.3% (2015 OTMS Traffic Volumes and Vehicle Classification). Using ODOT work zone traffic analysis methodologies, the average delays anticipated during reduction of travel lanes to a single eastbound and single westbound lane were estimated in order to identify typical traffic patterns throughout the week and ultimately determine the appropriate work zone restrictions for the project.

Given the anticipated traffic volumes on the project section of I-84, the results of the analysis indicates that reducing traffic to single lane eastbound and single lane westbound can be allowed anytime during the week in the eastbound direction. The westbound direction showed the lane reduction can be allowed anytime during the week, except for a few hours on Sunday which indicated average delays over the corridor threshold

of up to 13 minutes (delay threshold for I-84, segment 3-D is 7 minutes). This anticipated average delay would still be less than the ODOT standard maximum delay threshold of 20 minutes and is not exceeding double the corridor delay threshold of 14 minutes.

By allowing the single lane reduction for both directions at the same time (crossover), this would allow the Contractor to work on one roadway alignment (eastbound or westbound) at a time, which would improve protection for the work area, increasing efficiency of construction and potentially shortening the project duration. Given the average delay would only approach the corridor threshold for a few hours on Sundays, it is still within reasonable delay thresholds and the benefits of separating the work zone from the traveling public, the project development team and Region 4 Traffic is recommending allowing the reduction of traffic to single lane eastbound and single lane westbound anytime during the week in both directions.

3.2 Holiday Specific Multilane Work Zone Analysis

A holiday specific analysis was conducted using May 2017 data from the Rufus ATR 28-002 and utilizing the same adjustment factors as the above multilane work zone analysis in order to determine the potential impacts on traffic during the Memorial Day holiday. The result of the holiday specific analysis indicates that the reduction of travel lanes to a single eastbound lane and single westbound lane not be allowed. Therefore, the project development team and Region 4 Traffic recommends scheduling and staging work on each roadway alignment (eastbound or westbound) to occur before and after Memorial Day weekend leaving I-84 unrestricted during this holiday period. Interim completion dates and lane restriction language can be used to require having two lanes of traffic in both directions (eastbound and westbound) during the holiday weekend.

4 FACTORS IMPACTING TRAFFIC AND CONSTRUCTION STAGING

The project is scheduled for construction from March to September 2019. The following is an overview of the factors that have potential impacts on traffic and construction staging.

4.1 Proposed Impacts to Traffic Flow

The proposed impacts to traffic flow include reduction of available travel lanes to a single lane in both the westbound and eastbound directions with subsequent delays, Blalock/Woelpern/Arlington Interchange ramp closures, Arlington Viewpoint closure, a reduction in horizontal roadway clearances, and a reduction in passing opportunities during construction activities.

4.2 Existing Restrictions

Corridor-Level Traffic Management Plans (TMPs) are established for routes in Oregon where delays and access issues may result in significant negative mobility and economic impacts to motorists, the freight industry, individual businesses and communities. The project section of I-84 has been identified in a Corridor-Level TMP (segment 3-D) and has an established average delay threshold of 7 minutes.

4.3 Projects Identified for Potential Coordination Needs

The project section of I-84 has been identified as a "high priority section" in the *Closing Medians on the Interstate and Non-Interstate Freeways* Tech Bulletin (RD15-04). Region 5 is leading the ***I-84: Median Barrier Safety Improvement*** (K19785) project, which is scoped to be improving the section of I-84 that currently has a wide vegetation median spanning from approximately MP 131.5 to MP 137.0 by installing cable barrier. This work is anticipated to occur during the same construction season as the ***I-84: Swanson Canyon – Arlington Sec*** project; therefore, work on both projects will need to be coordinated in an effort to keep the I-84 corridor average delays to a minimum.

The ***I-84: Traffic Barrier Upgrades*** project (K19928) will be upgrading barrier and guardrails that do not meet current Federal Highway Administration (FHWA) mandated criteria, along with upgrading bridge railing and overpass screening at various locations along I-84 in Region 4. The Traffic Barrier Upgrades project construction staging is expected to consist of single lane closures with 19ft horizontal clearances (soft barriers) anytime within the area of the ***I-84: Swanson Canyon – Arlington Sec*** project for upgrading barrier and guardrails. In addition, the 19ft single lane closures of I-84 mainline are anticipated to entail a two-week staging period for the bridge protective rail screening work at the Quinton Canyon/Phillipi Bridge #08944 (MP123.31) and Heppner Hwy Bridge #09198 (MP147.36). Wide loads may be accommodated on a case by case basis; but may require additional coordination with Contractor. Consideration and coordination efforts should be made to reduce impacts and delays as a result of both projects being performed along I-84 during the 2019 construction season.

4.4 Alternate/Detour Routes

With the exception of nighttime ramp paving (short duration), the ramps at the Arlington Interchange (Exit 137) will remain open for the duration of the project. The ramps will also be temporarily closed when paving the outside (slow) lanes on I-84 mainline as the paver passes across the ramps. During nighttime ramp paving, traffic trying to utilize the ramp will be detoured along I-84 to the next interchange and will be re-routed back to the Arlington Interchange. Estimated detour length would be approximately 20 miles to the Heppner Highway Interchange (Exit 147) and then back (10 miles each way).

The Blalock Interchange (Exit 129) and Woelpern Interchange (Exit 131) are anticipated to be closed during the crossover work and for ramp paving. When the ramps are closed, traffic trying to access these locations would be detoured using I-84 to the next interchange and returning. Eastbound *exit* ramps and westbound *entrance* ramps would detour to Arlington (Exit 137) and then return for an estimated detour length of approximately 12-18 miles. The eastbound *entrance* ramp and westbound *exit* ramps would detour to Philippi Canyon Interchange (Exit 123) and then return for an estimated detour length of approximately 12-18 miles.

4.5 Holidays and Special Events

Holidays and seasonal events may impact traffic in the project area. The major holidays are included as standard restrictions in the *2018 Oregon Standard Specifications for Construction* section 00220.40(e-2a) which includes applicable provisions for lane restrictions. Local and seasonal events requiring unique lane restrictions will be identified (if applicable) in the project special provisions section 00220.40(e-2b).

The following special events have been identified and should be listed as additional items in the 00220.40(e-2b) special provision section:

- None identified at this time.

5 POTENTIAL MOBILITY ISSUES

5.1 Traffic Mobility During Construction

I-84 is used by recreational traffic, local traffic, and freight traffic for local and long haul trips. Special consideration for all traffic and freight accessibility through the project area is necessary.

5.2 Consideration of Over-Sized Vehicles

I-84 is part of the National Highway System and is classified as a federally designated Freight Route and Truck Route (1999 OHP). The Freight Mobility Map identifies I-84 as an "Orange Route," indicating that the route is generally unrestricted for oversized/overweight freights and is one of the most heavily used truck routes in the state. The route is a 14' Wide Annual Route (allowed to travel during daylight hours) and sees extensive use for loads greater than 14' wide by use of a *Single Trip Permit*. At night, this route allows annual permits up to 12' wide to travel. Nighttime is defined as ½ hour after sunset until ½ hour before sunrise.

The primary construction staging is anticipated to move traffic over to one side of the freeway allowing one lane eastbound and one lane westbound on I-84. During construction stages one and two, the horizontal clearance must be limited to 18.5 feet between the edge of pavement/guardrail/concrete barrier and the temporary traffic control device (anticipated as a soft barrier). At the crossover take-off points, 19' of horizontal clearance is proposed between rigid barriers to reduce potential conflicts where traffic is transitioned. Single Trip Permits requiring greater horizontal clearance would be evaluated on a case by case determination.

The horizontal clearance during stage three will be limited to 22 feet (one lane, one-way traffic) between guardrail and temporary traffic control device (not a restriction). Stage four will require single lane closures with a minimum of 14.5' horizontal clearance to complete paving at the ends of the project where the crossover returns. This stage will be limited to Sunday night through Friday morning between 7pm and 7am (nighttime work) with soft barrier (plastic drums and tubular markers).

A written notification using the on-line electronic restriction notice Form 734-2357 must be submitted to the MCTD Freight Mobility Coordinator when a project restricts the width, length, height, or weight of vehicles through a work zone or detours trucks around a work zone.

For horizontal width, MCTD requires notification when reducing the horizontal clearance on a National Highway System route to less than the clearances listed below:

- Less than 28 feet for two lanes of one-way traffic (single lane in each direction)
- Less than 22 feet for one lane of one-way traffic

Horizontal clearance is measured across the road from any fixed object to the face of a guardrail, barrier or other fixed object.

6 CONSTRUCTION STAGING AND WORK ZONE TRAFFIC CONTROL

Lane closures and temporary traffic control will be implemented according to the *2018 Oregon Standard Specifications for Construction*, sections 00220 and 00225 of the Project Special Provisions and the ODOT TM800 series Standard Drawings.

Construction is anticipated to consist of reducing the number of travel lanes to a single eastbound and single westbound lane and using temporary crossovers to construct the project in four primary stages. The first stage would place the eastbound traffic lane in the westbound fast lane in order to complete the work on the existing eastbound alignment. The second stage would place the westbound traffic lane in the eastbound fast lane in order to complete the work on the existing westbound alignment, and include closure/paving of the Arlington Viewpoint parking lot. The crossover take-off areas would be separated by temporary concrete barrier. The two opposing lanes would then be separated by temporary striping with surface mounted tubular markers. The third stage would place traffic in the outside lanes (eastbound traffic in the eastbound outside lane and vice versa) while paving the median and placement of the median barrier occurs. The fourth stage will require single lane closures to complete paving at the ends of the project where the crossover returns and would be limited to Sunday night through Friday morning between 7pm and 7am (nighttime work) with soft barrier (plastic drums and tubular markers).

Bicycle and Pedestrian volumes are anticipated to be low due to the rural location of the project, however will still need to be accommodated in accordance with the *2018 Standard Specification* section 00220.02(b). If Pedestrians and Bicyclists are traveling this section of I-84, they are currently utilizing the paved shoulder. The *Temporary Pedestrian Accessible Route Plan* (TPAR) would consist of the following:

- Stage I (EB to WB Fast Lane): Temporary striping of a 5’ lane on the westbound roadway alignment for pedestrians and bicyclists. The Contractor suspending work on the eastbound alignment and making the pathway passable in accommodating pedestrians and bicyclists, or use construction staff to guide them through the work area.
- Stage II (WB to EB Fast Lane): Temporary striping of a 5’ lane on the eastbound roadway alignment for pedestrians and bicyclists. The Contractor suspending work on the westbound alignment and making

the pathway passable in accommodating pedestrians and bicyclists, or use construction staff to guide them through the work area.

- Stage III (median work): The existing right shoulder is available for pedestrians and bicyclists.
- Stage IV (Single Lane Closure): The Contractor to provide a means of pedestrian access through the work area by suspending work and making the pathway passable, or use construction staff to guide the pedestrian through or around the work area. Bicyclists would be accommodated similar to pedestrians.

7 WORK ZONE LANE RESTRICTIONS

Based on the analysis completed, Region 4 Traffic recommends allowing the reduction of traffic to single lane eastbound and single lane westbound (temporary crossover) anytime during the week. However, Region 4 Traffic recommends requiring the contractor to schedule work on each roadway alignment (eastbound or westbound) to occur before and after the Memorial Day weekend leaving I-84 unrestricted during the holiday period (two lanes of traffic in both directions). The temporary crossover would be allowed for two periods not to exceed 4 weeks duration during mainline paving operations and only be permitted during the following periods of time:

- March 1, 2019 through May 23, 2019
- May 28, 2019 through June 30, 2019

Open all traffic lanes for a minimum of 2-weeks between temporary crossover stages. One or more traffic lanes may be closed on I-84 as directed below:

- When lane width is less than 19': work allowed nightly, Sunday night through Friday morning between the hours of 7pm and 7am.
- When lane width is equal to or greater than 19': work allowed daily anytime.

Ramp paving closures at the Arlington Interchange allowed Friday night through Sunday morning, between the hours of 10:00 pm and 5:00 am (nighttime hours).

The Blalock Interchange (Exit 129) and Woelpern Interchange (Exit 131) are anticipated to have ramp closures based upon which direction the temporary crossover work and ramp paving is occurring with the other direction open for access.

The Arlington Viewpoint parking lot is anticipated to be closed during the crossover work on the westbound roadway alignment and paving.

8 TRAFFIC MANAGEMENT AND OPERATIONS

In order to minimize construction impacts to the traffic flow on I-84 and promote work zone safety, the following traffic management and operation strategies should be considered to support the construction activities of the project.

8.1 Public Information and Outreach

Public information and outreach is beneficial for maintaining public support for projects as well as encouraging changes in travel behavior during project construction. Keeping the public aware of delays as they occur may encourage local motorists to use alternate routes. This will help manage congestion throughout the project. The ODOT Region 4 community liaison representative will be responsible for communicating the project's goals and impacts to citizens, elected officials, freight community, businesses, and to the traveling public.

8.2 Motorist Information

- Portable Changeable Message Signs (PCMS): A PCMS is a portable electronic sign that can be used to display changeable messages. These signs can be used to inform drivers of upcoming construction periods and warn drivers of construction activities as needed.
- Ground Mounted Signs: Signs can be installed at the endpoints of work zones to inform motorists of road construction.
- TripCheck (ODOTs Website): TripCheck allows motorists to access real time information and weather conditions through the Internet. Motorists may also call 511 to receive this information.

8.3 Construction Strategies

- Construction Zone Enhanced Enforcement Program: To be evaluated by Construction PM dependent on funding availability and priority projects.
- On-Site Communications: ODOT personnel will be on site during construction activities. Cell phones and/or State Radio communications will be maintained to report incidents within the work zone.
- Coordination with Adjacent Construction Projects: To minimize corridor delay, the contractor and ODOT will coordinate lane closures with other adjacent projects that may impact traffic during construction.
- Temporary Work Zone Speed Reduction: Reduced speed zoning on entrance to work zone. Requires State Traffic Engineer approval.

8.4 Incident Management

Incident management is a planned and coordinated program that detects and removes incidents from the highway and restores traffic capacity as safely and quickly as possible. If an incident occurs during the construction of the project, the inspector will call the Region Dispatch Center (541-383-0121) and the appropriate actions will be taken. All emergency vehicles will be allowed immediate passage through the project at all times.

9 COMMUNICATION PLAN

The primary goal of the communications effort for this project is to inform project stakeholders and highway users of scheduled construction activities and expected impacts. The Region 4 ODOT Community Liaison Representative and Project Manager will coordinate with the public and project stakeholders throughout the design and construction process.

The following table represents typical communication that should occur between stakeholders throughout the project:

Responsible Party	Groups to Contact
Contractor	Oregon Department of Transportation Region 4
ODOT Region 4	ODOT MCTD ODOT Region 4 Traffic Management and Operations (TMOC) ODOT District 9 Gilliam County City of Arlington Media General public and road users Emergency responders (police, fire, medical) Schools Business owners Waste Management, Columbia Ridge Landfill, and Walsh Trucking Other stakeholders
ODOT Motor Carrier Transportation Division (MCTD)	Freight Industry

Table 2 - Typical Communication Plan