

**OREGON DEPARTMENT OF TRANSPORTATION  
REGION 4 TRAFFIC**

# Project-Level Traffic Management Plan

**I-84: Columbia River Highway Project**

Hwy 002 MP 63.34–149.48

Key No. 20003

Last Updated: September 14, 2020



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# TABLE OF CONTENTS

<b>Executive Summary</b> .....	<b>1</b>
<b>1 Introduction</b> .....	<b>2</b>
1.1 TMP Goals .....	2
1.2 Project Purpose and Objectives .....	2
<b>2 Project Area Characteristics</b> .....	<b>3</b>
2.1 Study Area Boundaries .....	3
2.2 Transportation Facility Classifications .....	4
2.3 Roadway Characteristics .....	4
2.4 Traffic Volumes and Truck Percentage .....	4
2.5 Posted Speed .....	5
<b>3 Data Analysis and Operations</b> .....	<b>6</b>
3.1 Work Zone Traffic Analysis – Western Section (MP 63.34 – 96.59) .....	6
3.1.1 Freeway Work Zone Analysis – Single Lane Closures .....	6
3.1.2 Shoulder Closure Analysis .....	7
3.2 Work Zone Traffic Analysis – Eastern Section (MP 122.03 – 149.48) .....	7
3.2.1 Freeway Work Zone Analysis – Single Lane Closures .....	7
3.2.2 Shoulder Closure Analysis .....	7
3.3 Work Zone Lane Restriction Summary .....	7
<b>4 Construction Impacts on Travel</b> .....	<b>8</b>
4.1 Proposed Impacts to Traffic Flow .....	8
4.2 Existing Restrictions .....	8
4.2.1 Corridor-Level Traffic Management Plan .....	8
4.2.2 Environmental and Hydraulic Restrictions .....	8
4.3 Projects Identified for Potential Coordination Needs .....	8
4.4 Detour Routes .....	9
4.5 Holidays and Special Events .....	9
<b>5 Potential Mobility Issues</b> .....	<b>9</b>
5.1 Consideration of Oversized Vehicles .....	9
<b>6 Construction Staging and Work Zone Traffic Control</b> .....	<b>10</b>
<b>7 Traffic Management and Operations</b> .....	<b>10</b>
7.1 Public Information and Outreach .....	10
7.2 Motorist Information .....	10
7.3 Construction Strategies .....	11
7.4 Incident Management .....	11
<b>8 Communication Plan</b> .....	<b>11</b>

## EXECUTIVE SUMMARY

The Columbia River Highway (I-84) is a vital component of the State’s transportation system, functioning as a critical route that links Oregon with the rest of the United States to the east and facilitates the supply of goods and services to, from, and across the state. This major east-west freeway is important for freight shipments, long-distance travel, recreational traffic, and connecting surrounding communities.

The purpose of the **I-84: Columbia River Highway** project is to repair or replace failing culverts along the corridor to maintain the strength of the highway’s substructure. The 15 culverts that were selected as part of the project are all in poor or critical condition.

The primary construction staging on I-84 is expected to consist of shoulder closures or limited-duration single lane closures, depending on the scope of work at each culvert location. To analyze the impact of the proposed work zone traffic control strategies, the project corridor was split into two sections according to seasonal trends and traffic volumes. Based on the analysis completed, project team decisions for constructability, and efforts to minimize delays/impacts to the traveling public, Region 4 Traffic recommends the following be allowed:

Section of Project	Single Lane Closures	Shoulder Closures
<b>Western MP 63.34 – 96.59</b>	Any day: 7pm – 10am	Any day: Any time
<b>Eastern MP 122.03 – 149.48</b>	Any day: Any time	Any day: Any time

Table 1: Summary of Allowable Hours for Traffic Impacts

Average delays, as a result of single lane closures during the timeframes noted above, range from 0 to 5 minutes. No significant delays are expected due to shoulder closures. These project sections of I-84 have been identified in a Corridor-Level TMP (Segments 3-C and 3-D) and have an established delay threshold of 5–7 minutes.

Horizontal clearance is measured across the road from any fixed object to the face of a guardrail, barrier, or other fixed object. During single lane closures on I-84, horizontal clearance will be maintained at a minimum of 19’ between temporary traffic control devices (soft barrier) for one lane, one-way traffic, which will accommodate annually permitted vehicles. During shoulder closures, horizontal clearance will be maintained at a minimum of 27’ between temporary traffic control devices (soft barrier) for two lane, one-way traffic, which is not a mobility restriction in this instance as determined by Region 4. For horizontal width, the ODOT Commerce and Compliance Division (CCD) requires notification when reducing the horizontal clearance on a National Highway System route to less than 28’ for two lanes of one-way traffic or less than 22’ for one lane of one-way traffic.

A written notification using the online electronic restriction notice Form 734-2357 must be submitted to the ODOT Commerce and Compliance Division (CCD) 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.

# 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: Columbia River Highway*** 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
- Data Analysis and Operations
- Work Zone Lane Restrictions
- Factors Impacting Construction Staging
- Potential Mobility Issues
- Construction Staging
- Traffic Management and Operations Strategies
- Incident Management Plan
- Mobility Communication Plan

## 1.2 Project Purpose and Objectives

The Columbia River Highway (I-84) is a vital component of the State's transportation system, functioning as a critical route that links Oregon with the rest of the United States to the east and facilitates the supply of goods and services to, from, and across the state. This major east-west freeway is important for freight shipments, long-distance travel, recreational traffic, and connecting surrounding communities.

The purpose of the ***I-84: Columbia River Highway*** project is to repair or replace failing culverts along the corridor to maintain the strength of the highway's substructure. The 15 culverts that were selected as part of the project are all in poor or critical condition.

## 2 PROJECT AREA CHARACTERISTICS

### 2.1 Study Area Boundaries

The project limits extend on the Columbia River Highway (I-84, Hwy 002) from milepoint (MP) 63.34 in Hood River to MP 149.48 near the Gilliam/Morrow county line. A vicinity map indicating the project boundaries, culvert locations, and automatic traffic recorder (ATR) locations has been provided in Figure 1.

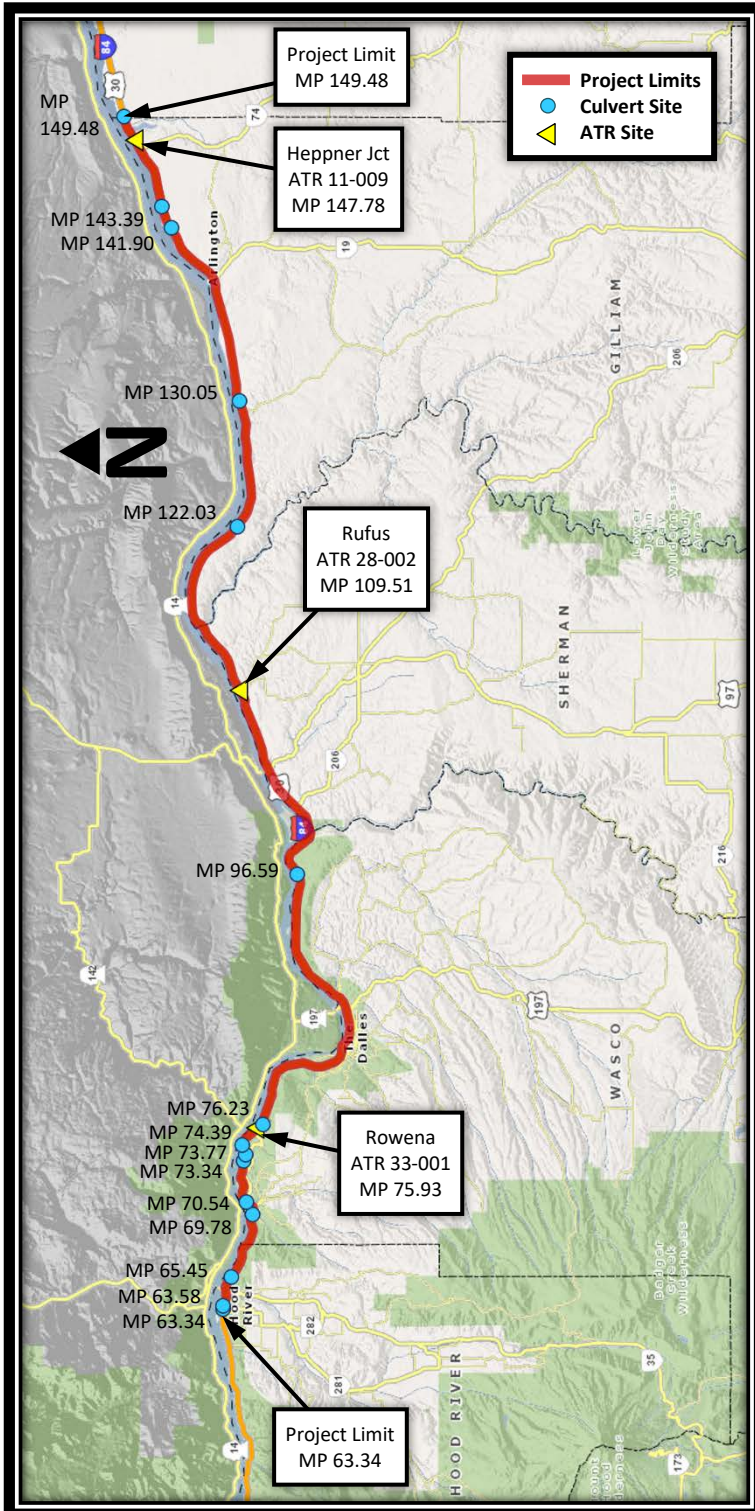


Figure 1: Vicinity Map

## 2.2 Transportation Facility Classifications

According to the 1999 *Oregon Highway Plan* (OHP), the project section of I-84 is classified as an interstate highway, a federally designated truck route, an Oregon freight route, and a reduction review route on the National Highway System. According to the 2020 *ODOT Functional Classification and National Highway System Status*, I-84 is classified as a small urban interstate at MP 63.30–64.76 and MP 80.78–87.84, and a rural interstate at all other locations.

## 2.3 Roadway Characteristics

Within the project limits, I-84 is a divided limited-access freeway with two lanes in each direction and paved shoulders. The highway is divided by either a rigid concrete median barrier or a vegetated median depending on location. Typical existing lane widths and road characteristics are summarized below in Table 2.

Typical Lane Widths and Road Characteristics									
Culvert Location (MP)	WB Rt. Shoulder	WB Travel Lanes	WB Lt. Shoulder	Median	EB Lt. Shoulder	EB Travel Lanes	EB Rt. Shoulder	Vertical Grade	Horiz. Curve?
63.34	10'	12' / 12'	3'	41'	6'	12' / 12'	10'	-2.65%	No
63.58	10'	12' / 12'	6'	14'	6'	12' / 12'	10'	-3.67%	Yes
65.45	10'	12' / 12'	3'	Barrier	4'	12' / 12'	10'	0.00%	No
69.78	10'	12' / 12'	3'	Barrier	4'	12' / 12'	10'	-0.02%	No
70.54	10'	12' / 12'	3'	Barrier	3'	12' / 12'	10'	0.00%	No
73.34	10'	12' / 12'	3'	Barrier	3'	12' / 12'	12'	-2.91%	Yes
73.77	10'	12' / 12'	3'	Barrier	3'	12' / 12'	12'	-3.09%	Yes
74.39	10'	12' / 12'	3'	Barrier	3'	12' / 12'	12'	0.01%	Yes
76.23	10'	12' / 12'	3'	Barrier	3'	12' / 12'	12'	0.54%	Yes
96.59	10'	12' / 12'	4'	Barrier	3'	12' / 12'	10'	0.63%	Yes
122.03	10'	12' / 12'	4'	Barrier	4'	12' / 12'	10'	0.00%	Yes
130.05	10'	12' / 12'	4'	Barrier	4'	12' / 12'	10'	3.74%	No
141.90	10'	12' / 12'	4'	99'+	4'	12' / 12'	10'	0.28%	No
143.39	10'	12' / 12'	4'	99'+	4'	12' / 12'	10'	-1.65%	No
149.48	10'	12' / 12'	4'	99'+	4'	12' / 12'	10'	2.43%	No

Table 2: Typical Lane Widths and Road Characteristics  
(2018 OTMS Lane Information, Vertical Grade Information, and Horizontal Curve Information)

## 2.4 Traffic Volumes and Truck Percentage

The 2018 average annual daily traffic (AADT) along the project sections of I-84 tapers from 26,900 vehicles per day on the west end of the project down to 13,100 vehicles per day on the east end of the project. Trucks account for 25.76%–40.27% of the AADT. 2018 AADT and truck percentage at each culvert location are provided in Table 3.

2018 AADT & Truck Percentages		
Culvert Location (MP)	AADT	Truck %
63.34 63.58	26,900	25.76
65.45 69.78	26,000	25.91
70.54 73.34 73.77 74.39 76.23	24,800	25.91
96.59	19,300	34.40
122.03 130.05	13,100	40.27
141.90 143.39 149.48	13,100	26.65

Table 3: 2018 AADT & Truck Percentages  
(2018 OTMS Traffic Volumes and Vehicle Classification)

This section of I-84 is characterized as a rural interstate route (with short sections of urbanization at the cities of Hood River and The Dalles), experiencing peak traffic volumes in the summer months (2018 *ATR Characteristics Table*). Average daily traffic volumes for the Rowena ATR (33-001) and the Heppner Jct ATR (11-009) are summarized by month in Table 4. The Rufus ATR (28-002) was damaged and its 2018 data is incomplete; therefore, it was not used in this analysis.

2018 Average Daily Traffic Volumes by Month (% of AADT)		
Month	Rowena ATR 33-001 MP 75.93	Heppner Jct ATR 11-009 MP 147.78
January	18,609 (75%)	8,791 (67%)
February	19,685 (79%)	9,607 (73%)
March	23,700 (96%)	11,972 (92%)
April	25,200 (102%)	12,588 (96%)
May	26,500 (107%)	13,689 (105%)
June	29,000 (117%)	15,841 (121%)
July	29,397 (119%)	16,860 (129%)
August	29,365 (118%)	16,947 (130%)
September	26,953 (109%)	14,918 (114%)
October	25,064 (101%)	13,400 (102%)
November	23,383 (94%)	12,069 (92%)
December	20,698 (83%)	10,316 (79%)
<b>AADT</b>	<b>24,796</b>	<b>13,083</b>

Table 4: 2018 Average Daily Traffic Volumes by Month  
(2018 Summary of Trends at Automatic Traffic Recorder Stations)

## 2.5 Posted Speed

The posted speed on I-84 is 65 mph between MP 63.30 and MP 87.00, and 70 mph between MP 87.00 and MP 149.50.

### 3 DATA ANALYSIS AND OPERATIONS

In order to create a traffic control plan that is safe and efficient for both construction workers and the traveling public, projected traffic volumes, delays, and queues need to be analyzed for all proposed work zone traffic control strategies. These analyses will determine allowable work hours/time restrictions necessary to limit delays and maintain safety for workers and all roadway users involved for the different work zone needs.

To analyze the impact of the proposed work zone traffic control strategies, the project corridor was split into two sections based on seasonal trends and traffic volumes. The ten culverts between MP 63.34 and MP 96.59 were analyzed using traffic volumes from the Rowena ATR 33-001 located at MP 75.93, and are included in the “Western Section”. The remaining five culverts between MP 122.03 and MP 149.48 were analyzed using traffic volumes from the Heppner Junction ATR 11-009 located at MP 147.78, and are included in the “Eastern Section”. A summary is provided after the analyses with Region 4 Traffic’s recommendation for lane restriction timeframes.

#### 3.1 Work Zone Traffic Analysis – Western Section (MP 63.34 – 96.59)

The analysis was conducted using traffic volumes from the Rowena ATR 33-001 located at MP 75.93. The highest AADT volume from the 2018 *OTMS Traffic Volumes and Vehicle Classification* system at a culvert site in this section is slightly higher than at the Rowena ATR; therefore, an AADT adjustment factor of 1.08 was applied to the ATR data. Based on monthly data from the ATR, the peak (non-holiday) traffic volumes on this route typically occur in July, so ATR data for July 2019 was utilized for this analysis.

ATR volumes were further adjusted to the 2022 construction year assuming an annual growth rate of 5.85% (based on 2017-2018 Rowena ATR 33-001 annual history) and converted to passenger car equivalent (PCE) values assuming a PCE factor of 1.5 and an average truck percentage of 25.76% (2018 *OTMS Traffic Volumes and Vehicle Classification*).

Using ODOT work zone traffic analysis methodologies, the average delays anticipated during single lane closures and shoulder closures were estimated in order to identify typical traffic patterns throughout the week and ultimately determine the appropriate work zone restrictions for the project.

##### 3.1.1 Freeway Work Zone Analysis – Single Lane Closures

Each lane in this freeway work zone is assumed to have a typical free flow threshold of 1,200 PCE vehicles per hour. Using the projected volumes and estimated delays, the results of the analysis indicate that single lane closures can be allowed nightly 7pm–10am. Average delay estimates as a result of single lane closures during these time periods range from 0 to 5 minutes, less than the corridor delay threshold of 5 minutes (I-84 Segment 3-C).



### **3.1.2 Shoulder Closure Analysis**

An assumed threshold of 1,400 PCE vehicles per hour per lane was used for determining when to allow shoulder closures. The result of this analysis indicates that shoulder closures can be allowed any time with minimal delays (when not adjacent to a single lane closure).

## **3.2 Work Zone Traffic Analysis – Eastern Section (MP 122.03 – 149.48)**

The analysis was conducted using traffic volumes from the Heppner Junction ATR 11-009 located at MP 147.78. The highest AADT volume from the 2018 *OTMS Traffic Volumes and Vehicle Classification* system at a culvert site in this section is equal to the AADT volume at the Heppner Junction ATR; therefore, no AADT adjustment factor was applied to the ATR data. Based on monthly data from the ATR, the peak (non-holiday) traffic volumes on this route typically occur in August, so ATR data for August 2019 was utilized for this analysis.

ATR volumes were further adjusted to the 2022 construction year assuming an annual growth rate of 4.23% (based on 2017-2018 Heppner Junction ATR 11-009 annual history) and converted to passenger car equivalent (PCE) values assuming a PCE factor of 1.5 and an average truck percentage of 40.27% (2018 *OTMS Traffic Volumes and Vehicle Classification*).

Using ODOT work zone traffic analysis methodologies, the average delays anticipated during single lane closures and shoulder closures were estimated in order to identify typical traffic patterns throughout the week and ultimately determine the appropriate work zone restrictions for the project.

### **3.2.1 Freeway Work Zone Analysis – Single Lane Closures**

Each lane in this freeway work zone is assumed to have a typical free flow threshold of 1,500 PCE vehicles per hour. Using the projected volumes and estimated delays, the results of the analysis indicate that single lane closures can be allowed any day any time. Average delay estimates as a result of single lane closures during these time periods showed no anticipated delay, less than the corridor delay threshold of 7 minutes (I-84 Segment 3-D).

### **3.2.2 Shoulder Closure Analysis**

An assumed threshold of 1,400 PCE vehicles per hour per lane was used for determining when to allow shoulder closures. The result of this analysis indicates that shoulder closures can be allowed any time with minimal delays (when not adjacent to a single lane closure).

## **3.3 Work Zone Lane Restriction Summary**

Based on the analysis completed, project team decisions for constructability, and efforts to minimize delays/impacts to the traveling public, Region 4 Traffic recommends the following be allowed:

#### **MP 63.34 – 96.59:**

- Single lane closures any day 7pm–10am (not allowed 10am–7pm)
- Shoulder closures any day any time (when not adjacent to a single lane closure)

#### **MP 122.03 – 149.48:**

- Single lane closures any day any time
- Shoulder closures any day any time (when not adjacent to a single lane closure)

## **4 CONSTRUCTION IMPACTS ON TRAVEL**

The project is scheduled for construction from January through July 2022. The following is an overview of the factors that have potential impacts on construction staging.

### **4.1 Proposed Impacts to Traffic Flow**

The proposed impacts to traffic flow include a reduction of available travel lanes on I-84 with subsequent delays, a reduction in passing opportunities during construction activities, and shoulder closures.

### **4.2 Existing Restrictions**

#### **4.2.1 Corridor-Level Traffic Management Plan**

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. This project section of I-84 has been identified in a Corridor-Level TMP (Segments 3-C and 3-D) and has an established delay threshold of 5–7 minutes.

#### **4.2.2 Environmental and Hydraulic Restrictions**

As designated by the Oregon Department of Fish and Wildlife (ODFW), the in-water work period for the Columbia River is November 15 through March 15. Any work on culverts at or below the Columbia River water level must be completed during this period.

### **4.3 Projects Identified for Potential Coordination Needs**

Consideration and coordination efforts should be made to reduce corridor impacts and delays as a result of multiple projects being performed on the I-84 Critical Route Pair (OR212/US26/US97/US20) during the 2022 construction season. The following projects have been identified as potential candidates for coordination:

- **US26: Clear Lake Rd – NW Dogwood Lane** (K20002): Culvert/bridge project, MP 65.19 – 112.91, Jul 2021 – May 2022. 14' wide load restrictions. Wider loads accommodated case-by-case.
- **US197: The Dalles Columbia River Bridge** (K20442): Bridge deck replacement project, Sep 2021 – May 2022. Will detour traffic onto I-84 between US197 and US97 during weekend closures Thu 8pm – Mon 6am. Only affects culvert at MP 96.59 and work will need to be coordinated.

Additionally, the following project has concurrent restrictions proposed on I-84:

- **I-84: Meacham – Kamela** (K20530): Interstate maintenance project, MP 237.70 – 248.50, Apr 2021 – Oct 2022, winter shutdown Nov 2021 – Apr 2022. Daytime/nighttime crossovers with 16' wide load restrictions. Wider loads not accommodated and need to use CRP.

#### 4.4 Detour Routes

Due to the nature of the construction activities, highway closures are not anticipated. Therefore, no detour routes have been identified.

#### 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 *2021 Oregon Standard Specifications for Construction* section 00220.40(e)(2)(a) which includes applicable provisions for lane restrictions. Local and seasonal events listed below require unique lane restrictions will be identified (if applicable) in the project special provisions section 00220.40(e)(2)(b):

- No events identified at this time.

## 5 POTENTIAL MOBILITY ISSUES

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.

### 5.1 Consideration of Oversized 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 ODOT 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 Single Trip Permits. 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.

Horizontal clearance is measured across the road from any fixed object to the face of a guardrail, barrier, or other fixed object. During single lane closures on I-84, horizontal clearance will be maintained at a minimum of 19' between temporary traffic control devices (soft barrier) for one lane, one-way traffic, which will accommodate annually permitted vehicles. During shoulder closures, horizontal clearance will be maintained at a minimum of 27' between temporary traffic control devices (soft barrier) for two lane, one-way traffic, which is not a mobility restriction in this instance as determined by Region 4. For horizontal width, the ODOT Commerce and Compliance Division (CCD) requires notification when reducing the horizontal clearance on a National Highway System route to less than 28' for two lanes of one-way traffic or less than 22' for one lane of one-way traffic.

A written notification using the online electronic restriction notice Form 734-2357 must be submitted to the CCD 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.

## **6 CONSTRUCTION STAGING AND WORK ZONE TRAFFIC CONTROL**

Lane closures and temporary traffic control will be implemented according to the *2021 Oregon Standard Specifications for Construction*, sections 00220 through 00228 of the Project Special Provisions, and the ODOT TM800 series Standard Drawings.

The primary construction staging on I-84 is expected to consist of shoulder closures or limited-duration single lane closures, depending on the scope of work at each culvert location.

Pedestrian and bicycle volumes are anticipated to be low on I-84, but will still need to be accommodated in accordance with Standard Specification 00220.02(b). If pedestrians or bicyclists are present along the corridor, they are currently using the existing paved shoulder. The Temporary Pedestrian Accessible Route (TPAR) plan for I-84 will consist of the following:

- During culvert operations, if shoulder closures or lane closures are in place, the Contractor will be required to suspend work activities and make the pathway passable for pedestrians and bicyclists, or use construction staff to guide them through the work area.

## **7 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.

### **7.1 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 Affairs Coordinator will be responsible for communicating the project's goals and impacts to citizens, elected officials, freight community, businesses, and to the traveling public.

### **7.2 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 (ODOT Website): TripCheck allows motorists to access real time information and weather conditions through the Internet. Motorists may also call 511 to receive this information.

### 7.3 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.

### 7.4 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 4 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.

## 8 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 ODOT Region 4 Community Affairs Coordinator and Project Manager will coordinate with the public and project stakeholders throughout the design and construction process.

Table 5 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 CCD ODOT Region 4 Traffic Operations Center (TOC) ODOT District 2C and District 9 Counties of Hood River, Wasco, Sherman, and Gilliam Cities of Hood River, Mosier, The Dalles, Rufus, and Arlington Community of Rowena Media General public and road users Emergency responders (police, fire, medical) Schools Business owners Other stakeholders
ODOT Commerce and Compliance Division (CCD)	Freight industry

Table 5: Typical Communication Plan