

3.3 Property Acquisitions and Displacements

This section identifies, describes, and evaluates short-term and long-term property and property rights effects for the Modified LPA. It also describes measures to help avoid, minimize, or mitigate adverse effects. The information presented in this section is based on the analysis described in the Acquisitions Technical Report, which provides information about each property acquisition and displacement.

3.3.1 Changes or New Information Since 2013

The Columbia River Crossing (CRC) Final EIS and Record of Decision were completed in 2011, and design refinements were addressed in subsequent NEPA reevaluations in 2012 and 2013. Since then, the following changes and new information have affected the potential impacts to property acquisitions and displacements:

- Changes in businesses (e.g., closure of the Safeway on Hayden Island) and new residential development.
- Changes to the design of the CRC project’s LPA to develop a Modified LPA, including design options.

Table 3.3-1 compares the impacts and benefits of the CRC LPA in the Final EIS (2011) and the IBR Modified LPA. Based on the analysis described in this section, the effects of the Modified LPA would be similar to, but less than, the effects of the CRC LPA. Changes to the design of the CRC’s LPA have reduced the number of acquisitions and displacements. Key modifications that led to this reduction include replacing the full interchange on Hayden Island with a partial interchange and moving the LRT alignment adjacent to I-5 rather than along local streets in downtown Vancouver.

Table 3.3-1. Comparison of CRC LPA Effects and Modified LPA Effects

Technical Considerations	CRC LPA Effects as Identified in the 2011 Final EIS	Modified LPA Effects Identified in this Section	Explanation of Differences
Total Acquisitions (Full and Partial Acquisitions) ^a	217 parcels	176 parcels	The reduction results from changes in land uses and changes in design, including replacing the full interchange on Hayden Island with a partial interchange and moving the LRT alignment adjacent to I-5 rather than in downtown Vancouver.
Total Residential Displacements ^b	59 units	43 units	See above
Total Commercial Displacements	69 businesses	33 businesses ^c	See above
Total Public Use Displacements	2 sites	2 sites	See above

^a Does not include ODOT-owned property or right of way or City-owned right of way.

^b Does not include the displacement of houseless individuals.

^c Does not include the displacement of a billboard and a cellular phone tower.

CRC = Columbia River Crossing; EIS = environmental impact statement; LPA = locally preferred alternative; LRT = light-rail transit

1 3.3.2 Existing Conditions

2 This section describes vacancy and rental rates for residential, commercial, and industrial properties in the
3 study area (Figure 3.3-1), which are indicators of the potential for finding viable sites for relocating displaced
4 residents and businesses.

5 **Portland-Vancouver Area**

6 According to the Regional Multiple Listing Service, in July 2023 the Portland area (including Oregon suburbs
7 but excluding communities in Washington) had a 2.5-month supply of homes for sale and a year-to-date
8 median home sale price of \$532,000. In the same month, Clark County had a 1.7-month home supply and a
9 year-to-date median home sale price of \$515,000.

10 In the second quarter of 2023, Vancouver had a 6.2% multifamily residential vacancy rate, with a rental rate
11 averaging \$1.81 per square foot per month (CoStar 2023). North Portland had a vacancy rate of 8.5% for
12 multifamily residential rental units and a rental rate averaging \$2 per square foot per month, while Northeast
13 Portland had a vacancy rate of 6.9% and a \$2.41 average rental rate per square foot per month.

14 Office space in the greater Portland-Vancouver metropolitan area was more available (22.2% vacancy rate)
15 than either retail (4.5%) or industrial (2.6%) space (CBRE 2023). In the second quarter of 2023, the North
16 Portland subarea, which includes Hayden Island, experienced an estimated 9.7% retail building vacancy rate,
17 while the Vancouver subarea experienced an estimated vacancy rate of 5.8% (CBRE 2023).

18 Portland-Vancouver metropolitan area vacancy rates were projected to decrease for retail and industrial
19 space through 2025 and to increase for office space (SVN Bluestone & Hockley 2021b). The trend in increasing
20 office space vacancies is likely due to more employees working from home rather than in traditional office
21 settings. Additional office and retail spaces planned and currently under construction along the Vancouver
22 waterfront could shift both vacancy and rental rates for the Vancouver subareas as they are completed.

23 **North Portland Harbor, Portland, Oregon**

24 In the North Portland Harbor area, a search of the active Regional Multiple Listing Service listings in August
25 2023 showed approximately 78 housing units listed for sale in the study area. Of that number, 34 were floating
26 homes, 28 were condos, 6 were mobile homes, and 10 were conventional homes.

27 **Gresham, Oregon**

28 An analysis of vacancy rates was also performed for the area around the Ruby Junction Maintenance Facility
29 in Gresham, Oregon (Figure 3.3-1). According to the Regional Multiple Listing Service, in August of 2023, the
30 Gresham-Troutdale subarea had a median year-to-date sale price of \$480,000. In the second quarter of 2023,
31 the area had a 3.8% multifamily residential vacancy rate and an average rental rate of \$1.49 per square foot
32 for rentals (CoStar 2023).

1 Figure 3.3-1. Primary Study Area and Subareas



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3 3.3.3 Long-Term Benefits and Effects

4 **No-Build Alternative**

5 Under the No-Build Alternative, the existing interstate, local roads, and associated infrastructure would
6 remain as they are today, and there would be no temporary or permanent acquisitions of properties.

1 **Modified LPA**

2 Property, including space underground (subsurface)¹ or in the air (airspace),² would be required to
3 accommodate the proposed transportation facilities and their long-term operation and maintenance.
4 Long-term operation and maintenance would require permanent acquisition, where the agency obtains
5 complete ownership of the property, or a permanent easement, where the agency would obtain some rights
6 to the land, air, or subsurface, but not would not assume full ownership. Both full and partial acquisitions
7 could result in the displacement of residences, businesses, or public facilities from the parcel.

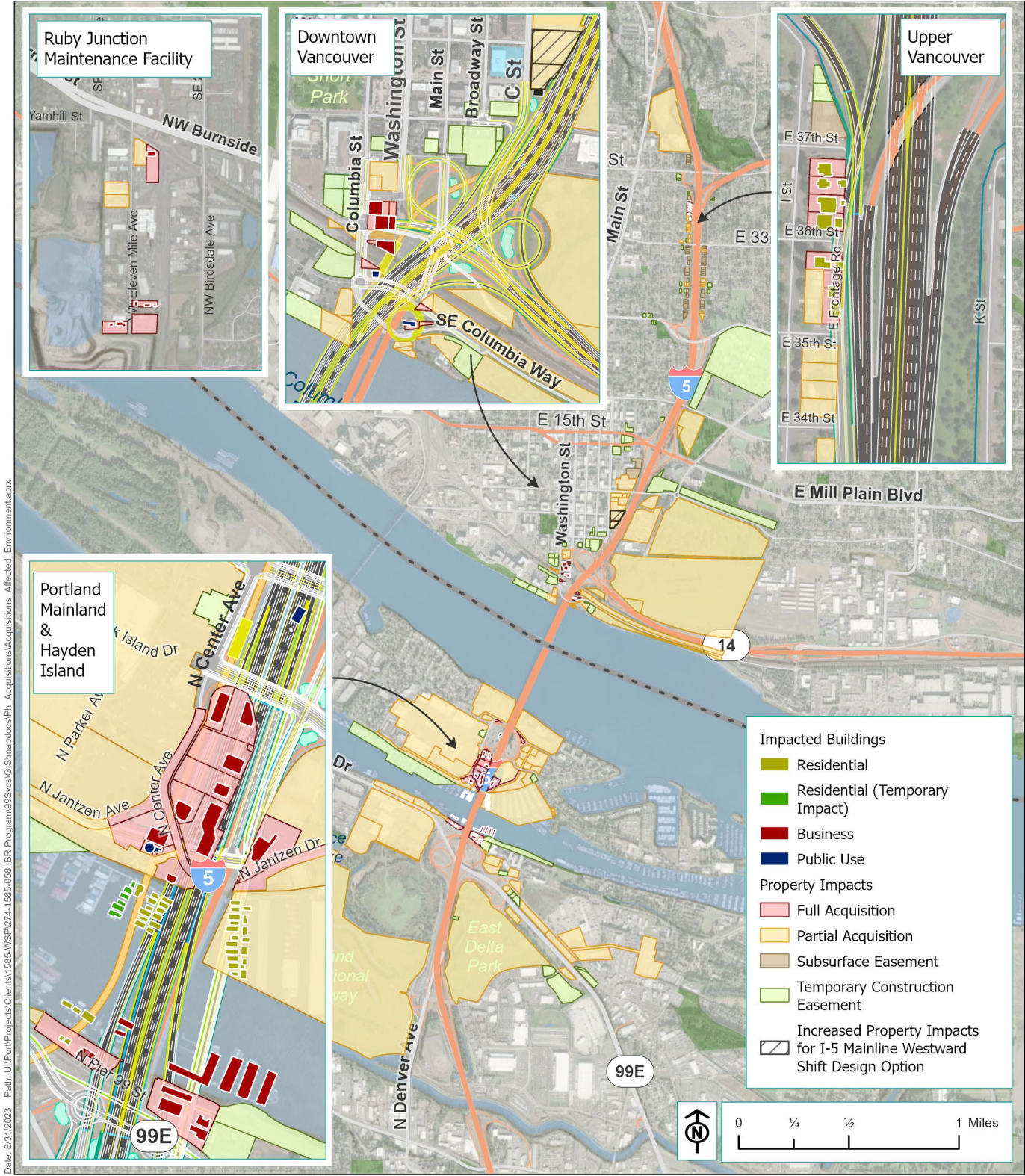
8 Approximately 47 acres of property would be permanently acquired for the construction and long-term
9 operation and maintenance of the Modified LPA, including approximately 4.3 acres in permanent subsurface
10 easements, which are required for the potential installation of tie-back anchors associated with retaining
11 walls. This permanent property acquisition would be from a total of 176 parcels, with 45 full acquisitions and
12 131 partial acquisitions (Table 3.3-2) Figure 3.3-2 shows the potential property acquisitions for the Modified
13 LPA in both Oregon and Washington. Detailed maps and a list of properties showing potential acquisitions are
14 included in Appendix A of the Acquisitions Technical Report.

15 Table 3.3-2 summarizes the permanent property acquisitions and displacements required for the Modified
16 LPA in Oregon, and Table 3.3-3 summarizes property impacts for the Modified LPA (including design options)
17 in Washington. All of the design options except the removal of the C Street ramps would result in slight
18 changes in impact. The addition of a second auxiliary lane would require an additional 0.1 acres of permanent
19 acquisition, while a single-level bridge (either fixed-span or movable-span) would require an additional
20 0.3 acres. In downtown Vancouver, shifting the I-5 mainline west would require the permanent acquisition of
21 additional properties and associated displacements beyond those identified for the centered I-5 option. The
22 shift would result in the full displacement of a multifamily property with 33 residential units on the northeast
23 corner of E 7th Street and C Street. The property directly north of the apartment complex, which includes
24 three commercial businesses, would also be fully acquired and the three businesses would be displaced.
25 These two full acquisitions would increase the amount of permanent property acquisition by 1 acre compared
26 to the centered I-5 option.

¹ Subsurface lease requirements are preliminary and will be updated prior to construction.

² Airspace leases have not been determined but will be identified prior to construction.

1 Figure 3.3-2. Potential Property Acquisitions



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1 Table 3.3-2. Summary of Permanent Property Acquisitions and Displacements for the Modified LPA in Oregon

Property Acquisition and Displacements	Type	Modified LPA Totals ^{a,b}
Parcels (count)	Full Acquisitions	24
	Partial Acquisitions	43
	Total	67
Displacement: Residential (number of dwellings)	Single-family	36
	Multifamily	0
Displacement: Commercial (number of businesses)	Retail, Services	22
	Office, Professional, Healthcare	1
	Lodging	0
	Other ^c	2
Displacement: Public Use (number of sites)	Public Service with Employees	1
	Religious/Community Center	0
	Park, Historic Site, Museum	0
	School	0
Permanent Acquisitions	Area Acquired	36.5 acres
Permanent Easements	Subsurface Easements ^d	0.1 acres
	Property Easements ^e	0 acres
Total of Permanent Acquisitions and Easements	Total Area Acquired	36.6 acres

- 2 a Parcel impacts, displacements, or total acreage, are only counted once when more than one mode (highway, transit, or bicycle and
3 pedestrian) would result in the same or overlapping acquisition.
- 4 b Does not include ODOT-owned property or right of way or City-owned right of way.
- 5 c Includes a billboard at the Marine Drive interchange.
- 6 d Subsurface easement requirements are preliminary and will be updated prior to construction.
- 7 e Airspace easements have not been determined but will be identified prior to construction.
- 8 LPA = locally preferred alternative

1 Table 3.3-3. Summary of Permanent Property Acquisitions and Displacements for the Modified LPA in Washington

Property Acquisitions and Displacements	Type	Modified LPA with Double Deck Bridge, One Auxiliary Lane, C Street Ramps, and Centered I-5 ^{a,b}	Modified LPA without C Street Ramps	Modified LPA with I-5 Mainline Westward Shift ^{a,b}	Modified LPA with Two Auxiliary Lanes	Modified LPA with Single Level Fixed-Span or Movable-Span Bridge ^c
Parcels (count)	Full Acquisitions	21	21	23	21	21
	Partial Acquisitions ^d	88	88	86	88	88
	Total	109	109	109	109	109
Displacement: Residential (number of dwelling units)	Single-family	7	7	7	7	7
	Multifamily	0	0	33	0	0
Displacement: Commercial (number of businesses)	Retail/Services	0	0	3	0	0
	Office/Professional/Healthcare	10	10	10	10	10
	Lodging	0	0	0	0	0
	Other	0	0	0	0	0
Displacement: Public Use (number of sites)	Public Service with Employees	1	1	1	1	1
	Religious/Community Center	0	0	0	0	0
	Park/Historic Site/Museum	0	0	0	0	0
	School	0	0	0	0	0
Permanent Acquisitions	Area Acquired	5.3 acres	5.3 acres	6.3 acres	5.4 acres	5.6 acres

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Property Acquisitions and Displacements	Type	Modified LPA with Double Deck Bridge, One Auxiliary Lane, C Street Ramps, and Centered I-5 ^{a,b}	Modified LPA without C Street Ramps	Modified LPA with I-5 Mainline Westward Shift ^{a,b}	Modified LPA with Two Auxiliary Lanes	Modified LPA with Single Level Fixed-Span or Movable-Span Bridge ^c
Permanent Easements	Airspace Easements ^e	Less than 1 acre	Less than 1 acre	Less than 1 acre	Less than 1 acre	Less than 1 acre
	Subsurface Easements ^f	4.2 acres	4.2 acres	3.6 acres	4.2 acres	4.2 acres
	Property Easements	0 acres	0 acres	0 acres	0 acres	0 acres
Total of Permanent Acquisitions and Easements	Total Area Acquired	10.5 acres	10.5 acres	10.9 acres	10.6 acres	10.8 acres

- 1 a Parcel impacts, displacements, or total acreage, are only counted once when more than one mode (highway, transit, or bicycle and pedestrian) result in the same or overlapping
- 2 acquisition.
- 3 b Does not include WSDOT-owned property or right of way or City-owned right of way.
- 4 c Reflects impacts for both the fixed- and movable-span single-level bridge options.
- 5 d Properties requiring subsurface easements are included in the count of partial acquisitions.
- 6 e Airspace easements have been rounded up to 1 acre.
- 7 f Subsurface easement requirements are preliminary and will be updated prior to construction.
- 8 Aux = auxiliary; LPA = locally preferred alternative

1 As described in Chapter 2, there are three site options for a new park and ride facility near the proposed
 2 Waterfront Station. Two of these sites (Sites 2 and 3) would require the acquisition of additional property
 3 beyond that needed for the highway and transit facilities. Site 2 would require full acquisition of one parcel,
 4 while Site 3 would require full acquisition of four parcels and displacement of a business. Property impacts
 5 associated with the Waterfront Station park-and-ride options are shown in Table 3.3-4 and are in addition to
 6 the impacts identified in Table 3.3-3.

7 Two site options are being considered for a new park-and-ride facility near the proposed Evergreen Station.
 8 One of these sites (Site 1) would make use of an existing parking structure through a lease agreement and
 9 would require the full acquisition of five properties adjacent to the Vancouver Community Library. Property
 10 acquisitions and displacements associated with the Evergreen Station park-and-ride facility are shown in
 11 Table 3.3-5 and are in addition to the impacts identified in Table 3.3-3.

12 Table 3.3-4. Summary of Permanent Property Acquisitions and Displacements for the Waterfront
 13 Park-and-Ride Facility in Downtown Vancouver

Property Acquisitions and Displacements	Type	Site 1 ^{a,b,c}	Site 2 ^{a,b}	Site 3 ^{a,b}
Parcels (count)	Full Acquisitions	0	1	4
	Partial Acquisitions	0	0	0
	Total	0	1	4
Displacement of Use	Residential	0 units	0 units	0 units
	Office/Professional/Healthcare	0 businesses	0 businesses	1 business
Permanent Acquisitions	Area Acquired	0 acres	0.1 acres	1.5 acres
Permanent Easements	Property Easements ^{d,e}	0 acres	0 acres	0 acres
Total of Permanent Acquisitions and Easements	Total Area Acquired	0 acres	0.1 acres	1.5 acres

- 14 a Parcel impacts, displacements, or total acreage, are only counted once when more than one mode (highway, transit, or bicycle and
 15 pedestrian) result in the same or overlapping acquisition.
- 16 b Does not include WSDOT-owned property or right of way or City-owned right of way.
- 17 c Properties associated with Site 1 would be affected by IBR Program roadway and pedestrian improvements regardless of whether
 18 the site is developed as a park and ride.
- 19 d Airspace easements have not been determined but will be identified prior to construction.
- 20 e Subsurface easement requirements are preliminary and will be updated prior to construction.

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1 Table 3.3-5. Summary of Permanent Property Acquisitions and Displacements for the Evergreen
2 Park-and-Ride Facility in Downtown Vancouver

Property Acquisitions and Displacements	Type	Site 1 ^{a,b,c}	Site 2 ^{a,b,d}
Parcels (count)	Full Acquisitions	5	0
	Partial Acquisitions	0	0
	Total	5	0
Displacement of Use	Residential/Commercial	None	None
Permanent Acquisitions	Area Acquired	3.16 acres	0 acres
Permanent Easements	Property Easements ^{e,f}	0 acres	0 acres
Total of Permanent Acquisitions and Easements	Total Area Acquired	3.16 acres	0 acres

- 3 a Parcel impacts, displacements, or total acreage, are only counted once when more than one mode (highway, transit, or bicycle and
4 pedestrian) result in the same or overlapping acquisition.
- 5 b Does not include WSDOT-owned property or right of way or City-owned right of way.
- 6 c Properties associated with Site 1 would be developed as a joint venture between the IBR Program and the City of Vancouver.
- 7 d The existing parking structure would be used via lease with the existing owner.
- 8 e Subsurface easement requirements are preliminary and will be updated prior to construction.
- 9 f Airspace easements have not been determined but will be identified prior to construction.

10 Property owners, business owners, and residents affected by property acquisition and residential or business
11 displacements would receive compensation and relocation assistance, as described in Section 3.3.5, Potential
12 Avoidance, Minimization, and Mitigation Measures. Several types of properties or businesses may be difficult
13 to relocate based on location and/or property type.

- 14 • **Floating Homes in North Portland Harbor.** Up to 35 floating homes in North Portland Harbor would be
15 displaced by the Modified LPA. Floating homes would be treated as personal property and would be
16 relocated to moorages within the area if available. If the relocation study determines that sufficient
17 replacement sites are not available, the floating homes would be purchased at fair market value and the
18 occupants would be provided relocation assistance, which may include payments, if necessary, to acquire
19 decent, safe, and sanitary replacement housing.
- 20 • **Businesses on Hayden Island.** More than one-quarter of the commercial businesses that would be
21 displaced by the Modified LPA are located on Hayden Island. Although there are multiple vacant buildings
22 on Hayden Island, including those in and around the Jantzen Beach Center, the island has limited
23 capacity to accommodate the 14 businesses that would be displaced. As a result, while some of the
24 displaced businesses would be able to reestablish on Hayden Island or nearby, many may have to relocate
25 outside Hayden Island. Due to natural resource areas and zoning, small restaurants and taverns may not
26 be able to find replacement sites on or near Hayden Island.
- 27 • **Marine Businesses in North Portland Harbor.** The marine businesses that would be displaced from the
28 south shore of North Portland Harbor may be difficult to relocate given the limited waterfront space
29 available and the in-water infrastructure these businesses need. These businesses may have to relocate to
30 available sites upstream or downstream on the Columbia River or to sites on the Willamette River.
- 31 • **Shared Light Industrial and Residential Uses in Ruby Junction.** Six light industrial businesses would be
32 displaced by the Ruby Junction Maintenance Facility expansion. Although replacement industrial

1 property is available in the Gresham area, some of these displaced parties may have to relocate outside
2 the Gresham area.

3 The Acquisitions and Displacements Technical Report includes more information on relocation
4 considerations for various property types.

5 **3.3.4 Temporary Effects**

6 Constructing the highway, transit, and bicycle and
7 pedestrian facilities of the Modified LPA would
8 require acquisitions, easement, and leases beyond
9 the permanent right-of-way needs. Temporary rights
10 likely would be required for construction, staging
11 areas, and potentially casting yards.

12 **No-Build Alternative**

13 Under the No-Build Alternative, the existing
14 interstate, local roads, and associated infrastructure
15 would remain as they are today. With no new
16 infrastructure, there would be no temporary impacts
17 to properties.

18 **Modified LPA**

19 **Construction Easements**

20 Construction easements beyond the permanent acquisitions and displacements reported in Section 3.3.3,
21 Long-Term Benefits and Effects, would be required for the temporary staging of equipment and materials.
22 Property used temporarily during construction would be returned to its owner once construction is complete.
23 Table 3.3-6 summarizes temporary construction easements that would be needed in Oregon and Washington.
24 Temporary easements would not differ among the design options.

25 Table 3.3-6. Summary of Temporary Construction Easements

State	Residential Properties	Commercial and Industrial Properties	Public Properties	Vacant/Parking Properties	Total Properties
Oregon ^a	1	8	3	3	15
Washington	35	16	11	9	71

26 a Expansion at the Ruby Junction Maintenance Facility would not require temporary construction easements.

27 **Staging and Casting Areas**

28 Staging areas include areas outside of the state or city right of way that could be temporarily acquired for uses
29 such as material or equipment storage, stockpiling soils, or providing employee parking or temporary
30 construction offices. Two sites have been identified as possible major staging areas, including a former I-5
31 WSDOT rest area (5 acres) and the vacant Thunderbird Hotel site on Hayden Island (3.5 acres).

32 Casting yards, if used, would be areas outside the state or city right of way that could be temporarily acquired
33 for pre-casting of concrete segments for construction of the bridges and ramps. These areas would require
34 barge access, in addition to road and/or rail access, and could also be used for storage of materials or

Acquisition of DOT-Owned Property

Construction of the Modified LPA would expand into existing WSDOT and ODOT (DOTs) right of way adjacent to I-5. The highway and transit improvements would also require the displacement of the ODOT permit center on Hayden Island and the transfer of other DOT-owned properties located outside of the I-5 right of way. As this land is already owned by the DOTs, it is not counted as an acquisition in the total acreage requirements, although the displacement of the publicly owned facilities is included and disclosed in this document.

1 equipment. The need for casting yards has not yet been determined and would depend on the bridge type
2 and construction methods selected. The need for casting sites would be identified during later phases of
3 project design or by a contractor, and the necessary environmental evaluation and permitting would be
4 completed at that time.

5 3.3.5 Indirect Effects

6 Land uses and properties not directly impacted by the Modified LPA could experience indirect effects. Project
7 elements such as realigned streets, active transportation improvements, and the addition of light-rail could
8 change the viability of and demand for uses within and around the project footprint. Examples of such
9 indirect effects could include denser, multiuse development around transit stations on Hayden Island and
10 downtown Vancouver and additional commercial uses along newly developed roads near the Marine Drive
11 interchange, on Hayden Island, and in downtown Vancouver. As described in Section 3.4, Land Use and
12 Economic Activity, such development would be consistent with current local land use plans, which anticipate
13 and encourage increased density in these areas. Indirect impacts to property could also occur during project
14 construction as a result of road closures, noise, or other construction activities. At this time, it is possible to
15 identify which properties would be directly impacted during construction, but it is not possible to identify
16 properties that would only be indirectly impacted.

17 For additional information on potential project-related indirect effects, see the Land Use and Economic
18 Activity, Visual Quality, Parks and Recreation, and Noise and Vibration sections of this Draft SEIS.

19 3.3.6 Potential Avoidance, Minimization, and Mitigation Measures

20 **Long-Term Effects**

21 ***Regulatory Requirements***

22 Where property acquisition and residential or business
23 displacements are unavoidable, those affected would receive
24 compensation and relocation assistance from ODOT or
25 WSDOT, depending on location. Property would be purchased
26 at fair market value, and residential occupants displaced by
27 the Modified LPA would be provided decent, safe, and sanitary
28 replacement housing. Displaced households and businesses
29 would be relocated per the Uniform Relocation and Real
30 Property Acquisitions Policies Act of 1970, as amended (see
31 sidebar). The Acquisitions and Displacements Technical
32 Report includes more information on the provisions of the
33 Uniform Act and the processes used to value properties and
34 provide relocation assistance.

35 ***Project-Specific Mitigation***

36 No project-specific mitigation measures are proposed for
37 long-term effects related to property acquisitions and
38 displacements.

Providing Relocation Assistance

The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended (Uniform Act) provides important protections and assistance for people affected by federally funded projects. It was enacted by Congress to ensure that people whose real property is acquired, or who have to move as a result of projects receiving federal funds, are treated fairly and equitably and receive assistance in moving from the property they occupy. The IBR Program and all project partners will follow the requirements of this act.

1 **Temporary Effects**

2 ***Regulatory Requirements***

3 There are no specific regulatory requirements for mitigation of temporary property impacts.

4 ***Project-Specific Requirements***

5 Project-specific measures to minimize and mitigate for temporary effects related to property acquisition and
6 displacements include:

- 7 • Mitigation for construction easements could include payment to property owners in exchange for the use
8 of their property during construction. For example, one method for compensation would be to pay the
9 equivalent of a rental based on the property valuation. Site impacts from temporary construction uses
10 would be restored or compensated according to fair market or contributory value.
- 11 • Mitigation may be needed in areas where construction of the Modified LPA could block or impede access
12 to residences or businesses. Continued access to properties during construction would be maintained to
13 the extent possible. Specific provisions may include signage to let the public know that businesses are
14 open and conducting construction during non-peak business hours.