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<thead>
<tr>
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Introduction

The purpose of this Property Acquisitions and Displacements technical memorandum is to discuss and disclose any potential environmental effects that may result from the proposed improvements to the Woodburn Interchange and Transit Facility. The project has been previously evaluated under the National Environmental Policy Act (NEPA) and documented in a 2005 Environmental Assessment (EA) and again in 2006 in a Revised Environmental Assessment (REA). Additionally, changes have occurred in the affected environment and to regulations and policies relevant to the proposed project.

Project Background

The Woodburn Interchange is located on Interstate 5 (I-5) at milepost (MP) 271.85 in Marion County, Oregon, see Figure 1. The overcrossing roadway is Oregon Highway 214 (OR 214) east of the interchange and Oregon Highway 219 (OR 219) west of the interchange. The proposed project consists of reconstruction of the northbound and southbound highway ramps and widening of the overcrossing, as well as related improvements along the OR 214 and OR 219 approaches to accommodate the reconfigured interchange. The project also includes construction of a public transit center at the northwest corner of OR 214 and Evergreen Road.

The 2006 REA analysis of the Recommended Interchange Alternative did not comprehensively address the development of the public transit facility, which is identified in the Woodburn Interchange Area Management Plan (IAMP) as a component of the improvements supporting the function of the reconstructed interchange. Due to this omission, it is necessary to incorporate the potential effects of the transit facility into a Re-evaluation of the 2005 EA and 2006 REA. The Re-evaluation will update technical studies and findings, as needed, to address the transit facility and analyze the completeness of the preceding environmental reports in terms of the latest available information on the interchange design and refinements, changes in the affected environment, regulatory changes, and NEPA compliance. The Re-evaluation and supporting technical reports will not be stand-alone documents, but rather supplement the previous environmental documentation.

The interchange is the only I-5 connection (Exit 271) within the City of Woodburn and also provides access to northern Marion County. Woodburn has grown to a population of 24,080 in 2010, a 20% increase from its 2000 population. In the same time period, Marion County’s population increased by 10.7% to 315,335 people. Average Annual Daily Traffic on I-5, taken from an ODOT traffic counter 0.3 miles south of the Woodburn Interchange, was 81,900 vehicles in 2009 (41,190 vehicles southbound and 40,710 vehicles northbound). At the interchange, average daily traffic (ADT) volumes on the ramps ranged from 6,620 ADT (northbound off-ramp) to 7,810 ADT (northbound on-ramp) in 2009. Total volume of all four ramps was 28,830 vehicles. The ramp...
volumes show a substantial increase (89.2%) in traffic over previous years—in comparison, total ramp traffic volume in 2001 was 15,240 vehicles.

The Woodburn Interchange Project ([Key No. 12518 (OR 214 @ Evergreen Rd. Transit Facility); Key No. 15739 (I-5 @ OR 219/214)] is intended to address existing operational and safety deficiencies that are anticipated to worsen with continued growth in Woodburn and the Willamette Valley as a whole. Safety deficiencies are characterized by high crash rates at six intersections and inadequate queuing storage at the southbound off-ramp, leading to traffic queues that occasionally back on to the shoulder of southbound I-5. Road grades that exceed acceptable standards are present on the eastbound and westbound approaches to the overcrossing bridge, resulting in poor sight-distance for drivers and creating delay. To help alleviate these issues and enhance overall function of the interchange area, geometric and capacity improvements to the road network are proposed as well as enhancements to pedestrian/bicycling facilities and multi-modal connectivity.

Figure 1. Project Vicinity Map
As noted earlier in this report, considerable time has been spent studying potential effects of the proposed interchange improvements on transportation conditions and the surrounding environment. An Environmental Assessment was completed in 2005. In 2006, the Recommended Interchange Alternative was evaluated in a Revised Environmental Assessment, which updated the 2005 EA, as needed, based on acceptance of the preferred alignment alternative. Following review of these environmental documents, a Finding of No Significant Impact (FONSI) was signed by the Federal Highway Administration in December 2006.

The Final Interchange Area Management Plan (IAMP) for the Woodburn Interchange, published June 2006 and adopted by the Oregon Transportation Commission (OTC), documents interchange management measures agreed to by the City and ODOT. It summarizes information on the Woodburn Interchange Project's background, purpose and need, relevant plans and policies, land use and environmental issues, transportation conditions and deficiencies, alternatives development and analysis, plan recommendations, public involvement, and implementation strategies.

**Project Description**

The Recommended Interchange Alternative is a hybrid of the “widen north” and “widen equal” alternatives (developed and evaluated in the 2005 EA) that would reconstruct the interchange at the junction of I-5 and OR 214 and OR 219 to a partial cloverleaf-A (loop ramps in advance of the overcrossing structure of I-5) and widen OR 214 and OR 219 equally or northerly of the existing centerline, depending on the segment. The Recommended Interchange Alternative widens the overcrossing structure to the north. The design alignment along existing OR 214 east of the Woodburn Interchange is addressed using the following principles:

- Public support for widening north of the existing centerline west of Evergreen Road.
- Shift the alignment towards an equal widening on both sides of the existing centerline, as is practical and feasible, between Evergreen Road and Cascade Drive.
- Between Evergreen Road and Cascade Drive, particular attention should be given to minimizing impacts, as is practical and feasible, to the property currently occupied by Kentucky Fried Chicken and to the Senior Estates properties adjacent to Oregon 214.
- East of Cascade Drive, particular attention should be given to providing as much space as is practical and feasible between the medical offices at the southeast corner of Oregon 214 and Cascade Drive and the back of the sidewalk running along the south side of Oregon 214.
PROPERTY ACQUISITIONS AND DISPLACEMENTS

The Recommended Interchange Alternative includes new 6-foot sidewalks with an additional 6-foot wide landscaped buffer between the sidewalk and the curb. A bicycle lane is provided in each direction along OR 214 and OR 219. A raised median is added and modifications to access for city streets would be made at Oregon Way, Evergreen Road, and Lawson Avenue. Further, the project alternative provides dedicated turning lanes onto local streets at key intersections with OR 214 along with local street improvements along Old Arney Road (MP 36.63), Lawson Avenue (MP 36.95), Evergreen Road (MP 37.02), Oregon Way/Country Club Road (MP 37.14), and Cascade Drive (MP 37.27).

To support multi-modal use, the project includes a new transit park and ride facility in the northeast quadrant of the interchange at the intersection of OR 214 and Evergreen Road, and an extension of Evergreen Road north of OR 214 to Country Club Court. The transit site, located north of OR 214 and between the extended Evergreen Road and I-5 northbound on-ramp, will facilitate alternative mode (bus) travel at the interchange. The Evergreen Road extension will provide alternative access to adjacent properties during and after construction.

Per discussion with ODOT staff, it is anticipated that construction staging areas will be located within the project footprint.

Purpose

The purpose of the Woodburn Interchange Project is to improve the traffic flow and safety conditions of the existing Woodburn/I-5 interchange.

Need

The exiting Woodburn/I-5 interchange does not meet current design and operational standards, which causes traffic to move at slower speeds and increases congestion. Future growth in the interchange area will increase congestion problems, increase the difficulty to access adjacent businesses, and increase the risk of safety to drivers, bicyclists, and pedestrians.
Affected Environment

Project Design Changes
The project design concept is the same as the alternative evaluated in the REA with the exception of the inclusion of a transit park and ride facility. The transit park and ride facility is planned at the northwest corner of OR 214 and Evergreen Road. While the transit facility has been part of the interchange concept for some time, it was not evaluated as part of the Recommended Interchange Alternative in the 2006 REA and is included in this analysis. In addition, placement of noise mitigating sound barriers is an updated design element—specific sound barrier design parameters were not known at the time of the previous analysis.

Inclusion of the transit center involves the extension of Evergreen Road to the north along the existing northern leg of the OR 214 / Evergreen Road intersection, providing improved access to the transit center and adjacent properties (extension of Evergreen Road was an element of the Recommended Interchange Alternative and included in the previous environmental analysis).

The transit center facility would be constructed over an existing asphalt parking lot. Buildings formerly located at this site have been razed, only the parking lot and a few landscape trees remain.

Area of Potential Impact
The Area of Potential Impact (API) is the right-of-way (ROW) and easement footprint for the proposed project, encompassing improvements to the I-5 ramps and overcrossing, improvements to OR 214 and OR 219, improvements to associated city streets (including the extension of Evergreen Road), and the transit facility site.

The API for property acquisitions and displacements has not changed since the 2006 REA with the exception of the expanded project footprint at the location of the transit park and ride site.

Relevant Policies and Regulations
Relevant policies and regulations are provided as a reference. The only updated guidance from the previous analysis is the ODOT Right-of-Way Manual. The other relevant policies and regulations listed below are unchanged.

Federal
The Uniform Act establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The Act's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally-funded projects.
Rights-of-way and other real properties are obtained under the provisions of Public Law 91-646, the "Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970" and related amendments. ORS Chapter 35 directs ODOT to comply with the Uniform Act in its acquisition program.

Title III of the Uniform Act and implementing regulations ensure that owners of real property to be acquired for federal and federally assisted projects are treated fairly and consistently. Also, the laws and regulations were written to encourage and expedite acquisition by agreements with owners, to minimize litigation, relieve congestion in the courts, and to promote public confidence in the land acquisition program.

Replacement housing will be open to all persons regardless of race, color, religion, sex or national origin, in conformance to Title VIII of the U.S. Civil Rights Act of 1968.

State


The ODOT ROW Manual is regularly updated to reflect federal and state policy regarding land acquisitions, appraisals, access rights, utilities, displacements, relocation, and property management procedures.

Local

**Woodburn City Ordinance No. 3.102**

This ordinance section addresses utilities and requirements for public utility easements on private property.

**Environmental Consequences**

The 2005 EA and 2006 REA provided information on estimated property acquisition impacts. This included an estimated six to nine business displacements, a vacant building displacement, three to five residential displacements, 57 to 58 affected tax lots, and 11.1 to 12.3 acres of new ROW. With greater refinement of the project design, new estimates are provided in this section that include similar sliver acquisitions as considered before as well as the anticipated effect of incorporating permanent easements into the project design. In addition, updates to sound barrier placement and design has added a new potential impact to residential properties on the west side of I-5 (north side of OR 219). The transit center facility would be constructed over an existing asphalt parking lot. The transit site consists of several parcels owned by ODOT; therefore, inclusion of the transit site does not affect this property acquisitions and displacements analysis.
At this time, ODOT is currently negotiating property acquisitions with property owners and does not have a detailed final accounting of ROW impacts. To update property impacts for this analysis, ODOT’s preliminary roadway design layout (October 2011 MicroStation file) was evaluated by Otak, Inc. to estimate property acquisition impacts. The design layout from ODOT contained only partially completed ROW lines, therefore the following assumptions were made to determine the placement of ROW fee takings and easement lines:

- Permanent ROW: 1-foot offset from edge of sidewalk
- Permanent Easement: 10-foot offset from Permanent ROW
- Temporary Easement: 5-foot offset from edge of structure or driveway

The ODOT design is still preliminary in nature and should not be taken as the final source for property impacts. It is necessary for a ROW specialist to verify property acquisition locations, quantities, and cost estimates.

Based on ODOT’s preliminary design layout, 123 tax lots are potentially affected in the API due to ROW acquisitions (fee simple and for access control/elimination of access) as well as permanent easements for slopes and utilities. Partial acquisitions are anticipated on 110 of the 123 lots with 13 potential displacements. A full acquisition of a vacant parcel is proposed on the north side of OR 214 where the highway curves to the south. This 1 acre parcel would be the site of a new stormwater detention pond. The total quantity of property acquisitions is estimated to be 10.4 acres—6.2 acres for additional ROW, 3.2 acres of permanent easement, and 1 acre for full acquisition of the stormwater detention pond site. In addition, a total of 0.2 acres of temporary construction easements will likely be required from 38 of the 123 lots.

To a large extent, the I-5 interchange ramp modifications occur in existing ODOT ROW with the exception of the ramp improvements in the NW and SE quadrants. Strips of new ROW are typically required on OR 214 and OR 219 and intersecting streets. New ROW is also needed to accommodate the Evergreen Road extension to the transit center facility. All of this was considered in the previous property acquisitions analysis.

The project would displace an estimated six (6) residences and seven (7) businesses to accommodate the facility improvements. The potential residential displacements are caused by installation of sound barriers to mitigate traffic noise. On the east side of the interchange, four possible residential displacements are located in the Senior Estates neighborhood on the north side of OR 214 (two of these properties have been purchased by ODOT). To the west of the interchange, two possible residential displacements are located on the north side of OR 219. These two displacements are under consideration pending final design of the sound barrier and would represent new displacement impacts compared to the 2005 EA/2006 REA analysis.
PROPERTY ACQUISITIONS AND DISPLACEMENTS

The seven business displacements consist of one family-style restaurant, one fast-food restaurant, two gas stations, one bank, one utility trailer sales business, and one pharmacy (the pharmacy business moved before initiation of the ROW process). A private billboard advertising sign will also be displaced. These impacts were previously considered in the 2005 EA/2006 REA. Note that the potential displacements are assumed and subject to change based on evaluation of completed property appraisals.

All affected tax lots would have a permanent easement to accommodate utility, slope, drainage, and/or sound wall improvements. A portion of these lots would also have ROW acquired or placement of a temporary construction easement. The 123 affected tax lots are inclusive of the 13 properties identified as displacements, as shown in Table 1.

Table 1: Tax Lots Affected by Project ROW and Easements

<table>
<thead>
<tr>
<th>Acquisition Type</th>
<th>No. of Tax Lots Affected</th>
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<tbody>
<tr>
<td>Permanent ROW and Permanent Easement</td>
<td>78</td>
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<tr>
<td>Permanent Easement Only</td>
<td>55</td>
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<tr>
<td>Total Permanent Effects</td>
<td>123</td>
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</table>

<table>
<thead>
<tr>
<th>Displacements</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Business</td>
<td>7</td>
</tr>
<tr>
<td>Residential</td>
<td>6</td>
</tr>
<tr>
<td>Total Displacements</td>
<td>13</td>
</tr>
</tbody>
</table>

| Temporary Construction Easement         | 38                       |

Possible Mitigation

As the interchange project progresses to final design, site-specific design modifications could be considered to mitigate or avoid potential property impacts. Property owners would be compensated with payment of fair market value for strip takes and full acquisitions. The provisions of the federal Uniform Relocation Act shall be followed to provide relocation assistance for displaced businesses and residences.

Conclusion

To accommodate project facilities, slopes, drainage, and utilities, the Woodburn Interchange and Transit Facility project will require additional ROW and easements than that considered in the 2006 REA. Potential displacements of homes would be due to street widening on OR 214 and OR 219 and installment of sound barriers. Business displacements would be due to I-5 ramp modifications, OR 214 improvements, and closures of driveway access to protect the function of the interchange.
These impacts can be mitigated through compensation to property owners and ODOT’s standard ROW negotiation and relocation process.

The number of residential and business displacements currently identified is generally consistent with previous findings. Compared to the 2005 EA, two possible residential displacements to the west of the interchange were not previously identified. Overall, the number of affected tax lots has increased. These changes are likely due to greater refinement of the project design and largely a consequence of having permanent easements and sound barriers included in the updated design assumptions. The transit park and ride facility does not affect the property acquisition quantities. Potential impacts are summarized in Table 2, including those described in the 2005 EA and 2006 REA as well as updated or new impacts identified for the 2012 REA. The ROW and displacement quantities are estimates and may change as the project design is finalized. The number of displacements is not likely to increase.

Table 2: Woodburn Interchange and Transit Facility Summary of Potential Impacts, Benefits and Mitigation Measures

|--------------------------|---------------------------------------------------------------|------------------------------------------------|---------------------|
| Property Acquisitions and Displacements | • Estimated 6 to 9 business displacements  
• Estimated 3 to 5 residential displacements  
• Displacement of 1 vacant commercial building  
• 57 to 58 total tax lots affected by ROW acquisition (easements were not considered in the previous analysis)  
• 11.1-12.3 acres of additional ROW | • Same impacts as identified in 2005 EA/2006 REA, with exception of these updates:  
• 123 total tax lots affected by ROW acquisition (6.2 acres) and permanent easements (3.2 acres)  
• 2 potential new residential displacements—west of I-5 and north side of OR 219  
• 1 full acquisition of vacant 1 acre parcel (site of new stormwater detention pond)  
• 0.2 acres of temporary easements for construction staging | • Compensation to property owners  
• Relocation assistance  
• Site-specific design modifications to minimize or avoid property impacts |
PROPERTY ACQUISITIONS AND DISPLACEMENTS

References


Woodburn Interchange Project Revised Environmental Assessment. Federal Highway Administration and Oregon Department of Transportation, November 2006.