

### **3.13 Displacement, Disruption, and Relocation**

This section discusses the impacts of the project through displacement, disruption and relocation of residences and businesses. The Tier I FEIS contains a discussion of these impacts at the corridor level. The Tier II analysis considers additional project details and provides more specific mitigation measures. While this section focuses on the impacts to residences and businesses in the corridor, it is closely related to the land use changes caused by the project that are discussed in Section 3.11.

Displacement and disruption as used in this section are defined as follows:

- Displacement refers to any structure or use that would be permanently displaced as the result of new right-of-way (ROW) acquisition.
- Disruption refers to any disturbance of access, parking, landscaping, etc. that would not result in the displacement of the associated property.

When a displacement occurs, the property owner is entitled to relocation assistance in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. Chapters 8.25 and 8.26 of the Revised Code of Washington govern the ROW acquisition process. All Tribal Trust properties potentially impacted by the project have been addressed in Section 3.11.1. FHWA, WSDOT, the Bureau of Indian Affairs, and the Puyallup Tribe of Indians will coordinate site specific requirements for each parcel affected.

#### **3.13.1 Studies Performed and Coordination Conducted**

This section incorporates information from the *SR 167 Tier II EIS Displacement and Relocation Discipline Report* (Washington State Department of Transportation [WSDOT] 2004) and updated information contained in a WSDOT memorandum dated July 14, 2006. Aerial photographs, census data, county assessor's data, land use codes, and site inspections were used to determine the characteristics of potentially displaced or disrupted residences and businesses in the project vicinity.

Right-of-way requirements and associated disruptions and displacements were identified based on WSDOT preliminary project design drawings and reinforced by site inspections of the proposed project area. All businesses potentially displaced by proposed project improvements were contacted to obtain information regarding the nature of their business, number of employees, and whether they had any particular or unique needs for replacement sites if they were to relocate for any reason. Managers of residential development units (apartments) that would potentially be displaced were contacted to obtain information on current housing costs, number of bedrooms, vacancies, and other data.

### **3.13.2 Affected Environment**

The study area (defined in Section 3.1) includes industrial, commercial, vacant/undeveloped, residential, and agricultural land uses (see Section 3.11 for a discussion of land uses and socio-economic conditions within the study area). Table 3.11-5 provides a community profile including information on total population, minority percentages, median household income, per capita income, percentage of low income households, handicap population percentage, and elderly population percentage.

### **3.13.3 Impacts of Construction and Operation**

The impacts of construction and operation are considered together because displacement of a business or residence occurs at the time of construction while disruption occurs during construction and may continue after the transportation facility is operating. The source and nature of the disruption may change between construction and operation, but the affect on the business or residence remains similar.

#### **No Build Alternative**

The No Build Alternative assumes that the proposed project would not be constructed and that no ROW would need to be acquired. Land use development trends would continue to occur under this alternative according to land use plans, zoning designations, and regulations adopted pursuant to the GMA by the affected jurisdictions that directly surround the proposed SR 167 highway extension.

Local jurisdictions and WSDOT would continue to improve both the local and state route transportation network in the study area. As a consequence, these agencies would acquire new ROW for the various improvements. These projects include road widening, new lanes, park and ride lots, intersection upgrades, HOV lanes, sidewalks and bike lanes, and ramp improvements. The location of new ROW under the No Build Alternative cannot be determined at this time but is likely to be substantially less than what is required for the Build Alternative. Which uses or buildings would be displaced would be determined at the time of design and permitting for any particular improvement.

#### **Build Alternative (Preferred)**

Additional ROW acquisition along the proposed project corridor will convert existing land uses to transportation-related uses as a result of the project alignment, stormwater facilities, riparian restoration, and the relocation of Hylebos Creek (see Section 3.11). Land acquisition will depend upon final design and the options selected for the 54th Avenue East, I-5, Valley Avenue, and SR 161/SR 167 interchanges. The total acreage required for new ROW and siting of weigh stations and two park and ride lots ranges from approximately 286 to 306 acres depending on the selected interchange options. Riparian restoration will require approximately 214 to 237 more acres of ROW, and additional ROW will be needed for wetland mitigation.

Existing vacant and agricultural uses will be affected the most, with 95 to 105 acres vacant/undeveloped land and 91 to 112 acres of agricultural land converted, depending on the final approved design. Other uses converted include 42 to 48 acres of residential, 40 to 43 acres of commercial/industrial, and 9 to 11 acres general/public land. The latter includes public property and general use such as city facilities, churches, educational, and recreational activities.

Table 3.13-1 depicts the number of residential units and businesses displaced that result from ROW acquisition for each interchange option including associated mainline. For the Preferred Alternative, a total of 57 single-family residential units, 12 multi-family apartment units, 9 manufactured home units, 22 to 27 businesses, 1 public facility, and 1 farming operation will be displaced under the Build Alternative.

The impacts due to the riparian restoration in the build alternative are discussed separately. Later in this section, Table 3.13-2 depicts the number of residential units and businesses displaced that result from ROW acquisition because of the riparian restoration proposal. The number of displacements and relocations are contingent on final approved design plans (see Chapter 2 for a description of the preliminary design plans).

**Table 3.13-1: Summary of Displacements (Preferred Alternative)\***

	Single Family Units	Manufactured Homes and Multi-Family Units	Business	Public Facilities	Farms
<b>54th Ave E Interchange</b>					
Preferred Loop Ramp	9	9 (manufactured homes)	8	1	0
<b>I-5 Interchange</b>					
	31	12 (apartments)	14	0	0
<b>Valley Ave Interchange</b>					
Preferred Valley Ave	11	0	2	0	1
<b>SR 161/167 Interchange</b>					
Preferred Urban Interchange	6	0	1	0	0
<b>Total</b>	<b>57</b>	<b>21</b>	<b>25</b>	<b>1</b>	<b>1</b>

\*Displacements for other interchange options are described in the following text.

The majority of anticipated displacements will occur within the Fife City limits. The residences are mostly older single-family residential units located in the North Fife area and in the vicinity of the I-5 interchange near 70th Avenue East. The bulk (14) of the affected businesses is located in the vicinity of the I-5 interchange. The manufacturing/industrial businesses affected by the proposed alignment are located north of I-5, primarily in the vicinity of the northern limit of the project (54th Avenue East).

A description of affected homes, business, and other impacted properties is provided in the *SR 167 Tier II EIS Displacement and Relocation Discipline Report* (WSDOT 2004). This section summarizes impacts of the Preferred Alternative to these properties.

### **54th Avenue East Interchange**

#### *Preferred Loop Ramp Option*

ROW will be required for the construction of travel lanes and interchange ramps. Residential units that will be impacted include nine manufactured home units located in the Hybelos Creek Estates and up to nine single-family homes.

Eight commercial businesses will be impacted including: Jesse Engineering, Waste Management, Art Morrison Enterprises Inc., Northwest Fruit & Produce, Maid Brigade, Odom Corporation, Metal Roof Specialties, and the Selma R. Carson Home.

The proposed alignment will impact the new OPUS Fife North Landing on 8th Street East, east of 54th Avenue East, where three businesses are operating. The loop ramp option will require partial acquisition for project ROW and will disrupt property access. ROW requirements for the Loop Ramp option will displace at least one of these businesses. Under the Loop Ramp option one City of Fife water control station located at the corner of 54th Avenue East and 8th Street East may be displaced.

#### *Half Diamond Option*

ROW would be required for the construction of travel lanes and interchange ramps. Displacements under this option include 4 mobile home units, up to 10 single-family homes, and 3 additional single-family residences located at the end of 10th Street Court East would be displaced from loss of access resulting from the closure of the road by a SR 167 southbound off ramp.

Five commercial displacements would be expected as a result of ROW acquisition including: Jesse Engineering, Northwest Fruit & Produce, Maid Brigade, Odom Corporation, and the Selma R. Carson Home.

Art Morrison Enterprises, Waste Management, and Metal Roof Specialties, would experience substantial disruption of property access that would not be expected to result in displacement of the businesses. The disruptions and displacements to the new OPUS Fife North Landing commercial development would be similar to those under the Loop Ramp option.

### **I-5 Interchange**

ROW will be required for the construction of travel lanes, interchange approaches and ramps, two roundabouts and approaches at 70th Avenue East and 20th Street East, 70th Avenue East bridge relocation, and the realignment of 20th Street East. Residential displacements will include up to 4 single-family residences located along 67th Avenue East and at 70th Avenue East off of SR 99 and up to 21 single-family homes located along 70th Avenue East near the intersection of 70th Avenue East and 20th Street East. In the vicinity of the

western most proposed 20th Street East roundabout up to 6 residential units, all single-family, will be displaced. Up to 5 more single-family homes could experience substantial disruption from property access, which may not result in displacement pending final design of the 20th Street East realignment and roundabouts.

Twelve rental units (two buildings) in the Mountain View 241-unit apartment complex will be displaced by proposed project ROW.

Fourteen commercial displacements will be expected as a result of ROW acquisition including: Liberty Distributing Inc. (Vitamilk), Western Superior Structurals Manufacturing, Java Junkie, Olympic Boat, Shurgard Storage, Quality Home Enclosures, Heartland, Urban Paintball Park, Freeway Trailer Sales, Great American RV, Kanopy Kingdom, Xplorer Motorhomes NW, Linwood Homes, and Golden Rule Motel (which has been sold and demolished since the Draft EIS).

Great American RV, Auto Center at Fife, Fife Commerce Center and Secoma Fence will experience various types of disruptions due to ROW acquisition that is not expected to result in a displacement of the businesses. The Executive Inn, Selden's Furniture, and Acura of Fife will experience disruptions of existing landscaping along I-5.

### **Valley Avenue Interchange**

#### *Preferred Valley Avenue Option*

ROW will be required for the construction of travel lanes, interchange approaches, and ramps. Under the Preferred Valley Avenue option, up to 11 single-family homes may be displaced. Up to nine additional residences located along Valley Avenue and Freeman Road will experience disruptions of property access as well as varying degrees of partial acquisition for project ROW, but will not be expected to result in displacements.

Commercial displacements include H&K Underground and Holt Drilling. One single-family residence is also located on site and will be displaced.

Pending final design, the Washington Lettuce and Vegetable may be displaced by the siting of a 16-acre park and ride lot west of the Preferred Valley Avenue interchange.

Under the Preferred Valley Avenue option, there will be some disruptive impact to parking and property access for two commercial businesses: Cross Smoke Shop and an espresso stand. These businesses will not be displaced.

It is expected that the farming activities will also be displaced at the former experimental agricultural research site (32 acres) of the Washington State University (WSU) Cooperative Extension. This property was purchased by WSDOT in 2004.

Three other farming operations are located between 20th Street East and Freeman Road south of Valley Avenue. Most of these farming activities are occurring on

leased land. All three farms will be impacted by the acquisition of property that is currently under cultivation. The farming activities of two farms will experience substantial disruptions caused by the alignment bisecting cultivated parcels, however bisection is not expected to result in displacement. Section 3.12 discusses impacts to farmlands in the study area.

#### *Valley Avenue Realignment Option*

ROW would be required for the construction of travel lanes, interchange approaches and ramps, and the realigned portion of Valley Avenue. Residential displacements under this option would include up to 17 single-family residences. As with the Preferred Valley Avenue option, residences located along Valley Avenue and Freeman Road would experience disruptions of property access as well as varying degrees of partial acquisition for project ROW that would not be expected to result in displacements.

Up to 11 rental units (four buildings), and a 12-bay storage unit, along with two singlewide mobile homes would be directly displaced by ROW requirements for the realigned Valley Avenue.

Commercial business displacements would be similar to those under the Preferred Valley Avenue option (H&K Underground and Washington Lettuce and Vegetable) as well as Holt Drilling located on Freeman Avenue (which has one of the single-family residences located on site). Three other commercial businesses may experience some disruptive impacts due to property access revisions and temporary loss of parking but this would not result in any displacements.

Under the Valley Realignment option, the displacements and disruptions to farming at the former WSU Cooperative Extension experimental farm research site would be the same as those under the Preferred Valley Avenue option.

#### *Freeman Road Option*

ROW would be required for the construction of travel lanes, interchange approaches and ramps, and realignment of the Freeman Road/Valley Avenue intersection.

Up to 16 single-family homes would be displaced. Three single-family units along Freeman Road would experience disruption of property access, which could result in displacement pending final design of Freeman Road and the Freeman Road/Valley Avenue intersection.

In addition to displacements and disruptions of commercial businesses similar to the two previous Valley Avenue interchange options, the Freeman Road option would displace Firwood Corner Grocery (where one of the single-family residences is located on-site) and disrupt the Firwood Tavern.

Displacements and disruptions to farming operations would be similar to those under the previous two options. However, disruptions under the Freeman Road option may also include substantial disruption to one farm located along Freeman

Road. The disruption to farming would not be expected to result in a displacement.

### **SR 161/SR 167 Interchange**

#### *Preferred Urban Option*

Between the Valley Avenue interchange and the SR 161 interchange, ROW will be required for the construction of travel lanes, interchange approaches, ramp improvements, the Puyallup bridge reconstruction, and two weigh stations. Less new ROW is required along this segment because there is existing ROW associated with the current SR 161 alignment and SR 512/SR 167 interchange.

New ROW for the southbound ramp to SR 167 will impact approximately four to six single-family homes that may be displaced. Displacement may occur to one business (UniFirst Uniforms), but may be avoided through the use of retaining walls. This will be determined during final design.

Disruption will occur to a leased farming operation in the form of fragmentation. Parking and property access of Puyallup Mini-Storage may be disrupted including potential displacement of three of the storage buildings, but displacement of the business is not expected. Disruption will also occur to a portion of paved parking in an industrial park.

#### *Diamond Medium Option*

The Diamond Medium Option would have the same impacts as discussed under the Preferred Urban Option. However, this option may displace the Puyallup Mini-Storage rather than just disrupt it as under the Preferred Urban Option. The projected ROW would displace the facility's offices and three storage buildings of Puyallup Mini-Storage. The property is not large enough to accommodate relocation of the offices on the property, thereby resulting in displacement of the business. The single-family residential unit located on site would also be displaced.

As under the Preferred Urban interchange option, the proposed alignment and weigh stations would cause fragmentation of farmland on site. The Diamond Medium option would have a similar impact to the farming operation and would not result in displacement.

#### *Diamond Low Option*

ROW would be required for the construction of travel lanes, interchange approaches, ramp improvements, and two weigh stations. Under this option, impacts would be similar to those of the Diamond Medium interchange option except for the Puyallup Mini-Storage. It may experience only disruption rather than displacement.

### **Riparian Restoration**

The Hylebos Creek realignment and proposed Riparian Restoration Proposal, that will restore floodplains along the lower Hybelos, Wapato and Surprise Lake Creeks, will require additional ROW acquisition and removal of human made

structures. Depending on the interchange option selected, a total of approximately 106-113 acres of land would be converted to riparian habitat.

Depending on the interchange options selected, an additional 22 single-family residential units, eight manufactured home units, five to six businesses, three City of Fife public facilities, and one farming operation could be expected to be displaced when the riparian restoration proposal is implemented (Table 3.13-2).

**Table 3.13-2: Summary of Riparian Restoration Proposal Displacements (Preferred Alternative Only)**

	Single Family Units	Manufactured Home and Multi-Family Units	Business	Public Facilities	Farms
<b>Mainline</b>					
SR 509 to I-5	7	8	1	2	0
I-5 Interchange	5	0	1	0	0
I-5 to Valley Avenue	3	0	0	1	1
<b>Interchange Options</b>					
<b>54th Ave E Interchange</b>					
Preferred Loop Ramp	0	0	0	0	0
<b>Valley Ave Interchange</b>					
Preferred Valley Ave	11	0	1	0	0
<b>Total</b>	<b>26</b>	<b>8</b>	<b>3</b>	<b>3</b>	<b>1</b>

Twelve of the displacements will occur North of I-5 and East of 54th Avenue East. Most of the residences are older single-family residential units, the majority of which are located along 12th Street East, 62nd Avenue East, and 67th Avenue East. No displacements, as a result of the riparian restoration proposal, will occur at the SR 161/SR 167 intersections and associated mainline in Puyallup.

To accommodate the riparian restoration proposal between 54th Avenue East and I-5, the mainline roadway will be constructed on embankment rather than on structure. ROW will be acquired to construct the mainline roadway at ground level as well as bicycle/pedestrian facilities. No displacements will occur under the 54th Avenue East interchange option as a result of the riparian restoration proposal requirements.

*SR 509 to I-5 Segment*

Between 8th Street East and 12th Street East the displacement of seven single-family residential units and outbuildings, sheds and a water control station belonging to the City of Fife are anticipated as result of the riparian restoration proposal. Two parcels owned by the Puyallup Tribe of Indians, located in the vicinity of 12th Street East, will be impacted by the riparian restoration proposal and will result in the displacement of a single-family residence.

Eight manufactured homes in the Hylebos Creek Estates will be directly displaced by land acquisition for riparian restoration. The roadway ROW would displace nine units. The riparian restoration proposal together with the roadway ROW will displace the entire Hylebos Creek Estates complex, where all 17 of the manufactured homes were occupied as of July 3, 2002. The park consists of a combination of retirees and young families.

#### *I-5 Interchange Segment*

Riparian restoration will also require the removal of 62nd Street East from 12th Street East to 8th Street East and removal of 8th Street East from 62nd Avenue East to the new SR 167 alignment. One single-family residence located near the intersection of 8th Street East and 62nd Street, one business (Sound Analytical), along 8th Street East, and a City of Fife water station, located off 8th Street East will be displaced due to loss of property access as a result of the proposed riparian restoration site. A well associated with a residential unit adjacent to the project has the potential to be disrupted, which could impact the adjacent property.

At the I-5 interchange up to three residential displacements along 67th Street will occur. The riparian restoration proposal will directly displace eight of the residential units and one will be displaced as result of loss of property access. Three businesses; Secoma Fencing, H&H Diesel Service Inc., and NW Bus Sales will be directly displaced by this plan. Secoma Fencing also contains a single-family residence located on the business property that will be displaced as well.

#### *I-5 to Valley Avenue Segment*

Riparian restoration along SR 99 (Pacific Highway) will occur within the proposed alignment footprint that has been already accounted for and will not result in additional displacements or disruptions. Displacements along the mainline from I-5 to Valley Avenue will consist of two residences, and one farming operation. A farming operation located along 20th Street East will be bisected by the riparian restoration proposal, which will directly displace a single-family home and associated farming buildings located on the property.

At the Valley Avenue interchange, the Preferred Valley Avenue option will require 47 acres for riparian restoration. Displacements will include nine single-family residences, one multi-family residence, and two businesses (Firwood Tavern and Holt Drilling).

#### *Other Interchange Options*

The Freeman Road option would require 66 acres for riparian restoration. Twelve displacements would occur under the Freeman Road option, 12 single-family residences and one multi-family residence.

The Valley Avenue Realignment option would require 57 acres for riparian restoration. Residential displacements due to riparian restoration under the Valley Avenue Realignment Interchange Option would include eight single-family residences. One business located on Valley Avenue would be displaced (Drywall Inc.) under this interchange option as a result of riparian restoration.

## **Mitigation Areas**

The Conceptual Mitigation Plan (Section 3.3.5) includes several areas where mitigation could be designed for unavoidable impacts to wetlands. Most mitigation areas being considered are along the Build Alternative, and in some cases associated ROW acquisition would affect numerous properties. Displacements, disruptions, and replacements will be considered during the selection of sites for detailed mitigation design.

### **3.13.4 Mitigating Measures**

#### **Minimization of Displacements and Substantial Disruptions**

Some displacements may be avoided through final design measures, including the use of retaining walls and other modifications resulting in reduced ROW requirements. These will be determined during final design.

Mitigation measures that may be implemented to minimize disruption impacts from construction include maintaining access to existing uses wherever possible. These measures are also discussed in Sections 3.11 and 3.14 on Land Use and Transportation respectively. The contractor will be required to submit an approved construction plan before the start of construction activity. Affected businesses and residences will be notified of construction activities in advance (including any necessary closures and detours), and reasonable efforts will be made to minimize traffic disruptions and access revisions during construction.

In some cases, the future use of affected property may change prior to any project acquisition. Mitigation will depend on the land use at the time of acquisition.

The Real Estate Services Division of WSDOT conducts all displacement negotiations as part of the acquisition process. WSDOT will conduct a negotiation for each property owner affected. The terms of the acquisition may include relocation assistance if the property owner is eligible. During the relocation negotiations, all reasonable options for minimizing the extent of the displacement are examined. FHWA and WSDOT may identify site-specific changes in the design of the facilities that could lessen the impact of the displacement. The *Displacement and Relocation Discipline Report* (WSDOT 2004) contains some suggestions on minimizing displacement impacts to specific properties.

#### **Relocation Assistance**

Where ROW acquisition is needed, the acquisition and relocation program will be conducted in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. Relocation resources are available to all relocated residents and businesses without discrimination. Chapters 8.08, 8.25, and 8.26 of the Revised Code of Washington govern ROW acquisition proceedings. These laws ensure fair and equitable treatment of those displaced. They also encourage and expedite acquisition of property by negotiation.

Federal and state laws require that no person can be required to move from his or her residence unless comparable replacement property is available for sale or rent within the displaced person's financial means. The location and sale price or rent of the comparable property is made available to the displaced individual.

The benefits for displaced business can include moving costs reimbursements, re-establishment costs, and fixed schedule moving options. The eligibility of the business for these benefits and the amounts will be determined at the time of displacement.

### **Availability of Replacement Housing and Commercial Businesses Relocation Sites**

#### *Replacement Housing*

Relocation of displaced residents depends on the availability of residences similar in cost and access to services. Review of the study area on July 14, 2006, identified 186 single-family homes for sale. Eighty-three single-family homes for rent were identified, as well as 47 apartment complexes with vacancies. Therefore, more than adequate housing should be available for all persons displaced.

#### *Commercial Business*

In total, 45 listings of commercial land were available on August 14, 2001 within the project vicinity. The majority (21) of the land listings were in the Puyallup area. Fife had the second largest number of listings with 19, followed by Edgewood with four. All but four were sites greater than one acre in size. In addition, a total 20 listings of improved commercial properties were available. Six of the listings were for office properties, four retail, and ten industrial. All but three of the improved commercial listings were located in Puyallup, with the remainder located in Fife. Based on these findings, there appears to be adequate commercial space available within the vicinity of the proposed project area to accommodate displaced businesses.

#### *Agricultural Lands*

There is no requirement to replace the farmlands displaced by the project. Some of the farm operations may be eligible for benefits as displaced businesses. Locating suitable replacement farmlands will be difficult. Within Pierce County, there are 16,798 acres that are agricultural designated lands. Other rural designated land could be used for farming purposes (Erkkinen 2001). Many of these lands, like those in the study area, are under increasing development pressure to convert to commercial, industrial, or residential uses. These trends will continue in the future making farming a difficult business for which to find replacement lands.

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