



**DATE:** May 10, 2017  
**TO:** Board of Commissioners  
**FROM:** Kimberly Branam, Executive Director  
**SUBJECT:** Report Number 17-15  
Update on the Union Station Rehabilitation Strategy

**BOARD ACTION REQUESTED**

No action is requested; information only.

**SUMMARY**

The purpose of this item is to update the Portland Development Commission (PDC) Board of Commissioners (Board) on the proposed improvements to stabilize and rehabilitate PDC-owned Union Station located in the River District Urban Renewal Area (see Attachment A) and build capacity to be able to accommodate future forecasted passenger rail traffic. At the May 10, 2017 PDC Board meeting, staff will update the PDC Board on the grant milestones completed for Union Station Building and Tracks Project (Project), a description of the proposed improvements, a summary of the public outreach process, and remaining milestones. Staff will also take the opportunity to brief the PDC Board on how work at Union Station is consistent with and complements the Broadway Corridor Framework Plan.

Staff anticipates returning to the PDC Board at the end of the preliminary engineering phase to present any modifications to the Project, cost estimates, proposed implementation scheduling and funding opportunities.

**BACKGROUND AND CONTEXT**

Portland's Union Station is the oldest major passenger terminal on the West Coast; it opened for service in 1896 and has been in continuous operations since that time. There was a significant renovation and modification to the original waiting and passenger service areas completed during 1927-30. During the World War II era, a small nursery addition was constructed on the track side of the station for mothers and their children. Since 1945, there are multiple known changes to Union Station, but the station looks much like it did in the 1930s. However, the track yard, including platforms and canopies, has been serially modified over the station's history in response to changes in passenger rail needs. In 1975, Union Station was listed on the National Register of Historic Places. On September 9, 1987 the PDC Board through Resolution No. 3600 approved the acquisition of the 31-acre Union Station property in the Downtown Waterfront Urban Renewal Project for its redevelopment opportunity. Portions of that property have been redeveloped into what is now the Yards at Union Station, Station Place Garage, the OSU Food Innovation Center, ZIBA, Courtyard by Marriott, Bud Clark Commons, Multnomah County Health Building, and the 9<sup>th</sup> and Northrup office building. The Union Station property currently includes the Station building, the Annex, four of the five existing tracks, and the two passenger platforms and

canopies. The fifth existing track is owned by Portland Terminal Railroad Company (PTRR) used mostly for freight trains.

Union Station is on the U.S. Department of Transportation's Federal Railroad Administration (FRA)-designated, 466-mile Pacific Northwest Rail Corridor that extends from Eugene, Oregon to Vancouver, British Columbia. Union Station is currently serviced by ten daily passenger trains for Amtrak's Cascades, Coast Starlight, and Empire Builder routes; two more daily trips to Seattle will be added this summer.

Over the last ten years, several critical repair and maintenance projects have been completed at Union Station, including: in-kind replacement of the metal roof tiles, gutters and downspouts; partial seismic stabilization; and the repair and/or in-kind replacement of windows and doors. Additional repairs are needed to stabilize and rehabilitate Union Station.

In late 2010, the Oregon Department of Transportation (ODOT) was awarded a grant under the FRA High-Speed Intercity Passenger Rail Program to complete Preliminary Engineering and analysis of potential impacts to the human and natural environment in accordance with the National Environmental Policy Act (NEPA) to support future final design and construction of track and building upgrades at Union Station. The NEPA process includes analysis of impacts under other federal requirements, such as Section 106 of the National Historic Preservation Act. PDC is the subrecipient, through ODOT, of these federal funds.

Through a competitive request for proposals (RFP) process PDC selected three consultant teams with a wide variety of expertise to complete a thorough conditions assessment, guide the creation of the alternatives considered, develop the proposed project, and complete the environmental review. Recognizing the importance of maintaining the historic integrity of Union Station, the PDC team entered into a robust review process with the Oregon State Historic Preservation Office (SHPO), which started during the conditions assessment and through conceptual design and development of the proposed project.

**Summary of Proposed Improvements** PDC, in partnership with ODOT, is proposing to modernize Portland's Union Station to meet current code standards, and future (year 2035) passenger rail demand based on the Washington State Department of Transportation's Long Range Plan for Amtrak Cascades and the Amtrak ridership forecasting developed for the Oregon Corridor Investment Plan. Preliminary design work for the proposed project is receiving federal grant funds from the FRA; however, construction of the proposed improvements is currently unfunded. Following is a high-level description of some of the proposed improvements:

*Union Station Building, Annex, and Canopies*

- Seismic upgrades throughout building, including clock tower and chimneys
- Modifications to building, elevators, and stairwells to meet current, applicable codes, including Building, Fire/Life/Safety, Structural, and Energy codes, and Americans with Disabilities Act (ADA) accessibility requirements to improve accessibility for people with disabilities and improve emergency egress
- Reorganization of first level floorplan to:
  - Minimize circulation conflicts between arriving and departing passengers
  - Increase efficiency and accessibility of ticketing, baggage, and passenger service areas
  - Repurpose ticketing counter into retail concession area
  - Refurbish south concourse area
  - Remove the nursery addition (beyond repair due to damage from water and mold)

- Improve accessibility, layout, and amenities for leasable offices spaces on upper floors
- Modernize building’s heating, cooling, electrical, and plumbing systems
- Replace canopies to meet current structural, accessibility, and rail design requirements
- Renovate annex building with seismic improvements, modernized heating, cooling, electrical, and plumbing systems, and other code required upgrades for commercial re-use

*Site*

- Remove annex parking lot
- Convert area near annex into a public plaza

*Railroad Tracks and Platforms*

- Update Tracks 1-4 rails, ties, and ballast and replace existing old or broken platform equipment
- Improve and modernize the train signal and communication systems
- Relocate the passenger crossing to accommodate the forecasted increase in passenger trains at Union Station
- Replace platforms to meet current rail design standards and improve access for persons with disabilities
- Upgrade platform utilities, including water, communications, compressed air, and electrical systems that serve passenger trains
- Improve roof/gutter and stormwater management systems for new platforms and canopies
- Install a new train re-fueling system and replace old track pan system for oil/fuel containment from locomotives
- Improve yard track crossings to facilitate Amtrak baggage and maintenance operations
- Rebuild Track #6 east of the existing Track #5 for freight rail movements around Union Station
- Install new track north of the NW 9th Avenue crossing to facilitate train movements and required train inspections
- Site changes would accommodate increased train movements to and from different tracks within the station and north of NW 9th Avenue necessary for the planned increase in Amtrak Cascades service by the year 2035

**Project Schedule** An overview of the project schedule is included in Table 1 (see below). ODOT and PDC began the project in the summer of 2014. The proposed project is being evaluated for potential effects on the human and natural environment. After considering feedback from the community and project stakeholders, ODOT and PDC will advance the proposed project to preliminary engineering, which is anticipated to be completed in winter 2018. As mentioned, construction of the improvements is currently unfunded.

Table 1. Project Schedule Overview

RFP for Building, Rail and Environmental Consultant Teams	Winter 2014-Summer 2014
Conditions Assessment	Summer 2014-Summer 2015
Coordination and initial consultation with Oregon State Historic Preservation Office (SHPO)	Fall 2014 – Summer 2016
Develop project concepts	Fall 2014 – Early 2015
Refine and screen project concepts	Spring 2016 – Summer 2016
Select and refine proposed project	Summer 2016 – Spring 2017
<b>Evaluate proposed project</b>	<b>Spring 2017</b>
<b>Public and agency review and comment</b>	<b>Spring 2017</b>



Continued consultation with Oregon SHPO and other Consulting Parties under Section 106 of the NHPA	Spring 2017 – Fall 2017
Confirm proposed project	Summer 2017
Preliminary engineering	Spring 2017 – Winter 2018
Submit NEPA documentation for review	Spring 2017 - Fall 2017
Obtain project funding for Final Design and Construction	2018 +
Final Design, Permitting, and Construction	Contingent on funding

**Public Involvement** Due in part to the complexity and extent of the proposed upgrades, FRA is requiring PDC to complete a well-documented Categorical Exclusion that includes a robust public outreach process and to solicit public feedback on the proposed project. One purpose of soliciting such feedback is to fulfil federal requirements regarding public and stakeholder involvement as required by NEPA and Section 106 of the NHPA. PDC is currently soliciting feedback from all interested organizations and the public regarding the proposed project; in particular, potential impacts to the historic station, natural resources, and transportation; socioeconomic and community impact considerations; and options to resolve identified adverse effects. Feedback received will be considered in the refinement of a proposed project.

**Public Notice** Between April 17 and May 4, 2017, staff provided public notice about the proposed project and opportunities to comment. Notice was provided through an advertisement in The Oregonian, a media release, bulk mailer to approximately 5,000 area businesses and residents, approximately 70 posters to businesses and residential buildings, hand delivering post card and sending emails to all Union Station tenants, and sending approximately 5,000 emails to PDC’s email list and to the Section 106 consulting parties.

**Tenant Open House** On April 20, 2017, staff met with approximately 20 Union Station tenants. Many of the questions and comments focused on specific tenant impacts like will they have to move and when, will there be money for relocation, and will rents increase. There were several questions focused on costs and funding for the proposed project and if PDC will maintain ownership of the station. There were also several questions about indoor air quality from idling trains, buses, vehicles, and smokers, limited need for air conditioning, and keeping the windows operable. Tenants would like to see shared conference room spaces included in the upgrades.

**Public Open House** On May 3, 2017, staff held a Public Open House to solicit feedback on the proposed improvements. Approximately 40 people attended over four hours; feedback and comments were mostly positive and supportive. There were several questions about how this project is coordinating with the Broadway Corridor Framework Plan, the desire to create great bicycle and pedestrian connections with future development, and to adjacent neighborhoods, parks and the river. There were many comments triggered by the proposed increase in train crossings at NW 9<sup>th</sup> Avenue, including noise from an increase in train idling, wheel squeal, and horns sounding in a quiet zone; pedestrian and bike safety at this crossing; and if a grade-separated pedestrian crossing could be part of this project. Funding related questions included whether the project would be broken into modules and phased or if full completion was even possible. Several attendees were concerned about freight trains carrying hazardous materials or coal thru the railyard. There were several comments about the need to improve the public address system and bad wayfinding in the station, on the platforms, and to the nearby neighborhoods, Streetcar, and Max lines. Several attendees mentioned safety concerns including homelessness and drug dealing in and around the station and on the Greyhound property. Comments related to the proposed platform canopies included if the new canopy structure could be painted to match the existing or if it could be one large structure over all the tracks; the increased coverage and

transparency were noted as important. Maintaining the heart and character of the existing station and not sacrificing it for commercial gain was also noted as important.

**Other Public Comment Opportunities** To broaden opportunities for public comment, staff created an online feedback forum to reach the public that were not able to attend the Public Open House in person. A Union Station webpage on the PDC website provides all the information that was presented at the Public Open House as well as additional project background information and Frequently Asked Questions. Comments are being collected between April 28 and May 10, 2017 via Survey Monkey. Organizations and Tribes identified as Section 106 Consulting Parties will have additional time to provide comments.

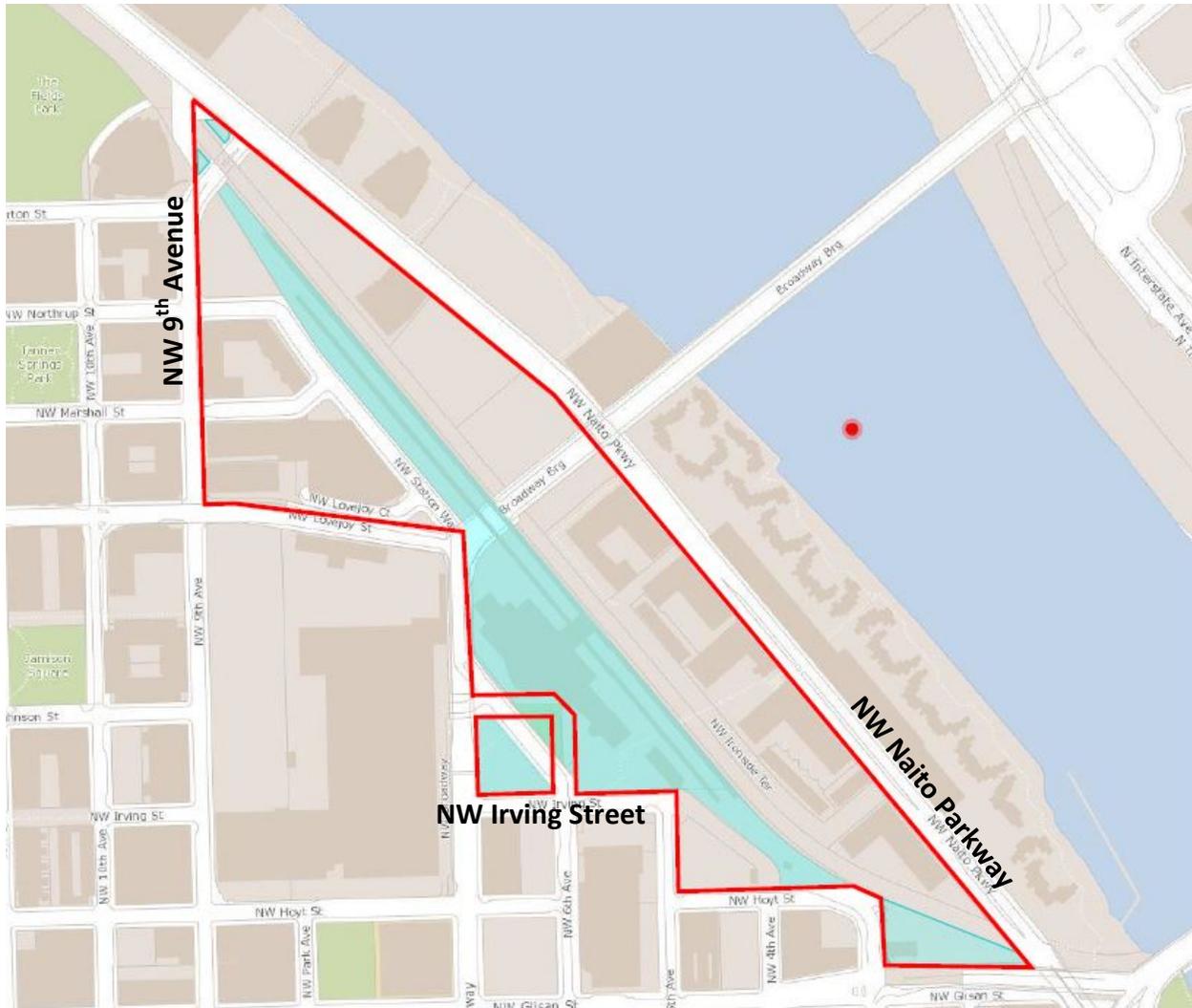
**Next Steps** With the conclusion of the NEPA and Section 106 public outreach efforts, public comments will be reviewed, compiled, and addressed. Staff will review the public comments received with FRA to determine if the project can continue under the current NEPA classification and if modifications need to be made to the proposed project as a result of comments received. Consultant teams will continue developing and refining the Preliminary Engineering drawings, approximately equivalent to a 30 percent design development set. Towards the end of preliminary engineering, consultant teams and staff will develop cost estimates, prioritize critical improvements, create a project phasing strategy and identify potential funding sources. Staff will return to the PDC Board to review the project at the end of preliminary engineering.

**Coordination with Broadway Corridor Framework Plan** Union Station is part of the 24-acre Broadway Corridor study area, which also includes the 14-acre United States Postal Service site. The Broadway Corridor Framework Plan recognizes the opportunity to revitalize Union Station as a gateway to the city and the neighborhood. PDC is coordinating ongoing planning efforts for Union Station and Broadway Corridor as appropriate. Upcoming Broadway Corridor master planning and community benefit discussions, anticipated to occur throughout 2018, will integrate and closely coordinate with the Union Station project. Future Broadway Corridor planning will also consider activation and configuration of the public area immediately adjacent to Union Station and integration with other adjacent multi-modal transportation uses.

#### **ATTACHMENTS**

- A. Union Station Property Extents Site Map
- B. Union Station Area of Construction Activity
- C. Project Purpose and Need, Goals, and Objectives
- D. Union Station Fact Sheet

Union Station Property Extents Map – 1987 and 2017



- Union Station Property acquired by PDC in 1987
- Union Station Property owned by PDC in 2017



## **Union Station Tracks & Building, Preliminary Engineering and Environmental Review Project Purpose and Need, Goals and Objectives**

The project's Purpose and Need, and Goals and Objectives (PNGO) guide the development and evaluation of project alternatives. The PNGO was also used in the decision making to select the proposed project.

### **Purpose and Need**

The **Purpose** of the Portland Union Station Building and Tracks Improvement Project is to support future Union Station building and adjoining track repairs needed to stabilize and rehabilitate the historically significant Union Station and to accommodate existing and future passenger rail traffic at Union Station.

The **Need** for the project is based on: does not meet some current building code requirements and City policies; current passenger service operations are inefficient and outdated; the building and site do not support long term financially and environmental sustainable operations in a manner that supports the vitality of the facility and surrounding area; increasing track congestion diminishes on-time performance of passenger rail service and multi-modal connectivity; existing rail facilities do not meet some passenger safety and accessibility requirements; existing rail facilities cannot accommodate forecasted increases in passenger service; and, existing rail facilities and yard do not support long term financially and environmentally sustainable operations and maintenance.

### **Goals and Objectives**

The Goals and Objectives of the Portland Union Station Building and Tracks Improvement Project, as defined by PDC and the project stakeholders are as follows:

#### **GOAL #1: Revitalize Union Station as a multi-modal transportation hub that can accommodate the future growth and operational needs of passenger and freight rail in the region.**

- Objective 1-1. Meet the capacity and operating needs of expanded intercity passenger rail.
- Objective 1-2. Ensure adequate capacity for freight movement through the station.
- Objective 1-3. Improve and enhance the experience of passengers and visitors.
- Objective 1-4. Modernize station operations in accordance with Amtrak requirements and design guidelines.
- Objective 1-5. Reinforce multi-modal connections and convenience for connecting passengers.
- Objective 1-6. Improve station, and raiiside, ADA accessibility.
- Objective 1-7. Upgrade facilities to reflect current seismic and building codes.
- Objective 1-8. Upgrade critical life safety and security standards.

#### **GOAL #2: Preserve and protect the historic character of Union Station as an operational passenger station for future generations.**

- Objective 2-1. Ensure that Union Station is a functional and vibrant a historic landmark for the future.
- Objective 2-2. Restore and preserve historic materials, finishes, and building elements.
- Objective 2-3. Honor the historic legacy of Union Station as a passenger rail facility.

**GOAL #3: Improve the financial viability of Union Station and its contributions to the redevelopment of surrounding neighborhoods.**

Objective 3-1. Minimize building operating costs.

Objective 3-2. Improve the quality, marketability, and economic return on leased tenant spaces.

Objective 3-3. Identify opportunities to repurpose underutilized space to benefit both travelers and non-travelers.

Objective 3-4. Support revitalization of the surrounding neighborhoods by positioning Union Station as a key activity center that is integrated into the surrounding urban fabric.

Objective 3-5. Contribute to the economic and social vitality of the surrounding neighborhoods.

**GOAL #4: Ensure that Union Station, as a Portland icon, reflects the community's values and best practices for environmental sustainability.**

Objective 4-1. Meet or exceed the City's LEED Gold sustainability rating.

Objective 4-2. Incorporate sustainability best practices of project partners.

Objective 4-3. Reduce energy use, water consumption, and trash generation.

Objective 4-4. Reduce greenhouse gas and air pollutant emissions.

Objective 4-5. Remediate hazardous materials in building components.

Objective 4-6. Improve stormwater management and containment of potential groundwater pollutants.

Objective 4-7. Minimize detrimental impacts of station operations (e.g. noise) on passengers, tenants, and surrounding land uses.

Objective 4-8. Promote sustainable transportation options to and from Union Station.

**PORTLAND UNION STATION** **FACT SHEET**  
**Proposed Upgrades to Building and Tracks**  
**Preliminary Engineering and Environmental Review**

**DID YOU KNOW?**

- Portland’s Union Station is the oldest major passenger terminal on the West Coast and has been in continuous operation since 1896
- Union Station is listed on the National Register of Historic Places
- Union Station, the Annex, and Tracks 1-4, including the two platforms are owned by PDC

**PROPOSED PROJECT**

- In partnership with ODOT, the Portland Development Commission (PDC) is proposing to modernize Union Station, the Annex, and railyard to meet current building, fire/life/safety, structural, and energy code standards and future passenger rail demand
- Preliminary design work for the proposed project is receiving federal grant funds from Federal Railroad Administration (FRA)
- PDC and ODOT are preparing an evaluation of the proposed changes to the building and tracks to assess the potential impacts of the proposed project to the human and natural environment. This evaluation will be prepared in accordance with the FRA’s procedures for considering environmental impacts, Section 106 of the National Historic Preservation Act (NHPA), regulations issued by the Advisory Council on Historic Preservation, and NEPA

**PROJECT GOALS**

- Revitalize Union Station as a multi-modal transportation hub that accommodates future growth
- Preserve and protect the historic character of Union Station
- Improve the financial viability of Union Station and its role in the redevelopment of the Broadway Corridor
- Ensure that Union Station reflects the community’s values and best practices for environmental sustainability

**PROJECT SCHEDULE**

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## SUMMARY OF PROPOSED CHANGES

### UNION STATION BUILDING, ANNEX, AND CANOPIES

- Seismic upgrades throughout building, including clock tower and chimneys
- Modifications to building, elevators, and stairwells to meet current, applicable codes, including Building, Fire/Life/Safety, Structural, and Energy codes, and Americans with Disabilities Act (ADA) accessibility requirements to improve accessibility for people with disabilities and improve emergency egress
- Reorganization of first level floorplan to:
  1. -Minimize circulation conflicts between arriving and departing passengers
  2. -Increase efficiency and accessibility of ticketing, baggage, and passenger service areas
  3. -Repurpose ticketing counter into retail concession area
  4. -Refurbish south concourse area
  5. -Remove the nursery addition (beyond repair due to damage from water and mold)
- Improve accessibility, layout, and amenities for leasable office spaces on upper floors
- Modernize building's heating, cooling, electrical, and plumbing systems
- Replace canopies to meet current structural, accessibility, and rail design requirements
- Renovate the Annex building with seismic improvements, modernized heating, cooling, electrical, and plumbing systems, and other code

### RAILROAD TRACKS AND PLATFORMS

- Update Tracks 1-4 rails, ties and ballast, and replace existing old or broken platform equipment
- Improve and modernize the train signal and communication systems
- Relocate the passenger crossing to accommodate the forecasted increase in passenger trains at Union Station
- Replace platforms to meet current rail design standards and improve access for persons with disabilities
- Upgrade platform utilities, including water, communications, compressed air and electrical systems, that serve passenger trains
- Improve roof/gutter and stormwater management systems for new platforms and canopies
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- Improve yard track crossings to facilitate Amtrak baggage and maintenance operations
- Rebuild Track #6 east of the existing Track #5 for freight rail movements around Union Station
- Install new track north of the NW 9<sup>th</sup> Avenue crossing to facilitate train movements and required train inspections
- Site changes would accommodate increased train movements to and from different tracks within the station and north of NW 9<sup>th</sup> Avenue necessary for the planned increase in Amtrak Cascade service by the year 2035

### SITE

- Remove the Annex parking lot
- Convert area near the Annex into a public plaza