



U.S. Department of Transportation  
Federal Railroad Administration

U.S. Department of Transportation  
Federal Railroad Administration

## APPENDIX A

# Record of Decision for the Springfield Rail Improvements Project

December 2012



U.S. Department  
of Transportation

**Federal Railroad  
Administration**

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**OCT 29 2012**

**Preservation Services**

1200 New Jersey Avenue, SE  
Washington, DC 20590

**INPA REVIEW**

H/A \_\_\_\_\_  
AC \_\_\_\_\_  
AR \_\_\_\_\_  
File \_\_\_\_\_

Anne Haaker  
Deputy State Historic Preservation Officer  
Historic Preservation Agency  
Union Station Floor 1  
Springfield, IL 62701

RE: Tier 2 Springfield Rail Improvements Project: *Conditional No Adverse Effect on  
Historic Properties* determination

Dear Ms. Haaker:

Since issuance of the Draft Environmental Impact Statement (DEIS) for the Tier 2:  
Springfield Rail Improvements Project, a Preferred Alternative has been identified in the  
Final EIS, to be published shortly. The Preferred Alternative for this project is the 10<sup>th</sup>  
Street Corridor (Alternative 2A).

The results of the cultural resources review for the Preferred Alternative are documented in  
both a Technical Report entitled: *Phase I Cultural Resources Evaluation: Springfield Rail  
Improvements Project, Springfield, Sangamon County, Illinois* (Fever River Research,  
2011), herein referred to as the 'Cultural Resources Report', and the Tier 2: Springfield  
Rail Improvements Project EIS, which were previously provided to you for review and  
comment.

Three sites within the Area of Potential Effects (APE) of the 10<sup>th</sup> Street Corridor are  
currently listed on the National Register individually (See Table 1 within the attached letter  
from Fever River research dated April 24, 2012). One of these—the Abraham Lincoln  
Home—is also a National Historic landmark. The proposed undertaking will have *No  
Effect* on these properties due to their distance from the proposed undertaking.

Fourteen sites within the APE are considered contributing resources to an existing National  
Historic District (the Abraham Lincoln Home National Register District; See Table 2  
within the attached April 24, 2012 letter). The proposed undertaking will have *No Effect*  
on these properties since they will not be impacted by any proposed construction activities.

Eight properties designated as City Landmarks are present within the APE (See Table 3  
within the attached April 24, 2012 letter). The proposed construction will have *No Effect*  
on these properties due to their distance from the proposed undertaking.

Thirty-four properties inventoried as Lincoln-era structures (pre-1861) are located within the APE (See Table 4 within the attached April 24, 2012 letter). This includes the fourteen houses previously noted as contributing to the Abraham Lincoln Home National Register District. Thirty-two are potentially eligible for listing on the National Register under Criteria D. The proposed undertaking will have No Effect on these 32 properties due to their distance (over 400 feet) from the proposed undertaking.

The two Lincoln-era structures that will be impacted by the proposed undertaking: (1) the former Fireproof Storage House No. 3 and (2) the Peabody Coal Company Office building have been determined not eligible for the National Register of Historic Places (see attached letter from the Illinois SHPO dated May 4, 2012). Therefore the proposed undertaking will have *No Effect* on Historic Resources.

The assessment of the greater 10<sup>th</sup> Street project area did not evaluate the potential for archaeological resources. Areas containing potentially significant archaeological resources include the former coal-mining communities of Starne and Iles Junction, the rail yard and shops of the Great Western/Wabash Railroad, as well as pre-Civil War domestic neighborhoods of downtown Springfield. Given the potential for National Register eligible archaeological resources in the project area and the current inability to access these areas to conduct archaeological surveys, FRA is requesting the Illinois State Historic Preservation Officer (IL SHPO's) concurrence with an "Conditional No Adverse Effect" determination, provided that adequate archaeological surveys will be completed prior to construction and in coordination with the IL SHPO. If archaeological resources are identified that are determined eligible for the National Register and adverse effects cannot be avoided, an MOA will be developed and implemented in coordination with the IL SHPO. Section 4.5.2 of the FEIS states that archaeological surveys will be conducted, as necessary, per agreement with the IL SHPO (Springfield Rail Improvement FEIS Page 4-28).

In accordance with 36 CFR Part 800 Protection of Historic Properties; the FRA has determined that this project would have a Conditional No Adverse Effect on historic properties. With information known at present, FRA intends to make a conditional de minimis impact finding for effects to historic properties that are protected under Section 4(f) of the US DOT Act (49 USC 303) based on your written concurrence in the Section 106 determination. A final determination will be made upon the completion of archeological investigations.

Please respond to this office within 30 days of receipt of this request. In accordance with 36 CFR 800.4(d)(1)(i), if a response is not received within 30 days, the FRA will consider our responsibilities under Section 106 fulfilled.

Please contact Colleen Vaughn, FRA Federal Preservation Officer at 202-493-6096 or [colleen.vaughn@dot.gov](mailto:colleen.vaughn@dot.gov) or Andrea Martin, regional environmental lead at 202-493-6201 or [andrea.Martin@dot.gov](mailto:andrea.Martin@dot.gov) if you would like to discuss the project further.

Sincerely,



David Valenstein  
Division Chief, Environment and Systems Planning

cc: Louise Brodnitz ACHP; Brad Koldehoff, IDOT; Andréa Martin, FRA

Enclosures

**CONCUR**

By: June E. Haas  
Deputy State Historic Preservation Officer

Date: 11.1.12



# ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

1021 NORTH GRAND AVENUE EAST, P.O. BOX 19276, SPRINGFIELD, ILLINOIS 62794-9276 • (217) 782-3397

PAT QUINN, GOVERNOR

JOHN J. KIM, INTERIM DIRECTOR

NOV 16 2012

Mr. Joseph E. Shacter  
Director, Division of Public and Intermodal  
Illinois Department of Transportation  
100 West Randolph Street, Suite 6-600  
Chicago, Illinois 60601-3229

RE: Final EIS for the Chicago-St. Louis High Speed Rail Corridor

Dear Mr. Shacter:

Thank you for the opportunity to review and comment on the final Environmental Impact Statement for the Chicago to St. Louis High Speed Rail Corridor.

The Agency does not have any objections to the project: however, a permit may be required from the Division of Water Pollution Control. In addition, if one or more acres are disturbed during construction, a construction site activity stormwater NPDES permit will be required. Please contact Al Keller at 217-782-0610 with any questions.

Also, solid and hazardous waste must be properly disposed of or recycled.

Sincerely,

A handwritten signature in cursive script that reads "Lisa Bonnett".

Lisa Bonnett  
Deputy Director

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Illinois Dept. of Transportation  
Division of Public and  
Intermodal Transportation



ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

1021 NORTH GRAND AVENUE EAST, P.O. BOX 19276

SPRINGFIELD, ILLINOIS 62794-9276

Mr. Joseph E. Shacter  
Director, Division of Public and Intermodal  
Illinois Department of Transportation  
100 West Randolph Street, Suite 6-600  
Chicago, Illinois 60601-3229



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5

77 WEST JACKSON BOULEVARD  
CHICAGO, IL 60604-3590

DEC 10 2012

REPLY TO THE ATTENTION OF:

E - 19J

Andrea Martin  
USDOT Federal Railroad Administration  
1200 New Jersey Avenue SE, Mail Stop 20  
Washington, DC 20590

Joseph E. Shacter, Director  
Division of Public and Intermodal Transportation  
Illinois Department of Transportation  
100 West Randolph Street, Suite 6-600  
Chicago, Illinois 60601

**Re: Comment on the Chicago to St. Louis High-Speed Rail Program  
Tier 1 Final Environmental Impact Statement, CEQ # 20120355  
and the associated Volume II Springfield Rail Improvement Project  
Tier 2 Final Environmental Impact Statement**

Dear Ms. Martin and Mr. Shacter:

In accordance with U.S. Environmental Protection Agency (EPA) responsibilities under the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act (CAA), we have reviewed the November 2012 Tier 1 Final Environmental Impact Statement (FEIS) for the Chicago, Illinois to St. Louis, Missouri High Speed Rail (HSR) Program. We have also reviewed the accompanying November 2012 Tier 2 FEIS for the Springfield Rail Improvement Project that addresses the section of HSR service for the above proposal specifically within the City of Springfield, Illinois, where many at-grade crossings and safety issues complicate the existing service through this metropolis.

A no-build alternative and four build alternative routes for Amtrak passenger rail service between the Chicago Union Station and the St. Louis Amtrak Station were considered in the DEIS and a choice of two Preferred Alternatives is selected in this FEIS, leaving the Springfield Tier 2 FEIS to determine which meets that local purpose and need best. A number of project impacts are deferred for consideration in the Tier 2 HSR studies. These deferred impacts include: grade separations; threatened and endangered species and habitat impacts from Joliet to Alton; additional station locations notably between Chicago and Joliet and between Alton and St. Louis; 4(f) and 6(f) parks and Land and Water Conservation Fund lands; surface water delineations and impacts to wetlands, floodplains and streams; environmental justice; historic and archeologic cultural resources; clarification and management of special waste sites; a maintenance access road along the entire corridor; and two of the three major bridges discussed in the DEIS, the 21<sup>st</sup> Street Bridge in Chicago and the MacArthur Bridge across the Mississippi River at St. Louis.

The second volume Springfield Tier 2 FEIS is provided in association with the above Tier 1 FEIS. The Springfield Tier 2 FEIS more fully describes the no-build and screened five potential build alternatives for this segment of the Chicago-to-St. Louis corridor, identified in the Tier 1 FEIS as Sections 4 and 5. The Springfield Tier 2 FEIS considered two alternatives along the 10<sup>th</sup> Street corridor in detail and has selected Alternative 2A, which is less costly with fewer impacts, as the Preferred Alternative. This will relocate the Amtrak rail service to the 10<sup>th</sup> Street corridor and remove all rail traffic and infrastructure from the 3<sup>rd</sup> Street corridor. To accommodate these changes, the project will construct a new Springfield Multimodal Station adjacent to the 10<sup>th</sup> Street corridor; upgrade four existing grade separations; construct nine new grade separations; close five existing at-grade rail crossings; close eleven streets thus eliminating their at-grade crossings; and upgrade remaining at-grade crossings to implement quiet zones.

We appreciate acknowledgement of our DEIS comments and responses to them. We commend both of the FEISs for changes and improvements, and our following detailed comments reflect these revisions, including making the many exhibits clear and helpful.

### **PURPOSE AND NEED**

Thank you for the noted clarifications concerning ridership, potential capacity, ticket pricing, and future expansion directions.

The Chicago-to-St. Louis preferred alternative, using the Metra Rock Island route, meets the purpose and need while avoiding difficult freight issues and impacts to the endangered Hines Emerald Dragonfly.

The Springfield preferred alternative is consistent with the City of Springfield's planning goals of improving east-west traffic flow, enhancing the City's Medical Center Campus development and establishing a 10th Street Multimodal Center. It also provides a great improvement to safety, consistent with the purpose and need.

### **ALTERNATIVES**

We agree with the proposed bridge reconstruction alternatives being further studied in subsequent Tier 2 NEPA analyses.

Even though the parallel maintenance access road will be constructed along the entire length of the corridor within the railroad right-of-way (ROW), it could still have impacts of concern. The existing ROW, typically through farmlands, is an elevated narrow berm carrying the ties and track, flanked by stormwater runoff ditches and wildlife habitat out to the farmed fields. A road would presumably require either widening the berm to carry such a road, or placing the road along the base of the berm with ramps up to the track. Either construction would impact the stormwater management and habitat areas, and may impact nearby hazardous waste sites (Table 5.14-2 and Appendix D). These impacts need to be addressed fully in the Tier 2 NEPA documents.

### **ENVIRONMENTAL IMPACTS**

We appreciate that project impacts and costs are concisely summarized in Table 5.22-1.

**Freight Trains** - The FEIS states that the increased freight train operations from 5 to about 22 trains per day associated with this project are not as a result of the HSR and therefore do not need to be considered



in this NEPA analysis. While we agree the HSR is not causing the increased freight traffic, which is driven instead by market demand, the rail improvements and double tracking of this corridor for this HSR project will enable the capacity for adding this increased freight traffic along this route rather than it diverting to other rail routes. Therefore, we recommend that changes in freight operations, including increased number of trains, length and speed of trains, and shifts in time of day to accommodate HSR should be analyzed in this NEPA process. Subjects including but not limited to air quality, wildlife impacts, crossing delays in urban and rural settings, and accident/spills/safety should be included in the impacts analysis. We do note that the noise and vibration analyses in the Tier 1 HSR FEIS did include freight traffic changes.

The FEIS discussed compression wave and air turbulence impacts of HSR trains on passing freight trains. That analysis concludes these impacts will be avoided through aerodynamic design of the HSR equipment. We assume the decision makers for this project are able to appropriately incorporate this consideration in their decisions, which include the purchase of new rolling stock for this service.

***Threatened and Endangered Species*** - We remain concerned about construction impacts to species of concern within and adjacent to the existing ROW. Operational impacts will be dominated by increased individual strikes, which may be problematic to quantify but still need to be mitigated in coordination with the US Fish and Wildlife Service (FWS) and the Illinois Department of Natural Resources (IDNR). We commend FRA for selecting the Metra Rock Island corridor for the Chicago-to-Joliet portion of the project. This avoids impacts to the Hine's Emerald Dragonfly, which is listed under the Federal Endangered Species Act.

***Migratory Birds*** - The FEIS analysis now addresses protection of migratory birds, which is a concern for the corridor. Recent studies by the Illinois Natural History Survey (INHS) confirm that railroad corridors do have an impact on wildlife, including migratory birds, and depending upon the species, these impacts can occur at some distance from the right-of-way. We commend the commitment in the Tier 1 HSR FEIS to further coordination with FWS and IDNR to identify and address these impacts, including, but not limited to, impacts at the Midewin National Tallgrass Prairie.

***Environmental Justice*** - We look forward to future NEPA studies providing additional information on the Environmental Justice (EJ) communities in the study area, how they will be impacted, and how those impacts will be mitigated. We encourage a more robust involvement of those communities during Tier 2. The Tier 2 studies should provide clear linkage of the benefits to these populations as offsetting the impacts they will experience.

***Sensitive Noise Receptors*** - We commend the Tier 1 HSR FEIS for clarifying anticipated noise impacts and factors considered in this analysis. We highly recommend the proposal on page 5-54 that an active community liaison program be implemented in the Tier 2 noise studies, especially in the EJ communities.

***Surface Water Crossings*** - We look forward to future NEPA documents committing to the use of bridging and/or three-sided/ arched open bottom culverts for waterway crossings wherever possible, to retain natural functions and avoid disturbing stream beds. We request further coordination with EPA and U.S. Corps of Engineers as the Tier 2 studies progress to assure impacts of widening the stream crossings are appropriately resized and mitigated.

***Cumulative Impacts*** - The second bullet point on page 5-102 notes that, summed over the entire 284 miles of project, any local impacts will be small and negligible in the cumulative context. This conclusion is not supported. We recommend that the Tier 1 Record of Decision (ROD) commit to a more detailed analysis of cumulative impacts in Tier 2.

## MITIGATION OF IMPACTS

The response to our comments on mitigation details concludes that our comments are more apropos for the Tier 2 analyses; however, we encourage FRA in future NEPA documents to describe how mitigation could be addressed. As an example, the FEIS appropriately discusses wellhead protection areas as a concern, and discusses approaches for how to avoid, minimize, and potentially mitigate impacts to wellhead protection areas.

## CONCLUSION

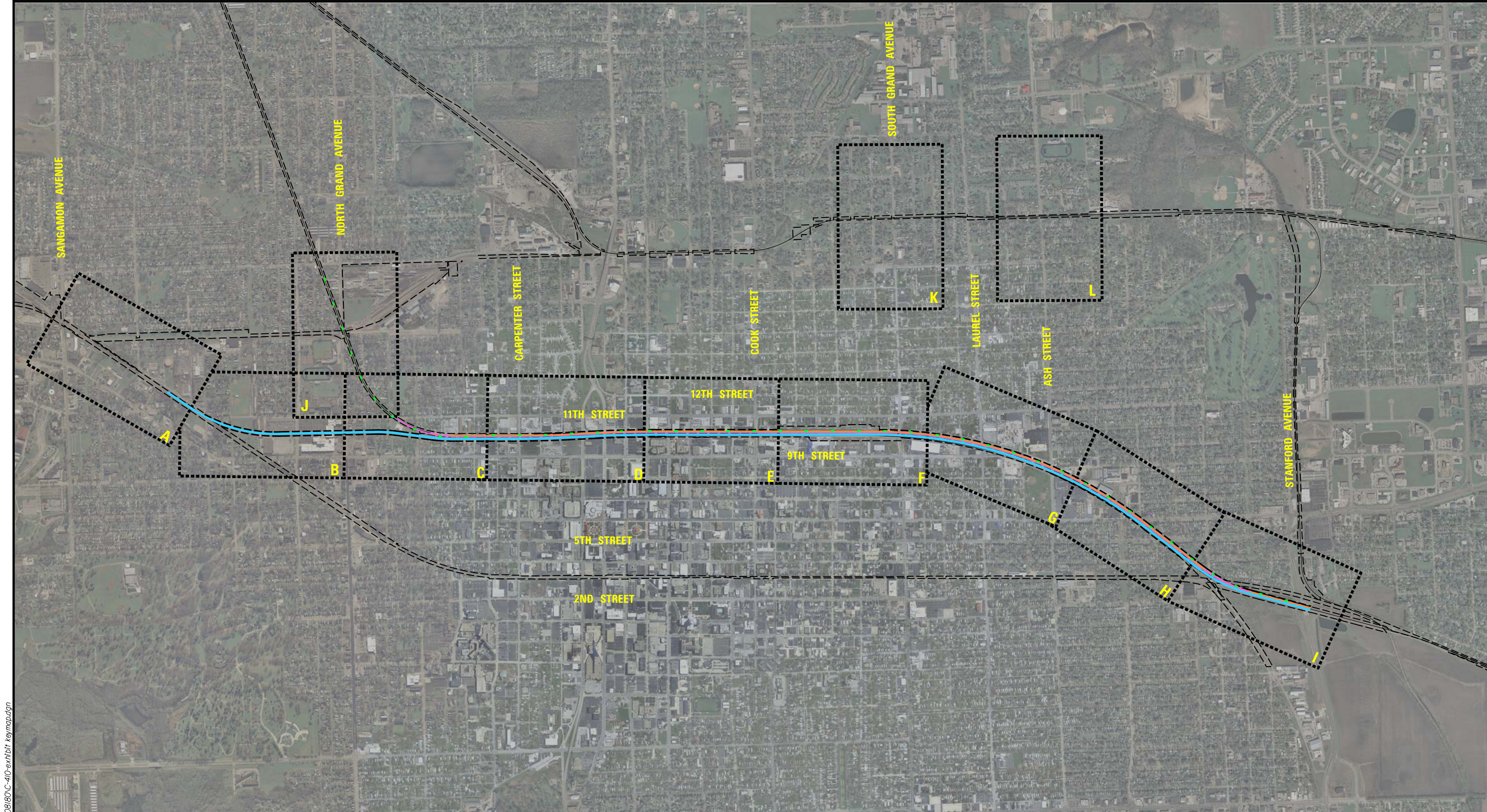
We commend the preferred alternative selections for both the Chicago-to-St. Louis corridor and the specific routing in Springfield. There is much left to be done in the Tier 2 NEPA studies, and we look forward to continued coordination with FRA and IDOT on those Chicago-to-St. Louis HSR projects. We appreciate the opportunity to review these FEIS documents. Please send me a hard copy and two CD digital copies of future NEPA documents related to these projects. If you have any questions, or wish to discuss our comments further, please contact me or Norm West of my staff at (312)-353-5692 or at west.norman@epa.gov.

Sincerely,










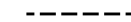





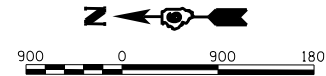
Kenneth A. Westlake  
Chief, NEPA Implementation Section  
Office of Enforcement and Compliance Assurance

Cc: U.S. Fish and Wildlife Service, Chicago Office  
U.S. Army Corps of Engineers, Chicago, Rock Island, St. Louis Offices  
Illinois Department of Natural Resources



**LEGEND**

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|  PROPOSED NS MAIN TRACKS      |  PROPOSED ROADWAY R.O.W.  |  SPECIAL WASTE SITES (LUST SITE)  |
|  PROPOSED UP MAIN TRACKS      |  PROPOSED ROAD CLOSURE    |  BUILDING DEMOLISHED              |
|  EXISTING RAILROAD R.O.W.     |  RESIDENTIAL DISPLACEMENT |  NOISE IMPACT (SEVERE & MODERATE) |
|  PROPOSED RAILROAD R.O.W.     |  COMMERCIAL DISPLACEMENT  |  CULTURAL RESOURCE                |
|  PROPOSED ROADWAY IMPROVEMENT |  |  |



ALTERNATIVE 2A - KEY MAP

SANGAMON COUNTY  
 SPRINGFIELD RAIL IMPROVEMENTS PROJECT  
 TIER 2 EIS







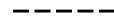






EXHIBIT A-1

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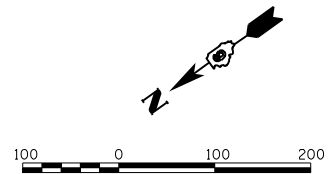
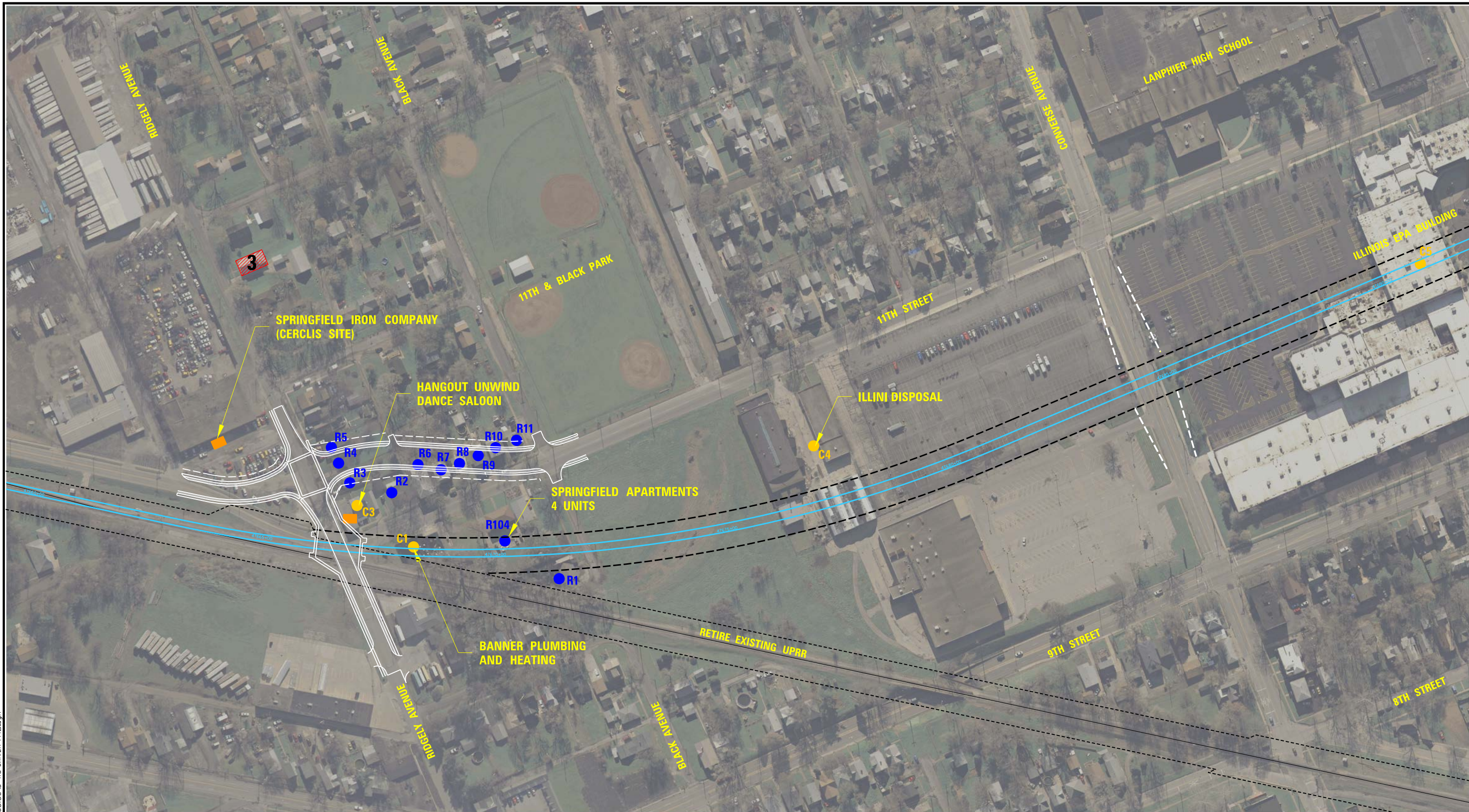
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			COMMERCIAL DISPLACEMENT

<p><b>ALTERNATIVE 2A</b></p> <p>SANGAMON COUNTY          SPRINGFIELD RAIL IMPROVEMENTS PROJECT          TIER 2 EIS</p> <p style="text-align: right;">EXHIBIT A-1A</p>
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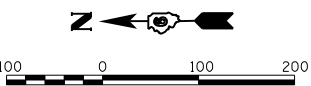
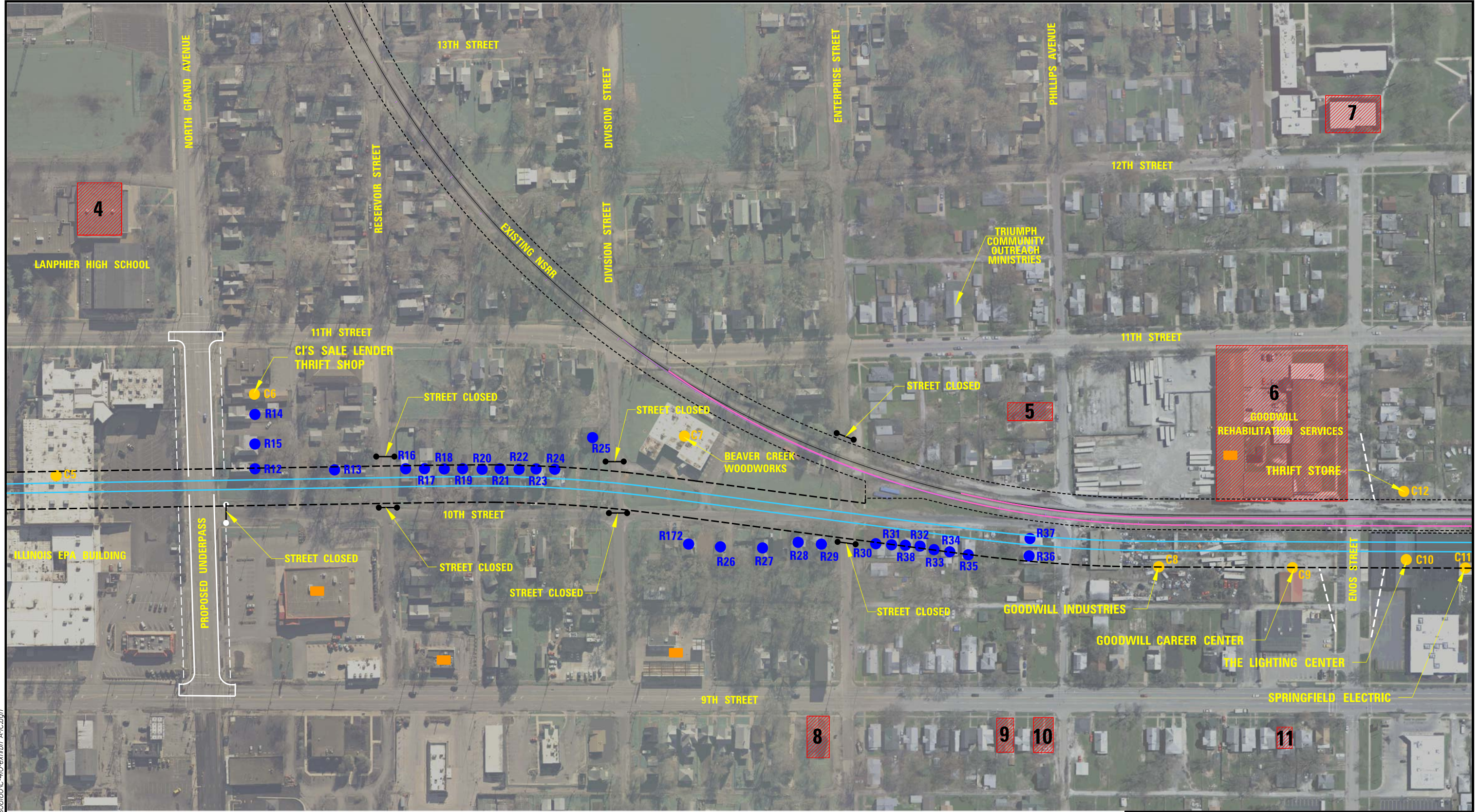


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	CULTURAL RESOURCE		
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	PROPOSED ROAD CLOSURE		
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**ALTERNATIVE 2A**

**SANGAMON COUNTY  
SPRINGFIELD RAIL IMPROVEMENTS PROJECT  
TIER 2 EIS**

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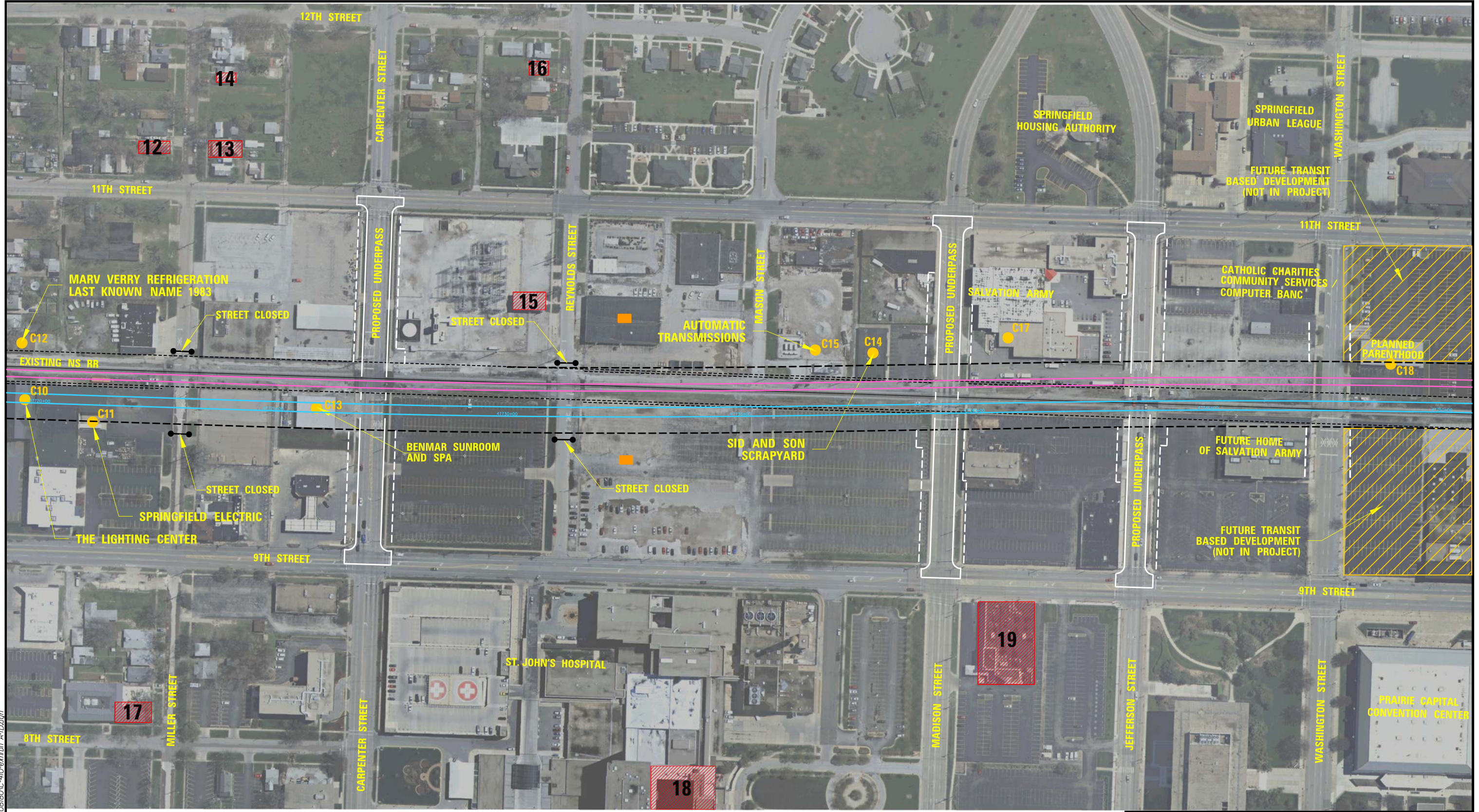


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	CULTURAL RESOURCE		

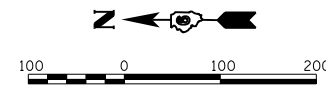
**ALTERNATIVE 2A**

**SANGAMON COUNTY  
SPRINGFIELD RAIL IMPROVEMENTS PROJECT  
TIER 2 EIS**

**EXHIBIT A-1C**



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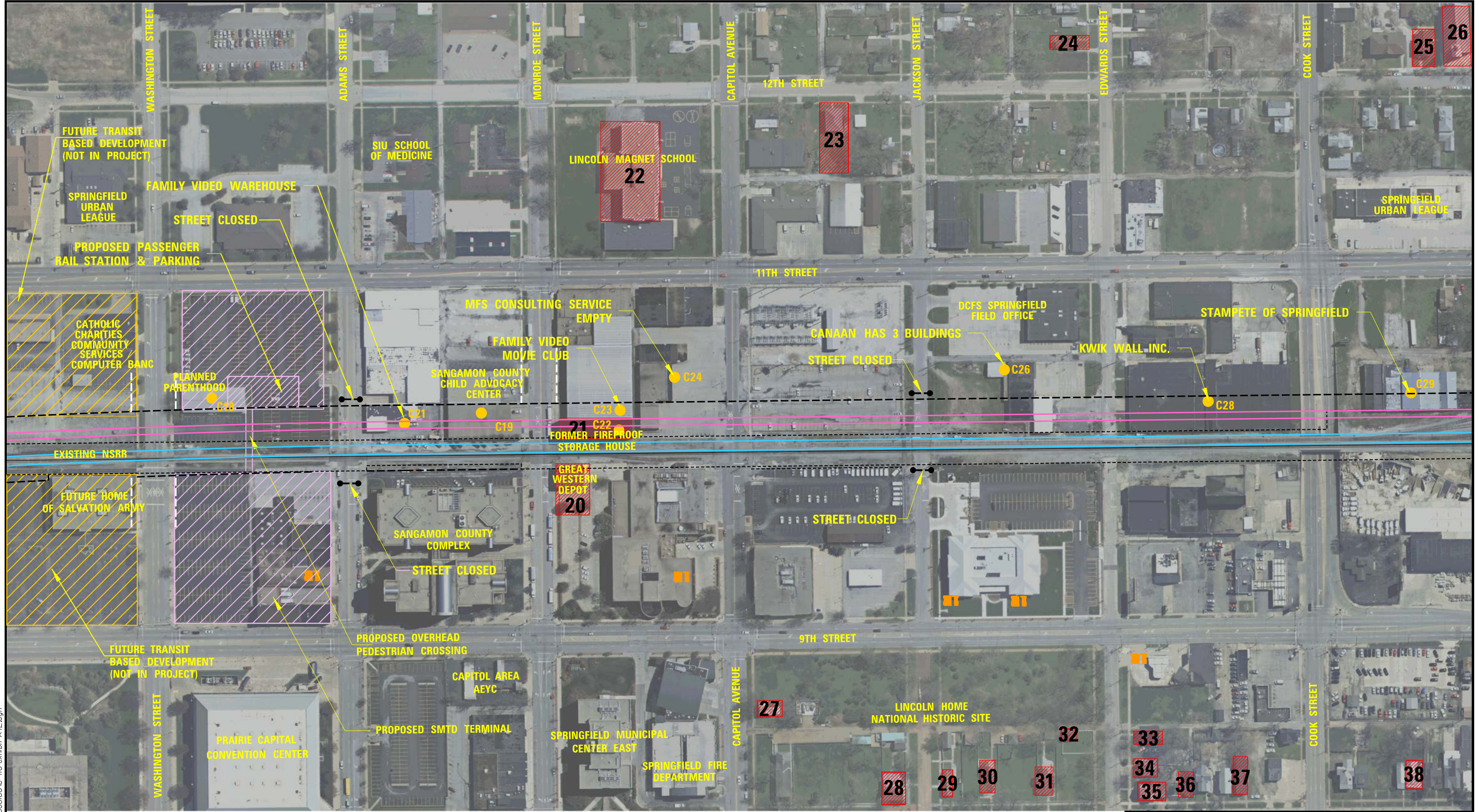


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	PROPOSED RAILROAD R.O.W.		PROPOSED ROAD CLOSURE
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			C1 COMMERCIAL DISPLACEMENT
			CULTURAL RESOURCE

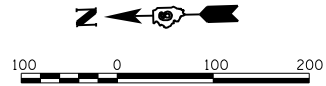
**ALTERNATIVE 2A**

**SANGAMON COUNTY**  
**SPRINGFIELD RAIL IMPROVEMENTS PROJECT**  
**TIER 2 EIS**

**EXHIBIT A-1D**



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	C1 COMMERCIAL DISPLACEMENT		

**ALTERNATIVE 2A**

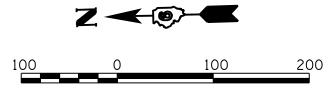
**SANGAMON COUNTY  
SPRINGFIELD RAIL IMPROVEMENTS PROJECT  
TIER 2 EIS**

**EXHIBIT A-1E**



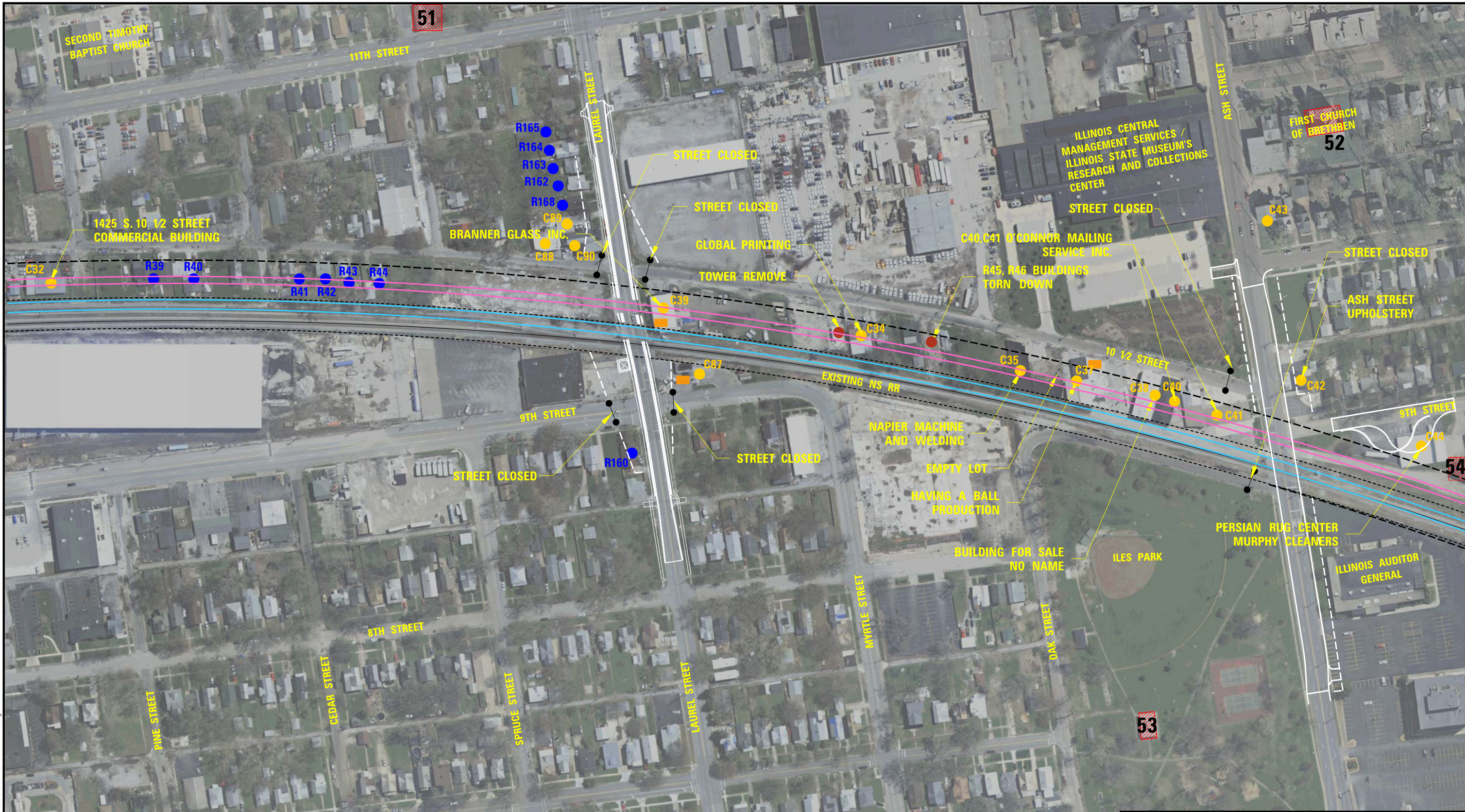


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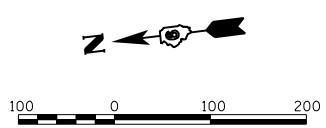


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	PROPOSED ROADWAY IMPROVEMENT		COMMERCIAL DISPLACEMENT
	CULTURAL RESOURCE		

<p><b>ALTERNATIVE 2A</b></p> <p>SANGAMON COUNTY          SPRINGFIELD RAIL IMPROVEMENTS PROJECT          TIER 2 EIS</p> <p style="text-align: right;">EXHIBIT A-1F</p>
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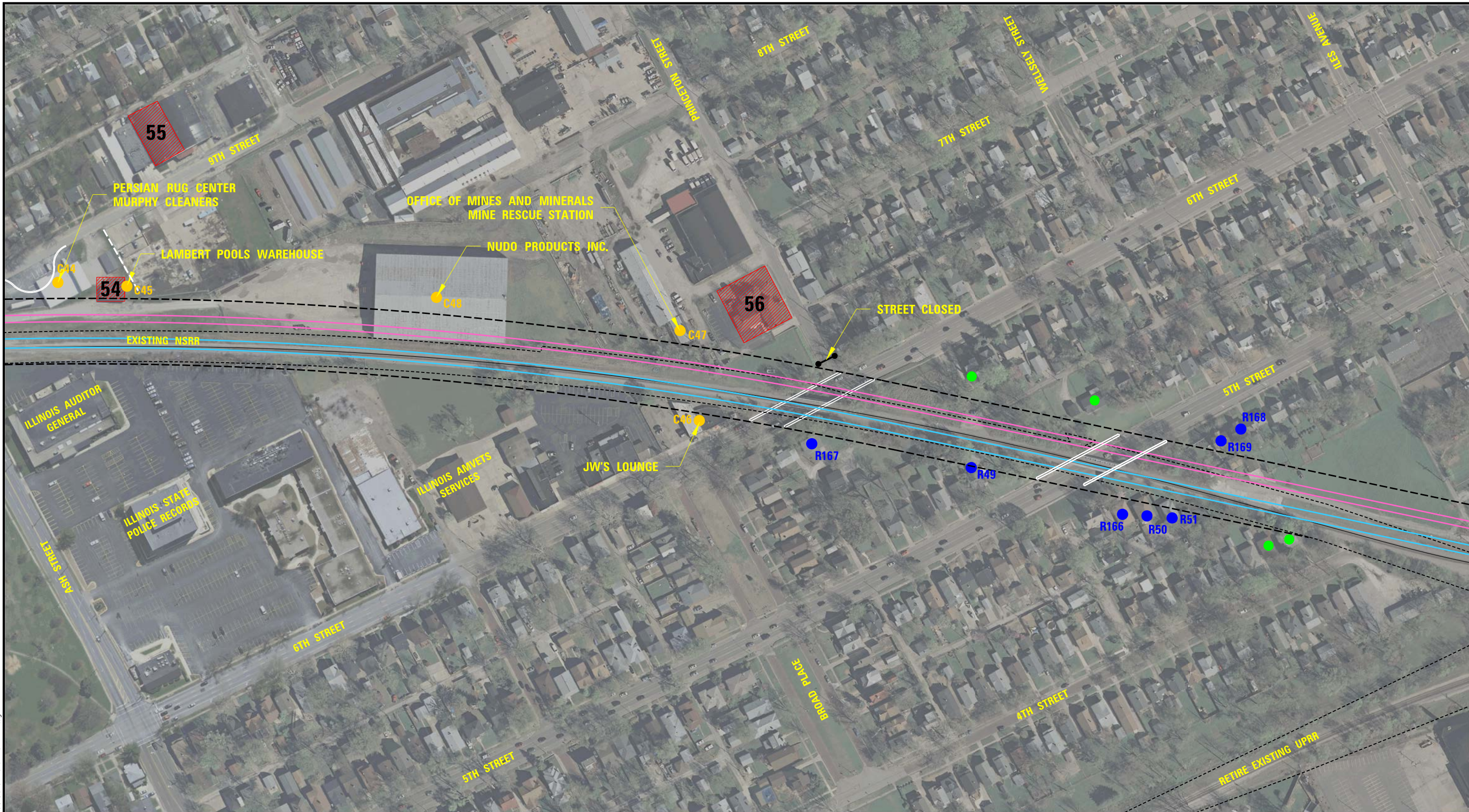


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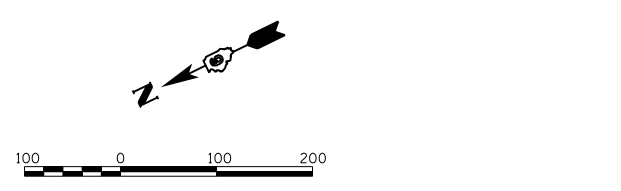













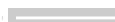

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	EXISTING RAILROAD R.O.W.		NOISE IMPACT (SEVERE & MODERATE)
	PROPOSED RAILROAD R.O.W.		R1 RESIDENTIAL DISPLACEMENT
	PROPOSED ROADWAY IMPROVEMENT		C1 COMMERCIAL DISPLACEMENT
	CULTURAL RESOURCE		

<p><b>ALTERNATIVE 2A</b></p> <p>SANGAMON COUNTY SPRINGFIELD RAIL IMPROVEMENTS PROJECT TIER 2 EIS</p> <p style="text-align: right;">EXHIBIT A-1G</p>
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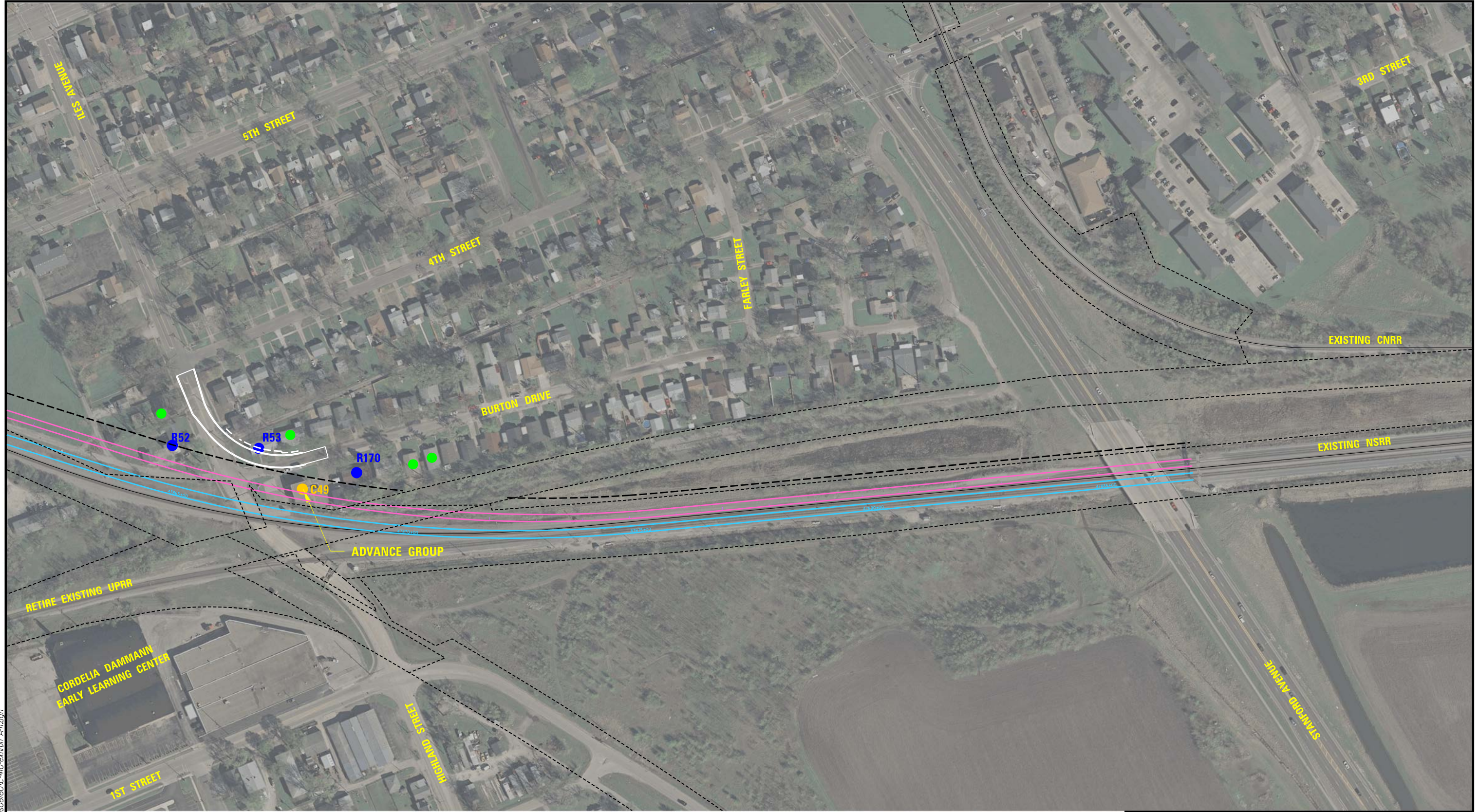


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|  PROPOSED UP MAIN TRACKS      |  PROPOSED ROAD CLOSURE       |  BUILDING DEMOLISHED              |
|  EXISTING RAILROAD R.O.W.     |  R1 RESIDENTIAL DISPLACEMENT |  NOISE IMPACT (SEVERE & MODERATE) |
|  PROPOSED RAILROAD R.O.W.     |  C1 COMMERCIAL DISPLACEMENT  |  |
|  PROPOSED ROADWAY IMPROVEMENT |  CULTURAL RESOURCE           |  |

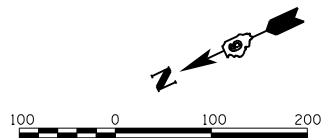
**ALTERNATIVE 2A**

**SANGAMON COUNTY  
SPRINGFIELD RAIL IMPROVEMENTS PROJECT  
TIER 2 EIS**

**EXHIBIT A-1H**

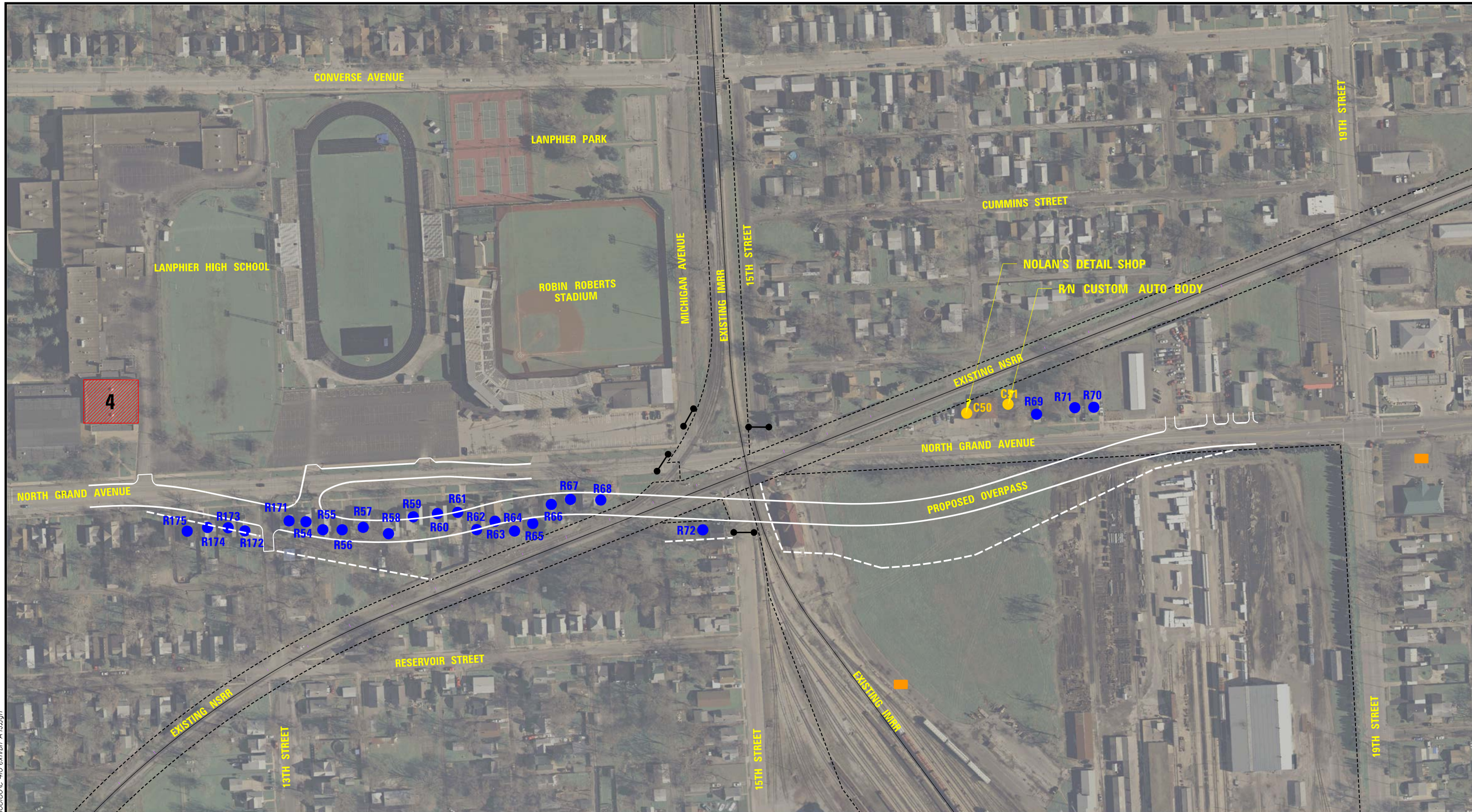


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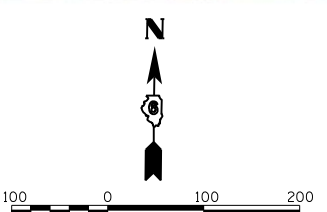


LEGEND			
	PROPOSED NS MAIN TRACKS		SPECIAL WASTE SITES (LUST SITE)
	PROPOSED UP MAIN TRACKS		BUILDING DEMOLISHED
	EXISTING RAILROAD R.O.W.		NOISE IMPACT (SEVERE & MODERATE)
	PROPOSED RAILROAD R.O.W.		RESIDENTIAL DISPLACEMENT
	PROPOSED ROADWAY IMPROVEMENT		COMMERCIAL DISPLACEMENT
	PROPOSED ROAD CLOSURE		CULTURAL RESOURCE

<p><b>ALTERNATIVE 2A</b></p> <p>SANGAMON COUNTY SPRINGFIELD RAIL IMPROVEMENTS PROJECT TIER 2 EIS</p> <p style="text-align: right;">EXHIBIT A-11</p>
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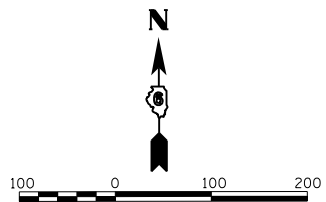


LEGEND			
	PROPOSED NS MAIN TRACKS		SPECIAL WASTE SITES (LUST SITE)
	PROPOSED UP MAIN TRACKS		BUILDING DEMOLISHED
	EXISTING RAILROAD R.O.W.		NOISE IMPACT (SEVERE & MODERATE)
	PROPOSED RAILROAD R.O.W.		RESIDENTIAL DISPLACEMENT
	PROPOSED ROADWAY IMPROVEMENT		COMMERCIAL DISPLACEMENT
	CULTURAL RESOURCE		PROPOSED ROAD CLOSURE

<p>ALTERNATIVE 2A</p> <p>SANGAMON COUNTY</p> <p>SPRINGFIELD RAIL IMPROVEMENTS PROJECT</p> <p>TIER 2 EIS</p> <p>EXHIBIT A-1J</p>
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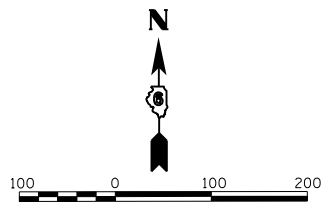
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LEGEND			
	PROPOSED NS MAIN TRACKS		SPECIAL WASTE SITES (LUST SITE)
	PROPOSED UP MAIN TRACKS		BUILDING DEMOLISHED
	EXISTING RAILROAD R.O.W.		NOISE IMPACT (SEVERE & MODERATE)
	PROPOSED RAILROAD R.O.W.		CULTURAL RESOURCE
	PROPOSED ROADWAY IMPROVEMENT		
	PROPOSED ROAD CLOSURE		
	R1 RESIDENTIAL DISPLACEMENT		
	C1 COMMERCIAL DISPLACEMENT		

ALTERNATIVE 2A
SANGAMON COUNTY SPRINGFIELD RAIL IMPROVEMENTS PROJECTS TIER 2 EIS
EXHIBIT A-1K

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LEGEND			
	PROPOSED NS MAIN TRACKS		SPECIAL WASTE SITES (LUST SITE)
	PROPOSED UP MAIN TRACKS		BUILDING DEMOLISHED
	EXISTING RAILROAD R.O.W.		NOISE IMPACT (SEVERE & MODERATE)
	PROPOSED RAILROAD R.O.W.		RESIDENTIAL DISPLACEMENT
	PROPOSED ROADWAY IMPROVEMENT		COMMERCIAL DISPLACEMENT
	PROPOSED ROAD CLOSURE		CULTURAL RESOURCE

**ALTERNATIVE 2A**

SANGAMON COUNTY  
SPRINGFIELD RAIL IMPROVEMENTS PROJECTS  
TIER 2 EIS

**EXHIBIT A-1L**