



SURFACE TRANSPORTATION BOARD

Washington, DC 20423

Office of Environmental Analysis

Date March 3, 2023

Colleen Callahan
Director, SHPO
Illinois Department of Natural Resources
1 Natural Resources Way
Springfield, IL 62702-1271

Re: FD 36500 (Sub-No. 1), Illinois Central Railroad Company – Acquisition of a Line of Railroad Between Kansas City, MO, and Springfield and East St. Louis, IL – Kansas City Southern Railway Company et al.

Dear Ms. Callahan:

The Surface Transportation Board's (Board) Office of Environmental Analysis (OEA) is continuing consultation with your office as required under Section 106 of the National Historic Preservation Act (NHPA) for a proposal by Canadian National Railway Company and its affiliate, Illinois Central Railway Company (collectively, CN) that would involve the addition of new railroad tracks within existing rail rights-of-way (ROW) and in rail yards and intermodal facilities in Missouri and Illinois. This letter requests your preliminary comments on the proposed undertaking, the proposed area of potential effects (APE) for direct and indirect project effects, and OEA's survey recommendations for both above and below-ground historic properties.

DESCRIPTION OF THE PROPOSED UNDERTAKING

On June 9, 2022, CN filed an amended "responsive" application in Docket No. FD 36500 (Sub-No. 1) requesting that the Board order the sale of the Kansas City Southern Railway (KCS) rail line between Kansas City, Missouri and Springfield and East St. Louis, Illinois (Springfield Line) to CN (Proposed Divestiture) (See figures in Attachment 1). CN's filing was submitted in response to a primary application filed jointly by KCS and Canadian Pacific Railway (CP) in Docket No. FD 36500, seeking Board authority for CP to acquire KCS¹. The proposed acquisition of KCS by CP is the subject of a separate and recently completed Section 106

¹ Other responsive applications are pending before the Board in Docket No. FD 36500 (Sub-Nos. 2-4) but are not discussed here because those applications are exempt from Section 106 review under the Board's regulations at 49 C.F.R. § 1105.8(b).

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review.² Should the Board authorize both the primary application and the Proposed Divestiture, then CP would be ordered to sell the Springfield Line to CN upon completion of CP's acquisition of KCS.

Before deciding whether to authorize the Proposed Divestiture, the Board must first assess the potential effects of CN's proposal on historic properties listed on or eligible for listing on the National Register of Historic Place (National Register) in accordance with Section 106 and the Board's regulations at 49 C.F.R. § 1105.8. OEA will conduct the Section 106 review of the Proposed Divestiture separately from, but concurrent with, the recently completed Section 106 review of the proposed acquisition of KCS by CP. Separate Section 106 consultation is relevant as the related proposals involve different railroad applicants and largely distinct sets of potential effects that would occur in different geographic areas.

OEA initiated consultation with your office via a letter sent on November 3, 2022. The purpose of this current letter is to provide your office with additional information regarding the Proposed Divestiture and associated improvements subject to review under Section 106 and to seek your concurrence with OEA's proposed APE and cultural resources survey recommendations for the project segments in Illinois.

PROJECT DESCRIPTION AND PROPOSED AREA OF POTENTIAL EFFECTS

The Proposed Divestiture proceeding requests that the Board order the sale of approximately 370 miles of KCS's Springfield Line in Missouri and Illinois. In connection with the sale of the Springfield Line, CN also seeks a 50 percent equity interest in KCS's International Freight Gateway terminal (IFG Terminal) south of Kansas City. CN states that the Proposed Divestiture would preserve and enhance competition between Kansas City and Chicago; introduce new single-line rail automotive and intermodal service between Michigan/Eastern Canada and Kansas City; and establish a more direct route for rail traffic between Canada and the Midwest and East St. Louis. CN estimates that more than 80,000 long-haul trucks would be removed from the highways each year as a result of the Proposed Divestiture and that this would generate public benefits by reducing greenhouse gas emissions, highway congestion and maintenance.

² The Board issued a Final Environmental Impact Statement (EIS) on the primary application in Docket No. FD 36500 on January 27, 2023, addressing Section 106 and environmental issues as well as public comments on the Draft EIS. Section 3.9, *Cultural Resources* in the Final EIS discusses potential effects of the proposed acquisition of KCS by CP on historic properties. More information regarding the Section 106 review of the proposed acquisition can be found on the Board-sponsored project website (www.CP-KCSMergerEIS.com) or on the Board's website at www.stb.gov by conducting a search for Docket No. FD 36500.

According to CN, the Proposed Divestiture would involve operational changes (e.g., an increase in average trains per day) on certain segments of the Springfield Line, as well as some contiguous segments of rail line owned by CN, and changes in the level of activity at some rail yards and intermodal facilities. To support the projected increases in rail traffic, CN plans to make eleven capital improvements in Missouri and Illinois within the existing rail ROW (See figures in Attachment 1).

In Illinois, CN is planning five capital improvements (see Table 1 and figures in Attachment 1). These planned capital improvements include adding or extending three (3) passing sidings at Pleasant Hill, Roodhouse, and Cockrell. Another planned capital improvement in Illinois involves construction within the existing East St. Louis Yard/Intermodal Terminal. In this location, CN proposes to construct 6,000 feet of track with intermodal pads and accompanying pavement and 5,000 feet of track for loading/unloading and car storage; and to develop approximately 25 acres of land for necessary roadways, parking, and truck areas. CN also plans to expand the Roodhouse Yard by constructing 5,200 feet of track, covering approximately 29 acres of land.

Table 1: Planned Capital Improvements in Illinois

Name	Location	Approximate Length/Size	Type of Improvement
Cockrell	Springfield, IL	2.10 Miles	Siding Extension
Roodhouse Siding	Roodhouse, IL	1.46 Miles	Siding Extension
Roodhouse Yard	Roodhouse, IL	3.63 Acres	New Yard
East St. Louis Yard	East St. Louis, IL	27.21 Miles	Yard Upgrades
Pleasant Hill	Pleasant Hill, MO	1.13 Miles	Siding Extension

Consistent with past practice in railroad acquisition cases, OEA will focus the Section 106 review on the proposed capital improvements that CN would undertake if the Board authorizes the Proposed Divestiture because those improvements are the only components of the Proposed Divestiture that could have the potential to affect cultural resources.

The proposed APEs for historic properties was defined in accordance with 36 C.F.R. Part 800, 49 C.F.R. § 1105.8 and precedent established in previous railroad acquisition proceedings. OEA expects that the APEs for the Proposed Divestiture in Illinois would comprise five discontinuous areas corresponding to the five locations set forth above where capital improvements are planned. Each component area of each APE would extend the length of the planned capital improvement and the width of the rail ROW to encompass the entire area within which ground disturbing activities could potentially occur. In addition, OEA proposes to add a 500-foot buffer to each component area of each APE (250 feet on either side of the ROW and 250 feet at each end) to account for potential setting, visual, noise, or other impacts from construction activities

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related to the planned capital improvement. Based on the information available to date, OEA anticipates that all of the construction activity would take place within the existing ROW and may be in previously disturbed areas (see figures in Attachment 1 and photographs in Attachment 2).

DESKTOP REVIEW

A desktop review was conducted within the APEs of the five planned capital improvements, and the results are discussed below. The Illinois Inventory of Archaeological Sites (IIAS) geospatial database was the primary source consulted, providing locational information on previously recorded cultural resources, cultural surveys, mounds, cemeteries, historic plat maps, and the Illinois High Probability Zone (HPZ) Model for prehistoric sites, the National Park Service's inventory of properties listed on the National Register, the Illinois Historic Architectural Resources Geographic Information System (HARGIS) website, the Find-A-Grave website, and historic-era maps found online through the United States Geological Survey (USGS) Historical Topographic Map Explorer website.

No archaeological sites or previous archaeological surveys have been reported within the APE limits of the three planned capital improvement locations at Pleasant Hill, Roodhouse, and Cockrell or within the APE of the proposed new trackage at Roodhouse yard. The IIAS geodatabase plots the extent of the official HPZ for prehistoric sites in Illinois. That HPZ does not enter into the Cockrell or Roodhouse capital improvement APEs or the Roodhouse yard APE. The Pleasant Hill capital improvement location and the East St. Louis yard APEs are entirely within the HPZ, however.

The APE around the East St. Louis Yard has been subject to previous archaeological survey. Four previous archaeological surveys intersect the south end of the East St. Louis Yard proper. These overlap the APE along 50th Street (Mousette Lane), the Interstate 255 right-of-way, and southeast along the railroad tracks. A survey for the Sauget Industrial Park and another unnamed survey are within the APE in the northwestern portion.

Numerous other surveys have been completed just outside the APE, especially among the office park developments and airport to the southwest. These surveys have recorded numerous prehistoric sites in the vicinity but outside of the APE. Two of these sites (11S334 and 11S594) are located within the APE just outside of the East St. Louis Yard. Site 11S334 (the Baby Moon Site) is a multicomponent site. The prehistoric components include materials associated with Early Woodland through Mississippian artifacts. The site is interpreted as a village site and recommended for Phase II testing. Historic period materials from this site date from 1871 through the late-twentieth century. Given the straight-line boundary of the site along the railyard, Site 11S334 likely extends beneath the existing railyard to the east. Site 11S594 is a single prehistoric flake in an area that was used as a spoil dumping area (according to the site form).

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No historic buildings, districts, structures, or objects have been previously recorded within any of the five APEs. In addition, no cemeteries, monuments, or markers, have been documented, based upon the review of desktop online materials. Finally, no National Register listed resources have been reported in any of the APEs.

CONCLUSIONS AND RECOMMENDATIONS – BELOW-GROUND (ARCHAEOLOGICAL) RESOURCES

Construction of the five planned capital improvements in Illinois would stay within the existing railroad ROW. In addition, all staging would be undertaken from within the existing ROW. Background review for all of the planned improvement locations and field reconnaissance at the planned siding extensions suggests that much of the natural soils have been disturbed by previous grading for the railroad beds and adjacent ditches. Overall, intact archaeological deposits are unlikely to be preserved in such settings and the probability of significant sites is considered low. However, the existing railyard at the East St. Louis Yard planned capital improvement appears to have been built upon deep fill that may have blanketed and preserved natural soils. Well-preserved archaeological deposits in such settings – if present – could be significant. More detailed summaries and information for each of the planned capital improvements follows:

Cockrell Planned Capital Improvement

The Cockrell planned capital improvement, which would involve construction of a new passing siding, has a low potential to impact intact archaeological deposits (Attachment 1: Figure 3c; Attachment 2: Photographs 1 and 2). Background research and field reconnaissance documented that the location is in a rural setting consisting of farmland. Existing railroad construction features two deep ditches flanking the raised railroad bed itself. The old Chicago Northwestern rail line crosses over the existing line. Proposed construction is planned entirely within the existing ROW, where soils have been severely disturbed by previous railroad construction.

Roodhouse Planned Capital Improvement

The Roodhouse planned capital improvement (Attachment 1: Figure 3b; Attachment 2: Photographs 3 and 4) would involve the extension of an existing passing siding. The planned improvement has a low potential to impact intact archaeological deposits. Background research and field reconnaissance documented that the location is in a rural setting consisting of farmland. Existing railroad construction features two ditches flanking the raised railroad bed itself. Proposed construction is planned entirely within the existing ROW, where soils have been severely disturbed by previous construction.

Pleasant Hill Planned Capital Improvement

The Pleasant Hill planned capital improvement (Attachment 1: Figure 3a; Attachment 2: Photographs 5 and 6) would involve the extension of a passing siding. The planned improvement

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has a low potential to impact intact archaeological deposits, even though it is situated within the HPZ for prehistoric archaeological sites as defined by the Illinois SHPO. Background research and field reconnaissance documented that the location is in a rural setting consisting of farmland. Existing railroad construction features two deep ditches flanking the raised railroad bed itself. Proposed construction is planned entirely within the existing ROW, where soils have been severely disturbed by previous construction.

Roodhouse Yard Improvements

Construction at the Roodhouse Yard (Attachment 1: Figure 3b) would extend outside of the active rail grade, into adjacent, undeveloped farm fields. Though cultivated, this area is within the existing railroad ROW limits. While the area is outside the HPZ for prehistoric archaeological sites, soils are relatively undisturbed and historic-age archaeological sites may be present. To determine the presence/absence of any such sites, archaeological survey is recommended at the Roodhouse Yard expansion.

East St. Louis Yard Improvements

Construction at the East St. Louis Yard (Attachment 1: Figure 3d) would be contained within the existing rail yard. Given the landscape setting, an adjacent prehistoric village site (11S334), and its location inside the HPZ for archaeological sites, it seems very likely that archaeological deposits could be preserved beneath the fill upon which the rail yard is built. As earth disturbance associated with construction in the yard would not extend below the existing fill, cultural resources are unlikely to be disturbed, and no further archaeological investigations are recommended.

CONCLUSIONS AND RECOMMENDATIONS – HISTORIC-AGE (ARCHITECTURAL) RESOURCES

No aboveground historic-age architectural resources have been previously recorded in the proposed APE of any of the capital improvements. Aside from railroad-related resources, development of built resources in the immediate proximity of the APEs is limited.

All aboveground architectural and resources over 50-years-of-age within the proposed APEs will be documented and evaluated for NRHP eligibility and effect. The assessments will include the segment of the Kansas City Southern Railroad (formerly the Chicago and Alton Railroad) associated with the planned capital improvements. Survey and documentation would be consistent with Illinois SHPO's established standards and guidelines.

By submittal of this document and the attachments, the OEA is requesting your input regarding the appropriate level of cultural resources investigations for the Proposed Divestiture. Your professional assistance in identifying additional cultural resource issues or concerns is very much appreciated. If you have any questions or require any additional information, please contact Alan

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Tabachnick of my staff, at 202-245-0367 or by email at alan.tabachnick@stb.gov. **Please send your responses by April 7, 2023.**

Sincerely,

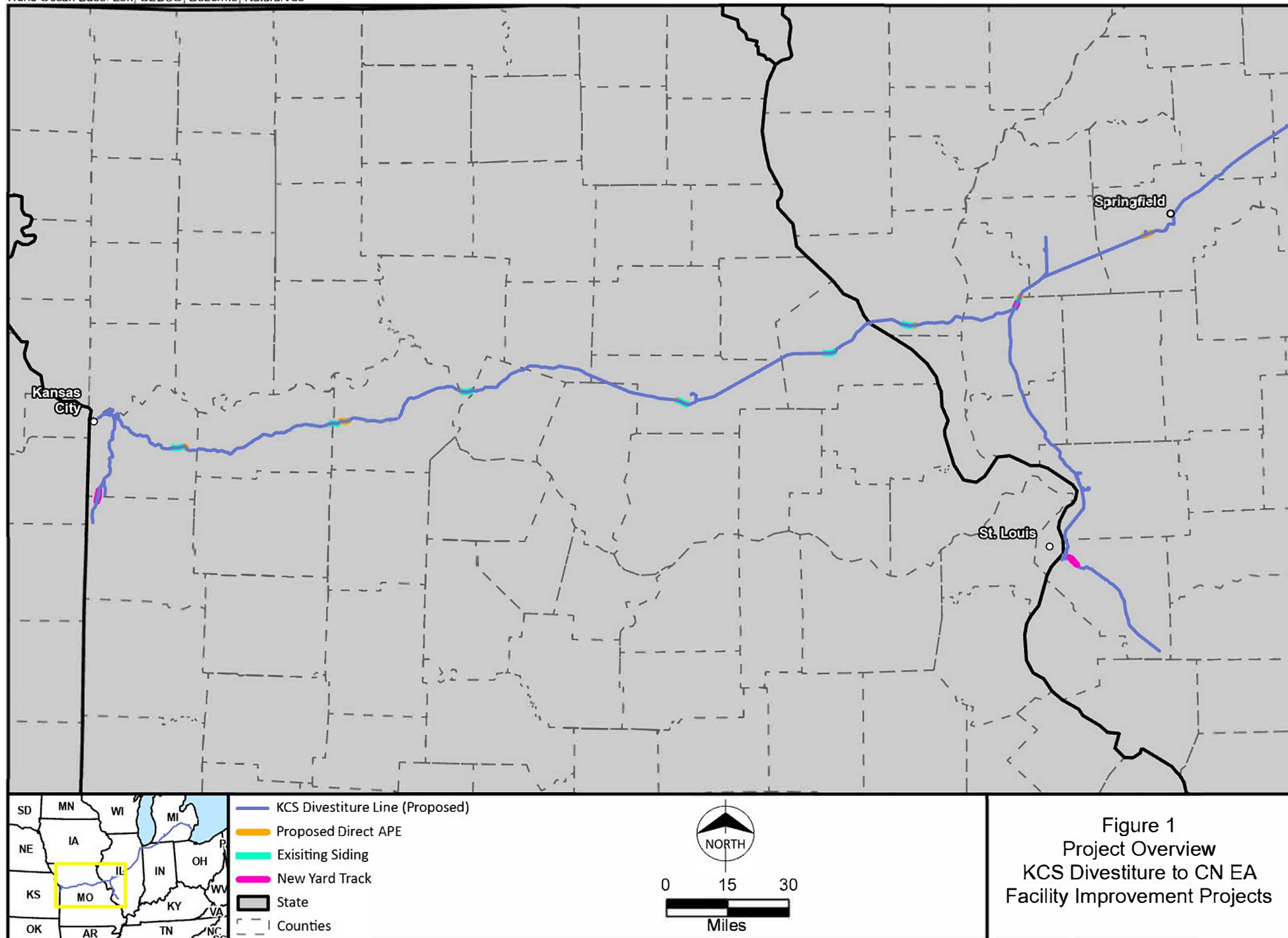
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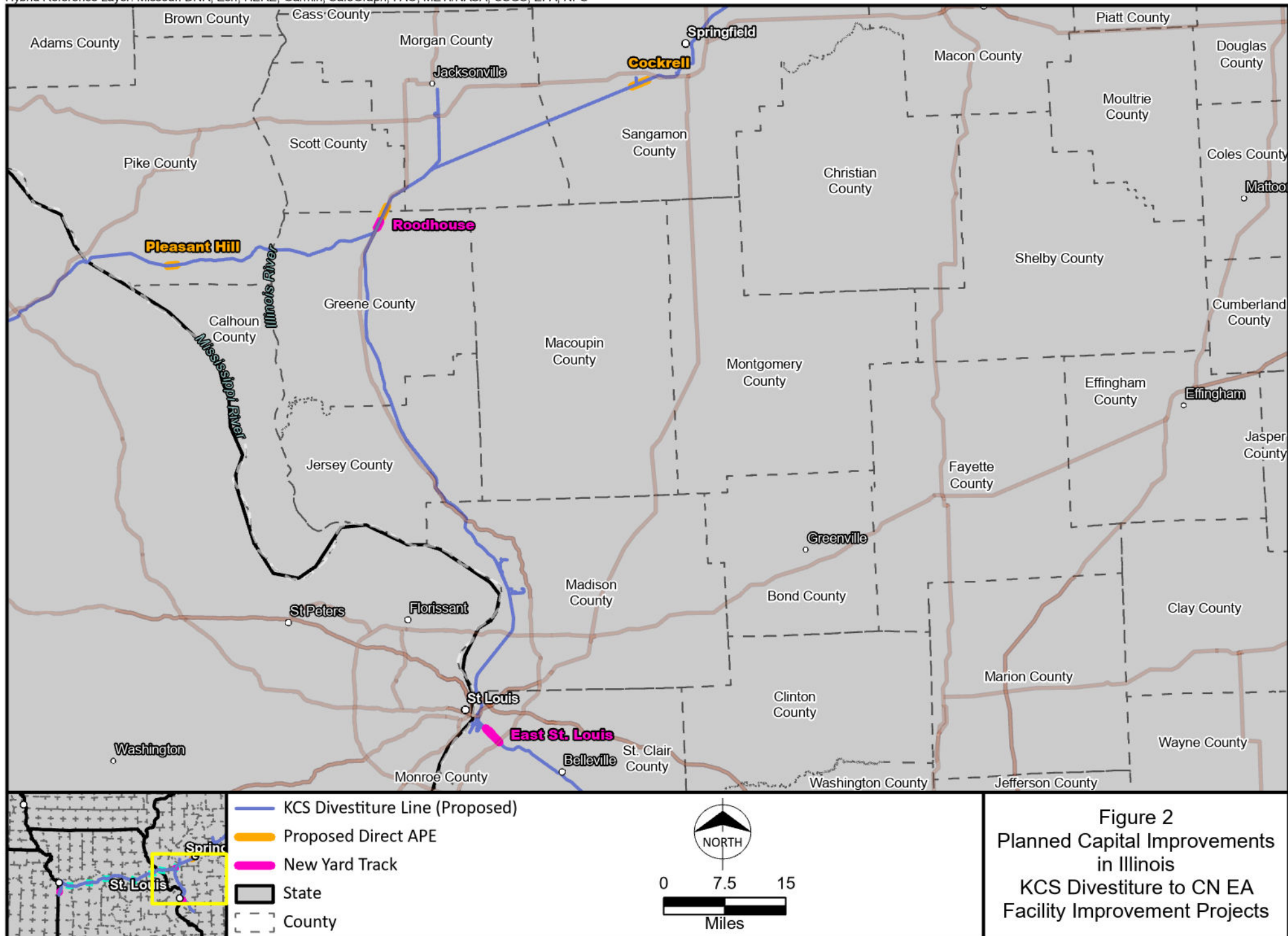
Danielle Gosselin
Director
Office of Environmental Analysis

Attachment 1: Figures
Attachment 2: Photographs

cc: Alan Tabachnick, FPO Surface Transportation Board
Steve Thornhill, Burns & McDonnell
Brandy Harris, Burns & McDonnell

ATTACHMENT 1 – FIGURES





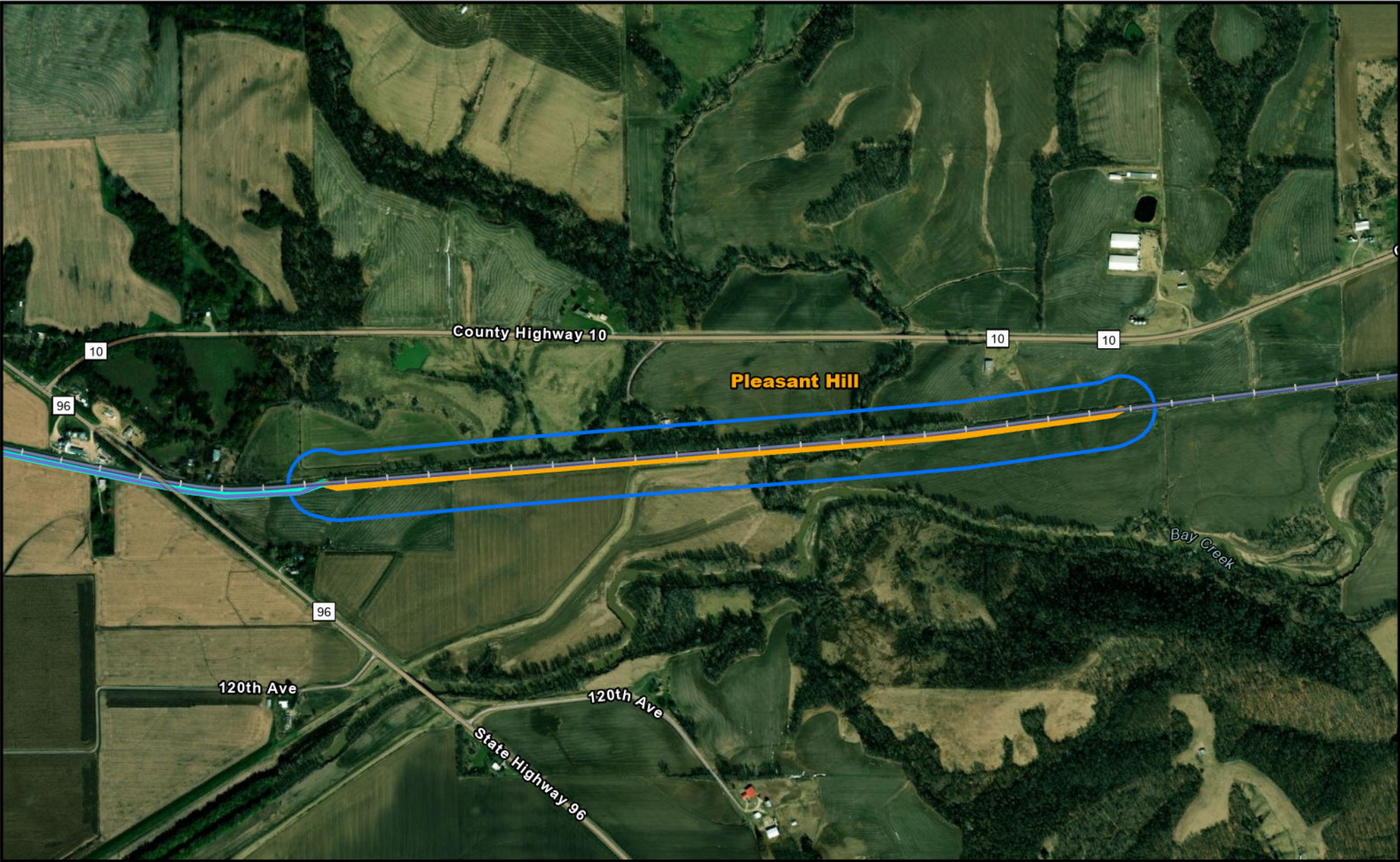


Figure 3a
Pleasant Hill
Planned Improvements
KCS Divestiture to CN EA
Facility Improvement Projects
Pike County, Illinois

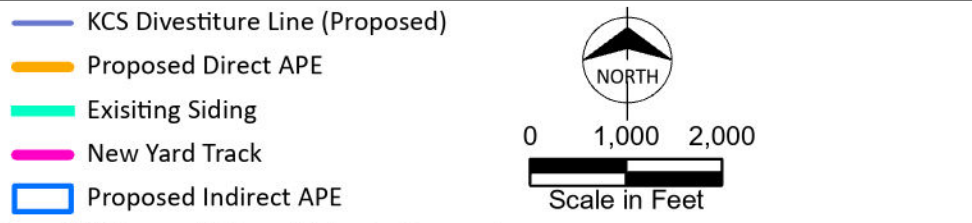
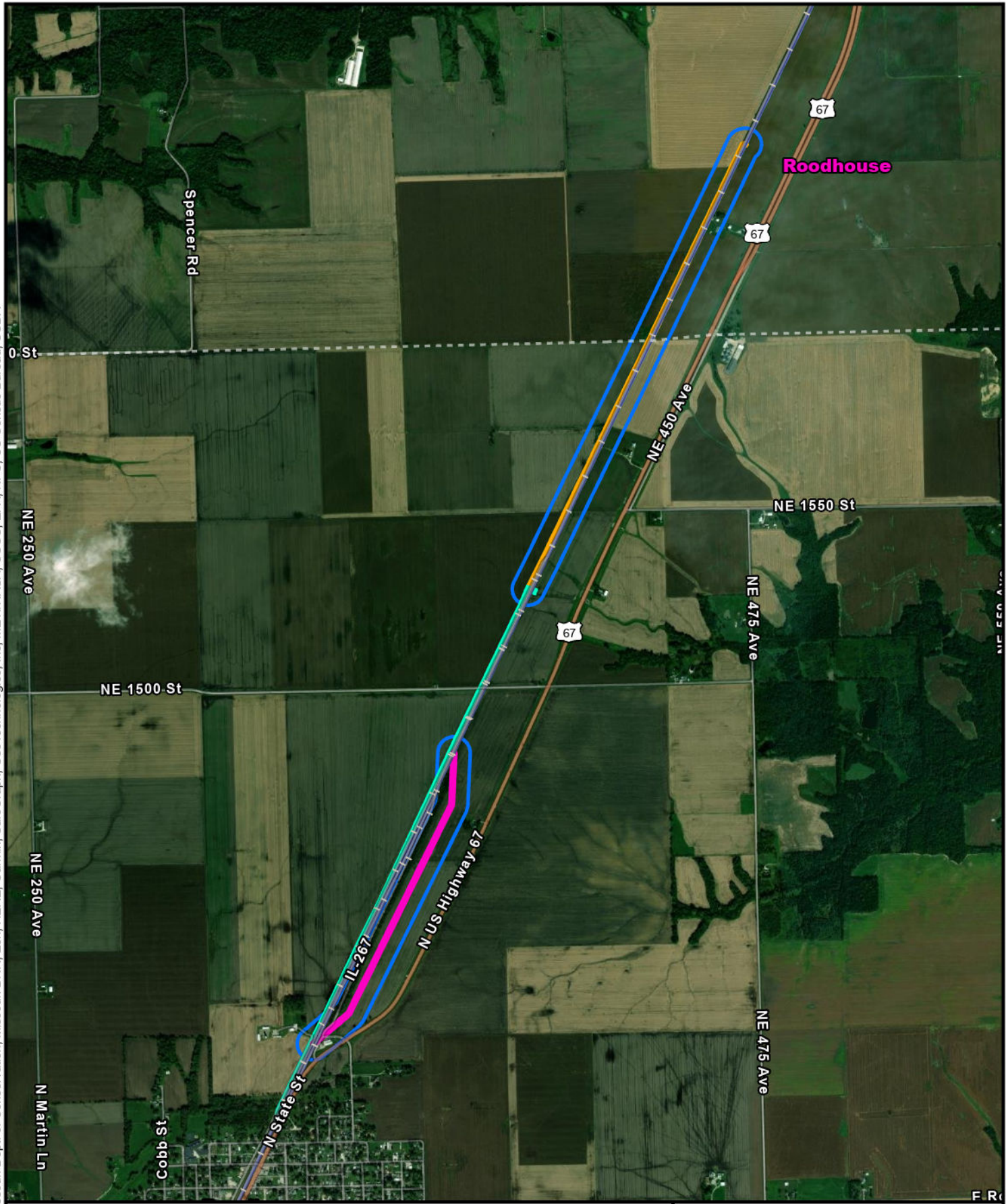
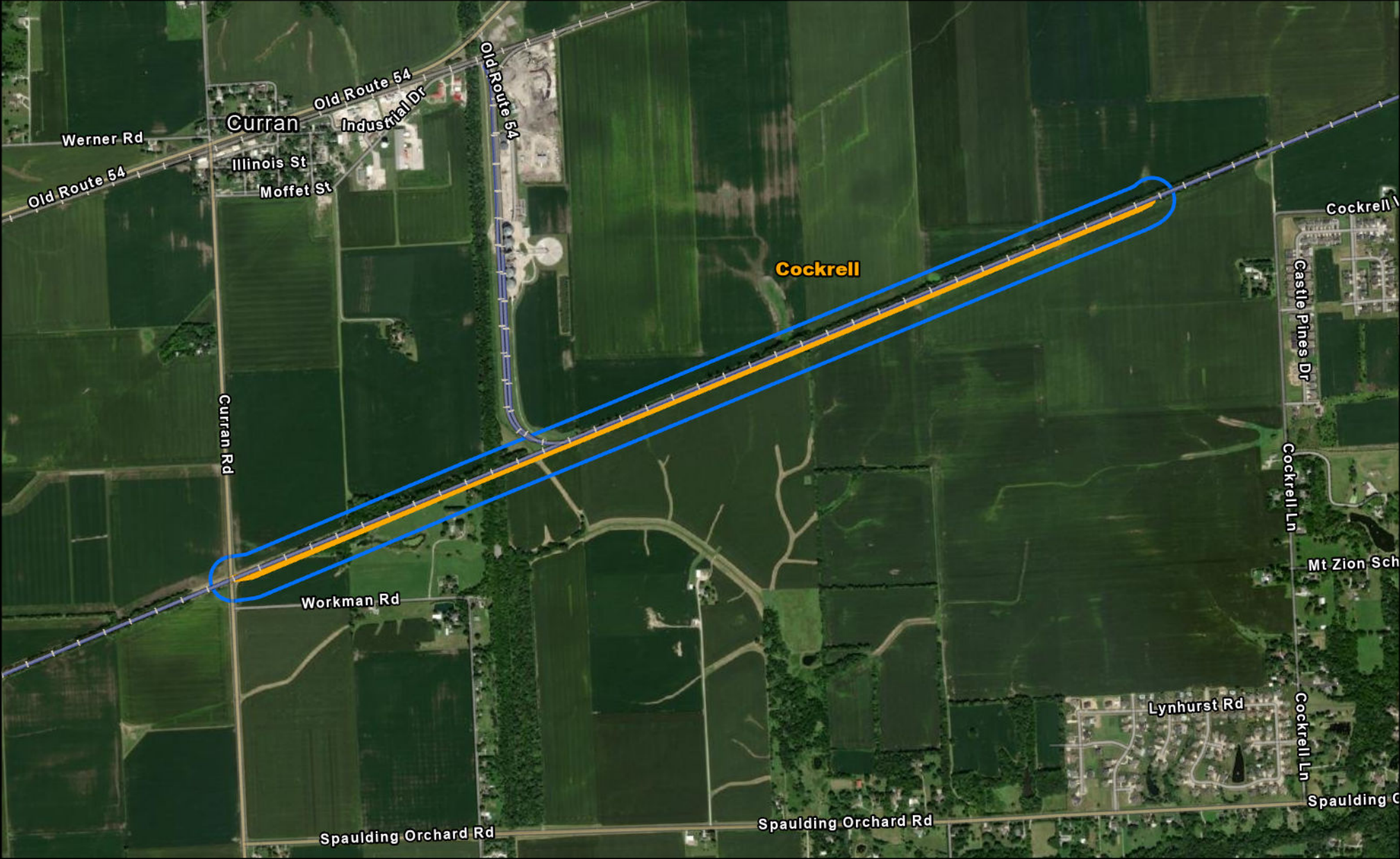


Figure 3b
Roodhouse
Planned Improvements
KCS Divestiture to CN EA
Facility Improvement Projects
Greene & Scott County, Illinois



- KCS Divestiture Line (Proposed)
- Proposed Direct APE
- Proposed Indirect APE

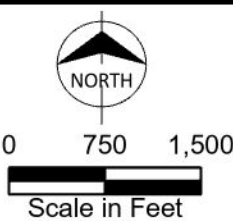
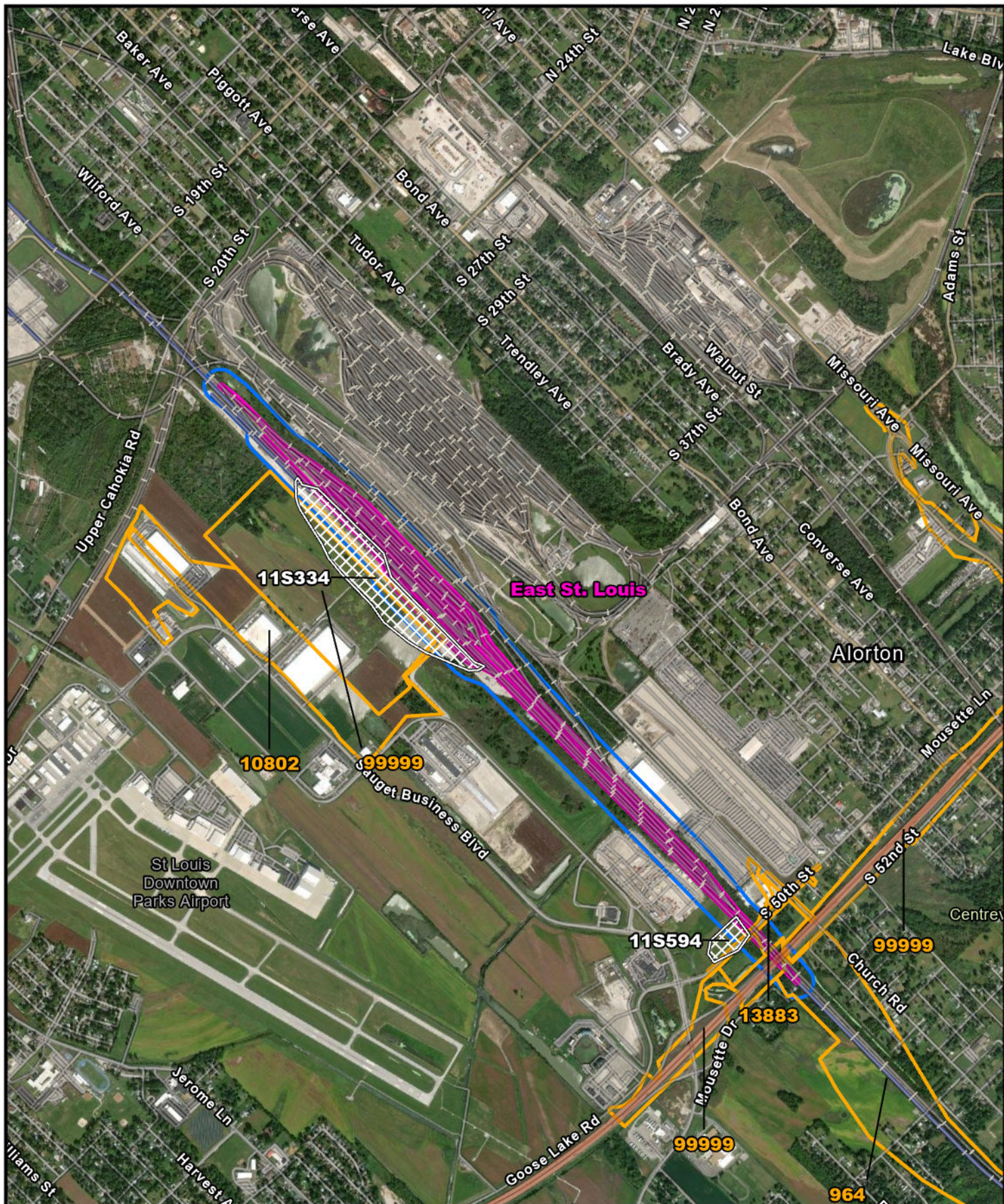


Figure 3c
Cockrell
Planned Improvements
KCS Divestiture to CN EA
Facility Improvement Projects
Sangamon County, Illinois



- KCS Divestiture Line (Proposed)
- New Yard Track
- Proposed Indirect APE
- Archaeological Site
- Cultural Survey

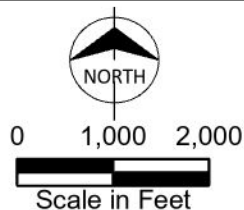


Figure 3d
East St. Louis
Planned Improvements
KCS Divestiture to CN EA
Facility Improvement Projects
St. Clair County, Illinois

ATTACHMENT 2 – PHOTOGRAPHS



Photograph 1: Overview of the planned Cockrell Capital Improvement ROW, facing west.



Photograph 2: Overview of the planned Cockrell Capital Improvement ROW, facing west. Bridge crossing ROW is on the Chicago and Northwestern Railroad line.



Photograph 3: Overview of the planned Roodhouse Capital Improvement ROW, camera facing south.



Photograph 4: Overview of the planned Roodhouse Capital Improvement ROW, camera facing southwest. Machine shed in centerground is of recent construction.



Photograph 5: Overview of the planned Pleasant Hill Capital Improvement ROW, camera facing northeast. Bridge carries the line over unnamed tributary of Bay Creek.



Photograph 6: Overview of the planned Pleasant Hill Capital Improvement ROW, camera facing north. Bridge spans unnamed tributary of Bay Creek.