

**FREDERICK DOUGLASS TUNNEL PROGRAM
(Formerly B&P TUNNEL REPLACEMENT PROGRAM)
SECTION 106 PROJECT CHANGE TRANSMITTAL #4
Track Four Approach U-Structure and Lafayette Avenue Bridge Reconstruction**

TO: Section 106 Programmatic Agreement Signatories and other Consulting Parties,
B&P Tunnel Replacement Program

FROM: Nancy L. Zerbe, ARCH², Inc., a subcontractor to Parsons Brinckerhoff/Parsons
JV, on behalf of Amtrak

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DATE: November 26, 2024

SUBJECT: Notification of Project Change to Construct the Track Four Approach U-Structure
and to Expand Reconstruction of the Lafayette Avenue Bridge BC 2410 (B-4553)

In accordance with the Programmatic Agreement (PA) for the Frederick Douglass Tunnel Program (Program), executed under Section 106 of the National Historic Preservation Act (Section 106), Amtrak is providing to Signatories and other Consulting Parties this fourth notice of Project Changes (Stipulation VII). Project Changes may occur for a variety of reasons, including advancement of the project design, response to new conditions in the field, or identification of new historic properties that could be affected by the Program. These Project Changes only apply to historic architecture; PA Stipulation VII.C provides that “Project modifications with the potential to impact archaeological deposits would be addressed pursuant to Stipulation VI.”

Description of Project Changes and Need

There are currently two Project Changes:

- Construction of a track that will connect the new alignment with the existing South Portal. This will allow freight trains to travel through the existing Baltimore & Potomac (B&P) Tunnel, keeping the new tunnel for electric passenger trains. This new track, called the Track Four Approach U-Structure, will begin a short distance south of the Lafayette Avenue Bridge (see track to the west of the new alignment as shown in Rendering in Attachment D). Because the track will begin in an area of an open cut, it will be constructed in a U-structure, which is a concrete U-shaped structure with a base slab and walls on both sides. The track will pass under the Lafayette Avenue Bridge

between existing piers 4 and 5, and gradually increase in elevation until joining with the existing Northeast Corridor (NEC) prior to reaching the B&P Tunnel's South Portal.

Track Four will require retaining walls along both sides of the concrete U-structure from just south of West Lafayette Avenue to North Fulton Avenue, where the tracks return to existing grade. The retaining wall at the southern end of Track Four will be approximately 30' high. Proceeding north, the track continues to the northeast with the retaining walls becoming lower as the track increases in elevation. As the track passes Riggs Avenue at the north end of the South Ventilation Facility, it joins the existing NEC in a location where the retaining walls will be approximately 20' high. Continuing further west, the track crosses the area of North Payson Street, where the walls will be approximately 11' high. The retaining walls will continue until the track reaches North Fulton Avenue, where the walls will be only 3' high and the U-structure comes to an end.

- Expansion of the Lafayette Avenue Bridge reconstruction from a partial to a complete bridge reconstruction. The National Register of Historic Places (NRHP)-eligible Lafayette Avenue Bridge over the NEC, built in 1930, is a 14-span bridge with 3 central spans flanked by 11 approach spans (see Figures #1 and #2, Attachment A, Key Map and Photographs). From west to east, the bridge's substructure support system consists of the west abutment, piers 1 – 13, and the east abutment, with the existing tracks located between piers 2 and 3. The new alignment of the NEC will be located approximately 250 feet east of the existing tracks in the approximate area of the bridge's existing piers 6 – 9. Similar to Track Four, the new alignment will be located in an open cut that will be constructed using a concrete U-structure.

In 2017, the original plan to accommodate the new alignment was limited to a partial reconstruction of the bridge's eastern approach (see Construction Phasing Diagram, Attachment B). Piers 6 through 9 were to be demolished; Pier 5 would be strengthened; and approximately 11,000 square feet of superstructure would be replaced. To provide adequate horizontal clearance, the bridge spanning between existing piers 5 and 10 (approximately 240 feet) was to be reconfigured to three spans, with a single 158-foot span over the proposed tracks, and two side spans of 58 feet and 24 feet.

With the decision to construct Track Four underneath the western portion of the Lafayette Avenue Bridge, the work associated with the Frederick Douglass Tunnel Program expanded further to the west, closer to the crossing of the NEC. It therefore became important to provide the best overall solution for the bridge, which includes removing the significant safety hazard in the span over the existing railroad. With that approach in mind, Amtrak in collaboration with the City of Baltimore agreed that the Program would undertake reconstruction of the entire bridge.

The bridge reconstruction will be done in two phases. Phase 1 will involve the replacement of the ten eastern spans, ending at Pier 4. Phase 2, planned for 2032, will consist of replacing the western four spans of the bridge. The reconstruction will connect the bridge with the street at both the east and west ends and will include intersection improvements at the intersections of

West Lafayette Avenue and North Payson Street (on the east) and Spedden Street (on the west). In March, 2024, Amtrak distributed to the PA signatories and concurring parties a context-sensitive design analysis for the proposed new bridge; no comments were received.

Section 106 Analysis

Revised Area of Potential Effects

The Project Changes result in the need to expand the original Area of Potential Effects (APE) in three areas (see APE map, Attachment C):

- The APE, which previously follows the western edge of the NEC as it crosses West Lafayette Avenue, was extended further west to the intersection of West Lafayette Avenue and Spedden Street, where the construction for the second phase of the bridge replacement project ends. North of West Lafayette Avenue, the APE expands to include two buildings, the five-story concrete and brick warehouse at 2120 West Lafayette Avenue and the adjacent one-story brick building at 2200 West Lafayette Avenue (see Figure #3). 2120 West Lafayette Avenue was included in the expanded APE because it is located immediately adjacent to the bridge and will be adjacent to the retaining wall for the new bridge. In addition, two concrete staircases, constructed in the early 1930s in conjunction with the bridge, connect the five-story building with the bridge (see Figures #4 and #5). 2200 West Lafayette Avenue is immediately adjacent to the bridge reconstruction project's western end at the intersection of West Lafayette Avenue and Spedden Street. South of West Lafayette Avenue on the west side of the NEC, the APE is expanded to include two buildings at 2113 W. Lafayette Avenue, which are located immediately south of West Lafayette Avenue.
- At the eastern end of the bridge, where West Lafayette Avenue intersects with North Payson Street, the APE has been expanded to include rowhouses in close physical proximity to the intersection where there will be new crosswalks, a signal system, and lighting (see Figure #6).
- Heading north from the intersection of West Lafayette Avenue and North Payson Street, the APE extends along the rear property line of the rowhouses fronting onto the east side of North Payson Street. Including all these properties within the APE will ensure that the visual and atmospheric effects of the new rail infrastructure, including the South Ventilation Facility, are taken into consideration. When the APE boundary reaches Riggs Avenue midway between North Payson Street and Appleton Street, the boundary turns east to encompass the entire block bounded by North Payson Street, Riggs Avenue, and Appleton Street (see Figure #7). This block will be potentially visually and atmospherically affected by the South Ventilation Facility (located to the southwest) and the retaining wall of the new Track Four (located to the north). Moving further east, the retaining wall will be lower in height and will be further away from the buildings (see Figures 8 and 9). As a result, the APE boundary now runs along the north and south edges of the existing NEC until Track Four connects with the existing South Portal of the B&P Tunnel.

Identification of Historic Properties

The following architectural historic properties are within the expanded area of the APE:

- The B&P Railroad (Philadelphia, Baltimore & Washington Railroad) (B-5164) travels beneath the western portion of the Lafayette Avenue Bridge and then connects with Track Four before reaching the South Portal.
- Midtown Edmondson Historic District (B-5118), including the following additional properties:
 - rowhouses east of the NEC at 1945-1951 and 1944-1950 West Lafayette Avenue, 901-921 North Payson Street, 1945-1949 and 1942-1950 North Payson Street, 1001-1021 North Payson Street, and 1919-1925 and 1932-1934 Riggs Street
 - industrial buildings east of the NEC at 1101 and 1103 Payson Street, and 1112 Appleton Street
 - 2120 and 2200 West Lafayette Avenue, two buildings (west of the NEC) formerly part of the Acme Warehouse complex. In 2003, the Maryland Historical Trust (MHT) evaluated the complex as not eligible for inclusion in the NRHP (DOE-BC-0003). MHT's evaluation included 2120 and 2200 West Lafayette Avenue, both under the address of 2120, and small, associated, adjacent structures located at 813 Spedden Street, 1001 N. Smallwood Street and 2201 Mosher Street. The buildings at 813 Spedden Street and 1001 N. Smallwood Street have subsequently been demolished. Although the complex was found to not be individually eligible for inclusion in the NRHP, in the 2015 revised draft NRHP nomination for the Midtown Edmondson Historic District, 2120 and 2200 West Lafayette Avenue were listed as contributing to the historic district. Despite issues of architectural integrity, the buildings continue to contribute to the historic district; however, they remain not individually eligible.
- Edmondson Avenue Historic District (B-5187), a NRHP-listed historic district located to the west of the NEC and including 2201-2211 West Lafayette Avenue, six two-story, three-bay rowhouses that contribute to the historic district.
- The Lafayette Avenue Bridge, BC 2410 (B-4553) is located within the boundaries of the Midtown Edmondson Historic District, contributes to the historic district, and is individually eligible for inclusion in the NRHP.

As indicated above, the industrial property at 2113 W. Lafayette Avenue is located within the expanded APE. According to both the map for the Midtown Edmondson Historic District that is included in the "final draft" NRHP nomination (see Figure 1, page 5) and the mapping on the Maryland Historical Trust (MHT)'s website, 2113 W. Lafayette Avenue is outside of the boundaries of the historic district. However, 2113 W. Lafayette Avenue and several other properties located outside of the historic district boundaries on the map are identified in the nomination's Section 7 property inventory as contributing to the historic district. The FDT Program has reconciled these inconsistencies by relying on the mapping documentation, which is supported by the nomination form's verbal boundary description. Accordingly, 2113 W. Lafayette Avenue is considered outside of the Midtown Edmondson Historic District.

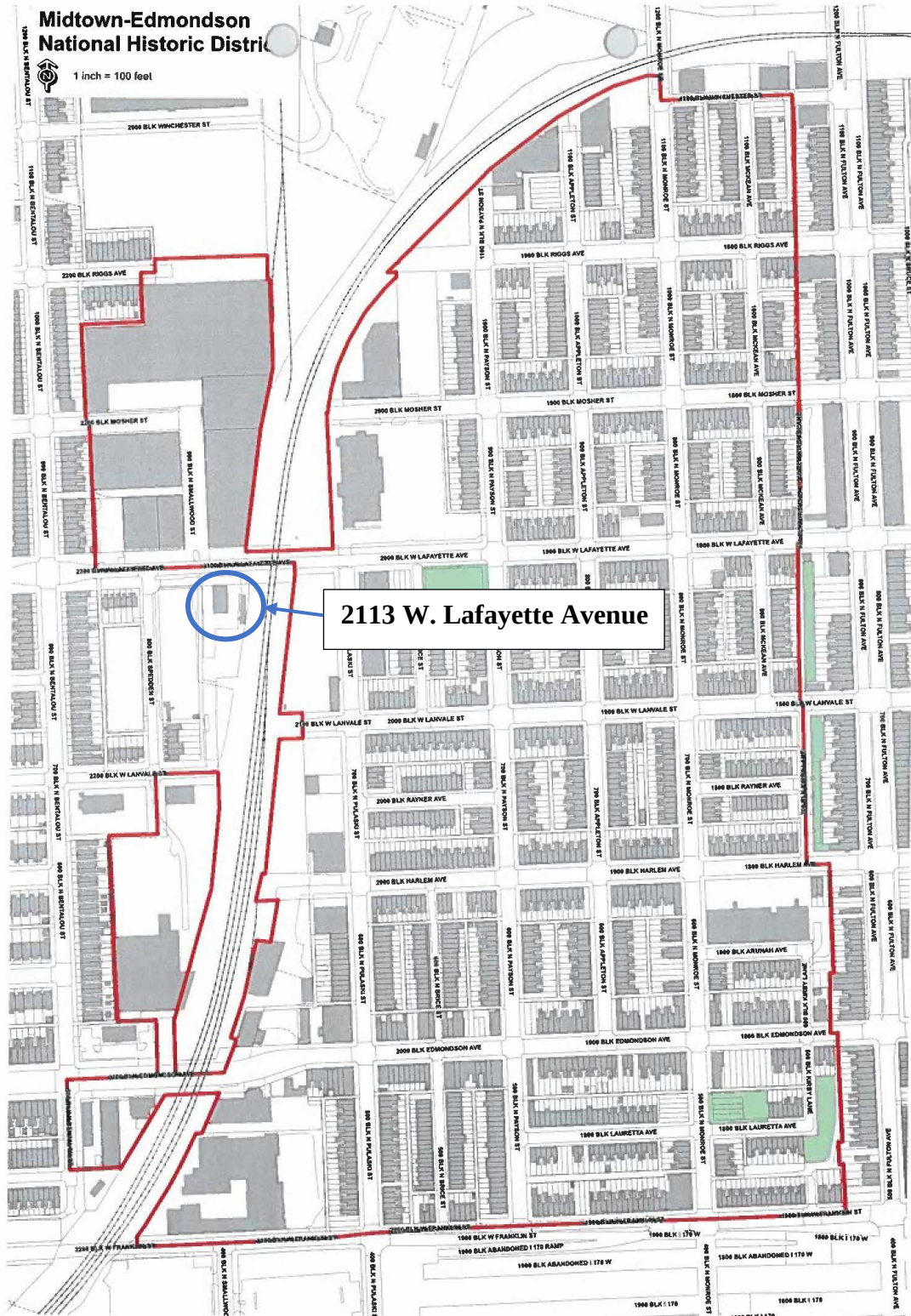


Figure 1: Midtown Edmondson Historic District

Key: — Historic District Boundaries

In 2015, 2113 W. Lafayette Avenue was evaluated for its potential significance. According to the Short DOE form (DOE-BC-0114) prepared by Dovetail Cultural Resource Group:

Since the construction of the first buildings on the property in the early twentieth century, the Baltimore Clay Product Company has undergone significant alterations that have negatively impacted its integrity, including the removal of the original ca. 1910 office building; the construction of a mid-twentieth century, cinder-block warehouse/garage that has been covered in stucco; and additions and alterations to all existing buildings on the property, including replacement of clay tile with brick and concrete block and loss of original fenestration. Furthermore, the property is one of numerous small masonry warehouse complexes constructed throughout Baltimore in the early-twentieth century and is not an outstanding example of design or method of construction.

On September 1, 2015, the MHT concurred that the property is not eligible for inclusion in the NRHP. Therefore, this property is not within the boundaries of a NRHP listed or eligible historic district and does not meet the criteria to be considered individually eligible for inclusion in the NRHP.

Assessment of Effect/Adverse Effect

The assessment of effects for the Frederick Douglass Tunnel Program at the time of the FEIS/ROD determined that the undertaking would have an adverse effect on the historic B&P Railroad (Philadelphia, Baltimore & Washington Railroad), Midtown Edmondson Historic District, Edmondson Avenue Historic District, and Lafayette Avenue Bridge.

The Project Changes to replace the entire Lafayette Avenue Bridge, rather than just the eastern portion and to construct Track Four, will have the following effects on architectural historic properties:

B&P Railroad (Philadelphia, Baltimore & Washington Railroad) (B-5164)

The total replacement of the Lafayette Avenue Bridge will not have an additional adverse effect on the historic railroad. Comparable to the existing bridge and the proposed new eastern portion of the bridge, the western portion will traverse the rail line without a physical effect on the line. In addition, the replacement of the entire bridge, instead of just the eastern portion as originally planned during the FEIS/ROD, provides the opportunity to develop a more unified context-sensitive bridge design. Also, the replacement of this bridge with a modern structure of generally the same scale and appearance does not diminish the integrity of the much larger district as a whole within this dense urban environment. To assess the effect of Track Four on the historic rail line, three characteristics were considered. First, construction of a single track connecting with the main rail line is not out of character with the historic B&P railroad, which had numerous sidings to service industrial properties. Second, although there will be a visual and atmospheric effect from the construction of retaining walls along Track Four, the effect will not be adverse due to the primarily industrial and dense urban nature of the surrounding area. The third

consideration was to the potential adverse effect as a result of the removal of 11 overhead catenary system (OCS) structures. Because Track Four will be used by diesel freight trains, existing OCS structures are no longer needed and will be removed. These structures relate to an important part of the rail line's history, namely the Pennsylvania Railroad's 1930s electrification of the rail line as part of the Baltimore Improvement Program. The OCS structures contribute to the significance of the NRHP-eligible B&P Railroad (Philadelphia, Baltimore & Washington Railroad), and their removal constitutes an additional adverse effect to the historic rail line.

Lafayette Avenue Bridge

The construction of Track Four, which will pass underneath the bridge, will not have a physical effect on the bridge. The visual and atmospheric effect of one additional track and retaining walls will be minor.

Replacement of the entire historic bridge rather than just the eastern portion results in the loss of all of the bridge's historic fabric, including the two character defining staircases on the bridge's western approach. This action constitutes an additional adverse effect to the Lafayette Avenue Bridge.

Midtown Edmondson Historic District

Although there will be a visual and atmospheric effect on the historic district from the construction of retaining walls along Track Four, the effect will not be adverse due to the primarily industrial and dense urban nature of the portion of the historic district that is in close proximity to the proposed location of Track Four. However, replacement of the entire Lafayette Avenue Bridge, a contributing element of the historic district, rather than just the eastern portion results in the loss of all of the bridge's historic fabric, including the two character defining staircases on the bridge's western approach. This action constitutes an additional adverse effect to the Midtown Edmondson Historic District.

Edmondson Avenue Historic District

The Lafayette Avenue Bridge replacement, particularly the construction of the western approach at the intersection of West Lafayette Avenue and Spedden Street (located near the historic district's eastern boundary), will have a visual and atmospheric effect on the Edmondson Avenue Historic District, but the effect will be minor. The new modern bridge will generally be the same scale and appearance as the existing bridge and therefore will not diminish the integrity of the much larger historic district as a whole within this dense urban environment. Track Four will be located approximately one block east of the Edmondson Avenue Historic District, thereby not affecting the historic district. Therefore, there is no additional adverse effect to the Edmondson Avenue Historic District.

Mitigation

The Project Change will have additional adverse effects to the B&P Railroad (Philadelphia, Baltimore & Washington Railroad) (construction of Track Four and removal of eleven OCS structures), the Lafayette Avenue Bridge (complete replacement of the Lafayette Avenue Bridge), and the Midtown Edmondson Historic District. These adverse effects have already been

addressed through mitigation included in the Section 106 Programmatic Agreement (PA), including development and implementation of context-sensitive design recommendations for the new bridge (V.C), HAER documentation organized around themes relevant to these historic properties (V.E), development of interpretive displays (V.F.), and development of electronic informational platforms (V.I.). However, additional mitigation measures, if needed, will be determined through consultation in accordance with Stipulation VII.B.2-4 of the PA.

Request for Comments

In accordance with Stipulation XI (Document Review) of the PA, Amtrak requests that you submit your written comments within 30 calendar days from the date of your receipt of this transmittal. Amtrak will consider all comments received within the allotted timeframe.

If you have any questions, please contact: Nancy Zerbe, ARCH², Inc., (908) 208-1288 or nzerbe@arch2inc.com.

Enclosures:

- Attachment A: Key Map and Photographs
- Attachment B: Construction Phasing Diagram
- Attachment C: APE Map
- Attachment D: Lafayette Avenue Bridge Rendering

ATTACHMENT A: PHOTOS AND KEY

Photo Key

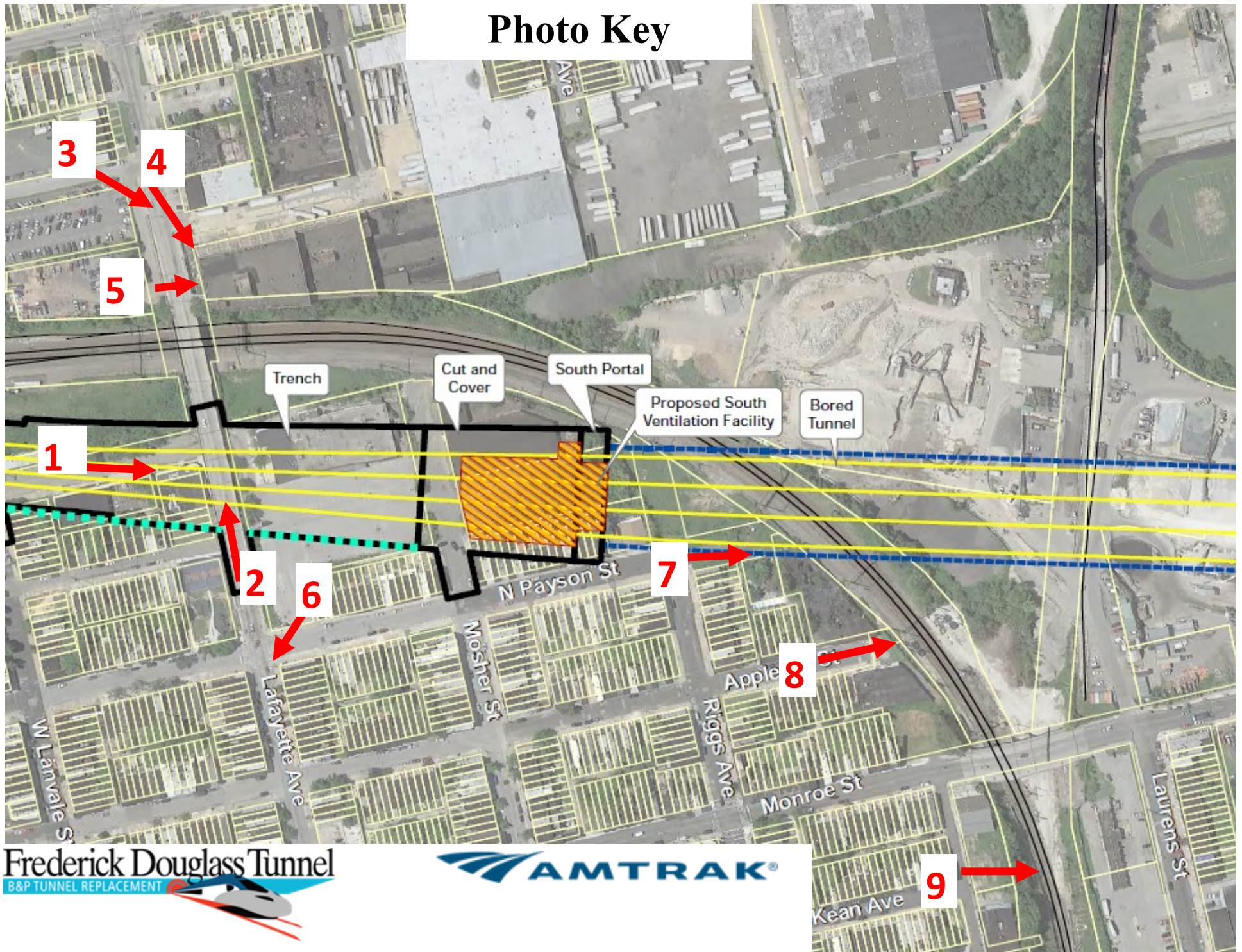




Figure 1: West Lafayette Avenue Bridge, view looking southwest. Photographer: Nancy Zerbe



Figure 2: West Lafayette Avenue Bridge, view looking west. Photographer: Benny Louie.



Figure 3: Western approach to the West Lafayette Avenue Bridge, five-story 2120 West Lafayette Avenue and one-story 2200 West Lafayette Avenue, view looking northeast.
Photographer: Benny Louie.



Figure 4: Acme Warehouse building and staircase, view looking northeast.
Photographer: Benny Louie.



Figure 5: Staircase between the West Lafayette Avenue Bridge and the Acme Warehouse building, view looking north. Photographer Nancy Zerbe.



Figure 6: Rowhouses on the southeast corner of West Lafayette Avenue and North Payson Street, view looking southeast. Photographer: Benny Louie.



Figure 7: Industrial building, 1101 N. Payson Street, view looking north towards the rail line. Photographer: Nancy Zerbe.



Figure 8: Industrial buildings in close proximity to the Northeast Corridor on Appleton Street, view looking north towards the rail line. Photographer: Nancy Zerbe.

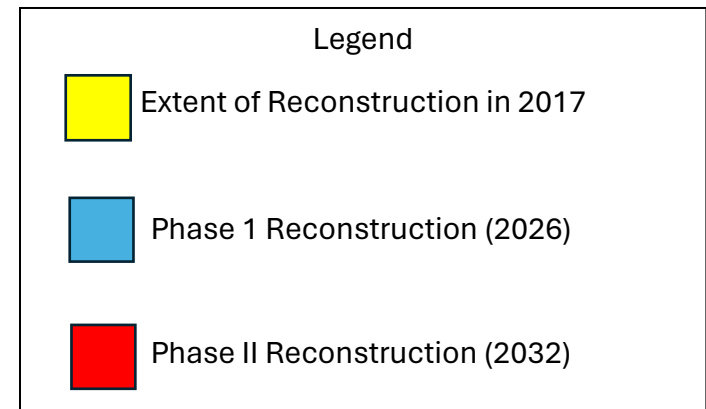
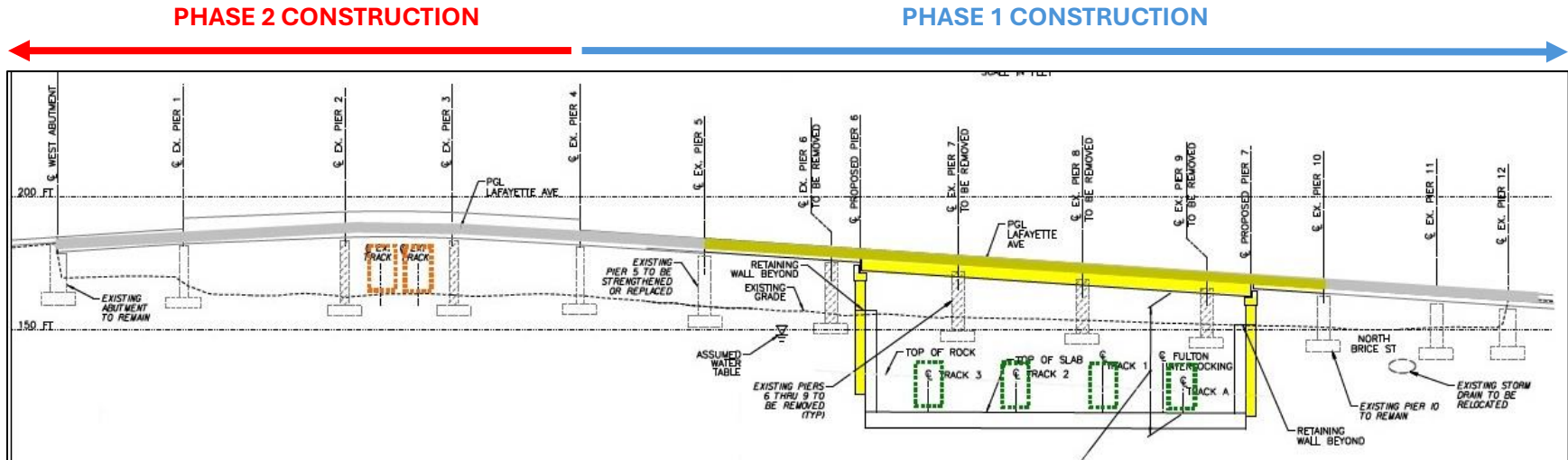


Figure 9: Industrial buildings at the intersection of Winchester Street and McKean Avenue, view looking northeast towards the rail line. Photographer: Nancy Zerbe.

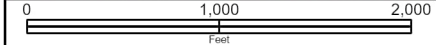
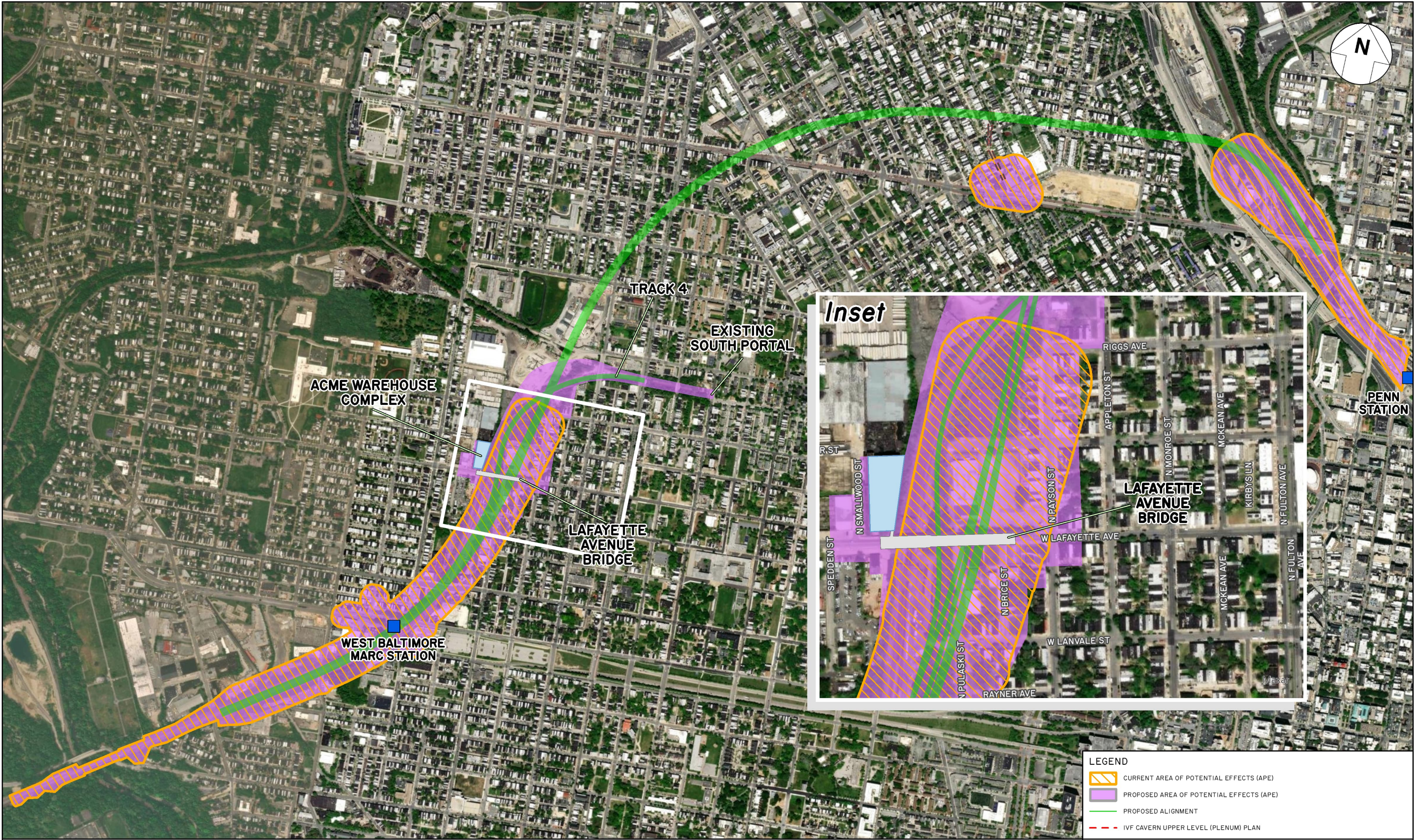
ATTACHMENT B: CONSTRUCTION PHASING DIAGRAM

Lafayette Avenue Bridge Reconstruction

Construction Phasing Diagram



ATTACHMENT C: AREA OF POTENTIAL EFFECTS MAP



No.	Revisions	Date	By



Office of Engineering

National Railroad Passenger Corporation
30th Street Station, Philadelphia, Pennsylvania 19104

Approved	Date

FOR
INFORMATION
ONLY -
NOT FOR
CONSTRUCTION



Frederick Douglass Tunnel
B & P Tunnel Replacement | PB | P Joint Venture

LEGEND	
	CURRENT AREA OF POTENTIAL EFFECTS (APE)
	PROPOSED AREA OF POTENTIAL EFFECTS (APE)
	PROPOSED ALIGNMENT
	IVF CAVERN UPPER LEVEL (PLENUM) PLAN

OVERVIEW REFERENCE DRAWINGS			
BALTIMORE, MD FREDERICK DOUGLASS TUNNEL		MPIO3.4 - MP95.7	
AREA OF POTENTIAL EFFECTS (APE) REVISION		Project No:	C.EN.201278
Designed REB		File Name No:	N/A
Drawn REB		Sheet No:	01 OF XX
Checked		Dwg No:	BPTR-REF APE - 001
Date 3 / 7 / 2024			

ATTACHMENT D: LAFAYETTE AVENUE BRIDGE RENDERING

