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3 5556 030 129985 U.S. DEPARTMENT OF TRANSFORTATIC FEDERAL HIGHWAY ADMINISTRATION

PB 202 079-D

DATE: August 25, 1971

In reply refer to:

Form FHWA-121 (12-67) UNITED STATES GOVERNMENT

Temorandum

- : Council on Environmental Quality 722 Jackson Place, N.W. Washington, D.C. 20006
- FROM : Richard Ackroyd Division Engineer Baltimore, Maryland

то

SUBJECT: Maryland I 170-8(1) Baltimore City

Ten copies of a draft environmental statement are transmitted herewith.

The statement adequately describes the project and its impact on the environment. It describes much of the collateral development projects studied by the Urban Design Concept Team. These proposals are not to be considered final. There are other considered opinions that the neighborhood would not benefit from extensive development on platforms over the expressway, that mini parks and playgrounds on excess land adjacent to the expressway would be more appropriate.

Comments are requested prior to October 15, 1971.





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STATE HIGHWAY ADMINISTRATION

300 WEST PRESTON STREET BALTIMORE, MD. 21201

August 23, 1971

NOTICE

WALTER E. WOCDFORD JR GNIEF ENGINEER A. W. SMITH BECRETARY JOHN J. ROWAN CONFTPOLLER

JOSEPH D. BUSCHER BPEC, ABST. ATTY. 484.

REPLY TO: INTERSTATE DIVISION FOR BALTIMORE CITY 1001 CATHEDRAL STREET BALTIMORE, MD. 21201

I 171-8(1)

TO WHOM IT MAY CONCERN:

The Interstate Division for Baltimore City, Maryland State Roads Commission, 1001 Cathedral Street, Baltimore, Maryland, in compliance with Public Law 91-190, Section 102(2) (C) of the National Environmental Policy Act of 1969 hereby requests your comments with regard to the Draft Environmental Impact Statement on the following project:

> Interstate Route I-170 from Pulaski Street to Pine Street in the City of Baltimore

All comments should be furnished in writing to this Office on or before October 11, 1971 in order to be considered in the preparation of the Final Environmental Impact Statement.

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Joseph M. Axelrod, Chief Interstate Division for Baltimore City

Attachment

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DAVID J. FISHER AND DIRECTOR OF HIGHWAYE CHAIRWAN OF COMMISSION S. WALTER BOGLEY, JR. MARLEY P. BRINSFIELD WALTER BUCHER LESLIE H. EVANJ ARTHUR B. PRICE, JR. FRANK THORP WILLIAM L. WILSON

COMMISSION MEMBERS



STATE OF MARYLAND

DEPARTMENT OF TRANSPORTATION

STATE HIGHWAY ADMINISTRATION

DRAFT

ENVIRONMENTAL IMPACT STATEMENT

. FOR

. I-170 from Pulaski Street to Pine Street in Baltimore City

August 23, 1971

Prepared by: Interstate Division for Baltimore City in Conformity with Requirements of UNITED STATES DEPARTMENT OF TRANSPORTATION FEDERAL HIGHWAY ADMINISTRATION Pursuant to Section 102(2) (C) P. L. 91-190

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SUMMARY

(X) Draft

() Final Environmental Statement

Department of Transportation, Federal Highway Administration

Name of Action: (X) Administrative Action
 () Legislative Action

2. Brief Description of Action: Design and Construction of a six-lane depressed freeway for a total length of 15 city blocks, Route I-170 from Pulaski Street to the City Boulevard in Baltimore City, MD.

3. Summary of Environmental Impact: Displacement of 971 homes, 62 businesses, and one school. Houses and business already displaced. Slight rise in ambient noise level. Temporary relocation of some utility services.

4. List of Alternatives Considered: Several alternatives within corridor have been recently considered. They include fully retained sections and partially elevated sections. Prior to 1965 several alternates in other corridors were considered and rejected because of housing impact.

5. a. All Federal, State, and Local Agencies from which comments have been requested:

SEE ATTACHED LIST

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b. All Federal, State, and Local Agencies from which comments have been received:

NOT APPLICABLE

6. Date Draft Statement made available to Public: August 23, 1971

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Date Final Statement made available to Council on Environmental Quality:

NOT APPLICABLE



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STATE, METROPOLITAN AND REGIONAL

CLEARINGHOUSES

- Department of State Planning 301 West Preston Street Baltimore, Maryland 21201
- Regional Planning Council Mount Vernon Medical Building
 701 St. Paul Street Baltimore, Maryland 21202

FEDERAL AGENCIES WITH

JURISDICTION OR EXPERTISE

- Environmental Protection Agency Office of Water Programs
 918 Emmet Street Charlottesville, Virginia 22901
- Dr. Sidney R. Galler, Deputy Asst. Secretary For Environmental Affairs U.S. Department of Commerce Room 3876 14th and Constitution Avenues Washington, D. C. 20230
- Assistant Secretary for Systems Development and Technology Department of Transportation 800 Independence Avenue, S.W. Washington, D.C.
- 4. Dr. T. C. Byerly Office of the Secretary Department of Agriculture Washington, D. C. 20250
- 5. Mr. Warren P. Phelan HUD Regional Administrator Department of Housing and Urban Development Curtis Building Sixth and Wa lnut Streets Philadelphia, Pennsylvania 19106

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- Environmental Control Administration
 Department of Health, Education, and Welfare
 '5600 Fishers Lane
 Rockville, Maryland
- National Institute of Environmental Health Sciences Department of Health, Education, and Welfare
 5333 Westbard Avenue Bethesda, Maryland
- Health Services and Mental Health Administration Department of Health, Education, and Welfare 5600 Fishers Lane Rockville, Maryland
- 9. National Bureau of Standards Department of Commerce Gaithersburg, Maryland
- Coast Guard
 Department of Transportation
 400 Seventh Street, S.W.
 Washington, D.C.
- Department of Army Baltimore District Corps of Engineers P.O. Box 1715 Baltimore, Maryland 21203
- 12. Urban Mass Transportation Administration Department of Transportation 400 Seventh Street, S.W. Washington, D.C.

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- Environmental Health Services
 Department of Health, Education, and Welfare
 5600 Fishers Lane
 Rockville, Maryland
- 14. National Park Service Department of Interior
 143 S. Third Street Philadelphia, Pa. 19106
- 15. Bureau of Outdoor Recreation Department of Interior
 1421 Cherry Street
 Philadelphia, Pa. 19102



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- 16. Economic Development Administration
 Department of Commerce
 19 N. Maine Street
 Wilkes-Barre, Pa. 18701
- 17. Interstate Commerce Commission Constitution Avenue and 12th Avenue, N.W. Washington, D.C.
- 18. Mr. George E. Ferguson, Regional Hydrologist Atlantic Coast Region Water Resources Division U.S. Geological Survey Room 317 - Washington Building Arlington Towers, Arlington, Va. 22209
- Office of Civil Defense Region 2 Olney, Maryland 20832
- 20. U.S. Weather Bureau
 585 Stewart Avenue
 Garden City, New York 11530
- 21. Department of Health, Education, and Welfare
 220 Seventh Street, NE
 Charlottesville, Virginia 22901
- 22. Bureau of Land Management7981 Eastern AvenueSilver Spring, Maryland
- 23. Mr. Robert P. Hayward, Coordinator National Environmental Protection Agency Washington, D.C.
- 24. Department of Health, Education and Welfare Regional Office III
 P.O. Box 12900
 Philadelphia, Pa. 19108

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DEPARTMENT OF TRANSPORTATION FEDERAL HIGHWAY ADMINISTRATION

DRAFT

ENVIRONMENTAL IMPACT STATEMENT PURSUANT TO SECTION 102(2)(C), P.L. 91-190

DRAFT ENVIRONMENTAL STATEMENT FOR I-170 FROM PULASKI STREET TO INTERCHANGE WITH "THE BOULEVARD" AT PINE STREET PURSUANT TO SECTION 102(2)(C) OF THE NATIONAL ENVIRONMENTAL POLICY ACT OF 1969 (PUBLIC LAW 91-190)

1. PROJECT DESCRIPTION

The Baltimore City Interstate System as proposed by the Urban Design Concept Associates consists of fourteen study areas or segments of which this statement pertains to Segment 10. This section, known as the Franklin-Mulberry Corridor, extends from Pulaski Street in the west to the Interchange with the proposed Boulevard System around Pine Street in the east. The proposed expressway passes through the communities of Harlem Park, Fremont Avenue, and Steuart Hill which are predominantly low-income, low-employment, black residential neighborhoods.

The corridor is one block wide and approximately fifteen blocks long. The corridor was almost totally, low-income row housing prior to its planned use for a highway route.

A condemnation ordinance was passed by the Baltimore City Council on March 7, 1966 on the properties in the Franklin-Mulberry Corridor. As a result of this ordinance, the majority of houses and businesses have been purchased and demolished. Only a school site and several residential structures have yet to be demolished.

The objectives of the Concept Team in this segment were to stage the joint use and roadway development of the highway corridor with facilities which can serve the community, link it together and act as a catalyst for renewal of the surrounding area. Also to develop a transportation hierarchy which protects residential districts and provides accessibility via public and private transportation to jobs and City-wide facilities.

The I-170 spur route is designed as a depressed, six-lane, controlled access expressway anticipated to handle 60,000 vehicles per day. It is a spur route in the sense that it links I-70N to the Central Business District. It is not a through facility as it terminates with its interchange at the City Boulevard Ring on the edge of the center City. The route is to be the link that allows traffic to or from West Baltimore prime access to the Central City Area. This traffic presently uses Franklin Street, Mulberry Street, and Edmondson Avenue. The use of these streets by large volumes of traffic has hastened the deterioration of residential units over the past several years. This route would also make job opportunities in new industrial and commercial centers outside the City proper more readily accessible to in-town residents.

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No 4F Report is required for this segment since there are no park lands or historical areas affected by the proposed roadway.

2. THE PROBABLE IMPACT OF THE PROPOSED PROJECT ON THE ENVIRONMENT

In conformance with the Federal Policy and Procedure Memorandum 20-8 public meetings were held to inform and encourage public participation in the Baltimore City Interstate System. On January 30, 1962 a public hearing was held to inform concerned citizens of the pending East-West Expressway. With specific reference to the Franklin-Mulberry Corridor, community review meetings were conducted on March 18, 1969 and April 1, 1969, A Design Hearing for the corridor is scheduled for the late 1971.

The residents in the corridor have been living under the threat of a proposed East-West Expressway passing through the City for many years. The proposed roadway impacts approximately 971 housing structures which house 1650 dwelling units. In addition, 60 commercial and two industrial structures are displaced along with the 120 jobs they contained. The roadway right-of-way affects around 40 acres of land. Of these structures less than 90 remain standing today. The rest have been demolished over the past several years awaiting highway construction. The condition of most dwellings was poor to fair prior to passage of highway condemnation. Since most properties have been demolished, residences and businesses have relocated through the aid of the Relocation Assistance Service of the Department of Housing and Community Development.

Replacement Housing Sites have been recommended for several areas of the City. While these sites would be too late to provide for displaced residents of this corridor, they do return residential units to the City housing stock. The first of these sites known as Rosedale Farms is presently being developed by the Department of Housing and Community Development in East Baltimore. It will contain approximately 1000 units plus parking and recreation facilities. This site was identified by the Concept Team in their initial studies and followed through by the City as a collateral development project adjacent to the freeway.

Land usage throughout the area is presently about 90% residential with some small businesses. Major housing rehabilitation programs, both north and south of the present freeway alignment, assure that present use patterns will not change.

No major recreational facilities existed in the corridor prior to the highway. However, there are strong possibilities of adding some permanent recreation facilities to the community in the final design of the highway.

In an acoustical study done for the Interstate Division for Baltimore City on the Franklin-Mulberry Corridor, it was found that the present noise level is 52 dBA at night in the bedrooms with the windows open. The predicted future levels of noise are 56 dBA in the south and 57 dBA in the north. Even though this increase of 4-5 dBA is fairly insignificant there are remedial measures being considered. Their ultimate implementation will depend on the number of people being provided protection, the cost of protection, and the community acceptance of such protection since it involves some rather high artificial barriers.

The acoustical consultants for the expressway have made several noise abatement recommendations to help alleviate the predicted noise levels. The first suggestion was to depress the roadway so as to use the ground to absorb a portion of the sound. Second, acoustically designed sidewalls have been proposed for the entire length of the corridor to reduce the noise level to a comfortable sleeping volume. Third, the ceilings of the tunnel portions are recommended to be of a hung acoustical tile type serving to protect the joint development proposals above the lid. As stated in the final acoustical consultants' report, "The noise reduction that we can achieve in the Corridor is substantial, and will greatly alleviate the noise impact. Although the Corridor barriers do not achieve the design criteria of 40 dBA at night, they represent a considerable highway design achievement towards a quieter urban highway."

The use of depressed roadway rather than elevated allows for little visual intrusion upon the adjacent residential areas. Although a depressed section entails extensive utilities relocation and drainage facilities, these are not expected to be major issues. All utilities will be maintained during construction and drainage will be carried in new facilities to an adequate outlet near the harbor.

Air pollution is not expected to significantly increase as a result of this project. In a study concluded in March 1970 for an adjacent project with similar traffic in content and type, it was predicted that pollutant concentration generated by the project would be within United States Health Department standards (1990 predicted level). The increase in control standards for pollutant emissions on new automobiles will further aid in lessening the concentration levels.

Although no recreation facilities existed in the highway corridor prior to the condemnation ordinance, several sites are now active as interim facilities on the vacant parcels. Basketball Courts provided by the City are now being used and will be phased onto final sites after highway construction as permanent recreation areas. Several other projects such as a drug abuse center are using vacant land under the same interim use policy.

The use of the new expressway facility will allow Franklin Street, Mulberry Street, and Edmondson Avenue, as well as other local streets to return to their former use as residential feeders rather than major traffic arteries. This facility in conjunction with the Rapid Transit Rail Line which will ultimately occupy its median and the possible future use of large quantities of buses in this area will provide a quality of available transportation facilities unsurpassed in the City.

A primary function of the Urban Design Concept Associates was to propose plans to minimize the adverse environmental impact of the roadway by joint development proposals. In an area between the Pennsylvania Railroad tracks and Pulaski Street it has been proposed by the Concept Team to use the air-rights beneath the roadway to develop approximately 4.1 acres of industrial land.

Due to the large impact on commercial structures in the corridor, adequate replacement facilities are proposed by the Concept Team. One project is situated between Fulton Avenue and Gilmor Street and covers an area of about 2.7 acres. The project could include 80,000 square feet for commercial facilities and

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40,000 square feet for health and community functions. Another joint development project could be built in the region bounded by the Boulevard and Pearl Street. Again, business offices and commercial facilities could be constructed on this tract of land.

Replacement housing was of major significance in the planning of joint development projects by the Concept Team. One proposed project is bounded on the west by Gilmor Street and on the east by Calhoun Street. Here again, the roadway is depressed around 20 feet below grade and the proposed housing could be built on a lid over the westbound portion of the roadway providing an area of approximately 3.4 acres. This housing project could consist of 150 mid-rise dwelling units and 42 walk-up units with parking for 164 cars being provided. A second proposal could be located between Carey Street and 500 feet west of Myrtle Avenue. A total of 166 dwelling units, all of walk-up type, and 144 parking spaces cover the 5.8-acre tract of land covering the lid over the westbound lanes.

In a study conducted by the Urban Design Concept Associates it was concluded that there is a great need in the Franklin-Mulberry Corridor for elementary educational facilities. Two elementary schools have been proposed between Calhoun Street and 500 feet east of Carey Street. The facilities will span over the entire right-of-way with the expressway depressed 20 feet in this region. The schools will have a capacity of 1600 students and will be situated on 2.4 acres for the structures themselves, 2.0 acres for recreational area, and 1.2 acres for school playfields. Preliminary approval has been received for FHWA participation in the platform for the school. The school board has also tentatively approved the site.

It is important to note that in this area where the highway passes so close to existing residential areas, the people themselves will have a great input into the joint development proposals. In this light many of the above proposals could change concept entirely during the community review stage. However, those proposals which are implemented will have community support and be of a benefit to the area.

The roadway in the Segment 10 area was designed in a manner which best fits into the West Baltimore residential context, preserving important sound areas, providing opportunities for development in cleared areas and encouraging renewal in blighted areas. Throughout, increased accessibility to jobs and City-wide facilities is an important function of the roadway. A pair of east-west streets within the Segment 10 corridor will parallel and connect with the highway. They will act as both distributors, in conjunction with highway ramps; and as service drives, providing access to adjacent land uses.

The social problems of crime, juvenile delinquency, welfare dependency, unemployment, and a high level of school dropouts, are constant problems in the neighborhoods adjoining the Franklin-Mulberry Corridor. The level of unemployment for males in the Steuart Hill, Harlem Park, and Fremont neighborhoods varies between 9-15 percent with some census tracts as high as 19 percent unemployed of the male labor force.

The objective of the Concept Team was to develop joint facilities and programs capable of eliminating physical, social, and economic deficiencies,

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thereby upgrading the neighborhoods, bringing them up to the norms of the metropolitan area of which they are a part. Strategies were developed as a means by which joint and collateral development would effect change and conservation of institutions.

3. ANY PROBABLE ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED

When designing and planning an Interstate Highway through an urban community several unavoidable environmental problems sometimes arise. The most crucial impact of I-170 on the neighborhoods is the displacement of the residential and commercial structures already accomplished.

4. **ALTERNATES**

The question that must be answered in the beginning of a highway project is, "Is there a need for this roadway?" Presently in the Franklin-Mulberry Corridor the housing stock is in a deteriorating state due to the imposing eastwest highway being held up for a long period of time. There is a substantial lack of community facilities and open space for relaxation and recreation. The future anticipated traffic load on the present streets without the building of the proposed expressway would cause conflicting circulation and could create neighborhood disruptions. If the road were not built, the vacant land in the corridor could be used for many community functions. These could include industrial expansion around Pulaski Street, land redevelopment potential in the form of housing and commercial development, and lastly open space and recreational facilities could be established. However, these functions could be greatly jeopardized by the use of Franklin and Mulberry Streets as major surface arterials which would be a necessity. The overall need for the roadway is justified for Baltimore City in that it will create increased trade potential for its commercial and industrial institutions and is beneficial for Franklin-Mulberry due to the potential neighborhood improvements through the joint development programs made available by the freeway.

The Urban Design Concept Associates made several alignment suggestions, all of which laid within the condemnation ordinance, ranging from a 25-foot depressed expressway to a 25-30-foot elevated roadway. The elevated alternative was dismissed due to its extremely adverse visual and acoustical impact. Another alternate considered was to place both expressway lanes together and depressed on one side of the right-of-way and to reconstruct Mulberry Street alongside of Franklin Street in the other half of the corridor. The major disadvantages of this suggestion were its high cost and the complexity of the proposed interchange movements.

The route as proposed by the Concept Team has the lanes separated from 40 feet to 80 feet with the proposed rapid transit line being planned for between the lanes. The roadway rests on structures from its inception at the Penn Central Railroad tracks to just east of Pulaski Street where the road begins to depress to an elevation of 20 feet below grade. In the vicinity of Fulton Avenue both lanes move towards the southern portion of the right-of-way. Both lanes are tunnelized from Calhoun Street to 400 feet east of Carey Street to facilitate building the two proposed elementary schools. The roadway proceeds as a

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depressed facility to Schroeder Street moving towards the center of the right-of-way with the median increasing to approximately 80 feet. The I-170 spur terminates just beyond the Boulevard with the roadway being on structures over the Boulevard and returning to grade and blending with existing streets around Pearl Street.

Other alternatives to the proposed corridor involving major changes in route location were studied prior to 1965. These included use of Winchester Street or North Avenue as alternative routes. While residential displacement on each of these alternatives is comparable to the present corridor, both alternates would require a large amount of additional residential displacement to tie into other Interstate Facilities. These alternates were dismissed because of this.

5. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

The immediate effect of the proposed freeway was the displacement and relocation of approximately 1650 dwelling units and 62 commercial and industrial facilities. Another effect of the condemnation ordinance was the slow deterioration of the surrounding housing stock.

Increased traffic service should provide opportunities for Center City Projects such Inner Harbor Redevelopment to blossom to maximum usage.

6. COMMITMENT OF RESOURCES

Elements which go into the construction of highways cannot be called irreversible or irretrievable commitments of resources. If for any reason the proposed facility should become no longer needed or, if a greater need arises for the land, then the roadway right-of-way can be converted to other uses.

This area in particular being a depressed highway can be covered so that when future demands on land use become great enough the highway will not be a detriment to development. The initial use of a cover on the school site will provide impetus for future projects.

7. **PROBLEMS AND OBJECTIONS**

Local reaction in this area was initially quite hostile. Residents resented being displaced and even more resented being paid only fair market value for their property when equal replacement housing was hard to find. While coming about too late to help these citizens the State of Maryland's pioneer legislation on bonus payments to relocated homeowners has since alleviated much of the resentment over payments for property.

Recent resident reaction has been for more active interim use of the vacant land in the corridor. Establishment of recreation areas, a drug abuse center, and allowing special events or parking on other sections has somewhat tempered this problem.

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The other major reaction of residents remaining adjacent to the corridor is that they don't want to see, hear, or smell the highway. As much as possible is being done towards this end.

At a public meeting conducted on January 9, 1969, a questionnaire was passed out soliciting people's priorities for development needs in the Segment 10 area. First on the list of immediate needs was for housing. This was far and away the most stressed need. Priorities for other areas were as follows:

Second:	Industry (jobs)
Third:	Schools
Fourth:	Recreational Facilities
Fifth:	Community Facilities
Sixth:	Shopping Center

Most people interviewed within the corridor felt that new commercial and industrial facilities should be owned and operated by blacks. It was also felt schools and other institutions should stress vocational training and college preparatory courses to provide residents with more than just jobs requiring unskilled labor. Recreational facilities such as swimming pools, bowling alleys, basketball courts, and a community meeting hall are also desired by local residents.

8. WHAT ARE THE PLANS TO MINIMIZE THE HARM TO THE UNAVOIDABLE EFFECTS TO THE ENVIRONMENT

In essence, the proposed expressway has already covered its greatest impact yet it still can create many benefits. The corridor, as now exists, is largely vacant land from demolition projects. There is a tremendous need for schools, housing, and recreation in Franklin-Mulberry and through Federal participation in the proposed joint development projects this goal can be achieved.

The building of an Interstate Expressway System through an urban environment will usually bring with it an adverse impact on the communities affected. It is hoped, however, that through a minimum joint development effort and the proposed use of proper acoustical protection and planning the freeway can become a benefit to all of Baltimore City.

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² DEPARTMENT OF THE ARMY BALTIMORE DISTRICT, CORPS OF ENGINEERS P.O. BOX 1715 BALTIMORE, MARYLAND 21203

FHWA

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NABPL-E

17 September 1971

Mr. Joseph M. Axelrod Chief, Interstate Division for Baltimore City State of Maryland State Roads Commission 300 West Preston Street Baltimore, Maryland 21201

Dear Mr. Axelrod:

Thank you for your notice of 23 August 1971 requesting comments on the environmental impact statement for Interstate Route I-170 from Pulaski Street to Pine Street in Baltimore, Maryland.

We have reviewed the statement and found that it adequately describes the effects of the proposed project upon the environment. The project will not affect nor be affected by any existing or proposed Corps' projects.

We suggest that an additional map of a smaller scale be added to the environmental statement to locate the project with respect to the entire City of Baltimore and the overall I-170 system. We also suggest that adequate consideration be given to the aesthetic factors involved, not only from the point of view of the community, but from the point of view of the motorist as well. This is particularly desirable in this section due to the unique design of a depressed roadway which you propose.

Regarding the environment, this office has no objection to the implementation of the proposed construction. It is commendable that an effort is being made to redevelop, to such an extent, the land along this corridor in conjunction with the highway construction.

We suggest, however, that efforts to minimize air, land, water, and noise pollution be made an integral part of the project.

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17 September 1971

NABPL-E Mr. Joseph M. Axelrod

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Thank you for the opportunity to comment on your environmental impact statement. In accordance with a request from the Council of Environmental Quality, we have furnished them copies of this correspondence.

Sincerely yours,

WILLIAM E. TRIESCHMAN, Jr. Chief, Planning Division

Copy furnished: Mr. Timothy Atkeson General Counsel Council on Environmental Quality Executive Office of the President 722 Jackson Place, N.W. Washington, D. C. 20506 (10 copies)

NAD, ATTN: NADPL (4 copies)



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