



Executive Director's Recommendation

Commission Meeting: November 2, 2017

PROJECT 11th Street Bridge Park 11th Street Bridge, Southeast Washington, DC	NCPC FILE NUMBER 7755
SUBMITTED BY District of Columbia Department of Transportation	NCPC MAP FILE NUMBER 8.10(70.00)44628
REVIEW AUTHORITY District Projects Outside the Central Area per 40 U.S.C. § 8722(b)(1)	APPLICANT'S REQUEST Approval of comments on concept design
	PROPOSED ACTION Approve comments as requested
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The District Department of Transportation (DDOT) has submitted concept design plans for the 11th Street Bridge Park, located in southeast Washington, DC. The project seeks to reuse the existing piers from the old 11th Street Bridge crossing at the Anacostia River to create an urban destination and park. A national competition, led by Building Bridges Across the River and the District Office of Planning (OP), in coordination with DDOT, selected a conceptual design for the bridge park from the winning team of OMA + OLIN. Since that time, DDOT and the design team have studied the feasibility of the design and the existing structure. The project is focused on the success of four goals. These goals include:

- Economic - Serve as an anchor for inclusive economic opportunity
- Environment - Re-engage residents with the Anacostia River
- Health - Improve public health disparities; and
- Social - Reconnect Communities

The park will serve as an area of interest for DC residents and visitors, but also as a device to bridge the gap between the two wards. The Navy Yard and Capitol Hill are located on the northern end, while Anacostia Park and historic Anacostia are located on the southern end. Passing over the Anacostia River, the proposed bridge park will use the existing bridge piers, which were built in 1960. Piers 12 and 13 were more recently updated with pedestrian overlooks in 2013. Immediately to the north, the 11th Street local bridge was constructed in 2012, along with the bridges for I-695 (Southeast Freeway). The South Capitol Street, located downstream, will be rebuilt as part of a separate project.

KEY INFORMATION

- The 11th Street Bridge Park will cross the Anacostia River in Washington, DC, connecting the Washington Navy Yard on the north and Anacostia Park on the south.
- A national competition, led by Building Bridges Across the River and the District Office of Planning, in coordination with DDOT, selected a conceptual design for the bridge park from the winning team of OMA + OLIN.
- The park will use the piers of the old 11th Street Bridge, which was replaced with an adjacent bridge in 2012.
- DDOT has worked with Whitman, Requardt and Associates, LLP to perform a feasibility study and engineering analysis of the proposed design and the structural capacity of the existing piers.

RECOMMENDATION

Comments favorably on the proposed 11th Street Bridge Park, noting the park will increase community connectivity and create welcoming and vibrant spaces that enhance the user experience and foster civic and local uses.

Recommends the applicant prepare a lighting plan, including fixture details, color, illumination levels and renderings, for inclusion in the next submission.

Requests the applicant further coordinate with the Department of the Navy regarding any security impacts to the Washington Navy Yard.

Requests the applicant further coordinate with the National Park Service on any proposed features within Anacostia Park and specifically the pedestrian and bicycle connections from the bridge to the Anacostia Riverwalk Trail.

Notes the Commission has approval authority over any transfers from federal to District jurisdiction.

PROJECT REVIEW TIMELINE

Previous actions	– Information Presentation – February 2016
Remaining actions (anticipated)	– Approval of preliminary site development plans – Approval of final site development plans

PROJECT ANALYSIS

Executive Summary

The District Department of Transportation (DDOT) has submitted concept design plans for the 11th Street Bridge Park, located in southeast Washington, DC. The project seeks to reuse the existing piers from the old 11th Street Bridge crossing at the Anacostia River to create an urban destination and park that connects from the Navy Yard to Anacostia Park and the surrounding community. The park will be approximately 1000 feet long, 63.5 feet tall at the highest point, and have a site area of over three acres. The design seeks to integrate the bridge architecture, landscape, river setting and program elements into a cohesive concept that links neighborhoods on both sides of the river. The park program includes a theater, café, environmental education center and a variety of gathering spaces, as well as bicycle and pedestrian circulation. The project team has coordinated with a number of federal and local agencies, as well as the local communities. As such, staff recommends the **Commission comment favorably on the proposed 11th Street Bridge Park, noting the park will increase community connectivity and create welcoming and vibrant spaces that enhance the user experience and foster civic and local uses.**

Analysis

The 11th Street Bridge Park is located in the Southeast quadrant of Washington DC, and will be constructed on top of old bridge piers spanning the Anacostia River, connecting the historic Anacostia and Capitol Hill neighborhoods. The project site is located between the Washington Navy Yard on the west and the National Park Service's Anacostia Park on east. The Bridge Park will be the city's first elevated park, an iconic architectural symbol across the Anacostia River, and a new venue for recreation, arts and environmental education. The project is being constructed in coordination with Building Bridges Across the River at THEARC, a local non-profit.

In 2011, the Commission approved the preliminary and final design for the replacement of the 11th Street Bridge. The purpose of the project was to improve the highway connection between the Southeast/Southwest Freeway (I-695) and the Anacostia Freeway (I-295) and to separate local and interstate traffic by building several bridge spans. The project replaced 40-year-old pair of bridges across the Anacostia River, allow for stronger neighborhood connections across the river and provide safety enhancements to the bridge and ramp structures. Today, the bridges have been built, and the proposed park will be located on top of the old downstream bridge infrastructure.

From the beginning, community engagement and feedback have driven the design principles and programming concepts of the 11th Street Bridge Park. Further, the Bridge Park will be more than just an innovative public space. It symbolizes a new connection across the Anacostia River, stitching together a booming area of the city and one that has long been overlooked and excluded from the city's economic progress. The 11th Street Bridge Park is an example of the City working together with residents to create a new space for the community on both sides of the Anacostia

River. Proposed programming includes outdoor performance spaces; playgrounds; urban agriculture; classrooms; public art; and kayak and canoe launches.

The 11th Street Bridge Park has four goals: create a healthy community by establishing a safe place for residents to exercise and play; connect the community with the Anacostia River; reconnect the neighborhoods of Anacostia / Fairlawn and Capitol Hill / Navy Yard; and generate new jobs and economic activity. In March 2014, the 11th Street Bridge Park staff organized a nationwide three-stage competition informed by over 400 community meetings to transform an old freeway bridge into a new, one of a kind civic space over the Anacostia River. Over eighty design firms submitted proposals, and after a seven-month selection process, the competition jury selected the design by OMA + OLIN in October 2014. The winning team captured ideas from residents on both sides of the river and across the city to create a literal “X” intersection and a dynamic, multi-layered amenity for both sides of the river.

Following the information presentation in April 2016, the project team conducted a feasibility study of the design and further evaluated the existing piers. The concept was also reviewed for loading, emergency egress, accessibility and other requirements. Through the study, DDOT found the pier to be in good condition. However, the loading demands of the original design exceeded the capacity of the piers and foundations. As a result, the park design has been modified to address the structural issues, but also to accommodate the variety of other program and operational needs associated with the park.

The resulting design is substantially similar to the original concept, but has been reduced modestly while retaining the main program elements. A new multi-column pier and two additional support columns have been added to support the bridge structural. At the same time, other elements of the park have been adjusted. For example, the environmental education center has been moved outside the flood plain and south of Anacostia Drive. A continuous access route has also been added to allow for emergency vehicles and servicing. The proposed play space has been moved onto the deck of the bridge and closer to the waterfall and café.

In general, staff finds the changes necessary and beneficial to the bridge design. A variety of landscape palettes have been developed which will enhance the visitor experience, promote shade and highlight the park's relationship to its river setting. The Comprehensive Plan calls for incorporating trees and vegetation into plans and projects to absorb carbon dioxide, moderate temperatures, minimize energy consumption, reduce pollution, and mitigate stormwater runoff.

Character of the Riverfront

The proposed bridge park intends to create welcoming and vibrant spaces that enhance the user experience and foster civic and local uses. This is consistent with policies set forth in the Urban Design element of the Comprehensive Plan. Further, a high-quality public realm will reinforce Washington's national image, as well as everyday experiences for residents and visitors alike. The park will also promote waterfront access, and highlight the Anacostia River's recreational, ecological, and scenic qualities. Staff notes that the South Capitol Bridge, located less than a mile

downstream, will also be rebuilt with a new contemporary design. Both the 11th Street Bridge Park and the South Capitol Bridge reflect a renewed emphasis on Washington, DC as a riverfront city.

As the design is further developed, additional information regarding the proposed lighting strategy will be particularly important. The bridge will be seen at distance from some locations. As such, lighting levels should be appropriate to meet design needs, while minimizing excess light, as well as upward and horizontal spillage. Therefore, staff suggests the **Commission recommend the applicant prepare a lighting plan, including fixture details, color, illumination levels and renderings, for inclusion in the next submission.**

Transportation and Access

The Comprehensive Plan encourages biking, walking, transit, and other non-single-occupancy modes of transportation for visitors. The proposed bridge park will be accessible by a variety of different transportation options. The Anacostia and Navy Yard Metro Stations are both about a 20-minute walk from the bridge. Bus service is also frequent in the area. No new parking will be provided at the bridge. However, several parking garages are located in close proximity, including the Anacostia Metro Station.

The revised design concept further promotes pedestrian and bicycle access, as both will be essential in ensuring a successful park. From the north side, pedestrians will access the bridge where it lands adjacent to the Navy Yard and existing 11th Street Bridge. On the south side, the bridge connects to the adjacent grade, and paths and ramps allow access down to Anacostia Drive, Good Hope Road and Martin Luther King, Jr. Boulevard. Thru-bicycle access will primarily be along the existing 11th Street Bridge, although a shared bicycle/pedestrian path will allow direct access to the bridge programming. Connections will allow both bicycles and pedestrians to cross over from the existing bridge to the park bridge.

Both north and south bridge landings are critically important to allowing access to the park. These connections should be clear, safe and comfortable for all park users. Staff understands the applicant will continue to develop the details for these connections prior to preliminary and final review. In particular, the pedestrian and bicycle connections from the bridge across Anacostia Drive should be clarified, as the trail is located north of the road and would require a crosswalk at grade.

Coordination

The project team has coordinated with a number of federal and local agencies, as well as the surrounding communities. This has included meetings with NCPC staff, the Commission of Fine Arts, Federal Highway Administration, US Army Corps of Engineers, NPS and others. The project team has also met countless times with District agencies and a variety of community stakeholders near the bridge site. Staff commends this outreach effort thus far, and suggests additional coordination continue as the project advances. In particular, given the proximity of the Washington Navy Yard, a secure facility located at the north end of the bridge, staff suggests the **Commission request the applicant further coordinate with the Department of the Navy regarding any security impacts of the project to the Washington Navy Yard.** On the south end of the bridge,

Anacostia Park is controlled by NPS. As noted previously, the pedestrian and bicycle connections at Anacostia Drive should be safe and clear. Therefore, staff suggests the **Commission request the applicant further coordinate with the National Park Service on any proposed park features, and specifically the pedestrian and bicycle connections from the bridge to the Anacostia Riverwalk Trail.**

Transfers of Jurisdiction

The project design may require portions of land under NPS jurisdiction to be transferred to the District for transportation or park use. As the project plans are further developed, the exact jurisdictional limits will be further clarified. Staff **notes the Commission has approval authority over any transfers from federal to District jurisdiction.** The applicant has indicated that these discussions have already been initiated.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

As noted above, this project meets basic goals of the Comprehensive Plan. Staff has reviewed policies related to parks and open space, urban design, transportation, the environment and visitor experience in evaluating the proposed bridge park.

National Historic Preservation Act

NCPC has an advisory review of the project, and therefore does not have an independent responsibility to comply with the National Historic Preservation Act (NHPA). NCPC has approval authority over any transfers of jurisdiction between NPS and DDOT, and therefore NCPC will have a NHPA responsibility at that time.

National Environmental Policy Act

DDOT is currently in the process of developing an environmental assessment (EA) for project, in coordinating with US Army Corps of Engineers and the National Park Service. As this District project is outside the Central Area, NCPC has an advisory review, and therefore does not have a National Environmental Policy Act (NEPA) obligation. However, NCPC has approval authority over any transfers of jurisdiction between NPS and DDOT, and therefore NCPC will rely on the EA to inform its decision in regards to that action.

CONSULTATION

Coordinating Committee

On October 11, 2017, the Coordinating Committee forwarded the concept design to the Commission with the statement that the proposal has been coordinated with all participating agencies. NPS noted that they continued to work with the applicant on the sequencing of land transfers, and that the project requires a bed of river permit. The District Department of Energy and Environment (DOEE) stated that the project may require a Letter of Map Revision related to flooding. The participating agencies included NCPC, NPS, DOEE, OP, the District of Columbia State Historic Preservation Office, the Washington Metropolitan Transit Authority, the General Services Administration and DDOT.

U.S. Commission of Fine Arts

The Commission of Fine Arts (CFA) reviewed and approved the concept at their October 19, 2017 meeting, with comments to be addressed as the design is further refined.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Project Synopsis
- Submission Package

Prepared by Matthew Flis
10/26/2017

POWERPOINT (ATTACHED)

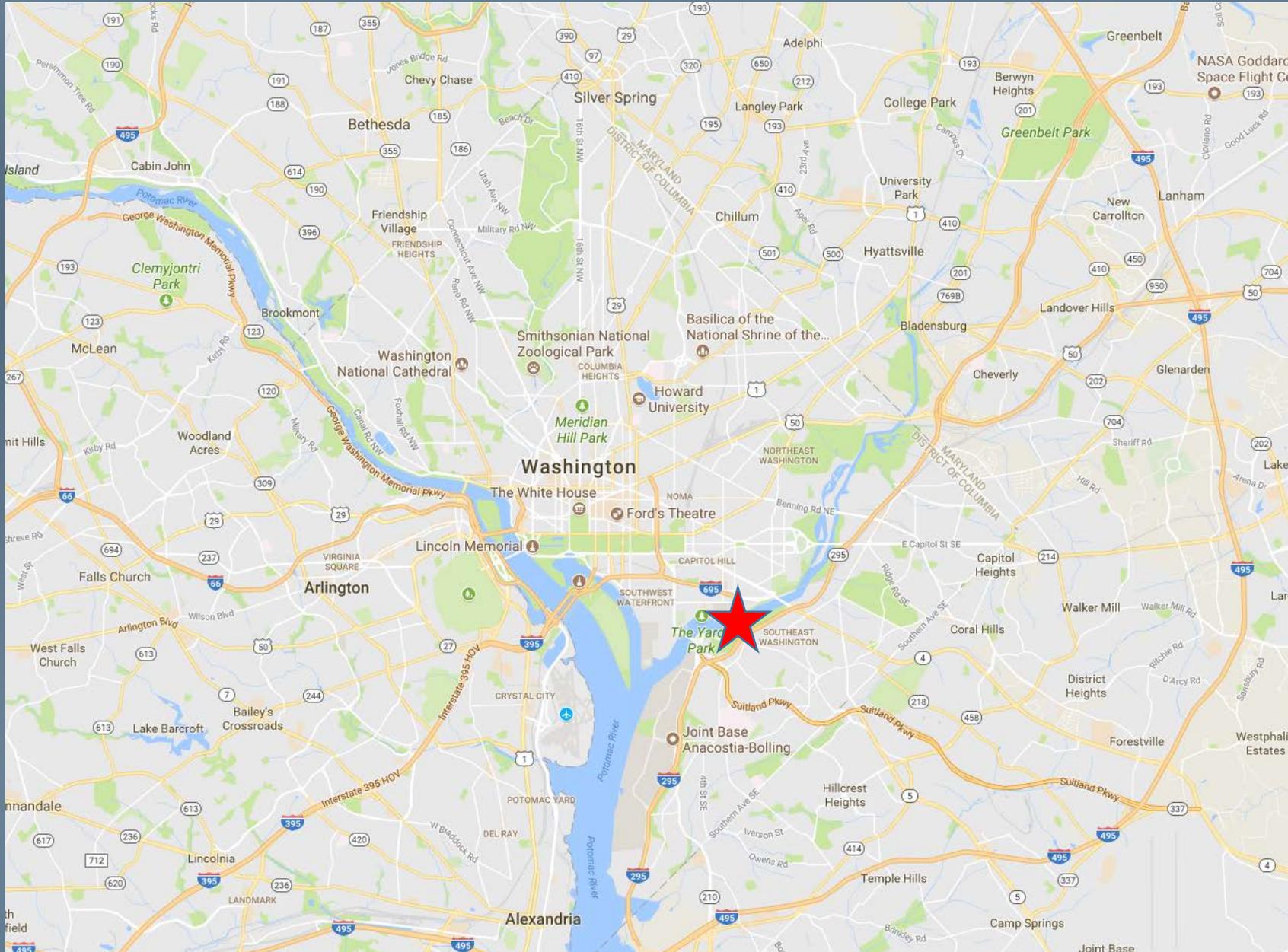
NCPC File #7755

11th Street Bridge Park

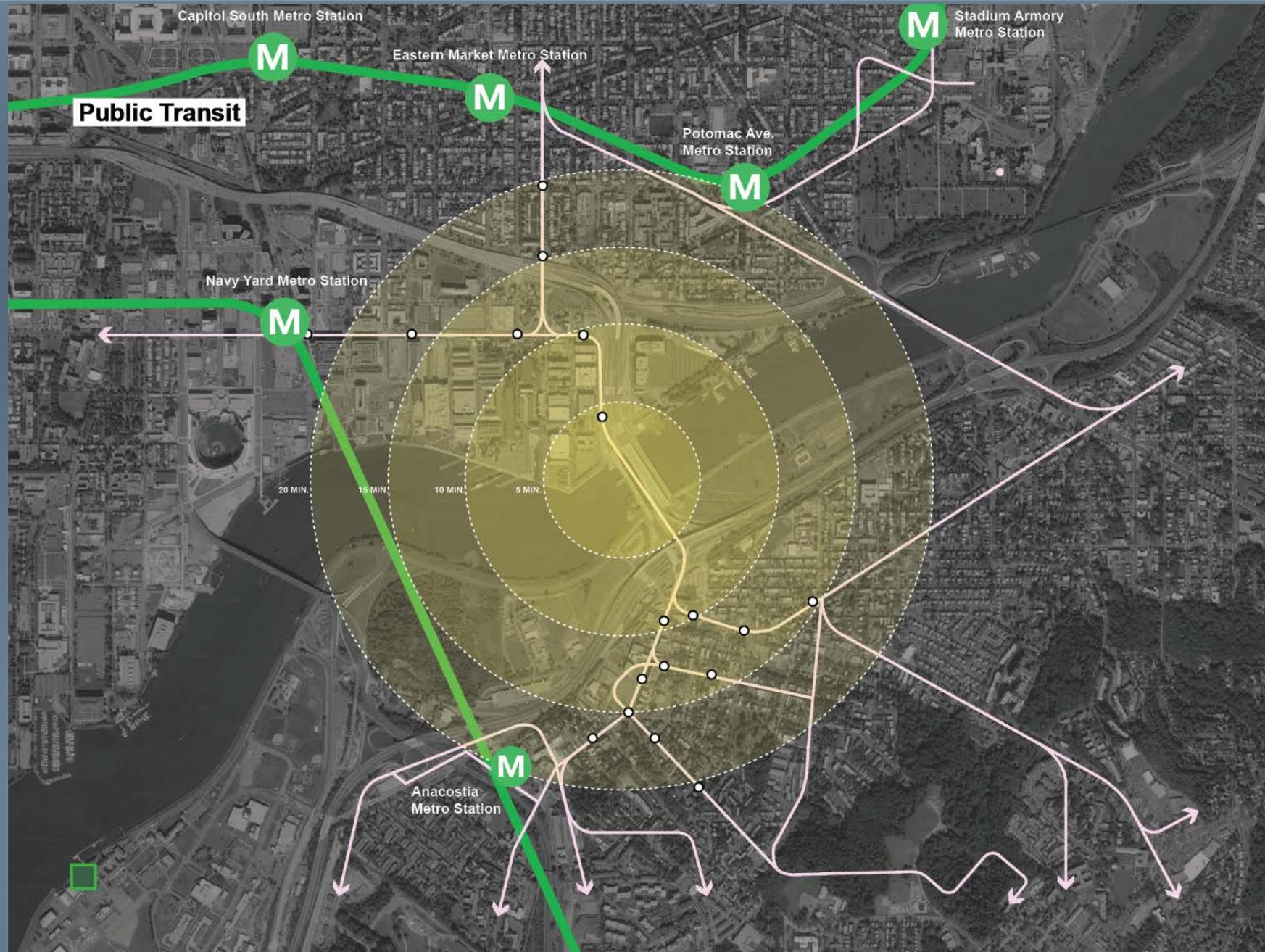
Washington, DC

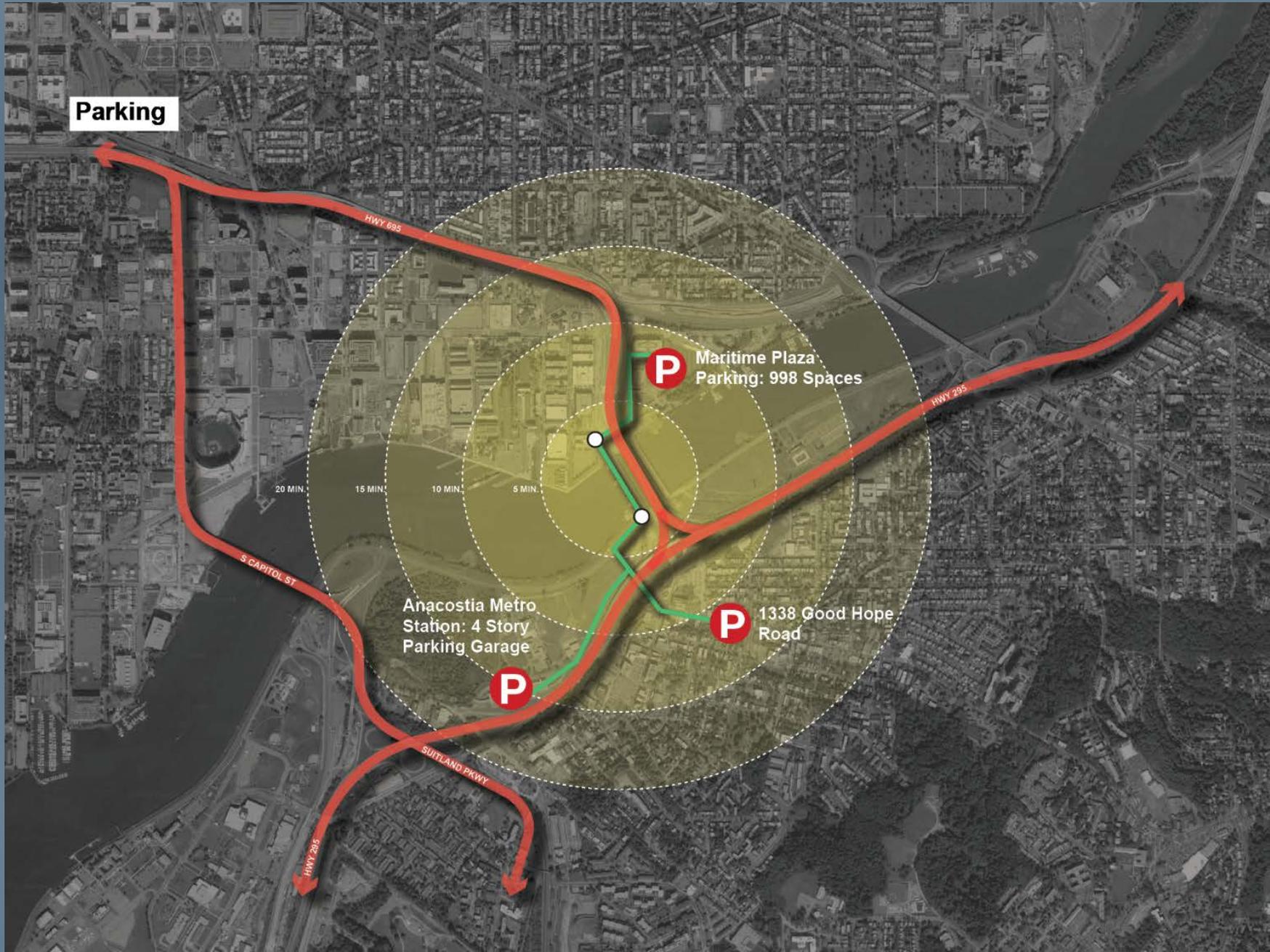
District Department of Transportation

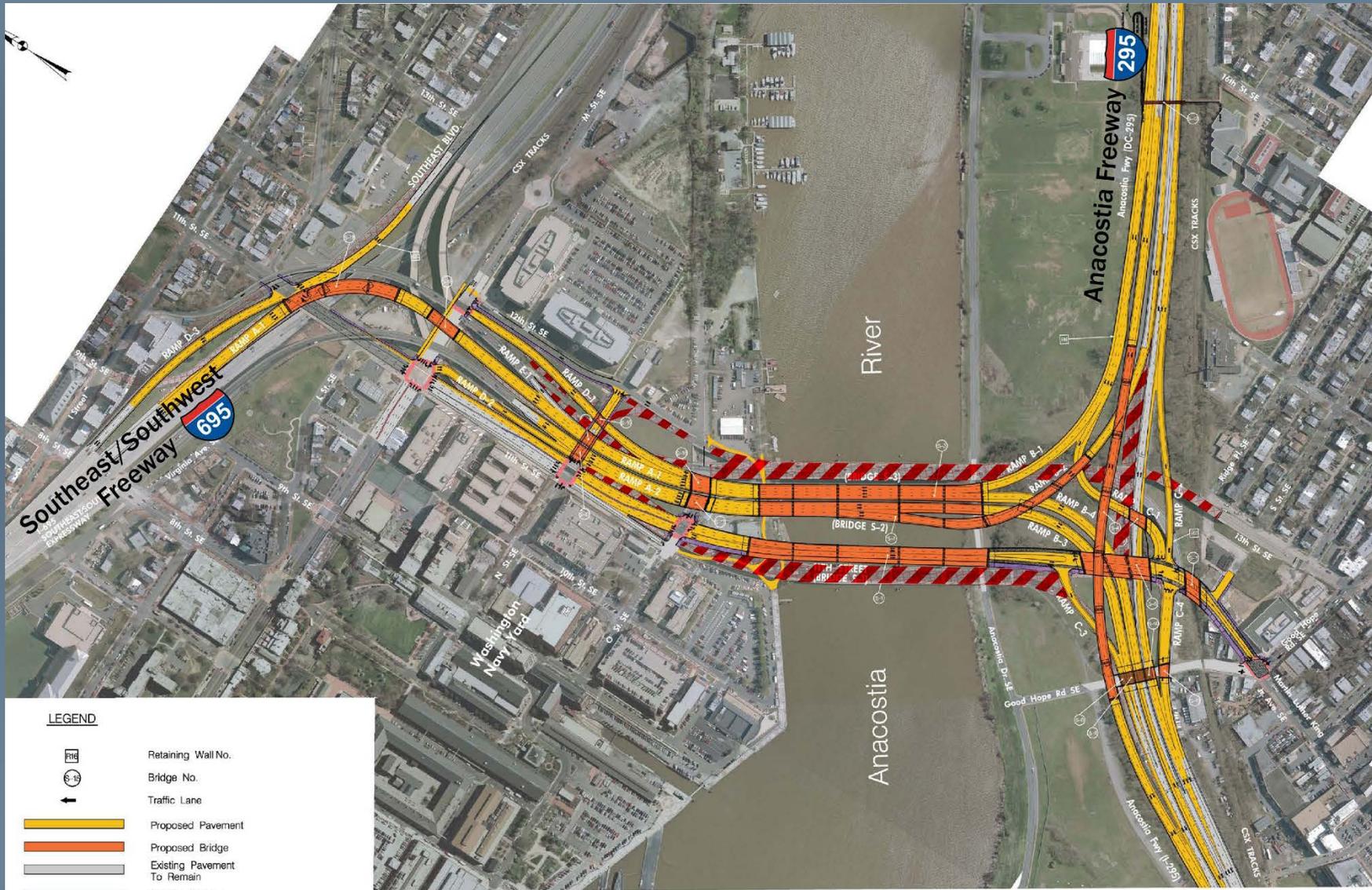
Concept Review



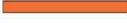


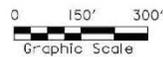






LEGEND

-  Retaining Wall No.
-  Bridge No.
-  Traffic Lane
-  Proposed Pavement
-  Proposed Bridge
-  Existing Pavement To Remain
-  Existing Bridge To Remain
-  Proposed Concrete Sidewalk
-  Proposed Concrete Pavement
-  Proposed Stamped Concrete Crosswalk/Brick Median
-  Proposed Concrete Median





Previous Conditions (2011)



Bridge Replacement



View looking west towards 11th Street Bridge Piers from Anacostia Riverwalk Trail

OMA + OLIN

11th Street Bridge Park

Program

Competition Scheme

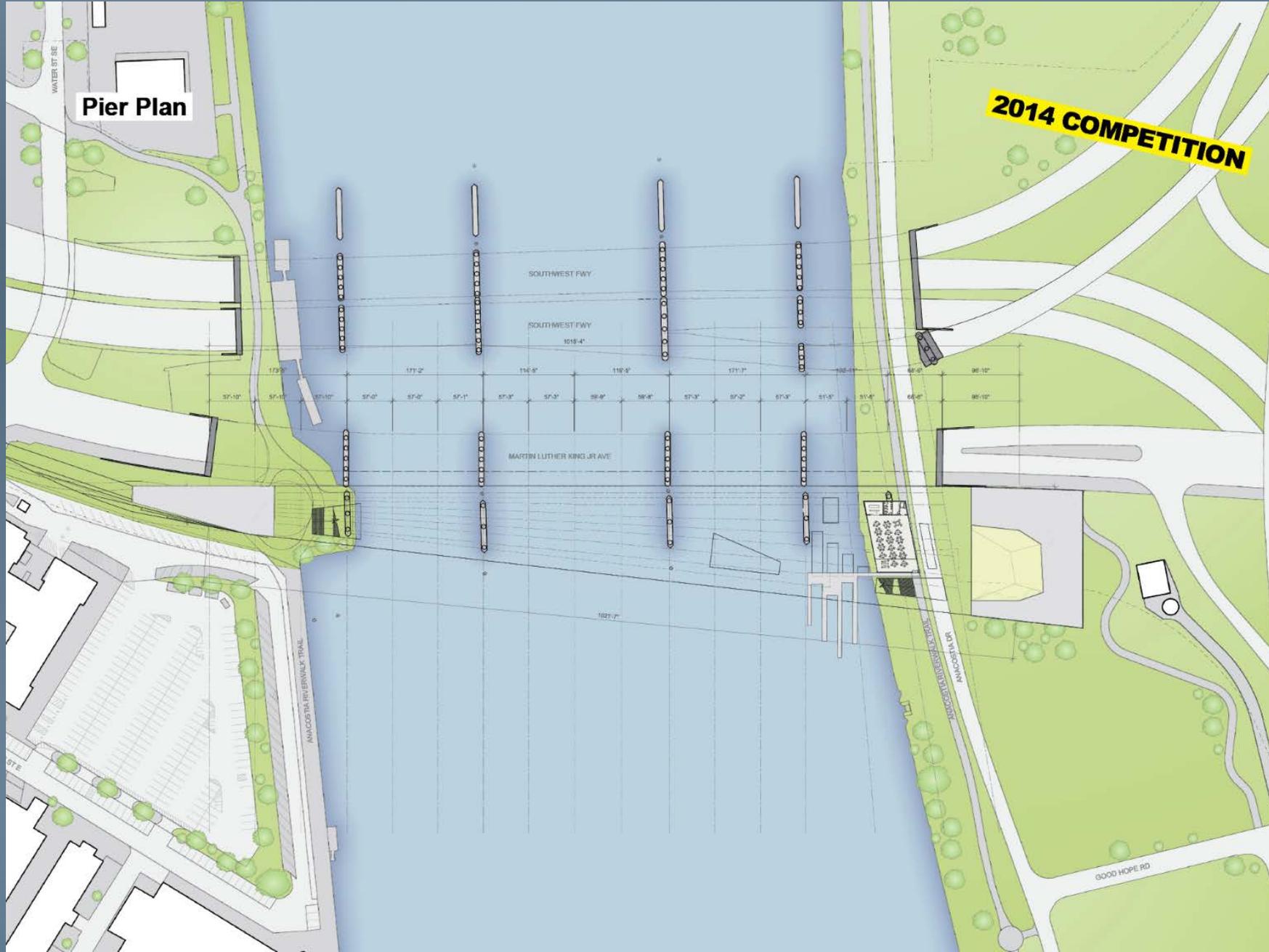
Theatre	4,208 sf
Plaza	5,165 sf
Cafe	5,320 sf
Playspace	11,035 sf
EEC	8,718 sf

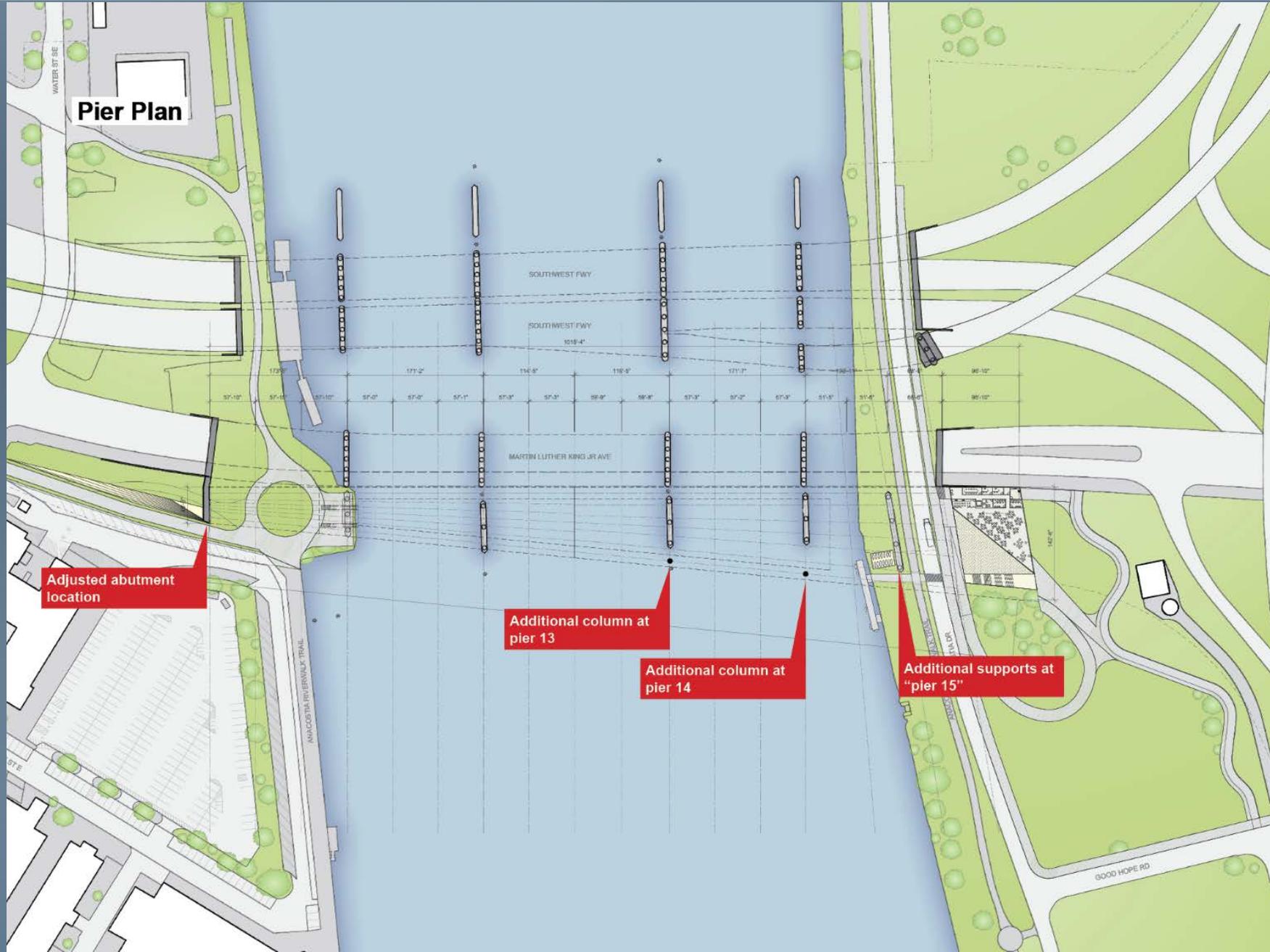
Gross Bridge SF 149,954 sf

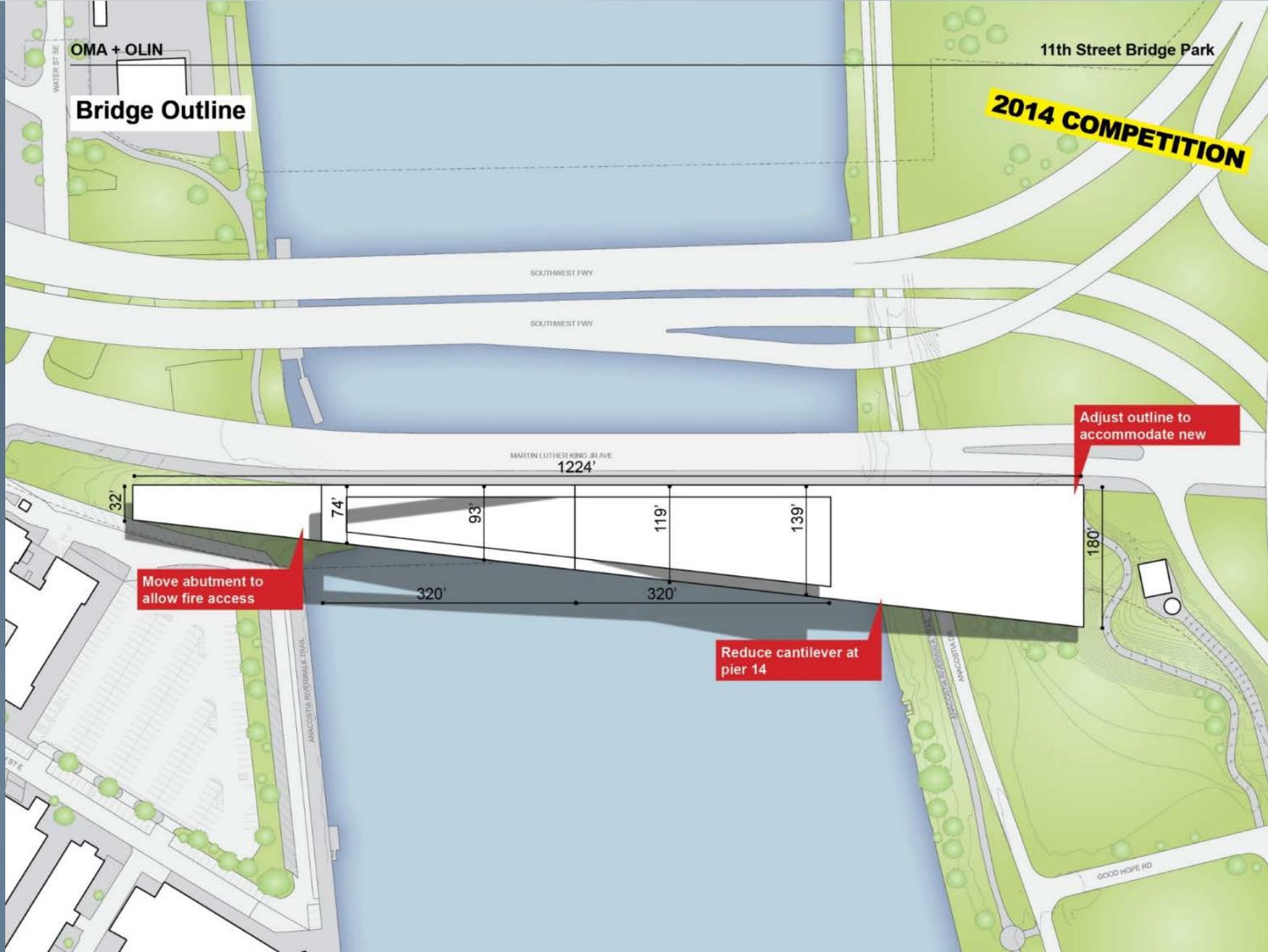
Updated Scheme

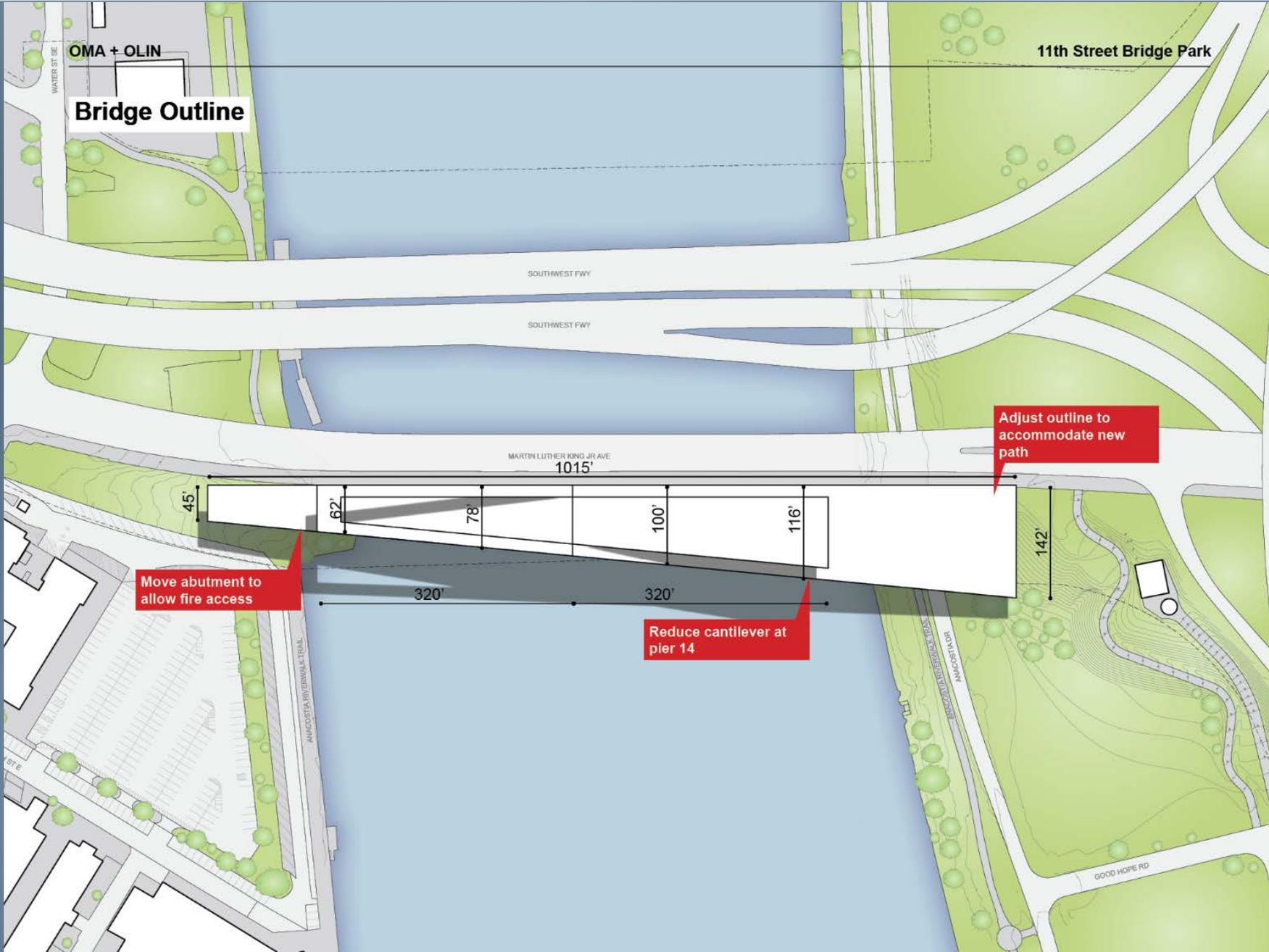
Theatre	2,217 sf
Plaza	4,714 sf
Cafe	5,307 sf
Playspace	10,510 sf
EEC	8,354 sf

Gross Bridge SF 132,294









OMA + OLIN

11th Street Bridge Park

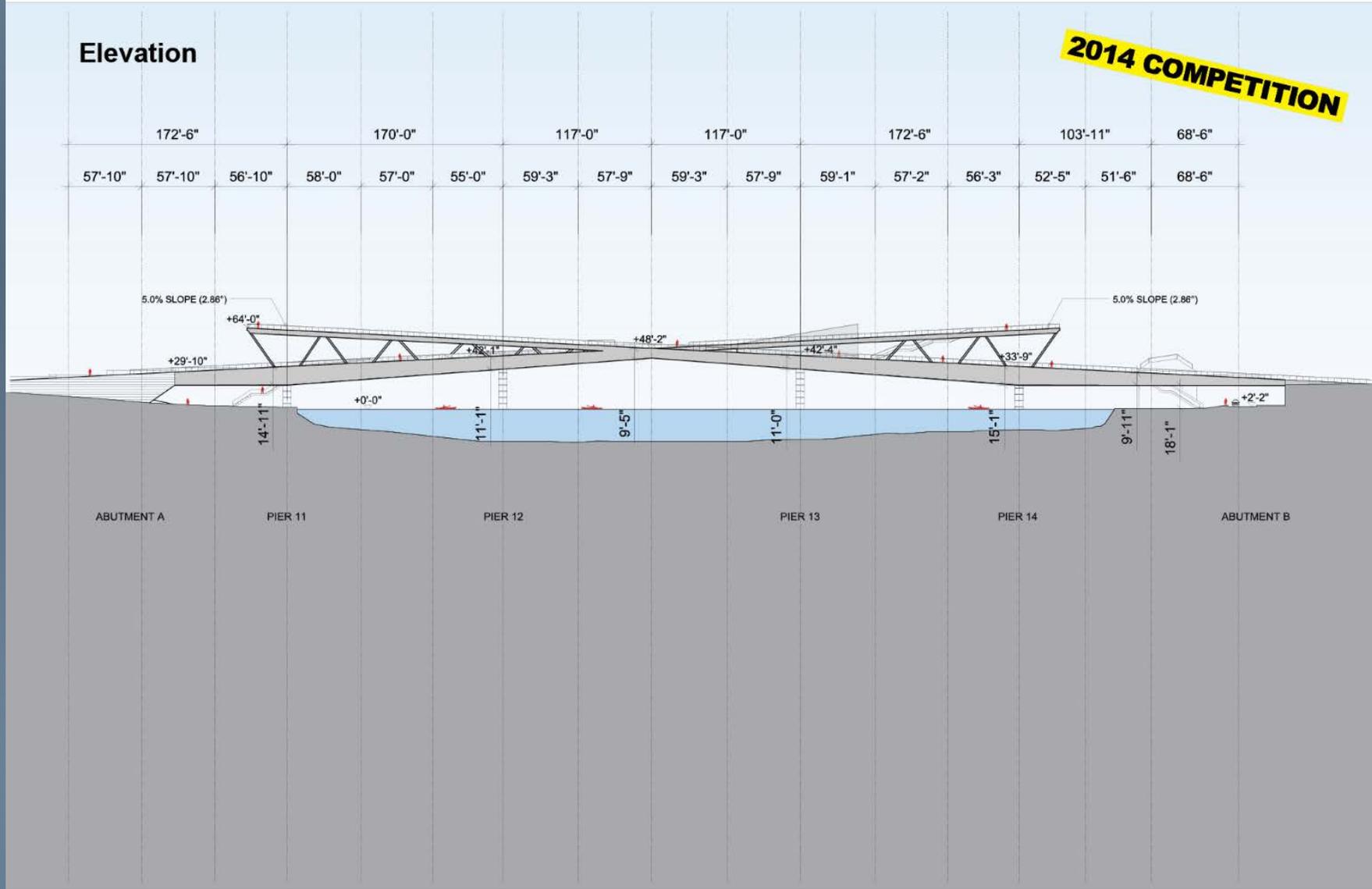
2014 COMPETITION

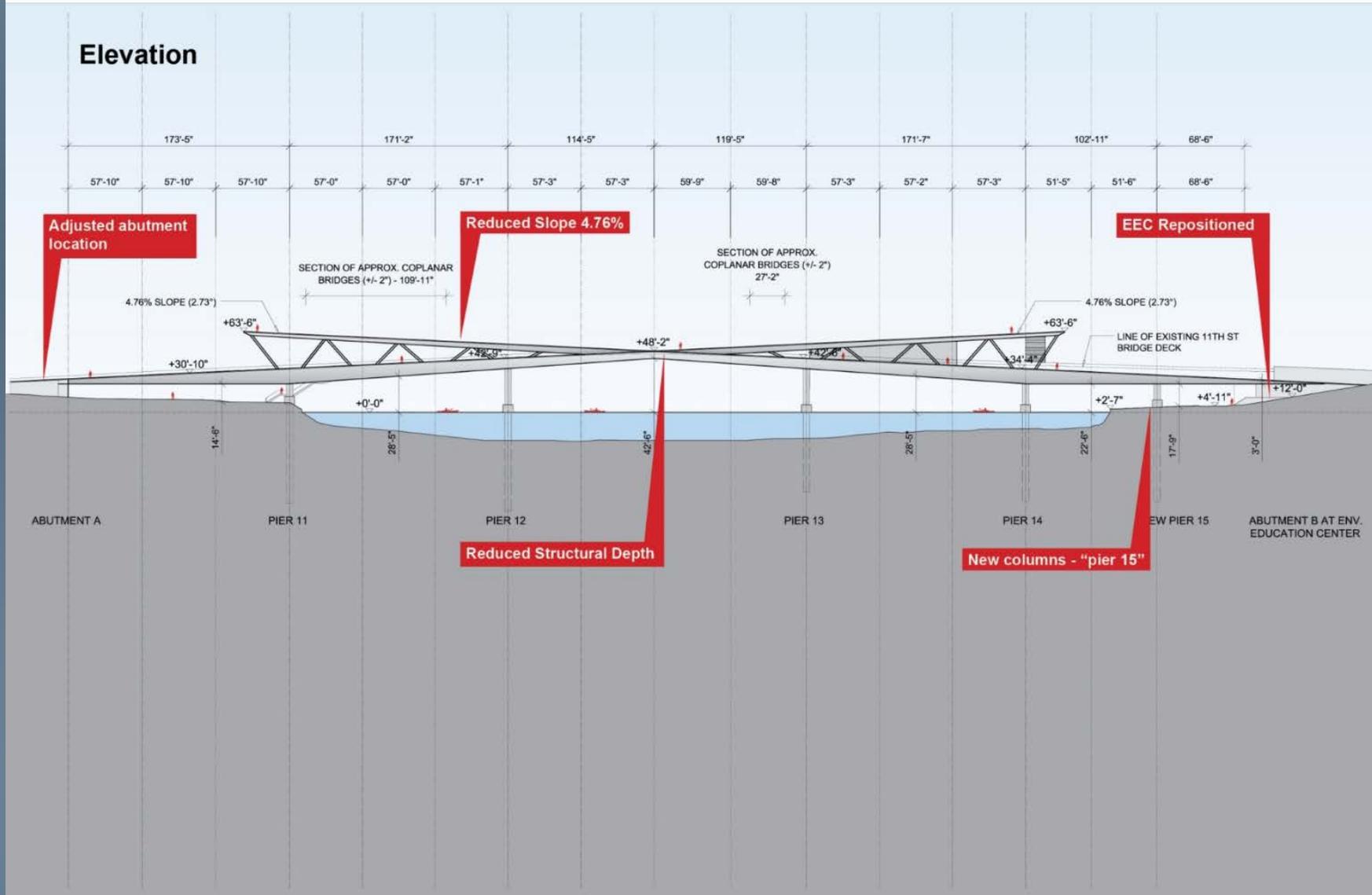


OMA + OLIN

11th Street Bridge Park







Existing Piers & Bridge



Rebuilt Piers and Additional Columns

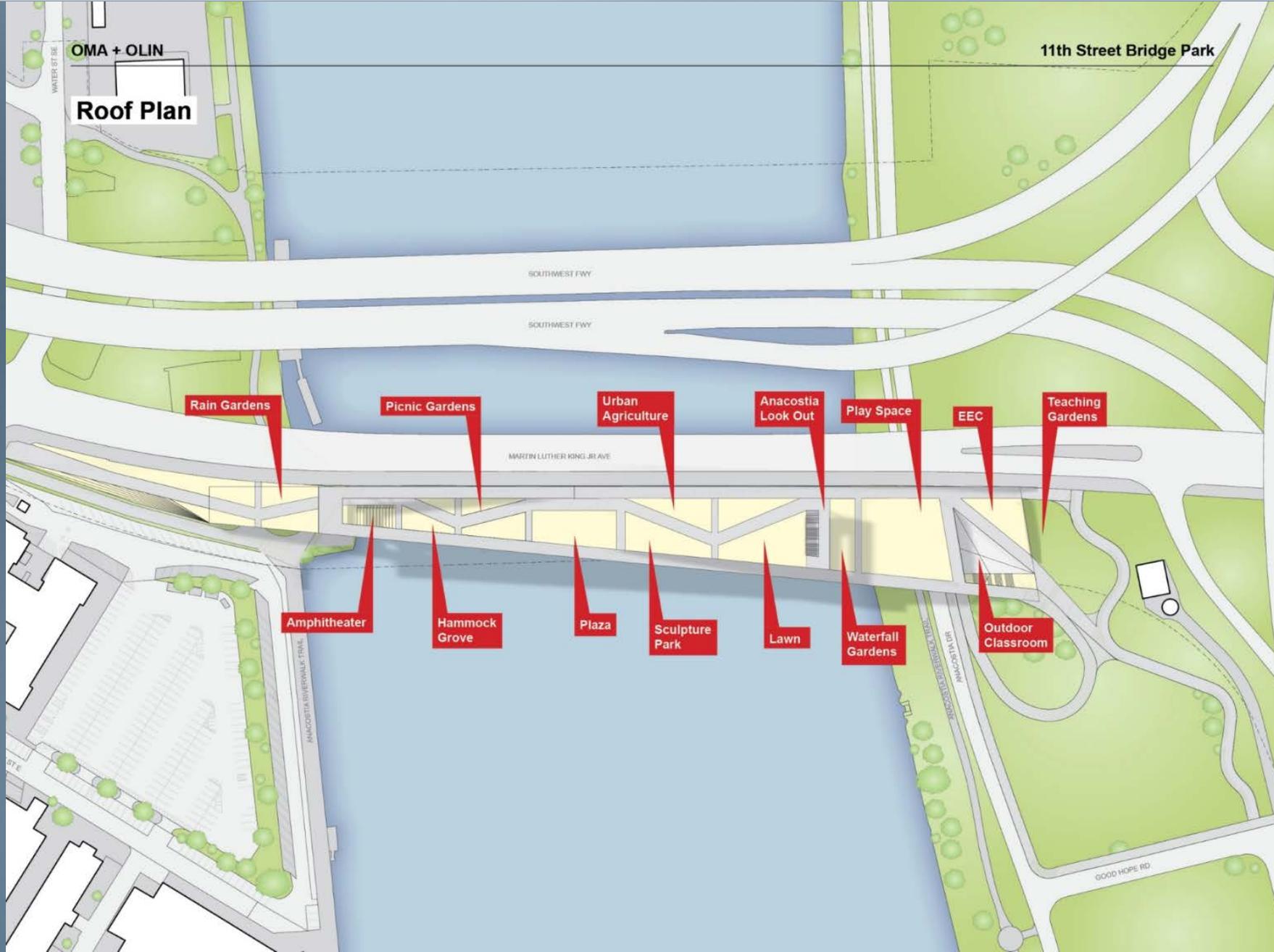


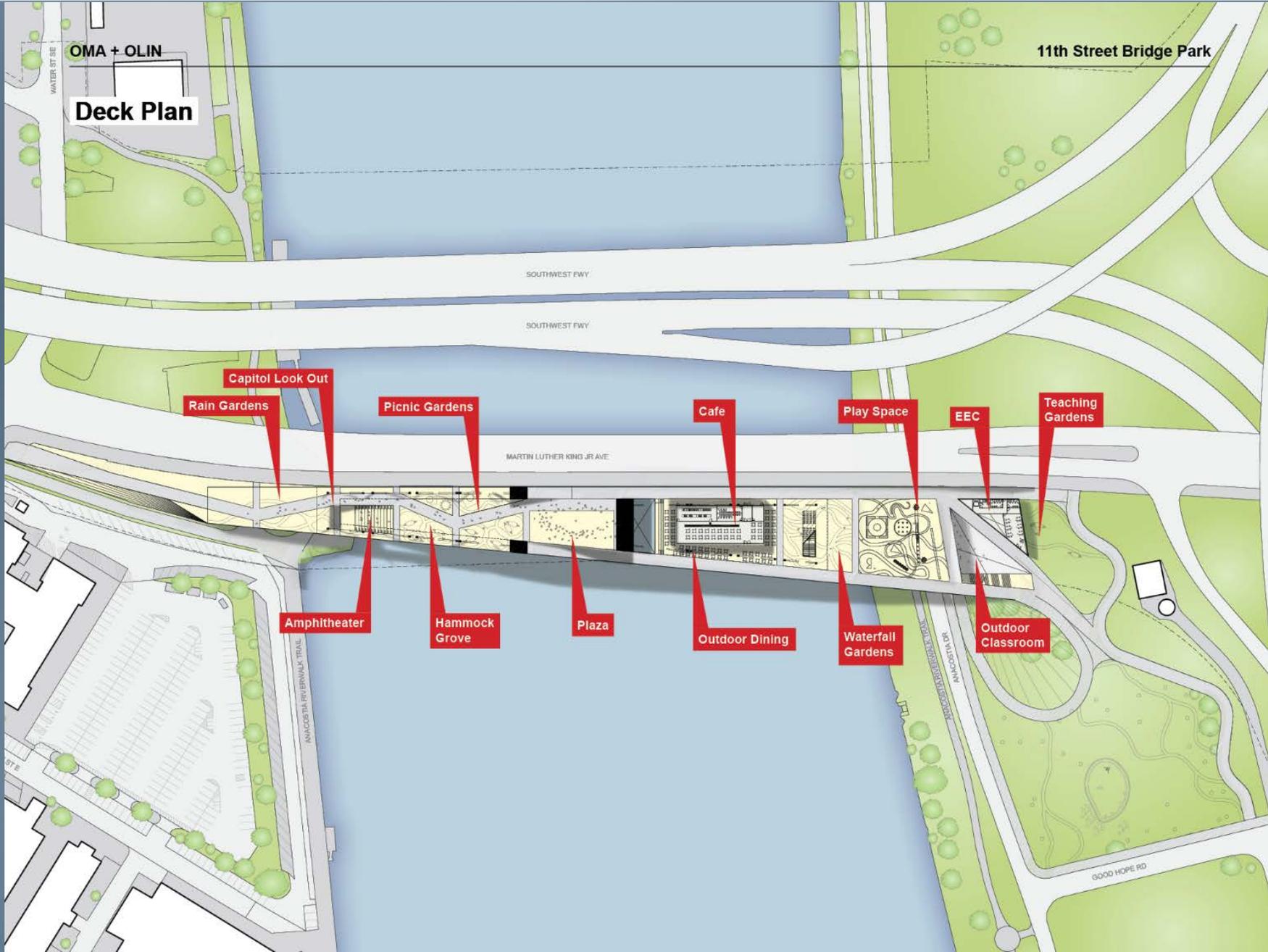
Piers demolished
and reconstructed for
greater capacity

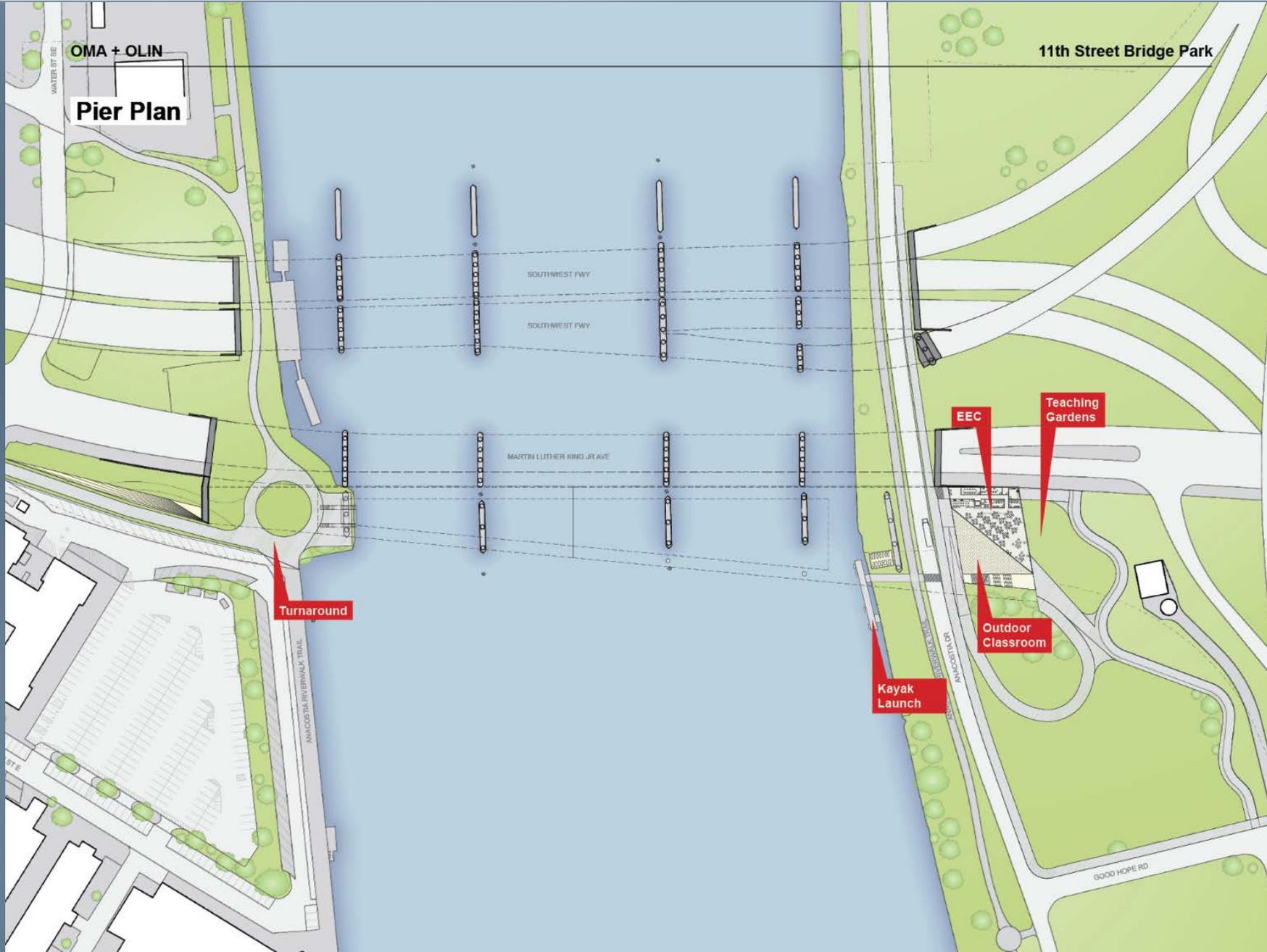
Additional column at
pier 13

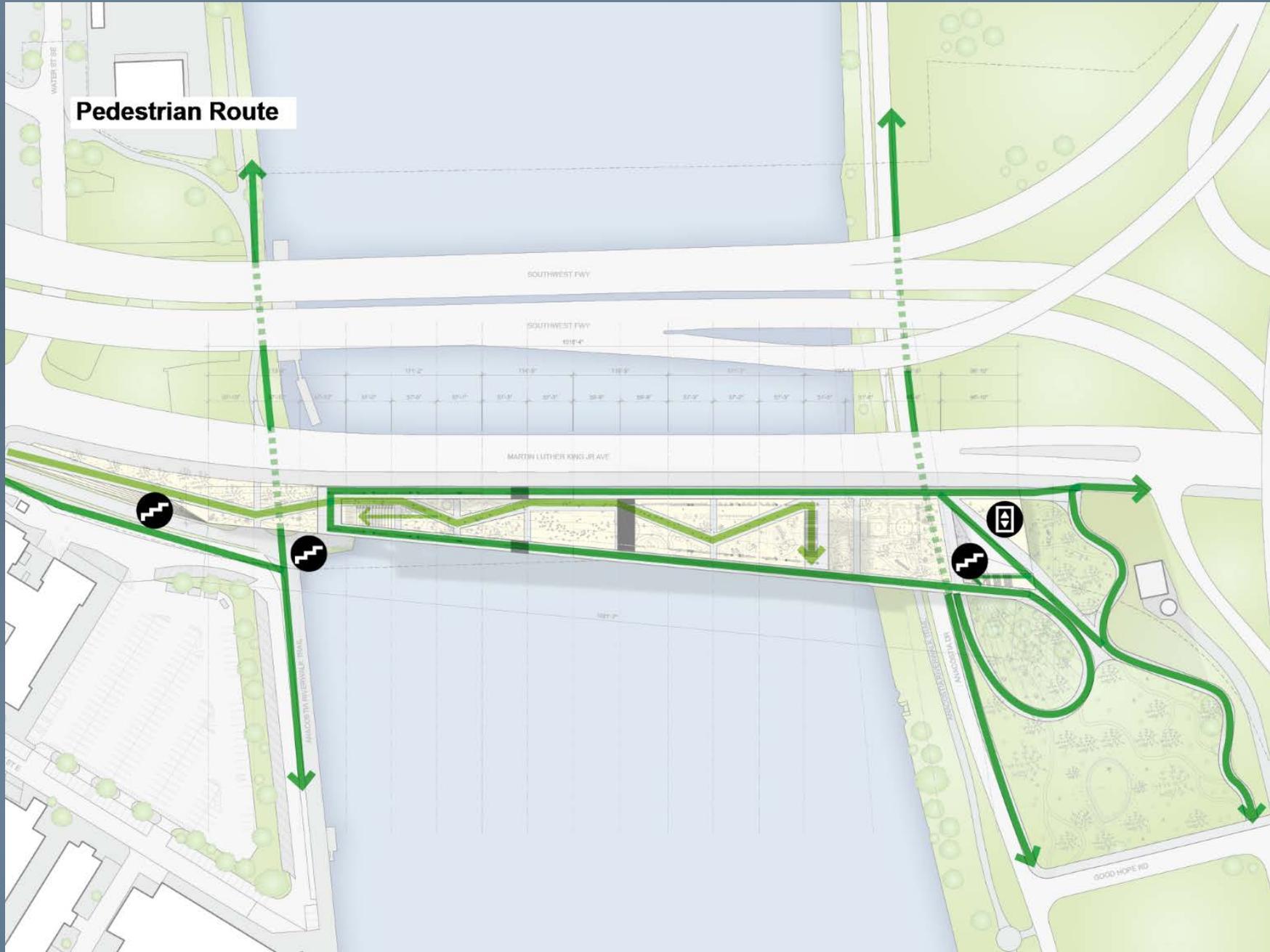
Additional column at
pier 14

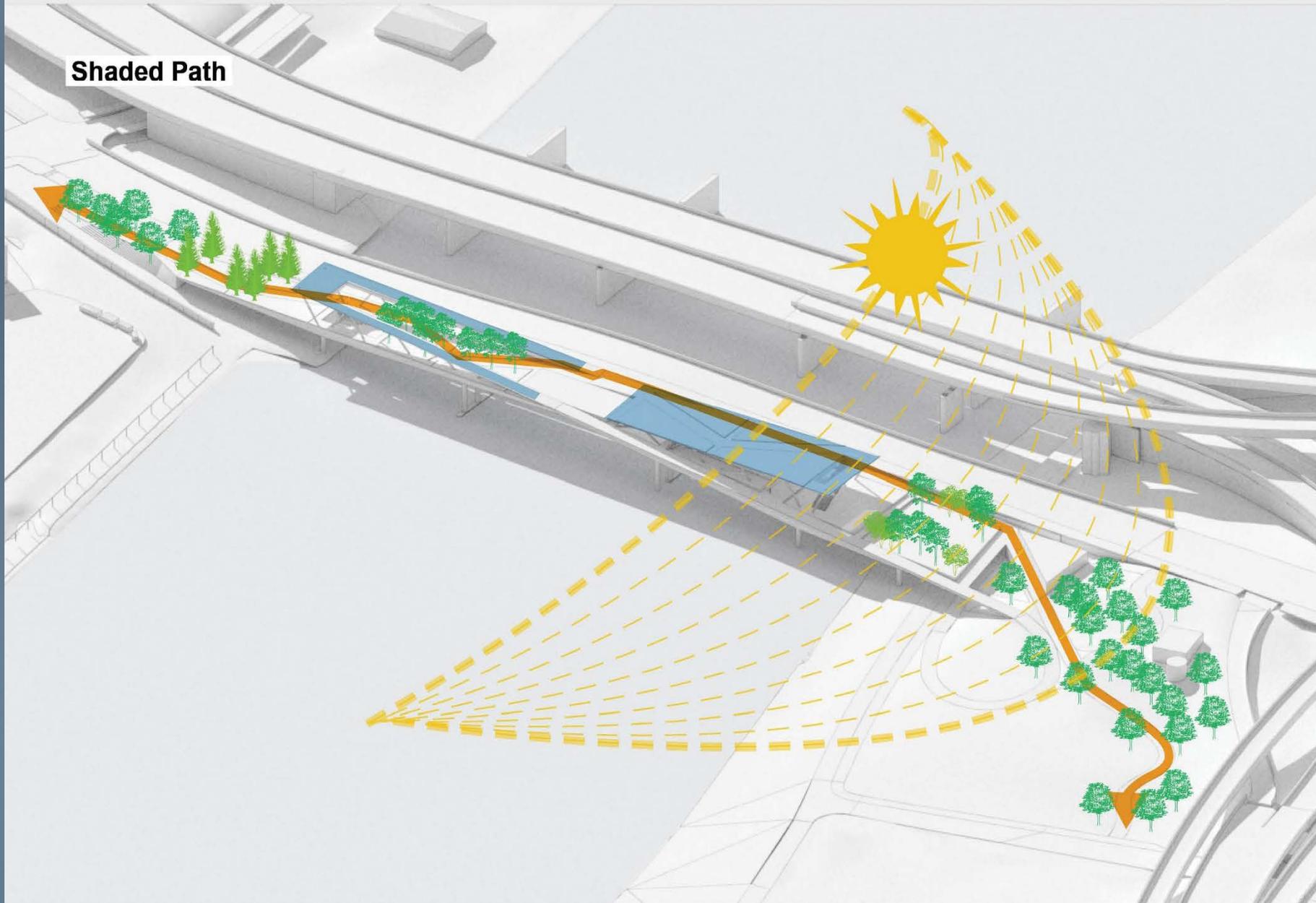
New columns - "pier
15"



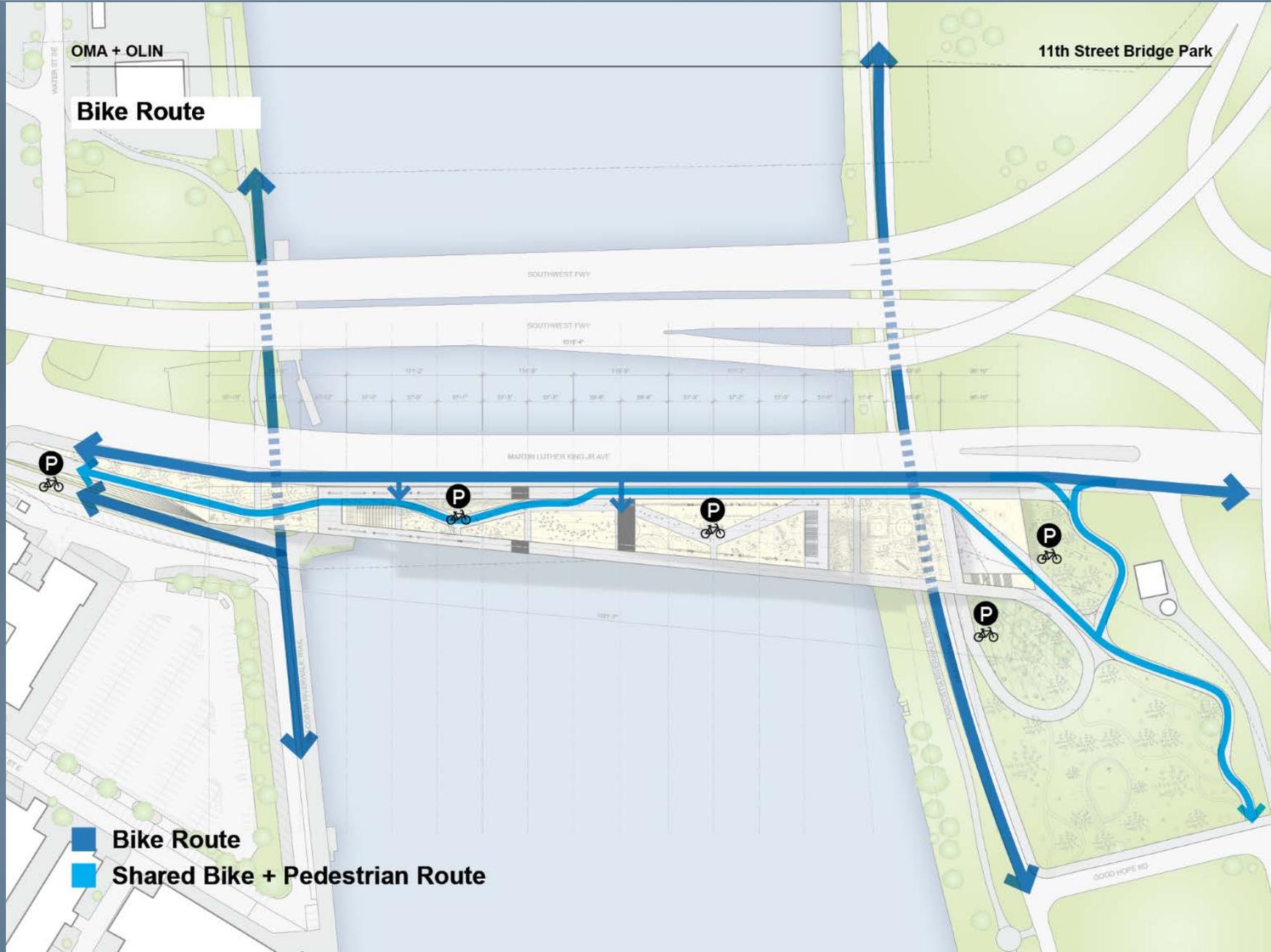


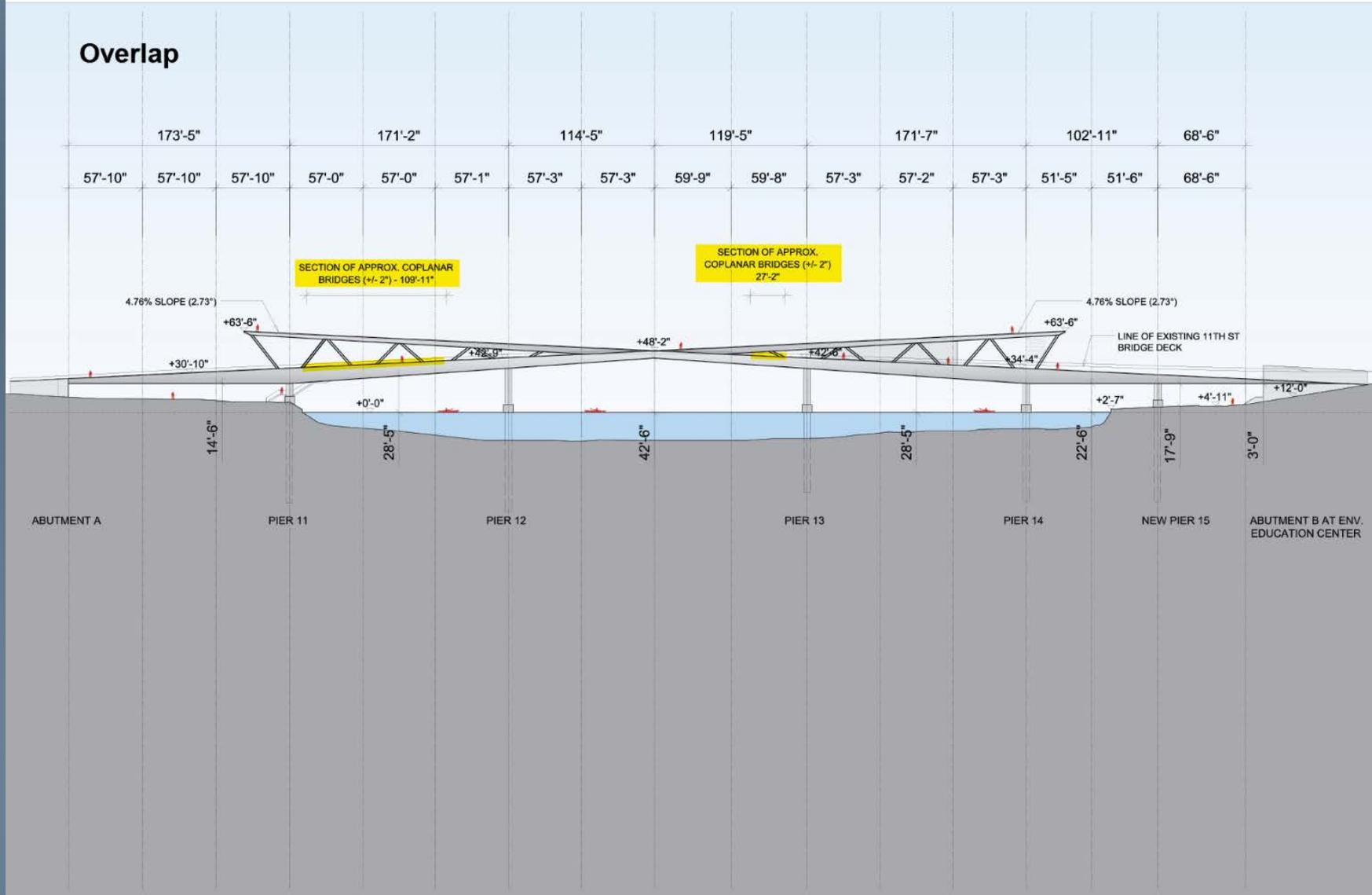


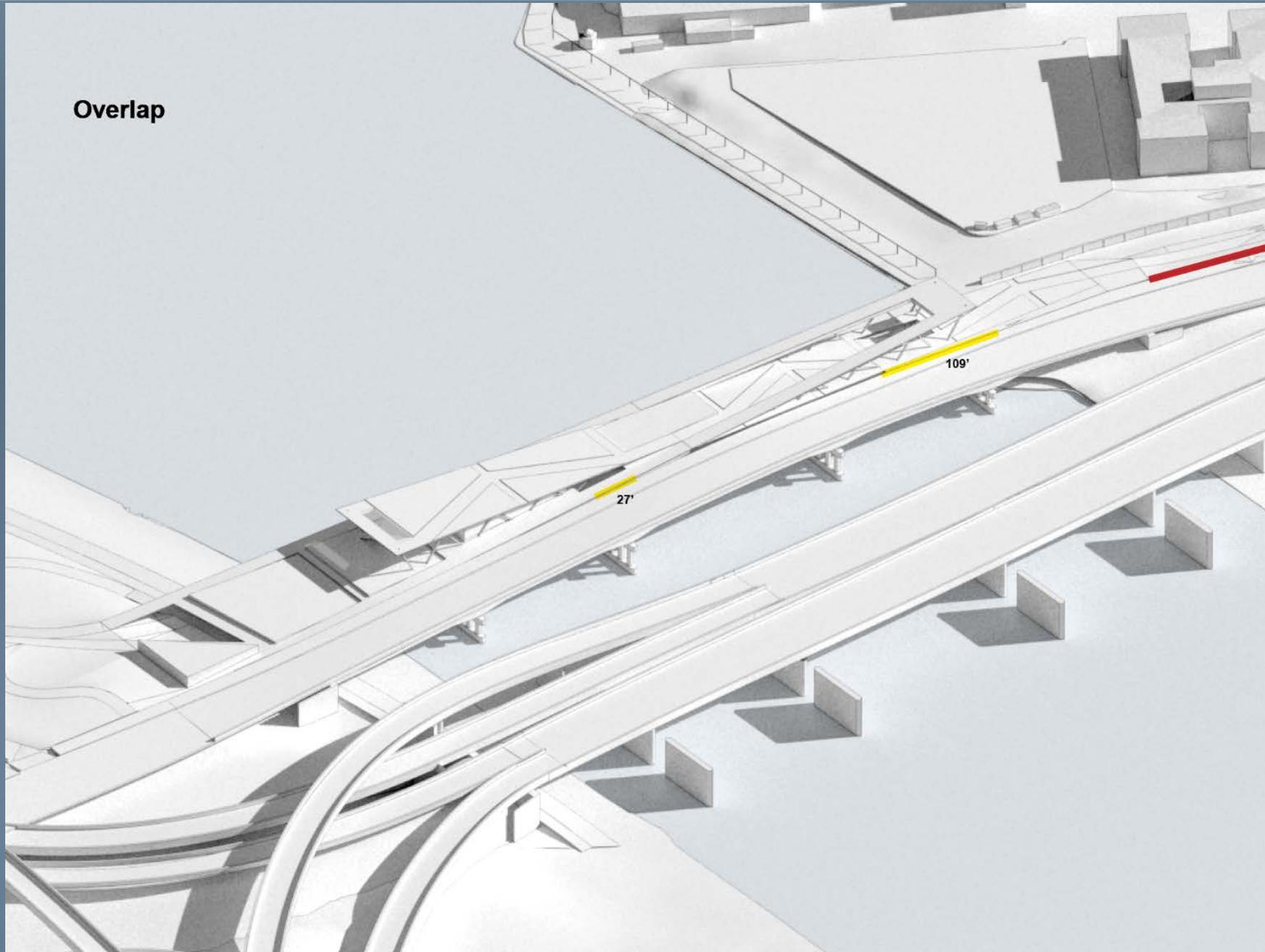




Shaded Path







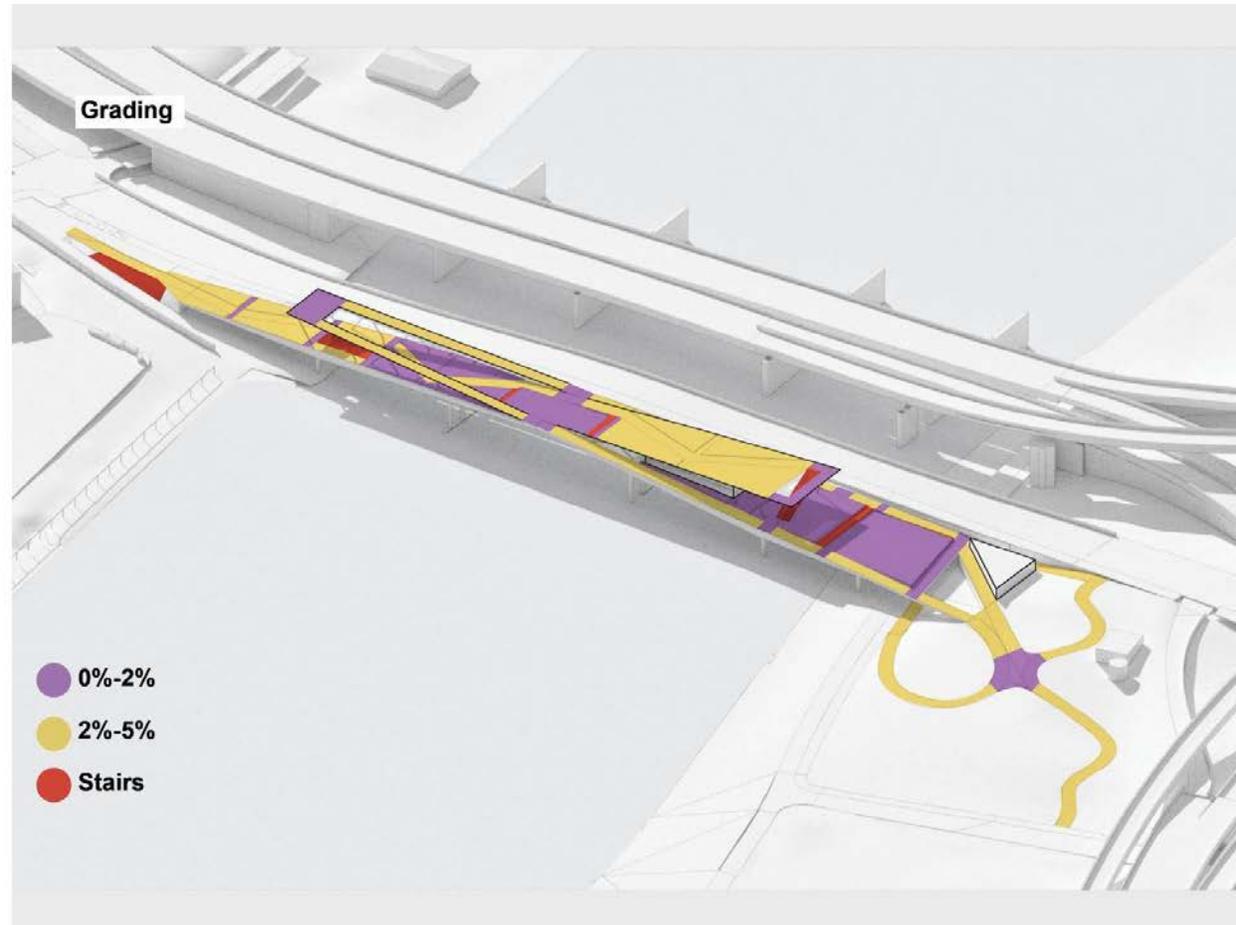
Overlap

27'

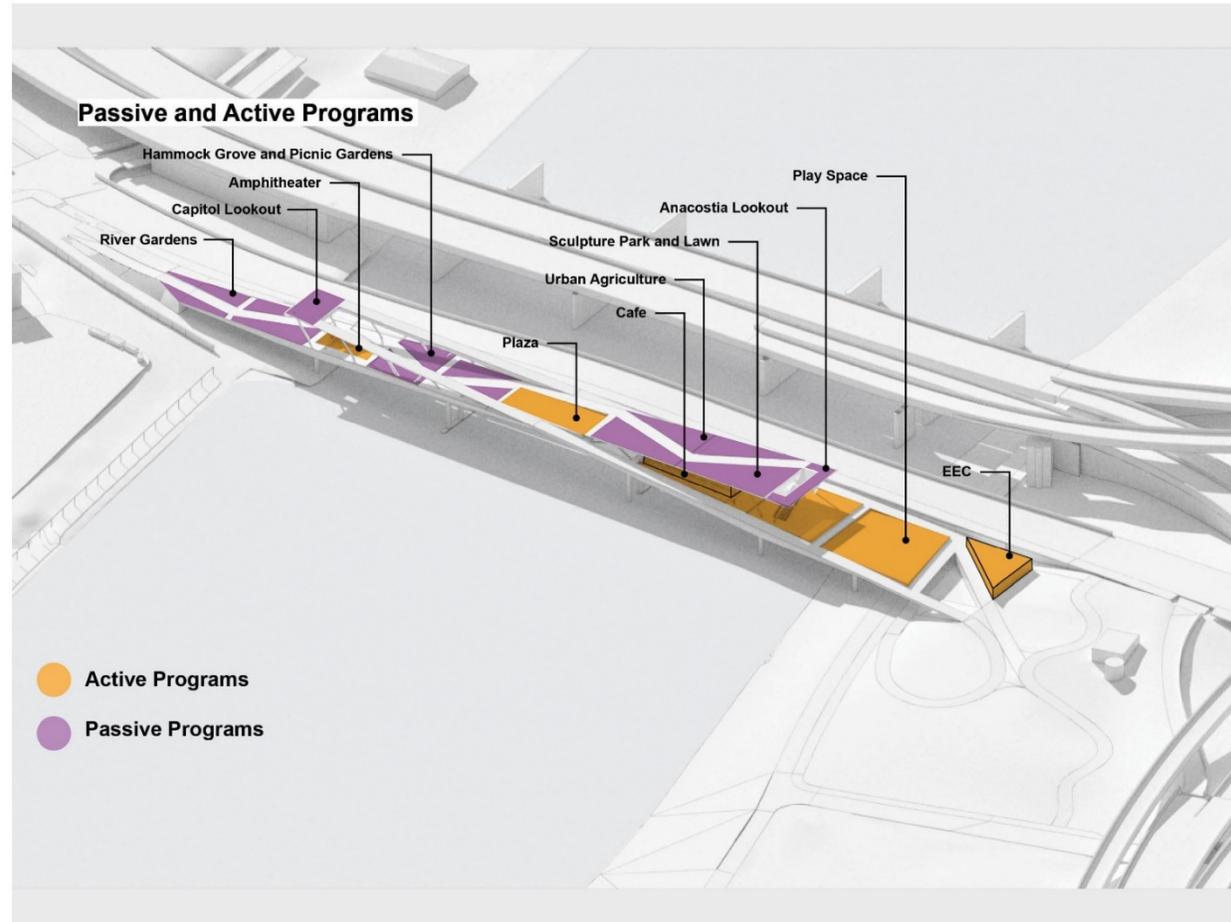
109'

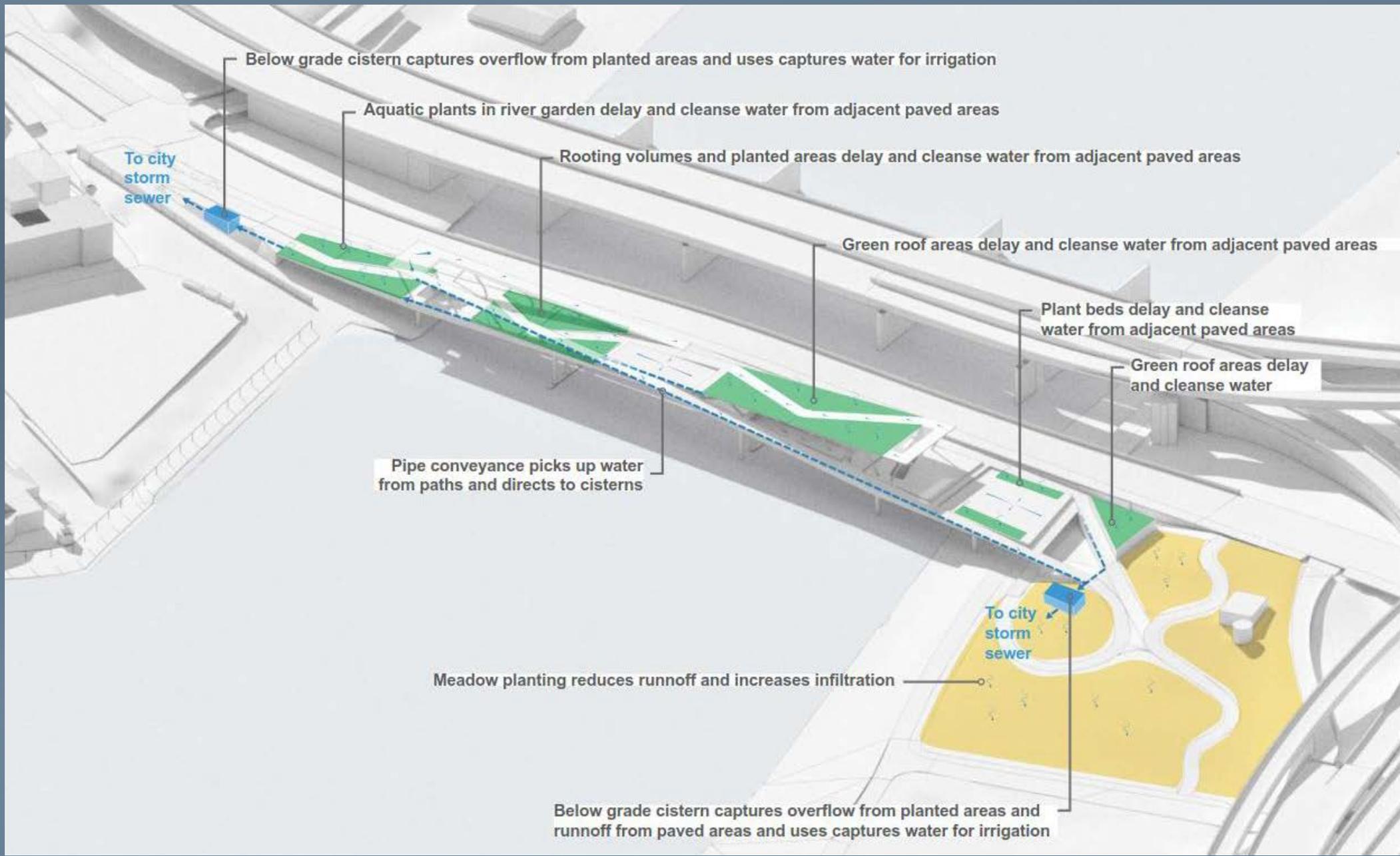


11th Street Bridge Park - Grading



11th Street Bridge Park Programming







Plant Palette - Riparian



Plant Palette - Trees

