

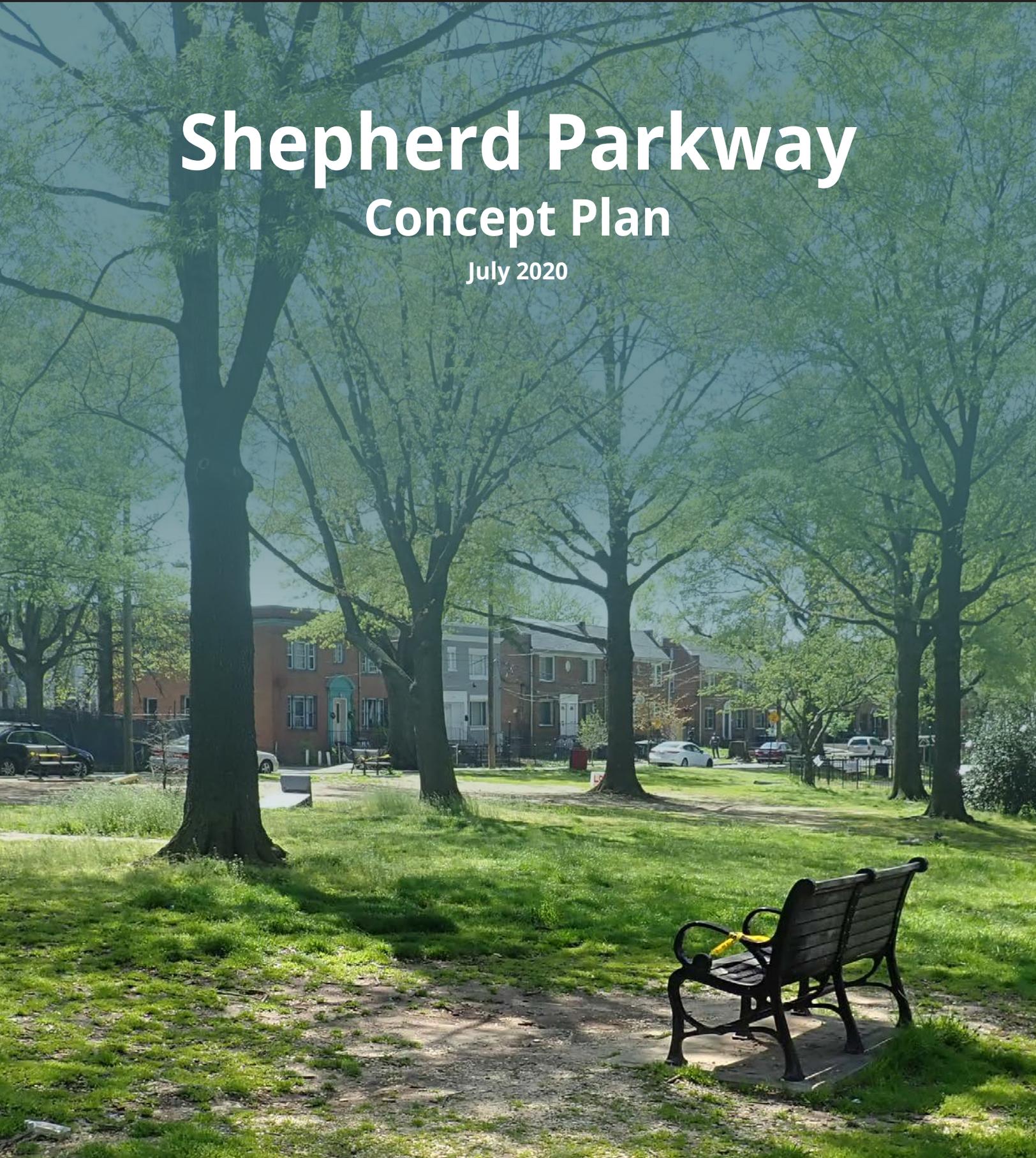
**National Capital Parks-East**  
Washington, DC

National Park Service  
U.S. Department of the Interior



# Shepherd Parkway Concept Plan

July 2020



# EXECUTIVE SUMMARY

The Shepherd Parkway Concept Plan outlines potential improvements within the park that would improve visitor access, enhance visitor experiences, increase public safety, and improve overall conditions. Shepherd Parkway is a long, narrow portion of National Park Service (NPS) land in southeast and southwest Washington, DC. The park is part of, and administered by, the National Capital Parks-East (NACE) unit of the NPS.

Shepherd Parkway is a predominately wooded landscape extending approximately between the St. Elizabeths campus to the north and Bald Eagle Hill to south. Open space and views to the Potomac and Anacostia Rivers punctuate the park corridor. The park also includes the highly-frequented area known as Parkland and the remains of Civil War-era Fort Carroll and Fort Greble. Within Shepherd Parkway, challenges include the park's lack of identity and limited public awareness of Shepherd Parkway as part of the NPS system, underappreciated cultural and natural resources, illegal dumping and litter, and safety concerns, including emergency support needs at Parkland.

At the outset of the planning process, the NPS developed the following broad goals for the Concept Plan:

**Goal 1:** Enrich existing and explore new uses and programming opportunities

**Goal 2:** Improve the health of Shepherd Parkway, ecologically and for the surrounding community

**Goal 3:** Address safety and maintenance concerns

## Concept Plan Recommendations

The Shepherd Parkway Concept Plan addresses these goals by enhancing internal links between the park's resources and amenities, improving connectivity with local neighborhoods, contributing to a regional trail network, and elevating the quality of park areas.

Overall, the concept plan presents a linear trail system along the park with nodes of activities, ranging from enjoying views of rivers and eagles to learning about the history of the neighborhoods. Specific concept plan elements include the following:

- A series of trails, with options for a natural or more urban trail experience
- A blazed trail within the park's wooded area connecting to the under-construction I-295 shared-use path
- Improved signage, communication, and security measures to prevent dumping
- Enhanced scenic views
- Enhanced interpretation of Civil War forts, emphasized by improved trail connections
- Flexible open green space for community gatherings, picnics, and play

For Parkland, two concept plan options create zones for different activities, including an expanded children's play area for a range of ages, a flexible event space, pavilions of varying sizes, and a defined gateway to the park.

## Moving Forward

The concept plan outlines both existing conditions and the steps needed to achieve implementation. The document describes current conditions; considers the operational challenges associated with the park; and identifies environmental constraints. Finally, the concept plan identifies potential funding sources, potential partnerships, and the regulatory framework for implementation.

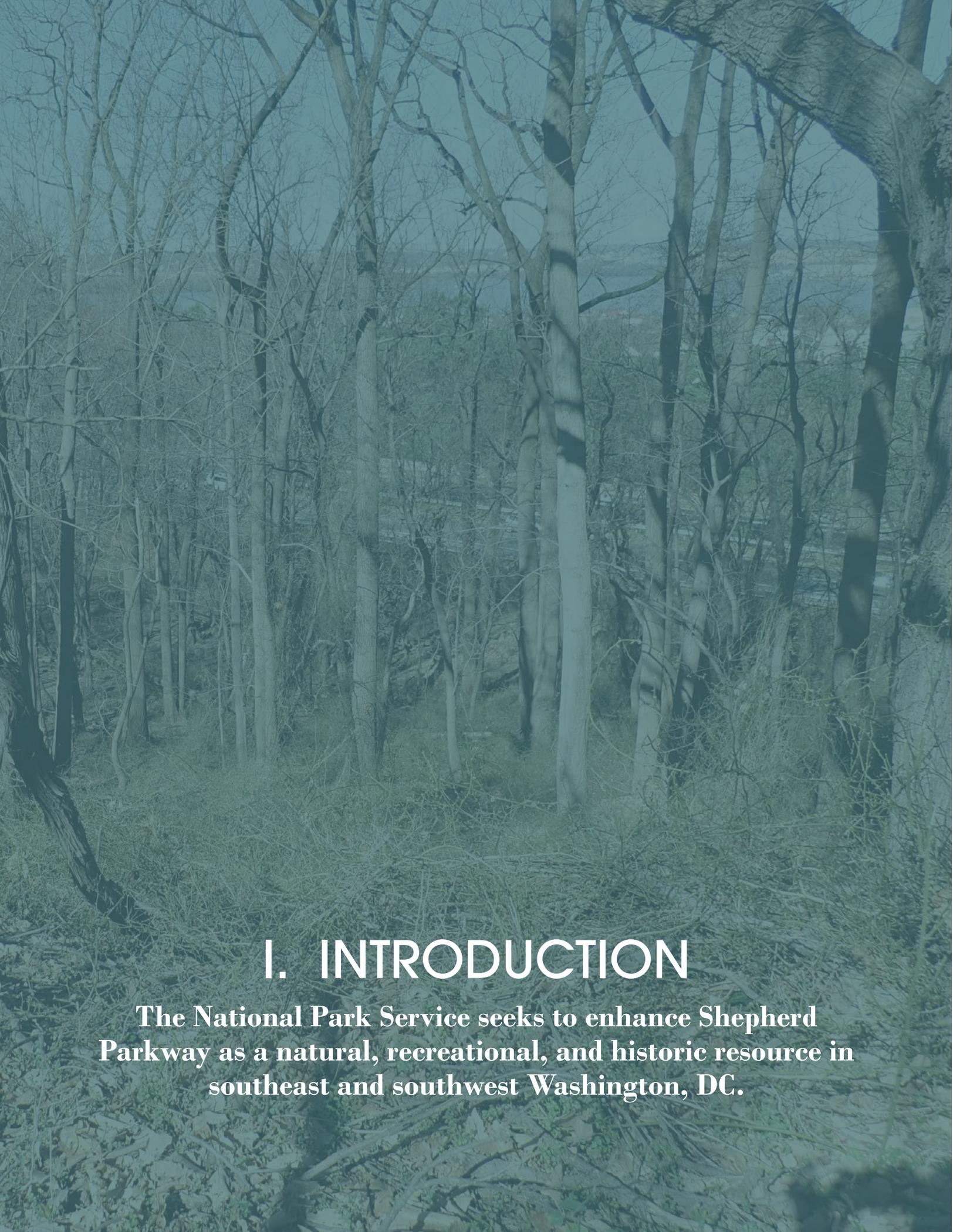
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# I. INTRODUCTION

**The National Park Service seeks to enhance Shepherd Parkway as a natural, recreational, and historic resource in southeast and southwest Washington, DC.**

# INTRODUCTION

Shepherd Parkway is located approximately between the St. Elizabeths campus to the north and Bald Eagle Hill to the south and is bound by Interstate 295 to the west and the Congress Heights and Bellevue neighborhoods to the east. While primarily used by local residents, Shepherd Parkway is owned and managed by the National Park Service (NPS). It is listed on the NPS inventory as Reservation 421 and administered by the National Capital Parks-East (NACE) unit of the NPS (see **Figure 1**).

Shepherd Parkway encompasses forested scenery, intermittent open space, and the remains of forts that secured the Nation's Capital during the Civil War. However, the park currently offers limited recreational and educational programming opportunities for neighboring communities.

This concept plan presents ideas for the future use and enjoyment of Shepherd Parkway. The concept plan is the first step in the overall decision-making process for the future of Shepherd Parkway. Certain proposed actions in this concept plan would require additional environmental and historical preservation compliance prior to implementation. Furthermore, implementation may occur over time as funds become available.

## PROJECT BACKGROUND

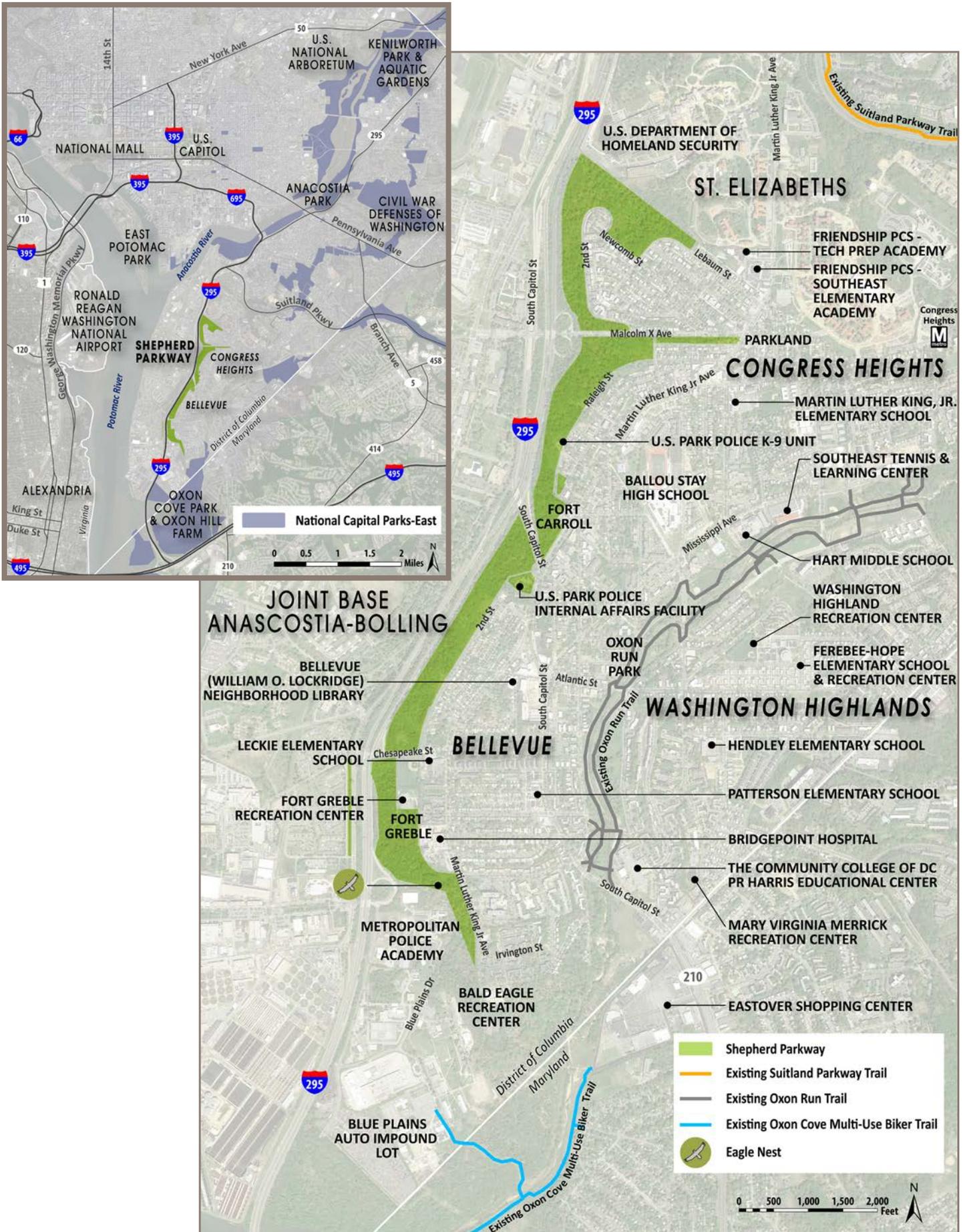
Early in the 20th century, the Nation's Capital adopted the McMillan Plan (1902), which called for a series of parks throughout the National Capital Area. The proposed "Fort Drive" through a landscaped corridor connected the circle of Civil War forts and earthen fortifications surrounding Washington, DC, including Fort Carroll and Fort Greble, which are now components of Shepherd Parkway. The fort sites came under the jurisdiction of the NPS under the authority of the Capper-Cramton Act of 1930, which provided for "the acquisition of lands in the District of Columbia and the States of Maryland and Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital." The Great Depression resulted in drying up funds for the Fort Drive undertaking and by 1933 the project was no longer actively pursued. The idea of the Fort Drive was never realized (NPS 2004, 2016a).

Additional planning efforts for the properties known as the Fort Circle Parks over the years include the 1968 Fort Circle Parks Master Plan, the 2004 Fort Circle Parks Final Management Plan, and the 2010 CapitalSpace Plan. Today, Shepherd Parkway is an approximately 205-acre linear park consisting of mature trees along a ridgeline, steep slopes, and intermittent grassy fields. Three busy roadways divide the park: Malcolm X Avenue SE, South Capitol Street, and Chesapeake Street SW. Adjacent neighborhoods have multiple access points to the park, but the park provides very few improved areas for visitor use. In 2018, the NPS began conducting public and stakeholder engagement efforts regarding improvements to Shepherd Parkway.

Today, Shepherd Parkway is also part of the Civil War Defenses of Washington (CWDW), one of the many sites administered by the National Capital Parks-East. As identified in the National Capital Parks-East Foundation Document (2016), the CWDW park purpose (i.e., the specific reason(s) for establishment of the park) is to protect and interpret the remnants of historic Civil War forts while preserving a corridor of forest and natural scenery as part of a comprehensive system of parks for preservation of substantial tracts of forests, protection of source water, and recreation in and around the nation's capital. The CWDW is significant for the following reasons:

- The scale, inventive design, and speed of construction of the CWDW resulted in a system of forts, batteries, and rifle trenches that effectively deterred the invasion of the nation's capital by the Confederate Army during the Civil War, and are a tangible reminder of the capital city's rich Civil War history.
- The defensive position of the forts on hills surrounding the city provides an outstanding opportunity to explore and understand the strategic interaction between the environment and cultural history.
- The significant natural features and processes preserved by the CWDW provide viable corridors for both plant and wildlife diversity and exceptional recreational opportunities, which help create a healthier natural and human environment in the nation's capital.

Figure 1 Shepherd Parkway Location



- The CWDW were havens of safety for the many contrabands and formerly enslaved Africans who fled to Washington during the Civil War and influenced African American settlement patterns in the nation’s capital. (“Contraband” is a historical term that refers to individuals who escaped slavery and sought refuge behind Union lines).
- The McMillan Commission’s 1902 plan, as realized when the acquisition of fort sites began in the 1920s, represented visionary urban planning efforts for public recreation and preserved a scenic backdrop for the nation’s capital.
- The green space and extensive trail network protected by the CWDW help to shape, strengthen, and provide identity for communities in the city through recreation, cultural events, and neighborhood activities.

## PLANNING GOALS

The NPS developed the following broad goals for the concept plan at the beginning of the planning process.

**Goal 1:** Enrich existing and explore new uses and programming opportunities

**Goal 2:** Improve the health of Shepherd Parkway, ecologically and for the surrounding community

**Goal 3:** Address safety and maintenance concerns

## PUBLIC & STAKEHOLDER ENGAGEMENT PROCESS

The NPS provided multiple opportunities for public and stakeholder participation in the development of the Shepherd Parkway Concept Plan. The NPS solicited input from the public and stakeholders at the beginning and middle of the planning process to identify the public’s vision for the park and receive feedback on an initial range of concept plan options, respectively. Outreach for this plan built upon a Rapid Ethnographic Assessment Procedure (REAP) study conducted by Howard University and the NPS in 2017-2018.

## Comment Period 1

The NPS held a 30-day public comment period (June 26, 2019-July 26, 2019), including one public meeting and one stakeholder meeting. This comment period provided an opportunity for the public and stakeholders to share their vision for the park’s future and identify any issues or concerns they might have with the project (see **Figure 2**). During the meetings, the NPS outlined the plan goals and asked commenters to share ideas on the following:

- How and where do you currently use the open spaces of the park?
- How do you currently access the park?
- Are you comfortable walking in the wooded areas?
- How would you like to use the park in the future?
- Where would you like to see new connections to and within the park’s open spaces?
- How would you prevent dumping and litter?
- What do you think should be done with Fort Carroll and Fort Greble?

Additional information about Comment Period 1, including a summary of comments received, is available in **Appendix A**.



Figure 2 Public Meeting 1 Comment Board

## Comment Period 2

The NPS held a second 46-day public comment period (November 7, 2019-December 21, 2019), including one public meeting and one stakeholder meeting, to present initial concept plan options for the park. The concept plan options considered the comments received during the first public comment period and outlined the physical improvements for potential implementation and the potential activities in which visitors could engage.

The NPS considered the comments received during the second public comment period in preparation of the revised concept plans included in this document. Additional information about Comment Period 2, including a summary of comments received is available in **Appendix A**.

## Compilation of Public Comments

NPS staff worked with contractors to compile all comments affixed to the public meeting boards and submitted at the public meetings, via mail, or via the PEPC website during the public comment periods. More than thirty pieces of correspondence regarding the Plan were recorded, including twenty-three and eight pieces of correspondence during Comment Periods 1 and 2, respectively. NPS staff made the final determinations about the recommendations in this plan based on applicable laws and policies, as well as the comments made by the public.



Figure 3 Public Meeting 2



## II. CURRENT CONDITIONS

**Shepherd Parkway contains forested area, open spaces, and sensitive ecological and cultural resource areas with few visitor amenities and multiple safety and maintenance concerns.**

# CURRENT CONDITIONS

Shepherd Parkway can be characterized as predominately forested open space located next to residential neighborhoods. The park is an ecologically sensitive site, including steep slopes, contains cultural resources, and includes limited open or improved areas for active or passive recreation. The public, stakeholders, and the NPS have expressed concerns regarding safety, illegal dumping, and abundant litter within the park.

## EXISTING FACILITIES AND RECREATION OPPORTUNITIES

Shepherd Parkway consists of a wooded landscape with a few basic amenities and open lawns located along the eastern edge of the park. The park contains a few picnic tables, benches, and a horseshoe court at select locations. Trash cans are present throughout the eastern edge of the park. The area known as Parkland contains picnic tables, benches, planters, trash cans, a fenced playground, a grill, and interspersed mature trees. Open space is available at Parkland, Highland Place SE, along Raleigh Street SE, along Brothers Place SE, along Xenia Street SW, along 2nd Street SW, and at Fort Greble.

Two U.S. Park Police facilities are also located within the park: an Internal Affairs facility at 3801 South Capitol Street and a K-9 unit on Raleigh Street SE. Open space is present at both facilities, but the space at the Internal Affairs facility is not currently accessible to the public.

Stakeholders and the public were asked how they currently use Shepherd Parkway during Comment Period 1. Respondents stated that they host or attend events at the area known as Parkland and participate in hiking, clean-up, and invasive vegetation removal events. Several respondents stated that they do not currently use the park.

### Parkland

Parkland is a narrow, relatively flat, improved open space which is commonly used by the community and for events. Parkland is bordered by Malcolm X Avenue SE to the north, Martin Luther King Jr. Avenue SE to the east, Parkland Place SE to the south, and a wooded area to the west.

Parkland's ground cover consists mostly of patchy grass and compacted soil with a small brick plaza near Martin Luther King Jr. Avenue SE. Efforts to restore Parkland's lawn have failed over the years. Formally-defined pathways include a paved path to the playground and a compacted soil path connecting Malcolm X Avenue SE and Parkland Place SE at the western end of the park.

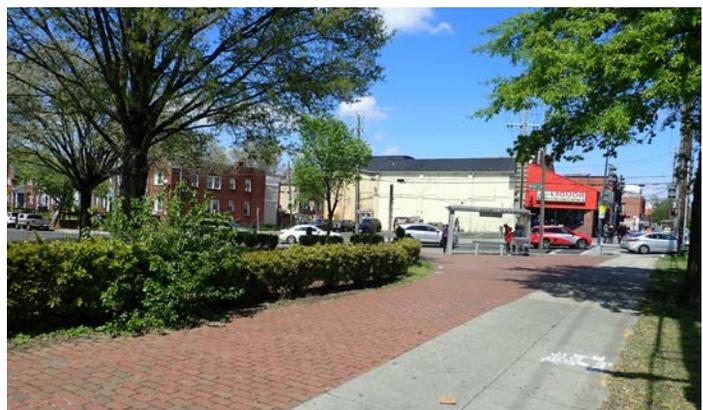


Figure 4 Existing Conditions at Parkland

In 2017-2018, Howard University partnered with the NPS to conduct a REAP study to understand the historical, contemporary, and potential uses of Parkland. Interviews, community conversations, and historical and socio-demographic research were conducted to understand perspectives on activities visitors engage in, safety concerns, fond memories, and park significance, as well as how the park could be improved and how REAP participants view their role in the upkeep of the park and the natural environment.

In general, the REAP revealed the deep significance of Parkland to the community and the importance of access to green space. Parkland is commonly used for weekly church visits (e.g., food and clothing donations, worship services) and communal gatherings. The park is also used for recreation, to connect with neighbors, old friends and neighborhood happenings, and to learn about community events, employment opportunities, and benefits from social services.

REAP participants mainly expressed concerns regarding a larger play area for children and visibility in the wooded area. Other concerns included the park appearance, litter, and the lack of space for recreational activities. Some participants felt that Parkland was a safe place because they were well-known or had friends in the neighborhood, whereas other participants felt that Parkland suffers from criminal activity and is unsafe for families. REAP participants noted that it is common to witness drug use in Parkland, about which stakeholders and the U.S. Park Police have also expressed concerns.

## Cultural Resources

Further south, Shepherd Parkway contains the remains of Fort Carroll and Fort Greble. These forts were constructed by the Union Army and African Americans in the 1860s as part of a ring of fortifications surrounding Washington, DC to protect the city during the Civil War (**Figure 5**) (NPS 2004). Most of Fort Carroll has been demolished over the years from agriculture and street and building construction. The surviving features of Fort Carroll are today concealed by undergrowth, invasive vines, and litter in Shepherd Parkway (*Fort Carroll CRGIS GPS Survey n.d.*). Most of Fort Greble was leveled in the late 19th century when the area was occupied by a farm and dwelling. Little visible evidence of the fort remains today. The site is currently an open lawn with trees along the edge and evidence of mounding and swales (*Fort Greble CRGIS GPS Survey n.d.*, NPS 2015).

## Signage

Signage identifying Shepherd Parkway by name or recognizing the open space as federal park land is very limited. The park contains only one large NPS welcome sign that includes Shepherd Parkway's name, located at the intersection of Chesapeake Street SW and 2nd Street SW. Other signage at the park includes

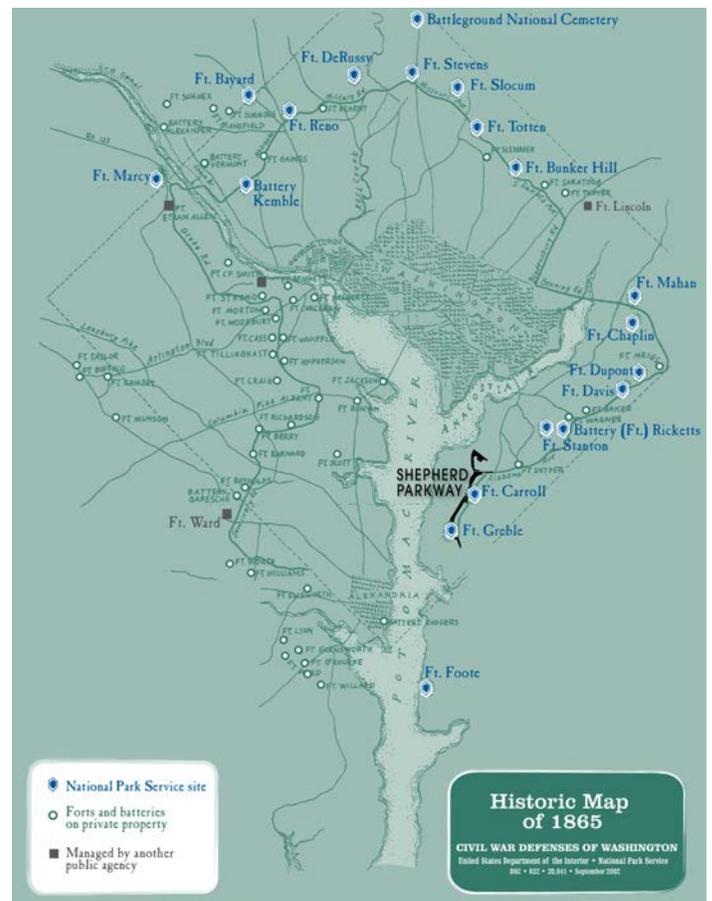


Figure 5 Shepherd Parkway and the Civil War Defenses of Washington



Figure 6 Site of Main Fort at Fort Greble

large welcome signs at Fort Carroll and Fort Greble, an interpretive sign at Fort Carroll, signs located throughout the park stating dumping and littering is prohibited and/or illegal, and signs at Parkland notifying visitors to clean up after their pets, the park closes at dark, and alcohol is prohibited.

## NEARBY RECREATION OPPORTUNITIES

Several schools, recreation centers, parks, and playgrounds, which offer multiple active and passive recreation opportunities, are located within the vicinity of Shepherd Parkway (**Figure 7**). Nearby outdoor facilities include a spray park, pavilion, pool, green space, trails, basketball courts, baseball and softball diamonds, and tennis courts. Nearby indoor facilities include multi-purpose rooms, dance studio, fitness center, gym/basketball court, and tennis courts.

The Well at Oxon Run, an outdoor community space being planned in partnership with the District, will be located to the east of Shepherd Parkway at Oxon Run Park. The space will feature a community garden, a covered classroom, fruit tree apiary, performance space, a small free library, art displays, and a memory forest honoring the victims of gun violence. The garden's first planting season is targeted for the fall of 2020 (Hayes 2020).

Several proposed trails in the vicinity of Shepherd Parkway, some of which will connect directly to the park, will provide missing connections between existing trails and create opportunities for future trail connections. The existing and proposed trails that will make up the trail network adjacent in the vicinity of Shepherd Parkway include the following:

- **Oxon Cove Multi-Use Biker Trail (existing trail and proposed extension):** Multi-use trail connecting Oxon Hill Farm and Oxon Cove to Shepherd Parkway SW, the proposed South Capitol Street Trail, and the proposed Oxon Run Trail extension (NPS 2016b)
- **Oxon Run Trail (existing trail and proposed extension):** Multi-use trail extending through Oxon Run Park and connecting 13th Street SE to the existing Oxon Cove Multi-Use Biker Trail
- **I-295 Shared-Use Path (under construction):** Path connecting the existing trail at the Department of Homeland Security Headquarters to the South Capitol Street and Martin Luther King

Jr. Avenue intersection; anticipate construction completed in summer 2022 (DDOT 2020)

- **South Capitol Street Trail (proposed):** Multi-use trail extending the Anacostia Riverwalk trail to the southernmost areas of the District by connecting the South Capitol Street and Firth Sterling Avenue SE intersection to the existing Oxon Cove Multi-Use Biker Trail (AWI n.d.)
- **Suitland Parkway Trail (existing):** Multi-use trail along Suitland Parkway connecting Southern Avenue to Pomeroy Road SE

## POLICIES AND PARK MANAGEMENT AND OPERATIONS

Several policies and documents, ranging from national laws to park-specific plans, guide the management and operation of the National Capital Parks-East and accordingly, Shepherd Parkway. The overall policies, laws, regulations, and NPS Director's Orders (DO) that govern Shepherd Parkway management and operations are outlined in **Table 1**.

## OPERATIONAL, MAINTENANCE, AND ENVIRONMENTAL CHALLENGES

The planning for Shepherd Parkway presents new opportunities for visitor experiences and facilities. However, under-appreciated cultural and natural resources, illegal dumping and litter, and ongoing safety concerns at the park present challenges. The following items summarize some of the issues and obstacles facing the Shepherd Parkway concept plan. Note that this is not intended to be an exhaustive list of resources present at the park; instead it is included to provide an outline of the challenges in managing Shepherd Parkway.

Resources that could potentially be affected and the associated environmental consequences, or "impacts" of concept plan implementation on those resources, would be identified in the future through the National Environmental Policy Act (NEPA) process. Where appropriate, the NEPA process would also identify mitigation measures for adverse impacts.

Historic properties and the potential for adverse effects on historic properties as a result of concept plan implementation would be identified in the future through the National Historic Preservation Act (NHPA) process. Where appropriate, the NHPA process would also seek to avoid, minimize, and mitigate potential adverse effects.

Figure 7 Recreation Opportunities near Shepherd Parkway

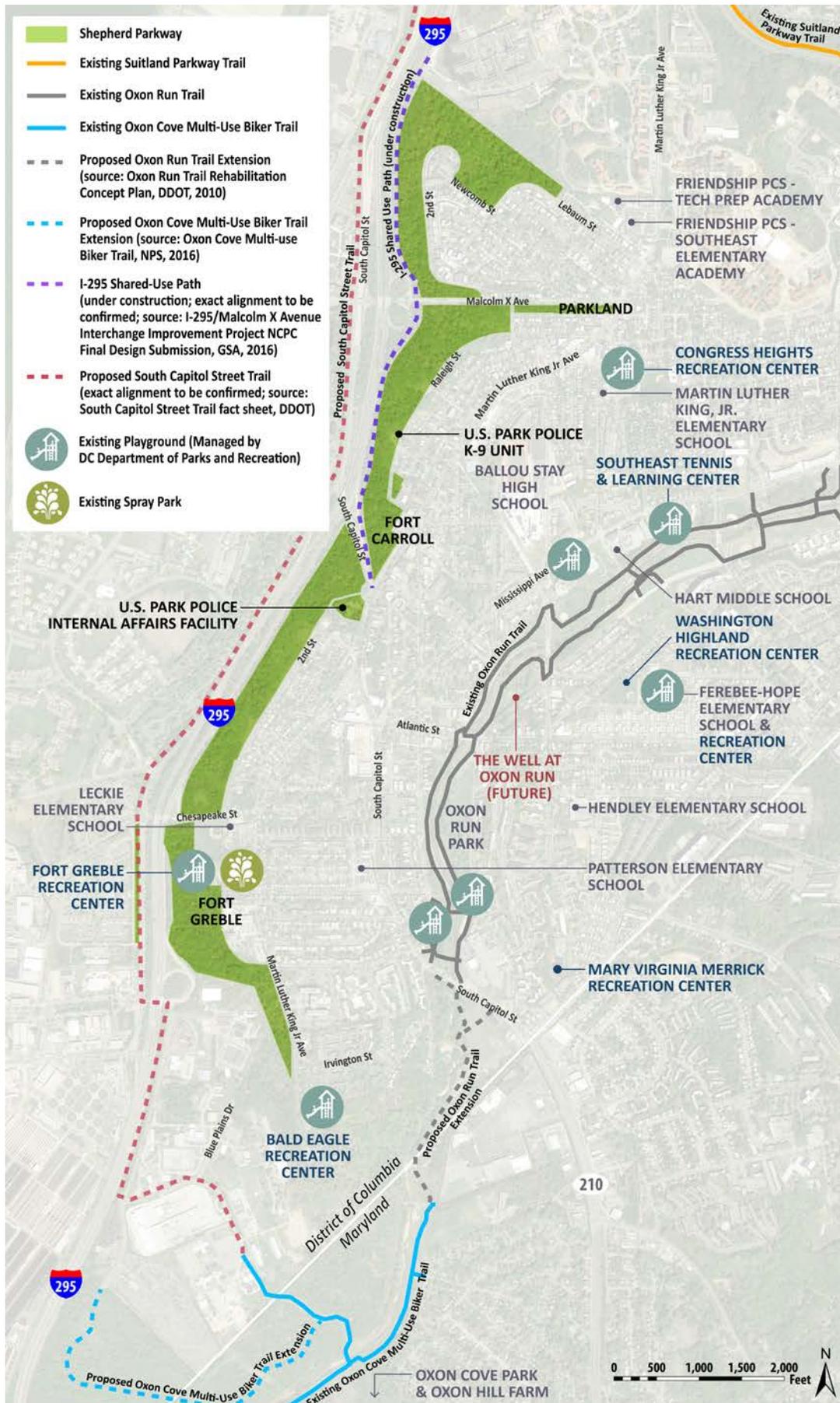


Table 1 Summary of Policies and Planning Guidance for Shepherd Parkway

Policies and Guidelines	Summary
<p><b>National Capital Parks-East Foundation Document (2016)</b></p>	<p>Provides basic guidance for planning and management decisions. Fundamental resource and values for the CWDW include the fortifications, the natural and scenic features of the green space corridor, recreational opportunities, cultural landscapes, and archeological resources. Interpretive themes identified for the CWDW include:</p> <ul style="list-style-type: none"> <li>• The CWDW effectively deterred the advance of the Confederate Army and the invasion of the capital, and served as a proving ground for military innovation.</li> <li>• Individuals who escaped slavery and sought refuge behind Union lines sought the freedom and security of the CWDW. They contributed to the construction of the defenses of Washington, founded many of Washington’s historically African American communities, inspired their own and future generations, and helped to redefine the citizenry of the United States.</li> <li>• The preservation of the CWDW created significant natural corridors that provide exceptional views of the city, offer opportunities to learn about nature in an urban setting, support species and habitat diversity, and enhance environmental quality.</li> </ul>
<p><b>Fort Circle Parks Final Management Plan (2004)</b></p>	<p>Provide a unified management concept for significant historic resources associated with the CWDW that will allow these resources to be preserved for future generations and interpreted in a coherent, easily understandable manner. Designates Shepherd Parkway primarily as a “natural resource zone” with “cultural resource zones” at Fort Carroll and Fort Greble.</p> <p>Natural resource zones comprise areas that are managed primarily to maintain forests and natural scenery. Appropriate visitor activities include birding, walking, jogging, and nature study. Trails will be mostly unpaved. Scenic quality and natural sound will be essential. Some natural areas (stream valleys, topographically challenging areas) will remain free of new trails or development.</p> <p>Cultural resource zones are to be managed primarily for the preservation, protection, and interpretation of cultural resource values. Visitors will have the opportunity to learn about and contemplate the Civil War resources in parks and gain a sense of their significance. Archeological and historic features will be protected and preserved to the extent possible.</p>
<p><b>NPS Management Policies (2006)</b></p>	<p>Service-wide policies establishing a broad framework and prescribing parameters for management decisions. Key policy implications are included for natural resource management, cultural resource management, interpretation and education, visitor use, special park uses, and park facilities.</p>
<p><b>36 CFR Part 2 – Resource Protection, Public Use and Recreation</b></p>	<p>Picnicking is allowed. The superintendent may establish conditions for picnicking.</p> <p>Special events are allowed, provided that there is a meaningful association between the park area and the events, and the observance contributes to the visitor understanding of the significance of the park area, and a permit has been issued by the superintendent.</p>
<p><b>National Capital Region Invasive Plant Management Plan and Environmental Assessment (2015)</b></p>	<p>Ensures that all National Capital Region parks, including the National Capital Parks-East, have access to a range of methods used for the treatment of non-native invasive plant species. Such methods include chemical, biological, manual, mechanical, physical, and cultural treatments.</p>

Table 1 Summary of Policies and Planning Guidance for Shepherd Parkway (Continued)

Policies and Guidelines	Summary
<b>National Environmental Policy Act (NEPA), 1969, as Amended</b>	NEPA provides the tools to implement intended goals by requiring that every federal agency prepare a study of the impacts of “major federal actions having a significant effect on the environment and alternatives to those actions.” It required that each agency make that information an integral part of its decisions. NEPA also requires that agencies make a diligent effort to involve the interested and affected public before they make decisions affecting the environment.
<b>National Historic Preservation Act (NHPA), as amended through 2000</b>	NHPA of 1966, as amended through 2000, protects buildings, sites, districts, structures, and objects that have significant scientific, historic, or cultural value. The act established affirmative responsibilities of federal agencies to preserve historic and prehistoric resources.
<b>Archeological Resources Protection Act (ARPA), 1979</b>	ARPA preserves the archeological resources that are key to the history of America.
<b>Architectural Barriers Act Accessibility Standards (ABAAS)</b>	Standards guiding design to provide universal access for people of all ages and backgrounds to trails, picnic and camping areas, viewing areas, beach access routes and other components of outdoor developed areas on federal sites when newly built or altered.
<b>DO-6: Interpretation and Education</b>	Sets forth operational policies and procedures necessary to maintain effective, high-quality interpretive and educational programs.
<b>DO-7: Volunteers-in-Parks</b>	Provides direction to NPS personnel who are responsible for, and/or involved in, implementing the Volunteers-in-Parks program.
<b>DO-12: Conservation Planning, Environmental Impact Analysis, and Decision-Making</b>	Directs the way the NPS complies with NEPA, including all aspects of environmental analysis, public involvement, and resource-based decisions.
<b>DO-20: Agreements</b>	Establishes NPS policies and procedures for administering agreements and identifies the types of agreements NPS may enter.
<b>DO-22: Recreation Fees</b>	Sets forth policies and procedures for administering a fee program.
<b>DO-28: Cultural Resource Management</b>	Provides guidelines for the management of cultural resources, including cultural landscapes, archeological resources, historic and prehistoric structures, museum objects, and ethnographic resources.
<b>DO-28A: Archeology</b>	Promotes a common management framework for planning, review, and undertaking archeological activities and other activities that may affect archeological resources within the NPS.
<b>DO-42: Accessibility for Visitors with Disabilities</b>	Establishes a framework for the effective implementation of actions necessary to achieve the highest level of accessibility that is reasonable.
<b>DO-52C: Park Signs</b>	Establishes and implements standards for the planning, design, fabrication, installation, inventory, and maintenance of outdoors signs for national parks.
<b>DO-53: Special Park Uses</b>	Sets forth policies and procedures for administering special park uses.
<b>DO-77: Natural Resource Protection</b>	Provides information necessary to design, implement, and evaluate a comprehensive natural resources management program.
<b>DO-77-1: Wetland Protection</b>	Establishes policies, requirements, and standards to protect and preserve wetlands.

## Cultural Resources

As part of the CWDW (Fort Circle Parks), Fort Carroll and Fort Greble were originally listed in the National Register of Historic Places (NRHP) in 1974, with a boundary increase in 1978. Fort Carroll and Fort Greble are also included in the draft 2015 update and boundary increase to the NRHP listing. Shepherd Parkway is also a cultural landscape, which can be further broken down to Parkland, Fort Carroll, and Fort Greble. The Shepherd Parkway cultural landscape has not yet been documented. Archeological sites have been recorded within Shepherd Parkway. Other portions of the park are also likely to contain archeological resources (GSA 2009, 2010).

## Natural Resources

Shepherd Parkway is a heavily-wooded early successional habitat with an understory composed largely of invasive species. Portions of the park contain habitat identified as highly or extremely significant for biodiversity conservation as defined in the 2015 District of Columbia Wildlife Action Plan (Government of the District of Columbia 2015). The park also contains several steep slopes (see **Figure 9**). Elevations within the park range from 22 feet to 182 feet; the park generally slopes downward towards Interstate 295 on the west (Open Data DC 2019).

Multiple seeps, or areas where water percolates slowly to the land surface, are also present throughout the park. Some of these seeps contain rare groundwater invertebrates. Wetlands are also present throughout the park. Shepherd Parkway lies entirely outside of the 100-year and 500-year floodplains (FEMA 2017).

Several pairs of Bald Eagles have nested in Shepherd Parkway. Nests have been located in the southern portion of the park north of the Metropolitan Police Department training academy and in the northern portion of the park south of St. Elizabeths West Campus. Twenty-five bird species that are protected under the Migratory Bird Treaty Act or Bald and Golden Eagle Protection Act, or occur on the U.S. Fish and Wildlife Service Birds of Conservation Concern list may be present at Shepherd Parkway. Federally threatened and endangered species that are protected under the Endangered Species Act and potentially may also be present at the park include the threatened Northern Long-eared Bat (*Myotis septentrionalis*) (GSA 2008, USFWS n.d.).

## Dumping and Litter

Litter and illegal dumping, including furniture and tires, are currently an eyesore and major concern at Shepherd Parkway. Although tires are primarily dumped along the roadways, they appear in places where individuals have access to Shepherd Parkway, but little visibility from nearby residences. Dumping hot spots identified by the public at Public Meeting 1 are presented in **Figure 9**. Signs stating that dumping and littering is prohibited and/or illegal with a phone number to report violations are present along the edges of the park. Stakeholders have indicated that these signs contain an incorrect phone number and results in confusion regarding the appropriate agency to contact about dumping concerns.

The NPS is currently collaborating with the DC Department of Energy and Environment's Dumpbusters program at other NPS-managed parks within the District. This program identifies illegal dumping hot spots, installs enforcement cameras and signs, and retrieves evidence to arrest and prosecute offenders. The NPS has identified Shepherd Parkway as part of their future work with this program.

## Safety

In addition to the concerns related to drug activity at Parkland, some stakeholders and members of the public expressed other safety concerns during the comment periods. Specifically, a number of residents expressed their level of discomfort in using trails by themselves, particularly trails located deep within wooded areas. Additionally, a REAP for the users and neighbors of the CWDW conducted in 1996-1997 identified safety and crime concerns specifically at Fort Greble (NPS 1997).



Figure 8 Tires and Other Debris Collected Near Lebaum Street SE in Shepherd Parkway

Figure 9 Dumping Hot Spots and Steep Slopes



A photograph of a grassy field with a line of trees in the background under a clear blue sky. The field is in the foreground, and the trees are in the middle ground. The sky is a solid, clear blue with a few wispy clouds. The overall scene is bright and natural.

## III. CONCEPT PLAN RECOMMENDATIONS

**The Shepherd Parkway concept plan would introduce new ways for visitors to access and experience the park while improving safety and park conditions and protecting the park's sensitive and unique natural resources.**

# CONCEPT PLAN RECOMMENDATIONS

The concept plan focuses on linking resources and amenities within Shepherd Parkway via north-south pathways, improving connectivity with local neighborhoods and the regional trail network, and enhancing specific activity nodes along the park (**Figure 10**). The concept plan presents two options for a trail network and two options for Parkland. The concept plan does not preclude future NPS coordination regarding Shepherd Parkway near the U.S. Park Police Internal Affairs facility or potential future improvements at the South Capitol Street and Martin Luther King Jr. Avenue intersection to establish a traffic circle.

The concept plan would involve building upon existing park resources and installing new recreational amenities. No new buildings would be constructed. New recreation facilities would be carefully situated and designed to avoid large tree removal and impacts to cultural resources, seeps, sensitive habitats, steep and unsustainable slopes, as well as protect other resources identified in the future through the NEPA and NHPA processes.

Examples of organized activities and events identified in the concept plan do not represent an exhaustive list, but rather identify the types of activities and events possible in select areas of the park. Activities and events would comply with applicable NPS policies, laws, and regulations.

## OVERALL SHEPHERD PARKWAY CONCEPT PLAN

The overall Shepherd Parkway concept plan would allow visitors to wander through forested habitat, host a family or neighborhood event, and learn about the virtually hidden Circle Forts and their role in the community's history (**Figure 11**). These connections will foster a better appreciation of Shepherd Parkway as both a community and NPS asset.

This section first describes activity opportunities the concept plan would offer to visitors, followed by new facilities and actions that would enable these activities. This description is followed by **Figure 14** through **Figure 18**, which present where these facilities and actions would be located.

## Walk and Experience Nature

An enhanced Shepherd Parkway would provide opportunities for visitors to access and explore the park's natural and cultural resources. Visitors would be able to:

- Walk, hike, run, or bike along street-side trails on the edge of the park and natural trails within the park
- Enjoy views of or enter the park's wooded landscape
- Visit the key activity nodes and points of interest
- View flora and fauna
- Attend NPS ranger-led interpretive talks and tours

To facilitate these activities, the NPS could create a new trail system that extends the length of Shepherd Parkway and provides connections to existing sidewalks and proposed trails. The trail system would be designed, constructed, and maintained according to appropriate trail design standards. Seating along the trail system could provide places for rest, relaxation, and observation. The NPS has not determined the trail surface at this stage in the planning process.

Between the northern park boundary and Malcolm X Avenue SE, the trail system could extend along the park and street edge. An informal trail linking Lebaum Street SE to the under-construction I-295 shared-use path could also be created via blazes through the park's woods.

Between Malcolm X Avenue SE and the southern park boundary, the trail system could be implemented in one of two ways: as a natural trail or as a street-side trail.

## Natural Trail Experience Option A

A natural trail experience option could create a trail that generally extends along the tree line around open green space and meanders through woods around Fort Carroll and Fort Greble. In certain segments, the trail system would extend along the park and closer to the street to avoid sensitive resource areas (see **Figure 12**, **Figure 15**, and **Figure 17**). Under the Natural Trail Experience (Option A), the Shepherd Parkway trail system would contain a total of approximately 3.3 miles of trails.

Figure 10 Overview of Overall Shepherd Parkway Concept Plan - Key Features

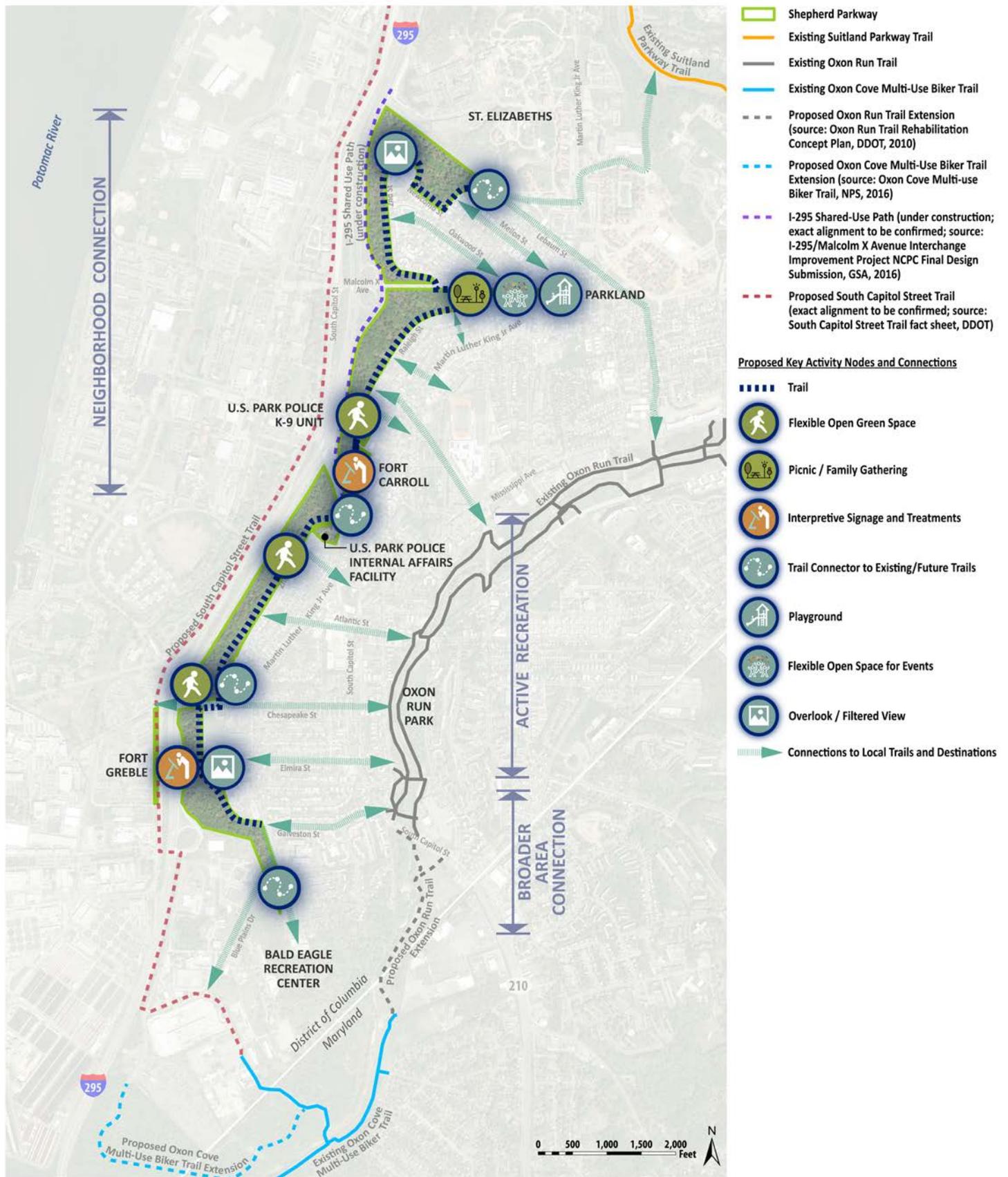
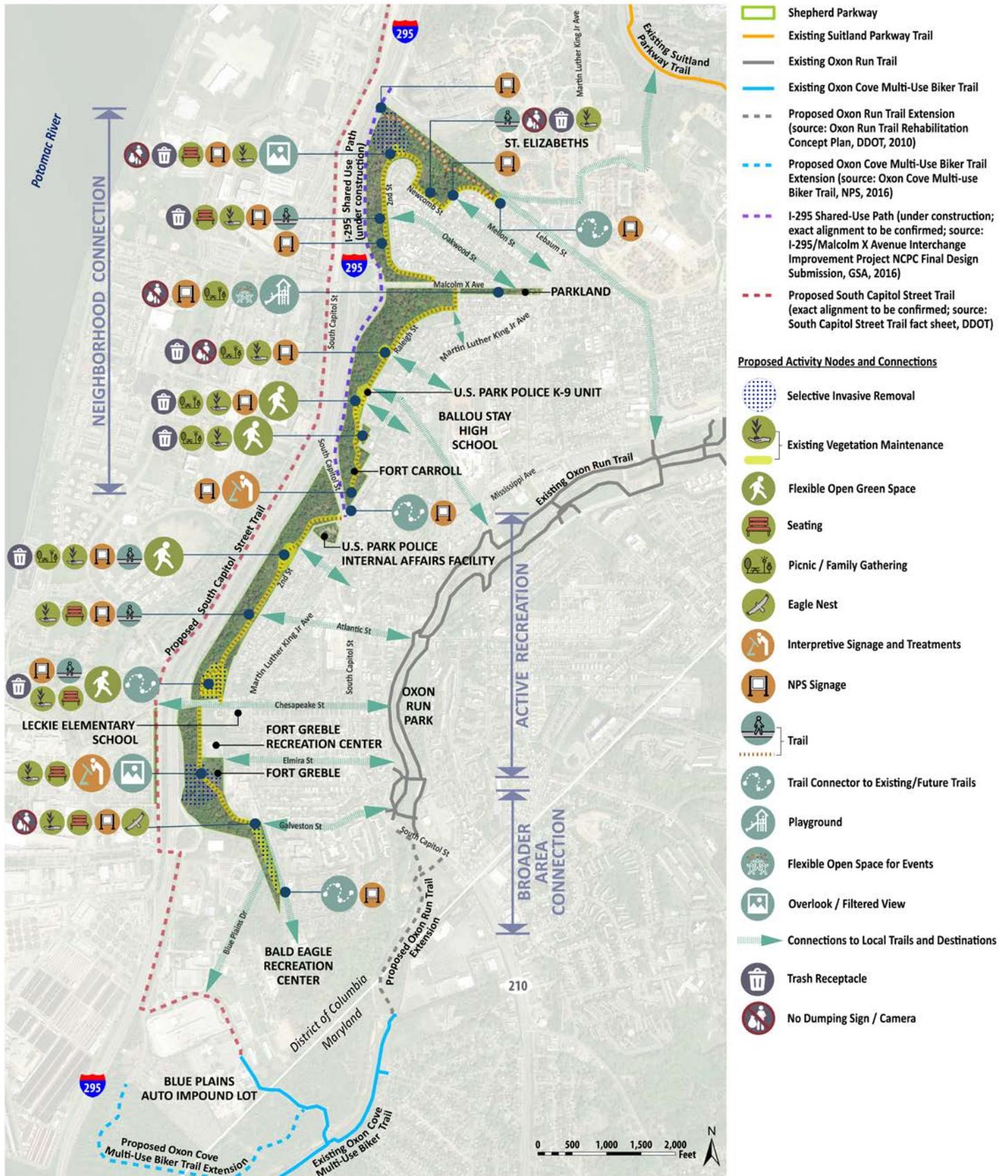


Figure 11 Overall Shepherd Parkway Concept Plan - Detailed Features

The yellow-highlighted areas indicating trails, existing vegetation maintenance, and open space shown in **Figure 11** and **Figure 14** through **Figure 18** are illustrative and not intended to reflect specific limits of disturbance. Examples of existing vegetation maintenance could include mowing, trimming, and removing unhealthy or dead vegetation where appropriate.





City Trail Experience Option B



Existing



Natural Trail Experience Option A

Figure 12 Trail and Flexible Open Green Space at 2nd Street SW

*The trail surfaces shown are for illustrative purposes only. The NPS has not determined the trail surface at this stage in the planning process.*

### City Trail Experience Option B

A city trail experience option could create a trail that generally extends along the street edge (see **Figure 12**, **Figure 16**, and **Figure 18**). This would allow users to see into and enjoy the park without having to enter the woods. The trail would also connect to Fort Carroll and Fort Greble. Under the City Trail Experience (Option B), the Shepherd Parkway trail system would contain a total of approximately 3.1 miles of trails.

Based on existing topography, specific trail sections in the City Trail Experience (Option B) could be constructed according to the 2015 Architectural Barriers Act Accessibility Standards (ABAAS) to provide universal access for visitors with physical disabilities. Accessible trails could include the trail along 2nd Street SW from Xenia Street SW to Chesapeake Street SW and

the trail to the east of Fort Greble for a total length of approximately 0.5 miles.

In both options, the NPS could coordinate with the District of Columbia to establish a trail connection between Chesapeake Street SW and Elmira Street SW on District property to provide a direct connection to Fort Greble from Chesapeake Street SW while avoiding impacts on natural resources. This trail connection could also be constructed according to the ABAAS.

### Play

Shepherd Parkway would provide several flexible spaces where visitors could participate in informal pick-up games, let children play, and engage in other active recreation activities (**Figure 12**). Flexible open green space could be established at select existing open



Figure 13 2nd Street SE Overlook

areas in the park. The NPS could perform selective existing vegetation maintenance and invasive removal at these locations to maximize, to a reasonable extent without impacting natural resources, and maintain flexible space available for visitor use. Selective invasive removal would be performed in compliance with the NPS National Capital Region Invasive Plant Management Plan (IPMP) (2015).

### Host Picnics and Gatherings

The park would provide opportunities for friends, families, and other groups to picnic, host informal gatherings, socialize, and enjoy Shepherd Parkway’s landscape together (**Figure 12**). The NPS could install picnic tables and perform selective existing vegetation maintenance at select existing open areas to provide comfortable and well-maintained places for picnics and gatherings in the park.

### Enjoy Scenic Views

The park would provide designated places where visitors could take in scenic views across the Potomac River and beyond (**Figure 13**). Topographic high points could be utilized to create overlooks. The NPS

could create filtered views at these overlooks through selective vegetation maintenance, which avoids removing trees, and invasive vegetation removal performed in compliance with the IPMP. The 2nd Street SE overlook could be constructed according to the ABAAS to provide universal access for visitors with physical disabilities.

### Learn about Civil War Defenses

Shepherd Parkway would offer opportunities for visitors to:

- View the remnants of Civil War-era forts
- Learn how these forts protected the Nation’s Capital during the Civil War and their larger connection to the ring of fortifications surrounding the city
- Understand how the forts shaped the development of the neighboring community
- Learn how these forts were havens of safety for contraband communities
- Attend NPS Ranger-led interpretive talks and tours

New and updated interpretive signage could be installed at Fort Carroll and Fort Greble to increase public awareness and understanding of these forts and their significance. Treatments that help interpret, yet preserve, fort remnants could also be applied to the forts. Treatments would follow recommendations included in the future NPS National Capital Area Earthworks Management Plan. Selective invasive vegetation removal would also be consistent with these recommendations and performed in compliance with the IPMP. Invasive vegetation removal at Fort Carroll and Fort Greble would not occur until the Earthworks Management Plan is completed.

## Identify and Inform

NPS signage with Shepherd Parkway's name and a prominent display of the NPS arrowhead would increase public awareness of the park's name, designation as federal park land, and connection to the larger NPS system, as well as deter illegal dumping and litter. Signs could be placed at Parkland, at key activity nodes, at dumping and litter hot spots, and where streets end at the park to enhance the park's recognition among passing vehicles, pedestrians, and bicyclists.

Trash receptacles, no dumping signs, and monitoring cameras would help prevent illegal dumping and litter and enhance the park's appearance and ecological health. These features could be placed at Parkland, at key activity nodes (including picnic/family gathering areas), and at dumping and litter hot spots. No dumping signs could state that dumping and littering on federal parkland is prohibited and illegal, provide accurate contact information to report dumping, advertise the District's 311 contact number for scheduling bulk pick-up and the U.S. Park Police contact number, and note that the area is under video surveillance.

Figure 14 Northern Park Boundary to Malcolm X Avenue SE Concept Plan



-  Shepherd Parkway
  -  I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
  -  Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)
- Proposed Activity Nodes and Connections**
-  Selective Invasive Removal
  -  Existing Vegetation Maintenance
  -  Seating
  -  Eagle Nest (general vicinity)
  -  NPS Signage
  -  Trail
  -  Accessible Design
  -  Trail Connector to Existing/Future Trails
  -  Overlook / Filtered View
  -  Connections to Local Trails and Destinations
  -  Trash Receptacle
  -  No Dumping Sign / Camera

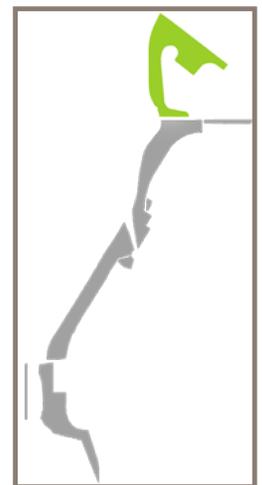
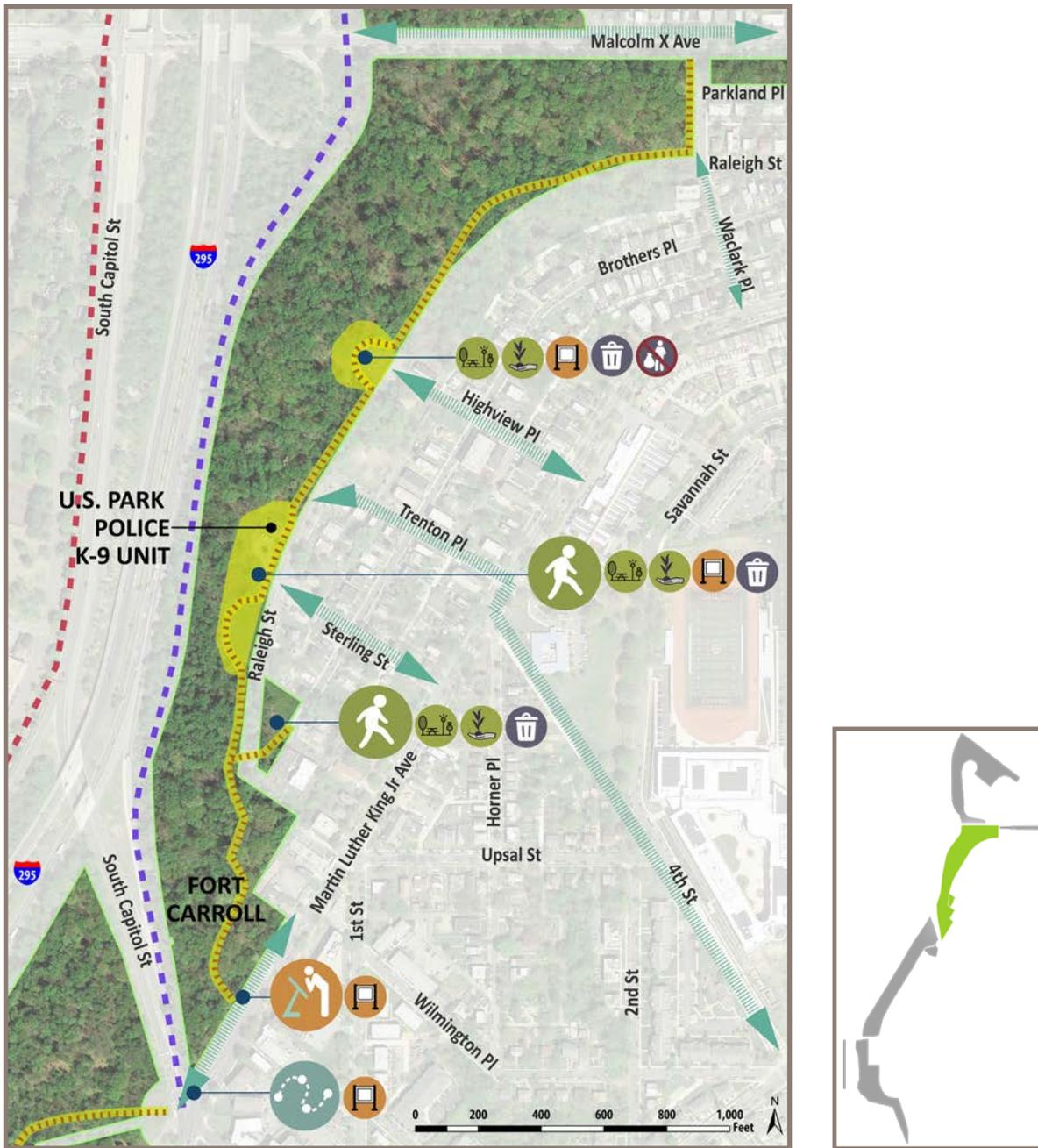


Figure 15 Malcolm X Avenue SE to South Capitol Street Concept Plan – Natural Trail Experience Option A



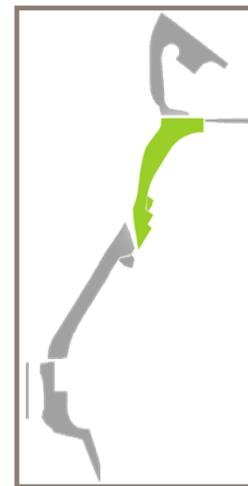
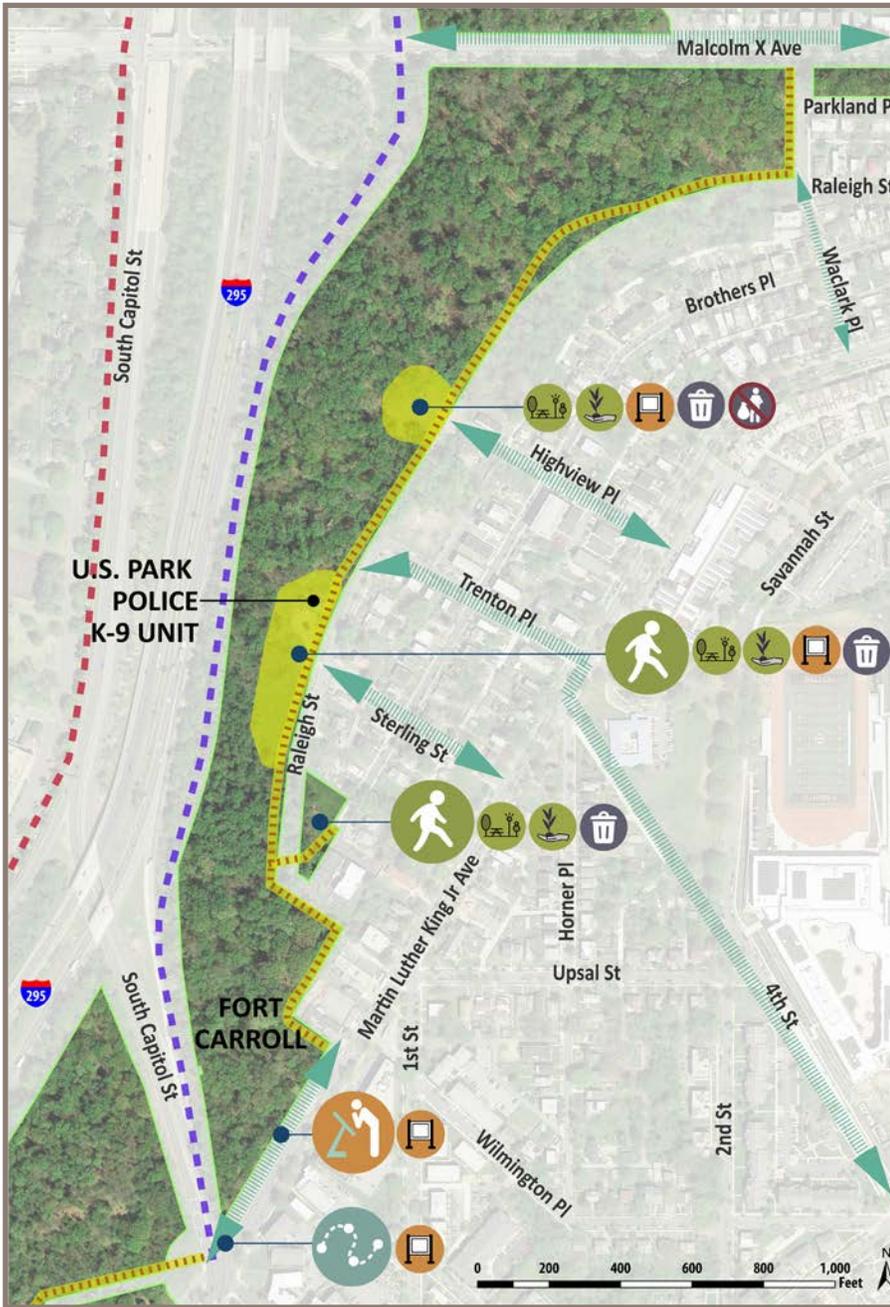
-  Shepherd Parkway
-  I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
-  Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

-  Existing Vegetation Maintenance
-  Flexible Open Green Space

-  Picnic / Family Gathering
-  Interpretive Signage and Treatments
-  NPS Signage
-  Trail
-  Trail Connector to Existing/Future Trails
-  Connections to Local Trails and Destinations
-  Trash Receptacle
-  No Dumping Sign / Camera

Figure 16 Malcolm X Avenue SE to South Capitol Street Concept Plan – City Trail Experience Option B



-  Shepherd Parkway
  -  I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
  -  Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)
- Proposed Activity Nodes and Connections**
-  Existing Vegetation Maintenance
  -  Flexible Open Green Space
  -  Picnic / Family Gathering
  -  Interpretive Signage and Treatments
  -  NPS Signage
  -  Trail
  -  Trail Connector to Existing/Future Trails
  -  Connections to Local Trails and Destinations
  -  Trash Receptacle
  -  No Dumping Sign / Camera

Figure 17 South Capitol Street to Southern Park Boundary Concept Plan – Natural Trail Experience Option A



- Shepherd Parkway
- I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
- Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

- Selective Invasive Removal
- Existing Vegetation Maintenance
- Flexible Open Green Space
- Seating
- Picnic / Family Gathering
- Eagle Nest
- Interpretive Signage and Treatments
- NPS Signage
- Trail
- Trail Connector to Existing/Future Trails
- Overlook / Filtered View
- Connections to Local Trails and Destinations
- Potential Connection on District Property
- Trash Receptacle
- No Dumping Sign / Camera

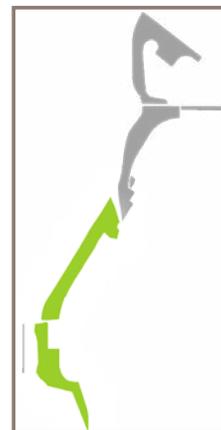


Figure 18 South Capitol Street to Southern Park Boundary Concept Plan – City Trail Experience Option B





Figure 19 Family-Oriented Outdoor Space in the Flexible Recreation Areas Option A

## PARKLAND CONCEPT PLAN

The concept plan options for Parkland would offer opportunities for a range of uses, from informal activities to official programming. Each of the concept plan options would help define Parkland as a gateway to NPS lands. The concept plan options build upon the existing mature tree canopy and adapts the existing bare, hardpacked soil to a surface better suited for high-traffic areas.

Both concept plan options for Parkland would accommodate a wide range of events and programming and offer space for active and passive recreation for local communities. Visitors could:

- Attend movie nights, youth programs, small concerts or performances, festivals, or pop-up events
- Hold events to meet neighbors and support the community
- Organize family and friend gatherings (e.g., picnics and birthday parties)
- Participate in outdoor classes (e.g., fitness classes)
- Let children connect, play, and learn in nature at age-appropriate playgrounds

Each option generally divides Parkland into three zones: 1) an entry plaza, 2) a family-oriented outdoor space, and 3) an expanded children’s play area, but they differ in terms of priority and amount of space. Pedestrian pathways could connect the three zones to provide circulation within Parkland and protect ground cover and existing tree roots from foot traffic. Native vegetation would also be used in Parkland’s landscaping. The three zones would not extend beyond Parkland’s existing open space.

### Flexible Recreation Areas Option A

In the flexible recreation areas option, the three zones could be distinctly located within the eastern, center, and western portions of Parkland. An entry plaza, located at the eastern end of Parkland by Martin Luther King Jr. Avenue SE, could create a welcoming entrance to the park. The plaza could include a large NPS entrance sign and a gateway feature, such as an outdoor sculpture.

A large family-oriented outdoor space, located in the center portion of Parkland, could provide a relatively formal yet flexible space for picnics, gatherings, and organized events and programs (**Figure 19**). The space could include pavilions, picnic tables and chairs, and a

Figure 20 Parkland Concept Plan – Flexible Recreation Areas Option A

The photographs shown illustrate the kind of facilities and activities that could take place in Parkland under this option. The extent of the three zones shown are illustrative and not intended to reflect specific limits of disturbance.



Figure 21 Parkland Concept Plan – Focused Recreation Areas Option B

The photographs shown illustrate the kind of facilities and activities that could take place in Parkland under this option. The extent of the three zones shown are illustrative and not intended to reflect specific limits of disturbance.

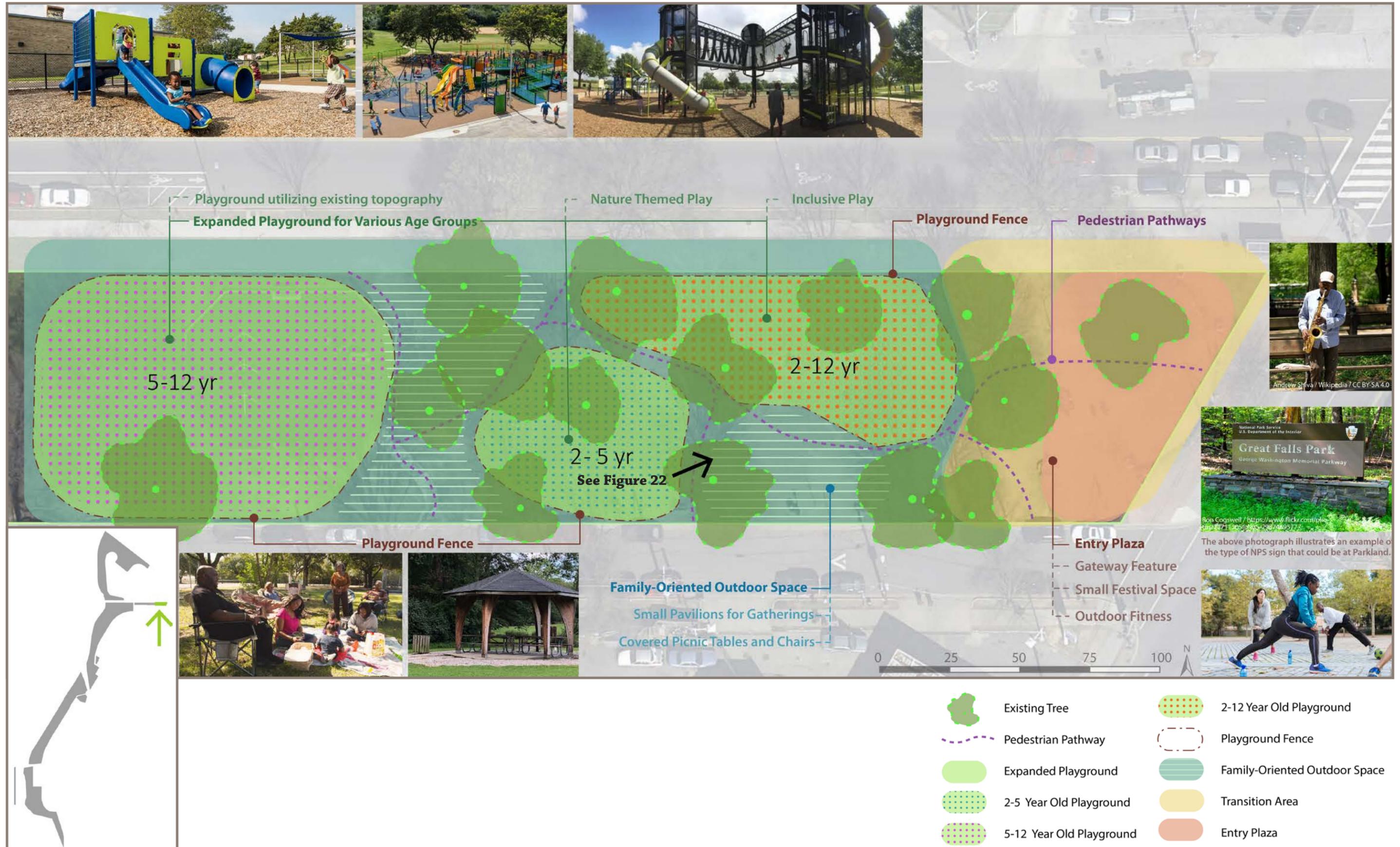




Figure 22 Family-Oriented Outdoor Space and Expanded Children’s Play Area in the Focused Recreation Areas Option B

small performance stage. A kid’s garden could provide hands-on opportunities for children to learn how food and other plants are grown and provide hands-on experience with gardening practices.

The children’s play area could build off the existing playground, located in the western portion of Parkland, to create an expanded space designated for children to play. Inclusive play design and a single perimeter fence could create a safe play environment for children of all ages and abilities. A nature-themed playground design could incorporate the use of natural materials and native flora and fauna interpretation to enhance children’s understanding and experience of the outdoor environment. The playground could also utilize existing topography to create unique playground features, such as slides incorporated into existing slopes.

### Focused Recreation Areas Option B

In the focused recreation areas option, more play spaces would be added and the entry plaza could be expanded to provide a larger hardscape area for events and programs. The plaza would serve as an entrance space that could be used as a rentable space and could include a large NPS entrance sign and a gateway feature.

The children’s play area and family-oriented outdoor space would be interspersed throughout the center and western portions of Parkland (**Figure 22**). The children’s play area could be divided into three separate play areas designed specifically for various age groups (i.e., 2-5 years old, 5-12 years old, and 2-12 years old). The 2-12 years old play area would provide a single space for children of different age groups to play under the same supervision. The play areas would be enclosed by individual fences, incorporate inclusive play and nature-themed design, and utilize existing topography. The existing playground would be replaced.

More informal family-oriented outdoor space, located between the children’s play areas, could provide multiple smaller spaces for picnics and gatherings. These spaces would contain covered picnic tables and chairs and would allow for supervised play at the nearby playgrounds for group events with children.

In both concept plan options for Parkland, the NPS could make the entry plaza and family-oriented outdoor space available for large organized events and programs available through a reservation and permit system, which would include a reservation fee. Use of these areas, including the pavilions and picnic tables, could otherwise be available to the public on a first-come, first-serve basis.



## IV. MOVING FORWARD

**The following chapter identifies first actions and potential funding sources and partners for implementing improvements included in the concept plan. Potential regulatory compliance steps are also described.**

# MOVING FORWARD

## PRIORITY STEPS TO REALIZING CONCEPT PLAN

The following section outlines priority steps, including operations and maintenance strategies, the NPS would take to realize the Shepherd Parkway concept plan. The order in which these steps are listed do not reflect their relative significance.

Actions included in this plan will be reviewed holistically to determine and understand the potential implications of new uses or changes to facilities, programming, and operations and maintenance. The NPS will conduct the appropriate level of review, including NEPA and NHPA analysis, to comply with applicable laws and policies. The implementation of proposals in this plan will be reviewed in accordance with laws and policies on a case-by-case basis. Proposed activities and facilities could be implemented independently, or as part of a larger implementation strategy, as funding is available.

- **Design Parkland.** The NPS would determine an attractive, yet low-maintenance, ground cover appropriate for each zone in Parkland. Working within the appropriate avenues within the NPS system, the NPS would also identify the following potential suppliers or vendors:
  - *Companies that specialize in nature-themed play environments to design, construct, manufacture, and install the playgrounds*
  - *Companies to design and/or supply pavilions, picnic tables, and chairs*
  - *An artist or design firm to create a unique gateway feature*
  - *Local Disadvantaged Business Enterprises to implement improvements at Parkland*
- **Develop a program plan for Parkland.** The NPS would identify appropriate ongoing or seasonal programs, as well as themes for educational and interpretive programs offered by the NPS or partners. Working within the NPS regulatory framework, the NPS would identify and establish relationships with partners.
- **Develop a Shepherd Parkway vegetation plan.** The NPS would identify appropriate vegetation to be selectively removed to accommodate the trail system, afford filtered views at the proposed

overlooks, and follow appropriate removal methods. Ongoing maintenance needs and how to prevent the return of removed invasive vegetation would also need to be determined. At Parkland, the plan would identify appropriate ground cover that would survive the park's foot traffic and overhead tree canopy, and methods to protect exposed root systems from foot traffic. The vegetation plan would be developed in compliance with the NPS National Capital Region Invasive Plant Management Plan (2015).

- **Develop an interpretation and treatment plan for Fort Carroll and Fort Greble.** Utilize the National Capital Parks-East Foundation Document (2016), CWDW Long-Range Interpretive Plan (2012), Fort Circle Parks Final Management Plan (2004), NPS Management Policies (2006), and the future NPS National Capital Area Earthworks Management Plan to identify appropriate themes and content for interpretive signage and any educational or interpretive programs offered by the NPS or partners at the forts, as well as treatments that will best ensure the forts' preservation and public enjoyment.
- **Implement enforcement program and install deterrents for illegal dumping.** The NPS would obtain and install no dumping signs and a security camera system, potentially at rotating locations, at dumping and litter hot spots.



Figure 23 Example of Children's Play Equipment

- **Formalize an on-going relationship with a partner, such as a non-profit organization or Friends group, for future park beautification and maintenance projects.** Working within the NPS regulatory and policy framework, the NPS could partner with an appropriate organization to provide routine litter clean-ups, monitoring and removal of invasive vegetation, and maintenance of the park's new trail system.
- **Design and install new park signage at entry points.** New park entrance signage at each intersecting east/west street would increase public recognition of the park and improve the park appearance. Directional signage would direct visitors to points of interest within the park, such as Parkland, Fort Carroll, or Fort Greble, and the larger community, such as schools, trails, or recreation centers.

## FUNDING OPPORTUNITIES

### Direct Appropriations

The most direct method of funding would be to receive appropriations as part of the NPS's annual budget. The NPS would submit funding for specific capital projects. Funding for maintenance could be included in the request.

### Potential Funding Partners and Grant Opportunities

Partnerships allow the federal government to accomplish goals that could otherwise be made difficult due to funding or regulatory requirements. Partnerships would need to advance the goals and be consistent with the mission of the NPS. Existing and potential partnerships could help leverage funds available to participate in specific programs. Partnerships also have the ability to conduct fundraising events where the NPS would be the ultimate beneficiary.

Grant funding could also be obtained from multiple sources. Examples of potential federal, non-profit, and corporate/private funding partnerships and grant opportunities are listed below.

### Federal Sources

- **Federal Lands Transportation Program (FLTP):** The FLTP funds projects that improve access within the Federal lands (including national parks) to transportation facilities in the national Federal Lands transportation inventory and owned and maintained by the Federal government. Eligible activities include provisions for pedestrians and bicycles and any transportation project eligible under title 23 of U.S. Code that is on a public road within or adjacent to, or that provides access to, Federal lands open to the public.

### District Sources

- **Recreation Trails Program (RTP):** Administered by the DC Department of Parks and Recreation and the District Department of Transportation, the RTP provides funds to the District to develop and maintain trails and trail-related facilities. Non-profit organizations are eligible to apply for grants for projects on public land.

### Non-Profits

- **National Park Foundation:** The National Park Foundation funds grants and programs that meet priorities and critical needs across the National Park System in the areas of youth, community outreach, conservation and professional engagement. Among its funding programs is the Active Trails program, which aims to get people out and active on the trails- whether hiking, kayaking, snowshoeing, or volunteering to improve existing trails or build new ones.



- **National Recreation and Park Association (NRPA):** The NRPA works to advance parks, recreation and environmental conservation efforts that enhance the quality of life for all people. The NRPA periodically offers grant opportunities for park and recreation agencies, affiliated friends groups, and non-profits.
- **Outdoor Foundation:** The Outdoor Foundation's NPS Challenge Cost Share Program support NPS partners and their local partners and fund projects that address urban outreach, youth engagement, and/or connecting people to the outdoors.
- **American Hiking Society:** Through the National Trails Fund grant program, the American Hiking Society provides funding for constructing and improving hiking trails.
- **The Conservation Alliance:** The Conservation Alliance engages businesses to fund and partner with organizations to protect wild places for their habitat and recreation values. Grants are available to nonprofit organizations.
- **National Environmental Education Foundation (NEEF):** NEEF works to make the environment more accessible, relatable, relevant, and connected to people's daily lives. Grants are offered to help organizations engage their local community to improve the environment, increase diversity, and expand their work locally.
- **National Fish and Wildlife Foundation (NFWF):** The NFWF provides funding to sustain, restore, and enhance fish, wildlife, and plants and their habitats. Federal, state, and local governments, educational institutions, and non-profits are eligible to apply for the NFWF's grants.

- **The Trust for Public Land:** The Trust's mission is to create parks and protect land for people, ensuring health, livable communities for generations to come.
- **The Robert Wood Johnson Foundation:** The Foundation funds a wide array of programs that work to help build a national culture of health.

### Corporate/Private

- **REI:** REI seeks out like-minded partners across business, non-profit, and government sectors in their stewardship efforts. REI provides grants to non-profits to enhance parks, trails, and waterways and fund programs that support outdoor activities.

### Donations

Donations organized through the effort of others offer the opportunity to fund or otherwise support any activity for which appropriated funds could be used. DO-21 outlines the guidance related to philanthropic support. It states "The NPS may accept, use, and recognize donations of various kinds to support and promote its mission, consistent with applicable laws and the Department of the Interior donations policy... Donations may come to the NPS as single expressions of support, or in response to an organized fundraising campaign. A donation may be offered directly to a park or program, or indirectly to a partner for the benefit of a park or program."

### Sponsorships

Sponsorships offer the opportunity to maximize funding sources, especially at events. DO-21 outlines the guidance related to sponsorships at NPS events. For NPS events, it states "The NPS may recognize event sponsors as long as corporate names are not used in a way that would imply or suggest NPS endorsement



Robert Wood Johnson Foundation



NFWF



of a product, service, or company, or be construed as commercial solicitation or advertising... The purpose of recognition is simply to acknowledge the sponsor.” For non-NPS events, “Temporary displays directly associated with an event may show sponsors’ names, logos, or name scripts... These displays are restricted to the times and locations.” Both of these approaches would allow donations for new park elements and programming through name recognition in controlled circumstances.

### Crowdfunding

Relatively new to the fundraising landscape, crowdfunding is a method of raising money through the collective effort of friends, family, customers, and individuals. Typically, a specific item or program, with a specific dollar amount, is identified by an individual or organization for funding. The public then receives the option to contribute to the level each person or organization deems appropriate. The approach can yield inconsistent results, but offers a unique opportunity for NPS partners to appeal directly to specific user groups and interests.

### PARTNERSHIPS

The NPS could explore starting new partnerships or strengthening existing partnerships with a variety of entities to offer educational and recreational programming and provide maintenance services within the park.

### Ward 8 Woods

The NPS has an existing partnership with the Ward 8 Woods Conservancy, a non-profit organization that works to rejuvenate and increase the beauty, ecological health, and public enjoyment of the more than 500 acres of forest in Ward 8 of Washington, DC for the benefit of all. Ward 8 Woods currently works to remove solid waste and invasive species from Shepherd Parkway. The conservancy could be an excellent partner in maintaining the park’s new trail system, in addition to their current work at Shepherd Parkway.

### Volunteer Group

Volunteer organizations could support events at Parkland and enhance Shepherd Parkway’s appearance and ecological health, through projects such as routine litter clean-ups and trail system maintenance.



Figure 24 Ward 8 Woods Volunteers  
Source: Ward 8 Woods



## Groundwork

Groundwork USA is a network of local organizations that brings about the sustained regeneration, improvement, and management of the physical environment by developing community-based partnerships to promote environmental, economic, and social well-being. Groundwork does not currently have an active local trust in DC. If a local Groundwork trust is established in the future, the NPS could partner with the trust to engage the local community, including youth, in improving, caring for, connecting to, and promoting Shepherd Parkway.

## Anacostia Park & Community Collaborative

The Anacostia Park & Community Collaborative is a network of organizations committed to maximizing the value of public spaces along the Anacostia River to residents of Wards 7 and 8 in the District. The Collaborative's partner organizations could host community events, conduct community outreach and engagement, and provide project volunteer support at Shepherd Parkway.

## Washington Parks & People

Washington Parks & People is a non-profit organization which works to grow city-wide park-based community health and vitality by nurturing innovation and partnerships. Their work involves leading greening initiatives across the District and connecting directly to people where they live. The NPS could explore partnership opportunities with Washington Parks & People to provide programming at Shepherd Parkway or volunteer support for park projects.

## District Government

The NPS could explore opportunities with the District government to provide programming and resources/support for events led by, or in partnership with, the NPS, as well as promoting the park. For example, Parkland could act as an outdoor classroom for educational and recreation programming offered by both DC Public Schools and DC Department of Parks and Recreation. The local Advisory Neighborhood Commissions could also help promote events hosted by the NPS, the District Government, or other organizations at Parkland. The Mayor's Office of the Clean City could also help conduct public education campaigns regarding litter impacts on natural resources within the community to help further deter litter and illegal dumping at Shepherd Parkway. The

NPS could also continue their collaboration with the DC Department of Energy and Environment's Dumpbusters program and expand the program to Shepherd Parkway.

## REGULATORY REQUIREMENTS

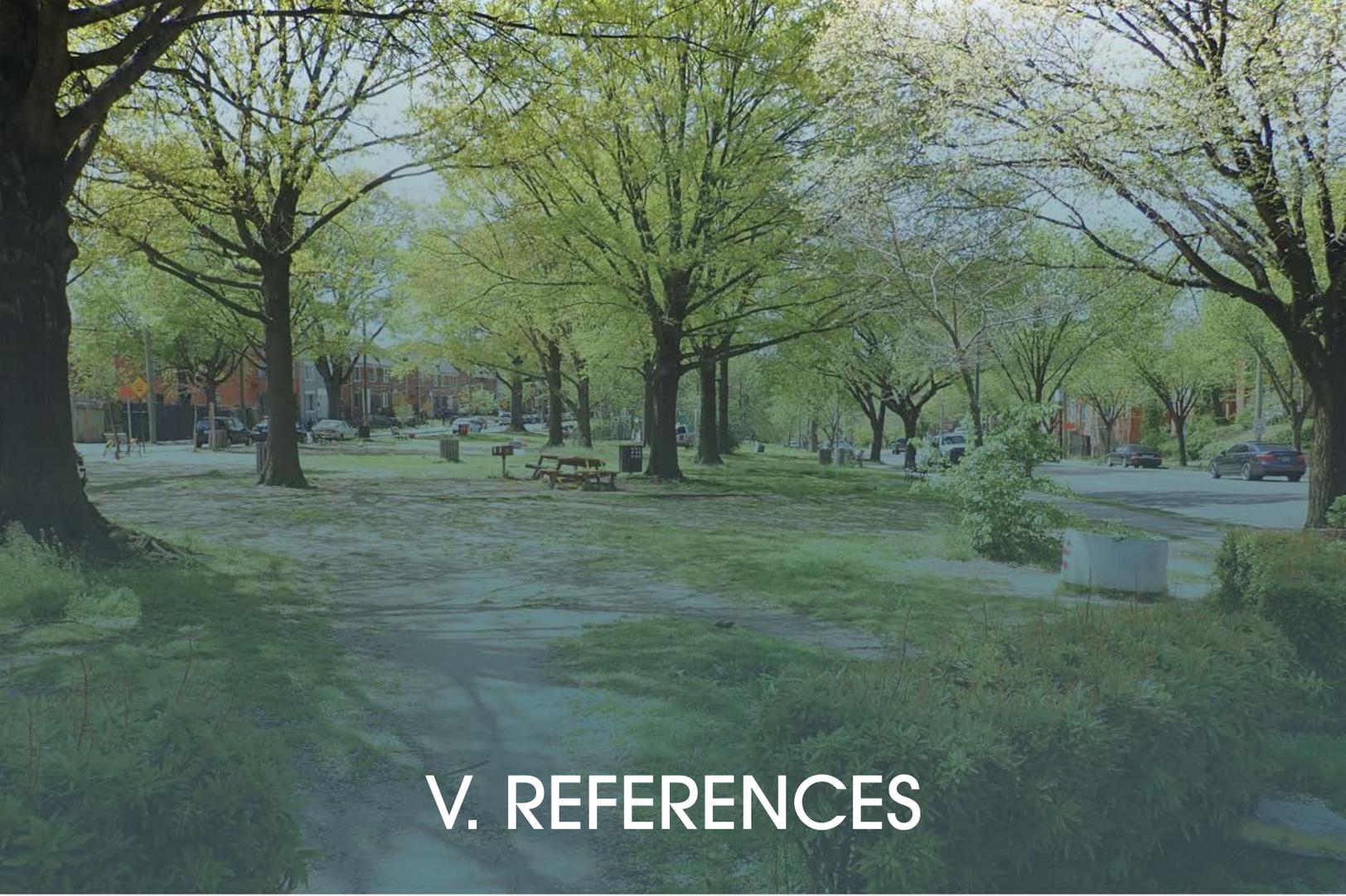
### National Environmental Policy Act

Before implementing elements in the concept plan, the NPS will work through the process as specified by NEPA requirements. The NPS would conduct an initial evaluation of actions to determine if they qualified for a categorical exclusion (CE), or if an additional level of analysis of impacts on the environment would be required. Particular resources of interest could include the CWDW (Fort Circle Parks), forested habitat, and water resources.

### National Historic Preservation Act

Prior to implementation, the NPS would consider the potential effects on historic properties as a result of the Shepherd Parkway concept plan. The CWDW (Fort Circle Parks), which include Fort Carroll and Fort Greble, are listed in the NRHP. Additionally, archeological sites have been recorded within Shepherd Parkway. Additional historic properties could be identified during the NHPA process.

Changes to Shepherd Parkway would follow the *Secretary of the Interior's Standards for the Treatment of Historic Properties* to the extent practicable. In cases where this is not possible, the NPS would seek to avoid, minimize, and mitigate potential adverse effects on historic properties. The NPS would coordinate this effort with the DC Historic Preservation Office (SHPO).



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# APPENDIX A: PUBLIC AND STAKEHOLDER ENGAGEMENT

## **SHEPHERD PARKWAY (RESERVATION #421) CONCEPT PLAN PUBLIC COMMENT REPORT**

**AUGUST 2, 2019**

### **INTRODUCTION TO SCOPING PROCESS**

#### **Project Description**

The National Park Service (NPS) is preparing a Concept Plan for Shepherd Parkway (Reservation #421) in Washington, DC. Shepherd Parkway is located approximately between the St. Elizabeths campus to the north and Bald Eagle Hill to the south and bound by Interstate 295, South Capitol Street, and 2nd Street. The National Capital Parks-East (NACE) NPS unit administers the Parkway.

Following the public comment period, the NPS will develop an initial range of concepts for future use and enjoyment of Shepherd Parkway. The NPS will share these concepts with the public during a second public comment period and provide further opportunities for feedback. The outcome of the effort will be a Concept Plan that contains a range of refined concepts that could then be considered as options for the NPS to implement.

#### **Plan Goals**

The key goals of the Concept Plan for Shepherd Parkway are to:

- Enrich existing and explore new uses and programming opportunities
- Improve the health of Shepherd Parkway, ecologically and for the surrounding community
- Address safety and maintenance concerns

#### **Public Comment Period**

The comment period for the Concept Plan began on June 26, 2019 and extended through July 26, 2019.

#### **DESCRIPTION OF PUBLIC MEETING**

A public meeting was held on July 10, 2019 to provide the public with an opportunity to share their vision for Shepherd Parkway's future and identify any issues or concerns they might have with the project. The public meeting was held from 6:00 p.m. to 8:00 p.m. at the Bellevue (William O. Lockridge) Neighborhood Library, 115 Atlantic Street SW in Washington, DC. Twenty-five attendees registered on the sign-in sheet.

The public meeting was held in an open-house format with an approximately 30-minute session where meeting attendees were given the opportunity to provide brief verbal statements and ask questions. Attendees were provided an opportunity to view and ask questions about project-related information on presentation boards arranged in the meeting room before and after the 30-minute session. Attendees could circulate the room to speak to the NPS and consultant representatives to address specific issues. The boards addressed the following:

- Plan Goals
- Project Timeline
- Context Map
- Share Your Ideas
  - Shepherd Parkway open spaces
  - Northern boundary to Malcolm X Avenue
  - Parkland
  - Malcolm X Avenue to South Capitol Street
  - South Capitol Street to southern boundary
- How Can You Submit Comments?

Attendees were provided with post-it notes to respond to questions on the boards for posting to the boards. Attendees were also given dot stickers to place on precedent images of activities that interest them on the boards.

## **SUMMARY OF COMMENTS**

### **Introduction**

Twenty-three pieces of correspondence were received during the public comment period. Correspondences were primarily received from residents of Washington, DC. Two pieces of correspondence was received from residents of Falls Church, VA and Forrestville, MD.

Members or official representatives of several groups, including Advisory Neighborhood Commissions (ANC) 8C05 and 8D04, Bellevue Neighborhood Civic Association, Bellevue Neighborhood Community Land Trust, Casey Trees, Covenant Baptist United Church of Christ, DC Senior Advisory Coalition, Feed My Sheep Ministries, Hustlaz2Harvesters, Mid-Atlantic Off-Road Enthusiast (MORE), National Parks Conservation Association, Righteous Branch Commandment Church, and Ward 8 Woods, provided comments, which are summarized in the following section of this report.

Comment analysis assists the planning team in organizing, clarifying, and addressing technical information relevant to the development of the Concept Plan. It also aids in identifying the topics and issues to be evaluated and considered throughout the planning process. The following summary of comments is provided to outline the major groupings of comments, along with examples of specific comments to illustrate the trend.

### **General statements that the comments included**

#### Topic Questions

During the public comment period, comments could be submitted at the public meeting, via mail, or via the NPS Planning, Environment and Public Comment (PEPC) website. The comment form at the public meeting and PEPC website asked commenters to answer the following topic questions.

1. How and where do you currently use the open spaces of Shepherd Parkway?
2. How do you currently access portions of Shepherd Parkway?

3. Where would you like to see new connections to and within the open spaces of Shepherd Parkway?
4. Are you comfortable walking in the wooded areas?
5. How would you prevent dumping and litter?

Answers to each of these topic questions are summarized below. Comments submitted via mail that answered these topic questions are also summarized below.

- 1. How and where do you currently use the open spaces of Shepherd Parkway?** Five correspondences responded to this question. Two commenters stated that they do not currently use Shepherd Parkway. One commenter stated that they like to relax in nature in Shepherd Parkway. One correspondence from Ward 8 Woods stated that they remove solid waste and invasive species from Shepherd Parkway. One correspondence from Hustlaz2Harvesters stated that they serve people specifically in Parkland.
- 2. How do you currently access portions of Shepherd Parkway?** Four correspondences responded to this question. Commenters stated they access Shepherd Parkway specifically at Parkland or drive and park as close as they can to Shepherd Parkway and then walk in.
- 3. Where would you like to see new connections to and within the open spaces of Shepherd Parkway?** Seven correspondences responded to this question. Commenters stated that would like to see connections:
  - Between the Anacostia River Trail and Oxon Run Trail
  - To trails within Congress Heights
  - Via trails along the full-length of Shepherd Parkway, with connections to adjoining streets and existing trails within Oxon Cove and Oxon Run

Casey Trees stated that they would like to see patches of forest within Shepherd Parkway connected via pedestrian bridges and walkways along Malcolm X Avenue SE, South Capitol Street SE, Chesapeake Street SE, Blue Plains Drive SW, and along 1<sup>st</sup> Street SW. Casey Trees also noted that Shepherd Parkway could function as an expansive trail network with access points from many different locations.

- 4. Are you comfortable walking in the wooded areas?** Five correspondences, including a correspondence from Ward 8 Woods, stated that the commenter is or would be comfortable walking in the wooded areas. One correspondence stated that no one should be comfortable walking specifically through Parkland as it currently is.

Ward 8 Woods recommended that additional signage and improved lighting at select locations could improve the perception of safety. Casey Trees stated that Shepherd Parkway is not currently pedestrian friendly and the large expanses of woods are isolated from one another and the surrounding neighborhoods. Casey Trees recommended many access points, a structured trail system, and a navigation guide, which would encourage residents to walk in the woods.

- 5. How would you prevent dumping and litter?** Several correspondences, including correspondences from members or official representatives from ANC 8C05, Bellevue Neighborhood Civic Association, Bellevue Neighborhood Community Land Trust, and Ward 8 Woods, recommended signage, enhanced enforcement or patrolling, and camera installation to prevent dumping and litter. Commenters recommended new signs that discourage dumping and include accurate NPS contact information and a statement that

dumping on federal land is a federal crime. Commenters also recommended enhanced enforcement in critical areas, better enforcement of existing laws, and NPS or police patrols at regular or irregular intervals day and night. Commenters also recommended the installation of surveillance cameras specifically along 2<sup>nd</sup> Street SW between Xenia and Chesapeake Streets SW and in the Oxon Cove/Bald Eagle Recreation Center areas so that potential offenders could be deterred, or offenders could be caught and fined.

Commenters also provided other recommendations for preventing dumping and litter, including:

- Build sustainable natural surface multi-use trails (commenter noted that they have personally observed decreases in illegal dumping when trails are built)
- “Speak to the community, make sure they know their neighbors, give them a sense of community and connection to others and the space.”
- In Parkland, utilize street cleaners of the Anacostia Business Improvement District (BID) or another similar entity which uses the present park dwellers, residents of the 801 shelter, or returning citizens from MORCA
- Installing trash cans
- In cooperation with DC Clean City Coordinator, conduct a joint public education campaign in the areas adjacent to Shepherd Parkway

#### Other Comments

**6. What would you like to see at the park in the future?** Members or official representatives from several groups described what they would like to see at Shepherd Parkway in the future. Recommendations from these groups are summarized below.

- Feed My Sheep Ministries would like an urban garden and market at Parkland where employees cultivate and maintain a garden and sell the “fruits” of their labor. Employees would be composed of present users of Parkland.
- Ward 8 Woods would like the existing trails improved and maintained in accordance with NPS standards; additional hiking trails where reasonably possible; new signage to identify Shepherd Parkway, interpret the Parkway’s historical and natural significance, and discourage dumping; existing signage to be inspected and replaced as needed; year-round, free, NPS-sponsored public programs (e.g., live music, environmental and historical presentations, and programming specifically for school age children); and the removal and control of invasive species.
- Casey Trees would like a trail system linking green spaces that provides Ward 8 with a large park area where children can play on playgrounds, families can walk on trails, neighborhoods can hold outdoor events, outdoor classrooms are available for nearby ANC 8C05
- Hustlaz2Harvesters proposed a “Congress Heights Crate Complex” specifically at Parkland. The Complex would provide current Parkland occupants with economic employment training, life skills training, and a chemical dependency cessation program. The Complex would be built from shipping container crates which would house businesses and services that provide present Parkland user with employment opportunities, allow new businesses to thrive, and provide a marketplace to sell fresh fruit and vegetables, a “kids container zone,” and a “senior zone.”

Other recommendations received from commenters not associated with a specific group included:

- Connections between schools, and recreation centers and smaller park areas
- A community garden at the intersection of Martin Luther King Jr. Avenue and Malcolm X Avenue
- Signage to identify Shepherd Parkway
- Signage to interpret the Parkway's historical and natural significance
- Year-round schedule of free NPS-sponsored public programs such as live music and environmental and historical presentations
- Removal and control of invasive species

The Bellevue Neighborhood Community Land Trust also stated that they oppose trails in Shepherd Parkway because the Parkway is one of the last pristine areas in Bellevue for abundant wildlife. They also noted that trails would destroy trees, displace wildlife, and encourage dumping and more homeless camps.

- 7. 3801 South Capitol Street SW Land Transfer/Development Proposal** Several correspondences expressed support for a land transfer/development proposal by the Bellevue Neighborhood Civic Association. The Association proposed that the federal government transfer a 1.68-acre federally owned, parcel of land at 3801 South Capitol Street SW to the DC Government to be earmarked for use by the Bellevue Neighborhood Civic Association and Bellevue Neighborhood Community Land Trust in partnership with Unfoldment, Inc. The U.S. Park Police Internal Affairs Facility is currently located at 3801 South Capitol Street SW.

Unfoldment, Inc. owns a 1.78-acre property (3825 South Capitol Street SW) directly adjacent to 3801 South Capitol Street SW and proposes to combine the 1.78-acre lot with the adjacent 3801 South Capitol Street SW lot to create a nearly 4-acre lot to be jointly developed "to preserve the beautiful greenspace frontage of both properties, construct housing for independent seniors age 55, a free breakfast program and child day care center, and an African American history museum." The proposal would also renovate and preserve the current office space for the U.S. Park Police.

Correspondences that support this land transfer/development proposal were received from official representatives of the following groups:

- Bellevue Neighborhood Civic Association
- Bellevue Neighborhood Community Land Trust
- DC Senior Advisory Coalition
- ANC 8C05
- ANC 8D04
- Covenant Baptist United Church of Christ
- Righteous Branch Commandment Church

Correspondences that support this land transfer/development proposal were also received from a commenter who participated in the Unfoldment Lorten Program 30 years ago and a pastor in the community.

Commenters described several reasons for why they support this development proposal, including:

- Ward 8 is rapidly developing and currently has a shortage of affordable housing. The project would ensure long-term residents would be able to remain in the area.
- The project would partially compensate/offset the loss of eight acres of Shepherd Parkway used by the federal government for the I-295 expansion/interchange project.
- The 3801 and 3825 South Capitol Street SW properties hold unique significant historical value to the African American community. These properties were once part of the largest slave plantation in Washington, DC. Enslaved African Americans on this plantation were freed under the DC Emancipation Act.
- The Bellevue area was a haven for runaway slaves who settled and helped to construct Fort Greble, Fort Carrol, and other forts that protected the nation's capital during the Civil War.
- African American ancestors of Ward 7 and 8 residents fought against the Confederate Army in the Civil War. When the Civil War ended, these individuals settled in the Bellevue and Congress Heights communities. There is currently no monument or museum commemorating the sacrifices and contributions of these African Americans during the Civil War.
- The U.S. Park Police Internal Affairs Facility currently hosts only four to five officers. The resources at this property could be better utilized.

**8. Other Group Comments** Organizations provided other comments as well. The following represent a summary of those comments.

Mid-Atlantic Off-Road Enthusiast (MORE) commented that they would like to partner with NPS to build sustainable natural surface multi-use trails in Shepherd Parkway.

Casey Trees commented that they would like NPS to select a plan that helps foster lasting relationships between Ward 8 residents and the outdoors. They also described current environmental benefits of Shepherd Parkway (e.g., reduction in air pollution, decrease in heat island effect) and future benefits of revitalizing and enhancing the Parkway (e.g., wildlife enjoyment of a large habitat, trees providing shade and stormwater management).

The National Parks Conservation Association requested that NPS:

- Share the results of the ethnographic research study with the surrounding communities and interested stakeholders
- Involve the community in identifying solutions to any issues that the community identified through this initial concept planning process
- Ensure ecological restoration to the parkway and work closely with groups active in restoring parts of the Parkway's natural environment and working to control invasive species

- Enhance, maintain, and interpret the connectivity of the Parkway with surrounding park units in the region through trails, signage, interpretation, etc.
- Ensure protection for historical forts and consider interpretive and educational opportunities that provide additional context and relevance to these historical sites

Public Meeting Comments

At the public meeting, attendees were provided with post-it notes to respond to questions on the boards and dot stickers to place on precedent images of activities that interest them on the boards. Specific questions and activities were identified for four sections of Shepherd Parkway. The following summarizes major groupings of comments from the post-it notes text and dot stickers for each section of Shepherd Parkway

**9. Northern boundary to Malcolm X Avenue**

Are you comfortable walking in the wooded areas?

Comments received in response to this question varied widely. Responses included:

- “I do not feel comfortable”
- “I do. I walk it every day with my dog”
- “I am not interested in walking in wooded areas”
- “Yes, if there’s some type of security”
- No, and to promise security when you don’t have staff to even clean is not fair”

How would you like to use this area in the future?

**Table 1** summarizes activities attendees indicated that they would like to do in this section in the future by placing dot stickers on precedent images of activities. Other activities attendees recommended in this section include bike trails.

**Table 1: How meeting attendees would like to use the northern boundary to Malcolm X Avenue section in the future**

Activity	Total
Walk/hike on trails within the wooded areas	7
Go on interpretive nature or history walks with an NPS ranger	6
Walk/hike on trails along the edges (near the street)	5
Enjoy views and vistas	5
Volunteer in park beautification projects	5
View nature/wildlife	3
Picnic	1

**10. Parkland**

How do you currently use this area? Where?

One commenter noted that they feed 800 people in a year.

How would you prevent dumping and litter in this area?

Comments recommend cameras and to “create incentives for neighbors to be the eyes.”

How would you like to use this area in the future?

**Table 2** summarizes activities attendees indicated that they would like to do at Parkland in the future by placing dot stickers on precedent images of activities. Other features or activities meeting attendees recommended at Parkland include:

- Lights
- Bellevue Land Trust and Unfoldment
- Positive activities (e.g., concerts, movie nights, history and wildlife programs) to deter negative activity
- Paving the area near Martin Luther King Jr. Avenue SE with brick or stone since the grass always die

**Table 2: How attendees would like to use Parkland in the future**

Activity	Total
Attend a concert	8
Play music	7
Watch a movie	6
Volunteer in park beautification projects	6
Expand playground	5
Host gatherings/events	4
Picnic	4
Play games (cards, chess, etc.)	4
Play sports	2
Learn about available services	1
Throw horseshoes	1

**11. Malcolm X Avenue to South Capitol Street**

Are you comfortable walking in the wooded areas?

Comments received in response to this question varied widely. Responses included:

- “Not comfortable walking in wooded area”
- “Not comfortable walking in wooded area”
- “Close down public housing and I would feel comfortable”
- “I walk in them often and rarely encountered anyone else, so I feel safe. The lack of trails makes it physically uncomfortable”
- “I walk my dog every day in these areas and I have had no problems”

Is Fort Carroll important to you? What do you think should be done with Fort Carroll?

One commenter recommended “partial restoration so visitors can visualize how it worked during the war,” interpretive signage, and trail to make earthworks accessible.

How would you like to use this area in the future?

**Table 3** summarizes activities attendees indicated that they would like to do in this section in the future by placing dot stickers on precedent images of activities. One commenter noted that they do not want walking or hiking trails.

**Table 3: How attendees would like to use the Malcolm X Avenue to South Capitol Street section in the future**

Activity	Total
Tend a community garden	4
Enjoy views and vistas	2
View nature/wildlife	2
Learn about history	2
Go on interpretive nature or history walks with an NPS ranger	1

**12. South Capitol Street to the southern boundary**

How do you currently use this area? Where?

One commenter noted that the area is used by people who are not neighbors.

How would you feel about opening wooded areas up for future use?

Comments received in response to this question stated that limited trails should be added, or these areas should be preserved for wildlife.

Are you comfortable walking in the wooded area?

Comments received in response to this question included:

- “Yes during daytime hours”
- “No”
- “Yes I walk it every day with my dog. No issues. Just lots of trash.”

Is Fort Greble important to you? What do you think should be done with Fort Greble?

One commenter recommended more and better signs and to uncover any remaining stone/earth.

How would you like to use this area in the future?

**Table 4** summarizes activities attendees indicated that they would like to do in this section in the future by placing dot stickers on precedent images of activities. Other features or activities attendees recommended in this section include:

- Public affordable housing at 3801 South Capitol Street
- Police station on the ground to make it safe
- Bellevue Land Trust and Unfoldment

**Table 4: How attendees would like to use the South Capitol Street to the southern boundary section in the future**

Activity	Total
Tend a community garden	6
Enjoy views and vistas	4
Walk/hike on trails within wooded areas	3
Use open play and recreation areas	3
Learn about history	3
View nature/wildlife	2
Walk/hike on trails along the edges (near the street)	2
Picnic	1
Go on interpretive nature or history walks with a NPS ranger	1

**13. Dumping Hot Spots** One attendee identified specific locations throughout Shepherd Parkway where dumping is concentrated. These dumping “hot spots” are located:

- Along Lebaum Street SE
- In the western wooded section of Parkland closer to Waclark Place SE
- Along the western edge of Waclark Place SE
- Behind the alleyway behind Brothers Place SE
- South of Blue Plains Drive SW

**14. Other Comments** Other recommendations provided in the post-it note comments included:

- Tying the parks into the economic development activities to create equity for the community
- Signage to indicate Shepherd Parkway is federal parkland
- More activities for the homeless and others
- Plan trails and opportunities for nature programming from Fort Greble and Bald Eagle recreation centers

To prevent dumping and litter, commenters recommended signage, cameras, and U.S. Park Police patrolling. One comment stated that “landlords of 4 unit buildings need to have taxes to collect trash. They force tenants to dump with spotty trash service.”

One commenter noted that a massive infestation of Asian wisteria is located in the area north of Blue Plains Drive and south of BridgePoint Hospital, a plan is need to beat back invasive vines which have taken over some area, and trees are dead.

Lastly, one commenter noted that the U.S. Park Police K-9 unit facility needs a fresh coat of paint.

# Minutes

<b>Meeting name</b> Stakeholder Meeting #1	<b>Time</b> 2:30 PM – 4:00 PM
<b>Meeting Date</b> June 25, 2019	<b>Project name</b> Shepherd Parkway (Reservation #421) Development Concept Plan
<b>Location</b> U.S. Park Police Headquarters	<b>Prepared by</b> AECOM

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**National Park Service:** Tammy Stidham (NPS NCR); Tara Morrison, Mike Commisso, Vince Vaise (NPS NACE)

**District Agencies:** Keisha Mims (DC Executive Office of the Mayor); Michael Alvino, Gabe Onyeador (DDOT); Valecia Wilson (OP); Kara Pennino, Lillian Power (DOEE); Gabrielle Johnson (ERS); Nick Kushner (DPR); Captain Jerome Merrill (MPD)

**Attendees:** Kemi Morten (Bellevue Neighborhood Civic Association, Unfoldment, Inc.); Erik Beck (Unfoldment, Inc.); Nathan Harrington (Ward 8 Woods); Ari Eisenstadt (Audubon Naturalist Society); Erin Garnaas-Holmes (Anacostia Watershed Urban Waters Partnership at Clean Water Fund)

**Project Team:** Alan Harwood, Manqing Tao, Lauren Tuttle (AECOM)

## 1. Introductions

Tara Morrison (NPS NACE) welcomed the group and provided a brief introduction to the Shepherd Parkway Concept Plan project. Attendees introduced themselves.

## 2. Concept Plan Overview

Alan Harwood (AECOM) presented the Concept Plan goals, the project timeline, and the overall context of Shepherd Parkway.

## 3. Share Your Ideas Discussion

Alan led the group through a series of questions about how attendees currently use, what attendees currently observe, and what attendees would like to see at Shepherd Parkway in the future. Below summarizes the group's discussion.

### Shepherd Parkway open spaces

- People typically think of Shepherd Parkway as located by Parkland and Malcolm X Avenue.
- Kemi Morton (Bellevue Neighborhood Civic Association, Unfoldment, Inc.) stated that she is not in favor of hiking trails due to safety concerns related to wildlife and homelessness. Other attendees noted that they like the Oxon Run trails, but would not be comfortable using the trails by themselves. Trail accessibility, wildlife, and safety concerns could be balanced by providing trails closer to the road where they are more visible.
- The Fort Greble Recreation Center is currently closed. Visitors from outside the neighborhood who play soccer at Fort Greble park their vehicles on 2<sup>nd</sup> Street and leave trash.

- More trash cans, cameras, and signs stating that dumping is an offense with a contact phone number could help prevent dumping and litter. Constant dumping occurs because there are currently no deterrents. The community experiences confusion regarding the appropriate agency to contact about dumping and when to do so. Nathan Harrington (Ward 8 Woods) stated that there are “no dumping” signs, but the signs include an incorrect U.S. Park Police phone number. He also noted that most people do not know that Shepherd Parkway is federal park land. Mike Commisso (NPS NACE) stated that NPS could work with DOEE on the dump busters program and installing cameras.
- Kemi noted that crime, drugs, and trash are the primary complaints she hears about Shepherd Parkway at community meetings.
- Michael Alvino (DDOT) stated that a shared-use path is planned along I-295 from the border of the St. Elizabeths West Campus south to South Capitol Street as part of the I-295 Malcolm X Interchange project. Kemi stated that people should be able to ride bicycles from South Capitol Street north to Nationals Park.

#### Northern boundary to Malcolm X Avenue

- Some attendees were not aware that this area is part of Shepherd Parkway.
- Nathan has led hiking, scouting, and clean-up events in this area. Future trails in this area would need to be carefully design with steps due to the presence of steep slopes.
- Kemi noted that she is not in favor of trails in this area. The area should be left to nature. The area’s steep topography is not a concern.
- People dump into the woods from the street. Fences could help prevent dumping, but people may continue to dump items over a fence.

#### Parkland

- A lot of drug activity occurs at Parkland.
- Many events have occurred at Parkland. MPD most recently hosted an event.
- Any activities or programming at Parkland will help discourage undesired behavior. Fencing which once surrounded Parkland for grass restoration purposes deterred undesired behavior.
- Parkland is considered the community’s “front porch.” Valecia Wilson stated that Parkland needs to feel like it is in an urban context and should have a different treatment than the more natural areas of Shepherd Parkway. Nathan stated that a lawn at Parkland has failed over the years. Therefore, Parkland could perhaps be treated as an urban square/plaza.
- Kemi stated that she would like to see a splash park and public restrooms at Parkland. She also expressed security concerns about holding concerts. Attendees did not want a community garden at Parkland.

#### Malcolm X Avenue to South Capitol Street

- A lot of dumping has occurred in the alley behind Brothers Place. Valecia proposed a “Friends of Shepherd Parkway” group that could help with park beautification projects. Kemi supported the idea of a Friends group.
- Nathan noted that this area contains unnamed stream beds that have been filled in. Valecia stated that the Far Southwest/Southeast Plan supports the protection of stream beds.
- Nathan and Kemi expressed support for the restoration of the Fort Carroll earthworks.
- Kemi stated that she would be comfortable on the planned shared-use path along I-295. She stated that she may be comfortable on a trail in the woods in this area, but others may not.

- Nice views from this area exist in the winter. Mike stated that views from this area may be highlighted through just removing invasive vegetation instead of selectively trimming other vegetation.
- People are not aware of the history in this area.

South Capitol Street to the southern boundary

- The Bellevue Neighborhood Civic Association covers this area of Shepherd Parkway.
- Kemi stated that the U.S. Park Police Internal Affairs Facility property is residentially zoned. She described Unfoldment, Inc.'s development plans for the backside of this property which would include affordable housing, arts center, daycare, etc. ANC 8C and 8D both support this development project.
- Some attendees were interested in connecting Fort Greble Recreation Center to the Bald Eagle Recreation Center.
- Galveston Place could provide a trail connection to/from Shepherd Parkway.
- Visitors to the Fort Drum Market convenience store on Martin Luther King Jr. Avenue generate a lot of litter.
- A community garden is being built near Livingston Road SE and 4th Street SE.

**4. Next Steps**

Alan reminded the group about the July 10<sup>th</sup> public meeting and shared how attendees can submit comments.

## **SHEPHERD PARKWAY (RESERVATION #421) CONCEPT PLAN PUBLIC COMMENT REPORT**

**DECEMBER 30, 2019**

### **INTRODUCTION TO SCOPING PROCESS**

#### **Project Description**

The National Park Service (NPS) is preparing a Concept Plan for Shepherd Parkway (Reservation #421) in Washington, DC. Shepherd Parkway is located approximately between the St. Elizabeths campus to the north and Bald Eagle Hill to the south and bound by Interstate 295, South Capitol Street, and 2<sup>nd</sup> Street SE. The National Capital Parks-East (NACE) NPS unit administers the Parkway.

The second public comment period builds on the first public comment period, which was conducted in June/July 2019, when the public was invited to share their vision for the park's future. The NPS has reviewed the comments received and considered them in the development of initial concepts for Shepherd Parkway. Following the second public comment period, the NPS will prepare a Concept Plan that contains refined concepts that could then be considered as options for NPS to implement.

#### **Plan Goals**

The key goals of the Concept Plan for Shepherd Parkway are to:

- Enrich existing and explore new uses and programming opportunities
- Improve the health of Shepherd Parkway, ecologically and for the surrounding community
- Address safety and maintenance concerns

#### **Public Comment Period**

The comment period for the Concept Plan began on November 7, 2019 and extended through December 21, 2019.

#### **DESCRIPTION OF PUBLIC MEETING**

A public meeting was held on November 7, 2019 to provide the public with an opportunity to review initial concepts for the future use and enjoyment of Shepherd Parkway. The public meeting was held from 6:00 p.m. to 8:00 p.m. at the R.I.S.E. Demonstration Center at 2730 Martin Luther King, Jr. Avenue SE in Washington, DC. Seven attendees registered on the sign-in sheet.

The public meeting started and ended in an open-house format. During the open house, meeting attendees were provided an opportunity to view and ask questions about project-related information on presentation boards arranged around the meeting room. Attendees could circulate the room to speak to the NPS and consultant representatives to address specific issues. The boards addressed the following:

- Plan Goals

- Project Timeline
- Public Comment Period #1 Summary
- Concepts Overview
- Concepts
  - Northern boundary to Malcolm X Avenue
  - Parkland
  - Malcolm X Avenue to South Capitol Street
  - South Capitol Street to southern boundary
- How Can You Submit Comments?

The middle portion of the public meeting included a formal presentation given by the consultant representatives. The presentation included the same information as presented on the boards, but in more detail. Attendees were provided the opportunity to ask questions at the end of the presentation.

## SUMMARY OF COMMENTS

### Introduction

Eight pieces of correspondence were received during the public comment period. Four correspondences were received from residents of Washington, DC. Four correspondences were received from members or official representatives of the Audubon Naturalist Society, DC Office of Planning, Mid-Atlantic Off-Road Enthusiast, and the Ward 8 Woods Conservancy. Comments received from these groups are summarized in the following section of this report.

Comment analysis assists the planning team in organizing, clarifying, and addressing technical information relevant to the development of the Concept Plan. It also aids in identifying the topics and issues to be evaluated and considered throughout the planning process. The following summary of comments is provided to outline the major groupings of comments, along with examples of specific comments to illustrate the trend.

### General statements that the comments included

#### Area-Specific Comments

1. **Northern boundary to Malcolm X Avenue** Comments submitted by the Ward 8 Woods Conservancy (Conservancy) and summarized in this report were unanimously approved by the Conservancy's Board of Directors. For the northern boundary to Malcolm X Avenue section of Shepherd Parkway, the Conservancy recommended:
  - Construct a narrow dirt hiking path in the area north of Newcomb Street so that the area is accessible for immersive nature hikes
  - Create spur trails to provide convenient access to streets
  - Erect signage identifying Shepherd Parkway as NPS land at several points
  - Remove trees near the top of the hill at the northern end of 2<sup>nd</sup> Street to create a year-round overlook and picnic area

- Improve the existing picnic area near the corner of 2<sup>nd</sup> and Orange Streets

The Conservancy also stated that a “trail along the street, especially if it is paved, would require tree removal and would be redundant to existing sidewalks on the opposite side of the street.”

**2. Parkland** For Option 1, the Conservancy recommended:

- Install a brick-paved plaza centered around a statue or fountain with benches near Martin Luther King Jr. Avenue
- Preserve existing mature trees in the area further west and transect by paved walkways
- Enclose areas between walkways with low fences or retaining walls and plant with native shrubs and grasses
- Install tables and benches
- Install new playground with a nature-inspired design in the same area as the current playground
- Strategically place signage identifying the area as federal parkland
- Fabricate and install interpretive waysides created by Vince Vaise
- Program at least four public events, including live music, movie nights, urban wildlife, and Civil War history programs, annually
- Work with the US Park Police, Metropolitan Police Department, 801 men’s shelter, and surrounding businesses and churches to discourage littering, public intoxication, and violence in the park

The DC Office of Planning (OP) submitted comments that reflect reviews conducted by the Neighborhood Planning Division and are supported by a recent public life study conducted in partnership with the University of Maryland at Parkland. OP is currently in the process of compiling the collected data from the study and offered to share the data with NPS. A summary of OP’s comments at Parkland is provided below:

*Programming*

- Park users were interested in more places to sit, eat, have access to amenities, congregate with one another, engage in communal activities, and play and recreate across all age groups. Facilities such as water fountains and restroom facilities are needed. Users tend to stay at the park for an hour or more, and with the proposed increased play facilities, families and senior park users, especially, would benefit from these improvements.
- Option 1 reflects the desires heard from the community: areas for seating and programming for community events, as well as an improved play space for youth across various ages. Community organizations expressed interest in continuing to activate the park with outdoor events, services, markets, and movie nights. Residents expressed a desire for more comfortable seating and places to meet and chat with friends and neighbors. The addition of picnic tables and chairs presented in Option 1 mirrors the desire the research identified from the community which cited a lack of seating and tables for large groups. The addition of a kids’ garden also resonates with the research, which found an insufficient availability of nearby fresh food.

- While Option 2 reflects a need for more play space, it allows for less flex space for community events and large gatherings. The public life study illuminated the diverse range of users, from children and families, to adults and social groups.

#### *Safety*

- Park users indicated that safety was a priority. Design solutions included more human-scale lighting, lower vegetation, and maintaining site lines throughout the park. The study identified a lack of visibility into the park, which could be mitigated with a landscaping plan that allows a passerby to see into the park and park users to be seen from the surrounding streets.
- The fencing around the expanded playgroup - inclusive play space in Option 1 provides a safety feature for parents, guardians and children. Having activated and diverse zones creates designated spaces for activities, providing users the flexibility and freedom to enjoy the park how they choose.
- The additional fencing around the expanded playgrounds in Option 2 provides safety for parents, guardians, and children. The placement of multiple playgrounds allows parents and guardians the flexibility of watching multiple playgrounds at once, however may impact the site lines from end to end.

#### *Circulation*

- The creation of an entry plaza resonates with the design solutions and desires the research team heard from the community. Through the public life study, the research team identified park users entered the park from various sides but congregated near the proposed entry plaza. Pedestrian tracing work indicated that there is a need for pathways that connect through the park from north to south. Desire lines indicated direct pedestrian traffic between Newcomb Street and Parkland Place through the grass. New pathways could facilitate this natural circulation pattern and provide more opportunities for pedestrian presence in the park and the activities taking place there as well as increasing accessibility through the park and to the surrounding the neighborhood.

One commenter, unaffiliated with a group, also recommended using permeable pavers/soft playground material as opposed to natural turf grass at Parkland so that “it continues to look great AND function well.”

**3. Malcolm X Avenue to South Capitol Street** The Conservancy expressed a strong preference for Option 1 and recommended:

- Create a narrow, dirt-surface trail that crosses Malcolm X Avenue and continues southward behind Brothers Place
- Create spur trails that provide access to and from Parkland Place and Brothers Place
- Selectively remove trees at Fort Carroll to provide a clear view of the earthworks and a view to the Potomac River
- Install dirt walkways along the crest of the earthworks
- Reconstruct one or two features of the original fort, such as wooden ramparts
- Install interpretive signs at Fort Carroll specifying the years the fort was active, for whom it was named, how many troops were stationed there, and evidence of formerly enslaved people living and working at the fort

- Paint the exterior of the U.S. Park Police K-9 unit house

**4. South Capitol Street to southern boundary** The Audubon Naturalist Society (ANS) expressed full support for the transfer of 3801 South Capitol Street to the Bellevue Neighborhood Community Land Trust.

The Conservancy expressed a strong preference for Option 1 and recommended:

- Design and build a single tread, dirt surface trail which minimizes environmental impacts and maintenance costs
- Create a trail that crosses Chesapeake Street west of Leckie Elementary School and continues south past the Fort Greble Recreation Center
- Continue the trail past Blue Plains Drive through District-owned woods, then crosses Bald Eagle Hill, and join up with existing and proposed trails within Oxon Cove
- Remove Asian wisteria and replant native species in the area near BridgePoint Hospital
- Selectively remove trees near the top of the hill at the northern end of 2<sup>nd</sup> Street near Xenia Street to create an open scenic overlook
- Create at least two picnic areas

Overall Shepherd Parkway Comments

**5. Trails** Several commenters expressed support or provided recommendations for trails throughout Shepherd Parkway. Residents of Washington, DC not affiliated with a group expressed support or recommended:

- “Trails that allow the community to take in the views”
- Replication of the Fort Circle Trail hiker-biker trail system as a continuous facility linking civil war forts along Shepherd Parkway
- Co-existence of a natural surface hiker/biker trail, which “could weave in and around existing topography and trees,” and a street-adjacent paved trail, which “could track a straighter line along the street/forest boundaries”
- Trails that are bus and Metro accessible
- Regional trail connectivity, including to the Oxon Run Trail, Oxon Hill Farm Trail, the Fort Circle Trail via planned bike lanes on Alabama Avenue, the planned South Capitol Trail, and the planned Shepherd Spur Trail (which would run on former railroad alignment)
- Mountain biking trails, which could provide a recreation option for young people and offer an opportunity to partner with programs that teach children how to fix bikes.
- Bicycles on the new trails (similar to the Fort Circle Trail) and a bicycle pumping track

The ANS expressed support for a combination of trail placements in Option 1: Natural Trail Experience and Option 2: City Trail Experience. The ANS recommended a hybrid trail plan that “weaves the trail through the forest and parallel to the street at strategic intervals, resulting in a combined urban and natural trail experience” and includes the following elements:

- Trails along the eastern edge of the park where the topography is relatively flat, allowing patrons of the trail to see farther into the park without having to enter it if they feel unsafe to do so
- Internal trails in areas with more variable topography
- Frequent access to the street on the east edge of the park by alternating between internal trails and edge trails, offering shorter walks in the woods to maximize safety
- Complete connections between internal and edge trails
- Continuous uninterrupted trails throughout the entire length of the park (i.e., not relying on street crossings to provide connectivity)
- Installation of English and Spanish wayfinding signs indicating distance to the next trail outlet to the street and directions to landmarks
- ADA-compliant trails

Mid-Atlantic Off-Road Enthusiast (MORE) expressed support for natural surface trails. These trails could provide multiple recreation opportunities, including walking, running, biking, walking dogs, and enjoying nature, as well as offer an alternative to automobile transportation. MORE noted that they are “willing to build community support for building community natural surface trails infrastructure.” The Conservancy also noted that their staff “will be trained in trail design and construction [in 2020], and could potentially provide for labor for future construction in Shepherd Parkway.”

- 6. Other Comments** Regarding litter, one commenter stated that “while a more routine monitoring and cleanup is warranted, the forests do much better from a trash perspective when there is a dedicated base of users like me who feel a sense of pride and ownership in those lands.”

The ANS also recommended the following:

- Include a broader removal of invasive species. Invasive species obstruct views into the forest and thus, increase neighborhood safety concerns. The Ward 8 Woods Conservancy could be an appropriate partner for invasive species removal.
- Protect intact wooded habitats as a refuge for wildlife through the following elements:
  - Trail placement that minimizes tree removal
  - Connected tree canopy over trails
  - Plant buffers at trail edges to provide additional habitat for ground-dwelling species
  - Wildlife crossings to restore connectivity to habitats bisected by major roadways that run through each section of the park
  - Use of permeable pavement such as bonded gravel for the trails to minimize stormwater runoff and erosion
- Contract service with local Disadvantaged Business Enterprises to complete project construction

# Minutes

<b>Meeting name</b> Stakeholder Meeting #2	<b>Time</b> 1:00 PM – 2:30 PM
<b>Meeting Date</b> October 30, 2019	<b>Project name</b> Shepherd Parkway (Reservation #421) Development Concept Plan
<b>Location</b> NPS National Capital Parks East Headquarters	<b>Prepared by</b> AECOM

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**National Park Service:** Tammy Stidham (NPS NCA); Ann Honious, Mike Commisso, Alex Tremble (NPS NACE)

**District Agencies:** Keisha Mims, Gabrielle Johnson (DC Executive Office of the Mayor-East of the River Services Office (ERO))

**Attendees:** Art Slater (Anacostia Coordinating Council); Nathan Harrington (Ward 8 Woods); Ari Eisenstadt (Audubon Naturalist Society); Monica Ray (Congress Heights Community Association)

**Project Team:** Alan Harwood, Claire Sale, Manqing Tao, Lauren Tuttle (AECOM)

## 1. Welcome + Introductions

Mike Commisso (NPS NACE) welcomed the group and provided a brief introduction to the Shepherd Parkway Concept Plan project. Attendees introduced themselves.

## 2. Background Information

Claire Sale (AECOM) presented the Concept Plan goals, project timeline, and overall context of Shepherd Parkway.

## 3. Review of Concepts

Claire summarized comments received during the first public comment period. Commenters described where they would like to see new connections to and within the open spaces of Shepherd Parkway, if they are comfortable walking in the wooded areas, how to prevent dumping and litter, what should be done with Fort Carroll and Fort Greble, and how they would like to use the park in the future.

## 4. Review of Concepts

Claire presented the concepts for Shepherd Parkway. Below summarizes the group's discussion on the concepts.

### Northern boundary to Malcolm X Avenue

- Nathan Harrington (Ward 8 Woods) noted that a sidewalk and trail are not the same. He expressed concern about a sidewalk along the street edge because it would require the removal of woods and a sidewalk is already located on the opposite side of the street.
- Keisha Mims (ERO) stated that a sidewalk trail along the street edge may be more inviting than a trail through the woods to people who want to get close to the woods, but do not currently hike or want to go into the woods.

- Mike noted that the goal of creating connections along Shepherd Parkway should be balanced with minimizing tree removal. Accessibility also needs to be considered. Nathan stated that a well-design hiking trail does not require tree removal. Alan Harwood (AECOM) stated that different sections of Shepherd Parkway are treated differently, and some members of the public noted that they would not feel safe walking in the woods during the first public comment period.
- Ari Eisenstadt (Audubon Naturalist Society) stated that providing Shepherd Parkway's topography would be helpful in understanding the concepts. Steep slopes would act as a deterrent to entering the woods. Nathan noted that Rock Creek Park has trails along steep slopes.
- A natural trail option with a trail through the wooded areas is not presented for this section of Shepherd Parkway because the Fort Circle Parks Final Management Plan (2004) states that natural areas, including topographically challenging areas, should remain free of new trails. Steep slopes are an important resource where disturbance, such as trail construction, should be avoided. Trails are appropriate through cultural resource zones, such as through the forts.
- A trail is not located along the northern border of Shepherd Parkway because of the presence of seeps and springs and potential security concerns of the adjacent U.S. Department of Homeland Security facility.

#### Parkland

- The determination of whether use of the family oriented outdoor space would require a permit or operate on a first-come first-serve basis is to be determined.
- Nathan noted the current compacted condition of the soil in Parkland and lack of grass. He recommended paved areas bordered by low fences to direct foot traffic and protect future vegetation.
- Art stated that he is undecided between Options 1 and 2. Option 1 contains less structures and looks more natural. However, people may not know how to activate the space in Option 1. Built structures serve as natural gathering areas, but people may be unclear on whether they need to a permit to use the structures.
- Keisha stated that she prefers Option 1 because the concept is more intergenerational.
- Nathan recommended including interpretive signage that explains the historical significance of Shepherd Parkway because Parkland receives a high volume of foot traffic. Ari recommended including directional signage to other features in Shepherd Parkway.
- Monica Ray (Congress Heights Community Association) asked if there are any plans for the Christmas tree and electrical access. Nathan stated that several Christmas trees have been planted in Parkland over the years. These trees would be more likely to survive if they were fenced off and surrounded by vegetation.

#### Malcolm X Avenue to South Capitol Street

- Several attendees recommended combining Options 1 and 2 by adding the Option 2 trail from Malcolm X Avenue to Highview Place to Option 1. The combined option could include both a city trail and natural trail experience. The location of these trails should consider topography and tree coverage. A continuous trail through the wooded areas could have outlets to the street to provide people a break from walking through the woods.

#### South Capitol Street to the southern boundary

- Nathan stated that he likes Option 1. He recommended adding a trail west of the Fort Greble Recreation Center to connect Chesapeake Street with the proposed trail north of Fort Greble

to improve connectivity. He also recommended trail spurs connecting the wooded trails to the street to provide more access points to these trails. Trail spurs would also provide a feeling of safety to people walking on the wooded trails if they need to return to the street quickly.

- A large amount of Wisteria is located south of Fort Greble. Removing the Wisteria would result in a large open area. Nathan recommended developing a plan for removal and ensuring the Wisteria does not return.

### Overall

- Ari recommended edge trails and interior trails in narrower and wider areas, respectively, of Shepherd Parkway.
- Specific trail materials and design are to be determined.
- Financial and resource cost implications of the concepts are also to be determined. The project is currently at the conceptual stage.
- Ari suggested that concept implementation would provide an opportunity for workforce development and to hire small, local businesses. NPS noted that this project is not yet at the contracting stage, but the NPS contracting process includes reaching out to small businesses.
- Art noted that the community should support and advocate for the Concept Plan when it is released.
- Keisha recommended that the Concept Plan be explicit in stating that the Plan will not be implemented right away. NPS noted that they already have some funding for this project and some Plan features could be implemented sooner rather than later.

## **5. Comment Submissions**

Claire shared how attendees can submit comments and reminded the group about the November 7<sup>th</sup> public meeting.

# APPENDIX B: VISITOR CAPACITY

## INTRODUCTION

Visitor capacity was identified for the Shepherd Parkway Concept Plan based on the Visitor Capacity Guidebook (2019) developed by the Interagency Visitor Use Management Council (IVUMC). The following appendix describes the visitor capacity identification process according to the Guidebook's four basic guidelines: 1) determine the analysis area, 2) review existing direction and knowledge, 3) identify the limiting attribute(s), and 4) identify capacity. Additional information on the IVUMC and their Visitor Use Management Framework is available at: <https://visitorusemanagement.nps.gov/>.

The primary goals of visitor use management are to maintain opportunities for high-quality visitor experiences and protect resources. Visitor capacity, a component of visitor use management, is “the maximum amounts and types of visitor use that an area can accommodate while achieving and maintaining the desired resource conditions and visitor experiences that are consistent with the purposes for which the area was established” (IVUMC 2019: 3). Determining visitor capacity is a necessary step to identifying strategies and actions to manage the amount of visitor use within established visitor capacities.

## GUIDELINE 1: DETERMINE THE ANALYSIS AREA

The concept plan proposes an approximately three-mile trail system that extends the length of Shepherd Parkway and provides multiple access points to the park's resources and proposed enhanced activity nodes. These activity nodes would provide opportunities for visitors to gather for picnics, informal gatherings, organized events and programs, and active recreation, and therefore, may experience more concentrated pedestrian activity than other areas of the park. These activity nodes are also proposed at existing open spaces within the park that are geographically constrained by adjacent roadways and the park's natural resources. Additionally, the NPS could implement and manage visitor capacity for large organized events and programs at the family-oriented outdoor space specifically at Parkland based on a reservation and permit system. For these reasons, the visitor capacity process focuses on the following analysis areas:

- Flexible open green spaces
- Picnic/family gathering areas
- Family-oriented outdoor space at Parkland
- Expanded children's play area at Parkland

## GUIDELINE 2: REVIEW EXISTING DIRECTION AND KNOWLEDGE

Applicable laws and policies, prior applicable planning and guidance documents, existing conditions at Shepherd Parkway, and future visitor uses at Shepherd Parkway were reviewed to ensure that any legal requirements for identifying visitor capacity are met and to identify fundamental park resources and values, desired visitor experiences, desired resource conditions, and available open space for visitor use.

### Applicable NPS Laws, Policies, and Guidance

The National Parks and Recreation Act (1978) requires general management plans to include the identification of and implementation commitments for visitor carrying capacities for all areas of the unit. The NPS Management Policies (2006) states that “recreational activities and other users that would impair a park's resources, values, or purposes cannot be allowed” (NPS 2006: 98).

The National Capital Parks-East Foundation Document (2016) identifies several parkway-wide fundamental resources and values (FRVs) and other important resources and values (OIRVs) for the park units managed by the National Capital Parks-East. FRVs and OIRVs identified in the Foundation Document for the Civil War Defenses of Washington that could be applicable to the enhanced activity nodes in Shepherd Parkway include the following (NPS 2016a):

- **The Natural and Scenic Features of the Green Space Corridor.** The defensive system from the Civil War is now a corridor of green space on the high ground around sections of Washington, DC. The resources preserved in this corridor offer a pleasant natural setting for visitors, support species and habitat diversity, enhance viewsheds in and around the capital, and improve the capital's environmental quality by contributing to stormwater runoff control, mitigating the urban heat island effect, and providing tree canopies

for shade and cleaner air. In addition, due to the presence of these natural areas within a larger urban setting, there are populations of locally rare plant species that are persisting, including magnolia bogs, lady slipper orchids, azaleas, and mountain laurel.

- **Recreational Opportunities.** The park lands that surround and connect the Civil War fortifications offer visitors a variety of outdoor recreational opportunities, including gardening, picnicking, field sports, hiking, and biking. These recreational opportunities enhance quality of life in an intensively developed urban area.

The Fort Circle Parks Final Management Plan (2004) also identifies desired visitor experiences and resource conditions for the entire Fort Circle Parks system and the system’s natural resource zones, which Shepherd Parkway is primarily designated as. The experiences and conditions that could be applicable to the enhanced activity nodes in Shepherd Parkway are summarized in **Table B-1**. Natural resource zones comprise areas that are managed primarily to maintain forests and natural scenery and where resources are minimally modified for visitor needs (NPS 2004).

## Existing Conditions

The Current Conditions chapter of the concept plan describes existing facilities, recreation opportunities, and natural resources present at Shepherd Parkway.

## Future Visitor Uses

The Shepherd Parkway Concept Plan introduces new ways for visitors to access and experience the park. The Recommendations chapter of the concept plan describes the potential range of visitor uses for the concept plan. This visitor capacity analysis will focus on the following summarized visitor uses because they could occur in the analysis areas and for reasons described in the Guideline 1 section:

- Participate in informal recreation activities at flexible open green spaces
- Host or attend picnics and gatherings
- Attend programs and events at Parkland
- Gather with family and friends at Parkland
- Play at expanded children’s play area at Parkland

Table B-1 Fort Circle Parks Desired Visitor Experiences and Resource Conditions

	Desired Visitor Experiences	Desired Resource Conditions
<b>Fort Circle Parks</b>	<p>Visitors should have the opportunity to:</p> <ul style="list-style-type: none"> <li>• Interact with the Fort Circle Parks’ cultural and natural resources in ways that do not damage or derogate those resources and provide safe, satisfying experiences</li> <li>• Enjoy the park sites through passive and active recreational experiences in social or solitary ways</li> </ul>	<ul style="list-style-type: none"> <li>• Natural resources will be preserved to the extent possible consistent with the preservation of cultural resources, and appropriate measures will be taken to prevent avoidable damage to such resources.</li> </ul>
<b>Natural Resource Zones</b>	<ul style="list-style-type: none"> <li>• Visitors can hike along a trail that lets them feel they are in a forest without leaving the city.</li> <li>• Scenic quality and natural sound will be essential.</li> <li>• Some natural areas, such as topographically challenging areas, will remain free of new trails or development.</li> </ul>	<ul style="list-style-type: none"> <li>• The prominent forested ridgelines that serve as a backdrop for the cityscape will be maintained as contiguous corridors.</li> <li>• Clearings and new facilities that interrupt these contiguous corridors will be avoided if possible.</li> </ul>

Additional future visitor uses that could occur at Shepherd Parkway, but are not included in this visitor capacity analysis, include:

- Walk, bike, and engage in other activities along the new trail system
- View and learn about Civil War-era forts
- Enjoy scenic views at overlooks

### Available Area

For each analysis area, the approximate available area for visitor use was identified via a desktop analysis. The approximate available area for each proposed picnic/family gathering area and flexible open green space along the park is summarized in **Table B-2**. Aerial imagery and topographic contour data were utilized to measure predominately flat existing open space with a buffer zone from the existing tree line.

The approximate available area for the proposed family-oriented outdoor space and expanded children’s play area in the two Parkland concept plan options are summarized in **Table B-3** and **Table B-4**. All area measurements accounted for a four-foot buffer protection zone around each existing tree. The expanded children’s play area was measured within the playground fence line. For the flexible recreation areas option, the family-oriented outdoor space was measured as two sub-spaces, one space for large organized events and programs and one space for smaller picnics and gatherings.

Table B-2 Overall Shepherd Parkway Concept Plan - Available Area

Analysis Area	Proposed Facility at Analysis Area	Approximate Area (Square Feet)
Highview Place SE	Picnic/Family Gathering	11,000
Raleigh Street SE near the U.S. Park Police K-9 Unit	Picnic/Family Gathering and Flexible Open Green Space	20,000
South end of Brothers Place SE	Picnic/Family Gathering and Flexible Open Green Space	7,000
North end of 2nd Street SW near Xenia Street SW	Picnic/Family Gathering and Flexible Open Green Space	30,000
South end of 2nd Street SW near Chesapeake Avenue SW	Flexible Open Green Space	40,000

Table B-3 Parkland Concept Plan - Flexible Recreation Areas Option A – Available Area

Analysis Area	Approximate Area (Square Feet)
Family-Oriented Outdoor Space (Large Event and Program Space)	5,000
Family-Oriented Outdoor Space (Small Picnic and Gathering Space)	5,000
Expanded Children’s Play Area	16,000

Table B-4 Parkland Concept Plan - Focused Recreation Areas Option B – Available Area

Analysis Area	Approximate Area (Square Feet)
Family-Oriented Outdoor Space (Small Picnic and Gathering Space)	6,000
Expanded Children’s Play Area - 2-5 Years Old	3,500
Expanded Children’s Play Area - 5-12 Years Old	10,000
Expanded Children’s Play Area - 2-12 Years Old	5,500

## Outdoor Play Space Guidance

Existing literature and codes were reviewed to understand appropriate standards and guidelines for ensuring a comfortable and safe outdoor play space for children. Findings from this review are summarized in **Table B-5**.

### GUIDELINE 3: IDENTIFY THE LIMITING ATTRIBUTE

The limiting attribute is the attribute that most constrains the analysis area’s ability to accommodate visitor use. Examples of limiting attributes include physical (e.g., facility infrastructure), biological (e.g., resource conditions), social (e.g., visitor experience) and/or managerial attributes.

In line with the values, desired visitor experiences, and desired resource conditions identified in the National Capital Parks-East Foundation Document (2016) and

Fort Circle Parks Final Management Plan (2004), the proposed activity nodes at Shepherd Parkway offer outdoor recreational opportunities while protecting existing natural resources. The concept plan avoids expanding the existing open spaces where these activity nodes are located in order to protect the park’s heavily-wooded habitat, steep slopes, and other natural resources. Therefore, the priority to preserve the park’s natural resources was identified as the most limiting attribute for the analysis areas.

### GUIDELINE 4: IDENTIFY CAPACITY

#### Visitor Capacity

The visitor capacity for each analysis area was identified based on each area’s existing conditions, outdoor play space standards and guidelines, and professional knowledge and judgment. The visitor capacities were identified based on the best available information and are to be continuously reevaluated and updated with

Table B-5 Outdoor Play Space Standards and Guidelines

Source	Summary	Standard/Guideline
NAEYC Early Learning Program Accreditation Standards and Assessment Items (2018) (National Association for the Education of Young Children’s)	Provides a definition of quality for early learning programs serving young children birth through kindergarten.  Describes outdoor environmental design elements, which provide for children’s health and safety as well as support children’s learning and development.	Provide at least 75 square feet of outside space for each child outside at any one time
Caring for Our Children (2019) (National Resource Center for Health and Safety in Child Care and Early Education)	Collection of national standards that represent the best practices for quality health and safety policies and practices for today’s early care and education settings.	Provide a minimum of 75 square feet for each child using the playground at any one time  Provide a minimum of 50 square feet of accessible outdoor play space is required for each child from 18 to 24-months of age
Playground and Water Safety Guidelines (2008) (Maryland Department of Education, Division of Early Childhood Development, Office of Child Care)	Provides a framework for medically and scientifically based safety education for providers responsible for the safety of children and youth.  Outdoor activity space should be accessible to all children and free from conditions that may be dangerous to the health and safety of children in care.	The outdoor play space for child care centers is recommended to be 75 square feet allocated per child.  The maximum group size will be determined by the age of youngest child in your group.
Virginia Administrative Code, 22VAC40-Chapter 185. Standards for License Child Day Care Centers.	-	When children are on the outdoor play area, at least 75 square feet of space per child shall be provided at any one time.

future planning efforts as informed by monitoring. The following steps describe how the visitor capacity for each analysis area was identified.

Identify appropriate square footage per person for each facility type

Based on outdoor play space standards and guidelines and professional knowledge and judgment, a minimum square footage per person using proposed facilities within the analysis areas was identified (see **Table B-6**).

Identify visitor capacity

The maximum level of visitor use that each analysis area could accommodate at any given time during park hours while achieving and maintaining desired resource conditions and visitor experiences is presented in **Table B-7**, **Table B-8**, and **Table B-9**. For each analysis area, the visitor capacity was identified by dividing the approximate available area for visitor use by the square footage per person for the proposed facility type. For the analysis areas where picnic/family

Table B-6 Square Footage per Person Standards for Proposed Facilities

Proposed Facility	Square Footage Per Person
Picnic/Family Gathering	45
Flexible Open Green Space	100
Family-Oriented Outdoor Space (Large Event and Program Space)	10
Family-Oriented Outdoor Space (Small Picnic and Gathering Space)	45
Expanded Children’s Play Area	75

Table B-7 Overall Shepherd Parkway Concept Plan - Visitor Capacity

Analysis Area	Proposed Facility	Visitor Capacity
Highview Place SE	Picnic/Family Gathering	244
Raleigh Street SE near the U.S. Park Police K-9 Unit	Picnic/Family Gathering and Flexible Open Green Space	444
South end of Brothers Place SE	Picnic/Family Gathering and Flexible Open Green Space	156
North end of 2nd Street SW near Xenia Street SW	Picnic/Family Gathering and Flexible Open Green Space	667
South end of 2nd Street SW near Chesapeake Avenue SW	Flexible Open Green Space	400

Table B-8 Parkland Concept Plan - Flexible Recreation Areas Option A – Visitor Capacity

Analysis Area	Visitor Capacity
Family-Oriented Outdoor Space	611
Expanded Children's Play Area	213

Table B-9 Parkland Concept Plan - Focused Recreation Areas Option B – Visitor Capacity

Analysis Area	Visitor Capacity
Family-Oriented Outdoor Space	133
Expanded Children's Play Area - 2-5 Years Old	47
Expanded Children's Play Area - 5-12 Years Old	133
Expanded Children's Play Area - 2-12 Years Old	73

gathering areas and flexible open green spaces are both proposed, the square footage per person for the picnic/family gathering area was used to identify the visitor capacity because it has a smaller person-to-area ratio than flexible open green space.

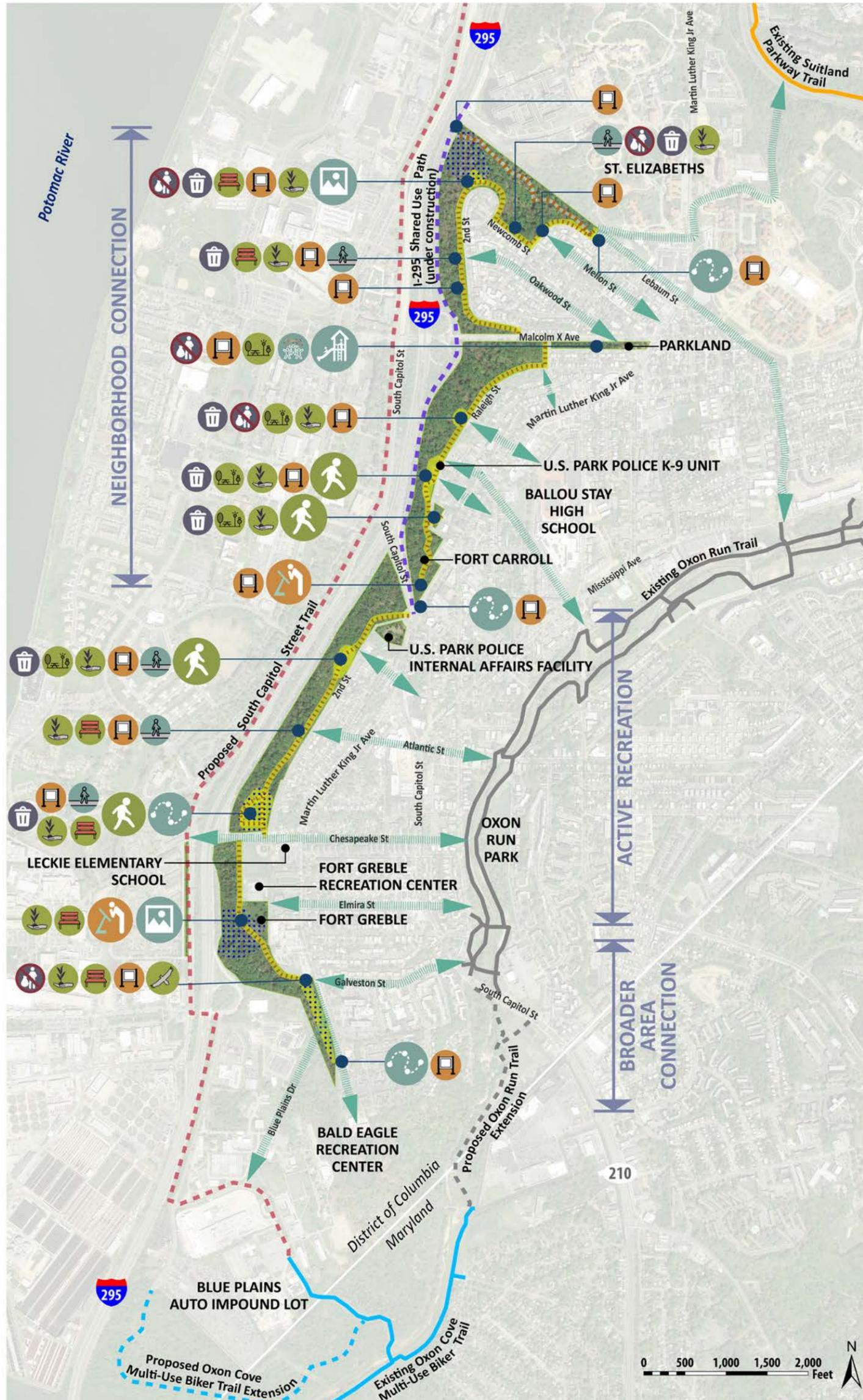
## Management Strategies and Actions

The NPS could implement the identified visitor capacity at Shepherd Parkway through the following management strategies and actions:

- **Reservation and permit system:** The NPS could make select facilities available through a reservation and permit system. The NPS could also require programs and events greater than a specific size to apply for use of park facilities through such a system. Permit rules could limit the total number of people for the program or event.
- **Park staffing:** NPS staff could patrol the park during high-use times to ensure programs, events, and gatherings do not encroach on the park's natural resources.
- **Online educational messaging:** Via the park's website, the NPS could manage visitor expectations by providing information about high-use times and encourage visitors to select less popular times to visit.
- **Educational signage:** The NPS could install signs noting the importance of the park's natural resources.

# APPENDIX C: OVERALL SHEPHERD PARKWAY CONCEPT PLAN

Figure C-1 Overall Shepherd Parkway Concept Plan - Detailed Features



- |  |  |  |
|--|--|--|
| <ul style="list-style-type: none"> <li><span style="color: green;">▬</span> Shepherd Parkway</li> <li><span style="color: orange;">▬</span> Existing Suitland Parkway Trail</li> <li><span style="color: grey;">▬</span> Existing Oxon Run Trail</li> <li><span style="color: blue;">▬</span> Existing Oxon Cove Multi-Use Biker Trail</li> <li><span style="color: grey;">- - -</span> Proposed Oxon Run Trail Extension (source: Oxon Run Trail Rehabilitation Concept Plan, DDOT, 2010)</li> <li><span style="color: blue;">- - -</span> Proposed Oxon Cove Multi-Use Biker Trail Extension (source: Oxon Cove Multi-use Biker Trail, NPS, 2016)</li> <li><span style="color: purple;">- - -</span> I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPD Final Design Submission, GSA, 2016)</li> <li><span style="color: red;">- - -</span> Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)</li> </ul> | <p><b>Proposed Activity Nodes and Connections</b></p> <ul style="list-style-type: none"> <li> Selective Invasive Removal</li> <li> Existing Vegetation Maintenance</li> <li> Flexible Open Green Space</li> <li> Seating</li> <li> Picnic / Family Gathering</li> <li> Eagle Nest</li> <li> Interpretive Signage and Treatments</li> <li> NPS Signage</li> </ul> | <ul style="list-style-type: none"> <li> Trail</li> <li> Trail Connector to Existing/Future Trails</li> <li> Playground</li> <li> Flexible Open Space for Events</li> <li> Overlook / Filtered View</li> <li> Connections to Local Trails and Destinations</li> <li> Trash Receptacle</li> <li> No Dumping Sign / Camera</li> </ul> |
|--|--|--|

Figure C-2 Northern Park Boundary to Malcolm X Avenue SE Concept Plan



-  Shepherd Parkway
-  I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
-  Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

-  Selective Invasive Removal
-  Existing Vegetation Maintenance
-  Seating

-  Eagle Nest (general vicinity)
-  NPS Signage
-  Trail
- 
-  Accessible Design
-  Trail Connector to Existing/Future Trails
-  Overlook / Filtered View
-  Connections to Local Trails and Destinations
-  Trash Receptacle
-  No Dumping Sign / Camera

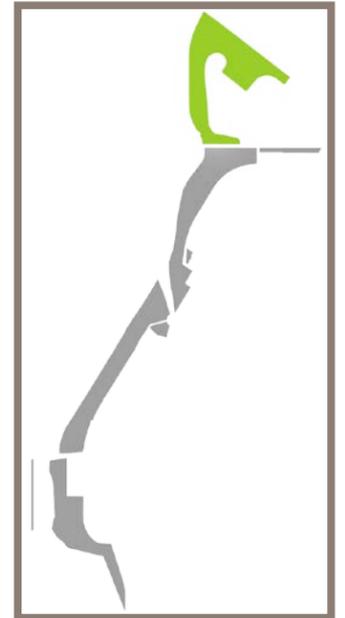
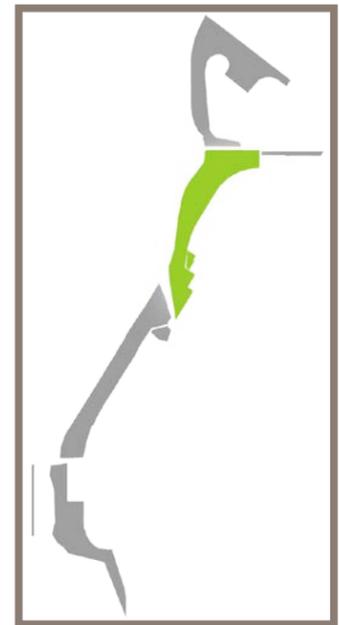
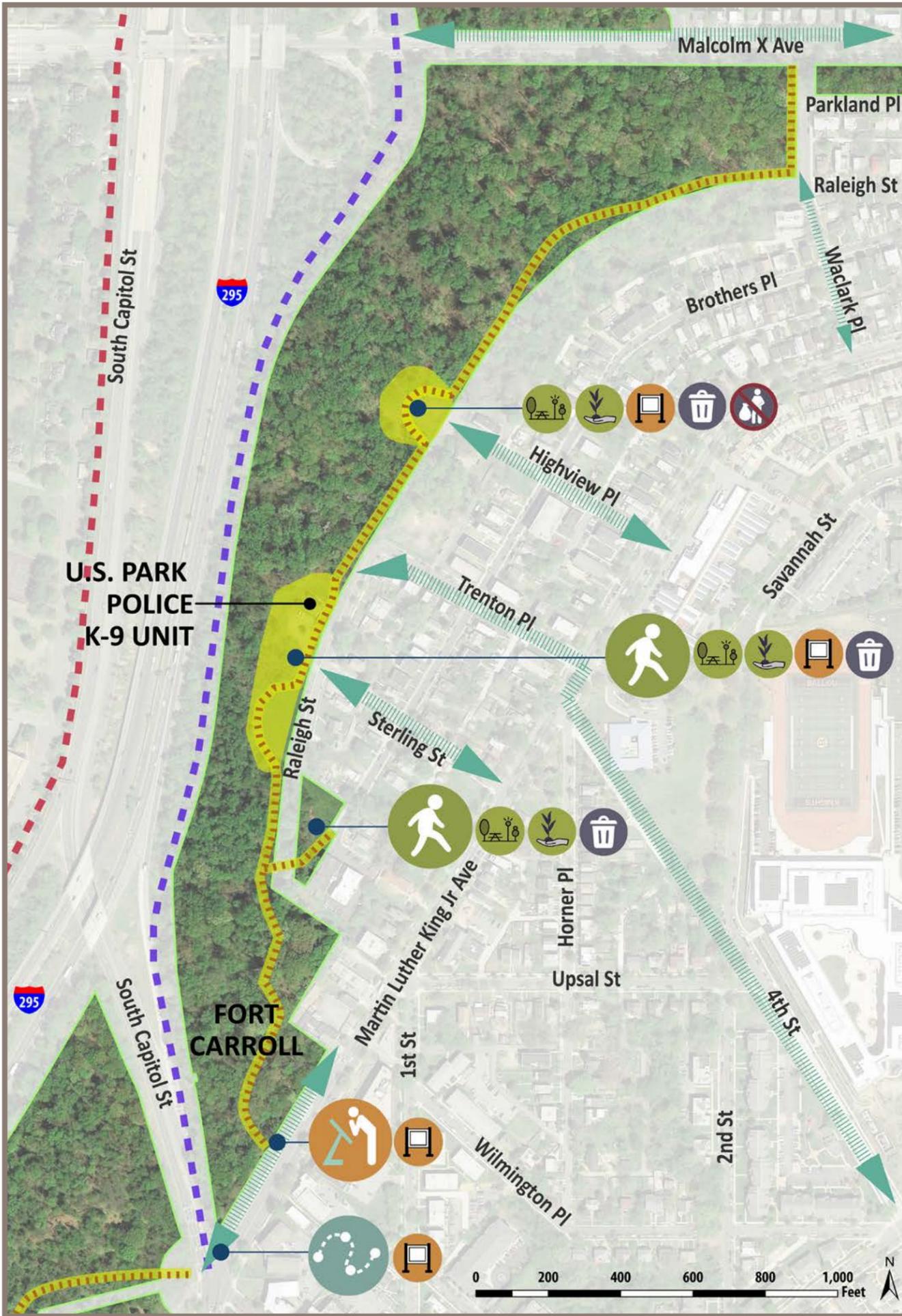


Figure C-3 Malcolm X Avenue SE to South Capitol Street Concept Plan – Natural Trail Experience Option A



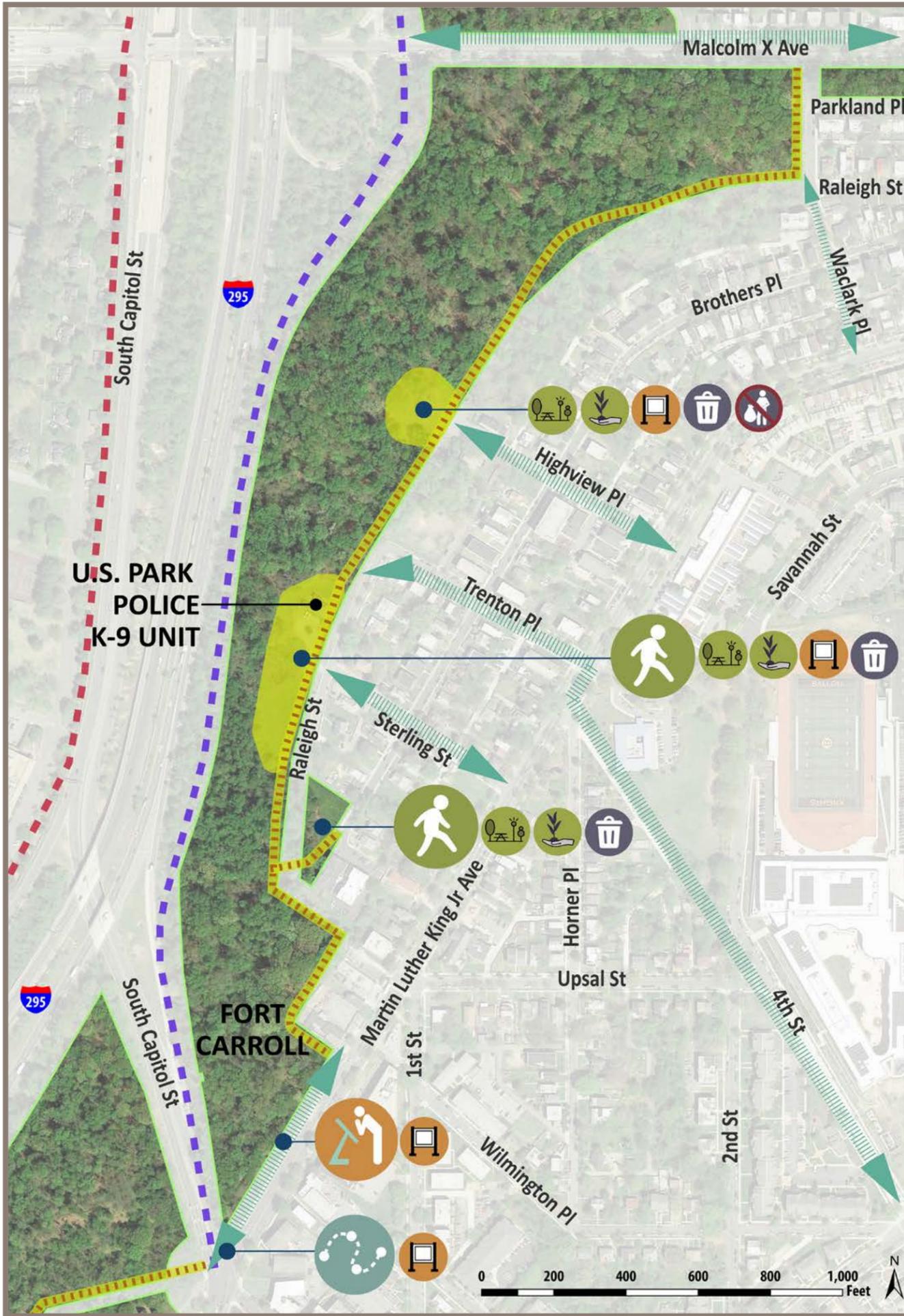
-  Shepherd Parkway
-  I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
-  Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

-  Existing Vegetation Maintenance
-  Flexible Open Green Space

-  Picnic / Family Gathering
-  Interpretive Signage and Treatments
-  NPS Signage
-  Trail
-  Trail Connector to Existing/Future Trails
-  Connections to Local Trails and Destinations
-  Trash Receptacle
-  No Dumping Sign / Camera

Figure C-4 Malcolm X Avenue SE to South Capitol Street Concept Plan – City Trail Experience Option B



-  Shepherd Parkway
-  I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
-  Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

-  Existing Vegetation Maintenance
-  Flexible Open Green Space

-  Picnic / Family Gathering
-  Interpretive Signage and Treatments
-  NPS Signage
-  Trail
-  Trail Connector to Existing/Future Trails
-  Connections to Local Trails and Destinations
-  Trash Receptacle
-  No Dumping Sign / Camera

Figure C-5 South Capitol Street to Southern Park Boundary Concept Plan – Natural Trail Experience Option A



- Shepherd Parkway
- I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
- Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

- Selective Invasive Removal
- Existing Vegetation Maintenance
- Flexible Open Green Space
- Seating
- Picnic / Family Gathering
- Eagle Nest
- Interpretive Signage and Treatments
- NPS Signage
- Trail
- Trail Connector to Existing/Future Trails
- Overlook / Filtered View
- Connections to Local Trails and Destinations
- Potential Connection on District Property
- Trash Receptacle
- No Dumping Sign / Camera



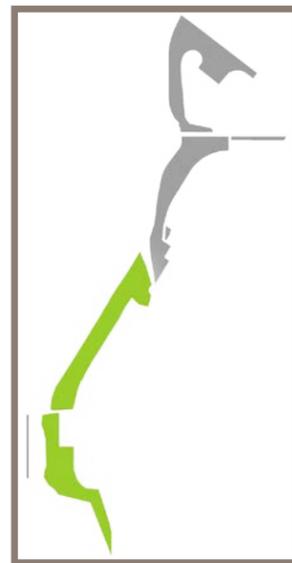
Figure C-6 South Capitol Street to Southern Park Boundary Concept Plan – City Trail Experience Option B



- Shepherd Parkway
- I-295 Shared-Use Path (under construction; exact alignment to be confirmed; source: I-295/Malcolm X Avenue Interchange Improvement Project NCPC Final Design Submission, GSA, 2016)
- Proposed South Capitol Street Trail (exact alignment to be confirmed; source: South Capitol Street Trail fact sheet, DDOT)

**Proposed Activity Nodes and Connections**

- Selective Invasive Removal
- Existing Vegetation Maintenance
- Flexible Open Green Space
- Seating
- Picnic / Family Gathering
- Eagle Nest
- Interpretive Signage and Treatments
- NPS Signage
- Trail
- Accessible Design
- Trail Connector to Existing/Future Trails
- Overlook / Filtered View
- Connections to Local Trails and Destinations
- Potential Connection on District Property
- Trash Receptacle
- No Dumping Sign / Camera



# APPENDIX D: COST ESTIMATES

Table D-1 Overall Shepherd Parkway Concept Plan, Natural Trail Experience Option A - Cost Estimates

Concept Plan Element	Labor	Materials	Equipment	Other	TOTAL
Pedestrian Paving	\$754,429	\$289,531	\$217,966	\$0	\$1,261,926
Signage	\$5,057	\$66,586	\$0	\$0	\$71,642
Site Furnishings	\$9,491	\$29,528	\$0	\$0	\$39,019
Site Maintenance	\$584,603	\$0	\$0	\$0	\$584,603
<b>TOTAL</b>	<b>\$1,353,580</b>	<b>\$385,645</b>	<b>\$217,966</b>	<b>\$0</b>	<b>\$1,957,190</b>

Table D-2 Overall Shepherd Parkway Concept Plan, City Trail Experience Option B - Cost Estimates

Concept Plan Element	Labor	Materials	Equipment	Other	TOTAL
Pedestrian Paving	\$1,171,174	\$1,626,284	\$77,815	\$0	\$2,875,273
Signage	\$5,057	\$66,586	\$0	\$0	\$71,642
Site Furnishings	\$9,491	\$29,528	\$0	\$0	\$39,019
Site Maintenance	\$584,603	\$0	\$0	\$0	\$584,603
<b>TOTAL</b>	<b>\$1,770,325</b>	<b>\$1,722,398</b>	<b>\$1,722,398</b>	<b>\$0</b>	<b>\$3,570,537</b>

Table D-3 Parkland Concept Plan, Flexible Recreation Areas Option A - Cost Estimates

Concept Plan Element	Labor	Materials	Equipment	Other	TOTAL
Entry Plaza	\$128,181	\$69,080	\$4,545	\$0	\$201,806
Gateway Feature	\$0	\$5,005	\$0	\$0	\$5,005
Landscaping	\$42,310	\$36,531	\$4,154	\$0	\$82,995
Pedestrian Pathway	\$14,585	\$5,577	\$3,182	\$0	\$23,345
Performance Stage	\$2,466	\$465	\$0	\$0	\$2,932
Picnic Pavilion	\$0	\$17,824	\$0	\$0	\$17,824
Playground Area	\$275,244	\$466,333	\$0	\$0	\$741,577
Signage	\$297	\$3,971	\$0	\$0	\$4,268
Site Furnishing	\$7,415	\$18,387	\$0	\$0	\$25,802
<b>TOTAL</b>	<b>\$470,498</b>	<b>\$623,173</b>	<b>\$11,881</b>	<b>\$0</b>	<b>\$1,105,553</b>

Table D-4 Parkland Concept Plan, Focused Recreation Areas Option B - Cost Estimates

Concept Plan Element	Labor	Materials	Equipment	Other	TOTAL
Entry Plaza	\$314,289	\$186,198	\$6,113	\$0	\$506,600
Gateway Feature	\$0	\$5,005	\$0	\$0	\$5,005
Landscaping	\$29,438	\$16,241	\$3,004	\$0	\$48,683
Pedestrian Pathway	\$43,365	\$60,216	\$2,881	\$0	\$106,462
Picnic Pavilions	\$0	\$34,718	\$0	\$0	\$34,718
Playground Area	\$414,060	\$721,635	\$1,316	\$0	\$1,137,011
Signage	\$297	\$3,971	\$0	\$0	\$4,268
Site Furnishing	\$5,190	\$12,871	\$0	\$0	\$18,061
<b>TOTAL</b>	<b>\$806,639</b>	<b>\$1,040,855</b>	<b>\$13,314</b>	<b>\$0</b>	<b>\$1,860,807</b>



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