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THE ROAD AHEAD
I-75 CAP

Project Precedent Report

I-75 Planning Study

Downtown Detroit Partnership

August 2024

Contents

1 Introduction

The I-75 Cap is a locally led, and U.S. Department of Transportation supported, initiative to reconnect communities cut off from economic and social opportunities by prior transportation infrastructure decisions. The Downtown Detroit Partnership (DDP) is co-leading this planning initiative with the City of Detroit and Michigan Department of Transportation.

I-75 is an Interstate Highway that runs north-south from Florida to the Upper Peninsula of Michigan. Construction of the Downtown Detroit segment of I-75 started in the late 1950s, and the freeway replaced active urban uses with a barrier between Downtown Detroit and neighborhoods to the north. That barrier persists to this day. Building highway caps can help enhance local connectivity and quality of life while maintaining the regional and national transportation network.

During the planning phase, the Downtown Detroit Partnership will explore cap options within the Study Area, which extends from 3rd Avenue on the west to Brush Street on the east. Throughout initial phases of engagement, the team will collect feedback on potential overbuild options and design elements for this segment. This planning phase will also consider a larger Benefit and Impact Area in which potential positive and negative effects from the capping options will be identified and assessed.

1.1 Project Precedent Report

This report presents project precedents and summarizes key lessons learned for the I-75 Cap Study. The project precedent research was conducted in tandem with the mapping framework and preliminary vision, goals and objectives. Together, along with a robust community engagement process, this work forms the foundation for the I-75 Cap Study vision and design.

1.2 Organization of this Report

This report includes the following three sections:

1. Case Study Selection Methodology
2. Case Study Summary and Lessons Learned
3. Summary of Lessons Learned

The first section outlines our methodology for identifying successful highway capping projects and creating a short-list of projects for analysis. The second section includes a case study of each precedent project with lessons learned that capture relevant benefits and outcomes in each of the preliminary goal categories. Finally, this report summarizes key take-aways and opportunities for the development of design alternatives for the proposed I-75 Cap.

2 Precedent Project Selection Methodology

Cities across the United States are increasingly pursuing freeway capping projects to reclaim and reconnect urban areas that were previously divided by the construction of Interstate highways. The project team compiled a list of 20 completed and in-development highway capping projects from across the United States (Section 2.2). The criteria outlined in Table 2.2 was used to evaluate completed highway cap projects to identify those with the most relevant features and highest impact. These projects were distilled to generate a short-list of projects that range in size and complexity.

2.1 Preliminary Goal Categories and Objectives

A preliminary set of goals and objectives were developed and used as an organizing framework for precedent selection, the benefit area mapping framework development, and the first public community engagement event. Objectives were developed to align with the Reconnecting Cities and Neighborhoods Grant Criteria (Table 2.1) and then grouped into four overarching goal categories.

Table 2-1 Reconnecting Cities and Neighborhoods Grant Criteria

		CRITERIA
1		**Equity and Environmental Justice**
	1.1	Analysis of harmful historic and current policies (displacement, segregation, zoning), existing socio-economic disparities, environmental burdens and risks, the needs of the surrounding community and how the proposed solutions equitably distribute benefits and mitigate impacts
2		**Access**
	2.1	New or improved, context-sensitive, affordable transportation options to increase safe mobility and connectivity for all, including for people with disabilities, to daily destinations like affordable housing, jobs, healthcare, grocery stores, schools, places of worship, recreation, greenspace and parks
	2.2	Safe accommodation for all users and seamless integration with the surrounding neighborhood character, context, and land use, with consideration of public health, nature, and the economy
	2.3	Encourage thriving communities for individuals to work, live, and play by creating transportation choices for individuals to move freely with or without a car, and for residents to have meaningful access to natural areas
3		**Facility Sustainability**
	3.1	Facility presents significant barriers to access, mobility, economic development and is poorly suited to the community. Proposes removal of barriers, including over-reliance on automobiles, to reconnect communities for people to live, work, play, and move freely and safety
	3.2	The eligible facility currently creates an environmental burden on the community including issues related to air quality, emissions of transportation greenhouse gases, hot spot areas of extreme heat or air pollution, gaps in tree canopy coverage, lack of greenspace or flood prone areas; and project proposes solutions to address these burdens and enhance facility and community resilience
	3.3	Existing feasibility studies provide a basis for further investigation to creatively convert the corridor for better access to daily destinations like jobs, healthcare, grocery stores, schools, places of worship, recreation, and parks
4		**Community Engagement and Community-based Stewardship / Management and Partnerships**
	4.1	Community Participation Plan - meaningful engagement in planning, design, construction, operations and related land use decisions. Engages hard-to-access community members and those most impacted by the existing facility through culturally appropriate and innovative practices that promote trust, and establishes goals and measures for effectiveness
	4.2	Community-centered approach to envision a solution that reconnects and/or mitigates burdens to meaningfully redress inequities and benefits economically disadvantaged communities, and addresses community priorities
	4.3	Formal partnerships, substantiated through signed commitment letters and budget, include entities with geographic ties to communities adjacent to the facility
	4.4	A representative community organization to oversee community-developed priorities and initiatives, include the use of a community land-trust, CBA, or other community development activities to redress transportation-related disparities
5		**Equitable Development**

	5.1	Comprehensive plan/framework that outlines the community's vision, policies, and priorities to increase mobility, connectivity, create thriving and resilient communities, and redress inequities and barriers to opportunity
	5.2	Community restoration, stabilization, and anti-displacement strategies, and legacy homeowner and small business, preservation, rehabilitation, and expansion of location-efficient affordable housing, mixed-income, mixed-use development, affordable commercial spaces and other community wealth building activities
	5.3	Creative placemaking that celebrates/honors/elevates local history and culture through public art, greenspace and recreational spaces
6		**Climate and Environment**
	6.1	Expected reduction in transportation related pollution
	6.2	Approach to providing high-quality choices for lower carbon travel like walking, cycling, rolling and transit that reduce greenhouse gas emissions and promote active travel
	6.3	Local/Regional/State Climate Action Plan alignment
7		**Workforce Development and Economic Opportunity**
	7.1	Local inclusive economic development and entrepreneurship such as utilization of Disadvantaged Business Enterprises, Minority-Owned Businesses, Women-owned businesses or 8(a) firms

Table 2-2: Preliminary Goals Categories and Objectives

Community-Centered Public Space	Equity and Opportunity	Connectivity and Mobility	Sustainability and Resiliency
• Engage the community to create a public space that fulfills needs • Provide inclusive and diverse programming • Elevate local history and culture	• Incorporate community restoration, stabilization and anti-displacement strategies • Address historical inequities • Support inclusive economic development and entrepreneurship	• Increase safety and connectivity for all; including all abilities and ages • Connect neighborhoods with Downtown community assets • Create pedestrian-only paths and increase access for those without a car	• Mitigate impact of climate change (i.e. extreme heat) • Reduce vehicle emissions by improving walkability and bike lanes • Improve air and noise quality

2.2 Additional Built Projects

To formulate the list of projects included in Table 1, we considered a longer list of completed or under-construction highway capping projects.

- Aubrey Davis Park, Mercer Island, WA (1992)
- Boston Big Dig, Boston (mid 2010s)
- Capitol Crossing, Washington DC (2021)
- Central 70 Project, Denver (2023)
- Central Access Philadelphia, Philadelphia (to be completed in 2026)
- Clyde Hill, WA (Early 2010's)
- Foglietta Park, Philadelphia (Currently in construction)
- Frankie Pace Park (I-579 Cap Park), Pittsburgh (2021)
- Interstate Freeway Park, Seattle (built 1976)
- Kanawha Plaza, Richmond, VA (Plaza built in 1980, renovations completed in 2016)
- Kansas City Convention Center (Project Design began in 2022)
- Klyde Warren Park, Dallas (2006)
- Linking Lookout, Golden, CO (2017)
- Margaret T. Hance Park (formerly Deck Park), Phoenix (1992) (update started in 2020)
- Park Over the Highway, St. Louis (2015)
- Teralta Park, San Diego (2000)

In addition to this list, the Seattle Lid-5 Project Site provides a map of completed and planned projects across the United States: https://lidi5.org/case-studies/

3 Case Studies and Lessons Learned

The following projects were studied in detail:

- Frankie Pace Park (Pittsburgh, PA)
- Central Access Philadelphia (Philadelphia, PA)
- Cap at Union Station (Columbus, OH)
- Lower Rainier Pedestrian Land Bridge (Seattle WA)
- Park over the Highway (St Louis, MO)
- Klyde Warren Park (Dallas, TX)

Each case study profile captures key facts including:

- Date of Completion
- Size
- Cap Dimensions
- Budget
- Funding Sources
- Owner/Operator Information

Table 3-1 provides a summary of the short-list projects and objectives achieved across each of the goal categories. The project case studies summarize lessons learned under each goal category.

Table 3-1: Short-list Summary

Project	Frankie Pace Park	Central Access Philadelphia	Cap at Union Station	Lower Rainier Pedestrian Land Bridge	Park Over the Highway	Klyde Warren Park
Location	Pittsburgh, PA	Philadelphia, PA	Columbus, OH	Seattle, WA	St. Louis, MO	Dallas, TX
Size	3 acres	11.5 acres	0.6 acres	6.3 acres	0.8 acres	5.4 acres
Cost	$32 M	$329 M	$5.94 M	$18.7 M	$380 M	$112M
Date Completed	2021	2026	2004	2015	2015	2012
Community-Centered Public Space						
Strong community engagement informed design priorities	●	●			●	●
Elevate local history and culture	●	●	●		●	●
Provide inclusive and diverse programming	●	●			●	●
Equitable Development						
Incorporate community restoration, stabilization, and anti-displacement strategies	●		●	●		
Address historic inequities	●		●			
Support local inclusive economic development and entrepreneurship		●	●		●	●
Connectivity and Mobility						
Increase safe mobility and connectivity for all	●	●	●	●		
Connect neighborhoods with public, private, civic, and philanthropic sectors	●	●	●	●	●	
Sustainability and Resiliency						
Reduction in transportation related pollution						●
Positive climate impact	●			●		●
Reduce environmental burden on community (reduce hotspots, effects of flooding etc.)	●			●		●

3.1 Frankie Pace Park

Pittsburgh, PA

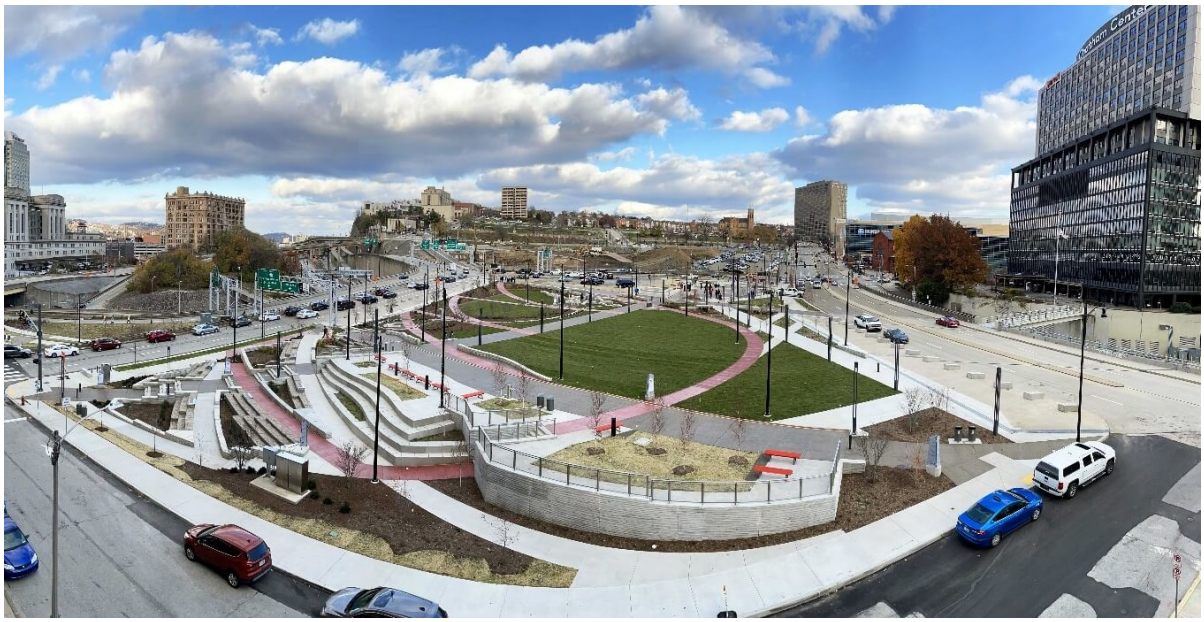

Image Source: LaQuatra Bonci Associates

Date of Completion	2021
Size	3 acres
Cap Dimensions	225' x 225' deck that covers 300' of I-579[1]
Budget	$32 million[2]
Funding Sources	Public: $19 million - Federal TIGER Grant[3]
Owner/ Operator	City of Pittsburgh[4]

The construction of I -579 in the 1950s and '60s permanently divided the city of Pittsburgh. Predominantly Black communities were uprooted, and the historic Hill District neighborhood lost its connection to the Downtown. Frankie Pace Park re-establishes this broken link through a freeway cap.

[1] (S&B USA , 2024)
[2] (SEA, 2019)
[3] (HDR, 2024)
[4] (Adams-Friedson, 2023)

Lessons Learned

Community-Centered Public Space

- ✓ *Strong community engagement informed design priorities*
- ✓ *Creative placemaking elevates local history and culture*
- ✓ *Community Stewardship / Inclusive Programming*

- For the public space that makes up the surface of the cap, Henningson, Durham & Richardson's (HDR) design team solicited feedback from locals and other stakeholders through a comprehensive process of design review and community listening.[5]
- Hill District's community organizations were informed, involved and eager to follow the design progress. Many organizations sent early letters of support for the project's $19 million TIGER grant.
- Public Artwork
    - Residents were consulted in multiple meetings to learn about their ideas for the area and the themes they would like to see included in the final park design. These components were included in the integrated art that was commissioned from regional artists and were also represented in the park's landscape design.
    - It was evident from the community meetings that the Hill District wanted artists with connections to the neighborhood. Out of four proposed artists, three fit the criteria: Amir Rashid, artist, educator and urban gardener; Kimberly Ellis, writer and scholar; Lakeisha Byrd, design consultant. The fourth artist was Jann Rosen-Queralt, a Baltimore-based artist with international public art credits.[6]

Equitable Development

- ✓ *Incorporates community restoration, stabilization, and anti-displacement strategies*
- ✓ *Addresses historic inequities*

- For over sixty years, the Hill District was isolated from downtown due to Interstate 579 and surrounding parking lots. The Frankie Pace Park improves the connectivity of the Hill District to Downtown.

Enhanced Connectivity and Mobility

- ✓ *Increase safe mobility and connectivity for all; including all abilities and ages*
- ✓ *Connect surrounding neighborhoods with public, private, civic, community and philanthropic sectors*

- In the 1950s and 60s, the construction of the Philadelphia Civic Arena along with other development activities including the development of I-579 permanently divided the city as the Hill District lost its access to Downtown. Close to 1,300 structures were razed and more than 8,000 residents displaced, uprooting Pittsburgh's largest predominantly Black neighborhood.
- Frankie Pace Park, which caps the I-579, has bridged this void, providing a walkable link to a neighborhood that lost its direct access to downtown.

[5] (HDR, 2024)
[6] (Adams-Friedson, 2023)

- In the coming years, nearby parking lots will be replaced with an urban street grid and new development to complete the connection.

Sustainability and Resilience

- ✓ *Positive climate impact*
- ✓ *Reduce environmental burden on community (reduce hotspots, effects of flooding etc.)*

- The lawns serve as permeable spaces to collect stormwater that currently runs off I-579's concrete pavement. Up to six inches of rainwater can be absorbed by the lawn's soil composition.
- In addition, storm water is collected by a network of open trench drains and directed to six rain gardens situated in the site's lower northwest corner. The water is retained in the rain gardens and lawn, where it is encouraged to evaporate, absorb into the vegetation, or gradually return to the public sewer system. Under the current circumstances, there will be a net decrease in the amount of stormwater discharged into the public storm sewer system.
- The park adds to the amount of urban tree cover in the city. Trees offer shade, filter water, and clean the air. They will lessen stormwater runoff and wind speed. Because trees provide shade, the urban heat island effect is mitigated, lowering surrounding building temperatures and lowering the energy required to cool them during the sweltering summer months.[7]

[7] (S&B USA , 2024)

3.2 Central Access Philadelphia

Philadelphia, PA

Image Source: Hargreaves Jones Associates

Date of Completion	Expected Completion by 2026[8]
Size	11.5 acres
Cap Details	~3000' of Mill & Overlay on SR 2001 (Christopher Columbus Boulevard) and ~2000' of full depth construction on Front Street, Chestnut Street, and Walnut Street combined.[9]
Budget	$329 million[10]
Funding Sources	$90 million - City of Philadelphia $100 million - Pennsylvania Department of Transportation Delaware River Waterfront Corporation $15 million - William Penn Foundation Other Sources: Federal Highway Administration, John S. and James L. Knight Foundation[11]
Owner/ Operator	PennDOT Development managed by Delaware River Waterfront Corporation (DRWC) on behalf of City of Philadelphia and Commonwealth of Philadelphia

The project involves replacing and extending the existing covering over I-95 between Chestnut and Walnut streets to improve pedestrian and multimodal connection between the city and waterfront.

[8] (Delaware River Waterfront Corporation, 2024)
[9] (Pennoni, 2024)
[10] (Chin, 2024)
[11] (U.S. Department of Transporation Federal Highway Administration, 2024)

Lessons Learned

Community-Centered Public Space

- ✓ *Strong community engagement informed design priorities*
- ✓ *Creative placemaking elevates local history and culture*
- ✓ *Community Stewardship / Inclusive Programming*

- PennPraxis, along with Delaware River Waterfront Corporation (DRWC) and a team of community-driven consultants from across Philadelphia, is driving the Penn's Landing Redesign Civic Engagement Project.
- The 18-month project includes working closely with Little Giant Creative and several community-based organizations: the Village of Arts and Humanities, SEAMAAC, and the Make the World Better Foundation
- The team has been working to craft an engagement approach that is connected and driven by residents, and that touches many corners of the city, rather than just "near neighborhoods." This incremental approach to engagement includes neighborhood-based focus groups and topic-based focus groups.
- Feedback is given directly to designers through an iterative design process, so that the park design will be a direct reflection of the diverse perspectives of Philadelphians that contributed to this process.[12]

Equitable Development

- ✓ *Supports local inclusive economic development and entrepreneurship*

- The centerpiece of the Cap project is the amenity-rich Park at Penn's landing that will feature a wide variety of activities as well as food and drink options. Upon completion the park is expected to generate $1.6 billion in revenue for the City, school district, and Commonwealth.
- The project is expected to create and sustain 1,850 permanent on- and off-site jobs and will generate ongoing annual tax revenues to the city of $35 million (including at least $9M for the School District of Philadelphia) and to the Commonwealth of $21 million. Cap will create a total one-time economic output of $3.9 billion in the Commonwealth of Pennsylvania and support over 28,000 construction and construction-related full-time equivalent jobs resulting in nearly $2 billion of new wages for worker support.[13]

[12] (PennPraxis, 2024)
[13] (U.S. Department of Transporation Federal Highway Administration, 2024)

- The approach of the project developer, Durst Organization, prioritizes minority participation and economic impact without the need for a taxpayer subsidy. Durst has pledged that a minimum of 40 percent of workers hired for construction and operational jobs will be BIPOC, and it will give a minority-owned development firm, preferably Philadelphia-based, an up to 20 percent equity stake in the project.[14]

Enhanced Connectivity and Mobility

- ✓ *Increase safe mobility and connectivity for all; including all abilities and ages*
- ✓ *Connect surrounding neighborhoods with public, private, civic, community and philanthropic sectors*

- Much of the Old City neighborhood's access to the river was cut off during the construction of the Interstate in the 1970s, which led to forced displacement of several residents and businesses. The Cap project aims to reconnect the Old City neighborhood and the Delaware River. It also provides strong interaction with new private development at its northern and southern edges and accommodates street traffic, surface transit, bicyclists, and pedestrians.[15]

[14] (PennPraxis, 2024)
[15] (U.S. Department of Transporation Federal Highway Administration, 2024)

3.3 Cap at Union Station

Columbus, OH

Image Source: Chicago Tribune

Date of Completion	2004
Size	0.6 acres of Retail Development
Cap Details	2 caps on either side of the traffic bridge. The West cap is 73.5' deep and the East cap is 53.5' deep.[16]
Budget	$9.54 million (Preliminary architectural design, cap platform and utility connections and development costs)
Funding Sources	Public: $1.3 million from ODOT $415,000 from City of Columbus (for title searches, preliminary architectural design and utility connections) Private: $7.8 million from Continental Real Estate Companies (Conventional loan, mezzanine debt and equity)[17]
Owner/ Operator	City of Columbus / Continental Real Estate Companies

The Cap at Union Station is a multi-million-dollar retail development that reconnects downtown Columbus with the flourishing Short North arts and entertainment district that was once isolated from the city center due to the construction of the I-670 Freeway. The Cap is composed of three separate bridges—one for through-traffic across the highway, and one on either side for the retail structures.

[16] (Urban Land Institute, 2005)
[17] (U.S. Department of Transportation Federal Highway Administration, 2024)

Lessons Learned

Equitable Development

- ✓ *Incorporates community restoration, stabilization, and anti-displacement strategies*
- ✓ *Readdresses historic inequities*
- ✓ *Supports local inclusive economic development and entrepreneurship*

    - The Cap at Union Station is built on two bridge structures running parallel to the High Street vehicular bridge across I-670. The pedestrian-friendly connection re-establishes the streetscape severed by an Interstate highway corridor, reuniting downtown Columbus with the vibrant Short North neighborhood.
    - The two bridges on the either side of the through traffic bridge provide 25,496 square feet (2,369 square meters) of leasable space, transforming the void caused by I-670 into a seamless urban streetscape with nine retail shops and restaurants.

Enhanced Connectivity and Mobility

- ✓ *Increase safe mobility and connectivity for all; including all abilities and ages*
- ✓ *Connect surrounding neighborhoods with public, private, civic, community and philanthropic sectors*

3.4 Lower Rainier Pedestrian Land Bridge

Seattle, WA

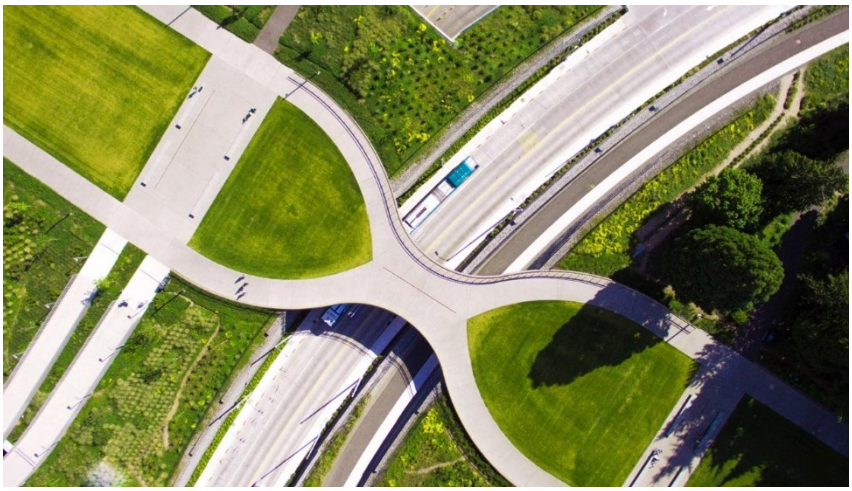

Image Source: GGN Ltd.

Date of Completion	2015
Size	6.3 acres[18]
Cap Details	600' long pedestrian bridge over Montlake Blvd and Pacific Place
Budget	$18.7 million
Funding Sources	Public: $4 million from University of Washington $4 million from SDOT $10.7 million from Sound Transit[19]
Owner/ Operator	University of Washington

The Lower Rainier Vista project was conceived to connect the new light rail hub with enhanced bus, bike, and pedestrian routes to the campus through the historic axis. This was an opportunity complete the original vision for the vista alongside the plans for the new regional light rail station.[20]

[18] (GGN Ltd., 2024)
[19] (University of Washington Board of Regents, 2010)
[20] (American Society of Landscape Architects, 2019)

Lessons Learned

Equitable Development

- ✓ *Incorporates community restoration, stabilization, and anti-displacement strategies*

Enhanced Connectivity and Mobility

- ✓ *Increase safe mobility and connectivity for all; including all abilities and ages*
- ✓ *Connect surrounding neighborhoods with public, private, civic, community and philanthropic sectors*

- The Rainier Vista's role as a campus relaxation space had been diminishing due to the infrastructural growth in the surrounding area that led to the campus extents blurring into massive parking lots.
- This project, alongside the plans for a new regional light-rail station, was an opportunity to connect the station with the campus along the Rainier Vista axis. The design incorporated bus, cycle and pedestrian routes woven together in a complex spatial system.

Sustainability and Resilience

- ✓ *Positive climate impact*
- ✓ *Reduce environmental burden on community (reduce hotspots, effects of flooding etc.)*

- The park lawns are adorned with carefully calibrated native plantations and heritage trees that extend a natural connection to the Mt Rainier. New trees were planted for future succession.

3.5 Park over the Highway

St Louis, MO

Image Source: CMT

Date of Completion	2015
Size	0.8 acres
Cap Details	100-foot x 285-foot land bridge[21]
Budget	$15 million
Funding Sources	Donations to the CityArchRiver Foundation St. Louis Proposition P funds (stewarded by Great Rivers Greenway) Transportation Investment Generating Economic Recovery (TIGER) Grant[22]
Owner/ Operator	Missouri Department of Transportation (MoDOT)

This project reconnected Downtown St. Louis with its riverfront and the Gateway Arch national monument, which was previously cut off due to the construction of Interstate 44. Part of a larger reimagining of the monument grounds, the small land bridge spans six lanes of I-44 and creates a seamless pedestrian connection between the historic courthouse and riverfront.

[21] (Crawford, Murphy & Tilly, Inc., n.d.)
[22] (U.S. Department of Transportation Federal Highway Administration, 2024)

Lessons Learned

Equitable Development

- ✓ *Supports local inclusive economic development and entrepreneurship.*

- CityArchRiver Foundation estimates that the project provides an economic impact of $367 million and 4,400 permanent jobs to the region, as well as 530 construction jobs.

Enhanced Connectivity and Mobility

- ✓ *Connect surrounding neighborhoods with public, private, civic, community and philanthropic sectors*

- St Louis's Gateway arch was cut off from the rest of the city by I-44 (then I-70), which in 2015 carried over 100,000 vehicles, including around 20,000 trucks per day. This made it difficult for visitors and locals to visit the Park. The park over the Highway project reconnected Downtown St. Louis with its riverfront and the Gateway Arch national monument.

Community-Centered Public Space

- ✓ *Strong community engagement informed design priorities*
- ✓ *Creative placemaking elevates local history and culture*
- ✓ *Community Stewardship / Inclusive Programming*

- As part of the overall planning process, National Park Service (NPS) and its partners worked with a universal design group to improve accessibility throughout the park grounds. This ensured that visitors of all abilities would be able to easily enter and use park facilities, including the freeway cap park.
- The Arch, the park grounds, and the adjacent Old Courthouse are all listed in the National Register of Historic Places, so NPS made additional considerations during planning to meet requirements included in Section 106 of the National Historic Preservation Act of 1966. These considerations included input from stakeholders in the area. As a result, NPS was able to mitigate project impacts to cultural resources.

3.6 Klyde Warren Park

Dallas, TX

Image Source: Klyde Warren Park

Date of Completion	2012 (Phase 1)
Size	5.2 acres
Cap Details	Spans 4 blocks over 8 laned Woodall Rogers Freeway (bounded by St. Paul on the south, Pearl to the north, and the Woodall Rogers Frontage Roads to the east and west)
Budget	$110 million (Phase1) + $60 million (Phase 2)
Funding Sources (Phase 1)	Public: $20 million Bond Funds from City of Dallas $20 million Highway Funds from Texas DOT $16.7 million Stimulus Funds from USDOT Private: $50 million from private donations made to the Woodall Rodgers Park Foundation[23]
Owner/ Operator	City of Dallas (privately operated and managed by Woodall Rodgers Foundation)[24]

A gold standard of freeway cap parks, Klyde Warren Park is a center of urban life. The park connects Uptown and Downtown Dallas and provides year-round community programming. The bridge is the world's largest suspended infrastructure to contain a park.

[23] (U.S. Department of Transportation Federal Highway Administration, 2024)
[24] (Klyde Warren Park, 2024)

Lessons Learned

Community-Centered Public Space

- ✓ *Strong community engagement informed design priorities*
- ✓ *Creative placemaking elevates local history and culture*
- ✓ *Community Stewardship / Inclusive Programming*

- The Klyde Warren Park, as a non-profit organization, focuses on bringing the community together. Its mission is to provide free programming and educational opportunities for the enrichment of visitors' lives, to showcase the diverse multitude of cultures and talents Dallas has to offer, and to be a town square where citizens may congregate to create traditions and memories together.

Equitable Development

- ✓ *Supports local inclusive economic development and entrepreneurship*

- Since opening in 2012 the park has had a $2.5B economic impact on Dallas. The project will further enhance the land value around the park, with taxes for those properties ultimately benefitting the City and institutions such as schools and hospitals.
- Revenue from rental use of the pavilion (being constructed in Phase 2 that began in 2022) will help fund the upkeep of Klyde Warren Park and ensure that the more than 1,300 programs and events offered each year at the park remain free to the public. [25]

Sustainability and Resilience

- ✓ *Reduction in transportation related pollution*
- ✓ *Positive climate impact*
- ✓ *Reduce environmental burden on community (reduce hotspots, effects of flooding etc.)*

- The park is designed to create a sense of discovery when moving from "room" to "room" throughout the 5.4-acre property. The park's sustainable landscaping includes 37 native and non-native plant species and 247 trees, transforming a former freeway into a beautiful urban oasis.
- The park's trees sequester an estimated 7 tons of carbon per year at maturity. The trees act as a natural bio-filter and reduce storm water run-off and mitigate urban heat.
- The trenches from the bottom of the concrete beams and concrete slabs act as planter boxes that allow the trees to grow to the desired size.
- The park has solar panels on the light poles and a high-efficiency lighting management system, supporting energy conservation.
- The cover over the freeway reduces traffic noise for both the surface level pedestrian traffic and the adjacent buildings.

[25] (U.S. Department of Transportation Federal Highway Administration, 2024)

3.7 Reconnecting Communities and Neighborhoods 2023 Awardees

Table 3-2 identifies 2023 RCN Grant Awardees with projects including a highway cap or stitch.

Table 3-2: RCN Grant Awardees

Project Type	State	Project Name	Applicant	Award Amount	Website Link
RCN 2023 – Capital Grants					
Capital	MO	Brickline Greenway: Midtown I-64 Crossing	Metropolitan Park and Recreation District, St. Louis	$9,925,000.00	https://greatriversgreenway.org/brickline/
Regional Partnership	TX	Bridging Highway Divides for DFW Communities	North Central Texas Council of Governments	$80,000,000.00	https://www.nctcog.org/getmedia/1eef88d3-6630-4658-8bb1-930906e159ce/Bridging-Highway-Divides-for-DFW-Communities-Federal-Grant-Award.pdf
Capital	TX	Our Future 35: Reconnecting East Austin to the Downtown Core	City of Austin	$105,200,000.00	https://www.ourfuture35.com/
Capital	GA	Phase 1 of the Stitch	City of Atlanta	$157,645,161.00	https://thestitchatl.com/
Capital	PA	The Chinatown Stitch: Reconnecting Philadelphia's Chinatown	City of Philadelphia	$158,911,664.00	https://www.phila.gov/documents/chinatown-stitch-project-materials/
Capital	OR	I-5 Rose Quarter Improvement Project	Oregon Department of Transportation	$450,000,000.00	https://www.i5rosequarter.org/
RCN 2023 – Planning Grants					
Planning	CA	Reconnecting East Los Angeles: 60 Green Bridge Project for Belvedere Park	County of Los Angeles	$800,000.00	https://www.fhwa.dot.gov/ipd/project_profiles/ca_belvedere_park.aspx
Planning	MN	Duluth I-35: Community Access Revitalization Study	City of Duluth, Minnesota	$1,800,000.00	https://dsmic.org/study/i35/
Planning	CA	Mend the Gap: Reuniting Barrio Logan through Freeway Lid Parks	San Diego Association of Governments	$2,000,000.00	https://greenthegap.org/
Planning	DE	Bridging I-95 Concept Study: Connecting Wilmington's Communities	Delaware Department of Transportation	$2,000,000.00	http://www.wilmapco.org/i95cap/
Planning	PA	Penn Avenue Cap Connector Project	Allegheny County Industrial Development Authority	$2,000,000.00	https://nextpittsburgh.com/wp-content/uploads/2023/09/Bakery-Square-PLDP.pdf
Planning	WA	I-5 Lid Community-Building and Planning Studies	The Seattle Office of Planning and Community Development (OPCD)	$2,000,000.00	https://lidi5.org/feasibility-study/
Planning	CA	Healing Hollywood	Friends of the Hollywood Cap Park, Inc	$3,599,760.00	https://www.hollywoodcentralpark.org/

3.7.1 Chinatown Stitch

Philadelphia, PA

Image Source: Interface Studios

Date of Completion	Construction is expected to start in 2027
Size	TBD
Cap Details	Approximately 2.5 blocks of Vine Street Expressway between 10th and 13th Street[26]
Budget	$158 million
Funding Sources	$158 million - Reconnecting Communities and Neighborhoods Grant[27]
Owner/ Operator	City of Philadelphia and Philadelphia Chinatown Development Corporation (PCDC)

The Chinatown Stitch aims to reconnect Philadelphia's Chinatown and Chinatown North neighborhoods with a cap, or series of caps, over I-676/Vine Street Expressway (Expressway) along with local roadway improvements. The study's objectives are to develop an infrastructure solution to meet longstanding community desires to address the historic harm caused by the Expressway.

[26] (City of Philadelphia and Philadelphia Chinatown Development Corporation, 2023)
[27] (U.S. Department of Transportation, 2024)

Lessons Learned

Community-Centered Public Space

- ✓ *Strong community engagement informed design priorities*
- ✓ *Creative placemaking elevates local history and culture*
- ✓ *Community Stewardship / Inclusive Programming*

- In Spring 2023 the study team sought to understand the Chinatown community's priorities and needs. They used effective, inclusive and meaningful public engagement tools and strategies. All audiences had an opportunity to be involved in the decision-making process.
- The city partnered with PCDC on engagement to ensure that opportunities for participation were distributed in a manner that responded to historic and ongoing disadvantages faced by marginalized groups.
- The City and PCDC incorporated non-technical language into all communications and provided interpretation and translation services. They provided written materials in Simplified Chinese and English, and Cantonese and Mandarin interpreters were provided at in-person events.

Equitable Development

- ✓ *Incorporates community restoration, stabilization, and anti-displacement strategies*
- ✓ *Addresses historic inequities*
- ✓ *Supports local inclusive economic development and entrepreneurship*

- The Equity Vision for the Chinatown Stitch aims at reconnecting Chinatown, reducing the negative impacts of the Vine Street Expressway and local lanes, and providing greenspace.
- The Chinatown Stitch will be implemented with complimentary policies and projects to ensure that the project enhances the cultural character of Chinatown as a work/live immigrant community, deepens its social cohesion through programming, reserves city owned land to increase affordable housing, does not directly or indirectly displace residents and small businesses, does not weaken the cultural identity, and will be a well-maintained community asset.

4 Summary: Lessons Learned

Community-Centered Public Space

- The involvement of stakeholder groups and associated agencies in identifying the primary aspects of community impact in the cultural, historical and geographical realms is critical.
- As highlighted in the Chinatown Stitch and Central Access Philadelphia projects, development of a community engagement framework that is accessible to the residents allows the project to stay true to its user needs. It also ensures continuous feedback by conducting reviews concurrently with the design process.
- Caps provide an opportunity to sustain and promote local culture and traditions.

Equitable Development

- Historically, construction of freeways has often divided established communities and disrupted their access to other parts of the city creating equity concerns.

- In several of the showcased case studies, the caps have helped reduce these disparities by improving connections to areas that provide better quality of life outcomes and/or creating employment opportunities (for example, Klyde Warren Park, Cap at Union Station and Central access Philadelphia)
- Caps are intentional investments to link various aspects of social infrastructure within cities.

Enhanced Connectivity and Mobility

- In addition to addressing issues of accessibility and equity, caps can also help improve the connectivity of isolated neighborhoods to:

— City centers/downtowns	Frankie Pace park
— Recreational areas/ parks/ riverfronts	Central Access Philadelphia, St. Louis Cap over the Freeway
— Retail and community development	Cap at Union Station
— Public transportation hubs	Lower Rainier Pedestrian Land Bridge

Sustainability and Resilience

- Designing caps over freeways provides an opportunity to add landscape and increased tree canopy to the existing urban fabric.
- Caps can also be used as strategic tools to mitigate the environmental impacts of flooding and excessive solar exposure, as in the case of Central Access Philadelphia and Klyde Warren Park.

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