CITY OF HARRISBURG

Reservoir Park Master Site Development Plan MAY 2017



Reservoir Park Master Site Development Plan

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CHAPTER Project Background

Reservoir Park

Situated on a ridge overlooking the center of Harrisburg, with spectacular views of the city, river and mountains, Reservoir Park has been a beloved recreation spot since the 19th century. Water reservoirs that inspire its name were first built in the late 19th century. The park layout, designed by Warren Manning during the City Beautiful movement, has remained essentially intact to this day. City budget constraints have resulted in maintenance and upkeep issues and the park is ripe for renovation in response to current needs.

Reservoir Park Plan Goals

- Increase overall use of the park.
- Attract a wider and more diverse cross section of park users than currently frequents the park that includes local and non-local visitors.
- Build new and lasting park user group constituencies.
- Create reasons to return to Reservoir Park again and again.
- Reestablish Reservoir Park as a source of pride for the community and City.
- Strive to create both short-term and long-term successes in the park.
- Respect the maintenance capacity of the City while making maintenance of the new Reservoir Park landscape a priority.
- Revitalize the park into a facility that is functional, environmentally appropriate and beautiful.

Regional Context

The City of Harrisburg, the state capital, is located in Dauphin County in south central Pennsylvania. The city lies on the east bank of the Susquehanna River and has an area of 8.13 square miles. Harrisburg's population, according to the 2010 Census, is 49,528. The city has wrestled with economic challenges in recent years. After being identified as an Act 47 distressed municipality in 2010, City Council adopted a recovery plan in 2013, which remains in place.



Figure 1.1 Regional Context Map

Demographics

Reservoir Park is bordered by neighborhoods with diverse socioeconomic characteristics. The census tracts within which the park is located has a poverty rate of 35% for individuals, with the poverty rate for children of 50%.

The principal land use surrounding the park is residential. Residential neighborhoods are predominantly feature single family and duplex homes in urban blocks. The Bellevue Park neighborhood (located to the southeast), with single family homes on larger tracts along winding streets, provides a contrast to the otherwise tight urban development in the area. The few of the adjacent commercial properties include: Jazzland Bar at Walnut and Linn Streets and City Line Bar and Lounge at State St. and National Civil War Museum Drive. The former Bishop McDevitt High School site sits directly to the south of the park. The school is currently vacant, although a Charter School is in the process of approvals to reopen the school.

Municipal Parks and Recreation System

The Harrisburg park system includes 11 parks, 10 neighborhood playgrounds and 2 pools. Reservoir Park, the largest park in the city, is one of the 4 major community parks which also include: City Island, Riverfront Park and Italian Lake. Additional parks scattered throughout the city are smaller neighborhood parks (from 0.3 acres to 9.1 acres), that feature playgrounds and ball fields.

City Island is a 63 acre island in the Susquehanna River, just west of city center. It offers a minor league baseball park, miniature steam train, miniature golf, arcade games, batting cages, a beach and beach house, playground, sand volleyball courts, fitness area, picnic pavilion, boat docks, and loading point for the "Pride of the Susquehanna" paddle boat.

Uses are a mix of passive and active recreation.

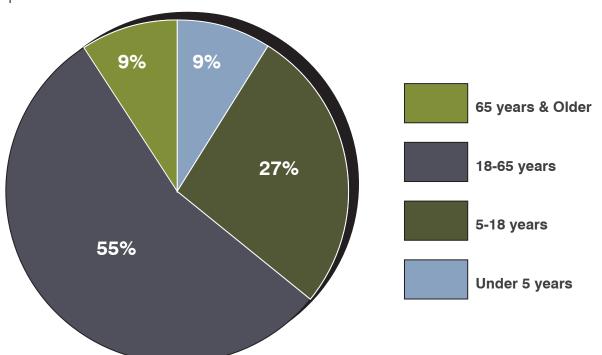


Figure 1.2 City of Harrisburg Age Distribution

Municipality	Name or Location	Dista fro Reser Par	m voir k	Acres / Miles	Playground	Basketball	Tennis	Volleyball
Harrisburg City	Reservoir Park	0	mi.	90	Х	X	Χ	
Harrisburg City	Capital Area Greenbelt	0	mi.	20 mi				
Paxtang Borough	Paxtang Parkway (CAGB)	0.3	mi.	1.3 mi				
Harrisburg City	Plesantview Playground	0.5	mi.	0.3	Х			
Harrisburg City	Norwood	0.7	mi.	0.4	Χ			
Harrisburg City	14th & Shoop	0.9	mi.	0.6	Х			
Harrisburg City	Royal Terrace/Summit	1.0	mi.	0.5	Χ			
Pennbrook Borough	Elm Street Station	1.0	mi.	0.1	Χ			
Susquehanna Township	Edgemont Park	1.1	mi.	11	Χ			
Harrisburg City	Vernon	1.1	mi.	0.8	Χ			
Harrisburg City	Sunshine Park	1.3	mi.	9.1	Χ	X		
Pennbrook Borough	Little Valley Park	1.3	mi.	1.6	Χ	Х		
Harrisburg City	Wilson Park	1.3	mi.	1.1	Χ			
Harrisburg City	Jackson Lick Pool	1.8	mi.	0.9				
Harrisburg City	Clovery Heights	1.9	mi.	0.6	Χ	Χ		
Harrisburg City	Riverfront Park	2.0	mi.	54.5				
Harrisburg City	Braxton	2.1	mi.	0.3	Χ			
Paxtang Borough	Paxtang & Simpson Street	2.2	mi.	2.5	Χ	Χ		
Harrisburg City	Cloverly Heights Pool	2.2	mi.	2.3				
Susquehanna Township	Veteran's Park	2.2	mi.	1.6	Χ			Χ
Harrisburg City	Penn & Sayford	2.2	mi.	0.3	Х			
Harrisburg City	Lottsville	2.2	mi.	0.3	Χ			
Harrisburg City	City Island	2.3	mi.	63	Χ			Χ
Harrisburg City	Shipoke	2.3	mi.	1	Χ			
Harrisburg City	4th & Dauphin	2.4	mi.	1	Χ	Χ		
Harrisburg City	4th & Emerald	2.5	mi.	1.7	Χ	Χ		
Susquehanna Township	Plum Alley Park	2.5	mi.	0.8	Х			
Susquehanna Township	Donald B. Stabler Memorial Park	2.6	mi.	7.9	Х	Х	Χ	Χ
Harrisburg City	Seventh & Radnor Sports Park	2.6	mi.	4.2	Х	Х		
Harrisburg City	Gorgas	2.6	mi.	0.4	Х			
Harrisburg City	Penn & Dauphin	2.7	mi.	0.3	Х			
Pennbrook Borough	Enders Memorial Park	2.8	mi.	11	Χ	Х		

Figure 1.3 Area Park Facilites within 3 miles of Reservoir Park (see appendix for full listing)

Multi Purpose Field	Baseball/Softball	Soccer	Bocci Ball	Picnic Area/Pavilion	Pool	Field House	Performance Area	Entertainment	Biking	Hiking	Walking Jogging path	Fitness Course	Wildlife	Scenic Area	Beach	Boating	Fishing	Ice skating
				Χ			Χ							Χ				
									Χ		Χ			Χ				
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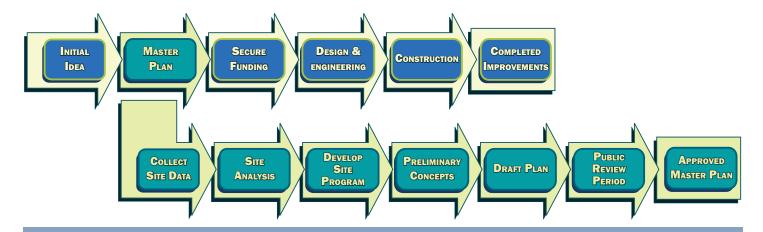


Figure 1.4 Master Plan Process

Riverfront Park is a linear park (approximately 3.5 miles) that runs parallel to the Susquehanna River and Front Street from Vaughn Street to Paxton Street. The park includes exercise stations, multi-purpose trail and the Walnut Street Bridge – a pedestrian walkway that connects the park to City Island. Riverfront Park hosts yearly festivals such as the Kipona. Riverfront Park is a part of the Capital Area Greenbelt. Riverfront park also offers passive recreation opportunities.

Italian Lake is a 9.5 acre park on the north end of the city. The park features a lake with classical fountain, formal gardens, a Japanese bridge and small stage where concerts are held during summer months. Italian Lake is a passive park.

Reservoir Park is an 87 acre park at the eastern edge of the city. A playground, basketball courts and tennis courts are active uses offered in the park. Passive uses include trails, a pavilion, fountains, gardens and a bandshell. The park is also the home of the National Civil War Museum.

The Capital Area Greenbelt is a 20 mile loop trail that runs through and around Harrisburg. The Greenbelt extends through Reservoir Park, along National Civil War Museum Drive. The Greenbelt helps to connect Reservoir Park to regional facilities throughout Harrisburg, including Wildwood Park and Riverfront Park.

Two county parks, Wildwood Park and Fort Hunter Park, are within or in close proximity to Harrisburg. These parks are predominantly passive in nature.

Nearby municipalities, Susquehanna Township, Penbrook Borough and Paxtang Borough, offer a total of 13 parks within 6 miles of Reservoir Park. These parks are predominantly active or provide a mixture of active and passive uses ranging in size from 0.1 acre to 11 acres.

The Master Planning Process

Figure 1.4 shows Master Planning as an early step in the process of Renovating an existing recreational facility. The Reservoir Park Master Plan study is a process to create a consensus for capital improvements, facilities and programs at Reservoir Park. A master plan provides estimates of probable costs for improvements and outlines a strategy for construction phasing. Potential funding sources for these improvements are also identified.

A master plan is a living document that provides guidance for park development. The plan must be flexible enough to adapt to the future needs of the City and community.

Following the completion of the Master Plan, the

steps toward construction are to identify and acquire funding for the first phase of capital improvements. Once these funding sources are identified and funding is acquired, detailed design, engineering and construction documents can be completed. The construction documents are then publicly bid and a contract is awarded to a contractor for the construction of the first phase of capital improvements. This process is repeated for subsequent development phases.

Public Participation Process

In late 2016, The City of Harrisburg selected the H. Edward Black (HEB) Team to lead the master planning and public participation process for Reservoir Park. A project Steering Committee comprised of residents and City Staff was assembled to help direct and inform this process. The HEB team worked with the City Staff and the Steering Committee to tailor the public participation process to the specific project

needs. Community input and support is extremely important to a successful master plan; because of this it is critical for the team planners, steering committee, and City to hear citizen's observation, needs, and their vision(s) for the park and to incorporate this information into the final master plan.

The public participation process for Reservoir Park included four (4) public meetings, six (6) steering committee meetings, four (4) focus group meetings, fifteen (15) key person interviews, and an online public input survey. All Steering Committee meetings were open to the public. Figure 1.2 depicts the project time line and the meetings dates of the project. Meeting notes and attendance records for all of the meetings can be found in the appendix of this report.

The first steering committee focused on cultivating information and developing the park program. A brief presentation by the design team reviewed the



Public Meeting 1 brainstorming session.

Park's site features via photographs. This information familiarized the attendees with the Park site. This initial presentation was followed by brainstorming sessions where the steering committee was asked to share their knowledge about and ideas for the Park. A second steering committee work session was held to review the site analysis, to identify the target audiences for the focus group meeting, review the on-line survey questions, and to discuss various areas of review for the market analysis.

During the first public meeting a presentations by the design team reviewed the Park's site features via photographs and analysis mapping to familiarized the attendees with the Park site. The presentation was followed by public brainstorming sessions where participants were asked for their ideas for the Park. Next a series of four focus group meetings, following the public meeting format, were held within the month. The focus groups targeted the arts community, education community, governmental agencies, and community advocacy groups.

The Third steering committee meeting work session was held to review the public feedback and review three initial concept plans for the park and receive feedback on the plan. During the second public meeting the initial concepts were presented and

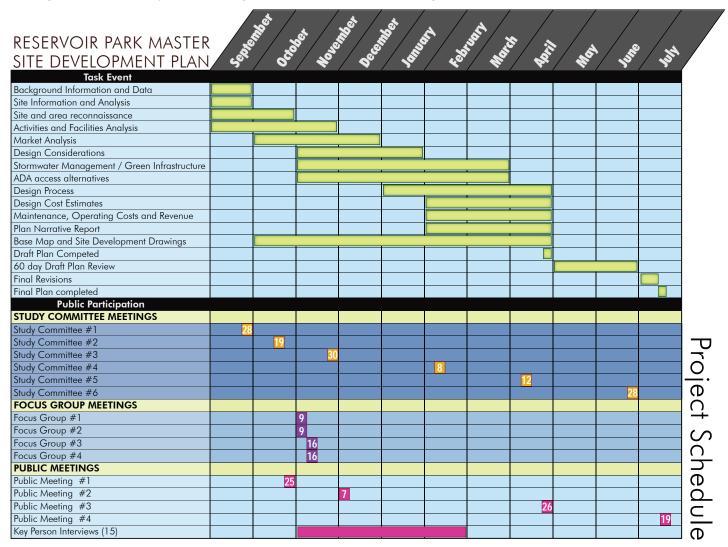


Figure 1.5 Project Schedule

the public was invited to provide feedback on the concepts and to vote on their favorite features and concept plans. The fourth steering committee work session was held to review the publics feedback and market analysis; and to advise on the direction of the Draft Park Master Plan.

The draft master plan was presented at the fifth Steering committee meeting and third public meeting for review and discussion. A sixty (60) day long review period was held for further public input to be gathered. The sixth and final steering committee meeting reviewed all comments and made final recommendations for the plan. The design team made all recommended revisions based on public, committee, City Staff and DCNR input. The final master plan was presented at the fourth public meeting.

Data Collection & Methodology

Information for the Base Map was compiled using the best available information. This information included: Geographic Information System (GIS) mapping provided by Capital Region Water and state PASDA site, tax maps, aerial photography, and information gathered from previous and ongoing planning efforts.

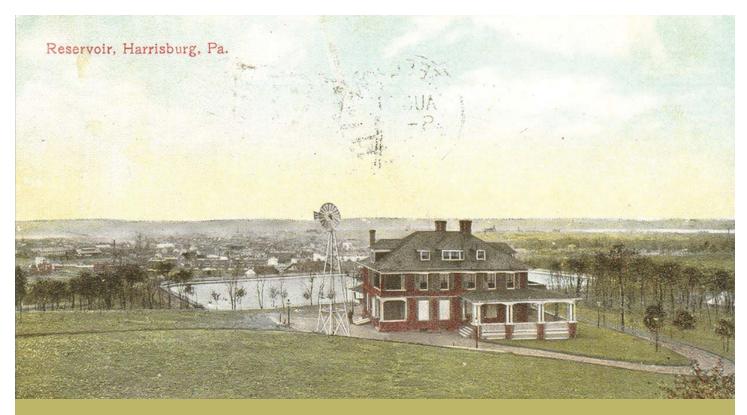


CHAPTER Inventory Analysis

General Park Description

Reservoir Park is the largest of the Harrisburg City parks, with an area of 87 acres. Located on the east side of the city, about half the park is within city limits, with the remaining half in adjacent Susquehanna Township. The park is situated on the highest point of the city with views of the city center, the Pennsylvania Capitol, the Susquehanna River and Blue Mountain. The site rises almost 200 feet from the Market Street entrance to "Flat Top," the field over an underground water reservoir, adjacent to the National Civil War Museum.

The park serves as a neighborhood park for residents of the surrounding community as well as a regional park for the greater Harrisburg area. Facilities that serve the neighborhood include basketball and tennis courts, playground, pavilion and trails. Unique offerings which set it apart as a regional draw include



Mansion at reservoir park circa 1897 (City Beautiful 2.0).

the bandshell, the Arts Village studios, fountains (although not currently functioning), the National Civil War Museum and the Capital Area Greenbelt connection. The bandshell hosts concerts and special events including the annual Shakespeare in the Park series and the Harrisburg Music Festival. The Capital Region Water reservoirs located in the park store potable water for distribution to the community. In addition to a 30 million gallon underground water reservoir at the northeast end of the park, two 6 million gallon above-ground reservoir tanks are prominent features to the southwest.

Reservoir Park's size, its location overlooking the city, its origins in the City Beautiful movement and the mix of active and passive recreation facilities all contribute to its significance. However, the number of visitors from the greater Harrisburg area have declined in recent years. Reasons include less maintenance and security in the park.

History

"The most important landscape features outside of, and near the city limits, is the ridge upon which the City Reservoir Park, the great summer playground of the people is located. From its summit, the highest point near the city, there is a fine panorama of the distant mountains, the river, the town and the ridge."

Warren Manning

Originally known as Prospect Hill, the name changed to Reservoir Park when the first city water reservoir was opened in 1874. The area around the reservoir was established as a park in 1890. In 1901, as part of the City Beautiful movement, Landscape Architect Warren H. Manning prepared a comprehensive park system plan for Harrisburg that included Reservoir Park. Expansion and improvements to Reservoir Park under Manning's plan included additional reservoirs, tennis courts, picnic pavilions, a nine-hole

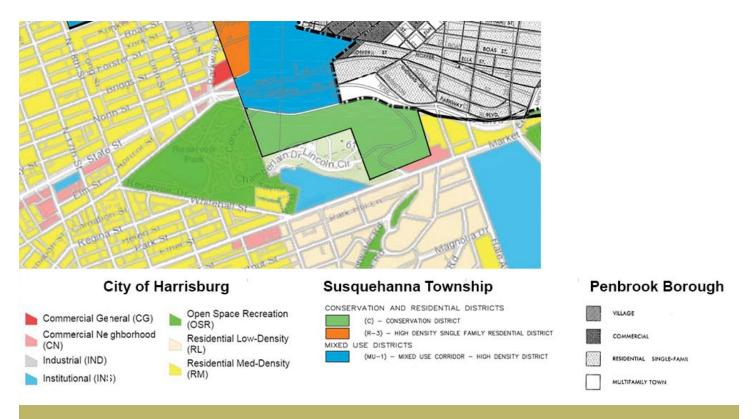


Figure 2.1 Zoning Map

golf course and an observation tower. The overall layout of Reservoir Park has remained essentially intact since the early 20th century, with several minor additions and renovations. A band shell was added in 1933 under the Works Progress Administration. This structure continues to play a central part in the identity of the park. The National Civil War Museum was constructed in the park in 2001.

Zoning

The western end of Reservoir Park is located in the City of Harrisburg, with the eastern section in Susquehanna Township. Park zoning in Harrisburg is OSR – Open Space / Recreation with outdoor recreation and public recreation uses permitted by right; maximum impervious lot coverage is 30%. Park zoning in Susquehanna Township is C – Conservation District in which public parks, recreational areas and greenways are permitted uses with a maximum allowable impervious lot coverage of 30%.

Surrounding land uses

The principal land use surrounding the park is residential. Residential neighborhoods are predominantly feature single family and duplex homes in urban blocks. The Bellevue Park neighborhood (located to the southeast), with single family homes on larger tracts along winding streets, provides a contrast to the otherwise tight urban development in the area. The few of the adjacent commercial properties include: Jazzland Bar at Walnut and Linn Streets and City Line Bar and Lounge at State St. and National Civil War Museum Drive. The former Bishop McDevitt High School site sits directly to the south of the park. The school is currently vacant, although a Charter School is in the process of obtaining approvals to re-open the school.

Community Planning

Relevant County and City planning documents include:

Dauphin County Comprehensive Plan (2008)

Several sections of the plan encourage preservation and enhancement of the natural environment as well as cultural and historic features and provide for both active and passive recreation in close proximity to where people live. Providing for the community's recreation needs, protection of existing natural areas and the beloved cultural and historic elements in the park will help to guide proposed enhancements to Reservoir Park.

Chapter 3, Natural Resources, refers to the countywide objective (NR-1) of "preserving and protecting Dauphin County's natural environment."

Chapter 9: Community Facilities, Services and utilities Plan; Statement of Goals, Objectives and Strategies includes:

CFS&U – 1.8.B – Focus recreational programs and facility locations on preserving the cultural, historic and natural features, as well as environmentally sensitive areas, of Dauphin County

CFS&U-1.8.D – Provide recreational facilities for active and passive uses close to where people live

Dauphin County Parks, Recreation, Open Space and Greenways Study (2009)

The Study Vision Statement objectives outlined below will help to guide proposed improvements to Reservoir Park. These focus on visual landscape character, preserving and utilizing natural and historic features, enhancing recreation opportunities and providing for non-motorized connections.

Vision Statement includes the following objectives:

- Preserve and enhance the visual character of Dauphin County's landscapes.
- Improve the quality of life for residents and the visitor experience for tourists.
- Create a network of natural and historic features throughout the County that serves as an educational tool for the public.
- Enhance recreational and exercise opportunities in appropriate settings.
- Provide opportunities for non-motorized transportation links, connections, and pathways in appropriate settings

"The City as a Park," A Strategic Initiative Adopted by City Beautiful 2.0 (adopted by City Beautiful 2.0 2016)

When Harrisburg began its comprehensive planning process, the concept of our "city as a park" was proposed as an organizing concept. Members of City Beautiful 2.0 (CB 2.0) were asked to develop this concept. Their work resulted in "The City as a Park" which was provided to those preparing the City of Harrisburg's recent comprehensive plan. The report includes defining principles as well as specific goals for parks.

Defining Principles include:

- Maintain a system of public parks and public spaces as a whole and undivided system that includes all assets: large, city-wide parks; neighborhood parks and playgrounds within walking distance of every resident; public "squares" and gathering spaces; street furniture; connecting boulevards and parkways; and treelined streets throughout the city.
- Integrate public art into our public parks, and other public spaces.
- Establish a non-profit conservancy responsible for the management and maintenance of the "city as a park," including park programming

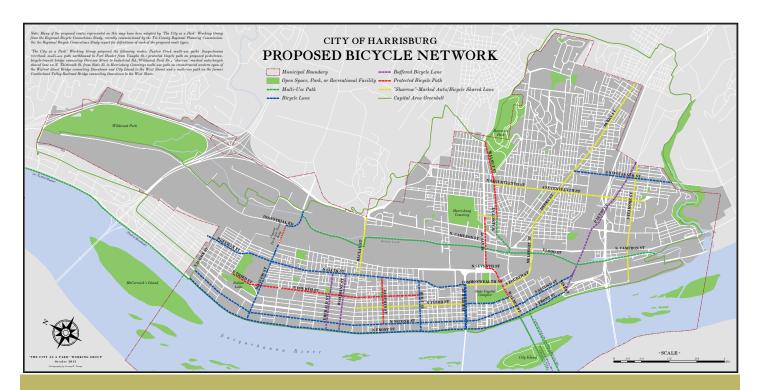


Figure 2.2 Proposed Bicycle Network from City Beautiful 2.0 Plan (Cartography by Jeremy R. Young)

and recreation, with the city retaining ownership of public property and responsibility of the parks systems basic capital infrastructure.

Reservoir Park Goal:

Reconnect Reservoir Park to all residents of the City and better connect the resources within the park.

Easements Covenants and Restrictions

The City of Harrisburg has no known records of deed restrictions, easements or rights or ways within Reservoir Park. However, public water reservoirs, water lines, sanitary sewer lines and storm sewer lines are present in the park. Capital Region Water (CRW) took ownership of the city's water, sanitary sewer and storm sewer infrastructure in 2013 as part of the city's financial recovery plan. Although CRW has no known records of easements within Reservoir Park, assumed easements must be honored to protect these utilities.

Site Access

Reservoir Park is easily accessible from Harrisburg and from major highways via State St., Market St. and Walnut St.

The park has five (5) vehicular access points -

- State St. and National Civil War Museum Drive
- Parkway Blvd. and National Civil War Museum Dr.
- Market Street and National Civil War Museum Dr.
- Market St. and Taylor Blvd.
- N. 18th St. and Reservoir Drive

The Parkway Blvd and Taylor Blvd. access roads are currently closed to vehicular traffic by gates.

State Street and National Civil War Museum Dr. is a signalized intersection which provides access to the site. However, minimal signage and multiple streets and drives within a short distance of State Street create a confusing entrance lacking visual clear clues for visitors.

The 18th Street and Reservoir Drive entrance is an

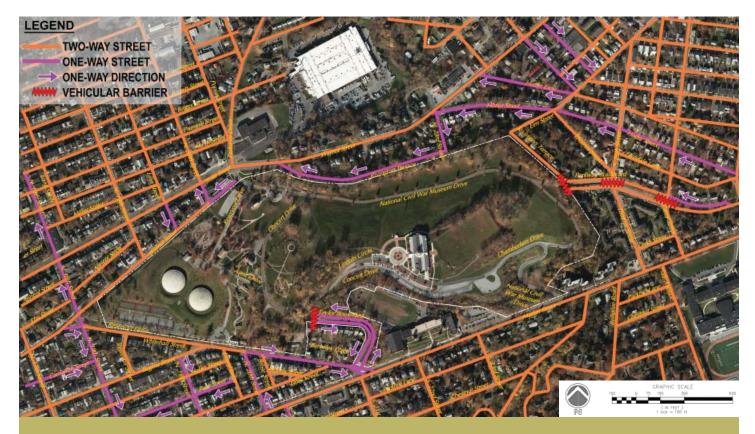


Figure 2.3 Existing Circulation Map

impressive gateway, marked with masonry piers salvaged from the original State Capitol Building. However, a confusing multi-street intersection of one-way and two-way street patterns requires multiple turning motions to enter the park with numerous points of conflict.

The vehicular entrance to National Civil War Museum Dr. from Market St. is an unsignalized T-intersection with basic signage.

Pedestrian access walkways into the park from surrounding neighborhoods is limited to the western half of the park. The park has seven (7) pedestrian access points:

- State St. and National Civil War Museum Drive (ADA)
- Whitehall and Regina St.
- Whitehall and Reservoir St.
- N. 18th St. and Reservoir Drive (ADA)

- Walnut St. and Linn St. (ADA)
- Walnut St. and N. 20th St.
- Walnut St. and Reservoir Dr. parking lot

Pedestrian access points noted as ADA may not meet current guidelines. Dedicated pedestrian walkways are few within the park, therefore pedestrians and joggers often use roadways.

The Capital Area Greenbelt, a 20 mile loop trail that runs through and around Harrisburg, extends through Reservoir Park for a half mile stretch along National Civil War Museum Drive. This helps to connect Reservoir Park to regional facilities throughout the city. This portion of the greenbelt is on-road, without a dedicated lane within the roadway. The National Civil War Museum Drive is a one way road, so bicyclists on the Capital Area Greenbelt are technically going the wrong way when heading east.

Because of City street patterns and one-way