Supporting Our Parks

A Guide to Alternative Revenue Strategies

NEW YORKERS FOR PARKS

Supporting Our Parks

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June 2010

Cover image: The Shake Shack in Manhattan's Madison Square Park has become a character-defining element of the park that draws additional visitation. ©2008. David Silverstein for New Yorkers for Parks.

Image this page: A unique concession could utilize this historic building in Queensbridge Park in Queens and bring much-needed revenue and 'eyes' to the park. ©2007. William DesJardins for New Yorkers for Parks.

Executive Summary

Supporting Our Parks: A Guide to Alternative Revenue Strategies, a study carried out by New Yorkers for Parks during 2008 and 2009, presents a flexible strategy for addressing the chronic maintenance and operations budgeting shortfall in the New York City Department of Parks and Recreation (DPR) system.

The framework presented in this study was developed to satisfy these goals: (1) ensure equitable access for New Yorkers and visitors to parks that are maintained in good or excellent condition; (2) distribute a fair share of funding across the 1,700 parks and playgrounds contained in the system; (3) help individual parks and playgrounds to address varying visitor needs, conditions, and communities; (4) seek consistent, growing sources of income to support maintenance and operation; and (5) identify and deploy creative and proven revenue-generation tools that will directly contribute to the 'self-sustaining' metric of New York City parks.

The maintenance and operations budget shortfall persists despite a trend of increases in parks budgets over the past several years, the current downturn notwithstanding. A number of factors contribute to this shortfall: the high rate of visitation to our parks; a rapid expansion of the parks system that continues to incorporate more challenging brownfield and waterfront spaces; demographic shifts and population growth, particularly in many formerly industrial parts of the city; and the impact on physical structures and the ecosystem due to climate and environmental changes. The changing composition and increase in aggressive pests in the urban forest is one of the first indicators of larger environmental traumas to come.[1]

At the same time, the cost of maintenance and upkeep continues to grow disproportionately, as many of these new parks have higher costs of upkeep or enjoy more use per square foot, which is accompanied by greater demands on the physical structures of the parks. Furthermore, many new parks have "self-sustaining mandates," which means that they are created without additional maintenance funding from the City.

As a result, DPR has experimented with a number of approaches to fill these funding gaps. DPR and its partners must be acknowledged for their pioneering efforts in this arena.

The single greatest obstacle to proactive long-term budget planning for maintenance and operations is funding volatility, much of which is attributable to macroeconomic cycles.

This study offers "reforms in action": a menu of strategies that exist in various parks across the country and can be mixed and matched to develop a broader portfolio of revenue sources than is currently available to DPR. These strategies are suited to the system level, to categories of parks, and can also be creatively and meaningfully applied to individual parks.

The "reforms in action" are drawn from the experience of park and public lands managers throughout the United States and Canada, studies and reports relating to New York City parks that were completed during the past decade, and current dialogue surrounding parks funding.

As a public good, these recreational and contemplative spaces are open to all residents and visitors to enjoy. Everyone benefits to some extent from New York City's parks, whether through recreation, cleaner air, or higher real estate values, and so it is in the public's best interest to keep our parks in healthy operating condition.

Because of the widespread value of the city's parks, striking a balance between park funding and optimum operation is critical to the park system's health. Yet, New York City's parks are not equally funded and the exceptions create the rule. On the successful side, flagship parks such as Central Park tend to have strong public-private partnerships and unique concessions rules to supplement their upkeep; other parks such as Bryant Park benefit from special business improvement tax districts; and some parks such as Riverside South are funded in perpetuity through agreements with adjacent development. At the other end of the spectrum, many neighborhood parks suffer from inconsistent funding and deferred maintenance.

Additionally, a growing body of evidence suggests that the benefits of parks accrue to a greater extent to landowners in close proximity to parks. Within the past few years, methodologically sound studies by New Yorkers for Parks, the Friends of Hudson River Park, and the Central Park Conservancy – with the assistance of strategic partners – have demonstrated this correlation.

Owners benefit from higher land values, higher commercial and residential lease rates, and lower tenant turnover. These owners are benefitting from public investment; as a result, there may be some justification in trying to assess a tax on this incremental financial benefit.

At the same time, parks that are maintained in good condition also contribute to local economic development, provide greater returns to the surrounding community, and could potentially host more financially viable concessions. Taken together, these factors suggest a cycle of growth and development that could, in turn, provide increased funding for the maintenance of these parks.

Context

For the city-builders of more than 100 years ago, the link between parks and economic development was obvious. Civic and commercial leaders committed to great investments, and there was, in fact, an inter-city race for the largest and most sublime parks to be designed by celebrity landscape architects such as Olmsted and Burnham. "What has not Central Park done for New York, Fairmount Park for Philadelphia, and Druid Hill for Baltimore? They have greatly increased the value of property in those cities and stimulated the influx of wealth and population."[1]

While America's cities have undergone tremendous changes as they have matured, a 2002 Ernst & Young study commissioned by New Yorkers for Parks reaffirmed the economic value of signature parks – and neighborhood parks – throughout the five boroughs of New York City.[2] This study is but one of dozens nationwide that have demonstrated the same financial returns of parks and open space that are maintained in good condition. However, a portion of the economic value of parks is, but for some rare exceptions, not returned directly to these parks for their continued upkeep. Where this reinvestment does occur, the parks – and the surrounding community – are economically better off.

New York City's 1,700 city parks and playgrounds comprise 14% of the city's land area, but the NYC Department of Parks & Recreation receives less than 0.5% of New York City's annual budget. Although the budget has increased substantially since the early 1990s, the economic downturn has forced significant cuts to DPR's budget since the 2008 fiscal year. While several of the larger parks are cared for by public-private partnerships, most of the neighborhood parks are not.[3] Means must be found to support the continued upkeep of these parks, with the principles of equity and good governance to ensure transparency and access.

Securing and perpetuating support, a universal challenge for parks and park systems, has resulted in many creative solutions. But the quest for the "self-sustaining" park remains elusive, in spite of the political pressure that has been exerted over the past 20 years to create such a model. For the most part, parks across the country remain dependent on funding derived from tax revenue, with program revenue providing only a supplementary funding stream. Even Bryant Park depends in part on tax revenues assessed through its Business Improvement District. As a result, political will continues to drive annual budgets.

Historically, there has always been greater political will for park-building than park maintenance. Furthermore, park-building today has shifted from "rural parks" to more challenging and more heavily trafficked sites such as linear waterfront parks, brownfields, and mothballed military installations. And, to complicate matters, parks maintenance funding is frequently a shared responsibility that is difficult to forecast, as in the case of Governors Island, which until recently was a shared responsibility among the US National Park Service, New York City, and New York State. Finally, because of the nature of public sector budgets, inconsistent funding often results in urgent but backlogged maintenance projects and the perception of a failure of the social contract between government and the people.[4]

Commerce and Central Park

Valuing Central Park's Contributions to New York City's Economy

Central Park is one of the most famous and most-cited examples of city-building: the icon is integral to the identity of New Yorkers, is one of the city's greatest resources, and from the beginning clearly played a role in the economic development of the surrounding neighborhoods and boosted nearby property values.

A study commissioned by the Central Park Conservancy and released in 2009 shows that in 2007 Central Park had the following economic development impacts, based on multiplier effects and incremental property value gains:[1]

- Direct park spending by strategic partners and DPR, concessions, events, and activities yielded $395 million in economic activity and 3,780 full-time equivalent jobs

- The park added $17.7 billion in incremental value to surrounding properties; the average value of these properties grew 73% faster than control group properties over the past decade

- Central Park directly and indirectly generated more than $656 million in tax revenues. This is comparable to the DPR's annual total budget (maintenance, operations, and capital expenditures) for the entire city

The Central Park Conservancy was created in 1980 to reverse the blight afflicting Central Park. In fiscal year 2007, the Conservancy's unrestricted revenues totaled $56 million and its expenses totaled $37 million. It is now the primary planning body, caretaker, and administrator of Central Park, with more than 300 employees.[2]

The rehabilitation and continued good maintenance of Central Park has resulted in positive effects on visitation, spending, and real estate values. Furthermore, there is a correlation in the decrease in crime and the increase in visitation due to the public perception of safety.[3]

Central Park also hosts signature and one-time events with tremendous economic benefits for the city – as well as civic, cultural, and recreational benefits for New Yorkers and visitors. Examples include recurring events such as the ING New York City Marathon, Opera in the Park, Summer Stage, and one-off events such as The Gates installation. The Gates, which was staged during February – typically the slowest tourism month for New York City – drew 4 million visitors, including 1.5 million from outside New York City and is believed to have generated $254 million in additional economic activity.[4]

"There is an impression with some that the world has been swept away by a ruinous rage for parks… [but] no city possessed of a rural park regrets its purchase. During the last year, New York City, which has the largest and costliest experience of park-making of any city in the world, has been purchasing land for six additional parks, averaging 600 acres each in area."

Excerpted from a report submitted on January 26, 1889, to the Committee of the Whole House on the State of the Union[5]

Parks Are a Public Good

Parks are essential to our well-being, to the health of our cities, and to the environment. Access to New York City parks, like most municipal parks, is universal and free to all. In economic terms, these parks are a public good, in that they are a unique resource available to all. There is no way for the market to assign the costs of the parks to all of the many parties who directly and indirectly benefit from the parks.

For a system that comprises 29,000 acres, or 14% of New York City's land area, these costs are tremendous. As a result, the government intervenes and pays for the parks on behalf of all taxpayers, distributing the cost. Proponents of a more conservative approach to fiscal policy constantly renew calls for developing self-funding or self-supporting parks.

The costs associated with parks present an ongoing challenge, because parks budgets are dependent on cyclical city budgets and political will. In order to provide supplementary support, many parks systems have attempted to overlay marketplace mechanisms. For example, many systems have developed sources of program revenue, such as concessions agreements or special events fees. Examples of urban parks and public lands that have sophisticated program revenue and events fee structures include the 400-unit National Park Service, Golden Gate Park in San Francisco, Millennium Park in Chicago, and Piedmont Park in Atlanta.

There are some notable public-private partnerships that bear a portion of the costs of park management, as is the case with the Central Park Conservancy and the Prospect Park Alliance. It must be noted, however, that these parks still receive baseline operational funding and some capital investment from the City of New York.

Newer initiatives nationwide to create "self-sufficient" parks include tying new parks funding to developer fees, particularly the development of luxury condominiums; leveraging parks funding through community benefits agreements; funding habitat restoration through mitigation funds from wetlands and habitat loss due to projects such as airport expansion; and civil damages against large polluters or responsible parties in industrial accidents such as oil spills.[6]

There is a constant tug-of-war over parks funding. To counter frequent taxpayer backlash, and because of strong parks advocacy and general research interest, a substantial body of expert knowledge, research, and literature has emerged to quantify the value of parks. For example, the public health value of parks and recreation has been well-established, including quantification of the lifetime cost-savings of a healthier population.[7]

Economic Externalities

The relationship between a park that is in good condition and real estate values is a special case that could be used to match some direct benefits to costs. There are clearly direct beneficiaries from what economists would term the positive externalities of parks. Property values are directly impacted by parks, and property owners realize easily measurable gains, including higher lease and rental rates, longer tenure of lessees, and an increase in property values that is realized at the time of the sale.[8]

At the same time, luxury residential developers – Riverside South, for example – have shown a willingness to fund adjacent parks, which demonstrates that the developers recognize a tangible value for these parks. And, in fact, the Real Estate Board of New York cosponsored the study, *The Impact of Hudson River Park on Property Values*. For smaller municipalities, economists have demonstrated that there is a correlation between open space and property values throughout the entire municipality. Intuitively, this makes sense because more affluent municipalities will tend to have a greater amount of open space that is maintained in good condition.

In the case of urban parks, there are many more neighborhood factors at work and, as a result, the economic impacts can be harder to isolate. In spite of these challenges, however, there is a growing body of evidence that there are measurable monetary gains for those who own property within close proximity of a park. In fact, two of the lessons learned through the New Yorkers for Parks/Ernst & Young study [see page 10 sidebar] were that strategic parks investments correlate with an increase in real estate values and that the proximity of parks that are in good condition "affects private sector real estate investment decisions."[9] Furthermore, "when a park capital appropriation is part of an overall strategic plan, accompanied by effective maintenance and community involvement, the economic return for the City can be significant."[10]

Parks Have Minimum Budget Needs To Be Kept in Good Condition

A community will only realize positive externalities from parks if the parks themselves are in good condition. Bryant Park is the classic example of this phenomenon. In the early 1980s, this park located in the heart of Midtown Manhattan, which contains some of the world's most valuable real estate, was blighted to such an extent that it was a no-go zone for the thousands of people who lived and worked in the immediate vicinity. Proximity to Bryant Park harmed the value of the surrounding properties. To address this problem, parties that had a direct economic interest in improving Bryant Park, with support from the City of New York, formed the Bryant Park Restoration Corporation.

The rest of the story is legend in the world of parks and municipal government: the partnership completely overhauled the park and took the lead role in ongoing maintenance; as a result of this intervention, Bryant Park has become one of the most popular open spaces in Midtown, is home to a number of signature events during the year, and real estate values for the properties in close proximity to the park have soared.[11]

This case is important for a number of reasons, particularly for the definition of "good condition." The implication is that, somewhere in the transformation from squalor to glamour, there is a break-even point in terms of park investment. For New York City, this is in light of operations expenditures per capita that rank 21st among major U.S. cities.[12] For those who argue against the unchecked expansion of government expenditures and services, Bryant Park would represent an extreme in terms of high-end park investment. By correlating an objective parks rating system with levels of capital and maintenance funding, however, there should be a clear threshold level that could be extrapolated to any park based on factors such as acreage, visitation, amenities (number of playgrounds, for example), and environmental conditions (waterfront, for example). For FY06-FY07, "new waterfront parks will require around $135,000 an acre each year for management, maintenance, security and creative programming."[12] To traditionally fund annual recurring costs, the 700 new acres of waterfront parks and public spaces that are being added would require an additional $100 million in public support[14] – when the overall park operations budget is approximately $270 million in 2009, or approximately $9,310 per acre.[15]

Park Budgets Are Cyclical and Perennially Underfunded

Balanced budget requirements force municipalities into a volatile budget cycle that is highly detrimental to any kind of infrastructure, which requires large periodic capital expenditures and substantial ongoing maintenance. Furthermore, parks are the last infrastructure priority behind public safety, water supply, transportation, and other immediately critical types of infrastructure.

While the city has undertaken an enormous citywide park-building campaign, with ambitious goals laid out by PlaNYC, New York City's maintenance funding for the New

Report Card on Parks

Performance Metrics for NYC Parks

New Yorkers for Parks' award-winning *Report Card on Parks* measures park and beach maintenance conditions, with a particular focus on neighborhood parks that receive less maintenance attention than those parks that receive private funding. The Report Cards provide relevant, independent performance metrics.

The Report Card on Parks has three goals:

- Provide communities with an assessment of how their neighborhood park is performing in comparison to other parks in the city

- Provide an independent assessment of neighborhood park performance from year to year against a defined minimum level of service

- Spark debate among communities, public agencies, and advocates about how best to improve and maintain neighborhood parks in need

Clear performance metrics and similar measurement tools are an essential component of community engagement, resource allocation, and long-term planning.

Parks and Property Values

The Impact of Hudson River Park on Property Values

History: Planning efforts for the development along the West Side waterfront began in 1972, but the "Westway" project that came out of those efforts was abandoned in 1985. In 1986, the City and State formed the West Side Task Force, which was succeeded in 1990 by the West Side Waterfront Panel, which reviewed construction of a park. The Panel recommended setting aside three commercial nodes, with the leases supporting park operations and maintenance. The Panel also recommended that the park be funded in part by a portion of the appreciation in nearby real estate values that could be attributed to the park.

At that time the land around the park "was largely a wasteland, with the few remaining businesses and warehouses providing little return to the public in terms of usefulness or tax revenues."[3] The incremental growth in real estate values was expected to be significant.

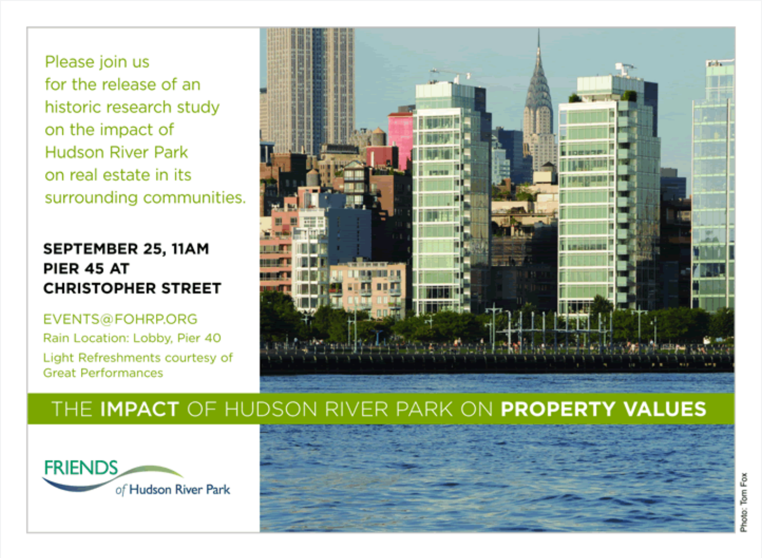
The Park's Creation: In 1992, the City and the State signed a Memorandum of Understanding creating the Hudson River Park Conservancy and agreed to jointly fund the development of the linear waterfront park, stretching from Battery Park City in the south to 59th Street in the north, totaling approximately 150 acres in area. From inception, Hudson River Park was envisioned as a self-sufficient entity, after initial City and State matching capital expenditures of $100 million each.

The park vision called for two ongoing revenue sources: leases and use fees from commercial enterprises within the park and a direct tax capture, to be retained by the park, based on the incremental growth of the value of the adjacent real estate.

The Conservancy cleared the land for the park, constructed temporary trails, and found temporary revenue-generating uses for the piers. The City committed $100 million, but State funding was not forthcoming until 1998, when the State passed legislation explicitly authorizing the matching commitment and creating the Hudson River Park Trust, a joint City-State agency, to build and operate Hudson River Park.

By 2003, the Trust completed the Greenwich Village section of the park. Even before the completion of this section, new luxury residential development adjacent to the park began to come online.

"Moreover, from the level of construction activity along the new park, it was also apparent that new State and City



tax dollars were being generated through construction wages, materials purchases, and sales and transfer taxes."[4] Furthermore, "it is worth noting that neither the number of sales nor prices along the Greenwich Village waterfront increased significantly between 1992 and 1995 when the waterfront was cleaned up, but escalated sharply only when this section of the park was nearing completion in 2003."[5]

Today: In fall 2008, the Friends of Hudson River Park and the Regional Plan Association released a study on the impact of one section of Hudson River Park on surrounding property values. The study found that there have been positive impacts that have greatly exceeded the amount of investment in that section of the park. In other words, the park is generating significant added value.

The Impact of Hudson River Park on Property Values quantified that, for the Greenwich Village section of the park that was studied, "the value attributable to the Park would approach $200 million."[1] In reality, however, only the revenue from the commercial uses has been realized, and this has been sufficient to cover only the maintenance and operations costs.

The park faces significant challenges as a result: (1) the maintenance and operation of the full build-out of the park, which will soon be realized, outstrips the commercial revenue; (2) as a waterfront park, the costs of long-term capital maintenance and replacement of bulkheads and saltwater resistant furniture, buildings, and plantings are significantly higher and will recur more frequently than a landlocked park of similar size;[2] (3) heavy visitor use of the waterfront park is driving higher maintenance and operation costs, and, (4) currently, there is no funding (and no reserve, or sinking, fund) for future capital expenditures for replacement or expansion.

The strategy proposed by the Friends of the Hudson River Park seeks to create a Business Improvement District (BID). A BID would be voted in by a majority of property owners and charted by the City of New York. Property owners within the BID would pay additional property taxes that would be dedicated to Hudson River Park. Friends chose the BID mechanism because the City of New York already utilizes BIDs extensively, some of which include support for trees and parks.

York City Parks Department, when adjusted for inflation, is less than it was in 1986.[16]

The Politics of "Self-Supporting" Parks

Prior to the 1980s, the public and elected officials operated under the assumption that public parks should be provided and maintained, free of charge, and supported in full by taxes, much like public education. This was largely based on historical precedence.

In 1979, voters in California passed Proposition 13, which substantially reduced the state's revenues by capping property taxes. This was the most notable manifestation of a nationwide taxpayer backlash, which coincided with a nationwide recession and "stagflation."

This coincided with New York City's fiscal crisis, which reflected the collapse of this city's political and budget process for providing civic infrastructure and programs. Since the late 1970s, state and municipal budgets have become far more complex and tax revenues have become less and less able to cover "extras" such as parks.

Politicians are under pressure to fund priorities such as police and fire protection, more critical infrastructure, equal access to public education, and pensions and

A Model Public-Private Partnership

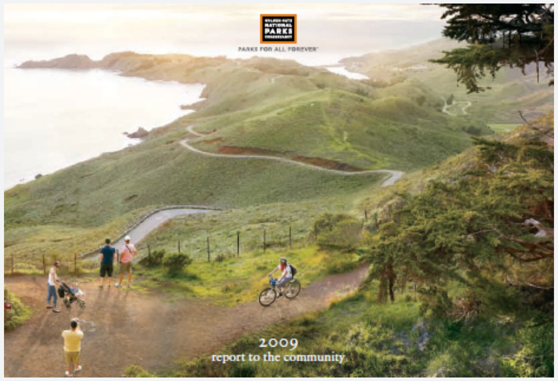
The Parks Conservancy and the Golden Gate National Parks

In 1972, Golden Gate National Recreation Area in the San Francisco Bay Area was created by the same legislation that designated Gateway National Recreation Area around New York Harbor. Golden Gate spans three counties and covers approximately 75,000 acres in a region that is home to 6 million people. Golden Gate, much like Gateway, absorbed a number of urban locations, heavily-trafficked beachfront areas, and campuses of crumbling historic structures that had been part of military and government installations.

One of those sites, Alcatraz Island, was a focal point of much of the Bay Area, but there was no public access. In the early 1980s, the Golden Gate National Parks Association incorporated as a non-profit and was officially designated as a cooperating association by the National Park Service. Working with a ferry service provider, the Association developed an audio tour of the portions of Alcatraz that could be visited safely by the public, and also created a small park store.

The earned income that has been generated over the intervening years has been in the tens of millions of dollars, and the Association, now called the Conservancy, has more than 300 employees and operations at dozens of sites within Golden Gate National Parks. As well, Alcatraz is now one of the most-visited tourist destinations in the Bay Area. Income from the ferry concession and on-island operations has supported stabilization and renovation of more of Alcatraz, while funding visitor services and park improvements at several other sites. There are also services that bundle together lesser-known sites, in addition to cross-park marketing and promotions.

Earned income strategies include value-added tours, summer camp and educational programs, concessions and interpretive products, major events, cafés, and retail outlets.



entitlements, leaving the remainder to parks. Around 1980, public-private partnerships began to arise to fill in the budget shortfalls that were more and more visibly affecting parks. The Central Park Conservancy and the Golden Gate National Parks Conservancy are two such examples, which have raised $450 million and $150 million, respectively.[17] These two non-profit partners began from opposite ends of the revenue spectrum: the Central Park Conservancy depended on philanthropy and corporate support, whereas the Golden Gate National Parks Conservancy grew rapidly based on earned income from its audiotours of the Alcatraz Island Cellhouse, a former Federal penitentiary. While both organizations have greatly diversified their revenue streams over the intervening years, each of these organizations has become essential to the successful enhancement - and even operation - of their respective parks.

Newer trends for filling the budget gap include "self-supporting" parks, fees for added services, and earned income streams. These are particularly appealing to fiscal conservatives who seek to limit the role and growth of government. "Self-supporting" must be qualified, however, and fees for added services must be carefully defined.

An impressive example of a self-supporting park, which is also collecting special use fees and earned income streams, is the Presidio of San Francisco. Formerly a military installation, the Presidio was closed as part of the Base Realignment and Closure (BRAC) program in 1994. Initially, it was to be sold to developers at market rate, but the outcry in the Bay Area was so great that, ultimately, the Presidio was divided into two areas – the shoreline, which is under the direct care of the National Park Service, and the interior areas, which are the responsibility of a new quasi-governmental corporation, the Presidio Trust, over which the National Park Service continues to have regulatory oversight.

The Presidio Trust was created in 1996 with a mandate to be self-sufficient by 2012, but it achieved that in 2005.[18] The Trust has estimated annual costs of $36 million.[19]

To accomplish this, the Trust has leased thousands of units of former military housing at market rate and hundreds of thousands of square feet of commercial

Politics and the "Self-Sustaining" Park

Brooklyn Bridge Park and Contentious Revenue Sources

Mayor Bloomberg and Governor Pataki signed a Memorandum of Understanding (MOU) in 2002 to create and fund the construction of the new Brooklyn Bridge Park. An important mandate in the MOU was that Brooklyn Bridge Park would become a self-sustaining park operated by the Brooklyn Bridge Park Development Corporation (BBPDC). Under the current plan, the final phases of the park buildout will be funded by PILOTs (Payments in Lieu of Taxes) on existing and new construction within the footprint of the land that includes the park.

A number of elected officials, stakeholders, and residents are displeased with BBPDC's development strategy, especially critical of a perceived lack of transparency surrounding their planning process. Some groups have challenged the legitimacy of the construction of residential buildings adjacent to the parkland as a revenue-generating strategy, and alternative funding mechanisms are being examined.

BBPDC's initial revenue strategy has also been undermined by the recession: the anticipated Request for Proposals for the development of a luxury hotel and upscale housing has been indefinitely postponed. In late 2009, BBPDC was facing a $120 million shortfall for completing the $347 million park, and the completed portion of the park was expected to outstrip available funding and revenue for maintenance and operations by mid-2012. Park maintenance is now estimated at $16.9 million annually for the completed park.[1]

In the meantime, the "self-sustaining" park is operating using seed money provided by the city and state and the fixed income stream coming from One Brooklyn Bridge, an existing building that has been converted into condominiums.[2] In addition, BBPDC is evaluating expanding revenue-generating concessions, including parking lots, which the President of BBPDC has termed "problematic."[3]

The challenges faced by BBPDC illustrate the difficulties of creating a self-sustaining park, particularly in a poor economy.

space to a combination of for-profits and non-profits, allowed Lucas Film to construct a new corporate campus, and is reviewing a plan to build a new art museum, which would pay market-rate ground leases.[20]

Even with all of this economic activity, however, the Trust must still supplement its leasing revenues with a long-term fundraising and endowment campaign that will raise between $50 and $100 million additional dollars. This is in addition to individual fundraising rounds that have accompanied each new trail improvement and habitat restoration project during the past 10 years.

The Presidio is one of very few “self-supporting” park projects that is enjoying a measure of success. Dozens of other former military sites that were transferred to the National Park Service, as well as state and municipal governments, are stalled in their conversion to visitor-accessible, income-generating sites. As well, many new additions to park systems have not come with added budgets and are supposed to find a means to become self-supporting on their own.

Many are not attractive to any kind of marketplace activity, and certainly not along the lines of the Presidio model, which had an enormous stock of buildings, a stunning oceanfront setting, and remarkable transportation access in one of most expensive real estate markets in the country. If the “self-supporting” park model is to be realized elsewhere, however, New York City is one of the most likely candidates, as there are locations within it that have the well-suited combination of factors to make this model successful.

Transparency of Governance

> **“Public space has been more and more taken over by commercial interests. With the pulling back of [public] money, private citizens, corporations and the government have asked in some way, from these public-private partnerships, for private people to more and more take responsibility for the maintenance, ownership – everything – of public space.”**
>
> Setha Low, Professor of Environmental Psychology, City University of New York[21]

While public-private partnerships can offer a dynamic approach to helping to support parks, issues of mission and accountability will always arise. There are now more than 40 partnerships operating in support of NYC parks, spending $87 million annually on upkeep.[22]

Many partnerships rely upon infusions of government funds to accomplish public-serving purposes, but once the funds are transferred, the spending is no longer subject to public scrutiny. The recently passed Local Law 28 is intended to address this issue, by requiring an annual report on non-governmental funding and donations received by DPR.

Leadership, the articulation of a clear public purpose, and regulation are central to resolving the issues of transparency, accountability, and equity.

Clearly, the move toward new parks funding models can present significant governance, management, and training challenges for parks organizations, but they can also unlock new resources, tremendous creativity, and result in new services that benefit park visitors and surrounding communities. The debates over the strategic planning of Brooklyn Bridge Park are one current example.[23]

Valuing New York City's Parks

Citywide Analysis by New Yorkers for Parks and Ernst & Young

In 2002, New Yorkers for Parks and Ernst & Young's real estate practice partnered on *How Smart Parks Investment Pays Its Way*, a study demonstrating that parks in good condition have positive externalities that result in gains in real estate values. The partnership analyzed the impacts of six large parks and 30 neighborhood parks.

For the large parks, which included Bryant Park and Prospect Park, the correlation was clear for five of the six. Parks that had received significant capital expenditures and were well-maintained positively impacted real estate values and, in the case of Bryant Park, demonstrably improved commercial lease rates, lessee tenures, and reduced store turnover.

For the 30 neighborhood parks, the correlation of park conditions to property values and real estate performance was less clear. Effective management, a strategic vision, and community involvement are keys to success.

This study, *Supporting Our Parks*, revisits some of these 30 parks in the Equity & Neighborhood Parks section, with recommendations for improving the fiscal health and revenue generation of these crucial but underrepresented parks.

Neighborhood parks included in *How Smart Parks Investment Pays Its Way*:

Agnes Haywood Playground
American Playground
Annunciation Park
Astoria Park
Carl Schurz Park
Claremont Park
Corporal Thompson Park
Dewitt Clinton Park
Ditmars Park
Greenwood Park
Hamilton-Metz Park
Harry Maze Playground
Hattie Carthan Playground
Hell's Kitchen Park
Holcombe Rucker Playground
Joe Addabbo Park
Juniper Valley Park
Leif Ericson Park
Marcus Garvey Park
Mother Cabrini Park
Mullaly Park
Paerdegat Park
Queensbridge Park
St. Nicholas Park
Sara D. Roosevelt
Seward Park
St. Mary's Park
Stapleton Playground
Sunset Park
Thomas Jefferson Park

Reforms in Action

This section provides a menu of options, currently in use in NYC or elsewhere, for reducing the volatility and increasing the growth of revenue flows for park maintenance. All of the reforms are also presented in a risk-reward graph at the end of this section. The reforms are grouped into five categories: (1) **all parks**; (2) **flagship and large parks** of more than 20 acres; (3) **neighborhood parks** smaller than 20 acres; (4) **troubled parks** that perform poorly on New Yorkers for Parks' *Report Card on Parks* or DPR's Park Inspection Program; and (5) **new parks**. Examples of reforms are provided for illustrative purposes but are not exhaustive. For specifically financial recommendations, there is also a funding matrix section of the study.

For All Parks:	*Examples*
1. Establish transparent oversight, funding, budgeting, and performance metrics for NYC parks and facilities, including independent third-party certifications and citizen-enforcers; identify and pursue program revenue opportunities that will enhance the park visitor experience and yield additional income to support maintenance and operations of parks.	Philadelphia has just overhauled the governance of its city parks system and abolished privately-appointed commissions to improve transparency. More parks around the country, such as Golden Gate Park in San Francisco, are using citizen-enforcement tools such as ParkScan to keep an eye on park conditions. NYC DPR's Park Inspection Program (PIP) is an example of internal performance measurement.
2. Allow parks – or strategic partners such as conservancies or friends' groups – to retain a proportion of concessions income that is generated within a park to directly support that park.	According to its arrangement with the City, the Central Park Conservancy retains 50% of every dollar earned above $6 million from concessions in the park.
3. Dedicate a portion of the incremental increase in value that is attributable to nearby parks, perhaps through the Real Estate Transfer Tax, to the ongoing support of parks, and/or seek to establish Parks Improvement Districts that follow the Business Improvement District model.	The Maryland State Parks system is supported by a 0.5% real estate transactions tax; Battery Park City parks are supported by rental revenue, and this support favorably impacts rental rates. The Chicago Loop Tax Increment Financing District was enlarged to incorporate and fund Millennium Park.
4. Pursue earned income and leasing opportunities within parks, in direct support of those parks.	Hudson River Park has long-term leases on structures within its "commercial nodes."

For All Parks:

5. Integrate the economic activity of parks into neighboring communities through targeted marketing, tie-ins, and niche products and services.

Examples

Music festivals in Marcus Garvey Park link to the musical heritage of Harlem and bring in significant ticket and food sales revenue.

6. "Bundle" parks in concessions RFPs and in the charters of strategic partners and Parks Improvement Districts, as well as in marketing and leasing packages.

Chicago Parks requires restaurant bidders to submit bundled applications for comparable food service in a flagship park and a neighborhood park at the same time.

7. Fully utilize strategic partners and Community Boards to respond to community demands for long-term planning, accountability, and access; dedicate funding to support and reward community involvement in parks.

The Hudson River Park Advisory Council provides critical input and bridges park management and community interests.

8. Include the perpetuity value of long-term maintenance and operations funding up front in capital expenses, in order to provide long-term fixed income streams or endowments to support the ongoing maintenance of capital improvements; reevaluate accounting practices to ensure that revenues and costs are correctly allocated.

Waterfront Toronto has incorporated the maintenance costs for infrastructure based on a 10-year amortization and replacement schedule into the parks' capital funding. The funding mechanisms to support the ongoing operations of Brooklyn Bridge Park were modeled using Net Present Value, Internal Rate of Return, and sensitivity analysis valuations to compare different performance scenarios.

9. Create a "rainy-day" set-aside fund, funded from windfall revenues, environmental mitigation and polluter fines, to offset budget volatility.

The City and County of San Francisco "Rainy Day Fund" has been able to utilize previous windfall set-asides to cover revenue shortfalls during the current downturn.

10. Leverage concessions to directly support or provide maintenance, operations, and security within lease footprints and/or viewsheds; seek concessions that make up-front payments and strategically engineer and utilize tenant improvements to reduce future maintenance and operations needs.

The creators of Central Park's Tavern on the Green rehabilitated the restaurant structure at the beginning of their lease and provided site improvements and security for the nearby area, during a troubled time in Central Park's history. Their site improvements are now part of the real estate being transferred to the new leaseholders.

For All Parks:

11. Provide recognition, awards, promotion, and training opportunities to staff, and financial incentives to park partners and concessionaires, to meet or exceed their performance metrics and meet the needs of parks' stakeholders and constituents.

12. Develop RFPs for the creation of new conservancies and friends groups or the recruitment of strategic partners such as BIDs for parks that do not currently benefit from this level of support.

13. Maximize lease income from utilities, rights-of-way, easements, and non-park infrastructure, particularly if parkland is alienated for a non-park use.

14. Correctly account for and collect special events cost-recovery charges; encourage and reward park improvements created by special events that will reduce long-term maintenance and operations needs.

15. Weigh the long-term costs and benefits of capital expenditure, operations and maintenance budgeting; promote and reward life cycle costing, engineering and procurement that reduces long-term maintenance and operations needs; provide training and continuing education as needed to park staff and strategic partners.

16. Partner with the Department of City Planning to identify and pursue opportunities for parks funding that can be embedded within zoning changes, following the example of the High Line Improvement Bonus, and auction zoning rights and density bonuses.

Examples

The National Park Service provides one-time awards and pay increase opportunities to top Civil Service performers, as well as financial incentives to top concessions operators.

Balboa Park in San Diego is among a number of parks around the country that are in the process of developing RFPs for new public–private park partners.

Significant supplementary parks funding in the Bronx has come from parkland alienation mitigation funds resulting from the Van Cortlandt Park water filtration plant.

The Outlands Festival in San Francisco's Golden Gate Park pays a significant use fee and actively mitigates neighborhood impacts, which takes into account ongoing resident and neighborhood group feedback.

The National Park Service employs a number of cost-saving tools such as systems to track and control project management and facilities maintenance, project value engineering, and continual learning relating to all project management and financial controls systems.

The High Line Improvement Bonus provides bonus incentives to developers that set aside a portion of their annual revenues to support the maintenance and operation of the High Line Park.

For Flagship and Large Parks:

1. Leverage high profile flagship parks to promote the awareness and financial support of all NYC parks and playgrounds.

2. Revise hotel tax laws to dedicate to DPR a portion of additional tourism income that is generated by the flagship parks.

3. Redistribute a portion of the earned income into a dedicated parks fund from concessions generated within flagship and large parks to support neighborhood parks and playgrounds.

4. Continue to expand fee-for-attendance short-term blockbuster signature events, including concerts, art in the parks, and specialized recreational uses.

Examples

Park partners to the National Park Service such as the National Park Foundation utilize popular support of flagship parks such as Yellowstone to raise awareness and support of 400 park units.

Several municipalities, such as Selma, CA, are considering hotel tax increases to fund parks.

Proceeds from Alcatraz Island concessions, including ferry service and audio tour receipts, support a network of parks in San Francisco and two adjacent counties.

These range from Summer Stage in Central Park to promotional consideration paid by Chanel for its recent Central Park installation to the Water Taxi Beach on Governors Island.

For Neighborhood Parks:

1. Utilize neighborhood parks to promote local economic development goals through community-sensitive concessions, leasing, products, and services.

2. Promote local hiring and procurement policies within neighborhood parks.

Examples

The Chicago Parks example of bundling concessions in flagship parks with neighborhood parks achieves community development goals; the public's affection for "the empanada lady" of Dolores Park in San Francisco's Mission District – a historically Latino neighborhood - demonstrates how a neighborhood park can reinforce a local flavor.

New York City agencies already have established local vendor outreach and procurement programs, but some additional goal-setting and metrics may be required.

For Neighborhood Parks:

3. Create park manager responsiveness and sensitivity metrics to ensure that neighborhood parks are accessible, governed transparently, and support community development goals.

Examples

While NYC has some of this in place, an excellent template is the US Department of Commerce's National Oceanographic and Atmospheric Administration's Coastal Zone Management Act (CZMA) Performance Measurement System, which includes performance measures that track the achievement of CZMA objectives and contextual indicators that measure environmental and social factors.

4. Brand neighborhood parks to reflect the demographic characteristics of the surrounding community and market unique concessionaires and niche fee-based events based on those brands.

City Parks Foundation currently develops community-focused visitor programs in New York City parks, and a number of Business Improvement Districts and Community Development Corporations include parks in their footprints. ParkWorks in Cleveland, Ohio, has a more integrated economic and neighborhood development approach that incorporates park branding and signature events.

For Troubled Parks:

1. Establish "triage" advisory boards consisting of local elected officials, DPR, Community Boards and stakeholders including residents and nearby businesses to create a long-term park operations and maintenance plan and revenue plan for the troubled park.

Examples

The High Bridge Coalition, which includes DPR, strongly advocated for improved conditions at this park as well as for the surrounding neighborhood, and the South Bronx Economic Development Corporation has sought economic development opportunities through the adaptive reuse of historic structures contained within the park.

2. Borrow funds against the revenue plan to fund immediate park improvements.

Empire State Development Corporation typically accomplishes this through Tax Increment Financing Districts that also improve parks - a recent example is Gantry Plaza State Park in Queens.

3. Recognize troubled parks as institutional partners in revitalizing neighborhoods and commercial districts, directly contributing to their local economic development; partner with other agencies and institutions.

The redevelopment of Union Square in San Francisco - a previously troubled park located at the heart of the city's commercial district - is a prime example and includes the installation of concessions as a public space management tool.

For New Parks:

1. In the case of major rezoning or land use changes, seek to tie revenue streams from new development to the ongoing maintenance and operations of the park

2. Capitalize long-term maintenance and operations needs in upfront capital expenses, particularly in parks with high infrastructure maintenance requirements; this is particularly important for waterfront parks and parks that contain historic structures.

3. Seek upfront legislative exceptions for increasing the opportunities and potential for earned income and earned income retention.

4. Perform upfront revenue impact analysis and seek to establish legislative or policy mechanisms to capture a portion of the incremental property and tourism value generated by the new park.

5. Seek out "sponsors" of the park – local BIDs or institutions – to help to ensure the economic well-being of the new park; create a new conservancy or friends' group through a competitive RFP process.

Examples

Brooklyn Bridge Park and the High Line Park are recent examples, with long-term revenue streams from increased development tied to the ongoing maintenance and operations of new parks.

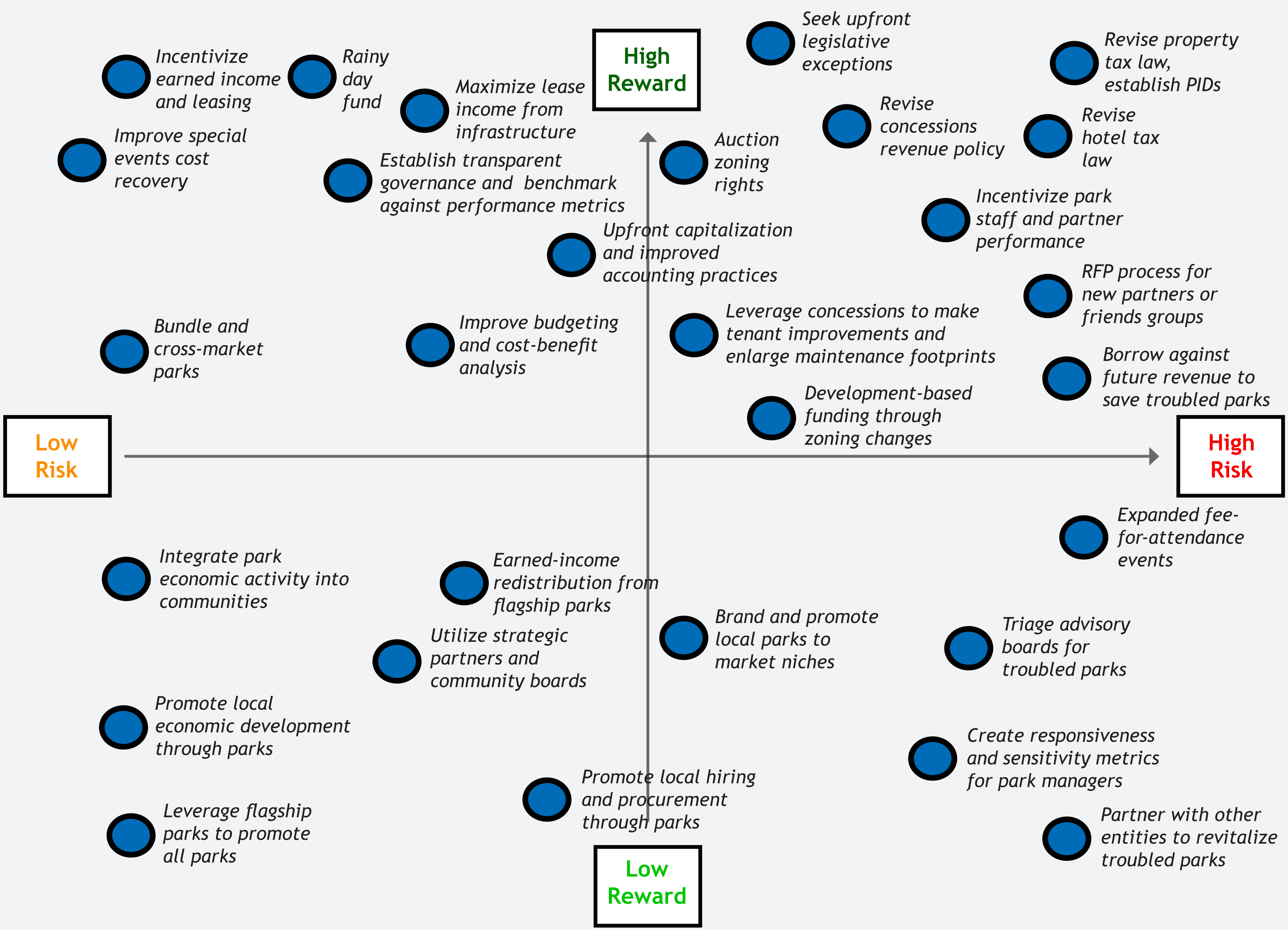
Waterfront Toronto has incorporated the maintenance costs for infrastructure based on a 10-year amortization and replacement schedule into the parks' capital funding. The National Park Service's Trails Forever program aims to develop fixed-income annuities and endowments for the permanent maintenance and improvement of trail systems within the National Parks.

At the Federal level, legislative exceptions are granted for local retention of concession dollars within National Parks.

The planning and implementation of the Atlanta Beltline Tax Allocation District (TAD) performed an upfront economic analysis to weigh the incremental economic development, revenue, and tax increases against the cost of implementing the Beltline open space improvements.

Based on a Trust for Public Lands study, and advanced by Friends of Balboa Park, the Mayor and City Council of San Diego are weighing the development of a non-profit or conservancy to support the long-term fundraising, planning, and management of this flagship park. While not a new park, the process that San Diego adopts could provide an important model.

Illustration of “Reforms in Action” by Political Risk and Revenue Reward



Matrix of Revenue Strategies for Parks

New Yorkers for Parks has compiled this extensive matrix of strategies that have been used to generate revenue for parks, whether city, state, or federal, and in various parts of the country. This matrix is a tool to inform those who are seeking new ideas for funding parks. The pros, cons, political implications and additional considerations are meant to provide an informed, balanced look at how these revenue strategies can be implemented on the ground.

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
Public Sector Budget Appropriation and Earmarks *Universally applicable* *Earmarks include City Council and Borough President discretionary funds* An **earmark** is a line item set-aside in an appropriation.	The taxpayer expectation is that parks maintenance needs are funded through General Fund budget appropriations. Capital expenditures for parks are popular during boom times.	Parks maintenance is often the lowest priority for General Fund budget appropriations. As a result, parks budgets are inconsistent and suffer during economic downturns. Funding expansions to the parks system during boom times is politically popular; making proportional increases to long-term funding does not receive the same attention.	There is little political will for maintaining consistent parks maintenance budgets – or enlarging them. Major parks upgrades through capital improvement funds, and adding new parks, are politically popular, however.	As a result, maintenance backlogs continue to increase due to perpetual underfunding. In addition, it becomes politically easier to allow facilities to reach the point of failure due to poor maintenance, and then replace them entirely through capital expenditures. Ultimately, continuing maintenance would have been less expensive and less harmful to the visitor experience of the park.
Public Sector - Rainy Day Account[1] *Example: San Francisco Unified School District* A **rainy day account** places excess revenues during boom times into a restricted "piggy bank" that can be emptied during economic downturns to maintain more consistent levels of funding.	Parks can draw down rainy day funds during economic downturns. Typically, it is statutorily required that the principal be cashed out, and not just dividends. At a minimum, the behavior of the rainy day fund is countercyclical and will mitigate some of the effects of a downturn.	Rainy day funds are generally statutorily limited to a fairly low percentage, such as 3%, of General Fund receipts. Federal funds redistributed to municipalities cannot be set aside in a rainy day fund. Rainy day funds must be conservatively managed to preserve the principal in the event of an economic downturn; as a result, the returns during boom times will be less than the equities market and the net present value of the money will decrease.	Rainy day funds could be politically acceptable if the concept is presented to voters during a downturn and the actual funding is accomplished during an upturn, or if there is a windfall (a civil settlement against a polluter, for example). There could be a political downside to the concept of the rainy day fund – during an upturn, taxpayers could demand tax rebates instead of set-asides into the fund.	Care must be taken to restrict the fund to parks; otherwise, during a downturn, there will be a political desire to raid the rainy day fund for other purposes.

[1] Sabatini, Joshue. "City deficit may wash out rainy day fund," *San Francisco Examiner*, http://www.sfexaminer.com/local/City_deficit_may_wash_out_rainy-day_fund.html, December 31, 2008.

Matrix of Revenue Strategies for Parks

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
Public Sector - Mitigation, Windfall[2], and Settlement Money *Example: Van Cortlandt Water Plant and NYC Parks[3]; Airports, Dumps; Polluters* **Mitigation money** offsets the negative externalities (i.e., environmental damage) caused by some industrial practices. **Windfall money** is funding that comes from unanticipated or nonregular sources or that exceeds expectations. **Settlement money** comes from lawsuit damages.	These sources of funds do not come directly from tax revenues and can be used to augment maintenance and capital expenditure funds.	There may be a timeline and requirements for qualifying and expending funds. These are generally one-time incidents, so that they cannot be used for long-term budgeting or forecasting. If the damage has been done to parkland, the funds may not be sufficient to repair the damage.	Voters generally support punishment for environmental crimes; also, they generally support using settlements to mitigate environmental damage elsewhere.	These sources of funds are an excellent candidate for redistribution to parks that typically receive less attention and support.
Public Financing - Municipal Bond *Universally applicable; NYC HPD is largely financed through Muni Bonds* **Municipal bonds** are public debt sold by municipalities. They have an almost negligible default rate. New York City has a top-tier bond rating and can sell bonds at an advantageous rate. An advantage to municipal bonds financing is that the price of bonds to municipalities is countercyclical – during an economic downturn, the "cost" of bonds to municipalities (the interest to be paid to bondholders) – is lower, so that the money is "cheaper."	Maintenance costs can be capitalized up front and funded with municipal bonds. In situations of deferred maintenance, many governmental entities roll-up replacement and future maintenance costs in a capital bond offering. Municipal bonds are one of the least expensive means to fund capital expenditures and, less often, maintenance requirements.	The bond issue must be properly timed to the market so that the cost to taxpayers is minimized, and bonds can be refinanced as necessary with new bond issues later. Cost-benefits must be demonstrated to be spread out over the life of the bond to justify placing future generations into indebtedness. For this reason, bonds are generally not used to finance ongoing maintenance needs. Debt service payments will reduce future amounts available in the General Fund.	Depending on the size of the municipal bonds, different levels of approval are needed; many larger bond offerings must be approved by voters. Municipal bonds are based on the anticipation of future tax receipts; as such, they must be properly sized or additional taxes may be necessary. Municipal bonds used for Tax Increment Financing, and sometimes for Business Improvement Districts, are predicated on the expectation that improvements funded through the bonds will result in higher tax revenues in the future.	Funding generated by municipal bonds is available up front, but the payments stretch out for the lifetime of the bond. As a result, bonds are normally only used for capital expenses, although sometimes maintenance needs can be rolled into the projects that are being funded. Municipal bonds have almost never failed, but the amount of debt leverage can impact a municipality's (or agency's) debt rating. A lower date rating will result in higher costs to the municipality. New York City has stringent debt financing limitations due to the Fiscal Crisis at the end of the 1970s.

[2] Chen, David W. "Tax Windfall Could Soften Budget Cuts in New Jersey," *New York Times*, http://www.nytimes.com/2008/05/14/nyregion/14budget.html, May 14, 2008.
[3] Schwartz, Anne. "$243 Million For Bronx Parkland? Who Will Decide?" *Gotham Gazette*, http://www.gothamgazette.com/article/parks/20040819/14/1091, August 2004.

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
Public Financing - Supplementary Taxes - Assessment District - Tax Increment Financing (TIF) Examples: Hudson Yards and Atlantic Yards were to be, and may still become, TIFs; Hunters Point in Long Island City A **TIF**, once enacted, collects the increment of taxes above the baseline year, for a set period of years, at which point the TIF expires. The TIF, which is created by the state, is a redevelopment tool and, as a result, tax revenues are expected to increase dramatically. For the life of the TIF, a dedicated stream of tax revenue is allocated to the area served by the TIF and is not simply returned to the General Fund. Many municipalities roll the benefits of the bond borrowing into more advantageous financing rates for developers.	TIFs apply to parks funding if parks are rolled into a district that is being substantially rehabilitated, as there are statutory requirements to enacting a TIF.	TIFs can fail – the anticipated increase in tax revenues may not materialize. As this is tax revenue, the revenue can behave cyclically, although the expectation at the creation of the TIF is that tax revenues will only increase with improvements. In the case of failure, the municipality must still repay the bonds. There are specific statutory requirements to declaring a TIF, and these can be politically contentious.	TIFs are subject to “but for” requirements – they are intended to be a last resort for redevelopment – and require a district to be declared “blighted.” As a result, TIFs can be politically contentious, and appear to be targeted, for the most part, toward low-income communities. TIFs are also frequently challenged because the increment financing that is withheld just for the TIF district often comes at the expense of other district overlays, such as school districts or utilities districts. Transparency of governance is also an issue, as TIFs are often controlled by state entities.	For New York City, TIFs must be declared by New York State. To accomplish this, the property to be targeted is often state property or transferred by the city to the state. The Empire State Development Corporation then becomes the responsible entity. Due to the political and governance implications of TIFs, they are most often used for the improvement of sites that have few remaining stakeholders – underperforming industrial sites, rail yards, etc. TIFs are frequently seen as a gentrifying agent.
Public Financing – Supplementary Taxes – Assessment District – Business Improvement District (BID) (and Parks Improvement District (PID)) A **BID** (or PID) must be approved at its inception by a majority of property owners within a fixed geographical boundary. The BID is chartered by the City. BIDs retain additional tax revenue that is collected above the normal property tax rate within the geographical limits of the BID. BIDs can also be awarded certain revenue authorities, such as parking receipts. BIDs sometimes secure bond financing against the anticipated future tax receipts for the BID and even against the anticipated future earned revenue for parking (this is often how BIDs construct parking garages).	A PID has similar features to a BID, but additional tax revenue would be directed toward the park. *Example: there are 60 BIDs in NYC that are administered by NYC Small Business Administration; The Friends of Hudson River Park are exploring a BID to support Hudson River Park.* *Regional Plan Association supports the creation of waterfront Park Improvement Districts, due to the substantially higher cost of maintaining these parks.*[4]	BIDs/PIDs must be voted on by a simple majority of property owners within the boundaries of the BID, which is then chartered by the municipality and managed by a partnership between an agency (NYC SBA in NYC) and the BID board. BIDs/PIDs are statutorily limited by most municipalities in terms of bond issues, as BIDs/PIDs do have a history of defaulting, at which point the municipality becomes liable to the bondholders. Additional taxes – and even additional revenues – can perform cyclically.	BIDs are employed to a great extent in NYC; PIDs have never been used in NYC. The enactment and governance of a BID could be highly contentious. It is questionable to whom the benefits of the BID accrue, as it is a vehicle to increase property values, although the increased taxes are ultimately passed on to leaseholders and tenants. It is technically possible that as much as 49% of the property owners in a BID are against the BID and the standard 6% property tax increase. *There are 60 BIDs in NYC that are administered by NYC Small Business Administration.*	The two BIDs responsible for Bryant Park have been widely praised, whereas the success of others has been questioned. The BID model is typically applied where there is a commercial core. If the BID is enacted for the care of Hudson River Park, it will be the first in NYC that is predominately residential, although it would still be under the purview of SBA. BID governance, which normally represents the interests of property owners, has been changed in some municipalities to give a voice to leaseholders and residential tenants. This change has been an attempt to mitigate the appearance of BIDs as gentrifying agents. Other creative tools such as land banks, revolving credit and lease caps have also been deployed.

[4] *On the Verge: Caring for New York City’s Emerging Waterfront Parks & Public Spaces*, Regional Plan Association, Spring 2007, page 3.

Funding & Support Types	Pros	Cons	Political Implications	Additional Considerations
Public Financing - Supplementary Taxes - Real Estate Transfer Tax (RETT) *Example: The New York State Environmental Protection Fund is currently funded through RETT, though this has been challenged in the past.*[5] The **Real Estate Transfer Tax** is a largely invisible tax that already exists. It is paid by the purchaser of a new housing unit.	There are suggestions to tie the incremental value gain of a housing unit to the external benefits of parks (essentially creating a parks overlay district); and then conveying some of that tax paid on the gain in value to nearby parks. This is a one-time tax on people who are affluent enough to purchase a home. This could be a novel way to create dedicated funding for parks that taxes, to some small extent, those who directly benefit from their proximity and good condition.	This is an additional tax, and may not reflect true usership patterns of urban parks. What is essentially a parks assessment district may be difficult to quantify and assess. It may also be difficult to assess if real gains in value are attributable to parks. This additional tax would only partially fund parks operations. This tax would be highly cyclical, depending on the housing market and the overall economy.	Taxes are not politically popular, but this is a one-time tax and, in New York City, the largest amounts of RETT would be paid by the most affluent New Yorkers. Determining assessments may be more politically complicated.	The greatest RETT payments would be in affluent areas that are most likely to already have parks that are in good condition. Central Park, which is facing challenges as its philanthropic base is shrinking, may be a highly deserving recipient of the benefits of RETT, however.
PILOT - Payments in Lieu of Tax [State and Federal lands contained within other jurisdictions] *Examples: Battery Park City in NYC, The Presidio in San Francisco* **PILOT** is enacted by a State or Federal landholder at a rate equivalent to the municipality or other jurisdiction that is adjacent to or contains the State or Federal lands; as a result, it is invisible. Frequently, part of the PILOT is transferred to the local jurisdiction to cover the service burden of the State or Federal land.	The PILOT is matched to the tax that would have been paid if the land had been part of the local municipality, which means that there is no real tax disparity between two adjacent landowners. In the case of Battery Park City, a portion of the PILOT is retained to care for the parks within Battery Park City.	The agreement for revenue-sharing must be fair and equitable. The leaseholders or tenants contained within the State or Federal land do not really have a voice in the assessment or administration of these taxes, although frequently a special vehicle for representation will be created for them.	In many ways, this arrangement is outside of the political system. Assessment rates and the services that these rates provide are known to all parties up front. Governance for those paying PILOTs – and the outcome of the PILOT funds – can be murky.	PILOT is, of course, limited to State and Federal lands. In NYC, this vehicle may gain traction as “blighted” areas are conveyed from NYC to the State through TIFs or similar structures. After NYS Empire Development Corporation has completed redevelopment, these areas could remain under state control and pay PILOTs instead of city taxes.

[5] “What a Difference a Year Makes,” Parks and Trails Advocacy, http://www.ptny.org/advocacy/budget_synopsis.shtml, accessed January 19, 2009.

Matrix of Revenue Strategies for Parks

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
Earned Income ***Types and examples follow***	Parks, in particular, are seeking out means of supplementing earned income revenue streams that can be retained within the park. Parks that are able to retain some of their earned income are more likely to seek out ways to increase the variety and size of this earned income.	For most NYC parks, earned income, such as from concessions, is not retained in the originating park but submitted to the NYC General Fund. Earned income through vehicles such as sponsorships can appear to commercialize a park or government entity. Administrative overhead for earned income revenue sources can also be viewed as excessive if it exceeds 10%.	Parks concessions are often viewed as a cash cow, with the argument that parks require municipal services such as police that are supported by the General Fund. Some more recent agreements with public-private partnerships divide earned income, with some being retained by the park and the rest going to the General Fund.	Stakeholders and the general public are highly sensitive to the appearance of the commercialization of parks. Generally, if an earned income source enriches the park visitor experience, then it is deemed acceptable. Regional Plan Association notes additional negatives that can be associated with parks concessions: "Commercial activities can diminish the park experience and can price some members of the public out of the park. Long-term agreements can lock future park administrators into outmoded uses and create monopoly situations. Putting private uses on public lands raises issues of accountability and governance."[6]
• **Concessions** *Universally applicable; in 2002, NYC Parks estimated that 500 concessions generated more than $60 million in revenue, equivalent to about 25% of NYC Parks public funding* [7] *Concessions can include: food; stores, gift shops and convenience goods; transportation such as buses or ferry services; recreational services; and interpretive services and products* A **concession** is any revenue-generating business located on parkland.	In 2002, NYC Parks estimated that 500 concessions generated more than $60 million in revenue, equivalent to roughly 25% of NYC's funding of NYC Parks. Frequently, concession revenues are not directly captured by the park in which the concession is located. By attracting park visitors, concessions can aid security by putting "more eyes on the street." For-profit services that are provided by concessions can be necessary, beneficial, and desirable, and maintaining the grounds in the vicinity of a fixed-location concession can informally or formally become the responsibility of the concessionaire. Concessions located in neighborhood parks or in low-income neighborhoods could provide useful economic development, and local hiring could strengthen a community's stakeholder relationship with the park.	Excessive concessions can result in a park that feels compromised by overt commercialism. There can be contractual issues, governance issues, and conflicts between the profit motive of the concession and the public purpose of the park. If the concession is only breaking even or making a minimal amount of money, there may be very little return to the park in terms of earned revenue. After administration and increased maintenance resulting from the concession, there could even be a negative return. Few parks agencies have, or want to develop, in-house concessions, so concessions are usually the first service to be outsourced.	Generally, the rule for concessions is that they must enhance the park visitor experience by offering a needed service, such as food or water, or a desirable service, such as interpretive tours of unique park features. Concessions can be extremely lucrative and contentious. Ferry service to the Statue of Liberty-Ellis Island is an excellent example; and the impact of the ferry service on Battery Park is also an example of how a concession can compromise the visitor experience of a park. Other concessions, such as the Shake Shack in Madison Square Park, can become some of the most popular attractions associated with the park.	Concessions will often be managed by the non-profit partners of parks that have them; the concession revenue is then captured by the non-profit partner to be spent within that park. While this is a solution for parks that have well-developed partner groups, few neighborhood parks or parks in low-income areas have this advantage. As a result, unequal distribution of park resources is perpetuated. Generally, concessions must have a guaranteed level of foot traffic, which limits the appeal of smaller neighborhood parks. Furthermore, large concessionaires such as Delaware North control most large park concessions; small, locally-owned concessionaires would be more desirable to support local economic development in distressed neighborhoods.

[6] *On the Verge: Caring for New York City's Emerging Waterfront Parks & Public Spaces*, Regional Plan Association, Spring 2007, page 10.
[7] *On the Verge: Caring for New York City's Emerging Waterfront Parks & Public Spaces*, Regional Plan Association, Spring 2007, page 10.

Matrix of Revenue Strategies for Parks

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
• **Sponsorships/Naming Rights** *Universally applicable; Brooks Brothers sponsorships in Central Park date back 140 years* [8] A **sponsorship** confers public recognition, and sometimes even naming rights, to the sponsor. Generally, the sponsorship period is short and clearly delineated within the park or in the campaign.	Sponsorships can bring in needed income for parks, and leave a relatively small impact. Sponsorships can be tailored, so that the naming rights match the level of the sponsorship. (Park benches, for example.)	Sponsorships can contribute to an overtly commercial feel in the park. There can be misunderstandings involved with the nature of a sponsorship, and a sponsorship could overstep the statutory authority of an agency or public-private partner. A recent campaign for the Statue of Liberty is a good example.[9]	Sponsorships must be viewed as temporary, in good taste, and not overtly commercial in nature, or political fallout can be severe.	Many times, sponsorships are tied to a park purpose. For example, 140 years ago, Brooks Brothers outfitted Central Park's uniforms as an in-kind donation, in addition to a cash contribution. In this sense, relevance and tradition provide possibly the best guidance for the appropriateness of sponsorships.
• **Fees** *Universally applicable; Parking, entrance fees, recreation and user fees, value-added public program fees* A **fee** is an additional payment for the use of a good or service.	Many fees can be fairly administered so that the fee is related to and proportional to the impact being caused, but also opted-out of if the park visitor is not causing that impact. Parking is a prime example. A visitor who drives to the park pays a fee for parking, whereas the visitor who walks or takes public transportation pays no parking fee. Fees can also be used for "social engineering" purposes, such as encouraging people not to drive to the park.	People expect parks to be free. The National Park Service worked around this expectation with the "fee demonstration program," through which entrance fees are applied toward specific, demonstrable projects located in that park. Other fees have different levels of public fallout. Recreation fees can be seen as exclusionary, as can value-added public program fees.	Excessive fees are viewed as taxes and can be politically dangerous. Any fee must be carefully justified and tied to a specific purpose. Charging for parking within a park could negatively impact the surrounding neighborhood if would-be parkers hunt down all of the free spots on the street.	To mitigate the exclusionary impact of fees, many public-serving institutions offer specific times or programs that are free to all. Some even tie these fee-free periods to sponsorship opportunities. Fees can cross the dividing line with leases if a specific entity ties up all of the pay-to-play opportunities for a particular park resource, such as a soccer field. Park administrators must strike a balance.
• **Special Uses** *Universally applicable: weddings, Opera in the Park, The Gates, The Chanel Pavilion [also a sponsorship]* A **special use** is a non-typical park use; examples include an event such as a wedding or filming under permit.	The appeal of special uses is that they can bring in substantial income, have a limited run, and should have a minimal long-term impact on park resources or the park visitor experience.	There can be damage to park resources if precautions are not taken or the volume of visitors is overwhelming. Portions of the park may be temporarily inaccessible to visitors or the visitor experience may be compromised.	The selection process can be publicly questioned, with substantial political fallout, as it was when Pepsi sponsored an event on the National Mall. There is a fine line between sponsorship and overt commercialism. This could be an opportunity to create a politically popular signature event, or to demonstrate NYC's commitment to culture and the arts. There may be other beneficiaries (hotels, restaurants, etc).	Generally, special uses are limited to flagship parks. Conservancies or other associations affiliated with the parks, such as City Parks Foundation, often court special uses and take care of the administrative and managerial responsibilities associated with the special use.

[8] "Brooks Brothers Fall 2008 Campaign Pays Tribute to New York's Central Park," Brooks Brothers, http://www.brooksbrothers.com/aboutus/press_release.tem?Section_Id=7&PageName=Park+Bench, accessed January 19, 2009.
[9] McIntire, Mike. "Extra Fund-Raising Put Off Statue of Liberty Reopening," *The New York Times*, April 4, 2004. http://www.nytimes.com/2004/04/04/nyregion/04LIBE.html?ei=5007&en=6c4e6f29efd999bc&ex=1396414800&partner=USERLAND&pagewanted=print&position=

Matrix of Revenue Strategies for Parks

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
• Licenses for Historic Structures *Examples: Fort Tryon Park, New Leaf Café; Union Square Park Pavilion; thousands of structures in the Presidio of San Francisco* **Licensing** allows a park entity to secure tenants for historic structures. This can be especially beneficial because historic structures need to be heated and occupied to prevent many kinds of damage.	Historic structures contained within parks can be valuable to the park visitor experience and an integral part of the historic landscape; but they can also incredibly difficult and costly to maintain. Carefully crafted and administered historic licenses can offset some or all of the cost of preservation and can also be beneficial to the preservation of the building itself by maintaining constant interior temperatures and placing oversight responsibility on the lessor.	Frequently, the licensing of historic structures is limited by statute or policy to non-profits or park-serving non-profit partners. These entities would expect to pay below-market rate amounts for the space. Many times, this below-market provision is also codified or based on policy. Some parks entities have legislative exceptions and can charge market rates for a portion of their historic structures; the Presidio is a notable example.	There can be tremendous political backlash against licensing structures that have been vacant for quite some time, generally due to the projected traffic impacts of the new use. Fort Hancock in Sandy Hook, NJ, part of Gateway NRA, and Fort Baker, in Marin County, part of Golden Gate NRA, are notable examples. Ultimately, Fort Baker was successfully leased, but only after the settlement of a lawsuit that dragged on for several years, scaling back the project, and enacting transportation and parking mitigation measures.	There can be considerable difficulties with preparing and licensing historic structures, particularly if they have not been occupied in some time. Additionally, many post-to-park conversions, such as Governors Island, have entire campuses of historic structures that were located away from population centers or public transit access, which further complicates the licensing and compatible use of the historic structures.
• **Infrastructure, Utility and Right-of-Way Leasing** *Example: Pacific Gas & Electric right-of-way, cell phone towers and shared water treatment facility at Fort Baker, Marin County* **Infrastructure, utilities, and rights-of-way** already crisscross many parks.	Frequently, parks receive funds for essential services or infrastructure that must be placed on or cross through parkland. Also, because of the varied terrain of parks, there are often additional opportunities, such as the location of cell phone towers. These opportunities can be lucrative.	Clearly, a shared water treatment located on park property precludes that part of the park from visitor use, wildlife and habitat protection, or other expected park uses. There is also the potential for catastrophic failure of the infrastructure, and the consequences of that failure. Furthermore, seeking out uses such as cell phone towers can alienate stakeholders and the public.	Generally, the location of these services on parkland must adhere to a "but for" rule. In other words, it must be necessary to a telecommunications or water system that some part of the system be sited on parklands. There can be tremendous fallout if damage to park resources is caused by maintenance or catastrophic failure.	The management of these arrangements can be complex, as can the cleanup and/or removal of infrastructure at the end of its useful life. Even if the infrastructure is contained or generally not visible, it can be perceived as compromising the integrity of the park.
Development Funds: Philanthropy, Donations, Grants, Memberships and Endowments *Universally applicable* *Endowment example: National Park Service Trails Forever (systemwide)*	Development funds are almost exclusively handled by non-profit partners to parks. Development funds help to bring stakeholders into the care and advocacy of parks. They can also provide tax benefits to the donors.	Development funds may carry unusual restrictions or complex compliance requirements. Membership fundraising is generally acknowledged to be a break-even pursuit and not a source of usable funds.	Expanding the stakeholder base for parks can be politically advantageous for parks, and also sidesteps the requirement that non-profits avoid lobbying.	Invested funds can be highly cyclical; overall, development funds may not be predictable or reliable enough for budgeting and forecasting purposes.

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
Development-Related Revenue: Developer Incentives *Examples: High Line Improvement Bonus; Brooklyn Bridge Park; Riverside South* A **developer incentive** exchanges developer-funded park improvements for the right to increase the size and profitability of a development.	Park improvements are tied to zoning that allows for greater density and bulk for large developments; the values of these developments will further benefit from the adjacent parkland that is improved through the incentives the developer is paying. The new park at Riverside South, which physically joins Riverside Park to Hudson River Park, was paid for by the adjacent mega-development.	The intention to tie park improvements to developer incentives can result in misunderstandings. The proximity and size of the development that will accompany the build-out of Brooklyn Bridge Park has caused some political waves. The award of density and bulk bonuses to developments adjacent to parks can result in a visual and physical wall of buildings next to a park, as is happening along the Williamsburg waterfront. It is an open question whether people who do not reside in those buildings will feel comfortable using the new parks.	This can be viewed as a giveaway to developers or a necessary evil to fund the expansion of the parks system and ongoing maintenance of the parks system. It does guarantee that the people moving into these large new developments will have access to parks. Developer incentives can also become another tool of displacement and gentrification. The governance of new entities created to manage these parks can be opaque.	To support the continued rapid expansion of the NYC Parks system, and especially for linear waterfront parks and brownfields, which are much more expensive to build and maintain, this may be a necessary route.
Development-Related Revenue: Community Benefits Agreement (CBA) *Examples: Columbia University Manhattanville Expansion; Atlantic Yards* The **CBA** is a new instrument. In its current form, the CBA is paid into a fund by the developer prior to, or during, the proposed development. The fund is held by a new non-profit entity created for the purpose of disbursing the money and/or implementing the objectives of the CBA.	If a large development will have profound effects on the surrounding community, and also generate a much higher level of use of services in that community, a CBA may be one tool to employ to mitigate the effects. The CBA is brokered by the municipality between the community and the developer.	A CBA could be viewed negatively as an attempt to buy a community's acquiescence to a large project. The form of the payment could be seen as inequitable. There are questions surrounding the transparency of the agreement, the formation of the non-profit entity charged with the disbursement of the money, and the measurables and deliverables for the non-profit entity. The CBA is a new tool; it has not really been tested by the courts.	For highly contentious projects such as Manhattanville and Atlantic Yards, the CBA was viewed as a way to sweeten the deal for the community. The CBA could be a way to mitigate the tension between development, and the ensuing displacement and gentrification, and the community. Some have questioned whether the dollar amounts conveyed in the CBAs have been enough; others question why a developer should create a CBA at all.	A tremendous amount of input and negotiation must enter into the creation of a CBA. It has yet to be seen whether a CBA can be fully and properly executed over the life of a project, and whether a separately created non-profit entity is an appropriate vehicle for adhering to the terms of a CBA.

Funding & Support Types	*Pros*	*Cons*	*Political Implications*	*Additional Considerations*
Public-Private Partnership *Types and examples follow*	Public-private partnerships seek to blend public sector responsibilities for providing services with private sector flexibility in funding and accomplishing the provision of these services. Generally, the public sector retains life-safety and statutory responsibilities, and the private sector component (usually a non-profit) provides the "value-added" services, fundraising, and additional outreach. In less common cases, the partner may also be responsible for project planning and implementation, and even own some or all of the physical assets. Governments have been seeing these partnerships as a potential savior for balancing budgets and caring for expensive capital assets.	The non-profit or private component of the partnership is created by some type of contract, agreement, or charter created in partnership with the responsible agency; and is often supported, at least initially, with the conveyance of public funds. The selection and vetting process, and the process of ongoing governance, can be opaque. Once the funds are conveyed, they are often commingled with funds that the entity raises, and the means by which the funds are committed and spent is no longer subject to public scrutiny and, in the worst case, may violate public statutes.[10] There can also be difficulties surrounding defining and measuring success.	Generally, the creation of a public-private partnership has not been controversial. However, as evidenced by recent public comments, this may be changing. Recent concerns revolve around questions of equal access and "pay to play," affecting the public perception of partners. The transparency of governance of partners is coming under increasing scrutiny. The value of services or goods provided by the partner is always being examined; and many parks partners are specifically excluded from competing with the private sector, (concessions, for example), except by legislative exception.	Public-private partnerships depend on private sector flexibility for the delivery of public sector services; as a result, many non-profit or private partners operate in a statutory gray area that must be continually defined on an issue-by-issue or project-by-project basis. Creating this additional layer of bureaucracy could result in an organization that is more committed to growth and self-perpetuation than its public-serving mission; caution must be exercised. The non-profit or private partner depends on public money, as well as private and/or grant and/or philanthropic funding; legal and funder compliance can be challenging.
• **Conservancy** *Example: Central Park Conservancy* The **conservancy** and the **foundation** are long-term fundraising partners to an entity. They are incorporated as nonprofits, which confers tax advantages upon the organizations and individuals and entities that donate to them.	The conservancy model seeks to care for an asset, such as a park, in perpetuity. To this end, a conservancy often develops endowment funds and takes on at least part of the day-to-day operation and maintenance of the asset. The conservancy is typically well-funded, Board members contribute substantially to the conservancy, and the conservancy also takes on some capital expenditures funding, as well as project development and implementation. The foundation model seeks to distribute this support across sites.	The governance of a conservancy can be opaque and may be viewed as elitist by the community or disconnected from the political process. The conveyance of public funds, with the resulting loss of transparency regarding their use, can anger constituents. The conservancy may require legislative exception to be able to develop earned income revenue streams.	The creation of a conservancy was, in the past, seen as an excellent means to protect and care for an asset, such as a park, as well as building a more active and involved stakeholder base. Increasingly, the public seems to be questioning the accountability and purpose of some conservancies. The need for standard guidelines and oversight of conservancies is a growing concern.	Conservancies can only be implemented when a certain amount of political will has already developed in the community. The conservancy model is largely dependent on a well-connected Board for success; and, typically, only highly visible flagship parks in affluent neighborhoods will be able to coalesce enough interest for the formation of a conservancy.
• **Friends Group** *Universally applicable; example: Friends of Crotona Park* The **friends group** can be formal or informal and may or may not be incorporated as a separate non-profit, depending on the nature and extent of fundraising.	Friends groups provide an essential grassroots organizing role.[11] While they may not be able to provide significant revenues to support parks, they do help to ensure community interest and commitment to advocacy and upkeep of the park.	If the friends group is not well-coordinated and committed to inclusionary membership, it can become a liability to the park.	Friends groups must be carefully developed and meaningfully involved in the political process for the reinvestment and upkeep in parks.	There must already be a critical mass of community cohesion and involvement to be able to make a friends group – and community interest in the park – happen.

[11] "Lessons Learned: Importance of community development to maintain investments – Organizational development (friends of groups)," *Park Expenditures Secondary Impact Analysis: Final Report*, New Yorkers for Parks, 2002, page 11.

[10] McIntire, Mike. "Extra Fund-Raising Put Off Statue of Liberty Reopening," *The New York Times*, April 4, 2004. http://www.nytimes.com/2004/04/04/nyregion/04LIBE.html?ei=5007&en=6c4e6f29efd999bc&ex=1396414800&partner=USERLAND&pagewanted=print&position=

Equity and Neighborhood Park Funding Strategies

> **"…any deficit tends to be felt particularly in neighborhoods with limited access to the budget process and fewer options for private philanthropy to fill the gaps… the most lucrative partnership opportunities are in neighborhoods with greater financial resources. Taken to its extreme, this can be seen as leading to a "two tier" system of parks: those with private resources and those without."**
>
> *On the Verge*, Regional Plan Association

There is a significant disparity between flagship parks and neighborhood parks. While Central Park, for example, is an icon of New York City that is largely surrounded by affluent neighborhoods, many neighborhood parks do not have the same advantages. There are also challenges to universally correlating capital expenditures on neighborhood parks to local economic development and incremental improvements in real estate value. For example, "Contributing factors to these [inconclusive] results include: local real estate markets that are weak, and not well-positioned to immediately benefit from park improvements; poorly maintained improvements, and limited community involvement."[2]

It may be that the best solution is a "Complete Neighborhoods" initiative comparable to the NYC Department of Transportation's "Complete Streets" program, in which every kind of improvement to the physical infrastructure and the overall street environment – for drivers, bicyclists, pedestrians, business owners and residents – is made at once instead of piecemeal by one agency or institution at a time. In 2002, NY4P and Ernst & Young proposed the following: "Strategic reinvestment in parks, as part of overall community development planning, can effectively enhance local property values and promote investment in emergent real estate markets."[3]

With development, though, there must be adequate protection from displacing current residents, with ongoing efforts to ensure equal access while employing strategies to meet new constituencies.

Selected Neighborhood Parks

For this study, opportunities and challenges were identified for a diverse subset of the neighborhood parks that were included in the 2002 New Yorkers for Parks/Ernst & Young study, *How Smart Parks Investment Pays Its Way*. Many of these parks have experienced demographic change since 2002. It is essential to note that any of the strategies offered should not be considered without a true public process that engages neighborhood stakeholders. They are identified below:

Astoria Park, Queens

Context

Largely acquired in 1913, the 66-acre park includes an Olympic-sized swimming pool and panoramic views of the Triborough Bridge and East River shoreline.

Although its median household income approaches the citywide average, Astoria contains parkland totaling just one-fifth of the city's average. Astoria is renowned as an immigrant neighborhood, with a population that is 50% foreign-born, with large and distinct ethnic clusters.

How Smart Parks Investment Pays Its Way, Ernst & Young and NY4P's report that examines the effect of parks on real estate values, found that property values were increasing, but did not demonstrate a correlation between park expenditures and property values.

Opportunities

Astoria Park is a popular gathering place for neighborhood residents, despite its distance from the nearest MTA station.

This engagement offers opportunities for additional concessions activity, including mobile vendors. Furthermore, the extensive paved surfaces within the park, in addition to the paved surfaces at the Hoyt Avenue gateway to the park, offer an opportunity to stage more intensive uses such as concerts, fairs, and temporary amusements.

The strong immigrant presence in Astoria would support an expansion of niche marketing and branding based on these demographics, such as the Greek festivals that are already occurring in the park.

Summer swimming, fireworks viewing, waterfront activities, and ethnic holidays could be leveraged into larger events. The extensive open spaces could also support an outdoor foreign film festival.

Paved surfaces, such as the circular parking lot at the entrance, would allow higher-impact concessions. Cordoning off some of the parking lot would provide a unique opportunity for paved outdoor café seating.

Engagement with the local chamber of commerce, civic organizations, and national fraternal orders would assist with the development and marketing of signature events.

Queens City Council District 22 Vital Statistics

Total Population	162,597	17% under 18 years
	District 22	*Citywide*
Median Household Income	$37,055	$38,293
Students Receiving Free Lunch	75%	61%
Parkland Acreage	3%	14%

Black Non-Hispanic	8%	Asian	12%
Caucasian Non-Hispanic	47%	Hispanic	25%
Other	8%		

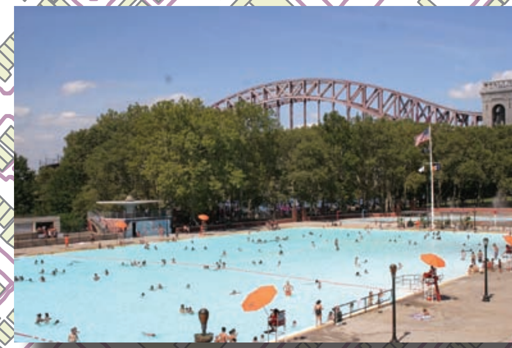
Astoria - 84,731 Foreign-Born by Nationality

Greece	8,908	10.5%
Bangladesh	6,575	7.8%
Ecuador	6,204	7.3%
Mexico	5,878	6.9%
Colombia	4,501	5.3%
Italy	4,493	5.3%
Brazil	3,300	3.9%
Dominican Republic	2,620	3.1%
India	2,560	3.0%
China	2,495	2.9%
All Others	37,197	43.9%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

Images on opposite page: ©2008. Tim Francis for New Yorkers for Parks.

East River
Triborough Bridge
Elevated Railway
Ditmars Boulevard
Shore Boulevard
ASTORIA PARK
19th Street
Astoria Park South
Hoyt Avenue North



Claremont Park, Bronx

Context

Between 1888 and 1890, the city acquired the 38 acres of land in Morrisania and opened the first playgrounds and basketball courts in 1914. The outdoor pool opened in 1991.

In an area with one of the lowest median incomes in the city, the park provides an important gathering place, with the pool providing respite during the summer heat.

The murals surrounding the pool demonstrate the high value that the residents place on the park. The illustrations evoke more tropical and fantastical locales, which are suggestive of the homelands of some of the ethnic clusters that are expanding in Morrisania.

Opportunities

Claremont Park provides an essential resource for the neighborhood, with nearly 35% of the population under the age of 18. Signage should be translated into Spanish to welcome the largest linguistic group in the community. Through partnerships with local organizations, low-cost summer camps that take advantage of the outdoor space and the pool, as well as after-school programs during the daylight savings portion of the year, could be a welcome and valuable addition to the community.

Three nodes of activity in the park could support additional concessions activity. The expansion of the neighborhood's ethnic clusters provide a unique opportunity to market various foods and activities. The park should seek out local civic, service, and support organizations to develop programs that utilize the park but also contribute some additional revenue or in-kind support (horticultural care, trash pick-up). The growing ethnic clusters around the park, as well as the predominantly Spanish-speaking population, would most likely support the development of park programming around national holidays, music, and film, and offer a unique opportunity to reach this target market.

The beautiful mural surrounding the pool could also provide unique inspiration for an arts festival and could become a secondary brand for the park.

Bronx City Council District 14 Vital Statistics

Total Population	157,920	34% under 18 years
	District 15	*Citywide*
Median Household Income	$23,788	$38,293
Students Receiving Free Lunch	96%	61%
Parkland Acreage	8%	14%

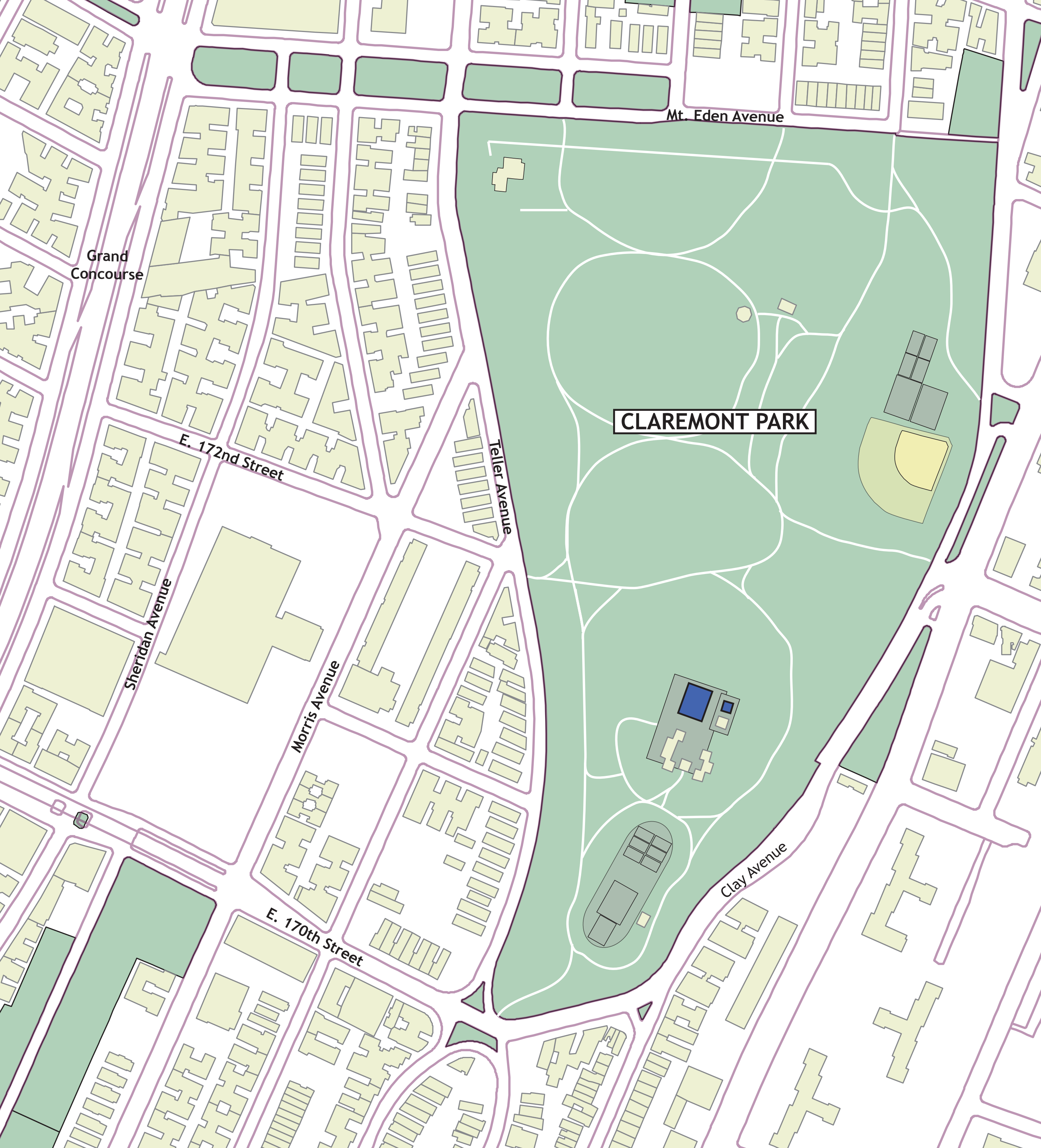
Black Non-Hispanic	25%	Asian	3%
Caucasian Non-Hispanic	3%	Hispanic	66%
Other	3%		

Morrisania - 25,711 Foreign-Born by Nationality

Dominican Republic	14,892.0	57.9%
Jamaica	1,391.0	5.4%
Ghana	1,241.0	4.8%
Ecuador	1,048.0	4.1%
Mexico	996.0	3.9%
Guyana	664.0	2.6%
Honduras	552.0	2.1%
Nigeria	273.0	1.1%
Guatemala	264.0	1.0%
Trinidad & Tobago	250.0	1.0%
All Others	4,140.0	16.1%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

Images on opposite page: ©2007. William DesJardins for New Yorkers for Parks.


CLAREMONT PARK
Mt. Eden Avenue
E. 173rd Street
Grand Concourse
E. 172nd Street
Teller Avenue
Sheridan Avenue
Morris Avenue
Clay Avenue
E. 170th Street

Marcus Garvey Park, Manhattan

Context

Started in the 1840s as Mount Morris Park, in 1973 the City renamed this Harlem park for a prominent 19th century civil rights leader. A 47-foot watchtower built in the 1850s commands the highest point in the park, and a newly completed 29-story residential tower dominates its southern end, with much of the perimeter surrounded by elegant brownstones. At the same time, many of the buildings around the park are undergoing renovation, and a number of vacant lots along 125th Street are awaiting redevelopment. While this recent activity is leading to tension among long-time and new residents, and park users, the increasing density heightens the value of the park as an urban amenity.

Opportunities

Substantial ongoing residential development surrounding the park demonstrates the impact that this valuable amenity is having on surrounding property values.

The adjacent 125th Street Business Improvement District (BID) also provides an opportunity for integrating Marcus Garvey Park into an existing supplemental maintenance framework. The 125th Street BID could be expanded to encompass the park, helping to mitigate the increased impact of new development.

The park also hosts numerous fee-based festivals and events and supports some concession activity at its pool. The park would greatly benefit from a change to concessions rules that would allow a portion of the revenue to be retained on-site.

Rapid development around the park, particularly of luxury residential units, underscores its value. There is a strong case for the implementation of a Real Estate Transfer Tax to support ongoing care of the park, especially once the real estate market rebounds and high-density development continues on 125th Street.

Manhattan City Council District 9 Vital Statistics

Total Population	155,421	23% under 18 years
	District 9	*Citywide*
Median Household Income	\$26,192	\$38,293
Students Receiving Free Lunch	82%	61%
Parkland Acreage	16%	14%

Black Non-Hispanic	58%	Asian	4%
Caucasian Non-Hispanic	19%	Hispanic	16%
Other	3%		

Central Harlem - 15,017 Foreign-Born by Nationality

Dominican Republic	3763	25.1%
Jamaica	1151	7.7%
Haiti	816	5.4%
Honduras	691	4.6%
Mexico	540	3.6%
Trinidad & Tobago	483	3.2%
China	345	2.3%
El Salvador	255	1.7%
Ghana	248	1.7%
Ecuador	218	1.5%
All Others	6507	43.3%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

Images on opposite page: ©2004. Kim Fagerstam for New Yorkers for Parks.


W. 125th Street
Lenox Avenue
5th Avenue
E. 125th Street
W. 124th Street
E. 124th Street
Mt. Morris Park West
MARCUS GARVEY PARK
Madison Avenue
W. 120th Street
E. 120th Street
5th Avenue

Paerdegat Park, Brooklyn

Context

New York City created this 3.5-acre park in the Farragut neighborhood of East Flatbush in 1941. In 1991, the Parks Department refurbished the park's horticultural plantings, and renovated the playgrounds, chess tables, handball and basketball courts, and built a new baseball field.

The *How Smart Parks Investment Pays Its Way* report demonstrated a strong correlation between investment in this park and surrounding residential property values. During the same period, commercial values also increased, demonstrating an overall strengthening of the neighborhood.

Opportunities

Paerdegat Park is one of the few oases of green in the Farragut neighborhood of East Flatbush. As a focal point of the area and a nexus of community activity, the park provides a prime opportunity for an increase in fee-based events and concession activity.

For instance, with strong ethnic clusters throughout the neighborhood, the park's paved spaces could serve as excellent sites for higher-impact commercial activities, such as weekend festivals that cater to residents' interests. With fee-based opportunities such as these, the park offers ample potential to develop a healthy revenue stream.

The park also has frontage along Farragut Road, which has a number of retail spaces. There is an opportunity to tie economic activity - and park support - to this commercial strip. The property owners and store operators along Farragut Road most likely have an informal cooperative structure. Formalizing this network could provide opportunities to collect revenue that could directly support the maintenance requirements of Paerdegat Park.

The real increase in property value due to investment in Paerdegat Park could provide an opportunity for implementing Real Estate Transfer Tax support for the park.

Brooklyn City Council District 45 Vital Statistics

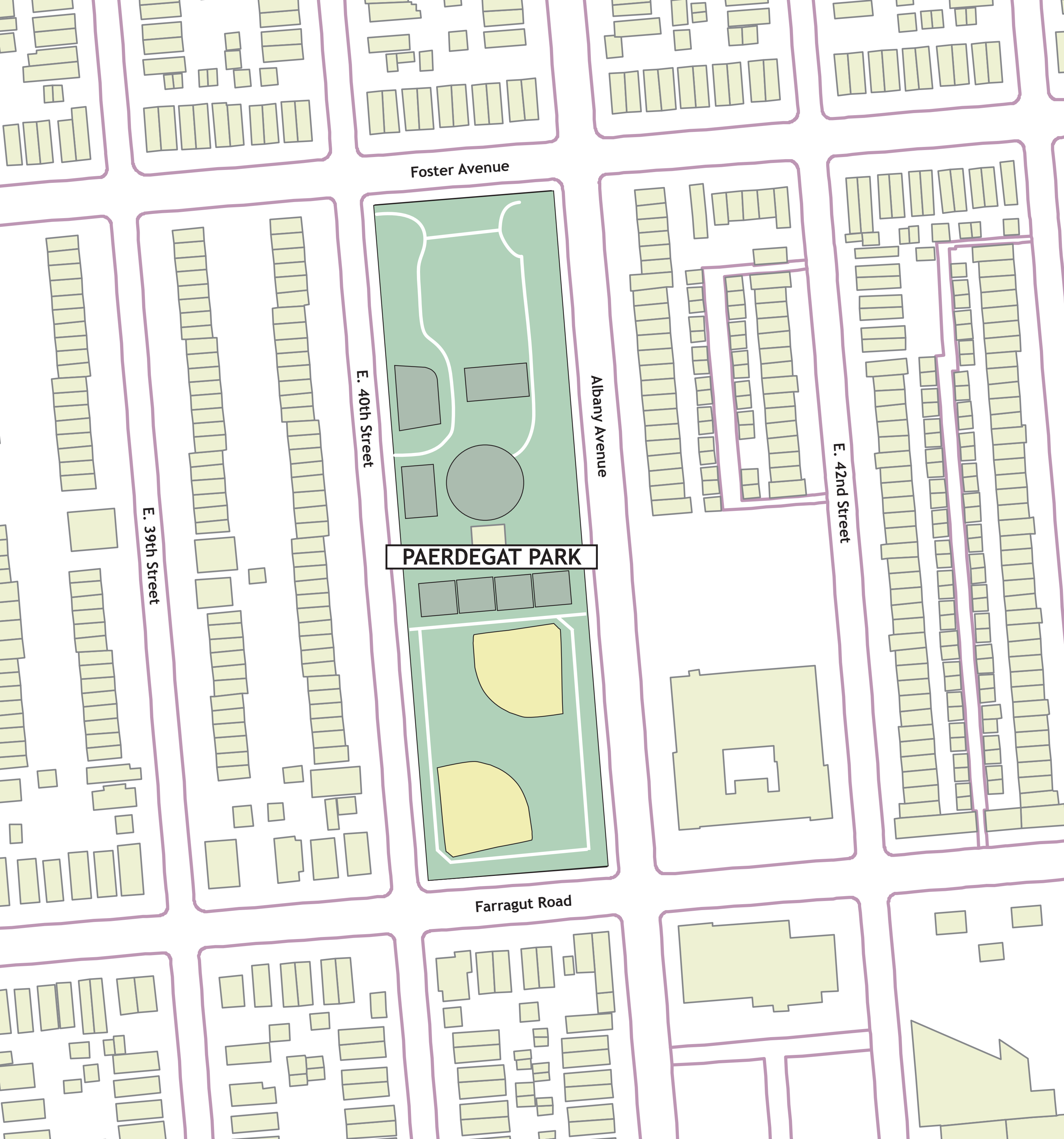
Total Population	152,379	27% under 18 years
	District 45	*Citywide*
Median Household Income	$38,931	$38,293
Students Receiving Free Lunch	78%	61%
Parkland Acreage	1%	14%

Black Non-Hispanic	76%	Asian	2%
Caucasian Non-Hispanic	11%	Hispanic	7%
Other	4%		

East Flatbush - 45,759 Foreign-Born by Nationality

Jamaica	11,943	26.1%
Trinidad & Tobago	7,137	15.6%
Haiti	7,126	15.6%
Guyana	5,796	12.7%
Barbados	2,515	5.5%
Panama	1,255	2.7%
United Kingdom	513	1.1%
Nigeria	389	0.9%
Dominican Republic	289	0.6%
Philippines	192	0.4%
All Others	8,604	18.8%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.



Foster Avenue
E. 39th Street
E. 40th Street
Albany Avenue
E. 42nd Street
PAERDEGAT PARK
Farragut Road

Queensbridge Park, Queens

Context

New York City acquired this 20.5-acre park in two pieces from the adjacent Queensbridge Houses in 1939. The Parks Department implemented substantial capital improvements between 1996 and 2001. Unfortunately, waterfront access is currently blocked.

How Smart Parks Investment Pays Its Way found some correlation between an increase in parks investment and adjacent residential property values. There is little commercial activity near Queensbridge Park, although some recent development has occurred just south of the Queensboro Bridge, including the completion of an extended-stay hotel. Long Island City, just to the south of the park, is experiencing rapid growth.

Opportunities

Queensbridge Park is adjacent to the Queensbridge Houses, in the Ravenswood neighborhood of Queens. As its name implies, it is also next to the Queensboro Bridge. With frontage along the East River, DPR plans to integrate the park into a continuous greenway that will run from Long Island City to Astoria. Connections to the larger neighborhood would support the continued growth of signature programming, beyond the festivals in the park that already celebrate the musical heritage of Queensbridge Houses. Moreover, paved areas in the park could support high-impact concerts and festivals, and a beautiful but deteriorated structure already on the grounds would be ideal for a concession. A user survey conducted by New Yorkers for Parks in 2008 showed interest in a swimming pool.

Maintaining strong connections between the park and the residents of Queensbridge Houses is important, and provides an ideal venue to celebrate the neighborhood's artistic and musical heritage. As there is little commercial activity in the immediate vicinity, a new café with outdoor seating on the paved roadway that is rarely used could provide a new, much-needed hub for community activity. Finally, the waterfront landing could also provide a unique activity, particularly if there were a means to safely access the park from waterborne craft, which could support additional commercial and recreational activity.

Queens City Council District 26 Vital Statistics

Total Population	161,795	21% under 18 years
	District 26	*Citywide*
Median Household Income	$35,692	$38,293
Students Receiving Free Lunch	72%	61%
Parkland Acreage	1%	14%

Black Non-Hispanic	7%	Asian	23%
Caucasian Non-Hispanic	29%	Hispanic	36%
Other	5%		

Astoria - 84,731 Foreign-Born by Nationality

Greece	8,908	10.5%
Bangladesh	6,575	7.8%
Ecuador	6,204	7.3%
Mexico	5,878	6.9%
Colombia	4,501	5.3%
Italy	4,493	5.3%
Brazil	3,300	3.9%
Dominican Republic	2,620	3.1%
India	2,560	3.0%
China	2,495	2.9%
All Others	37,197	43.9%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

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East River
QUEENSBRIDGE PARK
Queensboro Bridge
Vernon Boulevard
41st Avenue
Queensbridge Houses

Sara D. Roosevelt Park, Manhattan

Context

The city acquired the parkland in 1929, with the intention of widening the streets, but instead chose to construct the park in 1934 at the urging of Sara D. Roosevelt, the park's namesake. With large capital investments between 1992 and 1995, DPR created the Golden Age Senior Citizens Center, a vendors market, and the Wah-Mei bird garden. Subsequently, DPR made additional large capital investments in 2000 and 2001.

The neighborhood has seen an increase in the value of commercial space in recent years.

Opportunities

Sara D. Roosevelt Park is a focal point for the adjacent neighborhood, and the linear park creates a strong connection between East Houston Street and the Manhattan Bridge. Already well-integrated into the cultural and economic life of Chinatown and the Lower East Side, the park could also be tied into the Chinatown BID.

The neighborhood is in the midst of a ten-year trend of redevelopment, particularly with the recent completion of a new luxury mixed-use project adjacent to the northwest corner of the park. The park provides a much-needed recreational outlet for the crowded neighborhood, and DPR already sponsors some fee-based spectator events in the park.

With several underutilized structures within the park, and a number of ad hoc vendors taking advantage of the park's foot traffic, it is easy to envision DPR renovating the structures and renting them out for concessions.

Finally, the neighborhood continues to undergo rapid demographic change and is home to several strong Chinese ethnic clusters. There could be some exciting opportunities for ethnically themed food that could become a signature offering of this park and support the existing public festivals.

Manhattan City Council District 1 Vital Statistics

Total Population	149,358	15% under 18 years
	District 1	*Citywide*
Median Household Income	$39,132	$38,293
Students Receiving Free Lunch	79%	61%
Parkland Acreage	6%	14%

Black Non-Hispanic	4%	Asian	42%
Caucasian Non-Hispanic	37%	Hispanic	14%
Other	3%		

Chinatown & Vicinity – 57,575 Foreign-Born by Nationality

China	42,389	73.6%
Dominican Republic	4,273	7.4%
Malaysia	1,302	2.3%
Bangladesh	744	1.3%
Poland	553	1.0%
Japan	512	0.9%
Vietnam	471	0.8%
United Kingdom	467	0.8%
Mexico	389	0.7%
Korea	359	0.6%
All Others	6,116	10.6%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

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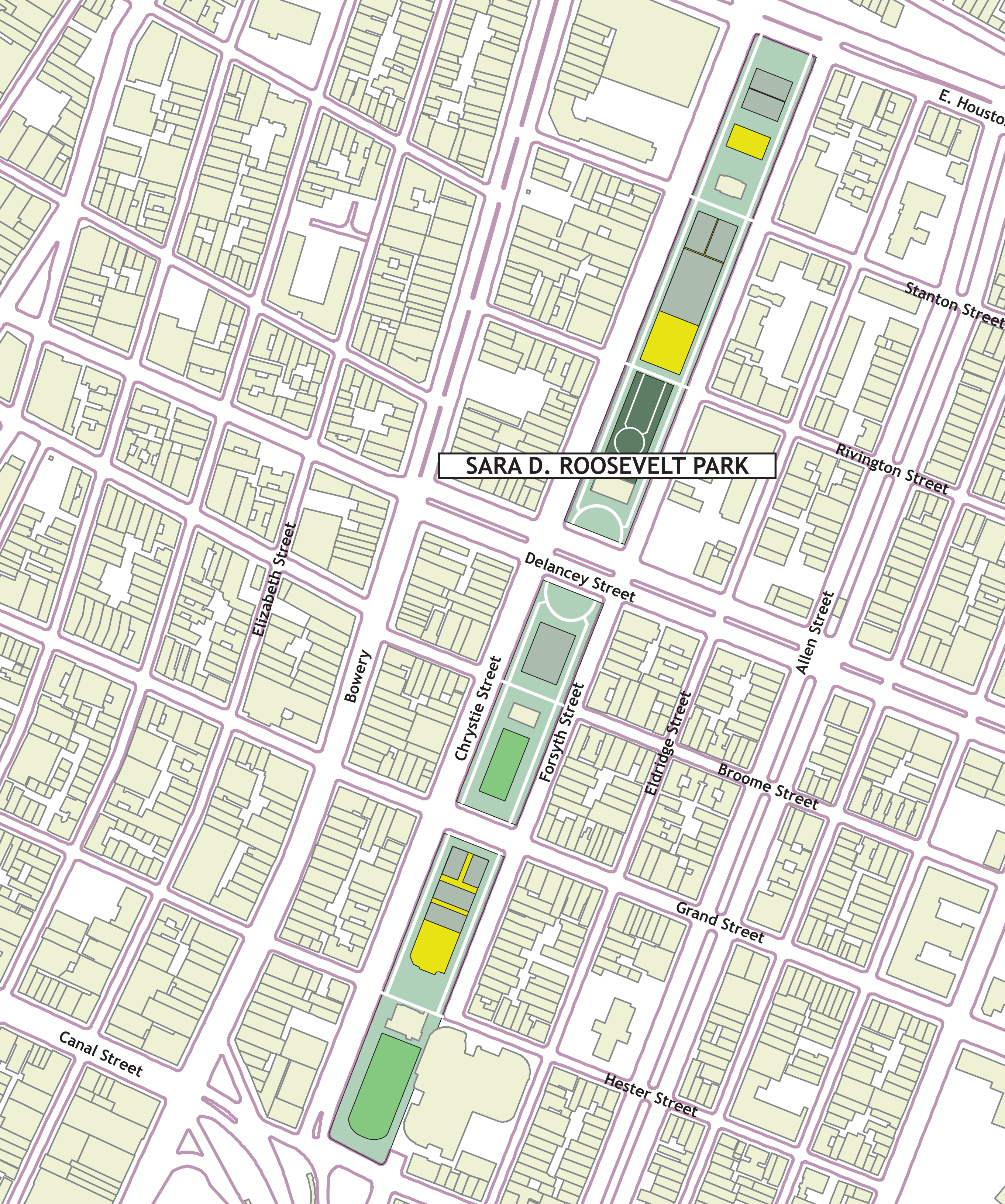
SARA D. ROOSEVELT PARK
E. Houston Street
Stanton Street
Rivington Street
Delancey Street
Broome Street
Grand Street
Hester Street
Canal Street
Elizabeth Street
Bowery
Chrystie Street
Forsyth Street
Eldridge Street
Allen Street

Stapleton Playground, Staten Island

Context

The Parks Department and the Department of Education jointly acquired the land for Stapleton Playground in 1947. Construction commenced in 1949 and the park opened to the public in 1951.

Stapleton Playground is located next to New York City Housing Authority public housing.

Anecdotally, Staten Island parks typically have lower rates of use than parks in other New York City boroughs. This may be due to the prevalence of single family homes and private yards.

Opportunities

Stapleton Playground creates a visual and physical terminus to a small greenway that extends from the heavily utilized Tappen Park. There could be an exciting opportunity to create festivals or events that take advantage of this linear green space, drawing more users and revenue-generating activity into Stapleton Playground.

Stapleton Playground has some unique amenities, such as a swimming pool, that already draw neighborhood residents, and could offer the opportunity for expanded concessions activity.

Community engagement is necessary to attracting additional users to Stapleton Playground. With community support, there may be an opportunity for additional concessions and temporary revenue-generating uses.

Furthermore, ethnic clusters offer opportunities for themed concessions and festivals tied to national holidays.

Staten Island City Council District 49 Vital Statistics

Total Population	157,316	28% under 18 years
	District 49	*Citywide*
Median Household Income	$45,942	$38,293
Students Receiving Free Lunch	63%	61%
Parkland Acreage	9%	14%

Black Non-Hispanic	23%	Asian	6%
Caucasian Non-Hispanic	48%	Hispanic	20%
Other	3%		

Stapleton Area – 24,850 Foreign-Born by Nationality

Italy	2,935	11.8%
China	1,527	6.1%
Russia	1,335	5.4%
Mexico	1,298	5.2%
Philippines	1,247	5.0%
Former Yugoslavia	1,124	4.5%
Ukraine	962	3.9%
Nigeria	876	3.5%
Poland	864	3.5%
India	846	3.4%
All Others	11,836	47.6%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

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Canal Street
Canal Street
Bay Street
Broad Street
Tompkins Street
STAPLETON PLAYGROUND
Tompkins Avenue

Sunset Park, Brooklyn

Context

The city acquired the 24.5 acres for Sunset Park in 1891 and 1905 and developed the grounds between 1898 and 1911. The Art Deco pool and playground opened in 1936. The Parks Department made substantial capital investments in Sunset Park between 1998 and 2001. As analyzed in the *How Smart Parks Investment Pays Its Way* report, residential and commercial property values were already rapidly increasing in Sunset Park at the time of the investment.

There is an active Sunset Park Business Improvement District (BID), and all of Sunset Park falls within the purview of the Southwest Brooklyn Industrial Development Corporation (SWBIDC).

Opportunities

Sunset Park offers an oasis of green and a hub of recreational activity at the heart of a neighborhood that is well below the city average for parkland. At the same time, the population is growing, with sizeable demographic shifts occurring as Chinese, Mexican, and Dominican clusters continue to grow.

The park is renowned for its views of New York Harbor and large swimming pool.

Further engagement with existing political structures, such as the Sunset Park BID and SWBIDC, could lead to direct park support as well as indirect support such as marketing partnerships. Anecdotally, Sunset Park is already well-used, but the current use could support additional concessions activity. Furthermore, the extensive paved surfaces could support high-impact temporary uses such as festivals or amusements. The large sloped grassy surface could be a natural fit for free or corporate-sponsored film festivals.

Like many of the other neighborhood parks, Sunset Park could benefit from a new policy that would allow it to retain some of the concessions revenue generated on-site.

Brooklyn Council District 38 Vital Statistics

Total Population	149,430	27% under 18 years
	District 38	*Citywide*
Median Household Income	$28,505	$38,293
Students Receiving Free Lunch	88%	61%
Parkland Acreage	3%	14%

Black Non-Hispanic	6%	Asian	23%
Caucasian Non-Hispanic	17%	Hispanic	51%
Other	4%		

Sunset Park & Vicinity – 59,209 Foreign-Born by Nationality

China	19,451	32.9%
Mexico	8,408	14.2%
Dominican Republic	7,512	12.7%
Ecuador	3,261	5.5%
Poland	1,545	2.6%
Columbia	1,249	2.1%
Honduras	1,213	2.0%
El Salvador	938	1.6%
Philippines	887	1.5%
Guyana	780	1.3%
All Others	13,965	23.6%

Sources: Population, parkland data: New Yorkers for Parks *2009 City Council District Profiles*; Income, education, demographics data: New Yorkers for Parks *2005 City Council District Profiles*; Foreign-born data: New York City Department of City Planning, *The Newest New Yorkers 2000*.

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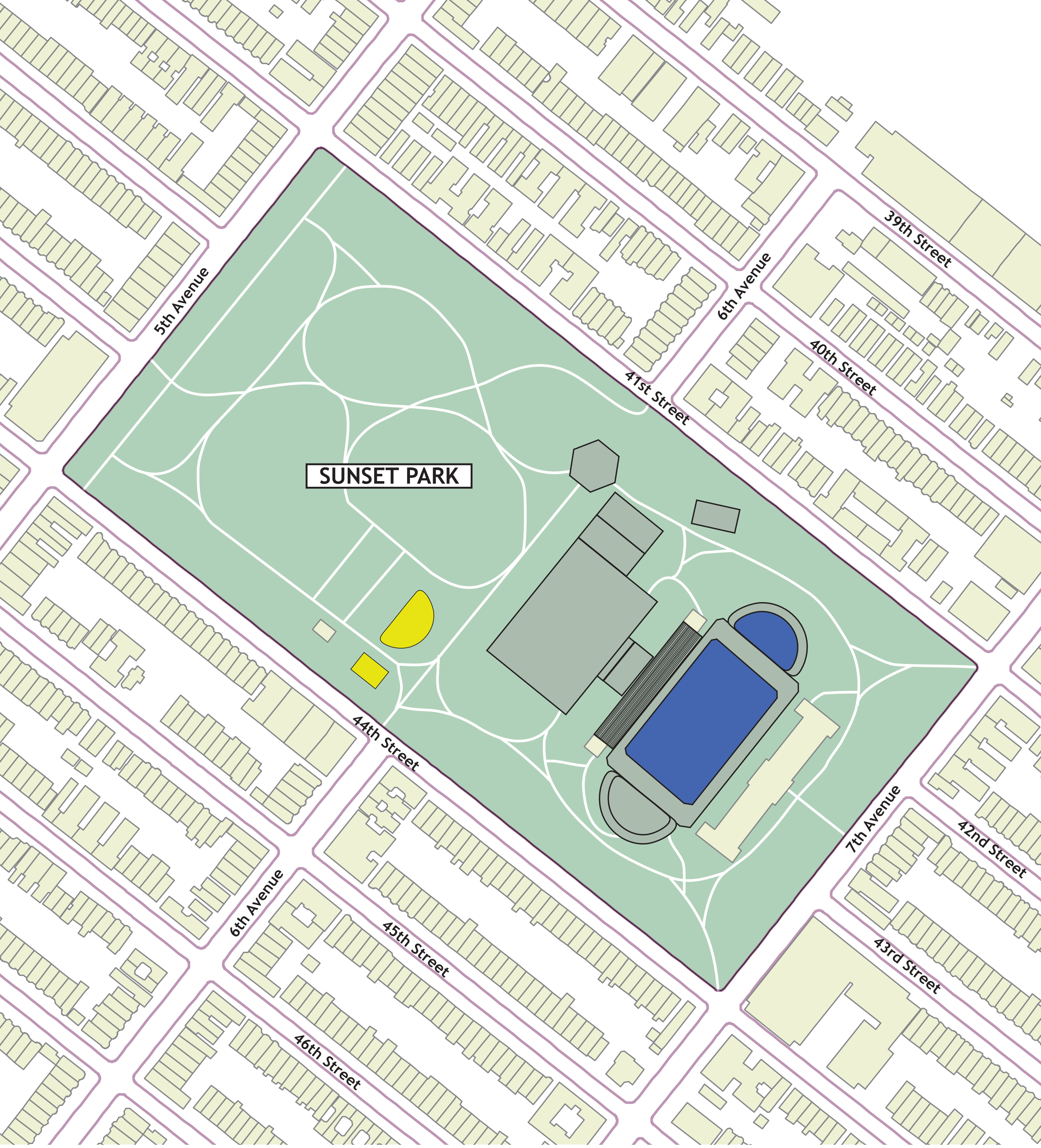
SUNSET PARK
5th Avenue
6th Avenue
7th Avenue
39th Street
40th Street
41st Street
42nd Street
43rd Street
44th Street
45th Street
46th Street
6th Avenue

Endnotes, Organized by Section

Executive Summary

[1] Thompson, Clive. "The Five-Year Forecast: Unseasonably warm, with freakish snowfalls and chance of cyclone. This winter will be weird, and the weather will keep on getting weirder." *New York Magazine*, November 20, 2006.

Context

[1] Cox, William V., editor. "Park Improvement Papers No. 7: Notes on the Establishment of a National Park in the District of Columbia and the Acquirement and Improvement of Rock Creek for Park Purposes." Excerpt from a letter from November 17, 1883, sent by Mr. W.W. Corcoran, Justice William Strong, and Mr. Josiah Dent to the Commissioners of the District of Columbia. *Park Improvement Papers,* Government Printing Office, Washington, D.C., 1902, pages 109.

[2] "The final report documents cases of commercial real estate value increasing by up to 225%, residential real estate value by up to 150%, turnover rates dropping to less than 1%, and instances where increased use and concessions have generated returns that have paid for the park improvements. These effects were not isolated to a single borough or scenario – residential and commercial areas of different income levels and demographics across the city have been wise financial investments for city planners and private developers." *How Smart Parks Investment Pays Its Way,* Executive Summary, New Yorkers for Parks-Ernst & Young Real Estate Practice, New York City, 2002, page 2.

[3] "Since the city shuttered [the bathhouse at the corner of Madison and Rutgers Streets on the Lower East Side since the 1970s] during the fiscal crisis, it has stood in this neighborhood as a testament to a two-tiered parks system where public lands in wealthy neighborhoods are well-kept by private funds while the rest are left to rot." Gentile, Sal, "Public Officials Grapple Over City's Approach to Public-Private Partnerships," www.cityhallnews.com, January 28, 2009.

[4] *How Smart Parks Investment Pays Its Way,* Executive Summary, New Yorkers for Parks-Ernst & Young Real Estate Practice, New York City, 2002, page 136.

[5] Cox, William V., editor. "Park Improvement Papers No. 7: Notes on the Establishment of a National Park in the District of Columbia and the Acquirement and Improvement of Rock Creek for Park Purposes." Excerpted from a report submitted on January 26, 1889, to the Committee of the Whole House on the State of the Union by Mr. Hemphill. *Park Improvement Papers,* Government Printing Office, Washington, D.C., 1902, pages 109., as reprinted in Park Improvement Papers No 7, page 133.

[6] "The San Francisco Cosco Busan Fund: $350,000 Available for Grants," The San Francisco Foundation, http://www.sff.org/programs/environment/documents-environment/Cosco%20Busan%20RFP%20Aug%202008.pdf, August 4, 2008.

[7] "…we can estimate that if proximity and easy access to Central Park increases by 15 percent the frequency with which residents of the surrounding area engage in some type of physical activity (probably a conservative assumption), then the health care and other costs associated with inactivity decline by something like $34 to $42 million annually." *Valuing Central Park's Contributions to New York City's Economy,* Central Park Conservancy and Appleseed Consulting, Inc., 2009, page 36.

[8] *How Smart Parks Investment Pays Its Way,* Executive Summary, New Yorkers for Parks-Ernst & Young Real Estate Practice, New York City, 2002.

[9] *Park Expenditures Secondary Impact Analysis:* Final Report, New Yorkers for Parks, 2002, page 11.

[10] *How Smart Parks Investment Pays Its Way,* Executive Summary, New Yorkers for Parks-Ernst & Young Real Estate Practice, New York City, 2002, page 2

[11] *How Smart Parks Investment Pays Its Way,* Executive Summary, New Yorkers for Parks-Ernst & Young Real Estate Practice, New York City, 2002,, page 5

[12] *The Excellent City Park System,* Trust for Public Land, 2006.

[13] *On the Verge: Caring for New York City's Emerging Waterfront Parks & Public Spaces,* Regional Plan Association, Spring 2007, page 2.

[14] Ibid., page 5.

[15] Spencer, Peter N., "City racing to corral

federal $$ for parks projects that would benefit Staten Island," *Staten Island Advance,* January 25, 2009.

[16] *On the Verge: Caring for New York City's Emerging Waterfront Parks & Public Spaces,* Spring 2007, page 2.

[17] Websites for the Central Park Conservancy, www.centralparknyc.org, and Golden Gate National Parks Conservancy, www.conservancy.org, accessed January 19, 2009.

[18] Levy, Dan. "A Green Belt in the Black: Presidio as National Park Achieves Self-Sustaining Goal 8 Years Early," *San Francisco Chronicle,* http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2005/06/19/MNGKBDB3KI1.DTL, June 19, 2005.

[19] "Famed, And Spacious, Army Post is Focus of Housing Fray," *New York Times,* http://query.nytimes.com/gst/fullpage.html?res=9C0DEED81131F933A25756C0A96E958260, May 10, 1998.

[20] Selna, Robert, "Presidio Trust to Work with Fisher on Museum," *San Francisco Chronicle,* http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2008/01/31/BABIUP0CQ.DTL, January 31, 2008.

[21] Gentile, Sal. "Public Officials Grapple Over City's Approach to Public-Private Partnerships," www.cityhallnews.com, January 28, 2009.

[22] Ibid.

[23] Neidi, Phoebe. "Future for B'klyn Bridge Park Clouded, While Near-Term Plans Move Forward," *Brooklyn Daily Eagle,* January 30, 2009.

Equity

[1] *On the Verge: Caring for New York City's Emerging Waterfront Parks & Public Spaces,* Regional Plan Association, Spring 2007, page 2.

"[2] Analyses of capital expenditures indicate that the current capital investment process yields less desirable results on an overall basis," *Park Expenditures Secondary Impact Analysis: Final Report,* New Yorkers for Parks, 2002, page 5.

[3] *Park Expenditures Secondary Impact Analysis: Final Report,* New Yorkers for Parks, 2002, page 10.

Central Park

[1] *Valuing Central Park's Contributions to New York City's Economy,* Central Park Conservancy and Appleseed Consulting, Inc., 2009, pages 9 to 13.

[2] Ibid., page 19.

[3] Ibid., page 27.

[4] Ibid., page 27.

Hudson River Park

[1] *The Impact of Hudson River Park on Property Values,* Friends of Hudson River Park, New York, October 17, 2008, page 5.

[2] In fact, the Regional Plan Association recommends creating a specific New York City fund, completely separate from the parks, "to pay for expensive and critical repair required by shoreline bulkheads, piers and other maritime infrastructure of waterfront parks and public spaces." *On the Verge: Caring for New York City's Emerging Parks & Public Spaces,* Regional Plan Association, Spring 2007, page 3.

[3] *The Impact of Hudson River Park on Property Values,* Friends of Hudson River Park, New York, October 17, 2008, page 1.

[4] Ibid., page 2.

[5] Op. Cit., page 6.

Brooklyn Bridge Park

[1] The maintenance cost would have been higher "…if not for cost-saving sustainability measures that will lighten utility costs, such as storm water reuse." Neidi, Phoebe. "Future for B'klyn Bridge Park Clouded, While Near-Term Plans Move Forward," *Brooklyn Daily Eagle,* January 30, 2009.

[2]Krogius, Henrik, "Park Development Chief Remains Upbeat on Prospects," *Brooklyn Daily Eagle,* January 28, 2009.

[3] Op. Cit.

Supporting Our Parks was made possible through the generous support of the following:

The J.M. Kaplan Fund
The New York Community Trust
New York State Council on the Arts
Rockefeller Brothers Fund
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