

# Maintenance Funding Recommendations for the South Bronx Greenway



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**Executive Summary**

The South Bronx Greenway, a planned green-space connection between existing neighborhood parks, waterfront resources, and residential communities, will provide significant, tangible benefits to the neighborhoods of Hunts Point and Port Morris. These neighborhoods, historically inundated with waste disposal facilities, other industrial facilities, and heavy truck traffic to local food markets, was cited for having only one tree per acre and only one-fifth the park acreage recommended by city planners. Residents are burdened with extraordinarily high rates of asthma and generally a fragile health profile.

Recently, the community succeeded in creating two new parks in the neighborhood, which help to remedy the environmental injustices experienced by this low-income, minority community. To help reconnect existing neighborhoods, create vibrant waterfront destinations, and promote economic development, community groups and the City of New York created the South Bronx Greenway Master Plan in early 2006. Through the

Greenway, residents will be able to enjoy new recreational and socialization opportunities. The neighborhood’s pollution footprint will shrink as new green space draws fine particulate pollution from the air and the Greenway helps reduce sewage overflows. Greenway activities and programs will attract visitors from outside the South Bronx and generate development potential for the community.

To become a reality, however, the

South Bronx Greenway urgently needs approximately \$2.1 million annually in maintenance funding. A proper maintenance plan must be developed before New York City and its Economic Development Corporation may begin Greenway construction. The Barretto Bay Conservancy, a recently incorporated nonprofit group, has established itself as the entity responsible for developing a Greenway maintenance plan and for overseeing future Greenway

Short Term	Long Term
<p><b>Business Development</b></p> <ul style="list-style-type: none"> <li>• <b>Concessions: Tours, Push Carts</b></li> </ul> <p><b>Events and Outreach</b></p> <ul style="list-style-type: none"> <li>• <b>Public Art</b></li> <li>• <b>Concerts</b></li> <li>• <b>Road Races</b></li> <li>• <b>Volunteer Programs</b></li> <li>• <b>Environmental Education</b></li> </ul> <p><b>External Funding</b></p> <ul style="list-style-type: none"> <li>• <b>Donations and Grants</b></li> </ul>	<p><b>Build on Short Term</b></p> <p><b>Business Development</b></p> <ul style="list-style-type: none"> <li>• <b>Concessions: Water Taxis</b></li> <li>• <b>Wholesale-to-Retail</b></li> </ul> <p><b>Government and Community Mobilization</b></p> <ul style="list-style-type: none"> <li>• <b>Business Improvement District</b></li> <li>• <b>Transport Assessment</b></li> <li>• <b>Capital Improvements</b> <ul style="list-style-type: none"> <li>○ <b>Tax Increment Financing</b></li> <li>○ <b>Community Benefit Agreements</b></li> </ul> </li> </ul>
<p><b>Summary of Recommendations</b></p>	

operations. The Conservancy's primary goal, and Columbia's specific project, is to provide for the short- and long-term maintenance funding needs of the South Bronx Greenway in a way that promotes economic development and the respects local history, culture, environment, and community.

The results of an in-depth analysis of greenway funding principles will help to inform the Conservancy's creation of a maintenance plan for the South Bronx Greenway. Our research identified four principles fundamental to the success of the Conservancy. To achieve maintenance goals, the Conservancy should focus on building its own capacity to oversee Greenway operation; leveraging existing community resources; diversifying maintenance funding mechanisms and Greenway programs; and promoting usership. In line with these broad goals, four primary categories of funding mechanisms are

recommended: Business Development; Events and Outreach; External Support; and Government and Community Mobilization. Each mechanism's suitability for generating maintenance funding over both the short and long terms was assessed. Within these four categories, the recommendations summarized in the table above emerged from the analysis as the most promising.

These recommendations stem from three phases of research: consideration of the South Bronx's unique artistic heritage, culture, and history; analysis of mechanisms and projects with demonstrated success in other greenways; and inquiry into community priorities through stakeholder interviews. An understanding of the South Bronx community and recognition of the importance of the Greenway to this community was integral to the entire investigation.

Overall, a multi-faceted set of maintenance recommendations for the short-term that would generate a significant portion of the Greenway's short-term maintenance needs is developed. In the longer term, the Conservancy will need to more fully evaluate additional promising funding mechanisms, such as a Transport Assessment, a Business Improvement District, and the use of Tax Increment Financing and Community Benefits Agreements for capital improvements. In addition, the Conservancy, with the assistance of the community, should continue to seek additional City funds. Through a sustainable maintenance plan, the Greenway can succeed in its goal of re-connecting communities, creating vibrant destinations for local residents, and generating economic development and improved quality of life for residents of the South Bronx.

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## Chapter 1: Introduction

### The Greenway

The South Bronx Greenway grew out of the desire of local community groups to provide much needed green, open space and waterfront access to residents in an often-neglected area of New York City. The Greenway, as proposed in the South Bronx Greenway Master Plan, will provide over ten miles of Greenstreets and 11.7 acres of water front destinations, improve air and water quality, and encourage public art and local culture [1]. In conjunction with these social and environmental benefits, the Greenway will also create opportunities for economic development within the local communities of Hunts Point and Port Morris, as well as the South Bronx as a whole. Ultimately, the Greenway will help promote the vision of a healthy and sustainable future for the South Bronx.

Yet the Greenway still faces major challenges, such as the spatial separation of the Greenway from many of the area's residents, the City's proposal to build a new jail at the Oak Point site [2], and the need to raise approximately \$2.1 million



**Hunts Point Greenway**

Photo Credit: NYC Economic Development Corporation

per year in order to maintain the parks and Greenstreets that will make up the Greenway [1]. According to the South Bronx Greenway Master Plan, this amount will be needed to maintain all proposed short-term sections of the Greenway. In the immediate term, given the City's construction priorities, this maintenance figure is significantly less: only about \$983,652 per year for the Hunts Point Avenue, Lafayette Avenue, Food Center Drive, and Hunts Point Landing sections of the Greenway [3].

The issue of secure maintenance funding is paramount to the long-term success of the Greenway. Under the constraints set by the city, construction of individual Greenway projects may not begin until there is an adequate plan and sufficient funding for the maintenance of each Greenway project [3].

Our client for this report, the Barretto Bay Conservancy, is the guardian of the Greenway and our liaison to the community. In 2006, members of The Point Community Development Corporation and Community Board 2

established the Conservancy. Currently a fledgling organization, the Barretto Bay Conservancy hopes to expand and incorporate other non-profits and community groups in order to more fully represent the needs of the Greenway.

This report will attempt to address some of the issues associated with generating funds for maintenance while also suggesting general policies and activities that may assist in creating financial security for the Greenway. In particular, this report aims to answer the question of how the Barretto Bay Conservancy can provide for the **long-term sustainable maintenance** of the South Bronx Greenway in a way that **promotes economic development** and **respects the local history, culture, environment, and community** of the **South Bronx**.

While there are many other greenways throughout the country, the issue of maintenance funding for the South Bronx Greenway is sufficiently complex that it cannot be solved simply by looking to other greenways for successful maintenance schemes. One reason for this complexity, perhaps the most obvious and far reaching, is that

New York City will not be providing the majority of funds needed to maintain the Greenway [3]. Many of the successful greenways in this country and others receive funding and support from city and state agencies (see Table 2, Chapter 5), therefore making comparisons somewhat less helpful. In addition, the Greenway is located in the poorest congressional district in the United States [4], and therefore schemes that raise taxes or impose high user fees are also undesirable. Nonetheless, as discussed throughout this paper, there are many good examples of programs from other greenways that may be used as models for the South Bronx Greenway. Both the Greenway and the economic development it generates raise the issue of gentrification, as displacement due to rising property values is a primary fear of both residents and businesses in the area [5].

## Methodology

In order to conduct an informed and well-structured analysis of various maintenance funding options, we carried out our research in a way that allowed us to gradually build knowledge of the South Bronx, the proposed Greenway, and greenways in general before looking into more specific projects and

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determining their applicability to the South Bronx Greenway.

This report is structured in a way that mirrors our project's research development. To start, we needed to become familiar with the proposed plan and goals of the Greenway; the results of this initial study of the South Bronx Greenway Master Plan are presented in Chapter 2. In Chapter 3, we contextualize our knowledge about the Greenway and analyze the history and culture of the South Bronx area and the Hunts Point and Port Morris

neighborhoods. In Chapter 4, we build on this historical and cultural knowledge by presenting the major findings of our interviews with community groups and Greenway stakeholders, which are critical to informing the analysis of funding options. In Chapter 5, we present our comparative research findings from other parks and greenways around the world, and their applicability to the South Bronx case.

In Chapter 6 we present a categorical examination of various maintenance funding techniques, and conduct an assessment of each idea for applicability to the Greenway. Finally, in Chapter 7, we present our synthesized recommendations for Greenway maintenance funding and economic-development options over both short- and long-term timescales.

## Chapter 2: History, Culture, and Character of the South Bronx

### Cultural History of the South Bronx

The South Bronx has a rich cultural history, stemming from the fact that the area has been an important location for various musical genres, including Latin Jazz and Hip Hop.

Latin music legends who called the South Bronx home at one time or another include the three “Mambo Kings”—Tito Puente, Machito, and Tito Rodríguez—and many others who starred in or backed-up performances and recordings from the 1930s onward [6]. Mambo had become a distinct style in the 1940s and 50s as Latin music developed and gained recognition. During the 1960s, the big band mambo kings ruled the nightclubs of New York City and enjoyed growing popularity [7]. Dance halls, social clubs and theaters such as the Hunts Point Palace, Club Tropicoro, Longwood Casino, and Teatro Presidente flourished in the Longwood and Hunts Point area. After a few decades of development, salsa emerged as its own genre in the 1960s, beginning

to “articulate a pan-Latino identity” [7]. People came from all over the City to listen and dance to Latin music [8].

In the years after the flowering of Latin identity, hip-hop emerged in the Bronx during the 1970s within the context of extreme poverty and rampant arson. During this time, urban youth sought ways to entertain themselves and to counter the growing influence of gangs and street violence. Nearly all of hip-hop’s early movers such as DJ Kool Herc, Grandmaster Flash, Grandmaster Caz, Afrika Bambaataa, and KRS-One developed their styles in the Bronx and began their performing careers there [9-13].

### Contemporary Hunts Point and Port Morris

The cultural history of the South Bronx has been intertwined with that of its Hunts Point and Port Morris neighborhoods, which are the physical setting for the South Bronx Greenway. The project area, as defined in the Master Plan, includes the area roughly bounded by the Bruckner Expressway to the north, the Bronx River to the east, the East River to the south, and the

Bronx Kill to the west (Figure 1).

Residential and commercial areas make up the northeastern part of the Hunts Point neighborhood and part of the Port Morris neighborhood [1]. These two neighborhoods are separated from the waterfront by at least ¼ mile [1].

Community District 2, which includes most of the Hunts Point neighborhood, currently has a racial makeup of 76% Hispanic and 22% African-American. Approximately 40% of the area’s population was below the poverty line in 2000 [14]. According to the 2000 census, the unemployment rate of Hunts Point was about 24% and that of Port Morris was about 40% [15].

Today, both neighborhoods are characterized by a strong industrial character that has been developed over the past 30 years. The New York City Produce market and the Hunts Point Meat Market were established in 1967 and 1974, respectively. Hunts Point is one of the biggest food distribution centers in the world [16]. In 1980, New York City rezoned the Hunts Point peninsula from East 149th Street to the Bruckner Expressway as an industrial park [17]. Numerous food distribution

companies operate at the Market and distribute products to nearly 15 million people in the New York tri-state area. Three markets control the majority of these operations: The Hunts Point Terminal Market (Produce Market), the Hunts Point Cooperative Market (Meat Market), and the Fulton Fish Market, which just recently opened in 2006 [18].

Much of the southern (waterfront) portions of these neighborhoods are occupied by industrial or waste-related uses, many of which produce heavy traffic in the area [1]. These facilities include a correctional facility, a massive sewage treatment plant undergoing expansion, waste transfer stations, a Coca-Cola bottling plant, a gas and oil storage facility, and two power plants (see Figure 1) [1]. Each of these facilities is located directly adjacent to or within approximately 220 yards of the waterfront, increasing the challenge for Greenway designers interested in encouraging recreation and waterfront access.

**North and South Brother Island**

North and South Brother Islands are unpopulated islands in the East River that



**Figure 1: Locations of Geographical Features and Several Major Facilities in Hunts Point and Port Morris Neighborhoods**  
 Source: Google Earth 2007

provide potential sources of economic development based on their natural resources, convenient location between the South Bronx and Brooklyn, and proximity to Manhattan and Queens.

North Brother Island, currently managed by New York City, is the larger of the two at approximately 19 acres. The island became home to Riverside Hospital in 1885, was used as dormitory

space for university students in the 1940s, and housed adolescent drug users from 1952 to 1963 [19]. The land has been abandoned ever since and currently contains dilapidated hospital buildings, an unused lighthouse and pier, and a valuable breeding habitat for shorebirds [19]. Because of its natural habitat, the island is already a designated New York State Important Bird Area and

is part of the Harbor Herons Region. The island is of particular interest to environmentalists for its dense forest and black crowned night heron populations [20, 21].

The area was also the site of the crash of the passenger ship, *General Slocum*, in 1904 when over 1,000 people died [22]. The tragedy occurred in part because the ship's captain drew the sinking ship towards the prominent lighthouse on the island.

South Brother Island has been uninhabited since the early 20<sup>th</sup> century when the summer home of Jacob Ruppert, Jr., an early owner of the New York Yankees and founder of the Jacob Ruppert Brewery, was destroyed by fire in 1907. This island is smaller than its neighbor to the north, at approximately 7 acres.

North and South Brother Islands are currently accessible only by boat, and they are not open to the public. However, due to a rich historic, environmental, and cultural past, both islands offer potential for development.

### **Environmental and Health Concerns**

The industrial character of the neighborhood has had demonstrable effects on the residents of the Hunts Point and Port Morris neighborhoods. Due to the aforementioned pollution sources and heavy diesel truck traffic – approximately 55,000 truck trips per week to service the Hunts Point Market alone – the Hunts Point community suffers from poor air quality, noise pollution, limited green space, and polluted water bodies [18]. In the early 1900s, as the development of Hunts Point commenced, wetlands were drained and filled in so as to create developable land. Due to this fill and build form of development, the function of tidal wetlands declined to the point where the South Bronx now struggles with storm water management issues [18].

With respect to the health profile of the area, the residents of the South Bronx suffer from high levels of obesity and diabetes, as well as an unprecedented incidence of asthma [23]. An estimated one in four children in the South Bronx has been diagnosed with asthma symptoms, a rate seven times

the national average [24]. Air pollution likely exacerbates these symptoms, especially due to the heavy volume of truck traffic in the vicinity [25]. In addition, the area has a general lack of trees and other vegetation; in 1997, a survey conducted by a community group in Hunts Point discovered only 690 trees in the entire neighborhood, an average of only one tree per acre [26]. Additionally, the neighborhood had only approximately half an acre of parkland per thousand people, one-fifth the recommended amount of the New York City Department of Planning [24].

### **Community Response**

Faced with these significant environmental justice challenges, community groups in the South Bronx have mobilized and responded to address these concerns. Recently, they have made progress by reducing the number of waste transfer stations in the neighborhood, from 22 to 15 [27]. Community groups such as Sustainable South Bronx and The Point Community Development Corporation were the driving force behind the establishment of two parks - Hunts Point Riverside Park

and Barretto Point Park - both of which opened in 2006. To ensure that the public has sufficient access to these parks, and to encourage continued, coordinated economic development in the area, community groups are looking beyond their recent successes. They have created a more expansive vision for Hunts Point and Port Morris, for which the Greenway is a significant driver. The "Hunts Point Vision Plan," announced in 2005, contains many social, environmental, and economic goals [28].

### Chapter 3: Understanding the South Bronx Greenway Master Plan

A key component of analyzing the economic development potential of the South Bronx Greenway is to fully understand the scope of local resources and the proposed plan for the Greenway. The South Bronx Greenway Master Plan defines the purpose of the Greenway as well as projects to be incorporated within the eventual Greenway. These features help frame our later assessments of feasible maintenance and economic development opportunities along the Greenway.

#### The History of the South Bronx Greenway Master Plan

The creation of the South Bronx Greenway stemmed from a growing concern among community leaders that the Hunts Point/Port Morris area suffers from an insufficient amount of open space. By definition, the purpose of a greenway is to serve as a network of green spaces connecting parks, cultural,

or natural features [1]. To foster environmental justice and equality, several not-for-profit organizations, Sustainable South Bronx, The Point, and the Pratt Center for Community Development, applied for and were granted funding for the Plan through a federal grant [26, 29].

Community groups identified many opportunities, including the potential to rezone certain areas, improve local parks, explore a connection to North Brother Island, and plan the reconstruction of the Bruckner Expressway, which physically divides Hunts Point and Port Morris from the rest of the Bronx [30]. By linking existing parks together through a Greenway, proponents believe that they can better address environmental inequities in the South Bronx.

To help determine the appropriate scope and focus of the Plan, community leaders and planners gathered in a series of Community Charrettes, or community design meetings, to which the general public was invited. From these and other deliberations, Greenway sponsors settled on the following five broad project goals that eventually became focal points of the Plan [1]:

- Improve neighborhood safety and create places for socialization
- Foster community economic development
- Improve environmental quality through habitat corridors, storm water control, plantings, and bird and aquatic habitats
- Promote physical fitness among area residents
- Encourage long-term, community-based stewardship

By accomplishing these five goals, the Greenway is intended to enhance the public's ability to enjoy the waterfront, and will help promote a healthier, more sustainable future for the South Bronx.

The Plan was finalized in fall 2006 by Sustainable South Bronx, The Point Community Development Corporation, and the New York City Economic Development Corporation (EDC), with assistance from New York-based Mathews Nielsen Landscape Architects, P.C. [1].

**Project Details and Considerations**

The major parts of the Plan include the construction of Greenstreets, Connectors, Waterfront destinations, and Riverwalks. Greenstreets are defined by the New York City Department of Parks & Recreation (DPR) as linear open spaces such as trails and

paths that link parks and communities and provide open public access to green spaces and the waterfront [31].

Connectors are roadways that will connect the waterfront to certain Greenstreets, and Riverwalks are pathways to be constructed along the waterfront. These latter features will be

similar to the Greenstreets in construction.

The Plan divides the projects into three phases: a *short-term phase* with planned completion dates within five years, *mid-term phase* between five and ten years, and *long-term phase* greater than ten years from now. Short-term



Figure 2: Locations of Short-term Greenway Projects (Immediate term in purple)

Source: South Bronx Greenway Master Plan

projects are those projects that will occur on land currently controlled by the City. Mid- and long-term projects are those that are planned for privately held lands; thus, land ownership represents an obstacle for some of these long-term projects. All Greenway projects are presented in Figures 2 and 3.

### Funding Needs

Before recommending specific options, it is important to understand the extent of funding required in both the short and long terms (See **Appendix G2**). Short-term construction costs have been estimated at approximately \$121 million with \$2,044,098 million in annual maintenance needs [1]. Due to significant uncertainties related to the cost of land acquisition and project characteristics, estimates for the longer-range projects are not yet available [1].

Currently, EDC has identified four short-term priorities (hereafter referred to as the immediate-term): Hunts Point Avenue, Lafayette Avenue, Food Center Drive, and Hunts Point Landing [32]. These projects will require a total annual maintenance cost of \$983,652 (Table G2.1, **Appendix G2**). Currently,

\$476,921 of this amount is not funded (Table G2.1, **Appendix G2**), and the City and EDC will not begin construction until Greenway managers generate a plan to secure maintenance funding [32, 33]. While our recommendations apply to maintenance funding for the entire Greenway, EDC's immediate-term funding needs frame our recommendations.

Furthermore, this analysis relied on assumptions extrapolated from the immediate-term funding needs presented by EDC, including preexisting City commitments [33]. In order to determine the funding gap for all short-term projects, we assume that maintenance funding provided by the city will remain constant. Thus, by applying the proportion of NYC's immediate-term financial commitment to the estimated maintenance requirement of \$2,044,098 (approximately 31% of maintenance needs) [1] for all Greenway projects in the public right-of-way, we obtain an estimated short-term funding gap of \$1,406,689 (see Graph G2.1, **Appendix G2**).

### Short-Term Project Descriptions

In accordance with the Plan, large portions of major roadways will be converted into Greenstreets. The Greenstreets will be equipped with bikeways, planting zones along a median and strips along both sidewalks, new street lights, pedestrian amenities, and a uniform new set of signs. Traffic-calming activities such as creating wider turning lane radii will also be installed to promote pedestrian safety. Greenstreets will be installed on major thoroughfares, including Lafayette Avenue, Hunts Point Avenue, Food Center Drive, Manida Street, Bruckner Boulevard, 138<sup>th</sup> Street, and 132<sup>nd</sup> Street.

Lafayette Avenue will also be equipped with a 'Paseo,' which is a 25-foot wide median that will be planted with gardens and equipped with game tables and seating. Food Center Drive currently has a high traffic rate because of its close proximity to the nearby food markets. The Plan will alter this roadway by making it one-way and counterclockwise while also narrowing the road to five lanes to enable the construction of a bike path, thereby controlling the traffic flow and increasing

pedestrian safety. Bruckner Expressway is a major expressway slated for a comprehensive reconstruction, but this work is not anticipated for quite some time. Therefore, in the short term, the Plan includes building a temporary bike path and walkway under the expressway.

Connectors will be built to connect the Greenstreet along Food Center Drive with the waterfront, and to connect Greenstreets along Willow Avenue, Viele Avenue, and Ryawa Avenue with the remainder of the Greenway. In addition, a Randall’s Island Connector between the existing Randall’s Island and 132<sup>nd</sup> Street will be constructed to facilitate travel from the South Bronx to Randall’s Island and its abundance of recreational facilities. The Randall’s Island Connection will include a path running underneath an the existing elevated railway.

Other major components of the short-term plan projects include the construction of two major Riverwalks, South Market Reach and North Market Reach (also known as Loops), along the Bronx River. These are similar in construction to the Greenstreets and Connectors.

Waterfront destinations, such as Hunts Point Landing, will serve as community attractions. These sites will include facilities for sports, recreation, and sightseeing; railings and piers; a graded shore that runs to the waterline; bike racks; and fishing piers. These destinations will also include bike paths, new signs, and plantings to mesh with

other Plan components. In the short-term phase, one such constructed destination will be the Hunts Point Landing along the East River.

**Mid-Term and Long-Term Project Descriptions**

Project details are also provided in the Plan for mid-term and long-term



**Figure 3: Locations of Mid-term and Long-term Greenway Projects**  
 Source: South Bronx Greenway Master Plan.

phases (Figure 3). These projects are as follows:

#### Mid-Term

- Waterfront destinations at Bungay's Creek Landing, Stony Point Overlook, and the East River Landing
- Lafayette Loop Riverwalk
- Greenstreets at 149<sup>th</sup> Street, Locust Avenue, and 132<sup>nd</sup> Street

#### Long-Term

- Shoreline and in-water construction projects, including the Marine Transfer Station and shore gradation
- Stony Point Reach Riverwalk
- Greenstreets at 141<sup>st</sup> Street and Oak Point Avenue

Though specific physical details are not provided for mid-term and long-term projects in the Master Plan, there are many similarities to the short-term projects, commonalities between the phases are likely.

### Engineering and the Environment

The Plan notes several limitations that either were considered or will potentially affect the success of the construction and development projects. These include:

- Unpleasant odors from nearby waste transfer stations, wastewater treatment plant, and the New York Organic Fertilizer Company (NYOFCO)
- Designated truck routes in industrial zones
- Potential benefits of tree plantings to counter diesel truck emissions from the 15,000 trucks/day associated with the Food Distribution Center
- Land ownership complications, as many areas are privately owned or publicly controlled

The odor problems have not yet been solved, but the Plan does address all other complications by re-routing Food Center Drive to improve traffic flow, and creating a combined inland and waterfront Greenway system to address land management restrictions.

Storm water management controls will be installed by way of soil trenches, vegetated swales, and less impervious pavement areas. These efforts at bio-retention will minimize the quantity and increase the quality of runoff. Water quality will also be improved with the installation of detention tanks, oil/grit

separators, underground filters, and catch basin inserts. Vegetative plantings will adhere to a strict set of guidelines requiring that plants be low-maintenance, salt-tolerant, diverse, and shade-providing. Specifications for project components, including soil, pavement, trees, vegetation, substrate, riprap, bulkhead walls, and equipment (including tables, seating, railings, fencing), are provided in the Plan [1].

### Current Project Status

Prior to the development of the Plan, several studies had been commissioned on similar topics in Hunts Point and Port Morris, including studies on re-zoning, bikeways, improvements to existing neighborhood parks, and the possibility of a dock on North Brother Island [34]. The Plan includes construction details and basic specifications for environmental considerations.

Construction of the Greenway has not yet begun, and as of May 2007, the date this report was written, construction is set to begin the end of 2007 or early 2008. This date may be pushed back if funding is not secured for future

maintenance requirements, a bottleneck discussed by the EDC, and a prime motivation for this report.

## Chapter 4: Community Outreach and Interviews

In order to best understand the complex issues facing the South Bronx Greenway, we conducted interviews to inform our understanding of Greenway planning and construction, stakeholder interests and concerns, and funding mechanisms that appear feasible within the South Bronx context. We selected prominent members of the community to interview as well as professionals in the public and non-profit sectors who are working toward the goals of environmental justice and/or economic development in the Bronx or in New York City. Time and resource constraints precluded interviewing all interested groups. We selected from among those individuals recommended to us by our clients, faculty advisor, and community members. The interviews fall into three categories: community groups, government agencies and organizations responsible for managing similar open space areas. We attempted to do in-person interviews whenever possible, and tape-recorded all conversations for

future reference, with permission. Due to logistical constraints, we performed some interviews over the phone or through email.

### Interviews

Below is a summary of the issues and concerns expressed by interviewees, which helped inform our analysis of potential sources for Greenway maintenance funding.

#### Community Board 2

##### Priority concerns:

- Support local entrepreneurship; involve local industries in Greenway planning and maintenance
- Retain a greater portion of business revenue flowing through local industries to benefit the community
- Use the Greenway as a tool for bringing people together to celebrate local culture, art, history and community spirit

##### Funding sources- constraints and opportunities:

- Business Improvement District (BID) is not applicable for the Food Market Area, as a similar mechanism is already in place

- Entrepreneurship, especially food vending and other creative businesses operating from vending carts, trailers and homes, is popular among residents
- La Playita, in Barretto Point Park, has been a popular venue for weekend community gatherings for decades

#### New York City Economic Development Corporation (EDC)

##### Priority concerns:

- A maintenance plan must be identified before the Greenway's construction can commence

##### Funding sources- constraints and opportunities:

- EDC currently has \$30 million available, out of the projected \$200 million committed to full construction, and plans to begin construction of the first five projects
- Creating an endowment with capital funds is not feasible
- DPR may be responsible for the maintenance of Randall's Island Connector
- Various city departments will cover the maintenance of certain aspects of the Greenway such as lighting, water, etc.
- New leases within the food distribution

center will contribute to an improvement fund for maintenance of the food distribution center's Greenway section; however, the funding will grow very slowly

**Sustainable South Bronx (SSB) and The Point Community Development Corporation (The Point)**

*Priority concerns:*

- Achieve adequate maintenance independent of government funding
- Promote community-dependent economic development centered around the Greenway; support local entrepreneurship and reduce unemployment
- Provide easy and safe access to park space for South Bronx residents

*Funding sources- constraints and opportunities:*

- Maintenance program can involve local assets like the food distribution center, arts community and graduates of the Bronx Ecological Stewardship Training (BEST) program

**Department of Parks and Recreation**

*Priority concerns:*

- Restoration of North Brother Island for

historic tours and wildlife viewing

- Support of operation of concessions for funding Greenway maintenance

*Funding sources- constraints and opportunities:*

- Parks along the Greenway, as well as all approved lighting, will be maintained by the Department
- It may be possible for the Greenway to gain special status so that concession sales return to Greenway maintenance instead of the City's general fund
- Events and corporate sponsorship are large potential sources of funding

**Bronx River Alliance:**

*Funding sources- constraints and opportunities:*

- For the Bronx River Greenway (just north of the South Bronx Greenway), the Bronx River Conservation Crew, a group of community members, helps perform additional maintenance for the Greenway
- The Bronx River Greenway's operations budget is covered primarily through private donations and government grants. Congressman Serrano is a major advocate for many of the grants
- Activities like canoe rentals may

generate revenue, but the Alliance does not want fees to become a barrier to access

**Solar1:**

*Funding sources- constraints and opportunities:*

- Under a revenue- and expense-matching grant agreement with EDC, Solar1 can use the estimated cost of volunteer hours as an expense to be matched by EDC
- It is hard to get funds for park maintenance. Most donations are earmarked for capital improvements
- Programming is a way to get additional foundation and corporate money and to raise park visibility

A summary of these points is provided in Table 1.

**Conclusions**

The overarching themes from the community group interviews largely focused on integrating industry into the community, creating jobs, promoting community ownership of the Greenway, and providing opportunities for education.

The area’s industries currently lack retail components; these components would be successful, according to

community groups, if the Greenway succeeds in beautifying the neighborhood and encouraging public

visitation. The Greenway may also be used to promote green industries that could financially assist the Greenway in

Priority concerns voiced by community groups and government agencies	Funding opportunities	Funding constraints
<p>Identify a maintenance plan so greenway construction can commence</p> <p>Support local entrepreneurship and retain business revenues in the community</p> <p>Involve local industries in Greenway planning and maintenance</p> <p>Use the Greenway to bring people together to celebrate local culture, art, history and community spirit</p> <p>Ensure easy and safe access to greenway spaces</p> <p>Achieve adequate maintenance independent of government funding</p> <p>Restore North Brother Island for historic tours and wildlife viewing</p>	<p>Small-scale entrepreneurship (e.g. business operated from vending carts) is popular among residents</p> <p>La Playita has been a long-time popular venue for weekend community gatherings</p> <p>Maintenance of certain aspects of the Greenway will be covered by city agencies. The Department of Parks and Recreation may maintain Randall’s Island Connector</p> <p>An improvement fund in the Food Market Area will contribute to maintenance of that section</p> <p>The South Bronx has valuable assets like the arts community and graduates from the Bronx Ecological Stewardship Training (BEST) program</p> <p>Special status for the Greenway for concession sales to go to greenway maintenance instead of the City’s general fund is a possibility</p> <p>Events and corporate sponsorship are large potential sources of funding. Programming can raise greenway publicity</p> <p>Congressman Serrano is supportive of grant applications</p>	<p>A Business Improvement District (BID) is not applicable to Food Market Area</p> <p>Creating an endowment with capital funds is not feasible</p> <p>It is difficult to get funds for park maintenance as most donations are earmarked for capital improvements</p> <p>Activities like canoe rentals may generate revenue, but fees pose a barrier to access</p> <p>For Greenway construction, only \$30 million out of \$200 million committed to the entire project is available</p> <p>TIF is not currently a likely option for capital financing</p>

**Table 1: Summary of Community Interview Findings**

the form of easements, rents, and donations.

Promoting community ownership of the Greenway is perhaps the most important cultural component for establishing the long-term maintenance of the Greenway. Many of the interviewed individuals feel that the only way to provide proper maintenance for the Greenway, have high usage rates of Greenway spaces, and prevent gentrification is to encourage the community to perceive the Greenway as *their* responsibility and an extension of *their* homes. Having effective signage, aggressive promotional campaigns, local maintenance workers, and many community programs may help accomplish these goals and bring the community to the Greenway. The historic relevance of many locations along the Greenway, including Barretto Point Park (La Playita) and Tiffany Street Pier, next to Barretto Point Park, will also aid in ensuring that the Greenway is frequently used during warm-weather months.

Most community groups perceive the Greenway as a mechanism for providing educational opportunities to the community. The education received

in public schools can be enhanced through Greenway-associated programs and spaces that focus on delivering arts, environmental, and cultural education. The MUD/BONE Collective, as represented by Anita Antonetty, believes that education can be promoted by providing spaces, such as the Barretto Point Park amphitheatre, that facilitate artistic expression. Other education and community-building opportunities include education-based signage on the history, culture, and environmental relevance of particular locations, and the construction of a community center that can have literature and exhibits relevant to the Greenway, industry, and community.

Opportunities such as concessions, business improvement districts, and tax increment financing were discussed with DPR and the EDC. Certain types of concessions are likely appropriate for the Greenway, given proper oversight from the Conservancy. In selecting appropriate fundraising opportunities to associate with the Greenway, the issue of phasing and the need to raise maintenance funds for all Greenway projects as construction funds are procured and projects are built must be

addressed. Many of the interviewees stressed the need to encourage and strengthen the area's existing sense of community while also creating local jobs.

## Chapter 5: Comparative Greenway Research: Options and Models

The 1986 Report of the President's Commission on American Outdoors first brought public attention to the capacity of greenways to facilitate a sense of community [35]. The greenway movement has grown into a nationwide force and since the early 1990s has been fiscally supported by the federal Intermodal Surface Transportation Efficiency Act (ISTEA) [35]. As a result of the report and ISTEA's funding, public-private partnerships have risen across the country, and efforts to promote greenway development in urban and rural communities alike are underway.

### Research Methodology

While the South Bronx Greenway faces a host of unique obstacles due to its community characteristics and unique physical context, the Greenway nevertheless faces construction, maintenance, and usage obstacles characteristic of many greenways. The challenge to raise sufficient revenue for

maintenance is the primary concern for not only the South Bronx Greenway, but also for the success of large public space projects in general. The first step in addressing this challenge is, therefore, to present focused research on the successes of similar projects across the nation and abroad.

Thus, it is beneficial to look at how other greenways deal with their financial obstacles in order to generate sufficient maintenance revenue. The integration of greenway projects into a larger economic development plan is a recurring theme throughout many successful greenway projects. In addition, coordination of city agencies and stakeholders is crucial for economic redevelopment, as illustrated by many of the greenways we examined (Table 2). Diversified maintenance funding is a common element throughout many greenways, but local commitment to the integration of greenway projects and maintenance into citywide or regional initiatives is essential for success. Table 2 displays additional information about various greenways throughout North America. Greenway projects in Vancouver, BC, Houston, TX, and Detroit,

MI address many issues similar to those in the South Bronx Greenway Master Plan. In each case, the greenway is a key component of the city's larger economic forecast. Analysis of these greenway projects demonstrates the capacity of these public-space investments to facilitate economic development and community revitalization when adequately integrated into wider community development policies.

### Case Study 1: Vancouver, British Columbia

Since the late 1920s, greenways have been an aspect of Vancouver's urban landscape [36]. In September 2005, the city released its Regional Parks and Greenways Plan (RPGP) [37]. Specifically, two goals and five strategies of the Vancouver plan relate to the South Bronx Greenway:

**"Goal 2:** Provide outdoor recreation opportunities and education programs, and foster community stewardship.

**Strategy #4:** Work with community, ethnic and social organizations to expand recreation and wellness opportunities.

Table 2: Summary of selected greenway projects throughout North America			
Greenway or Project	Similarities to the South Bronx	Funding Sources	Projects and Points of Interest
<i>Blue Greenway, San Francisco, CA [38]</i>	A proposed Greenway and Waterway that will run through the Bayview/Hunter's Point, a low income, industrial neighborhood that has been faced with many environmental justice issues similar to the South Bronx.	<ol style="list-style-type: none"> <li>1. Public-private Partnerships</li> <li>2. National Park Grant Program</li> <li>3. Mitigation Funds Service Rivers and Trails Conservation Assistance</li> </ol>	<ol style="list-style-type: none"> <li>1. Literacy for Environmental Justice is a non-profit that holds environmental education programs that help with greenway maintenance</li> <li>2. A proposed food production center to prepare foods that can be sold in cafes, markets, and other informal dining venues</li> <li>3. A public art program and art auctions incorporate local culture and draw people to the greenway</li> </ol>
<i>Bronx River Greenway, Bronx, NY [39]</i>	Deals with many similar community groups and government agencies as the South Bronx Greenway and connects to the SBG at Hunts Point Riverside Park.	<ol style="list-style-type: none"> <li>1. \$120 M in committed city, state, and federal funding</li> <li>2. Settlement with Consolidated Edison</li> </ol>	<ol style="list-style-type: none"> <li>1. Website that includes news about the greenway and river</li> <li>2. Weekly newsletter to email subscribers</li> <li>3. Ecological Restoration and Management Program includes the Bronx River Conservation Crew which employs 10 full time staff members</li> </ol>
<i>Buffalo Bayou Greenway, Houston, TX, and surrounding areas [40]</i>	The greenway serves as a driver of economic growth, environmental improvements, and urban renewal. The greenway is managed by a non-profit organization, the Buffalo Bayou Partnership.	<ol style="list-style-type: none"> <li>1. Mitigation funds</li> <li>2. \$5.6B in private investments</li> <li>3. \$800 million in public funding, from general obligation bonds, Harris County Flood Control District funds, state appropriations, and a management district</li> </ol>	<ol style="list-style-type: none"> <li>1. Adopt-A-Spot program engages the local community in greenway maintenance</li> <li>2. Buffalo Bayou Boat Cruise, a \$3-5, thirty minute tour that occurs twice a month</li> <li>3. Kayaks and canoe programs</li> <li>4. Public art program</li> </ol>
<i>Camden Greenway, Camden, NJ [41]</i>	Located in a very urban area in one of the most crime-ridden cities in the United States. The greenway is managed by the Camden Greenways Working Group (CGWG), a non-profit organization.	<ol style="list-style-type: none"> <li>1. Green Acres funding for land acquisition and trail development</li> <li>2. William Penn Foundation funding</li> <li>3. Ford Foundation Grant</li> </ol>	<ol style="list-style-type: none"> <li>1. Road races</li> <li>2. Bicycle and walking tours</li> </ol>

Greenway or Project	Similarities to the South Bronx	Funding Sources	Projects and Points of Interest
18th and Vine, Kansas City, MO [42]	A mixed use development in a historic jazz district	1. Local sales tax revenue	1. Many museums and cultural centers, such as the American Jazz Museum, the Negro Leagues Baseball Museum, the Horace M. Peterson Visitors Center, and the Gem Theater, a performing arts center.
Granville Island, Vancouver, British Columbia [43]	Granville Island is a historically industrial site that weaves together its industrial heritage with a modern public market	1. Federal government	1. LeHigh Cement Company functions as a cement factory and also offers tours of the factory 2. Ferries provide access to the island
Carral Street Greenway, Vancouver, British Columbia [44]	Located in a low-income neighborhood with high unemployment and business vacancy rates. The city recognizes that parks and greenways will spur economic development and job creation.	1. Federal, provincial, and local funding through the Vancouver Agreement	1. The Vancouver Agreement is an overarching urban development agreement, between the local, provincial, and federal governments 2. Greenstreets program engages local community in the maintenance of the city's greenways through a sponsorship program
Baltimore Inner Harbor, Baltimore, MD [45]	A major waterfront redevelopment project that includes improving waterfront access and encouraging tourism.	1. Federal Urban Development Action Grant 2. \$12M voter-approved loan for land purchases	1. Water taxis connect the Inner Harbor to various sites 2. National Aquarium of Baltimore 3. Maryland Science Center
Louisville Waterfront Park, Louisville, KY [46]	Prior to redevelopment, the area was generally underutilized. Through the waterfront park, community leaders hope to create a long-term vision of revitalization for the Louisville Riverfront.	1. Waterfront Development Corporation 2. Private donations through organized fundraising	1. Hosts numerous events and completed projects have become popular picnic areas 2. Space for exercising, playgrounds, an amphitheater, and boating facilities
Napa River Trail, Napa, CA [47]	A walking/running/biking path that runs a long the riverfront.	1. Measure A was passed by voters which includes a 0.5% sales tax, the proceeds of which go to flood control project as well as the creation and maintenance of the River Trail 2. Federal and State funding	1. Copia is a center for food, wine, and art, that incorporates the local history and culture 2. Chef's market is a Friday night market held in downtown Napa
Piscassic Greenway, NH [48]	The local community identified the area as essential for conservation in order to have space for recreation and improve water quality.	1. Wildlife Improvement Grant 2. North American Wetlands Conservation Act 3. State drinking water supply land protection program 4. \$2M in local bonds	1. Applied for and was awarded grants at the state and federal levels

Greenway or Project	Similarities to the South Bronx	Funding Sources	Projects and Points of Interest
North Portland Greenway, Portland, OR [49]	The project aims to reconnect people to areas along the waterfront, but must compromise with existing land uses by creating in some areas. The greenway also has the objective of encouraging local economic development.	<ol style="list-style-type: none"> <li>1. Taxes</li> <li>2. Private funding</li> <li>3. Grants</li> </ol>	<ol style="list-style-type: none"> <li>1. High levels of city support</li> </ol>
Schuylkill River Greenway, South Eastern PA [50]	The greenway is managed by the Schuylkill River Greenway Association, a non-profit organization.	<ol style="list-style-type: none"> <li>1. State and federal assistance</li> </ol>	<ol style="list-style-type: none"> <li>1. Auction of art work</li> <li>2. Volunteers monitor greenway conditions and perform basic maintenance</li> <li>3. Coordination with sports organizations, running and biking clubs, and scout groups</li> </ol>
Susquehanna Greenway, PA [51]	Managed by the Susquehanna Greenway Partnership, a non-profit organization. The greenway aims to bring people back to the environment and build a sense of place.	<ol style="list-style-type: none"> <li>1. State and federal assistance, including state matching grants</li> <li>2. Adopt-a-Trail program to reduce maintenance costs</li> <li>3. Will create a trust fund for ongoing maintenance needs</li> </ol>	<ol style="list-style-type: none"> <li>1. Public-private partnerships</li> <li>2. Adopt-a Trail</li> <li>3. Marketing strategies such as having local artists design t-shirts for greenway events</li> </ol>
Studioplex on Auburn, Atlanta, GA [52]	Located in a neighborhood of Atlanta with a strong artistic and musical culture. The purpose of Studioplex is to foster artistic expression and economic development.	<ol style="list-style-type: none"> <li>1. Living Cities grants</li> <li>2. Other federal funding</li> </ol>	<ol style="list-style-type: none"> <li>1. Historic warehouse was converted into a mixed-use space including commercial office space, artist studios, gallery space, and residential lofts</li> </ol>
Washington Mountains-to-Sound Greenway, WA [53]	The greenway is run by the Mountains-to-Sound Greenway Trust, an organization similar to the Barretto Bay Conservancy.	<ol style="list-style-type: none"> <li>1. Grants</li> <li>2. Donations</li> <li>3. Volunteer maintenance work</li> </ol>	<ol style="list-style-type: none"> <li>1. Involves successful cooperation between federal, state, and local governments</li> <li>2. Holds environmental education programs for local schools</li> <li>3. Annual corporately-sponsored summer festival that includes a relay and scavenger hunt</li> </ol>
Woonasquatucket River Greenway Project, Providence, RI [54]	The greenway aims to connect local neighborhoods to the riverfront and commercial centers. The formerly industrial area contains two Brownfield sites.	<ol style="list-style-type: none"> <li>1. American Heritage River designation</li> <li>2. Federal ISTEA funding for bicycle and pedestrian projects</li> <li>3. State matching grant</li> </ol>	<ol style="list-style-type: none"> <li>1. River festivals</li> <li>2. Bulb planting events</li> <li>3. Poster competitions in local schools</li> </ol>

**Goal 3:** Support economic development and quality of life in the region.

**Strategy #1:** Partner with businesses and organizations to provide enhanced services for visitors.

**Strategy #2:** Improve health, wellness and the social well-being of residents and reduce those costs through programming, recreation opportunities and partnerships.

**Strategy #3:** Maintain and operate parks and greenways to a standard that enhances real values, attracts employees and employers and makes the region more competitive.

**Strategy #4:** Encourage philanthropy” [37].

The Vancouver RPGP is an example of the successful integration of greenway development and maintenance into other regional plans. For example, the goals of the RPGP are aligned with the city’s Growth Management Plan, which aims to protect regional green space and drinking water while providing for adequate waste management [37]. RPGP goals are also integrated with the 2004 edition of Vancouver’s Economic Revitalization Plan, which outlines the

economic, social, and environmental goals of the city [55]. The integration of these plans represents a forward-thinking approach that fosters cooperation between elected officials and community leaders while promoting efficient planning and maintenance.

While not entirely associated with the city’s greenways, the Vancouver Agreement, a comprehensive urban development agreement regarding the economic, social, health and community development of Vancouver, provides an example of the potential for success that occurs when governments work together to promote the economic redevelopment of an area [56]. To accomplish the Agreement’s goals, federal, state, and local governments allocated \$608,820 to eight economic revitalization projects for the redevelopment of the Downtown Eastside of Vancouver, including the new Carrall Street

Greenway [55]. Downtown Eastside, the oldest community in the city, is home to approximately 16,000 residents. The neighborhood suffers from high unemployment and substantial business vacancy, and 70% of residents are of low income [55]. Through a focus on business development and public safety, [55] the economic revitalization priorities of this neighborhood parallel those of the South Bronx.

The Vancouver Economic Redevelopment Plan identifies three priorities that are similar to the SBG guiding principles. These include



**Figure 4: Vancouver’s three-pronged approach to Economic Revitalization**  
 Source: Vancouver Agreement, Economic Revitalization Plan

improved safety, enhanced health and social well-being, and economic revitalization [55]. Figure 4 illustrates the city's plan to comprehensively address the challenges of economic redevelopment [55].

These strategies focus on encouraging healthy area businesses and improving existing community assets. One strategy to strengthen the supply of businesses, for example, has been funding those building improvements that have traditionally been barriers to entry for new businesses [55].

Vancouver explicitly acknowledges the power of a greenway as a driver of economic revitalization and as a central component of the city's economic landscape. The city notes that the Carrall Greenway will upgrade neighborhood aesthetics, strengthen the ties between existing individuals, groups, and communities, and promote strategic economic revitalization [55].

Specific projects in the Vancouver Greenway system have been extremely successful in promoting neighborhood revitalization and in engaging the local community in the maintenance of city projects. For example, Vancouver's

Greenstreets program promotes community sponsorship and maintenance of vegetation throughout the city. The city constructs these projects and then uses signage to indicate if the area is available for sponsorship or already being maintained. The continuity of signage throughout the greenway network is a useful tool for communicating with the neighborhood and establishing the sense of ownership necessary to promote sustained civic involvement.

### Case Study 2: Buffalo Bayou, Houston

The Buffalo Bayou, a greenway system running through Houston, is a vital element of the vision for the city into the next century. Within the Buffalo Bayou Master Plan (BBMP), Houston explicitly acknowledges the power of a greenway to stimulate economic growth, environmental improvements, and urban renewal, all of which are goals similar to those of the South Bronx Greenway.

The BBMP projects that \$5.6 billion in private investments will be made in the larger Buffalo Bayou district over the next twenty years. \$800 million is also expected from public sources over the

same period, raised through general obligation bonds, the Harris County Flood Control District, state appropriations, and revenues from a new or expanded management district [57].

The BBMP proposes a comprehensive greenway design focusing on landscape, access and transportation, environmental quality, and flood management [57].

These three plans are harmonized through their efforts to foster the enrichment of the area by creating safe, stable recreational opportunities; revitalizing a network of pedestrian trails and parks; and reclaiming brownfields for suitable purposes [57].



**Buffalo Bayou Greenway**

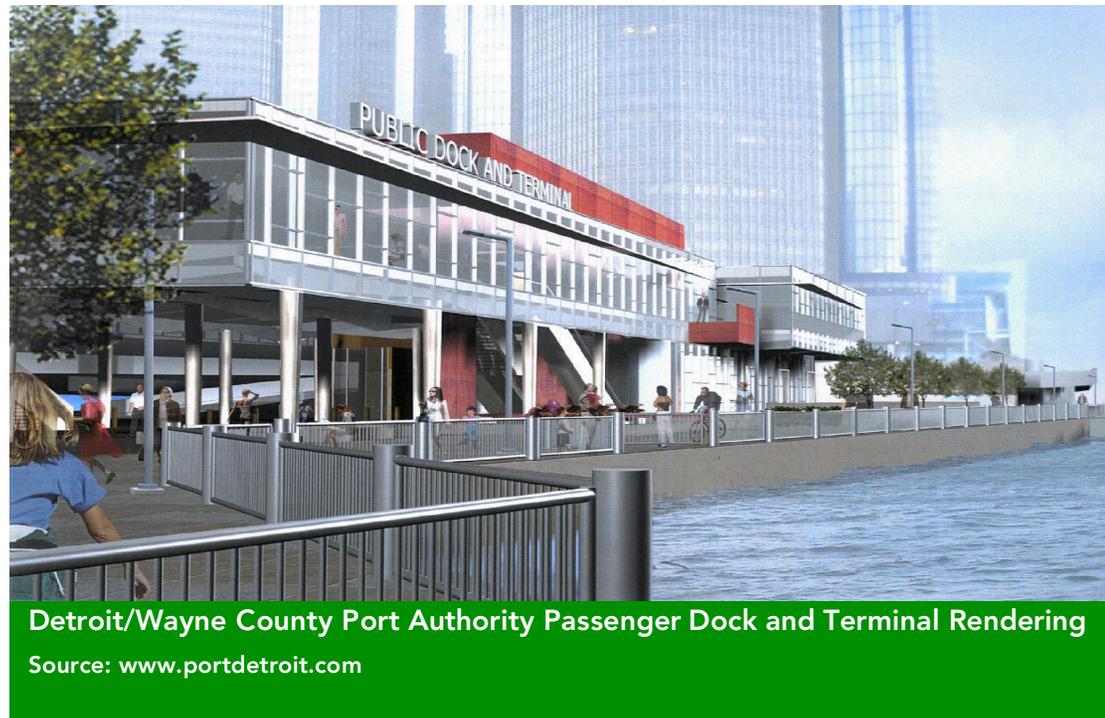
Source: [www.buffalobayou.org](http://www.buffalobayou.org)

The Buffalo Bayou Adopt-a-Spot Program is a successful stewardship program that engages local organizations and businesses in the maintenance of the projects outlined in the Master Plan. Organizations commit to a minimum of four outings per year to maintain the space they adopt and, in return, logo-bearing signage identifies the sponsor's support [58]. The Adopt-A-Spot program, similar to Vancouver's Greenstreets program, creates the sense of ownership necessary to foster long-term community stewardship and maintenance.

In addition to involving residents with greenway maintenance, the Buffalo Bayou Partnership sponsors regular events that promote the greenway while bringing visitors to the greenway and generating revenue. The Buffalo Bayou Boat Cruise, a thirty-minute, twice-monthly boat tour costing \$3-5, may be an attractive activity that can be applied to the South Bronx Greenway [59].

### Case Study 3: Detroit River Greenway

In 1998, the United States Environmental Protection Agency



designated the Detroit River as an American Heritage River (AHR) [60]. The AHR initiative intends to facilitate the integration of federal programs with local development in order to enhance and preserve the economic, natural, and historic environments of selected rivers and their communities [60, 61]. The Metropolitan Affairs Coalition, a public-private partnership, leads the local Detroit AHR initiative [62]. In addition to federal and regional support, the Detroit River and its greenway also receives

funding and support from the City of Detroit. The City has sponsored 14 initial greenway projects in order to facilitate economic development; enhance local quality of life; and make the area more attractive to residents, visitors, and businesses [61], [63].

The local, regional, and federal commitment to the Detroit River Greenway illustrates the importance of integrating greenway projects into larger economic development plans, as well as

the benefits of receiving support from multiple levels of government.

While funding greenway maintenance is of paramount concern, use by the public is the fundamental determinant of greenway success. One project that has been proposed to increase the use of the Detroit River Greenway is the Detroit/Wayne County Port Authority (DWCPA) passenger dock and terminal facility [63]. A similar dock and terminal project along the South Bronx Greenway that could function as a vital Greenway marketing tool by physically bringing visitors to the Greenway. In addition, some sort of dock will be needed if our water taxi recommendation presented in Chapter 6A is to become a reality.

Though the Dock and Terminal Facility is on a far larger scale than the short term projects for the South Bronx Greenway (requiring \$7.5 million in federal appropriations and \$3 million from a Waterfront Redevelopment Grant [64]), the project nevertheless documents the importance of public commitment to waterfront access and the need to share financial burdens across jurisdictional lines.

### **Benchmarking Analysis: How are other greenways funded?**

In order to better inform our recommendations, we investigated the percentage of funding that other conservancies receive from various sources. The results of this analysis are presented in **Appendix G1**. This analysis was intended to lead to a particular percentage of funding that the Conservancy could target for grants and donations, as outlined in Chapter 6. As mentioned previously, the potential revenue from these options is essentially limitless, so this target will be useful for prioritizing grant-seeking with respect to other Conservancy priorities.

Our analysis here is hindered by significant challenges, notably the difficulty of finding data. In particular, non-profit entities are not required to publish their annual reports, and we were thus unable to generate as robust a data set as we would have desired. This apparent weakness in our analysis serves to highlight the fact that there is little available information on how greenways and conservancies are funded. This emphasizes our need to develop

context-specific recommendations for the Conservancy and the Greenway.

Many budgets available online were budgets of those conservancies supported significantly by local or state governments through grants, taxation, or an overall development plan. Because of the high portion of funding that these conservancies receive from government sources, we did not include them in the analysis. In this way, our results do not recommend lobbying for increased city funding, for example, which we were advised is not a feasible or desirable immediate-term recommendation [65]. Although there is evidence that New York City provides less maintenance funding per capita for parks in relation to other cities [66], the Conservancy should not discount the possibility of obtaining additional city funding in the long term.

In addition, the South Bronx is undoubtedly unique among greenway project sites. Those options suited to other contexts may not be applicable to its particular needs, desires, and demographics. Furthermore, the success of each funding stream depends on the success of the greenway that it

supports [67, 68]. The Conservancy must push forward with the Greenway's construction in order to realize its potential economic, social, and environmental benefits.

Because of the limited amount of data from other conservancies entering into the analysis, these results should not be over-emphasized. However, results do highlight some key points:

- Social programming does not typically generate self-sustaining funds for conservancies
- Many conservancies rely heavily on grants and donations
- Business Improvement Districts (BIDs) are underutilized for Greenway projects. Only one greenway of those investigated currently uses a BID for maintenance funding. Rather than suggesting that BIDs are not a useful option, this finding suggests that BIDs are only slowly being applied to Greenway maintenance funding. Established greenways have especially little incentive to seek new funding sources [69].

Finally, the most important conclusion from this analysis, as

presented in Tables G1.1 and G1.2 and Graphs G1.1 and G1.2 in **Appendix G1**, is that the budgets of successful conservancies incorporate funding from diverse sources. In other words, "A greenway program that relies on limited funding sources may one day come to a grinding halt should these sources dry up" [70].

### Conclusions

This analysis has introduced common approaches to addressing goals similar to the five principles outlined in the Greenway Master Plan. Successful greenway projects are found in a diverse array of communities across the country, and components of their development and maintenance can provide insight for the development and maintenance of the South Bronx Greenway. Each of these projects illustrates various issues associated with ensuring the successful operation and maintenance of a greenway. Common elements of these examples that have promoted greenway success include:

- Recognizing the greenway as an economic driver

- Integrating the greenway into larger-scale economic, social, and environmental plans
- Including the local community in greenway programs and maintenance in order to build a sense of ownership and stewardship
- Gaining support from federal, state, and local governments
- Creating social programming sufficient to bring people to the greenway

## Chapter 6: Maintenance Funding Options and Recommendations

Armed with a sense of community stakeholder expectations gathered during interviews and the findings of a comprehensive greenway research undertaking, we analyzed various economic development opportunities to determine their suitability for the South Bronx Greenway. Literature reviews and interviews were the primary tools used to identify and evaluate the programs and strategies considered in this review. For interviews, we sought to relate each project to overall Greenway goals and identify the interviewee's perceived successes, failures, and recommendations. Our literature reviews included community

development studies and theoretical analyses, as well as documented empirical findings from other projects. Our reviews were typically supplemented by telephone interviews for confirmation and explanation of relevant details.

Though these categories are treated separately, it is clear that these categories are not mutually exclusive and present potential synergies for promoting maintenance and economic development along the Greenway. We evaluated potential mechanisms based on the following metrics:

### Qualitative

- Community benefits (e.g., supports local artists, provides educational opportunities)

- Builds on existing culture and history, or coordinates with existing non-profit events and activities

### Quantitative

#### Positive metrics

- Number and type of jobs
- Range of revenues
- Number of participants

#### Risk metrics

- Capital requirements
- Potential barriers to success
- Time to scale

We present these opportunities in four main categories in the next four sub-chapters, which include business development (Chapter 6A), events and outreach (Chapter 6B), external support (Chapter 6C), and government and community mobilization (Chapter 6D).

## Chapter 6A: Business Development

Developing businesses along the South Bronx Greenway will provide many benefits to the Greenway and its community. Enterprises will serve to generate revenue for Greenway maintenance, contribute to the area's economic development, and promote employment among local residents. Given the high unemployment rate in nearby South Bronx neighborhoods, every effort should be made to employ local residents in new business development and provide them with entrepreneurial opportunities. Microfinance, a potential method for encouraging small-scale business development, is discussed in detail in **Appendix C**.

### Concessions: Background

A concession is a business that is operated under license or contract, typically involving a private company selling goods or services in the public domain. While traditional concessions include the direct sale of foods,

merchandise, or souvenirs, concession ventures can also entail providing services such as operating amusements, coaching and teaching sports, providing water transportation, or offering historic, architectural, or nature tours [71].

DPR has been hugely successful in generating revenue for both operations and maintenance through concessions. DPR publicly issues requests for proposals (RFP) or requests for bids (RFBs) for specific concession activities in local parks based upon an assessment of potential benefits to the city [72]. For an explanation of the difference between an RFP and an RFB, see **Appendix B**.

As part of a final contract, a DPR concessionaire grants the city a percentage of its revenue or a predetermined minimum amount, whichever is greater [72]. Traditionally, revenue generated from RFBs and RFPs are deposited into the city's general fund and disbursed by the city Comptroller [72, 73]. In addition to providing revenues, license agreements also provide a number of indirect benefits. Concessionaires are often required to clear litter, dispose of garbage and recyclables, paint over graffiti, clean

bathrooms, and open and close parks [74]. As an indirect benefit, concessionaires also provide another set of eyes and ears in the park for increased security. Moreover, the bidding process grants preference to concessionaires that offer additional services to the community such as free workshops for low-income children [74]. DPR requires that all concessions applicants submit resumes and references, budgets and operating statements, and requests drawings or diagrams for large-scale projects that include seating areas [73].

Each year, the cart and kiosk industry raises \$10 billion in revenue nationwide [75]. Pushcarts and other small-scale concessions provide a stepping-stone for entrepreneurship, as they require only small capital investments. Merchandise and food pushcarts can be rented for \$2,000 per month or purchased for \$2,000 to \$6,500 for carts with the ability to cook or bake [76, 77]. Renting allows entrepreneurs to test their markets with very little risk. Typically, the concessions manager can specify that concessions sell particular products or services to respect community needs.

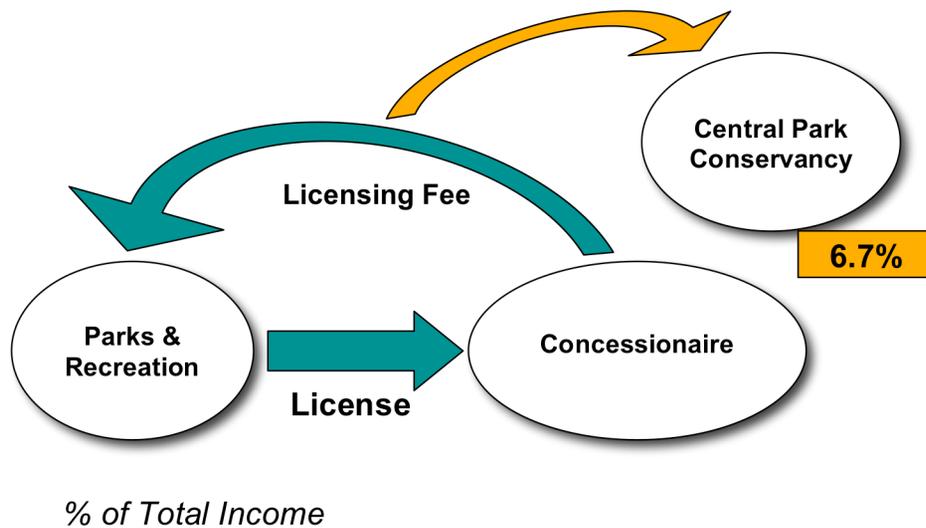
However, there are a number of potential issues associated with concessions. First, in order for concessions to be successful, there must be a large volume of people visiting the greenway and surrounding areas. Concurrent visitation can be promoted through events and outreach, discussed in the next section. Second, the pushcart business is typically gender-segregated, with men serving as concession operators and women participating in food production and

preparation [78]. Fashion- and accessory-oriented concessions, however, may appeal more to female operators. Third, the quality and type of foods sold by street vendors are typically high in saturated fat and calories [78]. Fourth, running a successful concession program is often seasonal in nature. Though this is an obstacle to full employment, it also presents an opportunity to increase part-time and summer employment for area teenagers and the underemployed.

**Concessions in Practice**

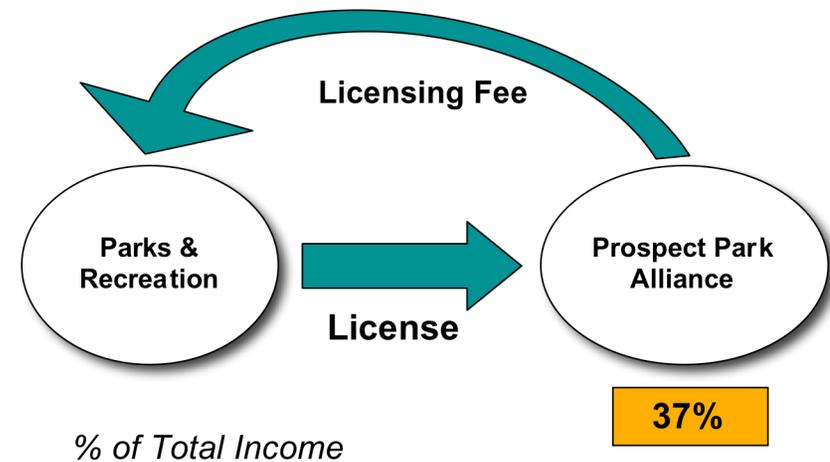
In Central Park, 50% of concession revenues over the first \$6 million are given to the Central Park Conservancy to cover park maintenance (Figure 5). In 2005 this amounted to more than \$1.67 million [79-81].

Unlike the Central Park Conservancy, the Prospect Park Alliance has opted to competitively bid for and operate concessions within Prospect Park. With this arrangement, the Alliance directly receives all the revenue from the concession, minus the licensing fee (Figure 6). However, the Alliance must



*% of Total Income*

**Figure 5: Central Park Model of Concession Operation**



*% of Total Income*

**Figure 6: Prospect Park Model of Concession Operation**

also use this revenue to pay the costs associated with running a concession. Thanks to this arrangement, the organization received 37% of its total 2006 income from sales, rentals, and fees [82], a higher proportion than Central Park's 6.7%. Though Prospect Park receives only one-third the visitors of Central Park [83, 84], the Alliance receives more funding from its concessions than the Central Park Conservancy due to its direct operation of concessions.

The direct operation of businesses has proven successful for larger-scale ventures as well. For example, the Metropolitan Park District of Tacoma, Washington has successfully operated a full-service restaurant since 1991 [85]. After the first year, the restaurant generated enough income to pay all maintenance and operating costs as well as City licensing costs [85].

### **Concessions: South Bronx Greenway Amusements**

Amusements could act as a strong attractive force for visitors to the South Bronx by providing carnival-style rides, shows, dining opportunities, and other

attractions. The New York City amusement industry is highly active from April to October, with little economic activity or employment during non-peak months [86]. The operation of amusements is rare in the non-profit and public sectors [87].

Amusements are useful sources of full-time and part-time job opportunities, but many employees hold amusement jobs for less than one year [88]. Amusements typically require significant capital investments, and the amusement industry depends on a variety of skilled and salaried employees, including accountants, human resources specialists, mechanics, public relations specialists, producers, and makeup artists [88]. Minors are typically prohibited by federal law from holding many categories of jobs within the amusement business [89].

Amusements have the potential to attract significant patronage to the South Bronx Greenway, but they may not be appropriate due to space restrictions, high capital requirements, and the possibility that some amusements could detract from the neighborhood's community identity.

### **Water Taxis**

The Conservancy has the option to contract with an existing provider of water taxi or ferry service to create a stop along the Greenway. This proposal, if successful, could have a tremendous impact on increasing mobility for local residents and encouraging Greenway visitorship from outside the community.

A potential concessionaire could be New York Water Taxi, which currently offers both commuter ferry service as well as tours of the New York Harbor and Statue of Liberty [90]. Current prices for its existing tours range from \$12-25, depending on passenger age and tour route [90]. Taxi rides can be used for tours, dinner cruises, and transport among various parts of the City. At the moment, New York Water Taxi's sightseeing tours are confined to the lower half of Manhattan, Brooklyn, and Queens. However, the company recently expanded its commuter service to include a stop in Yonkers, which suggests that it may be willing to attempt northern service expansions for its existing sightseeing operations [90].

Water taxis would provide an efficient method of bringing people to the

Greenway from areas outside the South Bronx without exacerbating existing automobile pollution and traffic problems. Water travel to and from the Bronx from Manhattan and Queens would enable residents of other boroughs to experience the Greenway and allow Greenway businesses and special events to attract a larger number of people.

One specific challenge for this community is providing waterfront access at minimal cost. High ticket prices may be acceptable to outside residents – such as the \$15-25 range of New York Water Taxi – but such fees would inappropriately restrict community waterfront access. Additionally, creating a new taxi route may require substantial capital outlays, which are likely difficult to coordinate in the short term. The Conservancy is encouraged to further develop this idea by engaging potential concessionaires and assessing the financial feasibility of such ventures. It is quite likely that a water taxi venture might be unprofitable in its first few years, but it may have such tangible benefits on visitor numbers, programming success, and other

community benefits that it would nevertheless be worthwhile.

### General

As the Greenway becomes more established, parks and Greenstreets could serve as locations for push-cart concessions. In order to deal with the issue that concession stands typically offer unhealthy foods, which could undermine the Conservancy's goal of promoting the Greenway as a means to improved health, the Conservancy should work with DPR to encourage healthy food products in Greenway concessions.

In the short term, the Conservancy may be able to work out an agreement with DPR similar to that of Central Park so that the Conservancy can receive a portion of the revenue generated from licensing fees. High and low estimates of the revenue generating potential of concessions for the Greenway can be found in Tables G3.3 and G3.4 within **Appendix G3**. These estimates are based on the assumption that the Conservancy will license concessions at the outset and receive 50% of the licensing fee that concessionaires pay to

DPR, in a similar model to that used by the Central Park Conservancy [79, 81].

In the longer term, we recommend that the Conservancy build the capacity necessary to independently operate concessions within the Greenway, in a manner similar to the Prospect Park Alliance (see Figure 6). With this method of concession operation the Conservancy must apply to operate concessions through a competitive bidding process. However, the Conservancy may be able to earn higher revenues, which can then be used to fund maintenance and other Greenway activities. In order for the Conservancy to win the concessionaire's license agreement, it must generate revenue roughly on par with a privately held operations [91]. Fortunately, license reviews commonly consider factors other than total revenues – such as providing community benefits such as job training programs and free workshops – when making licensing decisions. If the Conservancy develops sufficient expertise, it may also be able to set up concessions as cooperatives, an option discussed within **Appendix B**. In addition to food-based concessions, there is also the possibility of activity-based

concessions such as amusements, water taxis, and recreational boating, as discussed below.

In addition to continuing and expanding upon immediate term concession recommendations, we also recommend that the Conservancy incorporate water taxis or other form of water transportation into the Greenway in the short- to mid-term. Water related recreation should also be emphasized and expanded upon, as there is already water-based recreation and education occurring in the area.

### **Island, Nature, and Factory Tours: Background**

A potential method for coupling economic development and generating funds for maintenance involves the leveraging of existing cultural and ecological resources through tours. Existing tours are coordinated through currently active groups within Hunts Point and Port Morris, but these tours could be more directly coupled with the area's history, culture, and neighborhood resources. In a general sense, tours can help increase the number of visitors to

an area, promoting synergies with other development and maintenance recommendations. Though tours are unlikely to generate significant maintenance funds – due to limited short-term visitor numbers and the need to keep prices low – tours have primarily indirect benefits for generating economic development and Greenway maintenance funding.

### **Island, Nature, and Factory Tours in Practice**

As previously discussed, the Buffalo Bayou Greenway in Houston, Texas sponsors boat tours that provide semi-regular sightseeing opportunities for a fee of \$3-5.

Granville Island in Vancouver, British Columbia presents a useful case study of leveraging industrial heritage and waterborne transportation to create a vibrant public resource. Several Granville Island businesses currently offer tours to the community, including the Granville Island Brewing Company [92] and an 'Aquabus' ferry tour operation that provides 25-minute tours of Vancouver's harbor [93].

The Boston Harbor Islands, part of the National Park System, also provide visitor tours [94]. These islands are partly analogous to North and South Brother Islands, which are similarly rich in cultural and ecological resources. Furthermore, Congressman José Serrano has proposed a bill to study the designation of Oak Point and the Brother Islands as units of the National Park System, making the comparison even more relevant [95]. Tours of the Boston Harbor Islands are coordinated by the Boston Harbor Island Partnership, which consists of various agencies and non-profits that manages 34 islands [96]. Waterborne tours typically cost between \$15-30, and are presented either by rangers of the National Park Service or by volunteer members of the Partnership [97]. These funds are returned to the Partnership for its operations and other expenses.

### **Island, Nature, and Factory Tours: South Bronx Greenway**

Hunts Point and Port Morris contain a variety of locations potentially suitable for such activities, including North and South Brother Islands, food distribution facilities, and newly constructed Hunts Point

Riverside Park and Barretto Point Park. Additionally, the area's rich cultural history, including culturally significant mambo and hip-hop sites and the maritime *General Slocum* disaster, also provide opportunities for revenue-generating tours. The Audubon Society currently gives boat tours around North and South Brother Islands [98], and The Point teaches cultural history programs [99], but these existing tours do not generate significant funding for the groups involved.

A successful island tour operation would need to limit public access to North and South Brother Islands in order to protect historical and ecological resources. To effectively capture maintenance funding for the South Bronx Greenway, the operator would need to charge fees for access. How this would be performed will depend on the future development of the Conservancy, the Islands' potential designation within the National Park System, and the relationship between and among South Bronx Greenway authorities and community groups.

At present, tours are unlikely to provide more than a token percentage

of overall maintenance funding. Although many cultural and ecological resources are currently present, the South Bronx Greenway neighborhood most likely does not have sufficient foot traffic to support a vibrant tour industry, unlike the Boston Harbor Islands and Granville Island. There is great potential for existing food service businesses in the area to offer tours, perhaps coordinated with the opening of wholesale-to-retail food windows, discussed next. These windows may help stimulate interest in local businesses and distributors, which may in turn increase demand for tours.

In the long term, by using free volunteer tour guides, the Greenway could minimize program expenses and capture any tour ticket revenue for maintenance purposes. Setting an appropriate fee will also be a challenge, given that the \$15-30 fee of the Boston Harbor Islands would likely limit public access in Greenway neighborhoods. The Buffalo Bayou Greenway's fees of \$3-5 would be much more appropriate for South Bronx residents.

Despite a potentially limited ability to contribute to maintenance funding, tours should be strongly considered as an

important method for utilizing existing neighborhood resources, marketing the Greenway, and ensuring that education and cultural awareness remain an important facet of the Greenway plan.

### **Wholesale-to-Retail Food Ventures: Background**

Wholesale-to-retail ventures capitalize on an area's wholesale or industrial character while also expanding the scope of businesses in the area by including the general public in their customer base.

### **Wholesale-to-Retail Food Ventures in Practice**

Like some other funding opportunities analyzed here, encouraging wholesale-to-retail food transitions is not a traditional mechanism for economic development or maintenance funding, but it was successful on Granville Island in Vancouver, British Columbia [100]. The island itself is managed by the Canada Mortgage and Housing Corporation (CMHC), a federal agency, which to some degree parallels EDC's control of much of the Hunts Point peninsula [100]. The

Granville Island Public Market hosts approximately 100 vendors, half of whom are day vendors of food and craft products [101]. The Market selects vendors to be featured within the market, and receives a portion of overall revenues for maintenance and general upkeep [102]. Unlike the South Bronx vision, however, most current Granville Island vendors moved to the island only after the Market's construction. CMHC does, however, have a policy of recruiting only locally and family-owned businesses to the market [101]. These vendors contribute a contractually mandated percentage of overall revenues to CMHC, with the contract rate determined by business type [101]. In addition to the revenue rate, all businesses contribute a Common Area Maintenance Charge, which pays for janitorial, security, and parking services [101]. The Market itself has been a great success thus far, drawing residents to this formerly industrial area and providing job opportunities for food vendors and local residents.



**Figure 7: Various food businesses in the Hunts Point and Port Morris Neighborhoods**

Source: Google Earth, 2007

### **Wholesale-to-Retail Food Ventures: South Bronx Greenway**

The concepts behind the Granville Island approach to economic development can be used as a model for a South Bronx wholesale-to-retail effort. The neighborhood's abundant wholesale food production and distribution

businesses present unique opportunities for generating economic development and Greenway maintenance funds. These businesses, including the Hunts Point Market, Fulton Fish Market, and the meat and produce markets, currently serve only wholesale market niches [103]. Beyond the immediate market area, the neighborhood hosts

several additional food businesses, such as the Bazzini Nut Company, Valencia Bakery, and Miss Grimble Bakery (Figure 7). Although the food distribution center has been an economic success, observers have noted that it has been largely uninvolved in fostering economic development in the community around the market [104].

Providing retail food options at these existing food businesses would help spur business development, encourage visitation of nearby Greenway resources, and provide a potential source of Greenway maintenance funding.

Despite success at Granville Island, this idea will require further analysis to fully assess whether this proposal is feasible in the South Bronx. A primary determinant will be the willingness of local business owners to set up either a cooperative market or a retail window within existing operations. Community groups are most interested in recruiting existing businesses toward this effort, not encouraging outside businesses as occurred on Granville Island.

Additionally, it is important to further determine how to incentivize businesses to contribute funds to Greenway

maintenance through these ventures. This incentivization is not necessary on Granville Island, as the entire island is owned by a government agency that can mandate the payment of contractually mandated revenue and maintenance fees [101]. This government-ownership model may be feasible within EDC-owned sections of Hunts Point. Presumably, those businesses that occupy EDC land will need a permit in order to open a retail food venture, and EDC may be able to use its leverage to capture some of these revenues.

Despite continued uncertainties and a need to extensively survey local business owners, there is great community interest in this idea [105]. It would provide a mechanism for making the Greenway a more long-term destination, giving visitors a reason to make the Greenway and its parks a day trip rather than a simple traverse. Wholesale-to-retail will allow businesses to take full advantage of growing visitorship in the area and will give local businesses innovative marketing opportunities and greater incentives to remain in the area. It may also reinforce other tourist and economic development ideas such as

cultural, nature, or industrial tours. Assuming that proper incentives and business plans can be developed, wholesale-to-retail could ideally contribute toward maintenance activities while promoting parallel economic development using existing food-related enterprises.

### **Business Development: Conclusions**

Our research suggests that business development activities, such as those described above, may be very beneficial to the Greenway in both the short- and long-terms.

In summary, we recommend that the Conservancy form an agreement with DPR in order to receive a portion of the licensing fees paid by concessionaires on the Greenway. In the long term, the Conservancy may be able to earn larger amounts of revenue through competitively bidding for and operating its own concessions. In the short term, pushcarts will be viable forms of concessions, while in the longer term, water taxis may provide the opportunity for income generation.

In the short term, we recommend the development of wholesale-to-retail operations at the various food related businesses in the area. In addition, environmental, cultural, and historical tours are all potential methods of raising revenues for Greenway maintenance.

All business development opportunities will grow as the Greenway becomes more established and builds a large visitor base. The recommendations made in this chapter depend heavily upon the events and outreach programs presented in the following chapter. Concessions, wholesale-to-retail, tours, and other business development ideas will never be successful unless these and other mechanisms encourage visitors to come to the Greenway.

## Chapter 6B: Events and Outreach

The introduction of events and outreach programs into the South Bronx would offer several community benefits that would promote environmental quality, local stewardship, community development, and effective collaboration. These programs would also serve as economic drivers to improve capital investment and bring people to the waterfront. This report considers four broad categories of events and outreach activities that offer these benefits in varying capacities: environmental education, sponsored events, public art, and volunteer programs.

### Environmental Education: Background

Educational programs have the potential to facilitate connections between the community, the natural environment, and historical resources. In addition to promoting healthier lifestyles, these programs can help develop environmental awareness and reinforce

residents' acknowledgement of and commitment to environmental justice.

Educational programs are generally not revenue-generating ventures. Program costs include instructor fees, equipment, and teaching space. Because many of these may be donated, they come with varying degrees of financial commitment.

### Environmental Education in Practice

Blue Heron Park on Staten Island offers weekend and after school programs for free to the community [106]. These programs, which usually last 1-1.5 hours, are paid for by donations and run on a per-program basis. Field-experienced naturalists run the programs, and instructor costs are approximately \$50 per program.

The Assateague Island National Seashore in Maryland offers nature programs that are easily adapted to both school groups and the general public, including programs for bay discovery, wetland exploration, and bird watching [106]. All programs are offered for free by rangers of the National Park Service, funded through donations and Congressional appropriations.

Equipment needs range from a few binoculars for bird watching, to seine nets, buckets, and clear tubs for bay discovery programs.

Rocking the Boat, a boatbuilding organization located adjacent to Hunts Point Riverside Park, currently offers environmental education programs in the neighborhood [107]. It serves as an intensive youth development organization, most often serving high school students. These programs typically operate during special events and on Friday afternoons, but their increasing popularity has prompted the program's expansion. The organization's annual community education budget is \$75,000, which serves 750 community members each year. Current general community programs cost the organization about \$11 per hour per person, and all programs are offered to the public free of charge [107]. Funding originates from foundations, corporate sponsors, government grants, and individual donations [107].

### **Environmental Education: South Bronx Greenway**

To accomplish some or all of these goals, several South Bronx organizations currently offer educational programs such as after school art programs offered by The Point, and environmental education conducted by Rocking the Boat [108, 109]. Many of these organizations, as well as other interviewees, spoke of the desire to prevent money from becoming a barrier to access [106, 107, 110].

Educational programming falls into two categories: curriculum-based field trips and after-school workshops. Choosing to market the South Bronx Greenway as a field trip destination requires a full-time commitment for at least a few months out of the year, and would likely be most popular during fair-weather months. Weekend and after-school programs, in contrast, could potentially be operated with a smaller time commitment.

Potential historical education programs could be held along Riverwalks, Waterfront destinations, and Greenstreets, while environmental education programs could be created for

Barretto Point Park and Hunts Point Riverside Park, La Playita, and the Brother Islands. During the school year, field trips and workshops could be held on either weekends or weekday afternoons; during school breaks, programs could be extended to weekdays as well, depending on instructor, student, and teaching space.

Education programs can be designed to cost from as little as a few hundred dollars (e.g., Blue Heron Park), to as much as \$1,000 and beyond (e.g., Rocking the Boat). Most of the benefits from these programs will be concentrated on enhanced environmental stewardship, not on direct economic improvements. Program start-up would require the purchase or donation of necessary equipment, especially for environmental education tours. Like the Assateague seashore example, items such as bird-watching binoculars and nets may be required for water-based tours.

### **Public Art: Background**

Public art can be incorporated within virtually all types of public spaces.

Sculpture gardens, temporary exhibitions, murals, and other installations can add character and cultural appreciation to public spaces and attract people to public spaces.

Costs of public art installations are highly variable from very low cost when largely fed by artist donations, to greater than \$10,000 for commissioned artwork.

### **Public Art in Practice**

The Blue Greenway in San Francisco held a public art competition in which the city commissioned three temporary art installations, each with a \$14,000 budget for art supplies, artists' time, and installation fees [111]. The Blue Greenway also incorporates an art auction into its programs in which artwork is auctioned and proceeds are given to the artists or community organizations [112].

### **Public Art: South Bronx Greenway**

As recognized in the Master Plan, the South Bronx Greenway has the potential to serve as a mechanism for the advancement of public art [1]. The South Bronx's Greenstreets and Riverwalks will serve as suitable spaces for

murals and temporary installations, while sculptures can be incorporated into the design of parks and waterfront destinations. The Master Plan suggests that Greenway public art should celebrate the Greenway's river resources, address local history, or build upon historical communities located in Greenway neighborhoods [1].

The greatest community benefits from public art are cultural, as art could bring people to the water, improve quality of life, and support local artists. A burgeoning local art culture already exists in the South Bronx, which can be further supported through Greenway operations. Beyond cultural improvements, however, potentially significant indirect economic gains could result from improving community awareness, enhancing investment in the area, and attracting new customers.

As with the Blue Greenway's art auction, a similar venture to call attention to public art and historical resources of the area could possibly be successful in the South Bronx. In addition, funds raised through art auctions can help recover the cost of the public art program as well as provide maintenance

funding for the Greenway.

Supporting local artists will serve to promote art-related business activity and development and increase residents' exposure to the arts. One example of the South Bronx' thirst for developing its artist community is the Bronx Council on the Arts' Artisans Initiative, which provides technical assistance, business advice, and general support for culturally driven local art [113]. These sorts of projects will aid artistic development and continue to cultivate a community arts culture. As the Master Plan suggests, the creation of a Greenway-specific public art program would help maximize existing community resources and create a vibrant arts program [1].

### **Volunteer Programs: Background**

Because volunteers by definition serve "without promise, expectation or receipt of compensation for services rendered," volunteer programs are thus relatively inexpensive to run [114]. Minor costs are typical, however, including having a Volunteer Coordinator spend approximately 0.5 to 1 day per

week on the program, administrative costs, equipment (e.g., push brooms, gloves), and printed materials such as training documents. Capital costs can total up to \$200, but many capital items can be obtained as donations. General information about important volunteer principles and recent volunteer trends are listed in **Appendix D**.

Volunteering is not a direct revenue-generator, but it does provide vital services for the community including increasing community stewardship, fostering environmentalism, bringing people to the waterfront, training volunteers in maintenance skills, and creating opportunities for community members to meet and relate to one another.

These donated services can be used to fulfill requirements for matching grants (see chapter 6C), reduce the amount of cash needed to fund maintenance and programming, and demonstrate community support for the project. The quantification of in-kind contributions, such as volunteer time, is highly subjective. After analyzing what paid employees receive for similar work such as planting and picking up trash, this

valuation ranges from the New York State minimum wage rate of \$7.15 per hour [115], to as large as \$18 per hour for some matching grant programs [116].

Other budget considerations to be taken into account include buying insurance for volunteer injuries or damage [117], and the accounting costs of treating volunteer contributions of time as in-kind contributions.

### Volunteer Programs in Practice

Examples of successful volunteer programs in the New York City area include Stuyvesant Park plantings in the summer and snow removal in wintertime, which are handled by a fleet of 100 to 150 different volunteers that contribute over the course of a year. Park maintenance materials such as gloves and brooms (as well as coffee for volunteers) are all donated [71].

The Bronx River Alliance uses volunteers sparingly by setting up volunteer days when community members are invited to join cleanup crews to rid the Bronx River of invasive species [118].

The Point has a core of approximately 11 volunteers along with

an extra 20 from the AmeriCorps program and corporate sponsorships [119]. The Point's volunteer tasks are event-based and include nature beautification and painting.

Based on an interview with a representative of the Camden Greenway in Camden, New Jersey, volunteer event insurance costs approximately \$200 per event [115]; however, insurance costs will vary by state and its need depends on the degree of risk management desired.

### Volunteer Programs: South Bronx Greenway

The South Bronx is endowed with a solid volunteer base that, if utilized, can provide an eager, cost-free workforce for Greenway maintenance. Recent volunteer efforts publicized in the local *Hunts Point Express* newspaper, for example, include two such initiatives: a community garden tended in the shadow of the Bridges Juvenile Center [120] and a local school group that encouraged local collaboration to combat foul odors emanating from the NYOFCO facility [121].

To ensure the Conservancy's mission is furthered by the volunteers used, it is

recommended to name a dedicated Volunteer Coordinator to facilitate the five keys to program success and to improve recruiting, organization and orientations that are listed in **Appendix D**. A volunteer manual should be generated to clearly communicate the Conservancy's rules and expectations to potential volunteers, including time and effort requirements, the Conservancy's mission, and important information for each volunteer task [122]. To emphasize the importance of volunteer labor, no overt distinctions should be made between the Greenway's paid and unpaid workforce [122]. In this way, volunteer positions are appreciated as valuable components of Greenway operations, increasing incentives among volunteers but requiring that volunteer positions be designed and managed similar to paid positions.

Volunteer programs should incorporate tasks that are often successfully completed by volunteers, such as plantings, application for funding, thank-you calls, documenting progress of Greenway construction online and through local publications, trash pickup, advertising, spreading the word of events

to the community, painting, and doing Greenway walk-throughs to identify potential clean-up needs.

### Events: Background

Special events and festivals, such as concerts, foot and bicycle races, parades, and street fairs can perform at least two useful functions to a greenway. First, events and festivals can provide direct fundraising revenues, which could feasibly be deposited into a general maintenance fund. Second, events and festivals can bring more people to a public space, enhancing visibility of the public resource and increasing the customer base for concessions and other retail businesses.

In addition, events may also help to build a sense of community and engage people in local culture.

While the costs of some events are quite high, many charitable events provide the opportunity to solicit corporate sponsorships to cover all or a portion of the event's cost. Corporations are often willing to provide funding and supplies for community-led festivals and events in exchange for being advertised as a sponsor or producer of the event [123]. In-kind

donations can also be used to lower event costs, and such donations are tax-exempt when the organization holding the event is a 501(c)3 non-profit [58].

Concerts can be successful for raising money and improving community awareness. Concerts costs include the cost of a stage, sound equipment, security, portable restrooms, cleanup, and advertising [124, 125]. In many instances there are also costs associated with the performers, which may include the cost of transportation, food, lodging, and payment for the performance itself [125]. These performer-related costs vary greatly depending upon the expectations and demands of the artists.

In addition to musical events, athletic events such as runs, walks, and bicycle races could also bring people to the Greenway and generate funding. Running, walking, and cycling events would not only bring people to the greenway, but also would help promote healthier lifestyles. Costs associated with road-race coordination are at least partially balanced by revenue generation, including entrance fees. A reasonable entry fee of \$10 per person could raise \$10,000 for a 1,000-person race.

### Events in Practice

Though quite different from the South Bronx in terms of demographics and income, the Robert Mondavi Winery Summer Festival in Oakville, CA has raised over \$2 million since 1969 for the local schools and symphony orchestra [126]. This averages to about \$54,054 per year for a four-part concert series, or approximately \$13,500 per concert. Another example of a successful musical event is the popular Central Park SummerStage Concert Series, which puts on free concerts throughout the summer, raising money through benefit concerts and corporate sponsorships [125]. While SummerStage is geographically closer to the South Bronx - and, unlike the Mondavi Festival, charges no fee for most concerts - the size and frequency of these concerts make direct comparisons with the South Bronx problematic.

Runs, such as the Adidas Run for the Parks, held by the City Parks Foundation and New York Road Runners (NYRR), are a proven way to raise money for parks maintenance and programming. The event is held each spring in Central Park and draws approximately 7,000

participants, both children and adults [127]. This run has entry fees that range from \$8 for junior or senior NYRR members during early registration to \$35 for race-day registration of non-NYRR members [127]. Assuming an average entrance fee of \$20, total revenues exceed \$140,000 from entry fees alone.

Street fairs, festivals, and parades already occur in the South Bronx, such as the Hunts Point Summer Festival and Fish Parade, which has previously been held on Hunts Point and Longwood Avenues. This festival has an estimated cost of \$13,000, and much of this sum goes towards renting sound equipment and a stage [124]. These costs are covered through a combination of fundraising, sponsorships, and the sale of space to vendors. While the festival does not directly generate money, it does bring people into the area and serves as an opportunity for local businesses, such as food vendors, to earn revenue and gain exposure. Vendors pay a flat fee to the festival organizers for the ability to set up and sell their goods, and are then allowed to keep their remaining revenues.

### **Events: South Bronx Greenway**

The South Bronx Greenway's waterfront setting provides a potentially picturesque setting for many events and festivals. In particular, amphitheaters at Barretto Point Park and Hunts Point Riverside Park could serve as the location for small music festivals. Additionally, Greenstreets throughout the Greenway would be well-suited for weekend street fairs, farmers' markets, and parades. Lower-traffic areas of the South Bronx Greenway, where street closures would be less disruptive, could serve as the path for running, walking, and biking events, including events that benefit the Greenway itself as well as charitable events that benefit other causes.

Concerts and music festivals held along the Greenway could be expected to attract a few hundred people, depending on the performers and available space. The amphitheater at Barretto Point Park, for example, could comfortably hold a few hundred concertgoers for such events. Possible concerns with holding concerts at Barretto Point Park include the adjacent, malodorous NYOFSCO sewage pelletizing plant and the park's close proximity to

flight paths around La Guardia Airport.

Once the Greenway is completed, its Greenstreets will provide ideal spaces for street fairs, markets, and parades. These street events can help attract people to the Greenway and can grow into self-sustaining, revenue-generating programs.

While 1,000 people – referenced earlier – may be overly ambitious for an inaugural race, participation will almost surely increase as the Greenway gains recognition and the course is beautified with Greenstreets and new waterfront destinations. The Conservancy (or other race organizer) could further offset organizational costs through corporate sponsorships, most likely from health food and athletic companies.

Organizing festivals and events will offer an excellent opportunity for the community to build excitement about the Greenway. While the associated costs are high relative to educational programs, for example, their potential revenues are greater as well.

## Events and Outreach:

### Conclusions

Our analysis led to the conclusion that events such as concerts, races, and movie screenings are the best options for bringing people to the Greenway and raising maintenance funding in the short run. These events have relatively low costs and capital requirements. All equipment could be rented or operated through licenses, and existing amphitheaters and parks could serve as venues. However, most of these events require corporate sponsorship to be profitable [123]. We calculated the potential earnings of these events, with and without sponsorship (see tables G3.3 and G3.4, **Appendix G3**). With adequate corporate sponsorship, the Conservancy can reduce or eliminate its costs, potentially raising significant amounts of funding for Greenway maintenance [4].

In order to generate revenue, a fee would be charged to gain admission to Conservancy-directed events. However, this fee could be adjusted to an amount appropriate for local residents so that the fee is not a barrier to access. For example, NYRR-directed races involve a

tiered entrance fee depending on membership status and time of registration [127]. The Conservancy could grant residence of the South Bronx "membership" status so that they are either not required to pay admission or pay only a nominal fee. This enables community members to participate in events while bringing in revenue and visitors from outside the community.

Although corporate-sponsored events could generate some revenue in the immediate term, they are expected to be even more successful in the long term as sections of the Greenway are completed and as the Greenway becomes a well-established destination.

In addition to holding sponsored events, the Conservancy and other community organizations along the Greenway should expand upon the education and volunteer programs that already occur in the area. Creating new environmental, cultural, and historical education programs can also help to give the Greenway positive exposure, both within and outside of the local community.

Public art programs, can also act as a cultural drivers and should be

incorporated into the Greenway maintenance funding plan. In the short term, the Conservancy could hold art auctions with artwork from local artists in order to raise awareness and funds for the Greenway.

As sections of the Greenway are completed, we recommend investing in larger public art installations created by South Bronx resident artists. In order to turn temporary art installations into a revenue generating enterprise, auctioning off the art at the end of a set amount of time will either recover some of the initial costs or generate a profit, in addition to supporting local artists. If the costs of the art installation are partially or fully covered by a corporate sponsor, public art installations and art auctions have the ability to provide maintenance funds to the Greenway [111].

Through environmental education, volunteer programs, sponsored events, and public art, the Greenway can become a destination for people both within the local community and visitors from outside the South Bronx. While events and outreach can potentially generate some short-term maintenance funding, the most crucial aspect of these

programs is that they will attract a larger visitor base, fostering the successful business development ventures of the previous section.

## Chapter 6C: External Support

Funds from grants and donations play a vital role for the funding many of the greenways presented earlier in this paper. Grants are often disbursed from all levels of government as well as from private corporations and foundations. Private companies and individuals are common sources of donations, which can be given as money, in-kind services, or adoption of a space. In many ways, grants and donations are a form of external sponsorship, and each presents potential benefits and challenges when applied to the South Bronx Greenway.

### Grants: Background

Grant funding is available in the public and private sectors from sources such as federal, state, and local governments, and from foundations. Foundations often have a specific philanthropic focus, and they may choose to fund only those organizations whose mission matches their focus. Most grants are either program grants (which must be used for a specified project) or operating grants (which can be applied to

general operating costs and maintenance) [128].

In addition, as mentioned above in the volunteer programming section, certain grants allow volunteer hours, priced at the appropriate wage, to count towards matching grants. This permits the monetary leveraging of volunteer time for these grants.

### Grants in Practice

The non-profit Northern Delaware Greenway Council (NDGC) was founded in 1990 to start the Wilmington Greenway in Wilmington, Delaware. To fund the greenway, NDGC has located its greenway trails on public property, enabling it to leverage its public status and take advantage of publicly coordinated land improvements and government funding [129]. Between 1991 and 1994, NDGC received approximately \$98,000 in federal planning grants, \$650,000 from the federal Intermodal Surface Transportation Efficiency Act (ISTEA), and \$20,000 from another private not-for-profit organization. None of the grants is specifically for maintenance purposes [130].

An example of volunteer hours used for a matching grant is an agreement between Solar1 and the EDC. For each dollar Solar1 raises and spends in Stuyvesant Cove Park in Manhattan on the East River, EDC provides \$1 in grant funding up to \$100,000 [131].

The Bronx River Alliance, entrusted with maintenance of the Bronx River Greenway – immediately north of the South Bronx Greenway – has received grant support from a settlement between Consolidated Edison (ConEd) and the New York State Department of Environmental Conservation (DEC) [132]. This settlement, negotiated in response to DEC enforcement actions, has provided grants to many environmental organizations in the New York City area, such as Rocking the Boat, the Prospect Park Alliance, and the Brooklyn Greenway Initiative [132].

### Grants: South Bronx Greenway

The South Bronx is characterized by rich culture, a fragile health profile, and numerous environmental concerns. These characteristics, when combined with the area's proximity to local New York City foundations, will most likely

make the Greenway project appealing to a wide variety of donors. However, applying for grants is time-consuming, and funding cannot be relied upon until the grant is awarded. Funders may also have certain requirements that must be met, documented, and reported on, adding additional restrictions to usage. To prioritize its efforts, the Conservancy should create a target amount of funding to annually generate from grants.

Despite a relatively small amount of available maintenance grants – because funding maintenance is not considered as compelling a cause as funding programs to grant providers – many of the grants available have high potential for promoting non-profit and economic development activities along the Greenway. Also, while it may seem that maintenance funding can only come from operating grants, many types of program grants may also be leveraged to support the programming and equipment that will in turn enable maintenance. Start-up and planning grants may also be an option as the Greenway is still in its embryonic stages and because many programs have not yet been developed.

To make obtaining grant funding possible, it is recommended that the Conservancy either hire a dedicated Grant Application Coordinator or create this position within the organization. Congressman Serrano’s support for the project will be very helpful for grant applications, and he has previously assisted in the grant process for the Bronx River Alliance [110].

The applicability of specific grants must be analyzed on a case-by-base basis. **Appendix E** contains a brief analysis of pertinent grants, and may be used to generate ideas for those grants that may prove the most promising. To facilitate the grant process, we recommend that the Conservancy become the legal “owner and administrator” of Greenway maintenance funding in order to reduce grant competition and promote cooperation among South Bronx organizations in seeking appropriate funding sources. This will help the Conservancy develop sufficient capacity to generate its own grant income and ensure that its grants-to-effort ratio is maximized.

## **Donations and Endowments: Background**

Donations include cash, securities, land, facilities, personal property, equipment, and services provided by local businesses, community groups, and individuals. In exchange for their donations, these donor groups can receive recognition in various forms, such as through media coverage, on-site signage, newsletters, or online publicity [133].

Signage can be offered to donors in exchange for a specified donation amount, which is established by the organization responsible for Greenway maintenance (for more information, see **Appendix F**). Often, this is a one-time donation used to raise money for capital improvements [134]. Signage is offered to corporations and organizations in exchange for formal agreements to adopt and maintain specific regions of open space. Minimum maintenance levels are commonly specified, including garbage collection, restoration of vegetation, and basic garden maintenance [135].

Non-financial donations, specifically in-kind contributions of volunteer time, land, capital, and supplies, are non-cash, low-commitment expenses for contributors, but represent important resources for non-profit organizations [133]. Corporations also offer in-kind contributions in the form of maintenance, wherein they encourage employees to participate in service days.

An endowment combines funds derived from fund-raising events or single donations into a single fund that is placed in perpetuity into low-risk investments. The purchasing power of the endowment stays constant over time; only the accumulated interest is used to meet the organization's needs. Typically, endowments are large and contribute a stable amount of funding to the organization every year [136].

### **Donations and Endowments in Practice**

Volunteer maintenance services are a major resource for Manhattan's Riverside Park, which benefits from approximately 31,000 hours of community service contributed to its maintenance each year [95]. Businesses also often donate

equipment and supplies; for example, the Louisville Waterfront Park in Louisville, Kentucky receives donations of materials for intermittent park maintenance [96]. Endowments support the operations of the Greenway Preservation Trust in Denver, Colorado, established by the Greenway Foundation, the managing body for the South Platte River. The Trust generates about half of its \$500,000 annual operation budget through accrued interest from a \$6,000,000 endowment [98]. Contributions to the trust are made by local businesses and individuals with a large range of gift sizes, from below \$1,000 to above \$1,000,000 [99]. Donors are recognized in annual newsletters and on the website; exceptional contributors are recognized with a "Friend of the River Award" [100].

### **Donations and Endowments: South Bronx Greenway**

The Master Plan anticipates that donors will provide funding or services for the maintenance of the Greenway [1]. In order to recognize the effort of these donor organizations or individuals, the Master Plan outlines a signage plan.

Signage in the Greenway will be integrated with the environment so as to be attractive, easy to maintain, and resistant to vandalism [1].

Endowments can lend permanence to an organization and its mission by enabling long-term financial planning, so an endowment is of potentially great use to the Greenway [97]. Attracting donations for immediate use and for a long-term endowment, however, is a major obstacle for the South Bronx as the Hunts Point and Port Morris neighborhoods lack the retail base that provides significant donations to other greenways. The neighborhood's low-income character suggests that residents are unable to monetarily contribute much to the Greenway's financial needs. Therefore, unlike the Central Park Conservancy and other high-profile park maintenance organizations, the Barretto Bay Conservancy may not be able to rely on significant donations from wealthy individuals neighboring the Greenway. The South Bronx demographic is distinct in this regard, and it must be recognized that private contributions may best be garnered through services and volunteering rather than donations.

The Conservancy will need to attract donations from non-traditional sources, such as from non-retail businesses in the area, non-local corporations interested in improving their environmental or green image, and private donors from the greater New York City area. This can be accomplished through aggressive media coverage and fundraising events. As mentioned earlier, emphasizing the importance of the Greenway as an environmental justice and community revitalization remedy has the potential to attract large sums of money from businesses wishing to enhance their image.

If the Greenway were to attract significant private donations, endowment establishment could be a very significant tool in providing a reliable and substantial portion of annual maintenance funding. Setting the endowment target for the Greenway is relatively simple: for example, when assuming an 8% interest return and an annual \$2.1 million required for Greenway maintenance, the target estimate is around \$26.2 million [1]. While this figure is likely unreachable in the short term, it would be a suitable

long-term solution if fundraising resources are effectively cultivated.

Endowments take a long time to collect for some organizations, and it would likely take an extended period to raise necessary funds for the Greenway. Under these circumstances, it is necessary to exercise considerable restraint to prevent eroding the endowment base [137]. Proper endowment management requires investment know-how to ensure adequate investment returns. The Conservancy should consider obtaining the assistance of investment groups or hiring a part-time investment manager on a pro bono basis.

### External Support: Conclusions

The Conservancy can use grants and donations to finance the maintenance funding gap, estimated from \$228,196 to \$467,221, that is not covered by events and outreach and business development (Table G3.6, **Appendix G3**). The amount of funding that can be obtained via both mechanisms is essentially limitless for the purposes of the South Bronx Greenway. However, both mechanisms will reap returns

proportional to the effort that the Conservancy puts toward these activities. Committing one full-time dedicated employee to grant and donation development activities is a reasonable and appropriate goal [138].

Obtaining grants specifically for maintenance may be more difficult than obtaining grants for social programming and business development activities. The success of the Greenway will depend on the success of these activities, including their ability to bring in grant revenue. It may be possible to use a portion of grant dollars obtained for Greenway activities toward maintenance, as the necessary maintenance costs of holding an event or providing a service can be embedded in the costs of those programs.

In addition, several grants require matching funds from the community [139]. Volunteerism can be used to meet this requirement. Leveraging community volunteers will expand the number of possible grants for which the Conservancy can apply. The Greenway can expect to generate a significant portion of maintenance revenue from volunteerism ranging from \$7,150 to \$144,000 as programs expand (Table

G3.5, **Appendix 6C**). In addition, volunteers can “serve to reduce costs of construction, management, and maintenance as well as facilitate a sense of public ownership and pride in the community’s greenway” [140].

Educational programs can be tied to volunteer programs in order to further reduce maintenance costs [139]. For example, students learning about ecology may perform restoration and maintenance tasks as part of their coursework.

Grants and donations are common funding mechanisms in the world of non-profit organizations. Through securing funding from public and private sources may take some time and effort, such effort will likely pay off for the South Bronx Greenway.

## Chapter 6D: Government and Community Mobilization

As mentioned previously, the Hunts Point neighborhood experiences high traffic associated with the EDC-owned and operated food distribution centers in the area. In order to capitalize on this high level of freight traffic, we recommend that the Conservancy negotiate with the city to establish and additional transport fee that would be earmarked for Greenway maintenance.

As the South Bronx Greenway comes into being, the business development opportunities discussed in Chapter 6A will likely expand and open up further opportunities for maintenance funding. Two such opportunities include the establishment of a redevelopment corporation or a business improvement district (BID). These options both require coordination between the government, businesses, and community representatives.

In addition, increased visitorship to the Greenway will make it possible to invest in additional capital improvements such as a museum or other cultural or

environmental activity center. When considering capital improvements, two mechanisms – community benefit agreements and tax increment financing – should be included as potential methods of supporting Greenway development.

### Taxes and Fees: Transport Assessment

A potential long-term funding source for the Greenway may be provided by various methods of utilizing taxes and fees to support maintenance activities. Like short-term donation and grant approaches, taxes and fees have a theoretically unlimited funding potential, but are practically limited by political considerations. If properly leveraged, existing South Bronx economic assets can be tapped to provide Greenway maintenance funding.

### Taxes and Fees in Practice

All government support for parks and greenways can be at least indirectly tied to tax revenues. However, in a few cases, tax revenues have been specifically earmarked for purposes of parks

construction and maintenance. For example, the Great Rivers Greenway, established in 2001 in St. Louis, Missouri, receives 96% of its funding from a seemingly inconsequential 1/10 of 1 cent sales tax [141]. This tax required a referendum victory in three Missouri counties to become a reality. In Missouri overall – a scheme that motivated the local St. Louis referendum – state parks and soil conservation efforts are funded equally through a 1/10 cent sales tax [142].

In 1993, the Texas legislature passed a bill earmarking funds for state parks from the state's sales taxes collected from sporting goods [143].

The most useful benefit of these proposals is the ability to consistently and sustainably capture parks funding through tax mechanisms. Due to legal and state constitutional factors, however, these taxes must be periodically renewed in order to remain in effect.

### Taxes and Fees in the South Bronx

Though a sales tax proposal has worked for other greenways and park systems, it is largely infeasible for the Greenway's short-term needs. First,

New York City (as well as New York State generally) has one of the highest sales tax burdens in the nation, currently set at 8.375% in New York City [144]. Second, raising existing sales taxes for the Greenway would require the approval of the New York State Legislature, which would pose a daunting short-term challenge to benefit a single Greenway project [145]. Only by joining forces with other parks projects could this plan be even remotely feasible.

While a sales tax is not appropriate for the South Bronx, a well designed “transport assessment” could be feasible within the Hunts Point and Port Morris neighborhoods. Such an assessment would impose a fee on every truck entering the Hunts Point Market and additional local properties owned and operated by EDC. Unlike the sales tax proposal, however, EDC currently levies a fee on trucks entering the Hunts Point Market, and imposing a new fee on this truck traffic would not require city or state approval [146].

To successfully impose such an assessment, managers of the three Hunts Point market cooperatives would need to independently agree to such a

fee. These managers have an interest in ensuring the Greenway’s success because it is in close proximity to their markets and will provide benefits to their employees. Potential obstacles to this mechanism primarily include the increased accounting and operational costs borne by market businesses. Additionally, market managers may be less willing to fund Greenway maintenance projects that are not contiguous to the markets or EDC land.

The transport assessment option has the potential to generate enough revenue to sustain a significant portion of Greenway maintenance funding. Moreover, this fee has significant symbolic value: It requires the trucks that emit diesel pollutants, clog local highways, and travel on the highways that bisect the neighborhood to pay a part of the social cost of their activities. A 1-5 ¢ tax on the 55,000 truck trips that enter the Hunts Point Market each week [147] would generate \$28,600 and \$143,000 per year, respectively, that could be applied to Greenway maintenance. This would help eliminate much of the funding gap identified over the short term. In the long term, this

approach could be expanded to local waste transfer stations and other industries within Hunts Point and Port Morris. On non-EDC land, however, this approach would be more challenging.

Yet our research and conversations with market participants suggest that a limited transport assessment may be feasible in the short term. Implementing this option, however, requires significant further research and outreach with market players and other stakeholders.

### **Redevelopment Corporations and Business Improvement Districts: Background**

Redevelopment Corporations are non-profit organizations whose goal is to promote development. They can raise funds from both private and public sources as well as make special financial arrangements with government entities, such as obtaining permission to use concession revenues for park maintenance [148]. Redevelopment corporations raise money by traditional means such as by grants and donations, usually with great support from board members.

Business Improvement Districts (BIDs) are a relatively recent innovation. Within each BID, property and business owners pay a mandatory fee to provide additional services above what the city provides (like hiring additional security guards), as well as capital improvements (like better lighting), with the goal of promoting business in the district. The size of the fee depends on property size or value and on the district's demand. Governmental and not-for-profit properties are exempt from the payment, and owners of residential or vacant properties usually pay a reduced amount. Each BID is governed by a board of directors that sets BID fees, or assessments. To establish a BID, proponents must obtain approval from a majority of businesses and property owners in the district. The district then works with the New York City Department of Small Business Services to justify the area's need for additional capital improvements and services [149]. As of March 2007, there were 55 BIDs in New York.

BID funding is a more long-term, equitable financing method compared to voluntary contributions and assessments.

BID funds are tailored to the region's needs and can foster a growing business-led commitment to improve an area.

### **Redevelopment Corporations and BIDs in Practice**

One local example for a successful BID is the eight-acre Bryant Park, which was known only three decades ago as a hotspot for drug usage, crime and homelessness [150]. Today, up to 6,000 people flock to the park during lunchtime [151]. The BID organization running Bryant Park, Bryant Park Corporation, has about 55 summer employees who provide security, sanitation, gardening and programming (like organizing fashion shows). In 2000, about 33% of the park's operating budget came from the BID assessment fund, which contributed \$957,000 toward park maintenance [150].

Another example of a New York BID is the 34<sup>th</sup> Street District, run by the 34<sup>th</sup> Street Partnership. The district covers a 31-block area that includes parts of Hell's Kitchen, the Garment District, and Chelsea, as well as landmarks like the Empire State Building and Penn Station [152]. In 2005, the partnership had an

annual budget of \$8.9 million from an assessment of \$0.187/ft<sup>2</sup> on around 30 million ft<sup>2</sup> of commercial space [153]. Around \$6 million per year is spent on a security, sanitation, social services, tourist information, public events and debt service [151]. The BID district has obtained approximately \$24 million from tax-exempt capital improvement bonds to install streetscape elements such as sidewalk planters, light poles, and illuminated street signs [153].

### **Redevelopment Corporations and BIDs: South Bronx Greenway**

EDC has already established an improvement fund (similar to a BID) within the Hunts Point food distribution center, to which new leases contribute \$0.25 per square foot for maintenance. Unlike BIDs, only new leases in this area pay the fee and current leases are not expected to expire until after a 10-12 year period. This fund, therefore, is expected to grow slowly [154].

A BID is not suitable for the Greenway in the short run because improving the local business environment (to attract customers, for example) is less essential to existing businesses like

wholesalers, industries or warehouses as it is for retailers and restaurants. Thus, there may be limited interest from current business and property owners to set up a BID. Moreover, as BID assessment fees increase, rents typically also rise, which may help promote business turnover and gentrification in this rent- and cost-sensitive area.

### **Tax Increment Financing: Background**

Tax increment financing (TIF) is a mechanism used to fund capital projects by capturing property tax increases from an assessment-determined baseline, and directing the funds into capital improvements. For TIF to be used in an area, a TIF authority (e.g., the city) must first identify that district as one experiencing property value decline, or that it is “blighted/undeveloped” and that development would not take place “but for” TIF [155]. The property value of the area is then “frozen” at the level of assessment, or the “tax increment base value.” The TIF authority then improves the area, such as by repairing streets and improving lighting, with the

goal of making it more attractive to businesses.

TIF funding can be generated in several ways. First, the TIF district can pay for improvements with the increase in property taxes from the “base year” (the year property value was “frozen”), assuming property values increase. The process is slow and can be used for long-term minor improvements. The second way is for the TIF authority to issue general obligation bonds, and use the increase in property tax revenue from the base level in the coming years to retire the bonds. Large amounts of funding can be acquired quickly with this method, but the risk is higher as it relies on increases in property tax revenues to pay off the debt. The third way is by using lease revenue bonds. Lease revenue bonds are used to finance certain revenue-generating projects and are retired using revenue generated by the projects.

When the TIF authority determines that the decline in the area has been reversed, the area will cease to be a TIF district and pay its full property tax. TIF district status usually lasts for 10 to 25 years [156]. As the mechanism hinges

on future growth, commitment from local businesses is very important to the process.

TIF is often hailed an innovative mechanism for financing capital projects, as the area can use its own tax base to fund its development and does not need to go to the federal or state governments for funding. No increase in property taxes is necessary because essentially the taxes that normally go to the state are dedicated to the TIF district instead. TIF also reduces the risks of bond issuance [157].

### **Tax Increment Financing in Practice**

In the City of Sheboygan, Wisconsin, property taxes from TIF contributed \$4.3 million to financing the South Pier District project in 2004 [158]. The project is somewhat similar to the South Bronx Greenway in that both aim to revitalize the waterfront with parks as well as economic development projects and promote access to the river.

In Chicago, the current mayor has also greatly supported using TIF for capital financing. As of 2005, there were 129 TIF districts in Chicago, covering up to 30% of the city’s land area. It is

estimated that TIF funding for the city approaches \$400 million [159].

New York's TIF enabling legislation was passed in 1984 [160]. Although the mechanism has not been used in the city, New York's law authorizes TIF to be used for eliminating blight provided that the municipality "can only engage in redevelopment which... cannot be accomplished by private enterprise alone" [157]. However, both conditions are usually determined with a great deal of discretion. Despite existing law, observers have noted that there is a general aversion to TIF in New York City [33].

### **Tax Increment Financing: South Bronx Greenway**

Although TIF is only suitable for financing capital projects, and not maintenance operations, it is included in this report because capital funding for the majority of the Greenway has not yet been secured. TIF may also be a suitable funding scheme for financing capital projects that would enhance recommended economic development options. Because the Conservancy must look to encourage Greenway usership as

a main priority, it should look to TIF approaches as a way to promote a broader vision of community redevelopment.

### **Community Benefits Agreements: Background**

Community Benefits Agreements (CBAs), or development exactions, spell out benefits that a developer or industrial corporation will (or must) provide to the community in order to obtain approval to develop a new property or expand an existing one. This is common when the developer has received subsidies or other incentives from the government and there is a demand from the community to ensure that public funds have positive social impacts. If CBAs are not legally mandatory (which they are not in New York City), powerful community groups can put pressure on industries or businesses to voluntarily provide similar amenities [161, 162].

CBAs can be tailored to contribute favorably to community needs by providing quality jobs, low-income housing, pedestrian-accessible

storefronts, or public services. CBAs help to compensate for some of the negative externalities associated with new development and help contribute to community improvements. Instituting a CBA makes it more feasible to avoid levying higher property and sales taxes to provide additional infrastructure and government services to the community [162]. For prospective industries, CBA fees are one-time payments, and are therefore more attractive than higher property taxes to most firms [162].

### **Community Benefits Agreements in Practice**

In Raleigh, North Carolina, legislation has been imposed requiring that all residential developers pay impact fees, part of which are dedicated to the funding of parks and greenways [163]. For building a single-family home, for example, the developer has to pay a fee of \$1,170, which generates approximately \$2.7 million a year for parks and greenways

### **Community Benefits Agreements: South Bronx Greenway**

There is no legal requirement for CBAs in New York City. However, community groups in the South Bronx are sufficiently vocal and could make CBA establishment a viable option. The New York City Department of Environmental Protection has committed amenity funds of approximately \$7 million to the South Bronx community for impacts imposed by an upcoming expansion of the Hunts Point Wastewater Treatment Plant [154]. The fund is only eligible for capital projects, however, and projects for the Hunts Point CBA have already been prioritized. They currently include several street improvements and recreational facilities in the Hunts Point and Port Morris neighborhoods.

While these capital-amenity funds cannot be used for Greenway maintenance, many aspects of these capital projects will contribute to economic development, which can play a part in long-term maintenance and community involvement with the Greenway. It is also possible for South Bronx community groups to negotiate

for funds earmarked for maintenance purposes in a future agreement.

### **Government and Community Mobilization: Conclusions**

In the longer term, as the Greenway increases its visitor base, a business improvement district may become a viable option for maintenance funding. However, if local businesses do not experience increased sales due to the Greenway, they will probably not see the benefits of creating a BID. Therefore, we recommend that the Conservancy spend a significant amount of effort in bringing people to the Greenway, helping to catalyze business activity suitable for BID formation.

Capital improvements will help support the business development and outreach options recommended in previous sections of this paper. For example, capital funds could be used to build a water taxi terminal, which will enable water taxi tours. Another example is building an environmental education or hip-hop museum, which can help bring publicity to the area's cultural and environmental assets.

Tax increment financing can capture any revenue associated with increased property values so that development in the area continues to serve local interests. We recommend that the Conservancy and New York City further investigate this option as a method of financing the Greenway as well as additional capital improvements in the area.

As community benefits agreements can ensure that the local community receives some sort of guarantee or compensation for impacts associated with capital improvements, we recommend that any large-scale local capital improvement be accompanied by such an agreement.

A transport assessment is perhaps the most significant maintenance funding option presented in this paper. If the Conservancy can reach an agreement with EDC and market managers, a small additional fee earmarked for the Greenway could provide a large amount of sustainable maintenance funding.

## Chapter 7: Combining the Options and Final Recommendations

In Chapter 6, we concluded each discussion of possible funding options with a summary analysis of feasibility and suitability to the South Bronx Greenway. This analysis was based primarily on information gained from benchmarking other greenway funding sources and

from our understanding of the South Bronx community, culture and history. Here, we move this analysis one step further by placing these individual recommendations in a larger context, comparing our funding options to the Greenway’s overall maintenance needs and providing concrete recommendations to the Conservancy as it moves forward.

These overall recommendations are based on four primary principles for the

Conservancy in the years ahead. First, the Conservancy must build capacity – both internally and within the community – to properly manage and maintain the Greenway. Second, the Conservancy should diversify its funding mechanisms to ensure a sustainable and risk-averse set of funding sources. Third, it should leverage community resources to the maximum extent, allowing the South Bronx community to contribute to the Greenway and its maintenance as much as possible. Finally, the Conservancy must promote usership if the Greenway is to become a well-established green space surrounded by flourishing local businesses.

### Short-Term Recommendations

As described above, we have developed several recommendations for short-term funding mechanisms. These activities are suitable for the short term because they have reasonably low capital requirements, build in existing local resources and capacity, and promote visitorship, which will help establish the Greenway and provide a gateway to more sustainable, longer-term

Short Term	Long Term
<p><b>Business Development</b></p> <ul style="list-style-type: none"> <li>• <b>Concessions: Tours, Push Carts</b></li> </ul> <p><b>Events and Outreach</b></p> <ul style="list-style-type: none"> <li>• <b>Public Art</b></li> <li>• <b>Concerts</b></li> <li>• <b>Road Races</b></li> <li>• <b>Volunteer Programs</b></li> <li>• <b>Environmental Education</b></li> </ul> <p><b>External Funding</b></p> <ul style="list-style-type: none"> <li>• <b>Donations and Grants</b></li> </ul>	<p><b>Build on Short Term</b></p> <p><b>Business Development</b></p> <ul style="list-style-type: none"> <li>• <b>Concessions: Water Taxis</b></li> <li>• <b>Wholesale-to-Retail</b></li> </ul> <p><b>Government and Community Mobilization</b></p> <ul style="list-style-type: none"> <li>• <b>Business Improvement District</b></li> <li>• <b>Transport Assessment</b></li> <li>• <b>Capital Improvements</b> <ul style="list-style-type: none"> <li>○ <b>Tax Increment Financing</b></li> <li>○ <b>Community Benefit Agreements</b></li> </ul> </li> </ul>

**Table 3: Summary of Recommendations**

recommendations. These recommended options include:

- License concessions such as water taxis, push carts, and tours
- Events and outreach activities such as road races, concerts, environmental education, and volunteer events
- Public art and art auctions
- Grants and donations

These short-term ideas are condensed into Table 3.

As our metrics at the beginning of Chapter 6 suggest, we analyzed and selected these options both for their quantitative maintenance benefits and for their qualitative benefits. For several of these options – such as water taxis – the capital requirements and ongoing operational requirements are too uncertain to generate precise quantitative estimates of potential Greenway maintenance benefits. Similarly, art auctions, though recommended as methods for attracting visitors to the Greenway, are unlikely to have financial benefits beyond payments to contributing artists and local organizations.

However, for nearly all other short-term recommendations, we can assess our overall ensemble and determine the likely maintenance funding benefits of each. For each proposed mechanism, we present both pessimistic “low revenue” cases as well as optimistic “high revenue” cases. Quantifying each option has required fairly specific assumptions on components of the model like price, usership, and costs. For example, our low-revenue road race estimations provide for a race size of 500, a price of \$15 per out-of-neighborhood runner, and non-sponsored expenses of \$10,000. Our high-revenue race estimation suggests a race size of 1,000, a price of \$20, and fully sponsored race expenses. Similarly, our high-revenue projections assume a far more aggressive volunteer effort than our low-revenue projections. These assumptions are presented in **Appendix G-3**.

Comparing the high- and low-revenue cases reveals that there is tremendous variability in the revenue we can generate from these options. Revenues depend heavily upon the number of Greenway visitors, success with corporate sponsorships, and the

price charged for each activity. This variability between low- and high-revenue cases underscores the importance of building capacity, seeking sponsorship and investing time and effort to ensure the success of greenway projects. Even low-revenue estimates may still result in significant greenway usership, the importance of which should not be undervalued for the long-term sustainability of the greenway. Under the optimistic scenario, as shown in Table G3.6 in **Appendix G3**, we have been able to make up more than half of the Greenway’s short-term funding needs.

It is important to note that these funding projections do not include donations and grants, which are highly variable but potentially lucrative for the Greenway itself. If, by drawing on the expertise of member organization, the Conservancy can develop sufficient capacity for soliciting grants and donations from inside and outside the community, it is reasonable to expect that the remaining funds (estimated at \$228,196) could be obtained from external funding sources. Additionally, other long-term options could be leveraged over a shorter timeframe,

especially the Transport Assessment proposal.

### Long-Term Recommendations

The potential revenue from long-term recommendations is more difficult to quantify. However, we see many mechanisms successfully functioning over long-term timescales within our investigations of other greenways in Chapter 6. The Conservancy should research these options further and start building the foundation for implementing these options.

Recommendations include:

- Build upon short-term options
- Impose a transport assessment
- Promote wholesale-to-retail food ventures
- Create a Business Improvement District
- Encourage continued capital improvements
- Explore the potential for using tax-increment financing

### Summary: Recommended Options

In the short term, we recommend that the Conservancy focus on business development opportunities as well as

events and outreach. In terms of business development, licensing to concession activities such as tours, push carts, and water taxis provide promising revenue sources. Hosting concerts, road races, or events featuring public art also allows for fundraising while bringing people to experience the greenway. Securing funds from grants and donations is also viable in the short term. In the mid and long term, we recommend that the Conservancy continue to build upon short-term recommendations, arrange for a transport assessment fee for trucks coming into the market, and encourage wholesale-to-retail ventures. In addition, a business improvement district may help to provide maintenance funding for sections of the greenway. Capital improvements, coupled with tax increment financing, will create continued opportunities for economic development in the area.

### Conclusion

Research into the activities of other greenways and the funding potential of specific Business Development and Events and Outreach possibilities

supports the conclusion that the Conservancy must build capacity, diversify its funding sources, leverage community resources, and promote usership, as discussed.

Success of programming and development depends on commitment and capacity building from the Conservancy. Just as the success of the Greenway will depend in part on the ability of these recommendations to encourage Greenway visitors, events and programs depend on the existence and aesthetics of the Greenway. The breadth of the dollar range from the low possibility to the high possibility in the Summary Table (Tables G3.3 and G3.4, **Appendix G3**) emphasizes this point. The Conservancy must invest significant resources now in order to secure sustainable funding for the Greenway. Specific capacity-building suggestions include building a website and dedicating one full-time employee toward obtaining and managing Greenway maintenance funding. This full-time Greenway advocate could investigate funding options while facilitating communication and cooperation between stakeholders.

In addition, our analysis shows that short-term programming and business development options do not generate sufficient income to support all maintenance costs (Graphs 3.1 and 3.2, **Appendix G3**). This reflects the reality our group found when investigating the annual reports of other greenways (**Appendix G1**). The assumption is that grants and donations can generate funds to fill the remaining funding gap. However, even funders and donors will be more likely to support the Greenway if the Greenway hosts vibrant programming. In addition, the Conservancy will find itself eligible for more grants within the art, environmental, and educational realms once it builds a strong programming base. This cycle indicates the degree to which funding options are interrelated. Diverse programming coupled with funding from diverse, long-term funding sources will provide for a healthy long-term funding portfolio.

A key lesson from this analysis is that Greenway stakeholders must cooperate to enable full realization of economic development benefits across the entire Greenway. Collaboration will enable

stakeholders to secure funds from donors, grants, or increased city support. Benefits from the activities recommended within this chapter are invaluable, both to the community and as mechanisms for generating Greenway maintenance funding. These activities not only leverage community resources, but also help bring people to the Greenway. Leveraging existing community resources will facilitate implementation of all recommended activities and will enable existing South Bronx organizations and stakeholders to both contribute to and benefit from the Greenway's success. In addition, cooperation and investment will be necessary if stakeholders wish to lobby NYC for additional maintenance funding in the future. Only through such stakeholder cooperation can the goals of leveraging community resources and building local capacity be fully achieved.

## Appendix A: Summary of Interview Findings

This appendix contains quoted and paraphrased comments provided during six interviews.

### Anita Antonetty MUD/BONE Collective Roberto Garcia Community Board 2 Sid Sanchez Congressman Jose Serrano's office

To determine the opinions and expectations of the Barretto Bay Conservancy, Roberto Garcia was interviewed at the office of Congressman José Serrano along with Sid Sanchez, a community liaison in Congressman Serrano's office, and Anita Antonetty of the MUD/BONE Collective, a community arts organization based in Hunts Point.

Based on our conversation, the Barretto Bay Conservancy feels strongly about not alienating local industry in Greenway planning and maintenance. With a 25% unemployment rate, the Conservancy hopes to find a way to take a small portion of the billions of dollars in revenue that flow through local food distribution centers and other industries in the area, and convert it into a source of Greenway maintenance funding. Roberto Garcia notes that while the Economic Development Corporation's Improvement Fund (discussed in the following interview) will preclude any arrangement of a Business Improvement District (BID) in the Food Market area, he anticipates that a successful Greenway will help persuade other local businesses to contribute to the project.

Supporting local entrepreneurship such as food sales and operating businesses from trailers and homes is a large focus of the Conservancy's plans for

the Greenway. Roberto Garcia and Sid Sanchez anticipate that promoting local businesses rather than big businesses will assist in the prevention of future gentrification of the area. Culturally, the Greenway presents an opportunity for public open space that can be used to promote the unique history of the South Bronx while facilitating artistic expression, and encouraging a strong sense of community empowerment. The sense of community can especially be achieved through opportunities for artistic expression. Suggestions provided include performances in the amphitheatre at Barretto Point Park, sculptures and murals along the Greenway or as innovative landscaping along Greenway boundaries.

### Larisa Ortiz Senior Project Manager, Economic Development Corporation

The New York City Economic Development Corporation (EDC), in conjunction with Sustainable South Bronx, The Point Community Development Corporation (The Point), and other interested community members, helped develop the South Bronx Greenway Master Plan. EDC currently has \$30 million to begin construction of the first five projects in the Greenway, but this figure is far below the total \$200 million committed to Greenway projects. It was also noted that the city will not be approving spending on construction unless a suitable maintenance plan is developed. EDC came up with operations and maintenance figures for four of the initial projects: Hunt's Point Avenue, Lafayette Avenue, Food Center Drive and Hunt's Point Landing. The fifth project, the Randall's Island Connector, was not included in these estimates because

there is a tentative agreement for the city Department of Parks and Recreation (DPR) to cover those maintenance costs. Maintenance of some aspects of the Greenway will reportedly be covered by city agencies. The Department of Sanitation will empty all trash cans as part of Greenway maintenance; the Department of Transportation will provide light pole maintenance and electricity for lighting; tree maintenance will be covered by DPR; and the Department of Environmental Protection will provide water for irrigation, water fountains, and for play areas at Hunts Point Landing.

Funding for what are termed "non-standard elements" (e.g., benches and specialty lighting) are not covered by the city. The EDC is in the process of negotiating with unspecified other agencies for coverage. DPR agreed to maintain some non-standard elements like tree guards and center medians that are usually maintained by neighborhood associations. Counting city contributions, the total amount needed for the first four projects is estimated to be \$476,921 per year (See Table G2.1 in **Appendix G2** for more specific figures). Greenway construction is funded by city capital dollars, city council dollars, and through the office of Bronx Borough President Adolfo Carrión. Recently, the EDC created an improvement fund that leverages funds for Greenway maintenance by adding \$0.25 per square foot to all new leases. The EDC also looked at creating an endowment with capital dollars and determined that it is not a feasible option because the endowment principal needed to provide for \$2 million per year in maintenance costs would be unfeasibly large. City capital dollars must be used for a fiscal

improvement that could be sold if the bond comes due; maintenance cannot use these funds unless it is for a building or equipment.

Larisa Ortiz also noted that the EDC has not extensively explored tax-increment financing (TIF), described in Chapter 7, as a means of revenue generation in the area. Establishing a TIF is a difficult prospect because of the regulatory process and aversion to TIF in New York City.

**Miquela Craytor, Menaka Mohan, and Annette Williams Sustainable South Bronx**

**Kellie Terry-Sepulveda and Adam Liebowitz The Point**

The Point and Sustainable South Bronx are two of the most significant community groups in the Hunts Point community. The Point is a youth development organization whose mission is “to encourage the arts, local enterprise, responsible ecology, and self-investment in the Hunts Point community” [164]. While Sustainable South Bronx was founded in 2001 with the mission, “Environmental Justice through innovative, economically sustainable projects that are informed by the needs of the community” [165].

The primary shared concerns of The Point and Sustainable South Bronx involve achieving adequate maintenance funding independent of variable and insufficient government funding, promoting community-dependent economic development associated with Greenway development, and incorporating community desires regarding the Greenway and its operations. Representatives of both organizations find it unlikely that Greenway maintenance needs will be

sufficiently covered by government funding. Their goal is a maintenance plan that receives its funding and other resources from Greenway-associated endeavors to achieve long-term and sustainable management of Greenway needs. The Point and Sustainable South Bronx’s primary recommendations for meeting this goal are to encourage ways to utilize local assets, specifically the food distribution center, the arts community, and graduates from the Bronx Ecological Stewardship Training (BEST) program at Sustainable South Bronx. (The BEST program trains adults in the community in ecological restoration techniques, providing a stepping-stone for future employment within the environmental realm.)

The second large concern for both The Point and Sustainable South Bronx is the role of the Greenway in fostering local industry, reducing unemployment, and balancing the community’s basic needs for increased open space. One business development idea expressed by both organizations is facilitating local entrepreneurship. The food markets currently operate as wholesale-only facilities; however, expanding their operations to include retail markets could potentially provide not only a fresh food source for the community, but a source of raw materials for food-service opportunities including restaurants and food vending. An obstacle in achieving the goals of local entrepreneurship is the lack of information on permitting and small business loans; finding a proper mechanism for distributing this information would enable expansion of small business operations among the entrepreneurial population.

The third main goal of both organizations is the successful

incorporation of the many community concerns regarding Greenway stewardship and usership. The three most significant concerns of Hunts Point residents were noted to be transportation to the parks, access to facilities, and security. In particular, the: recently constructed Hunts Point Riverside Park and Barretto Point Park are currently hard to access via the pedestrian-unfriendly roads through industrial areas; these parks are frequently locked and inaccessible to the community; without adequate security and policing, residents will not find the Greenway spaces safe enough to enjoy.

**Colleen Alderson NYC Department of Parks and Recreation**

Colleen Alderson noted that designated parks along the Greenway, such as Barretto Point Park, will be maintained by the NYC Department of Parks and Recreation (DPR). However, the party responsible for maintaining other areas of the Greenway has not yet been decided. Moreover, DPR maintains all approved lighting along the Greenway, but expects that local conservation groups will maintain some of the bike paths, walkways, and other features.

The DPR’s Natural Resources Group performs North Brother Island restoration, as the island is currently under DPR jurisdiction, but the group is seeking more funding due to DPR’s limited budget. In conjunction with DPR, the Audubon Society gives boat tours around North Brother Island. DPR currently discourages members of the public from visiting the island by water, but hopes to gain the necessary funding to restore the island so that it will be

open to the public for historic tours and wildlife viewing.

Funding the restoration and maintenance of the South Bronx Greenway and associated public lands is a primary concern for DPR and they greatly support the operation of concessions for a variety of reasons including the generation of revenue. As is commonly done, concession contracts with the city usually involve a percentage of sales returning to the city's general funds while the vendor is required to pay the city a minimum amount agreed upon in the vending agreement. This revenue is not distributed directly back to the park but it may be possible to gain special status for the South Bronx Greenway so this revenue is distributed directly back to the Greenway. Some of the agreements that the city has with vendors include maintenance stipulations whereby the vendor is responsible for cleaning up the area in which he/she operates every day. Many vendors are also given keys to parks and can be responsible for opening and closing the parks each day, thus reducing staffing needs. Vendors, as an extra set of eyes and ears in the park, can alert park staff or the police in case of an emergency. Higher levels of foot traffic in the park also tends to cut down on illegal activities.

DPR relies upon a variety of funding sources. The largest potential source of funding is corporately sponsored special events. The Bronx River Alliance, which is responsible for the Bronx River Greenway, and other city parks hold a few fundraising events each year that are sponsored by corporations. During these occasions, private individuals and enterprises can offer donations commemorated in plaques and branded

bricks along pathways, the revenue from which may be used for maintenance.

#### **Maggie Greenfield Bronx River Alliance**

Bronx River Greenway baseline maintenance is covered by DPR. However, this is often not enough. The Bronx River Greenway staff includes a Bronx River Conservation Crew, a group of community members that performs the additional needed maintenance not provided by the city. Maintenance activities include river maintenance, restoration, and invasive species management, and are financed through fundraising, primarily from government grants and private donations. Congressman Serrano is reportedly a major advocate for obtaining these grants. The Bronx River Greenway does not use volunteer organizations such as AmeriCorps because they wish to encourage local economic development and community job creation.

As for operating costs, the Bronx River Alliance currently has some ventures in the Bronx River Greenway that it projects will turn into revenue generating programs, such as canoe rentals and launching. The Alliance wants to ensure that these fees do not become a barrier to water access so it does not collect membership fees and they have no plans to ever collect fees for this reason.

#### **Chris Collins and Melissa McDonald Solar1**

Solar1, a "Green Energy, Arts, and Education Center," is housed in the only freestanding solar building in New York City. The company leases and manages Stuyvesant Cove Park under a revenue- and expense-matching grant agreement with the EDC. Under this agreement,

Solar1 can leverage volunteer hours to use the estimated cost of those hours as an expense to be matched by the EDC. The volunteer program also helps promote an increased sense of ownership of the park among the community. Volunteers that are used include high school students and other community members.

Funds for park maintenance are leveraged through programming revenue, donations, and government grants. It is very difficult to get funds for park maintenance with many donations earmarked for capital improvements and cannot be used for maintenance. Solar1 noted that people want to see the fruit of their investments through large capital projects, and do not see maintenance as glamorous.

Regarding alternative ways to generate revenue, Solar1 noted they do not have concessions in the park because of the layout and the size; and social programming was praised as a way to get additional foundation and corporate money and to raise awareness and increase visibility.

## Appendix B: Requests for Proposals and Requests for Bids

Requests for Proposals (RFPs) are normally used in instances in which the price paid to NYC Department of Parks and Recreation (DPR) is not clearly defined, the concession itself is unusual or innovative (e.g., gourmet foods, restaurants, or paddleboat rentals), or the outcome of the venture is not easily predicted [91]. Furthermore, RFPs are best used when other factors besides price are significant, such as job creation or community benefits [166]. This type of mechanism typically specifies the desired type of concession, relative appropriate concession prices, contract length, and the concessionaire's maintenance obligations [167].

Small-scale licenses for these ventures range in time from 3-10 years, but usually last less than five years [91]. In general, DPR tightly regulates the types of goods and services sold so that concessions reflect the character of the community and provide direct benefits [73]. RFPs can also encompass larger scale, long-term operations such as cafes, restaurants, and small amusement rides. Licenses for these operations may span a period of 10-25 years and require capital investments [167]. Typically, large-scale RFPs are used in situations in which DPR owns facilities that need to be refurbished or renovated in order to increase their usefulness [167]. Significant overhead costs in large-scale RFPs typically foster concessions that cater to higher-end consumers.

RFBs, by contrast, are used in instances when business parameters are

clearly defined and outcomes are easily predicted [168]. RFBs commonly take the form of lease agreements because, although DPR manages significant capital resources, it is often not able to invest additional resources in promoting revenue-generating business ventures [85]. To solve this dilemma, buildings can be leased to well-established entrepreneurs with a proven track record of success [166]. Similar to RFPs, RFBs also require maintenance obligations from concessionaires.

### Appendix C: Microfinance and Small Business Assistance

Many of our recommended South Bronx business opportunities require capital investments at a variety of scales. At the smallest level, this investment in businesses is termed microfinance, which provides low-income citizens with small loans (microcredit) to facilitate the creation of small businesses. The mechanism also can provide a wider range of support services such as credit and training, many of which are offered through the private sector [169].

Such projects are gaining momentum in the United States and may be extremely effective in promoting economic development in the Port Morris and Hunts Point communities to support Greenway development and maintenance. For example, Deutsche Bank has introduced microfinance in the United States through its Community Development Group with a loan and portfolio system working towards safe and affordable housing, new business development, and childcare services [170]. The Business Development and Job Creation program, a similar Deutsche

Bank venture, focuses on transforming distressed neighborhoods into areas of positive economic development and job growth [171].

There are a variety of other resources for small business and economic redevelopment that provide services across the spectrum of microfinance. For example, Acción New York, provides business advisory and planning services to those in New York City that are unable to access traditional financial services [172]. The Entrepreneurial Training Institute is another resource for small business start-ups offering training and business plan guidance through an extensive listing of courses through the New Jersey Economic Development Corporation [173]. Project Enterprise, a New York City-based 'Community Development Financial Institution,' provides microfinance services such as micro loans, and more expansive support such as business development and networking support [174]. Project Enterprise is particularly pertinent for the efforts of economic development adjacent to the South Bronx Greenway because of its extensive success in nearby Harlem, Queens, and other areas of the Bronx.

In 2004, Project Enterprise supported over 400 new minority clients through loans totaling over \$150,000 [175].

An additional option involves business incubators, which are small-business development centers that provide services parallel to those of microfinance mechanisms. The Business Incubator Association of New York State Inc. provides a network for individual incubators to coordinate resources, network among newly incorporated businesses, contact relevant policy makers, and link to the venture capital resources of Angel Investors across New York [176].

Finally, the Lawyers Alliance for New York provides an excellent support network for small businesses in need of legal advice without the access to mainstream legal firms. The Alliance aims to connect lawyers and nonprofits with communities and local businesses in order to assist in the economic development of the area. Such an organization could be very helpful along the Greenway with promoting economic development and operating assistance programs in nearby communities [177].

## Appendix D: Volunteer Programs

Based on a review of not-for-profit organizational management, successful volunteer programs should seek to accomplish the following [117, 178]:

- Cater to volunteers' motives (socialization, entertainment, skill development, and a sense of purpose)
- Formalize the training process (record hours and provide references for future employment)
- Make the program convenient for volunteers (hours)
- Make volunteering fun and create a broad range of volunteering opportunities (online communication)
- Show appreciation early and often (e.g., thank you's, speeches, awards, and free food)

When recruiting volunteers, it is important for the Volunteer Coordinator to take advantage of potential local sources of workers and to identify demographic characteristics of those groups most likely to donate their time. Statistics accumulated by the Bureau of Labor Statistics for the Office of Research and Policy Development noted the following trends [179]:

- The number of volunteers has been increasing annually since 2002, spurred on by 9/11 and Hurricane Katrina
- Female volunteers are more prevalent than males (32.4% vs. 25.0%), and married volunteers are

more common than unmarried volunteers (34.1% vs. 23.1%)

- The greatest proportion of volunteers are aged 35-44 (34.5% of the total), while young volunteers (16-24) make up a slightly smaller proportion (24.4%)
- Individual volunteers are most often organized by religious organizations (34.8%), youth service organizations (26.2%), and social or community service organizations (13.4%)

## Appendix E: Potential Grants

Because grant availability from foundations and government sources is always changing, some grants may not be available in the future and some URLs may expire. Still, it is likely that the same organizations or the same types of organizations will consistently provide similar grants. This list is meant to serve as guidance in the near term and information on the types of grants available in the long term.

### **Transportation Equity Act for the 21st Century (TEA-21)**

#### **Section 1008- Congestion Mitigation and Air Quality Improvement Program**

This is a primary source of federal funding applicable to Greenway development. Section 1008 applies to areas that are in non-attainment of air quality standards. To receive the grant, the South Bronx Greenway must demonstrate that the project will improve local air quality. In addition, the project requires 20% in matching funds by the community.

The Bronx is currently a non-attainment area for ozone (8-hour) and particulate matter (PM<sub>2.5</sub>). Greenway trees could help reduce the concentrations of particulates and ozone in the neighborhood, helping the New York region move toward attainment of EPA standards.

### **New York City Department of Cultural Affairs**

#### **Funding for Cultural Organizations**

These grants provide city funding to groups that provide cultural experiences to New York City residents. If organizations are not named in the city's budget, they can receive funding via competitive application through the Cultural Development Fund (CDF). In 2007, a total of \$4 million was awarded through the CDF fund. Capital funding is also available and may be applied to support construction of centers for cultural experiences along the Greenway.

### **U.S. Department of Housing and Urban Development**

#### **Community Development Block Grants**

Funneled through states, these grants can be used for community development and revitalization, including improvements to community resources. "Each activity must meet one of the following national objectives for the program: benefit low- and moderate-income persons, prevention or elimination of slums or blight, or address community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community for which other funding is not available." The Greenway clearly meets this first criterion, and likely meets the third criterion due to remarkably high asthma, obesity, and diabetes rates in the area.

### **National Highway System**

#### **Section 1006**

This grant provides funding for bicycle and pedestrian pathways when located next to a national highway within the National Highway System. The Bruckner Expressway, as a federal interstate, is a component of this system. The project must serve transportation and safety more than recreation, which may be difficult for the Greenway to prove. However, after the construction of the Randall's Island Connector, and the Greenway's connection to additional bikeways in the Bronx and Manhattan, the transportation focus of the Greenway will be far more obvious. Additionally, the ability of the planned Bruckner Boulevard bike path to create safer pedestrian rights-of-way can be clearly demonstrated as well.

### **National Park Service**

#### **Land and Water Conservation Fund (LWCF)**

Intended to provide "Close to Home" recreation access to U.S. communities and residents. Communities must match the funds 50% in cash or services.

### **EPA**

#### **Watershed Grants**

Various grants can be found in the EPA's Watershed Newsletter. The South Bronx Greenway, by increasing vegetation along its length, will improve water quality and reduce runoff. During construction phases, a grant could be used to mitigate potential sedimentation issues.

**I ♥ NY Business**Brownfield Redevelopment

Provides tax credits for brownfield remediation. Tax credits are enhanced in designated Environmental Zones (requires poverty rate of at least 20% and a poverty rate at least 125% NY State average according to 2000 census). Much of the South Bronx Greenway area is a brownfield, such as the recently constructed Fulton Fish Markets

**Fund for Public Health**Fund for Public Health NY

Raises funds in support of critical public health programs and programs tackling important public health needs.

**Additional Grants**

Trails and Enhancements Program,  
Recreational Trails Program  
Active Living by Design  
Community Arts Grants  
World Wildlife Fund Innovative Grants  
Program  
Coors Pure Water 2000 Grants.  
REI Environmental Grants.  
Kodak American Greenways Awards  
Design Arts Program.  
Economic Development Grants for Public  
Works and Development of Facilities.

## Appendix F: Signage and Adoption-Based Signage

Providing signage to identify corporation and organizational donors can be an effective mechanism to express gratitude for specified donation amounts or formal agreements to adopt and maintain specific regions of open space. Such donations are typically one-time donations used to raise money for capital improvements [134]. Minimum maintenance levels are commonly specified with the one-time donations, including garbage collection, restoration of vegetation, and basic garden maintenance [135].

Adoption of open space exists at a variety of scales and commitments and for capital improvements such as benches and maintenance. Adoptions at all levels can be indicated by signage. Adoption examples listed on the DPR website include financial commitments ranging from one-time \$2,500 commitments to annual \$15,000 pledges [180].

The New York State highway adoption program has generated 2,400 contracts with businesses, organizations, and individuals that provide maintenance for 5,000 miles of state roadways [135]. In this program, the adopting business, organization, or community group enters into a two-year contract requiring pickup of garbage and debris at least four times a year. Additional maintenance is optional, which would include mowing roadsides and planting Department of Transportation or DOT-approved vegetation. For these ventures, the DOT supplies safety gear, collection

materials, and disposal services. In exchange for maintenance services, DOT notifies local media that adopters have been awarded custody of the highway and erects a prominent sign along the portion of adopted highway [135].

The East Coast Greenway, an ambitious project to construct nearly 3,000 miles of greenway from Maine to Florida, has an “adopt-a-mile” program where donations are associated with signage as well. For the cost of \$100, donors can post a sign with a name or inscription along the greenway [134]. This program has had varying success with a range of sponsorship coverage from 5% to complete coverage. New York’s portion of the greenway runs between Westchester County and Staten Island, and is completely sponsored, indicating there is significant interest within the city [134]. New York sponsorship is primarily by individuals and nonprofit organizations, with a small amount of corporate sponsors [134].

### Signage in the South Bronx Greenway

The Master Plan acknowledges that donors are expected to provide funding or services for the maintenance of the Greenway [1], and in order to recognize the effort of these donor organizations or individuals, the Master Plan outlines a signage plan [1]. Signage in the Greenway will include be integrated with the environment so as to be attractive, easy to maintain, and resistant to vandalism [1].

While this is a valuable strategy to consider for portions of the Greenway such as its parks and street-end destinations, a number of factors should

be considered in order to ensure success of such a program. For one, adoption programs often face the difficulty of unreliable sponsors who offer insufficient maintenance and care for their adopted portion [148]. The Barretto Bay Conservancy should consider whether it has the manpower and time to deal with such issues. In addition, the Conservancy should ensure that such a program would not be too expensive and time-consuming to be worthwhile.

Offering press and media coverage to those businesses that adopt greenway spaces should provide added incentives for donation. While the area is relatively under-utilized in its current pre-Greenway condition, media coverage may be required to attract donors. As noted earlier, emphasizing the environmental justice issues related to the greenway through media outlets may attract interested businesses from locations around the city eager to ‘green’ their image and improve public outreach.

Most industries local to the South Bronx are not retail-dependent, which may diminish the likelihood of these businesses contributing to greenway maintenance in exchange for advertising. A concerted effort would be required to attract businesses, local community groups, and individual sponsors to the program.

## Appendix G1: Benchmarking Analysis of Similar Conservancies

Based on the findings obtained from a study of conservancies' and similar entities' financial statements, there are several recurring themes on how the conservancies typically receive funding. The five broad funding categories that were identified are contributions; refunds, investments, and interest; services, licenses, permits, and fees; fundraising; grants; and business improvement districts.<sup>1</sup> These mechanisms are discussed in Chapter 6. Entities that relied heavily on local or state government funding, including tax revenue, were excluded from the analysis because they are less relevant for the South Bronx Greenway.

We selected eight conservancies to analyze that were either specifically created to oversee a greenway, or because they represent parks within the New York City area. In order to present balanced recommendations, we eliminated two Conservancies from analysis because they receive greater than 90% of their revenue from one source. We present this conclusion in Table G1.1 and Graph G1.1. As shown in Graph G1.1, the greatest percentage of funds come from grants and contributions.

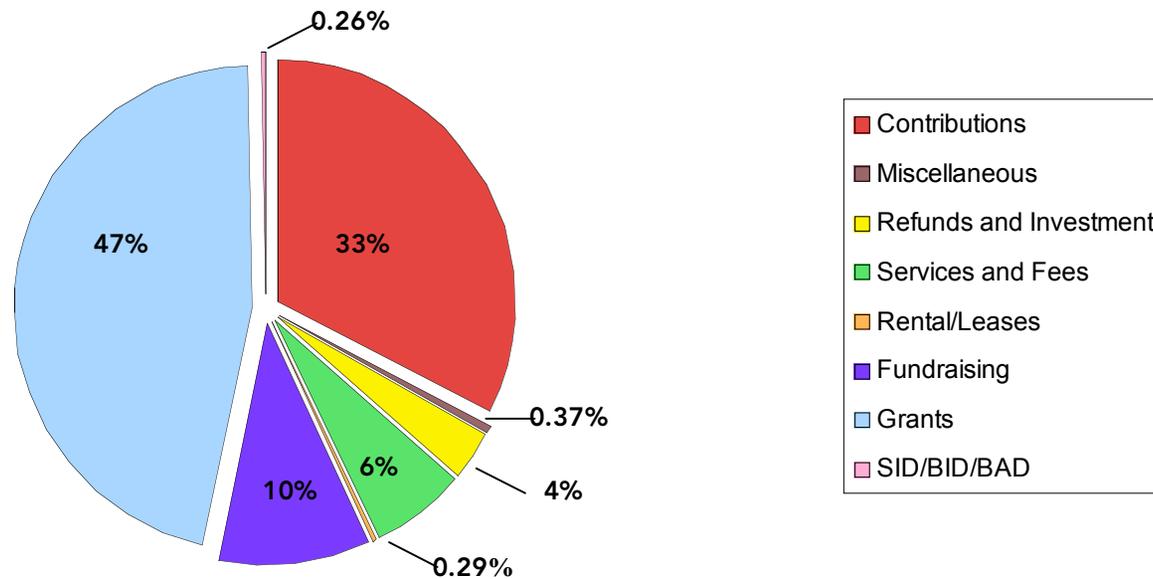
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<sup>1</sup> According to this scheme, "contributions" involve revenues gained from regular donations and membership fees, while "fundraising" includes funds generated through events, merchandise sales, sponsorships, and other specific activities.

**Table G1.1:** Amount of Funding in Major Funding Categories

	Contributions	Misc.	Refunds Investment Interest	Services Licenses Permits Fees	Rentals Leases	Fundraising	Grants	Business Improvement SID/BID/BAD
Greenway Foundation [181]	\$25,540	\$326	\$1,942	\$0	\$0	\$0	\$0	\$0
Midtown Greenway [182]	23,723	1,166	1,389	2,351	0	1,629	225,195	0
Prospect Park [183]	1,924,923	0	187,288	2,543,669	0	415,402	2,150,158	0
San Diego River Cons. [184]	0	0	0	0	0	299,000	150,000	0
Sand Creek Regional Greenway [185]	42,404	0	14,135	0	0	6,282	94,230	0
Mountains to Sound Cons. [186]	461,563	0	21,369	65,174	0	0	555,396	0
Santa Monica Mountains Cons. [187]	0	484,831	0	827,998	850,800	0	34,004,987	0
Rails to Trails [188]	3,911,123	0	467,835	380,224	0	216,830	1,023,776	124,992
<b>Total</b>	<b>\$6,389,275</b>	<b>\$486,323</b>	<b>\$693,958</b>	<b>\$3,819,416</b>	<b>\$850,800</b>	<b>\$939,143</b>	<b>\$38,203,742</b>	<b>\$124,992</b>

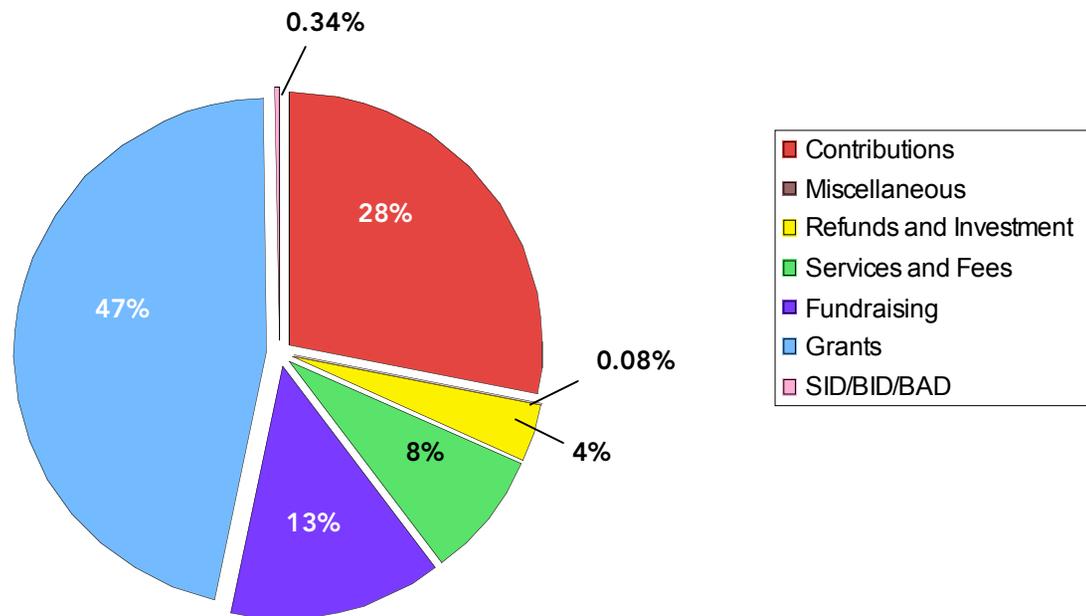
**Graph G1.1:** Percentage of Funding in Major Funding Categories



**Table G1.2:** Percentage of Funding in Major Funding Categories—Excluding organizations with >90% from one source

	Contributions	Miscellaneous	Refunds, Investment and Interest	Services Licenses Permits Fees	Fundraising	Grants	SID/BID/BAD
Midtown Greenway [182]	\$23,723	\$1,166	\$1,389	\$2,351	\$1,629	\$225,195	\$0
Prospect Park [183]	1,924,923	0	187,288	2,543,669	415,402	2,150,158	0
San Diego River Cons.	0	0	0	0	299,000	150,000	0
Sand Creek Regional Greenway [185]	42,404	0	14,135	0	6,282	94,230	0
Mountains to Sound Cons. [186]	461,563	0	21,369	65,174	0	555,396	0
Rails to Trails	3,911,123	0	467,835	380,224	216,830	1,023,776	124,992
<b>Total</b>	<b>\$6,363,735</b>	<b>\$1,166</b>	<b>\$692,016</b>	<b>\$2,991,418</b>	<b>\$939,143</b>	<b>\$4,198,755</b>	<b>\$124,992</b>

**Graph G1.2:** Percentage of Funding in Major Funding Categories—Excluding organizations with >90% from one source



## Appendix G2: Barretto Bay Conservancy Maintenance Funding Needs

Based on estimates provided in the Master Plan, approximately \$2,044,098 will be required annually to maintain all greenway projects in the public right of way once their construction has been completed [1]. In the very short term (i.e., 1-5 years), the EDC has identified four priority projects, which they note will require a total estimated maintenance funding of \$983,652 [33]. The EDC has calculated the amount of funding that will come from standard city contributions, the amount that the city has tentatively agreed to contribute above the standard commitment, and the amount stemming from the Anheuser-Busch one-time donation of \$1 million (\$200,000 per year, disbursed over 5 years). The breakdown of funding for these short-term projects are illustrated in Table G2.1 [33].

For the slightly longer term (6-10 years) planning, maintenance funding totaling \$2,044,098 must be generated as shown in the rightmost column in Figure G2.1 [1]. Graph G2.1 also reflects that Anheuser-Busch funding will not be available in the long-term.

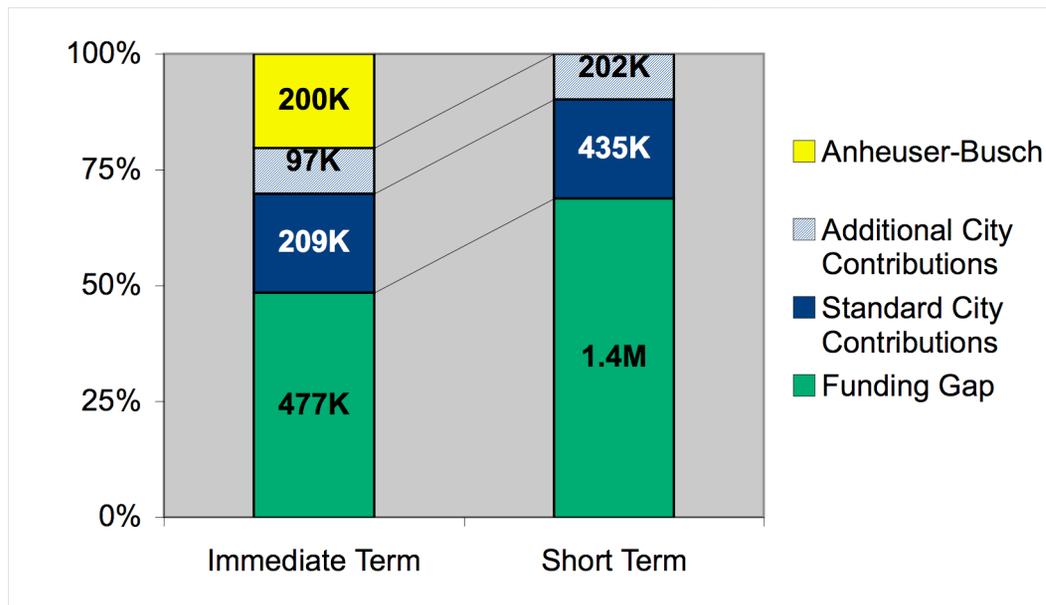
The planned city contributions include funding anticipated from the Department of Environmental Protection, Department of Sanitation, DPR, and DOT [33]. The additional city estimates include funding beyond standard contributions that have been tentatively committed by the city. The Anheuser-Busch column applies the \$200,000 from Anheuser-Busch across

the Food Center Drive and Hunts Point Landing projects according to the percentage of additional tentative funding that each receives (3.4% and 96.5%, respectively).

**Table G2.1:** EDC Immediate Term Priorities: Current Funding Assumptions

	(1)	(2)	(3)	(4)	(5)=[(1)-(2)+(3)+(4)]
	Total M&O Costs	Planned City Contributions	Anheuser-Busch	Additional City Estimates	Funding Gap
Hunts Point Avenue (Garrison to Spofford)	\$175,107	\$67,002	\$0	\$14,264	\$93,841
Lafayette Avenue (HPA to Edgewater)	155,628	31,286	0	9,657	114,685
Food Center Drive	228,558	83,803	6,891	2,530	135,334
Hunts Point Landing	424,359	27,292	193,109	70,897	133,061
<b>Total</b>	<b>\$983,652</b>	<b>\$209,383</b>	<b>\$200,000</b>	<b>\$97,348</b>	<b>476,921</b>

**Graph G2.1:** Immediate Term and Short Term Funding Obligations



**Appendix G3: Funding Generation Research Findings**

Short term revenue-generating events and social outreach along with business development opportunities were analyzed against the metrics below. The results of the most promising options analysis are presented in Tables G3.1 and G3.2.

**Qualitative**

- Community benefits (e.g., supports local artists, provides educational opportunities)
- Builds on existing culture and history, or coordinates with existing non-profit events and activities

**Quantitative**

*Positive metrics*

- Number and type of jobs
- Range of revenues
- Number of participants

*Risk metrics*

- Capital requirements

- Potential barriers to success
- Time to scale

Calculations for the revenue-generating potential of recommended options are presented in Tables G3.3 and G3.4 (Table G3.3 presents low estimates while table G3.4 presents high estimates). Specific assumptions for both cases are listed beneath the analysis. General assumptions include:

- Peak Months are June-August
- Off-peak months are September-May
- Push cart "prices of attendance" are based on the estimated license that push carts may pay per month
- Push carts and Tours are operated on a licensing basis so that The Barretto Bay Conservancy receives 5% of profits

An assessment of the equivalent value of volunteerism is included in Table G3.5. In this table, the two hourly wages considered are \$7.15/hour (New York

State Minimum Wage) and \$18.00/hour, based on the current estimate for the value of non-skilled adult volunteer time from the Massachusetts Department of Conservation and Recreation. The latter approximation of volunteer value is considered to be on the high end.

Table G3.6 summarizes the quantitative analyses of short-term funding recommendations, detailing the gap in funding to be used for Greenway maintenance. The breadth of this range demonstrates the degree to which the success of programming and development depends on commitment and capacity building from the Conservancy and the degree to which these recommendations are interrelated. Just as the success of the Greenway will depend in part on the ability of these recommendations to bring people to it, these events and programs depend on the existence and aesthetics of the Greenway.

**Table G3.1:** Analysis of Promising Business Development Options for the South Bronx in the Short Term (1-5 years)

Project	Potential Location	Number of jobs	Types of jobs	Amount of revenue generated	Approximate Number of people	Costs	Time to scale
<i>Push Carts [91]</i>	Expand from Parks	Few	Volunteers, one concert organizer, concessions	Revenue depends on type of concession agreement (licensed or operated) and the type of vendor or educational tour.	500	None if licensed	All concessions should be coordinated with Greenway Events and Outreach initially. These activities will grow and generate more revenue as greenway use increases.
<i>Educational Tours</i>	South Bronx Art and Historical Attractions bordering greenway, South and North Brother Island, Waterfront	Few	Coordinator, instructors		A few dozen students/session	None if licensed	
<i>Water Taxis</i>	From other boroughs to Hunts Point Landing	Few	Skilled crew	License Fee	Varies	None if licensed	Will require an appropriate landing.

**Table G3.2:** Analysis of Promising Events and Outreach Options for the South Bronx in the Short Term (1-5 years)

Project	Potential Location	Number of jobs	Types of jobs	Amount of revenue generated	Approximate Number of people	Costs	Time to scale
Sponsored Concert [189]	Barretto Point Park, Hunts Point Riverside	Few	Volunteers, one concert organizer, concessions	Depends on if concert is free or not. If it charges \$5 and attracts 300 people, revenue = 1500.	500	About \$10,000, includes stage, equipment, restrooms, etc.	A few months to plan and advertise.
Sponsored Races [190]	Greenstreets and running trails	Few	Volunteers, organizer, concessions	Entry price*number of runners (for 1000 runners with \$10 entry price, revenue= \$10,000	300-1000	Should be covered by sponsors and concession fees	A few months to plan and advertise.
Movie Screenings [191]	Barretto Point Park, Hunts Point Riverside	Few	Volunteers, organizer, concessions	Entry price*number of guests	300	Movie exhibition rights, movie, screen, projector, etc.	A few weeks to plan and get the rights to show the movie.
Street Market	Food center drive or other Greenstreet	Supports existing	Organizer, concessionaires, cleaning crew	Depends on vendor agreement regarding charge for market participation (fixed or variable)	a dozen or a few dozen vendors and a few hundred customers	Paying an organizer, clean up costs	A few months to a year to get everything coordinated.
Parade [124]	Greenstreets	Few	Volunteers, organizer, concessions,	Money from sponsors and vendors, but usually only enough to cover the costs.	500-3000	\$13,000. Includes stage and sound equipment, etc.	Build on Fish Parade.
Public art installation and Auction [111]	Parks, greensreets, paseo	Supports existing	Artists, organizer	Depends on the popularity of the artist and sponsorship (i.e. did a corporation buy the piece to donate to the auction so that both the greenway and the artist benefit?, etc).	200-3000	Estimated at about \$14,000 per piece	A few months to a few years.
Art Auctions for Local Artists	Indoor space or park	Supports existing	Artists, organizer	Revenue can be generated by charging admission to the auction	100	Cost of space or art (if not sponsored)	A few months.
Volunteer programs [192]	Everywhere	Few	Volunteer coordinator	No direct revenue, but cuts costs for maintenance and can be used for grant matching	100-900	Cost of materials	A few months. Will grow over the long term.
Environmental education	Near the river	Few	Coordinator, instructors	Revenue depends on pricing for the program and the type of education (art, ecological).	10-20/session	Cost of materials, minimal	probably a few months to a year

**Table G3.3:** Low Profit Estimates for Recommended Short Term Revenue-Generating Activities

Event	Expenses	Number of People	Price of Attendance	Revenue per Event	Profit*	Number of Events Peak Months	Number of Events Off-Peak Months	Total Profit
Run	\$10,000	500	\$15	\$7,500	-\$2,500	1	1	-\$5,000
Concert	8,000	300	10	3,000	-5,000	1	1	-10,000
Film Screening	300	200	10	2,000	1,700	6	0	10,200
Tours	0	15	10	8	8	10	10	150
Push Carts	0	6	800	2,400	2,400	3	0	7,200
<b>Total</b>	<b>\$18,300</b>	<b>1,021</b>	<b>\$845</b>	<b>\$14,908</b>	<b>-\$3,393</b>	<b>21</b>	<b>12</b>	<b>\$2,550</b>

\*Profit assumes that no costs are sponsored

**Table G3.4:** High Profit Estimates for Recommended Short-Term Projects

Event	Expenses	Number of People	Price of Attendance	Revenue per Event	Profit**	Number of Events Peak Months	Number of Events Off-Peak Months	Total Profit
Run	\$10,000	1,000	\$20	\$20,000	\$20,000	1	1	\$40,000
Concert	8,000	500	10	5,000	5,000	2	1	15,000
Film Screening	300	500	10	5,000	5,000	6	0	30,000
Tours	0	15	15	11	11	10	10	225
Push Carts	0	10	1,300	6,500	6,500	3	0	19,500
<b>Total</b>	<b>\$18,300</b>	<b>2,025</b>	<b>\$1,355</b>	<b>\$36,511</b>	<b>\$36,511</b>	<b>22</b>	<b>12</b>	<b>\$104,725</b>

\*\*Profit assumes that event costs are completely sponsored

**Table G3.5:** Low and High estimates for short term grant-matching revenue generated from volunteerism (Annual)

	Number of Volunteers	Total Volunteer Hours	Wage***	Maintenance Savings
Low	200	1,000	\$7.15/hour	\$7,150
High	800	8,000	\$18.00/hour	\$144,000

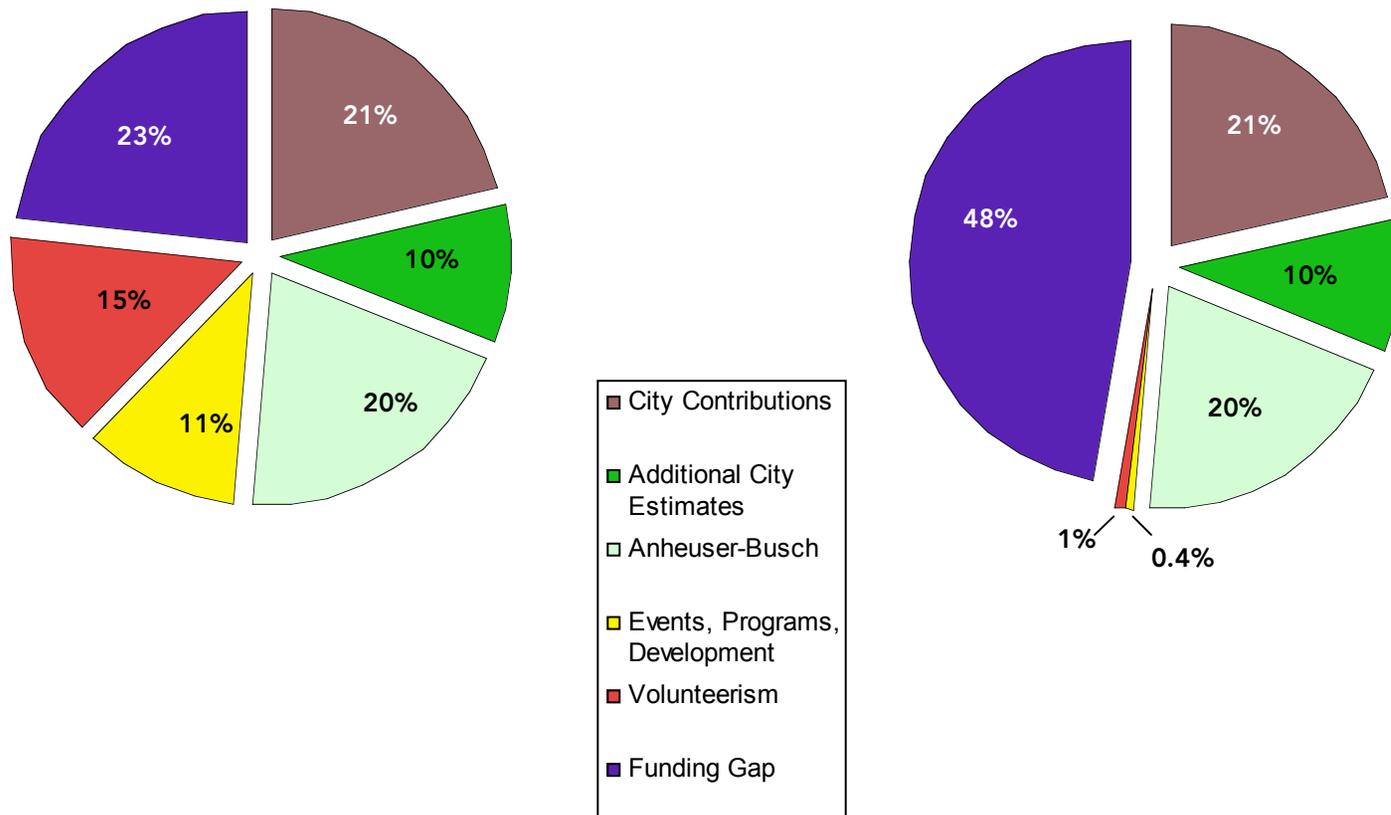
\*\*\*\$7.15/hour Wage is based on the New York State minimum wage. \$18.00/hour Wage is based on the current national estimate for the value of non-skilled adult volunteer time from the Massachusetts Department of Conservation and Recreation [192]

**Table G3.6:** Summary of Short-Term Funding based on Recommended Options

Summary Table	Low	High
City Contributions	\$209,383	\$209,383
Additional City Estimates	97,348	97,348
Anheuser-Busch	200,000	200,000
Events, Programs, Development	2,550	104,725
Volunteerism	7150	144000
<b>Funding Gap</b>	<b>\$467,221</b>	<b>\$228,196</b>

**Graph G3.1:** Remaining Funding Gap using high business development, events and social outreach, and volunteerism estimates

**Graph G3.2:** Remaining Funding Gap using low business development, events and social outreach, and volunteerism estimates



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