#### PREPARED FOR

## Community Advisory Board Flushing Meadows Corona Park Alliance

**DECEMBER 2016** 



# Stewardship of Our Community Park

Recommendations



#### **ABOUT THIS REPORT**

This report was prepared by the Pratt Center for Community Development at the request of the 2016 Community Advisory Board (CAB) Co-Chairs.

Pratt Center thanks the CAB Co-Chairs Jean C. Silva and Anna Dioguardi-Moyano and the Executive Director of the Flushing Meadows Corona Park Alliance, Janice Melnick, who also serves as the Flushing Meadows Corona Park Administrator, for graciously engaging in the numerous planning and working group meetings, and for providing guidance and advice during the development of this report. In addition, this report would not have been possible without the active participation of the members of the CAB, the Flushing Meadows Corona Park Alliance, the many individuals who took the time to offer their vision through individual interviews, and all the participants of the quarterly meetings and working groups.

Pratt Center also gratefully acknowledges Queens Museum for providing space for CAB member meetings, including the Museum's Director of Public Events, Prerana Reddy and Museum's Community Organizer, José Serrano-McClain for their assistance with meeting logistical support.

The New York City Council Speaker Melissa Mark-Viverito's Office and Council Member Julissa Ferreras-Copeland generously provided funding to support the organizational development process for the CAB.

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All photos courtesy of New York City Department of Parks and Recreation.



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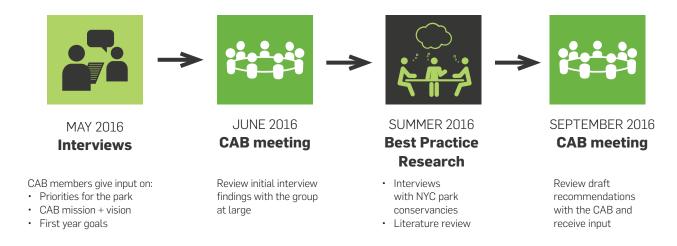
## **Executive Summary**

#### Background

Flushing Meadows Corona Park (FMCP) spans 897 acres, making it the largest park in Queens and the fourth largest park in New York City. Surrounded by the most diverse neighborhoods in the City, the Park hosts seven million annual visitors at its recreational facilities, museums, theaters, and sports fields. FMCP has a rich history, having hosted both the 1939 and 1964 World's Fairs. Today FMCP serves as an important resource for all New Yorkers and especially for communities living near the Park with limited access to other open, green space.

The Flushing Meadows Corona Park (FMCP) Alliance, a non-profit organization governed by a 15-member board, was established in 2015 to fundraise for maintenance and improvement of the park. The Community Advisory Board (CAB), a new organization comprised of community and civic organizations, holds one seat and a vote on the board of the Alliance and has a role in providing the Alliance with guidance on community spending priorities. The Co-Chairs of the CAB, Jean C. Silva from the Flushing Meadows-Corona Park Conservancy and Anna Dioguardi-Moyano from Queens Community House, engaged Pratt Center for Community Development to co-design a process that would allow the CAB to develop recommendations on its mission and organizational structure. The following report presents the findings from this process.

#### **Process**



The recommendations that follow were informed by CAB member interviews, input during CAB meetings, a literature review of best practices, and research through interviews with park conservancies. We conducted **CAB member interviews** to understand:

- 1. The key issues and priorities of the park,
- 2. How members envisioned the CAB addressing these key issues and priorities,
- 3. What members wanted to accomplish with the CAB in the next 1-2 years and in the long term, and
- 4. What would help the CAB make an informed decision on the Alliance spending and budget priorities.

At the **June CAB meeting**, we presented initial findings from these interviews and asked the CAB as a whole these same questions through interactive board activities. During the summer months we **conducted interviews with conservancy groups** in NYC to understand best practices and also read through case studies on successful alliances and community groups. At the **September CAB meeting** we received feedback on the draft recommendations.

## Findings and Recommendations

Using the input gathered from CAB members, and incorporating key findings from our best practices research of other park conservancies, Pratt Center crafted the following recommendations for the CAB in the form of an organizational framework. As the CAB evolves as an organization, this framework is intended to clarify its role and priorities in stewarding the Park.

#### **Vision**

To develop and promote a sustainable, safe, healthy and thriving Flushing Meadows Corona Park by inspiring a culture of public stewardship and inclusivity for communities that use the park.

#### **Mission**

The mission of the Community Advisory Board is to provide a representative and coordinated community voice to ensure that Flushing Meadows Corona Park remains an accessible, public resource. The CAB empowers local community members through engagement and advocacy.

As stewards, the CAB advocates for quality programming and activities in the park, for the park's restoration, maintenance and improvement, and guides the Flushing Meadows Corona Park Alliance, park staff and elected officials on priorities that reflect local community values and needs.

#### **Values**



#### Public accessibility of the park

We believe everyone, including people of all ages and abilities should be able to get to the park with ease and navigate within the park without difficulty.



#### **Diverse and inclusive CAB membership**

We strive for a CAB membership that is representative of the diverse Queens communities that surround the park, including representatives from a range of socio-economic, ethnic, linguistic, and cultural perspectives.



## Community engagement to inform spending priorities

We believe that in order for the park to serve the community, park users and local residents must be engaged and community input must inform major decisions that impact the park, including spending priorities and fundraising goals.



Environmental stewardship to protect & preserve park land

We support efforts to preserve and protect parkland through environmental stewardship and the prevention of development that strips the community of open, green space.



Recreation and active lifestyle opportunities for the community

We support opportunities to promote recreation and health through activities in the park.



Educational resources for children, youth and adults

We promote the community's use of the park as an educational resource for children and youth, and lifelong learning opportunities for adults.



Preservation and celebration of history and park assets

We will work to advocate to preserve and celebrate the 1964 World's Fair structures and other important community park assets.

#### Goals and Objectives



Build the CAB's organizing capacity to do outreach with the community

## 2

Develop a diverse and representative CAB membership

- 1.1 Develop a proposal for the Alliance's consideration to fund an Alliance employee that acts as a CAB Coordinator. Conduct related advocacy to ensure implementation of proposal.
- 1.2 Establish an online tool, either through a CAB website or through other internal means, where members may access resources including CAB agendas, CAB meeting minutes, and other pertinent information intended for CAB membership use only.
- 1.3 Launch a CAB website to host all pertinent information on park projects, programming, and events, and other relevant news related to the park for the public use.
- **2.1** Implement an application process to formalize 2017 CAB membership and the membership list that will be used for CAB member communication.
- **2.2** Develop a CAB membership outreach plan to develop a diverse membership that is representative of park users and the ethnic and cultural diversity of local residents.

## 3

Identify and carry out short-term, first year projects

- **3.1** Convene teams to lead project ideas, learn about current and pending park projects, and establish 2017 team goals.
- **3.2** Assign members to park projects, particularly those in the Design phase, to ensure CAB representation and input at scoping meetings and other relevant public meetings.

## 4

Celebrate and promote the Alliance and the CAB to the public and elected officials

- **4.1** Organize an Alliance-CAB co-sponsored event in 2017 to celebrate progress and inform communities that these organizations are a new resource.
- **4.2** Recruit sponsors to help promote the 2017 event and raise funds (e.g. City Council members, etc.).
- **4.3** Identify ongoing park events where the Alliance and the CAB can sponsor and participate in order to maintain visibility among park users.

## 5

Establish an internal process for the CAB on how to advise the Alliance on priority spending for the annual budget

- **5.1** Invite the park administrator and/or staff to review the components of the park budget to help members understand the various funding sources including the overall Parks Department budget, annual City discretionary funds, etc.
- **5.2** Develop an easy-to-read fact sheet to describe the budgeting process for current and new CAB members.

## 1. Introduction

## 1.1 Background

The largest park in Queens and the fourth largest park in New York City, Flushing Meadows Corona Park (FMCP) spans 897 acres and is home to several important cultural institutions. Surrounded by the most diverse neighborhoods in the City, the Park hosts seven million annual visitors at its recreational facilities, museums, theaters, and sports fields. FMCP has a rich history, having hosted both the 1939 and 1964 World's Fairs. Today FMCP serves as an important resource for all New Yorkers and especially for communities living near the Park with limited access to open, green space.

In 2013, active community conversations about the quality of FMCP and its future were spurred by private development proposals that would have impacted the park. Specifically, a proposal by Major League Soccer (MLS) to site a private stadium inside the park, a proposal for the development of nearby Willets Point that would have impacted mapped park land, and the expansion of the United States Tennis Association (USTA) within the park were all being considered simultaneously. Plans for the MLS stadium and Willets Point have not proceeded. The City reached an agreement with the USTA to receive a dedicated funding stream of approximately \$5 million for park maintenance and improvement costs and approximately \$5 million for capital improvement projects. The maintenance and improvement funding will be made available in \$350,000 increments annually for the first three years and \$200,000 annually for the following twenty years. This funding is also designated to contribute to the establishment of the Flushing Meadows Corona Park Alliance, a not-for-profit organization with a board of directors charged with fundraising to help maintain and improve the park.

The 2016 board of directors is comprised of community and business leaders and five ex officio<sup>1</sup> members.

#### Community and Business Leaders:

- Kenneth Cohen, Regional Director, NAACP NYS Conference Metropolitan Council
- Carol Conslato, Director Public Affairs, Con Edison
- Raul Garcia, Associate General Counsel, 32BJ
- · Jim Haddad, Proprietor, Law Office of James M. Haddad
- Andrea Hirsch, Chief Administrative Officer & General Counsel, USTA
- Patty Ornst, Managing Director, New York State and Local Government Affairs, Delta Air Lines
- **Jean C. Silva,** Co-Chair of *Community Advisory Board* (CAB) for the Alliance of Flushing Meadows Corona Park
- Javier Valdes, Co-Executive Director, Make the Road New York
- Edwin Wong, Forest Hills Asian Association
- Danny Zausner, Chief Operating Officer, National Tennis Center

#### Ex officio members:

- Tom Finkelpearl, Commissioner, NYC Department of Cultural Affairs
- Mitchell J. Silver, FAICP, Commissioner, NYC Department of Parks and Recreation
- Melinda Katz (Represented by Melva Miller), Borough President, Queens Borough President's Office
- Melissa Mark-Viverito (Represented by Julissa Ferreras-Copeland), Speaker, New York City Council
- Anthony Shorris (Represented by Peter Wertheim), First Deputy Mayor, City of New York

<sup>1.</sup> An ex officio member is a member of a board due to his or her position holding another office

## 1.2. Purpose

With the formation of the Alliance, an independent Community Advisory Board (CAB) was established to elect a representative to serve on the Alliance's board of directors. The CAB is to be comprised of community and civic organizations.

While the CAB was created with the vision of giving users and the surrounding community a representative vote as part of the Alliance's board of directors, its overarching mission and goals are not defined by the Alliance. The CAB's responsibilities are described in the Alliance bylaws under Article IX:

#### **ARTICLE IX**

#### Community Advisory Board

Section 9.01 Quarterly Meetings. Upon the formation of an independent Flushing Meadows Corona Park Community Advisory Board ("CAB"), the Executive Director will be responsible for meeting with members of the CAB on a quarterly basis.

Section 9.02 Report to the Corporation. Beginning upon the formation of the CAB, the Corporation's CAB Director (or the Executive Director, if there is no CAB Director) shall present a report on the CAB at each meeting of the Board of Directors. Such report shall be advisory only.

An invitation to attend the first CAB meeting on December 10, 2015 was sent out to representatives from Community Boards that border the park, athletic park organizations, and other groups that apply for permits within the park, park institutions and other community-based organizations with strong ties to the park or that represent park users. The list of invitees was provided by the FMCP Administrator, Janice Melnick.

Approximately 60 community-based organizations attended the first CAB meeting in December 2015. At the meeting, Anna Dioguardi-Moyano from Queens Community House and Jean C. Silva from the Flushing Meadows-Corona Park Conservancy were elected to represent the CAB in its first year as interim Co-Chairs.

In March 2016, Pratt Center for Community Development (Pratt Center) was invited by the Co-Chairs to guide the CAB in the development of its mission and organizational structure. This report describes the outcome of that process and is meant to serve as a tool to support CAB activities going forward. The recommendations for the CAB contained within are based on best practices research and the results of extensive conversations with CAB members and the Co-Chairs in various formats over a period of nine months.

## 2. Planning Process

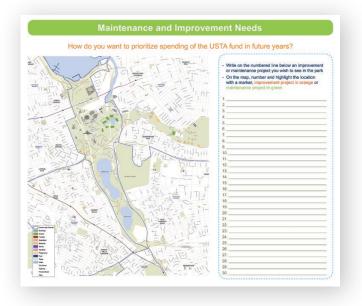
## 2.1 Methodology

The development of recommendations in this report was informed by a thorough process of soliciting input from CAB members through meeting activities and interviews, as well as best practices identified through research and case study review. The goal of this process was to work with the CAB to develop its mission, vision, values and first-year goals. A graphic representation of the process of developing recommendations is included on page 9. Following the description of the process is a high-level summary of the major findings.

#### 2.2 Stakeholder Interviews

From May through September 2016, Pratt Center conducted interviews with community members. All members who had attended previous CAB meetings or who were on the initial invite list were invited via email to participate in an interview. An announcement was also made at the June 2016 CAB meeting encouraging members to participate. Interviews sought to explore the following questions:

- What are the key issues, concerns, and needs of the park and park users?
- How do you envision the CAB addressing these key issues, concerns, and needs?
- What do you want the CAB to be able to accomplish?
  - > Overall? In the next year or two?
- What would help the CAB make informed recommendations on spending priorities?



## 2.3 Community Advisory Board Meetings

At the **March 2016** meeting, CAB members were asked to weigh in on the design of the organizational development process. Their input informed the June and September meetings as well as other activities.

The **June 2016** meeting was an open house style format that asked the overall CAB membership many of the same questions that had been explored in interviews. Members went from board to board providing their input through dot voting or comments. This meeting also included an opportunity to review and discuss the budget recommendations made by the Park Administrator/Executive Director of the Alliance, Janice Melnick, which would be voted on by the Alliance in July 2016.

At the **September 2016** CAB meeting, Pratt Center shared preliminary findings and recommendations from CAB member interviews and best practice research in order to request feedback. Members rotated through four different activity stations, each with a facilitated discussion. Additionally, all members were asked to answer questions and formally submit their comments on activity surveys for each station. The activity surveys largely confirmed that the draft recommendations aligned with CAB members' vision, and a few additional considerations were also articulated that have been incorporated into this report. Facilitators presented information on the following topics:

- Your Priorities
- · Values, mission, and vision
- · Role of officers
- · Decision-making structure



#### 2.4 Working groups

Pratt Center received feedback from the Co-Chairs that CAB members were eager to get started on actionable items while the CAB was in the process of developing its mission and vision. As a result, two working groups were convened based on the June 2016 CAB meeting results on the kinds of decisions members want to be involved in:

- Programs and activities in the park
- · Relationship to private institutions that impact the park

The discussions informed many of the recommendations of this report. The programs and activities working group concluded that the CAB could be proactive by developing a stance on the kinds of programs and events they want in the park. CAB members expressed the desire for programs, activities, and events to be inclusive, open to the public, and able to be enjoyed by the diverse communities in Queens. At the working group focused on relationships to private institutions that impact the park, members convened to discuss how some large and private events affect park usership and what the CAB's role could be.

ssec		eting	Leams Leams		
DRAFT Timeline and Process October 2016	APPROVE STRUCTURE + TEAM DEVELOPMENT	Jan ? - CAB meeting  vote in 2017 reps.  organize teams	ě		NAC
	APPROVE STRUCTURE	Dec 8th - CAB meeting  vote on structure			DEC
	FINAL REPORT	Oct 18th	Working groups  Oct 9th  Oct 9th  Oct 30th  Oct 30th  Children Event  Children Event	Co-chairs finalize report and bylaws rt and	OCT-NOV
	DRAFT RECOMMENDATIONS	Sept 21st - CAB meeting  present findings feedback on draft recs.	CAB Park Tour CAB Member interviews	Best practices interviews  Co-  Co-  Draft  Draft report and recommendations draft bylaws	SEPT
	RESEARCH AND ENGAGEMENT	July 10th Alliance meeting	Working groups  Working groups  CAB member interviews	Best practices interviews interviews interviews research research	JULY-AUG
<b>up</b> ark	RESEARCH AN	June 15th - CAB meeting review USTA spending allocations recs. to the Alliance	CAB member interviews	Best practices research	JUNE
<b>Community Advisory Group</b> Flushing Meadows Corona Park	PLANNING	March 14th - CAB meeting	CAB member interviews	Best practices interviews	MARCH - MAY
<b>Comm</b> Flushin		sgnitəəM	Community Member Engagement	Research / Recommendations	

## 2.5 Summary of Key Findings

Key findings are summarized below in four categories: 1) park priorities; 2) CAB support needs; 3) vision and values for the CAB; and 4) potential first-year goals. These ideas informed the crafting of the recommendations and goals that appear in Chapter 5.

#### 2.6 Park Priorities

#### 2.6.1 Public Accessibility of the Park

- · Improved accessibility from the train station
- · Improved walkways throughout the park
- Inter-park transportation for getting around and within the park
- Translation of park signs
- · Improved signage and wayfinding
- Outreach to ethnic and cultural groups to maximize involvement and use of the park for public events
- Key areas of need to be addressed:
  - > 111th street entrance on the west side
  - > East side access where park borders Downtown Flushing

#### 2.6.2 Maintenance and Improvement

- · More bathrooms and better upkeep
- Increased upkeep of trash receptacles
- Increased cleaning maintenance in areas that operate as neighborhood park (picnic areas)
- Meadows and Willow Lake clean-up and improved water quality, and activity development around the lake
- Redesigned park entrances to be welcoming and improve access
- · Improved soccer and baseball fields
- Develop senior-friendly places, such as the development of restful, scenic places and more seating areas
- Develop more green space through bike paths by removing unnecessary concrete

## 2.6.3 Relationships with Private Institutions in the Park

- Address restricted community access because of US Open or other large scale events (example: parking on the lawn, traffic, etc.)
- Work with the USTA to implement community benefits promised as part of their expansion
- Provide an opportunity for the public to meaningfully comment on private proposals that have the potential to close the park off to the public and/or generate funds for the Park or Alliance

## 2.6.4 Protecting and Celebrating Community Assets

- Better maintain World Fair structures (including Pavilion and Unisphere) and improve awareness of the park's historical legacy
- Protect food and fruit vendors that are community assets providing a needed service
- Promote local artists in the park
- Work with the community and the police department to address safety concerns and prevent over-policing
- Attract local food vendors from the surrounding community

## 2.6.5 Outreach, Programs and Events in the Park for the Public

- Park accessibility features and programs for children with disabilities
- Optimize the use of the Playground for All Children by increasing awareness of the playground as a resource to the surrounding communities and for families with children with disabilities
- Develop educational classes around park wildlife (e.g. birds) for children
- Work with the USTA to provide programs to children and youth in the park
- Improved communication to park goers and visitors regarding park programs and cultural institutions in the park
- Develop spaces in the park where children can play during the winter months
- Educational programs for parents and training in order for parents to teach each other
- Address obesity issues in surrounding neighborhoods by providing programs that encourage exercise

#### 2.6.6 Top Priorities Within Each Category

Accessibility to the park	Wayfinding/signage and translation of signs
Maintenance and Improvement	More bathrooms with better maintenance, upkeep, and accessibility for people with disabilities
Relationships with private park institutions	Opportunity to comment on private proposals that close the park off to the public
Protecting and celebrating community assets	Better maintenance of World Fair structures

## 2.6.7 CAB Support Needs and Recommendations to the Alliance

- 1. A park community organizer or **full-time staff CAB coordinator** is necessary to ensure robust member outreach.
- In the future, the best way for the CAB to comment on future spending proposals is to review the full Alliance budget at one time – which includes both USTA funds and additional private funds raised.
- 3. Support costs (translation, child care, meeting facilitation, etc.) for the CAB are necessary to develop capacity, make informed decisions and budget recommendations to the Alliance, and to ensure CAB members are representative of the diverse community of park users and Queens residents.
- 3. Alliance fundraising goals should reflect the needs and priorities informed by **robust community input** that is representative of park users and the neighborhoods surrounding the park.
- Public engagement that informs the budget process should have dedicated funds and be adequately resourced to ensure broad and inclusive public input.

#### 2.7 Vision and Values for CAB

The detail below was used as the basis to develop the vision, mission and values statements that appear in the recommendations chapter.

#### **Informs Funding Priorities**

- Develop funding priorities for the Alliance
- · Determine additional funding needs
- · Establish an independent budget for the CAB

#### **Represents the Community**

- Act as an inclusive group by representing the diversity of the local community and their needs
- Provide a coordinated voice to make opinions regarding important issues heard
- · Actively engage the community to solicit input
- Promote the use of the FMCP for the diverse community that live near and around the park

#### **Builds Relationships**

- Foster relationships with local Queens elected officials
- Maintain a close relationship with Park staff to inform them of community needs and concerns

#### Improves and Celebrates the Park

- Improve park maintenance and amenities for local residents including pedestrian walkways, bicycle paths, soccer fields, etc.
- Celebrate and preserve the park's historical structures; foster awareness of the park's historical legacy

#### Protects the Park for Residents and Park Users

- Ensure that the park remains accessible to the surrounding communities; events, projects and programs should not be cost prohibitive for local residents
- Monitor development pressures to ensure the park remains an open resource for residents

#### Maximizes the Park as a Community Resource

- Realize the full potential of the park as an educational resource for children and youth and as ongoing lifelong learning for adults
- Maximize the park as a resource to promote a healthy, active lifestyle to improve health outcomes for residents in surrounding neighborhoods that have little access to public parks and high obesity rates

#### 2.8 Potential First-Year Goals

- Develop an outreach strategy to involve the public and set priorities for fundraising for the next 3-4 years
- Develop a plan to survey park users in summer 2017 to understand immediate needs and inform priority spending
- Present at various civic organizations and meet with elected officials to ensure there is an ongoing relationship between the CAB and the community
- Identify areas or "pockets" of the park that can be targeted for improvements to develop areas for children and seniors
- Submit a fundraising proposal/suggestion to the Alliance to fund a CAB supported event in the park
- Organize an extensive park tour for community members to develop a well-rounded and informed CAB
- Outreach to communities that are not currently represented by CAB members to ensure equitable representation of different communities in surrounding park neighborhoods
- Build the CAB's organizing capacity to do outreach with the community by hiring a staff person dedicated to this task
- Ensure the park continues to serve the public by working with the Parks Department to develop a position on private, large, revenue-generating events in the park
- Monitor the US Open to address nuisance issues including increased traffic, overcrowding, parking violations, and other impacts to park users
- Review the park permitting process to identify areas for improvement and propose policy changes to the Parks Department on how best to diversify park access and use of different community groups

## 3. Best Practices Research

#### 3.1 Introduction

Pratt Center interviewed key people involved in park conservancies along with other experts in the field to understand how community engagement and input is incorporated into their respective groups. Interviewees included the Open Space Alliance for North Brooklyn, the Prospect Park Alliance, the Bronx River Alliance, the Design Trust for Public Space, and Partnerships for Parks. In addition to these interviews, research around best practices for advisory groups and park maintenance informed our recommendations.

**Conservancies:** "private, non-profit park benefit organizations that raise money independent of the city and spend it under a plan of action mutually agreed upon with the government."

- THE TRUST FOR PUBLIC LAND

## 3.2 New York City Conservancies

City park conservancies, also known as "alliances," "foundations," and "trusts," have been around since the 1970s. Arguably the conservancy movement officially launched with the Central Park Conservancy in the 1980s.<sup>2</sup> The following are some important trends and facts about conservancies in New York City.<sup>3</sup>

- NYC has approximately 22 active park conservancy organizations
- Nearly all concessions in all parks citywide go to the City's General Fund, not to the individual park or Parks Department<sup>4</sup>
- Like all other agencies, the Department of Parks and Recreation's operating expense budget is negotiated year by year (there is no guaranteed annual baseline for park maintenance in the city budget)
- The Department of Parks and Recreation has about 3,862 full-time employees and 2,500 seasonal and conditional employees<sup>5</sup>

The Flushing Meadows Corona Park (FMCP) Community Advisory Board's (CAB) is the community advisory group that advises the Flushing Meadows Corona Park Alliance. Many conservancies in NYC also have a community advisory group, though purpose and scope of work vary from park to park. We reviewed successful park conservancy groups with a community advisory component in order to understand some important lessons that might be applied to the CAB.

<sup>2.</sup> The Trust for Public Land. (February 2015) "Public Spaces/Private Monies: The Triumphs and Pitfalls of Urban Park Conservancies." https://www.tpl.org/sites/default/files\_upload/ccpe-Parks-Conservancy-Report.pdf

<sup>3.</sup> Pratt Center Research

<sup>4.</sup> Not including Hudson River Park Trust and Brooklyn Bridge Park, which are not owned by NYC parks

<sup>5.</sup> Based on 2015

#### 3.3 Model Community Groups and Engagement Processes

In addition to reviewing written materials (see page 16 for references) describing the successful community engagement component of the Prospect Park Alliance (PPA) and the Bronx River Alliance (BRA), we interviewed former and current Alliance staff to gain insight into the key components that make these community groups work. We also spoke with staff from the Design Trust for Public Space as well as CAB members who had been part of the Community Design School of the FMCP to learn about the creative processes implemented for obtaining community-driven solutions. In addition, Pratt Center for Community Development, the organization co-authoring this report with the Co-Chairs, brings more than 50 years of experience with community-based organizations and community engagement.

#### 3.3.1. Prospect Park Alliance

The Prospect Park Alliance was formed in 1987 to raise funds for capital projects, landscape restoration, and community programming. A Community Committee (ComCom) was later formed to provide an advisory and advocacy role to represent park users and make recommendations on future park functions and uses. According to the PPA website, the ComCom "was specifically created to provide an ongoing dialogue with the community about the Park. Representatives of more than 30 local organizations... are invited to monthly meetings where they take an active advisory and advocacy role on behalf of Park users and the community." Interviews with staff connected to the ComCom reveal that the number of active groups has varied through the years, ranging from about 10 to 60 organizations. The ComCom has been hailed as a model form of community engagement. PPA staff are the primary organizers of the ComCom meetings, allowing community groups to focus on their respective projects and leave the administrative and logistical tasks to staff.

#### 3.3.2. Bronx River Alliance

The Bronx River Alliance "works to protect, improve and restore the Bronx River corridor so that it can be a healthy ecological, recreational, educational and economic resource for the communities through which the river flows." The Alliance was first formed from the Bronx River Working Group, which consisted of representatives from several local organizations, with each representative participating in at least one of four teams. The bylaws initially provided that each team pick two co-leaders who would also serve as board members of the non-profit. Eventually, the requirements for team

leaders evolved as the board took on the traditional responsibilities of fundraising. Team leaders had the strongest motivation to engage in leadership/community issues and did not always feel well-positioned to meet the fundraising commitments required of board members. Today, the two teams that are still active are those that were formed around specific projects. Team leaders may choose to join the board or not. The BxRA evolved from a working group to an incorporated non-profit that is well-respected by the public and elected officials. It is seen as an authentic voice of the community due to its strong ties to local organizations and community groups.

#### 3.3.3. The Community Design School

In the spring of 2014, the Queens Museum invited the public to discuss creative ways to shape Flushing Meadows Corona Park. Participants suggested the idea of organizing a "school" that would provide community members an opportunity to learn about the park and develop ideas based on their lived experience. In response, the Queens Museum and NYC Department of Parks and Recreation submitted a joint proposal for the Design Trust for Public Space to launch the "Community Design School" at FMCP. Through a series of classes, community members learned about their fellow participants, who included people of different ages, with diverse cultural and ethnic backgrounds, from different neighborhoods, and who use the park in different ways. A community forum held by participants allowed the public to comment on proposed solutions and ideas. The Design School process of leadership development through education, public accountability, problem-solving from the ground -up, and its close partnership with the Parks Department, is a great example of the type of community engagement upon which to model the CAB.

#### 3.3.4. The Essentials: Components of a Successful Community Group



 Acquire resources to staff a full-time Alliance employee that acts as a CAB outreach coordinator who can also assist with administrative and logistical needs.



Conduct early and extensive outreach to recruit key community group members.



3. Understand the local communication needs of the park's diverse, ethnic communities to ensure outreach and engagement are targeted and effective and optimize community participation through translation of materials whenever possible. Plan meetings to be engaging, interactive, and meaningful for participants.



4. Implement small and achievable projects or a small scale initiative that can be accomplished within the first year or two, in order to galvanize community participation and promote team building and trust.



**5. Organize an event to celebrate and promote awareness of the CAB** to provide public opportunities for supporters to demonstrate their commitment.



6. Ensure greater accountability and commitment to the CAB and the park by strengthening relationships with Queens elected officials and key supporters of the park.



**7. Develop teams for collaborative decision-making** to advance specific projects and set priorities.



8. Conduct a park user survey, preferably one that is part of a larger strategic planning process for the Alliance, to understand the needs of those users and develop spending priorities that will inform CAB recommendations and Alliance decision-making.



**9. Establish community forums** and/or other proactive engagement strategies for soliciting feedback from the public on CAB recommendations and team projects.



**10. Invest in CAB membership through education and leadership development** in order for members to make informed decisions about the park and to maximize the impact of the CAB.

#### 3.3.5. References

In addition to interviews, the following resources were used to identify best practices that informed recommendations:

- City Parks Blog. Kathy Blaha. "The Collaborative Advantage." (February 2013). Accessed July 5, 2016. <a href="https://cityparksblog.org/2013/02/15/the-collaborative-advantage/">https://cityparksblog.org/2013/02/15/the-collaborative-advantage/</a>
- Community Tool Box. "Encouraging Involvement in Community Work: Section 7. Involving People Most Affected by the Problem." Accessed July 7, 2016. <a href="http://ctb.ku.edu/en/increasing-participa-tion-and-membership">http://ctb.ku.edu/en/increasing-participa-tion-and-membership</a>
- 3. Community Tool Box. "Increasing Participation and Membership." Accessed July 7, 2016. <a href="http://ctb.ku.edu/en/increasing-participation-and-member-ship">http://ctb.ku.edu/en/increasing-participation-and-member-ship</a>
- The Design Trust for Public Space. Queens Museum. NYC Department of Parks and Recreation.
   "Building the Community Design School at Flushing Meadows Corona Park." Accessed September 5, 2016. <a href="http://designtrust.org/publications/build-ing-community-design-school-flushing-meadows/">http://designtrust.org/publications/build-ing-community-design-school-flushing-meadows/</a>
- 5. Partnerships for Parks. City of New York Parks and Recreation. "Discovery and Restoration of the Bronx River." Accessed August 1, 2016. <a href="http://www.bronxriver.org/puma/images/usersubmitted/file/BxRivStory">http://www.bronxriver.org/puma/images/usersubmitted/file/BxRivStory</a> Partnerships complete.pdf
- 6. Project for Public Spaces. Tupper Thomas. Building Partners in Brooklyn. Accessed July 5, 2016. <a href="http://www.pps.org/reference/tupperthomas/">http://www.pps.org/reference/tupperthomas/</a>
- Project for Public Spaces. "Mapping Park Use and Surveying Park Visitors: A discussion." Accessed July 5, 2016. <a href="http://www.pps.org/reference/quanti-fyusership/">http://www.pps.org/reference/quanti-fyusership/</a>
- 8. The Trust for Public Land. Peter Harnik and Abby Martin. "Public Spaces, Private Money." The Triumphs and Pitfalls of Urban Park Conservancies." (February 2015). Accessed August 1, 2016. <a href="https://www.tpl.org/sites/default/files/files\_upload/ccpe-Parks-Conservancy-Report.pdf">https://www.tpl.org/sites/default/files/files\_upload/ccpe-Parks-Conservancy-Report.pdf</a>

## 4. Recommendations

#### 4.1 Purpose and Function

The Community Advisory Board (CAB) holds one vote with one seat on the 15 member board of the Flushing Meadows Corona Park Alliance. Its vote holds the weight of the community it represents. The CAB recognizes the important relationship to the Alliance and also sees its purpose and mission extending beyond that relationship to include stewardship of the park in a broader sense.

#### 4.2 Vision, Mission, and Values

The vision statement below broadly describes the CAB's ideal future conditions, while the mission statement describes the CAB's fundamental purpose and function. The values on pages 18-19 express shared beliefs that reflect what members consider inherent in the work undertaken by the CAB.

The vision, mission, and values statements inform the goals and objectives. Goals provide direction for long-term change. Objectives are the specific actions that are measurable and have a timeline for when they will be achieved. The recommended goals and objectives are discussed in Chapter 5.

#### **4.2.1. VISION**

To develop and promote a sustainable, safe, healthy and thriving Flushing Meadows Corona Park by inspiring a culture of public stewardship and inclusivity for communities that use the park.

#### **4.2.2. MISSION**

The mission of the Community Advisory Board is to provide a representative and coordinated community voice to ensure that Flushing Meadows Corona Park remains an accessible, public resource. The CAB empowers local community members through engagement and advocacy.

As stewards, the CAB advocates for quality programming and activities in the park, for the park's restoration, maintenance, and improvement, and guides the Flushing Meadows Corona Park Alliance, park staff, and elected officials on priorities to reflect local community values and needs.

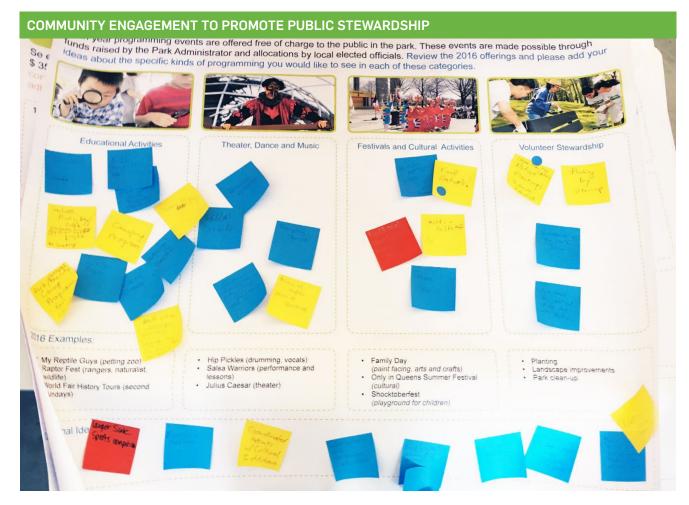
#### **4.2.4. VALUES**



We believe everyone, including people of all ages and abilities, should be able to get to the park with ease and navigate within the park without difficulty.



We strive for a CAB membership that is representative of the diverse Queens communities that surround the park, including representatives from a range of socio-economic, ethnic, linguistic, and cultural perspectives.



We believe that in order for the park to serve the community, park users and local residents must be engaged and community input must inform major decisions that impact the park, including spending priorities and fundraising goals.

## ENVIRONMENTAL STEWARDSHIP TO PROTECT AND PRESERVE PARK LAND



We support efforts to preserve and protect park land through environmental stewardship and the prevention of development that strips the community of open, green space.

## RECREATION AND ACTIVE LIFESTYLE OPPORTUNITIES FOR THE COMMUNITY



We support opportunities to promote recreation and health through activities in the park.

## EDUCATIONAL RESOURCES FOR CHILDREN, YOUTH, AND ADULTS



We promote the community's use of the park as an educational resource for children and youth, and life-long learning opportunities for adults.

## PRESERVATION AND CELEBRATION OF HISTORY AND PARK ASSETS



We will work to advocate to preserve and celebrate the 1964 World's Fair structures and other important community park assets.

## 4.3 Resources and Support for the CAB

CAB members currently come from a variety of organizations and backgrounds but have at least one thing in common –a passion for protecting and improving the park for the public at-large. However, acting as a CAB member is a part-time, volunteer position, revolving around other responsibilities and commitments. While members are moved by a common overarching vision, there are natural constraints that may limit the CAB from fully realizing its potential. Namely, achieving meaningful community engagement is a time-consuming effort that requires dedicated resources. Failure to actively support engagement results in declining and less representative participation. In its first year without dedicated resources, CAB member participation has declined, a trend that CAB members strongly indicated they would like to reverse. All conservancies with successful community engagement processes have allocated dedicated staff time to ensure that community groups have the opportunity to meaningfully participate.

The CAB must prioritize advocating for an full-time employee of the Alliance to act as a CAB Outreach Coordinator, whose main responsibility is to focus on strengthening community engagement for the 897-acre park that spans across five community boards and eight neighborhoods, is home to two lakes, a baseball stadium, an aquatic center, the USTA, four cultural and educational institutions, and the 1964 World's Fair Structures, to name a few. A Coordinator would dramatically increase the CAB's effectiveness and scope, and bring the Alliance in line with the standard that has been adopted at every other major park conservancy in New York City. More importantly, a Coordinator would provide the necessary institutional glue needed to foster collaboration of all the different community groups and park interests.

Coordinator responsibilities should include the following:

- Develop an outreach plan that identifies all the user groups and diverse park populations, to develop targeted outreach for CAB membership and public participation;
- Assist the Executive Director in maintaining ongoing communication between the Alliance and CAB;
- Maintain ongoing relationships with CAB members and other community groups to maximize input;
- Organize community forums to inform current and pending CAB projects;
- Work with the CAB Officers and Coordinating Team to develop a process for receiving input on budgeting priorities for maintenance, and improvement projects and programs in the park, from CAB members;
- Work with the Program and Activities Team to develop an annual Alliance and CAB sponsored event;
- Ensure that the logistics of CAB meetings are well-taken care of and that CAB meetings are inclusive and productive spaces through well-designed meetings, and ensure the provision of interpretation of languages other than English, child care, and refreshments;
- Support fundraising efforts of the Alliance staff and Board;
- Maintain website and other administrative and communications needs for the Alliance and CAB such as coordinating agendas, sending email reminders of CAB meetings, etc.

#### 4.4 Structure of the CAB

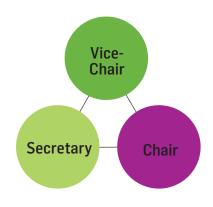
#### 4.4.1. OFFICERS



When the CAB convened at its first meeting in December 2015, two co-chairs were elected, instead of just one representative to the Alliance. Members felt the responsibilities of representing the CAB to the Alliance and leading the group were too much for any one individual. However, the Alliance only allows one vote and one CAB representative to speak or sit at the table during board meetings. A designated alternate is allowed to act only in the absence of the representative.

Since the CAB can only elect one representative voice to speak on its behalf, and in order for the CAB to present itself as a strong, coordinated voice, it is recommended that the CAB elect one CAB representative, who also sits as the Chair of the CAB.

We also recommend additional officers including a Vice Chair and a Secretary, charged with collaboratively leading each CAB meeting. The officers' relationship to one another should involve a high degree of cooperation and teamwork. Officers should consider their primary task to accurately report information from the Alliance back to the entirety of the CAB membership.



#### SHARED RESPONSIBILITIES

- Ensure that CAB members have information that is needed to make informed decision on spending recommendations and other important decisions
- Collaboratively lead the CAB and teams in developing recommendations to the Alliance
- Coordinate meeting agendas with active input from CAB members
- Effectively communicate the CAB priorities to the Alliance, the Executive Director, and other Alliance staff
- Develop and maintain relationships with community members, Alliance board members, Alliance and Park staff, and elected officials.

#### CHAIR AND VICE CHAIR

The officer who represents the CAB on the Alliance Board has the unique responsibility to accurately, effectively, and proactively articulate CAB decisions, needs, and status updates at the Alliance board member meetings. The Chair represents the CAB at Alliance board meetings and on the Alliance Executive Committee. The Vice Chair acts as an official stand-in for the Chair at these meetings. The Vice Chair is an active thought partner of the Chair. Additionally, in the absence of a staffed CAB Coordinator, the Vice Chair is responsible for maintaining the CAB database and official membership list with updated contact information.

#### **SECRETARY**

With support from fellow officers, the Secretary has the important role of recording and maintaining meeting minutes for each CAB meeting and ensuring the CAB can access all relevant materials and documents through the designated approved medium. While the Secretary takes the lead in sharing and distributing written information to the CAB, the other officers are active partners in ensuring ongoing communication between the Alliance and CAB.

#### **TERMS**

According to the Alliance bylaws, Alliance board members serve for two year terms. For simplicity and ease, we recommend the CAB Chair and representative on the Alliance board also serve two year terms for a maximum of three consecutive terms (six years). A lifetime total limit of ten years or five terms is the maximum an individual may serve as the CAB representative on the Alliance board. These recommendations are based on input received at the September 2016 CAB meeting.

#### 4.4.2. DECISION-MAKING

Our best practice research with other conservancies on how their community advisory groups make decisions found that teams or committees generally lead project ideas. Decisions are made as a group, and there is very little formal voting. In conservancies with effective community groups, paid conservancy staff are critical to the success of the group. These staff assist in outreach to organizations, heavily support the logistics of community group meetings, and help to facilitate ongoing conversations between Alliance staff and community group members.

#### TEAMS: PURPOSE AND RESPONSIBILITIES

- Teams should lead solution-development and consensus building processes
- As a best practice, teams should be convened based on addressing a particular issue and can dissolve or evolve once the issue is addressed
- Teams maintain ongoing communication with the officers, the CAB, and park staff

Based on feedback from CAB members on park priorities, it is recommended that the CAB convene the following teams in the first year:

- Public Accessibility Team
- Maintenance and Improvement Team
- Programs and Activities Team
- · Coordinating Team

As the CAB grows and changes, team needs will similarly shift, and Alliance staff and CAB Officers will assist the CAB in making sure that the team system matches the goals of the organization.

#### **PUBLIC ACCESSIBILITY TEAM**

The Public Accessibility Team works to improve the way people get to and navigate through the park and ensure that the park remains an accessible public resource by monitoring and making recommendations with regard to private events in the park. In interviews and during the June and September CAB meetings, members identified different areas of the park that could use improved entrances and walkways to reduce barriers. Additionally, CAB members strongly prioritized addressing issues of accessibility due to private park events.

#### Team Responsibilities

- Identify relevant ongoing and current projects to ensure CAB representation and input on projects, including the Wayfinding Study currently underway
- Identify signage, wayfinding, and entrance improvement needs through research and community engagement, and develop a long-term action plan to assist the Alliance in fundraising priorities
- Engage with populations of interest that may have unique accessibility needs such as seniors and people with disabilities
- Develop relationships with private park institutions to ensure potential harmful conflicts are minimized (e.g., parking on the grass) and to ensure populations who depend on the park for green space can continue to enjoy access to the park

#### **©** Potential First-Year Project

 Participate in the Wayfinding Phase I Study to ensure community values (e.g., translated signs) are incorporated into the plan

#### **MAINTENANCE & IMPROVEMENT TEAM**

CAB members are united in their desire to improve and maintain the park. The Maintenance and Improvement Team should stay informed of park needs through ongoing conversations with the Park Administrator and park staff, in order to guide the CAB on spending recommendations, including the USTA's yearly funding allocation, which is restricted to addressing maintenance and improvement needs. The team can serve as a vital communication link between park staff and the rest of the CAB membership. During interviews, the mapping exercise in the June meeting, and the prioritizing exercise during the September meeting, the top maintenance and improvement priority for CAB members related to restrooms. Better and more frequent maintenance of current restrooms, construction of more restrooms around the park, and improvement of current and future restrooms to ensure they are ADA accessible were all identified as related goals.

#### Team Responsibilities

- Identify ongoing park maintenance and improvement projects and ensure CAB members are represented at the relevant meetings during the decision-making phase (e.g., scoping meetings)
- Meet with the Park Administrator to understand any ongoing and future maintenance and improvement projects in the park
- Engage elected officials on funding needs for maintenance and improvement priorities developed by the CAB and the community.

> Example: Lead CAB participation in the Participatory Budgeting Project (PBP) processes, wherein City Council members allocate \$1 million for projects of the community's choosing, to propose improvement ideas for the park. Currently, there are 10 Queens Council districts (of 14 total) that are engaging in Participatory Budgeting for FY 18, including Ferreras-Copeland and Koslowitz' districts which directly border the Park.

#### **©** Potential First-Year Project

The construction of restrooms is considered a capital project which is defined as the "construction, reconstruction, acquisition, or installation of a physical public improvement with a value of \$35,000 or more and a 'useful life' of at least five years." Fundraising for capital projects is outside of the Alliance's current scope. However, CAB members may consider the following strategies around this issue:

- Documentation of existing conditions of bathroom facilities
- Advocating for better and more frequent maintenance of current bathrooms
- Identifying potential sources that may fund accessibility improvements within current bathrooms
- Partner with the Alliance to launch a capital projects funding campaign to solicit funding from City and State elected officials and other sources for the construction of new restrooms in FMCP

6. New York City Independent Budget Office. "Understanding New York City's Budget: A Guide to The Capital Budget." (June 2013). <a href="http://www.ibo.nyc.ny.us/iboreports/IBOCBG.pdf">http://www.ibo.nyc.ny.us/iboreports/IBOCBG.pdf</a>

#### **PROGRAMS AND ACTIVITIES TEAM**

In interviews and in the June 2016 CAB meeting, CAB members expressed a strong desire to be involved in developing programs and activities in the park. As a result, a working group was convened over the summer and met three times from August through October to discuss their vision on how they would like the CAB to be involved. Working group participants discussed the desire to work with community members and park users to develop ideas for programs and events based on some initial shared values.

At the first working group meeting, participants decided to implement a best practice recommendation and engage the CAB membership to develop a proposal for an official event cosponsored by the CAB and the Alliance. This annual event would strengthen the partnership between the CAB and Alliance as well as improve their public visibility. This team would also work closely with the Park Administrator, who annually fundraises for events in the park, to provide input on current and ongoing park programming.

#### Team Responsibilities

- Identify proposed programming in the park to ensure CAB representation and input on programs and events
- Develop a close relationship with the Park Administrator to understand fundraising goals for programming
- Engage the community to develop new programming ideas

#### **©** Potential First-Year Project

 Develop and launch an official CAB-Alliance cosponsored event to become more visible to the community and park users and to celebrate the partnership with the community

#### **COORDINATING TEAM**

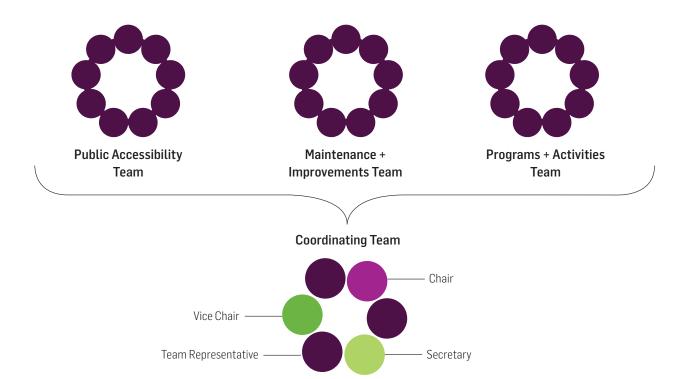
The Coordinating Team consists of a representative from each team and the CAB officers. The Coordinating Team is a place where information is exchanged to ensure that members who are working on individual projects and the CAB representative are knowledgeable of all aspects of CAB projects. The Coordinating Team also supports the work of the officers and CAB Coordinator in recruiting, maintaining, and activating CAB membership. An outreach coordinator position staffed by the Alliance would improve the efficiency and impact of the Coordinating Team.

#### Team Responsibilities

- Ensuring that CAB membership and participation is representative of the diversity of communities who live around the park and use the park, through recruitment and other means
- Developing mechanisms to ensure CAB members are reporting back to their respective organizations on the ongoing work of the CAB
- · Reviewing membership every two years

#### **©** Potential First-Year Project

- Research and identify communities and populations that use the park or live in the surrounding neighborhoods but who are not represented in the CAB membership (example: youth, soccer teams, Flushing residents, etc.)
- Develop an outreach and recruitment plan to involve community groups representing communities not yet active or represented in the CAB
- Identify leadership development and learning opportunities for CAB members to build an informed CAB



#### 4.3.3 MEMBERSHIP AND VOTING

#### **MEMBERSHIP**

In order to ensure that diverse voices are represented through CAB membership, the CAB should strive to keep an active membership base of at least 30 local organizations. We recommend the following membership criteria:

- People from organizations with a history of involvement in the park
- People from organizations representing the cultural and ethnic diversity of Queens
- People from key park user groups (e.g., athletics, World's Fair historical preservationist, communities most dependent on park for open space, etc.)
- People from civic groups, Community Boards, and cultural park institutions (e.g., Queens Zoo)

#### **VOTING MEMBERS**

Decision-making should be collaborative, and there should be very little formal voting. We recommend limiting voting to the following decisions:

- Voting on CAB officers (Chair, Vice-Chair and Secretary)
- · Voting in bylaws and amendments

CAB members are representative of communities neighboring the park and of a wide variety of local interests and concerns. CAB membership should strive to accurately

represent park users and surrounding neighborhoods. We recommend the following voting requirements:

- Attend at least 50% of regularly scheduled quarterly CAB meetings
- Have official permission to serve as the CAB representative from their organization or group
- Keep their organization or group informed of CAB news and park concerns
- Allow one vote per CAB member organization

The Coordinating Committee is charged with reviewing voting members every two years.

#### NON-VOTING MEMBERS

There are community members who may be interested in specific projects or sectors of park issues but may not be interested in making formal voting decisions nor attending the quarterly meetings on a regular basis. At the September 2016 meeting, CAB members expressed the desire to allow for participation of public members who are interested in supporting and participating in the CAB in a limited way or who may not neatly fit into the above membership criteria. For instance, many CAB members expressed interest in youth participation in the CAB, noting that they might not "vote" but could nevertheless participate in the CAB in a meaningful way. Representatives of elected officials would also fall into this category of non-voting members.

## 5. Goals and Objectives

Goals provide direction for long-term change. Objectives are the specific actions that are measurable and have a timeline for when they will be achieved. The following are recommended short-term and key ongoing goals and objectives based on best practice research and CAB member input and priorities.

## **Goal 1** Build the CAB's organizing capacity to do outreach with the community

	Lead Responsibility	
1.1	Develop a proposal for the Alliance's consideration to fund an Alliance employee that acts as a CAB Coordinator. Conduct related advocacy to ensure implementation of proposal.	Officers Coordinating Team
1.2	Establish an online tool, either through a CAB website or through other internal means, where members may access resources including CAB agendas, CAB meeting minutes, and other pertinent information intended for CAB membership use only.	Officers
1.3	Launch a CAB website to host all pertinent information on park projects, programming, and events, and other relevant news related to the park for the public use.	Officers

## Goal 2 Develop a diverse and representative CAB membership

	Objectives	Lead Responsibility
2.1	Implement an application process to formalize 2017 CAB membership and the membership list that will be used for CAB member communication.	Officers Coordinating Team
2.2	Develop a CAB membership outreach plan to develop a diverse membership that is representative of park users, the ethnic and cultural diversity of local residents, and surrounding park neighborhoods.	Coordinating Team

## Goal 3 Identify and carry out short-term, first year projects

	Lead Responsibility	
3.1	Convene teams to lead project ideas, learn about current and pending park projects, and establish 2017 team goals.	CAB members
3.2	Assign members to park projects, particularly those in the Design phase, to ensure CAB representation and input at scoping meetings and other relevant public meetings.  • Wayfinding Phase I Study • 111th St. Two-way Bike Lane • Fountain of the Fairs Reconstruction Project • Parks without Borders: 111th St. Entrance Improvement Project • Henry Hudson Entrance Reconstruction Project	Program & Activities Team Maintenance & Improvement Team Public Accessibility Team

## **Goal 4** Celebrate and promote the Alliance and the CAB to the public and elected officials

	Lead Responsibility	
4.1	Organize an Alliance-CAB co-sponsored event in 2017 to celebrate progress and inform communities that these organizations are a new resource.	Program and Activities Team
4.2	Recruit sponsors to help promote the event and raise funds (e.g. City Council members, etc.).	Program and Activities Team
4.3	Identify ongoing park events where the Alliance and the CAB can sponsor and participate in order to maintain visibility among park users.	Program and Activities Team

## **Goal 5** Establish an internal process for the CAB on how to advise the Alliance on priority spending for the annual budget

	<b>O</b> bjectives	Lead Responsibility
5.1	Invite the park administrator and/or staff to review the components of the park budget to help members understand the various funding sources including the overall Parks Department budget, annual City discretionary funds, etc.	Maintenance and Improvement Team
5.2	Develop an easy-to-read fact sheet to describe the budgeting process for current and new CAB members.	Maintenance and Improvement Team