### ABSTRACT

Project Title \_\_\_\_\_\_Greenmarket

Location New York City

Describe the important characteristics of the project, how it was developed, and in what ways it is exemplary. This Abstract will be among the materials sent to Selection Committee members prior to the Committee's first meeting.

Greenmarket is a farmers market program of the Council on the Environment of New York City. The Union Square Farmers Market, one of 25 at 18 sites in Manhattan, Bronx and Brooklyn, is the oldest in existence. Sitting on the site occupied by farmers and a flower market a hundred years ago it attracts up to 60 farmers and other food producers three times a week year round. Up to 40,000 people a week visit the various locations, purchasing over 400 varieties of fruits, vegetables, cut flowers, plants and poultry, fish, honey, preserves, maple syrup, grain and baked products. In exchange the 160 farmers in the program return home with over 10 million dollars in income, over half from Union Square.

New York residents benefit in other ways than the estimated 30% savings in food costs and superior freshness, taste and nutritional value. They experience a rare and unique interchange with farmers and their families, enjoying as one patron termed his experience, "bringing the country into the city." Elderly people find relief from loneliness. Children learn for the first time the connection between what they eat and the soil and farmers who nurture it.

There is also a great change in the use and feeling of urban space. Desolate areas become populated; while in seeming contradiction, trarfic noise and pollution are replaced by the sounds of human voices and the heady aromas of basil, mint, fresh baked bread and freshly picked sweet corn. The city's old architecture becomes newly appreciated and trees are enjoyed for their shade canopy over the farm stands. A myriad field of colors is unfolded, flashy reds and oranges of hot peppers, sun blazing yellows of zucchinis and the mysterious dark glossy purples of eggplants.

Finally the market is proof of its purpose: to save farm land and even create new farm enterprises. Over 8000 acres, 10% of the region's total in fruit and vegetable production, is directly or indirectly affected by sales at Greenmarket. 70% of the participating growers find it "vital" or "important" to their continued existence. In many cases farmers have initiated or involved their entire livelihood with Greenmarket. We bear a profound responsibility to continue this program.

# PROJECT PROFILE

	GREENMARKET		
Location	New York City		-
Owner	City of New York		
Project Uselsi	Selling of farm grown produce to markets.	o city residents at o	open air farme
Project Size		ment Cos\$540,000	
Application subm	nitted by:	Please indicate how you Bruner Award in Urban	learned of The Rudy Excellence.
Name Barr	ry Ben <b>epe</b>		
Title Dire	ector, Greenmarket		
Organization	The Council on the Environent	of New York City	
Address	130 East 16th Street, NYC	10003	
Telephone ( 21	12 ) 477-3220		
for any purpose submit the applic	grants the Bruner Foundation permission to use, reproduct whatsoever, the materials submitted. The applicant warraction and all attached materials and to grant these rights	ants that the applicant has full powe	ction or use by others, or and authority to
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	* (who were instrumental in the development of this proj	•	
Organization			
		Key person	Telephone
Public agencies	Department of Parks and Recrea		•
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\* If necessary, attach an additional sheet, to identify others who should be credited in the development of this project.

# PROJECT PROFILE

# **PROJECT PROFILE**

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1. Describe the characteristics of this project: the important aspects of the project's design, development, and public approval process.

Greenmarket is a series of outdoor seasonal farmers markets taking place from one to three days a week at 18 scattered locations in New York City. The selection of sites resulted from close work with local community sponsors, concerned city agencies and funding sources. The sites had to be available for as low a cost as possible, be clearly visible and identifiable to passing foot traffic and be reasonably attractive, and, if possible, equipped with such amenities as toilets, water, shade trees and storage. A number of city agencies were involved including Planning, Parks, Transportation, Health and Consumer Affairs. Local Community Board approval was required. The State Department of Agriculture and Markets played a major advocacy role. At one point, in our negotiations with the Port Authority of New York and New Jersey, both Governors and State legislators became involved.

2. What makes the project exemplary? Why does it merit The Rudy Bruner Award for Excellence in the Urban Environment?

It has literally saved dozens of farms from going under, keeping children on the farms to become eventually owners or managers over the years. It is keeping some 8000 acres in food production and out of the hands of developers. developed an exciting and informed connection between urban residents and rural farmers allowing a deep and sustained affection and understanding of each other and their needs and aspirations. It has transformed noisy, polluted streets into oases of calm and beauty where people can see and taste the country and become aware of the uniqueness of the great architecture around them. Through its Farmers Market Coupon program it has brought free food to tens of thousand of elderly citizens and mothers with infant children. it has provided what one city resident after another describes as "The best thing that's ever happened to this city."

3. What were the significant dates of the project's development and when was it completed?

The project was started in July, 1976, and has grown yearly ever since, reaching out, after many failures, into neighborhoods through out the city involving additional farmers every year. We hope it will never be "completed" - but remain ongoing as long as local farms exist, and, in fact, cause them to exist.

4. What urban issues did this project address? Were there issues that, in your judgement, might have been addressed but were not?

It addressed three issues. The first is regional in scope: the preservation of farmland the economic and human survival of local fruit and vegetable farming currently being over-whelmed be a vertically integrated food system favoring heavily subsidized western growers. The second is a vast improvement in the selection in the selection, variety and freshness of fruits and vegetables. The third is the transformation of urban space in two ways. The first is immediate, the changes from a street teeming with traffic to one where human voices and aromas of basil, mint and fresh baked breads comingle. The second is by participating with City agencies and sometimes developers to make longer lasting capital improvements in some of the market areas. This is currently happening at Union Square, Sheffield Plaza, Cadman Plaza, Washington Market Park and City Hall Park with the assistance of a grant from the New York State Department of Agriculture and Markets.

5. What were the goals of this project? To what degree were they met?

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The goals were to reverse the loss of farmland, reclaim urban space for a more beneficial use and provide a wide range of fresher, more wholesome and cheaper foods than available elsewhere. The desire to bring farmers and consumers together in the urban market place has been formalized in the establishment of a Farmer Consumer Advisory Committee which meets on a regular basis to advise policy and resolve disputes. All these goals have been accomplished to a great degree, but there is no end to the challenge for improvement and growth.

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6. Describe the financing for the project. Was it unique or inhovative? உரை சய்ர் டிக அச்சு

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Initially, financing of the \$35,000 1976 budget was chiefly through foundation grants. Now 85 % of the \$635,000 1990 budget is being met by fees paid by farmers who in turn gross an estimated ten million dollars a year. Financing the bulk of Greenmarkets operating costs through farmers fees is unique and represents probably the most successful such comprehensive, non-profit project in the country. By wedding the program's success to the farmers success it ensures sound management and keeps us alert and on our toes. We cannot afford to be complacent or unresponsive to either their needs or public concerns.

### COMMUNITY REPRESENTATIVE PERSPECTIVE

This sheet is to be filled out by someone who was involved, or represents an organization that was involved, in helping the project respond to neighborhood issues.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a self the page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

NameEvelyn Strouse

Title Co-chair

Organization Union Square Community Coalition

Telephone (212

533-2838

Address Box 314, Cooper Station, New York, NY 10276

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1. How did you, or the organization you represent, become involved in this project? What role did you play in it?

We are advocates for Union Square Park and therefore directly and indirectly for the Greenmarket

2. From the community's point of view, what were the major issues concerning this project?

Greenmarket, the marketplace and gathering point for this community, as well as for people from many other neighborhoods, was in danger of being gravely reduced in size, if not altogether demolished.

Our coalition publicized this possibility and very soom there was a public outcry.

3. What other community organizations or institutions, if any, were involved? How were they involved?

An ad-hoc, Save the Greenmarket committee was formed to protest. Letters were written, phone calls were made, and the newspapers were apprised.

4. If there was a public review process, did you or your organization participate in it? Describe your involvement.
N/A
5. What trade-offs and compromises were required during the development of the project? How did your organization participate in making them? With hindsight, what, if anything, would you do differently?
No compromise was made. Greenmarket continued to operate
at its customary capacity.
6. How has this project made the community a better place to live? Please be as specific as possible.
Greenmarket creates, at a busy transportation hub in the city,
the old-world atmosphere of bustle and buying, of people
meeting at vendors' stalls, contemplating the bounty of
just-picked produce, rejoicing really in how lucky they are
to partake of the country in this most urban of environments.
Greenmarket, in short, creates, during the three days of its
weekly tenancy at Union Square, the atmosphere of a country

fair.

7. If a community group came to you for advice in carrying out a similar project, what would you tell them?

I would tell them first that they must take pictures of the Union Suare market, interview vendors and customers, and return to their community with a vibrant example of a successful operation. Of course they must contact city officials, notably the Parks Department, as well as the Council on the Environment to learn how to proceed in a practical manner.

8. Why do you think the project should win this award?

It is unique in the city, a glowing, thriving country fair. It has also made it possible for small farmers to continue to farm; in the words of one of them (who speaks for many), "If it hadn't been for Greenmarket I would have sold my family land and found other work to do." If Greenmarket were to disappear the lives of thousands of people would be poorer.

- **9.** If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?
  - Health, color, fresh air, fresh produce, commingling of people, constant movement and exchange.

### PUBLIC AGENCY PERSPECTIVE

This sheet is to be filled out by staff representative(s) of public agency(ies) who were directly involved in the financing, design review, or public approvals that affected this project.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name	Elizabeth Gotbaum		Title Commissioner			
Organization	Department	of Parks and R	ecreation	Telephone (212	) 360-8101	
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1. What role did your organization play in the development of this project?

During the course of Greenmarket's evolution the Parks and Recreation Department has provided ten sites, seven of which are still in use. Initially, the impetus has normally come from community groups who see the use as a beneficial one to reverse deterioration. This was the case with the first market at Tompkins Square Park. In succeeding years our relationship with the Council on the Environment of NYC has grown in trust. Greenmarket is always located on paved areas where trucks and concentrations of people won't disturb fragile areas of the parks. We collect fees for the use of these spaces.

Describe what requirements were made of this project by your agency (e.g., zoning, public participation, public benefits, impact statements).

We require submission of written requests for activity permits, payment of fees, insurance (\$2 million) and a properly maintained operation by this non-profit group. We also meet and communicate regularly on a large number of issues which inevitably arise from time to time. We have always found the Greenmarket staff to be reliable and responsive.

3. From your perspective, how was this project intended to benefit the urban environment? Describe how, if at all, these intentions changed over the course of the project. What trade-offs and compromises were required? How did you participate in making them? With hindsight, what would you now do differently?

The chief benefit to the parks was to attract people to them and help overcome the image that many were havens for homeless people and drug addicts. Locating markets on the edge of, or sometimes within, parks has made them a place of joy and fun for all age groups - for the elderly as well as children. The compromise is introducing a use which appears on the face of it to be more commercial than recreational. The reality is different. The air is more festive than business like. There is an appropriate link between natural surroundings and fresh fruits and vegetables from the farm.

4. Describe any data you have that document the impact that this project has had on its surroundings and the people in the project area. Attach supplementary materials as appropriate. What have you observed of the project's impact?

I the markets have been extremely popular in the parks. No users have complained of being displaced. On the contrary many find the markets provide improved security and enjoyment. Our \$3.7 million Phase I improvement of Union Square Park only began after the farmers market was fully established in the adjacent parking lot. The combination of the extremely fine rebuilding with the cheerful intensity of the market place resulted in a much happier environment. The simple children's playground there is one of the most popular in the city while office workers and shoppers enjoy their lunches and concerts at the pavilion. The market is a perfect compliment.

5. What about this project would be instructive to agencies like yours in other cities?

It is important that the responsibilities of the project sponsors be carefully spelled out and adhered to. The rationale, in this case the preservation of regional farmland and provision of reasonably priced farm produce sold by the farmers who grow it, must be clearly kept in view at all times. The Council on the Environment has demonstrated its bility to adhere closely to this purpose and has thus allowed to maintain a continuous long term relationship.

6. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

We are in the process of planning and designing an \$8.7 million improvement of the area used by the market at Union square. In five years, our financial situation permitting, this redesigned space should be visible as the culmination of almost a decade of building powerful community support for the revitalization of not only the market but all of Union Square and the surrounding area. The continued presence of the farmers we see there today in five years selling to the eager and friendly residents of the area will be testimony to the success of this joint effort.

# **PUBLIC AGENCY PERSPECTIVE**

This sheet is to be filled out by staff representative(s) of public agency(ies) who were directly involved in the financing, design review, or public approvals that affected this project.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name David Gurin Title Deputy Commissioner

Organization New York City, Department of Trans. Telephone(212 ) 566-8385

Address Room 1428 51 Chambers Street NYC 10007

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Signature David Survey

1. What role did your organization play in the development of this project?

While the Department of Transportation has had to sign off on most of the Greenmarket sites it played a major role in the establishment of the project's flagship at Union Square. First it permitted a parking lot to be used as long as a fee to offset loss of parking meter income was paid. When the market proved successful and was enlarged to three days a week we decided to remove the meters altogether and enlarged and repaved the site to accommodate more farmers. Another site proposed by the department ran into strenuous opposition from tenant representatives of a nearly project and was withdrawn by the sponsor.

2. Describe what requirements were made of this project by your agency (e.g., zoning, public participation, public benefits, impact statements).

We required community board review and approval; the project was also reviewed by other community groups who strongly supported it. These included the 14th Street Union Square LDC, the Heights Inwood LDC, the Union Square Community Coalition and the Fulton Mall Association. The approval of other concerned agencies, such as Parks Department, Major's Office and Health were also required. Our concern was chiefly limited to traffic impacts which were chiefly positive as areas of pedestrian circulation were considerably improved and enlarged.

3. From your perspective, how was this project intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to benefit the urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment? Describe how, if at all, these intended to be urban environment. The urban environment is a large to be urban environment. The urban environment is a large to be urban environment. The urban environment is a large to be urban environment. The urban environment is a large to be urban environment.

The Department of Transportation is owner of the City's streets and highways. We build and maintain them and decide how they are used: for general traffic flow, parking and sidewalks. In the case of Union Square we decided to convert roadway space to pedestrian areas, including space for Greenmarket. The crucial decision was the transfer of vehicular to market and pedestrian use. Manhattan is congested by cars, but it is also densely populated by people on foot who far outnumber the drivers of cars; our decision was democratic in the sense of favoring the majority. We have not changed our policy nor would do things differently now.

4. Describe any data you have that document the impact that this project has had on its surroundings and the people in the project area. Attach supplementary materials as appropriate. What have you observed of the project's impact?

In changing the alignments of street around Union Square the Department restricted free flow of traffic somewhat and forced vehicles into tighter space. Before and after studies show increased traffic intensity in the remaining street space, but enough roadway remains to allow what traffic engineers call reasonable "levels of service." We lost 74 metered parking spaces and some roadway, but we gained seven-tenths of an acre on the north side of the park. the final phase we will gain about a full acre more by closing parts of Union Square West and enlarging traffic islands east of the park. Traffic speeds, parking spaces and acreage are quantifiable; amenity is not quantifiable, but it is evident to all who use the park and Greenmarket in Union Square. Temporary street closings at 175th Street once a week have had no measurable impact other than a positive one of providing a very much valued pedestrian amenity.

5. What about this project would be instructive to agencies like yours in other cities?

Like Manhattan's grid of streets in relating to Broadway, every city has a certain number of unplanned intersections resulting from patterns of growth that superimposed grids of parallel and perpendicular streets on diagonal farm to market roads. For traffic flow these are often problems but for urban design they are opportunities. Barren asphalt can become productive green, but in doing this it is crucial to get cooperation from surrounding communities and to tailor new use of space to community needs.

It is also worth emphasizing that this kind of asphalt to green conversion is cost-effective when it supports an ongoing community enterprise such as a farmers market. It also helps the city show its interactive relationships with the surrounding agricultural region.

6. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that

Continued satisfaction of the local community. Evidence would be a continued high level of support for Greenmarket and continued perception of it as a magnet rather a blight in this area of Manhattan.

Continued reasonably good "level of service" on West 17th Street. Park Avenue South, and on the new loop street created on Union Square West between 15th and 16th Streets as a result of the closing of 14th to 15th and 16th to 17th Streets. Reduction of accidents on the streets adjacent to the park.

Finally a superbly beautiful space which everyone enjoys everyday, but especially on market day.

### **PROFESSIONAL CONSULTANT PERSPECTIVE**

This sheet is to be filled out by a professional who worked as a consultant on the project, providing design, planning, legal, or other services. Copies may be given to other professionals if desired.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Barry Benepe	Principle Planner Title		
Organization Barry Benepe FAIA APA		212 477-3220 Teléphone ( )	
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Signature

1. What role did you or your organization play in the development of this project?

I originally conceived Greenmarket in 1976; met with and obtained agreement from the Council on the Environment of NYC to act as sponsors; obtained funding from various foundation sources; located an initial site with the help of our funders, and with the help of Robert Lewis who joined me the year before, located farmers in the region who would participate.

2. From your perspective, how was the project intended to benefit the urban environment?

It was envisioned chiefly as a way of addressing the economic aspects of preserving farmland in the region, but by marrying this to the obvious dearth of good quality produce in the stores. Creation of the marketplace itself as a magical transformation of urban space was a secondary, unintended result which soon became the main accomplishment.

3. Describe the project's impact on its surroundings and on the people in the area. Do you have data that document these effects? Attach supplementary material as appropriate.

The immediate impact is one of a transformation from a normally noisy, polluted vehicle trafficked space to an oasis of guite where people move leisurely about, greeting each other, exchanging news, comparing vegetables, chatting with farmers about their families, their crops, their lives. The economic impact has been reflected in an average mid season price saving of 30% which has been consistent since our beginning (see 1978 tomato price comparison attached). Neighboring businesses have been positively impacted (See "Impact on Business" and related articles attached.)

**4.** What trade-offs and compromises were required during the development of the project? How did your organization participate in making them?

In some cases local sponsors prohibited sales of certain products such as baked products, plants, wine and jams in order to protect local merchants or their our programs. This hurt our program and we kept pressing to reinstate the policy of letting farmers sell what they grow. In one case we invited a Puerto Rican producer/seller into the market, but the market still failed for other reasons (see 5 below). In two cases a virulent organized group of residents fought proposed market locations, despite wide community support. In the interest of the larger project we avoided bringing such confrontations to a head. One market was lost due to an unresolvable conflict with management of an adjacent flea market.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

We started markets in certain locations at the request of local groups desperate for a reversal of an area's decline. They don't always work, especially where the prevailing income and use of fresh food are both low. The Cooperative Extension Service's nutrition education program helped with the latter and food stamps helped with the former, but not enough to provide sufficient demand for farmers to return. Now we concentrate in areas where there is evidence of significant demand though we have successful markets in areas of Upper Manhattan, Harlem, Brooklyn where there is a moderate income base. (See Union Square Secto-Economic Profile attached.)

6. How might this project be instructive to others in your profession?

As a planner my approach with Greenmarket was a "hands on" approach; doing it rather than writing about it. In fact my original proposal to the JM Kaplan Fund and to the Fund for the City of New York was simply to carry out a feasibility study for the City to do it. Both Suzanne Davis and Nancy Castleman said "you have to do it yourself through a non-profit sponsor." I would recommend this approach to other professionals: In fact many do but usually by becoming members of a development team.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

Stability, growth, physical improvements.

The markets must ultimately shape the spaces they use and influence the uses around them. The optimum scenario would be a dedicated, beautiful public place surrounded by low historic buildings, shops, restaurants and outdoor cafes with bathroom facilities for farmers, storage for the management, good signage and information kiosks, electrical outlets and plenty of places to sit and enjoy the surroundings.

Name_	Kent Barwick		Title President	e e e face e as elemen
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Address	457 Madison Avenue	NYC 10022	and the second of the second o	The second secon

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Signature VVV Jan

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1. What role did you play in the development of this project?

The former executive director, Margot Wellington, was an enthusiastic supporter of Greenmarket and initiated one of its first market place locations in Brooklyn as part of a downtown rejuvenation. In 1979 the Municipal Art Society awarded its Certificate of Merit to Greenmarket in recognition of "bringing together farmers and consumers in a combination of good taste, seasonal selection and creative capitalism for all concerned."

2. From your perspective, how was this project intended to benefit the urban environment?

By bringing farmers in direct contact with the urban consumers in the traditional marketplace setting it could not but provide a major benefit not only to residents shopping in the market but also to those living or walking nearby who could enjoy the presence of a real farmers market.

3. Describe the impact that this project has actually had on its surroundings and on the people in the project area. Include any data or supplementary materials that support your conclusions.

It provided a place of recreation and enjoyment when neighbors could meet each other and farmers for the first time and enjoy their surroundings in peace and tranquility. This conclusion was established by my personal visits and similar experiences by my staff, friends and acquaintances. It has also been supported by extensive radio, TV, newspaper and magazine publicity as well as recognition by other organizations in addition to ours.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them?

As with any such project in New York City numerous reviews and approvals were required and some were not obtained. Two local groups were particularly hostile and resistant and the Council on the Environment quickly and wisely backed off. Other than those two cases, the depth of support throughout the city has been impressive. I did not personally participate in negotiations, but my predecessor, Margot Wellington, did.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

Some individual sites were not successful, including one in Brooklyn we participated in. The problem with site selection is that every site has its drawbacks, but even inadequate sites will demonstrate success in a community with strong participation. If we were playing a similar role to that Margot played in Brooklyn, we would not promote a site that had deficiencies in both its location and its design.

6. What can others learn from this project?

A successful farmers market program requires vision, commitment, persistence and the ability to doggedly pursue practical goals while being a good negotiator. Barry Benepe had these qualities. The Council on the Environment backed him up. Many others of us pitched in and helped at crucial times along the way. A project like this requires a strong dedicated professional team. The Council on the Environment has this team.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

I would use the following criteria:

a. At least the same number of farmers still participating in the same or more markets b. Residents still able to get as wide a range of locally grown produce.

c. The transformation of the spaces has an enduring impact on the effected communities, either through the regular presence of the markets or actual physical improvements generated by presence of the markets.