# elizabeth street Garden

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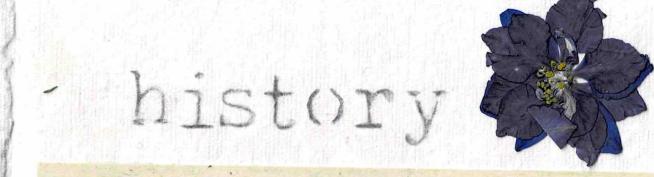
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Situated between Prince and Spring Street, Elizabeth Street Garden is a one-acre community sculpture garden located on the site of a former public schoolyard. In recent years, however, the future of the garden has been upheaved with a proposed redevelopment under the name of Haven Green. The project, first proposed by former Council Member Margaret Chin in 2012, and later accepted by the Department of Housing Preservation and Development (HPD) in 2017, would redevelop the garden into a mixed-use retail and housing development.

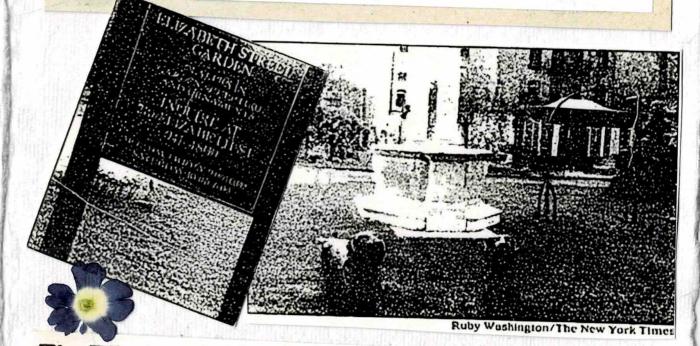
Recognizing the profound impact the affordable housing crisis has on seniors, with 15,684 reportedly on the waitlist for senior housing, the project would alleviate the burden for one of the City's most vulnerable populations. The seven-story building would consist of 123 apartments, and deeply-affordable apartments would be allocated for senior housing for a minimum of 60 years per the regulatory agreement. In response, community activists enlisted the help of local council members to block the City's redevelopment plan. The proposal has sparked fierce debate among gardeners, community members, and city officials as the demand for land and housing increases in the ever-changing landscape of New York City. Supported by literature, public hearing testimonies, and observation of 39th Annual GreenThumb GrowTogether Conference, my research will offer an in-depth exploration into all sides of the debate over the future of Elizabeth Street Garden and use the community-garden movement as a case study for the broader issues concerning open space, affordable housing, real estate, community activism, and environmental justice in New York City.



Here's a vacant lot full of overground grass, a couple of old cars, and that been sitting there for 10 years just going be waste. I thought I could make something beautiful out of it "- allan Reiver



Elizabeth Street Garden, adorned with neoclassical statues, is nestled among residential buildings in Lower Manhattan's North of Little Italy neighborhood. With a history of nearly 200 years as a public recreational space, Elizabeth Street Garden is a 1-acre plot with an interesting creation story. The space was founded by Allan Reiver, an antiques dealer and collector, who moved into the loft across the street in 1989. After noticing the adjacent destitute lot, Reiver approached Community Board 2 to express his interest in renting the property, which was owned by the city. In 1990, Manhattan Community Board 2 Parks Committee passed a resolution in favor of leasing it to Allan Revier on a month-to-month basis. The lease specified that the premises be used for "storage of sculpture and any as of right use", and that the tenant must vacate upon 30 days written notice from the City.



The Elizabeth Street Garden, a former vacant lot, was

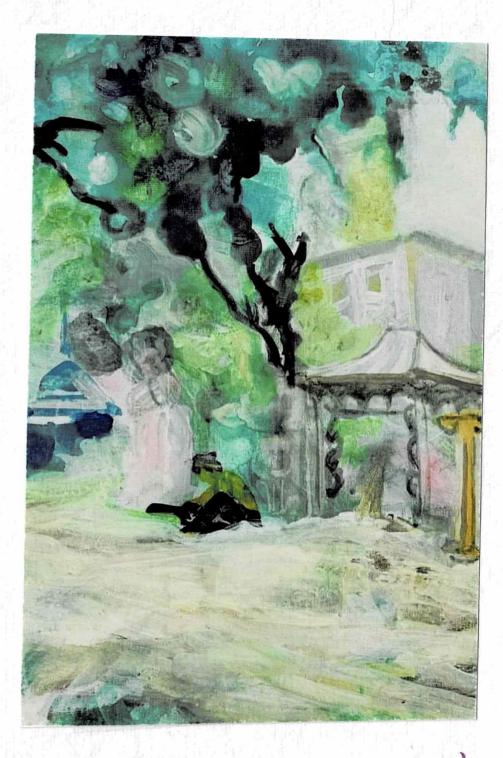
In 1991, the Elizabeth Street Garden was developed and created by Allan Reiver, as he filled the space with sculptures, rows of columns and an iron gazebo designed by the Olmsted Brothers.

Throughout the 1990s, Mr. Reiver used the space as an outdoor showroom for his gallery and the park was not open to the public.

In 2005, Reiver purchased the firehouse adjacent to the garden and relocated his business onto its ground floor; the garden became accessible to those who wished to enter through his gallery.

In 2013, Reiver learned that the city intended to build affordable housing on the garden's property. In response to the news about the city's plan, he worked with neighbors and supporters to quickly open the park's front gates, plant more greenery, and establish free public programs to become a full-fledged community garden, and volunteers started running it year round. Allan Reiver passed away in 2021 but his son, Joseph Reiver, executive director of Elizabeth Street Garden Inc., continues against the garden's destruction.

The garden is open to the public every day. It is run by local volunteers throughout the year, who organize over 200 free public events related to education, wellness, and the arts for all members of the community, including children and seniors.

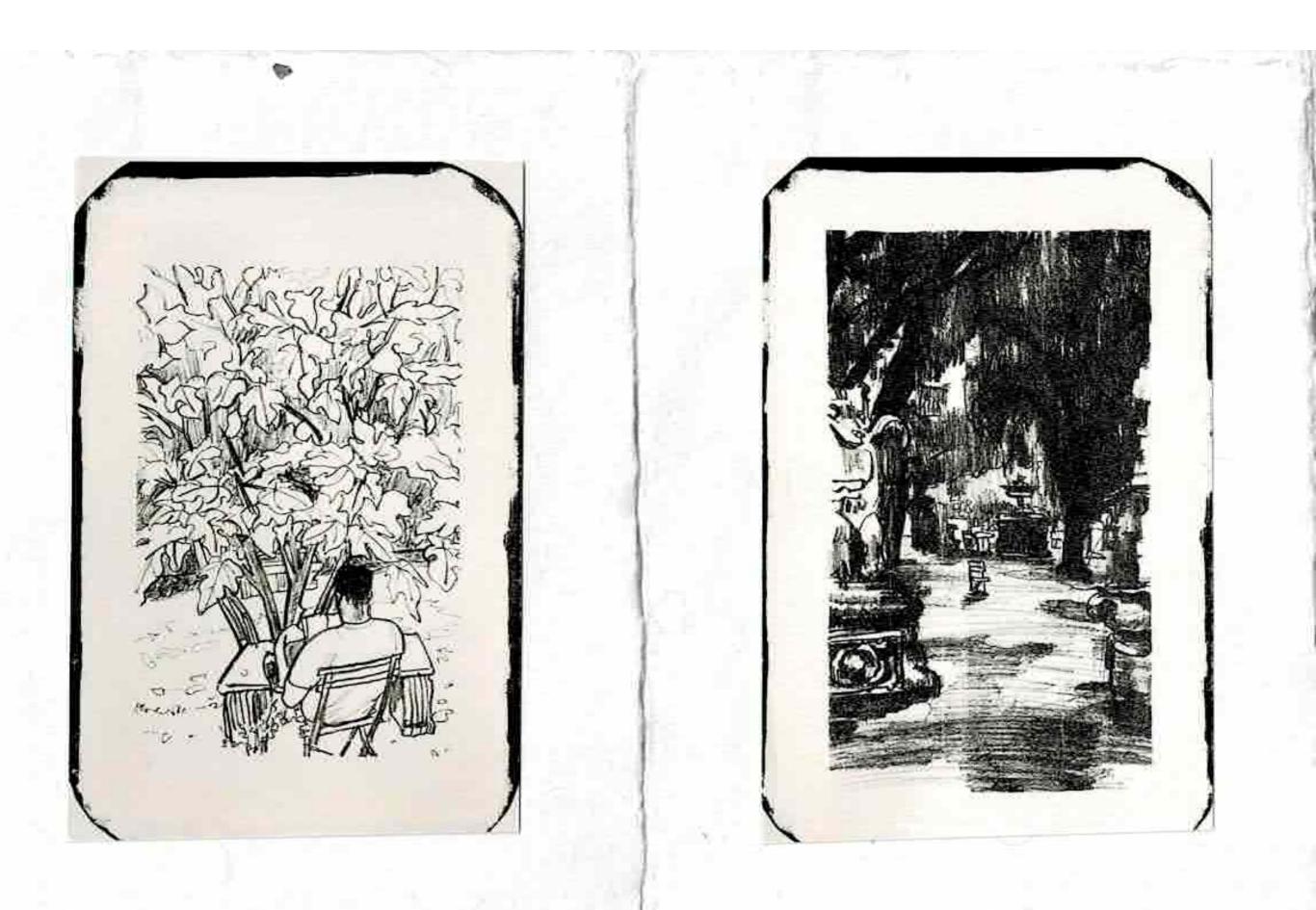






1990	The project site was leased to Allan Reiver for \$4,000 on a month-to-month basis by the predecessor agency of the Department of Citywide Administrative Services (DCAS)
1991	The Elizabeth Street Garden was developed and created
2005	Allan Reiver purchased the 1850 firehouse and moved his business into the ground floor. The garden was accessible to the public through the Gallery
2012	Ownership of the site was transferred, apparently without public review, from the Board of Education to New York City Housing Authority
2013	The New York City Council designated the garden as a potential site for redevelopment
2014	Friends of Elizabeth Street Garden, Inc. (FESG) was established, comprised of community members, volunteers, and supporters
2016	HPD issued a competitive Request for Proposals ("RFP") to develop affordable housing for seniors and publicly accessible open space on the project site
1	Elizabeth Street Garden, Inc., a separate nonprofit organization headed by Joseph Reiver, was incorporated
2017	Development team comprised of Pennrose, RiseBoro Community Partnership and Habitat for Humanity NYC was designated
2018	DCAS transferred the jurisdiction of the project site to HPD
2019	Communitý Board 2 voted unanimously to reject the edevelopment plan
7	Friends of the Elizabeth Street Garden filed a lawsuit, on the grounds that the city did not comply with the law and that it made errors in the project zoning review
2022	State Supreme Court Justice Debra A. James ruled that the City of New York had to undertake an Environmental Impact Statement





# community



"Membership populations range from highly diverse groups in terms of class, ethnic and racial backgrounds to more homogenous groups, largely reflecting the demographics of neighborhoods" (Hassell, 2002)

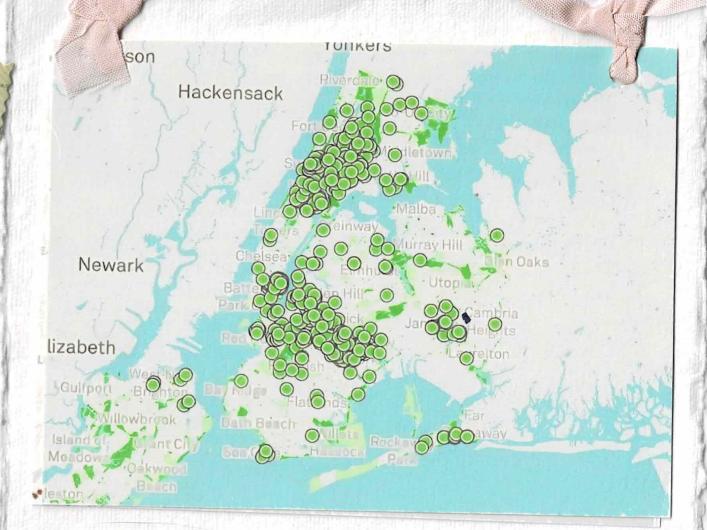
Beginning as a grassroots neighborhood revitalization effort, New York City saw an expansion of community-run gardens throughout the 1970s, in direct response to its fiscal crisis which led to the drastic decline in land value and resulted in the decay of vacant, city-owned lots.

These lots, often located in struggling neighborhoods, were later created, transformed and maintained by working class residents, serving as an urban oasis in areas with few parks and open space. Since then, the number of community-run gardens has steadily increased and, as of 2022, New York City is home to 554 community gardens operated by approximately 20,000 garden members and makes up over 100 acres of public open space. While there remains no demographic data about the community of community gardens, oftentimes, the community gardeners themselves reflect the areas in which the green spaces are situated.

Still, community gardens and gardeners have been joined in their constant battle against issues that threaten their access to the garden's land, with competing discourse leading to cultural clashes between volunteers and their perspective on the future of the city and the public realm.

Community gardens in New York City face an ongoing struggle against the threat of destruction due to the precarious nature of their leases from the city. The looming threat of destruction leaves these gardens in a state of perpetual vulnerability, highlighting the urgent need for stronger, more secure lease arrangements that recognize and protect the invaluable contributions they make to the city's social fabric.

"They are a racially and economically mixed group of people who have come together to make a community space, but in other areas, the gardening groups are more homogenous in racial and economic terms. To some extent, the gardeners reflect the neighborhoods in which they live" (Staeheli, 2002)

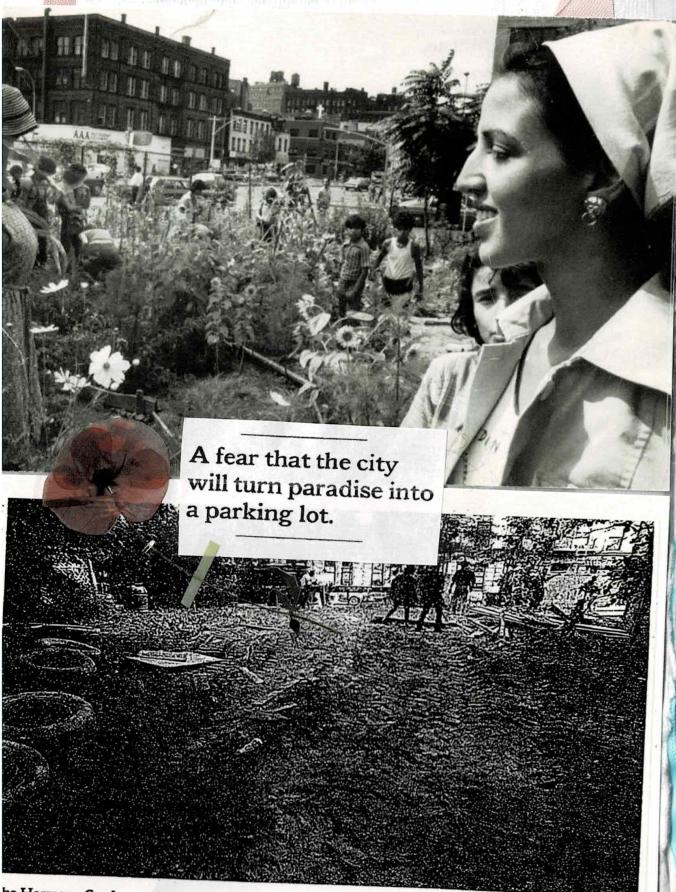


It is reported that 80% of the community gardens are located on City-owned land in neighborhoods which fall below the accepted acres of parkland per resident, with historic roots tracing back to racial residential segregation which affected predominantly Black and brown, lower-income neighborhoods.









Frances Roberts for The New York Times earby gardens were cleared from their sites to make way for new low- and middle-income housing. During the mid-1990s, New York City began a long and widely recognized battle concerning assertions of rights associated with property, housing, and public space through its actions concerning community gardens. Different visions on the future of New York City would create conflict over guaranteed access to the city and the public realm, as community gardeners joined together to confront the increasing privatization of community gardens in the neoliberalization of urban space (Peck and Tickell, 2002).Under the administration of Rudolph Giuliani, the Mayor's Office and the HPD targeted over 100 community gardens for auction and redevelopment. The main argument echoes the one used today-the City is experiencing a housing crisis and must develop 'vacant' lots. Garden advocates did not deny the existence of a housing shortage but instead argued that "housing and gardens are complementary elements of a healthy city".

The city, dismissing the long-term use value of green space and decades-long efforts of neighborhood revitalization by community gardens, fueled the narrative that these public spaces were simply available real estate and its intended future use was entirely under its jurisdiction. As community gardens are located on plots of land that are owned by the City, legally, the leases include provisions which state that garden uses can be stripped away given thirty day notice. Such is indicative of the precarious nature of community gardens; The gardeners are granted temporary usage of land and must guickly adapt until more economically productive uses present themselves. The political discourse argued that the shift into privatization was a natural play of the market. As such, public rights to community gardens were redefined to serve the private interests of housing developers and others who seek to expand the profit potential of the urban landscape (Smith & Kurtz, 2003). The question of who is able to claim a right to the city remains unresolved.



"Two sets of arguments have been at the forefront of the struggle for community gardens. The argument advanced by the city administration is the need for housing. The other revolves around the notion of environmental justice advanced by community garden activists and greening groups" According to Gottdiener and Hutchison (2010), while economic, political, and social institutions create and recreate urban space, the meaning to these spaces is created by local residents. Public spaces are not fixed entities, and as such, are constantly reconfigured by the social relations that take place there.

Conflict over rights often resolves itself into conflict over geography, as the Supreme Court's evolution of public forum doctrine has made plain. Space, place, and location are not just the stage upon which rights are contested, but are actively produced by – and in turn serve to structure – struggles over rights .... In a class-based society, locational conflict can be understood to be conflict over the legitimacy of various uses of space, and thus of various strategies for asserting rights, by those who have been disenfranchised by the workings of property or other "objective" social processes by which specific activities are assigned a location. In this sense, locational conflict is often

symbolic conflict, in that the conflict is waged through the deployment of highly symbolic actions. (Mitchell, 2003, p. 81)

The Right to the City: Social Justice & the Fight for Public Space (Mitchell, 2003) Public Spaces: Times of Crisis & Change (Teixeira-Lopes & Hutchison, 2006)

The control of public space has emerged as a central dimension in the reconfiguration of the metropolitan region. Public spaces become a keyissue in the renewal of historical centers, the attraction of affluent social classes to the city (which plays a strategic role in gentrification processes), the expansion of global tourism, and in the production of a cosmopolitan image in competition with other cities. The the sites of class struggle and contestation of neo-liberal programs automotion that have dramatically altered the lives of millions of persons. In adda wse and representation of public space is shaped by the prominence way everyday life, routines, celebrations, and rituals. Public spaces and paces in the Importance of spatial anchors within the city, and shows that these something more than a geometric concept, or a simple container without contents (an absolute space, centralized, and homogeneous).

#### BENEFITS OF COMMUNITY GARDENS

-beautifying the landscape -improved mental and physical health -food security and resilience -access to fresh, nutritional foods -environmental sustainability -create social cohesion and improve community building -mitigation of the urban heat island (UHI) effect -community engagement and empowerment -environmental education and awareness

"A growing body of literature attests to the diverse benefits of community gardens. A national survey conducted by Kansas State University horticulturists, at 46 different sites around the country indicated a range of quality-of-life benefits associated with gardening by the respondents, including improved self-esteem, social engagement, and psychological well-being. Many studies report general health benefits as well as benefits specifically to children in urban environments. Other studies report links between community gardens and dropping crime rates"

### PROBLEMS ENDEMIC TO ALL GARDENS

-control -ownership -organization

"Certain problems plague all community gardens to different degrees. These problems mostly revolve around issues of control, ownership, and organization. Such conflicts are then played out in the domains of racial and ethnic divisions and gender role conflicts. They become further exacerbated when individual gardens have to compete against others in the same neighborhood for the support of the community board, for all that such support has been shown to be relatively meaningless in the face of concrete interest on part of a developer

A key issue is access. For smaller gardens this issue is not such a problem; generally these spaces are open, as long as members are in it... In other gardens members and an extended group of individuals have keys, while the gardens remain closed to people on the street"

## THE AFFORDABLE HOUSING CRISIS

The affordable housing crisis in New York City has reached alarming proportions, posing significant challenges for residents. The crisis has particularly affected vulnerable populations, including seniors, people with disabilities, and marginalized communities. Gentrification and real estate speculation have exacerbated the situation, displacing long-time residents from their neighborhoods and contributing to the erosion of social cohesion. The lack of affordable housing has also led to a surge in homelessness, with thousands of individuals and families living in shelters or on the streets.

Efforts to address the crisis have been made through initiatives like the creation of affordable housing units, rent stabilization measures, and inclusionary zoning policies. However, the scale of the problem requires sustained and comprehensive action, including increased investment in affordable housing, stricter regulation of rent increases, and the implementation of equitable housing policies.

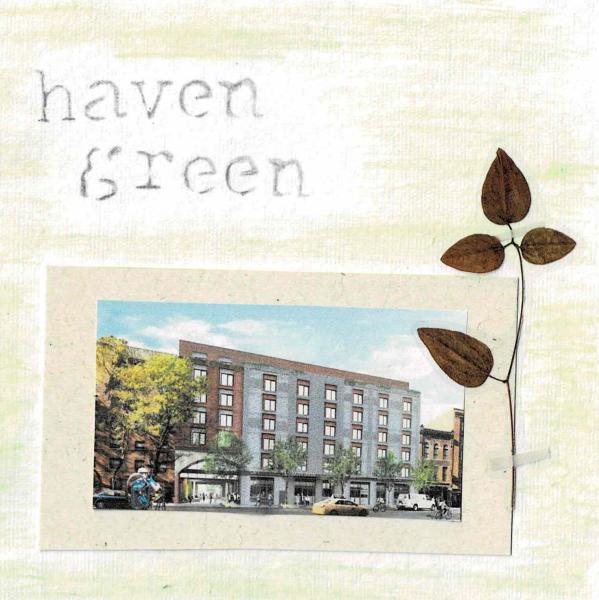
As reported by Live On NYC...

• The average estimated time spent on affordable hourong litts os currently 10.6 years. • An estimated 200,000 seriors we on waiting losts for affordable housing throughout New York City.

\* as of 2017







Haven Green, the project planned on the property of Elizabeth Street Garden, is the City's response to the affordable housing crisis. The seven-story building would consist of 123 apartments, with deeply-affordable apartments allocated for low-income senior housing, with thirty-seven apartments for seniors who have been homeless, for a minimum of 60 years per the regulatory agreement. The plan would also include 15,000 square feet of retail space, and roughly 8,000 square feet of privately-owned, public open space. The City will sell the land to the developer team Haven Green for \$1.



## DEVELOPERS

Pennrose - in charge of project management, securing financing, and overseeing design and construction. Recently secured a \$117.4 million loan for an affordable housing portfolio in Bushwick. Their mission statement claims they wish to increase "development aspects in a way that exemplifies quality while creating value in the short- and long-term".

RiseBoro Community Partnership - in charge of connecting vulnerable residents to support, such as affordable housing. The Haven Green webpage states RiseBoro's model centers around "holistic community revitalization by developing neighborhood assets."

Habitat for Humanity New York City - in charge of public outreach and community engagement. The non-profit developer and housing justice organization seeks to "build a more equitable New York by creating, preserving, and advocating for, opportunities for families and communities." The tools utilized for this mission, as per their website, are: non-profit developers, community land trusts, limited-equity co-ops, and rental-to-ownership conversions. Despite Haven Green's 60-year lease agreement on affordable housing, as well as the demolition of an educational green space, the non-profit indicates that they want to create infrastructure "for equity with benefits that span generations and increase the wealth, health, and education of our communities."

## CONCERNS

Supporters of Elizabeth Street Garden have raised significant concerns regarding the development of Haven Green, particularly regarding the temporary affordability of housing units on high-value land in a prime real estate area. Supporters of the garden argue that building affordable housing in such a desirable location does not address the city's broader affordable housing needs. They argue that focusing on high-value land perpetuates the cycle of gentrification and fails to provide affordable options in other, less expensive neighborhoods where they may be more urgently needed.

Furthermore, some supporters contend that the Haven Green project does not adequately preserve the essence of the Elizabeth Street Garden. They argue that while the development proposal includes a small green space, it does not compare to the size, character, and ecological value of the existing garden.

Several alternative sites have been proposed for the construction of Haven Green in an attempt to address the concerns raised by opposers of the Elizabeth Street Garden development while still providing much-needed affordable housing options in the city; The most popular alternative proposed is a city-owned gravel lot, located at 388 Hudson. However, supporters state that the City has not sufficiently investigated the site as an alternative and instead, has pushed for construction on the site of Elizabeth Street Garden. Proponents of Haven Green along that New York City is facing a housing crisis, particularly for seniors, and that the proposed development would provide much-needed affordable housing. They also argue that the garden is an underutilized space and that the new development would benefit the community by creating a new public space, as well as providing housing for seniors. Former Councilmember Margaret Chin and Manhattan Borough President Gale Brewer both supported the redevelopment despite opposition from community members, the local community board, state Senators and Assembly members. Chin's major argument disrupts the garden as a public amenity, challenging the narrative that the garden was a longstanding public space, stating: "It was never open to the public until they heard that the site was going to be designated for affordable housing."



protest

Opponents of the project have proposed alternative sites for the affordable housing complex, but these proposals have been diamissed by the developers. The controversy surrounding Haven Green has sparked heated debate within the local community, with some arguing that affordable housing is urgently needed, while others argue that it should not come at the cost of destroying a valuable public space. As of now, the fate of Elizabeth Street Garden remains uncertain, with the outcome of the ongoing legal battles between the developers and opponents of the project yet to be determined. Nancy Senni/The New York Timeri

loars dragged demonstrators from where they had sat down on West pet yesterday to protest the auctioning of land now used for gardens.



## undreds Rally to Save mmunity Gardens

for the second day in a row, sev-I hundred people gathered yester. 10 protect the unperding auction of for a rally in the hopes of saving more than 100 city preperties now city's community gardens from auction block

learly 300 people took to the sets of the East Village, where idents have taken a number of va- gown in the read and blocked traffic t lots that were once strewn with sh and turned them into gardens. Saturday, 596 gardeners gathered Dug were all charged with disorder-lryant Park to listen to the folk by conduct, issued summaries and ter Pete Serger.

he gardeners are protesting the liani administration's plans to be- Streets sotside of Burough of Man- ant is the Soake in Our Garden of auctioning the city-owned lots I month to promote housing and nomic development.

ight people were arrested at yes-lay's rally, said Detective Robert ruel, a police spokesman. Seven e charged with disorderly cont, and an eighth was charged with irderly conduct and resisting ar-, bè said

BY DAVID M. HERSZENHORN With performance art, musical mudleys and a sut in, hundreds of demnnitrators closed down a one-block stretch of Chembers Street m these Manhattan yesterday evaning Police officers strangled to contain the motiny but peaceful crowd, which included some pestile dressed at fowers and plants, and arrested 63 of the demonstrators after they sol during the evening this and Destri- ing. tive Joseph Pentuagelo, a spokesman for the Police Department

rielenand, he said. The demonstration began about 5 Human Community College. It was tensed to coincide with a briefing Being Pools in a sedent wills briuter by the Department of Caywide Adminstruction Sarviese to give prelimi-

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care center. Critics have said City that has not made clear the criteria necessary to save a garden.

Yesterday's protost began with performance pieces acted out by demonstrators wearing flower motif. containers and ratinted facon. After the performances, other demonstrators three hundreds of red roce petuls over a growing cruwd. The performers and the crowd then swarmed west on Chambers Spect toward the main outrance to the collogs, where other demonstrators were already marching and chunt-

The central quarkly increased to more than 500 as the demonstrators - shouting "Save the gardens?" and See the auction!" - sets joined by students enverging from classes at the college and other passers-by P.M. at Greenwich and Chambers Some carried signs that rend, "Gull-Eden

At about 5:50 P.M., mr a raging band of trombones, trampets, harmimicas, drumis and cyttibals played foulty, and some murthers clauged new bells, more than 50 of the protest-Some of the protestors descured are pushed out into the weathound the Giuliani administration for movy lane of Chambers Street and sat ing to sell the gardens at a time when down. Police officers immediately the city was experiencing a record surrounded them with barricodes, budget surplus of more than 32 bil (reditiveted traffic and brought in staatic hundculfs and palice stant. As the police began arresting dom-

mulrators, a duren or to marched toward the western and of Chambers Stroot and tried to block traffic an West Screet. They were suittly mentant back detto Chambers Street LOCAL NEWS ----

Little Italy Residents Rally To Save Elizabeth Street Garden

## American Access

## **Board Protests Affordable Housing at** Elizabeth Street Garden

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## Protesters Gather at City Hall to Preserve Elizabeth Street Garden

The rally was broanized in response to development plans announced last week.

## Elizabeth Street Garden Supporters Plan Protest at Mayor's Gym

## THE NEW YORK TIMES, THURSDAY, JUNE 20, 1991

## Garden Nourished by the Profit Motive

#### VELAINE LOUIE

Elizabeth Street Garden st week, the neighborhood an pasis. And Allan Reiver Shapiro acquired a 22,009 showroom for atuary and ornaments 10 pieces are now on display arden, which had been a d lot filled with the usual tritus. And 200 more founches and chairs are shown eiver's and Mr. Shapiro's

Elizabeth Street at No. 210 (between Spring and Prince Streets). The indoor gallery opened in Au-gust, but it took Mr. Reiver nearly a Reiver nearly a year to arrange with the city to lease the lot, at \$4,000 a month. Mr. Reiver, who was a real-estate lawyer in Denmoving to Manhattan in

ver before 1988, and Mr. Shapiro also got the approval of Community Board 2. approval of Comm We've created a parklike atmosphere so people can see the statuary as it's supposed to be used," Mr. "From the gravel roadways, every thing can be lifted and placed by a 30 "If we're in the garden Reiver said. loot crane without ruining the sod, we're open for people to come in and wander through it."

The owners also have the right to ask anybody to leave. The lot, is fenced, is locked when no one from the gallery's staff is there: the gal-lery is open from 9 A.M. to 6 P.M. Monday to Friday, and 10 A.M. to 6 Monday to Finally, and to Final to o P.M. Saturday. Pear, maple and flowering cherry trees are planted in the garden. Birds chirp. Gravel paths intersect ex-panses of lawn. The design is quite practical.

**Reiver** said

maids around a hippopotamus. The men, armed with spears, are about to attack the hippo. A fountain sculp-tured by Henri-Léon Greber in 1910 is priced at \$1.1 million. The design is quite practical.

Green

There are also less expensive items, including cast-iron jardinieres for \$750. Of course, sitting in the garden costs nothing.

along the northern border, while

cast-iron gazebo, its frame shaped

garlands of vines, provides shade.

four human-size mermen and

Among the ornaments for sale as

## They Had a Plan to Save Their Sol Garden. It Backfired.

The New York Times

Despite a bid to protect it from a contentious rezoning plan Elizabeth Street Garden will be replaced by housing units.

But the city has not yet attempted to remove the limestone lion statues, granite balustrades and rose beds that characterize the space, and a lawsuit continues, arguing that the city violated its zoning laws and failed to adequately consider the potential adverse environmental impact of its redevelopment plan for the garden.

"They do not have to destroy the iconic Elizabeth Street Garden to build senior affordable housing," said Norman Siegel, a well-known civil rights attorney and the former executive director of the New York Civil Liberties Union, who represents the nonprofit that runs the garden.

The placement of Haven Green on the functioning garden site actually creates the debate necessary to upend the notion of what constitutes public space, open space, and even office space. As Haven Green purports to be a "model for future development," this project could redefine what public space is in this city.

It's uncl In spite of this fierce debate, both sides were still Garden asking the same question: Why can't we just have which i the Tin both, housing and garden? tear do

In order to have both housing and a true public space, Community Board 2 pitched an apolitical plan to build Haven Green on an alternative site that would provide more housing within the same community board.

\*All that remained was for Councilmember Chin to initiate negotiations and compromise. That didn't happen. Instead, a "build affordable housing everywhere possible" slogan emerged for the Councilwoman's 2017 re-election campaign. Chin had reverseengineered a city-wide urban planning policy out of a need to justify the destruction of the garden and squash the community-led plan for having the two elements-housing and garden-on separate sites.

The insistence by garden advocates to build more housing on the alternative site and preserve the garden in its entirety is based on the reality that housing preference is governed by community board boundaries, not by Council District. Had their communityled plan been put into action when it was initially proposed in 2015, seniors would already be living in new apartments. And the city would have Elizabeth Street Garden as a fault in the dissonance capitalize on public amenities /acant or underg have given doubts as to why a unlimited license to demolish older between the city's supposed prioritization of affordability and its In a broader sense, the garden's supporters find there are market-rate housing, uxury developers practically actions. For much of the While other city-owned conversions into marketable apartment he

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at leased by Elizabeth Street Garden.

h options are plainly evident, t has riled up familiar debates, meetings and public pleas for website has a built-in pop-up

> contains avoid the rezoning plan

hollow pledges and loopholes that will allow developers to say activists some local officials and creating affordable units

But

neighborhood that has evolved from an artists' enclave into a chic

luxury high-rises, many residents say

rezoning, which many argue will change the character of a

from the city. It became a symbol of residents' fight against the

crowd the skyline with more

Will

The rezoning

shopping district.

eloper ovide ome 3 Vew York's proposed replacement of Elizabeth Street Garden with affordable housing sparks difficult debate

Time to Let the Elizabeth Street Garden Go

fter Councilwoman Margaret Chin pushed the city to build affordable ousing on the site, Reiver formed a nonprofit to represent the garden and pened it for more public events, like poetry readings, concerts, and yoga asses. But as Chin pointed out to *Curbed* in 2019, the garden was rarely pen to the public until it was threatened with eviction: "Members of ommunity Board 2 came to my office, sat down with me, and gave me the istory from their perspective. One of them told me, 'Margaret, yeah, it was lways locked. But if you go to the gallery, and if the gallery owner liked you, e would let you go to the garden through the back of his building."

the community-garden movement is really a product of another time in w York's history, when the city and its needs were very different. Gardens ung up as a fresh solution to the vacant, trash-strewn lots of a blighted, oopulated 1970s-era New York. Many but not all on city-owned lots ere's a patchwork of arrangements and structures), and most sit on sites ere housing once stood and should, arguably, stand again. (The Elizabeth eet Garden's site is part of a long-gone public school's footprint; most of it lot was redeveloped in the 1980s, and what's left was approximately the noolyard.) Which is what the city always intended. As a Times article from 16 put it: "Community gardens on city-owned land were never assured rmanence. From the beginning, they were mostly meant as placeholders: urdeners generally contract with the city as stewards, not owners, of the ighted lots, an arrangement codified in the late '70s." Elizabeth Street is a lative latecomer to the movement.

s unclear whether the city will actually be able to evict the Elizabeth Street urden at the end of the month - its defenders filed a lawsuit in 2019, nich is still working its way through the courts. Before he died, Reiver told e Times that "a building will never be torn down for a garden. But if you ar down a garden, it's gone forever." If the garden prevails in court and is eserved indefinitely, it will mean that the city's ability to build housing on the near and so are the people who would have lived there.

to retain an unbuilt York's housing waitlists. portion of the 200,000 garden's by prolific 's need for proposed Haven to the Led sympathetic ghborhood. units to a zens that now sit on New use, are adamant that the letimes outwardly ennrose, affordable central housing se and



"A critical component in the history of community gardens in New York City is the media. Initiatives on the Lower East Side and other areas of New York City in support of community gardens take their struggle into the public realm and into the streets. They consciously draw on the media as an organizing tool and as a means to convey their message. At the same time garden activists have carefully monitored the media, immediately reacting and responding to any actions by the media that have the effect of marginalizing and trivializing community gardeners and their struggle"

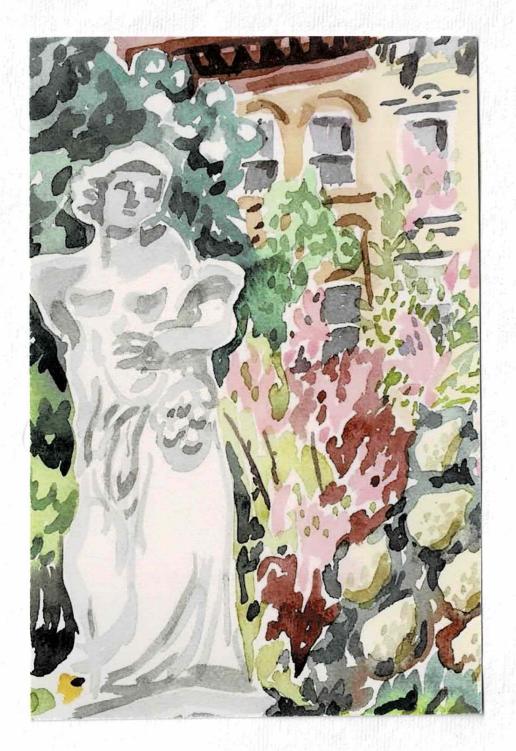
media

"The history of activism and struggle on behalf of community gardens in New York City has been characterized by a constantly shifting playing field of action and allegiances. In part this is a reflection of dynamics internal to such coalitions and power struggles among them; in part the shifts reflect successes that bring other actors on board. Finally such shifts occur in the context of political and economic developments in the city administration and also at a wider level"

"Mayor Giuliani has told community gardeners that they were not living in a realistic world and were 'stuck in the era of communism'. City press releases referred to the community garden sites as being "among the last unimproved, derelict, and vacant lots in their communities." In reaction to this stance as well as in reaction to activism, the media and politicians have forums informs the literature on the politics of scale in several ways. The framing tactics that were used to shape the spatiality of the political conflict, through mainstream media sources, press releases, City Council meetings, demonstrations, and the like, highlight an important linkage between Delaney and Leitner's (1997) notion of scale as a way of framing reality and Cox's (1998) concept of scales as networks of associations. The mayor's framing of the issue as a zero-sum contest between community gardens and affordable housing seemed intended to undermine associations among activists. The framing of the threat to the gardens as a threat to quality of life in the city at large opened valuable opportunities to expand the network of associations that made up the orden coalition. The even broader framing

"Two sets of argument have been at the forefront of the struggle for community gardens. The argument advanced by the city administration is the need for housing. The other revolves around the notion of environmental justice advanced by community garden activists and greening groups"

"Activists argue that generally the city administration's efforts to release lots for development have nothing to do with making up for a lack of affordable housing. Instead, these efforts facilitate the construction of market-rate apartments. Accordingly the "housing versus garden" argument is fallacious, based on a misrepresentation of facts with regard to housing, sites available for construction of housing, and the type of housing construction that has taken place on sites that formerly had contained community gardens. Activists further argue that such a justification is advanced without consideration of the context - both in terms of environmental justice and in terms of the social and economic factors in the neighborhoods most affected by the elimination of community gardens. Activists argue that the city administration's portrayal of the matter as a question of either housing or gardens is misleading and that housing development plans could and should incorporate the need for community-controlled green spaces and gardens"



"Most of the community garden sites were at one point in time housing sites ..... I definitely use the word 'Cityowned' when I think about them. I definitely think of them as 'City-owned, designated for housing." (Inter-

view, 27 April, 2001).

"The central argument advanced by the city administration as rationalization for actions vis-a-vis community gardens is the need for housing. The media has largely echoed this argument, equating the existence of gardens with the dearth of affordable housing."

Activists argue that generally the city administration's efforts to release lots for development have nothing to do with making up for a lack of affordable housing. Instead, these efforts facilitate the construction of market-rate apartments. Accordingly the "housing versus garden" argument is fallacious, based on a misrepresentation of facts with regard to housing, sites available for construction of housing, and the type of housing construction that has taken place on sites that formerly had contained community gardens. Activists further argue that such a justification is advanced without consideration of the context - both in terms of environmental justice and in terms of the social and economic factors in the neighborhoods most affected by the elimination of community gardens. Activists argue that the city administration's portrayal of the matter as a question of either housing or gardens is misleading and that housing development plans could and should incorporate the need for community-controlled green spaces and gardens"

negotiated process (Herod 1991). Andrew Jonas (1994, 258) noted that, in framing alternative conceptions of the substance and spatiality of a given struggle, the tendency is for dominant political actors to exert control over weaker actors by confining their activities to "a manageable scale," whereas subordinated groups "harness powers and instrumentalities at other scales" in an effort to overcome the containment strategies of more powerful political actors. At the outset of this

"The urban world is perceived as negative, polluted, filled with asbestos and other harmful agents; in a social and economic sense, it is perceived as destructive and exploitative, alienating and impersonal. However, the concepts and the language used on behalf of initiatives to protect community gardens involve notions of linkage rather than the desire to create a separation between gardens and the city. Activists and gardeners portray these spaces as playing an important role within the city, making a meaningful contribution to city life on many levels. Instead of drawing up a metaphorical wall between intrusive and polluting city surrounds and community gardens, activists portray gardens as cleaning and transforming, as reaching out, as constructively spilling over in their diverse beneficial effects on many levels of life in individual neighborhoods and the entire city-- environmentally, socially, and culturally"



## March 13, 2019

The City Planning Commission scheduled March 13, 2019 for a public hearing on the application (C 190069 HAM)

The applicant team and an additional 14 people spoke in favor of the application, and 19 people testified in opposition.

REPRESENTATIVE from COOPER SQUARE LAND TRUST & COOPER SQUARE MUTUAL HOUSING ASSOCIATION: Representative testified in favor of the application, citing statistics that reflect the severe shortage of senior housing, the need for buildings which feature a modern elevator, and Community District 2's responsibility in increasing the city's housing.

**EXECUTIVE DIRECTOR of COOPER SQUARE COMMITTEE:** Testified in favor, acknowledging that the area is underserved by open space but argues the lack of affordable housing is a more severe issue.



**IOUSING ADVOCATE:** Testified in favor of the application, noting that seniors' housing needs are "invisible and neglected". **IAVEN GREEN ARCHITECT:** Testified in favor, noting that the application features a publicly accessible open space.

EXECUTIVE DIRECTOR of the STONEWALL COMMUNITY DEVELOPMENT CORP: Setified in favor, emphasizing the dire need for affordable nousing units dedicated to seniors.

**CEPRESENTATIVE** from **UNIVERSITY SETTLEMENT:** Testified in favor, noting the need for senior housing, senior services and eviction prevention.

EXECUTIVE DIRECTOR of INTERFAITH ASSEMBLY ON HOMELESSNESS AND NOUSING: Testified in favor, commending the application for its dedication to provide affordable units for formerly homeless seniors who could spend their last years in "safety and security". REPRESENTATIVE from OPEN NEW YORK: Testified in favor, noting that the plan addresses the city's housing shortage, housing inequity, and senior homelessness.

**CEPRESENTATIVE from HPD:** Testified in favor. **CEPRESENTATIVE from the HABITAT for HUMANITY NYC:** Testified in favor.



VOLUNTEER from FRIENDS OF ELIZABETH STREET GARDEN: Testified in opposition, highlighting that the garden provides events and programming, stressing that inconsistent access to the space is largely due to its heavy reliance on volunteers.

**REPRESENTATIVE from ELIZABETH STREET GARDEN, INC.:** Testified in opposition, speaking about the history of the space, current programming, and the organization's vision.

**REPRESENTATIVE for a NEW YORK STATE ASSEMBLY MEMBER:** Testified in opposition, arguing that housing and the need for green space are unfairly pitted against each other, and argued the City to explore the alternative proposed site (388 Hudson) more seriously.

REPRESENTATIVE from the ALLIANCE FOR A HUMAN-SCALE CITY: Testified in opposition, stating that open space and housing needs should not compete and that the City needs to explore 388 Hudson Street as an alternative housing site.

REPRESENTATIVE from COMMUNITY BOARD 2: Testified in opposition, noting that Board's resolution.

REPRESENTATIVE of a CITY COUNCIL MEMBER: Testified in opposition, noting that "living around nature should not be a luxury".

SOHO RESIDENT: Testified in opposition, raising concerns about the environmental review documents.

LOCAL RESIDENT and HER DAUGHTER: Testified in opposition, noting the need for open space, especially to younger generations. RESIDENT of NEIGHBORING BUILDING: Testified in opposition, arguing that neighbors rely on the space for recreation and wellbeing, and raised issues with the participatory design process.



What happens when the dollar value of a benefit is underestimated, unknown, or impossible to calculate? Do we lose the twenty gardens... to sixty townhouses because the value of (their) biodiversity is not possible to calculate in dollars, and the benefit of tranquility to the gardeners is estimated to be 1/1000th of the return on the development project?

-Hyne, 1996, p. 160

he public hearing on March 13, 2019, is representative of the onflict between affordable housing and the need for green space in rban planning and development. As expressed by the speakers in upport of the application, there is a pressing demand for affordable ousing, especially the vulnerable senior population, as they struggle o find adequate and affordable shelter. On the other hand, the need or green space is equally important for the overall well-being of esidents and the sustainability of cities. However, finding a balance etween these two priorities is often a delicate task, as the scarcity f land and rising property values create constraints.

Taren Schmelzkopf's article titled "Incommensurability, Land Use, and he Right to Space: Community Gardens in New York City" explores the complex issues surrounding community gardens in urban areas, pecifically focusing on New York City. She argues that the struggles ltimately concerned the right to space, or "the right to the city" nd about the right to be a part of the public. The concept of ncommensurability is highlighted, referring to the inherent tension etween different values associated with land use. In her own words, chmelzkopf writes: "The city, operating from the perspective of ntrepreneurial governance, claimed that the gardens represented a oss of exchange value and potential housing. I contend that more was t stake: the gardens and gardeners represented a threat to the egemonic project of the government to maximize exchange values and to eautify and sanitize the city. I also argue that the issues of ommensurability and narrative were critical to the conflict. The city sed the rhetoric of a market economy paradigm to dismiss ncommensurable use values, thus restricting rights to the city within demonstration of power and 'reason.'"

Garden Legends: Get into the Weeds with the Community Gardeners who Grew a Movement

ZONIA (La Isla Youth) DRTIZ (Community Garden) BRONX SHANA GLADDEN ENA Mc PHERSON (TRANQUILITY FARM + T<sup>&T</sup> VERNON COMMUNITY GARDEN, BROOKLYN) MAVA WORLEY (JOSEPH DANIEL WILSON MEMORIAL GARDEN, MEMORIAL GARDEN,

ORTIZ: "I live in one of the poorest neighborhoods in New York City. The neighborhood that I live in, I grew up there from three years old so most of the kids there, I know their parents or their parents know my parents. So to **keep the kids from going in the wrong direction** to those things [caught up on drugs, dropping out of school, unmotivated] that we don't want them to go to. I brought them in [to the garden] to let them see that you have the ability to be more than just on the corner or unemployed or not getting a high school diploma or going to college"

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## ALTERNATIVE PATHS

GLADDEN: "My experience growing up in the garden... it gave me a sense of community, it taught me service to my community. And those are some of the things that I want to be able to give back to the kids that are coming in now."

## EDUCATION

NIBBELINK-WORLEY: "We are here to revitalize a great community. There were these horrible vacant lots across the street where I lived. I got in touch with the Green Guerillas and slowly we started cleaning it up. Then a year later, we got in touch with GreenThumb. They had a program, the Community Volunteer Corp (CVC), run by the Department of Youth, and they were wonderful people who helped us haul loads of stuff off those vacant lots and planted our first seeds. On the day we went to plant, I said to them 'Look, we have to get everybody on the block to plant one thing"

McPHERSON: "I moved into a community that I felt was really on its knees and I saw an opportunity of using gardening, horticulture to build community. Young people come into the garden and you give them something to do in the garden so that they have a sense of ownership"

## INTERSECTIONS OF HEALING

WORLEY: "We wanted to demonstrate some type of engagement in the community. Lots of people would ask us, 'What are you trying to do? Clean up the neighborhood?' as if that were a bad thing. Now they really see their investment growing in the community"

COMPARED TO WHEN YOU FIRST STARTED. HOW IS IT BETTER NOW AND HOW DOES IT NEED TO CHANGE?

NIBBELINK-WORLEY: "What still needs to happen? Speaking to New York City...One thing...going to our license. There is a clause in the license which says 'notwithstanding all of the above' ... words to that effect. The commissioner at will can take back the garden. I, and a few other people, feel quite strongly that we have to be able to change that clause. It needs to be qualified. What would constitute whatever that would make the commissioner decide that the community garden has to go? It seems like it negates the positive aspects of the license... You know, returning the licenses to leases because it gives the people, the volunteers in the garden more autonomy."

WHAT DO YOU THINK ABOUT INCREASING DEVELOPMENT OF VACANT LAND, LACK OF EMPTY SPACE FOR GALDENS AND HOW CAN WE GO ABOUT CREATING NEW GARDENS? WHAT HAVE YOU LEARNED ABOUT HOW TO CHALLENGE LAND-GRABBING? future

ORTIZ: "I have one developer tell me 'Oh, we could get that land to build here.' And I am like, no you can't ... 'Well, why can't we?' I said, 'Because we are parks so you need to go look somewhere else.' Sometimes, it is people in the community that don't fight or they fight but they feel like they're not being heard so it doesn't encourage them to stick with it. It's not just about land, it is about money. It's always about money. The word 'land' is just put in place for the word 'value' or the 'equity'"

McPHERSON: "Developers - you're the scourge of the land. You know they want our property and we, as gardeners, have to make sure that our sites are really looking fine because if the sites are not looking attractive, and it doesn't look like it is adding value, they then say 'Well, what is our reason for existing?' In our neighborhood, developers are buying up all the houses and they think they can get our gardens ... You see that leaf? It means it is not for sale. They still think they can circumvent the rules and laws and they can buy. My name has come up in developer meetings and I was not even there. They are afraid of me. I am steadfast in holding on to our properties"

### LANDSLIDE

## Landslide Update: Elizabeth Street Garden

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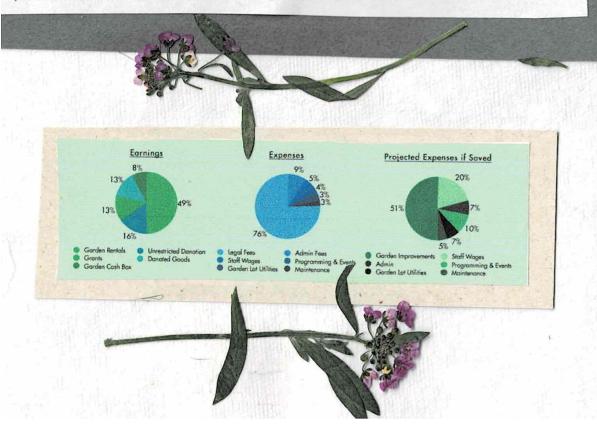
Mar 11, 202

The Elizabeth Street Garden (ESG), recognized as an at-risk Landslide site by The Cultural Landscape Foundation (TCLF) since 2018, remains involved in two pending lawsuits aiming to preserve the community sculpture garden, a rare oasis of green space in the Little Italy neighborhood of Manhattan. The first suit was filed with the N.Y. State Supreme Court in 2019 to halt a proposed development that would destroy the garden. The second suit, filed in Housing Court, responds to the Department of Housing Preservation and Development's attempt to evict the garden back in September of 2021.

The Conservation Land Trust report defines the function of a land trust and outlines how the model could be used to protect the garden for community use in perpetuity. The report also points out the ancillary benefits of preserving the garden as a land trust, such as protecting the unique statuary and architectural elements, establishing neighborhood governance, and securing financial independence from the City's municipal budget.

"Saving the garden as a Conservation Land Trust means preserving all of the unique qualities, community involvement, and magic at no cost to the City. We hope you will join us in upholding this positive vision of preserving the garden in a way that is true to its enchanting nature," wrote ESG Executive Director Joseph Reiver.

According to the report, approximately 75% of ESG's budget currently goes to legal fees to protect the garden. Once saved, these funds could be redirected to improve and expand operations exponentially. Financial independence would also allow NYC Department of Parks and Recreation funds to be allocated to other green space initiatives across the district and the five boroughs, increasing park equity for all.



# SUPPORTERS

ESG'S CONSERVATION LAND TRUST PLAN IS SUPPORTED BY THE FOLLOWING LOCAL BUSINESSES AND ORGANIZATIONS

## ORGANIZATIONS

Bowery Alliance Of Neighbors Brooklyn Queens Land Trust Center for Italian Modern Art Chinatown YMCA Coalition to Protect Chinatown Earth Celebrations East River Park Action Green Guerillas iDig2Learn Inside Out Project Inspired Word NYC Inwood Legal Action Loisaida United Neighborhood Gardens (LUNGS) Metro Area Governors Island Coalition (MAGIC) Make Music NY Museum of Reclaimed Urban Space Movement to Protect the People (MTOPP) Moving Forward Unidos Northern Manhattan Community Land Trust NYC Community Garden Coalition Pathway to Paris Preserve Our Brooklyn Neighborhoods Sierra Club NYC The Cultural Landscape Foundation Think!Chingtown TIME'S UP!

## LAND TRUST EXAMPLES

### Multi-Site Land Trusts

#### New York Restoration Project

- 1 The Dorothy Strelsin Memorial Community Garden, 174 Suffolk St
- 2 Toyota East Children's Learning Garden, 603 E 11th St
- 3 103rd Street Community Garden, 105 East 103rd St

#### Manhattan Land Trust

4 11 Street Community Garden, 422 E 11th St
3 Albert's Garden, 18/E 2nd St
6 All People's Garden, 295 E 3rd St
7 Lower East Side People Care, 25 Rutgers St

8 Parque de Tranquilidad, 318 E 4th St

## Single-site Land Trusts / Nonprofits

- 2 El Sal Brillante, E 12<sup>th</sup> St bhwn 1<sup>st</sup> Ave and Ave A
- West Side Community Garden, 123 w 89 St
- Arboleda de Ninos/Children's grave, 1480 Myrtle Ave

# WHAT IS A LAND TRUST?

A land trust is a nonprofit organization that owns and manages land.

A Conservation Land Trust is a nonprofit corporation in the US that acquires land or conservation easements for the purpose of preserving open space, natural areas, waterways, and/or productive farms and forests.

## CONVEYANCE FROM THE CITY

Once the City of New York determines that it will convey the garden to ESG, in the group's capacity as a single-site land trust, the parties must determine the best mechanism for the transfer.

Most City-owned property is controlled by the Department of Citywide Administrative Services (DCAS) and can only be transferred via public auction (i.e. to the highest bidder). However, two agencies — the Department of Housing Preservation and Development (HPD), and the Economic Development Corporation (EDC) — can convey a property via "sole source disposition" to a designeted organization.

ESG 7 8

10

## GARDEN LOT OWNERSHIP



generally form of a Several conveyed to deed ame thing, restrictions ð ega these run 0 ESG, mechanisms with the the bind VID 0 Buipu available to 5 Ø that the The Land Trust Alliance further are open ð are insure will be required 9 essentially space mechanisms land restrictions and owner that and in the 3 ¥. (LTA) 5 the đ

## BENEFITS OF BECOMING A CLT

- Preserving unique garden qualities
- ✓ Community governance
  - Financial independence

## PROJECTED ESG PROJECTS

## GARDEN IMPROVEMENTS

SITE A ESG will use this area to build a new greenhouse conservatory for year-round gardening, harvesting & food security. Year-round Public School workshops will be expanded to allow students to continue learning about seed growth and cultivation through the winter.

SITE B This area will be cleaned to make room for a composting station and improved volunteer and storage shed.

**SITE C** The roof of the lean-to will be restored and equipped with solar panels for energy efficiency. The structure will be further outfitted so that it can be better utilized by the public through the winter. A community lending library will be built for visitors to share and enjoy.

SITE D COMPLETED IN 2021. Stairs to the existing balcony will be rebuilt. Tables and chairs will be added to increase accessibility and square-foot usage.



# anclusion

As of November 7, 2022, the State Supreme Court Judge has blocked construction of an affordable housing complex in its place and ordered the City to conduct a full environmental impact statement before the Haven Green development can be approved. Garden supporters view the decision as a legal victory, noting that the City will have a difficult time defending the development a the loss of open green space will show a negative environmental impact. Still, Elizabeth Street Garden--like many other green spaces in New York City--have a very precarious land tenure and their future is not guaranteed. I hope my scrapbook illustrates the various sides to the debate, highlighting that the matter goes beyond issues of affordable housing vs. green space. I also hope it raises questions such as: Who has the right to space in this City? What visions of the future do local residents envision for New York City? How may it differ from those with more political power in City government?

While you dwell on those questions, one thing is certain: New York City must ensure greater legal protections for community gardeners when it comes to their leases. The gardens have revitalized the City, and continue to provide long-term value to neighborhoods. We must think of the health of our cities--one in which affordable housing and green space are not pitted against each other. Moreover, we should seek a future that does not

necessitate a trade-off between the right to housing, the right to land and the right to green space.

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