

# FUTURE MANAGEMENT & STEWARDSHIP OF LYCABETTUS HILL:

**REBUILD  
BY  
DESIGN**

PREPARED FOR THE ATHENS OFFICE OF RESILIENCE AND SUSTAINABILITY

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## INTRODUCTION

The long-term goal for the Lycabettus Hill Program is to create a vibrant and ecological public space that has proper management and enough funding to be responsive to the residents, visitors, and environmental needs.

To address this, the Municipality of Athens developed a partnership with Rebuild by Design (Rebuild), 100 Resilient Cities (100RC), Interboro Partners, and four universities – The Technical University of Athens, The Agricultural University of Athens, The Interdisciplinary Program for Monuments, Archeology, and Architecture, and The New Jersey Institute of Technology (NJIT). These partners have been working in collaboration to create an open space framework for long-term stewardship of Lycabettus Hill that incorporates environmental issues and the needs and desires of residents and stakeholders.

At the core of this process was an emphasis on integrating input from a wide range of stakeholders and

residents to ensure that the plan incorporates the full spectrum of needs and desires, while being realistic in its vision. This vision for the future of Lycabettus Hill and the international collaboration between these groups began in December 2017 and has continued into October 2018.

The tangible outcome will be a number of priority projects that will already go out to bid this fall including pathway repairs, anti-erosion projects, bioclimatic improvements to the main road, and a deep cleaning of vegetation. Simultaneously, the City will consider the implementation of the long-term vision, a product of deep and continuous engagement with residents and stakeholders city-wide. Through an integrated approach, the Hill will become a cultural ecosystem and a model of management and civic participation.

# OVERVIEW OF REPORT

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While there is limited precedent in Greece for innovative and effective management authorities for parks and public space, there is a lot to learn from the efforts that have been tried locally, as well as a host of practices that could be adopted from parks elsewhere. This report is an overview of best practices and lessons learned regarding managing authorities from parks locally and abroad, with specific recommendations to be considered in the implementation of a future management body for Lycabettus Hill. Although structures of management authorities are inherently linked to corresponding funding mechanisms, this report mainly focuses on the role of the city, community, private, and philanthropic sectors in maintaining, programming and operating public green space.

Based on the articulated goals of the City's Resilience Office, and an analysis of a spectrum of well functioning public green spaces, it is recommended that the city focus on four primary functions for the long-term revitalization of Lycabettus Hill:

(1) **Operations and Maintenance:** It is of critical importance to maintain and enhance the infrastructure and ecology of the site. This includes keeping the park safe, clean and beautiful, managing erosion, preparing for shocks like wildfire and drought, and protecting the vital wildlife habitats. Beyond maintaining what already exists, the management body should oversee new capital projects and long-term planning efforts.

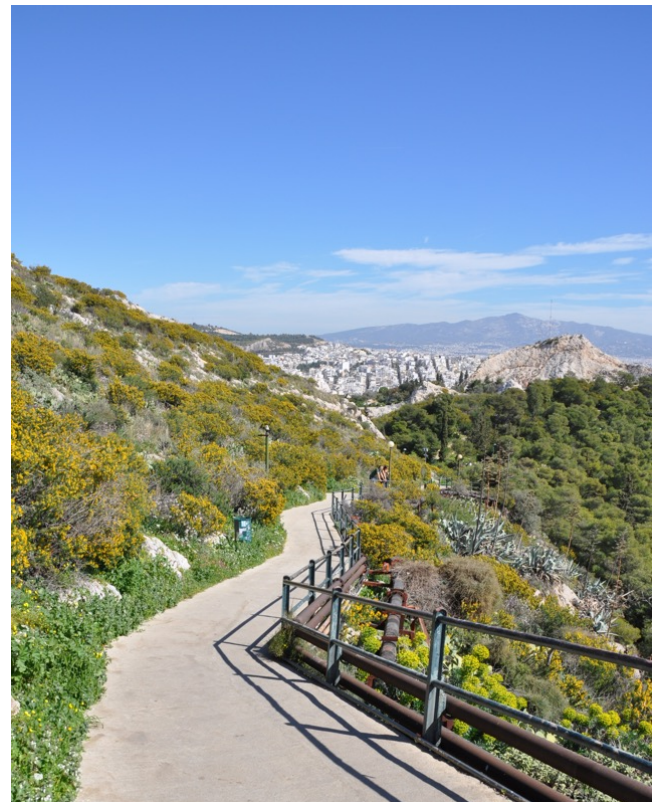
(2) **Fundraising:** The current budget for the site is not sufficient to implement the visionary capital projects proposed in the long-term plan nor the general maintenance of the Hill. Fundraising from the philanthropic and private sectors, as well as private citizens, can help fill the gap for maintenance, design and programming.

(3) **Programming:** The site presents opportunities for educational, social, and cultural programming. From historical bunkers to birding nesting grounds, Lycabettus can be a living classroom and site for recreation that a diversity of Athens' citizens and visitors can enjoy. By extending the array of activities, the Hill can attract an increased diversity of visitors.

(4) **Volunteer management:** There are numerous local residents who are willing and able to support maintenance and programming in Lycabettus but lack certain training and an organized structure to do so.

There are already several groups that organize volunteers on site to do activities like cleaning up graffiti, yet the City is unaware of some of these programs and hasn't tapped into this invaluable resource.

Given the scale and complexity of the Hill, a long-term vision can only be realized if a responsible, effective, and sustainable management authority can oversee its implementation. This may require wide scale engagement between governmental bodies, local communities, NGO's, and the private sector, so that one of Athens' most cherished public green spaces can flourish for decades to come.



# ORGANIZATIONAL STRUCTURES FOR PARKS

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In recent decades, cities have explored alternative ways of funding, managing, constructing, and programming their public parks. This has often been a result of constrained municipal budgets, but has also been in response to community advocacy and increased urban stresses that make vibrant public green spaces all the more vital. The following models and park examples come mostly from the United States, which has taken a lead on alternative and innovative ways of funding and managing parks and public space.

Below is a brief overview of different management structures or park-supporting entities. These examples highlight some of the most common types of alternative organizational structures for parks.

## PARKS CONSERVANCY/CORPORATION

Many parks have adopted an organizational structure which allows a private organization to expand the capacity of the City's management ability and authority. The size and capacity of park conservancies varies widely whereas some are created for the purpose of additional fundraising, while in other instances, the conservancy supports programming and leads capital improvements. However, from the perspective of the park user, there is meant to be a seamless partnership between the City and the non-profit partner ensuring a smooth experience.

### Parks Conservancy, Shared Management:

Under this model, the relationship between the non-profit conservancy and the municipality can vary widely. In practically every case, the land belongs to the municipality and/or another government entity, and the conservancy has a clearly defined role in working with the city to manage or fundraise for the park. In many cases, the park administrator, the municipal employee responsible for overseeing a specific park, is jointly appointed as the executive director of a private organization dedicated to the park. For example, Prospect Park in Brooklyn, New York demonstrates a limited conservancy model where the maintenance and operations are under the purview of the municipality, while the fundraising and discrete capital improvements are under the purview of the conservancy.

On the other end of the spectrum, larger parks conservancies take on the majority of the management of the park as well as other responsibilities. Also located in New York, the Central Park Conservancy has a management agreement with the City's Parks Department whereby the conservancy employ 80% of the Park's maintenance and operations staff and provides 85 percent of Central Park's \$37.4 million annual budget through fundraising and investment revenue. The Conservancy has also prescribed and carried out a restoration management plan for the Park; manages the capital restoration of much of the Park's landscapes and facilities and creates programs for volunteers and visitors. It is important to note that a conservancy can start with a limited role and increase its presence and mandate over time.

### Fully Autonomous Conservancy

Similar to the other models of conservancies, a fully autonomous parks conservancy is responsible for the entire maintenance and operations of a park. In this model, the City and/or another government entity owns the land and the private entity that manages the park, and enters a long-term lease agreement (usually 99 years) with strict guidelines around development and programming. For example, the Brooklyn Bridge Park Corporation is responsible for the maintenance, operations, and capital improvements of Brooklyn Bridge Park, yet the land remains owned by the City of New York.



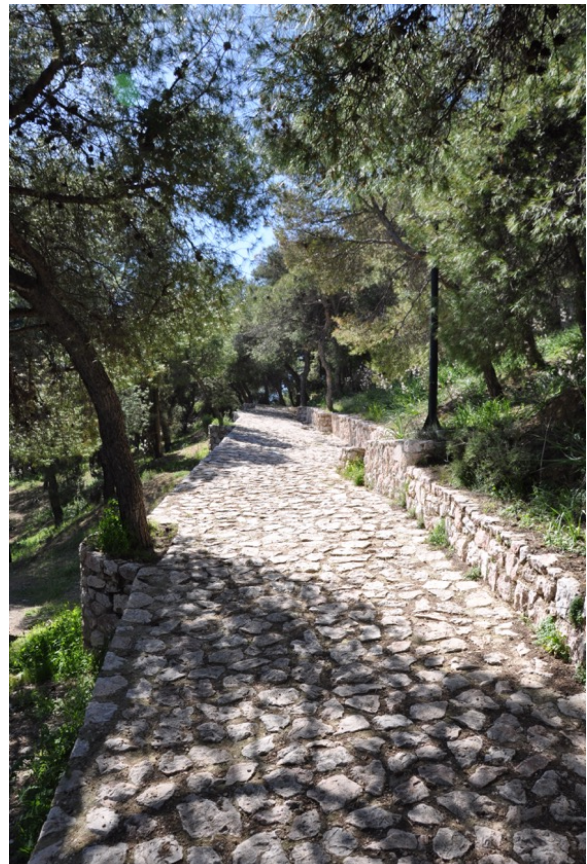
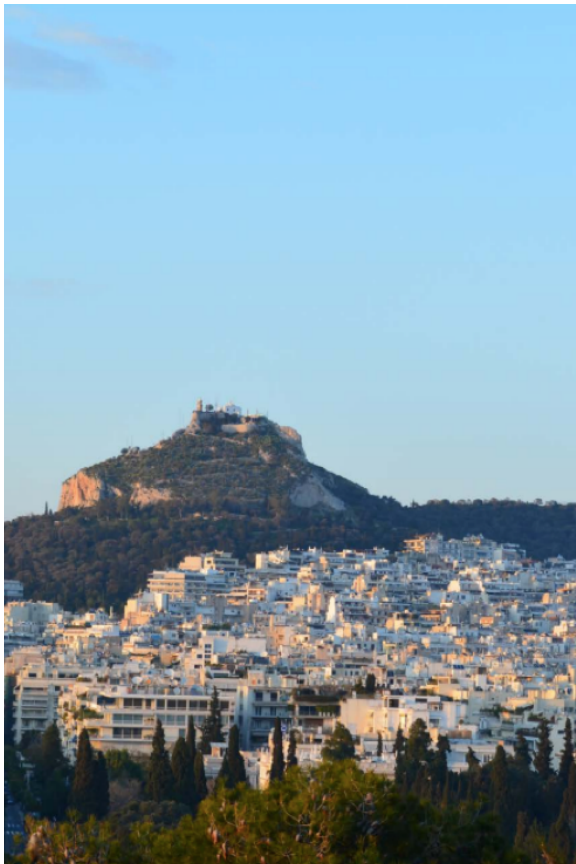
## "FRIENDS GROUP"

Friends Groups vary widely in scope and scale, yet are almost entirely formed by an impassioned group of residents that want to improve their local park. Friends Groups can have a formal structure and non-profit status or a less formal organization comprised of a cohesive group of people that are committed to their local park. At their core, they serve as watchdog and can take on an advocacy role for their sites. Friends Groups can be an important source of volunteers for parks projects, both maintenance and programming. Many Friends Groups evolve organically and morph into conservancy organizations that serve as formal partners to public agencies. They can also exist when there are other park management structures models functioning at the same time.

Friends Groups are particularly significant since they are perhaps the most helpful starting point to improve a local park. By activating the local citizenry, or embracing an already active group, the City can leverage a group of stewards to advocate for increased resources and attention. For example, Friends of Pelham Bay Park in the Bronx Borough of New York City initiates special projects, runs park cleanups and hosts fundraisers to support activities. This includes fundraising for exercise equipment, beach wheelchairs, and a pond cleanup, to name a few.

## PARKS FOUNDATION

Although this model isn't a direct management structure for parks, many cities have "parks foundations" that raise money for projects within parks. In each case, a non-profit entity is set up with the responsibility of fundraising for the improvement of parks. This structure aims to take advantage of individuals and organizations that would like to contribute to parks, whereby the city is unable to receive funding directly. Their role is primarily as a financial conduit with minimal responsibility for in-house project execution. For example, while the Portland Parks Foundation has a staff of only 4 people, it has raised \$11 million dollars to projects in publically owned parks. Compared to a parks conservancy, where a specific park receives direct funding from a donor, a parks foundation can be more equitable since it redistributes funding to a selection of parks, including those with less fundraising capacity.



# CASE STUDIES FROM ABROAD

In recent decades there have been numerous shifts in the way that parks are funded, operated and maintained. Depending on the local context, various management schemes have been put forth to support parks on a range of areas including the funding of specific capital projects, management of operations, volunteer management, and programming. Given the lack of precedent in Greece, it is worthwhile to look outward for lessons learned and best practices in alternative park management structures. Below are four case studies from Europe and North America that each demonstrate different approaches to park management. Each case study contains background information, the management structure, and key takeaways that can potentially be applied for the future management of Lycabettus Hill.

## BROOKLYN BRIDGE PARK

- New York City, USA
- 85 acre / 35 hectare
- Operating Budget: ~\$20 Million
- Opened: 2010

Brooklyn Bridge Park (BBP) sits along a post-industrial waterfront by the New York City East River waterfront, 1.3 mile (2.1 km) in length. Opened in 2010, the park was the site of community advocacy for green recreational space since the 1980's. When the Port Authority, a regional entity that oversees transportation, planned to sell the land for commercial development in 1984, a wave of conversations about the site as a public asset began. Years of advocacy from the nearby residents about various uses that could benefit the community led to the development of the Friends of Brooklyn Bridge Park group. The Friends Group began by advocating for government funding, citizen input, and prioritization of this contested site. In order to demonstrate the potential for the waterfront park and build a constituency for an alternative plan for the waterfront, the group developed a strategy to create interim paths of accessibility at a time when it wasn't accessible. The major turning point for this was when the group organized a memorial at the site following the events of September 11, 2001. This was a very powerful means of energizing residents about the potential of the site since they were never before allowed so close to the water.

After years of advocacy and grassroots activism from the adjacent community, the New York State Governor and New York City Mayor signed a Memorandum of Understanding (MOU) in 2002, which gave ownership of the site to the City and dedicated an initial \$360 million of capital funding for construction. Part of the agreement stipulated that the park would be required to be economically self-sufficient by developing land in its area into commercial and residential properties thereby fully supporting the long-term maintenance and further construction of the park. Although this was an effective and cost-efficient way of raising a large amount of money needed to fund the park beyond initial construction, the agreement was not without controversy. There have been years of lively debates regarding the change in character of the neighborhood brought about by the new in-park development of luxury residential apartments and a hotel, resulting from a change in previous zoning ordinances. Nonetheless, the development has actually allowed for the park to self sufficient like it was intended and the city has not had to give additional dollars for operations or capital.

Construction of the park began in 2008 and first opened in 2010 with a phasing program that allowed the public into the park as other portions of the park were completed. Brooklyn Bridge Park is now an integral part of the Brooklyn waterfront, receiving over 5 million visitors last year.

## MANAGEMENT STRUCTURE

The MOU signed by the Mayor of NYC and the Governor of the State of New York called for the creation of a new non-profit entity, the Brooklyn Bridge Park Development Corporation (BBPDC) to oversee the design, construction and future operations of the park. The board of the BBPDC is appointed by the Mayor of New York City and approved by both the State and City. As such, the BBPDC is a City-owned non-profit entity that manages the operations and maintenance of the park. The entire funding is provided by revenue-producing development, such as residential and commercial uses on the park's footprint. The board has 17 members, comprised of influential political, non-profit, and private representatives.



In addition to the Corporation, the Brooklyn Bridge Park Conservancy, a separate non-profit entity, oversees the programming, fundraising for programming, and volunteer management of the park. The conservancy was born out of Friends of Brooklyn Bridge Park, predating the park corporation, giving it a more direct connection to nearby residents and institutions. The conservancy has a self-appointed board made up of key individuals and institutions including local community boards, municipal districts, and state representatives. Additionally, the conservancy has 15 staff members, split between fundraising, programming, and volunteer management.

In addition to these two entities, there is a separate community advisory group that was created to advise the Corporation on issues relating to the operations and development of the park. The Brooklyn Bridge Park Community Advisory Council ("BBPCAC"), was formed as a body comprised of individuals representing community groups, businesses, and local municipal and state political districts. The Brooklyn Bridge Park Community Advisory Council (CAC) is the primary forum through which the community can provide feedback and comments to the Corporation on its major initiatives and policies. The Council's formation was mandated in the Corporation's contract and there are 27 members that represent a wide variety of local interests and concerns.

## KEY TAKEAWAYS

1

### Separate management entity, conservancy, and community advocacy group

Brooklyn Bridge Park has a model in which responsibilities are split amongst different entities. Undoubtedly, the BBP Corporation holds the most power as it receives the funding from the new development and is responsible for the maintenance, operations, and capital projects. But as noted above, there are three separate entities that have different mandates in relation to the park. The composition of each entity is varied, increasing the representation and voice of local, municipal, and regional stakeholders in the park. Additionally, setting up one unified entity to oversee all these responsibilities can be very complex and splitting responsibilities can be more efficient, manageable, and effective.

2

### Don't wait to begin activating park stewardship

Large scale revitalization and development of a park can take years to implement, while interim programming and enhanced maintenance can begin right away. To demonstrate to the public that the city is serious about the long-term revitalization of the site, it's important to demonstrate that the city are getting started right away.

3

### City and State MOU develop separate management authority, with shared power

Brooklyn Bridge Park is an excellent example of collaboration amongst different governmental authorities. New York State ultimately ceded ownership of the site so that responsibility primarily laid with the City to develop it. In this negotiation both entities agreed that a separate third-party should be developed, the Brooklyn Bridge Park Corporation. The non-profit corporation is owned by the City of New York and as direct owner of the site, the New York City Mayor appoints the management board members. However, to share power over the site, the State Governor and other key stakeholder must approve them. This inherently creates a consensus-based management board that is less susceptible to changing administrations.



## TEMPELHOF FIELD

- Berlin, Germany
- 961 acre / 389 hectare
- Design: 1933 / Opened: 2010

Tempelhof Field was initially a central airport in Berlin, which closed in 2008 and was reopened as a public green space for the city in 2010. The site has been managed by the non-profit group, Green Berlin, which manages many of Berlin's public parks. Green Berlin was formed in 1992, shortly after reunification of East and West Berlin in order to support the management of green spaces. When the park was opened to the public in 2010, the city sought to involve a number of citizen initiatives on the site, putting out a call for ideas and projects. This led to the development of various community gardens, kiteboarding activities, dog runs, mini golf, and other initiatives. Simultaneously, city planners began a master planning process for redevelopment with the proposal to create housing and commercial developments on the periphery of the site.

Soon after the release of the plan in 2014, a group of nearby residents and activists came together to contest it. The group, known as 100% Tempelhof Field, gathered enough signatures against the plan to force a city-wide referendum. In a much contested battle between the City and the protest group, residents of Berlin ultimately rejected the City's plan and advocated to keep the entire site for recreation. Following the referendum, the master plan was put on the sidelines and the city designated a portion of the park to become the site of housing and processing of several thousand refugees and asylum seekers. The city is still trying to revive their master plan for development on the periphery of the site, albeit with much stricter guidelines as set forth in the referendum.

### MANAGEMENT STRUCTURE

Tempelhof Field is a municipal property and belongs to the State of Berlin, but is managed by the non-profit Green Berlin, a state-owned group of companies responsible for developing and executing a wide range of projects, open spaces and parks. Originally started as a non-profit dedicated to operations and maintenance of a small number of parks, it has grown over the years to offer services including project development, building management, park and operations management, public relations, event production, fundraising and marketing through its various non-profit subsidiaries. A nine-member supervisory board monitors the group's work and includes a representative from the Secretary of State, the Senate Department for the Environment, Transport and Climate Protection, and the Senate Department for Urban Development and Housing.

Also active on the site is the 100% Tempelhof Field volunteer/activist group which oversees various initiatives including programming, outreach, advocacy, and volunteering for the park. The referendum, and subsequent law that was passed in 2014, created a strict statute regarding public consultation and limits to development along the periphery of the park. In consultation with the appropriate senate department and Green Berlin, the citizens group created a charter requiring all on-site design and programming to be planned and initiated in consultation with the elected citizens committee.



### KEY TAKEAWAYS

1

#### Create call for proposals for programming led by citizens on the site

In order to activate spaces and encourage community participation, there was a public call for proposals for projects to take place on site. The projects were selected by a panel of judges including politicians and representatives from the municipality and civil society. From around 270 applications, 38 projects from the fields of gardening, education, art and culture, neighborhoods and sports were selected in a two-stage process. Today, there are 18 projects on the Tempelhofer Feld, which regularly exchange and inspire each other. The projects of the Tempelhofer Feld tie in with the existing potential of the open space and the needs of the neighborhood.



## 2

### Be Open and Transparent With The Public

The lack of honesty from the city regarding the affordability of the proposed apartments on the periphery of the site was regarded as one of the central motivations uniting the opposition and ended up costing the city a lot of time and money. Although it may seem politically expedient to play down or hide certain aspects of a master plan, local citizens have the capacity to see through crafted communications and the trust built over several months of engagement can be quickly lost. Therefore, an honest and collaborative engagement will produce better results than an opaque process clouded in mystery and suspicion.

## 3

### Outsourcing the management and operations of green space to a single entity

The entity 'Green Berlin' is an example of alternative management of green public space, where the City has outsourced much of its management and operations, construction, and design of green spaces to the non-profit that it now owns. Under this model, rather than developing individual management authorities for each park, a single entity could be created that supports the management of this park as well as various green spaces in the City.

<b>PROSPECT PARK</b>	<ul style="list-style-type: none"><li>- New York City, USA</li><li>- 526 acre / 213 hectare</li><li>- Opened: 1867</li><li>- Operating Budget: ~\$11 Million</li></ul>
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Prospect Park is the largest park in central Brooklyn, New York that borders a diversity of ethnic and socioeconomic communities. As with many of New York's parks, Prospect Park saw a significant resurgence in recent decades. In the 1980's, the New York City Department of Parks and Recreation began decentralizing its operations, placing commissioners in each borough and hiring administrators to run specific parks. Tupper Thomas, former director of the Prospect Park Alliance until 2010 and the influential advocacy group New Yorkers for Parks until 2016, was hired as the Prospect Park Administrator in 1980 and quickly began a shift in the status quo around its operations, maintenance, and design.

It was quickly understood that in order to revitalize the park, additional outside funding was needed. By 1987, the Prospect Park Alliance was formed by the Parks Department with a board of directors and a small but influential community committee. In the mid-1990s, with the influx of private, philanthropic, and municipal funds, the Alliance was able to begin a twenty-five-year restoration plan for the park's 250 acres (100 ha) of natural areas, slightly less than half of its total acreage. Prospect Park is now one of Brooklyn's most beloved parks, catering to the needs and desires of the diverse communities on its periphery.

### MANAGEMENT STRUCTURE

The Prospect Park Alliance is a conservancy model that shares responsibility with the City to maintain and program the park. In this case, the park administrator is both a municipal employee and the director of the non-profit conservancy. In its early days, the Alliance was primarily responsible for the long-term landscaping restoration, while the City oversaw programming and maintenance. However over time, the Prospect Park Alliance took on more responsibility, including revenue-producing concessions, partial maintenance, and additional operations. As a self-appointed board, The Prospect Park Alliance board of directors is comprised of individuals who are in the position to offer both time and money to the organization. In addition to individual members, the board has a number of ex-officio members including the New York City Parks Commissioner, local city council representatives, and the local borough president.

In addition to the staff and board of the Alliance, the Prospect Park Community Committee was created in the 1990's as an advisory body with roots in the local community. The committee consists of representatives of more than 50 local organizations as well as the majority of the elected officials (federal, state and city) and community boards that represent the Park and the surrounding districts. Representatives take part in monthly meetings where they take an active advisory and advocacy role on behalf of park users and the park-adjacent communities.



## KEY TAKEAWAYS

1

### Have a Vision and Stake in the Community Advisory Group

When forming a community advisory group, the city should be assertive in deciding the composition and role of this group. A community committee can be a great sounding board, build credit with local residents, and volunteer time and effort to revitalizing a park. However, it is important that members are not solely there for a singular interest and are willing to think about the bigger picture. In the early years of the Prospect Park Alliance Community Committee, only organizations were allowed to join, each with one representative. The city should also feel empowered to select the leader of this group in order to manage risk and accountability.

2

### Form a Board with Financial and Social Capital

Once it is clear that a park's revitalization cannot solely rest on public funding, the administrator (or relevant city department) should identify individuals and/or foundations with financial means that would be willing to commit to the long-term vision for the site. Just as significant as financial investment is the ability of these early board members to recruit friends, colleagues, and associates to the cause.

3

### Municipality Must Invest in the Park

In contrast to Brooklyn Bridge Park, which required years of advocacy by community members before a vision for a park could be realized, the Prospect Park Alliance was formed with the deep support and motivation of the municipality of New York City. In this case study, the City decided to invest in a park by hiring a full-time administrator, giving them the flexibility and power to leverage resources in order to fully revitalize the park. The explicit financial and operational commitment by the City was the turning point that set the park up for success.

## ROYAL PARKS SYSTEM

- London, United Kingdom
- 5,000 acres / 2,023 hectares
- Operating Budget: \$40 Million Euros

London has eight Royal Parks that were designed and constructed as early as the 14th century for royal hunting grounds. They were open as public parks starting in the mid 19th century and include Bushy Park, Greenwich Park, Hyde Park, Kensington Gardens, Richmond Park, St James's Park, The Green Park and The Regent's Park. The parks are owned by the Crown with the responsibility of their management having rested with the United Kingdom executive agency of the Department for Culture, Media and Sport (DCMS) until last year.

Now, the parks are operated and maintained by a non-profit charity, The Royal Parks, which was created in March 2017. In 2017, the Royal Parks Charity took over the role of managing the parks from the the UK executive agency and a separate charity. The two organizations were brought together to create the Royal Parks Charity in order to unite the operations of fundraising, education and park management under a separate non-governmental entity.

## MANAGEMENT STRUCTURE

The Royal Parks Charity is led by a Board with the power to decide how the charity is run, how money is spent and oversees management and operations. The trustees are led by a Chairperson, and are appointed for their relevant professional experience. Alongside some permanent roles, other members of the board are appointed by the UK Secretary of State, the Greater London Authority (GLA), and local councils, leading to a balance of federal, municipal and local input.

Each of the eight Royal Parks have their own park manager and staff that are employees of the charity. However, maintenance of the grounds as well as facilities management are contracted to the private sector for each of the parks. These subcontracts are procured by a bidding process which has resulted in three different maintenance contractors for the parks. The park managers and employees oversee the contracts for maintenance and events production, connection to local community, finance, and human resources.

In 2018, the UK government supplied 30% of the charity's funding, leaving the parks to rely on revenue producing activities including (1) commercial events production, (2) concession stands, including park restaurants and cafes, (3) charges for use of land for public utilities and (4) fundraising.

## KEY TAKEAWAYS

1

### Diversify Revenue Stream

40% of the Royal Parks Charity income comes from major commercial events. Although this has been a critical portion of their revenue, they have been working to diversify other concessions in order to assure that they don't completely rely on the events. Given the competition between parks and venues for hosting commercial events in London, they need to assure diversification of their finances should the events not take place in their parks in subsequent years.

2

### Balance Federal, Municipal and Local Representation on the Board for Stability

The board of trustees for the charity are appointed by different levels of government that have a stake in the parks. This ensures stability should one level of government change and consequently change the representation on the board.

3

### Attract Funders for Capital Projects

The Royal Parks has attracted funding from private sources far easier for capital projects than for operating costs. This is typical for fundraising and should be a prime focus for projects relating to Lycabettus Hill.





# GREEK CASE STUDIES

## ANTONIS TRITSIS PARK

- Region of Attica
- 285 acre / 115 hectare
- Construction Cost: ~150 Million euros
- Completed: 1996

Antonis Tritsis Ecological Park is located at the western edge of Athens and spans around 115 hectares, making it the largest green zone in all of Attica. The park was completed in 1996, costing around 150 million euros to develop. The park is known as the “Environmental Awareness Park” because its original purpose was to serve as an ecological refuge for flora and fauna. Given the lack of protected ecological zones in the area, Antonis Tritsis Park is a space of primary significance for the region. The park features six artificial lakes, a forest, open space, and spaces for human recreation. The abundance of water has helped promote and preserve the park’s rich biodiversity. The original ambition was to create a model of environmental education, but there are currently very limited educational programs led by the Ornithological Society and the Greek Scouts.

Although there was much excitement and hope around the opening of the park, it has fallen into significant disrepair in recent years. Similar to other urban green spaces in the region, maintenance has been inadequate and there’s been an uptick in informal squatting and vandalism.

## MANAGEMENT STRUCTURE

This state-owned park is run by a management authority of nine members, who oversee three full-time staff. Given that the park is owned by the Greek State, the Ministry of Environment chooses the majority of the members of the board, while there are three positions that are held for local community groups and NGO representation. As such, the composition and duration of the board is almost entirely in the hands of the Ministry of Environment.

Until 2011, the revenue of ~125,000 euros from permitting events and other concessions was going directly back to the park. However, that year the newly elected political administration changed the composition of the management authority which consequently led to a shift in the finances of the park. The previous revenue-producing model was abandoned and the State was meant to fill the funding gap. The State neglected to fund the park to its previous levels, leading to its perpetual decline.

## KEY TAKEAWAYS

1

### Management authorities need a mechanism for stability

Unequivocally, the unstable and often short governing terms of each member of the the board of directors has been articulated by several interviewees as the main challenge to the management of the park. In conversation with two former presidents of the board, they both lamented the fact that they lost significant momentum, couldn’t plan long-term, and couldn’t implement large-scale plans given the instability of their term. In both cases, the board changed because of changes in the political administration. Had there been a structure in place to have continuity for board members, a sustainable financial and management model could have been put in place.

2

### Revenue of concessions should go directly to maintaining the park

For several years prior to 2011, the revenue-generating concessions and activities in the park were going directly into the budget for maintenance and operations. However, in 2011, with a shift in the board of directors, the park lost these sources of revenue and became reliant on state funding to cover the deficit. This had a significant impact on the budget and the park lost its sustainable revenue stream. In conversation with a former president of the board, the recommendation was clear: do what you can in order to create a sustainable financial model to maintain and operate the park.

# 3

## Formalize/institutionalize the NGO's/community groups that do programming

There are three main NGOs that support the programming and maintenance of the park -- The Hellenic Ornithological Society, The Greek Scouts, and KEAN. Much of the programming is based on their own initiative and there is no formalized entity or structure to coordinate activities. It was noted that a more formalized structure could have been beneficial to the volunteering groups, creating more collaboration and effective use of the park.

<b>SNFCC</b>	<ul style="list-style-type: none"> <li>- Stavros Niarchos Foundation Cultural Center</li> <li>- 50 acre / 20 hectare</li> <li>- Construction Cost: ~670 Million euros</li> <li>- Opened: 2016</li> </ul>
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The idea behind the Stavros Niarchos Foundation Cultural Center (SNFCC) was first formed in 1998 with the Stavros Niarchos Foundation's (SNF) decision to fund the construction of new facilities for the National Library of Greece. After years of planning and negotiations between the state and the foundation, the scope was significantly increased to include a massive park and a home for the National Opera. In 2008, renowned architect Renzo Piano was chosen to design the site and given a budget of 627 million euros. The new center was developed at the site of the old horse race track, a 20 hectare (50 acre) area located a few kilometers outside the center of Athens.

The SNFCC opened in 2016 and has been met enthusiastically by tourists and visitors alike. At the same time, given its very large budget and construction during the Greek crisis, there were many who questioned the project. Nonetheless, the SNFCC is one of the most ambitious cultural projects in recent Greek history and the first private-public partnership of its type. The impact of SNFCC on the status quo regarding public space and governance in Greece is still unclear. With over 1 million visitors in 2017, the SNFCC is a widely used public space that has shifted the perception of public-private partnerships regarding in Athens.



## MANAGEMENT STRUCTURE

The current management authority is a product of initial negotiations between the Greek State and the Stavros Niarchos Foundation. For the construction phase, SNF was given land for construction by the Greek state. After construction was completed, the land was handed off back to the State as a donation, according to previously agreed upon stipulations. Currently the Greek State has full control of operations and maintenance. There is one entity that is funded by the foundation for the specific purpose of managing the state-owned park. The public management authority is comprised of a 7 member board of directors, appointed solely by the Greek state. The term of each board member is 3 years, allowing for some stability regardless of changes in administration.

The original intent was for the Greek State to completely fund the operations and maintenance of the park out of the revenues from the facilities (ex: library, opera, café, parking, events) once construction was complete. However, to ensure sound operations, the Stavros Niarchos Foundation will continue to fund the park for the first five years.

## KEY TAKEAWAY

1

### Create Revenue-Producing Concessions to Fund Maintenance and Operations of Park

The SNFCC was set up for success by using private dollars for the construction, and the planning of revenue-producing concessions on site to fund operations. This arrangement gave the philanthropic sector assurances that their investment would pay off. If the municipality was to look for funding of capital improvements for Lycabettus Hill by private entities, a sound financial sustainability plan for future operations would be needed.

2

### Public-Private Partnership can allow for the creation of an ambitious public space

The creation of the SNFCC will undoubtedly be difficult to replicate given the massive expense and unique political will at the time, but it demonstrates the potential of public-private partnerships and foundation funding, but it demonstrates the potential of public-private partnerships and foundation funding.

<b>PRESPA PARK</b>	<ul style="list-style-type: none"><li>- Prespa</li><li>- 650 square kilometers</li><li>- Declared Park: 1974</li></ul>
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The area of Prespa is shared by three countries; Greece, Albania and The Republic of Macedonia. The first transboundary park in the Balkans, Prespa is an enormous protected area that is over 650 square kilometers in size. Although there are shared initiatives amongst the neighboring countries, since 1974, Greece has created a separate Greek Prespa National Park on the Greek side of the border, responsible for overseeing an area over 350 square kilometers. This area encompasses two significant lakes, Mikri and Megali Prespa, as well as their wider lake basin which extends to the tops of the mountains which surround them.

After the official declaration of the Greek Prespa Park in 1974, environmental groups began implementing piecemeal interventions to protect habitats and landscape. Active environmental groups eventually came together to form the Society for the Protection of Prespa (SPP) in 1990. The SPP was created as the collective body of ten active environmental organizations, both Greek and European, with the goal of synthesizing the various initiatives taking part throughout the park, enhancing the connection with the local communities and having a local presence, and increasing the funding for conservation and education.

In the first decade of its work, the SPP worked largely independently of the government, until Greek national legislation in the early 2000's required that parks and ecologically significant areas have public management bodies. As such, the Prespa National Park Management Body (PNPMB) was established in 2003, with the main objective of protecting the natural and cultural heritage of Prespa. Since the PNPMB was established, the SPP has actively supported the work of the management body, through the education of its staff, sharing years of experience and expertise in the field of protected areas management.

## MANAGEMENT STRUCTURE

Prespa demonstrates perhaps the best example in Greece of shared management between a public management authority, local municipalities, and a NGO. Although on paper PNPMB is the authority responsible for activities such as wetland management and providing information and raising awareness, in reality their main responsibility resides in protecting the area against illegal activities such as unlicensed sand extraction and hunting, issuing licenses for guiding and scientific research, and granting quality certification logos to businesses operating in the area.

Given the SPP's long legacy of management and conservation in the region as well as its ability to fundraise much-needed money, it is the main body that secures and manages the funding for 1) appropriate management of natural resources, 2) sustainable forms of development, 3) the protection of threatened species, and 4) the education and engagement of the public.

The SPP is composed of a board which includes one representative of each of the founding ten environmental organizations, an executive committee comprised of five elected individuals that meet more regularly, a president with a



two-year term elected by the board, and a managing director. For 2017, SPP raised nearly 1 Million Euros; 75% of which came from the private sector and 25% from the European Union.

The Public Management Body for Prespa currently has nine members but a new law (4519/2018) passed this year may change the composition to seven members. Members are chosen via a call for interest from the Minister of Environment and the board includes representatives from the Ministry of Environment, the local municipality, the Regional Unit, 2 scientists or civil servants with relevant scientific knowledge, an environmental NGO representative and a representative from the local productive sector. All representatives have an alternate member and the term for a member of the board is three years with the possibility for extension.

The most tangible joint management initiative between these two central bodies is the Prespa Wetland Management Committee, which oversees Lake Mikri Wetlands, the most significant ecological area since it impacts the various habitats and livelihoods of local people. Since SPP was executing large nature management programs, but PNPMB had the executive authority, SPP proposed creating a special committee composed of all relevant stakeholders that included State, Regional, and local government representatives; SPP; and representatives of local farmers, fish-breeders and fishermen. This committee has operated effectively for the last ten years and as an advisory committee to the board of the management authority, it makes formal recommendations that have all been unanimously accepted. According to an official from SPP, the committee has been successful because everyone gains from the dialogue and bridge-building when there is a common, tangible interest among the parties.

## KEY TAKEAWAYS

1

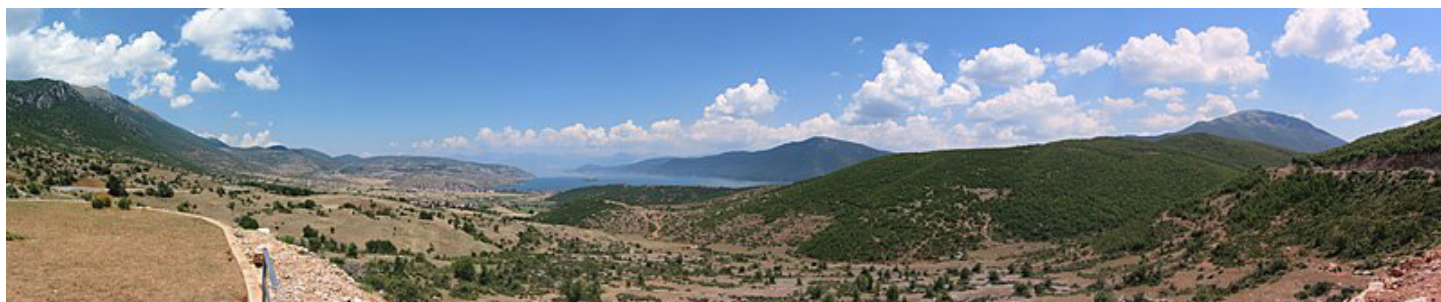
### Forming an NGO as an Alliance of Committed Organizations

Prespa Park is maintained so well today because of the deep commitment of a large number of NGOs. Much like the beginning of the Prospect Park Alliance, all the relevant NGOs were put under a formalized umbrella organization, The Society for the Protection of Prespa, which created a committed and accountable body. Rather than there being duplication amongst like-minded NGOs, there is a strong synthesis of expertise and resources that allows the park to thrive. Each partner organization is represented in the leadership of SPP, ensuring equal participation and accountability. Additionally, partners have access to varying resources and networks, each contributing to the maintenance and development of the site in their own way.

2

### Create Strong Connection Between Management Authority and NGO Network

Another reason for Prespa Park's success is the seamless relationship between the public management authority for the park and SPP. In a conversation with the policy sector coordinator for SPP, she pointed to the very tangible and non-political relation between the two entities as the main cause of success. She recommended the creation of committees or initiatives that are shared between the two entities that require scientific and consensus-based decision-making between all stakeholders. As mentioned above, the Prespa Wetland Management Committee is one such shared body. For Lycabettus, there are a number of technical, non-political areas that could be the basis for coordination between relevant stakeholders. This collaboration helps build trust and stability between partners.



# KEY INTERVENTIONS FOR LYCABETTUS HILL

**The recommendations below are an aggregate of the key takeaways from the various case studies that are most relevant to Lycabettus Hill. Some of the recommendations would be appropriate next steps in the process that the office of Resilience and Sustainability can manage on their own, while others require further research and consultation.**

## FORM AN ADVISORY GROUP OF COMMITTED NGO'S

1 Advisory groups can be helpful supportive entities to advocate for funding and prioritization, keep stability amongst changing political administrations, test ideas, provide technical expertise and solicit input. There are many forms that the advisory group can take, along with different levels of formality. In some of the above-mentioned case studies, these groups formed organically over time without support from the city. In others, it was the city that organized the group.

In the case of Lycabettus, the City needs to develop a constituency that feels a sense of ownership over the Hill and can be responsible for fundraising, programing and advocacy in the near term. The constituency can take on the responsibility to activate the site, build stewardship in the individuals, community organizations, and NGOs that feel connected to the Hill as well as build a foundation for future fundraising support. Over time, this advisory group can morph into a Friends Group or more formalized conservancy model with official non-profit status and legal responsibilities that the municipality negotiates.

## SEPARATE MANAGEMENT AUTHORITY AND THE EVENTUAL NGO GROUP

2 In the long term, it is advised to separate the public management authority that is legally necessary for the Hill from the eventual Friends Group/Conservancy that can take shape. As in the case of Society for the Protection of Prepsa, each entity has their role and mandate and the successful management of the park relies on their seamless partnership. Lycabettus Hill should have a conservancy model that has explicit responsibilities that the management authority may be unable to manage on its own.

## CREATE SPACE FOR ORGANIZATIONS TO LEAD PROGRAMMING

3 In speaking with several experts on park revitalization, a common theme of success revolved around the government's willingness to allow citizen initiatives to be run independently of direct city oversight. Although Lycabettus is defined primarily as an urban forest, there are a plethora of opportunities for programming that could be led by local residents and organizations. Beyond helping build public support and a constituency for the site, creating the space for citizens to program builds social cohesion and community partnerships that address the social dimension of public space. This led to the success of Brooklyn Bridge Park, Prespa and Tempelhof Field.

## CREATE SHARED INTEREST BETWEEN CITY, REGION, AND STATE

4 Ownership and governance of the Lycabettus Hill by three separate state and municipal entities presents a significant challenge. Lycabettus Hill cannot be neatly divided between the theatre, the road, and the various different areas. There are critical interdependencies and great opportunities when the site is seen as one entity. When implementing the long-term plan for Lycabettus, it is critical that the different government bodies are part of a formal structure that is created so that each knows its role. In a number of the above case studies, agreements were signed between the different city, state, or regional authorities in order to cede responsibility to just one entity, usually the City. In these cases, the other entities were still able to keep a sense of ownership. For example, although the City became the sole owner of the Brooklyn Bridge Park, the State had input the composition of the board of directors of the park authority.

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## CREATE A MANAGEMENT AUTHORITY WITH LONGER, STAGGERED TERMS AND DIVERSE REPRESENTATION

5 In interviews with various experts who have been involved in managing public space in Athens, one of the biggest issues relates to the length of the term of the management authority and/or the public ministers overseeing it. For numerous parks, the term of the management board was capped at two years, prohibiting the ability of a board to build momentum, plan long-term, and implement the plans that were designed.

In cases where the board was able to remain longer than two years, there were still the issues of turnover between public ministers or government officials with changing administrations. This would often destabilize the structure and long-term plans of the board. Board terms should be staggered so there is never a full turnover. Additionally, representation on the board by different levels of government can help manage the turnover of an entire board by ensuring that there is not a complete change if one public minister changes.

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## HIRE A PARK ADMINISTRATOR

6 When the maintenance, operations, and programming of a public space are delegated to a number of entities, there is less impetus or accountability to maintain and operate the site to the best standard possible. A single park administrator on-site who reports to the managing entity will have a better understanding of local needs, can build connections and partnerships with residents and community groups, and can demonstrate a city commitment to park revitalization.

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## INVEST IN VOLUNTEER MANAGEMENT

7 There are currently a number of volunteer groups that are already active in Lycabettus Hill, yet operate without support from the City, including a group that regularly cleans graffiti on the site. Investing in the management of volunteers can lead to a wide range of benefits, ranging from park maintenance and beautification to social cohesion and public support. Managing volunteers requires time and resources, but can yield great returns. A helpful starting point would be organizing a meeting with groups that have done park clean-up or volunteer events before to learn from them and identify specific ways to support these efforts. There are different ways to support these groups such as finance, materials, and communication.



# NEXT STEPS:

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## IMMEDIATE NEXT STEPS INCLUDE....

- 1 **MEET WITH HIGH LEVEL STAKEHOLDERS TO TEST IDEAS AND GET NEW IDEAS**  
Meetings can be with individual people or as a collective group, similar to the thematic focus group meetings that were held at City Hall. Gather individuals or representatives with experience in public management authorities and present early ideas and receive feedback.
- 2 **MEET WITH GOVERNMENTAL ENTITIES**  
Depending on the legislative process, meet with the two other governmental entities overseeing the space, the Ministry of Culture and the Ministry of Environment, to propose an implementable management structure.
- 3 **FORM ADVISORY GROUP OF NGO'S**
  - A) Invite the strongest and most influential supporters that have been engaged through the Lycabettus Program to an organizing meeting. Criteria: access to constituencies, technical experience, access to funding, international/EU connection, political influence, commitment, diversity, demonstrated enthusiasm, trustworthy.
  - B) Ask for a commitment
  - C) Set primary goals for developing stewardship
  - D) Present ideas, receive feedback, adjust, and see if any representatives are missing
  - E) Create fundraising, programming, governance committees
- 4 **PROPOSE STRUCTURE OF MANAGEMENT AUTHORITY**  
Incorporating input from this report, meetings with relevant stakeholders, and legislative mandates, a proposed structure for the management authority should be put forth.
- 5 **BEGIN THE LEGISLATIVE PROCESS TO IMPLEMENT A NEW MANAGEMENT AUTHORITY**  
Appoint one person on city staff to begin this process. That person should be transparent with the other governing agencies.
- 6 **CREATE ECONOMIC PLAN**  
In conjunction with the proposal for a management authority, an economic plan of expected revenue and costs along with an expense and capital budget for improvements should be created. The structure of the authority, and the economic plan should inform one another.
- 7 **INCENTIVIZE EARLY PROGRAMING**  
Gather lessons from the events hosted by partners on the Hill and meet with partners, including Synathina, to think about ways to activate sites on the Hill that are in line with the long-term plan. One possible idea is to put out a call for proposals for activities on the site. This is a good area to work with an advisory group or early stages of a Friends Group.
- 8 **LOOK FOR A STRONG INITIAL PHILANTHROPIC PARTNER**  
Ask local foundation to support the Friend's Group for the first 2-3 years giving an opportunity to begin programing and build a constituency
- 9 **BRAND IT**  
LOVE LYCABETTUS!

# LONG TERM STRUCTURE:

## IN THE LONG-TERM.....

**Lycabettus Hill will have a responsible management authority that has a board appointed by different government bodies, a committed NGO that supports programming, fundraising, and advocacy, and a parks administrator leading the collaboration between the two.**

1 The management authority for Lycabettus Hill should be an effective body with mechanisms for stability, where appointees have the necessary experience needed to manage public space and are chosen from the state, region, and city along with a seat for the parks administrator.



*Walking tour of flora and fauna on Lycabettus Hill led by WWF and Paths of Greece in October 2018*

2 The NGO supporting Lycabettus Hill should be an autonomous group composed of at least seven NGOs from Athens, Greece, and abroad. This group should advocate for the enhancement of green space, have access to technical expertise, organize programming on-site, and help fundraise for capital projects. The group's self-appointed board will have representation from the municipality and the region.

3 The management authority and the NGO should have a seamless relation with joint committees that are non-political and consensus-based, including the maintenance of ecology, erosion, water management, and habitat protection.



*'Mobile Street Team' using the map, model, and survey to engage Athenians about their vision for Lycabettus Hill in July 2018*

# INTERVIEWS & SOURCES

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Richards, Simon. Head of Parks Operations, Royal Parks Charity  
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