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LANDMARKING, HOUSING PRODUCTION AND DEMOGRAPHICS IN NYC

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OVERVIEW

New York City's Landmarks Law turns 50 this year, but unlike the City's zoning code which has seen countless updates and revisions over its century-long history, the City's Landmarks Law remains virtually unchanged since its inception.

New York City's Landmarks Law created four types of landmarks: individual, interior, scenic and historic districts—our study focused on individual landmarks and historic districts. For the Commission to designate an individual landmark or historic district—the two types of landmarks on which our study focused—certain eligibility criteria must be met. Generally, an individual landmark may be a building, any part of which is 30 years or older, that has special character or special historic or aesthetic interest or value as part of the development, heritage or cultural characteristic of the City, State or nation. “Special” is not defined. An historic district may be any area containing buildings that have a special character or special historical or aesthetic interest or value; represent at least one period or style of architecture typical of one or more eras in the City's history; and by reason of such factors, constitutes a distinct section of the city. It does not offer criteria to determine if “distinct” means the section is valuable to the City's history.

New landmarks and historic districts are frequently added but old designations are rarely if ever revisited. And while the City's Landmarks Law has stayed the same, the politics have evolved. Small but sophisticated civic and neighborhood groups have used the Law to effectively control development in their neighborhoods, oftentimes at the detriment of larger City housing needs.

While the number of landmarks steadily rises, the rate of landmarking—particularly the creation of historic districts that contain hundreds or in some cases even thousands of properties—has dramatically increased over the last ten years.

At the same time, the City continues to have a chronic housing shortage. For more than fifty years, the City has had a housing emergency, which is defined as a rental vacancy rate below five percent. Such a vacancy rate inflates rents and eliminates competition that might result in lower housing costs. Recently Mayor Bill de Blasio announced an ambitious housing plan to create and preserve an unprecedented amount of housing over the next decade to address this issue. Data collected from City records suggests that New York City's approach to designating and administering historic properties may be making it much more difficult to create new housing—particularly affordable housing.

This paper analyzes landmarking data, demographic statistics, and housing production in New York City—with a focus on Manhattan and Brooklyn—to take a quantitative look at the relationship between landmarking and housing creation. The findings make it clear that landmark designation, and particularly historic district designation, has in fact placed significant constraints on new housing production, especially affordable housing.

From this research it is our conclusion that it is time for New York City's Landmarks Law to evolve and to properly balance preservation with the need for more housing creation.

AN INTRODUCTION TO NYC'S LANDMARKING LAW

In 1963, McKim, Mead, and White's Beaux-Arts style Pennsylvania Station was demolished to make way for a new Madison Square Garden, office tower, and transit hub. This contentious decision to demolish the station was one of the major catalysts for the New York City Landmarks Law. The law, which created the New York City Landmarks Preservation Commission (LPC), was enacted in 1965, predating the National Historic Preservation Act of 1966 by one year.

The Landmarks Law was affirmed in 1978 when Penn Central, the owner of the designated Grand Central Terminal, sued the City, arguing that the Landmark Law was a "taking"—a government acquisition of private property without fair compensation. The law was upheld by the U.S. Supreme Court, which stated that the Terminal was still able to function as a rail station, that the owner's ability to transfer "air rights" provided it significant compensation, and that landmarking benefitted the public welfare.

The Law has protected a wide range of noteworthy properties for future generations, such as the Beaux Arts Grand Central Terminal, Rockefeller Center, modernist landmarks such as the Seagram Building, Lever House, as well as distinct sections of the city, like Greenwich Village, Brooklyn Heights and SoHo.

Anyone may propose the designation of a landmark or historic district by submitting a Request for Evaluation proposal. If after some research the LPC thinks the proposal has merit, it is calendared for a public hearing. Proposed landmarks and historic districts are reviewed and designated by the LPC, and their decisions are reviewed and affirmed (but rarely overturned) by the City Council and the Mayor.

Landmarking has consequences. In order to repair, alter or demolish a building that has been designated a landmark or included in an historic district—or even one that has been "calendared" for consideration as a landmark but not designated—the property owner must submit plans to LPC for review, and often undergo a lengthy review process including meetings with staff or even several public hearings that can be drawn out for years.

HOW MUCH OF NYC IS LANDMARKED?

We began our research by identifying the total number of tax map lots ("properties") regulated by the City's LPC, including those that have been "calendared" for review but not acted on, and excluding scenic and interior landmarks.¹ By the end of 2013, there were 129 historic districts in the five boroughs of New York City, ranging in size from a handful of properties to the largest districts containing up to nearly 2,000 buildings. These districts now encompass nearly 30,000 properties in total, as well as approximately 1,300 individual landmarks.

The analysis revealed that nearly 28% of Manhattan is now landmarked, with the figure as high as 70% in some Community Districts such as the Upper West Side and West Village.² Recently, historic district designation has spread beyond Manhattan. From 2003 to 2013, 79% of newly designated landmarks were in the Bronx, Brooklyn, Queens or Staten Island, and Brooklyn now exceeds Manhattan in the total number of landmarked properties. As a result of recent activity, three of the most desirable Community Districts in Brooklyn have over 25% percent of their properties landmarked.

¹ See Appendix: Methodology for full description of Tax Map Lots ("Properties")

² Community Districts are City designated administrative boundaries. New York City is split up into 59 Community Districts across all 5 Boroughs.

Although the City as a whole has a seemingly low 3.64% of its properties landmarked, historic districts account for nearly 96% of all landmarked properties, and they are still relatively uncommon in the more suburban, low-density areas of Staten Island, the Bronx, and Queens. The areas with the highest concentrations of landmarking are often the most transit-rich areas that are appropriate for high density development. In fact, the Citywide percentage obscures the very high percentage of landmarking in particular Community Districts and distorts the true effect that landmarking has on smart regional planning and development. The argument by preservationists that less than 4% of the city is landmarked ignores the reality that nearly one-third of Manhattan has been designated with percentages approaching 70% in certain areas. By comparing landmarks and historic districts with Community Districts, United States census tracts and transit infrastructure, planners and policy makers can gain a better sense of their impact.

WHAT ARE THE IMPLICATIONS OF SO MUCH LANDMARKING?

After determining how much of the City is landmarked, the next logical question was “Why does it matter?” Looking at landmarking through the lens of New York City’s chronic housing shortage, we analyzed who lives in landmarked areas and what impact landmarking has on housing production, focusing on Manhattan and Brooklyn—the boroughs that have the highest percentages of landmarked properties.

DEMOGRAPHICS

There is a stark difference in demographics between residents who live in landmarked districts and those who do not. Using 2010 U.S. census tract data, a demographical analysis shows that the population in landmarked districts is significantly less diverse in terms of racial and ethnic makeup than the rest of Manhattan, Brooklyn, or New York City as a whole. Additionally, residents of landmarked areas have much higher household incomes; in census tracts that are completely landmarked, the average income is twice that of their respective boroughs as a whole. Overall, as the percentage of landmarked properties in a census tract increases, the population density is lower, the percentage of rental units is smaller, and households have fewer members.³

HOUSING PRODUCTION (2003-2012)

We also explored the question of whether landmarking has an effect on housing production. Using data from the New York City Department of Buildings and the City’s Rent Guidelines Board, we calculated the number of new housing units constructed in the five boroughs from 2003-2012 and compared it with the number of housing units created on landmarked properties. Our research revealed that while 206,819 new units were constructed on non-landmarked properties citywide, only 0.64% of all new housing units—or 1,318 units—were created on landmarked properties. In other words, housing production was significantly lower in landmark areas.

In Manhattan, the 998 housing units created in historic districts represent less than 2% of all housing created in the borough during a ten-year period, while landmarked properties account for over a quarter of all properties in the borough. Brooklyn had less than two-tenths of one percent of its units developed on landmarked properties. In the Bronx, 194 units or two-thirds of one percent of its new housing were on

³ There is a strong correlation between landmarking and these demographic findings, but more study would be needed to determine if there is a causal relationship between the two, and if so, how each of the two variables affects the other.

landmarked property, and the rate of housing production on landmarked properties in Queens and Staten Island was negligible.

AFFORDABLE HOUSING PRODUCTION (2003-2012)

We also looked at data on affordable housing created during the same period. Focusing first on the 1,318 units of housing constructed on landmarked property across all boroughs of New York City, just 100 of those units—or 7.6%—were built as affordable housing. This number is inflated (and even distorted) by the 95 units in the Cedars/Fox Hall project, a heavily subsidized housing development that we will discuss further in a minute. Removing Cedars/Fox Hall from the data set lowers the percentage of affordable housing that was constructed on landmarked property to only 0.38% citywide—in other words, there is far less affordable housing constructed on landmarked properties than elsewhere in the City. As a comparison, the overall ratio of affordable housing constructed in the non-landmarked properties throughout the City during this period is 17%.

As a percentage of the total number of affordable housing units built throughout the five boroughs, the amount of affordable housing constructed on landmarked property is even more dismal. A total of 34,904 units of affordable housing were constructed during this time, but only 0.29% of those units were built on landmarked properties.

Landmarking practically precludes the development of affordable housing. It can only occur with the assistance of very heavy public subsidies. Our research showed that over this ten-year period, the few newly constructed affordable units on landmarked property throughout the City were on land sold by the City of New York or by not-for-profit organizations to developers for significantly discounted land costs or including significant subsidies. Of the 100 affordable units built on landmarked property, five units were part of a City-sponsored project on Historic Front Street in Manhattan, and the other 95 were built as supportive, affordable housing at Cedars/Fox Hall in the Longwood Historic District in the Bronx. Although the Cedars/Fox Hall project was not developed on land sold by the City, the circumstances were similar. The seller was the non-profit Police Athletic League—which sold the land for only \$10—and the project received significant amounts of financial assistance from the City, State and federal governments, among others. In all of Brooklyn, Queens and Staten Island, there was no newly constructed affordable housing built on landmarked properties.

We have also performed preliminary research into affordable housing units created through preservation or renovation of landmarked properties from 2003-2012. While our analysis is ongoing at this time, we have found that some 95% of the units produced through renovation on landmarked property were part of City-owned or -sponsored projects, and the remaining units were produced using tax abatement programs to help subsidize the affordable units. Additional research into the affordable units created on non-landmarked property could produce interesting data, but these preliminary findings alone highlight the importance of public assistance in the creation of affordable housing on landmarked property.

WHY IS HOUSING PRODUCTION LOWER IN LANDMARKED AREAS?

Land constraints imposed on landmark property—such as the virtual inability to demolish or enlarge designated property, the additional limitations imposed in historic districts for the transfer of air rights, and a lengthy public review process—are major reasons for the very low rate of production of housing and affordable housing in these areas.

The zoning and landmarks regulations to permit the transfer of unused development rights from landmarked properties, especially historic districts, have been largely ineffective. Ordinarily unused air rights can be transferred freely to adjacent development sites. In historic districts, this is restricted by a lack of available development sites to the point that most air rights are unusable. According to a NYU Furman Center for Real Estate and Urban Policy report, only three landmarked properties filed special permits to transfer their development rights in the entire City between 2003 and 2011. While individual landmarks have a little more flexibility in transferring their development rights to receiving properties, property owners in historic districts are unable to transfer or sell their unused development rights across streets. This additional limitation further impedes new development in these districts.

Although LPC's own web site says it doesn't regulate "the height or floor area of buildings, the size of rear yards or open spaces, obstruction of sunlight or air, density of population, or the purposes for which buildings are used," by limiting air rights transfers and by requiring "contextual designs," landmarking often functions as back-door zoning. There have been several cases in recent years in which the Landmarks Commission has rejected applications or requested modifications that would lower the height or density of new construction of a property in an historic district to ensure that it is "contextual" with the rest of the historic district.

Uncertainty also plays a considerable role in the development (or lack thereof) of housing. Because the process for LPC's review of alteration, demolition, or construction applications isn't standardized, the back-and-forth process between LPC and an owner can take an unlimited period of time. Since there are rarely clear guidelines for what may or may not be done in a given historic district, there are often extra costs for specialty consultants (architects, lawyers, preservationists, expeditors, etc.) and the multiple design iterations that may be required during LPC's review. Additionally, the historic construction materials required by LPC are frequently more expensive, all of which combine to result in the costs for doing work on landmarked buildings being higher than those on comparable, undesignated buildings. These added costs of working on landmarked property may tip the balance between a project that is feasible and one that isn't cost-effective. This is especially true for projects that include affordable housing, which already has a razor-thin margin.

CONCLUSION

Keeping up with the demand for housing in New York City has historically been difficult, and producing sufficient amounts of affordable housing has been an even more serious challenge. With 9 million residents projected for the City by 2040, an estimated 400,000 new housing units will be required to meet the anticipated demand. Additionally, Mayor Bill de Blasio has set forth an ambitious goal of building 80,000 new units of affordable housing over the next decade.

In the past, affordable housing creation in New York City has relied considerably on either the use of City-owned land, subsidies for private developers, or upzonings that increase allowable density while including affordable housing requirements. Unfortunately, previous strategies for producing affordable housing are becoming increasingly difficult to implement, particularly as historic districts further limit new construction. New York City is thriving, and as a result, the City's supply of publicly-owned land is dwindling and isn't being replenished through mechanisms such as the tax foreclosures that brought so much property under municipal control in the 1970s and '80s. In addition, large financial subsidies from the City for affordable housing developers are less feasible given the myriad of other funding priorities and budget requirements, such as rising healthcare costs and pension obligations.

Zoning remains an effective way of incentivizing the production of affordable housing. In theory, the City's existing zoning should be able to absorb a majority of the housing demand without wholesale upzonings of entire neighborhoods. However, expansive historic districts undercut zoning and significantly limit development potential by eliminating the potential use of as-of-right zoning height and density, by preventing demolition for new construction, and by using the LPC process to prevent construction that is not "contextual."

Our analysis finds that housing production—and especially affordable housing production—is markedly lower on landmarked districts than in similar but non-landmarked areas. With some neighborhoods in Manhattan approximately 70% landmarked, and others in Brooklyn more than 25% landmarked, large swaths of the City effectively have their development potential curtailed. If landmarking practices of the previous decade continue, and without a serious look at the rules that govern development in historic districts, New York City runs the risk of further inhibiting housing production and preventing the City from meeting the housing needs of its growing population. The problem is exacerbated due to regulations that largely limit the transfer of a landmark's unused development rights to an adjacent receiving site.

Through our research, it became apparent that the problem is not caused by landmarking individual properties, but rather by the wholesale landmarking of entire neighborhoods through historic district designations. These catch-all landmark districts typically include some properties that have no architectural or historical merits, such as vacant lots, parking lots, and significantly altered buildings. Needless to say, this is not what the Law envisioned protecting when it was established 50 years ago. Even noted historic preservationists have questioned the increase in the number of historic district designations. At a 2011 Fitch Forum on Landmarking at Columbia University landmarking pioneer Otis Pearsall said, "When we were envisioning a landmarks law starting in 1958...nobody had in mind the 110 Historic Districts, we thought of maybe three or four. With 110 going on to 250 Historic Districts, one has step back a little bit and wonder just what exactly it is we are trying to achieve and what we are doing. Are we cheapening the brand or is this the correct thing to be doing?"

The proliferation of historic districts over the past 20 years is due in large part to a more sophisticated and organized public. At the same 2011 Fitch Forum, then-Landmarks Commissioner Margery Perlmutter said, "I have seen how community activists use historic preservation as a way to limit development. That's not what historic preservation is for, that's called zoning. What I'm seeing more and more, which I think is a very unfortunate trend in sort of the historic preservation movement...is that people will see that designating a Historic District or designating a building can actually be a speedier way to eliminating a development possibility than convincing the City Planning Commission that it would be a wise planning move." Historic districts create a situation that favors stasis over change, and they have led to the rise of owner-resident groups determined to maintain their permanence at the expense of City and civic goals. Most recently, preservationist groups have been very vocal in their opposition of the Department of City Planning's Zoning for Quality and Affordability plan—a laudable, yet modest, attempt to remove barriers that constrain housing production, encourage better quality buildings, promote senior housing and remove unnecessary costs that encumber affordable housing development.

If the original purpose of the Landmarks Law was to benefit the welfare of the general public at large instead of small residential groups, then recent actions need to be reassessed through the scope of balancing public policy priorities. In order to address the needs of 21st-century New York City, we must take the opportunity of the 50th anniversary of the New York City Landmarks Law to celebrate its preservation successes, but also to be honest about its shortcomings and limitations. We must address critical questions such as: How should the criteria for designating historic districts be amended to strengthen standards? How can the rules governing existing historic districts be modified to better

accommodate growth and new development? How can LPC's policies on alterations and redevelopment be streamlined and standardized to reduce costs related to lengthy public review? How can we prevent LPC from being a shadow zoning agency?

Looking forward for the next 50 years, the Landmarks Law must evolve in order to allow the City to keep growing and to welcome 21st-century architecture into 20th-century historic districts.

APPENDIX: TABLES

Table 1: Housing Construction on Landmarked Properties (2003-2012)

	Total New Housing Units Constructed	Housing Units Constructed on Landmarked Properties	Percent of Housing Units Constructed on Landmarked Properties
Bronx	29,403	194	0.66%
Brooklyn	62,743	120	0.19%
Manhattan	53,220	998	1.88%
Queens	49,570	6	0.01%
Staten Island	11,883	0	0.00%
Citywide	206,819	1,318	0.64%

Table 2: Housing Construction and Renovation on Landmarked Properties (2003-2012)

	Housing Units Constructed on Landmarked Properties	Affordable Units Constructed on Landmarked Properties	Affordable Units Renovated on Landmarked Properties
Bronx	194	95	132
Brooklyn	120	0	68
Manhattan	998	5	114
Queens	6	0	0
Staten Island	0	0	98
Citywide	1,318	100	412

Table 3: Percent Landmarked, by Borough

	Total Properties	Total Landmarked Properties	% of Properties Landmarked
Bronx	89,361	910	1.02%
Brooklyn	276,653	14,211	5.14%
Manhattan	42,361	11,738	27.71%
Queens	323,065	3,763	1.16%
Staten Island	121,507	389	0.32%
Citywide	852,947	31,011	3.64%

Table 4: Percent of Landmarked Properties in Historic Districts, by Borough

	Total Landmarked Properties	Individual Landmarks	Properties in Historic Districts	% of Landmarked Properties in Historic Districts
Bronx	910	79	831	91.32%
Brooklyn	14,211	165	14,046	98.84%
Manhattan	11,738	880	10,858	92.50%
Queens	3,763	76	3,704	98.43%
Staten Island	389	123	266	68.38%
Citywide	31,011	1,323	29,705	95.79%

Table 5: Percentage landmarked in the Bronx, by Community District

	Total Properties	Total Landmarked Properties	% of Properties Landmarked
BRONX	89,361	910	1.02%
CD 1 - Mott Haven, Port Morris, Melrose	3,990	171	4.29%
CD 2 - Hunts Point, Longwood, Morrisania	2,940	146	4.97%
CD 3 - Crotona Park, Claremont Village, Concourse Village, Woodstock, and Morrisania	3,756	58	1.54%
CD 4 - Highbridge, Concourse, Mount Eden, and Concourse Village	3,319	117	3.53%
CD 5 - Fordham, University Heights, Morris Heights, Bathgate, and Mount Hope	3,281	40	1.22%
CD 6 - Belmont, Bathgate, West Farms, East Tremont, and Bronx Park South	4,180	3	0.07%
CD 7 - Norwood, University Heights, Jerome Park, Bedford Park, Fordham, and Kingsbridge Heights	3,635	17	0.47%
CD 8 - Fieldston, Kingsbridge, Kingsbridge Heights, Marble Hill, Riverdale, Spuyten Duyvil, Van Cortlandt Village	4,965	343	6.91%
CD 9 - Parkchester, Unionport, Soundview, Castle Hill, Bruckner, Harding Park, Bronx River and Clason Point	10,835	0	0.00%
CD 10 - Co-op City, City Island, Spencer Estates, Throggs Neck, Country Club, Zerega, Westchester Square, Pelham Bay, Eastchester Bay, Schuylerville, Edgewater, Locust Point, and Silver Beach	15,147	11	0.07%
CD 11 - Allerton, Bronx Park East, Eastchester Gardens, Indian Village, Morris Park, Olinville, Parkside, Pelham Gardens, Pelham Parkway, Van Nest, and Westchester Heights	12,696	2	0.02%
CD 12 - Edenwald, Wakefield, Williamsbridge, Woodlawn, Fish Bay, Eastchester, Olinville, and Baychester	20,617	2	0.01%

Table 6: Percentage landmarked in Brooklyn, by Community District

	Total Properties	Total Landmarked Properties	% of Properties Landmarked
BROOKLYN	276,653	14,211	5.14%
CD 1 - Flushing Avenue, Williamsburg, Greenpoint, Northside, and Southside	15,014	421	2.80%
CD 2 - Brooklyn Heights, Fulton Mall, Boerum Hill, Fort Greene, Brooklyn Navy Yard, Fulton Ferry, and Clinton Hill	8,148	3,654	44.85%
CD 3 - Bedford-Stuyvesant, Stuyvesant Heights, and Ocean Hill	17,009	2,106	12.38%
CD 4 - Bushwick	11,190	14	0.13%
CD 5 - East New York, Cypress Hills, Highland Park, New Lots, City Line, Starrett City, and Ridgewood	20,833	3	0.01%
CD 6 - Red Hook, Carroll Gardens, Park Slope, Gowanus, and Cobble Hill	13,808	3,855	27.92%
CD 7 - Sunset Park and Windsor Terrace	13,358	27	0.20%
CD 8 - Crown Heights, Prospect Heights, and Weeksville	8,080	2,567	31.77%
CD 9 - Crown Heights, Prospect Lefferts Gardens, and Wingate	6,955	872	12.54%
CD 10 - Bay Ridge, Dyker Heights, and Fort Hamilton	17,056	3	0.02%
CD 11 - Bath Beach, Gravesend, Mapleton, and Bensonhurst	21,822	5	0.02%
CD 12 - Boro Park, Kensington, Ocean Parkway, and Midwood	19,347	0	0.00%
CD 13 - Coney Island, Brighton Beach, Bensonhurst, Gravesend, and Seagate	6,869	2	0.03%
CD 14 - Flatbush, Midwood, Kensington, and Ocean Parkway	11,779	673	5.71%
CD 15 - Sheepshead Bay, Manhattan Beach, Kings Bay, Gerritsen Beach, Kings Highway, East Gravesend, Madison, Homecrest, and Plum Beach	23,426	4	0.02%
CD 16 - Brownsville and Ocean Hill	8,172	1	0.01%
CD 17 - East Flatbush, Remsen Village, Farragut, Rugby, Erasmus and Ditmas Village	18,255	1	0.01%
CD 18 - Canarsie, Bergen Beach, Mill Basin, Flatlands, Marine Park, Georgetown, and Mill Island	35,532	3	0.01%

Table 7: Percentage landmarked in Manhattan, by Community District

	Total Properties	Total Landmarked Properties	% of Properties Landmarked
MANHATTAN	42,752	11,847	27.71%
CD 1 - Tribeca, Seaport/Civic Center, Financial District, Battery Park City	1,485	741	49.90%
CD 2 - Greenwich Village, West Village, NoHo, SoHo, Lower East Side, Chinatown, Little Italy	4,757	3,330	70.00%
CD 3 - Tompkins Square, East Village, Lower East Side, Chinatown, Two Bridges	4,279	414	9.68%
CD 4 - Clinton, Chelsea	3,483	345	9.91%
CD 5 - Midtown	3,058	630	20.60%
CD 6 - Stuyvesant Town, Tudor City, Turtle Bay, Peter Cooper Village, Murray Hill, Gramercy Park, Kips Bay, Sutton Place	2,836	297	10.47%
CD 7 - Manhattan Valley, Upper West Side, and Lincoln Square	4,443	3,174	71.44%
CD 8 - Upper East Side, Lenox Hill, Yorkville, and Roosevelt Island	5,557	1,724	31.02%
CD 9 - Hamilton Heights, Manhattanville, Morningside Heights, and West Harlem	2,495	618	24.77%
CD 10 - Central Harlem	4,416	461	10.44%
CD 11 - East Harlem	3,197	25	0.78%
CD 12 - Inwood and Washington Heights	2,746	88	3.20%

Table 8: Percentage landmarked in Queens, by Community District

	Total Properties	Total Landmarked Properties	% of Properties Landmarked
QUEENS	323,065	3,763	1.16%
CD 1 - Astoria, Old Astoria, Long Island City, Queensbridge, Ditmars, Ravenswood, Steinway, Garden Bay, and Woodside	19,392	6	0.03%
CD 2 - Long Island City, Woodside, and Sunnyside	10,753	667	6.20%
CD 3 - Jackson Heights, East Elmhurst, North Corona, and La Guardia Airport	14,671	531	3.62%
CD 4 - Corona, Corona Heights, Elmhurst, and Newtown	11,865	6	0.05%
CD 5 - Ridgewood, Glendale, Middle Village, Maspeth, and Liberty Park	31,380	1,286	4.10%
CD 6 - Forest Hills and Rego Park	10,339	2	0.02%
CD 7 - Flushing, Bay Terrace, College Point, Whitestone, Malba, Beechhurst, Queensboro Hill, and Willets Point	34,639	14	0.04%
CD 8 - Fresh Meadows, Cunningham Heights, Hilltop Village, Pomonak Houses, Fresh Meadows, Jamaica Estates, Holliswood, Flushing South, Utopia, Kew Gardens Hills, and Briarwood	19,357	3	0.02%
CD 9 - Richmond Hill, Woodhaven, Ozone Park, and Kew Gardens	20,420	4	0.02%
CD 10 - Howard Beach, Ozone Park, South Ozone Park, Richmond Hill, Tudor Village, and Lindenwood	25,042	0	0.00%
CD 11 - Bayside, Douglaston, Little Neck, Auburndale, East Flushing, Oakland Gardens, and Hollis Hills	25,645	783	3.05%
CD 12 - Jamaica, Hollis, St. Albans, Springfield Gardens, Baisley Park, Rochdale Village, and South Jamaica	41,377	458	1.11%
CD 13 - Queens Village, Glen Oaks, New Hyde Park, Bellerose, Cambria Heights, Laurelton, Rosedale, Floral Park, and Brookville	43,561	1	0.00%
CD 14 - Breezy Point, Belle Harbor, Broad Channel, Neponsit, Arverne, Bayswater, Edgemere, Rockaway Park, Rockaway and Far Rockaway	14,624	2	0.01%

Table 9: Percentage landmarked in Staten Island, by Community District

	Total Properties	Total Landmarked Properties	% of Properties Landmarked
STATEN ISLAND	121,507	389	0.32%
CD 1 - Arlington, Castleton Corners, Clifton, Concord, Elm Park, Fort Wadsworth, Graniteville, Grymes Hill, Livingston, Mariners Harbor, Meiers Corners, New Brighton, Port Ivory, Port Richmond, Randall Manor, Rosebank, St. George, Shore Acres, Silver Lake, Stapleton, Sunnyside, Tompkinsville, West Brighton, Westerleigh	38,919	300	0.77%
CD 2 - Arrochar, Bloomfield, Bulls Heads, Chelsea, Dongan Hills, Egbertville, Emerson Hill, Grant City, Grasmere, High Rock, Lighthouse Hill, Midland Beach, New Dorp, New Springville, Oakwood, Ocean Breeze, Old Town, Richmondtown, South Beach, Todt Hill, and Travis	34,214	56	0.16%
CD 3 - Annadale, Arden Heights, Bay Terrace, Charleston, Eltingville, Great Kills, Greenridge, Huguenot, Pleasant Plains, Prince's Bay, Richmondtown, Richmond Valley, Rossville, Tottenville, and Woodrow	48,374	33	0.07%

Table 10: Affordable and Market Rate Housing Construction, Citywide (2003-2012)

	New Housing Units Constructed	Affordable Housing Units Constructed	Market Rate Housing Units Constructed
Bronx	29,403	16,993	12,410
Brooklyn	62,743	7,435	55,308
Manhattan	53,220	8,070	45,150
Queens	49,570	2,234	47,336
Staten Island	11,883	172	11,711
Citywide	206,819	34,904	171,915

Table 11: Housing Construction on Landmarked Properties, Citywide (2003-2012)

	Market Rate Units Constructed on Non-Landmarked Properties	Market Rate Units Constructed on Landmarked Properties	Affordable Units Constructed on Non-Landmarked Properties	Affordable Units Constructed on Landmarked Properties
Bronx	29,209	194	16,898	95
Brooklyn	62,623	120	7,435	0
Manhattan	52,222	998	8,065	5
Queens	49,564	6	2,234	0
Staten Island	11,883	0	172	0
Citywide	205,501	1,318	34,804	100

Table 12: Percent Affordability of Housing Construction, Citywide (2003-2012)

	% of Units Constructed on Non-Landmarked Properties that are Affordable	% of Units Constructed on Landmarked Properties that are Affordable	% of Affordable Units Built on Landmarked Properties
Bronx	57.85%	48.97%	0.56%
Brooklyn	11.87%	0.00%	0.00%
Manhattan	15.44%	0.50%	0.06%
Queens	4.51%	0.00%	0.00%
Staten Island	1.45%	0.00%	0.00%
Citywide	16.94%	7.59%	0.29%

Table 13: Household Demographics in Manhattan

	Median Household Income	Racial Diversity Index	Population Change (2000-2010)	Percent Renter Occupied	Average Household Size
Citywide	\$48,743	0.74	2.10%	69%	2.57
Manhattan	\$63,832	0.68	3.20%	77%	2.00
Census Tract with 50%-79% Property Landmarked	\$96,990	0.51	2.65%	64%	1.90
Census Tract with 80%-94% Property Landmarked	\$110,747	0.35	-1.27%	64%	1.74
Census Tract with 95%-100% Property Landmarked	\$119,710	0.29	-5.57%	64%	1.72

Table 14: Household Demographics in Brooklyn

	Median Household Income	Racial Diversity Index	Population Change (2000-2010)	Percent Renter Occupied	Average Household Size
Citywide	\$48,743	0.74	2.08%	69%	2.57
Brooklyn	\$42,143	0.72	1.60%	72%	2.69
Census Tract with 50-79% Property Landmarked	\$71,871	0.67	-2.33%	73%	2.18
Census Tract with 80-94% Property Landmarked	\$95,360	0.54	-4.82%	59%	1.96
Census Tract with 95%- 100% Property Landmarked	\$110,259	0.35	-1.38%	49%	1.89

Table 15: Racial Demographics in Manhattan

	African American	Asian	Hispanic / Latino	Other	White	Racial Diversity Index
Citywide	22.8%	12.6%	28.6%	2.7%	33.3%	0.74
Manhattan	12.9%	11.2%	25.4%	2.5%	48.0%	0.68
Census Tract with 50%-79% Property Landmarked	9.7%	7.7%	12.7%	2.5%	67.4%	0.51
Census Tract with 80%-94% Property Landmarked	2.9%	6.9%	7.7%	2.4%	80.1%	0.35
Census Tract with 95%-100% Property Landmarked	1.9%	6.0%	6.1%	2.2%	83.7%	0.29

Table 16: Racial Demographics in Brooklyn

	African American	Asian	Hispanic / Latino	Other	White	Racial Diversity Index
Citywide	22.8%	12.6%	28.6%	3.3%	33.3%	0.74
Brooklyn	31.9%	10.4%	19.8%	2.2%	35.7%	0.72
Census Tract with 50-80% Property Landmarked	42.9%	5.7%	11.1%	3.8%	36.5%	0.67
Census Tract with 80-94% Property Landmarked	16.1%	6.1%	9.4%	4.0%	64.5%	0.54
Census Tract with 95%-100% Property Landmarked	4.0%	6.4%	6.8%	3.1%	79.7%	0.35

Chart 1: Percent Landmarked, by Borough

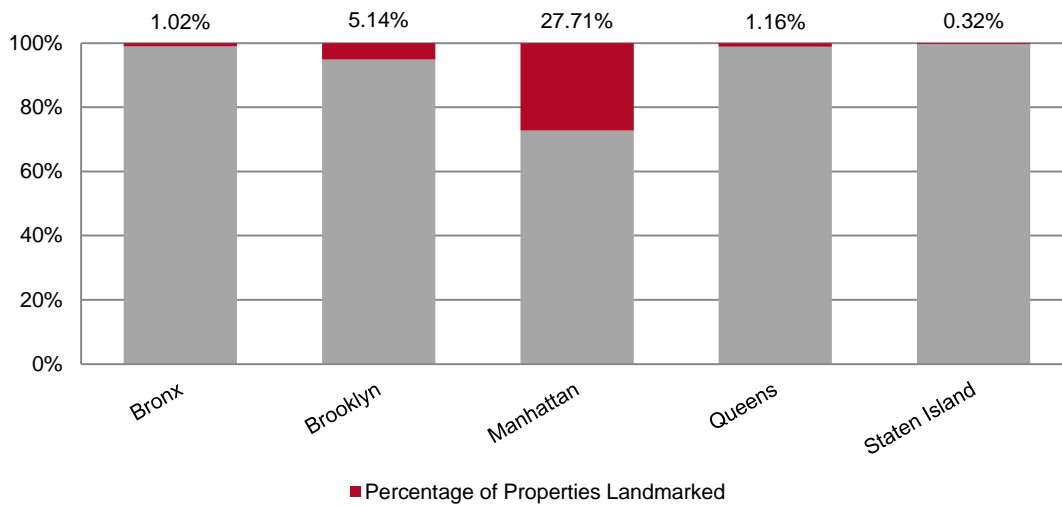


Chart 2: Analysis of Affordable Housing Construction, Citywide (2003-2012)

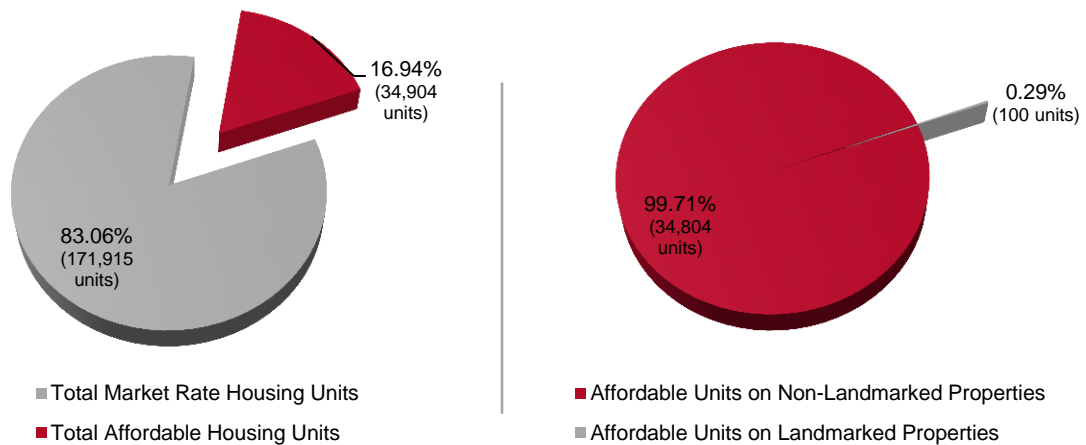


Chart 3: Percent Affordable on Non-Landmarked and Landmarked Properties (2003-2012)

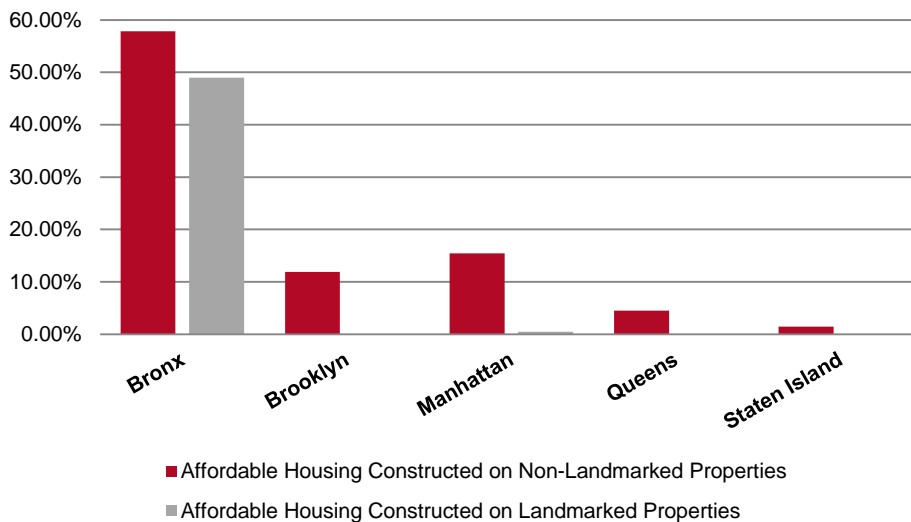


Chart 4: Percent Landmarked vs. Housing Creation on Landmarked Properties (2003-2012)

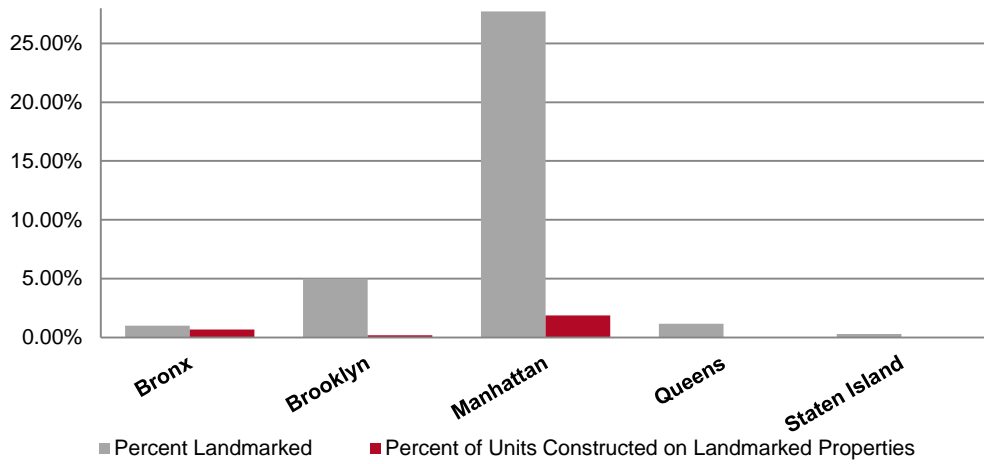
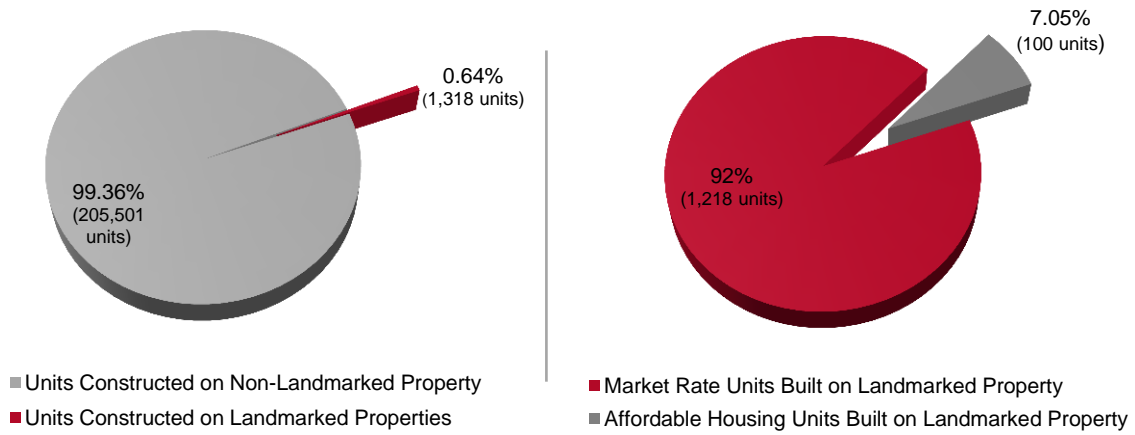


Chart 5: Housing Construction on Landmarked Properties, Citywide (2003-2012)



APPENDIX: METHODOLOGY

Source

Landmarked Properties

The data used to determine the number of landmarked properties in each borough is from the City's Primary Land Use Tax Lot Output (PLUTO) data files⁴, which contain data maintained by the Department of City Planning (DCP), Department of Finance (DOF), Department of Citywide Administrative Services (DCAS), and from the Landmarks Preservation Commission's (LPC) publications and website. The PLUTO data was analyzed in a geographic information system (GIS) program so that basic calculations could be made about landmarks and land use in the City.

Housing Production

The data used for calculating the development of affordable housing units was obtained from the New York State Housing Finance Agency, New York City Housing Development Corporation, and the Furman Center's Subsidized Housing Information Project. The data used to determine new housing construction was obtained from the New York City Department of Buildings. The Rent Guidelines Board provided the data used to determine the total number of residential units built.

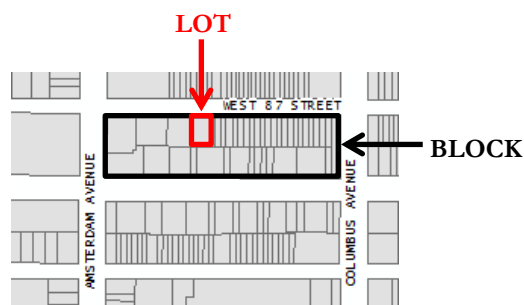
Demographics

Demographic information was obtained from the 2010 Census.

Definitions and Calculations

Tax Map Lots

Tax map lots were chosen to signify properties because this is how the LPC and DCP denote landmark properties (both individual landmarks and historic districts) throughout the City. Additionally, tax map lots group condominium/co-ops units in a building as a single property, as opposed to tax lots as defined by the Department of Finance, which lists each condominium unit as a separate property and consequently would throw off the landmark count. A diagram depicting a typical tax map lot within a block is shown below.



⁴ - October 2013 version of PLUTO data.

Landmarked Properties

Only those properties that are designated by the City's LPC were used in this study. Those landmarked properties include individual landmarks, historic districts, and recently calendared historic districts. Calendared historic districts were incorporated into the total calculations because they are essentially treated as landmarked buildings and must go through a very similar discretionary review process as designated landmarks. Also, given recent trends by the LPC, it is highly likely that these calendared historic districts will eventually be designated. Individual landmarks and historic districts that were either designated or calendared after the release of the 2011 PLUTO dataset were added manually, based on information from the LPC website. Properties that are only listed on the New York State and National Register of Historic Places were excluded, as were LPC designated scenic and interior landmarks. All parks (and buildings on parkland) were excluded from final property calculations because the goal of this analysis was to examine properties with real development potential and very rarely does development occur on parkland. Even though calendared historic districts were included, calendared individual landmarks were not because there was not sufficient data available.

Percentage of Landmarked Properties

The percentage of landmarked properties was calculated by identifying the total number of LPC designated tax map lots (including calendared historic districts) and dividing that by the total number of tax map lots, excluding parklands. This percentage was calculated on City-wide, Borough-wide and Community District levels.

Percentage of Landmarked Properties in Historic Districts

The percentage of landmarked properties in historic districts was calculated by identifying the total number of tax map lots in historic districts (including calendared historic districts) and dividing that by the total number of LPC designated tax map lots, excluding parklands. Individual landmarks located in historic districts were not counted as historic district properties to avoid double counting. This percentage was calculated on City-wide, Borough-wide and Community District levels.

Total Number of Landmarked Buildings

The total number of landmarked buildings is more than the total number of landmarked properties. This is because there can be several buildings on a single tax map lot. Therefore, in order to calculate the total number of landmarked buildings, a related PLUTO data field, "Number of Buildings" was used. All LPC designated tax map lots (including calendared historic districts) were extracted and the sum of the "number of buildings" was used to calculate the total number of landmarked buildings.

Vacant Lots (LPC Designated)

The total number of LPC designated vacant lots was calculated by extracting all LPC designated tax map lots (including calendared historic districts) and sorting them by the PLUTO data field, "Land Use". In the "Land Use" field, vacant lots are labeled as "11". All LPC designated tax map lots with the "11" Land Use label were added to calculate the total number of landmarked vacant lots.