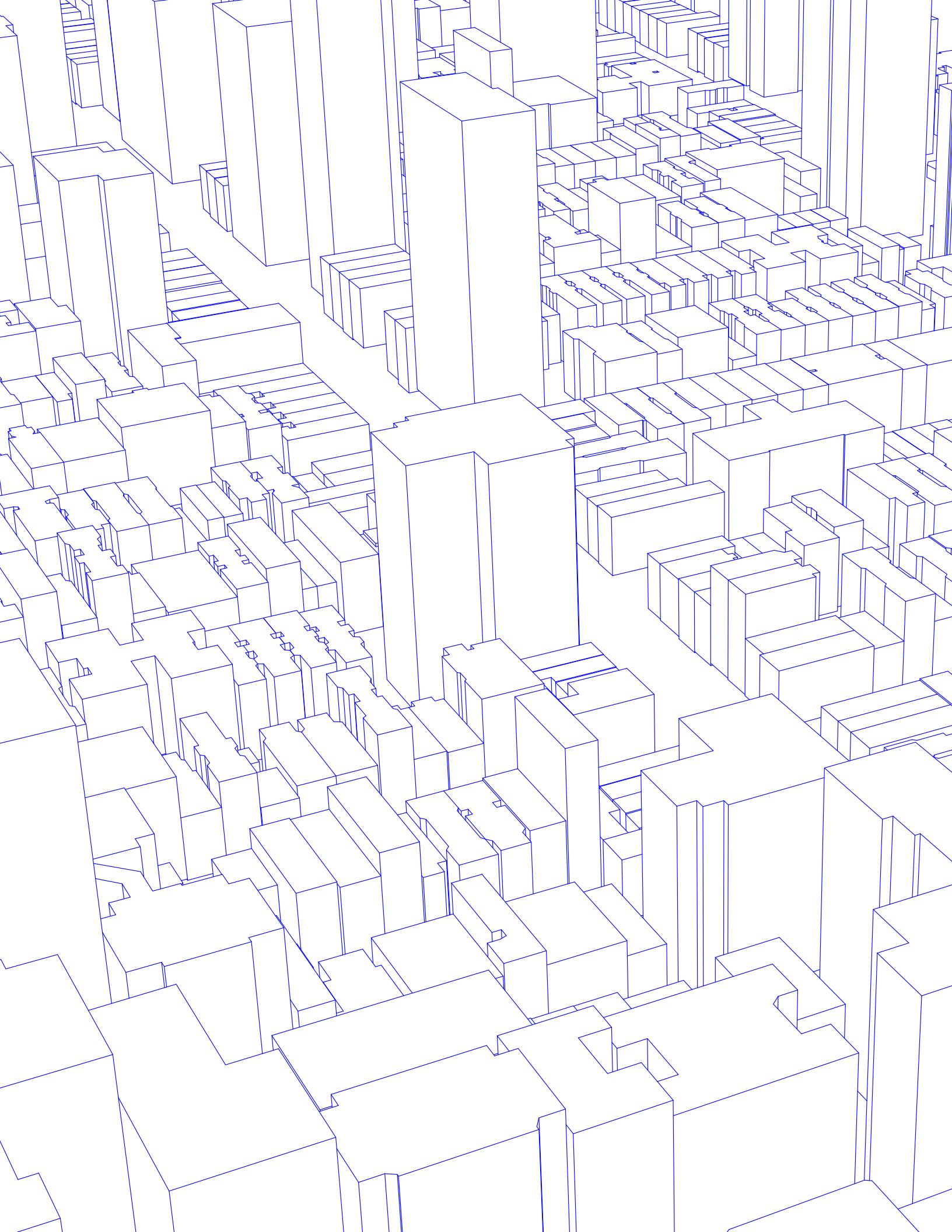


September, 2015
BFJ Planning

THE UPPER EAST SIDE:

A FRAMEWORK FOR THE FUTURE OF FIVE NEIGHBORHOODS

A Planning and Zoning Study



THE UPPER EAST SIDE—A FRAMEWORK FOR THE FUTURE OF FIVE NEIGHBORHOODS

A PLANNING AND ZONING STUDY

FRIENDS of the Upper East Side

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INTRODUCTION

THE UPPER EAST SIDE—A FRAMEWORK FOR THE FUTURE OF FIVE NEIGHBORHOODS

FRIENDS

Founded in 1982, Friends of the Upper East Side Historic Districts (FRIENDS) is an independent, not-for-profit membership organization dedicated to preserving the architectural legacy, livability, and sense of place of the Upper East Side. FRIENDS was created to be a source of information and guidance for property owners, as well as an active participant in public decisions that affect the historic and cultural resources of the Upper East Side. In keeping with this mission, this report examines the Upper East Side of Manhattan at a time of change and uncertainty.

WHY?

The first segment of the long-awaited Second Avenue Subway is scheduled to open in 2017. This \$4.5 billion public investment in transit infrastructure seeks to address long-standing overcrowding and level-of-service issues in the transit system. Like all ambitious transit investments, it is already provoking substantial secondary effects: real estate market demand will continue to increase significantly within walking distance of the new subway stations at the intersections of Second Avenue with East 72nd, East 86th, East 96th, and East 106th Streets. In anticipation of significant improvement to the Upper East Side's transportation infrastructure, new residential development is taking place in proximity to these new transit stations.

FRIENDS supports smart growth in New York City, including the careful placement of higher-density development at transit hubs and along broad north-south avenues and major east-west streets. However, it is also clear that we need thoughtfully prescribed zoning regulations controlling use, bulk placement, and height, to mitigate the impact of development on light, air, open spaces, historic resources, and local character of the Upper East Side. Neighborhoods are vulnerable to all sorts of inappropriately scaled, poorly sited and non-contextual high-density development that merely seeks to capture the new real estate market demand, particularly for luxury residential use.

Upper East Side residents have witnessed with alarm the out-of-scale super towers rising in Midtown and are concerned that the phenomenon could spread to the Second Avenue corridor and its vicinity. In addition, the Department of City Planning has announced the "Zoning for Quality and Affordability" and "Mandatory Inclusionary Zoning" proposals as part of the Mayor's affordable housing initiative, which will include upzonings to selected neighborhoods to spur high-density development to meet ambitious targets for the creation of new affordable housing.

In the context of such change and uncertainty, FRIENDS has commissioned BFJ Planning to examine the parts of the Upper East Side that are most vulnerable to these forces, particularly the eastern avenue corridors and low-rise mid-block areas. This report identifies the essential elements that provide a sense of place and the factors in current zoning that support individual character found in these neighborhoods. It also examines the specific development risks that threaten community integrity and identifies strategies that would work best to balance continued growth with preservation for the future quality of the urban environment.

EXECUTIVE SUMMARY

WHAT IS AT STAKE?

The Upper East Side comprises distinct neighborhoods. Bordering Central Park are blocks of elegant townhouses, opulent mansions, and venerable institutions that evoke “Gold Coast” affluence. ***The more modest neighborhoods to the east of Park Avenue, as well as north of East 96th Street, have always been and remain a diverse, family-oriented, and affordable area.***

With its legion of attractive five-story walk-ups situated along tree-lined streets with local “mom and pop” shops nestled below, the eastern neighborhoods of Yorkville and Lenox Hill are two of Manhattan’s most walkable and comfortable neighborhoods in which to live.

Rich in immigrant history and human-scaled fabric, these eastern neighborhoods have historically been more diverse, modestly scaled, and may be among the last relatively affordable places to live in Manhattan today. However, residents clamor for seats in public schools, tables at public libraries, and standing room on the cross-town bus. This is a thriving, vibrant area that is already desperate for expanded or improved community services. In addition, the City’s “Zoning for Quality Housing and Affordability” proposal raises a number of key planning issues.

- **LIVABILITY**

Much of the area between Central Park and Lexington Avenue has been protected by historic district designation. Meanwhile, the easternmost portion has relied on hard-won contextual zoning regulations to help maintain the area’s human-scaled character in the mid-blocks, while limiting higher-density development to the wider streets and avenues. Any upzoning would shift this intricate balance.

- **AFFORDABLE HOUSING**

The Upper East Side boasts a diverse range of housing options, including a vast stock of stabilized and regulated housing (38 percent of all parcels include affordable units). The eastern and northern neighborhoods of Yorkville, Lenox Hill, and East Harlem are most susceptible to the loss of affordable housing because, unlike their western counterparts close to Central Park, they do not enjoy the added level of protection from historic district designation. Rampant demolition and redevelopment will result in a net loss of affordable housing.

- **DIVERSITY**

These neighborhoods are also characterized by increased income diversity and high population density of people aged 62 years and older, while at the same time they are the locus of the largest proposed development projects. Unmitigated change in these neighborhoods has the potential to displace the most vulnerable populations who reside in this community in large numbers.

- **SCHOOLS**

The public schools in these neighborhoods are at or over capacity. New schools constructed in recent years merely strive to meet the current overwhelming demand, but they are not designed to accommodate additional growth. Steps taken by the NYC Department of Education (DOE) have been insufficient to ameliorate the overcrowding for the long term. Currently the DOE has no additional elementary schools in its capital plan for the Upper East Side. Any increase in population will further burden this strained system.

- **OPEN SPACE**

Less than one percent of the Upper East Side land area is park and open space compared to 14 percent for the city and 19 percent for the borough. This amounts to less than one acre of parkland per 1,000 people in the Upper East Side Study Area. Much of the open space below East 96th Street bears no parks or playgrounds, but is a patchwork of “privately owned public spaces” (POPS), which are often poorly maintained and habitually used exclusively for private uses.

OUR STUDY

The report first presents an overview of the Upper East Side Study Area, including zoning, demographics, housing, and other features. The second portion of the study looks more closely at five neighborhoods that comprise the Study Area: Lenox Hill, Yorkville, East Harlem, Carnegie Hill, and the Upper East Side. In section three, we examine the benefits of the existing zoning pattern, using Second Avenue as a case study, and analyze potential impacts from additional density around the forthcoming Second Avenue Subway stations along that corridor. The last section makes recommendations to achieve the objective of preserving the best of the Upper East Side neighborhoods while accommodating growth.

OUR RECOMMENDATIONS

In order to plan for growth, control the consumption of public services by increased density, and ensure that the Upper East Side remains home to people from a diversity of income levels, we make these 12 recommendations:

1. Preserve and Protect Contextual Zoning.

The “hills and valleys” approach of maintaining lower-scale buildings on the mid-blocks while allowing higher-density along the avenues must be preserved and strengthened. As this study shows, the low-scale building stock, especially in mid-blocks of Yorkville, creates an environment that encourages pedestrian activity.

2. Maintain Existing Densities.

Capacity exists under present zoning for some redevelopment to occur along Second Avenue, as well as along other avenues and wide streets in the Study Area, including Lexington, Third, and First Avenues. We recommend that there be no change in overall density on the Upper East Side.

3. Create New C1-9X Contextual Zoning for Avenues.

A new contextual zoning district should be mapped along all avenues in the Study Area currently zoned C1-9 (the predominant zoning along the avenues). The new zoning district would be a contextual version of C1-9 and would require all development to be built as “tower on base.” Alternatively, the C1-9 districts could be remapped to R10X with a C1 overlay.

4. Restrict the Height of Buildings to 210 Feet.

To strengthen the existing zoning and ensure that potential community impacts are mitigated, we recommend that the existing higher-density zoning districts mapped along the avenues be modified to require a height limit of 210 feet.

5. Limit Zoning Lot Mergers.

As a pilot program, we recommend a restriction on the size of zoning lot mergers across the entire Upper East Side. Restricting the area of zoning lot mergers would effectively prevent the addition of lots that allow for exceptionally tall “pencil towers” that have been constructed elsewhere in the city. This recommendation could also be strengthened by limiting the FAR of merged zoning lots. Finally, greater transparency should be practiced with regard to zoning lot mergers, through mandated provision of information to the public and elected officials.

6. Protect Affordable Housing.

Approximately 38 percent of all buildings in the Study Area include either rent-regulated, subsidized, or public housing units. Preservation of these units is critical if the City wants to ensure that the Upper East Side remains affordable to a broad range of households. New development should be required to replace one-for-one any rent regulated units lost due to redevelopment. This replacement would be additional to any requirements or proposals a developer may make to provide new affordable units on site. All units should be affordable in perpetuity. We support recent legislation protecting tenants from harassment by landlords and further recommend legislation to make a public inventory of rent-regulated units in order to facilitate their protection and replacement in case of redevelopment.

7. Investigate Financial Opportunities for Property Owners.

Operation and maintenance of rent-regulated housing stock can be difficult for private property owners. The City should investigate potential opportunities for relief such as tax credits, revolving loans, or grants that would help owners with the upkeep and energy efficiency of their buildings, thus ensuring the quality of our built environment and minimizing incentives for redevelopment. A study should be initiated that examines operation and maintenance costs incurred by owners of buildings with rent-regulated units in the Upper East Side Study Area.

8. Revisit “Zoning for Quality and Affordability.”

Any changes that affect building height and envelope configuration in contextually zoned areas could negatively affect the built and historic character of the Upper East Side Study Area. Given the substantial number of existing rent-regulated units in the Study Area, new construction under the proposed “updates and refinements” could actually result in fewer affordable units through a pattern of “tear down and rebuild” development. Furthermore, the City has not examined the effects its proposed zoning changes may have on primary and secondary displacement as a result of increasing density, land prices, and new construction.

9. Ensure Small Businesses Thrive.

It is important to have a diverse assortment of services available to residents in their immediate vicinity—especially those who live on the eastern ends of Yorkville, Lenox Hill, and East Harlem—and senior residents. Small businesses are the best way to ensure that diversity and help preserve neighborhood character and sense of place. To support these local businesses, we recommend the Manhattan Borough President’s initiatives to prevent the expiration of ground-floor retail use and reform commercial rent tax. Furthermore, we

recommend that DCP develop regulations to promote active and varied retail environment along the avenues, similar to the Special Enhanced Commercial District Upper West Side Neighborhood Retail Streets.

10. Implement Open Space and Infrastructure Improvements.

The City should investigate and mitigate the lack of open space in the Study Area. We recommend a study of existing POPS, along with a program for incentivizing upgrades, enforcing regulation, and a streamlined review process for redesign. New POPS should be located in consideration of any existing POPS in the area to ensure a stronger and more apparent network of open space. Furthermore, active open space such as the East River Esplanade should be prioritized over passive open space.

11. Require Community-Based Planning around Station Areas.

With the imminent arrival of the Second Avenue Subway, market demand is expected to increase for parcels within walking distance to the new subway stations. To ensure that development activity in these key areas does not proceed in a piecemeal fashion and that new development contributes positively to the neighborhood, we recommend a community-based planning process be launched by DCP for areas around future Second Avenue Subway stations. The objective would be to produce plans based on sound community input and engagement that take into account not only overall density and height, but also light and air, public realm improvements, community school and traffic impacts, and good urban design principles for these areas.

12. Create 197-a Plan(s) for the Upper East Side Study Area.

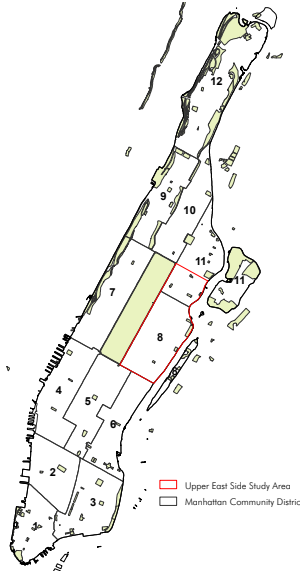
In considering a future framework for the Upper East Side Study Area, we recommend FRIENDS work with other community groups to encourage Community Boards 8 and 11 to create or update 197-a Plans for their respective jurisdictions. A 197-a Plan would allow the Upper East Side communities to engage in a participatory planning process and reach consensus on a wide variety of issues related to the objective of preserving the best of the Upper East Side neighborhoods while accommodating growth.

CHAPTER 1

ZONING AND HISTORIC DISTRICTS

1.1 Introduction: The Upper East Side Study Area

Nominally, the geography of the Upper East Side extends from the north side of East 59th Street to the south side of East 96th Street between Fifth Avenue and the East River. For the purpose of this report the northern boundary of the Upper East Side of Manhattan is extended from East 96th Street to East 110th Street. Therefore, the Study Area includes a section of East Harlem east of Central Park from East 96th Street to 110th Street (see Map 1.1-1). The full Community Board 8 (excluding Roosevelt Island) and the southern portion of Community Board 11 (East Harlem South) are within the Study Area (see Map 1.1-2).

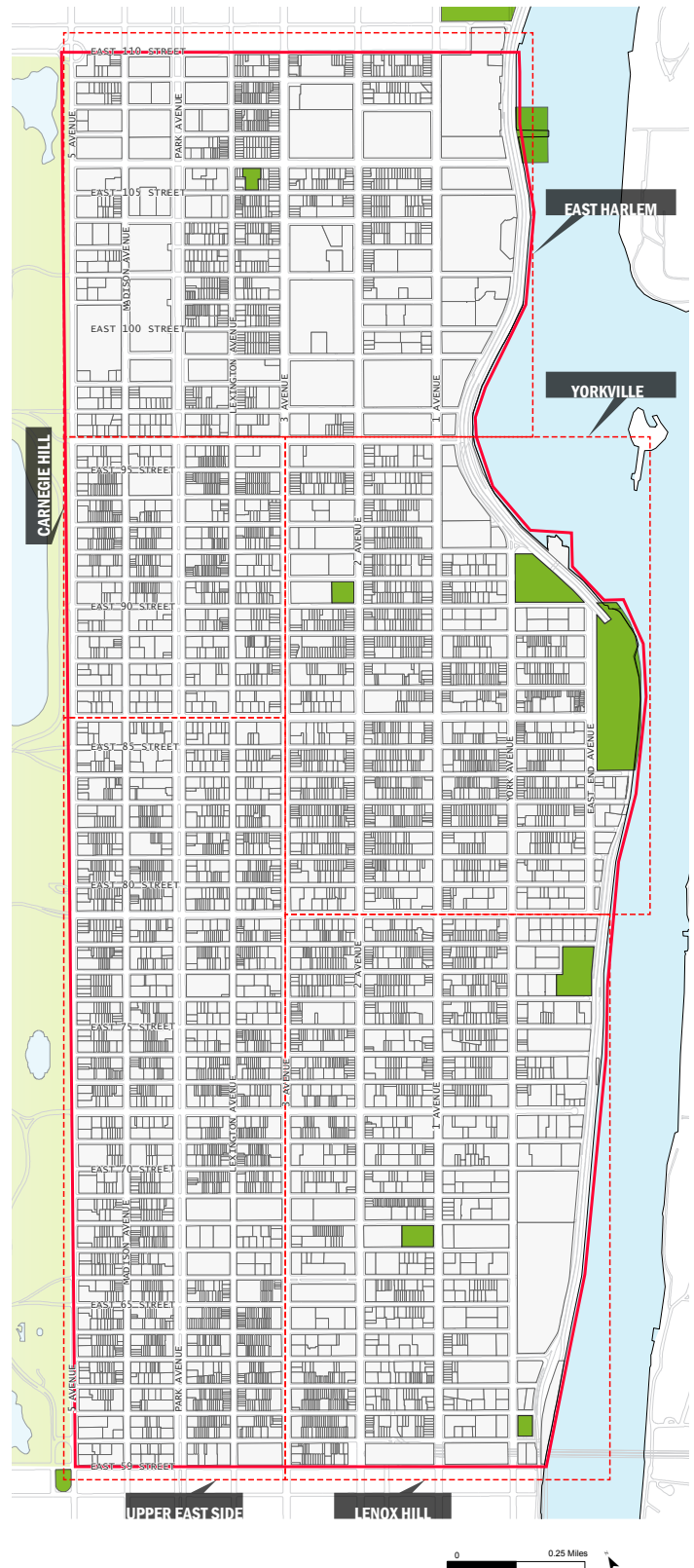


Map 1.1-2: Community Boards in Study Area
Source: BFJ Planning

The Upper East Side Study Area is composed of five neighborhoods. The boundaries of the neighborhoods have changed through history and even today remain flexible. We, however, defined boundaries to conform to census tracts in order to facilitate our analysis. The five neighborhoods are as follows:

- Lenox Hill: Runs south to north from East 59th Street to East 79th Street and west to east from Second Avenue to the FDR Drive.
- Yorkville: Runs south to north from East 79th Street to East 96th Street and west to east from Third Avenue to the FDR Drive.
- East Harlem: Runs south to north from East 96th Street to East 110th Street and west to east from Fifth Avenue to FDR Drive.
- Carnegie Hill: Runs south to north from East 86th Street to East 96th Street and west to east from Fifth Avenue to Third Avenue
- Upper East Side: Runs south to north from East 59th Street to East 86th Street and west to east from Fifth Avenue to Third Avenue.

The Study Area comprises approximately 1,500 acres and includes 42 census tracts and 6,514 tax lot parcels. Roughly 260,000 people reside within the Study Area. Detailed demographics are described further in Section 2.3 of this report.



Map 1.1-1: Upper East Side Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.

- **History**

Before the mid-19th century, the Upper East Side of Manhattan was undeveloped farmland traversed by the Boston Post Road, a mail-delivery route between New York City and Boston, and the New York and Harlem Railroad (see Figure 1.1-1). The 1837 opening of the railroad initiated gradual commercial development around the single station at East 86th Street and Lexington Avenue in rural Yorkville, where a German community, as well as other immigrant groups, established themselves. In the decades following the Civil War, a community of middle- and working-class occupants moved to the area's newly developed row houses and tenements.

The western area facing the newly opened Central Park developed differently. By the beginning of the 20th century, elegant townhouses, opulent mansions, and luxury apartments for the well-to-do clustered along Fifth Avenue and adjacent streets (see Figure 1.1-2).

Through these transformations, the Study Area acquired a variety of urban residential architecture, from modest brownstones to apartment buildings¹ (see Figure 1.1-3).

1.2 Planning and Zoning Context

Approximately 75 percent of the Study Area is zoned for residential use, 24 percent for commercial use, and the remaining one percent is shared between manufacturing use and parks (see Map 1.2-1). Commercial uses are allowed on the ground floor of residentially zoned buildings as overlays, which allow for smaller scale retail uses (see Map 1.2-2). Key zoning categories and land uses are summarized below:

- **Residential and Commercial Zoning Districts in the Study Area**

(See Appendix A for a Zoning Districts Summary Chart and Map).

Residential and commercial districts include a variety of lower-, medium-, and higher-density subcategories tailored to regulate use and bulk across the unique neighborhoods in New York City. In the Study Area, a total of 4,900 lots (75 percent of total) are zoned for residential use in 11 different, more specific, residential zoning categories, and 1,572 lots (24 percent of total) are zoned for commercial use, which are distributed into 15 commercial zoning districts.

In the Study Area, 60 percent of the residential districts are R8B zones, a contextual category typically identified with the unified blocks of "brownstone" row houses largely located in the mid-blocks. Another 13 percent of the lots are zoned R10, a high density residential district that can be found at the crossings of main streets and avenues. The third most prominent residential zone, with eight percent of the residential lots, is the R7-2, a medium density apartment district, mostly



Figure 1.1-1: New York and Harlem Railroad along Park Avenue
Source: www.east-harlem.com/history

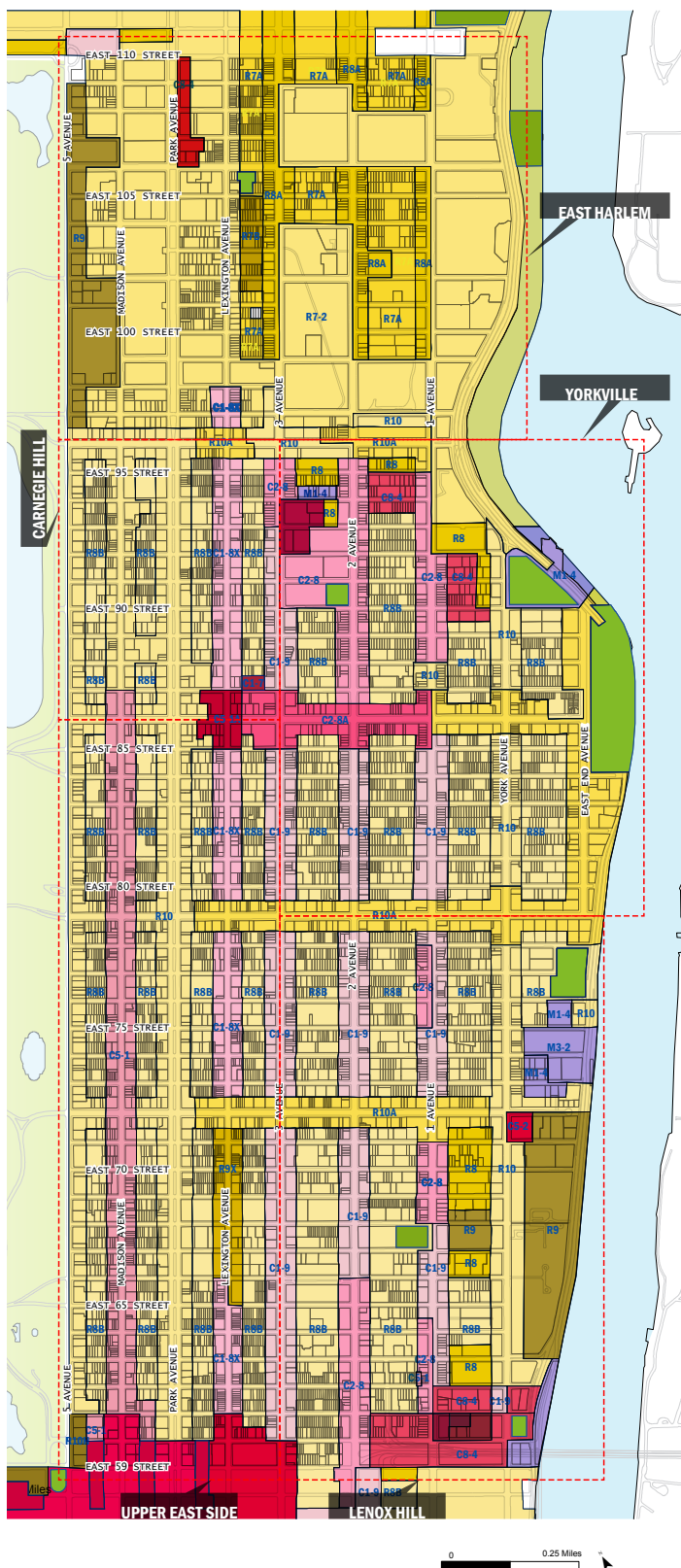


Figure 1.1-2: Upper East Side of Manhattan in 1900
Source: www.150east72.com

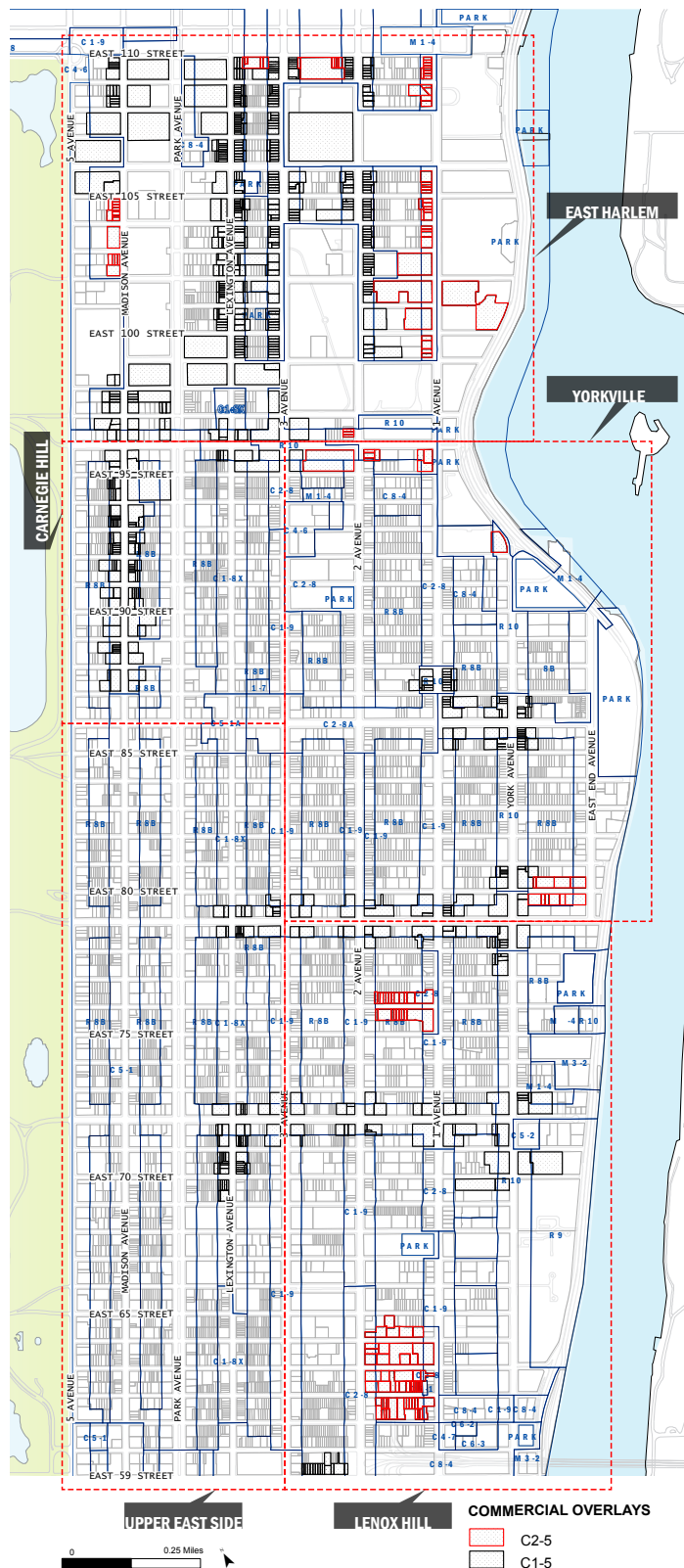


Figure 1.1-3: Upper East Side of Manhattan in 2007
Source: www.wikipedia.com Alex Maisuradze

¹ *Architecture and Culture Map and Guide, FRIENDS of the Upper East Side Historic Districts, 2012.*



Map 1.2-1: Study Area Zoning
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.



Map 1.2-2: Commercial Overlay in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.

located above 96th Street in the East Harlem section of the Study Area. Other residential zones in the Study Area include the R10A district, the R8A district, and the R8 district.

Similarly, 1,572 lots within commercial districts in the Study Area correspond to more specific commercial zones. Approximately 33 percent are zoned C1-9, a commercial district that is predominantly residential in character and mainly mapped along major thoroughfares like Lexington Avenue and Second Avenue. Approximately 19 percent of the commercial lots are zoned C1-8X, which has similar regulations as the C1-9 except with lower residential density. The C1-8X district has regulations equivalent to the residential R9X district that produces tall and bulky buildings as on Lexington Avenue. Finally, 16 percent of the commercial lots are zoned C2-8, also a commercial district with residential character, and another 16 percent are zoned C5-1, a central commercial district intended for offices and high-end retail establishments like those on Madison Avenue.

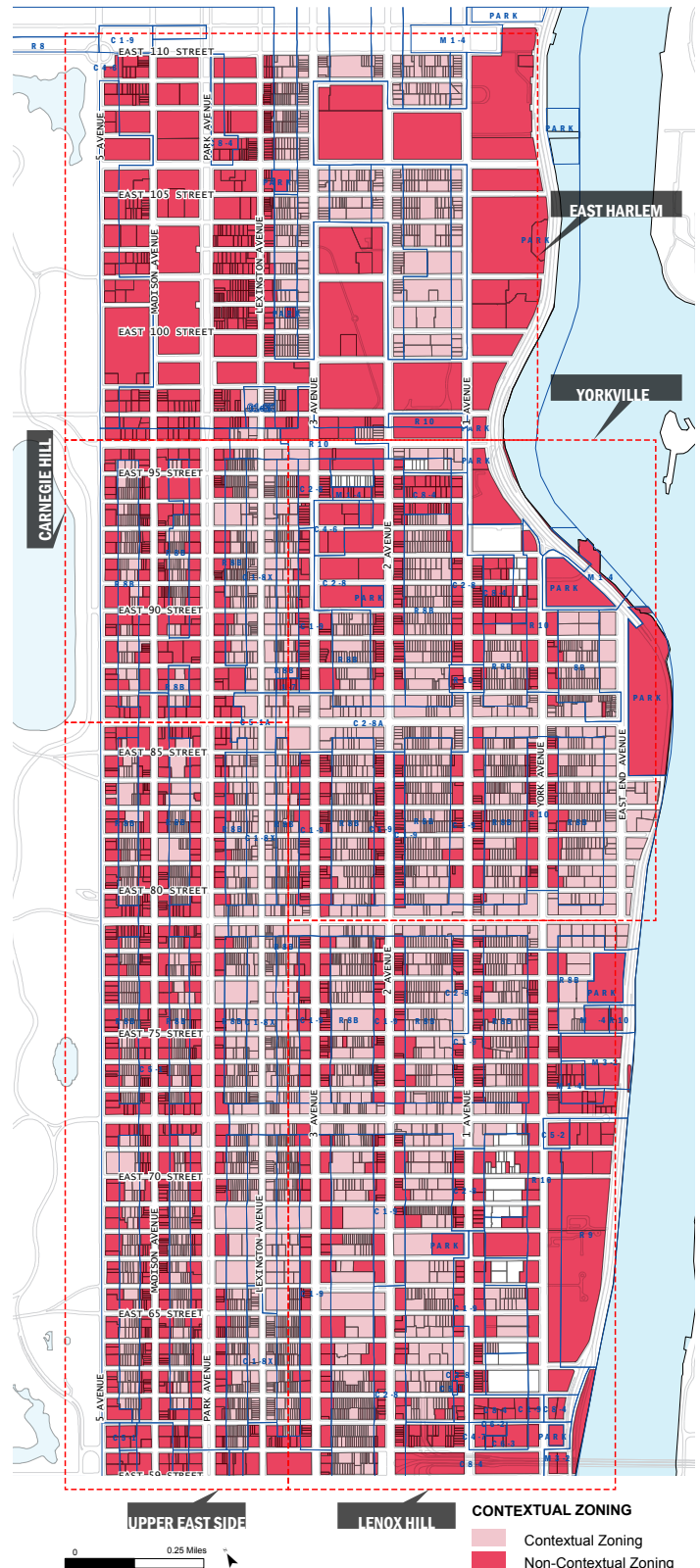
Other forms of commercial activity in the Upper East Side Study Area, such as grocery stores, dry cleaners, restaurants, and local clothing stores, are permitted through commercial overlays. Normally, when a wide street, like East 72nd Street or East 86th Street, intersects an avenue, stores are permitted on the lower floors. Commercial overlays in the Study Area cater to the daily needs of the immediate neighborhood and help create pedestrian activity.

• Contextual Zoning

Contextual zoning districts require new buildings to conform to the scale of the neighborhood. In 1982, FRIENDS, along with many other groups, asked the City Planning Commission (CPC) to replace the existing 1961 zoning regulations that gave developers as-of-right license to build towers across much of the Upper East Side. As a result, the CPC adopted R8B contextual zoning across large portions of the area in 1985 to protect the historic residential fabric in the mid-blocks (see Map 1.2-3).

Today, approximately 64 percent of the Study Area parcels are located within a contextual zoning district. Contextual regulations promote high-quality housing in harmony with the neighborhood context by allowing greater lot coverage while setting limits for the height of the street wall. For example, the R8B contextual districts in the Study Area prohibit out-of-scale buildings by maintaining the street wall and setting a number of regulations for new buildings that:

- Require the front wall of a new building to occupy the full width of the lot and to align with front walls of the adjacent buildings.
- Require the front wall height to be 55 to 60 feet high (about 6 stories).
- Employ a reduced FAR from 6.02 (R8) to 4.0 (R8B), discouraging demolition of pre-existing structures.



Map 1.2-3: Contextual Zoning Districts in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.

Thus, contextual zoning protects the existing scale of the side streets and their four-to-six-story buildings. In the Study Area, higher-density (non-contextual) zoning is mapped at the ends of the blocks along the avenues.

This zoning pattern has served the Upper East Side Study Area well, and, in fact, maintains the scale of urban fabric and the “hills and valleys” pattern of density we identify with the area. This zoning pattern is not unique to the Study Area and is widely applied throughout Manhattan and the boroughs.

- **Historic Districts and Landmarks**

There are a total of seven historic districts and 141 individual landmarks designated by the Landmarks Preservation Commission (LPC) in the Upper East Side Study Area. They were designated in response to concerns raised by citizens to protect historic neighborhoods at various times, most recently the expansion of the Upper East Side Historic District and creation of the Park Avenue Historic District.

The majority of the Study Area’s designated historic districts are located between Central Park and Third Avenue. In fact, 94 percent of buildings protected by Study Area historic districts are located in this western portion. Meanwhile, very few individual landmarks or districts are found east of Third Avenue (see Appendix B for location summary, maps and pictures of Historic Districts and Landmarks in the Study Area).

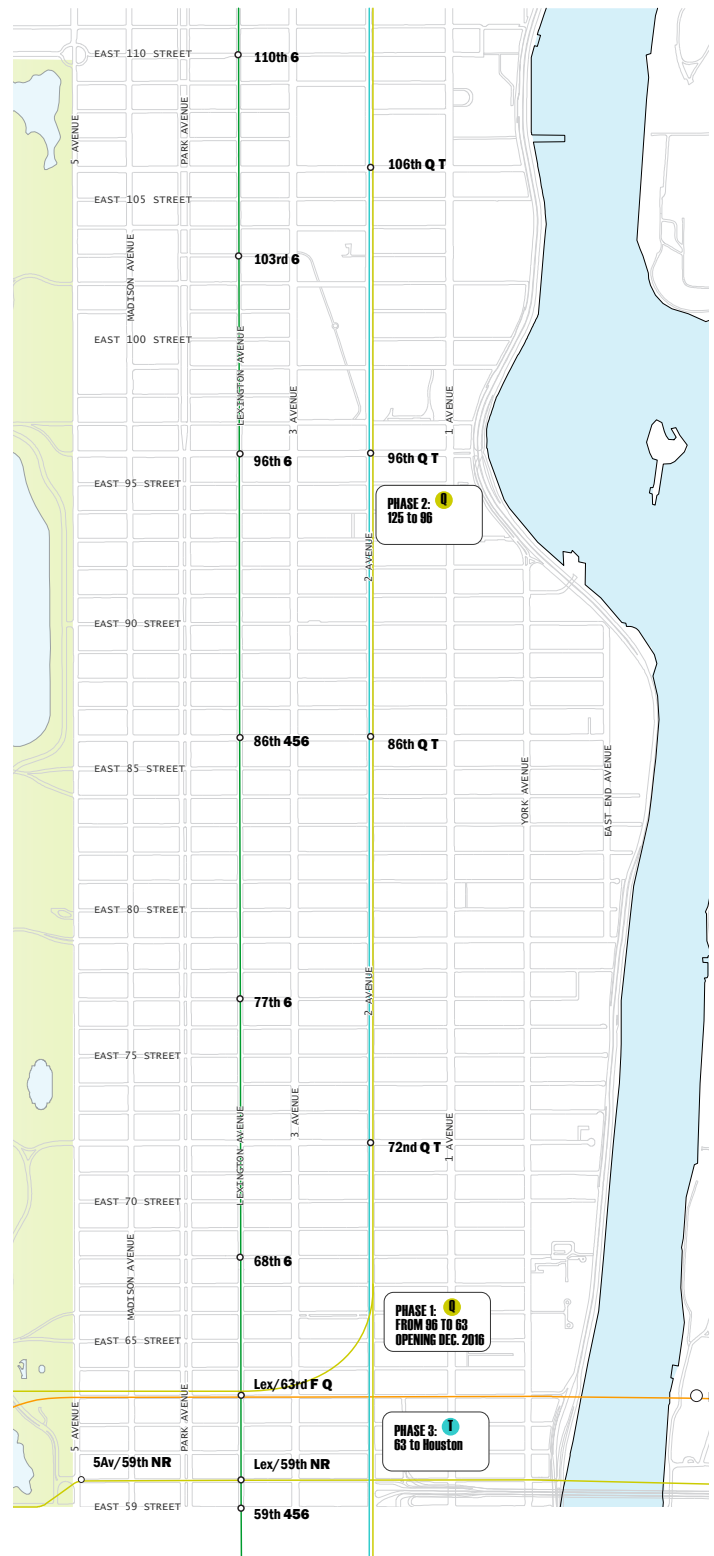
- **Special Purpose Districts**

Special purpose districts are designated by the Department of City Planning (DCP) to achieve specific planning and urban design objectives that do not lend themselves to generalized zoning and standard development practices in areas with unique characteristics. There are three special purpose zoning districts mapped in the Upper East Side Study Area.

The Special Transit Land Use District (TA) that was adopted in 1973 to coordinate and relate development along Second Avenue to the future subway line that is presently under construction (see Map 1.2-4). This requires builders of developments adjoining planned subway stations to reserve space in their projects, by providing an easement, to accommodate public access to the subway.

The Special Park Improvement District (PID), also established in 1973, is located along Park Avenue to East 96th Street and along Fifth Avenue to East 111th Street. The PID limits the height of new buildings to 210 feet or 19 stories, whichever is less, and mandates street-wall continuity in order to preserve the character and architectural quality of Fifth and Park Avenues.

The Special Madison Avenue Preservation District (MP) was established in 1973. It runs from East 61st to East 96th Streets and is intended to preserve the unique character of Madison Avenue by requiring new buildings to maintain the continuity of the avenue’s street wall and ground floor shops (see Map 1.2-5).



Map 1.2-4: Existing and proposed MTA subway lines in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014 and MTA

- **Land Use**

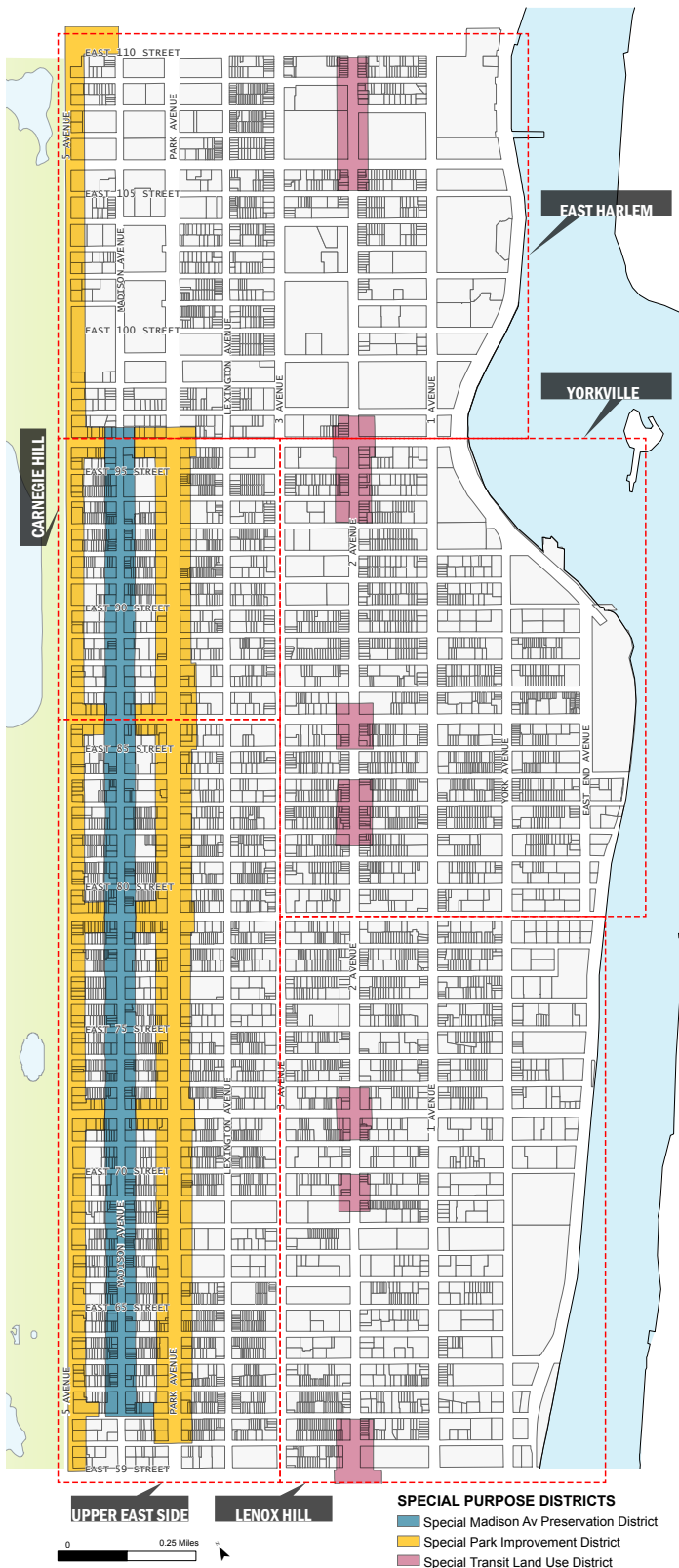
The distribution of land use in the Study Area indicates that a little over half (55 percent) of the structures are residential-only buildings, with the majority of these being multi-family walk-up buildings. The remaining 45 percent of residential buildings are roughly split between multi-family elevator buildings and one- and two-family buildings. Mixed-residential and commercial buildings comprise approximately 30 percent of the structures in the Study Area. Only six percent of the structures are commercial and office buildings. Finally, parks and open space represent only one percent of the land use in the Study Area. This distribution of land use results in a vibrant residential neighborhood with a wide and balanced array of residential and commercial uses (see Map 1.2-6), though severely lacking in open space.

Ground-floor commercial use is an aspect of the Upper East Side that greatly influences the public and pedestrian experience (see Figure 1.2-1). In fact, within the Study Area, this feature creates areas of identifiable character, especially along the wide streets and avenues, but also along a number of exceptionally pedestrian-friendly mid-block cross streets (see Figure 1.2-2). The mid-block storefronts remain as part of the historic legacy of the Upper East Side, thus reinforcing the historic core of the neighborhoods in the Study Area. Many of these are owned by independent “mom and pop” proprietors, which lend authenticity to the area. Physically, the storefronts also benefit the facade articulation, activity at the street level, and permeability between public and private space.

Off-street parking is not required below East 96th Street and car owners rely on parking garages. There are a number of parking facilities located throughout the Study Area, but these account for only one percent of the total parcels in the Study Area. One of them, on the north side of East 75th Street between Park and Lexington is inside the Upper East Side Historic District. In East Harlem above 96th Street, where the R7-2 zoning predominates, parking is required for 50 percent of the units.

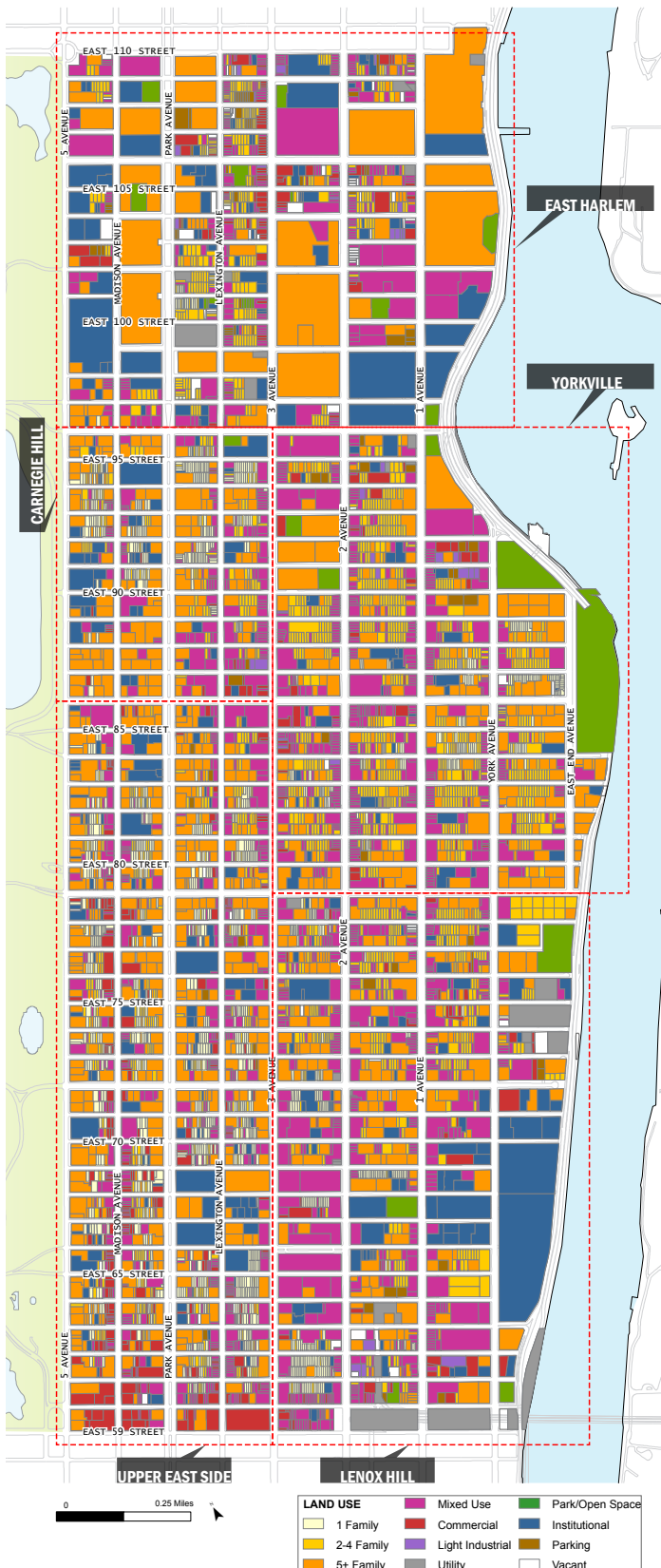
- **Community Resources: Open Space and Schools**

Although bounded by Central Park and the East River Waterfront, and with Carl Schurz Park running from East 84th to East 90th Streets, the Study Area provides very little access to parks and playgrounds for its nearly 260,000 residents. In fact, the most common form of open space below East 96th Street is not parks or playgrounds, but “privately owned public spaces” (POPS) (see Figure 1.2-3). POPS are a result of plazas created in exchange for floor area bonuses (see Figure 1.2-4) and they do not compensate for the Study Area’s open space shortage.² The lack of recreational public space in the Study Area results in often overcrowded parks like the John Jay Park (see Figure 1.2-5).



Map 1.2-5: Special Purpose Zoning Districts in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.

² *Manhattan's East Side Open Space Index*. Rep. New York: New Yorkers for Parks, 2013. Print. Open Space Index, page. 28.



Map 1.2-6: Land Use in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.



Figure 1.2-1: Ground floor retail Upper East Side
Source: BFJ Planning



Figure 1.2-2: Mid-block ground floor retail Upper East Side
Source: BFJ Planning

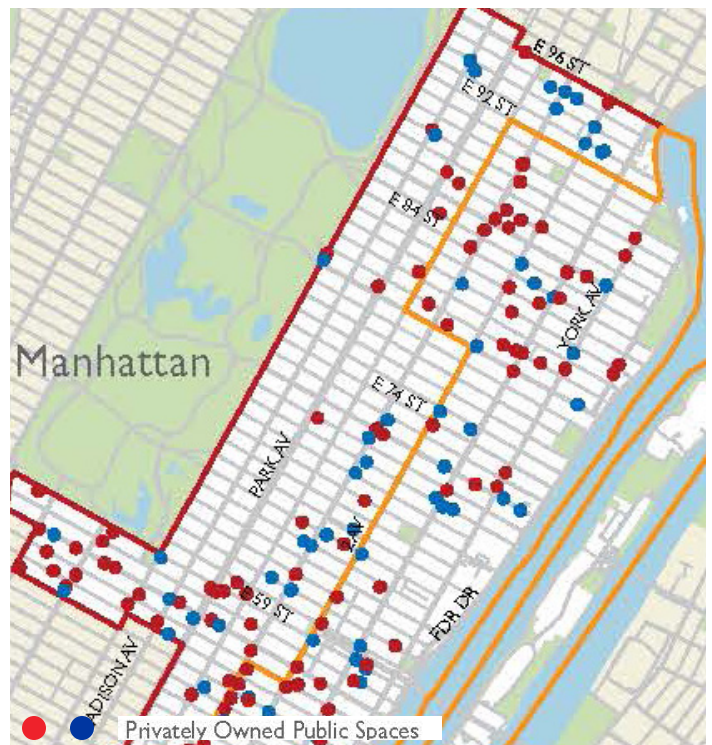


Figure 1.2-3: Privately Owned Public Spaces in Council Districts 4 and 6
Source: East Side Open Space Index, New Yorkers for Parks, 2013

Below East 96th Street there are only 43 acres of parks and open space, a ratio of 4,267 residents per acre.³ This is high in comparison to Manhattan overall, where there are 567 residents per acre of parkland.⁴ Given the density of population, the Upper East Side Study Area, by any comparison, needs more active recreation spaces and other forms of passive open space. In contrast, the East Harlem portion of the Study Area contains a diverse stock of open space. Much of the active open space in this area is programmed for a variety of recreational uses, and many organizations manage community gardens (see Figure 1.2-6). Above East 96th Street, due to the presence of R7-2 zoning, there is an untapped on-site open space resource. Yet, most of the open spaces created by the tower-in-the-park configuration are lawns and green spaces fenced off and inaccessible (see Figure 1.2-7).

The Upper East Side Study Area is known for its strong public and private schools including Eleanor Roosevelt High School, which is in the top one percent of public high schools in the nation.⁵ In the years after the economic crisis, however, the demand for public schools increased significantly as private schools became less of an option for parents in New York City. Elementary schools in the Upper East Side Study Area, which are zoned by residential catchment areas, are overcrowded, and local middle schools are highly subscribed.⁶ For example, P.S. 6, a top elementary school in Manhattan is at 139 percent of its target utility.⁷ Therefore, public schools in the Study Area must put children from their own zones on waiting lists because of a surfeit of applications.⁸

The Community Education Council District 2 (CECD2) reports in its 2012 resolution “For Better Public School Capacity Planning in New York City” that the School Construction Authority has underestimated school capacity needs, which has resulted in severe overcrowding. Among the demographic factors it suggests must be considered are population growth and the number of children who will live in new residential development. The School Construction Authority should develop neighborhood-level projections using neighborhood-specific variables such as residential development.⁹ This

3 The City of New York Manhattan Community Board 8, District Needs Statement Fiscal Year 2009.

4 Council District Profiles. Rep. New York: New Yorkers for Parks, 2013. Print. Open Space Index, page. 28.

5 Other Public Schools in the Study Area that are included on the national rank: 17: Eleanor Roosevelt High School, 107: Young Women’s Leadership School, 138: Central Park East High School, 175: Talent Unlimited High School Source: <http://www.usnews.com/education/best-high-schools/new-york/rankings>

6 Enrollment Capacity and Utilization Report (2013), Target Calculation by School Building

7 Kaufman, Michael T. “A School to Mark A Century of Success.” The New York Times. The New York Times, 23 Aug. 1994.

8 Rogers, Teri Karush. “The Sudden Charm of Public School.” The New York Times. The New York Times, 04 Apr. 2009.

9 Community Education Council Resolution #50, For Better Public School Capacity Planning in New York City. < http://www.cecd2.net/site_res_view_folder.aspx?id=2f75ed14-5c41-40f2-896d-f779bb19c6c7>



Figure 1.2-4: Example of a POPS on 353 East 83rd Street with spiked railings and remaining space covered with planters. Source: www.apops.mas.org



Figure 1.2-5: John Jay Park, East 76th Street to East 78th Street and FDR Drive Source: Sarah Chu



Figure 1.2-6: East Harlem Community Gardens and Park Properties Source: East Harlem Open Space Index, New Yorkers for Parks, 2012

resolution reflects a concern that school overcrowding has resulted from a system-wide inattention to the aggregate impact of development.

NYC Department of Education's (DOE) proposed Five Year Capital Plan Amendment (2015-2019) contemplates a total of only 1,019 added seats in the next three years distributed in Tribeca, Chelsea, and Midtown West. Currently, the DOE has no additional elementary schools in its capital plan for the Upper East Side Study Area. This compounds the problem of inherent difficulty and cost associated with opening new schools in this part of the city, which will only increase as resources become scarcer and density increases.



Figure 1.2-7: Open Space on Public Housing Property
Source: BFJ Planning

CHAPTER 2

COMMUNITY CHARACTER: ELEMENTS TO PRESERVE

2.1 Introduction: Character

The Upper East Side Study Area contains several distinct neighborhoods involving many different contexts. The area is enhanced by an ongoing tradition of diverse, long-term residents. Among its most compelling assets and most defining characteristics are the following:

- a. **Residential neighborhood with balanced commercial activity.** A diverse housing stock with an appropriate scale and diversity of retail use.
- b. **Strong and vibrant sense of place.** Residents of a wide range of ages in a neighborhood rich with public institutions and abundant tradition.
- c. **Coexistent historic fabric and contemporary life.** The architectural fabric speaks to the rich history of the neighborhood and has, at the same time, evolved into a contemporary urban context.

In order to draft a framework for the future of Upper East Side neighborhoods, it is essential that these characteristics be preserved. This chapter further examines the elements that make the Study Area special place to live and work. Additional data and technical information on the discussion below is provided in the appendix of this report. (Appendix C)

2.2 Neighborhoods

Originally, the Upper East Side Study Area grew out of three historic sub-areas: Lenox Hill, Yorkville, and Carnegie Hill. The boundaries between these areas have blended, and new areas have emerged. Today there are five discrete neighborhoods, each with a specific origin, character and history. These include Lenox Hill, Yorkville, East Harlem, the Upper East Side, and Carnegie Hill (See Appendix C for extended neighborhood descriptions, features and photographs).

Lenox Hill grew from a single 30 acre property into a lively neighborhood with a diverse housing stock, from luxury condominiums to pre-war co-ops and townhouses, and a diversity of uses like markets, bars, and restaurants. It is attractive for residents of a mix of ages and backgrounds that include recent college graduates, families, and deeply

rooted inhabitants who first moved to the neighborhood as immigrants. Lenox Hill contains one of the oldest historic districts, the Treadwell Farm Historic District. The western and south portions of Lenox Hill fetch higher retail value because of greater proximity to the Lexington Avenue subway line and Midtown Manhattan.

Yorkville boasts a rich cultural history, as it was once home to a number of European immigrant groups. Today, it is predominantly a walkable residential area filled with the variety of small businesses, restaurants, bars, and coffee shops evocative of the area's heritage. These small businesses are critical to ensuring that neighborhoods at the greatest distances from the Lexington Avenue subway line have access to a diversity of services. Yorkville, located from Third Avenue to the East River, is more affordable than the neighborhoods closer to Central Park and is therefore attractive to recent college graduates, families, and long-time residents. The opening of the Second Avenue Subway in 2017 will make Yorkville more accessible and attractive to development.

East Harlem is one of Manhattan's most diverse and vibrant neighborhoods. It has witnessed inflows of immigrants first from Italy, from Puerto Rico and other Spanish speaking countries in the 1930s, and recently from China. The neighborhood is a reflection of the cultural heritage of these communities, and its pedestrian-scale mixed-use commercial corridors and residential streets are appealing to working class residents, young professionals, and families alike. The housing stock includes 19th century brick and stone row houses, tenements, public housing developments, and new modular residential buildings. The neighborhood also contains important medical, cultural, recreational, and religious uses.

The Upper East Side and Carnegie Hill maintain much of their original character with charming row houses and lavish mansions along Fifth Avenue and adjacent streets. They are appealing due to their proximity to Central Park, easy access to museums and institutions, tree-lined streets, and a variety of specialized ground-floor retail. The historic fabric and architectural style in these neighborhoods have been preserved and protected through the designation of special and historic districts.

2.3 Population and Housing

(See Appendix D for detailed housing and population characteristics by neighborhood).

The Upper East Side Study Area is home to over a quarter of a million people. Almost half of its residents live in family households, and a third of its residents own their homes. These numbers, however, are skewed by the western neighborhoods (Carnegie Hill and Upper East Side), where more than half of the residents are homeowners. In Lenox Hill, Yorkville, and East Harlem, the trend is consistent with Manhattan, where three quarters of the residents are renters.

The five neighborhoods in the Upper East Side Study Area contain approximately one fifth of all housing units in

Manhattan. It is a densely populated area with few vacancies except in the transitional area from Midtown into the Upper East Side neighborhood (approximately from Fifth Avenue to Lexington from East 59th Street to East 72nd Street), where vacancies are higher and density is lower compared to the remaining land area.

The Study Area is home to a significant immigrant population, especially in Lenox Hill and East Harlem, where a quarter of the population is foreign born. Many of these residents come from Europe, Asia, and Latin America and carry on the Study Area's long history as a home for immigrant families. A variety of ethnic and racial groups have also settled in the area.

2.4 Affordability

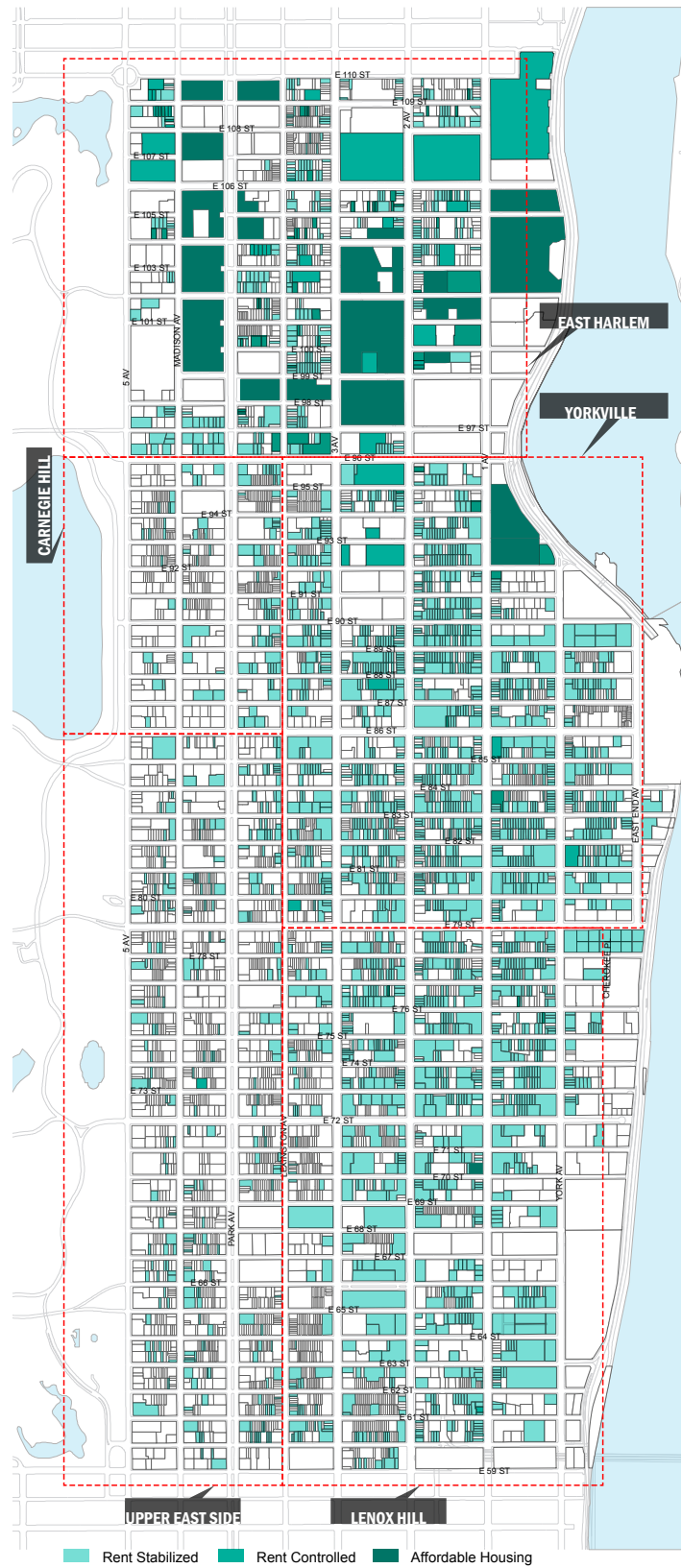
The Upper East Side Study Area provides an enclave of relatively affordable housing in Manhattan. Despite the fact that the western neighborhoods have a concentration of high-income households and high rents, Lenox Hill, Yorkville, and East Harlem contain a broad range of housing stock with varying levels of affordability.

Several factors have contributed to the maintenance of the area's reasonably priced housing stock. Contextual zoning has protected the mid-block fabric, including a high number of buildings with non-market rate units. Approximately 38 percent of all buildings in the Study Area include either rent-regulated, subsidized or public housing units¹⁰ (see Maps 2.4-1). Although a significant percentage of the Study Area's housing units are rent regulated, they are increasingly vulnerable to deregulation through a variety of legal loopholes. For example, once rents in stabilized apartments reach a certain threshold, they are no longer considered regulated and effectively exit the program, resulting in a loss of affordable housing every year that far exceeds the construction of new affordable units. Vacancy decontrol is not the only way affordable units are lost; tenants may also be bought out of their leases. Based on property tax bills, between 2007 and 2014, Manhattan Community Board 8 (roughly equivalent to the Study Area) saw a net loss of 26 percent of affordable units, compared to 6 percent in New York City overall. During this period, 1,578 buildings in CB8 lost rent-stabilized units, highlighting the particular threat to affordable housing in the neighborhoods of Lenox Hill and Yorkville.¹¹

Additionally, steady market rent is another reason why the Upper East Side Study Area remains relatively inexpensive. Average rents in other areas of New York City have suffered steep and quick rises, while prices in the Study Area have

¹⁰ This analysis used data from the Rent Stabilized Building List and the Subsidized Housing Information Project. Data was available by Census Tract and Zip Code and was paired with this study's parcel data set and conforms to the boundaries of the Study Area. A caveat to this analysis is that it shows only the buildings with rent-stabilized units, but not the number of units in each building

¹¹ Krauss, John. "Whither Rent Regulation," *Accursed Ware*, <http://blog.johnkrauss.com/where-is-decontrol/> [Accessed: July 9, 2015].



Map 2.4-1: Buildings with units under an affordability status
Source: BFJ Planning

remained relatively flat. For example, in 2000, the average rent in the Study Area was \$1,709. Since then, it has risen just 7.3 percent, to \$1,834. Meanwhile, in neighborhoods in Brooklyn, the average rent jumped from \$933 to \$1,474, a 58 percent rise during this same time frame.¹²

Housing in the Upper East Side Study Area is an economic resource and essential to stability for both newcomers and long-time residents. Yet, affordability in the Study Area is now being threatened by several factors, including market pressures associated with the opening of the Second Avenue Subway, as well as luxury development trends in Manhattan. Stable housing in the Study Area needs not only to be protected, but also promoted in order to preserve diversity, inclusiveness, and livability.

According to the Real Deal's 2015 Data Book, 13 percent of condo development in Manhattan is taking place on the Upper East Side (second only to Harlem/Uptown, with a total of 2,376 new units, 924 on the market, and 1,452 in the pipeline. As-of-right buildings constructed without consideration of mitigation of increased demand on public services may significantly compromise community resources. (See Appendix E for a list and location of new development in Study Area).

¹² Settembre, Jeanette. "The Upper East Side, of All Places, Is Drawing Bargain Hunters." *NY Daily News*. N.p., 25 Apr. 2014. Web.

CHAPTER 3

ZONING ISSUES AND CONCERNS

3.1 “Hills and Valleys”

The Upper East Side Study Area is protected by a set of hard-won and sensible contextual zoning regulations that help maintain the area’s lower scale and residential fabric, while significantly limiting higher density to the wider streets and avenues. This zoning has created a pattern of “hills and valleys” in terms of allowable density.

The R8B contextual zoning in the mid-blocks creates an almost uniform fabric of historic five-story walk-ups, and forms the “valleys” of the Study Area. These lower-scaled buildings characterize the area, especially at the street level, due to their diminutive height and strong cornice line. Many of these buildings also include a basement level that is set halfway below grade, and steps (or stoops) right off the street provide access to the first floor that is set above grade. Others have small retail shops at the ground level, further contributing to the street life. Raising the first floor above street level not only contributes to the unique streetscape, but also serves a pragmatic purpose in providing privacy for residents on the first floor.

Zoning along the avenues (and some wide streets) allows for much greater density and forms the “hills” of the area. Such zoning has encouraged development of taller buildings along the avenues, some reaching as high as 40 or 50 stories. However, these avenues have not yet developed in the same manner as have other major corridors in the city, such as Sixth Avenue (specifically north of 23rd Street to about 30th Street). In fact, the pattern of “hills and valleys” that runs east-west through the Study Area is also visible in the north-south direction, even along the avenues, where higher density is permitted (see Figure 3.1-1). For example, Second Avenue, where zoning allows for greater density, has not developed as a wall of tall buildings. Only three buildings along Second Avenue in the Study Area are taller than 400 feet while the majority of buildings are 200 feet tall or less.¹³ There are very few instances where whole frontages of blocks are occupied by these taller buildings.

3.2 Second Avenue & Areas of Focus

There remains substantial development opportunity along Second Avenue. Figure 3.2-1: Second Avenue Analysis B identifies parcels that have development capacity relative to allowable FAR under present zoning. The study includes all the parcels facing Second Avenue from East 59th Street to East 110th Street. Potential redevelopment sites were

identified as parcels that have the potential to be developed or redeveloped based on several criteria, like being vacant or underutilized. Second Avenue is mapped with a variety of contextual—at wide cross streets—and non-contextual zoning districts, both of which were considered in the analysis. The analysis found that approximately 90 percent of parcels along Second Avenue are vulnerable to additional development under existing zoning.

A number of parcels along Second Avenue are underbuilt (see Figure 3.2-2). These occupy a majority of frontage along the avenue, suggesting where development potential exists. To date, market demand has not spurred development on many of these sites, and there remains a pattern of “hills and valleys” along Second Avenue. In fact, many of the block frontages along Second Avenue are composed of older, four- to five-story walk-up buildings with taller buildings located on a corner site. With the completion of the Second Avenue Subway market demand is expected to increase. For example, numerous underbuilt properties along Second Avenue are vacant, suggesting that the development community is assembling parcels and preparing for redevelopment.

Second Avenue and East 72nd Street

(See Figure 3.2-3)

At East 72nd Street and Second Avenue, the zoning is R10 along East 72nd Street and C1-9 along Second Avenue, both of which allow for up to 12 FAR. A majority of parcels surrounding that intersection are underbuilt, especially to the south of the intersection. To the south along Second Avenue, frontages are occupied by a series of four- and five-story mixed-use buildings (residential above retail) with low as-built FARs (ranging from 3.2 to 4.4), making them candidates for redevelopment. To the north along Second Avenue, the buildings range between 15 and 20 stories but are older residential buildings built to a density in the 12-13 FAR range. To the west on East 72nd Street, lower-density residential and mixed-use buildings exist with relatively low FARs, again with opportunity for redevelopment. On East 72nd Street to the east of Second Avenue, the buildings are built to maximum allowable FAR under present zoning.

Second Avenue and East 86th Street

(See Figure 3.2-4)

Capacity for redevelopment near the future East 86th Street subway station is substantial. This is especially true along Second Avenue south of East 86th Street as far as East 83rd Street, where much of the building stock is comprised of older, four- and five-story mixed-use buildings (residential above retail) with low as-built FARs (ranging from 3.1 to 4.4). The southwest corner of East 86th Street and Second Avenue is occupied by a similar building, which, given its location, makes it a candidate for redevelopment. A similar condition exists on the south side of East 86th Street east of Second Avenue, where redevelopment potential also exists. West

¹³ New York City Department of City Planning, *Information Technology System, MapPLUTO*, November 2014. NYC Open Data Building Footprints September 2013.

SECOND AVENUE ANALYSIS A

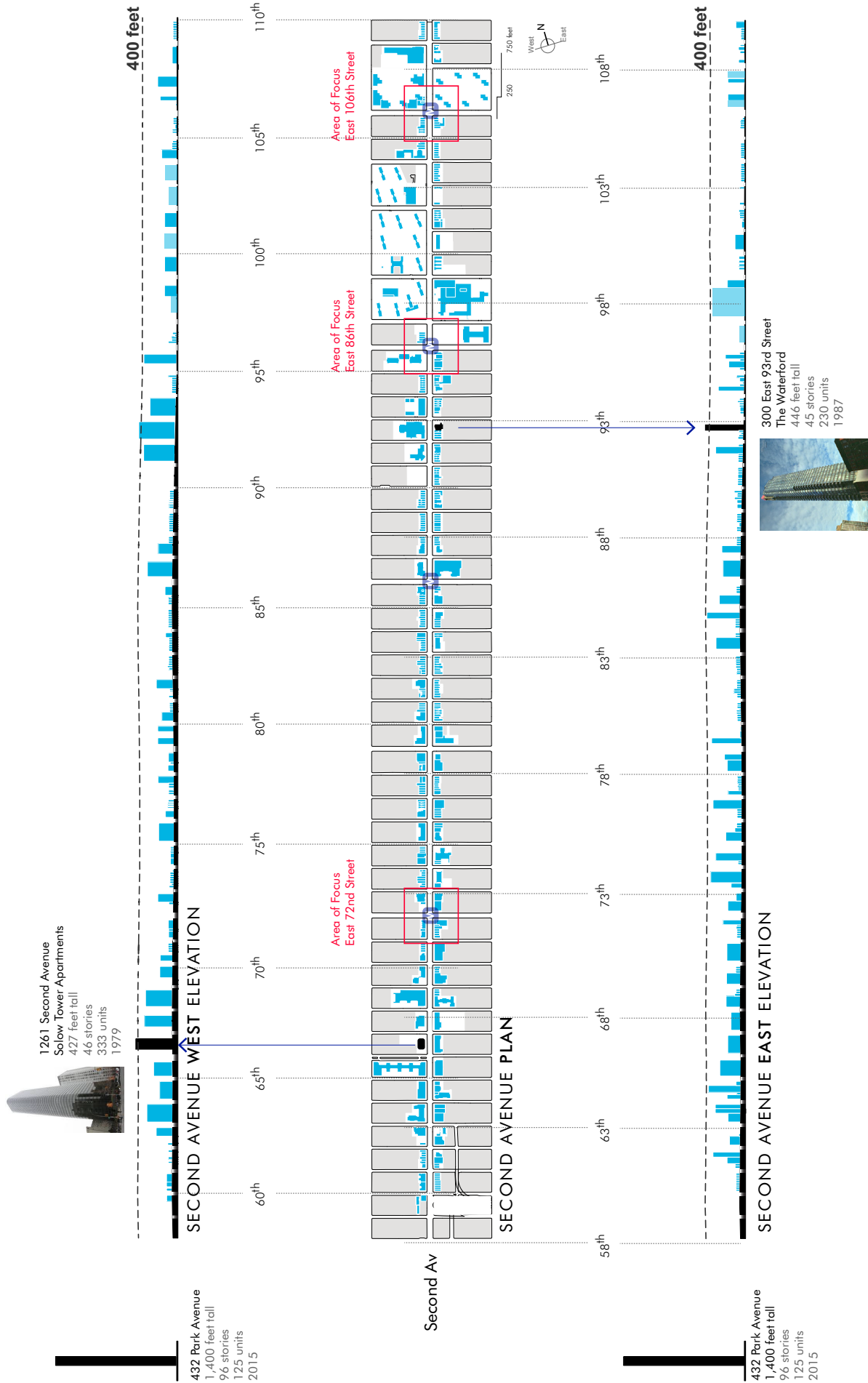
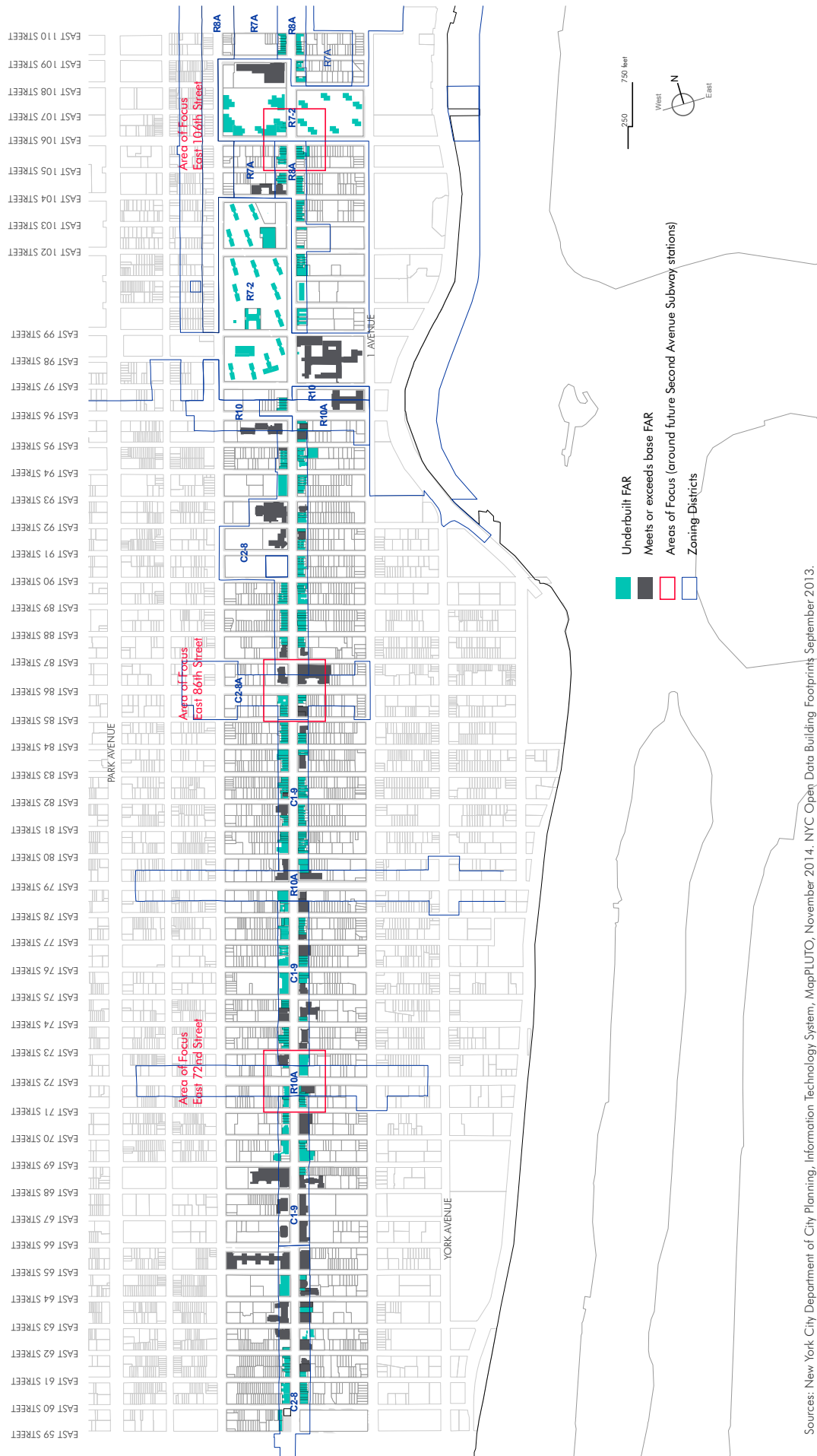


Figure 3.1-1 Second Avenue Analysis A
Source: BFJ Planning

SECOND AVENUE ANALYSIS B



Sources: New York City Department of City Planning, Information Technology System, MapPLUTO, November 2014; NYC Open Data Building Footprints September 2013.

Figure 3.2-1: Second Avenue Analysis BSource: BFJ Planning
Source: BFJ Planning



AERIAL VIEW



Looking North along 2nd Ave.



Looking South along 2nd Ave.



Looking East along 72nd St.



Looking West along 72nd St.

Figure 3.2-2: Second Avenue and East 72nd Street Focus Area
Source: BFJ Planning



AERIAL VIEW



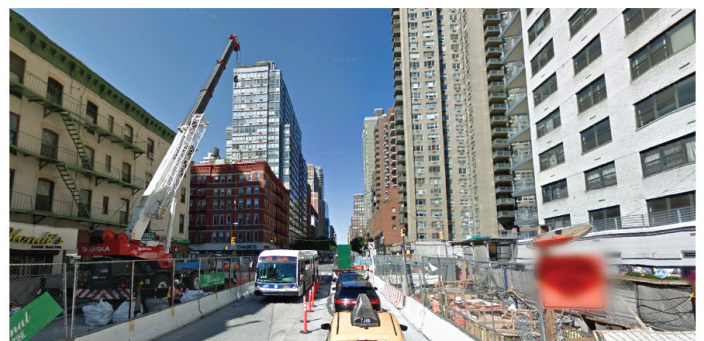
Looking North along 2nd Ave.



Looking South along 2nd Ave.



Looking East along 86th St.



Looking West along 86th St.

Figure 3.2-3: Second Avenue and East 86th Street Focus Area
Source: BFJ Planning



AERIAL VIEW



Looking North along 2nd Ave.



Looking South along 2nd Ave.



Looking East along 106th St.



Looking West along 106th St.

Figure 3.2-4: Second Avenue and East 106th Street Focus Area
Source: BFJ Planning

and north of this intersection, a majority of the buildings are predominantly residential and built to FARs ranging from 10 to 14.

Second Avenue and East 106th Street

(See Figure 3.2-5)

Of the three areas examined, the area around the future subway station at Second Avenue and East 106th Street has the greatest potential for redevelopment. This is due to the relatively low as-built FARs that currently exist in the area, and the fact that both the northeast and northwest corners of this intersection are occupied by low-density NYCHA public housing.

The blocks to the south of the intersection are composed of small, underbuilt parcels, many of which have older mixed-use and commercial buildings, and all of which are built to FARs that range from as low as 2.0 to no greater than 4.0. This same pattern of development occupies all the blocks along Second Avenue surrounding the NYCHA housing as far south as East 102nd Street and as far north as East 109th Street. Redevelopment potential on these blocks, however, is currently constrained by the R8A contextual zoning that maps the area, which allows for a maximum FAR 6.02 with building heights to 120 feet.

The NYCHA properties on the northeast and northwest corners of the intersection are zoned R7-2 and built to 3.5 FAR and 3.0 FAR respectively. The R7-2 zoning district, predominantly located in upper Manhattan, was designed to facilitate the “tower in the park” design that was popular for urban renewal public housing developments of the 1940-60s. The R7-2 district allows for an FAR of 4.0 and low-rise apartment buildings on smaller lots and high-rise buildings on larger lots. With both of these public housing developments underbuilt, and NYCHA’s current initiative to promote infill development on their properties, this area is vulnerable to more development.

However, given the existing contextual zoning that covers a substantial portion of the blocks surrounding the intersection, any redevelopment here would not likely replicate the high-rise development that would be expected to occur around East 72nd and East 86th Streets along Second Avenue.

The discussion above suggests that capacity exists under present zoning for redevelopment around the three subway stations examined. As numerous properties around these future stations were observed to be vacant, suggesting a process of property assembly is under way, market demand for redevelopment is high and will only increase once the Second Avenue Subway opens. The issue relative to this study is how added density around the future subway stations could be knit successfully into the unique built context of the neighborhood.

3.3 Zoning Lot Mergers and “Pencil Towers”

The zoning pattern of “hills and valleys” has created a form of development that in many ways defines the character of the area. Some of the taller buildings along the avenues have utilized zoning lot mergers, which allow a developer to form a zoning lot and shift all the allowable unused density (floor area) from the parcels that form the zoning lot to his or her building lot. This effectively uses allowable density (floor area) from all parcels that form the lot and preserves in perpetuity the lower-scale development from which density has been transferred. Along with contextual zoning in the mid-blocks in the Upper East Side Study Area, this strategy can help preserve the lower-scale nature of the area.

There is a danger, however, that this strategy can also allow a developer to gather substantial amounts of floor area from surrounding properties and build exceptionally tall buildings that are out of place given their immediate context. The Trump World Tower development at First Avenue between East 47th and East 48th Streets is a classic example. This project formed a zoning lot from all but two of the ten lots on the block, which resulted in a building nearly 70 percent larger than would have been permitted as-of-right, including a 20 percent plaza bonus.¹⁴ The zoning lot merger allowed creation of an inappropriately scaled, 900 foot tall building that stands alone in the skyline.

While developers have long used zoning lot mergers to maximize building area and height, the strategy has reached a new pinnacle of practice, especially along 57th Street colloquially known as “Billionaire’s Row.” There, developers, aided by improved construction technologies, have been able to build unusually tall residential buildings, known as “pencil towers.”

The most visible of these is 432 Park Avenue, which rises to approximately 1,400 feet. While much of the attention to date has been focused on new buildings along East 57th Street, recent reports suggest that developers are assembling properties in the lower 60s, with plans to erect super tall condominium projects.¹⁵ One such site is the northeast corner of East 60th Street and Lexington Avenue, where a tower could be built as tall as 1,000 feet, according to Crain’s New York Business.¹⁶ There has been substantial discussion in the press regarding these towers, not only about their height, but also their exclusivity. The units are among the most expensive in Manhattan and, in many cases, purchased merely for investment purposes.

14 *Municipal Art Society of New York. Zoned Out: A Call to Overhaul New York’s Zoning Laws, 1999.*

15 *Alberts, Hana R. “Tall Apartment Tower Will Rise on Beloved Subway Inn’s Grave.” Curbed New York, November 3, 2014. And Kaysen, Ronda. “Reshaping Midtown East: New Condos Coming to Midtown East.” New York Times, October 31, 2014*

16 *Geiger, Daniel. “Super-tall tower could replace former home of lowly bar.” Crains New York Business, June 4, 2015.*

3.4 Other Zoning Issues

Housing New York: Zoning for Quality and Affordability

As part of Mayor de Blasio’s “Housing New York” plan to preserve or create 200,000 units affordable housing over the next ten years, the Department of City Planning (DCP) recently proposed “Zoning for Quality and Affordability,” which aims to “modernize the Zoning Resolution to better promote housing affordability and higher quality buildings.” In this initiative, DCP proposes to adjust zoning height and FAR utilization regulations through a series of “updates and refinements,” which could negatively affect the built and historic character of the Upper East Side Study Area, specifically the R8B contextual zoning districts that define much of this section of the city.

DCP’s proposal is composed of three policy initiatives: promote affordable senior housing and care facilities, modernize the rules that govern the shape of buildings, and eliminate or reduce parking requirements for affordable housing. These adjustments seek to allow for greater utilization of available floor area by allowing for increased building height and removing density factor requirements and minimum-unit size requirements for senior housing. Ostensibly, it is hoped that these changes will incentivize developers to build more senior and affordable housing by allowing greater utilization of modular building construction techniques.

While the goal of increasing the stock and improving the quality of affordable and senior housing is laudable, the resulting buildings could stand up to 15 feet taller along their frontage and would be ill-suited to the existing R8B zoning and five-story walk-up context of the Study Area. For example, a simple facade analysis (see Figure 3.4-1) suggests that DCP’s “prototypical best practice building” would not result in buildings that match their neighbors’ historical cornice line or window alignment. These conditions are also illustrated in Figure 3.4-2, which shows a modular housing project in the Inwood section of Manhattan that is mentioned in DCP’s “Housing New York” presentation (February 2015).

Further, the new building envelope would allow wider buildings to be broken into smaller massing elements, destroying the uniform appearance of the five-story row buildings along many of the streets on the Upper East Side Study Area. Currently, such building articulation is permitted only on the avenues in the area, where higher density buildings and more flexible (non-contextual) zoning exist. The analysis presented by DCP does not make clear why the additional height is necessary to achieve the objective.

Finally, DCP’s proposal includes a provision to allow ground-floor accessory residential amenity spaces to be located in the rear yard, where parking garages and community facilities are allowed today. The present rules allow for certain non-residential uses to be placed in the basement and along the street where commercial overlays exist. Allowing these uses to



Figure 3.4-1: Prototypical Façades
Source: BFJ Planning

extend into the rear yard in the contextually zoned R8B areas would greatly affect the unique building pattern of much of the Upper East Side Study Area. If these provisions are adopted, DCP's proposed zoning adjustments could undo much of what the community fought to protect years ago.

Short of eliminating or reducing parking requirements for affordable units and reducing regulatory obstacles for senior housing, there is little in DCP's proposal that applies strictly to affordable housing development. While the proposed changes could result in a greater number of affordable units (although the quality of such units is unclear if the minimum unit size requirement is to be lifted), many of DCP's proposed changes to the rules that govern the shape of buildings would apply to all new residential construction, not only those providing affordability. In fact, a vast majority of the contextual districts where the amendments would take effect have no provision for inclusionary housing, a critical strategy for the creation of affordable housing.

Given the substantial number of existing rent-regulated units in the Upper East Side Study Area (38 percent of residential parcels include some form of rent regulation), new construction under the proposed "updates and refinements" could actually result in fewer affordable units through a pattern of "tear down and rebuild" development. This would result in an erosion of the existing affordable housing stock in the Study Area and also displacement of those families living in such units. Furthermore, the City has not examined the

effects its proposed zoning changes may have on primary and secondary displacement as a result of increasing density, land prices, and new construction. For these reasons, this study opposes the City's attempt to modernize the rules that govern the shape of buildings.

Finally, DCP's zoning adjustments should not be uniformly applied in a one-size-fits-all approach. While the City has agreed to incorporate into the proposal "a set of refinements to the proposed height changes for the R6B, R7A and R8B zoning districts," including maintaining the current 75 foot height, it is unclear whether the City plans to address other concerns discussed here. It is also unclear how the planned zoning amendments would affect other districts across the Study Area, where changes will be more pronounced. In the Upper East Side Study Area, what seems a small increment in building height will have a disproportionate impact on neighborhood character. A block in Yorkville is different from one in Carnegie Hill, which in turn is distinct from one in Lenox Hill—let alone Manhattan or the rest of the city. DCP should examine the effects this zoning proposal could have on different neighborhoods.



Figure 3.4-2: Proposed Modular Housing

Source: <http://cdn-img2.streeteasy.com/nyc/image/82/57963382>

CHAPTER 4

RECOMMENDATIONS

The analyses presented in this report demonstrate that the Upper East Side Study Area is a collection of individual neighborhoods, each with different identities, populations, and built environments. While conditions vary across the Study Area, the majority of land use is regulated by a regime of sensible contextual zoning regulations that help maintain the area's human-scale, residential fabric with some mixed-use in the mid-blocks, while relegating significantly higher density to the larger streets and avenues. In order to plan for growth, control the consumption of public services by increased density, and to ensure that the Study Area remains home to people from a diverse array of income levels, we make the following 12 recommendations:

1. Preserve and Protect the Existing Contextual Zoning on the Mid-blocks.

The “hills and valleys” approach of maintaining lower-scale buildings on the mid-blocks, while allowing higher density along the avenues is a critically important zoning concept, not only for the Study Area, but also for other parts of Manhattan. The zoning that was set in place in 1987, which has done so much to define the Study Area, must be preserved and strengthened. As this study shows, the low-scale building stock, especially in mid-blocks of Yorkville, creates a pedestrian environment that is special. Beyond the physical environment, this zoning regime has allowed local independent “mom and pop” shops to flourish, and it has maintained a significant and diverse stock of affordable housing.

2. Maintain Existing Densities.

Some capacity exists under present zoning for redevelopment to occur along Second Avenue and likely along other avenues and wide streets in the area. However, we recommend that there be no change in overall density in the Upper East Side Study Area. If the City proposes increasing allowable density around the subway stations, it should do so only by shifting existing development capacity to these areas from the surrounding context. This approach is currently used by to developers through zoning lot mergers, which ultimately maintains the overall net available FAR and helps protect the lower scale buildings on sending parcels within the merger. While we support the Mayor's goal to expand affordable opportunities, as well as the logic behind leveraging public investment for the public good, we believe that any net increase in density will negatively affect the unique character of the Upper East Side Study Area.

3. Create New C1-9X Contextual Zoning for Avenues.

A new contextual zoning district should be mapped along all avenues in the Study Area currently zoned C1-9 (the predominant zoning along the avenues). The new zoning would be a contextual version of the C1-9 and would require all development to be built as tower-on-base. The base height would be dimensioned to match the existing lower scale development in the area – e.g. minimum of 60 feet and a maximum of 85 feet. The tower would be required to be set back at least 10 feet on a wide street (avenue) and 15 feet on a narrow (side) street, and occupy at least 33 percent but no more than 40 percent of the lot area.

The new C1-9X zoning should also include a provision to place greater height on the corners and maintain lower scale development in the middle of the block frontage up and down (north/south along) the avenues. This could be accomplished by restricting height at a set limit beyond 80 feet of the corners of the blocks along the avenues. The avenue mid-blocks would be permitted a maximum height of 210 feet.

In combination with the street wall (i.e. the tower-on-base), a new C1-9X contextual zone would help create a strong identity for the avenues in the Upper East Side Study Area, giving them boulevard appearance, while also protecting light and air to adjacent lower scale residential development and encouraging “hills and valleys” along the avenues. Preserving mid-block light and air is essential to protecting these resources for the zoning blocks that are home to a great majority of affordable housing.

As an alternative to creating a new zoning district, the C1-9 districts could be remapped to R10X with a C1 overlay. Whether C1-9X or R10X, the tower-on-base rules should limit the overall height of a new building by requiring that at least 55 percent of the zoning floor area be below 150 feet and that the tower cover at least 33 percent of the entire zoning lot. This effectively limits the building to approximately 17 stories above the 150 foot level.

4. Restrict the Height of Buildings to 210 Feet.

As a measure to strengthen the existing zoning and to ensure that potential community impacts on schools, traffic, design, light, and air will be mitigated, we recommend that the existing higher-density zoning districts mapped along the avenues be modified to require a height limit of 210 feet. This height is permitted in the R-10A contextual zoning along York Avenue and many of the wider streets on the Upper East Side.

5. Limit Zoning Lot Merger FAR and Height.

As a pilot program, we recommend a restriction on the size of zoning lot mergers across the entire Upper East Side Study Area. As discussed in this report, the tallest buildings in the Study Area were created through the process of zoning lot mergers. Currently, the only cap on how much FAR a developer can place on any building lot is the amount of air rights he or she can buy (along with some other limits on how much TDR can cross zoning district lines) and FAA regulations. This has led to exceptionally tall towers elsewhere in the city. On Second Avenue, only eight percent of the buildings are taller than 210 feet, and just three of these are taller than 400 feet. Additional towers of this height would be inappropriate for the area.

There are many ways to limit FAR for zoning lot mergers. First is to limit FAR for the redeveloped portion of the merged zoning lot. Second is to require the redeveloped portion of merged zoning lot to be at least a minimum percentage of the entire merged zoning lot. Finally, require the tower portion of the redevelopment to cover a minimum percentage of the entire merged zoning lot. Restricting the area of zoning lot mergers would effectively prevent exceptionally tall “pencil towers.” This recommendation would also be strengthened by a height limit of 210 feet.

BFJ Planning has worked in numerous other cities in New York State including Albany, as well as other capital cities of the Tri-State Region (Hartford, Connecticut and Trenton). BFJ Planning has also updated zoning codes in cities such as Philadelphia and Annapolis. All these major cities have height requirements in their zoning codes. New York City remains the exception to the rule.

The restriction on size of zoning lot mergers could be relaxed by 20 percent in areas around subway stations, but only in instances where developments provide at least 20 percent affordable housing. It is imperative to note that this recommendation does not stand-alone and must be coupled with Recommendation #2 to maintain existing densities.

Finally, as a measure of good governance, greater transparency should be practiced with regard to zoning lot mergers. New York City presently provides little information on which zoning lot mergers have occurred or are being considered, creating a development process with little public input. Notification should be given to the local Community Board and elected officials when a lot merger occurs, and information should be made available to the general public on a website.

6. Protect the Existing Stock of Affordable Regulated Housing.

Currently, approximately 38 percent of all buildings in the Study Area include either rent-regulated, subsidized or public housing units. These units are vital to ensuring that the Upper East Side Study Area remains affordable to a broad range of households. Losing any of these regulated units will strongly affect affordability in the Study Area, which has historically been a landing site for immigrant groups and strengthened by the presence of multi-family rent-stabilized buildings, New York City Housing Authority (NYCHA) developments, and Mitchell-Lama projects, among other public subsidies.

We therefore recommend that none of these units be lost, and that new development be required to replace any units lost due to redevelopment one-for-one. This replacement would be additional to any requirements or proposals a developer may make to provide new units on site. All units should be affordable in perpetuity. We support recent legislation protecting tenants from harassment by landlords and further recommend legislation to make public an inventory of rent-controlled and rent-stabilized units to facilitate protection and replacement in case of redevelopment.

7. Investigate Financial Opportunities for Property Owners.

Upkeep of housing stock can be difficult for property owners of affordable rent-regulated units. The City should explore tax abatements credits or other potential relief opportunities for owners of rent-regulated units in exchange for preserving affordability and maintaining their buildings. Measures to ease tax burdens for property owners such as tax credits, revolving loans or grants would minimize incentives for redevelopment and guarantee habitability for tenants. Such a proposal would require further exploration as to how to structure abatement for buildings with a mix of market rate and rent-regulated units and mechanisms to guarantee that the benefits are reflected in the upkeep, maintenance, and energy efficiency of the building.

8. Request that the City Revisit “Zoning for Quality and Affordability.”

The City’s proposed revisions to the Zoning Resolution to promote “Zoning for Quality and Affordability,” including those that pertain to shaping new building envelopes in contextually zoned areas of the city, present serious concerns for the Upper East Side Study Area. Any changes to building height and envelope configurations in contextually zoned areas could negatively affect the character of the Study Area. As discussed in the introduction and throughout this report, the mid-block fabric of the Study Area establishes itself as one of the most walkable and pedestrian-friendly areas in the city. This is primarily due to its legion of attractive five-story walk-ups situated along tree-lined

streets with local “mom and pop” shops nestled below. We recommend that these important elements continue to be protected by maintaining the existing contextual zoning.

Many of DCP’s proposed changes would apply to all new residential construction in a wide range of zoning districts, not necessarily projects providing affordability. In fact, a vast majority of the contextual districts where the amendments would take effect have no provision for inclusionary housing. While many of the proposed basic residential height changes in DCP’s ZQA are “updates and refinements” designed to resolve technical issues related to building envelope, we remain concerned about the impacts such adjustments could have on existing streetwall and building-street relationships in contextual districts. Further, the proposed regulations could encourage tear down and rebuilding of existing buildings that currently have substantial numbers of existing rent-regulated units in the Study Area. Without clear language to require equal replacement of such units, new construction under ZQA could actually result in fewer affordable units in non-inclusionary areas, such as the many contextual districts in the Study Area. Furthermore, the city has not examined the effects its proposed zoning changes may have on primary and secondary displacement as a result of increasing density, land prices, and new construction. Additionally, encroachment into rear yards and excessive height (and FAR) increases in higher-density narrow-street residential zoning districts should not be allowed, as encroachment would reduce remaining valuable open space and excessive height on narrow streets would reduce light and air to the streets and sidewalks.

Finally, DCP’s zoning adjustments should not be uniformly applied in a one-size-fits-all approach. While the City has agreed to incorporate into the proposal “a set of refinements to the proposed height changes for the R6B, R7A and R8B zoning districts,” including maintaining the current 75 foot height, it is unclear if the City plans to address other concerns discussed herein. It is also unclear how the planned zoning amendments would affect other districts across the Study Area, where changes will be more pronounced. While the goal of increasing the stock and improving the quality of affordable and senior housing is laudable, the resulting development promoted under DCP’s present proposal and approach would be ill-suited to the unique Upper East Side Study Area context.

9. Ensure Small Businesses Thrive.

Given the distance of many parts of the Upper East Side Study Area from the Lexington and upcoming Second Avenue subway stops, and the high density of residents and especially older adults, it is important to have a diverse assortment of services available to residents in their immediate vicinity - especially those who live

on the eastern ends of Yorkville, Lenox Hill, and East Harlem. Small businesses are the best way to ensure that diversity and help preserve neighborhood character and sense of place. To support these local businesses, we support the Manhattan Borough President’s initiatives to prevent the expiration of ground floor retail use and reform of the commercial rent tax.

Furthermore, we recommend that DCP develop regulations to promote active and varied retail environment along the avenues, similar to the Special Enhanced Commercial District Upper West Side Neighborhood Retail Streets, with the goal of limiting formula retail. These regulations require two establishments per 50 foot zoning lot on Amsterdam and Columbus Avenues and regulate the placement of banks with a maximum 25-foot frontage given that they contribute little to the pedestrian shopping experience. Precise details tailored to the context of the Study Area should be developed by DCP keeping in mind that such regulations will be specific to the area and thus different from those for the Upper West Side.

10. Implement Open Space and Infrastructure Improvements.

Only one percent of land use in the Study Area is dedicated to parks and open space. Yet, many POPS in the Study Area are not maintained properly for public use and accessibility to active open space is poor. Parks in the Study Area are insufficient and POPS are underutilized. A holistic view of open space needs to be considered district-wide. We recommend a study of existing POPS, along with a program for incentivizing upgrades, enforcing regulation, and a streamlined review process for redesign. New POPS should be located in consideration with any existing POPS in the area to ensure a stronger and more apparent network of open space. Furthermore, active open space like the East River Esplanade should be prioritized over passive open space.

11. Require Community-Based Planning around Station Areas.

With the imminent opening of the Second Avenue Subway, market demand is expected to increase for parcels within walking distance to the new subway stations. Currently, underbuilt properties along Second Avenue were observed to be vacant, suggesting that the development community is assembling parcels and preparing for redevelopment. Numerous articles, websites and reports predict the same. To ensure that development in these key areas does not proceed in a piecemeal fashion and that new development contributes positively to the neighborhood, we recommend a community-based planning process be launched by DCP for the areas around future Second

Avenue Subway stations. The objective would be to produce plans based on sound community input and engagement that take into account not only overall density and height, but also light and air, public realm improvements, community school and traffic impacts, and good urban design principles for these areas. Station area plans could be developed as part of a 197-a Plan for the area, including active retail in ancillary buildings.

12. Create 197-a Plan(s) for the Upper East Side Study Area.

In considering a future framework for the Upper East Side Study Area, we recommend FRIENDS work with other community groups to encourage Community Boards 8 and 11 to create or update 197-a Plans for their respective jurisdictions. Section 197-a of the City Charter authorizes community boards to sponsor plans for the development, growth, and improvement of the city.

DCP identifies four important functions of 197-a Plans: 1) Sets forth a community's shared vision for its neighborhood; 2) Promotes consensus-building among various local groups; 3) Encourages dialogue between the community and city agencies; and 4) Can maintain stability to protect against shifts in city policy. While 197-a Plans function in an advisory capacity only, DCP recognizes that "long range and complex development issues may call for a comprehensive planning approach to identify goals and prepare a planning framework to achieve them" and recommends 197-a plans for this purpose, and goes on to state that "once approved by the [Planning] Commission and adopted by the City Council, 197-a Plans guide future actions of city agencies in the areas addressed in the plans." 197-a Plans would allow the Upper East Side Study Area communities to engage in a participatory planning process and reach consensus on a wide variety of issues related to the objective of preserving the best of the Upper East Side neighborhoods, while accommodating growth.

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APPENDIX A

ZONING DISTRICTS IN THE STUDY AREA

RESIDENTIAL DISTRICTS IN THE UPPER EAST SIDE											
District	Description	General Location	R FAR	CF FAR	C FAR	Height	Quality Housing	Height Factor	Base Height	Parking	Total Lots
R7-2	Medium-density apartment house districts. The height factor encourages shorter apartment buildings on smaller zoning lots and taller buildings with lower lot coverage on larger lots. Quality Housing regulations encourage shorter buildings with higher lot coverage.	East Harlem	3.4	6.5	2		Optional		n/a	50%	395
R7A			4	4	2	80			40-65	50%	245
R7B			3	3	2	75			40-60	50%	40
R8	Apartment houses that range from mid-rise (8-10 stories) to taller and narrower buildings set back from the street on large zoning lots. Quality Housing produces shorter, higher lot coverage buildings.	Isolated mid-blocks below 96th Street	6	6.5	2	Sky exposure plane	Optional	Optional		40%	55
R8A	Contextual Quality Housing regulations are mandatory and typically result in higher lot coverage 10-12 story apartment buildings.		6	6.5	2	120	Mandatory		60-85	40% (can be waived)	211
R8B	New buildings can be developed under height factor regulations or Quality Housing regulations. The height factor is pursuant to the "tower rules."	Side streets on the Upper East Side and mid-blocks below 96th Street	4	4	2	75	Mandatory		55-60	50% (can be waived)	2932
R9	New buildings can be developed under height factor regulations or Quality Housing regulations. The height factor is pursuant to the "tower rules".	Major thoroughfares; Fifth Avenue above 96th Street; East River hospitals	7.5	10	2	Tower rules: lot coverage and open space requirement	Optional	Optional	60-85 (contextual base on wide street)	40% (waived in Manhattan core)	32
R9X	District governed by Quality Housing regulations with substantially higher FAR than other R9 districts.	Lexington Avenue below 96th Street	9	9	2	Wide street: 170 Narrow street: 160			Wide street: 105-120 Narrow street: 60-120		44
R10	Highest residential density in the city. Height factor regulation does not apply. Depending on the district, may or may not have contextual building base.	Avenues below 96th Street (except Lexington and East End Avenues)	10	10	2	Tower rules: lot coverage and open space requirement	Optional	Do not apply	60-85 (contextual base on wide street) In commercial districts contextual base is not required	40% (waived in Manhattan core)	647
R10A	Typically buildings are 22-story apartment buildings with higher lot coverage and street walls aligned with the street line. Quality Housing regulations are mandatory.	72nd, 79th, 86th, 96th Streets East of Lexington Avenue and East End Avenue	10	10	2	Wide street: 210 Narrow street: 185	Mandatory		Wide street: 125-150 Narrow street 60-125		296
R10H	Special district for hotels.	Along Central Park South, and Fifth Avenue between East 59th and East 61st Streets									3
C1-2	Commercial Overlay	East Harlem									
C1-5	Commercial Overlay	Corners along East 72nd, 79th, 86th and 96th Streets									

COMMERCIAL DISTRICTS IN THE UPPER EAST SIDE						
District	Description	General Location	R FAR	C FAR	Residential District Equivalent	Total Lots
C1-7	Commercial districts that are predominantly residential in character.	Along major thoroughfares in medium to high density areas, such as Second and Lexington Avenues	.94-6.02	3	R8	6
C1-8X			9	2	R9X	304
C1-9			10	2	R10	523
C2-8			10	2	R10	248
C2-8A			10	2	R10A	70
C4-6	Specialty and department stores, theaters and other commercial and office uses which generate more traffic than neighborhood shopping areas.	In regional commercial centers outside of the central business districts	10	3.4	R10	6
C4-7			10	10	R10	1
C5-1	Central commercial district intended for offices and high-end retail establishments and for streets where continuous retail frontage is desired.		10	4	R10	256
C5-1A			10	4	R10A	13
C5-2		Famous shopping streets, such as Fifth Avenue and Madison Avenue	10	10	R10	24
C5-2.5					R10	11
C5-3			10	15	R10	14
C6-2	Permit a wide range of high-bulk commercial uses requiring a central location. Corporate headquarters, large hotels, entertainment facilities, retail stores and high-rise residences in mixed buildings.	Generally outside of central business cores	.94-6.02	6	R10	1
C6-3			.94-7.52	6	R10	4
C8-4	Bridges commercial and manufacturing districts that often require a large amount of land. Exempt from parking requirements.		n/a	5	R10	91

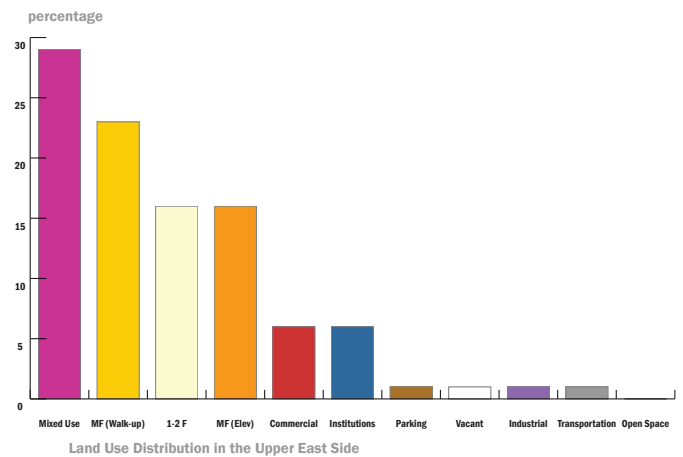
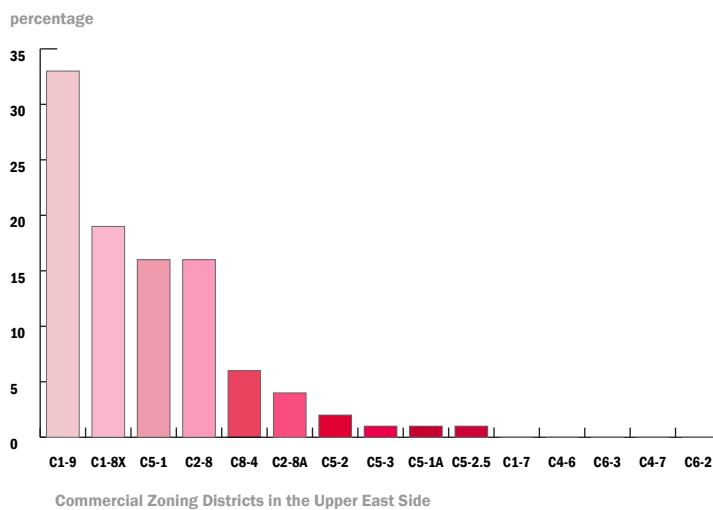
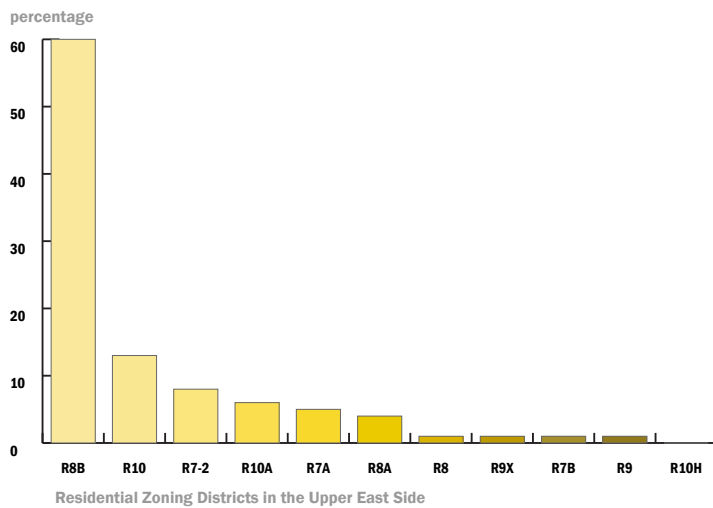


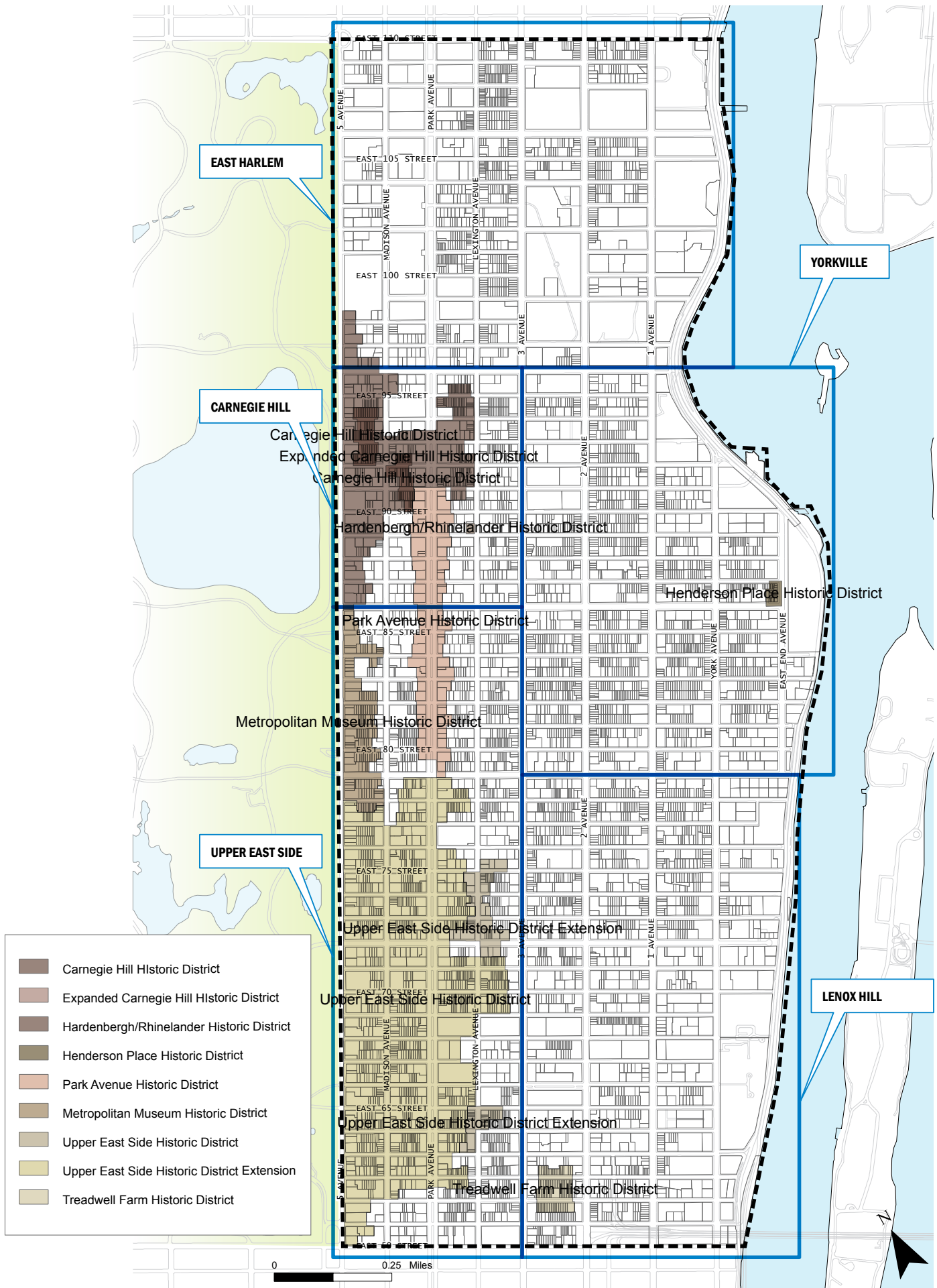
Chart A-1: Distribution of residential and commercial zones in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.

Chart A-2: Distribution of land uses in the Study Area
Source: BFJ Planning Data NYC DCP, ITS, MapPLUTO, 2014.

APPENDIX B

HISTORIC DISTRICTS AND LANDMARKS IN THE STUDY AREA

HISTORIC DISTRICTS IN THE UPPER EAST SIDE				
#	Historic Districts	Boundary	Notes	Typology
1	Carnegie Hill	East 86th to East 98th from Fifth to Lexington Avenues	400 buildings	Brick and brownstone townhouses (1870-1890)
				Large freestanding townhouses and mansions (1900-1930)
				Flats buildings and apartment hotels (1900-1930)
				Larger apartment buildings (after WWI-1930)
2	Hardenbergh/Rhineland	Northwest corner of Lexington Avenue and East 89th Street	7 buildings	6 Row houses (1888-89)
				1 French Flats (1888-89)
3	Henderson Place	Eastern end of the East 86th Street and East 87th Street between York and East End Avenues	24 remaining of original 32 houses	Queen Anne Style (1881-82)
4	Metropolitan Museum	Along Fifth Avenue from East 78th to East 86th Streets between Fifth and Madison Avenues	n/a	Several rows of brownstones in the Italianate style on 78th, 80th and 81st Street
				Large elegant mansions had been erected on Fifth Avenue
				Mansions built in the Beaux-Arts and neo-Renaissance styles
5	Park Avenue	Northeast corner of East 79th Street to East 91st Street	64 buildings	Large private residences
				Apartments with Renaissance, Georgian, and Colonial Revival styles
				Church complexes (2)
				Modern-style apartment buildings (4)
6	Treadwell Farm	East 61st and East 62nd Streets between Second and Third Avenues	76 buildings. Oldest Historic District	Four-story row house constructed between 1868 and 1875.
7	Upper East Side	Along Fifth Avenue from 59th Street to 78th Street, at certain points, as far east as Third Avenue	1044 buildings in original district, 74 buildings in extension.	Mixture of modest brownstone row houses and opulent town house, mansions, imposing apartment houses



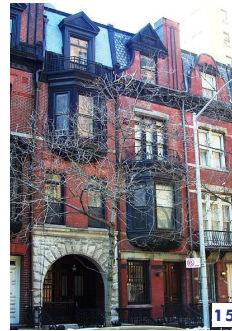
CARNEGIE HILL



4



9



15

- 4.
Squadron A. Armory
Madison and Park between 94th and 95th
- 9.
John Henry Hammond House
9 East 91st Street
- 15.
Houses
146-156 East 89th Street

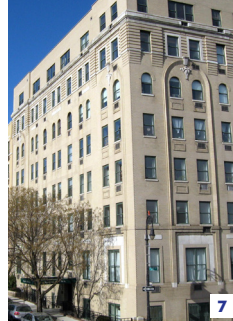
LENOX HILL



5



6



7



8

- 5.
Bohemian National Hall
321 East 73rd Street
- 6.
Manhattan House
200 East 66th Street
- 7.
City and Suburban Homes Company
1472 York Avenue
- 8.
Abigail Adams Museum
421 East 61st Street

EAST HARLEM



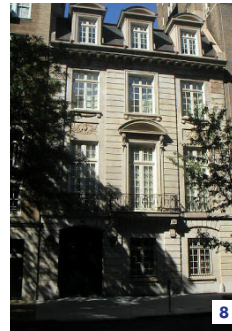
2



4



4



8

- 2.
St. Cecilia's Church
120 East 106th Street
- 4.
28th Police Precinct House
177 East 104th Street
- 4.
Fire Engine No. 53
175 East 104th Street
- 8.
Lucy Dahlgren House
15 East 96th Street

UPPER EAST SIDE



3



30



25

- 3.
Lewis G. and Nathalie Morris House
1015 Park Avenue
- 30.
Barbizon Hotel for Women
140 East 63rd Street
- 25.
7th Regiment Armory
643 Park Avenue

YORKVILLE



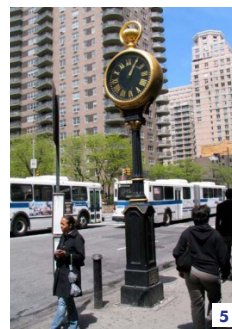
2



3



4



5

- 2.
Gracie Mansion
97 East End Avenue
- 3.
Church of the Holy Trinity
316 East End Avenue
- 4.
Yorkville Bank Building
1511 Third Avenue
- 5.
Sidewalk Clock
1501 3rd Avenue

LANDMARKS

AND THEIR LAND USE BY NEIGHBORHOOD UPPER EAST SIDE

UPPER EAST SIDE

1. REGINALD AND ANNA DEROUEN HSE
2. LEWIS G AND NATHALIE MORRIS HSE
3. CHURCH OF ST IGNATIUS LOYOLA
4. BENJAMIN N AND SARAH DUKE HSE
5. 998 FIFTH AVENUE APARTMENTS
6. JOHN S AND CATHERINE C ROGERS HSE
7. JOHN H AND CAROLINE ISELIN RESIDENCE
8. THATCHER AND FRANCES ADAMS HSE
9. GEORGE AND SARAH RIVES HSE
10. LEWIS SPENCER & EMILY MORRIS HSE
11. VINCENT & HELENA ASTOR HSE
12. GEORGE & MARTHA WHITNEY HSE
13. CAROLINE & ANDREW HSE
14. PAXE AND HELEN MAY WHITNEY HOUSE
15. JAMES B. AND NANNALINE DUKE HOUSE
16. 157 EAST 78TH STREET HSE
17. 159 EAST 78TH STREET HSE
18. 161 EAST 78TH STREET HSE
19. 165 EAST 78TH STREET HSE
20. EDWARD & MARY STILLMAN HARNESSE HSE
21. 161-179 EAST 73RD STREET BUILDING
22. HENRY T & JESSIE SLOANE HSE
23. GERTRUDE RHEINLENDER WALDO HSE
24. HENRY CLAY ADELAIDE FRICK HSE
25. 11 EAST 70TH STREET HSE
26. ALVIN W. AND ANGELINE KRECH HSE
27. DAVID REINER AND ALICE MORRIS HSE
28. HENRY P & KATE T. DAVISON HSE
29. HENRY P & KATE T. DAVISON HSE
30. OLIVER D AND MARY PINE FILLEY HSE
31. PERCY AND MAUD H PYNE HSE
32. 1 WILLIAM & MARGARETTA C CLARK HSE
33. MOUNT SINAI DISPENSARY
34. FIRE ENGINE CO 39 & LAD CO 16 STAT HSE
35. PARK EAST SYNAGOGUE
36. R. LIVINGSTON & ELEANOR BECKMAN HSE
37. 45 EAST 66TH STREET APARTMENTS
38. 7TH REGIMENT ARMORY
39. 130-134 EAST 67TH STREET APARTMENTS
40. SHAL DELANO ROOSEVELT & FOR HOUSES
41. CIVIL & BARBARA RUTHERFORD HATCH HOUSE
42. BARBIZON HOTEL FOR WOMEN
43. KNICKERBOCKER CLUB
44. METROPOLITAN CLUB
45. SIDEWALK CLOCK

EAST HARLEM

1. NY PUBLIC LIBRARY BRANCH
2. ST CECILIAS CHURCH & REGINA ANGELORUM
3. PUBLIC SCHOOL 72
4. 28TH POLICE PRECINCT STATION & FIRE ENGINE
5. MUSEUM OF THE CITY OF NEW YORK
6. ST. NICHOLAS RUSSIAN CHURCH
7. OGDEN CODRAN HOUSE
8. LUCY DANLIGREN HOUSE

CARNEGIE HILL

1. MRS. AMORY S. CARHART HOUSE
2. ERNESTO AND EDITH FABRI HOUSE
3. WILLARD & DOROTHY WHITNEY STRAIGHT HOUSE
4. SQUADRON A ARMORY
5. 1321 MADISON AVENUE HOUSE
6. GEORGE F. BAKER JR. HOUSE COMPLEX
7. FELIX AND FREDA WABURGO HOUSE
8. WILLIAM AND ELEANOR BECKMAN HOUSE
9. VIRGINIA GOHAM & FAR WADSWORTH HOUSE
10. OTTO AND ADDIE KAHN HOUSE
11. JAMES & FLORENCE SLOANE BURDEN HSE
12. JOHN HENRY & EMILY SLOANE HAMMOND HSE
13. JOHN B. AND CAROLINE TREVOR HOUSE
14. 120 EAST 92ND STREET HOUSE
15. 122 EAST 92ND STREET HOUSE
16. ANDREW AND LOUISE CARNEGIE HOUSE
17. GRAFTON W. AND ANNIE MINOT HOUSE
18. EMILY TREVOR HOUSE
19. 17 EAST 90TH STREET HOUSE
20. 1261 MADISON AVENUE APARTMENTS
21. SOLOMON R. GUGGENHEIM MUSEUM
22. 148 EAST 89TH STREET HOUSE
23. 150 EAST 89TH STREET HOUSE
24. 152 EAST 89TH STREET HOUSE
25. 154 EAST 89TH STREET HOUSE
26. 156 EAST 89TH STREET HOUSE

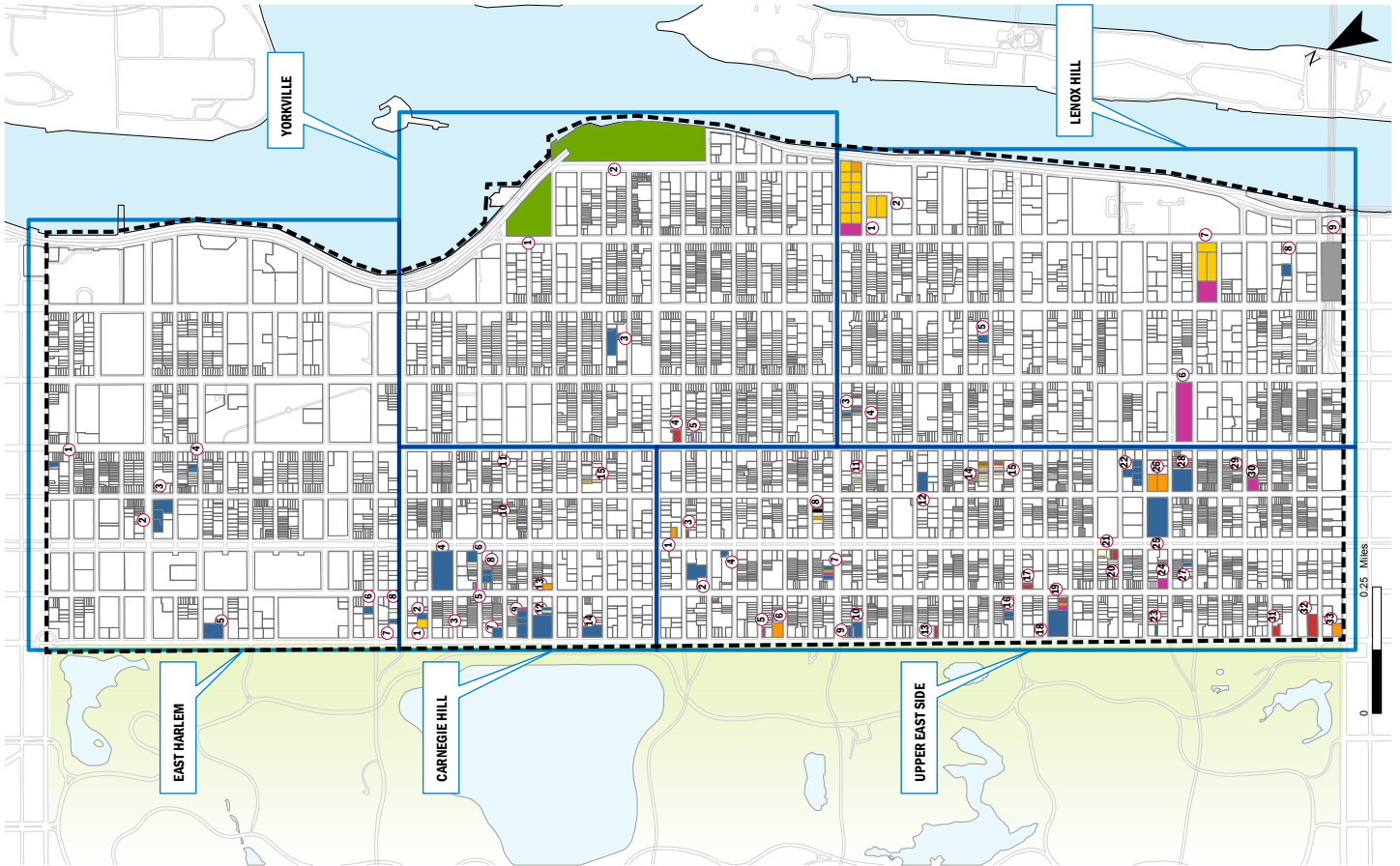
YORKVILLE

1. MUNICIPAL ASPHALT PLANT
2. CHURCH OF THE HOLY TRINITY
3. YORKVILLE BANK BUILDING
4. SIDEWALK CLOCK

LENOX HILL

1. CITY SUBURBAN HOMES COMPANY
2. EAST 80TH STREET
3. 78TH STREET HOUSE
4. 216 EAST 78TH STREET HOUSE
5. BUILDING BOHEMIAN NATIONAL HALL
6. MANHATTAN HOUSE
7. CITY AND SUBURBAN HOMES COMPANY
8. ABIGAIL ADAMS SMITH MUSEUM
9. QUEENSBORO BRIDGE

LAND USE	
 	1 Family
 	2-4 Family
 	5+ Family
 	Commercial
 	Mixed Use
 	Light Industrial
 	Utility
 	Park/Open Space
 	Institutional
 	Parking
 	Vacant



APPENDIX C

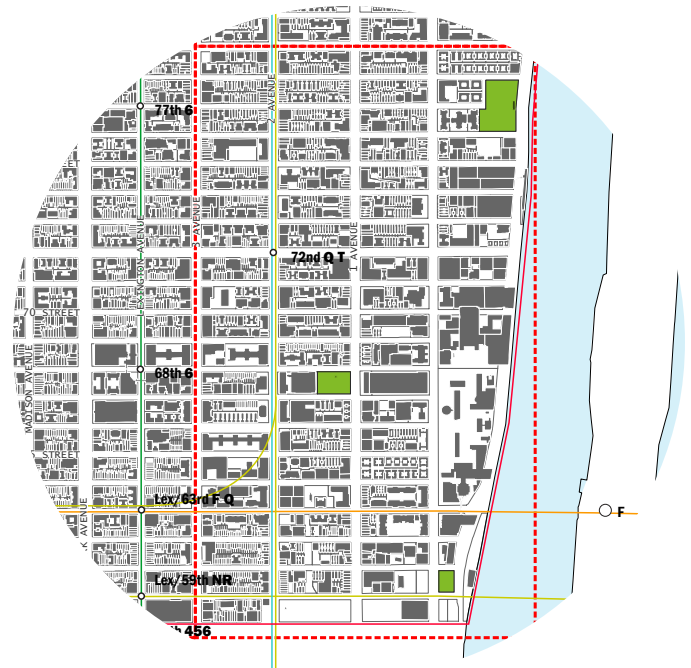
THE FIVE NEIGHBORHOODS IN THE STUDY AREA

LENOX HILL

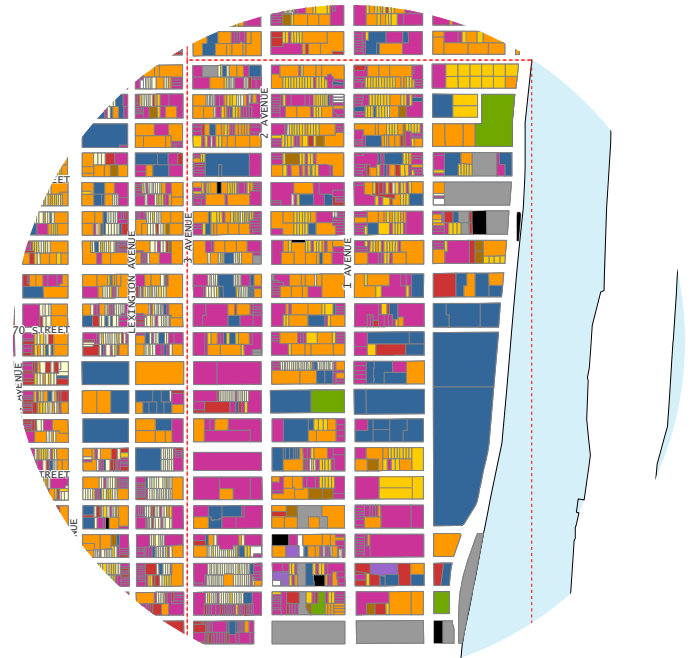
Lenox Hill runs south to north from East 59th Street to East 79th Street and west to east from Second Avenue to the FDR Drive. Lenox Hill is lively and has diverse uses such as grocery stores, bars, and restaurants. Its residents are a mix of ages, ethnicities and backgrounds, from recent college graduates to deeply-rooted older inhabitants.

Named after Robert Lenox who owned 30 acres of farmland, Lenox Hill is a historic neighborhood in its own right. A diverse housing stock allows for recent college graduates, families, and the aging community to co-exist. The area mostly encompasses luxury condominiums, pre-war co-ops, and townhouses. The western portion of Lenox Hill fetches higher retail value because it is located closer to public infrastructure. Lenox Hill contains one of the oldest historic districts in the city, the Treadwell Farm Historic District. John Jay Park has a heavily used public pool, Cherokee Pool. Another beloved public park, St. Catherine's Park, mimics the layout of the Basilica of Santa Maria over Minerva located in Rome, which houses the remains of St. Catherine.

This community has highly regarded public academic facilities. Long-time residents enjoy the walk-up buildings and their accompanying independent shop owners on the ground floor of many buildings in the area. Lenox Hill Hospital, New York Presbyterian/Weill Cornell Medical Center, and Memorial Sloan Kettering Cancer Center provide high-quality medical care in the neighborhood.



Lenox Hill Neighborhood in the Upper East Side



Lenox Hill Neighborhood in the Upper East Side: Land Use

LENOX HILL AT A GLANCE:

Total Population	66,881
Area:	349 acres
Population Density:	192 residents/acre



Figure 2.1-13: Townhouses in Lenox Hill

Source: http://upload.wikimedia.org/wikipedia/commons/f/f3/54_East_64th



Holy Trinity Cathedral

Source: <http://thecompletepilgrim.com/archdiocesan-cathedral-holy-trinity/>



The Rockefeller University

Source: <http://benchmarks.rockefeller.edu/2012/10/05/>



Figure 2.1-14: Lenox Hill Hospital Cohen Gallery entrance

Source: http://upload.wikimedia.org/wikipedia/commons/1/18/Lenox_Hill



Grocery Store under Queensboro Bridge

Source: <http://michaelminn.net/newyork/infrastructure/>



Lenox Hill Hospital

Source: www.leviton.com



City and Suburban Homes Company

Source: www.nyc-architecture.com/UES

YORKVILLE

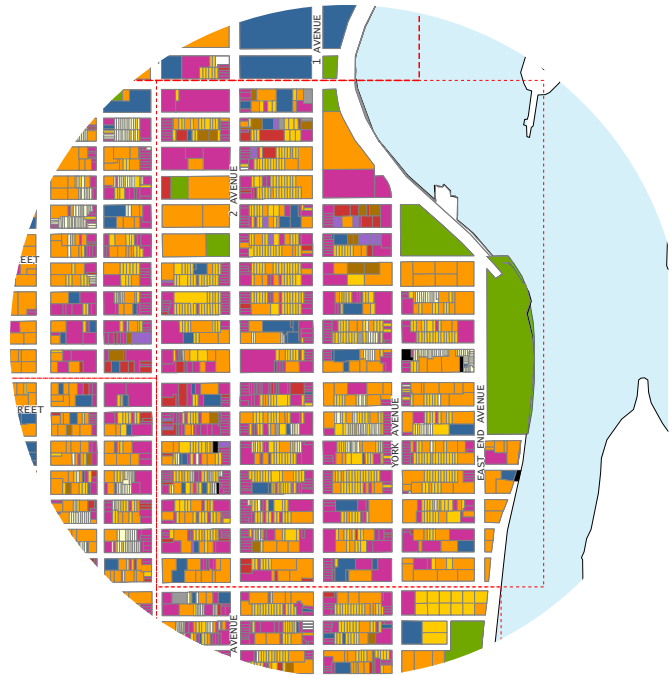
Yorkville runs south to north from East 79th to East 96th Streets and west to east from Third Avenue to the FDR Drive. Yorkville, named after York Avenue which runs north-south down its center, was once New York City's "Little Germany" and home to significant numbers of Eastern European immigrants. Today Yorkville is still predominantly residential, but also home to a variety of small businesses, restaurants, bars, and cafes.

A strong tradition of working-class immigrant families was formed in early tenement housing in Yorkville. Neighborhood staples like Heidelberg Restaurant and Schaller & Weber continue that historic legacy in the neighborhood.

There is a healthy mix of housing typologies, including high-rise rental complexes, co-op towers, new condominiums, townhouses and apartments in former tenements. Like Lenox Hill, the area attracts young graduates and professionals, young families, and retirees seeking accommodations in the Upper East Side area. Yorkville lays claim to Gracie Mansion, located in Carl Schurz Park, a large public park overlooking the East River. Asphalt Green is a large recreational complex housing an Olympic-sized pool. Excellent public and private schools are the pride of the community and attractive to families across the city.



Yorkville Neighborhood in the Upper East Side



Yorkville Neighborhood in the Upper East Side: Land Use

YORKVILLE AT A GLANCE:

Total Population	78,036
Area:	312 acres
Population Density:	250 residents/acre



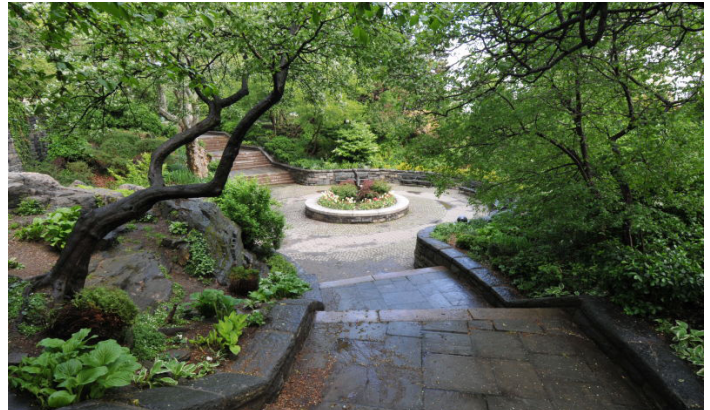
Brick Houses Yorkville
Source: Wikimedia.org Daniel Case (2008)



Riverfront Promenade
Source: www.nytimes.com Living in Yorkville



Heidelberg and Schaller & Weber: Michael Minn
Source: http://michaelminn.net/newyork/urban_renewal/



Carl Schurz Park
Source: nycgovparks.com



Asphalt Green
Source: http://en.wikipedia.org/wiki/Municipal_Asphalt_Plant



Cherokee Apartments-509-515 East 77th Street
Source: Thornton Tomasetti



John Jay Park
Source: www.nycgovparks.org



P.S. 151
Source: www.dnainfo.com

EAST HARLEM

East Harlem (also known as Spanish Harlem) runs south to north from East 96th to the Harlem River and east to west from Fifth Avenue to the FDR Drive (for purpose of this study the northern boundary is East 110th Street). The people and businesses that built the neighborhood define East Harlem.

The history of the neighborhood is evident in its built environment. The northern section of East Harlem is dominated by 19th century brick and stone row houses and tenement buildings, evocative of the area's long history as a working class community. The neighborhood is also defined by its pedestrian-scale mixed-use commercial corridors along the avenues and residential side streets. The southern portion of the neighborhood is defined by "tower in the park" public housing with a great deal of open space. The Metro North Railroad Park Avenue tunnel surfaces at East 96th Street, as a rail viaduct above Park Avenue.

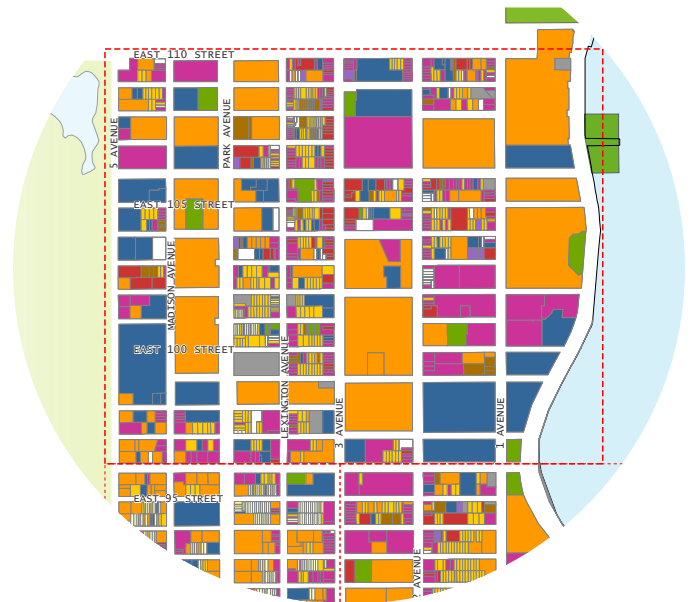
East Harlem is also characterized by important institutional uses including Mount Sinai Hospital, the Museum of the City of New York, and the Islamic Culture Center of New York. The city parks in East Harlem host birthday parties, soccer matches, and basketball tournaments and are an important community asset.

Historic buildings and institutions like Claudio's Barbershop, East Harlem Presbyterian Church, Our Lady of Mount Carmel, and the Manhattan Center for Science and Mathematics are emblematic of the neighborhood. Local businesses also reflect the neighborhood's cultural heritage. Its Italian legacy is well-represented by Patsy's Pizzeria, in operation since 1933, Rao's Italian Restaurant, a local institution, and the Giglio Society of East Harlem, which promotes Italian culture. A large wave of Puerto Rican migration in the 1930s helped foster the vibrant and diverse community. Music playing in the streets, colorful murals, and neighbors playing dominos in community gardens all contribute to the lively energy of "El Barrio."

Overall, the varied historic building typologies, stock of affordable housing, walkable streets, public open space, and diverse retail options make East Harlem a world-class neighborhood.



East Harlem neighborhood in the Upper East Side



East Harlem neighborhood in the Upper East Side: Land Use

EAST HARLEM AT A GLANCE:

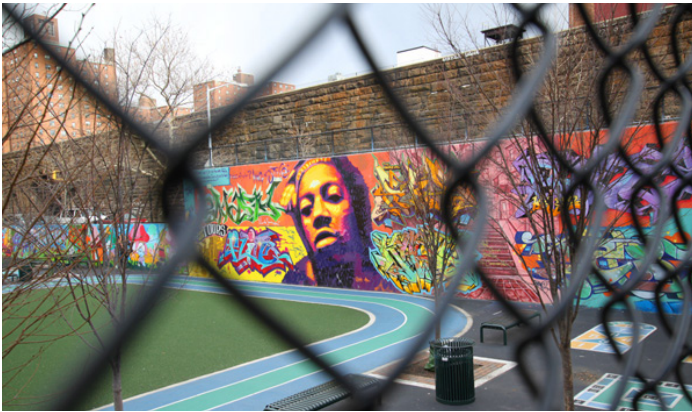
Total Population	56,275
Area:	370 acres
Population Density:	152 residents/acre



Museo del Barrio-1230 Fifth Avenue between 104th and 105th Streets
Source: visitelbarrio.com



White Playground-East 105th Street to East 106th Street on Lexington Avenue
Source:www.nycgovparks.org



Top: Graffiti Hall of Fame-106th Street and Park Avenue
Bottom: Modesto "Tin" Flores Garden-Lexington Avenue between 104th and 105th Streets Source: visitelbarrio.com



Subway Exit on the Corner of Lexington Avenue and East 110th Street
Source: BFJ Planning



Museo del Barrio-1230 Fifth Avenue between 104th and 105th Streets
Source: BFJ Planning

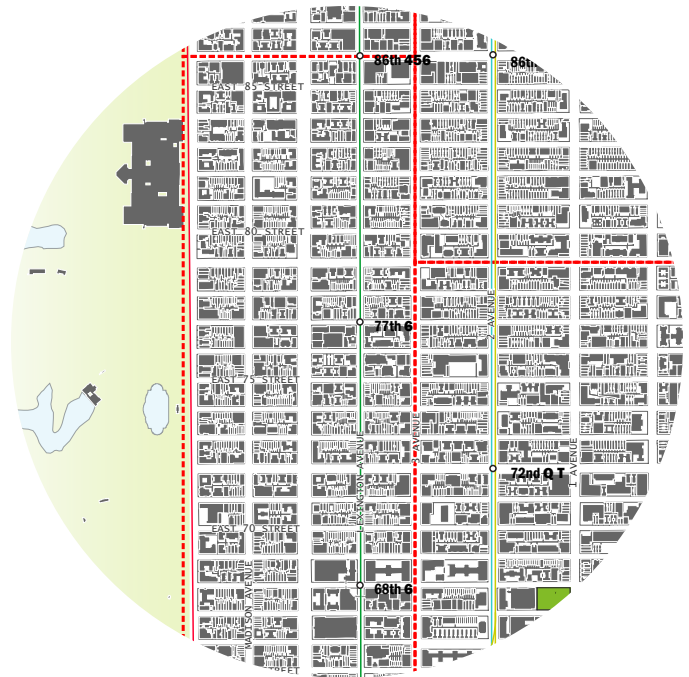


Spirit of East Harlem-104th Street and Lexington Avenue
Source: visitelbarrio.com

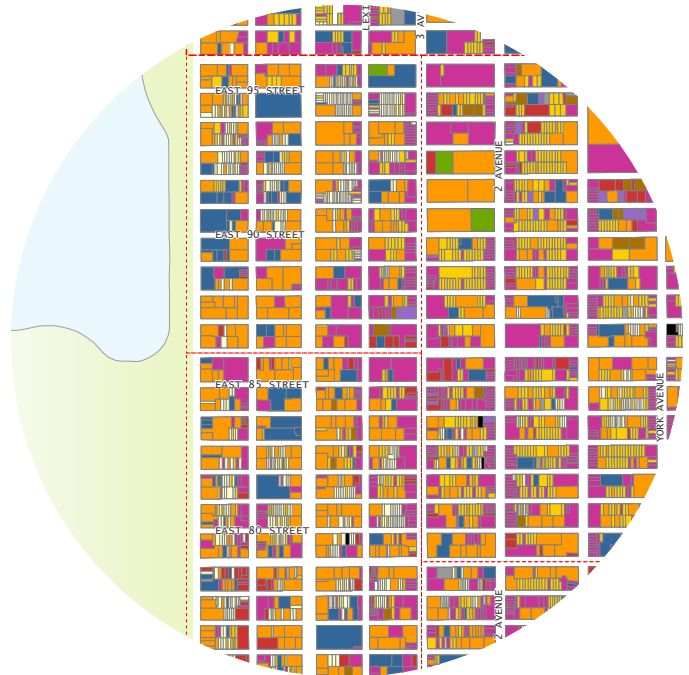
UPPER EAST SIDE

The Upper East Side neighborhood runs south to north from East 59th Street to East 86th Street and west to east from Fifth Avenue to Third Avenue. The Upper East Side serves as the transition between Midtown and residential northern Manhattan. Highly specialized retail on the avenues, close proximity to major citywide and regional transportation, and world-class restaurants are a few of the reasons that this area is home to some of the most affluent residents in New York City.

A diversity of architecture can be found among brownstone row houses, opulent townhouses, mansions, and large luxury apartment buildings. Designated in 1981, the Upper East Side Historic District remains one of the largest in the New York City, stretching from East 59th Street to East 78th Street and from Fifth to Third Avenues. The neighborhood also boasts many individual landmarks, including the Knickerbocker Club, the Seventh Regiment Armory, Percy and Maud H. Pyne House, and the Henry Clay and Adelaide Childs Frick House. Neighborhood institutions like Temple Emanu-El, Park Avenue Christian Church, and Archdiocesan Cathedral of the Holy Trinity are not only important works of architecture, but also serve as bedrocks to the Upper East Side community.



Upper East Side Neighborhood in the Upper East Side



Upper East Side Neighborhood in the Upper East Side: Land Use

UPPER EAST SIDE AT A GLANCE:

Total Population	37,214
Area:	336 acres
Population Density:	111 residents/acre



Figure 2.1-10: Knickerbocker Club
Source: <https://www.flickr.com/photos/edenpictures/7994246420>



Intersection of Fifth Avenue and East 60th Street



Figure 2.1-11: Henry C. Frick House
Source: <http://upload.wikimedia.org/wikipedia/commons/4/41>



East 82nd between Madison and Park
Source: www.nytimes.com/2007



Figure 2.1-12: Temple Emanu-El
Source: <http://upload.wikimedia.org/wikipedia/commons/3/3e/Emanu-elNYeh>



Sidewalk Clock-1501 Third Avenue
Source: www.flickr.com/photos/emilio_guerra



Saint Jean Baptiste Church
Source: www.nyc-architecture.com



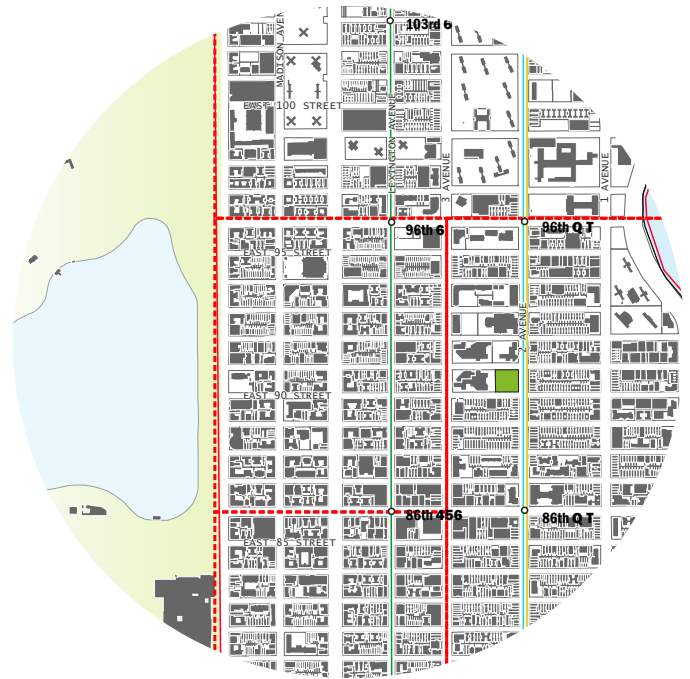
Henry Sloane House on 72nd Street
Source: www.newyorksocialdiary.com

CARNEGIE HILL

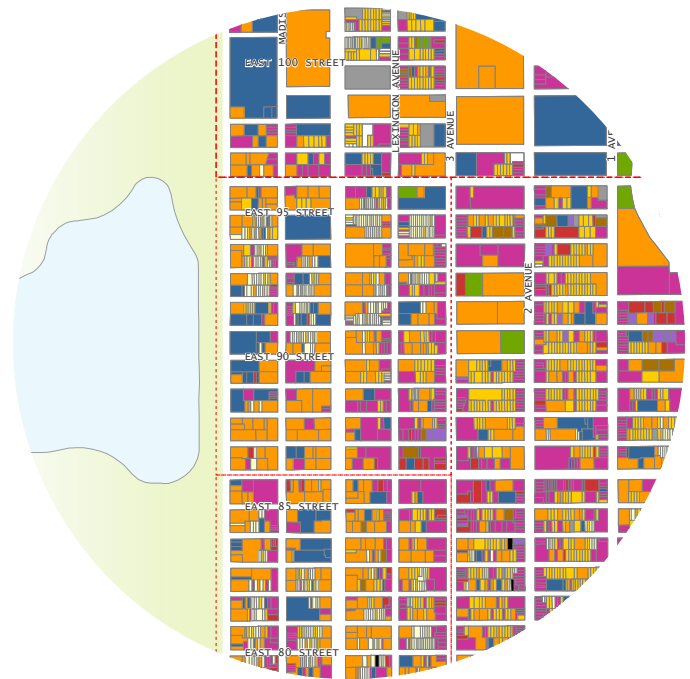
Carnegie Hill runs south to north from East 86th Street to East 96th Street and east to west from Fifth Avenue to Third Avenue. It is a high-quality residential neighborhood and contains the city's highest concentration of major museums, fine schools, and religious institutions. The built fabric is dominated by pre-war buildings and distinguished architecture.

Carnegie Hill is anchored by Museum Mile, with the Solomon R. Guggenheim Museum, Cooper Hewitt Smithsonian Design Museum, and the Jewish Museum. Other cultural landmarks like the St. Thomas More Church and the Dalton School ground the area. Central Park, a National Historic Landmark, lies just next to the neighborhood. Designed by Frederick Law Olmsted, Central Park draws visitors from all over the world, and is one of the most popular tourist destinations in the City. Carnegie Hill is also a residential neighborhood. Local neighborhood associations host block parties and other events for residents.

The row houses of Carnegie Hill represent many of the popular residential architectural styles in New York City during the last decades of the 19th century including the neo-Grec, Queen Anne, Romanesque Revival, and neo-Renaissance styles. Well-known and professionally-trained architects often designed continuous groups of row houses. Andrew Carnegie moved to the area in 1902, and bought neighboring properties to create an elegant and high style neighborhood. Some of the most significant architectural treasures include the Hammond (1903), Burden (1905), and Otto Kahn (1917) mansions at 9, 7, and 1 East 91st Street, respectively. At the turn of the 20th century, new residences were designed in a number of popular revival styles including the neo-Renaissance and neo-Federal styles. After World War I, luxury apartment buildings with one or two apartments per floor became more prevalent for well-to-do residents. Over time these post-War luxury apartments, designed in French and Italian Renaissance styles have become quintessentially Carnegie Hill.



Carnegie Hill neighborhood in the Upper East Side



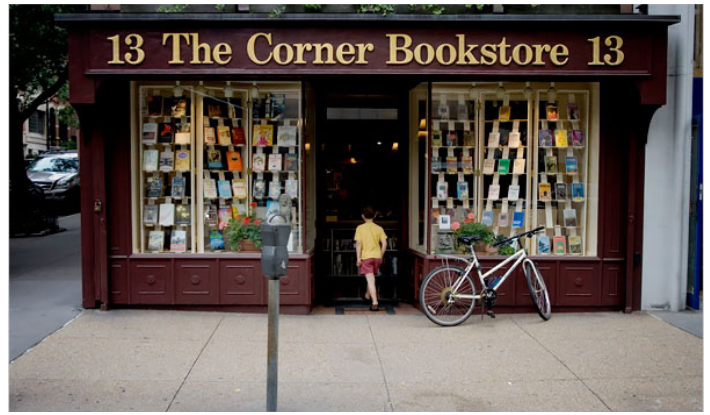
Carnegie Hill neighborhood in the Upper East Side: Land Use

CARNEGIE HILL AT A GLANCE:

Total Population	21,531
Area:	124 acres
Population Density:	250 residents/acre



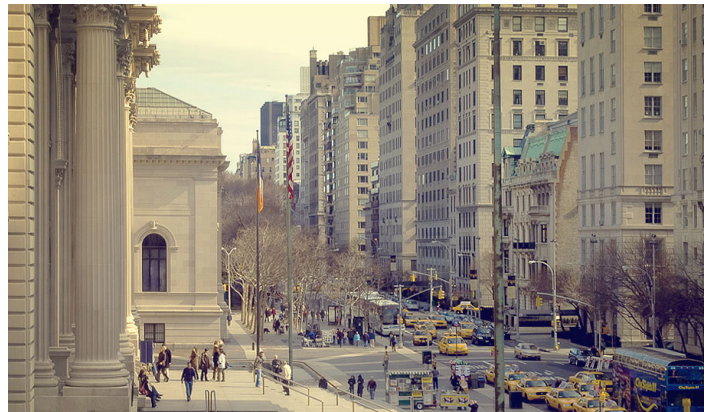
Brick Brownstone in Carnegie Hill
Source: http://commons.wikimedia.org/wiki/File:Cooper-hewitt_90



Corner Bookstore-1313 Madison Avenue
Source: www.newyorktimes.com/slideshow/2009



Shaded benches in Central Park
Source: www.newyorktimes.com/slideshow/2009



Metropolitan Museum and Fifth Avenue



Row Houses in Carnegie Hill
Source: lgfairmont.com



East 91st Street and Park Avenue
Source: lgfairmont.com



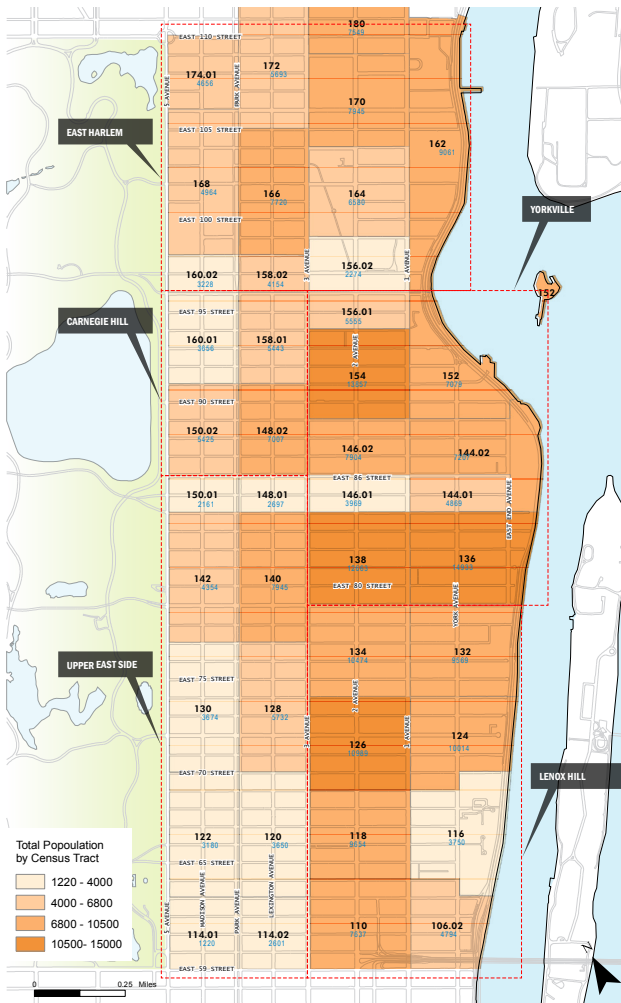
Guggenheim Museum-Fifth Avenue between East 88th and East 89 Streets



Group of residents on East 92nd and Madison Avenue
Source: lgfairmont.com

APPENDIX D

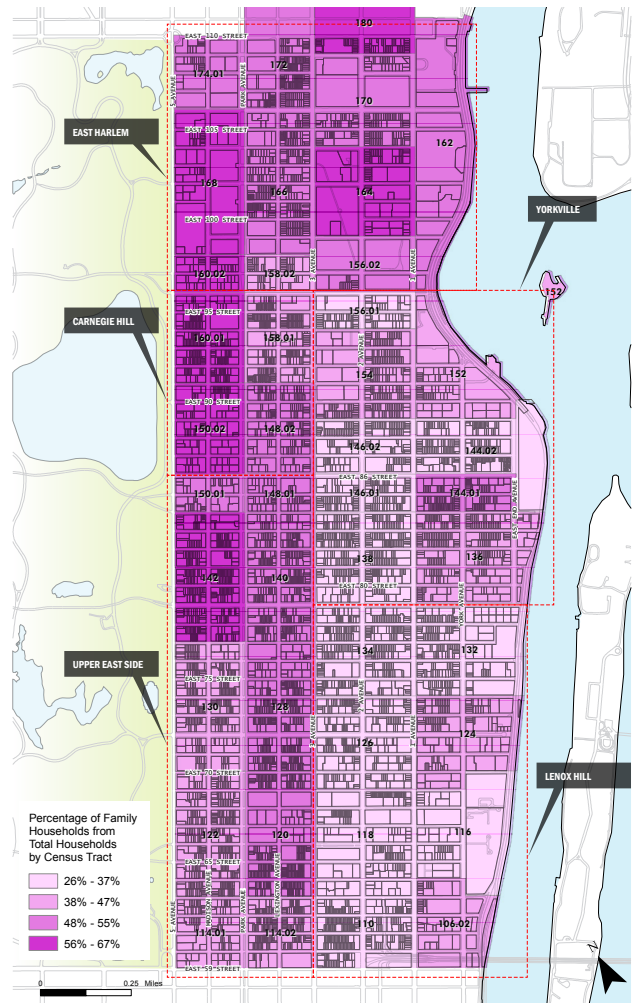
DETAILED HOUSING AND POPULATION CHARACTERISTICS BY NEIGHBORHOOD



Map D-1: Total Population in Study Area

POPULATION				
	TOTAL POPULATION (residents)	PERCENTAGE OF STUDY AREA TOTAL (%)	AREA (acres)	DENSITY (resident/acre)
1 EH	56,275	22%	370	152
2 CH	21,531	8%	124	174
3 YV	78,036	30%	312	250
4 UES	37,214	14%	336	111
5 LH	66,881	26%	349	192
SA Total	259,937 (16% of MN)	100%	1,491 (11% of MN)	174
MN	1,605,272	n/a	13,770	117

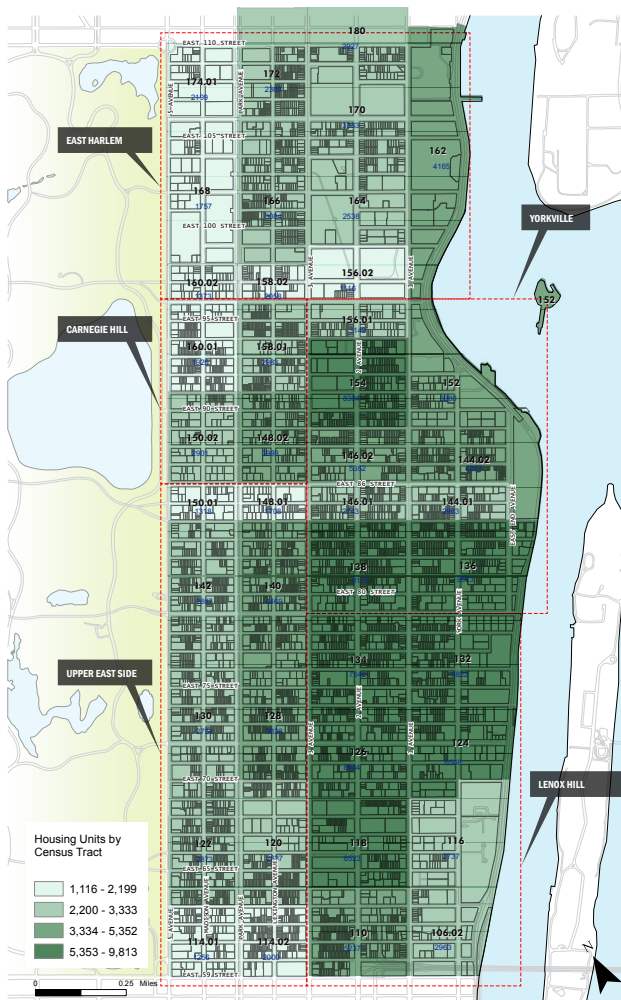
Chart D-1: Total Population in Study Area



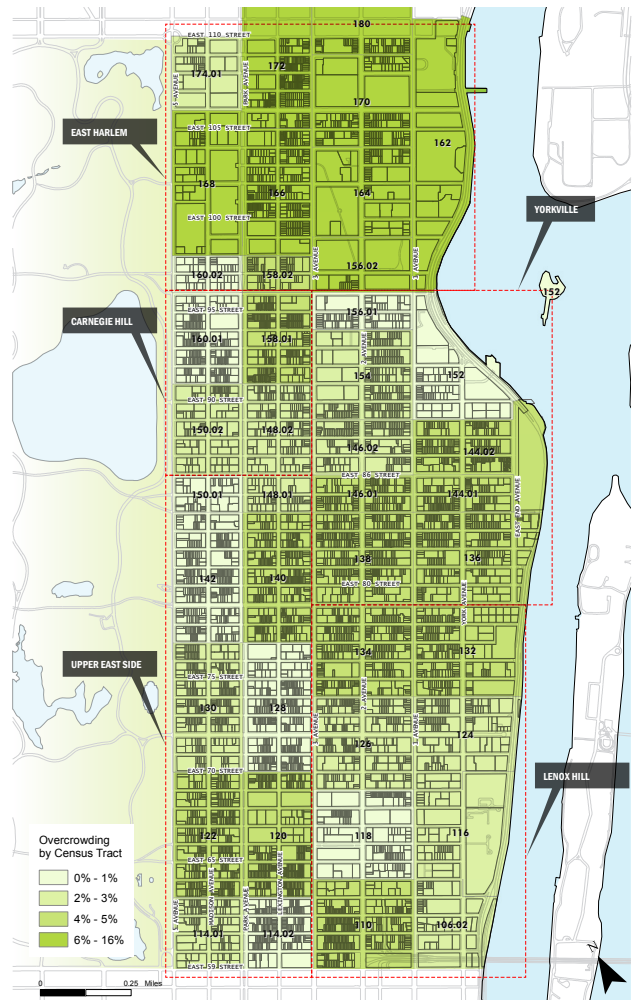
Map D-2: Percentage of Family Households from Total Households in Study Area

HOUSEHOLDS: COMPOSITION				
	TOTAL HOUSEHOLDS (households)	FAMILY HOUSEHOLDS (%)	AVERAGE HOUSEHOLD SIZE (members)	H. UNITS W/MORE THAN 1 OPR (%)
1 EH	21,780	53%	2.43	8%
2 CH	9,845	54%	2.18	2%
3 YV	43,484	37%	1.79	3%
4 UES	18,769	50%	1.96	2%
5 LH	38,640	34%	1.73	3%
SA Total	132,518 Average (18% of MN)	46%	2.0	3.6%
MN	736,192	41%	2.1	5.4%

Chart D-2: Households Composition in Study Area



Map D-3: Housing Units in Study Area



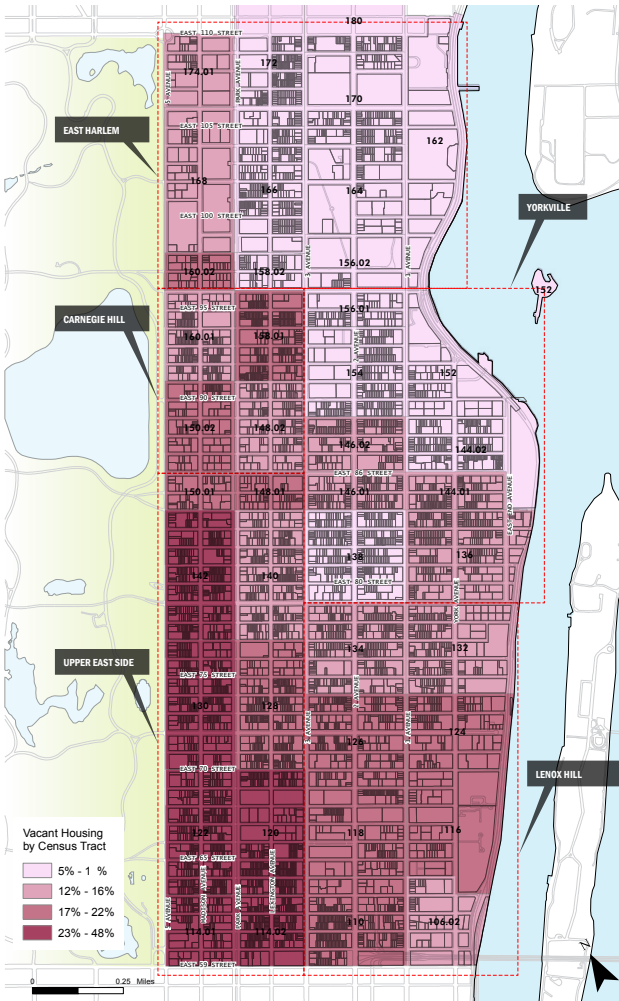
Map D-4: Overcrowded Units in Study Area

HOUSING UNITS				
	TOTAL HOUSING UNITS (residents)	PERCENTAGE OF STUDY AREA TOTAL (%)	AREA (acres)	DENSITY (housing)
1 EH	23,992	15%	370	65
2 CH	11,802	8%	124	95
3 YV	48,737	31%	312	156
4 UES	25,710	16%	336	77
5 LH	47,026	30%	349	135
SA Total	157,267 (19% of MN)	100%	1,491 (11% of MN)	105
MN	849,236	n/a	13,770 *	62

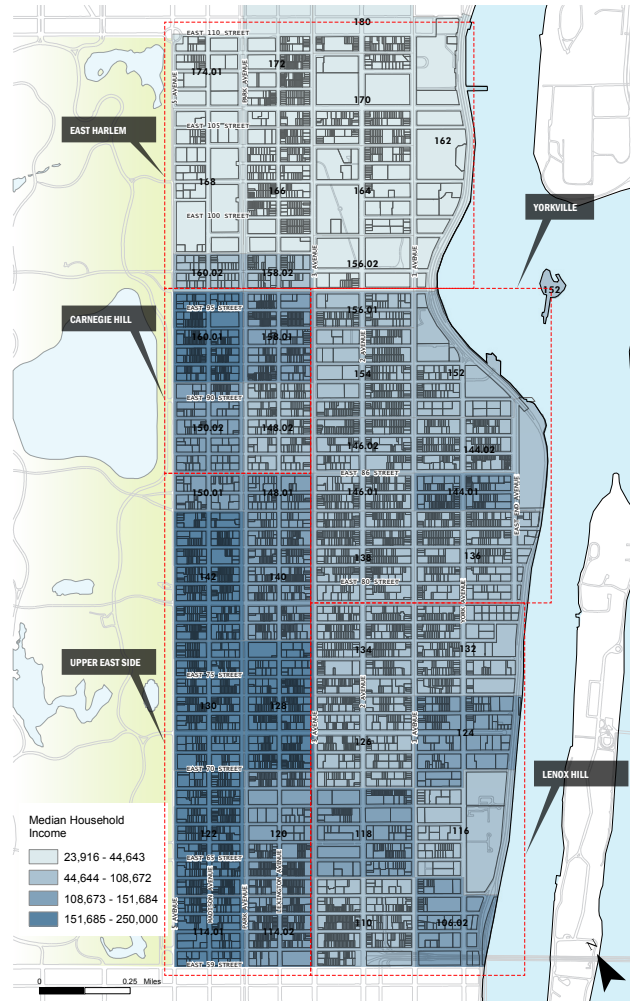
Chart D-3: Housing Units in Study Area

All data from 2009-2013 American Community Survey DP02: Selected Social, DP03: Selected Economic, DP04 Selected Housing and DP05: ACS Demographic and Housing Estimates.

Source: "American FactFinder." American FactFinder. United States Census Bureau, n.d. Web.
<<http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>>.



Map D-5: Vacant Housing Units in Study Area



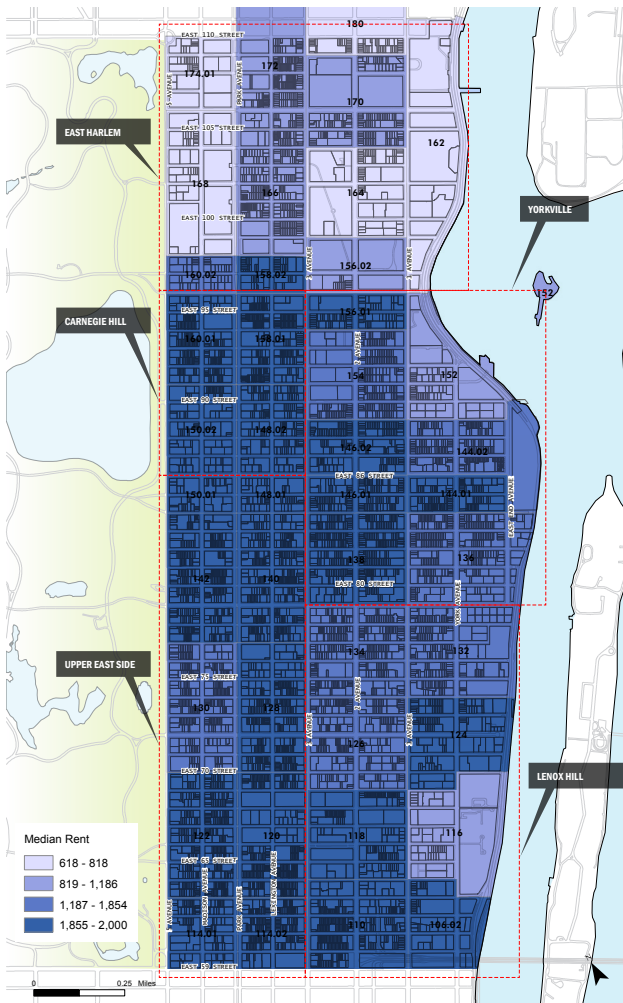
Map D-6: Median Household Income in Study Area

HOUSING UNITS: TENURE				
	TOTAL HOUSING UNITS (housing units)	VACANT HOUSING UNITS (%)	OWNER OCCUPIED UNITS (%)	RENTER OCCUPIED UNITS (%)
1 EH	23,992	10%	9%	91%
2 CH	11,802	17%	57%	44%
3 YV	48,737	11%	25%	75%
4 UES	25,710	29%	59%	41%
5 LH	47,026	18%	25%	75%
SA Total	157,267	17%	35%	65%
Average	(19% of MN)			
MN	849,236	13%	23%	77%

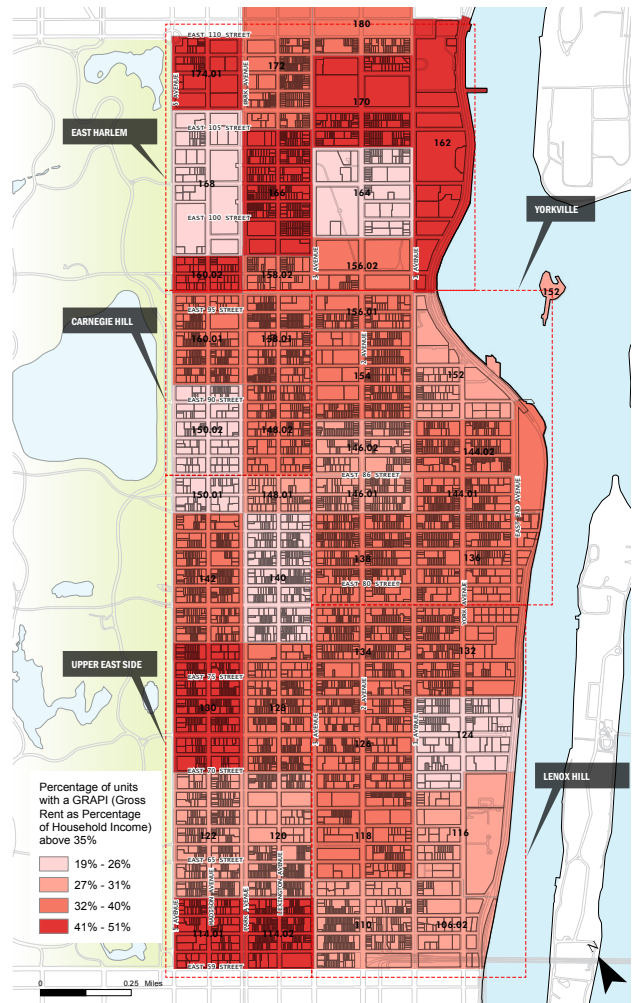
Chart D-4: Housing Units Tenure

HOUSEHOLDS: ECONOMICS				
	MEDIAN HOUSEHOLD INCOME (\$)	MEDIAN GROSS RENT (\$)	GRAPI over 35% (%)	NO VEHICLE (%)
1 EH	44,787	1,043	37%	82%
2 CH	137,154	1,986	35%	66%
3 YV	93,142	1,840	35%	75%
4 UES	165,293	1,937	35%	62%
5 LH	100,053	1,810	32%	76%
SA Total	108,086	1,723	35%	72%
Average				
MN	69,659	1,442	37%	78%

Chart D-5: Households Economics



Map D-7: Median Rent in Study Area



Map D-8: Percentage of Units with a GRPI over 35 percent

HOUSEHOLDS: COMMUTE TO WORK				
	CAR, TRUCK OR VAN	PUBLIC TRANSPORTATION EXCLUDING	WALK	WORK AT HOME
1 EH	8%	67%	16%	4%
2 CH	10%	54%	12%	11%
3 YV	9%	64%	14%	8%
4 UES	13%	40%	25%	11%
5 LH	9%	47%	30%	7%
SA Total	10%	54%	19%	8%
Average				
MN	9%	58%	21%	6%

Chart D-6: Households Commute to Work

All data from 2009-2013 American Community Survey DP02: Selected Social, DP03: Selected Economic, DP04 Selected Housing and DP05: ACS Demographic and Housing Estimates.

Source: "American FactFinder." American FactFinder. United States Census Bureau, n.d. Web.
<<http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>>.

APPENDIX E

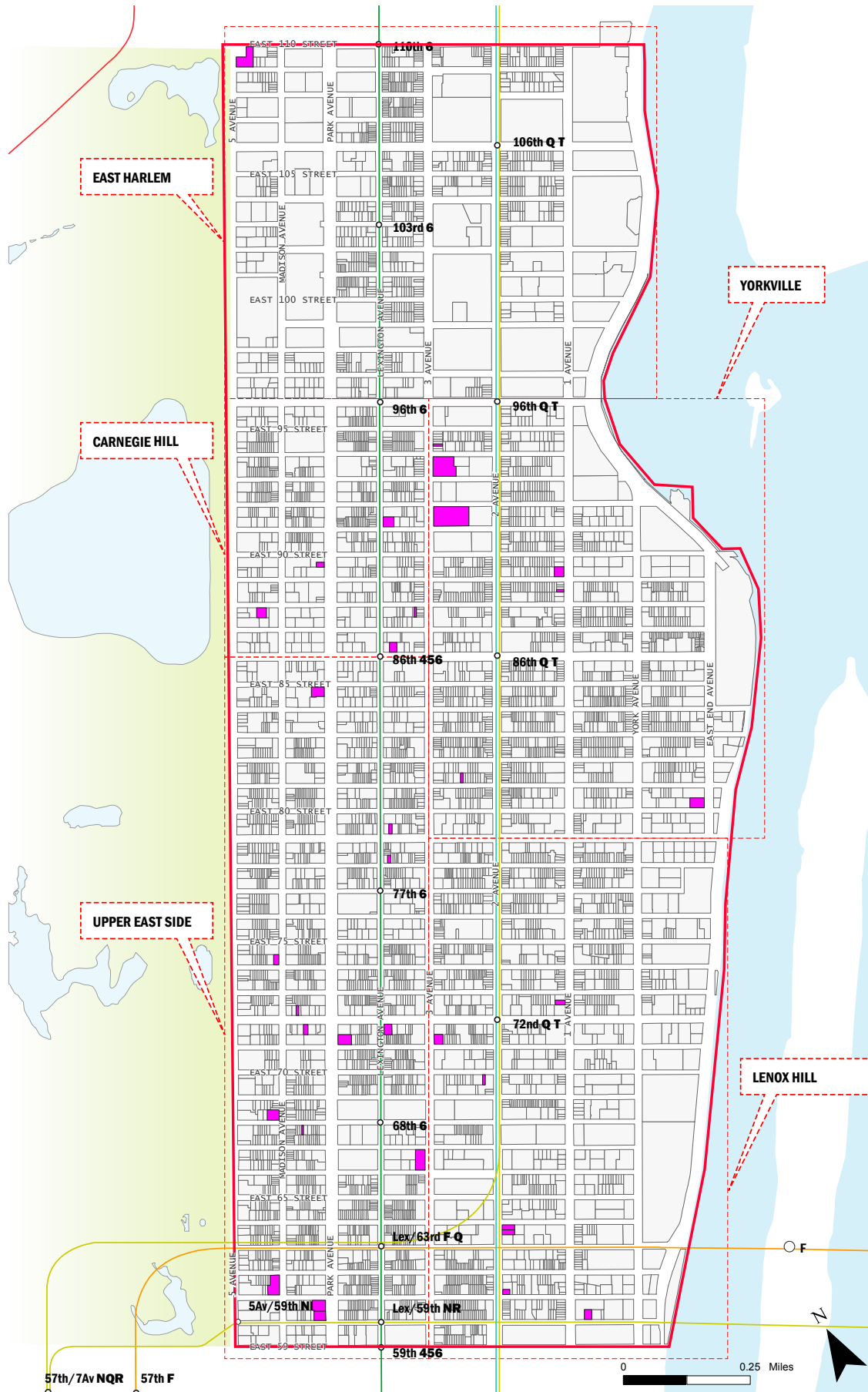
LIST AND LOCATION OF NEW DEVELOPMENT IN STUDY AREA

(June 2015)

FUTURE DEVELOPMENT UPPER EAST SIDE				
#	Address	Cross Streets	Future Use	Height (Number of Stories)
1	940 Madison Avenue	Madison Avenue between East 74th and 75th Streets	Retail/ Residential	7
2	11 East 68th Street	East 68th Street between Madison and Fifth Avenues	Residential	12
3	21 East 61st Street	East 61st Street between Madison and Fifth Avenues	Residential	16
5	60 East 86th Street	East 86th Street between Madison and Park Avenues	Residential	19
6	1280 Fifth Avenue	Fifth Avenue between East 109th and 110th Streets	Residential/ Institutional	19
7	141 East 88th Street	East 88th Street between Lexington and Third Avenues	Retail/Residential	11
8	150 East 72nd Street	East 72nd Street between Lexington and Third Avenues	Residential	12
9	151 East 78th Street	East 78th Street between Lexington and Third Avenues	Residential	16
10	155 East 79th Street	East 79th Street between Lexington and Third Avenues	Residential	15
11	1355 First Avenue	First Avenue between East 72nd and East 73rd Streets	Residential	31
12	737 Park Avenue	Park Avenue Between East 71st and East 72nd Streets	Residential	27
13	234 East 70th Street	Second Avenue between East 69th and East 70th Streets	Residential	9
14	530 Park Avenue	Park Avenue between East 60th Street and East 61st Streets	Residential	19
15	12 East 88th Street	East 88th Street between Fifth and Madison Avenues	Residential	13
16	520 Park Avenue	Park Avenue between East 60th and East 61st Streets	Residential	54
17	39 East 72nd Street	East 72nd Street between Madison and Park Avenues	Residential	7
18	40 East 72nd Street	East 72nd Street between Madison and Park Avenues	Residential	7
19	118 East 59th Street	East 59th Street between Park and Lexington Avenues	Residential	48
20	151 East 86th Street	East 86th Street between Lexington and Third Avenues	Retail/Residential	50
21	165 East 66th Street	East 66th Street between Lexington and Third Avenues	Residential	20
22	180 East 88th Street	East 88th Street between Lexington and Third Avenues	Residential	52
23	200 East 94th Street	East 94th Street between Third and Second Avenues	Residential	31
24	225 East 81st Street	East 81st Street between Third and Second Avenues	Residential	6
25	389 East 89th Street	East 89th Street between Second and First Avenues	Residential	31
26	959 First Avenue	First Avenue between East 52nd and East 53rd Streets	Residential	29
27	301 East 61st Street	East 61st Street between First and Second Avenues	Residential	19
28	403 East 60th Street	East 60th Street between First and York Avenues	TBD	10
29	535 East 80th Street	East 80th Street between York and East End Avenues	Residential	17
30	1010 Park Avenue	Park Avenue Between East 84th and East 85th Streets	Residential/ Religious Institution	16
31	1110 Park Avenue	Park Avenue Between East 89th and East 90th Streets	Residential	16
32	1231 Third Avenue	Third Avenue between East 71st and East 72nd Streets	Retail/Residential	4
33	1444 Third Avenue	Third Avenue between East 81st and East 82nd Streets	Retail/Residential	10
34	1562 Second Avenue	Second Avenue between East 81st and East 82nd Streets	Retail/Residential	14
35	1683 Third Avenue	Third Avenue between East 94th and East 95th Streets	Retail/Residential	TBD
36	1711 First Avenue	First Avenue between East 88th and East 89th Streets	Retail/Residential	34
37	203 East 92nd Street	East 92nd Street between Second and Third Avenues	Institutional/Residential	36
38	300 East 64th St	East 64th St and 2nd Ave	Residential	27
39	20 East End Avenue	East End Avenue between East 80th and East 81st Streets	Residential	17
40	1558 Third Avenue	Third Avenue between East 87th and East 88th	Residential	31
41	1717 First Avenue	First Avenue at East 89th Street	Residential	34
42	152 East 87th Street	East 87th Street between Lexington and Third Avenues	Residential	19
43	501 East 74th Street	East 74th Street between York Avenue and FDR Drive	Residential	20
44	1918 First Avenue	First Avenue between East 99th and East 97th Streets	Residential (Affordable senior housing)	14
45	1766 Second Avenue	Second Avenue between East 92nd and East 93rd Streets	Residential (Affordable housing)	11
46	237 East 77th Street	East 77th Street between Second and Third Avenues	Residential	6
47	40 East End Avenue	East End Avenue between East 80th and East 81st Streets	Residential	18
48	162 East 64th Street	East 64th Street between Lexington and Third Avenues	Residential	5

Source: streeteasy.com and <https://a.tiles.mapbox.com/v4/egfagan16.kd0l1m2c/>

FUTURE DEVELOPMENT UPPER EAST SIDE



FUTURE DEVELOPMENT UPPER EAST SIDE



19: 118 East 59th Street



37: 203 East 92nd Street



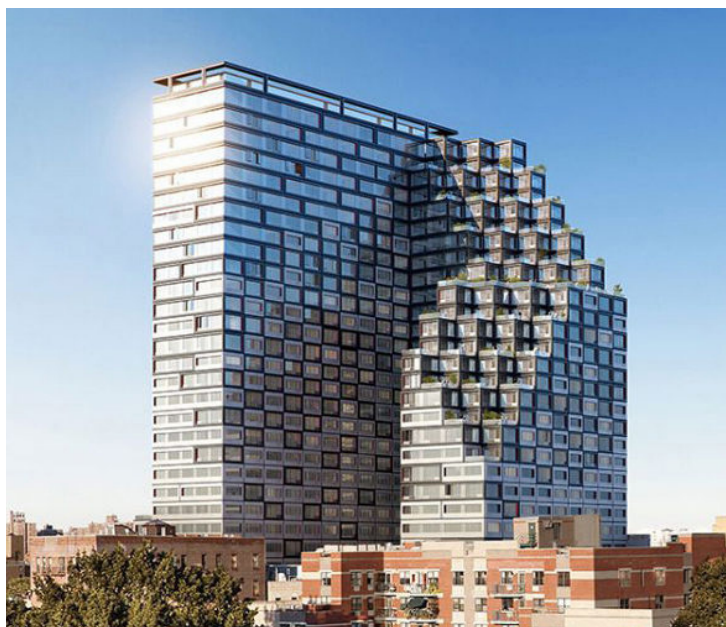
26: 959 First Avenue



43: 300 East 64th Street



14: 520 Park Avenue



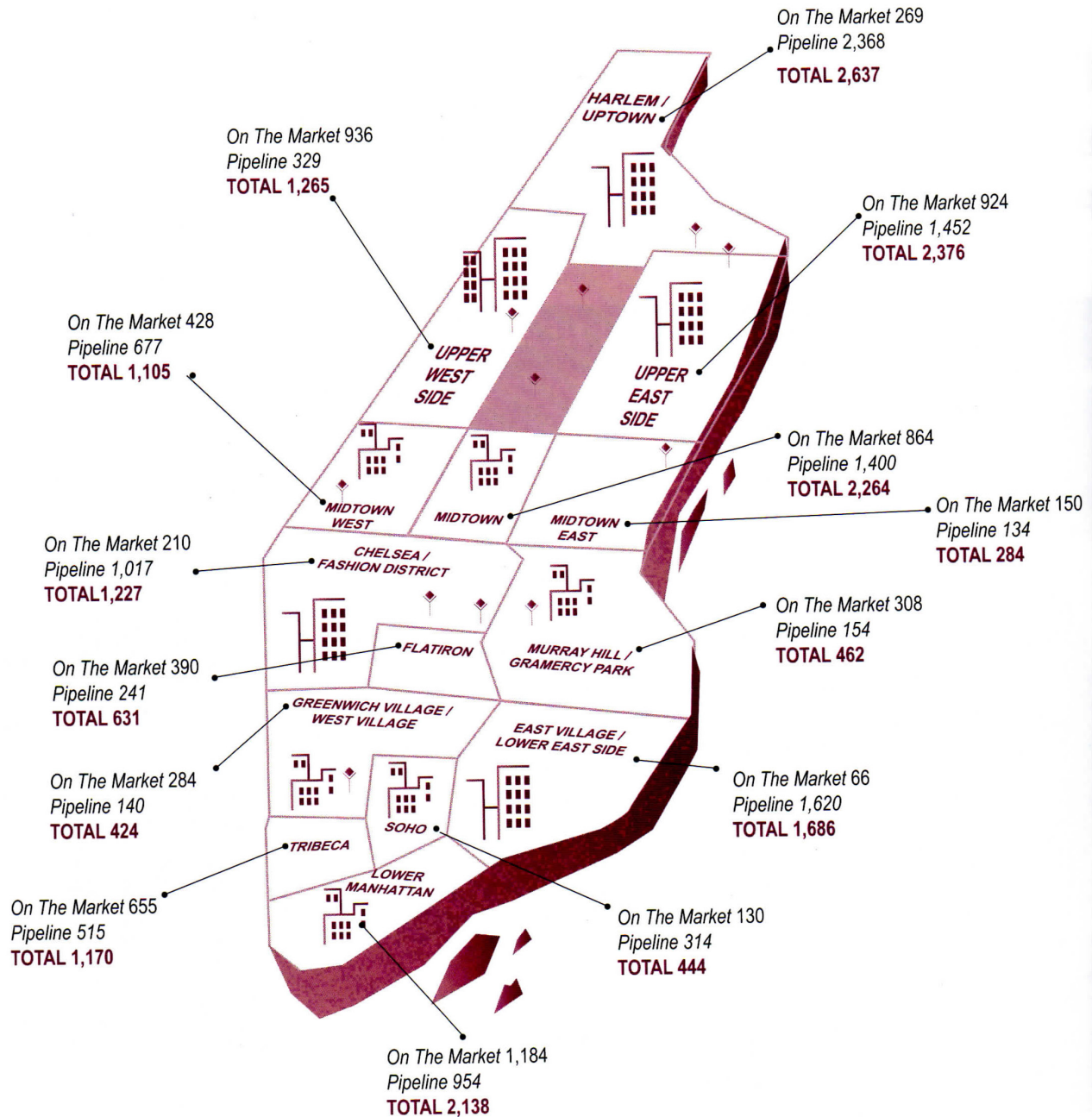
39: 1800 Park Avenue



11: 1355 First Avenue (The Charles)

CONDO DEVELOPMENT: UNIT TOTALS BY NEIGHBORHOOD

MANHATTAN



Total condo units = on the market + in the pipeline

Source: StreetEasy, Buzzbuzzhome, The Real Deal research and news reports. Data is as of January 2015. "On the market" includes units at new condo projects that have started sales since Jan. 1, 2010. "Pipeline" includes projects in Manhattan where sales have not yet started.



DATA BOOK 2015

APPENDIX E

IMPORTANT ZONING TERMINOLOGY

ZONING DISTRICTS IN THE UPPER EAST SIDE**R ZONING:**

Residential, but also permits community facilities (schools, hospitals, museums...) If there is commercial activity on a residential district it can be for two reasons:

- a. *Non-conforming Use: store or business that existed before its location was zoned residential may remain.*
- b. *Commercial Overlay: Bulk and density follow residential zone regulations but stores are permitted on lower floors.*

C ZONING:

Commercial that can fall under a particular use group. For example:

- C1: *Local shopping and services*
- C2: *Business that serve a larger neighborhood*
- C5: *High quality retail*
- C6: *Central Business District (CBD)*

M ZONING:

Manufacturing. There is little manufacturing zoning on the Upper East Side

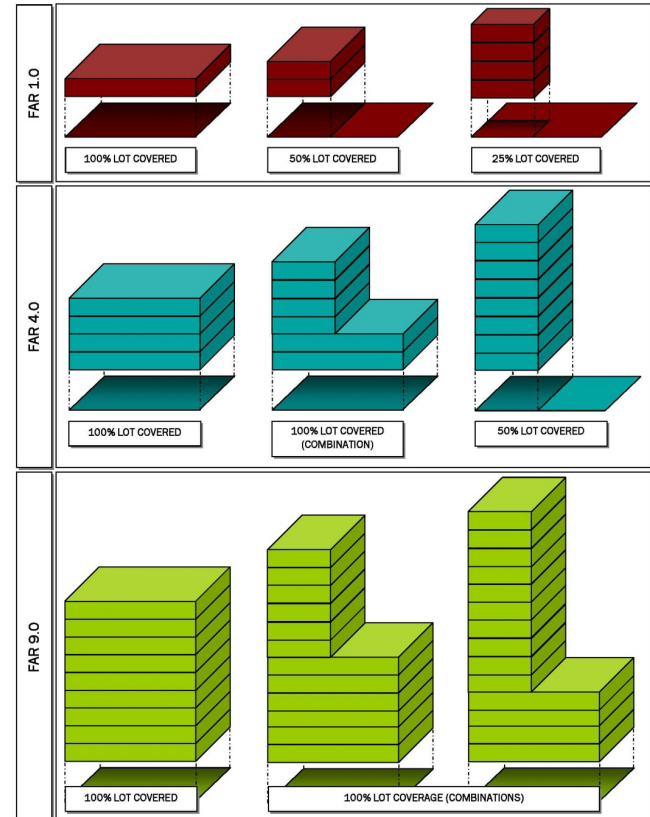


Figure A8: Floor Area Ratio
Source: dcoz.gov

SLIVER BUILDING

Popularly used to refer to any tall building, typically wedged between smaller ones. Special requirements enacted in 1983 limit the height of buildings 45 feet wide or less, in zones R7-2, R8, R9, R10, C1 and C2, to the width of the street, or to the height of an adjacent building, whichever is greater.

PLAZA BONUS

Produces open space with minimal landscaping specifications that is accessible to the public. For each square foot of plaza, builders of residential and/or community facility buildings in R10 are permitted six additional feet of building area.

Even with bonuses the limit of residential FAR is 12.

FAR (Floor Area Ratio)

The ratio of total floor area that may be built on a zoning lot, to the lot area.

If FAR is 10, and lot area is 5,000 square feet, the maximum floor area is 50,000 square feet, not including below-ground space, mechanical spaces and balconies.

ACKNOWLEDGEMENTS

THE UPPER EAST SIDE—A FRAMEWORK
FOR THE FUTURE OF FIVE
NEIGHBORHOODS

A PLANNING AND ZONING STUDY

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