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THE REGULATIONS FOR REPAIR WORK ON LANDMARKED BUILDINGS
- IN THE CASES OF 1930S' HIGH-RISE HOUSING IN NEW YORK CITY

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ABSTRACT

New York City Landmarks Preservation Commission was established in 1965, and the Landmarks Law was enacted at the same time. Many guidelines and regulations were established for both the staff of Landmarks Preservation Commission and a person in charge of the repair works. Public and private organizations should comply with these regulations when conducting their work. According to Landmarks Law, people who take responsibility for landmark building' s repair works related to the façade have to notify Landmarks Preservation Commission.

High-rise housing was legal to build in New York City since the legislation of Multiple Dwellings Law of 1929. In 1930s, high-rise housing built in Manhattan in a dual-tower mass to fit the law. The objects of this study are those landmark housing building built in 1930s and be used at present in New York City. In this study, I contrast the rules with the repair application form and permit data which were recorded in New York City Landmarks Preservation Commission. The purpose of this paper is to identify the main content of the repair works related to Landmarks Law, as well as examine and generalize the practice effect of regulations for Landmark buildings' repair work. I hope to give policy suggestions to cities without landmark preservation organizations.

Keywords: repair work, landmark building, high-rise housing, New York City, 1930

1. INTRODUCTION

The Landmarks Preservation Commission (LPC) is the New York City agency that is responsible for identifying and designating the City's landmarks and the buildings in the City's historic districts. The Commission also regulates changes to designated buildings. LPC is composed of 11 Commissioners, and by law must include a minimum of three architects, a historian, a city planner or landscape architect, a realtor and at least one resident of each of the five boroughs. The LPC was established by the Landmarks Law in 1965 in order to [1]

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- Safeguard the city's historic, aesthetic, and cultural heritage.
- Help stabilize and improve property values in historic districts.
- Encourage civic pride in the beauty and accomplishments of the past.
- Protect and enhance the city's attractions for tourists.
- Strengthen the city's economy.
- Promote the use of landmarks for the education, pleasure, and welfare of the people of New York City.

For these reasons, when an old designed building in need of repair, especially for the works related to facade, people who take responsibility for landmark buildings' management have not only to submit the application to the Department of Building but LPC in New York City.

In this study, I present the practical dual-tower cases – "San Remo", "Eldorado" and "Ritz Tower", which were designated as a New York City Landmark in 1987, 1985 and 2002. Dual-tower was a popular building style in Manhattan in the beginning of 1930s. I collected the designation reports, applications and permits related to repair work from New York City Landmarks Preservation Commission in 2008 and 2009. Seeing and generalizing the regulations of LPC by the practical cases. The purpose of this paper is to identify the main heads and their contents of the repair works related to Landmarks Law, as well as examine and generalize the administration of LPC for landmark buildings' repair work.

2. CONVENTIONAL RESEARCH AND LITERATURE

Recent repair work studies have analyzed the investment costs of the life of the modern buildings, looking at the average annual repair work cost [2]. Another study discussed the maintenance plan and design for high-rise housing from the viewpoint of management companies [3]. A number of papers have discussed the green renovation schemes in existing housings.

However, there is little information available on the regulations and management measure of LPC for modern architecture repair projects. In this study, I show the contents of 1930s' repair projects allowed from LPC, and discuss the details of the repair heads. I hope to know more about the administration of the New York City government from these projects, and then provide useful suggestions on repair work to those cities without department on building preservation at city government.

3. RESEARCH METHOD

3.1. On-the-spot investigation

I visited New York City Department of Building, Municipal Archives & City Hall Library and Columbia University Library to search and collect specific architecture history, repair records and

designed reports of high-rise (over 20 stories) housing in March, 2008. At the same time, I visited the high-rise housing buildings built in 1930s in Manhattan, checked if the buildings be used at present or not. Then, to get further information of repair records, I visited LPC in August, 2009.

"A history of housing in New York City" [4] is a credible publication written by Professor Richard Plunz (Columbia University) . According to Richard Plunz's research, I listed the typification of 1930s' high-rise housing buildings at table 1. The buildings in the list are still be used at present. No 2, 3, 4, 6 designed as a landmark building by Commission. San Remo (No2) and Eldorado's (No3) repair records are still kept at New York City LPC, San Remo and Eldorado became the major object of this study. Ritz Tower (No1) became the object of this study because of its repair records also kept at Commission and its architect was the same person with San Remo and Eldorado. Architect Emery Roth is a soul character for the high-rise housing development in 1930s [5].

Table 1: Typification of high-rise housing buildings in 1930s

No	Building Name	Year Built	Architect	Story	Landmark building	Repair records
1	Ritz Tower	1927	Emery Roth	41	YES	○
2	San Remo	1930	Emery Roth	27	YES	○
3	Eldorado	1930	Margon and Holder Emery Roth	33	YES	○
4	Ardsley apartment	1931	Emery Roth	19	YES	
5	River House	1931	Bottomley, Wagner & White	26	NO	
6	The Century	1932	Jacques Delamarre Irwin S. and Sloan & Robertson Chanin	32	YES	
7	London Terrace Apartment	1934	Farrar & Watmaugh	17	NO	
8	Hampshire House	1937	Caughey & Evans	36	NO	

3.2. Repair work needed permits

In order to protect the character of the city's landmarks and historic districts, the Landmarks Law requires that owners of landmark buildings apply to the LPC to obtain permits for certain types of work. The Commission reviews proposed changes to ensure that they are architecturally and historically appropriate to the building and the surrounding streetscape within the historic district. "Guidelines and Material Checklists for perform work on landmarked buildings" [6] is intended to serve as a practical guide for owners of landmark buildings contemplating changes to their buildings. The owners or managers of the landmarked buildings have to apply for a permit if they were planned to alter their air conditioners, doors, roof, windows, yards, etc. related to the façade.

In the table 2, I listed the repair works which need permit from the guidelines of LPC. While the works related to install, repair, replace, restore, remove, alternation, a permit will be required from the Commission. The work details could be seen at table 2. I classified repair works into nine (A-I) heads : (A)Air conditioners (B)Awnings (C)Cornices (D) Doors (E)Masonry and Wall Surfaces (F)Roof repair and rooftop additions (G)Stoops, Fences & Handrails (H)Windows I. Yards & Areaways.

Table 2: Repair heads needed permit

Repair heads	Approval required for work The types of work that require a permit from the Commission
A.Air conditoners	(1) Installing window air-conditioning units in window openings which require the use of brackets affixed to the building or the alteration of window sash or frames; (2) installing central air-conditioning systems which require exterior condenser units, chillers or fresh air intakes; (3) Installing through-the-wall air-conditioning units on primary, rear or secondary facades.
B. Awnings	(1) Recladding of existing awnings; (2) Installation of new awnings on residential windows, doors and porches; (3) Installation of new awnings on storefronts.
C. Cornices	(1) Painting wood or metal cornices a different color; (2) Replacing surfaces or decorative components of cornices; (3) Repairing, repainting, or otherwise treating masonry cornices.
D. Doors	(1) Painting doors or door frames a different color; (2) Installing intercom boxes on exterior of building; (3) Installing light fixtures on exterior of building; (4) Installing door awnings; (5) Installing protective grilles or bars on exterior of building; (6) Replacing solid panels with transparent materials; (7) Replacing transparent materials with solid panels; (8) Repairing or altering door entry enframement; (9) Changing door configuration- material, shape, size, number of doors, transoms, or glazing within existing opening.
E. Masonry and Wall Surfaces	(1) Repairing, repointing, or resurfacing masonry; (2) Replacing brick; (3) Cleaning exterior wall surfaces; (4) Stripping paint from the facade; (5) Painting facade surfaces that were previously painted in a different color; (6) Painting previously unpainted masonry;
F. Roof repair and rooftop additions	(1) Replacing flashing at roof edges and around dormers and other roof elements with a different kind of flashing material; (2) Replacing and repointing chimneys, parapet walls, or other masonry parts of the roof; (3) Replacing roofing material on all roofs other than flat roofs; (4) Installing roof hatches or skylights; (5) Altering or removing dormers, dormer windows, chimneys, or other roof elements.
G. Stoops, Fences & Handrails	(1) Painting wood, masonry, or iron fences, handrails, balusters, or stoops a different color; (2) Painting previously unpainted masonry surfaces; (3) Repairing or resurfacing masonry stoops, handrails, or walls; (4) Cleaning masonry surfaces; (5) Repointing masonry stoops, wall areas, or handrails; (6) Removing paint or rust with chemicals or blasting; (7) Replacing parts of a fence or railing with new parts; (8) Installing or constructing a fence, railing, or wall where none exists; (9) Removing a fence, handrail, wall, stoop, or similar building component; (10) Replacing, recreating or removing any stoop, fence, or handrail.
H. Windows	(1) Painting window sash or frames a different color; (2) Installing new window sash or frames; (3) Installing exterior storm windows and exterior storm window frames; (4) Installing or removing exterior shutters; (5) Installing window awnings; (6) Repairing or altering window enframements; (7) Installing or removing exterior security window grilles or bars; (8) Changing the shape or design of window openings; (9) Blocking in existing windows or creating new ones; (10) Restoring original or architecturally appropriate window openings; (11) Replacing extensive amounts of original window materials or consolidating windows with epoxies or other plastics.
I. Yards & Areaways	(1) Replacing pavement in yards, areaways, or sidewalks; (2) Repairing or patching pavement in a yard, areaway, or sidewalk with a different material; (3) Installing pavement in yard areas previously unpaved; (4) Removing paving material; (5) Altering areaway steps; (6) Installing or removing permanently installed planters; (7) Painting yard, areaway, or sidewalk pavement; (8) Constructing garbage-can enclosures or any other structures in yards or areaways; (9) Installing new sidewalk tree pits; (10) Installing yard or areaway lighting; (11) Changing the level of yards or areaways; and (12) Creating a curb cut or parking lot in the yard or areaway.

Following are the three permit types used at present at Commission.

A CERTIFICATE OF NO EFFECT ON PROTECTED ARCHITECTURAL FEATURES (a "CNE") CNE is issued when the proposed work requires a Buildings Department permit but does not affect the significant, protected architectural features of a designated building.

A PERMIT FOR MINOR WORK (a "PMW") PMW is issued for work on protected

architectural features of a designated property when a Buildings Department permit is not required. LPC staff may issue a PMW for projects such as exterior painting, replacing doors or window sashes, installing storm windows, or masonry restoration.

A CERTIFICATE OF APPROPRIATENESS (a "COFA")COFA is issued for work that requires a Buildings Department permit and affects the significant, protected features of a building, or when any proposed changes cannot be found to be appropriate by the LPC staff. A COFA may be issued only after the proposal has been brought to a public hearing before, the LPC has been formally approved and, where applicable, any conditions of the approval have been satisfied.

4. 1930S' HIGH-RISE HOUSING IN NEW YORK CITY

High-rise housing in New York City was first built in the early twentieth century. These earlier high-rise projects were frequently classified as "apartment-hotels", partly to avoid the restrictions of the Tenement House Law. Since the legislation of Multiple Dwellings Law of 1929, high-rise housing was legal to build eventually. A second generation of high-rise housing construction had developed by 1929. Many high-rise housing built in 1930s in Manhattan in a dual-tower shape to fit to the law. The objects of this study are the high-rise housing landmark building built in 1930s and be used at present in New York City.

The Multiple Dwellings Law, the first legislation to deal comprehensively with high-rise form as luxury housing. For the largest new apartment buildings, on building lots of 30,000 square feet or more, housing "towers" were allowed to rise three times the street width, providing they did not exceed one-fifth of the area of the lot. The lower bulk of such buildings was limited by the same regulations as buildings on smaller lots – approximately one- and three- quarter times the street width. For very large lots, two towers were permitted. The new law led to a brief proliferation of luxury dual-tower high-rise buildings along Central Park West, consisting of towers and a base. First was the San Remo at West 74th Street, designed by Emery Roth, followed by the Eldorado at West 90th Street, designed by Margon and Holder with Emery Roth. Therefore, this study is focus on the repair work at San Remo and Eldorado, Ritz Tower is illustrated as a contrast example here.

5. REPAIR WORK OF THE 1930S' HIGH RISE HOUSING BUILDINGS

Table 3 showed the permit records of San Remo (1987 - 2009), Eldorado (1985 - 2009) and Ritz Tower (2002 - 2009) from Landmarks Preservation Commission. A great deal of repair contents is (A)Air Conditioners, (E)Masonry & Wall Surfaces and (H)Windows. For example, in the case of San Remo, architect Dan Allen checked "Guidelines and Material Checklists for Performing work on landmarked buildings" of the Air Conditioners, Wall Surfaces and Windows to fill in the CNE apply form 19 Jan, 2005. Then commissioners checked the photos, drawings, color sample, conditions statement, document of the original design details for repair work according to the upper law "administrative Code of the City of New York" and "Title 63 of the Rules of the City of New York"[7] , approved the job from 2005 to 2009. Figure 1 shows wall cap (Cloud marking) installed

in an existing window opening at the cellar. The work was approved by Section2-11, "Title 63 of the Rules of the City of New York".

Table 3: Permit records of San Remo, Eldorado and Ritz Tower

(A-Code) Administrative Code of the City of New York (T-63) Title 63 of the Rules of the City of New York

Building name	Issue date	Permit type	Depend on what Rules	Repair work content
San Remo	2005. 01.19	CNE	(A-Code) 25-306	Location : At the cellar Exterior alteration: (A-1) Installing through-the-window air conditioner (H-2&7) Installing a new one-over-one double-hung aluminum window and new metal security bars (E-2) Installing new brick infill to existing.
			(T-63) Section2-11	Location : At the cellar (H-10) Wall cap is installed in an existing window opening. (Figure 1)
			(T-63) Section3-04	Location : At the cellar (H-2) replacement window is installed in an existing window opening.
	2008. 07.18	CNE	(A-Code) 25-306	Location : At the rear courtyard at the ground (H-6) repair four fixed windows
			(T-63) Section3-04	Location : At the courtyard elevation (H-10) new windows are installed in existing window openings
Eldorado	2000. 03.07	PMW	(A-Code) 25-310	Location : At the Central Park West elevation (A-3) Installation of three through-the-wall air conditioner units Location : At the 91st street elevation (A-3) Installation of two through-the-wall air conditioner units. (E-1) The masonry rebuilt to match the surrounding masonry exactly in all its details. (H-7) The grilles will be centered below the windows and the grilles will be mounted flush with the masonry and painted to match. (H-7) The windows will maintain the bay rhythm of the façade which is established by the fenestration pattern.
Ritz Tower	2004. 12.06	CNE	NYC DOB Local Law	Location : At the 37th floor and up (E-1) Repointing terra cotta joints (E-2) Remove previous patches at brick walls and install new brick masonry to match. Location : in front of 39th floor louver (E-3) Clean vegetation from terra cotta Location :Roof (F-1) Coat existing copper standing seam roofs with high- performing coating with fabric reinforcement at gutters. Location : at the 42nd floor (E-1)Repair/replace cracked and deteriorated bricks and terra cotta at the pinnacle of the tower.

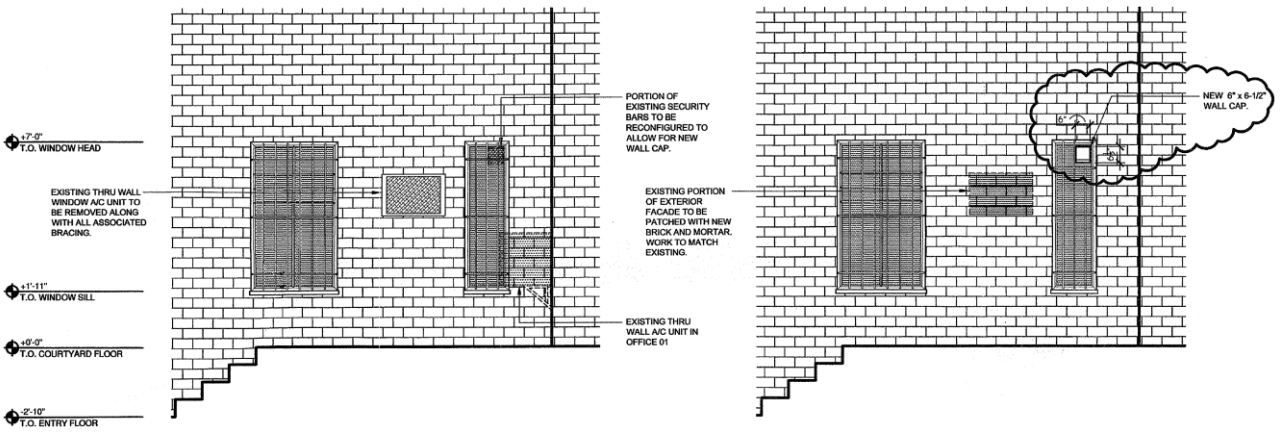


Figure 1: San Remo's wall cap installed in an existing window opening [8]
Left : Existing east façade elevation. Right : Proposed east façade elevation.

6. CONCLUSIONS

Repair works issued from Landmarks Preservation Commission

New York City Landmarks Preservation Commission (LPC) inspects repair work projects rationally under the landmark Law. Depending on the different situation, Commission divide permits into three types – CNE, PMW and COFA. In the case of CNE, a person in charge of the repair work which was related to façade, not only have to apply a permit issued to department of building but for the LPC. Even if a Buildings Department permit is not required, a LPC permit is issued for work on protected architectural features of a designated property, this permit called PMW. In this study, there are two CNE, one PMW and one CNE permit records be seen at San Remo, Eldorado and Ritz Tower files at Commission. Repair work comparatively occurred in a smaller scale and not to affect the characteristic of the landmark building.

Many regulations were established for the both the staff of LPC and a person in charge of the repair work. Public and private organizations should comply with these regulations when conducting their work. Commissioners will be checking the repair work depend both the upper law- "administrative Code of the City of New York" and the Commission law – "Title 63 of the Rules of the City of New York". A person in charge of the repair work could check the work which is necessary to apply for a permit or not, and what kinds of the materials should be prepare by checking 'Guidelines and Material Checklists for Performing work on landmarked buildings'. The advantage is the work will be done in good order and with good reasoning.

Regulations for other cities to care about the modern architecture preservation

Not all of the cities government in the world established public department to manage their city property and landmarks. I hope to give suggestions to those cities about the regulation of the repair work from the policy side by this study. San Remo, Eldorado and Ritz Tower were designed as a landmark in 1987, 1985 and 2002 which the buildings were completed over 80 years. By the case of

the 1930s' buildings, it's a good chance for the modern buildings to consider about sustainable issue, because the buildings may be designed as a landmark building several years ago. I think the experience of New York City's regulations and management and the conclusion of this study will give this kind of buildings proper and meaningful information.

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