



NYC / EDC

DUMBO & Vinegar Hill Mobility Report

July 2025

DRAFT

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Project Team

This study was led by the New York City Department of Transportation (NYC DOT) with support from the New York City Economic Development Corporation (NYC EDC) and a consultant team led by TYLin with support from Starr Whitehouse and Arcadis.

The process incorporated community input throughout the project by gathering feedback from mobile events, surveys, public workshops, and individual meetings. The study team coordinated closely with City agencies and local elected officials to address key concerns while aligning recommendations with city-wide efforts.

City Team

- New York City Department of Transportation
- New York City Economic Development Corporation

Consultant Team

- TYLin
- Starr Whitehouse
- Arcadis



Abbreviations

ACS	American Community Survey (part of U.S. Census)
ADA	Americans with Disabilities Act
BBP	Brooklyn Bridge Park
BID	Business Improvement District
BQE	Brooklyn Queens Expressway
DSNY	New York City Department of Sanitation
FDNY	New York City Fire Department
FHV	For-Hire Vehicle (e.g., Taxis, Ubers, Lyfts)
MTA	Metropolitan Transit Authority
NYCHA	New York City Housing Authority
NYC DEP	New York City Department of Environmental Protection
NYC DDC	New York City Department of Design Development & Construction
NYC DOT	New York City Department of Transportation
NYC EDC	New York City Economic Development Corporation
NYC Parks	New York City Department of Parks & Recreation
NYPD	New York City Police Department
NYC SBS	New York City Small Business Services
ROW	Right-of-Way

Glossary of Terms

Accessibility

The design of facilities and public right-of-way that are easy, safe, and intuitive to use for people with disabilities. Accessible environments provide for a person's ability to independently navigate the space.

Automated Enforcement

Enforcement of traffic laws using technology, typically camera-based. In New York City, this includes the red light camera network.

Capital Projects

Capital street projects are major street reconstruction projects, ranging from milling and repaving to full reconstruction of the roadbed, sidewalks, sewer and water pipes, and other utilities. NYC DOT partners with numerous other federal, state, and City agencies to execute capital projects and they are essential to keep the City's infrastructure in a state of good repair. DOT works to create projects that increase safety, improve transit, enhance public space, and invigorate the economy.

Curb Extension

Curb extensions move the curb line into the roadbed. This can be done at crosswalks to reduce the crossing distance for pedestrians, increase driver/pedestrian sightlines at intersections, or to provide space for amenities like seating, plantings, bike docks, and other features. For near-term interventions, this can be accomplished with interim materials.

Curb Management

Curbside lanes on streets are often some of the busiest spaces in cities, contested by drivers, waste management, pick-up/drop-off activity, deliveries, and various public amenities. The curb is valuable public space that needs to balance many competing users. As such, prioritizing the highest and best use of this space is a critical function of city planners and one that needs to respond to the various contexts of each neighborhood and corridor.

Engagement & Outreach

The process of establishing channels and opportunities for two-way communication between the study team and interested residents, community leaders, and other members of the general public. The study team hears input from the community, incorporates it into the study, and reports out on findings and recommendations in an iterative process.

High-stress Bike Network

Different types of bicycle markings, lanes, or physical protections provide varying levels of comfort for those on bikes. When mapped together, certain corridors or areas of an existing bike network can be identified where greater comfort for bicyclists is warranted.

Local Traffic

Vehicular traffic whose trip origin and/or destination are in the immediate area of a given street.

Microhub or Micro-distribution Center

Spaces located either in the curb lane or in nearby off-street locations where commercial operators can transfer goods from large freight vehicles to smaller modes, including cargo bikes, for more efficient delivery to their end destination.

Micromobility

Small, lightweight vehicles typically powered by riders or small electric motors. These can include e-bikes, scooters, and other devices.

Mobility

The ability for people, goods, and services to move within a given area easily and safely. Encompasses all modes of transportation.

Traffic Calming

A speed management practice whose primary purpose is to support the livability and vitality of residential and commercial areas through improvements in non-motorist safety, mobility, and comfort. These objectives are typically achieved by reducing vehicle speeds or volumes on a single street or a street network. Traffic calming measures consist of horizontal, vertical, lane narrowing, and roadside interventions as well as other features that use self-enforcing physical or visual means to achieve desired effects.

Vision Zero

New York City's action plan to improve street safety in every neighborhood and in every borough – with expanded enforcement against dangerous moving violations like speeding and failing to yield to pedestrians, new street designs and configurations to improve safety, broad public outreach and communications, and a sweeping legislative agenda to increase penalties for dangerous drivers and give New York City control over the safety of our own streets.

Waste Containerization

The practice of placing garbage in secure containers, such as rolling bins, for regular collection, as opposed to loose bags. This deters rodent populations, streamlines collection operations, and increases pedestrian space on sidewalks. Containerization can be used for both residential and commercial properties. For locations that generate higher volumes of waste, specialized on-street containers can be used.

Wayfinding

A system of information, often in the form of signs or other physical indicators, that helps orient people and guide their movement to an intended destination.

02. Executive Summary

Summary

DUMBO and Vinegar Hill

The DUMBO and Vinegar Hill Mobility Study puts forward a clear vision for improved circulation, curb management, and safety within these two historic Brooklyn neighborhoods. The plan was developed in collaboration with NYC DOT, NYC EDC, and a wide range of community groups and stakeholders.

This plan outlines actionable steps for the City to achieve near-term interventions that will have positive improvements on the quality of life for area residents, businesses, workers, and visitors alike. This vision works in concert with long-term projects happening in and around DUMBO and Vinegar Hill, and aims to address the most pressing mobility challenges facing the community today.

As an integral part of the study, the project team evaluated issues and opportunities in close coordination with community members. The resulting vision and recommendations build upon past and ongoing projects to put forward realistic and implementable solutions with proven track records of success. These recommendations also draw on ambitious citywide efforts and best practices from other cities to prioritize key circulation patterns, safety, and smart management policies.



Framework

A Changing Neighborhood

It is important to acknowledge the ever-changing nature of New York City—both as a whole and its many neighborhoods—to best address current and future challenges from a mobility perspective. Plans need to quickly respond to the issues residents face everyday while also ensuring changes are consistent with citywide initiatives and will be positive, durable solutions in years to come.

DUMBO and Vinegar Hill have seen significant change in recent years, with more businesses locating in the vicinity, notable investments in public space, and a growing residential population. According to U.S. Census decennial counts, the population of the area grew by 66% from 2010 to 2020, reaching nearly 6,000 residents, and continuing to grow in more recent years.

Transitioning from a predominately industrial waterfront, the neighborhood has largely developed its available land with a mix of commercial and residential buildings. This has coincided with an increase in the number of workers in the neighborhood, which grew by 67% from 2013 – 2023, based on U.S. Census ACS counts.

The growing population and employment base within the neighborhood—coupled with its continued popularity with visitors—help to frame the overall mobility study and informed the eventual recommendations.



Key Issues and Outcomes

Challenges

This study focused on three core areas of challenges: circulation, curb management, and safety. Within each category, several issues were evaluated to inform an approach that prioritized the immediate needs of the neighborhood while aligning with citywide efforts.

As a popular destination for New Yorkers and first-time visitors alike, DUMBO and Vinegar Hill experience fluctuations in activity, often seeing spikes on weekends, especially during warmer months. The street grid, constrained by the waterfront, can become heavily congested with traffic, delaying travel, local business operations, and essential service response times. Outdated curb regulations and a lack of enforcement further contribute to misuse of curb space and can present safety issues for pedestrians and those on bikes. Located at a key pivot point along the Brooklyn waterfront, the neighborhood's steep hills and historic infrastructure also present challenges for pedestrians, bicyclists, and transit riders traversing the area.

Recommendations

This plan outlines near-term interventions focused on targeted safety and public realm improvements. It also explores opportunities to streamline commercial deliveries and parking regulations, as well as updating general curb regulations. Finally, the study evaluates how to improve pedestrian and bicycle access while managing critical vehicle circulation.



Study Area

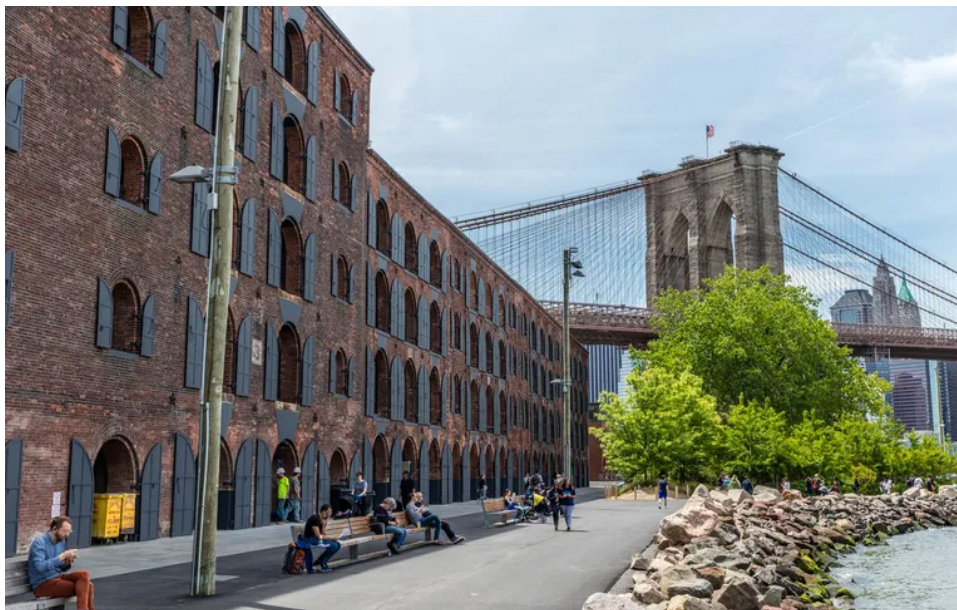


Neighborhood Context

Waterfront

First and foremost, DUMBO and Vinegar Hill represent historic neighborhoods on the Brooklyn waterfront. With spectacular views across the East River, access to the NYC Ferry, and world-class urban waterfront public spaces, this area has grown into a vibrant mixed-use neighborhood and a popular destination for New Yorkers and tourists alike.

The central location within New York City, coupled with strong investment in public realm improvements, has contributed to the neighborhood's growth in recent years, both in terms of residential population and new commercial ventures locating in the vicinity. While some of the waterfront remains industrial in nature, many portions have transitioned to iconic public spaces, including Brooklyn Bridge Park and the area around the Fulton Ferry District. These assets draw locals and visitors alike to the neighborhood.



Infrastructure

Similarly to the waterfront location, major infrastructure has played a large role in the development of DUMBO and Vinegar Hill. The Brooklyn Bridge and Manhattan Bridge dominate the skyline, creating a ceiling for the buildings and streets below. In addition to being critical transportation links to Manhattan, the bridges form substantial physical footprints in the neighborhood, contributing to the unique street network of the area. They also create some of the most iconic views in the city, which draw millions of visitors each year.

On the upland side of DUMBO and Vinegar Hill, the Brooklyn-Queens Expressway (BQE) is another formidable piece of transportation infrastructure that largely defines the border of the neighborhood. The larger BQE Central Vision project aims to address long-term improvements to this critical corridor.



Variable Peaks

DUMBO and Vinegar Hill experience greater fluctuations in activity levels than most NYC neighborhoods. Pedestrian, bicyclist, and vehicle congestion vary substantially throughout seasons and across days of the week.

Warmer months, especially on weekends, see significant peaks in visitors to the neighborhood, both from other neighborhoods and from first-time visitors to New York City. Apart from the many attractions within the historic core of DUMBO and Vinegar Hill, the close proximity to the NYC Ferry terminal, Brooklyn Bridge Park, the Brooklyn Navy Yard, and many other destinations can create especially busy periods within the neighborhood. These peaks in activity are balanced by quieter periods—primarily during weekdays and in the colder months of the year—when residents, workers, and other commercial operations account for the majority of activity.



Project Vision & Objectives

Balance of Key Priorities

This study aims to put forward a cohesive approach to the public realm that balances the cultural and historic importance of DUMBO and Vinegar Hill with the needs of residents and businesses by prioritizing efficient circulation patterns, safety improvements, and smart management policies.

While every neighborhood has competing needs, the wide variety of interests in DUMBO and Vinegar Hill—coupled with the unique street network and limited space—contribute to a particularly challenging environment that necessitate thoughtful approaches. In close collaboration with community members to address specific issues, the project team was also guided by citywide priorities around mobility and public realm enhancements.

This plan seeks to develop a mobility network plan that reallocates space to address existing challenges, including enhancing walking, biking, safety, and circulation, while facilitating critical vehicular access, including freight, emergency response, and waste operations. The recommendations in this plan are intended to focus on achievable, near-term interventions that build on existing citywide efforts.

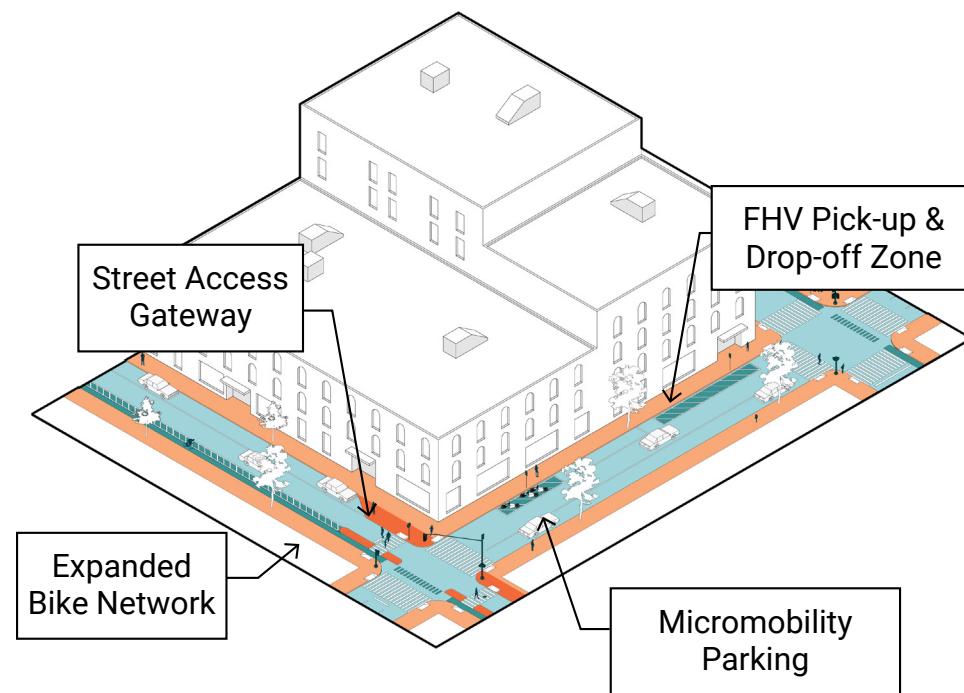


Project Overview



Project Recommendations Summary

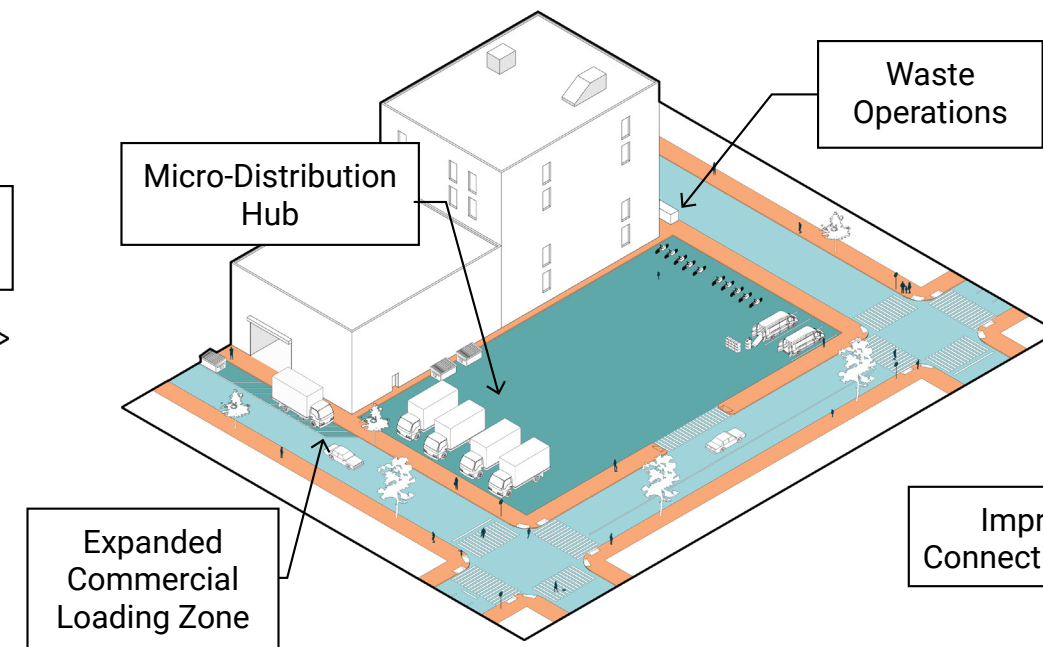
Circulation



Other potential circulation interventions:

- Charter/tour bus pick-up/drop-off zones
- Adjusted bus operations
- Incentivized off-street parking

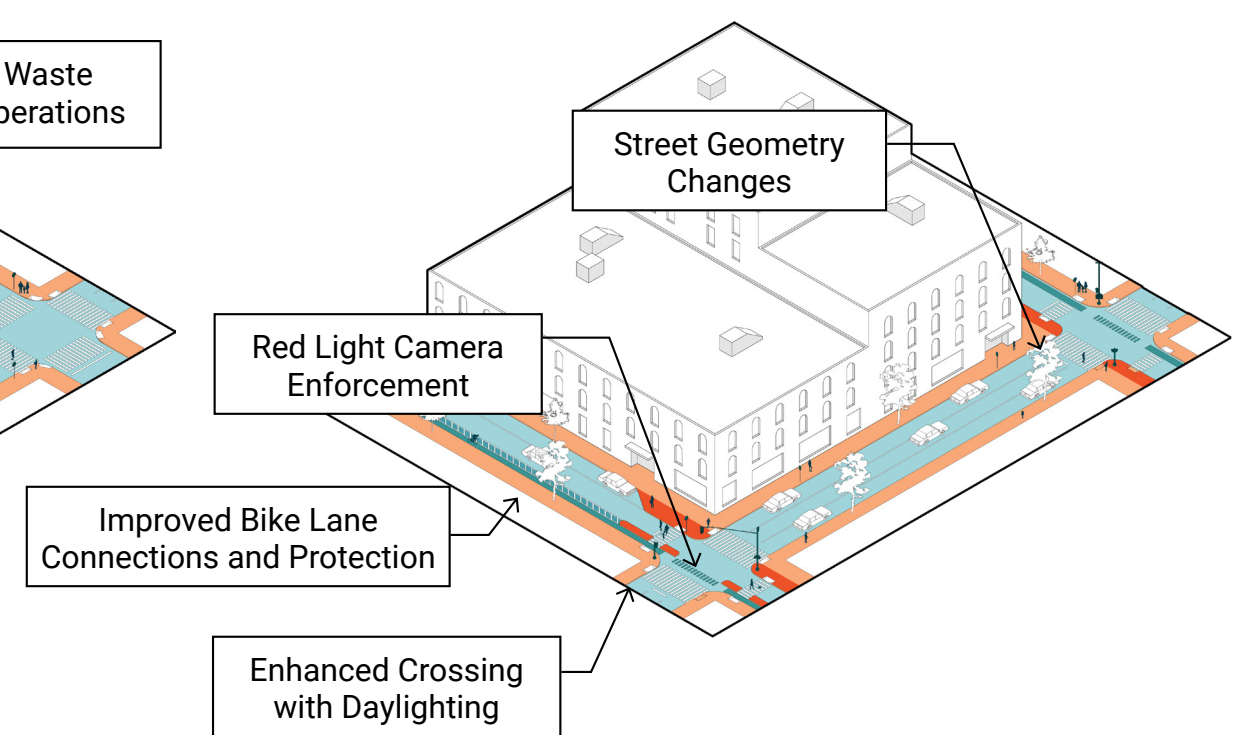
Curb Management



Other potential curb management interventions:

- Incentivized off-hours delivery
- Shared-use lockers
- Updates to curb regulations

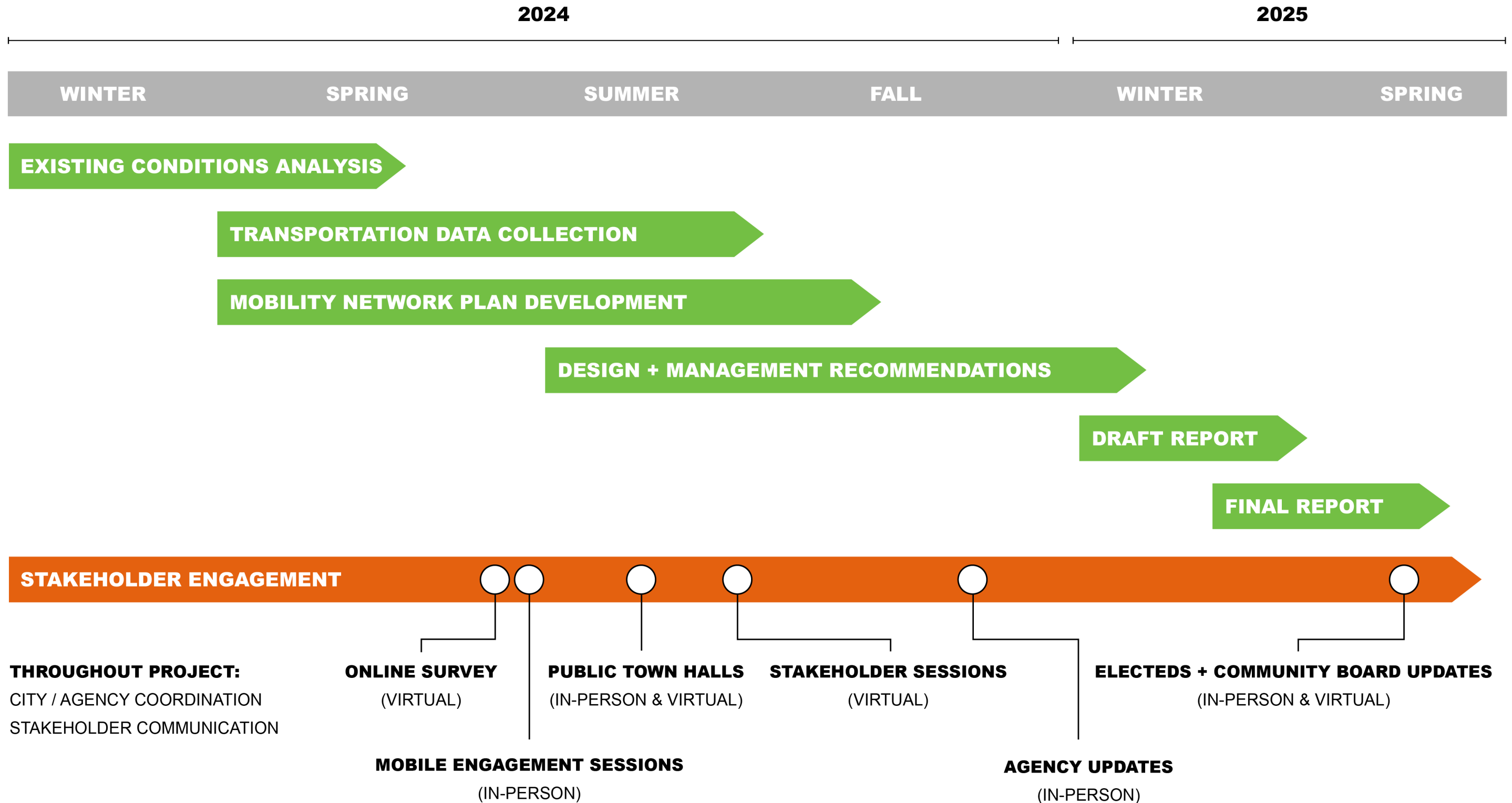
Safety



Other potential safety interventions:

- Streamlined/dedicated curb regulations
- Adjusted traffic signals and speed limits
- Raised crosswalks

Project Timeline



03. Site Assessment

Neighborhood Overview



Image Credit: NearMap

Capital Project

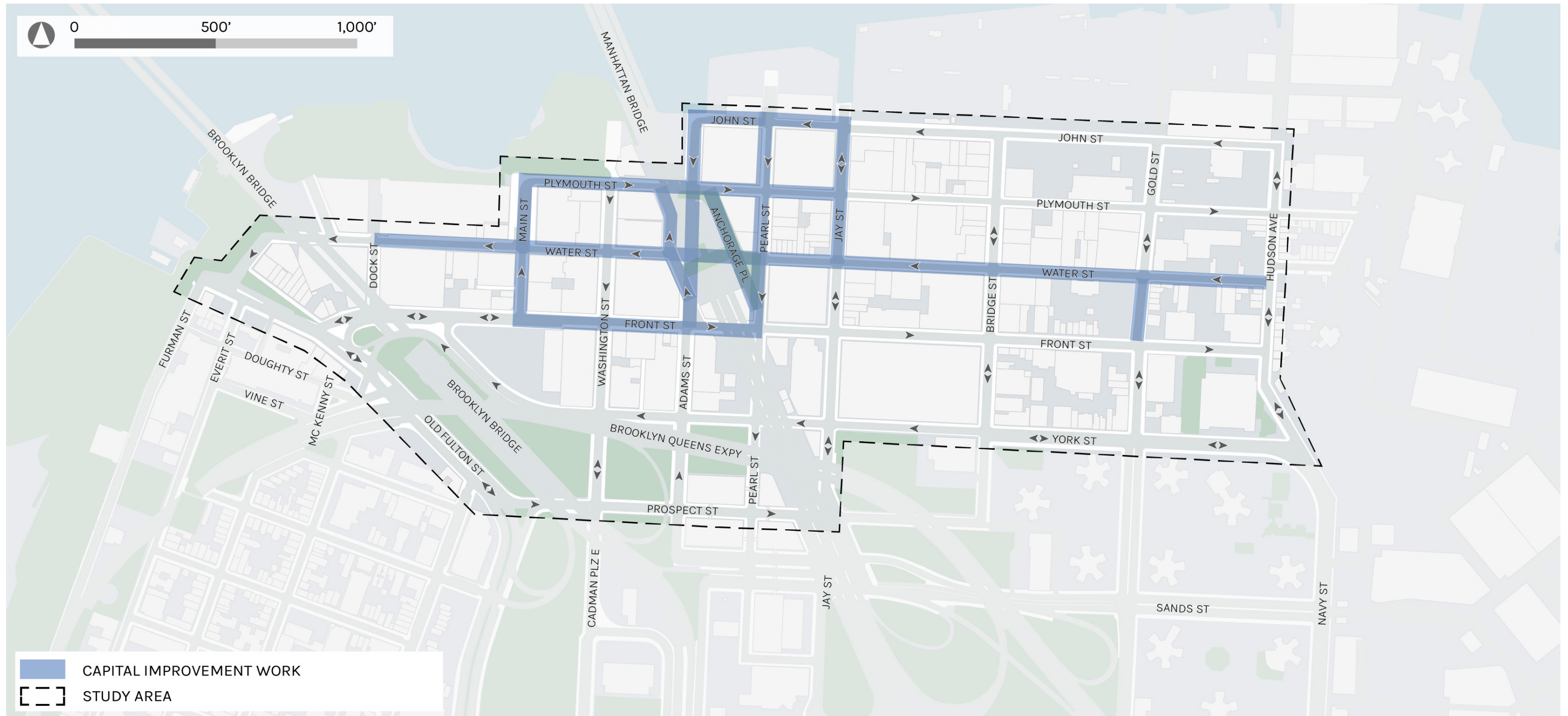
Street Reconstruction

NYC DOT and NYC DDC have been in close coordination with residents and businesses in recent years to design a capital project to refurbish and upgrade historic cobblestone streets, underground utilities, and other amenities throughout DUMBO and Vinegar Hill. The historic materials, constrained street network, and outdated utilities have made this project particularly complicated in terms of construction coordination, especially in light of the variable activity within the neighborhood.

The ongoing capital project will modernize several key streets, retain the neighborhood's iconic Belgian blocks, enhance safety features at intersections, replace deteriorating underground utilities, expand bicycle lanes, and address accessibility concerns. Construction work is ongoing and scheduled to be completed in 2026.



Ongoing Capital Work



Note: NYC DOT and NYC DDC worked with residents and businesses to design a capital project to refurbish and upgrade historic Belgian block streets, utilities, and other amenities. Construction is scheduled to be completed by 2026.

Nearby Projects & Assets

Brooklyn-Queens Expressway

The BQE Central project focuses on the 1.5-mile section of the expressway between Atlantic Avenue and Sands Street in Brooklyn. This includes the historic “triple cantilever” adjacent to Brooklyn Heights, as well as other ramps and retaining walls along the interstate corridor. Relevant to DUMBO and Vinegar Hill, this includes the Brooklyn Bridge and Manhattan Bridge interchanges. NYC DOT is working with the community on a long-term capital plan for a safe, modern, and resilient structure. This plan was developed in consultation with the BQE Central team to align both near-term and long-term goals.



Brooklyn Waterfront Greenway

Initially conceived in 1993, the Brooklyn Waterfront Greenway has grown into more than 14 miles of multi-use trail along the length of Brooklyn’s shoreline. Led by NYC DOT, the completion of this project is a joint effort among several City agencies and countless community groups across Brooklyn. Notably, DUMBO and Vinegar Hill represent one of the remaining gaps in the network, largely due to the historic Belgian block streets and constrained street network of the neighborhoods. At present, the Greenway ends at the entrance to Brooklyn Bridge Park and, moving east, resumes at Flushing Ave.



Brooklyn Bridge Park

What is today a bustling urban park started as an industrial waterfront—one that was in various stages of disrepair as recently as 2005, when the current master plan was released. Since then, this 85-acre stretch of public space has become one of the most frequented parks in New York City, providing a variety of park space, recreational facilities, and multi-use trails for New York City residents. Directly adjacent to DUMBO and Vinegar Hill, the park draws millions of users each year. In fact, the park extends into the Fulton Ferry District and constitutes some of the most iconic spaces on the waterfront today.



Relevant City Initiatives

Curb Management Action Plan

In 2023, NYC DOT—in coordination with multiple City agencies—set forward a holistic approach to better manage New York City’s curb spaces, including an estimated 3 million curbside parking spaces. The Curb Management Action Plan outlines strategies to address a dynamic set of challenges, including e-commerce deliveries, for-hire vehicle pick-up/drop-offs, commercial operations, micromobility access, waste management, and the wide variety of amenities vital to creating a welcoming public realm. The initiative acknowledges the many critical uses of this public space, and that the majority of New York City residents do not own a car. The plan outlines a framework by which NYC DOT and neighborhoods can more equitably allocate curb space to best serve the needs within local contexts.



Vision Zero

New York City’s first-in-the-nation Vision Zero initiative, started in 2014, aims to eliminate deaths and serious injuries in traffic. The program’s framework focuses on strategies such as engineering, education, enforcement, and legislation. Interventions include revised street designs, outreach to vulnerable communities, a focus on preventative enforcement efforts, and a push for smart management policies and regulatory structures with proven track records of success in reducing traffic crashes. This initiative has seen marked success in New York City and continues to evolve to meet safety needs across the city and in specific high-priority areas. For near-term interventions, NYC DOT uses a combination of quick-build street design changes, improved signage or signals, and coordination with NYPD for enforcement.



Waste Containerization

New York City has made a concerted effort in recent years towards phasing out loose garbage on sidewalks to address critical accessibility and public health challenges. DSNY has spearheaded initiatives for both residential and commercial properties. As of 2024, residential buildings with 1–9 units are required to use garbage bins for collection. Large residential buildings (31+ units) will be required to use on-street containers and buildings with 11–30 units can choose between bins or on-street containers. As of 2024, commercial properties that don’t use loading docks for garbage collection are also required to use bins for regular collection. The forthcoming DSNY commercial waste zones will also streamline trash pick up for businesses and reduce overall distances driven by private carting trucks within the city.



04. Community Engagement

Community Engagement Approach

Context & Goals

DUMBO and Vinegar Hill are two vibrant, mixed-use neighborhoods, predominantly filled with residential and commercial uses. The neighborhoods also welcome thousands of visitors a day. This leads to a variety of needs and perspectives from residents and stakeholders in the neighborhood. For this reason, the community engagement process was designed to be flexible and responsive to community input and aimed to hear from the diversity of perspectives in the neighborhoods.

The following goals were central to the process:

- Collect broad data to reflect diverse perspectives and complement the study's technical data collection.
- Hear specifically from stakeholders who use and experience the pedestrian realm in the neighborhood.
- Understand concerns related to multifaceted uses of streets and mobility infrastructure.
- Involve stakeholders in problem-solving around specific mobility challenges to create long-term support for mobility plan recommendations.

Engagement Approach

Before developing recommendations, the study team listened to the community to hear concerns related to enhancing mobility, safety, and operations in DUMBO and Vinegar Hill. The engagement process involved three rounds of outreach and discussion:

- **Round 1:** Mobile Engagement and Surveys
- **Round 2:** Town Halls
- **Round 3:** Stakeholder Discussions

The team gathered input through:

- Two mobile outreach tabling activities in community spaces.
- One digital survey (open for three months).
- Two town halls (one in person, one virtual).
- Six stakeholder discussions.

Through these activities, the team engaged approximately 540 residents, workers, and visitors in DUMBO and Vinegar Hill.

Takeaways

- Top concerns among community members are congestion, safety, and access to public transportation.
- Residents use many modes of transportation; while 48% of residents reported owning cars, walking and the subway are the primary modes of transit for residents.*
- The mixed-use character of DUMBO and increased tourism has attracted more users to neighborhood streets and increased pedestrian congestion.
- Bicycle safety and infrastructure is a priority for community members.
- Curb regulation and improved freight operations management are seen as potential solutions to congestion related to tour buses, for-hire vehicles, deliveries, and other freight activity.



Tabling at Washington Street (above) and Pearl Street Plaza (below).

Round 1: Mobile Engagement

Activities

Engagement included tabling activities in public spaces in DUMBO and Vinegar Hill. The team set up maps of the neighborhoods for members of the public to sketch and annotate with their concerns and comments about mobility in the neighborhood. The team also directed the public to the online survey via a QR code and handed out flyers to promote two town halls. The team spoke to 60 people during the tabling activities.

Community Concerns

Public Transit

- Desire for more transit options near Brooklyn Bridge Park.
- Suggestions for including additional entrance/exit at the York Street subway station.
- Some prefer driving due to perceived subway safety issues.
- Several people mentioned using the subway, ferry, and bus, indicating the importance of multi-modal transportation in the area.

Biking and Pedestrian Infrastructure

- Advocacy for wide, protected bike lanes.
- Cobblestone streets regarded as aesthetically pleasing, but challenging for bicyclists.
- Requests for better signage and maps, especially around construction areas.
- Requests for improved bike connections to other areas of Brooklyn.

Construction and Development

- Concern regarding ongoing construction projects and timelines.
- Acknowledgment of potential benefits from development.

Tourism Impact

- Mixed views among residents about tourism—some see tourism as beneficial for neighborhood investment, others concerned about street crowding.
- Concerns about semi-truck crashes due to narrow streets and tight corners.
- Noise pollution issues, particularly under the Manhattan Bridge.
- Concerns about tourists spilling into roadways.

Parking and Traffic

- Difficulties finding parking for those who drive to work.
- Suggestions to make Main Street two-way.



Tabling at Washington Street (above) and Pearl Street Plaza (below).

Round 1: Digital Survey

Survey Overview

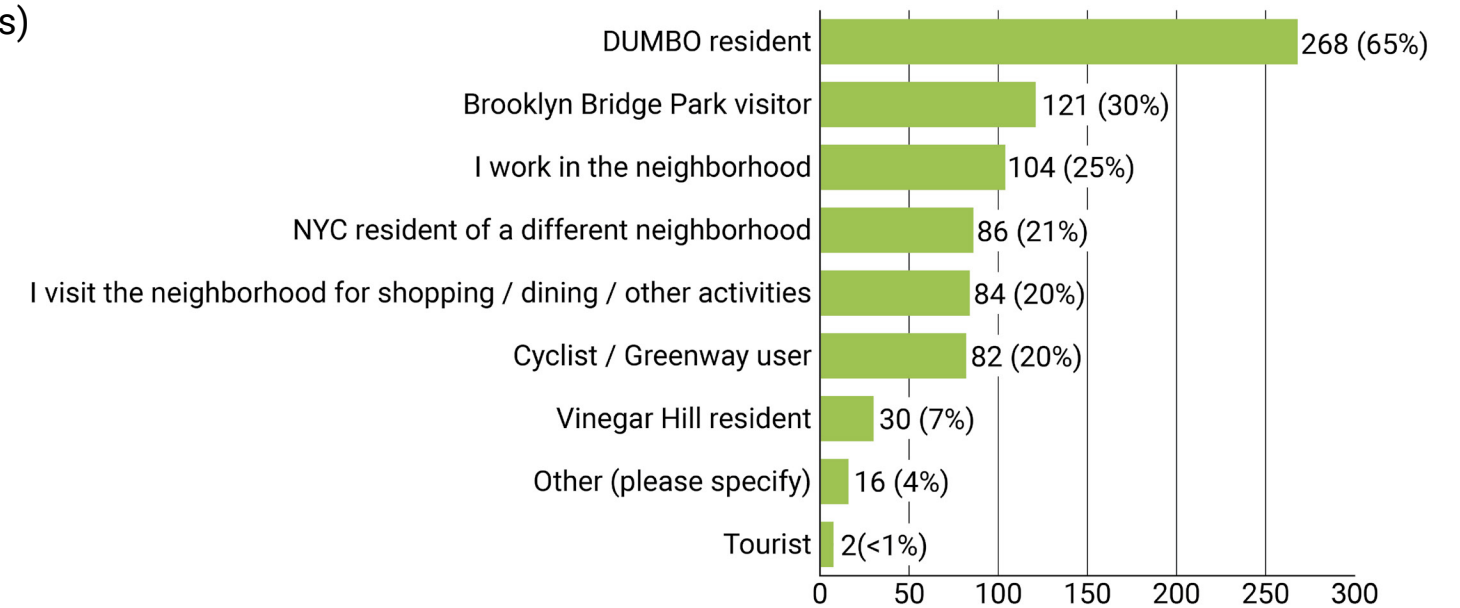
The digital survey was live from May through July 2024 and received 416 responses. The survey consisted of 20 questions about mobility and safety in DUMBO and Vinegar Hill.

Survey respondents indicated that the vast majority of those who visit the neighborhood visit multiple times a week, if not daily. This underscores the intensive use of the pedestrian realm within the neighborhood. The majority of respondents said that walking was their primary method of transportation, which indicates one reason why pedestrian safety is a concern and top priority for residents.

While walking is the primary mode of transportation, 48% of respondents said they own a car that they use to drive into or out of DUMBO or Vinegar Hill. This adds to the volume of vehicles in the neighborhood and concerns from residents about congestion.

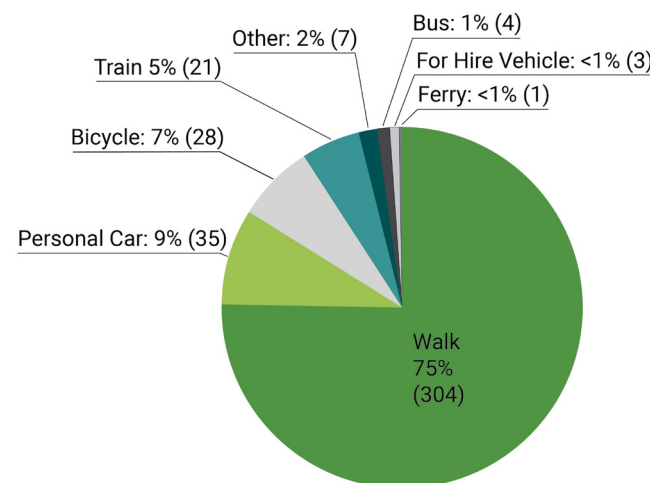
Respondents

Select all that apply. (410 responses)



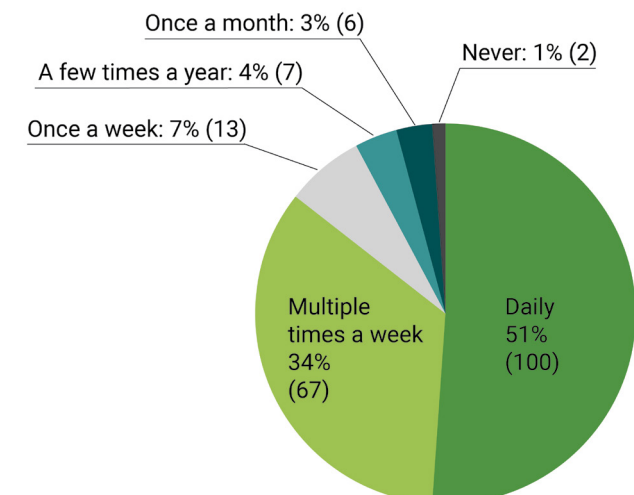
Transportation

What is your primary method of transportation within DUMBO and Vinegar Hill? (403 responses)



Visitor Frequency

If you do not live in the neighborhood, how often do you visit DUMBO and/or Vinegar Hill? (195 responses)



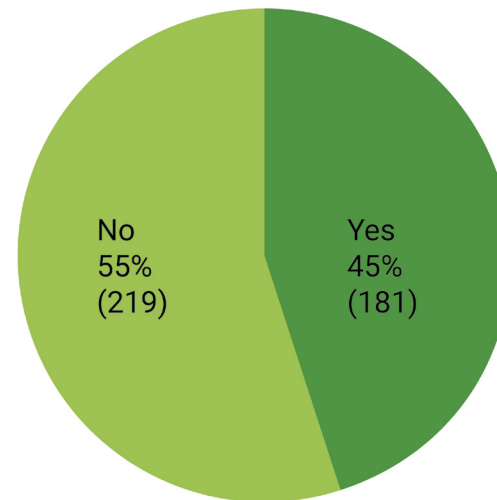
Round 1: Digital Survey

Of respondents, 45% said they bike into or out of DUMBO or Vinegar Hill. This indicates one reason why access to protected bike lanes is another top concern of residents and visitors. Of those who said they bike, 52% use their own bike and 48% use CitiBikes. Access to CitiBikes and other modes of transportation are important to residents and visitors trying to enter and exit the neighborhood.

The importance of public transportation access is underscored by the 90% of survey respondents indicating they use the subway to ride into and out of DUMBO and Vinegar Hill. Of those respondents, 79% said they ride the subway daily or multiple times a week. These responses suggest there is a desire and need for a variety of public transportation options in the neighborhood.

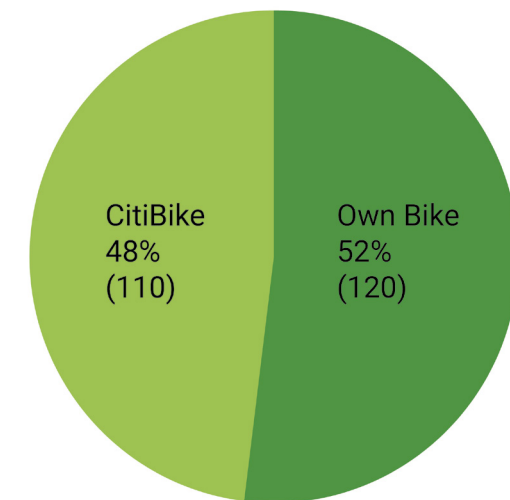
Bike Ownership

Do you bike in/out of DUMBO or Vinegar Hill? (400 responses)



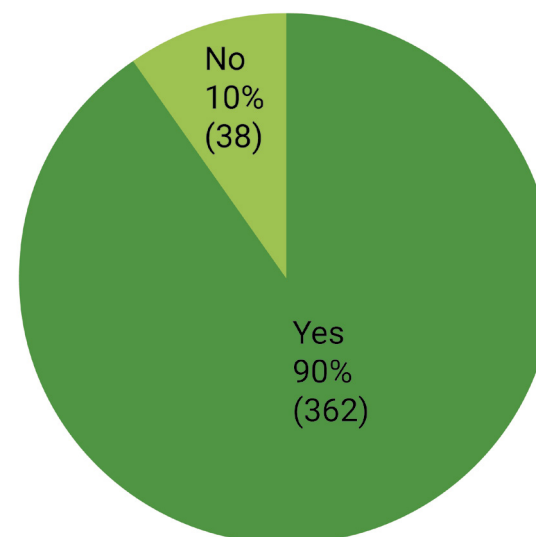
Bike Ownership

If you bike, what type of bike do you use? (230 responses)



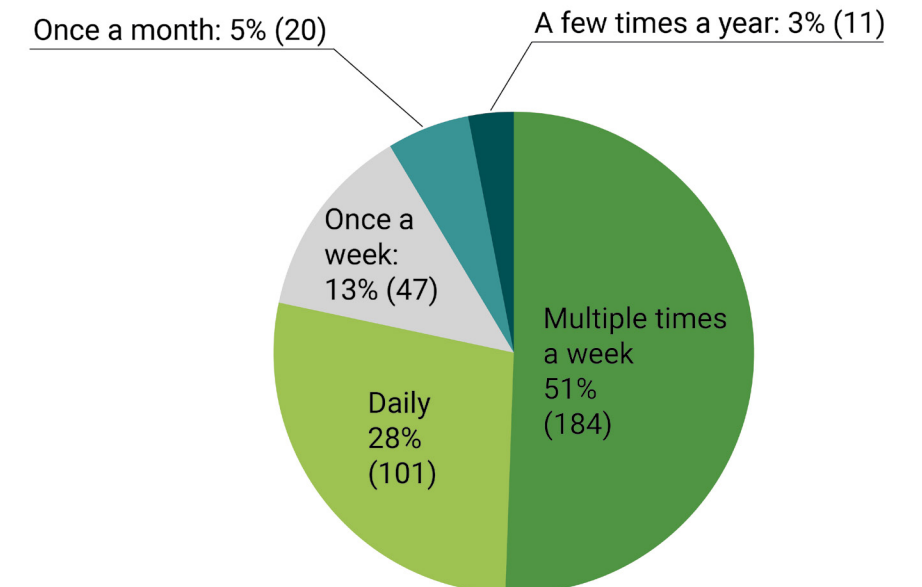
Subway Use

Do you ride the subway in/out of DUMBO or Vinegar Hill? (400 responses)



Subway Use

How often do you ride the subway? (363 responses)



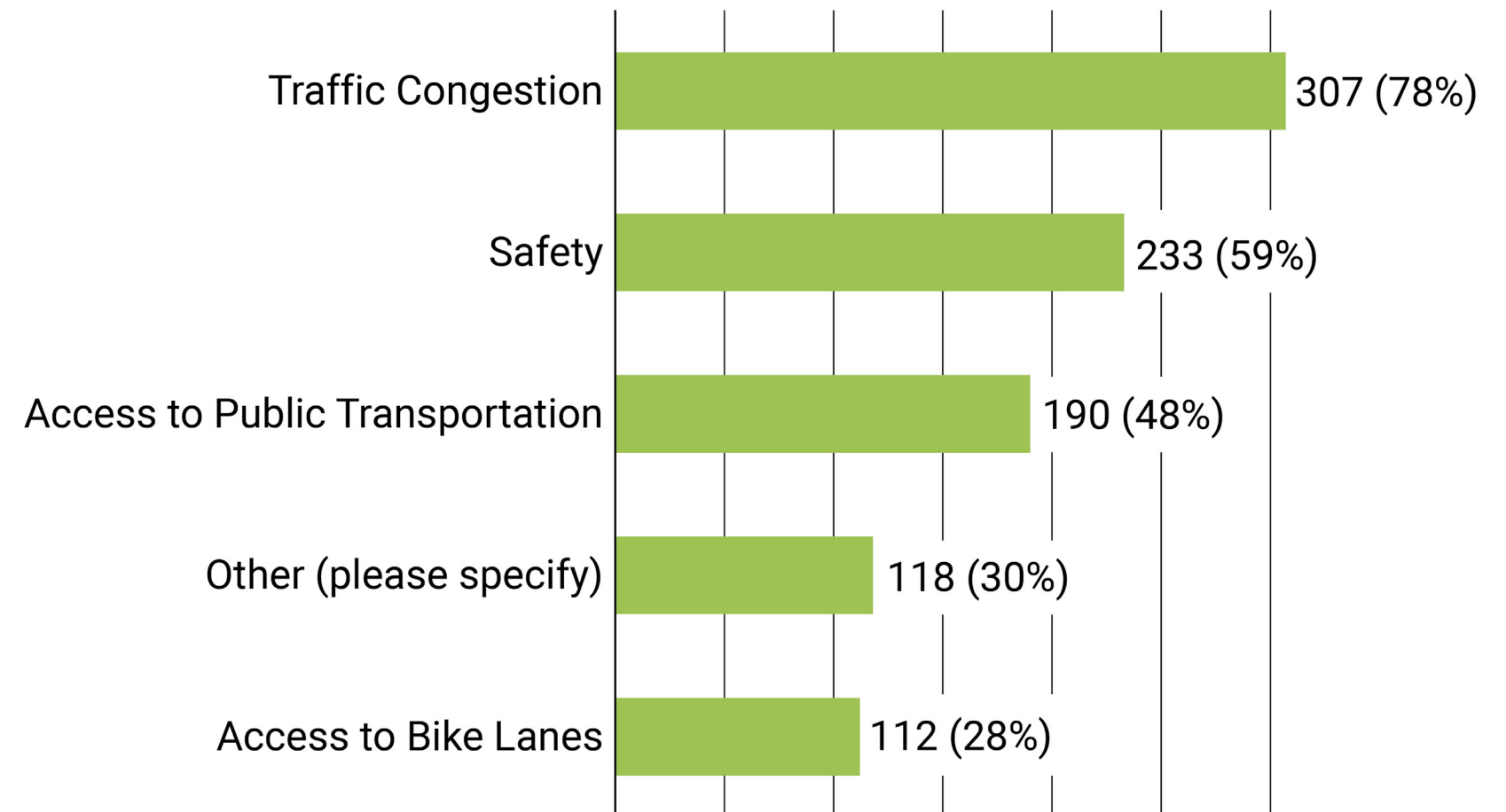
Round 1: Digital Survey

The survey asked respondents about their top concerns as well as further details related to these concerns.

- 122 respondents mentioned Front Street, including concerns about pedestrian safety and traffic congestion.
- 85 respondents mentioned Water Street, including concerns about pedestrian safety and traffic congestion.
- 83 respondents mentioned Washington Street, including concerns about vehicular and pedestrian conflicts due to vendors and tourists.
- 46 respondents mentioned the York Street subway station, including concerns about overcrowding and a desire for elevators and an additional entrance.

Top Concerns

What concerns do you have related to mobility in DUMBO/Vinegar Hill? (396 responses)



Round 2: Town Halls

Activities

The public meetings aimed to gather community input about mobility and safety challenges, and inform the public about the mobility study. The meeting format included a presentation followed by small group discussions. The in-person public meeting was held on June 11, 2024 at the Dock Street School in DUMBO. A total of 32 people attended. The virtual public meeting was held on Zoom on June 12, 2024, with 24 attendees.

Takeaways

Overall takeaways from the public meeting discussions include:

- Residents were concerned about safety, walkability, and congestion—particularly on Washington Street—driven by tourists, vendors, and parked vehicles.
- Residents noted that the following factors may contribute to vehicular congestion in the neighborhood:
 - » One-way streets complicating egress out of the neighborhood
 - » Traffic to/from the BQE
 - » Timing of specific traffic signals
- Many residents felt there is a lack of safe bike connections within the neighborhood.
- Residents thought improved signage is needed throughout the neighborhood, including at the York Street and High Street subway stations and at the Brooklyn Bridge stairs on Washington Street.

Frequent Feedback

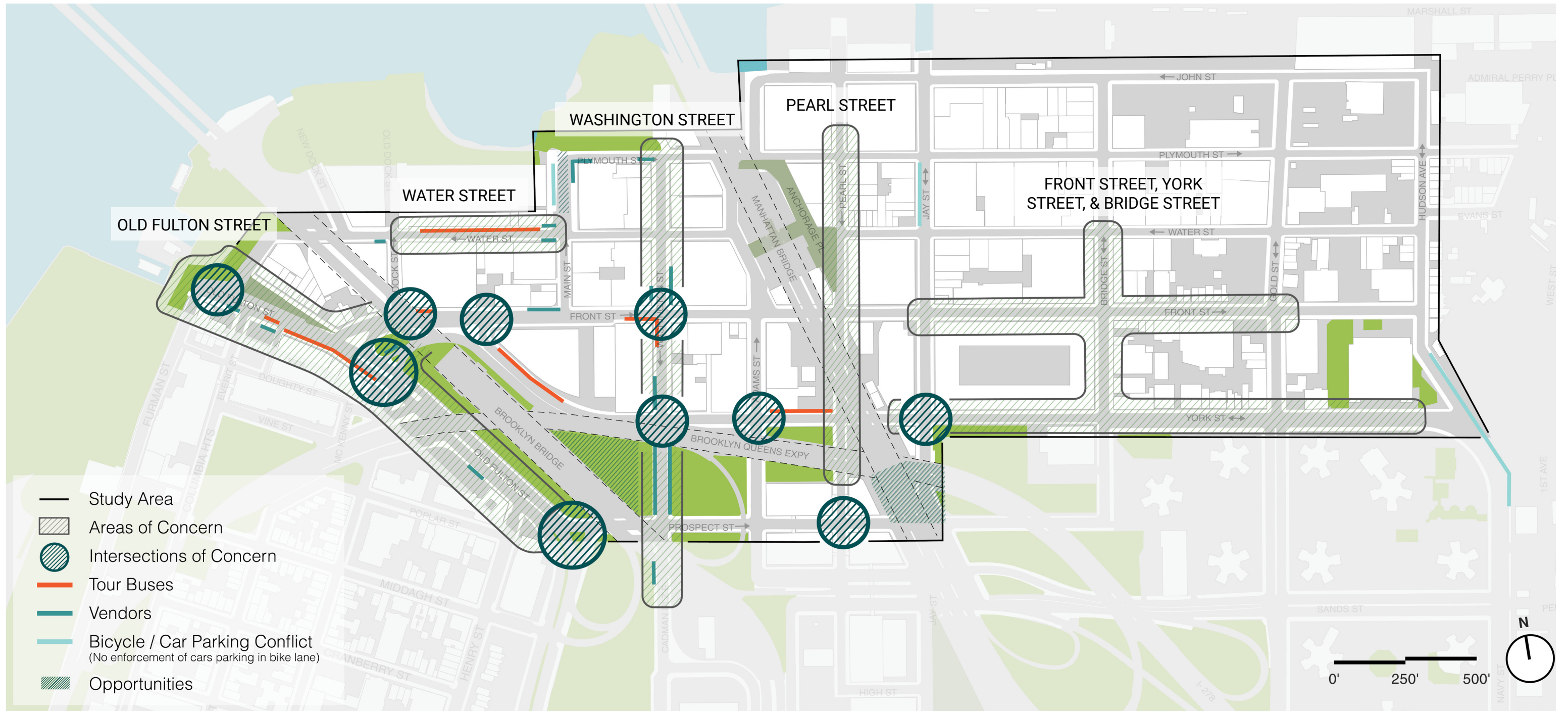
Meeting participants shared many suggestions, with the following being among the most common:

- Comprehensive pedestrian improvements to the Old Fulton Street corridor.
- Traffic calming around the neighborhood (specifically on Front Street).
- Designated tour/charter bus parking areas and rideshare drop-off areas.
- More open streets, specifically one from Washington to Anchorage Plaza.
- Better wayfinding: improved signage at the York Street and High Street subway stations guiding tourists to the Brooklyn Bridge.



Public meeting at the Dock Street School.

Round 2: Town Halls Discussion Summary



Areas and intersections of concern that were raised by town hall participants.

Round 3: Stakeholder Discussions

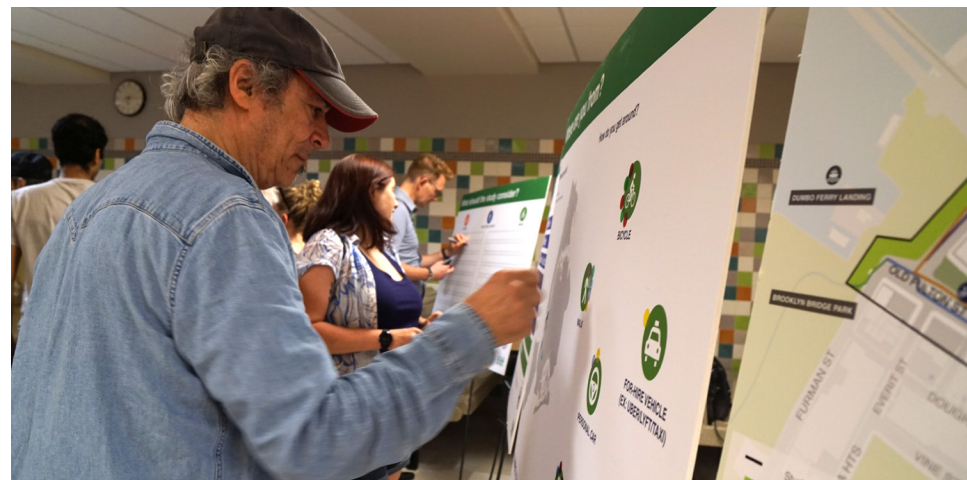
Activities

The team held recurring stakeholder meetings with groups involved in neighborhood public space management and operations in DUMBO and Vinegar Hill. The goal of these meetings was to hear from organizations in the neighborhood to gather feedback about mobility and operational needs.

Takeaways

Overall feedback from the discussions included:

- Pedestrian safety is a priority concern.
- High season shuttles from subway stations and neighborhood entrances to Brooklyn Bridge Park may help to mitigate pedestrian congestion.
- Improvements at the Pier 1 entrance to Brooklyn Bridge Park are underway including widened pedestrian access, public bathrooms, and a designated vehicle drop-off area.
- Engaging tour/charter bus operators is challenging, but designated layover areas for tour buses may help reduce vehicular congestion.
- Designated pick-up/drop-off zones for rideshare vehicles may help address congestion on Fulton Street, Furman Street, and throughout the neighborhood, with exceptions for people with accessibility needs.
- Freight operations could be more coordinated in order to reduce conflicts between commercial activity and pedestrians on sidewalks.
- Consider removing on-street parking spaces on certain blocks where there is especially high pedestrian activity.



Public meeting at the Dock Street School.

05. Challenges & Opportunities

Challenges

Circulation

During peak times, DUMBO and Vinegar Hill experience a dramatic influx of people that puts stress on the capacity of the public realm, including sidewalks, plazas, and parks.

This increased activity also impacts the circulation of transit and other vehicles on local streets, often resulting in extended periods of congestion and, consequently, a diminished experience in the public realm.

Curb Management

Commercial activity, essential maintenance and emergency services, and waste management operations in DUMBO and Vinegar Hill are often impacted by the constrained street network of the neighborhood.

Competition for space often results in inefficient loading and unloading, delayed service response times, and blocked sidewalks.

Safety

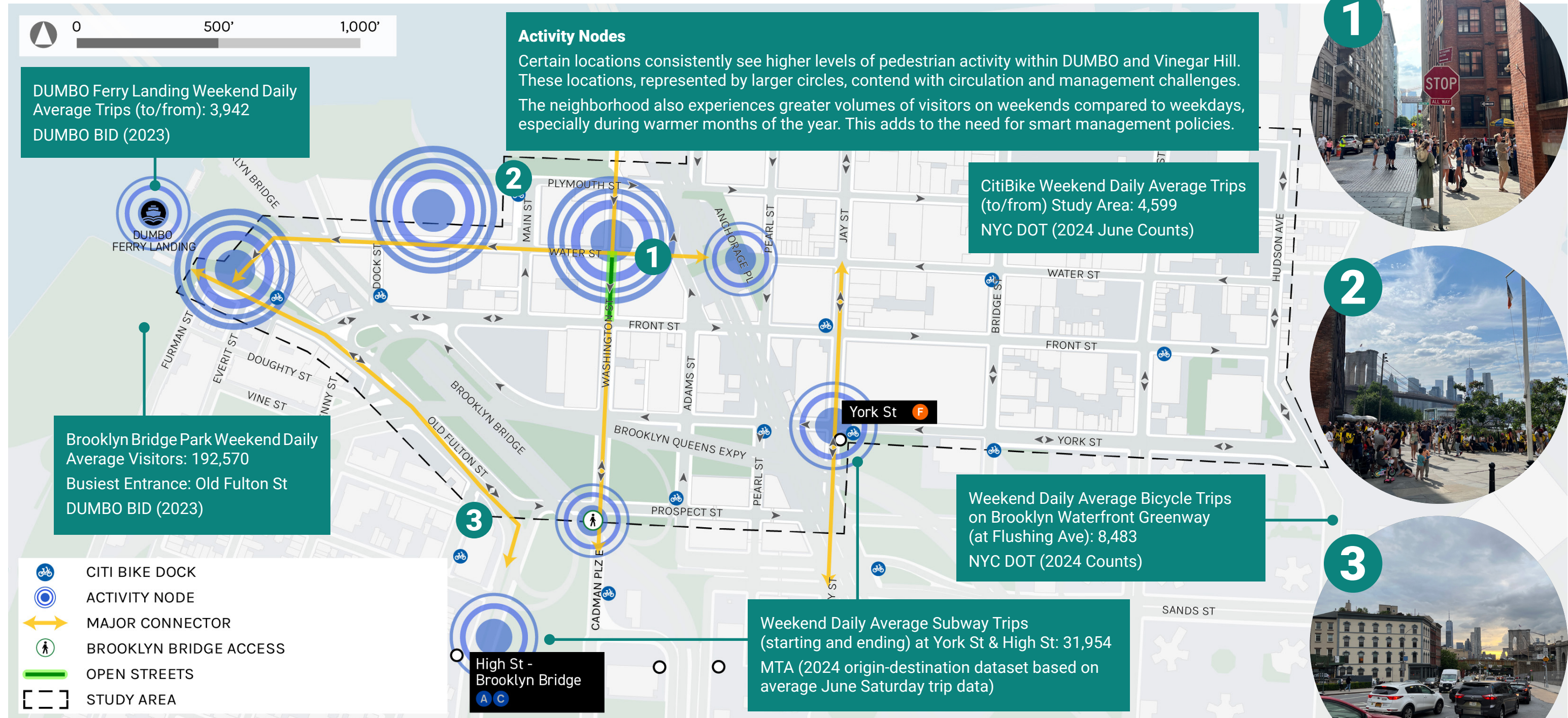
Traffic congestion, lack of curb regulation enforcement, and heavily used sidewalks in DUMBO and Vinegar Hill create safety challenges.

A fragmented bike network, coupled with a lack of protection in some marked bike lanes, contribute to decreased comfort for those on bikes.



Challenge: Variable Activity Peaks

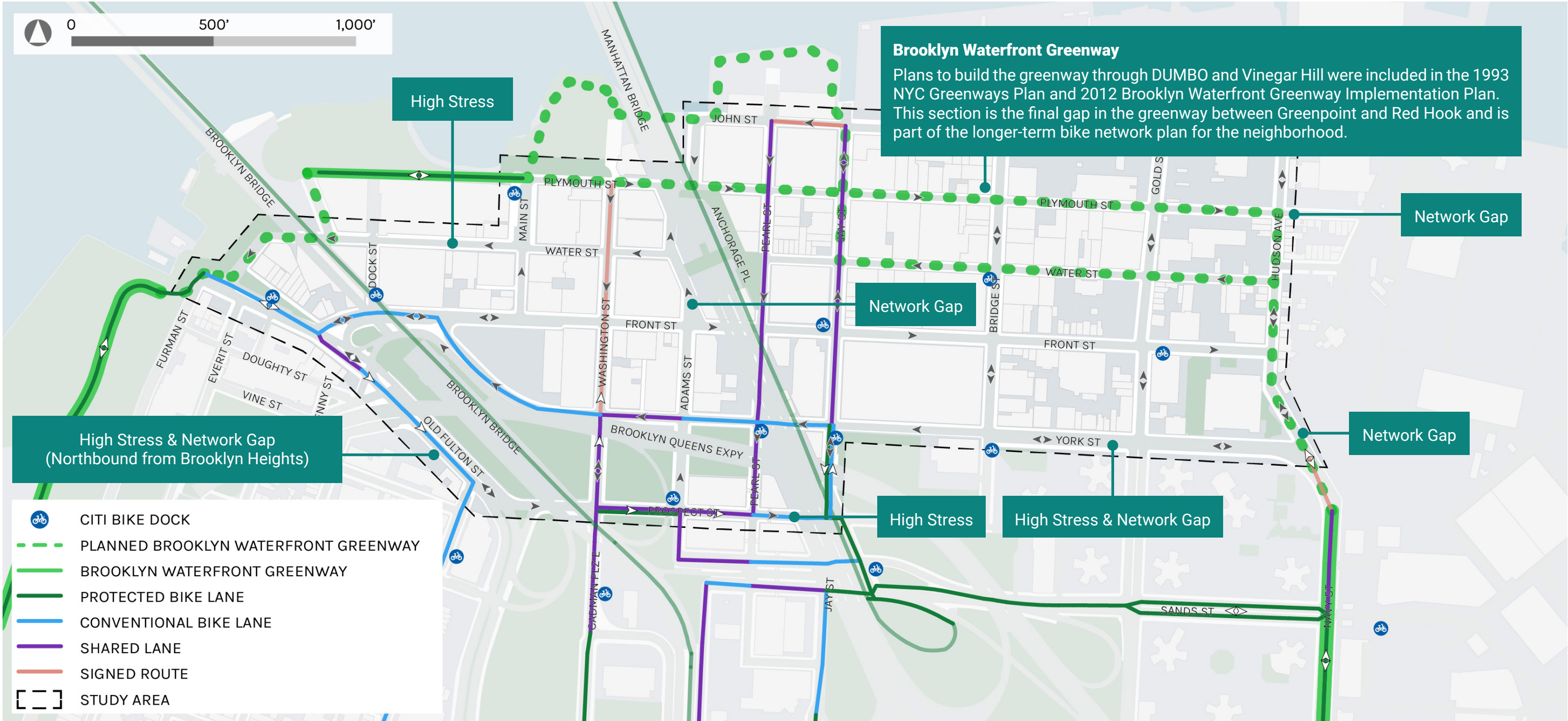
Primary Focus Areas:  



Note: Activity node locations based on qualitative community engagement input and fieldwork observations; size of circles represents relative activity levels.

Challenge: Bike Network Gaps

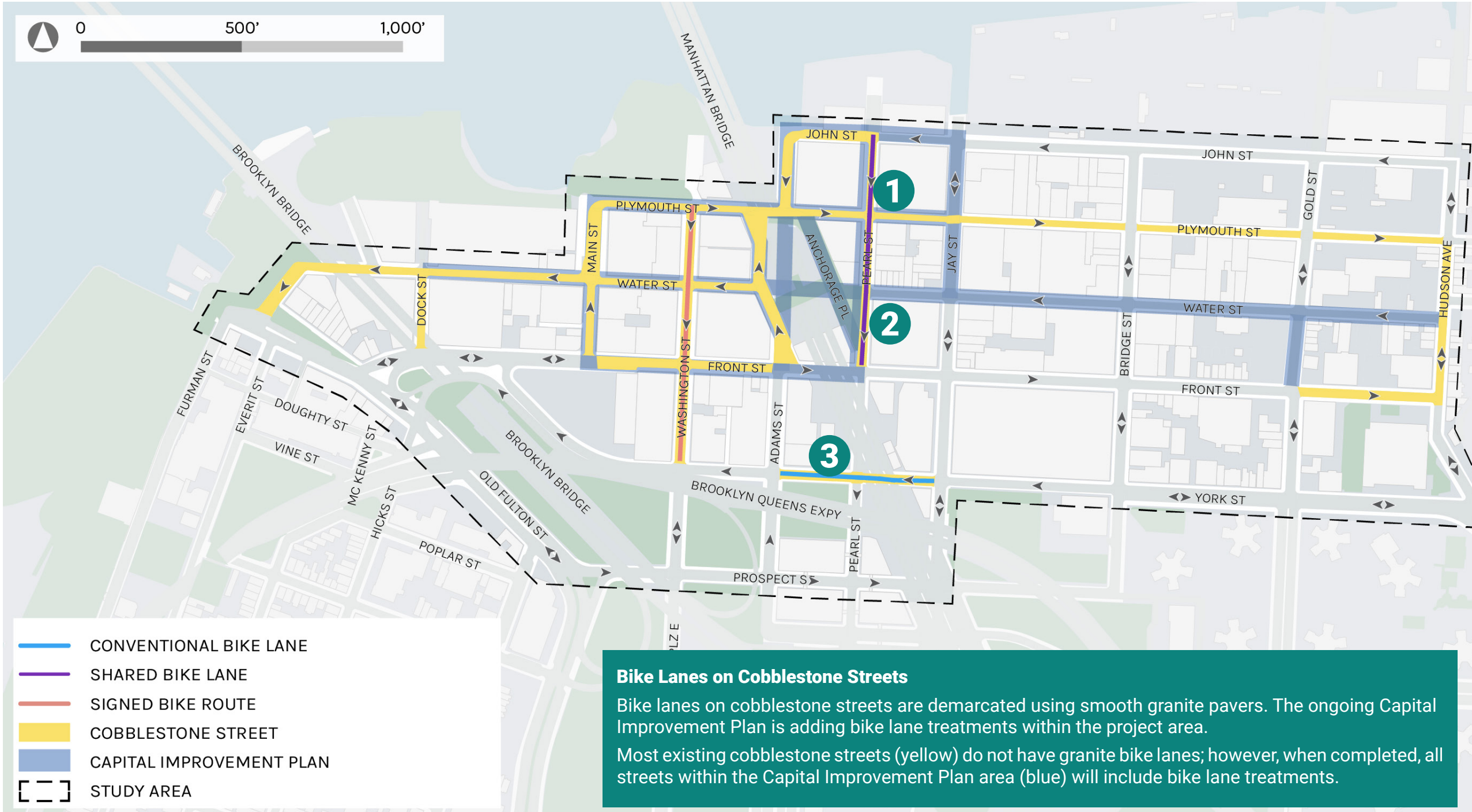
Primary Focus Areas:  



Note: Bike network based on NYC DOT mapped bike segments as of 2024; bike network gaps and comfort levels identified by NYC DOT in collaboration with community feedback.
Network Gap: The absence of a low-stress bike facility in the all-ages-and-abilities bike network that prevents a bicyclist or micromobility user from safely and comfortably starting, continuing, or completing a trip.

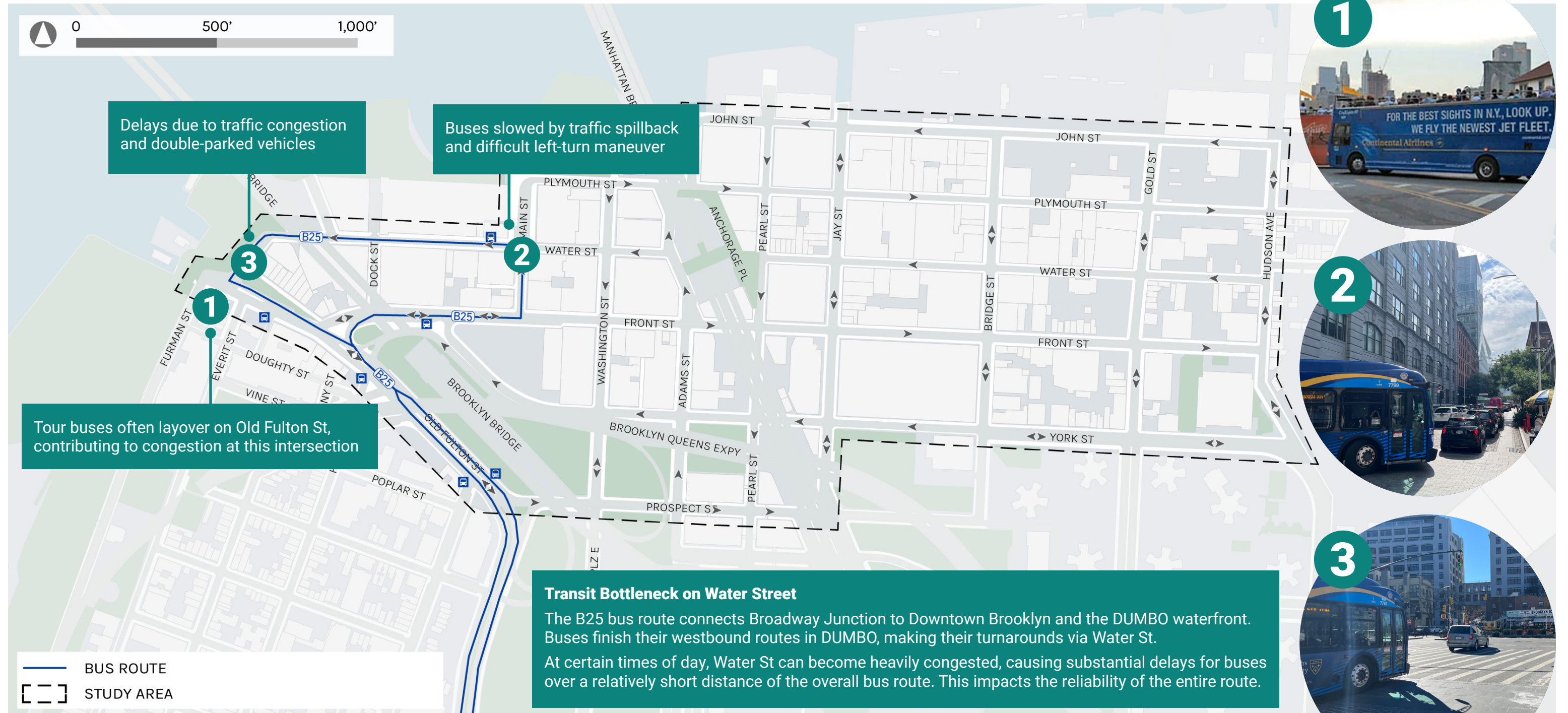
Challenge: Bicycle Access on Cobblestone Streets

Primary Focus Areas: 



Challenge: Transit Bottlenecks

Primary Focus Areas: 



Challenge: Freight/Commercial Operations

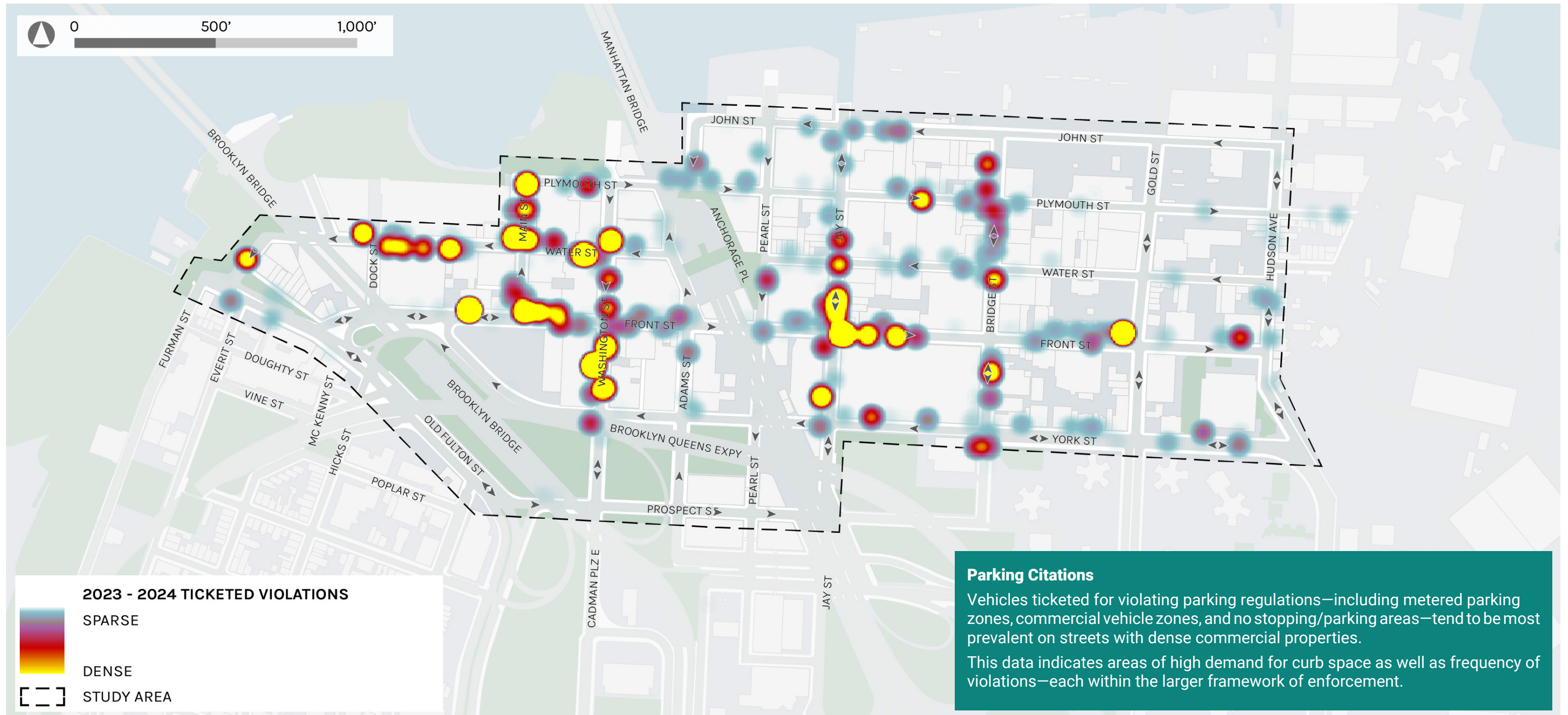
Primary Focus Areas: 



Note: Commercial activity levels based on qualitative community engagement input and fieldwork observations.

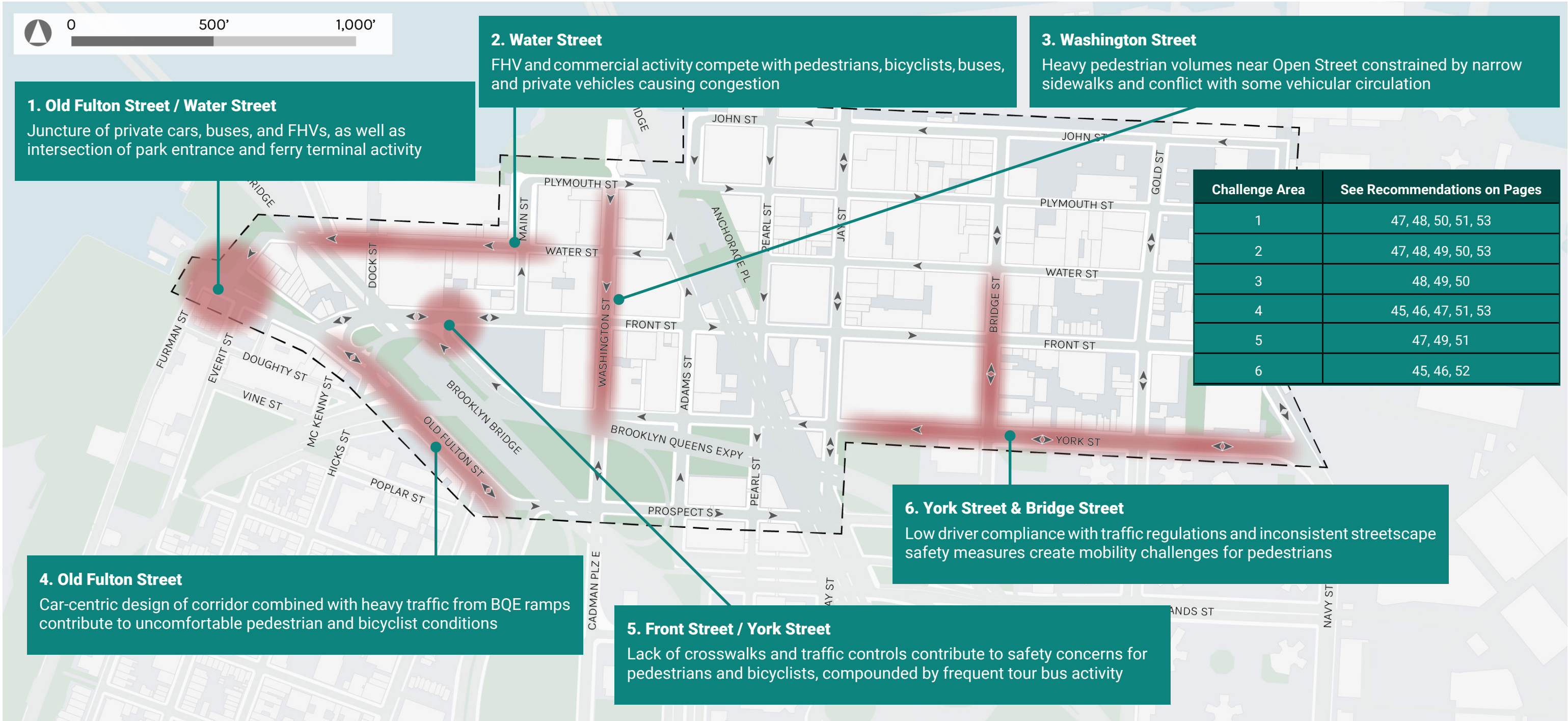
Challenge: Curb Management

Primary Focus Areas:  



Note: Citation data for July 2023 – June 2024 from DOF records; locations of violations on each block are approximate based on available data.

Specific Challenge Areas



Opportunities

A Dynamic Neighborhood

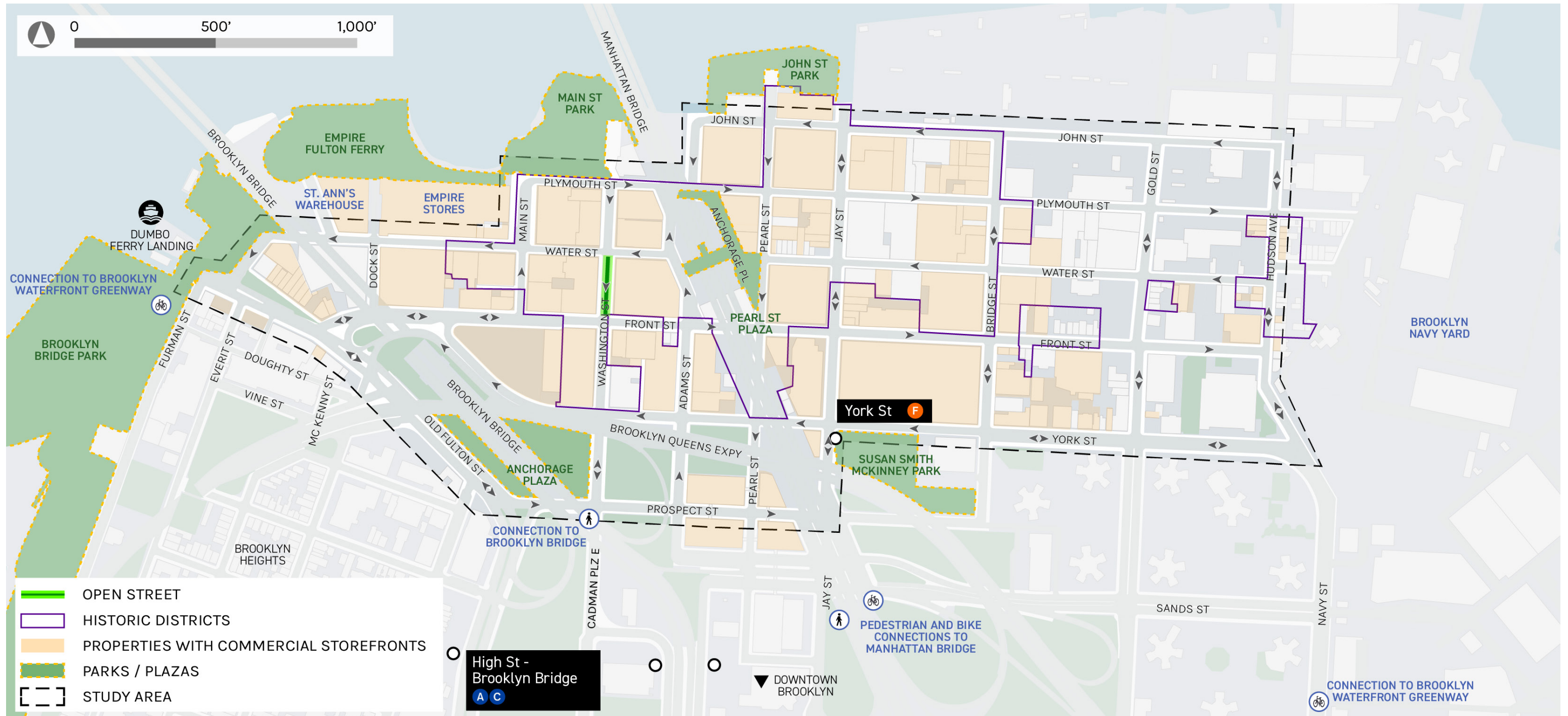
Despite the challenges outlined in the preceding pages, DUMBO and Vinegar Hill remain exceptionally vibrant and growing areas in the city. With a strong mixed-use composition and increasing residential population, the neighborhood has dedicated stakeholders on multiple fronts committed to creating a welcoming and well-functioning environment.

The waterfront access, walkable area, and multiple transit connections—including subway, bus, and ferry—contribute to making DUMBO and Vinegar Hill a desirable location for residents, commercial ventures, and visitors alike. Recent investments in local businesses have also strengthened core services for area residents. Finally, the historic nature of the neighborhood—coupled with world-class plazas and parks—create a dynamic public realm that sets the stage for an ever growing list of public events, performances, and services.

By focusing on improving the circulation, curb management, and safety of streetscapes within DUMBO and Vinegar Hill, this study aims to amplify and expand the opportunities that already exist in the neighborhood.



Assets & Opportunities



06. Recommendations

Objective

Develop a mobility network plan that reallocates space to address existing challenges, including enhancing walking, biking, safety, and circulation, while facilitating critical vehicular access, including freight, emergency response, and essential operations.

Project Recommendations Summary

Circulation

Improving pedestrian and bicycle space while also managing critical vehicle access needs.

This study evaluated existing mobility networks—including pedestrian, bicycle, transit, and vehicular circulation—to assess current constraints and areas for targeted improvement. Through close public engagement and analysis of existing data, the project team developed several near-term recommendations to address critical challenges around mobility in the neighborhood. These include updated curb regulations along key corridors, dedicated for-hire vehicle (FHV) pick-up/drop-off zones, separate charter bus layover areas, improvements to the existing bicycle network, an modified B25 bus route, and a peak season access plan for the busiest times of the year.



Curb Management

Streamlining deliveries, commercial activity, and curb regulations.

One of the key challenges of DUMBO and Vinegar Hill is the complicated balance of commercial operations in a busy, mixed-use neighborhood with a street network substantially constrained by geography and infrastructure. Working with business groups and other stakeholders in the neighborhood, this plan assessed challenges in the day-to-day operations of offices, retail locations, and other commercial properties. The project team also evaluated existing curb regulations. Recommendations include targeted commercial loading zones, microhub delivery locations, and updates to outdated parking regulations that don't serve the current and future needs of the area.



Safety

Intervening at key locations to provide enhanced safety and comfort for residents and visitors.

As with every neighborhood in New York City, safety within the public realm is a critical component of mobility. Coupled with historical safety data, public outreach was key to identify specific corridors and intersections most in need of safety improvements. The project team explored near-term enhancements in the context of pedestrian, bicycle, and vehicle circulation. The plan recommends implementation of enhanced crosswalks at strategic intersections, locations for expanded automated traffic enforcement, traffic calming elements along priority corridors, and the addition of protective elements along targeted segments of the existing bicycle network.



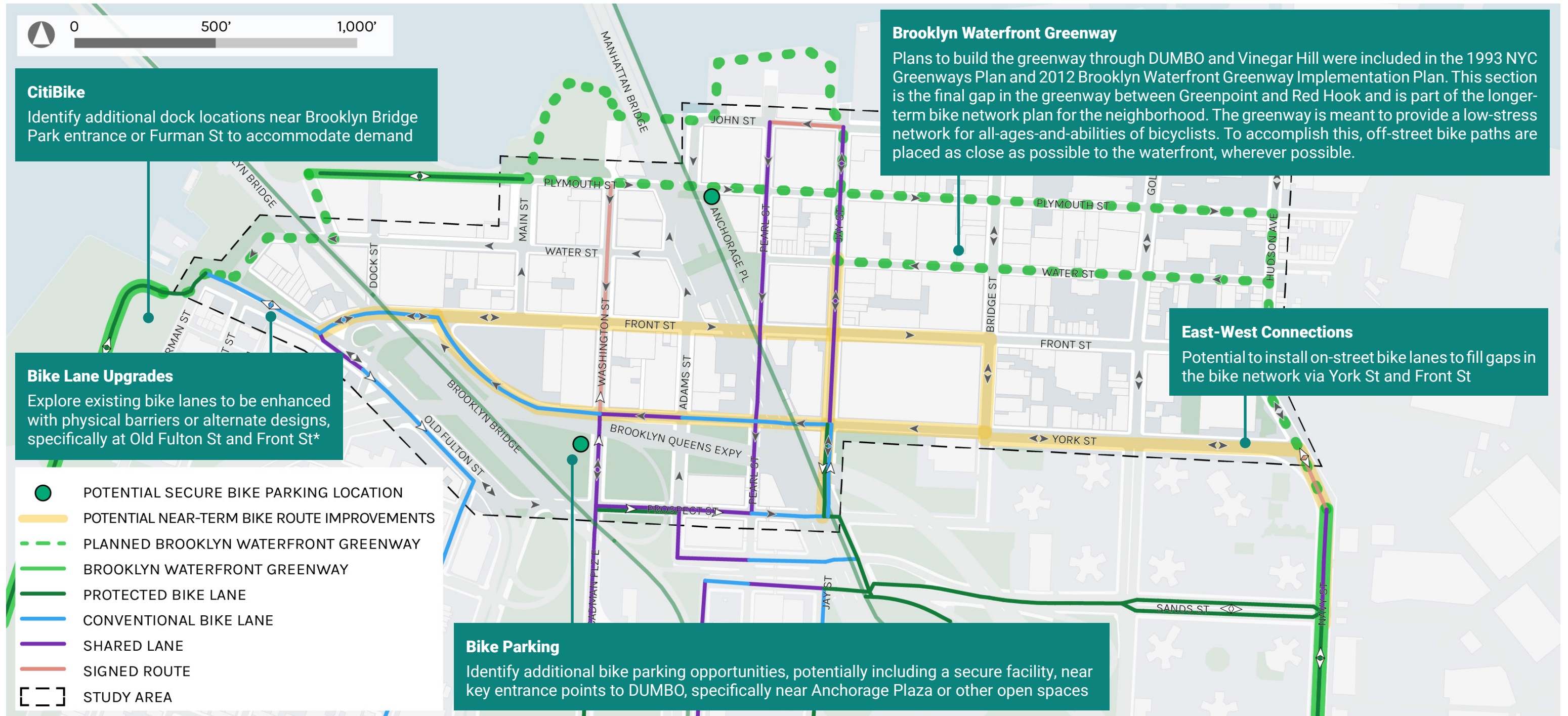
Strategy Toolkit: Pedestrian Safety



Strategy Toolkit: Pedestrian Safety & Public Realm



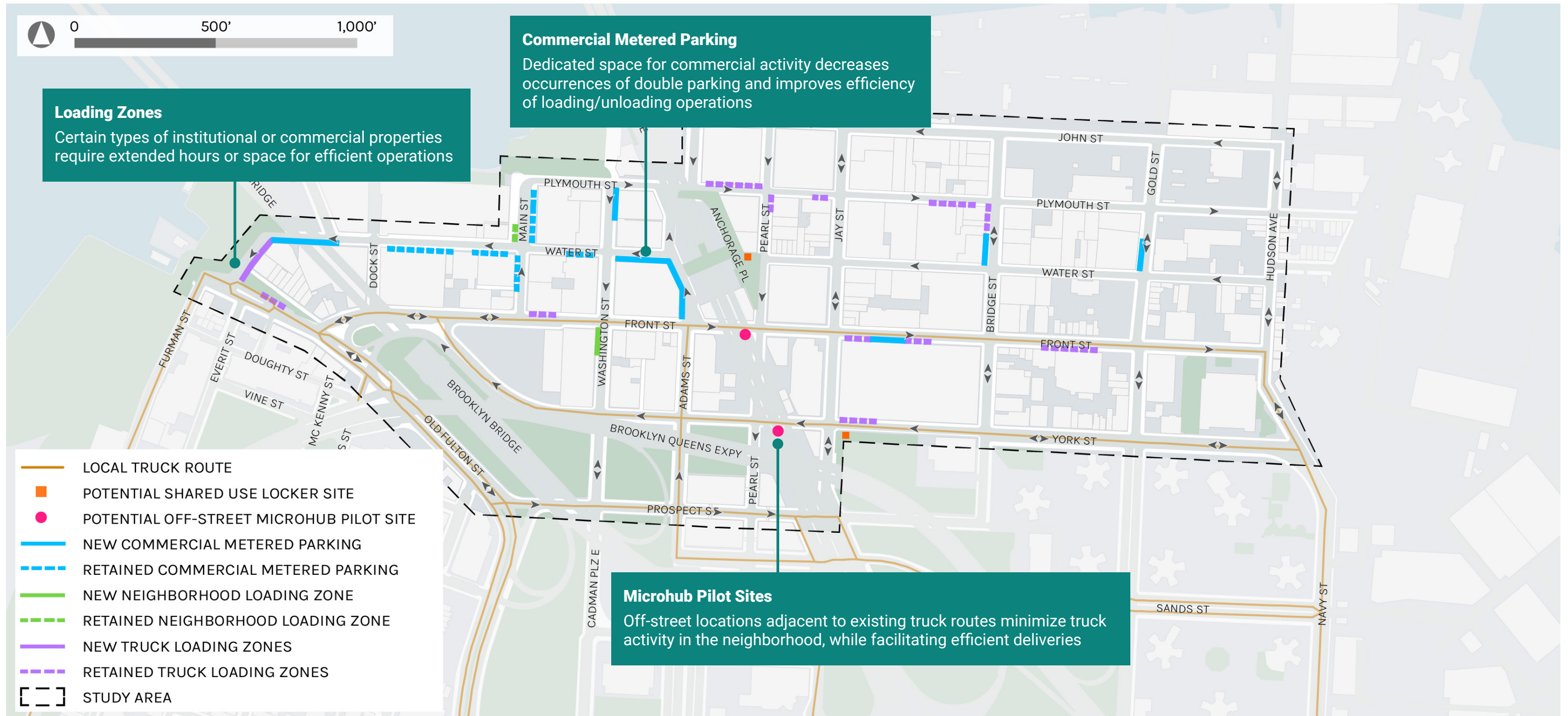
Strategy Toolkit: Bike Network



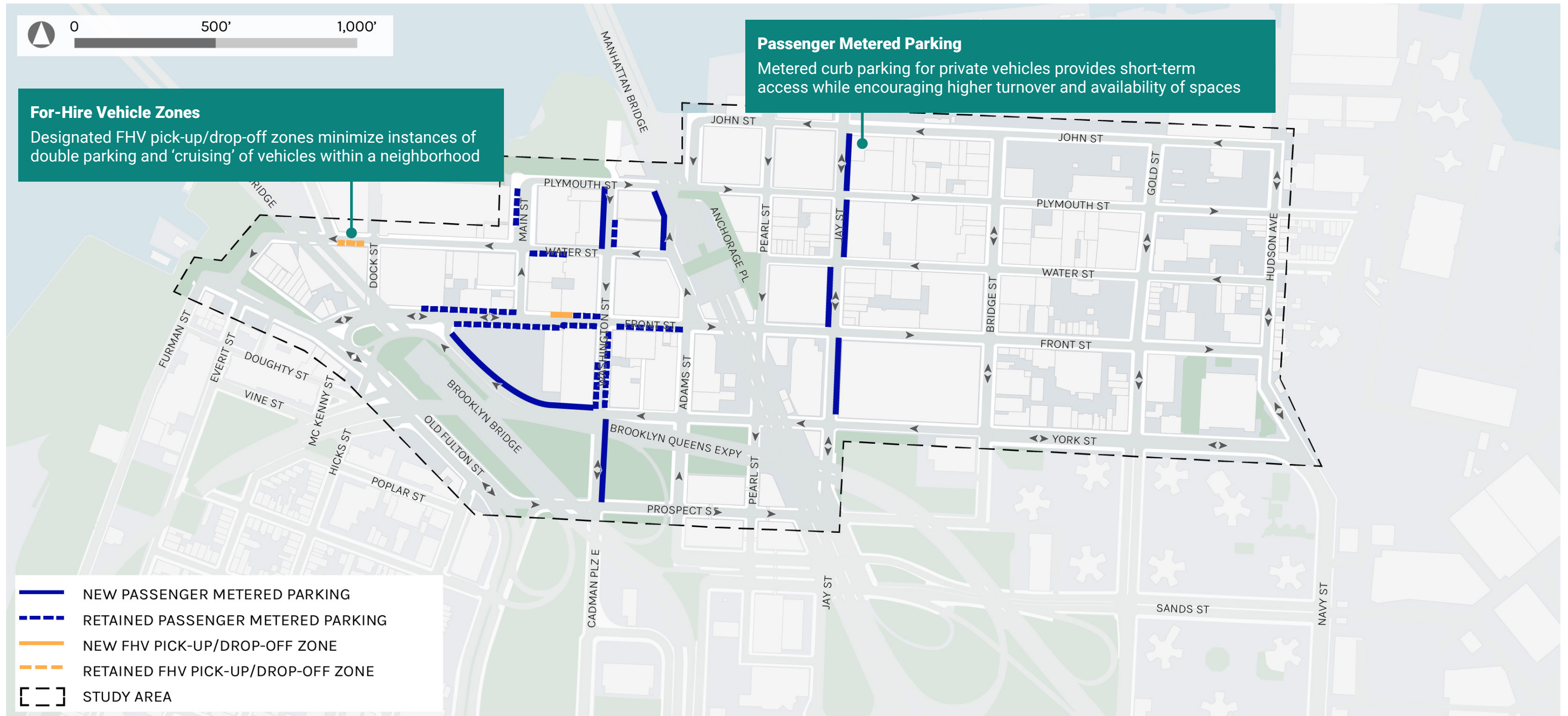
Note: Bike network based on NYC DOT mapped bike segments as of 2024.

*Bike lane upgrades on Front St could be completed in conjunction with proposed alternative alignment for B25 bus route (see page 55).

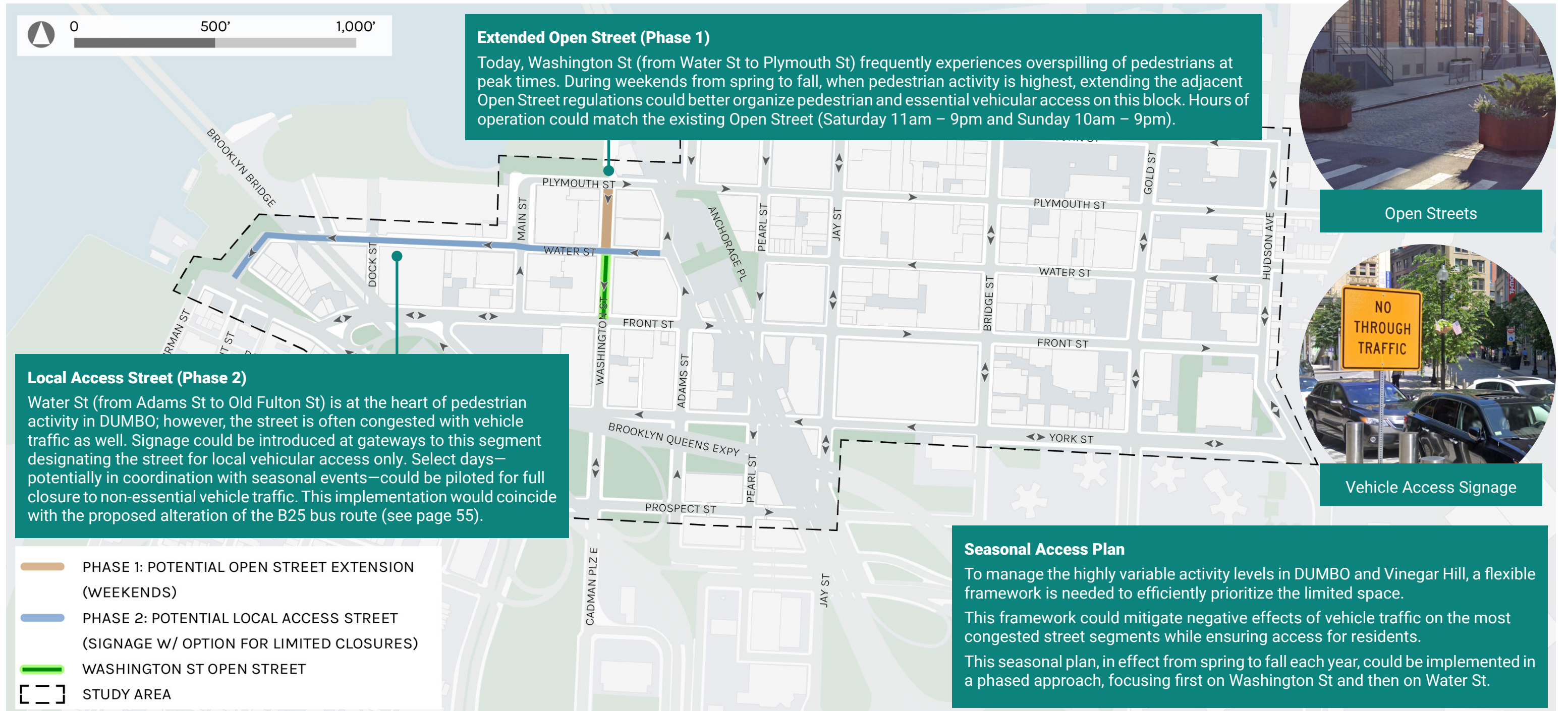
Strategy Toolkit: Daytime Commercial Operations



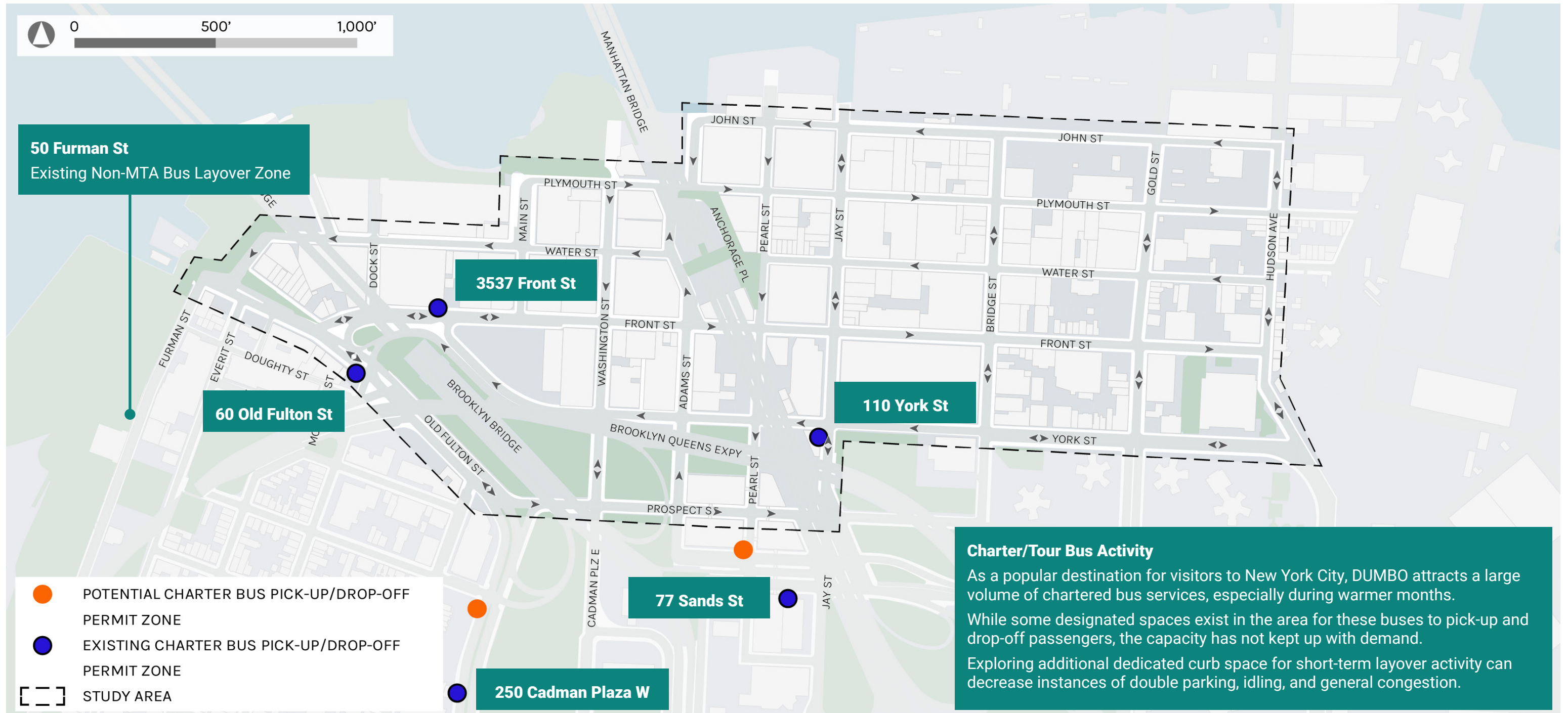
Strategy Toolkit: Daytime Parking Regulations



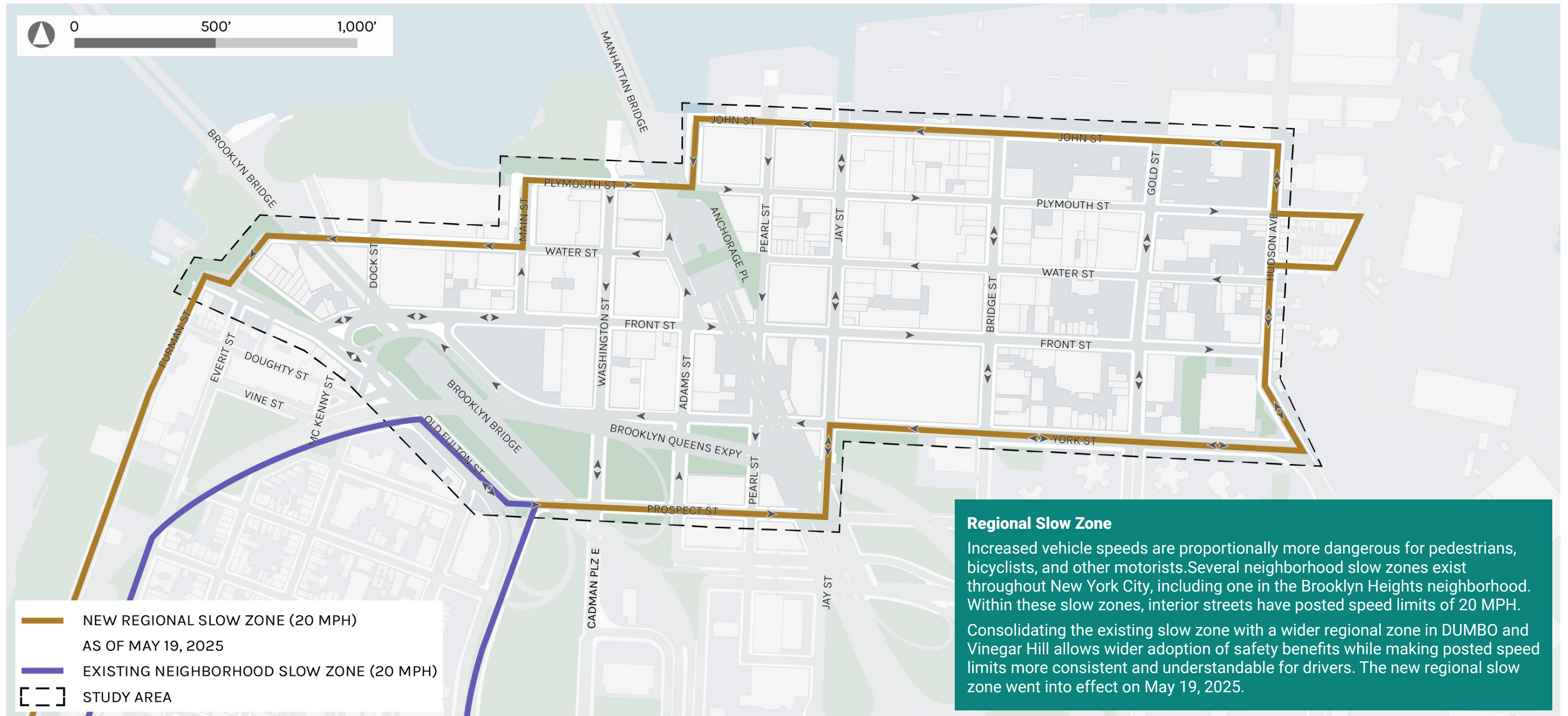
Strategy Toolkit: Peak Season Access Plan



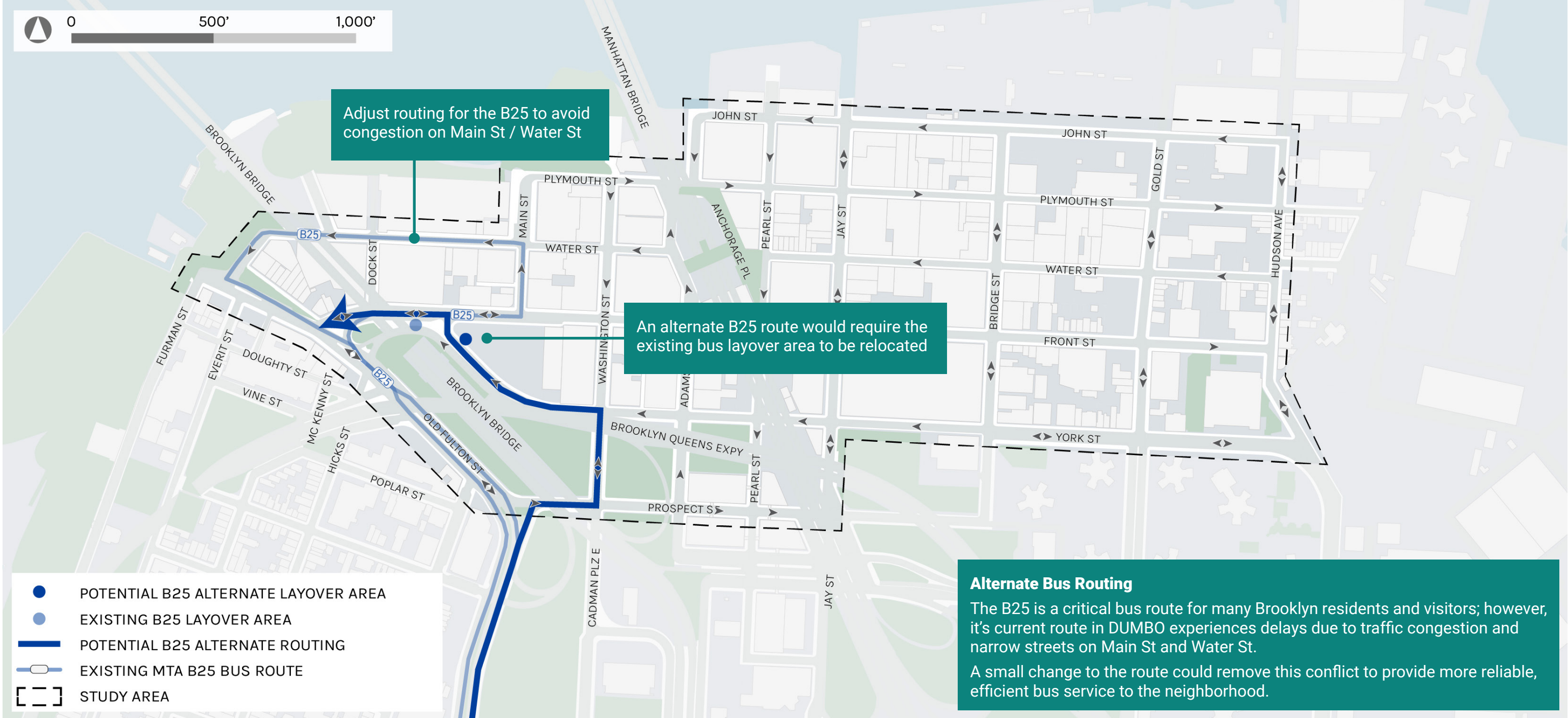
Strategy Toolkit: Circulation & Operations (Charter/Tour Buses)



Strategy Toolkit: Regional Slow Zone



Strategy Toolkit: B25 Potential Alternate Routing



Note: B25 alternate route would allow proposed bike lane upgrades on Front St (see page 47).

Recommendations: Summary

Focus Area	Description
Pedestrian Safety & Public Realm	<ul style="list-style-type: none"> • Install safety measures such as enhanced crossings and quick-build curb extensions at key intersections • Evaluate locations for red-light enforcement camera installation
Bike Network	<ul style="list-style-type: none"> • Implement near-term bike route improvements on York St, Front St, and Jay St • Evaluate additional CitiBike dock locations and bike parking to meet demand
Curb Management	<ul style="list-style-type: none"> • Provide dedicated space for commercial loading/unloading activity, especially along Water St, and pilot a freight microhub location • Implement limited metered passenger vehicle parking along the most congested streets and implement additional for-hire vehicle zones
Peak Season Access Plan	<ul style="list-style-type: none"> • Explore formally expanding the Washington St Open Street to adjacent block during peak seasons/times • Implement signage and/or streetscape tools during peak days in the pedestrian core of DUMBO to limit non-essential vehicle traffic
Circulation & Operations (Charter Buses)	<ul style="list-style-type: none"> • Evaluate additional charter bus pick-up/drop-off permit zones, potentially along Cadman Plaza W and Sands St • Explore feasibility of additional auxiliary charter bus layover spaces and operational improvements
Alternate Bus Routing	<ul style="list-style-type: none"> • Adjust B25 bus route to avoid traffic congestion and narrow streets on Main St and Water St • Shift B25 layover zone to York St at Front St to accommodate alternate routing

Recommendations: Summary

Focus Area	Lead Agency	Supporting Partners	Time Frame	Relative Cost
Pedestrian Safety & Public Realm	NYC DOT	NYPD	1-4 Years	\$\$\$\$
Bike Network	NYC DOT	NYC Parks/NYC EDC/NYC DDC/BBPDC	1-5 Years	\$\$\$\$
Curb Management	NYC DOT	NYPD/FDNY	1-2 Years	\$\$\$\$
Peak Season Access Plan	NYC DOT	NYC SBS/NYC DCP/NYPD/FDNY/DUMBO BID	1-2 Years	\$\$\$\$
Circulation & Operations (Charter Buses)	NYC DOT	NYC EDC	1-2 Years	\$\$\$\$
Alternate Bus Routing	MTA	NYC DOT	1-3 Years	\$\$\$\$

07. Conclusions & Next Steps

Conclusion

Implementation

The recommendations in this plan will guide NYC DOT and other City agencies in making near-term changes. This study—particularly the local challenges identified—will also inform future planning efforts and be incorporated into ongoing projects in the area. This study is not directly tied to any capital funding.

While some interventions put forward in this study are straightforward and can be implemented with minimal inter-agency coordination, some recommendations would require further analysis to bring them to implementation. However, this plan was developed to focus on actionable, near-term changes that work in concert with ongoing City efforts and the aim is for these recommendations to be evaluated and, ultimately, implemented within NYC DOT's ongoing operational program. This provides added flexibility for the City to carry out interventions in a timely manner and adapt strategies as needed based on results and further community feedback.



Conclusion

Next Steps

Aligning with the recommendations outlined on pages 54–55, the below steps are proposed following the release of this plan.

Fall – Winter 2025:

- NYC DOT to develop quick-build safety improvement projects at high-priority locations, including improvements to the bike network
- NYC DOT to develop detailed curb regulation changes at targeted locations, including changes to charter/tour bus operations
- MTA and NYC DOT to coordinate on B25 alternative routing plan

Winter – Spring 2026:

- NYC DOT to present project proposals to Community Boards, elected officials, and other stakeholders

2026 – 2027:

- NYC DOT to install priority quick-build projects
- NYC DOT to implement curb regulation changes
- NYC DOT to coordinate peak season access plan details with local stakeholders

2027 – Ongoing:

- MTA and NYC DOT to implement B25 route changes
- NYC DOT to evaluate quick-build projects, curb regulation changes, and peak season access plan to assess overall circulation, curb management, and safety outcomes and to align with future capital projects



08. Appendix

Data Collection

Data Collection Program

Vehicular turning movement counts (TMCs), May/June 2023

Used data to supplement in-person collection.

Vehicular automatic traffic recorder (ATR) counts, May 2024

Prioritized main travel corridors near high-pedestrian activity zones.

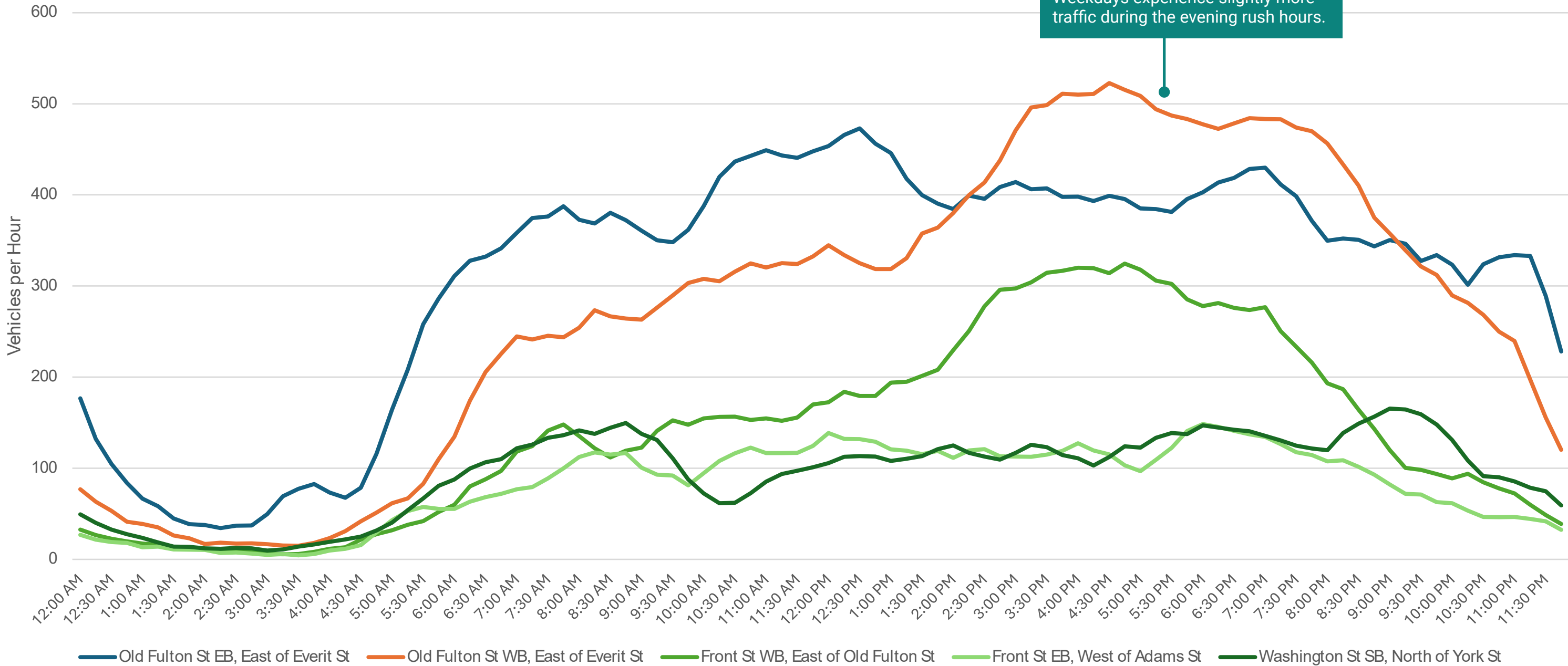
Pedestrian counts, July 2024

Focused on high-pedestrian activity crosswalks and sidewalks/pedestrian streets (e.g., Old Fulton Street and Washington Street).



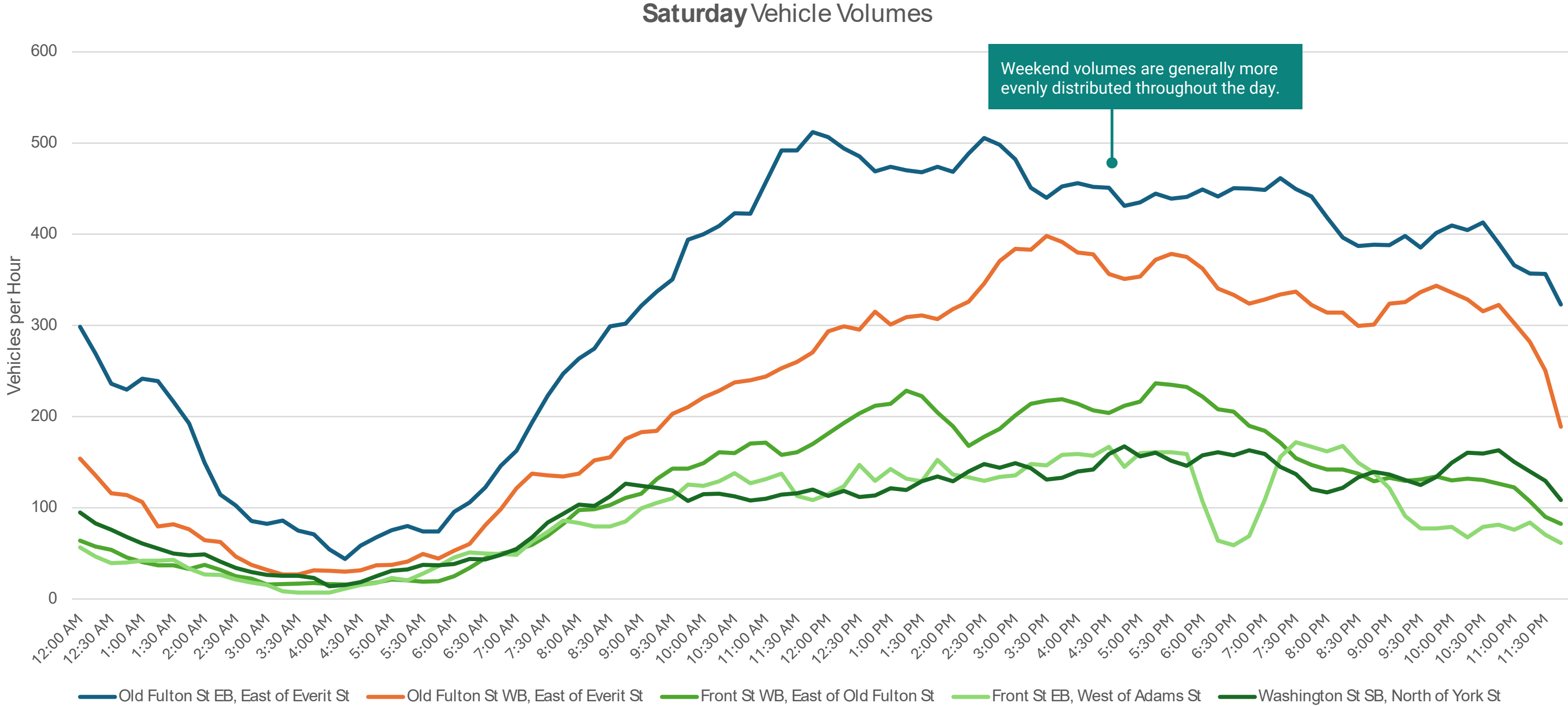
Data Collection: Weekday Vehicle Volumes (Spring)

Weekday Vehicle Volumes



Data: May 2024 ATR Counts

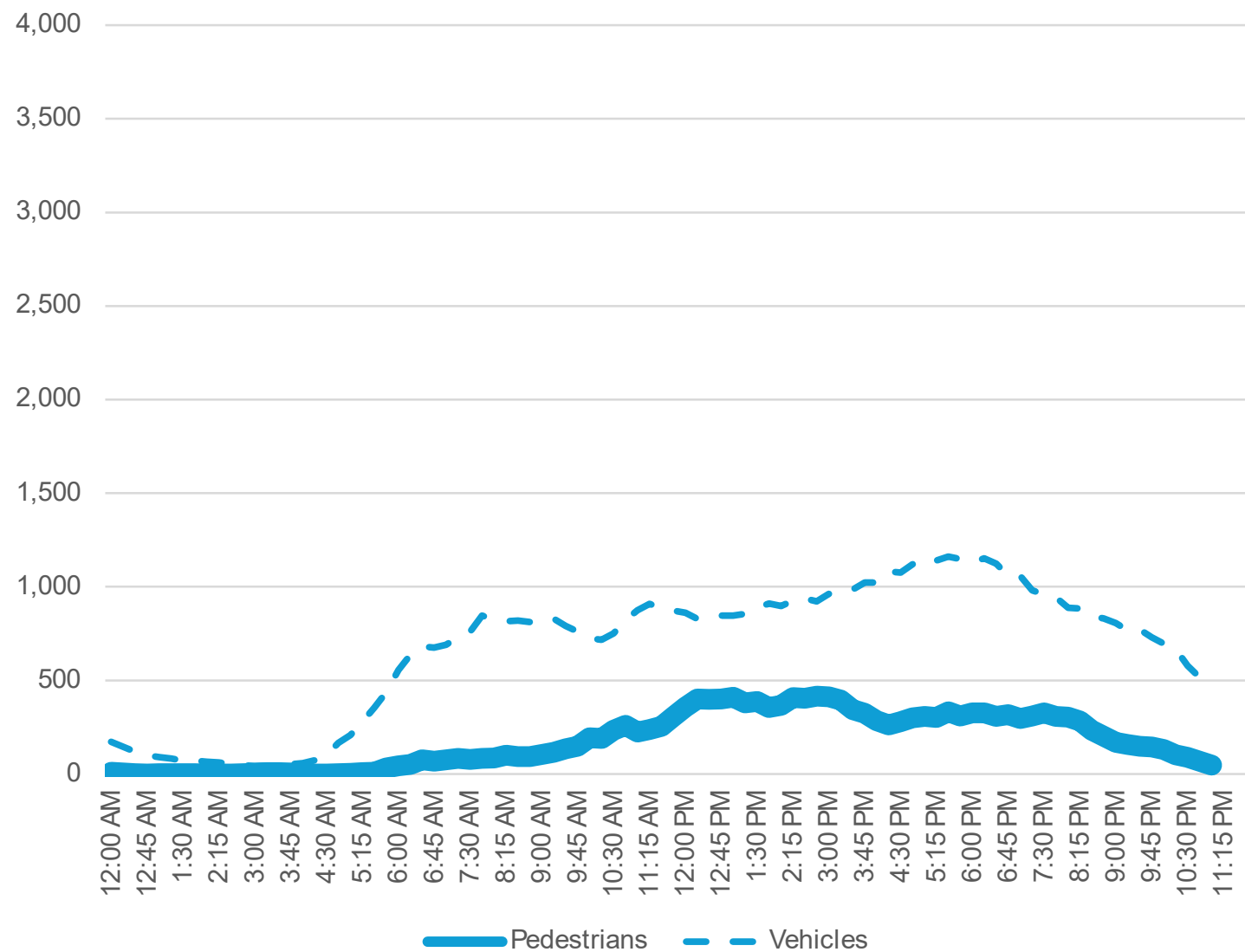
Data Collection: Saturday Vehicle Volumes (Spring)



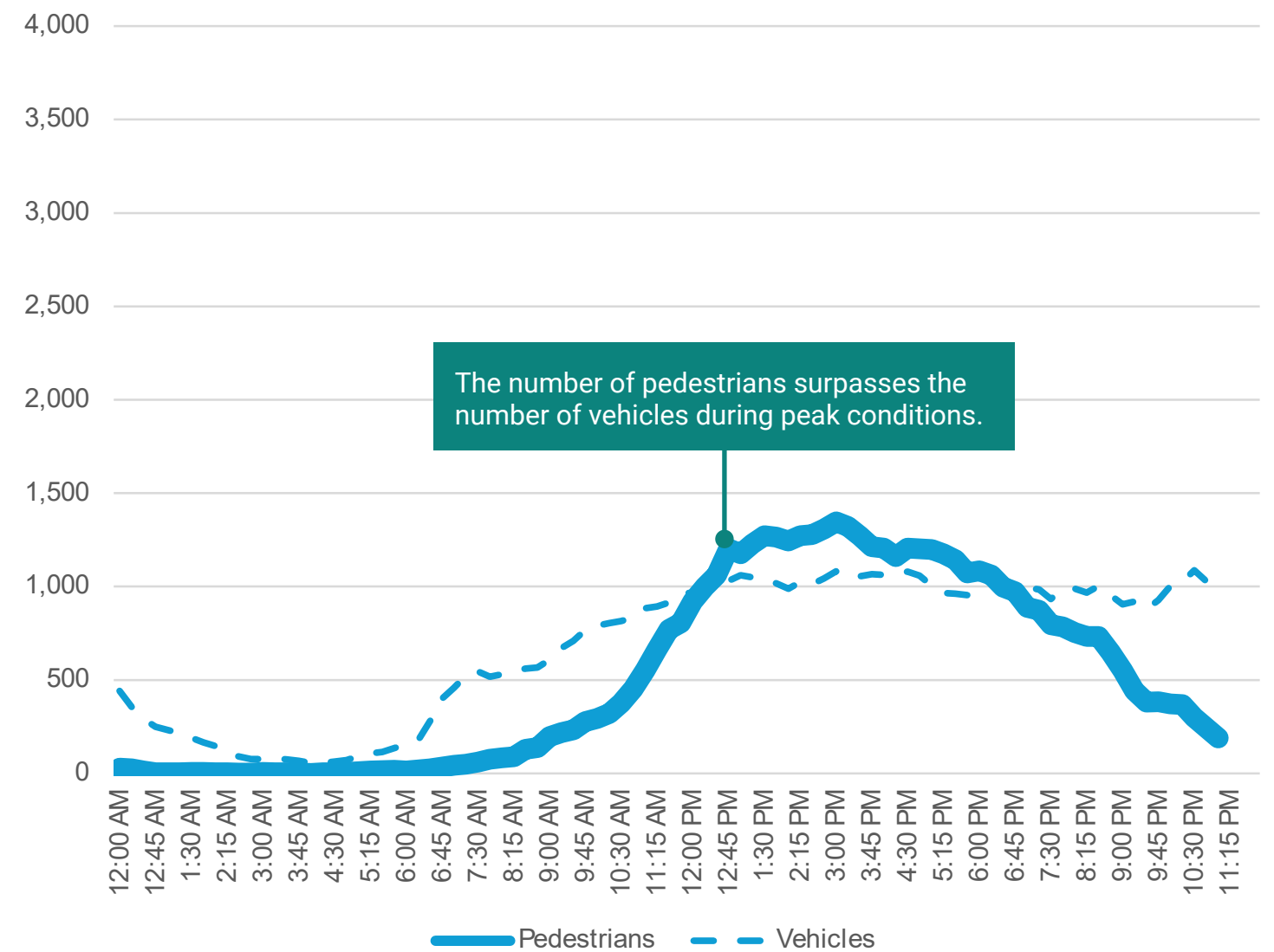
Data: May 2024 ATR Counts

Data Collection: Crosswalk & Vehicle Volumes Spring 2023

Weekday Pedestrians vs. Vehicles
Old Fulton Street & Front Street



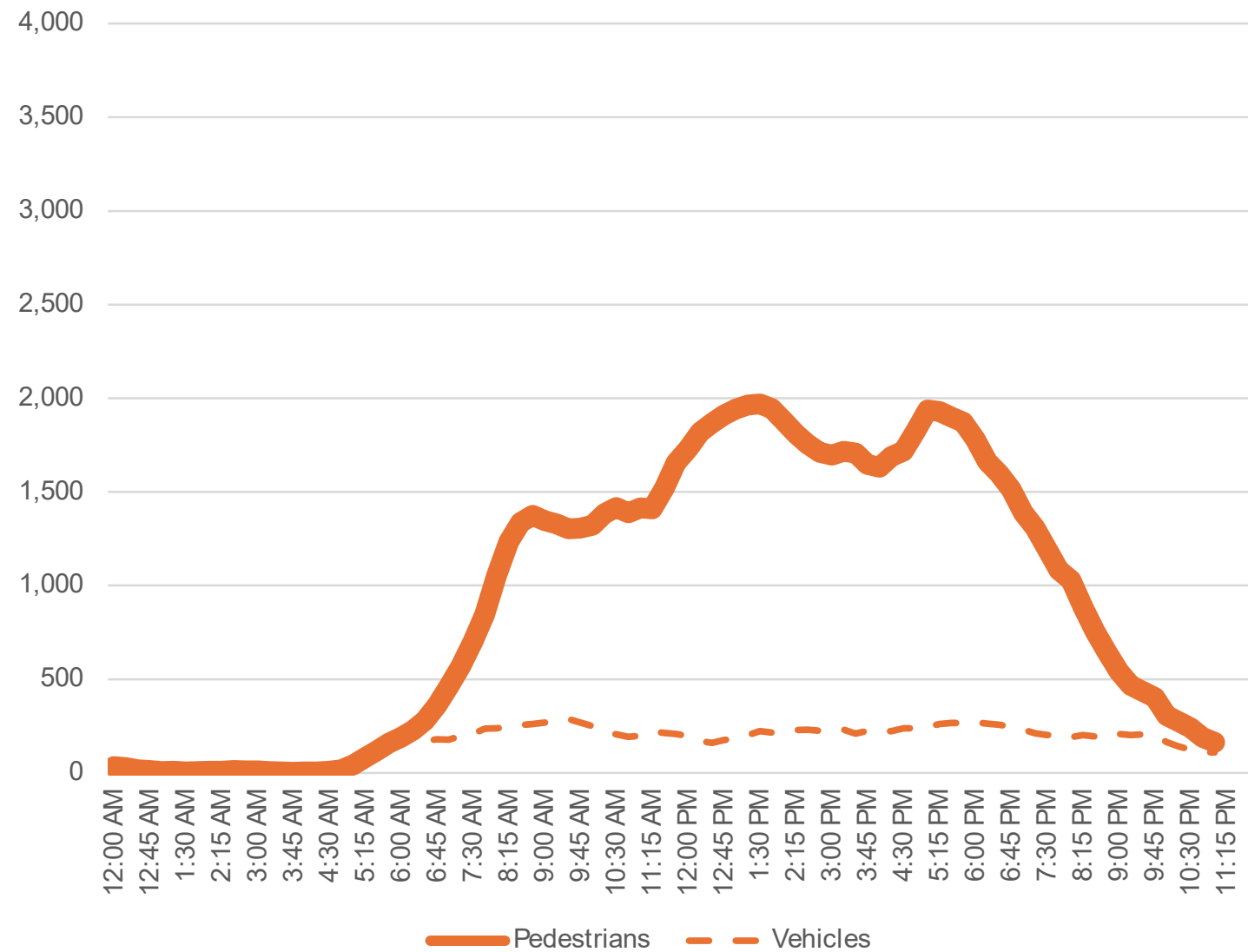
Saturday Pedestrians vs. Vehicles
Old Fulton Street & Front Street



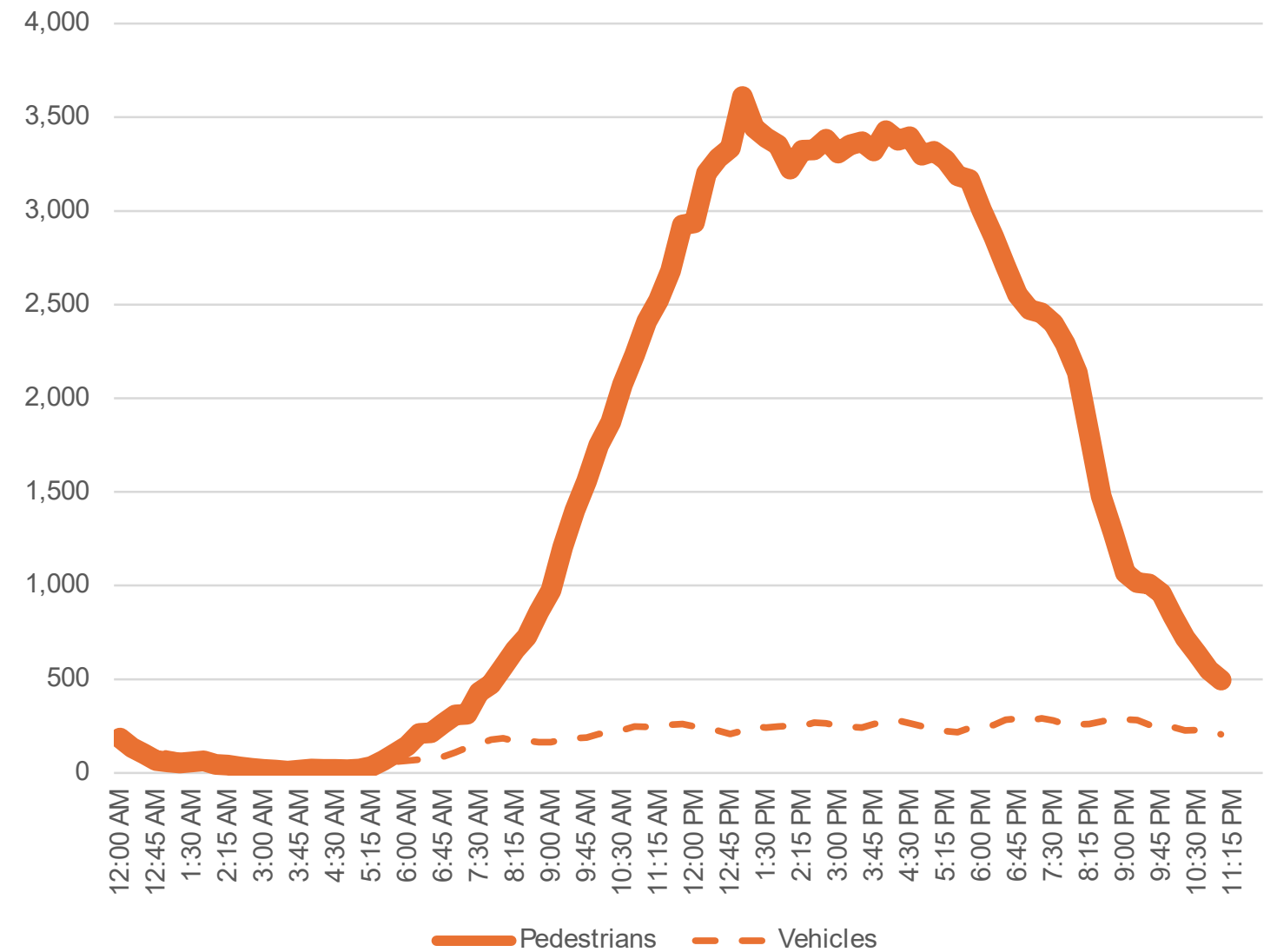
Data: May/June 2023 TMC Counts, vehicular counts exclude channelized westbound right-turn.

Data Collection: Crosswalk & Vehicle Volumes Spring 2023

Weekday Pedestrians vs. Vehicles
Front Street & Washington Street



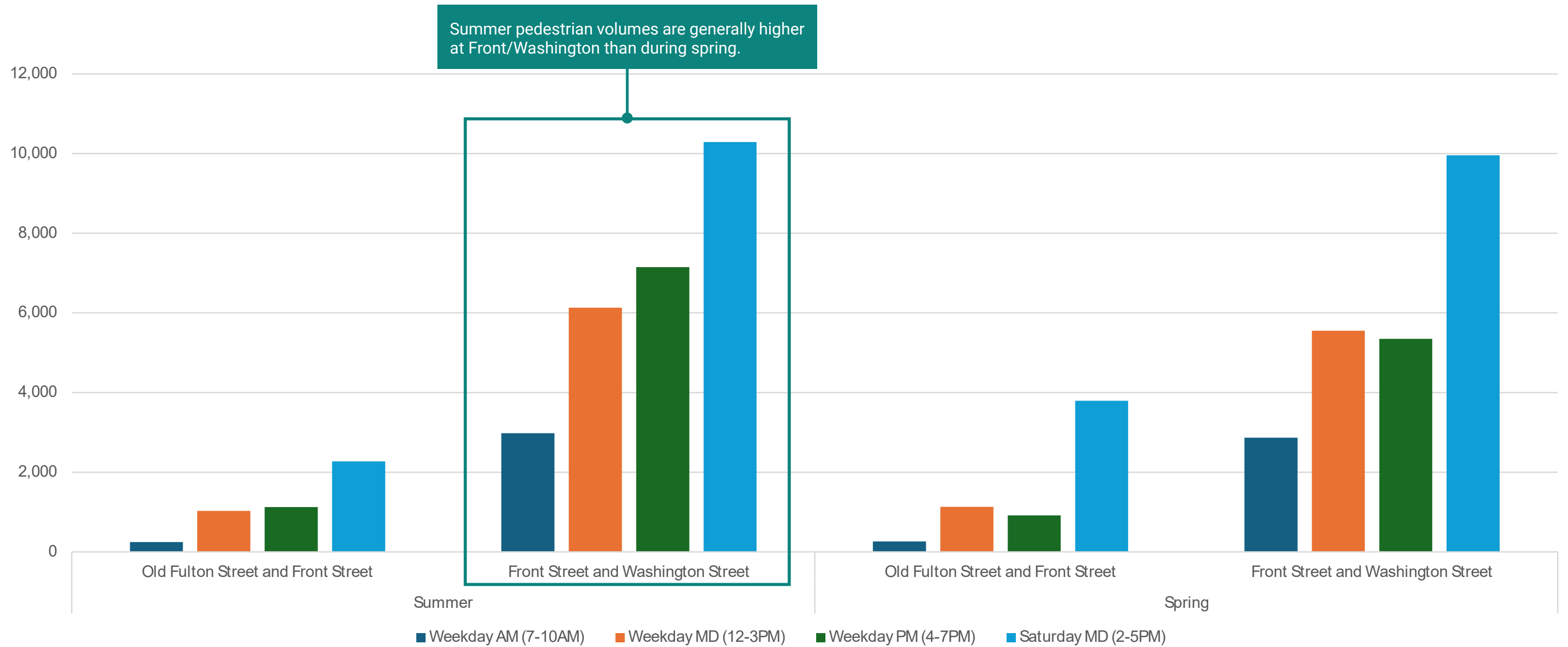
Saturday Pedestrians vs. Vehicles
Front Street & Washington Street



Data: May/June 2023 TMC Counts

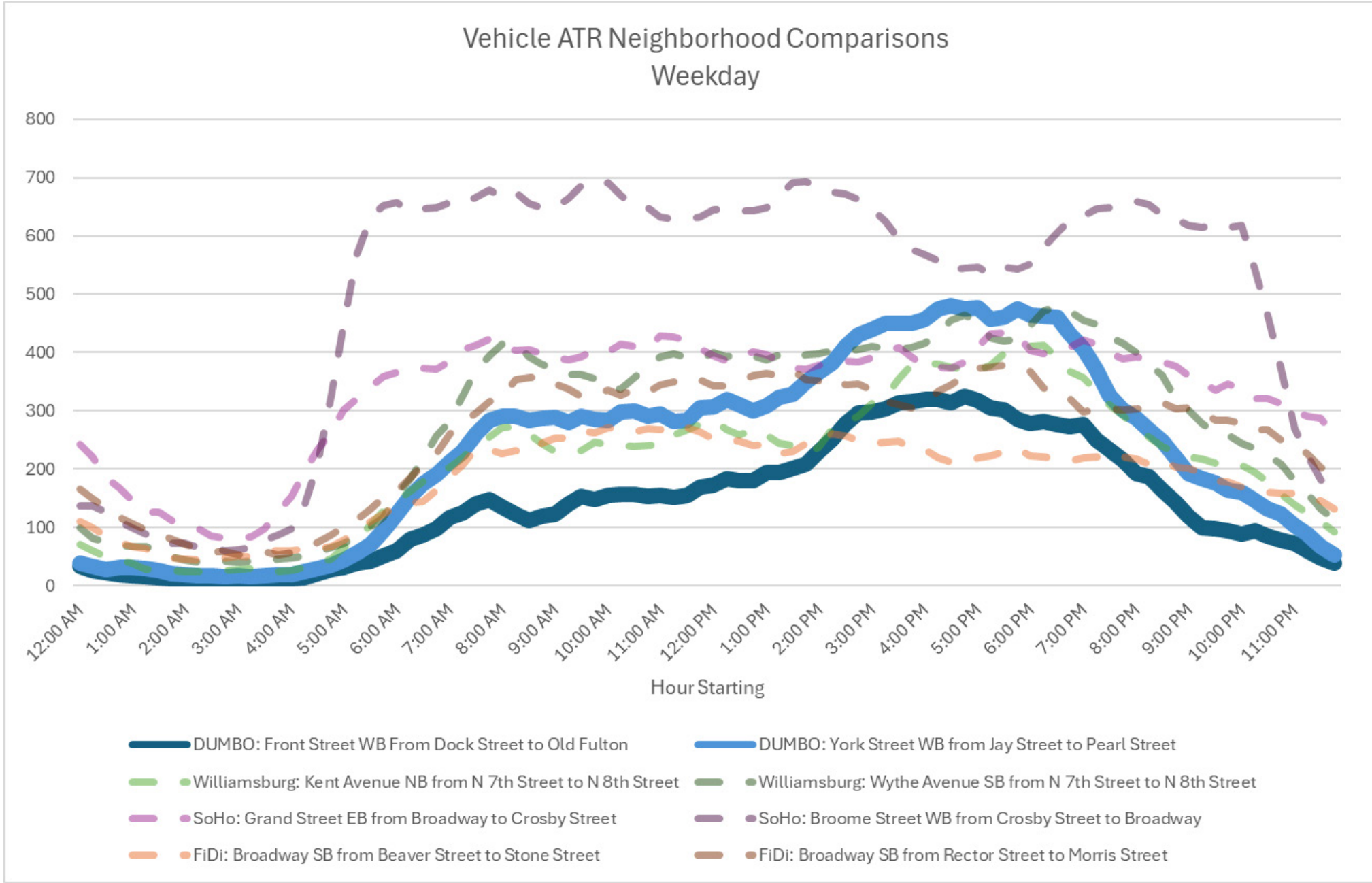
The number of pedestrians surpasses the number of vehicles during all hours

Data Collection: Crosswalk Pedestrian Volumes (Summer vs. Spring)

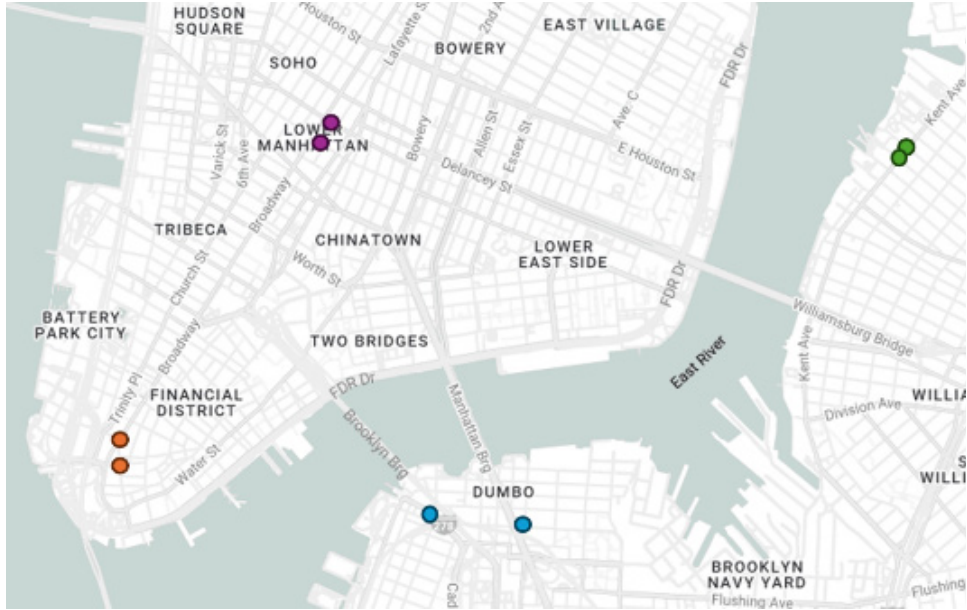


Data: May-June 2024/July 2024 Camera Counts

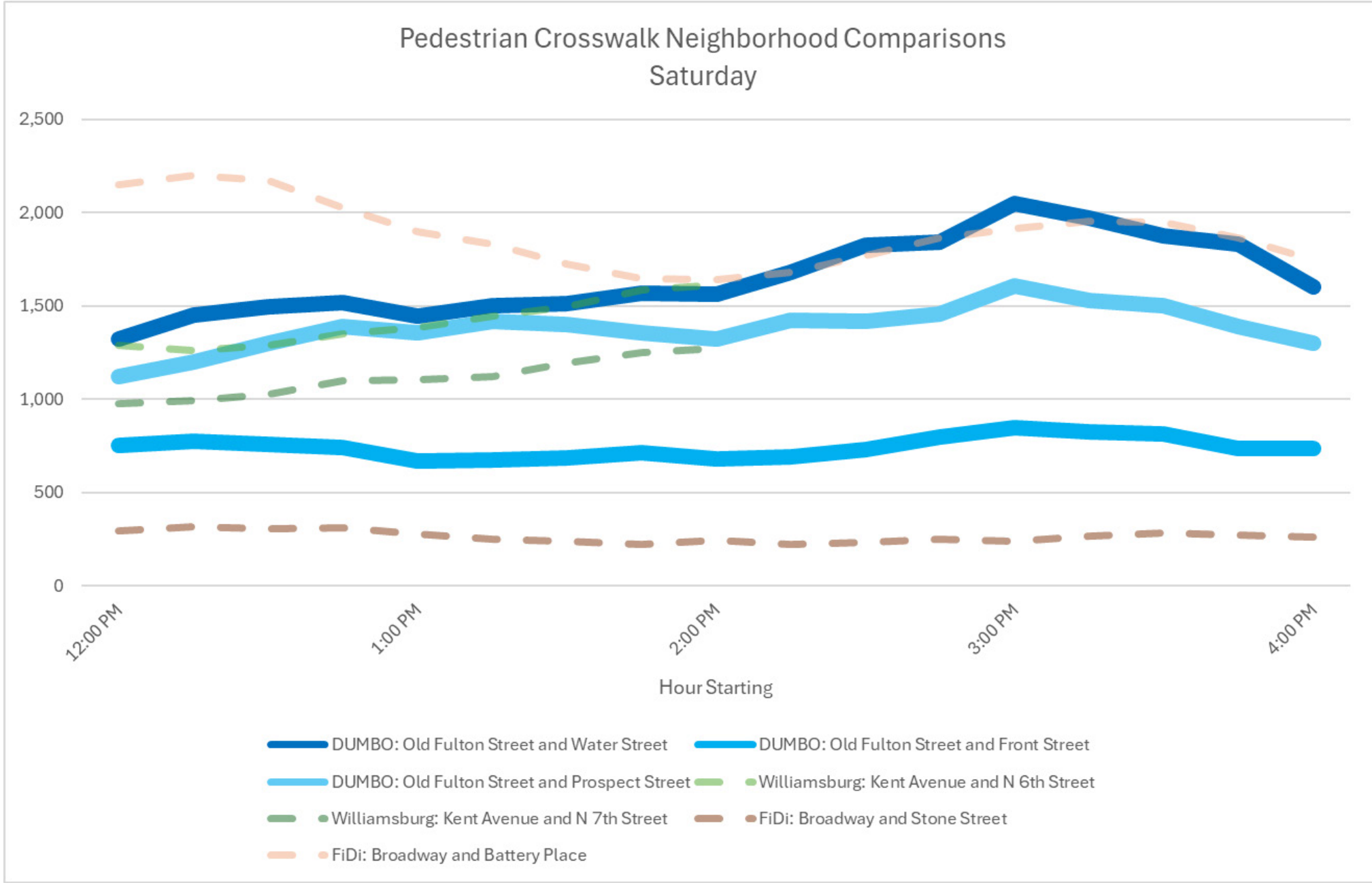
Weekday Vehicle Volume Comparisons: DUMBO vs. Williamsburg, SoHo, & Financial District



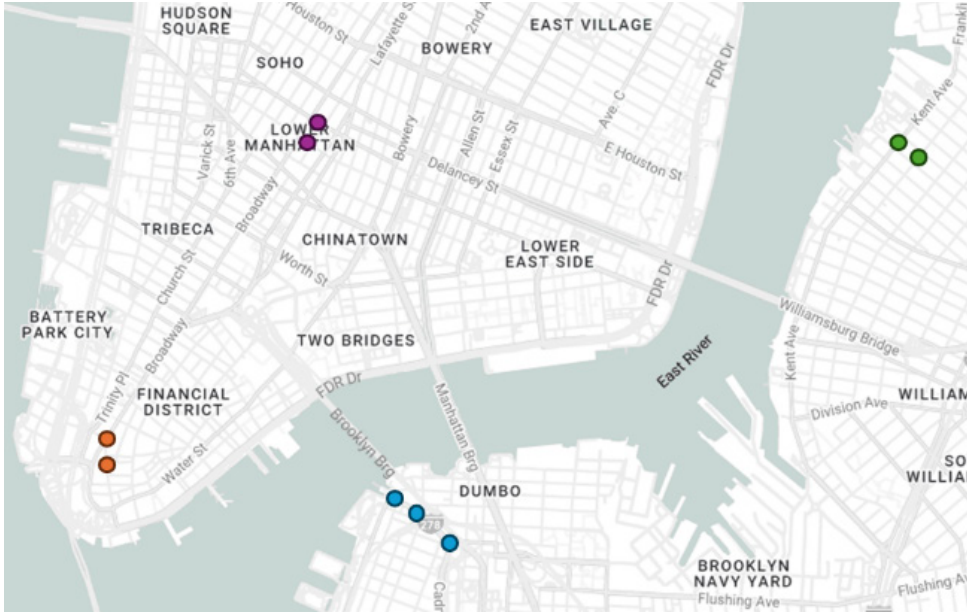
DUMBO vehicle volumes are consistent with or slightly lower than other comparable neighborhoods.



Saturday Vehicle Volume Comparisons: DUMBO vs. Williamsburg, SoHo, & Financial District



DUMBO pedestrian volumes are consistent with or slightly higher than other comparable neighborhoods.



Note that all intersections represent 3-leg intersections except for Kent Avenue which includes 4-leg intersections.

Data Collection Program: Curbside Operations

Curbside needs assessment, March 2024

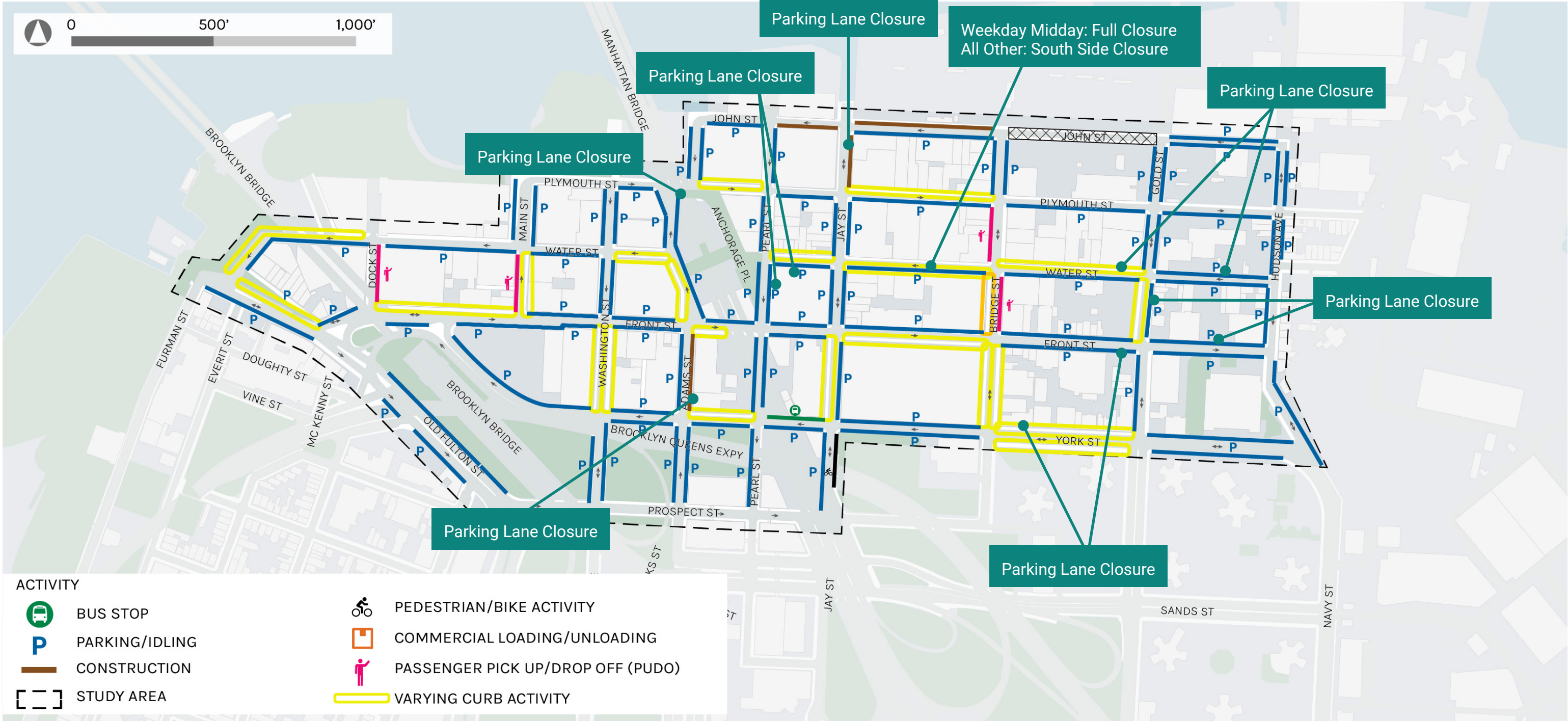
Observed and recorded curb utilization and activity levels on all block faces in study area.

Curbside utilization/accumulation counts, October 2024

- Collected data on 16 priority block faces, identified in coordination with NYC DOT
- Data used to inform mobility recommendations at specific locations
- Illustrates curbside activity in both travel and curbside lanes, capturing both legal and illegal activity



Primary Curbside Activity Observed



Observations from March 2024.

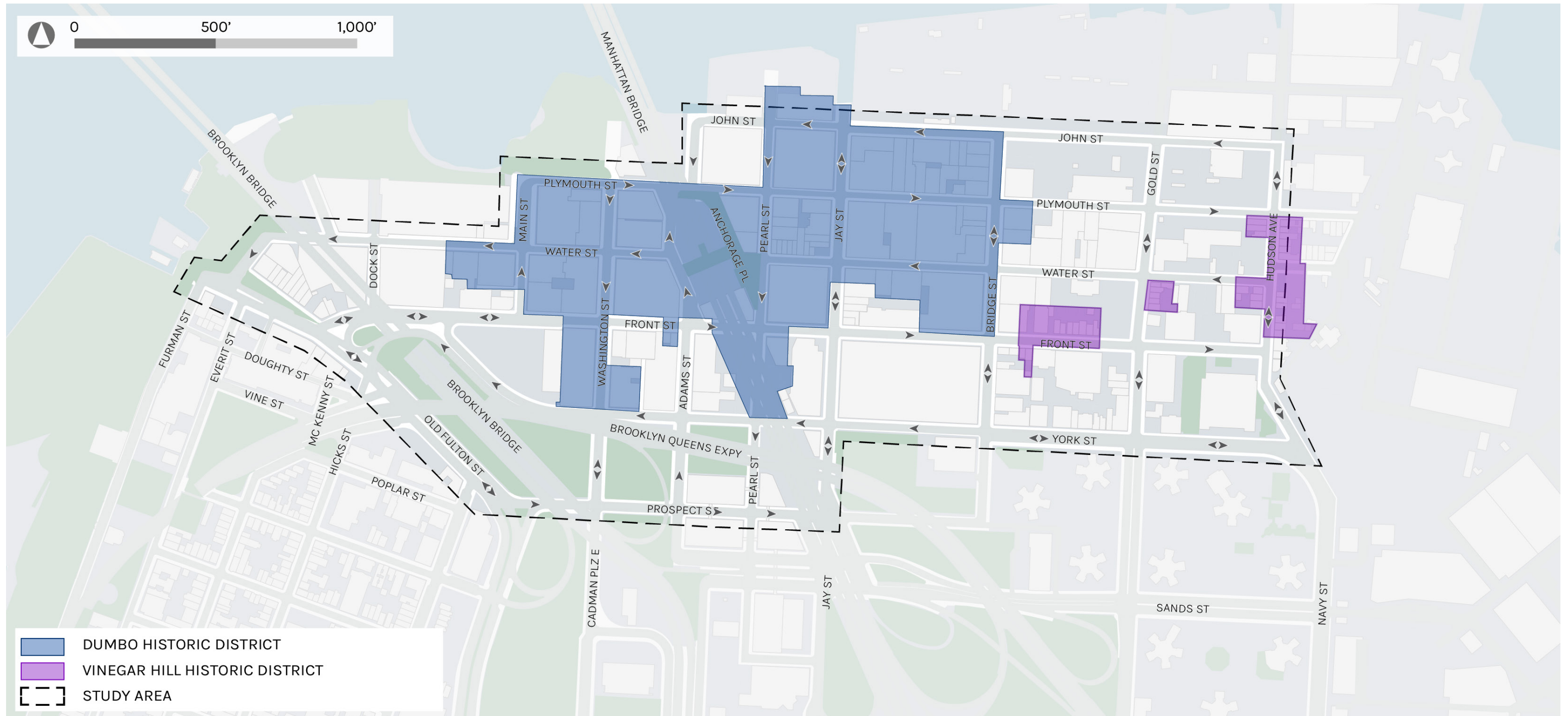
Data Collection Program: Curbside Operations



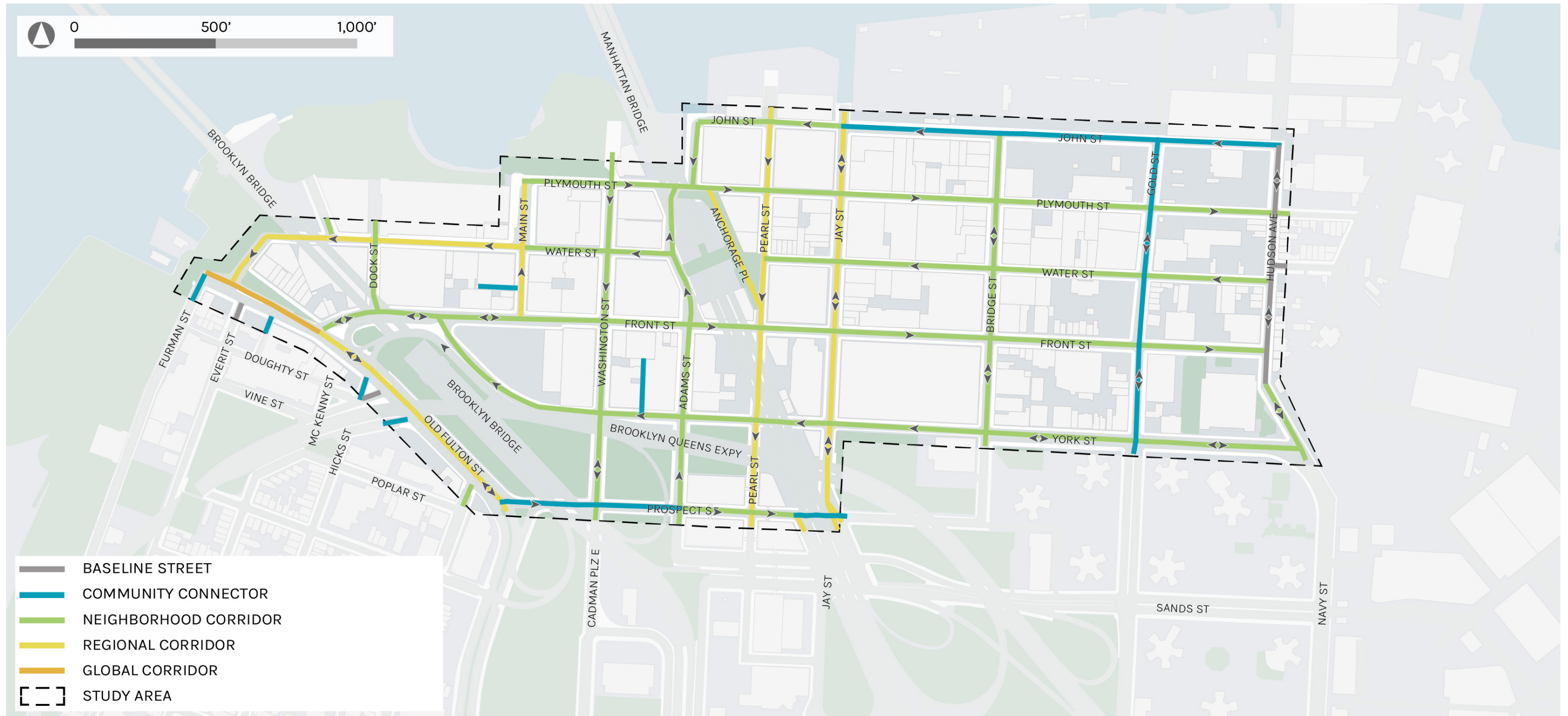
Observations from October 2024.

Additional Contextual Maps

Historic Districts



Pedestrian Mobility Corridors



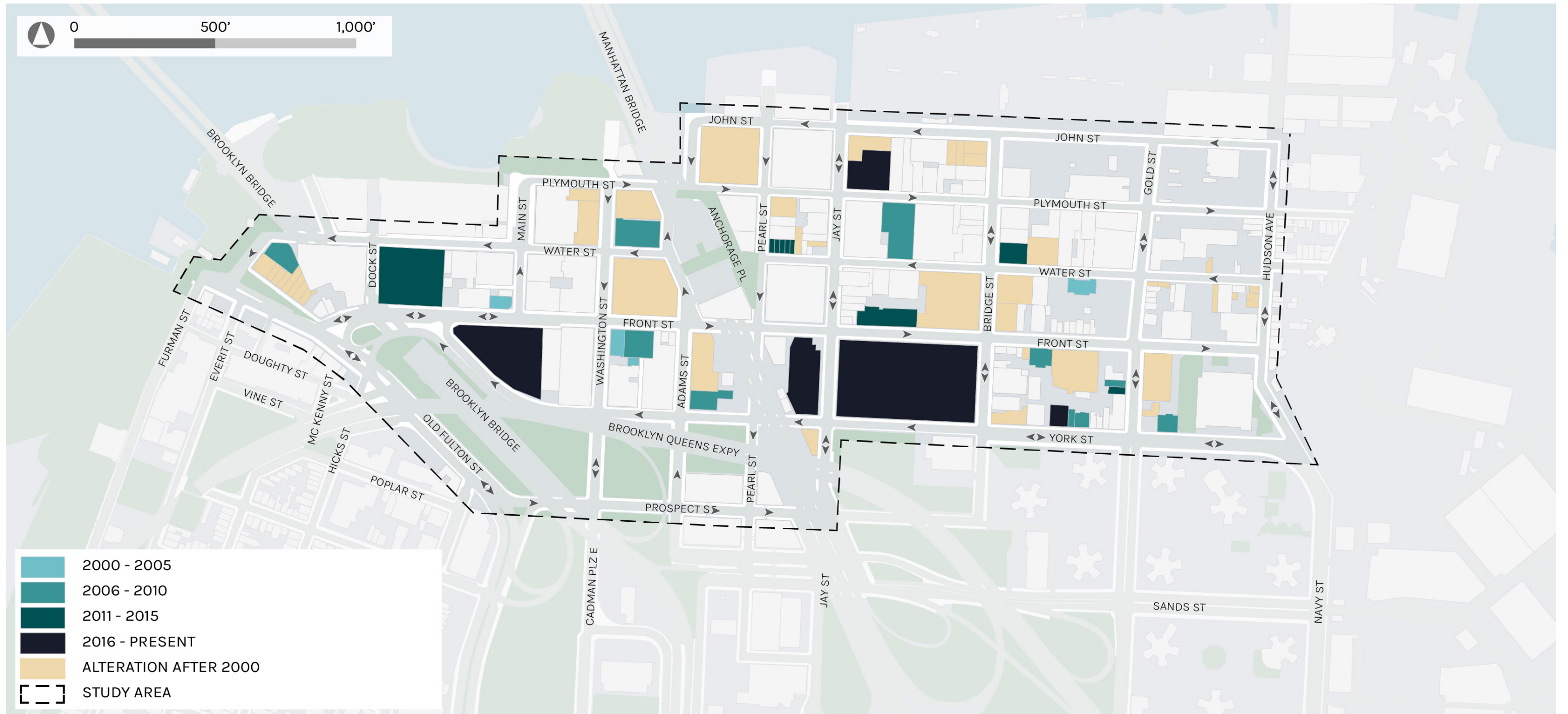
Note: Classifications are designated by NYC DOT based on estimated pedestrian volumes; Global Corridors see the highest volumes and Baseline Streets see the lowest.

Parking Garages

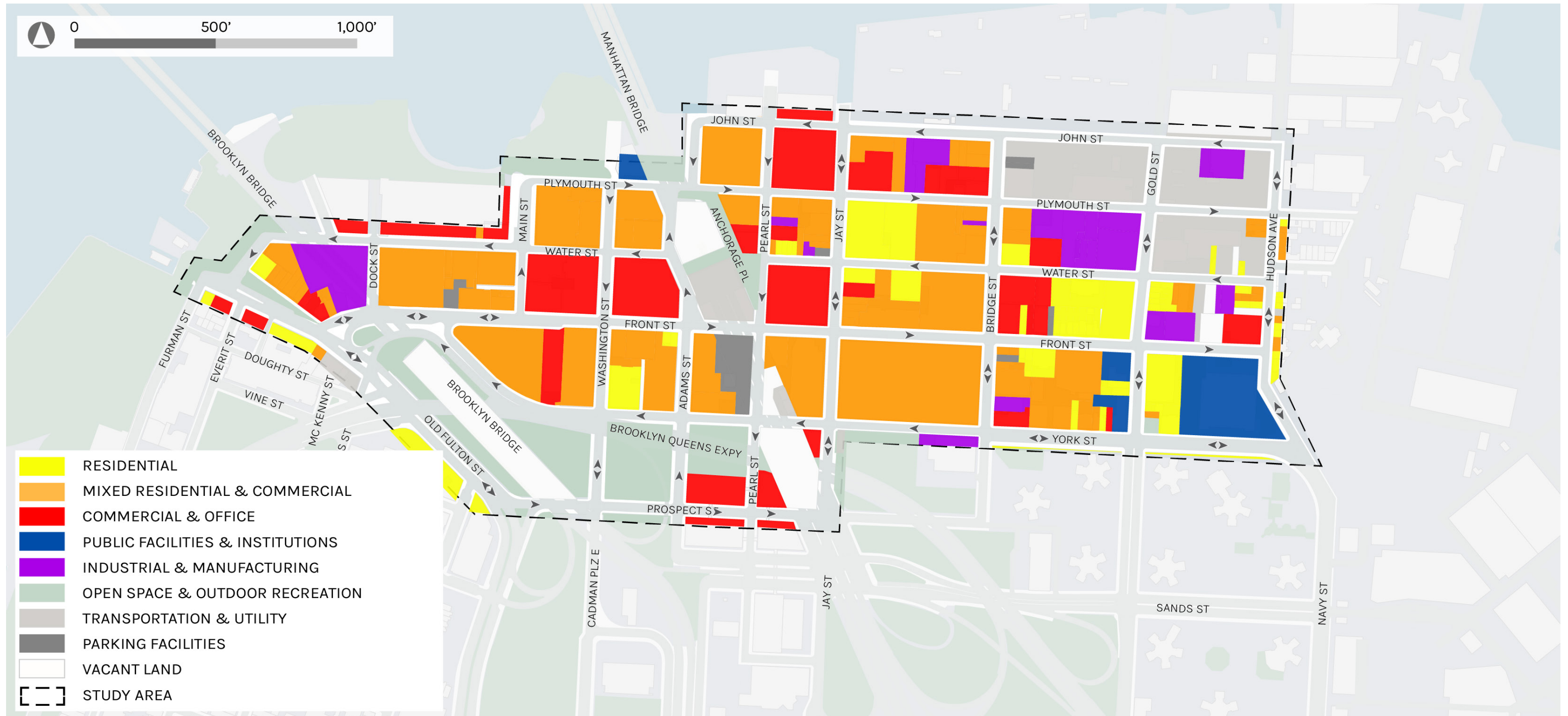


Note: Parking capacities determined by field visits in Winter 2024; some garages within residential buildings reserve spaces for residents.

Building Stock by Age

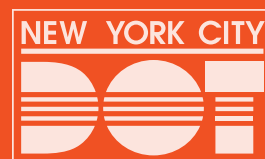


Land Use



DUMBO & Vinegar Hill Mobility Report

July 2025



NYC / EDC

