Program Description

The aim of this program was to provide seasonal, outdoor public seating in the parking lane of the street as an amenity to pedestrians at places where sidewalk seating is not available, and to build well-designed public open spaces that invite people to stay. First called “Pop-Up Cafes” here in New York and “Parklets” on the west coast, such installations have been popular in San Francisco and Europe where, like New York, narrow sidewalks often prevent traditional sidewalk cafés or permanent public seating. In the summer of 2010, DOT partnered with two Lower Manhattan restaurants to pilot the city’s first curbside public seating platform on Pearl Street. The space was well-used and well-liked by the neighborhood, prompting the local community board to issue a letter of support and to express enthusiasm for additional sites.

2011 Expansion

Building on this success, DOT expanded the program in 2011 by approving applications from three additional establishments for a total of four sites citywide. The four sites in operation last year were at Bombay’s and Fika (60-66 Pearl St.), Local (144 Sullivan St.), Le Pain Quotidien (708 3rd Ave.) in Manhattan, and Ecopolis (180 Smith St.) in Brooklyn. Each establishment applied to participate in the program and, after preliminary approval from DOT, each site was reviewed and approved by their local community board.
The structural designs were reviewed by DOT to make sure they were compliant with the program guidelines prior to installation (http://www.nyc.gov/html/dot/downloads/pdf/popup_cafe_design_guidelines.pdf). Design and construction of each platform was carried out by New York State licensed architects/engineers and contractors hired by each sponsoring establishment. DOT provided technical assistance to the applicants, and typically made some operational enhancements to the site, such as applying markings or adding flexible bollards.

As public spaces, no alcohol consumption was allowed at the spaces and smoking was prohibited. Seating was open to the public, not reserved for customers of any particular establishment, and each site had a sign emphasizing this. Establishments were prohibited from providing table service at a site, but patrons could order and pay for goods inside and have them brought out to a table.
What follows is the summary of observations and analyses of each installation, conducted by DOT over the warm-weather season, to assess how well they were operated and utilized.

Evaluation Criteria

This evaluation report uses a combination of quantitative and qualitative information to assess how the four sites were operated and utilized. Some of the key criteria for successful public spaces include usage, user behavior and duration, community impacts, and economic vitality.

The data in this report is derived from field observations conducted in September of 2011, with the exception of Pearl Street which was observed in August of 2010. User counts were collected manually, assisted by time lapse video in certain locations. Counts of the number of people at a site were taken every 15 minutes, and the dwell time in the space was recorded for each person. The data for Pearl Street was collected in two steps - first prior to installation and then again after implementation to try to gauge changes – and did not track dwell time.

For some sites, surveys of users and surveys of operators were conducted to get some general feedback about the pilot installations.
Local

The installation at Local (144 Sullivan St.), the only community board-approved site of seven applications in Manhattan CB2, was installed and put into operation in July 2011. Local is a small coffee shop offering light food (soups, sandwiches, pastries) for breakfast and lunch. It does not offer alcohol or have table service. Local’s hours are Mon, 7:30am-6pm; Tue-Fri, 7:30am-10pm; Sat, 9am-10pm; Sun, 9am-6pm.

Site Characteristics

Sullivan Street is a one-way street (northbound) with two parking lanes and one moving lane. The establishment has a very short storefront length of 9’-7”. The installation was a temporary, 16-foot by 6-foot wooden deck in the place of roughly two parking spots. The deck was buffered on three sides with four-foot high planting walls topped with sea grass. Four removable benches were put into the space for a maximum capacity of 12 people seated at one time. There is a tree and plantings at the adjacent sidewalk. To provide additional shade, an umbrella was placed on the deck during operation.

Neighborhood Profile

The neighborhood near Local (within 2 blocks) mostly consists of multi-family buildings, mixed residential and commercial buildings, and public facilities and institutions. According to 2010 census data, 46% of residents in the area are male and 54% are female. It is a relatively young neighborhood - 82% of residents are in the 18 to 64 age range, and about 60% are between 20 and 50. The neighborhood has a median household income of $63,275 (2000 census data).

Field Observations

The field survey at Local was conducted on Friday September 2nd, from 8:00 a.m. to 6:00 p.m. On the survey day, 96 people used the space in front of Local, of which 58 were male and 38 were female. Most of the users were between 18 and 64. 3 seniors (65+) and 2 children were observed. The space was also pet-friendly – a number of users brought their dogs with them when sitting at the space (8 out of 96).

The peak hours of the platform’s use at Local were 11:00 a.m. - 12:00 p.m. and 3:00 p.m. - 4:00 p.m. The average occupancy was 7 people in each of those periods. Maximum occupancy occurred around 11:15 a.m., with 11 people sitting in the space at the same time. This new public space was frequently occupied. Over half of the observation period, 1

Figure 1: User count at Local’s platform (taken every 15 minutes)

\[ \text{Figure 1: User count at Local’s platform (taken every 15 minutes)} \]

1 According to Census 2010 Data in Block Group Level-Census tract 49, block 2 and block 3; census tract 37, block 2; census tract 65, block 3 and block 4.
the deck had at least 4 people seated at any given time. During the 2½-hour lunch period between 11:45am and 2:15pm, 39 people used the 12-seat platform, giving each seat an average turnover of 1.3 persons per hour.

The space was successful at attracting people from the sidewalk. Passersby were observed walking onto the platform, sitting on the benches, talking to each other, reading newspapers, eating their lunch, working on laptops, making phone calls, and engaging in other social and non-social activities. The average dwell time (how long a person stayed at the platform) varied depending the activities they were involved with. At Local, the average dwell time was 26 minutes. About half the people stayed longer than 15 minutes, and 25% stayed longer than 43 minutes. The maximum dwell time observed was 111 minutes by a middle-aged female while she was having lunch, chatting, and working on her laptop.

Operator Survey

According to Local’s owners, 90% of people who use the installation at Local were from the surrounding neighborhood. They also said that the installation was “definitely good for business, especially in a way that creates new space for the community.” Although the impact on sales for Local was not dramatic, they still felt there is potential for some benefit in the long term. One significant challenge they reported encountering was regulating users’ behavior. While there was a “No Smoking” sign placed at the site, some people were still observed smoking there. The owners of Local had to frequently stop people from smoking whenever they saw it happening.

Summary

The installation at Local created a public space where about 12 people could sit at the same time, and was observed being utilized by 96 people in a single day, in the street space that would otherwise have been occupied by one or two cars parked for the whole day, or even a few consecutive days. It was frequently used by residents from the community in a variety of different ways, and has potential benefit to the sponsoring establishment in the long term, but faced some challenges dealing with smokers.
Ecopolis

The platform outside of the coffee shop Ecopolis, on Smith St. and Warren St., was Brooklyn’s first installation as part of this program. It was approved by Brooklyn Community Board 2 in mid-April, 2011 and was installed in July. Ecopolis is a coffee shop offering light fare (baked goods and sandwiches) for lunch and dinner. The hours are Mon. - Fri. 7 a.m. to 9 p.m., Sat. - Sun 9 a.m. to 9 p.m.

Neighborhood Profile

The neighborhood near Ecopolis (within 3 blocks) consists of multi-family buildings, 1-2 family buildings, and mixed-use units. Commercial units are concentrated along Smith Street. Renters occupied 66% of the total housing in this area (Census 2010). The neighborhood contains about 3,537 residents, of which 48% are male, 52% are female. This neighborhood is also relatively young - 16% are under 18, and only 7% are in the above 65 group. The median household income in this area is $55,417 (2000 Census).

Site Characteristics

The platform was located on Warren Street, near an entrance of the Bergen Street F-train subway stop. Warren Street has one westbound travel lane and two parking lanes. The entrance of the café is at the corner of Smith Street facing east; the 25-foot-by-6-foot installation was built using reclaimed blond wood and spanned a single metered parking spot on Warren Street. The platform featured 5 tables, 10 chairs, and 2 umbrellas, as well as planters screening people from traffic.

Field Observations

A field survey was conducted on Wednesday, September 21st, from 11:00 a.m. to 2:00 p.m. In the three hours, 38 people used the space, of which 18 were male (47%) and 20 were female (53%). Most users were young or middle-aged – only 2 were seniors. Due to the limited observation period, it was not immediately clear when the peak hour of use was throughout the day, and the owner of Ecopolis also said it was hard to identify the highest occupancy period, however they felt normally there would be more people in the afternoon.

During the observation period, the average occupancy was 4 people and the maximum occurred around 1:50 p.m., with 12 people on the platform at the same time, two of whom were standing. During most of the observation period, the platform had at least 4 people seated. During the 2½-hour lunch period between 11:45am and 2:15pm, 32 people used the 10-seat platform, giving each seat an
average turnover of 1.3 persons per hour – the same as Local.

Figure 2: Ecopolis pop-up cafe user count (every 15 minutes)

There was a relative high occupancy period around noon when people sat eating lunch, and a trend of more people in the afternoon when residents in the neighborhood gathered and chatted with each other. The platform was in front of a subway entrance, and as such some people used the space to make phone calls and waited to meet up with others. The average dwell time at the Ecopolis installation was 28 minutes. 50% of people stayed there longer than 24 minutes, and 25% stayed longer than 35 minutes. The maximum dwell time observed was 91 minutes by two people having lunch together starting from 11:48 a.m.

Operator Survey

According to a survey conducted by the owner of Ecopolis, 67% of those who use the space live or work within 3 blocks. The owner said they felt it was good for business because it contributes positively to the community, and they were experiencing a sales increase compared to last year when the restaurant was newly opened. The only concern they expressed was that, being installed next to a busy subway entrance, the capacity of their installation was too low (only 10 seats) to meet the demand for seating, such that they had some crowding with people standing at busy times.

Summary

The installation at Ecopolis created a public space with 10 seats, and was observed being utilized by 45 people in a three hour period, in the street space that would otherwise have been occupied by one parked for the whole day, or even many consecutive days. It was popular with locals, so much so that at certain times there were more people on the platform than available seats, and the owner feels it increased their sales. There were no reported problems at this site.
Le Pain Quotidien

The installation sponsored by Le Pain Quotidien was located at the corner of 44th Street and 3rd Ave. It was approved by Manhattan Community Board 6 on March 9th, and installed in early May, 2011. Le Pain Quotidien is a French bakery chain serving sandwiches and baked goods for breakfast and lunch. Inside the restaurant they have table service and offer beer and wine. The hours are Mon-Fri 7 am - 7:30 pm; Sat-Sun 8 am - 6:30 pm.

Site Characteristics

44th Street has two parking lanes and one eastbound travel lane; the sidewalk width is 14’8”. Le Pain Quotidien is situated at the corner on the first floor of a high-rise office building. The store frontage length is 74’1”. The platform covered a 60-foot by 6-foot area, and featured 10 bistro-style wood tables, 20 chairs, and two umbrellas, as well as a row of planters surrounding the tables.

Neighborhood Profile

The area around (within 3 blocks) largely consists of commercial and office buildings, and few multi-family buildings; 86% of the total housing is occupied by renters (2010). According to Census 2010, the area² contains 2,024 residents, of which 45% are male, 55% are female. 90% of the residents are in the 18 to 64 age group. The median household income is $80,953 (Census Tract 92) and $62,375 (Census Tract 90) in the adjacent areas (Census 2000).

Field Observations

The field survey of Le Pain Quotidien was conducted on Thursday, September 22nd, 2011, from 11:40 am to 3:15 pm. During the survey period, 92 people used the space. 48% were male and 52% were female. Most of the users were in the age between 18 and 64 - only 2 seniors (65+) were observed.

Lunchtime was the peak hour of use at the Le Pain Quotidien site. The average occupancy was 10 people in each period. Maximum occupancy happened around 1:50 p.m. with 18 people seated in the space. In 93% of the observation period, the platform had at least 6 people seated. The space was highly occupied between 12:30 p.m. and 2:30 p.m. During the 2½-hour lunch period between 11:45am and 2:15pm, 67 people used the 20-seat platform, giving each seat an average turnover of 1.3 persons per hour – the same as both Ecopolis and Local.

² According to Census 2010 Data in Block Level: Census tract 92-Block 1011, Census tract 92-Block 1015, Census tract 92-Block 1014, Census tract 88-Block 1000, Census tract 90-Block 100, and Census tract 90-Block 1000.
Most people using the site around mid-day were eating their lunch there. They brought meals purchased from nearby stores, sat at the tables and chairs, and talked with each other. Some sat for a short time when waiting for others. People almost always came in pairs or groups, having lunch together, and leaving at the same time. At Le Pain Quotidien, the average dwell time was 25 minutes. About 50% of the people stayed longer than 22 minutes, and 25% stayed longer than 36 minutes. The maximum dwell time observed was 57 minutes by two middle-aged females having lunch and chatting in the space.

Two issues were observed during the survey at this site. First, people would move the tables and chairs off the platform to the sidewalk, and they were not always promptly returned after they left. Second, Le Pain Quotidien staff was seen taking orders from people on the platform, which is prohibited. This problem was also cited in a complaint from the public received via email. Both of these issues were communicated to the operator and have since stopped.

**Operator Survey**

According to the manager, about 90% of the people who used the platform on weekdays live or work in the neighborhood, while most are tourists on weekends. He also added that the installation “is good for business; at least it doesn't hurt business. It's a public space, anyone can sit there.”

**Summary**

The 20 seats at Le Pain Quotidien’s platform were observed being heavily used, especially at lunch time. The space helps relieve sidewalk crowding by providing an out-of-the-way gathering space, and improves the existing streetscape with planting and seating. However, the operator needs to be more diligent about keeping the movable furniture from migrating onto the sidewalk.
Bombay’s and Fika

Opened in August 2010 as the city’s first pilot installation, the Pearl Street site was located in front of Fika at 66 Pearl Street and Bombay’s at 60 Pearl Street – a collaborative effort by two neighboring restaurants. Fika is a Swedish-themed coffee and chocolate shop offering sandwiches and baked good for breakfast and lunch. Their hours are Mon-Fri 7am-7pm; Sat 9am-6pm; Sun 10am-4pm. Bombay’s is a take-out/cafeteria-style Indian lunch restaurant, with beer available inside. Their hours are Mon-Sat 11:30 am - 9 pm.

Site Characteristics

Pearl Street is a one-way street (southwest bound) with two parking lanes. The platform replaced a row of 5 parked cars with 14 tables and 50 seats surrounded by planters, forming a public space 84 feet long and 6 feet wide. The maximum capacity for sitting was 50, and the seats were open to everyone. There are no trees along the sidewalk and no additional umbrellas were installed for shade, but because of the tall neighboring buildings, the periods of direct sun were short. The design, with a modular wood decking system and metallic rectangular planters, mirrored the first similar pilot in San Francisco.

Neighborhood Profile

The area near Bombay’s and Fika is predominantly commercial office buildings. Most people who visited the site work in the nearby offices. According to the 2010 census, only 731 people live in the neighborhood (New York County, Census Tract 9), of which 55% are male, 45% are female, and 89% are between age 18 and 64. 89% or residents are renters. The median household income of this neighborhood is $105,456 (2000 census).

Field Observations

NYCDOT conducted field surveys in July and September 2010, collecting data from both before and after the installation. The data collection was carried out over many different periods covering every hour between 9 a.m. and 7 p.m. on fair-weather weekdays. Therefore we can assume that the data collected profiles a typical weekday in July and then in September.

![Figure 4: Count of people sitting on Pearl Street 7/10 vs. 9/10](image)

Comparing the stationary activity counts in July and September, overall pedestrian volumes stayed relatively the same. However, the average number of people observed sitting along Pearl Street between 9am and 6pm went
up by 22%, and the average number of people sitting between 12pm and 1pm went up by 77%, (Figure 4), thus the street became a more populous and well-used public space.

The peak hour of use at the Bombay’s and Fika site was between 12:00 p.m. and 2:30 p.m., with an average of 42 users. The maximum occupancy of 61 happened at 12:58 p.m. The average number of people using the space throughout the day was 19. For half the observation period, the platform had at least 14 people seated and for over a third of the observation period, the space had more than 19 users. Males represented 63% of all the users and females 37%. Ninety-five percent were in the 18 to 64 age group.

Operator Survey

According to the operators, the Bombay’s and Fika site is used primarily by people who work in the neighborhood, and it has helped increase their businesses. In 2010, Bombay’s sales increased 14% from 2009, and Fika’s sales increased 9-15% from the months prior to installation. One key factor the owners have cited is the fact that prior to the installation, their shops had little visibility being on a shadowy street with large trucks frequently obstructing view corridors. But the seating platform attracted passersby through beautification of the street and opening up views.

However, as the first site for such an installation in the city, there were some problems with maintenance. Vandals managed to damage some of the structure and soil the installation with rotten food. Repairing the damages was complicated and costly because the design was expensive and highly customized. The seasonal removal and re-installation of the platform was similarly tedious and costly.

To respond to the vandalism, the operators installed security cameras which seemed to remedy the problem. It was speculated that the offending vandals were residents of an adjacent building who were evicted shortly thereafter for unrelated reasons which may also have contributed to the problem’s abatement.

Summary

In all, this first installation in the city showed the great potential of this program for transforming streets into attractive and vibrant public spaces in warm weather months. The site was well-used and was a boon for business. However, the platform design was perhaps too particular and made installation and maintenance a challenge.
Pilot Program Comparisons and Recommendations

The four pilot sites were all located in different neighborhoods in New York City. Each had its own specific designs with varying seating capacities. Also somewhat different were the peak hours and user behaviors, although clearly groups eating lunch together at mid-day was the primary activity across the board. Interestingly, the average dwell time and eat turnover was very similar at all sites. These comparisons will be discussed in this section.

Usage Comparison

Le Pain Quotidien, and Bombay’s and Fika were located in commercial business areas. Most of the people who used these sites worked in the surrounding office buildings. Local and Ecopolis were located in residential areas that mostly consist of multi-family buildings. The frequent users of these sites were those who live in the community.

The capacity of each installation related directly to the storefront length of the sponsoring establishment and, to a lesser degree, the design. The installation in front of Local was designed like a front porch surrounded by planters, with 4 benches and 1 umbrella. It had a maximum capacity of 12 people, which would have been hard to achieve if it were designed like the other three pop-ups which featured bistro tables with folding chairs in rows. The two installations in residential areas had fewer seats (10 at Ecopolis, 12 at Local) than the two in business districts (20 at Le Pain Quotidien, 50 at Bombay’s/Fika).

At both Local and Ecopolis, the average user count was 4, which means at any given time 33% of the seats at Local and 40% of the seats at Ecopolis were occupied. The average seat occupancy rate was higher in the commercial districts - 55% at Le Pain Quotidien and 38% at Bombay’s and Fika. At peak hours, the maximum seat occupancy rates were as follows: 90% at Le Pain Quotidien, 92% at Local, 120% at Ecopolis, and 122% at Bombay’s and Fika. Seat occupancy rates higher than 100% mean people were standing on the platform, demonstrating the need for even more seating capacity at those sites in the peak hours.

Data collection at the 2011 sites (Ecopolis, Local, and Le Pain Quotidien) included turnover and dwell time rates. Turnover is the
number of times a seat is occupied during a given period. The seats at all three sites had average turnover rates of 1.3 persons per hour, despite their differences in size and use. Dwell time of users at Local was sparsely distributed—26 minutes on average, but with a maximum of 111 minutes. Many people stayed at Local for a short time - about 40% of all the users stayed less than 10 minutes. At Ecopolis there was a higher average staying time of 28 minutes. Ecopolis also had less variation than Local—the maximum dwell time was 91 minutes, and the middle 50% stayed between 12 minutes and 35 minutes. Le Pain Quotidien’s site was the one most efficiently used compared to the other two; people tended not to stay too long. The maximum dwell time was just 57 minutes, and similar to Ecopolis, the middle 50% of users stayed between 15 and 36 minutes.

Community Concerns

During the public review process prior to installation, members of the public from some communities voiced concerns over possible negative impacts of these installations. Few of these concerns materialized but are equally worth noting for having not occurred. These concerns include the following:

- Litter and residential garbage would pile up
- The platforms would not be cleaned or well-maintained
- People gathering would cause disruptive noise
- Illegal vendors would be attracted to the sidewalk or platform
- People would loiter in the spaces overnight
- The installations would be filled with tourists, not residents

In our observations, DOT found the platforms to be generally clean and well-maintained on a regular basis. No illegal vending was observed or reported, nor was loitering or excessive noise. No participating establishment was open later than 10pm at any time so nighttime noise would not have been an issue. And to the last point, our surveys suggested that the sites were used overwhelmingly by local residents and workers from the neighborhood, with the exception of the midtown location which attracted tourists primarily on weekends.
Feedback from Operators

The feedback from the sponsoring establishments was very positive. Most establishments experienced sales increases, and they all felt the installations were good for business, especially in that they contributed positively to the community, and would also bring financial benefits in the long term. One operator felt that the design of their platform was too finicky making it expensive to maintain, and one wished there’s could be larger to accommodate more people.

Operational Challenges

Having operated for two seasons, there were a few issues which emerged. One platform was vandalized, necessitating difficult and costly repairs, and some people were seen smoking in one space even though a non-smoking sign was posted. One restaurant was observed providing table service to the platform, which was also cited in a public complaint sent to DOT via email. DOT did not receive any other formal feedback or complaints via email, 311, or written letter, and there were no reported accidents, injuries or criminal activity.

Recommendations

The operating and maintaining problems mentioned above were addressed and largely corrected, such as the security cameras being installed at Pearl Street, and smoking and table service was stopped once it was reported at Le Pain Quotidien. However, it is recommended that additional and more visible signage be installed to indicate that smoking is not permitted and that food orders may not be taken on the site. Also, DOT should examine ways to have the designs be simpler and more affordable to make installation and any necessary maintenance easier for the sponsoring establishment.
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[1] This is the sum of 67 counts conducted at Bombay’s and Fika: 1273. Sitting: 985, standing: 288