



THE CITY OF NEW YORK  
OFFICE OF THE MAYOR  
NEW YORK, N.Y. 10007

EXECUTIVE ORDER NO. 56

September 17, 2025

PREPARING FOR THE CESSATION OF  
HORSE-DRAWN CARRIAGES IN NEW YORK CITY

WHEREAS, the City of New York is committed to maintaining safety for residents, visitors, and working animals in its jurisdiction; and

WHEREAS, visits to Central Park continue to increase, with the park estimated to receive more than 42 million visitors annually, making it the most-used park in the country, and rendering it increasingly incompatible with the continued presence of carriage horses and horse-drawn carriages; and

WHEREAS, in light of these changing conditions, the Central Park Conservancy has called for a ban on horse-drawn carriages in Central Park, to which the horse-drawn carriages are largely confined by current law; and

WHEREAS, there have been multiple incidents of carriage horses bolting, sometimes with passengers on board, presenting significant danger to the horses, the passengers, the drivers, and others using Central Park; and

WHEREAS, urban carriage horses face a range of health and welfare issues due to the conditions of city life, including exposure to traffic fumes, hard pavement, extreme heat, and noise, which can lead to chronic respiratory problems, joint damage, heat stress, and psychological distress; and

WHEREAS, there have also been multiple incidents in recent years of carriage horses apparently suffering, and even collapsing and dying on city streets, creating distress for the horses and their caregivers, as well as for the general public, regardless of the cause of such incidents; and

WHEREAS, several cities in the United States have banned horse-drawn carriages due to growing concerns over animal welfare, public safety, and urban modernization, including Chicago, which ended carriage operations in 2021 citing traffic dangers and poor conditions for horses, and San Antonio, which is phasing out carriages by 2030, aiming to replace them with electric alternatives amid safety and animal welfare concerns; and

WHEREAS, given changing conditions in New York City, and in Central Park, and concerns about public health, public safety, and animal welfare, the Mayor supports the phase out of this industry in New York City; and

WHEREAS, legislation has been introduced in the New York City Council to end the carriage horse industry in New York City by a specified date; and

WHEREAS, in preparation for the potential cessation of the carriage horse industry, the City of New York seeks to assist the participants in such industry in identifying and participating in other opportunities for employment, particularly within the tourism industry;

NOW, THEREFORE, by the power vested in me as Mayor of the City of New York, it is hereby ordered:

Section 1. I direct all relevant mayoral agencies to undertake all appropriate reviews and other actions to support the approval and implementation of proposed Introduction No. 967 of 2024, or similar legislation to wind down the horse carriage industry in the City of New York, to identify new employment opportunities for those in this industry, to create a process for the voluntary return of licenses, and to explore new Central Park tourism programs, such as electric carriages or a stable in Central Park for visitors to engage with horses.

§ 2. I direct all relevant mayoral agencies to maximize the safety of New Yorkers and of carriage horses and their drivers while the industry is still in operation, in accordance with applicable law, including but not limited to the following:

- a. Consistent with § 19-174 of the Administrative Code of the City of New York, the Department of Transportation is directed to study the current locations where passengers may board horse-drawn carriages, including whether such boarding locations can and should be relocated to less-frequented areas of Central Park within the permissible zone of operation pursuant to § 20-381.1 of the Administrative Code, and to take all appropriate steps, including rule changes as it determines to be necessary and appropriate, to ensure that such locations are designated in accordance with appropriate criteria, including pedestrian safety.
- b. The Police Department is directed to prioritize enforcement against horse-drawn carriages that operate outside of legally designated areas, illegally solicit fares, or impede traffic or bicycle lanes.
- c. The Department of Health and Mental Hygiene is directed to conduct inspections as necessary, consistent with applicable law, to ensure the health and safety of carriage horses in New York City.

- d. The Department of Consumer and Worker Protection is directed to conduct inspections as necessary, consistent with applicable law, to ensure all carriage horse owners and drivers comply with existing licensing requirements.

§ 3. This Order shall take effect immediately.

A handwritten signature in black ink, appearing to read "Eric Adams", is written over a horizontal line.

Eric Adams  
Mayor