

**NYC Department of Transportation Testimony Before the City Council Committees on
Transportation and Infrastructure, Consumer and Worker Protection, and Public Safety**

September 30, 2026

Good morning, Chair Abreu, Chair Epstein, and Chair Feliz and members of the Committees on Transportation and Infrastructure, Consumer and Worker Protection, and Public Safety. I am Mike Flynn, Commissioner of the New York City Department of Transportation. With me today is Madeline Labadie, my Chief of Staff. Thank you for the opportunity to testify on behalf of Mayor Zohran Mamdani about micromobility in New York City and the Administration's work to enhance safety for micromobility riders, pedestrians, and all road users.

The use of electric micromobility devices, such as e-bikes and e-scooters, has dramatically increased in recent years. One of my top priorities is creating safe and reliable infrastructure that supports growing ridership and allows even more New Yorkers to feel comfortable getting around on bikes. With record growth in bike ridership, including more than 600,000 cycling trips taken in the city each day and an increasing share of riders choosing to ride e-bikes or e-scooters, we know we need to think holistically to meet this growth while improving safety for everyone on our streets. When used safely, legal e-bikes offer affordable, sustainable, and convenient options for a range of New Yorkers, from families to delivery workers, tens of thousands of whom rely on micromobility for their livelihoods. The more we can shift New Yorkers to more sustainable options, the safer and healthier our communities will be and the less congestion we all suffer.

These devices have made travel easier, improved accessibility, and provided new economic opportunities. But, with this shift in the way people get around our city, we need infrastructure, laws, and public education to keep up. We want New York City to be the global model for what safe, legal micromobility can be and to provide New Yorkers with more options to get around without needing to own a car.

One challenge is that the evolving market of micromobility devices often leaves riders and consumers confused. It is difficult for consumers to know the difference between legal e-bikes, illegal e-bikes, mopeds, motorcycles, etc. The law includes three classes of e-bikes—two of them have max speeds of 20 MPH and the third has a max speed of 25 MPH. Any e-bike that goes above these speeds is illegal, yet many consumers are misled by deceptive marketing practices by retailers who advertise and sell illegal products. This is why we recently joined Mayor Mamdani to issue a cease-and-desist letter to 42 retailers found to be selling illegal e-bikes to New Yorkers online.

While nearly 90 percent of traffic deaths involve cars and trucks, we understand the growing concern with micromobility-related fatalities and injuries. Two of the biggest factors in the severity of a traffic crash are the speed and weight of a vehicle, which is why the proliferation of faster, heavier illegal e-bikes and stand-up scooters is such an alarming trend on our streets. More than half of all riders who die in a traffic crash are riding illegal devices capable of going high-speeds.

This is dangerous and unacceptable. Earlier this year two lives were lost when an illegal, high-speed scooter capable of going more than 50 miles per hour collided with a cyclist on the Queensboro Bridge. This should have never happened, and the companies that illegally sell these products must be held accountable.

While we focus on reining in the supply of illegal devices, we are also continuing our educational efforts. We distribute the chart included in my printed testimony to the public to explain the differences between various devices, including which ones are legal and which ones are illegal.

E-BIKES & MORE

Know the difference

Not everything is an e-bike. Know the differences – and always ride legally and safely.

	E-BIKE CLASS 1	E-BIKE CLASS 2	E-BIKE CLASS 3	MOPED CLASS C	MOPED CLASS B	MOPED CLASS A	E-SCOOTER
	 ▶ Pedal assist	 ▶ Throttle with pedals	 ▶ Throttle with pedals	 ▶ Limited use motorcycle	 ▶ Limited use motorcycle	 ▶ Limited use motorcycle	 ▶ Under 100 lbs
How fast can it go?	20 MPH	20 MPH	25 MPH	20 MPH	30 MPH	40 MPH	20 MPH
How fast may I go? ^o	15 MPH	15 MPH	15 MPH	AS POSTED	AS POSTED	AS POSTED	15 MPH
Do I need a Driver's License?	NO (Must be 16)	NO (Must be 16)	NO (Must be 16)	YES	YES	YES (Plus M endorsement)	NO (Must be 16)
Does my bike need a licence plate?	NO	NO	NO	YES	YES	YES	NO
Does my bike need a Vehicle Identification Number (VIN)?	NO	NO	NO	YES	YES	YES	NO
Do I need to register my bike with the DMV?	NO	NO	NO	YES	YES	YES	NO
Can I ride in bike lanes?	YES	YES	YES	NO	NO	NO	YES
Can I ride in vehicle lanes?	YES [*]	YES [*]	YES [*]	YES ^{**}	YES ^{**}	YES ^{**}	YES [*]
Can I ride on bridges?	YES (Only in bike lanes)	YES (Only in bike lanes)	YES (Only in bike lanes)	YES [†] (Only in vehicle lanes)	YES [†] (Only in vehicle lanes)	YES [†] (Only in vehicle lanes)	YES (Only in bike lanes)
Can I ride in park drives and greenways?	YES	YES	YES	NO	NO	NO	YES
Do I need to wear a helmet?	RECOMMENDED (YES, if working or under 18)	RECOMMENDED (YES, if working or under 18)	YES	RECOMMENDED	YES	YES	RECOMMENDED (YES, if under 18)

^{*} Vehicle lanes with speed limits no greater than 30 MPH.

^{**} Right lane and/or shoulder, except when making a left turn.

[†] Except the Manhattan, Williamsburg, and Queensboro (upper level) Bridges. No mopeds can be ridden on these bridges.

^o E-bikes and e-scooters are prohibited from going above 15MPH on any city street.



Emerging technology is continuing to change the landscape of how New Yorkers get around this city, and we are focused on creatively and strategically meeting the moment during this time of rapid change on our streets. We are embracing the new opportunities presented by micromobility while addressing challenges to pedestrian, rider, and fire safety in a safe and equitable way.

First and foremost, we are focused on addressing roadway safety and striving towards our Vision Zero goals. Recent high profile fatal crashes and serious injuries have reinforced the urgency of this work. We are ramping up the installation of innovative street redesigns that reimagine our streets to prioritize pedestrians, mass transit, and cycling – interventions that are

making our streets safer and the planet greener. We are improving micromobility infrastructure by expanding our network of protected bike lanes – including wider protected bike lanes – and the establishment of new pedestrianized space. We are also exploring other treatments to enhance street safety through design, including signal timing modifications, expanded outdoor bike parking, cargo bike corrals, loading zones for e-micromobility, and bike boulevards to accommodate these modes. We know infrastructure works and can see the safety impact wherever we put in proven design interventions. These designs also make streets safer for all users; protected and standard bike lanes in New York City have been shown to reduce injury risk for cyclists by over 30%.

Along with design interventions, we are also working to address fire risks from micromobility batteries. We are doing this by implementing fire-safe battery-swapping cabinets on public sidewalks and plazas. These cabinets and the batteries associated with them will be certified to the highest nationally recognized fire safety standard, and will include proactive monitoring of battery health along with fire containment features. Over 100 delivery workers participated in the pilot and many shared that the new infrastructure and certified batteries gave them peace of mind as they kept their family and neighbors safer.

We have also been taking meaningful steps towards our mission to provide the safe, equitable, and sustainable movement of goods and people citywide through our freight mobility and sustainable delivery work. We continue to encourage companies to use commercial cargo bicycles to make local and last-mile deliveries across the city, and within recent years authorized the use of e-cargo bikes along with key safety standards. Cargo bikes have a direct benefit on safety and sustainability as each bike replaces a truck or van that would otherwise deliver those goods to the final customer.

In addition to freight mobility, we are also taking action to hold third-party delivery companies accountable for their impact on street safety and provide training and resources for delivery workers. Roadway safety is important for all New Yorkers, and for delivery workers – the roadway is their workplace. Our efforts, with support from our strong partnerships with delivery work stakeholders, improve street safety and simultaneously improve the safety and dignity of delivery work. For too long, third-party delivery companies have, through algorithmic management and the threat of deactivation, created working conditions that lead to dangerous cycling behavior. As such, we are committed to improving street safety in ways that take into account the pressures faced by delivery workers. In this spirit, we continue to build our Sustainable Delivery Unit to address the street safety challenges associated with the rapid growth of on-demand delivery services. Our Sustainable Delivery Unit works to strengthen oversight of delivery apps, enhance safety for delivery workers and the public through education and outreach, and analyze the impacts of the delivery industry on our streets.

Through DOT's training portal, developed by this team, thousands of delivery workers have already taken the bicycle safety course focused on the rules of the road and safe operation of e-bikes. We continue to make strides towards our goal of ensuring all delivery workers have taken our safety training. Finally, we are also developing policy to ensure that all delivery service companies transition their workforce towards legal and compliant devices. As dangerous devices proliferate, these companies must do their part to ensure their deliveries are completed on safe devices.

Legislation

Turning to the legislation before the Council today.

Intro. 78

First, Intro. 78 sponsored by Council Member Brewer. This bill would require third-party delivery services licensed by DCWP to share granular travel data for all delivery trips made by their contracted delivery workers.

We support this bill, as requiring trip-level data from delivery platforms will bolster the Administration's ability to examine the transportation and street safety impacts of the delivery worker environment. With DOT's mission to provide for the safe, equitable, and sustainable movement of people and goods, we also recommend amending the bill to grant DOT access to this travel data to assess the industry's impact on street safety for all street users, not just delivery workers. We also recommend that the bill be amended to include crash data, which would further support our efforts to understand the industry's impact on street safety.

Intro. 95

Next, Intro. 95 sponsored by Council Member Brewer. This bill would require DCWP to develop materials containing information related to the registration, inspection, insurance, operation and traffic safety requirements for mopeds, and would require moped retailers to distribute such materials at the point of sale.

We are proud to have supported passage of the state law to require ownership information at moped point of sale and have found it to be effective thus far. DOT already promotes a robust suite of educational materials, safety information, and events to help people ride mopeds more safely. We support this bill and look forward to working with our sister agency, DCWP, and Council to strengthen ongoing outreach efforts.

Intro. 110

Next, Intro. 110 sponsored by Council Member Brooks-Powers. This bill would expand commercial delivery safety and training requirements to cover all two-wheeled devices, including mopeds and motorcycles.

Commercial delivery cyclists using bikes, e-bikes, and cargo bikes are all already required to receive safety gear and occupational safety training, and we support the need to expand this coverage for workers who use mopeds, motorcycles, and scooters, which would further strengthen safety requirements covering more delivery devices used by workers. We have suggestions for the safety requirements outlined in the proposed legislation, and we look forward to working with Council to strengthen safety standards.

Intro. 214

Next, Intro. 214 sponsored by Council Member Hanif. This bill would require bike share operators to display rules of the road on their mobile applications and on physical stations. The operators would be required to ensure that users review the rules at least once per year before activating or unlocking a device.

We believe that our bike and micromobility share partners play an important role in educating riders and support the intent of this bill. Road rules are already posted on every Citi Bike kiosk and inside the basket of every Citi Bike. Even so, DOT believes that app platforms are best suited for educating riders. All of our partners include safety information and road rules within their apps currently, but we look forward to discussing with Council how those can be strengthened.

Intro. 244

Next, Intro. 244 sponsored by Council Member Hudson. This bill would prohibit the sale and rental of class three bicycles with electric assist.

Class three e-bikes can create additional safety challenges, compared to lighter and slower e-bikes. In the rest of the state, all vehicles capable of traveling over 20mph are required to have a license and registration to operate. We support prohibiting sale and rental of these devices to help reduce their prevalence on the street. We will be pursuing state legislation to create e-bike regulations consistent with national and international safety standards. To accomplish this, we will work with advocates and the New York State DMV to advance a regulatory framework that transitions New Yorkers and delivery workers away from devices capable of traveling more than 20 MPH.

We will also continue to work with delivery workers through outreach and education efforts, to incentivize riders to transition to devices that ride below 20 MPH.

We support this bill and look forward to ongoing conversations to strengthen regulations in the e-bike marketplace.

Intro. 389

Next, Intro. 389 sponsored by Council Member Restler. This bill would require third-party food delivery services to verify the registration of mopeds used by food delivery workers.

Mopeds are already required to be registered at the point of sale, and we support the intent of this bill as we want to ensure third-party delivery apps are held accountable to also verify registration, while also working with our sister agency, DCWP, to mitigate potential worker protection concerns.

Intro. 787

Next, Intro. 787 sponsored by Council Member Brooks-Powers. This bill requires reporting on targeted traffic enforcement operations by the police department.

We maintain a strong partnership with the NYPD on data that supports street safety measures. We defer to the NYPD on the details of this bill.

Intro. 950

Next, Intro. 950 sponsored by Council Member Schulman. This bill would require delivery services that facilitate or arrange for the delivery of goods in the City to obtain a license. We support the intent of a more level playing field among delivery service companies, which would include all major third-party delivery services that rely on these devices to obtain a license, in an effort to comprehensively address micromobility safety in the delivery industry. But we defer to our sister agency, DCWP, for details.

Intro. 985

Next, Intro. 985 sponsored by Chair Abreu. This bill would establish a trade-in program for class three bicycles with electric assist and vehicles that resemble but do not legally qualify as class one or class two e-bikes.

While DOT supports the bill's intent to encourage New Yorkers to replace unsafe and illegal vehicles with compliant micromobility devices, we have concerns with the bill as written. Standing up a program like this is very resource intensive and a narrower approach that targets the most dangerous, illegal devices could prove a greater impact on street safety. As we finalize a full evaluation of last year's E-Bike Trade-In Pilot Program, we look forward to sharing lessons learned to inform a program with Council's support to best enhance street safety for all road users.

Intro. 986

Next, Intro. 986 sponsored by Chair Abreu. This bill would require the use of micromobility dynamometers to test micromobility devices operating in the city followed by a report of data gathered through the testing.

We support the bill's intent to ensure all riders use safe, compliant devices. We are interested in testing any technology that can help increase the use of safe devices on our streets. At the same time, we have heard concerns about equity in implementation. We would defer to DCWP on those concerns. We look forward to working with Council and the NYPD to develop best practices for implementation.

Intro 988

Next, Intro. 988 sponsored by Chair Abreu. This bill would prohibit the advertisement of vehicles required to be registered with the department of motor vehicles as powered bicycles or powered mobility devices.

We support this bill to prohibit misleading advertisements, but the current draft of the bill only targets the advertisement of legal devices, given they must be registered with the DMV. However, we think it is also important to expand the bill to also prohibit advertising illegal devices as e-bikes or other legal mobility devices, such as in the case of the most recent crash in front of One Centre Street. These illegal devices cannot be registered with the DMV and therefore would not be captured by this bill as drafted.

Intro. 989

Next, Intro. 989 sponsored by Chair Abreu. This bill would require that the City's bike share operator report safety incidents involving their devices, followed by a report published to DOT's website every six months.

Citi Bike is now an integral part of New York City's transportation system. Given its growing role in our transportation system, understanding how it contributes to the safety landscape is critical to enhancing safety on our streets. We support the intent of this bill but understand there are operational challenges to collecting some of this data for the system operator, such as incident data being self-reported by riders. Citi Bike's existing Program Agreement already includes robust requirements to report known safety incidents to DOT.

Intro. 994

Next, Intro. 994 sponsored by Council Member Brewer. This bill requires third-party food delivery services to maintain liability insurance.

We support efforts to ensure that delivery services carry appropriate insurance to protect New Yorkers when there are incidents on the job. Workers and pedestrians should not be left to pay for injuries and damages caused by collisions on the job; delivery apps need to acknowledge their role and bear the responsibility for the externalities of their business.

Intro. 1004

Next, Intro. 1004 sponsored by Council Member Maloney. This bill requires DOT to paint signs on street corners or intersections adjacent to a crosswalk that remind pedestrians to look up at oncoming traffic.

The bill also requires DOT to provide educational materials on street safety to schools. This is work that we already strive to do and would be happy to collaborate with council on strengthening our outreach and educational efforts.

Pedestrians are our most vulnerable population – everything we do prioritizes pedestrian safety, and we completely understand the need to make sure everyone on the roadway is aware of their surroundings. We already deploy data-proven interventions, and our efforts are working with research showing that extremely few fatalities are caused by distracted walking. Although we support the intent of this bill, we have concerns with how this tool fits within our existing street safety toolkit. We always welcome input from Councilmembers on any suggested locations to explore additional safety enhancements.

Intro. 1021

Next, Intro. 1021 sponsored by Chair Abreu. This bill requires third-party delivery services to submit an annual safety report to DCWP, including crash data. Third-party delivery services will also be required to submit a safety plan with any initial or renewal application.

New Yorkers deserve a workplace where their safety and dignity is their top priority – including the delivery cyclists who serve our city year-round. As mentioned, our mandatory safety course for delivery workers is proving successful and we continue to empower delivery cyclists to make safe trips through direct outreach. Along with delivery worker education and outreach, we must continue initiatives strengthening delivery app accountability and we support this bill as it enhances these efforts. We look forward to working with Council and our sister agency, DCWP, to ensure meaningful street safety measures.

Intro. 1052

Next, Intro. 1052 sponsored by Council Member Paladino. This bill requires DOT and NYPD to include data on micromobility devices in crash reporting.

We support the intent of this bill as we already coordinate with NYPD to include detailed data on micromobility crashes in Open Data, and look forward to working with Council to ensure our data continues to be reflective of all road users.

Intro. 1066

Next, Intro. 1066 sponsored by Council Member Won. This bill requires DOT to install traffic calming devices in bicycle lanes at no less than 50 intersections throughout the city.

We share Council's goal to enhance safety through a variety of "traffic calming" devices and design changes that – together – make streets safer by encouraging slower speeds for cyclists. We support the bill's intent as we are already taking unprecedented steps in our safety engineering efforts to install these devices, and look forward to discussions with the Council to strategize initiatives that meet our shared goal to support safe and accessible cycling practices.

Intro. 1069

Next, Intro. 1069 sponsored by Chair Abreu. This bill requires delivery services to submit data to DCWP for each trip followed by a study to determine the street safety impacts. DCWP would then promulgate rules establishing safe delivery standards based on those findings.

With street safety as our priority, we support the bill, but find more value if this bill is placed with DOT. We look forward to ongoing conversations to strengthen our understanding of delivery worker travel patterns based on trip-level data.

Preconsidered 2361

Next, Preconsidered 2361 sponsored by Council Member Hudson. This bill would prohibit the use of class three e-bikes in New York City.

We are always thinking critically about how regulatory efforts could mitigate street safety concerns. As previously stated, we are pursuing state legislation to create e-bike regulations consistent with national and international safety standards. The Administration needs more time to analyze the bill and connect with stakeholders before we formalize our position. We look forward to working with the Council on how best to partner altogether on these efforts to ensure appropriate safe guards in place for workers.

Preconsidered 2587

Next, Preconsidered 2587 sponsored by Council Member Restler. This bill requires the installation of traffic safety tracking technology on devices used by delivery workers with a progressive penalty structure.

Safety is our North Star, and we are always interested in exploring new technologies that support our mission but as previously mentioned, we want to hold delivery apps accountable for incentivizing unsafe riding behavior. We defer to our sister agency, DCWP, on the details and look forward to future conversations on how best to promote safe riding behavior.

Preconsidered 2590

Lastly, Preconsidered 2590 sponsored by Chair Abreu. This bill requires the installation of sidewalk riding detection technology on e-bikes and e-scooters that are part of self-service share systems, with violators facing a progressive penalty structure.

E-bike and e-scooter riders must abide by the same traffic laws, rules, and regulations applicable to drivers. Riders are permitted on arterial and local streets throughout the City and must use designated bike lanes when available, and riding is prohibited on certain bridges, expressways, and highways unless a designated bicycle path exists. In general, riders are not permitted to operate on sidewalks, but we do have locations across the city that allow for sidewalk riding as indicated by official signage. We support the bill's intent so riders abide by these rules but based on our research, existing technology cannot effectively distinguish between sidewalk and roadbed and can cause safety issues for riders in the road if the technology mistakes them for sidewalk riders, slowing the device while in traffic. We share the Council's concern with unsafe riding behavior and look forward to working with the sponsor to discuss existing and reliable safety tools to address this concern.

Conclusion

Every death or serious injury on our streets is an avoidable tragedy, affecting not only the victim but their families, friends, and colleagues. Since I began serving as Commissioner, I have met many New Yorkers who lost loved ones to traffic violence or were themselves injured in a crash. Hearing their stories and understanding the long-term pain and trauma that never really go away, it makes these issues not just academic but so very tangible. And it underscores the importance of our work together here today towards Vision Zero. Likewise, every member of our team that works on Vision Zero and street safety projects carries with them a profound sense of responsibility to not only honor the memory of those who are lost with aggressive, data-driven action, but to prevent the next tragedy from happening.

Vision Zero works. It is saving lives. Compared to this same point in the year before Vision Zero was implemented, traffic deaths are down nearly 30%. But, this is about more than numbers and percentages—these are real people, real families. That 30% reduction in traffic deaths means more than 50 individuals are alive this year alone compared to the year before Vision Zero began. That's 50 individuals, 50 families, and many times more neighbors, co-workers, and classmates of those individuals, all of whom will be spared from tragedy.

We are encouraged by the progress we are making at DOT, but acknowledge there is more that must be done. I would like to thank the Council for the opportunity to testify before you today, and I look forward to partnering together on meaningful legislation to help shape evolving micromobility trends in a safe and impactful way. We would now be happy to pass to DCWP for testimony.