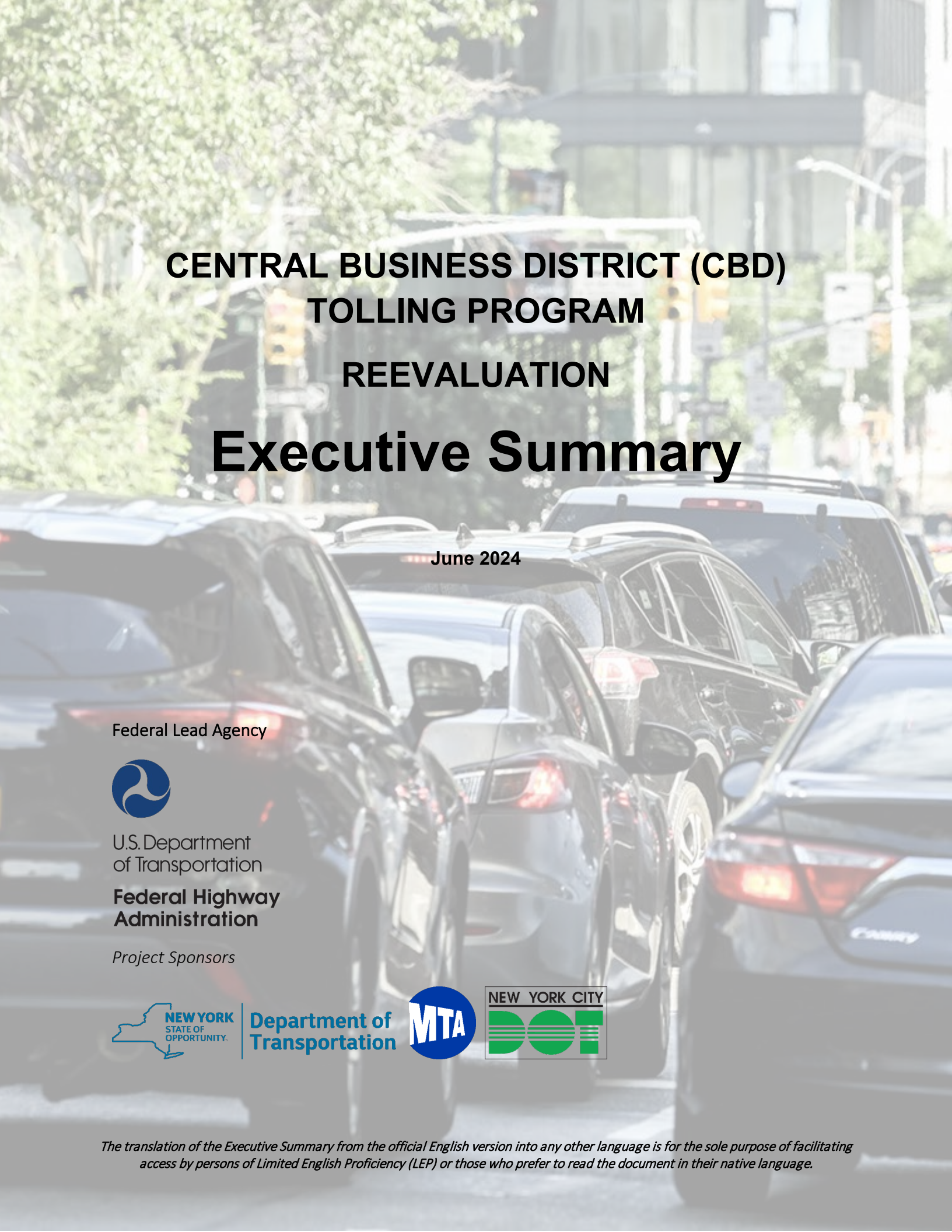

CENTRAL BUSINESS DISTRICT (CBD) TOLLING PROGRAM

REEVALUATION

Executive Summary

June 2024

Federal Lead Agency

U.S. Department of Transportation

Federal Highway Administration

Project Sponsors

NEW YORK STATE OF OPPORTUNITY. Department of Transportation

MTA

NEW YORK CITY DOT

The translation of the Executive Summary from the official English version into any other language is for the sole purpose of facilitating access by persons of Limited English Proficiency (LEP) or those who prefer to read the document in their native language.

Executive Summary

FHWA's reevaluation confirms that the adopted toll structure is within the analysis conducted in the Final Environmental Assessment and does not require additional analysis under the National Environmental Policy Act (NEPA). The Finding of No Significant Impact (FONSI) remains valid.

Background

In June 2023, the Federal Highway Administration (FHWA) found that New York's Central Business District (CBD) Tolling Program (CBDTP), known as Congestion Pricing, "will have no significant impact on the human or natural environment" following an extensive review of CBDTP's potential beneficial and adverse effects and committed mitigation, and documented in the CBDTP Final Environmental Assessment (EA). The review considered a variety of potential tolling structures with different combinations of low-to-high toll rates, crossing credits against the toll for vehicles travelling to the CBD through already-tolled bridges and tunnels, exemptions for certain types of vehicles, and other program features.[1]

Since then, the Triborough Bridge and Tunnel Authority (an affiliate of MTA and doing business as MTA Bridges and Tunnels) has adopted a toll structure, based on a recommendation of an independent advisory body, the Traffic Mobility Review Board, and conducted the required public comment period as part of New York's rate-making State Administrative Procedures Act process.

The purpose of this reevaluation is to make sure that that the effects of MTA's adopted toll structure are consistent with the effects disclosed in the Final EA, and that the mitigation identified in FHWA's Finding of No Significant Impact (FONSI) remains valid. In every category, the effects are consistent with those predicated in the Final EA; importantly, some of the adverse effects no longer occur and many are on the lower end of those disclosed in the Final EA.

The adopted toll structure is in line with the tolling scenarios studied in the Final EA

The parameters of the adopted toll structure fall within the range of tolling scenarios evaluated in the Final EA. In brief, the adopted toll structure includes the following elements:[2]

- Passenger vehicles and passenger-type vehicles with commercial license plates will be charged a $15 peak-period ($3.75 overnight period) E-ZPass toll for entering the CBD, no more than once per day.
- Trucks will be charged a $24 or $36 peak-period ($6 or $9 overnight period) E-ZPass toll for entering the CBD, depending on their size.
- School buses contracted, commuter vans, and buses providing scheduled commuter services open to the public will be exempted from the CBD toll, while other buses will be charged a $24 or $36 peak period ($6 or $9 overnight period) E-ZPass toll for entering the CBD, depending on their type.
- Motorcycles will be charged a $7.50 peak-period ($1.75 overnight period) E-ZPass toll for entering the CBD, no more than once per day.
- Peak-period toll rates will apply during the most congested times of the day—from 5 a.m. to 9 p.m. on weekdays, and from 9 a.m. to 9 p.m. on weekends. Toll rates will be 75 percent lower in the overnight period.
- A tunnel crossing credit against the peak-period CBD toll rate will be provided to vehicles with E-ZPass entering through the Queens-Midtown, Hugh L. Carey, Holland, and Lincoln Tunnels; no tunnel crossing credits will be in effect in the overnight period, when CBD toll rates are already 75 percent lower than in the peak period.

Table 1, below, compares the various elements of the adopted toll structure with the tolling scenarios studied in the Final EA.

Table 1. Tolling Scenarios Evaluated in the Final EA with the Adopted Toll Structure Added

PARAMETER	SCENARIO A Base Plan	SCENARIO B Base Plan with Caps and Exemptions	SCENARIO C Low Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	SCENARIO D High Crossing Credits for Vehicles Using Tunnels to Access the CBD	SCENARIO E High Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	SCENARIO F High Crossing Credits for Vehicles Using Manhattan Bridges and Tunnels to Access the CBD, with Some Caps and Exemptions	SCENARIO G Base Plan with Same Tolls for All Vehicle Classes	ADOPTED TOLL STRUCTURE	EXPLANATION OF HOW THE ADOPTED TOLL STRUCTURE FITS WITHIN THE FINAL EA TOLLING SCENARIOS
Time Periods[1]									
Peak: Weekdays	6 AM – 8 PM	6 AM – 8 PM	6 AM – 8 PM	6 AM – 8 PM	6 AM – 8 PM	6 AM – 10 AM; 4 PM – 8 PM	6 AM – 8 PM	5 AM – 9 PM[2]	Overnight period is the same length as those modeled in the Final EA; exceeds commitment in the Final EA to include "further reduced overnight tolls … from at least 12:00 a.m. to 4:00a.m." by charging overnight tolls between 9p.m. to 5 a.m.; reflects a reduced number of time periods for ease of customer understanding
Peak: Weekends	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	9 AM – 9 PM	
Off Peak: Weekdays	8 PM – 10 PM	8 PM – 10 PM	8 PM – 10 PM	8 PM – 10 PM	8 PM – 10 PM	10 AM – 4 PM	8 PM – 10 PM	9 PM – 5 AM	
Overnight: Weekdays	10 PM – 6 AM	10 PM – 6 AM	10 PM – 6 AM	10 PM – 6 AM	10 PM – 6 AM	8 PM – 6 AM	10 PM – 6 AM		
Overnight: Weekends	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	9 PM – 9 AM	
Potential Crossing Credits									
Credit Toward CBD Toll for Tolls Paid at Tunnel Entries	No	No	Yes - Low	Yes - High	Yes - High	Yes - High	No	Yes - Low	Same as Tolling Scenarios C, D, E, & F
Credit Toward CBD Toll for Tolls Paid at Bridges to Manhattan	No	No	No	No	No	Yes - High	No	No	
Potential Exemptions and Limits (Caps) on Number of Tolls per Day[4,5,6]									
Autos, motorcycles, and commercial vans	Once per day	Once per day	Once per day	Once per day	Once per day	Once per day	Once per day	Once per day	Same as all Final EA tolling scenarios
Taxis	No cap	Once per day	Exempt	No cap	Exempt	Once per day	No cap	$1.25 per trip toll on trips to, within, or from the CBD	Final EA commits that "TBTA will ensure that New York City taxis and FHVs are not tolled more than once per day in the adopted CBD toll structure;" per-trip tolls for taxis and FHVs equivalent to commitment of a once-per-day charge (see note 4)
FHVs	No cap	Once per day	Three times per day	No cap	Three times per day	Once per day	No cap	$2.50 per trip toll on trips to, within, or from the CBD	
Small and large trucks	No cap	Twice per day	No cap	No cap	No cap	Once per day	No cap	No cap	Same as Tolling Scenarios A, C, D, E, and G
Buses	No cap	Exempt	No cap	No cap	Transit buses – Exempt No cap on other buses	Exempt	No cap	Certain buses – Exempt (see note 5)	Same as Tolling Scenario E

PARAMETER	SCENARIO A Base Plan	SCENARIO B Base Plan with Caps and Exemptions	SCENARIO C Low Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	SCENARIO D High Crossing Credits for Vehicles Using Tunnels to Access the CBD	SCENARIO E High Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	SCENARIO F High Crossing Credits for Vehicles Using Manhattan Bridges and Tunnels to Access the CBD, with Some Caps and Exemptions	SCENARIO G Base Plan with Same Tolls for All Vehicle Classes	ADOPTED TOLL STRUCTURE	EXPLANATION OF HOW THE ADOPTED TOLL STRUCTURE FITS WITHIN THE FINAL EA TOLLING SCENARIOS
Approximate Toll Rate Assumed for Autos, Commercial Vans, and Motorcycles[3]									
Peak	$9	$10	$14	$19	$23	$23	$12	$15	Within the range of $9 - $23
Off Peak	$7	$8	$11	$14	$17	$17	$9	$3.75	Lower than range in the Final EA; closest to Tolling Scenarios A and B at $5; exceeds commitment in the Final EA to include "further reduced overnight tolls at or below 50 percent…" by reducing peak toll by 75 percent
Overnight	$5	$5	$7	$10	$12	$12	$7	$3.75	
Approximate Toll Rate Assumed for Trucks (Small Trucks/Large Trucks) [3]									
Peak	$18 / $28	$20 / $30	$28 / $42	$38 / $57	$46 / $69	$65 / $82	$12 / $12	$24 / $36	Within the range of $12 - $65 (small trucks) / $12 - $82 (large trucks)
Off Peak	$14 / $21	$15 / $23	$21 / $32	$29 / $43	$35 / $52	$49 / $62	$9 / $9		
Overnight	$9 / $14	$10 / $15	$14 / $21	$19 / $29	$23 / $35	$33 / $41	$7 / $7	$6 / $9	Toll rates lower than range of rates presented in the Final EA; exceeds commitment in the Final EA to include "further reduced overnight tolls at or below 50 percent…" by reducing peak toll by 75 percent

Notes:

1 Tolls would be higher during peak periods when traffic is greatest. All Final EA tolling scenarios and the adopted toll structure include a higher toll on designated "Gridlock Alert" days, although the modeling conducted for the Project does not reflect this higher toll since it considers typical days rather than days with unusually high traffic levels.

2 The adopted toll structure has a simplified two-time-period structure (i.e., peak and overnight) on weekdays, as opposed to the three-time-period (i.e., peak, off-peak, and overnight) weekday structures studied in the Final EA. As there is no longer an off-peak period on weekdays, the weekday peak and overnight periods are longer than those studied in the Final EA. The transportation modeling conducted for the adopted toll structure accounts for this change in the peak and off-peak periods and thus the model results reflect this change.

3 Toll rates are for vehicles using E-ZPass and are rounded. For all tolling scenarios, different rates would apply for vehicles not using E-ZPass.

4 The Final EA provides information on the types of vehicles licensed by the New York City Taxi and Limousine Commission (TLC) in Chapter 6, "Economic Conditions," Section 6.3.2.6, on page 6-32. These include yellow cabs, for which TLC has issued medallions; green cabs, which are street-hail livery cabs that begin their trips outside the core service area of Manhattan; and FHVs, which provide pre-arranged service. Vehicles licensed as app-based, or high-volume, FHVs operate from bases that dispatch more than 10,000 trips a day. (https://www.nyc.gov/site/tlc/businesses/high-volume-for-hire-services.page). Currently there are two TLC-licensed high-volume FHVs: Lyft and Uber. In this reevaluation document and the Final EA, the term "taxi" is used to refer to yellow cabs, green cabs, and FHVs that are not high-volume FHVs and the term "FHV" refers to app-based, high-volume FHVs (i.e., Lyft and Uber).

5 The per-trip tolls for taxis and FHVs in the adopted toll structure would be equivalent to the auto peak rate of $15 (based on NYC Taxi and Limousine Commission analysis of trips made by TLC-licensed vehicles in May 2023: for taxis the average number of trips with passengers to/from/within the CBD is 12, and for FHVs it is 6).

6 With the adopted toll structure, qualifying authorized emergency vehicles and qualifying vehicles transporting people with disabilities would be exempt from the toll. Specialized government vehicles would also be exempt. School buses contracted with the NYC Department of Education, commuter vans licensed with the NYC Taxi and Limousine Commission, and buses providing scheduled commuter services open to the public would also be exempt from the toll.

Environmental justice mitigation commitments

The Final EA approved by FHWA in June 2023 addressed any potential adverse environmental effects from Congestion Pricing by committing to mitigation measures. It also concluded that Congestion Pricing would not have a disproportionately high and adverse effect on environmental justice communities or populations with the commitment to both place-based mitigation measures in potentially impacted environmental justice census tracts, and other mitigation measures designed to benefit the entire region, including low-income drivers. The value of those measures was $207.5M over five years.

The adopted toll structure deepens the value of two of the mitigation measures described in the Final EA. It increased the low-income discount; it also both extended the overnight period beyond the commitment in the Final EA and deepened the overnight discount. With those additions, the total mitigation commitment made by the Project increased, from $207.5M to $330M.

1. Place-based mitigation

The reevaluation reaffirms the commitment to $100M in funding for place-based mitigation to those environmental justice communities that (a) could see increased truck traffic proximity, and that (b) have at least one pollutant burden AND at least one chronic disease burden at or above the 90th percentile compared to the nation as a whole.

The reevaluation confirms that the adopted toll structure will affect the same 13 environmental justice communities as those identified in the Final EA: Crotona–Tremont, High Bridge–Morrisania, Hunts Point-Mott Haven, Northeast Bronx, Pelham–Throgs Neck, Downtown Brooklyn–Fort Greene, South Williamsburg, East Harlem, Randall's Island, Newark, Orange, East Orange and Fort Lee. With the tolling structure now formally adopted, the amount of funding for each mitigation measure has been allocated to the affected EJ communities, in direct proportion with the population within the affected census tracts.

Place-based mitigation measures include:

- $15M to replace diesel-powered Transport Refrigeration Units at Hunts Point Produce Market in the Bronx.
- $20M to establish an asthma center and case management program in the Bronx.
- $20M to implement electric truck charging infrastructure in New York City, which also has regional benefits: although the charging points can only be located in New York State because they are funded by NYSDOT, all trucks may use the charging points regardless of their points of origin or destination.

- $10M to install air filtration units in schools near highways in any of the affected communities regionwide.
- $10M to install roadside vegetation in any of the affected communities regionwide.
- $25M to renovate parks and greenspace in any of the affected communities regionwide.

2. Low-income discount

The adopted toll structure increased the discount available to low-income drivers, regardless of their place of residence, from 25 percent to 50 percent. This mitigation commitment is for a total of $82.0M over five years and will benefit all low-income drivers in the region and beyond.

3. Regional mitigation

The reevaluation reaffirms the mitigation measures made in the Final EA, that have benefits throughout the region. Those measures include:

- $123M to deeply discount the overnight toll so as to reduce diversions and encourage off hours truck deliveries (an increase in both the time period in which the discount is available and the depth of the discount).
- $20M to expand the NYC Clean Trucks Program; participation in the program is open to trucks with more than 70 percent of their vehicle miles traveled in the tri-state area (New York, New Jersey, and Connecticut).
- $5M to expand the NYCDOT Off-Hours Delivery Program; The program is available to all trucks regardless of their points of origin or destination.

Summary of Effects

The reevaluation considers 20 areas of analysis. In 16 of those areas, the reevaluation finds that the Program will benefit communities or create no adverse effects: the regional transportation system, parking, social conditions (in terms of population, neighborhood character, public policy), economic conditions, energy, parks and recreational resources, historic and cultural resources, visual resources; air quality; noise; natural resources; hazardous waste/contaminated materials; and construction effects.

In four areas of analysis, the reevaluation, like the Final EA, found some potential adverse effects: highways and intersections; transit; pedestrian and bicycles. It also considered the potential for disproportionately high and adverse effects on environmental justice communities and populations. The Program includes significant mitigation commitments by the MTA, NYCDOT, and NYSDOT. These include committing $330 million in measures to mitigate the impact that the toll might have on low-income residents and communities across the region, with a special focus on environmental justice communities. The Project Sponsors have also committed to monitoring effects of the Program as it is implemented so that adjustments can be made if warranted (known as adaptive management).

The following tables describe the effects of the adopted toll structure, and compare them to the effects of the seven tolling scenarios analyzed in the Final EA. More detail can be found in Table 1.1 of the reevaluation.

Transportation: Regional Transportation Effects and Modeling

TOPIC	DATA SHOWN IN TABLE	FINAL EA TOLLING SCENARIOS	ADOPTED TOLL STRUCTURE	MITIGATION NEEDED
Vehicle Volumes	% Increase or decrease in daily vehicles entering the Manhattan CBD relative to No Action Alternative	-15% to -20%	-17%	None
Auto Journeys to CBD	% Increase or decrease in worker auto journeys to Manhattan CBD relative to No Action Alternative	-5% to -11%	-6%	None
Truck Trips Through CBD	% Increase or decrease in daily truck trips through Manhattan CBD (without origin or destination in the CBD) relative to No Action Alternative	-21% to -81%	-55%	None
Transit Journeys	% Increase or decrease in daily Manhattan CBD-related transit journeys relative to No Action Alternative	+1.2% to +2.5%	+1.6%	None
Traffic Results / Manhattan CBD	% Increase or decrease in daily VMT relative to No Action Alternative	-9.2% to -7.1%	-8.9%	None
Traffic Results / NYC non-CBD	% Increase or decrease in daily VMT relative to No Action Alternative	-1.0% to -0.2%	-0.4%	None
Traffic Results / North of NYC	% Increase or decrease in daily VMT relative to No Action Alternative	-0.8% to -0.2%	-0.4%	None
Traffic Results / Long Island	% Increase or decrease in daily VMT relative to No Action Alternative	-0.2% to +0.1%	0.0%	None
Traffic Results / New Jersey	% Increase or decrease in daily VMT relative to No Action Alternative	0.0% to +0.2%	+0.1%	None
Traffic Results / Connecticut	% Increase or decrease in daily VMT relative to No Action Alternative	-0.2% to 0.0%	-0.3%	None

Transportation: Highways and Local Intersections

TOPIC	FINAL EA TOLLING SCENARIOS	ADOPTED TOLL STRUCTURE	ADDITIONAL MITIGATION NEEDED
Traffic – 10 Highway Segments / AM	0 out of 10 highway corridors in the analyzed tolling scenario (Tolling Scenario D)	1 out of 10 highway corridors (Westbound Long Island Expressway (I-495) near the Queens-Midtown Tunnel); for some drivers, these increases will be offset by travel time savings within the CBD.	No. Mitigation in Final EA is sufficient.
Traffic – 10 Highway Segments / midday	2 out of 10 highway corridors in the analyzed tolling scenario (Tolling Scenario D), as well as Tolling Scenarios E and F	1 out of 10 highway corridors (approaches to westbound George Washington Bridge on I-95); for some drivers, these increases will be offset by travel time savings within the CBD.	No. Mitigation in Final EA is sufficient.
Traffic – 10 Highway Segments / PM	1 out of 10 highway corridors in the analyzed tolling scenario (Tolling Scenario D), as well as Tolling Scenarios E and F	1 out of 10 highway corridors (Southbound and northbound FDR Drive between East 10th Street and Brooklyn Bridge); for some drivers, these increases will be offset by travel time savings within the CBD.	No. Mitigation in Final EA is sufficient.
Intersections - 4 locations	4 locations in the analyzed tolling scenario (Tolling Scenario D), as well as Tolling Scenarios E and F	1 location: East 125th Street at Second Avenue (PM)	No. Mitigation in Final EA is sufficient.

Transportation: Transit

TOPIC / TRANSIT RIDERSHIP	DATA SHOWN IN TABLE	FINAL EA TOLLING SCENARIOS	ADOPTED TOLL STRUCTURE	MITIGATION NEEDED
NYCT subways	% Increase or decrease in total AM peak period boardings systemwide	+1.5% to +2.0%	+1.7%	None. No adverse effects.
PATH		+0.8% to +2.0%	+1.3%	None. No adverse effects.
LIRR		+0.6% to +2.0%	+1.0%	None. No adverse effects.
Metro-North		+0.6% to +1.9%	+1.4%	None. No adverse effects.
NJ TRANSIT commuter rail		+0.3% to +2.3%	+0.9%	None. No adverse effects.
MTA/NYCT buses		+1.2% to +1.6%	+1.3%	None. No adverse effects.
NJTRANSIT Bus		+0.5% to +1.1%	+0.9%	None. No adverse effects.
Other bus		0.0% to +0.9%	+0.2%	None. No adverse effects.
Ferries		+2.5% to +3.6%	+2.9%	None. No adverse effects.
Roosevelt Island Tram		+1.7% to +2.6%	+2.9%	None. No adverse effects.

TOPIC / BUS PASSENGER LOADS	DATA SHOWN IN TABLE	FINAL EA TOLLING SCENARIOS	ADOPTED TOLL STRUCTURE	MITIGATION NEEDED
Manhattan local bus	% Increase or decrease at maximum passenger load point	+0.5% to +1.2%	+0.5%	None. No adverse effects.
Bronx express bus		-1.6% to +2.2%	+0.6%	None. No adverse effects.
Queens local & express bus via QBB		+2.0% to +2.8%	+2.2%	None. No adverse effects.
Queens express bus via QMT		+0.2% to +1.1%	+0.5%	None. No adverse effects.
Brooklyn local & express bus		+0.6% to +2.6%	+0.5%	None. No adverse effects.
Staten Island express bus via Brooklyn		+3.5% to +4.5%	+3.9%	None. No adverse effects.
Staten Island express bus via NJ		+1.0% to +2.8%	+1.3%	None. No adverse effects.
NJ / West of Hudson bus via Holland Tunnel		-1.4% to +1.4%	+1.9%	None. No adverse effects.
NJ / West of Hudson bus via Lincoln Tunnel		+0.4% to +1.5%	+0.8%	None. No adverse effects.

TOPIC / TRANSIT ELEMENTS	DATA SHOWN IN TABLE	FINAL EA TOLLING SCENARIOS	ADOPTED TOLL STRUCTURE	ADDITIONAL MITIGATION NEEDED
Hoboken PATH station stair 01/02	Net passenger increases at stair in the peak hour	45 to 240	140	No adverse effect predicted. Mitigation in Final EA will still be implemented, as an enhancement.
42 St-Times Square–subway station (Manhattan) Stair ML6/ML8		40 to 71	43	No. Mitigation in Final EA is sufficient.
Flushing-Main St subway station (Queens)–Escalator E456		40 to 74	61	No. Mitigation in Final EA is sufficient.
Union Sq subway station (Manhattan)–Escalator E219		14 to 23	18	No. Mitigation in Final EA is sufficient.
Court Sq subway station (Queens)–Stair P2/P4		117 to 152	122	No. Mitigation in Final EA is sufficient.

Air Quality

TOPIC / POLLUTANT CONCENTRATIONS ACROSS 12 COUNTIES*	DATA SHOWN IN TABLE	FINAL EA	ADOPTED TOLL STRUCTURE	MITIGATION NEEDED
Volatile Organic Compounds (VOC)	% Increase or decrease in criteria pollutants	-0.2%	-0.4%	No
Nitrogen Oxides (NO_x)		-0.4%	-0.5%	
Carbon Monoxide (CO)		-0.3%	-0.7%	
Particulate Matter (PM_{10})		-1.0%	-1.0%	
Particulate Matter ($PM_{2.5}$)		-0.7%	-0.8%	
Carbon Dioxide Equivalents (CO_2e)		-0.6%	-0.6%	

* Bronx, Kings (Brooklyn), New York (Manhattan), Queens, Richmond (Staten Island), Nassau, Suffolk, Putnam, Rockland, and Westchester Counties, New York; Bergen and Hudson Counties, New Jersey.

TOPIC / EMISSIONS "HOT SPOT" ANALYSIS	DATA SHOWN IN TABLE	FINAL EA TOLLING SCENARIOS	ADOPTED TOLL STRUCTURE	MITIGATION NEEDED
Cross Bronx Expressway at Macombs Road, Bronx, NY	Increase or decrease in Annual Average Daily Traffic (AADT)	+1,766 to +3,996 (+1% to +2%)	+3,917 (+2%)	No
	Increase or decrease in daily number of trucks	+50 to +704 (+0% to +3%)	+433 (+2%)	
	Potential adverse air quality effects from truck diversions	No	No, PM_{10} & $PM_{2.5}$ do not exceed NAAQS	
I-95, West of the GWB, Bergen County, NJ	Increase or decrease in AADT	+5,003 to +12,506 (+2% to +5%)	+10,341 (+4%)	No
	Increase or decrease in daily number of trucks	-236 to +955 (-1% to +3%)	+499 (+1%)	
	Potential adverse air quality effects from truck diversions	No	No, PM_{10} & $PM_{2.5}$ do not exceed NAAQS	
RFK Bridge, NY	Increase or decrease in AADT	+18,742 to +21,006 (+13% to +15%)	+20,273 (+14%)	No
	Increase or decrease in daily number of trucks	+432 to +4,116 (+3% to +27%)	+2,433 (+16%)	
	Potential adverse air quality effects from truck diversions	No	No, PM_{10} & $PM_{2.5}$ do not exceed NAAQS	

In addition to the regional and highway "hot spot" analysis, the Final EA and reevaluation assessed the potential effects of emissions from vehicles at 102 intersections across Manhattan, Long Island City, Downtown Brooklyn, and Jersey City near the Holland Tunnel.

All 102 intersections passed screening for air quality effects in both the Final EA and the reevaluation.

Transportation: Parking

Both the Final EA and reevaluation found that CBDTP would have beneficial effects for parking in the CBD since auto trips to the CBD are anticipated to decrease.

Though parking demand at some transit facilities outside the CBD would increase with increased transit ridership, the Final EA and reevaluation found that these increases would be small enough not to generate adverse effects.

Social Conditions

- Access to Employment
  - The vast majority of commuters to the CBD currently use transit.
  - Those who drive despite the CBD toll would do so based on the need or convenience of driving and would benefit from the reduced congestion in the Manhattan CBD.

  - There would be a negligible effect (less than 0.1 percent) on travel to employment within the Manhattan CBD and reverse-commuting from the CBD due to the wide range of transit options available and the small number of commuters who drive today.

- Vulnerable Populations
  - Both the Final EA and reevaluation found that CBDTP would benefit vulnerable social groups, including elderly populations, persons with disabilities, transit-dependent populations, and non-driver populations, by funding transit improvements and by improving bus travel times and reliability (bus passengers tend to be older than riders on other forms of transit, such as the subway).
  - People over the age of 65 with a qualifying disability are eligible for reduced fare on MTA subways and buses and may also receive MTA's paratransit service, including taxis and for-hire vehicles (FHVs) operating on behalf of MTA.
  - Elderly people with disabilities and low-income individuals who drive to the Manhattan CBD would be entitled to the same mitigation and enhancements proposed for low-income and disabled populations, in general.

Economic Conditions

- The Final EA and reevaluation found economic benefits from CBDTP through travel-time savings and travel-time reliability improvements, as well as reduced vehicle operating costs.
- As found in the Final EA, the adopted toll structure is not anticipated to result in meaningful change in cost for most consumer goods.
- Any cost increase associated with the new toll would be passed along to several business customers, minimizing costs to any individual business.
- No adverse effects were found for any particular industry or sector of the labor force in the Manhattan CBD, including the taxi/FHV industry.
- Transit access in the CBD is high and a high percentage of workers commute by transit; thus, the toll would affect only a small percentage of the overall workforce.
- The potential decrease in taxi/FHV VMT across the region and within the Manhattan CBD under the adopted toll structure is much smaller than the largest potential decreases predicted in the Final EA.

TOPIC / TAXI AND FHV INDUSTRY	DATA SHOWN IN TABLE	FINAL EA	ADOPTED TOLL STRUCTURE	MITIGATION NEEDED
Regionwide	% change in daily taxi/FHV VMT	-5.0% to -0.1%	-0.7%	No; (see "Environmental Justice" for mitigation related to effects on taxi and FHV drivers).
In the Manhattan CBD		-16.8% to +4.6%	-0.3%	

Environmental Justice

- A very small minority of low-income commuters to the CBD drive; many more take transit.
- Low-income drivers to the Manhattan CBD would have increased costs in adopted toll structure, as they would under the scenarios studied in the Final EA; with the adopted toll structure, MTA, NYCDOT, and NYSDOT have committed to a low-income discount that is double what was committed to in the Final EA.
- Taxi and FHV drivers have potential decreases in VMT in the CBD under the adopted toll structure that are smaller than the largest decreases found in the Final EA; this is possible because the adopted toll structure includes per-trip fees that are equivalent to the once-per-day toll cap that the Final EA found would not have, based on detailed data, disproportionately high and adverse effects on taxi/FHV drivers.
- As expected, the census tracts with pre-existing air pollutant and chronic disease burdens that would benefit from reduced traffic, and those affected by increased traffic from vehicles diverting around the CBD, vary somewhat from the Final EA under the adopted toll structure, but the communities remain the same.
- A package of regional and place-based investments, described above, will mitigate these effects.

The adopted toll structure meets the purpose and need of reducing traffic congestion in the CBD, while generating revenue for future transportation improvements

SCREENING CRITERION	CBD TOLLING (ACTION) ALTERNATIVE FINAL EA SCENARIOS	ADOPTED TOLL STRUCTURE
Purpose and Need: Reduce traffic congestion in the Manhattan CBD in a manner that will generate revenue for future transportation improvements	MEETS	MEETS
Objective 1: Reduce daily vehicle-miles traveled (VMT) within the Manhattan CBD Criterion: Reduce by 5% (relative to No Action)	MEETS	MEETS
Daily VMT reduction (2023)	7.1% - 9.2%	8.9%
Objective 2: Reduce the number of vehicles entering the Manhattan CBD daily Criterion: Reduce by 10% (relative to No Action)	MEETS	MEETS
Daily vehicle reduction (2023)	15.4% - 19.9%	17.3%
Objective 3: Create a funding source for capital improvements and generate sufficient annual net revenues to fund $15 billion for capital projects for MTA's Capital Program	MEETS[1]	MEETS
Net revenue to support MTA's Capital Program[2]	$1.0 billion - $1.5 billion	$0.9 billion
Objective 4: Establish a tolling program consistent with the purposes underlying the New York State legislation entitled the "MTA Reform and Traffic Mobility Act"	MEETS	MEETS

Notes:

1 Although Final EA Tolling Scenario B would not meet Objective 3 with the toll rates identified and assessed in the Final EA, additional analysis was conducted to demonstrate that it would meet this objective with a higher toll rate; the resulting VMT reduction and revenue for that modified scenario would fall within the range of the other Final EA scenarios.

2 The net revenue needed to fund $15 billion depends on a number of economic factors, including but not limited to interest rates and term. For the purposes of the Final EA, the modeling assumes the Project should provide at least $1 billion annually in total net revenue, which would be invested or bonded to generate sufficient funds. The net revenue values provided in this table are rounded and based on Project modeling. Following completion of the Final EA, based on current interest rates and expected timing of projects, MTA's Chief Financial Officer has determined that annual net revenues in the range of $0.9 billion should be sufficient to meet the Project's need to fund $15 billion of capital projects for the MTA Capital Program.

ENDNOTES

1 Federal Highway Administration. June, 2023. "Finding of No Significant Impact: Central Business District (CBD) Tolling Program." Available at https://new.mta.info/document/114186; for more information on the federal environmental review process that led to this Finding, including information on why a federal environmental review was necessary, refer to the "Finding of No Significant Impact (FONSI)" page on the MTA CBD Tolling Program web site at https:/new.mta.info/project/CBDTP/environmental-assessment.

2 For more detail, see the "Congestion Relief Zone, Tolling Information" page at https://congestionreliefzone.mta.info/tolling.