Congestion Pricing Task Force Meeting - Tuesday, September 12, 2022

Alida Camp and Craig Lader: Co-Chairs

Traffic Mobility Review Board Members

- Carl Weisbrod, Chair of the TMRB
- John Banks, President Emeritus of the Real Estate Board of New York
- Scott Rechler, Chair of the Regional Plan Association and Chief Executive Officer and Chairman of RXR
- John Samuelsen, International President of the Transport Workers Union
- Elizabeth Velez, President and Principal of the Velez Organization
- Kathryn Wylde, President and CEO of the Partnership for New York City

Environmental Assessment

- Issued August 10th
- Comprised of 21 Chapters, with 868 pages of content
- Also includes 2 volumes of appendices, with an additional 3,000 pages of content
- Six public hearings held between August 25th and 31st, with over 1,000 speakers and nearly 40 hours of meeting time
- Comment period ongoing through September 23rd

Public Hearings

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Discussion of Environmental Assessment Findings & Proposed Policies Impacting Community District 8

What is the Central Business District (CBD) Tolling Program?

A vehicular tolling program to reduce traffic congestion in the Manhattan CBD

As defined in the New York State MTA Reform and Traffic Mobility Act, vehicles would be charged a daily toll for entering or remaining in the Manhattan CBD, which is on and below 60th Street in Manhattan, excluding:

- The Franklin D. Roosevelt (FDR) Drive and the West Side Highway/Route 9A
- The Battery Park Underpass and any surface roadway portion of the Hugh L. Carey Tunnel connecting to West Street (the West Side Highway/Route 9A)

After covering Project-related capital and operating expenses, revenue collected would fund projects in the MTA 2020-2024 Capital Program and successor capital programs.

Map of Manhattan's Central Business District Tolling Program Area

Project Purpose, Need, Objectives

Purpose

To reduce traffic congestion in the Manhattan CBD in a manner that will generate revenue for future transportation improvements, pursuant to acceptance into FHWA's Value Pricing Pilot Program (VPPP)

Need

- To reduce vehicle congestion in the Manhattan CBD
- To create a new local, recurring funding source for MTA's Capital Projects

Objectives

- Reduce daily vehicle-miles traveled (VMT) within the Manhattan CBD by at least 5 percent
- Reduce the number of vehicles entering the Manhattan CBD daily by at least 10 percent
- Create a funding source for capital improvements and generate sufficient annual net revenues to fund $15 billion for capital projects for the MTA Capital Program
- Establish a tolling program consistent with the purposes underlying the New York State legislation entitled the MTA Reform and Traffic Mobility Act

Project Alternatives Evaluated in EA

No Action Alternative

- No program to toll vehicles in the Manhattan CBD
- No comprehensive plan to reduce Manhattan CBD congestion
- No annual, recurring funding for MTA capital programs

CBD Tolling "Action" Alternative

- Implement a tolling program, consistent with the Mobility Act, to toll vehicles entering or remaining in the Manhattan CBD
- Install tolling infrastructure, tolling system equipment, and signage within and near the Manhattan CBD
- Generate funds for MTA capital investments in subways, buses, and commuter railroads

Key Topics of the Environmental Assessment

Areas with Only Beneficial or No Adverse Effects	Areas with Potential Adverse Effects
Transportation: Regional Transportation *(4A)*	Transportation: Highways and Intersections *(4B)*
Transportation: Parking *(4D)*	Transportation: Transit *(4C)*
Social Conditions: Population *(5A)*	Transportation: Pedestrians and Bicycles *(4E)*
Social Conditions: Neighborhood Character *(5B)*	Environmental Justice *(17)*
Social Conditions: Public Policy *(5C)*	
Economic Conditions *(6)*	
Parks and Recreational Resources *(7)*	
Historical and Cultural Resources *(8)*	
Visual Resources *(9)*	
Air Quality *(10)*	
Energy *(11)*	
Noise *(12)*	
Natural Resources *(13)*	
Hazardous Waste/Contaminated Materials *(14)*	
Construction Effects *(15)*	

(#) – denotes chapter in EA where this information can be found

Operational Details impacting Community District 8

- Tolls would be charged for entering or remaining in the Manhattan Detection points at exit locations would aid in identifying vehicles that have remained in the Manhattan CBD. (vehicles making trips entirely within the CBD are not charged)
- Verification points along the West Side Highway/Route 9A and FDR Drive would be used to ensure that vehicles that remain on these roadways without entering the Manhattan CBD do not pay a toll.
- All traffic using the northern upper roadway of the Queensboro Bridge to access Manhattan north of 60th Street would not be subject to CBD tolling in the tolling scenarios modeled in this EA.
- With the exception of the inbound upper roadway of the Queensboro Bridge all exits from and entrances to all bridges and tunnels below 60th Street will include detection points on the ramps leading to and from the bridges and tunnels as well as detection points on the East River bridge structures over land.

CBD Tolling Alternative – Key Takeaways

Tolling the Manhattan CBD → Reduced traffic entering Manhattan CBD
Net benefit in congestion reduction for the region

Discounts, crossing credits, exemptions → Higher toll rates

Higher toll rates → Greater degree of traffic reduction in Manhattan CBD, **BUT**
Increased traffic diversions, including increases along the Cross Bronx Expressway and Staten Island Expressway

Crossing credits → More parity in total costs among different routes, **BUT**
Changes the balance of effects on traffic

- Less effect reducing traffic from Queens; much less effect reducing traffic from New Jersey
- Greater effect reducing traffic from north of 60th Street and Brooklyn
- More traffic at the Queens-Midtown Tunnel, the Hugh L. Carey Tunnel, and the Long Island Expressway

CBD Tolling Alternative - Tolling Scenarios

	Scenario						
	A	B	C	D	E	F	G
	Base Plan	Base Plan with Caps and Exemptions	Low Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	High Crossing Credits for Vehicles Using Tunnels to Access the CBD	High Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	High Crossing Credits for Vehicles Using Manhattan Bridges and Tunnels to Access the CBD, with Some Caps and Exemptions	Base Plan with Same Tolls for All Vehicle Classes
Potential Crossing Credits							
Credit Toward CBD Toll for Tolls Paid at the Queens-Midtown, H.L. Carey, Lincoln, Holland Tunnels	No	No	Yes	Yes	Yes	Yes	No
Credit Toward CBD Toll for Tolls Paid at the R. F. Kennedy, Henry Hudson, G. Washington Bridges	No	No	No	No	No	Yes	No
Potential Exemptions and Discounts (Caps) on Number of Tolls per Day							
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
Taxis	No cap	Once per day	Exempt	No cap	Exempt	Once per day	No cap
FHVs	No cap	Once per day	Three times per day	No cap	Three times per day	Once per day	No cap
Small and large trucks	No cap	Twice per day	No cap	No cap	No cap	Once per day	No cap
Buses	No cap	Exempt	No cap	No cap	Only transit buses exempt	Exempt	No cap
Approximate Toll Rate Assumed (Autos / Small Trucks / Large Trucks)							
Peak Period	$9 / $18 / $28	$10 / $20 / $30	$14 / $28 / $42	$19 / $38 / $57	$23 / $46 / $69	$23 / $65 / $82	$12
Off Peak Period	$7 / $14 / $21	$8 / $15 / $23	$11 / $21 / $32	$14 / $29 / $43	$17 / $35 / $52	$17 / $49 / $62	$9
Overnight Period	$5 / $9 / $14	$5 / $10 / $15	$7 / $14 / $21	$10 / $19 / $29	$12 / $23 / $35	$12 / $33 / $41	$7

Table 4A-4. Daily Vehicles[1] Entering the Manhattan CBD by Crossing Location: No Action Alternative and Tolling Scenarios (2023)

CROSSING LOCATION	NO ACTION	SCENARIO A	SCENARIO B	SCENARIO C	SCENARIO D	SCENARIO E	SCENARIO F	SCENARIO G
60th Street	**276,466**	**220,659**	**221,318**	**208,405**	**198,437**	**196,294**	**204,011**	**216,999**
FDR Drive and West Side Highway/Route 9A[2]	161,696	151,594	152,322	146,846	141,979	140,589	144,802	150,734
West Side Avenues	28,026	22,265	22,743	20,793	19,710	19,467	20,410	22,105
East Side Avenues	86,744	46,800	46,253	40,766	36,748	36,238	38,799	44,160
Queens	**142,596**	**125,030**	**124,315**	**130,029**	**136,799**	**136,652**	**137,229**	**123,298**
Brooklyn	**187,486**	**168,154**	**167,624**	**152,790**	**138,880**	**137,092**	**137,368**	**165,509**
New Jersey	**109,602**	**92,070**	**90,704**	**100,791**	**107,810**	**103,257**	**106,560**	**88,196**
TOTAL	**716,150**	**605,913**	**603,961**	**592,015**	**581,926**	**573,295**	**585,168**	**594,002**

Table 4A-5. Percentage Change (compared to No Action Alternative) in Daily Vehicles Entering the Manhattan CBD by Crossing Location and Tolling Scenario (2023)

CROSSING LOCATIONS	SCENARIO A	SCENARIO B	SCENARIO C	SCENARIO D	SCENARIO E	SCENARIO F	SCENARIO G
60th Street	**-20.2%**	**-19.9%**	**-24.6%**	**-28.2%**	**-29.0%**	**-26.2%**	**-21.5%**
FDR Drive and West Side Highway/Route 9A*	-6.2%	-5.8%	-9.2%	-12.2%	-13.1%	-10.4%	-6.8%
West Side Avenues	-20.6%	-18.9%	-25.8%	-29.7%	-30.5%	-27.2%	-21.1%
East Side Avenues	-46.0%	-46.7%	-53.0%	-57.6%	-58.2%	-55.3%	-49.1%
Queens	**-12.3%**	**-12.8%**	**-8.8%**	**-4.1%**	**-4.2%**	**-3.8%**	**-13.5%**
Brooklyn	**-10.3%**	**-10.6%**	**-18.5%**	**-25.9%**	**-26.9%**	**-26.7%**	**-11.7%**
New Jersey	**-16.0%**	**-17.2%**	**-8.0%**	**-1.6%**	**-5.8%**	**-2.8%**	**-19.5%**
TOTAL	**-15.4%**	**-15.7%**	**-17.3%**	**-18.7%**	**-19.9%**	**-18.3%**	**-17.1%**

Community District 8 – Traffic Impacts

- Daily vehicles entering the CBD via 60th St. on the East Side would drop from 86,000 in the no action alternative to somewhere in the 36,000-46,000 range in the various tolling scenarios (46% to 58%)
- The larger reductions on the East Side avenues compared to the West Side avenues are a result of changing volumes on the upper level of the Ed Koch Queensboro Bridge.
- Tolling Scenarios C through F all offer some form of crossing credits for the Queens-Midtown Tunnel. The crossing credits increase the attractiveness of the TBTA East River facilities compared to the Ed Koch Queensboro Bridge and divert crossings destined for the Manhattan CBD off the bridge and onto TBTA facilities.
- With fewer Manhattan CBD-bound vehicles using the upper level of the bridge, traffic would be reduced on the East Side avenues into the Manhattan CBD at greater levels than the West Side avenues.

Transportation: Regional Effects

Beneficial Effects

Key Findings

All tolling scenarios

- Reduce the number of vehicle entries into the Manhattan CBD
- Reduce vehicle-miles traveled (VMT) in the Manhattan CBD

Area	% Increase or Decrease in Vehicles Entering
Manhattan CBD	-19.9% to -15.4%

Area	% Increase or Decrease in Daily VMT
Manhattan CBD	-9.2% to -7.1%
NYC	-1.5% to -0.7%
New York north of NYC	-0.8% to -0.2%
Long Island	-0.2% to 0.1%
New Jersey	0.0% to 0.2%
Connecticut	-0.2% to 0.0%

Transportation: Highways

Beneficial Effects

Adverse Effects - Mitigation Required

Key Findings

Some locations would experience a decrease in congestion.

Three highway segments would experience adverse effects in the form of increased delays:

- Westbound LIE (I-495) near the Queens-Midtown Tunnel *(midday);*
- Approaches to westbound George Washington Bridge on I-95 *(midday);*
- Southbound/northbound FDR Drive between E 10th Street and Brooklyn Bridge *(PM).*

Mitigation

Project Sponsors will implement a monitoring plan, prior to the Project beginning, that identifies thresholds for adverse effects; if thresholds are reached as a result of the Project, the Project Sponsors will institute Transportation Demand Management (TDM) measures, such as ramp metering, motorist information, and/or signage, at identified highway locations with adverse effects.

Post-implementation, the Project Sponsors will monitor effects and, if needed, Triborough Bridge and Tunnel Authority (TBTA) will modify the toll rates, crossing credits, exemptions, and/or discounts to reduce adverse effects.

FDR Drive Impacts

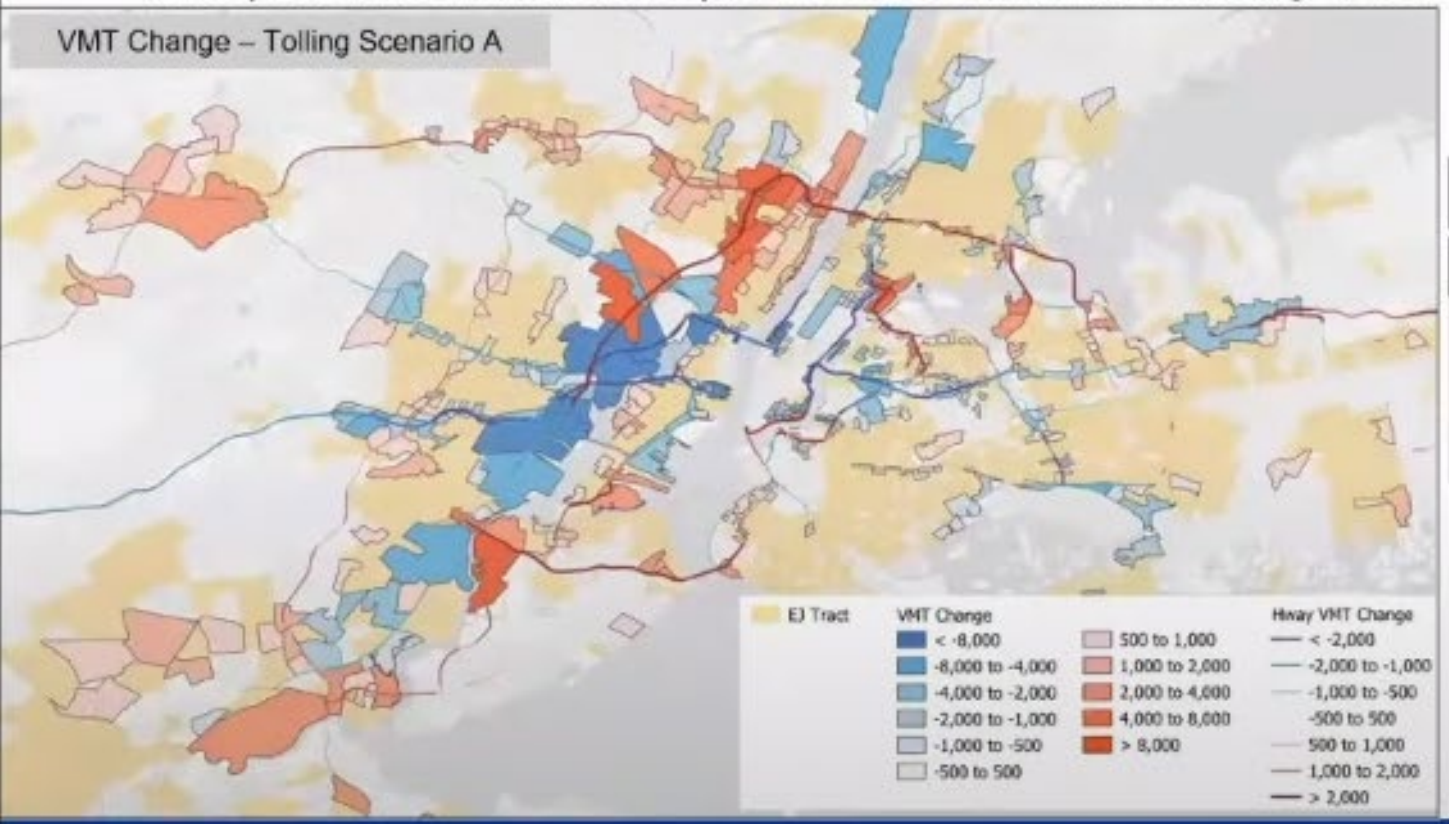
- Under the CBD Tolling Alternative, the FDR Drive would experience a net decline in traffic at 60th Street, resulting in improved travel times and operating conditions along the upper FDR Drive and the segment between East 23rd Street and East 60th Street.

Truck Traffic

Key Findings

Response to Outreach

VMT increases would occur on the Cross Bronx Expressway as a result of traffic diversions. While there would be no adverse effect related to air quality, members of EJ communities raised concern, and additional analysis was performed at their request to determine how many trucks were responsible for the projected increase.



Increased Daily Number of Trucks

Location	A	B	C	D	E	F	G
Cross Bronx Expressway at Macombs Rd	509	704	170	510	378	536	50

In response to concerns raised during public outreach, Tolling Scenario G was added to the original 6 scenarios. By charging all vehicles the same toll rate as cars, instead of charging trucks more, diversions would be reduced along with the relative incremental number of trucks.

Transportation: Local Intersections

Beneficial Effects

Adverse Effects - Mitigation Required

Key Findings

Most intersections – would experience decreases in delay

Tolling Scenarios D/E/F – 4 out of 102 intersections would experience adverse effects in the form of increased delay at certain times

Mitigation

Project Sponsors will monitor those intersections where adverse effects are identified and implement appropriate signal timing adjustments to mitigate the effect, per NYCDOT's normal practice.

Changes in Intersection Delays (Tolling Scenarios D/E/F) After Signal Timing Adjustments (seconds)				
Location	EJ	AM	MD	PM
Trinity Place & Edgar Street	No	0.6	7.7	1.1
E 37th St & 3rd Ave	No	0.7	5.1	1.3
E 36th St & 2nd Ave	No	-4.7	3.6	3.4
125th Street & 2nd Avenue	Yes	2.9	0.9	11.2

Community District 8 Intersection Impacts

- A detailed traffic analysis was performed at 19 intersections in the the East Side 60th Street— Manhattan area.
- The results of the analysis for the AM, MD, PM, and LN peak hours showed that none of the intersections would have an increase in delay that would exceed the SEQRA threshold used by TBTA to determine whether there would be an adverse traffic effect; therefore, there would not be an adverse traffic impact
- Of 76 intersections analyzed on the east side, in the action alternative, 7 would see increased delays, 61 decreased delays, 8 unchanged

Transportation: Transit

Beneficial Effects

Adverse Effects - Mitigation Required

Key Findings

Reduced roadway congestion would result in reliable, faster bus trips

Increase in transit ridership of 1%-2% systemwide for travel to and from the Manhattan CBD

No adverse effects from increased ridership on any lines or transit stations, but in some scenarios increased ridership could adversely affect passenger flows at certain stairs and escalators

Mitigation

Tolling Scenarios E/F. TBTA will coordinate with NJ Transit (NJT) and Port Authority of NY & NJ (PANYNJ) to implement monitoring plan with thresholds for pedestrian volumes on Station Stair 01/02 in Hoboken Terminal; if thresholds reached, TBTA will coordinate with NJT and PANYNJ to implement signage and wayfinding

All Tolling Scenarios. TBTA will coordinate with MTA NY City Transit (NYCT) to implement monitoring plan with thresholds:

- 42nd St & Times Square, stair ML6/ML8 - if threshold is reached, center handrail will be removed and riser adjusted
- Union Square Subway Station, escalator E219 and Flushing & Main St Subway Station, escalator E456 - if threshold is reached, increase escalator speeds from 100 fpm to 120 fpm
- Court Square, stair P2/P4 - if threshold is reached, construct new stair to increase capacity

Community District 8 Transit Impacts

- With the CBD Tolling Alternative, the number of transit trips crossing into the Manhattan CBD at the 60th Street boundary would increase slightly (in the AM peak period), with an average incremental growth of 2.2 percent across the sector. For most transit lines, the greatest increase would occur under Tolling Scenario E.

Transportation: Pedestrians and Bicycles

Adverse Effects - Mitigation Required

Key Findings

Increases in passengers at transit hubs, but no adverse effects

Some increases in bicycle trips overall and near transit hubs, but no adverse effect

Outside the Manhattan CBD, increased transit usage at individual stations would not adversely affect pedestrian conditions on nearby sidewalks, crosswalks, or corners

In Manhattan CBD, 2 crosswalks/1 sidewalk adversely affected

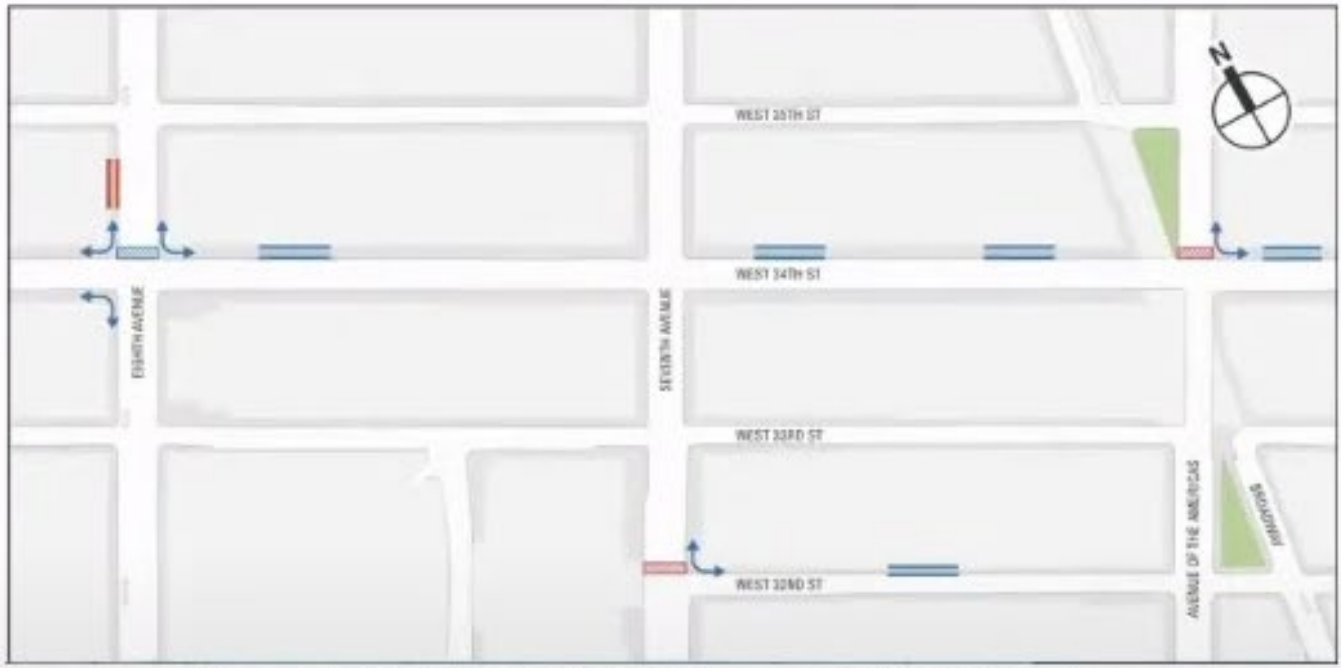


Figure Showing Adverse Effects at Crosswalk and Sidewalk Locations

Mitigation

Project Sponsors will implement monitoring plan with threshold for action; if the threshold is reached, pedestrian space will be increased, and obstructions will be removed or relocated

Community District 8 Bike/Pedestrian Impacts

- Pedestrian traffic would likely increase in the 60th Street Manhattan CBD boundary study area, which could benefit retail businesses in the neighborhood, reinforcing the established patterns of land use that are a defining feature of the area's neighborhood character.
- It is predicted that "last-mile" switching from auto to walking trips to avoid the toll cost would not be a rational decision beyond approximately five blocks of the Manhattan CBD boundary. For example, an individual with a 55th Street destination would be far more likely to seek parking just north of the 60th Street Manhattan CBD boundary and walk to their destination compared with an individual who has a destination farther south in the Manhattan CBD.

Parking & Social Conditions: Population Characteristics & Neighborhood Character

Beneficial Effects

No Adverse Effects

Key Findings – Social Conditions

Improvements in travel time and safety; reduced vehicle operating costs; reduced emissions

No adverse effects on:

- Neighborhood character or access, given existing transit network and minimal trip changes
- Travel to employment within the Manhattan CBD and reverse-commuting from the Manhattan CBD
- Traffic patterns on local streets
- Community facilities and services

Key Findings - Parking

Reduction in parking demand within the Manhattan CBD

Increased parking demand at subway and commuter rail stations and park-and-ride facilities outside Manhattan CBD

Increase at any individual location would not be large enough to result in adverse effects from the Project

Community District 8 Parking Impacts

- There is potential that the CBD Tolling Alternative would increase parking demand immediately outside the Manhattan CBD in the neighborhoods just north of the Manhattan CBD boundary at 60th Street (the Upper East Side and Upper West Side);
- Modeling conducted for this Project using the BPM shows that the number of cars on each of the avenues immediately north of 60th Street would decrease under all tolling scenarios; therefore, there would not be an increase in parking demand in those neighborhoods.
- If an increase in demand were to occur just north of the 60th Street Manhattan CBD boundary, that demand would be accommodated either by the existing off-street parking spaces where available or—if there were capacity constraints—through upward adjustments in parking fees. These factors would likely offset potential changes in parking behavior resulting from the CBD Tolling Alternative.

Community District 8 Parking Impacts (cont.)

- Members of the public have expressed concern that after implementation of the CBD Tolling Alternative, taxi/FHV drop-offs would increase just north of 60th Street and demand for the existing, limited supply of on-street parking north of 60th Street could increase, as people seek to avoid crossing the Manhattan CBD boundary in a vehicle and paying the toll. However, this is unlikely to occur given the difficulty in finding an available parking space in this area (see discussion in Section 5B.3.2).
- If any increase in parking demand or taxi/FHV drop-offs does occur in this area, it would likely decrease over time as people adjust their travel patterns to account for the toll.
- Particularly for those driving their personal vehicles, the complexity and wasted time associated with finding parking in this area would likely deter long-term shifts to parking just north of the 60th Street Manhattan CBD boundary. Any increase in demand for on-street parking would not affect most neighborhood residents, who are not likely to rely on on-street parking for their regular parking needs. It should be noted that ready access to on-street parking spaces is not a defining feature of neighborhood character in this area, and any limited changes to on-street parking availability that may occur as a result of Project implementation would therefore not have the potential to affect neighborhood character.

Community District 8 Parking Impacts (cont.)

- Between 60th and 65th Streets, there are 7,525 off-street parking spaces in 52 parking facilities, which under typical conditions are at 70 to 80 percent occupancy.
- Of these, 3,865 spaces in 34 parking facilities are located east of Central Park, and 3,660 spaces in 18 parking facilities are located west of Central Park.
- For additional detail, see Chapter 6, “Economic Conditions,” Table 6-33.
- It is unlikely that new off-street parking capacity would be added just north of 60th Street because the area is built-out and lacks available sites, and a decades-long trend toward lower parking demand combined with high real estate values in this area further suggest that new parking garages would not be developed.
- In areas immediately south of 60th Street, the CBD Tolling Alternative could reduce local demand for offstreet parking, which is a prominent land use in the area.

Community District 8 Parking Impacts (cont.)

- With the CBD Tolling Alternative, neighborhood residents who live on one side of the Manhattan CBD boundary and park on the other, and who elect not to switch to a parking space on the same side of the Manhattan CBD boundary, would need to pay the toll each time they drive to their residence.
- This could add complexity to certain activities for those individual residents, such as dropping off purchases at a residence after a shopping trip.
- However, as noted, most residents do not have vehicles, and among those who do, most do not drive their vehicles in connection with shopping trips in this way.
- New York City zoning does not require most developments in the 60th Street Manhattan CBD boundary study area to include off-street parking, and CEQR guidance generally does not consider project parking shortfalls in the 60th Street Manhattan CBD boundary study area to constitute an adverse impact due to the wide availability of transit and other alternative modes of transportation.

Community District 8 Parking Impacts (cont.)

- Any changes in driving behavior and access to parking would not adversely affect the defining features of neighborhood character in the 60th Street Manhattan CBD boundary study area.
- Because new parking garages are not likely to be developed in the place of existing uses, there would be no change in the mixed-use nature, established land use patterns, and high development densities that are defining features of the area's neighborhood character.
- Any increase in demand for parking would not affect the defining features of neighborhood character in the 60th Street Manhattan CBD boundary study area, because ready access to parking is not a defining feature of neighborhood character in this area.
- Any redevelopment of existing parking garages could also benefit neighborhood character by introducing more active uses and higher densities that are more aligned with the defining features of the area's neighborhood character.

Economic Conditions

Beneficial Effects

No Adverse Effects

Key Findings

Increased productivity, as well as safety improvements

No adverse effects to any particular industry or occupational category in the Manhattan CBD

Depending on tolling scenario, the toll could reduce taxi and For-Hire Vehicle (FHV) revenues in the Manhattan CBD; the industry would remain economically viable overall, though individual drivers could be adversely affected

Community District 8 – Economic Conditions

- Changes to Daily Non-Work-Related Journeys to the Manhattan CBD by All Modes: Non-work-related journeys to the Manhattan CBD from areas of Manhattan north of 60th Street would also decrease, with the greatest decrease (3,800 daily journeys) under Tolling Scenario D (decrease of 4.3 percent).
- The largest contributing factor in terms of reductions under all tolling scenarios would be forgone journeys to the Manhattan CBD from areas of Manhattan north of 60th Street.
- The decrease in non-work-related journeys to the Manhattan CBD from areas of Manhattan north of 60th Street, Brooklyn, Queens, and the Bronx, indicate that the CBD Tolling Alternative would discourage some travel into the Manhattan CBD by making driving there more expensive.
- The forgone journeys to the Manhattan CBD from other areas of New York City would be a very small portion of the total daily journeys and non-work-related journeys to the Manhattan CBD from those areas, indicating that community cohesion and connection to the Manhattan CBD would be maintained.
- Work journeys originating in Manhattan north of 60th Street and bound for locations other than the Manhattan CBD would increase by approximately 1 percent compared to the No Action Alternative under all tolling scenarios.

Community District 8 – Economic Conditions (cont.)

- Neighborhoods immediately north and south of the Manhattan CBD boundary regularly experience high volumes of vehicular and pedestrian traffic such that the incremental volumes generated by the CBD Tolling Alternative would not alter local market conditions in a manner that could adversely affect neighborhood character
- This analysis considers the effects of the CBD Tolling Alternative on the local demand for off-street parking, which is a prominent land use in the vicinity of 60th Street across Manhattan, and whether a change in demand could in turn result in a change in the character of the area.

Energy and Noise

Beneficial Effects

No Adverse Effects

Key Findings – Energy

Reductions in regional energy consumption as a result of reductions in VMT

Key Findings – Noise

Assessed 102 intersections and all the crossings into the Manhattan CBD

Imperceptible increases or decreases in noise levels resulting from changes in traffic volumes

Air Quality

Manhattan CBD Tolling Alternative, 2023 Projection (Tolling Scenario A)

Beneficial Effects

Response to Outreach

Key Findings

Regionally, air pollutants would be reduced, including precursors to greenhouse gases

No local exceedances of air quality standards

Enhancements

NYCDOT will coordinate to expand the New York City Community Air Survey network of air quality monitors; this will be supplemented by a small number of real-time monitors for Particulate Matter 2.5.

Based on feedback during outreach for the Project, MTA will prioritize Kingsbridge and Gun Hill Bus Depots, both located in and serving primarily environmental justice communities in Upper Manhattan and the Bronx, when electric buses are received in MTA's next major procurement of battery electric buses.

Environmental Justice (EJ)

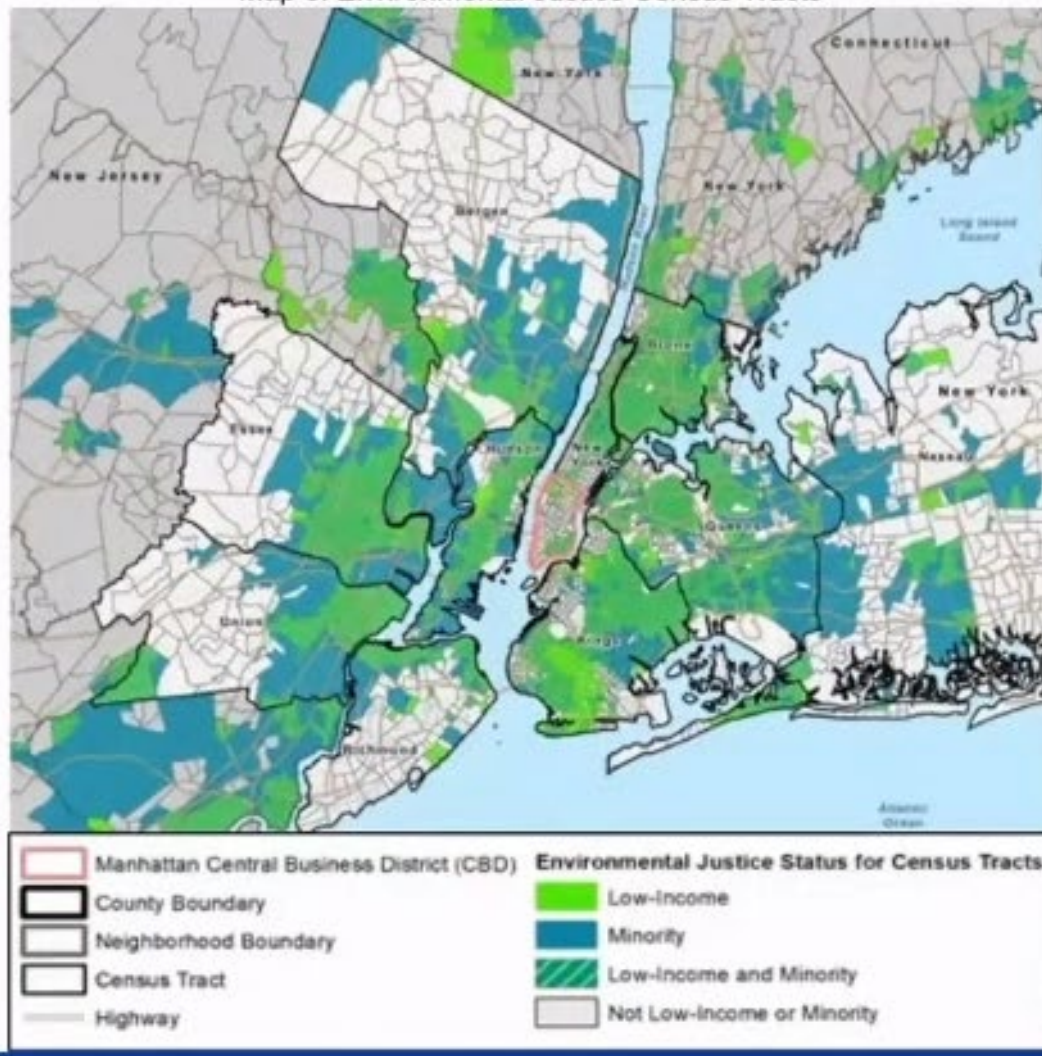
Adverse Effects Mitigation Required

Key Findings

The Project would have the potential for disproportionately high and adverse effects on:

- **Low-income drivers** who do not have an alternative transportation mode for reaching the Manhattan CBD
- **Taxi and For-Hire Vehicle (FHV) drivers in New York City**, many of whom identify as part of an EJ population (in Tolling Scenarios that toll their vehicles more than once per day)

Map of Environmental Justice Census Tracts



Environmental Justice: Low-Income Drivers

Adverse Effects Mitigation Required

Mitigation

Tax credit for CBD tolls paid by residents of the Manhattan CBD whose NY adjusted gross income for the taxable year is less than $60,000; TBTA will coordinate with NYS Department of Taxation and Finance (NYS DTF) to ensure availability of documentation needed for drivers eligible for credit

TBTA will post information related to the tax credit on the Project website, with links to the NYS DTF website to guide eligible drivers to information on claiming the credit.

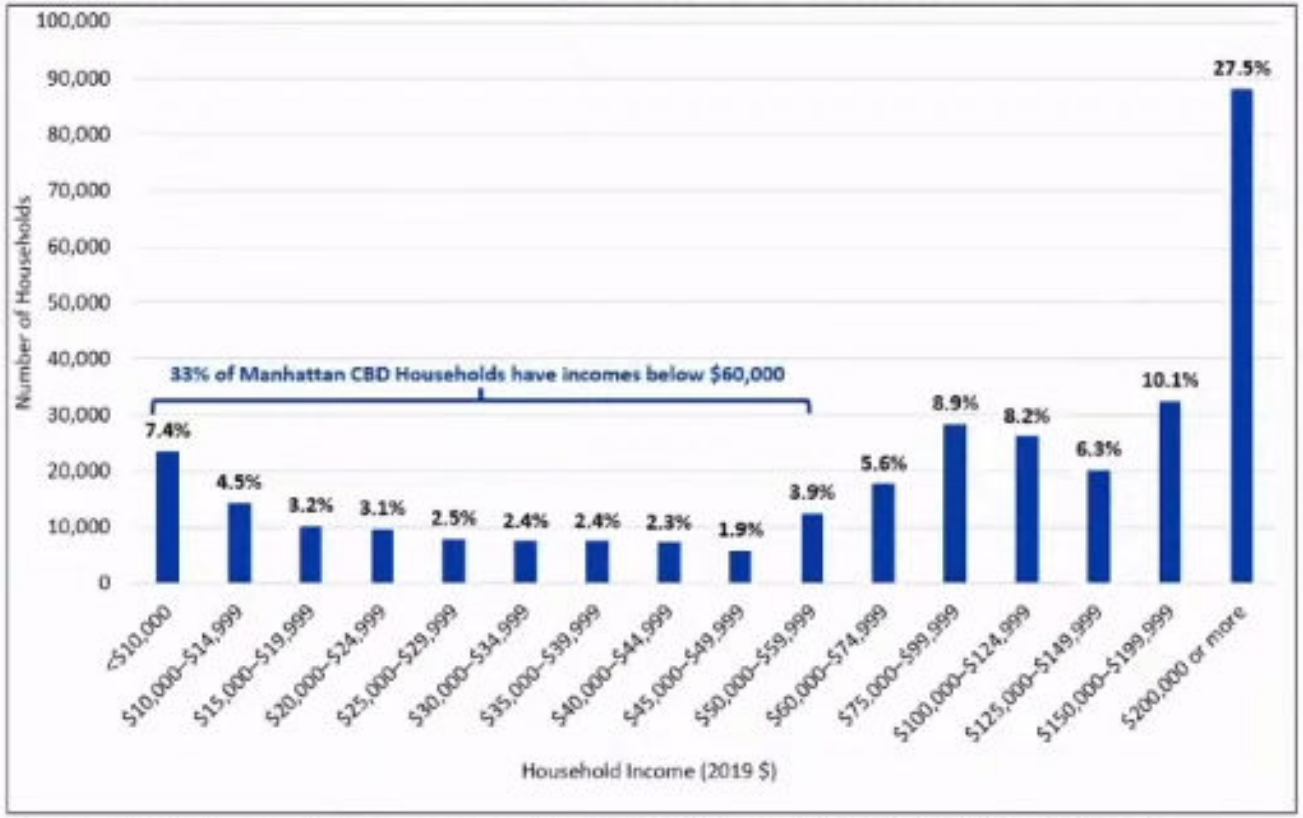
TBTA will eliminate the $10 refundable deposit required for E-ZPass customers with no credit card linked to their account.

TBTA will increase promotion of existing E-ZPass payment and plan options.

TBTA will work with MTA to increase outreach/education on eligibility for existing discounted transit fare products/programs.

The Project Sponsors will establish an Environmental Justice Community Group that will meet on a bi-annual basis, with the first meeting six months after Project implementation, to share updated data and analysis and hear about potential concerns.

Percent of Those Eligible for the NYS Tax Credit for CBD Tolls Paid

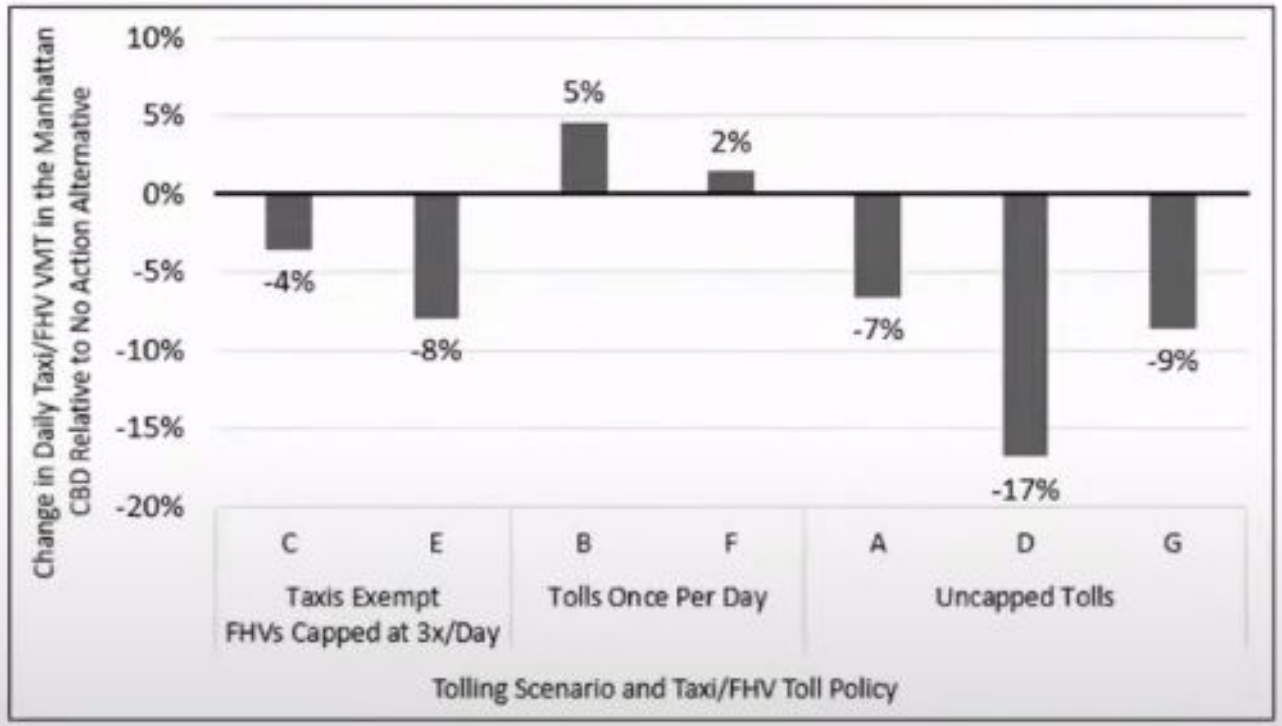


Source: U.S. Census Bureau, American Community Survey, 2015-2019 5-Year Estimates

Environmental Justice: Taxi and FHV Drivers

Adverse Effects Mitigation Required

Change in Daily Taxi/FHV VMT in Manhattan CBD (CBD Tolling Alternative Tolling Scenarios Compared to No Action Alternative)



Mitigation

(NYC taxi and/or FHV drivers if a tolling scenario is implemented with tolls of more than once per day for their vehicles)

The Project Sponsors will work with appropriate city and state agencies so that when passengers are present, they pay the toll, rather than the driver.

TBTA will work with MTA NYCT to institute an Employment Resource Coordination Program to connect drivers experiencing job insecurity with a direct pathway to licensing, training, and job placement with MTA or its affiliated vendors at no cost to the drivers.

For those who may not want a commercial driver's license, TBTA will coordinate with MTA NYCT to submit a request to the Federal Transit Administration for a pilot program that will help increase eligibility of taxi and FHV drivers to use their vehicles to provide paratransit trips, and MTA NYCT will implement this program if approved.

Community Facilities & Services

- During early public outreach for the Project in fall 2021, some members of the public raised concerns about the increased cost of travel for nonprofit social service providers that operate in the Manhattan CBD. This would be true for providers located within the Manhattan CBD that provide services to people outside of the Manhattan CBD and providers that are located outside the Manhattan CBD but provide services to Manhattan CBD residents.
- There would be a cost with the CBD Tolling Alternative to people who drive to community facilities and services in the Manhattan CBD from outside the Manhattan CBD and also to residents of the Manhattan CBD who drive to community facilities outside the Manhattan CBD.
- One example of a community service that may incur additional cost related to the toll is school bus service to and from school across the Manhattan CBD boundary at 60th Street. if all school buses are not exempt from the toll. (Those school buses carrying students with disabilities would be exempt from the toll under the legislation that created the CBD Tolling Program.)

Community Facilities & Services

- Workers at community facilities and services, such as teachers, police officers, or health care workers, may choose to commute by automobile to or from the Manhattan CBD because their work schedule is not conducive for transit use, because they have limited transit options to their place of work, or, in some cases, because they have free parking at their place of work.
- With the CBD Tolling Alternative, there would be a cost to workers associated with commuting by vehicle if they enter or remain in the Manhattan CBD.

Community Facilities & Services – Medical Trips

- The rate of vehicle use to access medical facilities depends in part on the facilities' distance to a subway station or bus route (as well as other factors, including the patient's mobility and the type of medical service sought).
- For medical office uses within one-quarter mile of a subway station, approximately 6 percent of trips to these uses are by auto or taxi/FHV modes, according to data from NYCDOT's mode choice surveys. For medical office uses that are beyond one-quarter mile from a subway station, approximately 14 percent of trips are by auto or taxi/FHV modes.
- Therefore, most medical trips, even those to facilities more than one-quarter mile from a subway station, are made by modes other than auto or taxi/FHV.
- It may not be reasonable for some individuals to switch modes or seek new medical and healthcare providers. In that case, the CBD Tolling Alternative could increase the cost for certain individuals to access medical facilities and healthcare providers in the Manhattan CBD, depending on their route choice and the tolling scenario.

Emergency Response Times

- Shifts in traffic patterns would change conditions at some local intersections within and near the Manhattan CBD.
- Of the more than 102 local intersections analyzed, most intersections would see reductions in or no change in delay.
- At intersections where the CBD Tolling Alternative would result in increases in delay, the Project will include implementation of signal-timing adjustments to address that delay.
- Therefore, the increases in delays at local intersections would not adversely affect emergency response times.

Construction Effects

No Adverse Effects

What: Replacement of existing poles or installation of new poles and mast arms, excavation and construction of foundation(s), placement of new support poles or structures, attachment of tolling system equipment, and restoration of the roadway, sidewalk, or ground surface

Where: Streets and sidewalks

Duration: Approximately 1-2 weeks, per location

Key Findings

Typical street construction that would be of short duration

Temporary disruptions to traffic and pedestrian patterns

Temporary noise disruption at nearby land uses such as residences and businesses

The Project Sponsors would require the contractor to develop and comply with plans and procedures to minimize construction effects.

No parks and recreational resources, and no historic or cultural resources would be adversely affected.

Rendering of Tolling Infrastructure

Visual Resources

No Adverse Effects

Infrastructure: Similar in form to streetlight poles, sign poles, or similar structures already in use throughout New York City; signage similar in size and character to signs already present; color would match existing light pole colors

Equipment: Tolling equipment clustered into single enclosures to reduce visual impact; cameras would use infrared illumination at night so no visible light needed

Key Findings

Neutral effect on viewer groups and no adverse effect on visual resources

Infrastructure and equipment would be similar in form to streetlight poles, sign poles, or similar structures already in use throughout New York City.

Rendering of Tolling System Equipment on Existing Infrastructure

Section 4(f)

A *de minimis* impact is one that, after taking into account any measures to minimize harm (e.g., avoidance, minimization, mitigation), results in either:

- A Section 106 finding of no adverse effect or no historic properties affected on a historic property; or
- A determination that the project would not adversely affect the activities, features, or attributes qualifying a park, recreation area, or refuge for protection under Section 4(f).

Key Findings

De Minimis Impact

FHWA intends to find that the CBD Tolling Alternative would have a *de minimis* impact on Central Park and the High Line

- The CBD Tolling Alternative does not result in adverse effects pursuant to Section 106 of the National Historic Preservation Act
- The CBD Tolling Alternative "does not adversely affect the activities, features, or attributes that qualify the resource for protection under Section 4(f)"
- FHWA has concurrence on its proposed finding from officials with jurisdiction over Central Park and the High Line
- FHWA will consider public input on its proposed finding received during this public review of the EA

Northeast view of East Drive in Central Park
Near Grand Army Plaza

South view of West Drive in Central Park
Near 7th Avenue

North view of High Line
at 10th Avenue and W 30th St

Infrastructure and signs shown in photos are renderings, not actual installations

Community District 8 Community Character Impacts

- The CBD Tolling Alternative would not adversely affect the character of Central Park, which is a defining feature of neighborhood character in the 60th Street Manhattan CBD boundary study area, and would result in beneficial effects to the park.
- The CBD Tolling Alternative would not result in any adverse effects on Central Park, such as changes in the use of the park or any reduction in usable parkland.
- All roadways abutting Central Park (i.e. 5th Ave. & 59th St.) are expected to have about 10 percent lower traffic volumes during all time periods.
- Reduced traffic volumes crossing the park using the park's sunken transverse roads are expected, which would be considered a beneficial effect on the park
- All transverse roadways through the park at 96/97th Streets, 86th Street, 79th Street, Terrace Drive, and 65th Street would also be expected to have lower traffic volumes (about 5% to 10% less) compared to the No Action Alternative.
- Upper East Side Historic District: Minor changes – installation of one new pole with mast arm with tolling equipment on sidewalk
- Upper East Side Historic District Boundary Increase and Additional Documentation - Minor changes – installation of one new pole with mast arm with tolling equipment on sidewalk

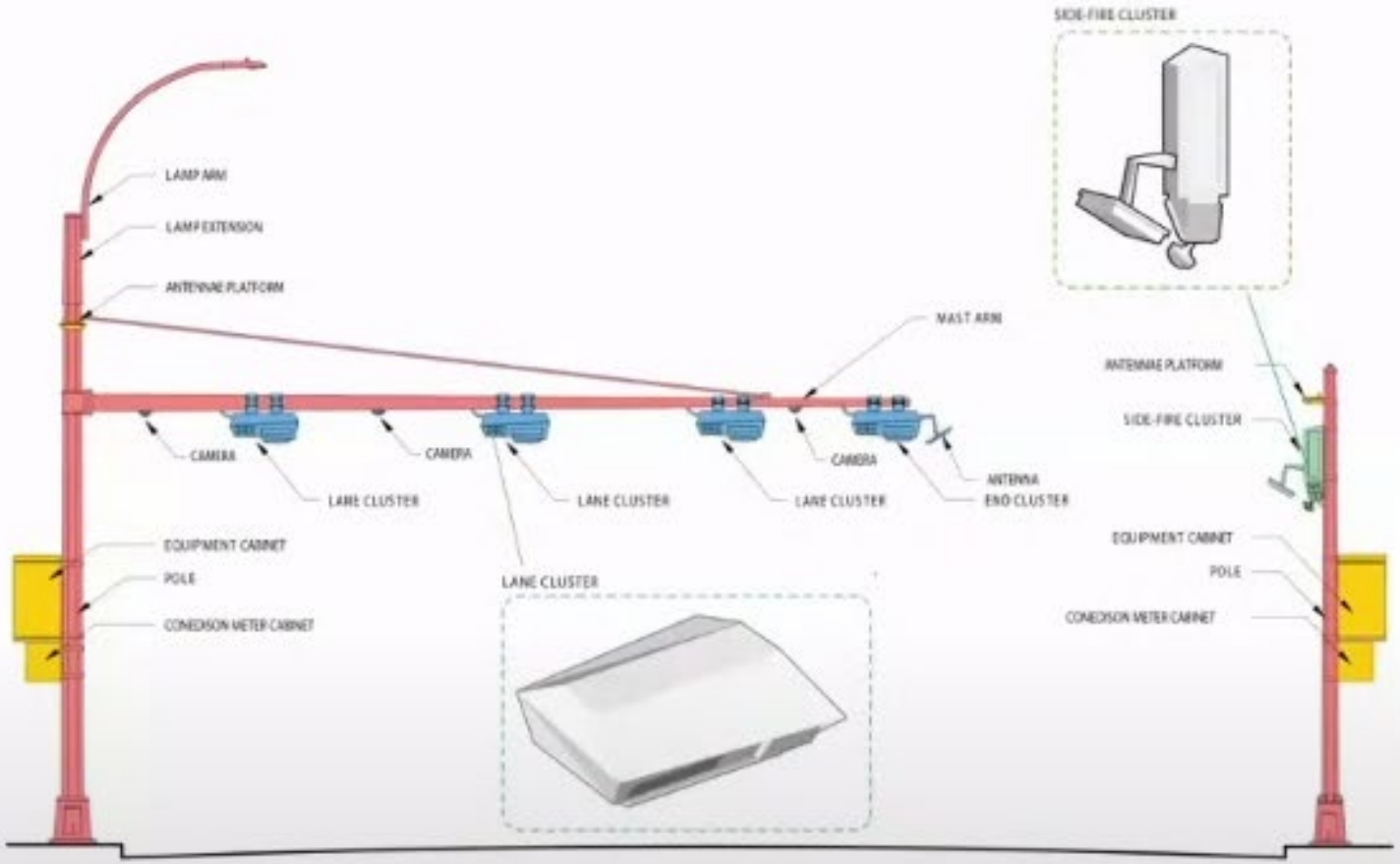
How would the Manhattan CBD Tolling Program work?

Locations for Infrastructure

- Detection points would be placed at entrances and exits to the Manhattan CBD.
- On the avenues, tolling infrastructure would generally be between 60th and 61st Streets.
- An algorithm would be used so those who stay on excluded roadways are not tolled.

How Customers Would Pay

- E-ZPass
- Tolls by Mail
- Future Third-Party Provider



Proposed Tolling Infrastructure and Tolling System Equipment

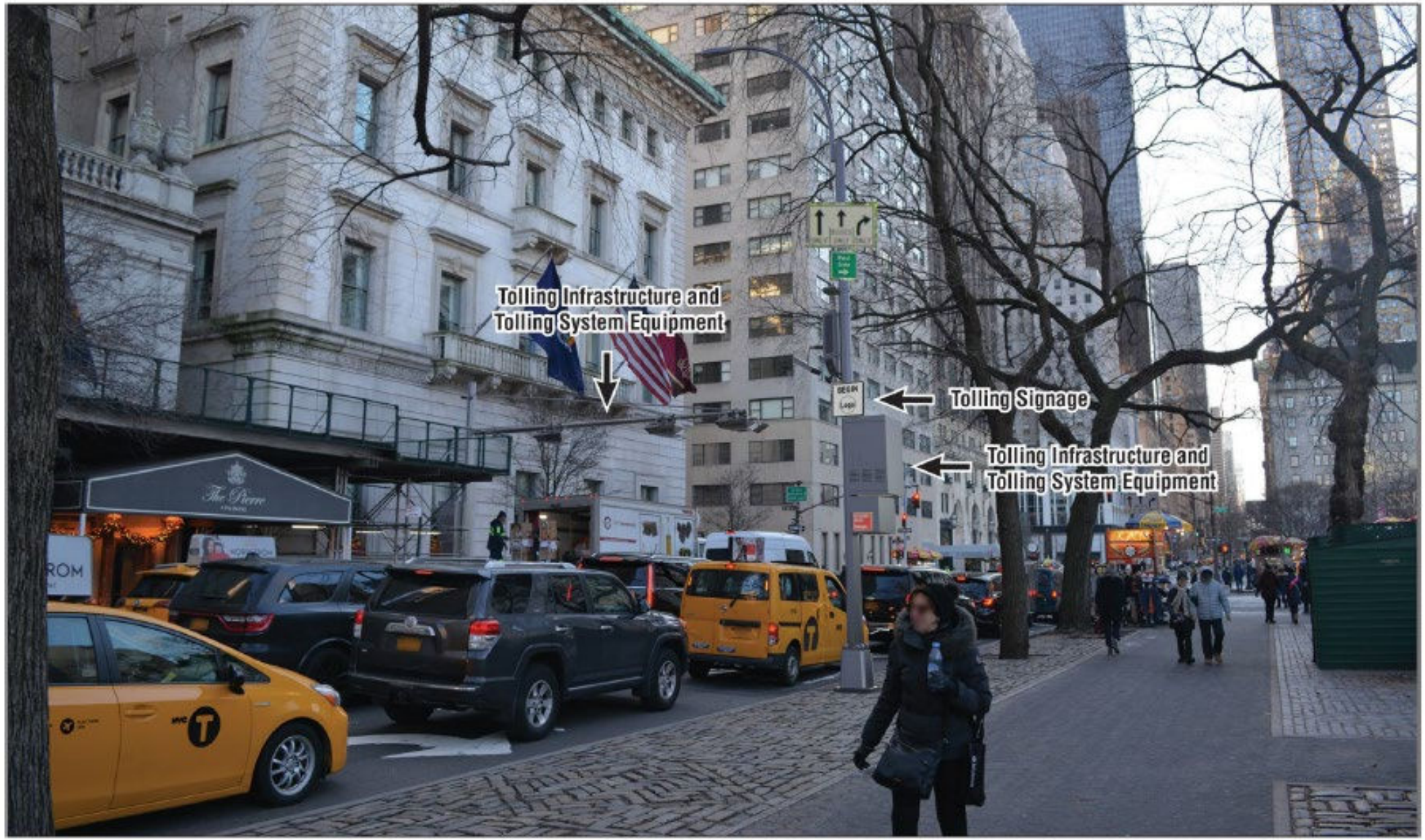
Infrastructure Type

- 1 1 — 20' or 25' Modified M-2A
- 2 2 — 30' or 35' Modified M-2A
- 3 3 — 50' Modified M-2A
- 4 — 50' Region 10
- 5 5 — M-2A Side Fire
- 6 — Side Fire
- 7 7 — Girder
- 8 — Existing Overhead Sign Structure
- 9 — Existing Pedestrian Bridge

Site Info

- New
- Existing

0 1,000 FEET



CBD Tolling Alternative, view south

5th Avenue @ 61st Street

Figure 2-2c. Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Ed Koch Queensboro Bridge

- Tolling system equipment would be mounted to existing overhead sign structures and/or existing structural elements (e.g., girders, walls) of the structures.

Tolling Detection Information

- At each detection point, cameras and E-ZPass readers would be installed on tolling infrastructure in an arrangement that would allow capture of vehicle information from all traffic lanes.
- The proposed tolling system equipment would be clustered into single enclosures to reduce its visual impact.
- These enclosures would house the license plate reader cameras, illuminators, and antenna in a single unit comparable in size and mass to traffic control devices currently used throughout the area of visual effect.
- The cameras included in the array of tolling system equipment would use infrared illumination at night to allow images of license plates to be collected without the need for visible light.

Tolling Signage Information

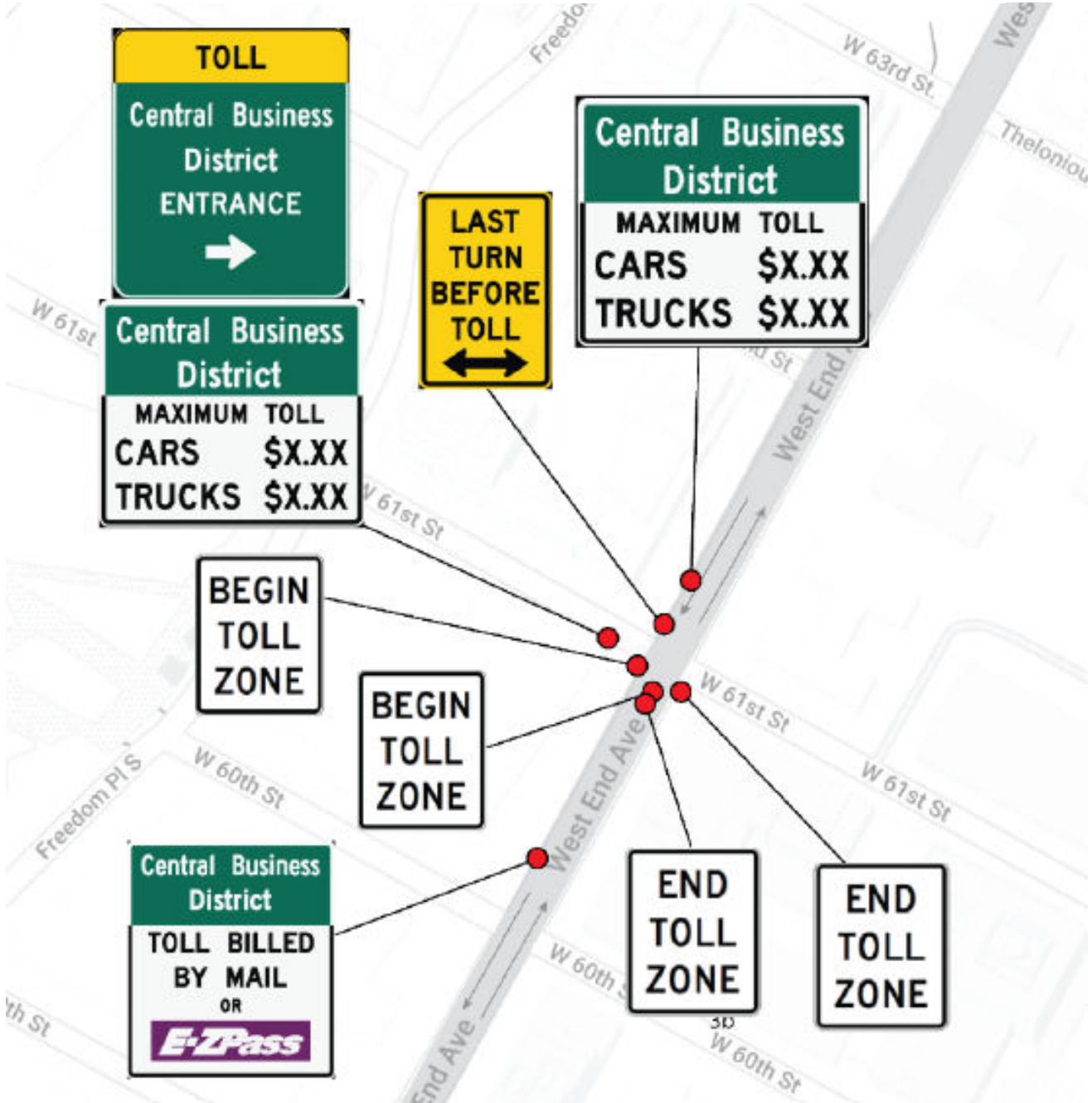
- For vehicles driving southbound on the avenues approaching 60th Street, signs would provide notice of the toll at 96th Street, 72nd Street, and 66th Street.
- The signs would be located on existing infrastructure where practicable and on new signposts as needed. Wider streets would have signs on both sides of the street.
- Signs would also be located along southbound avenues close to the CBD boundary, generally between 62nd Street and 60th Street.
- Signs would also notify drivers in vehicles driving east and west across 61st Street
- Within the Manhattan CBD, there would be “end toll zone” signs on northbound avenues close to the 60th Street boundary.
- Signs on local streets would range in size from 30 inches by 24 inches to 48 inches by 35 inches

Figure 2D-1. Overview of Areas Containing Project Signage

KEY

- Approach to 60th Street/Exits Across 60th Street
- FDR Drive and West Side Highway/Route 9A
- Brooklyn, Queens, and New Jersey Approaches
- Central Park

Figure 2D-3. Typical Signage in Vicinity of 60th Street



Additional Enhancements

Response to Outreach

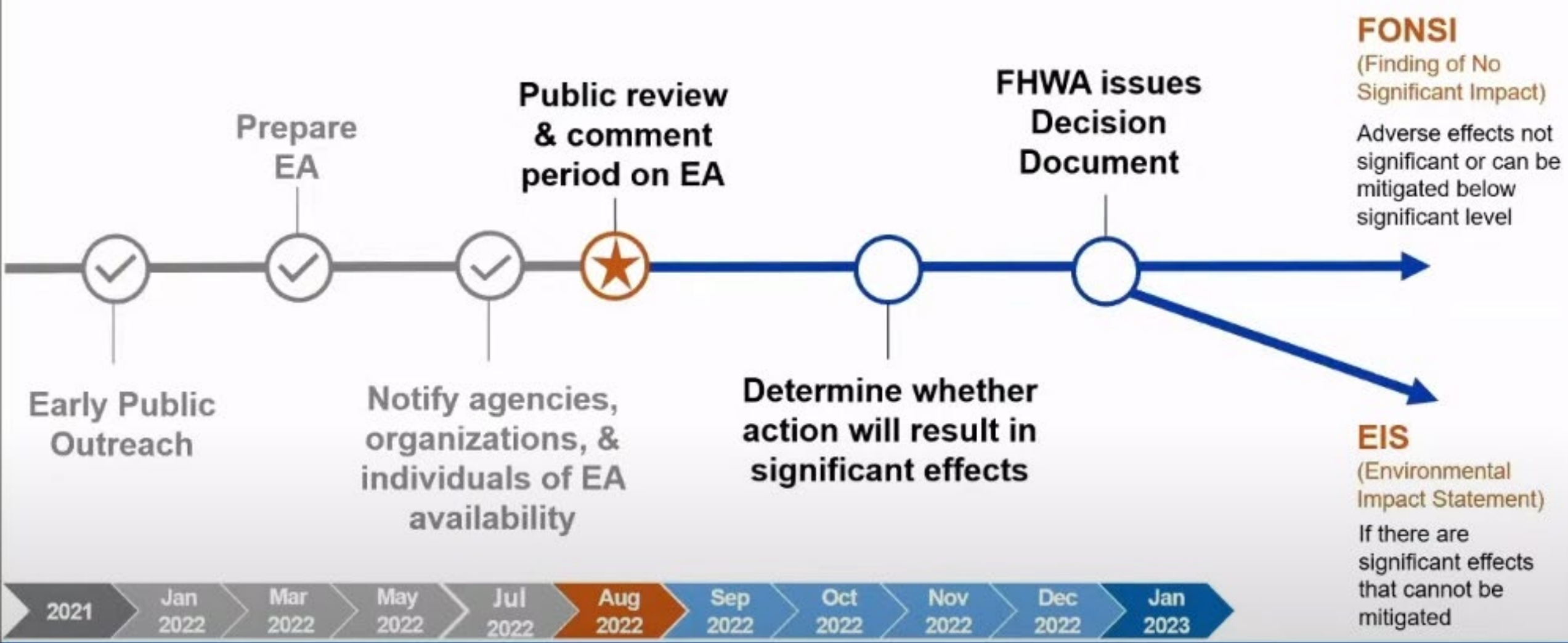
Ongoing Data Collection and Reporting

- Ongoing monitoring and reporting of potential effects
- Data collected in advance and after implementation
- Formal report issued one year after implementation and then every two years
- Reporting website will make data, analysis, and visualizations available in open data format to the greatest extent possible, with updates provided on at least a bi-annual basis as data become available and analysis is completed

Prioritizing Equity in Bus Service Improvements

- New York City's buses serve a greater share of low-income/minority households than other modes, including subways.
- MTA developed a new approach that combines considerations of equity and air quality to identify Equity Priority Areas.
- Equity Priority Areas are used to target improvements/investments to promote equity and access to opportunities in transit-dependent, historically marginalized and underserved areas.
- TBTA will work with NYCT to address areas identified in the EA where bus service could be improved as the Brooklyn and Manhattan Bus Network Redesigns move forward (Bronx already done; Queens in progress).

NEPA Next Steps



How to Submit Comments

September 23, 2022

Public comment period is open until ~~September 9, 2022~~

If you would like to submit written comments, you may do so in the following ways:

MTA Bridges and Tunnels

Project website: mta.info/CBDTP

Email: CBDTP@mtabt.org

Mail: CBD Tolling Program EA
2 Broadway, 23rd Floor
New York, NY 10004

Phone: 646-252-7440

Fax: 212-504-3148 [Attn: The CBDTP Team]

U.S. Department of Transportation
Federal Highway Administration

Email: CBDTP@dot.gov

Mail: FHWA – NY Division, Re: CBDTP
Leo W. O'Brien Federal Building
11A Clinton Ave, Suite 719
Albany, NY 12207