

CENTRAL BUSINESS DISTRICT (CBD) TOLLING PROGRAM

Final Environmental Assessment

April 2023

Federal Lead Agency



U.S. Department
of Transportation

**Federal Highway
Administration**

Project Sponsors



**Department of
Transportation**



Final Environmental Assessment and Draft Finding of No Significant Impact (FONSI) for Central Business District (CBD) Tolling Program Manhattan, New York

Submitted Pursuant to 42 U.S.C. 4332(2)(c), 23 U.S.C. 138, and 49 U.S.C. 303

by

U.S. Department of Transportation, Federal Highway Administration (FHWA)

Triborough Bridge and Tunnel Authority (TBTA)¹

New York State Department of Transportation (NYSDOT)

New York City Department of Transportation (NYCDOT)

This Final Environmental Assessment (EA) and Section 4(f) *de minimis* finding document the environmental effects of the Central Business District (CBD) Tolling Program (the “Project”) in New York County, New York, and surrounding areas of New York City and New York State, New Jersey, and Connecticut.² The Manhattan CBD is the commercial center of a 28-county region that surrounds and includes New York City. The high density of jobs and residents and the large number of visitors in the Manhattan CBD, has contributed to traffic congestion and delays, slowing travel and jeopardizing the vitality of the area. The Project purpose is to reduce traffic congestion in the Manhattan CBD in a manner that will generate revenue for future transportation improvements, pursuant to acceptance into the FHWA Value Pricing Pilot Program.

The Final EA was prepared consistent with the Council on Environmental Quality and FHWA’s National Environmental Policy Act regulations, as codified in 40 Code of Federal Regulations (CFR) Parts 1500–1508 and 23 CFR 771 respectively to evaluate the potential environmental impacts of, and identify mitigation measures for, the Project, in consideration of public and agency input. The Final EA responds to comments received from the public and agencies on the EA that was published in August 2022.

After careful consideration of a range of alternatives, FHWA and the Project Sponsors (comprising TBTA, NYSDOT, and NYCDOT) have studied the No Action Alternative and the CBD Tolling Alternative for the Project. The Project Sponsors recommend the CBD Tolling Alternative for the Project, and the FHWA has issued a draft Finding of No Significant Impact (FONSI). The official 30-day public availability period for the Final EA and draft FONSI will conclude on June 12, 2023, after which time the FHWA will issue a final agency decision for the Project.

¹ TBTA is an affiliate of the Metropolitan Transportation Authority (MTA).

² As defined for this Project, the 28-county region includes:

- New York City counties (Bronx, Kings [Brooklyn], New York [Manhattan], Queens, and Richmond [Staten Island])
- Long Island counties (Nassau and Suffolk)
- New York counties North of New York City (Dutchess, Orange, Putnam, Rockland, and Westchester)
- New Jersey counties (Bergen, Essex, Hudson, Hunterdon, Mercer, Middlesex, Monmouth, Morris, Ocean, Passaic, Somerset, Sussex, Union, and Warren)
- Connecticut counties (Fairfield and New Haven)



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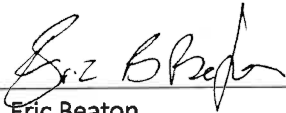
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Contents

Executive Summary

1.	Introduction	1-1
1.1	OVERVIEW.....	1-1
1.2	PROJECT SETTING.....	1-4
1.2.1	Regional Development Patterns.....	1-6
1.2.2	Traveling to the Manhattan CBD.....	1-7
1.2.3	Traveling within the Manhattan CBD.....	1-9
1.2.4	Commuting to the Manhattan CBD.....	1-9
1.3	PROJECT PURPOSE.....	1-10
1.4	PROJECT NEEDS.....	1-10
1.4.1	The Need to Reduce Vehicle Congestion in the Manhattan CBD.....	1-10
1.4.1.1	Evidence of Congestion.....	1-14
1.4.2	The Need to Create a New Local, Recurring Funding Source for MTA’s Capital Projects.....	1-16
1.5	PROJECT OBJECTIVES.....	1-18
1.6	PROJECT SCHEDULE.....	1-19
1.7	CONTACT INFORMATION.....	1-19
2.	Project Alternatives	2-1
2.1	INTRODUCTION.....	2-1
2.2	PREVIOUS STUDIES AND CONCEPTS CONSIDERED.....	2-1
2.3	PRELIMINARY ALTERNATIVES AND THEIR CONSISTENCY WITH THE PROJECT’S PURPOSE AND OBJECTIVES.....	2-2
2.4	DESCRIPTION OF ALTERNATIVES STUDIED IN DETAIL IN THIS ENVIRONMENTAL ASSESSMENT.....	2-8
2.4.1	No Action Alternative.....	2-8
2.4.2	CBD Tolling Alternative.....	2-9
2.4.2.1	Overview.....	2-9
2.4.2.2	Tolling Infrastructure and Tolling System Equipment.....	2-12
2.4.2.3	Logical Termini.....	2-29
2.4.2.4	Tolling Scenarios for Environmental Review.....	2-29
2.4.2.5	Discussion of Effects of Individual Components of Tolling Scenarios.....	2-34
2.5	PREFERRED ALTERNATIVE.....	2-38
3.	Environmental Analysis Framework	3-1
3.1	FEDERAL APPROVALS AND CLASS OF ACTION.....	3-1
3.2	COORDINATION WITH FEDERAL AND STATE RESOURCE AGENCIES.....	3-1
3.3	ANALYSIS FRAMEWORK.....	3-2
3.3.1	Study Areas.....	3-3
3.3.1.1	Regional Study Area.....	3-3
3.3.1.2	Local Study Areas.....	3-3
3.3.2	Analysis Years.....	3-5
3.3.3	CBD Tolling Alternative Tolling Scenarios.....	3-5
3.3.4	Social and Economic Data.....	3-7
4.	Transportation	4-1
4.1	ROADWAY ACCESS TO THE MANHATTAN CBD.....	4-1
4.2	TRANSIT ACCESS TO THE MANHATTAN CBD.....	4-6
4.2.1	Subways.....	4-8
4.2.2	Port Authority Trans-Hudson.....	4-8
4.2.3	Commuter Rail.....	4-9

Contents

4.2.4	Buses	4-10
4.2.5	Ferries.....	4-11
4.2.6	Tram.....	4-12
4.3	BICYCLE AND PEDESTRIAN ACCESS TO THE MANHATTAN CBD	4-12
4A.	Regional Transportation Effects and Modeling	4A-1
4A.1	OVERVIEW AND CONTEXT	4A-1
4A.2	METHODOLOGY	4A-1
4A.2.1	Overview of Best Practice Model.....	4A-1
4A.2.2	Modeling of Toll Rates	4A-4
4A.3	EVALUATING THE PROJECT	4A-5
4A.4	ENVIRONMENTAL CONSEQUENCES	4A-8
4A.4.1	No Action Alternative.....	4A-8
4A.4.2	2023 CBD Tolling Alternative	4A-9
4A.4.3	2045 CBD Tolling Alternative	4A-18
4A.4.4	CBD Tolling Alternative Tolling Scenario Summaries.....	4A-24
4A.4.5	Key Findings	4A-24
4A.5	CONCLUSION.....	4A-49
4A.5.1	General Effects.....	4A-49
4A.5.2	Crossing Credits.....	4A-50
4A.5.3	Diversions/Toll Avoidance	4A-50
4A.5.4	Taxis and FHV.....	4A-51
4A.6	SUMMARY OF EFFECTS	4A-51
4B.	Highways and Local Intersections.....	4B-1
4B.1	INTRODUCTION	4B-1
4B.2	SUMMARY OF EFFECTS OF THE CBD TOLLING ALTERNATIVE TOLLING SCENARIOS AND DETERMINATION OF TOLLING SCENARIO WITH LARGEST INCREASE IN LOCAL TRAFFIC VOLUMES	4B-3
4B.2.1	Summary of Highway Analysis to Determine Representative Tolling Scenario with Largest Increases in Traffic	4B-4
4B.2.2	Summary of Intersection Analysis to Determine Representative Tolling Scenario with Highest Potential Increase in Traffic.....	4B-9
4B.3	OVERVIEW AND CONTEXT.....	4B-12
4B.3.1	Overview of Roadways and Highways Leading to the Manhattan CBD.....	4B-12
4B.4	HIGHWAY ASSESSMENT	4B-18
4B.4.1	Methodology.....	4B-18
4B.4.2	Long Island Expressway (I-495) Leading to the Queens-Midtown Tunnel	4B-24
4B.4.3	Gowanus Expressway Leading to I-278 Hugh L. Carey Tunnel.....	4B-31
4B.4.4	Staten Island Expressway Leading to the Verrazzano-Narrows Bridge.....	4B-40
4B.4.5	I-78 and Route 139 Approach to the Holland Tunnel.....	4B-48
4B.4.6	NJ Route 495 Approach to the Lincoln Tunnel.....	4B-51
4B.4.7	Trans-Manhattan/Cross Bronx Expressway between the George Washington Bridge and I-87.....	4B-55
4B.4.8	FDR Drive/Lower East Side—East 10th Street to the Brooklyn Bridge	4B-59
4B.4.9	Bayonne Bridge	4B-63
4B.4.10	Eastern Spur of I-95 New Jersey Turnpike	4B-65
4B.4.11	RFK Bridge between Queens and Ramps to/from Manhattan.....	4B-68
4B.5	POTENTIAL TRAFFIC EFFECTS ON CENTRAL PARK ROADWAYS.....	4B-80
4B.6	INTERSECTION IMPACT ASSESSMENT	4B-82
4B.6.1	Methodology.....	4B-82
4B.6.2	Affected Environment (including No Action Alternative).....	4B-87
4B.6.3	Environmental Consequences.....	4B-95

4B.6.4	Summary of Local Intersection Performance for Scenario(s) with Highest Increase in Traffic	4B-101
4B.7	CONCLUSION	4B-108
4C.	Transit	4C-1
4C.1	INTRODUCTION	4C-1
4C.1.1	Traveling To and Within the Manhattan CBD	4C-4
4C.2	METHODOLOGY AND ASSUMPTIONS	4C-5
4C.2.1	Application of the New York City Environmental Quality Review for Assessment of Transit Effects	4C-5
4C.3	AFFECTED ENVIRONMENT.....	4C-7
4C.3.1	Regional Transit Environment.....	4C-7
4C.3.2	Summary of Transit Service by Provider	4C-10
4C.3.3	Transit Ridership Overview	4C-17
4C.3.4	Existing Volumes Entering the Manhattan CBD (2019).....	4C-18
4C.4	ENVIRONMENTAL CONSEQUENCES	4C-21
4C.4.1	No Action Alternative.....	4C-21
4C.4.2	CBD Tolling Alternative	4C-21
4C.5	CONCLUSION	4C-65
4D.	Parking	4D-1
4D.1	INTRODUCTION	4D-1
4D.2	METHODOLOGY	4D-1
4D.3	AFFECTED ENVIRONMENT.....	4D-4
4D.3.1	Regional Study Area.....	4D-4
4D.3.2	New York City Outside the Manhattan CBD	4D-5
4D.3.3	Manhattan CBD	4D-6
4D.4	ENVIRONMENTAL CONSEQUENCES	4D-8
4D.4.1	No Action Alternative.....	4D-8
4D.4.2	CBD Tolling Alternative	4D-8
4D.5	CONCLUSION	4D-11
4E.	Pedestrians and Bicycles.....	4E-1
4E.1	INTRODUCTION	4E-1
4E.2	PEDESTRIAN CIRCULATION.....	4E-1
4E.2.1	Methodology.....	4E-1
4E.2.2	Affected Environment	4E-6
4E.2.3	Environmental Consequences.....	4E-8
4E.3	BICYCLES.....	4E-12
4E.3.1	Methodology.....	4E-12
4E.3.2	Affected Environment	4E-12
4E.3.3	Environmental Consequences.....	4E-14
4E.4	VEHICULAR AND PEDESTRIAN SAFETY.....	4E-15
4E.4.1	Methodology.....	4E-15
4E.4.2	Affected Environment	4E-15
4E.4.3	Environmental Consequences.....	4E-16
4E.5	CONCLUSION	4E-17
5.	Social Conditions.....	5-1
5A.	Population Characteristics and Community Cohesion.....	5A-1
5A.1	INTRODUCTION	5A-1
5A.2	METHODOLOGY	5A-1
5A.2.1	Analysis Framework.....	5A-1

Contents

5A.2.2	Study Area	5A-2
5A.2.3	Data Sources	5A-2
5A.3	AFFECTED ENVIRONMENT.....	5A-3
5A.3.1	Regional Context.....	5A-3
5A.3.2	Community Cohesion	5A-8
5A.3.3	Community Facilities and Services.....	5A-9
5A.3.4	Population Characteristics and Protected Social Groups	5A-10
5A.3.5	Access to Employment in the Manhattan CBD.....	5A-13
5A.4	ENVIRONMENTAL CONSEQUENCES	5A-17
5A.4.1	No Action Alternative.....	5A-17
5A.4.2	CBD Tolling Alternative	5A-17
5A.5	CONCLUSION.....	5A-44
5B.	Neighborhood Character	5B-1
5B.1	INTRODUCTION	5B-1
5B.2	METHODOLOGY	5B-1
5B.2.1	Framework for Neighborhood Character Analysis	5B-1
5B.2.2	Study Areas	5B-1
5B.3	AFFECTED ENVIRONMENT.....	5B-3
5B.3.1	Manhattan CBD Study Area.....	5B-3
5B.3.2	60th Street Manhattan CBD Boundary Study Area	5B-7
5B.4	ENVIRONMENTAL CONSEQUENCES	5B-10
5B.4.1	No Action Alternative.....	5B-10
5B.4.2	CBD Tolling Alternative	5B-11
5B.5	CONCLUSION.....	5B-17
5C.	Public Policy	5C-1
5C.1	INTRODUCTION	5C-1
5C.2	PUBLIC POLICIES APPLICABLE TO THE PROJECT	5C-1
5C.2.1	OneNYC 2050: Building a Strong and Fair City, New York City’s Strategic Plan.....	5C-1
5C.2.2	Regional Transportation Plans.....	5C-1
5C.2.3	New York State Smart Growth Public Infrastructure Policy Act	5C-5
5C.2.4	Climate Leadership and Community Protection Act.....	5C-5
5C.3	CONSISTENCY WITH APPLICABLE PUBLIC POLICIES	5C-6
5C.3.1	No Action Alternative.....	5C-6
5C.3.2	CBD Tolling Alternative	5C-6
5C.4	CONCLUSION.....	5C-8
6.	Economic Conditions	6-1
6.1	INTRODUCTION	6-1
6.2	METHODOLOGY	6-1
6.2.1	Framework for Economic Conditions Analysis.....	6-1
6.2.2	Study Areas	6-2
6.2.3	Data and Information Sources.....	6-2
6.3	REGIONAL ASSESSMENT.....	6-3
6.3.1	Regional Study Area	6-3
6.3.2	Affected Environment	6-3
6.3.2.1	Employed Labor Force and Jobs.....	6-4
6.3.2.2	Means of Transportation to Work.....	6-14
6.3.2.3	Means of Transportation to Work for Different Industry Categories	6-16
6.3.2.4	Commuting Into, Out of, and Within the Manhattan CBD.....	6-18
6.3.2.5	Non-Work-Related Journeys	6-31
6.3.2.6	Vehicle-Dependent Industries.....	6-32
6.3.3	Environmental Consequences.....	6-41

6.3.3.1	No Action Alternative	6-41
6.3.3.2	CBD Tolling Alternative	6-47
6.4	NEIGHBORHOOD-LEVEL ASSESSMENT	6-70
6.4.1	<i>Study Areas</i>	6-71
6.4.1.1	Transportation Hubs	6-71
6.4.1.2	Neighborhood Streets Experiencing Increases or Decreases in Traffic	6-72
6.4.1.3	Neighborhoods Near the 60th Street Manhattan CBD Boundary	6-73
6.4.2	<i>Affected Environment</i>	6-73
6.4.3	<i>Environmental Consequences</i>	6-79
6.4.3.1	No Action Alternative	6-79
6.4.3.2	CBD Tolling Alternative	6-79
6.5	CONCLUSION	6-80
7.	Parks and Recreational Resources	7-1
7.1	INTRODUCTION	7-1
7.2	AFFECTED ENVIRONMENT.....	7-1
7.2.1	<i>Inventory of Publicly Accessible Open Space in the Parks Study Area</i>	7-1
7.2.2	<i>Central Park</i>	7-2
7.2.3	<i>High Line</i>	7-15
7.3	ENVIRONMENTAL CONSEQUENCES	7-17
7.3.1	<i>No Action Alternative</i>	7-17
7.3.2	<i>CBD Tolling Alternative</i>	7-17
7.3.2.1	Overview of Potential Effects on Parks in the Manhattan CBD	7-17
7.3.2.2	Potential Effects on Central Park.....	7-18
7.3.2.3	Potential Effects on the High Line	7-29
7.3.2.4	Effects on Parks Protected by Section 4(f) of the U.S. Department of Transportation Act	7-29
7.3.2.5	Effects on Parks that Have Received Section 6(f) Funding.....	7-29
7.3.2.6	Effects on Parks that Have Received Section 1010 Funding	7-31
7.4	CONCLUSION	7-31
8.	Historic and Cultural Resources	8-1
8.1	INTRODUCTION	8-1
8.2	SECTION 106 PROCESS	8-1
8.3	IDENTIFICATION OF HISTORIC PROPERTIES.....	8-1
8.4	ASSESSMENT OF EFFECTS.....	8-3
8.4.1	<i>No Action Alternative</i>	8-3
8.4.2	<i>CBD Tolling Alternative</i>	8-3
8.4.2.1	Effects on Historic Sites Protected by Section 4(f) of the U.S. Department of Transportation Act	8-11
8.5	CONCLUSION	8-11
8.6	[FINDINGS].....	8-13
9.	Visual Resources	9-1
9.1	INTRODUCTION	9-1
9.2	AFFECTED ENVIRONMENT.....	9-1
9.3	ENVIRONMENTAL CONSEQUENCES	9-2
9.4	CONCLUSION	9-2
10	Air Quality	10-1
10.1	INTRODUCTION	10-1
10.1.1	<i>Context</i>	10-1
10.1.2	<i>Regulations</i>	10-1
10.1.3	<i>National and State Ambient Air Quality Standards</i>	10-2
10.1.4	<i>Attainment Status</i>	10-2

Contents

10.1.5	<i>Mobile Source Air Toxics</i>	10-5
10.1.5.1	Incomplete or Unavailable Information for Project-Specific Mobile Source Air Toxics Health Impacts Analysis.....	10-7
10.1.6	<i>Climate Change and Greenhouse Gases</i>	10-9
10.1.7	<i>Methodology</i>	10-10
10.1.7.1	Mesoscale, MSAT, and GHG Analysis	10-10
10.1.7.2	Microscale Analysis.....	10-14
10.1.7.3	Carbon Monoxide Screening	10-15
10.1.7.4	Particulate Matter Screening (Determining Project of Air Quality Concern).....	10-15
10.1.7.5	Highway Link Analyses.....	10-16
10.2	AFFECTED ENVIRONMENT	10-17
10.3	ENVIRONMENTAL CONSEQUENCES	10-20
10.3.1	<i>No Action Alternative</i>	10-20
10.3.2	<i>CBD Tolling Alternative</i>	10-21
10.3.2.1	Mesoscale, MSAT, and GHG Analyses	10-21
10.3.2.2	Microscale Screening Analysis.....	10-42
10.3.2.3	Highway Link Analysis	10-46
10.4	TRANSPORTATION CONFORMITY DETERMINATION	10-49
10.5	CONCLUSION	10-49
11.	Energy	11-1
11.1	INTRODUCTION	11-1
11.2	AFFECTED ENVIRONMENT	11-1
11.3	ENVIRONMENTAL CONSEQUENCES	11-2
11.3.1	<i>No Action Alternative</i>	11-3
11.3.2	<i>CBD Tolling Alternative</i>	11-3
11.3.3	<i>Construction Effects</i>	11-4
11.4	CONCLUSION	11-4
12	Noise	12-1
12.1	INTRODUCTION	12-1
12.1.1	<i>Context</i>	12-1
12.1.2	<i>Methodology</i>	12-1
12.1.2.1	Summary Effects of All Tolling Scenarios and Determination of Worst-Case Tolling Scenario	12-3
12.1.2.2	CEQR Noise Criteria	12-4
12.1.2.3	CEQR Guidance for Estimating Projected Noise-Level Changes	12-4
12.2	AFFECTED ENVIRONMENT	12-7
12.3	ENVIRONMENTAL CONSEQUENCES	12-7
12.3.1	<i>No Action Alternative</i>	12-7
12.3.2	<i>CBD Tolling Alternative</i>	12-7
12.3.2.1	Bridge and Tunnel Crossing Noise Assessment.....	12-7
12.3.2.2	Local Street Noise Assessment	12-8
12.4	CONCLUSION	12-11
13.	Natural Resources	13-1
13.1	INTRODUCTION	13-1
13.2	AFFECTED ENVIRONMENT	13-1
13.2.1	<i>Wetlands</i>	13-1
13.2.1.1	New York State Jurisdiction Wetlands.....	13-1
13.2.1.2	Federal Jurisdiction Wetlands	13-3
13.2.2	<i>Surface Waters and Navigable Waters</i>	13-3
13.2.3	<i>Wild, Scenic, and Recreational Rivers</i>	13-3
13.2.4	<i>Floodplains</i>	13-3
13.2.5	<i>Coastal Resources</i>	13-3

13.2.6	Groundwater Resources, Aquifers, and Reservoirs.....	13-6
13.2.7	Stormwater Management	13-6
13.2.8	General Ecology and Wildlife Resources.....	13-6
13.2.9	Endangered and Threatened Species.....	13-7
13.2.10	Essential Fish Habitat.....	13-8
13.2.11	Critical Environmental Areas, Habitat Areas, Wildlife Refuges, and Wildfowl Refuges.....	13-8
13.3	ENVIRONMENTAL CONSEQUENCES	13-8
13.3.1	No Action Alternative.....	13-8
13.3.2	CBD Tolling Alternative	13-8
13.3.2.1	Wetlands.....	13-9
13.3.2.2	Surface Waters and Navigable Waters.....	13-9
13.3.2.3	Floodplains.....	13-10
13.3.2.4	Coastal Resources.....	13-10
13.3.2.5	Groundwater Resources, Aquifers, and Reservoirs.....	13-10
13.3.2.6	Stormwater Management	13-11
13.3.2.7	General Ecology and Wildlife Resources	13-11
13.3.2.8	Endangered and Threatened Species	13-12
13.3.2.9	Essential Fish Habitat.....	13-13
13.3.2.10	Invasive Species	13-13
13.4	CONCLUSION.....	13-13
13.5	[FINDINGS].....	13-15
13.5.1	Executive Order 11988: Floodplains Management	13-15
13.5.2	Coastal Zone Management Act	13-15
14.	Asbestos-Containing Materials, Lead-Based Paint, Hazardous Wastes, and Contaminated Materials.....	14-1
14.1	INTRODUCTION	14-1
14.2	AFFECTED ENVIRONMENT.....	14-1
14.3	ENVIRONMENTAL CONSEQUENCES	14-2
14.3.1	No Action Alternative.....	14-2
14.3.2	CBD Tolling Alternative	14-2
14.4	CONCLUSION.....	14-4
15.	Construction Effects.....	15-1
15.1	INTRODUCTION	15-1
15.2	AFFECTED ENVIRONMENT.....	15-1
15.3	ENVIRONMENTAL CONSEQUENCES	15-1
15.3.1	No Action Alternative.....	15-1
15.3.2	CBD Tolling Alternative	15-1
15.4	CONCLUSION.....	15-6
16.	Summary of Effects.....	16-1
16.1	INTRODUCTION	16-1
16.2	SUMMARY OF DIRECT AND REASONABLY FORESEEABLE EFFECTS IDENTIFIED IN THIS EA.....	16-1
16.2.1	Direct Effects.....	16-1
16.2.2	Indirect Effects	16-2
16.2.3	Cumulative Effects	16-23
16.2.4	Tolling Scenarios	16-25
16.2.4.1	Tolling Scenarios A, B, C, D, E, F, and G	16-25
16.2.4.2	Tolling Scenario B with 30 Percent Higher Tolls.....	16-28
16.2.4.3	Additional Analyses of Caps and Exemptions for Taxis and FHV.....	16-29
16.2.4.4	[Additional Analyses of Mitigation Measures Included in the Final EA].....	16-30
16.3	SENSITIVITY ANALYSIS OF EAST SIDE ACCESS PROJECT	16-31
16.3.1.1	Subways	16-32
16.3.1.2	Parking	16-34

Contents

16.3.1.3	Pedestrians and Bicyclists	16-34
17	Environmental Justice.....	17-1
17.1	INTRODUCTION	17-1
17.2	REGULATORY CONTEXT	17-1
17.3	METHODOLOGY	17-2
17.3.1	Overview	17-2
17.3.2	Data Sources	17-3
17.4	ENVIRONMENTAL JUSTICE STUDY AREAS.....	17-3
17.4.1	Local Study Area.....	17-5
17.4.2	Regional Study Area.....	17-6
17.5	EXISTING MINORITY AND LOW-INCOME POPULATIONS IN THE ENVIRONMENTAL JUSTICE STUDY AREAS.....	17-8
17.5.1	Defining Minority and Low-Income Populations	17-8
17.5.2	Environmental Justice Populations in the Local Study Area	17-9
17.5.3	Environmental Justice Populations in the Regional Study Area.....	17-9
17.5.3.1	Regional Overview	17-9
17.5.3.2	Regional Travel Characteristics.....	17-16
17.5.3.3	Minority Commuters to Manhattan CBD from the Regional Study Area.....	17-18
17.5.3.4	Low-Income Commuters to Manhattan CBD from the Regional Study Area	17-21
17.5.3.5	Businesses Dependent on Vehicles: Taxi and For-Hire Vehicles	17-22
17.6	POTENTIAL ADVERSE EFFECTS ON ENVIRONMENTAL JUSTICE POPULATIONS	17-24
17.6.1	Potential Adverse Effects in the Local Study Area	17-24
17.6.1.1	Increased Traffic Congestion on Highway Segments	17-25
17.6.1.2	Changes in Traffic Conditions at Local Intersections.....	17-26
17.6.1.3	Traffic-Related Effects on Air Quality	17-28
17.6.1.4	Traffic-Related Effects on Noise	17-43
17.6.1.5	Increases to Transit Ridership	17-44
17.6.1.6	Changes in Passenger Flows at Transit Stations.....	17-44
17.6.1.7	Changes in Pedestrian Circulation on Sidewalks Near Transit Hubs.....	17-45
17.6.1.8	Potential for Indirect Displacement	17-46
17.6.1.9	Potential Effects on Cost of Goods.....	17-47
17.6.2	Potential Adverse Effects in the Regional Study Area.....	17-48
17.6.2.1	Increased Cost for Drivers	17-48
17.6.2.2	Effects on Taxi and For-Hire Vehicle Drivers in New York City.....	17-50
17.6.3	<i>[Summary of] Potential Adverse Effects on Environmental Justice Populations.....</i>	17-55
17.6.4	Offsetting Benefits	17-62
17.7	POTENTIAL DISPROPORTIONATELY HIGH AND ADVERSE EFFECTS	17-63
17.7.1	<i>[Potential Effects of Traffic on Communities with Associated Pre-Existing Air Pollutant and Health Burdens].....</i>	17-63
17.7.2	Evaluation of Adverse Effect on Minority and Low-Income Drivers	17-67
17.7.2.1	Minority Drivers	17-67
17.7.2.2	Low-Income Drivers.....	17-67
17.7.3	Evaluation of Adverse Effect on Taxi and FHV Drivers.....	17-72
17.8	CONCLUSION.....	17-72
17.9	ENVIRONMENTAL JUSTICE PUBLIC ENGAGEMENT.....	17-81
17.9.1	Environmental Justice Webinars.....	17-81
17.9.1.1	Environmental Justice Webinars 1 through 6	17-83
17.9.1.2	Environmental Justice Webinars 7 through 9	17-83
17.9.2	Environmental Justice Technical Advisory Group	17-84
17.9.3	Environmental Justice Stakeholder Working Group	17-86
17.9.4	<i>[EA Public Review and] Future Outreach to Environmental Justice Populations</i>	17-87
18.	Agency Coordination and Public Participation.....	18-1
18.1	INTRODUCTION	18-1

18.2	COORDINATION WITH COOPERATING AND PARTICIPATING AGENCIES	18-1
18.2.1	<i>Agencies Invited to Participate in the Process</i>	18-1
18.2.2	<i>Agency Coordination.....</i>	18-3
18.3	PUBLIC INVOLVEMENT ACTIVITIES	18-3
18.3.1	<i>Public Outreach Tools and Efforts.....</i>	18-4
18.3.2	<i>Early Outreach Webinars.....</i>	18-5
18.3.3	<i>Environmental Justice Advisory and Working Groups.....</i>	18-7
18.3.4	<i>Coordination with Stakeholder Groups.....</i>	18-7
18.3.5	<i>Outreach During Construction.....</i>	18-8
18.4	OVERVIEW OF COMMENTS RECEIVED DURING EARLY OUTREACH ACTIVITIES	18-8
18.4.1	<i>Purpose and Need.....</i>	18-9
18.4.2	<i>Transportation – Highways and Local Intersections</i>	18-9
18.4.3	<i>Transportation – Parking.....</i>	18-10
18.4.4	<i>Transportation – Pedestrians and Bicycles.....</i>	18-10
18.4.5	<i>Social Conditions – Population Characteristics and Community Cohesion</i>	18-10
18.4.6	<i>Social Conditions – Neighborhood Character.....</i>	18-11
18.4.7	<i>Social Conditions – Public Policy</i>	18-11
18.4.8	<i>Economic Conditions.....</i>	18-12
18.4.9	<i>Parks and Recreational Resources.....</i>	18-12
18.4.10	<i>Visual Resources.....</i>	18-13
18.4.11	<i>Air Quality</i>	18-13
18.4.12	<i>Energy.....</i>	18-14
18.4.13	<i>Noise</i>	18-14
18.4.14	<i>Environmental Justice</i>	18-14
18.4.15	<i>Comments Outside the Scope of this Environmental Assessment.....</i>	18-15
18.5	AVAILABILITY OF TH[E]EA, EA PUBLIC HEARINGS, AND WAYS TO PROVIDE COMMENTS	18-15
18.5.1	<i>Repositories for Reviewing the Environmental Assessment.....</i>	18-16
18.5.2	<i>Virtual Public Hearings During Environmental Assessment Comment Period</i>	18-21
18.6	[COMMENTS RECEIVED DURING THE FORMAL OUTREACH PERIOD.....	18-22
18.6.1	<i>Appendix 18A: Responses to Frequently Received Comments.....</i>	18-22
18.6.2	<i>Appendix 18B: Index of All Submissions.....</i>	18-22
18.6.3	<i>Appendix 18C: Comments and Responses.....</i>	18-23
18.6.4	<i>Appendix 18D: Form Letter Submissions].....</i>	18-23
18.7	AVAILABILITY OF THE DRAFT DECISION DOCUMENT AND FINAL EA.....	18-23
19.	Section 4(f) Evaluation.....	19-1
19.1	INTRODUCTION	19-1
19.2	REGULATORY FRAMEWORK	19-1
19.3	DESCRIPTION OF THE PROPOSED ACTION.....	19-3
19.4	PROJECT ALTERNATIVES.....	19-4
19.5	HISTORIC SITES.....	19-4
19.6	USE OF PUBLICLY OWNED PARKS, RECREATION AREAS, AND WILDLIFE AND WATERFOWL REFUGES.....	19-18
19.6.1	<i>Recreation Areas and Wildlife and Waterfowl Refuges</i>	19-18
19.6.2	<i>Publicly Owned Parks.....</i>	19-18
19.6.2.1	<i>High Line</i>	19-26
19.6.2.2	<i>Central Park</i>	19-26
19.7	PUBLIC INVOLVEMENT AND SECTION 4(f) COORDINATION	19-30
19.8	CONCLUSION.....	19-30
20.	Short-Term Uses of the Environment and Maintenance and Enhancement of Long-Term Productivity.....	20-1
21.	Irreversible and Irretrievable Commitment of Resources	21-1

Contents

List of Preparers 1

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Tables

Table 1-1. Project Schedule 1-19

Table 2-1. Preliminary Alternatives Considered..... 2-4

Table 2-2. Results of Preliminary Alternatives Screening¹..... 2-6

Table 2-3. Tolling Scenarios Evaluated for the CBD Tolling Alternative 2-31

Table 2-4. Comparison of Evaluation Results for the No Action and CBD Tolling Alternatives 2-39

Table 2-5. Comparison of Evaluation Results for CBD Tolling Alternative Tolling Scenarios 2-40

Table 4-1. Bridges and Tunnels Connecting to Manhattan CBD..... 4-4

Table 4-2. Bridges Connecting to Manhattan Outside the Manhattan CBD 4-4

Table 4-3. 2022 Passenger Vehicle Toll Rates on Bridges and Tunnels Connecting to Manhattan 4-5

Table 4A-1. Forecast Growth in Daily Vehicles Entering the Manhattan CBD: No Action Alternative4A-8

Table 4A-2. Forecast Growth in All Vehicle Daily Vehicle-Miles Traveled: No Action Alternative ...4A-10

Table 4A-3. Changes in Manhattan CBD Total Daily Mode Share: No Action Alternative.....4A-11

Table 4A-4. Daily Vehicles¹ Entering the Manhattan CBD by Crossing Location: No Action Alternative and Tolling Scenarios (2023)4A-12

Table 4A-5. Percentage Change (compared to No Action Alternative) in Daily Vehicles Entering the Manhattan CBD by Crossing Location and Tolling Scenario (2023)4A-12

Table 4A-6. Daily Vehicle-Miles Traveled: No Action Alternative and CBD Tolling Alternative, by Tolling Scenario (2023)4A-14

Table 4A-7. Percentage Change (compared to No Action Alternative) in Daily Vehicle-Miles Traveled by Tolling Scenario (2023)4A-15

Table 4A-8. Daily Manhattan CBD Journey Mode Share (compared to No Action Alternative) by Tolling Scenario (2023)4A-16

Table 4A-9. Daily Manhattan CBD-Related Auto-Based Vehicle Person-Journeys (compared to No Action Alternative) by Tolling Scenario (2023).....4A-17

Table 4A-10. Daily Manhattan CBD-Related Transit Journeys (compared to No Action Alternative) by Tolling Scenario (2023).....4A-17

Table 4A-11.	Daily Vehicles Entering the Manhattan CBD by Crossing Locations: No Action Alternative and Tolling Scenarios (2045)	4A-19
Table 4A-12.	Percentage Change (compared to No Action Alternative) in Daily Vehicles Entering the Manhattan CBD by Crossing Locations and Tolling Scenario (2045)	4A-19
Table 4A-13.	Daily Vehicle-Miles Traveled: No Action Alternative and Tolling Scenarios (2045)	4A-20
Table 4A-14.	Percentage Change (compared to No Action Alternative) in Daily Vehicle-Miles Traveled by Tolling Scenario (2045)	4A-21
Table 4A-15.	Daily Manhattan CBD Journey Mode Share: No Action Alternative and Tolling Scenarios (2045)	4A-22
Table 4A-16.	Daily Manhattan CBD-Related Auto-Based Vehicle Person-Journeys: No Action Alternative and Tolling Scenarios (2045)	4A-23
Table 4A-17.	Daily Manhattan CBD-Related Transit Journeys: No Action Alternative and Tolling Scenarios (2045)	4A-23
Table 4A-18.	Percentage Change in Round-Trip Driving Costs for Representative Route by Auto to the World Trade Center Using E-ZPass at 7:30 a.m.	4A-29
Table 4A-19.	Total Tolls, Round-Trip, for Representative Routes by Auto to the World Trade Center Using E-ZPass at 7:30 a.m.....	4A-30
Table 4A-20.	Brooklyn Bridge Average Weekday Vehicle Volumes (Manhattan-Bound): No Action Alternative and Tolling Scenarios	4A-31
Table 4A-21.	Hugh L. Carey Tunnel Average Weekday Vehicle Volumes (Manhattan-Bound): No Action Alternative and Tolling Scenarios	4A-32
Table 4A-22.	Average Daily Truck Trips through the Manhattan CBD: No Action Alternative and Tolling Scenarios.....	4A-32
Table 4A-23.	Vehicle-Miles Traveled Percentage Changes by Tolling Scenario in Environmental Justice Census Tracts by Subarea (2023)	4A-35
Table 4A-24.	Vehicle-Miles Traveled Percentage Changes by Tolling Scenario in Non-Environmental Justice Census Tracts by Subarea (2023)	4A-36
Table 4A-25.	Staten Island Daily Vehicle-Miles Traveled by Roadway Type (2023): No Action Alternative and Tolling Scenarios.....	4A-39
Table 4A-26.	Staten Island Daily Vehicle-Miles Traveled on Highways by Vehicle Type (2023): No Action Alternative and Tolling Scenarios.....	4A-39
Table 4A-27.	Bronx Daily Vehicle-Miles Traveled by Roadway Type (2023): No Action Alternative and Tolling Scenarios.....	4A-40
Table 4A-28.	Bronx Daily Vehicle-Miles Traveled on Highways by Vehicle Type (2023): No Action Alternative and Tolling Scenarios	4A-40
Table 4A-29.	Cross-Bronx Daily Vehicle-Miles Traveled by Vehicle Type (2023): No Action Alternative and Tolling Scenarios.....	4A-41
Table 4A-30.	Cross-Bronx Daily Truck Volume Changes (2023): No Action Alternative and Tolling Scenarios.....	4A-42
Table 4A-31.	Bronx Highways excluding Cross Bronx Expressway Daily Vehicle-Miles Traveled by Vehicle Type (2023): No Action Alternative and Tolling Scenarios.....	4A-42
Table 4A-32.	Select Bronx Highways Daily Vehicle-Miles Traveled by Vehicle Type (2023): No Action Alternative and Tolling Scenarios	4A-43
Table 4A-33.	Taxi and FHV Manhattan CBD Tolling Policy	4A-45
Table 4A-34.	Projected Percentage of Total Revenue/Percentage of Total Trips	4A-48
Table 4A-35.	Summary of Effects of Tolling Scenarios on Regional Transportation Effects and Modeling.....	4A-52
Table 4B-1.	Peak-Hour Incremental Traffic Volumes: Comparison of Tolling Scenarios*	4B-5

Contents

Table 4B-2.	Instances of Intersections Meeting/Exceeding the Traffic Volume Screening Threshold in an Analysis Hour: Comparison of Tolling Scenarios.....	4B-10
Table 4B-3.	Analysis Type and Criteria Used for the Determination of Adverse Effects.....	4B-23
Table 4B-4.	Existing Conditions: Long Island Expressway (I-495): The Queens-Midtown Tunnel ...	4B-26
Table 4B-5.	Long Island Expressway (I-495) Approach to Queens-Midtown Tunnel – AM (8:00 a.m. to 9:00 a.m.).....	4B-28
Table 4B-6.	Long Island Expressway (I-495) Approach to Queens-Midtown Tunnel – MD (1:00 p.m. to 2:00 p.m.)	4B-29
Table 4B-7.	Long Island Expressway (I-495) Approach to Queens-Midtown Tunnel – PM (5:00 p.m. to 6:00 p.m.)	4B-30
Table 4B-8.	Existing Conditions: Gowanus Expressway Leading to Hugh L. Carey Tunnel.....	4B-33
Table 4B-9.	Hugh L. Carey Tunnel – AM (8:00 a.m. to 9:00 a.m.).....	4B-35
Table 4B-10.	Hugh L. Carey Tunnel – MD (1:00 p.m. to 2:00 p.m.).....	4B-36
Table 4B-11.	Hugh L. Carey Tunnel – PM (5:00 p.m. to 6:00 p.m.)	4B-37
Table 4B-12.	Existing Conditions: Staten Island Expressway (I-278) Westbound – Verrazzano-Narrows Bridge to Hylan Boulevard.....	4B-42
Table 4B-13.	Staten Island Expressway (I-278) Westbound—Verrazzano-Narrows Bridge to Hylan Boulevard – AM (7:00 a.m. to 8:00 a.m.).....	4B-44
Table 4B-14.	Staten Island Expressway (I-278) Westbound—Verrazzano-Narrows Bridge to Hylan Boulevard – MD (1:00 p.m. to 2:00 p.m.).....	4B-45
Table 4B-15.	Staten Island Expressway (I-278) Westbound—Verrazzano-Narrows Bridge to Hylan Boulevard – PM (4:00p.m. to 5:00p.m.)	4B-46
Table 4B-16.	Existing Conditions: I-78 and Route 139	4B-50
Table 4B-17.	Holland Tunnel Eastbound Traffic Volumes during AM, MD and PM Peak Hours under Existing Conditions, No Action Alternative, and CBD Tolling Alternative	4B-50
Table 4B-18.	Existing Conditions: New Jersey Route 495 Approach to the Lincoln Tunnel.....	4B-53
Table 4B-19.	Lincoln Tunnel Traffic Volumes during AM, MD and PM Peak Hours under Existing Conditions, No Action Alternative, and CBD Tolling Alternative	4B-54
Table 4B-20.	Roadway Contribution by Time Period to George Washington Bridge Traffic	4B-57
Table 4B-21.	Projected Increase in Traffic, compared to the No Action Alternative, along Trans-Manhattan and Cross Bronx Expressway Corridor	4B-58
Table 4B-22.	Estimated Increase of Traffic on the Lower FDR Drive*	4B-61
Table 4B-23.	Highway Capacity Software Performance Measures (AM).....	4B-71
Table 4B-24.	Highway Capacity Software Performance Measures (MD)	4B-72
Table 4B-25.	Highway Capacity Software Performance Measures (PM).....	4B-74
Table 4B-26.	Highway Capacity Software Performance Measures (Late Night)	4B-75
Table 4B-27.	Potential Adverse Traffic Effects on Highway Segments – SEQRA	4B-79
Table 4B-28.	Peak Hours by Study Area	4B-84
Table 4B-29.	Level of Service Average Control Delay Criteria	4B-86
Table 4B-30.	Potential Traffic Effects at Intersections With and Without Signal-Timing Improvements	4B-95
Table 4B-31.	Summary of Local Intersection Performance With Improvements.....	4B-102
Table 4B-32.	Summary of Effects of the CBD Tolling Alternative on Highways and Local Intersections.....	4B-111
[Table 4B-33.	Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures for Highways and Local Intersections].	4B-112
Table 4C-1.	Busiest Subway Stations (Annual Total Ridership, 2019)	4C-2

Table 4C-2.	Busiest Subway Lines at the Entrance to the Manhattan CBD (2019, AM Peak Period)	4C-2
Table 4C-3.	Transit Ridership to and from the Manhattan CBD by Service Provider (AM Peak Period) (2019).....	4C-16
Table 4C-4.	Daily Person-Trips by Mode to and from the Manhattan CBD on an Average Weekday (2019)	4C-17
Table 4C-5.	AM Peak-Period Person-Trips to and from the Manhattan CBD by Mode on an Average Weekday (2019)	4C-18
Table 4C-6.	Transit Ridership: No Action Alternative and CBD Tolling Alternative (2023 AM Peak Period).....	4C-23
Table 4C-7.	Percentage Change in Transit Ridership: No Action Alternative and CBD Tolling Alternative (2023 AM Peak Period).....	4C-24
Table 4C-8.	Transit Ridership: No Action Alternative and CBD Tolling Alternative (2045 AM Peak Period).....	4C-25
Table 4C-9.	Transit Lines Triggering Detailed Line-Haul Analysis and Average Incremental Ridership Increase Across Tolling Scenarios (AM Peak Hour)	4C-27
Table 4C-10.	Transit Stations Triggering Detailed Analysis and Average Incremental Ridership Increase Across Tolling Scenarios (AM Peak Hour).....	4C-27
Table 4C-11.	Transit Stations Triggering Detailed Analysis and Average Incremental Ridership Increase Across Tolling Scenarios (PM Peak Hour).....	4C-28
Table 4C-12.	Projected Transit Ridership by Route at the Boundary between 60th Street and the Manhattan CBD (2023 AM Peak Period, Inbound).....	4C-30
Table 4C-13.	Projected New Passenger-Trips at Maximum Load Point for Routes Crossing into the Manhattan CBD at the 60th Street Boundary, (2023 AM Peak Period and Hour)	4C-32
Table 4C-14.	Projected Incremental Ridership Increases at Maximum Load Point for Routes Crossing into the Manhattan CBD at the 60th Street Boundary (2023 AM Peak Hour).....	4C-33
Table 4C-15.	Projected Transit Ridership at the Boundary between Queens/Roosevelt Island and the Manhattan CBD (2023 AM Peak Period, Inbound).....	4C-34
Table 4C-16.	Projected New Passenger-Trips at Maximum Load Point for Routes Crossing into the Manhattan CBD from Queens/Roosevelt Island, (2023 AM Peak Hour)	4C-36
Table 4C-17.	Projected Incremental Ridership Increases at Maximum Load Point for Queens/Roosevelt Island (2023 AM Peak Hour)	4C-37
Table 4C-18.	Projected Transit Ridership by Routes at the Boundary between Brooklyn and the Manhattan CBD (2023 AM Peak Period, Inbound)	4C-38
Table 4C-19.	Projected New Passenger-Trips at Maximum Load Point for Routes Crossing into the Manhattan CBD from Brooklyn (2023 AM Peak Period and Hour).....	4C-39
Table 4C-20.	Projected Incremental Ridership Increases at Maximum Load Point for Brooklyn (2023 AM Peak Hour)	4C-40
Table 4C-21.	Projected Transit Ridership by Routes Crossing into the Manhattan CBD from Staten Island (2023 AM Peak Period, Inbound)	4C-40
Table 4C-22.	Projected New Passenger-Trips at Maximum Load Point for Staten Island Express Bus Routes (2023 AM Peak Period and Hour)	4C-41
Table 4C-23.	Projected Transit Ridership by Routes at the Boundary between New Jersey/West-of-Hudson and Manhattan CBD (2023 AM Peak Period, Inbound).....	4C-42

Contents

Table 4C-24.	Projected New Passenger-Trips at Maximum Load Point for Routes Crossing into the Manhattan CBD from New Jersey/West of Hudson (2023 AM Peak Period and Peak Hour)	4C-43
Table 4C-25.	Projected Incremental Ridership Increases at Maximum Load Point for New Jersey/West of Hudson (2023 AM Peak Hour)	4C-43
Table 4C-26.	Projected Change in Bus Ridership Among Scenarios Compared to No Action Alternative (2023 AM Peak Period).....	4C-44
Table 4C-27.	Transit Stations with More than 200 Projected New Passengers in the AM Peak Hour (Tolling Scenario E, 2023).....	4C-47
Table 4C-28.	Transit Stations with More than 200 Projected New Passengers in the PM Peak Hour (Tolling Scenario E, 2023).....	4C-49
Table 4C-29.	Existing Conditions Level of Service for Analyzed Stations Elements (2019 AM Peak Hour)	4C-55
Table 4C-30.	Existing Conditions Level of Service for Analyzed Station Elements (2019 PM Peak Hour).....	4C-55
Table 4C-31.	No Action Alternative Level of Service for Analyzed Station Elements (2023 AM Peak Hour)	4C-56
Table 4C-32.	No Action Alternative Level of Service for Analyzed Station Elements (2023 PM Peak Hour)	4C-56
Table 4C-33.	CBD Tolling Alternative Level of Service for Analyzed Station Elements (2023 AM Peak Hour)	4C-57
Table 4C-34.	CBD Tolling Alternative Level of Service for Analyzed Station Elements (2023 PM Peak Hour)	4C-58
Table 4C-35.	NYCT Station Elements Where Adverse Effects and Accompanying Project Improvements Have Been Identified (CBD Tolling Alternative, 2023 AM/PM Peak Hour).....	4C-59
Table 4C-36.	Level of Service on NJ TRANSIT Station Elements (Peak Hour)	4C-63
Table 4C-37.	Level of Service on PATH Hoboken Station Elements (AM and PM Peak Hours).....	4C-64
Table 4C-38.	Projected Net Passenger Increase at Hoboken Stair 01/02 (All Scenarios, AM Peak Hour).....	4C-64
Table 4C-39.	Summary of Effects of the CBD Tolling Alternative on Transit	4C-67
Table 4C-40.	<i>[Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures for Transit]</i>	4C-69
Table 4D-1.	Summary of Effects of the CBD Tolling Alternative on Parking	4D-12
Table 4E-1.	Transit Station Pedestrian Trip Assessment.....	4E-5
Table 4E-2.	Existing (2021) Conditions Pedestrian Analysis Results (2019)	4E-6
Table 4E-3.	CBD Tolling Alternative 2023 Pedestrian Analysis Results	4E-8
Table 4E-4.	No Action Alternative, CBD Tolling Alternative, and CBD Tolling Alternative with Improvement Measures—Pedestrian Level of Service Analysis—Herald Square/Penn Station New York.....	4E-11
Table 4E-5.	Summary of Effects of the CBD Tolling Alternative on Pedestrians and Bicycles	4E-18
Table 4E-6.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures for Pedestrians and Bicycles</i>	4E-19
Table 5A-1.	Population Characteristics of the Regional Study Area	5A-11
Table 5A-2.	Total Daily Journeys to/from the Manhattan CBD by Tolling Scenario (2023, All Modes).....	5A-22
Table 5A-3.	Change in Total Daily Journeys to/from the Manhattan CBD Compared to No Action Alternative (2023, All Modes).....	5A-23

Table 5A-4. Daily Non-Work-Related Journeys into the Manhattan CBD by County of Origin (2023, All Modes)5A-24

Table 5A-5. Change in Daily Non-Work-Related Journeys into the Manhattan CBD Compared to No Action Alternative (2023, All Modes)5A-25

Table 5A-6. Daily Work Journeys into Manhattan CBD by County of Origin (2023, All Modes)5A-39

Table 5A-7. Change in Daily Work Journeys into Manhattan CBD Compared to No Action Alternative (2023, All Modes)5A-40

Table 5A-8. Daily Work Journeys to Non-CBD Locations by County of Origin (2023, All Modes)5A-41

Table 5A-9. Change in Daily Work Journeys to Non-CBD Locations Compared to No Action Alternative (2023, All Modes)5A-42

Table 5A-10. Summary of Effects of the CBD Tolling Alternative on Population Characteristics and Community Cohesion5A-47

Table 5B-1. Summary of Effects of the CBD Tolling Alternative on Neighborhood Character.....5B-17

Table 5C-1. Metropolitan Planning Organizations in the Regional Study Area5C-3

Table 5C-2. Summary of Effects of the CBD Tolling Alternative Related to Public Policy5C-8

Table 6-1. Employed Labor Force and Jobs in the Regional Study Area..... 6-4

Table 6-2. North American Industry Classification System Industry Categories of Manhattan CBD Workers..... 6-10

Table 6-3. Standard Occupational Classification Categories of Manhattan CBD Workers 6-11

Table 6-4. Small Businesses in the Manhattan CBD by Industry Category 6-13

Table 6-5. Means of Transportation to Work for Regional Study Area’s Workforce 6-14

Table 6-6. Means of Transportation to Work for the Regional Study Area and New York City Workforce vs. Commuters to the Manhattan CBD..... 6-15

Table 6-7. Means of Transportation to Work for Regional Study Area Employed Workforce by NAICS Industry Category 6-17

Table 6-8. Manhattan Workers Who Commute by Auto by NAICS Industry Category 6-18

Table 6-9. Standard Occupational Classification Categories for Manhattan Workers Who Commute by Auto 6-19

Table 6-10. Industry Categories for Manhattan CBD Workers and Manhattan CBD Commuters 6-20

Table 6-11. Industry Categories for Manhattan CBD Jobs in Census Tracts More than One-Half Mile from a Subway or Select Bus Service Bus Stop 6-21

Table 6-12. Industry Categories for Jobs in 23 Manhattan CBD Census Tracts with the Largest Numbers of Car Commuters 6-25

Table 6-13. Standard Occupational Classification Categories of Jobs in the 23 Manhattan CBD Census Tracts with the Largest Numbers of Car Commuters..... 6-26

Table 6-14. Industry Categories of Jobs in the 11 Manhattan CBD Census Tracts with the Highest Percentage of Car Commuters..... 6-29

Table 6-15. Standard Occupational Classification Categories of Jobs in the 11 Manhattan CBD Census Tracts with the Highest Proportions of Car Commuters 6-30

Table 6-16. Regional Workforce Commuting To and Within the Manhattan CBD: No Action Alternative 6-42

Table 6-17. Regional Workforce Commuting from Within the Manhattan CBD to Regional Destinations Outside the Manhattan CBD: No Action Alternative 6-43

Table 6-18. Daily Regional Non-Work-Related Journeys To and Within the Manhattan CBD: No Action Alternative 6-44

Table 6-19. Daily Non-Work-Related Journeys From the Manhattan CBD: No Action Alternative 6-45

Contents

Table 6-20.	Daily Vehicle-Miles Traveled for Taxis/For-Hire Vehicles in the Regional Study Area: No Action Alternative	6-46
Table 6-21.	Daily Vehicle Trips Within and To the Manhattan CBD by Type: No Action Alternative	6-47
Table 6-22.	Percentage of Worker Journeys by Auto To, Within, and From the Manhattan CBD	6-51
Table 6-23.	Change in Numbers of Worker Journeys by Auto To, Within, and From the Manhattan CBD	6-51
Table 6-24.	Percentage of Worker Journeys by Non-Auto To and From the Manhattan CBD	6-53
Table 6-25.	Change in Number of Worker Journeys by Non-Auto To and From the Manhattan CBD	6-53
Table 6-26.	Daily Worker Journeys To and Within the Manhattan CBD (All Modes of Transportation).....	6-55
Table 6-27.	Daily Worker Journeys from the Manhattan CBD (All Modes of Transportation)	6-57
Table 6-28.	Net Change in Non-Work-Related Journeys To and Within the Manhattan CBD vs. No Action Alternative (All Modes of Transportation).....	6-58
Table 6-29.	Change in Regional Non-Work-Related Journeys To and Within the Manhattan CBD: Tolling Scenario D versus No Action Alternative.....	6-59
Table 6-30.	Net Change in Taxi/For-Hire Vehicle Daily Vehicle-Miles Traveled vs. No Action Alternative	6-63
Table 6-31.	Truck Treatment by Tolling Scenario	6-67
Table 6-32.	Change in Daily Through Truck Trips via the Manhattan CBD, No Action Alternative vs. Tolling Scenarios.....	6-70
Table 6-33.	Parking Garages between 55th and 65th Streets	6-79
Table 6-34.	Change in Auto Journeys to the Manhattan CBD vs. No Action Alternative	6-80
Table 6-35.	Summary of Effects of the CBD Tolling Alternative on Economic Conditions.....	6-83
[Table 6-36.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Enhancement Measures for Economic Conditions]</i>	6-84
Table 7-1.	Publicly Accessible Open Spaces in the Parks Study Area	7-3
Table 7-2.	Summary of Effects of the CBD Tolling Alternative on Parks and Recreational Resources <i>[and Implementation Approach for Mitigation and Enhancement Measures]</i>	7-33
Table 8-1.	Historic Properties and Summary of Changes	8-5
Table 8-2.	Summary of Effects of the CBD Tolling Alternative on Historic and Cultural Resources <i>[and Implementation Approach for Mitigation and Enhancement Measures]</i>	8-12
Table 9-1.	Summary of Effects of the CBD Tolling Alternative on Visual Resources.....	9-2
Table 10-1.	National Ambient Air Quality Standards	10-3
Table 10-2.	Current Air Quality Attainment Status.....	10-4
Table 10-3.	Comparison of County-Level Vehicle-Miles Traveled in the Regional Study Area, No Action Alternative and CBD Tolling Alternative (Tolling Scenario A, Years 2023 and 2045).....	10-12
Table 10-4.	MOVES2014b Input Parameters	10-14
Table 10-5.	MOVES2014b County Data Manager Inputs.....	10-14
Table 10-6.	Ambient Air Quality Monitored Data	10-18
Table 10-7.	Mesoscale Emission Burdens, CBD Tolling Alternative (Tolling Scenario A, tons/year)	10-22

Table 10-8.	Mesoscale Emission Burden Percentage Changes by County, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023)	10-23
Table 10-9.	Mesoscale Emission Burden Percentage Changes by County, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045)	10-24
Table 10-10.	Mobile Source Air Toxics Emission Burdens, CBD Tolling Alternative (Tolling Scenario A, tons/year)	10-36
Table 10-11.	Mobile Source Air Toxics Emission Burden Percentage Changes by County, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023).....	10-37
Table 10-12.	Mobile Source Air Toxics Emission Burden Percentage Changes by County, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045).....	10-38
Table 10-13.	CO and PM _{2.5} /PM ₁₀ Microscale Screening Results, CBD Tolling Alternative (Tolling Scenario C and Tolling Scenario D).....	10-44
[Table 10-14.	<i>Predicted Concentrations of Particulate Matter with the CBD Tolling Alternative (μg/m³)</i>	10-48
Table 10-15.	Summary of Effects of the CBD Tolling Alternative on Air Quality	10-52
[Table 10-16.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Enhancement Measures for Air Quality</i>	10-53
Table 11-1.	Total Energy Consumption: No Action Alternative and CBD Tolling Alternative, Tolling Scenario A (2023 and 2045)	11-3
Table 11-2.	Summary of Effects of the CBD Tolling Alternative on Energy	11-4
Table 12-1.	Average Human Ability to Perceive Changes in Noise Levels.....	12-2
Table 12-2.	Range of Recognizable Noise Levels	12-3
Table 12-3.	New York City Environmental Quality Review External Noise Exposure Guidelines.....	12-6
Table 12-4.	Projected Noise-Level Changes (in dB(A)) for CBD Tolling Alternative (Worst-Case Tolling Scenarios D and C)	12-9
Table 12-5.	Summary of Effects of the CBD Tolling Alternative on Noise	12-12
Table 13-1.	Summary of Effects of the CBD Tolling Alternative on Natural Resources	13-14
[Table 13-2.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures for Natural Resources</i>	13-14
Table 14-1.	Summary of Effects of the CBD Tolling Alternative Related to Asbestos-Containing Materials, Lead-Based Paint, Hazardous Waste, and Contaminated Materials.....	14-5
[Table 14-2.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures for Asbestos-Containing Materials, Lead-Based Paint, Hazardous Waste, and Contaminated Materials</i>	14-5
Table 15-1.	Summary of Construction Effects of the CBD Tolling Alternative	15-6
[Table 15-2.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures for Construction Effects</i>	15-6
Table 16-1.	Summary of Effects of the CBD Tolling Alternative with Tolling Scenarios Detail	16-3
[Table 16-2.	<i>Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures</i>	16-15
Table 16- [3] .	CBD Tolling Alternative Pedestrian Analysis Results with East Side Access	16-35
Table 16- [4] .	CBD Tolling Alternative with Improvement Measures with East Side Access—Pedestrian Level of Service Analysis—Herald Square/Penn Station New York.....	16-36
Table 17-1.	Population Characteristics of the Local Study Area	17-10
Table 17-2.	Population Characteristics of the Regional Study Area	17-14
Table 17-3.	Comparison of Origins for Commuters to the Manhattan CBD	17-16
Table 17-4.	Vehicle Access in the Regional Study Area	17-17

Contents

Table 17-5.	Origins for All Commuters and Minority Commuters to the Manhattan CBD (All Modes).....	17-18
Table 17-6.	Travel Mode to Manhattan CBD for All Workers and Minority Workers.....	17-19
Table 17-7.	Estimated Origins of Minority Auto Commuters to the Manhattan CBD.....	17-19
Table 17-8.	Origins for All Commuters and Low-Income Commuters to the Manhattan CBD (All Modes)	17-21
Table 17-9.	Travel Modes for Low-Income Commuters to Manhattan Overall by Origin	17-22
Table 17-10.	Country of Birth for Taxi and FHV Drivers, 2018–2019	17-24
Table 17-11.	Summary of Effects of CBD Tolling Alternative on Air Pollutants at the County Level.....	17-30
[Table 17-12.	Summary of Project Effects on Truck Traffic Proximity (Tolling Scenario E)]	17-40
[Table 17-13.	Daily Truck Volume in Tolling Scenario E Compared to No Action in Overburdened Communities]	17-42
Table 17- [14] .	Change in Taxi/For-Hire Vehicle Daily Vehicle-Miles Traveled in New York City vs. No Action Alternative, 2023	17-53
Table 17- [15] .	Summary of Potential Adverse Effects on Environmental Justice Populations	17-57
[Table 17-16.	Regional and Place-Based Mitigation Measures]	17-65
Table 17- [17] .	Summary of Effects of the CBD Tolling Alternative Related to Environmental Justice	17-75
[Table 17-18.	Summary of the CBD Tolling Alternative Implementation Approach for Mitigation and Enhancement Measures Related to Environmental Justice]	17-78
Table 17- [19] .	Environmental Justice Webinars.....	17-82
Table 18-1.	Agencies Invited to Participate in the National Environmental Policy Act Process and Their Role or Expertise	18-1
Table 18-2.	Early Outreach Virtual Webinars.....	18-6
Table 18-3.	Repositories for Reviewing the Environmental Assessment	18-16
Table 18-4.	Public Hearing Dates and Times.....	18-21
[Table 18-5.	Repositories for Reviewing the Final Environmental Assessment and the Draft Decision Document]	18-24
Table 19-1.	Section 4(f) Historic Sites	19-6
Table 19-2.	Section 4(f) Parks.....	19-20

Figures

Figure 1-1.	Most Congested Urban Areas (2021).....	1-1
Figure 1-2.	Manhattan CBD, National Highway System Arterials, and Routes into the Manhattan CBD	1-3
Figure 1-3.	Regional Study Area	1-5
Figure 1-4.	Vehicle Access (Manhattan CBD compared to United States)	1-9
Figure 1-5.	Travel Modes to Work (Manhattan CBD compared to United States).....	1-10
Figure 1-6.	Manhattan CBD Work Commuters: Origin	1-11
Figure 1-7.	People Entering Manhattan <i>[and Exiting]</i> CBD (by mode)	1-13
Figure 1-8.	Private Vehicles Entering and Exiting the Manhattan CBD on an Average Weekday	1-14
Figure 1-9.	Typically Congested Streets in Lower Manhattan During the Evening Rush (Summer 2022).....	1-16
Figure 2-1.	General Locations of New Tolls for Vehicles Accessing the Manhattan CBD.....	2-14
Figure 2-1.	General Locations of New Tolls for Vehicles Accessing the Manhattan CBD.....	2-14
Figure 2-2a.	Proposed Location of Tolling Infrastructure and Tolling System Equipment: Key Map.....	2-15
Figure 2-2b.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: West Side Highway/Route 9A and FDR Drive	2-16
Figure 2-2c.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Ed Koch Queensboro Bridge	2-17
Figure 2-2d.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Williamsburg Bridge	2-18
Figure 2-2e.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Manhattan Bridge.....	2-19
Figure 2-2f.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Brooklyn Bridge	2-20
Figure 2-2g.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Holland Tunnel	2-21
Figure 2-2h.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Battery Park Underpass and Hugh L. Carey Tunnel	2-22
Figure 2-2i.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Lincoln Tunnel	2-23
Figure 2-2j.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: 60th Street.....	2-24
Figure 2-3.	Typical Tolling Infrastructure and Tolling System Equipment	2-27
Figure 3-1.	Regional Study Area	3-4
Figure 3-2a.	Local Study Areas for Tolling Infrastructure and Tolling System Equipment	3-9
Figure 3-2b.	Local Study Area for Tolling Infrastructure and Tolling System Equipment: Ed Koch Queensboro Bridge and Queens-Midtown Tunnel.....	3-10
Figure 3-2c.	Local Study Area for Tolling Infrastructure and Tolling System Equipment: Williamsburg Bridge and Manhattan Bridge.....	3-11
Figure 3-2d.	Local Study Area for Tolling Infrastructure and Tolling System Equipment: Brooklyn Bridge and Holland Tunnel.....	3-12
Figure 3-2e.	Local Study Area for Tolling Infrastructure and Tolling System Equipment: Battery Park Underpass and Hugh L. Carey Tunnel	3-13

Contents

Figure 3-2f.	Local Study Area for Tolling Infrastructure and Tolling System Equipment: Lincoln Tunnel	3-14
Figure 3-2g.	Local Study Area for Tolling Infrastructure and Tolling System Equipment: 60th Street.....	3-15
Figure 3-3a.	Key Map and Proposed Locations of Tolling Infrastructure and Tolling System Equipment Along FDR Drive and West Side Highway/Route 9A	3-16
Figure 3-3b.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Ed Koch Queensboro Bridge	3-17
Figure 3-3c.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Queens-Midtown Tunnel	3-18
Figure 3-3d.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Williamsburg Bridge	3-19
Figure 3-3e.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Manhattan Bridge.....	3-20
Figure 3-3f.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Brooklyn Bridge	3-21
Figure 3-3g.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Holland Tunnel	3-22
Figure 3-3h.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Battery Park Underpass and Hugh L. Carey Tunnel	3-23
Figure 3-3i.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: Lincoln Tunnel	3-24
Figure 3-3j.	Proposed Locations of Tolling Infrastructure and Tolling System Equipment: 60th Street.....	3-25
Figure 4-1.	Existing Vehicular Crossings to Manhattan.....	4-2
Figure 4-2.	Vehicular Entry and Exit Points for the Manhattan CBD	4-3
Figure 4-3.	Transit Routes to/from the Manhattan Central Business District (2019)	4-7
Figure 4A-1.	The Best Practice Model 28-County Region	4A-2
Figure 4A-2.	Reporting Locations in New York City for Additional Vehicle-Miles Traveled.....	4A-7
[Figure 4A-3.	Representative Commuting Costs in the Regional Study Area].....	4A-28
Figure 4A-4.	Change in Transit Crossings into the Manhattan CBD.....	4A-37
Figure 4A-5.	Changes in Daily Taxi/FHV VMT in the Manhattan CBD, CBD Tolling Alternative Tolling Scenarios Compared to the No Action Alternative	4A-45
Figure 4B-1.	Analytical Approach Diagram	4B-2
Figure 4B-2.	Highways Leading to the Manhattan CBD	4B-13
Figure 4B-3.	Highways Leading to the Queens-Midtown Tunnel	4B-25
Figure 4B-4.	Highways Leading to the Hugh L. Carey Tunnel.....	4B-32
Figure 4B-5.	Highways Leading to/from the Verrazzano-Narrows Bridge	4B-41
Figure 4B-6.	Highways Leading to the Holland Tunnel.....	4B-49
Figure 4B-7.	Highways Leading to the Lincoln Tunnel.....	4B-52
Figure 4B-8.	Highways Leading to the Trans-Manhattan/Cross Bronx Expressway	4B-56
Figure 4B-9.	Highways Leading to the Bayonne Bridge.....	4B-64
Figure 4B-10.	Highways Leading to the Eastern Spur of I-95	4B-66
Figure 4B-11.	Highways Leading to the Robert F. Kennedy Bridge.....	4B-69
Figure 4B-12.	Effects of CBD Tolling Alternative on Central Park Traffic	4B-81
Figure 4B-13.	Local Intersections and Data Collection Zones	4B-83
Figure 4B-14.	Potential Adverse Traffic Effects at Local Intersections AM Period	4B-104
Figure 4B-15.	Potential Adverse Traffic Effects at Local Intersections MD Period	4B-105

Figure 4B-16.	Potential Adverse Traffic Effects at Local Intersections PM Period	4B-106
Figure 4B-17.	Potential Adverse Traffic Effects at Local Intersections Late Night (LN) Period.....	4B-107
Figure 4C-1.	New York City Transit System Highlights	4C-3
Figure 4C-2.	Transit Services in the 28-County Regional Study Area	4C-8
Figure 4C-3.	Transit Routes to/from the Manhattan CBD (2019)	4C-11
Figure 4C-4.	Inbound AM Peak-Period Trips by Sector	4C-19
Figure 4C-5.	Transit Modes into the Manhattan CBD by Volume at the Cordon Crossing (AM Peak Period).....	4C-20
Figure 4C-6.	Projected Change in Transit Crossings Entering the Manhattan CBD by Sector (2023 AM Peak Period).....	4C-29
Figure 4C-7.	Transit Stations Identified for Detailed Station Analysis (2023, Tolling Scenario E – Representative Tolling Scenario).....	4C-51
Figure 4D-1.	<i>City Environmental Quality Review Technical Manual</i> Parking Zones	4D-3
Figure 4D-2.	General Location of Neighborhoods Near the Manhattan Central Business District ...	4D-7
Figure 4E-1.	Pedestrian Analysis Study Area	4E-4
Figure 4E-2.	Adverse Pedestrian Effects near Herald Square/Penn Station New York	4E-10
Figure 4E-3.	Bicycle Routes in the Manhattan CBD	4E-13
Figure 5A-1.	Regional Study Area	5A-4
Figure 5A-2.	Population and Density	5A-5
Figure 5A-3.	New York City Areas Within and Beyond One-Half Mile of Rail Stations, Subway Stations, or Express Bus and Select Bus Service Stops	5A-7
Figure 5A-4.	Work Trips Entering Manhattan CBD (by mode and origin).....	5A-13
Figure 5A-5.	Households in the Regional Study Area with No Vehicle by County	5A-14
Figure 5A-6.	Travel Modes to Work (by age of workers)	5A-15
Figure 5A-7.	Population and Commuters to Manhattan CBD from Areas More than One-Half Mile from Commuter Rail, Subway, or Express Bus Service	5A-16
Figure 5B-1.	View of the Manhattan CBD Looking North to Midtown Manhattan from One World Trade Center.....	5B-4
Figure 5B-2.	Morning Congestion and Traffic in Midtown Manhattan Looking South on Third Avenue (Summer 2022)	5B-6
Figure 5B-3.	60th Street Manhattan CBD Boundary Study Area (Manhattan from 55th Street to 65th Street)	5B-8
Figure 5C-1.	Metropolitan Planning Organizations in the Regional Study Area	5C-4
Figure 6-1.	Employment Density in the Regional Study Area	6-6
Figure 6-2.	Regional Study Area Employed Labor Force by North American Industry Classification System Industry Category	6-7
Figure 6-3.	Regional Study Area Jobs by North American Industry Classification System Industry Category	6-9
Figure 6-4.	Number of Manhattan Workers in Manhattan CBD Areas and Proximity to Subway Stops and Select Bus Service Routes	6-22
Figure 6-5.	Number of Commuters Who Drive to Locations in the Manhattan CBD	6-24
Figure 6-6.	Percentage of Commuters Who Drive to Locations in the Manhattan CBD	6-28
Figure 6-7.	Active Taxi and For-Hire Vehicles per Month (2015 through 2019)	6-34
Figure 6-8.	High-Volume For-Hire Vehicle and Yellow Cab Vehicle Miles Traveled (September 2019 through December 2021).....	6-37
Figure 6-9.	Land Use Near the 60th Street Manhattan CBD Boundary	6-76
Figure 6-10.	Off-Street Parking Facilities between 60th and 65th Streets North of the 60th Street Manhattan CBD Boundary.....	6-77

Contents

Figure 6-11. Off-Street Parking Facilities between 60th and 55th Streets South of the 60th Street Manhattan CBD Boundary..... 6-78

Figure 7-1a. Parks and Recreational Resources: Local Study Area for CBD Tolling Program Infrastructure 7-8

Figure 7-1b. Parks and Recreational Resources: Ed Koch Queensboro Bridge and Queens-Midtown Tunnel 7-9

Figure 7-1c. Parks and Recreational Resources: Williamsburg Bridge and Manhattan Bridge..... 7-10

Figure 7-1d. Parks and Recreational Resources: Brooklyn Bridge and Holland Tunnel..... 7-11

Figure 7-1e. Parks and Recreational Resources: Battery Park Underpass and Hugh L. Carey Tunnel..... 7-12

Figure 7-1f. Parks and Recreational Resources: Lincoln Tunnel 7-13

Figure 7-1g. Parks and Recreational Resources: 60th Street..... 7-14

Figure 7-1a. Parks and Recreational Resources: Local Study Area for CBD Tolling Program Infrastructure 7-8

Figure 7-2. Central Park Map..... 7-16

Figure 7-3a. Key to Central Park Photographs (Figures 7-3**[b]**through 7-6) 7-20

Figure 7-3b. Photographs: Central Park East Drive near Grand Army Plaza..... 7-21

Figure 7-3c. Photographs: Central Park Center Drive near Sixth Avenue 7-22

Figure 7-3d. Photographs: Central Park West Drive near Seventh Avenue..... 7-23

Figure 7-4**[a]**. Comparison of No Action Alternative versus CBD Tolling Alternative, Central Park Center Drive near Sixth Avenue 7-24

Figure 7-4**[b]**. Comparison of No Action Alternative versus CBD Tolling Alternative, Central Park East Drive near Grand Army Plaza 7-25

Figure 7-4**[c]**. Comparison of No Action Alternative versus CBD Tolling Alternative, Central Park West Drive near Seventh Avenue 7-26

Figure 7-5. Comparison Views of No Action Alternative versus CBD Tolling Alternative, Fifth Avenue at East 60th Street..... 7-27

Figure 7-6. Comparison Views of No Action Alternative versus CBD Tolling Alternative, Central Park West at West 60th Street..... 7-28

Figure 7-7. Comparison Views of No Action Alternative **[Versus]** CBD Tolling Alternative: High Line at Tenth Avenue and West 30th Street..... 7-30

Figure 8-1. Overview of Area of Potential Effects 8-4

Figure 10-1. FHWA Projected National MSAT Emission Trends (2010 to 2050) using EPA’s MOVES2014a Model for Vehicles Operating on Roadways 10-6

Figure 10-2. U.S. Environmental Protection Agency Ambient Air Quality Monitoring Locations 10-19

Figure 10-3. PM_{2.5} Trends in the Study Area (2009 to 2019) 10-20

Figure 10-4. Changes in Volatile Organic Compounds, Tolling Scenario A (Analysis Year 2023) 10-25

Figure 10-5. Changes in Nitrogen Oxides, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023)..... 10-26

Figure 10-6. Changes in Carbon Monoxide, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023)..... 10-27

Figure 10-7. Changes in Particulate Matter 10 (PM₁₀), CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023) 10-28

Figure 10-8. Changes in Particulate Matter 2.5 (PM_{2.5}), CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023) 10-29

Figure 10-9. Changes in Volatile Organic Compounds, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045) 10-30

Figure 10-10.	Changes in Nitrogen Oxides, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045).....	10-31
Figure 10-11.	Changes in Carbon Monoxide, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045).....	10-32
Figure 10-12.	Changes in Particulate Matter 10 (PM ₁₀), CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045)	10-33
Figure 10-13.	Changes in Particulate Matter 2.5 (PM _{2.5}), CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045)	10-34
Figure 10-14.	Changes in Total Mobile Source Air Toxics: CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2023)	10-39
Figure 10-15.	Changes in Total Mobile Source Air Toxics, CBD Tolling Alternative (Tolling Scenario A, Analysis Year 2045)	10-40
Figure 10-16.	Vehicle-Miles Traveled Increase (Tolling Scenario A) and Environmental Justice Census Tracts.....	10-41
Figure 12-1.	Traffic Noise Comparison in Passenger Car Equivalent (PCEs)	12-5
Figure 13-1.	National Wetlands Inventory and NYSDEC Mapped Wetlands and Existing Parkland.....	13-2
Figure 13-2.	Federal Emergency Management Agency 2015 Preliminary Flood Insurance Rate Map.....	13-4
Figure 13-3.	New York City Coastal Zone Boundary.....	13-5
Figure 17-1.	Environmental Justice Study Areas	17-7
Figure 17-2.	Environmental Justice Census Tracts in the Manhattan CBD.....	17-11
Figure 17-3.	Environmental Justice Census Tracts in the Local Study Area.....	17-12
Figure 17-4.	Environmental Justice Census Tracts in the Regional Study Area	17-13
Figure 17-5.	Origins of Minority Auto Commuters to the Manhattan CBD.....	17-20
Figure 17-6.	Local Traffic Analysis Intersections Relative to Environmental Justice Neighborhoods.....	17-27
Figure 17-7.	Predicted Changes in Vehicle-Miles Traveled in Tolling Scenario A Relative to Environmental Justice Neighborhoods	17-33
Figure 17-8.	Predicted Changes in Vehicle-Miles Traveled in Tolling Scenario D Relative to Environmental Justice Neighborhoods	17-34
Figure 17-9.	Predicted Changes in Vehicle-Miles Traveled in Tolling Scenario G Relative to Environmental Justice Neighborhoods	17-35
[Figure 17-10.	<i>Environmental Justice Designated Census Tracts with Pre-Existing Pollutant or Chronic Disease Burdens above the 80th or 66.66th National Percentile, Respectively]</i>	17-38
[Figure 17-11.	<i>Environmental Justice Census Tracts with Either Pre-Existing Pollutant Indicators At or Above the 80th Percentile or Pre-Existing Chronic-Disease Indicators At or Above the 66.66th Percentile That Could Experience Truck Traffic Increases or Decreases (Tolling Scenario E)]</i>	17-39
[Figure 17-12.	<i>Environmental Justice Census Tracts with High Pre-Existing Pollutant and Chronic Disease Burdens Where Truck Traffic Proximity Could Potentially Increase (Tolling Scenario E)]</i>	17-41
Figure 17[-13.]	Changes in Daily Taxi/FHV VMT in the Manhattan CBD, CBD Tolling Alternative Tolling Scenarios Compared to the No Action Alternative	17-55
Figure 17-[-14].	Income Distribution for Households in the Manhattan CBD.....	17-71
Figure 19-1.	Key Map of Section 4(f) Historic Sites	19-11
Figure 19-2.	Section 4(f) Historic Sites – Ed Koch Queensboro Bridge and Manhattan Bridge	19-12

Contents

Figure 19-3. Section 4(f) Historic Sites – Brooklyn Bridge and Holland Tunnel 19-13

Figure 19-4. Section 4(f) Historic Sites – Battery Park Underpass and Hugh L. Carey Tunnel 19-14

Figure 19-5. Section 4(f) Historic Sites – Lincoln Tunnel..... 19-15

Figure 19-6. Section 4(f) Historic Sites – 60th Street and Central Park 19-16

Figure 19-7. Section 4(f) Historic Sites – FDR Drive at East 25th Street and West Side
Highway/Route 9A at Gansevoort Street..... 19-17

Figure 19-8. Section 4(f) Parks 19-19

Figure 19-9. General Locations of Proposed Tolling Equipment and New Signs in Central Park 19-28

Appendices – Volume 1 and Volume 2

VOLUME 1

Appendix 2, Project Alternatives

- 2A, Previous Studies and Concepts Considered
- 2B, MTA Reform and Traffic Mobility Act
- 2C, Memorandum of Understanding between TBTA and NYCDOT
- 2D, CBD Tolling Program Signage
- 2E, Definition of Tolling Scenarios

Appendix 4, Transportation

- 4A, Regional Transportation Effects and Modeling:
 - 4A.1, Implementation of Tolls in the Best Practice Model
 - 4A.2, Travel Forecast Scenario Summaries and Detailed Tables
 - 4A.3, Representative Commuting Costs by Auto and Transit
- 4B, Highways and Local Intersections:
 - 4B.1, Transportation and Traffic Methodology for NEPA Evaluation
 - 4B.2, Traffic Flow Maps
 - 4B.3, Traffic LOS: Existing and No Action Alternative
 - 4B.4, Traffic LOS: CBD Tolling Alternative
 - 4B.5, Traffic LOS: CBD Tolling Alternative with Mitigation
 - 4B.6, Highway Capacity Software Files
 - 4B.7, Average Travel Times To The Manhattan CBD
 - 4B.8, Overview of Highways throughout the Study Area
 - 4B.9, Traffic Data Collection Program

VOLUME 2

- 4C, Supporting Documentation for Transit Analyses
 - 4C.1, Operator Service Maps
 - 4C.2, Details of Methodology and Assumptions
 - 4C.3, Existing Volumes Entering the Manhattan CBD By Sector (2019)
 - 4C.4, Screening Criteria
 - 4C.5, Detailed Analysis of Transit Operations
 - 4C.6, Adverse Effect Criteria
 - 4C.7, Level of Service Tables – New York City
 - 4C.8, Level of Service Tables – NJ TRANSIT and PATH Stations
 - 4C.9, Supplemental Analysis of Canal Street (A/C/E) Station
- 4D, Parking Data for Commuter Rail Stations
 - 4D.1, Parking Utilization at Commuter Rail Stations in the Regional Study Area
 - 4D.2, Parking Utilization at Commuter Rail Stations in the Regional Study Area including the East Side Access Project
- 4E, Supporting Documentation for Pedestrian Analyses
 - 4E.1, Methodologies and Adverse Effect Criteria
 - 4E.2, Pedestrian Analysis LOS Tables
 - 4E.3, Pedestrian Analysis Figures
 - 4E.4, Vehicular and Pedestrian Safety Evaluation
 - 4E.5, Pedestrian Analysis at Commuter Rail Stations in the Regional Study Area including the East Side Access Project

Contents

Appendix 5, Social Conditions

- 5A, Community Impact Assessment Summary Matrix
- 5B, Supplemental Demographic Information for the Regional Study Area and Manhattan CBD
- 5C, New York State Smart Growth Public Infrastructure Policy Act Consistency Assessment

Appendix 6, Economic Conditions

- 6A, Information on Industry Sectors of Regional Labor Force and Employment
- 6B, Existing Truck Toll Rates

Appendix 7, Parks and Recreational Resources: Documentation Related to Section 6(f) of the Land and Water Conservation Fund Act

Appendix 8, Historic and Cultural Resources: Section 106 Finding Documentation

Appendix 9, Visual Resources

Appendix 10, Air Quality

- 10A, MOVES Modeling Files (Electronic)
- 10B, Project-Level Hot-Spot Screening Procedure
- 10C, Highway Link PM Hot-Spot Detailed Assessment (Methodology, Interagency Consultation, & Results)
- 10D, Changes in Annual Average Daily Traffic (AADT)

Appendix 12, Noise

Appendix 13, Natural Resources

- 13A, Natural Resources Correspondence
- 13B, Coastal Zone Consistency Assessments

Appendix 17, Environmental Justice Communities

- 17A, Methodology
- 17B, Environmental Justice Profile of Study Areas: Maps
- 17C, Environmental Justice Profile of Study Areas: Tables
- [17D, Technical Memorandum: Considerations for Environmental Justice Communities with Existing Pollution or Health Burdens]*
- [17E, Approach to Mitigating the Effect of CBD Tolls on Low-Income Frequent Drivers]*

VOLUME 3

[Appendix 18 - Agency Coordination and Public Participation]

- 18A, Responses to Frequently Received Comments*
- 18B, Index of All Submissions*
- 18C, Comments and Responses (see Volume 4 on request)*
- 18D, Form Letter Submissions*

Appendix 19, Section 4(f) Correspondence

VOLUME 4

- [18C, Comments and Responses]*

Abbreviations, Acronyms, and Initialisms

AADT	Annual Average Daily Traffic
AASHTO	Association of State Highway and Transportation Officials
ACM	Asbestos-Containing Materials
ACS	American Community Survey
ADA	Americans with Disabilities Act
APE	Area of Potential Effects
ATR	Automatic Traffic Recorder
AVE	Area of Visual Effect
BD	Central Business District
BPM	Best Practice Model
BQE	Brooklyn-Queens Expressway
Btu	British thermal units
CAA	Clean Air Act
CBD	Central Business District
CEQR	City Environmental Quality Review
CFR	Code of Federal Regulations
CH ₄	Methane
CHASP	Construction Health and Safety Plan
CO	Carbon Monoxide
CO ₂	Carbon Dioxide
CO ₂ e	CO ₂ Equivalents
CRIS	Cultural Resource Information System
CTPP	Census Transportation Planning Package
dB(A)	A-weighted decibels
EA	Environmental Assessment
ECL	Environmental Conservation Law
EFH	Essential Fish Habitat
EIS	Environmental Impact Statement
EJ	Environmental Justice
EPA	U.S. Environmental Protection Agency
ESA	Endangered Species Act
ESA	East Side Access
FCA	Fare Control Area
FDR Drive	Franklin D. Roosevelt Drive
FHV	For-Hire Vehicle
FHWA	Federal Highway Administration
fpm	feet per minute
GHG	Greenhouse Gas
GWBBS	George Washington Bridge Bus Station
GWP	Global Warming Potential
HCS	Highway Capacity Software
HEI	Health Effects Institute
HEET	High Entry/Exit Turnstyle
HOT	High-Occupancy Toll

Contents

HOV High-Occupancy Vehicle

JFK Airport John F. Kennedy Airport

LEP Limited English Proficiency

LIRR Long Island Rail Road

LN Late Night

LOS Level of Service

LPC New York City Landmarks Preservation Commission

LWCFA Land and Water Conservation Fund Act

MD Midday

Metro-North Metro-North Railroad

MOVES (USEPA) Motor Vehicle Emission Simulator

mph miles per hour

MPO Metropolitan Planning Organization

MSAT Mobile Source Air Toxics

MTA Metropolitan Transportation Authority

N₂O Nitrous Oxide

NAAQS National Ambient Air Quality Standards

NAICS North American Industry Classification System

NEPA National Environmental Policy Act

NHL National Historic Landmark

NHPA National Historic Preservation Act

NICE Nassau Inter-County Express

NJ TRANSIT New Jersey Transit Corporation

NJTPA North Jersey Transportation Planning Authority

NMFS National Marine Fisheries Service

NO₂ Nitrogen Dioxide

NPS National Park Service

NR National Register of Historic Places

NRHP National Register of Historic Places

NTP Non-Toll Pricing

NWI National Wetlands Inventory

NYC Parks New York City Department of Parks and Recreation

NYCCAS New York City Community Air Survey

NYCDCP New York City Department of City Planning

NYCDOE New York City Department of Education

NYCDOT New York City Department of Transportation

NYCHD New York City Historic District

NYCL New York City Landmark and New York City Scenic Landmark

NYCRR New York Codes, Rules, and Regulations

NYCT New York City Transit

NYMTC New York Metropolitan Transportation Council

NYPD New York City Police Department

NYSDEC New York State Department of Environmental Conservation

NYSDOP New York Statewide Digital Orthoimagery Program

NYSDOT New York State Department of Transportation

O₃ Ozone

OSHA Occupational Safety and Health Administration

PABT Port Authority Bus Terminal

PAH	Polycyclic Aromatic Hydrocarbon
PANYNJ	Port Authority of New York and New Jersey
PATH	Port Authority Trans-Hudson
Pb	Lead
pc/mi/ln	passenger cars per mile per lane (density)
PCB	Polychlorinated Biphenyl
PCE	Passenger Car Equivalent
PFAC	Program, Finance and Administration Committee
PM _{2.5} and PM ₁₀	Particulate Matter (2.5 microns and 10 microns)
ppb	parts per billion
ppm	parts per million
RFK Bridge	Robert F. Kennedy Bridge
SBS	Select Bus Service
SEQRA	State Environmental Quality Review Act
SFP	Square Feet per Pedestrian
SHPO	State Historic Preservation Office
SIE	Staten Island Expressway
SIP	State Implementation Plan
SO ₂	Sulfur Dioxide
SOC	Standard Occupational Classification
TAZ	Traffic Analysis Zones
TBTA	Triborough Bridge and Tunnel Authority
TDM	Transportation Demand Management
TEM	The Environmental Manual
TIP	Transportation Improvement Program
Title VI	Title VI of the Civil Rights Act of 1964
TLC	New York City Taxi and Limousine Commission
UPARRA	Urban Park and Recreation Recovery Act
USACE	U.S. Army Corps of Engineers
USC	United States Code
USDOT	U.S. Department of Transportation
USEPA	U.S. Environmental Protection Agency
USFWS	U.S. Fish and Wildlife Service
v/c ratio	volume-to-capacity ratio
VCE	Vertical Circulation Element
VIA	Visual Impact Assessment
VMT	Vehicle-Miles Traveled
VPPP	Value Pricing Pilot Program
XBL	Exclusive Bus Lane
µg/m ³	micrograms per cubic meter of air