



Overview of the Central Business District Tolling Program

For the Traffic Mobility Review Board



July 19, 2023

Congestion is choking the region



New York is the most congested city in the U.S.

Since 2010, average travel speeds in Manhattan have decreased 17%, from 9.2 mph to just 7.6 mph.

Traffic is bad for public health

Air pollution is high in the CBD. Congestion slows down ambulances, fire trucks and police. Streets with more traffic are less safe.

Traffic is bad for the economy

Across the New York region, excess congestion costs businesses, commuters and residents \$20 billion a year.

The best way to manage traffic is through pricing

London (2003)	\$19.25 daily	<ul style="list-style-type: none">• Congestion in the zone reduced by 30%• Traffic entering during charging hours reduced by 18% and traffic circulating within the zone reduced by 15%
Stockholm (2007)	\$4.15 max per trip, \$12.50 daily max	<ul style="list-style-type: none">• Traffic reduced by 22%• Traffic volumes also declined at locations far from the toll cordon• Reduction in travel times by as much as half
Singapore (1975)	\$3.70 max per detection	<ul style="list-style-type: none">• Weekday traffic entering the zone dropped by 24%• Average speeds increased by 6mph
Milan (2008)	\$5.55 daily	<ul style="list-style-type: none">• 31% reduction in vehicles entering main zone• 3% increase in speed overall and 10% increase during morning commute

A NYS law passed in 2019 mandates that MTA Bridges and Tunnels establish a congestion pricing program

Benefits

- Reduce congestion in the Manhattan Central Business District
- Improve regional air quality
- Generate sufficient net revenues to fund \$15 billion for MTA capital projects

New York Vehicle and Traffic Law

Section 1704 - Establishment of central business district tolling program

(1) The Triborough bridge and tunnel authority shall establish the central business district tolling program

(3)(b) The Triborough bridge and tunnel authority shall . . . plan, design, install, construct, and maintain a central business district toll collection system and implement and operate the same to collect the central business district toll.

What is New York's congestion pricing program?

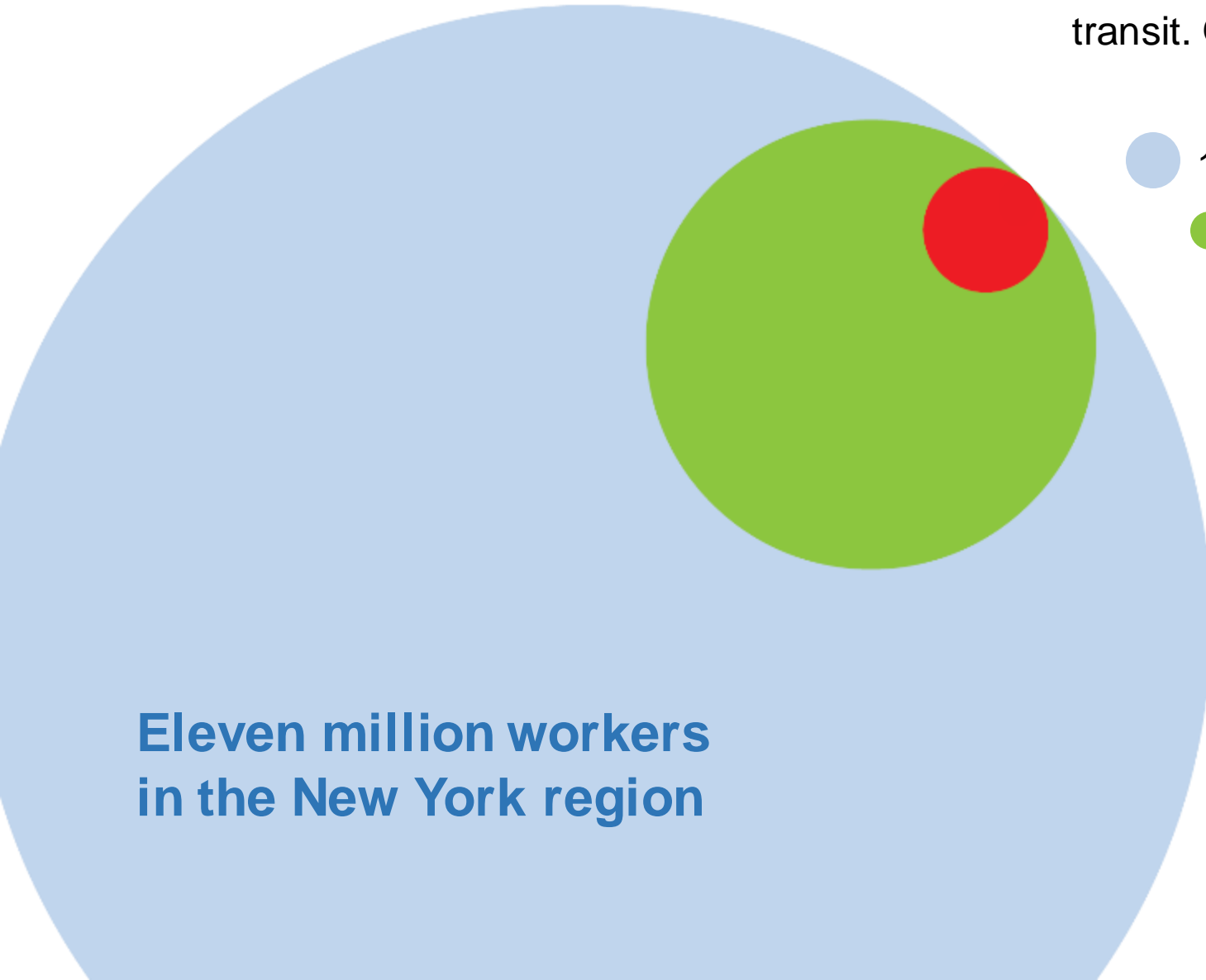
Vehicles entering or remaining in the Central Business District will be subject to a toll.

The CBD is defined as Manhattan south of and inclusive of 60 St, excluding through-traffic on the FDR Drive, the West Side Highway, the Battery Park Underpass, and roadway portions of the Hugh Carey Tunnel connecting to West Street.

A specific tolling structure will be recommended by the Traffic Mobility Review Board for consideration by the MTA B&T Board, which is coterminous with the MTA Board.



The vast majority of those who work in the CBD take transit. Only 11% drive.



- 11 million people work in the 28-county NY region
- 1.5 million work in the Manhattan CBD
- 143,000 drive into the CBD for work

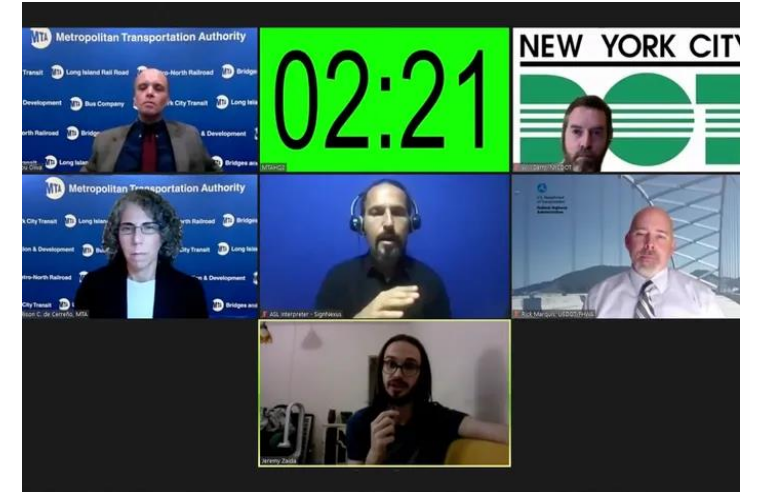
**Eleven million workers
in the New York region**

**1.3 million take transit
into the CBD for work**

The project has gone through a comprehensive Environmental Assessment process



- 4,800 pages of analysis on a broad range of topics
- 19 early outreach sessions + 6 public hearings; 950 speakers
- 10 meetings of the Environmental Justice Technical Advisory Group and the Environmental Justice Stakeholder Working Group



In total, Project Partners received more than 22,000 individual comments and more than 55,000 form letter submissions

The project commits more than \$200 million to mitigate potential effects

- Provide a tax credit to lower-income residents of the CBD
- Provide a discount to frequent low-income drivers
- Discount the overnight toll by at least 50%
- Accelerate the replacement of old diesel trucks to lower-emission vehicles
- Expand the Off-Hours Delivery Program
- Replace highly polluting refrigeration units at Hunts Point Market with new clean units
- Expand electric truck charging infrastructure
- Renovate parks and plant pollution-capturing vegetation in EJ communities
- Install air filtration units in schools near highways in EJ communities
- Establish a new asthma center in the Bronx



In June 2023, the federal government found that the program, with its proposed mitigation, is expected to reduce congestion, improve regional air quality, and provide financial support to New York's transit system – without significant impacts on the environment.

Congestion pricing benefits

- fewer vehicles
- less congestion
- faster emergency response times
- faster bus & paratransit trips



Flickr/NYCDOT



FDNY



Flickr/NYCDOT



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Congestion pricing benefits

cleaner air
less pollution
safer streets
better health outcomes



Congestion pricing benefits

new subway, bus and train cars
more elevators
more frequent and fast transit
transit network expansions



Congestion pricing benefits

- increased productivity
- lower costs for businesses
- better access to jobs, schools
- higher quality of life



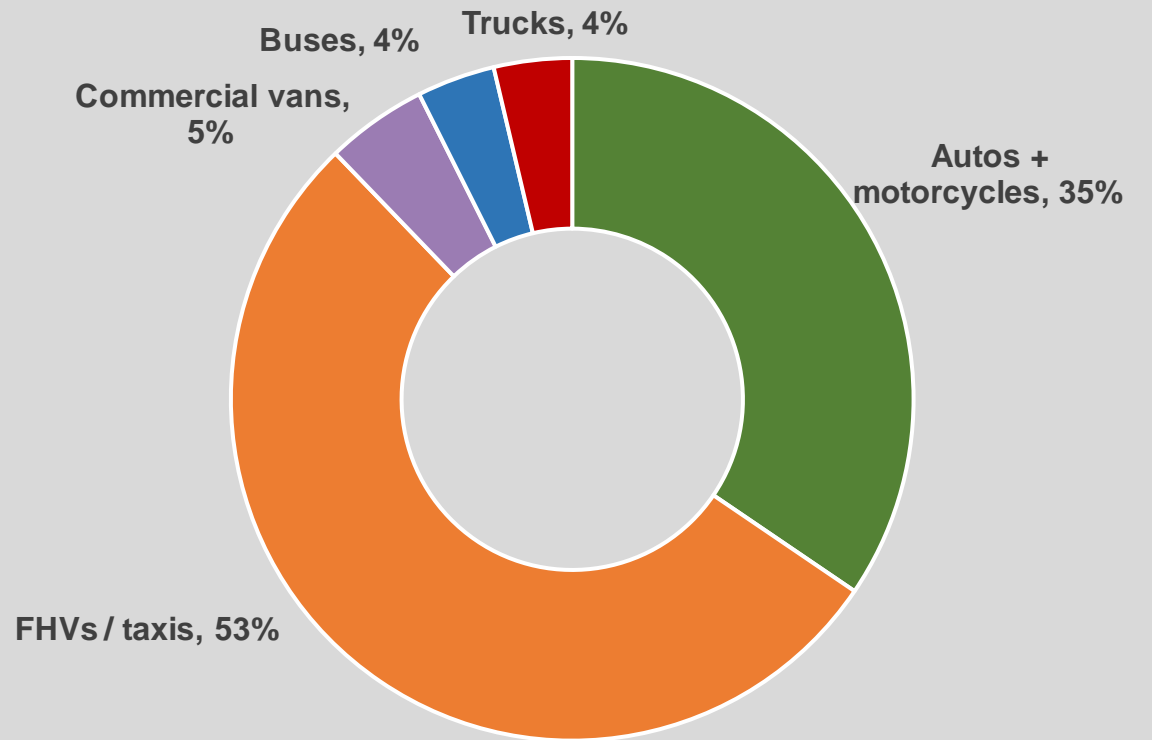


The role of the Traffic Mobility Review Board

The charge of the Traffic Mobility Review Board is to **develop a proposed tolling structure** that **reduces traffic congestion** in the Manhattan CBD and **generates sufficient revenue** to fund \$15 billion for MTA transit improvements, **within the parameters** set by the enabling legislation.

In 2018, 9 in 10 vehicles in the CBD were cars

FHVs and yellow taxis made up a significant share of traffic, although the taxi share has likely declined since the pandemic



(Source: NYCDOT Miovision vehicle classification data, 2018)

The TMRB can recommend different tolls for different types of vehicles and for different times of day

But the TMRB's proposed toll structure must:

- Exempt both qualifying authorized emergency vehicles and qualifying vehicles transporting people with disabilities
- Vary tolls, and price the overnight toll at or below 50% of the standard toll, from at least 12am to 4am
- Not charge more than one toll per day for passenger vehicles, NYC taxis or FHV's
- Provide a 25% discount to qualifying frequent, low-income drivers after the first 10 trips per month

The TMRB also has the ability to recommend a tolling structure for taxis and FHV's.

Qualifying authorized emergency vehicles

13 categories as defined in NYS Vehicle and Traffic Law: ambulance, blood delivery, civil defense emergency, correction, environmental emergency response, fire, hazardous materials emergency, police, sanitation patrol, ordnance disposal vehicle of the armed forces, county emergency medical services, emergency ambulance service, human organ delivery

Qualifying vehicles transporting a person with disabilities

1. MTA Access-A-Ride (AAR) fleet vans and other vehicles that provide AAR services
2. Vehicles owned by organizations that transport people with disabilities. The organizations must sign up for an E-ZPass exemption plan
3. Vehicles with a disability license plate from any state

Seven key areas

1. **Discounts by time period**
2. **Discounts for those already paying a tunnel toll to enter the CBD**
3. **Rates for buses**
4. **Rates for trucks**
5. **Rates for government vehicles**
6. **A plan for taxis & FHVs**
7. **Other discounts/exemptions**

A delicate balancing exercise

- The toll must change driver behavior and reduce congestion in the CBD.
- The goal is to keep tolls low, but still in the range of the revenue target.
- Every discount and exemption requires higher toll rates overall.
- Higher toll rates encourage more people to avoid the CBD and the CBD toll.
- The recommended tolling structure should be within the bounds of what was studied in the Environmental Assessment.

1. Discounts by time period

1. Discounts by time period

Recommendations needed

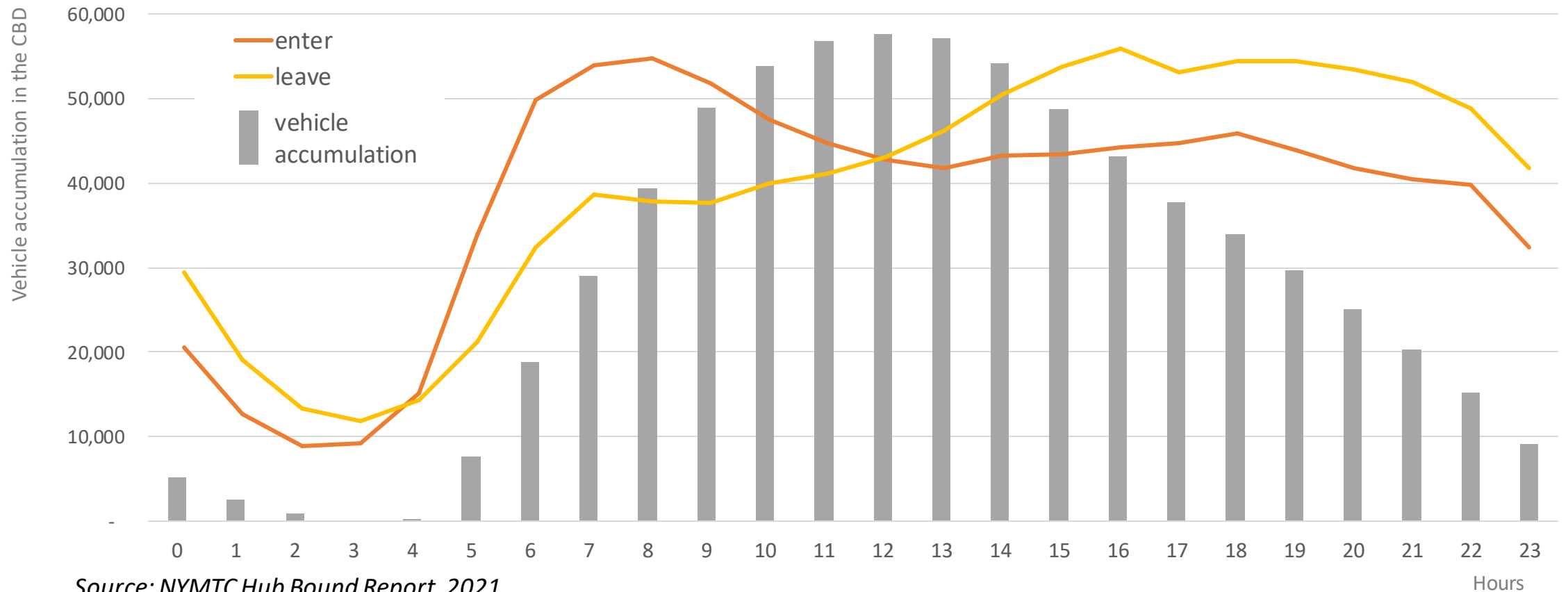
- What time of day should the Standard Rate apply? The Overnight Rate?
- Would a rate in between the Standard and Overnight Rate be beneficial?
- What should the discount be for each time period?

Relevant considerations

- Overnight discounts can help shift truck traffic away from daytime and from unnecessary diversions at night when congestion is low.
- Overnight discounts also recognize that some late-night or very early-morning travelers have fewer transit options.

1. Discounts by time period

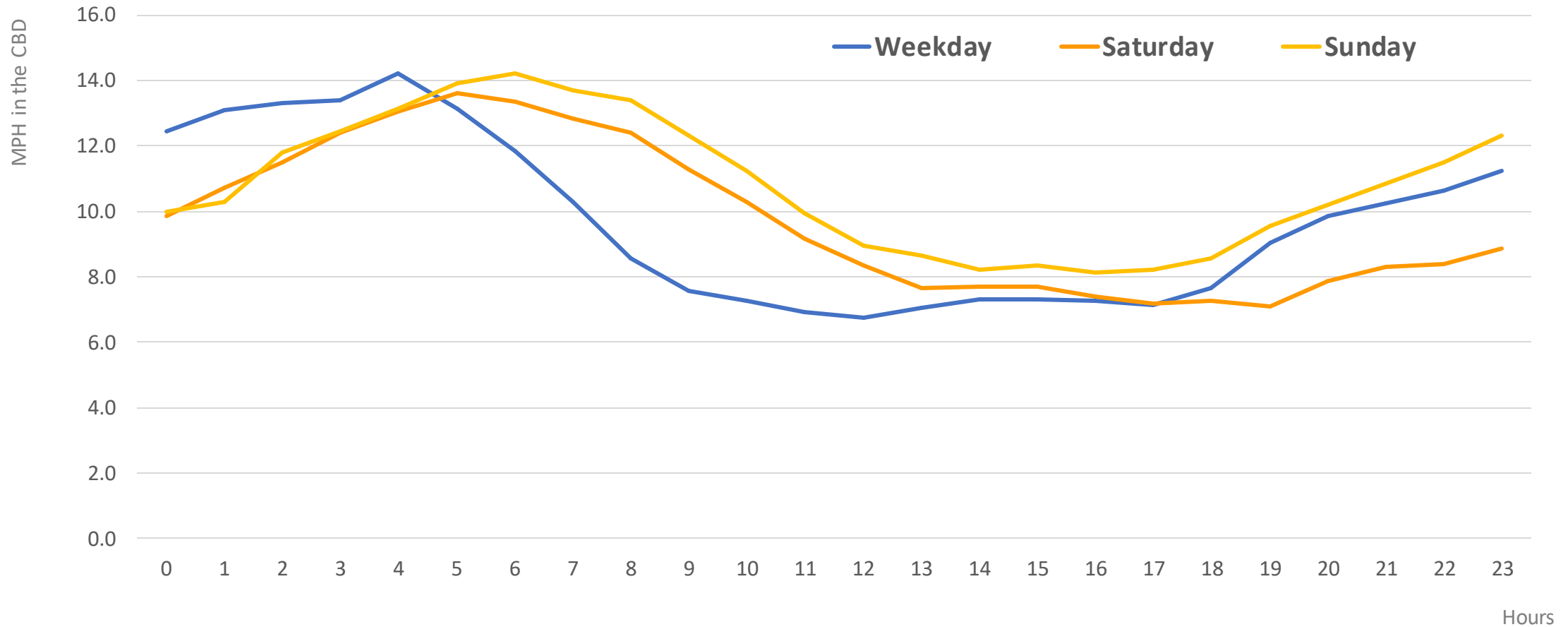
Most vehicles enter early in the morning, but traffic volumes continue to grow until mid-day. It takes until 9-10pm to get back down to pre-6am traffic volumes.



Source: NYMTC Hub Bound Report, 2021

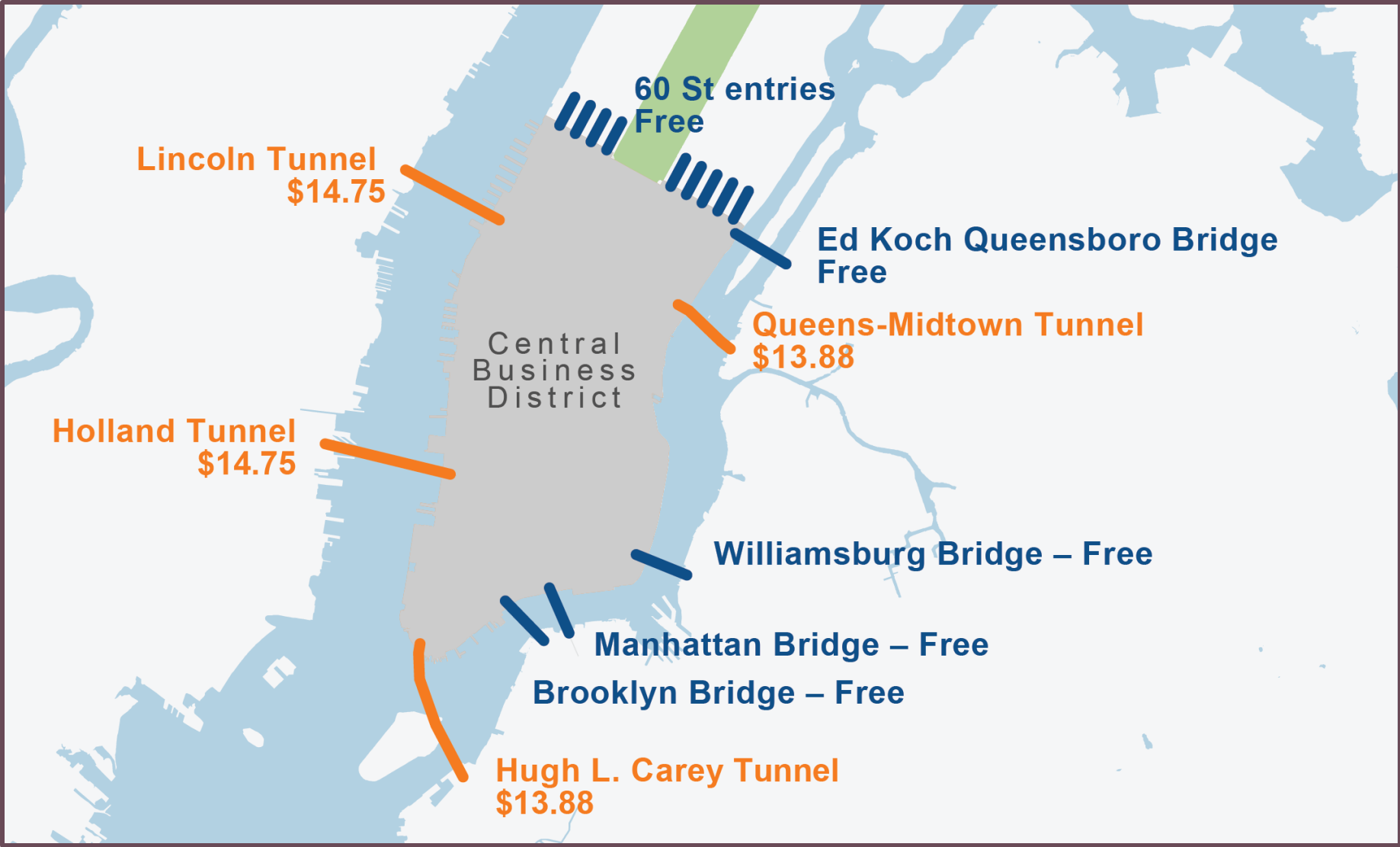
1. Discounts by time period

Weekend days are almost as congested as weekdays.



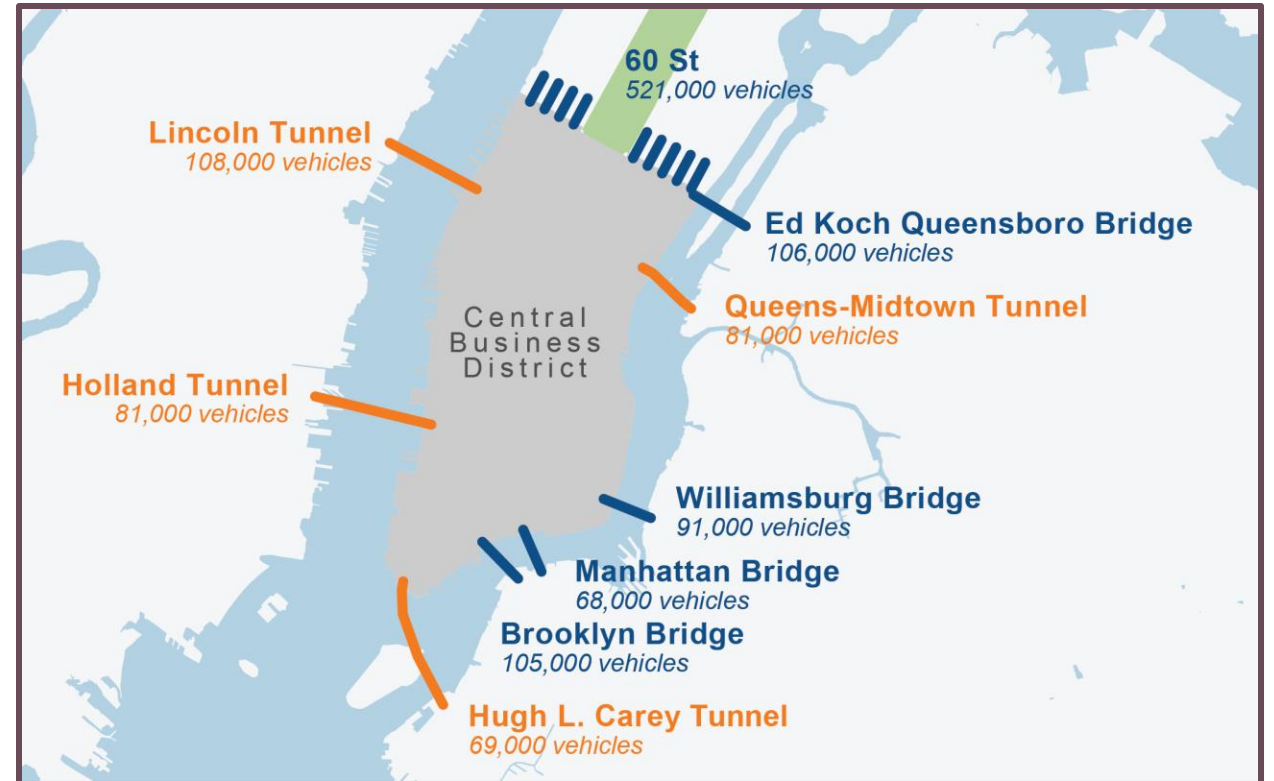
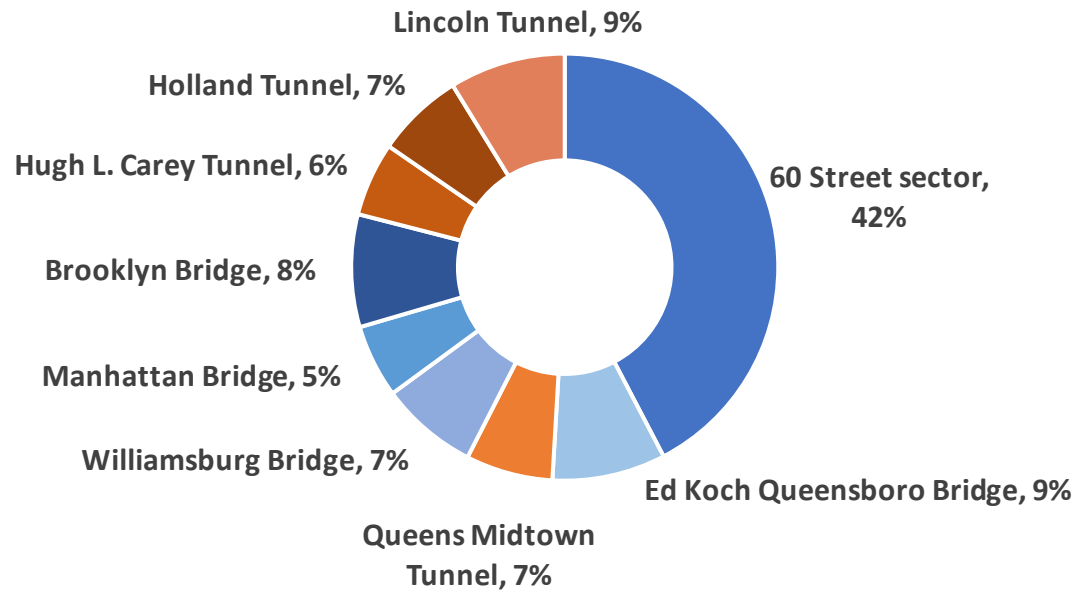
2. Discounts for those already paying a tunnel toll

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2. Discounts for those already paying a tunnel toll

4 in 10 vehicles entering and exiting the CBD come through 60 St



Source: Hub Bound 2021

2. Discounts for those already paying a tunnel toll

Recommendations needed

- Should drivers already paying to use tolled facilities to enter the CBD get a discount (a crossing credit) on the cost of the CBD toll?

Relevant considerations

- Crossing credits would help reduce toll shopping
- Crossing credits trigger higher overall toll rates
- Higher toll rates lead to more traffic diversions to avoid the CBD
- Crossing credits affect what share of the toll revenue is borne by NYS vs NJ vs CT drivers

2. Discounts for those already paying a tunnel toll

A discount on the CBD toll for those paying a tunnel toll changes the CBD base toll and the burden of who pays it

No discount

Base toll

Low

Trips vs toll revenue

	Trips	Revenue
NY	70%	72%
NJ	20%	18%
CT	3%	2%
Other	7%	8%

Large discount

Base toll

High

Trips vs toll revenue

	Trips	Revenue
NY	68%	78%
NJ	21%	11%
CT	3%	4%
Other	8%	7%

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3. Tolls rates for buses

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Types of buses



Public transit agencies
(e.g., MTA, NJ Transit, Bee Line)



Private buses under contract
to provide public transit services
(e.g., Academy, Rockland Coach)



School buses



Intercity and regional buses
(e.g., Greyhound, Hamptons Jitney)



Private use buses

3. Toll rates for buses

Recommendations needed

- Are there certain types of buses that should be exempt or discounted?
- Should other buses pay the auto rate or a higher rate?
- Should buses be charged once a day or every time they enter the zone?

Relevant considerations

- Public-transportation buses are a key part of the region's transit network

4. Toll rates for trucks

4. Toll rates for trucks

Types of trucks

Small trucks (non-articulated)



Flickr/Paul Sullivan

Large trucks (articulated)



© NYC DOT

4. Toll rates for trucks

Recommendations needed

- Should trucks pay a different rate than autos?
- Should large trucks pay more than small trucks?
- Should trucks be charged once a day or every time they enter the zone?

Relevant considerations

- Charging trucks higher tolls is standard practice across the tolling industry.
- The Environmental Assessment found that higher truck tolls increase diversions.
- Some truck trips can be shifted to the overnight.

5. Toll rates for government-owned vehicles

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Many government entities have large fleets in the NY area

Approximate number of vehicles

- City of New York ~19,000
- MTA ~4,200
- Port Authority of NY/NJ ~2,200
- Federal, State, other government ~2,700

5. Toll rates for government-owned vehicles

Types of government vehicles

Specialized vehicles designed to perform public works

(e.g., sanitation trucks, snowplows, salters, bucket trucks, roadway construction vehicles, subway station wash vehicles, street sweepers, prisoner transports)



Vehicles used to transport goods to support government functions

(e.g., standard vans, trucks, and other vehicles that are not specialized for a specific task)



Vehicles for personnel transport

(e.g., used for travel to work sites, offices, meetings)



5. Toll rates for government-owned vehicles

Recommendations needed

- Are there certain types of government vehicles that should be exempt from the toll, or receive some type of discount?

Relevant considerations

- Some government vehicles are specialized to deliver public services (e.g., sanitation trucks) while others are used for convenience (e.g., passenger vehicles used to reach a job site)

6. A plan for taxis and for-hire vehicles

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Types of taxi and for-hire vehicles

- Yellow taxis
- Green cabs
- Black cars, liveries & limousines
- App-based For-Hire Vehicles (FHVs), e.g., Uber and Lyft

6. A plan for taxis and for-hire vehicles

Recommendations needed

- A plan for taxis and FHVs

Relevant considerations

- The EA found that charging NYC taxi and FHV drivers more than once per day would have an adverse effect on the EJ subpopulation of drivers in the taxi and FHV industry.
- Scenarios that capped the toll at once per day resulted in increased taxi/FHV use.
- On average, a taxi makes nearly 12 trips a day to, from, or within the CBD; an FHV makes nearly six.
- Taxi and FHV passengers already pay surcharges to mitigate the impact on congestion.

7. Other discounts/exemptions

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Requests received during the EA process for discounts and exemptions

Individuals and Groups

1. Artists
2. Farmers
3. Members – International Union of Operating Engineers
4. Musicians
5. Parents
6. Persons attending religious services
7. Persons of color
8. Persons with disabilities (in addition to vehicles transporting them)
9. Senior citizens
10. Small business owners
11. Students – City University of New York
12. Students – receiving special education
13. Veterans

Government Agencies and Workers

14. Government vendors (e.g., Outfront, a contractor for MTA)
15. Federal law enforcement agencies
16. Civil servants
17. Workers – City
18. Workers – detectives
19. Workers – detectives, NYPD
20. Workers – FDNY/EMS
21. Workers – NYPD members
22. Workers – teachers, only New York City Department of Education (not Charter schools)
23. Retirees – NYPD
24. Retirees – NYPD detectives

Buses

25. All Buses
26. Buses – commuter
27. Buses – interstate
28. Buses – MTA
29. Buses – private carriers

30. Buses – private carriers providing transit/commuter service
31. Buses – school
32. Buses – transit

For-Hire Vehicles

33. Black cars
34. All FHVs
35. FHVs – licensed by the New York City TLC
36. FHVs – wheelchair-accessible (regardless of whether being used for disabilities)
37. All taxis
38. Taxis – licensed by the TLC
39. Taxis – wheelchair-accessible (regardless of whether being used for disabilities)
40. Taxis – yellow

Medical

41. Caretakers
42. First responders
43. Medical patients
44. Non-emergency medical transport
45. Workers – doctors
46. Workers – health care
47. Workers – hospital
48. Workers – nurses
49. Workers – pharmacists

Income-Related

50. Low-income drivers
51. Low-income immigrants
52. Working-class families
53. Working-class immigrants
54. Low-income residents
55. Persons on fixed incomes
56. Persons with major financial constraints

57. Residents – Manhattan CBD, with household incomes at or below 120 percent of Area Median Income (\$147,500)
58. Residents – Manhattan CBD, with household incomes at or below the Area Median Income (\$67,046)
59. Residents – Manhattan CBD, with household incomes less than \$150,000
60. Residents – Manhattan CBD, with individual income less than \$100,300
61. Residents – New York State, with incomes less than \$60,000

Residents

62. Residents – Brooklyn
63. Residents – Manhattan CBD
64. Residents – Manhattan CBD, but make it temporary and phase it out
65. Residents – Manhattan CBD, who garage their vehicles
66. Residents – Long Island, battling cancer, 9/11-related illness, and other serious diseases
67. Residents – Manhattan
68. Residents – Manhattan Community District 3
69. Residents – New York City
70. Residents – New York State
71. Residents – Orange County
72. Residents – Rockland County
73. Residents – Staten Island
74. Residents – Waterside Plaza
75. Reverse commuters living in the Manhattan CBD

Vehicle-Use or Type

76. Carpoolers
77. Vehicles – agricultural transporting farm products
78. Vehicles – American Red Cross, dispatched from within the Manhattan CBD
79. Vehicles – Con Edison
80. Vehicles – construction
81. Vehicles – delivery
82. Vehicles – diplomatic license plates
83. Vehicles – electric
84. Vehicles – emergency
85. Vehicles – emergency roadside
86. Vehicles – food delivery
87. Vehicles – food delivery, fruits and vegetables to Manhattan Community District 3
88. Vehicles – food delivery to the homebound (Coalition for the Homeless, Encore, God's Love We Deliver)
89. Vehicles – fuel delivery
90. Vehicles – hearses
91. Vehicles – high-occupancy
92. Vehicles – mopeds and scooters
93. Vehicles – motorcycles
94. Vehicles – noncommercial
95. Vehicles – nonprofits
96. Vehicles – passenger cars
97. Vehicles – providing social services
98. Vehicles – required for heavy work equipment
99. Vehicles – student transport for Fordham University
100. Vehicles – tow trucks
101. Vehicles – transporting medications to pharmacies in Manhattan Community District 3
102. Vehicles – trucks

103. Vehicles – using parking garages in the Manhattan CBD (daily or monthly)
104. Vehicles – whose manufacturers participate in the “circular economy”
105. Community service providers that provide service in Manhattan Community District 3

Drivers

106. Auto commuters from New Jersey
107. Auto commuters from Orange County (NY)
108. Auto commuters from Rockland County (NY)
109. Auto commuters from Staten Island
110. Drivers – infrequent
111. Drivers – New York State-registered plates with a Manhattan CBD zip code
112. Drivers – New York State-registered plates in Manhattan
113. Drivers – New York State-registered plates in New York City
114. Drivers – Staten Island

Workers

115. Workers – construction
116. Workers – essential
117. Workers – judges
118. Workers – overnight
119. Workers – service delivery
120. Workers – teachers
121. Workers – trades (e.g., electricians, plumbers, HVAC technicians)
122. Workers – waste and recycling industry

7. Other discounts/exemptions

Requests received during the EA process for no discounts and exemptions

Broadly

1. Any beyond what is in the legislation
2. Any based on arbitrary classifications
3. Any based on employment type
4. Any but emergency response, Access-A-Ride, and MTA buses
5. Any but vehicles with handicap permits
6. Any but disabled drivers
7. Any but yellow medallion taxis and FHV's
8. Any within the first two years of the program

Businesses

9. Large delivery companies (FedEx, Amazon)
10. Transportation Network Companies (TNCs)
11. Uber/Lyft/Via and other commercial limousine services and ridesharing companies

Drivers

12. Entering New York City through a tolled bridge or tunnel
13. From New Jersey
14. Residents
15. Low-income
16. Manhattan CBD residents
17. New Jersey residents
18. New York City residents
19. Out-of-state residents
20. Various racial and ethnic groups

Vehicles

21. Bicycles
22. Buses – sightseeing
23. Car services and FHV's (Uber, Lyft, ride-sharing app services)
24. City vehicles
25. City department/agency vehicles
26. Delivery (FedEx, Amazon)
27. Motorcycles
28. MTA vehicles
29. Personal vehicles
30. Personal vehicles – belonging to cops
31. Personal vehicles – belonging to firefighters
32. Personal vehicles – belonging to City and MTA administrators
33. Private
34. Private – driven by City employees, FDNY, NYPD, or other City Agencies
35. Personal vehicles
36. Scooters
37. Trucks
38. Taxis
39. Vehicles – electric or hybrid
40. Vehicles – out-of-state plates

Workers

41. All workers
42. City of New York employees
43. Charter school employees
44. DSNY (Department of Sanitation of New York) employees
45. FDNY employees
46. Federal employees
47. Government employees
48. MTA employees
49. NYPD officers
50. NYPD officers living outside of New York City
51. People with parking placards
52. Police
53. Public-sector employees
54. State employees
55. Teachers

Questions?