

CENTRAL BUSINESS DISTRICT (CBD) TOLLING PROGRAM

Environmental Assessment

August 2022

Federal Lead Agency



U.S. Department
of Transportation

**Federal Highway
Administration**

Project Sponsors



**Department of
Transportation**



**Environmental Assessment
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 Environmental Assessment (EA) and potential Section 4(f) *de minimis* finding documents the social, economic, and 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 This EA was prepared consistent with the Council on Environmental Quality’s National Environmental Policy Act regulations, as codified in 40 Code of Federal Regulations (CFR) Parts 1500–1508 and 23 CFR 771.

The Manhattan CBD is the commercial center of a 28-county region that surrounds and includes New York City. The growth in New York City’s population and employment, particularly within the Manhattan CBD, has increased 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.

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.

This document is available for public review and comment. There will be six opportunities to participate in public hearings (described in Chapter 18, “Agency Coordination and Public Participation”). Comments will be received until the end of the comment period on September 9, 2022, after which time the FHWA will issue a statement of findings for the Project.



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Date

7/29/2022

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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Appendix 19, Section 4(f) Correspondence

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
NYCDCPNew 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
NYCLNew York City Landmark and New York City Scenic Landmark
NYCRR..... New York Codes, Rules, and Regulations
NYCTNew York City Transit
NYMTC..... New York Metropolitan Transportation Council
NYPD..... New York City Police Department
NYSDEC..... New York State Department of Environmental Conservation
NYSGOPNew 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