NATIONAL ACADEMIES Sciences Engineering Medicine

TRB TRANSPORTATION RESEARCH BOARD

TRB Webinar: New York City Congestion Pricing—Modeling a New Reality

June 9, 2026

12:00– 1:30 PM

PDH Certification Information

1.5 Professional Development Hours (PDH) – see follow-up email

You must attend the entire webinar.

Questions? Contact Andie Pitchford at TRBwebinar@nas.edu

The Transportation Research Board has met the standards and requirements of the Registered Continuing Education Program. Credit earned on completion of this program will be reported to RCEP at RCEP.net. A certificate of completion will be issued to each participant. As such, it does not include content that may be deemed or construed to be an approval or endorsement by the RCEP.

ENGINEERING
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REGISTERED CONTINUING EDUCATION PROGRAM

AICP Credit Information

1.5 American Institute of Certified Planners Certification Maintenance Credits

You must attend the entire webinar

Log into the American Planning Association website to claim your credits

Contact AICP, not TRB, with questions

Purpose Statement

This webinar will provide an overview of New York City's congestion pricing program, including how it was developed, modeled, and implemented. This webinar will highlight impacts on vehicle traffic in and around the congestion relief zone and how program revenues are supporting mass transit capital projects.

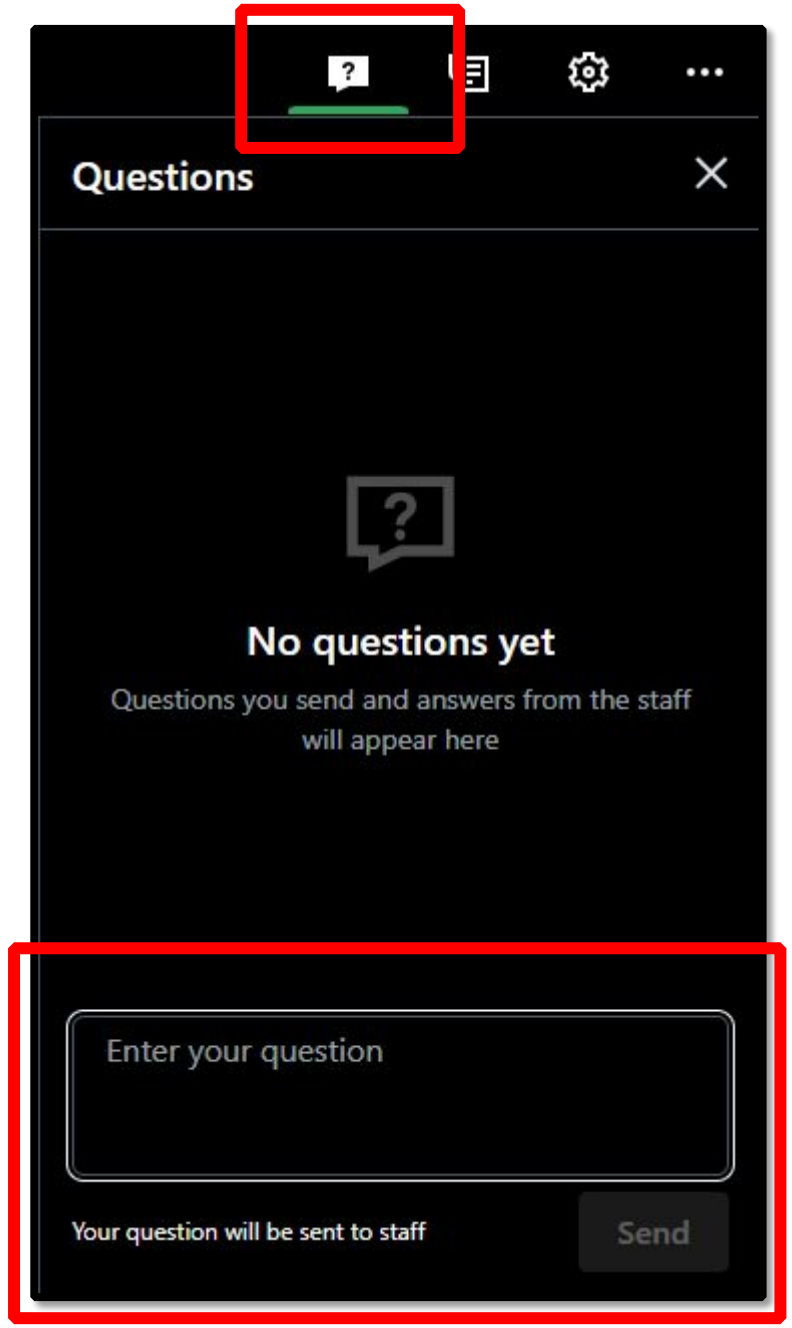
Learning Objectives

At the end of this webinar, you will be able to:

1. Identify key variables and data sources needed to develop and apply congestion pricing models
2. Analyze the structure, revenue mechanisms, and traffic impacts of the New York City congestion pricing program
3. Assess external factors that influenced the successful adoption and implementation of congestion pricing

Questions and Answers

- Please type your questions into your webinar control panel
- We will read your questions out loud, and answer as many as time allows



Today's Presenters

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PERMANENT CITIZENS ADVISORY COMMITTEE TO THE MTA

NATIONAL ACADEMIES *Sciences Engineering Medicine*

New York's Congestion Pricing Program: Impacts, and Lessons Learned

Adam Schmidt, Ph.D.
Citizens Budget Commission
June 9, 2026

www.cbcny.org

Agenda

- New York's Congestion Pricing Program
- Program Goals
- Data Sources and Descriptive Analysis
- Policy Considerations Going Forward

New York's Congestion Pricing Program

- Fee to enter Manhattan's Central Business District
- Fee varies by vehicle type, time of day, and entry type
- Supports $15B in capital projects for the Metropolitan Transportation Authority

Congestion Pricing Toll Rates

Vehicle Type	Peak	Off Peak
Cars	$9.00	$2.25
Single-Unit Trucks	$14.40	$3.60
Multi-Unit Trucks	$21.60	$5.40
Buses	$14.40	$5.40
Motorcycles	$4.50	$1.05
Taxis	$0.75	$0.75
Uber/Lyft	$1.50	$1.50

Rates are 50% higher for non-EZ Pass users.

- Peak period
  - Weekdays: 5AM-9PM
  - Weekends: 9AM-9PM
- Tolls charged:
  - Once per day for cars and motorcycles
  - Per trip for FHVs
  - Per entry for others

Congestion Pricing Authorized in 2019

- 2019 State Budget authorized the program
  - Mandated some exemptions
  - Mandated "crossing credits"
  - Mandated tolls support $15B of capital projects
  - Created "Traffic Mobility Review Board"
- Kicked off planning, environmental review, public engagement, approval processes, and lawsuits
- Pause and unpause in 2024

New York City's Congestion Pricing Program Has 3 Goals:

1. Support $15 billion of public transit capital projects
2. Reduce congestion
3. Reduce emissions

Data Sources and Descriptive Analysis

Data Available to Understand Impacts in NYC

Travel Behavior

- Vehicle Counts
  - Reductions*
  - CRZ Entries*
  - B&T Crossings*
- Speeds
  - TLC Data*
  - Bus timepoints
- Transit ridership
- Private data (Google, Waze, etc.)

Financial

- MTA Board materials*
- PANYNJ Board materials
- MTA Capital Dashboard
- MTA bond official statements

Othe

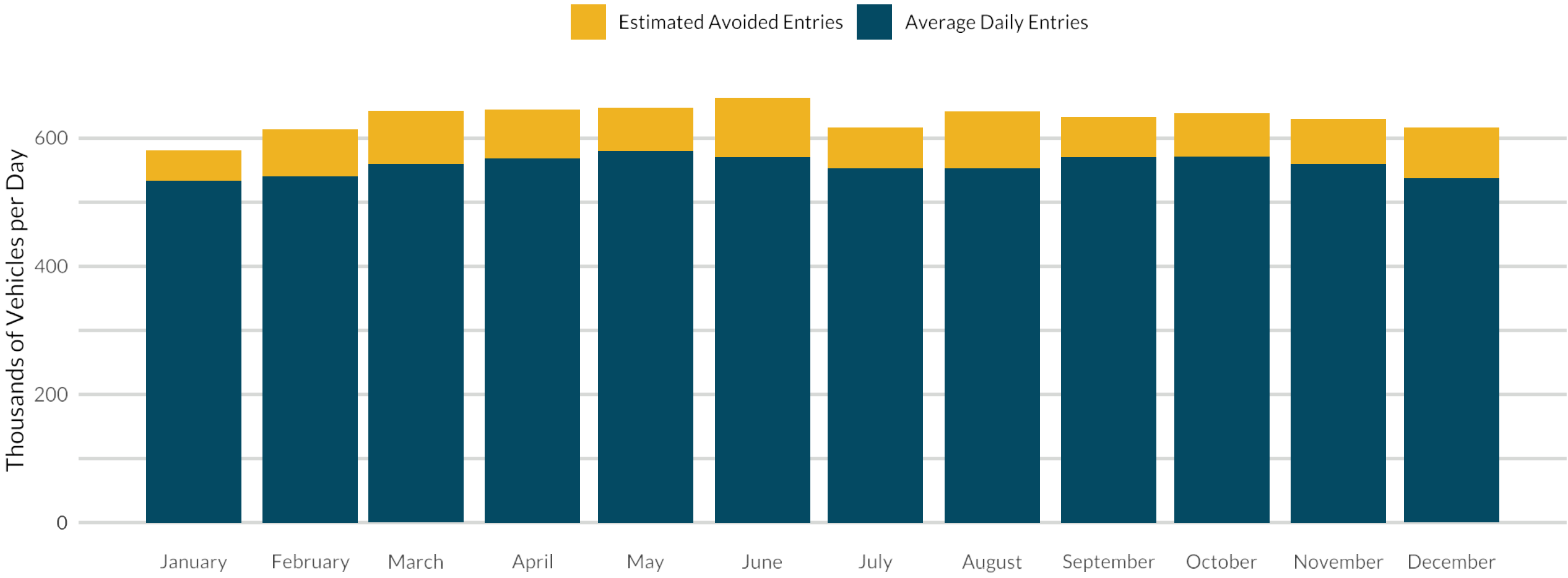
- NYC Community Air Survey
- NYC 311 data
- NYPD Vehicle Collision data
- Sales Tax data
- BID Foot Traffic
- Siena College Poll

**descriptive analyses for this presentation*

MTA Metrics: Reduction in Vehicle Entries

- Provided on MTA's metrics website
- Compares average daily entries to a historical baseline
  - Historical baseline uses October 2023 data with seasonal adjustment factors
  - Published for first year but no longer maintained

8–14% Fewer Vehicles Entering CBD per Day

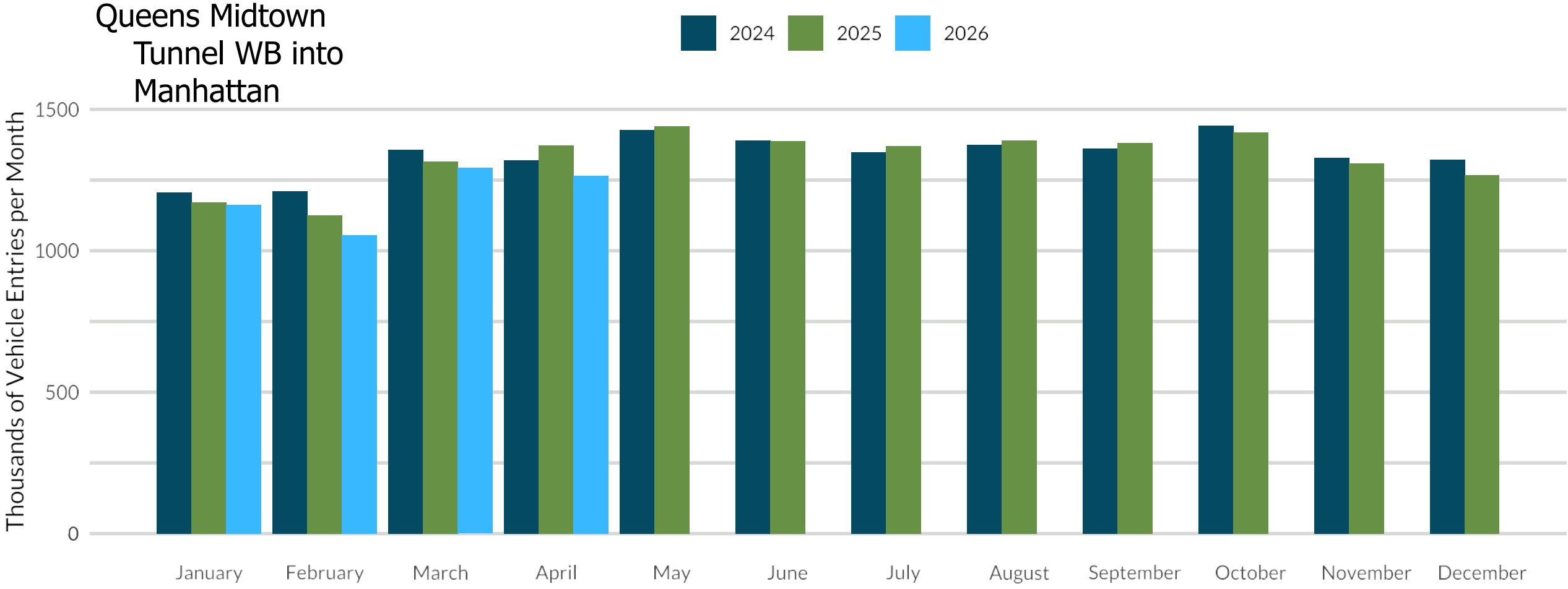


Source: Metropolitan Transportation Authority, *MTA Metrics: Reduction to Vehicle Entries to the CBD* (May 2026).

MTA Bridges and Tunnels Data

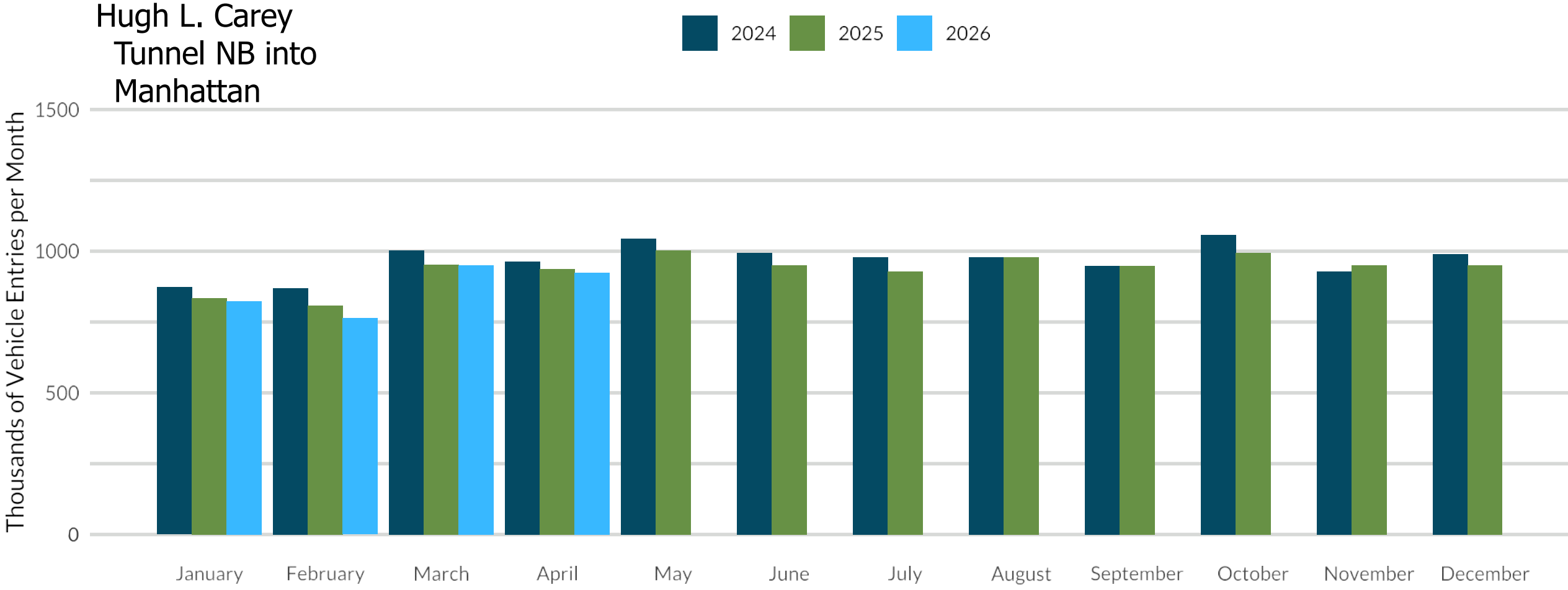
- Provided through MTA's Open Data Portal
- Provides vehicle entries into the zone by:
  - Hour
  - Entry point area
  - Vehicle class
- Available prior to program start
- Not all vehicles on bridges and tunnels enter the zone

Changes Mixed at Queens Midtown Tunnel



Source: Metropolitan Transportation Authority, *MTA Bridges and Tunnels Hourly Crossings: Beginning 2019* (May 2026).

Fewer Vehicles in Hugh L. Carey Tunnel

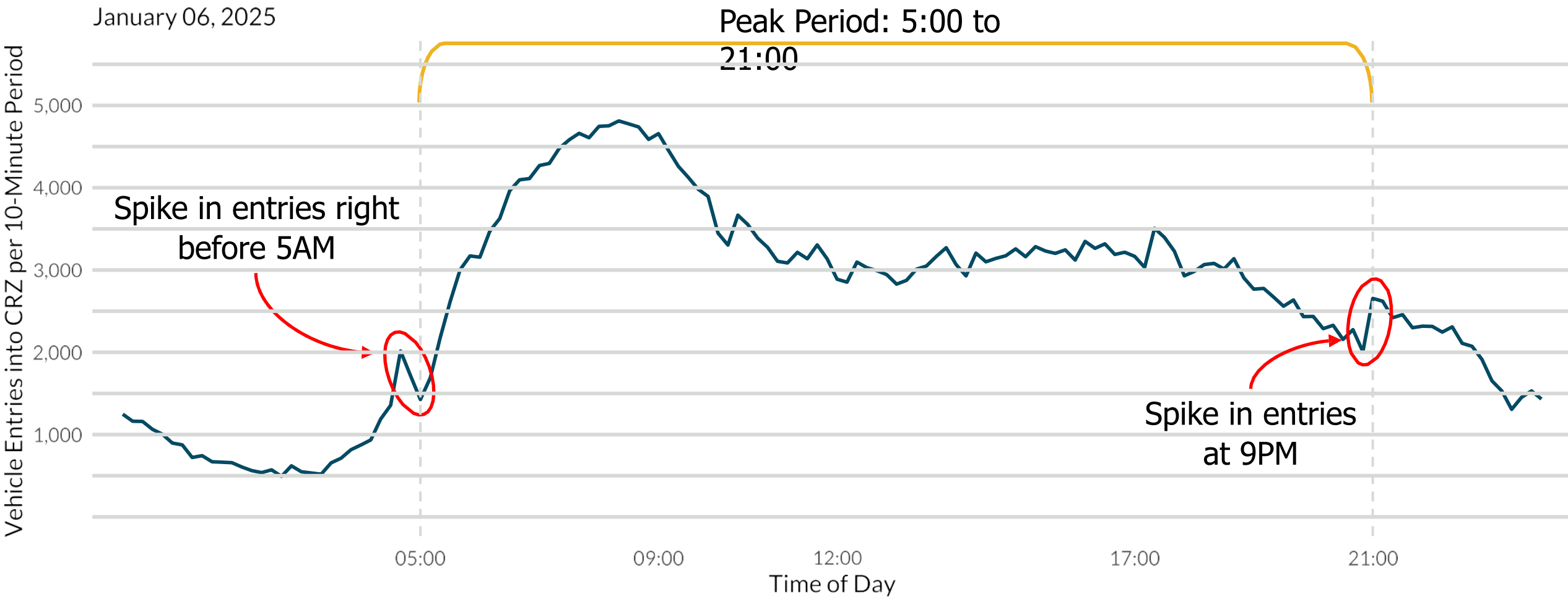


Source: Metropolitan Transportation Authority, *MTA Bridges and Tunnels Hourly Crossings: Beginning 2019* (May 2026).

Congestion Relief Zone Entry Dataset

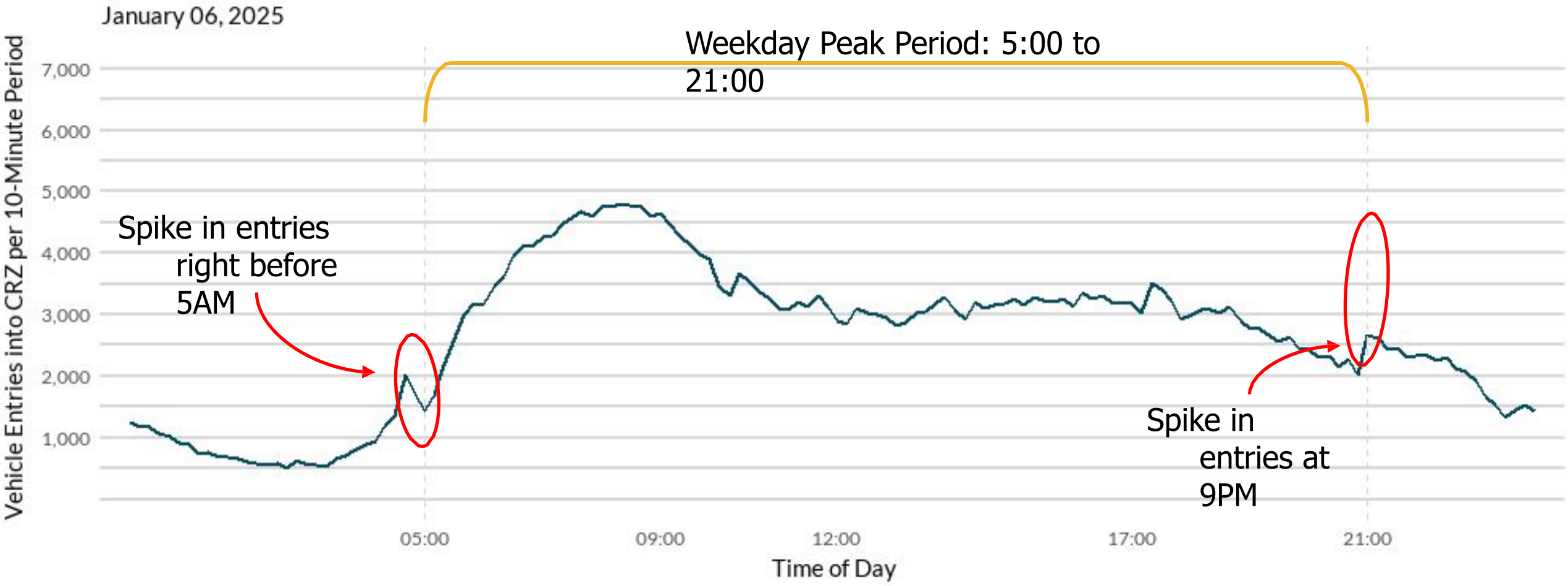
- Provided through MTA's Open Data Portal
- Provides vehicle entries into the zone by:
  - 10-minute period
  - Entry point area
  - Vehicle class
- Not available prior to program start
- Useful for understanding patterns by time of day and vehicle mix

Drivers Immediately Avoided Peak Pricing



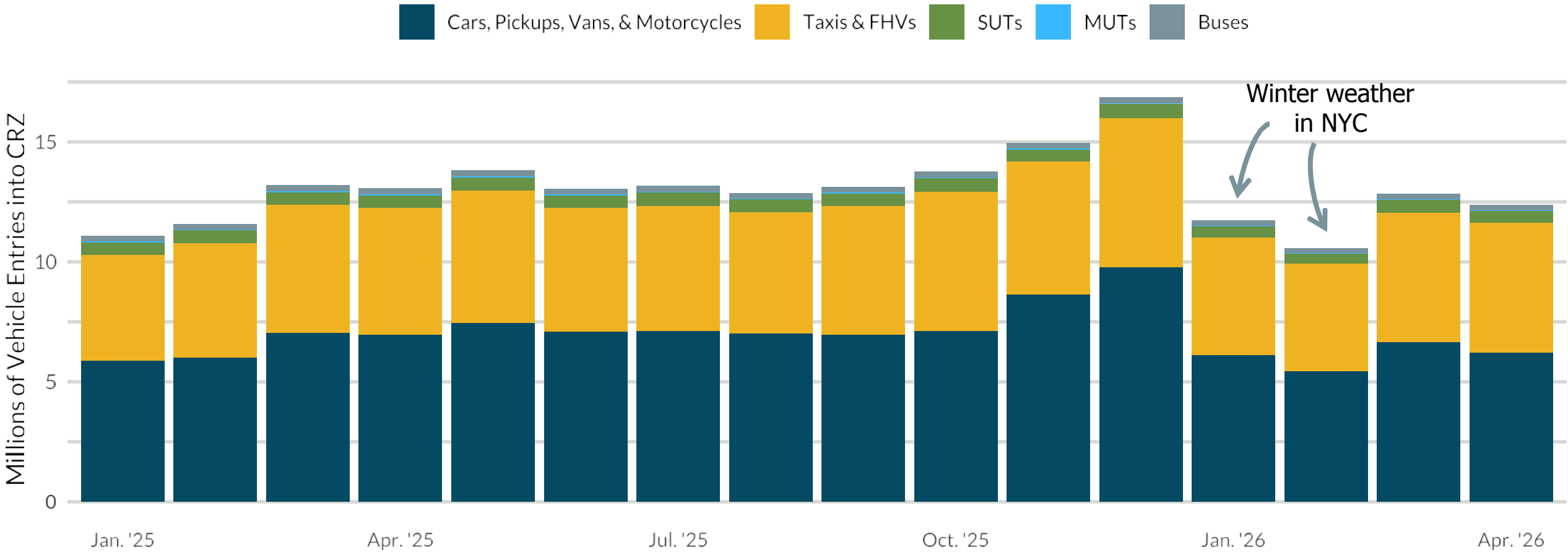
Source: Metropolitan Transportation Authority *MTA Congestion Relief Zone Vehicle Entries: Beginning 2025* (December 2025).

Avoidance of Peak Pricing Persists



Source: Metropolitan Transportation Authority *MTA Congestion Relief Zone Vehicle Entries: Beginning 2025* (May 2026).

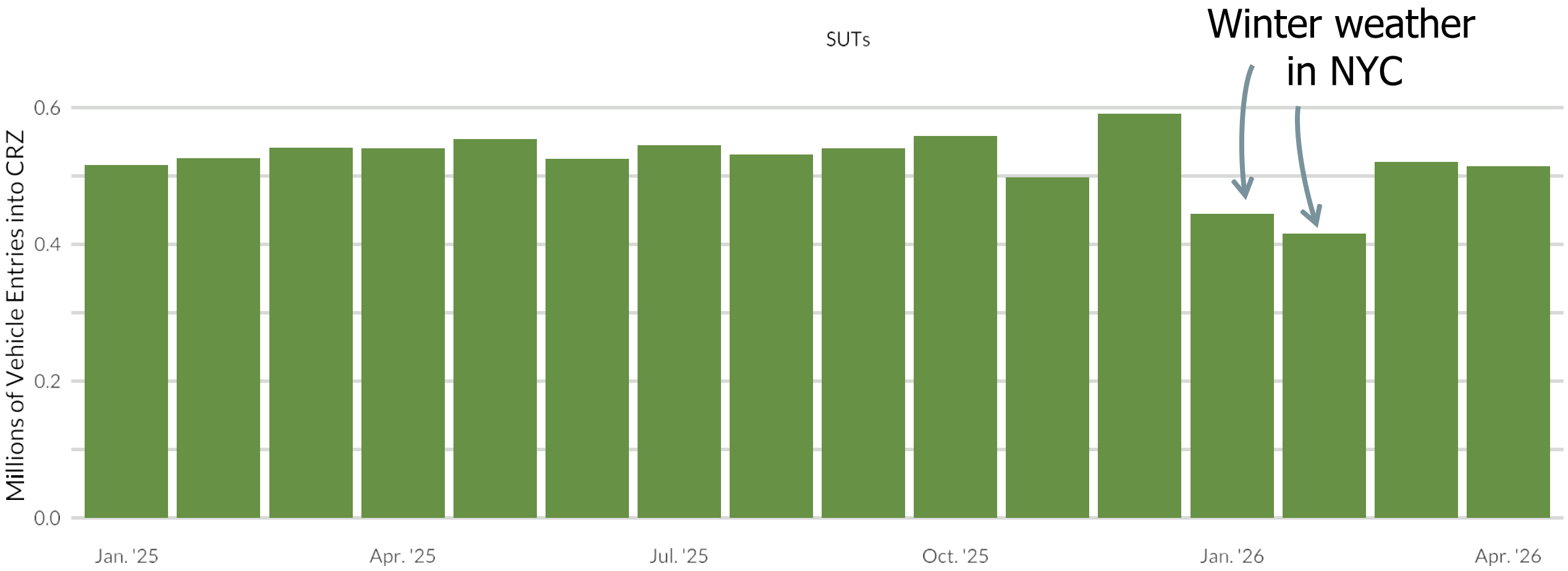
Cars and FHVs are Largest Share of Traffic



Source: Metropolitan Transportation Authority, *MTA Congestion Relief Zone Vehicle Entries: Beginning 2025* (May 2025).

CBC

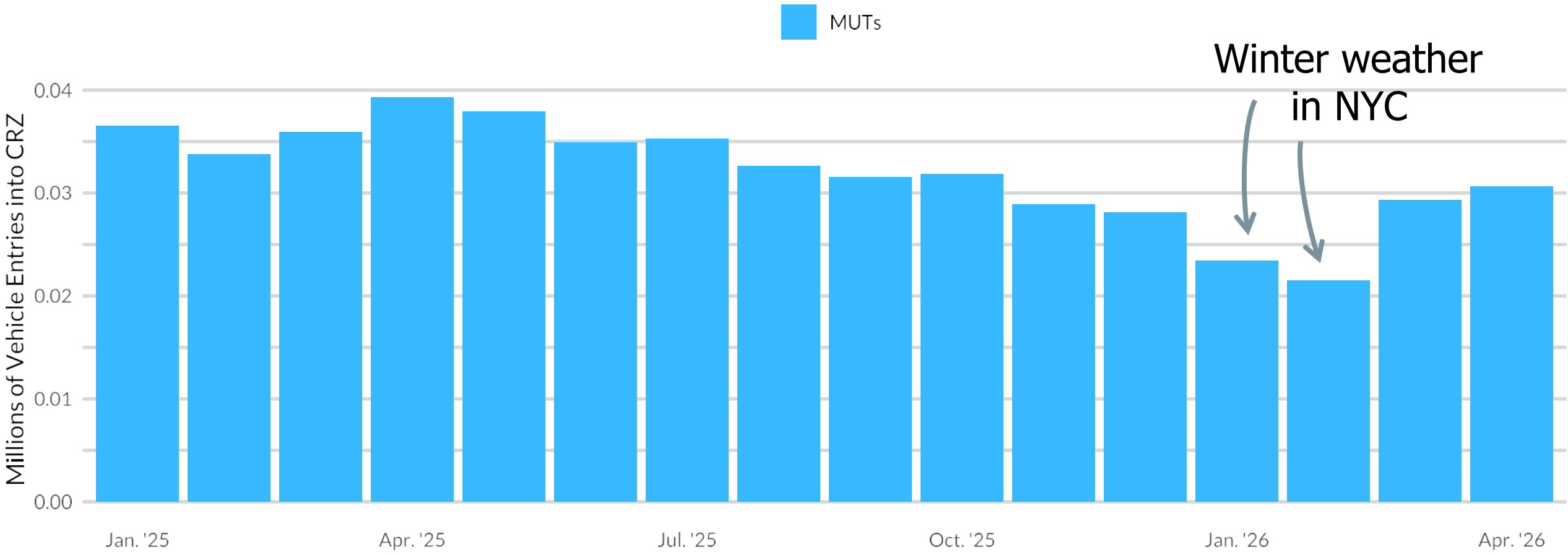
SUT Entries Remain Steady



Source: Metropolitan Transportation Authority, *MTA Congestion Relief Zone Vehicle Entries: Beginning 2025* (May 2026).

CBC

Decrease in Multi-Unit Trucks over Time



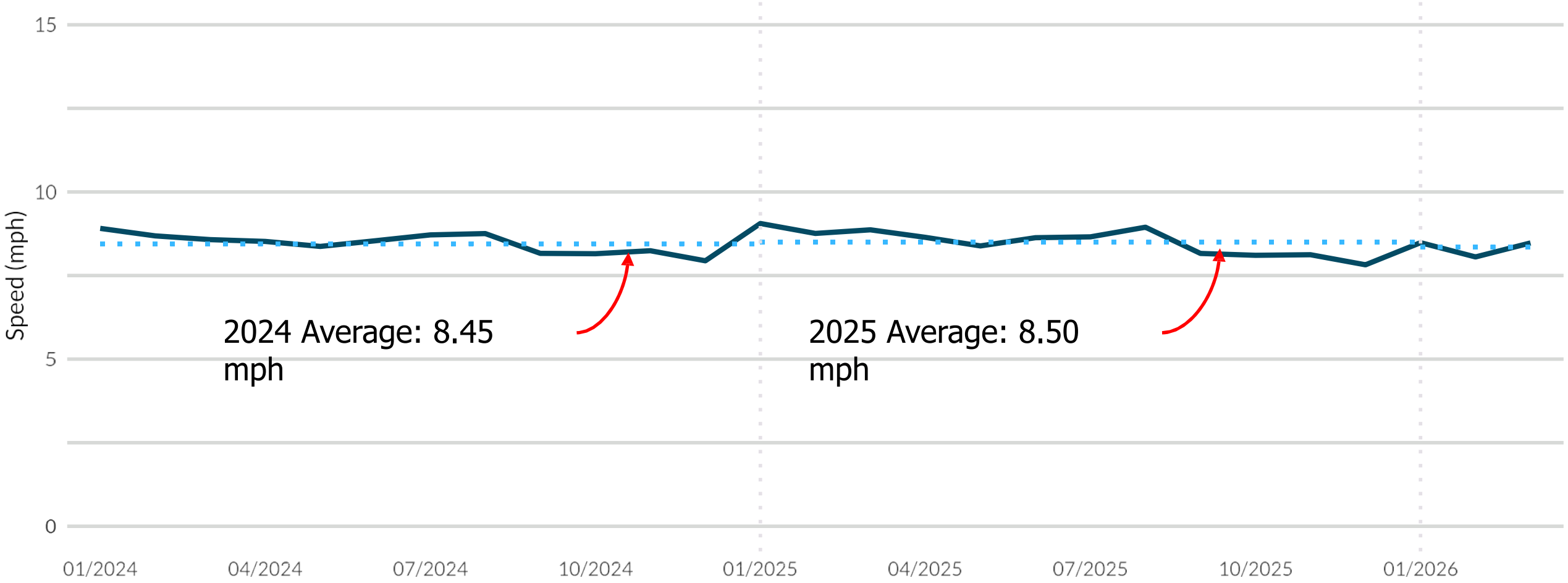
Source: Metropolitan Transportation Authority, *MTA Congestion Relief Zone Vehicle Entries: Beginning 2025* (May 2026).

CBC

FHV Trip Record Data

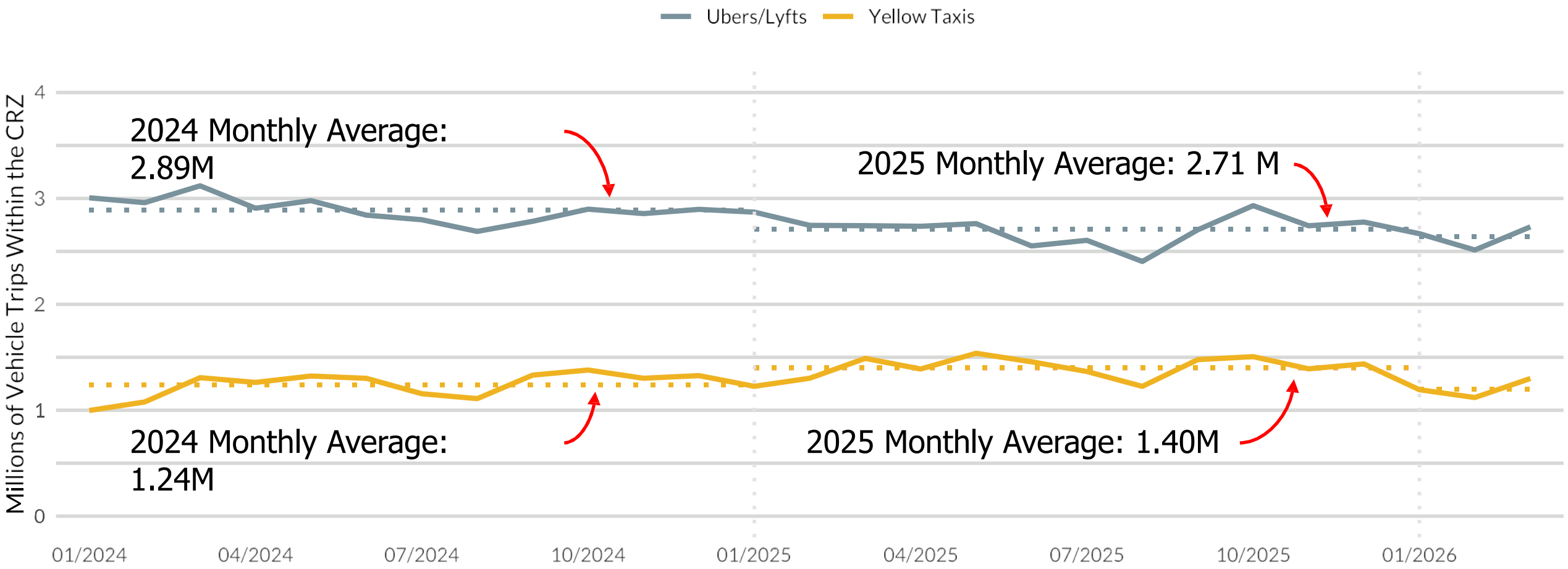
- Provided through NYC's Taxi and Limousine Commission Open Data Portal
- Provides individual, anonymized trip records:
  - Origin and destination taxi zone
  - Pickup and drop off time
  - Trip distance
  - Fare information
- Longitudinal view on speeds and trip counts

1% Speed Increase for Trips Entirely in the CBD



Source: New York City Taxi and Limousine Commission, *TLC Trip Record Data* (May 2025).

Uber/Lyft Trips Decrease while Taxi Trips Increase

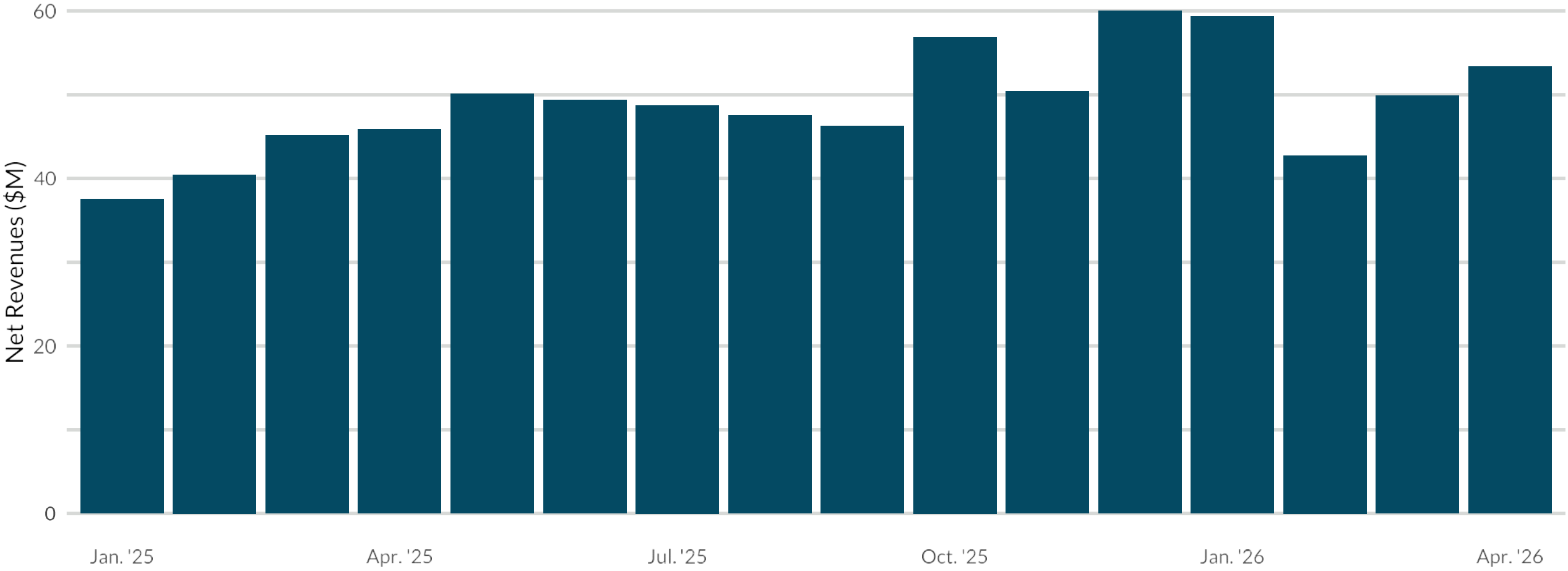


Source: New York City Taxi and Limousine Commission, *TLC Trip Record Data* (May 2026).

MTA Financial Performance Data

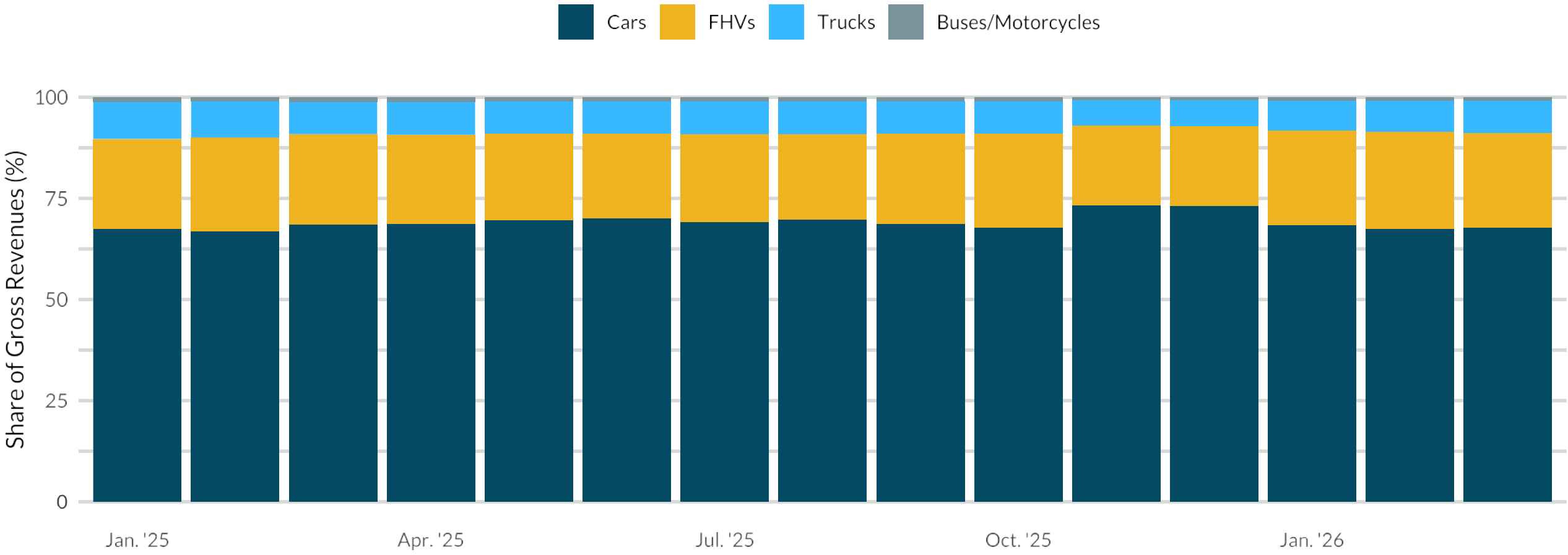
- Provided through MTA's Open Data Portal
- Provides revenues and program expenses
- Information on revenue by vehicle type only sporadically reported to MTA Board
- MTA **strongly discourages** revenue estimation using other data sources

MTA Collected $578M in 2025



Source: Metropolitan Transportation Authority, *MTA Statement of Operations: Beginning 2019* (May 2026).

Cars, Taxis, and FHVs Make Up 90%+ of Revenues



Source: CBC Staff Analysis; Metropolitan Transportation Authority, *MTA Financial Performance Report* (April 2026), and February 2025 to March 2026 editions, *MTA Congestion Relief Zone Vehicle Entries: Beginning 2025* (May 2026).

Congestion Pricing's Impacts: One Year Later

- Vehicle entries into CBD down by 8% to 14%
- Drivers shifting trips to off-peak hours
- 20% decrease in MUT volumes
- Vehicle speeds in the zone 1% faster relative to 2024
- Taxi trips up 13%; Uber/Lyft trips down 6%
- $578M for transit capital projects last year

Policy Considerations Going Forward

Future Policy Considerations for NYC

- Toll is set to increase in 2028 and 2031
  - Concern that politics could interfere
- Per-trip charge for FHVs
  - Concern that personal use avoids tolls
- Port Authority phasing out off-peak toll discounts by 2030

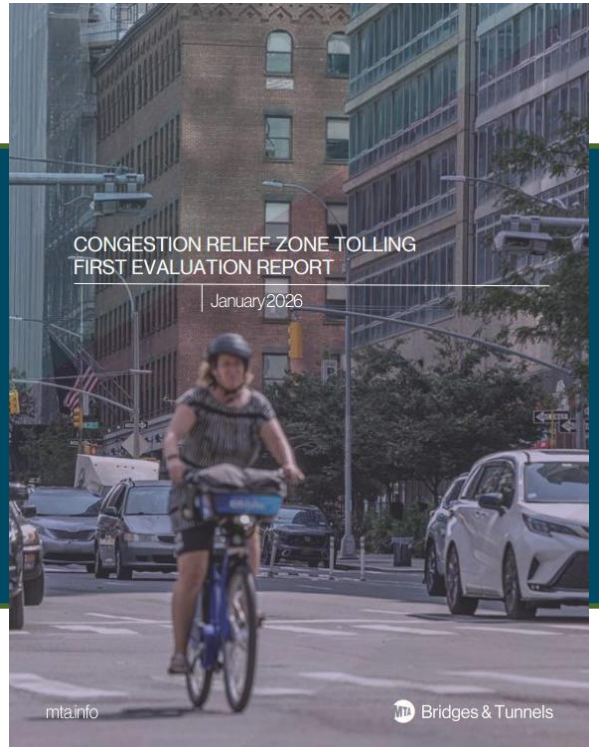
Considerations for Programs Beyond NYC

- Amount, timing, exemptions, discounts, frequency
  - Legislative mandates vs flexibility
- Clear prioritization of program objectives
- Ability of transit system to welcome drivers switching modes
- Importance of solid environmental review
- "Valley of political death" is real but survivable
- Data and willingness to tweak program

Thank You!

aschmidt@cbcny.org

Take a look at the MTA's First Evaluation Report:



NEXT FRONTIER IN CONGESTION PRICING

Price the Road, Not Just the Entry*

CHARLES KOMANOFF
komanoff@gmail.com
www.komanoff.net

Transportation Research Board Webinar:
NYC Congestion Pricing—Modeling a New Reality
9-June-2026

*** = Subhead courtesy of Lorin Freedman, MD (Seattle, WA)**

NYC congestion pricing indicators are robust:

⬇ Vehicle entries, traffic volumes, traffic congestion ⬇

⬆ Travel speeds, air quality, street safety, business activity ⬆

$$ Revenue is enabling MTA investments to improve transit service, which will further reduce auto use

See reports by Regional Plan Association, MTA, Citizens Budget Commission, others

Nevertheless . . .

1. Improvements are needed (beyond planned $3 toll rises to $12 in 2028 & $15 in 2031)
2. Other cities lack NYC attributes that were pivotal in enacting congestion pricing:
   A. Geographic clarity of congestion zone (= Manhattan Central Business District)
   B. Best-in-US (by far) rapid transit to zone ensures economic justice from CP
   C. Hyper-congestion imbues each "tolled off" car trip to CBD w/ huge social value
   D. NYC's constellation of transit advocates overwhelmed opponents of CP

3. To enact effective traffic pricing, other cities need a non-binary-entry-charge template.

Implications:

NYC should push its tolling envelope in ways that will:

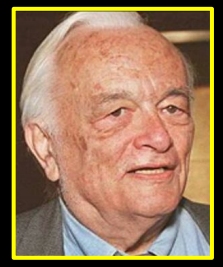
1. **Expand congestion pricing's benefits for NYC, and also**
2. **Help other cities less-suited for entry-pricing move forward with their own traffic pricing program**

Q: How to establish traffic pricing beyond NYC?

A: Evolve from binary, one-size-fits-all entry fee to continuous charge to use roads

How?

- Peg toll to slowness of traffic
- I call it **Vickrey pricing**



Rationale

- Less arbitrary (aids public acceptance)
- More social benefit per $ paid by drivers

Possible foot-in-door: **Fleets**

✔ Movements are already or easily "wired"

? Waymo (or other autonomous vehicles)

? Amazon, UPS, other trucks/vans

✔ **For-hire vehicles (taxis, Ubers)**

For-hire vehicles ("FHV's") & NYC congestion pricing

Nearly half of congestion-zone vehicle miles today are by taxis (13%) or app-based vehicles (35%) [Ubers & Lyfts].

These trips don't pay the $9 entry fee. They're surcharged if and only if any part of the trip "touches" the congestion zone. This uniform charge is arbitrary and inefficient.

Surcharge	Taxis	App-based
New (2025)	$0.75	$1.50
Incumbent (2019)*	$2.50*	$2.75*
Combined	**$3.25**	**$4.25**

*** = FHV surcharge zone extends ~ 2 miles north of CBD.**

Switching NYC FHV Surcharge to Vickrey Pricing Should Be a No-Brainer

- For-Hire Vehicles are already data-wired to NYC taxi agency servers.
- Their congestion surcharges today are generating ~ $500 million/yr ($350m old, $150m new).
- **Same $$ could be generated instead with these *per-minute-in-the-zone* charges:**

	CURRENT		PROPOSED "VICKREY PRICING"	
	Per Trip		Per Minute in Zone	
FHV surcharges	Taxis	App-based	Taxis	App-based
New (2025)	$0.75	$1.50	$0.05	$0.10
Incumbent (2019)*	$2.50*	$2.75*	$0.10	$0.20
	* = FHV surcharge zone extends ~ 2 miles north of CBD.			
Combined	**$3.25**	**$4.25**	**$0.15**	**$0.30**

CP % mph gain (in zone) Current (2026): 4.3% Prospective: 6.4%

[For comparison, the 2028 $3 toll boost will boost zone travel speeds only to 5.8%, albeit w/ more revenue for transit.]

[Per-minute rates for Vickrey Pricing to generate same $ as current surcharges are calc'd w/ Komanoff "BTA" model (see Slide #7.]

Ranking "fleet" on-ramps to Vickrey pricing for other cities

FHV's [For-Hire Vehicles]

- ✔ Cities already regulate (rates, service, inspections, complaints, licensing)
- ✔ Some municipalities already surcharge them
- ✔ Familiar quantity with human imprint, i.e., auspicious gateway to ordinary private cars
- ✔ NYC precedent of per-minute-in-zone Vickrey pricing [aspirational]

AV's [Autonomous Vehicles]

- ✔ Fresh slate
- ✔ High-tech
- ❖ Other?

Delivery Vans?

- Less than ideal since their duty cycle is characterized more by "goal-tending" than driving. Are also fewer in number.

All three fleet types bear imprint of Silicon Valley oligarchs (Uber, Alphabet, Amazon), potentially making them an attractive target for pricing their road use.

A Possible Vickrey Solution to Vickrey Pricing's Privacy Problem

GPS can continuously record and transmit not just every vehicle's location and speed but also the density and speed (or slowness) of general traffic, solving the *technical* problem of metering motor vehicles.

However, GPS doesn't fix the *privacy problem* — drivers' resistance to having their movements monitored.

A possible workaround entails a two-tier (for now) road-usage fee:

1. Participating drivers would be charged for their GPS-measured vehicle minutes driven in each zone; the zonal per-minute fees would be *discounted* to incentivize their participation.
2. Other car owners would pay an approximated charge calculated by multiplying estimated miles driven times a blanket per-mile fee set at a relatively high rate.

Over time, initial holdouts would gravitate toward Option 1.

- This approach still has a stumbling block: specifying each vehicle's road use within the urban area in question. But it may be worth considering as a starting point.
- It borrows a page from Nobel laureate William Vickrey's early-1990s "smog fees" proposal to charge for tailpipe pollution:
  - Drivers would elect to pay either a certified inspection-station estimate of their vehicle's per-mile emissions, or a stiffer generic ("blue book") pollution rate.
  - The intent was to incentivize drivers to tune their car often, thus reducing emissions.
  - See C. Komanoff, "Pollution Taxes for Roadway Transportation," Pace Environmental Law Review, Fall 1994, pp. 15-19.

RESOURCES (all publicly available)

Congestion Pricing Progress Reports/Articles

- CBC: New York's Congestion Pricing Program ▪ Data, Impacts, and Lessons Learned (new!)
- MTA: CONGESTION RELIEF ZONE TOLLING ▪ FIRST EVALUATION REPORT
- RPA (Regional Plan Association): Congestion Pricing One Year Later
- NY Times / The Upshot: 27 Million Fewer Car Trips: Life After a Year of Congestion Pricing
- Vital City – Komanoff: Congestion Pricing, One Year In: A Qualified Success

Congestion Pricing Traffic model [used here to generate traffic benefits of proposed FHV toll swap]

- Komanoff: Balanced Transportation Analyzer ("BTA") Excel spreadsheet

  20 MB ▪ 100 "tabs" ▪ 160,000 equations ▪ recursive / interactive / updates instantly ▪ Used by HNTB in 2017-2018 to help NY State scope CP for 2019 legislation ▪ In Public Domain, i.e., freely available to all

Congestion Pricing History or Other Pricing Proposals [Komanoff]

- *Washington Spectator* Trilogy: Diary of a Transit Miracle* (April 2024), Hochul Murder Mystery (June 2024), Defending Congestion Pricing (Jan. 2025).
- Taming New York City's E-Delivery Gridlock: Time-Based Charges for Street Space (2021).
- Curbing For-Hire Vehicle Stockpiling in the Manhattan Core: Empty-Vehicle Charges for Ride-Hail Companies (2020).
- Reining In *Deliverista* Distances Is Key to Safety, *Streetsblog*, Nov. 5, 2024.

*** = "Diary" includes link to 1969 City Hall video (27 minutes!) showcasing Bill Vickrey, Ted Kheel, and NYC Mayor John V. Lindsay.**

IN CONCLUSION

"The theory underlying congestion charging is as close as economics ever comes to axiomatic: *Society is made better off when the negatives (externalities) of goods or activities are included in their price*."

Vital City: **Congestion Pricing, One Year In: A Qualified Success ▪ Komanoff ▪ Jan. 2, 2026**

"Congestion pricing is producing no noticeable social injury. The birth of a major public policy initiative has been attended by little if any disruption."

Lexington Ave. just south of 60th St. ▪ Jan. 5, 2025, 12:02 a.m.

New York City Congestion Pricing – Modeling a New Reality

How Advocacy Influenced the Successful Adoption and Implementation of Congestion Pricing

PCAC
PERMANENT CITIZENS ADVISORY COMMITTEE TO THE MTA

CONGESTION PRICING NOW

Our Coalition is comprised of transit riders, workers, civic and business groups, environmental organizations, immigrants, planners, disability advocates, and many others

- American Institute of Architects NY
  Citizens Budget Commission
  Environmental Advocates NY
  Environmental Defense Fund
  Families for Safe Streets
  Hudson Square BID
  Lyft
  Make Queens Safer
  Move NY
  The Municipal Art Society of New York
  The Nature Conservancy
  Natural Resources Defense Council
  New York City Environmental Justice Alliance
  New York Lawyers for Public Interest
  New York League of Conservation Voters
  North Brooklyn Neighbors
  NYPIRG Straphangers Campaign
  Open Plans
- Permanent Citizens Advisory Committee to the MTA
  Real Estate Board of New York
  Regional Plan Association
  Riders Alliance
  Right of Way NYC
  Right Track for Long Island
  Rise and Resist Elevator Action Group
  Sam Schwartz Engineering
  StreetsPAC
  Trust for Public Land
  Tri-State Transportation Campaign
  Transportation Alternatives
  Two Trees
  Uber
  WE ACT for Environmental Justice

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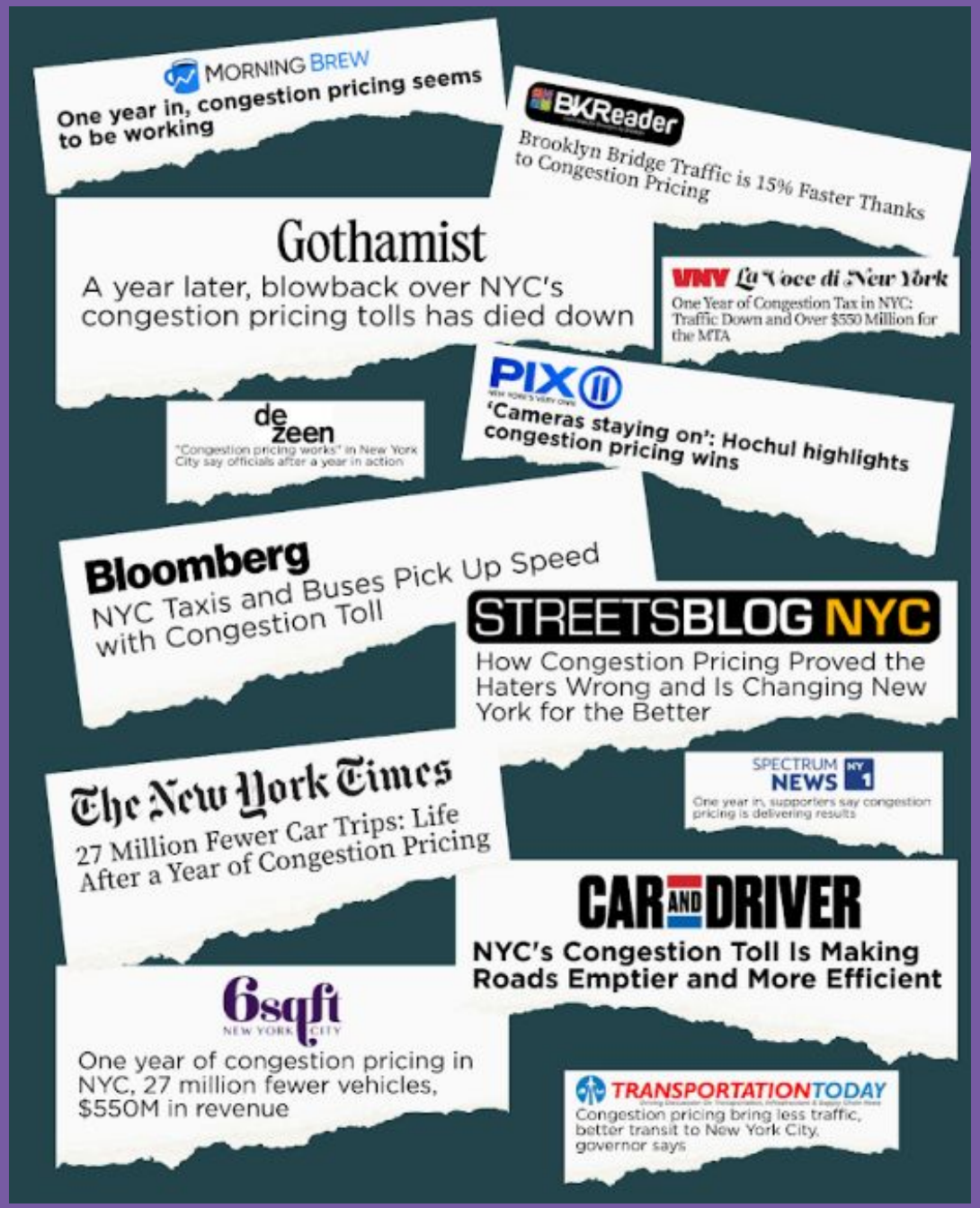
One Year (and counting) Later, Congestion Relief…Is a Hit!

Congestion Pricing: One Year Later

By every measure imaginable, the congestion relief program has exceeded expectations in its first year, benefiting transit riders and drivers alike while breaking the gridlock that has choked our city and region. As longtime advocates for this program, we could not be prouder of its enormous successes, even as we continue to defend it from its misguided detractors. We celebrate today's anniversary milestone because **it is a win for all New Yorkers**, and thank Governor Hochul, MTA leadership, and the many people who had the political courage to implement this historic and transformative program.

PCAC

- Lisa Daglian, Executive Director of the Permanent Citizens Advisory Committee to the MTA



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The power of advocacy: From "indefinite pause" and lawsuits to celebrating success!

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Congestion Pricing Projects Moving Forward

In construction or in procurement:

- Accessibility at 22 Stations
- Signal Modernization on:
  - Fulton & Liberty A C
  - 6 Av & 63 St B D F M
- M9A Railcars
- Metro-North Brewster Yard
- Second Ave Subway Phase 2
- And more

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https://capitaldashboard.mta.info/initiatives

In construction or procurement *(as of April 2026)*

The fight continues!

HOW CONGESTION RELIEF IS BENEFITING LONG ISLAND

REDUCING TRAFFIC IN MANHATTAN IS PAYING OFF—AND LONG ISLAND IS SEEING THE BENEFITS.

Travel times on major roadways are staying steady, vehicle volumes are dropping, and air quality citywide is improving. Opposition for the program has declined significantly in suburban areas like Long Island.

The Congestion Relief Program is unlocking funding for critical transit upgrades: making subway stations more accessible, service more reliable, and infrastructure more resilient, helping the over 100,000 Long Islanders who rely on public transit to get to the Central Business District each weekday. Whether behind the wheel or waiting on the platform, Long Island commuters are already benefiting from more dependable trips.

CONGESTION PRICING NOW

Congestion Relief's Impact on Long Island

- **Long Island Rail Road (LIRR) had around 222.4K daily riders between January and September 2025—a nearly 10% increase in ridership**—compared to the same period in 2022, where daily ridership was around 202.4K
  - LIRR was on time 96% of the time in 2025—the best non-pandemic year in the past decade
- **Car trips on Long Island have sped up an average of 2.3%**
- **Traffic has decreased on the Long Island Expressway (LIE) and Northern State Parkway** between January and March 2025—dropping 3.4% in eastbound traffic and 2.6% westbound
  - Commute times through the Queens-Midtown Tunnel, including the last three miles of the Long Island Expressway are **down 22%**
- **Time lost to traffic jams decreased by 11.8% in the areas that surround Manhattan**, including the four boroughs outside of the congestion relief zone (CRZ), Long Island, Westchester and New Jersey, giving drivers 7 minutes back for every hour in traffic
- LIRR On-Time Performance was consistently at or near 97% in 2025

Congestion Relief Is Funding Critical Transit Upgrades

The LIRR is set to get 10% of the revenue from congestion relief. Critical transit upgrades, including accessibility upgrades and signal improvements, now have a reliable funding stream.

Upgrades that have already taken place include:

- **Accessibility improvements at three LIRR stations**: St. Albans, Laurelton and Locust Manor
- **160 new M9A railcars for LIRR**

Critical Transit Upgrades (cont.)

Additional projects underway include:

- **Accessibility and state of good repair work at two LIRR stations:** Forest Hills and Hollis
- Even more accessibility upgrades are planned for Amityville, Copiague, Lindenhurst and Massapequa Park Stations
- **44 new LIRR dual-mode locomotives**
- Renovating the LIRR Babylon Station platforms and upgrading its communications and signals
- Replace the LIRR Jamaica Substation
- Support annual LIRR track programs

Congestion Relief Is Improving Air Quality and Public Health

Less traffic means fewer tailpipe emissions and cleaner air across the borough. Early signs show that **air quality is improving citywide**. As the program continues, air quality and health outcomes are expected to improve further, particularly in areas that need it most.

- There were declines in air pollution in the five boroughs, with a 9.9% decrease on Long Island.
  - Air pollution is decreasing citywide. In the CRZ, levels of harmful fine particulate matter (PM2.5) are down 22%.
- Congestion Relief funding will also cover:
  - **New zero-emission electric buses** that will reduce air pollution
  - **Purchasing new railcars** to replace old, outdated ones
  - **Rehabilitation of critical infrastructure** to keep New Yorkers moving

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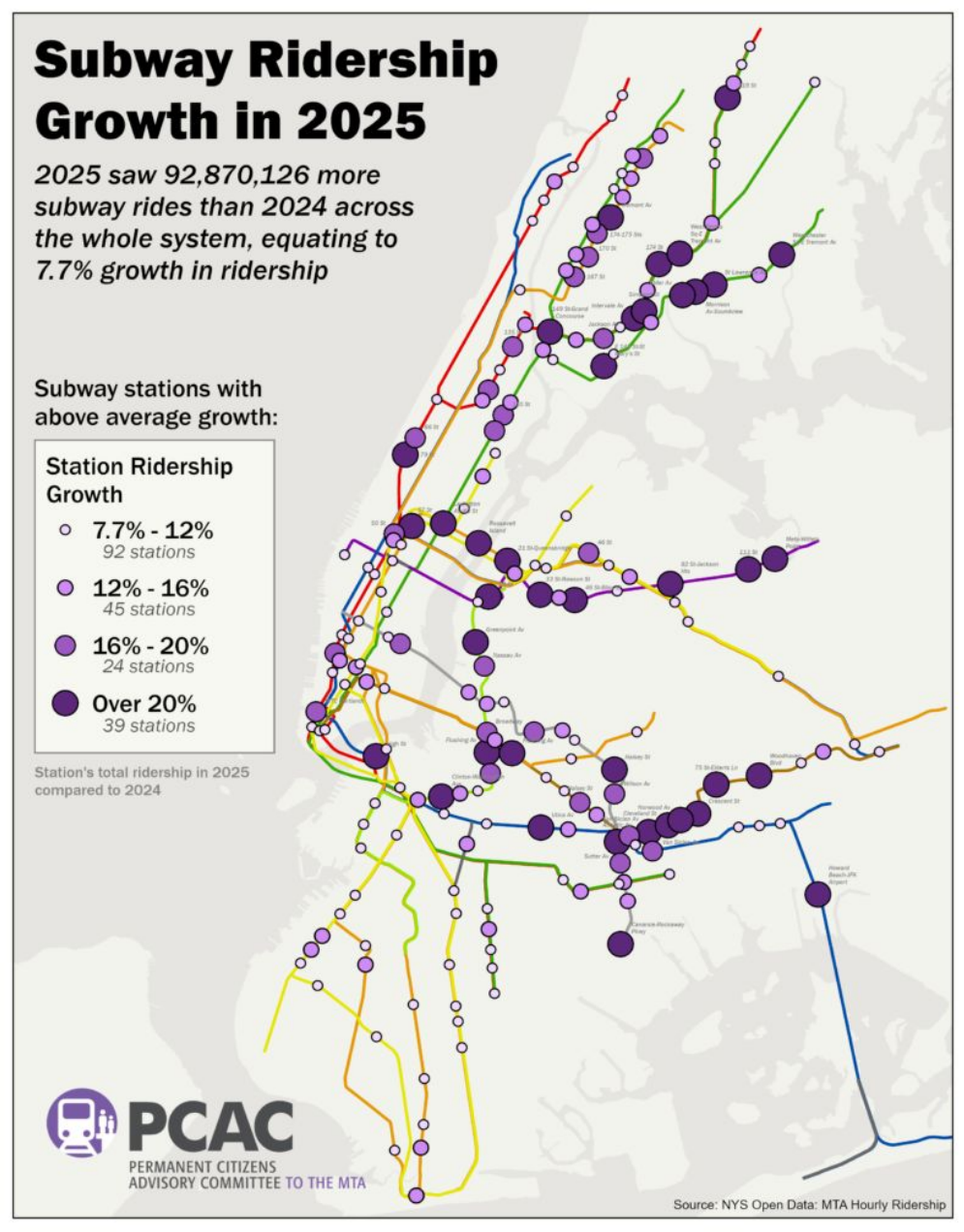
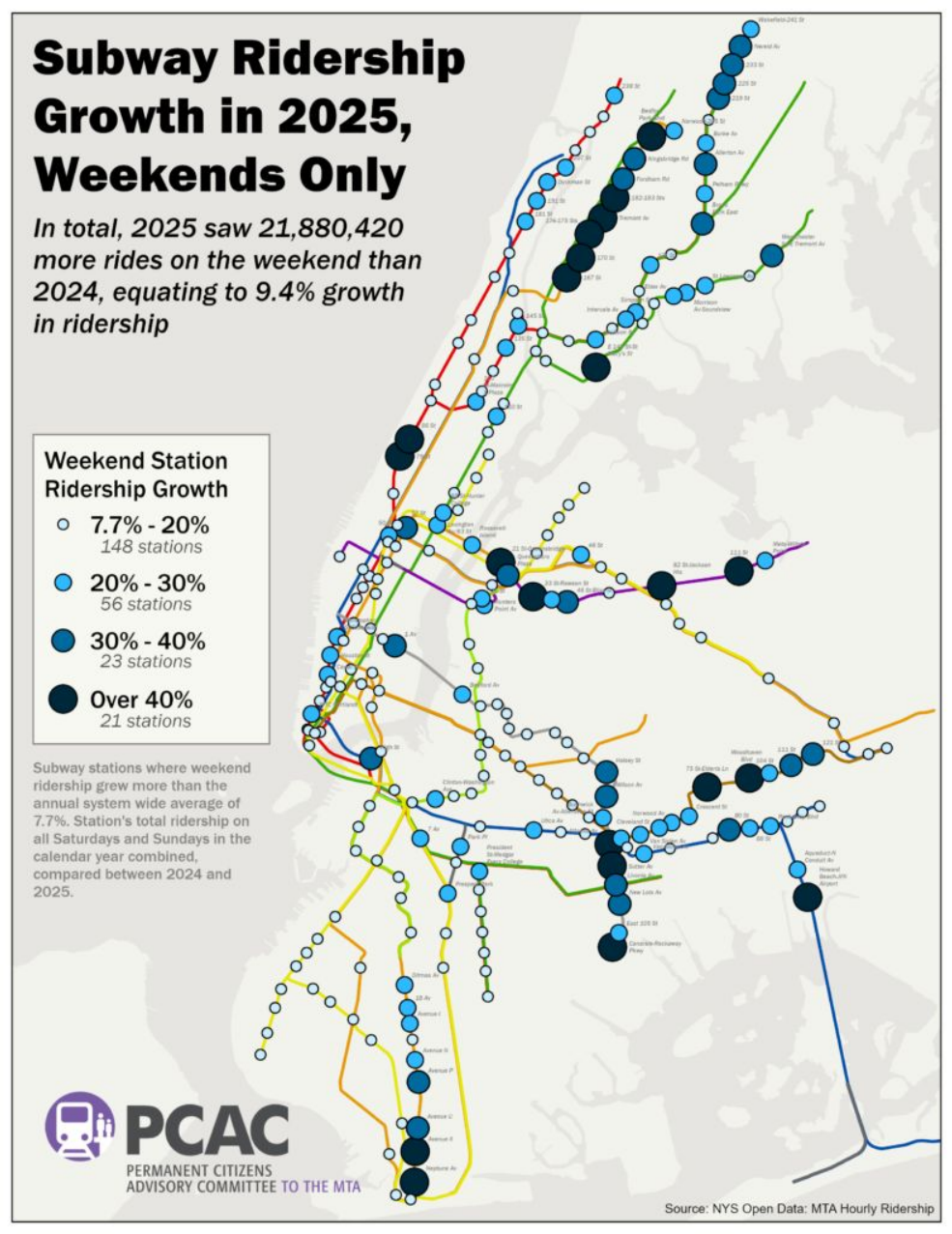
Subway ridership has gone up post-Congestion Pricing (especially discretionary trips)!



- Between 2024 and 2025, total ridership grew from 1.21 to nearly 1.3 billion riders – a **7.7% increase**
- 39 stations (of 472) saw full-year ridership grow more than 20%
- AM peak subway trips to the CRZ grew by a daily average of 40,589, or 7%
- Times Square-42nd St saw the largest overall increase in rides between 2024 and 2025 with 2,564,747 new riders, a 5.6% increase
- Only 38 stations saw ridership decreases in 2025, including 12 stations that had significant service impacts due to the reconstruction of the Hammels Wye on the Rockway Peninsula

Subway ridership has gone up post-Congestion Pricing (especially discretionary trips)!



- Weekends (largely discretionary trips) drove ridership growth
- Weekend ridership grew at larger rates than the overall citywide average: Total weekend ridership grew by 9.4% – a total increase of 21,880,420 riders
- However, weekday AM peak trips did increase more in 2025 than in previous years, indicating that more people are commuting via subway into the CRZ than before congestion pricing, particularly at key stations directly outside the CRZ
- The Bedford Avenue L station had the largest overall increase in rides on weekends in 2025 with 555,760 new riders, a 23.7% increase

Thank you!

Questions?

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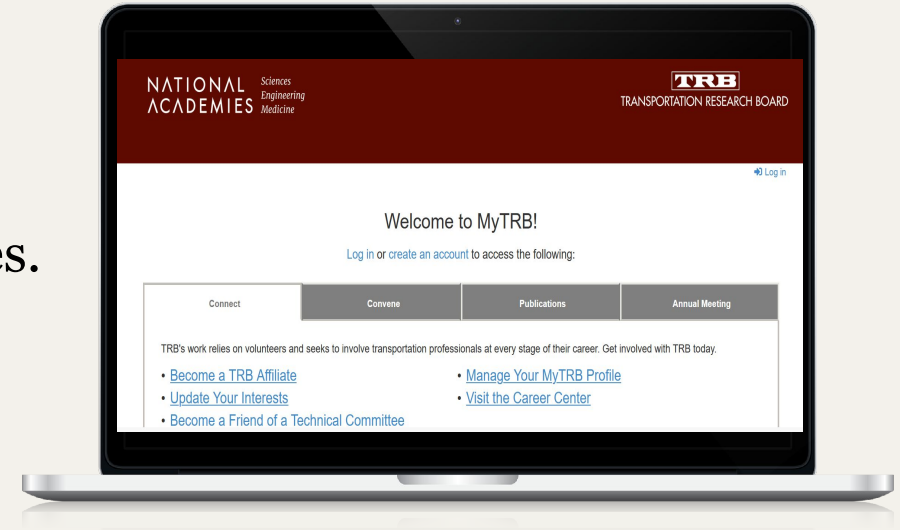

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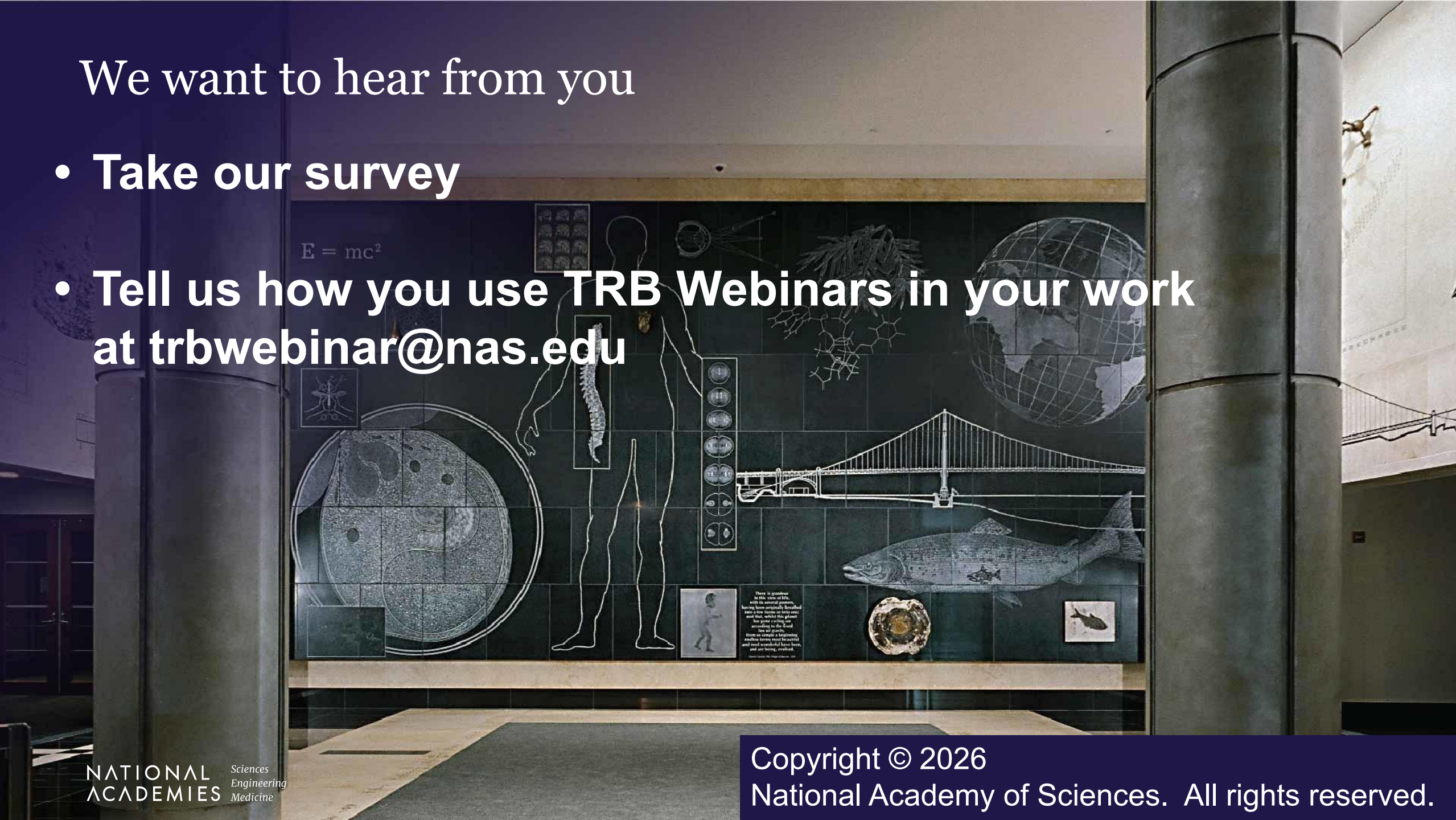

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