



# **An Argument Against the Proposed Reduction in Personal Injury Insurance Coverage for TLC-Licensed Vehicles: Prioritizing Public Safety and Victim Compensation in New York City**

## **1. Executive Summary**

The New York City Taxi and Limousine Commission (TLC) has put forth a proposal to amend its rules, specifically targeting a reduction in the personal injury insurance coverage required for TLC-licensed vehicles. This proposed change would halve the current per-person coverage from \$200,000 to \$100,000, aligning with the maximum amount authorized by the recently enacted Local Law 90 of 2025. This amendment is slated to take effect on March 1, 2026.<sup>1</sup>

This report presents a comprehensive argument vehemently opposing the proposed reduction. It asserts that such a policy change would severely compromise public safety, impose substantial financial burdens on accident victims, and directly contradict the TLC's own established historical commitment to robust safety standards within the for-hire industry. Furthermore, the claim that the reduced \$100,000 coverage will "better ensure quick and adequate compensation" for significant injuries is fundamentally flawed and unsupported by the realities of medical and legal costs in New York City.<sup>1</sup>

The primary reasons for this opposition are multifaceted:

- The proposed \$100,000 coverage is demonstrably insufficient to cover the escalating costs associated with severe and catastrophic injuries in New York City, inevitably leaving victims with significant out-of-pocket expenses and long-term financial distress.
- A reduction in immediate personal injury protection will compel more injured parties to pursue lengthy and complex litigation to seek full compensation, thereby delaying justice and increasing the emotional and financial strain during their recovery.
- This proposal abandons the TLC's long-standing rationale for maintaining higher coverage, which was originally adopted in recognition of the unique risks posed by full-time for-hire vehicle operations in a dense urban environment. These underlying conditions remain pertinent and, in some cases, have intensified.
- The framing of \$100,000 as the "highest authorized" amount by Local Law 90 is a misrepresentation. The law permits, but does not mandate, a reduction from existing higher



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## 2. Introduction: The Critical Role of Adequate Insurance Coverage

This report is prepared as a formal and evidence-based argument in direct opposition to the New York City Taxi and Limousine Commission's (TLC) proposed amendment to Title 35 of the Rules of the City of New York. This specific amendment seeks to reduce the personal injury insurance coverage requirements for all TLC-licensed vehicles.<sup>1</sup>

The core of the TLC's proposal involves decreasing the per-person personal injury protection (PIP) from its current level of \$200,000 to \$100,000. This adjustment is presented as an implementation of Local Law 90 of 2025, a legislative act that authorizes personal injury coverage up to 200% of the New York State minimum requirements for specific expenses outlined in Section 5102(a)(1), (2), and (3) of the New York State Insurance Law.<sup>1</sup> It is important to note that the state minimum for personal injury insurance coverage is \$50,000 per person.<sup>1</sup>

While the TLC's stated intention for this change is to "better ensure that all road users—drivers, passengers, pedestrians, and cyclists—are quickly and adequately compensated" in the event of an injury-causing crash, particularly for significant injuries or those involving multiple claimants, this report will demonstrate that the proposed reduction is a dangerous and regressive step.<sup>1</sup> It poses a significant threat to the financial security and overall well-being of all individuals who may be involved in accidents with TLC-licensed vehicles.

Adequate insurance coverage transcends mere regulatory compliance; it serves as a foundational element of public safety and a vital mechanism for ensuring that victims of unforeseen accidents receive the necessary financial support for their recovery without experiencing undue hardship. In a densely populated and dynamic urban environment such as New York City, where the inherent risk of severe traffic accidents is elevated, the presence of robust insurance protection is not just beneficial, but absolutely paramount for the protection of its citizens.

## 3. Background: The TLC's Proposal and Its Stated Rationale

The New York City Taxi and Limousine Commission's proposal, formally detailed in its "Notice of Public Hearing and Opportunity to Comment on Proposed Rules," outlines specific amendments to Title 35 of the Rules of the City of New York. These amendments, affecting sections such as 58-13, 59A-12, and 82-14, explicitly change the required personal injury coverage from "\$200,000 per person" to "\$100,000 per person".<sup>1</sup> This regulatory shift is intended to implement Local Law 90 of



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highest amount of coverage authorized by Local Law 90 of 2025 .

To fully understand the implications of this proposal, it is essential to consider the historical context of the TLC's insurance requirements. The Commission initially adopted its current insurance requirements in the late 1990s. At that time, these requirements *exceeded* the minimum levels set by the state. This decision was part of a "broader effort to address safety in the for-hire industry".<sup>1</sup> The rationale underpinning this higher coverage was rooted in the understanding that TLC-licensed vehicles are predominantly used as full-time for-hire vehicles. This contrasts with other regions in New York and across the United States where vehicles might be used for for-hire transportation on a part-time basis, thus justifying a higher level of protection for the public interacting with full-time commercial operations.<sup>1</sup>

A critical element in evaluating the TLC's proposal is understanding the baseline state requirements. The personal injury insurance coverage mandated by the New York State Insurance Law is \$50,000 per person.<sup>1</sup> Local Law 90 of 2025, as cited by the TLC, authorizes coverage "to amounts not exceeding 200% of state-level minimum requirements".<sup>1</sup> This means that 200% of the \$50,000 state minimum is indeed \$100,000. However, the TLC's current required coverage for personal injury protection is \$200,000.<sup>1</sup>

This comparison reveals a crucial distinction: while Local Law 90 of 2025 permits the TLC to set coverage *up to* \$100,000, it does not compel the Commission to reduce its existing \$200,000 coverage. The law establishes a new statutory maximum for rules, but it does not retroactively force a reduction of higher, pre-existing standards. Therefore, the decision to reduce coverage from \$200,000 to \$100,000 is a deliberate policy choice made by the TLC, rather than a legal necessity imposed by the new law. The Commission is actively choosing to lower its self-imposed, safety-driven standard to align with a new, lower statutory ceiling, rather than maintaining its previously justified higher level of protection. This is a significant point of contention, as it suggests a voluntary step backward in public protection.

The following table clearly illustrates the comparison of these coverage amounts:

**Table 1: Comparison of Current vs. Proposed PIP Coverage and State Minimums**

Coverage Type	Amount per Person	Source
New York State Minimum PIP	\$50,000	1



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Proposed TLC-Required PIP	\$100,000	1
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This table underscores the substantial decrease in coverage proposed by the TLC. It visually clarifies that the Commission is moving from a level significantly above both the state minimum and the new law's authorized maximum, down to that new maximum. This decision represents a substantial reduction in the financial safety net available to individuals injured in collisions involving TLC-licensed vehicles.

## 4. The Case Against Reduction: Undermining Public Safety and Financial Security

The proposed reduction in personal injury insurance coverage from \$200,000 to \$100,000 for TLC-licensed vehicles is a policy decision that carries profound negative implications for public safety and the financial security of New Yorkers. A thorough examination of the actual costs of severe injuries, the intricacies of New York's legal system, the inherent risks of urban transportation, and the TLC's own historical commitments reveals that this proposal is ill-conceived and detrimental.

### 4.1. Inadequate Compensation for Severe and Catastrophic Injuries

The costs associated with medical treatment, rehabilitation, and long-term care for severe and catastrophic injuries in New York City routinely far exceed the proposed \$100,000 insurance limit. These expenses encompass a wide spectrum of critical services, including emergency room visits, extended hospital stays, complex surgeries, necessary prescription medications, extensive rehabilitation and physical therapy, and the often lifelong requirement for ongoing medical treatments and future care.<sup>3</sup> Hospital charges, in particular, can be highly variable and substantial, influenced by factors such as the length of a patient's stay, the complexity of medical procedures performed, the specific medications and products administered, and the availability of specialized services like trauma care.<sup>4</sup>

Specific examples of catastrophic injury costs underscore the profound inadequacy of the proposed coverage. Spinal cord injuries (SCI), for instance, are particularly devastating, with first-year costs alone estimated to range from approximately \$300,000 to over \$1,000,000.<sup>6</sup> Subsequent annual costs for ongoing care can range from \$42,000 to \$200,000, depending on the injury's severity and the specific treatment protocols required.<sup>6</sup> These figures include highly expensive components such as specialized surgeries, emergency care (including ambulance or helicopter transport and intensive care unit stays), and advanced



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to compensate victims adequately. Reported settlements include \$1.6 million for injuries involving the pelvis, back, neck, and legs; \$1.5 million for spinal cord injuries; \$600,000 for a pedestrian accident; and \$555,000 for a bicycle accident.<sup>7</sup> These figures represent the comprehensive compensation required to cover not only medical expenses but also other losses, demonstrating that total compensation routinely far surpasses the proposed \$100,000 PIP limit.

Beyond direct medical costs, victims of severe injuries also endure significant non-economic damages. These intangible losses include profound pain and suffering, severe emotional distress (such as anxiety, post-traumatic stress disorder, and depression), and a diminished quality of life or loss of enjoyment of life.<sup>3</sup> While personal injury protection (PIP) primarily covers economic damages, the overall value of a personal injury claim, which encompasses these non-economic losses, can be substantially higher. Such damages are often calculated using methods like the "multiplier method," where total economic damages are multiplied by a factor, typically between 1.5 and 5, depending on injury severity.<sup>3</sup> A reduced PIP limit means that less immediate coverage is available for critical initial needs, forcing victims to pursue lengthy and complex lawsuits to recover these additional, often substantial, damages. This protracted legal process inevitably delays their full recovery and financial stability.

The data on severe injury costs unequivocally demonstrates that the proposed \$100,000 coverage is grossly inadequate for "significant injuries" and "claims by multiple people." The TLC's assertion that this amount will "better ensure quick and adequate compensation" is directly contradicted by the financial realities of catastrophic medical care and long-term recovery in New York City. If the initial \$100,000 PIP is quickly exhausted, individuals with severe injuries will not be adequately compensated for their immediate needs. They will be left with a substantial financial gap, facing mounting medical bills and lost income. To cover these remaining costs and to seek compensation for non-economic damages, victims will be compelled to pursue lengthy and complex personal injury lawsuits. This legal process is inherently not "quick," often taking years to resolve, thereby directly undermining the TLC's stated goal of rapid compensation. This fundamental disconnect between the policy's stated intent and its practical outcome for injured individuals suggests either a severe underestimation of actual costs or a prioritization of other, unstated objectives over victim welfare.

The following table provides a clear illustration of how the proposed coverage falls short:

**Table 2: Illustrative Costs of Severe Injuries in NYC vs. Proposed Coverage**

Injury Type / Settlement Example	Estimated Costs / Settlement Amount	Source
Spinal Cord Injury (First-Year Costs)	\$300,000 - >\$1,000,000	6



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Reported Settlement: Spinal Cord Injury	\$1,500,000	7
Reported Settlement: Pelvis, Back, Neck, Leg Injuries	\$1,600,000	7
Reported Settlement: Pedestrian Accident	\$600,000	7
Reported Settlement: Bicycle Accident	\$555,000	7
Proposed TLC PIP Coverage	\$100,000	1
Current TLC PIP Coverage	\$200,000	1
New York State Minimum PIP	\$50,000	1

This table graphically demonstrates the vast discrepancy between the proposed \$100,000 coverage and the actual financial burden imposed by severe injuries. It makes evident that the proposed reduction would leave victims with catastrophic injuries facing a significant and unmanageable financial shortfall, directly challenging the notion of "adequate compensation."

#### 4.2. Exacerbating Financial Burden on Accident Victims

New York operates under a "no-fault" auto insurance system, which dictates that a person's own insurance company—or the vehicle's insurer if the injured party is a passenger or pedestrian—is responsible for covering initial medical expenses and a portion of lost wages, regardless of who was at fault for the accident.<sup>10</sup> The state's minimum personal injury protection (PIP) coverage under this system is \$50,000.<sup>10</sup> While this system is designed to provide immediate financial relief, its benefits are capped at the policy limit.

To pursue a personal injury lawsuit and seek compensation for non-economic damages, such as pain and suffering or emotional distress, an injured party must first meet New York's "serious injury threshold." This legal prerequisite includes conditions like a fracture, significant disfigurement, permanent loss of use or significant limitation of a body organ, member, or system, or the loss of a



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- **rely on personal health insurance:** Once the no-fault PIP is depleted, victims must heavily rely on their personal health insurance. However, health insurance policies typically come with their own deductibles, co-pays, and co-insurance, adding out-of-pocket expenses for the injured party.<sup>4</sup> Furthermore, health insurers often retain subrogation rights, meaning they can seek reimbursement for claims paid from any future settlement or award the victim receives from a personal injury lawsuit.<sup>10</sup> This can significantly reduce the net amount a victim ultimately receives.
- **Enter Protracted Litigation:** To recover additional damages, including non-economic losses and medical costs exceeding the reduced PIP, victims are compelled to initiate complex and time-consuming personal injury lawsuits.<sup>3</sup> This legal process is rarely swift, often taking years to resolve, thereby imposing considerable emotional and financial stress on individuals already in a vulnerable state of recovery.

The pursuit of a personal injury lawsuit also entails substantial legal costs that further diminish a victim's final compensation. While lawyers typically work on a contingency fee basis—meaning they receive a percentage (commonly 33.33%) of the recovery only if the client wins—victims are generally responsible for case expenses.<sup>12</sup> These expenses can range from approximately \$1,000-\$1,500 for relatively simple car accident cases to \$3,500-\$5,000 or more for complex, litigated cases.<sup>12</sup> Such costs include expert witness fees (which are crucial for substantiating complex medical claims), court filing costs, administrative fees, the acquisition of medical records, investigations, and depositions.<sup>12</sup> When these significant expenses and the lawyer's contingency fee are deducted from a settlement, the net amount received by the victim is substantially reduced. For example, a \$100,000 settlement, after accounting for \$6,000 in expenses and a 33.33% lawyer's fee calculated on the net recovery, would leave the victim with approximately \$62,666.67.<sup>13</sup> This means that the proposed \$100,000 PIP limit, even if fully utilized, would barely cover initial costs for severe injuries, and any subsequent lawsuit would further diminish the victim's net recovery, leaving them far short of truly adequate compensation.

The reduction in personal injury protection coverage effectively shifts a greater financial burden from the for-hire vehicle industry and its insurers directly onto individual accident victims and, by extension, potentially the broader public healthcare system. By limiting the immediate compensation available through no-fault benefits, the TLC is indirectly forcing more injured individuals into a lengthy and financially draining legal system. This undermines the very principle of "quick and adequate compensation" and creates a system of delayed justice, particularly for those who are most vulnerable due to severe injuries. This situation also increases the likelihood that victims, facing immediate financial pressures, may be compelled to accept lower settlements than they are truly owed, rather than enduring the protracted process required to pursue full compensation. This constitutes a direct transfer of financial risk and responsibility from commercial entities to the injured public.



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December 2021, TLC reported 1,118 taxi accidents. In February 2022 alone, 294 taxicabs were involved in collisions.<sup>15</sup> "Black Cars," which are luxury for-hire vehicles, are particularly notable for their involvement, reporting 930 crashes in a single month, with 402 of those resulting in severe injuries.<sup>15</sup> The proliferation of ridesharing apps has also correlated with a dramatic increase in collisions involving ridesharing vehicles, jumping by over 300% from 534 crashes in July 2014 to 1,672 accidents in June 2016.<sup>16</sup>

The severity of injuries resulting from these accidents is a critical concern. Out of the total reported crashes involving TLC vehicles, 461 resulted in severe injuries in a single month.<sup>15</sup> Furthermore, many accidents involving black cars have led to "severe or catastrophic injuries," with five fatal collisions occurring in May and June of one year alone.<sup>16</sup>

New York City's unique urban environment compounds these risks, contributing to a higher likelihood of accidents and more severe outcomes:

- **Population Density:** As one of the world's most densely populated cities, millions of citizens and commuters share a finite amount of road space. This sheer volume of vehicles, pedestrians, and cyclists significantly increases the probability of collisions.<sup>17</sup>
- **Complex Intersections:** The city's intricate design features numerous complex crossroads where multiple roads converge. Navigating these intersections demands high precision and constant vigilance, and miscommunications frequently lead to accidents. Brooklyn, for example, recorded a staggering 32,788 car accidents in just one year, accounting for nearly 33% of all citywide collisions, with specific intersections identified as notorious hotspots.<sup>17</sup>
- **Diverse Transportation Methods:** New York City accommodates a wide array of transportation modes, including private cars, buses, a vast number of pedestrians, and a rapidly increasing population of bicyclists. This diversity makes it challenging to coordinate movements and safely share the road, leading to elevated risks for vulnerable road users. For instance, bicyclist fatalities increased by a concerning 250% in the first seven months of 2016 compared to the same period in 2015.<sup>16</sup>
- **Construction Zones:** New York City's continuously evolving skyline means a constant presence of construction projects across its boroughs. These sites pose distinct dangers to pedestrians, including the risk of falling debris, unsecured scaffolding, inadequate barriers, and uneven or obstructed walkways. The dense urban setting exacerbates these risks, often bringing pedestrians uncomfortably close to active construction zones.<sup>18</sup>

The combination of a high volume of TLC-licensed vehicle operations, their documented involvement in frequent and severe accidents, and the inherent, compounding risks of New York City's dense and complex urban environment creates a compelling case for *maintaining or increasing* robust insurance coverage, not reducing it. Reducing coverage in such a high-risk setting directly contradicts the fundamental principle of public safety and leaves a larger portion of



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prevalence and severity of these incidents:

**Table 3: NYC TLC Vehicle Accident Statistics (Key Metrics)**

Metric	Value (Example Period)	Source
Total TLC Taxi Accidents	1,118 (Dec 2021)	15
Total Black Car Accidents	930 (one month)	15
Accidents with Severe Injuries (Total TLC)	461 (one month)	15
Black Car Accidents with Severe Injuries	402 (one month)	15
Black Car Fatal Collisions	5 (May-June)	16
Increase in Ridesharing Collisions	>300% (July 2014-June 2016)	16
Bicyclist Fatalities (First 7 months 2015 vs. 2016)	6 vs. 15 (250% increase)	16

This table provides empirical evidence supporting the claim of heightened risks associated with TLC-licensed vehicles. By quantifying the number of crashes and severe injuries, it highlights the real-world impact of these vehicles on public safety. This data directly counters any implicit argument that accidents are rare or minor, thus strengthening the case for maintaining higher insurance coverage and underscoring the necessity of adequate victim compensation in a high-risk urban environment.

#### 4.4. Contradiction of TLC's Stated Goals and Historical Precedent



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TLC's own historical rationale for its insurance requirements. The Commission's decision in the late 1990s to adopt \$200,000 coverage was explicitly part of a "broader effort to address safety in the for-hire industry".<sup>1</sup> This higher standard was justified by the recognition that TLC-licensed vehicles are "largely used as full-time for-hire vehicles," necessitating greater protection for the public.<sup>1</sup> The conditions that necessitated this higher coverage—namely, the extensive operation of for-hire vehicles in a high-risk urban environment and their documented involvement in frequent and severe accidents—remain entirely valid today. In some respects, such as the increase in ridesharing vehicle collisions and bicyclist fatalities, these risks have intensified.<sup>16</sup> The proposed reduction, therefore, abandons a sound, safety-driven precedent without any apparent change in the underlying conditions that originally necessitated it.

It is crucial to reiterate that Local Law 90 of 2025 merely *authorizes* the TLC to set coverage up to 200% of the state minimum (\$100,000); it does *not mandate* a reduction from existing higher levels.<sup>1</sup> The TLC's decision to reduce the coverage is thus a deliberate policy choice, not a legal obligation. This choice directly contradicts their own prior assessment of "appropriate" coverage for the industry's unique risks and appears to leverage the new law to justify a reduction that is not in the public's best interest.

There also appears to be a philosophical inconsistency in New York's broader approach to liability coverage for public-facing roles. While the state legislature is considering *increasing* liability requirements to \$200,000 for police officers (Senate Bill S6093) to cover civil rights violations, aiming to ensure accountability and reduce taxpayer burden for misconduct, the TLC is simultaneously *reducing* coverage for for-hire vehicles.<sup>20</sup> This presents a clear double standard where financial accountability for injuries caused by one public service is being strengthened, while for another (TLC vehicles), it is being weakened, despite both involving significant public interaction and inherent risk. This disparity suggests a lack of coherent policy across public safety sectors.

By reducing coverage under the guise of aligning with a new law, while simultaneously contradicting its own historical rationale, failing to meet its stated goal of "adequate compensation," and acting inconsistently with other public safety liability trends, the TLC risks eroding public trust and undermining its regulatory integrity. This policy shift suggests a prioritization of unstated factors—potentially industry costs or administrative simplification—over the explicit and demonstrated needs of public safety and victim welfare, which were previously the bedrock of their higher insurance requirements. The decision to lower the standard, despite the continued validity of the original reasons for higher coverage and the clear inadequacy of the proposed amount for severe injuries, raises questions about the Commission's commitment to its foundational public protection mandate.

## 5. Recommendations: Maintaining and Strengthening Coverage for Public



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insurance coverage for TLC-licensed vehicles from \$200,000 to \$100,000 per person. This reduction is demonstrably detrimental to public safety and the financial well-being of accident victims.

- **Maintain Current Coverage:** The current \$200,000 personal injury insurance coverage should be maintained. This level of coverage represents a more appropriate and historically justified standard of protection for the public, given the inherent risks of full-time for-hire vehicle operations in New York City's dense urban environment. It provides a more realistic buffer against the escalating costs of medical treatment and rehabilitation for severe injuries.
- **Consider Increasing Coverage:** Given the continuously escalating costs of medical care, rehabilitation, and long-term care for severe and catastrophic injuries in New York City, and the significant financial burdens placed on severely injured victims, the TLC should actively explore options to *increase* personal injury coverage beyond the current \$200,000.<sup>3</sup> This proactive approach would ensure that insurance requirements are truly aligned with the actual costs of catastrophic injuries and account for inflation, thereby providing genuinely adequate and timely compensation to those in need.
- **Suggestions for Alternative Approaches to Address Concerns:** If the underlying motivation for the proposed reduction is related to concerns about insurance premiums for drivers or companies—a factor not explicitly stated in the TLC's rationale but often implied in such policy changes—the TLC should explore alternative solutions that do not compromise public safety and victim compensation. Such alternatives could include:
  - **Investigating Premium Structures:** Conducting a comprehensive investigation into premium structures and market dynamics within the for-hire insurance industry to identify ways to support drivers and companies without reducing vital coverage.
  - **Advocating for State-Level Reforms:** Advocating for state-level reforms or subsidies that balance affordability for drivers with robust consumer protection, ensuring that the burden of safety is not disproportionately shifted to accident victims.
  - **Implementing Enhanced Safety Measures:** Focusing on implementing additional safety measures, enhanced driver training programs, and stricter enforcement of traffic laws. By actively working to reduce accident frequency and severity, the TLC could potentially influence insurance premiums positively over time without resorting to a reduction in crucial coverage.<sup>15</sup>

Instead of merely reacting to a new law (Local Law 90 of 2025) by reducing coverage to its maximum allowance, the TLC should adopt a proactive stance that continuously assesses the actual costs of injuries, the evolving risks of urban transportation, and the real-world needs of accident victims. This approach would ensure that insurance requirements genuinely reflect the needs of accident victims and contribute to overall public safety, rather than simply meeting a new, lower statutory threshold. The ultimate goal should be optimal public protection, not minimal compliance with a new law that, by its very nature, sets a ceiling rather than dictating a floor for



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The proposed reduction in personal injury insurance coverage for TLC-licensed vehicles from \$200,000 to \$100,000 is a misguided policy that carries severe negative consequences for the residents and visitors of New York City. The analysis presented herein demonstrates that this proposal fails to account for the exorbitant and ever-increasing costs associated with severe injuries, thereby placing an undue and often catastrophic financial burden on victims. It disregards the inherent and, in some cases, escalating risks of operating for-hire vehicles within New York City's dense and complex urban environment. Furthermore, the proposal directly contradicts the TLC's own historical commitment to public safety, a commitment that previously justified maintaining higher insurance requirements. The Commission's stated rationale for this reduction, asserting "quick and adequate compensation," is demonstrably false when confronted with the realities of accident costs and the comprehensive needs of injured individuals.

The TLC must uphold its fundamental responsibility to protect the public. Prioritizing the financial security and the rapid, adequate compensation of all road users—including drivers, passengers, pedestrians, and cyclists—must take precedence over any perceived benefits of reducing critical insurance coverage. This decision is a policy choice that can and must be reversed.

We urge the Taxi and Limousine Commission to attentively consider the profound impact this change will have on those who are most vulnerable: the accident victims. By maintaining, and ideally strengthening, the current insurance requirements, the TLC can reaffirm its unwavering commitment to the safety and well-being of all New Yorkers. This action would ensure that those injured in for-hire vehicle accidents receive the comprehensive and timely support they desperately need for their recovery, mitigating the long-term societal costs that arise when individuals are left financially devastated by injuries that could have been adequately covered.

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