Transit Street Design Guide

National Association of City Transportation Officials

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Transit Street Design Guide

NACTO

National Association of City Transportation Officials

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NACTO National Association of City Transportation Officials

ABOUT NACTO

The National Association of City Transportation Officials is a 501(c)(3) nonprofit association that represents large cities on transportation issues of local, regional, and national significance. NACTO views the transportation departments of major cities as effective and necessary partners in regional and national transportation efforts and promotes their interests in federal decision making. The organization facilitates the exchange of transportation ideas, insights, and best practices among large cities, while fostering a cooperative approach to key issues facing cities and metropolitan areas. As a coalition of city transportation departments, NACTO is committed to raising the state of practice for street design and transportation by building a common vision, sharing data, peer-to-peer exchange in workshops and conferences, and regular communication among member cities.

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TransitCenter

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Foreword

Transit and cities grow together. As cities strive to become more compact, sustainable, and healthy, their work is paying dividends: in 2014, Americans took 10.8 billion trips on public transit, a stunning reversal of 20th century trends and the highest ridership since the dawn of the freeway era. The growing vitality of cities is bringing more and more people to our bus and rail networks, at the same time that the explosive growth of bicycling and walking has demonstrated the urgent priority of designing streets as public spaces.

This is a thrilling opportunity and a big challenge. Simply put, our critical transit lines and streets need to move more people without more space, and technology alone isn't going to balance that equation. Neither will highways that treat transit and its riders as an afterthought at best. We have to change the purpose of the street—from traffic alone to active modes, from moving machines to moving people. The NACTO *Transit Street Design Guide* is part of this movement of cities to put people and transit right where they belong, at the heart of city street design. It's about a shift in mindset and recognizing priorities.

Cities are rising to the challenge. From Seattle's RapidRide to Houston's New Bus Network, from the Los Angeles Metro Rapid to Toronto's Queen's Quay, we're seeing renewed attention and investment in transit and streets together. City leaders are pushing forward because they want to create the kinds of healthy, active neighborhoods and downtowns that residents increasingly demand, and that wouldn't be possible without excellent transit systems that take people where they need to, when they need to.

Some of this is simple math: allocating scarce space to transit instead of private automobiles greatly expands the number of people a street can move. But bringing these changes to complex city streets takes a lot more than good intentions. Cities need to know how to manage streets to keep transit moving. Street design and everyday engineering and design decisions made by cities, from how signals are timed to how long a bus stop will be, can dramatically change how transit works and how people use it. Transit service can be smarter, too: fewer stops means faster trips, and a chance to upgrade stops into comfortable, sustainable places to do more than just wait. Some of the finest public spaces in the world are transit streets, because transit does so much more with so much less space than any other mode. So it's not just about making city streets into convenient places to ride, but also great places to arrive. Paying attention to the public realm and pedestrian space is what distinguishes good transit streets from great ones.

The *Transit Street Design Guide* arrives at a critical moment. Since the NACTO *Urban Street Design Guide* and *Urban Bikeway Design Guide* were first published a few short years ago, a design revolution has taken hold in cities around the world. More and more cities are reimagining their streets, replacing outdated highway-based practices with fresh ideas that prioritize people and the quality of their lives. The immense popularity of walkable urban places, built in part on transit investments over decades, has helped lay the groundwork for a new paradigm in how we think about streets.

Now the cities at the forefront of this movement are bringing their attention to transit as a core function of the street. The *Transit Street Design Guide* forges a much-needed link between transit service providers and city transportation departments. Through the National Association of City Transportation Officials, leaders from around the country have brought together innovative ideas in street design with the best service practices in transit, to create a new blueprint for transit streets in cities. This guide is the result of a professional collaboration between transit planners and street designers, city traffic engineers and project managers—people who understand and care how public transportation works in and for a city.

I know firsthand how important it is to bring together the professionals and policies that affect transit. We're fortunate that the SFMTA is responsible for both transit and streets. We know that the day-to-day operational decisions about streets can keep transit rolling—or grind it to a halt. So our transit service planners sit right next to the engineers and designers responsible for our key transit streets. That's made it possible to do great things at the fast pace of a busy city, even when the design solutions take real work.

Here in San Francisco, our Muni Forward program has brought together smarter operations and on-street priority to make the whole transit system work better. That means rolling out the red carpet of dedicated transit lanes, for buses and light rail alike. It means investing in stops to create boarding islands and bulbs that give space to transit vehicles, passengers, and people on bikes all at the same time. Ultimately, it means saving time, and that means more transit service on the street.

We're creating a Rapid Network of both bus and rail lines with frequent service spanning the entire city, and upgrading the country's premier transit street in the Better Market Street project. Muni also has the distinction of being the first big transit system in the country with universal all-door boarding on both buses and rail, reducing the amount of time spent boarding by 38%. There's less waiting, less fare evasion, less crowding at the front, and faster trips for everyone. San Francisco is a transit-first city, but these are techniques that every city can use to make their streets and transit work better together.

We have a lot riding on this: every day, the streets of San Francisco move hundreds of thousands of people in buses, light rail vehicles, historic streetcars, and, of course, cable cars, in one of the biggest municipally-operated transit systems in the world. So we have to manage our streets in a way that supports transit, regardless of the type of transit vehicle or mode that serves it.

With this guide, cities around the country and around the world have a new resource illustrating how streets of every size can be shaped to create great transit streets. Transit streets are an indispensable part of the movement among cities to make their streets into places, and the *Transit Street Design Guide* gives us the tools we need to design for any mode of transit on streets in cities.

Ed Reiskin
NACTO President Emeritus (2014–2015)
Director, San Francisco Municipal Transportation Agency

South Jackson Street, **SEATTLE, WA**

About the Guide

The *Transit Street Design Guide* sets a new vision for how cities can harness the immense potential of transit to create active and efficient streets in neighborhoods and downtowns alike. Building on the *Urban Street Design Guide* and *Urban Bikeway Design Guide*, the *Transit Street Design Guide* details how reliable public transportation depends on a commitment to transit at every level of design. Developed through a new peer network of NACTO members and transit agency partners, the Guide provides street transportation departments, transit operating agencies, leaders, and practitioners with the tools to actively prioritize transit on the street.

Using the Guide

PURPOSE AND ORIGIN

The *Transit Street Design Guide* provides design guidance for the development of transit facilities on city streets, and for the design and engineering of city streets to prioritize transit, improve transit service quality, and support other goals related to transit. The guide has been developed on the basis of other design guidance, as well as city case studies, best practices in urban environments, research and evaluation of existing designs, and professional consensus. These sources, as well as the specific designs and elements included in the guide, are based on North American street design practice.

STRUCTURE & GUIDANCE TYPES

The contents of the *Transit Street Design Guide* are presented in a non-linear fashion, suitable for reference during the design process. Internal cross-references, a list of further resources by topic, and endnotes are provided to assist the reader in developing a deep understanding of the subject. The *Transit Streets* chapter incorporates elements presented in greater depth throughout the guide, with *Elements* sections providing the greatest level of detail.

Some sections of the guide include a **CONTEXT** or **APPLICATION** discussion. The specific applications are provided for reference, and include common existing uses, rather than an exhaustive or exclusive list of all potential uses.

For most topics and treatments in this guide, the reader will find three levels of guidance:

- **CRITICAL** features are elements for which there is a strong consensus of absolute necessity.
- **RECOMMENDED** features are elements for which there is a strong consensus of added value. Most dimensions and other parameters that may vary, as well as accommodations that are desirable but not universally feasible, are included in this section to provide some degree of flexibility.
- **OPTIONAL** features are elements that may vary across cities and may add value, depending on the situation.

Note: Certain sections contain a only general **DISCUSSION** section and have no **CRITICAL**, **RECOMMENDED**, or **OPTIONAL** points.

Key points on renderings are highlighted in yellow. Highlights refer to either the treatment or topic being discussed or the main idea of the image shown.

Dimension guidance is sometimes presented in multiple levels within the guide, to be applied based on the specific needs and constraints of real streets on a case-by-case basis.

- **MINIMUM DIMENSIONS** are presented for use in geometrically constrained conditions. Lanes or other elements that use minimum dimensions will typically not provide a comfortable operating space for relevant users over long distances. Nonetheless, minimum dimensions often allow dedicated transit and other facilities to be constructed where space constraints and competing uses are present, especially when seeking to provide a balanced cross-section in a retrofit of existing streets.
- **DESIRED MINIMUM DIMENSIONS** provide basic operating spaces in normal operational conditions. Larger dimensions are generally encouraged and can have comfort, operational, or other performance benefits. In other respects, desired minimum dimensions are similar to the lower end of recommended dimensions.
- **RECOMMENDED DIMENSIONS** provide for comfortable operations in many common conditions. Where a range of dimensions is provided, choose a dimension based on location, context, local experience. In some cases, such as turn radii and mixed-traffic lane widths, larger than recommended dimensions are less safe. However, if presented with factors not considered in the guidance, smaller or larger dimensions may perform better than recommended dimensions.
- **MAXIMUM DIMENSIONS**, if exceeded, may result in undesirable uses, such as overly high speeds or disallowed passing maneuvers.

GUIDE CONTEXT

Underlying assumptions are discussed here and in specific sections of the guide.

Transit service operates across the full spectrum of built environments and rights-of-way, with bus and rail vehicles of a variety of sizes and configurations. "Transit" and "public transportation" refer to transportation services on fixed routes intended to move many people at once, with multiple origins and destinations, and open to any paying passenger. Both publicly and privately owned operators exist for these services.

The guide assumes a variety of conditions for transit. Importantly, pre-existing streets are assumed to accommodate but not always prioritize the presence of transit vehicles, their passengers, and people walking. These modes, as well as bicycles, taxis, private motor vehicles, trucks, and emergency vehicles are assumed to exist in varying numbers by context. Design typologies and elements included in the guide assume the presence of these modes, as well as specific conditions such as on-street parking or loading, some driveways, and a moderate to high volume of movement on foot or on bicycle. Sidewalks and pedestrian crossings are assumed to exist in some form in all cases.

This guide is aimed at filling the gap that exists in transit street design guidance for city street conditions. However, most of the elements and concepts covered in the guide are applicable to streets typically found in lower-density urbanized areas, including streets with frequent or large driveways, no on-street parking, and higher traffic speeds. Many urban areas with primarily non-urban existing street design can be addressed through the application of this guide, in combination with the NACTO *Urban Street Design Guide* and other guidance.

Nearly all transit vehicles can be deployed on each of the transit street types presented, in a wide variety of service patterns. With a few exceptions, vehicle type and size as well as service frequency or demand are treated as inputs in street design, and street configurations are not intended here to prescribe vehicle types. Transit street types, facility types, and service types are not inherently linked to specific vehicles. Several designs in the guide are based on existing conditions whose best North American examples are associated with a specific vehicle type, but even these examples are not meant to prescribe the use of specific vehicles for specific designs.

This guide does not address transit design on controlled-access freeway facilities or grade-separated rights-of-way, or stations on off-street lots. Readers are referred to the TCQSM and the AASHTO ***Guide for Geometric Design of Transit Facilities on Highways and Streets*** for transitway design in controlled-access conditions.

For complementary information on safely designing streets for walking and bicycling, readers are referred to the NACTO ***Urban Street Design Guide***, NACTO ***Urban Bikeway Design Guide***, and other guidance. NACTO design guides may be accessed online at http://nacto.org.

The treatments and topics discussed in this guide must be tailored to individual situations and contexts. NACTO encourages good engineering judgment in all cases. Decisions should be thoroughly documented. To assist with this, this guide links to references and cites relevant materials and studies.

RELATION TO OTHER GUIDANCE

Several major national guidance documents exist that are relevant to transit and street design in ways that overlap with the NACTO *Transit Street Design Guide*.

As a national document in the United States adopted and modified by individual states, the ***Manual for Uniform Traffic Control Devices*** (MUTCD) has a special significance in street engineering and design guidance. In instances where a particular sign, signal, or marking should be used, the guide highlights its specific reference in the MUTCD. Geometric design features, such as vertical and horizontal elements that create exclusive transit, bike, or pedestrian facilities, are not traffic control devices.

The vast majority of design elements included in the guide are consistent with MUTCD standards. Some specific signal, markings, and signage elements described in the guide have been developed or adopted in the years since the last major revision of the MUTCD. Since the status of these treatments may change in pending revisions to the MUTCD, this guide does not specify the status of each item in each place where it is used. Several included signage, markings, and signal elements have received interim approval for inclusion in the next edition of the MUTCD and do not involve experimentation. Several other important design elements in widespread use in the United States are available through experimentation as of the publication of this guide. These include red/terra cotta colored transit lanes, bus-only transit signals and displays, bike boxes and two-stage turn queue boxes. NACTO strongly encourages the use of the Federal Highway Administration's (FHWA) MUTCD experimentation process for new or innovative traffic control devices, an important method of expanding the options available to designers and engineers.

The ***Transit Capacity and Quality of Service Manual***, *3rd Edition* (TCQSM) is assumed to be the basis of most service decisions, and is a foundational tool for understanding transit passenger service needs and outcomes.

Specific standards in the ***Americans with Disabilities Act Accessibility Guidelines*** (ADAAG)—developed by the US Access Board, adopted by the US Department of Justice and Department of Transportation—are cited where applicable to transit facilities.

The U.S. Access Board's ***Public Rights-Of-Way Accessibility Guidelines*** (PROWAG)—proposed in 2011 and under consideration for adoption as US Federal standard as of publication — includes detailed accessibility guidance developed specifically for streets. These proposed rules differ from the ADAAG, and are cited where applicable.

Many transit operators have developed transit stop criteria and station siting or equipment criteria, often connected with a transit service manual. Many cities have developed local street design guidance that discusses transit stop design in the context of street design, including bikeway design. NACTO references materials from a selection of these guides and urges municipalities to use the *Transit Street Design Guide* as a basis for creating or updating local standards.

1. Introduction

2 *Key Principles*

4 **Why Transit Streets Matter**

5 *Designing to Move People*

6 *Reliability Matters*

9 **Service Context**

10 *Transit Route Types*

12 *Transit Frequency & Volume*

Transit is returning to its central place in the life of cities. With more people using buses, streetcars, and light rail than ever before, our street design paradigm is shifting to give transit the space it deserves. People are choosing to live, work, and play in walkable neighborhoods, and cities are prioritizing highly productive modes like transit as the key to efficient, sustainable mobility for growing urban populations. Transit agencies and street departments are working together to create streets that not only keep buses and streetcars moving, but are great places to be. Cities are extending light rail systems, investing in streetcar lines, and creating new rapid bus lines at a stunning pace, with ridership growing even faster in city centers. Transit agencies are rethinking their networks to serve neighborhoods at a high level all day, not just at commute times, while bike share and active transportation networks make it even easier to not only reduce driving, but to avoid the expense of owning a car.

At the heart of these changes is the need for cities to grow without slowing down. Transit is a key that unlocks street space, bringing new opportunities to create streets that can move tremendous numbers of people and be enjoyed as public spaces at the same time.

Cities around the country and around the world are finding new ways to create these places. To codify and advance best practices in transit design, the National Association of City Transportation Officials has brought together practitioners and leaders from the transit and street sectors to develop the *Transit Street Design Guide.* This new framework for designing transit corridors as public spaces will help cities and their residents work together to create the streets that are the foundation of a vibrant urban future.

Key Principles

BETTER STREETS, BETTER SERVICE

Making transit work in cities means raising the level of design across the entire street network. Cities can take the lead on transit, creating dedicated lanes and transitways, designing comfortable stops and stations, and coordinating action with transit agencies on intersections and signals.

Transit-first street design also means treating walking as the foundation of the transportation system. Ultimately, the efficiency of transit creates room for public space, biking and walking networks, and green infrastructure—allowing cities to remake their streets as safer, more sustainable public spaces.

TRANSIT CREATES URBAN PLACES

Cities and transit are deeply linked. In vibrant, bustling cities, people are on the move, and transit plays an indispensable role in keeping them moving. Walkable urban places have a critical mass of people and activities that support and rely on transit to connect them to other places. Cities can strengthen this synergy by creating transit streets: places that move people.

With the majority of US residents preferring walkable, bikeable urban environments,[1] the value of better transit accrues not only to existing transit passengers and newly attracted ones, but to people who will decide where to live and start businesses—in which neighborhood, city, or region—based on the availability of transit-served walkable neighborhoods. These location decisions affect the competitiveness of the entire metropolitan area and justify transit-first policies in street design and investment.

A MOBILITY SERVICE FOR THE WHOLE CITY

Making it possible to quickly and reliably go anywhere by transit is a way for cities to significantly improve quality of life. A transit system designed as a mobility service focuses on its value to the rider, providing prompt, seamless, and safe connections to where people want and need to go. A public transit-based mobility system, open to people of all ages and abilities, is fundamentally more equitable than one based primarily on private vehicles.

A crucial complement to the transit network is a suite of flexible, convenient, and affordable mobility choices—walking, bicycling, shared mobility, and on-demand rides—that, together with fixed-route transit, allow residents to avoid the costs of car ownership and make proactive decisions about each trip they take.

GROWTH WITHOUT CONGESTION

Transit streets allow growth in economic activity and developmental density without growth in traffic congestion by serving more people in less space. Transit is most productive for a city and most effective for riders when a large number of people want to travel along one street, but these types of streets are inherently prone to automobile congestion, with unreliable travel times when the most people need to travel.

Streets designed for rapid transit reverse this equation, making transit trips fastest on streets with high travel demand, where frequency is greatest. A public transit-based mobility system benefits everyone in a city, whether or not they choose to ride transit, as people using transit and private vehicles alike can access more destinations in the same amount of time after transit has been improved and density increased.

SAFE MOVEMENT AT A LARGE SCALE

With transit's order-of-magnitude safety advantage over private automobiles, promoting transit is integral to policies that seek sustained improvements in pedestrian, bicyclist, and vehicle occupant safety. Transit mode share and transit-supportive infrastructure are directly correlated to lower traffic fatality rates.[2]

Improving transit does not mean creating speedways, since higher top speeds have little benefit for transit on city streets. Transit streets designed with people in mind are safe places to walk and bike, and transit improvements go hand in hand with better pedestrian access, safer crossings, and more enjoyable public space.

PERMANENT ECONOMIC BENEFITS

Transit streets save both time and money, making frequent service into a financially sustainable proposition and setting off a virtuous cycle of more riders, more service, and more street space for people. Beyond the well-documented local economic benefits of transit-friendly street design, savings are accrued by transit agencies, which can provide mobility to more people at a lower cost, as well as to passengers who can access more destinations faster. And since transit supports higher-value, more compact development, it is a more fiscally sustainable investment than highway infrastructure. These savings are good for businesses and residents along a transit corridor and far beyond.

Powell Street, **SAN FRANCISCO, CA**

Why Transit Streets Matter

High-quality transit allows a city to grow without slowing down. When prioritized, transit has the potential to stem the growth of vehicle congestion, provide environmentally efficient and responsible transportation, and reduce both personal mobility expenses and overall public infrastructure expenses. And transit that can be relied on makes it possible to build walkable urban places—the kinds of places that city residents increasingly demand.

Accomplishing all of this requires that cities set priorities and make investments, both in transit service itself and in the streets on which transit operates. Much of the transit street design challenge lies in aligning the priorities and demands of city departments with those of transit operators, and in demonstrating the value of investments and dedicated street space to city residents and leaders. Balancing multiple modes in a limited right-of-way calls for a considered approach, with short-term successes building to long-term gains.

Designing to Move People

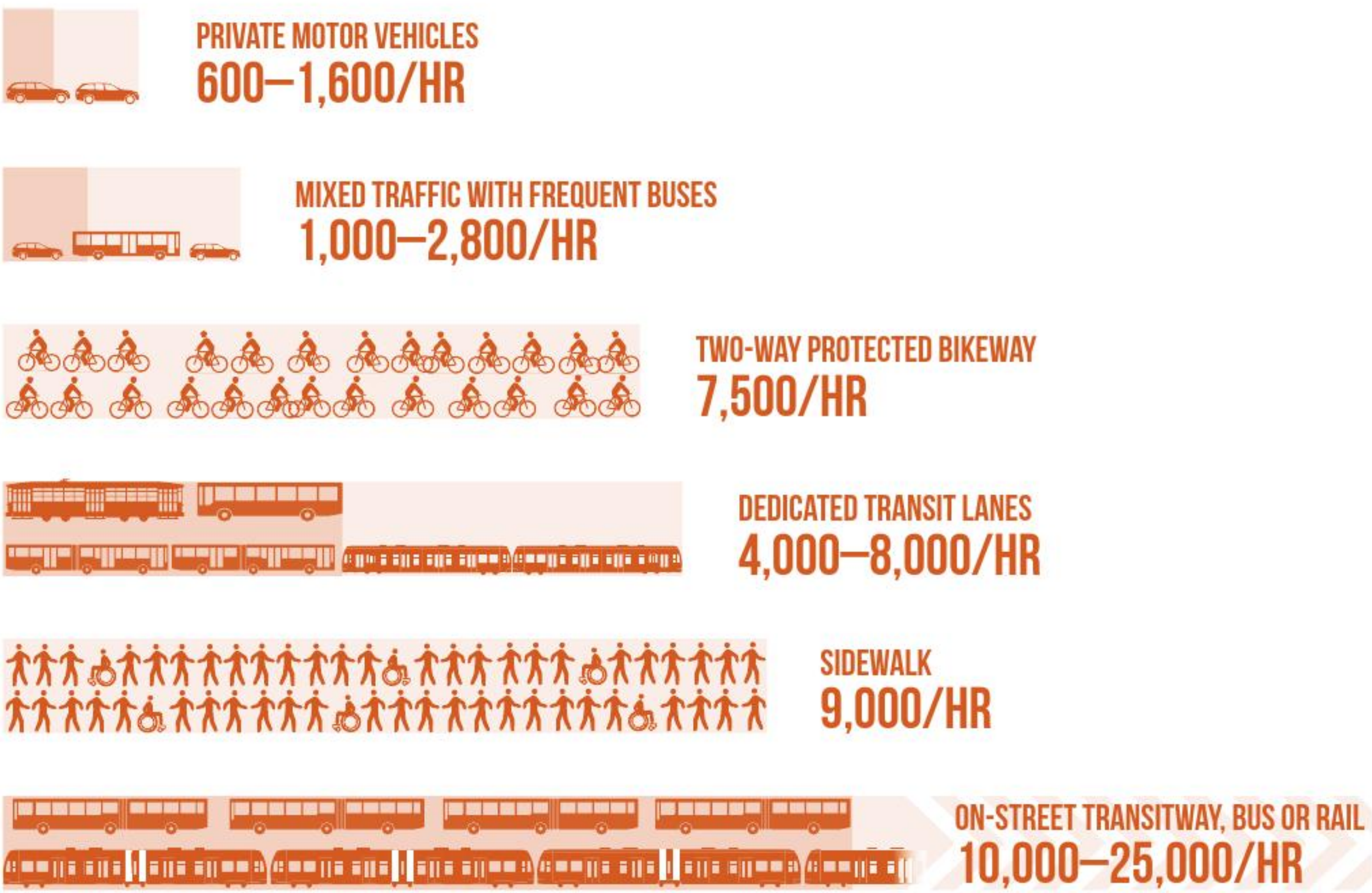
Transit streets are designed to move people, and should be evaluated in part by their ability to do so. Whether in dense urban cores, on conventional arterials, or along neighborhood spines, transit is the most spatially efficient mode.

Traditional volume measures fail to account for the entirety of functions taking place on urban streets, as well as the social, cultural, and economic activities served by transit, walking, and bicycling. Shifting trips to more efficient travel modes is essential to upgrading the performance of limited street space.

Using person throughput as a primary measure relates the design of a transit street to broader mode shift goals.

While street performance is conventionally measured based on vehicle traffic throughput and speed, measuring the number of people moved on a street—its person throughput and capacity—presents a more complete picture of how a city's residents and visitors get around. Whether making daily commutes or discretionary trips, city residents will choose the mode that is reliable, convenient, and comfortable.

Transit has the highest capacity for moving people in a constrained space. Where a single travel lane of private vehicle traffic on an urban street might move 600 to 1,600 people per hour (assuming one to two passengers per vehicle and 600 to 800 vehicles per hour),[3] a dedicated bus lane can carry up to 8,000 passengers per hour. A transitway lane can serve up to 25,000 people per hour per travel direction.[4]



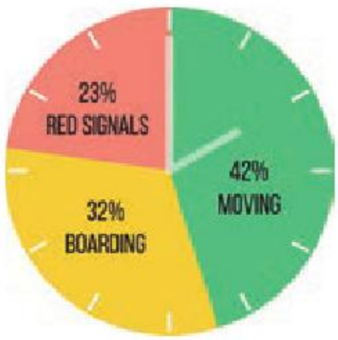
The capacity of a single 10-foot lane (or equivalent width) by mode at peak conditions with normal operations.[5]

Reliability Matters

Unlocking the enormous potential of transit requires active measures to make trips take less time. To achieve this, the *Transit Street Design Guide* details street design strategies to improve transit reliability and reduce overall travel times.

Transit service that is reliable and efficient brings value to people and cities, but slow and inconsistent service will discourage passengers and jeopardize local benefits. If a trip takes significantly longer by transit than by other modes, or if actual trip time ranges so widely as to be unpredictable, people may choose not to take transit and cities will miss out on opportunities to reduce congestion and spur development.

For urban transit, getting to a destination faster means removing sources of delay rather than raising top travel speeds. The most significant sources of transit delay are related to both street design and transit operations, calling for coordinated action by transit and street authorities.



MINNEAPOLIS, MN: In the Twin Cities, the transit agency estimates that the majority of transit runtimes on a major corridor are when transit vehicles are not moving. (Source: Metro Transit).

NEW YORK, NY: After implementing a series of street and service improvements including all-door boarding and dedicated lanes on First and Second Avenues, New York's Metropolitan Transportation Authority and Department of Transportation observed substantial travel time improvements on the M15 Select Bus Service compared with the previous M15 Limited service. (Source: NYC DOT).

TRAFFIC & INTERSECTION DELAY

In mixed traffic, transit is limited by prevailing traffic conditions, and will be delayed by all the factors that delay the cars it shares space with. Time spent waiting for signals or slowing for stop signs, known as intersection delay or traffic control delay, increases as traffic volume nears the capacity of the street, and as cross streets are more frequent or reach their own capacity. Providing transit lanes (see page 110) and using signal strategies (see page 149) can help cut travel times by half, with the greatest benefits made available by using transitways (see page 126). While these levels of priority stop short of grade-separated facilities, they can be the foundation of every city's transit design toolbox, and are inherently adaptable to a variety of street conditions.

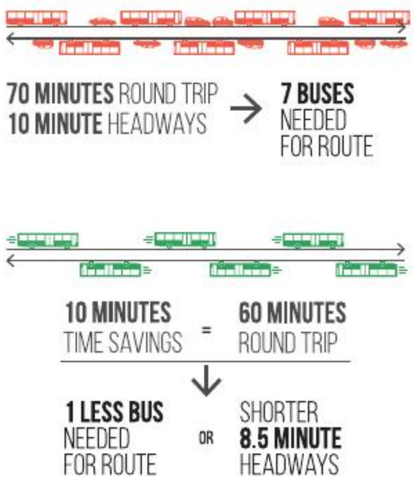
While signal delay is relatively easy to address through active TSP if traffic queues are short, signals with long or variable queues can add up to very long delays for buses and streetcars in mixed-traffic conditions. Time spent slowly approaching red signals or stop signs in heavy traffic can also contribute to overall delay.

Unreliable travel times are a major issue for transit operations because short delays can quickly snowball as more passengers try to board a late-arriving vehicle. Missing one green signal can cause a bus or streetcar to fall behind enough to delay the transit vehicle behind it.[6]

DWELL TIME

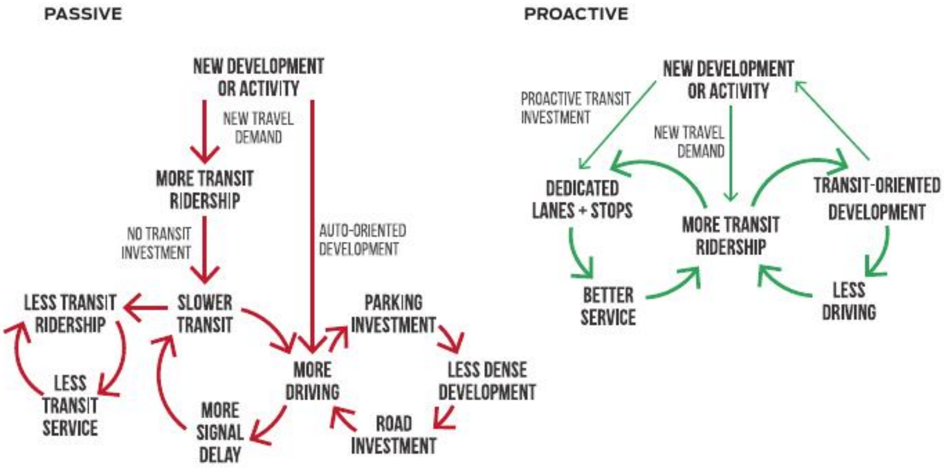
Dwell time related to passenger boarding and payment is a large component of total travel time on productive routes, especially in downtowns and destination areas. Level or near-level boarding (see page 64), multi-door boarding and advanced payment options (see page 182), and better passenger information can cut dwell time in half or more. Stop consolidation also reduces the amount of time spent dwelling at stops.[7]

Savings from Transit Improvements



Example of operational savings from transit improvements.

Responding to development



Examples of the compounding benefits from responding proactively to development through transit investment (right), and the compounding issues from auto-oriented development without transit investment (left).[8]

TIME IN MOTION: ACCELERATION, MERGING, AND ROUTE DIVERGENCE

Acceleration, deceleration, and door operation time approaching or leaving a stop can add 15–30 or more seconds per stop. Consolidating from stops to stations (see page 181) and introducing rapid services (see page 10) can dramatically reduce this time expenditure.

For buses in particular, merging into or re-entering the flow of general traffic after a conventional curbside pull-out stop is a perennial source of delay. Reduce this delay by providing in-lane stops and stop-related signal treatments (see *Signals & Operations* on page 149, and *Stop Placement & Intersection Configuration* on page 60), or by enforcing a yield-to-bus law.

Circuitous routes and turns can be time consuming for transit operators and confusing for passengers, often adding significantly to travel time. Keeping transit lines simple and direct serves to minimize this delay, improving transit travel times. While this may increase the time spent walking to a stop, it can benefit overall trip times. Evaluate any changes based on a walking network model and transit travel times.

PASSENGER ACCESS AND WAIT TIME

In addition to on-board transit time, a passenger's trip time also includes time spent walking to a stop, waiting for transit to arrive, making any transfers, and accessing a destination. Since passengers place 2.5 times more value on a shorter wait than on a shorter amount of time spent in motion or a shorter walk to transit, a small improvement in wait time can provide a larger benefit to passengers and a greater boost to ridership than a similar improvement in speed.[9]

Reliability affects how passengers perceive wait times. If wait time and travel time vary significantly, or are routinely much longer than the scheduled time, passengers build this time into their trips, and transit becomes less useful for them.

Transit and street design can make wait time valuable to passengers by providing comfortable waiting areas at stops (see *Stations & Stops*, page 57), by providing real-time information to reduce start-of-trip wait times, and by reducing the time needed for transfers through network design (see *Transit System Strategies*, page 175). Quality urban street design can make walking to a transit stop a positive feature of transit trips.

UNLOCKING OPERATIONAL EFFICIENCIES

Addressing the main sources of transit delay has two related benefits. It shortens door-to-door time for a passenger trip, improving the competitiveness of transit. It also reduces the time and cost of each transit vehicle's run, enabling a transit agency to provide more frequent service to each stop with the same number of vehicles and drivers. In this context a small travel time savings is a large cost savings.

Buses in mixed traffic are susceptible to a downward service spiral, in which increased congestion—exacerbated over the long term by designing streets primarily to accommodate private motor vehicles—results in lower ridership and revenue, resulting in service cuts and lower ridership and revenue.

This cycle can be reversed by improving on-street transit travel times. Shorter travel time allows transit operators to run more frequent service, with more runs per hour using the same number of vehicles and drivers. Greater frequency and shorter trip time yields higher ridership, raising revenue and permitting still greater service frequency.

For detailed information and analysis of transit delay, see the Transit Capacity and Quality of Service Manual, 3rd Edition.

16th Street, **DENVER, CO**

Service Context

Different transit services call for different facilities. While street design practice has historically focused on motor vehicle movement and has treated transit capacity as primarily influenced by stop design, street design processes are increasingly recognizing that key transit lines—those with higher ridership, higher frequency, and more potential for growth—both need and justify greater accommodation than lower-ridership routes.

Designing for the type and frequency of transit service on a street means providing transit with priority treatments and the space necessary to perform at a high level. Whether a route uses bus, light rail, or streetcar, service decisions in an urban transit network are made based on a complex combination of capacity, reliability, comfort, and the need to accommodate passengers in a network. Some projects involve a simultaneous change in transit service on a street along with transit prioritization or streetscape investments, but all street design projects have a service context.

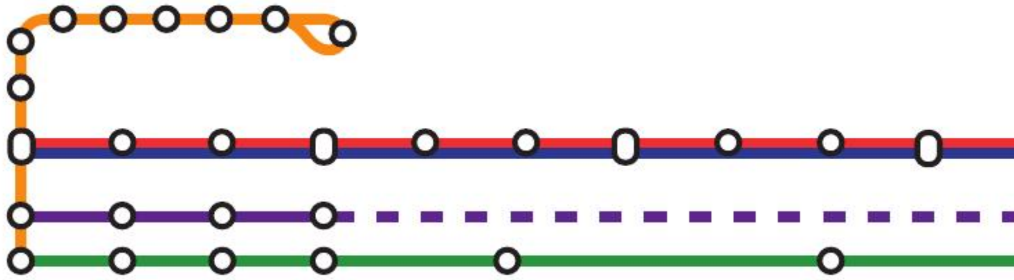
This section provides designers and planners with a basis of discussion of the needs of transit, by linking specific design elements and comprehensive street designs, found later in the *Guide*, with concepts of transit service frequency and the type of transit route supported by a street.

Transit Route Types

Different streets, neighborhoods, and cities have different transportation needs, and a wide range of service types are available to meet them. Likewise, service can be complemented by a range of design elements depending on service needs and street context.

When prioritizing street investments, differentiate between "structural" and "non-structural" transit routes. Structural routes form the bones of the transit network, and yield the greatest results from upgrades. Non-structural routes serve to fill gaps in the transit network.

Robust evidence-based service planning using realistic data can identify new service and growth opportunities, especially opportunities to add rapid routes. These can be supported by street design to create broader transit benefits.



DOWNTOWN LOCAL

Downtown local routes, often frequent, serve an area with a very high demand for short trips and are sometimes operated by a city transportation department or civic group. Unlike conventional loop circulators, downtown locals provide a core transit function for short distances, sometimes parallel to longer local or rapid routes. If planned to complement rather than compete with other structural routes, they can become a permanent feature of the city.

APPLICATION

Downtown locals can be used to connect a high-capacity node (such as a commuter rail terminal) with a broader destination area.

Downtown locals provide extra capacity where dense residential areas are close to major employment or education centers.

Complementary designs:*

- In-lane stops
- Transit lanes

*Complementary Designs are detailed in Chapters 4 *(Lane Elements)*, 5 (*Stop Typologies*), 6 (*Stop Elements*), and 7 *(Intersection Strategies)*.

SERVICE DETAILS

- Stop Frequency: 4 or more per mile.
- Service Area: Compact, dense.

LOCAL

Local routes, whether served by bus or rail, are the basic building blocks of urban transit. Local service must balance access—usually considered in terms of stop frequency—with speed. For passengers and operators alike, reliability is often more important than running time. To be effective, local service must be as direct as possible. Deviating from a direct route to serve areas of relatively low ridership will degrade the quality of service.

APPLICATION

Appropriate for all urban contexts, local service serves trips within and between neighborhoods, downtowns, and other hubs.

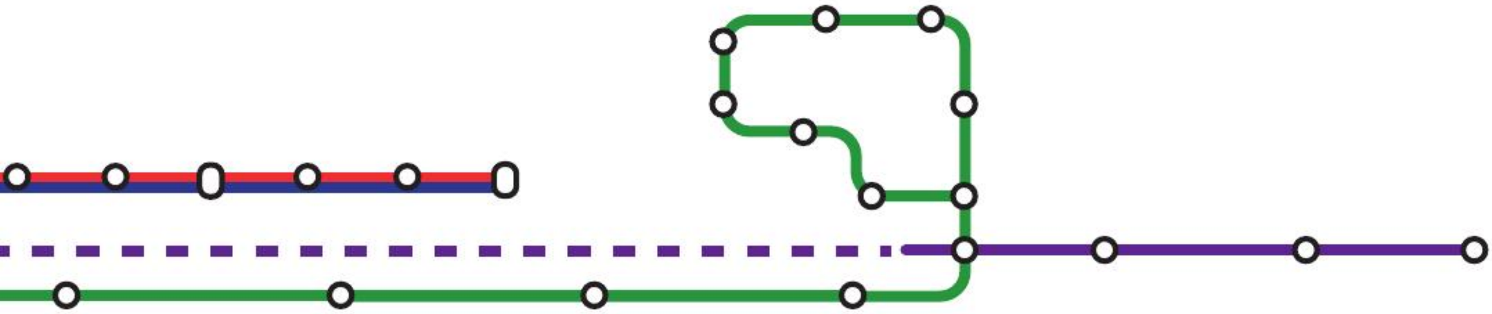
Provide stop and intersection investments, potentially tied to modest increases in stop distance, to reduce delay on local routes.

Complementary designs:

- Enhanced shared lanes
- Dedicated transit lanes
- Conversion from stops to stations
- Multi-door boarding
- Transit signal progressions and short cycle lengths

SERVICE DETAILS

- Stop Frequency: 3–5 per mile.
- Service Frequency: Moderate to high, depending on context.
- Service Area: While route length is variable, riders typically use for short- to medium-length trips (less than 3 miles).



RAPID

With less frequent stops and higher capacity vehicles, rapid (or "limited") service can provide a trunkline transit service for longer trips and busy lines, or can run along the same route as a local service. Most bus rapid transit, light rail transit, rapid streetcars, and limited-stop bus lines run on this service pattern.

APPLICATION

On long, direct, or high-demand transit routes, especially on priority corridors such as those connecting downtowns to dense neighborhoods.

Rapid service can make transfers worthwhile to more passengers on routes that intersect many other transit routes.

Complementary designs:

- Separated transitways
- Dedicated transit lanes
- Stations or high-amenity stops
- Transit signal priority
- All-door boarding

SERVICE DETAILS

- Stop Frequency: 1 to 3 per mile.
- Service Frequency: Moderate to high.

COVERAGE

In low-density areas, or where street networks are poorly connected, basic transit accommodation often results in indirect or infrequent service. In these areas, routes have to be circuitous to serve small pockets of ridership. This is best done by using a coverage route rather that adding a deviation to a local route. Keeping coverage routes as direct as is reasonable can be a prelude to a more productive service as density and demand increases.

APPLICATION

In less densely populated urban edges, coverage service provides a functional connector to regional hubs and destinations, and to the full transit network.

If coverage service is provided to a planned development corridor, include transit-supportive design in initial capital projects.

Complementary designs:

- Enhanced stops
- Complementary mobility services, such as taxi, for-hire vehicles, and car sharing can reduce the need for coverage service in some areas.

SERVICE DETAILS

- Stop Frequency: 2 to 8 per mile.
- Service Frequency: Low.
- Service Area: Low density, feeder to intermodal hubs.

EXPRESS

Provide direct point-to-point service with few stops using limited-access highways, sometimes in dedicated or HOV lanes, to reach destinations quickly. Express bus operation is usually more expensive per passenger than limited service, since it often uses one central boarding/alighting point. Many express services run coach buses.

APPLICATION

Connecting neighborhoods with peak-period ridership directly to downtown or other destinations such as airports.

Where freeways or other limited access routes are available.

Primarily serving long-distance commuter routes.

Complementary designs:

- Access to on-street terminals and other high-capacity stops
- Passenger queue management
- Dedicated transit lanes, especially in access routes to freeways or in downtowns

SERVICE DETAILS

- Stop Frequency: Non-stop "express segments" between service areas that have more frequent stops.
- Service Frequency: Scheduled, often infrequent and concentrated at peak periods. Schedule adherence is critical.

Transit Frequency & Volume

The volume of transit vehicles and passengers moving through and stopping on a street are key factors in both the selection of street elements and their detailed design. Street design has an interactive effect on transit frequency, both supporting transit at different volumes, and attracting passengers to different degrees. For decisions about street space and time allocation, the combined frequency of all routes is more significant than the frequency of any given route.

Frequency is discussed here in the context of standard buses during peak periods. For larger vehicles, consider both ridership and vehicle frequency in determining spatial needs.

Santa Fe Depot, **SAN DIEGO, CA**

LOW VOLUME

- Over 15 minute headways
- 4 or fewer buses per hour
- Typically fewer than 100 passengers per hour

Street design must accommodate transit vehicle geometry, but passenger and pedestrian safety and access are often larger issues on lower-use routes. Many express and coverage routes have low frequencies, with schedule adherence and general reliability the primary concern for passengers and operators alike.

Active transit signal priority (TSP) has relatively strong benefits for transit and minimal impacts on other modes.

Enhancing stops improves comfort and customer confidence.

Passenger information both at stops and online is critical to basic usability of the service.

Elements & Strategies:

- Enhanced stops
- Intermodal stations
- Active transit signal priority
- Passenger information
- Access to dedicated lanes
- Combined queue jump/turn lanes

MODERATE VOLUME

- 10–15 minute or shorter headways, generally 5–10 at peak
- 4–10 buses per hour
- 100–750 passengers per hour

Providing a qualitatively different service than low frequency routes, transit lines that are part of a frequent network should be kept prompt and reliable for easy transfers, overall usability, and a good passenger experience. These transit streets have room for growth, and services must be as competitive as possible.

Traffic delay, rather than dwell time, is usually the main source of delay. Intersection priority focused on reliability, and dedicated lanes at slow points, can put these services on the path to growing ridership.

Street design should prioritize transit stop convenience and provide transit vehicles with a preferred position in traffic, including in-lane stops and other priority treatments.

Moderately frequent service can be integrated into spaces shared with active modes, including shared streets.

Elements & Strategies:

- Active transit signal priority (all service)
- Transit approach lanes and queue jumps
- In-lane stops
- Boarding islands/bulbs; near-level boarding
- Multi-door boarding
- Dedicated transit lanes
- Dedicated peak-only lanes
- Shared bus-bike lanes

San Francisco's transit map clearly distinguishes route headways, helping riders consider wait times when making trips (MUNI map by David Wiggins & Jay Primus).

HIGH VOLUME

- 2–6 minute combined headways
- 10–30 buses per hour
- 500–2,000 passengers per hour

With transit arriving every few minutes, schedule adherence is less important to passengers than wait time, and maintaining headways matters for reliability as well as speed.

At these high service frequencies, buses and rail vehicles have a major influence on general traffic operations, and might account for a majority of travel on the street. Providing dedicated lanes or improving existing dedicated lanes can expand total street capacity, attracting more passengers. Transit can easily become the fastest mode on a street if given space.

If multiple routes operate or long dwell times occur, refer to very high volume guidance.

Elements & Strategies:

- Dedicated transit lanes or peak transit lanes
- In-lane stops
- Boarding islands/bulbs
- Low-speed signal progression
- Active transit signal priority (late vehicles only)
- Robust stops or stations
- All-door boarding

VERY HIGH VOLUME

- Combined headways under 2–3 minutes
- More than 20–30 buses per hour
- Over 1,000 passengers per hour on multiple routes, or over 2,500 per hour on one route with multi-unit vehicles

The performance of transit on streets where multiple routes converge at key points in the network often determines the fate of the entire transit network. On these highly productive transit streets, transit will dominate the streetscape whether or not the design prioritizes it effectively. Exclusive transit lanes are crucial for maintaining speed and reliability.

At headways of 3 minutes and shorter, buses and rail vehicles carry thousands of passengers per hour, and must be insulated from general traffic delay. Dedicated lanes or transitways are indispensable for the efficient movement of people. Stop capacity is a critical operational factor.

Signal and intersection operations should favor transit, with transit-friendly signal progressions or dedicated transit phases providing stronger benefits than active transit signal priority.

Elements & Strategies:

- Transitways or dedicated transit lanes with turn management
- Dual transit lanes or dedicated lanes with pull-out stops
- On-street terminals
- Boarding islands/bulbs
- Transit signal progression

Case Study: Houston Metro System Reconfiguration

On August 16, 2015, Houston's Metro transit system implemented one of the largest bus network changes in US history. All local routes, including routes that had not been rethought since the 1920s, were redesigned and integrated with recently opened light rail lines.

Just a few months after implementation of the New Bus Network, local bus ridership had increased 4.3%, and total local network ridership increased 11% from November 2014 to November 2015. Weekends in particular received much more frequent service, resulting in a Sunday ridership jump of 30%. The fast success of this effort demonstrates the value that cities can generate by matching the transit network to the street network.

The New Bus Network replaced a mostly peak-oriented low-frequency radial network with a high-frequency all-times grid. The first major aspect of this change is turning a radial system focused on Downtown Houston into a grid that reaches Houston's polycentric employment clusters. The second aspect is a focus on frequency, doubling the number of routes that have service every 15 minutes or better. This change provides dramatic improvements in midday, evening, and weekend service, transforming the network into a full-time system. Routes now operate as frequently on a Sunday morning as they do at midday on a Monday.

The grid network allows simpler, more direct, and faster routes by creating logical transfer locations. Riders are no longer forced to go through Downtown, and routes are both easier to use and more efficient. About 95% of the city's population now lives within one quarter of a mile of a frequent service, and less than half a percent of existing riders moved beyond a quarter mile of service.

The network was created through a planning process that took a "blank sheet" look at the network, convened a policy discussion on whether to focus resources on ridership or coverage goals, and involved extensive public discussion and consultation. The result was a decision to intentionally shift service hours towards ridership goals, and to rethink all routes—even successful ones. Rail and bus are complementary rather than competitive in the new network; the new light rail lines are used as high-capacity network spines for access to Downtown, carrying riders who previously used buses. By making each route more productive, the network change was implemented with almost no increase in bus operating costs. Ridership growth building on these service changes is expected to continue, as people make decisions on where to live and work based on it and as the system becomes easier to use through better passenger information, real-time arrival information by text messaging, three-hour tickets, and longer-term investments in stops and pedestrian improvements.

TRANSIT STREET DESIGN GUIDE

By National Association of City Transportation Officials

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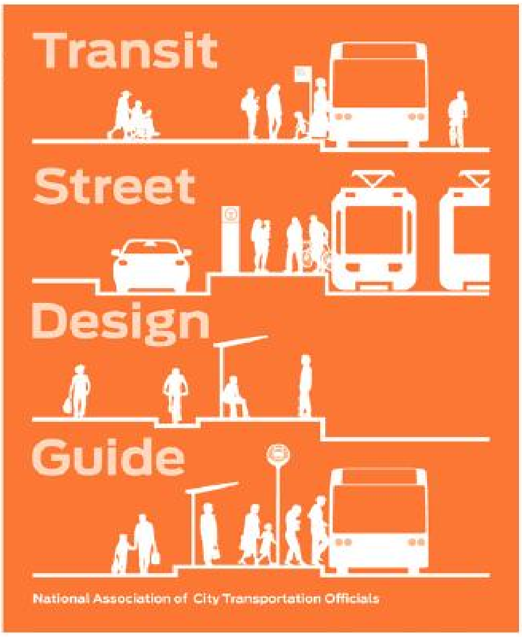

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The *Transit Street Design Guide* is a well-illustrated, detailed introduction to designing streets for high-quality transit, from local buses to BRT, from streetcars to light rail. Drawing on the expertise of a peer network and case studies from across North America, the guide provides a much-needed link between transit planning, transportation engineering, and street design.

The book presents a new set of core principles, street typologies, and design strategies that shift the paradigm for streets, from merely accommodating service to actively prioritizing great transit. The book expands on the transit information in the acclaimed *Urban Street Design Guide*, with sections on comprehensive transit street design, lane design and materials, stations and stops, intersection strategies, and city transit networks. It also details performance measures and outlines how to make the case for great transit street design in cities.

The *Transit Street Design Guide* is a vital resource for every transportation planner, transit operations planner, and city traffic engineer working on making streets that move more people more efficiently and affordably.

The National Association of City Transportation Officials, NACTO, is a membership organization that provides support and resources for city transportation officials. Member cities include Atlanta, Austin, Baltimore, Boston, Charlotte, Chicago, Denver, Detroit, Houston, Los Angeles, Minneapolis, New York, Philadelphia, Phoenix, Pittsburgh, Portland, San Diego, San Francisco, San Jose, Seattle, and Washington DC. The current NACTO president is Seleta Reynolds, General Manager of the Los Angeles Department of Transportation.

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