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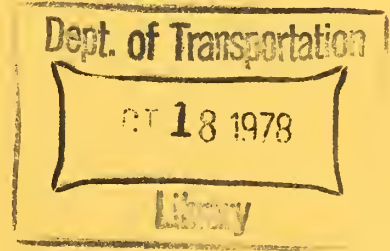
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RT NO. UMTA-MA-06-0049-78-4

**UMTA/TSC Project Evaluation Series**

**Southeast Expressway High Occupancy  
Vehicle Lane Evaluation Report**

✓  
**Final Report**  
**May 1978**



**Service and Methods Demonstration Program**



**U.S. DEPARTMENT OF TRANSPORTATION**  
**Urban Mass Transportation Administration**  
**and Transportation Systems Center**

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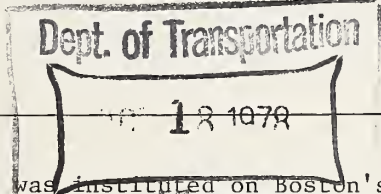
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UMTA-  
78-25

1. Report No. UMTA-MA-06-0049-78-4		2. Government Accession No.		3. Recipient's Catalog No.	
4. Title and Subtitle SOUTHEAST EXPRESSWAY HIGH OCCUPANCY VEHICLE LANE EVALUATION REPORT				5. Report Date MAY 1978	
				6. Performing Organization Code	
7. Author(s) Howard Simkowitz				8. Performing Organization Report No. DOT-TSC-UMTA-78-25	
9. Performing Organization Name and Address U.S. Department of Transportation Transportation Systems Center Kendall Square Cambridge MA 02142				10. Work Unit No. (TRAIS) UM827/R8712	
				11. Contract or Grant No.	
12. Sponsoring Agency Name and Address U.S. Department of Transportation Urban Mass Transportation Administration Office of Transportation Planning Management and Demonstrations Washington DC 20590				13. Type of Report and Period Covered Final Report May 1977 - November 1977	
				14. Sponsoring Agency Code	
15. Supplementary Notes					
16. Abstract					
<p>A non-separated concurrent-flow lane was instituted on Boston's Southeast Expressway on May 4, 1977. An eight-mile section of the left-most inbound lane was reserved for buses and carpools of three or more persons between the hours of 6:30 a.m. and 9:30 a.m. There were no official intermediate points of access or egress, removable plastic inserts were used to separate the lane from the other northbound lanes, and compliance was voluntary until October 17, 1977. Construction on a portion of the roadway began in June, 1977, reducing capacity at that point by about 25 percent.</p> <p>The report describes the project development, implementation, and operations and addresses impacts in the following areas: travel times on the Expressway and alternate routes; transportation system use patterns; cost of express lane operation; violations, enforcement, and safety; and institutions and attitudes. By the end of the project the Expressway was carrying eight percent fewer people while the number of automobiles had declined 16 percent, reflecting a 71 percent increase in the number of carpools. Bus ridership increased by only 5 to 6 percent while ridership on rapid rail increased by 12 percent. Travel times were lower during the summer months for all Expressway users, but during the enforcement period an average trip in the general lanes took 7.5 minutes longer. The violation rate fell from 80 percent to 35 percent when enforcement was initiated.</p>					
17. Key Words Boston Southeast Expressway, Preferential Treatment, Reserved Lanes, Concurrent-Flow, HOV Lanes, Carpooling, Express Buses			18. Distribution Statement DOCUMENT IS AVAILABLE TO THE U.S. PUBLIC THROUGH THE NATIONAL TECHNICAL INFORMATION SERVICE, SPRINGFIELD, VIRGINIA 22161		
19. Security Classif. (of this report) Unclassified		20. Security Classif. (of this page) Unclassified		21. No. of Pages 76	22. Price





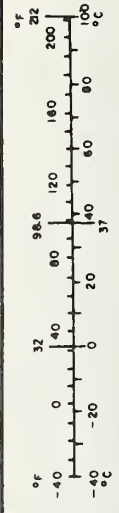
## PREFACE

The author wishes to thank many persons for their help in the preparation of this paper. Daniel Brand of Charles River Associates, and John Attanucci of the Massachusetts Executive Office of Transportation and Construction, Howard Morris of the Massachusetts Department of Public Works, and Charles Kalauskas of the Central Transportation Planning Staff provided a large portion of the background information, data analysis, and insights incorporated in this paper. Harley Moore of Multisystems, Inc. and Robert Furniss of CACI, Inc. helped organize the data collection activities. David Rubin, Howard Slavin, Carla Heaton, and Donald Kendall of the Urban and Regional Research Division of the Transportation Systems Center (TSC) and Joseph Goodman of the Office of Service and Methods Demonstrations offered their insightful comments. TSC's effort was sponsored by UMTA's Office of Service and Methods Demonstration. Vera Ward was invaluable in preparing the manuscript.

# METRIC CONVERSION FACTORS

Symbol	When You Know	Multiply by	To Find	Symbol
<b>LENGTH</b>				
in	inches	2.5	centimeters	cm
ft	feet	30	centimeters	cm
yd	yards	0.9	meters	m
m	miles	1.6	kilometers	km
<b>AREA</b>				
m <sup>2</sup>	square inches	6.5	square centimeters	cm <sup>2</sup>
ft <sup>2</sup>	square feet	0.09	square meters	m <sup>2</sup>
yd <sup>2</sup>	square yards	0.8	square meters	m <sup>2</sup>
mi <sup>2</sup>	square miles	2.6	square kilometers	km <sup>2</sup>
	acres	0.4	hectares	ha
<b>MASS (weight)</b>				
oz	ounces	28	grams	g
lb	pounds	0.45	kilograms	kg
	short tons	0.9	tonnes	t
	(2000 lb)			
<b>VOLUME</b>				
teaspoon	teaspoon	5	milliliters	ml
Tablespoon	tablespoon	15	milliliters	ml
fl oz	fluid ounce	30	milliliters	ml
c	cups	0.24	liters	l
pt	pint	0.47	liters	l
qt	quart	0.95	liters	l
gal	gallon	3.8	liters	l
ft <sup>3</sup>	cubic feet	0.03	cubic meters	m <sup>3</sup>
yd <sup>3</sup>	cubic yards	0.76	cubic meters	m <sup>3</sup>
<b>TEMPERATURE (exact)</b>				
°F	Fahrenheit temperature	5/9 (after subtracting 32)	Celsius temperature	°C

Symbol	When You Know	Multiply by	To Find	Symbol
<b>LENGTH</b>				
mm	millimeter	0.04	inches	in
cm	centimeters	0.4	inches	in
m	meters	3.3	feet	ft
km	kilometers	0.6	miles	mi
<b>AREA</b>				
cm <sup>2</sup>	square centimeters	0.16	square inches	in <sup>2</sup>
m <sup>2</sup>	square meters	1.2	square yards	yd <sup>2</sup>
km <sup>2</sup>	square kilometers	0.4	square miles	mi <sup>2</sup>
ha	hectares (10,000 m <sup>2</sup> )	2.5	acres	
<b>MASS (weight)</b>				
g	grams	0.035	ounces	oz
kg	kilograms	2.2	pounds	lb
t	tonnes (1000 kg)	1.1	short tons	
<b>VOLUME</b>				
ml	milliliters	0.03	fluid ounces	fl oz
l	liters	2.1	pints	pt
l	liters	1.06	quarts	qt
l	liters	0.26	gallons	gal
m <sup>3</sup>	cubic meters	35	cubic feet	ft <sup>3</sup>
m <sup>3</sup>	cubic meters	1.3	cubic yards	yd <sup>3</sup>
<b>TEMPERATURE (exact)</b>				
°C	Celsius temperature	9/5 (then add 32)	Fahrenheit temperature	°F



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## S. EXECUTIVE SUMMARY

### S.1 PROJECT DESCRIPTION

A non-separated concurrent-flow lane was instituted on Boston's Southeast Expressway on May 4, 1977. Reconstruction of a portion of the Expressway that would temporarily reduce its capacity by up to 25 percent had been scheduled for the summer and early fall. The motivating force behind the reserved lane was to encourage a large shift of Expressway commuters to carpools and buses, thereby preventing the serious congestion the construction was expected to cause. The public was informed of the lane restriction through a one-month media campaign. Expressway users were told that the scheduled construction was necessary and that the only way to maintain person throughput on the facility was through the implementation of the reserved lane.

The project was divided into three distinct phases. During Phase I (May) an eight-mile section of the left-most lane in the northbound (inbound) direction on the Expressway was reserved for buses and carpools of three or more persons between the hours of 6:30 a.m. and 9:30 a.m. There were no official intermediate points of access or egress, removable plastic inserts were used to separate the lane from the other northbound lanes, and compliance was voluntary. There were no reductions made in roadway capacity during this period.

The reserved lane was instituted four weeks before construction was scheduled to begin in order to give corridor users a chance to understand and grow accustomed to the concept and to make changes in their travel patterns before the roadway capacity was reduced. During this four week period the operation of the lane was modified as needed: the entry point to the lane was blocked so that all vehicles had to begin from the normal lanes; violators were sent letters requesting that they obey the restrictions; additional plastic inserts were used where heavy weaving was occurring; and the police began to ticket motorists who continued to weave.

Phase II, the construction period, began in June and continued until mid-October. The construction at the northern end of the reserved lane resulted in a decrease in road capacity at that point of about 25 percent.

During August and September, the situation on the Expressway deteriorated and there appeared to be little difference between the reserved lane and the regular lanes in terms of congestion and vehicle occupancy. Therefore, on October 17, the police began enforcing the lane restriction by taking license plate numbers of violators and sending them \$20 citations through the mail (Phase III). The

legality of this was based on a Massachusetts Department of Public Works regulation stating that if a police officer cannot reasonably stop a violator on the side of the road, then a summons can be sent through the mail. This has been the practice on the Massachusetts Turnpike for dealing with toll violators.

Enforcement proved to be an unpopular change in project operations. An irate citizenry began writing and phoning the State officials responsible for the project. Two bills were sponsored in the State Legislature, one to prohibit the implementation of preferential treatment systems (voluntary or mandatory) for multi-passenger vehicles travelling the Southeast Expressway and the other to change the restriction to vehicles with two or more occupants. State officials decided that a change in the definition of a carpool to two or more persons would defeat the purpose of the reserved lane. No constituency appeared to support the reserved lane project.

On November 2, after two and one-half weeks of intense political pressure and with no apparent political support from the State government (1978 is an election year), the Commissioner of the Massachusetts Department of Public Workers announced the immediate suspension of the "controversial" reserved lane. He explained that his decision was based on the lack of a significant shift to high occupancy vehicles and the substantial inconvenience to Southeast Expressway commuters. He stated that studies were ongoing to investigate the viability of a 3-2-3 concept (meaning that the middle two lanes would be reversible) for the Expressway as part of the major reconstruction scheduled for 1980. Finally, he announced that the contra-flow bus lane would not be instituted next spring. No alternative short-term traffic management scheme for the Southeast Expressway was proposed.

The Boston Globe reported the termination of the project in a straightforward, unemotional way, while the Herald American's headlines read: "Good news for Xway commuters - Diamond dies; no mourners." The article began: "The infamous Southeast Expressway Diamond Lane between Quincy and downtown Boston was suddenly abandoned late yesterday as a colossal failure." The total cost for the 26 week project (not including evaluation costs) was under \$200,000.

## S.2 IMPACTS OF THE RESERVED LANE

While the Southeast Expressway project was unexpectedly cancelled due to public criticism and lack of public support, the lane did, for a period, operate successfully. The project's primary goal, to alleviate the potential congestion caused by the roadway reconstruction, was achieved: the congestion never materialized and travel

conditions actually improved compared to the March pre-implementation period. The reserved lane succeeded during the summer construction period because the public perceived a need for it, the restrictions were not enforced, the capacity limitations were imposed during a less heavily travelled period, the transportation system had sufficient excess capacity to absorb trips diverted from the Expressway, and state officials were willing to fine-tune the project as the need arose.

During Phases I and II, vehicles in the regular lanes did not experience a decrease in level of service. In fact, travel times, in general, decreased for everyone. This decrease can be attributed to several factors: auto occupancy increased from 1.30 to 1.36; many one- and two-occupant vehicles did not comply with the voluntary restrictions and used the reserved lane (the violation rate was as high as 80 percent, and considerable weaving occurred in and out of the lane even though the plastic inserts were in place); and a large number of commuters avoided the Expressway, particularly near the construction site. In June, during the peak hour, 50 percent of the persons passing the screenline near the construction site were in the reserved lane, experiencing a congestion-free ride.

The reserved lane appeared not to have led to an increase in accidents during Phases I and II. This could have been due to the use of the plastic inserts and the relatively small speed differential between users of the reserved lane and the adjoining normal lane. The seasonal decrease in total corridor traffic combined with the dense arterial network and considerable excess capacity was sufficient to absorb many of the trips diverted from the Expressway to the arterials. As a result, travel conditions on alternate roadways did not deteriorate.

During the Phase III enforcement period, the violation rate declined to 35 percent. Congestion in the regular lane became intolerable and an average trip took 7.5 minutes longer on the Expressway. There is some indication that property damage accidents may have increased during this period.

By the end of the project the Expressway was carrying eight percent fewer people while the number of automobiles had declined 16 percent. This reflects the increase in the auto occupancy rate and the substantial increase in the number of carpools, 32 percent during the first month of lane operation and an additional 39 percent during the enforcement phase. Bus ridership, on the other hand, increased by only 5 to 6 percent by the end of Phase III. This small increase can be explained, in part, by the fact that almost no new coverage was provided, headways on existing routes were not decreased, and the travel time

savings in the reserved lane was only a fraction of total travel time. In other reserved lane projects where bus coverage was expanded, large increases in ridership were experienced. Ridership on rapid rail, however, increased by 12 percent by the end of Phase III.

### S.3 EVALUATION LIMITATIONS

Some of the effects of the reserved lane were not studied due to evaluation resource limitations. Data was collected in March (before implementation), in May, and in June. Little data was collected in July, August, or September. During these months conditions appeared to deteriorate on the Expressway until there was very little difference between the reserved lane and the normal lanes. Minimal data was collected during Phase III.

The effect of seasonality on trip making is not understood and, therefore, the majority of the data reported herein was not adjusted for seasonal effects. However, the pre-project period (March) and Phase III (October-November) are similar periods for analysis. In addition, the dense arterial road network made it impossible to monitor the flow of vehicles on all alternate routes, and it was not clear how many vehicles switched to alternate roads, did not make the trip, or made the trip at a different time period.

Finally, the enforcement phase lasted just two and one-half weeks. At the time of project cancellation the corridor transportation system had not yet reached equilibrium, and Expressway commuters were still experimenting with different modes of travel. Therefore, it is impossible to estimate what the final equilibrium conditions would have been, and the results of Phase III must be interpreted with this in mind.

## 1. INTRODUCTION AND PROJECT OVERVIEW

### 1.1 PROJECT DESCRIPTION

A concurrent-flow lane reserved for high occupancy vehicles was instituted on Boston's eight-lane Southeast Expressway on May 4, 1977. The lane, the left-most lane in the northbound (inbound) direction from just north of the Routes 3 and 128 interchange in Braintree to the Southampton St. exit in Boston was eight miles long and was reserved for carpools of three or more persons and buses between the hours of 6:30 a.m. and 9:30 a.m. (see Figure 1.1). There were no official intermediate points of access or egress and removable plastic inserts were used to separate the lane from the rest of the Expressway. The lane was called the "Downtown Express Lane." Until October 17, 1977, the restrictions on the reserved lanes were voluntary. The enforcement period lasted two weeks. The project was suspended on November 2 due to citizen protest and political pressure.

The motivating force behind the reserved lane project was the reconstruction of a portion of the roadway that began on June 6 and required the four existing northbound lanes to be re-routed onto three lanes of frontage road. The institution of the reserved lane was expected to encourage people to shift from single occupancy vehicles to carpools and buses, thereby maintaining person throughput while reducing vehicle throughput. The supply of transportation through the corridor was increased and an extensive advertising and carpool matching program was instituted one month before the opening of the lane.

### 1.2 OBJECTIVES, INNOVATIONS, AND ISSUES

#### 1.2.1 Objectives

The objectives of the project and the evaluation effort can be partitioned (with some overlap) into local, SMD, and TSC objectives. The local objectives were as follows:

- Minimize disruption to travel due to reconstruction of the expressway.
- Achieve Transportation System Management (TSM) objectives for more efficient use of existing transportation facilities.
- Achieve Transportation Control Plan (TCP) objectives of improved air quality and energy conservation.

There were several SMD objectives that this project addressed:

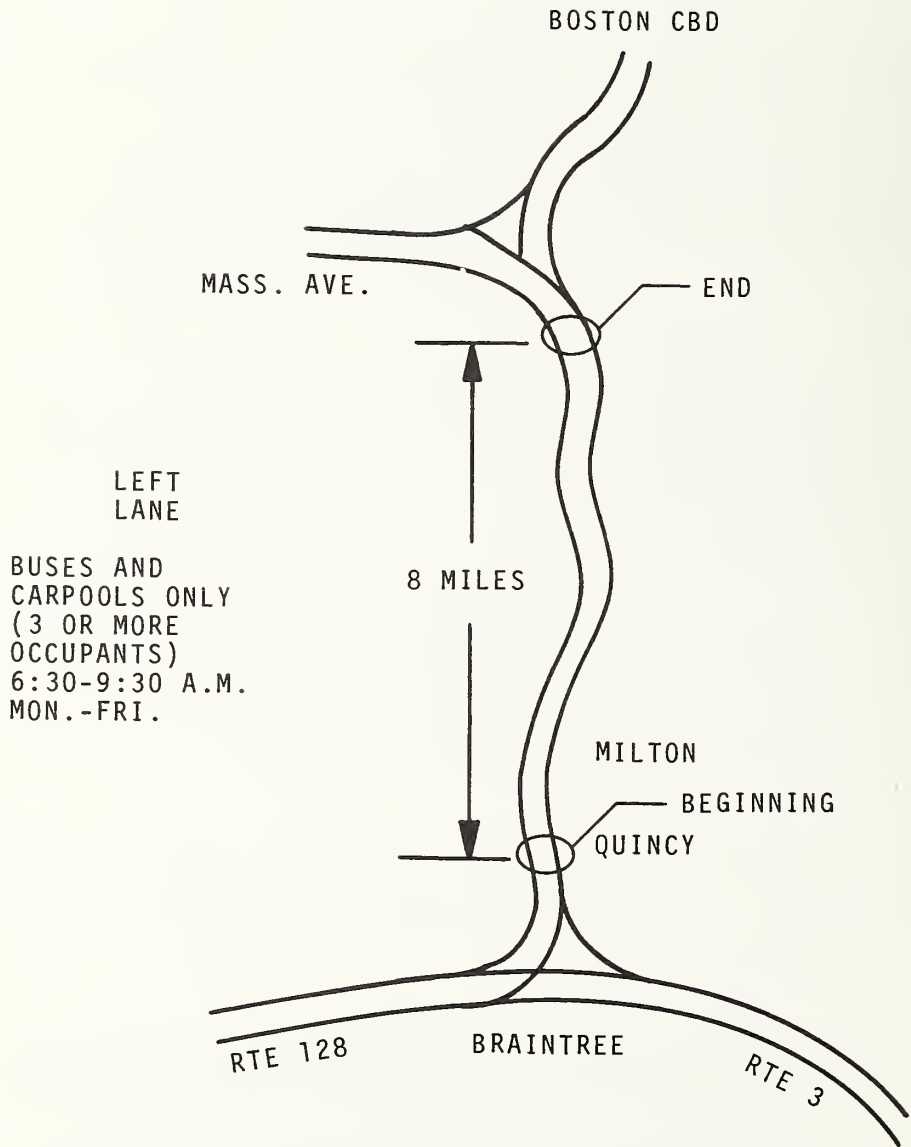


FIGURE 1.1. SOUTHEAST EXPRESSWAY DOWNTOWN EXPRESS LANE



- Reduce trip times for transit travellers.
- Increase transit reliability.
- Improve transit vehicle productivity.

In addition, there were several TSC evaluation objectives that this project, when combined with the other diamond lane experiments, promoted:

- Further explore and evaluate concepts aimed at increasing vehicle occupancy on heavily travelled urban expressways by creating incentives to encourage public transit ridership and carpooling.
- Achieve a better understanding of public attitudes toward auto use, carpooling, transit ridership and preferential lanes, and to trace the effect of these attitudes on mode choice behavior.
- Acquire a better understanding of the law enforcement and traffic safety implications of the reserved lane concept.

#### 1.2.2 Innovations - Relationship to Other Reserved Lane Projects

Non-separated concurrent-flow lanes of this type have been instituted and evaluated in Santa Monica CA, Miami FL, Marin County CA., and Honolulu HI. It is now possible to make comparisons among the various sites and make statements about the various options available to the designer of a high occupancy lane. The Southeast Expressway project differed in many respects from the other reserved lane projects. The most notable differences were the initial voluntary nature of the lane restriction, the use of plastic inserts to separate the lane from the normal lanes, the single access and egress points, and the recognized accepted need for the lane (to facilitate the movement of traffic during the construction period). A paper by Simkowitz\* presents a detailed comparative analysis of the Boston, Santa Monica and Miami reserved lane projects.

#### 1.2.3 Issues

The following issue areas are related to the objectives mentioned in Section 1.2.1 and are discussed in this report:

---

\*H. Simkowitz, "A Comparative Analysis of Results from Three Recent Concurrent-Flow High Occupancy Freeway Lane Projects: Boston, Santa Monica, and Miami," Department of Transportation, UMTA MA-06-0049-78-2, June 1978.

- supply: changes in travel times and congestion on the Expressway and alternate routes; changes in transit travel time, coverage, and headways.
- demand: modal shift to carpooling and transit induced by the reserved lane alone and in combination with other changes to the transportation supply; changes in time of departure and route.
- project costs: capital and operating costs.
- safety: changes in accidents and incidents due to the speed differential between the two lane types and the absence of a safety shoulder for reserved lane users.
- enforcement: the effect of no enforcement on the violation rate.
- institutions and attitudes: the public's attitude towards the reserved lane concept, political support, and the effect of advertising and media reports.
- facility design and operational procedures: effect of facility design on demand, supply, safety, enforcement, and special operating procedures.

### 1.3 EVALUATION PLAN

#### 1.3.1 Overview of Evaluation Activities

The evaluation plan prepared by the State\* called for a coordinated data collection program with State and federal agency participation. The purposes of the evaluation were (1) to measure the impacts of the project and determine whether the project goals were being achieved; (2) to identify measures to improve the operation of the Southeast Expressway reserved lane; (3) and to be able to make comparisons with other reserved lane projects to better understand the concept. In order to measure changes that had occurred and to infer causality, data was collected before the reserved lane was implemented, after the lane was implemented but before construction began, and after the start of construction.

The evaluation plan set up an experimental design to measure the existence and magnitude of changes in such attributes as traffic congestion, vehicle occupancy, vehicle

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\*H. Morris, "Evaluation Plan for the Southeast Expressway Project," Massachusetts Executive Office of Transportation and Construction, January 1977.

speeds, transit ridership, and accident and incident levels. While the design attempted to separate those changes attributable to the reserved lane from seasonal fluctuations and long term trends through the use of adjustment factors, satisfactory adjustment factors were found not to exist. The plan also attempted to identify those characteristics or factors such as transit availability and land use that affect the changes.

### 1.3.2 Overview of the Data Collection Process

During the March to November evaluation period, three major categories of data were collected: traffic, transit, and safety. Data sources included manual observations, mechanical traffic counts, police reports, and transit operating records. There were four distinct periods for analysis: Before Phase - pre-implementation (before May 4, 1977); Phase I-post-reserved lane implementation (May 4 - June 1); Phase II-construction period (June 2 - October 16); and Phase III - Post construction/enforcement period (October 17 - November 2). Due to financial constraints, the actual data collection occurred during a subset of the project period. Pre-project data was collected during 2 weeks in March. Data was collected on a regular basis between May 4 and June 29. No data was collected from July through the end of October. Phase III data was collected on October 31 and November 1 and 2.

Table 1.1 summarizes the types, quantity, and timing of the data collected during the Before Phase and during Phases I and II. Phase III data collection was limited to 3 days. Traffic data was collected between the hours of 6:30 a.m. and 9:30 a.m. Figure 1.2 maps the geographic location of the major data collection activities.

TSC, through its contractors Multisystems, Cambridge Systematics, and CACI, performed the following data collection activities: accident/incident data on the Expressway; vehicle occupancy and volume counts on feeder and parallel routes; Expressway ramp times, occupancies and volumes; and speed runs on parallel routes.

### 1.3.3 Interface Among Agencies

The Massachusetts Department of Public Works (MDPW) was the principle agency responsible for the Southeast Expressway reserved lane project. The Executive Office of Transportation and Construction (EOTC) had principle responsibility for the evaluation. Evaluation services, including planning, data collection and analyses, were also provided by the MDPW, the Central Transportation Planning Staff (CTPS) and the Transportation Systems Center (TSC) through the Urban Mass Transportation Administration's (UMTA) Office of Service and Methods Demonstrations (SMD). The Massachusetts Bay Transit Authority (MBTA) provided

advertising services as well as some transit data. The Massachusetts State Police and the Metropolitan District Commission (MDC) Police provided accident and incident data. In addition to this evaluation report, the State has prepared one of its own.\*

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\*C. Kalauskas, J. Attanucci, D. Brand, and H. Morris, "Southeast Expressway - Evaluation of the Downtown Express Lane," Draft, Central Transportation Planning Staff, December 1977.

TABLE 1.1

## DATA COLLECTION ACTIVITIES

DATA	Number of check- points, routes, etc. as applicable	Number of Times Collected	
		Before	Phases I and II (May 4-June 29 Only)
<u>Southeast Expressway</u>			
Volume			
(#of cars, buses, trucks)			
manual	2	5 days	1 day/wk
machine	2	20 days	daily
- on reserved lane			
- on general lanes			
Auto Occupancy	2	5 days	1 day/wk
(1, 2, 3, or more persons per vehicle)			
- on reserved lane			
- on general lanes			
Compliance Rate on reserved lane	1	N/A	daily
(# vehicles w. $\geq$ 3 occupants/total vehicles)			
Travel Time			
- on reserved lane	1	N/A	2 days/wk
- on general lanes	1	10 days	2 days/wk
Waiting Time at Ramps and ramp overflows	4	10 days	2 days/wk
Ramp Volumes	4	10 days	2 days/wk
<u>Parallel Routes</u>			
Volume			
Manual	3	5 days	1 day/wk
Machine	20	daily	daily
Auto Occupancy	3	5 days	1 day/wk
Travel Time			
	5	10 days	2 days/wk
	2	5 days	1 day/wk
<u>Route 128</u>			
Volume	1	5 days	1 day/wk

TABLE 1.1 (CONTINUED)

## DATA COLLECTION ACTIVITIES

DATA	Number of check- points, routes, etc. as applicable	Number of Times Collected	
		Before	Phases I and II (May 4-June 29 Only)
Auto Occupancy	1	5 days	1 day/wk
<u>Route I-95 at Route 128</u>			
Volume	1	5 days	1 day/wk
Auto Occupancy	1	5 days	1 day/wk
<u>Route 1 at Route 128</u>			
Volume	1	5 days	1 day/wk
Auto Occupancy	1	5 days	1 day/wk
<u>Rapid Transit (Red Line)</u>			
Ridership Counts	5	3 days	3 days
<u>Commuter Rail</u>			
Ridership Counts	3	March/Apr.	daily
<u>Private Carriers</u>			
Ridership Counts	4	almost daily	almost daily
<u>Fringe Parking Lots</u>			
Car Counts	?	spot counts	1 day/wk
<u>Safety on Expressway</u>			
Incidents and Accidents			
Observation	N/A	10 days	daily
Police Records	N/A	March/Apr.	daily
<u>Attitudinal</u>			
License Plate Based Survey of Expressway Users		(scheduled for Fall, 1977)	

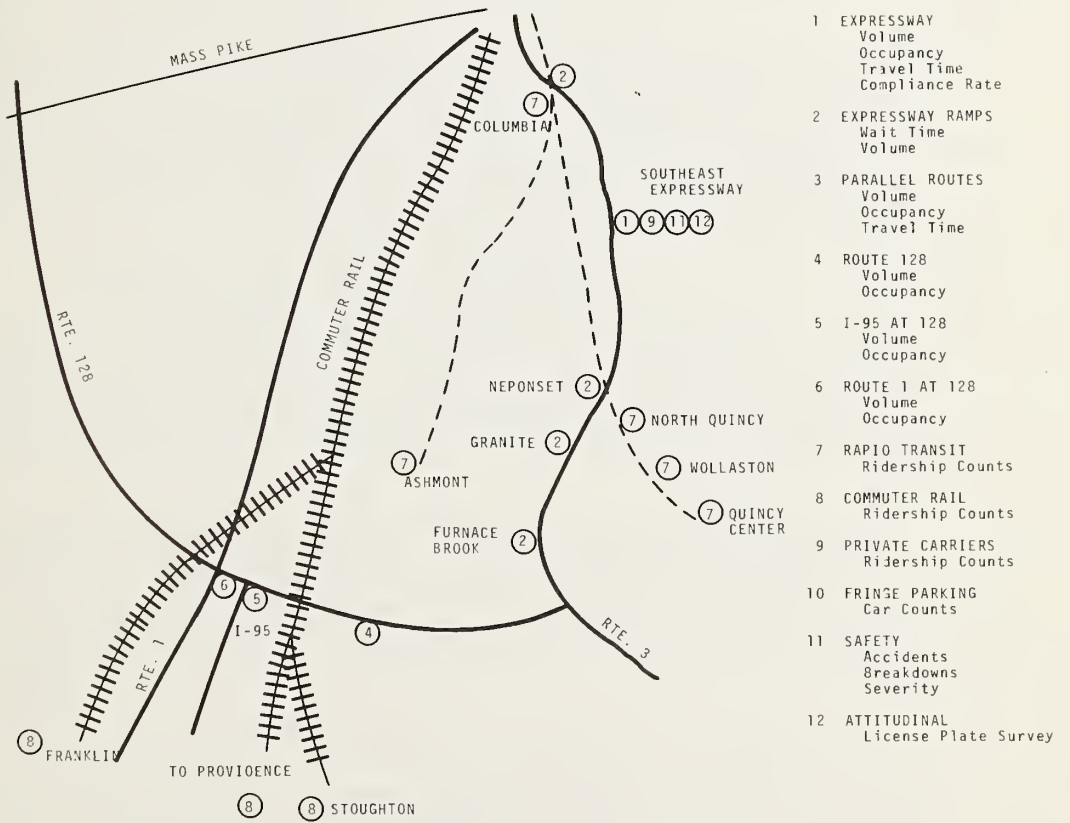


FIGURE 1.2. DATA COLLECTION MAP





## 2. SITE DESCRIPTION\*

### 2.1 CORRIDOR SUMMARY

The South Shore Corridor extends along the Massachusetts Bay shore from Boston to Duxbury, as shown in Figure 2.1. This corridor has, over the last 25 years, been the fastest growing area in the region. Much of this development has been single-family homes in the middle and outer portions of the corridor, although a number of apartment developments have recently been built in Quincy and Weymouth. The inner portion of the corridor, Roxbury and Dorchester, are older urban neighborhoods of much greater residential density.

The corridor is highly oriented toward the regional core with a greater percentage of trips with core destinations than any other corridor in Boston. A higher percentage of these trips are made by transit than any corridor in Boston except the Southwest. A demographic description of the South Shore is presented in Table 2.1.

#### 2.1.1 Population and Population Density

In 1970, the South Shore Corridor had a larger proportion of the regional population (18.8 percent) than any of the other corridors. Over the period 1950-1975, the South Shore has grown rapidly, surpassing all other parts of the metropolitan area. However, this growth rate appears to be slowing.

The corridor is composed of two distinct groups of communities. The first group contains the communities of Mattapan, Outer Dorchester, and Outer Roxbury. These communities are characterized by moderate median incomes, extremely high population densities and fairly low rates of auto ownership (almost 50 percent of all households do not own autos).

The second group contains the majority of communities in the corridor. These predominantly middle income communities are growing quite rapidly, some by as much as 58 percent in one decade. Communities closest to the core are characterized by moderate population densities (excluding Quincy) and those at a greater distance from the core are semi-rural in nature.

#### 2.1.2 Income Levels

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\*A major portion of the material in this section was taken from Program for Mass Transportation, Technical Supplement, EOTC, April 1977.



FIGURE 2.1. BOSTON SOUTH SHORE CORRIDOR

TABLE 2.1. DEMOGRAPHIC DESCRIPTION OF THE SOUTH SHORE

	1970	1970	1970	1970	1970	1970 Automobiles			
	Pop.					Est. Pop.	% Change	Density (Pers/Sq. Mi.)	% Elderly
	Pop.	Pop.				None	One	Two or More	
Braintree	35,050	41,500	+18.4	2,432	9.4	\$13,030	5.8	50.9	43.4
Cohasset	6,954	9,000	+29.4	691	9.5	\$14,958	4.8	40.7	54.5
Duxbury	7,636	9,500	+24.4	312	10.1	\$13,523	5.1	38.1	56.8
Hanover	10,107	12,500	+23.6	647	5.1	\$13,071	4.0	40.9	56.9
Hingham	18,845	21,000	+11.4	834	8.3	\$14,202	6.1	43.2	50.7
Holbrook	11,775	14,000	+18.4	1,609	6.3	\$11,230	4.9	55.5	39.6
Hull	9,961	11,000	+10.4	3,937	7.4	\$10,677	12.2	54.1	33.7
Marshfield	15,223	24,000	+57.6	534	10.2	\$11,742	15.7	52.4	31.9
Milton	27,190	30,000	+10.3	2,060	15.0	\$14,728	8.0	48.8	43.2
Norwell	7,796	9,500	+21.3	365	9.5	\$13,866	11.5	50.5	38.0
Pembroke	11,193	16,500	+47.4	481	5.4	\$10,998	3.6	48.1	48.3
Quincy	87,966	90,000	+ 2.3	5,286	13.5	\$11,094	16.8	58.6	24.6
Randolph	27,035	29,500	+ 9.1	2,620	7.0	\$12,369	7.5	47.7	44.8
Rockland	15,674	17,500	+11.6	155	9.0	\$10,746	10.9	56.2	32.9
Scituate	16,973	19,000	+11.9	994	7.6	\$13,401	6.5	40.7	54.8
Weymouth	54,610	58,500	+ 7.1	3,082	8.3	\$11,631	8.6	52.6	38.8
Roxbury, Outer Dorchester/Mattapan	154,538	N/A	—	18,485	13.6	\$10,136	44.1	46.6	9.3
Corridor Total	518,526		+13.3*	2,003	10.9	\$12,232	9.6	51.2	39.2

\* Excluding Outer Dorchester/Mattapan

In 1970 median income ranged from a low of \$10,136 in Roxbury to a high of \$14,958 in Cohasset. The average median income was \$12,232. This compares to a regional average of \$11,636 and a national average of \$9,586.

### 2.1.3 Land Use and Employment

The primary land use in the corridor is single-family homes. Within the South Shore Corridor the largest concentrations of employment are in Quincy and Braintree. In Quincy, the largest single employer is the General Dynamics Electric Boat Division at Fore River. The Quincy Center area, which has been extensively redeveloped in the past few years, is equally important. In Braintree, the South Shore Plaza area is the major employment center.

### 2.1.4 Automobile Ownership

In 1970, 9.6 percent of the corridor households owned no cars, 51.2 percent owned one car, and 39.2 percent owned two or more cars. If this latter category is assumed to be equal to two, average auto ownership was 1.3. Roxbury had the highest percentage of carless households (44.1 percent) while Hanover had the highest proportion of two or more car households (56.9 percent).

## 2.2 PRE-EXPRESS LANE TRANSPORTATION CHARACTERISTICS

### 2.2.1 Road Network

The South Shore Corridor is served by one limited-access highway and by segments of two others (see Figure 2.2). Mass. Rte. 3, which runs from the Cape Cod Canal to Boston, bisects the Corridor and is the only direct limited access highway into Boston from this area. Between North Braintree and Boston, Rte. 3 is also designated as Interstate 93 and is commonly known as the Southeast Expressway (see Figure 2.3). Mass. Rte. 128, a circumferential highway which runs from Gloucester to Braintree, serves the Northwest portion of the South Shore Corridor. Traffic to Boston from Rte 128 is routed via the Southeast Expressway.

Some travellers with origins and destinations in the western portions of the corridor could use Rte. 128 and the Massachusetts Turnpike as an alternate route to the Expressway (see Figure 2.2). South of Rte. 128 there are numerous core-oriented at-grade routes serving the Corridor, as well as the limited access Mass. Rte. 24 that terminates at Rte. 128 in Randolph. North of Rte. 128 a dense arterial network provides many alternate routes to the Boston central business district (CBD) (for examples, see Figure 2.4 and Table 4.2).

Although the Southeast Expressway provides a direct route from South Shore communities into downtown Boston, it becomes severely congested during peak hours. The Expressway is by far the most heavily traveled single approach to Boston from any direction. In 1976, the average daily two-way traffic volume on the Expressway at the downtown Boston cordon line was 126,000 vehicles. By comparison, the Tobin Bridge, which is the second most heavily traveled road in the region, has an average daily traffic volume of 65,000 vehicles.

The Southeast Expressway experiences heavy congestion over most of its length between Rte. 128 and Boston. South of the junction of Rtes. 3 and 128, traffic on Rte. 3 drops to 79,000 vehicles per day at South Braintree. One of the most heavily travelled roads north of Rte. 128 is Morrissy Boulevard, a six lane arterial that reaches a peak load point volume of 39,000 vehicles per day in Dorchester.

Only those portions of the South Shore Corridor closest to downtown Boston have auto travel times under 20 min. to the CBD. Outer Roxbury/Dorchester falls in this category. Mattapan and portions of Quincy and Milton have travel times of 20-30 minutes. The remainder of Quincy and Milton plus Braintree, Weymouth, and portions of Hingham and Randolph have auto travel times of 30-40 minutes to downtown Boston. For the rest of the corridor travel time exceeds 40 minutes with times up to 70 minutes occurring in the extreme outlying communities.

### 2.2.2 Transit

The South Shore Corridor is served by the MBTA Red Line (see Figure 2.3) and feeder bus routes connecting with the Red Line, by express buses operating to Quincy Center, by bus routes operating into Boston via the Southeast Expressway, by commuter rail (see Figure 2.2), and by commuter boat.

#### 2.2.2.1 Rapid Transit

Rapid Transit service in the South Shore Corridor is provided by two branches of the Red Line. One branch runs from Ashmont Station in Dorchester to and through the Boston CBD. The other Red Line branch runs from Quincy Center to and through the Boston CBD, stopping at Wollaston and North Quincy. Daily ridership from 6:30 a.m. to 9:30 a.m. at three stations before the reserved lane project was 8750. Construction on an extension from Quincy Center to South Braintree is about to start. The two Red Line branches merge inside the core but have no common stations within the South Shore Corridor. Because of train merging considerations, headways on the two Red Line branches are always equal. At present, weekday service on each line is operated on 5 minute peak headways, 9 minute mid-day

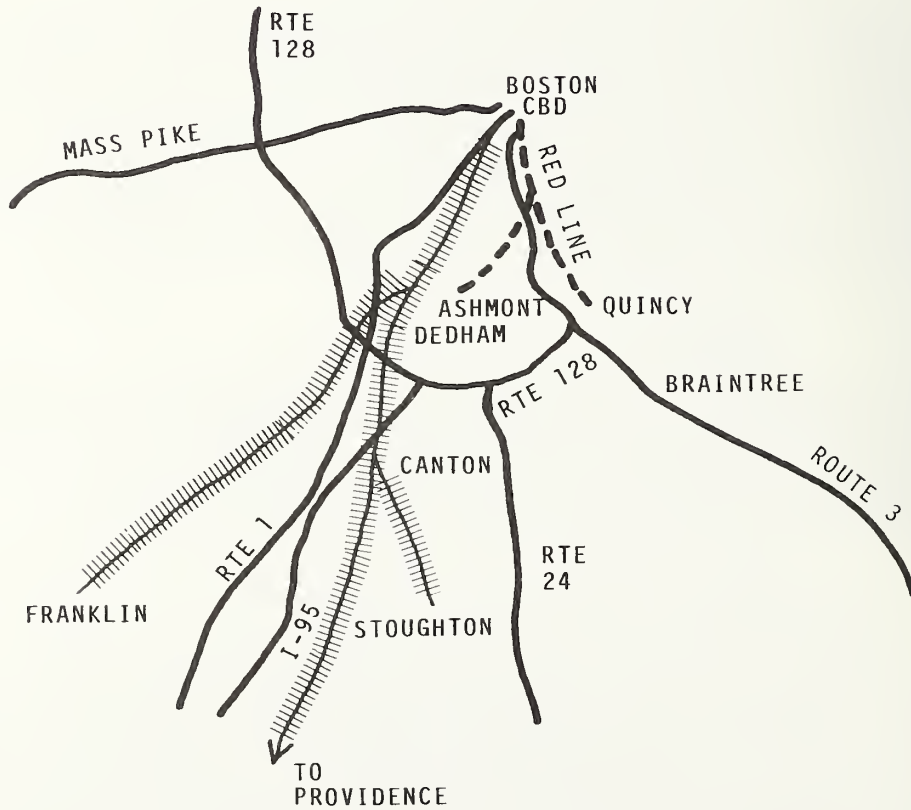
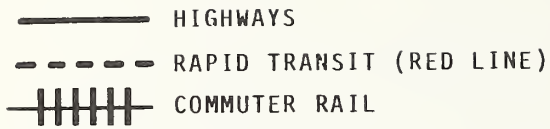


FIGURE 2.2. SOUTHEAST CORRIDOR TRANSPORTATION SYSTEM

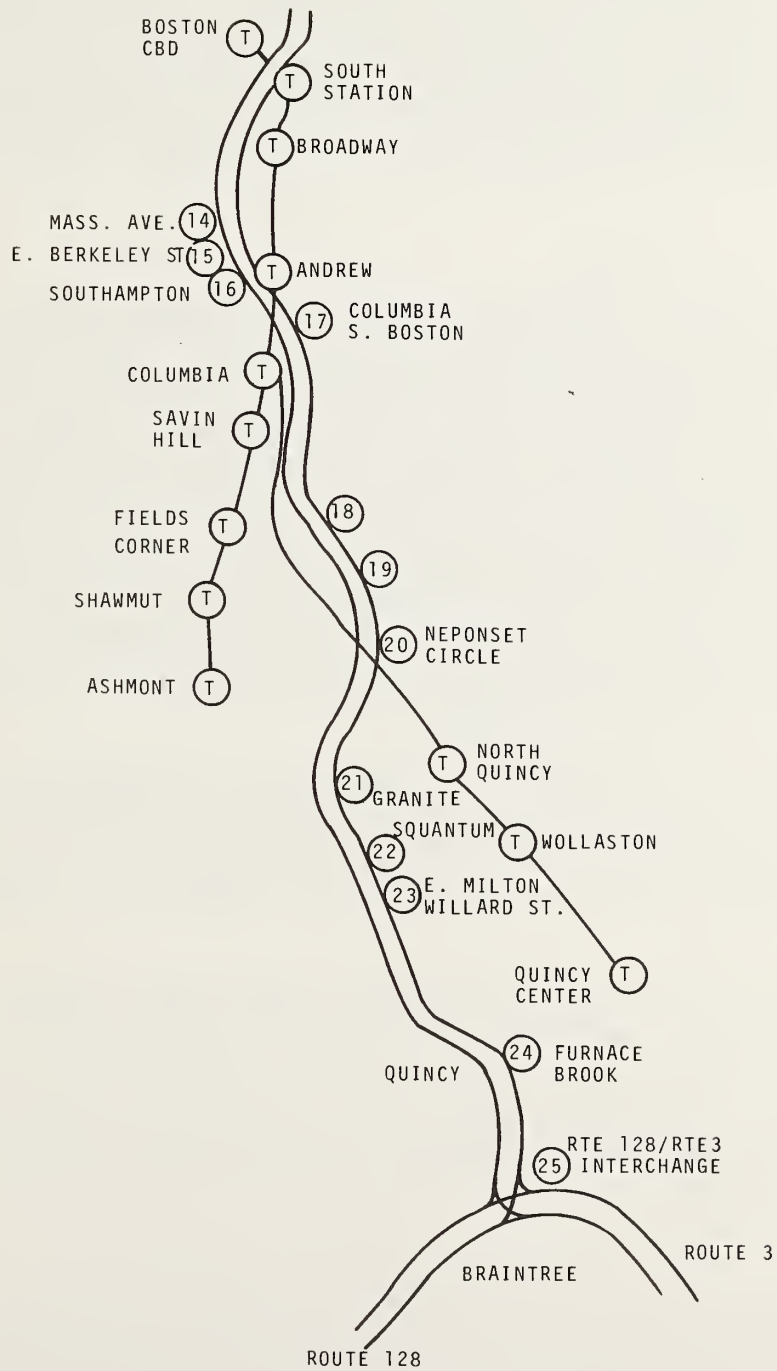


FIGURE 2.3. SOUTHEAST CORRIDOR, SOUTHEAST EXPRESSWAY AND RAPID TRANSIT-MBTA RED LINE

headways and 15 minute evening headways. Weekend service is operated on 10 to 15 minute headways. Four car trains are operated during weekday and Saturday peak hours. Two-car trains are operated at most other times. All Red Line stations within the South Shore Corridor are located in Boston or Quincy, but direct feeder bus service to Red Line stations is provided from Milton, Randolph, Braintree, Holbrook, Weymouth, Hingham and Rockland. The running time between Quincy Center and the CBD is 20 minutes. A light rail service connects Mattapan with the Ashmont rapid rail station.

#### 2.2.2.2 Bus Service

The densely populated communities of Outer Roxbury, Outer Dorchester and Mattapan (18,485 persons per square mile) are crisscrossed by a multitude of bus routes that provide feeder service to stations on the Red Line and to stations on the Orange Line to a lesser degree. These routes, which operate on frequent headways, also provide extensive local service. Fifteen bus routes from Quincy, Hingham, Weymouth, Braintree, Randolph and Milton converge on the Red Line Station in Quincy Center. Most of these routes operate on 10-30 minute headways during peak periods. Two routes feed into the Wollaston Station and five feed into the North Quincy Station. A total of 18 routes (some routes serve more than one station) feed into the 3 stations on the South Shore extension. About 24 percent of the bus riders use the buses as feeders.

Milton is served by four bus routes that operate on half-hour headways during peak periods. One feeds into the Mattapan Station and one feeds into the Milton Station on the Red Line. Braintree, Weymouth and Randolph are served by three routes each and Holbrook and Hingham are served by one route each.

Direct bus service to the CBD from communities south of Boston is provided by the Plymouth and Brockton Street Railway Company, the Hudson Bus Lines, Almeida Bus Lines, and Bonanza Bus Lines. These buses are express and travel the entire eight-mile segment of the Southeast Expressway where the reserved lane is located. From 6:30 a.m. to 9:30 a.m. each weekday approximately 100 bus-runs are made in the northbound direction on the Expressway carrying a total of 3,300 passengers.

#### 2.2.2.3 Other Public Transportation Services

Commuter rail service connects Franklin, Stoughton, and Providence, Rhode Island with the Boston CBD (see Figure 2.2). Inbound peak-period ridership is approximately 2,600 passengers. During the summer, a commuter boat travels between Hull and downtown Boston carrying approximately 125 riders during the single morning trip.



### 2.3 TRAVEL PATTERNS

During the morning peak period, an estimated 213,000 trips are made from the South Shore Corridor, of which 57,800 or 27 percent, are destined for the core. An additional 6,000 core-bound trips originate in the Brockton area with consequent impacts on the South Shore Corridor transit facilities. Of the core trips, approximately 60 percent are made by transit.



### 3. PROJECT DEVELOPMENT, IMPLEMENTATION, AND OPERATIONS

#### 3.1 EVENTS LEADING TO THE RESERVED LANE PROJECT

The Southeast Expressway is the most crowded limited access roadway into Boston, and before the express lane it carried an average of 7300 vehicles in four lanes (2000 vehicles in the high speed lane) during the peak morning hour. Due to this serious overcrowding, the right hand shoulder is used as a travel lane during the peak hours in the peak direction. A contra-flow lane for buses operated on the Expressway during daylight savings months from 1971 through 1976.

In an attempt to provide an incentive for both buses and carpools, to respond to Transportation System Management (TSM) objectives for more efficient use of existing transportation facilities, and to achieve Transportation Control Plan (TCP) objectives of improved air quality and energy conservation, the Commonwealth of Massachusetts' Executive Office of Transportation and Construction developed the reserved lane concept with targeted implementation date May 5, 1976. According to the original plan, the median lane in each direction was to be reserved for buses and cars with three or more occupants. The test was to start with the northbound roadway between the hours of 6:30 a.m. and 9:30 a.m. The southbound reserved lane was to be implemented once the northbound lane was working satisfactorily. Estimates of benefits derived from the lane included a doubling or tripling of three or more occupant carpools, a thirty to forty percent increase in express bus usage, and pre-implementation volumes and congestion remaining the same on the non-reserved lanes; in summary, the EOTC estimated that it could move somewhat more people with ten percent fewer vehicles and give half the persons using the Expressway a congestion-free ride.

The implementation date came and went, and on May 28, 1976 Commissioner John J. Carroll of the Massachusetts Department of Public Works announced that the express lane would not be instituted that year. Rather, it was decided to link the reserved lane more closely in the public's eye with the Expressway reconstruction that was scheduled to begin in May 1977. This would also give the MDPW and the EOTC more time to plan and publicize the project.

As a result of heavy usage on the eighteen year old Southeast Expressway, it had become imperative to make substantial repairs to many of the bridge decks. While most bridge deck work could be deferred until 1979 when the Red Line will have been extended to Route 128, the poor condition of the southbound viaduct in the vicinity of the Massachusetts Avenue exit necessitated that it be reconstructed during the summer and fall of 1977. This reconstruction would cause serious congestion, and the

contra-flow bus lane was not thought to be the most effective solution since it did not permit carpools.

The new implementation date was set for April 4, 1977 with construction scheduled to begin May 16. The scope of the project was also changed to include a voluntary reserved lane in the northbound (inbound) direction only. The hours of operation, 6:30 a.m. to 9:30 a.m., remained the same. Due to a one month postponement of the start of construction and a delay in the publicity arrangements, the lane restrictions did not begin until May 4 (Phase I). No changes were made to the Expressway configuration until June 1 after the morning peak. This marked the beginning of Phase II. Construction began on June 7.

### 3.2 SUMMARY OF OPERATIONAL CHANGES

Significant changes were made to the supply of transportation in the Southeast Corridor. Modifications were made to the Expressway itself as well as to the bus, rapid rail, and commuter rail services.

#### 3.2.1 Southeast Expressway Changes

Downtown Express Lane: Phase I began on May 4, 1977, when the left lane on the Expressway in the northbound direction was reserved for high occupancy vehicles. The lane restriction applied for an eight mile segment starting 1500 feet north of the Routes 3 and 128 interchange in Quincy on the Expressway and extending to Southampton Street in Boston. This lane, which is the left or median lane, was reserved for buses and three-or-more occupant carpools and operated between the hours of 6:30 a.m. and 9:30 a.m. on weekdays only. It was delineated by 19 inch high bright yellow plastic inserts spaced 20 or 40 feet apart. These inserts were put down before 6:30 a.m. and taken up after 9:30 a.m. each day. No entry to or exit from this lane was permitted along its entire length.

Until October 17, the restrictions on the express lane were voluntary. This policy was publicly announced and chosen for several reasons: enforcement would have been difficult since there was no break-down lane or median area on which to stop violators; legal requirements for operating the lane were simplified (an environmental impact statement was not required); and the public would more readily agree to a voluntary restriction.

Phase II of the project began June 2. After the peak period on June 1, southbound traffic was re-routed onto the northbound lanes (which are at grade) while the northbound lanes were re-routed onto three lanes of frontage road by the New Boston Food Market. The previously existing two lane frontage road had been widened to three lanes by reducing the width of the median separating the frontage

road from the Expressway. A single lane frontage road had been built parallel to the widened frontage road for access to the Boston Food Market.

During Phase II the Massachusetts Avenue exit and entrance ramps were closed, and Southampton Street was used as a detour. Vehicles heading north that normally would exit at Massachusetts Avenue could get off at Southampton and proceed west. Vehicles coming down Massachusetts Avenue to get on the Expressway and head into Boston could go up Southampton Street and take the frontage road to the Expressway. Figure 3.1 illustrates the Expressway configuration before and during construction, and Figure 3.2 illustrates the portions of the roadway that were reconstructed.

October 17, 1977 marked the beginning of Phase III. Construction had been completed and the police began enforcing the lane restriction. Due to citizen protest and political pressure, the project was suspended on November 2.

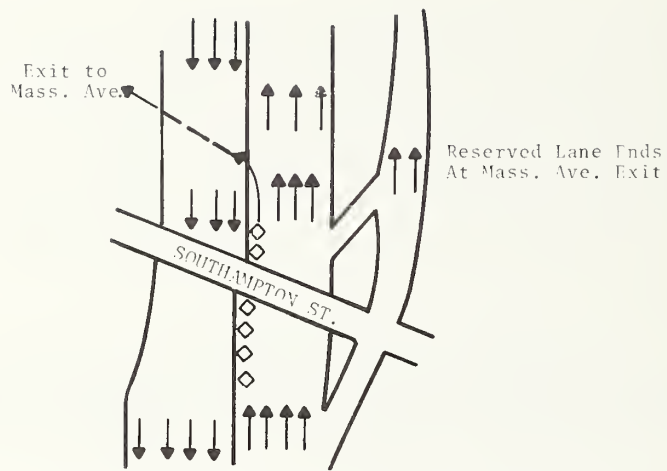
### 3.2.2 Transit Changes

Each of the existing private and public transit operators upgraded service levels by scheduling new routes or making additional equipment available, as needed, during peak hours. In addition, special incentives and aids were provided to help South Shore auto commuters form carpools in order to reduce the number of vehicles using the Expressway during the peak commuting hours.

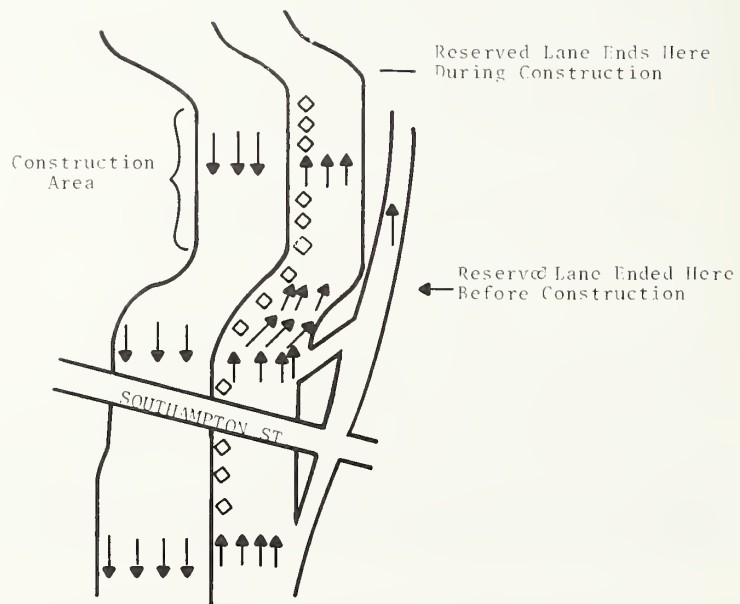
The range of alternative transportation services from which commuters were able to choose included the following:

1. **Increased Private Carrier Service:** Plymouth and Brockton Bus Lines: provided an increase in the number of bus runs, consisting of extra sections on the high density portions of their extensive route system. Hudson Bus Lines operated a new express bus service from the Route 128 Railroad Station in Canton and the South Shore Plaza in Braintree to the Government Center District of Boston. The two smaller carriers, Almeida and Bonanza maintained existing service since they had sufficient empty seats to satisfy a substantial increase in ridership.

2. The MBTA provided maximum service levels on both branches of the Red Line by increasing the number of cars available for Red Line Operation from 88 to 104. The extra cars were placed in back-up train sets to be made available should passenger loads require them. Additional MBTA feeder bus service was provided from Weymouth Landing to Quincy Center and from Hingham to Quincy Center. Four hundred new parking spaces became available at the North Quincy Station on May 2, 1977.



Before construction/Reserved Lane Implemented (Phase I)



During Construction (Phase II)

FIGURE 3.1. EXPRESSWAY CONFIGURATION

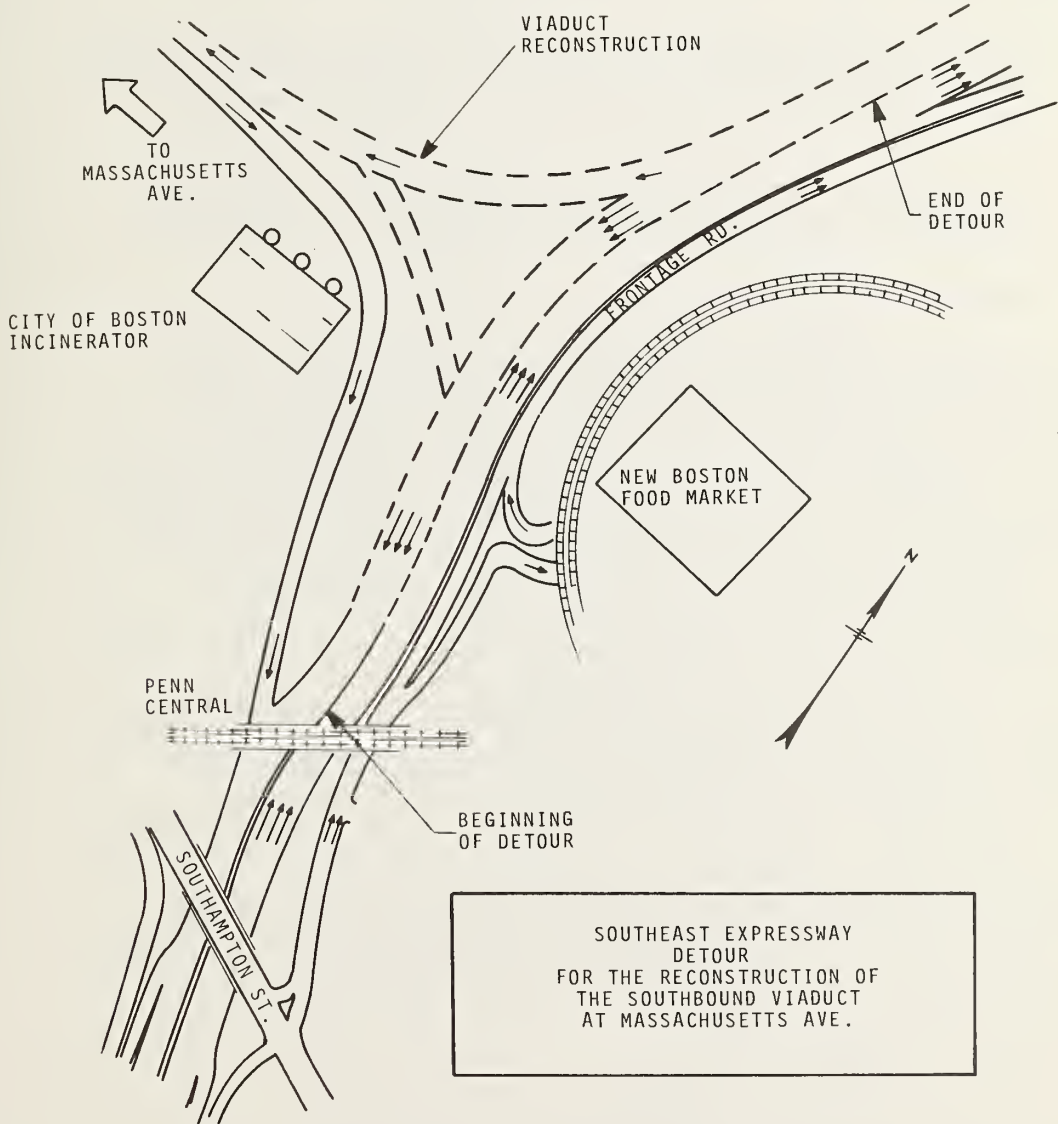


FIGURE 3.2. EXPRESSWAY RECONSTRUCTION

In addition, the MBTA closely monitored feeder bus route ridership and provided additional buses on routes as needed. The MBTA, through the Boston and Maine Railroad, monitored commuter rail service on the Main Line and the Stoughton Branch in order to provide additional coaches to accommodate any increase in demand.

3. The Massachusetts Department of Public Works, the Metropolitan District Commission, and the MBTA upgraded existing fringe parking sites. These are shown in Figure 3.3.

4. In May, two new commuter boats began making one round-trip each from Hingham and Quincy to downtown Boston.

### 3.3 CARPOOL MATCHING

Carpool matching services to help commuters form carpools were provided by MASSPOOL, the statewide carpool and vanpool program. Three types of carpool matching assistance were available to the public. The first type of public assistance was an extensive media printing beginning April 11, 1977, of a carpool matching questionnaire to be clipped and mailed to the MDPW (the following information was requested: name, home address, work time--begin and end, work address, and telephone). The second was an information booth at the Howard Johnson's Restaurant on the southbound side of the Expressway open 3-7 p.m. from April 11 to June 2, 1977 to help commuters fill out carpool matching questionnaires. The third type of assistance was a special five-line telephone bank at the MDPW with the phone number CARPOOL (227-7665) to answer inquiries from the general public on all phases of the Traffic Maintenance Plan, including filling out carpool matching questionnaires over the phone. The phones went into service April 4, 1977 and operated between the hours of 8:45 a.m. and 5 p.m. Persons requesting carpool matching assistance by any of these three methods were sent lists of potential carpoolers who had similarly sought matching assistance and who lived and worked near each other and traveled the Expressway at similar times of the day.

### 3.4 MEDIA CAMPAIGN

A media campaign explaining the Expressway reconstruction schedule and promoting the use of the transportation alternatives for South Shore commuters described above began on April 4. This included the following activities: radio and television announcements by the MDPW warning people about the potential for serious congestion during the construction period and encouraging them to choose alternative modes, routes, and travel times;



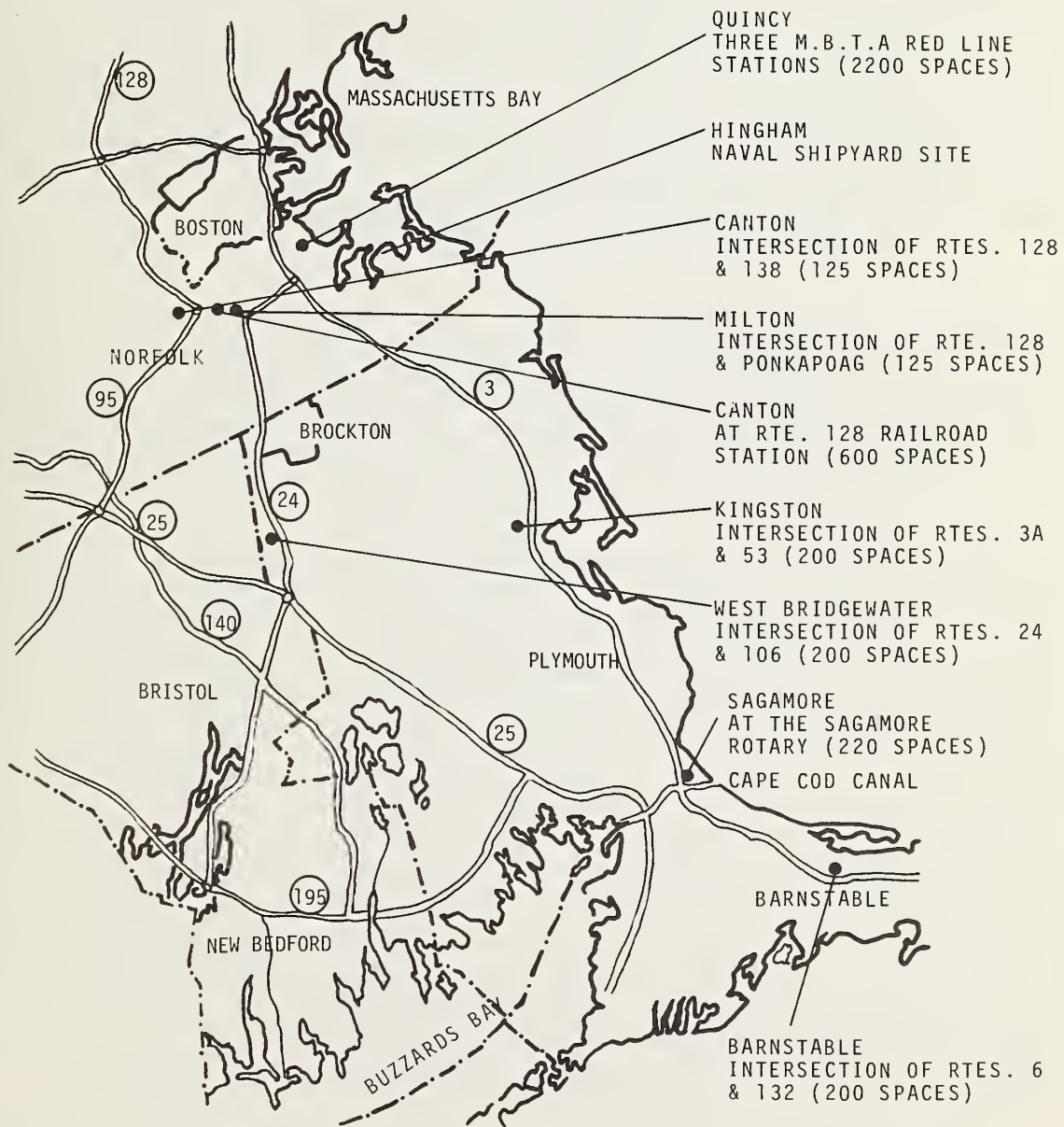


FIGURE 3.3. FRINGE PARKING SITES FOR CARPOOL AND TRANSIT USERS

distributing flyers (see Figure 3.4) in the Boston CBD and at the Howard Johnson's Motor Lodge information booth on the Expressway; distributing detailed information packets to the media, resulting in numerous articles and editorials on radio and television and in the major regional and South Shore community newspapers; increased carpooling information to encourage both individual and employer based carpool formation (see Section 3.3); meeting with personnel directors of CBD based companies to explain the project and encourage company based carpool formation; meetings with South Shore State Legislators and South Shore community groups to explain the project and elicit support; and advertising on the back of South Shore buses.

### 3.5 OTHER PROJECT RELATED ACTIVITIES

Earlier sections of this report have described the pre-implementation data collection activities. Coinciding with the project's implementation there was increased police patrolling on the Expressway by MDC and State Police. Additional emergency highway equipment including more tow trucks were provided for quick removal of disabled vehicles.

### 3.6 IMPLEMENTATION OF SERVICES - OPENING DAY

The first day of lane operation, May 4, was a cool clear spring day. Traffic on the Expressway moved quite well with no reported incidents attributed to the reserved lane. However, an observer stationed at the Southampton Street overpass witnessed an accident caused by a single occupant vehicle entering the reserved lane and being hit from the rear by a faster moving vehicle. Even though considerable damage was done to the vehicles, they did not stop, and this is thought by State officials to be a common practice on the Expressway. Considerable illegal lane changing, involving dodging the plastic inserts spaced at 40-foot intervals, occurred at this point since drivers who wanted to exit at the Southampton Street or Massachusetts Avenue exits were confused about the limits of the lane restriction. As Figure 3.5 illustrates, vehicles in the express lane were unable to exit at Southampton Street, but all traffic was able to exit at Massachusetts Avenue since the lane restriction ended before this point. As people became familiar with the operations of the lane, this excessive weaving seemed to subside somewhat but remained a major problem during the life of the project.

As discussed in more detail in later sections of this report, the following changes occurred on opening day:

- travel times in the express lane were between 20 and 40 percent less than before (except at the edges of the peak)



# It's shape-up time for the expressway!

Age, heavy traffic and a rough winter have made the Southeast Expressway a real obstacle course. If you've bumped and bounced over the Mass. Avenue Viaduct recently, then you know what we mean. On Wednesday, May 4, we'll start Phase One of our Expressway Shape-Up Plan.

Actual construction on the Mass. Avenue Viaduct will begin in June. At that time, Northbound traffic will use the new three-lane Frontage Road. Southbound traffic will be re-routed to the Northbound lanes. We'll be keeping you informed. But in order to get you in shape for the construction now, we're offering some alternatives which may save you time later.

## **Downtown Express Lane**

A specially-marked express lane for buses and carpools of three or more people. You can get on just North of the Junction of Routes 3 and 128 — get off in Boston. An express lane all the way.

## **C•A•R•P•O•O•L / 227-7665**

We'll help you join a carpool so you can ride the Downtown Express Lane. Dial C•A•R•P•O•O•L / 227-7665 or stop at the Information Booth adjacent to Howard Johnson's on the Expressway near Route 128 in Quincy. Open after April 11 from 3:00 to 7:00 pm.

## **Express Buses**

More buses to South Station, Park Square and Government Center from several locations on the South Shore. Call 227-7665 for the stop nearest your home.

## **Fringe Parking**

We'll have extra parking for bus riders and carpools plus 400 new spaces at the North Quincy MBTA station on the Red Line.

## **T Service**

More trains with more cars on both Red Line branches. More available seats on Commuter Rail. Beefed up bus service from the South Shore to the Red Line. The T will operate at maximum capacity.

## **Commuter Boat**

Call 227-7665 for information on commuter boat service from the South Shore.

## **Information**

For complete, up-to-date commuter information, call 227-7665.

Maybe we can't make the expressway perfect...  
...but we can make it better.

FIGURE 3.4. ADVERTISING FLYER

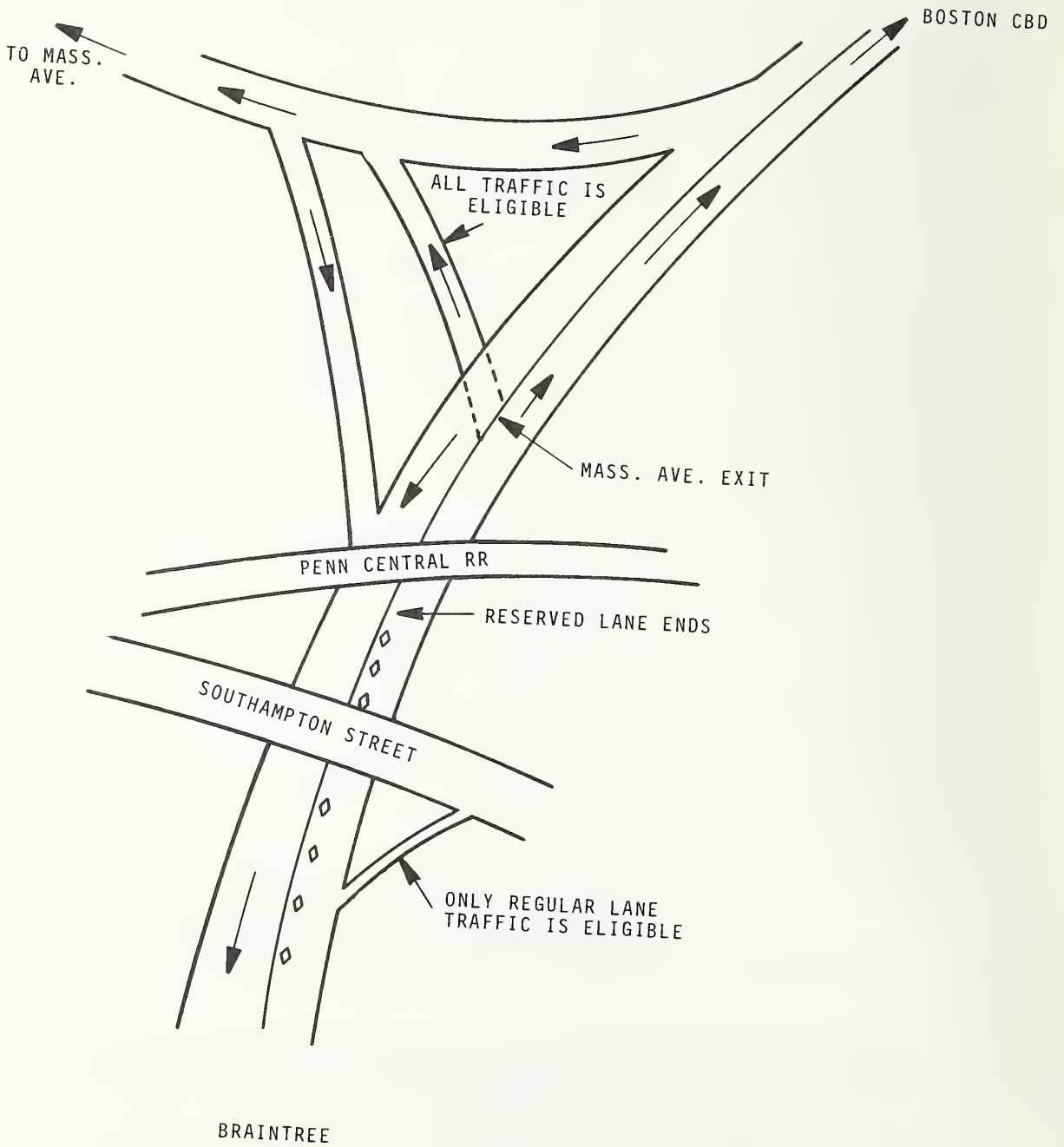


FIGURE 3.5. EXPRESSWAY CONFIGURATION ON FIRST DAY OF LANE OPERATION-MAY 4

- travel times in the regular lanes increased from zero to 40 percent
- there was little apparent change in the use of alternate routes
- the number of cars using the Expressway from 6:30 a.m. to 9:30 a.m. declined by 20 percent
- the number of persons carried by the Expressway from 6:30 a.m. to 9:30 a.m. declined by 14 percent
- the number of carpools on the Expressway from 6:30 a.m. to 9:30 a.m. increased by about 33 percent
- the compliance rate, the percentage of legal users of the lane, was between 22 and 41 percent during the three hours of lane operation.

### 3.7 OPERATIONAL CHANGES FOLLOWING IMPLEMENTATION

The State agencies involved in running the project adopted a flexible, wait-and-see approach to the express lane. As problems developed, modifications were attempted on an ad hoc basis. Major changes and milestones were as follows:

- On May 11, the entry to the express lane was blocked, so that all vehicles had to merge into the right lanes (see Figure 3.6). Thus, it became necessary for carpools and buses (and violators) to switch back into the reserved lane. The effect of this temporary blockage was similar to metering the entry to the Expressway. A police officer was stationed at this point.
- Near the end of May, the State began recording the license plate numbers of violators and sending these persons letters requesting that they obey the lane restrictions (see Figure 3.7).
- Also, at the end of May additional plastic inserts, spaced at 20-foot intervals, were installed along portions of the roadway where serious weaving was occurring. Previous to this, all plastic inserts had been spaced 40 feet apart.
- At the beginning of June, signs were posted noting the weaving restriction, and the police began the enforcement of illegal weaving.
- On Wednesday, June 1, after the morning peak, the northbound lanes were detoured onto the newly constructed frontage road.

- On Monday, June 6, after the morning peak, the southbound lanes were detoured onto the formerly northbound lanes.
- On Monday, October 17, the State began enforcing the lane restrictions. Construction had been completed by this time and the roadway had been restored to its original configuration.
- On Wednesday, November 2, the project was suspended due to citizen protest and political pressure.

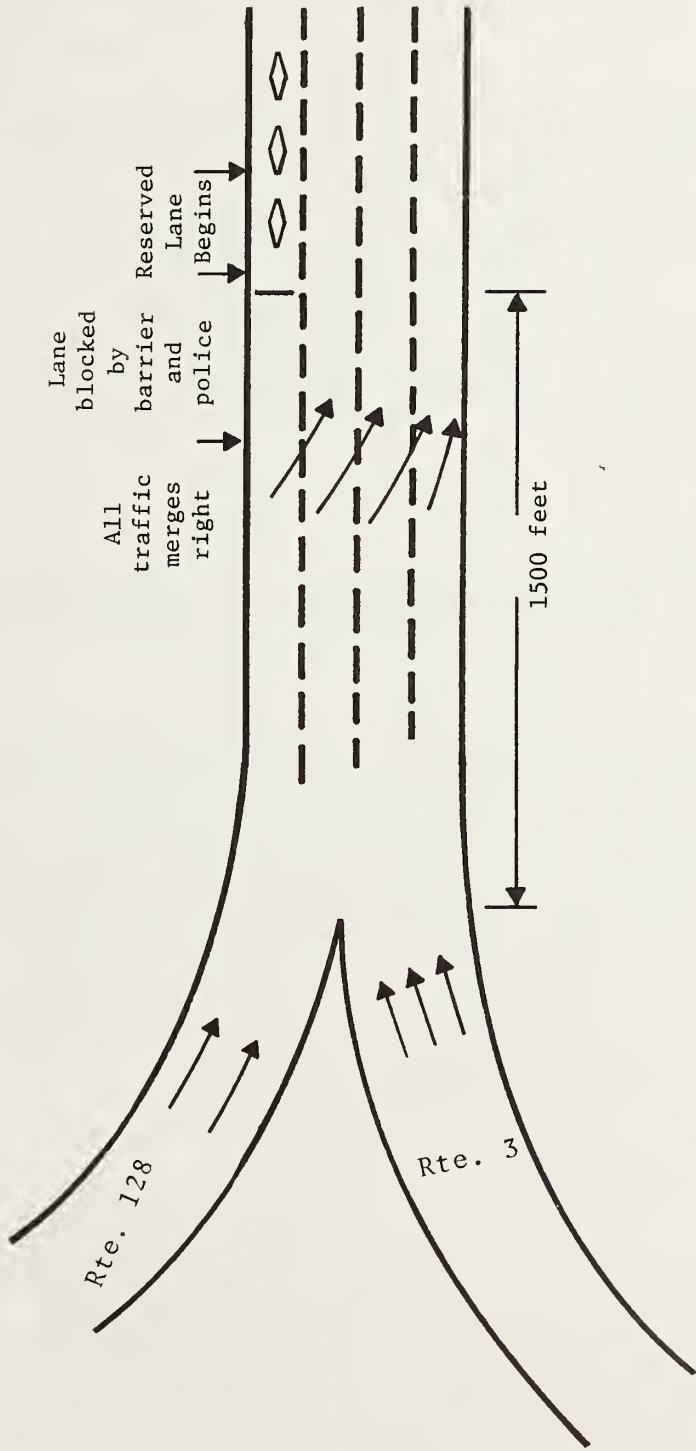
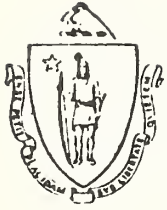


FIGURE 3.6. BLOCKED LANE ENTRY AND MERGE RIGHT



*The Commonwealth of Massachusetts*

*Executive Office of Transportation and Construction*

*Department of Public Works*

*Office of the Commissioner*

*100 Nashua Street, Boston 02114*

Dear

Your vehicle, Mass. Registration # \_\_\_\_\_, has been observed violating the intent of the Downtown Express Lane on the Southeast Expressway, a lane provided for use by buses and 3 or more occupant vehicles.

The purpose of this Express Lane is to mitigate some of the congestion which would ordinarily result from the construction project at the Massachusetts Avenue interchange. Unless we are able to provide an incentive for carpool formations and increased use of buses, it would be impossible for the expressway to function at a tolerable level of service during this year's construction season. The reserved lane concept, if successful, will benefit all expressway users, since each new carpool or bus rider will reduce the number of vehicles in the general purpose lanes.

You, or the person who drives your car, add to the very small percentage of violators who can undermine this project to the detriment of all the expressway commuters.

We ask that you discontinue use of this lane, or better still, form a carpool, if possible.

Very truly yours,

A large, stylized handwritten signature in black ink, appearing to read "John J. Carroll".

JOHN J. CARROLL  
Commissioner

FIGURE 3.7. LETTER TO LANE VIOLATORS



#### 4. TRAVEL TIMES ON THE EXPRESSWAY AND ALTERNATE ROUTES

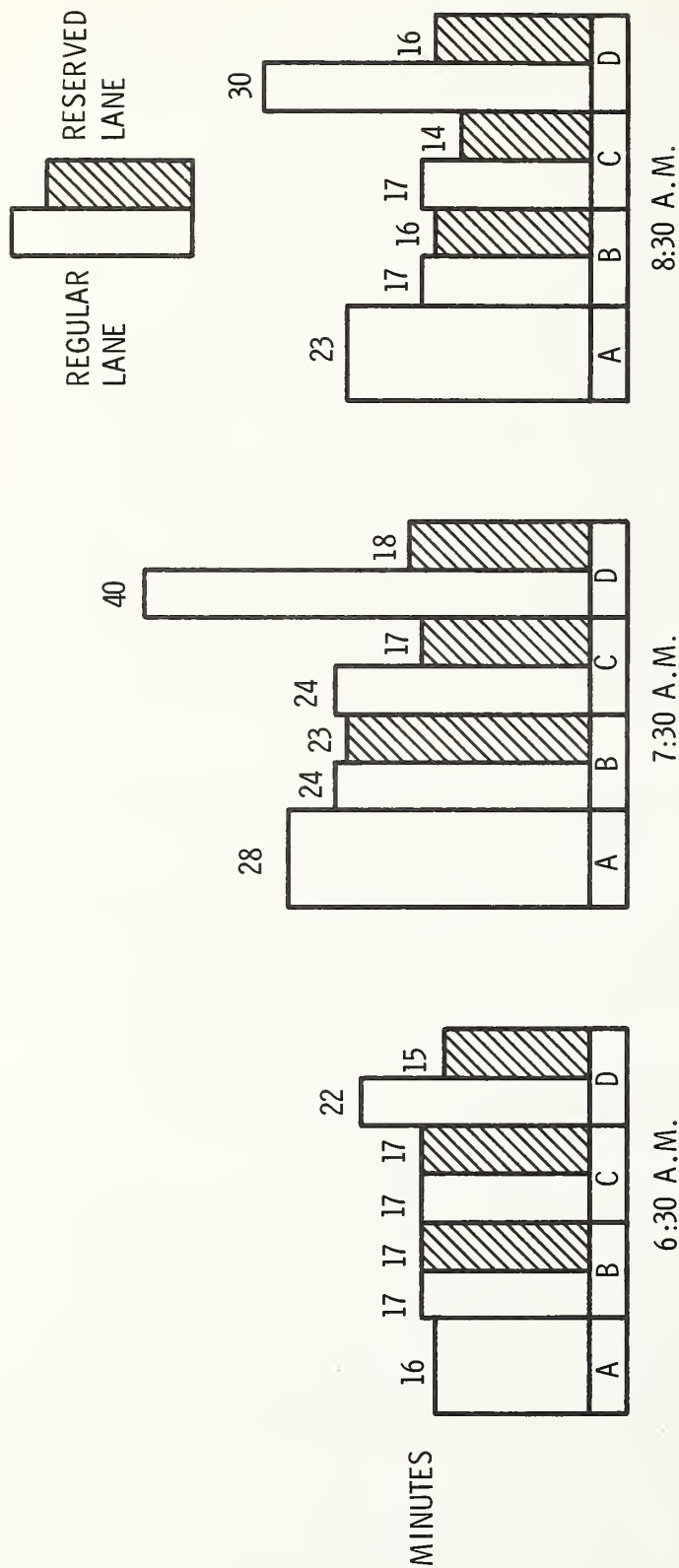
##### 4.1 EXPRESSWAY TRAFFIC CONDITIONS

###### 4.1.1 Vehicle Travel Times

Speed runs were performed over an 11.4 mile segment beginning at the Route 3 Union Street entry ramp in Braintree (approximately 2 miles south of the Route 128/Route 3 merge) to the Kneeland Street exit on the Expressway in Boston. Runs were conducted in both the express lane and one regular lane. Figure 4.1 presents the results. In all cases, travel time in the express lane was less than or equal to that in the regular lane. The time differential was a function of the time of day and appeared to be more pronounced during the most congested period of the morning peak. In addition, except during the early and latter part of the hours of operation, travel times in the non-reserved lane during Phases I and II were almost always less than or equal to what they were before implementation of the reserved lane. For example, in March, a trip beginning at 7:30 a.m. took about 28 minutes. In June the same trip took only 17 minutes in the express lane and 24 minutes in a regular lane.

The improvement in travel times during Phase I and II was attributed to two factors: there had been a decrease in the number of vehicles using the facility (see Section 5.1); and the "metering" of the Expressway after the Route 128/Route 3 merge point that began on May 11, one week after implementation, served to create a free-flow condition on the Expressway. The small slowdown created before the merge point was more than compensated for by the increase in vehicle speed on the facility, resulting in a net decrease in travel time. Before the reserved lane was implemented, travel times at 6:30 a.m. were very low, indicating free-flow conditions. During the project some people apparently began their trips earlier, resulting in an increase in utilization and travel time during this period.

During Phase III travel times in the express lane were very low, indicating a nearly free-flow condition. However, travel times in the regular lanes deteriorated to the point where it took non-carpoolers 40 minutes to travel the 11.4 mile segment at 7:30 a.m. An average trip in the normal lanes took 7.5 minutes longer than it had before the project began. It should be pointed out that travel times appeared to be decreasing during Phase III and, at the time of project cancellation, the corridor transportation system had not yet reached equilibrium.



- A. BEFORE
  - B. PHASE I - PRE-CONSTRUCTION
  - C. PHASE II - CONSTRUCTION
  - D. PHASE III - ENFORCEMENT
- 11.4 MILE SEGMENT (UNION TO KNEELAND)

FIGURE 4.1. EXPRESSWAY TRAVEL TIMES

#### 4.1.2 Entry Ramp Conditions

The waiting times at the four major on-ramps were measured in March, May, and June, and both average and maximum wait-times were found to decrease in proportion to the decrease in traffic on the Expressway. The most significant improvements in wait-times occurred during the middle portion of the peak period when the facility was most congested. For example, the average wait time at the Neponset on-ramp at 7:30 a.m. decreased from 57 seconds in March to 17 seconds in June. Table 4.1 presents the average and maximum wait times at this ramp, which is the busiest one on the Expressway. Entry-ramp data was not collected during Phase III.

TABLE 4.1

#### WAIT TIME AT NEPONSET AVENUE ON-RAMP

Average (Maximum) in Seconds

<u>Period</u>	<u>March</u>	<u>May</u>	<u>June</u>
6:30 A.M.	21 (58)	19(34)	16 (23)
7:30 A.M.	57(102)	33(58)	17 (22)
8:30 A.M.	30 (47)	17(28)	16 (20)

#### 4.1.3 Total Trip Times

Except during the 6:30 a.m. to 7:00 a.m. period and after 9:30 a.m., travel times on the Southeast Expressway decreased for all users of the facility during Phases I and II. Therefore, anyone using the facility after 7:00 a.m. and before 9:30 a.m. should have experienced a decrease in travel time. A carpool traveling from the Route 3 Union Street entry-ramp to Kneeland Street in Boston at 7:30 a.m. in June could have had its time reduced from 28 to 17 minutes, a decrease in travel time of 39 percent. For a non-carpool, the decrease was less substantial, 4 minutes or 14 percent. Persons entering the Expressway closer to the Boston CBD would also experience a decrease in travel time. While persons entering after the Route 128/Route 3 merge were not legally eligible for the reserved lane, they now entered a free-flowing Expressway and did not experience the delay caused by the metering.

Persons in the outlying suburbs of Weymouth, Hingham, and Randolph experienced a travel time of 30 to 40 minutes before lane implementation. Assuming an average of 35 minutes, during Phases I and II a carpooler could have experienced a decrease in travel time of 11 minutes, a 31 percent decrease, while a non-carpooler could have

experienced a decrease in travel time of 4 minutes, an 11 percent decrease.

During Phase III, travel times were considerably longer for everyone except carpools and buses eligible for the reserved lane. Non-carpoolers traveling the Expressway at 7:30 a.m. experienced an increase in Expressway travel time of approximately 45 percent.

Even though some persons switched to alternate routes, travel conditions on alternate routes changed very little (see Section 4.2). However, travel times are generally longer on these routes than on the Expressway. For example, at 7:30 a.m. a person traveling from the intersection of Route 128 and Route 138 to Broadway at Dorchester Avenue (see alternate route D in Figure 4.2), a distance of 11.9 miles, would have experienced a 35-minute travel time, while the Expressway travel time in a regular lane was about 25 minutes. Persons who formerly used the Expressway to make short trips probably switched to surface streets and experienced an increase in travel time.

#### 4.2 ALTERNATE ROUTE AND FEEDER ROUTE TRAFFIC CONDITIONS

Speed runs were performed on several alternate and feeder routes (see Figure 4.2 and Table 4.2). For the nine before observations taken in March, a 95 percent confidence interval of travel times was constructed. Table 4.2 shows that nearly every time recorded in May and June fell within this confidence interval indicating that travel times on alternate routes did not increase significantly due to the express lane. Speed runs on alternate routes were not performed during Phase III.

#### 4.3 TRAVEL TIME SUMMARY

- Travel Time in the reserved lane was less than or equal to travel times in the normal lanes.
- Except at the edges of the three hour peak period, travel time in the normal lanes was less than what it was before implementation of the reserved lane during Phases I and II. During Phase III travel times for users of the normal lanes increased considerably.
- Waiting times at the on-ramps decreased in proportion to Expressway traffic during Phases I and II.
- Travel times on alternate routes did not change.

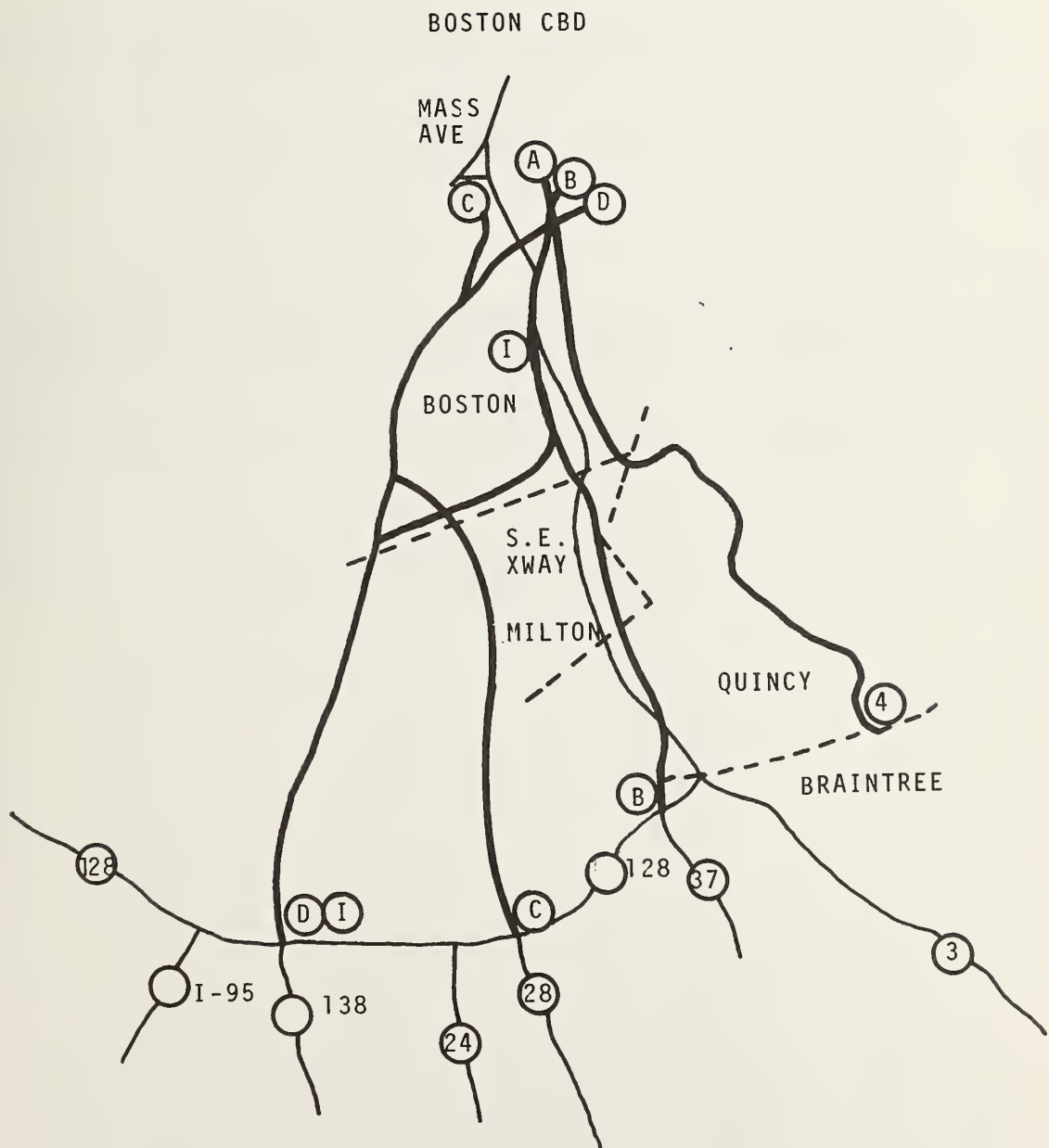


FIGURE 4.2. MAJOR ALTERNATE ROUTES

TABLE 4.2. DESCRIPTION OF SPEED RUNS ON LOCAL ROUTES

		"Before" (March '77)	May 19	June 7
Route	Description	Average Time (min)	Confidence Interval (min)	Average Time (min)
		95%		
A	From Quincy Avenue Southern Artery near Quincy-Braintree town line To Old Colony Avenue at Dorchester Avenue Via Southern Artery--Quincy Shore Drive--Morrisey Boulevard Distance 9.5 miles	6:30	17-20	18
		7:30	22-27	20
		8:30	20-22	20
		9:30	17-19	17
B	From Route 128 at Route 37 To Broadway at Dorchester Avenue Via Willard Street--Granite Street--Adams Street--Dorchester Ave. Distance 10.6 miles	6:30	21-23	23
		7:30	27-32	26
		8:30	24-28	25
		9:30	22-24	22
C	From Route 128 at Route 128 To Southampton Street Via Randolph Avenue--Morton Street--Blue Hills Pkwy--Columbia Road--Boston Street Distance 12.3 miles	6:30	25-26	27
		7:30	29-34	29
		8:30	30-36	29
		9:30	26-28	27

TABLE 4.2. DESCRIPTION OF SPEED RUNS ON LOCAL ROUTES (Cont.)

		"Before" (March '77)		May 19	June 7
Route	Description	95%		Average Time (min)	Average Time (min)
		Average Time (min)	Confidence Interval (min)		
D	From Route 128 at Route 138	6:30	24-27	25	28
	To Broadway at Dorchester Avenue	7:30	34-38	34	33
	Via Blue Hill Avenue--River Street--	8:30	25-33	31	31
	Dorchester Avenue	9:30	27-28	28	27
<u>Distance 11.9</u>					
E	From Route 53 at Union Street	6:30	13-16	15	17
	To Neponset Circle	7:30	16-20	15	18
	Via Quincy Avenue--Newport Avenue	8:30	14-16	17	16
	Dorchester Avenue	9:30	13-15	14	16
<u>Distance 6.6</u>					
F	From Hilltop Street at Granite Avenue	6:30	3-4	3	4
	To Neponset Circle	7:30	4-5	5	5
	Via Hilltop Street	8:30	3-4	4	5
	Dorchester Avenue	9:30	3-4	3	3
<u>Distance .8 miles</u>					
G	From Randolph Avenue at Adams Street	6:30	17-21	19	18
	To Southampton Street	7:30	21-25	19	21
	Via Morton Street--Blue Hills Parkway--	8:30	23-25	20	24
	Columbia Rd.--Boston Street	9:30	19-20	19	19
<u>Distance 5.8 miles</u>					

TABLE 4.2. DESCRIPTION OF SPEED RUNS ON LOCAL ROUTES (Cont.)

		"Before" (March '77)		May 19	June 7
Route	Description	95%		Average Time (min)	Average Time (min)
		Average Time (min)	Confidence Interval (min)		
H	From Route 128 at Route 28 To Randolph Avenue at Adams Via Randolph Avenue Distance 5.5 miles	6:30	7-8	8	7
		7:30	8-10	9	9
		8:30	7-8	8	9
		9:30	7-8	8	8
I	From Route 128 at Route 138 To Dorchester Avenue at Adams Street Via Route 38--River Street--Dorchester Avenue Distance 8.5 miles	6:30	16-18	17	19
		7:30	20-25	23	24
		8:30	19-22	21	22
		9:30	18-20	19	18



## 5. TRANSPORTATION SYSTEM USE PATTERNS

### 5.1 EXPRESSWAY USE PATTERNS

The number of cars on the Expressway during the three hours of lane operation declined immediately after implementation of the express lane and continued to remain lower than the pre-implementation level (see Figure 5.1). For example, in March 1977, the average number of cars passing the Furnace Brook screenline during the hours of 6:30 a.m. to 9:30 a.m. was 15,550. Volumes averaged 13,925 during Phase I, a decrease of 10 percent and 13,815 during Phase II, a decrease of 11 percent from the before period. During the enforcement phase, 13,020 cars passed the screenline, 16 percent fewer than in March. Magnetic loop detectors on the Expressway indicated a slight spreading of the peak period.

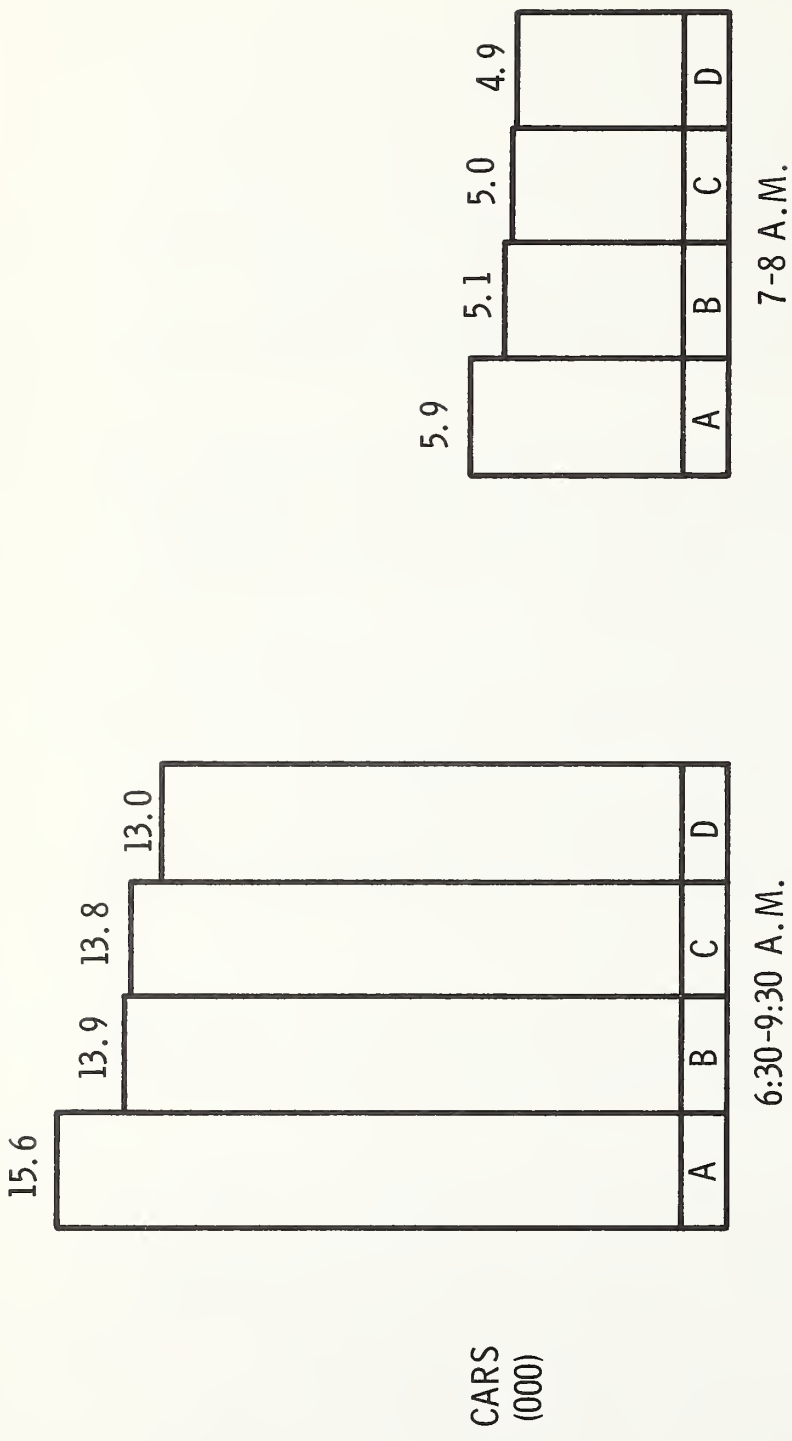
The number of cars on the facility during the peak hour of 7:00 a.m. to 8:00 a.m. changed an equivalent amount. At Furnace Brook the before figure was 5,890 while during Phase I the figure was 5,115, a decrease of 13 percent. During Phase II an average of 4,960 cars crossed the screenline during the peak hour, a decrease of 16 percent, while during Phase III 4,945 cars were counted.

The number of persons carried by the facility also decreased following implementation (see Figure 5.2). It was estimated that bus ridership changed very little. Thus, the decrease in person throughput was nearly equivalent to the decrease in auto travelers. During the March pre-implementation period, an average of 23,580 persons crossed the Furnace Brook screenline. This number fell by 5 percent to 22,380 during Phase I and average 22,310 during Phase II. During Phase III it was 21,645, 8 percent fewer than in March.

During the 7:00 a.m. to 8:00 a.m. peak hour the number of persons in cars and buses at the Furnace Brook screenline fell by 6 percent from 10,080 in March to 9,476 during Phase I. In June, this figure averaged 9,260, a decrease of 8 percent, and during Phase III it was 9,490, a decrease of 6 percent.

The express lane carried more than its "fair share" of persons on the Expressway. During the three operating hours the express lane carried 29 percent of the total persons during Phase I, 32 percent during Phase II, and 32 percent during Phase III. During the peak hour these numbers were 39 percent, 43 percent, and 42 percent respectively.

The number of carpools on the facility increased immediately upon implementation of the lane (see Figure 5.3). At Furnace Brook the number of carpools increased from 681 to 902 during Phase I, an increase of 32 percent.



- A. BEFORE
- B. PHASE I - PRE-CONSTRUCTION
- C. PHASE II - CONSTRUCTION
- D. PHASE III - ENFORCEMENT

FURNACE BROOK SCREENLINE

FIGURE 5.1. NUMBER OF CARS ON EXPRESSWAY

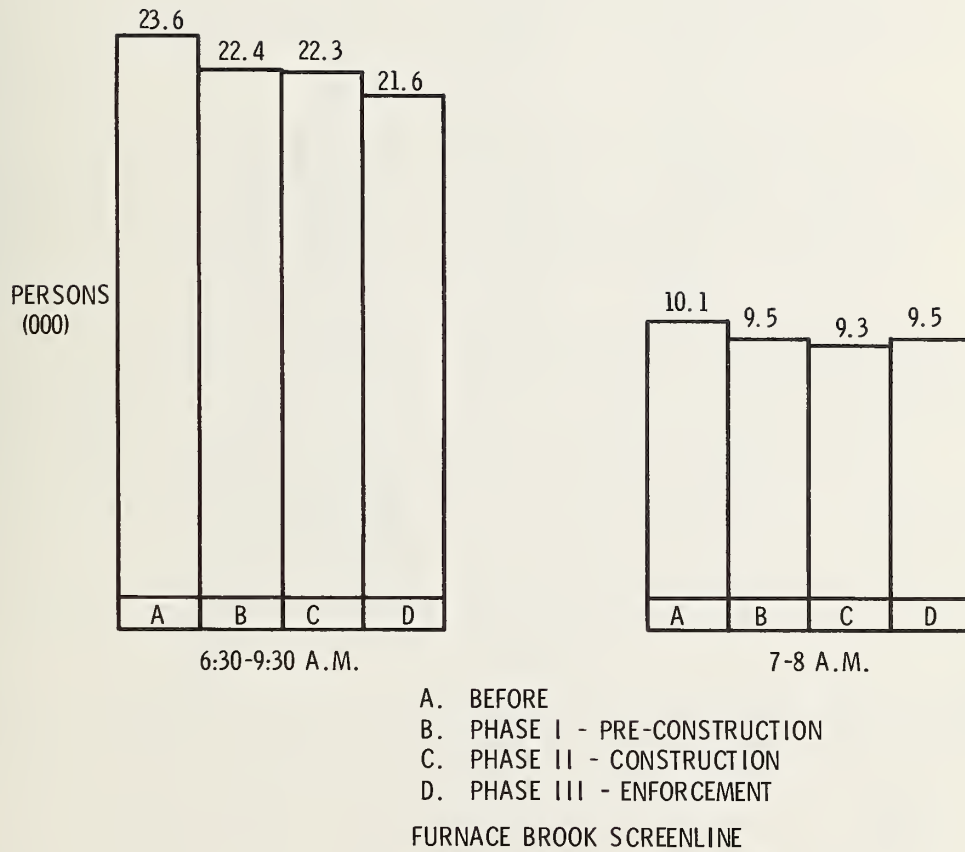
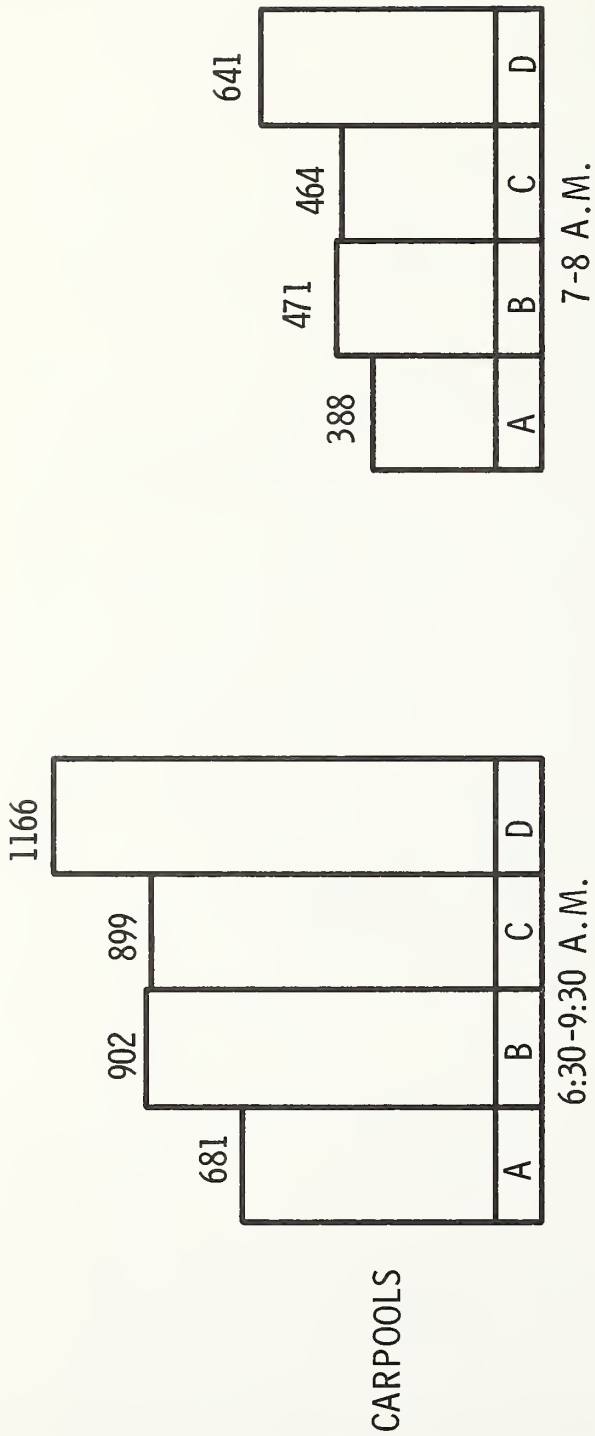


FIGURE 5.2. NUMBER OF PERSONS IN CARS AND BUSES ON EXPRESSWAY



- A. BEFORE
- B. PHASE I - PRE-CONSTRUCTION
- C. PHASE II - CONSTRUCTION
- D. PHASE III - ENFORCEMENT

FURNACE BROOK SCREENLINE

FIGURE 5.3. NUMBER OF CARPOOLS (3 OR MORE OCCUPANTS) ON EXPRESSWAY

In June, the average number of carpools was 899. Just before the termination of the project 1,166 carpools were recorded at the Furnace Brook screenline, an increase of 71 percent.

During the peak hour (7 a.m. - 8 a.m.) the increase in the number of carpools was even more striking. At Furnace Brook the number of carpools increased from 388 before implementation to 471 in May, an increase of 21 percent. In June, the average number of carpools was 464, an increase of 20 percent over the before period. During Phase III there were 641 carpools during the peak hour, an increase of 65 percent.

The change in carpool share (as a percent of total cars) during the 3 hours of lane operation was from 4.4 percent before implementation to 6.5 percent during Phases I and II and 9.0 percent during Phase III (see Figure 5.4). For the peak hour the corresponding numbers were 6.6 percent, 9.2 percent, and 13.0 percent.

The special carpool matching program elicited very little response. During the first two months of project operation, a maximum of 120 calls per day were received at the CARPOOL number, with average daily calls being far less than this number. At the information booth on the Expressway, 640 inquiries were made during the 8 weeks from April 11 to June 2, 1977. About 430 requests were actually made for carpool matching information, and about a third of these were matched with at least one other person and mailed a carpool matching list. It is not known how many of these persons actually formed carpools.

The percent of persons in high occupancy vehicles (3 or more person carpools and buses) increased with the inception of the lane (see Figure 5.5). In March, at Furnace Brook an average of 25 percent of the facility's users were in high occupancy vehicles during the hours of 6:30 a.m. to 9:30 a.m. This number increased to 29 percent during Phases I and II and was 35 percent during Phase III. During the peak hour, 7:00 a.m. to 8:00 a.m., the proportion of persons in high occupancy vehicles increased from 34 percent in March to an average of 39 percent during Phases I and II and 45 percent during Phase III.

Average auto occupancy on the Expressway increased when the lane was implemented (see Figure 5.6). During the three hour peak period occupancy at Furnace Brook increased from around 1.30 to about 1.36 during Phases I and II and to 1.39 during Phase III. Average auto occupancy on the express lane was considerably higher, nearly 1.8 at Southampton and 2.3 at Furnace Brook, which is further south, during Phases I and II. During Phase III occupancy was 2.0 at Southampton and 2.2 at Furnace Brook. The discrepancy in auto occupancy

between the two points (in theory, auto occupancy should remain the same since no one is legally permitted to enter or leave the express lane) was caused by the large number of violators at the Southampton portion of the Expressway.

## 5.2 ALTERNATE ROUTE USE PATTERNS

It is not clear what happened on alternate routes in May and June. Even though volume counts were made at 16 locations, the dense arterial road network, coupled with the lack of reliable seasonal adjustment factors, made it impossible to pin-point the shift in vehicles to alternate routes. However, several general comments could be made. In the summer months, college vacations result in a freeing of capacity on the Expressway which is normally taken up by drivers switching from arterials onto the Expressway. Due to the Expressway construction this route shift apparently did not occur.

Nevertheless, the speed runs detailed in Figure 4.2 and Table 4.2 indicated that travel conditions did not deteriorate on the alternate roadways. Thus, the seasonal decrease in total corridor traffic, plus the dense arterial network with its considerable excess capacity, was sufficient to "absorb" many of the trips diverted from the Expressway. The State estimated that in May between 125 and 250 vehicles either shifted to alternate routes or did not make the trip, while in June 3775 to 4275 vehicles either shifted to alternate routes or did not make the trip. This large shift in June was probably due to the radio and television announcements by the MDPW warning motorists of the potential for serious congestion during the construction period and encouraging them to use alternate routes, modes, and travel times. During Phase III between 900 and 2,000 of the before period vehicles were travelling on alternate routes.

## 5.3 TRANSIT OPERATIONS AND USE PATTERNS

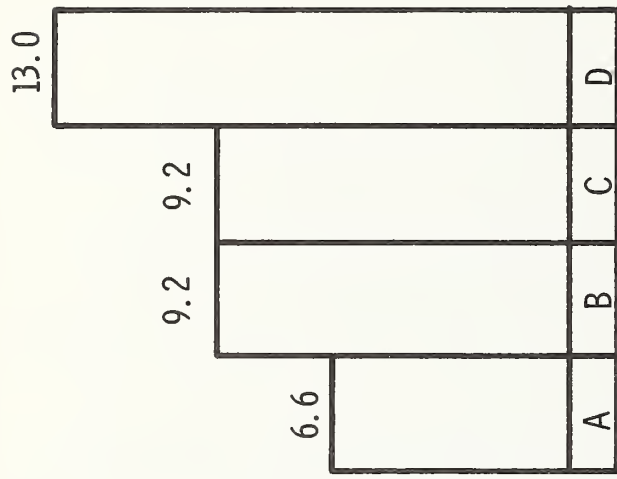
In order to accommodate the expected increase in transit ridership on the Red Line rapid rail, the winter schedule was maintained. This entailed operating 104 cars in contrast to 88 cars (4 extra trains during peak periods). March ridership was estimated at 8,700 trips from 6:30 a.m. to 9:30 a.m. at the stations Quincy Center, Wollaston, and North Quincy. Ridership was about 460 trips per day higher during Phases I and II, an increase of 5 percent. During Phase III ridership went up another 550 trips, a 12 percent increase over the before period.

Plymouth and Brockton Bus Lines experienced a strike during the start of the reserved lane. Since ridership decreased after the strike, the additional buses were not provided. The Hudson Bus Lines ran five buses at 20-minute headways from the South Shore Plaza in Braintree to the 128

railroad station and then to Government Center for a two-month period. Since ridership remained low, the service was discontinued. One reason for the failure of this service was that it was not marketed properly, and many potential riders were unaware of its existence.

Ridership at other park-and-ride lots remained the same. In all, bus ridership rose by about 100 riders, or 3 percent, during the peak period with the inception of the reserved lane. During Phase III bus ridership increased another 2 to 3 percent. This lack of increased bus patronage could be explained, in part, by the fact that, except for the Hudson Lines, no new coverage was provided and headways were not reduced. The only change was that backup sections were made available as needed.

Ridership did not increase on the commuter rail lines in May. In June, seasonally adjusted commuter rail ridership increased by approximately 100 riders during the 6:30 a.m. to 9:30 a.m. peak period. Ridership increased by 7 percent during Phase III. The two new commuter boat lines carried 170 persons daily and the original commuter boat experienced its normal summer increase of ridership from 75 to 125 passengers each way. A survey on one of the new boats indicated that approximately one-third of the passengers were former auto drivers.

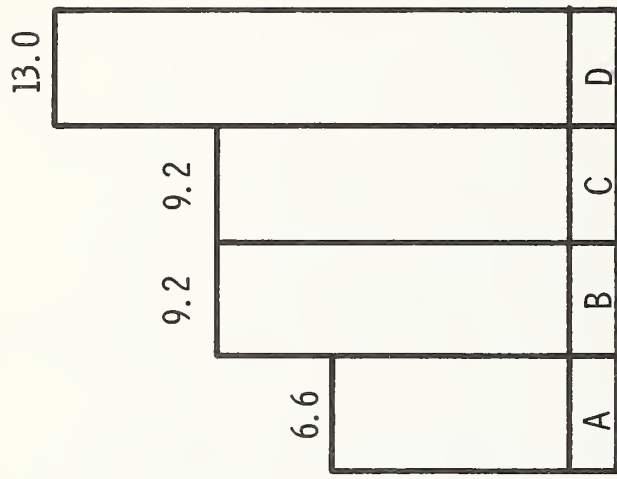


6:30-9:30 A.M.

- A. BEFORE
- B. PHASE I - PRE-CONSTRUCTION
- C. PHASE II - CONSTRUCTION
- D. PHASE III - ENFORCEMENT

FURNACE BROOK SCREENLINE

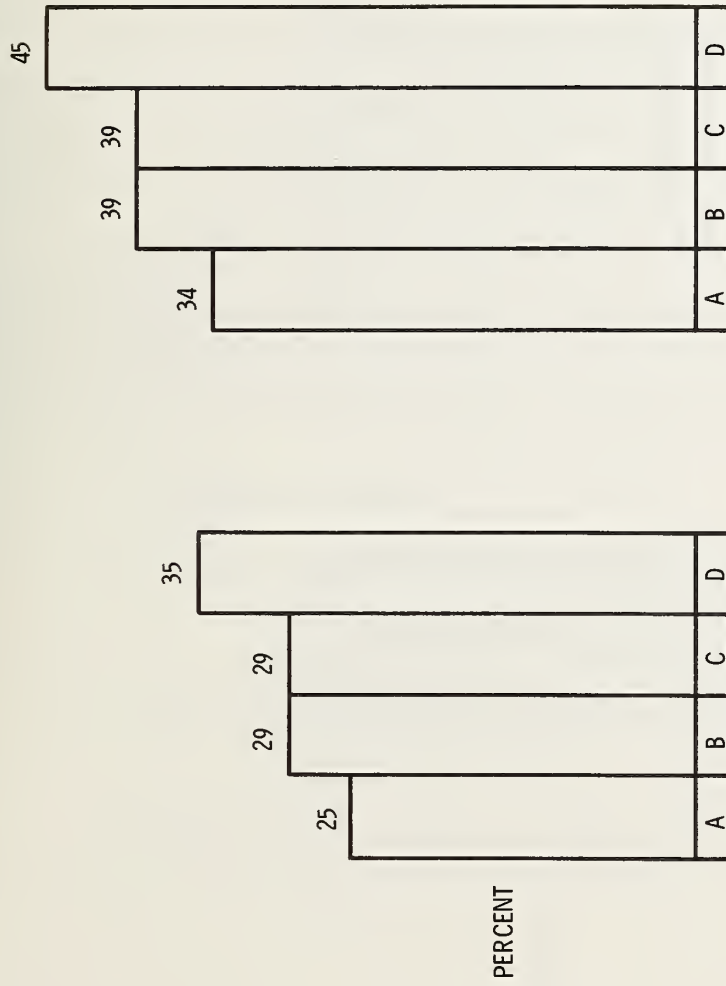
7-8 A.M.



PERCENT

FIGURE 5.4. PERCENT OF CARPOOLS ON EXPRESSWAY

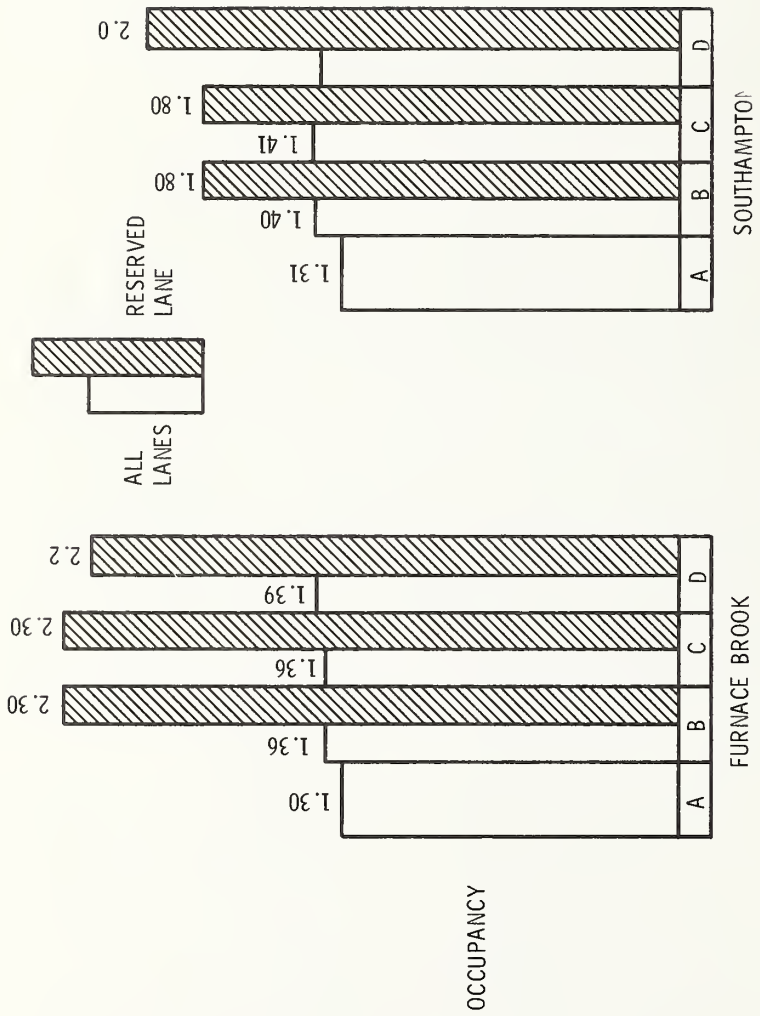




- A. BEFORE
- B. PHASE I - PRE-CONSTRUCTION
- C. PHASE II - CONSTRUCTION
- D. PHASE III - ENFORCEMENT

FURNACE BROOK SCREENLINE

FIGURE 5.5. PERCENT OF PERSONS IN 3 OR MORE OCCUPANT CARS OR BUSES ON EXPRESSWAY



- A. BEFORE
- B. PHASE I - PRE-CONSTRUCTION
- C. PHASE II - CONSTRUCTION
- D. PHASE III - ENFORCEMENT

6:30-9:30 A.M.

FIGURE 5.6. AVERAGE AUTO OCCUPANCY ON EXPRESSWAY

#### 5.4 WHERE THE CARS WENT

Table 5.1, from a paper by Brand et al,\* summarizes the whereabouts of the automobiles no longer travelling the Expressway in May and June. In general, the figures were obtained by dividing the observed ridership change for each mode by 1.31, the before period auto occupancy. The category "shifted to alternate route or did not make the trip" presents the primary uncertainty in the data for the reasons explained in Section 5.2.

The table indicates that the Expressway itself, through an increase in carpooling, was able to absorb half of the decrease in the number of cars in May. The parallel rapid transit route accounted for about 25 percent of the "missing" cars in May. The other modes experienced only marginal shifts, and the alternate routes were not affected.

The number of cars on the Expressway decreased by approximately 3700 from May to June, and this number was estimated to have been absorbed by the alternate routes or by seasonal decreases in corridor travel. The excess arterial capacity was sufficient to absorb this shift without a noticeable decrease in level of service. Travel by other modes remained nearly the same in June as it had been in May.

#### 5.5 USE PATTERNS SUMMARY

- Expressway auto volumes during the three hour peak period were down 10 percent during Phase I, 11 percent during Phase II, and 16 percent during Phase III.
- Person throughput on the Expressway during the peak period declined by 5 percent during Phases I and II and 8 percent during Phase III.
- For the peak period the reserved lane carried 29 percent of total persons during Phase I, 32 percent during Phase II, and 32 percent during Phase III. During the peak hour these numbers were 39, 43 and 42 percent respectively.

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\*D. Brand, J. Attanucci, H. Morris, C. Kalasuskas, "Southeast Expressway Reserved Lane for Buses and Carpools," submitted for presentation at the 57th Annual Meeting of the Transportation Research Board, Washington DC, January 1978.

TABLE 5.1

WHEREABOUTS OF AUTOMOBILES NO LONGER TRAVELLING  
THE SOUTHEAST EXPRESSWAY\*

Southampton Street  
6:30 A.M. - 9:30 A.M.

	AUTOS (PERCENT)	
	May 1977	June 1977
Reduction in Number of Cars on Expressway (from "Before" Condition)	2010 (11)	5670 (30)
<u>Where Cars went</u>		
• Shifted Mode		
Carpooling (Increased auto occupancy)	920-1140 (5-6)	500-700 (3-4)
Red Line (Quincy Stations)	460 (2)	460 (2)
Commuter Rail	0 (0)	75 (0)
Commuter Boat	50 (0)	50 (0)
Express Bus	75 (0)	75 (0)
Sub Total	1505-1725 (8-9)	1160-1360 (6-7)
• Shifted Time (Made trip after 9:30 a.m.)	100-300 (1-2)	100-400 (1-2)
• Shifted to Alternate Route or Did Not Make Trip	125-250 (1)	3775-4275 (20-23)
TOTAL Accounted for (by Estimation)	1730-2275 (9-12)	5035-6035 (27-32)

\*The effect of seasonality on trip making was not understood, and, therefore, the majority of the data reported here-in was unadjusted. In addition, the dense arterial road network made it impossible to monitor the flow of vehicles on all alternate routes, and it was not clear how many vehicles switched to alternate roads, did not make the trip, or made the trip at a different time period.

- During the peak period the number of carpools increased by 32 percent during Phases I and II and 71 percent during Phase III (over the March "before" number). During the peak hour the number of carpools increased by 21 percent during Phase I, 20 percent during Phase II, and 65 percent during Phase III (over the March "before" number).
- Carpool matching was relatively unsuccessful: 430 requests were made; one-third of these were matched; the number of carpools formed is unknown.
- The percent of persons in high occupancy vehicles during the peak period increased from 25 percent in March to 29 percent during Phases I and II and 35 percent during Phase III. The corresponding figures for the peak hours were 34 percent in March, 39 percent during Phases I and II and 45 percent during Phase III.
- There was a slight spreading of the peak period.
- Average auto occupancy on the Expressway increased from 1.30 to 1.36 during Phases I and II and to 1.39 during Phase III.
- During Phase I there was almost no change on alternate routes. During Phase II between 3775 and 4275 vehicles either shifted to alternate routes or did not make the trip. During Phase III, between 900 and 2,000 of the before period vehicles were travelling on alternate routes.
- During Phases I and II Red Line rapid transit ridership increased by 460 trips or 5 percent. During Phase III ridership increased by another 550 trips, a 12 percent increase over the before period.
- Express bus ridership increased by 100 trips or 3 percent during Phases I and II and by another 2 to 3 percent during Phase III.
- There was little change in commuter rail ridership during Phases I and II. During Phase III ridership increased by about 7 percent.



## 6. COST OF THE EXPRESS LANE OPERATION

There were no major capital costs involved in setting up the express lane. Signs, striping, drilling the holes in the roadway, and plastic inserts comprised the components for lane demarcation. The lane separation required 1500 plastic inserts costing \$16,500 (\$11 each) and 2000 replacements (approximately 15 to 18 posts had to be replaced daily) costing \$22,000. Holes for the inserts cost \$5,500 to drill. The cost of signing was approximately \$7,500. The carpool matching and publicity campaign cost approximately \$40,000. The existing two lane frontage road was widened to three lanes and a new frontage road constructed, but costs associated with these modifications were attributable to the reconstruction project and not to the reserved lane. Since very few additional transit vehicles were provided, equipment costs were minimal. Thus, the total fixed outlay was approximately \$91,500.

The major operating cost was the daily installation and removal of the plastic inserts. The operation involved eight persons from 5:00 a.m. to 6:15 a.m. and 9:30 a.m. to 10:30 a.m. These persons were assigned to two convoys, each consisting of an open-back truck followed by a car with a flashing light. Two persons were required to install or remove the inserts, one sitting in a rear-facing jumpseat and performing the actual operation and a second providing assistance. Police protection was required for each convoy. The crew costs were \$3,200 per week and the police overtime costs were \$540 per week, or approximately \$97,000 for the 26 weeks the reserved lane was in operation. Costs are summarized in Table 6.1

TABLE 6.1

## EXPRESS LANE COSTS

## Capital Costs

1500 plastic inserts	\$16,500
2,000 replacement inserts	22,000
Drilling holes for inserts	5,500
Signing	7,500
Carpool matching and publicity	<u>40,000</u>
	\$91,500

## Operating Costs

Road Crew (per week)	\$ 3,200
Police (per week)	540
	<u>\$ 3,740</u>



## 7. VIOLATIONS, ENFORCEMENT, AND SAFETY

### 7.1 VIOLATIONS

From its inception the express lane experienced a large number of violations. This is illustrated in Figure 7.1, which gives the violation rates, the percent of cars illegally in the lane, at Southampton and Furnace Brook. The violation rate was lower at Furnace Brook than at Southampton, averaging 64 percent at the former and 80 percent at the latter during Phases I and II. This difference was due in part to the merge-right at the beginning of the reserved lane and the presence of a State Police officer. This officer was at the merge point daily from 6:30 a.m. to 9:30 a.m., except when responding to an incident on the Expressway. Since the express lane was closed at this point, potential violators were forced into the regular lanes and had to cross through the plastic inserts to enter the lane.

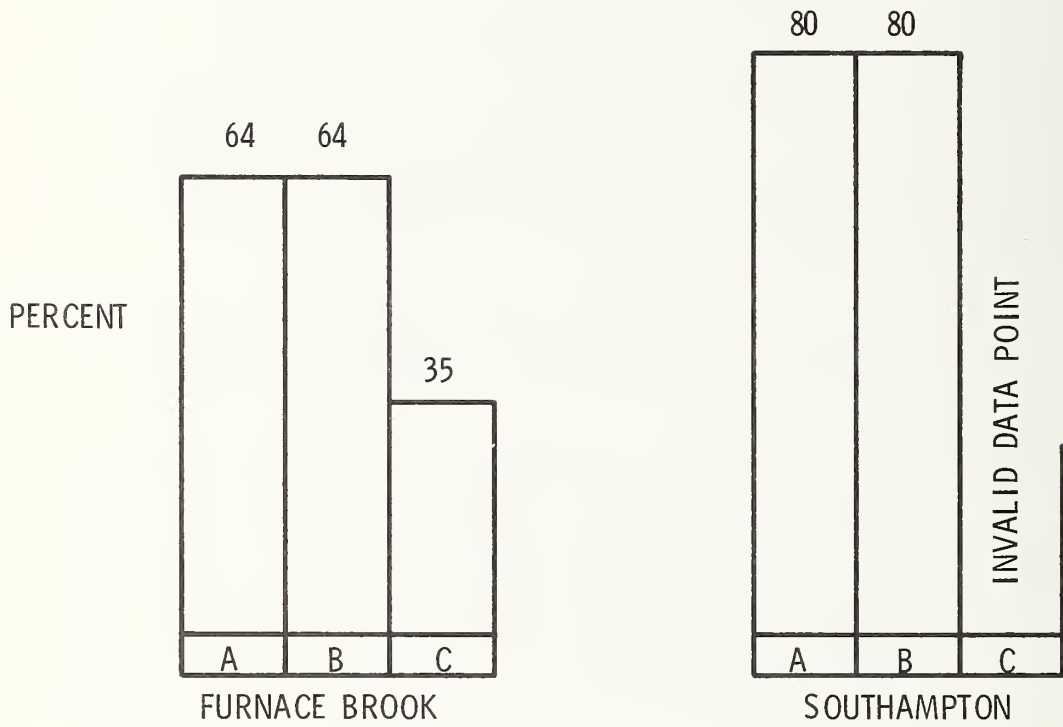
The violation rate was lower during the peak hour than during the three hours of lane operation. One reason for this was the greater proportion of carpools on the facility during the peak hour.

Even though the plastic inserts separating the express lane were spaced either 20 or 40 feet apart, weaving in and out of the lane remained a serious problem. Most of the weaving occurred near the heavily used Neponset and Granite on-ramps, and this was where the 20-foot spacing was used. However, since drilling on bridge decks was not feasible, cones had to be used, and these did not function as an adequate deterrent to violators.

### 7.2 ENFORCEMENT

The number of police on the Expressway before the opening of the reserved lane was negligible. The policy of the State Police was to stay off busy facilities unless there was an incident. The MDC Police also preferred not to cruise. Instead, a helicopter was used to locate incidents. At the inception of the reserved lane, four cars from each force cruised the roadway. The State Police cut its number to two cruisers plus the one officer at the merge point. The MDC also cut its presence to two vehicles and these were stationed at entry ramps.

The lane restrictions were not enforced during Phase I and II. At the end of May, the State began recording license plate numbers of violators of the lane restriction. These persons were sent letters requesting them to conform to the regulations (see Figure 3.4), but they were not issued citations. In June, the police began ticketing persons for illegal weaving.



- A. PRE-CONSTRUCTION
- B. CONSTRUCTION
- C. ENFORCEMENT

6:30-9:30 A.M.

FIGURE 7.1. RESERVED LANE VIOLATION RATE

On October 17, the police began enforcing the lane restriction by taking license plate numbers of violators and sending them \$20 citations through the mail. The legality of this was based on a law stating that if a police officer cannot reasonably stop a violator on the side of the road, then a summons can be sent through the mail. This has been the practice on the Massachusetts Turnpike for dealing with toll violators.

### 7.3 SAFETY

The reserved lane appeared not to have led to an increase in accidents on the Expressway during Phases I and II. The relevant data is presented in Table 7.1. Even with a bias in accident reporting due to the increased police presence on the facility, personal injury accidents and property damage accidents fell within the historical range recorded for these months from 1970 through 1976. Note that the 1977 figures were slightly higher than the historical averages. In addition, only two of the May 1977 accidents and two of the June 1977 accidents occurred in or could be associated with the Express lane. The reserved lane's excellent safety record could have been due to the use of the plastic inserts and the relatively small speed differential between users of the reserved lane and the adjoining normal lane during Phases I and II.

During Phase III personal injury accidents were below the average of the preceding 7 years, but property damage accidents exceeded the average by 5. Two of these accidents were caused by violators weaving into the lane. While two and a half weeks is a short period of time over which to draw conclusions, and while the improved police presence on the roadway resulted in more accidents being observed, some of the increase in property damage accidents might have been caused by the speed differential between the reserved and normal lanes. During the peak hour cars in the express lane averaged 38 miles per hour while those in the normal lanes averaged only 17 miles per hour.

A problem developed after 9:30 a.m. before all the inserts had been removed. Signs prohibited weaving between the hours of 6:30 a.m. and 9:30 a.m. only, and dangerous weaving, with drivers attempting to avoid the remaining inserts, occurred after the official hours of express lane operation.

### 7.4 VIOLATION AND SAFETY SUMMARY

- During the non-enforcement period, violations were very high, about 64 percent at the beginning of the lane and 80 percent at the end. During the enforcement phase, the violation rate declined to 35 percent.

- During the non-enforcement period, the number of Expressway accidents fell within the historical range. During the short enforcement period, property damage accidents may have increased.

TABLE 7.1

SOUTHEAST EXPRESSWAY ACCIDENT DATA

<u>Period</u>	<u>Personal Injury Accidents</u>	<u>Property Damage Accidents</u>
May 1970 - 1976		
Range	0 - 9	2 - 8
Average	3.0	4.7
May 1977	6	6
June 1970 - 1976		
Range	1 - 4	4 - 12
Average	2.3	6.7
June 1977	3	10
October 17 - November 2 1970-1976		
Range	1 - 3	2 - 5
Average	1.7	2.9
October 17 - November 2 1977	1	8

## 8. INSTITUTIONS AND ATTITUDES

Unlike other reserved lane projects, implementation of the express lane on the Southeast Expressway was timed to coincide with the mandatory reconstruction of portions of the facility. The reserved lane was introduced as an action necessary to avoid total chaos on the Expressway. In addition, it was announced that the restrictions would not be enforced. Shifts in policy and operations, such as the metering, the sending of letters to violators, and the ticketing of weavers, were implemented, after careful thought, as the need arose.

For these reasons, there was no public outcry during the summer months against the reserved lane like the one experienced in Santa Monica. In fact, the relatively few articles that appeared in the Boston newspapers were merely descriptive and informative and never critical. Predictions made by state transportation officials are quoted without question (for example, the following two quotes are taken from Boston Globe articles: "Daniel Brand, an assistant transportation secretary, is convinced that if carpooling on the Expressway is tripled from its current 250 cars to 750, and the number of express bus riders increased by 30 percent, traffic conditions on the heavily-used highway may be even better than they are now" and "There is no doubt among state officials that the Transportation Department's media blitz, urging motorists to use other means of getting to work, influenced a lot of regular Expressway travelers to use the MBTA, carpools and, especially, alternate routes.") The Boston Globe described the express lane as the "brainstorm of state transportation officials."

The situation changed radically in October when the police began enforcing the lane restriction. Enforcement proved to be an unpopular change in project operations. While the violation rate went down, the number of carpools barely rose, and congestion became intolerable. Articles began appearing in the Boston Herald American calling the reserved lane a "flop" and a "war against commuters." The Boston Globe remained silent.

An irate citizenry began writing and phoning the state officials responsible for the project. Two bills were sponsored in the State House, one to prohibit the implementation of preferential treatment systems (voluntary or mandatory) for multi-passenger vehicles travelling the Southeast Expressway and the other to change the restriction to vehicles with two or more occupants. State officials decided that a change in the definition of a carpool to two or more persons would defeat the purpose of the reserved lane. No constituency appeared to support the reserved lane project.

On November 2, after two and one-half weeks of intense political pressure and with no apparent political support from the state government (1978 is an election year), John J. Carroll, the Commissioner of the Massachusetts Department of Public Works, announced the immediate suspension of the "controversial" Southeast Expressway reserved lane. He explained that his decision was based on the lack of a significant increase in carpools and the substantial inconvenience to Southeast Expressway commuters. He stated that studies were ongoing to investigate the viability of a 3-2-3 concept for the Expressway as part of the major reconstruction scheduled for 1980. The middle two lanes on the Expressway would be reversible under this plan. Finally, he announced that the contra-flow bus lane would not be instituted next spring. No alternative short-term traffic management scheme for the Southeast Expressway was proposed.

The Boston Globe reported the termination of the project in a straightforward, unemotional way, while the Herald American's headlines read: "Good news for Xway commuters - Diamond dies; no mourners." The article began, "The infamous Southeast Expressway Diamond Lane between Quincy and downtown Boston was suddenly abandoned late yesterday as a colossal failure."

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