

ORIGINAL

Decision No. 60003

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Investigation on the Commission's own motion into the operations and adequacy of service of THE GREYHOUND CORPORATION (Western Greyhound Lines Division) and AMERICAN BUSLINES, INC., to points along U. S. Highway 40 between Roseville and the California-Nevada State Line.

Case No. 6130

WEIMAR CHEST CENTER, a public institution,

Complainant,

vs.

Case No. 6071

THE GREYHOUND CORPORATION
(Western Greyhound Lines Division),
a corporation.

Defendant.

Gerald H. Trautman, for The Greyhound Corporation,
Western Greyhound Lines Division, and J. M.
Varner, for American Buslines, Inc., respondents.
Erwin W. Meier and Lewis R. Wallington, for
Weimar Chest Center, complainant.
R. Dean Thompson, Editor, Nevada County Citizen;
Thelma S. Bond, for Grass Valley Chamber of
Commerce; Nay Shull, for Auburn Chamber of
Commerce; James F. Flanagan, for Aero Chamber
of Commerce; Wyan E. Thiessen, for Roseville
Area Chamber of Commerce; L. J. Dewald, for
the County of Placer; Clinton Haywood, for
Colfax Chamber of Commerce; Daniel J. Higgins
and Howard G. Scribner, for City of Rocklin,
Ronald G. "Ron" Cameron, for 7th Senatorial
District; Warren P. Marsden, for State Depart-
ment of Public Works, Division of Highways;
J. W. Grossman, for City of Colfax; Paul J.
Lunardi, for 6th Assembly District; and
George H. Back, for Citizens Committee for
Better Bus Service from Alpine Meadows to Gold
Run; Frank J. Paoli, for Placer County and
Thomas W. Turnbull, for Rocklin Planning
Commission, interested parties.
Martin J. Porter, for the Commission staff.

O P I N I O N

Case No. 6071 was instituted by a complaint filed by the Weimar Chest Center against The Greyhound Corporation, Western Greyhound Lines Division, on March 7, 1958, for the purpose of requesting an order from this Commission to provide a reasonable bus stop schedule at the Weimar Chest Center, for buses operating over the new Highway 40 Freeway which had just been completed past the Weimar Sanitarium. On January 27, 1959, Decision No. 57911 was issued as a means of affording temporary relief. The decision provided for two eastbound and three westbound buses to stop at Weimar daily. It then ordered that the relief granted would expire upon a decision being issued in Case No. 6130 and suggested that the record of Case No. 6071 become a part of the record in Case No. 6130.

Case No. 6130 is a Commission investigation into the adequacy of bus service provided by The Greyhound Corporation, Western Greyhound Lines Division, and American Buslines, Inc., to points along U. S. Highway 40 between Roseville and the California-Nevada State Line. The investigation was instituted on June 17, 1958 by an order of the Commission which notes that turnouts have not been constructed on the Highway 40 Freeway by the Division of Highways of the State Department of Public Works, thus making it impossible to provide road-side service along the new route as had been furnished when buses were on the old highway. The purpose of the investigation is described as follows:

1. To determine the adequacy of the service of respondents to points on and near U. S. Highway 40 between Roseville and the California-Nevada line as a result of the aforementioned freeway construction, and
2. Whether respondents should be ordered to detour from the freeway in order to furnish adequate service to any of such points.

Case No. 6071 was ordered consolidated with Case No. 6130.

Public hearings were held in Colfax on January 27 and 28, 1960, before Commissioner Fox and Examiner Fraser, and in Rocklin on February 26, 1960 before Examiner Fraser.

Evidence was presented by the Commission staff, representatives of Western Greyhound Lines Division, representatives of the State Division of Highways, representatives of the communities of Colfax and Rocklin, and by public witnesses from Rocklin, Gold Run, Alta, Dutch Flat and Emigrant Gap.

An engineer, testifying for the Commission staff, stated that construction beginning in 1957 on Highway 40 has converted the old highway to full freeway standards. This conversion creates a problem because pedestrians are not permitted on freeways, and passengers who formerly boarded and alighted from common carrier buses on old U. S. Highway 40 will no longer have this privilege. It is believed, however, that the equivalent of the service provided on the old highway can be accomplished on the freeway by the use of turnout bus stops.

The staff witness described a freeway bus stop. Since the law forbids stopping on a freeway, these bus stops are located on access roads connecting the freeway to crossroads which serve the towns and centers of population located along or off the freeway. The actual bus stop is a ramp approximately 100 feet long located at the side of the access road near the point where it intersects the crossroad. The bus can pull off the access road, collect or discharge passengers, and continue on the access road until it returns to the freeway. A turnout is provided on each side of the freeway so eastbound and westbound routes have a separate bus stop.

The witness testified that the location of the proposed turnout stops on the freeway were placed after a series of discussions by the Commission staff with representatives of the Division of Highways and Western Greyhound Lines. The factors considered were proximity to local roads and centers of population, ease of access, cost of construction, amount of patronage and the distance between facilities.

The staff introduced an exhibit which included a map of the section of highway being investigated; charges showing the passenger traffic in both directions between Reno and Sacramento on Western Greyhound Lines; diagrams illustrating the two types of approved freeway turnout bus stops, and a discussion of each of the proposed bus stops enumerated below:

<u>Proposed Turnout Bus Stops on Completed Highway 40 Freeway</u>	<u>Present Stops Under Greyhound Schedule of January 6, 1960</u>
Lee Mine Road	Rocklin Loomis Penryn
Newcastle Road	Newcastle
Auburn*	Auburn*
Applegate Road	Clipper Gap Applegate Junction
Weimar	Weimar
Colfax**	Colfax
Monte Vista	Monte Vista Inn
Crystal Springs	Baxter
Putts Lake	Nyack (Emigrant Gap)
Cisco	Cisco Grove Rainbow Tavern
Soda Springs	Soda Springs Norden Donner Lake
Donner Park	
Truckee*	Truckee*
Floriston	Floriston

* All schedules stop at Auburn and Truckee under present and proposed schedules except on nonstop express runs.

** All schedules now stop at bus depot in Colfax. Under proposed schedule some buses would go into Colfax and some would stop on freeway at turnoff stop where road from Colfax crosses the freeway.

It was noted that the proposed stop at Lee Mine Road will serve the Rocklin, Loomis, Penryn area located off the freeway. Newcastle Road will serve the Newcastle area, Applegate Road the present stops of Clipper Gap and Applegate Junction, and Cisco the stops of Cisco Grove and Rainbow Tavern. Norden and Donner Lake are not on the proposed list of stops because the freeway will be routed over a new route to the north of old Highway 40. It will return to the old route at Donner Park on the east boundary of Donner Lake.

The staff engineer testified that further studies are being made to determine the most efficient means of signaling the bus drivers that the freeway stops have passengers waiting for the bus. An efficient signaling method will eliminate the necessity of buses turning off at each stop to check for passengers. Radio transmissions, lights, and semaphores are being tested. Bus stop shelters have been considered and although they cannot be built by the Division of Highways, the Commission staff presented a bus shelter plan which has already been approved by the Highway Commission and will cost approximately \$900. This plan is available for issue to Placer County or Nevada County, or to any municipality or organization willing to undertake the construction of bus stop shelters. The Director of Transportation of The Greyhound Corporation, Western Greyhound Lines Division, was called and testified that Greyhound proposed a daily schedule of eight buses eastbound on the freeway from Sacramento to Reno, and that the buses of two local schedules east from Sacramento would operate over old Highway 40 through Rocklin, Loomis, Penryn and Newcastle to Grass Valley. Buses of seven westbound schedules will use the freeway from Reno to Sacramento and one bus will use old Highway 40 through

Newcastle, Penryn, Loomis and Rocklin. Two local buses will originate in Grass Valley and move west serving Newcastle, Penryn, Loomis and Rocklin. The freeway schedules will use the bus turnouts at Lee Mine Road, Newcastle Road and Floriston. Other stops from Newcastle Road to Floriston will be the same as on the present service until the remainder of the highway becomes freeway and new turnout stops are constructed.

A timetable was presented to show the proposed service between Sacramento and Reno after the entire freeway is completed. Seven westbound schedules are planned and eight eastbound. All 15 schedules will operate daily and serve the turnout stops of Applegate, Weimar, Monte Vista, Crystal Springs, Putts Lake, Cisco, Soda Springs, Donner Park and Floriston. Lee Mine Road and Newcastle Road turnouts will be served by 14 schedules, due to one bus from Reno to Sacramento being routed over old Highway 40 serving Newcastle, Penryn, Loomis and Rocklin. All 15 buses will stop in Truckee and at Auburn. Three eastbound and three westbound schedules will stop in Colfax at the bus depot and five each way will serve the Colfax turnout on the freeway. In addition to the 15 buses already noted, express buses will run daily both east and west nonstop between Sacramento and Reno.

The witness favored the use of freeway turnout bus stops because they permit much faster service for the 9 out of 10 passengers who are traveling interstate between Reno and Sacramento. They will enable Greyhound Lines to provide a service to their through passengers which will be competitive with other forms of transport, including air travel.

An engineer testified for the Division of Highways of the State Department of Public Works. He stated that U. S. Highway 40

between Roseville and the California-Nevada State Line is not all freeway. He defined a freeway as a divided highway of four or more lanes with no crossings at grade and no access possible from private property. The important crossroads are routed over or under the freeway. Other crossroads are blocked to prevent motorists from turning out of or into the traffic. All private property is fenced to discourage pedestrians from walking on, or crossing the highway. An expressway is a four, or more, lane divided highway with crossings at grade and limited access from private property.

The freeway is completed from Roseville to Auburn and has bus turnout stops at Lee Mine Road and Newcastle Road. Auburn to west of Colfax is part freeway and part expressway. Colfax to Gold Run is freeway and from Gold Run to Emigrant Gap the highway is under construction. Emigrant Gap to Hampshire Rocks is still served by the old highway and will not be converted to freeway standards for several years. The stretch from Hampshire Rocks to Soda Springs is completed freeway and from Soda Springs to Donner Park the route is now over old Highway 40. This section of the old highway will be avoided by the new freeway which will leave the old route at Soda Springs and return to the old highway at Donner Park. This stretch has not been surveyed and will not be completed for 5 or 10 years. The highway from Donner Park to the Nevada Line is a full freeway and already has a turnout stop at Floriston, close to the Nevada Line.

The engineer stated that turnouts can be constructed at Applegate Road, Weimar, Colfax and Donner Park as soon as money is allocated and the projects are approved by the Highway Commission. The turnouts at Monte Vista, Crystal Springs and Putts Lake can be accomplished by a change order on the contracts which have already

been allocated for the freeway construction. The proposed Cisco and Soda Springs turnouts are on a section of highway which will not be completed for at least five years and therefore are not being considered in current plans.

The Division of Highways will pave the bus stops and sidewalks leading to them, but under the present law cannot provide seats or shelters for passengers. Lighting will be provided if the crossing on the freeway is lighted. If not, no illumination of the bus stop area will be provided. Shelters can be built after permission has been obtained from the Highway Commission, as long as the cost of construction is not paid by the Division of Highways. Public telephones are also permitted on freeways at the bus stops, providing their design is acceptable and the installation is not charged to the State of California.

Fifteen public witnesses testified. Their testimony may be summarized by stating that most thought the bus turnouts on the freeway were a waste of money. They were convinced that the winters in Placer County are too severe to expect anyone to stand without shelter in rain, wind and snow to wait for buses that are sometimes hours late, due to snow in the mountains. A witness stated that in summer the weather is less of a problem, but the isolation of the turnouts may subject women or children waiting for a bus to possible molestation. They were also fearful that buses might drive by without turning into the bus stops, especially at night, unless adequate signals are installed. A signal could also be misused by practical jokers or adolescents and cause unnecessary stops and waste of time. Most turnouts are one to four miles from the area they are to serve. This may require all who ride the bus to have an auto take them to and from the bus turnouts. They recommended

that buses come into town and stop at a store or hotel where passengers could wait in comfort and safety.

Several members of the public testified they depend on Greyhound's express service, which now delivers to their store or place of business. The new freeway stops will force those who expect deliveries to wait for the buses at the turnouts. If no one is on the island to receive delivery when the bus arrives the package is left at the next agency station.

On cross-examination all but three witnesses admitted they never rode the bus. The three riders rode infrequently into the Bay Area and Sacramento. Residents of Gold Run, Alta, Dutch Flat, and Baxter admitted that all had U. S. Post Offices with parcel post service. A truck company also operates in the area and offers pickup and delivery service twice a week.

The American Buslines, Inc., was represented at the hearings, but presented no evidence. It runs two schedules in each direction over Highway 40 on the Sacramento-Reno route. Since American Buslines, Inc., renders only a minimum of service no specific findings will be made regarding its bus operation.

Discussion

The matter before the Commission presents the question of whether the advantage of a new freeway should be reduced by requiring Greyhound buses to make numerous stops in zones which have very little passenger traffic. The documentary evidence presented by Greyhound and the Commission staff show better than 90 per cent of the passengers who are carried pass through the area from Sacramento to Reno. The slight local public inconvenience must be outweighed by the substantial inconvenience to the general public if the through passengers are delayed by numerous off-freeway stops.

Findings and Conclusions

Based upon all the evidence of record in this matter, the Commission makes the following findings and conclusions:

1. That public convenience and necessity require, and we so find, that The Greyhound Corporation, Western Greyhound Lines Division, buses routed over U. S. Highway 40 Freeway between Roseville and Newcastle use the freeway stops at Lee Mine Road and Newcastle Road.

2. That public convenience and necessity require, and we so find, that The Greyhound Corporation, Western Greyhound Lines Division, route proposed local Schedules 3104 and 3102 from Sacramento to Nevada City and Schedule H512 from Sacramento to Reno over old Highway 40 through Rocklin, Loomis, Penryn and Newcastle; that proposed Schedules 3101 and 3103 from Nevada City to Sacramento and Schedule 3063 from Reno to Sacramento be routed over old Highway 40 through Newcastle, Penryn, Loomis and Rocklin.

3. The Commission favors the location of freeway turnout bus stops at Applegate Road, Weimar, Colfax, Monte Vista, Crystal Springs, Putts Lake and Donner Park and urgently recommends to the Division of Highways that these stops be completed as soon as possible.

4. That public convenience and necessity require the construction of freeway turnout bus stops at Cisco and Soda Springs on the new U. S. Highway 40 Freeway, although we are aware that the section of highway on which these stops are located will not be completed for at least five years.

5. That public convenience and necessity require the development and installation of an adequate signal system which will advise bus drivers when bus stops are occupied. The signal should work efficiently in darkness, fog, rain or snow.

6. That the installation of adequate shelters at all bus stops on U. S. Highway 40 between Roseville and the Nevada State Line is a problem that best can be solved by the counties and local communities concerned.

O R D E R

Public hearings having been held in the above-entitled matters, the Commission being fully informed therein, and having found that public convenience and necessity so require,

IT IS ORDERED that:

1. The Greyhound Corporation, Western Greyhound Lines Division, shall adopt and put into operation the proposed bus service between Sacramento and Reno in its 3d Revised Sections Nos. 11 and 12 to Oakland Division Timetable No. 20, issued February 4, 1960, except that Schedule H512 must show service through Rocklin, Loomis, Penryn and Newcastle.

2. Within sixty days after the effective date hereof, and on not less than ten days' notice to the Commission and the public, applicant shall establish the service herein authorized and file in triplicate, and concurrently make effective tariffs and timetables satisfactory to the Commission.

3. All buses scheduled to serve freeway bus stop facilities shall operate through said facilities unless there is installed an adequate signal system which will advise bus drivers when bus stops are occupied.

4. The investigation of Case No. 6130 is hereby discontinued.

5. Until the Weimar freeway bus stop facilities are completed, and pending further order of the Commission, the interim relief granted by Decision No. 57911 in Case No. 6071, shall be continued.

The effective date of this order shall be twenty days
after the date hereof.

Dated at San Francisco, California, this 26th day
of April, 1960.

Ernest A. DeLoach
President
W. J. Mohr
W. J. Mohr
E. J. Fox
Theodore J. DeLoach
Commissioners