

Decision No. 62250**ORIGINAL**

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., along Sign Route  
 24 (State Route 75), Contra Costa County.

Case No. 6411

Gerald H. Trautman and Cloyd Kimball, for The  
Greyhound Corporation, and Clarence J. Kearney,  
 for American Buslines, Inc., respondents.  
Warren P. Marsden and George D. Moe, for State  
 Department of Public Works, Division of  
 Highways; Dudley W. Thickers, A. W. Mulborn,  
 and William E. Eastman, for Contra Costa County  
 Commuters Association; Armand E. Werle, for  
 City of Walnut Creek; Mrs. E. E. Lundgren, for  
 residents of Sunnybrook Drive; Mark L. Kermit,  
 for Contra Costa County; Conrad T. Wingefeld  
 and Robert Thom, for residents in vicinity of  
 Ignacio Valley Road Interchange; Clarence E.  
Betz, Kenneth L. Courtright, and Merle Brown,  
 for Orinda Chamber of Commerce.  
William C. Bricca and William R. Peters, for the  
 Commission staff.

O P I N I O NNature of Proceeding

On January 26, 1960, the Commission issued its order instituting investigation in the above-entitled proceeding for the purpose of determining the adequacy of service and facilities of The Greyhound Corporation (Western Greyhound Lines Division) and American Buslines, Inc., along Sign Route 24 (State Route 75) in Contra Costa County. The order instituting investigation stated, in part, that the State of California, acting by and through its Department of Public Works, had commenced freeway construction from the Broadway Tunnel through Lafayette, Walnut Creek and Concord, more or less along the line of Sign Route 24 and that the bus stops provided for along this route may not be sufficient to provide adequate bus service by the respondents.

### Public Hearing

After due notice, public hearings were held on August 31, 1960, and on January 4, April 18 and May 23, 1961, in San Francisco before Examiner William W. Dunlop. The Commission staff presented five exhibits and testimony through two witnesses relating to freeway bus stops along Sign Route 24 in Contra Costa County. The State Department of Public Works, Division of Highways, presented five exhibits and testimony through two witnesses setting forth its views on the matter. Testimony also was presented on behalf of Western Greyhound Lines, Contra Costa County, the City of Walnut Creek, the Contra Costa County Commuters Association, residents of Sunnybrook Drive in Lafayette, and on behalf of property owners and residents in the vicinity of Ignacio Valley Road interchange in Walnut Creek.

Statements of position were entered by several parties including the Division of Highways, the Commission staff, the City of Walnut Creek, and the Orinda Chamber of Commerce.

During the pendency of the proceeding several informal conferences were held among the parties in an effort to clarify positions and reach tentative agreements on appropriate locations for freeway bus stop facilities.

The matter now is ready for decision.

### Operations of Greyhound

Greyhound operates four main routes between Concord and Oakland-San Francisco as shown in Exhibit No. 1 and as summarized below:

"O" Route, an all day local service route between Concord and Oakland.

"U" Route, an all day local service route between Concord and 7th Street Station in San Francisco.

"T" Route, a commute hour local service route between Concord and Transbay Terminal, 1st and Mission Streets, San Francisco.

"X" Route, a commute hour express service route between Concord and Transbay Terminal, 1st and Mission Streets, San Francisco.

In addition, routes from Danville and Martinez converge with the main route at Walnut Creek and at Pleasant Hill Road Junction, respectively, operating locally to Oakland.

The staff study (Exhibit No. 1) shows that during the morning commute period (6:30 a.m. to 8:30 a.m.) Greyhound operates some 54 bus trips westbound carrying in excess of 2,000 passengers. Only one percent of these passengers alight east of the Broadway Tunnel, while 99 percent alight in Oakland or in San Francisco.

Commute passengers over Sign Route 24 have increased by 15 percent since 1957 and by more than 120 percent since 1951. On May 4, 1960, during the morning commute period 1,289 passengers rode Greyhound buses from Contra Costa County to San Francisco and 738 passengers rode to Oakland. Approximately one half of the passengers presently board the inbound morning commute buses at stops from Concord to and including Walnut Creek depot while the other half of the passengers board the buses at stops west of the Walnut Creek depot.

#### Operations of American Buslines, Inc.

American Buslines, Inc., was represented at the hearings but presented no evidence. It operates two schedules eastbound and two schedules westbound through the San Francisco-Oakland-Concord area. Since only a minimum of service is furnished by American Buslines, Inc., over this route, no specific findings will be made regarding its bus operations.

#### Commission Staff Recommendations

An engineer of the Commission staff testified that the freeway now in use between Monument and Orinda along Sign Route 24 is ideal for bus rapid transit and that appropriate bus stop facilities along the freeway would speed bus service resulting in efficient

bus rapid transit. He recommended that bus stop facilities ultimately be located at the following ten locations:

1. Orinda
2. Charles Hill Road
3. Acalanes Road
4. Happy Valley Road
5. Brown Avenue
6. Pleasant Hill Road
7. El Curtola Boulevard
8. Walnut Avenue (or close proximity)
9. Walden Road
10. Oak Park Boulevard

This witness also recommended that shelters be constructed at all westbound stop facility locations; that parking areas be provided for automobiles; and that sidewalks, ramps and stairs be constructed so that passengers may reach the facilities in the most direct route.

#### Present Freeway Bus Stop Facilities

The following freeway bus stop facilities have been constructed by the Division of Highways and are now in use on Sign Route 24:

1. Orinda - Westbound
2. Charles Hill Road - Eastbound and Westbound
3. Acalanes Road - Eastbound and Westbound

The Division of Highways also has constructed a bus stop facility at Broadway and Mt. Diablo Boulevard in Walnut Creek.

During commute hours more passengers use the Orinda bus stop than any other single bus stop on the route in Contra Costa County.

#### Additional Agreed Upon Freeway Bus Stop Facilities

The record discloses that the following additional freeway bus stop facilities have been agreed to by the parties and that the District Office of the Division of Highways is prepared to recommend their construction if the Public Utilities Commission concurs:

1. Orinda - Eastbound (Exhibit No. 10)
2. Acalanes Road - Sidewalk Construction
3. Pleasant Hill Road - Sidewalk Construction

During the evening commute period more than 250 passengers get off Greyhound buses at Orinda. A witness for Greyhound testified that the eastbound Orinda bus stop facility proposed in Exhibit No. 10 was feasible from an operating standpoint and, if constructed, would be used by Greyhound. Such facility, if constructed, would remove buses from the congested business area of Orinda.

The Orinda Chamber of Commerce urged that only those facilities upon which agreement had been reached be included with the Orinda-Eastbound facility since inclusion of facilities not agreed upon by all parties might unnecessarily delay the Orinda facility.

#### Other Suggested Freeway Bus Stop Locations

The record reveals that consideration has been given by the parties and the Division of Highways to a number of other locations for possible freeway bus stops. A brief comment on each of these other locations is appropriate.

#### Sunnybrook Drive

A representative of Sunnybrook Drive area urged that a suitable bus stop be restored in the vicinity of Sunnybrook Drive because residents are prohibited from walking on the freeway and existing bus stops cannot be reached on foot. The closest freeway bus stop facility to Sunnybrook Drive is at Acalanes Road approximately 3,000 feet west of the requested Sunnybrook Drive facility. None of the other parties to the proceeding recommended a freeway bus stop at Sunnybrook Drive and construction of such a facility at this time does not appear to be feasible.

#### Happy Valley Road

The Division of Highways determined that it would cost \$150,000 to construct east and westbound bus stop facilities at this location and concluded that such cost was disproportionate to the public benefits to be derived at this time. The Commission staff

recommended that facilities at this location should be deferred for the present. Greyhound bus routes "U" and "T" leave the freeway beyond Acalanes Road and traverse the old highway to Lafayette, returning to the freeway at Pleasant Hill Road.

Brown Avenue

Freeway bus stop facilities at this location were estimated by the Division of Highways to cost in excess of \$200,000. Highways also studied an alternate location at Oak Hill Road where it determined a cost of \$100,000 would apply. On the basis of its studies, Highways concluded that the costs at Brown Avenue or at Oak Hill Road were disproportionate to the public benefits to be derived at this time. The Commission staff recommended that facilities at Brown Avenue be deferred for the present.

Pleasant Hill Road

The Division of Highways, several years ago, agreed to the construction of facilities costing some \$25,000 at Pleasant Hill Road, prepared plans, secured the approval of local authorities, and advertised for bids. During the advertising period the staff of the Public Utilities Commission asked that the project be deferred because of the fact it did not provide service for buses going into Lafayette. The Supervisor from the local area agreed to the deferment and the project was not constructed. The Commission staff recommended that facilities at Pleasant Hill Road be deferred for the present. The Division of Highways has stated its willingness to recommend additional bus stop facilities at Pleasant Hill Road when there is sufficient traffic to justify its use.

El Curtola Boulevard

The Division of Highways estimated bus stop facilities at this location would cost \$20,000. It took the position that the light use of this area and the nearness of stops in Walnut Creek

and at Pleasant Hill Road did not justify expenditure of State Highway funds at this time. Highways was agreeable to considering this location further when traffic increased.

Greyhound buses presently make east and westbound stops at El Curtola Boulevard where approximately 35 passengers either board or get off in each direction. A witness for Greyhound indicated there was no need at present for improved facilities at this location but that with increased usage bus stop facilities would be needed.

Walnut Avenue or Close Proximity

Walnut Avenue was unacceptable to the Division of Highways because of safety and operational consideration. Alternative locations were investigated at Hillside and at Ignacio Valley Road. The estimated cost of facilities at Hillside approximates \$100,000 and at Ignacio Valley Road approximates \$70,000. It was the position of the Division of Highways that because of the availability and need for service at the existing Walnut Creek bus station and the cost of the facilities at either Hillside or Ignacio Valley Road it could not recommend construction of facilities at this time at Hillside or Ignacio Valley Road.

A witness for the City of Walnut Creek testified that in his opinion a bus stop at Walnut Avenue was impracticable but that it would be feasible to construct a bus stop facility at Ignacio Valley Road. Walnut Creek, however, was opposed to the location of freeway bus stop facilities along Sign Route 24 unless adequate off-street parking is provided.

Residents and property owners in the vicinity of Ignacio Valley Road interchange expressed opposition to a bus stop in that area.

A survey of 144 commuter passengers boarding Greyhound buses at the Main Street stop in Walnut Creek conducted by the

Commission staff on May 19, 1961, showed that 92 percent expressed the view the present stop on Main Street is closer to their homes than would be a stop on the freeway in the vicinity of Walnut Avenue.

The Division of Highways is agreeable to the staff suggestion that further consideration be given to facilities at Ignacio Valley Road if and when a full diamond interchange is constructed at that location.

#### Walden Road

The Division of Highways stated it was prepared to recommend bus stop facilities for Walden Road similar to the installation at Acalanes Road at a cost of approximately \$40,000. However, the City of Walnut Creek by Resolution No. 1422 dated May 3, 1961, opposed the designation of bus stop facilities at the Walden Road interchange unless and until off-street parking areas are provided by some agency other than the City of Walnut Creek. A witness for Highways testified that, since under present State law parking facilities are not a legal use of gas tax funds, the Division of Highways is unable to provide off-street parking areas at Walden Road or elsewhere. In many cases, however, Highways has offered parcels of right-of-way where not otherwise required to local agencies to develop as parking space. The record shows that there is a bus stop at Walden Avenue today but not on the freeway, and it may be presumed that commuters are presently parking in the area.

The Commission staff recommended that Walden Road bus stop be completed at the same time as facilities at Oak Park Boulevard or at Geary Road because at the present time buses do not operate on the freeway in this section and further because the buses could not use the Walden Road facility until a facility was built at either Oak Park Boulevard or at Geary Road. The staff's recommendation was joined in by Greyhound.



### Oak Park Boulevard

As previously indicated, the Commission staff recommended that the Oak Park Boulevard facility be constructed at the same time as the facility at Walden Road.

The Division of Highways estimated the cost of bus stop facilities at this location at \$40,000. Highways did not recommend construction of the facilities because Highways did not consider them practicable, being far removed from pedestrian facilities. Highways further considered that the present use of the facilities at this location would not justify its cost. Highways also investigated Geary Road as a possible bus stop location and concluded that the costs were disproportionate to the public benefits at this time.

### Monument and Points Beyond

In connection with its plans to extend the freeway from the Monument to Concord and to Martinez, the Division of Highways stated it plans to make inquiry in the near future of all interested parties as to the desirability of bus stops in the areas covered by the proposed freeway extension. It is believed that informal cooperative determination of freeway bus stops in the new freeway areas can be achieved. However, if formal action by this Commission should appear necessary, appropriate proceedings, when necessary, could be instituted.

### Findings and Conclusions

The Commission is appreciative of the cooperation of all parties concerned in assisting to develop a full record and in developing specific agreed upon proposals. The assistance of officials of Contra Costa County, the City of Walnut Creek, the Contra Costa County Commuters Association, the Orinda Chamber of Commerce, Greyhound and the Division of Highways is acknowledged. We commend the Division of Highways for completing freeway bus stops for west-bound traffic at Orinda and for both-way traffic at Charles Hill Road

and at Acalanes Road, and for its cooperative approach to the problem of freeway bus stops.

Based upon the evidence of record, the Commission makes the following findings and conclusions:

1. Public convenience and necessity require the construction of additional freeway turnout bus stops at convenient locations on the new freeway along Sign Route 24 between Orinda and Concord.

2. At this time the Commission favors the location of an additional freeway turnout bus stop at Orinda for eastbound traffic as contained in Exhibit No. 10 and additional sidewalk facilities at Acalanes Road and at Pleasant Hill Road and urgently recommends to the Division of Highways that this stop and these sidewalk facilities be completed as soon as possible.

3. When traffic justifies, the Commission favors additional freeway turnout bus stop facilities at Happy Valley Road, Brown Avenue, Pleasant Hill Road, El Curtola Boulevard, Ignacio Valley Road, Walden Road and Oak Park Boulevard and recommends to the Division of Highways that it periodically review these locations with interested parties to assist in determining when such facilities may be justified.

4. The installation of adequate shelters at bus stops on the freeway between Orinda and Concord are problems that best can be solved by the county and local communities concerned.

5. When additional freeway bus stop facilities are constructed at locations along Sign Route 24 in Contra Costa County, public convenience and necessity require, and we so find, that buses of The Greyhound Corporation, Western Greyhound Lines Division, use such facilities.

O R D E R

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

IT IS ORDERED that:

1. Within sixty days after completion of additional freeway bus stop facilities on Sign Route 24 in Contra Costa County, The Greyhound Corporation, Western Greyhound Lines Division, shall adopt and put into operation revised bus service making use of such additional freeway bus stop facilities.

2. Case No. 6411 is hereby discontinued.

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

Dated at San Francisco, California, this 11th day of July, 1961.

Charles R. Ray  
President  
John J. [unclear]  
John J. [unclear]  
George E. Hoover  
Fredrick B. [unclear]  
Commissioners