

Decision No. 83674

**ORIGINAL**

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Application of GREYHOUND LINES, INC.,  
for authority to revise, modify and  
abandon specific routes of Route  
Group 11, Contra Costa County and to  
concurrently therewith discontinue  
related regular route operations.

Application No. 55135  
(Filed August 27, 1974)

W. L. McCracken, Attorney at Law, for applicant.  
Rosemarie Aguilar and Standford E. Davis, for  
the City of Antioch, and Skyles E. Runser, Jr.,  
for himself, protestants.  
Earl MacIntyre and Arthur Harris, Attorney at Law,  
for the Metropolitan Transportation Commission;  
Mark L. Kermit, for the Board of Supervisors,  
Contra Costa County; Verne H. Pynn, Attorney  
at Law, for the City of Concord; W. H. Stielow  
and Howard D. Evans, for themselves;  
Sherwood G. Wakeman, Attorney at Law, for San  
Francisco Bay Area Rapid Transit District; and  
Robert E. Nisbet, Attorney at Law, for A. C.  
Transit; interested parties.  
Elinore C. Morgan, Attorney at Law, for the  
Commission staff.

### O P I N I O N

Greyhound Lines, Inc. requests authority to discontinue local service within Contra Costa County and commutation service between points in Contra Costa County and San Francisco. Appropriate notice was posted in applicant's terminals and in its buses and was published in papers of general circulation.

Public hearings were held before Commissioners Sturgeon and Symons and Examiner Daly at San Francisco on September 18, 1974 and October 10 and 11, 1974 with the matter being submitted on the latter date.

The proposed discontinuance of service is prompted by the inauguration of transbay service by the San Francisco Bay Area Rapid Transit District (BART), which commenced September 16, 1974, and when fully operative will replace the local and commutation services presently conducted by applicant between Contra Costa County points and San Francisco. With a few exceptions, all parties were in agreement that there should be an orderly transition with a gradual phase-out of applicant's service. The only disagreement was as to time.

At present BART provides a day service between San Francisco and East Bay points. No service is provided after 8:00 p.m. or on weekends. Pursuant to a contractual arrangement approved October 9, 1974, A. C. Transit will provide a feeder bus service for BART in Contra Costa County, commencing December 2, 1974. It is anticipated that night and weekend service by BART will commence in April of 1975. Local bus service within Contra Costa County would be provided by the Local Mass Transit Agency if approved in the forthcoming November election.

Applicant believes that the discontinuance of its service should be subject to a date certain and recommends the date of December 31, 1974, except for weekend and evening service for which it recommends the date of February 1, 1975. The staff recommends that applicant be authorized to discontinue service between Danville and Walnut Creek and between Antioch and Concord on or about December 30, 1974, subject to the commencement of BART (A. C. contract) bus service.

The staff further recommends that applicant be required to continue the remainder of its service in the proposed area, subject to the 90 percent load standard during the two-hour peak periods, until other local Contra Costa bus service is provided along these routes, and additionally that applicant continue its U and O Routes until BART has inaugurated its full seven-day rail service, but in no event beyond June 30, 1975.

Although other representatives of city and county agencies, as well as members of the public speaking on their own behalf, specified no particular date, they were all in agreement that the transition of service should be in the best interest of the public and that applicant should be permitted to discontinue service only upon the condition that an adequate substitute service is available.

According to a staff study (Exhibit 22), BART is presently operating 10 trains with approximately 70 cars between Concord and San Francisco during the peak hours. Operating on a 12-minute headway, it has been transporting an average of 6,800 passengers during the morning commute hours and an average of 6,000 passengers during the evening commute hours. On the morning trains an average of 2,000 passengers are required to stand and on the evening trains an average of 1,500 passengers are required to stand.

With the advent of BART, applicant's morning passenger count dropped from 5,222 on Wednesday, September 4, 1974, to 2,818 on Monday, September 16, 1974, and to 1,490 on Friday, October 4, 1974. The total evening passenger count dropped from 2,584 on September 16, 1974 to 1,577 on October 4, 1974. Applicant's load factor dropped from 90.8 percent to 72.4 percent and to 70.6 percent on its corresponding morning schedules and from 94.8 percent to 81.8 percent on its evening schedules. This reduction of patronage was experienced notwithstanding a reduction in schedules; however, there was some criticism that applicant contributed to the reduced use of its service by failing to provide the public with adequate notice before schedule changes were made.

As of October 9, 1974 BART was operating 211 cars throughout its system. Each car has 72 seats, and on certain peak schedules of its Concord-Daly City Line the load factor exceeded 200 percent, or more than one passenger standing for every passenger seated. Except for handgrips on each seat, the cars are not equipped with overhead hand straps or bars for the use of standees. By April of 1975 BART expects to have 263 cars in operation. It actually has in its possession 350 cars and eventually will have 450 cars, but the use of additional cars and the inauguration of its proposed Daly City-Richmond Line will depend upon Commission approval of BART's sequential occupancy release system. It is expected that this matter will be before the Commission by approximately March of 1975. If approved, BART plans to reduce the 12-minute headway on its Concord-Daly City Line, which would increase capacity and reduce its load factor during the peak hours.

In addition to BART's proposed bus service from its Walnut Creek and Concord rail stations to Danville, Pittsburg, Antioch, and Brentwood, plans are now under way by the county to implement a comprehensive system of fixed-route and demand-response (Dial-A-Car) public transit, which will be designed to provide transit access to all five BART stations and to meet other local transit needs as well. On July 29, 1974 the Contra Costa County Board of Supervisors created County Service Area T-2. T-2 is negotiating with A. C. Transit to provide this service under a contract agreement. If favorably voted upon in November, it is expected that service will commence on a limited basis in late February or early March 1975 with full service being provided in approximately one year.

To accommodate those passengers who wish to use BART's service, applicant proposes to make pro rata refunds to persons holding 20-ride commutation books. The usual practice is to charge one-way fares for each ticket used.

After consideration the Commission finds that:

1. On September 16, 1974 BART inaugurated its transbay rail service between Daly City and Concord. Concurrently therewith applicant commenced a program reducing service on competitive bus routes serving Contra Costa County. As of October 4, 1974 applicant was transporting an average of 1,500 round-trip commute passengers daily between points in Contra Costa County and San Francisco with a load factor of approximately 70 percent in the morning and 80 percent in the afternoon.
2. At the present time BART is transporting an average of 6,400 round-trip passengers daily during the commute hours using 10 trains with consists ranging from 5 to 9 cars. With few exceptions each train carries standees, and during the peak of the commute hours, the number of standees exceeds the number of passengers that are seated.
3. Until BART's sequential occupancy release system has been approved by this Commission, which will probably be determined in March or April of 1975, BART will be unable to increase its capacity by reducing the present 12-minute headway on the Daly City-Concord Line.
4. Although BART could conceivably transport applicant's 1,500 daily commute passengers at the present time, it could only do so by transporting them as standees on cars that are ill-equipped to accommodate them.

5. Commencing on December 2, 1974 BART, by virtue of a contractual arrangement with A. C. Transit, will commence a feeder bus service between Danville and Walnut Creek and between Antioch and Concord. Such service will duplicate bus services being provided by applicant between the same points.

6. If approved by the voters in the forthcoming November election, local transit bus service will commence on a limited basis in the early part of 1975. Said service will be within Contra Costa County Service Area T-2 and will duplicate local bus operations of applicant.

7. The Commission agrees with the parties that applicant should be relieved of its obligation to provide service consistent with the availability of substitute services, but it must be commensurate with the public interest and convenience.

8. The Commission adopts the date of December 2, 1974 for the discontinuance of applicant's weekday service on its Routes A, U, and O between Danville and Walnut Creek and between Antioch and Concord, only upon the condition that BART commences its contracted A. C. Transit bus service between said points. Concurrently therewith applicant may reroute its intercity service between San Francisco/Oakland and Stockton from Franklin Canyon route to the Caldecott Tunnel route.

9. The Commission adopts the date of June 30, 1975 for the discontinuance of applicant's remaining Contra Costa County local and transbay service. The Commission is of the opinion that this date provides a reasonable transition period and also provides all parties with the opportunity to appropriately plan and coordinate their efforts in the best interests of the public. Applicant will, therefore, continue to operate such service subject to the 90 percent load standard during the two-hour peak periods, until the Commission authorizes its discontinuance by supplemental order to be hereinafter issued.

O R D E R

IT IS ORDERED that:

1. On December 2, 1974, upon ten days' notice to the Commission and the public and five days' posted notice in its buses and terminals, Greyhound Lines, Inc. may discontinue its weekday service, Route A, Danville-San Francisco, and its Routes U and O between Antioch and Concord upon the condition that Bay Area Rapid Transit District (BART) commences its contracted A. C. Transit bus service between said points. It shall continue service on said routes on weekends and after 8:00 p.m. on weekdays.

2. Applicant shall continue to operate the remaining local and transbay Contra Costa County service until June 30, 1975 and may thereafter discontinue such service in compliance with the provisions of a supplemental order to be hereinafter issued.

3. Applicant shall provide the service covered in Ordering Paragraph 2 hereof subject to the 90 percent load standard during the two-hour peak periods. The interim service curtailments to adjust to the passenger traffic pattern shall continue to be subject to advance approval of the Commission staff. Notice of any schedule changes shall comply with General Order No. 98-A, Section 11.41 and first paragraph of Section 11.42, and notice of any schedule changes shall be distributed to applicant's passengers five days before the effective date of the change.

4. Applicant may reroute its intercity service between San Francisco/Oakland and Stockton through Caldecott Tunnel upon the commencement of BART's contracted A. C. Transit bus service between Martinez and Concord on December 2, 1974.

5. Applicant may refund the unused coupons of 20-ride commute tickets on a pro rata basis.

6. Appendix A of Decision No. 55893, as heretofore amended, is further amended by incorporating Fifth Revised Page 24, Fifth Revised Page 25, Sixth Revised Page 26, Fourth Revised Page 105, and First Revised Page 106, attached hereto and by reference made a part hereof.

7. Within sixty days after the date hereof and upon not less than ten days' notice to the Commission and to the public, applicant shall amend its tariffs and timetables presently on file with this Commission to reflect the authority herein granted.

8. In all other respects Application No. 55135 is denied.

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

Dated at San Francisco, California, this 29<sup>th</sup>  
day of OCTOBER, 1974.

Vermon L. Stearns  
President  
William J. Quinn  
Thym M. Moran  
Robert E. McLeod  
Commissioners



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Appendix A  
(Dec. 55893)

GREYHOUND LINES, INC. Fifth Revised Page 24  
Cancels  
Fourth Revised Page 24

ROUTE GROUP 11

\*11.01 - Between Martinez and Stockton:

From Martinez over unnumbered highway to junction California Highway 4 (Martinez Junction), thence over California Highway 4 to Stockton.

Authority is granted to serve all intermediate points.

\*11.02 - Between Oakland and Willow Pass Junction:

From Oakland, over unnumbered highway (Broadway) to junction California Highway 24 (Temescal Junction), thence over California Highway 24 to junction unnumbered highway (Walnut Creek Junction), thence over unnumbered highway (Mt. Diablo Boulevard and North Main Street) to junction California Highway 24 (Oak Park Junction), thence over California Highway 24 to Concord, thence over Willow Pass Road to junction California Highway 4 (Concord Junction), thence over California Highway 4 to Camp Stoneman Junction, thence over unnumbered highway to Willow Pass Junction.

No local service shall be rendered between Oakland and Temescal Junction.

\*11.03 - Between Walnut Creek and Alamo Canal Junction:

From Walnut Creek, over unnumbered highway to junction Interstate Highway 680 (South Main Street Junction), thence over Interstate Highway 680 to junction Interstate Highway 580 (Alamo Canal Junction).

\*11.04 - Between Borden Junction and Byron:

From Borden Junction, over unnumbered highway to Byron.

Issued by California Public Utilities Commission.

\*Revised by Decision No. 83674, Application No. 55135.

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Appendix A  
(Dec. 55893)

GREYHOUND LINES, INC. Fifth Revised Page 25  
Cancels  
Fourth Revised Page 25

\*11.05 - Between Byron and Byron Road Junction:

From Byron, over Byron Road to Byron Road Junction,  
to be operated as an alternate route.

11.06 - Between Happy Valley Junction and Pleasant Hill Overpass:

From junction California Highway 24, Upper Happy Valley  
Road, and unnumbered highway (Happy Valley Junction),  
over unnumbered highway via Lafayette to junction  
Pleasant Hill Road (Pleasant Hill Overpass.)

\*11.07 - Between Interstate Highway 680 and California Highway 24:

From junction Interstate Highway 680 and Willow Pass  
Road to junction California Highway 24 and Willow  
Pass Road.

\*11.08 - Between Cordelia Junction and North Walnut Creek Junction:

From junction Interstate Highway 80 and California  
Highway 21 (Cordelia Junction), over California  
Highway 21 to junction Interstate Highway 680,  
thence over Interstate Highway 680 to junction  
California Highway 24 (North Walnut Creek Junction).

\*11.09 - Intentionally left blank.

\*11.10 - Intentionally left blank.

Issued by California Public Utilities Commission.

\*Revised by Decision No. 83674, Application No. 55135.

\*11.11 - Intentionally left blank.

11.12 - Between Walnut Creek Junction and Oak Park Junction:

From junction unnumbered highway and California Highway 24 (Walnut Creek Junction), over California Highway 24 to junction unnumbered highway (Oak Park Junction), to be operated as an alternate route.

11.13 - Between South Main Street Junction and Walnut Creek Junction:

From junction Interstate Highway 680 and unnumbered highway south of Walnut Creek (South Main Street Junction), over Interstate Highway 680 to junction California Highway 24 (Walnut Creek Junction), to be operated as an alternate route.

11.14 - Between Monument Junction and Ygnacio Valley Junction:

From junction unnumbered highway of Monument Boulevard and Oak Grove Road (Monument Junction), over Oak Grove Road and Ygnacio Valley Road to junction unnumbered highway of Main Street (Ygnacio Valley Junction).

\*11.15 - Intentionally left blank.

\*11.16 - Intentionally left blank.

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Appendix A  
(Dec. 55893)

GREYHOUND LINES, INC. Fourth Revised Page 105  
Cancels  
Third Revised Page 105

C - CONTRA COSTA COUNTY AREA:

\*1. Between San Francisco and Concord:

From San Francisco, over the San Francisco-Oakland Bay Bridge to Oakland, thence over unnumbered highway (Broadway) to junction California Highway 24 (Temescal Junction), thence over California Highway 24 to junction unnumbered highway (Walnut Creek Junction), thence over unnumbered highway to California Highway 242 to Concord.

2. Intentionally left blank.

3. Between Happy Valley Junction and Pleasant Hill Overpass:

From junction California Highway 24, Upper Happy Valley Road, and unnumbered highway (Happy Valley Junction), over unnumbered highway via Lafayette to junction Pleasant Hill Road (Pleasant Hill Overpass). (3.0 miles.)

4. Intentionally left blank.

\*5. Intentionally left blank.

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Appendix A  
(Dec. 55893)

GREYHOUND LINES, INC.

First Revised Page 106  
Cancels  
Original Page 106

C - CONTRA COSTA COUNTY AREA: (Cont'd)

\*6. Intentionally left blank.

\*7. Intentionally left blank.

Issued by California Public Utilities Commission.

\*Revised by Decision No. 83674, Application No. 55135.