

CONFIDENTIAL

Decision No. 45651

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Application of )  
KEY SYSTEM TRANSIT LINES, a corporation, )  
for authority to change existing time )  
table of its "F" San Francisco-Berkeley- ) Application No. 32226  
Shattuck Ave. transbay rail line, in the )  
County of Alameda, State of California. )

- Donahue, Richards, Rowell and Gallagher, by George E. Thomas, for applicant.
- Fred C. Hutchinson, City Attorney, and Ross Miller, City Manager, for the City of Berkeley, protestant.
- Edward R. Plotner, City Attorney of Albany, interested party.
- Allan P. Matthew, for Thousand Oaks Improvement Association, interested party.
- John W. Collier, City Attorney, and Loren East, Traffic Engineer, by Loren East, for the City of Oakland, interested party.
- Kathy Zahn, in propria persona, interested party.
- Ward Hall, Supervising Transportation Engineer, Transportation Department, Public Utilities Commission of the State of California.

O P I N I O N

In this proceeding Key System Transit Lines requests authority to increase the headways on its "F" San Francisco-Berkeley-Shattuck Avenue transbay rail line after 6 p.m. on weekdays and during the entire day on Sundays from a 20-minute frequency to a 30-minute frequency. This would result in the elimination of one train each hour. Concurrently changes would be made in applicant's local motor coach lines Nos. 7, 17, 65, 67 and 74 in Berkeley and Oakland.

A public hearing in this proceeding was held before Commissioner Potter and Examiner Paul at Berkeley, California, on April 16, 1951, and the matter was submitted.

Applicant's traffic engineer presented a tabulation (Exhibit No. 1) showing a comparison of passengers carried, mileages operated and service frequencies for the month of February, 1951, as compared with the same month in 1949. It indicates that during the month of February, 1951, 19.81 per cent fewer passengers were transported by the "F" rail line than during the same month of 1949. Similar comparisons of passenger trends on the five local motor coach lines, as noted above, indicate an average reduction of 22.82 per cent. The combined average decrease by rail and motor coach was 21.76 per cent. During February, 1951, 56,021 miles of operation by the "F" rail line was conducted as compared with 67,652 miles of operation for the same month of 1949 - a decrease of 17.19 per cent. The reduction in miles of rail operations was effected primarily by the elimination of second and third rail car units. While there was some reduction in weekday scheduled rail trips, as further noted hereinafter, there was no reduction in the number or frequency of rail schedules during the evening or on Sundays. A similar comparison of miles of operation of the five local motor coach lines for the same two months shows a reduction of 14.90 per cent accomplished by an expansion of headways. The combined average reduction in miles of operation for the "F" rail line and the five local motor coach lines for the months indicated was 15.59 per cent. Under its proposal applicant would operate the "F" rail line 51,878 miles during a 28-day month which would be 23.32 per cent less than the miles operated during the month of February, 1949. A comparable comparison of the miles of operation of the five local motor coach lines would be a reduction in miles of operation of 21.57 per cent. The combined rail and motor coach lines reduction in mileage of operation under the proposed plan would be 22.09 per cent.

The present and proposed service frequencies of the lines involved (Exhibit No. 1) are set forth in the margin. It will be observed that the No. 17 line after 6 p.m. and on Sundays is presently operated on a frequency of 40 minutes which would be increased to a frequency of 30 minutes. The No. 65 line, presently operated on a frequency of 40 minutes after 6 p.m. would operate on a 30-minute frequency and the present Sunday 30-minute frequency would be continued. The frequency of the No. 67 motor coach line, after 6 p.m. and on Sundays would be expanded from 20 minutes to 30 minutes as would the No. 7 motor coach line. There would be no change in the present 30-minute frequencies of the No. 74 motor coach line.

Applicant's traffic engineer pointed out that applicant conducts four other transbay rail lines; one of which operates on a frequency of 30 minutes after 6 p.m. on weekdays and all day on Sundays and the remainder operate at hourly intervals during

Rail Line	Night Service			Sunday Service		
	Feb. 1949	Feb. 1951	Proposed	Feb. 1949	Feb. 1951	Proposed
	"F" S.F.-Berkeley-Shattuck Ave.	20	20	30	20	20
<u>Feeder Motor Coach Lines</u>						
7 Arlington-Euclid Ave.	20	20	30	20	20	30
17 Alcatraz Ave. - Chabot Rd.	40	40	30	40	40	30
65 Dwight Way	40	40	30	30	30	30
67 Spruce St.	20	20	30	20	20	30
74 Ashby Ave.	30	30	30	30	30	30

those times (Exhibit No. 2). The first of these four lines terminates at 12th and Oak Streets in downtown Oakland and the others in different residential areas of Oakland and Berkeley. He further testified that of applicant's nine transbay motor coach lines four provide no service after 6 p.m. nor on Sundays; two operate at 30-minute intervals after 6 p.m. on weekdays and all day Sundays and the remaining three transbay motor coach lines operate respectively at 30, 45 and 70-minute intervals on weekdays after 6 p.m. and at 40, 30 and 45-minute intervals on Sundays.

Applicant's Exhibit No. 3, as explained by its traffic engineer, indicates that on four Sundays in March, 1946, a total of 61,210 passengers were transported by the "F" rail line as compared with 22,616 passengers transported on four Sundays during March, 1951, a decline of about 63 per cent. The rate of decline of the total passengers transported on four Sundays of the month of March of the six years, 1946 to and including 1951, varied from six per cent to 27 per cent for those months.

Exhibit No. 3 also indicates that between 7 p.m. and 1:06 a.m. of each day April 2 to April 6, 1951, inclusive, applicant operated 17 eastbound trips of its "F" rail line with 2,244 available seats, 966 or 43 per cent of which were occupied. The ratio of passengers to available seats during that period varied from 52 per cent during the period 7 p.m. to 8 p.m. to 35 per cent during the period of 12:01 a.m. to 1:06 a.m. Under applicant's proposal to operate this service on a 30-minute headway the witness stated that applicant anticipates a load factor of 61 per cent on the average. A passenger check on this line, conducted on two Sundays, April 1 and April 8, 1951, showed a load factor of 45 per

cent under the present headways westbound between 6 a.m. and 2 p.m. and an estimated load factor of 63 per cent under the proposed 30-minute headway. During the remainder of the day from 2:01 p.m. until 1:06 a.m. the eastbound load factor was 46 per cent and the expected load factor under the proposed 30-minute headway would be 66 per cent.

On the five local connection motor coach lines, Exhibit No. 3 shows that where the headways would be expanded there would be some increase in the load factor of the schedules involved after 6 p.m. and on Sundays. Because of the low level of the present load factors of these lines after 6 p.m. on weekdays and on Sundays, any expansion of their headways would not produce a high load factor.

A transportation engineer of the Commission's staff presented a study showing traffic trends and load factors of the "F" rail line (Exhibit No. 4). It shows a relatively steady down-trend of the total monthly revenue passengers using this line between San Francisco and Berkeley from about 600,000 passengers in January, 1947, to approximately 390,000 during January, 1951. This was a decrease of 210,000 passengers amounting to 29 per cent. During the period of January-August, 1947, inclusive, applicant operated 115 weekday, 107 Saturday and 98 Sunday trips of the "F" line. These trips were increased to 130 trips, 116 trips and 106 trips, respectively, for the four months September to December, 1947, inclusive. During January, 1948, the number of trips was reduced to 125 weekday trips, 110 Saturday trips and 100 Sunday trips. The frequency of the Saturday and Sunday schedules has remained the same to date but the weekday

schedules were reduced from 125 schedules to 120 schedules in October, 1949, and to 117 schedules in August, 1950. However, as above noted, second and third rail car units have been eliminated from many schedules.

The Commission's engineer pointed out that the eastbound load factor between 7 p.m. and midnight on the "F" rail line during the weekday period April 2 to April 6, 1951, on the average equalled 43 per cent and on Saturday April 7, 1951, the load factor equalled 39 per cent. Westbound traffic during the same weekday period showed an average load factor of 23 per cent and a Saturday load factor of 31 per cent. The witness further stated that his investigation showed that on Sunday April 8, 1951, the eastbound and the westbound traffic showed load factors of 44 per cent and 43 per cent, respectively, and he estimated that the comparable load factors under applicant's proposed 30-minute headway service would amount to 59 per cent and 58 per cent, respectively.

Based on typical days of September, 1947, April and June, 1948, April, 1950 and 1951, the witness' study shows load factors in that order of 70 per cent, 58 per cent, 61 per cent, 50 per cent and 46 per cent on eastbound schedules of the "F" rail line from 7 p.m. to 12 p.m. During each of those evening periods 15 schedules were operated on a frequency of 20 minutes as at present. The witness estimated a load factor of 69 per cent under applicant's proposal.

There was some objection to applicant's proposal on the basis that eastbound patrons would be required to wait unreasonably long periods for connections with the local motor coach lines Nos. 43 and 43-A. Under applicant's proposal connections with those

lines by the "F" rail line would be made at Shattuck and University Avenues during the evening beginning at 6:40 p.m. as indicated in the margin. (2) It will be observed that between 6:40 p.m. and 9:22 p.m. connections vary from direct connections in four cases, 23 minutes in two cases and 13 minutes in four instances. All subsequent connections are scheduled within three minutes. During the evening hours the preponderant traffic of the "F" rail line is eastbound. The 43 and 43-A lines are local motor coach lines operating between Albany on the north and San Leandro on the east via Oakland. Scheduled frequencies on these lines are based on the traffic at maximum load points in the local area. This service is on a 20-minute frequency between 7 p.m. and 9:30 p.m. to care for the traffic volume. Thereafter the frequency is on a 30-minute headway. When the Nos. 43 and 43-A lines are on a 20-minute frequency and the "F" rail line is on a 30-minute frequency it is obvious that direct connections cannot be made with every schedule, which might inconvenience some patrons. (3) The record indicates

(2) "F" Train & 43, 43-A Bus Connections at Berkeley Station  
(University & Shattuck)  
Weekdays

Eastbound

Lv. S.F.	Arr. Univ. Ave.	Lv. Univ. Ave.	Rte.	Wait min.
6:07 P	6:40 P	6:40 P	43	0
		6:53	43A	13
6:37	7:09	7:10	43	1
		7:22	43A	13
7:07	7:39	7:42	43	3
		8:02	43A	23
7:37	8:09	8:22	43	13
8:07	8:39	8:42	43A	3
		9:02	43	23
8:37	9:09	9:22	43	13

(3) Most patrons who might desire to use the schedules with an indicated waiting period of 23 minutes could avoid that wait by using the alternate No. 43 or No. 43-A line which have a common route from Shattuck Avenue to Virginia Avenue and also intersect each other at Santa Fe and Solano Avenues. Alternate use could be made of the "F" train to points on the route of the No. 43-A line near Solano Avenue and The Alameda. The No. 72 bus line, which operates over San Pablo Avenue, could be used to many points on the routes of the Nos. 43 and 43-A lines which are within reasonable walking distance. Both of the latter lines intersect the No. 72 line.

that after 9:30 p.m. the connections at Shattuck and University Avenues would be improved under the proposed 30-minute headway. There was some testimony that direct connections during the late evening hours were especially desirable.

While the City of Berkeley appeared in protest to applicants proposal, it took the position that it could not object thereto if the proposal were justified. It was stated that the city had not received from applicant sufficient factual data from which it could reach a conclusion as to the merits of applicant's proposal which was therefore questioned. The city pointed out that while no drastic decreases in service occur at one time, it is the belief of the city that the cumulative effect of continued reductions over the years results in a substantial reduction in service with the same resulting effect upon the citizens of Berkeley as one major change.

In our judgment the public interest is best served by continuing adjustments of the service to meet the public need as indicated by patronage of the service. To maintain a high frequency of service in the presence of a continuing downtrend of traffic would impose an undue burden upon the carrier which could only result in later adjustments of service or fares of a more severe nature which would not be in the public interest.

This record shows without question that over a period of approximately three years last past, there has been a continuing down-trend in traffic of the "F" rail line with no reductions in Saturday or Sunday scheduled trips and with very little reduction in schedules of weekday trips. As traffic declines there is some point where a reduction in service seems justified. It is our

judgment that the record in this proceeding justifies applicant's proposal which will be authorized.

O R D E R

Public hearing having been held in this proceeding, the matter having been submitted and based upon the evidence of record,

IT IS ORDERED that Key System Transit Lines is hereby authorized to place into effect, on not less than ten days' notice to the Commission and the public, a revised time schedule on a basis of 30-minute frequencies at nights and on Sundays applicable to its "F" transbay rail line as described in the foregoing opinion and as set forth in Exhibit "B" attached to the application herein.

The effective date of this order shall be twenty (20) days after the date hereof.

Dated at San Francisco, California, this 1st day of May, 1951.

R. T. Johnson  
Justin F. Calmes  
Harold P. Kula  
Thomas H. Potter  
John E. Mitchell  
COMMISSIONERS