

ORIGINALDecision No. 45924

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Application of)	THIRD PETITION TO
Pacific Electric Railway Company for)	
authority to increase fares.)	MODIFY AND AMEND
Investigation on Commission's own)	Decision No. 41152
motion, fares, service, etc. of)	
Pacific Electric Railway Company,)	Application No. 27466
et al.)	Case No. 4843

(Appearances shown on Interim Order Decision No. 45623)

O P I N I O N

In this Third Petition the company seeks an order finding that certain of the service recommendations contained in Decision No. 41152, dated January 19, 1948, in the above-entitled proceedings have been complied with and as to others, the order be modified based upon developments and changed conditions that have taken place subsequent to the time the order was issued.

The Commission by its Interim Opinion and Order in Decision No. 45623, dated April 24, 1951, in these proceedings passed upon all the 43 service recommendations referred to in the staff's Exhibit No. 32, except Service Recommendation No. 6 which deals with the matter of Load Standards.⁽¹⁾ The purpose of this Order is to deal with Recommendation No. 6.

With respect to Recommendation No. 6, the order provides that Pacific Electric Railway Company shall within sixty days from

(1) In the opinion of said Decision No. 45623 it is stated that

"It will be the plan of this opinion to first discuss testimony as related to all these recommendations, excepting No. 6 (Loading Standards), wherein the company seeks certain modifications of the provisions of the order of Decision No. 41152. As for Recommendation No. 6, that will be the subject of further consideration by the Commission."

the effective date thereof:

"Operate additional rail and motor coach service where necessary to conform with loading standards specified in Chapter IV of Exhibit No.32." (2)

It is alleged by the company that it has complied with this recommendation but now requests that, as to future operations, the order be changed to provide for the following loading standards on interurban rail and motor coach lines:

1. Under normal operating conditions, passenger loading on any motor coach line or rail line shall not exceed an average of a seat per passenger during off-peak periods.
2. Under normal operating conditions, standing passengers shall be permitted during two hours in the morning and two hours in the afternoon, as follows:

(a) The average load at the maximum load point for each type of equipment shall not exceed:

<u>Motor Coaches</u>		
<u>Over-All Length (Feet)</u>	<u>Over-All Width (Inches)</u>	<u>Maximum Average Load</u>
28 to 30	96	43
30 to 32	"	49
32 to 34	"	52
34 to 38	"	60
38 to 40	101 to 104	68

(2) The loading standards specified in Chapter IV of Exhibit No. 32 provide:

Off-Peak Periods
Provide a seat for all passengers passing maximum load points.

Peak Periods
Interurban and longer suburban lines--Provide a seat per passenger.

City Lines--Standees allowed according to the following standards for various types of Pacific Electric equipment:

<u>Class</u>	<u>Seating Capacity</u>	<u>Loading Standard</u>
Cars 600-700 type	65 seated	90 total
" 100 type	40 "	58 "
" 5000 type	59 "	90 "
Buses, various makes and types	44-45 "	60 "

The above values are for averages over 30 or 60-minute periods.

Buses with effective aisle widths of less than 20 inches shall not carry any standees, and when such buses are operating on a service in combination with buses having greater aisle widths, no standing passengers shall be permitted on such service.

Rail Cars

The average load at each maximum load point shall not exceed 150% of the seated load.

(b) The average actual duration of travel time in which there is a continuous standing load shall not exceed 30 minutes.

3. Intervals to be used in computing average load and average actual duration of travel time shall be:

<u>Headway</u>	<u>Interval</u>
10 minutes or less	20 minutes
11 to 15 minutes	30 minutes
Over 15 minutes	Individual vehicle

The proposed revision of loading standards applies only to the interurban operation as no change is sought in the prescribed loading standard for the local operations.

The specific motor coach and rail lines involved in this third petition, wherein the company seeks an order revising the loading standards, are set forth in the order of this decision.

On certain of the interurban lines where the running time between stops is in excess of 30 minutes, no request has been made to carry standees on such lines. This group includes limited service on some of the company's operations as well as the longer lines.

Applicant's testimony shows that, if the proposed loading standards were granted, and the motor coaches and rail cars were loaded up to the allowable limits during the two-hour morning and evening peak period, the following savings would ensue:

	<u>Vehicles</u>	<u>Annual Savings</u>
Motor coach lines	53	\$ 379,000
Rail lines	<u>31</u>	<u>233,000</u>
Total	84	\$ 612,000

The record shows the maximum loading standards proscribed by this Commission and certain other regulatory bodies throughout the United States for streetcar and motor coach operation. In the main these authorized loading standards during the morning and evening peak, averaged over specified periods of time, permit standees from 20% to 77% of seats provided on streetcars and from 10% to 50% on motor coaches. In certain cases it appears that the limits apply to individual buses and not to the average of the units operated during a specified period. For the most part, the standards established by the regulatory authorities referred to appear to apply to local operations rather than suburban or interurban type of service which is involved in the instant petition.

There was no testimony offered at the February 1st hearing in opposition to the granting of this portion of the company's third petition; however, counsel for the Cities of Los Angeles and Pasadena respectively urged that, if the Commission authorizes any relaxation in the present loading standards, such revised standards be no less restrictive than those presently in effect elsewhere in the State for a comparable service.

The interurban operations of the Key System Transit Lines between San Francisco and East Bay cities appear to be the most comparable service in California to that of the Pacific Electric Railway Company's suburban operation and for which the Commission has established standards. The Key loading standards, as measured in per cent of seats provided during the morning and evening peak, permit standees in each peak as follows:

Interurban Electric Trains

20% for two 30-minute periods

Transbay Motor Coaches, less than 35
minutes from San Francisco to first stop

20% for two 30-minute periods
10% for remainder of peak

Transbay Motor Coaches, 35 minutes or
more from San Francisco to first stop

10% for two 30-minute periods
5% for remainder of peak

It should be pointed out that the Key System's Transbay operations are not entirely comparable to those of the Pacific Electric Railway Company, which are involved herein, due to the fact the Key System vehicles operate into and out of a single terminal in downtown San Francisco, while those of the Pacific Electric Railway Company pick up and discharge passengers along the streets in downtown Los Angeles, with the result that the maximum load points on the Pacific Electric trains and motor coach lines are located some 10 to 20 minutes running time from the terminal. By applying the Key System's loading standards to the lines of the Pacific Electric we find from this record that the Pacific Electric's proposed standards would result in better service on 1 out of 7 rail lines and 3 out of 15 motor coach lines, and on the remainder would result in inferior service.

The matter of setting loading standards for suburban or interurban service presents a different problem than obtains in the case of a local operation. In the latter instance one of the limiting factors aside from the important consideration of passenger convenience is the number of passengers that can safely and comfortably stand without interfering with safety of operation or congesting the interior of the vehicle to such an extent that the schedule is delayed. In the case of a local operation it would appear that the available floor space for standees would provide an important element for consideration in determining the maximum allowable standees, as contrasted to employing the per cent of seats as a basis in the case of an interurban operation.

In establishing loading standards for suburban or interurban lines, consideration should be given to the fact that the passengers normally pay a higher rate of fare per mile in this class of service than obtains in the case of local operation, and therefore are reasonably entitled to a better grade of service.

At the time the Key System standards were established, it was recognized that the motor coaches and trains could carry comfortably more standees than the 10% and 20% authorized; however, the selected number of standees was considered as a reasonable number that should be authorized in that type of service in light of the level of the fare structure and the physical operation.

A review of this record impels the conclusion, and we so find, that applicant has not justified granting the authority to increase the loading standards to the extent requested but has justified the increased loading standards authorized in the following order for the purpose of designing schedules on the specified interurban lines so as to:

- (a) Provide a seat per passenger except during the two-hour periods of peak travel in the morning and in the evening.
- (b) Limit the number of standees during the two-hour periods of peak travel in the morning and in the evening to not more than 20% of the seating capacity for both motor coach and rail lines, averaged over specified periods of time.
- (c) Limit the maximum standing time for patrons to 30 minutes on both motor coach and rail lines.

The following tabulation shows the estimated savings that would ensue if such loading standards were put into effect, as contrasted to the results which obtain under the present loading standard of a seat per passenger on the lines involved herein:

	<u>Vehicles</u>	<u>Annual Savings</u>
Motor Coach lines	40	\$ 287,000
Rail lines	<u>19</u>	<u>143,000</u>
Total	59	\$ 430,000

O R D E R

Public hearing having been held on the Third Petition to Modify and Amend Decision No. 41152 in the above-entitled proceedings, based upon the evidence received and upon the conclusions set forth,

IT IS HEREBY ORDERED that Decision No. 41152 be further modified as follows:

Recommendation No. 6, dealing with loading standards, is modified to provide that Pacific Electric Railway Company shall observe the following loading standards in designing schedules applicable to the hereinafter specified interurban motor coach and rail lines:

Loading Standards

- (a) Provide a seat per passenger except during the two-hour periods of peak travel in the morning and in the evening.
- (b) Limit the number of standees during the two-hour periods of peak travel in the morning and in the evening to not more than 20% of the seating capacity for both motor coach and rail lines averaged over specified intervals of time.
- (c) Buses with effective aisle widths of less than 20 inches shall not carry any standees, and when such buses are operated on a service in combination with buses having greater aisle widths, no standing passengers shall, on the average, be permitted on such service.
- (d) The average actual duration of travel time in which there is a continuous standing load shall not exceed 30 minutes.
- (e) Intervals to be used in computing average load and average actual duration of travel time shall be:

<u>Headway</u>	<u>Interval</u>
10 minutes or less	20 minutes
11 to 15 minutes	30 minutes
Over 15 minutes	Individual vehicle

LINES INVOLVED

The lines to which the above loading standards apply:

Rail Lines

Pasadena via Short Line
 L.A.-Monrovia-Glendora
 L.A.-Long Beach(excluding
 "Express" trips)
 L.A.-San Pedro
 L.A.-Bellflower
 Subway-Santa Monica Blvd.-San
 Fernando Valley (Between
 Cahuenga Pass and Van Nuys)
 Glendale-Burbank (Between San
 Fernando Rd. and Burbank)

Motor Coach Lines

Pasadena-Oak Knoll
 Venice Short Line
 L.A.-Santa Monica via Beverly
 Hills
 L.A.-Montrose-Sunland (Local
 service only)
 L.A.-Garfield Ave. & Valley Blvd.
 L.A.-El Monte via Valley Blvd.
 L.A.-El Monte via Garvey Ave.
 L.A.-Hellman Ave.
 L.A.-Alhambra-Temple City-
 Arcadia-South Arcadia (Local
 service only)
 L.A.-Lakewood Village-Seal Beach-
 Balboa (Local service only)
 L.A.-Saybrook & Whittier Blvd.
 L.A.-Whittier-Santa Ana
 L.A.-Norwalk-Santa Ana (Local
 service only)
 L.A.-Playa Del Rey-El Segundo
 via Culver City
 L.A.-Westchester-El Segundo
 via La Tijera

Under the present method of operation, the 30-minute limitation for standees (Par. (d) above) requires that the schedules be designed so as to provide a seat per passenger during the entire period of operation, for the following interurban services:

Rail

L. A.-Long Beach "Express"
 L.A.-Wilmington-San Pedro
 Steamship Service

Motor Coach

Pasadena-Alhambra Southern
 Pacific Station
 L.A.-Temple City-Arcadia-South
 Arcadia "Express" trips via
 Alhambra Ave.
 L.A.-Balboa "Limiteds"
 L.A.-Sunland "Limiteds"
 L.A.-Santa Ana "Express" trips
 via Manchester Ave.
 Long Beach-Pasadena
 Long Beach-Riverside
 Pasadena-Pomona
 Los Angeles-Riverside
 Los Angeles-San Bernardino
 Los Angeles-Baldwin Park-
 Covina-Pomona
 L.A.-Pomona or Ontario
 L.A.-North Hollywood-Van Nuys
 L.A.-Redondo Beach "Limiteds"
 Beverly-Sunset Blvd.
 L.A.-Sierra Madre "Limiteds"

In all other respects said Decision No. 41152 as modified by Decision 45623, shall remain in full force and effect.

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

Dated at San Francisco, California, this 3rd day of July, 1951.

A. T. Morgan
Justice J. Calver
Harold Kuls
Lawrence H. Fernald
Richard L. McNeill
COMMISSIONERS