

**ORIGINAL**Decision No. 48467

## BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Investigation )  
 into the fares, rules, regulations, ) Case No. 5364  
 charges, services, operations and )  
 practices of Sacramento City Lines. )

John Power and James K. Gibson, for the  
 Commission Staff  
Harry B. Seymour, for respondent  
Everett M. Glenn, for City of Sacramento,  
 interested party.

O P I N I O N

This is an investigation instituted by the Commission upon its own motion into the reasonableness, lawfulness and propriety of the fares, rules, regulations, charges, services, operations and practices of Sacramento City Lines.

The order instituting investigation was filed herein on April 1, 1952 and public hearings were held thereon in Sacramento before Commissioner Mitchell and Examiner Gillard on February 25 and 26, 1953. The matter was submitted for decision at the conclusion of such hearings.

In Decision No. 46944, dated April 1, 1952, in Applications Nos. 32776 and 32919 by the Sacramento City Lines for fare increases and certain route extensions, it was ascertained that this carrier was not rendering a completely adequate and efficient transportation service, particularly with reference to adequacy of schedules, on-time performance and accident prevention. In connection with the latter, evidence submitted by the traffic engineer of the City of Sacramento disclosed that this carrier had the highest frequency of accidents of any of six California transit companies affiliated with Pacific City Lines. The Commission therefore determined that an investigation of these operations should be conducted, and the order of investigation herein was issued concurrently with such decision.

The written and printed evidence submitted herein, consisting of 28 exhibits, discloses that several months of preparation and work have been devoted to this case by the Commission staff, the respondent, and the City of Sacramento. These activities were confined to service and operations, and safety, and we shall consider the evidence relating thereto in the order named.

#### Service and Operations

Two Commission staff engineers prepared a detailed study on these subjects, and submitted 24 recommendations in connection therewith. In addition to the information contained in and pertaining to the recommendations, numerous possible service extensions and reroutings, the possibility of establishing a downtown terminal for the accumulation of passengers, and the possibility of additional turn-back points, were considered and rejected. Relative to the service standards ordered to be provided by Decision No. 46944, it was found that, in general, applicant has carried out the intent of the order requiring additional schedules, and that the load factors were within or close to the recommended load standards. The engineers recommended that the load standards set forth in Decision No. 46944 be continued in effect.

Respondent made an elaborate check of the load factors on each of its lines for 16-hour periods on weekdays, Saturdays and Sundays. Respondent claims that each line was checked inbound and outbound at both its primary and its secondary peak points. The tabulated results disclose no violation of the Commission's order relative to load standards. This is a valuable study and should be of great assistance to respondent in numerous ways, but, with no intent to detract from its overall importance, it should be pointed out that the record herein discloses that the primary check point selected did not represent in all instances the point of maximum load on each of respondent's lines.

The recommendations of the staff engineers are as follows:

1. The extensions and re-routings proposed in Application No. 33815, involving Lines Nos. 3, 6, and 7, should be approved by the Commission.
2. In connection with the above authorization for extension of Route No. 3 in River Park, the schedules should be provided on at least 60-minute intervals during the midday on Mondays through Saturdays. Also, schedules should be operated at such times to provide transfer connections with the school trip service along Thirty-ninth Street in both morning and afternoon.
3. In connection with Recommendation No. 1, service should be extended on schedules at 48-minute intervals on Route No. 6 during midday on Mondays through Saturdays to both Fruitridge Road-Sandra Heights and Twenty-fourth Street Road. This can be accomplished by extending every other schedule now terminated at Sacramento Junior College or Twenty-fourth Street and Coleman Way. During peak periods more frequent service at about 24-minute intervals, or as required by the passenger traffic, should be extended; also, the night schedules now along Fruitridge Road to Franklin Boulevard should be extended to Sandra Heights. These service extensions should be included in the public timetable for Route No. 6, thereby eliminating the separate public timetable for Hollywood Park.
4. All schedules presently operated to Twenty-third Avenue and Thirty-fifth Street on the No. 7 route should be extended to operate over the proposed loop along Sixteenth Avenue, Sacramento Boulevard, Twenty-third Avenue and Franklin Boulevard, in connection with Recommendation No. 1.
5. All schedules presently operated to the Campbell Soup Company plant should be operated over the No. 6 route between downtown Sacramento and the corner of Franklin Boulevard and Fruitridge Road, incorporating this service in the public timetable for the No. 6 route.
6. Approximately three schedules on the Fruitridge Road leg of the No. 5 route in each of the morning and afternoon peak periods should be extended to the corner of Fruitridge Road and Power Inn Road. These extended schedules should be shown in the public timetable for the No. 5 route.
7. The two schedules presently operated to the U. S. Signal Depot on Fruitridge Road in each of the morning and afternoon peak periods should be operated between downtown Sacramento and Fruitridge Road over the No. 5 route. These schedules should be shown in the public timetable for the No. 5 route as extensions of that line.

8. The midday schedule frequency on the No. 2 Riverside Boulevard and Land Park Drive Lines should be changed from 18 - 19 minute intervals to every 20 minutes, in order to provide service at intervals evenly divisible into an hour.
9. Management of the Sacramento City Lines should continue to give considerable supervisory attention to the improvement of on-time performance of buses.
10. A working schedule rotation sheet for each route of the system should be established in order to show the schedule time in consecutive order of every bus operating on that route by schedule number. Also, this working schedule should show all cutbacks and extensions of schedules and the time due at all time points along the route. Each bus operating on a schedule should display its schedule number in the windshield for ready identification by company supervisors.
11. A load factor of at least a seat per passenger during midday and evening periods should be maintained. During morning and evening peak periods an average loading resulting in 150 per cent passenger-seat ratio should not be exceeded during half-hour intervals.
12. Greater care should be taken in checking the accuracy of public timetables before issuance to the public. On each individual line every extended route schedule should be shown, and during off-peak periods the time of every bus scheduled to pass each point should be indicated.
13. Destination signs designating route extensions should be clearly displayed in the front of the buses performing such service, preferably in the illuminated roll sign above the windshield.
14. At such time as the Sacramento State College is opened and in session, schedules of the No. 3 "J" Street route should be extended to the College on approximately half-hour basic intervals via either "H" Street or "J" Street extension.
15. If and when Fifth Street is extended south of Broadway, the No. 8 line should be re-routed from Muir Way to Fifth Street in order to serve the River Oaks housing development over a more direct route.
16. The old short wooden bus stop posts should be replaced with new poles to more clearly designate bus stops.

17. The City of Sacramento should permit the company to place its bus stop signs on the city's poles designating bus stops in the downtown business district. Also, if the one-way street plan goes into effect in downtown Sacramento, the company might place route number indicators on these same poles in order to avoid passenger confusion after such a conversion plan.
18. All No. 5 Fruitridge Road route schedules should be operated direct along Stockton Boulevard instead of operating via Fifty-fifth Street and San Francisco Boulevard, except possibly school tripper service.
19. If one-way traffic streets are established in downtown Sacramento, all of the inbound lines now operating in a westerly direction on "J" or "K" Streets should be routed onto "K" Street, and all of the outbound lines possible which now operate in an easterly direction on "J" or "K" Streets should be routed on "J" Street. If "J" Street cannot handle all of the routes operating in an outbound direction, perhaps Routes 4 and 6 might be routed outbound on "L" Street.
20. The possibility of additional fare zones should be studied if and when a fare adjustment application is filed with the Commission in the future. Possible additional fare zone boundaries that might be considered at that time are Twenty-third Avenue and Freeport Boulevard on the No. 6 route, Twenty-first Avenue on Stockton Boulevard and Twenty-first Avenue on Fifty-fifth Street involving the No. 5 route, and Twenty-third Avenue on Franklin Boulevard for schedules operating to and from the Campbell Soup Company plant (Route 13).
21. When additional motor coach equipment is necessary in the future, vehicles of 45-seat capacity should be acquired.
22. No express service should be operated at the present time on the existing routes.
23. No additional cross-town service or routings should be operated at the present time.
24. Respondent should file for an in-lieu certificate to clarify its routes, particularly after the changes which will result from the one-way street program.

Recommendations 1 and 14 have already been put into effect by the Commission (Decision No. 48215 dated January 27, 1953 and Decision No. 48223 dated January 30, 1953).

Relative to all other recommendations, with but a few minor alterations, the respondent was in complete accord. Respondent

has already put some of them into effect and will adopt others in the future. It concurs in the principles involved in others which call for a continuing standard of conduct or performance in the future.

One public witness from the River Park Area, which is served by the No. 3 Line, testified relative to deficiencies in service and claimed the extra-fare zone for the area is unjust. The deficiencies in service have been covered by recommendations 1 and 2 of the staff engineers, and the new services will be inaugurated by respondent on March 16, 1953. Recommendation 20 suggests alteration in the extra fare zones in any future proceeding in which the overall rate structure is considered.

#### Safety of Operation

The Commission staff engineers, and respondent, studied the general accident experience of respondent and compared it with four other Pacific City Lines carriers operating in this State - San Jose City Lines, Stockton City Lines, Glendale City Lines and Pasadena City Lines. The figures presented show that respondent has a very serious accident experience as compared with these four other carriers.

The staff engineers and respondent all used the same basic figures for number of accidents, number of casualties, number of passengers, and total mileage, for each of the five carriers, for the years 1950, 1951 and 1952. Respondent also developed similar figures for 1949. Those figures disclose a very sharp decrease in the number of accidents and casualties on respondent's line for 1950, and respondent suggests that this was caused by improper reporting by its drivers. Since these 1950 figures are out-of-line with other years and appear to be unreliable, they will be disregarded in the ensuing opinion.

Comparisons between the five companies, showing mileage, passengers carried, and various types of accidents, are given in the following tables for the years 1951 and 1952:

	<u>Sacramento</u>	<u>San Jose</u>	<u>Stockton</u>	<u>Glendale</u>	<u>Pasadena</u>
<u>Year 1951</u>					
Mileage	2,976,341	1,873,152	1,256,253	854,167	1,870,255
Passengers	16,192,796	11,537,854	6,320,628	3,551,223	11,668,007
Step Accidents (1)	221	47	44	15	51
Accidents on Bus (2)	153	43	27	14	58
Collisions at Intersections	98	29	30	7	34
Collisions between Intersections	317	62	57	26	71
Total Casualties (3)	491	114	120	43	138
Total Accidents (4)	789	181	158	62	214

- (1) Alighting, boarding and caught in doors.  
 (2) Non-collision accidents, e.g. loss of balance  
 (3) Injuries and fatalities to passengers  
 (4) All accidents involving persons and property

	<u>Sacramento</u>	<u>San Jose</u>	<u>Stockton</u>	<u>Glendale</u>	<u>Pasadena</u>
<u>Year 1952</u>					
Mileage	3,168,432	1,857,619	1,310,185	756,493	1,842,970
Passengers	16,273,703	10,537,950	6,816,843	2,997,379	10,903,085
Step Accidents	217	67	36	11	38
Accidents on Bus	132	22	24	9	44
Collisions at Intersections	112	33	27	12	26
Collisions between Intersections	446	72	61	23	91
Total Casualties	497	138	80	25	115
Total Accidents	907	194	148	55	199

A comparison on a percentage basis between Sacramento City Lines and the other four carriers as a group is set forth in the following tables:

	Sacramento	Other Four Carriers	Total	Sacramento per cent of total
<u>Year 1951</u>				
Mileage	2,976,341	5,853,827	8,830,168	33.7
Passengers	16,192,796	33,077,712	49,270,508	32.9
Step Accidents	221	157	378	58.5
Accidents on Bus	153	142	295	51.9
Collisions at Intersections	98	100	198	49.5
Collisions between Intersections	317	216	533	59.5
Total Casualties	491	415	906	54.2
Total Accidents	789	615	1,404	56.2
<u>Year 1952</u>				
Mileage	3,168,432	5,767,267	8,935,699	35.5
Passengers	16,273,703	30,255,257	47,528,960	34.2
Step Accidents	217	152	369	58.9
Accidents on Bus	132	99	231	57.1
Collisions at Intersection	112	98	210	53.3
Collisions between Intersections	446	247	693	64.4
Total Casualties	497	358	855	58.1
Total Accidents	907	596	1,503	60.4

The foregoing tabulations disclose that respondent had about three-fifths of the total accidents while its ratio of exposure to accidents, as measured by mileage operated and passengers carried, amounted to only one-third of the total. In every category of accidents, except collisions at intersections in 1951, respondent had more accidents than the combined totals of the other four carriers.

Respondent claims that this situation is improving and in support thereof introduced an exhibit showing that the frequency of



accidents per 100,000 miles decreased about 30 per cent for three winter months in 1952-1953 as compared with a similar period in the winter of 1951-1952. However, for the entire year of 1952 the staff engineers' exhibit discloses an accident frequency of 28.63 per 100,000 miles as compared with 26.51 for 1951.

Numerous reasons have been assigned for this accident frequency rate, and most of them relate to traffic conditions in downtown Sacramento. Some of the conditions cited are narrow streets, double parking, parking in bus zones, improper angle parking, traffic congestion and traffic density in conjunction with respondent's very high morning and evening peaks. Stress was also laid upon driver turnover, particularly in the group with less than six months employment. Relative to the total number of drivers required, respondent had a turnover of 96 per cent in 1951 and 92 per cent in 1952. The other four carriers averaged approximately 30 per cent turnover. Various reasons were assigned for this situation, particularly that other employment at better pay and for an eight-hour day and forty-hour week was readily available, whereas respondent's drivers worked spread shifts and six days a week.

Recommendations by the staff engineers included increased efforts by respondent to reduce its labor turnover and various suggestions relative to the downtown traffic problem, such as more one-way streets, elimination of parking between 4:00 and 6:00 p.m., prohibitions against the use of loading zones by commercial vehicles after certain hours of the day, police supervision at heavy traffic intersections, and an intensified effort to eliminate double parking.

The City of Sacramento agrees with most of these recommendations and has in fact already effected some and is proposing others. One-way streets have been adopted and in the downtown area will become effective by the end of this year. It has completely revised truck loading zones by eliminating 356 parking meters and

installing 278 new loading zones. Private parking has been eliminated in alleys, making them available to trucks. These moves have almost eliminated the need for double parking by trucks. An intensified program to eliminate double parking by private autos is in effect. In addition, the City Council has already adopted an ordinance prohibiting parking between 4:00 and 6:00 p.m. on certain downtown streets. During the past five years the City has spent eight and one-half million dollars of its own funds, in addition to one and one-quarter million of gas tax funds, for street improvement and maintenance, and it is justly proud of the results it has obtained with these expenditures. In 1951 the National Safety Council rated Sacramento fourth best in the nation out of a group of 41 cities of comparable size for its traffic safety activities.

After a careful review of the evidence, we are not satisfied that the frequency of respondent's accident rate is caused to the extent contended by traffic conditions in downtown Sacramento. In the first place, approximately 50 per cent of respondent's accidents occur to passengers in non-collision situations: step accidents and loss of balance on the bus. Some of these accidents could be attributed to traffic conditions, such as loss of balance caused by quick stops. However, even this situation could be alleviated by alert and properly trained drivers. Secondly, the evidence shows that in 1952, 43 per cent of the accidents occurred on J and K Streets between 7th and 21st Streets in downtown Sacramento, where respondent operates only 12 per cent of its entire mileage. The accident frequency rate is 62.22 for every 100,000 miles in this limited area, while it is 11.43 per 100,000 miles for the balance of the city. The other four carriers studied herein had the following accident rates per 100,000 miles for their entire systems in 1952 - 10.44, 11.30, 7.27 and 10.80. Thus, after respondent eliminates its most hazardous area, it still has a higher accident frequency rate than

that encountered by any other carrier studied. Thirdly, the position of the City of Sacramento in the National Safety Council ratings is certainly contrary to the thought that it is an extra hazardous community.

We are of the opinion that respondent, just as every other carrier, must adapt itself to the traffic conditions in the area of its operations. If such conditions are unfavorable, driver training and supervision must be intensified. The standard of care that must be exercised by a driver is vastly different, for example, where he has an 8-foot, 6-inch driving lane as contrasted with a 12-foot driving lane.

Respondent is now quite cognizant of this situation, and introduced into evidence testimony and a number of exhibits which set forth and explain its current program for driver and supervisor training and retraining. Safety courses have been introduced and a continuous campaign by means of posters is conducted to keep the drivers safety minded.

A sufficient demonstration of the beneficial effects of these programs is not apparent upon this record. Respondent's attention was directed to its poor accident record in January, 1952, and this investigation was instituted on April 1, 1952. Nevertheless, respondent had more accidents in 1952 than in any previous year covered by the evidence (1949-1952). The downturn in accidents in the winter of 1952-1953 is not of sufficient duration, nor supported by sufficient or adequate comparative or explanatory data, to support the conclusion that it has or will result in a permanent improvement in safety or operations.

#### Conclusion

We are of the opinion that cooperation between respondent and the staff has achieved the purposes of this investigation in the field of service, with the possible exception of maximum load factors.

The order to follow will continue in effect the standard to be observed for passenger-seat ratios, and will require Commission approval of reductions in service other than peak period service. In all other respects, the changes made or concurred in by respondent upon the recommendation of the staff engineers will establish a sufficient and adequate service.

Concerning safety of operations, however, we are of the opinion that there is a need for improvement. If the current safety programs are adequate for this purpose, a satisfactory accident rate should result. If this result is not achieved, new programs and new emphasis will have to be devised. To determine the efficacy of the present programs, respondent will be required to file with the Commission data from future operations of the type produced in this investigation so that a proper comparison may be made with its past experiences.

#### O R D E R

Public hearings having been held in the above-entitled proceeding and based upon the conclusions set forth in the preceding opinion,

#### IT IS ORDERED:

(1) That Sacramento City Lines shall provide minimum passenger load standards of a seat per passenger average during midday and night periods. Standees shall not exceed 50 per cent of the seats provided by half-hour intervals during morning and evening peak periods.

(2) That until further order herein respondent shall not reduce midday, night, or Sunday service without prior approval of the Commission.

(3) That within sixty days after the effective date hereof respondent shall file with the Commission a report on the extent it has adopted the improvements to service set forth as the recommendations of the staff engineers in the foregoing opinion.

(4) That until further order herein or until December 31, 1954, whichever occurs first, respondent shall file with the Commission reports setting forth for each month commencing with January, 1953 the total number of miles operated and the total number of passengers and interline transferees carried. For each month of 1953 prior to the month in which this order becomes effective, such reports shall be filed within thirty days after the effective date hereof. Thereafter such reports shall be filed within 30 days after each calendar month.

(5) That until further order herein or until December 31, 1954, whichever occurs first, respondent shall file with the Commission, in addition to the report required by Section 17.03 of General Order No. 98, a detailed report of every accident in which a passenger stage or trolley coach operated by respondent is involved, regardless of the amount of damage to any property or the extent of injury to any person. Reports for such accidents occurring between January 1, 1953 and the effective date of this order shall be filed within thirty days after the effective date hereof. Reports for such accidents occurring after the effective date hereof shall be filed within thirty days after the last day of the month in which the accident occurred.

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

Dated at Los Angeles, California, this 7th day of April, 1953.

R. T. [Signature]  
President  
Justus F. Adams  
[Signature]  
[Signature]

Commissioners