

Decision No. 62722**ORIGINAL**

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Investigation)
 on the Commission's own motion into)
 the telephone directory issued by)
 GENERAL TELEPHONE COMPANY OF)
 CALIFORNIA, respondent, for use in)
 the City of Santa Barbara and all)
 other communities in the southern)
 section of Santa Barbara County;)
 also the telephone numbering system)
 for that section of Santa Barbara)
 County and the telephone equipment)
 arrangements related thereto.)

Case No. 7160

Griffith & Thornburgh, by La Salle Thornburgh and Albert M. Hart and John Robert Jones, for respondent.
Edward L. Abbott and Stanley Tomlinson, for City of Santa Barbara; Gerald Desmond, by Edward T. Bennett and Henry E. Jordan, for City of Long Beach; John D. Rickard, for Santa Barbara News-Press, Ott's Hardware, Trenwith's and Reuben J. Irwin; Richard W. Robertson, for W. L. Rubottom Co.; Henry J. Isola, for Coastal T.V. Service Company; Bertram Willoughby, for News-Press Publishing Co.; Thomas J. McDermott, for McDermott Colonial Mortuary; James L. Free, Sr., by James L. Free, Jr.; J. William Beaver, G. Vaughan Parker, Dr. Arthur H. White, Bert D. Lane, Mrs. W. H. Cochrane, T. C. Osterhaus, Mrs. Floy L. Goehring, in their own behalves; Wm. V. Butler, in his own behalf and for Joe Lovin; interested parties. Harold J. McCarthy and Paul Popenoe, Jr., for the Commission staff.

O P I N I O N

This investigation was instituted by the Commission on August 1, 1961, following receipt of complaints regarding errors in the current Santa Barbara telephone directory and dialing difficulties experienced by the public in the Santa Barbara exchange of the General Telephone Company of California (General). Public hearing

in the investigation was held before Commissioner George G. Grover and Examiner James F. Haley in Santa Barbara on September 11, 1961, and before Examiner Haley in Los Angeles on September 12, 13 and 15, 1961; evidence was adduced, and the matter was taken under submission.

Directory Difficulties

The directory in question was issued by General for use commencing in July 1961 in the City of Santa Barbara and the other communities in the southern part of Santa Barbara County. The evidence shows that caller difficulties in the use of the directory fall into three categories:

1. Errors in directory listings, i.e., omission of listings, wrong numbers listed, wrong addresses listed, mix-up of numbers in multiple listings, and listings out of proper alphabetical sequence.
2. Confusion regarding use of correct listings. In Santa Barbara, the user must dial all seven digits of Carpinteria^{1/} numbers, but only the last five digits of Santa Barbara numbers.
3. The admixing throughout the directory listings of telephone numbers prefixed by "Woodland", "WO" and "96", all of which prefixes are the same insofar as the dialing operation is concerned but present strikingly different appearances on the printed directory page.

Errors in Listings

Considerable testimony was presented by members of the public regarding the problems and hardships being experienced by them as a result of numerous errors in listings in the July 1961

^{1/} Carpinteria is in the local calling area of Santa Barbara telephones.

directory. The errors complained of appear throughout both the alphabetical section (white pages) and the classified section (yellow pages). One of respondent's own witnesses testified that the directory contains 4.55 detected errors per thousand listings in the alphabetical section and 8.27 detected errors per thousand listings in the classified section. For the white pages, this represents an error rate exceeding by more than 15 times the respondent's normal objective of 0.3 errors per thousand alphabetical listings; for the yellow pages, the error rate is more than 8 times as great as the normal objective of one error per thousand classified listings.

Based on the results of a field investigation made prior to the opening of this matter, the Commission staff presented the recommendation that General be required to reprint immediately the alphabetical section of the directory. Following the presentation of public testimony on the first day of hearing, the staff changed its position and recommended that General be required to reprint immediately the entire directory. At that juncture in these proceedings, General took the position that the printing and issuance of an errata or correction sheet for all erroneous and omitted telephone listings would be sufficient to rectify the situation, and that a reprint of the directory was not necessary.

Confusion as to Dialing Procedure

Santa Barbara and Carpinteria telephones are assigned seven-digit numbers, consisting of a two-digit prefix, of either letters or numerals, followed by five numerals. This seven-digit numbering system is compatible with the nationwide toll dialing plan whereby callers in distant communities may dial Santa Barbara

telephones directly. The Santa Barbara directory sets forth the full seven-digit number for each telephone listed. However, on page 3 of the directory, Santa Barbara users are given the following dialing instructions:

- "1. To reach another Santa Barbara telephone number--
 - A. If the number starts with "96"--
Dial the last five numerals only (Do Not Dial "96")
 - B. If the number starts with "WO" or "Woodland"--
Dial the numerals only (Do Not Dial the letters "WO")
- "2. To reach Carpinteria telephone numbers which start with "684"-- Dial all the numerals
- "3. For all other calls--
Dial "Operator" and ask for the city and number".

The confusion is compounded by the continued existence of some six-digit Santa Barbara listings, consisting of a two-digit prefix and four numerals. Thus, the initiator of a call between Santa Barbara telephones must be alert to the additional requirement that on most calls he should dial five digits but that on some he should dial only four. Further complicating matters is the requirement that all seven digits be dialed on Santa Barbara calls to and from Carpinteria telephones.

The Prefix Problem

Following augmentation of nationwide toll dialing using the seven-digit numbering plan, it became apparent to the telephone industry, that, within the foreseeable future, the established pattern of employing the first two letters of words in prefixes would not yield a sufficient quantity of useable combinations to

meet the requirements of the entire country. In order to expand the amount of prefixes available, the industry has just begun a nationwide changeover, on an attrition basis, to "All Number Calling" (ANC). Shortly before the issuance of the directory in question, General began the introduction of ANC in the Santa Barbara area. As a result, the directory contains both alphabetical and numerical prefixes which are identical for dialing purposes. Understandably, this situation may be producing some confusion, but it does not run to the heart of the telephone problem in Santa Barbara. Within two or three years, Santa Barbara will be converted completely to ANC, and other exchanges throughout the country will meanwhile be going through a similar transition.

General's Proposals

On the last day of hearing in this matter, General agreed on the record to relieve the situation in Santa Barbara by taking the following steps:

1. Advancing by six months the publishing date of the next Santa Barbara directory, that is, from July 1, 1962, to January 1, 1962. The new directory would correct all errors and omissions in the current directory and would include all new listings in both the alphabetical and classified sections.
2. Immediately issuing to each subscriber in the southern Santa Barbara County area a correction sheet for all telephone numbers erroneously listed or omitted from the current directory, together with a sticker to be posted on the front of the present book calling attention to the correction sheet.
3. Installing the equipment necessary to permit all remaining six-digit Santa Barbara numbers to be listed as seven-digit numbers.

All numbers in the Santa Barbara directory would then be listed on a seven-digit basis, except Santa Ynez numbers.

4. Assigning in the future seven-digit ANC numbers only, the turnover of subscriber accounts being such that the proportion of alphabetical prefixes would tend to diminish rapidly. When the predominance of numbers in Santa Barbara is on the ANC basis, General would then change all alphabetically prefixed numbers to ANC for the next subsequent directory, this to be accomplished no later than the issuance of the 1965 directory.

5. Installing sufficient equipment so that a user may make any call within the Santa Barbara exchange by dialing, at his option, either the full seven digits listed or the last five digits.

Findings and Conclusions

The Commission finds from the evidence that the time requirements for General to reprint and distribute its Santa Barbara directory are such that the earliest date on which the reprint could become effective would be January 1, 1962. We further find, therefore, that General's proposals to immediately issue a correction sheet and subsequently distribute a reprinted directory by January 1, 1962 are reasonable and constitute the most effective corrective measures possible under the circumstances.

We further find that the installation of equipment to permit the dialing of either five or seven digits on calls within Santa Barbara will ~~remove~~ **remove the principal source of confusion** besetting Santa Barbarans as to correct dialing procedure.

With respect to the introduction of ANC in Santa Barbara, we find that it would not be in the public interest to require

General to incur the considerable additional costs, over and above the costs of a gradual and planned transition, which would be entailed by an immediate cutover to ANC.

O R D E R

Public hearing having been held and the matter having been submitted and now being ready for decision,

IT IS ORDERED that:

1. Respondent, General Telephone Company of California, shall advance the publishing date of its next directory for Santa Barbara and all other communities in the southern section of Santa Barbara County so as to issue a new directory to all subscribers no later than January 1, 1962. Such new directory shall correct all errors in and omissions from the July 1, 1961 directory and shall include all new listings in both the alphabetical and classified sections.

2. Respondent shall immediately issue to all subscribers listed in the July 1, 1961 directory a correction sheet for all telephone numbers erroneously listed therein or omitted therefrom, together with a sticker to be pasted on the front of the book calling attention to the correction sheet.

3. Prior to issuance of said January 1, 1962 directory, respondent shall install the equipment necessary to change all remaining six-digit numbers in Santa Barbara to seven-digit numbers.

4. Respondent shall install sufficient equipment so that subscribers may complete calls within the Santa Barbara exchange by dialing at their option either the full seven-digit numbers as listed in the directory or only the last five digits of such numbers.

Dialing instructions in the January 1, 1962 directory shall inform users that such calls may be dialed in either manner.

5. No later than the issuance of the first 1965 directory, all listings therein of Santa Barbara numbers shall consist of seven numerals.

The effective date of this order is the date hereof.

Dated at Los Angeles, California, this 24th day of OCTOBER, 1961.

John E. Mitchell President
E. Leo Fox
George G. Grover
Frederick B. Halbach Commissioners

Commissioner Everett C. McKeage, being necessarily absent, did not participate in the disposition of this proceeding.