Decision No. 65S12

ORIGINAL

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Investigation into the rates, rules, regulations, charges, allowances and practices of all common carriers, highway carriers and city carriers relating to the transportation of property within San Diego County (including transportation for which rates are provided in Minimum Rate Tariff No. 9-A).

Case No. 5439

Petition No. 25 Filed March 28, 1963

- Arlo D. Poe, J. Quintrall, and J. C. Kaspar, for California Trucking Association, petitioner.
- Don J. Glardon, for Harbor Transfer, respondent.
- W. Ross Starkey, for Pacific Messenger Service, respondent.
- Thomas H. Marrow, for Thomas H. Marrow Trucking Co., respondent.
- Robert Frank Harding, for Harding Freight Service, respondent.
- E. J. Langhofer, for San Diego Chamber of Commerce, interested party.
- William R. Daly and Donald L. Nay, for San Diego Unified Port District, Port of San Diego, interested party.
- William J. Knoell, for Western Motor Tariff Bureau, Inc., interested party.
- R. J. Carberry and Norman B. Haley, for the Transportation Division of the Commission's staff.

## <u>opinion</u>

By this petition the California Trucking Association, Inc., seeks increases in the rates and charges which apply as minimum for the transportation of general commodities within the San Diego Drayage Area, a defined area in and about the City of San Diego and adjacent cities and communities. Said rates and charges are set forth in the Commission's Minimum Rate Tariff No. 9-A.

Public hearing on the petition was held before Commissioner Mitchell and Examiner Abernathy at San Diego on May 10, 1963. Evidence was presented by petitioner through its assistant director of research, by a representative of the San Diego Chamber of Commerce, by an interested carrier, by an engineer and by a transportation rate expert of the Commission's staff. A representative of the San Diego Unified Port District also participated in the hearing through examination of the witnesses. The petition was taken under submission upon the receipt of a late-filed exhibit on May 17, 1963.

The increases which petitioner seeks to have made in the rates and charges in Minimum Rate Tariff No. 9-A range from about 4 to 6 percent in amount. According to the petition and to testimony of the assistant director of research of petitioner, the sought rate increases are necessary to compensate for increased operating costs which for-hire carriers in the San Diego area must pay, commencing July 1, 1963. The increased costs are principally in the form of wage increases and related fringe benefits to which the carriers are committed under their present contract with the International Brotherhood of Teamsters.

The assistant director of research submitted and explained figures which he had developed to measure the extent that the costs of the carriers' various services will be increased by the increases in wage and related costs. In general, these figures were developed by applying the increased wage rates to cost exhibits of record upon which the present minimum rates were developed. By comparison of the resultant figures with the corresponding figures in the exhibits the amounts of the increases in costs were calculated and the increases in rates necessary to compensate for the increased costs were determined.

The engineer and the rate expert submitted and explained similar data which they had developed in substantially the same manner.

No one opposed such increases in the minimum rates as necessary to compensate for the increases in the carriers' operating costs to become effective July 1, 1963. However, representatives of the San Diego Unified Port District, of the San Diego Chamber of Commerce and of a parcel carrier operating in the San Diego area assailed the structure of the minimum rates as being unduly discriminatory.

The representative of the San Diego Unified Port District asserted that shipments in foreign commerce moving into or from the San Diego area are being discriminated against by the fact that such shipments are subject to minimum rate regulation whereas like shipments moving between Long Beach or Los Angeles and the ports of those cities are not. He said that he would petition the Commission subsequently for removal of this discrimination.

The charges of the San Diego Chamber of Commerce that the structure of the rates in Minimum Rate Tariff No. 9-A is unduly discriminatory against commerce within the San Diego area were advanced on the grounds that in some instances higher rates apply for transportation within the area than those which apply for the transportation of like shipments from Los Angeles, about 130 miles away. Also, they assailed the structure of the rates in Minimum Rate Tariff No. 9-A for the reason that the classification of freight upon which it rests is different from that upon which the state-wide minimum rates in Minimum Rate Tariff No. 2 and the Los Angeles Drayage Area rates in Minimum Rate Tariff No. 5 are based. They asserted that for the purposes of comparability and reasonableness of freight charges and for general understanding of the rate structure, the rates within San Diego should be constructed on the same basis of freight classification as that which applies elsewhere.

The same position was taken by the Sam Diego Chamber of Commerce in connection with the previous adjustment of the rates in Minimum Rate Tariff No. 9-A pursuant to Decision No. 64168, dated August 28, 1962. At the hearings on the earlier matter a representative of the Commission's staff responded to the Chamber of Commerce, stating that studies would be undertaken in the near

A witness for the Chamber of Commerce submitted rate comparisons showing specific instances in which charges for transportation from Los Angeles into the San Diego area are less than those for like transportation within said area. Similar evidence was submitted by the carrier representative who testified.

future which might result in revisions of Minimum Rate Tariff
No. 9-A to conform to current conditions. In Decision No. 64168
the Commission stated that "the Commission's staff will be directed
to give particular attention to the matters which have been pointed
up by objectors herein, and should develop and submit with respect
thereto appropriate recommendations together with adequate supporting evidence." Regarding the status of the aforesaid studies at
the present time, a representative of the Commission's staff reported at the hearing on the instant matter that the studies have
not been initiated as yet. He said, also, that he was unable to
estimate when they would be started.

In reiterating the position of the San Diego Chamber of Commerce that the present provisions of Minimum Rate Tariff No. 9-A unduly discriminate against San Diego, the Chamber's representatives stated that steps had been initiated last year in the Chamber's committees to petition the Commission for relief from said discrimination; in reliance, however, upon the studies indicated by Decision No. 64168, the Chamber has not pursued this course. In view of the now-apparent fact that the studies have not been progressed, Chamber's representatives urged and moved that action be taken to eliminate the asserted discrimination concurrently with the effecting of the increases in rates which are otherwise sought. This motion was opposed by the California Trucking Association on the grounds that it is outside of the scope of the instant phase of this proceeding.

The motion of the Chamber of Commerce should be denied. The changes which the Chamber of Commerce seeks to have made in

Minimum Rate Tariff No. 9-A would result in a comprehensive revision of that tariff. Such changes are not within the scope of this phase of this proceeding. Furthermore, it appears that prior to adoption of such changes, all interested parties should be afforded an opportunity to review the changes involved and to make known to the Commission their views with respect thereto. Moreover, to defer adjustments in the minimum rates and charges until tariff revisions of the magnitude proposed by the Chamber of Commerce can be properly considered would result in the retention, for an indefinite period of time, of the rates and charges in Minimum Rate Tariff No. 9-A at a level which the record shows does not take into consideration the increases in operating costs which the carriers will experience commencing with July 1, 1963. Although a contention of the Chamber of Commerce is that adjustments in the rates to compensate for the increases in costs would compound the alleged discrimination, we are not convinced that such is the case and that deferral of necessary rate adjustments for this reason is justified.

Notwithstanding the fact that the motion of the Chamber of Commerce should be denied, we are persuaded that consideration of the matters which the Chamber has pointed up in its motion should not be postponed indefinitely. It appears, however, that preliminary to action along this line the Chamber may first wish to reappraise its motion. Amongst other things the motion seeks to have Minimum Rate Tariff No. 9-A revised to the basis of the Western Classification, the classification which is the present

basis of Minimum Rate Tariffs Nos. 2 and 5. However, in other proceedings now before the Commission there are proposals pending to have another classification, the National Motor Freight Classification, adopted as the governing classification for Minimum Rate Tariffs Nos. 2 and 5. Obviously, the objective of classification uniformity which the Chamber seeks to attain through its motion would not be achieved were the Commission to adopt the Western Classification as the classification for Minimum Rate Tariff No. 9-A and the National Motor Freight Classification as the classification for Minimum Rate Tariffs Nos. 2 and 5. In the circumstances it appears that the Chamber should review its motion in the light of the foregoing conditions and should inform the Commission through an appropriate filling the respects in which it would then propose to have Minimum Rate Tariff No. 9-A revised.

Insofar as the increases which petitioner, California Trucking Association, now seeks to have made in the rates and

Rate adjustments in Minimum Rate Tariff No. 2 which are proposed in another proceeding (Petition No. 233, Case No. 5432) also have a bearing on the Chamber's motion insofar as it charges that under the present minimum rate provisions commerce within the San Diego area is being unduly prejudiced. Depending upon the action taken in said proceeding, it may be that the alleged prejudicial aspects of the rates will be either eliminated or substantially modified.

charges in Minimum Rate Tariff No. 9-A are concerned, the record is clear that the carriers' costs of operations will be materially increased by the increases in labor and related costs which will become effective July 1, 1963. We find that in relation to the increased costs the present rates and charges in Minimum Rate Tariff No. 9-A will be unreasonably low. We further find that on the basis of the showings of petitioner and of the Commission's staff the increases in the minimum rates and charges which petitioner seeks have been shown to be justified and that such increases should be effected in order that said rates and charges may be maintained at a just and reasonable level. To the extent that the provisions of Minimum Rate Tariff No. 9-A have been found heretofore to constitute reasonable minimum rates, rules and regulations for common carriers as defined in the Public Utilities Act, said provisions, as hereinafter adjusted, are, and will be, reasonable minimum rate provisions for said common carriers. To the extent that the existing rates and charges of said common carriers for the transportation involved are less in volume or effect than the minimum rates and charges herein designated as reasonable for said carriers, to that same extent the rates and charges of said carriers are hereby found to be, now and for the future, unreasonable, insufficient and not justified by the actual competitive rates of competing carriers or by the costs of other means of transportation.

In addition to increases in the rates and charges in Minimum Rate Tariff No. 9-A, petitioner's proposals in this matter also include a request that certain common carriers be authorized to make corresponding increases in their rates for the transportation of exempt commodities -- commodities which are not subject to

the rates in Minimum Rate Tariff No. 9-A. The authority which is sought in this respect is of the same kind as that granted by Decision No. 64168. Said decision found increases in certain common carrier rates to be justified in those instances in which the exempt commodities are transported at the level of the minimum class rates and under the same transportation conditions as those which apply to transportation which is subject to the minimum class rates. Inasmuch as in these circumstances the increased costs shown herein would also apply to the transportation of the exempt commodities, we find that increases as sought in the rates for the exempt commodities are likewise justified.

In connection with the establishment of increased rates in conformity with the order herein, petitioner asks that common carriers be relieved from the so-called long- and short-haul pro-hibitions of Article XII, Section 21, of the Constitution of the State of California and of Section 460 of the Public Utilities Code. Where common carriers have been heretofore authorized to depart from the long- and short-haul prohibitions, their outstanding authorities will be modified to the extent necessary to carry out the effect of the order herein.

#### ORDER

### IT IS ORDERED:

1. That Minimum Rate Tariff No. 9-A (Appendix "B" of Decision No. 55256, as amended) is further amended by incorporating

therein, to become effective September 14, 1963, the revised pages attached hereto and listed in Appendix "A" also attached hereto, which pages and appendix by this reference are made a part hereof.

- 2. That common carriers subject to the Public Utilities Act, to the extent that they are subject also to said Decision No. 55256, as amended, be and they are directed to establish in their tariffs the rate increases necessary to conform to the further increases herein in the rates and charges established by said decision.
- 3. That, except as is otherwise stated hereinbelow, the increased class rates, surcharges, minimum charges and accessorial service charges which are established by Ordering Paragraph 1 hereof be, and they hereby are, authorized to be made applicable to the transportation of the commodities listed in Items Nos. 50-C and 60-B of Minimum Rate Tariff No. 9-A, by common carriers (as defined in Section 211 of the Public Utilities Act), except common carriers by railroad with respect to their carload rates and charges and common carriers by vessel, provided (a) that said transportation is performed between origins and destinations which are both located within the San Diego Drayage Area (as described in Minimum Rate Tariff No. 9-A); and (b) that said transportation is now subject to class rates in the tariffs of said common carriers.

EXCEPTIONS: The rate increase authority which is granted by this paragraph does not apply,

- (1) To transportation for which minimum rates apply in accordance with the provisions of other minimum rate tariffs of the Commission; and
- (2) To transportation which is being performed by dump or tank vehicles.
- 4. That tariff publications required or authorized to be made by common carriers as a result of the order herein may be made effective not earlier than the tenth day after the effective date of this order, on not less than ten days' notice to the Commission and to the public; that such tariff publications as are required shall be made effective not later than September 14, 1963 and that as to tariff publications which are authorized but not required, the authority herein granted shall expire unless exercised within sixty days after the effective date hereof.
- 5. That common carriers, in establishing and maintaining the rates authorized hereinabove, are hereby authorized to depart from the provisions of Section 460 of the Public Utilities Code to the extent necessary to adjust long- and short-haul departures now maintained under outstanding authorizations; such outstanding authorizations are hereby modified only to the extent necessary to comply with this order; and schedules containing the rates published under this authority shall make reference to the prior orders authorizing long- and short-haul departures and to this order.

- 6. That the motion of the San Diego Chamber of Commerce for concurrent revision of Minimum Rate Tariff No. 9-A with adjustment of said tariff pursuant to Petition No. 25 in this proceeding be, and it hereby is, denied.
- 7. That in all other respects said Decision No. 55256, as amended, shall remain in full force and effect.

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

Dated at <u>Jan Francisco</u>, California, this <u>30 th</u> day of <u>July</u>, 1963.

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# APPENDIX A TO DECISION NO. 65812

List of
Revised Pages to Minimum Rate Tariff No. 9-A
Authorized by Said Decision

Fifth Revised Page 14
Third Revised Page 15-A
Seventh Revised Page 16
Sixth Revised Page 18
Seventh Revised Page 20
Eighth Revised Page 24
Sixth Revised Page 25
Seventh Revised Page 27
Sixth Revised Page 30

(END OF APPENDIX A LIST)

SECTION NO. 1 - RULES AND	REGULATIONS (Continued) Item
ACCESS	ORIAL SERVICE
When carrier performs an service which is not authoriz	y accessorial or incidental ed to be performed under rates which a charge is not other- rges shall be assessed as charge therein provided for whenever the accessorial or ts use, or whenever the unit y reason of its driver or
DELAYS	TO EQUIPMENT
to carrier's equipment at or of loading or point of unload	ing in excess of 30 minutes 80 nvolved in loading or unload- 80 lelay time in excess of 30
CHARGES FOR ACCESSOR	RIAL SERVICES OR DELAYS
ditions specified in Items No	or delays under the con- os. 70 and 80, charges shall or fraction thereof, as follows:
	Charges in Cents ø90
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(a) For driver, helper or of employee, por man (b) For unit of equipment	* 290 * 125 30 ,15
APPLICATIO	N OF CLASSIFICATION
	vided, this tariff is governed fication, as defined in Item
Classification are in	s and regulations or other 100 ons provided in the Current conflict with those protte the provisions of this
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Correction No. 37

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MINIMUM RATE TARIFF NO.9-A

SECTION NO. 1 - RULES AND REGULATIONS (Continued)

Item No.

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#### SPLIT DELIVERY

The rate for transportation of a split delivery shipment shall be the rate applicable for the rate base determined as follows:

- (a) When point of origin and all points of destination are within a single zone, apply rate for rate base B, subject to Notes 1, 2, and 3;
- (b) When point of origin and all points of destination are within the area encompassed by two adjoining zones, apply rate for rate base C, subject to Notes 1, 2, and 3 (Zone 5 does not adjoin any other zone, except Zone 11, for the purposes of this rule);
- (c) For all other shipments, apply rates for rate base F, subject to Notes 1, 2, and 3.
- NCTE 1.—For each split delivery shipment a single bill of lading or shipping order shall be issued. It shall describe the kind and quantity of property for the entire shipment, and bear the date such property is physically accepted by the carrier. At the time of or prior to the tender of the shipment the carrier shall be furnished with written instructions showing the name of each consignee, the point or points of destination, and a description of the kind and quantity of property in each component part of the split delivery shipment.

NOTE 2.-If shipping instructions do not conform with the requirements of Note 1 hereof, each component part of the split delivery shipment shall be rated as a separate shipment under other provisions of this tariff. When shipping instructions do conform with the requirements of Note 1 hereof, component parts of split delivery shipments shall not be treated as separate shipments.

NOTE 3.—In addition to the rate for transportation, the following additional charges shall be assessed for split delivery service:

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NOTE 4.-Rates provided in this tariff do not apply to transportation of split delivery shipments unless point of origin and all points of destination are within the San Diego Drayage Area. When point of origin or one or more points of destination are located outside of the San Diego Drayage Area, rates in Minimum Rate Tariff No. 2 shall apply.

ø Change ) Decision No. Increase)

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EFFECTIVE SEPTEMBER 14,.1963

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 89

SECTION NO. 1 - RULES AND REGULATIONS (Continued)	Item No.
For the service of segregating, or unloading and segregating a pool lot, the following shall be assessed for each shipment destined to points in the San Diego Drayage Area, in addition to transportation rates:  (1) Class 100 commodities - (2) cents per 100 pounds.  (2) Shipments consisting of articles rated higher than Class 200 shall be subject to the rate established for Class 200.  NOTE 1No additional charge shall be made under this item on shipments weighing 20,000 pounds or more, or on shipments for which transportation charges are based on a minimum weight of 20,000 pounds when the carrier performing the distribution service receives a transportation charge on such shipment from the distribution point.  NOTE 2See Item No. 110 for mixed shipments.  NOTE 3When a pool lot is segregated at and delivery is made from carrier's established depot, said depot will be considered as being located within Zone 1 for the purpose of assessing transportation charges under this tariff, and transportation rates shall be applied from Zone 1 as point of origin.  NOTE 4Rates named in this item alternate with rates for the same services contained in tariffs filed with the Commission pursuant to the provisions of the Public Utilities Act, and in effect on the date the services are provided.	<b>≠160</b>
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Sixth Revised Page ..... 20

MINIMUM RATE TARIFF NO. 9-A

SECTION NO. 1 - RULES AND REGULATIONS (Continued)	Item No.
Common carrier rates (including common carrier rail- road switching rates) may be applied in lieu of the rates provided in this tariff when such common carrier rates pro- duce a lower aggregate charge for the same transportation between the same points of origin and destination and for the same accessorial services than results from the appli- cation of the rates herein provided. When the common car- rier rate used does not include accessorial services per- formed by the carrier, the following charges for such accessorial services shall be added: (See Notes 1 and 2)  (a) For loading onto carrier's equipment, the charges provided in paragraph (d).  (b) For unloading from carrier's ecuipment, the charges provided in paragraph (d).  (c) For other accessorial services for which charges are provided in this tariff, the additional charge or charges so provided.  (d) Class 100 Commodities — 0 5 cents per 100 pounds.  NOTE 1.—In applying the provisions of this item, a rate no lower than the common carrier rate and a weight no lower than the actual weight or published minimum weight (whichever is the higher) applicable in connection with the common carrier rate shall be used.  NOTE 2.—When a rail carload rate is subject to varying minimum weights, dependent upon the size of the car ordered or used, the lowest minimum weight obtainable under such minimum weight provisions may be used in applying the basis provided in this item.	ø180
ø Change ) Decision No. 65812	
EFFECTIVE SEPTEMBER 14, 1963	
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MINIMUM RATE TARIFF NO. 9-A

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Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 92

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MINIMUM RATE TARIFF NO. 9-A

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150 200 250 300 400	200 250 300 400 500	273 778 778 779 789	584 629 672 737 824	778 838 896 982 1098	778 838 896 982 1098	778 838 896 982 111:9	778 838 938 1192 1538	3 3	78 55 70 90 15	2298 2298	

Correction No. 93

# SECTION NO. 3 - EQUIPMENT RATES, RULES AND REGULATIONS

Item No.

#### RULES AND REGULATIONS

- (a) Rates named in this section are subject to Item No. 10, Definition of Tochnical Terms; Item No. 20, Application of Tariff; Items Nos. 30 through 38, Application of Tariff Territorial; Items Nos. 50 and 60, Application of Tariff Commodities; Item No. 120, Charges for Escort Service; Item No. 125, Charges for Permit Shipments; Item No. 170, Collect on Delivery (C.O.D.) Shipments; and Item No. 190, Collection of Charges. They are not subject to the other rules and regulations provided in Section No. 1.
- (b) Rates named in this section are subject to the following rules of the Current Classification: Item No. 130, Disposition of Fractions in Computing Rates; Item No. 160, Reference to Rules, Items, Notes and Pages; Items Nos. 190 and 195, Issuance of Shipping Documents; Item No. 200, Quotation and Assessment of Rates and Charges; and Items Nos. 210 and 215, Definitions of Technical Terms. They are not subject to the other rules of the Current Classification.

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- (c) Rates named in this section apply only when the property is transported by one carrier for one shipper.
- (d) Prior to the transportation of the property, the shipper must enter into a written agreement with the carrier to ship at rates no lower than those provided in this section, stating specifically the class of service desired. (See Item No. 415.) Except as herein provided, no single agreement shall cover shipments transported over a period in excess of 31 days. EXCEPTION: The agreement will not be necessary for transportation of overweight and/or oversize shipments for which a special permit has been issued pursuant to the provisions of Section No. 710 of the Vohicle Code, State of California, and attached to or identified on the shipping document.
- (e) Rates named in Item No. 420 are subject to an additional charge at the rate of \$5.00 per man, per hour, minimum charge one-half hour, when carrier furnishes help in addition to the driver. The time for computing the additional charge shall be not less than the actual time in minutes the helper or helpers are engaged in performing the services. The total time so computed shall be converted into hours and fractions thereof. Fractions of an hour shall be determined in accordance with the table provided in Note 1(c), Item No. 420.

(Continued in Item No. 405)

Decision No.

65512

EFFECTIVE SEPTEMBER 11, 1963

Insued by the Public Utilities Commission of the State of California,
San Francisco, California.
Correction No. 94

SECTION NO. 3 - EQUIPMENT RATES, RULES AND REGULATIONS (Continued)	Item No.
FREIGHT, regardless of classification, subject to Note 1:	
Weight in Pounds       ◊ (1)(2) Rates in Cents Per Hour         (See Item 410 (b))       Column 1 Column 2 Column 3         Loss than 12,000       660 750 930         12,000 but not over 20,000       726 790 975	
Over 20,000 ————————————————————————————————	
Column 1 - Rates per unit of equipment with driver, except for time equipment is operated in excess of 8 hours out of 9 consecutive hours, and except when operated on Saturdays, Sundays or holidays.  Column 2 - Rates per unit of equipment with driver for time equipment is operated in excess of 8 hours out of 9 consecutive hours, except on Saturdays, Sundays or holidays.  Column 3 - Rates per unit of equipment with driver when equipment is operated on Saturdays, Sundays or holidays.	
NOTE 1.—(a) Subject to paragraph (b) below, rates in this item apply from the time the truck and driver report for service pursuant to the shipper's order to the time of completion of the last trip under such order. Exception — If the single transaction covers a period in excess of one day, time consumed in driving from last point of destination to the carrier's terminal at the close of one day's business, and from the carrier's terminal to the point of origin at the beginning of the next day's business will not be included in computing the chargeable time.  (b) In computing time for trailer shuttle service no time shall be charged for the movement of truck tractors without load or for trailers or semitrailers without power unit except when such trailers are being loaded or unloaded.  (c) In computing time under the basis outlined in paragraphs (a) and (b) hereof the various time factors shall be not less than the actual time involved in minutes. After the total time has been determined under the provisions of paragraph (a) hereof, it shall be converted into hours and fractions thereof. Fractions of an hour shall be determined in accordance with the following table:	\$4.20
Less than 8 minutes —— omit. 8 minutes or more but less than 23 minutes shall be 1/4 hour. 23 minutes or more but less than 38 minutes shall be 1/2 hour. 38 minutes or more but less than 53 minutes shall be 3/4 hour. 53 minutes or more shall be 1 hour.	
ø Change ) O Increase ) Decision No. 65812	
EFFECTIVE SEPTEMBER 14, 1963	}
Issued by the Public Utilities Commission of the State of California; San Francisco, California.	