Decision No. 70598

GRIGINAL

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 any and all commodities between and within all points and places in the State of California (including, but not limited to, transportation for which rates are provided in Minimum Rate Tariff No. 2).

Case No. 5432 (Order Setting Hearing Dated May 25, 1965)

R. A. Doty, William R. Kinnaird, Tony Lucchetti,

Richard H. Murphy, Louie F. Rodriguez, M. G.

Van Matre, Richard S. Warren, for various
highway carriers, respondents.

W. G. Johnson and Richard L. McPartland, for
Pacific Gas and Electric Company; J. C. Kaspar,
H. F. Kollmyer and A. D. Poe, for California
Trucking Association; interested parties.

R. J. Carberry and Robert E. Walker, for the
Commission's staff.

OPINION

This phase of Case No. 5432 relates to provisions of Minimum Rate Tariff No. 2 governing the minimum rates and rules for stringing services. Said provisions are set forth in Items Nos. 175 and 720 of the tariff.

Public hearing of the matter was held before Examiner
Bishop at San Francisco on July 22, 1965 and at Los Angeles on
August 17 and 26, 1965. Evidence was presented by the Commission's
Transportation Division staff and by the California Trucking
Association (C.T.A.).

^{1/} Minimum Rate Tariff No. 2 names class and commodity rates for the statewide transportation of so-called general commodities.

Item No. 175 of Minimum Rate Tariff No. 2 provides that when the service of stringing (distribution in transit along a line) is performed in connection with the transportation of pipe and culvert, fencing, posts and poles, for which the class or commodity rates in said tariff are applicable, such rate shall be applied to the point at which the stringing service is commenced. In addition thereto, hourly rates provided in Item No. 720 shall be assessed for the time consumed in performing the stringing service, less five minutes per ton for wooden poles and posts, and less ten minutes per ton for other commodities. The rates named in Item No. 720 vary according to the type of carrier equipment used and range from 1118 to 1576 cents per hour.

History

Items Nos. 175 and 720 were brought into the tariff by Decision No. 33263, dated July 3, 1940, in Case No. 4246. That decision effected a general revision of the minimum rates and rules governing the transportation of oil, water or gas well outfits and supplies. Stringing services were only a small part of the transportation involved and related solely to the stringing of iron or steel pipe. The hourly rates established for the transportation of outfits and supplies were also made applicable to said stringing services.

By Decision No. 55249, dated July 9, 1957, in Case No. 5432 (Petitions for Modification Nos. 36, 39, 42, 62 and 74), the commodity description in Item No. 175 applicable to the stringing services was amended to read "pipe or culvert, fencing, posts and poles." That decision brought about a general revision of the rates and rules in Minimum Rate Tariff No. 2. The expansion of the provisions governing stringing services was apparently one of a number of modifications discussed generally in the decision under the heading: "Tariff Rules and Accessorial Charges." However, the change in question is not

specifically mentioned anywhere in the decision, and the basis for the broadening of the list of commodities subject to the stringing service rules is not disclosed.

A further change in the provisions of Item No 175 series was made by Decision No. 59599, dated February 1, 1960, in Case No. 5432 (Orders Setting Hearing, Dated May 3, 1955 and June 24, 1958). That decision was issued following a general review of the rates and other provisions of Minimum Rate Tariff No. 2 for the transportation of lumber and forest products. The record disclosed that five minutes per ton was a sufficient time for the unloading of wooden posts and poles. Accordingly, the decision in question amended Item No. 175 to provide, as to those commodities, that the hourly rates in Item No. 720 should be assessed for the time consumed in performing the stringing service, less five minutes per ton. Prior to the time of this revision the free time for all commodities specified in Item No. 175 had been ten minutes per ton.

By Decision No. 68811, dated March 30, 1965, in Case
No. 5432 (Order Setting Hearing, Dated September 15, 1964), a
thorough revision was accomplished in the hourly rates named in Item
No. 720 for the transportation of oil, water or gas well outfits and
supplies and for stringing services. Nowhere in the decision,
however, are stringing services discussed or specifically mentioned.

^{2/} By Decision No. 69052, dated May 11, 1965, an unintentional restriction in the geographical scope of stringing services, brought about by Decision No. 68811, was corrected. By Decision No. 69404, dated July 13, 1965, in Case No. 5432 (Petition No. 376) upward adjustments in the hourly rates in Item No. 720 were made to offset increases in carrier operating costs.

Staff Evidence

At the hearing in the instant phase of Case No. 5432 an associate transportation engineer from the Commission's staff testified concerning a study which he had made of the costs of stringing pipe, poles and conduit. The basic information for his study was obtained by direct observation and inspection of stringing operations and from interviews with carrier employees and examination of carrier records. Cost and performance data were obtained from carriers whose operations are widely scattered throughout the State. Additional information was obtained from pipe and conduit manufacturers. The preponderance of the engineer's field work, the engineer said, was done in 1963 and his study was completed in 1965.

An associate transportation rate expert of the Commission's staff testified regarding an economic and rate study he had made of the carrier services here under consideration. Field studies were made by this witness in the latter part of 1963 and early in 1965. The practices of the carriers and the needs of the shippers with respect to the stringing of iron and steel pipe and pipe fittings were studied in all the known gas and oil fields in the State. Major shippers and carriers of other commodities embraced by Item No. 175 were also contacted. Altogether 31 carriers and 22 shippers were interviewed by this witness.

The service of stringing, according to the tariff, is distribution in transit along a line. The engineer witness explained the process as the progressive unloading of freight along a route, either by individual items or groups, so that the material lies as close as practicable to its final position. The field studies of

^{3/} Revised definitions of stringing were proposed by the staff rate expert and the CTA witness, respectively. They will be hereinafter considered.

the staff witnesses disclosed the following facts:

Stringing services are performed on a variety of commodities, even such items as stoves, garbage grinders and heaters, which are strung through new subdivisions. There is also some stringing of culvert, fencing and posts. The commodities principally involved in this service, however, are iron and steel pipe (and pipe fittings), poles, and conduit, either single or multiple cell. The stringing of pipe and fittings is engaged in by relatively few motor corriers but these commodities are frequently tendered in large quantities to the carriers engaged in the business. Carriers engaged in stringing are called upon to supply personnel and equipment to unload. Because of the weight and size of the lading, special unloading equipment is employed, such as mobile cranes, caterpillar tractors with side booms, or winches attached to the vehicles. Carefully trained personnel are also required, as the pipe is subject to damage if not properly transported and unloaded. Carrier employees are also responsible for placing the proper length of pipe and type of joint or other fitting at the precise location designated on the delivery instructions.

The record further shows that the stringing of pipe and fittings is performed in the construction of pipe lines used principally to transport petroleum products, gas, water and sewage. The sizes of pipe vary greatly, even up to six feet in diameter and 40 feet in length. The pipe must be umloaded in proper sequence. The time required to string pipe varies, depending upon the type of pipe involved and the terrain over which the carrier must operate. The field study disclosed that most of the carriers perform the stringing of pipe within the free time of ten minutes per ton.

The stringing of wooden poles is performed for various utilities and their pole line contractors. The carriers are required to transport the poles either to pole storage yards or directly to the stringing site. As in the case of pipe, relatively few carriers are engaged in the stringing of poles. Again, the transportation of poles to storage yards and stringing sites represents substantial tonnage and carrier revenue. In stringing poles the carrier must place the proper types and length at designated locations. The carrier must supply help in addition to the driver for unloading, and the necessary power unloading equipment. Usually a truckload of poles is strung over a much greater distance than is a truckload of pipe. Carriers do not usually complete the stringing of poles within the free time provided in Item No. 175; therefore, the carriers assess the applicable stringing charge on the majority of shipments of poles that require stringing.

The transportation and stringing of conduit, the rate expert's investigation showed, has increased in recent years, and in his opinion, should be added to the list of commodities in Item No. 175. This article is transported in units strapped together, which enable them to be handled in a manner similar to that utilized in handling palletized freight. The strapped bundles are strung along the line of transit by the carrier. Many carriers who supply a forklift for unloading do not assess a charge for its use, while others do make such a charge. The consignee usually removes the steel straps after the conduit has been placed on the ground, effects distribution of the separate pieces and joins them together.

Culvert, fencing and posts are usually strung over a considerable distance, but do not require placement with the degree of accuracy required in the case of pipe or of poles. Pieces of

culvert are usually unloaded close to the area where they are to be placed in the ground. Fencing and posts are usually placed along the line of transit in piles and are normally distributed to precise points of erection by the contractor performing the fencing job.

Typically, the staff engineer pointed out, a stringing operation is a portion of a construction project, and delivery is usually scheduled to minimize interference with the over-all job schedule. This often affects the starting time and consequently the premium pay ratio of the stringing labor. There is no typical stringing site, as locales vary from congested city streets to open country, from desert to forest, and from soft mud to hard rock, all with their individual access problems. The differences in the physical characteristics of the commodities involved, the variations in physical characteristics of the stringing site and the frequent delays encountered all militate, the engineer testified, against the development of stringing costs on a weight or size basis. His study, accordingly, reflects costs developed on an hourly basis.

The engineer developed estimated full costs for exclusive service of vehicle and driver, for various equipment types and sizes. The rates proposed by the rate expert (hereinafter to be considered) were predicated on the engineer's cost development for a 3-axle tractor, pulling a 2-axle semitrailer, and reflecting driver wage rates applicable in connection with vehicles having a capacity in excess of 10,500 pounds. Accordingly, our consideration will be limited to said cost estimates. The engineer also presented labor cost estimates for helpers. Labor costs utilized in the study were weighted on a population basis for all Teamsters' jurisdictions within the State for the hauling of general freight, and reflect wage levels and conditions in effect as of July 1, 1965.

At the hearings certain minor modifications were made in the engineer's cost figures to correct miscalculations in the determination of premium labor pay and to give recognition to increases in social security taxes which were to take effect January 1, 1966. The hourly full costs as developed by the engineer are set forth in Table I as follows:

TABLE I

Kourly Costs as Developed by Staff Engineer

(1) Driver and Vehicle

Labor	\$4.900
Tractor (3-axle)	1.990
Semitrailer (2-axle)	0.615
Total Direct Cost	\$7.505
Full cost (including indirect and gross revenue expense)	\$9.176

(2) Helper (Full cost) \$5.881

The engineer explained that his study was designed to show estimated costs incurred in stringing services which are additional to those incurred in normal unloading operations. His study was limited to the stringing of pipe, poles and conduit. The cost data were obtained from eight carriers, but not all of these provided the same cost elements. In the development of performance factors the engineer's judgment was utilized to a considerable degree, based on his observation of stringing services and his general knowledge of carrier operations.

The rate expert pointed out that on a job where both transportation and stringing services are performed, the transportation revenue usually far exceeds the stringing revenue. Since there is keen competition for the traffic, it is important, he testified, that there be no ambiguities in the applicable tariff provisions,

such as would permit the offering of stringing service free or at non-compensatory rates in order to attract the line-haul movements. The present provisions of Item No. 175, in his opinion, do not clearly state the responsibilities of the carrier under the stringing operation, the manner in which the hours are computed, or whether there should be a charge for unloading equipment supplied by the carrier. He asserted, moreover, that the presently applicable minimum rates for stringing do not reflect the costs involved in, nor the other economic considerations relating to that service.

The rate expert, accordingly, proposes substantial revision of the minimum rate provisions here in issue. In September 1964, he testified, an exhibit containing recommended changes in Item No. 175 was mailed to more than 50 interested parties. The purpose of the mailing was to obtain comments and suggestions from the latter. The original proposals have been modified in response to several comments which were received.

The modifications proposed by the rate expert may be summarized as follows:

(1) A more complete definition of stringing service than the tariff now provides is suggested. (In Appendix A hereto are set forth the present definition, that proposed by the staff witness and that proposed by the C.T.A. witness.)

The rate expert stated in this connection that a review of the record in the recent oil field hourly rate proceeding (Decision No. 68811, above), disclosed that at no time was the service of stringing considered. It is to be observed also that in Decision No. 33263, above, by which the rates for stringing of pipe were originally established, no mention is made of specific costs for this service having been developed. Similarly, Decision No. 55249, above, by which Item No. 175 was broadened to include culvert, fencing, post and poles, does not disclose that costs specifically relating to the stringing of these commodities were developed.

- (2) It is proposed to broaden the list of commodities in Item No. 175 to include conduit (clay or terra cotta, single or multiple cell), tubing, and fittings or connections for any of the articles now named or to be included in the item. The conduit is now a significant article in stringing operations and the other specified articles are proposed to be added as a matter of tariff clarification.
- (3) Revise the provision relating to the computation of constructive mileage to be used in the determination of the line haul rate, so that such mileage will be computed from point of origin to that point which produces the greatest constructive mileage (rather than to the point at which stringing begins, as the tariff now provides). This proposal is prompted, the witness testified, by the fact that the distance normally traveled by a truck in stringing pipe is small, perhaps a few hundred feet, while in similar operations with poles the distances are much greater. The proposed rule, he said would fully compensate the pole stringer for the additional miles traveled, and the pipe stringer would not receive compensation based on the experience of the pole stringer.
- (4) It is proposed to establish a rate of 1200 cents per hour for the stringing of pipe and pipe fittings or connections and a rate of 1100 cents per hour for the remainder of the commodities on which stringing service is to be provided. The rate expert pointed out that pipe

^{5/} Rates of 1150 and 1050 cents per hour, respectively, had been originally proposed, but in view of the adjustments in the staff engineer's cost estimates, hereinbefore mentioned, the rate expert revised his rate proposals at the hearings.

stringing is a more expensive service, involving more technically skilled employees and more supervision than is the case in the stringing of the other involved commodities. In arriving at the levels of the proposed rates, the witness testified that he had exercised informed judgment, giving due consideration to the costs developed by the staff engineer. However, it had been necessary to modify the equipment portion of those costs by eliminating therefrom the running expenses, since, as hereinbefore mentioned, it is proposed to calculate the line haul mileage rate to the farthest point of stringing, and consequently the running costs incurred in stringing would be recouped in the line haul rate. A further adjustment was made by the rate expert in the engineer's cost development, in connection with the expansion of direct costs to provide for indirect expense. The engineer had used a factor of 16 percent of direct cost, based on an analysis of the indirect expense ratios of five carriers. Since the staff rate proposal contemplates that a carrier may furnish a supervising foreman free of charge for the stringing of pipe, and pipe fittings or connections, the rate expert used an indirect expense factor of 26 percent to compensate the carrier for the additional labor expense in the stringing of those commodities. The resulting estimated hourly stringing costs after the foregoing adjustments are made are \$8.59 per hour for pipe and pipe fittings or connections and \$7.909 per hour for the other commodities.

- (5) It is proposed to reduce to eight minutes per ton the "free" unloading time for all commodities for which an allowance of ten minutes per ton is now provided. The rate expert pointed out that by Decision No. 66453, dated December 10, 1963, the Commission reduced the free time for unloading class rated shipments of 10,000 pounds or over from twelve minutes per ton to eight minutes per ton (Item 142 of M.R.T. No. 2). The proposed adjustment in the stringing rules, he indicated, would bring the latter into conformity with the general tariff provision.
- (6) It is proposed to modify the present rule for the calculation of time, for the determination of the stringing charge, to compensate the carrier for delays occurring at the stringing site which prevent the start of unloading and stringing at the time specified in the bill of lading.
- (7) A provision is proposed which will clarify the tariff with respect to the furnishing of power equipment for loading and unloading. The rule would provide that the stringing rate does not include any power equipment for loading or unloading other than a winch or hydraulic crane affixed to the carrier's tractor. Certain other

^{6/} The representative of Pacific Gas & Electric Company at the hearing asked the Commission to consider substitution of the word "equipment" for "tractor" in the proposed rule. In an unsworn statement he said that, in the case of pole stringing, the hydraulic equipment is nearly always affixed to the trailer. It appears, from subsequent testimony of the rate expert, that hydraulic devices which are attached to the trailer are very costly, involving the investment of several thousands of dollars, and that the carriers supplying the devices make charges in addition to the stringing service rates for their use. The witness believed that this practice should continue. He has so provided in the proposed rules.

related provisions are also proposed.

- (8) A charge for helpers of \$7.00 per man per hour is proposed; this charge would also apply when a supervising foremen renders physical assistance in the stringing operation. The estimate of full cost for this service, after the rate expert's revision of the indirect expense factor as herein above mentioned, was \$6.372 per hour. The proposed helper rate may be compared with the present helper rate of \$6.75 per hour.
- may be quoted and assessed based upon a unit of measurement different from that in which the applicable minimum rates are stated, subject to the observance of certain specified requirements. Among the latter is the provision that the rates and charges assessed shall be no lower in effect than the minimum rates. The current practice in pipe stringing, the rate witness stated, is for the carrier to submit his estimate in cents per foot, reflecting the necessity of contractors to bid on that basis. He pointed out that several carriers currently have authority to deviate in this respect. The proposed rule would open up the relief to all carriers performing stringing service.
- (10) It is proposed to publish the new rates, together with the various rules proposed in connection therewith, in Item No. 175. The definition of "stringing" would be added, in alphabetical sequence, to the "definitions of Technical Terms" (Items 10-12). Concurrently, all references to stringing services would be eliminated from Items Nos. 720, 720-1 and 720-2.

^{7/} This provision would be an exception to the requirements of Item No. 257 of the tariff.

C.T.A. Evidence

Evidence on behalf of C.T.A. was offered through the assistant director of its Division of Transportation Economics. He testified concerning a study of stringing services and costs, and of the revisions in rates and rules recommended by the Commission's staff. He presented an exhibit reflecting adjustments which he had made, and which he deemed to be proper, in the staff cost study. In Table II, below, these adjusted staff costs are compared with those developed by the engineer:

TABLE II

Comparison of Hourly Costs Developed by
Staff With Same as Adjusted by C.T.A.

		Staff	CTA
(1)	Driver and Vehicle	· ·	
	Labor Tractor (3-axle) Semitrailer (2-axle) Total Direct Cost	\$4.900 1.990 0.615 \$7.505	\$5.651 2.955 0.721 \$9.327
	Full cost (including indirect and gross revenue expense)	\$9.176	\$12.790
(2)	Helper (Full Cost)	\$5.381	\$6.693

The adjustments made by the C.T.A. witness in the staff cost figures related to equipment cost (for depreciation expense), fuel consumption, wage rates, non-productive time, use factor and indirect expense. As to equipment cost, the staff study did not take into account 3-axle tractors purchased since 1963, when the study was made. The C.T.A. study gives effect to such purchases, increasing the estimate of depreciation expense.

The fuel performance factor was reduced by the C.T.A. witness from the staff figure of 2.5 miles per gallon to 0.909 miles per gallon. The staff estimate was a judgment figure based upon

observation of the stringing service and general knowledge of the equipment. The C.T.A. estimate was based on actual performance in stringing operations supplemented by additional data.

In the matter of labor cost development the C.T.A. witness made a small upward adjustment in the staff's figure for the basic hourly wage rate for helpers, with consequent increase in total hourly labor cost. His principal adjustment in the staff estimate, however, was the inclusion of an allowance, in the driver labor cost, for non-productive time. This was calculated at 20 percent of the basic hourly rate. The witness had found that the loading and unloading of coated pipe and of creosoted poles required unusually careful handling, resulting in delays for which the carrier was not compensated in the basic transportation rate. Additionally he pointed out that often delays are encountered enroute, such as when the right-of-way to the point at which stringing begins accomodates only one truck at a time, forcing following trucks to wait. The 20 percent factor, the witness stated, is to compensate the carrier for the cost of such non-productive labor.

The C.T.A. revision of the staff costs also reduced the equipment use factor by using 30 miles per hour over-all average speed, instead of 25 miles per hour. This modification was predicated on field studies and a consideration of the corresponding factors on which the rates in Minimum Rate Tariff No. 2 are predicated.

As previously noted, the staff engineer's indirect expense ratio of 16 percent of direct expense was developed from the ratios reflected by the books of five carriers. The C.T.A. witness eliminated the ratio of one of these carriers as not being representative, since that carrier is a wholly owned subsidiary of another company, a manufacturer. He calculated the average rates of the four

remaining carriers, and added 10 percent for the services of the suggested supervising foreman, arriving at an indirect expense ratio of 30.1 percent.

It is the position of C.T.A. that no changes should be made in the existing basis of rates for stringing services, namely, the hourly rates in Item No. 720 of the tariff, which were established principally for the transportation of oil, water and gas well outfits and supplies. In the opinion of the assistant director, those rates are fully justified by the adjusted staff costs as set forth in Table II above. C.T.A. is further of the opinion, he testified, that the basis for computation of the line haul transportation charges under the distance rates, as set forth in Item No. 175, should be retained. In his opinion, extension of the distance rates to the farthest point of stringing, with concurrent adjustment of hourly stringing charges to eliminate therefrom compensation for running costs, as proposed by the staff rate witness, would not be proper. According to the C.T.A. witness, such tariff revision would not compensate the carrier for the running costs incurred during the stringing operation.

Certain modifications in the present provisions relating to stringing services, however, were proposed by the C.T.A. witness. As hereinbefore mentioned, his proposed definition of stringing is set forth in Appendix A, hereof. He would reduce the "free" time for the stringing of commodities other than wooden poles from ten minutes per ton to five minutes, the same as now provided for the stringing of wooden poles. This contrasts with the staff proposal to reduce said free time to eight minutes. An analysis of unloading times of pipe elicited from the staff engineer, the C.T.A. witness testified, showed that pipe could be unloaded in substantially less time than is reflected by his proposed rate of five minutes per ton.

C.T.A. would further amend Item No. 175 to permit the stringing provisions to apply on all commodities for which the class and commodity rates provided in the tariff are applicable. Stringing service, the witness said, is essentially the same, regardless of the commodity. Further, if a commodity list were made up on which the service was to apply, he added, it would be subject to repeated revision.

Item No. 720, in which the applicable hourly rates are set forth, provides that said rates apply only for distances not exceeding 30 air miles from point of origin or, for stringing service, from the point at which the stringing service commences. C.T.A. proposes to eliminate this restriction insofar as it relates to stringing service. The assistant director designated the proposal as a clarification, asserting that the provision, as it now reads, is ambiguous. In reviewing previous decisions involving Item No. 175 he found no discussion of the 30-mile limitation in connection with stringing. He concluded that apparently the Commission never intended that it should apply to such service.

The C.T.A. witness proposed other related changes in Items Nos. 720, 720-1 and 720-2 and agreed with certain clarification proposed by the staff in Item No. 175, in some instances with minor revision in wording.

Discussion, Findings and Conclusion

Although hourly rates and rules for stringing services have been provided in Minimum Rate Tariff No. 2 continuously since 1940, their establishment and subsequent modifications have, in every

^{3/} Relates to hourly rates as applied to transportation of oil, water and gas well outfits and supplies.

instance, constituted a small part of a major adjustment involving other minimum rate provisions. Apparently no specific cost study of stringing services has been made prior to those undertaken in the present phase of Case No. 5432. This is the first proceeding in which stringing services have received primary attention. In view of these considerations, it is important that the propriety of the rates and rules currently applicable thereto be investigated.

With respect to the staff cost studies, the number of carriers from which data were obtained, while relatively small, are representative of the field. The modifications in the staff study made by the C.T.A. witness are, in some instances, in order. These include the adjustment in historical cost of tractors, and in the development of indirect expense ratios (using 30 percent in connection with pipe and pipe fittings or connections and 20 percent for the other commodities). The C.T.A. revisions in the fuel consumption factor (miles per gallon), in the use factor (hours per year) and in basic wage rate for helpers, appear also to be justified.

The modification made by the C.T.A. witness in the staff's development of labor cost to include an allowance equal to 20 percent of the basic wage rate for so-called non-productive time is not, in our opinion, proper. Compensation to the carrier for time consumed in excess of the free time in loading a shipment is accorded by the accessorial charges named in Item No. 145 of the tariff. Then delays encountered in unloading at the point where stringing commences or during the stringing process are covered by the charges for stringing service, the application of which would be clarified under the proposals advanced by the staff. As to delays encountered enroute to the point at which stringing commences, if the applicable line haul rates are insufficient to compensate the carrier for such delays, the

remedy lies in appropriate adjustments in those rates, not in the hourly rates for stringing services. Such considerations are beyond the scope of this phase of Case No. 5432.

The reasons advanced by the rate expert for revising the rule in Item No. 175 to provide that, in determining the applicable class or commodity rate, constructive highway distances shall be measured to that point which produces the greatest constructive mileage (rather than to the point where stringing begins) are persuasive. The proposed rule will give appropriate effect to differences in running costs experienced by reason of differences in distances traversed in stringing operations. The establishment of this basis of mileage determination requires, of course, elimination of running costs from the cost data used as a guide in setting the hourly stringing rates.

The staff proposal to establish two hourly rates, one for the stringing of pipe and pipe fittings or connections, and a lower rate to apply for the other commodities named or to be named in Item No. 175 is reasonable. The record shows that it is frequently necessary for the carrier to provide a non-working foreman in the stringing of pipe because of the care required, whereas, the foreman is not usually necessary in connection with the other commodities. The aforesaid foreman's services would be included in the rate, in view of which the proposed differential in rates is justified.

As hereinbefore stated, the C.T.A. witness proposed that Item No. 175 be amended to permit the stringing of any and all commodities under the provisions thereof. We see no justification to broaden the commodity scope of the item to that extent. To do so would not serve any useful purpose and would very likely create confusion in the application of other provisions of the tariff

relating to split delivery shipments. The propriety of the staff proposal, to add tubing and conduit (clay or terma cotta, single or multiple cell) to the item is supported by the record. The proposal will be adopted.

By taking the staff engineer's costs, as shown in Table I, (1) eliminating therefrom running costs, (2) adopting the adjustments thereof advanced by the C.T.A. witness except that relating to an allowance for non-productive time, and (3) using indirect expense factors of 20 percent and 30 percent for poles and pipe, respectively, and for the articles grouped with each, we arrive at cost figures for each group as shown in Table III below. Also shown is the cost figure, after corresponding adjustments, for helpers. These hourly cost estimates for stringing services (exclusive of running costs) are found reasonable. In the light of said costs and of the proposed change in the rule for constructing highway distances, the rates proposed by the staff are also reasonable.

TABLE III

	Proposed Rate Cents (per hour)	#Estimated Cost Cents (per hour)
Pipe group	1200	938.4
Poles group	1100	366.2
Helper	700	618.2

#Based on 100 percent operating ratio and exclusive of running costs.

With respect to the free time allowance, C.T.A. based its proposal to reduce the present allowance of ten minutes per ton to five minutes per ton on a limited number of observations on the time consumed in unloading pipe. There is no basis in the record for assuring that five minutes would be reasonable for all the other articles named in Item No. 175. Adoption of the allowance of eight

minutes per ton proposed by the staff rate witness, which is generally applicable for commodities transported under Minimum Rate Tariff No. 2, in shipments subject to minimum weights of 10,000 pounds or more, appears reasonable, and we so find.

The staff proposal to accord relief to all carriers performing stringing service from the requirement that rates may not be quoted or assessed based on a unit of measurement different from that in which the minimum rates are stated (Item No. 257) is reasonable. As hereinbefore noted, several carriers are presently accorded this relief under Section 3666 of the Public Utilities Code. The proposed rule contains safeguards to preserve the integrity of the minimum rates. Certain modifications in the proposed wording, suggested by the C.T.A. witness, will be adopted. The establishment of this provision in Item No. 175 will also require modification of Item No. 257 to avoid conflicting rules.

It appears that a definition of "stringing" substantially reflecting the C.T.A. proposal will be appropriate. That definition, slightly modified, will be adopted.

Concurrently with the establishment of hourly rates for stringing in Item No. 175 the staff proposes elimination of all reference to stringing in Item No. 720 and related items. This, of course, is a necessary element of the staff rate proposals. One effect of the transfer of hourly rates for stringing service from Item No. 720 to Item No. 175 will be to eliminate the present restriction, set forth in the former item, by the terms of which said rates apply only for distances not exceeding 30 air miles from the point at which stringing commences. Elimination of this restriction, as hereinbefore mentioned, was also proposed by the C.T.A. witness.

The restriction appears to serve no useful purpose. The proposal will be adopted.

Certain provisions proposed by the staff to be added to Item No. 175, primarily for purposes of clarification, need not be discussed individually. With minor modifications they appear reasonable and will be adopted.

We find:

- 1. The present hourly rates, charges and rules governing the stringing of commodities, as set forth in Items Nos. 175, 720, 720-1, and 720-2 of Minimum Rate Tariff No. 2, are not responsive to current transportation requirements.
- 2. The rates, charges and rules established by the order which follows are, and will be for the future, the just, reasonable and nondiscriminatory rates, charges and rules for the stringing of commodities embraced by said order.
- 3. Increases, if any, resulting from the establishment of said rates, charges and rules are justified.

ORDER

IT IS ORDERED that:

1. Minimum Rate Tariff No. 2 (Appendix "D" to Decision No. 31606, as amended) is further amended by incorporating therein, to become effective May 28, 1966 the revised pages attached hereto and listed in Appendix "B", also attached hereto, which pages and appendix by this reference are made a part hereof.

^{9/} It is to be observed that the 30-mile restriction, insofar as it applies to the transportation of oil, water or gas well outfits and supplies, will continue in effect.

- 2. Tariff publications required 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 and such tariff publications shall be made effective not later than May 23, 1966; and the tariff publications which are authorized but not required 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, and may be made effective on not less than ten days' notice to the Commission and to the public if filed not later than sixty days after the effective date of the minimum rate tariff pages incorporated in this order.
- 3. 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.

4. In all other respects said Decision No. 31606, 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	San F	מתמל	BCO,	California,	this	19 Th
day	of			APRIL	,	1966.			

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Commissioners

Commissioner Frederick B. Holoboff. being necessarily absent, did not participate in the disposition of this proceeding.

Commissioner Peter E. Mitchell, being necessarily absent. did not participate in the disposition of this proceeding.

Appendix A

Definitions of "Stringing Service"

1. Present (Item 175 of M.R.T. 2):

"Distribution in transit along a line."

2. Proposed by Commission's staff rate witness:

"The act of placing the lading at spaced intervals or at designated points, along the line of transit, for assembly or erection."

3. Proposed by witness for California Trucking Association:

"The progressive delivery of a shipment at spaced intervals or designated points in transit along a predetermined route."

APPENDIX B TO DECISION NO. 70598

List of Revised Pages to Minimum Rate Tariff No. 2

Authorized by Said Decision

Thirty-fifth Revised Page 2

Thirty-third Revised Page 3

Ninth Revised Page 12-A

Fourth Revised Page 21-A

Original Page 21-AA

Fourth Revised Page 27-B

Fourteenth Revised Page 51-E

Eleventh Revised Page 51-EE

Second Revised Page 51-EEE

(END OF APPENDIX B LIST)

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**"Stringing Pipe" climinated, Decision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 1692

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* Addition, Decision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 1693 Ninth Revised Page ... 12-A Cancels
Eighth Revised Page ... 12-A

MINIMUM RATE TARIFF NO. 2

Item No.

SECTION NO. 1 - RULES AND REGULATIONS OF GENERAL APPLICATION (Continued)

DEFINITION OF TECHNICAL TERMS (Concluded) (Items Nos. 10, 11 and 12)

SPLIT PICKUP SHIPMENT means a shipment consisting of two or more component parts picked up by a carrier within a period of two calendar days from one consignor at more than one point of origin, the composite shipment weighing (or transportation charges computed upon a weight of) not less than 5,000 pounds, said shipment being consigned and delivered to one consignee at one point of destination. (See Note)

NOTE. -- In addition to the component parts picked up by the carrier, a split pickup shipment will include other component parts delivered to carrier's established depot by the consignor or the consignor's agent.

SPLIT DELIVERY SHIPMENT means a shipment consisting of two or more component parts delivered to (a) one consignee at more than one point of destination, or (b) more than one consignee at one or more points of destination, the composite shipment weighing (or transportation charges computed upon a weight of) not less than 5,000 pounds, said shipment being shipped by one consignor from one point of origin. (See Note).

NOTE. -- All charges must be prepaid, and the carrier may not collect charges of any nature from any consignee.

*STRINGING means the progressive delivery of a shipment at spaced intervals or designated points along a predetermined route.

TEAM TRACK means a point at which property may be loaded into, or upon, or unloaded from rail cars by the public generally. It also includes wharves, docks and landings at which the public generally may receive and tender shipments of property from and to common carriers by vessel.

TEMPERATURE CONTROL SERVICE means the protection from heat by the use of ice (either water or solidified carbon dioxide), by mechanical refrigeration, or by release of liquefied gases.

ø12

APPLICATION OF TARIFF - CARRIERS

Rates provided in this tariff are minimum rates established pursuant to the Highway Carriers' Act and the Household Goods Carriers' Act and apply for transportation of property by radial highway common carriers, highway contract carriers, cement contract carriers and household goods carriers as defined in said Acts.

20

When property in continuous through movement is transported by two or more such carriers, the rates (including minimum charges) provided herein shall be the minimum rates for the combined transportation.

Rates, rules and regulations named in this tariff shall not apply to transportation by independent-contractor subhaulers when such transportation is performed for other carriers defined in this tariff or for common carriers defined in the Public Utilities Act.

ø Change } Decision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 1694 Fourth Revised Page 21-A
Cancels
(1) Third Revised Page 21-A

MINIMUM RATE TARIFF NO. 2

Item No.	SECTION NO. 1RULES AND REGULATIONS OF APPLICATION (Continued)	GENERAL
	STRINGING SERVICES (Items Nos. *174 and 175)	·
	When stringing is performed in connecting transportation of the commodities listed befor commodity rate shall be computed from posto that point which produces the greatest complete. In addition to the class or commodities.	low, the class int of origin onstructive lity rates, a
	charge as set forth below shall be assessed stringing services. Subject to Notes 1, 2,	
		3, 4, 5 and 6.
	stringing services. Subject to Notes 1, 2,	3, 4, 5 and 6.

NOTE 1.-The minimum charge shall be for & hour. After the total time has been determined it shall be converted into hours and fractions thereof. Fractions of an hour shall be determined in accordance with the following table:

Minu	ites				
Over	But Not Over				
0 8 38	8 38 60	Omit Shall Shall	be ed	à ≅ 1	hour

NOTE 2.--For purposes of determining the stringing charge, when the carrier's equipment arrives at or prior to the arrival time specified on the bill of lading, time shall be computed from the time stringing commences, or the arrival time specified on the bill of lading (whichever is the earliest) to the time stringing is completed. When the carrier's equipment arrives subsequent to the arrival time stated on the bill of lading, time shall be computed from the time stringing service commences to the time stringing is completed. Time shall be calculated separately for each unit of equipment.

In addition to the class or commodity rate, the hourly rate provided in this item shall be assessed for the time consumed in performing the stringing, less 5 minutes a ton for poles, and 8 minutes a ton for all other commodities. The free time shall be based on the weight on which transportation charges are computed. Allowance shall be made only for delays occasioned due to failure of carrier's equipment transporting the lading and time taken out for meals by the driver and/or helper.

NOTE 3.--Rate includes the exclusive services of vehicle and driver and does not include any power equipment to load or unload, other than a winch or hydraulic crane affixed to the tractor transporting the shipment from origin to destination. When carrier furnishes help in addition to the driver, such service shall be charged for at a rate of not less than \$7.00 per hour per extra man furnished. For those commodities listed under Commodity List 1, the carrier may furnish a supervising foreman in addition to the driver without additional charge. When the supervising foreman renders physical assistance, such service shall be charged for at a rate of not less than \$7.00 per hour.

(Continued in Item No. 175)

(1) Items Nos. 175 and 176 formerly shown on this page transferred to Original Page 21-AA.

ø Change
addition
pecision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 1695 Item No. SECTION NO. 1 - RULES AND REGULATIONS OF GENERAL APPLICATION (Continued)

STRINGING SERVICES (Concluded) (Items Nos. *174 and 175)

NOTE 4. -- Carrier may not furnish the dunnage to protect the shipment on the ground, place the shipment in trenches or connect or erect the commodity.

When carrier provides carrier-owned equipment for unloading, a reasonable charge shall be assessed but not less than the total operating cost of the unloading equipment. When carrier supplies leased or rented equipment for unloading, a charge shall be assessed not less than the cost to the carrier of providing and operating such equipment.

ø175

NOTE 5.--The number of helper hours of service for each day shall be computed from the time helper commences to assist in the stringing operation, or leaves carrier's terminal or place of employment to assist in the stringing operation, whichever is sooner, and shall end at the time the helper finishes assisting in the stringing operation or arrives at the carrier's terminal or place of employment, whichever is later.

NOTE 6.--Stringing charges may be quoted and assessed based upon a unit of measurement different from that set forth in this item provided:

- (a) That the carrier assess rates and charges no lower in effect than those provided in this item and that each copy of the freight bill shall have attached thereto a statement of the charges which would have been assessed if the minimum rates had been applied, and full information necessary for accurate determination of the charges under the minimum rates
- (b) That the carrier prepare, in addition to any other documents required by the tariff, an Accessorial Service Document as set forth in Item No. 255, Paragraph 3, for each shipment for which stringing service is performed.

POOL SHIPMENTS (Items Nos. 176, 177 and 179)

Pool shipments unloaded and/or segregated within the Central Coastal Territory, as described in Item No. 270, shall be subject to rates and charges named in Items Nos. 177 and 179 (see Exceptions 1, 2 and 3).

176

EXCEPTION 1.--Does not apply to pool shipments unloaded and/or segregated at San Francisco when component parts are for delivery at San Francisco (see City Carriers' Tariff No. 1-A for rates and charges).

EXCEPTION 2.--Does not apply to pool shipments unloaded and/or segregated at Alameda, Albany, Berkeley, Emeryville, Oakland or Piedmont when component parts are for delivery at Alameda, Albany, Berkeley, Emeryville, Oakland or Piedmont (see Minimum Rate Tariff No. 1-B for rates and charges).

EXCEPTION 3.--Charges apply only to the component part or parts that the carrier unloads and/or segregates within the territory named in this item.

(Continued in Item No. 177)

- (1) Items Nos. 175 and 176 formerly appeared on Third Revised Page 21-A.
 - % Change) Decision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Fourth Revised Page 27-B Cancels Third Revised Page 27-B

* Addition)

MINIMUM RATE TARIFF NO. 2

Item SECTION NO. 1-RULES AND REGULATIONS OF No. GENERAL APPLICATION (Continued) UNITS OF MEASUREMENT TO BE OBSERVED *Except as otherwise provided in this tariff, rates or accessorial charges shall not be quoted or assessed by car-2257 riers based upon a unit of measurement different from that in which the minimum rates and charges in this tariff are stated. 1 ø Change Decision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 1697

Item No.	SECTION NO. 3 COMMODITY	RATES (Continued)
	HOURLY RATES FOR OIL, WATER GAS WELL OUTFITS AND SUPPLIES (Subject to Items Nos. 720-1 and 72	ماريساري.
	Rates in this item apply for transportation	on of:
	A. Freight regardless of classification we from, to or between: an oil, gas or a site for drilling an exploratory of well; a pier, quay or wharf for transto an off-shore drilling facility.	water well site; L, gas or water
	B. Property necessary or incidental to the maintenance or dismantling of pipeline cracking or casing head plants.	no establishment, es, refineries and
	**	
ź720	Rates in this item apply only for distance 30 air miles from point of origin. **	as mon exceptant
5,00	Type of Equipment	
.,	Type of Equipment Truck Without Trailer 2 Axle 3 Axle	Rates in Cents Per Hour 1118 1368
	Truck Without Trailer 2 Axle 3 Axle Truck or Tractor with any combination of Trailers, Semitrailers or Dollie	Per Hour 1118 1368
	Truck Without Trailer 2 Axle 3 Axle Truck or Tractor with any combination of Trailers, Semitrailers or Dolling moving as a single unit. Carrier Owned	Per Hour 1118 1368
	Truck Without Trailer 2 Axle 3 Axle Truck or Tractor with any combination of Trailers, Semitrailers or Dolling moving as a single unit. Carrier Owned Excess of Trailers or Semitrailers.	Per Hour 1118 1368 1368
	Truck Without Trailer 2 Axle 3 Axle Truck or Tractor with any combination of Trailers, Semitrailers or Dolling moving as a single unit. Carrier Owned	Per Hour 1118 1368 1368 1576 270 1126
	Truck Without Trailer 2 Axle 3 Axle Truck or Tractor with any combination of Trailers, Semitrailers or Dolling moving as a single unit. Carrier Owned Excess of Trailers or Semitrailers. Carrier Owned Tractor and Driver Only	1118 1368 1368 1576 270

Issued by the Public Utilities Commission of the State of California, San Francisco, California.

Correction No. 1698

MINIMUM RATE TARIFF NO. 2

Item No.	SECTION NO. 3 COMMODITY RATES (Continued)
	HOURLY RATES FOR OIL, WATER OR GAS WELL OUTFITS AND SUPPLIES *** (Continued)
	1. Charges shall be computed on the following basis: (See Exception.)
	The number of hours of service will be computed from the time the carrier's driver commences either operating the motor vehicle or performing other related service, whichever is earlier, and ending at the time that carrier's driver either ceases operating the motor vehicle or performing other related service, whichever is later.
	When the service performed extends over more than one day and the equipment is not returned to carrier's terminal, the period of time the driver is off-duty shall not be included in the hours of service.
¥720-1	EXCEPTION (a) Allowance shall be made for delays occasioned due to failure of carrier's equipment, or due to time taken out for meals.
	(b) After the total time has been determined it shall be converted into hours and fractions thereof. Minimum charge, one hour. Fractions of an hour shall be determined in accordance with the following table:
	Minutes But Not Over Over
	0 8 Omit 8 38 Shall be 1/2 hour 38 60 Shall be 1 hour
	2. For transportation furnished under this item on Saturdays and Sundays, there shall be an additional charge of \$2.85 per hour in excess of those set forth in Item No. 720.
	3. For transportation furnished under this item on holidays, there shall be an additional charge, in excess of those set forth in Item No. 720, as follows:
	(a) On July 4th, Labor Day, Thanksgiving Day, Christmas Day and New Year's Day, \$11 35 per hour.
	(b) On Washington's Birthday, Memorial Day and December 24th, \$5.65 per hour.
	(Continued in Item No. 720-2)

"Service of Stringing Pipe") Decision No. 70598

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California.

- 51-EE -

Second Revised Page... 51-EEE Cancels First Rovised Page ... 51-EEE MINIMUM RATE TARIFF NO. 2 Item SECTION NO. 3 - COMMODITY RATES (Continued) No. HOURLY RATES FOR OIL, WATER OR GAS . WELL OUTFITS AND SUPFLIES ** (Concluded) . Rates include the exclusive services of vehicle and driver and do not include any equipment other than a winch affixed to the vehicle to load and unload. When carrier furniches help other than the driver or supervising foreman, such service shall be charged for at a rate of not less than \$6.75 per hour per extra man furnished.

extra man furnished.

\$720-2

- On Saturdays and Sundays, the applicable helper rate shall be \$9.35 per hour.
- On July 4th, Labor Day, Thanksgiving Day, Christmas Day and New Year's Day, the applicable helper rate shall be \$17.10 per hour.
- On Washington's Birthday, Memorial Day and December 24th, the applicable helper rate shall be \$11.90 per hour.
- (d) The helper's hours of service for each day shall be computed from the time helper is engaged to perform loading, unloading, and other related service or is required to ride carrier's vehicle, whichever is earlier, and ending at the time the loading, unloading or other related service is completed, or the helper is returned to the point at which he was engaged at start of day, whichever is later.
- (e) Allowances shall be made for delays due to failure of carrier's equipment or time taken out for meals.
- When the service performed extends over more than one day, the time the helper is off-duty shall not be included in the hours of service.
- (g) After the total time has been computed, it shall be converted into hours and fractions thereof as provided under the provisions of Item No. 720-1.
- (h) There shall be a minimum charge of one hour service at the applicable rate.
- When rates are provided in this item on the shipment transported, the rates in this item will apply regardless of class or commodity rates in other items in this tariff.

- 6. Each shipping document issued in connection with transportation under this item shall, in addition to other requirements set forth in this tariff, identify the equipment used by its equipment number and description as provided in Item No. 720.
- 7. Each vehicle shall have stenciled or otherwise permanently displayed on it an equipment number.
- 8. Excess trailers means trailers or semi-trailers furnished by carrier in excess of the number of vehicles or combination of vehicles operated as a single unit.
- 9. Rates include converter gears (auxiliary dollies).
- 10. "Dollies" include pole or pipe dollies, stretch dollies, lowbed dollies, bolster type dollies, but not auxiliary dollies.

Change ** "Scrvice of Stringing Pipe" Decision No. 70598 eliminated.

EFFECTIVE MAY 28, 1966

Issued by the Public Utilities Commission of the State of California, San Francisco, California. Correction No. 1700