Decision No.

80844

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 and highway 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. 15).

Case No. 7783 (Order Granting Rehearing Dated July 11, 1972)

 <u>R. W. Smith</u> and A. D. Poe, Attorneys at Law, and <u>H. Hughes</u>, for California Trucking Association; and <u>E. A. Guldaman</u>, for Stauffer Chemical Company; interested parties.
 <u>George L. Hunt</u> and <u>Gary E. Haas</u>, for the Commission staff.

# OPINION ON REHEARING

Minimum Rate Tariff 15 (MRT 15) contains yearly, monthly, weekly and hourly vehicle unit rates for the transportation of property by highway permit carriers. Section 4-A of said tariff contains hourly rates for specified vehicle units applicable to service within the Metropolitan Los Angeles Area.

On recommendation of its Transportation Division, the Commission issued ex parte Decision No. 79001, dated August 10, 1971, which, among other things, amended the definition of hopper equipment in Section 4-A of MRT 15 by the addition of the word "only". As emended, the definition read as follows: "Hopper equipment is equipment capable of unloading only by gravity."

On August 20, 1971, Stauffer Chemical Company (Stauffer) filed a Petition For Suspension and Reconsideration of Decision No. 79001. In said petition, Stauffer alleged that the addition of

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the word "only" would preclude the application of hourly rates to pneumatic equipment, and that the order would deprive the shipping public of reasonable charges for the use of pneumatic equipment. Stauffer's petition requested the following relief:

> "Stauffer Chemical Company respectively requests the Commission to suspend Provision of Order No. 79001, applying to subparagraph (6) of Item 451, Minimum Rate Tariff 15, and postpone any increase in rates or charges for pneumatic equipment or dual-purpose trailers pending determination by Public Hearing and appropriate cost studies."

Decision No. 79122, dated August 31, 1971, stated that Stauffer's petition stayed the effective date of Decision No. 79001 until the said petition is granted or denied. Decision No. 79122 suspended the tariff revision.

The Commission did not order its staff to conduct cost studies nor did it set the hearing requested in Stauffer's petition. Instead, it issued Decision No. 80049, dated May 17, 1972, which reinstated the original language of the definition of "hopper" equipment in Section 4-A of MRT 15. Said decision stated as follows:

> "Having considered petitioner's allegations in this matter, the Commission finds that Decision No. 79001 would restrict rather than clarify the application of the hourly rates in question and that the current tariff provisions for the involved transportation should continue in effect. A public hearing is not necessary. The Commission concludes that Minimum Rate Tariff 15 should be amended accordingly."

On May 25, 1972, California Trucking Association (CTA) filed a Petition For Suspension, Reconsideration or Rehearing of Decision No. 80049. CTA's petition alleged that Decision No. 79451, dated December 14, 1971, in Case No. 7783, Patition No. 41 (issued subsequent to Decision No. 79001, but prior to Decision No. 80049) had specifically found that hourly rates in Section 4-A of MRT 15 do

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not apply to movements in pneumatic equipment, and that the addition of the word "only" merely clarified the application of the tariff and did not further restrict the application of the tariff. CTA also asked that if rehearing or reconsideration is granted, the matter be consolidated with Case No. 5432, OSH 700 concerning rates on bulk salt transported in pneumatic hopper and dump truck equipment.

Decision No. 80232, dated July 11, 1972, entitled "Order Granting Partial Rehearing", reads as follows:

"The California Trucking Association having filed a petition for rehearing of Decision No. 80049, the Commission having considered each and every allegation thereof, and being of the opinion that sufficient cause for partial rehearing has been made to appear,

"IT IS ORDERED that rehearing is granted, limited to further proceedings in regard to Item 451(6) of Minimum Rate Tariff No. 15 for the purpose of determining the application of hourly rate to be applied to hopper vehicles that can be unloaded by gravity or by pneumatic means; with rehearing to be held before such Commissioner or Examiner and at such time and place as shall hereafter be designated.

"IT IS FURTHER ORDERED that in all other respects said petition for rehearing is denied."

Rehearing of Decision No. 80049 was held before Examiner Mallory at San Francisco on September 22 and September 26, 1972, and the matter was submitted on the latter date.

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At the hearing on September 22, testimony was presented by a supervisor in CTA's Division of Transportation Economics to the following effect: CTA is opposed to the result of Decision No. 80049 because it is CTA's view that said decision is contrary to other decisions involving the application of rates in MRT 15. The yearly, monthly and weekly rates in MRT 15 do not apply to pneumatic equipment. In the proceeding leading to Decision No. 79451 (supra) hourly rates for the use of pneumatic equipment were specifically in issue. That decision denied CTA's request to adjust hourly rates and to apply said rates to all types of equipment units. That decision stated that hourly rates in Section 4-A are based on the specific type of equipment unit furnished, and that no vehicle unit rates are provided in MRT 15 for pneumatic-hopper equipment.

Decision No. 79451 further stated:

"The fact that hourly rates do not apply to movements in dump truck or pneumatic equipment is not improper. The cost studies underlying the former hourly rates in MRT 15, the cost studies introduced by the staff in Case No. 6322, and the cost studies introduced by CTA herein contain no data relating to dump truck and pneumatic equipment. The data introduced by CTA herein is based on equipment costs for van and flatbed equipment only. The record shows that pneumatic equipment is more costly to purchase and to operate than van or flatbed equipment."

The CTA witness pointed out that subsequent to Decision No. 79451, the Commission authorized several rate deviations for the use of hourly rates for both dump truck and pneumatic-hopper equipment for the transportation of salt, chemicals and plastic pellets in bulk, including authorizations to carriers performing service for Stauffer. The issuance of such authorizations assertedly indicates that relief under Section 3666 of the Public Utilities Code is required in order to apply hourly rates for pneumatic equipment in the Metropolitan Los Angeles Area.

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The Western Traffic Manager of Stauffer testified substantially as follows: Stauffer uses the services of several carriers operating pneumatic equipment to transport commodities in bulk for Stauffer and its subsidiaries. Class rates are excessive for this transportation. The public should not be deprived of the use of hourly rates for pneumatic equipment. Such would be the result if the definition of hopper equipment adopted in Decision No. 79001 is reinstated. Stauffer has no objection to the establishment of hourly rates in MRT 15 which are reasonably related to the costs of transportation. However, Stauffer strenuously objects to any decision of the Commission which would prohibit the use of hourly rates for pneumatic equipment. Stauffer's witness presented Exhibit A-1 which compares transportation charges resulting from the application of class rates with corresponding charges under hourly rates. Class rates produce charges more than twice those of the compared hourly rates.

Following this testimony, CTA's counsel inquired of the staff representative whether the staff intended to present hourly costs for transportation of commodities in bulk in pneumatic equipment. Upon being advised that the staff was not prepared to present such costs, CTA requested an adjourned hearing for the purpose of presenting estimated costs of operation for pneumatic units and proposed hourly rates related thereto. An adjourned hearing for this purpose was scheduled on September 26. At this hearing CTA's witness presented in evidence Exhibits A-1, A-2 and A-3, which contain developments of estimated costs and proposed hourly rates for use of pneumatic equipment. These exhibits were received over the objection of the staff representative and without cross-examination. At the commencement of the second day of hearing, the staff representative made the following statement and motion:

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"It is the staff's position that the proceeding currently before the Commission concerns the question as to the application of hourly rates for hopper equipment and the extent to which these rates apply to equipment which is unloaded by gravity or by pneumatic equipment. It is our understanding that certain parties are planning to present evidence in this proceeding which goes beyond the scope of the proceeding, to the extent that an attempt will be made to increase certain rates for hopper equipment. The staff moves to limit this proceeding to evidence concerning the application of Item 451, paragraph (6) of MRT 15, as stated in the notice of rehearing of Decision 80049, which has been served upon interested parties. It is the further position of the staff that should parties to this proceeding desire to propose increases in the hourly rates for hopper equipment, that this should be accomplished through the filing of an appropriate petition and with adequate notice to the public before the setting of a hearing. The staff plans to present this motion to the Commission in writing.

The oral motion was taken under submission for ruling herein. The written motion was filed on October 6, 1972. Discussion

Decision No. 79451 clearly establishes that the hourly rates for hopper equipment in Section 4-A of MRT 15 are not applicable to pneumatic equipment. This is confirmed by the proceeding in Case No. 5432, OSH 700, in which rates on bulk salt are in issue, and by the several applications of highway carriers to daviate from minimum rates by applying hourly rates on bulk commodities hauled in pneumatic equipment.<sup>1/</sup> Therefore, the tariff language adopted in Decision No. 79001 merely clarifies the tariff. The staff contention that rate increases will result from the adoption of that description of hopper equipment is incorrect.

It is apparent from the testimony of Stauffer's witness that the public interest requires that minimum hourly rates be

<sup>1/</sup> Decision No. 80025, dated October 17, 1972, in OSA 700 (issued after submission of the instant proceeding) states (on mimeo page 2) "There are no vehicle unit rates in MRT 15 for an equipment unit consisting of a dump truck and transfer trailer nor for pneumatic hopper-type equipment."

established in MRT 15 for the use of pneumatic equipment. The record contains sufficient data from which reasonable rates may be developed.

The effect of establishing minimum hourly rates on pneumatic equipment is a reduction, rather than an increase, in rates, in view of the rate comparisons in Stauffer's Exhibit A-1.

The order granting rehearing herein is limited in the sense that all of the requests set forth in CTA's petition for rehearing and reconsideration were not granted. The order granting rehearing does not limit the type of evidence that may be received for the purpose of determining the application of hourly rates to be applied to hopper vehicles that can be unloaded by pneumatic means. The motion of the staff should be denied.

Findings and Conclusions

The Commission finds as follows:

1. Decision No. 79001, dated August 10, 1971, issued without hearing, amended the description of hopper equipment applicable in connection with hourly rates in Section 4-A of MRT 15, to include only equipment which is unloaded by gravity, thus excluding pneumatic hopper equipment from said definition.

2. Decision No. 79451, dated December 14, 1971, in Case No. 7783, Petition No. 41, found that the hourly rates in Section 4-A of Minimum Rate Tariff 15 are not applicable to pneumatic hopper equipment. Decision No. 80625, dated October 17, 1972, in Case No. 5432, OSH 700, confirmed that finding.

3. The proper application of the rates in Section 4-A of MRT 15 results from the definition of hopper equipment adopted in Decision No. 79001. Said definition should be adopted herein.

4. In the absence of hourly rates, the class rates named in Minimum Rate Tariff 2 are the applicable minimum rates to apply to movements of chemicals, plastics, salt and other commodities in bulk when transported in pneumatic hopper equipment.

5. Class rates produce higher charges than hourly rates formerly in effect in Minimum Rate Tariff 5 and hourly rates which would result from cost data submitted in this proceeding for commodities in bulk transported in pneumatic equipment.

6. It is in the public interest to establish reasonable minimum hourly rates in Section 4-A of MRT 15 for transportation of commodities in bulk in pneumatic hopper equipment.

7. The hourly rates for pneumatic equipment which will be established from the adoption of CTA's proposal herein will result in reductions from existing class rates, inasmuch as there are no hourly rates currently applicable to pneumatic equipment in Section 4-A of MRT 15.

8. The rates and rules set forth in the tariff pages attached to this order are the just, reasonable and nondiscriminatory minimum hourly rates and rules for the transportation of commodities in bulk in hopper equipment and in pneumatic hopper equipment between points in the Metropolitan Los Angeles Area.

9. To the extent that the provisions of MRT 15 heretofore have been found to constitute reasonable minimum rates and rules for common carriers as defined in the Public Utilities Act, said provisions, as amended herein, are, and will be, the just and reasonable minimum rates and rules for said common carriers.

10. The authorizations heretofore granted to highway permit carriers to depart from minimum rates set forth in MRT 2 and MRT 15 with respect to use of hourly rates for pneumatic hopper equipment will continue to be reasonable until such rate deviations expire or are extended by further order of the Commission.

11. Rule 23.1 of the Commission's Rules of Practice and Procedure is not applicable to the hourly rates established by the order herein, inasmuch as said rates result in reductions.

The Commission concludes that MRT 15 should be amended by the order which follows, and that the motion of the staff should be denied.

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IT IS ORDERED that:

1. Minimum Rate Tariff 15 (Appendix B to Decision No. 65072, as amended) is hereby further amended by incorporating therein, to become effective January 20, 1973, the revised pages attached hereto and listed in Appendix A, also attached hereto, which pages and appendix are by this reference made a part hereof.

2. Common carriers subject to the Public Utilities Act, to the extent that they are subject also to Decision No. 65072, as amended, are hereby directed to establish in their tariffs the amendments necessary to conform with the further adjustment ordered herein.

3. Tariff publications required to be made by common carriers as a result of the order herein shall be filed not earlier than the effective date of this order and 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 then January 20, 1973; 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.

4. Common carriers, in establishing and maintaining the change 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 change published under this authority shall make reference to the prior orders authorizing long- and short-haul departures and to this order.

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5. In all other respects, Decision No. 65072, as amended, shall remain in full force and effect.

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

California, this / day San Francisco Dated at DECEMBER of 1972. Labrani Ja. Communica isit N. TL Commissioner

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# APPENDIX A

LIST OF REVISED PAGES TO MINIMUM RATE TARIFF 15 FOURTH REVISED PAGE 24-B SECOND REVISED PAGE 24-D THIRD REVISED PAGE 24-E THIRD REVISED PAGE 24-F THIRD REVISED PAGE 24-G

THIRD REVISED PAGE 24-1

(END OF APPENDIX A LIST)

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MINIMUM	RATE	TARIFF	15	

SECTION 4-2-HOURLY VEHICLE UNIT	RATES ITEM
SPECIAL RULES APPLYING IN CONNECT ITEMS 452, 453, 454, 455, 456 A	
Rate Basis 1 applies when Rate Bases 2, 3 or 4 are limited to 8 hours service out of 9 consecutive hours	
Rate Basis 2 applies on Saturday and Sunday and fo out of 9 consecutive hours on days other than those rat	
Rate Basis 3 applies on New Year's Day, Memorial D Thanksgiving Day and Christmas Day, Rates are limite 9 consecutive hours per day; for all hours worked on Su secutive day worked.	d to 8 hours service out of
Rate Basis 4 applies for all hours in excess of 8 days ratable under Rate Basis 3 (Except on Sunday).	out of 9 consecutive hours on
SPECIAL DEFINITIONS AND RULES APPLYING IN CO IN THIS SECTION (See Notes 1 a (Applies only when specific reference 3	and 2)
(1) Lineal Loading Space in feet.	
(2) Trailers or semitrailers furnished by carrier in e or combination of vehicles operated as a single un for sets of doubles, do not include dollies or con- ing equipment may not be operated in combination w equipment as sets of doubles unless the basic how power equipment together with doubles is assessed.	Ait. Rates for semis, except Averter gears. Excess trail- with other units of carrier's rly rate for use of motor-
(3) Doubles mean two semis and dolly, or semi and trai length.	iler, any lawful combination \$451
(4) Rates include temperature control service.	
<ul> <li>(5) Converter gears, dollies and other auxiliary trail</li> <li>s(6) Hopper equipment is equipment capable of unloading</li> <li>*(7) Preumatic equipment is equipment capable of unload defiance of gravity.</li> <li>NOTE 1Rates apply according to the type of carr in combination with the trailing equipment as described</li> </ul>	" "only by gravity. Hing by use of air pressure in rier's motor-power equipment
NOTE 2 An additional charge of 81 cents per hour	
of carrier's equipment that is equipped with a power-1:	LIT GATE.
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SECTION 4-A-HOURLY VEHICLE UNIT RATES (Continued)

### HOURLY VEHICLE UNIT RATES

# TRACTOR-GAS. 2-Axle

Base rate in cents per hour per unit of carrier's equipment. Rates do not include a charge for miles operated. See Item 458 for Mileage Rates and Item 457 for Helper Rates.

Type of Trailer or Semitrailer	Trailer or Semitrailer		RATE BASIS Excess Trailing				
Equipment	Length (1)#	1	2	3 :	4	Equipment (2)#	
Carrier Owned:							
Flat	Doubles (3)#	1410 1480	1670 1775	2095 2205	2875 2970	50 120	
Van	Doubles (3)#	1425 1505	1695 1810	21.30 2245	2900- 2990	70 150	
Van, insulated	Doubles (3)#	1495 1650	1735 1840	2165 2275	2930 3015	85 180	<b>#45</b> 3
Van, refrigerated (4)# Van, refrigerated (4)#	Doubles (3)#	1565 1795	1810 2030	2253 2485	2980 3165	170 335	
Hopper (6)#	Doubles (3)#	1440 1540	1695 1810	2130 2245	2900 2990	55 105	
*Pneumatic (7)# *Pneumatic (7)#	Doubles (3)#	1640 1825	2050 2235		3265 3450	95 185	
Converter gears dollies (5)			-			40	
Shipper Owned	Under 28 28 and Over Doubles (3)#	1375 1395 1395	1615	2055		<b></b>	
# See Item 451	•						

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#### SECTION 4-A--HOURLY VEHICLE UNIT RATES (Continued)

## HOURLY VEHICLE UNIT RATES

### TRACTOR-GAS 3-AXLO

Base rate in cents per hour per unit of carrier's equipment. Rates do not include a charge for miles operated. See Item 458 for Mileage Rates and Item 457 for Helper Rates.

Type of Trailer or Semitrailer	Trailer or Semitrailer		RATE BASIS			
Equipment	Length (1)#	1	2	3	4	Equipment (2)#
Carrier Owned:						
Plat Flat	Doubles (3)#	1450 1530	1740 1815	2170 2250	2940 3000	50 120
Van	Doubles (3)#	1470 1555		2205- 2285	2970 3025	70 150
Van, insulated	Doubles (3)#	1545 1700		2245 2355	3000 3075	85 180
Van, refrigerated (4)# Van, refrigerated (4)#	Doubles (3)#	1620 1845		2320 2535	3045 3195	170 335
Hopper (6)#	Doubles (3)#	1485 1590		2205 2285	3080 3030	55 105
*Pneumatic (7)# *Pneumatic (7)#	Doubles (3)#	1695 1880	2105 2290	2505 2690	3320 3505	95 185
Converter gears, dollies (5)#						40
Shipper Owned	Under 28 28 and Over Doubles (3)#	1445 1445 1445	1660		2870 2870 2870	<b>—</b>
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### SECTION 4-A--HOURLY VEHICLE UNIT RATES (Continued)

#### HOURLY VEHICLE UNIT RATES

### TRACTOR-DIESEL 2-Axle

Base rate in cents per hour per unit of carrier's equipment. Rates do not include a charge for miles operated. See Item 458 for Mileage Rates and Item 457 for Helper Rates.

Type of Trailer or Semitrailer	Trailer or Semitrailer		RATE	Excess Trailing			
Equipment	Longth (1)#	1	2	3	4	Equipment (2)#	1.1.1.
Carrier Owned:							;
Flat	Doubles (3)#	1470 1540	1705	2120 2255	2895 2970	50 120	
Van	Doubles (3)#	1485 1570	1735 1850	2155 2285	2920 3025	70 150	
Van, insulated	Doubles (3)#	1565 1710	1765 1880	2185 2320	2950 3050	85 180	ø45:
Van, refrigerated (4)# Van, refrigerated (4)#	Doubles (3)#	1625 1850	1840 2035	2290 2535	3000 3200	170 335	
Hopper (6)#	Doubles (2)#	1500 1600	1735	2155 2285	2920 3030	55 105	
* Pneumatic(7) #	Doubles (3)#	1715 1895	2125 2305	2525 2705	3340 3520	95 185	
Converter gears, dollies (5)#					•••	40	
Shipper Owned	Under 28 28 and Over Doubles (3)#	1435 1455 1455	1605 1630 1630	2060 2120 2120	2785 2870 2870	=	
# See Item 451	· .						

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# SECTION 4-A-HOURLY VEHICLE UNIT RATES (Continued)

### HOURLY VEHICLE UNIT RATES

# TRACTOR-DIESEL, 3-Axle

Base rate in cents per hour per unit of carrier's equipment. Rates do not include a charge for miles operated. See Item 458 for Mileage Rates and Item 457 for Helper Rates.

Type of Trailer or Semitrailer	Trailer or Semitrailer	RATE BASIS Excess Trailing			Trailing		
Zquipment	Length (1)#	- 2	2	3	4	Zquipment (2)#	
Carrier Owned:							.,
'Flat		1530	2770	2205	2970	50	
Flat	Doubles (3)#	1600	1845		3025	120	
Van	Doubles (3)#	1545	1815 1875	2245 2320	2995 3050	70 150	
Van, insulated	Doubles (3)#	1620 1770	1840 1905	2275 2355	3025 3075	85 180	\$456
Van, refrigerated (4)#	Doubles (3)#	1695 1905	1910 2105		3070 3200	170 335	
Hopper (6)#	Doubles (3)#	1560	1820 1875	2235 2320	3010 3055	55 105	
*Pneumatic (7)#	Doubles (3)#	1780	2290 2375	2590 2975	3405	95 185	
Converter gears, dollies (5)#	· · ·					40	
Shipper Owned	Under 28 28 and Over Doubles (3)#	1520 1520 1520	1695 1695 1695	2155 2155 2155	2895 2895 2895		
# See Item 451							

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# SECTION 4-A--HOURLY VEHICLE UNIT RATES (Continued)

#### MILEAGE RATES (Subject to Notes 1, 2 and 3)

Type of Trailer or Semitrailer Equipment	Trailer or Semitrailer	TYP	of Cerrier's	Motor Power Eq	uipment	
	Length	Tractor-Gas		Tractor-	Diesel	-
		2-axle	3-axle	2-axle	3-axle	۲.
Carrier Owned:			RA	TES (1)		
Plat Plat	Doubles (2)	20 <sup>1</sup> 5 23 <sup>1</sup> 1	235 265	18 21	19 22	
Van	Doubles (2)	205 235	23 <sup>1</sup> 2 26 <sup>1</sup> 5	18 21	19 22	
Van, insulated Van, insulated	Doubles (2)	20 <sup>1</sup> 5 23 <sup>1</sup> 5	23 <sup>1</sup> 1 26 <sup>1</sup> 1	18 21	19 22	
Van, refrigerated- Van, refrigerated-	Doubles (2)	20 <sup>1</sup> 5 23 <sup>1</sup> 5	23 <sup>1</sup> 3 26 <sup>1</sup> 3	18 21	19 22	
Hopper (6) # Hopper (6) # *Pneumatic (7) # *Pneumatic (7) #	Doubles (2) Doubles (2)	205 235 21 24	23 <sup>1</sup> 3 26 <sup>1</sup> 3 24 27	18 21 19 22	19 22 20 	64
Shipper Owned	(3)	165	194	14	16	

Rates in cents per mile to be added to rates provided in Items 453 through 456.  $(\mathbf{1})$ 

(2)

Sets of doubles, any combination length. Any combination length that may be operated as a single unit. (3)

NOTE 1.--Rates apply according to the type of carrier's motor power equipment in combination with the trailing equipment as described.

NOTE 2.--The total miles operated will be determined by computing the number of speedometer miles registered during the period that service is performed, beginning at the carrier's established depot and ending upon return to carrier's established depot. When point of dispatch for service is other than carrier's established depot, total miles shall be computed by speedometer beginning at point of dispatch, plus 5 miles. When carrier's equipment does not return to carrier's established depot after release from service, mileage shall be computed to point of release, plus 5 miles.

NOTE 3 .-- This item will not apply to pool shipments for which special rates are provided in Item 179-2 of Minimum Rate Tariff 2.

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