

Decision 90 06 043 JUN 20 1990

ORIGINAL

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Application)
of Higinio C. Ang and Macrina Ang,)
dba RIDE-4-U, for authority to)
operate as a passenger stage)
between certain portions of Los)
Angeles and Orange Counties on)
one hand, and Los Angeles Inter-)
national (LAX) Airport, Long Beach)
Airport, John Wayne Airport, Los)
Angeles and Long Beach Harbors on)
the other hand.)

Application 89-08-037
(Filed August 24, 1989)

Higinio C. Ang, for applicants.
S. E. Rowe, by K. D. Walpert, for the Department
of Transportation, City of Los Angeles, and
Breton K. Lobner, Attorney at Law, for the
Department of Airports, City of Los Angeles,
protestants.
Victor G. Baffoni, for United Transportation Union,
interested party.
MacDonald Ebi Esule, for the Transportation Division.

O P I N I O N

Higinio C. Ang and Macrina Ang, a partnership doing business as RIDE-4-U, request authority under Public Utilities (PU) Code § 1031, et seq., to establish and operate an on-call passenger stage corporation service for the transportation of passengers and their baggage between points in the Counties of Orange and Los Angeles, on the one hand, and John Wayne Airport, Los Angeles International Airport (LAX), Long Beach Airport, and Los Angeles and Long Beach Harbors, on the other hand.

Protests having been filed by the Los Angeles Department of Transportation (LADOT) and the Los Angeles Department of Airports (LADOA), a duly noticed public hearing was held before Administrative Law Judge Orville I. Wright in Los Angeles on

November 1, 1989, and the matter was submitted upon the filing of the transcript on December 27, 1989.

Applicants' Evidence

Applicant Higinio C. Ang has been a van driver for Valley Airport Shuttle, now called City Airport Shuttle, for about two years. Prior to that time he drove a delivery truck in the Los Angeles area for United Couriers.

Applicants propose to utilize one to seven new 7-passenger vans in transportation service if the application is granted.

They presented an unaudited balance sheet dated June 7, 1989 showing total assets of \$46,564, including \$27,000 cash in bank, and net worth of \$38,064.

The application states that need for additional van services at airports is shown by the tremendous growth in airline travel and related ground transportation which has occurred since airline deregulation in 1978 (Decision (D.) 89-10-028, October 12, 1989).

LADOA's Evidence

LADOA passed Resolution 16832 on September 13, 1989 imposing a moratorium on new or additional shuttle van service to LAX and requiring the Los Angeles City Attorney to file opposition with the Commission opposing all new passenger stage corporation applications, except for applications for scheduled bus services, for the duration of the moratorium period.

Resolution 16832 states reasons for the moratorium as follows:

"WHEREAS, the airport and its roadways, curbsides, and other operational areas are being subjected to extreme congestion, double parking, illegal soliciting, unfair and harmful competition practices, and other problems created by the numerous PSC vehicles and their methods of operation; and

"WHEREAS, these problems continue to grow worse and it is imperative that the issues of permitting more vehicles to service the airport and regulating the methods by which they serve the public must be studied and analyzed to determine what future actions should be taken by management and the Board of Airport Commissioners; and

"WHEREAS, the Landside Operations Bureau will study this matter and recommend appropriate solutions to the Board; ..."

The resolution includes authorization to formally request the Commission to place a blanket moratorium on authorizing new passenger stage corporations to provide service to and from LAX during LADOA's moratorium period.

Evidence submitted in support of the LADOA resolution is that there are about 630 on-call vans operated by about 30 companies serving LAX at the present time. Pictures were introduced depicting double-parked vans at LAX passenger boarding zones, and testimony was presented detailing LADOA's continuing problems with congested traffic flow.

Van drivers, according to the testimony, frequently crowd the curb, double-park, solicit passengers, and circle the airport in efforts to load their vehicles with passengers. An average number of passengers per van of two to three was reported by the LADOA witness.

An exhibit was introduced showing that LADOA issues approximately 1,300 citations per month to shuttle van operators for violations of airport rules.

Airport statistics with respect to passenger volume at LAX shows a continuing growth from 34,923,205 in 1979 to 44,873,113 in 1987, with a reduction to 44,398,611 in 1988. The period January through August 1989 shows only a 0.6% increase in total domestic and international passenger traffic over the comparable period for 1988.

LADOA and LADOT request that the application be denied in harmony with the terms of Resolution 16832.

Discussion

Applicants' spokesman has been employed as a shuttle van driver for approximately two years and has had prior driving experience in the Los Angeles area.

The partners have adequate financial resources for the acquisition of several new vans, but testified that they will commence operations with a single vehicle.

Need for applicants' service has been demonstrated in this proceeding by evidence that there has been a tremendous growth in airline travel and related ground transportation since airline deregulation in 1978, as found by the Commission in D.89-10-028.

Airport Congestion

LADOA makes an impressive factual showing of the traffic congestion problems it is experiencing at LAX which led to the adoption of the moratorium resolution by the Board of Airport Commissioners. These problems, however, will be unaffected by whatever decision we make in this case.

The Commission has consistently acknowledged that our granting a certificate of public convenience and necessity does not convey airport access rights. No carrier shall conduct any operations on the property of or into any airport unless such operations are authorized by both this Commission and the airport authority involved. LADOA reserves authority to continue to enforce its moratorium resolution by denying applicants here an operating permit at LAX.

Questions of airport congestion policy were before us in the Order Instituting Rulemaking (R.) concerning the regulation of passenger carrier services (R.88-03-012). We declined to adopt policies which tended to duplicate and interfere with airport jurisdiction and future airport regulation established to resolve

congestion problems and facilities constraints. At page 3 of D.89-10-028 we said:

"We decline to limit entry of carriers to airport service because a greater need for more transportation service is created by the increase in air passengers since airline deregulation in 1978. We believe such action to be premature until airport traffic and facilities studies presently in progress are complete."

Findings of fact in that decision included the following:

- "2. Tremendous growth in airline travel and related ground transportation have occurred since airline deregulation in 1978. Competition due to this passenger growth has resulted in an increase in applications for new carrier authority, requests for service changes, and competitor complaints.
 - "3. Overlapping problems of solicitation, illegal operations, and carriers operating outside authority are occurring at the state's major airports. In addition, traffic congestion is continually increasing at major airports due to the increase in the number of carriers serving air passengers.
 - "4. The increase in passenger stage and charter-party carriers at airports is a natural and proper response to the increase in air passengers needing transportation to and from airports."
- * * *
- "13. The cause of airport traffic congestion is the significant increase in the numbers of airline passengers.
 - "14. Limiting the number of carriers to reduce traffic congestion may cause insufficient transportation services at a time when increased service is needed the most."

We continue to adhere to the views expressed in D.89-10-028.

Waiver of Proposed Decision

It is common in the case of airport shuttle service applications for applicants to move to waive the filing of and comment on the proposed decision (Rule 77.1, Rules of Practice and Procedure), which motion has been uniformly granted.

While applicants in this instance have not requested waiver of the comment procedure, we will make and grant such action on our own motion as the evidence shows a compelling present need for the proposed service.

Findings of Fact

1. Applicants have the ability, equipment, and financial resources to perform the proposed service.

2. Public convenience and necessity require the proposed service.

3. It can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment.

4. As the evidence in this case shows a compelling present need for the proposed service, the order should be effective on the date of signing.

Conclusion of Law

Public convenience and necessity have been demonstrated and a certificate should be granted.

Only the amount paid to the State for operative rights may be used in rate fixing. The State may grant any number of rights and may cancel or modify the monopoly feature of these rights at any time.

ORDER

IT IS ORDERED that:

1. A certificate of public convenience and necessity is granted to Higinio C. Ang and Macrina Ang, authorizing them to operate as a passenger stage corporation, as defined in PU Code § 226, between the points and over the routes set forth in Appendix PSC-6009, to transport persons, baggage, and/or express.

2. Applicants shall:

- a. File a written acceptance of this certificate within 30 days after this order is effective.
- b. Establish the authorized service and file tariffs and timetables within 120 days after this order is effective.
- c. State in their tariffs and timetables when service will start; allow at least 10 days' notice to the Commission; and make timetables and tariffs effective 10 or more days after this order is effective.
- d. Comply with General Orders Series 101, 104, and 158, and the California Highway Patrol safety rules.
- e. Maintain accounting records in conformity with the Uniform System of Accounts.
- f. Remit to the Commission the Transportation Reimbursement Fee required by PU Code § 403 when notified by mail to do so.

3. Before beginning service to any airport, applicants shall notify the airport's governing body. Applicants shall not operate into or on airport property unless such operations are also authorized by the airport's governing body.

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Appendix PSC-6009

Higinio C. Ang
and
Macrina Ang

Original Title Page

CERTIFICATE

OF

PUBLIC CONVENIENCE AND NECESSITY

AS A PASSENGER STAGE CORPORATION

PSC-6009

Showing passenger stage operative rights, restrictions,
limitations, exceptions, and privileges.

All changes and amendments as authorized by
the Public Utilities Commission of the State of California
will be made as revised pages or added original pages.

Issued under authority of Decision 90 06 041, dated

JUN 20 1990 of the Public Utilities Commission of the
State of California in Application 89-08-037.

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Issued by California Public Utilities Commission.

Decision 90 06 041, Application 89-08-037.

SECTION 1. GENERAL AUTHORIZATIONS, RESTRICTIONS, LIMITATIONS,
AND SPECIFICATIONS.

Higinio C. Ang and Macrina Ang, by the certificate of public convenience and necessity granted by the decision noted in the margin, is authorized to provide on-call, door-to-door, passenger stage services to transport passengers and their baggage between points in the Counties of Los Angeles and Orange, described in Section 2, on the one hand, and Los Angeles International Airport (LAX), Long Beach Airport (LGB), John Wayne Airport (SNA), or Los Angeles and Long Beach Harbors, on the other hand, over and along the routes described in Section 3, subject, however, to the authority of this Commission to change or modify the routes at any time and subject to the following provisions:

- (a) This certificate does not authorize the holder to conduct any operations on the property of or into any airport unless such operation is authorized by the airport authority involved.
- (b) When route descriptions are given in one direction, they apply to operations in either direction unless otherwise indicated.
- (c) No passengers shall be transported except those having a point of origin or destination at LAX, LGB, SNA, or Los Angeles and Long Beach Harbors.
- (d) The term "on-call" as used refers to service which is authorized to be rendered dependent on the demands of passengers. The tariffs shall show the conditions under which each authorized on-call service will be provided, and shall include the description of the boundary of each fare zone, except when a single fare is charged to all points within a single incorporated city.

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SECTION 2. SERVICE AREA DESCRIPTIONS

Los Angeles County

All points within the cities of El Segundo, Hawthorne, Manhattan Beach, Lawndale, Gardena, Redondo Beach, Harmosa Beach, Torrance, Carson, Lomita, Palos Verdes Estates, Rolling Hills Estates, Rolling Hills, Rancho Palos Verdes, Long Beach, Signal Hill, Lakewood, Compton, Hawaiian Gardens, and the communities of:

Harbor City	90710
San Pedro	90731
Wilmington	90744

Orange County

All points within the following cities and zip code areas in Orange County:

Artesia, Cerritos, Buena Park, Cypress, Los Alamitos, Seal Beach, Westminster, Stanton, Anaheim, Anaheim Hills, Garden Grove, Huntington Beach, Fountain Valley, Santa Ana, Tustin, Irvine, Costa Mesa, Newport Beach, Orange, Villa Park, and the communities of:

Sunset Beach	90742
Surfside	90743

SECTION 3. ROUTE DESCRIPTIONS

ON-CALL, DOOR-TO-DOOR SERVICE

Commencing at LAX, LGB, SNA, or Los Angeles and Long Beach Harbors, then via the most convenient streets and highways to any point within the authorized service area described in Section 2.

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4. Applicants are authorized to begin operations on the date that the Executive Director mails a notice to applicants that their evidence of insurance is on file with the Commission and that the California Highway Patrol has approved the use of applicants' vehicles for service.

5. The application is granted as set forth above.

This order is effective today.

Dated JUN 20 1990, at San Francisco, California.

FREDERICK R. DUDA
STANLEY W. HULETT
JOHN B. OHANIAN
PATRICIA M. ECKERT
Commissioners

President G. Mitchell Wilk,
being necessarily absent, did
not participate.

I CERTIFY THAT THIS DECISION
WAS APPROVED BY THE ABOVE
COMMISSIONERS TODAY


NEAL J. SHULMAN, Executive Director
PB