

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Petition by Communications Authority,
Inc. for arbitration of Section 252(b)
interconnection agreement with BellSouth
Telecommunications, LLC d/b/a AT&T
Florida.

DOCKET NO. 140156-TP
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FINAL ORDER ON ARBITRATION

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Abbreviations and Acronyms

Act	Telecommunications Act of 1996
ACNA	Access Customer Name Abbreviation
AEL	All Equipment List
AIS	Approved Installation Supplier
ASR	Access Service Request
AT&T Florida	BellSouth Telecommunications, LLC d/b/a AT&T Florida d/b/a AT&T Southeast
BFFO	Bona Fide Firm Order
CA	Communications Authority, Inc.
C.F.R.	Code of Federal Regulations
CIC	Carrier Information Code
CLEC	Competitive Local Exchange Carrier
CO	Central Office
CPNI	Customer Proprietary Network Information
DA	Directory Assistance
DS0	Digital Signal, level Zero. DS0 is 64,000 bits per second.
DS1	Digital Signal, level One. A 1.544 million bits per second digital signal carried on a T-1 transmission facility.
DS3	Digital Signal, level Three. The data rate for this type of signal is 44.736 million bits per second.
E911	Enhanced 911
EEL	Enhanced Extended Link
FCC	Federal Communications Commission
GT&C	General Terms and Conditions
HDSL	High Bit Rate Digital Subscriber Line
HVCI	High Volume Call-In
ICA	Interconnection Agreement
ILEC	Incumbent Local Exchange Carrier
IP	Internet Protocol
ISP	Internet Service Provider
IXC	Interexchange Carrier
LATA	Local Access Transport Area
LEC	Local Exchange Carrier
LERG	Local Exchange Routing Guide
LMU	Loop Makeup

LNP	Local Number Portability
Mux	Multiplexing
NEBS	Network Equipment Building Systems
NXX	Central Office Code/Prefix
OCN	Operating Company Number
OS	Operator Services
OSS	Operational Support Systems
POI	Point of Interconnection
PSAP	Public Safety Answering Position a/k/a Public Safety Answer Point
PSTN	Public Switched Telephone Network
SQM	Service Quality Measurement Plan
SR	Selective Router
SS7	Signaling System 7
TDM	Time Division Multiplexing
TELRIC	Total Element Long-Run Incremental Cost
TP	Technical Publication
TRO	Triennial Review Order, FCC 03-36
TRRO	Triennial Review Remand Order, FCC 04-290
UCL	Unbundled Copper Loop
UDT	Unbundled Dedicated Transport
UNE	Unbundled Network Element
USOC	Universal Service Order Code
VoIP	Voice over Internet Protocol

BY THE COMMISSION:

I. Interconnection and Arbitration Process

Interconnection agreements between Competitive Local Exchange Carriers (CLECs), such as CA, and Incumbent Local Exchange Carriers (ILECs), such as AT&T Florida, are governed under 47 U.S.C. § 251 and 47 U.S.C. § 252 of the Communications Act of 1934 (“the Act”), as amended.¹ These sections were created with the Act, and provide the core components of competitive telecommunications regulation.

Section 251 of the Act establishes the general duties of CLECs and ILECs. All carriers have the duty to interconnect directly or indirectly with the facilities and equipment of other carriers, and to install network features, functions, and capabilities that comply with the guidelines and standards to promote nondiscriminatory access, particularly access for persons with disabilities. All local exchange carriers are obligated to not interfere with the resale of their telecommunications services, provide number portability, provide dialing parity, provide access to rights-of-way, and establish reciprocal compensation mechanisms with other carriers.

ILECs have additional obligations, including:

1. The duty to negotiate with competitive carriers in good faith the terms and conditions of agreements to interconnect as described in 251(b) of the Act.
2. To make physical interconnection arrangements with any requesting carrier for exchange access and the transmission and routing of telephone service that is equal in quality to that provided to itself, on rates and terms that are just, reasonable and nondiscriminatory.
3. To make unbundled Access to all local exchange carrier network elements available to any requesting carrier on a nondiscriminatory basis and at rates, terms, and conditions that are just and reasonable.
4. To require the resale at wholesale rates of any service that the carrier provides at retail to subscribers who are not carriers.
5. To provide public notice of changes with the information necessary for the continued provision of transmission and routing of services using that carrier’s network.
6. To provide physical or virtual collocation to requesting carriers for interconnection or access to unbundled network elements at the premises of the local exchange carrier at rates, terms and conditions that are just, reasonable and nondiscriminatory.

Section 252 of the Act establishes procedures for negotiation, arbitration, and approval of interconnection agreements. First, an ILEC may enter into a negotiated agreement with a requesting carrier. The agreement should include a detailed schedule of itemized charges for interconnection and for each service or network element. This agreement must be approved by

¹Telecommunications Act of 1996, Pub. L. 104-104, 110 Stat. 56 (1996) (codified at 47 U.S.C. §§ 151, et seq. (1996)).

the jurisdictional state commission. Any party may request the state commission to act as mediator to settle unresolved differences.

If negotiations fail to produce an agreed-to contract, from the 135th day to the 160th day after the ILEC receives a request for negotiation, any party to the negotiation may petition the state commission to arbitrate any open issues. Any petitioning party has the duty to provide the commission with all relevant documents. The non-petitioning party in the arbitration has the opportunity to respond and provide additional information. Unique to these arbitrations, most interconnection agreement proposals begin largely agreed-to, with some provisions in disagreement and necessitating the arbitration request. While the state commission is limited to addressing only the issues presented in the arbitration petition, often these few disputed provisions are interrelated with each other and with already agreed-to language.

The state commission may ask for additional information upon which to make a decision. If additional information is not provided, the state commission may proceed on the basis of the best available information. Any arbitration action by state commission should be completed within nine months after the date the ILEC received its original request for negotiation, unless the parties agree to a different schedule. Any party refusing to negotiate further in the proceedings will be considered as one that failed to act in good faith.

When acting as the arbitrator, a state commission shall ensure that the settlement meets the intent of Section 251 of the Act, and any rates settled upon will be nondiscriminatory, based on costs, and will include a reasonable profit. Further, the settlement should provide an implementation schedule of the agreed upon terms and conditions.

The rates for Interconnection and Network Element Charges which are based on the cost of providing the interconnection, shall be nondiscriminatory, and may include a reasonable profit. Charges for transport and termination of traffic will not be considered just and reasonable unless the terms and conditions provide for the mutual and reciprocal compensation by each carrier's costs. Wholesale prices for telecommunications services shall be determined on the basis of retail rates excluding marketing, billing, collection, and other costs that are avoided by the LEC.

II. Background

On August 20, 2014, CA filed a petition to arbitrate a new interconnection agreement (ICA) with BellSouth Telecommunications, LLC d/b/a/AT&T Florida (AT&T Florida), pursuant to Section 251 and 252(b) of the Act. In its petition, CA requested that we arbitrate 91 unresolved language issues, 217 rate issues, and establish terms and conditions for an interconnection agreement between CA and AT&T Florida.

AT&T Florida filed its response to CA's petition on September 15, 2014. The parties resolved some issues, consolidated others, and presented 66 issues (excluding subparts) for this arbitration. On January 29, 2015, AT&T Florida filed a letter waiving the nine month limit to

reach a decision in order to accommodate our schedule for addressing this proceeding. An evidentiary hearing was held May 6-7, 2015.

We have jurisdiction over the subject matter pursuant to the provisions of Chapters 364 and 120, Florida Statutes.

III. General Terms and Conditions

a. Definition of “Late Payment Charge” (GT&C § 2.106)

We must determine whether late payment charges should be limited to only undisputed charges not paid on time, or whether they should also be assessed on disputed amounts. CA argues the dispute resolution process contains sufficient language addressing the application of late payment charges, but AT&T Florida contends the addition of the word “undisputed” to the definition will create confusion.

Parties’ Arguments

CA

CA argues the dispute resolution process already provides for payment of retroactive late payment charges for any disputes are resolved in AT&T Florida’s favor. In addition, CA argues that it does not object that the Late Payment Charges accrue on all unpaid balances and then should be refunded for disputed amounts in CA’s favor.

AT&T Florida

AT&T Florida states that a party that does not pay its bill on time because it disputes the bill should have to pay late payment charges if its dispute is not well-founded. Late payment charges should apply to any charges not paid by the bill due date. This does not mean that CA will actually wind up paying late payment charges on disputed amounts when the dispute is resolved in CA’s favor.

Decision

We must determine whether the word “undisputed” should be added to the definition of Late Payment Charge and whether this addition limits the application of late payment changes to only undisputed charges not paid on time. We find that AT&T Florida’s language is appropriate and shall be approved.

Both parties appear to agree that late payment charges apply to amounts in dispute when a dispute is resolved in favor of the non-disputing party. AT&T Florida maintains that late payment charges “accrue while dispute resolution is in progress—but that does not mean LPCs are actually paid on all disputed amounts” and acknowledges AT&T Florida might not ultimately be owed a late payment charge.

AT&T Florida also states that late payment charges have been addressed in two previous arbitrations—Docket Nos. 001797-TP and 020960-TP. On page 96 of Order No. PSC-01-2017-FOF-TP, issued on October 9, 2001, in Docket No. 001797-TP, which was cited in Docket No. 020960-TP, we ruled “[w]here the dispute is resolved in favor of BellSouth, [the CLEC] shall be required to pay the amount it owes BellSouth plus applicable late payment charges.” We note that these arbitrations were decided under somewhat different circumstances. In both of these dockets, we ordered that all payments for disputed amounts could be withheld, and late payments and/or interest would be assessed after the dispute was resolved.

We are persuaded by AT&T Florida that late payment charges should accrue on all unpaid amounts during a dispute. We agree that late payment charges will not ultimately be owed if the dispute is resolved in the non-disputing party’s favor. We also agree that CA’s proposed inclusion of the word “undisputed” makes it unclear whether LPCs would ever be assessed on disputed amounts. Therefore, we find the definition of “Late Payment Charge” shall not limit the applicability of the charges to undisputed charges not paid on time.

For these reasons, we find that AT&T Florida’s proposed language is appropriate and shall be approved. The approved language is as follows:

2.106 “Late Payment Charge” means the charge that is applied when CLEC fails to remit payment for any charges by the Bill Due Date, or if payment for any portion of the charges is received from CLEC after the Bill Due Date, or if payment for any portion of the charges is received in funds which are not immediately available or received by AT&T-21STATE as of the Bill Due Date, or if CLEC does not submit the Remittance Information.

b. Application of Late Payment Charges (GT&C § 2.106)

We must decide whether timely payments missing some remittance information should be assessed a late payment charge because the billing party will not know how to apply payments. CA argues payments missing remittance data should not be assessed late payment charges. AT&T Florida argues late payment charges should apply since it cannot process a payment missing the information.

Parties’ Arguments

CA

CA argues that late payment charges should not apply solely due to remittance information issues if payment was actually received by AT&T Florida on time. CA asserts that it has no incentive to send payments without remittance information, but “sometimes remittance information is not properly transmitted when paying electronically.”

AT&T Florida

AT&T Florida asserts that the remittance information that a CLEC provides when it pays a bill tells AT&T Florida to which Billing Account Numbers (BAN) each payment should be applied, and thus allows the CLEC to manage its bill payments as it chooses. AT&T Florida argues that unless CA gives AT&T Florida the remittance information the ICA requires CA to provide, AT&T Florida cannot possibly know how to allocate its payment.

AT&T Florida contends CA can remain in control of how its payments are applied by including the proper remittance information when it submits payment. AT&T Florida argues that until AT&T Florida receives the required remittance information, the bill remains unpaid. Late payment charges properly apply to payments not made by the bill due date, including those that are late because CA did not supply the remittance information.

Decision

The ICA defines Remittance Information as the information that must specify the BANs paid, invoices paid and the amount to be applied to each BAN and invoice.

CA objects to paying late payment charges for payments that are missing remittance data because “sometimes remittance information is not properly transmitted when paying electronically.” AT&T Florida argues that without the remittance information, AT&T Florida cannot process CA’s payment.

AT&T Florida asserts that when payments are received, they are processed and deposited based on the remittance information received with the payment. Payment cannot post when the CLEC provides insufficient remittance information. In that situation, the Finance-Treasury organization researches the matter and utilizes past remittance information and/or direct contact with the CLEC to determine how to post payment. Once payment is posted, late payment charges, if any, stop accruing.

AT&T Florida states that if a payment is missing remittance data “a collections representative contacts the CLEC and requests the necessary remittance information . . . [T]he CLEC then typically supplies the remittance information to the collections representative, who passes it on to the remittance center for posting.” AT&T Florida is unable to determine how often this happens because “AT&T Florida does not track the requested information.”

We find that all payments shall include the necessary data for the payments to be correctly applied. The remittance information appears to be a minimal amount of information in relation to the information required to file a billing dispute.² We find that late payment charges shall apply if CA does not provide the necessary remittance information. For these reasons, we

² Dispute information should include: the date of the bill in question; the account number or other identification (CLEC must provide the CBA/ESBA/ASBS or BAN number) of the bill in question; telephone number, circuit ID number or trunk number in question; any Universal Service Ordering Code (USOC) information relating to the item questioned; amount billed; amount in question; and the reason that the Disputing Party disputes the billed amount.

find that AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

2.106 "Late Payment Charge" means the charge that is applied when CLEC fails to remit payment for any charges by the Bill Due Date, or if payment for any portion of the charges is received from CLEC after the Bill Due Date, or if payment for any portion of the charges is received in funds which are not immediately available or received by AT&T-21STATE as of the Bill Due Date, or if CLEC does not submit the Remittance Information.

c. Definition of "Past Due" (GT&C § 2.137)

We must determine whether the definition of Past Due should be limited to undisputed charges that are not paid on time. This definition also determines how payments are treated for the purposes of levying late payment charges.

Parties' Arguments

CA

CA does not object, as a practical matter, to AT&T Florida's proposal that late payment charges accrue on all unpaid balances and then are refunded for disputed amounts resolved in CA's favor. CA seeks to ensure that it is clear to all parties that it is entitled to withhold payment of properly disputed charges without being in default, and that CA shall not be obligated to pay late payment charges for disputed amounts resolved in CA's favor whether or not they are initially charged and then credited later. CA agrees to pay late payment charges on disputed amounts if and only if a dispute is ultimately resolved against CA.

CA argues that AT&T Florida's proposed language should clarify that only undisputed charges shall accrue late payment charges if not timely paid, and notes that the dispute resolution process already provides for payment of retroactive late payment charges for any disputes resolved in AT&T Florida's favor.

AT&T Florida

AT&T Florida argues billed amounts that are not paid by the Bill Due Date should be subject to LPCs. The agreed portion of the definition states in part: "'Past Due' means when a CLEC fails to remit payment for any charges by the Bill Due Date" CA proposes to insert 'undisputed' before "charges," so that charges would not be "Past Due" if they were disputed. AT&T Florida opposes that proposal.

Once a dispute is resolved, late payment and interest charges will be paid to the billing party or credited to the billed party depending on resolution of the dispute. CA's language would improperly allow CA to pay late at will and to avoid late payment and interest charges by disputing the bill.

Decision

This is similar to the two previous sections dealing with the definition of “Late Payment Charge.” We find, for similar reasons, AT&T Florida’s proposed language should be approved.

We find that if late payment charges should accrue on past due amounts, the definition of Past Due should align with the definition of late payment charge. We further find that CA’s proposed inclusion of the word ‘undisputed’ will make it unclear if disputed charges are ever considered past due. For these reasons, we find that the definition of “Past Due” shall not be limited to undisputed charges that are not paid on time. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

2.137 “Past Due” means when CLEC fails to remit payment for any charges by the Bill Due Date, or if payment for any portion of the charges is received from CLEC after the Bill Due Date, or if payment for any portion of the charges is received in funds which are not immediately available to AT&T-21STATE as of the Bill Due Date (individually and collectively means Past Due).

d. Definition of “Unpaid Charges” (GT&C § 2.164)

We must determine whether the definition of unpaid charges should be limited to those charges that have not been disputed. CA contends the inclusion of “undisputed” in the definition clarifies it may withhold properly disputed amounts. AT&T Florida argues the definition properly defines any amount not paid by the bill due date.

Parties’ Arguments

CA

CA asserts it modified AT&T Florida’s proposed language to clarify that only undisputed charges shall accrue late payment charges if not timely paid, and notes that the dispute resolution process already provides for payment of retroactive late payment charges for any disputes resolved in AT&T Florida’s favor.

CA does not object to AT&T Florida’s proposal that late payment charges accrue on all unpaid balances and then are refunded for disputed amounts resolved in CA’s favor. CA seeks to ensure that it is clear to all parties that it is entitled to withhold payment of properly disputed charges without being in default, and that CA is not obligated to pay late payment charges for disputed amounts resolved in CA’s favor whether or not it is initially charged and then credited later. CA agrees to pay late payment charges on disputed amounts if and only if a dispute is ultimately resolved against CA.

AT&T Florida

AT&T Florida contends the term ‘Unpaid Charges’ is used in three provisions in the ICA and in light of the way the term is used in those provisions, it would make no sense to include the word “undisputed” in the definition. AT&T Florida further argues that General Terms & Conditions (GT&C) §§ 11.9, 12.4, and 12.6 use the term ‘Unpaid Charges’ and assume that Unpaid Charges may or may not be disputed. AT&T Florida asserts the provisions would be rendered nonsensical if Unpaid Charges were defined in such a way as to exclude disputed charges.

AT&T Florida argues that if it wins the escrow issue, and proposed GT&C § 12.6.2 is included in the ICA, it is explicit and obvious that the charges that are the subject of GT&C § 12.6.2, the charges to be deposited in escrow, are disputed charges. Thus, the whole provision would be unnecessary if ‘Unpaid Charges’ were limited to undisputed charges.

Decision

As previously noted, CA agrees that late payment charges accrue on all unpaid balances and then are refunded for disputed amounts if they are resolved in CA’s favor. We are persuaded by AT&T Florida’s argument that because unpaid charges is used in three provisions in the ICA, it would make no sense, in light of the way the term is used in those provisions, to include the word “undisputed” in the definition.

If late payment charges should accrue on past due amounts, the definitions of Past Due and Unpaid Charges should align with the definition of Late Payment Charge. We find that CA’s proposed inclusion of the word “undisputed” will conflict with these other definitions and make it unclear in the event that disputed charges are ever considered unpaid. We find that the definition of “Unpaid Charges” shall not be limited to undisputed charges that are not paid on time. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

2.164 “Unpaid Charges” means any charges billed to the Non-Paying Party that the Non-Paying Party did not render full payment to the Billing Party by the Bill Due Date, including where funds were not accessible.

e. Bill Due Date (GT&C § 2.45)

We must determine when payment of a bill is due. CA argues it should be given 20 days from the date it receives the bill from AT&T Florida. AT&T Florida contends payment is due 30 days from the date of the bill.

Parties' Arguments

CA

CA argues AT&T Florida has a well-established history of failure to timely send complete bills to CLECs. Since AT&T Florida sometimes mails bills ten or more days after the date on the bill, CA argues that the bill due date should be tied to the date the bill is received rather than the date printed on the bill. Otherwise, CA is placed in a situation where no matter how late AT&T Florida is in sending the bill, CA would owe late payment charges.

CA contends there are three ICAs active in Florida between CLECs and BellSouth, which contain language similar to CA's proposed language and would make the bill due date dependent upon the date the bill was received. Since at least three other CLECs in Florida already have CA's requested terms, CA argues AT&T Florida does not actually have to make costly changes to its billing systems in order to accommodate CA's request. Additionally, CA argues that, based on the three existing ICAs that contain CA's proposed language, AT&T Florida's proposed language would be discriminatory against CA by affording some CLECs the protection of CA's proposed language while denying that protection to CA.

AT&T Florida

AT&T Florida asserts the Bill Due Date should be 30 days after the date of the bill. Establishing the Bill Due Date based on when a bill is received would require AT&T Florida to obtain and verify proof of receipt in order to know when each bill was due. CA's proposal complicates the billing process unnecessarily and would impose system modification costs on AT&T Florida that CA has not offered to pay and is likely to lead to disputes.

AT&T Florida argues it is subject to a performance measure regarding the timeliness of its invoices to CLECs as compared to its retail customers. AT&T Florida contends that it would be subject to financial payments to CA if AT&T Florida were to fail to transmit its bills to CA in the same or less time than it transmits comparable retail bills. AT&T Florida states that "CLECs that elect to receive their bills by snail mail must expect that there will sometimes be delays or lost bills, just as we all experience from time to time with our personal mail."

AT&T Florida contends that a similar issue was raised in Docket No. 040130-TP, an ICA arbitration between a group of CLECs and BellSouth. The issue in that case was whether the time period for review and payment of bills "should be based upon the date bills are issued (by BellSouth), or whether it should be based on the date bills are received." AT&T Florida asserts that like CA, the Joint Petitioners in Docket No. 040130-TP argued the bill due date should be based on the date bills are received, in part because BellSouth was supposedly untimely in posting or delivering bills. AT&T Florida argues that in that case, we rejected the CLEC's position and ruled that the date for bill payment shall be based on the date bills are issued, and not on the date they are received.³

³ Order No. PSC-05-0975-FOF-TP, issued October 11, 2005, Docket No. 040130-TP, p 64.

Decision

In the proposed ICA, AT&T Florida defines the “Bill Due Date” to mean thirty (30) calendar days from the bill due date. CA proposes to append AT&T Florida’s definition with “or 20 days following receipt of a bill by the billed party, whichever is later.”

CA contends that the starting point for the time to pay its bill should be twenty days after receipt of the bill because “CLECs often get bills from AT&T Florida long after the bill date printed on the bill.” CA contends that even if CA processed, disputed, and paid the bill on the same day that it was received, the payment could still be considered late under AT&T Florida’s proposal language solely because of AT&T Florida’s delay in mailing.

AT&T Florida argues “[t]hirty calendar days from the date of the bill is a readily identifiable date” and “[e]stablishing the Bill Due Date based on when a bill is received, in contrast, would require the billing party to obtain and verify proof of receipt in order to determine the Bill Due Date.” AT&T Florida argues it “should not have to bear the additional cost to . . . document CA’s receipt for the sole purpose of identifying the Bill Due Date.”

CA argues that changing the “timeframe for when the clock starts for auditing and paying the bill” will not require “system modifications or impose costs” on AT&T Florida. CA noted that CA’s “20 day proviso only kicks in if it takes more than ten days from the bill date for us to receive a bill.”

AT&T Florida contends there are both cost differences and technical feasibility considerations which make CA’s proposal inappropriate. However, the record lacks detail needed to determine if there is a cost difference between the two proposals, or whether CA’s proposal was technically feasible.

AT&T Florida notes that a similar issue was presented to us in Docket No. 040130-TP. That issue asked if the period of time for review and payment of bills “should be based upon the date bills are issued (by BellSouth), or whether it should be based on the date bills are received.” We concluded in Docket No. 040130-TP, that “BellSouth shall not be ordered to make substantive changes to its billing systems on behalf of the Join Petitioners, and at its own expense, in order to exceed ‘parity’ performance.”⁴

CA cited three ICAs that contained language similar to its position: Docket No. 050419-TP,⁵ between AT&T Florida and MCImetro Access, dated November 2, 2006, reached through arbitration; Docket No. 060720-TP,⁶ between AT&T Florida and Supra, dated August 18, 2002, reached through negotiation; and Docket No. 000828-TP,⁷ between AT&T Florida and Sprint, dated November 8, 2001, reached through arbitration.

⁴ Ibid.

⁵ Effective date 11/5/2006, expiration date 11/4/2012, evergreen month to month until renegotiated.

⁶ Effective date 10/14/2006, expiration date 8/31/2009. The ICA was adopted by Opextel LLC d/b/a Alodiga.

⁷ Effective date 1/1/2001, expiration date 3/19/2010, evergreen month to month until renegotiated.

None of the three agreements include language that matches CA's proposed language. In the AT&T Florida and MCI agreement, Attachment 7, Section 1.16 states in pertinent part the "payment due date shall ordinarily be thirty (30) days after the bill date."⁸ In the AT&T Florida and Sprint ICA, Section 1.10 says in pertinent part that the payment due date is the "same date in the following month as the bill date."⁹ The AT&T Florida and Supra ICA, Attachment 7, Section 1.3 requires weekly payments.¹⁰

AT&T Florida argues it is subject to a performance measure regarding the timeliness of its invoices to CLECs as compared to its retail customers. Further, AT&T Florida contends it would be subject to financial payments to CA if AT&T Florida were to fail to transmit its bills to CA in the same or less time than it transmits comparable retail bills.

CA argues that our decision in Order No. PSC-05-0975-FOF-TP, which discussed the reasonableness of BellSouth's bill rendering practices is not on point because the decision was rendered at a time when we had oversight authority over retail billing which we not have today. CA asserts that AT&T Florida's 'parity argument' should no longer be a valid measurement or argument for incorrect billing practices.

Upon review, while we have no authority over retail billing, we do require wholesale billing to be on parity with retail billing. We find that decisions reached in earlier arbitrations regarding the Bill Due Date are appropriate given the facts presented in this docket and establishing a Bill Due Date based on when a bill is received could lead to confusion and require changes to the billing system. Thus, the Bill Due Date shall be thirty (30) calendar days from the bill date and AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

2.45 "Bill Due Date" means thirty (30) calendar days from the bill date.

f. Provision of Local Interconnection Services or Components (GT&C § 5.1)

We must determine whether language concerning each party bearing its own cost on its side of the Point of Interconnection (POI) should be included in the GT&C.

Parties' Arguments

CA

CA's proposed language states:

Each party shall bear all costs of local interconnection facilities on its side of the Point of Interconnection (POI), and neither party shall charge the other party non-

⁸ Docket No. 050419-TP, Attachment 7, Section 1.16, Page 8.

⁹ Docket No. 000828-TP, Attachment 7, Section 1.10, Page 4.

¹⁰ Docket No. 060720-TP, Attachment 7, Section 1.3, Page 5.

recurring or monthly recurring charges associated with local interconnection services or components located at the POI or on the billing party's side of the POI.

Although CA agrees that some of its proposed language is included in other sections of the ICA, CA asserts that including CA's recommended language in the GT&C will provide clarity and minimize future confusion and disputes. CA acknowledges that under this agreement, CA intends to pay for collocation within AT&T Florida's central office (CO) as well as order local interconnection trunks from AT&T Florida to connect the parties' networks.¹¹ However, CA argues it should not be charged for any additional local interconnection services or components.

CA argues its recommended language would provide clarity to the following:

- CA's designated collocation within AT&T Florida's CO should be the POI and not another specific location within that building.
- There should be no charge for local interconnection circuits which connect the CLEC to its collocation to meet AT&T Florida.
- Certain elements listed in the pricing attachment (such as Entrance Facilities) should not be charged to CA for anything on AT&T Florida's side of the POI.
- Each party should bear its cost on its side of the POI.
- CA should not be charged for local interconnection services at the POI which would include but not be limited to facilities such as cross-connect cabling, connecting facility assignments, switch trunk ports, mux ports or DACS port.

AT&T Florida

AT&T Florida objects to the inclusion of CA's proposed language in the GT&C because a portion of the language is already appropriately within the ICA and the remaining portion is unclear and confusing.

AT&T Florida agrees with CA's proposed language addressing whether each party is responsible for its cost of interconnection facilities on its side of the POI. However, AT&T Florida argues that this portion of CA's proposed language has already been appropriately included in Network Interconnection (Net. Int.) §§ 2.26 and 3.2.2 of the ICA. Net. Int. § 2.26 states that the POI serves as a demarcation point between the facilities that each Party is physically and financially responsible to provide. Net. Int. § 3.2.2 states, "[u]nless otherwise provided in this Attachment, each Party is financially responsible for the provisioning of facilities on its side of the negotiated POI(s)." AT&T Florida asserts that including this same

¹¹ A central office is the building that houses the ILEC's local switching facilities for a local calling area.

point, but with different language, in the GT&C section could cause a future need for interpretation.

The latter portion of CA's proposed language states "neither party shall charge the other party non-recurring or monthly recurring charges associated with local interconnection services or components located at the POI or on the billing party's side of the POI." AT&T Florida argues it is unclear what CA means by 'Local Interconnection Services or Components' but it appears CA's proposed intent is to make sure there are no charges for installing interconnection trunks, for revising a due date, or for multiplexing. AT&T Florida argues that this position is being disputed and addressed in other parts of this arbitration.

Decision

Here we address whether specific language concerning each party bearing costs on its side of the POI, and not charging each other for local interconnection services and components, should be included in the GT&C section of the ICA. The parties agree that the GT&C section generally includes language that is applicable to more than one aspect of the ICA.

Both parties also agree that each party is financially responsible for all facilities on its side of the POI. We agree with AT&T Florida that similar language is already appropriately included in the Network Interconnection Section of the ICA. In regards to the latter portion of CA's proposed language, AT&T Florida is unclear about what is meant by the language "Local Interconnection Services and Components" and may not be in agreement with this clause. Although unclear, AT&T Florida suggests it is possibly already being addressed in other parts of this Order and would more appropriately be addressed in other sections of the ICA.

CA asserts that its proposed language seeks to clarify that "local interconnection" benefits both parties and therefore each party should bear its own costs for local interconnection orders. CA contends that it incurs costs for local interconnection ordering, attending joint planning meetings, designing circuits that will connect its network to AT&T Florida's network, physically connecting its network to AT&T Florida's network, and then ensuring the work is completed and the services are functioning correctly on the due date. CA further contends AT&T Florida incurs similar costs to process the orders and therefore it would create parity if each party bears its own costs on its side of the POI.

In addition, CA disagrees with AT&T Florida's position that CA's collocation cannot be designated as the POI. CA asserts that including its proposed language in the GT&C section will clarify this issue and ensure AT&T Florida does not improperly charge for local interconnection facilities.

In Section V(d), we determine that CA shall be able to determine the POI and set it at its collocation space. Therefore, this issue is no longer essential because there will be no need for CA to add protective language against charges for interconnection outside its collocation space.

However, we are persuaded by AT&T Florida's argument that sufficient clarifying language regarding the financial responsibilities of the parties is contained in the Network Interconnection Section and does not need to be duplicated in the GT&C. We find that AT&T Florida's proposed language is appropriate and shall be approved. We further find that the GT&C shall not state that the Parties shall provide each other local interconnection services or components at no charge. The approved language is as follows:

5.1 Each Party is individually responsible to provide facilities within its network that are necessary for routing, transporting, measuring, and billing traffic from the other Party's network and for delivering such traffic to the other Party's network in the standard format compatible with AT&T-21STATE's network as referenced in Telcordia BOC Notes on LEC Networks Practice No. SR-TSV-002275, and to terminate the traffic it receives in that standard format to the proper address on its network. The Parties are each solely responsible for participation in and compliance with national network plans, including the National Network Security Plan and the Emergency Preparedness Plan.

g. Commercial General Liability Policy (GT&C § 6.2.2.14)

We must determine the specific insurance coverages CA must obtain if it collocates in AT&T Florida facilities. CA argues that it should not be required to carry insurance for activities it will not engage. AT&T argues if CA performs any work related to collocation, CA should carry appropriate insurance coverage.

Parties' Arguments

CA

CA argues that it will not be entitled to work in AT&T Florida manholes, on AT&T Florida poles, or in AT&T Florida COs until CA has submitted and AT&T Florida has processed a Conduit, Pole Attachment, or Collocation application. CA further argues that it is impossible to access AT&T Florida structures or to perform any other attachments to AT&T Florida property without AT&T Florida's acceptance of the CLEC's application for such work because the application process requires full insurance information to be provided upon submittal.

CA asserts that AT&T Florida verifies CLEC insurance as part of this application process. AT&T Florida's proposed language for this item would serve solely to increase CA's costs by requiring the insurance prior to the submission of any applications by CA to do any work. CA may not be able to obtain insurance for hazardous activities that it is not engaged in and for which it does not have expertise.

AT&T Florida

AT&T Florida asserts this issue addresses one of a series of provisions that concern insurance that CA must obtain only if it collocates on AT&T Florida's premises. If CA is not collocating, it would not need to obtain the insurance.

AT&T Florida argues that if CA collocates, and the provision only applies if CA collocates, then CA will necessarily do the work at issue. AT&T Florida asserts that CA does not and cannot dispute that the ICA requires it to enter AT&T Florida's underground structure if it collocates. Moreover, by collocating, CA will be engaging in the "work" that is the subject of GT&C § 6.2.2.14.

In addition, AT&T Florida argues that "[i]f CA excludes these hazards from its insurance policy, AT&T Florida will not be adequately protected from loss."

Decision

As stated, this issue is whether CA will be required to obtain explosion, collapse and underground damage coverage. AT&T Florida's proposed language limits the application of this insurance to collocation, so CA will not need to obtain insurance unless it collocates.

Although the collocation language is included in the ICA, CA is not required to collocate. The GT&C § 6.2.2, Commercial General Liability insurance, has two insurance level requirements that will apply depending on if a CLEC will be a collocator or not. Based on the record, it appears it will not be a "collocator" until it orders services and files an application for access to AT&T Florida's facilities. CA argues that it "intends to interconnect its facilities-based network to AT&T Florida, [but]. . . intends to lease transport between it and AT&T Florida from FPL Fibernet."

We are persuaded by AT&T Florida that the insurance in dispute will only be required if CA decides to collocate. Based on CA's testimony and AT&T Florida's proposed language, it appears CA will not be required to purchase additional insurance coverage as a non-collocator. Once CA files its application for access to AT&T Florida facilities and structures, it will be a "collocator" and will be required to do so. Upon review, we find that AT&T Florida's language is appropriate and shall be approved. We further find that CA may not exclude explosion, collapse, and underground damage coverage from the Commercial General Liability policy even if it will not engage in such work. The approved language is as follows:

6.2.2.14 not exclude explosion, Collapse, and Underground Damage Liability must not be excluded from the Commercial General Liability policy for any Work involving explosives or any underground Work and Explosion, Collapse, and Underground Damage Liability will have the same limit requirement as the Commercial General Liability policy; and

h. Proposed Collocation Insurance Requirements (GT&C § 6.2.2.6 through § 6.2.2.10)

We must determine which proposed insurance limits are appropriate in a collocation situation.

Parties' Arguments

CA

CA argues its proposed Commercial General Liability limits are adequate when collocating with AT&T Florida. CA asserts its proposed insurance limits were based upon Verizon's insurance limit requirements for several of its ICA approved by us and these insurance requirements are consistent with standard industry practice. Further, CA argues that within AT&T Florida's CO, CLEC's collocations are segregated from AT&T Florida's equipment, and therefore the risk of physical damage to AT&T Florida's property is minimized.

CA also asserts that fire damage is minimized due to AT&T Florida's ICA's requirement that all CLEC collocation equipment be Network Equipment-Building System (NEBS)¹² certified. Finally, AT&T Florida states its proposed insurance limits are consistent with AT&T Florida negotiated ICAs within the last several years, CA argues none of these ICAs were arbitrated. CA asserts that although these agreements may contain collocation provisions, the CLEC's are not collocating with AT&T Florida and therefore there is no reason for dispute. In addition, CA contends it's not aware of any CLEC in Florida which is collocating under a standard AT&T Florida ICA as those approved over the past several years.

AT&T Florida

GT&C § 6.2.2 provides that CA will maintain Commercial General Liability insurance covering "liability arising from premises, operations, personal injury, products/completed operations, and fire insurance." The amount of coverage required depends on whether CA is collocating on AT&T Florida's premises or not. AT&T Florida acknowledges that the parties agree to CA's required insurance limits when in non-collocating situations; however, the disagreement concerns insurance limit requirements when collocating. The proposed insurance limits for both parties are as follows.

Comparison of Proposed Insurance Coverage

Coverage Provision	AT&T Florida	CA
General Aggregate Limit	\$10,000,000	\$2,000,000
Each Occurrence	\$5,000,000	\$2,000,000
Personal Injury and Advertising Injury	\$5,000,000	\$2,000,000
Products/Completed Operations Aggregate limit	\$10,000,000	\$2,000,000
Damage to Premises Rented to you (Fire Legal Liability)	\$2,000,000	\$500,000

¹² NEBS = Network Equipment-Building System, a set of safety, spatial and environmental design guidelines applied to telecommunications equipment in the United States.

AT&T Florida asserts that the purpose of insurance coverage is to protect business owners from claims of liability for bodily injury, property damage, and personal and advertising injury that may occur on their premises or just as a result of basic business operations. Further, AT&T Florida asserts it is obligated to permit CA to come onto its premises, and CA's very presence puts AT&T Florida at risk of damages. AT&T Florida argues that the potential risk to AT&T Florida's facilities, equipment, and personnel is much greater when a CLEC is collocating. For example:

When a company-CA in this instance-collocates its expensive, high tech electronic equipment in an AT&T Florida premises or a data center, it is coming onto a premises that contains the same types of expensive, high tech equipment of multiple other companies that are also collocating, as well as AT&T Florida's equipment. In addition, the collocating company's employees have access to the premises for maintenance of equipment, etc. Any negligent act on a CA employee's part or any malfunction of CA's collocated equipment can cause serious and very expensive damage to AT&T Florida's and other collocators' equipment and to the building itself. Therefore, it is simply common sense to require higher insurance limits in the collocation scenario than in a traditional business transaction. The risk potential is much greater.

In addition, AT&T Florida argues insurance limits should be commensurate with the magnitude of the potential loss. Prudent coverage amounts will be determined by the replacement value of what is being insured, not the likelihood of something happening to it. AT&T Florida asserts that its investment into a CO may exceed \$50 million. Therefore, insurance rates must be higher just to partially cover the potential damage.

AT&T Florida asserts that its proposed insurance limits have been the standard practice for AT&T Florida for the past several years. AT&T Florida argues it is not, and should not be, bound to accept the insurance limits based on another company's potential loss.

Finally, AT&T Florida acknowledges the Act requires it to allow CLECs to collocate. However, collocators create great risk to AT&T Florida and AT&T Florida argues the collocator should bear the burden of the risk and not AT&T Florida.

Decision

We must determine which party's proposed insurance limits are appropriate when CA is collocating. Both parties agree CA should maintain Commercial General Liability insurance coverage. The parties also agree concerning the amount of coverage appropriate when CA is not collocated within AT&T Florida's CO. However, the disagreement is regarding the appropriate amount of coverage when CA is collocating within AT&T Florida's CO.

AT&T Florida contends the purpose of Commercial General Liability insurance is to protect business owners against claims of liability for bodily injury, property damage, personal

and advertising injuries (slander and false advertising). AT&T Florida asserts that when parties enter into a contractual agreement, it is necessary to carry adequate liability insurance to insulate themselves, as well as the other party, against the financial consequences of insurable events.

CA argues that its proposed insurance limits are adequate to cover AT&T Florida's potential loss. However, we are persuaded by AT&T Florida that insurance coverage limits should be commensurate with the magnitude of the potential loss. AT&T Florida asserts that some of AT&T Florida's COs contain tens of millions of dollars worth of equipment and CA's proposed limits are simply inadequate to cover the potential loss.

CA contends AT&T Florida segregates CLEC collocations from AT&T Florida's own equipment in its COs and, therefore, the risk to AT&T Florida is much lower since CA will not have physical access to AT&T Florida's equipment within the CO. However, we are persuaded by AT&T Florida that CA's mere presence of high tech equipment and personnel presents potential high risk.

CA also suggests AT&T Florida's requirement that all collocation equipment be NEBS certified minimizes the risk of fire damage and the need for higher insurance limits. AT&T Florida contends that not all equipment used by CLEC's is NEBS certified. AT&T Florida has an approved equipment list which includes equipment that is not NEBS certified and any CLEC can request that equipment be added to the list for them to be allowed to collocate it.

CA suggests AT&T Florida's proposed limits are not consistent with industry standards. However, upon review, AT&T Florida's approved ICAs over the past several years have included the same insurance limits that AT&T Florida is recommending in this ICA, and appears to be AT&T Florida's standard practice in collocation situations.

In AT&T Florida's CO, there is high tech electronic equipment as well as other collocator's equipment and negligence. Accident or fire could potentially cost millions of dollars in damage. We find that AT&T Florida's proposed language is appropriate and shall be approved. We further find AT&T Florida's proposed insurance requirements are appropriate for the ICA when CA is collocating. The approved language is as follows:

6.2.2 Commercial General Liability insurance written on Insurance Services Office (ISO) Form CG 00 01 or a substitute form providing equivalent coverage, covering liability arising from premises, operations, personal injury, products/completed operations, and liability assumed under an insured contract (including the tort liability of another assumed in a business contract) with limits of at least:

Collocating

6.2.2.6 \$10,000,000 General Aggregate; and

6.2.2.7 \$5,000,000 Each Occurrence; and

6.2.2.8 \$5,000,000 Personal Injury and Advertising Injury; and

- 6.2.2.9 \$10,000,000 Products/Completed Operations Aggregate; and
- 6.2.2.10 \$2,000,000 Damage to Premises Rented to You (Fire Legal Liability)

i. Recognition of an Assignment or Transfer of the ICA (GT&C § 7.1.1)

We must decide whether AT&T Florida is obligated to recognize the transfer of the ICA that is not permitted by the terms of the ICA.

CA objects to the inclusion of the emphasized language in GT&C, § 7.1.1, which states:

CLEC may not assign, delegate, or otherwise transfer its rights or obligations under this Agreement, voluntarily or involuntarily, directly or indirectly, whether by merger, consolidation, dissolution, operation of law, Change in Control or any other manner, without the prior written consent of AT&T Florida-21STATE, which shall not be unreasonably withheld. For any proposed assignment or transfer CLEC shall provide AT&T Florida-21STATE with a minimum of sixty (60) calendar days' advance written Notice of any assignment associated with a CLEC Company Code (ACNA/CIC/OCN) change or transfer of ownership of assets and request AT&T Florida-21STATE's written consent. CLEC's written Notice shall include the anticipated effective date of the assignment or transfer. *Any attempted assignment or transfer that is not permitted is void as to AT&T Florida-21STATE and need not be recognized by AT&T Florida-21STATE unless it consents or otherwise chooses to do so for a more limited purpose.* CLEC may assign or transfer this Agreement and all rights and obligations hereunder, whether by operation of law or otherwise, to an Affiliate by providing sixty (60) calendar days advance written Notice of such assignment to AT&T Florida-21STATE; provided that such assignment or transfer is not inconsistent with Applicable Law (including the Affiliate's obligation to obtain and maintain proper Commission certification and approvals) or the terms and conditions of this Agreement. *Notwithstanding the foregoing, CLEC may not assign or transfer this Agreement, or any rights or obligations hereunder, to an Affiliate if that Affiliate is a Party to a separate interconnection agreement with AT&T Florida-21STATE under Sections 251 and 252 of the Act that covers the same state(s) as this Agreement. Any attempted assignment or transfer that is not permitted is void ab initio.*

Parties' Arguments

CA

CA reported that its concern had been resolved between the parties. However, CA does contend that AT&T Florida should not be permitted broad discretion to obstruct the lawful sale of a CLEC's business operations to any party. Furthermore, CA asserts that this provision would substantially devalue CA's assets both by the value of having conducted this arbitration to obtain

a reasonable ICA and also by potentially making services provided under this ICA unavailable or unaffordable to a purchaser with a different ICA.

CA argues that the most likely purchaser of a CLEC would be another CLEC who may wish to keep CA's agreement. In the case of a sale of CA or CA's assets to another CLEC, CA is open to alternative language to specify that the resulting merged CLEC is only entitled to a single ICA and would have to choose which one to keep if it already had one.

AT&T Florida

AT&T Florida argues that if CA initiated an assignment without attempting to obtain AT&T Florida's consent, such an assignment would not be permitted. AT&T Florida contends the sentence CA objects to does not empower AT&T Florida to prevent anything; it merely provides that if CA violates the first sentence by making an impermissible assignment or transfer, the assignment or transfer is void as to AT&T Florida and need not be recognized by AT&T Florida.

Decision

We agree with AT&T Florida's position regarding the assignment or transfer of an ICA, but find the proposed language is superfluous. CA's "objection to the proposed language is the implication that 'is not permitted' may be construed to mean that AT&T Florida may arbitrarily deny permission."

AT&T Florida states that "[i]n that proposed sentence, an 'attempted assignment or transfer that is not permitted' means an attempted assignment or transfer that is prohibited by the first sentence, i.e., one for which CA did not seek AT&T Florida's consent or for which AT&T Florida reasonably withheld consent. Thus, the prohibition in this instance is one on which the parties have agreed; it is not a prohibition imposed by statute or rule."

GT&C § 7.7.1 makes clear the ICA may not be transferred without consent in the absence of AT&T Florida's added language. The additional language is superfluous and may be stricken because the section already makes clear that an unauthorized transfer is not acceptable.

We find that AT&T Florida shall not be obligated to recognize an assignment or transfer of the ICA that the ICA does not permit. The sentence at the beginning of GT&C § 7.1.1 appears to adequately limit CA's ability to transfer its ICA to another party, thus making the addition in the middle of the section redundant. Removing the additional language does not affect AT&T Florida's ability to refuse the assignment of the ICA to a CA affiliate. Thus we approve CA's proposed exclusion of the additional language. The approved language is as follows:

7.1.1 CLEC may not assign, delegate, or otherwise transfer its rights or obligations under this Agreement, voluntarily or involuntarily, directly or indirectly, whether by merger, consolidation, dissolution, operation of law, Change in Control or any other manner, without the prior written consent of AT&T-21STATE, which shall not be unreasonably withheld. For any proposed

assignment or transfer CLEC shall provide AT&T-21STATE with a minimum of sixty (60) calendar days advance written Notice of any assignment associated with a CLEC Company Code (ACNA/CIC/OCN) change or transfer of ownership of assets and request AT&T-21STATE's written consent. CLEC's written Notice shall include the anticipated effective date of the assignment or transfer. CLEC may assign or transfer this Agreement and all rights and obligations hereunder, whether by operation of law or otherwise, to an Affiliate by providing sixty (60) calendar days advance written Notice of such assignment to AT&T-21STATE; provided that such assignment or transfer is not inconsistent with Applicable Law (including the Affiliate's obligation to obtain and maintain proper Commission certification and approvals) or the terms and conditions of this Agreement.

j. Assignment or Transfer of the ICA to an Affiliate (GT&C § 7.1.1)

We must determine whether a CLEC can transfer the ICA to an affiliate with an existing ICA, and can that affiliate then shift to the newly acquired ICA if it contains terms and conditions preferred by the carrier. CA argues an affiliate should be permitted to choose the ICA that benefits its customers, while AT&T Florida argues affiliates with existing ICAs should not be able to switch ICAs during the term of the agreement.

Parties' Arguments

CA

CA argues that AT&T Florida should not be permitted broad discretion to obstruct the lawful sale of a CLEC's business operations to any party. This would substantially devalue CA's assets both by the value of having conducted this arbitration to obtain a reasonable ICA and also by potentially making services provided under this ICA unavailable or unaffordable to a purchaser with a different ICA. CA contends the most likely purchaser of a CLEC would be another CLEC who may wish to keep that CLEC's agreement. CA argues that AT&T Florida should not have the right to prohibit the sale of CA's assets solely because both parties have ICAs with AT&T Florida. CA contends that AT&T Florida's language would give AT&T Florida an "unreasonable ability to prevent the sale or acquisition of CA or its assets."

AT&T Florida

AT&T Florida argues that the sentence to which CA objects does not empower AT&T Florida to prevent anything. The proposed language by CA states:

Notwithstanding the foregoing, CLEC may not assign or transfer this Agreement, or any rights or obligations hereunder, to an Affiliate if that Affiliate is a Party to a separate interconnection agreement with AT&T Florida-21STATE under Sections 251 and 252 of the Act that covers the same state(s) as this Agreement. Any attempted assignment or transfer that is not permitted is void ab initio.

AT&T Florida asserts this language merely says that if CA violates the first sentence of the section by making an impermissible assignment or transfer, the assignment or transfer is void as to AT&T Florida and need not be recognized by AT&T Florida.

The first sentence of the GT&C, § 7.1.1 states:

CLEC may not assign, delegate, or otherwise transfer its rights or obligations under this Agreement, voluntarily or involuntarily, directly or indirectly, whether by merger, consolidation, dissolution, operation of law, Change in Control or any other manner, without the prior written consent of AT&T Florida-21STATE, which shall not be unreasonably withheld.

AT&T Florida contends the language merely reflects the proposition that a CLEC with an ICA cannot abandon that ICA in favor of another during the term of its ICA.

Decision

As stated, we address whether a CLEC can transfer its ICA to an affiliate with an existing ICA, and can that affiliate then shift to the newly acquired ICA if it contains terms and conditions preferred by the carrier. We agree with AT&T Florida's position regarding the assignment or transfer of the agreement, but find the added language is redundant.

We find that the additional language is unneeded and may be stricken because the section already makes clear that an unauthorized transfer is not acceptable. The first sentence of GT&C § 7.1.1 quoted above adequately limits CA's ability to transfer its ICA to another party, thus making the addition at the end of the section superfluous. Removing the additional language does not appear to affect AT&T Florida's ability to refuse the assignment of the ICA to a CA affiliate. We find that CA's proposed exclusion of the additional language be approved. We further find that the ICA shall disallow the assignment or transfer of the ICA to an Affiliate that has its own ICA in Florida. The approved language is as follows:

7.1.1 CLEC may not assign, delegate, or otherwise transfer its rights or obligations under this Agreement, voluntarily or involuntarily, directly or indirectly, whether by merger, consolidation, dissolution, operation of law, Change in Control or any other manner, without the prior written consent of AT&T-21STATE, which shall not be unreasonably withheld. For any proposed assignment or transfer CLEC shall provide AT&T-21STATE with a minimum of sixty (60) calendar days advance written Notice of any assignment associated with a CLEC Company Code (ACNA/CIC/OCN) change or transfer of ownership of assets and request AT&T-21STATE's written consent. CLEC's written Notice shall include the anticipated effective date of the assignment or transfer. CLEC may assign or transfer this Agreement and all rights and obligations hereunder, whether by operation of law or otherwise, to an Affiliate by providing sixty (60) calendar days advance written Notice of such assignment to AT&T-21STATE; provided that such assignment or transfer is not inconsistent with Applicable Law (including the Affiliate's obligation to obtain

and maintain proper Commission certification and approvals) or the terms and conditions of this Agreement.

k. ICA Term (GT&C § 8.2.1)

We must decide whether the ICA should be effective (and expire) on a date certain, whether the term of the ICA should be for three years plus 90 days, or be five years.

Parties' Arguments

CA

CA proposes a five year term starting on a date certain. CA asserts that AT&T Florida has not shown any reason why it would be unable to invoke Change of Law for this agreement, but instead has demanded a [three] year term which would artificially and needlessly increase CA's costs.

CA argues that the industry is not changing any more rapidly now than it has over the past two decades. AT&T Florida has offered no evidence that the pace of change is different now or demonstrated the harm it would suffer if CA were granted a five year term like other CLECs that came before it.

AT&T Florida

AT&T Florida argues there are two aspects to be considered. The first is whether the ICA should expire on a specified date. The second is the length of the term. AT&T Florida proposes the ICA expire three years plus 90 days after AT&T Florida sends the ICA to CA for execution.

AT&T Florida contends the ICA should expire on a date certain in order to eliminate any possible confusion regarding exactly when the ICA expires. AT&T Florida argues that a three-year term, as opposed to the five years that CA proposes – will enable the parties to accommodate the rapidly changing telecommunications industry if non-legal modifications to the ICA are necessary. AT&T Florida asserts that the five-year term is too long in today's rapidly evolving telecommunications industry.

Decision

As AT&T Florida suggests, there are two elements at issue—the expiration date of the ICA (and by extension, the effective date) and the ICA term length.

Initially, AT&T Florida offered CA an ICA term of two years plus 90 days arguing this would allow the parties to accommodate the rapidly changing telecommunications industry

should modifications to the ICA that are not directly tied to a change in law be appropriate. AT&T Florida subsequently offered CA a three-year term plus 90 days.

AT&T Florida argues that having a date certain for contract expiration eliminates any possible confusion regarding when the ICA expires. AT&T Florida contends this certainty is important for CA and for CLECs interested in adopting CA's ICA pursuant to Section 252(i) of the Act.

AT&T Florida asserts that both parties have agreed to language in GT&C § 8.1,¹³ that the effective date of the ICA is ten days after the ICA is approved. This sets the effective date of the ICA up to 40 days after the executed ICA is filed with us.

The language setting the effective and expiration dates is confusing: AT&T Florida sets the term and expiration date based on when the ICA is executed, and the effective date is based on when the executed ICA is filed with us. We find the term of the ICA shall be set to begin on the effective date of the ICA.

The second element is the ICA term length. CA argues for five years and AT&T Florida offers three years plus 90 days.

CA contends the telecommunications industry is not changing anymore rapidly now compared to the past and there is no evidence offered by AT&T Florida to support this claim. CA also argues that negotiating an amendment during the term of the ICA would be less costly than negotiating a new ICA from scratch.

GT&C § 8.4.4 provides that the parties will continue to do business under the ICA after the ICA expires until a successor agreement becomes effective between the Parties. AT&T Florida acknowledges that if we were to adopt AT&T Florida's proposed language, the parties would continue to operate under the ICA for years past the expiration date. We find this acknowledgement implies there will be little to no harm to AT&T Florida whether the term is three-years plus 90 days, or five years. At the same time, we are persuaded by CA that it may suffer financial harm if it is required to arbitrate a new ICA after three years. Both parties bear a cost when renegotiating an ICA, but the greater relative burden appears to fall on the CLEC.

Under AT&T Florida's proposed language the ICA will expire three years plus 90 days after AT&T Florida sends the ICA to CA for signature. Under these proposed terms, the ICA will be effective on the date it is executed, prior to it ever being reviewed by us. This proposal is contrary to the clear language in GT&C § 8.1 of the ICA which says the "Effective Date of this Agreement shall be no later than ten (10) days after either (i) approval of this Agreement by the

¹³ The Effective Date of this Agreement shall be no later than ten (10) days after either (i) approval of this Agreement by the Commission or, absent such Commission approval, (ii) this Agreement is deemed approved under Section 252(e)(4) of the 1996 Act.

Commission or, absent such Commission approval, (ii) this Agreement is deemed approved under Section 252(e)(4) of the Act.”

We are persuaded by CA. Arbitrations are very expensive and time consuming. AT&T Florida did not provide evidence that the current market conditions are more volatile than they have been over the past 20 years. Also, we find that the change of law provisions will provide AT&T Florida with adequate protection from any significant changes in policy.

Thus, we find the term of the ICA shall be five years from the effective date, and the effective date shall be no later than ten (10) days after either (i) approval of this Agreement by us or, absent our approval, (ii) this Agreement is deemed approved under Section 252(e)(4) of the Act. Therefore, CA’s language is appropriate and shall be approved. The approved language is as follows:

8.2.1 Unless terminated for breach (including nonpayment), the term of this Agreement shall commence upon the Effective Date of this Agreement and shall expire five years from the Effective Date (the “Initial Term”).

I. Termination for Failure to Cure a Material Breach (GT&C § 8.3.1)

We must decide whether AT&T Florida can terminate CA’s service due to a failure to correct a material breach while the Dispute Resolution process has been invoked but not concluded. Black’s Law Dictionary defines material breach¹⁴ as a “significant enough substantial failure in the performance of a contract, as to give the affected party the right to sue for damages as well as release the aggrieved party from its obligations.”

Parties’ Arguments

CA

CA argues the proposed ICA repeatedly provides that CA’s sole remedy for any dispute or issue is the Agreement’s Dispute Resolution provision, but AT&T Florida repeatedly seeks to provide itself with exclusive, one-sided alternative remedies. CA further argues if AT&T Florida alleges that CA has breached the ICA and CA disputes the allegation, AT&T Florida should be required to follow the dispute resolution provision and prove its allegations before causing fatal harm to CA and CA customers.

CA asserts that under AT&T Florida’s proposed language, CA would have the right to invoke dispute resolution, but AT&T Florida would have the right to ignore that and stop CA’s service before the dispute is resolved. CA contends AT&T Florida would suffer comparatively

¹⁴ Black’s Law Dictionary, <http://thelawdictionary.org/material-breach/> accessed on May 28, 2015.

inconsequential damage if it destroyed a CLEC even if it later was required to pay damages for doing so without cause.

AT&T Florida

AT&T Florida asserts that it is a basic principle of contract law that if a party materially breaches a contract, the other party is excused from its obligation to perform and may treat the contract as terminated. AT&T Florida argues that under CA's language, we could find in a formal complaint proceeding (which would take months) that CA was in material breach of the ICA, and AT&T Florida would nonetheless have to continue to perform under the ICA throughout the appeal process, which would likely take years, notwithstanding CA's continuing breach.

AT&T Florida argues that if CA has any basis for concern that AT&T Florida is about to wrongfully terminate the ICA, CA can initiate a proceeding with us and simultaneously ask a court to intervene to prevent the termination. AT&T Florida further argues that Florida law allows termination for material breaches, and parties to contracts, as well as forums, are routinely called upon to determine whether a given breach is or is not material. However, AT&T Florida acknowledges that Rule 25-22.0365(d), F.A.C., provides that the expedited process is not available if the dispute is governed by dispute resolution provisions contained in the parties' relevant interconnection agreement and the ICA will include comprehensive dispute resolution provisions.

Decision

We must decide whether AT&T Florida can terminate CA's service due to a failure to correct a material breach while the Dispute Resolution process has been invoked but not concluded. AT&T Florida contends that both parties need to be able to terminate the ICA in the event of a material breach by the other party and that CA's proposed language would require AT&T Florida to continue operating pursuant to the ICA for a prolonged period of time notwithstanding CA's material breach.

CA argues that if AT&T Florida were to unilaterally cancel the ICA prior to the resolution of a dispute, the cancellation "would be an extinction event for CA." Further, CA argues that AT&T Florida wants to be the "sole arbiter of what constitutes a legitimate dispute and what does not." CA contends its proposed language provides either party the right to bring disputes to us at any time.

AT&T Florida contends that GT&C § 13 of the ICA will include comprehensive dispute resolution provisions, and the parties have agreed in GT&C § 13.2.1 that the dispute resolution procedures will apply "to any controversy or claim arising out of or relating to this Agreement or its breach."

We are persuaded by CA's argument that termination of the ICA for material breach is most likely an "extinction event." However, AT&T Florida is persuasive that a 45-day notice is sufficient time to give a party opportunity to cure an alleged material breach.

We find that if a party is not in agreement that a material breach of the contract has occurred, this party may seek recourse by notifying the party alleging the material breach that it disagrees. The party, who disagrees a material breach has occurred, may seek a remedy with us by initiating a proceeding to determine if a material breach has occurred and simultaneously, ask a court to temporarily enjoin the threatened termination pending resolution by us. In the event it is determined a termination of the ICA has occurred when a material breach has not occurred, the terminating party would be exposed to liability. The injured party would then have the right to seek relief for termination without cause.

Furthermore, we find CA's proposed language "including all appeals" could have the effect of requiring that a party to the ICA perform while a material breach is ongoing. A party should not be required to perform if a material breach is ongoing.

Finally, we are persuaded by AT&T Florida's arguments that for a material breach to occur, there must be a nonperformance of the contract which goes to the "essence of the contract and is of such significance that it relieves the injured party from further performance of its contractual duties."¹⁵ We find that termination due to failure to cure a material breach shall not be prohibited at any time. Therefore, AT&T Florida's proposed language is appropriate and shall be approved. The approved language is as follows:

8.3.1 Notwithstanding any other provision of this Agreement, either Party may terminate this Agreement and the provision of any Interconnection Services provided pursuant to this Agreement, at the sole discretion of the terminating Party, in the event that the other Party fails to perform a material obligation or breaches a material term of this Agreement and the other Party fails to cure such nonperformance or breach within forty-five (45) calendar days after written Notice thereof. If the nonperforming Party fails to cure such nonperformance or breach within the forty-five (45) calendar day period provided for within the original Notice, then the terminating Party will provide a subsequent written Notice of the termination of this Agreement and such termination shall take effect immediately upon delivery of written Notice to the other Party.

m. Request to Negotiate a New ICA (GT&C § 8.4.6)

We must decide whether AT&T Florida can reject CA's request to negotiate a new ICA if CA has an outstanding balance under the terms of the existing ICA.

¹⁵ *Covelli Family L.P. v. ABG5, L.L.C.*, 977 So. 2d 749, 752 (Fla. App. 2008).

Parties' Arguments

CA

CA argues that under AT&T Florida's proposed language, AT&T Florida could disregard billing disputes, fail to invoke the dispute resolution provision of the Agreement, and then refuse to negotiate a successor agreement at the end of the term, essentially blackmailing CA into paying disputed charges if it wishes to continue its operations. CA further contends that AT&T Florida should not be able to refuse negotiations simply because AT&T Florida has not pursued the Dispute Resolution remedies available to it under this Agreement to resolve disputes with CA.

AT&T Florida

AT&T Florida argues CA should not be permitted to negotiate a new ICA unless it has satisfied all of its payment obligations pursuant to the existing ICA, including final resolution of disputed amounts. AT&T Florida states CA's language would permit CA to negotiate a new ICA with different terms, or request adoption of another CLEC's ICA pursuant to Section 252(i) of the Act, even though it had an outstanding bill, by simply initiating a billing dispute.

AT&T Florida contends CA's argument that AT&T Florida would fail to invoke the dispute resolution process or otherwise fail to cooperate with CA in resolving a billing dispute to blackmail CA into paying its bill is absurd. First, AT&T Florida argues CA's statement ignores CA's own right to invoke dispute resolution to clear any pending billing disagreements. Second, AT&T Florida argues that AT&T Florida has an incentive to handle billing disputes reasonably and expeditiously so that AT&T Florida will be paid what AT&T Florida is owed pursuant to the ICA.

Decision

We are persuaded by CA's arguments. A legitimate dispute raised and winding its way through the dispute resolution process as envisioned by the ICA, or pursuant to the expedited process in accordance with Rule 25-22.0365(d), F.A.C., should not prevent a CLEC from negotiating a subsequent agreement following the initial term of that agreement.

If CA is in good standing and has complied with the terms of the ICA, there should be no reason for AT&T Florida to dismiss a request for negotiation of a subsequent ICA. If CA has complied with the provisions enumerated in the ICA and filed a deposit based on two months of estimated usage, and if required, deposited disputed funds in an escrow account, then the arbitrated ICA will protect AT&T Florida from the kind of financial losses it has suffered in the past.

For these reasons, we find CA's proposed language is more appropriate. If a billing dispute exists and the parties have followed the terms of the ICA, and the ICA is nearing the end of its term, any negotiation for a subsequent contract can and should contain provisions that limit past disputes to be resolved under the terms of the ICA in effect at that time. The new contract being negotiated should make clear that disputes are limited to those occurring under the new ICA.

Thus, we find that AT&T Florida shall not be permitted to reject CA's request to negotiate a new ICA when CA has a disputed outstanding balance under this ICA if CA has followed the terms of the ICA and deposited all disputed outstanding balances greater than \$15,000 into an escrow account. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

8.4.6 AT&T may reject a request under Section 252 to initiate negotiations for a new agreement if CLEC has an undisputed outstanding balance under this Agreement. CLEC may send a subsequent notice under Section 252 when the outstanding balance has been paid in full.

n. Application of Late Payment Charges to Charges Not Paid on Time (GT&C § 11.3.1)

We must determine whether late payment charges should only apply to undisputed charges.

Parties' Arguments

CA

CA asserts it modified AT&T Florida's proposed language to clarify that only undisputed charges shall accrue late payment charges if not timely paid, and notes that the dispute resolution process already provides for payment of retroactive late payment charges for any disputes resolved in AT&T Florida's favor.

CA does not object to AT&T Florida's proposal that Late Payment Charges accrue on all unpaid balances and then are refunded for disputed amounts resolved in CA's favor. CA seeks to ensure that it is clear to all parties that it is entitled to withhold payment of properly disputed charges without being in default, and that CA is obligated to pay Late Payment Charges for disputed amounts resolved in CA's favor, whether or not they are initially charged and then credited later. CA agrees to pay Late Payment Charges on disputed amounts if, and only if, a dispute is ultimately resolved against CA.

AT&T Florida

AT&T Florida argues late payment and interest charges should apply to all unpaid amounts and should accrue on any amount not paid on time, including charges subject to a dispute. Once the dispute is resolved, late payment and interest charges should be paid to the “Billing Party” depending on resolution of the dispute.

With the revisions CA has proposed to the billing and payment language in GT&C § 11, it does not appear that CA would ever pay late payment charges on any amounts it disputed—even when the dispute is resolved against CA.

Decision

As previously noted, CA does not object to AT&T Florida’s proposal that Late Payment Charges accrue on all unpaid balances and then are refunded for disputed amounts resolved in CA’s favor. AT&T Florida argues that “late fees properly accrue on any amount not paid on time, including charges subject to a dispute.”

Since the parties agree that late payment charges should accrue on unpaid balances, late payment charges shall apply to all charges not paid on time. Furthermore, as stated above, we do not limit the definition of Late Payment Charge, Past Due, and Unpaid Charges to only undisputed charges. These definitions are interrelated and language should be consistent. Therefore, we find that late payment charges shall apply to all charges not paid on time. For these reasons, we find that AT&T Florida’s proposed language is more appropriate. The approved language is as follows:

11.3.1 If any portion of the payment is not received by AT&T-21STATE on or before the payment due date as set forth above, or if any portion of the payment is received by AT&T-21STATE in funds that are not immediately available to AT&T-21STATE, then a late payment and/or interest charge shall be due to AT&T-21STATE. The late payment and/or interest charge shall apply to the portion of the payment not received and shall be assessed as set forth in the applicable state tariff, or, if no applicable state tariff exists, as set forth in the Guide Book as published on the AT&T CLEC Online website, or pursuant to the applicable state law as determined by AT&T-21STATE. In addition to any applicable late payment and/or interest charges, CLEC may be charged a fee for all returned checks at the rate set forth in the applicable state tariff, or, if no applicable tariff exists, as set forth in the Guide Book or pursuant to the applicable state law.

o. Preferred Form or Method to Communicate Disputes (GT&C § 11.9)

We must determine whether a party disputing a bill should be required to use the billing party’s form or method to communicate billing disputes.

Parties' Arguments

CA

CA asserts that AT&T Florida has a history of inaccurate CLEC billing and CA must devote substantial resources to monthly billing disputes. CA contends automatically submitting billing disputes using CA's form and systems saves resources.

CA argues that since billing disputes arise solely because of AT&T Florida billing errors, CA should not have to bear the cost of using AT&T Florida's form. Requiring CA to use AT&T Florida's "special form" spreadsheet for each dispute increases costs for processing billing disputes because CA asserts it must dedicate one or more employees to transfer dispute details from CA's form and place those same details on AT&T Florida's form.

AT&T Florida

AT&T Florida contends bills can be voluminous and disputes are frequent. Further, AT&T Florida asserts that for AT&T Florida to efficiently process disputes, it is essential that all carriers use AT&T Florida's standard dispute form because it is compatible with its billing and collection system. It is AT&T Florida's position that AT&T Florida would have to expend resources of its own if we were to allow CA to use a different method to lodge billing disputes than every other CLEC in Florida.

AT&T Florida acknowledges that CA may have to expend some additional resources to utilize AT&T Florida's billing dispute form, although AT&T Florida is unaware of how substantial those resources would be.

Decision

CA argues that AT&T Florida regularly rejects billing disputes because they cannot determine from the description of the dispute what the problem is and the dispute then escalates requiring the CLEC to provide additional text of "what's going on." CA proposes to use its own dispute form which provides adequate space to fully describe the dispute. AT&T Florida argues that it deals with many CLECs and many disputes so a standard form is necessary, and other CLECs do not object to AT&T Florida's form.

We are persuaded by AT&T Florida's argument. With the volume of CLECs and disputes AT&T Florida handles, it appears a standard dispute form is reasonable. We find that the disputing party shall be required to use the billing party's preferred form or method to communicate disputes. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

11.9 If Unpaid Charges are subject to a billing dispute between the Parties, the Non-Paying Party must, prior to the Bill Due Date, give written notice to the

Billing Party of the Disputed Amounts and include in such written notice the specific details and reasons for disputing each item listed in Section 13.4 below. The Disputing Party should utilize the preferred form or method provided by the Billing Party to communicate disputes to the Billing Party.

p. Escrow Account (GT&C § 11.9 through § 11.12, § 11.13.2 through 11.13.4, § 12.4.3, § 12.4.4 and § 12.6.2)

We must address whether a disputing party should be required to establish an interest bearing escrow account into which disputed amounts exceeding \$15,000 are deposited.

Parties' Arguments

CA

CA contends AT&T Florida's proposed escrow requirement is unfair to CA, as it would permit AT&T Florida to bill CA any amount that it chooses "in error" and CA, through no fault of its own, would automatically be in default of this agreement if it was unable to raise the funds that AT&T Florida incorrectly billed and place them into escrow. CA asserts that the escrow language should require AT&T Florida to reimburse the CLEC both for the cost of capital and administrative costs for escrow.

CA argues the escrow provision is duplicative because CA has already agreed to AT&T Florida's deposit requirement, which provides adequate assurance of payment to AT&T Florida if it timely invoked dispute resolution for unpaid bills.

AT&T Florida

AT&T Florida's proposed language requires that if either party disputes the other's bill, the disputing party must, subject to certain exceptions, pay the disputed amount into an escrow account, so that once the dispute is resolved, the escrowed funds, along with the interest those funds earn, can be disbursed in accordance with that resolution. AT&T Florida argues the escrow requirement ensures that if the Billed Party disputes a bill and the dispute is resolved in favor of the billing party, there will be funds available to pay what is owed.

AT&T Florida further argues that deposits protect the billing party against losses but deposits are not an alternative to escrow. AT&T Florida asserts that deposits address the creditworthiness of the CLEC, while escrow provisions ensure funds are available to pay for charges that are disputed.

The escrow provision proposed by AT&T Florida provides exceptions to the escrow requirement including when (i) the amount disputed is less than \$15,000 (§ 11.9.1.1); (ii) CA has maintained 12 months of timely payment and unpaid amount is 10% or less of the current bill (§ 11.9.1.2); and (iii) when an obvious billing error has occurred (§ 11.9.1.3).

AT&T Florida argues that CA can avoid the costs of establishing an escrow account by paying the disputed amount instead of withholding it, and if the dispute is resolved in CA's favor, the amount will be credited back to CA.

Decision

Resolution of this issue is central to the billing section of the proposed agreement, as well as several other decisions in this Order. We must decide whether disputed amounts in excess of \$15,000 should be paid into an escrow account pending resolution of the dispute.

CA contends the proposed escrow provisions allow AT&T Florida to bill CA any amount that AT&T Florida chooses erroneously and CA would automatically be in default of the ICA if CA were unable to raise the funds that AT&T Florida erroneously billed and place them into escrow. CA argues the deposit requirements in the ICA, to which both parties agree, provide adequate assurance of payment to AT&T Florida.

According to AT&T Florida "the AT&T Florida ILEC in the Southeast Region has written off over \$245 million in such losses in the last ten years, including over \$17 million in Florida" and provisions for an escrow account will limit future losses.

AT&T Florida asserts that deposit requirements address creditworthiness while escrow provisions ensure that funds are available to pay for charges that are disputed after the dispute is resolved.

AT&T Florida's proposal establishes a threshold of \$15,000 to require an escrow account. AT&T Florida asserts that total disputed amounts under \$15,000 can be withheld. If the disputes are small, CA will not have to set up an escrow account, and if the disputes become large, AT&T Florida is protected from continuing financial risk.

We find the establishment of an interest bearing escrow account is a necessary tool that limits the exposure of the billing party to uncollectable disputed amounts. Deposits into escrow should be limited to the amount in dispute. We find that the establishment of an escrow account benefits both parties. Each party is protected financially during the dispute, and having the funds in escrow will provide an incentive to resolve disputes expeditiously. Also, because the threshold is \$15,000, small amounts in disputes may be withheld during the dispute. AT&T Florida's proposed language, provides that following resolution of the dispute(s), funds will be disbursed to the prevailing party and will include the disputed amount, appropriate late payment charge(s), and the interest generated from the escrow account.

We find that the terms of the ICA shall require that an escrow account be established for the purpose of depositing disputed amounts during the pendency of a dispute. The escrow provisions encourage the timely resolution of disputes, avoid or limit frivolous disputes, and limit the financial exposure of the billing party. We find that this is a reasonable provision. Therefore, AT&T Florida's proposed language is appropriate and shall be approved. The approved language is as follows:

11.9 On or before the Bill Due Date, the Non-Paying Party must pay: (i) all undisputed amounts to the Billing Party and (ii) all Disputed Amounts, except for Disputed Amounts arising from compensation for the termination of Section 251(b)(5) Traffic or ISP-Bound Traffic, into an interest bearing escrow account with a Third Party escrow agent that is mutually agreed upon by the Parties.

11.9.1 Identification of circumstances in which the Non-Paying Party shall not be required to pay a Disputed Amount into an escrow account:

11.9.1.1 The Non-Paying Party shall not be required to pay a Disputed Amount into an escrow account if its total Disputed Amounts not paid into escrow do not exceed \$15,000.

11.9.1.2 The Non-Paying Party shall not be required to pay a Disputed Amount into an escrow account if it has established a minimum of 12 consecutive months of timely payment history and its total outstanding and unpaid invoice charges do not exceed 10 percent of the then-current monthly billing to said Non-Paying Party.

11.9.1.3 If the Billed Party believes in good faith that a billed amount is incorrect by reason of a clerical, or arithmetic error (e.g., erroneous use of a \$0.50 rate when applicable rate for the service billed is \$0.05, or multiplication by 1220 units when actual number of units was 220), the Billed Party may dispute the bill by bringing the asserted error to the Billing Party's attention without paying the Disputed Amount into an escrow account. Upon the assertion of such a dispute,

11.9.1.3.1 If the Billing Party agrees in all respects with the Billed Party's assertion of the error, the Billing Party will correct the error.

11.9.1.3.2 If the Billing Party agrees that a billing error has apparently occurred, but requires additional time for investigation or to ascertain the correct amount, the Billing Party will notify the Disputing Party in writing of the portion of its invoice, if any, that the Disputing Party is required to pay or escrow pending resolution of the dispute, with the amount of any required escrow to be reasonable under the circumstances. The Non-Paying Party shall pay into escrow as set forth in Section 11.10 below the amount reasonably specified by the Billing Party within five business days of its receipt of such specification, and if (but only if) the Non-Paying Party does so, the payment into escrow will be deemed to have been made, for purposes of perfection of the dispute, on the date on which the Billed Party initially disputed the bill under subsection 11.9.1.3.

11.9.1.3.3 If the Billing Party determines in good faith that no billing error has occurred, the Billing Party will so notify the Non-Paying Party, and may demand that the Non-Paying Party pay the Disputed Amount into escrow if it wishes to

dispute the bill. Within five business days of its receipt of such a demand, the Disputing Party shall pay the Disputed Amount into an interest bearing escrow account as set forth in Section 11.10 below, and if (but only if) the Disputing Party does so, the payment into escrow will be deemed to have been made, for purposes of perfection of the Billing Dispute, as of the date on which the Billed Party initially disputed the bill under subsection 11.9.1.3

11.10 Requirements to Establish Escrow Accounts:

11.10.1 To be acceptable, the Third Party escrow agent must meet all of the following criteria:

11.10.1.1 The financial institution proposed as the Third Party escrow agent must be located within the continental United States;

11.10.1.2 The financial institution proposed as the Third Party escrow agent may not be an Affiliate of either Party; and

11.10.1.3 The financial institution proposed as the Third Party escrow agent must be authorized to handle ACH credit transfers.

11.10.2 In addition to the foregoing requirements for the Third Party escrow agent, the Disputing Party and the financial institution proposed as the Third Party escrow agent must agree in writing furnished to the Billing Party that the escrow account will meet all of the following criteria:

11.10.2.1 The escrow account must be an interest bearing account;

11.10.2.2 all charges associated with opening and maintaining the escrow account will be borne by the Disputing Party;

11.10.2.3 that none of the funds deposited into the escrow account or the interest earned thereon may be used to pay the financial institution's charges for serving as the Third Party escrow agent;

11.10.2.4 all interest earned on deposits to the escrow account will be disbursed to the Parties in the same proportion as the principal; and

11.10.2.5 disbursements from the escrow account will be limited to those:

11.10.2.5.1 authorized in writing by both the Disputing Party and the Billing Party (that is, signature(s) from representative(s) of the Disputing Party only are not sufficient to properly authorize any disbursement); or

11.10.2.5.2 made in accordance with the final, non-appealable order of the arbitrator appointed pursuant to the provisions of Section 13.7 below; or

11.10.2.5.3 made in accordance with the final, non-appealable order of the court that had jurisdiction to enter the arbitrator's award pursuant to Section 13.7 below.

11.11 Disputed Amounts in escrow will be subject to Late Payment Charges as set forth in Section 11.3 above.

11.12 Issues related to Disputed Amounts shall be resolved in accordance with the procedures identified in the Dispute Resolution provisions set forth in Section 13.0 below.

11.13 If the Non-Paying Party disputes any charges and any portion of the dispute is resolved in favor of such Non-Paying Party, the Parties will cooperate to ensure that all of the following actions are completed:

11.13.1 the Billing Party will credit the invoice of the Non-Paying Party for that portion of the Disputed Amounts resolved in favor of the Non-Paying Party, together with any Late Payment Charges assessed with respect thereto no later than the second Bill Due Date after resolution of the dispute.

11.13.2 within ten (10) Business Days after resolution of the dispute, the portion of the escrowed Disputed Amounts resolved in favor of the Non-Paying Party will be released to the Non-Paying Party, together with any interest accrued thereon;

11.13.3 within ten (10) Business Days after resolution of the dispute, the portion of the escrowed Disputed Amounts resolved in favor of the Billing Party will be released to the Billing Party, together with any interest accrued thereon; and

11.13.4 no later than the third Bill Due Date after the resolution of the dispute, the Non-Paying Party will pay the Billing Party the difference between the amount of accrued interest the Billing Party received from the escrow disbursement and the amount of Late Payment Charges the Billing Party is entitled to receive pursuant to Section 11.9 above.

12.4 If the Non-Paying Party desires to dispute any portion of the Unpaid Charges, the Non-Paying Party must complete all of the following actions not later than fifteen (15) calendar days following receipt of the Billing Party's notice of Unpaid Charges:

12.4.1 notify the Billing Party in writing which portion(s) of the Unpaid Charges it disputes, including the total Disputed Amounts and the specific details listed in Section 13.4 below of this Agreement, together with the reasons for its dispute; and

12.4.2 pay all undisputed Unpaid Charges to the Billing Party; and

12.4.3 pay all Disputed Amounts (other than Disputed Amounts arising from Intercarrier Compensation) into an interest bearing escrow account that complies with the requirements set forth in Section 11.10 above; and

12.4.4 furnish written evidence to the Billing Party that the Non-Paying Party has established an interest bearing escrow account that complies with all of the terms set forth in Section 11.10 above and deposited a sum equal to the Disputed Amounts into that account (other than Disputed Amounts arising from Intercarrier Compensation). Until evidence that the full amount of the Disputed Charges (other than Disputed Amounts arising from Intercarrier Compensation) has been deposited into an escrow account that complies with Section 11.10 above is furnished to the Billing Party, such Unpaid Charges will not be deemed to be “disputed” under Section 13.0 below.

12.6 If the Non-Paying Party fails to:

12.6.1 pay any undisputed Unpaid Charges in response to the Billing Party’s Discontinuance Notice as described in Section 12.2 above;

12.6.2 deposit the disputed portion of any Unpaid Charges into an interest bearing escrow account that complies with all of the terms set forth in Section 11.10 above within the time specified in Section 12.2 above;

q. Itemized Detail of Each Adjustment on Resolution of a Dispute (GT&C § 11.13.1)

We must decide whether the billing party should be required to provide itemized detail of each adjustment when crediting the billed party during resolution of disputes in favor of the billed party.

Parties’ Arguments

CA

CA argues that if AT&T Florida is not required to reference a specific dispute for each credit given on CA’s bill, CA will be unable to determine which disputes should be closed and which need to stay open. Further, CA contends there is no reason why AT&T Florida should not identify the dispute when CA has prevailed and receives a credit.

CA argues:

[W]hen filing a billing dispute with AT&T Florida, CA is required to provide . . . the BAN, invoice number, invoice date, IOSC code, circuit ID, telephone number and/or order number for each dispute. If CA is to be required to provide such details, it is clearly in the interest of parity that AT&T Florida should be required to identify which dispute it is providing credits for and in what amounts when CA prevails.

CA asserts that by the time AT&T Florida issues a credit, AT&T Florida has already made a billing error, CA has already had to spend time and resources to dispute the incorrect charge, and AT&T Florida has admitted that it made a billing error. Since AT&T Florida would have already admitted its error, CA argues the least AT&T Florida should do is account for the credit it issued to correct that error.

CA contends it would agree to the addition of language stating “[u]nless otherwise agreed by the parties or ordered in a Dispute Resolution proceeding” to allow the parties to waive this requirement upon mutual agreement to resolve a large class dispute.

AT&T Florida

AT&T Florida opposes CA’s proposed language requiring the Billing Party to “identify each specific adjustment or credit with the dispute reference number provided by the Billed Party in its dispute of the charges being credited.” AT&T Florida contends it is perfectly willing to provide that information when AT&T Florida can do so. However, AT&T Florida contends there may be circumstances in which providing all the dispute details might not be possible, such as a settlement agreement.

AT&T Florida asserts it would be willing to accept CA’s language with the added words, “When the billing system permits,” so that the entire sentence would read, “When the billing system permits, the Billing Party shall identify each specific adjustment or credit with the dispute reference number provided by the Billed Party in its dispute of the charges being credited.”

Decision

This decision relates to credits based on resolution of billing disputes, therefore the starting point is to determine what information the ICA requires a party to file a billing dispute. When a party files a billing dispute based on the terms of the ICA, GT&C § 13.4 apply. In pertinent part, the ICA requires “the date of the bill in question, the account number or other identification, the telephone number, any USOC, the amount billed, the amount in question, and the reason the amount is being disputed.”

The data required of a party to dispute a billing error is not substantially different from the remittance information necessary when a billed party remits payment. AT&T Florida argues remittance information is the only way AT&T Florida can know to what accounts payments are

to be credited. Similarly, CA will be unable to ever determine which disputes should be closed and which need to stay open should AT&T Florida not be required to provide relevant Dispute ID numbers.

We agree that circumstances may exist in which this level of detail is not available. A settlement agreement covering a large number of disputed amounts may make it difficult to provide the information required by CA for “a fair accounting of billing credits related to its disputes,” but it is not impossible if agreed upon by the parties. In this case, AT&T Florida is seeking to be treated in a manner that is not supported by the clear terms of the ICA Dispute Resolution section.

We find that CA’s proposed language reasonable. However, AT&T Florida’s testimony regarding settlement agreements is also persuasive and therefore, we find that including the phrase “unless otherwise agreed to by the parties” will provide a reasonable compromise.

Thus, we find the billing party shall be obligated to provide itemized detail of each adjustment when crediting the billed party when a dispute is resolved in the billed party’s favor, unless otherwise agreed by the parties. Therefore, CA’s proposed language, with our modification, is appropriate and shall be approved. The approved language is as follows:

11.13 If the Non-Paying Party disputes any charges and any portion of the dispute is resolved in favor of such Non-Paying Party, the Parties will cooperate to ensure that all of the following actions are completed:

11.13.1 the Billing Party will credit the invoice of the Non-Paying Party for that portion of the Disputed Amounts resolved in favor of the Non-Paying Party, together with any Late Payment Charges assessed with respect thereto no later than the second Bill Due Date after resolution of the dispute. The Billing Party shall identify each specific adjustment or credit with the dispute reference number provided by the Billed Party in its dispute of the charges being credited, unless otherwise agreed to by the parties;

r. Discontinuance Notice for Unpaid Charges (GT&C § 12.2)

We determine the criteria for sending a Discontinuance Notice for unpaid, undisputed charges.

Parties’ Arguments

CA

CA argues that since AT&T Florida is entitled to a two-month service deposit from CA at all times, AT&T Florida has not shown that it would suffer undue risk or exposure if CA timely invoked dispute resolution in order to get finality when billing disputes were not resolved between the parties, including access to our expedited dispute resolution process.

AT&T Florida

AT&T Florida contends that the question presented is actually whether disputed amounts must be paid either to the Billing Party or into escrow. AT&T Florida argues the answer to that question is “yes” for the reasons summarized elsewhere in this Order.

Decision

According to CA, the disagreement between the parties is whether a billing party may send a discontinuance notice for unpaid, undisputed charges; however, AT&T Florida frames the disagreement as whether disputed amounts should be paid either to the Billing Party or should be deposited into escrow.

CA asserts that “AT&T Florida should not be permitted to unilaterally cause potentially fatal harm to its competitor without due process.” CA argues that AT&T Florida has not provided evidence that AT&T Florida would incur substantially higher risk by giving CA 30 days to make payment to AT&T Florida before AT&T Florida disconnects services.

AT&T Florida’s proposed language modifies GT&C § 12.2 to incorporate provisions for the escrow account. The existing language “to ‘pay’ a bill means to pay all undisputed charges to the Billing Party” is modified to include the provision to pay “Disputed Amounts either to the Billing Party or into an escrow account.” However, defining the amounts deposited into escrow as being “paid” is in tension with the portion of GT&C § 2.164 which requires funds be accessible to be considered paid.

We find that the Billed Party shall pay undisputed charges to the Billing Party and either pay disputed charges to the Billing Party or pay them into an escrow account pending resolution of the dispute. Therefore, we find that AT&T Florida’s proposed language shall be approved and the ICA shall provide that the Billing Party may send a discontinuance notice for unpaid charges. The approved language is as follows:

12.2 For purposes of this Section 12.2, to “pay” a bill means to pay all undisputed charges to the Billing Party and to pay all Disputed Amounts either to the Billing Party or into an escrow account in accordance with Sections 11.9 and 11.10. If the Billed Party fails to pay any portion of a bill, including but not limited to any Late Payment Charges, by the Bill Due Date, the Billing Party may send a written Notice (“Discontinuance Notice”) informing such Non-Paying Party that in order to avoid disruption or disconnection of the Interconnection Services furnished under this Agreement, the Non-Paying Party must pay all unpaid amounts as provided above, within fifteen (15) calendar days. The Non-Paying Party must pay the bill in full as described herein within fifteen (15) calendar days of the Discontinuance Notice. If the Non-Paying Party does not pay as described herein within fifteen (15) calendar days of the Discontinuance Notice, the Billing Party may discontinue or disconnect Interconnection Services furnished under this Agreement.

s. Timeframe Following a Discontinuance Notice to Remit Payment (GT&C § 12.2)

We must decide the length of time by which a billed party must submit payment after a Discontinuance Notice to prevent service disruption.

Parties' Arguments

CA

CA argues 30 days from the date of the Discontinuance Notice to remit payment is appropriate because the most likely reason for a missing payment is there is a payment posting error on AT&T Florida's side or a payment was not received. CA asserts it is not reasonable to expect a CLEC to track down a payment and then get it corrected in 14 days.

AT&T Florida

AT&T Florida argues the proposed 15-day period is sufficient time after receiving a Discontinuance Notice for the Billed Party to pay Unpaid Charges, either to the Billing Party or into escrow. Since the Discontinuance Notice cannot be sent to the Billed Party until after the charges are already Past Due (meaning the carrier has already had at least 31 days to pay), the carrier actually has a minimum of 46 days from the invoice date to avoid service disconnection.

Decision

CA asserts it is not reasonable to expect a CLEC to track down a payment and then get it corrected in 14 days and the focus should be on the harm suffered by the CLEC if AT&T Florida is wrong and terminates services, versus the harm done to AT&T Florida if the CLEC has an extra 14 days.

AT&T Florida argues the proposed 15-day period is sufficient time from receipt of the discontinuance notice for CA to remit payment to AT&T Florida or into escrow. Further, AT&T Florida asserts the carrier actually has a minimum of 46 days from the invoice date to avoid service disconnection.

We find a 15-day period after receipt of a Discontinuance Notice is sufficient for a billed party to remit payment or deposit disputed amounts into escrow. We are persuaded by AT&T Florida that this period of time, coupled with the month to pay the original invoice, is adequate. We find that the ICA shall provide that the non-paying party shall be given 15 calendar days from the date of a Discontinuance Notice to remit payment. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

12.2 For purposes of this Section 12.2, to "pay" a bill means to pay all undisputed charges to the Billing Party and to pay all Disputed Amounts either to the Billing Party or into an escrow account in accordance with Sections 11.9 and 11.10. If the Billed Party fails to pay any portion of a bill, including but not limited to any Late Payment Charges, by the Bill Due Date, the Billing Party

may send a written Notice (“Discontinuance Notice”) informing such Non-Paying Party that in order to avoid disruption or disconnection of the Interconnection Services furnished under this Agreement, the Non-Paying Party must pay all unpaid amounts as provided above, within fifteen (15) calendar days. The Non-Paying Party must pay the bill in full as described herein within fifteen (15) calendar days of the Discontinuance Notice. If the Non-Paying Party does not pay as described herein within fifteen (15) calendar days of the Discontinuance Notice, the Billing Party may discontinue or disconnect Interconnection Services furnished under this Agreement.

t. Notification of a Bill Dispute (GT&C § 13.4)

We must decide whether CA should be required to use AT&T Florida’s form to notify AT&T Florida of a billing dispute.

Parties’ Arguments

CA

CA provides two reasons why it wants to use its own form for communicating billing disputes. First, CA contends that AT&T Florida’s form does not provide adequate space to fully describe its concern. Second, AT&T Florida’s form requires fields to be populated even when they are not relevant to the dispute at hand.

CA argues that use of AT&T Florida’s form has presented delays in resolving disputes, and CA’s form has additional space for clarification. In addition, CA’s systems automatically generates its form. CA asserts there are “seven different elements which must be included with a billing dispute in order for it to be processed” and as long as it provides these seven elements, CA argues it has provided adequate detail for AT&T Florida to resolve the dispute.

CA contends that using AT&T Florida’s billing dispute spreadsheet for each dispute requires substantial extra resources and CA must dedicate one or more employees to manually transfer the dispute details from CA’s dispute form to AT&T Florida’s form.

AT&T Florida

AT&T Florida asserts that it has worked with other carriers to ensure they are using AT&T Florida’s billing dispute form and there is no reason for CA to be treated differently.

AT&T Florida acknowledges that CA may have to spend some additional resources and can design its process to use AT&T Florida’s dispute form from the outset. AT&T Florida argues that if CA uses its own form, AT&T Florida will have to spend additional resources and since it is CA that wishes to dispute a bill, CA should have to bear the cost for doing so.

Decision

We find that AT&T Florida's standard form shall be used for disputes. We are not convinced that the use of AT&T Florida's billing dispute form will increase CA's costs if AT&T Florida's dispute form utilizes the AT&T Florida form from the outset of the ICA term. We are persuaded that due to the number of CLECs and disputes AT&T Florida handles each month, a standard form is a reasonable requirement. We find that CA shall be required to use AT&T Florida's form to notify AT&T Florida that it is disputing a bill. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

13.4 Service Center Dispute Resolution-the following Dispute Resolution procedures will apply with respect to any billing dispute arising out of or relating to the Agreement. Written Notice sent to AT&T-21STATE for Disputed Amounts must be made on the "Billing Claims Dispute Form"

u. Disputing a Class of Related Charges (GT&C § 13.4.3.8)

We must determine whether a party may dispute a class of related charges in a single dispute notice, as long as the dispute information provided relates to all disputes in the class as a whole.

Parties' Arguments

CA

CA argues it should be entitled to dispute a class of charges in a single dispute notice because AT&T Florida may bill for an incorrect charge using hundreds or thousands of separate line items on a bill. CA asserts requiring it to dispute each individual line item could potentially amount to thousands of discreet disputes each month for the same issue. CA argues that this would be a tremendous waste of time and there is no benefit to that approach.

CA argues that if it receives a bill that contains 20 pages of interconnection trunk charges that are together, then we should be able to dispute the entire section where all of the charges are the same thing, and it's all the same dispute and they've just broken it out on a per-trunk basis several hundred times."

AT&T Florida

AT&T Florida argues CA's proposed language requires AT&T Florida to accept a billing dispute that includes an entire class of related charges on a single dispute notice. AT&T Florida contends normal monthly recurring and nonrecurring charges should be disputed at the billed item level and the AT&T Florida dispute template is structured in that manner.

AT&T Florida acknowledges it does accept bulk billing disputes in some instances, but generally as a result of an agreement on an individual case basis.

AT&T Florida argues that if CA filed a single dispute for the nonrecurring charges for all types of UNE loops because CA considered those charges to be “related,” AT&T Florida probably would not be able to accommodate all the disputes on a bulk basis.

Decision

By this Order, we have determined that CA shall be required to use AT&T Florida’s dispute form to notify AT&T Florida of disputes, and we are not persuaded by CA’s argument in this instance.

If a billing dispute contains many elements, and all of these elements are related to a specific BAN, it seems appropriate that the parties will attempt to resolve a dispute like this with a settlement agreement. For these reasons, we find that AT&T Florida’s proposed language is more appropriate.

We find that the ICA shall not permit a party to dispute a class of related charges on a single dispute notice, unless otherwise agreed by the parties. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

13.4.3.8 INTENTIONALLY LEFT BLANK.

v. Complaints Before the Commission (GT&C § 13.9.1)

We must determine whether the parties can bring a complaint directly to us and bypass the dispute resolution provisions of the ICA.

Parties’ Arguments

CA

CA asserts that it can bypass any terms and conditions in the ICA and utilize our Expedited Dispute Resolution Process under Rule 25-22.0365, F.A.C., Expedited Dispute Process for Telecommunications Companies, to file any type of dispute at any stage of the contract even after approval of the ICA by us. CA argues that whether there is a material breach or a minor infraction of the ICA, the parties can directly address their issues to us through any of the methods established under Resolution for Disputes §13.0 of the ICA. CA maintains that it is seeking the right to our assistance as a counter-balance to AT&T Florida’s position of overwhelming market power.

CA argues that AT&T Florida’s proposed language and position on the Dispute Resolution Process, §13.0, is detrimental because CA has a statutory right to seek relief from us at any time, including use of our Expedited Dispute Resolution Process for violations. In addition, there are a number of actions that AT&T Florida might take using its monopoly power which could cause severe harm to CA. CA may not have the luxury of invoking Dispute Resolution while AT&T Florida runs out the clock, because CA and its customers could be suffering severe harm due to AT&T Florida actions. Therefore, CA contends that AT&T Florida

prefers its elective commercial arbitration provision which CA has not stricken because it is elective. However, CA would never elect commercial arbitration because CA argues commercial arbitrations lack the subject matter expertise to decide complex disputes between telecommunications companies.

CA argues that certain disputes that could be service-affecting and extremely detrimental to CA need to be taken directly to us and resolved immediately. CA asserts that it is not seeking a waiver of informal dispute resolution initiated within our dispute process rule; it is simply seeking a means to circumvent the 60-day informal dispute timeframe for discussions.

AT&T Florida

AT&T Florida alleges that any dispute about the contract should follow the Dispute Resolution Process contained in GT&C § 13.0 of the ICA whereby the parties should seek an informal process for 60 days, and if not resolved, should seek the arbitration process with us. However, AT&T Florida argues that once the contract is approved by us, any dispute should be considered a breach of contract.

For handling disputes about safety issues, AT&T Florida assumes an entirely different position. AT&T Florida considers that a dispute related with safety issues may be a long time-consuming process which will affect AT&T Florida operations negatively, so AT&T Florida will not invoke the Resolution Process in GT&C §13.0 of the ICA. On these disputes, and in some cases depending on the magnitude of any dispute, AT&T Florida will deem a safety issue. If so, AT&T Florida contends that is a breach of contract and under which it is not obligated to follow the Dispute Resolution Process.

AT&T Florida asserts that once the agreement is approved, the parties are governed by the ICA and not by the Act. AT&T Florida opposes CA's proposed language not to follow the guidelines of the dispute resolution process of the ICA because AT&T Florida contends the parties should not be allowed to seek relief from us at any time and instead should try to resolve any disagreement that arises under the ICA by the informal dispute resolution process set forth in the ICA. Further AT&T Florida argues that once we approve the contract, any claims that the parties may have against each other will be claims for breach of contract, not claims for violations of laws and regulations. AT&T Florida contends that once we approve the parties' ICA, the parties' relationships with respect to the matters covered by the ICA are governed solely by the ICA, and not by any laws or regulations pursuant to which the ICA was made.

Decision

We are persuaded by AT&T Florida that neither party should come before us with a complaint alleging a violation of the ICA without first attempting to resolve the issue informally pursuant to GT&C § 13 of the ICA.

Although CA is seeking to add language to the ICA allowing either party to seek formal or informal relief from us at any time, the parties have already agreed to §13.6.1 of the ICA,

which provides that the formal Dispute Resolution procedures cannot be invoked earlier than after sixty days of Informal Dispute Resolution by the parties. CA acknowledges that it would first attempt informal resolution with AT&T Florida before seeking help from us. CA also notes that if a party seeks to use our Expedited Dispute Resolution Process, the party must affirm that it has attempted informal resolution first. CA states that it is not seeking a waiver of that requirement. CA simply seeks to not have to wait if AT&T Florida is not engaging in good faith discussions after CA has made the attempt to informally resolve the issue.

We find that a party cannot bypass the dispute resolution provisions of the ICA and bring a complaint directly to us. We note that after the 60-day dispute resolution provision of the ICA, a party may file a standard petition with us, or initiate the expedited Dispute Resolution process. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

13.9 Compliance with Dispute Resolution Process

w. **Relief From the Commission (GT&C § 13.9.1)**

We must decide whether the parties can seek relief from us for an alleged violation of law or regulation governing a subject that is covered by the ICA.

Parties' Arguments

CA

CA asserts that regulations or laws outside of the ICA still apply even after the ICA is in effect. CA contends that if AT&T Florida refuses to connect or repair service, the CLEC suffers great harm. If AT&T Florida takes some action against the CLEC or its customers that is in dispute, the CLEC suffers far greater harm than does AT&T Florida. CA's argument is that CA should be allowed to seek formal or informal relief from us at any time.

AT&T Florida

AT&T Florida argues that the reference to "any law or regulation" must be rejected, because once the ICA is in effect, the only claims the parties can have against each other will be claims for breach of the ICA. It contends that neither party will be able to assert a claim against the other for violation of the Act or the FCC's implementing regulations.

AT&T Florida emphasizes that Section 251(c) of the Act does not require an ILEC to do anything that is not included in an ICA and cites numerous court decisions which state that once an ICA is approved, the parties are governed by the ICA. AT&T Florida contends that CA's language for GT&C §13.9.1, which states that the parties may seek relief from us which is not limited to an alleged ICA violation, but also is expanded for an alleged violation of "any law or regulation by the other party." must be rejected because it is contrary to law.

Decision

Section 364.16(6), F.S., states:

Upon petition, the commission may conduct a limited or expedited proceeding to consider and act upon any matter under this section. The commission shall determine the issues to be considered during such a proceeding and may grant or deny any request to expand the scope of the proceeding to include other matters. The commission shall implement an expedited process to facilitate the quick resolution of disputes between telecommunications companies. The process implemented by the commission shall, to the greatest extent feasible, minimize the time necessary to reach a decision on a dispute. The commission may limit the use of the expedited process based on the number of parties, the number of issues, or the complexity of the issues. For any proceeding conducted pursuant to the expedited process, the commission shall make its determination within 120 days after a petition is filed or a motion is made. The commission shall adopt rules to administer this subsection.

Section 364.16, F.S., does not specify which disputes we can act upon. AT&T Florida argues that CA's proposed reference to "any law or regulation" must be rejected, because once the ICA is in effect, the only claims the parties can have against each other will be claims for breach of the ICA. AT&T Florida argues that once an ICA is approved, the parties are governed by the ICA, and alleged violations of any law or regulation by the other party must be handled within the scope of the ICA. The Expedited Dispute Resolution Process under Rule 25-22.0365, F.A.C., does not specify what type of disputes can be brought before us. However, the Expedited Dispute Resolution Process does require that the companies involved in the dispute attempt to resolve their dispute themselves, and follow the dispute resolution terms of the ICA.

We find that parties to the ICA can bring any disagreement before us either through the Expedited Dispute Resolution Process, or through a standard petition, as long as the Dispute Resolution provisions of the ICA have been followed. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

13.9.1 The Parties agree that any actions and/or claims seeking to compel compliance with the Dispute Resolution process should be brought before the Commission in the state where the services in dispute are provided. However, each Party reserves any rights it may have to seek review of any ruling made by the Commission concerning this Agreement by a court of competent jurisdiction.

x. Joint and Several Liability Terms (GT&C § 17.1)

We must decide whether the joint and several liability terms in GT&C § 17.1 should apply to both parties. Joint and several liability is defined as a liability that may be split up among parties for the entirety of the obligation.¹⁶

¹⁶ Black's Law Dictionary, 8th Ed. 2004.

Parties' Arguments

CA

CA argues that the joint and several liability terms should be reciprocal. CA's premise for its proposal is that parity is needed between the parties. CA also argues that a third party would not place orders in AT&T Florida's systems on CA's behalf if it would be held potentially liable for all of CA's obligations under this ICA. CA argues that "[i]t is CA who is executing the ICA. It is CA who is required to have the requisite insurance coverages under this ICA. It is CA who is ultimately responsible for what it, or its agent, does." CA's position is that it is solely responsible for its actions and the actions of its agents.

CA argues that AT&T Florida's language is unlawful under basic common law contracting principles. CA contends the language purports to bind a third-party to an ICA to which the third-party has not agreed to be bound.

CA also argues that AT&T Florida has failed to provide any substantive support for its position, and has proposed no language that would make its own affiliates jointly and severally liable under the ICA. As a result, CA contends that AT&T Florida's position should not be approved.

AT&T Florida

AT&T Florida argues that the joint and several liability terms should not be reciprocal, and that the only entity that can be subject to this ICA as an ILEC is AT&T Florida. AT&T Florida further argues that AT&T Florida's CLEC affiliates cannot be subject to this ICA in the position of the ILEC. AT&T Florida's position is that the only way an AT&T Florida CLEC affiliate would be subject to this ICA is if it adopted CA's ICA pursuant to Section 252(i) of the Act. In that event, AT&T Florida states that its CLEC affiliate would be subject to the same terms and conditions as CA.

AT&T Florida argues that parity between the parties is not rational because no entity other than AT&T Florida can take on ILEC responsibilities under the ICA.

Decision

The ICA before us is between AT&T Florida as the ILEC, and CA as the CLEC, and CA's possible affiliates. We are persuaded by AT&T Florida's argument that the only entity that can be subject to this ICA as an ILEC is AT&T Florida and that only AT&T Florida can have ILEC obligations in the context of this ICA. We are further persuaded that the application of reciprocity to both parties does not make sense due to the nature of the technical provisioning of the service and the requirements of Section 252 of the Act. Therefore, because no other entity can be subject to this ICA as an ILEC, we find that there is no need for the joint and several liability terms to be reciprocal.

CA's argument that parity is needed between the parties is not persuasive. AT&T Florida has stated an AT&T Florida affiliate that is a CLEC could adopt this ICA and would then become subject to the same terms and conditions as CA. Any CLEC adopting this ICA, including AT&T Florida affiliates that are CLECs, would be held to the joint and several liability terms. Therefore, there is parity between the parties in the position of the CLEC. We find the joint and several liability terms shall not be reciprocal. Therefore AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

17.1 In the event that CLEC consists of two (2) or more separate entities as set forth in this Agreement and/or any Amendments hereto, or any third party places orders under this Agreement using CLEC's company codes or identifiers, all such entities shall be jointly and severally liable for CLEC's obligations under this Agreement.

y. Third-Party Liability (GT&C § 17.1)

We must decide whether a third-party that places an order under this ICA using CA's company code or identifier could be held jointly and severally liable under the ICA.

Parties' Arguments

CA

CA did not state an argument regarding this issue.

AT&T Florida

AT&T Florida argues that to the extent another entity, including a CA affiliate, operates on CA's behalf pursuant to the ICA, CA and such entity must be jointly and severally liable. AT&T Florida contends this protects AT&T Florida from potential loss resulting from inappropriate conduct by and between CA and its affiliates/other entities.

AT&T Florida also asserts that the liability of a third-party that uses CA's company code or identifiers to place an order under the ICA would reduce CA's liability. AT&T Florida argues we should resolve the dispute in favor of AT&T Florida because it is reasonable for a third-party that places orders using CA's company code or identifiers to be jointly and severally liable for those specific orders.

Decision

We are persuaded by AT&T Florida's argument that it is reasonable for a third-party that places an order under this ICA using CA's company code or identifier to be held jointly and severally liable under the ICA for those orders. Furthermore, we agree that holding a third-party jointly and severally liable in this situation would reduce CA's liability.

We find a third-party that places an order under this ICA using CA's company code or identifier shall be jointly and severally liable under the ICA. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

17.1 In the event that CLEC consists of two (2) or more separate entities as set forth in this Agreement and/or any Amendments hereto, or any third party places orders under this Agreement using CLEC's company codes or identifiers, all such entities shall be jointly and severally liable for CLEC's obligations under this Agreement.

z. Payment of Taxes (GT&C § 37.1)

We must decide whether CA should be permitted to not pay taxes that AT&T Florida fails to include on an invoice or to state/show separately on the invoice.

Parties' Arguments

CA

CA would like to be able to audit its invoices by having AT&T Florida separate taxes by line items. CA acknowledges that AT&T Florida already separates its taxes by line items but is codifying the current process. CA argues that if there is a billing dispute, it would be unable to dispute any improperly billed taxes if all taxes are not itemized.

CA argues AT&T Florida makes a false premise when AT&T Florida states, "[h]owever, it is possible that taxes could be omitted if, for example, there was a new local tax that applied to the services AT&T Florida provides to CA, but AT&T Florida's billing system had not yet been updated to reflect the new tax. In that case, the new tax would not be listed on CA's bill." CA argues taxing authorities provide ample notice for billing system changes to be made before taxes become effective, so AT&T Florida's representation is untrue.

AT&T Florida

AT&T Florida generally agrees with CA and the language stating that taxes will be shown as a separate line item but adds the qualifier "whenever possible" in case it is impossible for AT&T Florida to list taxes separately. AT&T Florida asserts that it has no reason to purposely omit taxes from its bills. However, AT&T Florida argues CA should not be excused from paying legitimate taxes if the taxes are not separately listed or based on the appearance of AT&T Florida's bills. Therefore, AT&T Florida argues that we should adopt AT&T Florida's language.

AT&T Florida does not have a process that proactively examines the taxes billed unless there is a billing dispute. If there is a billing dispute that requires an update to the billing system then it is referred for a correction order.

Decision

We find that CA is still responsible for all taxes due regardless of whether AT&T Florida has included each tax on an invoice and whether each tax is stated separately on those invoices. We shall approve AT&T Florida's proposed language in the ICA. AT&T Florida contends that if there is a billing dispute that requires an update to the billing system, the disputed bill is referred for a correction order. This gives CA the opportunity to dispute any issues it believes have occurred on its bills.

We find that the purchasing party shall pay taxes regardless of whether the providing party includes taxes on an invoice or states a tax separately on such invoice. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

37.1 Except as otherwise provided in this Section, with respect to any purchase of products or services under this Agreement, if any Tax is required or permitted by Applicable Law to be billed to and/or collected from the purchasing Party by the providing Party, then: (i) the providing Party shall have the right to bill the purchasing Party for such Tax; (ii) the purchasing Party shall pay such Tax to the providing Party; and (iii) the providing Party shall pay or remit such Tax to the respective Governmental Authority. Whenever possible, Taxes shall be billed as a separate item on the invoice; provided, however, that failure to include Taxes on an invoice or to state a Tax separately shall not impair the obligation of the purchasing Party to pay any Tax. Nothing shall prevent the providing Party from paying any Tax to the appropriate Governmental Authority prior to the time: (i) it bills the purchasing Party for such Tax, or (ii) it collects the Tax from the purchasing Party. If the providing Party fails to bill the purchasing Party for a Tax at the time of billing the products or services to which the Tax relates, then, as between the providing Party and the purchasing Party, the providing Party shall be liable for any penalties or interest thereon. However, if the purchasing Party fails to pay any Tax properly billed by the providing Party, then, as between the providing Party and the purchasing Party, the purchasing Party shall be solely responsible for payment of the Tax and any penalties or interest thereon. Subject to the provisions of this Section 35.0 governing contests of disputed Taxes, the purchasing Party shall be liable for and the providing Party may collect from the purchasing Party any Tax, including any interest or penalties for which the purchasing Party would be liable under this subsection, which is paid by Providing Party to the respective Governmental Authority within the applicable statute of limitations periods for assessment or collection of such Tax, including extensions; provided, however, that the providing Party notifies the purchasing Party within the earlier of (i) sixty (60) days following the running of such limitations period for including extensions, or (ii) six (6) years following the purchasing Party's payment for the products or services to which such Tax relates.

aa. Indemnification Agreement (GT&C § 37.3 and § 37.4)

We must decide whether CA should be excused from paying a tax to AT&T Florida (that CA would otherwise be obligated to pay) if CA pays the tax directly to the Governmental Authority.

Parties' Arguments

CA

CA argues that AT&T Florida should “exempt” it from paying taxes (1) for which CA has already provided the documentation that it has paid, or (2) pays taxes directly to the appropriate government authority. CA states that it is aware of and has experience submitting a “tax exemption” form that AT&T Florida gives CLECs to fill out to avoid being billed for things such as 911, relay, and similar taxes and fees.

CA does not want AT&T Florida to pay and then show proof for the purpose of reimbursement. In addition, CA is concerned that the way the current ICA language reads may cause a double-payment of a tax and a concern regarding the 911 surcharge and the resale line count. CA states it cannot determine which taxes AT&T Florida has paid and to whom if AT&T Florida does not give CA the county designation for each resale line or an aggregate count of the number of lines and the 911 surcharges, per county, so CA can claim exemption. Further, CA argues that exemptions for CA 911 obligations must be done by county and that the AT&T Florida proposed language assumes that CA is resale and not also facilities-based, which according to CA is contrary to the intent of the Act.

AT&T Florida:

AT&T Florida argues that if CA pays a tax, fee, or surcharge directly to the government and is also billed by AT&T Florida for the same tax, fee or surcharge, it does not mean that CA is being double-billed. AT&T asserts that the parties have agreed on ICA language and AT&T Florida contends that CA is trying to revise the language in the agreement.

Section 251(c)(4) of the Act requires an ILEC “to offer for resale at wholesale rates any telecommunications service that the carrier provides at retail to subscribers who are not telecommunications carriers.” Resale services are those services that AT&T Florida sells to CA for resale to CA end user customers. AT&T Florida sells the services to CA at the retail price, less a discount. The discount in Florida is 21.83 percent for residential lines and 16.81 percent for business lines.

When CA purchases a resale service from AT&T Florida and resells it to an end user customer, that end user customer has a retail relationship with CA for the purposes of buying and paying for that service. However, the underlying network and call functions are performed by AT&T Florida, and the CA resale customer is assigned a telephone number that belongs to

AT&T Florida.¹⁷ As a result, calls to and from the CA resale customer appear on the network as if they terminated to—or originated from—an AT&T Florida end use customer. For example, AT&T Florida asserts that if transport and termination charges for calls originated by a CA resale customer are paid to the terminating carrier by AT&T Florida—rather than by the reseller, it will be because those calls are originated on AT&T Florida’s network. Therefore, from the point of the terminating carrier, the calls appear as AT&T Florida originated calls. AT&T Florida, having paid the transport and termination charges to the terminating carrier, then bills those charges to CA.

AT&T Florida asserts that everything pertaining to the treatment and billing of a resale line is the same as for a retail line, including the treatment of taxes and surcharges payable by the end use customer. AT&T Florida states that a resale line is operationally identical to an AT&T Florida retail line, and AT&T Florida handles all taxes and surcharges the same as it does for its own retail lines.

When AT&T Florida bills one of its retail customers, the bill includes all applicable taxes and fees, in addition to AT&T Florida’s retail charges. AT&T Florida then pays the taxes and fees to the appropriate governmental authority. Therefore, with a resale line, AT&T Florida bills the CLEC reseller all applicable taxes and fees payable by the CLEC’s customer. AT&T Florida then remits those taxes and fees to the appropriate governmental authority. AT&T Florida contends that the reseller recovers those taxes and fees from its customer. AT&T Florida argues that all resellers in Florida comply without complaint, but CA is proposing to do things differently.

AT&T Florida argues that CA wants to remit the taxes to the governmental authority itself, rather than allowing AT&T Florida to collect and remit the taxes to the governmental authority. AT&T Florida argues that CA’s proposed language for §37.3 and §37.4 would be unreasonable even if it were to be consistent with language upon which the parties have already agreed. AT&T Florida contends that is because CA’s proposed language would require AT&T Florida to revamp its billing system to accommodate CA alone.

Decision

AT&T Florida argues that the word “exemption,” for purposes of addressing the application of taxes, means being released from, or not subject to, an obligation (to pay taxes) to an appropriate government authority. AT&T Florida argues that CA’s proposed language is not using the word in that way. Rather, when CA’s language says “exemption,” it is referring to a situation in which a tax applies (thus, no exemption in the usual sense), but CA nonetheless seeks to be excused from paying the tax amount (which AT&T Florida remitted to the government) to AT&T Florida.

¹⁷ A number that is within a block of numbers (NPA-NXX) that AT&T Florida obtained from the numbering authority.

If CA seeks a true tax exemption for one of its customers such as a governmental agency, CA would need to complete the necessary tax exemption forms for that customer, and submit them to AT&T Florida's Tax Exemption Group. AT&T Florida's website has the instructions and necessary forms available at its website, <https://clec.att.com/clec/shell.cfm?section=2544>. Once CA has completed this process, AT&T Florida would no longer assess tax charges on the exempt lines. While there is one Federal Excise Tax exemption form, there are multiple state tax exemption forms that may need to be completed and processed.

As stated, CA wants to remit the taxes to the governmental authority itself, rather than allowing AT&T Florida to collect and remit the taxes to the governmental authority. To do this, CA would need to complete an Indemnification Agreement which holds AT&T Florida harmless from any Tax, interest, penalties, loss, cost or expenses (including attorney fees) that may be incurred by AT&T Florida in connection with any claim asserted or actions taken by the respective Governmental Authority to assess or collect such tax from the providing party. Neither party's proposed language reflects our proposed language, so parties should negotiate language in conformance with our decision.

We find that if the purchasing party has completed an Indemnification Agreement which holds AT&T Florida harmless from any tax, then the purchasing party shall be excused from paying the tax to the providing party that the providing party would otherwise be obligated to pay. Therefore, the parties' shall negotiate language conforming to our decision on this matter. The companies proposed language is as follows:

AT&T Florida

37.3 To the extent a purchase of products or services under this Agreement is claimed by the purchasing Party to be for resale or otherwise exempt from a Tax, the purchasing Party shall furnish to the providing Party an exemption certificate in the form reasonably prescribed by the providing Party and any other information or documentation required by Applicable Law or the respective Governmental Authority. Prior to receiving such exemption certificate and any such other required information or documentation, the Providing Party shall have the right to bill, and the Purchasing Party shall pay, Tax on any products or services furnished hereunder as if no exemption were available, subject to the right of the Purchasing Party to pursue a claim for credit or refund of any such Tax pursuant to the provisions of this Section 37.0 and the remedies available under Applicable Law. If it is the position of the purchasing Party that Applicable Law exempts or excludes a purchase of products or services under this Agreement from a Tax, or that the Tax otherwise does not apply to such a purchase, but Applicable Law does not also provide a specific procedure for claiming such exemption or exclusion or for the purchaser to contest the application of the Tax directly with the respective Governmental Authority prior to payment, then the providing Party *may in its discretion agree not to bill and/or not to* require payment of such Tax by the purchasing Party, provided that the purchasing Party (i) furnishes the providing Party with any exemption certificate

requested by and in the form reasonably prescribed by the providing Party, (ii) furnishes the providing Party with a letter signed by an officer of the purchasing Party setting forth the basis of the purchasing Party's position under Applicable Law; and (iii) furnishes the providing Party with an indemnification agreement, reasonably acceptable to the providing Party, which holds the providing Party harmless from any Tax, interest, penalties, loss, cost or expenses (including attorney fees) that may be incurred by the providing Party in connection with any claim asserted or actions taken by the respective Governmental Authority to assess or collect such Tax from the providing Party.

37.4 To the extent permitted by and pursuant to Applicable Law, and subject to the provisions of this Section 37.0, the purchasing Party shall have the right to contest with the respective Governmental Authority, or if necessary under Applicable Law to have the providing Party contest (in either case at the purchasing Party's expense) any Tax that the purchasing Party asserts is not applicable, from which it claims an exemption or exclusion, or which it claims to have paid in error; provided, however, that (i) the purchasing Party shall ensure that no lien is attached to any asset of the providing Party as a result of any contest of a disputed Tax; (ii) with respect to any Tax that could be assessed against or collected from the providing Party by the respective Governmental Authority, the providing Party shall retain the right to determine the manner of contesting such disputed Tax, including but not limited to a decision that the disputed Tax will be contested by pursuing a claim for credit or refund; (iii) except to the extent that the providing Party has agreed pursuant to this Section 37.0 not to bill and/or not to require payment of such Tax by the purchasing Party pending the outcome of such contest, the purchasing Party pays any such Tax previously billed by the providing Party and continues paying such Tax as billed by the providing Party pending the outcome of such contest. In the event that a disputed Tax is to be contested by pursuing a claim for credit or refund, if requested in writing by the purchasing Party, the providing Party shall facilitate such contest (i) by assigning to the purchasing Party its right to claim a credit or refund, if such an assignment is permitted under Applicable Law; or (ii) if an assignment is not permitted, by filing and pursuing the claim on behalf of the purchasing Party but at the purchasing Party's expense. Except as otherwise expressly provided in this Section 37.0, nothing in this Agreement shall be construed to impair, limit, restrict or otherwise affect the right of the providing Party to contest a Tax that could be assessed against or collected from it by the respective Governmental Authority. With respect to any contest of a disputed Tax resulting in a refund, credit or other recovery, as between the purchasing Party and the providing Party, the purchasing Party shall be entitled to the amount that it previously paid, plus any applicable interest allowed on the recovery that is attributable to such amount, and the providing Party shall be entitled to all other amounts.

CA

37.3 To the extent a purchase of products or services under this Agreement is claimed by the purchasing Party to be for resale or otherwise exempt from a Tax, the purchasing Party shall furnish to the providing Party an exemption certificate in the form reasonably prescribed by the providing Party and any other information or documentation required by Applicable Law or the respective Governmental Authority. *Purchasing Party shall have the right to claim and receive exemption from any governmental tax, fee or surcharge which it can reasonably prove that it remits directly to the proper government entity. If an official certificate of exemption does not exist for a specific tax or government surcharge, the parties agree that proof of payment of the tax or surcharge directly to the government entity shall constitute adequate proof of exemption.* Prior to receiving such exemption certificate and any such other required information or documentation, the Providing Party shall have the right to bill, and the Purchasing Party shall pay, Tax on any products or services furnished hereunder as if no exemption were available, subject to the right of the Purchasing Party to pursue a claim for credit or refund of any such Tax pursuant to the provisions of this Section 37.0 and the remedies available under Applicable Law. If it is the position of the purchasing Party that Applicable Law exempts or excludes a purchase of products or services under this Agreement from a Tax, or that the Tax otherwise does not apply to such a purchase, but Applicable Law does not also provide a specific procedure for claiming such exemption or exclusion or for the purchaser to contest the application of the Tax directly with the respective Governmental Authority prior to payment, then the providing Party *shall not* require payment of such Tax by the purchasing Party, provided that the purchasing Party (i) furnishes the providing Party with any exemption certificate requested by and in the form *reasonably* prescribed by the providing Party, (ii) furnishes the providing Party with a letter signed by an officer of the purchasing Party setting forth the basis of the purchasing Party's position under Applicable Law; and (iii) furnishes the providing Party with an indemnification agreement, reasonably acceptable to the providing Party, which holds the providing Party harmless from any Tax, interest, penalties, loss, cost or expenses (including attorney fees) that may be incurred by the providing Party in connection with any claim asserted or actions taken by the respective Governmental Authority to assess or collect such Tax from the providing Party.

37.4 To the extent permitted by and pursuant to Applicable Law, and subject to the provisions of this Section 37.0, the purchasing Party shall have the right to contest with the respective Governmental Authority, or if necessary under Applicable Law to have the providing Party contest (in either case at the purchasing Party's expense) any Tax that the purchasing Party asserts is not applicable, from which it claims an exemption or exclusion, or which it claims to have paid in error; provided, however, that (i) the purchasing Party shall ensure that no lien is attached to any asset of the providing Party as a result of any

contest of a disputed Tax; (ii) with respect to any Tax that could be assessed against or collected from the providing Party by the respective Governmental Authority, the providing Party shall retain the right to determine the manner of contesting such disputed Tax, including but not limited to a decision that the disputed Tax will be contested by pursuing a claim for credit or refund; (iii) except to the extent that the providing Party has agreed pursuant to this Section 37.0 not to bill and/or not to require payment of such Tax by the purchasing Party pending the outcome of such contest, the purchasing Party pays any such Tax previously billed by the providing Party and continues paying such Tax as billed by the providing Party pending the outcome of such contest.

In the event that a disputed Tax is to be contested by pursuing a claim for credit or refund, if requested in writing by the purchasing Party, the providing Party shall facilitate such contest (i) by assigning to the purchasing Party its right to claim a credit or refund, if such an assignment is permitted under Applicable Law; or (ii) if an assignment is not permitted, by filing and pursuing the claim on behalf of the purchasing Party but at the purchasing Party's expense. Except as otherwise expressly provided in this Section 37.0, nothing in this Agreement shall be construed to impair, limit, restrict or otherwise affect the right of the providing Party to contest a Tax that could be assessed against or collected from it by the respective Governmental Authority. With respect to any contest of a disputed Tax resulting in a refund, credit or other recovery, as between the purchasing Party and the providing Party, the purchasing Party shall be entitled to the amount that it previously paid, plus any applicable interest allowed on the recovery that is attributable to such amount, and the providing Party shall be entitled to all other amounts. *Taxes for which the Purchasing Party has provided evidence of direct payment to the Governmental Authority shall not be treated as contested under this provision and shall be entitled to exemption by the Providing Party.*

IV. Network Interconnection

a. Definition of "Entrance Facilities" (Net. Int. § 2.9)

We must determine if the definition of "Entrance Facilities" should exclude interconnection arrangements when the POI is within AT&T Florida's CO. Entrance Facilities are the transmission facilities (typically wires or cables) that connect the CLEC's network with the ILEC's network for the mutual exchange of traffic. Entrance Facilities typically extend outside of the CO. However, the resolution of this issue essentially hinges on whether AT&T Florida should be able to charge CA for "intra-building facilities," located within AT&T Florida's CO, that connect CA's collocation space with the POI.

Parties' Arguments

CA

The parties have agreed to AT&T Florida's proposed language in Net. Int. § 2.9 which defines "Entrance Facilities." However, CA argues that AT&T Florida's definition of Entrance Facilities implies that AT&T Florida can charge for Entrance Facilities regardless of where the POI is located. According to CA, Entrance Facilities should only apply if CA requests AT&T Florida to provide transport for interconnection trunks from AT&T Florida's CO to another location. CA argues that AT&T Florida should not charge for Entrance Facilities when the POI is within an AT&T Florida CO building and CA extends its network to meet AT&T Florida at the POI. Therefore, CA proposes to include additional language in Net. Int. § 2.9 that explicitly excludes from the definition of Entrance Facilities arrangements where the POI is within an AT&T Florida serving wire center and CA provides its own transport on its side of the POI.¹⁸

CA asserts that the POI is the ILEC's CO building and not a specific location within the building. Hence, collocation within the CO is "at the point of interconnection." CA argues that its assertions are supported by industry standards. Historically the industry, including AT&T Florida, has considered the ILEC's CO building itself to be the POI and "on the ILEC's network." Therefore, a collocation within the CO was considered at the POI.

However, CA claims that in recent years AT&T Florida has deviated from the industry's standard by adopting the position that neither the CO building nor CA's collocation space within the building is the POI because they are not located on AT&T Florida's network. Instead, CA argues that AT&T Florida has designated specific areas, in which a CLEC is not permitted to establish collocation, within its CO as points on its network. Once the CLEC collocates inside of the CO building, AT&T Florida then charges the CLEC for the intra-building facilities to connect the CLEC's collocation to the POI.

CA argues that AT&T Florida has referred to these intra-building facilities as Entrance Facilities. CA argues that because the collocation is also the POI, if CA collocates inside of AT&T Florida's CO building, and provides the interconnection circuits to do so, CA has met its burden to "meet at the POI." Therefore, CA should not be charged for the intra-building facilities that connect the collocation space to some other room within AT&T Florida's CO building that AT&T Florida considers on its network or the POI.

Further, CA argues that the intra-building facilities that connect the collocation space to AT&T Florida's main distribution frame/ POI are paid for by CA because they are a part of CA's cost to collocate. CA attests that by charging CA a monthly fee for these intra-building facilities, AT&T Florida is double billing CA. Therefore by its proposed language, CA seeks to clarify that if CA collocates within AT&T Florida's CO building that AT&T Florida will not charge CA for the intra-building facilities/Entrance Facilities that connect CA's collocation to the POI.

¹⁸ The CO is sometimes referred to as a wire center.

AT&T Florida

AT&T Florida argues that the parties' agreed upon language is the appropriate definition of Entrance Facilities. AT&T Florida asserts that CA's proposed language contradicts the agreed upon language and could possibly lead to future disputes. By its additional proposed language, CA also attempts to expand the definition of Entrance Facilities to include the intra-building facilities between CA's collocation and the POI. AT&T Florida further argues that CA appears to misunderstand what Entrance Facilities are and the options that CA has to interconnect.

AT&T Florida argues that the agreed upon definition of Entrance Facilities does not imply that AT&T Florida could charge for Entrance Facilities regardless of where the POI is located. The definition does not indicate when AT&T Florida would, or would not, charge for Entrance Facilities; it merely defines the term. According to AT&T Florida, the terms and conditions for CA's interconnection with AT&T Florida, using Entrance Facilities, are appropriately set forth in Net. Int. § 3.3.2, and the associated rates are listed in the Pricing Sheets.

AT&T Florida also argues that the agreed upon language in Net. Int. §3.3 provides CA with three methods of interconnection, collocation, leased Entrance Facilities, or fiber meet point. AT&T Florida does not charge for Entrance Facilities when the CLEC chooses to collocate. Entrance Facilities would be provided (and AT&T Florida would bill) only when the POI is within an AT&T Florida CO and CA does not elect to collocate in that office. Entrance Facilities would not be provided (and AT&T Florida would not bill) when CA collocates transport terminating equipment or leases facilities from another carrier or self-provisions. Therefore, if CA elects to interconnect with AT&T Florida via collocation (Net. Int. § 3.3.1) and does not lease Entrance Facilities (§ 3.3.2), AT&T Florida would not charge CA for Entrance Facilities.

AT&T Florida contends that the parties agree that CA bears the responsibility for all transport facilities on its side of the POI, regardless of whether CA self-provides the facilities, leases facilities from another carrier, or leases facilities from AT&T Florida. However, AT&T Florida argues in the context of that responsibility, CA's proposed additional language reflecting that "Entrance Facilities do not apply" when CA "provides its own transport" is confusing and could be interpreted to include when CA leases facilities from AT&T Florida. Further, CA's proposed language contradicts other provisions within the ICA.

AT&T Florida argues that it is apparent that CA does not want to be charged for any facilities inside of AT&T Florida's CO. This position is unrelated to Entrance Facilities because Entrance Facilities always extend outside of the CO and are always on the CLEC's side of the POI. However, CA's proposed language aims to broaden the definition of Entrance Facilities to include these intra-building facilities.

Further, AT&T Florida argues that neither the CO building nor CA's collocation space within the building is the POI because they are not located on AT&T Florida's network. CA's collocation space is on CA's network. The parties have agreed to language in Net. Int. § 2.26 that

the POI is a point on AT&T Florida's network, which may be at an end office or tandem building. However, this does not mean that the building itself is a technically feasible point of interconnection—it is a building that houses a part of the network, not a point on AT&T Florida's network.

Rather, the POI would be at a physical piece of AT&T Florida's equipment within the building to which both parties connect their respective facilities, such as at a cross-connect point on a distribution frame. The parties have also agreed in Net. Int. § 3.3.1 that when CA collocates for the purpose of interconnection, CA is responsible for the facilities to connect from the collocation space to the demarcation point designated by AT&T Florida. Therefore, CA is responsible for providing the facilities to connect with AT&T Florida's network at the POI, even when CA is collocated within the same building where it has established the POI.

Decision

The parties have agreed to the following definition of Entrance Facilities as proposed by AT&T Florida in Net. Int. § 2.9:

“Entrance Facilities” are the transmission facilities (typically wires or cables) that connect CLEC's network with AT&T-21STATE's network for the mutual exchange of traffic. These Entrance Facilities connect CLEC's network from CLEC's Switch or point of presence (POP) within the Local Access Transport Area (LATA)¹⁹ to the AT&T-21STATE Serving Wire Center of such Switch or POP for the transmission of telephone exchange service and/or exchange access service.

However, CA has proposed to add the following language:

Entrance Facilities do not apply to interconnection arrangements where the mutually-agreed Point of Interconnection (POI) is within an AT&T-21STATE Serving Wire Center, and CA provides its own transport on its side of that POI.

CA has indicated that its additional proposed language is meant to clarify that AT&T Florida will not charge CA for Entrance Facilities when CA collocates within an AT&T Florida CO building. However, based on the agreed upon language in the ICA, if CA chooses to collocate within an AT&T Florida CO, Entrance Facilities would not be applicable. Therefore, CA would not be charged for Entrance Facilities.

It appears that the Entrance Facilities that CA is referring to are actually intra-building facilities (which are totally unrelated to actual Entrance Facilities) that connect CA's collocation space within AT&T Florida's CO with the POI. Since Entrance Facilities always extend “outside” of the CO, by definition these intra-building facilities are not Entrance Facilities.

¹⁹ The LATA (local access and transport area) is a term used to describe the geographic region or service area where a local exchange carrier provides service.

Further, CA indicated in the record that it defines Entrance Facilities as a transport mechanism that AT&T Florida is required to provide to a CLEC in order to connect the two parties' networks on the CLEC's side of an AT&T Florida's CO. CA's definition of Entrance Facilities is essentially the same as the parties agreed upon language in Net. Int. § 2.9.

Although CA often referred to the intra-building facilities that connect CA's collocation with the POI within AT&T Florida's CO as Entrance Facilities, CA acknowledges that these intra-building facilities, are in fact, not Entrance Facilities. However, CA still asserts that a collocation within an AT&T Florida's CO is at the POI. Therefore, CA asserts that it should not be charged for intra-building facilities when it collocates inside of AT&T Florida's CO and CA extends its network to meet AT&T Florida at the POI.

In this issue, as stated, we must determine if the definition of Entrance Facilities should exclude interconnection arrangements in which the POI is within an AT&T Florida serving wire center CA provides its own transport on its side of the POI. Based on our review of the parties' arguments, we find that the definition of Entrance Facilities shall exclude interconnection arrangements in which the POI is within AT&T Florida's serving wire center and CA provides its own transport on its side of the POI.

We agree with AT&T Florida's assessment that, by its additional proposed language, CA attempts to expand the definition of Entrance Facilities, which are always on the CLEC's side of the POI, to include the intra-building facilities between CA's collocation and the POI. CA has acknowledged that it's main concern is to not be required to pay AT&T Florida a monthly recurring charge for intra-building facilities used for local interconnection. However, CA has acknowledged that these intra-building facilities are in fact not Entrance Facilities.

Further, Entrance Facilities are only provided and billed for when the POI is within an AT&T Florida CO and CA does not elect to collocate in that office. Entrance Facilities would not be provided, nor would CA be billed for Entrance Facilities, when CA collocates transport terminating equipment. When CA elects to use collocation as its method of interconnection (Net. Int. § 3.3.1), the parties have agreed to language stating that CA is responsible for the facilities to connect from the collocation space to the demarcation point designated by AT&T Florida.

We find the agreed upon ICA language proposed by AT&T Florida is the appropriate definition of Entrance Facilities. We find it appropriate that the definition of Entrance Facilities shall exclude interconnection arrangements in which the POI is within an AT&T Florida serving wire center and CA provides its own transport on its side of that POI. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

2.9 "Entrance Facilities" are the transmission facilities (typically wires or cables) that connect CLEC's network with AT&T-21STATE's network for the mutual exchange of traffic. These Entrance Facilities connect CLEC's network from CLEC's Switch or point of presence ("POP") within the LATA to the AT&T-21STATE Serving Wire Center of such Switch or POP for the transmission of telephone exchange service and/or exchange access service.

b. Lease of TELRIC-Priced Facilities (Net. Int. § 3.2.4.6)

We must determine whether it is appropriate to include language that addresses methods of interconnection and pricing in the network interconnection architecture plan section of the ICA.

Parties' Arguments

CA

CA has agreed to AT&T Florida's proposed language requiring CA to establish a second POI due to excessive traffic. However, CA argues that AT&T Florida is the only ILEC that has language in its ICA that requires a CLEC to do so. Other ILECs only require a CLEC to establish one POI per Local Access and Transport Area or LATA. Further, CA argues that AT&T Florida's provision requiring CA to establish a secondary POI is inconsistent with the FCC's single-point-of interconnection requirement.

CA argues that, although it has agreed to establish additional POIs under certain circumstances, CA only agrees to AT&T Florida's proposal as a "matter of negotiation." CA is willing to establish additional POIs, although no other ILEC requires a CLEC to do so, but CA wants to make sure that it will be entitled to purchase transport facilities at TELRIC²⁰ rates.

Therefore, by its proposed language CA seeks to clarify that if AT&T Florida requires CA to establish a secondary POI for local interconnection, CA will be entitled to lease the facilities, specifically dedicated interoffice transport, that connect the new POI with the original POI at TELRIC Entrance Facility rates. CA argues that its proposed language is necessary to ensure that AT&T Florida does not require CA to establish additional POIs then attempt to charge CA special access rates, which are much higher than TELRIC rates, for the facilities connecting the POIs.

Further, CA argues that the network interconnection architecture plan section of the ICA is the appropriate section to include CA's proposed language. CA's language is directly relevant to local interconnection trunks that are connecting CA's initial POI to a second POI required by AT&T Florida under the language in Net. Int. §3.2.4.6. However, CA argues that since the parties cannot agree upon the terms for TELRIC-based transport to the secondary POI, we should strike both parties' language so that CA would not be required to establish a secondary POI. In turn, AT&T Florida would have no specific obligation to provide transport facilities at TELRIC rates if CA elected to establish a secondary POI on its own.

²⁰ TELRIC = Total Element Long Run Incremental Cost, the cost standard required by 47 U.S.C. § 252(d)(1) and used by the FCC in 47 C.F.R. § 51.505 for states to set rates for Unbundled Network Elements (UNEs) and collocation.

AT&T Florida

AT&T Florida objects to CA's proposed language which sets forth options for interconnecting at an additional POI in Net. Int. § 3.2.4.6. AT&T Florida argues that CA's proposed language should not be included in the network interconnection architecture plan because the language is unnecessary and introduces an ambiguity that could lead to future disputes. AT&T Florida asserts that the purpose of the network interconnection architecture plan section (Net. Int. § 3.2) is to set forth the overarching terms and conditions regarding how the parties will interconnect. It generally describes AT&T Florida's network and provides that the parties will agree to and document a physical architecture plan for each area and states how the parties will handle changes to the plan (Net. Int. §§ 3.2.1 and 3.2.5, respectively).

Further, the network interconnection architecture plan describes the parties' respective physical and financial responsibilities associated with the interconnection arrangement CA selects (§§ 3.2.2 and 3.2.6), as well as how foreign exchange services will be handled (§ 3.2.3). Section 3.2.4 of the network interconnection architecture plan provides the terms for establishing one or more POIs in a LATA while Section 3.2.7 sets forth the technical interfaces that the parties will use.

AT&T Florida argues that the network interconnection architecture plan does not include specific methods of interconnection or the pricing options (as proposed by CA) that are available to the CLEC. Interconnection methods, to which the parties have agreed, are set forth in Net. Int. § 3.3. Pricing is listed in the Pricing Sheets and/or relevant tariffs. AT&T Florida argues that CA's proposed language includes specific interconnection methods and pricing, that are appropriately included elsewhere in the ICA, and therefore, should not be included in the network interconnection architecture plan section.

AT&T Florida also argues that it is unclear what CA meant in its proposed language when CA references "Dedicated Transport-Interoffice Channel." A dedicated transport-interoffice channel is available as an unbundled network element (UNE) pursuant to Section 251(c)(3) of the Act and it is also a separate rate element for the purpose of interconnection pursuant to Section 251(c)(2). However, CA's proposed language does not recognize this distinction. Because CA's proposed language does not recognize that the distinction and the availability and use criteria for UNEs and interconnection are different, AT&T Florida argues that CA's proposed language could lead to future disputes.

Further, AT&T Florida argues that based on CA's proposed language and position statement, it appears that CA is confusing local interconnection with UNE. AT&T Florida will provide CA both UNEs and local interconnection at cost-based prices (i.e., based on TELRIC), but the criteria regarding availability and use are different for each. CA may use a UNE for any purpose (except for the sole provision of information services or to provide service to itself) including interconnection. However, UNE dedicated transport is only available when the requested route is impaired. For instance, if CA ordered UNE DS 1 transport between two AT&T Florida offices on a route that was not impaired, AT&T Florida would deny that request even if CA intended to use it for local interconnection.

In contrast, while there is no impairment test for availability of local interconnection facilities, there are strict criteria regarding their use, which are detailed in Net. Int. § 3.3.3.2 and 3.3.2.3. For example, CA would not be entitled to local interconnection DS1 transport to carry both local interconnection and backhaul traffic, because backhaul traffic is not eligible for carriage on TELRIC-priced facilities. The parties have also agreed to language in Net. Int. § 3.3.2, and its subsections, that provides the relevant terms and conditions pursuant to which CA may lease TELRIC-priced Entrance Facilities for the sole purpose of local interconnection. Those terms apply when CA establishes additional POIs.

Decision

We agree with AT&T Florida that the network interconnection architecture plan section should not include CA's proposed language. The network interconnection architecture plan is not the appropriate section to address CA leasing facilities from AT&T Florida. This section should generally describe the terms and conditions in respect to how CA and AT&T Florida will interconnect and describe AT&T Florida's network. This section should not include specific methods of interconnection and pricing options.

The parties have agreed that when CA has a single POI (or multiple POIs) in a LATA, CA will establish an additional POI at an AT&T Florida Tandem Servicing Area, separate from the existing POI arrangement, when there is excessive traffic through the existing POI to that AT&T Florida Tandem Servicing Area. The agreed upon language is located in the network interconnection architecture plan section of the ICA, specifically Net. Int. §§ 3.2.4.5, 3.2.4.5.1, and 3.2.4.52. If additional POIs are required, CA shall establish the POIs according to the agreed upon provisions listed in the applicable sections of the parties' ICA. AT&T Florida will provide CA both UNEs and local interconnection at TELRIC rates when applicable.

Further, we are not persuaded by CA's argument that we should strike both parties' language since the parties cannot agree upon the terms for TELRIC-based transport to the secondary POI. The parties have already agreed to language in Net. Int. § 3.3.2 and its subsections that provides the terms and conditions pursuant to which CA may lease TELRIC-priced Entrance Facilities (which are applicable) when establishing additional POIs. Since the parties have already agreed to language that provides the terms and conditions pursuant to which CA may lease TELRIC-priced facilities when establishing additional POIs, CA's proposed language is unnecessary. Therefore, we find that the network interconnection architecture plan section of the ICA shall not provide that CA may lease TELRIC-priced facilities to link one POI to another. We find that AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

3.2.4.6 The additional POI(s) will be established within ninety (90) calendar days of notification that the threshold has been met.

c. Responsibility for the Facilities that Carry OS/DA, E911, Mass Calling, Third Party and Meet Point Trunk Groups (Net. Int. § 3.2.6)

We must determine whether CA is solely responsible for the cost of facilities that carry OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups or only responsible for those costs on CA's side of the point of interconnection.

Parties' Arguments

CA

CA does not dispute that it is responsible for the cost of the facilities that carry CA's OS/DA, E911, Mass Calling (also referred to as high volume call-in (HVCI) or choke trunks), Third Party and Meet Point trunk groups. However, CA contends that, if it elects to order these facilities, CA is only responsible for the facilities on CA's side of the POI. CA asserts that E911 is not an ancillary service and therefore objects to AT&T Florida's proposed language. Instead CA argues E911 is a component of local interconnection. CA also argues that since HVCI trunks are also characterized as ancillary services, which implies that the trunks are optional, CA should not be required to order and pay AT&T Florida for HVCI trunks. Further, CA argues that it does not need high volume call-in trunks because they are antiquated and unnecessary in today's telecommunications environment.

CA asserts that it only intends to use E911 trunks. CA plans to connect facilities for the trunks directly at the POI for local interconnection. CA acknowledges that CLECs do order 911 trunks to connect to AT&T Florida's Selective Router, which is located on AT&T Florida's side of the POI.²¹ However, CA argues that 911 trunks are generally accepted to be included as components of local interconnection and the financial responsibility for local interconnection is divided at the POI. Therefore, CA argues that it should not be responsible for paying for 911 trunks on AT&T Florida's side of the POI.

CA further argues that AT&T Florida's proposed language attempts to double bill CA for 911 trunks. In Florida, the county emergency management entities that manage each 911 system pay AT&T Florida for the 911 trunks that the CLECs order to connect to AT&T Florida's Selective Router. CA argues that since the county emergency management already pays AT&T Florida for the 911 trunks on AT&T Florida's side of the POI, CA should not be financially responsible for the trunks.

CA acknowledges that the parties' agreed upon language in Net. Int. § 4.1.2 of the ICA lists OS/DA, E911, and the high-volume call-in trunk groups as ancillary services. However, CA argues that the language specifically states that the trunk groups "can" be established between the CLEC's switch and the appropriate AT&T Florida switch as further provided. The language does not specify that the CLEC "must" establish the trunk groups. Therefore, CA contends that it

²¹ E911 section 2.13 of the parties ICA defines AT&T Florida's selective router as "the equipment used to route a call to 911 to the proper PSAP based upon the number and location of the caller." It is a switch specially equipped to handle the proper routing of E911 calls.

did not object to the language characterizing the trunk groups as ancillary because the language indicates that establishing the trunk groups is optional and would only apply if the CLEC elected to order the trunks.

CA argues that although it did not raise an issue regarding the classification of the 911 and HVCI trunk groups as ancillary services when it agreed to the language in Net. Int. § 4.1.2., CA did raise the issue later when it argued that 911 is a part of local interconnection. CA contends that AT&T Florida's proposed ICA language poses some disparities, particularly because Net. Int. § 4.1.2. characterizes HVCI trunks as ancillary services, which are optional. However, CA asserts that in the ICA, AT&T Florida attempts to require CA to order and purchase these trunks.

CA also argues that AT&T Florida's assertion that OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups are not used for the mutual exchange of traffic is "on its face" false. The mass calling trunks that AT&T Florida seeks to require CA to order are specifically designed for the parties to exchange traffic. CA contends that if mass calling trunks were only solely used to benefit CA's customers then AT&T Florida would not be attempting to require CA to order these trunks.

Regarding E911 trunks, CA asserts that E911 is a component of emergency services where CA would have to send E911 calls to AT&T Florida's Selective Router. Therefore, from this perspective CA agrees that 911 trunks are not used for the mutual exchange of traffic because it would be a one-way trunk. Further, CA attests that it would not object to AT&T Florida's proposed language if AT&T Florida would revise the language to properly classify 911 facilities as local interconnection and not require CA to purchase mass calling trunks.

AT&T Florida

AT&T Florida argues that CA should be solely responsible for the facilities that carry OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups because these facilities are used by CA for the sole benefit of CA's customers and not for the mutual exchange of traffic with AT&T Florida. In 47 C.F.R § 51.5, the FCC has defined interconnection as "the linking of two networks for the mutual exchange of traffic. This term does not include the transport and termination of traffic." With the use of OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups, there is no mutual exchange of traffic. AT&T Florida argues that these trunk groups carry ancillary services, as identified in the agreed upon language in the Net. Int. § 4.1.2, which are separate and apart from local interconnection trunks. With ancillary services, unlike with local interconnection, the POI is not the demarcation point between the parties' networks. Therefore, the financial responsibility for these trunks groups is not divided at the POI.

Further, AT&T Florida argues that the parties have agreed to language in the ICA in Attachment 6, Customer Information Services § 3.3.2 and 3.3.3 that makes it clear that the demarcation point for OS/DA need not coincide with the POI and identifies the AT&T Florida OS/DA switch as the demarcation point, not the POI. Also, Customer Information Services § 3.3.4 delegates the financial responsibility for the transport facilities to the CLEC. AT&T Florida argues that these provisions make it clear that the POI (which is the demarcation point for local

interconnection facilities) is irrelevant when considering financial responsibility for the facilities that carry CA's OS/DA traffic.

Regarding 911, AT&T Florida argues that its proposed language makes it clear that CA is responsible for the cost of the "facilities" that carry 911 traffic. The language does not mention anything regarding the 911 "trunks." CA has objected to paying for 911 trunks because the public safety agencies pay AT&T Florida for these trunks. However, AT&T Florida argues that it is not proposing to charge CA for 911 trunks. The issue is about the facilities over which the trunks ride. The public safety agencies do not pay AT&T Florida for the 911 facilities between CA and AT&T Florida's Selective Router.

AT&T Florida argues that the parties have agreed to language in the ICA in Attachment 5, E911, Section 4.2.1 which provides that CA is financially responsible for the transport facilities to each AT&T Florida E911 Selective Router in the areas in which CA is authorized to provide service. Further, the agreed upon language in Attachment 5, E911, Section 4.2.5 states that CA is responsible for maintaining the facility transport capacity sufficient to route 911 traffic over trunks dedicated to 911 interconnection between the CA switch and AT&T Florida's E911 selective router. The selective router is a switch that is equipped to route a 911 call to the proper PSAP based upon the number and location of the caller. The selective router is not the POI. However, AT&T Florida asserts that CA is still financially responsible for the transport facilities to each AT&T Florida Selective Router in each area in which CA is authorized to provide telephone exchange service. Therefore, CA's proposed language indicating that it would only be responsible for the facilities on its side of the POI directly conflicts with the agreed upon language in the E911 Attachment.

AT&T Florida argues that CA has also agreed to language in the ICA that designates CA as the party solely responsible for all recurring and nonrecurring charges associated with Third Party Traffic trunks and facilities.²² Therefore, AT&T Florida is not financially responsible (nor should it be) for any costs associated with third party traffic. In regards to CA's arguments that it should not be required to order and purchase mass calling trunks, AT&T Florida's proposed language requiring HVCI trunks is the subject of later discussion in this Order. AT&T Florida contends that to the extent that AT&T Florida prevails and CA establishes HVCI trunk groups, it is appropriate for CA to be solely responsible for the facilities that carry its HVCI traffic to the designated HVCI access tandem in each serving area.²³

Decision

We find that CA shall be solely responsible for the facilities that carry CA's OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups. The parties agree that CA is solely responsible for the cost of the facilities that carry the OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups on CA's side of the POI. However, this dispute is mainly

²² Network Interconnection section 4.3.6.

²³ See AT&T Florida's proposed language in Network Interconnection sections 4.3.9, 4.3.9.1, 4.3.9.2, 4.3.9.3, and 4.3.9.4.

about whether CA is responsible for the facilities when they extend beyond CA's side of the POI.

CA has objected to paying for 911 trunks because the public safety agencies pay AT&T Florida for the trunks. AT&T Florida acknowledged that the county public safety agencies do pay AT&T Florida for the 911 trunks. However, AT&T Florida argues that the public safety agencies do not pay AT&T Florida for the 911 facilities or for the facilities between CA and AT&T Florida's Selective Router. Further, AT&T Florida argues that its proposed language does not mention that CA is responsible for 911 trunks. The language clearly states that CA would be solely responsible for the "facilities" that carry OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups for which CA does not dispute that it is responsible.

The parties have also agreed to language that clearly characterizes the trunk groups as ancillary services. AT&T Florida argues that with ancillary services, unlike with local interconnection, the POI is not the demarcation point between the parties' network. Therefore, the responsibility for these trunk groups is not divided at the POI. The parties have also agreed to ICA language, in various sections of the ICA, that clearly identifies the demarcation point for the trunk groups and delegates the financial responsibility for the transport facilities to the CLEC.

If CA had an issue with the characterization of the trunk groups as ancillary and with being financially responsible for the facilities beyond CA's POI, CA should have raised the issues prior to agreeing to language that classified the trunk groups as such and designated the financial responsibility to CA. The language that CA is proposing to add in this section contradicts the language that the parties have agreed to in Net. Int. § 4.1.2, Customer Information Services §§ 3.3.2, 3.3.3, and 3.3.4, and in E911 § 4.2.1 and 4.2.5, as discussed above. Therefore, we find that AT&T Florida's proposed language is appropriate and shall be approved. We further find that CA shall be solely responsible for the facilities that carry CA's OS/DA, E911, Mass Calling, Third Party and Meet Point trunk groups. The approved language is as follows:

3.2.6 CLEC is solely responsible, including financially, for the facilities that carry Operator Services/Directory Assistance ("OS/DA"), E911, Mass Calling, Third Party and Meet Point Trunk Groups.

d. Point of Interconnection (Net. Int. § 3.4.4)

We must decide whether CA's collocation space can be designated as the POI/demarcation point. The POI is where the carrier's networks meet and interconnect for the mutual exchange of traffic. The POI generally serves as the demarcation point between the carriers' networks. Each carrier is financially responsible for the facilities on its side of the POI.

Parties' Arguments

CA

CA contends that the ILEC's CO building is the POI. Therefore, if a CLEC collocates within the building the CLEC's collocation is "at the point of interconnection." CA argues that

its proposed language is intended to make it clear that if CA incurs the expense to build collocation in an AT&T Florida CO and delivers local interconnection there, that CA has met its burden to meet at the POI and is therefore exempt from any additional AT&T Florida charges for local interconnection circuits delivered by the collocation to some other room within AT&T Florida's CO building.

CA argues that the industry's standard has been that the ILEC's CO was a point on that ILEC's network and thus a collocation within that CO is "at the POI." However, in recent years AT&T Florida has taken the position that the CO building is not a point on its network, and therefore cannot be the POI.²⁴ Instead, CA argues that AT&T Florida has designated certain restricted rooms within its CO, in which a CLEC is not permitted to establish collocation, as points on its network. Once the CLEC collocates inside of the CO building, AT&T Florida then charges the CLEC for local interconnection circuits to connect the CLEC's collocation to the POI, which is located in one of the restricted areas within the CO building that AT&T Florida has designated as a point on its network. CA asserts that AT&T Florida has changed its position to gain an additional revenue source by charging the CLECs for the circuits that connect the CLECs' collocation to the POI.

CA argues that the collocation is the only location within AT&T Florida's CO building that CA is legally permitted to enter. It is also the only location within the building where CA is permitted to present interconnection circuits to AT&T Florida. CA asserts that AT&T Florida's proposed language makes it impossible for CA or any other CLEC to actually meet AT&T Florida at the POI. Further, CA argues the language would allow for AT&T Florida to charge every CLEC that collocates inside the CO building for intra-building circuits to connect the CLEC's collocation to the POI.

CA argues that its collocation is a technically feasible point for interconnection. Therefore, it should be allowed to designate the collocation as the POI. CA contends that 47 C.F.R. § 51.321(e) requires an ILEC to prove to the state commission that an interconnection point is not technically feasible when the ILEC denies a request for interconnection at a particular point. CA attests that AT&T Florida has denied its collocation as a POI because AT&T Florida has insisted that the collocation is not on its network.

CA asserts that AT&T Florida has failed to prove that CA's collocation is not a technically feasible POI. CA further asserts that AT&T Florida has also not shown that designating CA's collocation as the POI will cause any harm to AT&T Florida or its network. Therefore, CA argues that it should be allowed to designate its collocation as the POI.

AT&T Florida

AT&T Florida argues that CA cannot designate the collocation as the POI because the collocation arrangement is not a point on AT&T Florida's network. Section 251(c)(2)(B) of the Act requires that interconnection be "at any technically feasible point within the [incumbent]

²⁴ CA argues that no other ILECs in Florida have taken AT&T Florida's position that the CO building is not on the ILEC's network.

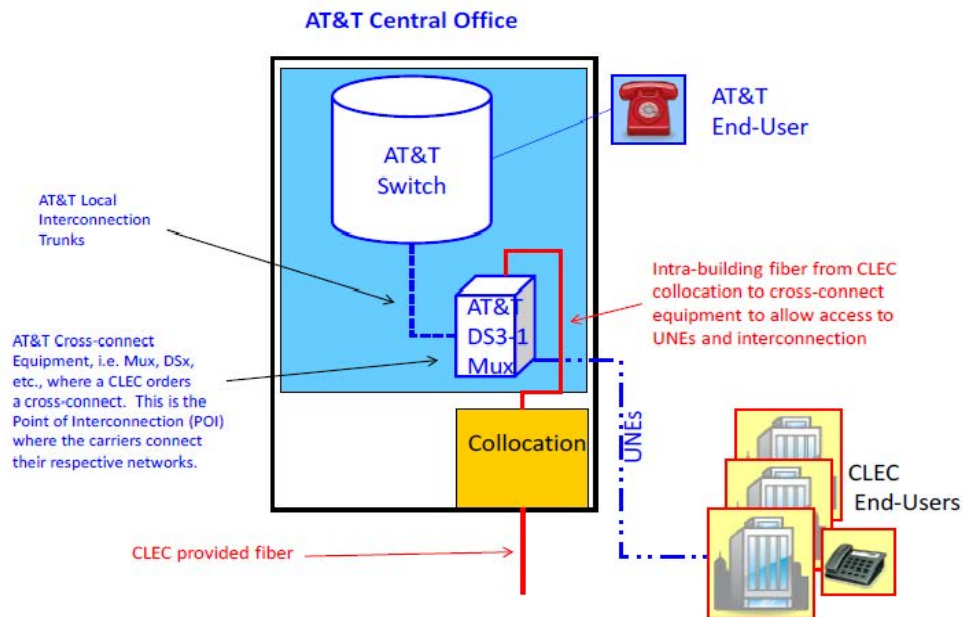
carrier's network" 47 U.S.C. § 251(c)(2)(B). The space in which CA is collocated, the caged area that CA leases and places its equipment in, is not on AT&T Florida's network. The collocation and CA's equipment are parts of CA's network. Therefore, AT&T Florida argues that FCC Rule 51.305(a)(2) does not allow CA to designate its collocation as the POI.

AT&T Florida further argues that its CO building is also not the POI, and neither are the floors, spaces, or rooms within the building. The CO is the building that houses a part of AT&T Florida's network. However, it is not a point on AT&T Florida's network. When a CLEC collocates with AT&T Florida for the purpose of establishing interconnection, the POI is routinely at the AT&T Florida cross-connect equipment as depicted in Figure 1 below.²⁵

In Figure 1, the AT&T Florida switch, the AT&T Florida local interconnection trunks, and the AT&T Florida cross-connect equipment, depicted as DS3-1 Mux, are all parts of AT&T Florida's network. The POI is at the point where the cable running from CA's equipment in its collocation space meets AT&T Florida's network. In other words, the POI is at the cross-connect equipment.

FIGURE 1

Typical Collocation Interconnection



²⁵ Figure 1: Typical Collocation Interconnection. This diagram illustrates how CA and AT&T Florida would physically collocate at an AT&T Florida CO building.

AT&T Florida contends that, after stating that the POI must be at any technically feasible point “within the incumbent LEC’s network,” FCC Rule 51.305(a)(2), lists six technically feasible points. The FCC’s minimum list of technically feasible points of interconnection within the ILEC’s network is:

- (i) The line-side of a local switch,
- (ii) The trunk-side of a local switch,
- (iii) The trunk interconnection points for a tandem switch,
- (iv) CO cross-connect points,
- (v) Out-of-band signaling transfer points necessary to exchange traffic at these points and access call-related databases, and
- (vi) The points of access to unbundled network elements as described in § 51.319.

AT&T Florida argues that its position is consistent with the FCC’s list. For instance, item (iv) on that list (the CO cross connect point) is where the POI would be in AT&T Florida’s CO. In addition, all of the other points listed on the FCC’s list are “clearly and indisputably” within and “on” AT&T Florida’s network. Further, AT&T Florida argues that the FCC’s list does not include a collocation arrangement or anything like a collocation arrangement as a technically feasible POI. The list also does not include the ILEC’s CO, floor space within the office, or a collocating carrier’s equipment.

AT&T Florida disagrees with CA’s argument that AT&T Florida’s proposed language would make it impossible for CA to actually meet at the POI. AT&T Florida argues that when a CLEC collocates with AT&T Florida, for the purpose of establishing interconnection, the POI is routinely at the AT&T Florida cross-connect. The CLEC also routinely pays for the intra-building fiber that runs from the CLEC’s collocation space to AT&T Florida’s equipment.

Therefore, AT&T Florida argues that if CA collocates it will meet AT&T Florida at the POI by means of a cable, that runs from CA’s collocated equipment to AT&T Florida’s cross-connect. Further, each party is financially responsible for the equipment on its side of the POI. AT&T Florida argues that since the POI is on AT&T Florida’s network, CA is responsible for the cost of all the equipment on its side of the POI. Therefore, CA is financially responsible for the cost of the cable that connects CA’s equipment in the collocation space to the POI/AT&T Florida’s cross-connect.

Decision

Typically, the demarcation point is the POI. We have addressed the issue of the demarcation point²⁶ between CLEC’s and ILEC’s networks in a previous generic docket. In our initial generic collocation dockets, we addressed “the appropriate demarcation point between the

²⁶ The parties’ ICA does not define the demarcation point. However, the POI, as described in the agreed upon language in Network Interconnection § 2.26, serves as the demarcation point.

ALEC²⁷ and ILEC equipment in situations where the ALEC's equipment is connected directly to the ILEC's network, without an intermediate point of interconnection."²⁸ In the generic collocation dockets proceeding, we held that:

We are persuaded that the ALEC's collocation site is the appropriate demarcation point. The demarcation point is the point at which each carrier is responsible for all activities on its side. The evidence of record clearly shows that, currently, ALECs are not allowed to manage or control the area outside of their collocation space. Moreover, establishing a demarcation point outside of an ALEC's collocation space could prohibit ALECs from managing or maintaining their cabling on their side of the demarcation point without a BellSouth Certified Contractor. Therefore, we find that the ALEC's collocation space is the appropriate demarcation point.

Furthermore, we agree that because the ILECs manage the cabling and cable racking in the common area, the ILEC should designate the location of such a point at the perimeter of an ALEC's space; however, ILECs shall not be required to terminate the cabling onto any ALEC device or equipment because we agree with witness Levy that the ILEC may not reach the ALEC end. The ALEC shall be responsible for terminating the cable to its own equipment and notifying the ILEC when completed. Also, ILECs shall be required to provide an ALEC-specified cable extension from the demarcation point at the same costs at which ILECs provide cable to itself.²⁹

We have also addressed other points of interconnection by stating:

ILECs and ALECs may negotiate other demarcation points up to the (conventional distribution frame). However, if terms cannot be reached between the carriers, the ALEC's collocation site shall be the default demarcation point.³⁰

A federal appellate court has similarly addressed AT&T Florida's argument that all interconnection must occur on its network pursuant to Section 251(c)(2) of the Act. On March 28, 2013, the United States Court of Appeals for the Sixth Circuit (Sixth Circuit) affirmed the United States District Court for the Southern District of Ohio's (Court) ruling regarding the Public Utilities Commission of Ohio's (PUCO) arbitration award between AT&T Ohio and Intrado Communications, Inc. In the arbitration, AT&T Ohio insisted that all points of

²⁷ ALEC stands for Alternative Local Exchange Carrier. This term is synonymous with and superseded by Competitive Local Exchange Carrier (CLEC).

²⁸ Order No. PSC-00-0941-FOF-TP, issued May 11, 2000, in Docket Nos. 981834-TP, *In re: Petition of Competitive Carriers for Commission action to support local competition in BellSouth Telecommunications, Inc.'s service territory, and 990321-TP, In re: Petition of ACI Corp. d/b/a Accelerated Connections, Inc. for generic investigation to ensure that BellSouth Telecommunications, Inc., Sprint-Florida, Incorporated, and GTE Florida Incorporated comply with obligation to provide alternative local exchange carriers with flexible, timely, and cost-efficient physical collocation.* page 51.

²⁹ *Ibid.*

³⁰ *Ibid.*

interconnection be on its network, relying upon Section 251(c)(2) of the Act, a provision only applicable to incumbent carriers like AT&T Ohio. That argument was identical to AT&T Florida's argument in the instant case. PUCO rejected this argument and instead relied on the general provisions of Section 251(a) of the Act and ordered the carriers to establish interconnection points on each other's networks. Both the Court and the Sixth Circuit affirmed PUCO's decision.³¹

The courts reasoned that PUCO properly based its decision "on Section 251(a) of the Act, which generally 'establishes the duty of a telecommunications carrier to interconnect directly or indirectly with the facilities of other telecommunications carriers' not on the incumbent carrier-specific provisions of Section 251(c)."³² The Sixth Circuit further clarified the hierarchical nature of the Act:

The court recognized that there was "no clear answer" to AT&T's argument regarding Section 251(c)(2) and the location of the points of interconnection. It explained that Section 251 provides a tiered hierarchy of interconnection requirements, designed to foster competition in telecommunications markets. While Section 251(a) imposes a general duty for all carriers to provide for interconnection, subsection (c) provides additional obligations specific to incumbent carriers. These additional obligations include allowing for interconnection "at any technically feasible point within the [incumbent] carrier's network." The court concluded that, based on this hierarchy, the Commission could compel AT&T to interconnect on Intrado's network under 251(a), regardless of 251(c)(2)'s requirement that AT&T offer a point on its own network: "If a competitor [non-incumbent carrier] can compel interconnection to another competitor [non-incumbent carrier] under Section 251(a) . . . it follows that an [incumbent carrier] can be compelled to interconnect with a competitor [non-incumbent carrier] under Section 251(a) as well. [Incumbent carriers], after all, have greater obligations to interconnect than competitor [non-incumbent carriers], not the other way around, as is well-established under the requirements of Section 251."³³

The Sixth Circuit summarized its decision regarding the Act and the FCC as follows:

Admittedly, the text of the Act is not always clear. However, we are persuaded that the district court's interpretation, that incumbent carriers are subject to Section 251(a)'s general interconnection duties, is the correct one. Simply stated, it makes little sense to read the Act in a way that imposes fewer duties on incumbent carriers than on less-established, nondominant carriers. As we have previously recognized, the Act is designed to encourage competition by imposing the greatest interconnection duties on incumbent carriers like AT&T. Here, were AT&T not an incumbent carrier subject to Section 251(c) and, instead, were a

³¹ *Ohio Bell Tel. Co. v. PUC of Ohio*, 711 F.3d 637 (6th Cir. Ohio 2013).

³² *Ibid.*, p. 4.

³³ *Ibid.*, p. 5.

less-established carrier, the issue would be easy: the Commission clearly would have the authority under Section 251(a) to order interconnection on Intrado's network. There is no limiting language in the statute stating that interconnection must occur on the incumbent carrier's network and, based on the hierarchical structure of the Act, it logically follows that the Commission has the authority to impose this same duty on an incumbent carrier.³⁴

The FCC also previously concluded that all telecommunications carriers have the right to interconnect under Section 251(a) of the Act, and has gone further to affirm that state commissions which deny carriers that right are inconsistent with the Act.

. . . we reaffirm that wholesale providers of telecommunications services are telecommunications carriers for the purposes of Sections 251(a) and (b) of the Act, and are entitled to the rights of telecommunications carriers under that provision. We conclude that state commission decisions denying wholesale telecommunications service providers the right to interconnect with incumbent LECs pursuant to Sections 251(a) and (b) of the Act are inconsistent with the Act and Commission precedent and would frustrate the development of competition and broadband deployment.³⁵

We clarify that LECs are obligated to fulfill all of the duties set forth in Sections 251(a) and (b) of the Act, including the duty to interconnect and exchange traffic.³⁶

We find that CA's position is correct. It is impossible for CA to bring its facilities to meet AT&T Florida's network at the central distribution frame because CLECs are not allowed to work outside their collocation space. CA would have to hire an AIS to perform this work. This condition has not changed since our initial decision on this matter over 15 years ago. We are also persuaded that AT&T Florida's argument that Section 251(c)(2) of the Act supersedes Section 251(a) of the Act is sufficiently parallel to AT&T Ohio's position on the same issue and find that the Sixth Circuit's rationale for rejecting AT&T Ohio's position in that case is also appropriate rational for the instant case.

We find that CA may designate its collocation as the POI. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

³⁴ Ibid., p. 8.

³⁵ Time Warner Cable Request for Declaratory Ruling that Competitive Local Exchange Carriers May Obtain Interconnection Under Section 251 of the Communications Act of 1934, as Amended, to Provide Wholesale Telecommunications Services to VoIP Providers, WC Docket No. 06-55, Memorandum Opinion and Order, 22 FCC Rcd 3513 (WCB 2007).

³⁶ Petition of CRC Communications of Maine, Inc. and Time Warner Cable Inc. for Preemption Pursuant to Section 253 of the Communications Act, as Amended, WC Docket No. 10-143, Declaratory Ruling, 26 FCC Rcd 8259 (2011).

3.4.4 The Parties recognize that a facility handoff point must be agreed upon to establish the demarcation point for maintenance and provisioning responsibilities for each Party on its side of the POI. If the POI is a collocation arrangement within an AT&T Wire Center, then the demarcation point shall be that collocation.

e. Dedicated Trunk Groups (Net. Int. § 4.3.9)

We must decide whether CA should be required to purchase high volume call-in (HVCI) trunks, also known as mass calling trunks or choke trunks. A mass calling event (e.g., calling a radio station for free tickets) can trigger an extremely high volume of traffic flowing to a single number, or several numbers served by a given end office switch. As a result, the network can become overwhelmed which can lead to calls being blocked, including 911 calls, as well as damage to the network.

Parties' Arguments

CA

CA objects to AT&T Florida's proposed language regarding the establishment of mass calling trunk groups. CA argues that AT&T Florida is seeking to force CA to purchase unnecessary HVCI trunks from AT&T Florida in order to obtain local interconnection. CA argues that CLECs no longer use HVCI trunks to prevent outages, network damage, and blocked calls caused by mass calling events because HVCI trunks are antiquated and have been replaced with the use of SS7 for the exchange of call traffic between carriers.³⁷

CA explains that in a pre-SS7 network, if a radio station with 24 telephone lines or trunks provided by an ILEC had a call-in contest and 200 callers attempted to call the station, only the first 24 callers would get through. The ILEC's switch would transmit a busy tone to the remaining 176 callers trying to get through. As a result, a total of 200 interconnection trunks between the CLEC and ILEC would potentially be tied up during the call-in event due to callers repeatedly dialing the radio station trying to get through to win the contest. However, CA explains that in the same scenario with modern SS7 only 24 calls would be completed because with SS7 a call is only sent across the interconnection trunks if the line is free and the call can be completed. Therefore, only 24 interconnection trunks between the CLEC and the ILEC would be tied up.

CA argues that the parties' ICA already requires that all interconnection trunks be SS7. Therefore, CA contends that requiring the use of HVCI trunks is entirely unnecessary and will increase the CLEC's overall network costs. CA argues that AT&T Florida requiring CA to purchase the unneeded trunks is also anti-competitive and discriminatory because this requirement is not imposed uniformly by AT&T Florida upon all CLECs and Commercial

³⁷ SS7=Common Channel Signaling System 7. According to AT&T Florida, SS7 is "a set of telephony signaling protocols, developed in the mid-1970s, that are used to set up and take down telephone calls."

Mobile Radio Service carriers. Further, CA argues that other CLECs operating in Florida do not have choke trunks and no harm has been demonstrated as a result.

CA asserts that AT&T Florida's proposed language also lacks parity because it does not impose any requirements upon AT&T Florida to order choke trunks to CA. Although AT&T Florida cited three mass calling events in the record to demonstrate why mass calling trunks are necessary, CA contends these events do not support AT&T Florida's conclusion. First, CA argues that AT&T Florida only cited three mass calling events and the most recent event occurred in 2002, over ten years ago. Second, CA argues that citing three events nationwide, none of which occurred in Florida "over the entire history of the telephone network" is "not indicative of an overall problem." Third, CA argues that none of the events involved a CLEC, but instead were all internal network issues within AT&T Florida's network.

CA further argues that CLECs like CA typically provide service to business customers as opposed to residential customers like ILECs. Mass calling events typically involve residential customers calling a single number. Therefore, during a radio call-in contest, if CA were involved, the radio station would most likely be CA's customer, not the residential customers who would typically call the station. Because AT&T Florida has the vast majority of the residential customers who would be making the calls during a mass calling event, CA argues that AT&T Florida is more likely to need mass calling trunks than CA.

CA also argues that a CLEC is in control of its own call routing. Therefore, if a mass calling event did occur, CA could simply redirect the overflow traffic to its long distance trunks to prevent block calls or an outage. CA insists that how a CLEC completes calls made by its subscribers should be that carrier's prerogative. Further, CA argues that AT&T Florida has no authority to demand that a CLEC use HVCI trunks. Especially, when the ICA already requires SS7, and when a CLEC can redirect its overflowing calls to an IXC which completes the calls to the ILEC at the CLEC's added expense.

AT&T Florida

AT&T Florida argues that public safety demands that it take precautions to guard against the risk of potential damage to the Public Switched Telephone Network (PSTN). A mass calling event can overwhelm an end office switch and potentially cause network failure. A network failure caused by a mass calling event could trigger a delay or prevent end users from contacting 911 or other emergency services. Mass calling trunks are designed to limit the number of calls allowed at one time to a particular mass calling number. Therefore, AT&T Florida argues that these trunks are necessary to protect the PSTN from damage and to minimize the risk of a mass calling event causing an outage or blocked calls to emergency services.

As a 911 provider, AT&T Florida argues that it is responsible for ensuring that no emergency 911 calls are blocked due to avoidable network situations. AT&T Florida asserts that while the likelihood of a mass calling event occurring and resulting in a network impairment that would impede callers from reaching 911 or other emergency services is relatively low, it could certainly happen. AT&T Florida argues that it cannot afford to run this risk. Therefore,

reasonable preventative measures must be taken, like establishing mass calling trunks on AT&T Florida's network and requiring all carriers who interconnect with AT&T Florida to do the same.

Further, AT&T Florida attests that there is a sound basis for its concern about the possible dire consequences of a mass calling event. In the record, AT&T Florida cited three mass calling events that occurred in 1992, 1993, and 2002. During the 1992 mass calling event, a caller made numerous attempts to call 911 after his wife suffered a heart attack. Each of his call attempts resulted in a busy signal. The caller eventually dialed 0 for the operator, however, his wife died before the ambulance could respond. During the 2002 mass calling event two AT&T California Access Tandems experienced significant degradation during the event (both switching machines went into "machine congestion," call register capacity was exceeded; billing records were lost; and control, visibility and diagnostic capability were lost).³⁸

AT&T Florida acknowledges that none of the mass calling events cited occurred in Florida or involved CLECs, as CA pointed out. However, AT&T Florida argues that just because the mass calling events that were cited did not occur in Florida, there is nothing distinctive about Florida that would make such an event less likely to occur here than somewhere else. Further, although no CLECs were involved in the cited events, AT&T Florida argues that these events were important to point out because they each involved other carriers that were interconnected with AT&T's local network and mass calling trunks were not used.

AT&T Florida argues that the use of SS7 does not obviate the need for mass calling trunks nor are mass calling trunks a relic of pre-SS7 as CA has argued. In fact, all of the AT&T ILECs involved in the mass calling events that AT&T Florida cited in the record all used SS7. Further, AT&T Florida contends that CA's assertion that with SS7 trunks will not get tied up or choked during mass calling events because if the number called is busy the call will not be completed is incorrect.

AT&T Florida argues that while SS7 signaling in some networks can look ahead to determine if the called party's line is on-hook or off-hook, AT&T Florida's SS7 does not have this feature, nor does the SS7 of any other Regional Bell Operating Company. AT&T Florida also asserts that if CA's argument regarding the use of SS7 to prevent damages to the network and blocked calls was correct, the damages that occurred as a result of the referenced mass calling events would not have occurred. Further, the calamities described in these events prove that using SS7 does not preclude the need for mass calling trunks.

AT&T Florida acknowledges that there is a cost to the CLEC to establish HVCI trunks, similar to the cost for establishing trunks for access to the 911 network. However, public safety demands that AT&T Florida guard against the risk of damaging the PSTN. Therefore, to guard against these risks AT&T ILECs, including AT&T Florida, have establish separate mass calling trunks to protect the PSTN and AT&T's own network. As an added precaution, AT&T ILECs, including AT&T Florida, also require interconnecting carriers to do the same. Further, AT&T

³⁸AT&T Florida states that during the 1993 mass calling event the Dallas/Fort Worth area experienced a similar "machine congestion."

Florida asserts that it has been a policy and practice of AT&T for years to insist on including mass calling provisions in their ICAs.

AT&T Florida disputes that the use of mass calling trunks is not just an AT&T policy. Other carriers throughout the nation also use choke trunks. In fact, the use of choke trunks was voted on by the entire industry as the preferred methodology for preventing mass calling events from causing network outages. This practice is also supported by the Network Interconnection Inoperability Forum (NIIF), an industry standards group that establishes best practices for the telecommunications industry.

AT&T Florida disagrees with CA's argument that if a mass calling event did occur that CA could redirect the overflow traffic to its long distance trunks to prevent block calls or an outage. AT&T Florida argues that CA's contention mistakenly assumes that if calls from CA's customers cause the blockage that only CA's customers would be affected. However, AT&T Florida argues this is not the case; rather as described in the 2002 mass calling event, the whole network can be affected. Furthermore, AT&T Florida argues if CA were to direct its overflow calls to its long distance trunks, this could subject the network to further blocked calls because the choke network is a local network and does not contemplate IXC traffic being pumped into the local area.

AT&T Florida asserts that CA's argument that mass call-in events are caused by residential customers rather than business customers, and that CLECs typically do not serve large numbers of residential customers misses the point. AT&T Florida argues that CLECs "typically" serving a smaller residential customer base is irrelevant. CA has not indicated that it will not serve a larger residential customer base and there are no guarantees that other carriers adopting CA's ICA will not do so either. Further, in any event, AT&T Florida argues that employees at a place of business are just as likely as anyone else to make calls during mass calling events.

Decision

In determining whether CA should be required to install HVCI MF³⁹ trunks to mitigate mass calling events, we find that the parties' ICA should not obligate CA to establish a dedicated trunk group to carry mass calling traffic. Further, we find it is extremely unlikely that a mass calling event causing network congestion will occur, and that the parties have already agreed to provisions that encompass mass calling mitigation.

We agree that AT&T Florida, as a 911 provider, is responsible for ensuring that no emergency 911 calls are blocked due to avoidable network issues. However, we find that the likelihood of a mass calling event occurring and resulting in a network impairment that would impede callers from reaching 911, or other emergency services is relatively low and that such an event is extremely unlikely. Further, AT&T Florida acknowledged that the three mass calling events that resulted in blocked calls and network damages did not involve CLECs or occur in Florida. In fact, we note that the events that occurred in 1992 and 1993 were before CLECs

³⁹ MF = Multi Frequency, an in-band signaling system pre-dating SS7.

existed. Further, AT&T Florida was unable to cite any recent events, including those involving CLECs, that have occurred in Florida or anywhere else.

CA argued that CLECs no longer use HVCI trunks because they are outdated and have been replaced with SS7. In contrast, AT&T Florida argued that the use of HVCI trunks to manage mass calling events is a well-established practice that is supported by industry standards groups. AT&T Florida argues that the industry voted that dedicated mass calling trunks are the preferred option. AT&T Florida also produced evidence that supported this claim. However, upon review, we find AT&T Florida's evidence to be unpersuasive.

We find that aside from each party's arguments regarding the applicability and capability of SS7, additional language mitigating mass calling events such as AT&T Florida proposes here is not necessary. Planning for and mitigating the effects from mass calling events is already covered in agreed-to sections of the proposed GT&C:

39.3 Each Party maintains the right to implement protective network traffic management controls, such as "cancel to", "call gapping" or seven (7)-digit and ten (10)-digit code gaps, to selectively cancel the completion of traffic over its network, including traffic destined for the other Party's network, when required to protect the public-switched network from congestion as a result of occurrences such as facility failures, switch congestion or failure or focused overload. Each Party shall immediately notify the other Party of any protective control action planned or executed.

39.4 Where the capability exists, originating or terminating traffic reroutes may be implemented by either Party to temporarily relieve network congestion due to facility failures or abnormal calling patterns. Reroutes shall not be used to circumvent normal trunk servicing. Expansive controls shall be used only when mutually agreed to by the Parties.

39.5 The Parties shall cooperate and share pre-planning information regarding cross-network call-ins expected to generate large or focused temporary increases in call volumes to prevent or mitigate the impact of these events on the public-switched network, including any disruption or loss of service to the other Party's End Users. Facsimile (FAX) numbers must be exchanged by the Parties to facilitate event notifications for planned mass calling events.

We find this proposed language adequately covers both parties' obligations concerning mass calling events.

We also find that just like AT&T Florida, CA also has a duty to protect the PSTN and its customer base. Knowing the potential damage that can occur as a result of a mass calling event, there is no incentive for CA to allow circumstances to trigger network congestion at any time, as it will negatively affect CA's customers to an equal degree. Further, we are persuaded that because of the customer base that CA will serve, CA is unlikely to receive call surges of the type

that HVCI trunks are designed to handle. We find that using SS7 is sufficient to prevent trunks from choking and causing damage to the network and blocked calls.

The parties' ICA already requires all interconnection trunks to be SS7. We agree with CA's assertion that AT&T Florida requiring CLECs to establish HVCI trunks, in addition to SS7, will increase the CLEC's overall costs. In addition, there are other methods, as described by CA that can be used, such as redirecting call traffic, to further prevent blocked calls and outages. Moreover, mass calling events are already covered in another section of the proposed agreement.

Therefore, we find that the parties' ICA shall not include the language that AT&T Florida has proposed for Net. Int. § 4.3.9 that requires CA to establish a dedicated trunk group to carry mass calling traffic. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

4.3.9 INTENTIONALLY LEFT BLANK.

4.3.9.1 INTENTIONALLY LEFT BLANK.

4.3.9.2 INTENTIONALLY LEFT BLANK.

4.3.9.3 INTENTIONALLY LEFT BLANK.

4.3.9.4 INTENTIONALLY LEFT BLANK.

f. SIP Voice-over-IP Trunk Groups. (Net. Int. § 4.3.11)

We must determine whether the parties' ICA should include CA's proposed language regarding SIP Voice-over-IP trunk groups.⁴⁰ Internet Protocol (IP) is alternatively called SIP, which is an acronym for Session Initiation Protocol. SIP is responsible for connecting, monitoring and disconnecting voice and video calls over IP networks. It is a communications protocol that uses an IP telephony signaling protocol for Voice over Internet Protocol (VoIP) calls.

Parties' Arguments

CA

CA argues that in the future, after the parties' ICA has been established, if AT&T Florida begins offering IP interconnection to other carriers that CA should be entitled to obtain the same

⁴⁰ Trunks are communications pathways from one point to another. The term "SIP Voice-over-IP trunk groups" refers to trunk groups that carry, or that are capable of carrying, traffic in IP format, as opposed to Time Division Multiplexing (TDM). TDM is the format in which voice traffic has been transported for many years on the public switched telephone network. When traffic is in TDM format, it is transported over dedicated circuits using SS7 signaling. When traffic is in IP format, in contrast, a given message is not sent over a dedicated circuit using SS7 signaling. Instead, the signals are divided into packets and each packet is sent over the fastest available route in a packet switched network. The packets are then reassembled at the receiving end.

interconnection services under the same terms and conditions as the other carriers. CA contends that adding its proposed language to the parties' ICA is the only way to ensure that it receives equal and fair treatment. CA argues that AT&T Florida has refused CA's proposed language, which would provide SIP local interconnection as an option to CA instead of TDM local interconnection, under claims of technical infeasibility. CA contends that AT&T Florida has an anti-competitive motive for keeping CLECs interconnected using legacy technology because legacy TDM trunks are less scalable and more expensive for CLECs.

Despite AT&T Florida's claims that it is not technically capable of offering SIP interconnection for the purpose of local interconnection, CA contends that AT&T Florida is capable because another AT&T Florida entity currently offers the service on a commercial basis under the name AT&T Voice over IP Connect Service (AVOICS). Therefore, CA argues if some version of AT&T Florida is offering IP interconnection now (whether under an ICA, contract, or by tariff), then IP interconnection must be technically feasible and CA should be entitled to obtain services.

Further, CA argues that AT&T Florida's AVOICS service is not technically distinct from local interconnection service. CA asserts that AT&T Florida has also not shown that the technology that AT&T Florida already uses to offer its commercial SIP interconnection service could not be employed to provide interconnection to CA. CA argues that regardless of which AT&T Florida entity operates the service, AT&T Florida's AVOICS product is interconnected with AT&T Florida's network for the exchange of telecommunications traffic. Therefore, CA asserts that AT&T Florida's assertion that it is not technically capable of IP interconnection is false. Further, CA contends despite AT&T Florida's claims that it is not technically capable of SIP interconnection, AT&T Florida was ordered by another Public Service Commission to file its SIP ICA with that Commission as an ICA under § 251 and § 252.⁴¹

CA argues that pursuant to the requirements of 47 C.F.R. § 51.305, it is entitled to have IP interconnection terms included in the parties' ICA. However, as a compromise, CA has instead proposed that in the event that AT&T Florida offers SIP Interconnection to other carriers in the future, that CA be afforded its rights under 47 C.F.R. § 51.305 to obtain the same terms from AT&T Florida that it offers any other carrier for IP interconnection. CA argues that its proposed language does not require AT&T Florida to develop or invent anything new; it simply prohibits AT&T Florida from offering more modern IP services selectively to others and not to CA.

CA asserts that the plain reading of 47 C.F.R. § 51.305 does not seem consistent with AT&T Florida's argument that if AT&T Florida does offer IP interconnection at a later date and CA wishes to obtain IP interconnection, the parties' ICA must be discarded and renegotiated.

⁴¹ In Case No. U-17349, issued December 6, 2013, "In the matter of the petition of Sprint Spectrum L.P. for arbitration pursuant to Section 252(b) of the Telecommunications Act of 1996 to establish interconnection agreements with Michigan Bell Telephone Company d/b/a AT&T Michigan," the Michigan Public Service Commission overturned a decision by an arbitration panel that said carriers should wait for the FCC to negotiate interconnection terms. In its decision, the Michigan PSC ruled that AT&T Michigan was required to provide Sprint IP interconnection for the transmission of telephone calls that "AT&T provides to itself, affiliates or third parties pursuant to Section 251(c)(2) of the Act."

Further, CA contends that AT&T Florida's argument that CA's proposed language is contrary to the FCC's All-or-Nothing Rule (47 C.F.R. § 51.809(a)) is misplaced. CA argues that the All-or-Nothing rule governs ICA adoptions and CA has not proposed to adopt all or part of any other ICA. Nor is CA attempting to pick and choose other ICA provisions. CA argues that it has simply asserted its rights under 47 C.F.R. § 51.305(4), which stand distinct from its ability to adopt another carrier's ICA.

CA contends that it is merely seeking to include a reasonable provision in its arbitrated agreement which is solely at issue because of AT&T Florida's claim that it is currently not technically capable of SIP interconnection. CA asserts that AT&T Florida's claim is not true. CA argues that it is entitled to SIP interconnection but for AT&T Florida's claim that it is not feasible. CA acknowledges that the FCC is currently considering the issue of whether the interconnection requirement in Section 251(c)(2) of the Act applies to IP interconnection.

However, CA argues that, absent the FCC's ruling, states have the authority to determine in an arbitration proceeding whether 251 and 252 are technology neutral. Therefore, CA argues that we have the authority to require interconnection in any technically feasible manner between an ILEC and CLECs, which is what CA is seeking. To the extent that it is proven at some point that AT&T Florida is technically capable of providing SIP interconnection, CA asserts that it is entitled to obtain the more modern, cost effective interconnection so that CA can more cost-effectively compete without discrimination. CA also contends that it is entitled to SIP interconnection in parity with what AT&T Florida offers other carriers.

AT&T Florida

AT&T Florida argues that it currently does not offer, install, or provide interconnection trunking using SIP Voice-over IP or Voice-using IP to any entity. AT&T Florida's network is a TDM network. All traffic on its network is in TDM format, and AT&T Florida only exchanges traffic with other carriers, including its affiliates, in TDM format. Further, AT&T Florida argues that its network does not include any IP-capable equipment and AT&T Florida is not interconnected with any carrier in IP format.

AT&T Florida contends that it does not have the capability to provide interconnection trunking using SIP Voice-over IP or Voice-using IP. Therefore, it cannot provide SIP interconnection to CA. AT&T Florida also asserts that it has no intention to provide interconnection trunking using SIP Voice-over IP or Voice-using IP unless there is a change in the existing law. However, if the law changes, AT&T Florida argues that CA would be entitled to amend the parties' ICA accordingly.

AT&T Florida argues that the Act does not require IP interconnection. Other carriers within the industry are divided on this issue. However, AT&T Florida asserts that whether the interconnection requirement in Section 251(c)(2) of the Act applies to IP interconnection (in the case of an ILEC with IP capability) is an open question that is currently pending at the FCC.⁴² In

⁴² AT&T Florida noted that CA acknowledged that the FCC is considering the issue as well as other states.

any event, AT&T Florida argues that we do not need to decide whether the Act requires IP interconnection to resolve the current issue.

CA's proposed language for Net. Int. §4.3.11, to which AT&T Florida objects, states in pertinent part:

In the event that AT&T-21STATE offers, installs, or provides any interconnection trunking using SIP Voice-over-IP or Voice-using-IP to any entity including its affiliates, CA shall be entitled to order the same type of interconnection trunking in the same areas and under the same terms where it has been offered, installed or provided for others under this agreement. The parties may mutually agree to complete a contract amendment to codify additional terms and conditions, but such an amendment shall not be required in order for CA to obtain the service under nondiscriminatory terms and pricing. . . .

AT&T Florida argues that if, in the future, AT&T Florida provides SIP interconnection to another carrier, CA's proposed language would allow CA to adopt the rates, terms and conditions governing IP interconnection of that carrier's agreement without adopting the remaining provisions in the agreement. Therefore, CA's proposed language is unlawful and directly contrary to the FCC's "All-or-Nothing rule" (47 C.F.R. § 51.809(a)) implementing Section 251(i) of the Act. Under 47 C.F.R. § 51.809(a), a carrier cannot adopt part of an existing ICA. The carrier must adopt the ICA in its entirety. AT&T Florida argues that if we were to adopt CA's proposed language that it would be giving CA advanced permission to violate the All-or-Nothing rule in the future.

AT&T Florida further argues that aside from being unlawful, CA's proposed language is also problematic because it is contrary to the fundamental principle, that the parties' relations with respect to the matters covered by the ICA are governed solely by the ICA. If something happens during the term of the ICA that warrants a change in those relations, that change must be reflected in an amendment to the ICA before it goes into effect. AT&T Florida asserts that CA's proposed language stating: "The parties may mutually agree to complete a contract amendment to codify additional terms and conditions, but such an amendment shall not be required in order for CA to obtain the service under nondiscriminatory terms and pricing," directly conflicts with this fundamental principle.

Section 252(i) of the Act provides: "A local exchange carrier shall make available any interconnection, service, or network element provided under an agreement approved under this section to which it is a party to any other requesting telecommunications carrier upon the same terms and conditions as those provided in the agreement." AT&T Florida argues that the FCC has interpreted Section 252(i) of the Act to mean that an incumbent LEC, such as AT&T Florida, must permit a requesting carrier, like CA, to adopt as its own any other carrier's ICA that has been approved by the state commission.

AT&T Florida asserts that under certain conditions CA may have the right to obtain the same terms and conditions for IP interconnection in the future, if AT&T Florida enters into an IP ICA with another carrier. For instance, if AT&T Florida were to establish an IP network, the

FCC were to rule that Section 251(c)(2) of the Act requires interconnection in IP format, and AT&T Florida entered into an ICA with a CLEC that includes rates, terms, and conditions for IP interconnection, CA could adopt that CLEC's ICA as its own. By doing so, CA would obtain the same rates, terms, and conditions for IP interconnection that AT&T Florida agrees to with the other CLEC. Therefore, AT&T Florida argues that including language in the parties' current ICA authorizing CA to do so is not needed because the law already allows for it.

Further, AT&T Florida argues that apart from adopting another carrier's ICA, if the FCC were to determine that Section 251(c)(2) of the Act requires ILECs to provide IP interconnection during the term of the parties' ICA, regardless of what AT&T Florida did with any other carrier, CA could assert its rights pursuant to the agreed upon "Intervening Law" provisions in Section 24 of the GT&C of the ICA that the parties are currently arbitrating. Under the Intervening Law provision, a change in law would entitle CA to amend the ICA to provide for IP interconnection. AT&T Florida attests that, in this scenario, CA would not necessarily obtain the same rates, terms, and conditions for IP Interconnection as another CLEC (though it might). However, assuming that if the FCC requiring ILEC's to provide IP interconnection qualified as a change of law event under GT&C § 24, CA would be entitled to rates, terms, and conditions for IP interconnection that conform with whatever rules the FCC might establish for IP interconnection. Therefore, AT&T Florida argues since CA is entitled to the change of laws rights under GT&C § 24, there is no need to include additional provisions covering a change of law with respect to IP interconnection in the parties' ICA.⁴³

AT&T Florida also asserts that the Michigan case referenced by CA is distinguished on the facts from the instant arbitration.

Decision

The parties agree that the FCC has not made a decision on whether the Act applies to IP interconnection. However, CA contends that absent an FCC ruling, states have the authority to determine in an arbitration proceeding whether 47 U.S. Code § 251 and 252 are technology neutral.

Despite CA's claims that AT&T Florida does have the technical capability to provide CA with IP interconnection, CA has not presented anything in the record that definitively confirms its assertions. In fact, the record suggests that AT&T Florida currently does not offer the service and is technically incapable of IP interconnection.

The parties have not requested that we determine whether AT&T Florida is technically capable of offering SIP interconnection to CA. Also, the parties have not asked us to determine if § 251 and § 252 give us the authority to require AT&T Florida to provide IP interconnection to

⁴³ AT&T Florida noted that if the FCC determined that section 251(c)(2) does not require IP interconnection and AT&T Florida were to enter into a commercial agreement with a CLEC that includes rates, terms, and conditions for IP interconnection that AT&T Florida is not required under the 1996 Telecom Act to provide CA or any other CLEC with the same rates, terms, and conditions. However, the commercial agreement may be available to CA under certain circumstances. Commercial agreements, meaning a voluntary negotiated agreement, are not compelled by or subject to sections 251 and 252.

CA. We must determine whether the parties' ICA should include language that would require AT&T Florida to provide CA with interconnection trunking using SIP Voice-over-IP or Voice-using-IP in the future, if AT&T Florida begins offering the service to other carriers.

We are persuaded by AT&T Florida's assertion that we do not need to decide whether the Act requires IP interconnection to resolve this issue. We further agree with AT&T Florida that since AT&T Florida does not currently offer interconnection trunking using SIP Voice-over-IP or Voice-using IP for local interconnection and is not planning on offering the service in the foreseeable future, CA's proposed language is not needed. If AT&T Florida does begin offering SIP interconnection at a later date, at that time CA could contact AT&T Florida to obtain the service.

Based on the record, it appears that AT&T Florida would likely offer SIP interconnection, when available, via one of two methods. The service would be offered voluntarily via a commercial agreement, which we do not regulate, or it would be offered via an ICA. If AT&T Florida is ordered at some point in the future to provide SIP interconnection via an ICA, CA already has the right to avail itself of the service in two ways. First, if AT&T Florida provided SIP interconnection to another CLEC, CA may be able to adopt that carrier's ICA to obtain the same rates and terms. CA would also be able to assert its rights, pursuant to the parties' agreed upon Intervening Law provisions within the parties' ICA, to acquire SIP interconnection from AT&T Florida. GT&C § 24 states in pertinent part:

In entering into this Agreement and any Amendments to such Agreement and carrying out the provisions herein, neither Party waives, but instead expressly reserves, all of its rights, remedies and arguments with respect to any orders, decisions, legislation or proceedings and any remands thereof and any other federal or state regulatory, legislative or judicial action(s) which the Parties have not yet fully incorporated into this Agreement...or which may be the subject of further review. If any action by any state or federal regulatory or legislative body or court of competent jurisdiction invalidates, modifies, or stays the enforcement of laws or regulations that were the basis or rationale for any rate(s), term(s) and/or condition(s) (Provisions) of the Agreement and/or otherwise affects the rights or obligations of either Party that are addressed by this Agreement, the Affected Provision(s) shall be immediately invalidated, modified or stayed consistent with the action of the regulatory or legislative body or court of competent jurisdiction upon the written request of either Party in accordance with Section 20.0 above (Written Notice).

(Emphasis added)

We have determined in a previous arbitration proceeding that a general change-in-law provision was adequate and that additional provisions within the ICA were not needed to address issues that may change in the foreseeable future.⁴⁴ Currently, the FCC has not required ILECs to provide IP interconnection under Section 251 of the Act and this Commission has not addressed

⁴⁴ Order No. PSC-03-0805-FOF-TP, issued July 9, 2003, in Docket No. 011666-TP

the issue. However, if there were a change in law that required ILECs to provide IP interconnection to CLECs, we agree with AT&T Florida's argument that the parties Intervening Law provision is sufficient enough to ensure that CA would be able to obtain SIP interconnection from AT&T Florida. We find that our previous decision further supports AT&T Florida's position regarding the change in law provision. Therefore, we find that the parties' ICA shall not include CA's language addressing SIP Voice-over-IP trunk groups. AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

4.3.11 INTENTIONALLY LEFT BLANK.

g. ASR Supplements (Net. Int. § 4.6.4)

We must decide whether a supplemental Access Service Request (ASR) is required when the parties' discussion concerning the appropriateness of the ASR extends beyond two business days.

Parties' Arguments

CA

Net. Int. § 4.6 addresses trunk servicing, which includes adjusting the sizing of working trunk groups based on over-or-under utilization. Trunks are communication lines between two switching systems which enable each system's customers to communicate. If CA determines that it needs additional or larger trunks due to the over utilization of its current trunks, CA is required to submit a trunk servicing ASR to AT&T Florida for the trunk group to be resized. Once AT&T Florida receives the request, a completion date is assigned. If discussion is necessary concerning the appropriateness of the ASR that CA submitted, the parties would then review and discuss the ASR. If the review and discussion process extends beyond two business days from the date that the ASR was received, CA would be required to submit a supplemental ASR to AT&T Florida to change the original due date for completing the initial ASR.

CA contends that submitting a supplemental ASR when the review and discussion of a trunk servicing order extends beyond two business days should be optional. Further, CA argues that it should not be required to submit a supplemental ASR when the review and discussion of a trunk servicing order extends beyond two business days due to a delay caused by AT&T Florida. Therefore, CA recommends that the parties include CA's proposed ICA language in Net. Int. § 4.6.4 which states:

Extension of this review and discussion process beyond two (2) Business Days from ASR receipt "*may*" require the ordering Party to supplement the order with proportionally adjusted Customer Desired Due Dates.

(emphasis added)

CA argues that AT&T Florida routinely fails to meet agreed upon due dates and provided several examples. Under such circumstances, CA asserts that it should not have to bear the cost of resubmitting an ASR because the delay was caused by AT&T Florida.

CA acknowledges that sufficient facilities must be in place to carry the ordered trunks before a trunk order can be completed. However, CA argues that when a CLEC orders interconnection trunks, each side must provision its facilities to the point of interconnection for those trunks as part of the process. Therefore delays due to shortage of facilities are not valid. Also, since the POI is in AT&T Florida's central office, CA suggests that AT&T Florida only has to install a cross-connect which takes ten minutes to install. CA further argues that since facilities are part of the trunk order, AT&T Florida should know how long it will take to complete a trunk order prior to issuing a due date. CA argues that knowing this information should minimize the need for changes in due dates even after the parties have jointly discussed and reviewed the ASR.

AT&T Florida

AT&T Florida contends that when AT&T Florida receives an ASR, the ASR is screened to assess whether it is in line with the current utilization and/or consistent with the parties' trunk forecast. If AT&T Florida determines that discussion is needed, then the order is placed on hold status while the parties discuss the appropriateness of the order. During these discussions, the parties discuss issues such as the need for proper sizing of trunk groups to not only ensure against excessive blocking of calls, but to also make sure they avoid unnecessary investments in facilities and allocation of equipment.

AT&T Florida provides the following hypothetical: suppose CA's trunk forecast reflects a requirement for 36 trunks in a particular trunk group, and the trunk group currently has 48 trunks. This trunk group appears to be properly sized. However, CA sends an ASR to AT&T Florida to increase the size of the trunk group from 48 trunks to 192 trunks. Since this request far exceeds the forecasted trunk requirement, AT&T Florida would likely place the order in hold status and contact CA to initiate a joint planning discussion regarding that ASR. This gives CA the opportunity to demonstrate the need for significantly more trunks than it forecasted and protects AT&T Florida from investing in facilities and switching equipment that will not be used.

AT&T Florida argues that under such circumstances, it is in the best interest of both parties to expedite this process; however, in some cases a resolution may take longer than the agreed upon two business days. Further, AT&T Florida has performance measures to meet concerning the timeliness of the completion of local interconnection trunk orders. Therefore, it is unreasonable to hold AT&T Florida to the original due date when an order has been placed on hold pending a joint discussion about the particulars of the order. In such cases, if the parties agree that the ASR should be processed and it will take longer than the original due date to complete, AT&T Florida asserts that a supplemental ASR must be submitted in order to reset the due date. Therefore, AT&T Florida argues that its proposed ICA language for Net. Int. § 4.6.4 is appropriate. AT&T Florida's proposed language for Net. Int. § 4.6.4. states:

Extension of this review and discussion process beyond two (2) Business Days from ASR receipt *will* require the ordering Party to supplement the order with proportionally adjusted Customer Desired Due Dates.

(emphasis added)

Decision

AT&T Florida's proposed ICA language in Net. Int. § 4.6.4 requires the ordering party to submit a supplemental ASR. However, CA's proposed verbiage for Net. Int. § 4.6.4 suggests using the word "may" instead of "will." CA proposes the word "may" because it argues that under certain circumstances a supplemental ASR should not be required to change the due date, particularly if the extension of the discussion and review process was extended due to a delay cause by AT&T Florida.

The reason for joint planning and discussion of trunk servicing orders is to gather additional information to determine the appropriateness of the request (i.e.: under or over utilization of trunks). We agree that the duration of the joint discussion is driven by the complexity of the order to the extent the parties' usage and forecasting data differ. Once it has been determined that the ASR is appropriate and necessary but it has exceeded the two business days allotted for discussion, then a new due date must be established. Thus, we find that CA's examples concerning AT&T Florida not completing orders in a timely manner are not persuasive.

We find that AT&T Florida's recommended language, which uses the word "will" is more appropriate than using the word "may." Thus, an ASR supplement shall be required to extend the due date when the review and discussion of a trunk servicing order extends beyond 2 business days. Therefore, we find AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

Extension of this review and discussion process beyond two (2) Business Days from ASR receipt will require the ordering Party to supplement the order with proportionally adjusted Customer Desired Due Dates.

h. Obligation to Process ASRs (Net.Int. § 4.6.4)

We must determine if AT&T Florida should be obligated to process CA's ASRs at no charge. The ASRs at issue relate to interconnection trunking; specifically, trunk servicing for local only, local interconnection, third party and meet point trunk groups.

Parties' Arguments

CA

CA argues the provision "each party bears its cost on its side of the POI" includes the processing of local interconnection trunk orders. CA asserts that local interconnection trunks benefit both parties equally, permitting their respective subscribers to pass traffic to each other, since these trunks are mutually beneficial to both parties, they are to be revenue-neutral between the parties. CA has proposed to include the following language in Net. Int. § 4.6.4 of the ICA:

Neither party shall charge the other for ASRs related to ordering, rearranging or disconnecting Local Interconnection trunks, including charges for due date changes and ordering intervals.

CA acknowledges that it bears the burden of ordering local interconnection trunks. Logically, CA would know best what type and quantity of trunks would be needed to meet its business needs. However, CA asserts that it would bear its cost of the ordering responsibility and AT&T Florida should bear its cost of processing the orders submitted by CA.

While AT&T Florida implies that CA agree to pay for all trunk orders in Section 1.7.4 of the pricing schedule, CA argues the purpose of its proposed language is to provide clarity concerning what is considered local interconnection. CA contends that Section 1.7.4 of the pricing schedule gives a general provision for the ordering of trunks and does not distinguish between local interconnection orders and non-local interconnection orders. Further, CA argues that AT&T Florida refused to negotiate anything on the pricing schedule when CA raised its issues and therefore the language is not really "agreed upon language."

AT&T Florida

AT&T Florida opposes CA's proposed language that would prohibit AT&T Florida from charging for ASRs related to ordering, rearranging, or disconnecting local interconnection trunks. CA seeks to directly interconnect with AT&T Florida; as a result, CA controls the ordering of the trunks based on its business needs, especially as it relates to the rearrangements of trunks. There is a cost incurred by AT&T Florida to process CA's ASR orders, and AT&T Florida contends that since CA is the "cost causer," it should bear the responsibility for all costs applicable to non-recurring charges.

CA suggests the processing of interconnection trunks should fall under the provision of "each party provisioning its facilities on its side of the POI." AT&T Florida acknowledges that it is a well established and accepted practice that when two parties interconnect under Section 251(c)(2) of the Act, each carrier is responsible for the facilities on its side of the POI. However, AT&T Florida does not agree that this provision of the Act is applicable.

AT&T Florida asserts that CA's proposed language contradicts the pricing schedule in Section 1.7.4 which states, "CLEC shall pay the applicable service order

processing/administration charge for each service order submitted by CLEC to AT&T-21STATE to process a request for installation, disconnection, rearrangement, change, or record order.” This language does not exclude local interconnection orders.

Decision

We address whether AT&T Florida should process ASR’s submitted by CA at no charge. CA argues it is in agreement with paying for its ASRs with the exception of Local interconnection ASRs. To clarify its position CA asserts that Local interconnection ASRs should fall under the provision of “each party bearing its cost on its side of the POI.”

AT&T Florida argues that CA is the “cost causer,” and should be responsible for the full amount of all applicable non recurring charges related to the ordering of ASRs for trunk servicing. CA argues it is not the “cost causer” because both parties benefit from trunk servicing. We are persuaded by AT&T Florida that it is CA who is seeking to directly interconnect with AT&T Florida and ultimately controls the trunk orders submitted. We find that Section 251(c)(2) of the Act is not applicable to the ordering of local interconnection trunks and that AT&T Florida shall not be obligated to process CA’s ASRs at no charge. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

4.6.4 The Parties will process trunk service requests submitted via a properly completed ASR within ten (10) business days of receipt of such ASR unless defined as a major project. Incoming orders will be screened by AT&T-21STATE for reasonableness based upon current utilization and/or consistency with forecasts. If the nature and necessity of an order requires determination, the ASR will be placed in held status and a joint planning discussion conducted. The Parties agree to expedite this discussion in order to minimize delay in order processing. Extension of this review and discussion process beyond two (2) Business Days from ASR receipt will require the ordering Party to supplement the order with proportionally adjusted Customer Desired Due Dates. Facilities must also be in place before trunk orders can be completed.

i. Unpaid Inter-carrier Compensation Charges (Net. Int. § 6.13.7)

We must determine whether the billed party is entitled to receive late payment charges and interest on unpaid inter-carrier compensation charges.

Parties’ Arguments

CA

CA agrees that late payment charges in the amount of 18 percent APR (1.5% per month) shall apply to past due inter-carrier compensation charges. However, CA does not agree that interest charges should be included in addition to the late payment charge. CA argues that late payment charges and interest are mutually exclusive and may not be combined. If combined, CA

asserts that the resulting combination would be unfairly punitive and would violate Florida's usury laws in Chapter 687, F.S. Section 687.02(1), F.S., states in pertinent part:

All contracts for the payment of interest upon any loan, advance of money, line of credit, or forbearance to enforce the collection of any debt, or upon any obligation whatever, at a higher rate of interest than the equivalent of 18 percent per annum simple interest are hereby declared usurious....

CA argues that the statute's clear intent is to limit charges arising from late payments to 18 percent. The addition of late payment charges on top of the maximum interest rate flouts the statute's intent by effectively adding two layers of charges (interest and late payment) for delinquent payments. Further, CA argues that in *Chandler v. Kendrick*, 146 So. 551, 552 (Fla. 1933), the Florida Supreme Court explained "[t]he very purpose of statutes prohibiting usury is to bind the power of creditors over necessitous debtors and prevent them from extorting harsh and undue terms in the making of loans." CA asserts that although AT&T Florida is not extending a loan to CA, the proposed payment terms in the ICA meet the definition of "usurious contracts" because the combined total of the late payment charges and interest would exceed 18 percent. Therefore, CA argues that AT&T Florida should not be entitled to assess late payment charges and interest on unpaid intercarrier compensation charges.

AT&T Florida

AT&T Florida argues that past due intercarrier compensation amounts, just like any other past due amounts, are subject to both late payment charges and interest. In GT&C §§ 11.3 and 11.4 of the ICA, the parties agreed that all past due amounts were subject to both interest and late payment charges. However, AT&T Florida argues that CA has now taken the position, in connection with Net. Int. § 6.13.7, that past due intercarrier compensation amounts should only be subject to late payment charges and not interest. AT&T Florida argues that CA's position is inconsistent with what the parties have already agreed upon. Further, AT&T Florida argues that CA's assertion that combining interest and late payment charges violates Florida's usury limit of 18 percent is incorrect. AT&T Florida argues that interest and late payment charges are not mutually exclusive. Interest is compensation for the time value of money, while late payment charges are intended as an incentive to encourage prompt payment. Section 687.03(2)(c), F.S., expressly allows for a late payment charge (which the statute calls a "delinquency charge") on top of the 18 percent interest limit, and states that the delinquency charge "shall not be deemed interest." Further, AT&T Florida argues that Florida courts have applied both interest and late payment charges simultaneously.⁴⁵ Therefore, AT&T Florida asserts that the billing party is entitled to accrue late payment charges and interest on unpaid intercarrier compensation charges.

⁴⁵ In *Veneret v. Foreclosure Advisors LLC*, 45 So. 3d 889, 891 (3rd DCA 2010), the Third District noted that the trial court, in granting judgment for a principal amount owed, also entered a judgment for interest and late payment fees.

Decision

We find that AT&T Florida is persuasive in its argument that late payment charges and interest are not mutually exclusive. Late payment charges and interest serve two distinct purposes. As noted by AT&T Florida, late payment charges are assessed as an incentive to encourage timely payments whereas interest is compensation for the time value of money. CA argues that combining interest and late payment charges is unlawful because it violates Florida's usury laws (specifically Section 687.02(1), F.S.), which caps the interest rate at 18 percent. However, AT&T Florida pointed out that Section 687.03(2)(c), F.S., does allow for a delinquency charge in addition to interest.

CA has agreed to language in the parties ICA that provides for the assessment of both interest and late payment charges on past due amounts. GT&C § 11.3 states that a late payment charge shall be assessed for all late payments. GT&C § 11.4 indicates that unpaid amounts will accrue interest from the day following the bill due date until paid. AT&T Florida argues that past due intercarrier compensation amounts are no different than any other past due amounts; therefore, CA should be liable for both late payment charges and interest if upon the resolution of a dispute CA is deemed responsible for the disputed amounts. We agree with AT&T Florida that there is no difference between past due intercarrier compensation amounts and any other past due amount. Further, CA has not entered anything into the record that indicates otherwise.

Chapter 687 of Florida Statutes appears to pertain to contracts for interest payments on loans and lines of credit. It is unclear whether Florida usury law applies to the ICA, which CA points out, is not a contract for a loan. However, assuming *arguendo* that Florida usury laws do apply, we find AT&T Florida's argument to be persuasive. Section 687.03(2)(c), F.S., provides for a delinquency charge that may be charged separate and distinct from interest. Further, the decision in Verneret, also supports AT&T Florida's assertion that it is not unlawful to charge interest and late payment charges on past due balances. Therefore, we find that the billing party is entitled to accrue late payment charges and interest on unpaid intercarrier compensation charges. AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

6.13.7 For billing disputes arising from Intercarrier Compensation charges, the Party challenging the disputed amounts (the "Non-Paying Party") may withhold payment for the amounts in dispute (the "Disputed Amounts") from the Party rendering the bill (the "Billing Party") only for so long as the dispute remains pending pursuant to the dispute resolution procedures of the General Terms and Conditions. Late payment charges and interest will continue to accrue on the Disputed Amounts while the dispute remains pending. The Non-Paying Party need not pay late payment charges or interest on the Disputed Amounts for so long as the dispute remains pending pursuant to the dispute resolution procedures of the General Terms and Conditions. Upon resolution of the dispute pertaining to the Disputed Amounts in accordance with the dispute resolution provisions of the General Terms and Conditions: (1) the Non-Paying Party will remit the appropriate Disputed Amounts to the Billing Party, together with all related

interest and late payment charges, to the Billing Party within ten (10) business days of the resolution of the dispute, if (and to the extent) the dispute is resolved in favor of the Billing Party; and/or (2) the Billing Party will render all appropriate credits and adjustments to the Non-Paying Party for the Disputed Amounts, together with all appropriate interest and late payment charges, within ten (10) business days of the resolution of the dispute, if (and to the extent) the dispute is resolved in favor of the Non-Paying Party.

j. Payment Obligation (Net. Int. § 6.13.7)

We must determine how much time a billed party shall have to render payment to the billing party following the resolution of an intercarrier compensation billing dispute.

Parties' Arguments

CA

CA has indicated that this issue is resolved. However, CA did raise the following concerns. Upon resolution of a billing dispute arising from intercarrier compensation charges, AT&T Florida has proposed language that would require CA to remit payment of the disputed amount within 10 business days of the resolution of the dispute if it was determined that CA was liable for the disputed charges. CA argues that 10 business days is not a sufficient length of time for it to secure financing and make a payment after a dispute has been resolved. CA argues that extending the timeframe from 10 business days to 30 business days will provide the company with adequate time to secure financing to pay the disputed amounts. Therefore, CA argues that AT&T Florida's proposed language should be rejected. CA asserts that upon resolution of a dispute, the Non-Paying-Party should have 30 business days from the date of resolution to remit payment of the disputed amount.

AT&T Florida

AT&T Florida argues that once a billing dispute regarding intercarrier compensation has been resolved, the billed party (CA) should be required to render payment of the disputed amounts to the billing party (AT&T Florida) within 10 business days (at least two weeks). AT&T Florida asserts that following the resolution of a dispute, two weeks is an adequate period of time for the billed party to make a payment. AT&T Florida argues that CA's proposed time period of 30 business days (six weeks) is unreasonable.

AT&T Florida further argues that billing disputes can take months or longer to get resolved. However, during this time CA would know exactly what intercarrier compensation charges were accruing. Therefore, CA should take the appropriate steps to secure financing while it awaits the resolution of the dispute. AT&T Florida argues that CA should not be allowed additional time to secure financing for payments that it should have reasonably anticipated. Further, AT&T Florida argues that it should not have to wait an additional 30 business days, following the resolution of a dispute, to be paid what it is rightfully owed.

Decision

We find ten business days is an adequate length of time for the billed party to render payment to the billing party after the resolution of an intercarrier compensation billing dispute has been resolved. During a billing dispute CA would know what charges were accruing. Therefore, CA would have a general idea of the amount of the charges that it could potentially be responsible for upon resolution of the dispute. We agree with AT&T Florida's argument that CA should not be given additional time to secure financing for the payment of charges that CA should have reasonably anticipated.

Since billing disputes can linger on for an extended period of time, CA would have ample time to secure financing while waiting for resolution of the dispute. Even if the dispute was resolved relatively quickly, CA should have anticipated the charges and made the necessary arrangements to secure payment. Further, we find that it is unreasonable to require AT&T Florida to wait an additional 30 business days after a dispute has been resolved to receive payment. Therefore, we find that when a billing dispute is resolved in favor of the billing party, that the billed party shall be obligated to make payment within 10 business days. AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

6.13.7 For billing disputes arising from Intercarrier Compensation charges, the Party challenging the disputed amounts (the "Non-Paying Party") may withhold payment for the amounts in dispute (the "Disputed Amounts") from the Party rendering the bill (the "Billing Party") only for so long as the dispute remains pending pursuant to the dispute resolution procedures of the General Terms and Conditions. Late payment charges and interest will continue to accrue on the Disputed Amounts while the dispute remains pending. The Non-Paying Party need not pay late payment charges or interest on the Disputed Amounts for so long as the dispute remains pending pursuant to the dispute resolution procedures of the General Terms and Conditions. Upon resolution of the dispute pertaining to the Disputed Amounts in accordance with the dispute resolution provisions of the General Terms and Conditions: (1) the Non-Paying Party will remit the appropriate Disputed Amounts to the Billing Party, together with all related interest and late payment charges, to the Billing Party within ten (10) business days of the resolution of the dispute, if (and to the extent) the dispute is resolved in favor of the Billing Party; and/or (2) the Billing Party will render all appropriate credits and adjustments to the Non-Paying Party for the Disputed Amounts, together with all appropriate interest and late payment charges, within ten (10) business days of the resolution of the dispute, if (and to the extent) the dispute is resolved in favor of the Non-Paying Party.

V. Local Number Portability and Numbering

a. Vacant Ported Number (LNP § 3.1.4)

We must decide what the definition of a vacant ported number shall be in paragraph 3.1.4 of the agreement. A ported number allows an end user to retain the same telephone number when changing from one service provider to another. This is known as service provider portability.

Parties' Arguments

CA

CA's proposed language states that a telephone number must be returned to AT&T Florida only if the number is no longer assigned. CA asserts that AT&T Florida's proposed definition would prohibit CA from allowing business end users to transfer their telephone number to a new owner if the business is sold to a new owner who wants to keep the name of the business and the existing telephone number. CA asserts that AT&T Florida would require the new business owner to switch back to AT&T Florida to keep the business's phone number and the end user has the right to move the number at its option until that number is disconnected.

AT&T Florida

AT&T Florida argues that a telephone number is considered vacant when it is no longer in service with the original end user. AT&T Florida asserts that when the end-user no longer subscribes to telephone exchange service using the ported telephone number, the number becomes vacant and must be released back to the NXX code assignee for eventual reuse. AT&T Florida asserts that CA's proposed language would improperly allow CA to maintain control of the ported number as long as CA used it for any end user. AT&T Florida contends that when a business is acquired and the new owner keeps the name of the business, the business phone number could be conveyed to the new owner and in that instance AT&T Florida would not even know because there would be no change in the business name.

Decision

Telephone numbers are assigned to carriers by the North American Numbering Plan Administrator (NANPA) in blocks of 10,000 numbers, known as NXXs. NANPA holds overall responsibility for the neutral administration of North American Numbering Plan (NANP) numbering resources, including assignment of NANP resources, and coordination of area code relief planning and collection of utilization and forecast data. NANP numbers are ten-digit numbers consisting of a three-digit Numbering Plan Area (NPA) code, commonly called an area code, followed by a seven-digit local number. The format is usually represented as:

NXX-NXX-XXXX

where N is any digit from 2 through 9 and X is any digit from 0 through 9.

When a carrier institutes service for a new customer, it takes a telephone number from its inventory to provide the service. If that customer subsequently decides to change service providers and keep the same number, the number is ported to the new provider but the number block assignment stays with the original provider and its switch.

North American Numbering Council (NANC)⁴⁶ Local Number Portability Architecture & Administrative Plan has the following definition of “Disconnected Telephone Number:”

When a ported number is disconnected, that telephone line number will be released (Snap-back), after appropriate aging, back to the original Service Provider assigned the NXX in the Local Exchange Routing Guide.

The parties agree that a vacant ported number is a ported number that is disconnected and aged,⁴⁷ then released or snapped back to the original service provider assigned the NXX in the Local Exchange Routing Guide (LERG). Therefore, we find the modification of both parties’ language is appropriate. The approved language is as follows:

3.1.4 When a ported telephone number becomes vacant (e.g., the telephone number is disconnected), the ported telephone number will be released back to the carrier owning the switch (after aging if any) in which the telephone number’s NXX-X is native.

b. Geographic Portability of Telephone Numbers (LNP § 3.2.1)

We must decide whether the ICA should include geographic limitations on the portability of telephone numbers. The term “number portability” means the ability of users of telecommunications services to retain, *at the same location*, existing telecommunications numbers without impairment of quality, reliability, or convenience when switching from one telecommunications carrier to another.

Parties’ Arguments

CA

CA contends it is well settled that subscribers may port numbers regardless of rate center designation as long as the gaining provider’s network can support the service. CA asserts that the FCC has affirmed the use of “nomadic VoIP” which involves local telephone numbers which are used outside of their original geographic rate center. CA further asserts that AT&T Florida is

⁴⁶ The North American Numbering Council (NANC) is a Federal Advisory Committee that was created to advise the Federal Communications Commission on numbering issues and to make recommendations that foster efficient and impartial number administration.

⁴⁷ Aging numbers are disconnected numbers that are not available for assignment to another end user or customer for a specified period of time. Numbers previously assigned to residential customers may be aged for no more than 90 days. Numbers previously assigned to business customers may be aged for no more than 365 days.

framing this issue in terms of the old dial-up reciprocal compensation battles from 15 years ago. CA argues that if a subscriber wants to keep his number when he moves to a new area, CA is permitted to let him do that per FCC number portability rules.

AT&T Florida

AT&T Florida argues that Florida's network is not capable of supporting portability outside of a rate center, asserting that both the network itself and AT&T Florida's operational support systems (OSS) are programmed to port only within a rate center, and both the network and the OSS would need to be significantly modified, at substantial cost, to enable portability from one rate center to another. AT&T Florida asserts that its network includes a separate switching system for each rate center, and the software table for any given local switch includes only phone numbers with an NPA-NXX associated with the rate center that switch serves. AT&T Florida asserts that the OSS programming can handle ports only within a rate center, and would have to be modified significantly to accommodate inter-rate center ports. AT&T Florida asserts that the FCC has not ordered carriers to port numbers from one rate center to another.

Decision

The term "location portability" means the ability of users of telecommunications services to retain existing telecommunications numbers without impairment of quality, reliability, or convenience when moving from one physical location to another. The Act does not require local exchange companies to provide location portability. The Act's requirement to provide number portability is limited to situations in which users remain "at the same location," and "switch from one telecommunications carrier to another," and does not include location portability.

Upon review, we find that the ICA shall include limitations on the geographic portability of telephone numbers. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

3.2.1 Telephone numbers can be ported only within the Toll Message Rate Centers (TMRCs) as approved by the Commissions. "Porting within Rate Centers" refers to a limitation of changing service providers while the physical location of the End User remains within the wireline footprint of the Rate Center. If the End User changes his, her or its physical location from one Rate Center to another, the End User may not retain his, her or its telephone number (which is associated with the End User's previous Rate Center) as a basic network (non-FX) offering. An End User may retain his, her or its telephone number when moving from one Rate Center to another by the use of a tariff FX or Remote Call Forwarding offering from the new service provider. The Parties acknowledge that number portability is available so long as the number maintains the original rate center designation as approved by State Commissions.

VI. 911- E911

a. Interconnection with AT&T Florida's E911 Selective Router (E911 § 3.3.2)

We must decide whether CA should be required to interconnect with AT&T Florida's E911 Selective Router. E911 customers contract with a service provider for E911 network services, and all other carriers connect to that 911 service provider for purposes of routing the carriers 911 calls to the PSAP. AT&T Florida is the designated 911/E911 service provider for many E911 customers. Other E911 customers in Florida contract with different service providers, such as Intrado or CenturyLink. If CA has end user customers located in the E911 service areas served by one of those carriers, then CA would presumably obtain those E911 services from that carrier.

A carrier that provides E911 network services, such as AT&T Florida, typically provides a complete service platform. Three integrated components provide the routing and transmission of an E911 call. The first is a Selective Router (SR), which is a specialized switch used to route a 911 call to the proper PSAP based upon the number and location of the call. Second, the Automatic Location Identification (ALI or E911) database contains end user information, such as the caller's telephone number, the address/location of the telephone, and sometimes additional emergency services information that is automatically displayed at the PSAP during an emergency call. The third component is the network facilities used to connect the PSAP to the SR and to the ALI database.

Parties' Arguments

CA

CA does not want to connect to AT&T Florida's E911 selective router and/or trunks, and would rather connect directly to one of the competitors. CA does not want to order and maintain 911 trunks if those trunks never pass any traffic. CA asserts that there are ample competitors for CLECs and VoIP companies to choose from in the 911 Emergency Services marketplace and there are at least four large competitors to AT&T Florida for statewide 911 services in Florida. CA argues that the other competitors provide modern, superior features, and functionality compared with AT&T Florida's, "antiquated, decades-old 911 infrastructure" that has not noticeably changed or been significantly updated over the last decade. CA objects to AT&T Florida's position that it is entitled to be paid for its inferior 911 services even when CA does not need or intend to use those services.

CA argues that AT&T Florida seems to be arguing that CA could send 911 traffic wherever it likes but must still maintain expensive 911 trunks to AT&T Florida anyway. CA argues that a middleman is being used whether the CLEC uses AT&T Florida or sends 911 calls directly to an alternate provider for completion.

AT&T Florida:

AT&T Florida argues that CA's use of an alternative provider for E911 could potentially create a point of failure with the calls. In addition, AT&T Florida is concerned about correct completion of the 911 call to the PSAP. AT&T Florida wants to ensure successful call testing of E911 routing prior to passing live traffic through.

AT&T Florida asserts that if CA were to interconnect to AT&T Florida's E911 Selective Router and also exchange traffic in areas in which AT&T Florida is not the E911 provider, then CA must also interconnect with the Selective Router of the E911 service provider for that area.

Decision

It is possible for CA to use a third party aggregator to deliver its end user 911 calls to the appropriate PSAP. An aggregator for E911 traffic is a third-party middleman between CA's network and AT&T Florida's E911 tandem, which adds an additional layer of complexity to an E911 call destined to a PSAP. However, every time another carrier is introduced into a call sequence, another point of potential failure is introduced as well. The danger is that calls might be delivered to the wrong PSAP or without the caller's location, which could delay the dispatch of emergency assistance. Additionally, there are no mechanisms by which to ensure that third party 911 aggregators have sufficient trunking capacity. Insufficient trunking capacity could result in call blockage. Finally, 911 aggregation increases the risk of call blockage due to a trunking maintenance problem of the trunking provider and/or intermediate carriers that switch and/or transport the 911 traffic for eventual connection to AT&T Florida's selective router and the responsible PSAP.

While it is possible to mitigate the risks of 911 call aggregation, if an aggregator mixes different types of traffic on the same trunk group, any default routing requested by the PSAP could be negated, resulting in misrouted 911 calls. In addition, call aggregation increases the difficulty of tracing a call to the originator in an emergency situation when call data is not available and/or not correct in the E911 database.

Upon review, we agree with AT&T Florida, that successful call testing of E911 routing should be done prior to passing live traffic through. Additionally, we find that each time another carrier is introduced into the call sequence, the potential of a failed call happens. That is not in the best interest of any end user and creates undue risk.

PSAPs contract with a service provider to provide their E911 network services, and all other carriers connect to that 911 service provider for purposes of routing their 911 calls to the public-safety answering point. AT&T Florida is the designated 911/E911 service provider for many PSAPs in Florida. We find that the introduction of a third party aggregator to the 911 call sequence is not in the public interest. We also find that CA shall be required to interconnect with AT&T Florida's E911 Selective Router where AT&T Florida is the primary provider. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

3.3.2 AT&T-21STATE will provide facilities to interconnect the CLEC to the AT&T-21STATE's E911 SR, as specified in Attachment 02-Network Interconnection of this Agreement or per the requirements set forth via the applicable state tariff. Additionally, CLEC has the option to secure interconnection facilities from another provider or provide such interconnection using their own facilities. If diverse facilities are requested by CLEC, AT&T-21STATE will provide such diversity where technically feasible, at standard applicable tariff rates.

4.1 Call Routing (for CLEC's own switches):

4.1.1 CLEC will transport the appropriate 911 calls from each Point of Interconnection (POI) to the appropriate AT&T-21STATE E911 SR location.

4.1.2 CLEC will forward the ANI information of the party calling 911 to the AT&T-21STATE E911 SR.

4.2.3 CLEC shall order a minimum of two (2) one-way outgoing E911 Trunk(s) dedicated for originating 911 Emergency Service calls for each default PSAP or default ESN to interconnect from CLEC's switch to each appropriate AT&T-21STATE E911 SR, where applicable. Where Signaling System 7 (SS7) connectivity is available and required by the applicable E911 Customer, the Parties agree to implement Common Channel Signaling (CCS) trunking rather than Multi-Frequency (MF) trunking.

4.2.4 CLEC is responsible for ordering a separate E911 Trunk group from AT&T-21STATE for each county, default PSAP or other geographic area that the CLEC serves if the E911 Customer for such county or geographic area has a specified varying default routing condition. Where PSAPs do not have the technical capability to receive 10-digit ANI, E911 traffic must be transmitted over a separate trunk group specific to the underlying technology. CLEC will have administrative control for the purpose of issuing ASRs on this trunk group. Where the parties utilize SS7 signaling and the E911 network has the technology available, only one (1) E911 Trunk group shall be established to handle multiple NPAs within the local Exchange Area or LATA. If the E911 network does not have the appropriate technology available, a SS7 trunk group shall be established per NPA in the local Exchange Area or LATA. In addition, 911 traffic originating in one (1) NPA must be transmitted over a separate 911 Trunk group from 911 traffic originating in any other NPA 911.

4.2.5 CLEC shall maintain facility transport capacity sufficient to route 911 traffic over trunks dedicated to 911 Interconnection between the CLEC switch and the AT&T-21STATE E911 SR.

4.2.6 CLEC shall order sufficient trunking to route CLEC's originating 911 calls to the designated AT&T-21STATE E911 SR.

4.2.10 CLEC shall monitor its 911 Trunks for the purpose of determining originating network traffic volumes. If CLEC's traffic study indicates that additional 911 Trunks are needed to meet the current level of 911 call volumes, CLEC shall provision additional 911 Trunks for Interconnection with AT&T-21STATE.

4.2.12 CLEC will not turn up live traffic until successful testing of E911 Trunks is completed by both Parties.

4.2.13 Where required, CLEC will comply with Commission directives regarding 911 facility and/or 911 Trunking requirements.

4.3 Database:

4.3.1 Once the 911 Interconnection between CLEC and all appropriate AT&T-21STATE E911 SR(s) has been established and tested, CLEC or its representatives shall be responsible for providing CLEC's End User 911 Records to AT&T-21STATE for inclusion in AT&T-21STATE's DBMS on a timely basis.

4.3.2 CLEC or its agent shall provide initial and ongoing updates of CLEC's End User 911 Records that are Master Street Address Guide (MSAG) valid in electronic format based upon established NENA standards.

4.3.4 CLEC is responsible for providing AT&T-21STATE updates to the E911 database; in addition, CLEC is responsible for correcting any errors that may occur during the entry of their data to the AT&T-21STATE 911 DBMS.

b. Resale 911 Surcharges (E911 § 5.2.2)

We must decide whether CA should be required to use AT&T Florida as a clearinghouse for 911 surcharges when it has both resale and facilities-based customers.

Parties' Arguments

CA

CA will be a facilities-based and a reseller CLEC that will report its 911 subscriber data in the aggregate to the Florida 911 Board using the Board's monthly form separated by county. CA will pay the surcharges based upon that data. CA argues that this provides no way for it to determine the county for each resale line AT&T Florida bills the E911 surcharge. Because of

that, CA argues that it cannot deduct that resale line from its monthly filings and payments to the Florida 911 Board, which are county-specific. CA argues that AT&T Florida's language would require CA to double-pay for its E911 surcharge each month.

CA asserts it is not unusual to aggregate tax burdens between facilities-based and resale customers. CA contends that taxes other than 911 already work that way. CA argues both Verizon and CenturyLink exempt CLECs from 911 taxes in the manner that CA has requested. In response to AT&T Florida's distinction between resale and facilities-based charges, CA argues that AT&T Florida just states that resale and retail are handled the same way but glossed over CA's assertion that CA is entitled to exemption from all other taxes with resale. Also CA contends that all other ILECs in Florida provide the 911 exemption that CA is seeking. CA questions whether "AT&T Florida's proposed language treats CA differently than other CLECs in Florida."

AT&T Florida

Under the proposed AT&T Florida language, AT&T Florida argues that it would be able to collect the surcharge even though CA would not be entitled to collect it from its customers. AT&T argues that the customer could be exempt or the line cap could have been reached and there could be more lines at a particular location than CA can charge 911 for.

AT&T Florida argues that "clearinghouse" is a repository for collecting and paying specific monies, such as bills, taxes, or fees. AT&T Florida asserts that it will collect and remit 911 surcharges to the appropriate E911 authority or Public Safety Answering Position a/k/a Public Safety Answer Point (PSAP) on behalf of the end-users lines that are resold by CA. AT&T Florida contends that the same 911 surcharge is assessed regardless of whether the end-user is served by a resold line or a facilities-based line.

AT&T Florida asserts that the dispute is over which carrier should remit those surcharges and fees when AT&T Florida provides CA with resale services. AT&T Florida states it provides a complete product, including the billing of appropriate E911 surcharges. AT&T Florida contends that it bills the same for retail and resale, with the exception of the resale discount.

Decision

Upon review, we find that CA shall not be required to use AT&T Florida as a clearinghouse for 911 surcharges with respect to resale because CA has both resale and facilities-based customers. CA shall be required to provide proof of payment to AT&T Florida as well as the necessary PSAPs.

We find that CA shall not be required to use AT&T Florida as a clearinghouse for 911 surcharges with respect to resale because CA has both resale and facilities-based customers. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

5.2.2 For Resellers, the ILEC shall serve as a clearinghouse between Resellers and PSAPs except where state law requires Reseller to collect and remit directly to the appropriate 911 Authority, or in the case of a Facility based CLEC which also has resale service from AT&T-21STATE, and which remits and reports its facility-based and resale-based data in the aggregate to the 911 Customer. The Parties agree that:

5.2.2.2 AT&T SOUTHEAST REGION 9-STATE will provide the 911 Customer a monthly settlement letter which provides the total number of access lines broken down into residence and business line totals only. If state statutes require a break out of Reseller information, the AT&T SOUTHEAST REGION 9-STATE shall include this information upon request by the 911 Customer. In the case of a facility-based CLEC which also has resale service, and which remits and reports its facility-based and resale-based data in the aggregate to the 911 Customer, AT&T SOUTHEAST REGION 9-STATE shall omit CLEC's resale lines from its own reporting to 911 Customer. If CLEC claims exemption from resale 911 surcharges under this provision, CLEC shall be solely responsible for remitting and reporting of 911 surcharges to the 911 Customer.

VII. Customer Information Services

a. Inclusion of OS/DA Services (CIS § 1.2.2)

We must decide whether AT&T Florida will automatically provide Operator Services (OS) and Directory Assistance Services (DA) when CA purchases AT&T Florida's retail services for resale.

Parties' Arguments

CA

CA argues that it should not be compelled to offer AT&T Florida OS/DA service to either its facilities-based customers or its resale customers. CA notes that AT&T Florida retail customers have the ability to limit pay-per-use calls such as OS/DA, so CA should have the same ability.

AT&T Florida

AT&T Florida argues that because AT&T Florida's retail local service includes operator services and directory assistance ("OS/DA"), each resale line comes equipped with OS/DA services. CA obtains them simply by purchasing the resold service of a retail customer. Therefore, AT&T Florida proposes to add language in Attachment Customer Information Services ("CIS") §1.2.2 making clear that "OS/DA Services are included on Resale Services

purchased under this Agreement.” AT&T Florida contends that we should adopt AT&T Florida’s proposed language in CIS §§1.2.2 and 1.2.3.3

Decision

AT&T Florida argues that in a resale situation, a CLEC purchases the existing retail service being provided to the CLEC’s customer in its entirety. Since AT&T Florida’s OS/DA services are provided in conjunction with AT&T Florida’s retail services, they are automatically provided with resale services purchased by any CLEC. This includes services such as dial-tone, 911, and OS/DA in a bundled package.

In the context of a facilities-based carrier, OS/DA service does not come equipped on a facilities-based end users line. In a facilities-based arrangement, the CLEC must order OS/DA service for each end-user. We are persuaded that in a resale arrangement, OS/DA is part of the package of services offered and that it must be requested to be taken off by purchasing blocking service at the applicable charge.

Upon review, the ICA shall state that OS/DA services are included with resale services. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

1.2.2 CLEC shall be the retail OS/DA provider to its End Users, and AT&T-21STATE shall be the wholesale provider of OS/DA operations to CLEC. OS/DA Services are included on Resale Services purchased under this Agreement. AT&T-21STATE shall answer CLEC’s End User OS/DA calls on CLEC’s behalf, as follows:

b. OS/DA Service for Resale End Users (CIS § 1.2.3.3)

We must decide whether AT&T Florida will automatically provide Operator Services (OS) and Directory Assistance Services (DA) when CA purchases AT&T Florida’s retail services for resale.

Parties’ Arguments

CA

CA argues that it should not be compelled to offer AT&T Florida OS/DA service to either its facilities-based customers or its resale customers. CA notes that AT&T Florida retail customers have the ability to limit pay-per-use calls such as OS/DA, so CA should have the same ability.

AT&T Florida

AT&T Florida proposes to add language in CIS § 1.2.3.3 making clear that CA is *not* required to order OS/DA Services from AT&T Florida for *facilities-based* end users. If CA wants to remove the OS/DA service from a resale line, it must order the appropriate blocking for each line and pay the associated charges. AT&T Florida argues that this is consistent with how AT&T Florida provides OS/DA services to its own retail customers: the customer must order blocking if it wishes to remove OS/DA services.

AT&T Florida, argues that when CA is providing retail services to its own facilities-based end users, it is not required to order OS/DA services from AT&T Florida or to provide such services to its end users. AT&T Florida contends its proposed language for CIS § 1.2.3.3 clarifies this distinction.

Decision

AT&T Florida argues that in a resale situation, a CLEC purchases in its entirety the existing retail service being provided to the CLEC's customer. Since AT&T Florida's OS/DA services are provided in conjunction with AT&T Florida's retail services, they are automatically provided with resale services CA purchases.

We are persuaded that in a resale arrangement, OS/DA is part of the package of services offered and that it must be requested to be taken off by purchasing blocking service at the applicable charge. We find that CA does not have the option of not ordering OS/DA service for its resale end users. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

1.2.3 CLEC shall pay the applicable OS/DA rates found in the Pricing Sheet based upon CLEC's status as a Facilities-Based CLEC or a reseller. Provided however, CLEC may serve both as a reseller and as a facilities-based provider, and CLEC may convert its facilities-based End Users to Resale service, or vice versa, as described below in Section 3.6.8 below.

1.2.3.3 For facilities-based End Users, nothing herein shall obligate CLEC to provide OS/DA service, to its subscribers nor to order OS/DA services from AT&T-21STATE. CLEC shall have the absolute right to deny OS/DA service to its facilities-based End Users without penalty or charge from AT&T-21STATE.

c. Submission of Directory Listing Information (CIS § 6.1.5)

We must determine the length of time CA should be given to submit directory listing information to AT&T Florida's Directory Assistance (DA) database following the installation, disconnection, or change in service to a customer line. This new listing information might include new subscriber listings, changes to existing listings or disconnection of existing listings.

Parties' Arguments

CA

CA asserts that AT&T Florida's retail subscribers are not required to order directory listings when they order local service. AT&T Florida also no longer publishes white pages directories at all, and it has offered no reason for this proposed requirement. Further, CA argues that AT&T Florida admits that there is no legal basis for this requirement. Therefore, CA asserts that AT&T Florida's language is discriminatory and unreasonable.

AT&T Florida

AT&T Florida argues that CA should be required to submit directory listing change information within one (1) business day of the installation, disconnection or change in service, as reflected in AT&T Florida's proposed language for CIS §6.1.5. This timeline ensures that the directory information is up-to-date and that callers are able to reach a customer whose service has recently changed. AT&T Florida further argues that, by contrast, CA takes the position that the ICA should not provide any timeframe in which CA must submit necessary directory assistance changes.

AT&T Florida argues that CA's position is unreasonable, would negatively impact CA's customers and any consumers trying to reach CA's customers, as well as AT&T Florida, and should be rejected. AT&T Florida contends that it works diligently to maintain the accuracy of the DA database. This requires the information to be updated as soon as possible to ensure that customers seeking directory assistance have the most accurate information available. The sooner the database is updated the better, because it is unlikely the new customer will provide updated information to all those who may wish to reach the customer. Those wishing to reach the customer can obtain directory listing information only if it is in the DA database. AT&T Florida sets the one business day requirement to ensure the same level of quality for accurate directory listings that AT&T Florida provides for itself and for other CLECs.

In order to provide consistent service to CA, it is necessary for AT&T Florida to obtain listing information from CA within one business day of installation. It takes up to 72 hours to process the listings and AT&T Florida requests submission within one business day from all CLECs. AT&T Florida further argues that AT&T Florida itself and other CLECs in Florida comply with this requirement and to allow CA to provide information at random intervals would disrupt and degrade the accuracy of OS/DA and directory listing database information for AT&T Florida as well as CLECs.

If CA delays submitting customer directory information, CA's end users may be harmed by the inability of others to find the CA customer's current number. CA's delay would also cause additional administrative burdens to AT&T Florida. For delayed submissions, AT&T Florida would place the directory listing service orders in pending status. If the pending service orders are not resolved timely by CA, AT&T Florida would have to contact CA in an attempt to resolve

the issue. This effort could be avoided if CA submits the directory listing information within the timeframe set out in the ICA.

While CA suggests that neither CA nor AT&T Florida should have the right to force an end user to place a listing, AT&T Florida asserts that the contract language only applies when there is a change “affecting the [directory assistance] database or the directory listing of a CLEC End User.” If the CA end user does not want a listing, there is nothing for CA to submit and the deadline in CIS §6.1.5 does not apply.

AT&T Florida concludes that for these reasons, we should reject CA’s proposal that it have no specific timelines for submission of DA listing information and adopt AT&T Florida’s language in CIS §6.1.

Decision

Upon review, we find having the information forwarded to AT&T Florida within one business day would assist in assuring that the directory information is accurate.

We are persuaded that to allow CA to provide information at random intervals would disrupt and degrade the accuracy of OS/DA and directory listing database information for AT&T Florida as well as CLECs. It would also be inconsistent and unfair to CA’s customers to allow submittal beyond one business day.

We find that the time interval for submission of directory listing information for installation, disconnection, or change in-service shall be one business day. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

6.1.5 CLEC will provide accurate subscriber listing information of its subscribers to AT&T-21STATE via a mechanical or manual feed of the directory listing information to AT&T-21STATE’s Directory Listing database. CLEC agrees to submit all listing information via a mechanized process within six (6) months of the Effective Date of this Agreement, or upon CLEC reaching a volume of two hundred (200) listing updates per day, whichever comes first. CLEC’s subscriber listings will be interfiled (interspersed) in the directory among AT&T-21STATE’s subscriber listing information. CLEC will submit listing information within one (1) Business Day of installation, disconnection or other change in service (including change of non-listed or non-published status) affecting the DA database or the directory listing of a CLEC End User. CLEC must submit all listing information intended for publication by the directory close (a/k/a last listing activity) date.

d. Marketing or Winback Efforts (CIS § 6.1.9.1)

We addresses whether Section 222 of the Act or CA’s proposed language should govern AT&T Florida and its affiliates use of customer information obtained from CA.

Parties' Arguments

CA

CA asserts that AT&T Florida has cited no legal or regulatory decision to support its position, and has not stated how it intends to use CA's subscriber information that would be prevented by CA's proposed language.

AT&T Florida

AT&T Florida argues that its proposed language appropriately points to 47 U.S.C. §222, which is the federal law that governs the uses to which AT&T Florida and its affiliates may use customer proprietary network information (CPNI). Section 222 of the Act includes specific requirements imposed on telecommunications carriers regarding the protection and disclosure of CPNI and sets forth specific exceptions to the general prohibitions against its disclosure.

AT&T Florida further argues that CA's proposed language attempts to add additional criteria that must be met to enable AT&T Florida or its affiliates to use CA subscriber information. AT&T Florida states that this additional language is not appropriate or necessary because the three sections of the Act referenced in CIS §6.1.9.1 (Sections 251 and 271 of the Act as agreed by the parties, and Section 222 of the Act as proposed by AT&T Florida) sufficiently address the parties' rights and obligations.

AT&T Florida contends that its proposed language points directly to 47 U.S.C. §222; no additional language or criteria are necessary or proper. Further, AT&T Florida points out that CA states that it "believes" its language complies with "current" FCC orders. AT&T Florida argues that even if that is true, that is not sufficient. The language of the agreement should comply with Section 222 of the Act and FCC orders as they may exist now or may exist in the future.

Decision

We are persuaded by AT&T Florida's argument that Section 222 of the Act governs the uses to which AT&T Florida and its affiliates may or may not use customer information. AT&T Florida's language appropriately requires compliance with Section 222 of the Act. In contrast, we find CA's language introduces specifics that are not necessary and that may conflict with and unnecessarily complicate the intent of Section 222 of the Act.

Consistent with AT&T Florida, CA agrees that Section 222 of the Act governs the use of customer information by AT&T Florida. However, CA contends it is necessary to add additional language CA developed to govern the use of customer information. We are concerned that adding such language may inadvertently create confusion on the requirements. Further, we do not find additional language, beyond what is presented in Section 222 of the Act, is necessary considering that the FCC developed the language for the specific purpose of preventing abuses pertaining to the use of customer information by the ILEC.

AT&T Florida provided an analysis of how subscriber listing information received from a CLEC is to be handled and cared for in accordance with Section 222 of the Act and any other application federal or state regulations and orders. AT&T Florida explains that Section 222 of the Act defines subscriber list information as a carrier's subscriber's name, telephone number, address, or primary advertising classification that carrier has published. AT&T Florida also points out that Section 251 and Section 271 of the Act requires it to provide nondiscriminatory access to telephone numbers and directory listing, among other things. To ensure the directory listing is provided in a nondiscriminatory manner, AT&T Florida provides the subscriber information intermingled with AT&T Florida and other CLEC subscriber list information. The intermingled data provides the list of subscribers, but the recipient is unable to identify the subscriber's provider. AT&T Florida reiterates that it does not use the information for marketing purposes.

Further, we have formally acknowledged the applicability of Section 222 of the Act related to AT&T Florida's sharing wholesale information received from CLECs with its retail division. Specifically, we have affirmed that AT&T Florida cannot share carrier-to-carrier information acquired from its wholesale division with its retail division.⁴⁸

Lastly, AT&T Florida asserts that it has not been found in violation of applicable laws, orders, or rules relating to marketing or winback campaigns. These include matters before the FCC, us, and other public utility commissions.

As such, we find that the ICA shall not include CA's proposed language identifying specific circumstances under which AT&T Florida or its affiliates may or may not use CA's subscriber information for marketing or winback efforts. Therefore, we find AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

6.1.9.1 AT&T-21STATE agrees to serve as the single point of contact for all independent and Third Party directory publishers who seek to include CLEC's subscriber (i.e., End User) listing information in an area directory, and to handle the CLEC's subscriber listing information in the same manner as AT&T-21STATE's subscriber listing information. In exchange for AT&T-21STATE serving as the single point of contact and handling all subscriber listing information equally, CLEC authorizes AT&T-21STATE to include and use the CLEC subscriber listing information provided to AT&T-21STATE's DA databases, and to provide CLEC subscriber listing information to directory publishers. Included in this authorization is release of CLEC listings to requesting competing carriers as required by Section 271(c)(2)(B)(vii)(II) and Section 251(b)(3) and any applicable state regulations and orders. Also included in this authorization is AT&T-21STATE's use of CLEC's subscriber listing information in AT&T-21STATE's DA, DA related products and services, and

⁴⁸ Docket No. 020119-TP, *In re: Petition for expedited review and cancellation of BellSouth Telecommunications, Inc.'s Key Customer Promotional tariffs and for investigation of BellSouth's promotional pricing and marketing practices, by Florida Digital Network, Inc.*, p. 18, issued June 28, 2002.

directory publishing products and services. AT&T Florida and its Affiliates agree that any subscriber listing information received from CLEC will be cared for in accordance with the provisions of Section 222 of the Act.

VIII. Operations Support Systems

a. Provisioning Dispatch (OSS § 6.4) and Repair (OSS § 7.12) Terms

We must determine whether the provisioning dispatch and repairs terms and related charges in the OSS Attachment of the ICA should apply equally to both parties. The parties have agreed to AT&T Florida's proposed language in OSS § 6.3 and OSS § 7.11, which would permit AT&T Florida to bill CA if AT&T Florida must dispatch technicians more than once for ICA services related to provisioning (OSS § 6.3) and repair and maintenance (OSS § 7.11) due to CA providing incorrect or incomplete information to AT&T Florida.

Parties' Arguments

CA

The parties dispute language regarding provisioning dispatch and repair terms and related charges in the OSS Attachment of the ICA. While CA does not oppose AT&T Florida's proposed language in OSS § 6.3 and OSS § 7.11, CA contends the language lacks parity. OSS § 6.3 addresses ordering and provisioning. It authorizes AT&T Florida to charge CA if AT&T Florida must dispatch to the End User's location more than once for provisioning of ICA Services due to incorrect or incomplete information provided by CA. OSS § 7.11 addresses repair and maintenance issues. This language provides that AT&T Florida may charge CA if AT&T Florida must dispatch to an End User's location more than once for repair or maintenance due to incorrect or incomplete information provided by CA.

CA argues that AT&T Florida's proposed language requires CA to compensate AT&T Florida whenever CA causes AT&T Florida to dispatch a technician to fix a problem that is not within AT&T Florida's network. However, the language does not require AT&T Florida to compensate CA when AT&T Florida causes CA to dispatch a technician to fix a problem that AT&T Florida was supposed to resolve. Instead, CA argues that it must absorb all of the costs of AT&T Florida's error. CA asserts that each party should be required to compensate the other party for wasting each other's resources. Therefore, the terms in AT&T Florida's proposed language should equally apply to both AT&T Florida and CA. For this reason, CA has proposed additional language in OSS § 6.4 and OSS § 7.12 that CA argues would make the provisioning and repair requirements in AT&T Florida's proposed language reciprocal.

CA's proposed language in OSS § 6.4 and OSS § 7.12 provide that CA may charge AT&T Florida when CA must dispatch to the End User's location to resolve an issue that is solely caused by AT&T Florida, its employees, or its contractors and agents. CA gives the example of AT&T Florida tampering with CA's End User's service and AT&T Florida falsely reporting that services were properly installed and or repaired. CA acknowledges that AT&T Florida never orders services from CA and that CA never dispatches on behalf of AT&T Florida.

However, CA argues that despite this there are situations in which CA may have to dispatch a technician based on false information provided to CA by AT&T Florida. CA argues that AT&T Florida often reports to CLECs that a service has been installed or repaired when in fact AT&T Florida has not installed or repaired the service. As a result, the CLEC must then dispatch its own technician to its End User's location, to find that the service was not installed or repaired at all.

CA asserts that the most common scenario is for AT&T Florida to report to the CLEC that no trouble was found on a trouble ticket. However, the CLEC later determines after rolling a truck to the customer's premises that AT&T Florida was wrong. As a result, AT&T Florida has to dispatch "again" to the End User's location to address the issue. CA argues that AT&T Florida should reimburse CA for wasting its time and resources. CA asserts that its proposed language would ensure that AT&T Florida is held to the same standard to which AT&T Florida's language holds CA. CA adds that its proposed language also includes a rate parity requirement that would prevent CA's rate from exceeding AT&T Florida's rate.

Further, CA disagrees with AT&T Florida's argument that CA's proposed language contains no limits and would allow CA solely to determine that an issue was caused by AT&T Florida and allow CA to charge AT&T Florida for all dispatches that CA attributes as AT&T Florida's errors. AT&T Florida's proposed language limits AT&T Florida's ability to charge CA only in situations in which incorrect or incomplete information, such as address or contact name/number, has been provided by CA and the incorrect/incomplete information resulted in an additional AT&T Florida dispatch. CA argues that its proposed language is a "literal cut-and-paste" of AT&T Florida's language, making the terms reciprocal, with the added proviso "such as AT&T tampering with CLEC End User's ICA Service, AT&T falsely reporting that ICA Service has been properly installed when it has not, or AT&T falsely reporting that ICA Service has been repaired when it has not." CA argues that if one party provides false information to the other resulting in a dispatch, the falsifying party should be held financially responsible for the dispatch. Therefore, CA asserts that we should approve CA's proposed language.

AT&T Florida

AT&T Florida argues that the provisioning, repair and maintenance, and related terms as set forth in AT&T Florida's proposed language in OSS § 6.3 and OSS § 7.11 should not be reciprocal because the parties' relationship is not reciprocal. CA purchases products and services from AT&T Florida, but AT&T Florida does not purchase products and services from CA. CA provides AT&T Florida with addresses and contact information submitted to AT&T Florida through service orders, but AT&T Florida never submits service orders to CA. Further, upon CA's request, AT&T Florida dispatches technicians to work on CA's facilities. However, CA does not dispatch technicians on AT&T Florida's behalf. AT&T Florida argues that in this context CA's proposed reciprocity is meaningless. Therefore, CA's proposed language in OSS § 6.4 and OSS § 7.12 should be rejected.

Further, AT&T Florida argues that CA's accusation that AT&T Florida often incorrectly reports that service has been installed or repaired are untrue and unsubstantiated. So are CA's

claims that AT&T Florida "tampers" with CA's End User's service. AT&T Florida argues that CA's proposed ICA language which states that "AT&T [is] tampering with CA End User's service" is inflammatory and should not be included in the ICA. Further, AT&T Florida asserts that CA's alleged concern that it will have to dispatch technicians to End User locations due to the fault of AT&T Florida is misplaced.

AT&T Florida argues that it performs due diligence to assure that the services ordered by CA meet the service parameters for the type of services ordered, including testing for potential maintenance and repair issues. AT&T Florida asserts that CA should perform its own due diligence to isolate the trouble prior to dispatching its technician. Further, AT&T Florida argues that CA can avoid being required to dispatch its own technicians by simply following the trouble-shooting process set forth in OSS § 7.6.

OSS § 7.6 states that a "CLEC must test and isolate trouble to the AT&T-21STATE network before reporting the trouble to the Maintenance Center. Upon request from AT&T-21STATE at the time of the trouble report, CLEC will be required to provide the results of the CLEC test isolating the trouble to the AT&T-21STATE network." AT&T Florida argues that if CA would follow the process in OSS § 7.6 to isolate the trouble and the trouble is on AT&T's side of the network, CA would not need to dispatch a technician.

Instead, CA would report the trouble to AT&T Florida by submitting a trouble report to the AT&T Maintenance Center. AT&T Florida would then dispatch its own technicians, if necessary. AT&T Florida argues that CA would not be subject to the dispatch charges under OSS § 6.3 unless the error on AT&T Florida's side of the network was caused by CA providing "incorrect or incomplete information" to AT&T Florida. If the trouble is not on AT&T Florida's side of the network, then CA would be responsible for handling the issue according to CA's own methods and procedures.

Further, AT&T Florida argues that the language that CA has proposed in OSS § 6.4 and OSS § 7.12 attempts to expand the scope of AT&T Florida's proposed language in OSS § 6.3 and OSS § 7.11 beyond ordering, provisioning, and repair. AT&T Florida asserts that under the guise of the OSS Attachment, CA wants us to grant it the ability to bill AT&T Florida for any dispatch by CA based simply on CA's claim that AT&T Florida caused the problem. AT&T Florida argues that unlike the language in OSS § 6.3 and OSS § 7.11, CA's proposed language in OSS § 6.4 and OSS § 7.12 contains no limits and enables CA alone to determine that an issue was solely caused by AT&T Florida and bill AT&T Florida for all dispatches that CA attributes to AT&T Florida's error.

AT&T Florida's proposed language in both OSS § 6.3 and OSS § 7.11 of the OSS Attachment limits AT&T Florida's ability to bill CA to include only situations in which incorrect or incomplete information, such as address, or contact name/number, has been provided by CA, and the incorrect/incomplete information resulted in an additional AT&T Florida dispatch. Further, AT&T Florida argues that CA's proposed language would create a disincentive for CA to perform its own due diligence to isolate provisioning and repair issues prior to reporting the trouble. Therefore, AT&T Florida asserts that CA's proposed language should be rejected.

Lastly, AT&T Florida argues that the parties' interconnection agreement is "subject to the Commission's Service Quality Measurement Plan (SQM), and Self Effectuating Enforcement Mechanism (SEEM) as set forth in Docket No. 000121A-TP. The installation and repair measures document AT&T Florida's performance for all CLECs. Therefore, if there is a systemic problem, as compared to a few 'misses,' it can be addressed under the SQM.

Decision

The parties are disputing the addition of CA's proposed language in OSS § 6.4 and OSS § 7.12 of the OSS Attachment of the ICA. CA argues that its proposed language should be included in the parties ICA because the language would make the terms in AT&T Florida's proposed language reciprocal. CA argues that aside from the proviso that CA included, its proposed language in OSS § 6.4 and OSS § 7.12 is a "literal cut-and-paste" of the language proposed by AT&T Florida in OSS § 6.3 and OSS § 7.11.

AT&T Florida proposed the following language for OSS § 6.3 and OSS § 7.11. Both parties have agreed to this language as follows:

OSS § 6.3

In the event AT&T-21STATE must dispatch to the End User's location more than once for provisioning of ICA Services due to incorrect or incomplete information provided by CLEC (e.g., incomplete address, incorrect contact name/number, etc.), AT&T-21STATE will bill CLEC for each additional dispatch required to provision the circuit due to the incorrect/incomplete information provided. AT&T-21STATE will assess the Maintenance of Service Charge/Trouble Determination Charge/Trouble Location Charge/Time and Material Charges/Additional Labor Charges from the applicable Pricing Schedule, and/or applicable tariffs, price list or service guides.

OSS § 7.11

In the event AT&T-21STATE must dispatch to an End User's location more than once for repair or maintenance of ICA Services due to incorrect or incomplete information provided by CLEC (e.g., incomplete address, incorrect contact name/number, etc.), AT&T- 21STATE will bill CLEC for each additional dispatch required to repair the circuit due to the incorrect/incomplete information provided. AT&T-21STATE will assess the Maintenance of Service Charge/Trouble Determination Charge/Trouble Location Charge/Time and Material Charges/Additional Labor Charges at the rates set forth in the Pricing Schedule.

CA's proposed language for OSS § 6.4 and OSS § 7.12 states:

OSS § 6.4

In the event CLEC must dispatch to the End User's location to resolve an issue solely caused by AT&T-21STATE's employees, contractors or agents (such as AT&T tampering with CLEC End User's service, AT&T falsely reporting that service has been properly installed when it has not, or AT&T falsely reporting that service has been repaired when it has not) CLEC will bill AT&T-21STATE and AT&T- 21STATE shall pay for each dispatch required to resolve the problem caused by AT&T. The charge for each such dispatch shall not exceed the then-current AT&T- 21STATE Trouble Determination Charge.

OSS § 7.12

In the event CLEC must dispatch to the End User's location to resolve an issue solely caused by AT&T-21STATE's employees, contractors or agents (such as AT&T tampering with CLEC End User's ICA Service, AT&T falsely reporting that ICA Service has been properly installed when it has not, or AT&T falsely reporting that ICA Service has been repaired when it has not) CLEC will bill AT&T-21STATE and AT&T-21STATE shall pay for each dispatch required to resolve the problem caused by AT&T. The charge for each such dispatch shall not exceed the then-current AT&T-21STATE Trouble Determination Charge.

Upon review, we find that CA is unpersuasive in its argument that its proposed language is a "literal cut-and-paste," minus CA's proviso, of AT&T Florida's language. Unlike AT&T Florida's proposed language, which only permits AT&T Florida to charge CA when AT&T Florida must dispatch "more than once" due to incorrect or incomplete information provided by CA, CA's proposed language offers no such provision. CA's proposed language implies that it may bill AT&T Florida for "any" (or all) dispatches to the End User's location to resolve an issue that CA deems AT&T Florida is solely responsible for. CA's language does not specify that it will only charge AT&T Florida if it dispatches technicians for provisioning and repair issues, which are the subject of AT&T Florida's proposed language in OSS § 6.3 and OSS § 7.11. Therefore, we find that CA's proposed language attempts to expand the scope of AT&T Florida's proposed language beyond ordering, provisioning, and repair.

Further, the nature of the parties' relationship is not reciprocal. CA acknowledges that AT&T Florida never orders services from CA and that CA never dispatches on behalf of AT&T Florida. Therefore, the terms set forth in AT&T Florida's proposed language in OSS § 6.3 and OSS § 7.11 shall not be reciprocal. In regards to CA's claims that it is forced to dispatch a technician because AT&T Florida often reports to CLECs that a service has been installed or repaired when in fact AT&T Florida has not installed or repaired the service, based on the information that CA has entered into the record for this proceeding, we find that CA's claims are void.

We are persuaded by AT&T Florida's argument that CA's added proviso in its proposed language: "such as AT&T tampering with CLEC End User's ICA Service, AT&T falsely reporting that ICA Service has been properly installed when it has not, or AT&T falsely reporting that ICA Service has been repaired when it has not" may be viewed as inflammatory. CA's proposed language in OSS § 6.4 and OSS § 7.12 shall not be included in the parties' ICA.

We find that the provisioning dispatch terms and related charges in the OSS Attachment shall not apply equally to both parties. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

6.3 In the event AT&T-21STATE must dispatch to the End User's location more than once for provisioning of ICA Services due to incorrect or incomplete information provided by CLEC (e.g., incomplete address, incorrect contact name/number, etc.), AT&T-21STATE will bill CLEC for each additional dispatch required to provision the circuit due to the incorrect/incomplete information provided. AT&T-21STATE will assess the Maintenance of Service Charge/Trouble Determination Charge/Trouble Location Charge/Time and Material Charges/Additional Labor Charges from the applicable Pricing Schedule, and/or applicable tariffs, price list or service guides.

6.4 INTENTIONALLY LEFT BLANK.

We further find the repair terms and related charges in the OSS Attachment shall not apply equally to both parties. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

7.11 In the event AT&T-21STATE must dispatch to an End User's location more than once for repair or maintenance of ICA Services due to incorrect or incomplete information provided by CLEC (e.g., incomplete address, incorrect contact name/number, etc.), AT&T-21STATE will bill CLEC for each additional dispatch required to repair the circuit due to the incorrect/incomplete information provided. AT&T-21STATE will assess the Maintenance of Service Charge/Trouble Determination Charge/Trouble Location Charge/Time and Material Charges/Additional Labor Charges at the rates set forth in the Pricing Schedule.

7.12 INTENTIONALLY LEFT BLANK.

IX. Collocation

a. Tier 1 Authorized Installation Supplier (Collocation § 1.7.3)

We must determine whether CA should be entitled to become a Tier 1 Authorized Installation Supplier (AIS) to perform work outside its collocation space. AT&T Florida has developed a two-tiered process for AIS certification. Tier 2 AIS certification allows an entity to perform work inside its own collocation space. A one-day training course is required to become a Tier 2 AIS. Tier 1 certification allows an entity to perform work anywhere within any CO in AT&T's 21 state footprint. The qualifications and training are much more rigorous at this level compared to a Tier 1 AIS certification. Tier 1 AIS certifications can take nine months to a year to complete.

Parties' Arguments

CA

CA argues that, because of AT&T Florida's policies, CA needs to be certified as Tier 1 AIS in order to install its own equipment in AT&T Florida's central offices. CA contends that, in many areas, AT&T Florida has approved a very limited number of Tier 1 AIS contractors, and has refused to permit, in its sole discretion, any new entrants to become certified as Tier 1 AIS. CA argues that the predominant Tier 1 AIS contractors are affiliated with AT&T Florida; they maintain offices inside AT&T Florida central offices and perform work for AT&T Florida on a routine basis. In those cases, the cost of using a Tier 1 AIS is often prohibitive for a CLEC, which may itself possess the same technical skills and abilities as the Tier 1 AIS. This is especially true when the CLEC only needs minor work such as a short optical cable run within the central office and the AIS imposes a minimum job cost upon the CLEC which is much greater than the actual value of the work required. CA asserts this creates an artificial barrier to entry for CLECs. Finally, CA offers a "reasonable solution" by recommending that the parties set TELRIC-based collocation rates.

AT&T Florida

AT&T Florida argues that its language requires AT&T Florida to consider CA's application to become Tier 1 AIS within a reasonable time using criteria no more restrictive than AT&T Florida applies to any other applicant. CA's language, however, appears to state that CA shall be *entitled* to become an Tier 1 AIS. CA's language must be rejected, because neither CA nor anyone else is entitled to become an AIS.

AT&T Florida contends that no entity has an inherent right to become a Tier 1 AIS and that there is no shortage of vendors; there were 87 vendors on the Tier 1 list as of January 2015, each of which is authorized to perform work in any AT&T central office in the country. While AT&T Florida is not accepting Tier 1 applications at this time, AT&T Florida asserts that if CA wants to do work in its own collocation space, it can become a Tier 2 AIS rather easily. Finally, AT&T Florida argues that there is no basis for applying the TELRIC standard to collocation construction costs.

Decision

Upon review, we find that no entity is entitled to become a Tier 1 AIS. However, there is concern that AT&T Florida's refusal to accept any new Tier 1 applications, apparently for some time, could be construed as a de facto unreasonable restriction in violation of FCC rules. AT&T Florida's obligations regarding Tier 1 applications are already delineated in agreed-to language elsewhere in the proposed agreement, and we find that no additional language in this Collocation § 1.7.3 is necessary.

CA does not appear to disagree with AT&T Florida's underlying position that CA should be subject to the same criteria as any other entity when applying for Tier 1 AIS certification.

However, the record reflects that CA was not even allowed to apply to become a vendor and that AT&T Florida has repeatedly refused to accept Tier 1 AIS applications for several years.

AT&T Florida does not refute CA's assertion that it has been some time since it has accepted applications. AT&T Florida did not know the last time that AT&T Florida accepted a Tier 1 AIS application. AT&T Florida argues that there are plenty of Tier 1 vendors available, and that there have been no complaints that a shortage of vendors exists.

CA argues that a refusal to accept any applications for contractor certification is a violation of Federal rules. 47 C.F.R. § 51.323(j) states:

An incumbent LEC shall permit a collocating telecommunications carrier to subcontract the construction of physical collocation arrangements with contractors approved by the incumbent LEC, provided, however, that the incumbent LEC shall not unreasonably withhold approval of contractors. Approval by an incumbent LEC shall be based on the same criteria it uses in approving contractors for its own purposes.

CA states AT&T Florida is unreasonably withholding approval of contractors by refusing to accept applications. The record reflects that AT&T Florida is not currently and has not accepted Tier 1 AIS applications for several years. Upon review, we find this long-term refusal could be construed as an unreasonable withholding of contractor approval, which would be a violation of 47 C.F.R. §51.323(j).

AT&T Florida is already obligated to make available its Tier 1 AIS approval program to CA. Collocation § 3.29.1, agreed to by both parties, states, in part:

AT&T-21STATE shall make available its supplier approval program to Collocator or any supplier proposed by Collocator and will not unreasonably withhold approval. All work performed by or for Collocator shall conform to generally accepted industry standards.

This provision makes it clear that CA is entitled to have the Tier 1 (and Tier 2) approval program made available to it. AT&T Florida not accepting applications for Tier 1 vendor status is inconsistent with this agreed-to language. The language in Collocation §3.29.1 does not mean that CA is entitled to "become" a Tier 1 AIS. It is possible that CA will not pass the qualifying tests or otherwise not complete the program.

Regarding CA's proposal for TELRIC-based rates, we agree with AT&T Florida that the work that is the subject of CA's proposal is not collocation and there is no requirement that that work be performed at TELRIC-based rates. The proposed agreement's Pricing Schedule lists collocation elements such as floor space, application fees, cross-connects, power, and space preparation. Construction costs are not listed in the proposed Pricing Schedule, indicating they are not priced at TELRIC-based rates. Construction costs are also not listed in the pricing schedules of any other effective interconnection agreement presented in this case.

Thus, we find that neither party's proposed language for this issue shall be approved. CA is not "entitled" to become a Tier 1 AIS and the availability of the Tier 1 program is made clear in undisputed Collocation §3.29.1, making both parties' proposed language in this provision (Collocation § 1.7.3) unnecessary. Therefore, no additional language is needed.

b. Application Fee for Subsequent Placement of Equipment (Collocation § 3.17.3.1)

We must determine whether the words "AT&T Florida shall not charge any separate fee for review under this subsection" (AT&T Florida's proposal) or "CLEC shall not be charged for submission of the attachment to the Equipment List or for this review process, regardless of outcome" (CA's proposal) should be added to the end of Collocation § 3.17.3.1.

Parties' Arguments

CA

CA offered its proposed language to ensure that cable records charges are always cost-based and to remove a barrier to entry. Also, CA argues that AT&T Florida incurs no cost when a CLEC changes out one piece of equipment for another and that AT&T Florida is not entitled to reject NEBS-compliant equipment for safety reasons. CA contends that if AT&T Florida believes the equipment is unnecessary for collocation, then that is an AT&T Florida business decision and the CLEC should not bear the cost for it.

AT&T Florida

AT&T Florida argues that it does not impose an additional charge on CA for review of CA-furnished equipment that does not appear on the All Equipment List. AT&T Florida proposes language to resolve this concern. AT&T Florida asserts that CA's proposed language is unclear and "could be interpreted to override the parties' agreement that application fees are required for initial collocation applications."

Decision

The parties substantially agree on this issue, and offer language. CA asserts that "cables records charges" imposed by AT&T Florida create an artificial barrier to entry for CLECs:

AT&T has a history of charging CLECs more to enter the records for new cross-connect cables into its databases than the actual materials and labor costs for the same installation. These "cables records charges" are not cost-based and are in fact an artificial barrier to entry for CLECs created by AT&T. CA is aware of no other ILEC in Florida which charges anything for entering cable records into its own systems.

AT&T Florida argues that CA may misunderstand the meaning of this section. The record addresses this possibility:

It is unclear to me how cable records charges relate to the issue and what point Mr. Ray is attempting to make. Issue 3 relates to whether an application fee is charged when CA proposes to collocate equipment that is not already on the approved All Equipment List. . . . AT&T Florida offered proposed language that should resolve this issue as it is framed.

We find AT&T Florida's analysis of the section is correct. Collocation §3.17.3.1 specifically applies "(w)hen the collocator's equipment is not listed in the All Equipment List (AEL). . . ." CA has either misunderstood the application of this section, or is attempting to expand its meaning. AT&T Florida has agreed that any review under this section will not incur an additional charge.

CA's proposed language is unclear. In particular, the words "submission of the attachment to the Equipment List" could be construed to apply to more than this section. We find that AT&T Florida's proposed language is appropriate and shall be approved. We further find that when CA supplies a written list for subsequent placement of equipment, an application fee shall not be assessed. The approved language is as follows:

3.17.3.1 The Collocator shall furnish to AT&T-21STATE a written list in the form of an attachment to the original Equipment List for the subsequent placement of equipment in its Dedicated or Virtual Collocation Space. When the Collocator's equipment is not listed in the approved All Equipment List (AEL) the equipment will be reviewed by AT&T-21STATE and written approval or denial of the equipment will be forwarded to the Collocator. The additional equipment will also be reviewed as to whether it is "necessary equipment". Only if the equipment passes both reviews may it be collocated. AT&T Florida shall not charge any separate fee for review under this subsection.

c. Improperly Collocated Equipment (Collocation § 3.18.4)

We must determine whether CA's installed collocation equipment can remain in place pending dispute resolution if AT&T Florida believes CA's equipment is not necessary or improperly collocated.

Parties' Arguments

CA

CA asserts:

. . . AT&T [Florida] seems to propose that CA's sole remedy for anything is the dispute resolution process in this agreement, but AT&T [Florida] seeks to embed

other remedies for itself which do not require it to comply with the dispute resolution provisions . . . so CA has instead inserted proposed language in the Draft ICA to require compliance with dispute resolution. CA also lengthened the cure time to 30 days to give CA ample time to replace equipment or notify customers that CA will not be able to provide service any longer.

CA offered a compromise, reducing CA's cure time from 30 calendar days to 15 business days. CA further proposed the addition of the sentence "(t)he parties shall comply with 47 C.F.R. § 51.323(c) at all times" "to further clarify that AT&T must obey this rule."

AT&T Florida

AT&T Florida contends that Collocation § 3.18.4 covers two scenarios in which the parties disagree about CA's compliance with the Collocation Attachment. In the first scenario, the parties disagree whether equipment that CA has collocated is necessary for interconnection or access to UNEs (as it must be in order to be permissibly collocated). In the second scenario, the parties disagree whether equipment that CA collocated complies with safety standards or was collocated without having been identified on an approved application for collocation or on the All Equipment List.

AT&T Florida asserts that in the first scenario, in which AT&T Florida contends that CA has collocated equipment that is not necessary for interconnection or access to UNEs and CA disagrees, the parties have agreed that CA may leave its equipment in place while the disagreement is resolved. AT&T Florida is willing to agree to this because if CA is collocating equipment that is not necessary for interconnection or access to UNEs, CA is breaching the ICA, but is not endangering persons or property.

AT&T Florida maintained that in the second scenario, in which CA has collocated equipment that AT&T Florida contends does not comply with safety standards, the safety of persons and property is at stake. Accordingly, CA should be required to remove the equipment until the dispute resolution process concludes.

AT&T Florida asserts that the second scenario also encompasses the situation in which AT&T believes CA has installed equipment that was not on CA's collocation application or that does not appear on the All Equipment List. This situation should arise rarely, if ever, since there should be no debate about whether a particular piece of equipment was or was not on CA's collocation application or the All Equipment List. In any event, much the same reasoning applies here as in the safety standard variation of the second scenario.

AT&T Florida contends that there is a second, lesser disagreement concerning Collocation § 3.18.4, namely, how much time CA should have to remove its collocated equipment if (1) the equipment does not comply with the minimum safety standards or was not approved in advance, or (2) the equipment is not used for interconnection or access to UNEs and CA does not dispute that fact. AT&T initially proposed ten business days, and CA proposed 30 calendar days. In its rebuttal testimony, CA proposed to split the difference at 15 business days.

AT&T's principal concern is the scenario in which safety is at stake. Accordingly, AT&T now advocates 15 business days for scenario (2) (as CA proposed) and ten business days for scenario (1).

Decision

We find that disputes over the placement of collocation equipment involving this section of the proposed agreement are highly unlikely. CA contends that it "would be willing to agree that CA may not leave collocated equipment in a collocation if it is not NEBS-certified as required by the ICA and standard industry practice." AT&T Florida states "it is not clear why there would be a dispute in the first place if CA is using NEBS-certified equipment." We find that the use of NEBS-certified equipment would alleviate conflicts regarding collocation equipment. Further, Collocation § 3.81.1 states that collocated equipment, in a practical sense, must meet Telcordia Level 1 NEBS safety requirements.⁴⁹ We find that a combination of both parties' language is appropriate.

AT&T Florida provides three reasons why it may object to CA's collocation equipment: it is not necessary, it does not meet safety requirements, or it is not on a previous collocation application or on the AEL. CA's proposed language only delineates two reasons: it is not necessary or it does not meet safety standards.

The FCC Collocation Rule, 47 C.F.R. § 51.323, addresses what collocation equipment is allowed to be installed by CLECs and how an ILEC may object to the equipment's placement. The FCC rule also delineates only two reasons an ILEC may object to a CLEC's equipment: the same two grounds as proposed in CA's language.

The FCC rule and CA's proposed language do not mention objecting to equipment because it is not on an approved collocation application or on AT&T Florida's AEL. The agreed-to provisions in the proposed agreement deal specifically with these other scenarios. Collocation § 3.17.1 addresses equipment not appearing on an approved application, and Collocation § 3.17.2 deals with equipment not on the AEL. These provisions adequately encompass equipment not on an application or the AEL and no additional language is required in Collocation § 3.18.4.

One item CA's proposed language does not include is an exception for legitimate safety concerns. As discussed previously, we find that the dispute resolution process in the proposed agreement shall be followed, unless there is a compelling reason to not do so. Legitimate safety concerns can be such a compelling reason and we find that an exception for safety concerns shall be included in the proposed language.

CA also proposed adding "(t)he parties shall comply with 47 C.F.R. § 51.323(c) at all times" to its proposed language. This indicates that CA desires all of the provisions of the FCC rule to be followed by both parties. We find that this is a reasonable request. However, if not

⁴⁹ Collocation § 3.18.1 also allows for equipment "having been installed in any ILEC structure. . . prior to January 1, 1998 with no known history of safety problems."

qualified, the words “at all times” may be overly broad and restrict the parties from agreeing to separate terms. We further find that adding a phrase such as “unless otherwise agreed to by the parties” would alleviate this concern.

The parties also disagree on the period of time to remove the equipment if AT&T Florida prevails in the dispute, or AT&T Florida’s objection is not disputed. AT&T Florida originally proposed 10 business days after notice, while CA proposed 30 calendar days and then offered 15 business days as a compromise. AT&T Florida amended its proposal to 15 business days if the equipment is not necessary, and 10 business days for the other two cases.

The parties agree that if the objection to the equipment is that it is not necessary, 15 business days for removal is adequate. We find that where there are legitimate safety concerns, AT&T Florida’s proposal requiring removal in 10 business days is appropriate. Equipment not on an application or the All Equipment List is contemplated elsewhere in the proposed agreement, and no language in this provision is required.

We find it appropriate that the parties shall file language conforming to our decision, including CA’s language for when an objection is because the equipment is not necessary, an exception if the equipment violates safety standards, 15 business days cure time for “not necessary” objections and 10 business days cure time for safety objections, and the inclusion of CA’s proposed “(t)he parties shall comply with 47 CFR § 51.323(c) at all times,” modified to allow the parties to agree otherwise.

We find that if equipment is improperly collocated (e.g., not previously identified on an approved application for collocation or not on authorized equipment list), CA shall be able to delay removal until the dispute resolution is resolved. However, if equipment is a safety hazard, CA shall not be able to delay removal until the dispute resolution is resolved. Therefore, the companies shall negotiate language which conforms to this Order.

d. Reclamation of Collocation Space (Collocation § 3.20.1)

We must decide whether AT&T Florida should be allowed to reclaim CA’s collocation space prior to the conclusion of the dispute resolution if CA is in material default of its collocation obligations.

Parties’ Arguments

CA

CA argues AT&T Florida should be required to use the agreement’s dispute resolution process to resolve disputes. Additionally, CA claims that we have an accelerated dispute resolution process which would be available for time-sensitive issues. CA contends that AT&T Florida should not have the unilateral right to take action against CA, bypassing the dispute

resolution process. CA further argues that AT&T Florida has proven that it can erroneously take such action, harming a competitor.

AT&T Florida

AT&T Florida asserts that, to avoid reclamation of collocation space, “(f)irst and foremost, CA can cure its default.” Second, CA may initiate a proceeding to temporarily bar AT&T Florida from reclaiming the space. AT&T Florida asserts that it is well aware of the enormous liability it would face if it was in error, so it would proceed with extreme caution. AT&T Florida contends that allowing the equipment to remain would subject AT&T Florida to “prolonged and possibly dangerous defaults by CA.”

Decision

The dispute resolution process in the proposed agreement is an important element regulating how the parties behave during a dispute. There is a need to ensure that by its proposed language, AT&T Florida does not attempt to bypass this process and give AT&T Florida the unilateral ability to act as if it has prevailed in a dispute before that determination has been made, unless there is a compelling reason to do so.

To determine whether the dispute resolution process should be followed under the detailed circumstances, it is important to first develop a reasonable definition of “default.” AT&T Florida asserts that it does not have categories of “default,” therefore, it adjusted its pertinent contract language so that the remedies made available by Collocation §§ 3.20.1 and 3.20.2 apply only to “material” defaults.⁵⁰ AT&T Florida provides two examples of a material default. The first example is a financial default—CA owes AT&T Florida amounts for collocation. The second example is a safety default. AT&T Florida argues:

For instance, if CA fails to pay material amounts it owes for collocation services, AT&T Florida should not have to incur additional financial loss by allowing CA to remain collocated or to obtain additional collocation space that it cannot or will not pay for. Similarly, if CA’s default is a failure to follow safety requirements that protect the personnel or equipment of other collocators, and of AT&T Florida, CA should not be allowed to continue to collocate, and to continue the violation – and the endangerment of those personnel or equipment – during the potentially very long period while CA is disputing the violation through appeals.

AT&T Florida did not provide any other examples of what would constitute a material default for collocation. We agree that these are the two practical instances where a default may occur. AT&T Florida’s first example occurs if CA fails to pay material amounts it owes for collocation services. If material amounts are owed and not paid or disputed, AT&T Florida’s proposed language would not allow CA to remain collocated or obtain additional collocation

⁵⁰ AT&T Florida qualified its addition of the word “material” as applicable only if CA’s proposed language is rejected.

space. However, upon review we find that if CA has properly disputed any amounts, the disputed amounts cannot constitute a material default.

Our decisions in this Order, as well as other agreed-to language in the ICA, shall encompass financial disputes between the parties, negating any practical need to deviate from the dispute resolution process. As discussed in this Order, we find that AT&T Florida's proposed escrow provisions shall be included in the agreement. AT&T Florida proposed that disputed amounts that total \$15,000 or less can be withheld by CA pending the dispute. If total disputes are over \$15,000, those amounts shall be deposited into an escrow account pending the resolution of the dispute. Therefore, if CA properly disputes collocation charges and deposits the proper amounts into escrow, disputed amounts cannot be considered a material default as it applies to reclaiming collocation space. If CA does not comply with the proposed escrow provisions (e.g. does not pay disputed amounts over \$15,000 to AT&T Florida or into escrow), AT&T Florida can enforce the nonpayment/discontinuance of service sections in the proposed agreement.

Extraordinary financial circumstances, such as bankruptcy, are covered in a separate clause within this section (Collocation § 3.20.1). AT&T Florida's proposed language "or if the Collocator is declared bankrupt or insolvent or makes an assignment for the benefit of creditors..." will cover these events. This proposed language is not disputed between the parties. Therefore, there is no reason to deviate from the dispute resolution process for financial disputes under this section (Collocation § 3.20.1).

In a practical sense, if financial situations are covered by other sections of the ICA, that leaves the other likely instance of a material default: safety. AT&T Florida asserts that safety is the main concern. We find that safety concerns can make the timing of initiating action critical. However, if safety is the focus of this section, a 60-day grace period to rectify a material safety default seems like a long time. Regardless, both parties have agreed to this period.

We find the dispute resolution process in the proposed agreement shall be followed, unless there is a compelling reason to not do so. Legitimate safety concerns shall be considered to such a compelling reason. We find the potential liability AT&T Florida faces if it is in error will sufficiently restrict AT&T Florida's use of Collocation § 3.20.1. Although AT&T Florida's language appears appropriate, it does not give AT&T Florida the unilateral right to reclaim collocation space unless there is a legitimate safety concern. Any financial disputes shall be covered within other sections' language we approve.

Based on our decisions throughout this Order and interpretation of other sections of the proposed ICA, we find AT&T Florida's proposed language for Collocation § 3.20.1 is appropriate and shall be approved. We find that AT&T Florida shall not be allowed to reclaim collocation space prior to conclusion of a dispute regarding the default unless it is for legitimate safety reasons. The approved language is as follows:

3.20.1 If the Collocator shall materially default in performance of any provision herein, and such the default shall continue for sixty (60) calendar days after

receipt of AT&T- 21STATE's written Notice, or if the Collocator is declared bankrupt or insolvent or makes an assignment for the benefit of creditors, AT&T-21STATE may, immediately or at any time thereafter, without notice or demand, enter and repossess the Dedicated Space, expel the Collocator and any claiming under the Collocator, remove the Collocator's property and dispose of such abandoned equipment. Also, services provided pursuant to this Attachment will be terminated without prejudice to any other remedies.

e. **Applications for Additional Collocation Space or Service (Collocation § 3.20.2)**

We must decide whether AT&T Florida can refuse additional collocation space prior to the conclusion of a dispute resolution process if CA disputes an alleged default.

Parties' Arguments

CA

CA argues AT&T Florida should be bound by the dispute resolution process in the agreement.

AT&T Florida

AT&T Florida argues that the remedies provided by this section are so modest—refusal to complete pending collocation orders or process new ones—AT&T Florida should be able to utilize these remedies without awaiting a dispute resolution proceeding.

Decision

The question is whether AT&T Florida shall be allowed to refuse CA's applications for additional collocation space or service or to complete pending orders after AT&T Florida has notified CA it is in default of its obligations as Collocator but prior to conclusion of a dispute regarding the default and where CA disputes the alleged default. Financial disputes will be covered by our decisions throughout this Order. Legitimate safety concerns may be the exception, so long as AT&T Florida continues its commitment to be extremely cautious in exercising its narrow privilege under this section. Because of the protections for disputed amounts in other sections of the proposed agreement, AT&T Florida's proposed language shall be approved.

We find that AT&T Florida shall not be allowed to refuse CA's applications for additional collocation space or service or to complete pending orders after AT&T Florida has notified CA it is in material default of its obligations as collocator but prior to conclusion of a dispute regarding the material default, unless it is for legitimate safety reasons. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

3.20.2 AT&T-21STATE may also refuse additional applications for service and/or refuse to complete any pending orders for additional space or service for the Collocator at any time after sending the Notice required by the preceding Section.

f. Certification of Insurance for Collocation Work

Here we must decide that if a CA breaches its obligation to provide an insurance certificate before starting work, how much time CA has to cure the breach.

Parties' Arguments

CA

CA provides two reasons why five days is not feasible to obtain insurance: (1) CA cannot obtain coverage insurance within five days as it takes much longer to obtain this coverage in Florida; and (2) most insurance carriers have refused to write such coverage for CLECs.

CA argues that if CA has applied to install a collocation, to attach to AT&T Florida's poles, or use AT&T Florida's conduits that CA agrees that it may not start any work in the collocation space for any length of time or at any time while its insurance is not in force. In such a situation, CA asserts that there is no harm in allowing 30 days to get insurance because there is no risk during this period because no work has commenced.

CA argues its proposed language prevents AT&T Florida from creating arbitrary costs for CA while CA is working to meet the insurance requirements in good faith prior to commencement of the applicable service.

AT&T Florida

AT&T Florida asserts that both parties agree in Collocation § 4.6.2 that, "A certificate of insurance stating the types of insurance and policy limits provided the Collocator must be received prior to commencement of any work." Therefore, CA must provide a certificate of insurance before it can start work in a collocation space. This stands to reason, because the required insurance is necessary to protect personnel and equipment in the collocation space and CO.

AT&T Florida states:

(t)he disagreement only comes into play when CA breaches this obligation. In that scenario, CA must cure its breach, but the parties disagree on how long CA should have to do so. AT&T Florida proposes that CA should have five business days. To allow CA 30 days to cure its breach while CA continues to work in the collocation space, could possibly create dangers against which the agreed

insurance is supposed to protect, and would make a mockery of the parties' agreement that insurance must be in place before work begins. If CA breaches that obligation, it would be perfectly reasonable to require CA to stop work until it obtains insurance and provides the required certificate. The five-day grace period that AT&T Florida proposes is generous, and is sufficient for CA to cure its breach.

AT&T Florida argues that CA will not have difficulty obtaining the required insurance as CLECs have been required to obtain insurance prior to collocating in AT&T Florida's premises for nearly 20 years. AT&T Florida contends that other CLECs have not expressed concerns about complying, and AT&T Florida has not had issues with CLEC non-compliance. AT&T Florida asserts that if CA thinks it will have trouble obtaining insurance it should not have agreed to language requiring it to obtain insurance.

Decision

Whether a certificate is required is not disputed by the parties as both parties have agreed that a certificate of insurance is required. We find that, should CA breach its obligation, five days is reasonable.

CA did not provide any proof or documentation to justify why five days is not feasible to obtain the required insurance after commencement of work and receipt of a deficiency notice. AT&T Florida argues that other CLECs have been collocating in AT&T Florida's premises for nearly 20 years and have had to adhere to similar insurance requirements and have not expressed any concerns about complying. Also, CA is in control of the collocation schedule and when it files its application, it may delay the work until insurance is acquired. If CA chooses to begin work prematurely, it should cure this breach as soon as the deficiency notice is received.

CA asserts that it would not be able to obtain insurance in five days, and that it may be difficult for CA to obtain insurance at all. However, CA is contractually obligated, by its own agreement, to obtain insurance *before* it starts work. The five days comes into play only after AT&T Florida notifies CA that CA breached that obligation.

AT&T Florida asserts that, "It is essential for CA to carry insurance in order to protect against the financial consequences of insurable events." If CA breaches that obligation, it would be perfectly reasonable to require CA to stop work until it obtains insurance and provides the required certificate.

We find AT&T Florida's argument persuasive. CA controls the collocation schedule by when it files the application; it can use whatever time is necessary to secure insurance before it applies to AT&T Florida for collocation. If CA chooses not to do this, and begins work without a certificate of insurance, the five day grace period that AT&T Florida proposes is sufficient for CA to cure its breach.

Thus, we find AT&T Florida's proposed language (Collocation § 4.6.2) appropriate. The parties agree to have insurance before work begins, therefore, CA shall be required to provide AT&T Florida with a certificate of insurance prior to starting work in CA's collocation space on AT&T Florida premises. The approved language is as follows:

4.6.2 A certificate of insurance stating the types of insurance and policy limits provided the Collocator must be received prior to commencement of any work. If a certificate is not received, AT&T-21STATE will notify the Collocator, and the Collocator will have five (5) Business Days to cure the deficiency. If the Collocator does not cure the deficiency within five (5) Business Days, Collocator hereby authorizes AT&T-21STATE, and AT&T- 21STATE may, but is not required to, obtain insurance on behalf of the Collocator as specified herein. AT&T-21STATE will invoice Collocator for the costs incurred to so acquire insurance.

g. Costs of Internal Security Partition (Collocation § 4.11.3.4)

We must decide whether CA should pay AT&T Florida if AT&T Florida installs an additional barrier between CA's equipment and the equipment of another carrier.

Parties' Arguments

CA

CA argues that AT&T Florida's proposed ICA language to charge CA for a security partition is inappropriate because it is (1) unnecessary, (2) unlawful, and (3) imposes an arbitrary, non-cost-based financial obligation upon its competitor to increase CA's operational costs. CA proposes the following language be added following the agreed to provision:

4.11.3.4 ... This provision shall only apply if CLEC or any agent of CLEC has been proven to have committed any wrongdoing or violation of this agreement on AT&T property, and the measures taken by AT&T for which recovery is sought would protect AT&T from that wrongdoing or breach by CLEC in the future.

CA asserts that "AT&T Florida is solely in control of where CA's collocations are placed within the AT&T Florida CO and AT&T Florida COs already have a "CLEC Collocation Area" which is already segregated from AT&T Florida's own equipment." CA argues that AT&T Florida's language is inappropriate to the extent that it seeks to impose a cost upon CA as a result of AT&T Florida changing its mind about the initial placement of CA's collocation through no fault of CA.

AT&T Florida

AT&T Florida argues that the agreed upon language is eminently fair and reasonable: if AT&T Florida chooses to erect a security partition to separate CA's equipment from other

carriers' equipment (including its own), it can recover the cost only if it demonstrates that other reasonable security methods cost more, and AT&T Florida cannot charge CA for both the partition and an additional security measure. The agreed upon language allows AT&T Florida to erect a security partition to segregate CA's equipment in the described (and very limited) circumstances, and provides that CA will bear the costs. Furthermore, the agreed upon language requires that the security partition be "reasonable," that AT&T Florida may recover the costs instead of the costs of other reasonable security measures only if the partition costs are lower than the costs of those other reasonable security measures. Therefore, AT&T Florida argues CA's proposed additional language should not be approved.

Decision

AT&T Florida asserts that a partition is a physical barrier that separates a CLEC's or AT&T Florida's space. It can range from a wire mesh cage screen to fully framed walls. AT&T Florida states:

The agreed language regarding security partitions follows that approach, by allowing AT&T Florida to recover the cost of a security partition only 'if the partition costs are lower than the costs of any other reasonable security measure for such Eligible Structure.' The agreed language further provides that the Collocator will not 'be required to pay for both an interior security partition . . . and any other reasonable security measure for such Eligible Structure.'

AT&T Florida asserts it has never had to erect an internal security partition, but AT&T Florida argues it is necessary to have that option due to environmental or safety conditions.

While the likelihood of this section being invoked is remote, we find that AT&T Florida shall be allowed to recover its cost when it erects an internal security partition to protect its equipment and ensure network reliability and such partition is the least costly reasonable security measure. Therefore, AT&T Florida's proposed language for Collocation § 4.11.3.4 is appropriate. The approved language is as follows:

4.11.3.4 AT&T-21STATE may use reasonable security measures to protect its equipment. In the event AT&T-21STATE elects to erect an interior security partition in a given Eligible Structure to separate its equipment, AT&T-21STATE may recover the costs of the partition in lieu of the costs of other reasonable security measures if the partition costs are lower than the costs of any other reasonable security measure for such Eligible Structure. In no event shall a Collocator be required to pay for both an interior security partition to separate AT&T-21STATE's equipment in an Eligible Structure and any other reasonable security measure for such Eligible Structure. If AT&T-21STATE elects to erect an interior security partition and recover the cost, it must demonstrate to the Physical Collocator that other reasonable security methods cost more than an interior security partition around AT&T-21STATE's equipment at the time the price quote is given.

h. Fee for Substantive Change to a Collocation Application (Collocation § 7.4.1)

We must determine whether CA should be charged by AT&T Florida for each revised collocation application that it submits to AT&T Florida for review, whether it is an initial application or a modified application.

Parties' Arguments

CA

CA argues that since collocation is intended to be TELRIC-based, AT&T Florida's language is inappropriate. CA contends that AT&T Florida has not shown that AT&T Florida's costs for a second cursory review of the same application are not covered by the initial application fee. CA further argues that AT&T Florida's rationale that a substantial fee for resubmitting applications provides incentives for CLECs to get it right the first time is illogical: CLECs want the collocation application approved so they can serve their customers. CA contends that AT&T Florida is more likely to request a change due to its own errors than ones made by CLECs.

AT&T Florida

AT&T Florida asserts it will request a revision or modification only if AT&T Florida determines, after reviewing the original application, that a change is necessary for technical reasons. Thus, AT&T Florida contends that the cause of the revision or modification would be incomplete or inaccurate information in the original application, and CA should bear any costs arising from the submission of incomplete or inaccurate information. Also, AT&T Florida argues CA's proposed language would reduce CA's incentive to provide accurate and complete information on its original applications, which in turn would increase the likelihood of additional work and uncompensated expenses for AT&T Florida. AT&T Florida argues that a review of applications, whether they are initial applications or resubmissions, always require that AT&T Florida make sure the equipment is authorized for the collocation space, compatible with the CO equipment, and safe. Finally, AT&T Florida asserts that the fee charged is for the review of the application, not any underlying work on the physical facilities.

Decision

We find that anytime an application is submitted to AT&T Florida, whether it is an initial or an augment situation, it is reviewed in its entirety to see what changed and what needs to be changed to accommodate the revised application. A revised application requires review as much as an initial application, therefore AT&T Florida is entitled to recover the costs associated with the review of the application and any subsequent modifications.

We expect AT&T Florida to charge an additional fee only if “substantive” changes are made. AT&T Florida contends that “(w)hen a CLEC makes a substantive change to a collocation application, whether an initial application or an augment, the modified application must be reviewed.”

Collocation § 7.4.1 provides three exceptions that would not result in a charge: (1) Customer name, (2) Contact information, and (3) Billing Contact Information. The section also states that if any other “modification or revision is made to any information in the Application” it will be treated as a new application, and appropriate application/augment fees will be charged associated with the level of assessment performed by AT&T Florida. Based on this wording, any change not specifically excluded can be construed as a “substantive” change. AT&T Florida does not ask for a revision to an application unless a review shows a change needs to be made for technical reasons. AT&T Florida contends that the fee is associated with the level of assessment performed by AT&T Florida and absence any financial incentive to get it right the first time will inevitably encourage lackadaisical behavior for CA and every CLEC that obtains this provision in its ICA.

AT&T Florida’s costs and rates were determined in a previous generic docket. While arguments over the costs and rates of application fees were contentious, we ultimately found “(t)he appropriate rates for the application (initial and subsequent) and engineering fees are those proposed by the ILECs.”⁵¹

We are concerned by AT&T Florida’s argument that the fee is partially justified by helping to prevent “lackadaisical” behavior by the CLEC. The rates we previously approved were based on TELRIC and AT&T Florida’s actual costs to provide the service. There is no accommodation for a punitive rate element in TELRIC-based rates.

Nonetheless, upon review of the record and our previous decision regarding rates, we find AT&T Florida’s proposed language appropriate and shall be approved. AT&T Florida may charge CA an application fee when CA makes a substantive change to a collocation application. The approved language is as follows:

7.4.1 If a modification or revision is made to any information in the Application after AT&T- 21STATE has provided the Application response and prior to a BFFO, with the exception of modifications to (1) Customer Information, (2) Contact Information or (3) Billing Contact Information, whether at the request of Collocator or as necessitated by technical considerations, the Application shall be considered a new Application and handled as a new Application with respect to the response and provisioning intervals. AT&T-21STATE will charge Collocator the appropriate Application/Augment fee associated with the level of assessment performed by AT&T-21STATE.

⁵¹ Order No. PSC-04-0895-FOF-TP, Issued September 14, 2004, in Docket No. 981834-TP, In re: Petition of Competitive Carriers for Commission action to support local competition in BellSouth Telecommunications, Inc.'s service territory.

i. Additions or Modifications to Collocation Space (Collocation § 7.5.1)

We determine whether CA should be required to submit an application and associated application fee if CA wishes to add, or modify collocation space, the equipment in the collocation space, or to cable to that space.

Parties' Arguments

CA

CA argues that since collocation is intended to be TELRIC-based, a charge for a revised equipment list is inappropriate because AT&T Florida does not incur costs when CA installs its own equipment and simply complies with the agreement's requirement to provide notice to AT&T Florida of the change. While CA does not dispute that AT&T Florida has the right to review CA's equipment list, AT&T Florida has provided no citation to any authority which requires CA to pay for such a review. Therefore, CA proposes to delete the word "equipment" from Collocation § 7.5.1.

AT&T Florida

AT&T Florida asserts this dispute is essentially the same as previously discussed in this Order regarding modifications to collocation applications and the analysis is the same.

Decision

As stated, we must decide whether an Augment Application Fee should be charged when CA submits a revised equipment list to AT&T Florida. Anytime an application is submitted to AT&T Florida, whether it is an initial or an augment, it is reviewed in its entirety to see what changed and what needs to be changed to accommodate the revised application. We find an Augment Application requires review as much as an initial application, therefore AT&T Florida is entitled to recover the costs associated with the review of the application and any subsequent modifications.

We note that Collocation § 7.4.1 provides three exceptions to the rule that are excluded from application fees. They are: (1) Customer name, (2) Contact information, and (3) Billing Contact Information. AT&T Florida does not ask for a revision to an application unless a review shows a change needs to be made for technical reasons.

We find that when CA wishes to add to or modify its collocation space, or the equipment in that space, or to cable to that space, it shall be required to submit an application and to pay the associated fee. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

7.5.1 A request from a Collocator to add or modify space, equipment, and/or cable to an existing Collocation arrangement is considered an Augment. Such a request must be made via a complete and accurate Application.

j. Timeframe to Place Cable in Manhole(Collocation § 14.2)

We must decide the appropriate length of time CA has to place a cable in a manhole. CA requests 180 calendar days (6 months) with an additional 90 calendar day (3 month) extension to place cable in the manhole, while AT&T Florida states that 120 calendar days plus a 30 extension is more than enough time to place cable in a manhole.

Parties' Arguments

CA

CA provides two reasons why an initial period of 180 days with an extension of 90 days should be reasonable when it attempts to install its fiber optic cable: (1) a CLEC may encounter numerous hurdles and challenges, erected by AT&T Florida, and (2) weather delays or other elements. CA argues both circumstances unnecessarily increase CA's cost. CA argues that AT&T Florida has not demonstrated that it is harmed by the longer installation window or extension, and AT&T Florida's language seems designed solely to increase CA's costs by forcing it to re-apply and double-pay for the entire arrangement when there are delays."

AT&T Florida

AT&T Florida asserts that "All other carriers with which AT&T Florida had to complete the same work have been consistently able to meet the 120 calendar days plus 30 day deadline." AT&T Florida argues that "CA has not presented any information that would suggest it needs more time than other carriers in Florida to place cable in a manhole, and has provided no cogent basis for its proposal that it be given 180 days plus an extension of 90 days."

AT&T Florida asserts it takes 30 to 90 days for AT&T Florida to complete its portion of the work to meet CA at the manhole once the Bona Fide Firm Order has been processed. It is unreasonable to expect AT&T Florida's cable to be coiled and waiting for CA at the manhole for up to 270 days (nine months). Leaving the cable coiled and waiting for CA clutters the vault area near the manhole and makes it difficult to work in that area and it ties up space in the duct and would prevent AT&T Florida from accommodating a request for another CLEC who is willing to use the space within the 120 day plus 30 day deadline."

Decision

CA argues AT&T Florida has not demonstrated that it is harmed by the longer installation window and extension. CA alleges that, by its language, AT&T Florida proposes to increase CA's costs by forcing it to re-apply and double-pay for the entire arrangement when there are delays. However, CA has not provided any substantial reason(s) or proof supporting its

requested time frame. Further, CA has control over its own activities, including the date on which it submits a collocation application, and can take into account whatever other projects it is working on.

We find that the evidence supports AT&T Florida's timeline because other carriers have been able to meet the 120 plus 30 day deadline without any problems and leaving the cable coiled and waiting for CA clutters the vault area near the manhole and may cause safety issues for surrounding CLEC's equipment.

Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

14.2 If the Collocator has not left the cable in the manhole within one hundred twenty (120) calendar days of the request for entrance fiber, the Collocator's request for entrance fiber will expire and a new Application must be submitted along with applicable fees. The Collocator may request an additional thirty (30) calendar day extension by notifying AT&T-21STATE, no later than fifteen (15) calendar days prior to the end of the one hundred twenty (120) calendar day period mentioned above, of the need of the extension for the Collocator to place cable at the manhole.

k. CLEC-to-CLEC Connection with a CO (Collocation § 17.1.2)

We must decide whether CA should be required to use an Approved Installation Supplier for a CLEC-to-CLEC cross connect within a single CO.

Parties' Arguments

CA

CA asserts it would incur substantial costs if it were required to utilize an AT&T Florida AIS to install a cable to another collocator from CA's CO collocation. AT&T Florida has not demonstrated that it would be harmed by this provision, and CA argues AT&T Florida's language is intended solely to artificially increase CA's costs and to delay CA's entry into the market.

AT&T

AT&T Florida contends it reasonably requires all carriers to use an AIS Tier 1 for installation work done in a CO, including CLEC-to-CLEC connections. An AIS Tier 1 has the demonstrated qualifications and competence necessary to perform installation work efficiently and safely, which is essential when working on or around CLEC and AT&T Florida equipment.

Decision

We must determine whether the ICA should require CA to utilize an AT&T Florida AIS for CLEC-to-CLEC connection within a CO. CA's concern deals mainly with excessive costs imposed by AT&T Florida to perform a simple ten minute job/task. AT&T Florida argues that, for safety and security reasons, a Tier 1 AIS is required for all installation work in a CO. We find that requiring the use of Tier 1 AIS to install facilities outside of CA's collocation space is appropriate.

We have previously addressed CLEC-to-CLEC cabling in our generic collocation docket:

The record in this case does, however, demonstrate that in establishing cross-connects in *non-contiguous* collocation spaces, work must be done in common areas. Work done in these common areas appears to be of particular concern, because it could potentially affect not only the cross-connecting carriers, but the ILEC and all other ALECs collocated in the CO. Thus, this appears to be a legitimate safety concern. *As such, and consistent with our other decisions set forth herein, all work in common areas must be performed by the ILEC.* Because the ILEC will, ultimately, be required to perform some work regarding these types of requests, ALECs shall be required to submit an application to the ILEC for the ILEC to perform the work for ALEC cross-connects in non-contiguous collocation spaces.

We also find that the record supports that when ALECs cross-connect with each other in *contiguous* collocation spaces, *no application fees are necessary*, because the ALECs can establish their own cabling, but the ALECs must inform the ILEC of the type of work to be performed and the duration of such work. *The ALECs must also use an ILEC-certified vendor to perform this work or submit an application to the ILEC to perform this task to ensure that the work is done safely.*⁵²

(emphasis added)

AT&T Florida uses Tier 1 AIS vendors to do its own CO work as well, so all work within COs is done by Tier 1 AIS vendors. We find that the ICA shall require CA to utilize an AT&T Florida AIS TIER 1 for CLEC-to-CLEC connection within a CO. Therefore, we find that AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

17.1.2 The Collocator must utilize an AT&T-21STATE AIS Tier 1 to place the CLEC to CLEC connection.

⁵² Order No. PSC-00-0941-FOF-TP, Issued May 11, 2000, in Docket No. 981834-TP, *In re: Petition of Competitive Carriers for Commission action to support local competition in BellSouth Telecommunications, Inc.'s service territory.*

I. Common Cable Support Structure for CLEC-to-CLEC Connections Within CO (Collocation § 17.1.5)

We must decide whether CLEC-to-CLEC connections within a CO are required to utilize AT&T Florida Common Cable Support structure. AT&T Florida Common Support structure is cable support equipment, such as overhead wire racks, used to safely and efficiently organize and manage all wiring in a CO.

Parties' Arguments

CA

CA contends that its language permits CA to directly connect to another Collocator to prevent unnecessary costs when the two Collocators are within ten feet of each other and when the connection can safely be made without use of AT&T Florida's common cable support structure. CA further argues that AT&T Florida has not demonstrated that it would be harmed by this provision, and that AT&T Florida's language is intended solely to artificially increase CA's costs and to delay CA's entry into the market.

AT&T

AT&T Florida argues that use of a common cable support structure is necessary to maintain a safe, orderly site for AT&T Florida and collocators to work. AT&T Florida argues that "(i)n a CO that houses the equipment of multiple CLECs and AT&T Florida, it is imperative that the enormous amount of wire be organized in a safe and efficient manner." The common support structure is required for all carriers located in an AT&T Florida CO, including AT&T Florida.

Decision

Upon review, we find that common cabling structures shall be used. We find that all collocators should be required to utilize AT&T Florida's common support structure in CO locations to ensure the safety and efficiency of CLECs' and AT&T Florida's cable and equipment. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

17.1.5 The CLEC to CLEC connection shall utilize AT&T-21STATE common cable support structure and will be billed for the use of such structure according to rates in the Pricing Schedule.

X. 251(c)(3) UNES

a. ICA Amendment for New UNE or UNE Combination (UNE § 1.3)

We must determine whether an amendment must be negotiated to provide a price for a UNE or UNE combination, which is not contained in the ICA, prior to CA obtaining the UNE from AT&T Florida.

Parties' Arguments

CA

CA contends that it should be able to order any element which AT&T Florida is required to provide as a UNE, whether or not it is listed in the ICA. CA does not desire to select elements or prices from another ICA (i.e., "pick and choose"). CA's proposed language is intended to address UNES that become available in the future, or in the event a UNE was accidentally omitted from the pricing schedule in the ICA. CA seeks to have access to new UNES without the need for a new ICA to be arbitrated. CA understands that we generally approve new UNES and pricing for UNES on a state-wide basis for all CLECs at once. CA desires to be clearly entitled to such UNES when we decide to make them available or set a price.

As an alternative, CA proposes that our order that all UNES for which we have set a price in the most recent generic proceeding be placed into the pricing attachments to become part of the ICA. If AT&T Florida is compelled to do that, CA contends that neither party's language should be required because there would be no UNES left-out for CA to request later. In addition, CA could invoke the change-of-law provision to get any new UNES that may become available in the future.

AT&T Florida

AT&T Florida argues that the language CA proposes would allow it to obtain a UNE or UNE combination from AT&T Florida at the price that appears in another carrier's ICA if CA's ICA includes no price for the UNE or UNE combination. AT&T Florida contends that this would be contrary to controlling federal law for two reasons. First, once a CLEC has an ICA with an ILEC, AT&T Florida contends that the only obligations to the CLEC with respect to the requirements of Section 251 of the Act—including interconnection, UNES and resale—are the obligations set forth in the ICA. Second, CA's proposal violates the FCC All-or-Nothing rule that prohibits CLECs from adopting only selected parts of an ICA. CA has the burden to include and negotiate all of the UNES that it may want during the term of its ICA.

AT&T Florida states that if a network element (to which current law does not require ILECs to provide access on an unbundled basis) were made subject to unbundling as a result of a change in law, AT&T Florida would agree to an appropriate amendment to the ICA pursuant to the GT&C § 24.1.

Decision

CA asserts that its proposed contract language addresses the future availability of UNEs and UNEs that may have been accidentally omitted from the pricing list. We find that CA's proposed language violates the FCC All-or-Nothing rule by allowing CA to amend the ICA within 30 days for any UNE or UNE combination for which a price does not exist in its ICA from among any current Commission-approved ICAs.⁵³ If there is a change of law that affects the availability of a network element, AT&T Florida has agreed to an appropriate amendment to the ICA pursuant to the GT&C § 24.1. To the extent that change of law is not clear, then the issue can be negotiated or arbitrated.

UNEs and associated prices decided from our most recent generic proceeding are a public record. Thus, to the extent that CA suspects that there is a missing UNE and associated price, CA could have reviewed the related order itself.⁵⁴ Finally, if either party is unable to get the other to agree to file an amendment for any reason, and that party believes the refusal to amend the agreement is an anticompetitive act, a complaint may be filed with us pursuant to Section 364.16(2), F.S.

We find that in order for CA to obtain from AT&T Florida an unbundled network element (UNE) or a combination of UNEs for which there is no price in the ICA, CA must first negotiate an amendment to the ICA to provide a price for that UNE or UNE combination. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

1.3 The preceding includes without limitation that AT&T-21STATE shall not be obligated to provide combinations (whether considered new, pre-existing or existing) or other arrangements (including, where applicable, Commingled Arrangements) involving AT&T-21STATE network elements that do not constitute 251(c)(3) UNEs, or where 251(c)(3) UNEs are not requested for permissible purposes.

b. Requested UNEs (UNE § 1.5)

We must decide whether the ICA will include a requirement to prove the unavailability of a requested UNE.

⁵³ FCC 04-164, CC Docket No. 01-338, *Review of Section 251 Unbundling Obligations of Incumbent Local Exchange Carriers, Second Report and Order*, released July 13, 2004.

⁵⁴ The Commission previously approved AT&T Florida's UNE rates in Docket No. 990649-TP, Order No. PSC-01-2051-FOF-TP and Docket No. 990649A-TP, Order No. PSC-02-1311-FOF-TP. Collocation rates were previously approved in Dockets Nos. 981834-TP and 990321-TP, Orders Nos. PSC-04-0895-FOF-TP and PSC-04-0895A-FOF-TP.

Parties' Arguments

CA

CA argues its proposed language would allow CA to challenge instances in which AT&T Florida denies CA UNE facilities because AT&T Florida's system indicates that the requested facilities are not available. CA can use a mechanized Loop Make Up (at no charge) or request a manual Loop Make Up (for a fee) to determine if necessary elements are available. CA's language would require AT&T Florida to reasonably prove at no charge to CA's satisfaction that the facilities do not exist or are all in use. CA provided an example of this issue affecting Terra Nova, when Terra Nova attempted to order an HDSL-capable loop. AT&T Florida has not refuted this claim.

CA states that it would be satisfied, in most cases, if AT&T Florida would make an engineer available to CA via telephone who would explain why facilities that CA thought are available are not. In the most extreme cases, a vendor may then be required to meet with the parties to visually inspect the facilities that CA proposes to use. CA affirms that such a vendor meeting would satisfy AT&T Florida's obligations and CA would then need to invoke the dispute resolution process if it was still not satisfied. CA also noted however that the dispute resolution system is inadequate because by the time the process would be completed, CA would likely lose the customer. CA states this language is necessary to prevent AT&T Florida from arbitrarily and incorrectly denying UNE orders placed by CA.

AT&T Florida

CA has access to the same tools to determine the availability of facilities that AT&T Florida uses to make a determination. CA may perform a mechanized Loop Make Up by using either an existing telephone number or end user address. This process utilizes the same records AT&T Florida relies upon to determine availability, and would enable CA to conduct its own research if it is not satisfied with AT&T Florida's response. In addition, CA may request AT&T Florida to perform a manual Loop Make Up at the charge found in the Pricing Schedule.

CA's proposed language would require AT&T Florida to prove unavailability of facilities to CA's satisfaction, with CA having sole discretion to determine if/when it is satisfied. If CA believes that AT&T Florida's determination regarding a lack of facilities is incorrect, CA is free to invoke its right to dispute resolution under the ICA and further could submit the issue to us for resolution.

Even if it were appropriate to require AT&T Florida to meet some undefined standard to satisfy CA that requested facilities do not exist, CA proposes that AT&T Florida perform this task at no charge to CA. AT&T Florida asserts that this is inconsistent with federal law which permits AT&T Florida to recover the costs it incurs to provision services to a CLEC.

Decision

We find CA's proposed language too broad and allows CA to determine when CA is satisfied with an explanation while requiring AT&T Florida to expend its resources without condition or recourse. AT&T Florida's proposed language is appropriate for this issue; however, we find that language must specify that CA shall be reimbursed for the fee associated with manual Loop Make Up reports that show that UNE orders were erroneously rejected by AT&T Florida's mechanized system. We find it appropriate to amend AT&T Florida's language to include the following language: "In instances when AT&T-21STATE's automated Loop Make Up reports the availability of a UNE after AT&T-21STATE's automated Loop Make Up reports the unavailability of the same UNE, CA will be credited for the fee associated for the manual Loop Make Up report."

We find that AT&T Florida shall not be required to prove to CA's satisfaction and without charge that a requested UNE is not available; however, AT&T Florida's language shall be amended to refund the manual Loop Make Up report fee when it is inconsistent with the automated system. Therefore, AT&T Florida's language, as amended, is appropriate. The approved language is as follows:

1.5 Access to 251(c)(3) UNEs is provided under this Agreement over such routes, technologies, and facilities as AT&T-21STATE may elect at its own discretion. AT&T-21STATE will provide access to 251(c)(3) UNEs where technically feasible. Where facilities and equipment are not available, AT&T-21STATE shall not be required to provide 251(c)(3) UNEs. In instances when AT&T-21State's automated Loop Make Up reports the availability of a UNE after AT&T-21STATE's automated Loop Make UP reports the unavailability of the same UNE, CA will be credited for the fee associated for the manual Loop Make Up report.

c. Commingling Of Wholesale Services (UNE § 2.3)

We must determine the appropriate language relating to the commingling of facilities and the applicability of FCC rules.

Parties' Arguments

CA

CA asserts that it is entitled to commingle facilities so long as the combination is technically feasible. By comparison, CA argues that AT&T Florida's language restricts CA's ability to commingle in a manner inconsistent with FCC rules and orders. CA notes that it would be open to adding language to clarify that any non-UNE "service element" must be purchased from an AT&T Florida agreement, tariff or price list.

AT&T Florida

AT&T Florida asserts that CA's proposed language is not consistent with the FCC's definition of commingling. The FCC's definition limits commingling to linking a UNE with facilities or services obtained from AT&T Florida at wholesale. CA, however, seeks to undo that limitation by adding language that would allow it to commingle a UNE with "any other service element purchased from" AT&T Florida. CA's added language does not limit commingling to wholesale" services or facilities as the FCC's definition requires.

Decision

47 C.F.R. § 51.1 limits commingling to "wholesale" services. CA concedes this point and we find it appropriate to modify CA's language to add "at wholesale." CA and AT&T Florida agree that this would be acceptable and would address AT&T Florida's objection to CA's language. Upon review, CA's proposed language as modified to include language that limits commingling to "wholesale" services or facilities as the FCC's definition requires is appropriate.

We find that CA shall only be allowed to commingle "wholesale" services to any UNE element with any non-UNE element and find that CA's proposed language is appropriate as modified. Therefore, CA's modified language is appropriate and shall be approved. The approved language is as follows:

2.3 "Commingling" or "Commingled Arrangement" means an arrangement connecting, attaching, or otherwise linking of a UNE, or a combination of UNEs, to one (1) or more facilities or services that CLEC has obtained at wholesale from AT&T-21STATE, or the combining of a UNE, or a combination of UNEs, with one (1) or more such facilities or services. CLEC shall be entitled to commingle any UNE with any other service element purchased at wholesale from AT&T-21STATE either from this Agreement or from any AT&T-21STATE tariff, so long as the combination is technically feasible. Such commingling shall be required even if the specific arrangement sought by CLEC is not commonly commingled by AT&T-21STATE.

d. UNEs For The Provision Of Information Services (UNE § 4.1)

We must determine whether AT&T Florida is obligated to provide Unbundled Network Elements (UNEs) to CA for the provision of a standalone information service based on the unbundling requirements of Section 251 of the Act.⁵⁵

⁵⁵ 47 C.F.R. § 51.5 defines an "information service" as the offering of a capability for generating, acquiring, storing, transforming, processing, retrieving, utilizing, or making available information via telecommunications, and includes electronic publishing, but does not include any use of any such capability for the management, control, or operations of a telecommunications system or the management of a telecommunications service. By comparison, a "telecommunications service" is defined as the offering of telecommunications for a fee directly to the public, or to such classes of users as to be effectively available directly to the public, regardless of the facilities used.

Parties' Arguments

CA

CA contends that CLECs are entitled to use UNEs to provide any services to end-users, including telecommunications services and information services. It asserts that an AT&T Florida affiliate uses UNE facilities for the provision of information services. By comparison, AT&T Florida's proposed language would require CA to provide a telecommunications service in order to provide customers an information service. CA argues that this requirement is anti-competitive and not supported by the Act or FCC regulations.

CA states that its proposed language (i.e., the use of UNEs "in any technically feasible manner") is necessary for it to compete with AT&T Florida's Metro Ethernet service. CA's intended service would not necessarily include Internet access, but CA desires to be entitled to provide it. Further, CA wishes to provide Internet Access Service in parity with AT&T Florida. AT&T Florida provides various Internet services over copper facilities which CA claims do not have a telecommunications component.

CA expresses concern that if AT&T Florida's proposed language is approved, CA would be required to impose federal Universal Service Fund (USF) taxes for its internet service. The same services from AT&T Florida, according to CA, would not be required to impose a USF tax. CA contends that this would be unfair to CA and would harm competition by giving AT&T Florida an unfair competitive advantage.

CA proposes that we should approve language which simply states that UNEs shall be available pursuant to FCC rules. This would make clear, according to CA, that AT&T Florida may not apply more restrictive criteria than permitted, and would provide AT&T Florida with language that restricts CA from any use of UNEs not permitted by FCC rules.

AT&T Florida

AT&T Florida argues that the law is clear regarding what an ILEC has to unbundle. Specifically, Section 251(c)(3) of the Act requires ILECs to provide access to UNEs for the provision of a telecommunications service. AT&T Florida contends that CA's proposed language (use of UNEs "in any technically feasible manner") is broader than that of the Act and would require AT&T Florida to provide UNEs solely for the purpose of providing information services.

In 2005, the FCC addressed this concept in an Order in which the FCC states:⁵⁶

Section 251(c)(3) and the Commission's (e.g. FCC) rules look at what use a competitive LEC will make of a particular network element when obtaining that element pursuant to Section 251(c)(3); the use to which the incumbent LEC puts

⁵⁶ FCC 05-150, CC Docket No. 02-33, *Appropriate Framework for Broadband Access to Internet over Wireline Facilities, Report and Order and Notice of Proposed Rulemaking*, released September 23, 2005, ¶ 127.

the facility is not dispositive. In this manner, *even if an incumbent LEC is only providing an information service over a facility, we look to see whether the requesting carrier intends to provide a telecommunications service over that facility.* Thus, competitive LECs will continue to have the same access to UNEs, including DS0s and DS1s, to which they are otherwise entitled under our rules, regardless of the statutory classification of service the incumbent LECs provide over those facilities. So long as a competitive LEC is offering an “eligible” telecommunications service—i.e., not exclusively long distance or mobile wireless services—it may obtain that element as a UNE. Accordingly, nothing in this Order changes a requesting telecommunications carriers’ UNE rights under Section 251 and our implementing rules.

(emphasis added by AT&T Florida)

To the extent CA only wants to provision an information service, AT&T Florida notes that CA can self-provision facilities, lease them from third parties, or lease them from AT&T Florida’s intrastate Special Access Tariff.

Decision

Section 251(c)(3) of the Act limits unbundling obligations to telecommunications services as follows:

UNBUNDLED ACCESS—The duty to provide, to any requesting telecommunications carrier for the provision of a telecommunications service, nondiscriminatory access to network elements on an unbundled basis at any technically feasible point on rates, terms, and conditions that are just, reasonable, and nondiscriminatory in accordance with the terms and conditions of the agreement and the requirements of this Section and Section 252. An incumbent local exchange carrier shall provide such unbundled network elements in a manner that allows requesting carriers to combine such elements in order to provide such telecommunications service.

Further, FCC Order, FCC 05-150, conditions the unbundling obligation based on “... whether the requesting carrier intends to provide a telecommunications service over that facility.”⁵⁷ 47 C.F.R. § 51.307(c) requires that ILECs must provide access to UNEs “in a manner that allows the requesting carrier to provide any *telecommunications service* that can be offered by means of that network element.” (emphasis added) Similarly, 47 C.F.R. § 51.309(d) states that an ILEC must provide access to UNEs so a CLEC “may provide any *telecommunications service*” over the UNE. (emphasis added) These authorities condition the availability of UNEs as it relates to the provisioning of a telecommunications service, not an information service.⁵⁸

⁵⁷ Ibid.

⁵⁸ While the FCC’s Open Internet Order has recently reclassified broadband Internet access service as a telecommunications service under Title II of the Communications Act, the Order expressly forbore from any regulatory unbundling obligations. This point was agreed on by both parties to the instant proceeding. Furthermore,

Although, Section 251(c)(3) of the Act provides that unbundling obligations are limited to telecommunications services, AT&T Florida agrees to allow CA to provide information services over a UNE as long as CA also provides telecommunications service over the UNE.

Regarding CA's proposal to allow CA to provide any services allowed by the FCC rules and regulations rather than parsing regulatory distinctions, no proposed language was offered by CA for our consideration. The only record evidence provides that CA would offer such a proposal through its counsel.

Regarding a universal service assessment fee, assessments are made on telecommunications revenue. Thus, to the extent that CA offered a bundled service that included an information service and a telecommunications service, CA would only have to assess a "USF tax" on the telecommunications component.

AT&T Florida's proposed language reflects the relevant Federal Law relating to the issue. We find that AT&T Florida is not obligated pursuant to the Act to provide UNEs for the provision of Information Services. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

4.1 AT&T-21STATE will provide access to UNEs for the provision by CLEC of a Telecommunications Service (Act, Section 251(c)(3)).

e. Circuits (UNE § 4.6.4)

We must determine whether the ICA will limit AT&T Florida's ability to take CA's in-service circuits.

Parties' Arguments

CA

CA contends that AT&T Florida has taken in-service loops from CLECs for its own customers and leaving CLECs with inferior loops. AT&T Florida's position is that it would never take in-service loops for its own customers, so CA does not understand AT&T Florida's reluctance to commit not to take in-service loops for AT&T Florida's own customers. If AT&T Florida takes a CLEC's working, conditioned, tested loop for its own customers and substitutes an inferior unconditioned, untested one, the CLEC's customers suffer for the benefit of AT&T Florida and its customer. CA contends this would be unfair and does not represent parity.

CA disagrees with AT&T Florida's characterization that its proposed language is overly broad and would interfere with the course of maintaining and repairing its network. CA's proposed language clearly states that AT&T Florida shall not tamper with or convert an in-

the rules from the Open Internet Order, while public, had not taken effect at the time of the hearing and are currently being challenged in court.

service UNE for its own benefit or business purposes or for its own customers. This situation is easily distinct from a repair issue, in which the repair would not be for AT&T Florida's benefit or for AT&T Florida's customer's benefit.

AT&T Florida

AT&T Florida denies that it "tampers" with any CLEC's UNEs or services. The language proposed by CA, according to AT&T Florida, is overly broad and could inhibit AT&T Florida from maintaining its network in an efficient fashion. AT&T Florida states in the course of maintaining and repairing its network, that it may be necessary for it to switch CA's UNE from one facility to another to ensure the integrity of the UNE being provided to CA or to another CLEC. For example, if a cable serving CA is cut, it could be necessary for AT&T Florida to transfer CA's UNE circuit to a different cable to place the UNE circuit back in service. This would not be tampering, but AT&T Florida contends the vague unqualified language proposed by CA opens AT&T Florida to such a claim.

AT&T Florida would condition a new loop, if a spare is available, rather than swap a loop with one serving CA's customer. If AT&T Florida were to change a conditioned loop to an unconditioned one, it would not be providing the product or service that had been requested and CA would have remedies. As an alternative to CA's proposed language, AT&T Florida indicated that it would agree to the following language: "If AT&T Florida converts an in-service UNE provided to CA, it will replace the UNE with a UNE with the ability to provide the level of service ordered by CA."

Decision

AT&T Florida objects to CA's proposed ICA language, asserting that it is too broad and could interfere with network maintenance and repairs. However, AT&T Florida only provides one example, a cable cut affecting a CA customer, in which AT&T Florida may have to transfer CA's UNE circuit to a different cable to place it back in service. AT&T Florida contends that CA's "vague unqualified language" could open AT&T Florida to claim that it had violated the terms of the ICA if this language is approved.

However, CA's proposed language is qualified. Specifically, the prohibition included in CA's proposed language would not allow AT&T Florida to make such network modifications to CA's in-service UNEs for AT&T Florida's "own benefit or business purposes or for its own customers." The example proposed by AT&T Florida would not be affected because it is the result of necessary network maintenance as a result of a loop being cut, not a deliberate action intended to benefit AT&T Florida's business purposes or customer(s). CA's proposed language however, concludes by broadening these conditions to include "and/or substitute another UNE in its place."

AT&T Florida proposed alternative language that would have the effect of requiring AT&T Florida to replace a disconnected UNE with a UNE that can provide the level of service ordered by CA. However, AT&T Florida noted that there may be technical characteristics that

are different. Specifically, if a loop were replaced with another loop, the replacement loop could operate differently than the loop CA had originally received from AT&T Florida. CA's language would only prohibit such a change if it were for AT&T Florida's benefit, whereas AT&T Florida language would have no similar prohibition.

We find that CA's proposed language, after removing the phrase "and/or substitute another UNE in its place," is not overly broad and is a condition to prohibit AT&T Florida from making such network modifications to CA's in-service UNEs for AT&T Florida's "own benefit or business purposes or for its own customers."

We find that the ICA shall include CA's proposed language prohibiting AT&T Florida from taking in use circuits for its own benefit or business purposes or for its own customers. However, we find the phrase "and/or substitute another UNE in its place" shall not be included. Therefore, CA's modified language is appropriate and shall be approved. The approved language is as follows:

4.6.4 AT&T-21STATE shall not tamper with or convert an in-service UNE provided to CLEC for its own benefit or business purposes or for its own customers.

f. Use of UNEs (UNE § 4.7.1)

We determine whether federal rules allow, prohibit, or are silent regarding the ability of CA to use UNEs to provide service to itself or for administrative purposes.

Parties' Arguments

CA

CA asserts that, unlike resale service, UNEs often do not serve a specific end user subscriber but instead are part of a CLEC's overall network infrastructure which is used to serve its subscribers. CA asserts that as a practical matter, such non-customer-specific UNEs could be used to provide service to CA itself. CA argues that AT&T Florida is not entitled to specify exactly what CA may do or not do with UNEs to which CA is entitled. CA cites 47 C.F.R. § 51.309(a) which states:

Except as provided in 51.318, an incumbent LEC shall not impose limitations, restrictions or requirements on requests for, or the use of, unbundled network elements for the service a requesting telecommunications carrier seeks to offer.

CA argues that AT&T Florida's language would unlawfully restrict CA's ability to purchase UNEs to only those which serve specific subscribers, which would be a severe limitation upon CA. This limitation would prevent the ordering, or use, of UNEs such as dark fiber transport, DS3 transport, Synchronized Timing, CLEC-to-CLEC cross-connects and more,

according to CA. CA opposes AT&T Florida's language, and suggests that no language is necessary.

AT&T Florida

AT&T Florida argues that the Act and the FCC rules define a "telecommunications service" as "the offering of telecommunications for a fee directly to the public, or to the public, or to such classes of users as to be effectively available directly to the public, regardless of the facilities used."⁵⁹ AT&T Florida also notes the duty of an incumbent carrier to provide UNEs is found in 47 C.F.R. § 51.307(a):

An incumbent LEC shall provide, to a requesting telecommunications carrier for the provision of a telecommunications service, nondiscriminatory access to network elements on an unbundled basis at any technically feasible point on terms and conditions that are just, reasonable, and nondiscriminatory in accordance with the terms and conditions of any agreement, the requirements of Sections 251 and 252 of the Act, and the Commission's rules.

AT&T Florida states that a CLEC that uses a UNE to provide service to itself for its own administrative purposes would not be using that UNE to provide service "to the public" or "for a fee," and therefore would not be using the UNE to provide a telecommunications service. To that end, AT&T Florida has proposed the following ICA language:

CLEC cannot use a UNE (whether on a stand-alone basis, in combination with other UNEs, or otherwise), with a network element possessed by CLEC (or otherwise) to provide service to itself, or for other administrative purpose(s).

AT&T Florida acknowledges that there are some UNEs, such as dedicated interoffice transport, that would not be used by CA to serve a specific customer, but rather would be part of its overall network. CA can still obtain available UNEs, provided they are used to provide telecommunications service and to provide service to CA's customers in general (e.g., by connecting to the local loops that serve CA's customers). The only effect of AT&T Florida's proposed language is to make clear that CA cannot obtain a UNE and then use that UNE solely to provide service to itself or for administrative purposes rather than using it as part of its overall network to service end-user customers.

Decision

The requirement to provide UNEs is limited to the provision of telecommunications services pursuant to 47 C.F.R. § 51.307(a). The Act defined a telecommunications service as "the offering of telecommunications for a fee directly to the public, or to the public, or to such classes of users as to be effectively available directly to the public, regardless of the facilities used" pursuant to 47 C.F.R. § 51.5.

⁵⁹ 47 U.S.C. § 153(46); 47 C.F.R. § 15.5.

CA attempts to apply 47 C.F.R. § 51.309 regarding how UNEs are used, yet this presupposes that the UNEs are provisioned pursuant to the requirement of 47 C.F.R. § 51.307. The limitations within 47 C.F.R. § 51.307 precede the protection offered within 47 C.F.R. § 51.309. As a result, CA may not use a UNE to provide service to itself or for other administrative purposes because it would not be to the public or for a fee.

Furthermore, the rule that CA relies on (47 C.F.R. § 51.309) addresses the use of UNEs “for the service a requesting telecommunications carrier seeks to offer.” We find that CA’s provision of a service to itself is inconsistent with offering a service.

Finally, if CA believes AT&T Florida is not applying its unbundling obligations correctly for a non-customer-specific UNE for the provision of a telecommunications service and that such action is an anticompetitive act, CA may file a complaint with us pursuant to Section 364.16(2), F.S.

AT&T Florida has clarified that there are some UNEs, such as dedicated interoffice transport, that would not be used by CA to serve a specific customer, but rather would be part of its overall network. CA can still obtain available UNEs, provided they are used to provide telecommunications service and to provide service to CA’s customers in general. We find that CA may not use a UNE to provide service to itself or for other administrative purposes. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

4.7.1 CLEC cannot use a UNE (whether on a stand-alone basis, in combination with other UNEs, or otherwise), with a network element possessed by CLEC (or otherwise) to provide service to itself, or for other administrative purpose(s).

g. Notice to Convert a UNE (UNE § 6.2.6)

We must determine the appropriate amount of notice time, from AT&T Florida to CA, notifying that it is no longer eligible to order a UNE or UNE combination and conversion, of the UNE or UNE combination to the equivalent wholesale service(s). This section of contract language applies to instances in which CA would no longer meet the eligibility criteria applicable to order a UNE or UNE combination. For example, 47 C.F.R. § 51.319(a)(4)(ii) limits a requesting telecommunications carrier to a maximum of ten unbundled DS1 loops to any single building in which DS1 loops are available as unbundled loops. Similarly, 47 C.F.R. § 519(a)(5)(ii) limits a requesting telecommunications carrier to a maximum of a single unbundled DS3 loop to any single building in which DS3 loops are available as unbundled loops. This section of the contract language does not relate to conversions as a result of reclassification of a wire center which is addressed next in this Order.

Parties' Arguments

CA

CA states that it cannot transition its customer base to new services arrangements in the 30 days proposed by AT&T Florida. CA asserts that it must re-design and re-engineer the affected service(s) before placing orders for new service with AT&T Florida or other carriers to replace the sunset elements. CA points to three other interconnection agreements with 180 day transition periods. CA states that it "is unaware of any event that would cause a CLEC to no longer meet the eligibility criteria for UNEs other than a wire center reclassification."

CA contends that such a conversion would not be as simple as a change in billing rate. If an element were suddenly unavailable, the CLEC would be forced to undertake a major network change to compensate because the rate difference between UNE rates and special access rates is significant.

CA clarifies that its specific concern is that AT&T Florida's proposed language is too broad. CA asserts that AT&T Florida's language could be read to apply to cases in which a wire center reclassification is taking place. CA agrees that 30 days is adequate time for instances in which CA has improperly obtained a UNE. CA proposes that AT&T Florida's language (30 days) should be approved for UNE 6.2.6 for resolution, but that the first sentence should read "Except in the case of a wire center reclassification, if CLEC does not meet..." to make this language distinct from the language which addresses wire center reclassifications.

AT&T Florida

AT&T Florida has proposed 30 days' notice when CA's UNEs or UNE combinations no longer meet the eligibility criteria. CA should know how many loops it has to every building it serves. CA can avoid the requirement for this notice, however, by effectively monitoring its activities and maintaining its UNE and UNE combination loop inventory. This would enable CA to proactively convert services on its own, rather than waiting until AT&T Florida manages the conversion for CA.

By delaying the conversion from UNE to wholesale service, CA benefits from lower UNE rates for that length of time at AT&T Florida's expense. CA's request of 180 days is simply an attempt to keep UNE rates as long as possible. AT&T Florida argues the 180-day transition period cited to by CA, relates to when a wire center that was not included on the initial list of unimpaired wire centers was added to the list.

Decision

The eligibility of a carrier to meet the criteria applicable to order UNE or UNE combination is broader than wire center reclassification. 47 C.F.R. §5 1.319(a)(4)(ii) and 47 C.F.R. § 519(a)(5)(ii) are two such examples. While CA initially states that it "is unaware of any event that would cause a CLEC to no longer meet the eligibility criteria for UNEs other than a

wire center reclassification,” when CA is entitled to get, CA does not propose a 180-day timeframe, but instead proposed a 30-day timeframe.

In the examples provided by AT&T Florida, the issue only affects the incremental customer being added within the building. Thus, it does not appear that all of the services within the building need to be “redesigned.” Thus we find that thirty (30) days written notice is sufficient; however, AT&T Florida’s proposed language shall be as amended to explicitly exclude instances of a wire center reclassification. Therefore, AT&T Florida’s modified language is appropriate and shall be approved. The approved language is as follows:

6.2.6 Except in the case of a wire center reclassification, if CLEC does not meet the applicable eligibility criteria or, for any reason, stops meeting the eligibility criteria for a particular Conversion of a wholesale service, or group of wholesale services, to the equivalent 251(c)(3) UNE, or combination of 251(c)(3) UNEs, CLEC shall not request such Conversion or continue using such 251(c)(3) UNE or 251(c)(3) UNEs that result from such Conversion. To the extent CLEC fails to meet (including ceases to meet) the eligibility criteria applicable to a 251(c)(3) UNE or combination of 251(c)(3) UNEs, AT&T-21STATE may convert the 251(c)(3) UNE or 251(c)(3) UNE combination to the equivalent wholesale service or group of wholesale services, upon thirty (30) days written Notice to CLEC

h. Multiplexing (UNE § 6.4.2 and § 9.6.1)

While the issue was framed to address the availability of multiplexing as a stand-alone UNE independent of loops and transport, we must also decide the availability of multiplexing as a requirement related to routine network modifications that are addressed in the FCC rules.

Parties’ Arguments

CA

CA does not assert that multiplexing must be offered as a standalone UNE. Multiplexing is a routine network modification which is used to further divide a circuit such as a DS3 into what CA calls tails. Thus, a CLEC can take a circuit and divide it into smaller subdivided circuits which are used for various purposes.

CA asserts that multiplexing should be offered/combined with: 1) UNE loops, 2) UNE transport, and 3) UNE loops that are combined with UNE transport (i.e., multiplexed enhanced extended loops or EELs). CA defines an EEL as a type of circuit that a CLEC can order when it needs to serve a customer that is served from a CO where the CLEC does not have a collocation. CA further states that an EEL contains two components: loop and transport. The loop serves the customer premise, and the transport component is connected to that loop. The loop carries their circuit back to the collocation that the CLEC has in a different CO. CA contends that AT&T

Florida does all of the above for itself and should be required to do this for CLECs as well at cost-based rates.

CA's specific objection is that UNE multiplexing should not automatically be considered an EEL, and subject to the restrictions and additional cost imposed upon EELs. CA argues multiplexing/loop combinations should be permitted. However, it would not be an EEL if the multiplexer is fed from a CLEC collocation and no UNE transport is part of the arrangement. CA asserts multiplexing should be considered a routine network modification as noted in 47 C.F.R. § 51.319(d)(4).

AT&T Florida

AT&T Florida contends that multiplexing is not available as a standalone UNE because it is not listed in 47 C.F.R. §51.139. AT&T Florida states that 47 C.F.R. § 51.319 is the sole and exclusive list of UNEs. AT&T Florida argues that CA cannot expand the list to include additional UNEs. Multiplexing is not on the list and, therefore, does not have to be provided on a stand-alone basis.

A CLEC may order stand-alone multiplexing from AT&T Florida's special access tariff. Additionally, multiplexing may be ordered in conjunction with Unbundled Dedicated Transport (UDT) at the time UDT is ordered; in this instance it would be provided at the rates contained in the pricing schedule. AT&T Florida is proposing language in UNE § 6.4.2 of the ICA that essentially mirrors the language used in 47 C.F.R. § 51.318(b) and argues that there is no reasonable basis for CA to oppose that language.

AT&T Florida also proposes a definition of multiplexing that is used in UNE § 9.6.1 of the ICA and is objected to by CA. AT&T Florida defines multiplexing as an item ordered in conjunction with DS1 or DS3 UDT that converts a circuit from higher to lower bandwidth or from digital to voice grade. AT&T Florida argues multiplexing is only available when ordered at the same time as DS1 or DS3 UDT at the rates set forth in the Pricing Schedule. Because the definition conflicts with CA's desire to order standalone multiplexing, CA has omitted the definition from the ICA. Because it does not appear elsewhere in the ICA, AT&T Florida states that UNE § 9.6.1 is the appropriate location for the definition of multiplexing.

Regarding the assertion that multiplexing is a routine network modification, AT&T Florida concedes that the FCC rules address network modifications and multiplexing, but it is only in the context of deploying a new multiplexer or reconfiguring an existing multiplexer for an active circuit that has already been constructed. AT&T Florida further states that in the case where a circuit that was already multiplexed had an issue that required AT&T Florida to install a new multiplexer or reconfigure one that is already there to make sure the circuit is good, that would be a routine network modification. By comparison, multiplexing, which changes the bandwidth of a circuit, is not a routine network modification according to AT&T Florida.

Decision

AT&T Florida is proposing the following emphasized language in UNE § 6.4.2. CA's proposed language excludes the emphasized text:

6.4.2 AT&T-21STATE is not obligated, and shall not, provide access to (1) an unbundled DS1 UNE Loop in combination, or Commingled, with a DS1 UDT facility or service or a DS3 or higher UDT facility or service, or an unbundled DS3 UNE Loop in combination, or Commingled, with a DS3 or higher UDT facility or service, or (2) an unbundled DS1 UDT facility in combination, or Commingled, with an unbundled DS1 UNE Loop *or a DS1 channel termination service, or to an unbundled DS3 UDT facility in combination, or Commingled, with an unbundled DS1 UNE Loop or a DS1 channel termination service*, or to an unbundled DS3 UNE Loop *or a DS3 or higher channel termination service* (collectively, the "Included Arrangements"), unless CLEC certifies that all of the following conditions are met with respect to the arrangement being sought. . . .

AT&T Florida contends the contract language should mirror the FCC rule. While AT&T Florida's language closely tracks that of the 47 C.F.R. § 51.318(b) listed below, it is not an exact match. AT&T Florida's proposed language includes the phrase "or higher" in two places in its proposed language. The "or higher" phrase does not appear in the FCC rule. We emphasize the corresponding text below to highlight the differences between the rule and AT&T Florida's proposed contract language:

47 C.F.R. § 51.318(b) An incumbent LEC need not provide access to an unbundled DS1 loop in combination, or commingled, with a dedicated DS1 transport or dedicated DS3 transport facility or service, or to an unbundled DS3 loop in combination, or commingled, with a dedicated DS3 transport facility or service, or an unbundled dedicated DS1 transport facility in combination, or commingled, with an unbundled DS1 loop *or a DS1 channel termination service, or to an unbundled dedicated DS3 transport facility in combination, or commingled, with an unbundled DS1 loop or a DS1 channel termination service*, or to an unbundled DS3 loop *or a DS3 channel termination service*, unless the requesting telecommunications carrier certifies that all of the following conditions are met. . . .

CA provides no compelling reason why the language in the ICA should not reflect the FCC rule. Furthermore, CA does not argue that multiplexing is an UNE, but argues that it is a routine network modification.

Further, AT&T Florida seeks to include a definition of multiplexing in the UNE DS1 and DS3 Dedicated Transport section of the ICA. AT&T Florida's proposed language below would have the effect of limiting the availability of multiplexing only when it is ordered at the same time as DS1 or DS3 unbundled dedicated transport:

Multiplexing—an option ordered in conjunction with DS1 or DS3 UDT that converts a circuit from higher to lower bandwidth, or from digital to voice grade. Multiplexing is only available when ordered at the same time as DS1 or DS3 UDT and at the rates set forth in the Pricing Schedule.

CA asserts that 47 C.F.R. § 51.319(d)(4) requires AT&T Florida to provide multiplexing as a routine network modification. CA objects to AT&T Florida's definition and proposes that it be left blank. CA seeks to avail itself to multiplexing in a multiplexing/loop combination when CA supplies its own transport. However, 47 C.F.R. § 51.319(d)(4) addresses routine network modifications when the ILEC provides the dedicated transport. 47 C.F.R. § 51.319(a)(7) addresses routine network modification for unbundled loop facilities. Thus, the FCC rules appear to address the requirements regarding routine network modifications that are necessary for transport loop facilities ordered independently from other UNEs. Both rules are quoted below:

47 C.F.R. § 51.319 Specific unbundling requirements

(a) Local loops

* * *

(7) Routine network modifications.

(i) An incumbent LEC shall make all routine network modifications to unbundled loop facilities used by requesting telecommunications carriers where the requested loop facility has already been constructed. An incumbent LEC shall perform these routine network modifications to unbundled loop facilities in a nondiscriminatory fashion, without regard to whether the loop facility being accessed was constructed on behalf, or in accordance with the specifications, of any carrier.

(ii) A routine network modification is an activity that the incumbent LEC regularly undertakes for its own customers. Routine network modifications include, but are not limited to, rearranging or splicing of cable; adding an equipment case; adding a doubler or repeater; adding a smart jack; installing a repeater shelf; adding a line card; *deploying a new multiplexer or reconfiguring an existing multiplexer*; and attaching electronic and other equipment that the incumbent LEC ordinarily attaches to a DS1 loop to activate such loop for its own customer. Routine network modifications may entail activities such as accessing manholes, deploying bucket trucks to reach aerial cable, and installing equipment casings. Routine network modifications do not include the construction of a new loop, or the installation of new aerial or buried cable for a requesting telecommunications carrier.

(emphasis added)

* * *

(d) Dedicated transport

* * *

(4) Routine network modifications.

(i) An incumbent LEC shall make all routine network modifications to unbundled dedicated transport facilities used by requesting telecommunications carriers where the requested dedicated transport facilities have already been constructed. An incumbent LEC shall perform all routine network modifications to unbundled dedicated transport facilities in a nondiscriminatory fashion, without regard to whether the facility being accessed was constructed on behalf, or in accordance with the specifications, of any carrier.

(ii) A routine network modification is an activity that the incumbent LEC regularly undertakes for its own customers. Routine network modifications include, but are not limited to, rearranging or splicing of cable; adding an equipment case; adding a doubler or repeater; installing a repeater shelf; and *deploying a new multiplexer or reconfiguring an existing multiplexer*. They also include activities needed to enable a requesting telecommunications carrier to light a dark fiber transport facility. Routine network modifications may entail activities such as accessing manholes, deploying bucket trucks to reach aerial cable, and installing equipment casings. Routine network modifications do not include the installation of new aerial or buried cable for a requesting telecommunications carrier. (emphasis added)

AT&T Florida argues that routine network modifications relate only to a circuit that is already constructed. For example, in the case when a circuit was already multiplexed and a problem occurred, AT&T Florida would either install a new multiplexer or reconfigure the one that is already there.

While the FCC's Triennial Review Order, FCC 03-36, TRO did limit the requirement that an ILEC perform network modification on existing facilities, its limitation was on existing wires and does not appear to be related to multiplexer equipment. The FCC noted that "These routine modifications include deploying multiplexers to existing loop facilities and undertaking the other activities that incumbent LECs make for their own retail customers."⁶⁰ The TRO also

⁶⁰ FCC 03-36, CC Docket No. 01-338, *Review of Section 251 Unbundling Obligations of Incumbent Local Exchange Carriers, Report and Order and Order on Remand and Further Notice of Proposed Rulemaking*, released August 21, 2003, p. 7.

noted that “attaching routine electronics, such as multiplexers . . . is already standard practice . . . ” and “. . . performing such functions is easily accomplished.”⁶¹

We address contract language in two Sections of the ICA: 6.4.2 and 9.6.1. AT&T Florida’s contract language in UNE § 6.4.2 is similar to the FCC rule language. Despite AT&T Florida’s argument that the language should mirror the rule, some language (i.e. “or higher”) is not in the FCC rule. While CA states it does not argue that multiplexing must be offered as a standalone UNE, it did contest language found in AT&T’s proposed contract language that, for the most part, is parallel to the FCC rules. CA’s argument is focused on the availability of multiplexing as a routine network modification. AT&T Florida’s language in UNE § 6.4.2 is reasonable within the context of the FCC rule; however, the phrase “or higher” shall be removed to correspond to the language found in the FCC rule.

In UNE § 9.6.1 of the ICA, AT&T Florida has proposed language that would restrict multiplexing to when it is ordered at the same time as DS1 or DS3 unbundled dedicated transport. By comparison, CA proposes to leave this section blank, arguing that such a restriction is inconsistent with the FCC rules regarding routine network modification. After reviewing the FCC’s rules and the TRO, multiplexing is a routine network modification that is found within the requirements of unbundled loop facilities⁶² and unbundled dedicated transport.⁶³

We are persuaded that multiplexing should not be available as a stand-alone UNE independent of loops and transport; however, AT&T Florida’s language in UNE § 6.4.2 of the ICA shall be modified to more closely mirror the FCC’s rule language by removing the phrase “or higher.” While multiplexing is not a stand-alone UNE, we find that multiplexing is a routine network modification and find that UNE § 9.6.1 of the ICA shall remain blank as proposed by CA. The approved language is as follows:

6.4.2 AT&T-21STATE is not obligated, and shall not, provide access to (1) an unbundled DS1 UNE Loop in combination, or Commingled, with a DS1 UDT facility or service or a DS3 UDT facility or service, or an unbundled DS3 UNE Loop in combination, or Commingled, with a DS3 or higher UDT facility or service, or (2) an unbundled DS1 UDT facility in combination, or Commingled, with an unbundled DS1 UNE Loop or a DS1 channel termination service, or to an unbundled DS3 UDT facility in combination, or Commingled, with an unbundled DS1 UNE Loop or a DS1 channel termination service, or to an unbundled DS3 UNE Loop or a DS3 channel termination service (collectively, the “Included Arrangements”), unless CLEC certifies that all of the following conditions are met with respect to the arrangement being sought:

9.6 DS1 and DS3 UDT includes, as follows:

9.6.1 INTENTIONALLY LEFT BLANK

⁶¹ Ibid., p. 396.

⁶² 47 C.F.R. § 51.319(a)(7)

⁶³ 47 C.F.R. § 51.319(d)(4)

i. Notice of DS1 Loop Installation Over FCC's Building Cap (UNE § 8.1.3.4.4)

We must determine which company runs the risk of an error in ordering over the cap or accepting an order over a cap for a DS1 loop,⁶⁴ a DS3 loop,⁶⁵ or a DS1 or DS3 unbundled dedicated transport circuit.⁶⁶

In the FCC's Triennial Review Remand Order, FCC 04-290, (TRRO) the FCC evaluated a requesting carrier's ability to utilize third-party alternatives to high-capacity loops, or to self-deploy such loops, to serve particular locations in an economic manner. For DS1 loops, the FCC found that requesting carriers are impaired without access to DS1-capacity loops at any location within the service area of an ILEC wire center containing fewer than 60,000 business lines or fewer than four fiber-based collocators.⁶⁷ In those wire centers where a CLEC is impaired, the FCC established a cap of ten DS1 loops that each carrier may obtain in a building.⁶⁸

For DS3 loops, the FCC found that CLECs are impaired without access to DS3-capacity loops at any location within the service area of an ILEC wire center containing fewer than 38,000 business lines or fewer than four fiber-based collocators. In those wire centers where a CLEC is impaired, the FCC established a cap of one DS3 a CLEC can obtain at each building.⁶⁹

Parties' Arguments

CA

CA contends that it is reasonable for AT&T Florida to notify CA of its intention prior to converting an in-service circuit from the service CA ordered, an unbundled DS1 loop, to a special access service. CA argues that it needs time to make its own decision and service change before AT&T Florida's action occurs. For new orders, CA asserts that AT&T Florida should not automatically install a circuit other than the type ordered if the type ordered is unavailable. CA

⁶⁴ The abbreviation, DS1, stands for Digital Signal, Level 1, and represents a digital local loop having a total digital signal speed of 1.544 megabytes per second. 47 C.F.R. § 51.319(a)(4)(i) A DS1 is the equivalent of 24 DS0 or 24 voice grade channels. A loop is the transmission facilities between a central office and the customer's premises, i.e., "the last mile" of a carrier's network that enables the end-user to originate and receive communications.

⁶⁵ The abbreviation, DS3, stands for Digital Signal, Level 3 and represents a digital local loop having a total digital signal speed of 44.736 megabytes per second. 47 C.F.R. § 51.319(a)(5)(i) A DS3 is the equivalent of 28 DS1s.

⁶⁶ Dedicated interoffice transmission facilities (dedicated transport circuit) are facilities dedicated to a particular customer or CLEC that it uses for transmission among ILEC central offices and tandem offices. CLECs generally use interoffice transport as a means to aggregate end-user traffic to achieve economies of scale. They do so by using dedicated transport to carry traffic from their end users' loops, often terminating at ILEC central offices, through other central offices to a point of aggregation. Ultimately, the traffic is carried to the competitor's switch or other equipment, often from an ILEC central office along a circuit generally known as an entrance facility. FCC 03-36, CC Docket No. 01-338, Review of Section 251 Unbundling Obligations of Incumbent Local Exchange Carriers, Report and Order and Order on Remand and Further Notice of Proposed Rulemaking, released August 21, 2003, p. 224.

⁶⁷ *Ibid.*, p. 100.

⁶⁸ *Ibid.*, p. 101.

⁶⁹ *Ibid.*, p. 100.

states that AT&T Florida should reject the UNE order back to CA stating that the ordered service is not available, instead of installing special access when UNE was ordered. According to CA, if AT&T Florida installs the circuit, then it should be installed as a UNE as ordered by CA, and then AT&T Florida may begin the conversion process by sending the required notice if desired.

Again, CA argues AT&T Florida should either install what was ordered, or refuse to install the order. CA has only asked for 30 days after AT&T Florida's notice to decide what changes it may need to make. CA asserts that if it has ordered a UNE service when it was not entitled to it, CA would bear two sets of ordering costs and the likely cost of re-designing the service; thus there is a financial disincentive for CA to order UNEs which it is not entitled.

CA states that it will track the number of DS1 and DS3 UNE loops it has in a building, but that its issue primarily relates to the differences in addresses. For example, you may have a building may have two or more street addresses. CA argues AT&T Florida's records may consider it to be one building and that could cause confusion. CA acknowledges that it does have a duty to not knowingly order more loops than to which it is entitled.

AT&T Florida

AT&T Florida cites the FCC rule that limits a CLEC to obtaining "a maximum of ten unbundled DS1 loops to any single building . . ." 47 C.F.R. § 51.319(a)(4)(ii). AT&T Florida argues that, if a carrier orders more than ten DS1 UNE loops to a single building, it is not entitled to pay DS1 UNE loop rates on loops 11 and above. Rather, it must switch to a DS3 unbundled loop, or build its own loops, or pay tariffed special access rates to AT&T Florida.

AT&T Florida's contract language provides that if CA orders more DS1s than the FCC rules permit, AT&T Florida can accept the order but convert the DS1 that exceeds the cap from UNE rates to special access rates. By comparison, AT&T Florida argues that CA's language does not accurately reflect the law. AT&T Florida asserts CA's language provides that if AT&T Florida accepts an order for a DS1 unbundled loop to a building where CA has already met the cap, AT&T Florida must provide 30 days' prior written notice before converting that facility to special access and charging the tariffed special access rate. According to AT&T Florida, CA proposes to put the burden on AT&T Florida to track the number of CA's DS1 unbundled loops to make sure they do not exceed the cap, and to keep charging UNE rates for at least a month after it discovers that CA has improperly obtained a DS1 facility that exceeds the cap.

AT&T Florida states that the FCC does not require ILECs to track CLEC loop totals and delay enforcing the ten DS1 cap. A CLEC has no legal right to obtain more than 10 DS1 UNE loops to a building. AT&T Florida argues if CA exceeds that limit, AT&T Florida is entitled to charge special access rates for the extra circuits from the day they are provisioned, regardless of whether AT&T Florida notified CA it exceeded the cap or for when AT&T Florida discovers the error. AT&T Florida states that nothing in the FCC rules requires AT&T Florida to only recover UNE rates for facilities that exceed the UNE cap.

AT&T Florida states that it would reject the UNE order back to CA if it catches CA's error at the time of the order and knows CA is going to exceed the cap. The ICA language in dispute is necessary to protect AT&T Florida when it does not catch CA's error and proceeds to provision CA's order. At issue is where the risk of error should lie. AT&T Florida should be allowed to recover special access prices from the date of provisioning. Any other result would give CA a windfall discount just because AT&T Florida did not immediately catch CA's error.

Decision

Upon review, we find that AT&T Florida is correct that this issue is about where the risk of error should lie. However, neither party could identify FCC rules that indicate who is responsible if a CLEC requests, and an ILEC provides a loop or dedicated transport circuits over the cap. The parties agree that if caught when ordering, the order over the cap should be denied. The parties agree that they cannot go over the 10 DS1 cap.

AT&T Florida states that it has the ability to track the number of DS1s or DS3 UNE loops ordered, but that it is not done on a monthly or regular basis. It does not compare these numbers to the cap in advance of accepting an order with CA in every case. AT&T Florida was not able to report how many times it has caught such errors in the last 12 months. By comparison, CA states that it will track the number of DS1 or DS3 UNE loops ordered to the extent that it can. Its argument primarily relates to the difference in the addresses CA has on record relative to what AT&T Florida has for a particular building.

While AT&T Florida argues that allowing CA 30 days to decide how to respond would result in giving CA a windfall discount, CA counters this argument noting that it would bear two sets of ordering costs and the likely cost of re-designing the service. Neither party provided data regarding how much such discounts might be for a month, or an estimated cost of re-designing a service. As a result, it is not possible to say definitively whether the potential revenue generated from an extra 30 days exceeds the expense of re-designing a service.

Upon review, we find that a 30 day period is reasonable time for the parties to resolve issues relating to the address of a customer/building and the number of existing loops over the FCC's cap. When AT&T Florida accepts an order from CA, it shall either install the circuit that was ordered or indicate that it is not available due to the cap limitation being reached. AT&T Florida shall not install a special access service when a UNE was ordered.

If a DS1 loop is installed and later CA is determined to be over the FCC's building cap, we find that AT&T Florida must provide written notice and allow 30 days before converting to and charging for Special Access service. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

8.1.3.4.4 DS1 UNE Loop "Caps" – AT&T-21STATE is not obligated to provide to CLEC more than ten (10) DS1 Digital UNE Loops to any single Building in which DS1 Digital UNE Loops have not been otherwise Declassified; accordingly, CLEC may not order or otherwise obtain, and CLEC will cease

ordering unbundled DS1 Digital UNE Loops once CLEC has already obtained ten DS1 Digital UNE Loops at the same Building. If, notwithstanding this Section, CLEC submits such an order, at AT&T-21STATE's option it may accept or reject the order. If AT&T-21STATE accepts an order and installs the service, then it must follow the conversion process in this provision prior to billing for the circuit as special access. Prior to conversion of a CLEC circuit to Special Access, AT&T-21STATE shall notify CLEC in writing and CLEC shall then have 30 days in which to transition or disconnect the circuit prior to conversion by AT&T-21STATE or to invoke the dispute resolution process in this agreement if it believes that AT&T is not entitled to the conversion.

j. Notice of DS3 Loop Installation Over the FCC's Building Cap (UNE § 8.1.3.5.4)

As discussed previously in this Order regarding DS1 building caps, we must determine how the parties address disputes related to exceeding the DS3 cap per building, as set by the FCC.

Parties' Arguments

CA

CA does not know what AT&T Florida considers to be a single building. Some buildings have multiple addresses, others have multiple structures which share a common street address. This fact is likely to give rise to disagreements about when CA has reached the DS3 cap per building.

AT&T Florida

This concerns DS3 loops instead of DS1s. FCC Rule 47 C.F.R. § 51.319(a)(5)(ii) limits a CLEC to a "maximum of a single unbundled DS3 loop to any single building...." When a CLEC needs two or more DS3's to a single building, the CLEC must either self-deploy DS3 beyond the first one or find some other way to carry its traffic. As with DS1 building caps, addressed in UNE §8.1.3.4.4, AT&T Florida contends that CA seeks to avoid these requirements and shift the burden to AT&T Florida to act as CA's record keeper and allow CA to keep paying UNE rates for some period when it has no right to do so. Thus, we should adopt AT&T Florida's language and reject CA's proposed language for the same reason.

Decision

While the type of loops (DS3s vs DS1s) and the FCC's cap (one DS3 vs ten DS1s) changes, the testimony and analysis are the same. We find that a 30 day period is reasonable time for the parties to resolve issues relating to the address of a customer/building and the number of existing loops over the FCC's cap. If AT&T Florida accepts an order from CA, it shall either install the circuit that was ordered or indicate that it is not available due to the cap limitation being reached. AT&T Florida shall not install a special access service when a UNE was ordered.

If a DS3 loop is installed and later CA is determined to be over the FCC's building cap, we find that AT&T Florida must provide written notice and allow 30 days before converting to and charging for Special Access service. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

8.1.3.5.4 DS3 UNE Loop "Caps" – AT&T-21STATE is not obligated to provide to CLEC more than one (1) DS3 Digital UNE Loop per requesting carrier to any single Building in which DS3 Digital UNE Loops have not been otherwise Declassified; accordingly, CLEC may not order or otherwise obtain, and CLEC will cease ordering unbundled DS3 Digital UNE Loops once CLEC has already obtained one DS3 Digital UNE Loop at the same Building. If, notwithstanding this Section, CLEC submits such an order, at AT&T-21STATE's option it may accept or reject the order. If AT&T-21STATE accepts an order and installs the service, then it must follow the conversion process in this provision prior to billing for the circuit as special access. Prior to conversion of a CLEC circuit to Special Access, AT&T-21STATE shall notify CLEC in writing and CLEC shall then have 30 days in which to transition or disconnect the circuit prior to conversion by AT&T-21STATE or to invoke the dispute resolution process in this agreement if it believes that AT&T is not entitled to the conversion.

k. Notice For Special Access Service (UNE § 9.6.2 and § 9.6.3)

We must decide whether a thirty day written notice is required before converting an Unbundled Dedicated Transport (UDT) to special access services once the cap for UDT is exceeded. Dedicated transport facilities are lines dedicated to a particular customer or competitive carrier that it uses for transmission among incumbent LEC COs and tandem offices.⁷⁰ Competing carriers generally use UDT as a means to aggregate end-user traffic to achieve economies of scale.⁷¹ The cap relating to UDT is not based on buildings, but rather unique routes between wire centers or switches.

Parties' Arguments

CA

CA argues that AT&T Florida must actually notify CA of its intention prior to converting an in-service circuit, so that CA has time to make its own decision and service change before AT&T Florida's action occurs. For new orders, CA argues that AT&T Florida should not automatically install a circuit other than what was ordered if what was ordered is unavailable. AT&T Florida should reject the UNE order back to CA stating that the ordered service is not available, instead of installing special access when UNE was ordered. If AT&T Florida installs

⁷⁰ FCC 03-36, CC Docket No. 01-338, Review of the Section 251 Unbundling Obligations of Incumbent Local Exchange Carriers, Report and Order on Remand, and Further Notice of Proposed Rulemaking, released August 21, 2003, ¶ 361.

⁷¹ Ibid.

the circuit, then it should be installed as a UNE as ordered by CA, and then AT&T Florida may begin the conversion process by sending the required notice if desired.

AT&T Florida should either install what was ordered, or refuse to install that. CA has only asked for 30 days after AT&T Florida's notice to decide what changes it may need to make. CA asserts that if it has ordered a UNE service when it was not entitled to it, CA would bear two sets of ordering costs and the likely cost of re-designing the service. Thus, there is a financial disincentive for CA to order UNEs which it is not entitled to in these cases.

AT&T Florida

AT&T Florida contends it is not obligated to provide more than twelve DS3 Unbundled Dedicated Transport (UDT) circuits and ten DS1 UDT circuits on any route. If CA does not want to pay special access rates, CA should cease ordering when the cap has been met. If CA has already obtained the limit of DS1 UDT or DS3 UDT circuits on a single route, and orders additional UDT circuits, AT&T Florida may choose to reject the order or to install the service. AT&T Florida states that it would reject the order back to CA if it catches CA's error at the time of the order and knows CA is going to exceed the cap. Once installed, AT&T Florida argues that it should be able to convert any UDT circuit in excess of the cap to special access with no notice.

Decision

In this issue the cap pertains not to loops, but to DS1 and DS3 dedicated transport. Another key difference is that, as opposed to a cap related to a building, the cap for UDT circuits is based on routes. 47 C.F.R. § 51.319(d) defines a route as:

a transmission path between one of an incumbent LEC's wire centers or switches and another of the incumbent LEC's wire centers or switches. A route between two points (e.g., wire center or switch "A" and wire center or switch "Z") may pass through one or more intermediate wire centers or switches (e.g., wire center or switch "X"). Transmission paths between identical end points (e.g., wire center or switch "A" and wire center or switch "Z") are the same "route," irrespective of whether they pass through the same intermediate wire centers or switches, if any.

Unlike where CA's argument that there may be discrepancies regarding what CA considers a building and what AT&T Florida considers a building when counting DS1 or DS3 loops, CA makes no corresponding argument relating to routes. According to the FCC rules, a route is very specific and CA has provided no explanation regarding why it should not be responsible to track its orders or why its tracking might be different than that of AT&T Florida. Instead, CA argues that AT&T Florida shall not install a different service than what was ordered. We are not persuaded by this argument given how the FCC defines a route.

We find AT&T Florida shall not be required to provide written notice nor allow 30 days before converting to and charging for Special Access service. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

9.6.2 DS3 UDT Caps – AT&T-21STATE is not obligated to provide to CLEC more than twelve (12) DS3 UDT circuits on each Route on which DS3 Dedicated Transport has not been otherwise Declassified; accordingly, CLEC may not order or otherwise obtain, and CLEC will cease ordering unbundled DS3 Dedicated Transport once CLEC has already obtained twelve DS3 UDT circuits on the same Route. If, notwithstanding this Section, CLEC submits such an order, at AT&T-21STATE's option, it may accept or reject the order, but convert any requested DS3 UDT in excess of the Cap to Special Access; applicable Special Access charges will apply to CLEC for such DS3 Dedicated Transport circuits as of the date of provisioning.

9.6.3 DS1 UDT Caps-AT&T-21STATE is not obligated to provide to CLEC more than ten (10) DS1 251(c)(3) UDT circuits on each route on which DS1 Dedicated Transport has not been otherwise Declassified; accordingly, CLEC may not order or otherwise obtain, and CLEC will cease ordering unbundled DS1 Dedicated Transport once CLEC has already obtained ten DS1 251(c)(3) UDT circuits on the same route. If, notwithstanding this Section, CLEC submits such an order, at AT&T-21STATE's option it may accept the order, but convert any requested DS1 251(c)(3) UDT in excess of the Cap to Special Access, and applicable Special Access charges will apply to CLEC for such DS1 Dedicated Transport circuits as of the date of provisioning.

I. Notice For Wire Center Non-Impairment (UNE § 14.10.2.2, § 14.10.2.3.1.1 and § 14.10.2.3.1.2)

We must decide what the appropriate length of time following a notice of non-impairment for AT&T Florida to bill an element at a special access rate. While similar to the length of time following a written notice within a building, the contract language considered here addresses the time frame for an entire wire center.

Parties' Arguments

CA

CA contends that the FCC intends that when a wire center becomes non-impaired, CLECs should transition services from UNEs to alternative commercial arrangements rather than being forced out of the marketplace and into bankruptcy, leaving subscribers without service. AT&T Florida's proposed language makes a transition impossible and harms consumers who would lose service as a direct result.

CA argues that this is not only about true-ups and billing. Facilities changes may be necessary if there is no special access equivalent. CA suggests that once a wire center is designated as non-impaired, AT&T Florida has a number of different non-UNE service options that CA can choose from. To do this, CA would need to submit a Local Service Request to AT&T Florida to convert the UNE(s) to the new arrangement. CA contends this is not a simple matter, as it will take time for CA to determine, for each UNE being converted, what its best option will be. CA may also need to consider other options, such as using a third-party provider for the service or disconnecting the customer's service because it is no longer financially feasible to provide without the UNE.

According to CA, AT&T Florida may not automatically convert a UNE to another type of service. CA asserts it is highly unlikely that CA would choose to convert the UNE to AT&T Florida's highest-price special access service. Since it is CA's decision which service to transition to, from whom to obtain that service, and how to design that replacement service, CA expects the process will take time. CA has cited three currently in-force ICAs with other CLECs in which the 180 day transition period is used and asserts that non-arbitrated ICAs are not reasonable precedent in this docket.

Assuming that this is just about true-up, CA argues the real concern is that under AT&T Florida's language, it would be entitled to convert CA's UNE service to its most-expensive special access service, even if lower cost options were available. CA states that in order for it to manage such a transition effectively, it must have enough time to assess the impact of the re-designation, determine what customer circuits are affected, and identify which conversion options are available. CA argues that only then can CA place an order with AT&T Florida to convert the service to the new arrangement or disconnect the service entirely if there are no feasible conversion options.

AT&T Florida

AT&T Florida asserts that such a conversion occurs when AT&T Florida reclassifies a wire center and provides written notification to CLECs that specific wire center meets one or more of the FCC's impairment thresholds. AT&T Florida continues stating, if CA disputes the AT&T Florida wire center non-impairment designation, it may provide a self-certification to AT&T Florida. Subsequently, AT&T Florida states CA may choose to file for dispute resolution with us set to a different timeline, during which AT&T Florida will continue to provide the high-capacity UNE loop or transport facility in question to CA at the rates in the pricing schedule. Thus, AT&T Florida asserts it must provision the UNE and subsequently bring any dispute regarding access to that UNE before us. AT&T Florida contends that there is no conversion of facilities involved, only a true up of rates.

AT&T Florida argues that CA's reliance on the 180-day transition period in the FCC's TRRO is misplaced, noting that those transition periods were specifically ordered for the initial transition from UNE rates to special access rates. AT&T Florida asserts that years later, there is nothing groundbreaking or novel about the FCC's impairment criteria and eligibility standard, and the factors that led the FCC to declare a 180-day transition period simply are not present, according to AT&T Florida.

AT&T Florida contends that thirty days is sufficient notice subsequent to wire center non-impairment for CA to pay special access rates because at such time the wire center meets the criteria set out by the FCC. In this situation, AT&T Florida asserts the wire center is non-impaired, and AT&T Florida is no longer obligated to offer UNE loop/transport elements at UNE rates to CA or other CLECs in that wire center. AT&T Florida argues that by delaying the true up for more than 30 days after notice, CA would enjoy the lower UNE rates for that length of time at AT&T Florida's expense. AT&T Florida notes that its proposed 30-day period actually starts after a 60-day notice on non-impairments, thus CA would in effect have a 90-day notice. AT&T Florida asserts that the additional 60 days is established by the FCC for reclassification of wire centers.

Decision

We are not persuaded by AT&T Florida's assertion that thirty days' notice is sufficient time for CA to transition services from UNEs to alternative commercial arrangements for an entire wire center. CA should have a reasonable amount of time to evaluate its options for provisioning service to its customers, including the use of networks from third-party carriers. While CA proposes 180 days, it is not clear if it included the 60-day notice requirement. AT&T Florida noted that the three examples provided by CA of 180 day transition periods were related to the wire center non-impairment findings. AT&T Florida also acknowledges that the ICA timelines in Florida range from 30 days to 180 days.

We find that 120 calendar days is sufficient time prior to billing the provisioned element at the equivalent special access rate/transitional rate and would still provide a total of 180 days' notice including 60 days after the notice of non-impairment. Therefore, CA's modified language is appropriate and shall be approved. The approved language is as follows:

14.10.2.2 CLEC will provide a true-up to an equivalent special access rate as of the later of the date billing began for the provisioned element or one hundred twenty (120) calendar days after AT&T-21STATE's Notice of non-impairment. If no equivalent special access rate exists, a true-up will be determined using the Transitional Rates. The applicable equivalent special access rate/Transitional Rates will continue to apply until the facility has been transitioned.

14.10.2.3.1 For affected UNE Loop/Transport elements ordered before AT&T-21STATE's Wire Center designation,

14.10.2.3.1.1 INTENTIONALLY LEFT BLANK

14.10.2.3.1.2 CLEC will provide a true-up based on the Transitional Rates between the date that is one hundred twenty (120) calendar days after AT&T-21STATE's Notice of non-impairment and the end of the applicable transition period described in Section 15.1 below and the equivalent special access rates during the period between the end of the initial transition period and the date the

circuit is actually transitioned. If no equivalent special access rate exists, a true-up will be determined using the Transitional Rates. The applicable equivalent special access/Transitional Rates as described above will continue to apply until the facility has been transitioned.

14.10.2.3.2 For affected UNE Loop/Transport elements ordered after AT&T-21STATE's Wire Center designation, CLEC will provide a true-up for the affected UNE Loop/Transport element(s) to an equivalent special access rate for the affected UNE Loop/Transport element(s) as of the later of the date billing began for the provisioned element or one hundred twenty (120) calendar days after AT&T-21STATE's Notice of non-impairment. If no equivalent special access rate exists, a true-up will be determined using the Transitional Rates. The applicable equivalent special access/Transitional Rates will continue to apply until the facility has been transitioned.

m. Notice for Wire Center Designation (UNE § 15.1)

We must decide the means by which AT&T Florida should notify CA of a wire center non-impairment finding. CA proposes it should receive a certified letter from AT&T Florida. AT&T Florida proposes to use its current system of posting impairment letters online and sending email notifications to those carriers that want them.

Parties' Arguments

CA

CA argues that posting a notice to the web to designate a wire center as unimpaired with no further notice is unreasonable and could harm CA and CA's customers without adequate warning for CA to prevent any disruption of services. CA notes that all other ILECs in Florida send non-impairment notices via certified mail, which is what CA is requesting AT&T Florida to do.

CA expressed skepticism that email notice would be sufficient because once AT&T Florida sends the email it can deflect responsibility regarding its receipt by CA. CA contends that emailed notices are often lost for various reasons, including getting caught in spam filters, typographical errors in the address, and notices sent as an email attachment with an unknown password. A written notice delivered via certified mail is reasonable according to CA because a wire center non-impairment notice is often a potential extinction event for a CLEC. CA also notes that this agreement requires CA to provide written notices to AT&T Florida via US Mail and argues that there is no reason why AT&T Florida should be excused from providing the same notice to CA.

AT&T Florida

AT&T Florida asserts there are two ways that AT&T Florida notifies CLECs of network related changes. First, network information is posted on CLEC Online in the form of an Accessible Letter. As defined in the GT&C section of the ICA, Accessible Letter(s) means “the correspondence used to communicate pertinent information regarding AT&T Florida to the CLEC community and is (are) provided via posting to the AT&T Florida CLEC Online website.”

Second, Accessible Letters are sent via email to CLECs that subscribe to the process. The Accessible Letter process, with the option of direct notice, is used by all AT&T ILECs and is accepted by the CLEC community according to AT&T Florida. A CLEC that elects this option specifies the recipient to whom AT&T Florida is to send the Accessible Letters. CLECs can designate multiple recipients.

AT&T Florida further argues that CA’s proposal to provide individualized notices for CA would be costly, inefficient, unreasonable, and discriminatory to other CLECs. AT&T Florida does not require CA or other CLECs to provide correspondence via certified mail.

Decision

AT&T Florida estimates that the cost to send a single notice is about \$12.00 based on approximately \$5 for labor and \$7.17 for US Postal Service (certified mail, return receipt requested). Within the last 12 months, there were no wire centers in Florida that were moved from impaired to non-impaired.

CA asserts that AT&T Florida requires CA to provide written notices to AT&T Florida via US Mail but does not provide any support for its assertion. AT&T Florida states that it does not have such a requirement. Section 21.0 of the ICA addresses notice given by one party to the other party, unless specifically provided otherwise within the ICA. It provides for three general methods of communication: (1) by physical document, (2) by fax, or (3) by email. Physical documents can be delivered either personally, express delivery service, certified mail, or first class U.S. Postal Service.

CA provides a number of reasons why email notices are unreliable. Regarding CA’s concern about typographical errors in the address, AT&T Florida notes that it is CA that enters the address. Thus, any typographical error would be a result of CA mistyping an email address. Regarding attachments with unknown passwords, AT&T Florida maintains that it does not password protect such notifications. Regarding CA’s spam filter, we find that CA shall be responsible for setting up its spam filter to accept AT&T Florida’s email.

We find that AT&T Florida shall not be required to provide written notice to CA to designate a wire center as unimpaired. However, AT&T Florida shall be directed to provide CA with any email address(es) it intends to use to distribute impairment notifications so CA can mitigate concerns regarding spam filters. Therefore, AT&T Florida’s language is appropriate and shall be approved. The approved language is as follows:

15.1 The parties recognize that Wire Centers that AT&T-21STATE had not designated as meeting the FCC's non-impairment thresholds as of March 11, 2005, may meet those thresholds in the future. In the event that a Wire Center that is not currently designated as meeting one (1) or more of the FCC's non-impairment thresholds, meets one (1) or more of these thresholds at a later date, AT&T-21STATE may add the Wire Center to the list of designated Wire Centers and the Parties will use the following process, subject to state Commission jurisdiction:

15.1.1 AT&T-21STATE may update the Wire Center list as changes occur.

15.1.2 To designate a Wire Center that had previously not met one (1) or more of the FCC's impairment thresholds but subsequently does so, AT&T-21STATE will provide notification to CLEC via Accessible Letter and by a posting on AT&T CLEC Online website.

15.1.3 AT&T-21STATE will continue to accept CLEC orders for impacted DS1/DS3 UNE Loops, DS1/DS3 Dedicated Transport and/or Dark Fiber Dedicated Transport without requiring CLEC self-certification for thirty (30) calendar days after the date the Accessible Letter is issued.

15.1.4 In the event the CLEC disagrees with AT&T-21STATE's determination, CLEC will have sixty (60) calendar days from the issuance of the Accessible Letter to dispute AT&T-21STATE's Wire Center determination by providing a self-certification to AT&T-21STATE.

15.1.5 If the CLEC does not use the self-certification process described in Section 15.1.4 above to self-certify against AT&T-21STATE's Wire Center designation within sixty (60) calendar days of the issuance of the Accessible Letter, CLEC must transition all circuits that have been declassified by the Wire Center designation(s) by disconnecting or transitioning to an alternate facility or arrangement, if available, within thirty (30) calendar days ending on the ninetieth (90th) day after the issuance of the Accessible Letter providing the Wire Center designation of non-impairment; no additional notification from AT&T-21STATE will be required. CLEC may not obtain new DS1/DS3 UNE Loops, DS1/DS3 Dedicated Transport and/or Dark Fiber Dedicated Transport in Wire Centers and/or Routes where such circuits have been declassified during the applicable transition period. If CLEC fails to disconnect or transition to an alternate facility or arrangement within such thirty (30) day period, AT&T-21STATE may disconnect such circuits or beginning billing CLEC the equivalent special access rate. If no equivalent special access rate exists, a true-up will be determined using the transitional rates set forth in Section 15.2 below.

15.1.6 If CLEC does provide self-certification to dispute AT&T-21STATE's designation determination within sixty (60) calendar days of the issuance of the Accessible Letter, AT&T-21STATE may dispute CLEC's self-certification as described in Section 14.8 above of this Agreement and AT&T-21STATE will accept and provision the applicable UNE Loop and Transport orders for the CLEC providing the self certification during a dispute resolution process.

n. Definition of HDSL-Capable Loops (UNE § 16.5)

We must decide whether the ICA shall contain a definition of HDSL-capable loops. CA seeks to establish a definition for High-bit-rate Digital Subscriber Line (HDSL)-capable loops to distinguish their availability relative to HDSL loops. HDSL loops are considered to be DS1 (Digital Signal, Level 1) loops for purposes of the FCC's TRRO impairment standard.⁷² The essence of the impairment standard is that a CLEC is competitively impaired without access to a given UNE (in this case, a DS1 loop). Conversely, in nonimpaired wire centers, a CLEC is not competitively impaired and the ILEC is not required to provide the UNE in question.

A DS1 loop is a digital local loop having a total digital signal speed of 1.544 megabytes per second.⁷³ HDSL is a technology that includes a copper loop that can be used to provide a DS1 loop.

The FCC's TRRO capped the maximum number of DS1 loops a requesting telecommunications carrier may obtain at 10 DS1 loops in any single building in an impaired wire center.⁷⁴ An impaired wire center is one that does not have at least 60,000 business lines and at least four fiber-based collocators.⁷⁵ By comparison, an ILEC would not be required to provide DS1 loops to CLECs in a non-impaired wire center.

By recognizing the difference between an HDSL-capable loop and an HDSL loop, CA would have access to HDSL-capable loops in unimpaired wire centers. By comparison, AT&T Florida argues that there is no distinction between an HDSL loop and an HDSL-capable loop and CA's proposed language is an attempt to circumvent the FCC's TRRO impairment standard.

Parties' Arguments

CA

CA states that there is a difference between an "HDSL-capable" loop and an "HDSL" loop, contrary to AT&T Florida's position. The effect of this difference relates to the ILEC's

⁷² The Triennial Remand Order or TRRO was a response to the decision in USTA v. FCC in which the D.C. Circuit Court vacated many of the provisions set forth in the original Triennial Review Order created in 2003. In general, the TRRO addressed network unbundling obligations of incumbent local exchange carriers. FCC 04-290, WC Docket No. 04-313, Unbundled Access to Network Elements, Order on Remand, released February 4, 2005.

⁷³ 47 C.F.R. § 51.319(a)(4)(i).

⁷⁴ 47 C.F.R. § 51.319(a)(4)(ii).

⁷⁵ 47 C.F.R. § 51.319(a)(4)(i) .

unbundling obligation for HDSL-capable loops in Tier 1 Wire Centers.⁷⁶ Specifically, CA asserts that under the FCC's TRRO, a Tier 1 wire center becomes nonimpaired for a CLEC for DS1 loop facilities. A DS1 loop is a 1.54 Mbps designed circuit including electronics. While HDSL is the technology used in some cases to provide the DS1 loop, HDSL is not the service being delivered. For instance, a DS1 loop provided over a copper loop may use HDSL or other technologies depending upon the electronics used. However, the same DS1 loop delivered over fiber would not be delivered using HDSL, because HDSL is a copper loop transport technology.

According to CA, AT&T Florida can force CLECs to purchase special access DS1 circuits at a much higher cost than HDSL-capable circuits which should still be priced as a UNE.⁷⁷ CA further argues that HDSL-compatible circuits can be used by a CLEC to provide a variety of different services not just a DS1. CA's proposed language would define an HDSL loop as a conditioned loop, which includes electronics at each end, and may use intermediate repeaters to reach extended distances. By comparison, an HDSL-capable loop is a copper loop without electronics capable of carrying HDSL signals at distances up to 11 kilofeet.

CA rebuffs AT&T Florida's assertion that CA is attempting to create an artificial distinction between HDSL-capable loops and HDSL loops in order to evade the caps that limit the number of DS1 loops that can be purchased at UNE rates.

CA notes that AT&T Florida's predecessor, BellSouth, filed comments ten years ago with the FCC asserting that access to such capable loops would continue in an attempt to convince the FCC to declare DS1 loops unimpaired in Tier 1 Wire Centers. CA argues AT&T Florida's position directly contradicts the position taken by its predecessor in an ex parte letter filed by BellSouth with the FCC in the 2003 Triennial Review proceeding. CA contends AT&T Florida is the same legal entity, BellSouth Telecommunications, Inc., as its predecessor, and therefore, is prohibited from taking the current position under the doctrine of judicial estoppel.

AT&T Florida

AT&T Florida denies that there is a difference between an HDSL loop and an HDSL-capable loop. It notes that an HDSL Loop is simply a dry copper loop with certain design specifications that is capable of a signal speed of 1.544 Mbps, but the actual transmission speed is achieved when the appropriate electronic equipment is added to each end of the loop. AT&T Florida maintains that CA is responsible for adding the electronics.

AT&T Florida suggests that CA's goal in establishing a second definition is simply to evade the caps that limit the number of DS1 loops that can be purchased at UNE rates. AT&T Florida argues that HDSL loops are subject to the DS1 loop cap in an impaired wire center because HDSL loops are included in the C.F.R. definition of a DS1 loop. C.F.R. § 51.319

⁷⁶ Tier 1 wire centers are those incumbent LEC wire centers that contain at least four fiber-based collocators, at least 38,000 business lines, or both. Tier 1 wire centers also are those incumbent LEC tandem switching locations that have no line side switching facilities, but nevertheless serve as a point of traffic aggregation accessible by competitive LECs. 47 C.F.R. 51.319(d)(3)(i).

⁷⁷ A special access line is a dedicated line provided by a LEC to a customer for the customer's exclusive use.

defines a DS1 loop as a digital local loop having a total digital signal speed of 1.544 mbps. It is subject to the cap in an impaired wire center (i.e., one that does not have at least 60,000 business lines and at least four fiber-based collocators).

AT&T Florida's argues that in a prior order,⁷⁸ we reasoned that HDSL-capable loops are not the equivalent of DS1 loops for evaluating wire center impairment and shall not be counted as voice grade equivalents. AT&T Florida further argued that our order provided, that provisioned HDSL loops that include the associated electronics, whether configured as HDSL-2-wire or HDSL-4-wire, shall be considered the equivalent of a DS1 and counted as 24 business lines for determining wire center impairment in meeting part (3) of the business line count definition found in 47 C.F.R. § 51.5.

AT&T Florida argues that our decision states: "Additionally, in those wire centers that are no longer DS1 impaired, BellSouth will not be required to offer an HDSL UNE. The Unbundled Copper Loop (UCL) UNE with Loop Makeup (LMU) and routine network modifications will allow CLECs to deploy HDSL electronics on the UCL." AT&T Florida agrees with this determination that AT&T Florida is not required to offer an HDSL UNE in wire centers that are no longer impaired.

AT&T Florida concludes that, in view of our determinations, the loop that AT&T Florida provides is an HDSL capable loop; in other words, a dry loop that comes equipped with no electronics. AT&T Florida does not provide a loop with HDSL electronics.

Decision

AT&T Florida is not required to provide an HDSL loop (i.e., with electronics) because an HDSL loop is a specific technology. AT&T Florida is required to provide a DS1 loop in wire centers that are impaired. AT&T Florida can use any technology it likes to provision such a loop, including HDSL. In nonimpaired wire centers, AT&T Florida is not required to provide DS1 loops.

The FCC defines a DS1 loop as a digital local loop having a total digital signal speed of 1.544 megabytes per second.⁷⁹ The parties agree that, absent the electronics (a "dry" loop), the loop would not provide service with a signal speed of 1.544 megabytes per second.

The need for a separate definition is based on the question of whether a "dry" loop is required in both impaired and nonimpaired wire centers. AT&T Florida contends it is not required to provide such loops in nonimpaired wire centers, and that all of what it calls "HDSL loops" do not include electronics. By comparison, CA argues that such loops, because they do not include electronics, are not DS1 loops. As a result, those HDSL-capable loops should be

⁷⁸ Order No. PSC-06-0299-FOF-TP, Issued April 17, 2006, in Docket No. 04-1269-TP, In re: *Petition to establish generic docket to consider amendments to interconnection agreements resulting from changes in law, by BellSouth Telecommunications, Inc.*.

⁷⁹ 47 C.F.R. § 51.319(a)(4).

available everywhere, because such “dry” loops cannot provide the DS1 signal speed defined by the FCC without electronics on both ends of the loop.

CA noted that prior to AT&T Inc.’s acquisition of BellSouth Corporation, BellSouth had encouraged the FCC to adopt the DS1 impairment criteria asserting that CLECs would continue to have access to HDSL-capable loops as an alternative to DS1 loops in nonimpaired wire centers. The ex parte comments of BellSouth note specific types of loops that would continue to be available in a nonimpaired wire center. BellSouth’s comments note that CLECs could attach electronics to the ends of these loops to provide a service with transmission speeds equivalent to a DS1.⁸⁰ Furthermore, BellSouth’s ex parte letter is cited by the FCC in the TRRO as one of its reasons for selecting the geographic impairment standard for high-capacity loops. The FCC explicitly noted:

The record also suggests that in some cases, competitive LECs might be able to serve customers’ needs by combining other elements that remain available as UNEs. See BellSouth Dec. 8, 2004 DS1 Ex Parte Letter at 2 (stating that competitive LECs can use the following types of copper loops to provide DS1 service to customers: (1) 2-wire or 4-wire High Bit Rate Digital Subscriber Line (HDSL) Compatible Loops; (2) Asymmetrical Digital Subscriber Line Compatible Loops; (3) 2-wire Unbundled Copper Loops-Designed; or (4) Unbundled Copper Loop Non-Designed).⁸¹

However, AT&T Florida states that the comments of BellSouth in the ex parte letter to the FCC do not represent its position on this issue.

Regardless of AT&T Florida’s position, we find that the FCC included this language in the TRRO to specifically address that copper loop facilities will remain available. The FCC consistently differentiates between HDSL-capable loops and DS-1 loops, which may or may not use HDSL-capable technology. This policy is delineated in the FCC’s unbundling requirements:

Copper loops. *An incumbent LEC shall provide a requesting telecommunications carrier with nondiscriminatory access to the copper loop on an unbundled basis. A copper loop is a stand-alone local loop comprised entirely of copper wire or cable. Copper loops include two-wire and four-wire analog voice-grade copper loops, digital copper loops (e.g., DS0s and integrated services digital network lines), as well as two-wire and four-wire copper loops conditioned to transmit the digital signals needed to provide digital subscriber line services, regardless of whether the copper loops are in service or held as spares. The copper loop includes attached electronics using time division multiplexing technology, but*

⁸⁰ BellSouth identified the following unbundled loop facilities that will support DS1 service that would be available in areas where unbundling relief is granted: (1) 2-wire or 4-wire High Bit Rate Digital Subscriber Line (HDSL) Compatible Loops; (2) Asymmetrical Digital Subscriber Loops; (3) 2-wire Unbundled Copper Loops-Designed; or (4) Unbundled Copper Loop Non-Designed.

⁸¹ FCC 04-290, WC Docket No. 04-313, Unbundled Access to Network Elements, Order on Remand, released February 4, 2005, ¶ 163 and footnote 454.

does not include packet switching capabilities as defined in paragraph (a)(2)(i) of this section. The availability of DS1 and DS3 copper loops is subject to the requirements of paragraphs (a)(4) and (5) of this section. (47 C.F.R. §51.319(a)(1))

(emphasis added)

We used the same differentiation in our generic UNE proceedings. Regarding our prior Order No. PSC-06-0299-FOF-TP, AT&T Florida notes that we state “Additionally, in those wire centers that are no longer DS1 impaired, BellSouth will not be required to offer an HDSL UNE. The Unbundled Copper Loop (UCL) UNE with Loop Makeup (LMU) and routine network modifications will allow CLECs to deploy HDSL electronics on the UCL.” The full paragraph is quoted below with specific text emphasized:

Issue 5 addresses whether *HDSL-capable* copper loops should be considered as the equivalent of DS1 loops for the purpose of evaluating impairment. The primary debate in this issue is whether *HDSL-capable* loops should be counted on a unit basis, or as voice-grade equivalents. BellSouth asserts that *HDSL-capable* loops should be counted as voice-grade equivalents, and CLEC parties disagree. We find that *HDSL-capable* loops are not the equivalent of DS1 loops for evaluating wire center impairment and should not be counted as voice grade equivalents. However, provisioned *HDSL loops that include the associated electronics*, whether configured as HDSL-2-wire or HDSL-4-wire, should be considered the equivalent of a DS1 and counted as 24 business lines for determining wire center impairment in meeting part (3) of the business line count definition found in 47 C.F.R. 551.5. Additionally, in those wire centers that are no longer DS1 impaired, BellSouth will not be required to offer an *HDSL UNE*. The Unbundled Copper Loop (UCL) UNE with Loop Makeup (LMU) and routine network modifications will allow CLECs to deploy HDSL electronics on the UCL.

When taken in context, the paragraph distinguishes between HDSL-capable loops and HDSL loops. In the sentence prior to the quotation, AT&T Florida HDSL loops are specified as those “that include the associated electronics.” We are unconvinced that this portion of the order substantiates AT&T Florida’s position. Further, we note that while the previous order does state that BellSouth will not be required to offer an HDSL UNE and its UCL UNE will allow CLECs to deploy HDSL, AT&T Florida insists that it does not offer an HDSL loop. The UCL UNE is available in the proposed agreement, but to the extent that AT&T Florida insists that its HDSL UNE loops are “dry” loops and contain no electronics, we find it appropriate that they shall be treated the same as the UCL UNE and made available in all wire centers. We are persuaded by CA’s arguments to include a definition of HDSL-capable loops.

In summary, the FCC rules define DS1 loops in such a manner that a HDSL loop (i.e., with electronics) is clearly included in the meaning. By comparison, a loop that has all of the characteristics of an HDSL loop, absent the electronics (i.e., HDSL-capable loop), is not a DS1

loop because it cannot provide the specified bandwidth prescribed by the FCC rule. Our prior order supports a distinction between loops that meet the definition of a DS1 loop and a loop that falls short of that threshold. Therefore, we find that CA's proposal to include a definition of HDSL-capable loops is appropriate.

HDSL loops without electronics (dry loops) do not meet characteristics of a DS1 found in the FCC rules. There is a need to distinguish between HDSL-capable loops and HDSL loops. To the extent that what AT&T Florida calls "HDSL loops" do not include electronics, those loops would effectively be "HDSL capable" loops and would be available in both impaired and non-impaired wire centers. We find that that the ICA shall contain a definition for HDSL-capable loops. Therefore, CA's language is appropriate and shall be approved. The approved language is as follows:

16.6 The parties agree that an HDSL-capable loop is distinct from an HDSL loop. An HDSL loop is a conditioned loop, includes electronics at each end, and may use intermediate repeaters to reach extended distances. An HDSL-capable loop is simply a copper loop without electronics capable of carrying HDSL signals at distances of up to 11kft. This distinction is important because HDSL loops are subject to TRRO Wire Center Designation restrictions, while HDSL-capable loops are not. CLEC shall not be foreclosed from ordering HDSL-capable loops in Tier 1 Wire Centers, while the parties agree that CLEC is not entitled to HDSL loops in Tier 1 Wire Centers under current TRRO rules. CLEC shall not be required to use UCL instead of HDSL-capable loops in cases where HDSL-capable loops exist.

XI. Resale

a. Resale Services (Resale § 3.2)

We must decide whether CA should be prohibited from obtaining resale services at the wholesale discount for its own use or selling the services to an affiliate who is also a CLEC as part of a larger service package.

Parties' Arguments

CA

CA acknowledges that it is not authorized under federal law to purchase services at wholesale rates for its own use. In support of its position, CA cites 47 C.F.R. § 51.605(e) which states:

Except as provided in 51.613 an incumbent LEC shall not impose restrictions on resale by a requesting carrier of telecommunications services offered by the incumbent LEC.

However, CA argues that it should be entitled to order and use resale service for a burglar/fire alarm line or for a fax line at an affiliate's office building or at the home of one of its officers. CA further argues that other entities which may have some affiliation with CA should be entitled to purchase resale services from CA. CA asserts that the dispute revolves around the ability of CA to purchase resale services at wholesale rates, then sell the services to an affiliate who is also a CLEC which would then sell the service to an end user. CA contends that AT&T Florida's language would prohibit this, which CA argues is an unreasonable restriction upon its use of resale services.

CA argues that AT&T Florida provides services to its affiliates for resale to others at a wholesale discount, just as CA seeks to do with its affiliates. CA contends that AT&T Florida's proposed language in this dispute is discriminatory since it has provided its affiliates with resale terms superior to those it seeks to impose upon CA.

CA further argues that AT&T Florida's only basis for its position is that the FCC rule permits AT&T Florida to impose "reasonable restrictions on resale." CA asserts this is an unreasonable restriction upon its use of resale services and should not be supported by us.

AT&T Florida

AT&T Florida argues that Section 251(c)(4) of the Act plainly states that AT&T Florida is only obligated to offer its retail services for resale at a wholesale discount to subscribers who are not telecommunications carriers. Therefore, CA is not entitled to the wholesale discount on lines obtained for its own use. Further, AT&T Florida argues that CA's affiliates should also not be given the opportunity to avoid legitimate restrictions on resale by using lines CA obtains for resale from AT&T Florida. AT&T Florida points out that Section 251(c)(4) of the Act also allows AT&T Florida to impose reasonable, nondiscriminatory limitations on resale.

AT&T Florida explains that because the purpose of the resale requirement is to allow CA to compete with AT&T Florida by reselling to end users the services that CA buys from AT&T Florida at wholesale rates, AT&T Florida proposes language for Resale §3.2 of the ICA that states that AT&T Florida has no obligation to make services available at the wholesale discount to CA for its own use or for the use of an affiliate. The prohibition on a CLEC reselling AT&T Florida's services to itself or its affiliate is a reasonable and non-discriminatory limitation on resale, and has been approved by state commissions.

AT&T Florida argues that in its 1996 *Local Competition Order*, the FCC states (at ¶ 875), "Section 251(c)(4) does not require the incumbent LECs to make services available for resale at wholesale rates to parties who are not 'telecommunications carriers' *or who are purchasing service for their own use.*" (Emphasis added). Similarly, paragraph 874 states, "Section 251(c)(4) does not entitle subscribers to obtain services at wholesale rates for their own use."

Citing additional support beyond Section 251(c)(4) of the Act, AT&T Florida also points to actions taken by other state Commissions in Wisconsin,⁸² Indiana,⁸³ and Michigan⁸⁴ to support its position. AT&T Florida's argument concludes by emphasizing that when CA elects to provision its customers by reselling AT&T Florida's service, CA is bound by the reasonable limits that are part and parcel of Section 251(c)(4) of the Act and the FCC implementing rules. Therefore, AT&T Florida contends that under Section 251(c)(4) of the Act and the FCC implementing rules, CA is not entitled to resell AT&T Florida's services to itself or its affiliates.

AT&T Florida's position is that prohibiting a CLEC from reselling AT&T Florida services to itself or its affiliates is reasonable and nondiscriminatory and that we should adopt AT&T Florida's language for Resale §3.2.

Decision

The purpose of resale is to facilitate competition for providing local exchange services to end users. This is primarily accomplished by requiring the ILECs to offer discounted services at wholesale rates to CLECs for resale to non-telecommunications customers. Allowing CLECs to purchase telecommunications services at wholesale discounts for their own use or the use of their affiliates would violate the spirit of Section 251(c)(4) of the Act.

We agree with CA that AT&T Florida should have no input into how CA designs its network or provisions its customers. We also agree with CA that CA is entitled to sell resale service to any party it chooses, as long as it does not violate the terms of the agreement.

However, we are not persuaded by CA's argument that it should be entitled to order and use resale service for a burglar/fire alarm line or for a fax line at an affiliate's office building or at the home of one of CA's officers. Such action would be a violation of Section 251(c)(4) of the Act. Again, Section 251 of the Act is clear that CA cannot purchase wholesale services through the ICA for its own use. Providing a burglar/fire alarm or fax line to an affiliate would constitute internal use. Moreover, providing an access line to the home of one of CA's officers would fall under the category of personal use.

In addition, CA's argument as it relates to CA selling services to its telecommunications affiliates concerns us. CA acknowledges that its intent is to sell wholesale services to its telecommunications affiliates. CA states that it primarily disputes the ICA's prohibition of CA's

⁸² Decision of the Arbitration Panel, Docket No. 6055-MA-100, *Petition of Sprint Communications Company per § 252(b) of the Telecommunications Act of 1996 to Establish an Interconnection Agreement with Wisconsin Bell, Inc.* (Wisc. Pub. Serv. Comm'n Jan. 15, 1997).

⁸³ Arbitration Decision, Cause No. 40625-INT-01, *Sprint Communications Company L.P.'s Petition for Arbitration for Arbitration of Interconnection Rates, Terms, Conditions and Related Arrangements with Indiana Bell Telephone Co.* (Ind. Util. Reg. Comm'n Jan. 9, 1997).

⁸⁴ Decision of Arbitration Panel, Case No. U-11203, *Petition for Arbitration of Interconnection Rates, Terms, Conditions and Related Arrangements with Michigan Bell Tel. Co.* (Mich. Pub. Serv. Comm'n Dec. 12, 1996).

ability to purchase resale services at wholesale rates, then sell the services to a CLEC affiliate CLEC which would then sell the service to an end user. CA contends that AT&T Florida's language would prohibit this, which CA argues is an unreasonable restriction upon its use of resale services. Obviously, such an action would be in conflict with the Section 251(c)(4) of the Act. Section 251(c)(4) of the Act specifically states that the ILEC has the duty:

(A) to offer for resale at wholesale rates any telecommunications service that the carrier provides at retail to subscribers who are not telecommunications carriers;

Purchasing telecommunications services at the wholesale rate, then re-packaging those services and selling them to an affiliate for sale to end users, would be in violation of federal law. In addition, such arrangements may present regulatory obstacles and challenges in terms of identifying and monitoring certificated service providers.

We find no support for CA's argument regarding two AT&T Florida affiliates (AT&T Corp and TCG South Florida) that have ICAs that include resale services. Granted, AT&T Florida does provide services to these affiliates at the wholesale discount for the purpose of resale to end users, the services are provided through ICAs consistent with non-affiliate agreements. CA's telecommunications affiliates would be able to establish similar agreements at wholesale rates directly from AT&T Florida consistent with AT&T Florida affiliates and other CLEC service providers. We reject CA's allegation that "AT&T's proposed language in this dispute is discriminatory since it has provided its affiliates with resale terms superior to those it seeks to impose upon CA."

AT&T Florida's argument is persuasive that pursuant to Section 251(c)(4) of the Act states that AT&T Florida is only obligated to offer its retail services for resale at a wholesale discount to subscribers who are not telecommunications carriers. We find that CA is not entitled to the wholesale discount rate from AT&T Florida for resale services for its own use or selling them to its telecommunications affiliates.

We note that state Commissions in Wisconsin,⁸⁵ Indiana,⁸⁶ and Michigan⁸⁷ have determined that Section 251(c)(4) of the Act prohibits CLECs from using resale services obtained through wholesale agreements with ILECs for their own use or use by its affiliates.

As stated, the purpose of resale is to facilitate competition in the local exchange market. This is primarily accomplished by requiring the ILECs to offer discounted services at wholesale rates to CLECs for resale to non-telecommunications customers. That is, to foster a level playing

⁸⁵ Decision of the Arbitration Panel, Docket No. 6055-MA-100, *Petition of Sprint Communications Company per § 252(b) of the Telecommunications Act of 1996 to Establish an Interconnection Agreement with Wisconsin Bell, Inc.* (Wisc. Pub. Serv. Comm'n Jan. 15, 1997).

⁸⁶ Arbitration Decision, Cause No. 40625-INT-01, *Sprint Communications Company L.P.'s Petition for Arbitration for Arbitration of Interconnection Rates, Terms, Conditions and Related Arrangements with Indiana Bell Telephone Co.* (Ind. Util. Reg. Comm'n Jan. 9, 1997).

⁸⁷ Decision of Arbitration Panel, Case No. U-11203, *Petition for Arbitration of Interconnection Rates, Terms, Conditions and Related Arrangements with Michigan Bell Tel. Co.* (Mich. Pub. Serv. Comm'n Dec. 12, 1996).

field to allow CLECs to effectively compete with ILECs in offering telecommunications services to end users. Allowing CLECs to purchase telecommunications services at wholesale discounts for its own use or the use of its affiliates would violate the spirit of Section 251(c)(4) of the Act. Therefore, we find that CA be prohibited from obtaining resale services for its use or selling them to affiliates and AT&T Florida's language is appropriate and shall be approved. The approved language is as follows:

3.2 AT&T-22STATE has no obligation to make services available at the Resale Discount to CLEC for its own use or for the use of one or more of its parent, Affiliates, subsidiaries or similarly-related entities. CLEC shall not use any Resale Service to avoid the rates, terms and conditions of AT&T-22STATE's corresponding retail Tariff(s). Moreover, CLEC shall not use any Resale Service to provide access or interconnection services to itself, interexchange carriers (IXCs), wireless carriers, competitive access providers (CAPs), or other Telecommunications providers; provided, however, that CLEC may permit its End Users to use resold local Exchange telephone service to access IXCs, wireless carriers, CAPs, or other retail Telecommunications providers

b. Detailed Billing (Resale § 5.2.1)

We must determine which language regarding detailed billing shall be included in the ICA including whether CA has to proactively request detailed billing and the level of detail CA desires through AT&T Florida's CLEC Billing Guide on AT&T Florida's CLEC Online website.

Parties' Arguments

CA

CA argues that although AT&T Florida has vaguely asserted that 47 C.F.R. §§ 62.2499 and 2401 apply only to retail consumer bills, it has not shown any evidence that this is the case and the plain reading of the rules do not so indicate.

CA contends that without the detail, it would be unable to dispute incorrect charges on AT&T Florida's bills under the agreed billing disputes language and it would be unfair to CA if AT&T Florida were permitted to bill incorrect amounts which could not be disputed by CA because of a lack of detail. CA further argues that the rules it has cited specifically state that their purpose is to provide the necessary detail for a purchaser of telecommunications service to be able to audit and dispute charges on a bill. CA contends that AT&T Florida has shown no basis for why CA should not be entitled to bill detail to audit and dispute charges, just as consumers can.

CA argues that it objects to AT&T Florida's language because it places the burden upon CA to request something to which CA is already entitled. CA argues that it is entitled to billing detail for every bill, every month unless it opts out.

AT&T Florida

AT&T Florida contends that if CA's language is included in the ICA, CA will be able to request detailed billing for its resale customers via CA's CLEC Online Profile. AT&T Florida explains that it does not charge for detailed billing as described in Resale § 5.2.1. AT&T Florida further explains that CA also has the option of obtaining a daily usage file (DUF) for its resale customers, for which AT&T Florida charges the rates set forth in the Pricing Schedule. AT&T Florida makes note that CA has not contested these rates. AT&T Florida further asserts that if CA had to pay to exercise the option, the objection would be understandable—but it does not have to pay.

AT&T Florida notes that CA needs billing detail in order to bill its resale customers or dispute AT&T Florida's bills. This does not explain CA's objection to AT&T Florida's language, because CA can have the detail under AT&T Florida's language; all it has to do is ask for it.

AT&T Florida argues that requiring CLECS to request detailed billing gives all CLECs, including CA, the ability to select the level of billing detail they deem appropriate for their business needs. AT&T Florida provides a comprehensive CLEC Billing Guide on its CLEC Online website from which CA can select the detail to appear on its bills.⁸⁸ When it completes its CLEC Profile, CA will select the specific billing detail it wants; AT&T Florida does not make those decisions on the CLEC's behalf.

AT&T Florida also argues that whatever CA's objection to this approach may be, it cannot be taken seriously because CA has not reviewed the CLEC Billing Guide to understand the levels of billing detail AT&T Florida offers.

AT&T Florida asserts that CA's language for Resale §5.2.1 must be rejected, because it would require AT&T Florida's detailed billing to "meet all regulatory requirements of FCC Order 99-72 for detailed billing." The billing rules established in that order (47 C.F.R. §§ 64.2400 and 2401) relate to retail bills to consumers, not resale bills to other carriers.⁸⁹

AT&T Florida argues that we should adopt its language for Resale § 5.2.1, because the proposed language will provide CA with the detailed billing information on resale lines CA needs to bill its end users and to dispute bills.

Decision

We find it is relevant that the process used and presented by AT&T Florida in the agreement is consistent with the other AT&T Florida ICAs. We agree with the rationale that

⁸⁸ http://wholesale.att.com/reference_library/guides/html/understanding_bill.html.

⁸⁹ The first sentence of FCC Order 99-72 states, "In this Order, we undertake common-sense steps to ensure that consumers are provided with basic information they need to make informed choices in a competitive telecommunications marketplace."

requiring the request for detail gives CLECs the ability to select the level of billing they deem appropriate.

We are persuaded by AT&T Florida's argument that its language provides CA with the ability to obtain detailed billing information, at no charge, on resale lines that would enable CA to bill its end users. In addition, CA would have the ability to select the level of detail it desires via its CLEC Online profile.

AT&T Florida does not charge for detailed billing as described in Resale § 5.2.1. However, CA also has the option of obtaining a daily usage file for its resale customers, for which AT&T Florida charges the rates set forth in the Pricing Schedule. CA has not contested these rates.

AT&T Florida points out that the procedures for ordering detailed bills are consistently applied to all its ICAs. Hence, the process required under the terms of the AT&T Florida/CA agreement would be consistent with the other AT&T Florida CLEC agreements.

We are persuaded by AT&T Florida's argument that it is CA's option whether to request detailed billing and that CA will be provided detailed billing information on resale lines at no cost. Therefore, we find AT&T Florida's proposed language for Resale § 5.2.1 appropriate and shall be approved. The approved language is as follows:

5.2.1 Charges billed to CLEC for all services provided under this Attachment shall be paid by CLEC regardless of CLEC's ability or inability to collect from its End Users for such services. AT&T-21STATE shall provide CLEC with the option to obtain detailed monthly billing detail which, at a minimum, meets all regulatory requirements for detailed billing and which provides the telephone number and rate of each resold line billed for that month, along with any optional features for each line and the rate associated with each optional feature billed.

XII. Pricing Sheets

Arbitrated Rates should be included in the ICA (Pricing Sheet)

Here we address the rates disputed between the parties. In its Petition, CA disputes the rates for 217 separate elements from the proposed ICA. CA also lists AT&T Florida's and CA's proposed rates for each element. These rate disputes were subsequently consolidated for our consideration. CA relies primarily on its estimate of reasonableness and Verizon Florida's prices in selected ICAs as the basis for its proposed rates. AT&T Florida bases its proposed rates on our previous orders for UNEs and resale, and its own market rates for elements that are not on the FCC's UNE list.

Parties' Arguments

CA

CA presents three primary arguments. First, CA argues its proposed rates are more reasonable rates than those proposed by AT&T Florida. In particular, CA asserts that it has "suggested alternate rates that are similar to those charged in Florida by Verizon for the same rate element. For other charges, particularly those that are not found in Verizon's ICAs or do not appear to be cost-based, CA has suggested rates that are more commercially reasonable than those suggested by AT&T."

Second, CA argues that UNE and collocation rates should be updated through a new generic cost proceeding. CA agrees that UNE rates are appropriately determined in generic proceedings and that "CA would accept this as a suitable remedy for all TELRIC-based charges raised by its petition and drop them from the case."

Finally, to the extent we decide we do not have authority over any given rate element, CA argues that the rate should not be included in this agreement and instead that rate element would be appropriately placed in a separate commercial agreement between the parties.

AT&T Florida

AT&T Florida argues that most of the rates it proposes are ones established in our previous generic proceedings. AT&T Florida asserts that we previously approved AT&T Florida's UNE rates in Docket No. 990649-TP, Order No. PSC-01-2051-FOF-TP and Docket No. 990649A-TP, Order No. PSC-02-1311-FOF-TP. Collocation rates were previously approved in Dockets Nos. 981834-TP and 990321-TP, Orders Nos. PSC-04-0895-FOF-TP and PSC-04-0895A-FOF-TP. AT&T Florida contends that Docket No. 990649-TP, Order No. PSC-01-2051-FOF-TP was also the basis for AT&T Florida's proposed local interconnection rates. AT&T Florida provided a spreadsheet including the basis for each of AT&T Florida's proposed rates.

AT&T Florida offers one exception to the argument that the local interconnection rates were all set in our aforementioned Order: DS0 Trunk Installation Charges. AT&T Florida explains these charges as follows:

AT&T Florida's switches are equipped with dedicated DS1 trunk ports for interconnection trunking. DS1 trunk ports can accommodate up to 24 individual DS0 trunks, and AT&T Florida charges for installation of trunks on an individual basis. Thus, if a CLEC requires only 12 trunks, AT&T Florida assesses nonrecurring charges to install 12 trunks on a single order (one initial at \$21.73, plus 11 additional at \$8.19) rather than for the entire DS1 trunk port. The installation trunk charges per DS0 on the Pricing Sheets are based on an April 2000 cost study for DS1 trunk ports, divided by 24. AT&T Florida was unable to identify the Commission order number approving these charges. The DS0

interconnection trunk installation charges AT&T Florida proposes for CA's ICA are the same charges AT&T Florida assesses to all CLECs in Florida.

AT&T Florida also argues that for elements that are not UNEs and therefore not subject to TELRIC-based rates, AT&T Florida proposed market based rates. These rates include operator services and branding for directory assistance.

Finally, AT&T Florida contends that CA should not be entitled to arbitrate rates in this proceeding and asserts that we previously refused a similar request by Florida Digital Networks, Inc. in an arbitration with Sprint Florida. AT&T Florida asserts that rates should be set in a generic proceeding but did not propose that such a proceeding be conducted at this time.

Decision

Upon review, we find that evidence in the record supports AT&T Florida's proposed rates and CA is not persuasive in its arguments.

CA offers rates based on one or more of the following: rates based on Verizon Florida's or other ILECs' rates in other ICAs, Verizon Florida's rates actually charged to other CLECs but not in an ICA, "parity" with 2-wire rates (for some 4-wire rate elements), local interconnection elements that should not be charged at all, or a subjective "reasonableness" standard. We do not find these arguments sufficiently support CA's proposed rates.

While Verizon Florida has rates different from AT&T Florida's rates in its ICAs, and some rates are lower, Verizon's UNE rates do not have any bearing on AT&T Florida's rates. The rates in this proceeding, with the exception of custom branding for directory assistance and operator services, are required to be based on TELRIC per federal statutes and FCC rules.⁹⁰ Since the rates are required to be cost-based, substituting Verizon Florida's rates for AT&T Florida's will not satisfy the federal requirements. CA acknowledges that cost-based rates for interconnection and network elements are not necessarily equal for two ILECs in the same state. AT&T Florida argues, "Verizon's rates are based on Verizon's costs, which have nothing to do with AT&T Florida's costs." AT&T Florida further argues that AT&T Florida's and Verizon Florida's wholesale costs are not related.

Similarly, CA's grounds for its proposed rates do not properly reflect AT&T Florida's costs to provide the services. The record supports the argument that cutting the 4-wire rates in half for 2-wire elements does not accurately reflect the 2-wire costs. CA provides no evidentiary support for the assertion that CA's suggested rates are "more commercially reasonable."

CA also asserts that a new TELRIC cost study should be performed arguing that retail costs have "plummeted" since the last cost study was performed and that AT&T Florida's wholesale costs are likely lower now. CA argues that the existing costs are based on a cost study

⁹⁰ 47 U.S.C. § 252(d)(1) and 47 C.F.R. § 51.505.

by AT&T Florida's predecessor, BellSouth, and that AT&T Florida is much bigger now and has increased purchasing power.

AT&T Florida is not advocating a generic cost proceeding be conducted. Such a proceeding would likely be lengthy and resource-intensive. AT&T Florida contends that there is no way to determine whether prices would go up or down as a result of such a proceeding.

Upon review, we find that a new generic TELRIC cost docket would likely be lengthy and resource intensive. While CLECs could petition us to conduct such a proceeding, a generic cost study is not appropriate in a two-party arbitration. AT&T Florida argues that we have previously declined to arbitrate rates we already set in a generic proceeding.⁹¹

CA argues that rates not subject to TELRIC price regulation should not be in the ICA at all. AT&T Florida asserts that while some agreements do not have these prices in them, it is more efficient to include them in an ICA both because it makes it clearer to the CLEC what AT&T Florida's rates are for the services, and it is "a lot of trouble to draft and administer a commercial agreement for something that could be a single entry in an ICA."

We are persuaded by AT&T Florida that the rates for custom branding of directory assistance and operator services can be included in the proposed ICA. Although these elements are not UNEs and are not directly regulated by us, we find merit in AT&T Florida's argument that it is more expedient to include them in this agreement than to execute a separate commercial agreement for just this purpose.

CA reiterates a concern over a possible typographical error in AT&T Florida's Pricing Sheet. CA contends that the UNE element Dark Fiber–Interoffice Transport, USOC code UDF14, appeared to have a per-mile charge instead of a per-termination charge. However, AT&T Florida's proposed Pricing Sheet now lists the charge as applying per termination, which is consistent with CA's expectation for this element.

We find that for each disputed rate element AT&T Florida's proposed rate shall be approved. Therefore, AT&T Florida's language is appropriate and shall be approved. The approved language is as noted in the ICA's Pricing Sheet.

XIII. Conclusion

We have conducted these proceedings pursuant to the directives and criteria of Sections 251 and 252 of the Act. Our decisions are consistent with the terms of Section 251 of the Act, the provisions of FCC rules, applicable court orders and provision of Chapter 364, F.S.

⁹¹ Order No. PSC-06-0027-FOF-TP, January 10, 2006, in Docket No. 041464-TP, *In re: Petition for arbitration of certain unresolved issues associated with negotiations for interconnection, collocation, and resale agreement with Florida Digital Network, Inc. d/b/a FDN Communications, by Sprint-Florida, Incorporated.*

Based on the foregoing, it is

ORDERED by the Florida Public Service Commission that the specific findings set forth in this Order are approved in every respect. It is further

ORDERED that the issues for arbitration identified in this docket are resolved as set forth with the body of this Order. It is further

ORDERED that the parties shall submit a signed agreement that complies with our decisions in this docket for approval within 30 days of issuance of this Order. It is further

ORDERED that this docket shall remain open pending our staff's verification that the final arbitration agreement is in accordance with our decisions in this docket and in accordance with Section 252 of the Telecommunications Act of 1996. It is further

ORDERED that the docket shall be closed administratively once our staff has completed the verification.

By ORDER of the Florida Public Service Commission this 30th day of December, 2015.



CARLOTTA S. STAUFFER
Commission Clerk
Florida Public Service Commission
2540 Shumard Oak Boulevard
Tallahassee, Florida 32399
(850) 413-6770
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Copies furnished: A copy of this document is provided to the parties of record at the time of issuance and, if applicable, interested persons.

TLT

NOTICE OF FURTHER PROCEEDINGS OR JUDICIAL REVIEW

The Florida Public Service Commission is required by Section 120.569(1), Florida Statutes, to notify parties of any administrative hearing or judicial review of Commission orders that is available under Sections 120.57 or 120.68, Florida Statutes, as well as the procedures and time limits that apply. This notice should not be construed to mean all requests for an administrative hearing or judicial review will be granted or result in the relief sought.

Any party adversely affected by the Commission's final action in this matter may request: 1) reconsideration of the decision by filing a motion for reconsideration with the Office of Commission Clerk, 2540 Shumard Oak Boulevard, Tallahassee, Florida 32399-0850, within fifteen (15) days of the issuance of this order in the form prescribed by Rule 25-22.060, Florida Administrative Code; or 2) judicial review by the Florida Supreme Court in the case of an electric, gas or telephone utility or the First District Court of Appeal in the case of a water and/or wastewater utility by filing a notice of appeal with the Office of Commission Clerk, and filing a copy of the notice of appeal and the filing fee with the appropriate court. This filing must be completed within thirty (30) days after the issuance of this order, pursuant to Rule 9.110, Florida Rules of Appellate Procedure. The notice of appeal must be in the form specified in Rule 9.900(a), Florida Rules of Appellate Procedure.