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November 17, 1997

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RIGINAL

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### VIA HAND DELIVERY

Ms. Blanca Bayó Florida Public Service Commission 2540 Shumard Oak Boulevard Tallahassee, Florida 32399-0850

> Re: Docket No. 971056-TX In re: Application for certificate to provide alternative local exchange telecommunications service by SellSouth BSE, Inc.

Dear Ms. Bayó:

Enclosed are the original and 15 copies of FC CA's Petition on Proposed Agency Action to be filed in the above docket.

I have enclosed an extra copy of the above documents for you to stamp and return to me. Please contact me if you have any questions. Thank you for your assistance.

Sincerely,

Ja Mistothlen

Joseph A. McGlothlin

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Enclosures

RECEN RECORDS

DOCUMENT NUMBER-DATE

### BEFORE THE FLORIDA PUBLIC SERVICE CC MMISSION

In re: Application for certificate	)	Docket No. 971056-TX
to provide alternative local	)	
exchange telecommunications	)	
service by BellSouth BSE, Inc.	)	Filed November 17, 1997

#### PETITION ON PROPOSED AGENCY ACTION

Pursuant to Rules 25-22.029 and 25-22.036, Florida Administrative Code, the

Florida Competitive Carriers Association files its Petition on Proposed Agency Action

directed to Order No. PSC-97-1347-FOF-TX, and states:

1. The name and address of petitioner:

Florida Competitive Carriers Association 117 South Gadsden Street Tallahassee, Florida 32301

2. Copies of orders, motions, and pleadings should be provided to:

Joseph A. McGlothlin Vicki Gordon Kaufman 117 South Gadsden Street Tallahassee, Florida 32301

### STATEMENT OF HOW SUBSTANTIAL INTERESTS WILL BE AFFECTED

3. In PAA Order No. PSC-97-1347-FOF-TX, the Commission proposes to issue a <u>statewide</u> grant of authority to BellSouth BSE, Inc. to engage in business as an alternative local exchange company ("ALEC"), even though BellSouth BSE, Inc. is a subsidiary of BellSouth Telecommunications, Inc. ("BellSouth"), which is the incumbent local exchange company ("ILEC") in much of the State, and even though BellSouth has already applied for and received an ALEC certificate issued under its

> I I 783 NOV 175 FPSC-RECORDS/REPORTING

own name and its own corporate capacity (see Order No. PSC 96-0704-FOF-TX, issued in Docket No. 960276-TX on May 23, 1996).

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4. In Order No. PSC-97-1347-FOF-TX, the Commission properly identified the issue of whether a grant of such statewide authority to BellSouth BSE, Inc. would circumvent the obligations and restrictions placed on BellSouth by the Federal Telecommunications Act of 1996 ("the Act"), which were then under consideration in Docket No. 960786-TL.<sup>1</sup> In so doing, the Commission correctly recognized that (1) BellSouth BSE, Inc. is simply BellSouth in another form, and (2) a nexus exists between BellSouth BSE, Inc.'s application and Bellsouth's obligations under the Act. That BellSouth must be identified as the same entity as its subsidiary for purposes of the Act is obvious, given that BellSouth has conferred its name on the subsidiary; BellSouth will be the source of both the capital and the management expertise of BellSouth BSE; and the subsidiary's profits will inure to BellSouth. Clearly, BellSouth. BSE's customers will perceive BellSouth BSE, Inc. to be the same entity as BellSouth.

5. In Order No. PSC-97-1347-FOF-TX, the Commission concluded that the issuance of a statewide ALEC certificate to BellSouth ESE would not circumvent Docket No. 960786-TL. However, in the order, the Commission considered only the implications of the application of BellSouth's new alter ego on the relationship between the Act and BellSouth's long distance activities. The Commission failed to consider whether granting the application, without appropriate restrictions, would

<sup>&</sup>lt;sup>1</sup> Docket No. 960786-TL, In re:<u>Consideration of BellSouth Telecommunications</u>. Inc.'s entry into interLata services pursuant to Section 271 of the Federal Telecommunications Act of 1996.

enable BellSouth to circumvent the requirements that the Act imposed on BellSouth with respect to its local exchange services.

6. Allowing BellSouth to provide local exchange services in the geographical areas in which it serves as the ILEC would affect FCCA's substantial interests by undermining and subverting the legal relationships created by the Act, thereby subjecting FCCA's members to anticompetitive and unfair treatment. For instance, Section 251(c)(4) of the Act imposes an obligation on BellSouth to permit its competitors in the local exchange market to resell BellSouth's local services. Section 252(d)(3) of the Act requires BellSouth to provide those services to its competitors at a wholesale price that is based upon a discount from BellSouth's retail price. Of course, in pricing its competing retail service, the competitor must add to the discounted wholesale price it pays to BellSouth its own costs of providing the service. An adequate differential between the price BellSouth charges its retail customers and the wholesale price it charges its competitors is the key to viable resale-based competition in the local exchange market.

7. Granting BellSouth BSE the authority to engage in the local exchange business in areas in which BellSouth is the ILEC would subvert the relationship established by the Act between the retail price BellSouth charges its customers and the wholesale prices it charges its competitors. Under the Act, if BellSouth lowers its retail price, the effect of the wholesale discount lowers its competitors' costs simultaneously, and they can respond to BellSouth competitively by lowering their own prices. Thus, BellSouth, the ILEC, can never defeat competition by lowering its

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retail price without also lowering the corresponding whole ale price. However, if BellSouth is permitted to sell its services at a discount to "itself" (the subsidiary ALEC), then resell to customers, this mandatory relationship would be circumvented. For example: Assume BellSouth's retail price is \$10 and the discounted wholesale price is \$8. Unaffiliated competitors must pay BellSouth \$8, and add their own costs to arrive at a price that competes with the \$10 rate. However, because BellSouth BSE could buy the service from BellSouth at \$8 and resell it at retail at (say) \$8 (without experiencing the same consequences as the unaffiliated competitors would, since the transaction would be self-dealing), BellSouth's competitors would be unfairly and anticompetitively squeezed between the price they must pay BellSouth and the price at which BellSouth's alter ego offers the service to customers. In short, the proposed statewide certificate would enable BellSouth to circumvent the relationship between the ILEC's retail and wholesale prices that Congress created as one of the primary means of introducing competition to the local exchange market.

8. BellSouth's attempt to circumvent the Art by using the device of a subsidiary is not unique. Recently, regulators elsewhere have taken measures designed to prevent an ILEC from using a subsidiary to avoid its obligations. In October 1997, the Texas Public Utility Commission authorized GTE's affiliated competitive local exchange carrier, GTE Communications Corp., to compete against Southwestern Bell and Sprint, but properly refused to authorize that ALEC to conduct

business areas served by GTE Southwest, Inc., its affiliated incumbent local exchange carrier.<sup>2</sup>

9. In its regulation of ALECs, including BellSouth BSE, Inc., the Commission has the power and the obligation to prevent anti-competitive behavior and to ensure that all telecommunications companies are treated fairly. Sections 364.01(g) and 364.337(5), Florida Statutes.

10. The Commission must treat as inviolate the relationships, rights, and obligations created by the Act. The Commission cannot propose to grant the authority requested by BellSouth BSE without affecting FCCA's substantial interests, any more than it could propose to exempt BellSouth from the requirements of the Act without doing so. In light of this protest, the Commission must conduct a proceeding and take measures needed to ensure the fair treatment of all telecommunications providers who wish to provide alternative local exchange service in areas in which BellSouth is the ILEC. This can be ensured adequately and effectively only by prohibiting BellSouth's subsidiary from providing ALEC service in geographical areas in which BellSouth serves as the ILEC.

<sup>&</sup>lt;sup>2</sup> The Texas PUC severed the GTE subsidiary's request to "compete" with its ILEC parent from the remainder of the application, so that a separate order of denial could be entered relative to the proposal to "compete" with GTE Southwest. As of this date, the order of denial has not been issued. Attached as Exhibit A is a transcript of the Texas PUC's decision conference in this matter.

### STATEMENT OF KNOWN DISPUTED ACTS

11. FCCA disputes the proposed finding in Order No. PSC-97-1347-FOF-TX that the granting of statewide ALEC authority to BellSouth BSE, Inc. would not circumvent the proceeding designed to ensure that BellSouth complies with all obligations imposed on it by the Telecommunications Act of 1996.

### ULTIMATE FACTS ALLEGED

12. Participation by BellSouth BSE, Inc., as an ALEC in the geographical area in which its parent, BellSouth, presently serves as ILEC would create customer confusion, subvert carefully designed state and federal regulatory schemes, and thwart the intent of federal and state law to develop competition within the local exchange.

#### SCOPE OF PETITION

13. This petition is limited to the protest of a grant of authority to BellSouth BSE, Inc. to engage as an ALEC in BellSouth's certificated ILEC territory. FCCA does not oppose, and this petition does not address, the grant of authority to BellSouth BSE, Inc. to engage as an ALEC in areas of the state in which BellSouth does not serve as the ILEC.

#### DEMAND FOR HEARING

14. FCCA requests the Commission to conduct a hearing governed by Section 120.57, Florida Statutes on BellSouth BSE, Inc.'s application and FCCA's objections thereto.

WHEREFORE, FCCA requests the Commission to prohibit BellSouth BSE, Inc.

from engaging as an ALEC in all geographical areas in which HollSouth serves as the

incumbent local exchange company.

Joseph A. McGlothlin

Jóseph A. McGlothlin Vicki Gordon Kaufman McWhirter, Reeves, McGlothlin, Davidson, Rief & Bakas 117 South Gadsden Street Tallahassee, Florida 32301 (904) 222-2525

Attorneys for Florida Competitive Carriers Association

#### CERTIFICATE OF SERVICE

I HEREBY CERTIFY that a true and correct copy of the foregoing Petition on

Proposed Agency Action has been furnished by United States mail or hand delivery(\*)

this 17th day of November, 1997, to the following:

Martha Carter Brown\* **Division of Legal Services** Florida Public Service Commission 2540 Shumard Oak Boulevard, Room 390-M Tallahassee, Florida 32399-0850

Nancy B. White\* c/o Nancy H. Sims 150 South Monroe Street, Suite 400 Tallahassee, Florida 32301

Nancy B. White BellSouth Telecommunications, Inc. Museum Tower Building, Suite 1910 Miami, Florida 33130

oseph A. McGlothlin

NOV-05-97 13:12 From: P.U.C. /LEGAL

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00T 1957 DOCKET NO. 16495

APPLICATION OF GTE COMMUNICATIONS CORPORATION FOR A CERTIFICATE OF OPERATING AUTHORITY BEFORE THE PUBLICUTILITYON PH 3:33

### **DOCKET NO. 18146**

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APPLICATION OF GTE COMMUNICATIONS CORPORATION FOR A CERTIFICATE OF OPERATING AUTHORITY IN SWBT, SPRINT/UNITED, AND CENTEL SERVICE TERRITORIES (RE: DOCKET NO. 16495)

### BEFORE THE PUBLIC UTILITY COMMISSION OF TEXAS

### ORDER OF SEVERANCE

This order severs GTE Communications Corporation's (GTE-CC's) application for a certificat: of operating authority (COA) in the service territories of Southwestern Bell Telephone Company (SWBT), Sprint/United, and Centel from Docket No. 16495 and places the application for those areas into Docket No. 18146, Application of GTE Communication: Corporation for a Certificate of Operating Authority in SWBT, Sprint/United and Centel Service Verritories (Re: Docket No. 16495). Docket No. 16495 now applies only to GTE-CC's application for a COA in GTE Southwest, Inc.'s service areas.

SIGNED AT AUSTIN, TEXAS the Both\_ day of October 1997.

PUBLIC UTILITY COMMISSION OF TEXAS PAT WOOD, III. CH TRMAN JUDY WALSH, COMMISSIONER

EXHIBIT "A"

1	COMM WALSH: Well, I didn't
2	realize that.
3	
4	AGENDA ITEM NO. 14
5	DOCKET NO. 16495 (SOAH No. 473-96-1803) APPLICATION OF GTE COMMUNICATIONS
6	
7	
8	CHAIRMAN WOOD: All right.
9	Dock No. 16495, application of GTE for a
10	certificate of operating authority.
11	You get the short straw.
12	COMM. WALSH: I would be in
13	favor of granting GTE Communications
14	Corporation a COA for all service
15	territories other than GTE Southwest. And
16	I think it would be worthwhile to sever
17	that issue and take some time to resolve
18	both the legal and policy issues that are
19	involved in whether or no : that is an
20	appropriate thing for us to grant. And

- 21 rather than poison the water on that, I
- 22 think I'll just say that. I think we ought
- 23 to I'm not in favor of approving it in
- 24 their own territory, and I think rather
- 25 than rule on it today it probably would be

go a good thing to sever it and really 1 consider all the ramifications of what we 2 might do on that issue. 3 CHAIRMAN WOOD: I would 4 agree with that. Why don't we sever then 5 the application into two parts, grant the 6 part for the application of authority 7 outside of GTE Southwest's service area 8 and - certificated service area, and 9 consider that next week? 10 COMM. WALSH: And then 11 probably - I don't know, Steve, would we 12 then put up a - for the severed portion 13 what procedurally do you think we need to 14 15 do? MR. DAVIS: We'll sever out 16 the non-GTE service area portion into a new 17 docket and issue a Final Order that 18 approves the COA in those service areas. 19 COMM. WALSH: And then this 20

1	COMM. WALSH: All right.
2	And in terms of addressing the particular
3	issues then, what procedure do we need to
4	do in this docket to move it forward then?
5	MR. DAVIS: The procedural
6	issues?
7	COMM. WALSH: I mean, we
8	then will have the open issue of whether or
9	not it should be granted in GTE Southwest
10	service area in this docket.
11	MR. DAVIS: Right. Well, if
12	you like, OPD staff will undertake to do
13	that analysis and brief you on it before
14	the next meeting.
15	COMM. WALSH: I'd like to
16	have a brief on the legal issues, whether
17	under PURA and under the precedents that
18	we've already established in terms of
19	affiliates to LECs applying for these
20	certificates, whether or not it should be

- 21 granted from a legal point of view. And
- 22 then I think we also need to look at the
- 23 public policy issues as well.
- 24 CHAIRMAN WOOD: Any
- 25 particular line of questioning there

1	that	

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2	COMM. WALSH: I'm
3	concerned and I'm not going to come as a
4	surprise to anybody but I'm concerned
5	that where you have a corporation that has
6	a CCN and they have all the obligations
7	that you have an as incumbent local
8	exchange company, both service quality.
9	Universal Service and obligations under
10	PURA and the FTA, that if $a - a$ total
11	affiliate is granted a different
12	certificate without those obligations,
13	whether it's anti-competitive and whether
14	it circumvents regulation and whether or
15	not it basically is counterproductive to
:6	opening these markets in a fair way to
17	everybody.
18	CHAIRMAN WOOD: I couldn't
19	agree more. And in fact, I went back and
20	reviewed the Sprint docket that was relied

- 21 upon as support for what's going on here,
- 22 and -- I don't know what to do about it
- 23 now, but I think there's probably a problem
- 24 with that order.
- 25 COMM. WALSH: We were

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1	concerned about these issues in the Sprint
2	docket. And we made a determination then
3	that we believed that the public interest
4	could be protected by putting in
5	safeguards. If we don't believe that in
6	this docket, then I think we have to change
7	our policy on that.
8	CHAIRMAN WOOD: I'm - I
9	mean, I'm - I think there are probably
10	some legal issues that I wasn't - none of
11	the parties had raised at that time in that
12	issue since it was a stipulated docket that
13	I would think would be germane now that
14	we've kind of had the chance to look
15	through this.
16	Would you want to have a little
17	briefing between now and next week from the
18	parties or anything on this? I mean, it
19	looks like it obviously was flesh z out -
20	COMM. WALSH: I'm open to

- 21 how we move forward, and I think we I
- 22 just didn't want to sort of decide it today
- 23 without having a further look at that issue
- 24 severed from the other and just get the
- 25 other one moving. But I have serious

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1	concerns about it. I'm not sure that even
2	as a legal matter I guess at the outset
3	if GTE Southwest were requesting a COA in
4	their own territory, I don't think we could
5	grant that as a legal matter.
6	CHAIRMAN WOOD: That's where
7	I'm going on that.
8	COMM. WALSH: And we have on
9	these affiliate issues said that we're not
10	going to allow these 100 percent related
11	affiliates to circumvent the requirements
12	of our statute and the FTA for what these
13	companies have to do. I mean, it would
:4	make a mockery of the whole regulatory and
15	legal scheme. So
16	CHAIRMAN WOOD: I guess
17	my thought is if we could get there on a
18	legal issue, then
19	COMM. WALSH: Well-
20	CHAIRMAN WOOD: - why got

- 21 do it now?
- 22 COMM. WALSH: Well, I think
- 23 that the statute says that you cannot have
- 24 a -- that a single company can't have a COA
- 25 and an SPCOA in the same territory. The

1	statute also says - and the CCN stuff was
2	already there the statute then says,
3	"in lieu of a CCN you can get a COA."
4	And it's my considered legal opinion
5	(laughter) - for whatever that's worth
6	that that means that a CCN holder cannot
7	hold a COA in its own territory.
8	And if we follow our rationale
9	about affiliates not being able to do what
10	their mirror images can't do, then I could
11	very easily say that this COA can't be
12	granted in their own territory. And I'm
13	willing to listen to what people have to
14	say about that, but that's sort of where I
15	am.
16	CHAIRMAN WOOD: Good.
17	MR. DAVIS: Would you like
18	the parties to file briefs on the legal
19	issue?
20	CHAIRMAN WOOD: Yeah.

- 21 That's what I guess I'd like you mention
- 22 that -- What was that again? In lieu of?
- 23 COMM. WALSH: Yes. The COA
- 24 statute says "in lieu of a CCN." It
- 25 doesn't say in addition to. And it's

1	consistent with the whole scheme of if you
2	don't come in for a COA, you can't have a
3	SPCOA? And it says if you want to do
4	business, you can get a CCN, or in lieu of
5	a CCN you can do a COA. And it doesn't say
6	"in addition to."
7	CHAIRMAN WOOD: And that's
8	great. I found 54 102(a): .
9	"In lieu of applying for a CCN, a
10	person may apply for a COA"
11	And in the sume intro to the
12	SPCOA section says:
13	"The Commission may not grant a
14	certificate, an SPCOA, to the
15	holder of a CCN or COA for the
16	same territory."
17	COMM. WALSH: I consider
18	them mutually exclusive under the law.
19	CHAIRMAN WOOD: Yeah.
20	COMM. WALSH: So the only

- 21 issue then is whether you apply it to an
- 22 affiliate, and of course I've been pretty
- 23 clear on what I feel about -
- 24 CHAIRMAN WOOD: Well, it
- 25 says person. I mean, it says a person may

1	apply, and I think the definition of
2	"person" is very broad under PURA, so
3	I don't know that I really -
4	MR. DAVIS: Well, we could
5	issue
6	CHAIRMAN WOOD: I'd like
7	COMM. WALSH: Well, you want
8	to just say no or do you want to let the
9	parties brief it?
10	CHAIRMAN WOOD: It's what a
11	hearing can do, and we're hearing
12	COMM. WALSH: Okay. I'm not
13	in favor of granting this COA.
14	CHAIRMAN WOOD: And I think
15	on the grounds of what
16	COMM. WALSH: On the grounds
17	of the law -
18	CHAIRMAN WOOD: - what the
19	law says, and I have no problem admitting I
20	think we probably goofed in Sprint.

COMM. WALSH: And I guess
what we need to do with Sprint is consider
whether or not we need to get them to come
in and voluntarily give up one of though
certificates or whatever. We'll consider

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### T-428 P.20/27 Job-TT:

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## 1 that another day.

2	CHAIRMAN WOOD: But I
3	think - you know, if this thing goes to
4	court, I think we need to admit that the
5	Sprint thing was - I mean, we were so
6	focused in on the waiver of the build-out
7	issue, I mean, I went back and looked at my
8	notes and my whole notes were on how the
9	waiver of the build-out because that was
10	the first case where we had done that. Or
11	first study cases and if we're wrong,
12	we're wrong. I think we'd better admit it
13	rather than compound the error by saying -
14	COMM. WALSH: Well, I think
15	we were wrong and I think there's a - the
16	only good public policy determination and
17	one that's under the law is to say that
18	this is not an appropriate thing to do.
19	CHAIRMAN WOOD: Okay. The
20	Chair will entertain a motion to grant the
	3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18

- 21 certificate in part and deny it in part.
- 22 COMM. WALSH: So move.
- 23 CHAIRMAN WOOD: Amen.
- 24 MR. DAVIS: In the interest
- 25 of getting this portion of the order out

1	granting the cortificate, I would suggest
2	we still sever because it may take us -
3	CHAIRMAN WOOD: Okay.
4	MR. DAVIS: - a little
5	while -
6	CHAIRMAN WOOD: Yeah, my
7	thought is get on out and let GTE as a
8	family of companies get on out into
9	competition elsewhere, because the more the
10	merrier. But I share your concerns on
11	policy basis and fortunately the law's, I
12	think, *clear - or it wasn't clear - it
13	is clear on that issue that you don't need
14	two where one is good enough. And the one
15	they have is the one that we regulate. And
16	you've been going there since 15711 and you
17	know the light really went off in this PFD.
18	/ nd, unfortunately, I guess our precedents
19	carried the weight of gold because no one
20	goes back and questions under the law. But

- 21 the point you just made about the "in lieu
- 22 of is kind of a red flag that you don't
- 23 get two. The GTE Southwest and GTE CC are
- 24 the same corporation.
- 25 COMM. WALSH: Well, you

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1	know, there's a Finding of Fact in here,
2	and I guess we're too used to looking at
3	boxes and containers and that that says
4	if - if AT&T can sell this service at no
5	less than 77 cents, GTECC would never sell
6	It for 75 cents because they'd want to make
7	the - that misses the whole point. Of
8	course, they'll sell it for 75 cents
9	because they can drive everybody else out
10	of the market. They will get all of the
11	other collateral services and the long
12	distance business.
13	And to sort of assume that a
14	corporation is related to another
15	corporation won't price below what they can
16	get for something to drive other people out
17	of the market and to make sure they capture
18	other business is not reality. I mean, it
19	happens all the time if ye a have an
20	opportunity to do that, and we cannot have

- 21 that happening at this time when we have
- 22 monopoly providers and we're trying to get
- 23 the market open.

- 24 CHAIRMAN WOOD: And it
- 25 means I mean, I don't want to rush this,

5.

1	but is there any reason not to go ahead and
2	decide -
3	COMM. WALSH: Not to me.
4	CHAIRMAN WOOD: Okay.
5	COMM WALSH: I was bending
6	over backwards to be fair, but - I
7	think
8	CHAIRMAN WOOD: Well, I
9	mean, we are fair. It's just a reading of
10	the law and that's what we're called upon
11	to do. And if - I mean, if they've got a
12	good argument on rehearing, I read those
13	just like I read briefs on exceptions. So
14	I'd just as soon get this - get this
15	on-going and get it out of here.
16	COMM. WALSH: I agree.
17	CHAIRMAN WOOD: It has been
18	here a long time and I'm glad to see it
19	finally get out of here and see one more
20	competitor, and a formidable on at that, in

NOV-05-ST 13:20 From: F.U.C. /LEGAL

1	certificated service area, and deny the COA
2	for GTECC within the certificated service
3	area of OTE of the Southwest.
4	MR. DAVIS: And to clarify,
5	the severed portion will get a new docket
6	number, and that should be issued fairly
7	quickly.
8	CHAIRMAN WOOD: Yes.
9	COMM. WALSH: So move.
10	CHAIRMAN WOOD: Amen.
11	
12	AGENDA ITEM NO. 15
	DOCKET NO. 17278 (SOAH No. 473-97-0925) APPLICATION OF SOUTHWESTERN BELL
14	TELEPHONE COMPANY FOR REVISION TO ACCESS SERVICE TARIFF RELATING TO
15	A REAL AND A REAL AND A REAL TO A
16	
17	CHAIRMAN WOOD: Item 15,
18	application of Southwestern Bell Telephone
19	to revise its Access Service Tariff
20	relating to operator transfer service.