



Kimberly Caswell
Vice President and General Counsel, Southeast
Legal Department

FLTC0007
201 North Franklin Street (33602)
Post Office Box 110
Tampa, Florida 33601-0110

Phone 813 483-2606
Fax 813 204-8870
kimberly.caswell@verizon.com

December 18, 2002

Ms. Blanca S. Bayo, Director
Division of the Commission Clerk
and Administrative Services
Florida Public Service Commission
2540 Shumard Oak Boulevard
Tallahassee, FL 32399-0850

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COMMISSION
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Re: Docket No. 011666-TP
Petition by Global NAPS, Inc. for arbitration pursuant to 47 U.S.C. 252(b) of
interconnection, rates, terms and conditions with Verizon Florida Inc.

Dear Ms. Bayo:

Please find enclosed an original and 15 copies of the Supplemental Direct Testimonies
of Terry Haynes and Peter D'Amico on behalf of Verizon Florida Inc. for filing in the
above matter. Service has been made as indicated on the Certificate of Service. If
there are any questions regarding this matter, please contact me at (813) 483-2617.

Sincerely,

Kimberly Caswell
Kimberly Caswell

KC:tas
Enclosures

Sup. Testimony
Peter D'Amico
DOCUMENT NUMBER-DATE
13805 DEC 18 02
FPSC-COMMISSION CLERK

Sup. Testimony
Terry Haynes
DOCUMENT NUMBER-DATE
13804 DEC 18 02
FPSC-COMMISSION CLERK

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RXM
FPSC-BUREAU OF RECORDS

- AUS _____
 - CAF _____
 - CMP _____
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 - OPC _____
 - MMS _____
 - SEC _____
 - JTH _____
- Marsh*
3 original

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that copies of the Supplemental Direct Testimonies of Terry Haynes and Peter D'Amico on behalf of Verizon Florida Inc. in Docket No. 011666-TP were sent via U.S. mail on December 18, 2002 to the following:

Staff Counsel
Florida Public Service Commission
2540 Shumard Oak Boulevard
Tallahassee, FL 32399-0850

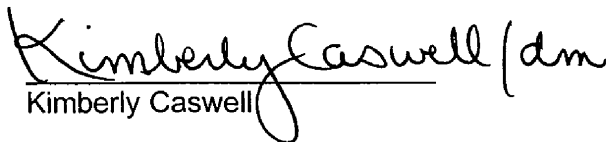
John C. Dodge, Esq.
David N. Tobenkin, Esq.
Cole, Raywid & Braverman, L.L.P.
1919 Pennsylvania Avenue, N.W., 2nd Floor
Washington, DC 20006

Jon C. Moyle, Esq.
Moyle Flanigan Katz Raymond & Sheehan P.A.
118 North Gadsden Street
Tallahassee, FL 32301

William J. Rooney, Jr., Esq.
Vice President and General Counsel
Global NAPS, Inc.
89 Access Road
Norwood, MA 02062

James R. J. Scheltema
Director-Regulatory Affairs
Global NAPs, Inc.
5042 Durham Road West
Columbia, MD 21044

Kelly L. Faglioni, Esq.
Edward P. Noonan, Esq.
Hunton & Williams
Riverfront Plaza, East Tower
951 E. Byrd Street
Richmond, VA 23219-4074



Kimberly Caswell

**BEFORE THE
FLORIDA PUBLIC SERVICE COMMISSION**

Petition By Global NAPs, Inc. for)
Arbitration Pursuant to 47 U.S.C. 252(b))
of Interconnection Rates, Terms, and) Docket No. 011666-TP
Conditions with Verizon Florida Inc.)

SUPPLEMENTAL DIRECT TESTIMONY OF

TERRY HAYNES

ON BEHALF OF

VERIZON FLORIDA INC.

December 18, 2002

DOCUMENT NUMBER-DATE

13804 DEC 18 02

FPSC-COMMISSION CLERK

1 **Q. ARE YOU THE SAME TERRY HAYNES THAT OFFERED DIRECT**
2 **TESTIMONY ON BEHALF OF VERIZON FLORIDA INC. (“VERIZON”)**
3 **ON MAY 8, 2002?**

4 A. Yes, and my education and background are described in my direct
5 testimony.

6

7 **Q. WHAT IS THE PURPOSE OF YOUR SUPPLEMENTAL DIRECT**
8 **TESTIMONY?**

9 A. The parties agreed to file supplemental testimony to address the
10 potential effect of the Commission’s generic reciprocal compensation
11 Order (Order No. PSC-02-1248-FOF-TP (*Order*) (Sept. 10, 2002)) on
12 certain issues in this arbitration. My supplemental direct testimony
13 explains why the Commission should reject Global’s “originating caller”
14 proposal for determining intercarrier compensation obligations (Issue 4).
15 I will also explain a modification to Verizon’s proposed interconnection
16 agreement that clarifies the parties’ requirement to base intercarrier
17 compensation on the end points of a particular call and not its assigned
18 NPA-NXXs, consistent with the Commission’s generic *Order* (Issue 5).

19

20

Issue 4 -- Calling Scopes

21 **Q. WHAT IS THE STATUS OF THE GENERIC RECIPROCAL**
22 **COMPENSATION DOCKET RELATIVE TO THE ISSUE OF DEFINING**
23 **THE LOCAL CALLING AREA FOR INTERCARRIER**
24 **COMPENSATION PURPOSES?**

25 A. In its *Order*, the Commission chose the originating carrier’s local calling

1 area as the “default” for determining reciprocal compensation
2 obligations. Based on Global’s own statements, it will likely designate at
3 least the entire LATA as its local calling area, thus unilaterally
4 transforming access traffic into “local” traffic for purposes of intercarrier
5 compensation. I understand that a principal motivation for this decision
6 was the Commission’s belief that adopting a default would encourage
7 meaningful negotiations. Verizon strongly disagrees with this
8 conclusion; in fact, the ruling will have just the opposite effect. It will
9 assure that no ALEC will have any motivation to agree to anything other
10 than the originating carrier approach, and Verizon believes the
11 Commission did not adequately consider the substantive consequences
12 of this approach. Verizon will thus advocate a different position here.
13 Although Verizon and Global have not reached agreement on this issue,
14 the Commission should not apply the “default” to the parties’
15 interconnection agreement.

16

17 **Q. WHAT DOES GLOBAL PROPOSE?**

18 A. Global proposes what was discussed as the “originating carrier” plan in
19 the generic reciprocal compensation docket, where the originating
20 carrier’s retail local calling area will determine intercarrier compensation
21 obligations. Despite Verizon’s discovery requests, Global has provided
22 no detail regarding the geographic area or areas it plans to offer its retail
23 customers or the retail rate scheme it intends to apply. This lack of
24 detail about implementation is one reason that led the Commission Staff
25 to recommend that the Commission reverse its decision adopting the

1 originating carrier approach and to advise the Commission not to adopt
2 any default local calling area definition. (Staff Recommendation in
3 Docket No. 000075-TP, dated Nov. 22, 2002 (Staff Rec.) at 38.) My
4 understanding is that the Commission rejected that logic because it
5 believed implementation details could be worked out by the parties on a
6 case-by-case basis. Of course, that has not occurred in this case and
7 Global has not given Verizon or the Commission any clue as to how its
8 originating carrier approach might work in practical terms. Because the
9 Commission's decision assumed that implementation details would
10 emerge on a case-specific basis, and because that has not happened
11 here, this is reason alone to reject the originating carrier approach.

12

13 **Q. ARE THERE OTHER REASONS WHY THE COMMISSION SHOULD**
14 **NOT APPLY THE "DEFAULT" OF USING THE ORIGINATING**
15 **CARRIER PLAN TO DETERMINE THE PARTIES' INTERCARRIER**
16 **COMPENSATION OBLIGATIONS IN THE CONTEXT OF THEIR**
17 **INTERCONNECTION AGREEMENT?**

18 A. There are plenty of other reasons, both legal and policy, why the
19 Commission should not apply the originating carrier plan "default."
20 These reasons were discussed in my May 8, 2002 direct testimony and
21 in the generic reciprocal compensation docket through briefs and the
22 testimony of witnesses Trimble and Beauvais. Verizon's Petition for
23 Reconsideration of the generic *Order* is a particularly good summary of
24 all the legal and practical problems associated with the originating
25 carrier approach. I would like to re-emphasize here, however, that

1 requiring Verizon to adopt the originating carrier plan Global proposes in
2 the parties' interconnection agreement would:

- 3 • be administratively infeasible and unduly expensive;
- 4 • be inconsistent with the Commission-ordered intercarrier
5 compensation for virtual NXX traffic;
- 6 • create artificial incentives to eliminate consumer choices rather
7 than expand them;
- 8 • undermine universal service objectives by eliminating revenues
9 that support universal service and creating incentives to increase
10 calling areas and associated service rates; and
- 11 • undermine the state-mandated access rates and improperly
12 relieve Global of its obligation to contribute to universal service.

13

14 **Q. WHY WOULD THE ORIGINATING CARRIER PLAN BE**
15 **ADMINISTRATIVELY INFEASIBLE?**

16 A. As an initial matter, the feasibility of an originating carrier plan must be
17 viewed in a multi-ALEC environment. Although this is an arbitration
18 between Verizon and Global, what the Commission approves for Global
19 will be equally available to all ALECs through adoption of the parties'
20 interconnection agreement or through the precedent established here.
21 Accordingly, any implementation proposal must address the possibility
22 that multiple ALECs with differing calling areas will exchange traffic with
23 Verizon. In this regard, nothing limits each of these ALECs to offering a
24 single retail calling plan. Rather, ALECs can be expected to offer
25 multiple plans with varying geographic coverage and customers can be

1 expected to change carriers and plans. As the Commission Staff
2 observed in its November 22, 2002 Recommendation in the generic
3 docket, an originating carrier's retail calling scope "could be applied on a
4 customer-specific basis or by carrier," leaving considerable questions as
5 to how an originating carrier plan could or would be implemented. (Staff
6 Rec. at 38.) In such an environment, Verizon simply has no way to
7 ascertain for any particular call it terminates whether it should charge
8 the originating carrier reciprocal compensation or access.

9

10 **Q. WHAT TYPES OF EXPENSES WOULD VERIZON INCUR IF IT**
11 **ATTEMPTED TO IMPLEMENT GLOBAL'S ORIGINATING CARRIER**
12 **PLAN?**

13 A. Because Global has identified no workable implementation method and
14 Verizon is unaware of any such method, Verizon cannot quantify the
15 expenses it might incur. Such a drastic deviation from the current use of
16 an ILEC's calling areas, however, would likely require significant
17 alteration of Verizon's billing systems. Moreover, an industry standard
18 would need to be developed, which would take the time and resources
19 of many carriers. I am not aware of any such industry undertaking.

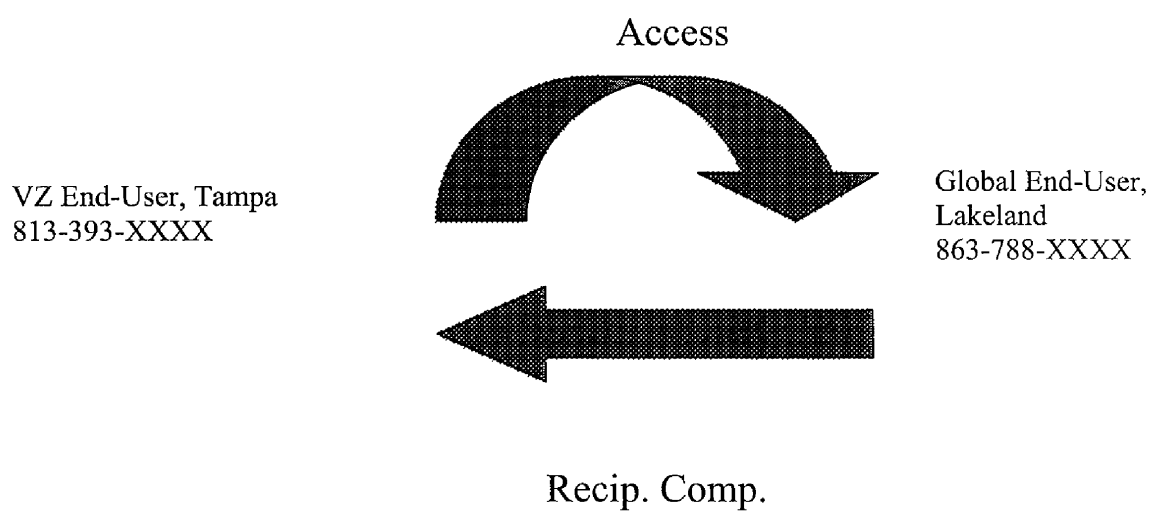
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21 **Q. WHY WOULD GLOBAL'S ORIGINATING CARRIER PROPOSAL BE**
22 **INCONSISTENT WITH THE COMMISSION-ORDERED**
23 **INTERCARRIER COMPENSATION FOR VIRTUAL NXX TRAFFIC?**

24 A. With respect to virtual NXX traffic, the Commission has ruled that "calls
25 to virtual NXX customers located outside of the local calling area to

1 which the NPA/NXX is assigned are not local calls for purposes of
2 reciprocal compensation” because their end points are not within the
3 same ILEC local calling area. (*Order* at 29.) But if Global’s originating
4 carrier proposal is adopted, the *end points* of the call will not govern
5 intercarrier compensation—the originating carrier’s retail local calling
6 scope (and specifically, the direction of the call) will. The illustration
7 below demonstrates how the direction of the call, rather than the end
8 points, determines compensation under Global’s calling area proposal,
9 assuming Verizon’s current calling areas and a Global LATA-wide
10 calling area.

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22 As the Staff recognized in its recommendation to reconsider the
23 originating carrier approach, compensation cannot depend *both* on the
24 retail local calling area and the call’s end points. (See *Staff Rec.* at 38.)
25 Global’s originating local carrier approach is plainly inconsistent with its

1 decision that virtual NXX calls are not subject to reciprocal
2 compensation.

3

4 **Q. HAS THE WIRELESS MARKET IMPLEMENTED WHAT IS**
5 **EFFECTIVELY AN ORIGINATING CARRIER PROPOSAL?**

6 A. No. There is a standard Metropolitan Trading Area (“MTA”) for all
7 wireless carriers, which functions as the unvarying standard for
8 intercarrier compensation with all wireless carriers, much like an ILEC’s
9 calling area. Wireless carriers frequently offer a large range of
10 geographic calling scopes to their retail customers at different prices, but
11 the MTA governing intercarrier compensation does not vary with those
12 retail offerings. This is exactly what Verizon explained with respect to
13 the ability of Global and other ALECs to define a multitude of retail
14 calling products without altering the current rules of intercarrier
15 compensation.

16

17 **Q. WHY WOULD GLOBAL’S ORIGINATING CARRIER PROPOSAL**
18 **CREATE ARTIFICIAL INCENTIVES TO ELIMINATE CONSUMER**
19 **CHOICES RATHER THAN EXPAND THEM?**

20 A. As the Commission acknowledged in its *Order* in the generic reciprocal
21 compensation docket, “more uniformity will emerge as a result” of an
22 originating carrier plan. (*Order* at 51.) The plan allows carriers to
23 reduce one of their cost components by defining a large geographic
24 calling area. Carriers can either keep the cost savings as a profit or
25 pass that cost savings on to their retail end-users. A carrier with a

1 smaller geographic calling area will have higher costs, because it will
2 either pay or impute more access charges. It also will be required to
3 pass those costs on to its retail end-users in the form of higher rates. To
4 avoid being priced out of the market and to avoid the circumstance
5 described above, where a call with the same end points results in
6 different intercarrier compensation depending on the direction of the call,
7 carriers will migrate to the largest feasible calling area.

8

9 **Q. IS THE TENDENCY TOWARD UNIFORMITY IN CALLING AREAS**
10 **BENEFICIAL TO CONSUMERS?**

11 A. No. I believe it's exactly what the Commission does not want, which is
12 why it's hard for me to understand the Commission's rationale for
13 adopting the originating carrier approach. Consumers have different
14 needs. As this Commission's historic universal service policies
15 recognize, there are consumers who need only the most basic and
16 inexpensive connectivity to call their community of interest. To keep
17 these consumers connected to the network--for the benefit of all
18 telecommunications consumers--it is important to ensure an affordable
19 service package. There also are consumers who may make the
20 majority of their telephone calls within Florida. Those consumers might
21 be willing to pay a higher flat monthly rate to avoid usage-sensitive toll
22 charges through a statewide calling area. Other consumers may make
23 many calls both within their community of interest and to points outside
24 Florida. Those consumers might want a low-priced local plan combined
25 with an interstate long distance plan. The bottom line is that one plan

1 will not suit every consumer.

2

3 **Q. HOW CAN THE COMMISSION MAXIMIZE CONSUMER CHOICE?**

4 A. As discussed above, the wireless industry provides a good example that
5 results in a variety of consumer choices. The wireless industry uses a
6 fixed standard for intercarrier compensation, which allows carriers to
7 market a variety of retail calling products to their customers. If the
8 Commission continues to use an ILEC calling area as the standard, the
9 Commission will achieve the dual purpose of maximizing consumer
10 choice while ensuring that consumers retain the ILEC's affordably priced
11 basic local service. As the testimony of ALEC witnesses Ward, Busbee,
12 and Selwyn in the generic reciprocal compensation docket demonstrate,
13 ALECs are now offering innovative calling plans using the fixed standard
14 of the ILEC's calling areas for purposes of intercarrier compensation.
15 (See Generic Reciprocal Compensation Docket, May 8, 2002 Tr. 184
16 (Ward), 208 (Busbee), and July 5-6, 2001 Tr. 611-13 (Selwyn)). The
17 same is true in the long distance market, with long-distance carriers
18 offering innovative retail plans even though long distance carriers must
19 continue to pay access charges based on the ILECs' calling areas.

20

21 **Q. HOW WOULD GLOBAL'S ORIGINATING CARRIER PLAN**
22 **ELIMINATE REVENUES CURRENTLY AVAILABLE TO SUPPORT**
23 **UNIVERSAL SERVICE?**

24 A. This Commission has expressly charged the ILECs with responsibility
25 for maintaining universal service, directing them to fund universal

1 service through “markups on the services they offer.” (*Determination of*
2 *Funding for Universal Service and Carrier of Last Resort*
3 *Responsibilities*, 95 FPSC 12:375, 1995 Fla. PUC Lexis 1748, at *56
4 (Dec. 27, 1995).) Thus, Verizon’s toll and access revenues ensure that
5 Verizon can “maintain [its] financial viability . . . while maintaining
6 universal service.” (*Intrastate Telephone Access Charges for Toll Use*
7 *of Local Exchange Services*, 83 FPSC 100, 1983 Fla. PUC Lexis 71, at
8 *15 (1983).) Global’s originating carrier plan gives Global the unilateral
9 ability to eliminate its access payments to Verizon--and thus the
10 associated implicit contributions to universal service--by defining its
11 retail calling area. The same could be true for all ALECs, thus putting at
12 risk Verizon’s switched annual revenue stream, a principal source of
13 contribution to keeping local rates low.

14
15 Similarly, customers who ordinarily make calls beyond their community
16 of interest--calls that historically have been toll calls--will look for carriers
17 who can provide them a lower monthly rate to call an expanded
18 geographic area, because that carrier would have eliminated its major
19 cost driver--access charges. Either Verizon would have to follow suit
20 and expand its calling areas or Verizon likely would lose the customers
21 who would make the type of call that historically would have been a toll
22 call. In either event, Verizon’s approximate annual toll and extended
23 calling scope revenue would be severely jeopardized.

24
25 Although I cannot predict how fast the originating calling proposal would

1 erode support for universal service, it is clear that without these very
2 substantial sources of support, Verizon will not be able to maintain its
3 current retail basic service rates. The loss of universal service support
4 provided by the state's access/toll regime will exert upward pressure on
5 rates even for current calling areas.

6

7 **Q. HOW WOULD GLOBAL'S ORIGINATING CARRIER PLAN**
8 **UNDERMINE THE STATE-MANDATED ACCESS RATES?**

9 A. It will allow ALECs to opt out of the intrastate access regime simply by
10 defining their retail local calling area as the entire LATA, the entire state,
11 or even larger. Access traffic will be immediately transformed into local
12 traffic, to which TELRIC-based reciprocal compensation (rather than
13 access rates) will apply. As Verizon explained in its Motion for
14 Reconsideration of the Commission's Order in the Generic Reciprocal
15 Compensation Docket, this circumvention of the existing access charge
16 regime is impermissible as a matter of state and federal law. Verizon's
17 lawyers will address this legal issues again in the briefs in this
18 proceeding. Aside from the legal issues, however, taking action that
19 could eliminate the access charge regime is bad policy, because of the
20 universal service support concerns I discussed above.

21

22 **Q. SINCE THE TIME YOU FILED YOUR MAY 8 DIRECT TESTIMONY,**
23 **HAVE OTHER STATE COMMISSIONS ADDRESSED THIS ISSUE?**

24 A. Yes. Although I again defer to legal briefs to be filed by counsel, state
25 commissions in California, Illinois, Massachusetts, Maryland, New York,

1 North Carolina, New Hampshire, Ohio, Rhode Island, Texas, and
2 Vermont have recognized that the ILEC's calling area is the proper basis
3 for distinguishing between reciprocal compensation and access traffic.
4 This includes decisionmakers in nine of the ten states in which the
5 parties have arbitrated this exact same issue.

6
7 Most recently, the Massachusetts Department of Telecommunications
8 and Energy ("Department"), arbitrating the same issue between Global
9 and Verizon, correctly observed that the issue "is not whether GNAPs
10 must mirror Verizon's calling areas on a retail basis," but "how to define
11 a calling area for the purpose of intercarrier compensation." (*Petition of*
12 *Global NAPs, Inc. pursuant to Section 252(b) of the*
13 *Telecommunications act of 1996, for arbitration to establish an*
14 *interconnection agreement with Verizon New England, Inc. d/b/a*
15 *Verizon Massachusetts f/k/a New England Telephone & Telegraph Co.*
16 *d/b/a Bell Atlantic-Massachusetts*, D.T.E. 02-45 (Dec. 12, 2002)
17 (*"Global/VZ MA Arbitration Order"*), at 19.) The Department "decline[d]
18 GNAPs' invitation to alter the existing access regime" through its
19 originating carrier proposal. (*Id.* at 25.) In rejecting Global's proposal, it
20 cited the need to "balance customers' interests in having the largest
21 local calling areas possible against the advantages of a comprehensive
22 state structure for local calling areas that was cost-based and fair, that
23 ensured rate continuity for customers and earnings stability for Verizon
24 (then New England Telephone), and that protected universal service."
25 (*Id.* at 24.) The Department emphasized that alteration of the access

1 regime was “not an appropriate subject for investigation in a two-party
2 arbitration.” (*Id.* at 23.) The Department observed that its decision was
3 “consistent with the FCC’s holding that intrastate access regimes in
4 place prior to the Act will continue to be enforced until altered by state
5 commissions.” (*Id.* at 25.) These are the same points Verizon has
6 made in this proceeding.
7

8 **Issue 5 -- Virtual NXX Codes**

9 **Q. PLEASE EXPLAIN THE IMPACT OF THE COMMISSION’S *ORDER* IN**
10 **THE GENERIC RECIPROCAL COMPENSATION DOCKET ON THE**
11 **PARTIES’ DISPUTE OVER INTERCARRIER COMPENSATION FOR**
12 **VIRTUAL NXX TRAFFIC.**

13 A. This Commission’s *Order* in the generic reciprocal compensation docket
14 affirms Verizon’s proposal regarding intercarrier compensation for virtual
15 NXX traffic. Consistent with that *Order*, Verizon’s contract proposal
16 makes clear that virtual NXX traffic is not subject to reciprocal
17 compensation, because the termination point of virtual NXX traffic is not
18 within the calling party’s local calling area, but that intercarrier
19 compensation depends on the end points of the call. Although Verizon’s
20 originally proposed contract language was consistent with the
21 Commission’s *Order*, Verizon has modified its contract proposal to avoid
22 any confusion regarding the application of intercarrier compensation for
23 virtual NXX traffic.

24
25 **Q. PLEASE EXPLAIN HOW VERIZON MODIFIED ITS PROPOSED**

1 **INTERCONNECTION AGREEMENT TO CLARIFY THE**
2 **COMMISSION'S DIRECTIVE THAT INTERCARRIER**
3 **COMPENSATION BETWEEN THE PARTIES BE BASED ON THE**
4 **END POINTS OF A CALL RATHER THAN ITS ASSIGNED NPA-NXX?**

5 A. In Verizon's modified Interconnection Attachment § 7.2.9, Verizon
6 proposes to define "V/FX Traffic" as calls in which Global's customer is
7 assigned a telephone number with an NXX Code (as set forth in the
8 LERG) associated with an exchange that is different than the exchange
9 (as set forth in the LERG) associated with the actual physical location of
10 the Global customer's station. For two key Glossary terms, "Measured
11 Internet Traffic" (Glossary § 2.60) and "Reciprocal Compensation
12 Traffic" (Glossary § 2.80), Verizon proposes language that specifically
13 references and excludes from the defined terms "Virtual Foreign
14 Exchange Traffic" or "V/FX Traffic." Verizon further specifies in Glossary
15 § 2.80 and Interconnection Attachment §§ 6.5, and 7.2 that V/FX Traffic
16 is not subject to reciprocal compensation and that Global shall pay
17 Verizon's originating or terminating access charges for all V/FX Traffic
18 as applicable based on the actual originating and terminating points of
19 the complete end-to-end communication. Verizon's modified contract
20 proposals are fully set forth in Attachment A.

21
22 **Q. IS THERE A METHOD TO ACCURATELY TRACK AND BILL**
23 **TRADITIONAL FX AND VIRTUAL NXX TRAFFIC CONSISTENT WITH**
24 **THE COMMISSION'S ORDER IN THE GENERIC RECIPROCAL**
25 **COMPENSATION DOCKET?**

1 A. Yes. Verizon recently conducted a study in Florida to identify calls
2 originated by CLEC customers and terminated to Verizon FX numbers.
3 The study matched call records for calls from facilities-based CLECs to
4 a list of telephone numbers that Verizon assigned to FX service lines.
5 This study provided Verizon with a means of accurately identifying the
6 access revenue to which CLECs would be entitled for CLEC-originated
7 calls terminated to Verizon FX numbers. At the same time, Verizon
8 considered what approach would be required to properly account for
9 traffic originated by Verizon customers that terminated on CLEC virtual
10 NXX numbers. Two options were identified. One option would be for
11 the CLEC to conduct a study, similar to the one performed by Verizon,
12 to quantify the number of Verizon-originated minutes that were delivered
13 to CLEC virtual NXX numbers. The other option would be for the CLEC
14 to notify Verizon of the numbers it has assigned as virtual FX numbers.
15 In this scenario, Verizon would modify its traffic data collection system to
16 capture all traffic delivered to the NPA-NXXs associated with the virtual
17 NXX numbers. A query could then be run to identify what portion of the
18 traffic delivered to the NPA-NXXs was virtual NXX traffic. A billing
19 adjustment would then be entered into each Party's billing system to
20 properly account for the Verizon traffic delivered to the CLEC virtual
21 NXX numbers. Verizon is prepared to work with Global to implement
22 one of these options so that traffic can be properly billed. Neither option
23 presents significant technical or system enhancement issues.

24

25 Q. **SINCE THE TIME YOU FILED YOUR DIRECT TESTIMONY, HAVE**

1 **OTHER STATE COMMISSIONS ADDRESSED THIS ISSUE?**

2 A. Although I defer to briefs to be filed by counsel, I am aware that, like this
3 Commission, state commissions in Connecticut, Georgia, Illinois,
4 Massachusetts, Missouri, Ohio, Pennsylvania, Rhode Island, South
5 Carolina, Tennessee, Texas, and Vermont have rejected CLEC efforts to
6 charge reciprocal compensation on virtual NXX traffic.

7
8 In an arbitration between Verizon and US LEC, for instance, the South
9 Carolina Commission reaffirmed its previous holding that reciprocal
10 compensation is not due to calls placed to virtual NXX numbers as the
11 calls do not originate and terminate within the same local calling area.
12 (*In re Petition of US LEC of South Carolina Inc. for Arbitration of an*
13 *Interconnection Agreement with Verizon South, Inc.*, Docket No. 2002-
14 181-C, Order No. 2002-619 (Aug. 30, 2002).) The South Carolina
15 Commission acknowledged that the FCC Wireline Competition Bureau
16 decided the “virtual NXX” issue differently in a Virginia arbitration
17 between Verizon and three other carriers, but correctly noted that that
18 decision was not controlling because it “never addressed the basic
19 question whether Virtual FX traffic is subject to reciprocal compensation
20 under federal law” and was inconsistent with federal law. (South
21 Carolina US LEC Order at 25-26.) The Commission also observed that
22 the Wireline Bureau’s decision would not apply, in any event, because it
23 was based on the asserted practical problems of distinguishing virtual
24 FX traffic from local traffic. That rationale does not apply where Verizon
25 has presented evidence that carriers can accurately estimate the

1 volume of FX and virtual FX traffic they exchange (South Carolina US
2 LEC Order at 26)—as Verizon did in South Carolina and as it has here.
3 The Commission here should conclude, as the South Carolina
4 Commission did, that “it would be deeply inconsistent with regulatory
5 policy and basic fairness to require Verizon to pay [the CLEC], when
6 Verizon continues to bear the same costs of originating the
7 interexchange call, when Verizon is deprived of the toll charges that
8 would ordinarily apply, and when [the CLEC] is already receiving
9 compensation from its customers.” (*Id.* at 27.) As the South Carolina
10 Commission concluded, this “extraordinarily clear example of attempted
11 regulatory arbitrage” (*id.*) is not consistent with either the law or sound
12 policy.

13
14 The Massachusetts Department’s decision in the Verizon/GNAPs
15 arbitration is particularly instructive, as well. Like South Carolina,
16 Massachusetts required intercarrier compensation to be based on
17 geographic end points of a call and not the assigned telephone number.
18 (*See Global/VZ MA Arbitration Order* at 33-38.) With respect to
19 implementation, the Department charged the party interested in making
20 virtual NXX assignments with responsibility for maintaining proper
21 intercarrier compensation. According to the Department, “an initial
22 difficulty in implementation is not sufficient reason to forfeit any hope of
23 the eventual proper rating of these calls. Indeed, when a carrier seeks
24 to offer a service that complicates enforcement of the existing access
25 regime, it is appropriate to require that carrier to work cooperatively with

1 other carriers involved to ensure that the other carriers are duly
2 compensated for their roles in carrying the traffic generated as a result
3 of that service . . . If GNAPs cannot ensure that all LECs, including
4 Verizon, have access to the geographic end point data necessary to
5 properly rate a call as local or toll, and are properly compensated, then
6 GNAPs cannot provide virtual NXX service to its customers." (*Id.* at 35-
7 36 (footnote omitted).)

8

9 **Q. DOES THIS CONCLUDE YOUR SUPPLEMENTAL TESTIMONY?**

10 A. Yes it does.

11

12

13

14

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ATTACHMENT A¹

GLOSSARY

2.60 Measured Internet Traffic.

Dial-up, switched Internet Traffic originated by a Customer of one Party on that Party's network at a point in a Verizon local calling area, and delivered to a Customer or an Internet Service Provider served by the other Party, on that other Party's network at a point in the same Verizon local calling area. Verizon local calling areas shall be as defined by Verizon. For the purposes of this definition, a Verizon local calling area includes a Verizon non-optional Extended Local Calling Scope Arrangement, but does not include a Verizon optional Extended Local Calling Scope Arrangement. Calls originated on a 1+ presubscription basis, or on a casual dialed (10XXX/101XXXX) basis, are not considered Measured Internet Traffic. For the avoidance of any doubt, Virtual Foreign Exchange Traffic (i.e., V/FX Traffic) (as defined in the Interconnection Attachment) does not constitute Measured Internet Traffic.

2.80 Reciprocal Compensation Traffic.

Telecommunications traffic originated by a Customer of one Party on that Party's network and terminated to a Customer of the other Party on

¹ Modification to Verizon's contract proposals are indicated by a double underline.

that other Party's network, except for Telecommunications traffic that is interstate or intrastate Exchange Access, Information Access, or exchange services for Exchange Access or Information Access. The determination of whether Telecommunications traffic is Exchange Access or Information Access shall be based upon Verizon's local calling areas as defined by Verizon. Reciprocal Compensation Traffic does not include the following traffic (it being understood that certain traffic types will fall into more than one (1) of the categories below that do not constitute Reciprocal Compensation Traffic): (1) any Internet Traffic; (2) traffic that does not originate and terminate within the same Verizon local calling area as defined by Verizon, and based on the actual originating and terminating points of the complete end-to-end communication; (3) Toll Traffic, including, but not limited to, calls originated on a 1+ presubscription basis, or on a casual dialed (10XXX/101XXXX) basis; (4) Optional Extended Local Calling Scope Arrangement Traffic; (5) special access, private line, Frame Relay, ATM, or any other traffic that is not switched by the terminating Party; (6) Tandem Transit Traffic; (7) Voice Information Service Traffic (as defined in Section 5 of the Additional Services Attachment); or, (8) Virtual Foreign Exchange Traffic (or V/FX Traffic) (as defined in the Interconnection Attachment). For the purposes of this definition, a Verizon local calling area includes a Verizon non-optional Extended Local Calling Scope Arrangement, but does not include a Verizon optional Extended Local Calling Scope Arrangement.

INTERCONNECTION ATTACHMENT

6. Traffic Measurement and Billing over Interconnection Trunks

6.5. If and, to the extent that, a ***CLEC Acronym TXT*** Customer receives V/FX Traffic, ***CLEC Acronym TXT*** shall promptly provide notice thereof to Verizon (such notice to include, without limitation, the specific telephone number(s) that the Customer uses for V/FX Traffic, as well as the LATA in which the Customer's station is actually physically located) and shall not bill Verizon Reciprocal Compensation, intercarrier compensation or any other charges for calls placed by Verizon's Customers to such ***CLEC Acronym TXT*** Customers.

7.2 Traffic Not Subject to Reciprocal Compensation

7.2.1 Reciprocal Compensation shall not apply to interstate or intrastate Exchange Access (including, without limitation, Virtual Foreign Exchange Traffic (i.e., V/FX Traffic), Information Access, or exchange services for Exchange Access or Information Access.

7.2.8 Reciprocal Compensation shall not apply to traffic that is not subject to Reciprocal Compensation under Section 251(b)(5) of the Act.

7.2.9 Reciprocal Compensation shall not apply to Virtual Foreign

Exchange Traffic (i.e., V/FX Traffic). As used in this Agreement, "Virtual Foreign Exchange Traffic" or "V/FX Traffic" is defined as calls in which a ***CLEC Acronym TXT*** Customer is assigned a telephone number with an NXX Code (as set forth in the LERG) associated with an exchange that is different than the exchange (as set forth in the LERG) associated with the actual physical location of such Customer's station. For the avoidance of any doubt, ***CLEC Acronym TXT*** shall pay Verizon's originating access charges for all V/FX Traffic originated by a Verizon Customer, and ***CLEC Acronym TXT*** shall pay Verizon's terminating access charges for all V/FX Traffic originated by a ***CLEC Acronym TXT*** Customer.