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2	FICKIL	A PUBLIC SERVICE COMMISSION					
3		DOCKET NO. 001503-TP					
4	In the Matter o	of:					
5	COST RECOVERY AND A						
6	TRIALS IN FLORIDA.	/ Seling					
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9	ELECTRONIC VERSIONS OF THIS TRANSCRIPT ARE A CONVENIENCE COPY ONLY AND ARE NOT THE OFFICIAL TRANSCRIPT OF THE HEARING,						
10		ERSION INCLUDES PREFILED TESTIMONY.					
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12	PROCEEDINGS:	AGENDA CONFERENCE ITEM NO. 4					
13		TIBN NO. 4					
14	BEFORE:	CHAIRMAN BRAULIO L. BAEZ COMMISSIONER J. TERRY DEASON					
15		COMMISSIONER RUDOLPH "RUDY" BRADLEY COMMISSIONER CHARLES M. DAVIDSON					
16		COMMISSIONER CHARDES W. DAVIDSON					
17	DATE:	Tuesday, August 17, 2004					
18	PLACE:	Betty Easley Conference Center					
19	THACE.	Room 148 4075 Esplanade Way					
20		Tallahassee, Florida					
21	REPORTED BY:	TRICIA DEMARTE, RPR Official FPSC Reporter					
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DOCUMENT NUMBER-DATE

FLORIDA PUBLIC SERVICE COMMISSION

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1	PARTICIPAT	ring:							
2		PATT	Y C	CHRISTENS	SEN, ES(QUIRE, a	and BOB	CASEY	Ζ,
3	represent	ing t	he	Florida	Public	Service	e Commis	ssion	Staff
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PROCEEDINGS

CHAIRMAN BAEZ: Item 4. And, Ms. Christensen,

Commissioner Deason actually off-line asked me a good question

I just want to clear up. We are post-hearing on this; correct?

MS. CHRISTENSEN: Commissioner, that is correct.

This is a post-hearing recommendation.

CHAIRMAN BAEZ: Okay. Thank you.

MR. CASEY: Commissioners, Item Number 4 is a post-hearing recommendation addressing state-mandated number pooling cost recovery. The Commission has approved a joint motion by all parties in this case which permitted the use of a Section 120.57(2) hearing in lieu of a full-blown evidentiary hearing.

Staff is recommending that, one, the state number pooling costs are outside the scope of the price cap scheme set forth in Section 364.051, Florida Statutes; two, the Commission has authority under federal and state law to approve recovery of state number pooling costs through an end user charge; and three, the manner by which the Commission allowed BellSouth and Sprint to recover the costs of state number pooling trials is consistent with FCC policy and decisions.

For purposes of administrative efficiency, staff recommends that Issue 2 addressing the PSC's authority can be taken up first. And staff is prepared to address any questions Commissioners may have.

CHAIRMAN BAEZ: Thank you. Commissioners, any problems with following the recommendation of staff to take up Issue 2 first as to the authority?

COMMISSIONER DEASON: That's fine with me.

CHAIRMAN BAEZ: Okay. We're all right.

COMMISSIONER BRADLEY: Well --

CHAIRMAN BAEZ: Very well. Commissioner Bradley, you had a question.

COMMISSIONER BRADLEY: Yes. We previously dealt with this issue. Staff, refresh my memory as to what the issues where then and what the outcome was just in a summary, short summary.

MS. CHRISTENSEN: Commissioners, you have dealt with this twice before in PAA orders. First on BellSouth's petition for cost recovery and then again on Sprint's petition for cost recovery. In both of those matters the Commission approved in part the requested cost recovery discounting certain labor costs that the Commission determined based on staff's recommendation were not appropriate to be included in the cost recovery. And in those decisions the Commission approved its authority and also approved the methodology of a one-time cost to be borne across the ratepayers of both of those customers --the customer base for both of those companies.

COMMISSIONER BRADLEY: So in summary, basically what you're saying is that this body ordered number pooling cost

recovery to occur.

MS. CHRISTENSEN: Correct. For those companies in part, yes, correct.

CHAIRMAN BAEZ: Right. Commissioner, just to clarify. There was approval of cost recovery or ordered cost recovery for appropriate portions of what the petitions contained.

COMMISSIONER BRADLEY: Right.

CHAIRMAN BAEZ: Right.

COMMISSIONER DEASON: I have a question for staff.

CHAIRMAN BAEZ: Go ahead, Commissioner.

COMMISSIONER DEASON: I'm looking at Page 19 of the recommendation, and it's the second full paragraph where it's describing Public Counsel's position. And it states there that Public Counsel opines that the Florida Commission must provide number pooling cost recovery to the company. The FPSC is acting directly contrary to the FCC's intent by approving an end user charge. I'm trying to interpret that, the wording there. It's not Public Counsel's position that they think there has to be cost recovery, or does Public Counsel agree there has to be some mechanism of cost recovery, it's just that what was proposed is inappropriate? What is Public Counsel's position in that regard?

MS. CHRISTENSEN: Well, Commissioner, I think it's kind of a combination of both. I think their main position is

that the charge, the one-time end user charge, would be violative of 364.051 and that that could not be imposed under that statutory's construction that they have placed on it. In other words, that they would have to come in under the price cap scheme and petition under an extraordinary request for that price cap, and that it could not be done in the manner that it was approved. So that was the main issue. And I think that Mr. Casey addressed in Issue 3 was an additional argument that they had raised.

MR. CASEY: Yes. OPC believes that the end user charge was inappropriate according to the FCC, but I did quote a paragraph in an FCC order that says those were strictly guidelines. You could use the blueprint that the FCC set forth if you so choose. In this case because of our lack --

COMMISSIONER DEASON: And the FCC, basically their guideline was access charges?

MR. CASEY: Access charges, that's correct.

COMMISSIONER DEASON: And that's because it was competitively neutral; is that correct?

MR. CASEY: Yes, sir. And because of our lack of authority with the access charges here in the state of Florida, we chose to use an end user charge.

COMMISSIONER DEASON: Well, I guess that's a little bit of the difficulty I'm having, and I'm trying to understand what authority we have and what authority we don't have. So

you're saying that the FCC has the authority to give us the ability to impose a one-time surcharge, if you will, a line item, but they have enough authority to delegate to that that it meets the requirements of 364, but they don't have enough authority to delegate to us to do it in their preferred method, which is access charges.

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MR. CASEY: I would have to defer to legal.

I think I can refer the MS. CHRISTENSEN: Commissioner to Page 16 of the recommendation where it talks about in a Footnote 38 that under Section 251(e)(2) of the Act there's a requirement that the cost of establishing telecommunications number administration arrangements and number portability shall be borne by all telecommunications carriers on a competitively neutral basis as determined by the Commission. So, in essence, what staff is recommending here is that what the FCC has done is delegated its statutory authority to this Commission to provide for thousand-block number pooling and along with that comes the obligation under the statute, the federal statute, to allow for cost recovery. And we have to provide that in a manner that's consistent with what the FCC determines is appropriate, and that's where Mr. Casey's point comes in that while the preferred methodology is through access charges, a one-time end user charge is not prohibited by the Commission.

COMMISSIONER DEASON: And I quess the problem that

I'm having is, if you agree with the argument that the FCC has the ability to grant us the authority to enable a cost recovery mechanism of some sort, if you take that argument that the FCC can enable this Commission to authorize some type of cost recovery mechanism, why is it that we're limited to a one-time user line item surcharge, or however you want to characterize it, as opposed to doing access charges, which is the FCC's preferred methodology?

MS. CHRISTENSEN: May I make a clarification, Commissioner?

COMMISSIONER DEASON: Sure. And if I'm mischaracterizing, please tell me where I'm wrong.

MS. CHRISTENSEN: Well, I'd like to make a clarification on the FCC's delegation. I think that is being made pursuant to statute authority. In other words, the statute, the federal statute allows the FCC for the states to perform a certain act regarding number pooling and that they can defer some of their authority to us and allow us to act under the federal statute. So with that clarification, let me try and answer your question.

COMMISSIONER DEASON: In fact, this Commission petitioned the FCC to grant that authority because we felt that there was cause for concern that needed to be addressed and addressed quickly, and we felt that we needed to do that to best serve the customers of Florida and that we were best

equipped to do it.

MS. CHRISTENSEN: Correct. And I think the point that I'm trying to, I guess, emphasize is this is all based on a federal statute, and part of our authority comes via that federal statute and the FCC's actions in this matter, just that point of clarification.

And I think regarding how we impose that charge is I think we have to act -- also on Page 16, refer to FERC v.

Mississippi at 456 U.S. 742. And in that case, the Supreme

Court recognized that when federal and state legislative

directives are intertwined, as appears to be the case here,

state agencies need to act in accordance with, if not at the

direction of, Congress. And I guess what we're trying to say

is we're going to have to act in accordance with what the

Congress has enacted in this statute. We also have to try and

act in accordance with our statute to the extent that there's

not a conflict. And what we're saying is there seems to be a

conflict in our authority to impose an access charge under

state statutes, but we still have an avenue open to impose a

one-time end user surcharge under our state statutes, and it

does not conflict with the statutory authority.

CHAIRMAN BAEZ: Can I -- just a quick clarifying question. When you say "impose," that kind of causes me concern. What we're doing is we're authorizing cost recovery and it's at the company's -- and ostensibly a methodology and

we should do it, but it's at the company's discretion whether they ever recover or not.

MS. CHRISTENSEN: Absolutely, we permitting. And I apologize if I gave the wrong impression.

CHAIRMAN BAEZ: No, that's all right.

MS. CHRISTENSEN: But certainly this is at the company's request.

CHAIRMAN BAEZ: Okay. Thank you. I'm sorry,

Commissioner, I interrupted you. Go ahead with your questions.

COMMISSIONER BRADLEY: Yes. We have authorized cost recovery, number pooling cost recovery. Are there any past precedents or is there a past precedent that might be applicable that we can use as a guiding light to help us with this decision?

MS. CHRISTENSEN: Commissioner, I'm sorry, I'm not aware of any. This is a unique circumstance with the thousand-block number pooling. I think that was an extraordinary circumstance where we were trying to obviously save as much of the area codes as we possibly could. So this is a unique circumstance, and I think that's one we discussed in Issue 1, is that this is extraordinary cost. This is not a normal situation that this Commission has addressed in the past. So I'm not aware of any, Commissioner.

MR. CASEY: I could add that the North Carolina Commission did approve an end user charge for their number

pooling cost recovery for state-mandated pooling.

COMMISSIONER DEASON: There were some states that denied it as well; is that correct?

MR. CASEY: Yes, sir.

CHAIRMAN BAEZ: Commissioners, any other questions?

COMMISSIONER DEASON: Well, I -- one other question.

Does Public Counsel oppose any cost recovery or the methodology that is being proposed in this PAA order? I mean, would they object to a recovery through some other means?

MR. CASEY: Public Counsel would not object to recovering it through access charges. That statement has been made.

COMMISSIONER DEASON: And of course, it's staff's concern that we don't have the authority to do that.

CHAIRMAN BAEZ: And I guess I agree that that probably is a concern or at least I perceive it to be a concern. But now, going back to a question that I asked, is it -- to the extent that the company has the discretion whether to recover at all, what is the company's ability to use access charges regardless of whether we have the authority of -- maybe that's not even a fair question but --

MS. CHRISTENSEN: We have some concerns with the access charge statute. It's very limited in what is allowed to be recovered through access charges, particularly through our last legislative changes. So, I mean, it's very limited as to

how that can be increased. There's very specific increases that are regimented from the access --

CHAIRMAN BAEZ: So never mind that this Commission, at least based on your interpretation of the law, the state law, never mind the Commission may not have available to it the authority to authorize recovery through access charges even as a matter of discretion for the company, they wouldn't have that avenue either. Is that a fair reading of the statute?

MS. CHRISTENSEN: I think that would be fair to say.

And I think they are limited in how much they can change their access rates under the statute. And certainly the changes that are allowed under the statute are more akin to the, I think, the access charge rebalancing dockets and the flow-through from that. So there's not a whole lot of discretion for anyone regarding access charges in Florida. The idea is to be bringing those down.

CHAIRMAN BAEZ: Commissioner Deason.

COMMISSIONER DEASON: Just a quick follow-up. Can't that same argument be made that in a price cap regime that we don't have the authority to do what you're proposing? I mean, that's Public Counsel's argument, isn't it not? Surely I'm oversimplifying it, but that is their argument, isn't it?

MS. CHRISTENSEN: Essentially, Commissioner, that's the argument that they put forth. And staff's recommendation to the Commissioners was that this would fall outside of what

was contemplated under the price cap scheme.

COMMISSIONER DAVIDSON: Move staff on all issues.

CHAIRMAN BAEZ: There is a motion. Is there a second?

COMMISSIONER BRADLEY: Well, I did have a question.

COMMISSIONER DEASON: I guess it was the "all issues" that got me there. I need to go back and look at what issues are what.

CHAIRMAN BAEZ: And, Commissioner Davidson, if I can make a suggestion. I think we had started off approaching the authority question on Issue 2. I don't know if that means --

with staff's rec. I understand sort of the issues at play here. I think staff has done a sound job analyzing them, and I think our access regime in this state is somewhat limited. My own view reading the federal act, FCC decisions, the state act, and relevant precedent is that we have the authority to do this. Number pooling imposes a real cost upon the industry. They're seeking their sort of actual costs back. There's not sort of a cost-plus scenario where they're getting a rate of return on this. And my view is, is that staff has got it right on all points. So my motion was to approve staff on all aspects, including the authority.

CHAIRMAN BAEZ: And I'll tell you, I'm comfortable with your motion personally. I'm just wondering, you know,

Commissioner, have you had time to entertain that?

COMMISSIONER DEASON: If I may, I know that we kind of left the question mode, but there's a note here and it's a question I need to ask if I have your permission to do that.

CHAIRMAN BAEZ: The motion hasn't been seconded.

COMMISSIONER BRADLEY: I also have a question.

CHAIRMAN BAEZ: We'll leave it on the table for a moment.

COMMISSIONER BRADLEY: And I think the motion will carry eventually.

CHAIRMAN BAEZ: Commissioner Deason, ask your question.

COMMISSIONER DEASON: On Page 21 of the recommendation it's referring to an FCC order at the top of the page, and then further it says, "The order further states."

And it's talking about that the costs incurred by the carriers to implement thousand-block pooling are intrastate costs, and I guess the FCC has determined that these are intrastate costs.

So how do they have the ability to delegate to the Commission to recover intrastate costs? It's almost like they're washing their hands of it saying, it's not our jurisdiction, it's somebody else's. So then if it's an intrastate cost, it's whatever law that applies in 364, Florida Statute, which gives us the ability to either allow cost recovery or not. So how does that mesh with the argument that we're getting authority

from the FCC to do this and the FCC says they are intrastate costs?

MS. CHRISTENSEN: Let me attempt to answer your question, Commissioner. And I think that goes back to where we're actually getting our authority from, and I think the actual authority to delegate to the states for number pooling is found in Section 251(e)(2) of the Act. So that's an act of Congress. So what we're trying to do here is implement both the federal statute as well as our state statutes and come to a result that's consistent with both. And I think that is what staff has recommended today.

COMMISSIONER DAVIDSON: It's a good question. I view it as, unfortunately, it's one of those intrastate costs that's imposed by a federal mandate. It's basically as a result of the federal structure that we probably are having to deal with as cost.

CHAIRMAN BAEZ: And just for my clarification, do you mean to say that that has the effect much beyond just delegation but that somehow we're subject not -- that we're subject to that federal statute even beyond any delegation, beyond an act of delegation?

MS. CHRISTENSEN: I think that those costs would have to be recovered beyond whether or not the FCC had delegated to the states or not.

COMMISSIONER BRADLEY: So it's staff's opinion that

16 there should be cost recovery. 1 2 MS. CHRISTENSEN: Correct. 3 COMMISSIONER BRADLEY: Okay. And we have a motion on the floor, but I just need to get some things straight in my 4 5 And I'm trying to get my hands around what OPC's objection to or what OPC's argument is as it relates to this. 6 7 Is it OPC's opinion in your interpretation that the companies under the old rate of return system recover their cost plus a 8 profit? 9 10 MS. CHRISTENSEN: Correct. COMMISSIONER BRADLEY: And under the new regulation 1.1 12 system the companies get a certain price and they make their 13 profits by cutting costs? 14 MS. CHRISTENSEN: Correct. 15 COMMISSIONER BRADLEY: So basically OPC's position is 16 that there should not be cost recovery? 17 MS. CHRISTENSEN: Correct, Commissioner. 18 understanding of their argument is that this is already being 19 recovered through the profits that they have made over the last 20 years and that it's an ordinary cost of business that would 21 have been absorbed through the price of service.

COMMISSIONER BRADLEY: And staff disagrees with that; correct?

MS. CHRISTENSEN: Correct.

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COMMISSIONER BRADLEY: Okay. Well, I'll second the

FLORIDA PUBLIC SERVICE COMMISSION

motion.

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COMMISSIONER DEASON: And one other comment.

CHAIRMAN BAEZ: Go ahead, Commissioner. And I guess
I just kind of need --

COMMISSIONER BRADLEY: I'll withdraw my second then.

COMMISSIONER DEASON: -- to get it off my chest. I need to get it off my chest a little bit is that -- and I think staff has described it accurately at the bottom of Page 21 when they quote the FCC as saying, "We believe that the entire nation should not be required to bear the costs incurred for the benefit of a particular state." That's the FCC's position but I think that is totally wrong.

The costs that were incurred by Florida companies to conserve these numbers is not a state-specific cost. Numbers are a national resource. And it just so happened that Florida found itself being a growth state, of being one of the states that could do something that would be effective that could help stem the rapid proliferation of the need for new area codes, and that we found ourself in a situation that there was an obvious problem that we needed to do something about it. And by us acting, we were acting in the national interest to save telephone numbers, not in Florida's interest. Sure, it benefitted Florida customers, but it was -- we were trying to conserve numbers on a national basis and Florida was in the position to have some significant impact in that regard. But

1	the FCC refused to allow recovery on a national basis because I
2	contend that if every number that is saved in Florida is also a
3	number that is saved in Montana or Idaho or New York or
4	California. These are national numbers. But the FCC in their
5	wisdom decided that, no, they were not going to aggregate these
6	costs on a national basis and allow recovery on a national
7	basis, and I think that's where the failing is in this entire
8	matter. I feel better having said that.
9	CHAIRMAN BAEZ: I feel better having you said that,
LO	actually.
11	Commissioner Bradley, there was a motion.
12	COMMISSIONER BRADLEY: After having listened to
13	Commissioner Deason's
14	CHAIRMAN BAEZ: Do you feel better too?
15	COMMISSIONER BRADLEY: rationale, I feel much
16	better. I still will second the motion.
17	CHAIRMAN BAEZ: There's a motion and second to move
18	staff on all issues. All those in favor say, "aye."
19	COMMISSIONER BRADLEY: Aye.
20	CHAIRMAN BAEZ: Aye.
21	COMMISSIONER DAVIDSON: Aye.
22	COMMISSIONER DEASON: No.
23	CHAIRMAN BAEZ: All those opposed, "nay."
24	COMMISSIONER DEASON: Nay.
25	CHAIRMAN BAEZ: Thank you, Commissioner.

COMMISSIONER DEASON: I have a problem with the concept that the FCC by their authority can grant this

Commission to enable cost recovery, and I agree there should be cost recovery, but I don't think -- if they give us the ability to implement cost recovery, it should be with the authority by the FCC that we can implement it by their approved or their preferred methodology, which is access charges, regardless of what our state-specific law says. I think that to say that we don't have the ability to do it by access charges, that that ignores the fact that this is probably also, at least in the Public Counsel's mind and I think there's some credence to their argument, that it runs afoul of the price cap regulation as well.

So if the FCC gives us the authority to do it at all, they must give us the authority to do it in their preferred methodology which preempts Florida statutes in terms of access charges and that we should have the ability to do it on an access charge basis.

COMMISSIONER BRADLEY: And I don't have any objections to what Commissioner Deason has just stated. But my rationale is that staff has analyzed this issue, and we in the past voted to allow cost recovery as it relates to number pooling and I'm just trying to be consistent.

COMMISSIONER DEASON: And I'm not finding fault. I think staff has done an excellent job in their analysis. They

have laid out the issues very well, and they have presented all of the arguments and they have come to a conclusion. And I don't fault them for that conclusion. I come to a different conclusion.

CHAIRMAN BAEZ: Since we may -- and this by no means implies that any other Commissioner should pipe up unless they feel it, but here's my situation with that. Although I think you make some valid arguments, I see this as analogous to the ETC issue. I mean, we can't go ahead and say that the FCC has delegated authority to us and then pick and choose when we're going to follow state statutes to make -- to have as a basis for a decision. I think here was a partial opportunity for us to carry out both our responsibilities, and that's why I think that the opportunity for us or the ability for us to address this issue was available to us in state statutes.

It may not be pretty. It may not even be fair. I mean, I agree with you on that. But whereas, on the ETC, this Commission voted -- on the ETC certification, this Commission voted that it had no authority because despite a responsibility that was passed down to the state commissions on the part of the FCC, we could not honor that responsibility because state statute kept us from it. And I see this as a very similar situation except that the state statute left half an opening. And I think that this decision, at least in my opinion, is -- although only half satisfying is just that. We had to

discharge our responsibility in the only way that was available 1 to us. That's my rationale for this decision anyhow. 2 COMMISSIONER BRADLEY: And right. And not to prolong 3 4 this discussion, but the FCC has --CHAIRMAN BAEZ: Sure. 5 COMMISSIONER BRADLEY: Well, I respect the FCC and 6 7 what their statutory mission is. But also I respect the fact that the Florida Legislature is a very wise group, and it 8 9 renders decisions in its opinion that are specifically good for 10 the state of Florida. By all means, I respect what 11 Commissioner Deason had to say. And maybe what we need to do 12 is to spread those comments across the record so that in the 13 future we can keep those issues alive and have a continued 14 discussion and maybe move in that direction. 15 CHAIRMAN BAEZ: Thank you, Commissioners. Commissioners, I see that staff on Item 4 --16 COMMISSIONER DEASON: 17 CHAIRMAN BAEZ: -- 3, I'm sorry, is back. So I think 18 19 we might be able to get this out of the way. Thank you, staff, for your assistance. 20 (Agenda Item Number 4 concluded.) 21 22 23 24

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1	STATE OF FLORIDA)
2	: CERTIFICATE OF REPORTER COUNTY OF LEON)
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4	I, TRICIA DeMARTE, RPR, Official Commission Reporter, do hereby certify that the foregoing proceeding was heard at the time and place herein stated.
5	
6	IT IS FURTHER CERTIFIED that I stenographically reported the said proceedings; that the same has been transcribed under my direct supervision; and that this
7	transcript constitutes a true transcription of my notes of said proceedings.
8	
9	I FURTHER CERTIFY that I am not a relative, employee, attorney or counsel of any of the parties, nor am I a relative or employee of any of the parties' attorneys or counsel
10	connected with the action, nor am I financially interested in the action.
11	DIMED MILE COLL DIVIOLE COLL
12	DATED THIS 23rd DAY OF AUGUST, 2004.
13	Fricia DeMato
14	TRICIA DeMARTE, RPR
15	FPSC Official Commission Reporter (850) 413-6736
	(030) 413 0/30
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