

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Complaint of WorldCom Technologies, Inc., against BellSouth Telecommunications, Inc., for breach of terms of Florida Partial Interconnection Agreement under sections 251 and 252 of the Telecommunications Act of 1996 and request for relief

DOCKET NO. 971478-TP

In re: Complaint of Teleport Communications Group, Inc./TCG South Florida against BellSouth Telecommunications, Inc., for breach of terms of interconnection agreement under section 252 of the Telecommunications Act of 1996 and request for relief

DOCKET NO. 980184-TP

In re: Complaint of Intermedia Communications, Inc., against BellSouth Telecommunications, Inc., for breach of terms of Florida Partial Interconnection Agreement under sections 251 and 252 of the Telecommunications Act of 1996 and request for relief

DOCKET NO. 980495-TP

In re: Complaint of MCImetro Access Transmission Services, Inc., against BellSouth Telecommunications, Inc., for breach of terms of interconnection agreement under section 252 of the Telecommunications Act of 1996 and request for relief

DOCKET NO. 980499-TP

ORDER NO. PSC-98-0561-PCO-TP
ISSUED: April 21, 1998

DOCUMENT NUMBER-DATE

04469 APR 21 1998

FPSC-APR 21 1998 REPORTING

ORDER CONSOLIDATING DOCKETS, ESTABLISHING PROCEDURE,
AND
ESTABLISHING TENTATIVE LIST OF ISSUES

MFS Communications Company, Inc., (MFS) and BellSouth Telecommunications, Inc., (BellSouth) entered into a Partial Florida Interconnection Agreement (Agreement) pursuant to the Telecommunications Act of 1996 (Act) on August 26, 1996. The Commission approved the Agreement in Order No. PSC-96-1508-FOF-TP, issued December 12, 1996, in Docket No. 961053-TP and an amendment to the Agreement in Order No. PSC-97-0772-FOF-TP, issued July 1, 1997, in Docket No. 970315-TP. On November 12, 1997, WorldCom Technologies, Inc., (WorldCom) filed a Complaint Against BellSouth and Request for Relief, alleging that BellSouth has failed to pay reciprocal compensation for local telephone exchange service traffic transported and terminated by WorldCom's affiliate, MFS, to Internet Service Providers (ISPs). BellSouth filed its Answer and Response on December 22, 1997. In Order No. PSC-98-0454-PCO-TP, issued March 31, 1998, the Commission directed that the matter be set for hearing.

Teleport Communications Group, Inc./TCG South Florida, (TCG) and BellSouth entered into an Interconnection Agreement pursuant to the Act on July 15, 1996. The Commission approved the Agreement in Order No. PSC-96-1313-FOF-TP, issued October 29, 1996, in Docket No. 960862-TP. On February 4, 1998, TCG filed a Complaint for Enforcement of Section IV.C of its Interconnection Agreement with BellSouth, also alleging that BellSouth has failed to pay reciprocal compensation for local telephone exchange service traffic transported and terminated by TCG to ISPs. BellSouth filed its Answer and Response on February 25, 1998.

MCImetro Access Transmission Services, Inc., (MCIm) and BellSouth entered into an Interconnection Agreement pursuant to the Act on April 4, 1997. The Commission approved the Agreement in Order Nos. PSC-97-0723-FOF-TP, issued June 19, 1997, and PSC-97-0723A-FOF-TP, issued June 26, 1997, in Docket No. 960846-TP. On February 23, 1998, MCIm filed a Complaint against BellSouth, which was docketed in Docket No. 980281-TP. Amongst other things, MCIm also alleged in Count 13 that BellSouth has failed to pay reciprocal compensation for local telephone exchange service traffic transported and terminated by MCIm to ISPs. On April 6, 1998, MCIm filed a separate Complaint embodying the complaint set forth in Count 13 of the first Complaint. Accordingly, Docket No. 980499-TP was opened.

ORDER NO. PSC-98-0561-PCO-TP

DOCKET NOS. 971478-TP, 980184-TP, 980495-TP, and 980499-TP

PAGE 3

Intermedia Communications, Inc., (Intermedia) and BellSouth entered into an interconnection agreement pursuant to the Act on July 1, 1996. The Commission approved the agreement in Order No. PSC-96-1236-FOF-TP, issued October 7, 1996, in Docket No. 960769-TP. On February 24, 1997, the companies amended their agreement. The Commission approved the amended agreement in Order No. PSC-97-1617-FOF-TP, issued December 30, 1997, in Docket No. 971230-TP. On April 6, 1998, Intermedia filed a Complaint against BellSouth also alleging that BellSouth has failed to pay reciprocal compensation for local telephone exchange service traffic transported and terminated by Intermedia to ISPs. Accordingly, Docket No. 980495-TP was opened.

Consolidation

Section 252(g) of the Telecommunications Act of 1996, provides that a state commission may, to the extent practical, consolidate proceedings under Section 252 to reduce administrative burdens on telecommunications carriers, other parties to the proceedings, and the state commission in carrying out its responsibilities under the Act. Section 252(e)(1) requires all agreements under the Act to be submitted for state commission approval. This authority to accept or reject agreements carries with it the authority to enforce the provisions of agreements that state commissions have approved. Iowa Utilities Bd. v. FCC, 120 F.3d 753, 804 (8th Cir. 1997). The issue raised by each of the complainants in these dockets is essentially the same, i.e., whether traffic transported and terminated to ISPs is subject to reciprocal compensation under their interconnection agreements with BellSouth. Accordingly, consolidation of these dockets for purposes of hearing is appropriate, and it is therefore ordered.

The Scope of the Proceeding in General

The scope of this proceeding shall be based upon the issue(s) raised by the parties and Commission staff (staff) up to and during the prehearing conference, unless modified by the Commission. The hearing will be conducted according to the provisions of Chapter 120, Florida Statutes, and the rules of this Commission.

Discovery

a. When discovery requests are served and the respondent intends to object to or ask for clarification of the discovery request, the objection or request for clarification shall be made within ten days of service of the discovery request. This

procedure is intended to reduce delay in resolving discovery disputes.

b. The hearing in this docket is set for May 13, 1998. Unless authorized by the Prehearing Officer for good cause shown, all discovery shall be completed by May 6, 1998. All interrogatories, requests for admissions, and requests for production of documents shall be numbered sequentially in order to facilitate their identification. The discovery requests will be numbered sequentially within a set and any subsequent discovery requests will continue the sequential numbering system. Unless subsequently modified by the Prehearing Officer, the following shall apply: interrogatories, including all subparts, shall be limited to 50, and requests for production of documents, including all subparts, shall be limited to 50.

c. Any information provided pursuant to a discovery request for which proprietary confidential business information status is requested shall be treated by the Commission and the parties as confidential. The information shall be exempt from Section 119.07(1), Florida Statutes, pending a formal ruling on such request by the Commission, or upon the return of the information to the person providing the information. If no determination of confidentiality has been made and the information has not been made a part of the evidentiary record in the proceeding, it shall be returned expeditiously to the person providing the information. If a determination of confidentiality has been made and the information was not entered into the record of the proceeding, it shall be returned to the person providing the information within the time period set forth in Section 364.183(2), Florida Statutes.

Diskette Filings

See Rule 25-22.028(1), Florida Administrative Code, for the requirements of filing on diskette for certain utilities.

Prefiled Testimony and Exhibits

Pursuant to Rule 25-22.048, Florida Administrative Code, each party shall prefile, in writing, all testimony that it intends to sponsor. Such testimony shall be typed on 8 ½ inch x 11 inch transcript-quality paper, double spaced, with 25 numbered lines, on consecutively numbered pages, with left margins sufficient to allow for binding (1.25 inches).

Each exhibit intended to support a witness' prefiled testimony shall be attached to that witness' testimony when filed, identified by his or her initials, and consecutively numbered beginning with 1. All other known exhibits shall be marked for identification at the prehearing conference. After an opportunity for opposing parties to object to introduction of the exhibits and to cross-examine the witness sponsoring them, exhibits may be offered into evidence at the hearing. Exhibits accepted into evidence at the hearing shall be numbered sequentially. The pages of each exhibit shall also be numbered sequentially prior to filing with the Commission.

An original and fifteen copies of all testimony and exhibits shall be prefiled with the Director, Division of Records and Reporting by the close of business, which is 5:00 p.m., on the date due. A copy of all prefiled testimony and exhibits shall be served by mail or hand delivery to all other parties and staff no later than the date filed with the Commission. Failure of a party to timely prefile exhibits and testimony from any witness in accordance with the foregoing requirements may bar admission of such exhibits and testimony.

Prehearing Statement

Pursuant to Rule 25-22.038(3), Florida Administrative Code, a prehearing statement shall be required of all parties in this docket. Staff will also file a prehearing statement. The original and fifteen copies of each prehearing statement shall be prefiled with the Director of the Division of Records and Reporting by the close of business, which is 5:00 p.m., on the date due. A copy of the prehearing statement shall be served on all other parties and staff no later than the date it is filed with the Commission. Failure of a party to timely file a prehearing statement shall be a waiver of any issue not raised by other parties or by the Commission. In addition, such failure shall preclude the party from presenting testimony in support of its position. Such prehearing statements shall set forth the following information in the sequence listed below.

- (a) the name of all known witnesses that may be called by the party, and the subject matter of their testimony;
- (b) a description of all known exhibits that may be used by the party, whether they may be identified

on a composite basis, and the witness sponsoring each;

- (c) a statement of basic position in the proceeding;
- (d) a statement of issues that have been stipulated to by the parties;
- (e) a statement of all pending motions or other matters the party seeks action upon; and
- (f) a statement as to any requirement set forth in this order that cannot be complied with, and the reasons therefore.

Prehearing Conference

A prehearing conference will be held in this docket at the Florida Public Service Commission, 2540 Shumard Oak Boulevard Tallahassee, Florida 32399-0850. The conditions of Rule 25 22.038(5)(b), Florida Administrative Code, shall be observed. Any party who fails to attend the prehearing conference, unless excused by the Prehearing Officer, will have waived all issues and positions raised in that party's prehearing statement.

Prehearing Procedure: Waiver of Issues

Any issue not raised by a party prior to the issuance of the prehearing order shall be waived by that party, except for good cause shown. A party seeking to raise a new issue after the issuance of the prehearing order shall demonstrate that: it was unable to identify the issue because of the complexity of the matter; discovery or other prehearing procedures were not adequate to fully develop the issue; due diligence was exercised to obtain facts touching on the issue; information obtained subsequent to the issuance of the prehearing order was not previously available to enable the party to identify the issue; and introduction of the issue could not be to the prejudice or surprise of any party. Specific reference shall be made to the information received, and how it enabled the party to identify the issue.

Unless a matter is not at issue for that party, each party shall diligently endeavor in good faith to take a position on each issue prior to issuance of the prehearing order. When a party is unable to take a position on an issue, it shall bring that fact to the attention of the Prehearing Officer. If the Prehearing Officer

finds that the party has acted diligently and in good faith to take a position, and further finds that the party's failure to take a position will not prejudice other parties or confuse the proceeding, the party may maintain "no position at this time" prior to hearing and thereafter identify its position in a post-hearing statement of issues. In the absence of such a finding by the Prehearing Officer, the party shall have waived the entire issue. When an issue and position have been properly identified, any party may adopt that issue and position in its post-hearing statement.

Issues

The issues for decision in these proceedings were established at a Pre-Prehearing Conference on April 13, 1998, after consideration of the arguments presented by the parties. In establishing these issues, I ruled that the Commission would not address policy issues in these proceedings. Rather, the Commission's objective would be to resolve the disputes arising from the parties' interconnection agreements concerning reciprocal compensation for traffic transported and terminated to ISPs. To that effect, the parties shall present their cases within the following issues:

- ISSUE 1: Under their Florida Partial Interconnection Agreement, are WorldCom Technologies, Inc./MFS Communications Company, Inc., and BellSouth Telecommunications, Inc., required to compensate each other for transport and termination of traffic to Internet Service Providers? If so, what action, if any, should be taken?
- ISSUE 2: Under their Interconnection Agreement, are Teleport Communications Group, Inc./TCG South Florida and BellSouth Telecommunications, Inc., required to compensate each other for transport and termination of traffic to Internet Service Providers? If so, what action, if any, should be taken?
- ISSUE 3: Under their Interconnection Agreement, are MCImetro Access Transmission Services, Inc., and BellSouth Telecommunications, Inc., required to compensate each other for transport and termination of traffic to Internet Service Providers? If so, what action, if any, should be taken?

ISSUE 4: Under their Interconnection Agreement, are Intermedia Communications, Inc., and BellSouth Telecommunications, Inc., required to compensate each other for transport and termination of traffic to Internet Service Providers? If so, what action, if any, should be taken?

The issues will be broadly interpreted and within them the parties will be able to address in their testimony and positions matters such as whether or not the agreement provisions in question are unambiguous, the intent of the parties at the time the agreements were formed as well as other elements of contract construction, and the technical and jurisdictional nature of the traffic in question within the context of the agreements.

Controlling Dates

The following dates have been established to govern the key activities of this case.

1)	All Direct testimony and exhibits	April 17, 1998
2)	All Rebuttal testimony and exhibits	April 24, 1998
3)	Prehearing Statements	April 29, 1998
4)	Prehearing Conference	May 13, 1998
5)	Hearing	June 4-5, 1998
6)	Briefs	July 6, 1998

At the request of the parties, this proceeding is being conducted on an expedited basis. The controlling dates have been established with the agreement of the parties.

Use of Confidential Information At Hearing

It is the policy of this Commission that all Commission hearings be open to the public at all times. The Commission also recognizes its obligation pursuant to Section 364.183, Florida Statutes, to protect proprietary confidential business information from disclosure outside the proceeding. Any party wishing to use any proprietary confidential business information, as that term is defined in Section 364.183(4), Florida Statutes, shall notify the Prehearing Officer and all parties of record by the time of the

Prehearing Conference, or if not known at that time, no later than seven (7) days prior to the beginning of the hearing. The notice shall include a procedure to assure that the confidential nature of the information is preserved as required by statute. Failure of any party to comply with the seven day requirement described above shall be grounds to deny the party the opportunity to present evidence which is proprietary confidential business information.

When confidential information is used in the hearing, parties must have copies for the Commissioners, necessary staff, and the Court Reporter, in envelopes clearly marked with the nature of the contents. Any party wishing to examine the confidential material that is not subject to an order granting confidentiality shall be provided a copy in the same fashion as provided to the Commissioners, subject to execution of any appropriate protective agreement with the owner of the material. Counsel and witnesses are cautioned to avoid verbalizing confidential information in such a way that would compromise the confidential information. Therefore, confidential information should be presented by written exhibit when reasonably possible to do so. At the conclusion of that portion of the hearing that involves confidential information, all copies of confidential exhibits shall be returned to the proffering party. If a confidential exhibit has been admitted into evidence, the copy provided to the Court Reporter shall be retained in the Division of Records and Reporting's confidential files.

Post-Hearing Procedures

Rule 25-22.056(3), Florida Administrative Code, requires each party to file a post-hearing statement of issues and positions. A summary of each position of no more than 50 words, set off with asterisks, shall be included in that statement. If a party's position has not changed since the issuance of the prehearing order, the post-hearing statement may simply restate the prehearing position; however, if the prehearing position is longer than 50 words, it must be reduced to no more than 50 words. The rule also provides that if a party fails to file a post-hearing statement in conformance with the rule, that party shall have waived all issues and may be dismissed from the proceeding.

A party's proposed findings of fact and conclusions of law, if any, statement of issues and positions, and brief, shall together total no more than 60 pages, and shall be filed at the same time. The prehearing officer may modify the page limit for good cause shown. Please see Rule 25-22.056, Florida Administrative Code, for other requirements pertaining to post-hearing filings.

ORDER NO. PSC-98-0561-PCO-TP
DOCKET NOS. 971478-TL, 980184-TP, 980495-TP, and 980499-TP
PAGE 10

Based upon the foregoing, it is

ORDERED by Commissioner J. Terry Deason, as Prehearing Officer, that the provisions of this Order shall govern this proceeding unless modified by the Commission. It is further

ORDERED that Docket Nos. 971478-TL, 980184-TP, 980495-TP and 980499-TP are consolidated for purposes of administrative hearing as set forth in the body of this Order.

By ORDER of Commissioner J. Terry Deason, as Prehearing Officer, this 21st day of April, 1998.



J. Terry Deason, Commissioner
and Prehearing Officer

(S E A L)

CJP

ORDER NO. PSC-98-0561-PCO-TP
DOCKET NOS. 971478-TP, 980184-TP, 980495-TP, and 980499-TP
PAGE 11

NOTICE OF FURTHER PROCEEDINGS OR JUDICIAL REVIEW

The Florida Public Service Commission is required by Section 120.59(4), 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 this order, which is preliminary, procedural or intermediate in nature, may request: 1) reconsideration within 10 days pursuant to Rule 25-22.038(2), Florida Administrative Code, if issued by a Prehearing Officer; 2) reconsideration within 15 days pursuant to Rule 25-22.060, Florida Administrative Code, if issued by the Commission; or 3) 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 or wastewater utility. A motion for reconsideration shall be filed with the Director, Division of Records and Reporting, in the form prescribed by Rule 25-22.060, Florida Administrative Code. Judicial review of a preliminary, procedural or intermediate ruling or order is available if review of the final action will not provide an adequate remedy. Such review may be requested from the appropriate court, as described above, pursuant to Rule 9.100, Florida Rules of Appellate Procedure.