State of Florida



Public Service Commission

CAPITAL CIRCLE OFFICE CENTER • 2540 SHUMARD OAK BOULEVARD TALLAHASSEE, FLORIDA 32399-0850

-M-E-M-O-R-A-N-D-U-M-

DATE:

August 21, 2008

TO:

Office of Commission Clerk (Cole)

FROM:

Division of Regulatory Compliance (Polk, Casey)

Office of the General Counsel (Tan)

RE:

Docket No. 080043-TX - Application for certification

telecommunications carrier by dPi Teleconnect, LLC.

AGENDA: 09/04/08 - Regular Agenda - Proposed Agency Action - Interested Persons May

Participate

COMMISSIONERS ASSIGNED: All Commissioners

PREHEARING OFFICER:

Argenziano

CRITICAL DATES:

None

SPECIAL INSTRUCTIONS:

None

FILE NAME AND LOCATION:

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Case Background

On January 17, 2008, dPi Teleconnect, LLC (dPi) petitioned the Florida Public Service Commission (FPSC or Commission) for designation as an Eligible Telecommunications Carrier (ETC) in the State of Florida. Specifically, dPi requested that it be granted ETC status throughout the non-rural BellSouth/AT&T (AT&T) and Verizon service territories for purposes of receiving federal universal service support. dPi has consummated interconnection agreements with both AT&T and Verizon. The company states that it will only be seeking low-income support, and that it will not be requesting high-cost support from the federal Universal Service Fund (USF). dPi's primary purpose in requesting ETC status in Florida is to provide Lifeline and Link-Up services.

DOCUMENT NUMBER-DATE

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FPSC-COMMISSION CLERK

dPi was granted ETC status in Texas on July 3, 2008, in Kansas on May 30, 2008, and in Alabama on April 15, 2008. dPi further states it has ETC applications pending in the states of Arkansas, Georgia, Kentucky, Louisiana, Missouri, North Carolina, Oklahoma, and South Carolina. As of February 2008, dPi had 856 Florida residential customers and no commercial accounts.

dPi is a certificated competitive local exchange carrier (CLEC) which provides local exchange and exchange access services in the AT&T and Verizon areas through resale services. At present, 100% of dPi's service is provided via a prepaid basis. dPi, if granted ETC status, states that it will provide local exchange and exchange access services in the requested designated service areas using a combination of resale and wholesale local platform (WLP)/unbundled network element (UNE) lines. According to Federal Communication Commission (FCC) Rules, facilities obtained as WLP/UNE lines satisfy the requirement that an ETC provide the supported services using its own facilities. Additionally, dPi has committed to publicize the availability of Lifeline and Link-Up services in a manner reasonably designed to reach those likely to qualify for those services.

dPi is a limited liability company organized in the State of Delaware, and it is authorized to conduct business as a foreign limited liability company in the State of Florida. The principal office of the Company is located at 2997 LBJ Freeway, Suite 225, Dallas, TX 75234. The Company was granted a CLEC certificate in Florida on December 5, 1998.⁴

Staff drafted an affidavit for ETC applicants to sign attesting that the ETC applicant will follow all Florida Statutes, Florida Administrative Rules, Florida PSC Orders, FCC rules, FCC Orders, and regulations contained in the Telecommunications Act of 1996 (ACT) regarding Universal Service, ETCs, Link-Up, Lifeline, and toll-limitation service. dPi signed and returned the affidavit (See Attachment A).

The Commission has authority under Section 364.10(2), Florida Statutes, to decide a petition by a CLEC seeking designation as an eligible telecommunications carrier pursuant to 47 C.F.R. § 54.201.

¹ Application for dPi Teleconnect, LLC for designation as an Eligible Telecommunications Carrier, Docket No. 35706, order No. 3.

² Application for dPi Teleconnect, LLC for designation as an Eligible Telecommunications Carrier, Docket No. 08-DPIT-713-ETC.

³ Application for dPi Teleconnect, LLC for designation as an Eligible Telecommunications Carrier, Docket No. 26941.

⁴ Application for dPi Teleconnect, LLC for designation as Competitive Local Exchange Carrier, Docket No. 981098-TX, Order Number PSC-98-1506-FOF-TX.

Discussion of Issues

Issue 1: Should dPi be granted ETC status in the State of Florida?

<u>Recommendation</u>: Yes. Staff recommends that dPi be granted ETC status in the AT&T and Verizon wire centers shown in Attachment B. (Polk, Casey)

<u>Staff Analysis</u>: Pursuant to Federal Statute, state commissions have the primary responsibility to designate providers as ETCs.⁵ Designation as an ETC is required in order for a provider to be eligible to receive monies from the federal USF. Section 254(e) of the Act provides that "only an eligible telecommunications carrier designated under Section 214(e) shall be eligible to receive specific federal universal service support." According to Section 214(e)(1), a common carrier designated as an ETC must offer and advertise the services supported by the federal Universal Service mechanisms throughout a designated service area.

ETC Certification Requirements

The Code of Federal Regulations addresses a state commission's responsibilities related to an ETC designation:⁷

Upon request and consistent with the public interest, convenience, and necessity, the state commission may, in the case of an area served by a rural telephone company, and shall, in the case of all other areas, designate more than one common carrier as an eligible telecommunications carrier for a service area designated by the state commission, so long as each additional requesting carrier meets the requirements of paragraph (d) of this section. Before designating an additional eligible telecommunications carrier for an area served by a rural telephone company, the state commission shall find that the designation is in the public interest.

To qualify as an ETC, telecommunications carriers must provide nine (9) services identified in 47 CFR Rule 54.201(d)(1).

- (1) Voice-grade access to the public switched network Voice-grade access is defined as a functionality that enables a user of telecommunications services to transmit voice communications, including signaling the network that the caller wishes to place a call, and to receive voice communications, including receiving a signal indicating there is an incoming call;
- (2) <u>Local Usage</u> Local usage indicates the amount of minutes of use of exchange service, provided free of charge to end-users;

⁵ 47 U.S.C. § 214(e)(2), 47 C.F.R. § 54.201(b).

⁶ 47 U.S.C. § 254(e)(2).

⁷ 47 C.F.R. § 54.201(c).

- (3) <u>Dual-tone multi-frequency signaling or its functional equivalent</u> Dual-tone multi-frequency ("DTMF") is a method of signaling that facilitates the transportation of signaling through the network, thus shortening call set-up time;
- (4) <u>Single-party service or its functional equivalent</u> Single-party service is telecommunications service that permits users to have exclusive use of a wire line subscriber loop or access line for each call placed, or in the case of wireless telecommunications carriers, which use spectrum shared among users to provide service, a dedicated message path for the length of a user's particular transmission;
- (5) Access to emergency services Access to emergency services includes access to services, such as 911 and enhanced 911, provided by local governments or other public safety organizations;
- (6) Access to operator services Access to operator services is defined as access to any automatic or live assistance to a consumer to arrange for billing and/or completion, of a telephone call;
- (7) Access to interexchange service Access to interexchange service is defined as the use of the loop, as well as that portion of the switch that is paid for by the end user, or the functional equivalent of these network elements in the case of a wireless carrier, necessary to access an interexchange carrier's network;
- (8) Access to directory assistance Access to directory assistance is defined as access to a service that includes, but is not limited to, making available to customers, upon request, information contained in directory listings; and
- (9) <u>Toll-limitation for qualifying low-income consumers</u> Toll-limitation or Blocking restricts all direct-dial toll access.

In addition to providing the above services, ETCs must advertise the availability of such services and the associated charges using media of general distribution.

Additional ETC Certification Requirements

In addition to requiring the above services, the FCC, on March 17, 2005, issued a Report and Order that established additional criteria that all ETC applicants must satisfy in order to be granted ETC status by the FCC.⁸ In this Order, the FCC determined that an ETC applicant must also demonstrate:

- 1) a commitment and ability to provide the supported services throughout the designated area:
- 2) the ability to remain functional in emergency situations;

⁸ In the Matter of Federal-State Joint Board on Universal Service, CC Docket No. 96-45, Order FCC 05-46, Adopted: February 25, 2005, Released: March 17, 2005.

- 3) ability to satisfy consumer protection and service quality standards;
- 4) provision of local usage comparable to that offered by the incumbent LEC; and
- 5) an acknowledgement that the applicant may be required by the FCC to provide equal access if all other ETCs in the designated service area relinquish their designations pursuant to Section 214(e)(4) of the Act.

The FCC encouraged states to also adopt these criteria, and the FPSC has done so in Docket No. 010977-TL, by Order No. PSC-05-0824-FOF-TL, issued August 15, 2005.

Public Interest Determinations

Under Section 214 of the Act, the FCC and state commissions must determine that an ETC designation is consistent with the public interest, convenience and necessity for rural areas. It also must consider whether an ETC designation serves the public interest consistent with Section 254 of the Act. Congress did not establish specific criteria to be applied under the public interest tests in Section 214 or Section 254. The public interest benefits of a particular ETC designation must be analyzed in a manner that is consistent with the purposes of the Act itself, including the fundamental goals of preserving and advancing universal service; ensuring the availability of quality telecommunications services at just, reasonable, and affordable rates; and promoting the deployment of advanced telecommunications and information services to all regions of the nation, including rural and high-cost areas. Staff believes that before designating a carrier as an ETC, the FPSC should make an affirmative determination that such designation is in the public interest, regardless of whether the applicant seeks designation in an area served by a rural or non-rural carrier.

dPi's Petition

dPi is requesting that it be granted ETC status throughout the non-rural AT&T and Verizon territories for the purpose of receiving federal universal service support. The company states that it will only be seeking low-income support, and it is not requesting high-cost support from the federal USF. dPi's primary purpose in requesting ETC status in Florida is to provide Lifeline and Link-Up services. dPi has interconnection agreements on file with the FPSC, which allow it to purchase UNEs from AT&T and Verizon, to meet the facilities requirement of an ETC to provide the nine (9) required services. dPi has provided data to staff indicating it serves approximately 22 customers through UNEs.

Since becoming a telephone company in Florida, dPi has shown a willingness to actively process both consumer and carrier-to-carrier disputes. With this history and relatively few consumer complaints in the past few years, staff believes that dPi has shown a proficiency in handling both carrier-to-carrier disputes and consumer complaints.

⁹ In the Matter of Federal-State Joint Board on Universal Service, CC Docket No. 96-45, Order FCC 05-46 (¶40), Adopted: February 25, 2005, Released: March 17, 2005.

In reviewing this petition, staff examined the applicant's quality of service, dPi's cooperation with the data gathering effort involved in the Commission's Competition Report, its payment history of regulatory assessment fees, its consumer complaint incidents and the timely resolution of those complaints, its compiled financial statements, and the company's status with the Florida Division of Corporations, among other sources.

dPi has no outstanding regulatory assessment fees, penalties, or interest associated with its Florida CLEC certificate; nor does the company have any active customer complaints on file with this Commission. dPi has also indicated that its accounts with the FCC and the USAC are current, and it is not aware of any outstanding complaints or violations with either entity. As part of the petition process, dPi has agreed to abide by the Commission's rules, such as the procedures for approving, denying, and terminating recipients, timelines for submitting reports, and expectations pertaining to the Lifeline and Link-Up programs. dPi commits to use federal universal support only for the provision of services for which the support is intended.

dPi has acknowledged the requirements of the Florida Lifeline program, and it has agreed to adhere to the program which provides qualified customers a total of \$13.50 in Lifeline assistance credits consisting of: \$6.50 in federal subscriber line charges, \$1.75 in federal support for states that have approved the credit, and \$1.75 which is a 50% match of federal support for having a state lifeline program requiring a \$3.50 credit under the Florida eligibility criteria. dPi indicates that it will provide the \$3.50 credit to qualified clients, advertise the availability of Lifeline, and begin offering these services within 60 days of receiving ETC status.

Conclusion

Staff believes that dPi will promote the availability of universal service to the underserved, economically disadvantaged telephone customers in Florida. Additionally, staff believes that dPi has the experience and management capability to effectively provide and promote Lifeline service and that a grant of ETC designation to dPi will enhance the subscribership among needy telephone customers in Florida.

dPi commits to use federal universal support only for the provision of services for which the support is intended. If ETC designation is granted to dPi, staff believes that dPi should be required, at the time of annual ETC recertification, to demonstrate how it has used the universal service funds within Florida. Additionally, if dPi should decide to seek any high-cost universal service funds, or seek ETC status in any rural service areas in the future, it should be required to file a petition and make a showing that it would be in the public interest to grant such a request.

Staff believes that the public interest benefits of a particular ETC designation should be analyzed in a manner that is consistent with the purposes of the Act itself, including the fundamental goals of preserving and advancing universal service; ensuring the availability of quality telecommunications services at just, reasonable, and affordable rates; and promoting the deployment of advanced telecommunications and information services to all regions of the nation, including rural and high-cost areas.

If dPi is designated an ETC by the FPSC, staff will continue to monitor and ensure that dPi, together with all other ETCs in Florida, are upholding these principles and attaining the goals and objectives of both the state and federal universal service programs. Based on staff's overall review, along with dPi's compliance and abidance of both state and federal rules and procedures, staff believes that dPi's petition to be designated as an ETC is in the public interest and should be approved. Therefore, staff recommends that dPi be granted ETC designation status in the AT&T and Verizon wire centers listed in Attachment B of this recommendation.

Issue 2: Should this docket be closed?

Recommendation: Yes. If no person whose substantial interests are affected files a protest to the Commission's Proposed Agency Action within 21 days of the issuance of the Commission Order, this docket should be closed upon issuance of a consummating order. (Tan)

<u>Staff Analysis</u>: If no person whose substantial interests are affected files a protest to the Commission's Proposed Agency Action within 21 days of the issuance of the Commission Order, this docket should be closed upon issuance of a consummating order.

AFFIDAVIT

State of	Texas
County	ofDallas_

BEFORE ME, the undersigned authority, appeared _David Dorwart__, who deposed and said:

My name is <u>David Dorwart</u>, I am employed by <u>dPi Teleconnect</u>, LLC_, located at <u>2997 LBJ Freeway</u>, Dallas Tx_ as its <u>President & CEO_</u>. I am an officer of the Company and am authorized to give this affidavit on behalf of the Company. This affidavit is being given to support the Eligible Telecommunications Carrier petition filed by my Company with the Florida Public Service Commission (PSC).

Company hereby certifies the following:

- Company will follow all Florida Statutes, Florida Administrative Rules, and Florida PSC Orders relating to Universal Service, Eligible Telecommunications Carriers, and the Florida Link-Up and Lifeline Program.
- Company will follow all FCC rules, FCC Orders, and regulations contained in the Telecommunications Act of 1996 regarding Universal Service, ETCs, Link-Up and Lifeline, and toll limitation service.
- 3. Company agrees that the Florida PSC may revoke a carrier's ETC status for good cause after notice and opportunity for hearing, for violations of any applicable Florida Statutes, Florida Administrative Rules, Florida PSC Orders, failure to fulfill requirements of Sections 214 or 254 of the Telecommunications Act of 1996, or if the PSC determines that it is no longer in the public interest for the company to retain ETC status.
- 4. Company understands that if its petition for ETC status is approved, it will be for limited ETC status to provide Link-Up, Lifeline, and toll-limitation service only, and the Company will be eligible only to receive low-income support from the Universal Service Fund.
- 5. Company understands that it may only receive reimbursement from the Universal Service Administrative company (USAC) for active customer Link-Up and Lifeline access lines which are provided using its own facilities or using access lines obtained as wholesale local platform lines (formerly UNE lines) from another carrier. The Company shall not apply to USAC for reimbursement of Link-Up and Lifeline access lines obtained from an underlying carrier which already receive a Lifeline and/or Link-Up credit provided by the underlying carrier.
- Company understands that the PSC shall have access to all books of account, records and property of all eligible telecommunications carriers.
- Company understands that low income support reimbursed by USAC for toll limitation service is available only for the incremental costs that are associated exclusively with toll limitation service.

> 8. Company agrees that upon request, it will submit to the PSC a copy of Form 497 forms filed with USAC to: Florida Public Service Commission
> Division of Regulatory Compliance, Market Practices Section
> 2540 Shumard Oak Drive

	Tallahassee, Florida 32303
9.	Company understands that in accordance with the Florida Lifeline program, eligible customers will receive a \$13.50 monthly discount on their phone bill, \$3.50 of which is provided by the ETC, and \$10.00 of which is reimbursable from the Federal Universal Service Fund.
	FURTHER AFFIANT SAYETH NOT. Signature David B. Dorward Printed Name
	Business Address: 2997 LBJ Freeway Dallas, TX 75234
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Exhibit 1

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BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	BRONSON	BRSNFLMARS0
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BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	CEDAR KEYS	CDKYFLMARS0
BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	CHIEFLAND	CFLDFLMARS0
BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	CHIPLEY	CHPLFLJADS0
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BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	CROSS CITY	CSCYFLBARS0
BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	DEBARY	DBRYFLMARS1
BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	DELAND	DELDFLMADS0
BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	DELRAY BCH	DLBHFLMARS0
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BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	GRACEVILLE	GCVLFLMARS0
BELLSOUTH TELECOMM INC DBA SOUTHERN BELL TEL & TEL	GENEVA	GENVFLMARS0
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VERIZON FLORIDA INC.

BARTOW BRTWFLXA53H **ENGLEWOOD ENWDFLXA47H FROSTPROOF** FRSTFLXA63H **INLKFLXARSA** INDIANLAKE LAKELAND LKLDFLXN85H **LAKE WALES LKWLFLXERSA** TAMPANTH LNLKFLXA99H **MLBYFLXARSA** MULBERRY HUDSON MNLKFLXA85H

VERIZON FLORIDA INC.	
VERIZON FLORIDA INC.	

MYAKKA	MYCYFLXA32H
NORTH PORT	NRPTFLXA42H
TAMPAWST	OLDSFLXA85H
POLK CITY	PKCYFLXARSA
BRADENTON	PLSLFLXA79H
HAINESCITY	POINFLXARSA
PALMETTO	PRSHFLXARSA
PLANT CITY	PTCYFLXA75H
STPETERSBG	SPBGFLXS86H
TAMPA	TAMPFLXA1JB
CLEARWATER	TAMPFLXAW44
NWPTRICHEY	TAMPFLXAW44
SARASOTA	TAMPFLXAW44
TAMPACEN	TAMPFLXEDS0
TARPON SPG	TRSPFLXA93H
VENICE	VENCFLXSDSQ
WINTER HVN	WNHNFLXC29H
ZEPHYRHILS	ZPHYFLXA78H