BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION 1 COMMESSION COMMESSION DOCKET NUMBER 080631-TP 2 DIRECT TESTIMONY OF EDUARDO MALDONADO 3 ON BEHALF OF DSL INTERNET CORPORATION 4 OCTOBER 6, 2009 5 6 7 Q. PLEASE STATE YOUR NAME AND ADDRESS. 8 9 A. My name is Eduardo Maldonado, and my business address is 815 N.W. 57th 10 Avenue, 3rd Floor, Miami, Florida 33126. 11 12 Q. BY WHOM ARE YOU EMPLOYED AND IN WHAT POSITION? 13 A. I am currently employed by DSL Internet Corporation ("DSLi") as the Vice-President of Administration. 14 15 16 Q. WHAT ARE YOUR PRESENT RESPONSIBLITIES? As the Vice-President of Administration, my responsibilities include 17 18 overseeing all operations and administration of DSLi, including the oversight of 19 legal and regulatory matters. In this regard, my responsibilities include all matters regarding the rules and regulations governing telecommunications carriers as they relate to Federal and State regulatory authorities such as the 22 Florida Public Service Commission ("FPSC") and the Federal Communications Commission ("FCC"). Additionally, I am responsible for assuring, to the extent COOL MEST MUMBER-BATE

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DIRECT TESTIMONY OF EDUARDO MALDONADO, Page 1 of \$357 OCT -78

possible, the performance of both DSLi and AT&T to and with the parties' agreements and amendments thereto. I also oversee maintaining DSLi's regulatory good standing and the necessary licenses and authorities to do business as a telecommunications carrier; and am responsible for DSLi's contact with the FPSC for all regulatory matters. Prior to this position, I worked at other positions in CLECs (as described below) which involved both the resale of local services and the provision of facilities-based local and long-distance telecommunications services to both residential and business customers. As part of my past and current duties and experiences, I have researched numerous FCC rulings, state commission opinions and orders, as well as orders and opinions from public legal proceedings regarding requirements responsibilities of ILECs (and more particularly as they relate to DSLi's interconnection agreements). I am familiar with many of the facts and each of the issues set forth in this proceeding and I am competent to provide testimony on all the issues in this proceeding. My current responsibilities at DSLi also include those responsibilities enumerated below in discussing my background and experience.

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20 Q. PLEASE PROVIDE SOME BRIEF INFORMATION ON YOUR

21 BACKGROUND AND EXPERIENCE.

- 22 A. In 2000, I graduated from William Woods University in Fulton, Missouri with a
- 23 Bachelor of Science degree in International Business Administration. Thereafter.

I began working at IDS Telcom LLC ("IDS") in Miami, Florida as an Assistant Product Manager. While working at IDS, in 2003 I received a Master of Business Administration in International Business from St. Thomas University in Miami, Florida. As an Assistant Product Manager at IDS from 2000 to 2002, I was responsible creating marketing plans for new telecommunications products and services, for researching and evaluating the competitive environment and the profitability of new telecommunications products and for establishing the pricing of such products. From 2002 to 2003, I worked as a Product Manager at IDS and expanded my previous responsibilities as an Assistant Product Manager to include marketing campaigns, brand awareness and the use of new marketing channels, dealing with state and federal regulators to assure IDS' compliance with the applicable telecommunications laws and regulations and the appropriate provisioning of services within the legal requirements, the analysis of industry and regulatory trends, the economic analysis and feasibility of network projects and expansion. In 2003, I left IDS and began working as the Director of Operations at DSLi. As the Director of Operations at DSLi, I was responsible for many of the same duties I had at IDS and in addition to those duties I was also responsible for negotiating and implementing agreements with ILEC, CLECs and other providers of telecommunications equipment and services and acting as the liaison to such providers; for controlling and reducing network and operational costs; provisioning telecommunications services and supporting technical services, billing, customer service, marketing and credit/collections. I was also responsible for researching and keeping DSLi abreast with the regulatory and

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1 legal environment and for assuring DSLi's compliance with all jurisdictional and 2 regulatory obligations and requirements. I was the Director of Operations at 3 DSLi from 2003 through 2006. From late 2006 until recently, I was the Vice-4 President of Operations at DSLi. As the Vice-President of Operations I increased 5 my previously responsibilities as Director of Operations to include being 6 responsible for all operations of DSLi and acting as the liaison with outside legal 7 counsel on all legal matters of the company. Recently, I was promoted to Vice-8 President of Administration at DSLi and have retained all of my previous 9 responsibilities together greater administrative oversight of DSLi and those 10 responsibilities enumerated above in discussing my current position at DSLi.

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13 Q. HAVE YOU TESTIFIED PREVIOUSLY ON TELECOMMUNICATIONS

ISSUES BEFORE ANY REGULATORY BODY?

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Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?

19 A. The purpose of my testimony is set forth DSLi's position regarding each of the

issues in this docket. I have both general and specific knowledge of the facts

and issues underlying the dispute in this docket.

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- 1 Q. PLEASE PROVIDE THE COMMISSION A FACTUAL TIME-LINE AND
- 2 BACKGROUND OF THIS DISPUTE OVER AT&T'S BACKBILLING OF
- 3 **\$188,820.59?**
- 4 A. In 2003, DSLi and AT&T's predecessor BellSouth Telecommunications Inc.
- 5 ("AT&T") entered into an Interconnection Agreement, dated July 4, 2003 (2003)
- 6 ICA). The 2003 ICA dealt with DSLI's access to the AT&T network and network
- 7 elements under Sections 251 and 252 of the Telecommunications Act.
- 8 Paragraph 18 of the 2003 ICA stated in pertinent part that: "[T]his Agreement
- 9 shall be governed by and construed in accordance with federal and state
- 10 substantive telecommunications law, including rules and regulations of the FCC
- 11 and appropriate Commission." Paragraph 29 of the 2003 ICA contained a
- provision dealing with the true-up of Section 251 network elements, whose rates
- were expressly interim at that time, but which later might become final as a result
- of a Commission cost-studies order. Attachment 7 to the 2003 ICA provided for
- 15 billing arrangements between the parties and included a Section 2 on Billing
- 16 Disputes which in part provided that disputes shall be submitted on AT&T's
- 17 Billing Adjustment Request ("BAR") Form. The 2003 ICA also contained rates for
- unbundled network elements in the state of Florida. The 2003 ICA was effective
- 19 for a period of three years, subject to an extension for re-negotiating a new ICA
- 20 upon expiration. Relevant portions of the 2003 ICA are attached to my testimony
- 21 as Exhibit EM-1.
- 22 On February 4, 2005, the FCC released its Triennial Review Remand
- 23 Order (TRRO) in CC Docket No. 01-338 (Order No. FCC 04-290) eliminating

mass market switching and various other network elements such as high capacity loops (i.e. DS1 and DS3) in certain wire centers. In particular, effective March 11, 2005, AT&T was no longer obligated to provide DSLi new DS1 loops to any location served by a wire center containing 60,000 or more business lines and four (4) or more fiber-based collocators; and new DS3 loops to any location served by a wire center containing 38,000 or more business lines and four (4) or more fiber-based collocators. With respect to dedicated transport, as of March 2005 AT&T was no longer obligated to provide DSLi new dedicated DS1 transport on routes where both wire centers contain 38,000 or more business lines or four (4) or more fiber-based collocators; new dedicated DS3 transport on routes where both wire centers contain 24,000 or more business lines or three (3) or more fiber-based collocators. For loops and dedicated transport in service as of March 11, 2005 (i.e. "Embedded Base"), the FCC provided a one-year transition period beginning March 11, 2005 to effectuate a changeover to alternative arrangements, during which the transition pricing for the Embedded Base would be one-hundred and fifteen percent (115%) of the rate as of June 15, 2004; which for all practical purposes was 115% of the network element rate in the 2003 ICA. On May 5, 2005, this Commission entered an Order in Docket No. 041269-TP (FPSC Order No. PSC-05-0492-FOF-TP) ("No-New-Add-Ons-Order") specifically stating that AT&T and other ILECs had no obligation to continue providing network elements delisted by the FCC in the TRRO as of March 11,

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2005; and thus for all practical purposes, with the exception of the embedded

- base, the delisted high capacity loops and dedicated transport which DSLi was
- 2 obtaining from AT&T became special access loops and circuits as of March 11,
- 3 2005. Since under both the TRRO and the No-New-Add-Ons-Order the changes
- 4 were self-effectuating, no amendments were required to DSLi's 2003 ICA to
- 5 effect this change.
- On or about July 12, 2005, DSLi entered into a Market-Based Rate
- 7 Agreement ("2005 MBRA") with AT&T for the provision of certain network
- 8 elements no longer required by the TRRO. In one of the recitals, the 2005
- 9 MBRA specifically states that DSLi wishes to procure from AT&T certain
- 10 telecommunications services not required under Section 251 of the
- 11 Telecommunications Act. The 2005 MBRA further states in paragraph 1.2 that
- the agreement shall be governed by 47 U.S.C. Sections 201 and 202, and the
- exclusive jurisdiction of the FCC. The 2005 MBRA reflects an understanding that
- 14 network elements no longer required under the Telecommunications Act are
- 15 governed by the federal rules and statutes regulating common carriers under
- 16 Title 47 of the United States Code. Relevant portions of 2005 MBRA are
- 17 attached to my testimony as Exhibit EM-2.
- On March 2, 2006, this Commission entered an order in Docket No.
- 19 041269-TP (Order No. PSC-06-0172-FOF-TP) adopting certain generic
- 20 amendment changes to existing interconnection agreements to implement the
- 21 TRRO. The Commission required the parties to execute such amendments by
- 22 March 10, 2006.

procure from AT&T certain telecommunications services not required under

Section 251 of the Telecommunications Act and in paragraph 1.2 that the agreement is to be governed by 47 U.S.C. Sections 201 and 202 and the exclusive jurisdiction of the FCC. The 2006 MBRA reflects an understanding that network elements no longer required under the Telecommunications Act are governed by the federal rules and statutes regulating common carriers under Title 47 of the United States Code. Relevant portions of 2006 MBRA are attached to my testimony as Exhibit EM-6.

On or about February 2007, DSLi entered into its current Interconnection Agreement with AT&T ("2007 ICA"), which replaced the previous 2003 ICA. Like the 2003 ICA, in paragraph 17 the 2007 ICA provides that "[T]his Agreement shall be governed by and construed in accordance with federal and state substantive telecommunications law, including rules and regulations of the FCC and appropriate Commission." The 2007 ICA also provides for back-billing in Paragraph 27 and generally limits that back-billing to one-year after the services have been provided. The 2007 ICA also provides for billing arrangements between the parties and includes a Section 2 on Billing Disputes which in part provided that disputes shall be submitted on AT&T's specified form. The 2007 ICA also contained rates for unbundled network elements in the state of Florida. Relevant portions of the 2007 ICA are attached to my testimony as Exhibit EM-7.

On or about May 28, 2008, AT&T sent DSLi a six-page "Facility Access Service Bill" ("5/28/08 Access Bill") which included a line item charge of \$188,820.59 for "Interstate Special Access." A true and correct copy of the 5/28/08 Access Bill is attached to my testimony as Exhibit EM-8. Because there

- was no support for the charges, DSLi disputed the amounts in accordance with
- 2 both the 2003 ICA and the 2007 ICA and submitted to AT&T a BAR Form
- memorializing this dispute. A copy of DSLi's 7/17/08 BAR Form disputing that
- 4 charge is attached to my testimony as Exhibit EM-9.
- On or about August 20, 2008, AT&T provided me a spreadsheet to review
- 6 which purports to provide a detail of what AT&T describes as a "backbilling for
- 7 UNE to Special Access Rate True-Up." A true and correct copy of the e-mail and
- 8 accompanying spreadsheet provided is attached to my testimony as Exhibit EM-
- 9 10. Because DSLi still believed the charges were inappropriate and/or incorrect,
- 10 DSLi disputed the amounts in accordance with both the 2003 ICA and the 2007
- 11 ICA and submitted to AT&T a second BAR Form memorializing this dispute. A
- 12 copy of DSLi's second 9/25/08 BAR Form which was submitted to AT&T and
- which continues to dispute this charge of \$188,820.59 is attached my testimony
- 14 as Exhibit EM-11.
- 15 AT&T subsequently threatened to disrupt DSLi's current service if the
- disputed amounts were not paid; including current service under the 2007 ICA.
- 17 As a result thereof, on or about October 9, 2008, DSLi filed this petition before
- this Commission seeking to resolve this back-billing dispute.
- In subsequent discussions with AT&T, AT&T has claimed that the charges
- 20 for each circuit listed in the back-billing have been calculated as the difference
- between AT&T's charge for that element on AT&T's FCC No. 1 Tariff and the
- 22 2003 ICA rate for the comparable network element. A review of the spreadsheet
- 23 provided by AT&T indicates that AT&T is seeking to back-bill for DS1 and DS3

1 loops and dedicated transport which were not a part of either the Embedded 2 Base or the transition period, since none of the back-billing is at the transition rate of 115% the 2003 ICA rate as of June 15, 2004. A review of AT&T's FCC 3 4 No. 1 Tariff has verified that AT&T is seeking to charge DSLi rates for network 5 elements that appear to come from Section 7 of AT&T's FCC No. 1 Tariff (Special Access Service). Attached to my testimony as Exhibit EM-12 are select 6 7 pages from AT&T's FCC No. 1 Tariff reflecting what appear to be rates for the 8 elements listed on AT&T's spreadsheet. Accordingly, all of the back-billing 9 purports to arise from AT&T billing of special access rates under AT&T FCC No. 10 1 Tariff.

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Q. IN REGARDS TO ISSUE 1, "WHAT DOCUMENT(S) AND/OR
APPLICABLE LAW GOVERNS THE PARTIES RELATIONSHIP AS IT
RELATES TO AT&T'S 'TRUE-UP' BILLING FOR \$188,820.59 PLUS LATE
PAYMENT CHARGES AS APPLICABLE?"

A. Although it appears that AT&T has muddled the issue by reference to the 2003 ICA and the 3/10/06 Amendment, under the TRRO and this Commission's No-New-Add-Ons-Order, DS1 and DS3 loops and dedicated transport which were delisted as network elements on March 11, 2005 and which are being billed off AT&T's FCC No. 1 Tariff are govern by federal law, including Title 47 of the United States Code as it relates to the FCC and interstate communications. Accordingly, the applicable document relating to AT&T's true-up billing is AT&T's

- FCC No. 1 Tariff, less amounts previously paid by DSLi (which amounts were
- 2 supposed to be the rates found in the 2003 ICA). Moreover, the applicable law is
- 3 found in Title 47 of the United States Code, including 47 U.S.C. Sections 201,
- 4 202 and 415; together with applicable and related FCC rules and FCC opinions.

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- 7 Q. IN REGARDS TO ISSUE 2, "WAS THE 'TRUE-UP' AMOUNT AT&T SEEKS
- 8 TO COLLECT FROM DSLI (\$188,820.59 PLUS LATE PAYMENT CHARGES
- 9 AS APPLICABLE) CALCULATED IN ACCORDANCE WITH THE
- 10 DOCUMENT(S) AND/OR APPLICABLE LAW IDENTIFIED IN ISSUE 1?"
- 11 A. No. Setting aside DSLi's defenses related to the timeliness of the back-billing
- to be discussed later, AT&T did not calculate the "true-up" accurately for at least
- 13 two reasons.
- First, AT&T's FCC No. 1 Tariff contains charges for network elements for
- both monthly and longer term rates. For example, the monthly rate charged by
- 16 AT&T for the Access USOC 1LPEA (Class of Service HFQC6) is \$220.00 per
- mile per month, while the long term rate for the same USOC varies from \$97.75
- to \$131.75 per mile per month. Moreover, the monthly rate charged by AT&T for
- 19 the Access USOC 1LPE8 (Class of Service HFQC6) is \$95.00 per mile per
- 20 month, while the long term rate for the same USOC varies from \$29.75 to \$55.00
- 21 per mile per month. Likewise, the monthly rate charged by AT&T for the Access
- 22 USOC 1LPS8 (Class of Service HFQC6) is \$1270.00 per month, while the long
- term rate for the same USOC varies from \$484.50 to \$782.00 per month. Lastly,

1 the monthly rate charged by AT&T for the Access USOC TMECS (Class of 2 Service XDH1X) is \$168.00 per month, while the long term rate for the same 3 USOC varies from \$120.00 to \$124.00 per month. Since AT&T delayed so long 4 in back-billing, DSLi was effectively denied the opportunity to acquire long-term 5 rates on this network elements and should not be penalized for this delay. 6 In addition to AT&T's failure to allow for longer term rates, AT&T also 7 made a mistake in the credit for USOC 1L5ND (Class of Service UNC3X, Circuit 8 No. 60.HFFU.755367..SB), which under the 2003 ICA was to be billed at \$10.92 9 per mile. However, under the spreadsheet provided by AT&T, DSLi was only 10 credited for \$32.76 for 11.5 miles (for 10 months of this circuit) or a credit of 11 approximately \$2.85 per mile. 12 Lastly, to the extent AT&T contends that any of the circuits back-billed 13 were part of the Embedded Base, DSLi reserves the right to assert the transition 14 rate of 115% the 2003 ICA rate for the applicable period. 15 16 IN REGARDS TO ISSUE 3, "WAS THE 'TRUE-UP' AMOUNT AT&T 17 FLORIDA SEEKS TO COLLECT FROM DSLI (\$188,820.59 PLUS LATE 18 19 PAYMENT CHARGES AS APPLICABLE) BILLED IN ACCORDANCE WITH 20 THE DOCUMENT(S) AND/OR APPLICABLE LAW IDENTIFIED IN ISSUE 1?" 21 A. No. It is clear that notwithstanding how the back-billing was accomplished, 22 the provisions of Title 47, USC, including the standards of 47 U.S.C. Sections

201 and 415 apply to the back-billing. It is also clear that the charges in dispute

were back-billed more than two years prior to the filing of this docket and more then two years after the transition period ended on March 10, 2006.

3 Sections 201 and 415 of Title 47, U.S.C. and the FCC's 1997 ruling in The 4 People's Network Inc. v. American Telephone and Telegraph Co., (FCC DA97-684), provide relevant guidance for this dispute. Section 201(b) states in part 5 that: "All charges, practices, classifications, and regulations for and in 6 7 connection with such communication service, shall be just and reasonable, 8 and any such charge, practice, classification, or regulation that is unjust or 9 unreasonable is declared to be unlawful." Section 415 (a) states in part that: 10 "All actions at law by carriers for recovery of their lawful charges, or any 11 part thereof, shall be begun within two years from the time the cause of 12 action accrues, and not after." In the People's Network, the FCC held that 13 attempting to collect an untimely back-billing was an unlawful practice in violation 14 of Section 201(b). In that particular case, the FCC held that back-bills for 15 services rendered more than four months after the charges were incurred, were 16 unreasonable and in violation of Section 201(b).

In this case, it is clear that the disputed back-billing was first charged to DSLi in May 2008 and thus is barred by the two-year statute of limitation of Section 415. Moreover, AT&T's attempt to collect that back-billing is an unreasonable and unjust practice that is unlawful under Section 201(b). To back-bill DSLi as much as three years after the services were provided, makes it impossible for DSLi to collect those charges from its customers and recover the loss -- imposing an unreasonable burden on DSLi's business. During the TRRO

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- transition period, AT&T was fully aware of the issues involved in the transition.
- 2 AT&T knew which circuits were affected and could have and should have began
- 3 charging new rates much sooner. AT&T has no valid reason for waiting so long
- 4 to now seek to recover these charges. Accordingly, the back-billing was not
- 5 charged in accordance with the applicable law identified in Issue 1 (above).

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- 9 Q. IN REGARDS TO ISSUE 4(a), "BASED ON THE DOCUMENT(S) AND/OR
- 10 APPLICABLE LAW IDENTIFIED IN ISSUE 1, AND ANY AFFIRMATIVE
- 11 DEFENSES, WHAT AMOUNT, IF ANY, DOES DSLI OWE FOR AT&T'S 'TRUE-
- 12 UP' BILLING OF \$188,820.59 PLUS LATE PAYMENT CHARGES AS
- 13 APPLICABLE?"
- 14 A. As discussed above in regards to Issue 3 (which is hereby incorporated by
- reference into this answer), AT&T's back-billing violates 47 U.S.C. Sections 201
- and is an unreasonable billing practice under that section and the FCC's decision
- in The People's Network Inc. v. American Telephone and Telegraph Co., (FCC
- DA97-684). Additionally, AT&T's claim is barred by the statute of limitation set
- 19 forth in 47 U.S.C. 415. These affirmative defenses of unreasonable billing
- 20 practices and statute of limitations completely bar AT&T's claims under the back-
- 21 billing and as such none of the back-billing is enforceable and thus DSLi does not
- 22 owe AT&T anything on the back-billing (i.e. \$0.00).

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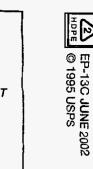
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