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June 26, 1995

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FILE COPY

HAND DELIVERED

Ms. Blanca S. Bayo, Director Division of Records and Reporting Florida Public Service Commission 101 East Gaines Street Tallahassee, Florida 32399

Re: Docket No. 920260-TL, Southern Bell Rate Case

Dear Ms. Bayo:

Enclosed are the original and fifteen copies of the Direct Testimony of Joseph Gillan on behalf of the Florida Interexchange Carriers Association.

Please acknowledge receipt of the above on the extra copy enclosed herein and return it to me. Thank you for your assistance.

Sincerely,

Villi Solan Saufman Vicki Gordon Kaufman

WWWWGK/jfg Enclosures

DOCUMENT NUMBER-DATE

05968 JUN 26 B

FPSC-RECORDS/REPORTING

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

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In re: Comprehensive Review of the Revenue Requirements and Rate Stabilization Plan of Southern Bell Telephone and Telegraph Company.

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DOCKET



FILED: June 26, 1995

DIRECT TESTIMONY

OF

JOSEPH GILLAN

ON BEHALF OF

THE FLORIDA INTEREXCHANGE CARRIERS ASSOCIATION

Joseph A. McGlothlin Vicki Gordon Kaufman McWhirter, Reeves, McGlothlin Davidson, Rief and Bakas 315 South Calhoun Street Suite 716 Tallahassee, Florida 32301 904/222-2525

Attorneys for the Florida Interexchange Carriers Association

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Attorneys for the Florida Interexchange Carriers Association

Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?

2

The purpose of my testimony is to evaluate Southern Bell's proposed Extended 3 Α. Calling Service (ECS), particularly in light of the Company's new obligations 4 under the recently revised telecommunications statute. This tariff filing represents 5 a turning point in the Commission's regulation of Southern Bell. On one level, 6 the filing is a continuation of the Commission's previous regulatory policies 7 because it is intended to implement a scheduled revenue reduction required under 8 the Stipulation that concluded the Commission's last rate investigation of Southern 9 Bell (see Order No. PSC 94-0172-FOF-TL.) On another level, however, the filing 10 marks the first time that the Commission will review a Southern Bell pricing 11 proposal in the context of the recently revised Florida telecommunications law 12 which will become effective shortly after the tariff is implemented. 13

14

Q. WHAT CONCLUSIONS HAVE YOU REACHED ABOUT SOUTHERN BELL'S ECS PROPOSAL?

17

18 A. My conclusions are:

20	1.	Southern Bell's proposed ECS service <u>cannot</u> be implemented (as is)
21		because it fails the imputation requirements for a non-basic service.

- 22
- 23 2. The Commission should only implement ECS if it is accompanied by

1		complementary actions that will assure continued competition.
2		Specifically, the Commission should require:
3		
4		a. The introduction of a "wholesale' equivalent to ECS that is
5		expressly designed to be resold by other providers, and
6		
7		b. The adoption of an "interconnection" rate to apply to the
8		origination/termination of ECS traffic.
9		
10		The full development of these complementary policies is likely to extend beyond
11		the October 1, 1995 revenue reduction date required by the Stipulation. Until
12		these policies are implemented, the Commission should use the interim refund
13		mechanism outlined in the Stipulation.
14		
15	Q.	DO YOU SUPPORT THE INTRODUCTION OF AN ECS-LIKE SERVICE
16		TO SATISFY THE SCHEDULED REVENUE REDUCTION?
17		
18	A.	No. There are a number of inequities in Southern Bell's current price schedules
19		(the relationship between PBX trunk and Centrex prices is one example) that
20		should be corrected with the scheduled revenue reduction. However, the following
21		testimony ignores the relative merits of an ECS-like service and, instead, addresses
22		the complementary steps that the Commission must take, assuming that it
23		concludes that an ECS-like arrangement is the appropriate way to implement the

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1 revenue reduction. 2 3 II. Southern Bell's ECS Proposal Cannot be **Implemented as Structured** 4 5 6 Q. DOES THE RECENTLY ENACTED FLORIDA STATUTE CLEARLY 7 **ARTICULATE THE POLICY DIRECTION THE COMMISSION MUST** 8 **FOLLOW?** 9 10 Yes. The clear objective of the revised statute is to promote competition in all Α. 11 telecommunication markets. The new law articulates legislative intent at section 12 364.01(3): 13 The Legislature finds that the competitive provision 14 of telecommunications services, including local exchange telecommunications service, is in the 15 public interest and will provide customers with 16 17 freedom of choice, encourage the introduction of telecommunications service, 18 new encourage technological innovation, and encourage investment 19 in telecommunications infrastructure. 20 21 As this statement of legislative intent emphasizes, the Legislature's basic policy 22 goal is a competitive telecommunications industry in all of its submarkets. It is 23 against this competitive standard that the Commission must judge Southern Bell's 24 ECS proposal, and it may allow the tariff to become effective only if it is 25 modified to ensure that competition on the routes in question may continue. 26 27 The procompetitive intent of the new law is particularly relevant in the market

1 jeopardized by ECS -- i.e., the interexchange toll market -- where the Commission 2 itself has already recognized the importance of competition by empowering 3 customers with control of their 1+ dialing. (Order No. PSC-95-0203-FOF-TP, 4 Docket No. 930330-TP (Feb. 13, 1995)). To eliminate competition here and now 5 -- along some of the most heavily used toll routes in the state and on the eve of 6 intraLATA presubscription -- would be an action completely at odds with the 7 fundamental intent of the revised statute and this Commission's orders. If the ECS service is implemented "as is," without the other safeguards I discuss later 8 9 in my testimony, it will have the effect of converting currently competitive toll 10 routes to monopoly routes which only Southern Bell can viably serve.

11

12Q.HOW SHOULD THE COMMISSION APPROACH ITS REVIEW OF13SOUTHERN BELL'S ECS PROPOSAL UNDER THE NEW STATUTE?

14

A. The Commission should review the proposed ECS service under the statutory standards contained in the revised law. Although it could be argued that the full application of the revised statute is not appropriate until after the statute becomes effective and Southern Bell has elected price cap regulation, it makes little sense to ignore these standards now and then revisit the entire ECS pricing issue again in a few short months. Under the new statute, the following key provisions apply: 21

As a non-basic service, ECS prices must exceed the imputed price of any
 monopoly component charged to a competitor in the provision of its same

1		or functionally equivalent service. (Section 364.051(6)(c), Florida
2		Statutes).
3		
4		2. ECS must be available for resale (absent a Commission finding to the
5		contrary), at prices set below the retail price of ECS by an amount (at least
6		sufficient) to adjust for unbundled marketing and other expenses unrelated
7		to the wholesale-ECS service. (Section 364.161, Florida Statutes).
8		
9		3. Southern Bell must introduce an interconnection service which provides
10		other competitors the ability to originate or terminate ECS-like traffic.
11		(Section 364.161, Florida Statutes).
12		
13	Q.	DOES THE PROPOSED ECS SERVICE MEET THE STATUTORY TESTS
14		DESCRIBED ABOVE?
15		
16	A.	No, ECS fails each of the required tests. Therefore, the Commission must either
17		reject Southern Bell's ECS proposal or implement it in such a way that the
18		statutory requirements are met.
1 9		
20		A. Imputation
21		
22	Q.	WHAT IMPUTATION TEST MUST ECS SATISFY TO COMPLY WITH
23		THE STATUTE?

1	А.	The revised statute's imputation provision for non-basic services is quite clear:
2		The price charged to a consumer for a non-basic
3 4		service shall cover the direct costs of providing the service and shall, to the extent a cost is not included
4 5		in the direct cost, include as an imputed cost the
6		price charged by the [local telephone] company to
7 8		competitors for any monopoly component used by
9		a competitor in the provision of its same or functionally equivalent service.
10		Section 364.051(6)(c), Florida Statutes. The relevant charges to consider in the
11		imputation test for ECS are switched access charges. For each and every call
12		along these routes, Southern Bell imposes switched access charges on its
13		interexchange competitors for the use of its monopoly local exchange network to
14		originate and terminate this traffic.
15		
16		Southern Bell itself recognizes that ECS is the functional equivalent of the toll
17		services offered by it and its competitors when it computes the revenue reduction
18		that ECS will provide. Only 22 of the 154 Phase I routes that Southern Bell
19		proposes to move to ECS service have any other calling option other than MTS
20		toll service today. And given the mandatory nature of ECS, these revenues
21		disappear with its introduction.
22		
23	Q.	HAVE YOU CONDUCTED AN IMPUTATION TEST FOR ECS SERVICE?
24		
25	А.	Yes, I performed a simplified imputation test to determine if the ECS prices
26		charged to end-users cover the tariffed price of the monopoly component used by

Southern Bell's interexchange carrier competitors, switched access service.

2

3 Although detailed information is not currently available, even a superficial analysis 4 indicates that ECS fails to cover the access charges that Southern Bell would (in 5 the absence of an "interconnection rate") impose on its competitors. FIXCA has 6 served Southern Bell with discovery requests for the information needed to 7 perform a more thorough evaluation and reserves the right to supplement this 8 testimony, if appropriate. Table 1 compares the average switched access charge 9 imposed on a four minute call to the retail prices that Southern Bell proposes to 10 impose on consumers.

11

Table 1

	[
12			Average Per Minute			
13	Estimated Average ECS Revenue/Minute \$0.0642					
14	Estimated Access (Effective 10/1/95) \$0.0745					
15	Sour	ce: Average of Business and Residential ECS I	Revenue Per Minute Calculated			
16		Using Relative Business and Residence	MTS Minutes (1st O, 1994).			
17		Southern Bell's Response to FIXCA's First				
18		Docket No. 930330-TP.				
10		Docket 110. 750550 11.				
19						
20		B. Other Anticompetitive Aspect	s of ECS			
21						
22	Q.	ARE THERE OTHER ELEMENTS OF THE E	CS PROPOSAL THAT ARE			
23		ANTICOMPETITIVE?				
24						
		0				

1	А.	Yes. In addition to its below-cost pricing, there are three other factors which will
2		act to prevent competition: (a) the change to a 7-digit dialing pattern, (b) the
3		mandatory nature of the service, and (c) the preclusion of resale by subjecting
4		ECS to a resale restriction and failing to introduce a wholesale-ECS service which
5		can be resold.
6		
7	Q.	HOW DOES THE CHANGE IN DIALING PATTERN AFFECT
8		COMPETITION?
9		
10	A.	Removing the 1+ dialing pattern from these routes shelters this traffic from the
11		competitive pressures that will result with the introduction of 1+ presubscription.
12		There is no reason to change the dialing pattern associated with these routes (even
13		if the Commission changes its pricing). This traffic should remain subject to the
14		Commission's intraLATA presubscription order, with the 1+ dialing pattern
15		undisturbed.
16		
17	Q.	WHAT IS THE EFFECT OF <u>REQUIRING</u> CUSTOMERS TO BUY ECS?
18		
19	А.	Southern Bell proposes to make ECS mandatory effectively bundling this
20		competitive interexchange service with the subscriber's local exchange service.
21		Competitors would be unable to compete for this interexchange traffic unless they
22		could also offer the subscriber a bundled local/ECS service. In this way, Southern
23		Bell is attempting to shift this traffic from the more competitive interexchange

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1	marketplace to the local market where competition is nascent (at best), or (more
2	accurately) non-existent. The Commission should only permit ECS as an optional
3	service.

5 Q. DOES SOUTHERN BELL PROHIBIT THE RESALE OF ECS?

6

A. Yes. Southern Bell appears to impose a general restriction on the resale of ECS
service by its inclusion in the "local" section of its General Subscriber Service
Tariff (Section A2.2.). This implicit resale restriction is in direct contravention
of the statute's requirement that Southern Bell allow that its services be resold -with appropriate price reductions -- unless the Commission affirmatively decides
otherwise.

13

14 Together, these actions -- the pricing below access-cost, the change in dialing 15 pattern, its mandatory nature, and the restriction on resale -- all work to remove 16 the ECS routes from competition.

17

18 Q. WHERE ARE THE COMPETITIVE CONSEQUENCES OF THE 19 PROPOSED ECS FILING CONCENTRATED?

20

A. It appears that the competitive consequences of the proposed ECS filing are
concentrated in the Southeast LATA. Over 85% of the revenue reduction
anticipated from the introduction of ECS service occurs in this LATA.

1	Q.	SHOULD THE COMMISSION BE PARTICULARLY SENSITIVE TO
2		COMPETITIVE CONDITIONS IN THE SOUTHEAST LATA?
3		
4	А.	Yes, the Southeast LATA owes its very existence to this Commission's
5		commitment to competition. At divestiture, Southern Bell was granted a waiver
6		of the MFJ's LATA-rules to combine a number of separate communities within
7		a single Southeast LATA. The Court allowed the combination of these
8		metropolitan areas into a single LATA based on its understanding that the Florida
9		Commission was committed to the development of intraLATA competition:
10 11		With regard to intraLATA competition, the Court notes that Florida has already licensed an intrastate
12		carrier, Microtel, Inc., to compete with Southern
13		Bell for intercity intraLATA calls. The State Public
14 15		Service Commission, in its filings with the Court, has persuaded the Court that it is a strong body and
15 16		one committed to promoting competition.
17		one committee to promoting competition.
18		And, in a later section, the Court noted that:
19		
20		The Court allowed the consolidation of three
21		SMSAs to form the Southeast LATA (Miami, West
22		Palm Beach, and Ft. Pierce) with the understanding
23		that there would be intra-LATA competition for
24		calls between these cities.
25		United States v. Western Electric Co., Inc., 569 F. Supp. 990, 1032, 1109 (D.D.C.
26		1983) (footnotes omitted).
27		
28	Q.	SOUTHERN BELL IMPLIES THAT THE COMMISSION COULD
29		CONTINUE TO ALLOW COMPETITION ON THESE ROUTES SIMPLY
30		BY INCLUDING THESE ROUTES UNDER A PREEXISTING

.

(SEE 1 AGREEMENT BETWEEN FIXCA AND SOUTHERN BELL. **TESTIMONY OF JOSEPH A. STANLEY, JR. AT 10). DO YOU AGREE?** 2 3 4 No. The agreement referenced by Southern Bell deferred the debate over what Α. 5 actions are necessary for competition to continue along routes subject to "\$.25 6 plan" pricing, it did not resolve it. Several of the actions that FIXCA has long 7 endorsed as good policy -- in particular, establishing an appropriately priced "interconnection rate" and resale -- are now law. Further, due to the widespread 8 9 nature of the proposed ECS, it is no longer reasonable for the Commission to 10 delay addressing the competitive implications of the plan. 11 12 The legislation is clear and unambiguous. The policy of the State of Florida is competition in telecommunications. The statute plainly prohibits the unilateral 13 implementation of ECS because its prices are below the charges that Southern Bell 14 15 imposes on other providers for use of its monopoly local network. Further, the 16 statute prohibits restrictions on resale (absent a Commission determination to the 17 contrary) and, in fact, affirmatively obligates Southern Bell to provide an appropriately priced interconnection service that would allow its interexchange 18 19 competitors the opportunity to offer ECS-like services. 20

21 If the Commission decides that an ECS-like pricing system is appropriate, then 22 other complementary policies must be implemented in combination with ECS to 23 assure the continued viability of competition along these routes.

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III. Recommended Complementary Actions: Resale and Interconnection

3

4 Q. WHAT OTHER ACTIONS MUST THE COMMISSION TAKE IF IT 5 CHOOSES TO APPROVE SOUTHERN BELL'S ECS PROPOSAL?

6

A. As noted, the new Florida statute is intended to promote an increasingly
competitive telecommunications marketplace. The statute recognizes, however,
that the incumbent local exchange carrier will continue to be the preeminent (if
not monopoly) local network for some time. Accordingly, the statute establishes
a number of mechanisms to assist in the transition to fuller competition.

12

13 These mechanisms are instructive because they are also the policies that the 14 Commission should adopt here to enable competition <u>to continue</u>. Specifically, 15 the Commission should require that Southern Bell introduce:

16

17 1. a wholesale ECS-like service that is designed to be resold, and

18

an interconnection rate to apply to the use of Southern Bell's local network
 for the origination and termination of ECS-like traffic.

21

In fact, such an interconnection rate is absolutely required by the statute so that
ECS may satisfy the imputation test required for non-basic services.

1	Q.	DOES	THE	STATUTE	CONTEMPLATE	WHOLESALE	SERVICES
2		EXPRE	SSLY	DESIGNED	FOR RESALE?		

4 A. Yes. The statute clearly requires that local telephone companies offer unbundled
 5 <u>components</u> of their retail services. A wholesale-ECS service is similar to the
 6 retail-ESC product with all retail support functions "unbundled" from its price.

7

8 Further, the statute clearly contemplates a lower wholesale price that is at least 9 reduced by the cost savings experienced by the local telephone company, but

- 10 should not be below the cost to provide the service:
- The commission shall ensure that, if the rate it sets 11 for a service or facility to be resold provides a 12 discount below the tariff rate for such service or 13 facility which appropriately reflects the local 14 15 exchange telecommunications company's avoidance of the expense and cost of marketing such service or 16 facility to retail customers, such rate must not be 17 below cost. The commission shall also assure that 18 this rate is not set so high that it would serve as a 19 barrier to competition. 20
- 21 Section 364.161(5), Florida Statutes.
- 22 23

24

25

26

Thus, the revised statute establishes the basic parameters of the Commission's discretion in the pricing of the wholesale-equivalent to ECS. The price discount must at least reflect the cost savings experienced by the LEC, but should not be below the LEC's cost.

1	Q.	DO YOU HAVE A SPECIFIC PRICE RECOMMENDATION FOR THE
2		WHOLESALE ECS SERVICE?
3		
4	A.	No, not at this time. FIXCA has requested the appropriate cost information from
5		Southern Bell and hopes to further articulate a specific price level after the
6		information is received.
7		
8	Q.	WILL A WHOLESALE-ECS SERVICE PROMOTE COMPETITION?
9		
10	A.	Yes. Companies compete through pricing, but they also compete by differentiating
11		their billing systems, customer support and other non-price elements of service.
12		This type of competition can continue, so long as IXCs can obtain from Southern
13		Bell the switching and transmission capabilities underlying ECS unbundled from
14		other retail functions.
15		
16		Further, with an appropriately reduced wholesale price, additional price
17		competition is also possible. The key is requiring Southern Bell to introduce a
18		wholesale-ECS service which interexchange carriers would resell with the
19		interexchange carrier providing retail functions such as billing, collection and
20		customer support. Under such a system, Southern Bell would continue to perform
21		the transmission and switching of each subscriber's ECS call, but the
22		interexchange carrier would handle billing and customer inquiries.
23		

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1	Q.	ARE THERE OTHER CHANGES THAT SOUTHERN BELL WOULD
2		NEED TO MAKE TO OFFER A WHOLESALE-ECS SERVICE?
3		
4	А.	Yes. Southern Bell would need to devise automated support systems for the
5		transfer of billing and other account management information to the interexchange
6		carrier that is reselling the ECS service and maintaining contact with the customer.
7		
8	Q.	SHOULD THE COMMISSION ALSO ESTABLISH AN
9		"INTERCONNECTION RATE" FOR THE USE OF SOUTHERN BELL'S
10		NETWORK TO ORIGINATE OR TERMINATE TRAFFIC?
11		
12	A.	Yes. Some competitors will want to provide their own switching of ECS-like
13		services, perhaps to add new features or functions, such as account billing. In this
14		case, the resale of a wholesale-ECS service will not meet their needs and an
15		interconnection rate will need to be established to originate and terminate these
16		calls on Southern Bell's network.
17		
18		I would note also that such an interconnection rate is necessary for Southern Bell
19		to satisfy the imputation standards of the statute.
20		
21	Q.	WHAT PROCESS SHOULD THE COMMISSION USE TO ESTABLISH AN
22		ECS-INTERCONNECTION RATE?
23		

1 The statute contains an unfortunate ambiguity in that it does not clearly contain Α. 2 a process to establish the interconnection charge (or resale price) paid by interexchange carriers (as opposed to alternative local exchange carriers). The 3 section of the statute discussing the negotiaiton of interconnection rates is written 4 to apply to discussions between local telephone companies and companies 5 certificated as alternative local telephone companies. While the statute certainly 6 contemplates a competitive interexchange outcome -- and, as noted above, 7 expressly requires that the monopoly local exchange network continue to be priced 8 9 in a manner consistent with this result -- there is no clearly defined process to arrive at the necessary interconnection rates. 10

11

The statute is clear, however, in that all disputes are to be resolved by the Commission -- irrespective of the path taken to the Commission's doorstep. (Section 364.162(2)). As a result, I recommend that the Commission adopt in this proceeding the interconnection rates that would underlie ECS-like services offered by other providers, including interexchange carriers (assuming that the Commission chooses the ECS alternative for the disposition of the stipulated revenue reduction).

19

20 Q. HOW SHOULD THE INTERCONNECTION PRICE BE ESTABLISHED?

21

A. A straightforward methodology could be to simply establish the relative ratio of
 ECS prices/interconnection rates to equal the same ratio of MTS prices/access-

1		charges. Such a methodology would assure consistent treatment between the retail
2		prices and their respective interconnection/access rates.
3		
4		IV. Summary
5		
6	Q.	PLEASE SUMMARIZE YOUR TESTIMONY.
7		
8	А.	The recently passed telecommunications legislation makes it clear that the
9		overriding goal of the Legislature is to move to a competitive telecommunications
10		environment. Such intent would be thwarted if Southern Bell's proposed ECS
11		plan is approved as submitted particularly at price levels that would be unlawful
12		the instant Southern Bell elects price regulation. The plan would prevent
13		competition on important toll routes and fails to meet several criteria set out in the
14		new law.
15		
16		If the Commission does approve Southern Bell's ECS plan, it must first put in
17		place the following policies: (1) it must require the service to meet the imputation
18		requirements for a non-basic service; (2) it must make a wholesale ECS-like
19		service available for resale; (3) it must provide an IXC interconnection rate to
20		apply to ECS traffic; (4) it must retain 1+ dialing; and (5) it must make ECS
21		optional.
22		
23	Q.	DOES THIS CONCLUDE YOUR DIRECT TESTIMONY?

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1	A.	Yes, at this time.	
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CERTIFICATE OF SERVICE

I HEREBY CERTIFY that a true and correct copy of the Direct Testimony of Joseph Gillan, on behalf of the Florida Interexchange Carriers Association has been furnished by hand delivery* or by U.S. Mail to the following parties of record, this <u>26th</u> day of June, 1995:

Robert Elias* Division of Legal Services Florida Public Service Commission Gerald L. Gunter Bldg., R. 370 2540 Shumard Oak Drive Tallahassee, FL 32399

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