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Decision 92-07-067 July 22, 1992

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of the Application of )  
 BSN Telecom Company for a )  
 Certificate of Public Convenience )  
 and Necessity to Provide Resale )  
 Telecommunications Services Within )  
 California. )

Application 91-10-050  
 (Filed October 18, 1991;  
 amended January 23, 1992  
 and June 9, 1992)

O P I N I O N

BSN Telecom Company (applicant), a Colorado corporation qualified to do business in California, seeks a certificate of public convenience and necessity (CPCN) under Public Utilities (PU) Code § 1001 to permit it to resell interLATA telephone services in California.<sup>1</sup> Applicant's financial statement was attached to the application as Exhibit III D. Exhibit III D was submitted under seal together with a motion to preserve its confidentiality.

The amendment to the application filed June 9, 1992 contains a photocopy of an automatically renewable certificate of deposit with Belcaro Bank in the amount of \$78,750.

In Decision (D.) 90-08-032, as modified by D.91-10-041, the Commission established two major criteria for determining whether a CPCN should be granted. An applicant who does not own, control, operate, or manage telephone lines as conventionally defined (switchless reseller) must demonstrate that it has a minimum of \$75,000 in uncommitted cash or equivalent financial

<sup>1</sup> California is divided into ten Local Access and Transport Areas (LATAs) of various sizes, each containing numerous local telephone exchanges. "InterLATA" describes services, revenues, and functions that relate to telecommunications originating in one LATA and terminating in another. "IntraLATA" describes services, revenues, and functions that relate to telecommunications originating and terminating within a single LATA.

resources. This minimum requirement increases 5% per year starting in 1992. In addition, an applicant is required to make a reasonable showing of technical expertise in telecommunications or related business.

The application states that:

- "1. As a switchless reseller, Applicant will provide a broader base of lower-priced interLATA long-distance telephone service to its subscribers, using the telecommunications networks of facilities-based carriers. Because Applicant will rely on the network ownership, operation, and management of its underlying carriers--AT&T, MCI, US Sprint, etc.--Applicant will not need to own, operate, or manage any telecommunications equipment or facilities. However, any underlying carrier used by Applicant will be a certified common carrier in California. Together, Applicant and its underlying carriers will ensure high reliability of call completion and prompt response to and resolution of service problems, including customer service troubleshooting 24 hours a day, seven days a week.
  - "2. Applicant's staff and corps of consultants includes trained and experienced personnel knowledgeable in such areas as:
    - "(a) Resale carrier ownership, operations, and management;
    - "(b) Facilities-based long-distance networks; and
    - "(c) Local access services and facilities.
- "Applicant will coordinate closely with its underlying carriers and continue to employ independent contractors expert in telecommunications on an as-needed basis."

Applicant submits that (a) given the nature of switchless resale operations, i.e., that such operations do not involve the direct supervision and management of the underlying network

facilities and equipment necessary for call completion and administration, (b) that in any event applicant and its staff possess the necessary telecommunications technical expertise, (c) applicant will ensure prompt and proper customer services through a toll-free number and regular and routine customer contacts, and (d) applicant will work closely with its underlying carriers and their respective management teams, applicant has provided for and possesses the requisite technical qualifications and competence necessary to obtain this Commission's approval of its application for a CPCN.

Applicant will provide long distance service rates that are competitive with the rates of such facilities-based carriers as AT&T, MCI, and US Sprint. A general description of applicant's proposed intrastate rates is set forth in Exhibit IV. Applicant states that it will file a formal tariff upon receiving its certificate.

Applicant alleges that public convenience and necessity require approval of its application because:

- "(a) Applicant's proposed intrastate resale services are designed to meet the long-distance telephone service needs of residential and commercial subscribers who do not realize the same level of cost savings in communications services that are available to larger users.
- "(b) While providing its subscribers with the cost advantages realized by the resale of facilities-based capacity, Applicant's proposed service will necessarily use existing communications facilities more efficiently.
- "(c) Commission approval of the instant application and the resulting increased competition within the California intrastate communications market will bring the following long-term benefits to the state's telephone users:

- (i) lower-priced and high-quality services;
- (ii) innovative telecommunications service packaging and increased consumer choice;
- (iii) more efficient use of existing communications resources as well as increased diversity in the supply of communications services; and
- (iv) attendant employment opportunities for California residents."

The data set forth in Exhibit III D is the only evidence of the financial resources that we require for the issuance of a CPCN in this matter. We are not convinced from the motion that the data should be kept confidential. The motion will be denied.

We will authorize the interLATA service that applicant seeks to provide; but to the extent that the application seeks authority to provide intraLATA service, we will deny it.

Findings of Fact

1. Applicant served a copy of the application upon 155 telephone corporations with which it is likely to compete.
2. A notice of the filing of the application appeared in the Daily Calendar on November 5, 1991.
3. No protests have been filed.
4. A hearing is not required.
5. On June 29, 1983, the Commission issued Order Instituting Investigation (OII) 83-06-01 to determine whether competition should be allowed in the provision of telecommunication transmission service within the state. Many applications to provide competitive service were consolidated with OII 83-06-01.
6. By interim D.84-01-037, and later decisions, we granted those applications, authorizing interLATA entry generally. However, we limited the authority conferred to interLATA service; and we subjected the applicants to the condition that they not hold

themselves out to the public to provide intraLATA service, pending our final decision in OII 83-06-01.

7. By D.84-06-113 we denied the applications to the extent that they sought authority to provide competitive intraLATA telecommunications service. We also directed those persons or corporations not authorized to provide intraLATA telecommunication service to refrain from holding out the availability of such service; and we required them to advise their subscribers that intraLATA calls should be placed over the facilities of the local exchange company.

8. There is no basis for treating this applicant differently than those that filed earlier.

9. Applicant has a minimum of \$78,750 in uncommitted cash or equivalent financial resources, as required by D.90-08-032, as modified by D.91-10-041.

10. Applicant has made a reasonable showing of technical expertise in telecommunications (or in a related business), as required by D.90-08-032, 37 CPUC 2d 130 at 147-148, 156, 158 in R.85-08-042. This showing includes a complete draft of applicant's initial tariff. (Id., p. 147.)

11. Applicant is technically and financially able to provide the proposed services.

12. Since no facilities are to be constructed, it can be seen with certainty that the proposed operation will not have a significant effect upon the environment.

13. Exemption from the provisions of PU Code §§ 816-830 has been granted to other resellers. (See, e.g. D.86-10-007 and D.88-12-076.)

14. Public convenience and necessity require the service to be offered by applicant.

#### Conclusions of Law

1. Applicant is a telephone corporation operating as a telecommunication service supplier.

2. Applicant is subject to:

- a. The current 4.0% surcharge applicable to service rates of intraLATA toll and intrastate interLATA toll (PU Code § 879; Resolution T-14960) to fund Universal Lifeline Telephone Service;
- b. The current 0.3% surcharge on gross intrastate interLATA revenues to fund Telecommunications Devices for the Deaf (PU Code § 2881; Resolution T-13061); and
- c. The user fee provided in PU Code §§ 431-435, which is 0.1% of gross intrastate revenue for the 1991-92 fiscal year (Resolution M-4760).

3. The application should be granted to the extent set forth below.

4. The motion to preserve the confidentiality of Exhibit III D should be denied.

5. Because of the public interest in competitive interLATA service, the following order should be effective immediately.

The State may grant any number of operative rights and may cancel or modify the monopoly feature of those rights at any time.

O R D E R

IT IS ORDERED that:

1. A certificate of public convenience and necessity is granted to BSN Telecom Company (applicant) to operate as a reseller of the interLATA telecommunication service offered by communication common carriers in California, subject to the following conditions:

- a. Applicant shall offer its services only on an interLATA basis;
- b. Applicant shall not offer intraLATA services;

- c. Applicant shall not hold out to the public that it has authority to provide, or that it does provide, intraLATA services; and
- d. Applicant shall advise its subscribers that they should place their intraLATA calls over the facilities of the local exchange company.

2. To the extent that applicant requests authority to provide intraLATA telecommunication service, it is denied.

3. Within 30 days after this order is effective, applicant shall file a written acceptance of the certificate granted in this proceeding.

4. a. Applicant is authorized to file with this Commission, 5 days after the effective date of this order, tariff schedules for the provision of interLATA service. Applicant may not offer service until tariffs are on file. If applicant has an effective Federal Communications Commission (FCC) approved tariff, it may file a notice adopting such FCC tariff with a copy of the FCC tariff included in the filing. Such adoption acknowledges interstate authority only and is not a substitute for CPUC tariff filings. If applicant has no effective FCC tariffs, or wishes to file tariffs applicable only to California intrastate interLATA service, it is authorized to do so, including rates, rules, regulations, and other provisions necessary to offer service to the public. Applicant's initial filing shall be made in accordance with General Order (GO) 96-A, excluding Sections IV, V, and VI, and shall be effective not less than 1 day after filing.

b. Applicant is a nondominant interexchange carrier (NDIEC). The effectiveness of its future tariffs is subject to the schedules set forth in Ordering Paragraph 5 of Decision 90-08-032, as follows:

- \*5. All NDIECs are hereby placed on notice that their California tariff filings will be processed in accordance with the following effectiveness schedule:

- "a. Inclusion of FCC-approved interstate rates in California Public Utilities Commission tariff schedules shall become effective on one (1) day's notice,
- "b. Uniform rate reductions for existing services shall become effective on five (5) days' notice,
- "c. Uniform rate increases for existing services shall become effective on thirty (30) days' notice, and shall require bill inserts or first class mail notice to customers of the pending increased rates,
- "d. Uniform minor rate increases, as defined in D.90-11-029 for existing services shall become effective on not less than 5 working days' notice, and shall require bill inserts or a notice on the bill itself to inform customers of the increased rates,
- "e. Advice letter filings for new services and for all other types of tariff revisions shall become effective on forty (40) days' notice, and
- "f. Advice letter filings merely revising the text or location of text material which do not cause an increase in any rate or charge shall become effective on not less than five (5) days' notice."

5. Applicant may deviate from the following provisions of GO 96-A: (a) paragraph II.C.(1)(b), which requires consecutive sheet numbering and prohibits the reuse of sheet numbers, and (b) paragraph II.C.(4), which requires that "a separate sheet or series of sheets should be used for each rule." Tariff filings incorporating these deviations shall be subject to the approval of the Commission Advisory and Compliance Division's (CACD) Telecommunications Branch. Tariff filings shall reflect all fees



and surcharges to which applicant is subject, as reflected in Conclusion of Law 2.

6. The requirements of GO 96-A relative to the effectiveness of tariffs after filing are waived to the extent that changes in FCC tariffs may become effective on the same date for California interLATA service for those companies that adopt the FCC tariffs.

7. Applicant shall file as part of its individual tariff, after the effective date of this order and consistent with Ordering Paragraph 4, a service area map.

8. Applicant shall notify this Commission in writing of the date service is first rendered to the public within 5 days after service begins.

9. Applicant shall keep its books and records in accordance with the Uniform System of Accounts specified in Part 32 of the FCC rules.

10. Applicant shall file an annual report, in compliance with GO 104-A, on a calendar-year basis using the information request form developed by the CACD Auditing and Compliance Branch and contained in Attachment A.

11. The certificate granted and the authority to render service under the rates, charges, and rules authorized will expire if not exercised within 12 months after the effective date of this order.

12. Applicant shall send a copy of this decision to concerned local permitting agencies not later than 30 days from today.

13. The corporate identification number assigned to applicant is U-5282-C which shall be included in the caption of all original filings with this Commission, and in the titles of other pleadings filed in existing cases.

14. Within 60 days of the effective date of this order, applicant shall comply with Public Utilities (PU) Code § 708, Employee Identification Cards, and notify the Chief of CACD's Telecommunications Branch in writing of its compliance.

15. Applicant is exempted from the provisions of PU Code §§ 816-830.
16. The application is granted, as set forth above.
17. The motion to preserve the confidentiality of Exhibit III is denied.

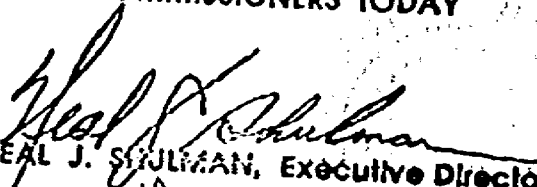
This order is effective today.

Dated July 22, 1992, at San Francisco, California.

DANIEL Wm. FESSLER  
President

JOHN B. OHANIAN  
PATRICIA M. ECKERT  
NORMAN D. SHUMWAY  
Commissioners

I CERTIFY THAT THIS DECISION  
WAS APPROVED BY THE ABOVE  
COMMISSIONERS TODAY

  
NEAL J. SULLIVAN, Executive Director

**TO: ALL INTEREXCHANGE TELEPHONE UTILITIES**

Article 5 of the Public Utilities Code grants authority to the California Public Utilities Commission to require all public utilities doing business in California to file reports as specified by the Commission on the utilities' California operations.

A specific annual report form has not yet been prescribed for the California interexchange telephone utilities. However, you are hereby directed to submit an original and two copies of the information requested in Attachment A no later than March 31st of the year following the calendar year for which the annual report is submitted.

Address your report to:

California Public Utilities Commission  
Auditing and Compliance Branch, Room 3251  
505 Van Ness Avenue  
San Francisco, CA 94102-3298

Failure to file this information on time may result in a penalty as provided for in §§ 2107 and 2108 of the Public Utilities Code.

If you have any question concerning this matter, please call  
(415) 703-1961.

ATTACHMENT A

Information Requested of California Interexchange Telephone Utilities.

To be filed with the California Public Utilities Commission, 505 Van Ness Avenue, Room 3251, San Francisco, CA 94102-3298, no later than March 31st of the year following the calendar year for which the annual report is submitted.

1. Exact legal name and U # of reporting utility.
2. Address.
3. Name, title, address, and telephone number of the person to be contacted concerning the reported information.
4. Name and title of the officer having custody of the general books of account and the address of the office where such books are kept.
5. Type of organization (e.g., corporation, partnership, sole proprietorship, etc.).  
If incorporated, specify:
  - a. Date of filing articles of incorporation with the Secretary of State.
  - b. State in which incorporated.
6. Commission decision number granting operating authority and the date of that decision.
7. Date operations were begun.
8. Description of other business activities in which the utility is engaged.
9. A list of all affiliated companies and their relationship to the utility. State if affiliate is at:
  - a. Regulated public utility.
  - b. Publicly held corporation.
10. Balance sheet as of December 31st of the year for which information is submitted.
11. Income statement for California operations for the calendar year for which information is submitted.

(END OF ATTACHMENT A)