

Decision 00-06-007 June 8, 2000

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Application of Ciera Network Systems, Inc. for a Certificate of Public Convenience and Necessity to offer Local Exchange Access.

Application 00-01-008
(Filed January 10, 2000)

OPINION

I. Summary

Ciera Network Systems, Inc. (applicant) seeks a certificate of public convenience and necessity (CPCN) under Pub. Util. Code § 1001 for authority to provide resold local exchange telecommunications services as a competitive local carrier (CLC).¹ By this decision, we grant applicant authority to operate as a non-facilities-based reseller of local exchange services in the service territories of Pacific Bell (Pacific) and GTE California Incorporated (GTEC).

II. Regulatory Background

In Decision (D.) 95-07-054, D.95-12-056, and D.97-06-107, we established procedures to govern applications for authority to offer competitive local exchange service within the service territories of Pacific and GTEC. Applicants

¹ A CLC is a common carrier that is issued a CPCN to provide local exchange telecommunications service for a geographic area specified by such carrier.

that are granted authority to provide competitive local exchange service must comply with various rules established by the Commission, including: (1) the consumer protection rules set forth in Appendix B of D.95-07-054; (2) the rules for local exchange competition set forth in Appendix C of D.95-12-056; and (3) the customer notification and education rules adopted in D.96-04-049.

III. Overview of Application and Procedural Background

Applicant, a Texas corporation, filed its application on January 10, 2000.

In its application, applicant requested authority to operate as a non-facilities-based reseller of local exchange services within Pacific's and GTEC's service territories.

In Resolution ALJ 176-3031 dated January 20, 2000, the Commission preliminarily categorized this application as ratesetting, and preliminarily determined that hearings were not necessary. No protests have been received. There is no apparent reason why the application should not be granted. Given these developments, a public hearing is not necessary, and it is not necessary to disturb the preliminary determinations.

This is an uncontested matter in which the decision grants the requested relief. Therefore, pursuant to Pub. Util. Code § 311(g)(2), the otherwise applicable 30-day period for public review and comment is being waived.

IV. Financial Qualifications of Applicant

To be granted a CPCN for authority to resell local exchange service, an applicant must demonstrate that it has \$25,000 of cash or cash equivalent to meet the firm's start-up expenses. The applicant must also demonstrate that it has

sufficient additional resources to cover all deposits required by other telecommunications carriers in order to provide service in California.²

Applicant provided, by letter dated January 21, 2000, a bank statement that satisfies the financial requirements.

V. Technical Qualifications of Applicant

To be granted a CPCN for authority to resell local exchange service, an applicant must make a reasonable showing of technical expertise in telecommunications or a related business. Applicant supplied biographical information on its management that demonstrates that it has sufficient business expertise and training to operate as a communications reseller.

By D.99-07-049, applicant was granted a CPCN to operate as an interexchange carrier (U-6208-C).

To further demonstrate its technical expertise and fitness to serve, applicant represented that no one associated with or employed by applicant as an affiliate, officer, director, partner, or owner of more than 10% of applicant, was previously associated with any telecommunications carrier that filed for bankruptcy or went out of business, or was sanctioned by the Federal Communications Commission or any state regulatory agency for failure to comply with any regulatory statute, rule or order.

We find that applicant has met our requirement that it possesses adequate technical expertise to operate as a CLC.

Commission staff also reviewed applicant's draft tariffs for compliance with Commission rules and regulations. The deficiencies are noted in

² The financial standards for certification to operate as a CLC are set forth in D.95-12-056, Appendix C, Rule 4.B.

Attachment B of this decision. In its compliance tariff filing, applicant is directed to correct these deficiencies as a condition of our granting approval of the tariffs.

VI. California Environmental Quality Act (CEQA)

CEQA requires the Commission as the designated lead agency to assess the potential environmental impact of a project in order that adverse effects are avoided, alternatives are investigated, and environmental quality is restored or enhanced to the fullest extent possible. Since applicant states that it will not be constructing any facilities for the purpose of providing local exchange services, it can be seen with certainty that there is no possibility that granting this application will have an adverse impact upon the environment. Applicant will have to file for additional authority, and submit to any necessary CEQA review, before it can construct facilities.

VII. Request for Confidentiality

Applicant requested that the financial information and estimates of the number of customers for its first and fifth years, filed with this application, and the bank statement supplied by letter dated January 21, 2000, be filed under seal. It represented that the information is proprietary and sensitive. The information, if revealed, would place applicant at an unfair business disadvantage. We have granted similar requests in the past and will do so here.

VIII. Conclusion

We conclude that the application conforms to our rules for certification as a CLC. Accordingly, we shall grant applicant a CPCN to resell local exchange service in the service territories of Pacific and GTEC, subject to compliance with the terms and conditions set forth herein. Applicant will not be authorized to construct any facilities. It will need to file for additional authorization in order to do so.

Findings of Fact

1. Application (A.) 00-01-008 was filed on January 10, 2000.
2. A notice of the filing of the application appeared in the Daily Calendar on January 12, 2000.
3. By D.97-06-107, all interexchange carriers and CLCs are no longer required to comply with General Order 96-A, subsections III.G(1) and (2), and Commission Rule of Practice and Procedure 18(b).
4. By D.95-07-054, D.95-12-056, D.95-12-057, and D.96-02-072, the Commission authorized CLCs meeting specified criteria to provide facilities-based local exchange services beginning January 1, 1996, and resold local exchange services beginning March 31, 1996.
5. There were no protests to this application.
6. A hearing is not required.
7. In prior decisions, the Commission authorized competition in providing local exchange telecommunications services within the service territories of Pacific and GTEC.
8. Applicant has a minimum of \$25,000 of cash or cash equivalent that is reasonably liquid and readily available to meet its start-up expenses.
9. Applicant has sufficient additional cash or cash equivalent to cover any deposits that any telecommunications carriers may require in order to provide the proposed service.
10. Applicant has sufficient additional cash or cash equivalent to cover any deposits that any telecommunications carriers may require in order to provide the proposed service.
11. As part of its application, applicant submitted a draft of its initial tariff that contained the deficiencies identified in Attachment B to this decision. Except for

these deficiencies, applicant's draft tariffs complied with the requirements established by the Commission.

12. Since applicant does not propose to construct any facilities in order to provide resold local exchange services, it can be seen with certainty that granting applicant authority to provide resold local exchange services will not have a significant adverse effect upon the environment.

13. By D.95-12-057, as modified by D.97-01-015, CLCs are exempt from Pub. Util. Code §§ 816-830.

14. By D.95-12-057, as modified by D.97-01-015, CLCs are exempted from the requirements of Pub. Util. Code § 851 for the transfer or encumbrance of property whenever such transfer or encumbrance serves to secure debt.

15. Applicant requested that the financial information and estimates of the number of customers for its first and fifth years, filed with the application, and the bank statement submitted by letter dated January 21, 2000, be kept under seal.

16. Public disclosure of the financial information, and estimates of the number of customers for its first and fifth years, submitted with this application, as well as the bank statement submitted by letter dated January 21, 2000, would place applicant at an unfair business disadvantage.

Conclusions of Law

1. Applicant has the financial ability to provide the proposed service.
2. Applicant has made a reasonable showing of technical expertise in telecommunications.
3. Public convenience and necessity require the competitive local exchange services to be offered by applicant, subject to the terms and conditions set forth herein.

4. Applicant is subject to:

- a. The current 0.50% surcharge applicable to all intrastate services except for those excluded by D.94-09-065, as modified by D.95-02-050, to fund the Universal Lifeline Telephone Service (Pub. Util. Code § 879; Resolution T-16366, December 2, 1999);
- b. The current 0.281% surcharge applicable to all intrastate services except for those excluded by D.94-09-065, as modified by D.95-02-050, to fund the California Relay Service and Communications Devices Fund (Pub. Util. Code § 2881; D.98-12-073; and Resolution T-16379, April 20, 2000);
- c. The user fee provided in Pub. Util. Code §§ 431-435, which is 0.11% of gross intrastate revenue for the 1999-2000 fiscal year (Resolution M-4796);
- d. The current surcharge applicable to all intrastate services except for those excluded by D.94-09-065, as modified by D.95-02-050, to fund the California High Cost Fund-A (Pub. Util. Code § 739.30; D.96-10-066, pp. 3-4, App. B, Rule 1.C; Resolution T-16380 at 0.0% for 2000, January 20, 2000);
- e. The current 2.6% surcharge applicable to all intrastate services except for those excluded by D.94-09-065, as modified by D.95-02-050, to fund the California High Cost Fund-B, D.96-10-066, p. 191, App. B, Rule 6.F., Resolution T-16365, December 2, 1999); and,
- f. The current 0.05% surcharge applicable to all intrastate services except for those excluded by D.94-09-065, as modified by D.95-02-050, to fund the California Teleconnect Fund (D.96-10-066, p. 88, App. B, Rule 8.G; Resolution T-16374, December 16, 1999).

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

6. Applicant, once granted a CPCN to operate as a CLC, should be subject to the Commission's rules and regulations regarding the operations of CLCs as set forth in D.95-07-054, D.95-12-056, and other Commission decisions.

7. Any CLC that does not comply with our rules for local exchange competition adopted in Rulemaking (R.) 95-04-043 shall be subject to sanctions including, but not limited to, revocation of its CLC certificate.

8. Applicant's request to file its financial information, estimates of the number of customers for its first and fifth years, and bank statement under seal should be granted for two years.

9. Because of the public interest in competitive local exchange services, the following order should be effective immediately.

O R D E R

IT IS ORDERED that:

1. A certificate of public convenience and necessity (CPCN) is granted to Ciera Network Systems, Inc. (applicant) to operate as a reseller of competitive local exchange services in the service territories of Pacific Bell and GTE California Incorporated, subject to the terms and conditions set forth below.

2. Applicant shall file a written acceptance of the certificate granted in this proceeding.

3. Applicant is authorized to file with this Commission tariff schedules for the provision of competitive local exchange services. Applicant may not offer competitive local exchange services until tariffs are on file. Applicant's initial filing shall be made in accordance with General Order (GO) 96-A, excluding Sections IV, V, and VI and shall correct the deficiencies noted in Attachment B. The tariff shall be effective not less than one day after tariff approval by the

Commission's Telecommunications Division. Applicant shall comply with the provisions in its tariffs.

4. Applicant is a competitive local exchange carrier (CLC). The effectiveness of its future CLC tariffs is subject to the schedules set forth in Appendix C, Section 4.E of Decision (D.) 95-12-056:

"E. CLCs shall be subject to the following tariff and contract filing, revision and service pricing standards:

- "(1) Uniform rate reductions for existing tariff services shall become effective on five (5) working days' notice. Customer notification is not required for rate decreases.
- "(2) Uniform major rate increases for existing tariff services shall become effective on thirty (30) days' notice to the Commission, and shall require bill inserts, or first class mail notice to customers at least 30 days in advance of the pending rate increase.
- "(3) Uniform minor rate increases, as defined in D.90-11-029, shall become effective on not less than (5) working days' notice to the Commission. Customer notification is not required for such minor rate increases.
- "(4) Advice letter filings for new services and for all other types of tariff revisions, except changes in text not affecting rates or relocations of text in the tariff schedules, shall become effective on forty (40) days' notice.
- "(5) Advice letter filings revising the text or location of text material which do not result in an increase in any rate or charge shall become effective on not less than five (5) days' notice to the Commission."
- "(6) Contracts shall be subject to GO 96-A rules for NDIECS, except interconnection contracts.
- "(7) CLCs shall file tariffs in accordance with Pub. Util. Code § 876."

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's Telecommunications Division. Tariff filings shall reflect all fees and surcharges to which applicant is subject, as reflected in Conclusion of Law 4.

6. Applicant shall file as part of its initial tariff, after the effective date of this order and consistent with Ordering Paragraph 3, a service area map.

7. Prior to initiating service, applicant shall provide the Commission's Consumer Services Division with the applicant's designated contact person(s) for purposes of resolving consumer complaints and the corresponding telephone number. This information shall be updated if the name or telephone number changes, or at least annually.

8. Applicant shall notify this Commission in writing of the date that local exchange service is first rendered to the public. This notice shall be provided no later than five days after local exchange service first begins.

9. Applicant shall keep its books and records in accordance with the Generally Accepted Accounting Principles.

10. In the event the books and records of the applicant are required for inspection by the Commission or its staff, applicant shall either produce such records at the Commission's offices or reimburse the Commission for the reasonable costs incurred in having Commission staff travel to applicant's office.

11. Applicant shall file an annual report, in compliance with GO 104-A, on a calendar-year basis using the information request form developed by Commission staff contained in Attachment A to this decision.

12. Applicant shall ensure that its employees comply with the provisions of Pub. Util. Code § 2889.5 regarding solicitation of customers.

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

14. The corporate identification number assigned to applicant is U-6208-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.

15. Within 60 days of the effective date of this order, applicant shall comply with Pub. Util. Code § 708, Employee Identification Cards, and notify the Director of the Telecommunications Division in writing of its compliance.

16. If applicant is 90 days or more late in filing an annual report or in remitting the fees listed in Conclusion of Law 4, the Commission's Telecommunications Division shall prepare for Commission consideration a resolution that revokes the applicant's certificate of public convenience and necessity, unless the applicant has received the written permission of the Commission's Telecommunications Division to file or remit late.

17. Applicant shall comply with the consumer protection rules set forth in Appendix B of D.95-07-054.

18. Applicant shall comply with the Commission's rules for local exchange competition in California that are set forth in Appendix C of D.95-12-056, including the requirement that CLCs shall place customer deposits in a protected, segregated, interest-bearing escrow account subject to Commission oversight.

19. Applicant shall comply with the customer notification and education rules adopted in D.96-04-049 regarding the passage of calling party number.

20. Applicant is not authorized to construct facilities, and shall file an application to amend its CPCN in order to do so.

21. Applicant's request to have the financial information and estimates of the number of customers for its first and fifth years, filed with this application, and the bank statement submitted by letter dated January 21, 2000, kept under seal is granted for two years from the effective date of this decision. During that period the information shall not be made accessible or disclosed to anyone other than the Commission staff except on the further order or ruling of the Commission, the Assigned Commissioner, the assigned Administrative Law Judge (ALJ), or the ALJ then designated as the Law and Motion Judge.

22. If the applicant believes that further protection of the information kept under seal is needed, it may file a motion stating the justification for further withholding of the information from public inspection, or for such other relief as the Commission rules may then provide. This motion shall be filed no later than one month before the expiration date.

23. The application is granted, as set forth above.

24. This proceeding is closed.

This order is effective today.

Dated June 8, 2000, at San Francisco, California.

LORETTA M. LYNCH

President

HENRY M. DUQUE

JOSIAH L. NEEPER

RICHARD A. BILAS

CARL W. WOOD

Commissioners

TO: ALL COMPETITIVE LOCAL CARRIERS

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 California Competitive Local Carriers. 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
Financial Reports, 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 and Competitive Local Carriers.

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 a:
 - 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)

ATTACHMENT B

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List of deficiencies in tariffs filed by Ciera Network Systems, Inc. in A.00-01-008 to be corrected in the tariff compliance filing.

1. Modify the top right hand corner of every schedule sheet to conform to GO 96-A. Refer to GO 96-A page 4 and to Exhibit A-1.
2. All competitive local rates and services are to be included under the Schedule Cal. P.U.C. No. 1-T. Local Exchange and Interexchange rates and services cannot be in the same schedule. The CLC needs to provide in the tariff separate schedules for these services and rates. Use Schedule 2-T for Interexchange rates and services.
3. Sheet 65, Rule 2: The CLC shall state that it is providing both residential and business services.
4. Sheet 66, Rule 3.1: Include Paragraph 4 from Rule 2 of Appendix B of D.95-07-054 in the CLC tariff.
5. Sheet 69, Rule 5.1: Remove the Los Angeles Consumer Affairs Branch address from the CLC tariff.
6. Sheet 70, Rule 6: The CLC must state in the tariff that credit cannot be denied for failure to provide social security number. Refer to Rule 4A of Appendix B of D.95-07-054.
7. Sheet 73, Rule 6: Remove Rule 6.3 from the CLC tariff. Service may not be discontinued for failure to establish credit. Refer to Rule 10A of Appendix B of D.95-07-054.
8. Sheet 74, Rule 7: Remove Paragraph 5 of rule 7 from the CLC tariff. Service may not be discontinued for failure to pay a deposit when requested by the CLC.

ATTACHMENT B

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9. Sheet 80, Rule 9.7: The CLC cannot state that applications for service are non-cancelable unless the company otherwise agrees. The customer can discontinue service on or before the date of disconnection. Refer to Rule 6B(1) of Appendix B of D.95-07-054.
10. Sheet 82, Rule 11.3: Remove the words "without incurring any liability" from the tariff. The CLC needs to concur with Pacific Bell or GTEC on Limitation of Liability as appended to D.95-12-057. Also, remove the 2nd Paragraph of Rule 11.3 from the tariff. The CLC cannot immediately discontinue or suspend business service upon the Customer filing for bankruptcy.
11. Sheet 83, Rule 11.3: For rule on "Residence Service and Other Provisions (Continued)," remove the 2nd paragraph from the tariff. The CLC cannot declare all future monthly and other charges to be immediately due and payable upon the CLC's discontinuance of service to the customers.
12. Sheet 93, Rule 16.8: The CLC must concur with Pacific or GTEC regarding credit interruptions less than 24 hours. Refer to Appendix B of D.95-12-057.
13. Sheet 99, Rule 23: Incomplete rule on Change of Service Provider. Refer to Rule 23 of Appendix B of D.95-07-054.
14. Sheet 99, Rule 25: Incomplete rule on Blocking Access to 900 and 976 Information Services. Refer to Rule 15 of Appendix B of D.95-07-054.
15. CPUC Decision 92860 and 93361, in Case 10206, requires that the CLC include the provisions of the rule set forth in Appendix A of that decision into the CLC tariff.
16. CPUC Decision 91188 in Case 4930, requires that the CLC include the provision of the rule set forth in Appendix B of that decision into the CLC tariff.

ATTACHMENT B

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17. Include the following corrected surcharges and taxes:

<u>Effective</u>	<u>ULTS</u>	<u>CRS/CDFS</u>	<u>CHCF-A</u>	<u>CHCF-B</u>	<u>CTF</u>
01/01/00	0.500%	0.281%	0.000%	2.600%	0.05%

18. The CLC must have a demarcation tariff or concur in another company's tariff.

19. Include Rule 10C of Appendix B of D.95-07-054 into the CLC tariff.

20. Include sample forms in the tariff.

(END OF ATTACHMENT B)