

STATE OF VERMONT  
PUBLIC SERVICE BOARD

CPG No. 743-C

Petition of City of Burlington for a certificate of public )  
good to operate as a provider of telecommunications )  
services in Vermont, including service to the local )  
exchange )

Entered: 6/18/2003

**CERTIFICATE OF PUBLIC GOOD**  
**ISSUED PURSUANT TO 30 V.S.A. SECTION 231**

IT IS HEREBY CERTIFIED that the Public Service Board of the State of Vermont ("Board") on this day finds and adjudges that the issuance of a certificate of public good ("CPG") to the City of Burlington ("Burlington") and that the provision of telecommunications services, including local exchange service, by Burlington will promote the general good of the State of Vermont, subject to the following conditions:

1. Burlington is subject to the provisions of Title 30, Vermont Statutes Annotated, to the same extent as other regulated utilities.
2. Prior to offering any telecommunications service in Vermont, Burlington shall file tariffs as required by 30 V.S.A. § 225(a).
3. Burlington shall terminate all telecommunications traffic routed to its customers by any telecommunications carrier with which Burlington interconnects.
4. Burlington shall file with the Board all of its contracts for intrastate service with Vermont customers. All information in such contracts shall be public except individual customer data.
5. Burlington may participate in any Board investigation into local competition and/or competitive access services. Burlington shall be bound to comply with any lawful requirement imposed by the Board in Docket 5713 (and follow-on proceedings), Docket 5903, and Docket 5918, any docket or rule established with respect to E-911 service, and any other docket or rulemaking proceeding governing the obligations of telecommunications carriers in Vermont.
6. Burlington's books, accounts, statements, and other financial records shall, in accordance with Vermont law, be made available for examination by the Board or the Department of Public Service.

7. This CPG may not be transferred to any other party without prior approval by the Board.

8. If Burlington does business in the State of Vermont under a name other than City of Burlington, d/b/a Burlington Telecom, it shall file a notice of the new trade name with the Clerk of the Board and the Department of Public Service at least 15 days prior to commencing business under the new trade name.<sup>1</sup>

9. If Burlington at any time in the future proposes to offer operator services, it shall be required to comply with the Order of 1/6/95 in Docket No. 5566, Generic Investigation into the Regulation of Public Telephone and Alternative Operator Services in Vermont, and any future orders in that docket.

10. If Burlington at any time in the future proposes to offer prepaid calling card services, it shall post a bond, payable to the Board, in an amount equivalent to its projected intrastate revenues from its prepaid calling card service for the first twelve (12) months of operation.

Dated at Montpelier, Vermont, this 18<sup>th</sup> day of June, 2003.

|                         |   |                                       |
|-------------------------|---|---------------------------------------|
| <u>Michael H. Dupuy</u> | ) | PUBLIC SERVICE<br>BOARD<br>OF VERMONT |
| <u>[Signature]</u>      | ) |                                       |
| <u>John D. Beebe</u>    | ) |                                       |

OFFICE OF THE CLERK

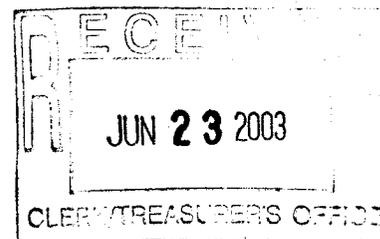
FILED: June 18, 2003

ATTEST: Susan M. Hudson  
Clerk of the Board

*Notice to Readers: This decision is subject to revision of technical errors. Readers are requested to notify the Clerk of the Board (by e-mail, telephone, or in writing) of any technical errors, in order that any necessary corrections may be made. (E-mail address: Clerk@psb.state.vt.us)*

1. For a corporate name change, see 11 V.S.A. § 4.01 and 30 V.S.A. § 231. Petitioner may wish to contact the Clerk of the Board for assistance.

STATE OF VERMONT  
PUBLIC SERVICE BOARD



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Petition of City of Burlington for a certificate of )  
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service to the local exchange )

Order entered: 6/18/2003

**I. INTRODUCTION**

The City of Burlington, d/b/a Burlington Telecom ("Burlington" or the "Company"), requests issuance of a certificate of public good ("CPG"), pursuant to 30 V.S.A. § 231, to provide full range broadband services in Vermont's Chittenden County. In this Order, the Vermont Public Service Board ("Board") concludes that Burlington should be issued a CPG as requested to allow the Company to begin operating as a telecommunications carrier within the state.

**II. PROCEDURAL HISTORY**

On April 17, 2003, Burlington, pursuant to 30 V.S.A. § 231 and the rules and regulations of the Board, filed a Telecommunications Provider Registration Form ("Registration Form") and the required accompanying documentation, seeking a CPG to offer facilities-based local telecommunications services in the State of Vermont.<sup>1</sup> On May 14, 2003, the Vermont Department of Public Service ("Department") filed a letter with the Board in which it recommended that a CPG be granted without the need for investigation or hearings. The Board has reviewed the petition and accompanying documents and agrees that a CPG should be issued without hearing. As a result, newspaper publication is not required prior to issuance of the CPG. 30 V.S.A. §§ 102(a), 231(a).

Based upon the Registration Form and accompanying documents, the Board makes the following findings.

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1. Telecommunications Provider Registration Form at 1.

### III. FINDINGS

1. Burlington has all the necessary authority to transact business in Vermont. Burlington was granted its Certificate of Tradename Registration, by the Vermont Secretary of State, on April 2, 2003. Registration Form at Attachment.
2. Burlington proposes to provide a full range of broadband services on a facilities-based basis throughout Chittenden County. Registration Form at 4.
3. Burlington is not currently authorized to provide telecommunications service in any other state. Registration Form at 4.
4. Burlington has provided the necessary documentation regarding management structure. Registration Form at Attachment C.2.
5. Burlington has not filed for bankruptcy and has never been the subject of an investigation by a state or federal authority. Registration Form at 4.
6. Burlington intends to serve Chittenden County in Vermont within twenty-four months of obtaining authorization. Registration Form at 4.

### IV. DISCUSSION

Sections 102 and 231 of Title 30, V.S.A., require that a CPG be issued before a company can offer telephone service to the public in Vermont. Such entry regulation statutes were traditionally designed for two purposes. The first is to protect consumers against incompetent or dishonest businesses. The second was to protect existing providers by limiting or eliminating their competitors. See, e.g., Docket No. 5012, *Petition of Burlington Telephone Company*, Order of 5/27/86.

The first rationale for entry regulation -- "consumer protection" -- remains one of the Board's policy objectives. Having reviewed the petition of Burlington and all related materials, the Board concludes that the evidence does not demonstrate that the technical, managerial and financial resources are inadequate. When combined with alternatives available in a competitive marketplace and recognizing that consumers are free to use another competitor's services with minimal transaction cost, we conclude that concerns for consumer protection have been sufficiently addressed. Concerns for consumer protection are, therefore, not cause for rejection of Burlington's petition nor do they warrant an investigation at this time.

The second -- or "franchise protection" -- rationale was rejected by the Board, after careful consideration in Docket No. 4946. In that Docket's Order of February 21, 1986, the Board concluded that, despite all its dangers and inherent drawbacks, the public benefits of competition outweighed any flaws, and that competition should be permitted in Vermont's markets for message telephone service and other communications services.

Vermont policy, established by the Board and enunciated through the State Telecommunications Plan ("Plan") (adopted by the Department), has firmly supported opening the local exchange market to competition. This policy has been reaffirmed by the Board in Docket 5713, the Board's investigation into competition in the telecommunications arena and Docket 5909, in which the Board authorized Hyperion Telecommunications of Vermont, Inc. ("Hyperion") to provide local exchange competition.<sup>2</sup>

The Board's support for competitive entry is consistent with the state's telecommunications policies as set out in the State Telecommunications Plan. That Plan clearly states that competition is the preferred strategy to achieve Vermont's goals of reasonable price, availability and high quality of service provided that there is adequate assurance that the needs of all consumers will be met. The Plan also encourages the Board to create a "framework to facilitate competition, while assuring affordable basic service rates, high quality of service, consumer protection, and universal service via interconnection agreements and Docket No. 5713 investigation and decisions."<sup>3</sup> The Board has moved to establish such a framework in various rulings over the last several years.

Federal law also applies to the broader questions of competitive entry. Under Section 253(a) of the Telecommunications Act of 1996 ("Act") which amended the Communications Act of 1934, states may not "prohibit or have the effect of prohibiting the ability of any entity to provide any interstate or intrastate telecommunications service." States retain authority, however, to:

impose, on a competitively neutral basis and consistent with Section 254 [47 U.S.C.A. § 254], requirements necessary to preserve and advance universal service, protect the public safety and welfare, ensure the

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2. Docket 5713, Order of 5/29/96 at 13 (later stages of that proceeding will further define the framework for telecommunications competition within the state); Docket 5909, Order of 1/14/97.

3. Vermont Telecommunications Plan (dated December 1996) at iii.

continued quality of telecommunications services, and safeguard the rights of consumers.<sup>4</sup>

Thus, federal law makes clear that states cannot bar competitive entry. State commissions may still require new service providers to obtain franchises (or, in Vermont, CPGs), although they may not use that authority to prohibit all competitive entry.<sup>5</sup> Vermont also may continue to impose competitively neutral conditions to achieve the purposes enunciated in Section 253(b).

At the present time, however, the Board has not fully investigated the conditions that should apply to entry into local exchange competition. In Docket 5909, the Board concluded that, in general, conditions related to competitive entry could be deferred to Docket 5713 (and its successor dockets). In Docket 5909, the Board included a specific condition in Hyperion's CPG making clear that Hyperion must comply with any conditions related to competitive entry imposed in subsequent Board proceedings. The Board sees no reason to deviate from that policy here and recommends inclusion of a similar provision in Burlington's CPG.

The Company should also be aware of the Board's policy regarding the provision of operator services, should the Company, in the future choose to offer these services. As a substantive matter, the Board has previously found that, for carriers such as the Company that do not possess market power, there is little need for cost-of-service or rate-of-return regulation in order to meet the statutory criterion of just and reasonable rates. There is an exception regarding regulation of rates, however, with respect to rates for operator services. In our Order of 1/6/95 in Docket No. 5566, Generic Investigation into the Regulation of Public Telephone and Operator Service Providers in Vermont, we noted that "customers who are not expert in the rapidly changing field of telecommunications . . . stand to be taken advantage of in an imperfect market, where rates are unregulated, may be extraordinarily high and may be incurred by the end user without the equivalent of his knowledgeable consent." Docket No. 5566, Order of 1/6/95 at 101. Consequently, we mandated rate caps for operator services, set at the rates charged by New England Telephone and Telegraph Company, now known as Verizon New England Inc., d/b/a Verizon Vermont ("Verizon"). No reseller may authorize or bill surcharges not set out in

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4. 47 U.S.C.A. § 253(b).

5. *In the Matter of Classic Telephone, Inc.*, Memorandum Opinion and Order, FCC CCBPol 96-10 at paragraph 28 (October 1, 1996).

Verizon's tariff. We limited this requirement, however, as follows: "(1) the rate cap shall apply to calls (except dial-around calls) made from aggregator and other transient locations; (2) the rate cap shall not apply to calls from those locations where the subscriber selecting the presubscribed OSP carrier is also the person or entity who will be paying the bill; and (3) the rate cap will not apply to dial-around calls, which involve services selected by the caller and outside the control of the presubscribed AOS provider." *Id.*

Additionally, the Company should be aware of the Board's policy in connection with the provision of prepaid calling card service. The Board has imposed such a requirement on new entrants into the Vermont market that provide only debit prepaid calling card services. See C.P.G. No. 145, Order of 7/13/94, and C.P.G. No. 146, Order of 8/17/94. As we noted in our Orders in C.P.G. Nos. 145 and 146, the public utilities commissions of several states have expressed concern about the potential risks to consumers associated with payment in advance of receipt of service, and we have the same concern.<sup>6</sup> Consequently, we ordered World Telecom Group and Quest Telecommunications Inc. to post a bond, payable to the Board, in an amount equal to their projected Vermont intrastate revenues for the first 12 months of operation. We also stated that we would examine the issue of whether this requirement should be instituted on an industry-wide basis in our informal rulemaking proceeding.

We make a distinction, however, between new entrants into the Vermont market that provide only debit card service, and long-term participants (such as AT&T) that offer a multitude of services and that simply seek to add debit card service to their choice of service offerings. For this latter group, we do not impose a bond requirement, on the theory that the provider is already established in Vermont, offers several services that are provided on an on-going basis, and would be unlikely to "take the money and run."

Since we do not know how much of its business will be devoted to prepaid calling card services, we conclude that the most sensible approach is to inform the Company that should it

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6. In this regard, we note that the DPS has asked several other prospective providers of debit cards to comply with more than 30 separate suggested requirements designed to protect consumers. See, e.g., C.P.G. #156, Petition of IDB WorldCom Services, Inc., Letter from DPS to IDB WorldCom Services, Inc. dated May 26, 1994. In its letter to IDB WorldCom, the DPS states that its suggested requirements are "merely a guideline to certain consumer protection concerns" and are not required by the Public Service Board. *Id.* at 3. We confirm that we have not endorsed the requirements suggested by the DPS. However, we will review the DPS' proposed requirements and, if appropriate, may consider including some of them in our draft rules.

decide to include the provision of debit cards among its service offerings, it will be required to post a bond, payable to the Board, in an amount equal to its projected Vermont intrastate revenues from its prepaid calling card services, for the first 12 months of operation. This approach will be fair to the Company, fair to the public, and consistent with the theory that underlies the Board's treatment of other telecommunications providers offering debit card services.

#### **V. ORDER**

IT IS HEREBY ORDERED, ADJUDGED AND DECREED by the Public Service Board of the State of Vermont that:

1. Based on the above findings, discussion and conclusion, the provision of intrastate telecommunications services, including service to the local exchange, by the City of Burlington, d/b/a Burlington Telecom ("Burlington"), will promote the general good of the State of Vermont, pursuant to the provisions of 30 V.S.A. § 231. A certificate of public good ("CPG") shall be issued to that effect, subject to the conditions contained in the CPG.
2. Prior to offering telecommunications service in Vermont, Burlington shall file a tariff for intrastate service. Burlington shall publish, in two newspapers of general circulation, tariff summaries approved by the Department of Public Service, within such time as the Board directs, in compliance with 30 V.S.A. § 225(a). Burlington's tariff shall include terms and conditions making available unbundled service elements necessary for the provision of enhanced 911 service, as required by 30 V.S.A. § 7055(e). Such tariff shall become effective forty-five days from the date of filing, absent further order by the Board or appropriate motions by the Vermont Department of Public Service or affected parties.
3. If Burlington at any time in the future proposes to offer operator services, it shall be required to comply with the Order of 1/6/95 in Docket No. 5566, Generic Investigation into the Regulation of Public Telephone and Alternative Operator Services in Vermont, and any future orders in that docket.
4. If Burlington at any time in the future proposes to offer prepaid calling card services, it shall post a bond, payable to the Board, in an amount equivalent to its projected intrastate revenues from its prepaid calling card service for the first twelve (12) months of operation.

5. If Burlington does business in the State of Vermont under any name other than the name in use on the date of the Order in this Docket, it shall file a notice of the new trade name with the Clerk of the Board and the Vermont Department of Public Service at least fifteen days before commencing business under the new trade name.<sup>7</sup>

Dated at Montpelier, Vermont, this 18<sup>th</sup> day of June, 2003.

Michael H. Durbin  
[Signature]  
John D. Burke

PUBLIC SERVICE  
BOARD  
OF VERMONT

OFFICE OF THE CLERK

FILED: June 18, 2003  
ATTEST: Susan M. [Signature]  
Clerk of the Board

*Notice to Readers: This decision is subject to revision of technical errors. Readers are requested to notify the Clerk of the Board (by e-mail, telephone, or in writing) of any technical errors, in order that any necessary corrections may be made. (E-mail address: Clerk@psb.state.vt.us)*

*Appeal of this decision to the Supreme Court of Vermont must be filed with the Clerk of the Board within thirty days. Appeal will not stay the effect of this Order, absent further Order by this Board or appropriate action by the Supreme Court of Vermont. Motions for reconsideration or stay, if any, must be filed with the Clerk of the Board within ten days of the date of this decision and order.*

7. For a corporate name change, see 11 V.S.A. § 4.01 and 30 V.S.A. § 231. Petitioner may wish to contact the Clerk of the Board for assistance.