## BEFORE THE PUBLIC UTILITY COMMISSION OF OREGON

## UM 1648

Joint Testimony of Oregon Public Utility Commission Staff, AT&T, Cricket Telecommunications, Inc., and Oregon Telecommunications Association in Support of Second Partial Stipulation

## In the Matter of PUBLIC UTILITY COMMISSION OF OREGON Staff Investigation into Eligible Telecommunications Carriers' Requirements

May 15, 2014

1

#### A. Qualifications of Kay Marinos.

# 2 Q. PLEASE STATE YOUR NAME AND THE PARTY FOR WHOM YOU ARE 3 APPEARING.

A. My name is Kay Marinos. I am a Manager in and appearing on behalf of the
Telecommunications and Water Division of the Public Utility Commission of Oregon
(Commission). My responsibilities include monitoring compliance of Oregon Eligible
Telecommunications Carriers (ETCs) with federal and state requirements, and managing
the annual certification and initial designation of ETCs in Oregon. My witness
qualifications statement is included as Attachment 1 to this testimony.

10

## **B.** Qualifications of Brant Wolf.

## 11 Q. PLEASE STATE YOUR NAME AND THE PARTY FOR WHOM YOU ARE 12 APPEARING.

13 A. My name is Brant Wolf. I am the Executive Vice President of and appearing on behalf of 14 the Oregon Telecommunications Association (OTA). Among my other duties, I have 15 been responsible for providing comments or otherwise participating in numerous OPUC 16 proceedings. As the advocate for members of the OTA I have also provided testimony 17 and comments in numerous other legislative and regulatory proceedings related to 18 telecommunications issues. My witness qualifications statement is included as 19 Attachment 2 to this testimony.

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### C. Qualifications of Sharon Mullin.

# 21 Q. PLEASE STATE YOUR NAME AND THE PARTY FOR WHOM YOU ARE 22 APPEARING.

A. My name is Sharon Mullin. I am Director-Regulatory in External Affairs with AT&T
 Services, Inc. I am responsible for directing AT&T's regulatory affairs in the states of
 Oregon, Washington, Arizona, New Mexico and South Dakota for all AT&T entities.
 My witness qualifications statement is included as Attachment 3 to this testimony.

5

## Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?

- 6 A. The purpose of our testimony is to describe and support the Second Partial Stipulation
- 7 (Stipulation) entered into by Staff, AT&T Corp., Teleport Communications America
- 8 LLC, AT&T Mobility LLC, Cricket Communications, Inc. (AT&T), Boomerang
- 9 Wireless, Inc., CenturyLink companies (Qwest Corporation, United Telephone Company
- 10 of the Northwest, CenturyTel of Oregon and CenturyTel of Eastern Oregon), Oregon
- 11 Telecommunications Association, United States Cellular Corporation, T-Mobile West
- 12 LLC, Warm Springs Telecommunications Company, Frontier Communications
- 13 Northwest Inc., and Citizens' Telecommunications Co. of Oregon (Frontier), collectively
- 14 referred to as the "Stipulating Parties."

## 15 Q. MS. MARINOS, WHICH PORTIONS OF THIS EXHIBIT CONTAIN YOUR 16 TESTIMONY?

17 A. I am responsible for the testimony in this entire exhibit.

## 18 Q. MS. MULLIN AND MR. WOLF, WHICH PORTIONS OF THIS EXHIBIT

- 19 CONTAIN YOUR TESTIMONY?
- A. We are responsible for the testimony in this exhibit, with the exception of the answers
  that respond to questions that are specifically directed to Staff in this testimony. The first
- answer to the questions directed to Staff begins on page 7, in response to the question,

1		"What objectives did Staff employ to review last year's experience and determine this			
2		year's approach to annual reporting?" The second begins on page 9 in response to the			
3		question, "Please explain the elimination of the CETC network plan requirement from			
4		Staff's perspective." The third answer begins on page 12 in response to the question, "Is			
5		there any other reason why Staff believes the reporting requirements may need to be			
6		revised for future years?" We are not responsible for the testimony in response to these			
7		three questions.			
8	Q.	PLEASE EXPLAIN THE PURPOSE OF THE SECOND PARTIAL			
9		STIPULATION.			
10	А.	In Order No. 06-292, the Commission adopted requirements for the annual recertification			
11		of eligible telecommunications carriers (ETCs) to receive federal universal fund support			
12		(FUSF). The Commission currently requires Oregon ETCs to file the Oregon-specific			
13		annual reports listed in Appendix A of Order 06-292 by July 15th. In November 2011,			
14		the Federal Communications Commission (FCC) issued Order 11-161 that, in relevant			
15		part, provides new mandatory annual reporting requirements for ETCs receiving federal			
16		high-cost support. The high-cost annual reporting requirements are codified in 47 CFR			
17		54.313. In February 2012, the FCC issued Order 12-11 that includes new annual			
18		reporting requirements for ETCs receiving support from the federal Lifeline program.			
19		The Lifeline reporting requirements are codified in 47 CFR 54.422. In 2013, the FCC			
20		Wireline Competition Bureau created FCC Form 481, Carrier Annual Reporting			
21		(54.313/54.422) Collection Form. Annual reports must be filed using the Form 481 and			
22		are due by July 1 to the FCC with a copy to state commissions.			

1	The Form 481 covers many of the same items as the Oregon annual report. In order to
2	avoid duplication and create an efficient process for the annual review of ETCs, the
3	Parties first agreed to specific 2013 annual reporting requirements, as reflected in the
4	Partial Stipulation filed in this docket on June 3, 2013. In this Second Partial Stipulation,
5	the parties propose a revised set of reporting requirements for 2014.

# 6 Q. PLEASE EXPLAIN WHETHER THE STIPULATION RESOLVES ALL OF THE 7 ISSUES IN THIS PHASE OF THE PROCEEDING?

8 A. It may. Phase I of the proceeding addresses the Oregon annual reporting requirements 9 for ETCs designated by the Commission. This Second Partial Stipulation resolves all of 10 the issues for this year's annual reporting requirements. However, due to changes that 11 may become apparent in Phase II of this docket and the possibility of additional changes 12 by the FCC, the Stipulation allows for review of the annual reporting requirements after 13 October 1, 2014, which is the current due date for the State's annual certification to the FCC for ETCs receiving federal high-cost support. The annual reports provide key 14 15 information to facilitate the Commission's annual certification of Oregon ETCs to the 16 FCC. If the review concludes that the 2014 reporting requirements are sufficient and there appears to be no need for modification, the Parties may file a Motion with the 17 18 Commission to modify Order 06-292 to apply to years beyond 2014.

## 19 Q. ARE ALL PARTIES TO THE PROCEEDING SIGNATORIES TO THE

20 STIPULATION?

A. No. Three parties in this docket, the Citizens' Utility Board of Oregon (CUB), Budget
 PrePay, Inc. and YourTel America Inc., are not signatories to the Second Partial

1 Stipulation. None of these parties participated in recent docket activity related to this 2 stipulation. No party opposes this stipulation.

3

#### WHAT IS THE PURPOSE OF THIS DOCKET? Q.

- 4 At Staff's request, the Commission opened Docket No. UM 1648 (Docket) in February of A.
- 5 2013 to review and consider changes to ETC requirements that were established in Order
- 6 No. 06-292, entered in Docket No. UM 1217. The changes are necessitated by
- 7 significant modifications made by the FCC to the Federal Universal Service Fund (FUSF)
- 8 from which ETCs receive support. The Docket addresses the issues in two phases. Phase
- 9 I addresses requirements for ETC annual reporting, while Phase II addresses
- 10 requirements for initial ETC designation. Docket activities to date have been limited to 11 Phase I.

#### 12 Q. PLEASE BRIEFLY DESCRIBE THE EVENTS THAT TOOK PLACE LAST

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## YEAR IN PHASE I OF THIS DOCKET.

On June 3, 2013, Staff, on behalf of all active Parties in the docket, filed a Partial 14 A. 15 Stipulation that addressed agreed-upon requirements for ETC annual reporting for 2013. 16 In addition, Staff filed a motion to amend Order No. 06-292 to reflect the terms of the Partial Stipulation. The Commission adopted the 2013 Partial Stipulation in Order 17 18 No. 13-228 entered June 19, 2013. Subsequently, ETCs were required to file reports 19 pursuant to the Order by November 15, 2013.

#### WHY ARE THE PARTIES NOW SUBMITTING ANOTHER STIPULATION 20 Q. 21 **REGARDING ANNUAL REPORTING?**

A. Due to uncertainties associated with FCC FUSF reporting requirements, one of the terms
of the 2013 Partial Stipulation was to re-visit the annual reporting requirements adopted
for 2013 after reports were filed that year. The re-examination of reporting requirements
was to determine whether the same requirements used in 2013 should be adopted for
subsequent years. The current Stipulation is the product of that review process.

## 6 Q. DID LAST YEAR'S REPORTING PROCESS PRESENT ANY CHALLENGES 7 OR PROBLEMS?

8 A. Yes. Staff described the reporting experience in its Docket No. UM 1652 Public Meeting 9 memorandum for the December 10, 2013 Public Meeting, recommending ETC annual 10 certification. As a consequence of changing deadlines for submission of annual report 11 information to the FCC, there was confusion regarding due dates. On June 10, 2013, the 12 FCC granted a limited waiver of the reporting requirements in 47 CFR § 54.313 and 13 54.422 with the exception of 47 CFR § 54.313(h) until the federal Office of Management and Budget (OMB) approved the new Form 481. The FCC also waived the October 1 14 15 deadline for states to certify state designated high-cost ETCs to the FCC. On August 6, 16 the FCC announced that the OMB had approved the Form 481 and set October 15 as the deadline for the Form 481 and December 16 as the deadline for state certification of 17 18 ETCs. Subsequent temporary shut-down of the federal government resulted in the FCC 19 moving the October 15 deadline to October 31. The changing dates created confusion for 20 all involved in the reporting process.

## 21 Q. WHAT DOCKET ACTIVITY RELATED TO ANNUAL REPORTING 22 REQUIREMENTS OCCURRED THIS YEAR?

1	А.	A prehearing conference was held on April 4, 2014. The Parties met in a			
2		workshop/settlement conference immediately following the prehearing conference. The			
3		purpose of the meeting was to review the reporting experience of the previous year,			
4		identify any significant changes occurring since then, and determine whether			
5		modification to last year's reporting requirements are needed.			
6	Q.	WHAT OBJECTIVES DID STAFF EMPLOY TO REVIEW LAST YEAR'S			
7		EXPERIENCE AND DETERMINE THIS YEAR'S APPROACH TO ANNUAL			
8		REPORTING?			
9	A.	Staff's objectives were similar to those used last year. The first objective was to ensure			
10		that sufficient information is provided to the Commission to recertify Oregon ETCs for			
11		FUSF high-cost funds and to monitor performance of federal USF low-income providers.			
12		The second objective was to minimize reporting burdens on ETCs to the extent possible.			
13		The third objective was to provide a recommendation to the Commission quickly so that			
14		ETCs have sufficient notice prior to the due dates for the reports.			
15	Q.	DOES THE STIPULATION CHANGE THE BASIC APPROACH UNDERLYING			
16		THE DETERMINATION OF LAST YEAR'S REQUIREMENTS?			
17	A.	No, the basic approach is largely the same. However, a few modifications to individual			
18		requirements are needed. The general approach continues to center around the use of the			
19		FCC Form 481 reports in lieu of the Oregon-specific reports required by Order No. 06-			
20		292. Despite some timing difficulties encountered last year, use of the FCC Form 481			
21		reports remains the least burdensome approach. The FCC requires ETCs to submit			
22		information using this form, and also requires that the ETCs submit copies to state			

commissions. Given that, continuation of the Oregon-specific reports detailed in Order No. 06-292 would impose an unnecessary burden on ETCs. While Order No. 06-292 requires reporting of some types of information that are not in the Form 481, the difference is not significant enough to justify the filing of two separate albeit similar reports.

6 The Stipulation also retains the 2013 requirement that ETCs receiving FUSF high-cost 7 support file an affidavit from a company officer attesting to the appropriate use of high-8 cost support funds. The affidavit places the ultimate responsibility on each ETC for its 9 use of FUSF support and provides assurances to the Commission that it can reasonably 10 certify the ETC to the FCC for continued receipt of federal high-cost support.

11 Q. DO THE PARTIES PROPOSE ANY MODIFICATIONS TO REQUIREMENTS

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## THAT WERE ADOPTED FOR REPORTING LAST YEAR?

A. Yes, the Parties propose a few modifications to last year's reporting requirements. There
are basically three types of changes proposed.

#### 15 Q. WHAT IS THE FIRST TYPE OF MODIFICATION PROPOSED?

A. The first proposed modification impacts only the competitive ETCs (CETCs) that receive high-cost support. Currently, this group includes US Cellular, AT&T Mobility, Snake River PCS, and Comspan Communications. Order 06-292 requires CETCs to file network improvement plans each year and the CETCs have been doing so since the Order was issued in 2006. The network plans were intended to demonstrate how the FUSF support was actually used in the previous year, and how the CETC planned to use the support in each of the upcoming two years, on a detailed project-by-project basis. Staff considered these network plans as an integral tool in supporting Staff's recommendation
to the Commision to certify these carriers each year for continued funding. As part of
last year's Stipulation, the CETCs agreed to submit network plans to the Commission in
2013, even though the FCC did not require submission of such plans as part of its new
reporting requirements. This year, however, the Parties agree that the filing of CETC
network plans is no longer useful and the requirement should be eliminated.

PLEASE EXPLAIN THE ELIMINATION OF THE CETC NETWORK PLAN

### 7

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Q.

## **REQUIREMENT FROM STAFF'S PERSPECTIVE.**

9 A. Information in the network plans submitted last year demonstrates that there is no longer 10 a need to require submission of such plans. Since 2012, FUSF support to the CETCs has 11 been subject to a five-year phase-down with all such support to be eliminated on July 1, 12 2016. Due to the phase-down of support, for the coming July-June period the CETCs will receive only 40% of the federal high-cost support they received in 2011. Based on 13 Staff's review of the previously submitted network plans, the 2014 funding has been 14 15 reduced to levels that now only support the maintenance of facilities that the CETCs 16 previously built or installed with earlier support funding. There is no longer sufficient funding to cover the cost of maintenance of existing facilities built with federal support 17 18 and new tower builds or upgrades. In last year's plans the CETCs adequately 19 documented the use of the declining funds so there is no purpose to be served by 20 requiring submission of the same information again. However, the CETCs will continue 21 to submit the same type of affidavit that other ETCs will this year to attest to the 22 appropriate use of support funds they receive.

# 1Q.DO THE STIPULATING PARTIES SUPPORT ELIMINATION OF THE CETC2NETWORK PLAN REQUIREMENT?

3 A. Yes.

### 4 Q. WHAT IS THE SECOND TYPE OF MODIFICATION PROPOSED?

5 A. The second modification provides clarification of reporting requirements for Lifeline-6 only ETCs, which are those ETCs that receive support only for low-income (and not high 7 cost) purposes. The 2013 Stipulation required the filing of FCC reports pursuant to 47 8 C.F.R. § 54.422 for Lifeline providers. This FCC rule, unlike some others, distinguishes 9 reporting requirements based on whether the ETC was designated by the FCC or by a 10 state commission. There may have been some confusion last year as to exactly which 11 information the Lifeline-only ETCs were to report to the Commission. The Second 12 Partial Stipulation clarifies that the Lifeline-only ETCs will report to the Commission the same information required by 47 CFR § 54.422(b), even though this FCC rule does not 13 apply to ETCs designated by state commissions. The FCC rule, 47 CFR § 54.422(b) 14 15 addresses network outages, customer complaints, compliance with applicable service 16 quality standards and consumer protection rules, and ability to function in emergency Requiring reporting of this information is similar to the Commission's 17 situations. 18 previous reporting requirements in Order No. 06-292 and ensures that Staff is provided 19 consistent information for all ETCs in the state.

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## **Q.** WHAT IS THE THIRD TYPE OF MODIFICATION PROPOSED?

A. The third type of modification relates to the due dates for the reports. The 2013 reporting
 requirements gave the ETCs a window of two weeks after the FCC reporting deadlines to

1 file copies of the FCC reports with the Commission. Last year, the additional time 2 assured all parties were able to meet the reporting requirements despite confusion caused 3 by the FCC's change to the reporting deadlines. This additional time is not needed this 4 year. For consistency with the FCC's due dates, the deadlines for submission of copies 5 of the Form 481, CAF/ICC data and Form 690 to the Commission should be modified to 6 reflect the same dates as those in FCC rules. Further, because the Form 481 reports will 7 now be due by July 1, it makes sense to change the due date for the affidavits from July 8 15 to July 1 to sync up with the timing of the Form 481 reports. If the FCC decides to 9 change its deadlines for reporting this year after a Commission Order modifying Order 10 No. 06-292 is issued, then by the terms of the modified order the Commission deadlines 11 would also be changed to match the revised FCC deadlines.

# 12 Q. DO THE PARTIES PROPOSE TO CHANGE DUE DATES FOR UPDATES OR 13 REVISIONS TO REPORTS?

A. No. For any updates or revisions to reports that are filed with the FCC, the ETCs will
continue to have the same amount of time as last year, i.e., within five business days of
filing with the FCC. There appears to be no federal or state administrative rule that
would prohibit this filing timeline for reporting updates or revisions.

18 Q. WHY ARE THE PARTIES PROPOSING THAT THE STIPULATION

- 19 **REPORTING REQUIREMENTS BE USED ONLY FOR 2014 AND NOT**
- 20 ADOPTED AS REQUIREMENTS FOR SUBSEQUENT YEARS AS WELL?
- A. It became evident last year that the FCC requirements and deadlines were subject to
- 22 change and flexibility was needed to react to the changes. It would not be prudent to

2		state of flux. The uncertainties surrounding future changes to the FUSF program may
3		affect the type and frequency of reporting to the FCC, and consequently, to the
4		Commission.
5	Q.	IS THERE ANOTHER REASON WHY THE COMMISSION SHOULD NOT
6		ADOPT REQUIREMENTS NOW THAT WOULD ALSO APPLY IN
7		SUBSEQUENT YEARS?
8	A.	Yes, there is an issue concerning reporting requirements for non-facilities-based Lifeline-
9		only ETCs. One of the parties to the Second Partial Stipulation is a non-facilities-based
10		provider and has an application pending before the Commission at this time to be
11		designated as a Lifeline-only ETC. This party is concerned about how some reporting
12		requirements in 47 CFR § 54.422(b) will apply to non-facilities-based providers and
13		contends that compliance with these reporting requirements may be difficult, if not
14		impossible. While this is not an issue for this Party this reporting year, as its petition for
15		Lifeline-only ETC designation is still pending before the Commission, it may be an issue
16		in the future. This issue is also likely to be addressed relative to initial designation
17		requirements in Phase II of this docket. Decisions made in Phase II may impact the
18		appropriate treatment of the same issues relative to reporting. In any event, there is
19		reason to believe that requirements for reporting by non-facilities-based providers could
20		be an issue next year.
21	Q.	IS THERE ANY OTHER REASON WHY STAFF BELIEVES THE REPORTING

adopt requirements for future years as long as the FCC rules and procedures are still in a

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22 **REQUIREMENTS MAY NEED TO BE REVISED FOR FUTURE YEARS?** 

А.	This is the first year that some Incumbent Local Exchange Carriers (ILECs) will submit
	five-year plans, as well as information on broadband services. Staff is uncertain as to
	what to expect from these plans or when other ILECs may be required to file such plans.
	Unlike the network plan requirements developed by Staff in Docket No. UM 1217, the
	new plan requirements were developed by the FCC. Unfortunately, the FCC has
	provided no guidance to state commission staff members as to the substance and form of
	the plans to date. After seeing these plans for the first time, Staff and the Commission
	may wish to gather more information than what will be reported for FCC purposes. But,
	under the Second Partial Stipulation, in no event will any ILECs file such reports with the
	Commission until such time as they do so with the FCC.
	Α.

# 11 Q. IS THE TIMING OF A COMMISSION ORDER DETERMINING THIS YEAR'S 12 REPORTING REQUIREMENTS IMPORTANT?

A. Yes, it is. Without Commission action, the ETCs will be required to submit the reports
established in Order No. 06-292 by July 15. They need to know whether to start
preparing those reports. Action by the Commission will eliminate the need for CETCs to
unnecessarily waste time and effort on developing network plans and for all ETCs to
prepare the other items required by the existing language in Order 06-292.

## 18 Q. DOES THIS CONCLUDE YOUR TESTIMONY?

19 A. Yes.

### Stipulating Parties/101

("Attachment 1")

## WITNESS QUALIFICATION STATEMENT

NAME:	Kay Marinos
EMPLOYER:	Public Utility Commission of Oregon
TITLE:	Manager
ADDRESS:	3930 Fairview Industrial Drive Salem, OR 97302
EDUCATION:	PhD/ABD and MA in Economics University of Hawaii, 1981
	BA in Economics Hofstra University, 1975

### PROFESSIONAL EXPERIENCE:

<u>Manager, Competitive Issues</u>, Public Utility Commission of Oregon, 2007 - Present Responsible for managing telecommunications competitive issues, competitive provider certifications, carrier interconnection agreements, wholesale service quality, Eligible Telecommunications Carrier (ETC) designations, federal universal service programs (highcost and low-income) and ILEC service territory allocations. Staff member of Federal-State Joint Board on Universal Service.

<u>Senior Telecommunications Analyst</u>, Public Utility Commission of Oregon, 2004 – 2007 Responsible for federal ETC designations, annual ETC certifications, and federal universal service issues. Developed ETC requirements adopted by the Commission, and served as expert witness in Docket No. UM 1217.

### <u>Senior Consultant</u>, Verizon Communications, 2000 – 2003 Managed special project teams to ensure compliance with regulatory and legal requirements in various aspects of national telecommunications business, including new product development, interconnection, customer proprietary information and billing.

("Attachment 1")

<u>Senior Specialist</u>, Bell Atlantic and NYNEX, 1988- 2000 As subject matter expert, performed wide range of analytic functions to develop and support company's objectives in federal regulatory proceedings. Major issues included Telecom Act implementation, competitive markets, interconnection, pricing flexibility, price caps, access rates, cost recovery and cost allocation. <u>Manager</u>, National Exchange Carrier Association (NECA), 1984 - 1988 Managed development of telecom industry forecasts of interstate usage and dedicated access services used to determine nationwide carrier pool rates.

<u>Business Research Analyst</u>, GTE Hawaiian Telephone, 1982 – 1983 Developed revenue and demand forecasts for budgeting and network planning.

Economist and Planner, State of Hawaii, 1978 – 1982

Managed energy conservation and emergency planning projects, lectured in economics at the University of Hawaii, and supervised economic and demographic studies for urban redevelopment in industrial area of Honolulu.

Stipulating Parties/102

("Attachment 2")

Witness Qualification Statement

Name: Brant Wolf

Education: MBA, George Fox University

BA, Political Science, Oregon State University

Relevant Employment History:

I have been employed as the Executive Vice President of the Oregon Telecommunications Association (OTA) since 2000. During that time I have appeared as a witness, provided comments or participated otherwise in numerous OPUC proceedings.

As the advocate for members of the OTA I have also provided testimony and comments in numerous other legislative and regulatory proceedings related to telecommunications issues.

Stipulating Parties/103

("Attachment 3")

#### WITNESS QUALIFICATION STATEMENT

NAME: Sharon Mullin

EMPLOYER: AT&T Services Inc.

TITLE: Director

- ADDRESS: 2003 Point Bluff Austin, Texas 78746
- EDUCATION: MBA, Krannert School of Business, Purdue University, 1997. B.S. in Education, University of Texas at Austin with Honors, 1974.

#### RELEVANT PROFESSIONAL EXPERIENCE

#### AT&T

#### **External Affairs Director**

State Regulatory Director with responsibility for advocacy in multiple states on behalf of all AT&T entities. I have more than thirty years of experience in the telecommunications industry. During my tenure I have handled diverse telecommunications issues including access charge issues, competitive issues, and the regulation of telecommunications and wireless carriers as well as the development and interpretation of regulatory policy. I have filed expert testimony in proceedings in a number of states. I am currently responsible for directing AT&T's regulatory affairs in Oregon, Washington, Arizona, New Mexico and South Dakota. 1

#### **CERTIFICATE OF SERVICE**

2

I certify that on May 15, 2014, I served the foregoing Amended Joint Testimony upon the

3 parties in this proceeding by electronic mail only as all parties waive paper service.

#### 4 w

- CHARLES L BEST 5 ATTORNEY AT LAW 1631 NE BROADWAY #538 6 PORTLAND OR 97232-1425
- charlesbestlaw@q.com

## 7 w

- JULIA REDMAN-CARTER 8 955 KACENA RD, STE A HIWATHA IA 52233
- 9 jrcarter@readywireless.com

## 10 W

- CYNTHIA MANHEIM
- REDMOND WA 98052
- 12 cm9268@att.com

13 W

- AT&T SERVICES INC DAVID COLLIER
- 14 AREA MANAGER-REGULATORY RELATIONS
- 15 645 E PLUMB LNM RN C-142 PO BOX 11010 16 RENO NV 89502
- 16 david.collier@att.com

#### 17 w

- AT&T SERVICES, INC.
- 18 SHARON L MULLIN DIRECTOR--EXTERNAL AFFAIRS 2003 POINT BLUFF
- 19 AUSTIN TX 78746-6236 slmullin@att.com

## 20

- 21 ATER WYNNE LLP
- ARTHUR A BUTLER 601 UNION STREET, STE 1501
- SEATTLE WA 98101-3981
   aab@aterwynne.com
   23

### w

- 24 **BUDGET PREPAY, INC.** ROBIN ENKEY
- 25 1325 BARKSDALE BLVD BOSSIER CITY LA 71111 robine@budgetprepay.com
- 26

## W

CENTURYLINK RON L TRULLINGER MANAGER - OREGON REGULATORY 310 SW PARK AVE 11TH FL PORTLAND OR 97205 ron.trullinger@centurylink.com

W

CENTURYLINK, INC. WILLIAM E HENDRICKS ATTORNEY 902 WASCO ST A0412 HOOD RIVER OR 97031 tre.hendricks@centurylink.com

#### W

### CITIZENS' UTILITY BOARD OF OREGON

OPUC DOCKETS 610 SW BROADWAY, STE 400 PORTLAND OR 97205 dockets@oregoncub.org

ROBERT JENKS 610 SW BROADWAY, STE 400 PORTLAND OR 97205 bob@oregoncub.org

G. CATRIONA MCCRACKEN 610 SW BROADWAY, STE 400 PORTLAND OR 97205 catriona@oregoncub.org

#### W

#### CRICKET COMMUNICATIONS INC JULIE BUECHLER 5887 COPLEY DR

SAN DIEGO OR 92111 jubuechler@cricketcommunications. com

#### W

#### DAVIS WRIGHT TERMAINE LLP

ALAN J GALLOWAY 1300 SW FIFTH AVENUE PORTLAND OR 97201-5630 alangalloway@dwt.com

#### W

#### DAVIS WRIGHT TREMAINE LLP MARK P TRINCHERO 1300 SW FIFTH AVE STE 2300 PORTLAND OR 97201-5682 marktrinchero@dwt.com

w

#### FRONTIER COMMUNICATIONS NORTHWEST INC

GEORGE BAKER THOMSON 1800 41ST ST EVERETT WA 98201 george.thomson@ftr.com

RENEE WILLER 20575 NW VON NEUMANN DR SUITE 150 BEAVERTON OR 97006-6982 renee.willer@ftr.com

#### W

#### LAW OFFICE OF RICHARD A FINNIGAN

RICHARD A FINNIGAN 2112 BLACK LAKE BLVD SW OLYMPIA WA 98512 rickfinn@localaccess.com

#### W

#### LUKAS, NACE, GUTIERREZ & SACHS TODD B LANTOR 8300 GREENSBORO DR, #1200

MCLEAN VA 22102 tlantor@fcclaw.com

#### W

#### LUKAS, NACE, GUTIERREZ & SACHS, LLP BROOKS HARLOW 8300 GREENSBORO DRIVE, STE 1200 MCLEAN VA 22102 bharlow@fcclaw.com

#### W

NEXUS COMMUNICATIONS INC STEVEN FENKER 3629 CLEVELAND AVE, STE C COLUMBUS OH 43223 sfenker1@earthlink.net

#### Page 1 - CERTIFICATE OF SERVICE – UM 1648

Department of Justice 1162 Court Street NE Salem, OR 97301-4096 (503) 947-4520 Fax: (503) 378-3784

1	W OREGON	W T-MOBILE USA INC	W WARM SPRINGS	
2		TERI OHTA 12920 SE 38TH ST	TELECOMMUNICATIONS MARSHA SPELLMAN	
3	JALLIN OK 97301-4030	BELLEVUE WA 98006 teri.ohta@t-mobile.com	10425 SW HAWTHORNE LN PORTLAND OR 97225	
4	bwolf@ota-telecom.org W	W UNITED STATES CELLULAR CORP	marsha.spellman@warmspringstelec om.com	
5		STEPHANIE CASSIOPPI 8410 WEST BRYN MAWR AVENUE	W	
6	KAY MARINOS PO BOX 1088	CHICAGO IL 60631-3486 WA stephanie.cassioppi@uscellular.com TE CO JOS PO WA	WARM SPRINGS TELECOMMUNICATIONS	
7	SALEM OR 97308-1088 kay.marinos@state.or.us		COMPANY JOSE MATANANE	
8	W PUC STAFF - DEPARTMENT OF		PO BOX 910 WARM SPRINGS OR 97761 jose.matanane@warmspringsteleco	
9	JUSTICE JOHANNA RIEMENSCHNEIDER		m.com	
10				
11	SALEM OR 97301-4796 johanna.riemenschneider@doj.state .or.us	×.		
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#### Department of Justice 1162 Court Street NE Salem, OR 97301-4096 (503) 947-4520 Fax: (503) 378-3784