

Before the
 Federal Communications Commission
 Washington, D.C. 20554

In the Matter of)	
)	
Implementation of the Subscriber Carrier)	
Selection Changes Provisions of the)	CC Docket No. 94-129
Telecommunications Act of 1996)	
)	
PNG Telecommunications, Inc. d/b/a)	
PowerNet Global Communications)	
Petition for Waiver)	

ORDER

Adopted: August 17, 2000

Released: August 18, 2000

By the Associate Chief, Accounting Policy Division, Common Carrier Bureau:

I. INTRODUCTION AND BACKGROUND

1. In its *Carrier Change Orders*,¹ the Commission adopted rules applicable to carriers changing a consumer's preferred carrier.² In this Order, we grant PNG Telecommunications, Inc. d/b/a PowerNet Global Communications (PNG) a limited waiver of the authorization and verification requirements of the Commission's rules and *Carrier Change Orders*.³ We grant this limited waiver to the extent necessary to enable PNG to become the

¹ *Implementation of the Subscriber Carrier Selection Changes Provisions of the Telecommunications Act of 1996 and Policies and Rules Concerning Unauthorized Changes of Consumers' Long Distance Carriers*, CC Docket No. 94-129, Further Notice of Proposed Rule Making and Memorandum Opinion and Order on Reconsideration, 12 FCC Rcd 10674 (1997), Second Report and Order and Further Notice of Proposed Rule Making, 14 FCC Rcd 1508 (1998) (*Section 258 Order*); *stayed in part, MCI WorldCom v. FCC*, No. 99-1125 (D.C. Cir. May 18, 1999); *First Order on Reconsideration*, FCC 00-135 (released May 3, 2000), 65 Fed. Reg. 47678 (August 3, 2000); *stay lifted, MCI WorldCom v. FCC*, No. 99-1125 (D.C. Cir. June 27, 2000); Third Report and Order and Second Order on Reconsideration, FCC 00-255 (released August 15, 2000); *reconsideration pending; Policies and Rules Concerning Unauthorized Changes of Consumers' Long Distance Carriers*, CC Docket No. 94-129, Report and Order, 10 FCC Rcd 9560 (1995), *stayed in part*, 11 FCC Rcd 856 (1995); *Policies and Rules Concerning Changing Long Distance Carriers*, CC Docket No. 91-64, 7 FCC Rcd 1038 (1992), *reconsideration denied*, 8 FCC Rcd 3215 (1993) (*PIC Change Recon. Order*); Investigation of Access and Divestiture Related Tariffs, CC Docket No. 83-1145, Phase I, 101 F.C.C.2d 911 (*Allocation Order*), 101 F.C.C.2d 935 (*Waiver Order*), *reconsideration denied*, 102 F.C.C.2d 503 (1985) (*Reconsideration Order*) (the *Reconsideration Order* denied reconsideration of both the *Allocation Order* and the *Waiver Order*). We refer to these orders collectively as the *Carrier Change Orders*.

² 47 C.F.R. §§ 64.1100 - 64.1190.

preferred carrier of approximately 5,396 consumers currently presubscribed to Broadwing, without first obtaining the consumers' authorization and verification.

2. Section 258 of the Communications Act of 1934, as amended by the Telecommunications Act of 1996, makes it unlawful for any telecommunications carrier to "submit or execute a change in a subscriber's selection of a provider of telephone exchange service or telephone toll service except in accordance with such procedures as the Commission shall prescribe."⁴ The goal of section 258 is to eliminate the practice of "slamming," the unauthorized change of a subscriber's preferred carrier. Pursuant to section 258, carriers are absolutely barred from changing a customer's preferred local or long distance carrier without first complying with the Commission's verification procedures.⁵ In the *Section 258 Order*, the Commission revised its procedures to ensure that carriers obtain the requisite authority prior to changing a customer's preferred carrier. The Commission requires that carriers follow one of the Commission's prescribed verification procedures before submitting carrier changes on behalf of consumers.⁶

3. PNG seeks a waiver of our verification rules to allow PNG to be designated the preferred long distance carrier for the customers of Broadwing without first obtaining each customer's authorization and verification. Because we conclude that, under the circumstances presented, it is in the public interest to grant the waiver, we grant PNG a waiver, subject to the conditions represented in its filings.

II. DISCUSSION

4. Generally, the Commission's rules may be waived for good cause shown.⁷ As noted by the Court of Appeals for the D.C. Circuit, however, agency rules are presumed valid.⁸ The Commission may exercise its discretion to waive a rule where the particular facts make strict compliance inconsistent with the public interest.⁹ In addition, the Commission may take into

³ On June 15, 2000, PNG filed a Request for Expedited Waiver of Commission's Rules relating to PNG's acquisition of a portion of the customer base of Broadwing Communications (Broadwing) (Waiver Petition).

⁴ 47 U.S.C. § 258.

⁵ The Commission's rules and orders clearly contemplate that a switchless reseller may be a customer's preferred carrier. Therefore, changes to a customer's preferred carrier that do not involve a change in the customer's underlying facilities-based carrier are nonetheless subject to the Commission's authorization and verification rules. See *Section 258 Order* at paras. 145-146; *WATS International Corp. v. Group Long Distance (USA), Inc.*, 12 FCC Rcd 1743, 1752 (1997) (citing *PIC Change Recon. Order*, 8 FCC Rcd at 3218).

⁶ Pursuant to these procedures, a carrier must: (1) obtain the subscriber's written authorization; (2) obtain confirmation from the subscriber via a toll-free number provided exclusively for the purpose of confirming orders electronically; or (3) utilize an independent third party to verify the subscriber's order. See 47 C.F.R. § 64.1150.

⁷ 47 C.F.R. § 1.3.

⁸ *WAIT Radio v. FCC*, 418 F.2d 1153, 1157 (D.C. Cir. 1969), cert. denied, 409 U.S. 1027 (1972).

⁹ *Northeast Cellular Telephone Co. v. FCC*, 897 F.2d 1164, 1166 (D.C. Cir. 1990).

account considerations of hardship, equity, or more effective implementation of overall policy on an individual basis.¹⁰ Waiver of the Commission's rules is therefore appropriate only if special circumstances warrant a deviation from the general rule, and such a deviation will serve the public interest.¹¹

5. We find that PNG has demonstrated that good cause exists to justify a limited waiver of the Commission's authorization and verification requirements to the extent necessary to enable PNG to transfer to its own customer base the affected Broadwing customers. In the Waiver Petition, PNG states that, on April 27, 2000, it acquired the assets of NTA Communications Corporation (NTA), which served as an agent for the marketing and soliciting of customers for Broadwing pursuant to an Agent Services Agreement between NTA and Broadwing dated January 19, 2000. These assets included approximately 5,396 customers to whom Broadwing provided interstate and intrastate long distance services. PNG and Broadwing agreed to cancel the Agent Services Agreement in return for transfer of the customer accounts acquired by NTA for Broadwing to PNG's customer base.¹² PNG will provide resale intraLATA, interLATA, and international interexchange services on a presubscription basis to the former customers of Broadwing, while Broadwing will continue to serve as the underlying facilities-based carrier for these customers.¹³

6. We conclude that special circumstances exist to justify a waiver. Without this waiver, the service of some former Broadwing customers might temporarily be interrupted when Broadwing ceases providing presubscribed service to customers who fail to respond in a timely fashion to requests for preferred carrier change authorization; those customers might also pay potentially higher casual calling rates after the discontinuance of presubscribed service. We conclude that a waiver of the Commission's carrier change rules and orders is necessary to provide a seamless transition with no disruption of service to the transferred customers.

7. We find that PNG has demonstrated that a limited waiver of the authorization and verification rules is in the public interest because it will prevent consumers from temporarily losing service or paying significantly higher rates, and because PNG has agreed to notify the affected customers as described below. PNG states that it will undertake a two-step process to notify the affected customers of the transfer. In a first letter, PNG will inform customers of the proposed transfer and assure them that no charges or rate increases will be imposed as a result of the transfer.¹⁴ PNG states that it will also advise the affected customers that they can choose a different preferred carrier, should they desire to do so.¹⁵ In addition, customers will be given a

¹⁰ *WAIT Radio*, 418 F.2d at 1157.

¹¹ *WAIT Radio*, 418 F.2d at 1159; *Northeast Cellular*, 897 F.2d at 1166.

¹² Waiver Petition at 2.

¹³ *Id.*

¹⁴ PNG filed sample notification letters. *See* Waiver Petition, Attachments A and B (Notification Letters).

¹⁵ Waiver Petition at 2-3.

toll-free number to call with any questions they may have about the transition. According to PNG, once the proposed transfer has been consummated, PNG will notify these customers of that event and reiterate the foregoing information, assurances, and advice.¹⁶ PNG has agreed that, if the Commission waives its rules to permit PNG to provide service to Broadwing's former customers, PNG will work with the complainants and the Commission to investigate and resolve any outstanding customer complaints regarding services provided by Broadwing.¹⁷ We conclude that these conditions will adequately protect the rights of the transferred customers of Broadwing.

8. For the foregoing reasons, we grant PNG a waiver of the authorization and verification requirements of our rules for the limited purposes described above. The grant of this waiver is conditioned upon PNG's provision of customer notification and handling of customer complaints, as described above and further detailed in the Waiver Petition.

III. ORDERING CLAUSES

9. Accordingly, pursuant to authority contained in Sections 1, 4, and 258 of the Communications Act of 1934, as amended, 47 U.S.C. §§ 151, 154, 258, and the authority delegated under sections 0.91, 0.291, and 1.3 of the Commission's rules, 47 C.F.R. §§ 0.91, 0.291, 1.3, the waiver request filed by PNG Telecommunications, Inc. d/b/a PowerNet Global Communications on June 15, 2000, IS GRANTED to the extent indicated herein.

10. IT IS FURTHER ORDERED that this Order is effective upon release.

FEDERAL COMMUNICATIONS COMMISSION

K. Michele Walters
Associate Division Chief,
Accounting Policy Division,
Common Carrier Bureau

¹⁶ Notification Letters; Waiver Petition at 3.

¹⁷ Waiver Petition at 3.