	BEFORE THE NEW HAMPSHIRE PUBLIC UTILITIES COMMISSION
Tele Mei	tions of Kearsarge Telephone Co., Wilton phone Co., Hollis Telephone Co. and rimack County Telephone Co. for Approval of renate Form of Regulation Docket No. DT 07-027
	REBUTTAL ^{1/} TESTIMONY OF BETH CHOROSER
	INTRODUCTION AND BACKGROUND
Q.	PLEASE STATE YOUR NAME, BUSINESS ADDRESS, EMPLOYER AND
	CURRENT POSITION.
A.	My name is Beth Choroser. My business address is One Comcast Center, 50th Floor,
	Philadelphia, PA 19103. I am employed as Executive Director of Regulatory
	Compliance for Comcast Cable Communications, LLC.
Q.	ON WHOSE BEHALF ARE YOU TESTIFYING?
A.	I am testifying on behalf of Comcast Phone of New Hampshire, LLC, d/b/a Comcast
	Digital Phone ("Comcast Phone").
Q.	PLEASE SUMMARIZE YOUR EDUCATIONAL AND PROFESSIONAL
	BACKGROUND.
A.	I received a Bachelor of Arts degree from Pennsylvania State University and a Master
	of Business Administration from Syracuse University. I have worked in various

Consistent with the Commission's June 15, 2009 Letter to the Parties regarding the Scope of this proceeding, this testimony addresses "evidence of any alleged anticompetitive actions that may have occurred since the Commission issued its Order No. 24,852 on April 23, 2008" It is captioned as "rebuttal" testimony to the extent that it is submitted in accordance with the Commission's schedule for filing testimony in rebuttal to the Testimony of Michael Reed filed on January 29, 2009, but Comcast Phone does not address Mr. Reed's testimony directly herein.

capacities in both the communications industry and the electric utility industry. My experience includes work in the areas of rates, billing, taxation, regulatory reporting, tariffs, interconnection, numbering, and overall regulatory compliance. From 1985 to 1988, I worked for New England Electric System as a rate analyst and later as staff assistant to the Chief Operating Officer. In those roles I performed cost of service studies and fuel cost studies, and testified before the state commission on fuel cost charges. I also oversaw budgeting for the Chief Operating Officer. From 1997 to 1999, I was with ATX Telecommunications. Initially I had responsibility for billing specifications and revenue assurance. Subsequently, I managed the end-user taxation and regulatory functions. I have been with the Comcast organization since 2000. From 2000 to 2003, I was the Manager of Regulatory Compliance for the company's start-up commercial voice business, Comcast Business Communications, LLC. I had responsibility for tariffs, billing compliance, interconnection, regulatory reporting, end-user taxation, and surcharging. From 2003 to the present, I have held positions of increasing responsibility in the company's voice business, including promotion to my current position.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

Q. PLEASE DESCRIBE YOUR CURRENT RESPONSIBILITIES WITH COMCAST PHONE.

A. I am responsible for a wide variety of regulatory matters, including compliance with both state and federal regulatory requirements. This includes oversight of negotiation of Interconnection Agreements with incumbent local exchange carriers ("ILECs") consistent with Section 251 of the federal Communications Act of 1934, as amended

("Act") on behalf of Comcast Phone and its affiliates that provide regulated telecommunications services. In this capacity, I have been involved with Comcast Phone's efforts to introduce competitive voice service to the residents of the service areas of Kearsarge Telephone Company d/b/a TDS Telecom ("Kearsarge"), Merrimack County Telephone Company d/b/a TDS Telecom ("Merrimack") and Wilton Telephone Company, Inc. d/b/a TDS Telecom ("Wilton") (collectively, "TDS" or "the TDS entities")

8 Q. PLEASE DESCRIBE THE BUSINESS OF COMCAST PHONE.

A.

Comcast Phone is a Delaware limited liability company with its principal place of business at One Comcast Center, Philadelphia, PA 19103. It is a telecommunications carrier registered to provide service in the New Hampshire service area of Fairpoint f/k/a Verizon New England. In addition, although it was not registered in the TDS service areas at the inception of this docket, Comcast Phone is now registered in these service areas. However, as I will discuss in greater detail below, if it were not for TDS's concerted efforts to preserve its monopoly status and to prevent Comcast Phone from obtaining its registration in the TDS service areas, Comcast Phone could have been registered in the TDS service areas by the spring of 2008. Instead, the proceeding to consider Comcast Phone's application for registration did not conclude until this Commission's Order in Docket No. DT 08-013 in April of this year.

Comcast Phone still cannot offer service in the TDS service areas pending resolution of the arbitration pending before the Commission in Docket No. DT 08-162, in which TDS claims no obligation to interconnect with Comcast Phone based upon the very

same arguments regarding Comcast Phone's status as a telecommunications carrier that the Commission has repeatedly rejected in DT 08-013.

Q. WHAT SERVICES DOES COMCAST PHONE OFFER?

A. Comcast Phone currently offers Business Local Service, a single line business service; Schools and Libraries Network Service, a high-speed T1 voice and data service to primary and secondary schools, municipal libraries, and other "e-rate" eligible institutions; Local Interconnection Service, two-way interconnection with the public switched telephone network ("PSTN") for the exchange of voice traffic, and administration of numbering resources, local numbering portability, operator services, 911 emergency calling services, and directory listing and directory assistance services; and Exchange Access Service for which Comcast Phone has more than two dozen interexchange carrier customers. These services are offered in the Fairpoint service area in New Hampshire, proposed to be offered in the TDS service area, and generally the same as those offered by Comcast Phone's telecommunications carrier affiliates in other states.

Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY IN THIS PROCEEDING?

A. Pursuant to the June 15, 2009 Secretarial letter in this docket, the purpose of my testimony is to provide a summary of the anti-competitive conduct in which the TDS entities have engaged since the Commission issued its Order No. 24,852 in this docket on April 23, 2008.

1		COMCAST PHONE'S INTERVENTION IN THIS DOCKET
2	Q.	WHEN AND WHY DID COMCAST PHONE INTERVENE IN THIS
3		DOCKET?
4	A.	Comcast Phone originally intervened in October of 2007 for the limited purpose of
5		clarifying the evidentiary record and introducing evidence on the extent of voice
6		competition, or more precisely, the lack thereof, in TDS's New Hampshire exchanges
7		where Comcast has broadband facilities. Specifically, on October 12, 2007, Comcast
8		Phone submitted the pre-filed direct testimony of David Kowolenko, who testified
9		that Comcast Phone offered only video and high-speed data services to residents
10		within its footprint in the TDS service areas, but no voice service. Of course, as
11		noted above and discussed in greater detail below, Comcast Phone still is not able to
12		provide voice service to customers resident within TDS's service areas in New
13		Hampshire as a direct result of TDS's conduct.
14	Q.	WAS COMCAST PHONE A PARTY TO THE SETTLEMENT AGREEMENT
15		IN THIS DOCKET?
16	A.	No, Comcast Phone was not a party to the settlement agreement. Comcast Phone
17		took no formal position as to the ultimate issue of whether or not TDS should be
18		entitled to alternate regulation. Rather, Comcast Phone's intervention was for a
19		limited purpose, as discussed above, to clarify TDS's characterization of the
20		competitive voice options in its footprint. For that reason, Comcast Phone was not a

party to the settlement agreement. However, Comcast Phone participated in several

21

technical working sessions in this docket, and based on those technical sessions and specific elements of the resulting agreement, it did not object to the settlement.

Q. WHY DID COMCAST PHONE EXPRESS NO OBJECTION TO THE

SETTLEMENT AGREEMENT?

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

A.

Comcast Phone believed that the settlement agreement would benefit consumers in the TDS service areas because it removed potential barriers to entry for competitive voice service providers such as Comcast Phone. Specifically, under the terms of the agreement, which was filed with the Commission on December 3, 2007, TDS agreed, among other things: (1) not to oppose "certification or registration of any company seeking to do business as a competitive local exchange carrier ("CLEC") in the service territories of 'TDS; (2) to waive the rural telephone company exemption under Section 251(f)(1) of the Communications Act of 1934; and (3) to negotiate in good faith and in an expedited fashion with any CLEC requesting an interconnection in the TDS service areas. The Commission ultimately approved these terms as to Wilton and Hollis. In denying Kearsarge's and Merrimack's alternate regulation petition, the Commission urged TDS, on page 30 of Order No. 24,852, "to reduce market barriers by not opposing CLEC registrations, waiving the rural exemption and expediting interconnection negotiations, as proposed in the settlement." It was Comcast Phone's belief that these terms would benefit it and consumers in the TDS service areas by ensuring Comcast Phone, as "any company seeking to do business as a CLEC" in the TDS service areas, an expedient entry into those service areas. It has since become clear, however, that TDS had no intention of abiding by these terms of

1 the settlement agreement, at least as to Comcast Phone. As discussed below, TDS 2 has done exactly the opposite of what the Commission required of Wilton and Hollis 3 and encouraged of Kearsarge and Merrimack. Instead of removing obstacles to 4 competition, the TDS companies are taking great efforts to prevent Comcast Phone 5 from entering into the TDS service areas. 6 **CERTIFICATION EFFORTS** 7 Q. WHAT EFFORTS HAS COMCAST PHONE UNDERTAKEN TO PROVIDE 8 COMPETITVE VOICE SERVICES IN THE TDS SERVICE AREAS? 9 A. On December 12, 2007, Comcast Phone applied for approval of its Form CLEC-10 10 registering it to provide service in the TDS Companies' service area. Typically, 11 consideration of a Form CLEC-10 is a streamlined review process lasting only a 12 matter of weeks pursuant to PUC Rule 431.01 before authorization is granted. 13 Comcast Phone's application resulted in the opening of Commission Docket No. DT 14 08-13. 15 Q. WHAT, IF ANYTHING, DID THE TDS ENTITIES DO AFTER COMCAST 16 PHONE FILED ITS FORM CLEC-10 IN DOCKET NO. DT 08-13? 17 A. Kearsarge and Merrimack – later joined by Wilton – opposed Comcast's efforts to 18 obtain certification in the TDS territories. The Commission, in Order No. 24,843, 19 issued an Order Nisi Granting Application, which granted to Comcast Phone the 20 authority it requested on April 4, 2008. The TDS Companies immediately sought a 21 stay of Comcast Phone's authorization pending resolution of their petitions for 22 alternate form of regulation in this docket, and then along with the New Hampshire

1		Telecommunications Association ("NHTA"), of which TDS is a member, opposed
2		the Order Nisi on the basis that the application required extensive factual
3		investigation. On May 2, 2008, Comcast Phone's authorization was suspended by
4		Order 24,854 pending further investigation.
5	Q.	DID ANY FURTHER FACTUAL INVESTIGATION ACTUALLY TAKE
6		PLACE?
7	A.	For all intents and purposes, no. TDS's claim that factual investigation was needed
8		proved to be a ruse solely to prolong the hearing schedule. Indeed, after a technical
9		session, the parties reached agreement on a set of narrow stipulated issues for hearing
10		by the Commission, waiving an evidentiary hearing. TDS then focused only on two
11		primarily legal arguments: First, that granting Comcast Phone's registration did not
12		serve the public good on the theory Comcast Phone was not a bona fide
13		telecommunications carrier offering services to the public; and second, TDS
14		continued to advocate that the Commission consider the regulatory status of the
15		interconnected VoIP service provided by Comcast Phone's affiliate as part of DT 08-
16		013, despite the fact that the Commission repeatedly stated that it would not do so in
17		that docket. Yet TDS continued to claim that the issue required resolution prior to the
18		allowance of Comcast Phone's registration.
19	Q.	WAS THERE A FURTHER HEARING ON THE COMCAST CLEC-10
20		APPLICATION?
21		No. Based on the stipulated facts and briefing, on August 18, 2008, in Order 24,887
22		the Commission again found that Comcast Phone had met the requirements of the

CLEC-10 application and again rejected the TDS and NHTA position on the need to review regulation of VOIP, stating on page 6 of the Order that "regulatory status of Comcast IP's digital voice service is not the subject of this docket and does not bear on whether we should expand Comcast's authority to operate in New Hampshire." However, the Commission did order a subsequent hearing on whether the authorization was in the public good. As a result, the parties filed additional testimony on "public good" pursuant to RSA 374.26. After additional briefing², the Commission – for the third time – considered Comcast's CLEC 10 application and whether it was in the public good. Q. HOW DID THE COMMISSION RESPOND TO TDS'S ARGUMENTS ON WHETHER COMCAST PHONE'S AUTHORIZATION WAS IN THE **PUBLIC GOOD?** A. The Commission again rejected the TDS arguments and affirmatively found that Comcast Phone's authorization was in the public good. On February 6, 2009, the Commission, in Order No. 24,938, for the third time granted authority to Comcast to offer services in the TDS Companies service areas. On March 6, 2009, Kearsarge and Merrimack as well as the New Hampshire Telecommunications Association ("NHTA") – joined for the first time by Wilton, in contradiction to the terms of the settlement agreement to which Wilton was bound as a result of the Commission's

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

Order No. 24,852 – sought to further delay issuance of Comcast Phone's certification

² A hearing was ultimately waived by TDS, as reflected by the September 22, 2008 Secretarial letter cancelling the hearing and setting the briefing schedule.

Direct Testimony of Beth Choroser on behalf of Comcast Phone of New Hampshire, LLC Docket No. 07-027 Page 10 of 16

1		by moving for rehearing in a brief that simply rehashed the arguments made and
2		rejected previously that Comcast Phone was a bona fide telecommunications carrier
3		and again raising concerns about the regulatory status of VoIP.
4	Q.	HOW DID THE COMMISSION ULTIMATELY RESPOND TO THE TDS
5		MOTION FOR REHEARING?
6	A.	The Commission, in Order No. 24,958, denied the motion for rehearing on April 21,
7		2009, acknowledging on page 12 of that order that "the arguments raised by the [TDS
8		entities] have either been previously raised and addressed in the Order or are mere
9		reformulations of previous arguments with no new, previously unavailable evidence
10		proffered." This final Order was issued a full 16 months from the time Comcast
11		Phone filed to register pursuant to the Commission's streamlined CLEC registration
12		rules. Ultimately, TDS did not appeal this decision.
13	Q.	IS COMCAST PHONE PRESENTLY OFFERING VOICE SERVICES IN THE
14		TDS COMPANIES SERVICE AREA?
15	A.	No, not yet. Although it is now authorized by the Commission to provide service in
16		the TDS service areas, Comcast Phone must still enter into an interconnection
17		agreement with the TDS entities before it can effectively provide a voice service to
18		customers in the TDS service areas.

1		INTERCONNECTION
2	Q.	WHAT EFFORTS HAS COMCAST PHONE TAKEN TO OBTAIN AN
3		INTERCONNECTION AGREEMENT WITH THE TDS ENTITIES?
4	A.	In April of 2008, Comcast Phone requested to negotiate an interconnection agreement
5		with TDS pursuant to Section 251of the Communications Act of 1934 (the "Act").
6		Comcast Phone and TDS agreed to use, as the basis for negotiations, the fully
7		negotiated, executed and approved interconnection agreement between their operating
8		affiliates for the state of Vermont. Intermittent, but mostly productive negotiations
9		continued for the next several months. In October 2008, however, after technical
10		issues related to interconnection had been resolved, TDS raised questions about
11		Comcast Phone's telecommunications carrier status. TDS subsequently suspended
12		negotiations and refused to execute the agreement the parties had negotiated.
13	Q.	WHAT WAS THE SINGLE ISSUE PRESENTED FOR ARBITRATION?
14	A.	The issue in the arbitration in Docket No. DT 08-162 is whether Comcast Phone is a
15		telecommunications carrier entitled to interconnection rights with TDS under
16		Sections 251(a)-(b) of the Act. Simply put TDS's refusal to execute the otherwise
17		fully-negotiated interconnection agreement is based on the very same argument that
18		was fully litigated and rejected in Docket No. DT 08-13.
19	Q.	HAS TDS PREVIIOUSLY RECOGNIZED COMCAST PHONE'S
20		TELECOMMUNICATIONS CARRIER STATUS?
21	A.	Yes. TDS has recognized Comcast Phone's status as a telecommunications carrier.
22		Specifically, Comcast Phone requested interconnection with TDS pursuant to Section

251 of the Act, and TDS participated in Interconnection Agreement negotiations under the Act. Indeed, in the letters attached to the Comcast Phone arbitration Petition as Exhibit A and B, TDS agreed that it was engaging in negotiations with Comcast Phone for purposes of establishing an Interconnection Agreement under Section 251 of the Act pursuant to the process outlined in Section 252. It was only after several months of negotiations to resolve all technical interconnection issues that TDS raised, in New Hampshire as well as a handful of other states, its argument about Comcast Phone's status. TDS affiliates have actually entered into Interconnection Agreements with Comcast Phone's competitive local exchange carrier affiliates in Tennessee, Indiana, and most recently in Vermont. The Vermont agreement, which the Vermont Public Service Board approved in August 2008, states expressly that it was entered into pursuant to Section 251 of the Act. In addition, the Michigan Public Service Commission recently rejected arguments similar to those raised by TDS in this proceeding and approved an interconnection agreement between the TDS and Comcast affiliates in that state. Thus, TDS has already stipulated that Comcast Phone is a telecommunications carrier entitled to interconnection and Comcast Phone has taken actions in reliance on that stipulation. WHAT IS THE CURRENT STATUS OF THE ARBITRATION? The arbitration has been fully briefed, and the parties are awaiting a decision by the Commission.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

Q.

A.

Q. IS COMCAST A TELECOMMUNICATIONS CARRIER?

Yes. Comcast Phone has fully briefed the matter in Docket No. DT 08-162, and those

1

2

A.

3	are legal arguments I will not repeat here. It should be noted, however, that the
4	Commission itself issued its Order No. 23,088 in Docket DE 98-208 in which it
5	approved the certification of Comcast Phone's predecessor to provide service in what
6	is now Fairpoint territory. It is under this authority that Comcast Phone offers service
7	in that territory. In addition, in Order No. 24,141 in Docket No. DT 03-012, the
8	Commission has approved a Section 251 Interconnection Agreement between
9	Comcast Phone and FairPoint in the state. As discussed above, Comcast Phone
10	recently registered for and received from the Commission authority to provide service
11	in the service areas of the TDS entities in Docket No. DT 08-013. Moreover, the
12	FCC has also determined that Comcast Phone is a telecommunications carrier for the
13	purposes of Section 222(b) of the Act, which references the rights and obligations of
14	the very same telecommunications carriers (a term defined under the Act) who also
15	have interconnection rights and obligations under Section 251 of the Act. In addition
16	to the affirmation of Comcast's Michigan and Vermont CLECs as
17	telecommunications carriers by the respective state commissions, more than a half
18	dozen additional states and the United States Court of Appeals for the Eight Circuit
19	have affirmed the interconnection rights of other telecommunications carriers
20	similarly situated to Comcast. In light of this overwhelming precedent, one cannot
21	take seriously TDS's refusal to enter into an interconnection agreement on the basis
22	that Comcast Phone is not a telecommunications carrier. It is clear that TDS makes

1		this argument solely to preserve the status quo and enjoy its monopoly status for as
2		long as possible, and not because it genuinely believe in the merits of its claims.
3	Q.	DO YOU THINK THAT TDS HAS ACTED APPROPRIATELY, GIVEN THE
4		COMMISSION'S URGING THAT TDS SHOULD "REDUCE MARKET
5		BARRIERS BY NOT OPPOSING CLEC REGISTRATIONS, WAIVING THE
6		RURAL EXEMPTION AND EXPEDITING INTERCONNECTION
7		NEGOTIATIONS, AS PROPOSED IN THE SETTLEMENT?"
8	A.	No. Based on the events as described above, TDS did not heed the Commission's
9		advice. The Commission left this docket open for one year for the purpose of
10		allowing TDS to introduce new evidence into the record establishing the availability
11		of competitive alternatives to residents in the Merrimack and Kearsarge service areas.
12		On page 30 of Order No. 24,852, the Commission clarified that "[a]t any time during
13		that year, Kearsarge and Merrimack may update their testimony on availability and
14		the level of competition, if, for example, additional competitors enter those service
15		territories, or if existing competitors increase their market presence." TDS did not
16		submit any evidence of the type envisioned by the Commission in the above quoted
17		statement, for the simple reason that there is no such evidence to provide. Rather, the
18		evidence submitted here overwhelmingly establishes that TDS prevented access by
19		competitors into the Kearsarge and Merrimack territories.

SHOULD THE SETTLEMENT AGREEMENT ENTERED INTO AND 1 Q. 2 APPROVED BY THE COMMISSION IN THIS DOCKET FOR HOLLIS AND 3 WILTON BE EXTENDED TO KEARSARGE AND MERRIMACK? 4 A. No. TDS' actions in continuing to oppose Comcast Phone's entry into its service 5 territories based on its unfounded assertions that Comcast Phone is not a telecommunications provider means – without a doubt – that it is TDS's position that 6 7 the terms of the settlement agreement, in particular those guaranteeing reduced 8 barriers market entry to CLECs, do not apply to Comcast Phone. Permitting TDS to 9 obtain reduced regulation as a result would be a grave mistake – one that harms not 10 only Comcast Phone, but consumers in the TDS service territories seeking 11 competitive alternatives. 12 **CONCLUSION** 13 Q. DO YOU HAVE ANY FURTHER COMMENTS FOR THE COMMISSION? Comcast Phone is committed to bringing the benefits of its voice service to all areas 14 A. 15 in which its broadband service is available, not just customers in highly populated 16 areas. To that end, Comcast Phone has, for the past 16 months, expended 17 considerable time and money to extend into the TDS service areas in order to provide 18 residents who have long had only one choice for telephone service with a competitive 19 alternative. Rather than focus on upgrading its facilities and services to meet the competition that is coming from Comcast Phone—and perhaps others—head on, TDS 20 21 has instead sought to maintain its monopoly for as long as (and by any means) 22 possible. As a result, consumers in the TDS areas in New Hampshire lose out on the

competitive voice service that their fellow New Hampshire residents have long been able to obtain in Fairpoint's service area in the state.

Throughout this proceeding and others, TDS has argued at length that Comcast Phone and other providers of VoIP service enjoy an unfair competitive advantage because they are regulated differently from TDS. Yet when given the opportunity to receive an alternate form of regulation in order to alleviate some of the burdens TDS claims are placed upon it, TDS seeks all the benefits of such alternate regulation without showing any willingness to accept the burden of competition.

New Hampshire law, specifically RSA 374:3-b(III), establishes the presence of competition and the "promot[ion] . . . of innovative telecommunications services in the state" as prerequisites to any alternate regulation plan. TDS cannot on the one hand obtain alternate regulation and on the other hand stifle Comcast Phone's entry into its service areas. If TDS continues to insist on retaining its monopoly status, there is no ground for the Commission to grant TDS's petition in this docket.

Q. DOES THAT CONCLUDE YOUR DIRECT TESTIMONY?

16 A. Yes it does.