

**PUBLIC UTILITIES COMMISSION**505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3298

January 12, 2004

**Agenda ID #3174**

TO: PARTIES OF RECORD IN APPLICATIONS (A.) 03-10-034 AND A.03-10-035

Enclosed is the draft decision of Administrative Law Judge O'Donnell. The decision will not appear on the Commission's agenda for at least 30 days after the date it is mailed. The Commission may act then, or it may postpone action until later.

When the Commission acts on the draft decision, it may adopt all or part of it as written, amend or modify it, or set it aside and prepare its own decision. Only when the Commission acts does the decision become binding on the parties.

Parties to the proceeding may file comments on the draft decision as provided in Article 19 of the Commission's "Rules of Practice and Procedure." These rules are accessible on the Commission's website at <http://www.cpuc.ca.gov>. Pursuant to Rule 77.3 opening comments shall not exceed 15 pages. Finally, comments must be served separately on the ALJ and the assigned Commissioner, and for that purpose I suggest hand delivery, overnight mail, or other expeditious method of service.

/s/ Angela K. Minkin  
Angela K. Minkin, Chief  
Administrative Law Judge

ANG: avs

Decision **DRAFT DECISION OF ALJ O'DONNELL** (Mailed 1/12/2004)

**BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA**

In Re Application of WilTel Local Network, LLC (U-6316-C) Pursuant to Public Utilities Code Section 854 for Expedited Ex Parte Approval of a Transfer of Control.

Application 03-10-034  
(Filed October 6, 2003)

In Re Application of WilTel Local Network, LLC (U-6316-C) Pursuant to Public Utilities Code Section 854 for Expedited Ex Parte Approval of a Transfer of Control.

Application 03-10-035  
(Filed October 6, 2003)

**DECISION AUTHORIZING TRANSFER OF CONTROL AND IMPOSING A FINE**

**Summary**

This decision grants Application (A.) 03-10-034 of WilTel Local Network, LLC (U-6316-C) (WLN), formerly known as Williams Local Network, LLC, for approval of the transfer of control of WLN from Williams Communications Group, Inc. (old WCG) to WilTel Communications Group, Inc. (new WCG). In addition, we grant WLN's A.03-10-035 for approval of the acquisition of a controlling interest in new WCG, resulting in a controlling interest in WLN, by Leucadia National Corporation (Leucadia). In both cases the approvals are prospective in nature. Also, we impose fines totaling of \$10,000 for failure to obtain advance approvals of the two transfers.

**Parties to the Transactions**

WLN is a Delaware limited liability company. Its principal place of business is located at One Technology Center, Tulsa, Oklahoma 74103. By Decision

(D.) 00-07-039, WLN was granted a certificate of public convenience and necessity (CPCN) to provide limited facilities-based and resold local exchange telecommunications services. WLN is not an incumbent local exchange carrier, nor is it affiliated with one.

Old WCG was a Delaware Corporation that owned 100% of WLN. It was a publicly traded company with no single shareholder owning more than five percent of its common stock after April 23, 2001. Its principal place of business was located at One Technology Center, Tulsa, Oklahoma 74103.

New WCG is a publicly traded Nevada corporation that owns 100% of WLN. Its principal place of business is located at One Technology Center, Tulsa, Oklahoma 74103.

Leucadia is a publicly traded financial services holding company. It was not engaged in the telecommunications business prior to its investment in new WCG. Its principal executive offices are located at 315 Park Avenue South, New York, New York 10010-3607.

#### **First Transaction (A.03-10-034)**

On April 22, 2002, old WCG filed for bankruptcy with the United States Bankruptcy Court for the Southern District of New York (Bankruptcy Court). On September 30, 2002, the Bankruptcy Court approved a plan of reorganization (POR) for old WCG. The POR provided for the creation of new WCG, a new holding company, and the transfer of the ownership of WLN from old WCG to new WCG. Under the POR Leucadia acquired 44%, and bondholders of old WCG received 54%, of new WCG's common stock. No single bondholder received more than five percent of new WCG's common stock. Two percent of new WCG's common stock is reserved for distribution in a settlement of a class action suit brought by holders of old WCG's preferred and common stock.

WLN represents that the transaction did not and will not impair or jeopardize its provision of service to the public. It also says that there were no changes in rates, terms or conditions of service as a result of the transfer. It further represents that the long-term effect will be to enhance WLN's access to capital. WLN states that, while there were management changes as a result of the transaction, it retained executives and managers with experience in telecommunications.

## Discussion

### Whether to Approve A.03-10-034

WLN requests authority under Public Utilities Code § 854 for a transfer of control through implementation of the POR.<sup>1</sup> Section 854(a) states that no person or corporation shall acquire control of any public utility organized and doing business in this state without first securing authorization to do so from the Commission, and any such acquisition without that prior authorization shall be void and of no effect.

The Commission has broad discretion to determine if it is in the public interest to authorize a transaction pursuant to § 854(a).<sup>2</sup> The primary standard used by the Commission to determine if a transaction should be authorized under § 854(a) is whether the transaction will adversely affect the public interest.<sup>3</sup> The Commission may also consider if the transaction will serve the public interest.<sup>4</sup>

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<sup>1</sup> All references are to the Public Utilities Code unless otherwise specified.

<sup>2</sup> D.95-10-045, 1995 Cal. PUC LEXIS 901, \*18-19; and D.91-05-026, 40 CPUC2d 159, 171.

<sup>3</sup> D.00-06-079, p. 13; D.00-06-057, p. 7; D.00-05-047, p. 11 and Conclusion of Law (COL) 2; D.00-05-023, p. 18; D.99-03-019, p. 14; D.98-08-068, p. 22; D.98-05-022, p. 17; D.97-07-060, 73 CPUC2d 601, 609; D.70829, 65 CPUC 637, 637; and D.65634, 61 CPUC 160, 161.

<sup>4</sup> D.00-06-005, 2000 Cal. PUC LEXIS 281, \*4; D.99-04-066, p.5; D.99-02-036, p. 9; D.97-06-066, 72 CPUC2d 851, 861; D.95-10-045, 62 CPUC2d 160, 167; D.94-01-041, 53 CPUC2d 116, 119; D.93-04-019, 48 CPUC2d 601, 603; D.86-03-090, 1986 Cal. PUC LEXIS 198 \*28 and COL 3; and D.8491, 19 CRC 199, 200.

Where necessary and appropriate, the Commission may attach conditions to a transaction in order to protect and promote the public interest.<sup>5</sup>

In a situation where a company that does not possess a CPCN desires to acquire control of a company that does possess a CPCN, we will apply the same requirements as in the case of an applicant seeking a CPCN to exercise the type of authority held by the company being acquired. Since WLN possesses a CPCN to provide limited facilities-based and resold local exchange telecommunications services within California, we will apply the requirements for such authority to new WCG.

The Commission has established two major requirements for determining whether a CPCN should be granted. An applicant who desires to provide limited facilities-based and resold local exchange services must demonstrate that it has a minimum of \$100,000 in cash or cash equivalent, reasonably liquid and readily available to meet the firm's start-up costs. In addition, the applicant is required to make a reasonable showing of technical expertise in telecommunications or a related business.

WLN provided a copy of new WCG's most recent U. S. Securities and Exchange Commission (SEC) Form 10-Q that demonstrates that new WCG has sufficient resources to meet our financial requirements. Since WLN continues to operate under many of the same managers, we find that our requirement for technical expertise is also satisfied.

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<sup>5</sup> D.95-10-045, 62 CPUC2d 160, 167-68; D.94-01-041, 53 CPUC2d116, 119; D.90-07-030, 1990 Cal. PUC LEXIS 612 \*5; D.89-07-016, 32 CPUC2d 233, 242; D.86-03-090, 1986 Cal. PUC LEXIS 198 \*84-85 and COL 16; and D.3320, 10 CRC 56, 63.

In addition to satisfying the above requirements, there were no changes to WLN's rates, terms or conditions of service as a result of the transaction. Thus, WLN's customers and the public were not harmed by the transfer of control. The public may benefit from the transfer of control to the extent the transaction enhances WLN's ability to compete due to increased access to capital. Also, there were no protests to A.03-10-034. For all of the above reasons, we find that the transaction is not adverse to the public interest, and conclude that it is reasonable to grant A.03-10-034 to the extent it requests prospective authority under § 854(a) for the transfer of control of WLN from old WCG to new WCG.

The purpose of § 854(a) is to enable the Commission to review a proposed acquisition before it takes place in order to take such action as the public interest may require.<sup>6</sup> Granting A.03-10-034 on a retroactive basis would thwart the purpose of § 854(a). Therefore, we deny A.03-10-034 to the extent it requests retroactive authority under § 854(a) for the transfer of control. Since we do not grant retroactive authority, the transfer of control is void under § 854(a) for the period of time prior to the effective date of this decision. WLN and new WCG are at risk for any adverse consequences that may result from having implemented the transfer of control without Commission authority.

**Whether to Penalize WLN for  
Failure to Comply with § 854(a)**

WLN failed to comply with § 854(a) by effectuating the transfer of control without Commission authorization. Violations of § 854(a) are subject to monetary penalties under § 2107 which states that any public utility which violates or fails to

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<sup>6</sup> D.99-02-061, 1999 Cal. PUC LEXIS 56 \*12; D.98-07-015, 1998 Cal. PUC LEXIS 526 \*7; D.98-02-005, 1998 Cal. PUC LEXIS 320 \*8; D.97-12-086, 1997 Cal. PUC LEXIS 1168 \*8; and San Jose Water Co. (1916) 10 CRC 56, 63.

comply with any provision of the Constitution of this state, or which fails or neglects to comply with any part or provision of any order, decision, decree, rule, direction, demand, or requirement of the Commission, in a case in which a penalty has not otherwise been provided, is subject to a penalty of not less than five hundred dollars, nor more than twenty thousand dollars for each offense.

For the following reasons, we conclude that WLN should be fined for its failure to comply with § 854(a). First, any violation of § 854(a), regardless of the circumstances, is a serious offense that should be subject to fines. Second, the imposition of a fine will help to deter future violations of § 854(a) by WLN and others.

To determine the size of the fine, we shall rely on the criteria adopted by the Commission in D.98-12-075 as discussed below.

#### 1. Severity of the Offense

In D.98-12-075, the Commission held that the size of a fine should be proportionate to the severity of the offense. To determine the severity of the offense, the Commission stated that it would consider the following factors:<sup>7</sup>

**Physical harm:** The most severe violations are those that cause physical harm to people or property, with violations that threatened such harm closely following.

**Economic harm:** The severity of a violation increases with (i) the level of costs imposed upon the victims of the violation, and (ii) the unlawful benefits gained by the public utility. Generally, the greater of these two amounts will be used in setting the fine. The fact that economic harm may be hard to quantify does not diminish the severity of the offense or the need for sanctions.

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<sup>7</sup> 1998 Cal. PUC LEXIS 1016, \*71 - \*73.

**Harm to the Regulatory Process:** A high level of severity will be accorded to violations of statutory or Commission directives, including violations of reporting or compliance requirements.

**The number and scope of the violations:** A single violation is less severe than multiple offenses. A widespread violation that affects a large number of consumers is a more severe offense than one that is limited in scope.

WLN's violation of § 854(a) did not cause any physical or economic harm to others. In addition, there is no evidence that WLN significantly benefited from its unlawful conduct or that its actions affected any consumers. The only factor that indicates the violation should be considered a serious offense is our general policy of according a high level of severity to any violation of the Pub. Util. Code. However, this factor must be weighed against the other factors indicating that WLN's failure to comply with § 854(a) was not an egregious offense.

## **2. Conduct of the Utility**

In D.98-12-075, the Commission held that the size of a fine should reflect the conduct of the utility. When assessing the conduct of the utility, the Commission stated that it would consider the following factors:<sup>8</sup>

**The Utility's Action to Prevent a Violation:** Utilities are expected to take reasonable steps to ensure compliance with applicable laws and regulations. The utility's past record of compliance may be considered in assessing any penalty.

**The Utility's Actions to Detect a Violation:** Utilities are expected to diligently monitor their activities. Deliberate, as opposed to inadvertent wrongdoing, will be considered

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<sup>8</sup> 1998 Cal. PUC LEXIS 1016, \*73 - \*75.

an aggravating factor. The level and extent of management's involvement in, or tolerance of, the offense will be considered in determining the amount of any penalty.

**The Utility's Actions to Disclose and Rectify a Violation:**

Utilities are expected to promptly bring a violation to the Commission's attention. What constitutes "prompt" will depend on circumstances. Steps taken by a utility to promptly and cooperatively report and correct violations may be considered in assessing any penalty.

WLN did not take reasonable steps to comply with §854(a). Although WLN and old WCG were required to implement the POR, WLN did not file A.03-10-034 before it took effect. WLN did not allow for the customary 30-day comment period on the application, or for any comments on a draft order before the transfer of control took effect. WLN states that it did not file earlier because it did not believe, at the time, that it was required to do so.

We find that WLN could have given the Commission prior notice by filing the application prior to implementation of the POR. This would have allowed the Commission to consider the POR on an expedited basis prior to its execution. Nevertheless, since WLN did ultimately file A.03-10-034, its violation is not an especially egregious offense. This suggests a smaller fine is appropriate.

**3. Financial Resources Available to WLN**

In D.98-12-075, the Commission held that the size of a fine should reflect the financial resources of the utility. When assessing the financial resources of the utility, the Commission stated that it would consider the following factors:<sup>9</sup>

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<sup>9</sup> 1998 Cal. PUC LEXIS 1016, \*75 - \*76.

**Need for Deterrence:** Fines should be set at a level that deters future violations. Effective deterrence requires that the Commission recognize the financial resources of the utility in setting a fine.

**Constitutional limitations on excessive fines:** The Commission will adjust the size of fines to achieve the objective of deterrence, without becoming excessive, based on each utility's financial resources.

WLN provided new WCG's most recent SEC Form 10-Q that shows new WCG's current assets of approximately \$500 million dollars, and revenues of over \$600 million for the first six months of 2003. The financial statements also indicate that new WCG has incurred a net loss for the same reporting period. From this information, we conclude that WLN, through its parent new WCG, has the financial resources to pay a fine in the range normally applied by the Commission for violations of Section 854(a). We will weigh this information accordingly when setting the amount of the fine.

#### **4. Totality of the Circumstances**

In D.98-12-075, the Commission held that a fine should be tailored to the unique facts of each case. When assessing the unique facts of each case, the Commission stated that it would consider the following factors:<sup>10</sup>

**The degree of wrongdoing:** The Commission will review facts that tend to mitigate the degree of wrongdoing as well as facts that exacerbate the wrongdoing.

**The public interest:** In all cases, the harm will be evaluated from the perspective of the public interest.

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<sup>10</sup> 1998 Cal. PUC LEXIS 1016, \*76.

WLN was required to implement the POR, but should have exercised better judgment and filed A.03-10-034 in a timely manner to allow the Commission adequate time to review the POR before it took effect. No one was harmed by WLN's failure to comply with § 854(a) and WLN does not appear to have materially benefited from its unlawful conduct. These facts indicate that the public interest was not significantly harmed by WLN's violation of § 854(a). In setting the fine, we will consider the relatively small harm to the public interest from this violation.

### **5. The Role of Precedent**

In D.98-12-075, the Commission held that any decision which imposes a fine should (1) address previous decisions that involve reasonably comparable factual circumstances, and (2) explain any substantial differences in outcome.<sup>11</sup>

In D.00-09-035, we held that our precedent of meting out lenient treatment to those who violate § 854(a) had failed to deter additional violations; and we indicated that henceforth we would impose fines in order to deter future violations of § 854(a). In both D.00-12-053 and D.03-05-033, the Commission fined telecommunications carriers \$5,000 for failure to obtain advance approval under §854(a) for transfers of control. The facts of this case are similar to those addressed in D.03-09-069, which involved implementation of an order of a bankruptcy court and the applicant's failure to make a timely application to the Commission. In that instance, the requirement to implement a bankruptcy court's order mitigated against the seriousness of the violation. As a result, we imposed a fine of \$2,500. Here too, the requirement to implement a bankruptcy court's order mitigates against the seriousness of the violation. Therefore, we will impose the same fine.

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<sup>11</sup> 1998 Cal. PUC LEXIS 1016, \*77.

**Conclusion:**

We conclude based on the facts of this case that WLN should be fined \$2,500 for violating § 854(a). The fine is meant to deter future violations of § 854(a) by WLN and others.

**Second Transaction (A.03-10-035)**

Leucadia acquired additional new WLN common stock through a private purchase, and owned 47.4% of new WCG's common stock at the time A.03-10-035 was filed. The remaining 52.6% of WCG's common stock was widely distributed among public shareholders. Leucadia and new WCG entered into an agreement that contemplated the initiation of an exchange offer through which Leucadia would acquire 100% ownership of new WCG. As a result, Leucadia would acquire ownership of WLN. On November 5, 2003, subsequent to the filing of A.03-10-035, WLN completed the transaction. WLN represents that it did so because it believed that delaying completion would have jeopardized its ability to participate in negotiations to acquire assets, through other transactions, that were important to its success in providing telecommunications services. WLN represents that the transaction will not affect the day-to-day management of WLN.

**Discussion****Whether to Approve A.03-10-035**

Since WLN possesses a CPCN to provide limited facilities-based and resold local exchange telecommunications services within California, we will apply the requirements for such authority to Leucadia.

WLN provided a copy of Leucadia's most recent SEC Form 10-Q that demonstrates that Leucadia has sufficient resources to meet our financial requirements. Since there will be no change in WLN's management due to the proposed transaction, our requirement for technical expertise is satisfied.

In addition to satisfying the above requirements, there will be no change to WLN's rates, terms or conditions of service as a result of the proposed transaction. Thus, WLN's customers and the public will not be not harmed, and the public may benefit to the extent the proposed transaction enhances WLN's ability to compete due to improved access to capital. Also, there were no protests to A.03-10-035. For all of the above reasons, we find that the proposed transaction is not adverse to the public interest, and conclude that it is reasonable to grant A.03-10-035 on a prospective basis. However, as discussed for A.03-10-034, we deny A.03-10-035 to the extent it requests retroactive authority for the transfer of control. Here too, the transfer of control is void under § 854(a) for the period of time prior to the effective date of this decision. WLN, new WCG, and Leucadia are at risk for any adverse consequences that may result from having implemented the transfer of control without Commission authority.

**Whether to Penalize WLN for  
Failure to Comply with § 854(a)**

The circumstances of this violation are similar to those for A.03-10-034, except that there was no order of the Bankruptcy Court involved.<sup>12</sup> Its only explanation is that it wished to move forward with other transactions for business reasons. We find no mitigation in this explanation. This makes it more similar to D.00-12-053 and D.03-05-033 where \$5,000 fines were imposed. In D.03-09-069, the fine was reduced by \$2,500, compared to that imposed in D.00-12-053 and D.03-05-033, in recognition of the need to implement a bankruptcy court's order. In this instance, since there is no such mitigation, and this is WLN's second violation of §854(a), a

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<sup>12</sup> Leucadia has total current assets in excess of \$900 million, and revenues of approximately \$144 million for the first six months of 2003. In contrast to new WCG, it did not show a loss for the same period.

correspondingly higher fine is appropriate. As a result, it is appropriate to increase the otherwise applicable fine by \$2,500. Therefore, we will impose a fine of \$7,500.

### **Comments on Draft Decision**

The draft decision in this matter was mailed to the parties in accordance with § 311(g)(1), and Rule 77.7 of the Commission's Rules of Practice and Procedure. Comments were filed on \_\_\_\_\_, and replies were filed on \_\_\_\_\_.

### **Categorization and Need for Hearings**

In ALJ 176-3121 dated October 16, 2003, the Commission preliminarily categorized these applications as ratesetting, and preliminarily determined that hearings were not necessary. No protests have been received. There is no apparent reason why the applications should not be granted. Given these developments, a public hearing is not necessary, and it is not necessary to disturb the preliminary determinations.

### **Assignment of Proceeding**

Susan P. Kennedy is the Assigned Commissioner and Jeffrey P. O'Donnell is the assigned Administrative Law Judge in this proceeding.

### **Findings of Fact**

1. Notice of A.03-10-034 and A.03-10-035 appeared in the Daily Calendar on October 16, 2003.
2. By D. 00-07-039, WLN was granted a CPCN to provide limited facilities-based and resold local exchange services.
3. Old WCG was a Delaware Corporation that owned 100% of WLN.
4. On April 22, 2002, old WCG filed for bankruptcy with the Bankruptcy Court.
5. On September 30, 2002, the Bankruptcy Court approved a POR for old WCG that provided for the creation of new WCG, and the transfer of the ownership of WLN from old WCG to new WCG.

6. WLN retained executives and managers with experience in telecommunications after the transfer of the ownership of WLN from old WCG to new WCG.

7. New WCG has sufficient resources to meet our financial requirements.

8. There were no changes to WLN's rates, terms or conditions of service as a result of its acquisition by new WCG.

9. The public may benefit from WLN's acquisition by new WCG to the extent the transaction enhances its ability to compete due to increased access to capital.

10. There were no protests to A.03-10-034.

11. The imposition of a fine will help to deter future violations of § 854(a) by WLN and others.

12. WLN's violation of § 854(a) did not cause any physical or economic harm to others, and there is no evidence that WLN significantly benefited from its unlawful conduct or that its actions affected any consumers.

13. WLN did not file A.03-10-034 before the POR took effect.

14. WLN, through its parent new WCG, has the financial resources to pay a fine in the range normally applied by the Commission for violations of § 854(a).

15. No one was harmed by WLN's failure to comply with § 854(a) and WLN does not appear to have materially benefited from its unlawful conduct.

16. The facts of A.03-10-034 are similar to those addressed in D.03-09-069, in which the Commission imposed a fine of \$2,500.

17. Leucadia has sufficient resources to meet our financial requirements.

18. There will be no change in WLN's management due to the proposed acquisition of new WCG by Leucadia.

19. There will be no change to WLN's rates, terms or conditions of service as a result of the acquisition of new WCG by Leucadia.

20. WLN's customers, and the public, will not be not harmed by the acquisition of new WCG by Leucadia.

21. The public may benefit from the transfer of control to the extent the acquisition of new WCG by Leucadia enhances WLN's ability to compete due to improved access to capital.

22. There were no protests to A.03-10-035.

23. The circumstances of the violation of §854(a) in A.03-10-035 are similar to those for A.03-10-034, except that there was no order of the Bankruptcy Court involved.

24. WLN went forward with the second transaction, without waiting for approval of A.03-10-035, for business reasons.

25. The circumstances of the violation of §854(a) in A.03-10-035 are similar to D.00-12-053 and D.03-05-033 where \$5,000 fines were imposed.

26. In D.03-09-069, the fine was reduced by \$2,500, compared to D.00-12-053 and D.03-05-033, in recognition of the need to implement a bankruptcy court's order.

27. In A.03-10-035, since there is no mitigation, and this is WLN's second violation of §854(a), it is appropriate to increase the otherwise applicable fine by \$2,500.

28. Hearings are not required on A.03-10-034 or A.03-10-035.

### **Conclusions of Law**

1. Section 854(a) states that no person or corporation shall acquire control of any public utility organized and doing business in this state without first securing authorization to do so from the Commission, and any such acquisition without that prior authorization shall be void and of no effect.

2. The Commission has broad discretion to determine if it is in the public interest to authorize a transaction pursuant to § 854(a).

3. The primary standard used by the Commission to determine if a transaction should be authorized under § 854(a) is whether the transaction will adversely affect the public interest.

4. In a situation where a company that does not possess a CPCN desires to acquire control of a company that does possess a CPCN, the Commission will apply the same requirements as in the case of an applicant seeking a CPCN to exercise the type of authority held by the company being acquired.

5. An applicant who desires to provide limited facilities-based and resold local exchange services must demonstrate that it has a minimum of \$100,000 in cash or cash equivalent, reasonably liquid and readily available to meet the firm's start-up costs.

6. An applicant who desires to provide limited facilities-based and resold local exchange services is required to make a reasonable showing of technical expertise in telecommunications or a related business.

7. New WCG satisfies the Commission's financial and technical requirements.

8. WLN's customers and the public were not harmed by its acquisition by new WCG.

9. WLN's acquisition by new WCG is not adverse to the public interest.

10. It is reasonable to grant A.03-10-034 to the extent it requests prospective authority under § 854(a) for the transfer of control of WLN from old WCG to new WCG.

11. The purpose of § 854(a) is to enable the Commission to review a proposed acquisition before it takes place in order to take such action as the public interest may require.

12. Granting A.03-10-034 on a retroactive basis would thwart the purpose of § 854(a).

13. Application.03-10-034 should be denied to the extent it requests retroactive authority under § 854(a) for WLN's acquisition by new WCG.

14. Since the Commission approval of A.03-10-034 is prospective only, WLN's acquisition by new WCG is void under § 854(a) for the period of time prior to the effective date of this decision, and WLN and new WCG are at risk for any adverse consequences that may result from having implemented the transfer of control without Commission authority.

15. WLN failed to comply with § 854(a) by effectuating the transfer of control without Commission authorization.

16. Violations of § 854(a) are subject to monetary penalties under § 2107 of not less than five hundred dollars, nor more than twenty thousand dollars for each offense.

17. Any violation of § 854(a), regardless of the circumstances, is a serious offense that should be subject to fines.

18. In D.98-12-075, the Commission held that the size of a fine should be proportionate to the severity of the offense.

19. In D.98-12-075, the Commission held that the size of a fine should reflect the conduct of the utility.

20. Since WLN did ultimately file A.03-10-034, its violation is not an especially egregious offense.

21. In D.98-12-075, the Commission held that the size of a fine should reflect the financial resources of the utility.

22. In D.98-12-075, the Commission held that a fine should be tailored to the unique facts of each case.

23. The public interest was not significantly harmed by WLN's violation of § 854(a).

24. In D.98-12-075, the Commission held that any decision which imposes a fine should (1) address previous decisions that involve reasonably comparable factual circumstances, and (2) explain any substantial differences in outcome.

25. In connection with A.03-10-034, WLN should be fined \$2,500 for violating § 854(a).

26. Since WLN possesses a CPCN to provide limited facilities-based and resold local exchange telecommunications services within California, we will apply the requirements for such authority to Leucadia.

27. Leucadia satisfies the Commission's financial and technical requirements.

28. The acquisition of new WCG by Leucadia is not adverse to the public interest.

29. It is reasonable to grant A.03-10-035 to the extent it requests prospective authority under § 854(a) for the transfer of control of WLN from new WCG to Leucadia.

30. Application.03-10-035 should be denied to the extent it requests retroactive authority under § 854(a) for WLN's acquisition by Leucadia.

31. Since the Commission approval of A.03-10-035 is prospective only, WLN's acquisition by Leucadia is void under § 854(a) for the period of time prior to the effective date of this decision, and WLN, new WCG, and Leucadia are at risk for any adverse consequences that may result from having implemented the transfer of control without Commission authority.

32. WLN failed to comply with § 854(a) by effectuating the transfer of control to Leucadia without prior Commission authorization.

33. We find no mitigation in WLN's explanation that it went forward with the second transaction, without waiting for approval of A.03-10-035, for business reasons.

34. In connection with A.03-10-035, WLN should be fined \$7,500 for violating § 854(a).

35. Application 03-10-034 and A.03-10-035 are ratesetting proceedings, and no hearings are necessary.

36. The following order should be effective immediately.

**O R D E R**

**IT IS ORDERED** that:

1. Application (A.) 03-10-034, filed by WilTel Local Network, LLC (WLN), for authority under Pub. Util. Code § 854 for a transfer of control of WLN from Williams Communications Group, Inc. to WilTel Communications Group, Inc. is granted to the extent it requests authority effective as of the date of this order.

2. Application 03-10-035 for a transfer of control of WLN to Leucadia National Corporation (Leucadia) is granted to the extent it requests authority effective as of the date of this order.

3. Application 03-10-034 and A.03-10-035 are denied to the extent that they request retroactive authority for the transfers of control.

4. WLN shall pay a fine in the amount of \$10,000 for violating Pub. Util. Code § 854(a). It shall pay the fine within 20 days from the effective date of this order by tendering to the Fiscal Office of the California Public Utilities Commission a check in the amount of \$10,000 made payable to the State of California General Fund.

5. Application 03-10-034 and A.03-10-035 are closed.

This order is effective today.

Dated \_\_\_\_\_, at San Francisco, California.