

REBUTTAL TESTIMONY OF DAVID M. EISENSTADT, Ph.D.

Q: WHAT ADDITIONAL WORK OR INVESTIGATION HAVE YOU UNDERTAKEN SINCE YOU FILED YOUR DIRECT TESTIMONY?

A: I reviewed the pre-filed direct testimony of BA-NY's marketing panel, Ronald P. Kubicki , and various Information Providers (IPs). I read New York Public Service Commission (NYPSC) opinions and orders pertaining to the regulation of billing and collection services, and actual and sample proposed interconnection agreements between BA-NY and competing local exchange carriers. I have spoken to an independent third party billing organization, Larry Weiss, Richard Cohen, Chris Hanifin, and Pat Curran. Messrs. Weiss and Cohen have filed direct testimony in this proceeding. Mr. Hanifin and Ms. Curran are employees of the New York State Department of Public Service.

Q: WHAT CLARIFICATIONS YOU WOULD LIKE TO MAKE TO YOUR DIRECT TESTIMONY?

A: Yes, there are several. First, BA-NY provides call processing only for 976 providers. Second, BA-NY's tariffed rates to IPs for GBS services range from range from \$0.20 for the first minute and \$0.05 for subsequent minutes, to \$0.31 for the first minute and \$0.09 for additional minutes. Third, the three GBS end-user pricing combinations that IPs can choose from are: (1) \$0.30 cents for the first minute and \$0.11 cents for each additional minute, (2) \$0.40 cents for the first minute and \$0.15 cents for each additional minute, and (3) \$0.50 cents for the first minute and \$0.20 cents for each additional minute.

It is my understanding that most IPs select the third pricing option. Fourth, BA-NY prices for billing and collection services are only partially unregulated. The unregulated or “lightly regulated” components include (1) posting charges to a bill, (2) customer inquiries, (3) stuffing and mailing envelopes, and (4) collection of charges for posting telephone calls to a subscriber’s bill.¹ Billing and collection services which remain regulated and subject to PSC tariff are (1) automatic number identification (ANI), (2) billing name and address (BNA), and (3) call recording detail.²

Q: WHAT DOES THE TERM “LIGHTLY REGULATED” MEAN?

A: As I understand the term, the Commission may examine claims of discrimination and maximization of revenues with respect to unregulated billing and collection services.³

Q: DO ANY OF THESE CLARIFICATIONS AFFECT YOUR OVERALL CONCLUSIONS REGARDING THE POTENTIAL COMPETITIVE IMPACT THAT WOULD RESULT FROM BA-NY’S TERMINATION OF INFOFONE

¹State of New York, Public Service Commission, Opinion No. 90-33.

²Ibid.

³It is unclear, and Department of Public Service Staff confirm, what types of behavior would necessarily qualify as discriminatory. For example, the Staff was not certain whether charging competing local exchange carriers (CLECs) different unregulated billing and collection rates than are charged to interexchange carriers (IXCs) or service bureaus might constitute a discriminatory practice under existing law.

Additionally, it is unclear from Commission Opinion No. 90-33 whether maximization of revenues is meant to indicate monopoly pricing.

SERVICES?

A: No.

Q: IF BA-NY TERMINATES INFOFONE SERVICES, WHAT UNREGULATED OR “LIGHTLY REGULATED” BILLING AND COLLECTION SERVICES WOULD IPs MOST LIKELY PURCHASE DIRECTLY OR INDIRECTLY FROM BA-NY?

A: The answer depends on the platform or telecommunications technology that IPs use to transport calls. However, for all telecommunications platforms other than plain old telephone service (POTS) with credit card billing, the charge for the IP's service must practically appear on BA-NY's bill to the subscriber who made the call, provided the call originated on a BA-NY line. Hence, whether transport and/or processing was provided via 900 service, a competing local exchange carrier (CLEC), or a service bureau, BA-NY bills the caller. As such, BA-NY charges any of these organizations -- interexchange carriers, CLECs, and service bureaus -- amounts for the unregulated portions of billing and collection. BA-NY's charges to these organizations are then passed through to the IPs who have billing and collection agreements with these same entities.

It is not practical for IPs to use private billing services to prepare and mail bills for pay-per-call services. This is especially true for inexpensive calls like 976 MAS and most IINS calls. The costs of using a private biller to generate and mail a bill are prohibitive and the chargebacks are high. One IP indicated that chargebacks with private billing services are

approximately 80 percent. To that IP's knowledge, virtually all pay-per-call services, regardless of platform, are billed through LECs in every area of the United States where the IP conducts business.

Q: COULD YOU EXPLAIN MORE SPECIFICALLY HOW BA-NY WOULD PROVIDE REGULATED AND UNREGULATED BILLING AND COLLECTION SERVICES TO A CLEC WHO PROVIDED AN INFOFONE-TYPE SERVICE?

A: At regular intervals, the CLEC would provide an electronic record of billing data to BA-NY. This record would include ANI data provisioned to the CLEC at the time of the call, plus call detail information (date, time, and length of the call). As noted above, BA-NY's charges to the CLEC for these two services are regulated and tariffed. Using this electronic information, BA-NY incorporates a charge for the IP's service on the BA-NY subscriber's telephone bill, and it collects from the subscriber the amount of the IP's charge for the call. The latter two BA-NY services, bill posting and bill collection, are unregulated. Upon collection of the amount owed by the subscriber, BA-NY remits these monies to the CLEC, minus whatever fees BA-NY charges for call origination, transport, and billing and collection. The remainder is distributed to the IP, minus the CLEC's billing and collection fees to the IP.

Q: ARE A CLEC'S BILLING AND COLLECTION CHARGES TO THE IP REGULATED AND GOVERNED BY TARIFF?

A: No, they are unregulated.

Q: WHAT IS BILL FORMATTING?

A: Bill formatting refers to the appearance and location of the IP's charge on BA-NY's bill to the subscriber.

Q: IS BILL FORMATTING A REGULATED OR UNREGULATED SERVICE?

A: It is my understanding that this is an unregulated or "lightly regulated" service.

Q: IF THE BOTTLENECK COMPONENTS OF BILLING AND COLLECTION CONTINUE TO BE REGULATED, WHAT ADVERSE COMPETITIVE CONSEQUENCES COULD RESULT FROM THE TERMINATION OF INFOFONE SERVICES?

A: There are four possible scenarios under which BA-NY could adversely affect competition among IPs through monopolization of one or more markets.

First, BA-NY could monopolize unregulated, end user pay-per-call information services markets if it declines to offer unregulated billing and collection services to third party billers, resulting in the immediate exit of InfoFone IPs, and, at a subsequent time, integrates downstream as a full-scale information provider.

Second, BA-NY could choose not to integrate, but rather charge monopoly prices for those portions of billing and collection which are now unregulated or "lightly regulated," and for which there are no current, viable or practical alternatives to BA-NY for billing and

collection. By so doing, BA-NY would successfully evade the regulation still intended for those specific services.

Third, BA-NY could integrate downstream and offer information services that are competitive to those offered by present IPs and, at the same time, charge “high” (but “technically” non-discriminatory) rates to IPs or CLECs for billing and collection. This third scenario would constitute a price squeeze that would adversely impact the ability of IPs to compete against BA-NY’s own unregulated information services, while simultaneously permitting BA-NY to charge monopoly prices to downstream information services for unregulated components of billing and collection.

Fourth, BA-NY could integrate downstream as discussed above and charge its own unregulated subsidiary and independent IPs equally “high” rates for unregulated components of billing and collection. This would allow BA-NY to extract all available upstream monopoly profit, even though the independent IPs have not been discriminated against.

Q: COULD YOU EXPLAIN MORE FULLY HOW EACH ONE OF THESE SCENARIOS MIGHT OCCUR?

A: The first scenario involves simple monopolization of one or more downstream pay-per-call services markets. If BA-NY terminates InfoFone services and declines to offer billing and collection services to IPs, InfoFone IPs believe they will be forced to exit or migrate

to higher cost technologies for transport and billing and collection. BA-NY's own witnesses and documents indicate that transport costs for 900 service are at least triple the transport rates that BA-NY charges IINS IPs' who purchase InfoFone services. And, several IPs estimate that, given current billing agreements between third party billers and BA-NY, billing organizations would likely charge in excess of \$1 per call for the preparation of a billing record that would ultimately appear on a BA-NY subscriber's telephone bill. By inducing the exit of InfoFone IPs or their migration to a higher cost technology, BA-NY could, subsequently, integrate downstream, sell unregulated information services, and profitably charge higher-than-current end prices for information services that use InfoFone. The reason why BA-NY gains this pricing discretion, and why current IINS IPs presently cannot exercise this same pricing discretion, is the competitive constraint created by the present competition among the IPs. By terminating InfoFone services, forcing the IPs to migrate to a higher-cost technology, and integrating downstream using an equivalent cost technology to InfoFone, BA-NY can capture monopoly rents which the IPs' now compete away.

The second scenario involves BA-NY extracting all available downstream monopoly profit, even though it does not integrate.⁴ In this scenario, BA-NY charges "high," but uniform

⁴One could reasonably ask under what circumstances BA-NY would prefer vertical integration to simple monopoly pricing of an near-bottleneck input. The example cited in the Q&A assumes a simple fixed-proportions relationship between the unregulated, near-bottleneck components of billing and collection and the other inputs used in the provision of information services. If BA-NY and the independent IPs are equally efficient in the provision of downstream information services, BA-NY would be indifferent between vertical integration and supra-competitive pricing of the unregulated, near-bottleneck components of billing and collection.

prices for unregulated billing and collection services. If, under this scenario, BA-NY's pricing for these services effectively escapes PSC detection and/or oversight, BA-NY's charges for these services would equal the monopoly downstream price (the downstream price that would prevail if there were a single profit-maximizing IINS IP offering that service) minus the marginal costs and tariffed rates for the other relevant inputs.

The third scenario involves a price squeeze, which represents a combination of BA-NY downstream vertical integration and excessive, or "high" BA-NY prices for the unregulated portions of billing and collection. In this scenario, the IPs would be forced to exit even though BA-NY continues to provide the unregulated portions of billing and collection.⁵ However, it offers these services to its own unregulated downstream subsidiary at lower prices than it offers to independent IPs. If BA-NY charges independent IPs prices for these services which exceeds the profit maximizing price for these same services described in

However, if the unregulated, near-bottleneck input is combined in variable proportions with other inputs, vertical integration is likely to be the more profitable strategy. When variable proportions technology exists, independent downstream firms have incentives to substitute away from the near-bottleneck, unregulated input. The upstream input monopolist will integrate downstream and attempt to monopolize the downstream market to minimize the opportunities for substitution.

The Q&A in the text assumes only that current regulation is binding and constrains BA-NY from charging profit maximizing prices for InfoFone services. A particular form of regulation, such as allowed rate-of-return regulation is not specifically assumed in the example. Under rate-of-return regulation, BA-NY might have additional incentives to unbundle InfoFone services, create an unregulated downstream subsidiary, or invest in particular types of billing and collection technologies.

⁵Downstream vertical integration to avoid or minimize substitution away from the near-bottleneck input could be one reason why BA-NY would choose to both integrate and engage in a price squeeze.

scenario two, the combined costs of a typical IP would exceed BA-NY's downstream monopoly price, even when IPs pay no more for transport than they presently do under InfoFone tariffs. If such a price-squeeze occurred, an IP could not earn a profit and could not sell downstream information services which are price competitive to those offered by BA-NY.

The fourth scenario involves BA-NY charging a "high" (and technically non-discriminatory) price for unregulated billing and collection services to both its unregulated subsidiary and to independent organizations. Here, both the BA-NY subsidiary and IPs compete on a level playing field, but BA-NY extracts monopoly profit through its high charges for billing and collection.

Q: WHAT IS YOUR REACTION TO THE TESTIMONY OF BA-NY WITNESSES WHO OPINE THAT THERE EXISTS NUMEROUS ALTERNATIVES TO THE SERVICES PROVIDED BY INFOFONE IPs?

A: When evaluating the impact that termination of InfoFone services might have on end-users, it is important not to confuse the mere existence of alternatives with the presence of good alternatives. For example, automobile travel, water transport, rail transportation, and bicycling are all alternative means of traveling from New York City to Los Angeles. However, few individuals would assert that any of these transportation modes individually, or collectively, provide much constraint on the pricing of air travel between the two points. Rather, competition among the different airlines who serve this city pair provides, by far

and away, the greatest source of pricing discipline.

The example demonstrates that, for antitrust purposes, a relevant market does not properly include all conceivable substitute products or services. Rather it includes just those products (and firms selling those products) that a hypothetical monopolist of a candidate service would find it necessary to also own (merge with, or control) to fully and profitably raise price by a small, but significant, non-transitory amount.

In this regard, BA-NY's witnesses claim merely that the technology exists to provide telephone information services using 900 service, POTS with credit card billing, or CLEC provision of InfoFone-type services. They hint that the presence of these alternatives is sufficient to prevent end-user prices from rising if BA-NY terminates InfoFone services.

To this extent, it is worth noting that BA-NY's own documents indicate a recognition by the company that IINS services are a relevant product market for antitrust purposes, and that termination of InfoFone would, indeed, cause end-user IINS prices to increase. In comparing 976 MAS and IINS pricing with rates for 900 service transport and billing and collection, BA-NY notes that:

“Pricing is the primary edge that IINS has over the competition. The demand curve for IINS is downward sloping. If price is lowered, total

revenue would decrease. Demand is inelastic.⁶

The statement reveals it would be profitable for a monopolist of IINS services to raise price, and that competition among the IINS IPs principally constrains IINS pricing to end-users, rather than competition between IINS and 900 IPs.

⁶BA-NY InfoFone Services - New York & Y2k: Impact & Alternatives Analysis, April, 1998, p. 14.

BEFORE THE PUBLIC SERVICE COMMISSION
OF THE STATE OF NEW YORK

IN THE MATTER OF NEW YORK TELEPHONE)
COMPANY'S PROPOSAL TO DISCONTINUE) Case No. 98-C-1079
OFFERING INFORMATION SERVICES)

AFFIDAVIT OF DAVID M. EISENSTADT, Ph.D.

DISTRICT OF COLUMBIA, SS:

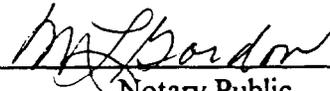
David M. Eisenstadt, Ph.D., of lawful age, being first duly sworn deposes and states:

1. My name is David M. Eisenstadt. I am a Principal at Microeconomic Consulting and Research Associates, an antitrust economics consulting firm located in Washington, D.C.
2. Attached hereto and made a part hereof for all purposes is my Rebuttal Testimony.
3. I hereby swear and affirm that my answers contained in the attached testimony to the questions therein propounded are true and correct to the best of my knowledge and belief.



(Name)

Subscribed and sworn to this 28th day of December, 1998



Notary Public

My Commission Expires: My Commission Expires October 31, 1999

**INTERCONNECTION AGREEMENT UNDER SECTIONS 251 AND 252 OF THE
TELECOMMUNICATIONS ACT OF 1996**

Dated as of June 25, 1996

by and between

NEW YORK TELEPHONE COMPANY

and

MFS INTELENET OF NEW YORK, INC.

reinstate service to that Customer, cancel the INP arrangements for that Customer's telephone number(s), or redirect the INP arrangement to another INP-participating-LEC pursuant to the Customer's instructions at that time.

13.3 Procedures for Providing INP Through Route Indexing

Upon mutual agreement, NYNEX will deploy a Route Index arrangement which combines direct trunks, provisioned between NYNEX's and MFS' end offices, with trunk side routing translations. Under this arrangement, inbound calls to a ported number will be pointed at a route index that sends the call to a dedicated trunk group, built as a direct final, for the sole purpose of facilitating completion of calls to a ported number. NYNEX will coordinate with MFS to provide this solution in a mutually agreeable and administratively manageable manner (e.g., NXX level) so as to minimize switch resource utilization for both Parties.

13.4 Procedures for Providing INP Through Full NXX Code Migration

Where either Party has activated an entire NXX for a single Customer, or activated a substantial portion of an NXX for a single Customer with the remaining numbers in that NXX either reserved for future use or otherwise unused, if such Customer chooses to receive service from the other Party, the first Party shall cooperate with the second Party to have the entire NXX reassigned in the LERG (and associated industry databases, routing tables, etc.) to an End Office operated by the second Party. Such transfer will be accomplished with appropriate coordination between the Parties and subject to appropriate industry lead-times for movements of NXXs from one switch to another.

13.5 Other Interim Number Portability Options

MFS may also request Direct Inward Dial Trunks pursuant to applicable tariffs. NYNEX and MFS will trial Number Portability in connection with information services traffic (e.g., 976). Until the trial is completed, interim number portability will not be available for use with Information Services traffic.

13.6 Receipt of Terminating Compensation on Traffic to INP'ed Numbers

The Parties agree that the prices set forth in the Pricing Schedule shall apply for each number ported.

The Parties agree that under INP terminating compensation on calls to INP'ed numbers should be received by each Customer's chosen LEC as if each call to the Customer had been originally addressed by the caller to a telephone number bearing an NPA-NXX directly assigned to the Customer's chosen LEC. In order to accomplish this objective where INP is employed, the Parties shall utilize the process set forth in this Section 13.6 whereby terminating compensation on calls subject to INP will be passed from the Party which performs the INP (the "Performing Party") to the other Party for whose Customer the INP is provided (the "Receiving Party").

PRICING SCHEDULE

I. Reciprocal Compensation shall equal the rate set forth in the Parties' applicable tariffs as determined by the weighted average call volume distribution by time of day. Such rate for the first six months shall be:

Rate = \$.008 per minute

The rate for reciprocal compensation is to be adjusted bi-annually based upon the rates and formula set forth in this Pricing Schedule. The first adjustment shall occur on January 1, 1997 and future adjustments every six months thereafter.

II. Information Services Billing and Collection

Fee = \$.05 per message

III. BLV/BLVI Traffic

Rate = \$1.00 per Busy Line Verification
\$1.50 per Busy Line Verification Interrupt
(in addition to \$1.00 for Busy Line Verification)

IV. Transit Service

A. Transit Service

Rate = \$.0035 per minute

B. Dedicated Transiting Service

Rate = twice the applicable Service Access Charge ("SAC")

V. Interim Telecommunications Number Portability

A. Monthly Recurring Charges

Rate per Business Number = \$2

Rate per Residential Number = \$1

approved by the New York State Public Service Commission ("NYPSC") for the exchange of intraLATA (including local) end user traffic.

- c) A meet point billing arrangement may be established at NYT's designated access tandem for the purpose of completing interexchange carrier traffic only in accordance with the Meet Point Billing and Provisioning guidelines adopted by the "Ordering and Billing Forum." However, meet point billing arrangements will not apply to redirected calls under INP.
- d) Carrier may interconnect to NYT's 911 hub for the provision of 911 services and for access to all subtending Public Safety Answering Points. The total cost for interconnecting to NYT's 911 hub for NPA 212 will be \$252 per month for an unequipped DS1 port and \$100 per month per voice grade trunk activated and equipped on the DS1 port. A plan for 911/E911 in other NPA's and E911 service will be developed cooperatively by March 1, 1995.
- e) When Carrier delivers information services traffic (i.e., 976/394) to NYT, originated on Carrier network, Carrier will bill and collect the applicable rate set forth in NYT's PSC Tariff No. 900 from its end users, retaining \$0.02 per call and remitting the remainder to NYT, unless Carrier obtains tariff approval from the specifically

permitting Carrier to charge its end users a rate different than the rate set forth in NYT's PSC Tariff No. 900 for these services. In the event Carrier does obtain such tariff approval from the NYPSC, Carrier shall pay to NYT the rate set forth in NYT's Tariff No. 900 applicable to calling parties, less \$0.02 per call. Carrier shall seek such tariff approval on not less than 45 days notice, with individual written notice to all subscribers to NYT's MAS. NYT shall furnish Carrier with a list of all such subscribers upon request. When Carrier delivers other information services traffic, including not limited to calls to telephone numbers beginning with the NXX designation of 540 or 970, NYT will bill Carrier on behalf of the information provider those rates associated with such calls as established by the information provider.

- f) NYT will, at MFSI's option, provide directory assistance to Carrier end users. Such directory assistance may include an announcement mentioning NYT, or Carrier, at Carrier's option. If Carrier elects this option, Carrier must provide NYT with its directory listings for inclusion in NYT's directory assistance database and must also provide periodic updates of its directory listings, in a format required by NYT or its agent, NYNEX Information Resources Company. Carrier also agrees to abide

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SPORTING GOODS RETAIL (Cont'd)

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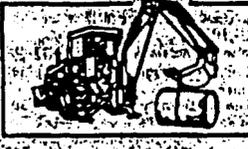
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- Which Store? **5400**
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- Sporting Tips **5402**
- Uniforms **5403**

- Abercrombie & Fitch 301 469-7101
- Democracy Blvd Bethesda 301 469-7101
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- Russell Av Gaithersburg 301 670-7011
- Action Sporting Goods 301 808-3050
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- Anne Arundel Paintball Park Kensington 301 942-1511
- ASPEN HILL SPORT SHOP**
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- Athlete's Foot 301 567-1511
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- Athlete's Foot The 8661 Colesville Rd Silver Spring 301 587-1511
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ROLL CLOCKS • JOB COSTING
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101 Industrial Dr
Bethesda • 301 869-2601

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MAKER BROTHERS BUSINESS MACHINES INC
FOR MORE INFORMATION
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101 Washington Av Rockville 301 230-2800

TIME STAMPS

Time Sales & Service
301 953-9400

ACRIPRINT
Page - Dial "1" & Then
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MAKER BROTHERS BUSINESS MACHINES INC
101 Latham - Widmer - Acroprint - Axioms - See
Other Time Recorders
101 Washington Av Rockville • 301 230-2800

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Replacing Tires? **5433**
Tire Care Tips **5434**
Other Services? **5435**

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Marlow Heights • 301 823-4424
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17316 Edinburg Ln Dunkirk • 301 855-8700
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25158 Ladensburg Rd NE • 202 529-1900
(Please See Our Display Ad Page 1458)
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Recreation Vehicles - Campers - Off Road Vehicles
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Armstrong Tire & Accessory Corp
21504 Laytonsville Rd Laytonsville • 301 948-1900

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PERFORMANCE DISCOUNT TIRE
15412 Old Columbia Pike Burtonsville • 301 384-4141
COLLEGE PARK
MERCHANT'S TIRE & AUTO CENTERS
See Display Ad For Other Locations
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PERFORMANCE DISCOUNT TIRE
5001 College Av College Park • 301 699-0998
GAITHERSBURG
PERFORMANCE DISCOUNT TIRE
8509 Grovemont Cir Gaithersburg • 301 948-1090
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1047 MDORGN Gambriils • 301 858-1515
LANDOVER
PERFORMANCE DISCOUNT TIRE
8450 Ardwick - Ardmore Rd Landover • 301 772-1400
MARLOW HEIGHTS
PERFORMANCE DISCOUNT TIRE
4712 AS Barnabas Rd Marlow Heights • 301 423-6161
ROCKVILLE
PERFORMANCE DISCOUNT TIRE
1301 East Gude Dr Rockville • 301 279-5400
11910 Parklawn Dr Rockville • 301 770-4320
WALDORF
PERFORMANCE DISCOUNT TIRE
7 Jay Gould Ct Waldorf • 301 843-8484
VIRGINIA LOCATIONS
ALEXANDRIA
PERFORMANCE DISCOUNT TIRE
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CHANTILLY
PERFORMANCE DISCOUNT TIRE
14220 M Sullyfield Circle Chantilly • 703 631-5252
FAIRFAX
PERFORMANCE DISCOUNT TIRE
8217 Leehyway Fairfax • 703 560-6400
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GAITHERSBURG
BRUCE TIRE CO
7601 Laurel Park Rd Gaithersburg • 301 670-1111
TIRE WORLD
951 N Frederick Avenue Gaithersburg • 301 948-9400
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EXECUTIVE WHOLESALE TIRE
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Big Wheel Tires
1219 Ritchie Rd Capitol Heights • 301 350-0403
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15412 Old Columbia Pike Burtonsville • 301 384-4141
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RIVERDALE
FIRESTONE TIRE & SERVICE CENTERS
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1301 East Gude Dr Rockville • 301 279-5400
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Or Call Metro No
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FIRESTONE TIRE & SERVICE CENTERS
11500 Georgia Av Wheaton • 301 942-8120
Bruce Tire Co
7801 Laurel Park Rd Gaithersburg • 301 258-8364
BRUCE TIRE CO
7601 Laurel Park Rd Gaithersburg • 301 670-1111
BRYANS ROAD TIRE AND AUTO CENTER
Bryans Road Shopping Center
14881 Bryans Rd Chesapeake Beach • 301 855-5559
Calvert Tire & Auto Service
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18001 Gude Rd Gaithersburg • 301 856-1720

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How To Select **5154**

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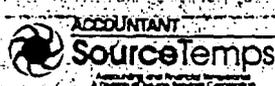
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