

In The Matter Of:
U-21959

U21959 Transcript v1 - Evidentiary Hearing 11-13-25
November 13, 2025



**SYNERGY
LITIGATION
SERVICES**

STATE OF MICHIGAN

BEFORE THE MICHIGAN PUBLIC SERVICE COMMISSION

IN THE MATTER OF THE)
 APPLICATION OF BLUEBIRD) Case No. U-21959
 MIDWEST,LLC.,d/b/a Bluebird)
 Fiber, for a temporary and)
 Permanent license to provide)
 basic local exchange areas)
 in Michigan presently served)
 by Michigan Bell Telephone)
 Company d/b/a AT&T Michigan)
 Frontier North Inc.,and)
 Frontier Midstates Inc. and)
 In all other incumbent local)
 Exchange carrier service)
 Territories throughout the)
 State of Michigan)

_____ /

PREHEARING

Proceedings held via Microsoft Teams in the
 Above-entitled matter before Judge Katherine E. Talbot
 Administrative Law Judge with MOAHR for the Michigan
 Public Service Commission, Lansing, Michigan, on
 November 13, 2025, at 9:00 a.m.

1 APPEARANCES:

2 For Bluebird Midwest, LLC:

3 ZACHARY C. LARSEN

4 Clark Hill

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7 Lansing, Michigan 48933

8

9 For Commission Staff:

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11 Assistant Attorney General

12 Public Service Division

13 7109 W. Saginaw Hwy.,

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16

17 Reported by: Nina Danno, CER 16342

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WITNESS

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None.

Testimony of Sam Storrs is

Bound into the Record

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1 VIA VIDEOCONFERENCE, THURSDAY, NOVEMBER 13, 2025, AT 9:04 A.M.

2 JUDGE TALBOT: So, we're on the record in
3 Michigan Public Case Number U-21959. It's in the matter
4 of the application of Bluebird Midwest, LLC for a
5 temporary and permanent license to provide basic local
6 exchange service in all zone and exchange areas in
7 Michigan, presently served by Michigan Bell Telephone
8 Company, DBA AT&T, Michigan Frontier North Inc. And
9 Frontier Mid-State, Inc.

10 Today's date is November 13th, 2025. This is
11 the time set date and time set for an evidentiary hearing
12 in this matter. It's being conducted by a Microsoft
13 Teams. However, counsel for the applicant is
14 participating by phone, and we're not having any problems
15 with that.

16 I should say my name is Katherine Talbot, I'm
17 the presiding officer on behalf of the commission. Let's
18 go ahead and start with appearances. I usually start with
19 the company or applicant. So go ahead, Mr. Larsen.

20 MR. LARSEN: Thank you, Judge. Well, good
21 morning. My name is Zach Larsen. I'm here on behalf of
22 Bluebird Midwest doing doing business as Bluebird Fiber.

23 JUDGE TALBOT: Alright, thank you. And on
24 behalf of Staff.

25 MR. COZORT: Your Honor, Adam Cozort here on

1 behalf of Staff.

2 JUDGE TALBOT: Thank you. All right, so let's
3 place compliance with notice on the record. Can I impose
4 on you, Mr. Larsen, to do so?

5 MR. LARSEN: Yes, Your Honor. So, briefly, on
6 October 10th, 2025, the commission issued its notice of
7 hearing. On October 20th, 2025, the company filed its
8 notice of hearing and proof of service, which indicated
9 the company had served a notice of hearing on all licensed
10 carriers and on all counties consistent with the
11 commission's notice of hearing and the requirements of the
12 Michigan Telecommunications Act.

13 JUDGE TALBOT: Thank you. Mr. Cozort, does
14 Staff agree that that complies with the executive
15 secretary's requirements?

16 MR. COZORT: Yes, your Honor.

17 JUDGE TALBOT: Thank you. And I note that we
18 don't have any interveners or any other parties. So, I
19 guess now would be the time to present evidence. The
20 parties have agreed that they will bind in the testimony
21 and admit the exhibits without the need for witnesses to
22 appear. So, at this point, I'll turn to you again, Mr.
23 Larsen. Go ahead.

24 MR. LARSEN: Well, thank you, Your Honor. As
25 you noted, I do believe that there is an agreement to bind

1 in the amended direct testimony of Mr. Sam Storrs, who's
2 the secretary and General Counsel of Bluebird, that was
3 attached to and included with our September 29th, 2025,
4 amended application. That testimony consists of eight
5 pages of direct testimony from Mr. Storrs together with
6 Exhibits A-1, A-2, A-3, A-4, confidential Exhibit A-5, and
7 Exhibit A-6. As discussed prior to today's hearing, we'll
8 also be adding Exhibit A-7 as his affidavit attesting to
9 his pre-written direct testimony. And we will provide
10 that to the court reporter. Based upon that, I would move
11 to bind in his pre-written direct testimony as well as for
12 the tribunal to receive into the record Exhibits A-1, A-2,
13 A-3, A-4. Confidential Exhibit A-5 and Exhibits A-6 and
14 A-7.

15 JUDGE TALBOT: Alright, thank you. Any
16 objection to binding in the testimony, Mr. Cozort?

17 MR. COZORT: No, Your Honor.

18 JUDGE TALBOT: Any objection to Exhibits 1, 2,
19 3, 4, 6, and 7 being admitted into the public record? Mr.
20 Cozort?

21 MR. COZORT: No, Your Honor.

22 JUDGE TALBOT: Any objection to Exhibit A-5
23 being admitted into a confidential record?

24 MR. COZORT: Not at all.
25

1 JUDGE TALBOT: Alright, thank you. Having no
2 objection. The testimony is bound in, and the exhibits
3 are admitted.

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STATE OF MICHIGAN
BEFORE THE MICHIGAN PUBLIC SERVICE COMMISSION

In the matter of the Application of)	
BLUEBIRD MIDWEST, LLC (d/b/a)	
BLUEBIRD FIBER) for a temporary and)	Case No. U-21959
permanent license to provide basic local)	
exchange service in all the zone and exchange)	
areas in Michigan presently served by)	
Michigan Bell Telephone Company d/b/a)	
AT&T Michigan, Frontier North Inc. and)	
Frontier Midstates Inc. and in all other)	
incumbent local exchange carrier service)	
territories throughout the State of Michigan)	
_____)	

AMENDED DIRECT TESTIMONY OF SAM STORRS
ON BEHALF OF BLUEBIRD MIDWEST, LLC D/B/A BLUEBIRD FIBER

1 **Q. Please state your name, business address and telephone number.**

2 A. My name is Sam Storrs. My business address is 9201 Ward Pkwy., Suite 300, Kansas City,
3 MO 64114. My business telephone number is (262) 305-7274.

4 **Q. What is your position with Bluebird MidWest, LLC?**

5 A. I am the Secretary and General Counsel of Bluebird MidWest, LLC d/b/a Bluebird Fiber
6 (“Bluebird”).

7 **Q. What is the purpose of your testimony in this proceeding?**

8 A. The purpose of my testimony is to describe the services that Bluebird proposes to offer in
9 Michigan, and to review issues related to Bluebird’s request for a license to provide such
10 services. My testimony specifically provides some brief background on Bluebird’s
11 acquisition of a fiber network in Michigan and addresses Bluebird’s managerial, technical,
12 and financial competence to provide telecommunications services for which authority is
13 requested, and its compliance with the rules and policies of this Commission.

14 **Q. Are you sponsoring any exhibits?**

15 A. Yes, I am sponsoring Exhibits A-1 through A-6.

16 **Q. Please describe the authority that Bluebird seeks from the Commission.**

17 A. Bluebird seeks authority to offer basic local exchange service in all the service areas in
18 which Michigan Bell Telephone Company, d/b/a AT&T Michigan (“AT&T”), Frontier
19 North, Inc., and Frontier Midstates, Inc. (collectively, “Frontier”), are the incumbent local
20 exchange carriers and in all other incumbent local exchange carrier service territories
21 throughout the State of Michigan as opportunities arise for the company’s expansion into
22 new service territories.

23 **Q. Is Bluebird legally authorized to do business in Michigan?**

1 A. Yes. Bluebird has obtained a Certificate of Authority to Transact Business in Michigan, a
2 copy of which is attached as Exhibit A-1. Its Articles of Organization are attached as
3 Exhibit A-2. A Certificate of Assumed name is included as Exhibit A-3. Although Bluebird
4 is authorized to conduct business in Michigan, it has not yet begun to do so and has not
5 generated any revenue since its authorization.

6 **Q. Please describe your background in the telecommunications industry.**

7 A. I am an experienced transactional attorney with nine years in the fiber telecom industry
8 providing in-house counsel to service providers. Prior to joining Bluebird Network, LLC
9 (“Bluebird Network”) in 2024 as General Counsel, I served as counsel for Unite Private
10 Networks, where I provided a wide range of expertise, specializing in high-profile
11 commercial agreements and implementation of legal strategies focused on expediency,
12 revenue growth, and cross-functional collaboration. I earned my Juris Doctor from the
13 University of Kansas School of Law and a bachelor’s degree from the University of
14 Wisconsin-Madison.

15 **Q. Please describe Bluebird and the types of services that it will provide in Michigan.**

16 A. Bluebird is a Delaware Limited Liability Company, formed on May 14, 2025, with its
17 headquarters in Kansas City, Missouri. Bluebird is a wholly owned subsidiary of Missouri
18 Network Alliance, LLC (“MNA”). MNA is a wholly owned subsidiary of Bluebird
19 Network, LLC, a Missouri limited liability company that, through its subsidiaries, operates
20 a 11,000-mile regional fiber network and data center facilities and is a service provider
21 offering Internet and transport services to carriers and enterprise customers in Missouri,
22 Indiana, Illinois, Iowa, Kansas, Kentucky, Nebraska, Oklahoma, Tennessee, and
23 Wisconsin. MNA is registered as a fiber broadband provider in Michigan. Bluebird seeks

1 authority to provide basic local exchange service in all the zones and exchange areas in
2 which AT&T and Frontier are the incumbent carriers and in all other incumbent local
3 exchange carrier service territories. Attached as Exhibit A-4 is a list of Bluebird's key
4 personnel with brief biographies. Based on my experience and knowledge of the
5 capabilities of Bluebird, I believe that Bluebird will have no problem providing these
6 services and competing in the telecommunications market. Initially Bluebird intends to
7 provide the same access and exchange services currently provided in Michigan by AT&T
8 and Frontier, as more fully described below.

9 **Q. Does Bluebird intend to provide any services beyond the regulated basic local**
10 **exchange service?**

11 A. Yes. Bluebird intends to provide broadband internet, including Ethernet transport, fiber-
12 distributed cellular backhaul, wavelengths and dedicated internet access, or voice and other
13 voice managed services. Bluebird is contemporaneously proceeding to register as a
14 provider of these services under the MPSC's registration process.

15 **Q. Is Bluebird requesting a temporary license to begin providing services?**

16 A. Yes.

17 **Q. Please explain Bluebird's reasons for requesting a temporary license.**

18 A. Rapid deployment of service is essential to the company's venture. Accordingly, Bluebird
19 would like to begin providing service as soon as possible and plans to do so soon after
20 closing on its acquisition of assets that will facilitate its service, as further described below.
21 In order to do so, Bluebird must begin negotiating interconnection agreements with AT&T
22 and Frontier and must complete the installation of any facilities Bluebird needs in order to

1 offer regulated basic local exchange service. Bluebird needs a temporary license to begin
2 undertaking these initiatives.

3 **Q. Does Bluebird have adequate access to the capital necessary to provide service in**
4 **Michigan?**

5 A. Yes, Bluebird possesses the financial qualifications required of applicants for licenses.
6 Bluebird has access to the financing necessary to fulfill any obligations it may undertake
7 with respect to the operation and maintenance of the services specified in this Application.
8 Specifically, Bluebird will be able to leverage the financial resources of the broader
9 Bluebird Network business and MIP IV Midwest Fiber Parent, LLC (“MIP IV”). MIP IV
10 is controlled by Macquarie Infrastructure and Real Assets Inc. (“MIRA”) and managed by
11 Macquarie Infrastructure Partners Inc. (“MIP”) and/or their applicable affiliates. MIRA
12 and MIP are part of the Real Assets division of Macquarie Asset Management (“MAM”),
13 an operating group within Macquarie Group Limited (“MGL”), a publicly traded company
14 incorporated in Australia. MGL is a diversified financial group providing clients with asset
15 management and finance, banking advisory and risk and capital solutions across debt,
16 equity, and commodities. Confidential Exhibit A-5 contains a balance sheet for MIP IV,
17 which demonstrates that it has adequate capital available to provide CLEC service in
18 Michigan. Confidential Exhibit A-5 also shows that Bluebird and its parent company have
19 substantial assets, cash, and a high line of credit available for capitalization purposes.
20 Because MIP IV is a privately held company and its financial statements are not public
21 information, I am requesting confidential treatment of this exhibit pursuant to Section 210
22 of the Michigan Telecommunications Act (“MTA”), MCL 484.2210. Further, an

1 Organization Chart demonstrating the relationship between Bluebird and MIP IV is also
2 submitted as Exhibit A-6.

3 **Q. If authorized to provide local exchange services, will Bluebird abide by the rules**
4 **regulations, policies, and orders of the Commission, and the laws of Michigan, in its**
5 **provision of services?**

6 A. Yes.

7 **Q. Please describe the public interest benefits associated with Bluebird's proposed**
8 **offering of local services in Michigan.**

9 A. The Commission has stated on numerous occasions that promoting competition in the
10 provision of telecommunication services is in the public interest, and the MTA was
11 designed to promote increased competition in the telecommunications market. The MTA
12 itself declares these purposes. See MCL 484.2101(2)(b), (2)(c), and (2)(g).

13 The grant of Bluebird's Application will further the public interest by expanding
14 the availability to Michigan consumers of technologically advanced telecommunication
15 facilities and services. Bluebird's services benefit the public directly, through the use of
16 high-quality and reliable services, and indirectly, because the presence of Bluebird in the
17 market expands the market and will increase the incentives for other telecommunications
18 providers to operate more efficiently, offer more innovative services, reduce their prices,
19 and improve their quality of service. Approval of Bluebird's Application is, therefore, in
20 the public interest because it will enhance the service options available to users of
21 telecommunication services in Michigan, and specifically in the service territories of
22 incumbent providers, AT&T and Frontier. Furthermore, Bluebird will use state-of-the-art
23 equipment in providing all of its services.

1 **Q. Will Bluebird’s pricing methods benefit the public interest?**

2 A. Yes. Bluebird will implement pricing plans that are competitive with AT&T and Frontier.

3 **Q. Does Bluebird intend to provide service within one year of the date of receiving its**
4 **license?**

5 A. Yes, we intend to offer service within one year of the date a license is granted by the
6 Commission and intend to begin to do so as soon as a temporary license is granted and the
7 assets are acquired that will enable the company to provide such service.

8 As noted in the Application, on May 22, 2025, Midwest Fiber Holdings, LP (“Seller
9 Parent”), a Delaware limited partnership and parent of Everstream GLC Holding Company,
10 LLC and Lynx Network Group, Inc. (the “Everstream Licensees”), and Bluebird entered
11 into an Asset Purchase Agreement (the “Agreement”), whereby Bluebird proposes to
12 purchase substantially all of the assets used in the business of the Seller Parent and the
13 Everstream Licensees and assume certain related liabilities in a sale authorized by the U.S.
14 Bankruptcy Court for the Southern District of Texas subject to the authorization of that
15 court.

16 On May 28, 2025, the Seller Parent, the Everstream Licensees and certain of their
17 affiliates filed voluntary petitions for relief under Chapter 11 of the U.S. Bankruptcy Code
18 § 101 *et seq* in the aforementioned bankruptcy court. Since the filing of these petitions, the
19 assignors and their affiliates have continued to operate in the ordinary course as debtors-
20 in-possession under the Bankruptcy Court’s oversight. See *In re Everstream Solutions*
21 *LLC, et al.*, Case No. 25-90144 (CML) (Bankr. S.D Tex.). On August 1, 2025, the
22 Bankruptcy Court entered an Order Approving Sale of Debtors’ Assets that permits the

1 sale to move forward under the conditions of the Agreement. *In re Everstream Solutions,*
2 *LLC, et al*, Case No. 25-90144, Order Approving Sale dated Aug. 1, 2024 (Doc. 364).

3 Bluebird and Everstream jointly filed an Application with the FCC on August 6,
4 2025, pursuant to Section 214 of the Communications Act of 1934, 47 USC 214, *et seq*,
5 requesting Commission approval for the transfer of assets. Two supplemental submissions
6 were filed in support of that application on August 22 and 29, 2025. The FCC Public Notice
7 was issued on September 9, 2025. Closing the transaction under the Agreement is then
8 expected to occur shortly following the FCC's Section 214 Approval and is generally
9 expected to occur prior to December 31, 2025.

10 Upon closing of the proposed transaction, Bluebird will own and operate fiber
11 facilities and will provide enterprise broadband services in Michigan, including Ethernet
12 transport, fiber-distributed cellular backhaul, wavelengths and dedicated internet access or
13 voice and other voice managed services to business, carrier, government, and other non-
14 residential customers. However, prior to the provision of service in Michigan, approval of
15 the purchase and sale is required by the Bankruptcy Court.

16 **Q. Is Bluebird prepared to file tariffs prior to providing service?**

17 A. Yes. After the Commission's granting of the license and the approval of and closing of the
18 sale and Agreement, Bluebird will promptly file a tariff that complies with all Commission
19 rules and regulations that lists the rates, terms, and conditions of service. While the
20 company may make changes to its tariff in the future, the company intends initially to adopt
21 a tariff that largely mirrors the one currently in place for the incumbent (Everstream) whose
22 assets Bluebird will be acquiring.

23 **Q. Does this conclude your testimony?**

1 A. Yes.

1 JUDGE TALBOT: Does Staff have any evidence that
2 they wish to bind in today?

3 MR. COZORT: No, Your Honor.

4 JUDGE TALBOT: Alright, thank you. I guess at
5 this point, do both parties waive Section 81 of the
6 Administrative Procedures Act so that this matter can be
7 transmitted to the commission as soon as possible? Mr.
8 Larsen?

9 MR. LARSEN: Yes, Your Honor. We waive section
10 81.

11 JUDGE TALBOT: Thank you. And Mr. Cozort?

12 MR. COZORT: Yes, your Honor. We waive.

13 JUDGE TALBOT: And I guess finally, does Staff
14 oppose the application?

15 MR. COZORT: No, Your Honor.

16 JUDGE TALBOT: All right, thank you. I think
17 that's all I have. Anything else, please feel free to
18 question or ask questions. All right, well, sounds like
19 we're done. Thank you very much. We're off the record.

20

21 (At 9:09 a.m., proceedings concluded)

22

23

24

25

1 STATE OF MICHIGAN)
 2)ss
 3 COUNTY OF OAKLAND)

4 CERTIFICATION

5 I certify that this transcript, consisting of
 6 ten (10) pages, is a complete, true, and correct record of
 7 the proceedings had in the within-entitled matter, that
 8 being Case No. U-21959, before Katherine Talbot,
 9 Administrative Law Judge with MOAHR, for the Michigan
 10 Public Service Commission, Lansing, Michigan, on Thursday,
 11 November 13, 2025.

12 I also certify that I am not a relative of,
 13 employee of, or an attorney for a party; nor am I
 14 financially interested in the action.

15 
 16 _____

17 Nina Danno, CER 16342

18 Notary Public, Oakland County, Michigan

19 My Commission Expires: 01/06/31

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a.m (3)**A-1** (3)**A-2** (2)**A-3** (2)**A-4** (2)**A-5** (3)**A-6** (2)**A-7** (3)**Above-entitled** (1)**Act** (2)**action** (1)**ADAM** (2)**adding** (1)**Administrative** (3)**admit** (1)**admitted** (3)**affidavit** (1)**agree** (1)**agreed** (1)**agreement** (1)**ahead** (3)**Alright** (4)**amended** (2)**appear** (1)**APPEARANCES** (2)**applicant** (2)**APPLICATION** (4)**areas** (2)**Assistant** (1)**AT&T** (2)**attached** (1)**attesting** (1)**Attorney** (2)

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