## BEFORE THE PUBLIC UTILITIES COMMISSION OF OHIO

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In the Matter of the Adoption :
 of Chapter 4901:1-3, Ohio :
Administrative Code, :

Concerning Access to Poles, :Case No. 13-579-AU-ORD

Ducts, Conduits, and : Rights-of-Way Provided by Public Utilities. :

PROCEEDINGS

before Jeffrey R. Jones, Attorney Examiner, Victor Gallina, Michael Twiss, Marianne Townsend, Nadia Soliman, and Jason Well, Commission Staff, at the Public Utilities Commission of Ohio, 180 East Broad Street, Room 11-B, Columbus, Ohio, called at 10:00 a.m. on Wednesday, April 17, 2013.

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Wednesday Morning Session,
April 17, 2013.

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EXAMINER JONES: The Public Utilities

Commission of Ohio has assigned for a workshop at
this time and place Case No. 13-579-AU-ORD, that
being In the Matter of the Adoption of Chapter
4901:1-3 of the Ohio Administrative Code concerning
Access to Poles, Ducts, Conduits, and Rights-of-Way
Provided by Public Utilities.

My name is Jeff Jones and I'm the
Attorney Examiner presiding here today. I also have
with me various members of the staff. I'll start to
my left with Vic Gallina, Mick Twiss, Marianne
Townsend, and to my right Nadia Soliman, and Jason
Well. They're from the Utilities Section of the
Public Utilities Commission of Ohio.

This workshop is being held in response to issuance of the Common Sense Initiative as well as updates to Section 121.82 of the Revised Code which require the Commission to evaluate it's rules against a business impact analysis and provide such analysis to the Common Sense Initiative Office

In incorporating the CSI requirements into our rule review, the Commission has determined

that a workshop is appropriate. The purpose of this workshop is to get your feedback on the staff's proposed rules concerning poles, ducts, conduits, and rights-of-way by public utilities.

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This workshop is your initial opportunity to give your feedback to the staff's proposal and any other recommendations on how these rules could be improved.

Nothing said today will be considered binding on the parties in terms of the parties' position on the issues, and while the purpose of today's workshop is merely to open a dialogue among interested parties and staff, this workshop is not intended to serve as a substitute for the formal comment process.

The Commission will still issue a set of proposed rules for comment by Commission entry and we expect to issue rules for comment shortly after this workshop. And the same initial and reply comment process that the Commission has traditionally used will apply in this case.

At this point I want to reiterate that this is your opportunity to provide the staff your initial informal feedback before the rules are issued for comment. In just a moment I'll have a staff

person give you an overview of what those rules look like at the current time.

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Staff will not engage in a legal discussion of the issues or engage in conversation on the rationale for the adoption of the rules nor in today's workshop, rather those types of issues will be addressed in the Commission's finding and order following written comments submitted by interested stakeholders.

I also want to emphasize that anything you hear today from staff or from me is only staff proposal at this point in time and still in the formulation stages.

With that I'm going to turn to Nadia Soliman and ask her to give you a brief overview of what the proposed rules look like at this time.

MS. SOLIMAN: Good morning, everyone. As Jeff has mentioned that Chapter 4901:1-3 for access to poles, ducts, conduits, and rights-of-way structured as three sections under that part. The first section is definitions where staff is proposing to define many terms used within the rule, like attaching entities and conduits, conduit system, ducts, pole attachments, public utility, and all are pursuant to either the statute in the Ohio statute or

the FCC definition and the Acts definition.

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The second section is about general applicability and in that section we generally address the public utilities' duties under Section 224 of the Telecommunications Act of 1996, and also under Section 4905.51 of the Ohio Revised Code and obligations of public utilities under that section.

Another section also as Section 4905.71 where it speaks about telephone companies' and electric line companies' obligation to offer access to pole attachments. Under that section also is discussed the public utilities' request for waivers and how much the Commission will address such waiver requests.

The third section talks about how access to poles, ducts, conduits, and rights-of-way would be addressed, how it will be established; first generally talking about the private rights-of-way and exclusive use arrangements and the prohibition against that, and also the third section we talk about how rates, terms, and conditions for poles, ducts, conduits, and rights-of-way should be established.

In the proposal we address that the tariffing requirement under Section 4905.71 of the

Revised Code for entities other than public utilities and we discuss the requirements of the Telecommunications Act for negotiations of rates, terms, and conditions for poles, ducts, conduits, and rights-of-way between public utilities.

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Also we discuss how it should be established and refer to FCC rules, formulas, and providing parties the freedom to negotiate different rates, terms, and conditions.

We talk about coordination of public utilities of their activities of constructions and the rights-of-ways.

Another section we talk about complaints filing with the Public Utilities Commission by attaching entities and pursuant to Section 4905.26 or Section 4927.21 of the Ohio Revised Code.

Later we talk about ability to mediate or arbitrate access to poles, ducts, and conduits. The mediation is available to all public utilities and attaching parties; however, arbitration is limited as to attaching to local exchange carrier's poles, ducts, and conduits. And that's pursuant to section 2482.51(B)(4) of the Telecommunications Act and Section 22 -- 252 of the Telecommunications Act.

And actually that's all that we are

addressing in those proposed rules.

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EXAMINER JONES: Thank you, Nadia.

At this time we are going to open it up for comments and recommendations or concerns about anything you've heard or about this proceeding itself. If you to want to make a comment, I would ask that you either come up to the podium or come up to the desk here in front of us on this side of the room, to my left, your right, so that the microphones are live and that anyone on the webcast, listening in on the webcast could actually hear your question.

And if you are going to make a comment, I would ask that you provide your name and organization affiliation before you provide a comment. So at this time are there any comments?

MR. O'BRIEN: I'll lead off. Tom O'Brien here representing TW Telecom.

Nadia, I followed your description. Can you highlight any differences between current Rule 7-23 that this new draft rule is going to -- I'm speaking substantively in its operation.

MS. SOLIMAN: One main difference is that we are expanding this rule. It was one portion of Section 7 under the carrier rules, now it's going to be a rule, a chapter by itself and incorporating

different statutory requirements here in Ohio that talks about tariffing for pole attachment for entities other than public utilities versus what was in carrier rules, which is mainly attachments between public utilities. So that's an area where we are expanding.

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Also, we are expanding in an area of allowing mediation between public utilities if they cannot reach an agreement for pole attachments rates, terms, and conditions, we are making this available. Although it's in the statute but we are just putting it in this rule.

Of course, for local exchange carriers it has always been available, the mediation and the arbitration, pursuant to the '96 Act.

So those are the main areas here. And including, you know, definitions that was in there, but those are the substantive issues.

MR. O'BRIEN: In terms of rate calculation are you going to stick with the FCC rules?

MS. SOLIMAN: That's what we are proposing.

MR. O'BRIEN: Thanks.

EXAMINER JONES: Other comments?

MS. BOJKO: Good morning. My name is Kim Bojko, I am with Carpenter, Lipps & Leland, and I represent Fibertech Networks here today, and with me today is Jamie Hoare, deputy general counsel for Fibertech, and we appreciate the staff's overview of the comments that you just provided.

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Obviously without seeing the details we cannot specifically comment on, but it is very promising that you are expanding including mediation, arbitrations, and complaint proceedings, and we do appreciate those opportunities.

We also appreciate expanding the current rules into a complete chapter that hopefully will address some very important issues for attachees.

Today we do come prepared with some comments. Fibertech has comments that I will hand out about the workshop, and this is specific to some of the attachee issues such as the pole attachment deadline, timing, things of that nature

So at this time I will turn it over to Mr. Hoare and he can present Fibertech's suggestions for those rules. Thank you.

MR. HOARE: Good morning. With this rule-making, the Commission has the opportunity to promote the economic interest of Ohio and by

expanding the rollout of broadband.

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There are a few different templates that the Commission could follow; one being the FCC template, another being the New York State template, and the third being the Connecticut template.

Fibertech requires timely access to the poles to be able to serve its customers. Our business model is building to specific customers rather than building a ubiquitous network. And by doing that we have an economically stable platform to continue serving more and more customers as that goes on.

We've been very successful under the Connecticut timeframes and I'd like to describe those very briefly.

In Connecticut an applicant applies for the poles, the pole owner has 45 days to come back with an estimate, and that 45-day period is pretty common across all different timeframe regimes no matter what the jurisdiction. After the make-ready estimate is issued, the pole owner has 45 days to complete the make-ready.

The Connecticut PURA, which is equivalent of their Public Utilities Commission, also dictated that smaller applications should have shorter

deadlines.

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on that is discussing what the rationale for those or what the timeframes should be for those applications. The rationale for a shorter timeframe is that give long timeframes for building out major rings and network to serve a large customer that is planning far ahead for major upgrade in their communication facilities or the broadband facilities, they're willing to wait a period of time.

But smaller customers who can also benefit from the fiber optic technology typically aren't willing to wait more than 30 or 60 days. Now, these customers can be very close to the backbone. In some instances they can see the backbone out their window but there's still some construction that needs to be done to bring the services in to them. And it makes sense that that should be a much shorter timeframe than to build a ring that's comprising many miles.

The other aspect of Connecticut is that when timeframes are missed, there's a meaningful way or there's a meaningful remedy for the attacher. And in Connecticut it's the use of temporary attachments.

This doesn't result in temporary

attachments on every pole; typically it's a difficult pole that's holding up the release of the application and the licensing of the application. And the temporary attachment is done in a way that's consistent with the MESE and in a safe manner.

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New York also allows use of contractors to complete the make-ready work or the use of temporary attachments. And New York, different from the FCC, allows contractors to perform electrical make-ready work so long as they're utility-approved contractors.

And I would also ask that timeframes for access to conduit be considered. It's not dealt with in the FCC rules but conduit is the urban equivalent to poles, and if you want to get broadband into the city centers, you need a way to get underground.

My comments are dealt with more fully in the handout that we've given. Thank you.

EXAMINER JONES: Thank you.

Other comments?

MR. ST. PIERRE: Good morning. Tom

St. Pierre with AEP. Appreciate the opportunity to

address you at this workshop. I've shared some of my

thoughts with my colleagues, with the other

electrics, and I think we're similarly situated on

the issues but I'm sure we may digress on a few points.

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Our view generally is that the current regulatory scheme is working fine, there's nothing broken, we've seen very few disputes docketed. We worked closely on developing new pole attachment tariffs I think in all of our prior cases.

I know in AEP we recently within the last two years put together a new pole attachment tariff, and in that we negotiated closely with the OCTA to put together terms that both parties thought they could live with and it was a settled tariff.

Broadband build-outs have been occurring throughout our territory in the past and we have several build-outs today; in fact, we're working closely with Fibertech on a current build-out and we anticipate future build-outs and that's in both urban and rural areas. So we don't think the rules today are hindering any of that development.

But if the Commissioner staff feels like they really do need to regulate, then we want a couple of fundamental issues recognized. We don't think it's appropriate to wholesale adopt FCC methodologies both on access and rates. And we take that view because the FCC pretty clearly in their

deployment of these rules has addressed that they want broadband built out as expeditiously as possible and as cheap as possible. And we think there are sacrifices that are taken when you take that view.

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The FCC does not take responsibility over pole reliability or safety. Again, their task is to deploy broadband. The Ohio Commission is much better situated to look at how will joint use affect that pole utility, how will it affect electric reliability, telephone reliability, and address specific issues.

And we've done that in the past with some complaint cases before the Commission and the Commission has taken different views than the FCC, and I'll get to that in a minute.

But the thing we want, what we'd like to see is, again, Ohio Commission tailor these rules and not wholesale adopt FCC because there are some issues there that could affect pole reliability.

There's no doubt that third-party use of electric or phone poles affects safety and reliability. We do an engineering analysis of all our poles prior to attachment to see if the pole would be overloaded by the new attachment, and there are clearly cases of pole overloading, there are

unsafe spacing in terms of communication facilities attached too close to the electric space causes worker safety issues.

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To the extent these poles get cluttered, we're going to have accessibility issues to our facilities which is going to impede our ability to restore in cases of storm.

So we urge you to think of those considerations and involve your colleagues with your pole reliability group and some of your electric staff to think about, as we have, this kind of access and if we adopt an FCC view, are we going to sacrifice pole reliability or safety?

We see tremendous value to joint use.

Any of the costs we recover from joint use are a setoff against our revenue requirements so it acts to lower our rates, and broadband build-out is definitely good for the electrics because we need more fiber capacity and we're using a lot of these facilities that are being built to modernize our systems.

And it's good for our customers, so we don't want to impede that development, we just want it done right.

One size, what we noticed is one size

does not fit all. And our concern is to the extent we develop rules that apply to all, I think you're going to have some unanticipated results.

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The joint use relationship between the local Bell companies and the electrics is very different than any kind of access or rate methodologies set forth in the FCC model. And there's reasoning behind that.

system, roughly 30 percent of the poles. So we're on their poles, they're on our poles, we rely on each other to perform different aspects of make-ready and engineering, and that relationship is very different than where a third party with no poles asks to be on our facilities and we don't feel they have the expertise to do the pole engineering or pole make-ready work and we need to undertake that work.

The ILEC relationship is also different in that when we're on their poles we're consuming a significant amount of space and when they're on our poles they're consuming far more space than a cable TV company or SELA (phonetic).

And those joint use relationships tend to be, I know our contracts have been from the mid-'80s and our colleagues have even older contracts, they

tend to be based on some historical view and the facilities have been built with this history in mind, and I don't think you can just readily just say all right, stop that relationship, we're going to convert it into a pole attachment, FCC view of pole attachment licensing.

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As such we suggest that in any regs developed, the joint use agreements be excluded, between two public utilities be excluded from those rules and continue to maintain availability in the complaint procedure for any public utility to seek redress with the Commission if there's a denial of access or improper rates between those two parties.

Similarly with our pole attachment licensees, tariffs have been developed over the years that also can be quite different from FCC rules. As I mentioned before, we recently developed a tariff, we worked with OCTA and there are terms in that tariff that are different from the FCC tariff.

We went through a complaint proceeding in 1997 that established the Commission orders over how we were to allow third parties to access our poles, which is again very different than the FCC. It's working and it addresses some of these issues such as boxing and bracketing and overlashing of facilities

and it addresses them much more clearly and with greater focus on pole reliability than the FCC has.

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The FCC gives very little attention to overlashing and we believe overlashing can cause safety problems and needs to be addressed and was addressed by the Commission in its prior orders from 1997.

And as we look at tariffs, the tariffs have been tailored to mesh with our reliability standards and they've been drafted to mesh with pole inspection programs. And so they make the most sense to fit in that puzzle of what's the expectation of the Commission and how we operate and how third parties fit into that and when we introduce their attachments into our system what is the Commission's view on the expectations of our pole reliability as those third parties are introduced.

The FCC view, again, does not address reliability of an electric system at all. I'm sure it was a concern of theirs, but it's not their task to regulate in that area. The Ohio Commission, it is your task to regulate in that area.

And the tariffs have also, our tariffs vary a bit and it's based upon different operating routines of the electric companies. And we think

that should be preserved.

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So I would suggest in the rules that current tariffs and future tariffs supplant any rules in the regs to the extent there are differences in the tariff rules.

Finally on rates, at the end of the day joint use is all about how do we apportion the cost of pole plant among the users. And any costs we recover from joint users is a setoff against our revenue requirement.

So we're just deciding how do we split this pie, and historically the ILECs and the electrics had an equitable splitting of this pie based upon how they used each other's poles and those agreements have occasionally been challenged with the Commission and we worked out settlements. But it's based upon a full allocation of that pole.

In the '70s when cable TV was being built, the FCC developed the Communications Act and the FCC developed some rules that really just looked at, all right, the poles are fully allocated between the electrics and telephone, we now have this third party, we'll develop a marginal cost rate that's substantially lower than what we pay the telephone or the telephone pays us, and our concern is if the view

is to drive down all parties to this marginal rate, we leave the electric ratepayer bearing the full load of maintaining these poles. And I think it's going to lead to a cross-subsidization between the two industries.

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It sounds like you're well developed in your rules. We have passed around some possible changes we'd like to see that we could share we can get to you this week.

But again, our first preference is we really -- we really don't think there's a problem here.

The only other issue I might mention is there's some confusion I think developing out of the FCC's order on will a state commission be required to certify that they're regulating the joint use relationship between ILECs and electrics, and to the extent you do reregulate, I think the Commission should give consideration to how you originally certify and whether an additional certification is necessary for the FCC, that the Ohio PUCO is indeed regulating that joint use relationship between electrics and ILECs.

Thank you.

EXAMINER JONES: Thank you.

One favor to ask from everybody, if your comments articulate specifically what you would like, like when you mentioned that the FCC rules affect pole reliability, if you point out how we can fix that in our rules, we are a not tied to the FCC rules or each and every rule.

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We have our own statute and we have our own, you know, situation and it's case specific here in Ohio. So we are open to hear from everybody about what specifically in the FCC rules they think does not work here in Ohio and how we can fix it with specific recommendation. That would help in the process. Thank you.

MR. GILLESPIE: Good morning. I'm Gardner Gillespie, Hogan Lovells in Washington.

As some of you know, I've spent a lifetime dealing with these issues. Phil Newcome and I handled the first couple of cases dealing with these issues with Columbus Southern and Ohio Edison

It is appropriate that I should follow

Tom St. Pierre; we go way back on these issues and it

will be no surprise to everybody that we have some

disagreements.

We welcome the PUCO's increased role in this area as we see it in helping to extend broadband

and increasing the opportunities for competition and in being sure that competition that occurs is done in a fair and safe basis.

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We believe that the PUCO's reliance on the FCC's standards is very wise, that this has worked, I think that the parties on both sides of the issue have understood that the Commission will almost always apply the same standards as used by the FCC.

And the FCC, as you know, has not only been dealing with these issues now for 30 years or so, but it has literally hundreds of decisions on these matters not only on rates but on terms and conditions and they have dealt with, they deal on a daily basis with the safety issues. They cannot ignore them.

And so while the FCC may not have specific responsibilities for safety, believe me that when I've met with people at the FCC talking about these issues, they were very much aware of the safety and reliability implications of it, and it is something that concerns them.

So we would strongly suggest that the Commission can avoid myriad issues by recognizing that it will follow the FCC guidance on this. And we support very much the Commission's suggestion that it

will mediate these issues.

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As some of you know, OCTA and its members have brought a number of requests for mediation to the Commission to deal with these issues and the staff has been helpful on those, but it would certainly be better and work better if the Commission were to come out and say yes, we have a policy of mediating these issues and this is how we'll do it. And to do it on a streamline basis so that we can get these issues resolved as quickly as possible.

For example, it's not always clear to the attaching parties that the pole owners will participate in a mediation. There's nothing right now that requires them to. So we've been required to make a rather extensive presentation to the staff even to get the staff to consider whether to mediate. So that would be a big help.

And in terms of the processes, as

Fibertech has indicated, the process for attachment

sometimes can be lengthy, and unnecessarily so in our

view. That anything the Commission can do to

streamline that process would be helpful, and that's

certainly what the FCC has tried to do with

overlashing, for example, to reach a new customer.

Cable operators many times need to

overlash only a few poles, and if they're required to permit that and that can be a very lengthy process and the customers simply will not stand for it.

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And one of the things that is at play here I think is that there are the ILECs and the cable companies, for example, are competing for the same customers and if the ILECs who are joint users of the pole do not have to obtain specific consents from the electric company, for example, in order to overlash their facilities, then the cable companies are in a distinct disadvantage.

And business today being what it is, it's necessary to be able to overlash at a very short timeframe in order to meet the customers' needs to extend broadband.

Make-ready; make-ready timing is an issue because the pole owners, frequently their employees are busy with other projects and so it's hard to get their attention and their priority. And to the extent we can rely on joint contractors, for example, where the cable company and the pole owner each use the same contractor, that can be very, very useful.

And, in fact, some of the cable companies have relationships with at least one of the utilities where they have the same contractors and the cable

operators are allowed to negotiate with several different joint contractors in order to get the best deals. So it's better financially and also better from a timing perspective.

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Another matter that I want to raise here, and I don't know if you intend to cover it in your rules but it is a growing concern, and that is the use of antennas for WiFi. The expansion of WiFi for broadband is going on across the country, as some of you may know there are municipal efforts, there's concern especially in downtown areas of municipalities, for example, cities, that there be WiFi, and cable companies are in many cases trying to provide that WiFi service and so they need not only to attach to utility poles, and there is good FCC precedent with respect to that issue attaching wireless antennas to utility poles, but there also is the question of attaching WiFi antennas to the utility's street light poles.

And in certain areas, especially some of the downtown areas, there are no of your more traditional distribution poles, although street light poles are part of the utility's distribution network. But they don't -- they don't have aerial-wired facilities that are attached to them keeping them all

together.

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What the WiFi providers need to do and want to do is to be able to attach to those utility -- to the street light poles again for regulated rates. And this is the next step I think of the expansion of broadband is something that we would ask you to consider.

In terms of rates, Tom's suggestion that the FCC rates somehow result in some kind of cross-subsidy, that's just not true. Even the supporters recognize that the FCC rate methodology is fully compensatory to utilities, and this Commission has from those early cases that Bill Newcome and I were involved in so many years ago, we think that that has served Ohio very well and we would urge that there not be any efforts to rethink that.

And lastly, the suggestion that tariffs should supplant rules, which I understand to be a suggestion that the Commission might have a set of rules but they could be departed from, however, the utility saw fit in proposing a tariff that would be different, and then that issue would be fought out before the Commission every time, we think that would be very unwise.

Clearly the tariffs should be expected to

be fully consistent with the general rules of the Commission.

Thank you.

EXAMINER JONES: Thank you.

MS. SOLIMAN: To the extent that there is not enough record and the FCC did not address the issue of antennas attachment to street light poles for WiFi and the industry here thinks that it's necessary for them to be in the market, I guess we will be looking forward for some specific recommendations in the comments so other parties can comment on it in their reply comments. Thank you.

MR. GILLESPIE: We'd be happy to do that.

EXAMINER JONES: Other comments,

questions?

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I don't see anybody jumping up. Getting ready to close so this is your last opportunity.

Other questions from staff or comments from staff?

I'd like to thank everyone for joining us here today. You've certainly given us some additional food for thought as we ponder what other proposed rules will look like when they go out via Commission entry, hopefully in the next couple weeks that will be coming out. And it certainly sounds

like we're going to have some lively comments in the written comment round, so we look forward to those.

We'll stick around for a few minutes if you have any questions afterwards, but this will close the formal portion of the workshop and we appreciate your participation today. Thank you very much.

(Hearing adjourned at 10:41 a.m.)

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Armstrong & Okey, Inc., Columbus, Ohio (614) 224-9481

## CERTIFICATE

I do hereby certify that the foregoing is a true and correct transcript of the proceedings taken by me in this matter on Wednesday, April 17, 2013, and carefully compared with my original stenographic notes.

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Julieanna Hennebert, Registered Professional Reporter and RMR and Notary Public in and for the State of Ohio.

My commission expires February 19, 2018.

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5/1/2013 1:38:08 PM

in

Case No(s). 13-0579-AU-ORD

Summary: Transcript in the matter of the Adoption of Chapter 4901:1-3, Ohio Administrative Code, hearing held on 04/17/13 electronically filed by Mrs. Jennifer Duffer on behalf of Armstrong & Okey, Inc. and Hennebert, Julieanna Mrs.