1	STATE OF NEW HAMPSHIRE			
2	PUBLIC UTILITIES COMMISSION			
3				
4	May 25, 2011			
5	Concord, New	Hampshire NHPUC JUN14'11 PM 1:49		
6	DE.	DT 06-067		
7	RE:	FREEDOM RING COMMUNICATIONS		
8		<pre>d/b/a BAYRING COMMUNICATIONS: Complaint of Freedom Ring Communications d/b/a BayRing Communications Against</pre>		
9		Verizon-New Hampshire Re: access charges. (Prehearing conference)		
10		(Tremearing conference)		
11				
12	PRESENT:	Chairman Thomas B. Getz, Presiding Commissioner Clifton C. Below		
13		Commissioner Amy L. Ignatius		
14		Sandy Deno, Clerk		
15				
16	APPEARANCES:	Reptg. FairPoint Communications: Harry N. Malone, Esq. (Devine, Millimet)		
17		Patrick C. McHugh, Esq.		
18		Reptg. BayRing Communications: Susan S. Geiger, Esq. (Orr & Reno)		
19		Reptg. Sprint Nextel:		
20		Benjamin J. Aron, Esq.		
21		Reptg. AT&T Communications: Jay E. Gruber, Esq.		
22		oay D. Graber, Ebq.		
23	Court Reporter: Steven E. Patnaude, LCR No. 52			
2.4				



1		
2	APPEARANCES:	(Continued)
3		Reptg. One Communications: Gregory M. Kennan, Esq. (Fagelbaum & Heller)
4		Paula Foley, Esq.
5		Reptg. Global Crossing: R. Edward (Ted) Price, Esq.
6 7		Reptg. PUC Staff: Matthew J. Fossum, Esq.
8		Kate Bailey, Director/Telecom Division David Goyette, Telecom Division
9		Michael Ladam, Telecom Division
LO		
L1		
L2		
L3		
L4		
L5		
L6		
L7		
L8		
L9		
20		
21		
23		
24		

1		
2	INDEX	
3		PAGE NO.
4	STATEMENTS OF PRELIMINARY POSITION BY:	
5	Mr. Malone	8, 41
6	Ms. Geiger	18, 45
7	Mr. Aron	26, 46
8	Mr. Gruber	32
9	Mr. Kennan	36
10	Mr. Price	39
11	Mr. Fossum	41
12		
13		
14		
15		
16		
17		
18		
19		
20		
21		
22		
23		
24		

PROCEEDING

CHAIRMAN GETZ: Okay. Good morning, everyone. We'll open the prehearing conference in Docket DT 06-067. I will give a brief rendition of the procedural schedule for the record, noting that the full procedural schedule or history is in the order most recently issued. But, on March 21, 2008, the Commission issued Order 24,837, directing Verizon to cease billing the carrier common line charges in certain circumstances. On May 7, 2009, the New Hampshire Supreme Court reversed the Commission's decision regarding FairPoint's tariff.

After some intervening steps in that, following the Supreme Court's decision, in the Fall of 2009 the proceeding was suspended pending the emergence of FairPoint from bankruptcy, which occurred on January 24, 2011. On March 10, 2011, FairPoint filed a letter requesting that the Commission reactivate this proceeding and set a scheduling conference. And, a procedural order and supplemental order of notice was issued on May 4, 2011, setting the prehearing conference for today.

Since that time, we have received a Petition to Intervene by CRC Communications. We have a Motion to Certify Interlocutory Statement that was filed by FairPoint yesterday. And, we also have filed this

```
1
       morning the supporting information required under PUC
 2
       1604.08 that FairPoint has now filed in compliance with
       the May 4 order.
 3
                         I think a couple of things. Well, one,
 4
 5
       let's, before we address any of these other issues, let's
 6
       just make sure we get appearances on the record and go
       around the room. And, just do appearances, and then I'll
 7
       address some of other procedural issues. So, Mr. Malone.
 8
 9
                         MR. MALONE: Thank you, Mr. Chairman.
       I'm Harry Malone, with Devine, Millimet, representing
10
11
       FairPoint Communications. And, with me at the table are
       Attorney Patrick McHugh, Vice President and Assistant
12
       General Counsel of FairPoint; Michael Skrivan, Vice
13
14
       President-Regulatory for FairPoint; and Ryan Taylor,
       Director of Regulatory-New Hampshire for FairPoint.
15
                         CHAIRMAN GETZ: Good morning.
16
17
                         MR. McHUGH: Good morning.
18
                         MS. GEIGER: Good morning, Mr. Chairman,
       Commissioner Below, Commissioner Ignatius. I'm Susan
19
20
       Geiger, from the law firm of Orr & Reno, and I represent
       BayRing Communications. And, with me this morning from
21
22
       the Company is Mr. Darren Winslow.
23
                         CHAIRMAN GETZ: Good morning.
24
                         MR. ARON:
                                    Good morning. Benjamin Aron,
```

```
1
      with Sprint Nextel and its subsidiaries.
 2
                         CHAIRMAN GETZ: Good morning.
 3
                         MR. GRUBER: Good morning. Jay Gruber,
 4
                  I should mention that I'm a stand-in for the
 5
       attorney who will regularly be representing AT&T in the
 6
      matter, Jim Huttenhower, who was supposed to be on a
       telephone link this morning, but we had a technical
 7
      problem. But Mr. Huttenhower will usually be appearing
 8
       for AT&T.
 9
                         CHAIRMAN GETZ: Okay. Thank you.
10
11
                         MR. KENNAN: Thank you, Mr. Chairman.
12
       Good morning. Good morning, Commissioner Below and
       Commissioner Ignatius. Gregory Kennan, of the law firm of
13
14
      Fagelbaum & Heller. I'm representing the New Hampshire
       operating subsidiaries of One Communications, which, after
15
       its recent merger, is in the process of changing its name
16
17
       to EarthLink Business. And, with me is Paula Foley,
18
       Regulatory Affairs Counsel for One Communications.
                         CHAIRMAN GETZ: Good morning.
19
20
                         MR. PRICE: Good morning, Mr. Chairman
       and Commissioners. I am Ted Price, and I represent Global
21
22
       Crossing.
23
                         CHAIRMAN GETZ: Good morning.
24
                         MR. FOSSUM: And, good morning.
                                                          Matthew
```

```
1
       Fossum, for the Staff of the Public Utilities Commission.
 2
       And, this morning with me are David Goyette, Michael
       Ladam, and Kate Bailey from Commission Staff.
 3
                         CHAIRMAN GETZ: Okay. Good morning.
 4
 5
       With respect to the Motion to Certify Interlocutory
 6
       Statement to the New Hampshire Supreme Court, I guess what
 7
       we are inclined to do is to give the parties, rather than
       to require a statement on the record today, and it appears
 8
 9
       that there may be some parties who are not here, to give
       the ten days for objections/responses to be filed in
10
       writing, consistent with our normal rule with respect to
11
       objections or responses to motions. So, that would make
12
       the deadline, as I calculate it, Friday, June 3rd, for
13
14
       responses to that motion.
                         And, the -- well, let me ask this one
15
                     Is there any objection to the Petition to
16
       other issue.
17
       Intervene of CRC Communications?
18
                         MR. MALONE: No, Mr. Chairman.
                         MR. FOSSUM: No, Mr. Chairman.
19
20
                         CHAIRMAN GETZ: Hearing no objections,
21
       we'll grant the Petition to Intervene. And, also, we're
22
       going to give an opportunity to have the parties state
       briefly their position on the proceeding. And, also, you
23
       know, to the extent that any party wants to note their
24
```

3

6

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

```
1
     position on the Motion for Interlocutory Transfer, they
2
      can do that. But, since we're going to have the
      opportunity for a response in writing, I don't think it's
     necessary to make their arguments about what position we
4
      should take on the motion, but might be useful to at least
5
      get the position on the record, if you have one at this
7
     point.
                        And, I'm also hopeful, and I guess, if
8
```

folks can address this in their statements, that we can have a useful technical session, the parties try to address a procedural schedule that would work, if -- in the event that we do not end up certifying the question to the Supreme Court.

So, with that, I think I've covered my list of introductory procedural issues. So, let's turn to Mr. Malone.

Thank you, Mr. Chairman. MR. MALONE: This has been a long and convoluted proceeding. think you've covered a great deal of it so far. Just to summarize our position at this point, particularly in regards to the motion that we filed yesterday.

In the procedural order that the Commission issued earlier this month, it approved, among other things, the withdrawal of the tariff that we filed

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

9

back in September of '09. And, it reiterated the previous grant of our motion for hearing on these tariff provisions. But it also declared that, based on the record of the proceeding below, and its finding in the decision that had been reversed by the Supreme Court, the parties were estopped from litigating the issue of whether the CCL charge contributes to the joint and common costs of providing FairPoint services. This determination is prejudicial to FairPoint, since this particular issue is central to FairPoint's justification for the justness and the reasonableness of the CCL charge and the way it's assessed. And, we feel that, by prejudging these issues regarding this single rate element, it prevents FairPoint from putting on its case that its rates are interrelated, and that they're not designed to recover the cost of each individual service, but, instead, the Company's overall costs. And, in other words, the rates of some services are designed to support the costs of other services. And, one rate element cannot be picked out in isolation for inquiry. And, as such, the petition -- or, the Commission's declaration raises an urging question that we

And, as such, the petition -- or, the Commission's declaration raises an urging question that we think needs to be addressed at the outset of this proceeding before we go any further. And, for that

reason, we filed the Motion for Interlocutory Transfer to the Supreme Court, because we have three major contentions. That this finding was overturned by the order of the Supreme Court and has been vacated. And, that, secondly, that it was not a determinative finding of the Commission, but essentially dicta. And, third, that it's unsupported in the factual record.

And, we feel that, by addressing these concerns now up front, it will materially advance and clarify the proceeding, rather than having to address this down the line, after we've gone through the entire proceeding and gathered evidence and had hearings. And, so, we're requesting that the Commission certify this to the Supreme Court and stay this proceeding until we've gotten an answer. Thank you.

CHAIRMAN GETZ: Well, I mean, the very last sentence of the Supreme Court's decision says that "If the tariff should be amended, it should be amended as a result of regulatory process, and not by a decision of this court." So, your argument is or concern is that this regulatory process is not providing you due process?

MR. MALONE: That's a good way to describe it, Mr. Chairman, yes. We feel like one of the important arguments for the reasonableness of this rate is

```
1
       the fact that it is a contribution element. And that, by
 2
       being precluded from arguing this, it prevents us from
 3
       putting forth our best arguments.
                         CHAIRMAN GETZ: And, the argument being
 4
 5
       the historical argument about what was intended to be
 6
       required with or to be permitted under the CCL
 7
       historically?
                         MR. MALONE:
                                      I'm not sure that it's an
 8
       historic issue. I believe that it's a current issue of
 9
       the way that FairPoint prices its services and recovers
10
       its costs across its entire product line.
11
                         CHAIRMAN GETZ: And, it's a contention
12
       that it can't been changed prospectively?
13
14
                         MR. MALONE: That it cannot be changed?
                         CHAIRMAN GETZ: Yes.
15
                         MR. MALONE: That's not our position
16
17
       that it cannot be changed prospectively. But it has to be
18
       -- it cannot be done in isolation. And, it has to be done
       in consideration of the fact that the rates are
19
20
       interrelated, and that some of them support other rates.
21
       And, that we should be given an opportunity to demonstrate
22
       that that's the case, rather than have the inquiry focus
23
       on one single element of our products.
                         CHAIRMAN GETZ: But do I understand
24
```

```
correctly that the illustrative tariffs looked at the CCL in a way that it would not be a contribution element, but that the revenue neutrality would be accomplished through changes to other interconnection charges. Is that --
```

MR. MALONE: That's not completely the case, Mr. Chairman. The tariff revisions were designed to comply with the Commission's order nisi, that the CCL charge could not be charged to a carrier when that carrier does not use a Verizon common line and it doesn't terminate to a Verizon customer. So, at that point, it's -- it would be -- it would not be safe to say that that rate was changed to no longer be a contribution element. We maintain that it still is. But that, in order to comply with the Commission, we had to find other ways to make it revenue neutral.

CHAIRMAN GETZ: All right. Anything further?

CMSR. IGNATIUS: Mr. Malone, this is, I think, building on what Chairman Getz was asking, and it may be overkill, but I'm not sure I quite am following. The provisions in our recent order, and that, I'm looking for the language here and not finding it yet, that state that we will consider whether a revenue adjustment to this or some charge is appropriate and in what amount would be

considered in this phase of this docket. Why is that not sufficient for your purposes? Why does that not address your concern that we haven't given full, in your view, haven't given full consideration of these questions?

Isn't that what we are prepared to do by this order, to look at whether it's appropriate for some revenue to be collected that had previously been collected through the carrier common line?

MR. MALONE: Excuse me.

(Atty. Malone conferring with Atty.

McHugh.)

MR. MALONE: Yes. Let me see if I understand your question, Madam Commissioner. First of all, it's our position that anything that's occurred in Phase I of this proceeding regarding determinations in regard to the -- about the CCL charge are essentially moot. They have to be done over again as a result of the reversal of the Commission's order. Having said that, we believe that any determination as -- that the standard that the Commission has to apply in looking at the rates that FairPoint charges in its tariffs is a justness and a reasonableness rate. And, the way we read the order, it says to us that "we will be restricted from putting on certain evidence regarding the justness and the

```
reasonableness of these rates." Especially to the effect that the rate standing alone may look like it recovers more than the cost of the particular service. And, we need to be able to put forward the argument that it's part of recovering the costs of all of our services and that they're interrelated. And that, by saying that we cannot re-litigate the issue whether it's a contribution element is essentially saying that we're not allowed to put forth the argument that our services are interrelated -- or, the rates for our services are interrelated and that they support each other.
```

CMSR. IGNATIUS: But isn't that historic, what you were just discussing with Chairman Getz a moment ago, isn't that an historic circumstance? And, we're talking about going forward, and the Court has said "the tariff may be changed and, if so, through a regulatory process." So, why is it inappropriate here to explore the language we have in the order, undertake an examination of the proposed modifications to FairPoint's tariff, including the propriety of increased interconnection charges? Doesn't that give you what you need?

MR. MALONE: From a --

CMSR. IGNATIUS: Irrespective of what it

1 was in the past. It's going forward, right? 2 MR. MALONE: Procedurally, it does. 3 But, from a substantive standpoint, if we're going to be asked to justify an increase in our interconnection 4 charge, we're going to have to explain what the 5 6 interconnection charge is. And, the interconnection charge is essentially a contribution element that helps us 7 recover the costs of our overall services. And, once 8 again, we come -- circle back to the Commission's 9 declaration that we're not allowed to argue if the CCL is 10 or was a contribution element to begin with. 11 CMSR. IGNATIUS: But I'm still not 12 following you. Whether it -- whatever it covered in prior 13 years is what it was. Going forward, why is it asking 14 something improper to have you explain what you think is 15 the appropriate amount and what it covers going forward? 16 17 MR. MALONE: It's not inappropriate at all, Madam Commissioner. And, one of the reasons that we 18 would give, when we're discussing the appropriateness of 19 20 that charge, would be to say that "it is a contribution element." You know, say "this charge is appropriate, and 21 22 the way that we charge it is appropriate, because it's not merely a charge for the use of a particular element. 23

24

is a contribution element that contributes to the costs of

```
1
       other services. And, we've been expressly told in this
 2
       order that we're not allowed to make that argument. You
       know, so, in arguing the appropriateness of that charge,
 3
       we're being told that there are certain arguments that
 4
       we're not allowed to make.
 5
 6
                         CMSR. IGNATIUS: If the language in
       order had said "We'll undertake an examination of the
 7
       proposed modifications to FairPoint's tariff, including
 8
       the propriety of increased connection charges and possible
 9
       contribution elements", that would be acceptable to you?
10
```

MR. MALONE: That would be -- that would be acceptable. We're not objecting to an inquiry into the charge. All we're objecting to is any restrictions on what we can argue regarding the appropriateness of that charge.

MR. McHUGH: Mr. Chairman, if I could add one clarification for Commissioner Ignatius. If you look at Page 7 of your May 4 order.

CMSR. IGNATIUS: Yes.

MR. McHUGH: Order 25,219. About halfway down the page it specifically says "We will not re-litigate the purpose or propriety of the CCL charge." And, then, it goes on to say "That conclusion was not addressed or overturned by the Supreme Court". We have a

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

fundamental difference of opinion as to the correctness of this statement, given that the Court reversed the decision, the underlying decision. It is as if those proceedings never occurred. That's the fundamental difference here.

CMSR. IGNATIUS: But, and I --

MR. McHUGH: And, so, you cannot -- what I was going to say is, you cannot go forward with a case saying "part of it was not overturned and part was overturned." It was simply reversed. And, so, we should be permitted to put on whatever case we believe is necessary to prove the propriety of the CCL charge, number one. And, if you want to put it all into one phase, because, if you go back to the original -- one of the original procedural orders, it talked about that the case would be conducted in phases. And, the way we are interpreting what the Commission has issued in several procedural orders since the Supreme Court's reversal, it's as though the Commission would like to somehow implement Phase I and the conclusions reached in Phase I, and simply proceed to Phase II and limit what FairPoint can put forth in evidence in Phase II. And, I think that half of Page 7, I didn't mean to interrupt Attorney Malone, but I had it all marked up, but that's really the crux of the

```
1
       issue, I think. And, that's really the underlying premise
 2
       of the Motion for Interlocutory Transfer.
                         CMSR. IGNATIUS: And, I think that helps
 3
       to crystalize one of the issues, the extent of the Supreme
 4
      Court's order. I understand that it's your position that
 5
 6
       it's a complete reversal of everything and we're back to
       square one. Others, I think, have different views. And,
 7
       if they do, that can be filed as part of the responses,
 8
       or, if people want to speak to that this morning as well,
 9
       that's fine.
10
11
                         MR. MALONE: And, it's these differences
       that we believe are justifying the interlocutory transfer.
12
13
                         CMSR. IGNATIUS: Thank you.
14
                         CHAIRMAN GETZ: All right. Thank you.
15
      Ms. Geiger.
                         MS. GEIGER: Yes.
                                            Thank you, Mr.
16
17
                 As noted in the Commission's May 4th order, the
       Chairman.
       Commission has indicated that the docket scope includes
18
       three basic issues. The first issue is whether
19
20
       FairPoint's proposed tariff revisions are just and
      reasonable. The second issue is the degree to which the
21
22
      new tariff filing is affected by the settlement agreement
       in DT 07-011, relating to -- the docket relating to
23
```

{DT 06-067} [Prehearing conference] {05-25-11}

24

FairPoint's acquisition of Verizon's New Hampshire assets.

```
1
       And, thirdly, what statutory requirements cover the
 2
       filing; whether the filing is properly considered under
       RSA 378:6, I or IV; and whether RSA 378:17-a, III applies.
 3
                         With regard to that, the scoping in the
 4
 5
       order, BayRing respectfully submits that the Commission's
 6
       May 4th order fails to properly note or consider that
       FairPoint made two filings in this docket on
 7
       September 10th, 2009. The first filing, as FairPoint
 8
       indicated in its cover letter with that filing, was a
 9
       compliance filing, with language changes that relate to
10
11
       when the CCL charge properly applies. And, the second
       filing, which FairPoint's cover letter says was made in
12
       conjunction with the first filing, was to increase
13
14
       FairPoint's interconnection charge, which for years had
       been set at zero.
15
                         The first filing is a compliance filing
16
17
       that was made in accordance with the Commission's August
       11th, 2009 order nisi, which became final on
18
       September 10th, 2011 [2009?]. And, the reason it became
19
20
       final on September 10th, 2011 [2009?] is that the
       Commission never issued an order suspending the
21
       effectiveness of the nisi order before that time.
22
                         It's also important to note that it's a
23
24
       final order, because, in Paragraph 4(e) of the CLEC
```

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

settlement in docket 07-011, FairPoint agrees to the obligations arising out of any final order issued within NHPUC Docket 06-067.

So, the first filing changed the language in FairPoint's CCL tariff. And, it was to make clear that the CCL charge may only be applied when FairPoint's common line is used. This tariff change is not a change in rates, and therefore is governed by RSA 378:6, IV. The tariff pages relating to the proper application for the CCL charge went into effect by their own terms and by operation of law, the statute I just cited, on October 10th, 2011 [2009?], because the Commission never issued an order expressly amending or rejecting the compliance filing, or suspending it. Although the Commission issued an order on September 23rd, 2009 indicating that a hearing was necessary on the filing that FairPoint had made, that order did not suspend the tariff filing relating to the wording changes necessary to comply with the Commission's August 11th, 2009 order. did find, however, that the other tariff filing proposing a new interconnection charge was incomplete and was insufficiently supported to be approved as just and reasonable. And, notwithstanding the fact that FairPoint's tariff filing revising the application of the

CCL charge went into effect as a matter of law, the Commission's May 4th order states that, given the time that has elapsed, since the Commission's September 23rd, 2009 order, the Commission cannot now say that a portion of the tariff ought to have been in effect at some prior time.

BayRing respectfully disagrees with that conclusion and will be filing a Motion for Rehearing of the order. And, the reason that this issue is very, very important to BayRing and to the other CLECs is that FairPoint has been billing the CLECs the CCL charge for some time now. And, these are charges that the Commission has indicated are improper when the CCL, the common line, is not — is not used.

The Commission's May 4th, 2011 order has made clear that the propriety of those charges is not to be re-litigated. Thus, the Commission's failure to acknowledge the legal effect of tariff changes that it implemented in its August 11th, 2009 order is both contrary to law and tantamount to acquiescing in FairPoint's failure to comply with the Commission's order. FairPoint is required by RSA 365:23 to observe and obey the Commission's August 11th, 2009 order, which became final on September 10th, 2009, and "to do everything"

necessary or proper in order to secure compliance with and observance of the same by [its] officers, agents and employees." Similar requirements are imposed by other statutes, such as RSA 365:40, and financial penalties under 365:41 may be imposed for noncompliance.

Simply put, BayRing urges the Commission to confirm clearly and unambiguously that FairPoint's CCL tariff language went into effect on October 10th, 2009, and that FairPoint cannot bill for CCL unless the common line is provided by FairPoint.

BayRing submits that the only issue that's properly before the Commission at this time is the rate filing that FairPoint made for an increase in its interconnection charge. FairPoint is seeking to change its interconnection charge from zero to 1.0164 cents per minute. In its order issued September 23rd, 2009, the Commission properly determined that this filing was incomplete because it lacked the necessary supporting information required by the PUC 1600 rules for rate changes.

BayRing has not had the opportunity to support the most recent information that was filed this morning, because it came in just minutes before, maybe an hour before the hearing started. So, we're unable to

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

state a position at this point as to whether or not the interconnection charges are a just and reasonable rate.

The second issue noticed by the Commission in its May 4th order was the effect of Paragraph 9.1 of the Settlement Agreement in 07-011. as for that paragraph, BayRing notes that the Agreement has now expired and therefore does not appear to be implicated by this docket, other than the fact that FairPoint violated the agreement by trying to seek a rate increase in the interconnection charge, which would have become effective prior to the expiration date of the Settlement Agreement. The Settlement Agreement expressly says that FairPoint is not to raise its wholesale rates before the expiration of the three year period of the Settlement Agreement. And, the tariff filing that FairPoint made back in 2009 looks for an effective date of that interconnection charge as of October 10th, 2009. that was not consistent with the Settlement Agreement in 07 - 011.

The new interconnection charge is an access charge and is therefore governed by 378:17-a, III, as well as 378:6, I(b). And, since the first statute that I cited is a directive to the Commission to lower intrastate access charges, the interconnection charge

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

increase sought by FairPoint in this docket appears to be at odds with that statute.

And, lastly, on the issue of the proper schedule for this proceeding, obviously, this schedule now I think is somewhat different than what I might have thought it might be before we received FairPoint's filing yesterday. You know, again, FairPoint just provided us with information this morning about the rate change that it's seeking. And, in addition, the Motion to Certify the Question to the Supreme Court implicate a whole host of issues that I just haven't had time to consider. And, therefore, I won't be able to state FairPoint's --BayRing's position on the record with respect to that filing, other than to say just briefly that I am likely to disagree with the proposition that the Supreme Court reversed and vacated everything that the Commission did in 06-067. And, that was a fully litigated docket, the Commission made findings of fact. Under state law, statute, and case law, the Commission's findings of fact are prima facia lawful and reasonable. And, I will obviously reserve the right to supplement these oral remarks in a written filing that will be made in response to the Motion to Certify. Thank you.

CHAIRMAN GETZ: Ms. Geiger, at one point

```
1
      you said that "BayRing would be filing a motion for
 2
       rehearing to that order". Which order?
 3
                         MS. GEIGER: The Commission's May 4th,
 4
 5
                         CHAIRMAN GETZ: To this. Okay.
 6
                         MS. GEIGER: -- 2011 order is
 7
      problematic. Again, we have been seeking finality and
       clarity back since 2009, when BayRing and other CLECs,
 8
      AT&T and One, made filings to the Commission asking the
 9
      Commission to confirm that FairPoint made two tariff
10
11
       filings. The first one was a compliance filing that put
       into effect the tariff pages that made clear that
12
      FairPoint couldn't charge the CCL rate unless the common
13
14
       line was being provided. And, now, we have the order May
       4th, 2011, in which the Commission says it just -- "too
15
      much time has passed and it's hard to tell when the tariff
16
17
      went into effect." And, we respectfully disagree with
18
       that. We think that it is possible to connect the dots
      back to a point in time under the law at which FairPoint's
19
20
       tariff pages that changed the CCL language, if you will,
      went into effect.
21
22
                         So, we will be seeking a rehearing of
       that portion of the order. And, again, the reason it's so
23
       important to all the CLECs is that FairPoint has been
24
```

```
continuing to bill them the improper CCL charges since that time.
```

CHAIRMAN GETZ: Okay. Thank you.

Mr. Aron.

MR. ARON: Thank you. I have four items that I'd like to speak to you about this morning. And, I should also add that I appreciate the opportunity to be here this morning and present Sprint's position. The four topics that I have in mind to speak to you about are the relative positions of the parties going forward.

FairPoint's allegations regarding the need for revenue neutrality supported by their curious at best arguments regarding confiscation and rate of return. I want to talk third about the illogic of this proposed subsidy shift.

And, finally, about the need for finality.

Regarding FairPoint's alleged need for revenue neutrality, their rate of return/confiscation argument, it's essential to start your review or consideration of this argument with the knowledge that the genesis of this entire line of jurisprudence, which goes back decades, okay, the genesis of this entire line of jurisprudence has at its core the concept that an agency, such as this Commission, has the final say over a utility's rates, that the rates must be set above the cost

of providing service.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

Now, FairPoint -- FairPoint and no one else in this room is contesting that as a legal proposition, that that is the genesis of the line of argument. However, there are any number of foundational issues with the application of that doctrine to the case at bar. Not the least of which is that this Commission has never set FairPoint's rates in regard to costs. You don't know FairPoint's costs, because they have never presented them to you. This is -- for FairPoint to come today and say "you are going to confiscate if you get rid of our CCL charge" is actually saying "you're going to confiscate, if you remove the CCL charge, because Verizon had costs that, in 1990, might have supported such an argument." But they don't. So, as they sit here today and tell you that you're going to have a confiscation by reducing the CCL, they're not supporting that with their operational costs, they're not supporting that with their cost of capital, depreciation, or anything else that goes into a cost study. If they have a cost argument, it needs to have been made when the rates were set -- were set. These rates were not set with FairPoint in mind. are Verizon's rates. This is Verizon's tariff. based on Verizon's costs.

So, to come before this Commission, after it talked you folks into allowing them to adopt this tariff without a cost basis several years ago, is disingenuous. It's also legally flawed.

The next foundational issue with it is that you haven't lowered their rate. You've asked them to change the language in their tariff in order to prevent them from imposing unjust and unreasonable charges.

That's not a rate change. Does it have a revenue impact? It might. The rates weren't set with any -- with any consideration of FairPoint's revenues; it's Verizon's revenues. So, when they come here and say that you're "setting their rate confiscatorily low"; no, you're not. You're not setting the rate at all. In fact, the only rate issue here before you today is the rate issue that they have brought up by attempting to impose a subsidy increase into this case. So, where the confiscation lies, I don't know.

Important for the Commission to remember that the fundamental purpose, or rephrasing that, regulation, public utility regulation is not intended to insulate public utilities. That's not a relevant or legitimate purpose of public utility regulation. But that's what they're seeking. They're seeking to be

insulated from competition. They don't want to go out and have to earn their revenues. They want to continue to reach into the pockets of their competitors and pull the revenues out of those pockets. It's unacceptable in a competitive marketplace.

And, finally, precluding unjust/unreasonable practices is absolutely a legitimate goal of a regulatory agency. The procedures to get to it, admittedly, must be followed. But, at a foundation, what you're proposing to do is absolutely reasonable. You are trying to remove an unjust and unreasonable practice that's buried inside a tariff that the Supreme Court has interpreted in a way that was contrary to your own interpretation. But the goal is appropriate and legitimate.

Turning next to the illogic of
FairPoint's proposal in a competitive marketplace. It
reminds me, it strikingly reminds me of a quote from the
FCC, where the FCC stated that "in a competitive
marketplace, really, in any marketplace, a carrier will
always, always, a carrier will always prefer to recover
its costs not from its own customers, but from its
competitors." And, that is all, that's it, that's all
we're talking about today. They want to continue to

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

charge their competitors without providing services to They were doing it through the CCL, they enjoyed it, and now they want to do it through the rate. inappropriate. It runs afoul, as Ms. Geiger had mentioned a moment ago, of this Commission's pronouncements on access subsidies in a competitive market. It runs afoul of New Hampshire's statutory policy embedded in the New Hampshire statutes. And, frankly, it runs afoul of what's happening at the federal government today. The FCC is considering intercarrier connection reform, it's considering -- it's announced, in its broadband plan, that it wants intrastate rates to mirror interstate rates. to the extent that they're trying to put a Band-Aid on their ability to continue to charge subsidies, I believe it's going to be short-lived regardless of the outcome of this docket, because of the efforts afoot at the federal government.

Turning to the relative positions of the parties going forward, it's important to remember that all parties, but one, benefit from an expeditious resolution to this matter; every carrier in this room, except for FairPoint, benefits from an expeditious conclusion to this matter. FairPoint benefits the longer this goes on without conclusion. As of today, they have an unfounded

justification that they have managed to hide behind and continue charging this unjust and unreasonable charge. They don't want this resolved. They're not asking you to certify it to the Supreme Court because there's really any legitimate issue, and I will address their motion in a minute, they just want this to go on forever, so that this alleged justification of theirs stays in place inappropriate.

I'll also comically point out that we're now two ILECs in, three AT&T attorneys, two Sprint attorneys, and the list of intervenors has grown. This matter has been going on for quite a while. Aside from the relative positions of the parties, the interest in bringing it to closure and finality is substantial.

While I absolutely reserve, at your discretion, reserve the right to address the motion that was filed in writing within the timeline, I do have a few comments that I could tender regarding that. The first is that FairPoint's motion deals at its -- deals with the issue of contribution. This issue was dealt with at trial, in hearings before this Commission three years ago. It was briefed. In AT&T's brief, on Pages 30 to 38, the issue is discussed there; One Comm. discussed it at Page 16; BayRing discussed it at Pages 20 to 21. There

```
1
       can be no doubt that this Commission has heard, and heard
 2
       extensively, about this very issue, the issue of
       contribution. When FairPoint said -- asked and was
 3
       granted leave by this Commission to join this case,
 4
       FairPoint said, at Page 2 of their petition to intervene,
 5
 6
       "we will take the record as is." But they're turning
 7
       around now today, these many years later, and saying
       "we're not only not going to take the record as is, we
 8
       don't want to take the record at all." Well, that seems a
 9
      bit absurd. If you're going to take the record as is,
10
      which argued the issue thoroughly, then the record is what
11
       the record is. And, if FairPoint is to be taken at their
12
      word, the record needs to be -- needs to be considered by
13
       this Commission.
14
                         And, I believe, your Honors, that that
15
       is all I have. And, I do appreciate the time.
16
17
                         CHAIRMAN GETZ: Okay. Thank you.
18
      Mr. Gruber.
19
                         MR. GRUBER:
                                      Thank you, Mr. Chairman.
20
      AT&T, at the outset, I want to say AT&T agrees with and
21
       adopts Ms. Geiger's presentation of BayRing's position.
       So, I will limit my remarks to just a few points for
22
       emphasis. Point one: The tariff change eliminating the
23
       CCL charge when FairPoint's loop is not involved in a call
24
```

went into effect in October 10th, 2009. The tariff change proposing an interconnection charge did not. That's because the Commission's order on September 23rd, 2009 found that FairPoint provided insufficient support to permit the Commission to determine that the proposed interconnection charge was just and reasonable.

Now, the basis for this position is as follows: FairPoint made two different tariff filings on September 10th, 2009. First, FairPoint complied with the Commission's Order Number 25,002. As FairPoint admits in its filing made yesterday, that order became legally effective on September 10th, 2009, in accordance with its terms. In compliance with that order, FairPoint filed tariff language eliminating the CCL charge when its loop is not involved in a call.

Second, the second filing involved a filing without prior approval or direction from the Commission where FairPoint proposed, and I use that term advisedly, proposed tariff language that would, if it were to go into effect, permit FairPoint to apply an interconnection charge. The first tariff filing was not a change proposed by FairPoint and did not raise any issue of just and reasonable. It was a compliance filing that was -- that implemented a change the Commission had

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

already determined was just and reasonable. Therefore, no process was required with respect to the first tariff filing. The second tariff filing, by contrast, was a new rate proposed by FairPoint, which necessarily raises the question of whether such a rate is just and reasonable. It is in this context, therefore, that the Commission's order on September 23rd, 2009, which called for additional FairPoint submissions to determine reasonableness of the proposed rates, could only have been addressing the interconnection charge proposal. The reasonableness of the elimination of the CCL charge when FairPoint's loop is not involved had already been determined. Moreover, as Ms. Geiger said, nothing in the Commission's order on September 23rd, 2009 states that the tariff filing eliminating the CCL charge was suspended, revoked or rejected.

And, point two: Any other interpretation of the Commission's order of September 23rd, 2009 would produce results inconsistent with law, equity, and sound public policy. An interpretation of that order that effectively forces a utility customer to pay a rate that the Commission has determined is unjust and unreasonable during an extended delay of almost two years, a delay for which the utility

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

itself is responsible, is wrong as a matter of law and equity. Moreover, well-established practice, as well as law, requires that a utility proposing a rate increase bears the burden of demonstrating its reasonableness. The Commission must hold FairPoint to that standard.

If the Commission were to permit FairPoint to collect the additional revenues at issue during this long delay, a delay for which it is responsible, it will have effectively shifted the burden from FairPoint to its customers. In addition to being wrong as a matter of law, such a shift in the burden is bad policy. It creates perverse incentives, and we're seeing them today; the longer FairPoint delays, the longer it collects revenues from unjust and unreasonable rates. The only interpretation of the Commission's September 23rd, 2009 order that produces a result that is both lawful and sound policy is one that eliminates the application of a CCL charge that the Commission has already determined is unjust and unreasonable, and suspends for further investigation an interconnection charge that the Commission has already determined was filed with inadequate support.

And, finally, point three: Going forward, as Ms. Geiger says, the process that is presented

```
1
       or is required is one that's going to be dictated by
 2
       FairPoint's filing with regard to the interconnection
       charge. That's the issue that's going to be before the
 3
       Commission.
                    That filing was just made today, and AT&T --
 4
 5
       I'm sorry. Yes, that filing was just made today, and AT&T
 6
      does not yet have a view on the appropriate procedure or
 7
      process for that.
                         And, finally, while AT&T reserves its
 8
       rights to respond in full to the Motion to Certify
 9
       Interlocutory Transfer Statement that FairPoint filed
10
11
       today, I will just say that the notion that a single rate
       established decades ago, based arguably on the costs of
12
       another company, has anything to do with FairPoint's
13
14
       ability to cover its total costs today is just plain
       silly. If FairPoint thinks its rates, taken as a whole,
15
       do not permit it to recover all of its costs, it should so
16
17
      demonstrate. It should not be able to pick and choose
18
       individual rates. And, thank you very much. I appreciate
       it.
19
20
                         CHAIRMAN GETZ: All right. I don't
```

CHAIRMAN GETZ: All right. I don't think we have any questions for you, Mr. Gruber.
Mr. Kennan.

21

22

23

24

MR. KENNAN: Thank you, Mr. Chairman.

One Communications generally agrees with the remarks of

Ms. Geiger, Mr. Aron, and Mr. Gruber, but would like to add a few amplifying remarks of our own. And, I'll try to be brief, because they have been very articulate in expressing positions that One Communications shares.

Mr. Malone started his remarks by stating that "this has been a long proceeding." And, at the risk of stating the obvious, as the docket number 06-067 indicates, this case has been going on for five years now. More than three years ago the Commission found that Verizon, and its successor, FairPoint, were not permitted to impose the carrier common line, or CCL, charge, which, by the way, is 2.4 cents per minute, when they did not make use of the common line to terminate the call.

Further, the Commission found, as a matter of fact, that part of that charge went to support the cost of the common line. So, in other words, when FairPoint is charging the CCL charge, when it is not providing the use of the common line, it's basically charging for a service it doesn't provide. The Commission found that that was unjust and unreasonable, and upheld that conclusion when it denied FairPoint's motions for rehearing. And, nearly two years ago, in August of 2009, in the order nisi, the Commission reiterated its determination that FairPoint may not impose the CCL when

no common line is involved.

Once again, the Commission, two years ago, found that FairPoint may not charge for something that it doesn't provide. So, FairPoint -- I'm sorry, excuse me, the Commission ordered FairPoint to amend its tariff consistent with the Commission's repeated determinations. And, most recently, just a few weeks ago, in its May 4th order, the Commission again confirmed that FairPoint may only apply the CCL charge when it provides the use of the common line.

Today, however, FairPoint's tariff, imposing the CCL, even when no common line is used, remains on the books. And, FairPoint continues to bill for these charges; five years after this proceeding commenced, three years after the Commission's initial determination that this charge was unjust and unreasonable, and two years after the order nisi.

Commissioner, it's high time that

FairPoint comply with the Commission's directives. The

Commission should issue an order definitively requiring -
I should say, reiterating its prior determinations that

FairPoint must stop imposing this charge when it doesn't

provide a common line. It should do so tomorrow, or as

soon as possible, without any further passage of time and

```
1
       any further charging of the CCL charge. No further
 2
       hearing on that issue is necessary or appropriate.
                                                            The
       Commission has repeatedly stated that it will not
 3
       re-litigate that issue. There's nothing more to be said
 4
       and nothing more for the Commission to hear on that issue.
 5
 6
                         If FairPoint wants to file a tariff for
 7
       new charges, that's its prerogative. And, any such filing
       should be subject to full Commission review in accordance
 8
       with the Commission's normal procedures. But eliminating
 9
       the CCL, while that process is going on, should not be
10
       held hostage to the review process.
11
                         Commissioners, it's been five years.
12
                                                                We
       urge you to require FairPoint to comply immediately with
13
14
       your repeated directives to eliminate the CCL charge when
       no common line is involved. Examine any proposed charge,
15
       new charge, and deliberate. But, in all events, de-link
16
17
       the two by requiring FairPoint to immediately stop
18
       charging for something it doesn't provide and never has.
19
                         And, we respectfully reserve the rights
20
       -- to reserve our rights to argue in an appropriate filing
21
       about the Motion to Certify. Thank you.
22
                         CHAIRMAN GETZ: Okay. Thank you.
23
       Mr. Price.
24
                         MR. PRICE:
                                     Yes.
                                           Thank you, Mr.
```

Chairman. Global Crossing is a licensed interexchange and competitive local exchange carrier in New Hampshire. We agree with the Commission's decision based on the extensive record in Phase I of this proceeding to require FairPoint to change its tariff and stop assessing a carrier common line charge on traffic that does not travel over FairPoint loops. That order was issued nearly two years ago following the Supreme Court's decision, and yet FairPoint continues wrongfully assessing a CCL charge on this type of traffic. The Commission should require FairPoint to cease this practice as soon as possible, consistent with the Commission's prior order of 2009.

Global Crossing opposes FairPoint's

Motion for Interlocutory Transfer because the Supreme

Court clearly held that this was a question for the

Commission going forward.

The Commission should also reject
FairPoint's proposed new interconnection charge of over
one penny per minute on all switched access traffic.
There is simply no legal basis for FairPoint to assess
such a charge. Nor does imposing this new interconnection
charge make sense from a policy standpoint. The national
trend in intrastate switched access charges in the current
competitive environment is downward. But, if FairPoint is

```
1
       allowed to assess its proposed interconnection charge,
 2
       competing carriers, depending on their mix of traffic at
       any given time period, could actually end up paying more
 3
       to FairPoint in switched access charges than they do now.
 4
       This is contrary to basic economic and competitive
 5
 6
       principles under which carriers operate in New Hampshire
 7
       and throughout the United States.
                         Global Crossing therefore urges the
 8
       Commission to deny the motion for interlocutory transfer,
 9
       move ahead with this proceeding, and require FairPoint to
10
       stop its wrongful assessment of the CCL as soon as
11
       possible and to refrain from imposing further costs on its
12
       competitors in the form of FairPoint's proposed
13
14
       interconnection charge. Thank you.
                         CHAIRMAN GETZ: Thank you. Mr. Fossum.
15
                         MR. FOSSUM: Thank you. The parties, I
16
17
       believe, have fully stated their positions very
18
       thoroughly, and Staff has nothing to add to them.
19
                         CHAIRMAN GETZ: Opportunity to respond,
20
       Mr. Malone?
21
                         MR. MALONE: Yes.
                                            Thank you, Mr.
22
       Chairman.
                  I'll be brief, because we will look forward to
       the various motions for rehearing and the responses to our
23
       motion before we put together our response.
24
                                                    But there
```

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

were just a few items that we wanted to flag. And, one of them, the primary one that we've heard from all of the parties here is -- really comes down to framing the issue, which is something that all lawyers like to be in a position to do. We take exception with this characterization of our tariff filing as being "two separate filings". That as if each individual page of this filing was a separate filing, and it wasn't. And, we argued in response to the Motion for Clarification that followed our tariff filing that a tariff filing is a integrated whole. It's, when you get your tariff filing here, it is one cover letter, one tariff filing, and the overall filing is to be considered as a whole. We don't pick and choose individual pages out of any particular filing, because sometimes the rates have been developed, as we said before, on an interrelated and integrated basis. So, we object and disagree with any attempt to say that we "made two separate filings", and

So, we object and disagree with any attempt to say that we "made two separate filings", and that the Commission should accept one and reject the other, or accept one and investigate the other. Because, as we stated in our response to these motions a while back, and which this order has ruled on, it was one integrated filing. And, also, any claims that one part of

that filing was incomplete as opposed to another, once again we dispute.

There was some talk about how the Settlement Agreement said that we would not increase our rates, but we would also like to remind the Commission that there was part of the Settlement Agreement that said that the Commission would not seek to decrease our wholesale rates either.

I'd also like to mention that, just as a note, that the report of proposed charges, the supporting information that the parties have been referencing, and which he refiled today, has been in the record now for about a year and a half. It was attached as an attachment to Mr. Skrivan's testimony of September 28, 2009. So, that information has been available to the Commission since that time.

We would also like to take exception to the Sprint's counsel's discussion of rates, and how the Commission hasn't lowered our rate, just the application of that rate. And, we'd like to remind the Commission that there's a considerable body of case law that says that a rate is not the dollar figure that sits on, you know, the page of Section 30. A "rate" is considered to be the charges, the terms, and the conditions of a

particular service is what, in the term of art, a "rate" is. It's not the particular dollar figure that is assigned. So, when we're talking about the rate for the CCL, we're talking about not just the dollar charge or the per minute charge, we're talking about the terms and conditions and the service description that accompany it.

Regarding the issue of delay, we also dispute that. Part -- a big part of our motion yesterday is that we are seeking to avoid delay. We feel that, if issues regarding what FairPoint is permitted to argue are not considered early on in the proceeding, we're going to have a fruitless proceeding, where we go through discovery, hearings, briefing, and come up with a decision that FairPoint will be compelled to appeal, simply because it felt like it wasn't heard on an important issue. We feel like resolving this issue now is actually to the benefit of all parties and the administrative convenience of the Commission, because it gets a thorny issue out of the way up front.

Finally, regarding the burden of proof, we don't believe that we're trying to shift the burden of proof. We're willing to take on the burden of proof of our rates. And, we're prepared and willing to demonstrate that, on the whole, our rates are just and reasonable, and

also in the public interest on the whole.

1

2

3

4

5

6

7

8

9

10

11

13

14

15

16

17

18

19

20

21

22

23

24

One more thing, yes, on a procedural. Given everything we've heard about the expected motions for rehearing and the responses to the motion that we'll be filing, and the considerable difference here, we'd like to toss out for discussion the fact that perhaps a technical session after this prehearing conference would not be a really productive use of time. And, perhaps we should wait until we've gone through the first round of motions and had some decisions on them, before we actually delve into a technical session. Thank you, Mr. Chairman. 12

> CHAIRMAN GETZ: Well, I was becoming less and less optimistic as we went around the room about what would come out of a technical session, whether there was the possibility of discussing alternative routes.

But does anybody else have anything to respond on the procedural issue and what a technical session might yield? Ms. Geiger.

MS. GEIGER: Mr. Chairman, not specifically on the procedural issue. And, I still think it might be helpful, after the conclusion of the prehearing conference, for the parties to get together to talk a little bit. But I just wanted to respond to one of

```
the arguments Mr. Malone made about what a "rate" is or isn't. And, I would merely suggest that I disagree with his characterization, and would just point the Commission to New Hampshire law, New Hampshire statute, RSA 378:6, where rate tariffs are treated differently procedurally than a tariff for services. And, we would submit that what we're talking about, in the context of the CCL charges, is not a change to the CCL rate, that's not being changed, it's the application of the rate, it's the service that's being provided and what gets charged for that service. Obviously, the interconnection charge is a rate, and that will be treated differently.
```

So, I just put that in the record for consideration.

CHAIRMAN GETZ: Anything else on procedural issues and a tech session and how that might proceed? Mr. Aron.

MR. ARON: I believe it would be imprudent to skip a technical session. You have all the parties gathered here today. The length of the technical session might be dictated by how productive it is. But, to not proceed, I think, would be -- would not be a wise decision.

I think that the timelines for response

1 to each of the motions that have been filed are known. 2 And, any schedule that would be proposed should take into 3 consideration, not taxing the parties to proceed in advance of those timelines. But I see no reason why there 4 couldn't be some discussion of scheduling, taking those 5 6 known dates into account. And, this matter has been going on for an awfully long time. I think that there is no 7 reason to walk away today without at least discussing the 8 schedule that the carriers would like to follow going 9 forward. 10 CHAIRMAN GETZ: Well, and I guess I'd 11 like to ask the parties to make their best efforts to come 12 13 up with some consensus on a procedural schedule. But, as 14 is often the case, when closing a prehearing conference, 15 to the extent there's not an agreement, then there can be a filing of alternative proposals, and we'll make some 16 17 judgment about how to proceed. But would just ask that 18 the parties make a good faith effort to see if they can 19 come to some kind of consensus. But, if you can't, then 20 we'll deal with it.

Is there anything else that we should address this morning?

21

22

23

24

(No verbal response)

CHAIRMAN GETZ: Okay. Hearing nothing,

```
1
       then we'll close the prehearing conference. And, we'll
 2
       await a recommendation on how to proceed and various
       motions that the parties may or may not file. Thank you,
 3
 4
       everyone.
 5
                          (Whereupon the prehearing conference
                          ended at 11:38 a.m. and a technical
 6
 7
                          session was held thereafter.)
 8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
```