| 1 | STATE OF NEW HAMPSHIRE | | |
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| 2 | | PUBLIC UTILITIES COMMISSION | |
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| 4 | August 13, 2020 - 10:09 a.m. | | |
| 5 | [Remote Hearing conducted via Webex] | | |
| 6 | DE. | DT 20-111 | |
| 7 | KE: | COMCAST OF MAINE/NEW HAMPSHIRE, INC.: | |
| 8 | | Petition for Resolution of Dispute and Declaratory Ruling. | |
| 9 | | (Prehearing conference) | |
| L 0 | PRESENT: | Cmsr. Kathryn M. Bailey, Presiding Cmsr. Michael S. Giaimo | |
| L1 L2 | | Doreen Borden, Clerk Stephen Edelblut, PUC Remote Hearing Host | |
| L 3 | | beephen Luciblue, 100 nemoce healing hote | |
| L 4 | APPEARANCES: | Reptg. Comcast of Maine/New | |
| L 5 | | <pre>Hampshire, Inc.: Susan S. Geiger, Esq. (Orr & Reno) Jay F. Ireland, Esq. (Davis Wright)</pre> | |
| L 6 | | Sharon L. Webber, Esq. (Comcast Corp.) | |
| L 7 | | Reptg. Consolidated Communications of Northern New England Company, LLC: | |
| L 8 | | Patrick C. McHugh, Esq. Sarah A. Davis, Esq. | |
| L 9 | | Reptg. PUC Staff: | |
| 20 | David K. Wiesner, Esq. Eric J. Wind, Esq. | | |
| 21 | | Kath Mullholand, Dir./Regulatory Innovation & Strategy | |
| 22 | | | |
| 23 | Court Rep | orter: Steven E. Patnaude, LCR No. 52 | |
| 24 | | | |

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PROCEEDING

CMSR. BAILEY: All right. Good morning, everyone.

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We're here this morning in Docket

Number DT 20-111, which is Comcast's Petition for

Resolution of Dispute and Declaratory Ruling

regarding certain Consolidated Communications of

NNE pole attachment policies and practices.

Before we begin, I need to make a few findings, because we're doing this hearing remotely.

As Presiding Officer of this matter before the Public Utilities Commission, I find that due to the State of Emergency declared by the Governor as a result of the COVID-19 pandemic and in accordance with the Governor's Emergency Order Number 12 issued pursuant to Executive Order 2020-04, this public body is authorized to meet electronically.

Please note that there is no physical location to observe and listen contemporaneously to this hearing, which was authorized pursuant to the Governor's Emergency Order. In accordance with the Emergency Order, however, I am

confirming that we are using Webex for this electronic hearing. Participating members of the Commission have the ability to communicate contemporaneously during this hearing through this platform, and the public has access to contemporaneously listen and, if necessary, participate.

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We previously gave notice to the public of the necessary information for accessing the prehearing conference in the Order of Notice. If anybody has a problem during the hearing, please call 271-2431. In the event the public is unable to access the hearing, the hearing will be adjourned and rescheduled.

If you need to be recognized by me during the hearing, please put your hand up. If you're having a problem or there are any technical issues, if you put your hand up, we'll pause and try to resolve it.

We will start the hearing with roll call attendance of the Commissioners present, and then we'll take appearances.

My name is Kathryn Bailey. I'm a Commissioner at the Public Utilities Commission.

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         And no one is with me.
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                   Commissioner Giaimo.
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                   CMSR. GIAIMO: Good morning. Michael
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         Giaimo, Commissioner with the New Hampshire
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         Public Utilities Commission. I, too, am by
 6
         myself.
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                   CMSR. BAILEY: I note for the record we
         received an affidavit of publication from Comcast
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 9
         on August 5th. I don't see any requests for
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         intervention. Is that right?
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                    [No verbal response.]
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                   CMSR. BAILEY: Okay. Seeing none.
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         Let's take appearances, starting with Comcast
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         please.
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                   MS. GEIGER: Good morning,
         Commissioners Bailey and Giaimo. I'm Susan
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         Geiger, from the law firm of Orr & Reno. And I'm
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         appearing today on behalf of Comcast. And there
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         is no one present with me here in my office.
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                   CMSR. BAILEY: Thank you.
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         Consolidated.
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                   MR. McHUGH: Good morning,
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         Commissioners. This is Attorney Patrick McHugh,
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         appearing on behalf of Consolidated
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Communications. There is nobody present in my
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         office. And, in addition, with me, on behalf of
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         Comcast [Consolidated?] as co-counsel, Attorney
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         Sarah Davis as well.
 5
                   Thank you.
                   CMSR. BAILEY: Good morning.
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         Mr. Wiesner.
                   MR. WIESNER: Good morning,
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         Commissioners. David Wiesner, representing
         Commission Staff. I'm in my office alone.
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11
         me, virtually, are Kath Mullholand, Director of
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         the Regulatory Innovation and Strategy Division,
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         with responsibility for telecommunications
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         matters, and also Attorney Eric Wind of the Legal
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         Division.
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                   CMSR. BAILEY: Okay. Are there any
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         preliminary matters that we need to address
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         before we take initial positions?
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                   Attorney Geiger.
                   MS. GEIGER: Yes. Thank you,
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         Commissioner Bailey. I neglected to mention
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         that, virtually, I have with me representatives
23
         of Comcast who have been registered for this
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         prehearing conference. And they include Stacey
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Parker, Attorney Jay Ireland, Attorney Sharon Webber, and subject matter expert Terrence O'Brien.

And I believe -- I believe that's it, in terms of participants. I think Jim White may be trying to access as an attendee.

Thank you.

CMSR. BAILEY: Okay. Thank you.

Anything else?

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[No verbal response.]

CMSR. BAILEY: All right. Let's take initial positions. Ms. Geiger.

MS. GEIGER: Thank you. Comcast's position in this case is that Consolidated wrongfully denied Comcast access to two of its poles, two of its Consolidated poles in Belmont, New Hampshire. Comcast is seeking declaratory relief to prevent Consolidated from acting in a similar fashion in the future.

The material undisputable facts in this case appear in Comcast's Petition, which has been signed under oath by Mr. Terrence O'Brien. And those facts are as follows: In August of 2019, Comcast submitted an application to Consolidated

for pole attachment licenses for a line of several poles in the Town of Belmont, New Hampshire, including three consecutive poles relevant to this dispute.

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During a joint survey of the three poles, Comcast was informed by Consolidated that there was inadequate space on the intervening or the second of the three poles, which could not accommodate Comcast's proposed attachments.

Also, the intervening pole could not be replaced with a taller pole to accommodate the attachments due to overhead high-tension electrical facilities that cross over the pole line.

So, to resolve that situation, Comcast proposed to install a riser on the first of the three poles to bring Comcast's aerial plant down to an underground conduit that Comcast would install in the public right-of-way, as authorized by RSA 231:161, and a permit, which the Town of Belmont has issued to Comcast for that purpose.

The conduit would then bypass the inaccessible intervening pole and go directly to the third pole where another Comcast riser would be installed to bring the Comcast plant back up

the pole from the conduit to connect aerially for the continuation of the pole line. This is a standard industry practice that Comcast has used regularly to resolve similar issues in the past, including in New Hampshire and across the country.

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Consolidated rejected this solution. Without providing specific facts about the poles in question, Consolidated refused to allow Comcast to install its own risers on the two critical Consolidated poles, even though there are no risers -- no other risers on either pole, and the poles could accommodate Comcast risers. Instead, Consolidated's denial letter merely states that Consolidated denied the riser licenses on each riser pole, based on capacity and engineering standards. The denial letter provides no information explaining why the proposed risers would exceed available pole capacity, nor does it specify the particular engineering standards that Consolidated alleges would not be met.

As an additional basis for its denial, Consolidated invoked two of its policies. And,

although Consolidated's denial letter summarizes its policies, Consolidated has never advised Comcast verbally, or in writing, of such policies before this particular issue in Belmont arose.

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The first policy is that Consolidated says it must own the protective riser covers installed at Consolidated's -- excuse me, at Comcast's expense on the poles, and then lease back the space in the riser covers to Comcast for Comcast's own riser cable.

The second policy is that Consolidated says it must own and control the conduit between the riser poles. Comcast must either pay Consolidated to install the conduit, or Comcast can install the conduit itself and then convey ownership of it to Consolidated. In either case, Consolidated requires that Comcast lease the conduit space from Consolidated, even though Comcast has the statutory right and has obtained a permit from the Town of Belmont to install its own conduit in the public right-of-way in the Belmont pole location.

Now, Comcast asserts that there are three main reasons why Consolidated's denial in

this case was wrongful. The first is a notice issue. Consolidated's written notice, the denial letter, which denied Comcast's application for riser access to the two poles in Belmont, did not comport with the specificity requirements of the Commission's pole attachment denial rules.

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Secondly, we believe, as a factual matter, the facts in this case do not support Consolidated's position that there is a lack of pole capacity for Comcast riser installations or that they would violate engineering standards.

And, lastly, Consolidated's internal policy reasons for denying Comcast's pole access and conduit space are unlawful, unreasonable, and anti-competitive. They are blanket bans that cannot be invoked to prohibit Comcast from obtaining access and owning risers on Consolidated's poles, and from installing and owning conduit between two riser poles in Belmont.

As to the first issue, to explain further, as communication to Comcast,

Consolidated's denial of Comcast's riser access request is based on Consolidated's policy, it

doesn't meet the specificity requirements of Commission Rule 1303.04(c). The denial was not specific to the poles at issue. It failed to provide any evidence or information about the affected poles, and failed to explain what, if any, evidence and information demonstrates insufficient pole capacity or problems with safety, reliability, or generally applicable engineering standards.

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As the Federal Communications

Commission has recently held, in a decision
issued July 29th of this year, a copy of which we
provided to the Commission on August 7th, 2020, a
denial of pole access must be specific to a
particular request. We believe the FCC's ruling
is instructive here, because the FCC's rule on
pole attachment denials is nearly identical to

New Hampshire's rule. The FCC has held that
denials must state the specific concerns
regarding the particular attachments and the
particular poles at issue. Consolidated's
failure to do so here constitutes unlawful denial
of Comcast's pole attachment requests.

The second issue here is that there's

no factual justification for Consolidated's denial. The facts show that there are no risers on these poles, so there is capacity available to accommodate Comcast's facilities. Also, there are no existing safety, reliability or engineering reasons why Comcast can't attach its riser cables and coverings to the two Belmont poles. As a matter of fact, these poles can accommodate Comcast risers, and Consolidated has no lawful basis for denying the licenses.

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As for the third major reason why this denial was unlawful, the policies that

Consolidated has invoked in this matter cannot properly justify pole access. Consolidated's denial letter indicates that it must own risers on its poles and lease them to attachers.

Consolidated's prohibition on privately owned risers is grounded in hypothetical concerns about future capacity. The denial letter says that

"licensing risers that allow privately owned structure, i.e. conduit, from one Consolidated asset to another greatly accelerates premature exhaustion on the underground and pole space."

Comcast submits that this policy is an unlawful

reservation of space, is anti-competitive, and constitutes an unjust and unreasonable term or condition.

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As the FCC has recently held, a blanket ban on any portion of a pole is inconsistent with the requirement that a denial of access be specific to a particular request. Simply put, categorical access bans, such as the one that Consolidated has imposed on riser and conduits here, are prohibited. The FCC has stated that pole attachment denials must be based on actual, not hypothetical or theoretical, capacity, safety, reliability or engineering grounds.

In addition, Consolidated's policy of insisting that it must own the conduit between its poles in the public rights-of-way is unlawful, unreasonable, and anti-competitive.

Under RSA 231:160, Belmont, not

Consolidated, has the authority to control the right-of-way at issue here. And the Town of Belmont has granted Comcast a permit to lay conduit in that public right-of-way.

Consolidated has also improperly interfered with Comcast's conduit installation

rights by denying Comcast riser access. More specifically, by denying riser access to Comcast, Consolidated has negated Comcast's need for the conduit space between the two riser poles.

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And, lastly, Consolidated's insistence that Comcast pay to install the conduit, and then convey it to Consolidated, and lease conduit space back from Consolidated is unjust, unreasonable, and anti-competitive.

Commission issue a declaratory ruling prohibiting Consolidated from taking future action of the type complained of in this docket. Contrary to Consolidated's assertions in Paragraph 18 of its responsive pleading, Comcast is not requesting some type of universal, unrestricted access to Consolidated's poles. Nor is Comcast seeking to relitigate the pole attachment docket, DRM 17-139.

The relief that Comcast is seeking here is very simple. If Comcast obtains authority from a town or the state to install conduit in a public right-of-way, and, if installing Comcast risers on the Consolidated poles on either end of

that conduit will not prevent actual capacity, safety, reliability or engineering concerns that are specific to those particular poles, then Consolidated must allow Comcast to install and own its own risers and conduit.

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Comcast also wishes to note that,
although we found a workaround solution with
FirstLight to the problem here, that solution
doesn't render moot the dispute with Consolidated
about licenses for the two Belmont poles.
Comcast and FirstLight have yet to finalize an
agreement on the terms and conditions for Comcast
pole attachments. In the event, however remote,
that Comcast and FirstLight are not able to
negotiate a pole attachment agreement, Comcast
may need to revert to its original plans for
riser access to the Consolidated poles.

However, to avoid delaying the issue of a declaratory ruling in this case, Comcast would ask the Commission to move ahead expeditiously with the declaratory ruling issue, but to hold in abeyance the portion of the Petition that seeks riser licenses for the two poles that are the subject of this dispute.

1 And, lastly, as a procedural matter, 2 Comcast respectfully requests that the docket be 3 resolved as soon as possible, and would remind 4 the Commission that the jurisdiction over the 5 instant complaint requires that the matter be 6 resolved within 180 days of the filing of the 7 petition. As the Commission is likely aware, that deadline derives from a combination of state 8 and federal law. RSA 374:34-a, II, states that 9 10 the Commission's regulatory authority over pole 11 attachments is "limited to the state regulatory 12 authority referenced in 42 U.S. Code 1.3 Section 224(c)." Under Section 240 -- excuse 14 me -- Section 224(c)(3), "a state shall not be 15 considered to regulate the terms and conditions 16 for attachments (A) unless the State has issued 17 and made effective rules and regulations 18 implementing the State's regulatory authority 19 over pole attachments; " which we know that New 20 Hampshire has done, "and (b) with respect to any 21 individual matter", such as this one, "unless the 2.2 State takes final action on a complaint regarding 23 such matter within 180 days after the complaint 24 is filed with the State", and "within the

1 applicable period prescribed for such final 2. action in the rules and regulations of the State, 3 if the prescribed period does not extend beyond 4 360 days after the filing of the complaint." 5 here, because the Commission has not adopted 6 rules setting a -- setting a deadline for pole 7 attachment complaint resolutions, the 180 day 8 deadline applies. Thank you for the opportunity to 9 10 provide these preliminary comments on behalf of 11 I'd be happy to take any questions. Comcast. 12 CMSR. BAILEY: Thank you. I don't 1.3 think I have any questions at this time. 14 Commissioner Giaimo, do you? CMSR. GIAIMO: I do have one. 15 16 Is there any history on the FirstLight 17 pole? Was it developed as a result of too much 18 capacity on the poles at issue? And what's the 19 reason in why it was built in the first place? 20 MS. GEIGER: I don't have firsthand 21 information about that. I can make an offer of 2.2 proof, subject to check with Mr. O'Brien, who is participating on this conference. 23 24 My understanding is that FirstLight

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         encountered a similar problem with the
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         high-voltage transmission lines. And its
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         workaround solution was to install the poles that
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         Comcast has now accessed.
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                   But I would reserve, for the final say
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         on that, a comment from Mr. O'Brien, if he cares
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         to provide one.
                   MR. O'BRIEN: So, good morning.
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                                                     Мy
         name is Terry O'Brien. And that's my
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10
         understanding as well. That FirstLight
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         installed those two poles because they had a
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         similar issue.
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                   CMSR. GIAIMO: Perfect. That was my --
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         that's the question I was asking. Thank you.
                   MR. O'BRIEN: You're welcome.
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                   CMSR. BAILEY: Okay. Thank you very
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         much.
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                   Mr. McHugh.
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                   MR. McHUGH: Good morning. I'm going
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         to turn the response over to Attorney Davis, but
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         just a preliminary matter.
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                   We do agree that the poles are in
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         Belmont, Commissioner Bailey. In the first
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         paragraph or the first page, and I think at the
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         very top of the second page of our response,
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         inadvertently included "Brentwood" as the town in
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         New Hampshire.
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                    So, while we might not agree with a lot
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         of what Attorney Geiger said, we do agree the
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         poles are in Belmont, New Hampshire.
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                    So, Attorney Davis will respond
         substantively on behalf of Consolidated.
 9
         you.
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                    CMSR. BAILEY: Thank you for the
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         clarification.
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                    Attorney Davis.
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                    MS. DAVIS:
                                Thank you, Commissioner
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         Bailey.
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                    Consolidated's position in this case is
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         pretty simple. In general, the facts, as they
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         have been stated, and you can see in our
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         response, are agreed to with respect to the town,
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         which Mr. McHugh just clarified, and with respect
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         to what occurred, the denial of access due to the
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         high tension lines, and the subsequent request
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         for riser access on two poles, to basically move
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         around the pole that presented the issue.
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         Consolidated agrees with all of those facts.
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currently stands.

where Consolidated disagrees is what exactly the denial was. And, in Consolidated's opinion, it did not deny riser access to Comcast. It required Comcast to pay make-ready, to provide for conduit and risers to provide it access, which is standard, make-ready is standard in all situations where there is an accommodation issue, where there's not enough plan as the plant

And, so, Consolidated, as a pole owner, has a right to prescribe terms and conditions of attachment to the extent that they are reasonable. And, in this situation, Consolidated's term and condition that it be Consolidated-owned conduit and riser is reasonable for a couple of reasons.

One is an access issue. When

Consolidated -- while Consolidated has a requirement to provide access to its poles on a nondiscriminatory basis, if Comcast were to own these risers, the next attacher who sought access to the poles would not be able to have access. Oppositely, if Consolidated were to own the conduit and risers, it would present the next

attacher the ability to access the pole. Every time you place a riser on a pole, you're putting a through-bolt in, and you're compromising the integrity, in addition to creating congestion on the pole. Additional -- everything more you put on a pole creates additional issues.

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And, so, Consolidated was not reserving space for Consolidated through this request, but rather creating a path where it could accommodate more attachments, and do so without creating unnecessary additional fixtures on the pole. And that's what Consolidated communicated to Comcast.

Our denial was a form denial, admittedly. But, really, we didn't see it as a denial. We saw it as a requirement of a different way in which Comcast could seek access. And, frankly, the costs are the same either way. The only additional cost to Comcast is the rental of the conduit, which is a de minimis amount of money. Consolidated's conduit rental per foot is in the dollar range. So, it's a de minimis thing. It is not — certainly not for Consolidated to make money off of. It is really just its way to manage its plant.

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And Comcast would have you believe that through New Hampshire statutes that point to accessing a right-of-way, which appropriately, obviously, it came in through a town, it does not recognize Consolidated as an owner of an asset, and allow it the decision to manage that asset in a way that is safe for its employees, that allows access for all parties who seek it, and minimizes through bolts or other attachments to the pole that will compromise that integrity.

CMSR. BAILEY: Can you explain to me how various communications companies, if there are multiple communications companies, how, if Consolidated owned the riser cable, it would prevent fewer through bolts than if multiple attachers owns their own riser cable, but use the same conduit?

MS. DAVIS: Yes. Because, as I understand it, the riser cable can accommodate more than one cable through the use of innerducts. And, so, Consolidated would be able to not require additional conduit in the ground, because it could, through the use of multiple innerducts, you know, when we put in conduit, we

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build additional capacity, allows for access for
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         other providers through both the conduit and of
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         the risers, so that everyone doesn't have to have
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         a separate riser.
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                   CMSR. BAILEY: And could Comcast share
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         its facilities in a similar manner, like
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         FirstLight is sharing the poles across the
         street?
                   MS. DAVIS: If it were their
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         facilities, they could share. But there's no
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         requirement for them to share. The Commission
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         has no jurisdiction over them to make them share.
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         And, frankly, Comcast's response on that issue
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         was that they don't want other people in their
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         risers and conduit.
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                    CMSR. BAILEY: Okay. Thank you.
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                   Commissioner Giaimo, do you have any
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         other questions?
                   CMSR. GIAIMO: No.
19
                                        Thank you.
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                   CMSR. BAILEY: All right. Thanks.
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         Mr. Wiesner?
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                   MR. WIESNER: Thank you, Commissioner
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         Bailey.
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                   On behalf of Staff, we look forward to
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working with the parties to develop a better understanding of the factual issues and the legal issues that are implicated in this docket. And we will start that process during the technical session that follows this prehearing conference.

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I think we want to nail down, in particular, the status of the situation in Belmont, and whether there are open issues and disputed facts with respect to that particular situation.

Putting that aside, this may be a context where a factual stipulation can be entered into by the parties of undisputed relevant facts, and then the issues can focus on legal matters, which might be addressed through a briefing schedule, perhaps followed by a hearing before the Commission, if necessary, and then an order on declaratory ruling.

To Attorney Geiger's point regarding the six-month clock, I am optimistic that this can be concluded within that timeframe. And I think it's our interest in seeing it concluded expeditiously as well. These issues don't just affect Comcast. I suspect they affect other

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         attaching entities in this state as well.
                    So, we look forward to starting that
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         process this morning. And we'll report back to
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         the Commission on a procedural path forward, once
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         it's been developed.
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                    CMSR. BAILEY: Okay. Thank you.
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                    Is there anything else we need to do,
         before we adjourn today?
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                    [No verbal response.]
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                    CMSR. BAILEY: Okay. Seeing none.
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         Then, I thank you for your comments. And we will
         leave you to your technical session.
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                                                 The hearing
         is adjourned.
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                    (Whereupon the prehearing conference
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                    was adjourned at 10:39 a.m., and a
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                    technical session was held thereafter.)
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