

BEFORE THE PUBLIC UTILITY COMMISSION

OF OREGON

UM 1326

<b>In the Matter of Qwest Corporation Petition for Commission Approval of 2007 Additions to Non-Impaired Wire Center List</b>		<b>OBJECTION OF ESCHELON TELECOM OF OREGON, INC. TO QWEST'S PETITION FOR APPROVAL OF 2007 ADDITIONS TO NON- IMPAIRED WIRE CENTER LIST</b>
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Eschelon Telecom of Oregon, Inc. (Eschelon) files these objections to Qwest Corporation's (Qwest's) June 22, 2007 Petition for Commission Approval of 2007 Additions to Non-Impaired Wire Center List. Eschelon asks the Oregon Public Utility Commission (Commission) to recognize that the Commission has not yet considered or approved the proposed settlement agreement between Qwest and certain competitive local exchange carriers (the Joint CLECs<sup>1</sup>) that describes a process by which they will review Qwest's filing, and that the proposed settlement agreement's process deadlines should therefore not apply unless and until approved. Additionally, not all CLECs are party to the proposed settlement agreement, and it is premature to foreclose any party's participation in this docket. In the event that the Commission requires that parties to the proposed settlement agreement hold to process deadlines in the proposed settlement

<sup>1</sup> "Joint CLECs" is a defined term in the "Proposed Settlement Agreement," which provides in the definitions (Section II) that "'Joint CLECs' refers collectively to Covad Communications Company and DIECA Communications, Inc. (Covad), Eschelon Telecom, Inc. (Eschelon), Integra Telecom Holdings, Inc. (Integra), McLeodUSA Telecommunications Services, Inc. (McLeod), Onvoy, POPP.Com (POPP), US Link, Inc. d/b/a TDS Metrocom, Inc. (TDSM), and XO Communications Services, Inc. (XO)."

agreement at this time, however, Eschelon hereby lodges an objection to Qwest's requests in its petition filing.

## I. BACKGROUND

On June 27, 2007, Qwest filed a proposed settlement agreement (the *Proposed Settlement Agreement*) in Commission Docket UM 1251<sup>2</sup>. The same document was filed on or about the same date in Minnesota, Arizona, Colorado, Washington, and Utah. In the *Proposed Settlement Agreement*, the parties documented their agreement on, among other things:

- an initial state commission-approved wire center list that the parties believed satisfied the non-impairment criteria of the Federal Communications Commission's Triennial Review Remand Order; and
- a process for addressing future Qwest filings to request state commission approval of additions to the initially approved wire center list, including, among other provisions, a 30-day timeline for CLECs to raise objections to Qwest's petition, with a Non-Impairment Designation if no objection is submitted and the Commission does not order otherwise.

On June 22, 2007, Qwest filed the petition that is the subject of the above-captioned docket, requesting Commission approval of proposed additions to the non-impaired wire center list that is proffered in the *Proposed Settlement Agreement*, and a proposed standing protective order.

<sup>2</sup> Qwest's filing on June 27, 2007 superseded and replaced the filing for approval of the proposed Settlement Agreement made by Qwest on June 22, 2007 in UM 1251. Qwest styled its June 22<sup>nd</sup> filing requesting approval of the proposed Settlement Agreement as a joint filing, indicating Eschelon agreed with it, although Eschelon had not seen the June 22<sup>nd</sup> filing before Qwest filed it and, when Eschelon did receive a copy, did not agree with its contents. (In particular, Qwest's June 22<sup>nd</sup> filing contained an alleged joint request that was objectionable, for example, because it broadly asked to supersede any previous Commission order to the extent any part of a previous order is inconsistent with the proposed settlement, and did so without identifying the parts of the particular orders or the affected carriers, etc.). Eschelon offered Qwest an opportunity to correct, and Qwest filed the revised filing on June 27<sup>th</sup>.

## II. COMMENTS AND OBJECTION TO FILING

- A. **The *Proposed Settlement Agreement* is not yet approved and, therefore, should not trigger filing deadlines in this proceeding.**

As previously noted, Qwest filed the *Proposed Settlement Agreement* for Commission approval in Docket UM 1251 on June 27, 2007. On July 23, 2007, the Commission issued an Order indicating that the UM 1251 docket will remain open for the Commission's consideration of the parties' proposed agreement. See Order No. 07-318. No date has yet been set for that consideration.

The *Proposed Settlement Agreement* clearly contemplates that it will go into effect in each state upon state commission order granting approval: "'Effective Date of this Settlement Agreement' is the effective date of the Commission order approving this Settlement Agreement." *Proposed Settlement Agreement* at II. "If, prior to approval, any Commission modifies any portion of this Settlement Agreement, the Parties expressly acknowledge that any Party may terminate this Settlement Agreement as to that particular state." *Proposed Settlement Agreement* at VII (A)(4)(C).

The *Proposed Settlement Agreement* keys the participating parties' prospective actions off the date of Commission approval, e.g.:

Qwest, Covad, Integra, POPP.Com, and XO agree to execute the ICA terms in Attachment B within ten (10) business days of the Effective Date of this Settlement Agreement, and Qwest agrees to file the executed amendments for Commission approval within thirty (30) days of the Effective Date of this Settlement Agreement.

*Proposed Settlement Agreement* at VII (A)(2).

McLeod USA and TDSM agree to execute the ICA terms in Attachment D within ten (10) business days of the Effective Date of this Settlement Agreement, and

Qwest agrees to file the executed amendments for Commission approval within thirty (30) days of the Effective Date of this Settlement Agreement.

*Id.*<sup>3</sup>

Under the key principle establishing the effective date of the *Proposed Settlement Agreement*, therefore, Qwest's June 22, 2007 petition proposing additions to the impaired wire center list cannot trigger deadlines in the *Proposed Settlement Agreement* for carriers to file objections to the Qwest filing, because the *Proposed Settlement Agreement* has not been approved. Should the Commission eventually approve the *Proposed Settlement Agreement*, the Commission should ensure that all timelines provided for in the *Proposed Settlement Agreement*—including Joint CLECs' initial 30-day window to file objections to the petition—are properly based off of the effective date of the *Proposed Settlement Agreement*—that is, the effective date of the Order approving it.

- B. Proper application of the *Proposed Settlement Agreement* will require that Joint CLECs have 30 days from the point at which they have access to all relevant confidential data to register an objection to a petition to add wire centers to the non-impaired list; Eschelon files an objection in this docket, which in particular requires additional time.**

As noted, if the *Proposed Settlement Agreement* were approved, and thus effective, at the time of Qwest's filing, its terms would require the filing of objections to Qwest's submission within 30 days of its filing date. *Proposed Settlement Agreement* VI (F)(1). This provision can only logically be interpreted to allow participating CLECs 30 days from the point at which they are able to access the confidential data—which will be required to

<sup>3</sup> Eschelon and Qwest have an approved *Bridge Agreement* providing that the existing ICA will not be amended on these issues; rather, terms will be included in the new proposed ICA. The Qwest/Eschelon terms are described in the *Proposed Settlement Agreement* in Section VII(A)(1)(b).

support the petition (*see, e.g., Proposed Settlement Agreement V, Methodology*) --in order to determine if an objection should be raised. For reasons articulated below, in this docket in particular, more time than the 30 days from Qwest's filing is necessary to consider Qwest's supporting data and lodge an objection if necessary.

Therefore, in an abundance of caution, even though no timelines should be implemented or enforced prior to the approval date of the *Proposed Settlement Agreement* - if and when that occurs--Eschelon objects to Qwest's filing because Qwest did not provide parties access to supporting information until well after the filing date. Furthermore, no deadlines should be imposed at this time because Qwest has incorrectly submitted the proposed protective order that Joint CLECs need in order to participate in the examination of supporting data. Finally, Qwest's voluminous, multi-state filing is particularly inconsistent with the expedited review contemplated in the *Proposed Settlement Agreement*.<sup>4</sup>

Obtaining data from Qwest in this docket has been an ordeal. Qwest provided some information to Eschelon on July 2, 2007, but failed to include some of the data. On July 5, 2007, Qwest responded to Eschelon's request for the missing data by stating that it would provide only 2004 line count data. Upon protest from Eschelon, Qwest sent the required 2006 line count data, but did not provide the codes necessary for Eschelon to unmask its own data. Qwest did not provide the codes necessary for Eschelon to read

<sup>4</sup> *See*, Direct Testimony of [Qwest witness] Renee Albersheim, Minnesota PUC Docket No. P-5692, 5340, 5323, 465, 6422/M-06-211 and P-999/CI-06-685, OAH Docket No. 11-2500-17274-2 (the Minnesota Qwest/Eschelon Arbitration Docket), p. 17, lines 19-22 (June 29, 2006): "However, it follows that the transition for additions to the non-impaired wire center list should be shorter than the initial transition. Subsequent transitions are likely to be for only one or two wire-centers at a time."

its own data until July 16, 2007. Upon reviewing the confidential data, Eschelon sent initial data requests to Qwest on July 20, 2007.

Eschelon is proceeding as expeditiously as possible with its analysis of Qwest's confidential data and forthcoming responses to data requests. Eschelon's initial review of data has shown some discrepancies regarding analyses of line counts, which must be pursued and clarified. Eschelon is also in the process of reviewing and analyzing the data on Qwest's claims regarding fiber-based collocators. But Eschelon's resources are particularly stretched (as will be those of other CLECs, if they have been able to obtain confidential data from Qwest) because Qwest has simultaneously filed petitions for additions to wire centers in at least five other states---Arizona, Utah, Washington, Minnesota and Colorado. Obviously, the effort to analyze data concerning 26 wire center additions is vastly greater than would be required to review data for a single state wire center proceeding (for example, Oregon, which has three of the 26 proposed wire center additions). By contrast, the initial proceeding focused on 65 proposed wire centers in staggered commission proceedings in the six states.

Furthermore, as noted briefly above, in Oregon as well as three other states, Qwest filed proposed protective agreements with its initial filings that diverged from the model protective agreement attached to the *Proposed Settlement Agreement*. Eschelon has therefore been required to address this issue by filing motions to conform the proposed protective agreements in those states into the agreed upon version. *See, Eschelon's Motion for a Standing Protective Order Based on Model Order*, contemporaneously filed in this docket. The confusion and delay in disseminating

confidential data caused by Qwest's filing of requests for protective orders that are inconsistent with the model contemplated and required by the *Proposed Settlement Agreement* will compound the time and resources already necessary to analyze supporting data for 26 wire centers.

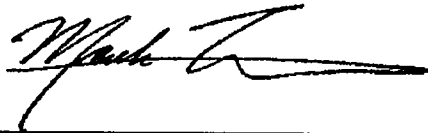
### III. CONCLUSION

Qwest's petition should not trigger filing deadlines, in light of the unapproved status of the *Proposed Settlement Agreement*. As a precaution against the possibility of the Commission enforcing deadlines prior to the *Proposed Settlement Agreement's* effective date, Eschelon files this objection to Qwest's petition for additions to the initial proposed list of unimpaired wire centers. Such an objection is well-founded because Qwest's original filing was devoid of supportive documentation and Qwest has only made available necessary documentation to Eschelon as recently as July 16, 2007. Judging from the difficulty that Eschelon experienced in obtaining meaningful data, other carriers are likely to have had similar delays in obtaining data. Qwest, furthermore, has caused confusion and delay through its repeated submission of protective orders inconsistent with the model standing protective order attached to the parties' *Proposed Settlement Agreement*. This docket in particular will require full participation by parties who have had an opportunity to examine all relevant data, because it is part of a massive multi-state effort by Qwest to remove wire centers from the list available to CLECs as UNEs.

Eschelon asks that the Commission refrain from invoking the procedural deadlines from the *Proposed Settlement Agreement* unless and until it is approved and

goes into effect. In the alternative, Eschelon files an objection to Qwest's petition and asks that the Commission allow, at a minimum, 30 days from the date that access to complete confidential data is available to all participating CLECs in order for further objections to be filed.

Respectfully submitted this 27<sup>th</sup> day of July, 2007,



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Mark P. Trincherro OSB#88322  
1300 SW Fifth Avenue, Suite 2300  
Portland, OR 97201  
Tel: (503) 241-2300  
Fax: (503) 778-5299

Ginny Zeller  
Associate General Counsel  
Eschelon Telecom Inc.  
730 2<sup>nd</sup> Ave. South, Suite 900  
Minneapolis, MN 55402  
612-436-1888

Attorneys for Eschelon Telecom of Oregon, Inc.