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January 30, 2017

Mike Amato
Communications Division
California Public Utilities Commission
505 Van Ness Avenue
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Re: Comments on Resolution T-17548 C -- Digital 299 CASF Grant to Inyo Networks Inc.

In accordance with Rule 14.5 of the Rules of Practice and Procedure of the California Public Utilities Commission (“CPUC”) Frontier California Inc. (U-1002-C) (“Frontier”) hereby submits comments on Draft Resolution T-17548 issued December 23, 2016, which would award Inyo Networks Inc. (“Inyo”) an infrastructure grant of \$41,780,141 from the California Advanced Services Fund (“CASF”) for middle-mile and last-mile broadband facilities along Highway 299 in northern California.

Frontier supports award of a CASF grant to Inyo to construct the Digital 299 middle-mile facilities, and last-mile facilities to 307 households, as described in the Draft Resolution. Frontier agrees with the Draft Resolution’s conclusion that this project has great potential to provide economic and other public benefits from providing high-speed Internet access to residents and communities along the Highway 299 corridor. This project also would enable Frontier to access middle-mile facilities to connect households in its nearby service areas where Frontier intends to expand broadband access under the Federal Communications Commission (“FCC”) Connect America Fund II (“CAF II”) program. However, the Draft Resolution should be modified to (1) remove provisions that impermissibly award CASF funds for cell towers, and (2) make factual and technical corrections in the description of Frontier households contained in the original application.

Background on Frontier Challenge

On April 1, 2016, Frontier assumed operation of the landline operations of Verizon California Inc., including several service areas along or near Highway 299 that currently lack broadband access. The CPUC approved the Frontier-Verizon transaction in D.15-12-005, which ordered Frontier to accept obligations and funding from CAF II. After April 1, 2016, Frontier had access to the network details of former Verizon service areas and began planning its CAF II broadband investments. Frontier subsequently notified CPUC staff about a CAF II priority project that overlaps the proposed project location in the Inyo Digital 299 application and submitted a

challenge. After discussions with CPUC staff and Inyo, the Frontier households eligible for CAF II were removed from the Inyo application.

Award of CASF Funds for Cell Towers Is Legal Error

The CASF program is authorized by Public Utilities Code Section 281 to provide funding for deployment of broadband infrastructure to households, with a priority to projects that provide last-mile broadband access to households that are unserved by an existing facilities-based broadband provider. CPUC decisions implementing the statute also allow awards for middle-mile projects where the applicant demonstrates, and the CPUC determines, that middle-mile facilities are “indispensable” to reaching unserved and/or underserved households. Specific, detailed application requirements and evaluation criteria for last-mile and middle-mile projects are set forth in D.12-02-015. The Draft Resolution Finding No. 10 and Ordering Paragraph No. 2 conclude that the Inyo Digital 299 project and the award of \$41,780,141 to Inyo meets the requirements of D.12-02-015.

Included within this \$41.7 million award to Inyo is \$3.1 million for approximately 15 cell tower sites at unspecified locations in the Digital 299 project area. As described in the “Financial Viability” discussion on pages 7 to 8 of the Draft Resolution, Inyo amended its original application to request this funding to construct cell tower sites, not for the purpose of Inyo providing cell service, but for Inyo to sell backhaul and tower space to existing cell service providers. The stated justification for this use of CASF funds is that it will (1) help address the very poor cellular telephone service along the Highway 299 corridor and thereby also improve public safety, and (2) create another revenue source for Inyo to help make the Digital 299 last-mile and middle-mile project more financially viable.

Frontier asserts that the CPUC is not authorized under Section 281 to award CASF funds for improving cellular service in this manner. The Legislature has authorized collection of customer surcharges for the CASF program to fund broadband infrastructure deployment to households lacking high-speed Internet access, not to improve cellular telephone service. Any potential for these cell towers to enable mobile broadband service to households is speculation given, as the Draft Resolution acknowledges, that the number and placement of towers is undetermined. Nor is there any assertion by the applicant, or evaluation by the CPUC, as to whether the cell towers are “indispensable” middle-mile facilities. Indeed, the Draft Resolution does not analyze the cell towers under the specific and detailed criteria in D.12-02-015 for either last-mile or middle-mile facilities. As a threshold matter, this would need to include evaluation of whether the proposed service area is underserved or unserved, and no specific service area or households are identified here. It is conceivable that the cell tower service area could even overbuild the broadband service of this very project. The proposed cell towers simply fall outside the scope of projects authorized for CASF funding.

Moreover, the stated purpose of potentially helping Inyo generate revenue to improve the financial viability of Digital 299 does not make the award of CASF funds for cell towers permissible. Accordingly, Frontier asserts that the Draft Resolution Finding No. 10 and Ordering Paragraph No. 2 contain legal error because the award of \$3.1 million to Inyo for cell towers is not authorized under Section 281 and D.12-02-015.

CPUC Has Other Alternatives to Address Financial Viability

While objecting to award of cell towers to improve financial viability of the Digital 299 project, Frontier urges the CPUC to seek other alternatives within its authority to achieve that goal.

Frontier is very familiar with the challenges of serving the rural, remote and sparsely populated areas along Highway 299. As the Draft Resolution states on page 11, the Digital 299 project “is very costly in totality and on a per-household basis.” To address these high costs, the CPUC could potentially make adjustments to other variables, such as speed and pricing. The Draft Resolution states that the proposed speed is about 167 times the minimum 6/1.5 Mbps benchmark set by the CPUC, offering the fastest speed of CASF middle-mile projects. The Draft Resolution at pages 8-9 describes the monthly service price as receiving the CASF program’s highest historical score in the category of pricing. Thus, this project proposes to provide the fastest speed at the lowest price.

In addition, the CPUC could address financial viability by adjusting the percent of the project funded. Although D.12-02-015 established the 60% for underserved and 70% for unserved funding standard, the CPUC has provided a higher funding level for some projects. For example, in Resolution T-17429 the CPUC awarded a CASF grant to fund 80% of a middle-mile project costs. As California moves toward expanding broadband to the remaining corners of the state lacking high-speed Internet access, such as the Highway 299 corridor, where the costs of deployment are extremely high, award of CASF funds to cover a higher percent of project costs should be considered.

Factual and Technical Corrections

On page 6, the Draft Resolution describes Frontier’s plans to expend CAF II funds to provide broadband access to households removed from the Inyo application at the CAF II minimum speed of 10 mbps down and 1 mbps up, and also states the following with citation to Frontier’s October 7, 2016 letter: “Frontier also committed to find ways to upgrade the speed of any households in the area that would not meet the California standard of 6/5.1 after the CAF II work, including the possibility of applying for a CASF grant.” This statement paraphrases Frontier’s letter as stating an absolute commitment to upgrade the speed to any household, and should be corrected to be consistent with the following statement in Frontier’s letter:

“In addition to meeting FCC requirements for this CAF II build, Frontier is considering all options to extend the build to non-CAF II households and to increase available broadband speed, especially to anchor institutions in these exchange areas. The next round of CAF funding for very high cost households and a potential CASF grant are among options to further expand broadband access and speed. Frontier is committed to working with stakeholders and community leaders to access all available resources to help close the Digital Divide in the Highway 299 area.”

On pages 7-8, the “Financial Viability” section of the Draft Resolution describes revenue Inyo expects to earn from cell towers and states: “Money earned through those sales would help offset income forgone by not connecting last-mile households Inyo gave up as a result of challenges.” This statement should be corrected to refer to these households as “...last-mile households

removed from Inyo's application because they are CAF II eligible households in Frontier's service area."

In summary, Frontier supports award of a CASF grant to Inyo to construct the Digital 299 middle-mile facilities, and last-mile facilities to 307 households, provided the award in the Draft Resolution is modified to (1) remove provisions that impermissibly award CASF funds for cell towers, and (2) make factual and technical corrections in the description of Frontier households contained in the original application. Frontier also encourages the CPUC to consider alternatives to address the financial viability of this project so that the residents and communities along the Highway 299 corridor will realize the economic and other public benefits of expanded broadband access.

Respectfully submitted,



Charlie Born
Manager, Government & External Affairs

CERTIFICATE OF SERVICE

I certify that this day I served by e-mail a copy of the "**Comments on Resolution T-17548 C -- Digital 299 CASF Grant to Inyo Networks Inc.**" to the parties on the service list attached to the draft resolution.

January 30, 2017 at Elk Grove, California

Pam Pittenger

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Frontier Communications

Service List for Resolution T-17548
as of 1/24/17

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