WUTC v. CenturyLink Communications, LLC, et al.

Docket No. UT-240117 - Vol. I (April 30, 2025)



1325 Fourth Avenue, Suite 1840 Seattle, Washington 98101 6 South Second Street, Suite 718 Yakima, Washington 98901 Bellingham | Everett | Tacoma | Olympia | Yakima | Spokane Seattle 206.287.9066 | Tacoma 253.235.0111 | Eastern Washington 509.624.3261 www.buellrealtime.com email: audio@buellrealtime.com

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1 2	BEFORE THE WASHIN UTILITIES AND TRANSPORTAT		1	April 30, 2025 9:30 a.m.
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4	WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION,)	3	
5)	4	JUDGE THOMPSON: Thank you very much. Good
6	Complainant,)	5	morning. We are here today for a prehearing conference
	vs.)DOCKET NO. UT-240117	6	in Docket UT-240117.
7)	7	This case is captioned Washington Utilities and
8	CENTURYLINK COMMUNICATIONS LLC D/B/A LUMEN TECHNOLOGIES; QWEST)	8	Transportation Commission vs. CenturyLink Communications,
	CORPORATION, CENTURYTEL OF)	9	LLC, doing business as Lumen Technologies, et al.
9	WASHINGTON, INC.; CENTURYTEL OF)	10	There's more subsidiaries in the caption, but we won't go
10	INTER ISLAND, INC.; CENTURYTEL OF COWICHE; AND UNITED TELEPHONE)		
	COMPANY OF THE NORTHWEST,)	11	through all of those.
11)	12	This is a penalty case relating to alleged
12	Respondent.) VOLUME I	13	violations of RCW 80.36.080, RCW 80.01.040, 080 and 090,
)PAGES 1-25	14	as well as Washington Administrative Code 480-120-411 and
13 14	PREHEARING CONFE	RINGE	15	480-120-166.
15			16	My name is Connor Thompson. I am an
10	BEFORE ADMINISTRATIVE I	LAW JUDGE	17	administrative law judge with the commission, and I will
16	CONNOR THOMPSO	ON	18	be presiding in this matter along with the commissioners.
17			19	The commissioners will not be joining us at this
18	Via Zoom Washington Utilities and Transpo	ortation Commission	20	prehearing conference.
19	621 Woodland Square 1		20	Let's go ahead and start by taking appearances,
20	Lacey, Washington	98504	22	
20 21				beginning with staff.
22			23	ATTORNEY GAFKEN: Good morning. This is Lisa
23 24	DATE TAKEN: April 30, 2025 TRANSCRIBED BY: ELIZABETH PATTERSON	N HARVEY, FAPR, RPR,	24	Gafken, assistant attorney general, appearing on behalf
25	WA CCR 2731		25	of staff.
1	A P P E A R A N C E S:		1	JUDGE THOMPSON: Thank you very much.
	FOR COMMISSION STAFF:		2	And for CenturyLink?
3			3	ATTORNEY SHERR: Good morning, your Honor.
4	Lisa W. Gafken lisa.gafken@atg.wa.gov		4	Adam Sherr on behalf of CenturyLink.
1	Attorney General of Washin	ngton	5	JUDGE THOMPSON: Thank you. And for public
5	800 Fifth Avenue, Suite 20		6	counsel?
6	Seattle, Washington 9810 [,] 206.464.7740	4	7	ATTORNEY O'NEILL: Good morning, your Honor.
7	FOR PUBLIC COUNSEL:		8	Tad Robinson O'Neill on behalf of public counsel.
8	Tad Robinson O'Neill		9	JUDGE THOMPSON: Thank you very much.
9	Tad.ONeill@atg.wa.gov Public Counsel Unit		10	
	Office of the Attorney Ger	neral		Are there any other organizations on the call
10	Public Counsel Unit		11	that want to give a verbal notice of appearance at this
11	800 Fifth Avenue, Suite 20 Seattle, Washington 9810		12	time?
	206.464.7744		13	Okay. Hearing none, we will go ahead and skip
12			14	over petitions for intervention. I do not see any
13 14	FOR THE RESPONDENTS CENTURYLINK ET Adam Sherr	AL.:	15	currently in the docket.
	adam.sherr@lumen.com		16	I do not believe that I have received a
15	Lumen Technology Inc.		17	proposed schedule prior to today's hearing. Would the
16	120 Lenora Street 5th Floor		18	parties like some time to discuss the schedule?
	Seattle, Washington 981:	21	19	And I can leave the Zoom.
17	206.398.2507		20	ATTORNEY GAFKEN: So we do have an agreed set
18 19			21	of dates. There is a little bit of disagreement about
20			22	when public counsel should file its testimony and
21			23	exhibits, but we do have dates that are agreed upon. I'll
22 23				
24			24	stop there and we can have a discussion.
25			25	JUDGE THOMPSON: Yeah, I think maybe the best
			1	



1	path forward is to go ahead and read those dates into the	1	but the perspective that public counsel will offer in
2	record, and then we can note which date or set of dates	2	this case, I'm sure will be aligned with staff.
3	is perhaps not agreed upon.	3	And if public counsel goes second along with
4	And also, I would ask, if you could, please	4	CenturyLink, then CenturyLink finds itself having to
5	email me those days after the hearing. It would be much	5	
			respond twice, essentially, to the same to the same
6	appreciated. I've tried to scribble them down in the	6	arguments, the same information.
7	past, but I never quite get them all exactly right.	7	The most recent example of a case where the
8	And so at this time, if you want to go ahead	8	three a penalty case where staff, public counsel, and
9	and read that into the record, I appreciate that.	9	CenturyLink were actively involved was the 911
10	ATTORNEY GAFKEN: Sure. And I can absolutely	10	enforcement case, Docket UT-181051. And in that case,
11	email it out as well.	11	staff and public counsel filed in the first round and in
12	I guess before I read the dates in, the issue	12	the third round, and CenturyLink filed in the second
13	with when public counsel files its testimony really has	13	round.
14	to do with the company wanting public counsel to file at	14	That model seemed very logical. And it allowed
15	the same time as staff.	15	CenturyLink to respond once, and it allowed staff and
16	From staff's perspective, we have the burden of	16	public counsel to reply or file rebuttal testimony there.
17	proof, right? We're the moving party.	17	So I agree with Ms. Gafken that staff has the
18	And public counsel is a responding party, even	18	burden to prove. There's no question.
19	if and we don't know the extent of the alignment. But	19	But that doesn't really foreclose the question,
20	there's some assumption that there may be some degree of	20	which is should public counsel be responding to staff or
21	alignment. But at the end of the day, staff has the	21	should it be filing first so that CenturyLink can respond
22	burden of proof.	22	to both at the same time.
23	And from a process standpoint, it makes sense	23	JUDGE THOMPSON: And you said that docket
24	in our mind for staff to file its case in chief, and then	24	number was 10 or 180151?
25	the other parties respond to that case as response	25	ATTORNEY SHERR: Let me repeat it. It was
1		1	101051
1	testimony.	1	181051.
2	And then the third round of testimony, staff	2	JUDGE THOMPSON: Okay. Thank you.
2 3	And then the third round of testimony, staff would have rebuttal, and the other parties would have	2 3	JUDGE THOMPSON: Okay. Thank you. And public counsel, this most directly impacts
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2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23	And then the third round of testimony, staff would have rebuttal, and the other parties would have cross-answering. So that's that's the general nature of the question that we have for your Honor. And I'm sure that Mr. Sherr has some to add to that. And so let me pause and let him say a few words, and then I can read those dates into the record. JUDGE THOMPSON: Thank you for that. Mr. Sherr? ATTORNEY SHERR: Thank you. I appreciate that. Thank you, Lisa. Yes. Qwest agrees, or CenturyLink agrees, that staff has the burden of proof, and obviously needs to go first and put its case in chief into the record first so that we can respond. From our perspective, and based on recent prior complaint proceedings, it seems most appropriate for public counsel to file in the first round with staff; and in the third round responding to CenturyLink because public counsel will, in all likelihood, be aligned with	2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23	JUDGE THOMPSON: Okay. Thank you. And public counsel, this most directly impacts you. Do you have a preference? ATTORNEY O'NEILL: So public counsel's position is that we are a responding party and we should be lumped into the response. So initially filed testimony by staff, which has the burden of proof. CenturyLink and public counsel would respond at the same time. CenturyLink would be able to cross-answer and respond to public counsel in the third round of briefs. So it's not that the CenturyLink would not have an opportunity to respond to public counsel's presentation; it's just it would be later. And public counsel's position public counsel's position is we are independent from staff. Our statutory obligation or directive is to represent the interest of the public writ large, kind of the public interest. Staff has that as well. And so does, frankly, CenturyLink. We're all going to represent different versions of what we believe the public interest to be. But in terms of information, staff opened this



that information in its possession. Public counsel 1 due on September 18, 2025. 1 2 doesn't. We haven't seen the documents that were 2 Party only settlement conference would be the 3 produced to staff. 3 week of October 27. 4 And I understand from Mr. Sherr and Ms. Gafken Response testimony from CenturyLink and public 4 5 that this is a very data intensive case. There's a lot 5 counsel would be December 19, 2025. of data that's been produced. And we don't have the 6 And I'm really just reading it as it's written, 6 7 access that CenturyLink has to the data. So we're 7 understanding that there's still an outstanding decision 8 already in a catch-up phase. 8 point about when public counsel will file. 9 9 And I will concede, as Mr. Sherr says, it's On December 19, 2025, when that response likely that we are going to support penalties and that we testimony is filed, discovery responses would reduce from 10 10 would be -- you know, we think that customer service ten business days to seven business days. 11 11 12 quality is an important issue for the public and needs to 12 There's a second parties-only settlement be protected. conference that will be held in early January. I 13 13 14 So it's likely that we will align with staff to 14 actually had a week for that. I'm -- I apologize. 15 some degree, but it will be an independent review. We 15 ATTORNEY O'NEILL: Week of the 19th. ATTORNEY GAFKEN: Thank you. The week of 16 don't share -- we're separate offices. We have separate 16 17 analysts, separate experts, et cetera. 17 January 19th. 18 So I think that the proper procedure is for us 18 Rebuttal and cross-answering testimony would be 19 to be a responsive party. 19 due February 19, 2026, and at that point, discovery 20 I think Mr. Sherr is correct, however, that in 20 responses reduced from seven business days to five the 911 case, public counsel did file with -- in the 21 21 business days. 22 first round and then in the rebuttal, so for what that's 22 The discovery deadline would be March 5, 2026. 23 worth in terms of precedential value. 23 The exhibit lists, cross-examination exhibits, JUDGE THOMPSON: Okay. I think what I want to witness lists, time estimates, and exhibit errata would 24 24 25 do in this case is go back and look at the prehearing 25 be due March 18, 2026. 1 conference order in 181051 and take this under 1 The evidentiary hearing would occur the week of 2 advisement. For now, I'll go ahead and include, you 2 March 23, 2026. And post-hearing briefs would be due April 23, know, the decision in the prehearing conference order. 3 3 4 But not having that in front of me, I just want to see if 4 2026. 5 there were any special considerations noted either in 5 And the parties have agreed that one round of that transcript or in the prehearing conference order briefing would be sufficient. 6 6 7 before making a decision. 7 JUDGE THOMPSON: For the evidentiary hearing, 8 But I appreciate hearing from each party on 8 do the parties have any thoughts on how many days are that point. I do agree that staff does carry the burden 9 9 needed? 10 as I think it sounds like everyone is in consensus there. 10 And I can go ahead and start with staff. And so I think under the normal course, staff would file ATTORNEY GAFKEN: No, I don't have a specific 11 11 12 first, and then public counsel would respond. 12 thought about how many days would be needed. Scheduling 13 But I will go ahead and take a look at that 13 two would be safe. 14 prior case just to see if there were any special 14 (Overlapping speech) 15 considerations in that matter regarding the timing of 15 ATTORNEY GAFKEN: Yeah. I think we could 16 public counsel's testimony. 16 probably get it done in a day, but it also depends on how 17 With that, I think if you want to go ahead and 17 many witnesses there are from staff. We may have one or 18 read the dates into the record, Ms. Gafken, I greatly 18 two witnesses. 19 appreciate that. 19 But I don't know how many witnesses the parties ATTORNEY GAFKEN: I will do that. I'll start 20 20 may bring. 21 with when -- I'll start with the first testimony date. 21 So I think scheduling two would be safe in case 22 When you get the email version, it starts with the 22 we need that second day. 23 complaint filed, but I'm going to start with the 23 JUDGE THOMPSON: Okay. ATTORNEY SHERR: Your Honor, from CenturyLink's 24 testimony date. 24 25 So staff direct testimony and exhibits would be 25 perspective, it's challenging to identify the number of



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1 days now. I don't know how many witnesses staff's going schedules do fill up pretty quickly. I wonder if we 1 2 to have, nor what witnesses we'll need, nor how many 2 should take the even safer route of scheduling three days witnesses public counsel is going to have. and then reducing it from there if need be. 3 3 So it's a very -- you know, it's a year out 4 4 I mean, I do think that it's likely that we'll 5 from now. It's pretty -- it's pretty challenging to know 5 be able to complete this hearing in two days. But in the 6 off chance that, you know, all the parties bring way more that 6 7 I think obviously it's fine to schedule however 7 witnesses than I might be anticipating in the way that 8 many days we want and adjust on the fly. It might be --8 I'm imagining the case, which, you know, obviously that 9 it would be wise to do at least two days, just it's 9 could happen, maybe we should grab that third day, since 10 easier to cut down than to go up, probably from the it's available at this point, and then reduce it from 10 perspective of the commissioners that they're going to 11 11 there. 12 provide. 12 JUDGE THOMPSON: We can plan on that. 13 JUDGE THOMPSON: Agreed. 13 And then it also alleviates having to run until 14 Public counsel, do you have any thoughts? 14 6:00 or move up the hearing start time and pushing 15 ATTORNEY O'NEILL: I'm in even less -- less 15 everybody for short lunches as well. 16 ability to project because I haven't seen the files, 16 So we can, we can go ahead and do that and then 17 productions from either side. So I don't know. It would 17 take time off if it happens -- it so happens that we 18 be really, really hard for me to predict. 18 don't need the full three days. 19 JUDGE THOMPSON: Fortunately, I'm looking at 19 Okay. For data requests, if the parties have commissioner calendars right now. And because this is so 20 20 discovery disputes, we'd ask that you attempt to work 21 far out, it looks like as it stands right now, that whole those out in good faith. But if you cannot, then please 21 22 week should be available. 22 bring any motions to the commission for resolution. 23 And the reason I ask is we did recently have 23 I would encourage any party to pick up the 24 one case where the parties asked for three days. Normally 24 phone or schedule a Zoom call with opposing counsel 25 25 we keep it to one or two. Given what sounds like to be a before filing a motion to compel or a motion to strike very data intensive case, I wanted to check now to see if testimony for a discovery violation. 1 1 2 we thought special consideration for three days might be 2 And I'd also ask that should a motion be filed, needed because as we all know, the commissioner's 3 3 that you indicate in the motion that you've made those 4 calendars do fill up pretty rapidly. And so in the next 4 good faith attempts to reach out to opposing counsel to 5 month or two, I expect to start seeing things scheduled 5 resolve the dispute. for March. 6 6 Given what sounds like to be a pretty complex 7 But as we sit right now, I think we should be 7 case, do the parties want to institute discovery okay. I'll plan for two days at this point in time. 8 requirements that we've previously had? 8 If we get a sense -- and I'm almost wondering 9 For instance, in the Avista GRC, not this last 9 if September 18 might be too late. And I'm not asking 10 one, but the prior one, where the parties identified each 10 the parties to, you know, make any special consideration data request by subject. And then the cover letter and 11 11 12 to dive in and be ready before the September 18 testimony 12 the distribution email and data request propounded in a 13 comes along. 13 single set will be grouped by subject in the cover letter 14 But as the parties start to dive into this 14 and distribution email. Or do we not feel that that's 15 case, if there's a sense that a third day might be 15 necessary? 16 needed, I would just ask that you reach out and let me 16 I can go ahead and start with staff. 17 know or, you know, if there's changes in presiding 17 ATTORNEY GAFKEN: I don't know that that's 18 officers, let us know in ALD as early as possible, just 18 necessary. I mean, just in an ordinary course, similar 19 so that we don't run into a scheduling conflict where 19 DRs tend to be grouped together anyway when data sets are 20 maybe we have two days scheduled, and then if we need a 20 sent out. 21 third day, it's no longer available. And just keep that 21 But if the other parties want that, we're not 22 in mind. 22 going to object to it. 23 23 ATTORNEY SHERR: From respondent's perspective But we'll go ahead and plan for two days at 24 this point in time, if that sounds good to the parties. 24 -- I apologize, Tad. Go ahead. 25 ATTORNEY GAFKEN: Given how the commissioners' 25 ATTORNEY O'NEILL: I just think this isn't --



1 this is not like a general rate case, where you've got also covered by the protective order so that we don't 1 2 multiple different kind of isolated topics where it would 2 have to go in and relabel all the materials that we 3 be useful to segregate them. provided to staff. Does that request make sense? 3 4 Here, it's going to be service quality. There 4 JUDGE THOMPSON: I believe so. Confidential 5 might be outage issues, (inaudible) stuff, but it's 5 pursuant to the rule pertaining to investigations. ATTORNEY SHERR: The confidentiality rule, grouped together enough that I don't think we need to 6 6 7 identify the subject matter. I don't think that would be 7 which I believe off the top of my head is WAC 480-07-160. 8 useful or helpful to the commission or to the parties. 8 So when we would have produced -- when we produced all that information to staff during its 9 So I don't think it's necessary here. 9 10 JUDGE THOMPSON: Okay. And for the company? 10 investigation, we identified on every page that it was ATTORNEY SHERR: Yes, CenturyLink agrees it's confidential pursuant to that rule. 11 11 12 12 Typically, during the course of formal not necessary. JUDGE THOMPSON: Okay. Wonderful. We will not litigation, we would identify -- that label would say 13 13 confidential pursuant to the protective order. That 14 include that. 14 15 I'd also ask that data requests and responses 15 protective order didn't exist at the time. be shared with each party, just to make it easier so that 16 16 We're going to pick up all that information and 17 we don't have duplicative discovery requests. Is there 17 just send it over to public counsel. We don't want to re any objection to me including that requirement in the 18 18 -- I don't -- it would be very helpful if we didn't have 19 prehearing conference order? 19 to relabel every page of all of that, since it already 20 ATTORNEY GAFKEN: There is no objection to that 20 has a confidentiality designation on it. It just doesn't 21 request. And quite frankly, we find that very, very 21 reference a protective order which didn't exist at the 22 useful in cases. 22 time. 23 I will note that we know that one of the 23 So if the protective order could indicate discovery requests will be from public counsel to the 24 24 anything that is marked confidential pursuant to 25 company asking for all the data that the company provided 25 WAC 480-07-160 is likewise deemed covered by the to staff during its investigation. protective order, that would be helpful. 1 1 2 And I just want to say on the record that the 2 ATTORNEY GAFKEN: And I'll make a friendly company does not have to resend all of the stuff that it 3 3 amendment to that request. Staff supports the request. 4 sent to staff in making that discovery response. So 4 You know, we're really just talking about that's like the one DR that we don't need the full information that was shared during the investigation. 5 5 6 response. We can have a paper that says the company sent And so everything going forward would have the marking 6 7 all of the same data to public counsel. It is a lot of 7 that it would normally have in litigation. data. So you know, it would be a waste of resources if But we're really just talking about that 8 8 we required the company to send that again to staff. particular data set that has already been marked. And 9 9 10 JUDGE THOMPSON: Okay. That sounds like a good instead of having the company go back and re-mark the 10 plan. And I'm all for efficiency and saving of prior data set, to allow them to simply pick it up and 11 11 12 resources. 12 send it to public counsel. 13 I assume the answer to this next question will 13 ATTORNEY SHERR: Thank you. 14 be yes, but would the parties like a protective order? 14 ATTORNEY GAFKEN: The friendly amendment is, it 15 ATTORNEY SHERR: Yes, your Honor. only applies to that data set. And everything going 15 16 And the one -- I don't know if this is a 16 forward would be done under the ordinary course. 17 special provision or is already in the standard 17 ATTORNEY SHERR: (Inaudible) concurs with that. 18 protective order, but with reference to what Ms. Gafken 18 Thank you. 19 just referred to, CenturyLink is going to replicate the 19 JUDGE THOMPSON: Thank you. production it gave to staff during its informal 20 20 And public counsel, do you have any concerns 21 investigation and provide that information to public 21 about that? 22 counsel. 22 ATTORNEY O'NEILL: The parties met yesterday, 23 23 and we discussed this. And this was the solution we came What we would -- it would be very helpful if 24 the protective order could reference that anything that 24 up with to avoid duplication of effort from making 25 is marked confidential pursuant to the rule is deemed 25 CenturyLink re-label all of the documents.



1So we intend to treat materials produced with1would help alleviate some of the burdensome n.2that stamp as being covered by the protective order.2providing paper copies.3It would be helpful if the order referenced3Okay. I'd also remind the parties	
	ature of
3 It would be helpful if the order referenced 3 Obsy I'd also remind the particle	
I S I WOULD DE HELPFUL IL CHE VLUEL LELELEHUED J S UKAY, I U ALSU LEHHLIQ LHE PAILLES	that it is
4 that so that if anyone ever requested this in a public 4 within the commission's rules to provide elec	tronic
5 records act, we had a clear statement in the order that 5 service of documents. And the commission wil	
6 materials produced in the investigation are deemed to be 6 parties electronically, and the expectation is	
7 covered by the protective order. That would be helpful. 7 parties will serve one another electronically	
8 JUDGE THOMPSON: Wonderful. I will include 8 If any party has not yet designated	
9 that. 9 representative for service, which I don't bel	
10 And then should there be any discussions about 10 issue I believe each of you have please	
	UU SU VIA
	D manifed
12 included in that data set, that, of course, could 12 connor.thompson@utc.wa.gov. That's C-O-N-N-O	-k, period,
13 hopefully be resolved amongst the parties. And then, you 13 T-H-O-M-P-S-O-N@utc.wa.gov.	
14 know, if not, please bring a motion. 14 If you would like to add names and	
15 Okay. I think the rest of this is pretty much 15 addresses of other representatives or support	
16 boilerplate that you've all heard many a time, so I'll go 16 should receive electronic courtesy copies of a	all
17 ahead and go through it. 17 documents filed in this proceeding, please em	ail that to
18The commission requires electronic filing of18us as well.	
19 documents for formal filings. We will also well, I 19 And I believe we've already discuss	ed this, but
20 don't believe that we need to have paper copies of 20 just for clarity's sake, under WAC 480-07-460	(1)(b), the
21 testimony and exhibits in this matter, given that it's 21 deadline for filing errata sheets to exhibits	may be
22 not a GRC, unless the parties feel differently about 22 established in the prehearing conference order	r. Does
23 that. Is electronic copies sufficient for everybody? 23 anyone have an objection to setting a deadline	e a week
24 ATTORNEY GAFKEN: Staff would prefer electronic 24 prior to the evidentiary hearing?	
25 testimony and exhibits and no paper copies. 25 ATTORNEY GAFKEN: No objection.	
1 JUDGE THOMPSON: Okay. 1 ATTORNEY O'NEILL: No objections.	
2 ATTORNEY O'NEILL: Given the nature of the data 2 ATTORNEY SHERR: No.	
3 requests and the data heavy nature of it, I think that 3 JUDGE THOMPSON: Wonderful. Hearing	a none, we
4 the paper copies would be very difficult to comply with 4 will incorporate that date into the prehearing	-
5 and counterproductive. So I think that we should not 5 order.	g concrence
	of public
6 have paper copies in this matter; although, public 6 And aside from the unresolved issue	-
7 counsel is kind of of the opinion that paper copies 7 counsel testimony filing dates, is there anytic	-
7counsel is kind of of the opinion that paper copies7counsel testimony filing dates, is there anythe8should not be included just generally. But that's, I8need to address today?	-
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