

COMMONWEALTH OF KENTUCKY  
BEFORE THE PUBLIC SERVICE COMMISSION

In the Matter of:

ELECTRONIC INVESTIGATION OF POLE	)	CASE NO.
ATTACHMENTS	)	2023-00416

ORDER

The Commission, on its own motion, finds that parties and other participants should be provided an opportunity to file comments addressing the Commission's proposed emergency amendments to 807 KAR 5:015. Proposed emergency amendments are attached as an Appendix to this Order.

IT IS THEREFORE ORDERED that parties and other participants, no later than February 12, 2025, may file comments addressing the Commission's proposed emergency amendments to 807 KAR 5:015.

PUBLIC SERVICE COMMISSION

  
\_\_\_\_\_  
Chairman

  
\_\_\_\_\_  
Commissioner

  
\_\_\_\_\_  
Commissioner

ATTEST:

  
\_\_\_\_\_  
Executive Director

ENTERED  
FEB 03 2025<sup>AH</sup>  
KENTUCKY PUBLIC  
SERVICE COMMISSION

APPENDIX

APPENDIX TO AN ORDER OF THE KENTUCKY PUBLIC SERVICE  
COMMISSION IN CASE NO. 2023-00416 DATED FEB 03 2025

FORTY PAGES TO FOLLOW

STATEMENT OF EMERGENCY  
807 KAR 5:015E

This emergency amendment is being promulgated to meet an imminent deadline of the expiration of a current emergency version of 807 KAR 5:015E. The Commission originally filed emergency amendments to 807 KAR 5:015E due to requirements established by the General Assembly during the 2024 Regular Session in Senate Joint Resolution 175. The Resolution states that access to broadband internet service in rural areas of the Commonwealth places unserved and underserved citizens at a disadvantage and recounts that funds from the Broadband Equity, Access, and Deployment (BEAD) Program and the Rural Digital Opportunity Fund (RDOF) that will be used to assist in deploying broadband internet service to unserved and underserved areas. The Resolution stated that the deployment of broadband internet access will require attaching to utility poles. The Resolution directed the Commission to promulgate emergency regulations on pole attachments not later than sixty (60) days after the effective date of the Joint Resolution, and that the “new or amended emergency regulations are tailored to advance the buildout of broadband service to unserved or underserved areas.” The Commission timely promulgated emergency amendments to 807 KAR 5:015E which expire on February 25, 2025. The emergency amendments were not replaced with an ordinary regulation as the Commission planned to take further information on the efficacy of the emergency amendments and make changes as required. This emergency administrative regulation further amends the previous emergency regulations and ensures that the Commission continues its compliance with Senate Joint Resolution 175.

This emergency administrative regulation will be replaced with an ordinary regulation because the necessity for the amendments advancing the buildout of broadband will exist for years after the expiration of an emergency regulation. The companion ordinary administrative regulation is identical to this emergency administrative regulation.

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Andy Beshear, Governor

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Angie Hatton, Chairman  
Public Service Commission

1 ENERGY AND ENVIRONMENT CABINET

2 Public Service Commission

3 (Emergency Amendment)

4 807 KAR 5:015E. Access and attachments to utility poles and facilities.

5 RELATES TO: KRS Chapter 278, 47 U.S.C. Section 224(c)

6 STATUTORY AUTHORITY: KRS 278.030(1), 278.040(2), 278.5464

7 NECESSITY, FUNCTION, AND CONFORMITY: KRS 278.040(3) authorizes the commission  
8 to promulgate administrative regulations to implement the provisions of KRS Chapter 278. KRS  
9 278.040(2) requires the commission to have exclusive jurisdiction over the regulation of rates and  
10 service of utilities. KRS 278.030(1) authorizes utilities to demand, collect, and receive fair, just,  
11 and reasonable rates. KRS 278.030(2) requires every utility to furnish adequate, efficient, and  
12 reasonable service. KRS 278.5464 requires the commission to promulgate administrative  
13 regulations regarding pole attachments under its jurisdiction, including those necessary for the  
14 provision of broadband. 47 U.S.C.A. 224(c) requires that state regulation of pole attachments shall  
15 only preempt federal regulation of poles under federal jurisdiction if the state regulates the rates,  
16 terms, and conditions of access to those poles, has the authority to consider and does consider the  
17 interest of the customers of attachers and the pole owning utilities, has effective rules and  
18 administrative regulations governing attachments, and addresses complaints regarding pole  
19 attachments within 180 [~~360~~] days. This administrative regulation establishes the process by which  
20 the commission regulates the rates, terms, and conditions of utility pole attachments and access to  
21 other utility facilities, establishes specific criteria and procedures for obtaining access to utility

1 poles within the commission's jurisdiction, and establishes a process by which the complaints of  
2 those seeking to access utility facilities shall be addressed within the period established by federal  
3 law. The amendments establish an expedited complaint process to address issues pertaining to  
4 contract negotiations and amend other parts of the regulation to expedite the processing of  
5 applications for pole attachments. 2024 KY S.J.R. 175, 2024 Regular Session requires the  
6 Commission to promulgate emergency regulations addressing issues pertaining to broadband  
7 attachments to utility poles.

8 Section 1. Definitions.

9 (1) "Attachment" means any attachment by a cable television system operator,  
10 telecommunications carrier, broadband internet provider, or governmental unit to a pole owned  
11 or controlled by a utility.

12 (2) "Broadband internet provider":

13 (a) Means a person who owns, controls, operates, or manages any facility used or to be used to  
14 offer internet service to the public with download speeds of at least twenty-five (25) megabits  
15 per second and upload speeds of at least three (3) megabits per second; and

16 (b) Does not mean a utility with an applicable joint use agreement with the utility that owns or  
17 controls the poles to which it is seeking to attach.

18 (3) "Communications space" means the lower usable space on a utility pole, which is typically  
19 reserved for low-voltage communications equipment.

20 (4) "Complex make-ready" means any make-ready that is not simple make-ready, such as the  
21 replacement of a utility pole; splicing of any communication attachment or relocation of existing  
22 wireless attachments, even within the communications space; and any transfers or work relating  
23 to the attachment of wireless facilities.

- 1 (5) "Existing attacher" means any person or entity with equipment lawfully on a utility pole.
- 2 (6) "Governmental unit" means an agency or department of the federal government; a  
3 department, agency, or other unit of the Commonwealth of Kentucky; or a county or city, special  
4 district, or other political subdivision of the Commonwealth of Kentucky.
- 5 (7) "Macro cell facility" means a wireless communications system site that is typically high-  
6 power and high-sited, and capable of covering a large physical area, as distinguished from a  
7 distributed antenna system, small cell, or WiFi attachment, for example.
- 8 (8) "Make-ready" means the modification or replacement of a utility pole, or of the lines or  
9 equipment on the utility pole, to accommodate additional facilities on the utility pole.
- 10 (9) "New attacher" means a cable television system operator, telecommunications carrier,  
11 broadband internet provider, or governmental unit requesting to attach new or upgraded facilities  
12 to a pole owned or controlled by a utility, except that a new attacher does not include a utility  
13 with an applicable joint use agreement with the utility that owns or controls the pole to which it  
14 is seeking to attach or a person seeking to attach macro cell facilities.
- 15 (10) "Red tagged pole" means a pole that a utility that owns or controls the pole that:
- 16 (a) Is designated for replacement based on the pole's non-compliance with an applicable safety  
17 standard;
- 18 (b) Is designated for replacement within two (2) years of the date of its actual replacement for  
19 any reason unrelated to a new attacher's request for attachment; or
- 20 (c) Would have needed to be replaced at the time of replacement even if the new attachment  
21 were not made.
- 22 (11) "Telecommunications carrier":

1 (a) Means a person who owns, controls, operates, or manages any facility used or to be used for  
2 or in connection with the transmission or conveyance over wire, in air, or otherwise, any  
3 message by telephone or telegraph for the public, for compensation; and

4 (b) Does not mean a utility with an applicable joint use agreement with the utility that owns or  
5 controls the poles to which it is seeking to attach.

6 (12) "Simple make-ready" means make-ready in which existing attachments in the  
7 communications space of a pole could be rearranged without any reasonable expectation of a  
8 service outage or facility damage and does not require splicing of any existing communication  
9 attachment or relocation of an existing wireless attachment.

10 Section 2. Duty to Provide Access to Utility Poles and Facilities.

11 (1) Except as established in paragraphs (a) through (c) of this subsection, a utility shall provide  
12 any cable television system operator, telecommunications carrier, broadband internet provider, or  
13 governmental unit nondiscriminatory access to any pole, duct, conduit, or right-of-way owned or  
14 controlled by it.

15 (a) A utility may deny access to any pole, duct, conduit, or right-of-way on a non-discriminatory  
16 basis if there is insufficient capacity or for reasons of safety, reliability, or generally applicable  
17 engineering purposes.

18 (b) A utility shall not be required to provide access to any pole that is used primarily to support  
19 outdoor lighting.

20 (c) A utility shall not be required to secure any right-of-way, easement, license, franchise, or  
21 permit required for the construction or maintenance of attachments or facilities from a third party  
22 for or on behalf of a person or entity requesting access pursuant to this administrative regulation  
23 to any pole, duct, conduit, or right-of-way owned or controlled by the utility.

1 (2) A request for access to a utility's poles, ducts, conduits or rights-of-way shall be submitted to  
2 a utility in writing, either on paper or electronically, as established by a utility's tariff or a special  
3 contract between the utility and person requesting access.

4 (3) If a utility provides access to its poles, ducts, conduits, or rights-of-way pursuant to an  
5 agreement that establishes rates, terms, or conditions for access not contained in its tariff:

6 (a) The rates, terms, and conditions of the agreement shall be in writing; and

7 (b) The utility shall file the written agreement with the commission pursuant to 807 KAR 5:011,  
8 Section 13.

9 Section 3. Pole Attachment Tariff Required.

10 (1) A utility that owns or controls utility poles located in Kentucky shall maintain on file with the  
11 commission a tariff that includes rates, terms, and conditions governing pole attachments in  
12 Kentucky that are consistent with the requirements of this administrative regulation and KRS  
13 Chapter 278.

14 (2) The tariff may incorporate a standard contract or license for attachments if its terms and  
15 conditions are consistent with the requirements of this administrative regulation and KRS  
16 Chapter 278.

17 (3) Standard contracts or licenses for attachments permitted by subsection (2) of this section shall  
18 prominently indicate that the contracts or licenses are based wholly on the utility's tariff and that  
19 the tariff shall control if there is a difference.

20 (4) The tariff may include terms, subject to approval by the commission, that are fair, just, and  
21 reasonable and consistent with the requirements of this administrative regulation and KRS  
22 Chapter 278, such as certain limitations on liability, indemnification and insurance requirements,

1 and restrictions on access to utility poles for reasons of lack of capacity, safety, reliability, or  
2 generally applicable engineering standards.

3 (5) (a) The tariff shall include the URL for a utility-maintained website.:

4 (b) The Web site shall include:

5 1. A form that a new attacher shall submit to the utility that shall require a new attacher to:

6 a. Designate appropriate personnel responsible for overseeing all attachments with the utility;

7 and

8 b. Identify appropriate personnel associated with each application, who shall be responsible for

9 coordinating with the utility and ensuring that attachment-related issues are addressed in a timely  
10 manner;

11 2. Pole attachment information including the identity and contact information for contractors

12 approved to conduct surveys and make-ready self-help;

13 3. Construction standards for attachments; and

14 4. The identity and contact information for:

15 a. The primary utility personnel responsible for invoicing, payment, make-ready work, and  
16 escalation of disputes; and

17 b. The alternate utility personnel responsible for invoicing, payment, make-ready work, and  
18 escalation of disputes if the primary personnel are unavailable.

19 (6)[(5)] Overlashing.

20 (a) A utility shall not require prior approval for:

21 1. An existing attacher that overlashes its existing wires on a pole; or

22 2. A third party overlashing of an existing attachment that is conducted with the permission of an  
23 existing attacher.

1 (b)

2 1. A utility shall not prevent an attacher from overlashing because another existing attacher has  
3 not fixed a preexisting violation.

4 2. A utility shall not require an existing attacher that overlashes its existing wires on a pole to fix  
5 preexisting violations caused by another existing attacher, unless failing to fix the preexisting  
6 violation would create a capacity, safety, reliability, or engineering issue.

7 (c)

8 1. A utility shall not require more than thirty (30) days' advance notice of planned overlashing.

9 2. If a utility requires advance notice for overlashing, then the utility shall include the notice  
10 requirement in its tariff or include the notice requirement in the attachment agreement with the  
11 existing attacher.

12 3. If, after receiving advance notice, the utility determines that an overlash would create a  
13 capacity, safety, reliability, or engineering issue, it shall provide specific documentation of the  
14 issue to the party seeking to overlash within the thirty (30) day advance notice period and the  
15 party seeking to overlash shall address any identified issues before continuing with the overlash  
16 either by modifying its proposal or by explaining why, in the party's view, a modification is  
17 unnecessary.

18 (d)

19 1. A party that engages in overlashing shall be responsible for its own equipment and shall  
20 ensure that it complies with reasonable safety, reliability, and engineering practices.

21 2. If damage to a pole or other existing attachment results from overlashing or overlashing work  
22 causes safety or engineering standard violations, then the overlashing party shall be responsible  
23 at its expense for any necessary repairs.

1 (e) An overlashing party shall notify the affected utility within fifteen (15) days of completion of  
2 the overlash on a particular pole.

3 1. The notice shall provide the affected utility at least ninety (90) days from receipt in which to  
4 inspect the overlash.

5 2. The utility shall have fourteen (14) days after completion of its inspection to notify the  
6 overlashing party of any damage or code violations to its equipment caused by the overlash.

7 3. If the utility discovers damage or code violations caused by the overlash on equipment  
8 belonging to the utility, then the utility shall inform the overlashing party and provide adequate  
9 documentation of the damage or code violations.

10 4. The utility shall either:

11 a. Complete any necessary remedial work and bill the overlashing party for the reasonable costs  
12 related to fixing the damage or code violations; or

13 b. Require the overlashing party to fix the damage or code violations at its expense within  
14 fourteen (14) days following notice from the utility.

15 ~~(7)~~[(6)] Signed standard contracts or licenses for attachments allowed by subsection (2) of this  
16 section shall be submitted to the commission but shall not be filed pursuant to 807 KAR 5:011,  
17 Section 13.

18 (7) Tariffs conforming to the requirements of this administrative regulation and with a proposed  
19 effective date no later than December 31~~[March 30]~~, 2025~~[2022]~~, shall be filed by November 30  
20 ~~[February 28]~~, 2025 ~~[2022]~~.

21 Section 4. Procedure for New Attachers to Request Utility Pole Attachments.

22 (1) All time limits established in this section shall be calculated according to 807 KAR 5:001,  
23 Section 4(7).

- 1 (2) Application review and survey.
- 2 (a) Application completeness.
- 3 1. A new attacher shall:
- 4 a. Prior to submitting a pole attachment application to a utility:
- 5 i. Review the application for completeness; and
- 6 ii. Submit the information required by Section 3(5).
- 7 2.[1-] A utility shall review a new attacher's pole attachment application for completeness before
- 8 reviewing the application on its merits and shall notify the new attacher within the time
- 9 established in subparagraph 8. of this paragraph [ten (10) business days] after receipt of the new
- 10 attacher's pole attachment application if the application is incomplete.
- 11 3.[2-] A new attacher's pole attachment application shall be considered complete if the
- 12 application provides the utility with the information necessary under its procedures, as
- 13 established in the utility's applicable tariff or a special contract regarding pole attachments
- 14 between the utility and the new attacher, to begin to survey the affected poles.
- 15 4.[3-] If the utility notifies a new attacher that its attachment application is not complete, then the
- 16 utility shall state all reasons for finding it incomplete.
- 17 5. A utility shall not require a new attacher to submit a survey or pole loading analysis as a filing
- 18 requirement for an application.
- 19 6. A new attacher may submit a survey with an application of 500 poles or less, which the utility
- 20 shall accept if the new attacher used an approved contractor listed on the utility's website and the
- 21 survey was conducted no longer than thirty (30) days prior to submission. A utility shall conduct
- 22 the survey for applications exceeding 500 poles.

1 7. If a utility rejects an application, the rejection shall state the reason for the denial and shall  
2 include specific citations to this regulation and the utility's tariff that form the basis of the  
3 rejection.

4 8. A utility shall complete a review of an application of 500 poles or less within ten (10) business  
5 days after receipt of the application. A utility shall have an additional one (1) business day to  
6 complete its review for each additional 500-pole increment in an application.

7 9. A new attacher, if it submits an application while a previous application is still under review,  
8 may prioritize the order in which a utility shall review the applications. Prioritizing a new  
9 application resets the respective review time period of the new attacher's deprioritized  
10 applications currently under review and over which the new application is being prioritized.

11 10.[4.] Any resubmitted application need only address the utility's reasons for finding the original  
12 application incomplete and shall be deemed complete within (ten) 10 business days after its  
13 resubmission, unless the utility specifies which reasons were not addressed and how the  
14 resubmitted application did not sufficiently address the reasons. The new attacher may follow the  
15 resubmission procedure as many times as it chooses so long as in each case it makes a bona fide  
16 attempt to correct the reasons identified by the utility, and in each case the deadline set forth in  
17 this paragraph shall apply to the utility's review:

18 11. If the utility does not respond within the time prescribed in subparagraph 8. of this paragraph  
19 [ten (10) business days] after receipt of the application, or if the utility rejects the application as  
20 incomplete but fails to state any reasons in the utility's response, then the application shall be  
21 deemed complete and the time for the utility's next procedural step begins to run.

22 (b) Survey and application review on the merits.

1 1. A utility shall complete a survey of poles for which access has been requested within forty-  
2 five (45) days of receipt of a complete application to attach facilities to its utility poles (or within  
3 120 [~~sixty (60)~~] days in the case of larger orders as established in subsection (8)[~~(7)~~] of this  
4 section) for the purpose of determining if the attachments may be made and identifying any  
5 make-ready to be completed to allow for the attachment.

6 2. Participation of attachers in surveys conducted by a utility.

7 a. A utility shall allow the new attacher and any existing attachers on the affected poles to be  
8 present for any field inspection conducted as part of a utility's survey conducted pursuant  
9 paragraph (b)1. Of this subsection.

10 b. A utility shall use commercially reasonable efforts to provide the affected attachers with  
11 advance notice of not less than five (5) business days of any field inspection as part of the survey  
12 and shall provide the date, time, and location of the inspection, and name of the contractor, if  
13 any, performing the inspection.

14 3. If a new attacher has conducted a survey pursuant to subsection (10)(b) of this section, or a  
15 new attacher has otherwise conducted and provided a survey, after giving existing attachers  
16 notice and an opportunity to participate in a manner consistent with subsection (10)(b), a utility  
17 may elect to satisfy survey obligations established in this paragraph by notifying affected  
18 attachers of the intent to use the survey conducted by the new attacher and by providing a copy  
19 of the survey to the affected attachers within the time period established in subparagraph 1. Of  
20 this paragraph.

21 4. Based on the results of the applicable survey and other relevant information, a utility shall  
22 respond to the new attacher either by granting access or denying access within forty-five (45)

1 days of receipt of a complete application to attach facilities to its utility poles (or within 120  
2 [~~sixty (60)~~] days in the case of larger orders as described in subsection (8)~~[(7)]~~ of this section).

3 5. A utility's denial of a new attacher's pole attachment application shall be specific, shall  
4 include all relevant evidence and information supporting the denial, and shall explain how the  
5 evidence and information relate to a denial of access for reasons of lack of capacity, safety,  
6 reliability, or engineering standards.

7 6. Payment of survey costs and estimates.

8 a. A utility's tariff may require prepayment of the costs of surveys made to review a pole  
9 attachment application, or some other reasonable security or assurance of credit worthiness  
10 before a utility shall be obligated to conduct surveys pursuant to this section.

11 b. If a utility's tariff requires prepayment of survey costs, the utility shall include a per pole  
12 estimate of costs in the utility's tariff and the payment of estimated costs shall satisfy any  
13 requirement that survey costs be prepaid.

14 c. The new attacher shall be responsible for the costs of surveys made to review the new  
15 attacher's pole attachment application even if the new attacher decides not to go forward with the  
16 attachments.

17 (3) Payment of make-ready estimates.

18 (a) Within fourteen (14) days of providing a response granting access pursuant to subsection

19 (2)(b)4. Of this section, a utility shall send a new attacher whose application for access has been

20 granted a detailed, itemized estimate in writing, on a pole-by-pole basis if requested and

21 reasonably calculable, and consistent with subsection (6)(b) of this section, of charges to perform

22 all necessary make-ready.

1 (b) A utility shall provide documentation that is sufficient to determine the basis of all estimated  
2 charges, including any projected material, labor, and other related costs that form the basis of the  
3 estimate.

4 (c) A utility may withdraw an outstanding estimate of charges to perform make-ready beginning  
5 fourteen (14) days after the estimate is presented.

6 (d) A new attacher may accept a valid estimate and make payment any time after receipt of an  
7 estimate, except a new attacher shall not accept the estimate after the estimate is withdrawn.

8 (e) Invoices for estimates shall clearly identify the application or project for which payment is  
9 requested.

10 (f) Payment for the estimate shall clearly identify the application(s) or project(s) for which  
11 payment is made.

12 (4) Make-ready. Upon receipt of payment for survey costs invoiced or otherwise owed to-date  
13 pursuant to the utility's tariff and the make-ready estimate specified in subsection (3)(d) of this  
14 section, a utility shall, as soon as practical but in no case more than seven (7) days, notify all  
15 known entities with existing attachments in writing that could be affected by the make-ready.

16 (a) For make-ready in the communications space, the notice shall:

17 1. State where and what make-ready will be performed;

18 2. State a date for completion of make-ready in the communications space that is no later than  
19 forty-five (45)[~~thirty (30)~~] days after notification is sent (or up to 120[~~seventy-five (75)~~] days in  
20 the case of larger orders as established in subsection (8)[~~(7)~~] of this section);

21 3. State that any entity with an existing attachment may modify the attachment. Modification  
22 shall be consistent with the specified make-ready before the date established for completion;

1 4. State that, if make-ready is not completed by the completion date established by the utility in  
2 subparagraph 2. of this paragraph, the new attacher may complete the make-ready, which shall  
3 be completed as specified pursuant to subparagraph 1. of this paragraph; and

4 5. State the name, telephone number, and email address of a person to contact for more  
5 information about the make-ready procedure.

6 (b) For make-ready above the communications space, the notice shall:

7 1. State where and what make-ready will be performed;

8 2. State a date for completion of make-ready that is no later than ninety (90) days after  
9 notification is sent (or 165~~[135]~~ days in the case of larger orders, as established in subsection  
10 (8)~~(7)~~ of this section).

11 3. State that any entity with an existing attachment may modify the attachment. Modification  
12 shall be consistent with the specified make-ready before the date established for completion;

13 4. State that the utility may assert the utility's right to up to fifteen (15) additional days to  
14 complete make-ready;

15 5. State that if make-ready is not completed by the completion date established by the utility in  
16 subparagraph 2. of this paragraph (or, if the utility has asserted its fifteen (15) day right of  
17 control, fifteen (15) days later), the new attacher may complete the make-ready, which shall be  
18 completed as specified pursuant to subparagraph 1. of this paragraph; and

19 6. State the name, telephone number, and email address of a person to contact for more  
20 information about the make-ready procedure.

21 (c) Once a utility provides the notices required by this subsection, the utility shall provide the  
22 new attacher with a copy of the notices and the existing attachers' contact information and  
23 address where the utility sent the notices. The new attacher shall be responsible for coordinating

1 with existing attachers to encourage completion of make-ready by the dates established by the  
2 utility pursuant to paragraph (a)2. of this subsection for communications space attachments or  
3 paragraph (b)2. of this subsection for attachments above the communications space.

4 (5) A utility shall complete its make-ready in the communications space by the same dates  
5 established for existing attachers in subsection (4)(a)2. of this section or its make-ready above  
6 the communications space by the same dates for existing attachers in subsection (4)(b)2. of this  
7 section (or if the utility has asserted its fifteen (15) day right of control, fifteen (15) days later).

8 (6) An attacher shall, within fifteen (15) business days following completion of all attachments  
9 within an application, provide written notice to a utility in the manner and form stated in the  
10 utility's tariff.

11 (7)[(6)] Final invoice.

12 (a) Within a reasonable period, not to exceed 120 days after a utility completes the utility's make-  
13 ready, the utility shall provide the new attacher:

14 1. A detailed, itemized final invoice of the actual survey charges incurred if the final survey costs  
15 for an application differ from the amount~~[any estimate]~~ previously paid ~~[for the survey work or if~~  
16 ~~no estimate was previously paid]~~; and

17 2. A detailed, itemized final invoice, on a pole-by-pole basis if requested and reasonably  
18 calculable, of the actual make ready costs to accommodate attachments if the final make-ready  
19 costs differ from the estimate provided pursuant to subsection (3)(d) of this section.

20 (b) Limitations on make ready costs.

21 1. A utility shall not charge a new attacher, as part of any invoice for make-ready, to bring poles,  
22 attachments, or third-party or utility equipment into compliance with current published safety,  
23 reliability, and pole owner construction standards if the poles, attachments, or third-party or

1 utility equipment were out of compliance because of work performed by a party other than the  
2 new attacher prior to the new attachment.

3 2. A utility shall not charge a new attacher, as part of any invoice for make ready, the cost to  
4 replace any red tagged pole with a replacement pole of the same type and height.

5 3. If a red tagged pole is replaced with a pole of a different type or height, then the new attacher  
6 shall be responsible, as part of any invoice for make ready, only for the difference, if any,  
7 between the cost for the replacement pole and the cost for a new utility pole of the type and  
8 height that the utility would have installed in the same location in the absence of the new  
9 attachment.

10 4. The make ready cost, if any, for a pole that is not a red tagged pole to be replaced with a new  
11 utility pole to accommodate the new attacher's attachment shall be charged in accordance with  
12 the utility's tariff or a special contract regarding pole attachments between the utility and the new  
13 attacher.

14 ~~(8)~~~~(7)~~ For the purposes of compliance with the time periods in this section:

15 (a) A utility shall apply the timeline as established in subsections (2) through (4) of this section  
16 to all requests for attachment up to the lesser of 500~~[300]~~ poles or zero and .75~~[five tenths (0.5)]~~  
17 percent of the utility's poles in the state;

18 (b) A utility may, for every 500-pole increment, add up to fifteen (15) days to the survey period  
19 established in subsection (4) of this section to larger orders up to the lesser of 3,000~~[1,000]~~ poles  
20 or three (3)~~[1.50]~~ percent of the utility's poles in Kentucky;

21 (c) A utility may, for every 500-pole increment, add up to fifteen (15)~~[forty-five (45)]~~ days to the  
22 make-ready periods established in subsection (4) of this section to larger orders up to the lesser  
23 of 3,000~~[1,000]~~ poles or three (3)~~[1.50]~~ percent of the utility's poles in Kentucky;

1 (d) A utility and a new attacher, unless the utility owns or controls fewer than 500 poles, shall  
2 negotiate a special contract in good faith all requests for attachment larger than the lesser of  
3 3,000[1,000] poles or three (3)[1.50] percent of the utility's poles in Kentucky.; The special  
4 contract, at a minimum, shall contain:

- 5 1. An agreement for a prepaid account from the new attacher to cover the cost of the request;
- 6 2. Direction from the new attacher regarding make ready work that the utility may complete  
7 without further direction from the new attacher including;
  - 8 a. The maximum cost per pole; and
  - 9 b. The total cost for make ready work for each project or line of each project;
- 10 3. The new attacher's prioritization of projects if the new attacher has submitted multiple  
11 requests for attachment;
- 12 4. Contact information, including phone numbers and email addresses, for all necessary utility  
13 and new attacher personnel;
- 14 5. The cadence, location, and necessary personnel for each project; and
- 15 6. The timing of surveys and make ready.

16 (e) If a special contract identified in paragraph (d) of this subsection cannot be agreed to within  
17 fifteen (15) business days from submission of a formal written request to engage from the  
18 attacher, the new attacher may file a complaint with the commission, with a copy served  
19 contemporaneously to the utility, on which the commission shall rule within twenty (20) business  
20 days of filing of the complaint.

21 (f) ~~(e)~~ For the calculation of any deadlines in this regulation a[A] utility may treat multiple  
22 applications[requests] from a single new attacher as one (1) application[request] if the  
23 applications[requests] are submitted within thirty (30) days of one another; and

1 ~~(g)~~ [(f)] As soon as reasonably practicable, but no less than ninety (90)~~[sixty (60)]~~ days before  
2 the new attacher expects to submit an application in which the number of requests exceed the  
3 lesser of the amounts identified in paragraph (a) of this subsection, a new attacher shall provide  
4 written notice to a utility in the manner and form stated in the utility's tariff that the new attacher  
5 expects to submit a ~~[high volume]~~ request.

6 (h) As soon as reasonably practicable a utility shall provide written notice to an attacher if the  
7 utility determines it will be unable to meet survey or other make-ready deadlines. Such notice shall  
8 entitle an attacher immediately to proceed with self-help remedies in accordance with section  
9 4(10).

10 ~~(9)~~[(8)] Deviations from make-ready timeline.

11 (a) A utility may deviate from the time limits specified in this section before offering an estimate  
12 of charges if the new attacher failed to satisfy a condition in the utility's tariff or in a special  
13 contract between the utility and the new attacher.

14 (b) A utility may deviate from the time limits established in this section during performance of  
15 make-ready for good and sufficient cause that renders it infeasible for the utility to complete  
16 make-ready within the time limits established in this section. A utility that so deviates shall  
17 immediately notify, in writing, the new attacher and affected existing attachers and shall identify  
18 the affected poles and include a detailed explanation of the reason for the deviation and a new  
19 completion date. The utility shall deviate from the time limits established in this section for a  
20 period no longer than necessary to complete make-ready on the affected poles and shall resume  
21 make-ready without discrimination once the utility returns to routine operations.

22 (c) An existing attacher may deviate from the time limits established in this section during  
23 performance of complex make-ready for reasons of safety or service interruption that renders it

1 infeasible for the existing attacher to complete complex make-ready within the time limits  
2 established in this section. An existing attacher that so deviates shall immediately notify, in  
3 writing, the new attacher and other affected existing attachers and shall identify the affected  
4 poles and include a detailed explanation of the basis for the deviation and a new completion date,  
5 which shall not extend beyond sixty (60) days from the completion date provided in the notice  
6 specified in subsection (4) of this section as sent by the utility (or up to 105 days in the case of  
7 larger orders specified in subsection ~~(8)~~(6)(b) and (c) of this section). The existing attacher  
8 shall not deviate from the time limits established in this section for a period for longer than  
9 necessary to complete make-ready on the affected poles.

10 ~~(10)~~(9) Self-help remedy.

11 (a) Surveys. If a utility fails to complete a survey as established in subsection (2)(b) of this  
12 section, or if a utility waives its right to perform the survey in writing, then a new attacher may  
13 conduct the survey in place of the utility by hiring a contractor to complete a survey, which shall  
14 be completed as specified in Section 5 of this administrative regulation.

15 1. A new attacher shall allow the affected utility and existing attachers to be present for any field  
16 inspection conducted as part of the new attacher's survey.

17 2. A new attacher shall use commercially reasonable efforts to provide the affected utility and  
18 existing attachers with advance notice of not less than five (5) business days of a field inspection  
19 as part of any survey the attacher conducts.

20 3. The notice shall include the date and time of the survey, a description of the work involved,  
21 and the name of the contractor being used by the new attacher.

22 (b) Make-ready. If make-ready is not complete by the applicable date established in subsection  
23 (4) of this section, then a new attacher may conduct the make-ready in place of the utility and

1 existing attachers by hiring a contractor to complete the make-ready, which shall be completed  
2 as specified in Section 5 of this administrative regulation. The make-ready shall be performed in  
3 compliance with this administrative regulation, the utility's tariff, and the construction standards  
4 listed on the utility's website. Make-ready work performed by the new attacher within the  
5 electric space shall be conducted by an approved contractor listed on the utility's website.

6 1. A new attacher shall allow the affected utility and existing attachers to be present for any  
7 make-ready.

8 2. A new attacher shall use commercially reasonable efforts to provide the affected utility and  
9 existing attachers with advance notice of not less than seven (7) days of the impending make-  
10 ready.

11 3. The notice shall include the date and time of the make-ready, a description of the work  
12 involved, and the name of the contractor being used by the new attacher.

13 (c) The new attacher shall notify an affected utility or existing attacher immediately if make-  
14 ready damages the equipment of a utility or an existing attacher or causes an outage that is  
15 reasonably likely to interrupt the service of a utility or existing attacher.

16 (d) Pole replacements. Self-help shall not be available for pole replacements.

17 ~~(11)~~~~(10)~~ One-touch make-ready option. For attachments involving simple make-ready, new  
18 attachers may elect to proceed with the process established in this subsection in lieu of the  
19 attachment process established in subsections (2) through (6) and (9) of this section.

20 (a) Attachment application.

21 1. A new attacher electing the one-touch make-ready process shall elect the one-touch make-  
22 ready process in writing in its attachment application and shall identify the simple make-ready

1 that it will perform. It is the responsibility of the new attacher to ensure that its contractor  
2 determines if the make-ready requested in an attachment application is simple.

3 2. Application completeness.

4 a. The utility shall review the new attacher's attachment application for completeness before  
5 reviewing the application on its merits and shall notify the new attacher within ten (10) business  
6 days after receipt of the new attachers attachment application whether or not the application is  
7 complete.

8 b. An attachment application shall be considered complete if the application provides the utility  
9 with the information necessary under its procedures, as established in the utility's applicable  
10 tariff or a special contract regarding pole attachments between the utility and the new attacher, to  
11 make an informed decision on the application.

12 c. If the utility notifies the new attacher that an attachment application is not complete, then the  
13 utility shall state all reasons for finding the application incomplete.

14 d. If the utility fails to notify a new attacher in writing that an application is incomplete within  
15 ten (10) business days of receipt, then the application shall be deemed complete.

16 3. Application review on the merits. The utility shall review on the merits a complete application  
17 requesting one-touch make-ready and respond to the new attacher either granting or denying an  
18 application within fifteen (15) days of the utility's receipt of a complete application (or within  
19 thirty (30) days in the case of larger orders as established in subsection ~~(8)~~~~(7)~~(b) of this section  
20 or within a time negotiated in good faith for requests equal to or larger than those established in  
21 (7)(d)).

1 a. If the utility denies the application on its merits, then the utility's decision shall be specific,  
2 shall include all relevant evidence and information supporting its decision, and shall explain how  
3 the evidence and information relate to a denial of access.

4 b. Within the fifteen (15) day application review period (or within thirty (30) days in the case of  
5 larger orders as established in subsection ~~(8)(7)~~(b) of this section or within a time negotiated in  
6 good faith for requests equal to or larger than those established in ~~(8)(7)~~(d)), a utility or an  
7 existing attacher may object to the designation by the new attacher's contractor that certain make-  
8 ready is simple.

9 c. An objection made pursuant to clause b. of this subparagraph shall be specific and in writing,  
10 include all relevant evidence and information supporting the objection, be made in good faith,  
11 and explain how the evidence and information relate to a determination that the make-ready is  
12 not simple.

13 d. If the utility's or the existing attacher's objection to the new attacher's determination that make-  
14 ready is simple complies with clause c. of this subparagraph, then the make-ready shall be  
15 deemed to be complex and the new attacher shall not proceed with the affected proposed one-  
16 touch make-ready.

17 (b) Surveys.

18 1. The new attacher shall be responsible for all surveys required as part of the one-touch make-  
19 ready process and shall use a contractor as established in Section 5(2) of this administrative  
20 regulation to complete surveys.

21 2. The new attacher shall allow the utility and any existing attachers on the affected poles to be  
22 present for any field inspection conducted as part of the new attacher's surveys.

1 3. The new attacher shall use commercially reasonable efforts to provide the utility and affected  
2 existing attachers with advance notice of not less than five (5) business days of a field inspection  
3 as part of any survey and shall provide the date, time, and location of the surveys, and name of  
4 the contractor performing the surveys.

5 (c) Make-ready. If the new attacher's attachment application is approved by the pole owner and if  
6 the attacher has provided at least fifteen (15) days prior written notice of the make-ready to the  
7 affected utility and existing attachers, the new attacher may proceed with make-ready. The new  
8 attacher shall use a contractor in the manner established for simple make-ready in Section 5(2) of  
9 this administrative regulation.

10 1. The prior written notice shall include the date and time of the make-ready, a description of the  
11 work involved, the name of the contractor being used by the new attacher, and provide the  
12 affected utility and existing attachers a reasonable opportunity to be present for any make-ready.

13 2. The new attacher shall notify an affected utility or existing attacher immediately if make-ready  
14 damages the equipment of a utility or an existing attacher or causes an outage that is reasonably  
15 likely to interrupt the service of a utility or existing attacher.

16 3. In performing make-ready, if the new attacher or the utility determines that make-ready  
17 classified as simple is complex, then all make-ready on the impacted poles shall be halted and  
18 the determining party shall provide immediate notice to the other party of its determination and  
19 the impacted poles. All remaining make-ready on the impacted poles shall then be governed by  
20 subsections (2) through (9) of this section, and the utility shall provide the notices and estimates  
21 required by subsections (2)(a), (3), and (4) of this section as soon as reasonably practicable.

1 (d) Post-make-ready timeline. A new attacher shall notify the affected utility and existing  
2 attachers within fifteen (15) days after completion of make-ready on a one-touch make ready  
3 application.

4 Section 5. Contractors for Survey and Make-ready.

5 (1) Contractors for self-help complex and above the communications space make-ready. A utility  
6 shall make available and keep up-to-date a reasonably sufficient list of contractors the utility  
7 authorizes to perform self-help surveys and make-ready that is complex and self-help surveys  
8 and make-ready that is above the communications space on the utility's poles. The new attacher  
9 shall use a contractor from this list to perform self-help work that is complex or above the  
10 communications space. New and existing attachers may request the addition to the list of any  
11 contractor that meets the minimum qualifications in subsection (3) of this section and the utility  
12 shall not unreasonably withhold its consent.

13 (2) Contractors for surveys and simple work. A utility may keep up-to-date a reasonably  
14 sufficient list of contractors the utility authorizes to perform surveys and simple make-ready. If a  
15 utility provides this list, then the new attacher shall choose a contractor from the list to perform  
16 the work. New and existing attachers may request the addition to the list of any contractor that  
17 meets the minimum qualifications in subsection (3) of this section and the utility shall not  
18 unreasonably withhold its consent.

19 (a)

20 1. If the utility does not provide a list of approved contractors for surveys or simple make-ready  
21 or no utility-approved contractor is available within a reasonable time period, then the new  
22 attacher may choose its own qualified contractor that shall meet the requirements in subsection  
23 (3) of this section.

1 2. If choosing a contractor that is not on a utility-provided list, the new attacher shall certify to  
2 the utility that the attacher's contractor meets the minimum qualifications established in  
3 subsection (3) of this section upon providing notices required by Section 4(9)(a)2., (9)(b)2.,  
4 (10)(b)3., and (10)(c) of this administrative regulation.

5 (b)

6 1. The utility may disqualify any contractor chosen by the new attacher that is not on a utility-  
7 provided list, but a disqualification shall be based on reasonable safety or reliability concerns  
8 related to the contractor's failure to meet any of the minimum qualifications established in  
9 subsection (3) of this section or to meet the utility's publicly available and commercially  
10 reasonable safety or reliability standards.

11 2. The utility shall provide notice of the utility's objection to the contractor within the notice  
12 periods established by the new attacher in Section 4(9)(a)2., (9)(b)2., (10)(b)3., and (10)(c) of  
13 this administrative regulation and in the utility's objection must identify at least one available  
14 qualified contractor.

15 (3) Contractor minimum qualification requirements. Utilities shall ensure that contractors on a  
16 utility-provided list, and new attachers shall ensure that contractors selected pursuant to  
17 subsection (2)(a) of this section, meet the minimum requirements established in paragraphs (a)  
18 through (e) of this subsection.

19 (a) The contractor has agreed to follow published safety and operational guidelines of the utility,  
20 if available, but if unavailable, the contractor shall agree to follow National Electrical Safety  
21 Code (NESC) guidelines.

22 (b) The contractor has acknowledged that the contractor knows how to read and follow licensed-  
23 engineered pole designs for make-ready, if required by the utility.

1 (c) The contractor has agreed to follow all local, state, and federal laws and regulations including  
2 the rules regarding Qualified and Competent Persons under the requirements of the Occupational  
3 and Safety Health Administration (OSHA) rules.

4 (d) The contractor has agreed to meet or exceed any uniformly applied and reasonable safety and  
5 reliability thresholds established by the utility, if made available.

6 (e) The contractor shall be adequately insured or shall establish an adequate performance bond  
7 for the make-ready the contractor will perform, including work the contractor will perform on  
8 facilities owned by existing attachers.

9 (4) A consulting representative of a utility may make final determinations, on a  
10 nondiscriminatory basis, if there is insufficient capacity and for reasons of safety, reliability, and  
11 generally applicable engineering purposes.

#### 12 Section 6. Notice of Changes to Existing Attachers.

13 (1) Unless otherwise established in a joint use agreement or special contract, a utility shall  
14 provide an existing attacher no less than sixty (60) days written notice prior to:

15 (a) Removal of facilities or termination of any service to those facilities if that removal or  
16 termination arises out of a rate, term, or condition of the utility's pole attachment tariff or any  
17 special contract regarding pole attachments between the utility and the attacher; or

18 (b) Any modification of facilities by the utility other than make-ready noticed pursuant to  
19 Section 4 of this administrative regulation, routine maintenance, or modifications in response to  
20 emergencies.

21 (2) Stays from removals, terminations, and modifications noticed pursuant to subsection (1) of  
22 this section.

1 (a) An existing attacher may request a stay of the action contained in a notice received pursuant  
2 to subsection (1) of this section by filing a motion pursuant to 807 KAR 5:001, Section 4 within  
3 fifteen (15) days of the receipt of the first notice provided pursuant to subsection (1) of this  
4 section.

5 (b) The motion shall be served on the utility that provided the notice pursuant to 807 KAR 5:001,  
6 Section 5(1).

7 (c) The motion shall not be considered unless it includes the relief sought, the reasons for such  
8 relief, including a showing of irreparable harm and likely cessation of cable television system  
9 operator or telecommunication service, a copy of the notice, and a certification that service was  
10 provided pursuant to paragraph (b) of this subsection.

11 (d) The utility may file a response within ten (10) days of the date the motion for a temporary  
12 stay was filed.

13 (e) No further filings under this subsection shall be considered unless requested or authorized by  
14 the commission.

15 (3) Transfer of attachments to new poles.

16 (a) Unless an applicable tariff or special contract or Section 4 of this administrative regulation  
17 establishes a different timeframe, existing attachers shall transfer their attachments within sixty  
18 (60) days of receiving written notice from the utility pole owner.

19 (b) Existing attachers may deviate from the time limit established in paragraph (a) of this  
20 subsection for good and sufficient cause that renders it infeasible for the existing attacher to  
21 complete the transfer within the time limit established. An existing attacher that requires such a  
22 deviation shall immediately notify, in writing, the utility and shall identify the affected poles and  
23 include a detailed explanation of the reason for the deviation and the date by which the attacher

1 shall complete the transfer. An existing attacher shall deviate from the time limits established in  
2 paragraph (a) of this subsection for a period no longer than is necessary to complete the transfer.

3 (c) If an existing attacher fails to transfer its attachments within the timeframe established in  
4 paragraph (a) of this subsection and the existing attacher has not notified the utility of good and  
5 sufficient cause for extending the time limit pursuant to paragraph (a) of this subsection, a utility  
6 pole owner may transfer attachments and the transfer shall be at the existing attacher's expense.

7 (d) A utility pole owner may transfer an existing attacher's attachment prior to the expiration of  
8 any period established by paragraph (a) or (b) of this subsection if an expedited transfer is  
9 necessary for safety or reliability purposes.

#### 10 Section 7. Complaints for Violations of This Administrative Regulation.

11 (1) Contents of complaint. Each complaint shall be headed "Before the Public Service  
12 Commission," shall establish the names of the complainant and the defendant, and shall state:

13 (a) The full name and post office address of the complainant;

14 (b) The full name and post office address of the defendant;

15 (c) Fully, clearly, and with reasonable certainty, the act or omission, of which complaint is made,  
16 with a reference, if practicable, to the law, order, or administrative regulation, of which a failure  
17 to comply is alleged, and other matters, or facts, if any, as necessary to acquaint the commission  
18 fully with the details of the alleged failure; and

19 (d) The relief sought.

20 (2) Signature. The complainant or his or her attorney, if applicable, shall sign the complaint. A  
21 complaint by a corporation, association, or another organization with the right to file a  
22 complaint, shall be signed by its attorney.

23 (3) How filed.

1 (a) Complaints shall be filed in accordance with the electronic filing procedures in 807 KAR  
2 5:001, Section 8; and

3 (b) The complainant shall serve a copy of the complaint on the defendant at the same time as it  
4 files the complaint with the commission.~~[The filing party shall file two (2) copies in paper~~  
5 ~~medium with the commission in the manner required by 807 KAR 5:001, Section 8(12)(a)2.]~~

6 (4) Procedure on filing of complaint.

7 (a) Upon the filing of a complaint, the commission shall immediately examine the complaint to  
8 ascertain if it establishes a prima facie case and conforms to this administrative regulation.

9 1. If the commission finds that the complaint does not establish a prima facie case or does not  
10 conform to this administrative regulation, the commission shall notify the complainant and  
11 provide the complainant an opportunity to amend the complaint within a stated time.

12 2. If the complaint is not amended within the time or the extension as the commission, for good  
13 cause shown, shall grant, the complaint shall be dismissed.

14 (b) If the complaint, either as originally filed or as amended, establishes a prima facie case and  
15 conforms to this administrative regulation, the commission shall serve an order upon the person  
16 complained of, accompanied by a copy of the complaint, directed to the person complained of  
17 and requiring that the matter complained of be satisfied, or that the complaint be answered in  
18 writing within ten (10) days from the date of service of the order. The commission may require  
19 the answer to be filed within a shorter period if the complaint involves an emergency situation or  
20 otherwise would be detrimental to the public interest.

21 (5) Satisfaction of the complaint. If the defendant desires to satisfy the complaint, he or she shall  
22 submit to the commission, within the time allowed for satisfaction or answer, a statement of the  
23 relief that the defendant is willing to give. Upon the acceptance of this offer by the complainant

1 and with the approval of the commission, pursuant to KRS Chapter 278 and this administrative  
2 regulation, the case shall be dismissed.

3 (6) Answer to complaint. If the complainant is not satisfied with the relief offered, the defendant  
4 shall file an answer to the complaint within the time stated in the order or the extension as the  
5 commission, for good cause shown, shall grant.

6 (a) The answer shall contain a specific denial of the material allegations of the complaint as  
7 controverted by the defendant and also a statement of any new matters constituting a defense.

8 (b) If the defendant does not have information sufficient to answer an allegation of the  
9 complaint, the defendant may so state in the answer and place the denial upon that ground.

10 (7) Burden of proof.

11 (a) The complainant has the burden of establishing it is entitled to the relief sought.

12 (b) The commission may presume that a pole replaced to accommodate a new attachment was a  
13 red tagged pole if:

14 1. There is a dispute regarding the condition of the pole at the time it was replaced; and

15 2. The utility failed to document and maintain records that inspections were conducted pursuant  
16 to 807 KAR 5:006 and that no deficiencies were found on the pole or poles at issue, or if  
17 inspections of poles are not required pursuant to 807 KAR 5:006, the utility failed to periodically  
18 inspect and document the condition of its poles.

19 (8) Time for final action.

20 (a) The commission shall take final action on a complaint regarding the rates, terms, or  
21 conditions for access to a utility's pole, duct, conduit, or right-of-way within 60 [~~180~~] days of a  
22 complaint establishing a prima facie case being filed, unless the commission finds it is necessary

- 1 to continue the proceeding for good cause for up to 180 [~~360~~] days from the date the complaint
- 2 establishing a prima facie case is filed.
- 3 (b) The period within which final action shall be taken may be extended beyond 180 [~~360~~] days
- 4 upon agreement of the complainant and defendant and approval of the commission.

This is to certify that the Public Service Commission approved promulgation of this emergency administrative regulation, pursuant to KRS 278.040(3), on February 25, 2025.

\_\_\_\_\_  
Linda Bridwell, P.E., Executive Director  
Public Service Commission

\_\_\_\_\_  
Date

\_\_\_\_\_  
Angie Hatton, Chair  
Public Service Commission

\_\_\_\_\_  
Date

## PUBLIC HEARING AND PUBLIC COMMENT PERIOD

A public hearing on this emergency administrative regulation shall be held on April 29, 2025, at 10:00 a.m. Eastern Daylight Time at the Kentucky Public Service Commission, 211 Sower Boulevard, Frankfort, Kentucky 40601. Individuals interested in being heard at this hearing shall notify this agency in writing by five workdays prior to the hearing, of their intent to attend. If no notification of intent to attend the hearing was received by that date, the hearing may be cancelled. This hearing is open to the public and instructions on how to attend and participate virtually will be published on the commission's website at [psc.ky.gov](http://psc.ky.gov). A transcript of the public hearing will not be made unless a written request for a transcript is made. If you do not wish to be heard at the public hearing, you may submit written comments on the proposed administrative regulation. Written comments shall be accepted through April 30, 2025. Send written notification of intent to be heard at the public hearing or written comments on the proposed administrative regulation to the contact person.

Contact person: John E.B. Pinney, Executive Advisor, Kentucky Public Service Commission, 211 Sower Boulevard, Frankfort, Kentucky 40601, phone (502) 782-2587, fax (502) 564-7279, email [jeb.pinney@ky.gov](mailto:jeb.pinney@ky.gov).

## REGULATORY IMPACT ANALYSIS AND TIERING STATEMENT

807 KAR 5:015E

Contact Person: John E.B. Pinney, phone 502-782-2587, email [Jeb.Pinney@ky.gov](mailto:Jeb.Pinney@ky.gov)

(1) Provide a brief summary of:

(a) What this administrative regulation does: This administrative regulation provides the process by which the commission regulates the rates, terms, and conditions of utility pole attachments and access to other utility facilities, amends the specific criteria and procedures for certain types of pole attachment applications for obtaining access to utility poles within the Kentucky Public Service Commission's jurisdiction, and establishes a process by which the complaints of those seeking to access utility facilities shall be addressed within the period established by federal law. The emergency amendments address issues pertaining to expediting certain applications to attach broadband facilities to the poles of utilities subject to the jurisdiction of the Public Service Commission.

(b) The necessity of this administrative regulation: Senate Joint Resolution 175 from the 2024 Regular Session mandates that the Public Service Commission promulgate emergency regulations, or emergency amendment to existing regulations, to address issues pertaining to certain applications to attach broadband facilities to the poles of utilities subject to the jurisdiction of the Public Service Commission. This administrative regulation replaces the emergency amendments originally promulgated pursuant to Senate Joint Resolution 175.

(c) How this administrative regulation conforms to the content of the authorizing statutes: KRS 278.040(3) authorizes the Commission to adopt reasonable regulations to implement the provisions of KRS Chapter 278. KRS 278.040(2) states that the PSC has exclusive jurisdiction over the regulation of rates and services of utilities. KRS 278.030(1) provides that all rates received by a utility shall be fair, just, and reasonable. KRS 278.030(2) provides that every utility shall furnish adequate, efficient, and reasonable service. In *Kentucky CATV Ass'n v. Volz*, 675 S.W.2d 393 (Ky. App. 1983), the Court of Appeals held that utility pole attachments are a service that is provided for a rate. Senate Joint Resolution 175 from the 2024 Regular Session mandates that the Public Service Commission promulgate emergency regulations, or emergency amendment to existing regulations, to address issues pertaining to certain applications to attach broadband facilities to the poles of utilities subject to the jurisdiction of the Public Service Commission. This administrative regulation replaces the emergency amendments originally promulgated pursuant to Senate Joint Resolution 175.

(d) How this administrative regulation currently assists or will assist in the effective administration of the statutes: The amendments will expedite deployment of broadband internet service in rural areas of the Commonwealth places unserved and underserved citizens at a disadvantage and recounts that funds from the Broadband Equity, Access, and Deployment

Program and the Rural Digital Opportunity Fund that will be used to assist in deploying broadband internet service to unserved and underserved areas.

(2) If this is an amendment to an existing administrative regulation, provide a brief summary of:

(a) How the amendment will change this existing administrative regulation: The amendments: expedite the time spent reviewing for completeness applications for pole attachments; allow the attachers, if they have multiple pending applications, to prioritize a particular application; Increase the maximum number of poles, from 1,000 to 3,000, that may be requested in an application and to which regulatory timelines for processing apply; address concerns regarding clarity of invoices and payments from both utilities and pole attachers that expedites invoicing and payment; increases from 60 to 90 days the time in which an attacher will be filing an application for attachments exceeding 3,000 poles; establishes minimum contents of special contracts for applications of greater than 3,000 poles; establishes an expedited complaint and resolution process if a special contract cannot be negotiated within 15 business days of the beginning of good faith negotiations; and for other complaints, reduces from 180 to 60 days the time in which the Commission must issue a final order.

(b) The necessity of the amendment to this administrative regulation: 2024 KY S.J.R. 175, 2024 Regular Session requires the Commission to promulgate emergency regulations addressing issues pertaining to broadband attachments to utility poles.

(c) How the amendment conforms to the content of the authorizing statutes: KRS 278.040(3) authorizes the Commission to adopt reasonable regulations to implement the provisions of KRS Chapter 278. 2024 KY S.J.R. 175, 2024 Regular Session requires the Commission to promulgate emergency regulations addressing issues pertaining to broadband attachments to utility poles. This administrative regulation replaces the emergency amendments originally promulgated pursuant to Senate Joint Resolution 175.

(d) How the amendment will assist in the effective administration of the statutes: The amendments will hasten the review the processing of pole attachment applications and increase the speed at which pole attachments are made which meet the requirements of 2024 KY S.J.R. 175, 2024 Regular Session directing the Public Service Commission to promulgate emergency amendments to promote the deployment of broadband in unserved or underserved areas of the Commonwealth. This administrative regulation replaces the emergency amendments originally promulgated pursuant to Senate Joint Resolution 175.

(3) List the type and number of individuals, businesses, organizations, or state and local governments affected by this administrative regulation: The administrative regulation will primarily affect regulated utilities in Kentucky that own or control utility poles, including investor owned electric utilities, rural electric cooperatives, and incumbent local exchange carriers. There are currently four investor owned electric utilities, 21 rural electric cooperates, and 20 incumbent local exchange carriers, which include investor owned telephone utilities and telephone cooperatives, operating in Kentucky.

(4) Provide an analysis of how the entities identified in question (3) will be impacted by either the implementation of this administrative regulation, if new, or by the change, if it is an amendment, including:

(a) List the actions that each of the regulated entities identified in question (3) will have to take to comply with this administrative regulation or amendment: The utilities will have to file amended tariffs to comply with the amended regulation.

(b) In complying with this administrative regulation or amendment, how much will it cost each of the entities identified in question (3): The regulated entities will incur some initial costs in updating their tariffs to comply with this administrative regulation. The costs of such a process are likely to vary depending on the size and complexity of the utility involved and whether and the extent to which potential attachers or other customer groups object to the proposed tariff. An estimate of the costs regulated entities might incur to update their tariffs would be between \$25,000 and \$200,000 per regulated entity. However, such costs could likely be mitigated if similarly situated utilities worked together to draft tariffs that comply with this regulation. However, like the federal regulation, and consistent with the cost causation principles the Public Service Commission applies when setting rates for other customers, utilities are able to recover the costs of processing pole attachment applications and completing make-ready from the attaching entities that caused them to be incurred, so the timelines for reviewing applications and completing make-ready should not result in the regulated entities incurring uncompensated costs.

(c) As a result of compliance, what benefits will accrue to the entities identified in question (3): The adoption of a uniform process to expedite broadband deployment should reduce potential conflicts in the future that would have to be resolved through the complaint process. This should reduce the overall cost of pole attachments for utilities and attachers by reducing or eliminating costly delays.

(5) Provide an estimate of how much it will cost the administrative body to implement this administrative regulation:

(a) Initially: Zero Dollars, no fiscal impact.

(b) On a continuing basis: Zero Dollars, no fiscal impact.

(6) What is the source of the funding to be used for the implementation and enforcement of this administrative regulation: The commission does not anticipate this amendment increasing its enforcement cost. The commission currently funds enforcement of this regulation through its general operating budget funded through annual assessments paid by regulated utilities pursuant to KRS 278.130, *et. seq.*, and this amendment has no effect on that funding.

(7) Provide an assessment of whether an increase in fees or funding will be necessary to implement this administrative regulation, if new, or by the change if it is an amendment: No fiscal impact.

(8) State whether or not this administrative regulation establishes any fees or directly or indirectly increases any fees: No new fees are established and existing fees will not be affected.

(9) TIERING: Is tiering applied? Yes. The speed at which utilities are required to process applications and complete make ready is tiered based on the number of poles owned the utility. Tiering the regulation in this manner, which is consistent with how the federal regulation is tiered, will allow smaller utilities to process pole attachment applications at slower rates, while maintaining a relatively consistent attachment speed throughout the state.

## FISCAL IMPACT STATEMENT

Contact Person: John E.B. Pinney, phone 502-782-2587, mobile 502-545-6180, email [Jeb.Pinney@ky.gov](mailto:Jeb.Pinney@ky.gov)

(1) Identify each state statute, federal statute, or federal regulation that requires or authorizes the action taken by the administrative regulation. KRS 278.040, HB 320 (2021,) SJR 175 (2024).

(2) Identify the promulgating agency and any other affected state units, parts, or divisions:

(a) Estimate the following for the first year:

Expenditures: Zero Dollars; no fiscal impact.

Revenues: Zero Dollars; no fiscal impact.

Cost Savings: Zero Dollars; no fiscal impact.

(b) How will expenditures, revenues, or cost savings differ in subsequent years? No fiscal impact.

(3) Identify affected local entities (for example: cities, counties, fire departments, school districts): These entities will be affected to the extent that they are seeking to attach to poles owned or controlled by regulated utilities of which there should be few requests.

(a) Estimate the following for the first year:

Expenditures: Zero Dollars; no fiscal impact.

Revenues: Zero Dollars; no fiscal impact.

Cost Savings: Zero Dollars; no fiscal impact.

(b) How will expenditures, revenues, or cost savings differ in subsequent years? Zero Dollars; no fiscal impact.

(4) Identify additional regulated entities not listed in questions (2) or (3): Utilities, as defined by KRS 278.010(3), that own utility poles.

(a) Estimate the following for the first year:

Expenditures: It is not possible to estimate the expenditures for the first year. The amount of expenditures will depend upon the volume of applications for pole attachments, as well as the utilities' costs to engage the resources necessary to meet the requirements of the amendments to the regulation.

Revenues: It is not possible to estimate the revenues for the first year. The revenues should approximately match the expenditures incurred to process pole attachments although there may be some lag in recovery. Utilities are allowed to recover the cost of pole attachments from attachers through rates and billing of other costs.

Cost Savings: None. Expenditures and revenue should roughly match.

(b) How will expenditures, revenues, or cost savings differ in subsequent years? While the amount of expenditures and revenues will vary in subsequent years the expenditures and revenues should roughly match because utilities are allowed to recover the cost of pole attachments from attachers through rates and billing of costs.

(5) Provide a narrative to explain the:

(a) Fiscal impact of this administrative regulation: There is no fiscal impact to the Public Service Commission. Pole-owning utilities are already under an obligation to allow broadband attachment to their poles at rates, terms, and conditions in their tariffs. The emergency amendments will increase the speed at which these attachments are made, but should have no significant fiscal impact over the current obligation to provide attachments.

(b) Methodology and resources used to determine the fiscal impact: The Public Service Commission will not require additional resources to implement the emergency amendment. Pole-owning utilities are under an existing obligation to provide access to their poles and the emergency amendment does not increase the fiscal impact of attachments that does not already exist.

(6) Explain:

(a) Whether this administrative regulation will have an overall negative or adverse major economic impact to the entities identified in questions (2) - (4). (\$500,000 or more, in aggregate). There will be no major economic impact to the Public Service Commission which will have no increased costs resulting from the emergency regulation. Other public entities that attach to utility poles will see no negative or positive fiscal impact. Pole-owning utilities will see increased costs of operation due to an increase of pole attachment requests. These costs, however, will ultimately be recovered from the entities requesting attachment to the poles.

(b) The methodology and resources used to reach this conclusion: The Public Service Commission initiated a docket at the end of 2023 to review the application of 807 KAR 5:015 and invited the participation of pole-owning utilities and pole attachers. The Public Service Commission has held several conferences in this docket, during which the attachers and utilities introduced information that the incoming funds from the Broadband Equity, Access, and Deployment (BEAD) Program and the Rural Digital Opportunity Fund (RDOF) will result in a significant increase in pole attachment applications. Pole owning utilities will have to acquire the necessary personnel and resources to meet this increase in attachment applications, which will increase the utilities' up-front expenses. The costs, however, will ultimately be recovered from the attaching entities once attachments are completed.

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