

8 | FRONTIER CORPORATE AND CALIFORNIA FINANCIALS AND ILEC INVESTMENT POLICIES

Principal observations and takeaways

- Having grossly overpaid Verizon for the 2016 California-Texas-Florida (“CTF”) acquisition, Frontier assumed a massive debt burden that cannot be sustained.
- Most of that overpayment had been carried as “Goodwill” or “Other Intangibles” on Frontier’s corporate balance sheet; by the end of 2019, all of that Goodwill and most of the Other Intangibles have been written off.
- By the end of 2019, Frontier’s total debt was more than \$18.3-billion, and the Company’s total debt service (interest and amortization) payments in 2019 were more than \$3.5-billion.
- Frontier’s California customer base continued to dwindle, to the point where it has lost roughly 50% of the POTS access line customers it had acquired in the 2016 purchase.
- Frontier’s net income declined following each successive acquisition, to the point where it has now been negative for seven consecutive quarters.
- Frontier’s melt-down and ultimate Chapter 11 bankruptcy filing confirms the inescapable fact that Frontier had grossly overpaid Verizon for the CTF assets.
- Unlike AT&T, which had raised its legacy flat-rate residential POTS rates by 152% since the onset of URF, Verizon’s rates for this service had risen by only 31% as of the date of the sale to Frontier, and Frontier had not effected any rate increase since the acquisition through the end of 2019.
- Since acquiring the California ILEC from Verizon in 2016, Frontier continued to invest less in Gross Plant Additions than it took in retirements and depreciation accruals, resulting in a net disinvestment of \$469.5-million.

FRONTIER CORPORATE AND CALIFORNIA FINANCIALS
AND ILEC INVESTMENT POLICIES

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A lot has happened to Frontier since our Phase 1 Report

In our April 2019 Report on Phase 1 of this Network Examination, we expressed serious concerns as to Frontier’s near-term and ongoing ability to maintain and modernize its California wireline ILEC network so as to provide reliable service to California consumers. We noted that Frontier has been hemorrhaging customers in all major service categories across all of its 29-state footprint since its last major acquisition in 2016, as summarized in Table 8.1 below:

FRONTIER COMMUNICATIONS CORP. CUSTOMER COUNTS BY SERVICE CATEGORY, 2016-2019			
	Voice	Broadband	Video
1Q2016 (pre-CTF)	3,372,000	2,487,000	238,000
2Q2016	5,771,000	4,570,000	1,628,000
3Q2016	5,551,000	4,362,000	1,222,000
4Q2016	5,393,000	4,271,000	1,145,000
1Q2017	5,220,000	4,164,000	1,065,000
2Q2017	5,058,000	4,063,000	1,007,000
3Q2017	4,949,000	4,000,000	961,000
4Q2017	4,850,000	3,938,000	981,000
2Q2018	4,667,000	3,863,000	902,000
3Q2018	4,574,000	3,802,000	873,000
4Q2018	4,471,000	3,735,000	838,000
1Q2019	4,395,000	3,698,000	784,000
2Q2019	4,292,000	3,626,000	738,000
3Q2019	4,193,000	3,555,000	698,000
4Q2019	4,118,000	3,513,000	660,000

Source: Frontier Communications Corp. Forms 10-Qs; 10-Ks

On April 1, 2016, Frontier Communications Corp. completed its acquisition of what is now Frontier California under a three-state ILEC purchase from Verizon that also included Verizon ILEC operations in Florida and Texas (the “CTF acquisition”). Frontier paid Verizon \$10.54-billion in cash for the three ILECs, and financed the purchase primarily through the issuance of new debt. Even before Frontier took over control of these three Verizon ILECs, its stock had fallen by around 33% from the (equivalent of) \$125.70, where it had been February 9, 2015, shortly after the deal with Verizon had been announced. On July 10, 2017, Frontier implemented a 1-for-15 share reverse split so as to avoid de-listing of its stock. On December 16, 2020, Frontier stock was trading at 10.8¢ per share, down 99.91% from its February 2015 high (see Figure 8.1 below).



Figure 8.1. Frontier Communications Corp. Common Stock share prices, 5-year history.(Source: Google Finance, as of December 16, 2020)

Frontier’s 2019 Form 10-K filing puts the extreme distress under which the company has been operating in graphic perspective, by highlighting the cumulative return experienced by its shareholders relative to the concurrent performance of the S&P 500 index and the S&P Communications Sector index (see Figure 8.2 below):

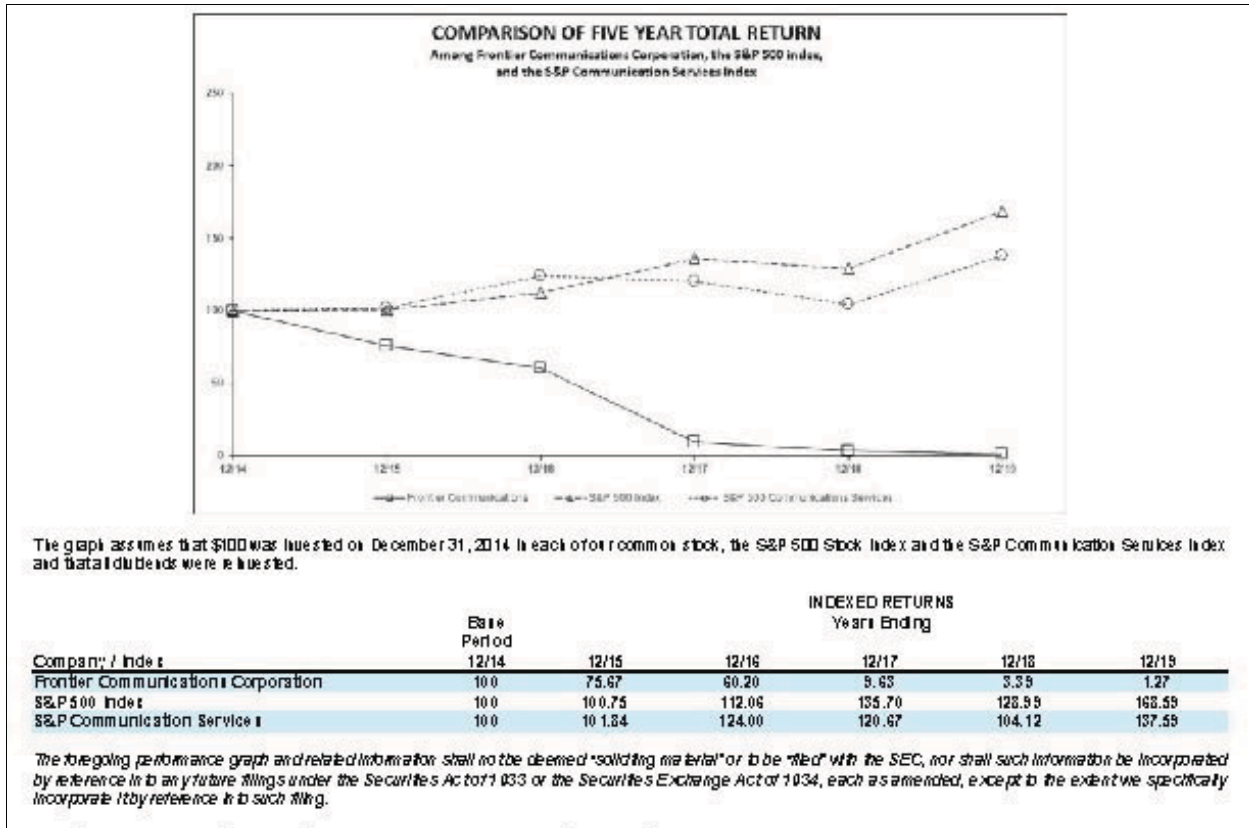


Figure 8.2. Frontier’s cumulative five-year total return in comparison to the five-year total return for all S&P 500 Index stocks and for all S&P Telecommunications Services Index stocks. (Source: Frontier Communications Corp. 2019 Form 10-K, at p. 30)

Following the 2016 CTF purchases, Frontier became the nation’s fourth largest ILEC with roughly 5.77-million residential and business customers (roughly corresponding to about 8.77-million switched access lines) across 28 states,⁵⁸ but in making these various acquisitions, the company had assumed \$11.9-billion in new debt, bringing its total debt as of the end of 2017 to around \$17-billion. By the end of 2019, Frontier’s ILEC access lines had eroded by 28.6% to approximately 6.33-million. Its total long-term debt was only slightly lower than in 2017, at \$18.3-billion.

58. “Frontier Communications to Acquire Verizon’s Wireline Operations in California, Florida and Texas, Doubling Frontier’s Size and Driving Shareholder Value,” Press Release, February 5, 2015 <http://investor.frontier.com/releasedetail.cfm?ReleaseID=895055> [accessed on July 15, 2015].

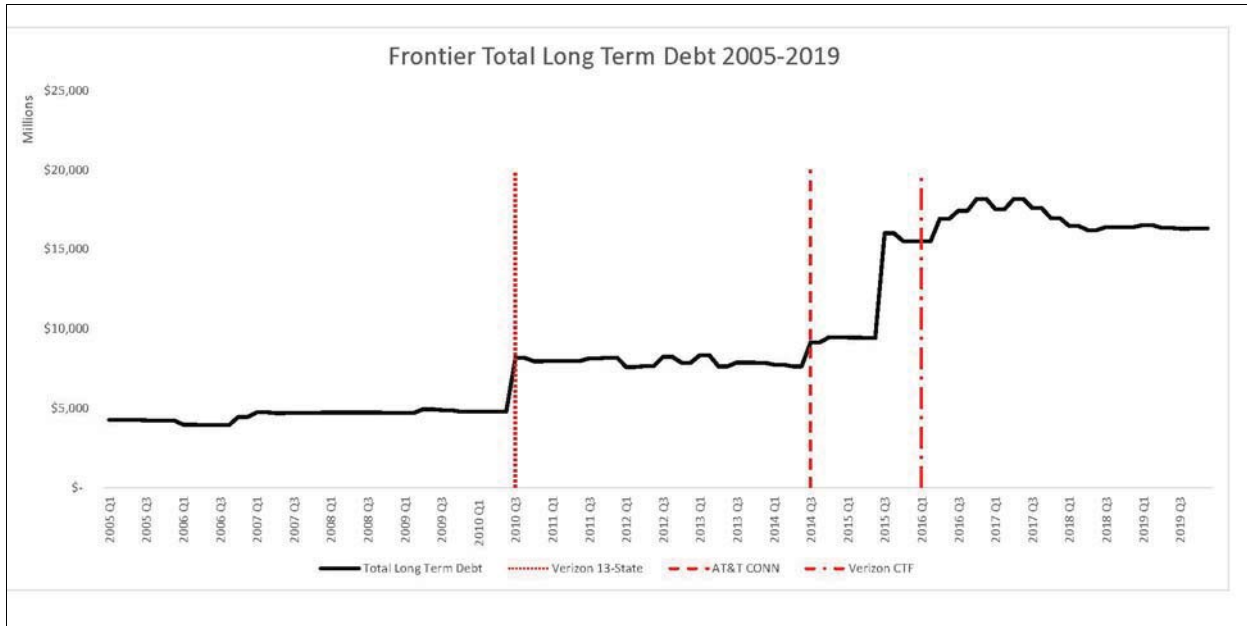


Figure 8.3. Frontier has financed its succession of ILEC acquisitions primarily through the issuance of debt. (Source: Frontier Communications Corp. Forms 10-K, 10-Q)

Frontier's growth strategy has, in each case, involved the absorption of large, multi-state operations, some of which had been larger in size than the pre-acquisition Frontier. Notably, and as illustrated on Figure 8.4 below, each of these acquisitions produced a large, one-time revenue spike followed in each instance by revenue erosion from the new immediate post-acquisition level – producing a sort of “sawtooth” effect. In the first quarter of 2016 – the last 3-month period immediately preceding the Verizon acquisition – Frontier companywide revenue was running at an annual rate of roughly \$5.4-billion. In the second quarter of 2016 – immediately following the Verizon acquisition – Frontier revenue had nearly doubled, jumping to an annual rate of around \$10.4-billion. But by the final quarter of 2019, Frontier's total revenue was running at an annual rate of less than \$7.8-billion. In other words, in less than four years, Frontier had given up more than half of the \$5-billion revenue gain that had resulted from its 2016 CTF acquisition. Note that this revenue erosion was not confined to those three states, but occurred across all of Frontier's operating areas. But the company had acquired that additional \$5-billion in operating revenues by incurring more than \$11-billion in new debt, and while its revenue gain had been cut in half, its total debt remained only slightly below its 2016 post-acquisition level.



Having grossly overpaid Verizon for the 2016 California-Texas-Florida ("CTF") acquisition, Frontier assumed a massive debt burden that cannot be sustained.

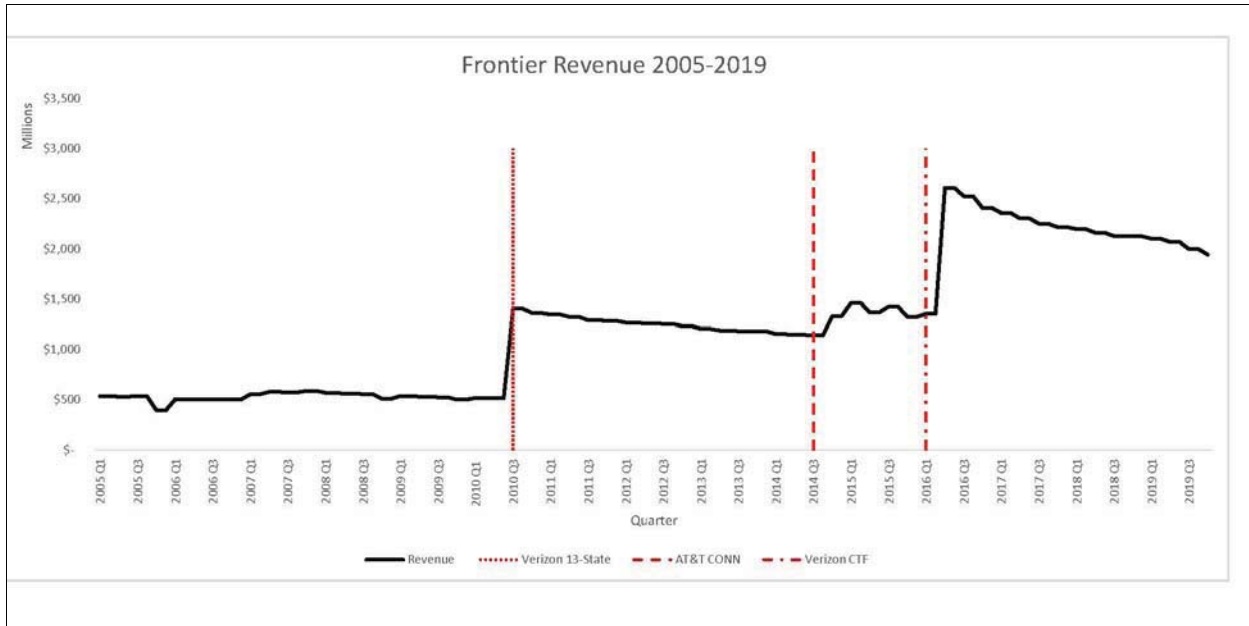


Figure 8.4. Frontier Communications Corp. Revenues, 2005-2019.
(Source: Frontier Communications Corp. Forms 10-K, 10-Q).



Most of that overpayment had been carried as "Goodwill" or "Other Intangibles" on Frontier's corporate balance sheet; by the end of 2019, all of that Goodwill and most of the Other Intangibles have been written off.

The same type of “sawtooth” effect – but even more pronounced – can be seen in the demand for access lines (Figure 8.5). As these “sawtooth” graphs suggest, Frontier was pursuing massive acquisitions into a market – wireline circuit-switched voice telephony – that was already in a steep decline.

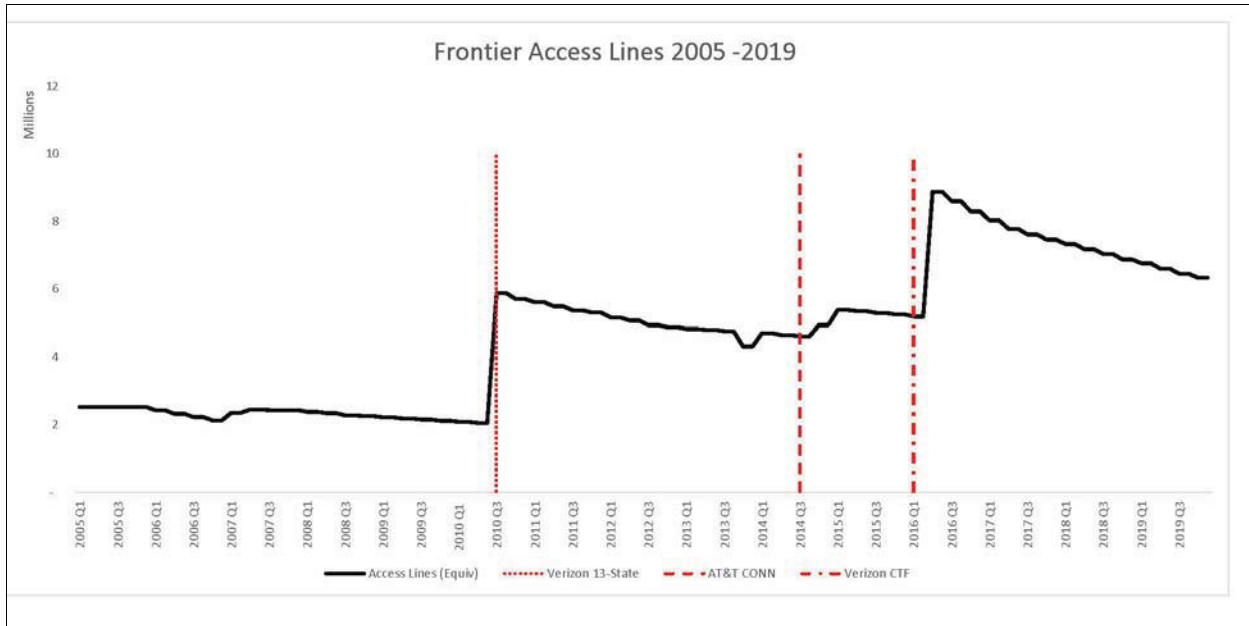


Figure 8.5. Frontier Communications Corp. Switched Access Lines in Service, 2005-2019. (Source: Frontier Communications Corp. Forms 10-K, 10-Q)



By the end of 2019, Frontier's total debt was more than \$18.3-billion, and the Company's total debt service (interest and amortization) payments in 2019 were more than \$3.5-billion.

Frontier's spate of acquisitions dating back to 2006 were accomplished at a total cost of \$22.4-billion, financed by \$10.5-billion in new equity and some \$14.1-billion in new debt.⁵⁹ As shown in Figure 8.3 above, by the end of 2019, Frontier's total debt was more than \$16.3-billion, and the Company's total debt service (interest and amortization) payments in 2019 were more than \$3.5-billion.⁶⁰ Together with the persistent drop-off in customers and revenues, this resulted in severe cash flow challenges and major earnings erosion despite the revenue growth overall. At year-end 2019, Frontier's debt-to-revenue ratio was 2.01, up from 1.86 as of year-end 2017. Frontier's cost of debt is now well into the junk bond range. Thus, some \$1.53-billion out of the total 2019 debt service of \$3.54-billion represents interest on that debt.

As we discussed in the Phase 1 Report, in its purchase of Verizon's three ILECs in April 2016, the price that Frontier paid to Verizon was well in excess of the amount that Verizon had

59. Frontier 10-K reports, 2007-2019. In mid-2006, Frontier carried about \$3.95-billion in total long-term debt. At year-end 2016, immediately following the CTF acquisition, Frontier's long-term debt sat at just under \$18.2-billion.

60. Frontier 2019 Form 10-K, at F-5 (Consolidated Balance Sheets); F-6 (Consolidated Statements of Operations); F-8 (Consolidated Statements of Cash Flows).

been carrying on its books for these assets. That excess over book value is carried as “Goodwill” on parent company Frontier Communications, Corp.’s balance sheet. Frontier explained the basis for this treatment as follows: “Goodwill represents the excess of purchase price over the fair value of identifiable tangible and intangible net assets acquired.”⁶¹ Goodwill would not be includable as a rate base asset under RORR, yet its acquisition created a real cost to Frontier in terms of cost of capital (debt and equity) plus any periodical amortization of the premium amount that Frontier may deem it necessary to make. Indeed, it is even possible that the California ILEC could be earning a satisfactory rate of return under traditional RORR standards while sustaining losses on a financial basis, which necessarily includes any premium above book value that it had paid to Verizon for the CTF acquisition

Out of the \$10.54-billion that Frontier paid Verizon when the deal closed in April 2016, it allocated some \$2.5-billion to “Goodwill” and another \$2.16-billion to “Other Intangibles,” which it attributed primarily to the value of Verizon’s 3-state “Customer Base” that was included in the acquisition.⁶² In the case of the Frontier California ILEC entity, Frontier recorded \$517.1-million of Goodwill at the time of acquisition.⁶³ In 2017, Frontier California Goodwill was increased by \$93.97-million to \$611.1-million.⁶⁴ In 2019, the entire \$611.1-million in Goodwill was written-off Frontier California’s regulatory accounting books.⁶⁵ Since Goodwill of this type would never be accepted as a rate base asset for regulatory purposes, it is entirely unclear as to why it was even recorded at all on Frontier’s regulatory accounting records. Only \$6.24-billion out of the total CTF purchase price was associated with “Property, Plant and Equipment.”⁶⁶ At year-end 2016, some \$12-34-billion out of Frontier Communications Corp.’s \$29-billion of Total Assets was associated with Goodwill and Other Intangibles;⁶⁷ at year-end 2019, all of Frontier’s Goodwill had been written off, and its “Other Intangibles” had eroded to just over \$1-billion.⁶⁸

In its 2019 Form 10-K, Frontier explained that it had “recorded aggregate Goodwill Impairments totaling \$5,725 million, \$641 million and \$2,748 million for 2019, 2018 and 2017, respectively. In the third quarter of 2019, [Frontier} impaired the \$276 million remaining balance of [its] goodwill. This impairment and the write down of the balance of [its] goodwill was largely driven by a lower enterprise valuation utilized in [its] testing which reflected, among

61. Frontier 2016 Annual Report and Proxy Statement, at p. F-11.

62. Frontier 2016 Annual Report, at F-15.

63. Frontier California 2016 ARMIS Form 43-02, at Table B-1.

64. Frontier California 2017 ARMIS Form 43-02, at Table B-1.

65. Frontier California 2019 ARMIS Form 43-02, at Table B-1.

66. *Id.*

67. *Id.*, at F-5.

68. Frontier 2019 Form 10-K, at F-5.

other things, pressures on [Frontier’s] business resulting in a continued deterioration in revenue, challenges in achieving improvements in revenue and customer trends, the long-term sustainability of [its] capital structure, and the lower outlook for [its] industry as a whole.”⁶⁹

These write-downs of intangibles resulted in a net 2019 Operating Loss of \$4.87-billion. However, since the write-downs do not affect cash, when the write-downs are ignored, Frontier’s 2019 Operating Income (before the intangible write-downs) was a *positive* \$852-million. But total 2019 debt service payments (principal repayments plus interest) were \$3.54-billion, well in excess of the company’s cash income for that year.⁷⁰

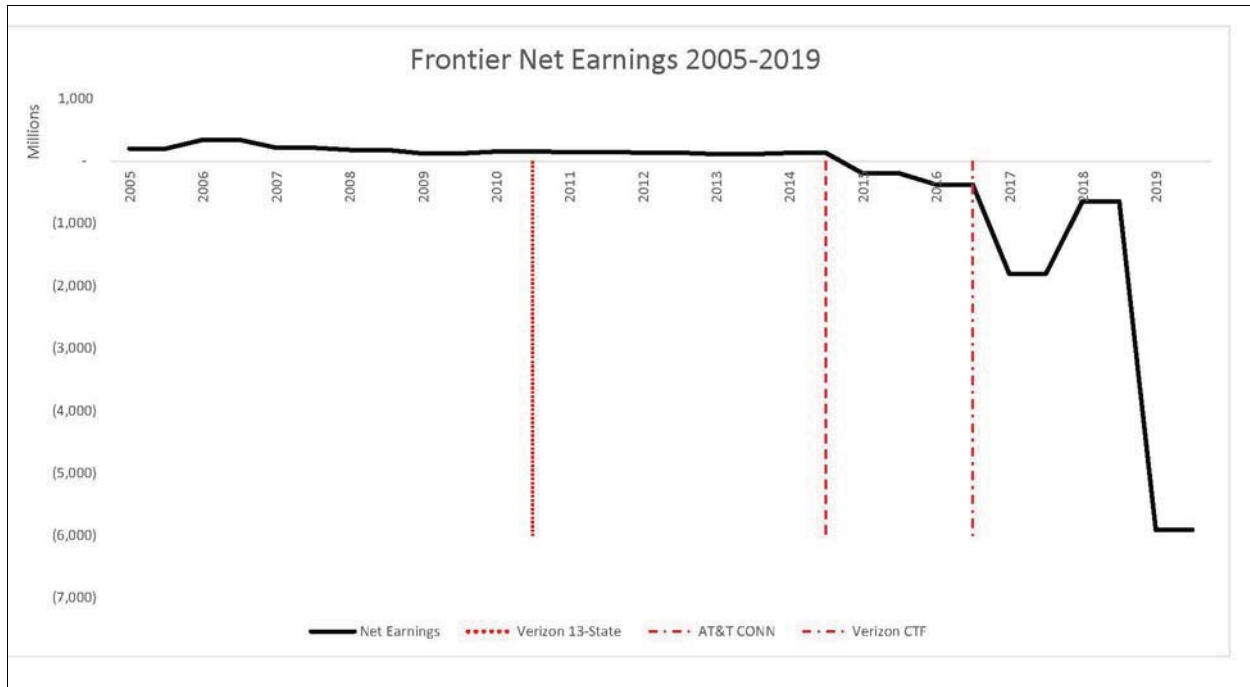


Figure 8.6. Frontier corporate net earnings have plummeted in the years since the 2016 California, Texas and Florida acquisitions from Verizon.

Frontier’s 2019 Form 10-K gives end-of-year long-term debt at \$16.31-billion, with total long-term and current liabilities at \$19.1-billion. Total assets are shown as \$17.49-billion, and total shareholder equity is given as a *negative* \$4.39-billion. Frontier’s spate of major acquisitions, while expanding its overall revenue base, has had precisely the opposite effect upon its overall profitability. As shown in Figure 8.6, the company’s profits, which had peaked in 2006 at over \$350-million, had turned into losses of \$1.8-million in 2017.⁷¹ These decreases in profit

69. *Is.*, at 22.

70. Frontier 2019 Form 10-K, at F-6.

71. Frontier 2017 Form 10-K, at 27.

are driven largely by two main factors – the steady and continuing erosion of its core wireline customer base, and a cost structure that has a large, volume- and traffic-insensitive component. At this point, Frontier has no realistic ability to raise equity capital, and whatever new debt capital that might be available to the company would almost certainly involve massive costs.



Frontier's net income declined following each successive acquisition, to the point where it has now been negative for seven consecutive quarters.

Notably, Verizon had no amount for “Goodwill” shown on its regulatory accounting balance sheet, as reflected on its ARMIS Form 43-02 submissions. However, Frontier California had included a portion of the “Goodwill” resulting from the premium over book value that it had paid for the Verizon California assets on its 2016 and 2017 ARMIS Forms 43-02 filed with the CPUC. In 2016, Frontier California recorded as a gross addition a Goodwill amount of \$511.12-million. For 2017, Goodwill gross additions are shown as \$93.97-million, for a total end-of-year 2017 value of \$611.09-million. To put these amounts in context, consider that, according to Frontier California's Form 43-02 for 2017, the Company's total *net* assets as of the end of 2017 were \$3.42-billion. Thus, the \$611.09-million of Goodwill resulting from the excessive purchase price of the Verizon assets represents 17.9% of the Company's total net assets. As of year-end 2019, the entire remaining \$611.09-million in Verizon California Goodwill was writen off, resulting in total Verizon California net assets of \$3.21-billion

Figure 8.7 compares Frontier's Operating Income with its debt service (debt repayment plus interest) obligations over the 2005-2019 period.



Frontier's meltdown and ultimate Chapter 11 bankruptcy filing confirms the inescapable fact that Frontier had grossly overpaid Verizon for the CTF assets.

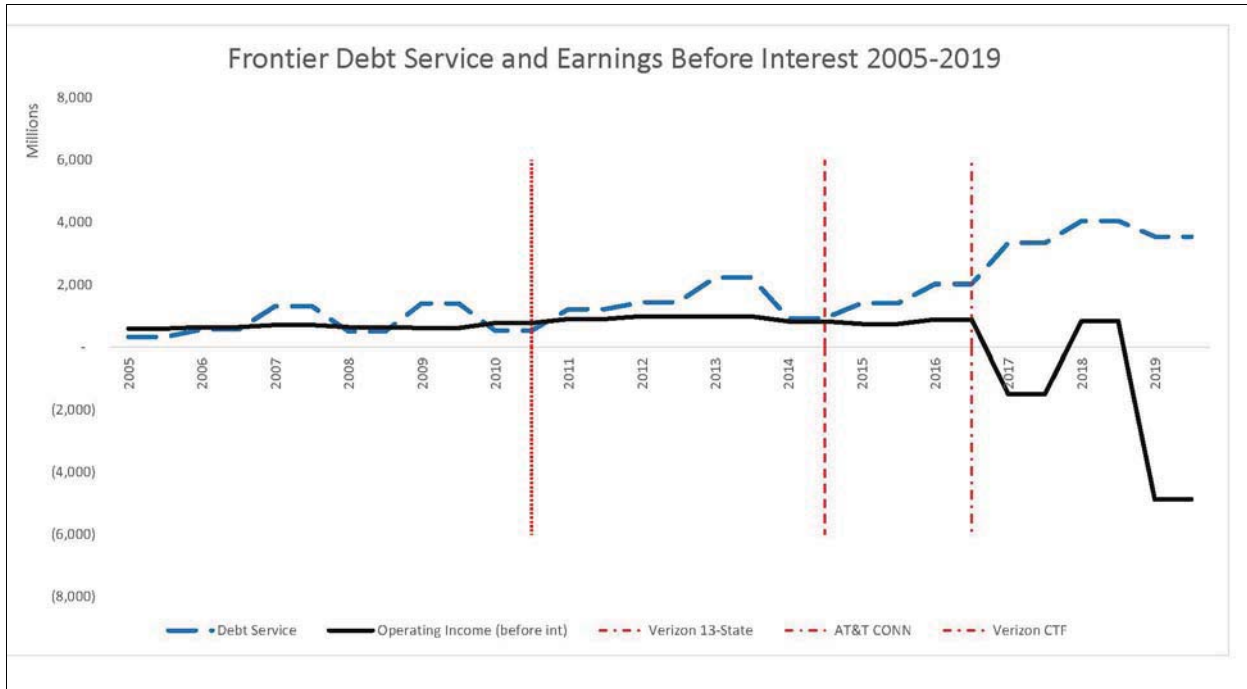


Figure 8.7. Frontier’s corporate debt service continued to increase while its operating revenues have plummeted. (Source: Frontier Communications Corp. Forms 10-K, 10-Q)

In addition to its overall leverage increases resulting from the succession of new debt as reflected in Figure 8.7 above, Frontier’s cost of debt had also been pushed skyward due to a series of downgrades by Moody’s to the company’s credit rating since the CTF acquisition. Moody’s has downgraded Frontier’s credit rating three separate times, from Ba3 to B1 in November 2016, from B1 to B2 in May 2018 and again, from B2 to B3, in November 2018.⁷² Having filed for Chapter 11 protection, Frontier’s access to additional debt or equity financing at this point is all but nonexistent.

Verizon California had been experiencing customer drop-offs for years preceding the Frontier acquisition

Prior to its 2016 sale to Frontier, Verizon California had been experiencing a steady decline in its legacy switched access lines in service for a number of years. Between January 2010 and March 31, 2016, the last day that Verizon owned the company, its switched access lines decreased by about 56.2%, from 2,778,584 to 1,216,829. In fact, between February 5, 2015,

72. Moody’s Investors Service, November 2nd, 2017: “Moody’s downgrades Frontier to B3, outlook remains negative.”

when the Securities Purchase Agreement for the CTF deal was signed by the two companies,⁷³ and the April 1, 2016 closing date, Verizon California switched access lines in service had fallen by 16.3% from about 1,453,444 (as of the end of January 2015) to 1,216,829. We don't have corresponding figures for Texas or Florida, but it's safe to assume that the results there were similar. Incredibly, the Securities Purchase Agreement did not include any provision for an adjustment in the purchase price to reflect any change in the size of the three ILECs' customer base as of the final closing date. The downward trend in the number of legacy circuit-switched access lines persisted into the post-transaction era. By 2019, average circuit-switched access lines in service had fallen by 82.8% relative to the 2010 level. Table 8.2 below extends the average number of switched access lines into the 2016-19 period:

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
	VERIZON						FRONTIER			
VZ/FTRCA	2,641,467	2,322,926	1,991,862	1,706,402	1,507,460	1,368,589	1,154,018	951,351	746,975	615,964
% of 2010		87.9%	75.4%	64.6%	57.1%	56.1%	43.7%	36.0%	28.3%	23.3%
% of FTR acquisition							94.8%	78.2%	61.4%	50.6%

Source: CA POTS lines in service derived from GO 133-C/D § 3.3 and 3.4 Trouble Reports per 100 Lines (TRPH) quarterly filings, 2010-2019. Switched access lines are average over each year. "% of FTR Acquisition" is based upon 1,216,829 FTR Access Lines in Service as of 4/1/16.

Verizon California financial data for 2010 has not been provided. Between 2011 and 2015, Verizon saw a 41.1% drop in average legacy switched access lines over the 2010-2015 period. Notably, despite this, Verizon California gross revenues remained relatively constant through 2015. However, following Frontier's takeover of the company, the California ILEC's revenues went into a steep decline, as summarized on Table 8.3 below:

73. *I/M/O Joint Application of Frontier Communications Corporation, Frontier Communications of America, Inc. (U 5429 C), Verizon California Inc. (U 1002 C), Verizon Long Distance, LLC (U 5732 C, and Newco West Holdings LLC for Approval of Transfer of Control Over Verizon California Inc. and Related Approval of Transfer of Assets and Certifications*, A.15-03-005, filed March 18, 2015, Exhibit 1.

Table 8.3									
VERIZON/FRONTIER OPERATING REVENUES HAVE DECREASED, BUT BY FAR LESS THAN THE DECREASE IN LEGACY SWITCHED ACCESS LINES, 2011-2019 (\$000)									
	2011	2012	2013	2014	2015	2016	2017	2018	2019
	VERIZON					FRONTIER			
Revenues	\$3,128,706	\$2,757,563	\$2,728,855	\$3,285,034	\$3,121,477	\$2,252,145	\$2,054,289	\$1,916,500	\$1,817,655
% of 2011		100.0%	87.2%	119.1%	113.2%	81.7%	65.7%	61.3%	58.1%
Avg. Switched access lines	2,322,926	1,991,862	1,706,402	1,507,460	1,368,589	1,154,018	951,351	746,975	615,964
% of 2011		85.7%	73.5%	64.9%	58.9%	49.7%	40.9%	32.2%	26.5%
Avg. Op. Rev. Per Switched Access Line	\$1,347	\$1,384	\$1,599	\$2,179	\$2,281	\$1,951	\$2,159	\$2,565	\$2,951
NOTE DATA FOR 2010 IS NOT AVAILABLE, SO ANALYSIS IS BASED ON 2011-2015. Source: Verizon/ Frontier CA ARMIS Form 43-01 as filed with CPUC; POTS lines in service derived from GO 133-C/D § 3.3 and 3.4 Trouble Reports per 100 Lines (TRPH) quarterly filings, 2010-2019. Switched access lines are average over each year.									

Of course, a portion of the Verizon/Frontier California operating revenues come from services other than legacy POTS lines. It is thus instructive to compare the decrease in switched access lines more directly with the principal revenue sources associated with these services. Fortunately, more detailed revenue data is provided in the annual financial reports, ARMIS Forms 43-01, 43-02 and 43-03, that were filed by Verizon and Frontier with the CPUC. However, this breakdown is only available for the period of Verizon ownership (2011-2015) and for the former GTE California (U-1002) entity, as summarized in Table 8.4 below.

As these data demonstrate, when confined to only those revenue sources directly attributable to legacy switched access line services – specifically, USOA Account 5001 (Basic Area Revenue), USOA Account 5081 (End User Common Line revenue), and USOA Account 5082 (Switched Access revenue) – Verizon California legacy access line-related revenues decreased by about 38.8%, only slightly less than the 42% drop in switched access line demand, over the 2011-2015 period. Switched access rates, which remain subject to tariff at both the state and federal levels, had remained unchanged over the 2010-2017 period.

Table 8.4

VERIZON/FRONTIER CALIFORNIA (U-1002) LEGACY SWITCHED ACCESS LINE REVENUES HAVE DECREASED ROUGHLY IN PROPORTION TO THE DECREASE IN LEGACY SWITCHED ACCESS LINES, 2011-2019 (\$000)

	2011	2012	2013	2014	2015	2016	2017	2018	2019
	VERIZON					FRONTIER			
USOA Acct 5001 Basic Area Rev	\$670,218	\$566,696	\$591,229	\$429,960	\$389,036	\$282,413	\$219,314	\$199,756	\$182,426
USOA Acct 5081 EUCL Revenue	\$220,551	\$198,073	\$191,186	\$186,869	\$171,415	\$123,579	\$97,175	\$83,601	\$76,615
USOA Acct 5082 Switched Access	\$174,462	\$44,270	\$42,549	\$114,878	\$91,143	\$88,246	\$79,357	\$71,691	\$66,513
Total switched access line rev	\$1,065,231	\$809,039	\$824,964	\$731,707	\$651,594	\$494,238	\$395,846	\$355,048	\$325,554
% of 2011		75.95%	77.44%	68.69%	61.17%	46.40%	37.16%	33.33%	30.56%
Avg. Switched access lines (000)	2,322,926	1,991,862	1,706,402	1,507,460	1,368,589	1,154,018	951,351	746,975	615,964
% of 2011		85.75%	73.46%	64.89%	58.92%	49.68%	40.95%	32.16%	26.52%
\$ per switched access line	\$458.57	\$406.17	\$483.45	\$485.39	\$476.11	\$428.28	\$416.09	\$475.31	\$528.53

NOTE DATA FOR 2010 IS NOT AVAILABLE. ANALYSIS IS BASED ON 2011-2015. Source: Verizon CA ARMIS Form 43-01 as filed with CPUC; POTS lines in service derived from GO 133-C/D § 3.3 and 3.4 Trouble Reports per 100 Lines (TRPH) quarterly filings, 2011-2015. Switched access lines are average over each year.

However, local switched POTS access line rates other than California LifeLine⁷⁴ have been detariffed and have been subject to modest rate increases – substantially less than those implemented by AT&T California – over the 2010-2017 period, as shown in Table 8.5 below:

74. PU Code § 871.5(a) caps LifeLine rates at one-half of the 1FR rate for flat-rate basic residential service.

		Flat-rate Residence (1FR)			Measured-rate Residence (1MR)		
Year	Eff date	Monthly Rate	% incr since onset of URF	% incr relative to 1/1/10	Monthly Rate	% incr since onset of URF	% incr relative to 1/1/10
2006	9/1/2006	\$16.85	–		\$10.00	–	
2008	1/1/2008	\$17.25	2.37%		\$10.24	2.40%	
2009	1/1/2009	\$19.50	15.73%		\$11.80	18.00%	
2010	1/1/2010	\$19.50	15.73%	–	\$11.80	18.00%	–
2011	1/1/2011	\$20.50	21.66%	5.13%	\$12.39	23.90%	5.00%
2012	3/1/2012	\$20.50	21.66%	5.13%	\$12.39	23.90%	5.00%
2013	1/1/2013	\$20.50	21.66%	5.13%	\$12.39	23.90%	5.00%
2014	1/1/2014	\$22.00	30.56%	12.82%	\$13.40	34.00%	13.56%
2015	1/1/2015	\$22.00	30.56%	12.82%	\$13.40	34.00%	13.56%
2016	1/1/2016	\$22.00	30.56%	12.82%	\$13.40	34.00%	13.56%
2017	1/1/2017	\$22.00	30.56%	12.82%	\$13.40	34.00%	13.56%
2018	1/1/2018	\$22.00	30.56%	12.82%	\$13.40	34.00%	13.56%
2019	1/1/2019	\$22.00	30.56%	12.82%	\$13.40	34.00%	13.56%
2020	1/1/2020	\$22.50	33.53%	15.38%	\$15.00	50.00%	27.12%

Source: CPUC Communications Division Staff.

It is instructive to compare the history of Verizon California rate increases to those imposed by AT&T California as summarized on Table 4A.10 (and referenced in Chapter 7). Historically, Verizon (and its predecessor GTE) basic local residential service rates were always higher than those of AT&T (Pacific Bell). However, that relationship changed in 2012, when AT&T raised its flat-rate residential service rate to \$21.00. Since the onset of URF, AT&T California has increased the price for its flat-rate residential POTS service by 152.57% vs. Verizon's 30.56% increase over the comparable time frame. Looking only at the 2010-2019 period under examination in this study, AT&T has raised its flat-rate residence rate by 64.13% vs. 12.82% for Verizon/Frontier.



Unlike AT&T, which had raised its legacy flat-rate residential POTS rates by 152% since the onset of URF, Verizon's rates for this service had risen by only 31% as of the date of the sale to Frontier, and Frontier had not effected any rate increase since the acquisition through the end of 2019.

Verizon California had been consistently disinvesting in its California local network infrastructure, and Frontier has been pursuing a similar strategy.

As we noted in our Phase 1 Report, Verizon California would typically pay dividends to its parent company that exceeded its net operating income. We view such practices as constituting *disinvestment*, in that by paying dividends in excess of earnings, the subsidiary (Verizon California) is effectively transferring a portion of its capital base to its parent. Since taking over the company in April 2016, Frontier California has issued no dividends to its parent, Frontier Communications Corporation. However, Frontier’s total net income was actually a loss of \$476-million. Frontier California did have positive net income in 2017, but paid no dividend to its parent.

Disinvestment also arises when retirements and depreciation accruals exceed the gross plant additions in any given year or cumulatively over time. This has the effect of reducing Net Plant in Service, a condition that has prevailed under Frontier ownership of the company. Since taking over the company, Frontier has invested \$914.7-million (net of adjustments) in gross plant additions, but has recorded \$188.3-million in retirements and has taken \$1.74-billion in depreciation accruals – a net *disinvestment* of just over \$1-billion.

	2016	2017	2018	2019	TOTAL
BOY Gross Telecom Plant in Service (TPIS)	13,496,895	13,392,504	13,689,509	13,973,021	
Gross Plant Additions	80,373	428,559	301,398	261,783	1,072,113
Retirements	190	(135,489)	(19,406)	(33,199)	(188,284)
Transfers/Adjustments	(164,574)	3,934	1,521	1,800	(157,319)
EOY Gross Telecom Plant in Service	13,392,504	13,689,508	13,973,022	14,203,405	
Annual TPIS depreciation accruals (acct 6561)	316,101	428,639	534,449	466,099	1,745,288
Cumulative depreciation reserve	11,229,881	11,229,881	12,116,741	12,560,117	
Net EOY TPIS	2,162,623	2,459,627	1,856,281	1,643,288	
Net/Gross TPIS	16.15%	17.07%	13.28%	11.57%	
Change in Net Telecommunications Plant in Service since FTR takeover					(469,557)
Change in Net Telecommunications Plant in Service since Network Exam Phase 1					(816,339)
NOTE: In response to a Communications Division data request, Frontier prepared Forms 43-02 for 2016 and 2017 that included both the former GTE and former Continental study areas. The figures shown here for 2016 and 2017 thus include both the GTE and Contel results. The accounting treatment that Frontier had adopted reflects the pre-acquisition condition of Frontier's books as of January 1, 2016. The TPIS from Verizon California that was transferred to Frontier on April 1, 2016 had been included in the 2016 "Transfer/Adjustment" on Frontier's 2016 Form 43-02. As submitted, Frontier had reported the beginning-of-year 2016 amount for TPIS as 0 and showed a positive adjustment of \$13,332,321. For consistency, the BOY TPIS for 2016 is shown on this Table is the EOY 2015 amount as carried on Verizon California's books, and the 2016 "Adjustment" has been modified to reflect only the net adjustment to TPIS, a negative \$164,574. The "Change in Net TPIS Since FTR takeover" is calculated relative to Verizon California's EOY 2015 Net TPIS of \$ 2,112,845.					

Verizon/Frontier California's Gross Telecommunications Plant in Service ("TPIS") increased over the 2016-2019 period. Total Gross Plant Additions – \$1.07-billion – were exceeded by the total depreciation accruals taken over the corresponding period – \$1.75-billion – which, together with a negative \$157-million in net Transfers and Adjustments, resulted in a net *disinvestment* (change in net TPIS) of a negative \$469.5-million. In fact, in the two years following the time period of Phase 1 of this Network Examination, Frontier-California's net TPIS decreased from \$2.46-billion at end-of-year 2017 to \$1.64-billion as of the end of 2019, a decrease of \$816-million.



Since acquiring the California ILEC from Verizon in 2016, Frontier continued to invest less in Gross Plant Additions than it took in retirements and depreciation accruals, resulting in a net disinvestment of 469.5-million..

Frontier California's nominally reported revenues, expenses and net income cannot by themselves provide a complete or accurate picture of the ILEC entity's financial performance, because they do not fully account for the extensive nature and amount of inter-affiliate transactions that take place on an ongoing basis between the Frontier California ILEC entity and numerous other affiliates that are themselves, directly or indirectly, wholly owned by the parent company. These transactions involve both *purchases* made by the ILEC from other Frontier affiliates as well as *sales* made by the ILEC to other Frontier affiliates.⁷⁵ Table 8.7 below provides a summary of these transactions and their relationship to Frontier California's overall revenues and operating expenses. Frontier advises that it "is not selling any services to affiliates"⁷⁶ and its ARMIS filings show zero revenue from such sales.

75. See Frontier California's response to CD DR 12-F-10. Frontier states that it "" Response to CD DR 12-F-10(d).

76. Frontier Response to DR 12-F-10(d).

Table 8.7				
FRONTIER CALIFORNIA				
AFFILIATE TRANSACTIONS WITH OTHER FRONTIER UNITS, 2016-2019				
(\$000)				
	2016	2017	2018	2019
Frontier California operating revenue ⁷⁷	819,948	2,054,287	1,916,501	1,817,555
Sales to other FTR affiliates	0	0	0	0
Pct of revenues from sales to other FTR affiliates	0.00%	0.00%	0.00%	0.00%
FTR CA pre-tax OpEx excl depr/amort ⁷⁸	863,814	1,213,774	1,160,941	1,116,584
Services Purchased from FTR affiliates	394,290	490,169	488,602	506,213
Pct of total OpEx paid to FTR affiliates	45.65%	40.38%	42.09%	45.34%
Source: Frontier CA ARMIS Form 43-02, Table I-1, I-2, Form 43-03, as filed annually with CPUC.				

With the exception of tariffed switched and special access services that were (presumably) being purchased from Frontier California by various other Frontier affiliates, the specific *transfer prices* at which these transactions are recorded can hardly be viewed as being set on the basis of arm's length negotiations. Since both the seller and buyer in each instance are wholly-owned by the same parent company, the nominal transfer price has little or no effect upon the parent company's bottom line. However, if it is the parent company's goal to extract cash from the ILEC entity, setting an inflated transfer price can accomplish this as effectively as making a dividend payment to the parent, but with far less exposure as to the precise purpose of the policy. As Table 8.7 demonstrates, from 2016 onward, in the range of 40% to 45% of Frontier California total operating expenses net of depreciation and amortization were paid over to other Frontier affiliates for services rendered.

77. ARMIS Form 43-02, Table I-1, for 2016-2019. Revenue and expense figures for the nine months of Frontier ownership during 2016 was derived by subtracting the Verizon account records as of the April 1, 2016 closing date, provided in response to DR 12-F-3, "Attachment 12-F-3 - Confidential Verizon provided income statement data (Frontier CA).xlsx".

78. Amounts shown are calculated as Total Operating Expenses (Form 43-03 Line 720) – Depreciation/Amortization expenses (Form 43-03 Line 6560), which represents current cash operating expenses. The source data for this calculation is as follows:

	2016	2017	2018	2019
Line 720 Total Operating Exp	1,704,838	1,642,411	1,695,390	1,817,555
Line 6560 Depre/Amort	316,100	428,637	534,449	466,099



Because so much of Frontier California’s operating expenses involved payments to other Frontier affiliates via inter-affiliate transactions, its nominally reported expenses and net income cannot by themselves provide a complete or accurate picture of the ILEC entity’s financial performance.

Prior to the sale of the three CTF ILECs to Frontier, Verizon had also provided an extensive array of services to these (and to all of its other) ILECs out of centralized service affiliates and other entities. Notably, Frontier had expressly stated – to investors and in testimony before this Commission in support of its assessment as to the financial merit of the 2016 Verizon ILEC acquisition – that it had concluded that the payments allocated by the three CTF ILECs to the parent Verizon Communications, Inc. for centralized and other affiliate services were excessive and that these could be accomplished at considerably lower cost by Frontier.⁷⁹



Frontier’s assessment as to the economic merit of the 2016 Verizon ILEC acquisition was heavily influenced by its belief that Verizon affiliate charges for centralized services were much higher than the cost that Frontier would incur to provide comparable services to these ILECs.

The focus of Frontier California’s capital investments over the 2016-2019 period

Frontier has provided accounting data at the wire center level for the 2018-2019 Phase 2 period. Account-level gross plant additions provide an indication as to both the type and geographic locations of Frontier’s capital spending in California.⁸⁰ Table 8.8 below summarizes the types of capital expenditures that Frontier California has made during the 2018-2019 Phase 2 study period.

79. *I/M/O Joint Application of Frontier Communications Corporation, Frontier Communications of America, Inc. (U5429C), Verizon California, Inc. (U1002C), Verizon Long Distance LLC (U5732C), and Newco West Holdings LLC for Approval of Transfer of Control Over Verizon California, Inc. and Related Approval of Transfer of Assets and Certifications*, A.15-03-005, Direct Testimony of John M. Jureller, Executive Vice President and Chief Financial Officer, Frontier Communications Corporation, May 11, 2015, at 30 (“The Company estimates \$700 million in annualized corporate consolidated cost efficiencies for the pro forma combined company primarily through costs that do not transfer to Frontier at the closing of the transaction.”), 25 (“While noting that [Standard & Poor’s] eventual rating will depend on the specific funding for the Transaction, the agency explained that its current ratings affirmation reflects a view that ‘the acquisition offers some business benefits and significant potential cost synergies’ arising to a great extent from avoided expenses previously allocated by Verizon to the acquired assets.”). Citations omitted.

80. See Frontier California Responses to CD DR 11-F-8 through 11-F-12.

Table 8.8

**FRONTIER CALIFORNIA
GROSS PLANT ADDITIONS 2018-2019
BY PLANT ACCOUNT**

Account	Description	2018	2019	TOTAL
2116	Tools and Other Work Equipment	224,934	47,939	272,873
2121	Buildings.	10,763,182	3,152,049	13,915,231
2124	General purpose computers.	9,237	95,602	104,839
2212	Digital electronic switching.	2,231,119	4,801,573	7,032,691
2231	Radio systems.	19,239		19,239
2232	Circuit equipment.	43,384,030	31,218,537	74,602,568
2362	Other terminal equipment.	12,748,829	6,577,281	19,326,111
2411	Poles.	68,354,060	74,805,934	143,159,993
2421	Aerial cable.	33,084,879	30,325,783	63,410,662
2422	Underground cable.	37,897,251	39,655,345	77,552,596
2423	Buried cable.	85,072,885	60,635,943	145,708,827
2426	Intrabuilding network cable.		391,545	391,545
2441	Conduit systems.	7,175,708	9,670,698	16,846,406
2681	Capital leases.	432,764		432,764
2712	NON-REG INTERNET EQUIPMENT		102,916	102,916
2732	NON-REG INTERNET EQUIPMENT	46,755	8,828	55,583
2744	NON-REG INTERNET EQUIPMENT	238,519		238,519
2745	NON-REG INTERNET EQUIPMENT	38,142	586,083	624,224
2746	NON-REG INTERNET EQUIPMENT	10,662	36,603	47,265
2792	NON-REG INTERNET EQUIPMENT	370,054		370,054
TOTAL ALL ACCOUNTS		302,102,248	262,112,658	564,214,905
TOTAL REG ACCOUNTS		301,398,116	261,378,229	562,776,345
CENTRAL OFFICE PLANT		45,634,388	36,020,110	81,654,498
OUTSIDE PLANT		231,584,781	215,485,247	447,070,029
OTHER REGULATORY PLANT		24,178,946	9,872,871	34,051,818
TOTAL NON-REG ACCOUNTS		704,132	734,429	1,438,561
% NON-REG		0.23%	0.28%	0.25%

Frontier has provided annual data for 2016 through 2019 by account and by wire center in response to DR-03F, DR-04F and, for 2018-2019, in its response to DR 11F. Frontier was also asked to provide annual 2018-2019 data on construction and rehabilitation expenditures for outside plant and for central office plant.

Overall, Frontier California (both the former GTE California and Continental Telephone components) made gross plant additions totaling \$946.9-million over the 45 months from April 2016 (when Frontier acquired the company) through December 2019. As shown in Table 8.9 below, \$176.3-million was spent on central office equipment (COE) (including both switches and circuit equipment), and \$717.8-million was spend on outside plant (OSP).

	2016	2017	2018	2019	TOTAL
Gross Plant Additions	60,503,799	323,586,362	301,398,116	261,378,229	946,866,506
COE	16,910,928	77,728,183	45,634,388	36,020,110	176,293,609
OSP	41,953,891	228,765,798	231,584,781	215,485,247	717,789,717
Other	1,638,980	17,092,381	24,178,947	9,872,872	52,783,180
Source: Frontier Response to DR-03F. The COE and OSP categories combined are slightly less than the total gross additions, which also include several minor asset categories.					

Since taking over the Company in April 2016, Frontier has directed some 75.8% of total gross additions toward outside plant, with another 18.6% gong to central office equipment. Focusing specifically upon 2018-2019, Frontier has provided account level plant additions by wire center, as well as Forms 43-02 for those same years.

Frontier's 2018-19 plant additions were spread across 247 wire centers, and ranged in magnitude from a few thousand dollars to \$52.6-million. However, roughly 63.8% of the total 4-year spend was directed toward only 30 individual wire centers, as summarized in Table 8.10.

Tables 8.11 and 8.12 provide more details on Frontier California's capital spending by individual wire center and by plant accout. Table 8.11 provides this data for each of Frontier's 247 California wire centers, sorted alphabetically by wire center name. Table 8.12 provides the same data, sorted by total gross plant addition spending, from highest to lowest.

Table 8.10

FRONTIER CALIFORNIA

GROSS PLANT ADDITIONS

30 WIRE CENTERS WITH LARGEST SPEND

2018-2018

Wire Center	Gross Plant Additions	Pct of Total
ANZA	52,653,317	9.33%
TORRANCE	49,517,144	8.78%
SAN BERNARDINO	47,793,287	8.47%
LA VERNE	44,244,163	7.84%
MALIBU	29,632,161	5.25%
LONG BEACH	11,624,434	2.06%
ADELANTO	10,092,536	1.79%
LA PUENTE	9,158,605	1.62%
ONTARIO	8,921,361	1.58%
WHITTIER	8,824,810	1.56%
Huntington Beach	7,169,619	1.27%
WESTMINSTER	6,858,353	1.22%
HESPERIA	5,546,481	0.98%
LANCASTER	5,081,545	0.90%
WILLOW CREEK	4,911,000	0.87%
Santa Monica	4,600,613	0.82%
VICTORVILLE	4,536,395	0.80%
BIG BEAR LAKE	4,380,012	0.78%
COVINA	4,310,449	0.76%
APPLE VALLEY	4,210,201	0.75%
SANTA BARBARA	4,152,509	0.74%
HEMET	3,987,089	0.71%
NOVATO	3,926,776	0.70%
REDLANDS	3,849,081	0.68%
PERRIS	3,791,804	0.67%
NORWALK	3,586,445	0.64%
DOWNEY	3,262,674	0.58%
SANTA MARIA	3,090,196	0.55%
PALM SPRINGS	3,031,956	0.54%
INDIO	3,018,409	0.53%
Total -- Highest 30 wire centers	359,763,423	63.76%
Total Gross plant additions	564,214,905	100.00%

Table 8.11

Wire Center	TOTAL	2116	2121	2124	2122	2231	2232	2362	2411	2421	US ON PLANT ACCOUNT	2426	2441	2681	2712	2732	2744	2745	2746	2792
ADELANTO	10,952,536		5,324			1,585,659	268,932	424,124	114,147	1,297,113	728,107	5,712,171	28,007					74,887	132	
ALDERPOINT	178,738								38,422	32,679										
ALPAUGH	81,969		8			43,539														
ANZA	52,653,317					5,886,412	186,645	324,816	4,844,701	590,902	40,520,243	130,876						60,075	8,646	
APPLE VALLEY	4,210,201		104,426			723,898	739,632	1,660,261	226,110	541,678	42,476	171,720								
ARROWHEAD/FARMS	1,626,913					54,066			1,469,535	84,264	19,049									
ARIZONA	1,774,273					202,762	32,753		588,143	66,551	(15,714)	12,027								
ARIZONA	1,774,273					202,762	32,753		588,143	66,551	(15,714)	12,027								
ARIZONA	1,774,273					202,762	32,753		588,143	66,551	(15,714)	12,027								
BADGER	1,103,341					37,979			65,362	60,225	1,896									
BADGER	1,103,341					37,979			65,362	60,225	1,896									
BALDWIN PARK	2,789,418	380,779				272,089			1,427,929	128,692	528,454	37,483								
BALDWIN PARK	2,789,418	380,779				272,089			1,427,929	128,692	528,454	37,483								
BANNING	1,703,323					226,185			1,288,186	9,737	163,184	16,031								
BANNING	1,703,323					226,185			1,288,186	9,737	163,184	16,031								
BARSTOW	2,438,680					229,108	176,550		940,843	121,343	971,836									
BARSTOW	2,438,680					229,108	176,550		940,843	121,343	971,836									
BEAUMONT	2,853,141					221,279			48,613	847,180	77,513	395,975								
BEAUMONT	2,853,141					221,279			48,613	847,180	77,513	395,975								
BEL AIR	1,283,863					196,730			66,453		408,014									
BEL AIR	1,283,863					196,730			66,453		408,014									
BELLFLOWER	1,427,856					183,706			136,006	222,829										
BELLFLOWER	1,427,856					183,706			136,006	222,829										
BENTON	827,421					141,233			1,058,988	44,827	738,176									
BENTON	827,421					141,233			1,058,988	44,827	738,176									
BERMUDA DUNES	649,431					28,233	166,500		142,211	3,451	233,547	71,163								
BERMUDA DUNES	649,431					28,233	166,500		142,211	3,451	233,547	71,163								
BIG BEAR CITY	1,601,957		318,681			7,814			1,147,181	28,281										
BIG BEAR CITY	1,601,957		318,681			7,814			1,147,181	28,281										
BIG BEAR LAKE	4,380,012					6,174			686,777	22,003	615,598	5,062	3,044,388							
BIG BEAR LAKE	4,380,012					6,174			686,777	22,003	615,598	5,062	3,044,388							
BIG PINE	2,600,007					102,396	35,004		103,608	15,984	23,015									
BISHOP	938,389		43,621			142,554	37,022		546,798	73,256	70,372									
BISHOP	938,389		43,621			142,554	37,022		546,798	73,256	70,372									
BORON	1,827,636					118,766	33,872		188,030	15,594	4,983									
BORON	1,827,636					118,766	33,872		188,030	15,594	4,983									
BRIDGEPORT	1,004,643					63,518	213,525		195,426	38,782	30,121									
BRIDGEPORT	1,004,643					63,518	213,525		195,426	38,782	30,121									
BUTTONWILLOW	72,422					29,765			57,661	14,761										
BUTTONWILLOW	72,422					29,765			57,661	14,761										
CALIFORNIA CITY	422,332								377,076	2,208	10,053	3,230								
CALIFORNIA CITY	422,332								377,076	2,208	10,053	3,230								
CALIFORNIA HOT SPRINGS	70,120								70,120											
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CALIFORNIA HOT SPRINGS	70,120								70,120											

Table 8.11: GROSS PLANT ADDITIONS 2018-2019 (continued)

Wire Center	TOTAL	2116	2121	2124	2212	2231	2332	2362	2411	2421	2422	2423	2426	2441	2444	2732	2744	2745	2746	2792
Guinda	40,408						40,408													
HAYFORK	370,538						3,558	35,649	356,887	10,113	(316,785)									
HELENDALE-SILVERLAKES	(229,176)						51,960	97,554	1,384,709	594,028	1,203,953	35,776		506,317						
HERMOSA BEACH	3,182,739						434,799	97,554	1,384,709	1,603,664	3,707,761									
HERSHERIA	5,146,481		974,862				630,464	557,230	2,750,540	107,409	1,428,729			46,922						
HOMELAND	1,871,200				47,185		149,365	460,477	409,405	18,211	446,150	447,369		283,956						
HOMESTEAD VALLEY	1,351,816				12,304		460,477	131,014	42,272	111,969	90,902	419,670		83,208						
HOOPA	379,305				291,925		632,016	196,047	330,371	41,734	7,200	9,432	391,545	1,687,888						
Huntington Beach	7,169,619		37,284				83,815	531,549	70,744		17,400	4,722								
IDYLLWILD	900,385						16,743	16,743	67,463	67,463	2,731			36,848						
INDIAPENDENCE	3,019,439		738,757				315,723	225,181	874,038	62,581	189,719			34,889						
INYO KERN	898,391						50,889	37,417	208,369	38,763	17,963	4,033								
JOSHUA TREE	357,445						63,556	36,766	191,175	29,733										
JUNE LAKE	321,230						104,108		499,989	158,962	1,231									
KENWOOD	162,676				38,810		51,705		1,850	65,519	362,625	43,770								
KERNVILLE	832,307						407,592		3,901,104	446,061	3,774,558	51,098		64,778						
KNIGHTS LANDING	2,170,705						175,640		54,357	8,830,018	314,878	28,057,966		5,474						
LA PUENTE	9,158,605		513,412				6,136,762	126,025	432,562	108	363,591	17,035		585,258						
LA QUINTA	760,826		75,320				180,001	221,326	289,029	108	363,591	17,035		31,547						
LA VERNE	44,244,163		52,622		31		189,806		429,315	(44,304)	286,389	17,035		585,258						
LAGUNA BEACH	2,816,783		1,207,488				125,019		745,406	1,206,339	36,157			6,132						
LAKE HUGHES	919,798						1,271,925	57,194	2,020,013	205,069	24,006									
LAKE ISABELLA	1,479,504						2,743		907,866	24,937	25,605			21,525						
LANCASTER	5,091,546						75,325	37,159	67,684	21,748	25,605			21,525						
LANTONVILLE	1,162,434						53,606		53,818	31,947	30,550			13,972						
LAYTONVILLE	935,526						118,543		499,461	163,701	183,870			13,245						
LEE WINING	329,045		79,002				146,121		161,818	183,870	22,614			62,517						
LEGGETT	85,764						7,416		2,954	9,989	588,789			5,052						
LEMON COVE	197,503						133,024	62,861	368,581	1,049,417	184,269	2,673		5,474						
LEMON COVE	934,640						225,910		1,049,417	184,269	2,673			5,474						
LINDEN	525,178						108,217		37,059	236,174	37,143			25,012						
LINDSEY	1,188,650						1,072,895	662,526	6,564,440	551,274	2,222,227	58,608		42,279						
LOMA LINDA	1,188,650						153,440		153,440	4,439				42,279						
LOMPOC	1,719,881						597,109	164,416	560,816	335,117	12,774			48,717						
LONG BEACH	566,047		384,461				487,961	1,016	1,423,650	119,739	586,675			73,689						
LONG BEACH	11,624,434		7,541				257,502	7,444	26,895	157,666	322,492									
LOS ALAMOS	2,655,508						294,541	168,819	824,861	157,666	322,492									
LOS ALAMOS	1,390,026						4,021,578	371,486	1,093,280	9,897,441	249,012	13,743,658		238,519						
Los Gatos	2,815,997						114,443	58,283	38,097	93,535	182,829	13,595		13,885						
LOS ANGELES	1,930,026						48,591	29,332	88,601	41,192	48,606	4,827		20,275						
Los Gatos	2,815,997						15,903	61,598	330,028	69,131	122,419			20,275						
LOS ANGELES	1,930,026						253,600	7,192	344,452	(11,612)	59,373			(3,050)						
LOS HILLS	2,207,446						36,109		146,539	9,323	26,881			23,451						
LOS HILLS	2,207,446						175,673	18,685	52,108	127,003	3,000			42,712						
LUCERNE VALLEY	1,815,148		46,769				114,443	58,283	38,097	93,535	182,829	13,595		13,885						
LUCERNE VALLEY	1,815,148						209,112		1,593,770	213,374	47,866	4,827		20,275						
MAD RIVER	115,378						253,413		639,242	64,471	1,576,250			(3,050)						
MAD RIVER	115,378						222,688	150,786	111,362	294,171	1,576,250			23,451						
MALIBU	29,632,161		245				617,480	169,936	201,676	99,340	413,786	252,428		128,487						
MALIBU	29,632,161						70,263		913,216	219,848	119,348	5,346		22,731						
MAMMOTH LAKES	289,274						39,390		450,903	275	75,516	157,228		22,731						
MANHATTAN BEACH	712,567						142,236	46,268	450,903	219,234	75,516	157,228		22,731						
MARICOPA	659,639						153,278	56,554	214,899	1	333,259	1,330								
MARICOPA	659,639						49,669	86,719	119,449	8,131	60,900									
MCFARLAND	225,455						340,751	6,163	1,439,086	262,445	852,397	3,665		14,209						
MCFARLAND	225,455						340,751	6,163	1,439,086	262,445	852,397	3,665		14,209						
MCKITTRICK	81,203						1,120,026	7,430	317,117	1,298,174	118,464	1,043,949		14,209						
MECCA	402,985						127,073		151,595	66,658	106,637			8,808						
MECCA	402,985						127,073		151,595	66,658	106,637			8,808						
MENLO PARK	515,667						70,876		122,925	363,651	5,574,103	905,900		861,391						
MIRAMONTE	276,586						1,359,004	21,667	1,747,719	196,246	28,899			861,391						
MIRAMONTE	276,586						59,510		1,196,886	196,246	28,899			861,391						
MONROVIA	2,391,431						602,815	44,861	1,138,993	93,703	338,324			35						
MORGAN HILL	2,819,793						132,171	143,775	547,598	39,703	71,572			35						
MORGAN HILL	2,819,793						132,171	143,775	547,598	39,703	71,572			35						
MORONGO VALLEY	5,057,732						433,200	300,289	1,245,038	560,459	137,748			3,001						
MORONGO VALLEY	5,057,732						864,129	1,123	843,977	28,834	863,934	94,483		73,078						
MURRIETA	2,091,434		107,095				32,768		664,913	194,520	184,520			1,737						
MURRIETA	2,091,434						32,768		664,913	194,520	184,520			1,737						
MUSCOY DEVORE	1,398,997						57,683	8,469	(70,904)	292,388										
MUSCOY DEVORE	1,398,997						57,683													

Table 8.11: GROSS PLANT ADDITIONS 2018-2019 (Continued)

Wire Center	TOTAL	2116	2121	2124	2212	2231	2232	2262	2411	2421	2422	2423	2426	2441	2481	2712	2732	2744	2745	2746	2792	
PASADENA	133,627	51,936					32,055				48,636											2,792
PERRIS	3,791,804				13,683		571,180	268,463	1,664,218	170,815	124,179			256,953								4,049
PHOENIX	2,098,878				120,711		277,537	337,333	635,861	334,313	685,264	189,311		79,760								
POCAHONTAS	1,726,979						11,435		704,673	166,796	244,119			537,951								
PINE CREEK	179,572						29,814		149,658													
PINYON PINES	134,336				(540)		306,745	161,490	489,305	38,195	451,539			75,260								
PLAYA DEL REY	1,632,993						74,218	69,227	6,637	164,908	1,155			1,155								
POINT MUGU NAWC	3,969,470						292,718	7,809	1,864,585	182,679	611,285	40,423		296,055								
POIMONA	3,009,499						7,646		207,347	48,434	300,540			296,055								
QUAIL VALLEY	1,021,625						16,542		1,010,083	16,542	1,010,083			16,542								
RANCHO CALIFORNIA	1,938,708						478,119	121,163	122,620	835	718,917	208,598		297,238								
RANCHO CORDOVA									335,038	(6,762)	326,093			74,972								
RANCHO MIRAGE	1,039,026						256,785		41,481	90,735				37,722								
RELANDSBURG	211,524						52,253	41,481	2,700,290	54,750	703,113	153,979		37,722								
REDLANDS	3,846,081						192,890	6,337	97,569	48,976	620,477			273,754								
REDONDO BEACH	1,781,660						96,090	40,423	501,247	221,835	172,313	17,336		229,062								
REDLEY	1,487,428						18,055	148,161	159,173	133,592	102,422											
RIPON	918,939						138,287	18,935	26,990	30,123	13,011											
ROBBINS	26,990						9,099		640,218	30,123	13,011											
RUNNING SPRINGS	692,451						165,238	4,457	246,344	100,708				1,825								
SALTON CITY	554,144						5,386,810	354,080	4,508,755	5,810,677	1,254,235	30,410,205		1,825								
SAN BERNARDINO	47,793,287	18,554			19,955		90,271		382,861	44,602	227,202	1,793		47,192								
SAN DIMAS	803,721						161,074		678,354	62,565	324,129			120,894								
SAN FERNANDO	2,019,172						76,089	6,609	57,595	164,457	286,104	142,310										
SAN JOAQUIN	1,133,695						76,089	6,609	57,595	164,457	286,104	142,310										
SAN MIGUEL	347,236						110,815		26,558					13,065								
Sanger	662,722						91,851	5,507	329,709	48,979	142,962	20,720		41,903								
SANTA BARBARA	4,152,509				104,839		1,214,503	27,506	1,163,487	861,214	271,470			22,846								
SANTA MARIA	3,090,196						576,698	75,861	905,670	483,688	434,504											
Santa Monica	4,606,613						974,063	1,062,994	679,705	166,863	82,346											
SANTA MONICA	1,762,420						39,338		1,722,882	39,338												
SEAL BEACH	1,452,994						341,644	26,214	594,633	347,040	650,496											
SEAL BEACH	2,482,731						873,113		149,085	944,982	160,396	141,806		26,879								
SEFULVEDA	2,036,771						131,722	41,252	485,502	16,018	70,699											
SIERRA MADRE	846,767								173,429													
SNELLING	643,021						1,038,934		711,169	118,721	156,532			38,850								
SOLVANG	2,064,205						158,403	55,001	392,213	83,750	74,427			100,553								
SOUTH LAGUNA BEACH	327,044						20,476		307,568	20,476				13,586								
STRATHMORE	765,245						185,427	108,337	242,381	153,478	56,148											
SUMMIT VALLEY	278,042						71,494		92,347	114,200												
SUN CITY	2,084,380						122,015	289,912	422,969	402,313	653,647			193,522								
SUNLAND	1,343,006						167,827	310,280	422,224	315	239,154	236,535		127,634								
SUNNYMEAD	1,601,257						265,115		384,225	128,137	194,583											
SYLMAR	1,354,387						545,137		124,497	33,759	507,913			74,330								
THEMISCULA	1,266,189						705,376	48,589	124,497	33,759	507,913			74,330								
THERMAL	765,599						132,802	119,319	227,935	59,349	133,038	51,155		12,070								
THOUSAND OAKS	2,334,982						686,390	59,686	600,464	337,857	446,192											
THOUSAND PALMS	396,326						150,251		205,802													
TIMBER COVE	192,403						59,620	34,451	98,331													
TIMBER VALLEY	2,878,139						297,039	109,089	535,502	706,303	1,164,506	66,705		77,787								
TOPANGA	1,093,036						33,833	115,723	320,066	45,884	3,753			573,768								
TRANQUILITY	48,976,683	167					2,995,928	744,342	916,983,887	8,867,656	10,129,572	13,446,447		37,280								
TRONA	416,075						133,797	24,966	124,634	83,691	48,987											
TWENTYNINE PALMS	649,209						696,839		837,577	541,062	413,620	267,873										
VALLE VISTA	251,711							25,235	226,477													
VANDENBERG AFB	418,380						389,243		29,137													
VICTORVILLE	4,636,385				16,459		1,319,109	311,395	674,569	314,692	749,933	111,029		626,760								
VICTORVILLE	2,933,321						376,686	34,933	1,506,593	23,522	213,539	29,298		108,188								
WEAVERVILLE	2,257,275																					
WEAVERVILLE	2,257,275																					
WELDON	3,090,077						63,643		188,527	7,907	48,330			670								
WEST LOS ANGELES	2,948,834						25,825	1,504,634	745,268	304,271	146,916	1		199,107								
WESTMINSTER	6,888,353						1,428,352	52,537	1,031,963	696,553	2,499,479			89,403								
WHITTETHORN	4,600,565						339,213	2,783,403	139,707	43,953	59,902	221,004		576,150								
WHITTETHORN	8,624,810						89,138	104,164	1,146,164	1,035,705	1,035,705			576,150								
WRIGHTWOOD	434,609						69,138	104,164	202,107	110,976	9,228	910,943		35,363								
YERMO	513,081						246,299	39,439	138,925	88,418												
YUCAIPA	1,347,191						44,171	1,061,440	140,947	82,754	17,880											
YUCAIPA	1,826,339						960,091	512,126		93,419	72,018											
TOTALS	564,214,905	272,873	13,915,231	104,839	7,032,891	19,239	74,602,568	19,326,111	145,199,993	63,410,662	77,552,596	145,708,927	391,545	16,846,406	432,764	102,916	55,583	238,519	624,224	47,265	370,054	

Table 8.12

FRONTIER CALIFORNIA
GROSS PLANT ADDITIONS 2018-2019
(sorted by highest to lowest wire center expenditure)

Wire Center	TOTAL	2116	2124	2212	2221	2232	2362	2411	2421	USOA PLANT ACCOUNT	2426	2441	2081	2712	2732	2744	2745	2746	2752	
AVZ	62,652,317																			
TORRANCE	49,817,144	167																		
SAN BERNARDINO	47,793,287	18,554																		
LA VERNE	252,365																			
MALIBU	29,632,161																			
LONG BEACH	11,624,434																			
ADELANTO	10,092,536																			
LA PUENTE	9,158,605																			
WHITTIER	8,821,361																			
Huntington Beach	7,169,619																			
WESTMINSTER	6,656,353																			
LA BREA	5,091,545																			
JANCASTER	5,081,545																			
WILLOW CREEK	4,911,000																			
Sanita Monica	4,800,613																			
VICTORVILLE	4,536,395																			
BIG BEAR LAKE	4,380,012																			
COVINA	4,310,449																			
APPLE VALLEY	4,210,201																			
SANTA BARBARA	4,152,509																			
HEMET	3,987,089																			
NOVATO	3,926,776																			
REDLANDS	3,948,081																			
PERKINS	3,166,004																			
LA BREA	3,159,874																			
DOXNEY	3,262,674																			
SANTA MARIA	3,090,196																			
PALM SPRINGS	3,031,956																			
INDIO	3,019,409																			
POMONA	3,009,439																			
TIVY VALLEY	2,976,139																			
WEST LOS ANGELES	2,946,834																			
WEAVERVILLE	2,933,321																			
UPLAND	2,924,099																			
GLORY	2,898,508																			
BEAUMONT	2,853,141																			
LAKE BEACH	1,647,941																			
LAKE BEACH	1,615,697																			
MORGAN HILL	2,810,743																			
CLAREMONT	2,800,581																			
BALDWIN PARK	2,789,418																			
CUCAMONGA	2,768,334																			
ELSINORE	2,731,790																			
HERMOSA BEACH	2,552,773																			
SEAL BEACH	2,482,731																			
BARSTOW	2,438,680																			
CAMARILLO	2,411,594																			
MONROVIA	2,391,431																			
CHULAVITA	2,356,540																			
CHULAVITA	2,356,540																			
GOLDFIELD	2,265,761																			
OXNARD	2,244,779																			
CHINO	2,158,044																			
LA HABRA	2,105,781																			
LOS SERRANOS	2,100,104																			
PHELAN	2,098,878																			
MURRIETA	2,091,454																			
SUN CITY	2,094,380																			
PACIFICA	2,077,214																			
SOLVANG	2,064,205																			
SEVILLA	2,036,771																			
LAKE ARROWHEAD	2,036,771																			
CULVER CITY	2,033,575																			
LAKE ARROWHEAD	2,019,708																			
RANCHO CALIFORNIA	1,871,200																			
HEMELAND	1,848,191																			
TEMECULA	1,828,339																			
YUCCA VALLEY	1,815,148																			
LUCERNE VALLEY	1,795,702																			
GLENDORA	1,781,660																			
REDONDO BEACH																				



Table 8.12: GROSS PLANT ADDITIONS 2018-2019 (sorted by highest to lowest wire center expenditure) (continued)

Wire Center	TOTAL	2116	2121	2124	2212	2231	2232	2382	2411	2421	2422	2423	2426	2444	2744	2745	2746	2792
												(15,174)						
ARTESIA	1,774,273						202,762	382,753	588,143	66,551	887,211							
PALM DESERT	1,754,637	17,708					433,200	300,289	442,021	418	557,899							
PICO RIVERA	1,727,179						11,435		764,877	168,796	244,119							
LOMPOC	1,702,861						225,910		1,048,417	184,289	242,005							
BANNING	1,702,323						226,185		1,288,186	9,737	163,184							
BELLWOOD	1,676,191						89,030		670,154	36,465	195,935							
EDGEMONT	1,675,489						269,906	76,148	1,173,293	84,425	948,322							
SUNNYMEAD	1,671,595						265,115	310,280	422,224	315	238,154							
PARKFIELD	1,577,595						577,883	9,469	(70,904)	292,308								
DESERT HOT SPRINGS	1,564,312						395,606	148,876	484,748	4,234	374,064							
PLAYA DEL REY	1,532,983						306,745	161,490	489,305	39,195	451,539							
FOWLER	1,506,135						289,323		610,634	335,619	197,812							
BIG BEAR CITY	1,501,957						7,814		465,736	287,697	586,720							
WALNUT	1,487,428						86,055	4,555	501,247	172,313								
ORCLUTT	1,485,542						59,510		1,186,888	198,246	28,899							
LAKE ISABELLA	1,479,504						125,019		745,406	588,535	14,386							
LAKEVIEW	1,478,074						142,933		1,087,141	18,826	1,006							
ALISO VIEJO	1,466,977						111,980		1,189,781	80,235	391,345							
MUSCOY DEVORE	1,398,997						70,283		915,216	219,848	5,348							
LOS ANGELES	1,380,028						597,109	164,416	569,816	12,774								
SANTA PAULA	1,369,991						272,442	59,138	675,913	267,490	95,008							
SYLMAR	1,354,387	74,085					545,137	384,225	128,137	194,583								
HOMESTEAD VALLEY	1,351,816						460,477	131,014	42,272	111,969	90,902							
YUCAIPA	1,347,191						44,171		1,061,440	140,947	82,754							
SUNLAND	1,343,006						167,827		773,426	159,416	227,618							
CALIMESA	1,327,034						316,666	42,003	757,365	93,646	29,618							
CRESTLINE	1,321,757						182,595		923,050	47,307	136,171							
LINDSAY	1,301,124						228,084	2,912	575,649	281,679	150,453							
SAN JACINTO	1,292,510						116,081		430,066	194,457	280,154							
LAKEVIEW	1,285,010						189,529		1,095,481	18,826	12,774							
LAGUNA HILLS	1,188,690						133,024	62,481	888,591	9,980	588,769							
GRANDLANDS	1,186,040						62,809		892,595	66,145	150,006							
PACIFIC PALISADES	1,170,774						143,217		547,598	39,971	71,572							
BELL GARDENS	1,094,856						33,833	116,723	320,086	136,008	222,949							
TOPANGA	1,093,056						142,236	46,268	450,903	45,894	3,753							
NEWBERRY SPRINGS	1,091,483						207,804	30,260	373,128	137,767	280,167							
DUNLAP	1,055,035						256,785		335,038	(6,762)	326,093							
RANCHO MIRAGE	1,039,026						55,429		446,098	44,079	32,931							
GARBERVILLE	1,034,181						7,646		207,347									
QUAIL VALLEY	1,021,625						84,042		583,726	46,434	165,864							
QUANTZ HILL	1,006,679	6,330					94,016	215,525	39,472	39,472	30,121							
IRVING	1,006,679						58,016		839,702	14,471	7,189							
IRVING	996,463						160,787	145,681	324,234	88,053	226,619							
RODGEEBREST	962,671						142,554	37,022	546,798	73,256	70,572							
BISHOP	939,399						32,768		664,513	39,267	184,820							
PALOS VERDES ESTATES	937,271						2,743		907,846	24,937	163,701							
LAYTONVILLE	935,526						118,543		489,461	21,689	163,701							
LENWOOD	934,640						189,806		428,315	(44,304)	286,399							
LAKE HUGHES	919,788						138,287	16,935	159,173	133,592	102,422							
RIPON	918,939						120,746		531,549		70,744							
IDYLLWILD	900,395						112,554	47,390	637,987	2,289	63,281							
INYOKERN	898,391						110,464	3,031	284,214	97,780	304,098							
KEETER	895,172						216,110		423,079	122,613	462,697							
HELIX	891,267						104,108		499,889	159,982	7,565							
HELVILLE	889,337						104,108		499,889	159,982	7,565							
KERNVILLE	889,337						90,271		399,681	44,602	227,202							
SAN DIMAS	883,721						153,278	56,554	214,895	1	333,259							
NEWBURY PARK	767,743						8,427		153,478	56,148	1,330							
STRATHMORE	765,245	24,490					165,427	108,337	243,781	153,478	56,148							
THERMAL	765,599						132,802	119,319	227,935	59,349	51,155							
LA QUINTA	760,826	75,320					175,640		54,357	209,585	86,556							
ETOWANDA	726,253						110,157	10,898	115,183	3,670	304,746							
MANHATTAN BEACH	712,967						15,903	61,536	338,028	68,131	122,419							
RUNNING SPRINGS	692,451						9,099		640,218	30,123	13,011							
Sanger	692,451						5,951	5,951	329,799	49,979	142,862							
Merced	659,638						253,600	7,192	344,452	(1,1612)	58,373							
PRIMA DUNES	659,638						236,633	169,560	489,211	3,451	233,947							
PRIMA DUNES	649,251						332,606	57,336	258,268									
PRIMA DUNES	649,251						21,591		627,667									
PRIMA DUNES	643,021						448,001		195,020									
SNELLING	634,921						49,416		441,973		173,429							
DESERT KNOLS	626,319						52,190		161,342	39,243	240,102							
DIAMOND BAR	610,249						32,211	74,103	244,667	82,750	42,186							
SOUAV VALLEY	576,469						108,217	37,069	236,174	113,574	37,143							
LONE PINE	566,047						517,733		44,706	3,163								
GRANT GROVE VILLAGE	565,602						165,238	4,457	246,344									
SALTION CITY	554,144						37,397		100,708									

Table 8.12: GROSS PLANT ADDITIONS 2018-2019 (sorted by highest to lowest wire center expenditure) (continued)

Wire Center	TOTAL	2116	2121	2124	2212	2231	2232	2233	2362	2411	2421	2422	2423	2426	2441	2681	2712	2732	2744	2745	2746	2792	
LINDEN	525,178				32,261		146,121			161,818		1,108	183,670										
MENTONE	515,667						114,443		59,283	38,087		93,535											
YERMO	515,081						246,299		39,439	138,925													
MORONGO VALLEY	505,732				20,882		222,686		150,786	111,362													
COACHELLA	488,408						141,761		10,586	158,295													
WRIGHTWOOD	484,609				21,160		68,158			110,976													
WATKINS	466,565									202,107													
WATTHORN	465,565		44,525							43,953													
OASIS	459,972						127,073			65,658													
SEA RANCH	454,904								26,214														
GUADALUPE	440,862						30,282			11,087													
CALIFORNIA CITY	422,332						29,765			377,076													
COVELO	420,020						174,332			343,450													
CORCORAN	418,516				7,048		389,243			29,137													
VANDENBERG AFB	418,380						133,797			124,634													
TRONA	416,075						175,673			52,108													
MECCA	402,985		33,744				14,218			3,637													
POINT MUGO NAWC	398,470		7,027				150,261			202,652													
HOUSAND PALMS	375,305									330,371													
HAYFORK	370,538									358,867													
BORON	361,265						3,558			10,113													
JOSHUA TREE	357,445						118,786			188,030													
SAN MIGUEL	347,236		150,502				50,899			37,417													
DOS PALOS	347,139				46,286		110,815			28,558													
NORTH SHORE	341,288				17,793		49,606			85,719													
CAZADERO	338,581						60,876			47,726													
LEE VINING	328,045		79,002				75,325			37,159													
SOUTH LAGUNA BEACH	327,044						158,403			55,001													
JUNE LAKE	321,230						63,596			38,786													
FORT IRWIN	317,793						188,594			191,175													
ROCKWELL	317,793						6,973			58,969													
MANAHOA LAKES	289,274						9,973			178,528													
OLANCHA	288,560				18,424		70,876			122,925													
BIG PINE	280,007						102,396			103,608													
SUMMIT VALLEY	279,042						71,494			92,347													
MIRAMONTE	276,586						48,581			88,601													
TAFT	266,169									124,487													
LOS ALAMOS	263,508		7,541				98,088			153,440													
WEINAR	257,275									257,275													
VALLE VISTA	257,171									226,477													
INDEPENDENCE	250,361						69,843			65,237													
HELMIRAGE	249,537						87,587			76,802													
WYOMING	249,537						24,161			38,417													
WYFARLAND LAKE	249,365									148,539													
WYFARLAND	249,365									90,323													
RANOSBURG	211,524						52,253			41,481													
CLEMENTS	211,495						18,623			90,735													
MARICOPA	207,697						36,109			134,269													
LOST HILLS	207,446									94,269													
NORTH EDWARDS	203,436						22,673			26,895													
LEMON COVE	197,903						53,606			103,726													
TIMBER COVE	192,403						59,620			98,331													
PINE CREEK	179,572				40,660		29,914			34,451													
ALDERPOINT	178,738									149,658													
CHINALAKE	174,121						62,195			114,147													
ORO LOMA	167,471									70,631													
WYWOOD	165,878						392,19			392,19													
BRAND	155,878						161,445			161,445													
GLENNVILLE	143,973						86,327			143,973													
PINYON PINES	134,336									134,336													
SAN JOAQUIN	133,695						76,099			57,595													
PASADENA	133,627						32,055			49,636													
DESERT HEIGHTS	133,310						88,504			3,520													
FELLOWS	127,101						2,665			119,179													
MAD RIVER	115,378									115,378													
FARMINGTON	110,340						18,461			66,096													
BADGER	103,341						37,979			65,362													
DESERT SHORES	100,775									57,649													
LEGGETT	98,494									39,816													
BECKETT	96,194									88,421													
ALPAUGH	81,969						43,539			38,422													
MCKITTRICK	81,203									78,203													
LATHROP	77,646									41,542													
BUTTONWILLOW	72,422						11,288			24,806													
CALIFORNIA HOT SPRINGS	70,120									14,761													
DESERT CENTER	53,810									53,810													
KNIGHTS LANDING	51,705									51,705													

Table 8.12: GROSS PLANT ADDITIONS 2018-2019 (sorted by highest to lowest wire center expenditure) (continued)

Wire Center	USOA PLANT ACCOUNT																				
	2116	2121	2124	2212	2231	2232	2382	2411	2421	2422	2423	2426	2441	2681	2712	2732	2744	2745	2746	2792	
TOTAL	46,973	-	-	-	-	7,766	-	46,973	-	-	-	-	-	-	-	-	-	-	-	-	
PIERCY	46,663	-	-	-	-	7,766	-	38,887	-	20	-	-	-	-	-	-	-	-	-	-	
Guinda	40,408	-	-	-	-	40,408	-	38,887	-	-	-	-	-	-	-	-	-	-	-	-	
CANTUA CREEK	39,907	-	-	-	-	16,812	-	23,095	-	-	-	-	-	-	-	-	-	-	-	-	
Needles	39,665	-	-	-	-	39,390	-	38,422	275	-	-	-	-	-	-	-	-	-	-	-	
FARMERSVILLE	36,422	-	-	-	-	-	-	36,422	-	-	-	-	-	-	-	-	-	-	-	-	
WINDY HILLS	26,990	-	-	-	-	-	-	26,990	-	1	-	-	-	-	-	-	-	-	-	-	
ROBBINS	23,095	-	-	-	-	-	-	23,095	-	-	-	-	-	-	-	-	-	-	-	-	
CUYAMA	2,479	-	-	-	-	-	-	2,479	-	-	-	-	-	-	-	-	-	-	-	-	
Cedarville	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
RANCHO CORDOVA	-	-	-	-	-	51,960	35,649	-	-	(316,785)	-	-	-	-	-	-	-	-	-	-	
HELENDALE-SILVER LAKE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
TOTALS	564,214,905	272,873	13,916,231	104,839	7,052,691	19,239	74,602,568	19,326,111	143,159,983	63,410,662	77,552,596	145,708,827	391,545	16,846,406	432,764	102,916	55,883	238,519	624,224	47,265	370,054

Maintenance and rehabilitation expenses 2018-19 

In CD Data Request 11-F-13, Frontier California was asked to “provide the Operating Expense charges as recorded on each of the following USOA expense accounts separately for each central office building and its associated wire center serving area, for each of the six-month periods between January 1, 2018 and December 31, 2019 ...” Frontier provided only summary, company-wide amounts, but has not provided this information “accounts separately for each central office building and its associated wire center serving area.” The response also provided a breakdown of expenses as between regulated and non-regulated services. Table 8.13 below, which was prepared based upon data provided by Frontier California in response to DR 11-F-13, summarizes the information that was provided. Over the 2018-2019 period, Frontier California incurred a total of \$1.02-billion in central office and outside plant operating costs. Of this amount, approximately \$904.5-million, about 88.42%, was spent in support of regulated services, while the remaining \$118.5-million, roughly 11.58%, was spent in support of non-regulated services.

Frontier California also provided operating expenses incurred in support of non-regulated services in its response to DR 12-F-5, which is summarized on Table 8.15. Table 8.14 is limited to outside plant expense accounts, whereas Table 8.13 includes central office expense accounts as well. Overall, both of these tables put nonregulated operating expenses in the range of 11% of total OpEx.

Table 8.15, on the other hand, provides a breakdown of regulated and non-regulated revenues and operating expenses as provided by Frontier California in response to DR 5F-12. The Table includes a number of expense accounts in the 9XXX series that, when aggregated and compared with the total of regulated services expense accounts (6XXX series) produce a considerably higher non-regulated expense component overall. Table 8.15 also provides total and non-regulated revenues. The table provides calculations of the percentages of total revenues and total costs that are associated with non-regulated services; overall, these percentages, while not exactly the same for both revenues and expenses, are fairly close when viewed for each of the four years.

Table 8.13

FRONTIER CALIFORNIA
BREAKDOWN OF OPERATING EXPENSES
2018-2019

Account	Description	ALL SERVICES 2- YRTOTAL		REGULATED SERVICES		NON-REGULATED SERVICES		TOTAL	Pct Dereg
		2018	2019	2018	2019	2018	2019		
6212	Digital electronic central office switching expense	36,917,103	17,974,904	18,943,159	17,974,904	36,918,064	(961)	-	0.00%
6220	Operators system expense	37,648	18,049	19,599	18,049	37,648	-	-	0.00%
6231	Central Office Radio systems expense	2,731,535	87,419	87,419	27,120	114,539	1,684,420	932,576	95.81%
6232	Central Office Circuit equipment expense	99,443,811	52,759,252	52,759,252	46,339,284	99,098,536	296,784	48,491	0.35%
6411	Poles expense	9,780,313	7,332,630	7,332,630	2,447,683	9,780,313	-	-	0.00%
6421	Aerial cable expense	94,320,023	39,024,617	39,024,617	41,793,600	80,818,217	6,355,782	7,146,025	14.31%
6422	Underground cable expense	31,932,537	15,878,145	15,878,145	16,054,392	31,932,537	-	-	0.00%
6423	Buried cable expense	114,925,205	49,876,817	49,876,817	51,692,489	101,569,305	6,288,366	7,067,534	11.62%
6424	Submarine cable expense	209,411	92,418	92,418	116,993	209,411	-	-	0.00%
6426	Intra-building network cable expense	10,300	9,719	9,719	581	10,300	-	-	0.00%
6431	Aerial wire expense	971,717	757,981	757,981	213,737	971,717	-	-	0.00%
6441	Conduit systems expense	1,334,285	370,984	370,984	963,301	1,334,285	-	-	0.00%
6510	Other property, plant and equipment expenses.	-	-	-	-	-	-	-	-
6511	Property held for future telecommunications use	-	-	-	-	-	-	-	-
6534	Plant operations administration expense.	60,429,967	28,500,285	28,500,285	31,929,681	60,429,967	-	-	0.00%
6535	Engineering expense.	7,244,655	2,459,954	2,459,954	4,784,701	7,244,655	-	-	0.00%
6623	Customer services.	296,773,924	164,621,207	164,621,207	87,770,781	252,391,988	23,116,951	21,264,985	14.95%
6720	General and administrative expenses	265,983,166	96,650,533	96,650,533	125,035,314	221,685,847	23,123,045	21,174,274	16.65%
TOTALS		1,023,045,600	477,384,719	477,384,719	427,162,610	904,547,329	60,864,387	57,633,884	11.58%

Source: Frontier California Response to CD Data Request 11-F-13

Table 8.14

FRONTIER CALIFORNIA
OUTSIDE PLANT MAINTENANCE EXPENSES
2016-2019

Account	Description	2016	2018	2019	2018-18 TOTAL	TOTAL
REGULATED SERVICES OUTSIDE PLANT MAINTENANCE EXPENSES						
6421	Aerial Cable	29,009,338	39,024,617	41,793,600	80,818,217	152,950,615
6422	Underground Cable	11,791,084	15,878,145	16,054,392	31,932,537	56,733,936
6423	Buried Cable	33,389,710	49,876,817	51,692,489	101,569,305	181,136,753
6424	Submarine Cable	8,312	92,418	116,993	209,411	372,789
6426	Intrabuilding Network	100,656	(15,829)	581	10,300	95,127
6431	Aerial Wire	1,638,866	757,981	213,737	971,717	5,412,668
6441	Conduit	345,625	370,984	963,301	1,334,285	2,046,749
	TOTAL REGULATED SERVICES EXPENSE	76,283,591	106,010,680	110,835,092	216,845,772	398,748,637
NON-REGULATED SERVICES OUTSIDE PLANT MAINTENANCE EXPENSES						
9421	Aerial Cable	5,249,955	4,200,725	7,146,025	13,501,807	22,952,487
9423	Buried Cable	6,624,484	4,579,832	7,067,534	13,355,900	24,560,216
	TOTAL NON-REGULATED SERVICES EXPENSE	11,874,439	8,780,557	14,213,559	26,857,707	47,512,703
	TOTAL ALL OUTSIDE PLANT MAINTENANCE COST	88,158,030	114,399,831	125,048,651	243,703,479	446,261,340
	PERCENT NON-REGULATED	13.47%	7.68%	11.37%	11.02%	10.65%

Table 8.15

**FRONTIER CALIFORNIA
REGULATED AND NONREGULATED REVENUES AND EXPENSES
2016-2019**

Account Description	2016	2017	2018	2019	2018-2019 TOTAL	4-YR TOTAL
Regulated Revenues	819,948,000	2,054,287,000	1,916,501,000	1,817,555,000	3,734,056,000	6,608,291,000
5280 Non-regulated revenues	959,317,428	1,070,296,238	997,634,174	962,981,513	1,960,615,687	3,990,229,352
Total Revenues	1,779,265,428	3,124,583,238	2,914,135,174	2,780,536,513	5,694,671,687	10,598,520,352
Pct. Non-Reg Revenues	53.92%	34.25%	34.23%	34.63%	34.43%	37.65%
Total operating expenses	863,814,000	1,213,774,000	1,160,941,000	1,116,584,000	2,277,525,000	4,355,113,000
Non-reg operating expenses	409,910,751	467,310,225	413,216,959	362,464,986	775,681,945	1,652,902,921
Pct Non-Reg expenses	47.45%	38.50%	35.59%	32.46%	34.06%	37.95%

Source: Frontier Responses to DR 12-F-3, 12-F-5

GO 133-D §9.7 Alternative Investments

As we discussed in our Phase 1 Report, in August 2016, the Commission issued a revised GO 133-D that imposes financial penalties upon ILECs that persistently fail to meet minimal POTS service quality standards. GO-133-D §§9.3, 9.4 and 9.5 provide for escalating daily fines where a carrier's failure to meet the required service standards persists for an extended period of time.⁸¹ A total of \$3.35-million in fines was assessed against Frontier California since this provision became effective.⁸² §9.7 allows offending carriers the opportunity to submit an "Alternative Proposal for Mandatory Corrective Action" whereby carriers can avoid the fine by agreeing to invest an amount of at least double the fine if such an investment will be effective in remedying the service problem for which the fine had been imposed. This "alternative" opportunity is initiated by the carrier by submitting "a request to suspend the fine." Under this provision,

... carriers may propose, in their annual fine filing, to invest no less than twice the amount of their annual fine in a project (s) which improves service quality in a measurable way within 2 years. The proposal must demonstrate that 1) twice the amount of the fine is being spent, 2) the project (s) is an incremental expenditure with supporting financials (e.g. expenditure is in excess of the existing construction budget and/or staffing base), 3) the project (s) is designed to address a service quality deficiency and, 4) upon the project (s) completion, the carrier shall demonstrate the results for the purpose proposed.⁸³

Carriers can avoid fines either by meeting the GO-133-D §3 performance standards or by investing in network upgrades that will result in improved service quality overall. These investments must, however, be directed specifically at services that fall within the scope of GO 133-D, i.e., legacy circuit-switched voice lines. Frontier California has sought approval of alternative proposals for mandatory corrective action under § 9.7 in lieu of paying the assessed fines in 2017, 2018 and 2019.⁸⁴ The company's "alternative investment" proposals for 2017 and 2018 amounted to \$4.14-million, in lieu of paying \$2.07-million in fines for the two years. The Commission approved these requests for 2017 and 2018. For 2019, Frontier calculated its fine at \$1.28-million and sought CPUC approval for its "alternative investment" proposal amounting to \$2.56-million. However, CD staff recommended that the Commission deny Frontier's "alternative investment" proposal:

81. D.16-08-021 (R.11-12-001), Adopted Aug. 18, 2016; Effective Aug. 18, 2016; Except Section 9 on fines, which is effective Jan. 1, 2017.

82. CPUC Resolution T-17631, issued November 8, 2018; CPUC Resolution T-17652, issued May 30, 2019; CPUC Resolution T-17731, issued March 4, 2021.

83. GO 133-D, §9.7.

84. See Resolutions T-17631, Resolution T-17652, Resolution T-17731.

This, however, is not the first time that Frontier CA has proposed a corrective action plan, pursuant to Section 9.7, in lieu of paying fines for failure to comply with the Commission's service quality standards. Its past corrective action plans have thus far not resulted in sustained improvement in its service quality performance, as demonstrated by Frontier CA's need to file this advice letter, which is its third consecutive Section 9.7 corrective action plan. As a result, it is unclear to Staff whether the project Frontier CA describes in its AL 12828 proposed corrective action plan would result in the necessary sustained performance results that are consistent with the Commission's long-term goals for service quality.⁸⁵

CD has been tracking the effectiveness of such "alternative investments" in improving service quality and, in Frontier's case, has found them wanting.

As background, from April 2016 (when Frontier CA acquired Verizon California) through the 4th Quarter of 2019, Frontier CA has repeatedly failed to meet the minimum Out of Service Repair Interval and Answer Time standards. For those past years, Frontier CA similarly proposed Section 9.7 corrective action plans in lieu of paying fines for its sub-standard service quality performance and non-compliance with the GO 133-D minimum standards in years 2017 and 2018, which CD approved in November 2018¹³ and May 2019, respectively. Despite proposing to spend a total of \$4,849,913 in those two previous GO 133-D corrective action plans, Frontier CA did not demonstrate significant improvement in its Out of Service Repair Interval standard through December 2019. Considering Frontier CA's past unsuccessful performances with its corrective action plans, CD found it unreasonable to similarly approve Frontier CA's third consecutive Section 9.6 corrective action plan proposed in AL 12828.⁸⁶

As we noted above, during 2018-2019, Frontier California invested \$562.8-million in Gross Plant Additions, primarily in central office equipment (\$301.4-million) and outside plant (\$261.4-million). Had it simply paid the fine, Frontier would have been out \$2.07-million. That extra \$2.07-million that Frontier had offered to invest (over and above the \$2.07-million it would have paid anyway) amounts to less than 0.37% of Frontier's total 2018-2019 plant additions – a truly *de minimis* sum, little more than a rounding error. There is no indication that, absent its acceptance of the §9.7 Alternative Investments option, the same total amount would not have been invested anyway. In our Phase 1 Report, we had concluded that the GO 133-D fines were insufficient to offer a financial inducement for ILEC compliance with the Commission's service quality minimum performance standards because the cost of the fine represented a minuscule fraction of the cost that the ILEC would need to incur to improve its service quality. We reiterate that observation here, as well as our recommendation that the level of these fines be significantly increased. We certainly concur with the Staff's recommendation and the

85. Draft Resolution T-17724, at 4.

86. *Id.*, citations omitted.

Commission’s March 4, 2021 ruling that Frontier’s §9.7 Alternative Investment proposal for 2019 be denied.⁸⁷

Summary and conclusions

Frontier California represents a major component of its new parent, Frontier Communications Corp. But with the parent company’s financial condition at a crisis stage, Frontier California’s financial condition and investment policies will be dictated by conditions that are largely beyond the CPUC’s control. The California ILEC entity has virtually no ability to raise equity or debt capital on its own. If the parent company successfully emerges from bankruptcy, its ability to raise capital may improve, and at this point that is speculative at best

Since taking over the company in 2016, Frontier has made gross infrastructure investments totalling some \$946-million, the vast majority of which (\$718-million) have been directed toward new outside plant. Although only a relatively small portion of that investment has been identified officially as supporting “non-regulated” services, it seems highly likely that the bulk of these projects have involved extending fiber optic distribution facilities to individual customer premises primarily to facilitate deployment of high-speed broadband Internet access and video services. While such undertakings also have the potential to improve the reliability of basic voice telephone service, such outlays could not be economically justified for that alone. Indeed, Frontier did not even offer standalone VoIP telephone services to customers who do not also take broadband Internet access before July 2019, and does not track the number of such customers: “The number of interconnected VoIP subscriptions on a standalone basis is not tracked and Frontier is investigating whether this data is available.”⁸⁸ For those customers who continue to take legacy basic voice telephone services, such investments have limited benefit. As we noted in Chapter 4F above, with respect to such legacy services, Frontier California has seen deterioration in almost all of the GO 133 service quality metrics in most of the company’s wire centers over the 2018-2019 period. With Frontier having invested nearly a billion dollars in California since acquiring the company, this is not the outcome that one would expect to see.

87. CPUC Resolution T-17731, issued March 4, 2021.

88. Frontier response to CD DR 13-F-03(d).

