1	BILL
2	53rd legislature - STATE OF NEW MEXICO - FIRST SESSION, 2017
3	INTRODUCED BY
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6	DISCUSSION DRAFT
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10	AN ACT
11	RELATING TO COMMUNICATIONS; AMENDING, REPEALING AND ENACTING
12	SECTIONS OF THE NEW MEXICO TELECOMMUNICATIONS ACT TO PROVIDE
13	FOR PUBLIC REGULATION COMMISSION JURISDICTION OVER INCUMBENT
14	LOCAL EXCHANGE CARRIERS AND THEIR INVESTMENT IN
15	TELECOMMUNICATIONS AND BROADBAND INFRASTRUCTURE.
16	
17	BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF NEW MEXICO:
18	SECTION 1. Section 63-9A-2 NMSA 1978 (being Laws 1985,
19	Chapter 242, Section 2, as amended by Laws 2000, Chapter 100,
20	Section 3 and also by Laws 2000, Chapter 102, Section 3) is
21	amended to read:
22	"63-9A-2. PURPOSEThe legislature declares that it
23	remains the policy of the state of New Mexico to maintain the
24	availability of access to telecommunications services at
25	affordable rates. Furthermore, it is the policy of this state
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1 to have comparable telecommunications service rates, as 2 established by the commission, for comparable markets or market To the extent that it is consistent with maintaining 3 areas. availability of access to service at affordable rates and 4 5 comparable telecommunications service rates, it is further the policy of this state to encourage competition in the provision 6 7 of public telecommunications services, thereby allowing access 8 by the public to resulting rapid advances in telecommunications 9 technology. It is the purpose of the New Mexico Telecommunications Act to [permit] extend to all 10 telecommunications consumers and carriers in the state the 11 12 benefits of the regulatory flexibility previously provided only to incumbent rural telecommunications carriers and to establish 13 a regulatory framework [that will allow] to provide for an 14 orderly transition from a regulated telecommunications industry 15 to a competitive market environment. It is further the intent 16 of the legislature that the encouragement of competition in the 17 18 provision of public telecommunications services will result in 19 greater investment in the telecommunications and broadband 20 infrastructure in the state, improved service quality and operations and lower prices for such services." 21

SECTION 2. Section 63-9A-3 NMSA 1978 (being Laws 1985, Chapter 242, Section 3, as amended) is amended to read:

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"63-9A-3. DEFINITIONS.--As used in the New Mexico Telecommunications Act:

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1 "affordable rates" means local exchange service Α. 2 rates that promote universal service within a local exchange 3 service area, giving consideration to the economic conditions and costs to provide service in such area; 4 "cable television service" means the one-way 5 Β. transmission to subscribers of video programming or other 6 7 programming service and subscriber interaction, if any, that is required for the selection of such video programming or other 8 9 programming service; "commission" means the public regulation C. 10 commission: 11 12 D. "competitive telecommunications service" means a service that has been determined to be subject to effective 13 14 competition pursuant to Section 63-9A-8 NMSA 1978; E. "competitive telecommunications service 15 provider" includes a competitive carrier that holds a 16 certificate of public convenience and necessity lawfully issued 17 by the commission; 18 [E.] F. "effective competition" means the 19 20 competition that results from the customers of the service [have] having reasonably available and comparable alternatives 21 to the service, consistent with the standards set forth in 22 Section 63-9A-8 NMSA 1978; 23 [F.] G. "fund" means the state rural universal 24 service fund; 25

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1	<u>H. "incumbent local exchange carrier" means a</u>
2	person that:
3	(1) was designated as an eligible
4	telecommunications carrier by the state corporation commission
5	in Docket #97-93-TC by order dated October 23, 1997 or that
6	provided local exchange service in New Mexico on February 8,
7	<u>1996; or</u>
8	(2) became a successor or assignee of an
9	<u>incumbent local exchange carrier;</u>
10	I. "incumbent rural telecommunications carrier"
11	means an incumbent local exchange carrier that serves fewer
12	than fifty thousand access lines within the state and has been
13	designated as an eligible telecommunications carrier by the
14	state corporation commission or the public regulation
15	<pre>commission;</pre>
16	[ <del>G.</del> ] <u>J.</u> "local exchange area" means a geographic
17	area encompassing one or more local communities, as described
18	in maps, tariffs or rate schedules filed with the commission,
19	where local exchange rates apply;
20	$[H_{\bullet}]$ <u>K.</u> "local exchange service" means the
21	transmission of two-way interactive switched voice
22	communications furnished by a telecommunications company within
23	a local exchange area;
24	$[I_{\cdot}]$ <u>L.</u> "message telecommunications service" means
25	telecommunications service between local exchange areas within
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the state for which charges are made on a per-unit basis, not including wide-area telecommunications service, or its equivalent, or individually negotiated contracts for telecommunications services;

[J. "mid-size carrier" means a telecommunications company with more than fifty thousand but less than three hundred seventy-five thousand access lines in the state;

K.] M. "noncompetitive telecommunications service" means a service that has not been determined to be subject to effective competition pursuant to Section 63-9A-8 NMSA 1978;

 $[ \pm \cdot ]$  <u>N</u>. "private telecommunications service" means a system, including the construction, maintenance or operation thereof, for the provision of telecommunications service, or any portion of that service, by a person for the sole and exclusive use of that person and not for resale, directly or indirectly. For purposes of this definition, the person that may use such service includes any affiliates of the person if at least eighty percent of the assets or voting stock of the affiliates is owned by the person. If any other person uses the telecommunications service, whether for hire or not, the private telecommunications service;

[M.] O. "public telecommunications service" means the transmission of signs, signals, writings, images, sounds, messages, data or other information of any nature by wire,

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1 radio, lightwaves or other electromagnetic means originating 2 and terminating in this state regardless of actual call 3 "Public telecommunications service" does not include routing. the provision of terminal equipment used to originate or 4 5 terminate such service; private telecommunications service; broadcast transmissions by radio, television and satellite 6 7 broadcast stations regulated by the federal communications 8 commission; radio common carrier services, including mobile 9 telephone service and radio paging; or one-way cable television service; [and 10

N.] <u>P.</u> "telecommunications company" means a person that provides public telecommunications service;

Q. "wire center" means a facility in which local exchange access lines converge and are connected to a switching device that provides access to the public switched network and includes remote switching units and host switching units; and

<u>R.</u> "wire center serving area" means the geographic area of a local exchange area served by a single wire center." SECTION 3. Section 63-9A-5 NMSA 1978 (being Laws 1985, Chapter 242, Section 5) is amended to read:

"63-9A-5. REGULATION BY COMMISSION.--

<u>A.</u> Except as otherwise provided in the New Mexico Telecommunications Act, each public telecommunications service is declared to be affected with the public interest and, as such, subject to the provisions of that act, including the .204952.2

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1	regulation thereof as [ <del>hereinafter</del> ] provided <u>in that act.</u>
2	B. The commission has exclusive jurisdiction to
3	regulate incumbent local exchange carriers that serve more than
4	fifty thousand access lines within the state only in the manner
5	and to the extent authorized by the New Mexico
6	Telecommunications Act, and Subsection B of Section 63-7-1.1
7	NMSA 1978 does not apply; provided, however, that the
8	jurisdiction includes the regulation of wholesale rates,
9	including access charges and interconnection agreements
10	consistent with federal law and its enforcement and
11	determinations of participation in low-income telephone service
12	assistance programs pursuant to the Low Income Telephone
13	Service Assistance Act. The New Mexico Telecommunications Act
14	expressly preserves and does not diminish or expand:
15	(1) the rights and obligations of any entity,
16	including the commission, established pursuant to federal law,
17	including 47 U.S.C. Sections 251 and 252, or established
18	pursuant to any state law, rule, procedure, regulation or order
19	related to interconnection, intercarrier compensation,
20	intercarrier complaints, wholesale right and obligations or any
21	wholesale rate or schedule that is filed with and maintained by
22	the commission;
23	(2) the rights and obligations of any
24	competitive telecommunications service provider holding a
25	certificate of public convenience and necessity, or the rights
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1	and obligations of any competitive local exchange carrier to
2	<u>obtain such a certificate;</u>
3	(3) the authority of the commission to resolve
4	consumer complaints regarding basic local exchange service;
5	provided, however, that the commission's authority to resolve
6	such complaints shall be limited to resolving issues of
7	consumer protection and shall not include the authority to
8	determine or fix rates, provider of last resort obligations or
9	service quality standards except as expressly set forth in the
10	New Mexico Telecommunications Act;
11	(4) the authority of the commission to establish
12	reasonable quality of service standards; provided, however,
13	that the enforcement of such standards shall be limited to the
14	commission's fining authority set forth in Section 63-7-23 NMSA
15	1978 and the authority to seek an injunction set forth in
16	<u>Section 63-9-19 NMSA 1978;</u>
17	(5) the rights and obligations of any entity,
18	including the commission, regarding the fund;
19	(6) the rights and obligations of any entity,
20	including the commission, regarding access to emergency service
21	to the extent consistent with the Enhanced 911 Act; or
22	(7) the rights and obligations of any entity,
23	including the commission, regarding the administration of
24	slamming and cramming rules, telecommunications relay service
25	and numbering resources to the extent permitted by and
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1	consistent with federal law.
2	C. For incumbent local exchange carriers that serve
3	more than fifty thousand access lines within the state, the
4	commission shall adopt relaxed regulations that provide for:
5	(1) reduced filing requirements for applicants
6	in rate increase proceedings under the New Mexico
7	Telecommunications Act; and
8	(2) expedited consideration in all proceedings
9	initiated pursuant to the New Mexico Telecommunications Act in
10	order to reduce the cost and burden for incumbent local
11	exchange carriers and other applicants.
12	D. The regulatory requirements and the commission's
13	regulation of competitive local exchange carriers, competitive
14	access providers and interexchange carriers shall be no greater
15	than, and no more extensive than, that of incumbent local
16	exchange carriers that serve more than fifty thousand access
17	lines.
18	E. The provisions of the New Mexico
19	<u>Telecommunications Act do not apply to an incumbent local</u>
20	exchange carrier that serves fewer than fifty thousand access
21	lines within the state and has been designated as an eligible
22	telecommunications carrier by the commission."
23	SECTION 4. Section 63-9A-8 NMSA 1978 (being Laws 1985,
24	Chapter 242, Section 8, as amended) is amended to read:
25	"63-9A-8. REGULATION OF RATES AND CHARGESEFFECTIVE
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COMPETITION .--

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2 Α. In accordance with the policy established in the 3 New Mexico Telecommunications Act, the commission shall, by its own motion or upon petition by any interested party, hold 4 hearings to determine if any public telecommunications service 5 is subject to effective competition in the relevant market 6 7 area. When the commission has made a determination that a service or part of a service is subject to effective 8 9 competition, the commission shall, consistent with the purposes of the New Mexico Telecommunications Act, modify, reduce or 10 eliminate rules, regulations and other requirements applicable 11 12 to the provision of such service, including the fixing and determining of specific rates, tariffs or fares for the 13 14 service. The commission's action may include the detariffing of service or the establishment of minimum rates [which] that 15 will cover the costs for the service. Such modification shall 16 be consistent with the maintenance of the availability of 17 access to local exchange service at affordable rates and 18 19 comparable message [telecommunication] telecommunications 20 service rates, as established by the commission, for comparable markets or market areas, except that volume discounts or other 21 discounts based on reasonable business purposes shall be 22 permitted. Upon petition or request of an affected 23 telecommunications company, the commission, upon a finding that 24 the requirements of Subsection [G] <u>B</u> of this section are met, 25

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1 shall modify the same or similar retail regulatory requirements 2 for those providers of comparable public telecommunications services in the same relevant markets so that there shall be 3 parity of retail regulatory standards and requirements for all 4 such providers; however, this subsection shall not be construed 5 to allow the adoption of any new regulatory requirements or 6 7 standards for providers of comparable telecommunications services. 8 9 Β. In determining whether a service is subject to effective competition, the commission shall consider the 10 following on a wire-center-serving-area basis for each wire 11 12 center serving area and service for which a determination of effective competition is requested and shall determine 13 separately residential and business services in each wire 14 center serving area: 15 (1) the extent to which services are reasonably 16 available from alternate providers [in the relevant market 17 area]; 18 19 (2)the ability of alternate providers to make 20 functionally equivalent or substitute services readily available at competitive rates, terms and conditions; [and] 21 (3) existing economic [or], technological, 22 regulatory or other barriers to market entry or exit; 23 (4) the number of alternate providers offering 24 the same or reasonably comparable services; 25 .204952.2 - 11 -

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1	(5) the presence of at least two facilities-
2	based competitors, including all facilities-based providers of
3	wireless or voice over internet protocol services, that are
4	operating in all or part of the wire center serving area for
5	which a determination of effective competition is requested and
6	that are unaffiliated with the petitioning provider and provide
7	the same or reasonably comparable service of the type for which
8	the finding of effective competition is sought;
9	(6) the ability of the petitioning provider to
10	affect prices or deter competition; and
11	(7) other factors that the commission deems
12	appropriate.
13	C. If, in the wire center serving area for which a
14	determination of effective competition is requested, the
15	incumbent provider for that wire center provides basic local
16	exchange service either separately or bundled to fewer than
17	one-half of the customer locations in which that service is
18	available at the time the petition is filed, effective
19	competition is presumed for all regulated telecommunications
20	services provided by the incumbent provider in that wire center
21	serving area.
22	[ <del>C.</del> ] <u>D.</u> No provider of public telecommunications
23	service may use current revenues earned or expenses incurred in

service may use current revenues earned or expenses incurred in conjunction with any noncompetitive service to subsidize competitive public telecommunications services. In order to .204952.2

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1 avoid cross-subsidization of competitive services by 2 noncompetitive telecommunications services, prices or rates 3 charged for a competitive telecommunications service shall cover the cost for the provision of the service consistent with 4 the principles set forth in Subsection G of Section 63-9A-8.1 5 NMSA 1978. In any proceeding held pursuant to this section, 6 7 the party [providing the service] claiming that the price for a 8 competitive telecommunications service does not cover the cost 9 of providing that service shall bear the burden of proving that the prices charged for competitive telecommunications services 10 do not cover cost. As part of its examination of and 11 12 determination on a complaint, the commission may require the carrier against which the complaint is filed to submit a cost 13 study for the service that is the subject of the complaint. 14

 $[\underline{\vartheta},\underline{\cdot}]$  <u>E</u>. The commission may, upon its own motion or on the petition of an interested party and after notice to all interested parties and customers and a hearing, reclassify any service previously determined to be a competitive telecommunications service if after a hearing the commission finds that a service is not subject to effective competition.

F. The petitioning provider of a wire center serving area in which service is deregulated pursuant to a determination of effective competition is ineligible for an exemption from the Unfair Practices Act or the Antitrust Act." SECTION 5. Section 63-9A-8.1 NMSA 1978 (being Laws 1998,

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1 Chapter 108, Section 61, as amended) is repealed and a new 2 Section 63-9A-8.1 NMSA 1978 is enacted to read: "63-9A-8.1. [NEW MATERIAL] CHANGE IN RATES.--3 Rates for retail public telecommunications 4 Α. services provided by an incumbent local exchange carrier that 5 serves more than fifty thousand access lines within the state 6 7 are subject to regulation by the commission only in the manner and to the extent authorized by this section. 8 9 Β. An incumbent local exchange carrier that serves fifty thousand or more access lines within the state shall file 10 tariffs for all retail public telecommunications services, 11 12 other than residential local exchange service, that shall take effect ten days after notice to its customers and the 13 14 commission is given. An incumbent local exchange carrier that serves more than fifty thousand access lines within the state 15 shall remain subject to complaint by an interested party as 16 provided in Section 63-9A-11 NMSA 1978. 17 C. An incumbent local exchange carrier that serves 18

C. An incumbent local exchange carrier that serves fifty thousand or more access lines within the state may, in accordance with this section, increase its rates for residential local exchange service to comply with the requirements of any federal or state law. The procedures of Subsections D, E and F of this section do not apply to increases under this subsection.

D. Except as provided in Subsection C of this .204952.2

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1 section, rates for residential local exchange service may be 2 increased by an incumbent local exchange carrier that serves 3 more than fifty thousand access lines within the state only after sixty days' notice is given to all affected subscribers. 4 The notice of increase shall include: 5 the reasons for the rate increase; 6 (1)7 (2) a description of the affected service; an explanation of the right of the 8 (3) 9 subscriber to petition the commission for a public hearing on 10 the rate increase; (4) a list of local exchange areas that are 11 12 affected by the proposed rate increase; and the dates, times and places for the public 13 (5) 14 informational meetings required by this section. An incumbent local exchange carrier that serves Ε. 15 more than fifty thousand access lines within the state that 16 proposes to increase its rates for residential local exchange 17 service in accordance with Subsection D of this section shall 18 19 hold at least one public informational meeting in each 20 commission district as established by the Public Regulation Commission Apportionment Act in which there is a local exchange 21 area affected by the rate change. 22 23

F. The commission shall review residential local exchange service rates increased by an incumbent local exchange carrier that serves more than fifty thousand access lines

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1 within the state only upon written protest signed by at least 2 one hundred affected subscribers or upon the commission staff's 3 own motion for good cause. The protest shall specifically set forth the particular rate or charge as to which review is 4 requested, the reasons for the requested review and the relief 5 that the protesting persons desire. If a proper protest is 6 7 presented to the commission within sixty days after the date that notice of the rate change was sent to affected subscribers 8 9 of an incumbent local exchange carrier that is not an incumbent rural telecommunications carrier, the commission may accept and 10 file the complaint and, upon proper notice, suspend the rates 11 12 at issue during the pendency of the proceedings and reinstate the rates previously in effect and shall hold and complete a 13 hearing thereon within ninety days after filing to determine if 14 the rates as proposed are fair, just and reasonable. The 15 commission may, within sixty days after close of the hearing, 16 enter an order adjusting the rates at issue, except that the 17 commission shall not set any rate below the intrastate cost of 18 19 providing the service. In the order, the commission may order 20 a refund of amounts collected in excess of the rates and charges as approved at the hearing, which may be paid as a 21 credit against billings for future services. If the complaint 22 is denied, the commission shall enter an order denying the 23 complaint within sixty days after the close of the hearing and 24 the rates shall be deemed approved. For the purposes of this 25

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section, "cost" includes a reasonable amount of joint and common costs incurred by the incumbent local exchange carrier that serves more than fifty thousand access lines within the state in its operations and may include other accounting adjustments authorized by the commission.

G. Rates for local exchange, vertical and long-distance service to retail residential and business end-user customers charged by incumbent local exchange carriers that serve more than fifty thousand access lines may be reduced to a level equal to, but not below, the intrastate cost. The rate for a service, excluding basic service, must cover the cost of the service, including the imputed rate of wholesale service elements as may be required by the commission. The cost of long-distance service shall also include any interexchange access rates charged to another telecommunications carrier for the service. In determining whether a rate for a service covers the cost of the service. the commission shall consider the amount of time that customers are likely to retain the service.

H. An incumbent local exchange carrier that serves more than fifty thousand access lines within the state may offer or discontinue offering retail special incentives, discounts, packaged offerings, temporary rate waivers or other promotions or it may offer individual contracts."

SECTION 6. Section 63-9A-9 NMSA 1978 (being Laws 1985, .204952.2

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Chapter 242, Section 9, as amended) is amended to read: "63-9A-9. REGULATION OF INDIVIDUAL CONTRACTS TO FACILITATE COMPETITION.--

A. In accordance with the provisions of this section, the commission shall regulate the rates, charges and service conditions for individual contracts for public telecommunications services in a manner [which] that facilitates effective competition and shall authorize the provision of all or any portion of a public telecommunications service under stated or negotiated terms to any person or entity that has acquired or is preparing to acquire, through construction, lease or any other form of acquisition, similar public telecommunications services from an alternate source.

B. At any time, the provider of public telecommunications services may file a verified application with the commission for authorization to provide a public telecommunications service on an individual contract basis. The application shall describe the telecommunications services to be offered, the party to be served and the parties offering the service, together with such other information and in such form as the commission may prescribe. Such additional information shall be reasonably related to the determination of the existence of a competitive offer. A determination of effective competition pursuant to Section 63-9A-8 NMSA 1978 shall not be necessary to file an application or to have an .204952.2

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application granted by the commission pursuant to this section.

C. The commission shall approve or deny any such application within ten days or such other period as shall be established by the commission, not to exceed sixty days, giving consideration to the requirements of any contract negotiations. If the commission has not acted on any application within the time period established, the application shall be deemed granted. The commission shall deny the application only upon a finding that the application fails to set forth prescribed information or that the subject or comparable services are not being offered to the customer by parties other than the applicant or that the contract fails to cover the costs of the service <u>as defined by Subsection G of Section 63-9A-8.1 NMSA</u> <u>1978</u>.

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D. [Within ten days after the conclusion of negotiations] The provider of public telecommunications services shall file with the commission the final contract or other evidence of the service to be provided, together with the charges and other conditions of [the] service, [which shall be maintained by] upon request by the commission. If that contract or evidence is requested, the commission shall maintain it on a confidential basis subject to an appropriate protective order. Any interested party may receive copies of filings made in accordance with this section upon request to the commission and, if applicable, execution of an appropriate .204952.2

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confidentiality agreement."

SECTION 7. Section 63-9A-11 NMSA 1978 (being Laws 1985, Chapter 242, Section 11) is amended to read:

"63-9A-11. COMPLAINT ALLEGING VIOLATION BY PROVIDER OF TELECOMMUNICATIONS SERVICES.--

A. Complaint may be made by any interested party setting forth any act or omission by a provider of telecommunications services alleged to be in violation of any provision of the New Mexico Telecommunications Act or any order or rule of the commission issued pursuant to that act.

B. Upon filing of the complaint, the commission shall set the time and place of hearing, <u>if a hearing is required</u>, and at least ten days' notice [thereof] of the hearing shall be given to the party complained of. Service of notice of the hearing shall be made in any manner giving actual notice.

C. All matters upon which complaint may be founded may be joined in one hearing, and a complaint is not defective for misjoinder or nonjoinder of parties or causes either before the commission or on review by the courts. The persons the commission allows to intervene shall be joined and heard, along with the complainant and the party complained of.

D. The burden shall be on the party complaining to show a violation of a provision of the New Mexico Telecommunications Act or an order or rule of the commission issued pursuant to that act.

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1 Ε. After conclusion of the hearing, the commission 2 shall make and file an order containing its findings of fact and decision. A copy of the order shall be served upon the 3 party complained of or [his] that party's attorney. 4 Conduct of the hearings and rendering of decisions 5 F. shall be governed by the rules of practice and procedure 6 7 [heretofore or hereafter] promulgated by the commission." SECTION 8. A new section of the New Mexico 8 9 Telecommunications Act is enacted to read: 10 "[NEW MATERIAL] COMMISSION REVIEW OF IMPACTS.--The 11 commission shall review the impact of the New Mexico 12 Telecommunications Act on residential and business consumers in 13 urban and rural areas of the state every three years and shall 14 report its findings to the legislature. The commission shall complete its first review by July 31, 2019. As part of its 15 16 review, the commission shall investigate the impact on rates, service quality, incumbent local exchange company employment, 17 18 investment in telecommunications infrastructure and the 19 availability and deployment of high-speed data services, and it 20 shall report on those wire centers deemed to have effective competition and on any wire centers no longer subject to 21 carrier of last resort obligations. After July 31, 2021, the 22 commission may regulate basic local exchange service in 23 accordance with the New Mexico Telecommunications Act for a 24 25 wire center serving an area deregulated in accordance with

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	1	Section 63-9A-8 NMSA 1978 if the commission, through a hearing
	2	and findings of fact and conclusions of law, finds that re-
	3	regulation of basic local exchange service is necessary to
	4	protect the public interest."
	5	SECTION 9. REPEALSections 63-9A-5.1, 63-9A-5.2 and
	6	63-9A-8.2 NMSA 1978 (being Laws 2004, Chapter 3, Sections 4 and
	7	5; and Laws 2000, Chapter 100, Section 4 and Laws 2000, Chapter
	8	102, Section 4, as amended) are repealed.
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