THE PUBLIC UTILITIES COMMISSION

OF THE STATE OF SOUTH DAKOTA

IN THE MATTER OF THE COMPLAINT FILED BY KENNEBEC TELEPHONE COMPANY, INC., AGAINST ALLTEL COMMUNICATIONS, INC. REGARDING NONPAYMENT OF TRANSITING CHARGES

TC08-031

Transcript of Proceedings February 9, 2010

BEFORE THE PUBLIC UTILITIES COMMISSION, DUSTIN JOHNSON, CHAIRMAN STEVE KOLBECK, VICE CHAIRMAN GARY HANSON, COMMISSIONER

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APPEARANCES

Meredith Moore, Kennebec Telephone Company, Inc. Talbot Wieczorek, Alltel Communications, Inc.

Reported By Cheri McComsey Wittler, RPR, CRR

TRANSCRIPT OF PROCEEDINGS, held in the above-entitled matter, at the South Dakota State Capitol Building, 500 East Capitol Avenue, Pierre, South Dakota, on the 9th day of February 2010, commencing at 2:30 p.m.

CHAIRMAN JOHNSON: The Complaint by Kennebec
Telephone against Alltel. The question for the
Commission today deals with Alltel's Motion for Summary
Judgment of Dismissal for Lack of Subject Matter
Jurisdiction. We have had Briefs filed. It does make
sense to have some additional comments by the parties.

Mr. Wieczorek, any comments?

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MR. WIECZOREK: Thank you, Mr. Chairman. I'm going to be fairly brief in my comments and some of it's going to be background perspective and I'll open up questions.

First I think it's important to clarify the difference between subject matter and personal jurisdiction. In the Response Brief of Kennebec there was some discussion I thought was -- could be misleading. Not intentionally but from a nonlawyer perspective in reading some of this.

It's Alltel's position in here that this

Commission lacks subject matter jurisdiction over these
types of cases. Clearly the Commission has personal
jurisdiction over Alltel and Kennebec. However, that
type of jurisdiction -- while that type of jurisdiction
can be waived, subject matter jurisdiction cannot.

Meaning, the fact that Alltel showed up and appeared in this case, contested the previous motions by

Kennebec does not create subject matter jurisdiction of this Commission. That delay in bringing this issue forward had more to do with me not seeing the issue than anything else.

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The concern, though, as soon as I saw this issue was a desire that the Commission needs to make this determination. Because the subject matter jurisdiction can be raised for the first time on appeal. It was not my desire or Alltel's desire to fully hear this, knowing there could be a subject matter jurisdiction question.

But today we're in front of you asking the --

(Discussion off the record)

MR. WIECZOREK: Asking that the Commission make a determination on the subject matter jurisdiction.

Commissioners, I'm getting feedback of my own voice, and I wonder if that's causing it to cut out if a mic's picking me up.

CHAIRMAN JOHNSON: Well, we'll adjust things just a little bit on our end. Mr. Wieczorek, hold on just a moment.

All right. Let's go ahead and try again.

MR. WIECZOREK: So the question then is subject matter jurisdiction. Essentially the statutes set forth that for Kennebec this Commission lacks the ability to set rates for services unless -- for like a transiting

service unless Kennebec agrees to be regulated by the Commission. Facts are such that for transiting services Kennebec has not so agreed.

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Now Kennebec takes the position in its Brief that the general jurisdictional or general scope of the power of the PUC should allow it to make the determination of the contractual questions or implied contractual questions they have submitted to this Commission.

However, the general law is that if you have a specific statute, the general statutes do not overrule it.

In this case if the Commission decides to go forward to a determination, part of the relief requested is for the Commission to determine an appropriate rate or charge for transiting. And I can't see how this Commission could not under SDCL 49-31-5.1 set the rate or make a determination of what rates Kennebec can charge for transiting in a regulatory matter but can have Kennebec come forth with a claim and have the Commission essentially decide that issue pursuant to a contract claim.

Now, I mean, I and Alltel realize that if this Commission decides it doesn't have subject matter jurisdiction, all we're doing is moving this to a

different forum. It is not a determination by the
Commission that the claim is dismissed with prejudice.
It's simply a determination the statutory authority

provided the Commission does not encompass these types of decisions.

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Alltel fully expects that if the Commission decides that, Kennebec will bring the action either in State Court or Federal Court and subject matter jurisdiction and personal jurisdiction exist in both of those forums.

So this is not some argument that we're trying to get out from under -- Kennebec essentially kind of asserted that we're trying to get out from under paying them anything. All it does is change the forum. But it should get into a forum that if a judgment is granted either way, it can't get thrown out on appeal simply because there was no jurisdiction for that forum to grant that relief.

That would be all I would have unless there are some questions by the Commission.

CHAIRMAN JOHNSON: We'll hold questions and at this time hear from Kennebec.

MS. MOORE: Thank you, Commissioners, Commission staff. Meredith Moore appearing on behalf of Kennebec Telephone Company.

Alltel's argument has some visceral appeal.

That doesn't make it correct, however. Admittedly, when one looks at the statutory scheme comprised of Title 49, the Administrative Rules, as well as the general edicts within the Telecom Act itself, there is no specific statute or rule which says this Commission has jurisdiction over the transiting service specifically.

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But I think what's more important to remember is that contrary to Alltel's argument with regard to SDCL 49-18-5.1 there is also absolutely no statute that deprives this Commission of jurisdiction.

And it's one of the general tenants as it relates to subject matter jurisdiction that if it is the intent of the legislature to take away a specific task from an administrative body or a court, it will explicitly say so. And it hasn't done so in this particular circumstance.

And essentially what Alltel's argument is is that because Kennebec Telephone Company has fewer than 50,000 access lines and because it has not submitted to this Commission a resolution of the board of directors authorizing its rights to be regulated, that this Commission has no jurisdiction over it whatsoever.

So just because it can't regulate the rate, this Commission can regulate nothing as it relates to

Kennebec Telephone Company under these particular circumstances. And I would submit to you that that produces -- that -- the recognition of that type of an argument and the recognition of that particular statute as being superior to all others that this Commission has under Title 49 produces an absolutely absurd result.

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At the same time it makes this Commission's jurisdiction, frankly, very narrow. Because if one looks again at Title 49, the Administrative Rules and the Act, I think the only jurisdiction that this Commission would have would be over cases involving slamming, cramming, and switched access. And I certainly don't think that's what the legislature intended either in enacting any of the statutes, including the one that Alltel references in its argument.

The law is clear, both case law and statutorily, that this Commission has general supervision and control of Alltel Communications companies offering common carrier services within the state to the extent such business is not otherwise regulated by federal law or regulation.

The statutory scheme that's inherent in Title 49 specifically gives this Commission authority and jurisdiction over intrastate facilities. And if one looks at the transiting service, excuse me, itself, in

its simplest form what transiting is, is essentially an intrastate telecommunications service. It is the use of and compensation for one telecommunication carrier's use of another common carrier's network. And that's exactly what we have here in this particular context.

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And while it's not a service defined in state statute, that being the transiting service or the rules or the Act, I think it's closest in form to the access regime. Because again what you're talking about is the use of and compensation for another carrier's network. And that's essentially what we're talking about.

Now Alltel references that when you have this more specific statute it overrules the general statute. But, again, I think that's taking the argument too far because it's suggesting to the Commission that just because you may not be able to set a rate as to transiting, you can't look at the issue at all.

And I think you may only look to SDCL 49-13-1 that indicates that this Commission has jurisdiction over Complaints where a telecommunications company has done or omitted a service relating to an intrastate service. And that's exactly what Kennebec has filed for in this particular case.

And when one looks to prior docket filings for examples of the Commission exercising jurisdiction over

contract disputes or disputes regarding whether there is an obligation to pay on behalf of another for service, you can find that example in the S&S dockets, which I believe were started in about 2002 and concluded in 2005.

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In that particular case the Commission determined that even though it didn't have jurisdiction over an issue involving retail rates, it did have the ability to analyze the contracts that were at issue there between S&S Telecommunications and its customers who had purchased prepaid telecommunications services, and this Commission did issue a damages award to the various Complainants in those consolidated dockets. So this Commission has certainly taken a look at contract issues in the past.

Additionally, while I appreciate that this Docket isn't resolved at this point in time, this Commission looked at the transiting issue in the -- I think it was CT05-001, which was the Complaint Docket between Golden West and Alltel's predecessor, Western Wireless. The issue presented in that particular case was virtually identical to the one here.

And while Mr. Wieczorek is certainly right, subject matter jurisdiction is never waived. Western Wireless did not raise that argument in that context. Nor did this Commission, which has the authority to

sua sponte or essentially of its own volition to raise any issues it has regarding the question of jurisdiction. It didn't do that.

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And I would submit to you that at the time of the summary judgment hearing way back when now this past summer on this particular issue this Commission actually made a finding that SDCL 49-13-1 applied as well as other statutes.

So I think what the Commission has done in prior cases in terms of looking at contract disputes, looking at the issue of whether an obligation exists for compensation by one carrier for the use of another carrier's network, it's already done so. And by accepting Alltel's argument here today you're essentially calling into question this Commission's jurisdiction over a number of dockets and probably some that are currently pending before this Commission.

I appreciate I'm getting very close to making a parade of horribles argument here, but I don't think it's going too far to say that there's nothing that deprives this Commission of jurisdiction so it doesn't make sense to effectively abrogate jurisdiction when there has been no one who has told you such is actually appropriate under this case.

When one looks at the statute that Alltel is

using in this particular case, I think it's fair to state that there are very few carriers in this state, perhaps only Qwest and Midcontinent, who actually have more than 50,000 access lines. And so again when one looks at the context in which that might be applied I think it's fair to state that there are other carriers who could indicate, well, technically we are a carrier with fewer than 50,000 access lines, we're not necessarily subject to this Commission's jurisdiction. And it essentially takes away then this Commission's regulatory authority over numerous other services which those carriers might provide.

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I think this issue is far simpler than what the parties have likely made it out to be in their Briefs.

And I would simply indicate that this Commission has jurisdiction over this action under its general statutes within Title 49 because what we're talking about here is an intrastate telecommunications service in the transiting service and whether an obligation exists for the compensation of the same.

Mr. Wieczorek mentioned one thing with regard to Alltel not trying to escape from any liability that it may ultimately have for the transiting charges which Kennebec seeks in this claim and has indicated that what would happen if this Commission dismissed this action for

lack of subject matter jurisdiction is that Kennebec
would refile either in state or Federal Court. That's a
true statement.

However, I think one of the other things that's important to keep in mind is that Alltel has, in fact, contested a rate here. And both Mr. Wieczorek and I have some experience at the Federal Court level with Federal Court judges who want nothing to do with making rates and looking at telecommunications issues within the Act.

And I don't know based upon my experience that there is any court who would relish looking at this issue. And I think that's because the Legislature has specifically delineated in those enabling statutes that this Commission has the authority and the administrative expertise in order to look at the ultimate service at issue here.

So we would respectfully request that this Commission deny Alltel's Motion to -- effectively to dismiss this matter for lack of subject matter jurisdiction. Thank you.

CHAIRMAN JOHNSON: Thank you, Ms. Moore.

Ms. Semmler.

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MS. SEMMLER: Mr. Chairman and Commissioners, this is Kara Semmler for staff.

Staff argues that this Commission does have

jurisdiction to hear the Kennebec Complaint.

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Just because the Commission may lack rate making authority, staff agrees with the argument that that does not prohibit it from making a determination regarding damages. Staff also looked to SDCL 49-13, which does provide general regulatory authority.

And we also looked at some of the -- you know, the contract issues and the arguments made by Alltel, and Alltel seemed to rely heavily on that Hub City case in its brief. And I think that is distinguishable and that that was an electric territory case where the statutes provide for some explicit mechanisms by which to transfer territory.

Now the parties appeared to try to preserve some rights through a contract. The Court found the Commission couldn't rely on that contract because the statutes I think ultimately dictate how that must be done. I don't think that case was intended to prevent this Commission from making a determination regarding obligations or ultimately maybe damages.

So regardless of rate making authority, staff doesn't support the argument that all jurisdiction is -- regarding damages or obligations are pulled from the Commission.

CHAIRMAN JOHNSON: Thank you, Ms. Semmler.

1 Any questions for any party?

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Hearing none, any comments or action?

COMMISSIONER KOLBECK: Well, I think that the Commission has shown jurisdiction in previous cases. I also think that Alltel's cases pertain to electric and gas dockets. I have a little bit of a question on that.

And then, thirdly, I think we shouldn't surrender jurisdiction until a higher Court has made that determination. I think there's plenty of ways you can surrender jurisdiction, but until you're told to, I don't think that we should. By a higher court, I should say. So I will Motion in TCO8-O31 -- I'm sorry.

COMMISSIONER HANSON: If I -- I didn't jump quite quick enough when Mr. Chairman asked us if we had any questions.

And I guess I do just have one question for Mr. Wieczorek, and that is how he might respond to the statement that the examples that -- of Supreme Court cases that they had -- that he had cited were I believe natural gas or electric and that we don't have the ability to interpret those contracts, that in this telecommunications case that they -- how that might apply.

CHAIRMAN JOHNSON: And, Commissioner Hanson, thank you for asking your question because I'll

apologize, Mr. Wieczorek. It was my intention to give him an opportunity, a brief rebuttal at the end. Your question gives an opportunity to do that in part.

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Mr. Wieczorek, when you're done with
Mr. Hanson's question please feel free to make other
comments you feel appropriate and a brief rebuttal.

MR. WIECZOREK: Thank you, Mr. Chairman.

Directing first Commissioner Hanson's question, the electric rate case that -- I relied prominently on a Northwestern case has, you know, very similar language. Because it dealt with a rural electric co-op, and the language was the same under the electric as it exists under 5.1, basically exempting rural electric co-ops from rate regulation.

But there are other cases cited. For example, there is a case in the matter of the Public Utilities Commission Declaration Rule from back in '85 at 364 N.W.2d 124. And in that case some of the LECs tried to argue for radio paging that you could not regulate them under the 5.1 statute. And the Court said basically there you could regulate them for radio paging but, you know, because that wasn't -- as long as you didn't regulate their rate essentially.

But you could regulate them on interconnection. You could regulate them on having to have a license to

provide the other service if they were doing it under a different company.

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So while the Supreme Court hasn't directly had this issue in front of it, I think the -- the electric case is persuasive, especially when you're reading these other cases where the Supreme Court's talking about what 49-31-5.1 applies to.

The because what happens here is -- I think what the Court is concerned with is, is the RLEC -- if I came in as Alltel and sued asking this Court -- or asking the Commission to make a determination to set transiting rates for various RLECs where I want to get transiting agreements with, you can bet these RLECs would say you can't set our rates for this Commission. But essentially that's what you're going to have to do if you take this case.

Because Kennebec has come in and said,

Commission, make them pay us and give us the rate we

want. So essentially they're coming in asking this

Commission to set a rate in their Complaint for this

action. So I see those cases as indistinguishable with a

final determination that the Commission has to make is

what is the appropriate rate.

And I -- the -- I don't believe that if this Commission lacks the power to force a rate upon the RLEC,

that it can force -- make a determination of an RLEC rate because the RLEC is suing somebody else under a contract.

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And, Commissioner Hanson, that would be the conclusion of my response to your question. If you have a follow up, I can deal with that right now, or I can talk about a couple of other issues raised.

COMMISSIONER HANSON: Thank you very much. I do have a follow up to it. You referred to 49-31, and the SDCL 49-13 is what we've been basing some of our --

MR. WIECZOREK: Right. And 49-13.1 talks about any person complaining of anything done or admitted by any telecommunication company or motor carrier company subject to the provisions of this title in contravention of the provision thereof.

And I think that's a distinction. You do not have cart blanche to decide any issue just because you don't have authority to give a COA to a telecommunications. That doesn't mean anything that deals with the telecommunications company you now have authority under, under the statute.

The second part of that is it has to be the telecommunications company doing something in contravention of the statutory authority granted you.

So if you don't have statutory authority to set this rate, I don't see how you can make a determination

as to in this case what this rate should be for the purposes of determining what's open, if anything.

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COMMISSIONER HANSON: I appreciate your answers. I'll allow you to give your rebuttal then.

MR. WIECZOREK: I'm not going to try to second-guess every case that's been in front of this Commission. There is -- there is undoubtedly situations where this Commission has jurisdiction under certain contractual issues but not others.

And I am not trying to make an argument today that this Commission under any contract can't make some kind of determination that a telecommunication company's not living up to a contract.

What I'm saying, in this situation when the contract term -- interpretation of contract term essentially forces the Commission to establish rates for a company that isn't subject to rate setting by this Commission, the Commission lacks subject matter jurisdiction for those types of claims.

Because the old Western Wireless Complaint case was raised, and while that matter is technically still pending -- it's been resolved for quite a while based on a settlement. Commissioner Hanson heard that case that went for several, several days -- that case dealt primarily with interconnection agreements. The only

- issue that had to do with transiting was primarily a question of whether Golden West could charge transit to Vivian. The argument was these are the same carriers.

 And it was a request for refund from the Golden West companies by Western Wireless.
 - And so it actually would have been more likely that RLEC would have raised the subject matter jurisdiction in that case. And, frankly, that issue on transiting was resolved between the parties and is subject now to an agreement between the parties how they're moving that forward.
 - The jurisdiction here I think is limited by the statutes. And while I can appreciate the Commission does not want to necessarily limit or make a pronouncement of limiting its jurisdiction short of direction from a higher Court, it seems to be if the jurisdiction is so limited, which I believe the case law supports, it seems to be a lot of time invested into a case that's going to end up in another forum a year from now anyway.
 - And with that, unless there's another question, I would be completed.
- 22 CHAIRMAN JOHNSON: Thank you, Mr. Wieczorek.
 23 And, again, my apologies.
 - Other questions?

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MS. AILTS WIEST: I have a question.

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              CHAIRMAN JOHNSON: Yes, Ms. Wiest.
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              MS. AILTS WIEST:
                                For Ms. Moore.
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              Ms. Moore, you would agree, wouldn't you, that
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     in this case your company is providing access to another
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     telecommunications company, Alltel, to your facilities
 6
     for their traffic?
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              MS. MOORE: I would agree with that, Ms. Wiest.
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              MS. AILTS WIEST:
                                And in this case really your
     issue is whether you've received reasonable compensation
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     for that access?
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              MS. MOORE: I don't believe it would be a
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     question of the reasonableness of the compensation
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     because we didn't receive compensation.
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              MS. AILTS WIEST: Receive any compensation for
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     this access is your allegation?
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              MS. MOORE:
                          Correct. Correct.
                                               Because
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     ultimately under the Complaint if one looks at the facts
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     that were alleged, Alltel did initially pay. They paid
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     at the rate, the rate that had been in place since 1996.
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     And then in 2007 I believe -- forgive me if I stated the
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     incorrect year -- they ceased paying.
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              So we're not asking for a determination as to
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     the reasonableness of the rate. We're asking to be
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     compensated at the rate that was billed at the rate that
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was originally paid. So I would agree, yes, we are

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     seeking compensation for access to Kennebec's network
     from Alltel.
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              MS. AILTS WIEST:
                                Thank you.
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              CHAIRMAN JOHNSON: Further questions?
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              Hearing none, Commissioner Kolbeck, you have the
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     floor.
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              COMMISSIONER KOLBECK: I quess I was just in the
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     middle of that -- and I understand Mr. Wieczorek's
     arguments, but he said himself that the Supreme Court has
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     not directly had this in front of them. And I think that
     they need to make that determination. So one Commission
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     says, yes, we do have jurisdiction and another Commission
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     after I've had my first heart attack and the next
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     Commission comes in and says, no, we don't have
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     jurisdiction over that. So until that determination is
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     made I think that we need to continue on.
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              So in TC08-031 I will Motion that -- deny the
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     Motion for Summary Judgment of Dismissal for Lack of
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     Subject Matter Jurisdiction.
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              CHAIRMAN JOHNSON: Motion has been made.
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              Is there any discussion on the Motion?
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              Hearing none, we will proceed to vote.
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              Hanson.
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              COMMISSIONER HANSON: As much as I would not
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     like to hear this, I do think that we have jurisdiction;
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therefore, I'm voting yes.
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              CHAIRMAN JOHNSON: Yeah. I don't know that I
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     want to hear it very much either. I did spend a week
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     with you, Mr. Wieczorek, and others back in 2005. But
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     Tal only credits you, Gary, for being there. So you must
     have asked much better questions, I think. Just kidding,
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     Mr. Wieczorek, of course.
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              Continuing our vote. Kolbeck.
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              COMMISSIONER KOLBECK: Aye.
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              CHAIRMAN JOHNSON: Johnson votes aye. Motion
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     carries 3-0.
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1	STATE OF SOUTH DAKOTA)
2	:SS CERTIFICATE
3	COUNTY OF SULLY)
4	
5	I, CHERI MCCOMSEY WITTLER, a Registered
6	Professional Reporter, Certified Realtime Reporter and
7	Notary Public in and for the State of South Dakota:
8	DO HEREBY CERTIFY that as the duly-appointed
9	shorthand reporter, I took in shorthand the proceedings
10	had in the above-entitled matter on the 9th day of
11	February, 2010, and that the attached is a true and
12	correct transcription of the proceedings so taken.
13	Dated at Onida, South Dakota this 18th day of
14	February, 2010.
15	
16	
17	
18	Cheri McComsey Wittler,
19	Notary Public and Registered Professional Reporter
20	Certified Realtime Reporter
21	
22	
23	
24	
25	

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