



CONSULTATION PAPER

**REVIEW OF THE CODE OF PRACTICE FOR INFO-
COMMUNICATIONS FACILITIES IN BUILDINGS (“COPIF”) FOR
THE USE OF SPACE AND FACILITIES BY LICENSEES**

INFOCOMM DEVELOPMENT AUTHORITY OF SINGAPORE

5 February 2009

PUBLIC CONSULTATION DOCUMENT

REVIEW OF THE CODE OF PRACTICE FOR INFO-COMMUNICATIONS FACILITIES IN BUILDINGS (“COPIF”) FOR THE USE OF SPACE AND FACILITIES BY LICENSEES

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1 INTRODUCTION

- 1.1 The Code of Practice for Info-communications Facilities in Buildings 2008 (“COPIF:2008”) came into effect on 15 September 2008. The purpose of the COPIF is to ensure that developers or owners of buildings (hereinafter “developers or owners”) provide adequate space and facilities within their buildings for the installation of equipment and plant used by Facilities-Based Operators (“FBOs”) to provide info-communication services to the building occupants.
- 1.2 Following the release of the COPIF:2008 in August 2008, IDA has received a re-consideration request from an FBO to reconsider some issues related to COPIF:2008. IDA has reviewed the representations and is of the view that some of the concerns raised may be valid. IDA is thus prepared to consider making some adjustments to COPIF:2008 to address these concerns.

2 RATIONALE FOR REVISIONS AND PROPOSED REVISIONS

Paragraph 14.7.1 – Connection of lead-in pipes based on actual demand

- 2.1 The FBO argued that licensees could not deploy infrastructure (i.e. connection of lead-in pipes) based on actual demand alone. Such deployment should take into account future anticipated demand, diversity and redundancy, operations and maintenance. The FBO elaborated that to connect based on actual demand would:
 - (a) Increase cost of deployment due to need to connect lead-in pipes incrementally when demand arises. This translates to unnecessary increase in costs. It also implies more frequent public disruptions from civil works necessary to connect up more lead-in pipes;
 - (b) Reduce the speed of service implementation if new lead-in pipes need to be connected to upgrade capacity; and
 - (c) Affect service quality, provisioning of operations and maintenance if there are no spare lead-in pipes.

IDA's assessment

- 2.2 IDA's intent to prescribe that the connection of lead-in pipes should be "based on actual demand" was to ensure that telecom licensees only connect up the necessary number of lead-in pipes and leave aside some lead-in pipes for other licensees (who choose to connect such lead-in pipes at a later stage when there is customer demand) (the "Other Licensees"). The above was to optimise the use of such limited resource. While the above approach is well-intended, IDA nonetheless recognises that there may be some implementation issues as highlighted by the FBO. In this regard, IDA is prepared to consider alternatives to its earlier approach to address the FBO's concerns.
- 2.3 With regard to paragraph 2.2, IDA's preliminary view is that an alternative may be structured as follows:
- (a) Subject to 2.3(b), allow telecom licensees to connect lead-in pipes based on their immediate and reasonably forecasted demand. Additionally, licensees who wish to connect their pipes to the lead-in pipes of a new building shall be required to consult each other in good faith¹ to allow the number of lead-in pipes that each shall connect; and
 - (b) In all cases, set aside (i.e. leave unconnected) a minimum of 10% of the total lead-in pipes or 1 lead-in pipe, whichever is greater, for the Other Licensees. The reason for the requirement to set aside a minimum of 10% of the total lead-in pipes or 1 lead-in pipe is that based on historical trend, the demand of lead-in pipes by the Other Licensees has not been very high. IDA therefore does not wish to over cater for such needs and deprive existing licensees from using the lead-in pipes.

Paragraph 14.7.3(a) - Free use of the particular licensee's unused lead-in pipes and associated lead-in manholes after the Effective Date

- 2.4 If the proposed revisions referred to paragraph 14.7.1 are accepted by IDA, IDA would need to make consequential amendments to this particular paragraph. Such consequential proposed revisions include:

¹ In situations where licensees are unable to agree on the lead-in pipes that each should connect to, they may refer the issue to IDA for a binding decision.

- (a) For lead-in pipes that telecom licensees had connected reasonably at the outset (i.e. based on immediate and reasonably forecasted demand) but remain unused at the time when Other Licensees seek the use of the lead-in pipes, telecom licensees would have to lease such lead-in pipes and associated manholes at cost-based prices to the Other Licensees; or
- (b) For lead-in pipes that telecom licensees had connected unreasonably at the outset (i.e. in contravention of the requirement to connect based only on the licensee's immediate and reasonably forecasted demand) and which remain unused at the time when Other Licensees seek the use of the lead-in pipes, telecom licensees would have to lease such lead-in pipes and associated manholes at no cost to other licensees.

Paragraphs 14.6.1(b) and 14.7.3(b) – Disconnection of unused lead-in pipes

- 2.5 The FBO has also argued that, amongst other considerations, once lead-in pipes are disconnected, they will not be readily capable of re-connection or re-use. The FBO added that such requirement for the disconnection of unused lead-in pipes also raised significant risk of cable damage.

IDA's assessment

- 2.6 The intent of the particular provision is to enable requesting licensees' unencumbered access to the lead-in pipes (i.e. without having to lease and use other FBO's connected lead-in pipes and associated manholes, and in turn be subject to the various administrative and operational constraints imposed by the FBO). It was designed to give requesting licensees the right to request for a disconnection subject to feasibility of disconnecting and reconnection, having regard to the risks of damage to the infrastructure and disruption to service provisioning of the licensees who had connected up the lead-in pipes.
- 2.7 Notwithstanding the above, there remains the concern that disconnection and reconnection would impact the integrity of neighbouring plants and cables and cause disruption of services to end-users, as highlighted by the FBO. Given the potential of service disruption, however limited such risks, IDA is prepared to reconsider its requirement for the disconnection of lead-in pipes. From IDA's perspective and taking into account the public interest, it is preferable for IDA to err on the side of caution to prevent any service disruption to end users.

- 2.8 For lead-in pipes connected before the Effective Date where all lead-in pipes have been connected, requesting licensees could still lease such lead-in pipes from other licensees at cost. As for connection of lead-in pipes on or after the Effective Date, IDA will, under the revised approach described in paragraph 2.3 above, require all licensees who are interested to connect such lead-in pipes to agree amongst themselves on the quantity that each should connect. In addition, IDA will also require the telecom licensees who seek connection to set aside a minimum of 10% of the total lead-in pipes or 1 lead-in pipe, whichever is greater, for Other Licensees who choose to connect to such lead-in pipes at a later date. In the situation where the lead-in pipes set aside prove to be insufficient for Other Licensees, the latter may lease the connected lead-in pipes from the relevant licensees where they are unused or where there is available capacity.
- 2.9 In IDA's opinion, the above should to some extent balance the interests of existing licensees who need to ensure infrastructure readiness for service provisioning, the interest of end users who need to be provided with the service as well as the concern to ensure the continuity of the service provisioning, and the requesting licensees who might wish to obtain access to lead-in pipes at a later stage.

3 REQUEST FOR COMMENTS

- 3.1 IDA hereby invites interested parties to submit comments regarding the proposed revisions in section 2. Respondents must identify the specific areas on which they are commenting. Where appropriate, respondents are encouraged to suggest proposed changes, including drafting language, and the proposals should be accompanied by an explanation of the reasons for the changes.
- 3.2 All comments should be submitted in writing, in both hard and soft copy (preferably in Microsoft Word format). The submissions must reach IDA by **12 noon, 26 February 2009**. Respondents are required to include their personal/company particulars as well as the correspondence address in their submissions to this Consultation Paper. Submission should be addressed to:

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AND

Please submit your softcopy via e-mail to: IDA_Consultation@ida.gov.sg.

- 3.3 IDA reserves the right to make public all or parts of any written submissions made in response to this Consultation Paper and to disclose the identity of the source. Any part of the submission, which is considered commercially confidential, should be clearly marked and placed as a separate annex. IDA will take this into consideration when disclosing the information submitted.