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Ms. Blanca Bayó, Director
The Commission Clerk and Administrative Services
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Florida Public Service Commission
2540 Shumard Oak Blvd.
Tallahassee, Florida 32399-0850

Re: Docket Nos. 000121A-TP

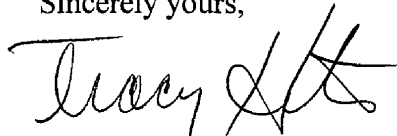
Dear Ms. Bayó:

Enclosed for filing on behalf of AT&T Communications of the Southern States, LLC, WorldCom, Inc., ITC^DeltaCom Communications, Inc. and Covad Communications Company are an original and fifteen copies of the Comments of AT&T of the Southern States, LLC, WorldCom, Inc., Covad Communications Company and ITC DeltaCom, Inc. Concerning KPMG Consulting, Inc.'s September 2002 BellSouth Permanent Metrics Adequacy Study in the above referenced docket.

Please acknowledge receipt of this letter by stamping the extra copy of this letter "filed" and returning the same to me.

Thank you for your assistance with this filing.

Sincerely yours,



Tracy W. Hatch

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BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Investigation into the)
Establishment of Operations Support)
Systems Permanent Performance)
Measures for Incumbent Local)
Exchange Telecommunications)
Companies)

Docket No. 000121A-TP

Filed: October 31, 2002

**COMMENTS OF AT&T COMMUNICATIONS OF THE SOUTHERN STATES, LLC,
WORLD COM, INC., COVAD COMMUNICATIONS COMPANY, AND ITC
DELTACOM, INC. CONCERNING KPMG CONSULTING, INC.'S SEPTEMBER 2002
BELLSOUTH PERMANENT METRICS ADEQUACY STUDY**

ALECs AT&T Communications of the Southern States, LLC ("AT&T"), WorldCom, Inc. ("WorldCom"), DIECA Communications Company d/b/a Covad Communications Company ("Covad"), and ITC^DeltaCom, Inc. ("DeltaCom") hereby submit their comments concerning KPMG Consulting, Inc.'s ("KCI") September 2002 BellSouth Permanent Metrics Adequacy Study, Final Report ("Adequacy Study").

I. INTRODUCTION

The Adequacy Study is a helpful starting point for determining whether the performance metrics in BellSouth's Florida Service Quality Measurement Plan ("SQM") are adequate to assure ALECs a meaningful opportunity to compete. Nonetheless, the Adequacy Study contains some significant omissions and errors. The Adequacy Study:

- Overlooks problems relating to BellSouth's reporting of OSS availability
- Fails to recommend adoption of a critical measurement of flow-through
- Does not address BellSouth's problematic calculations for Reject Interval and Firm Order Confirmation ("FOC") timeliness
- Approves undefined or inappropriate exclusions from BellSouth's OSS, Ordering, and Change Management metrics

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- Recommends deficient or defective benchmarks, performance metric calculations, and definition changes for certain billing metrics

Consequently, the Commission should not rely solely upon the Adequacy Study when evaluating the adequacy of BellSouth's Florida performance measures. Many important changes must be made to BellSouth's SQM before robust competition among ALECs and BellSouth may truly thrive in Florida, as contemplated by the Telecommunications Act of 1996 (the "Act").¹

The Adequacy Study does present some constructive recommendations that will serve to enhance competition in Florida. For example, the Adequacy Study proposes necessary changes, such as revising the performance standard for Trunk Group Performance to measure blockages in non-consecutive hours, establishing a performance standard for EEL provisioning that corresponds with reality, and increasing levels of disaggregation in OSS and ordering metrics. These changes should be adopted. Yet, other changes that must be made have been overlooked in the Adequacy Study. Still other changes to BellSouth's SQM that KCI recommends, if adopted, will harm the prospects for robust competition among ALECs and BellSouth in Florida.

ALECs, therefore, urge the Commission to consider the Adequacy Study for what it really is: a helpful beginning step in the inquiry as to the adequacy of BellSouth's performance measures, but not the final word on the matter. Indeed, in evaluating the persuasiveness of the Adequacy Study, BellSouth should consider KCI's own statements regarding its finality and completeness. The Adequacy Study report itself reflects that further inquiry into certain issues is required. The introduction to the Adequacy Study warns that SQM issues that the Commission should consider for change cannot be addressed solely through red-line SQM modifications *and*

¹ These changes are described in this document and in the ALECs' August 30, 2002 filing with the Commission. *ALEC Coalition's Comments Concerning Proposed Changes to BellSouth's Performance Measurement Plan*, filed August 30, 2002 (hereafter, the "August 30, 2002 Comments").

require further research or study before a specific solution can be reached.”² Certain specific observations themselves contain similar warnings.³ Accordingly, while the study is a helpful beginning in the evaluation of the SQM, there still remains much work to be done in terms of evaluating the SQM and implementing constructive, competition-enhancing changes. The Commission should consider the following observations in evaluating KCI’s Adequacy Study.

II. THE ADEQUACY STUDY PROVIDES SEVERAL USEFUL AND VALID OBSERVATIONS

While ALECs maintain that KCI’s Adequacy Study contains oversights and errors,⁴ the Adequacy Study does contain observations that, if adopted, will assist the Commission in fostering robust competition by ensuring that BellSouth is allowing ALECs non-discriminatory access to its systems. Such areas in which the Adequacy Study contains positive observations include performance metrics for OSS, Ordering, Provisioning, Billing, and Trunk Group Performance. ALECs urge the Commission to adopt certain of KCI’s recommendations as discussed in this section.

A. OSS Metrics

Proper functioning and adequate performance of BellSouth’s OSS profoundly affects ALECs’ ability to service its customers and compete with BellSouth in Florida. The performance of BellSouth’s OSS has a great influence on customers’ experience with ALECs,

² Adequacy Study at 4 (emphasis supplied).

³ See *infra* at II.C.1 (urging further analysis by the Commission regarding an appropriate retail analog for EELs). Additional completeness concerns exist because KCI did not engage in meaningful comparisons with other relevant ILEC performance metrics or consider ALECs’ commercial experience in Florida. See attached Affidavit of Sharon E. Norris, October 31, 2002 (“Norris Affidavit”) at ¶¶ 5-6, 8-9 (KCI did not consider performance metrics in other states or for other ILECs and did not appear to have engaged in an independent evaluation of the adequacy of certain performance measures.).

because it directly affects the speed with which ALECs can complete all aspects of their customer service functions, from initial ordering to provisioning to repairing troubles. To assure robust competition among ALECs and BellSouth in Florida, accurate and meaningful performance standards for BellSouth's OSS must be adopted. In the following instances, ALECs concur with KCI's recommendations regarding BellSouth's OSS metrics.

1. OSS-1: Average Response Time and Response Interval (Pre-Ordering / Ordering) (pp. 5-6)

The ALECs agree with KCI's assessment that the levels of disaggregation section for this metric in BellSouth's Florida SQM should be modified to be consistent with the actual SQM report structure. Harmonizing the levels of disaggregation between the SQM and the SQM report structure is critical to the ability of ALECs and the Commission to accurately and efficiently assess whether BellSouth is providing non-discriminatory access to its OSS to ALECs. In this case, the SQM report structure contains appropriate levels of disaggregation to permit the Commission adequately to monitor BellSouth's OSS response time. The SQM should be modified, as KCI recommends, to display levels of disaggregation as currently reflected in BellSouth's SQM reports.

ALECs also agree with KCI that it is unclear how the "parity +2 seconds standard can be applied" in this metric.⁵ For this performance measure meaningfully to be applied, the "parity +2," or retail analog plus two seconds standard, must be compared to the associated level of disaggregation. However, not all levels of disaggregation have a retail analog documented by

(Footnote cont'd from previous page.)

⁴ See, e.g., *infra* sections III and IV.

⁵ Adequacy Study at 6.

BellSouth. Therefore, a documented retail analog must be established corresponding to each level of disaggregation before this performance measure can be applied.

2. OSS-2: Interface Availability (Pre-Ordering / Ordering) (p. 7)

The ALECs agree with KCI's recommendation that BellSouth's website should be updated to show hours of availability for all appropriate levels of disaggregation.⁶ BellSouth should provide availability information on its website for each level of disaggregation listed in its SQM.⁷

B. Ordering Metrics

To assure that BellSouth is processing orders placed by ALECs for their customers with appropriate speed, it is crucial to establish appropriate ordering metrics. If customers believe that ALECs cannot process their orders as quickly as BellSouth, ALECs cannot meaningfully compete with BellSouth in Florida. ALECs believe that the following recommendations made by KCI will enhance the development of robust competition in Florida.

1. O-3 / O-4: Percent Flow-Through Service Requests (Summary / Detail) (pp. 14-17)

The ALECs agree with KCI's recommendation that the Commission establish a level of disaggregation for Unbundled Network Elements-Platform (UNE-P).⁸ The ALECs also concur with KCI's recommendation that the Commission adopt a benchmark of 95% flow-through for ALEC's-ordered UNE-P LSRs. UNE-P is the preferred vehicle for ALECs to provision their

⁶ Adequacy Study at 7. KCI fails, however, to consider other problems with this performance metric. *See infra* at III.A.1.

⁷ *See Red-Line BellSouth Service Quality Measurement Plan (SQM)*, Florida Performance Metrics, Measurement Descriptions Version 2.00 (January 23, 2002), attached to Adequacy Study as Appendix A ("Red-Line SQM"), at 6.

⁸ Adequacy Study at 15, 17.

customers, and UNE-P flow-through is an important measure of BellSouth's performance because it allows ALECs to order electronically without the human intervention that increases both errors and delay in order completion.

UNE-P flow-through is already included in BellSouth's metric of UNE⁹ flow-through. However, UNE-P LSRs and UNE LSRs are sufficiently different that BellSouth's performance in processing each type of service request may vary widely. UNE-P orders are typically a billing or record transfer of all the UNEs required to provide service to an existing customer, while a UNE LSR could be an order of one element, or several elements not currently in service to a customer. If UNE-P LSRs do not have a separate level of disaggregation, it is not possible accurately to assess BellSouth's performance in executing such orders. Indeed, poor flow-through performance in one such disaggregation of LSRs can be masked by good performance in the other.

The ALECs agree with KCI on this issue. They have separately recommended that the Commission adopt both this additional level of disaggregation and this benchmark.¹⁰ Other Commissions also agree. The Georgia Public Service Commission recently accepted a staff recommendation regarding BellSouth's O-3 and O-4 metrics in that state that UNE-P be disaggregated and that this 95% benchmark be established for UNE-P.¹¹ This Commission, therefore, should order that UNE-P LSRs be disaggregated and that a benchmark of 95% flow-through be established for BellSouth's performance measures O-3 and O-4.

⁹ ALECs believe that the level of disaggregation for "UNE" should be renamed "UNE-Other." *See infra* at IV.B.1. For the sake of clarity, however, ALECs will refer to this category as "UNE" in these comments.

¹⁰ August 30, 2002 Comments at Exh. 3, p. 2.

¹¹ These changes to BellSouth's Georgia SQM are reflected in a red-line SQM. The Georgia Public Service Commission voted to accept these changes on September 17, 2002, though a written order has not yet been issued.

2. O-10: Service Inquiry with LSR Firm Order Confirmation (FOC) Response Time Manual (pp. 24-25)

ALECs agree with KCI's recommendation that the levels of disaggregation for this metric should be modified to include all transactions sent to the Complex Resale Support Group ("CRSG").¹² The orders involved in these transactions are, as the name suggests, complex, and often comprise diverse services in large volumes for business customers. As a result, it is critical that ALECs and the Commission be able to monitor the time it takes BellSouth to handle these orders, including the time these orders spend in the CRSG.¹³

3. O-11: Firm Order Confirmation and Reject Response Completeness (p. 26)

ALECs concur with KCI's assessment that a higher benchmark than 95% is appropriate for this benchmark, and agree that a more stringent standard should be applied. As noted by KCI, "every transaction should receive a response of FOC or a reject."¹⁴ Therefore, BellSouth can and should attain a much higher benchmark than 95%. Furthermore, KCI recognized in its Adequacy Study the potential impact to ALECs of not receiving a FOC or reject.¹⁵ A much higher benchmark is, therefore, necessary to ensure ALECs a meaningful opportunity to compete in Florida. KCI's Florida Third Party OSS Test applied a 99% benchmark for this metric, and no lesser benchmark should be incorporated into BellSouth's permanent SQM.¹⁶ ALECs support

¹² Requests for complex services that fall out for manual processing are sent to the CRSG.

¹³ Adequacy Study at 25. KCI identified this point for further consideration by the Commission. KCI failed explicitly to recommend, however, that other ordering metrics that can be affected by the amount of time an order spends in the CRSG should be revised to measure that time. *See infra* at III.B.2.

¹⁴ Adequacy Study at 26.

¹⁵ Adequacy Study at 26.

¹⁶ *See* Adequacy Study at 26.

KCI's conclusion on this issue, and propose that the Commission adopt a benchmark for this metric of at least 99%.¹⁷

C. Provisioning Metrics

Provisioning metrics generally measure the speed, efficiency and accuracy with which BellSouth provides services to customers of ALECs. The speed, efficiency and accuracy with which ALECs' customers are provided service has a direct and substantial effect upon customers' satisfaction with their chosen ALEC. As such, provisioning metrics are a crucial barometer of the ability of ALECs to compete with BellSouth in Florida.

1. Multiple Metrics (P-1, P-2, P-3A, P-4A, P-5, P-9): EEL Analog (pp. 28-35, 42)

ALECs agree with KCI's determination that the current retail analog for EELs is inappropriate. EELs are "a combination of interoffice facilities from a customer site, or a combination of a UNE interoffice facility and loop . . . to an end user site."¹⁸ There are various classifications of EELs, e.g., DS0, DS1, and DS3, which have increasing degrees of complexity and, hence, require different intervals to complete.¹⁹ BellSouth's single retail analog for all EELs is not appropriate, therefore, because it permits BellSouth to mask inadequate performance with simpler EELs by comparing them with the completion interval of more complex EELs. Hence, this performance metric should not be adopted in its current form.²⁰ KCI recommends,

¹⁷ Adequacy Study at 26.

¹⁸ Adequacy Study at 28.

¹⁹ Standard intervals range from 5 business days for DS0 EELs to 25 business days for DS3 EELs.

²⁰ ALECs note that KCI, in its Adequacy Study, recommended that the Commission "collect and analyze data to assist in determining a proper performance measurement standard for the individual EEL types." *See, e.g.*, Adequacy Study at 28.

and ALECs agree, that further analysis by the Commission is needed on this point to determine an appropriate performance standard for each type of EEL. Requiring BellSouth to provide wholesale and equivalent retail performance data for each EEL type would be a useful starting point for developing such standards. ALECs urge the Commission to adopt appropriate performance standards for each type of EEL in the current six-month review, which will ensure against disparity in provisioning these critical products.

D. Billing Metrics

Billing metrics are a critical measure of BellSouth's performance in providing timely, accurate and complete billing information to ALECs so that ALECs can, in turn, issue timely, accurate and complete bills to their customers. ALECs' ability to do so is critical to their ability to compete with BellSouth in Florida. Hence, it is essential that the Commission and ALECs be able accurately to measure BellSouth's billing performance.

1. B-4: Usage Data Delivery Completeness (p. 58)

Given KCI's recommendation that the retail analog for this metric be replaced with a benchmark, ALECs can support KCI's benchmark recommendation of 99% within 30 calendar days. ALECs note that, according to BellSouth's Monthly State Summary ("MSS") reports for May, June and July, 2002, BellSouth's actual performance in this area exceeded 99% within 30 calendar days. BellSouth should be required to maintain this level of performance. The benchmark KCI has proposed is sufficient to assure comparable performance by BellSouth in providing critical billing information to ALECs in a complete and timely manner.

2. B-8: Non-Recurring Charge Completeness (p. 62)

ALECs agree that the calculation for this metric must be changed. As presently stated in the SQM, the numerator and denominator for this metric capture precisely the same information and, hence, the performance measurement is meaningless. The proper method of calculating this

performance metric is to divide the number of non-recurring charges correctly billed on the next available bill by the total number of non-recurring charges billed in the reporting period. This calculation, modified as recommended in the Adequacy Study, will ensure that BellSouth is performing adequately in billing non-recurring charges completely and on time, on the next available bill.²¹

E. Trunk Group Performance Metrics

Trunk group performance is a critical issue for ALECs because, when a trunk group experiences a “blockage,” some customers cannot place telephone calls. Because trunk group blockages impair the functionality of customers’ telephone service, trunk group blockages pose a significant threat to ALECs’ ability to compete with BellSouth in Florida.

1. TGP-1 & TGP-2: Trunk Group Performance Metrics (Aggregate / CLEC Specific) (pp. 75-77)

ALECs agree with KCI’s concerns that trunk group blockages in non-consecutive hours are not being addressed by BellSouth’s current performance metrics, which only count blockages that occur in consecutive hours. These important metrics must be changed to reflect BellSouth’s performance accurately by measuring trunk group blockages that occur in non-consecutive hours.

Under the current metrics, if CLEC-affecting blockage exceeds BellSouth blockage by more than 0.5% during two non-consecutive hours, BellSouth will not be considered as failing the benchmark for these metrics.²² Indeed, even if CLEC-affecting blockage exceeded BellSouth blockage by greater than 0.5% every *other* hour (for twelve non-consecutive hour-long periods

²¹ See Adequacy Study at 62.

²² Adequacy Study at 75-77.

over the course of a 24-hour period), BellSouth would not be considered as failing this performance metric. These performance metrics must, therefore, be changed. The ALECs agree that trunk groups should be considered failed if blockage on the same group exceeds the benchmark for any two hours in a 24-hour period.²³

ALECs, further, agree in principle with KCI's observation that the exclusion for "unanticipated significant increases" is "subject to interpretation."²⁴ KCI's assessment of this exclusion, however, is stated more charitably than is merited. An exclusion of "unanticipated significant increases" is vague, undefined, and subject to abuse by BellSouth. ALECs concur with KCI's recommendation to the Commission that this exclusion must be clarified.²⁵

III. THE ADEQUACY STUDY OVERLOOKS OR FAILS TO ADDRESS IMPORTANT PROBLEMS WITH THE SQM

Certain significant problems with BellSouth's performance metrics are conspicuously absent from KCI's Adequacy Study, specifically those related to BellSouth's calculation of OSS interface availability and LSR flow-through metrics. These problems must be remedied before the Commission can be assured that competition will thrive among ALECs and BellSouth in Florida.

²³ ALECs have proposed a modification to this performance metric that trunk groups would be considered blocked where CLEC blockage exceeds parity with BellSouth blockage. The performance standard would be considered failed if CLEC-impacting blockage exceeds parity with BellSouth blockage in four or more one-hour monitoring periods during the reporting month. See August 30, 2002 Comments at Exh. 3, p. 6. ALECs would prefer that the Commission adopt this standard as proposed in their August 30, 2002 Comments.

²⁴ Adequacy Study at 75-76.

²⁵ ALECs agree with KCI's other recommendations regarding the exclusions in these performance metrics.

A. OSS Metrics²⁶

KCI's Adequacy Study overlooks significant instances in which BellSouth's OSS metrics require revision. One such OSS metric relates to the availability of BellSouth's OSS interface.

1. OSS-2 Interface Availability (Pre-Ordering / Ordering) (p. 7)

Although ALECs agree with the affirmative recommendations on this performance measure in the Adequacy Study, the Adequacy Study does not address other problems with this metric. BellSouth inflates the apparent availability of its OSS interfaces by including in its calculation of that metric servers that do not affect the availability of the interfaces. For instance, BellSouth has counted certain servers in calculating this metric that BellSouth later agreed during the Louisiana collaboratives should not have been counted. ALECs have no knowledge of the identity or number of servers BellSouth uses to calculate this metric. ALECs dispute, further, that certain other servers, such as security and transaction servers, should count as contributing to the availability of the OSS interfaces, because ALECs cannot place orders through those servers when other servers are down. KCI has not addressed in its Adequacy Study this significant problem, but ALECs reiterate their recommendations regarding BellSouth's business rules on this issue.²⁷

B. Ordering Metrics²⁸

The following ordering performance metrics in BellSouth's SQM contain inadequacies that will deny ALECs a reasonable opportunity to compete with BellSouth in Florida. The

²⁶ For a brief explanation of the significance of OSS metrics for ALECs, *see supra* at II.A.

²⁷ *See* August 30, 2002 Comments, Exh. 3 p. 1.

²⁸ *See supra* at II.B.

Adequacy Study does not address these inadequacies. To promote robust competition, these inadequacies in BellSouth's ordering performance metrics must be remedied.

1. O-3 / O-4: Percent Flow-Through Service Requests (Summary / Detail)
(pp. 14-17)

The Adequacy Study fails to address two problem areas in BellSouth's SQM related to flow-through metrics O-3 and O-4: the benchmarks for UNE and LNP LSRs are inadequate, and no benchmark exists to monitor achieved flow-through.

a. UNE and LNP Benchmarks

KCI fails to recommend certain needed improvements to the benchmarks for flow-through metrics O-3 and O-4. BellSouth's current Florida SQM contains a benchmark of 85% for flow-through of UNE and LNP orders. The benchmarks for these levels of disaggregation should be at least 90%, as in other states²⁹ and as recommended in ALECs' August 30, 2002 Comments.³⁰

b. Achieved Flow Through

KCI also fails to recommend that the Commission adopt a benchmark for achieved flow through. ALECs urged the Commission to implement a performance standard for achieved flow-through in their August 30, 2002 Comments.³¹ Achieved flow-through is a critical metric for at least two reasons: it accurately reflects the experience of an ALEC or retail customer, and it gives BellSouth a greater incentive to improve its overall flow-through performance.

²⁹ See Norris Affidavit (Attachment "A") at ¶¶ 5-6, 9 (KCI admitted that it did not "consider the performance metrics in place for any [ILEC] other than BellSouth," and that it did not "consider the performance metrics in place in other states in which BellSouth is the ILEC." Further, KCI appears not to have independently evaluated whether the 85% performance benchmark adopted by the Commission was adequate.).

³⁰ See August 30, 2002 Comments, Exh. 3, p. 2.

³¹ August 30, 2002 Comments, Exh. 3, pp.2-3.

Unlike percent flow-through, which captures only orders designed to flow-through that fall out for manual processing due to error, percent *achieved* flow-through captures in addition those orders that fall out for manual processing by virtue of BellSouth's design of its ordering systems. Despite the differences in cause of the two types of fall out, the effect on the ALEC or customer is the same: possible delay of service and errors in service provisioning. In order to adequately assess the performance of BellSouth, *both* percent flow-through and achieved flow-through must be measured. Moreover, monitoring achieved flow-through provides BellSouth an incentive to reduce the number of orders that fall out by design. BellSouth's SQM should include a measurement for percent achieved flow-through. KCI's Adequacy Study overlooks this important performance metric.

2. O-8 / O-9: Reject Interval / Firm Order Confirmation Timeliness (pp. 22-23)

In order for the FOC and Reject Timeliness measures to be meaningful, they must include all time between the point the ALEC sends the order and the point the ALEC receives a FOC or reject. In certain circumstances, some of that time is spent in the CRSG. For neither of these metrics does the Adequacy Study explicitly recommend that BellSouth's permanent metrics be revised to include in their calculations the amount of time transactions spend in the CRSG.³² These performance metrics should be revised to capture the amount of time transactions spend in the CRSG.

³² In fact, while the denominators of the calculations in O-8 and O-9 count the *number* of orders that have spent time in the CRSG, the numerators of such calculations do not count the *time* such orders have spent in the CRSG. The calculations for these performance measures, therefore, improperly reflect the amount of time BellSouth actually takes to issue a FOC or reject for service requests.

KCI acknowledges the need for such transactions to be captured in performance metrics. The Adequacy Study notes that SQM O-10 reveals CRSG processing for some levels of disaggregation, but not all relevant levels of disaggregation. KCI notes, in its recommended changes for SQM O-10, that “the FPSC should also consider how to address *all* transactions sent to the CRSG.”³³ In order to capture “all transactions sent to the CRSG,” the performance measures for both Reject Interval and FOC Timeliness should reflect the time that all transactions spend in the CRSG. As recommended in the ALECs’ August 30, 2002 Comments, SQM O-8 and O-9 should be revised to include such transactions.³⁴

IV. KCI’S ADEQUACY STUDY CONTAINS ERRORS AND RECOMMENDATIONS THAT WILL HARM ALECS’ ABILITY TO COMPETE IN FLORIDA

KCI’s Adequacy Study makes certain affirmative recommendations that, if adopted, will impair ALECs’ ability effectively to compete in Florida. In addition, the Adequacy Study contains apparent errors that should be corrected. In the following areas, ALECs urge the Commission not to adopt KCI’s recommendations in its Adequacy Study.

A. OSS Metrics³⁵

1. OSS-1: Average Response Time and Response Interval (Pre-Ordering / Ordering)³⁶ (pp. 5-6)

Although the ALECs agree with some of KCI’s recommendations with respect to this metric,³⁷ ALECs disagree with KCI’s recommendation that an exclusion be added for “corrupt

³³ Adequacy Study at 25 (emphasis supplied).

³⁴ See August 30, 2002 Comments at Exh. 3 p. 3.

³⁵ For a brief explanation of the significance of OSS metrics, see *supra* at II.A.

³⁶ ALECs note that KCI has recommended that the name of this metric be changed to Average Response Interval and Percent Within Interval (Pre-Ordering/Ordering).

records.” This metric is intended to measure the average interval for accessing several categories of data in BellSouth’s OSS (for example, customer service records, service and feature availability, and so on).³⁸ As explained *supra* at II.A, it is important that this metric reflect as accurately as possible the average response interval of BellSouth’s OSS to all orders.

An exclusion for “corrupt” records where “corrupt” is not defined may permit BellSouth arbitrarily to exclude records it does not wish to affect this metric.³⁹ While ALECs do not oppose, in principle, excluding certain records from this metric, ALECs must insist that those excluded records be subject to definite criteria.⁴⁰ The definition of “corrupt records” is nowhere to be found either in the SQM or the Adequacy Study. Consequently, the exclusion as proposed by KCI is not only meaningless; it may potentially bring countless records within its reach that should, in fact, be included in the metric. ALECs therefore urge the Commission not to adopt KCI’s recommendation on this point.

(Footnote cont'd from previous page.)

³⁷ See *supra* at II.A.1, II.A.2.

³⁸ Red-Line SQM at 1.

³⁹ KCI is aware of the problems posed by vague and ill-defined exclusions. See Adequacy Study at 75; *supra* at II.E.1.

⁴⁰ For instance, ALECs do not dispute that a record that had a duration of 1,035,000,000 seconds appears to have been anomalous and likely should be excluded. See Adequacy Study at 5. Perhaps KCI is seeking to exclude from this metric records that constitute “timeouts,” where a query is not likely ever to receive a response from the OSS. If BellSouth wishes to exclude OSS timeouts, ALECs submit that a definite cut-off point for a timeout would have to be established; that the cut-off point would have to be the same number for both retail and wholesale orders; and that BellSouth must make this information available to ALECs on its website. Ideally, as with Verizon in New York, the number of such timeouts would be subject to a performance measurement, as well.

B. Ordering Metrics⁴¹

KCI's Adequacy Study sanctions the exclusion of "projects" from BellSouth's metric for Percent Rejected Service Requests—an exclusion for which there is no rational basis and which, if adopted, will harm competition in Florida. The Commission should reject KCI's recommendation to exclude projects from this metric. The Commission, furthermore, should rename the UNE category of disaggregation "UNE-Other," not "UNE-Loop," as KCI recommends.

1. O-3 / O-4: Percent Flow-Through Service Requests (Summary / Detail)
(pp. 14-17)

KCI recommended that the UNE category of disaggregation for these metrics be renamed "UNE-Loop." The ALECs agree that this category is misleadingly labeled, but propose that a more accurate name for the UNE level of disaggregation is "UNE-Other." Because this category may include non-loop items, and because loops with LNP are included in the LNP category, UNE-Other is a more accurate designation. The Commission should rename the UNE category "UNE-Other."

2. O-7: Percent Rejected Service Requests (p. 21)

ALECs strongly disagree with KCI's assessment that is appropriate to exclude projects from the measure of Percent Rejected Service Requests.⁴² Projects represent important service requests for ALECs and their customers. The negative impact of a rejected service request for a project is no less for ALECs or their customers in Florida than for any other type of service request. KCI provided no justification in its Adequacy Study for its conclusion that this

⁴¹ See *supra* at II.B.

exclusion is proper. The Commission, moreover, has not authorized this exclusion. Therefore, for the Commission to be able to exercise its oversight authority, BellSouth should be required to include projects in its calculation of Percent Rejected Service Requests.

C. Provisioning Metrics⁴³

The Adequacy Study's observations regarding provisioning metrics contain one error and one recommendation that contravenes both ALEC input and BellSouth's concurrence with that input. On both of these observations, discussed in this section, the Commission should decline to adopt KCI's recommendations.

1. P-7: Coordinated Customer Conversions Interval (p. 37)

The Adequacy Study appears to contain an error on this point. This metric is significant because it measures the speed with which BellSouth switches new ALEC customers from BellSouth to the ALEC. The Adequacy Study recommends changing the performance standard from "parity by design" to "parity with retail." The SQM, however, presents a benchmark⁴⁴ as the performance standard for this metric, and does not reflect that the current performance standard is "parity by design."⁴⁵ KCI's recommendation appears, therefore, to be erroneous.

2. P-12: Average Disconnect Timeliness Interval (p. 45-46)

ALECs support the general position taken by KCI that, for orders where a ten-digit trigger is not or cannot be provisioned, non-timely removal of the switch translations will have

(Footnote cont'd from previous page.)

⁴² In general, projects are service requests exceeding certain parameters relating to size and complexity. The exact criteria for designating service requests as a "project" depends on the service being ordered.

⁴³ See *supra* at II.C.

⁴⁴ The benchmark in the SQM for both levels of disaggregation is 95% within 15 minutes.

an adverse effect on customers.⁴⁶ If the disconnect is not timely, the customer does not have complete service. Instead of modifying this measure as recommended by KCI, however, ALECs recommend that the Commission adopt ALECs' proposal from their August 30, 2002 Comments.⁴⁷ BellSouth has indicated its agreement with ALECs' proposal regarding these metrics.⁴⁸ The measures proposed by ALECs will provide a far more complete survey of the LNP process than the current performance measurement. These proposed measures would show whether BellSouth applies a ten-digit trigger to an LNP telephone number; whether BellSouth responds to troubles quickly regardless of the application of a ten-digit trigger; and, where no 10-digit trigger could be applied, whether BellSouth performs disconnection in a timely manner.⁴⁹ Rather than KCI's recommendations on this point, the Commission should adopt ALECs' proposal, with which BellSouth has agreed, and which provides a more robust method of monitoring this key service area.

D. Billing Metrics⁵⁰

KCI's Adequacy Study contains recommendations concerning the following billing metrics that are either erroneous or, if adopted, will harm ALECs' ability to compete with BellSouth in Florida: Usage Data Delivery Timeliness, Mean Time to Deliver Usage, Recurring

(Footnote cont'd from previous page.)

⁴⁵ Red-Line SQM at 80.

⁴⁶ Adequacy Study at 45-46.

⁴⁷ See August 30, 2002 Comments at 16-17, Exh. 6 pp. 5-10.

⁴⁸ See *Table of Agreed Issues, Florida BellSouth Performance Assessment Plan, Six Month Review*, filed October 23, 2002.

⁴⁹ See August 30, 2002 Comments at 16-17, Exh. 6 pp. 5-10.

⁵⁰ See *supra* at II.D.

Charge Completeness, and Percent Billing Errors Corrected in X Days. The Commission should decline to adopt KCI's recommendations relating to billing metrics as discussed in this section.

1. B-5: Usage Data Delivery Timeliness (p. 59)

KCI's recommendation of a benchmark for this metric of 95% within five business days is unreasonably lenient. KCI proposes that benchmark in its Adequacy Study as a replacement for the current retail analog performance standard. Yet, BellSouth is capable of, and the Commission and ALECs should expect, better performance than would be required by this proposed benchmark. Because of the importance of this metric to ALECs, a higher standard than that proposed by KCI should be demanded of BellSouth. According to BellSouth's MSS Reports for May, June, and July 2002, BellSouth's performance for this metric within six calendar days was 97.65%, 99.38%, and 99.56%, respectively. ALECs propose a more stringent standard than that proposed by KCI, and believe that 98% within 6 calendar days is an appropriate and attainable standard of performance for this metric.

2. B-7: Recurring Charge Completeness (p. 61)

The word "fractional" should not be eliminated from the definition documentation for this metric because "fractional recurring charge" is not, as KCI claims, a misnomer.⁵¹ KCI misconstrues the meaning of the term "recurring charge." A "recurring charge" is simply a monthly charge for telephone service. A "fractional recurring charge" is therefore a fraction of a monthly charge for telephone service. This fractional charge does not recur; rather, it is a fraction of a "recurring charge." An example of a "fractional recurring charge" is a charge for a

⁵¹ Adequacy Study at 61.

portion of a month of telephone service issued when a customer activates or terminates telephone service in the middle of a billing cycle.

It is critical to monitor BellSouth's performance in complete and timely billing of these charges. As with all billing matters, it is essential that ALECs be able both to internally account for charges and to bill customers in a timely manner.⁵² Therefore, the Commission should decline to adopt KCI's recommendation to remove "fractional" from the definition documentation for this performance metric.

3. B-10: Percent Billing Errors Corrected in X Days (p. 64)

KCI's proposed calculation for this metric is incorrect. Although ALECs agree with KCI that the calculation for this performance metric should be modified so that the numerator and denominator calculate the metric using the same interval, ALECs believe the calculation should be as follows:

Percent Billing Errors Corrected in X Days = (a / b X 100)

- a = Number of Adjustments made within 45 day interval
- b = Number of Adjustments due in reporting period

This calculation does not require the arbitrary extension of the reporting period to 45 days. The reporting period is the same in both the numerator and denominator because the billing corrections captured in the numerator are those timely completed in the reporting period, while those billing corrections due in the reporting period are captured in the denominator.⁵³ In

⁵² See, e.g., *supra* at II.D; August 30, 2002 Comments at Exh. 2, pp. 1-2.

⁵³ In other words, in calculating BellSouth's performance under this metric for the reporting month of November, the numerator should comprise all billing adjustments made during the reporting period that are completed within the 45-day interval for completing billing adjustments. Hence, if a billing adjustment completed on November 15 has taken 45 days or less to complete, it counts in the numerator; if it has taken longer than 45 days to complete, it does not. The denominator should comprise all billing adjustments that are due to be completed during the reporting period.

this way, this metric can compare expected with achieved performance using a single interval (i.e., the reporting period) in both the numerator and denominator.

E. Change Management Metrics

BellSouth's performance in the area of change management has a significant impact on the ability of ALECs to configure their own computer systems so that they seamlessly can interface with BellSouth's. Accurate and adequate measurement of BellSouth's performance in change management is significant because changes made by BellSouth of which ALECs receive inadequate notice or documentation can cause serious disruptions in ALECs' ability to service their customers. The following recommendations made by KCI will undermine the Commission's ability to monitor BellSouth's performance in this important area and will harm the ability of ALECs effectively to compete with BellSouth in Florida.

1. CM 1 / CM-2: Timeliness of Change Management Notices / Change Management Notice Average Delay Days (pp. 81-82)

KCI is incorrect in its conclusion that it is appropriate to exclude from the calculations for Timeliness of Change Management Notices (CM-1) and Change Management Notice Average Delay Days (CM-2) change requests that are mandated by regulatory or legal entities (Type 2). Type 2 change requests merit timely handling, notification, and implementation, and KCI's reason for accepting this exclusion does not surmount this basic principle. Even if "changes mandated by outside parties may have different implementation time requirements than the current CCP,"⁵⁴ certain of those mandated changes *will* have implementation time requirements consistent with the CCP. BellSouth should not be permitted to delay implementing such mandated changes and, indeed, should be provided an incentive to improve its

⁵⁴ "CCP" is an abbreviation of "change control process." Adequacy Study at 81.

implementation interval for all such change requests. Hence, Type 2 Change Requests should not be excluded from these metrics. Instead, only those Type 2 change requests with implementation dates that prevent the CCP-imposed time requirements from being met should be excluded.

2. CM-3 / CM-4: Timeliness of Documents Associate with Change / Change Management Documentation Average Delay Days (pp. 83-84)

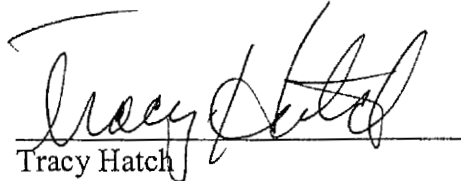
ALECs disagree that these metrics should contain an exclusion for certain change requests that result in a slip of a release date by less than 30 days. First, KCI does not explain, and ALECs cannot discern, why this exclusion is warranted. Furthermore, ALECs have significant concerns that this exclusion grants BellSouth an incentive to allow release dates to slip, provided they slip for fewer than 30 days. Where non-BellSouth initiated change requests *necessitate* the delay of a release, perhaps exclusions are warranted. However, this exclusion requires no necessary connection between the change request and the slipping of the release date. The exclusion, in effect, establishes a 30-day grace period during which BellSouth may choose to let release dates slip with impunity. Consequently, even if the exclusion as currently endorsed by KCI can be justified, ALECs contend that it is inappropriate and invites abuse by BellSouth. ALECs request that the Commission not adopt KCI's recommendation on this point.

V. CONCLUSION

While the Adequacy Study is a helpful starting point for assessing BellSouth's Florida SQM, the Commission should not adopt wholesale the recommendations contained therein. While some of KCI's recommendations will, if adopted, result in enhanced competition in Florida among ALECs and BellSouth, others will not. In other instances, KCI's report does not address improvements that must be made to BellSouth's SQM before robust competition is possible in Florida. Finally, several of KCI's recommendations, if adopted, would harm

competition. Therefore, ALECs urge the Commission to adopt only those recommendations in the Adequacy Study that are consistent with the pro-competitive principles of the Act, and to reject or further scrutinize those aspects of the Adequacy Study that are not.

Respectfully submitted, this 31st day of October 2002.



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For:

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Southern States, LLC

MCI WorldCom, Inc.

ITC^DeltaCom Communications, Inc.

DIECA Communications Company d/b/a
Covad Communications Company

BEFORE THE

FLORIDA PUBLIC SERVICE COMMISSION

AFFIDAVIT OF

SHARON E. NORRIS

ON BEHALF OF

AT&T COMMUNICATIONS OF THE SOUTHERN STATES, LLC

DOCKET NO. 000121A-TP

OCTOBER 31, 2002

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION
AFFIDAVIT OF SHARON E. NORRIS
ON BEHALF OF
AT&T COMMUNICATIONS OF THE SOUTHERN STATES, LLC

DOCKET NO. 000121A-TP

OCTOBER 31, 2002

STATE OF GEORGIA
COUNTY OF FULTON

I, Sharon E. Norris, being first duly sworn, depose and state as follows:

1. I am a consultant with SEN Consulting, Inc. My business address is P.O. Box 658, Loganville, Georgia 30052. I submit this affidavit on behalf of AT&T Communications of the Southern States, LLC ("AT&T").

2. My education and relevant work experience are as follows. I received a degree in Distributive Education from DeKalb College in 1972. I have been employed in the telecommunications industry for over twenty-eight years. I began my career with Southern Bell in 1973, in one of its Commercial Business offices in Atlanta, Georgia. From 1973 until 1983, I held various positions in Southern Bell's business offices, business marketing organizations, retail stores, and support staff organizations. In 1983, at the time of the Bell Telephone breakup, I chose to move from Southern Bell to AT&T, where I worked in the Consumer Sales Division of American Bell and later AT&T Information Systems.

From 1985 until 1991, I worked in the Human Resources department of AT&T. In 1991, I transferred to AT&T's Law and Government Affairs Division. Initially, I served as a loaned executive to the Governor's Efficiency Commission for the State of Georgia. In this capacity, I examined current government practices and policies designed to increase government efficiency. In 1995, I became AT&T's representative to the Georgia Public Service Commission ("GPSC"). In this role, I advocated AT&T's position on regulations and issues regarding opening local exchange markets to competition. I continued in this role until 1997, when I also began to monitor and analyze BellSouth's compliance with its obligations to provide AT&T nondiscriminatory access to BellSouth's Operational Support Systems ("OSS") throughout its nine-state territory. I retired from AT&T in 1998, and am now a consultant with SEN Consulting, Inc. In this capacity, I continue to monitor and analyze BellSouth's compliance with its obligations to provide AT&T nondiscriminatory access to BellSouth's OSS.

PURPOSE OF AFFIDAVIT

3. The purpose of this affidavit is to demonstrate that certain shortcomings exist in the methodology employed by KPMG Consulting, Inc., ("KCI") in conducting and completing its September 2002 adequacy study of BellSouth's permanent metrics in Florida (the "Adequacy Study").¹ These methodological shortcomings undermine the utility to the Florida Public Service

¹ KPMG Consulting, Inc., *Florida Public Service Commission BellSouth Permanent Metrics Adequacy Study*, Final Report (September 2002).

Commission (“Commission” or “FPSC”) of KCI’s Adequacy Study because that Adequacy Study does not fully assess the adequacy of BellSouth’s performance metrics. While KCI’s Adequacy Study is a useful starting point for determining whether BellSouth’s performance metrics are adequate, it is not a comprehensive assessment of the adequacy of those metrics, and further analysis of these metrics is required.

4. This Affidavit reflects my understanding of a conference call (the “Industry Conference Call”) held on October 10, 2002, among KCI, staff of the Commission, and representatives of AT&T, MCI WorldCom, Inc., Covad Communications Company, and BellSouth Telecommunications, Inc. (“BellSouth”). The purpose of the Industry Conference Call was to discuss KCI’s Final Report to the Commission regarding its Adequacy Study. No transcript was made of the Industry Conference Call. I participated in the Industry Conference Call.

THE OCTOBER 10, 2002 INDUSTRY CONFERENCE CALL

5. During the Industry Conference Call, KCI stated that, in conducting its Adequacy Study, it did not consider the performance metrics in place for any incumbent local exchange carriers (“ILECs”) other than BellSouth.

6. KCI also admitted during the Industry Conference Call that it did not consider the performance metrics in place in other states in which BellSouth is the ILEC.

7. KCI admitted that it did not recommend for inclusion in the permanent metrics certain performance measurements KCI itself imposed during

its test (the “Third Party Test”) of BellSouth’s Operational Support Systems (“OSS”). KCI established certain metrics for the purpose of the Third Party Test because the metrics did not exist prior to that test. For example, as shown in Exception 158, KCI evaluated the timeliness of BellSouth’s Line Loss Reports.² KCI noted the absence of both PSC-approved standards and documented BellSouth guidelines for this metric. KCI, “based on its professional judgment,” applied a benchmark of a 95% success rate for measuring BellSouth’s ability to update ALEC Line Loss Reports in a timely manner.³ Yet, despite finding this metric significant enough to impose and evaluate during its Third Party Test, KCI did not recommend that this metric be added to BellSouth’s SQM.

8. Finally, KCI admitted that, in conducting its Adequacy Study, it did not seek input from alternative local exchange carriers (“ALECs”) concerning whether, in the experience of ALECs, BellSouth’s performance metrics are adequate to assure non-discriminatory access by ALECs to BellSouth’s OSS.

9. As KCI explained during an Industry Conference Call, it did not perform an independent evaluation of the adequacy of the Commission-

²Timely line loss reporting is a key area of concern to ALECs and is addressed in two of the six new measures requested by the ALEC Coalition in its *Comments Concerning Proposed Changes to BellSouth’s Performance Measurement Plan*, filed with the Commission on August 30, 2002.

³ See Florida Exception 158.

established 85% as the benchmark for UNE and LNP LSR flow-through.⁴ Indeed, it is my understanding that KCI made no assessment of whether an 85% benchmark is appropriate for this level of disaggregation for SQM Metrics O-3 and O-4.


CONCLUSION

10. KCI's Adequacy Study is a helpful starting point for the Commission to assess the adequacy of BellSouth's performance metrics, but it is insufficient by itself for that purpose. Significant problems exist in the methodology employed by KCI in conducting its Adequacy Study. For instance, KCI failed to evaluate BellSouth's performance metrics in the context of other such metrics for other states or ILECs; did not seek input from ALECs regarding their experience with the adequacy of BellSouth's performance metrics; neglected to recommend the adoption of important metrics; and endorsed the adoption of a benchmark apparently without independent analysis of its adequacy. These flaws ultimately limit the utility of KCI's Adequacy Study for the purpose of evaluating the adequacy of BellSouth's performance metrics.

⁴ See *BellSouth Service Quality Measurement Plan (SQM), Florida Performance Metrics, Measurement Descriptions Version 2.00*, January 23, 2002, at 22-27.

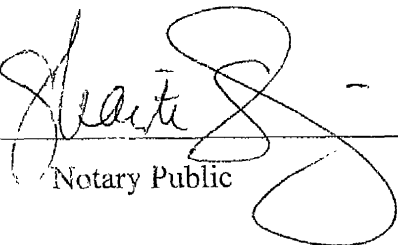
COUNTY OF Fulton
STATE OF Georgia

BEFORE ME, the undersigned authority, duly commissioned and qualified in and for the State and County aforesaid, personally came and appeared SHARON E. NORRIS who being by me first duly sworn states that the foregoing Affidavit is true and correct to the best of her knowledge information and belief.



Sharon E. Norris

SWORN TO and subscribed before me this 30th day of October, 2002.



Notary Public

(SEAL)

My Commission Expires:

SHARITA IRVING
Notary Public, Clayton County, Georgia
My Commission Expires July 11, 2006

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that a true and correct copy of the foregoing has been served upon the following parties by Hand Delivery (*) and/or U.S. Mail this 31st day of October, 2002.

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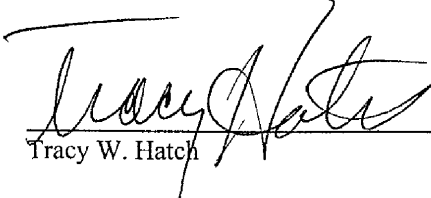
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