

State of Florida



# Public Service Commission

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**-M-E-M-O-R-A-N-D-U-M-**

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**DATE:** January 21, 2016

**TO:** Office of Commission Clerk (Stauffer)

**FROM:** Office of Telecommunications (Bates, Curry, Fogleman, Long) *JB KUC AF*  
Office of the General Counsel (Corbari) *WCO Cm Eky*

**RE:** Docket No. 000121B-TP – Investigation into the establishment of operations support systems permanent performance measures for incumbent local exchange telecommunications companies. (CENTURYLINK FLORIDA TRACK)

**AGENDA:** 02/02/16 – Regular Agenda – Proposed Agency Action – Interested Persons May Participate

**COMMISSIONERS ASSIGNED:** All Commissioners

**PREHEARING OFFICER:** Brisé

**CRITICAL DATES:** None

**SPECIAL INSTRUCTIONS:** None

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## Case Background

By Order No. PSC-03-0067-PAA-TP, issued January 9, 2003, the Commission adopted wholesale permanent performance measures for Embarq Florida, Inc. d/b/a CenturyLink (CenturyLink) in Docket Number 000121B-TP. CenturyLink's Performance Measurement Plan (PMP) is a monitoring device that measures the level of wholesale service performance that CenturyLink provides to competitive local exchange carriers (CLEC or CLECs).

CenturyLink's Florida PMP included the adoption of the August 2002 CenturyLink Nevada PMP, as well as administrative provisions and an associated compliance methodology. Also, this Order required all changes to CenturyLink's PMP that were approved in other states to be brought before the Commission for review, approval, and implementation in Florida. CenturyLink complied with the Order and implemented the Florida PMP on February 1, 2003.

Docket No. 000121B-TP

Date: January 21, 2016

By Order No. PSC-03-1438-PAA-TP, issued December 22, 2003, the Commission approved revisions to CenturyLink's Florida PMP to coincide with revisions to CenturyLink's Nevada PMP. The revisions were effective beginning with February 2004 data. Additional revisions to CenturyLink's Florida PMP were approved by the Commission by Order No. PSC-07-0123-PAA-TP, issued February 12, 2007. The revisions were approved by the Public Utilities Commission of Nevada on August 2, 2006. The most recent revisions to CenturyLink's Florida PMP were approved by the Commission, by Order No. PSC-13-0216-PAA-TP, issued May 22, 2013. Those revisions were approved by the Public Utilities Commission of Nevada on December 5, 2012.

The Commission has jurisdiction pursuant to Section 364.16, F.S.

## Discussion of Issues

**Issue 1:** Should the Commission approve CenturyLink's proposed revisions to its Florida wholesale Performance Measurement Plan as detailed in CenturyLink's proposal filed October 15, 2015?

**Recommendation:** Yes. Staff recommends the Commission approve CenturyLink's proposed revisions to its Florida wholesale Performance Measurement Plan as detailed in CenturyLink's proposal filed on October 15, 2015. (Bates)

**Staff Analysis:** On October 15, 2015, CenturyLink filed a notice with the Florida Public Service Commission that the Nevada Public Utilities Commission (Nevada Commission or Nevada) issued an order approving revisions to its wholesale Performance Measurement Plan (PMP). The proposed revisions to CenturyLink's PMP include: revising reporting requirements from monthly to quarterly, eliminating several performance measures from the PMP measures, and amending two measures. In addition, the revisions alter the reporting requirements to focus on the products CLECs are currently ordering most, as well as those products requiring repair activity.<sup>1</sup>

The proposed revisions are the same as those provided in CenturyLink's PMP to the Nevada Commission and are the result of a stipulation entered into by the parties to the Nevada docket.<sup>2</sup> The Nevada docket was opened at CenturyLink's request to amend its reporting requirements. The Nevada Commission found the stipulation to be in the public interest and approved the revisions on September 30, 2015.

By Order No. PSC-03-0067-PAA-TP, issued January 9, 2003, any changes to CenturyLink's performance measurements approved by other states must be brought before the Florida Commission to allow staff and CLECs an opportunity to review and comment on such revisions before being implemented in Florida. On October 28, 2015, staff solicited comments from the CLECs and interested parties for review of CenturyLink's Florida PMP revisions. No comments were filed by the comment due date, December 15, 2015.

CenturyLink's proposed revisions fall into three areas: (1) general changes to the measures which include modifying the measurable standards and the report period; (2) eliminating low activity products from the service group types; and (3) establishing a new retail comparison for "UNE Loops-xDSL Provisioned." Attachment A summarizes CenturyLink's proposed revisions to its PMP.<sup>3</sup>

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<sup>1</sup> The Nevada Commission also eliminated financial penalties under the Performance Incentive Plan applicable only in Nevada.

<sup>2</sup> The parties entering the stipulation in Nevada were: Central Telephone Company d/b/a CenturyLink (Nevada), Cox Nevada Telecom, LLC, U.S. Telepacific Corp. (Nevada), Mpower Communications Corp., tw telecom of Nevada LLC, Level 3 Communication of Nevada LLC d/b/a XO Communications, and Sprint Communications Company L.P., and the Public Utilities Commission of Nevada's Regulatory Operations Staff.

<sup>3</sup> Document No. 06617-15. This summary was submitted as Attachment 4 to CenturyLink's October 15, 2015, filing with the Florida Public Service Commission.

CenturyLink proposes to revise specific sections of its PMP including the Executive Summary, Performance Measurements, Service Group Types, Auditing, as well as eliminating the PMP Compliance Methodology.

***Measurable Standards Modifications***

CenturyLink proposes to eliminate fifteen performance measures from the PMP. Measures were eliminated for the following reasons:

- Four measures are being eliminated as redundant (Measures 8, 12, 13 and 22)
- Four are being eliminated because they are addressed in interconnection agreements (Measures 31, 32, 33 and 34)
- Two are being eliminated because they are “unnecessary for continued regulatory focus and attention” (Measures 40 and 41)
- One is being eliminated because it is “not an indication of the level of service provided by CenturyLink” in completing an order (Measure 18)
- One is being eliminated because a subsequent measure is a better indication of installation timeliness (Measure 6)
- One is being eliminated because performance in that measure is “parity by design” (Measure 24)
- One is being eliminated because CLEC networks are “now essentially established” (Measure 26)
- One eliminates the measure related to the availability of the OSS interface (Measure 42)

In addition, CenturyLink is proposing to modify Measure 1 by eliminating the reporting of manual pre-order queries.

***Modify Report Period***

Commission Order No. PSC-03-0067-PAA-TP, issued January 9, 2003, requires CenturyLink (f/k/a Sprint) to file reports monthly within 15 days after the data collection month. In its order the Commission stated “that any disaggregation failing for three consecutive months, regardless of compliance ranges, should be reported to us on a monthly basis.”<sup>4</sup> CenturyLink’s proposal revises its performance measures reporting requirements. The reporting period will remain monthly, but the reports will be provided to CLECs and the Commission quarterly within 30 days after the calendar quarter. In its revisions, CenturyLink modifies seventeen measures to implement changes to the reporting period.

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<sup>4</sup> Order No. PSC-03-0067-PAA-TP, issued January 9, 2003, Page 6.

***Elimination of low activity Products from Service Group Types***

CenturyLink's proposal revises the PMP reporting requirements to focus on the products that CLECs are currently ordering most, in addition to those products requiring repair activity. According to CenturyLink, its review of all products indicate six products make up the majority of the Ordering, Provisioning, and Repair activity reported each month. Ten of the twelve products that account for less than 10% of all activity will be eliminated.<sup>5</sup>

***Establish New Retail Comparison for 'UNE Loops-xDSL Provisioned'***

According to CenturyLink, the Company attempted to apply a retail comparison for UNE Loops-xDSL Provisioned, but believes because there is no retail equivalent, there is no exact comparison. Since the UNE Loops-xDSL Provisioned element is similar to UNE Loops Non-Designed, CenturyLink proposes a retail comparison between the two will best display the performance of this element. The result of this change is a comparison of Business POTS-Dispatched and for repair the comparison will be Residential and Business POTS.

***Conclusion***

Staff believes CenturyLink's proposal is appropriate. Staff finds no inconsistencies between this filing and the competitive provisions of Chapter 364.16, Florida Statutes. No party has objected or filed any comments on this proposal. This proposal was vetted and negotiated in Nevada, which may have contributed to the lack of comments in the Florida filing.

Staff recommends the Commission approve CenturyLink's proposed revisions to its Florida wholesale PMP as detailed in CenturyLink's request.

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<sup>5</sup> The products to be eliminated include Integrated Services Digital Network Basic Rate Interface (ISDN BRI), Centrex, Private Branch Exchange (PBX), Digital Data Services (DDS), Digital Service 1/Integrated Services Digital Network Primary Rate Interface (DS1/ISDN PRI), Digital Signal 3 (DS3), Voice Grade Private Line/Digital Service 0 (VGPL/DS0), Residential Plain Old Telephone Service (POTS), Unbundled Network Element (UNE) Loops Designed, and Projects.

**Issue 2:** Should this docket be closed?

**Recommendation:** No. If no person whose substantial interests are affected files a protest within 21 days of the issuance date of the Order, the Order will become final upon the issuance of a Consummating Order. Any protest of the Commission's decision in this matter should identify with specificity the item or measure being protested, and any such protest should not prevent the remainder of the Order from becoming final and effective. Thereafter, this docket should remain open for the Commission to conduct periodic reviews of CenturyLink's PMP and to complete any third-party audits as outlined in Order No. PSC-03-0067-PAA-TP. **(Corbari)**

**Staff Analysis:** If no person whose substantial interests are affected files a protest within 21 days of the issuance date of the Order, the Order will become final upon the issuance of a Consummating Order. Any protest of the Commission's decision in this matter should identify with specificity the item or measure being protested, and any such protest should not prevent the remainder of the Order from becoming final and effective. Thereafter, this docket should remain open for the Commission to conduct periodic reviews of CenturyLink's PMP and to complete any third-party audits as outlined in Order No. PSC-03-0067-PAA-TP.

ATTACHMENT 4

**2015 CenturyLink Performance Measurement Plan (PMP) Change Appendix**

**PERFORMANCE MEASUREMENT PLAN**

**General Changes to the Measures:**

• **Modify Measurable Standards.**

CenturyLink is proposing to eliminate Compliance Methodology. As a result, the Measurable Standards section within each Measure has been modified to note that only results will be provided for performance measures. In addition, where a retail comparison exists, CenturyLink will continue to provide that.

• **Modify Report Period.**

CenturyLink is proposing to provide reports quarterly. This change clarifies that the report period will remain monthly, but the reports will be provided quarterly.

• **Eliminate low activity Products from Service Group Types**

A review of all products reported in 2014 indicates that just six products comprise over 90% of the Ordering, Provisioning and Repair activity reported each month. This change would place the focus of reporting on the products that CLECs are currently ordering most, as well as those products requiring repair activity. Of the twelve products that account for less than 10% of all activity, ten will be eliminated. Interconnection trunks and UNE DS3 will remain in the Maintenance measures and Interconnection will remain in Measure 11 for Provisioning.

The Products to be eliminated include:

- ISDN BRI
- Centrex
- PBX
- DDS
- DS1/ISDN PRI
- DS3
- VGPL/DS0
- Residential POTS
- UNE Loops Designed
- Projects

- **Establish New Retail Comparison for ‘UNE Loops – xDSL Provisioned’**

Although CenturyLink attempted to apply a retail comparison for the submeasure UNE Loops – xDSL Provisioned, there is no like-for-like comparison available because there is no Retail UNE Loop-xDSL Provisioned. However, this product is similar to UNE Loops Non-Designed. As such, CenturyLink proposes the Retail xDSL comparison be replaced with the same retail comparison for UNE Loops – Non-Designed. For provisioning this will result in a comparison of Business POTS – Dispatched and for repair the comparison will be Residential and Business POTS.

**Changes within Specific Sections of the PMP**

**Section: I – Executive Summary**

- **Update Major Categories and Reservation of Rights**

Clean-up items are made throughout this section.

**Section: II – Performance Measurements**

- **Update Reporting Process**

CenturyLink is proposing to modify the reporting process to publish results quarterly. Additional changes are also made throughout this section to incorporate the elimination of Compliance Methodology.

**Section: III – Service Group Types**

- **Remove products proposed for elimination and update CenturyLink comparatives as needed.**

Since CenturyLink proposes the elimination of ten products from the measurements as set forth above, they are no longer necessary in the list of Service Group Types. In addition, the Retail comparison must be updated for UNE Loops xDSL Provisioned as CenturyLink proposes a change to the Retail comparative.

- **Modify Interconnection Trunks**

The list of Measures for Interconnection trunks needs to be modified to reflect Measures proposed for elimination and the change to report Interconnection trunks only in Maintenance measures, in addition to Measure 11.



- **Eliminate Projects**

Since CenturyLink proposes the elimination of projects from the measurements as set forth above, they are no longer necessary in the list of Service Group Types.

**Section IV – Auditing**

- **Remove major service categories**

These major service categories are no longer necessary because CenturyLink is proposing to eliminate all measures for these categories.

**Section VIII – Performance Measurement Plan Compliance Methodology**

- **Eliminate Entire Section**

CenturyLink proposes elimination of all compliance calculations consistent with the elimination of the Performance Incentive Plan in Nevada. Results will continue to be reported and where there Retail comparison was previously parity, the retail results will continue to be provided.

**Changes to Specific Measures**

**Measure 1 – Average Response Time to Pre-Order Queries**

- **Remove all Manual Service Group Types.**

CenturyLink proposes eliminating reporting of manual pre-order queries. These manual queries account for less than 1% of all pre-order queries reported, yet require additional resources to track. Measure 1 also reflects general changes such as reporting quarterly and the elimination of the Compliance Methodology.

**Measure 2 – Average FOC Notice Interval**

All changes for Measure 2 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 3 – Average Reject Notice Interval**

All changes for Measure 3 are to reflect general changes such as reporting quarterly and the elimination of the Compliance Methodology.

**Measure 4 – Percent Flow-Through Orders**

All changes for Measure 4 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 5 – Percentage of Orders Jeopardized**

All changes for Measure 5 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 6 – Average Jeopardy Notice Interval**

- **Eliminate Measure**

Measuring due dates missed (Measure 11) is a better indication of installation timeliness than measuring how early notices are sent for orders in jeopardy of missing their associated due dates; which is all this measure is doing. CenturyLink proposes to eliminate this measure, noting that jeopardies will continue to be reported in Measure 5 – Percentage of Orders Jeopardized.

**Measure 7 – Average Completed Interval**

All changes for Measure 7 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 8 – Percent Completed Within Standard Interval**

- **Eliminate Redundant Measure**

Measure 8 is redundant to Measure 7, in that both measure timeliness of installation. Given this redundancy, Measure 8 should be eliminated from reporting. Specifically, Measure 7 captures CenturyLink's Average Completed Interval for CLEC orders, and is a better representation of the efficiency of CenturyLink provisioning.

**Measure 11 – Percent Due Dates Missed**

All changes for Measure 11 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 12 – Percent Due Dates Missed Due to Lack of Facilities**

- **Eliminate Redundant Measure**

The performance dimension addressed in this measure is already being captured as part of Measure 11 (Percent of Due Dates Missed). Thus, Measure 12 is double counting in the few cases due dates are missed because of the lack of facilities. Therefore, CenturyLink proposes elimination of this measure from reporting.

**Measure 13 – Delay Order Interval to Completion Date (For Lack of Facilities)**

- **Eliminate Measure**

CenturyLink proposes elimination of this measure noting that delays in provisioning are already reported both in the Average Completed Interval measure (Measure 7) as well as the Percent of Due Dates Missed (Measure 11), making this measure redundant as well.

**Measure 15 – Provisioning Trouble Reports Prior to Service Order Completion**

All changes for Measure 15 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 17A – Percentage Troubles in 5 Days for New Orders**

All changes for Measure 17A are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 18 – Average Completion Notice Interval**

- **Eliminate Measure**

The completion notice interval has no impact on the CLEC end user customer. The timeframe to provide this notice is also not an indication of the level of service provided by CenturyLink in actually completing the order.

**Measure 19 – Customer Trouble Report Rate**

All changes for Measure 19 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 20 – Percentage of Customer Trouble Not Resolved Within Estimated Time**

All changes for Measure 20 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 21 – Average Time to Restore**

All changes for Measure 21 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 22 – POTS Out of Service Less Than 24 Hours**

- **Eliminate Redundant Measure**

Measure 22 is directly related to Measure 20, since both address the timeliness of the same repairs, with Measure 22 evaluating repair time against a 24-hour interval, and Measure 20 evaluating repair time against the commitment made to the customer. A number of factors, both Company-related and non-Company related can affect whether a trouble is cleared within 24-hours (Measure 22), but only Company-related factors are addressed in Measure 20.

**Measure 23 – Frequency of Repeat Troubles in 30 Day Period**

All changes for Measure 23 are to reflect general changes such as reporting quarterly, elimination of low activity products, and the elimination of the Compliance Methodology.

**Measure 24 – Percent Blocking on Common Trunks**

- **Eliminate Measure**

Performance in this measure is “parity by design,” as evident in its definition in the PMP, where only one number is reported, and that number represents the experience of both CenturyLink and any other party that uses the Common Trunks.

**Measure 25 – Percent Blocking on Interconnection Trunks**

All changes for Measure 25 are to reflect general changes such as reporting quarterly and the elimination of the Compliance Methodology.

**Measure 26 – NXX Loaded by LERG Effective Date**

- **Eliminate Measure**

CenturyLink proposes elimination of the measure as CLEC networks are now essentially established, and therefore relatively few code openings are occurring. Moreover CenturyLink and CLECs have an inherent, mutual interest in managing NXX activations, because customers of both may be affected.

**Measure 30 – Wholesale Bill Timeliness**

- **Modify Service Group Types**

CenturyLink proposes modifying the Service Group types, consistent with the general changes made to service group types/products. Measure 30 also reflects general changes such as reporting quarterly and the elimination of the Compliance Methodology.

**Measure 31 – Usage Completeness**

- **Eliminate Measure**

CenturyLink proposes elimination of this measure as billing practices are well established, with the ICA's providing specific details around those processes. Furthermore, there are well established processes for dispute resolution to be handled outside of the Plan.

**Measure 32 – Recurring Charge Completeness**

- **Eliminate Measure**

CenturyLink proposes elimination of this measure as billing practices are well established, with the ICA's providing specific details around those processes. Furthermore, there are well established processes for dispute resolution to be handled outside of the Plan.

**Measure 33 – Non-Recurring Charge Completeness**

- **Eliminate Measure**

CenturyLink proposes elimination of this measure as billing practices are well established, with the ICA's providing specific details around those processes. Furthermore, there are well established processes for dispute resolution to be handled outside of the Plan.

**Measure 34 – Bill Accuracy**

- **Eliminate Measure**

CenturyLink proposes elimination of this measure as billing practices are well established, with the ICA's providing specific details around those processes. Furthermore, there are well established processes for dispute resolution to be handled outside of the Plan.

**Measure 38 – Percent Database Accuracy**

All changes for Measure 38 are to reflect general changes such as reporting quarterly and the elimination of the Compliance Methodology.

**Measure 39 – E911 MS Database Update Interval**

All changes for Measure 39 are to reflect general changes such as reporting quarterly and the elimination of the Compliance Methodology.

**Measure 40 – Time to Respond to a Collocation Request**

- **Eliminate Measure**

CLECs are now well established in collocation arrangements, and this measure has proven to be unnecessary for continued regulatory focus and attention. Further, Measure 40 tracks the timeliness of CenturyLink responding only to a request for a collocation arrangement. Collocation activity is not CLEC customer impacting, and its volume has dropped significantly since originally included in the plan.

**Measure 41 – Time to Provide a Collocation Arrangement**

- **Eliminate Measure**

CLECs are now well established in collocation arrangements, and this measure has proven to be unnecessary for continued regulatory focus and attention. Further, Collocation activity is not CLEC customer impacting, and its volume has dropped significantly since originally included in the plan.

**Measure 42 – Percentage of Time Interface is Available**

- **Eliminate Measure**

CenturyLink proposes elimination of the measure because the EASE application has shown it's stability in being available to CLECs for ordering, and processes are in place to resolve outages quickly, should they arise.

**Measure 44 – Center Responsiveness**

- **Eliminate Measure**

With continued emphasis placed on submitting orders and repair tickets electronically, there are fewer calls to these centers. Furthermore, CenturyLink data from 2009 to 2014 demonstrates that the average results far exceeds the benchmark with an average of 92% calls to the ordering center answered within 20 seconds and an average of 13.83 second response time for the repair center.