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BEFORE THE ARIZONA CORPORATION COMMISSION

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IN THE MATTER OF U S WEST
COMMUNICATIONS, INC.'S
COMPLIANCE WITH SECTION 271 OF
THE COMMUNICATIONS ACT OF 1996

DOCKET NO. T-00000A-97-0238
NOTICE OF FILING

The Arizona Corporation Commission Staff ("Staff") hereby files its Report on the July 30-31, 2002 Workshop (Operations Support System Related Issues) in the above-entitled matter.

RESPECTFULLY SUBMITTED this 25th day of February, 2003.

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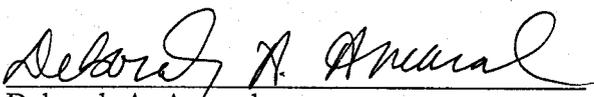
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**IN THE MATTER OF QWEST CORPORATION'S
SECTION 271 APPLICATION**

ACC Docket No. T-00000A-97-0238

REPORT ON THE

JULY 30 – 31 WORKSHOP

(Report One – Operations Support Systems Related Issues)

FEBRUARY 25, 2003

I. Introduction

1. The Purpose of this Report and Recommendation is to address the issues raised by parties in the Workshop conducted by the Arizona Corporation Commission (ACC) Staff on July 30 and 31, 2002. This Workshop was held in order to give parties to the Qwest Section 271 proceeding in Arizona, who did not actively participate in the process, and who believed there were unresolved issues resulting from this non-participation, an opportunity to raise these issues, provide an opportunity for Qwest to respond, and to resolve any issues at impasse between the parties.

2. This Report (Report One) focuses on Operations Support Systems (OSS) related issues that were discussed in the July 30 – 31, 2002 Workshop and which were the subject of subsequent filings; Checklist Item issues are addressed in a separate report (Report Two).

II. Background

3. As stated in the Supplemental Staff Report and Recommendation concerning the 271 proceeding, four parties including XO, Eschelon, Z-Tel and McLeod had agreements with Qwest which acted to limit their participation in the Commission's 271 proceeding. Two of these carriers, Eschelon and McLeod, stated that they had unresolved issues as a result of agreements with Qwest. AT&T, WCom and Covad raised concerns about the non-participation of certain parties and with the resulting impact on the 271 record.

4. Staff held a Workshop on July 30-31, 2002, to address the concerns of parties, including Eschelon and McLeod, who believed they have been precluded from raising issues due to their agreements with Qwest. Other parties were allowed to participate to the extent they had issues which arose from the new evidence presented.

5. In late June or early July Staff sent two sets of data requests to the approximately 80 carriers that are certified as CLEC's in Arizona, as well as to the parties to this Docket and the 252(e) proceeding. Staff received responses from 44 of the 55 operating companies which could respond and contacted as many remaining carriers who did not respond as possible. In the data requests Staff asked whether the carrier had entered into any agreements with Qwest, either written or oral, which had precluded the carrier from participating in this proceeding. If the answer was "yes", the carrier was asked whether there were any issues that had been precluded from raising that had not yet been resolved through the participation of other parties.

6. Three responding CLEC's stated that they had entered into agreements that limited their participation in the Qwest Section 271 proceeding.¹ The only CLEC that answered with an unqualified "yes" was Eschelon. Eschelon's data request response to question four of data request No. 1 provided substantial comment on the fact that they had a signed unfiled contract in which they had agreed not to oppose Qwest in their 271 proceedings at the State Commission. A total of four CLECs responded that they were aware of Section 271 issues that they believed were not adequately addressed in the Arizona proceedings as a result of Qwest's unfiled agreements with CLECs. WCom, AT&T and Covad answered "Yes" to Question four of Data Request No. 1. Of these

¹ While only three CLEC's (Eschelon, McLeod and Z-Tel) indicated in their responses to Staff Data Requests that they had entered into agreements with Qwest that limited their participation to some extent in the 271 case, Staff also found an agreement between Qwest and XO with similar provisions.

WCom answered generically, and AT&T and Covad answered "Yes" because they believed Eschelon had issues that were not adequately addressed. Thus, Eschelon was the focal point for responses concerning issues that were not all resolved satisfactorily. Eschelon went on to state that since they could not participate, they did not know whether all issues had been addressed.

7. Both Eschelon and McLeod raised issues during the workshop which they claimed they had been precluded from raising during the course of the Arizona 271 proceeding because of written and oral agreements with Qwest, respectively.

8. Eschelon raised a series of issues relating to Qwest's commercial performance. Eschelon's list of unresolved issues, summarized in its filing with the FCC on Qwest's five state application, included the following:

1. A Release 10.0 change was preventing CLEC-to CLEC Orders
2. Any telephone number coming from a 1FB with CCMS (Customer Calling Management System), Centrex 21, Centrex or Centron for conversion to UNE-P or Resale Pots will not flow through
3. The GUI process is cumbersome and will remain so as long as it continues to rely on so many manual processes
4. Qwest is dispatching technicians for orders that do not otherwise generally require a dispatch
5. Qwest does not have back end system records containing the DSL technical information needed for repair of Centron/Centrex Plus lines with DSL
6. Eschelon experiences inordinate delay when Qwest disconnects the customer's DSL in error
7. When Eschelon converts a customer from Qwest to Eschelon, Qwest at times disconnects the customer's DSL early
8. Qwest has no process to migrate an existing CLEC customer (e.g., on resale or UNE-Star) with DSL to UNE-P without bringing the DSL service down.
9. Outages of Qwest's ordering tool must be incurred to obtain information needed by Eschelon to complete DSL installations
10. When Qwest provides repair services to its retail customers, Qwest provides a statement of time and materials and applicable charges to the customer at the time the work is completed, but does not do so for its wholesale customers
11. There have been instances where Qwest is providing a US WEST branded statement to Eschelon's end-user customers and requires them to sign it
12. Eschelon is not receiving timely bills for maintenance charges
13. Qwest does not include sufficient information on its bills for Maintenance and Repair work. For instance, Qwest does not include circuit identification information on Eschelon's bills, and also does not include the date of the dispatch or trouble repair
14. Qwest closes trouble tickets without authorization and with the incorrect cause and disposition codes
15. Eschelon incurs additional testing charges due to Qwest's use of pair gain
16. Eschelon and other wholesale customers do not receive accurate customer loss information. Qwest's retail side does receive accurate customer loss information
17. There is inadequate notice of rate and profile changes

18. Qwest charges rates that are not in Eschelon's Interconnection Agreements
19. There are problems with billing accuracy
20. There are problems with Qwest changing its PID reporting procedures without adequate notice to the CLECs
21. Qwest was not providing complete and accurate records to Eschelon to bill interexchange carriers access charges
22. There are Collocation Issues
23. There are CMP problems
24. There are tandem failure events

9. McLeod USA raised the following issues:

1. Qwest's failure to bill McLeod USA correctly under its Fourth Amendment to the Interconnection Agreement
2. Qwest's failure to make payments required under various agreements
3. Other performance issues that arise in the workshop discussions

10. As stated earlier in this report, AT&T, WCom and Covad all expressed concern with the record given the unfiled agreements and the non-participation of certain parties. Further, AT&T raised certain questions during the July 30-31, 2002 Workshop concerning Cap Gemini Ernst & Young's responses to the Data Requests which Staff had provided them.

11. In the following section of this report, Staff presents the arguments put forth by Eschelon, McLeod and AT&T and Qwest's responses thereto. Qwest's responses include its responses during the Workshop and those contained in Late Filed Exhibits.

III. Position of the Parties

A. Eschelon's Position

12. In its FCC Comments which Eschelon used as a basis for many comments at the Arizona Workshop, Eschelon stated that it was founded in 1996 and is a rapidly-growing provider of integrated voice, data, and Internet services. The Company offers small and medium sized businesses telecommunications and Internet products including local lines, long distance, business telephone systems, DSL, Dedicated T-1 access, network solutions, and Web hosting. To put its business in context, Eschelon serves or has served stores, offices, schools, churches, gymnasiums, libraries, museums, hospitals, clinics, warehouses, jails, florists, pizza delivery shops, restaurants, coffee shops, bail bonds offices, hair salons, automobile services, funeral homes and other small to medium businesses. Eschelon's loop customers subscribe to an average of approximately 4 to 5 lines, and Eschelon's T1 customers subscribe to an average of 16 access line equivalents.

13. Eschelon employs more than 950 telecommunications/Internet professionals and currently provides service to more than 32,000 business customers in Arizona, Colorado, Minnesota, Oregon, Utah, and Washington. Eschelon is certified in Idaho, Nebraska, and New Mexico as well. Eschelon's witness pointed out that the Company operated in most of Qwest's major metropolitan areas, including Phoenix, Salt Lake City, Denver, Portland, Seattle, Minneapolis and some other Tier

II Markets. She stated that Eschelon is about 75% on-net provisioning today and 25% off-net². She followed up with the statement that the 25% off-net is now UNE-P.

14. Eschelon started out as a reseller but, over the last two and a half years, has built network to provide facilities-based local exchange service using its own switches and collocations. Eschelon does not own its own fiber; it leases facilities. Eschelon owns and operates switches in Arizona, Colorado, Minnesota, Oregon, Utah, and Washington. In some cases (particularly when a customer is located outside of the area served by Eschelon's switch), Eschelon also orders UNE-P, UNE-E/UNE-Star, or resale from Qwest to serve customers.

15. Eschelon is an Interconnect Mediated Access ("IMA")-Graphical User Interface ("GUI") user. Eschelon has engaged a vendor to work with Qwest to implement IMA-Electronic Data Interchange ("EDI"), but that effort is in the early stages. Eschelon states that it is Qwest's second largest Competitive Local Exchange Carrier ("CLEC") wholesale customer.

16. Eschelon states that Qwest needs to improve its commercial performance in the local market before entering the in-region interlata market. Eschelon FCC Comments at p. 3. Since January, 2001, Eschelon has provided Qwest a monthly "Report Card" summarizing Eschelon's experience with Qwest's performance. Eschelon states that in the April 2002 Report Card, out of the 15 measures reported, Qwest received an "unsatisfactory" for 10 of the measures; and a "satisfactory" for only five of the measures. Eschelon further states that it provides these Report Cards, along with backup data, to Qwest monthly, and meets each month with Qwest executives to discuss the results. According to Eschelon, over the last six months (November 2001 - April 2002), Qwest met satisfactory performance levels only 38% of the time.

17. Eschelon's witness stated at the beginning of its opening presentation at the Workshop that their effort would be to provide an idea of what it is like to do business in Qwest's territory and what the end-user customers experience is. She pointed out that if you look at whether the CLEC customer is going to change carriers initially you need to look at their experience, and how much of that experience was driven by Qwest. If the experience is adverse and the CLEC customer switches back to Qwest, she pointed out that this harms the CLEC's reputation and makes it harder to do business in the geographic area. She raised the question that if that's the case, is this the time to allow Qwest into the long-distance market, since by definition the local market really is not truly open? Eschelon believes that the message it has been receiving from Qwest is that Qwest doesn't want to hear from its Number Two CLEC wholesale customer, concerning its experience today.

18. Eschelon's witness stated that it was her plan to raise issues in this proceeding that were originally introduced in September of 2000, and go over the ones that are still problems today. She pointed out that Eschelon's problems have continued over a period of time, that they are persistent and need to be addressed. She included manual handling of orders, since much of Eschelon's transactions are manually handled which should be measured in order to accurately gauge the end-user customer experience. She also pointed out that, as far as the end date of the

² Eschelon has its own switches for providing voice service. When using its switches to serve its customers, Eschelon orders collocation, loops, etc., from Qwest. In some cases particularly when a customer is outside of the area served by Eschelon's switch, Eschelon also orders UNE-E, UNE-P, or resale from Qwest to serve customers. Eschelon often refers to customers and lines served through Eschelon's own switching facilities as "on-net" or "on-switch" and customers and lines served through UNE-E, UNE-P, or resale as "off-net".

agreement in which Eschelon agreed not to participate, that virtually all workshops and proceedings had concluded by March 4, 2002. Further, she pointed out that it was extremely difficult to participate following March 4, 2002, when they were no longer contractually bound not to participate, since they were not familiar with the history of the proceeding during the period they did not participate, i.e., between November 2000 and March 2002.

19. Eschelon entered 21 exhibits into the Record and stated that it would walk through its issues referencing those exhibits. They planned to start by reporting where they were on the issues raised in September of 2000, and referencing Exhibits E-1 through E-4 as a part of that discussion. Following this they planned to move to the Eschelon report card, which is covered by Exhibits E-5 through E-8. From this they planned to move to the comments that Eschelon filed with the FCC, and go over the issues raised in that filing.

20. **Commercial Performance; Manual Handling and Service Order Accuracy.** The most significant issue related to Qwest's OSS performance raised by Eschelon had to do inadequate manual handling and service order accuracy. Eschelon stated that Qwest's performance reporting is deficient and does not reflect Eschelon's adverse experiences in its commercial interactions with Qwest. Eschelon claims that these omissions explain in part why there is dueling data between Qwest and itself on Qwest's commercial performance.

21. Eschelon reported that the DOJ has recognized these two omissions in Qwest's performance data: (1) manual handling: "Qwest does not have any regularly reported commercial performance data on the accuracy of its manual order processing"; and (2) service order accuracy: "Qwest's regularly reported installation quality measure does not include troubles that are submitted for missing features as Qwest considers those as raising an order processing rather than a provisioning issue."³ Eschelon stated that performance problems relating to Qwest's inadequate manual handling or orders and its service order inaccuracies, however, are at the root of many problems and that Qwest's performance cannot be accurately measured without fully accounting for these issues.

22. Eschelon stated that the extent of manual handling of orders at Qwest is very significant. Eschelon stated that while some of the instructions can be found in Qwest's product catalog ("PCAT"), many of the situations in which Qwest has told Eschelon that it must use manually handling are not documented on Qwest's wholesale web page. Because Qwest relies so heavily on manual handling, Eschelon experiences many errors that either adversely affect its end-user customers or increase Eschelon's costs, or both. Eschelon stated that before 271 approval is granted, as long as Qwest continues to rely on extensive manual handling, at a minimum an adequate performance measure should be in place, tested for a sufficient period of time, and penalties assessed for inadequate performance. At the Workshop, Eschelon expressed concern for training of Qwest personnel, and for the continuation of manual processing by Qwest, and pointed out that its volumes to date are not very high, but as these volumes increase (as long as the process continues to be manual) the worse the issue is likely to be. Eschelon urged Qwest to fix the process now and put the procedures in place, so that this issue will not recur in the future.

23. Eschelon further stated that there is a large disparity between Qwest's current performance results and reality because Qwest's regularly reported installation quality measure does

³ Eschelon Telecom, Inc. August 15, 2002 FCC Comments, Citing DOJ Eval. (Qwest I), p. 19 & note 83.

not include troubles that are submitted for missing features or other service order accuracy errors. Feature problems can be as significant of a problem for customers as a loss of dial tone. For instance, if hunting is missing from the main line, a business will be able to receive only one call at a time, and other customers calling the business will receive a busy signal. Even worse for many businesses, if the call forwarding/don't answer feature is missing or not working properly, customers of the business will not even get a busy signal; the line will ring with no answer. This makes the business look very bad, as though no one is working during business hours.

24. Eschelon stated that if a feature that is significant to the customer is missing or does not work properly when that customer switches to a CLEC, the customer will view the transition to a competitive carrier as an adverse experience. The damage to the CLEC goes beyond the one transaction and harms the CLEC's reputation and ability to compete. Yet, Qwest does not report this in the performance metric, OP-5, which applies to "service affecting" problems. Qwest claims that this is an order processing problem rather than a provisioning issue. However, the business customer is effectively out of business because its features are not working making this a service affecting trouble. When the end-user customer calls Eschelon with the trouble, Eschelon, unlike Qwest, records it as a trouble reported within 30 days.

25. Eschelon has been including service affecting troubles (including feature problems) in its performance measure for Qwest's new service installation quality. When this information is included, the results show the true state of Qwest's performance. Eschelon claims that for off-net orders, Qwest's performance has been above 60% only once in the last 6 months. From December of 2001 through May of 2002, Qwest's performance for new service installation quality for off-net orders averaged 49.3% and the trend is downward. According to Eschelon, more than 50% of the time, these customers experienced service affecting troubles within 30 days of installation.

26. Qwest claims it is working on measures to address these problems, but according to Eschelon they are undeveloped, untried, untested, and unaudited. They are also not associated with a Performance Assurance Plan ("PAP"). For Qwest's proposed OP-20, Qwest has said that it plans to rely upon a sampling of data instead of complete data. Qwest has also said that it will not include Universal Service Ordering Codes ("USOCs") in its service orders field comparison. Without the inclusion of USOCs, the measure will significantly underestimate the problem, and it will have little value Eschelon argues.

27. Eschelon also disagreed with Qwest's proposed "augment" to OP-5, wherein Qwest suggested tracking instances of escalation tickets coming to repair from orders not written properly. If Qwest does not track the number of service orders revised or re-created due to errors, the number of errors will be underestimated. According to Eschelon, Qwest also proposed to include all orders in the denominator, instead of manual orders only, while using the number of service order mismatches for the numerator, which would lead to a misleading result. errors in the numerator.

28. Another reason Eschelon's numbers and Qwest's do not match is because of the way manual orders are reflected and whether they are included or not. Eschelon continued that, if you don't count manual order processing, as the DOJ has said Qwest doesn't, you are not counting a huge part of Eschelon's experience.

29. Eschelon's witness went on to say that they were interested in adding items to the PAP, as well as including them in individual PID's. They would prefer that the issues be resolved,

but in the meantime feel that penalties, such as those described in the PAP will assure that issues resolution will be implemented. Eschelon's witness stated that Eschelon believes that allowing Qwest into long distance before this kind of measure is fully in place and associated with a PAP is premature, since six months is an eternity for a small CLEC.

30. At the Workshop, Eschelon's witness described the Eschelon report card (Exhibit E-5) on Qwest performance for the month of April, 2002. She provided a brief history of the report card and how it was developed. She pointed out that Eschelon tried to match the PIDs but that there are at least two Eschelon measures which do not correlate with PIDs. These include E-2, timeliness of coordinated cutovers, and E-9, major network outages. She pointed out that the results on E-2 are unacceptable, and that the results on E-9 disparately affect CLEC customers, especially small CLECs like themselves, for whom it is uneconomic to have direct connection with long distance providers. Therefore the results are not acceptable.

31. Eschelon noted that Qwest had changed its PID reporting to combine UNE-E and UNE-P for reporting purposes. She commented that this was done on a retroactive basis in approximately November of 2001, as mentioned earlier. Eschelon was not notified in advance of this change to combine UNE-E along with UNE-P. Although UNE-P and UNE-E are both UNE combinations, and the UNE-E price may be a rough approximation of a combination price, that is not how the product is ordered, provisioned, or billed. She further stated that UNE-Star, UNE-E and UNE-M are ordered, provisioned and billed as resale. This is intended to be an interim process, but she stated that the long term process has not yet taken place. Therefore she stated that it is incorrect to put these data together.

32. While UNE-P and UNE-E were combined for the month (April), Eschelon does have these data broken out in May, the point at which Eschelon really initiated a full move to ordering UNE-P for new orders. Thus, the report cards through April reflect UNE-E, as well as UNE-P, as a combined number. Eschelon pointed out that on Exhibit E-5 if one were to combine UNE-E with UNE-P Qwest's performance would be 40.6% satisfactory, and approximately 60% unsatisfactory, on a region-wide basis. (Eschelon pointed out that it had not had the time to break out its report card performance measurement results on a state-by-state basis, but that if desired, it could do so.) Eschelon challenged Qwest's data stating that Qwest's performance was not acceptable.

33. Eschelon pointed to page 2 of Exhibit E-7, stating that basically, this exhibit and Exhibit E-8 show that, in terms of Eschelon's data, Qwest had a total satisfactory performance in January 2001 of 26.7% (out of 100%). Eschelon's witness stated that this document showed that, during the period January 2001 through April 2002, generally Eschelon has not seen improvement in Qwest's performance. The graphs show that there was no perceptible improvement, and as another Eschelon witness stated, Qwest is only now fixing performance measurement OP-5, which is something Eschelon raised quite sometime ago. Eschelon acknowledged that, as shown on Exhibit E-8, from November 2001 to the present, for OP-5 off-net orders the results were typically 30% satisfactory performance. Periodically the performance improves but never improves above 70%.

34. Eschelon's witness stated that from January 2001 until the present, the report card has given Eschelon a basis for discussion with Qwest, in terms of how its performance is improving or is not improving. She also pointed out that they have used concrete standards rather than parity, and that if its a miss under the Eschelon report card, its generally a miss under the PIDs. Eschelon's witness further discussed how the results translate into their end-user experience, and assist in

determining the nature of the problem and its resolution. She discussed the E-2 measure (timeliness of coordinating cutovers) stating that with Qwest's help they had determined that the five minute experience was a reasonable measure, but that the 60 minutes in the PID was unreasonable as far as Eschelon is concerned. She explained that this is because with Qwest, if the customer has an average of 16 lines, this translates to 3.75 minutes per line. Whereas if, as with Eschelon customers, you have an average of 4.5 lines, this translates into over 13 minutes per line. Therefore, she stated that this is one illustration of where the PIDs really do not reflect Eschelon's real experience.

35. Eschelon then moved to Exhibit E-6, which includes definitions of each of its measurements. The witness pointed out that they do mirror the PID for the most part, including use of exact wording of the PIDs. She then moved to Exhibit E-7, the graphical representation of the report card summary of how many "satisfies", as a percent of the total, Qwest did get in each of those months. Moving to Exhibit E-8, she stated that this exhibit is basically the additional information behind the measurements and shows the performance for each of the measurements for the period

36. Eschelon strongly believes that these performance measurement issues must be resolved before Qwest is given 271 authority in Arizona.

37. **UNE-P Provisioning, Documentation and Ordering Problems** Eschelon stated that it moved to UNE-Star in 2000 after it found that the problems with Qwest's UNE-P product were too numerous to support a product offering using UNE-P. At approximately the same time, McLeodUSA also moved to the UNE-Star product.⁴ Thus, for much of the time according to Eschelon, Qwest does not have commercial performance experience in providing UNE-P to these two reportedly largest CLEC wholesale Qwest customers. In the past few months, Eschelon started to place UNE-P orders with Qwest again, however, according to Eschelon, Qwest's UNE-P conversions and migrations are still resulting in the same types of customer-affecting problems that it experienced in 2000. As an example, in May 2002, more than 17% of Eschelon's UNE-P orders (excluding UNE-E/UNE-Star) provisioned by Qwest had Qwest-related trouble reports within 30 days of order completion. The majority of these troubles were Qwest order writer errors or errors on line side translations. According to Eschelon, as a result of these errors, end-user customers are experiencing outages and feature problems. Eschelon stated that the Commission needs to ensure that CLECs are not assessed charges as a result of service order errors. In response to Qwest's statement at the Workshop that it will not bill any separate or additional charge for the second and any subsequent service orders to correct the problem, Eschelon stated that this commitment should be documented and a process put in place to ensure that such charges are not billed.

38. Eschelon's witness stated that UNE-Star is an attempt to put Centrex functionality on a 1FB, and it doesn't work. She stated that in November of 2000 Eschelon was moved to this product because they ran into all the troubles with UNE-P. They were promised that the difficulties would be resolved by moving to UNE-Star; however, it didn't work. In April of 2002 they began reordering UNE-P; however, during the entire time period between November 2000 and April 2002 Eschelon believes it has been entitled, under its contract, to UNE-P rates, but was paying the higher rates. She described the Colorado reconciliation of Eschelon's UNE-P bill and stated that a reconciliation of Eschelon's UNE-P Arizona bill was also made and included on Exhibit E-17. This

⁴ "UNE-Star" is an informal name given to various forms of UNE-P combinations offered to CLECs. UNE-Star refers to services offered on a UNE-P basis that include business POTS-type, Centrex-type, and Centrex 21-type services.

Exhibit includes a detailed listing of areas which Eschelon feels were over-billed. The witness described a number of these specifics and reasons for a conclusion that this is inaccurate billing.

39. She further stated that reason that the 1FB is ordered with CCMS and features, is that you are trying to take Centrex-type functionality and put it on a POTS 1FB line, so that it looks like resale. She added that it does not work quite as well as resale because you are attempting to do something that that line was not originally designed to do, which is to carry Centrex functionality. Therefore she stated that Qwest should report UNE-P separately from UNE-POTS, as it would report resale separately from UNE-POTS. A Qwest witness stated that for the record, Eschelon is the only customer which Qwest has which is currently ordering 1FB with CCMS. She stated that they had entered into an agreement to purchase UNE-Star with an understanding of what that product would be. As discussed earlier, because of the issues with that product, Eschelon moved to 1FB with CCMS. Eschelon had so many issues with the latter product that it is now moving to a complete migration to UNE-P. This has required hiring 17 full time resources and the difficulties of training them.

40. Eschelon claims that these problems are increased due to inadequate support on Qwest's end for resolving issues. According to Eschelon, the Qwest service managers are so busy that they cannot reasonably handle all of a CLEC's issues. If one person goes on vacation, the problem becomes more severe. Eschelon gave an example where a Qwest senior service manager for Eschelon went on vacation while a pressing issue involving customer outages was pending. Qwest did not communicate to Eschelon how the issue would be handled in the person's absence. When Eschelon asked the Qwest service manager whether she would handle the issue in her supervisor's absence, she initially said no. Only when Eschelon pressed the issue did she agree to research the issue; however she never did commit to a timeframe.

41. Eschelon also stated that they are finding a significant number of orders that fall out from manual handling because the disconnect order has worked prior to the new order, and feature issues are a problem.

42. In addition to submitting new UNE-P orders, Eschelon is currently in the process of migrating some of its customer lines on UNE-Star to UNE-P. Qwest is handling this migration on a project basis, which means that the orders are hand-held in the sense that they are being monitored and handled separately. Despite the project handling of these orders, the migration orders have also resulted in Qwest-caused customer affecting issues. Eschelon expends substantial resources escalating and resolving these issues. These customer affecting issues harm Eschelon's business and ability to compete with Qwest.

43. Eschelon's witness at the Workshop reiterated that Qwest UNE-P conversions and migrations are still resulting in customer-affecting problems. For example, in May of 2002 more than 17% of Eschelon's UNE-P orders provisioned had trouble reports in the first 30 days. The majority of these problems were Qwest order writer errors or errors on the line side translation. As a point of clarification, the Witness stated that the 17% does include some order writer errors made by Qwest, but it does not include certain errors associated with "no trouble found". These orders represent conversions of new Eschelon customers to the UNE-P platform, which Eschelon was ordering from Qwest. The witness pointed out that these do not include migration of any existing customers from UNE-E to UNE-P.

44. Eschelon also states that because ordering of UNE-P is unnecessarily difficult, Eschelon's business is harmed by the increased expense of doing business and by the increased likelihood of errors. In September of 2000, Eschelon described the problems associated with Qwest's process that forces CLECs to individually address every USOC and its status on each UNE-P-POTS order. Qwest has not resolved this issue and still continues to require CLECs to address every USOC and its status on each UNE-P order. While Qwest calls the process used by Eschelon "Conversion as Specified", it is actually "Migrate as is with Changes." In a recent change request in the Change Management Process, both Z-Tel and WorldCom asked Qwest to add the capability to convert customers as specified without having to list and map changes, adds or removes. Z-Tel pointed out that SBC, Verizon and BellSouth all provide this pure migrate as specified capability for UNE-P customers. Eschelon believes that it has to do double order entry as compared to a single order entry for Qwest's retail customers.

45. Eschelon dismissed Qwest's claims that it initially implemented this capability in 1997 and then withdrew it because of "significant issues" created for CLECs. Eschelon stated that if that happened, Qwest should have addressed the problems by ensuring that true Conversion as Specified ordering did not create "significant issues", as other RBOCs have done, instead of shifting the burden to CLECs to place orders in an onerous manner. Eschelon stated that Qwest should have to demonstrate successful completion of the change (in a manner that, as in other RBOC territories, does not create "significant issues" for CLECs) before obtaining 271 approval.

46. At the Workshop, Eschelon reiterated how time consuming and cumbersome the UNE-P ordering process was. At the Workshop, Eschelon relied upon its Exhibit E-21 (which was Exhibit 4-1 in October 2000), which indicated substantial problems with UNE-P at that time. Eschelon stated that the issue was raised in September 2000 with different wording, and currently the request is that Qwest add the capability to convert end-user customers "as specified" without having to list and map changes of "adds" or "removes". The current process requires an extra step that is being added for the CLEC, which Eschelon believes is obviously not very productive and is cumbersome.

47. Eschelon's witness then went back to Exhibit E-1, which covered customer affecting UNE-P problems, which Eschelon had raised in September of 2000, and which it is still experiencing. Eschelon's witness stated that a second issue in this regard is feature availability, specifically Qwest's denial of remote access forwarding for UNE-P. Eschelon believes it is being denied this feature by Qwest. This is a switch feature customers want, which Eschelon has been requesting since 2000, but which it still does not have despite assurances by Qwest that it would be available. The fact that it is a switch feature affects the volume of orders which Eschelon can migrate to UNE-P. She stated that this is a significant issue for Eschelon.

48. Availability and documentation of the functions of UNE-P are also issues with Qwest's UNE-P product. At the Workshop, Eschelon's witness discussed AIN features and the difficulty of determining which features are available and which are not available with UNE-P. One of the difficulties, according to Eschelon, is the lack of a definition by Qwest as to which features are not available because they are categorized as AIN features. Eschelon's witness stated that you must plan a product before you can offer it to your customers, but if you don't have a clear defined list of what is available, it makes it difficult to determine whether to migrate customers to a product that will save your company money, or to put a new customer on this product at rates to which you are entitled. Therefore, this inability to plan a product is a major issue for them.

49. Qwest has added some documentation on its web-site on feature availability generally but there are still gaps and inconsistencies according to Eschelon. Documented feature information is critical to developing and marketing a product according to Eschelon. Qwest now provides a list of "UNE-P Features Not Available," but that list does not identify which features are unavailable because Qwest claims they are AIN features. The Qwest "UNE-P Features Not Available" List states that it includes Voice Messaging and AIN services that are not available with UNE-P. However, the only feature on Qwest's list that is specifically identified as 'AIN' is "No Solicitation". For the other features, the basis of unavailability is not provided. It is important for Qwest to identify the basis for the other features being unavailable. Eschelon's witness commented that on Qwest's website there is no link between the "what's available" with UNE-P POTS to the document of "what's not available". She stated that in order to obtain features "not available" one must go to the general section, which does not address features "not available". Eschelon's witness also commented that the title of the document "Features, Products and Services Unavailable with UNE-P Products" is inaccurate, in that USOCs not on that list should be available with UNE-P; however, this is not the case. She commented that Eschelon would prefer that resale features that are available or not available for UNE-P should all be listed, rather than learning about this in response to individual requests. An Eschelon witness added that, particularly as it relates to the UNE-P Centrex Plus and Centron, the product catalog needed updating and some clarification.

50. There are also gaps and inconsistencies with respect to the feature information Qwest has posted on its web-site. For example, with respect to the USOCs, Qwest instructs CLEC UNE-P providers to use IMA GUI to verify if a feature is available in each market. Without the correct USOC, however, the CLEC cannot do so. Eschelon asked Qwest on several occasions for a list of the available USOCs by market. Qwest provided a list to Eschelon on May 17, 2002. When Eschelon compares that list to Qwest's "UNE-P Features Not Available" List on Qwest's website, the two Qwest documents do not reflect the same information. The effort to track down and verify information USOC by USOC is resource intensive and it adversely affects the CLEC's ability to efficiently design and offer a full range of products. If Qwest does not review its own USOCs, these issues will continue to arise. Qwest needs to provide clear, consistent, complete documentation.

51. Part of Eschelon's value added to the customer is to be able to effectively sell to them the type of service that they require to meet their business needs, which includes the use of features. With regard to the loss of features such as "call-forward doesn't answer/busy line" or no call-forward number or "call forward doesn't answer on another line" not working, a major part of the problem is the need to escalate problems when they occur, and the time it takes to resolve the escalated issue, which can lead to a business customer having a feature problem for more than 31 hours. Eschelon stated that it was very difficult to work through these issues and explain to its customers that the problem was created by Qwest, not by Eschelon.

52. Eschelon also reiterated at the Workshop its concerns about inadequate support on Qwest's side for resolving issues. The witness pointed out that inadequate support and turnover of personnel without adequate transition of information or duties remains a problem. Eschelon stated that this was raised in September 2000 and continues to be an issue. Eschelon believes there are systemic issues with Qwest, relative to its resources and service management. Their principal concern is that when there is a transition in a position, very little is done to bring the new person up to speed, which then requires that Eschelon basically educate that person about Eschelon's business and what Eschelon's issues are. Although Eschelon has seen some improvement, the issue is still

there. Eschelon is also concerned that the Account Manager role has been changed to strictly a sales role.

53. **Unannounced CLEC Affecting System Changes** Eschelon described a situation that occurred after the 10.0 Release on June 17, 2002, when CLECs could not submit electronically CLEC-to-CLEC orders following the documented process, or at all when the circuit identification numbers were not populated in IMA. Since 30% of Eschelon's orders come from other CLECs, Eschelon stated that this was a major issue to it. Although the change was CLEC-affecting, Qwest did not inform CLECs in advance of any change in the Release that would have caused this impact on CLECs. Eschelon claims that Qwest failed to follow its processes in several respects:

- a. Although the change was CLEC-affecting, Qwest did not inform CLECs in advance of any change in the Release that would have had this impact on CLECs.
- b. Qwest assigned the incorrect ticket severity level to this notice (giving it only a 3), which underestimates the severity of the problem and also affects the timing of status updates.
- c. Although both Eschelon and Allegiance submitted tickets regarding this issue on June 21, 2002, Qwest waited until July 2, 2002 to issue an event notification.
- d. Qwest did not communicate with Eschelon the status of this issue for several days after Eschelon submitted its tickets.
- e. Qwest identified a workaround in the event notification, when it was finally sent, without first attempting to reach consensus with CLECs on the workaround.

54. Qwest's documented process states that an Event Notification will be sent to CLECs "for tickets that relate to more than one CLEC or for reported troubles that Qwest believes will impact more than one CLEC." Yet while Qwest knew that this problem impacted more than one CLEC as early as June 25th, it did not send the Notice until July 1st or July 2nd. When Qwest finally sent the Event Notification, Qwest assigned a severity level of 3 to the problem. Qwest claims that the CLEC-to-CLEC issue was not significant because "CLEC-too-CLEC LSRs of this type account for approximately 0.23% of all LSRs." The documented CMP production support process does not contain any such numerical test, and with good reason. If a carrier is finding that every one of a particular type of order is being prevented, this is a significant issue to the carrier. A severity level of 2 is defined as "serious loss of functionality" and "limited use of product or component." CLECs could not order the CLEC-to-CLEC migration product. Qwest should have assigned a severity level of at least 2. Although this particular change preventing CLEC-to-CLEC orders has been corrected, these process non-compliance issues remain a concern. This is particularly true because, in its filing, Qwest denies the problem rather than committing to correcting it. Eschelon has not received any information that would indicate such problems will be avoided in the future. Qwest has no documented intervals or other procedures for dealing with issues of non-compliance with established CMP processes.

55. Eschelon cited another example which occurred in August 2002, which was that IMA suddenly began to require a directory listings form in error. Qwest indicated that the problem would likely be resolved in the next release and that in the interim, Eschelon could use a work around for this which would be to fill out the directory listings form and check manual handling, asking the listing form not be worked. This is a time-consuming process and once again relying on manual handling increases the likelihood of error. Waiting for Release 11.0 to correct a change that should not have occurred without notice to CLECs is an unacceptable delay and inconsistent with production support intervals. This is also another example where Qwest did not comply with its documented CMP processes:

- a. No notice of CLEC affecting work by Qwest
- b. No severity level noticed
- c. No event notification, even though more than 1 CLEC was affected
- d. No status updates per production support intervals
- e. No collaborative approach to workaround

56. Eschelon also raised a series of questions basically having to do with the adequacy of the training and orientation of Qwest service representatives, and with the effectiveness of the IMA releases. Generally they stated that they had little confidence that Qwest would handle IMA release 10.1 in any better fashion than it had handled pervious releases.

57. **OSS-Lack of Flow Through** After the July 30-31, 2002 Arizona 271 workshop, Qwest responded by providing to Eschelon a document that confirms that some of these orders do not flow through and that others are designed to flow through. Eschelon recounted several experiences where order types that were supposed to flow through did not and the resultant adverse impact on the customer. Eschelon noted that when a customer switches to a CLEC and encounters such problems, the customer will view the transition to a competitive carrier as an adverse experience. The damage to the CLEC goes beyond the one transaction and harms the CLEC's reputation and ability to compete. Eschelon raised the question as to whether Centrex to UNE-P orders flow-through.

58. Eschelon disagrees with Qwest's assertion that Centrex plus and Centron conversions to UNE-P POTS flow-through. Eschelon does not believe that these orders flow-through. The Eschelon witness referred to Exhibit E-9, page 6, of Eschelon's comments to the FCC. Eschelon noted that in its FCC comments, Eschelon had relied upon a Qwest representation that any telephone number coming from a 1FB with CCMS, Centrex 21, Centrex or Centron for conversion to UNE-P or resale POTS will not flow-through. Qwest clarified that Centrex Plus and Centron conversions do not flow-through to resale, but they do flow-through to UNE-POTS. Eschelon questioned Qwest's statements, replying that they understood that Centrex Plus and Centron would never flow-through. There was also a short discussion of an agreement between Eschelon and Qwest, by which Qwest was allowed to change the description of the Change Request, to omit Centrex Plus and Centron, and include only Centrex 21 and 1FB CCMS.

59. In June, 2002, Qwest told Eschelon that any telephone number coming from a 1FB with CCMS, Centrex 21, Centrex or Centron for conversion to UNE-P or Resale POTS will not flow

through. The orders fall out of IMA for manual handling. In addition, the orders do not flow through the switch. They fall out for manual handling of Qwest switch translations. While the "disconnect" portion of the order flows through, the "new translation" falls out, which places the customer out of service. Eschelon end-user customers have been out of service for several hours until translations are worked or Eschelon opens a ticket to have the translations worked.

60. **OSS-Cumbersome GUI** In September, 2000, Eschelon stated that it complained to Qwest that its GUI was very cumbersome to use. WCOM and Z-Tel have recently requested changes to Qwest's ordering process to make ordering less cumbersome for GUI and EDI users. At Qwest's request, Eschelon submitted eight Change Requests to the Qwest CMP relating to these changes. Some examples are as follows: First, when a CLEC needs to supplement an LSR, the CLEC can see in the appointment scheduler that the new date and time are available. The GUI does not allow the CLEC to complete the LSR with the new date and time, however, without an escalation ticket. Thus, the CLEC must call Qwest and manually open an escalation ticket to cancel the first ticket and obtain the new date and time. This is unnecessary and time-consuming manual work.

61. Another example relates to situations in which a CLEC submits an LSR to either disconnect or change features. Because Qwest requires CLECs to map all changes to the CSR, IMA forces a CLEC to correct data for the disconnected features that will not be used anyway. However, even if these and other changes are made, the GUI process will remain burdensome as long as it continues to rely on so many manual processes.

62. At the Workshop, Eschelon stated that there are eight areas which it found were cumbersome, and for which it submitted a change request. Eschelon's witness described the difficulties encountered, and stated that it is basically an inherent process problem that causes Eschelon to go through an escalation which need not occur. Eschelon introduced another illustration concerning the GUI and changes made in release 10.0 related to sending an LSR, and either disconnecting or changing features. She described the difficulty, and gave an example related to the instance in which Qwest went to 10 digit dialing, at which time CSR's were not updated. Thus, frequently, telephone number flows or call-forward numbers contained only seven digits rather than 10. Therefore, if Eschelon is disconnecting the USOC or changing the call-forward number, IMA forces Eschelon to correct the data that it is disconnecting on the features.

63. **Maintenance & Repair – Authorization for and Accuracy of Closing Tickets** Eschelon stated that Qwest at times closes trouble tickets without calling Eschelon for authorization. Eschelon has had to re-open tickets because the trouble was not resolved. Eschelon also stated that Qwest closes tickets in some cases with the incorrect cause and disposition codes. This not only affects repair but may also affect billing. Eschelon has been raising this issue with Qwest for sometime and the problem still persists.

64. At the Workshop, Eschelon noted that closing tickets without authorization causes a great deal of difficulty, since Eschelon is then not able to status its customers as to what happened with the customer's individual ticket. Further, Eschelon's witness discussed Qwest's provision of information about the high number of "no trouble found" tickets. Eschelon's witness stated that they found that many of those were not "no trouble founds", rather, they were erroneously reported from data provided in CEMR.

65. **Billing Accuracy** Eschelon stated that its bills are not accurate. Although Eschelon is unable to dispute all inaccurate charges due to insufficient information for doing so, Eschelon does dispute some of the charges. Such bill disputes often go unresolved for many months according to Eschelon. Eschelon stated that one hundred percent of the bills for UNE-Eschelon/UNE-Star are inaccurate. Unlike UNE-P, UNE-Star is ordered, provisioned, and billed as resale. Therefore, an interim credit/true-up process is used instead of accurate billing. In March 2002 alone, Qwest eventually agreed that its credit calculation was almost \$50,000 too low. Therefore, even the interim process results in inaccurate charges.

66. As of May of 2002, UNE-Star represented approximately 60% of Eschelon's total monthly invoice amount. This represented a substantial amount of inaccurate billing that is not reflected in the performance results reported by Qwest, in addition to the inaccurate billing to McLeodUSA. Despite Qwest's documentation of its commitment in 2000-2001 to mechanize UNE-Star billing and provide accurate bills, Qwest is now claiming that Eschelon orally agreed to amend the agreement so that it would not require accurate billing. This is not the case. Eschelon states that Qwest should be required to deliver on its Year 2000 commitment to deliver accurate UNE-Star bills before 271 approval is granted.

67. At the Workshop, the Eschelon witness stated that Eschelon has more than \$2.2 million in outstanding billing disputes with Qwest across all Qwest states, thus questions Qwest's billing accuracy rate which it quoted at 99 to 100%. The witness stated that it was her understanding that the PID takes into account adjustments applied to billing. She stated that disputes take time to resolve, as much as a year. However Qwest would never go back and adjust billing accuracy rates following the resolution of disputes, leading, in Eschelon's mind, to a higher billing accuracy rate than was appropriate.

68. She further stated that Eschelon believes that the UNE-Star or UNE-E product billing rates are completely wrong, yet these products represent 60% of Eschelon's total monthly invoice amount. She pointed out that the UNE-Star, UNE-E or UNE-M products are billed as resale, and that there is a manual adjustment incorporated to determine what we should be billed.

69. Eschelon also discussed the mechanized solution agreed to by Qwest; and the delay in its implementation and the difficulties caused thereby. In an e-mail dated January 12, 2001 Qwest stated that the billing for UNE-Star was a short term plan. She stated that Qwest had promised Eschelon in November 2000 that this would be a mechanized process in which Eschelon would get accurate UNE-E bills. Eschelon contended that Qwest had dragged its feet and had only reactivated or initially activated a mechanization process in the context of the 271 proceeding. Eschelon also made the point that if Qwest needs to do systems work to accomplish this mechanized billing it should disclose this need through the CMP. However, neither Eschelon nor any other CLEC should give up issues that it is prioritizing through CMP so that Qwest could live up to a commitment it made in the year 2000. Eschelon, in addition to the basic billing issue, raised the question as to how the true-up of UNE-E credits is reflected in the billing accuracy data in the PID.

70. As a last item, Eschelon's witness raised the issue of the UNE-P bill invoice summary. He pointed out that UNE-P invoices are fairly new to Eschelon and they're just going through the process of trying to reconcile the bills. Therefore the review, he pointed out, is Eschelon's initial review and initial thoughts concerning where they think there are inaccuracies. He pointed out that there are three categories of problems, or issues, that they have found in these bills.

71. The first type of problem is that in which they have received bills in bill-mate files, without sufficient details to validate the bills. He provided examples of this. These included Zone Two rates billed in Zone One, missing information about where loops are located, CLLI information and Central Office information. He further stated that there are instances in which Qwest has combined the local switching rate with the transport rate into a single price, or a single rate item, on the bill-mate file, which makes it impossible for Eschelon to validate whether Qwest is billing correctly for usage. He also stated that there were problems with bill presentation.

72. He said that a second problem type is that of receiving bills with inaccurate or inappropriate charges on the bills. He illustrated this by the example of being billed for class features and custom calling features separately, which are part of the unbundled port. He stated that since Eschelon is paying an unbundled port rate as part of the UNE-P product it should not be billed separately for those custom calling and class features. Another illustration is fractional charges relative to service orders. He also cited per-call usage charges that are in error.

73. A third problem that it is a time consuming process to go through and validate these bills. He further stated that he does not believe that the PID measurement has the flexibility or the ability to take into account the billing reconciliation process.

74. **Switched Access** Over a period of time, Eschelon complained to Qwest that Qwest was not providing complete and accurate records from which Eschelon could bill interexchange carriers access charges for UNE-E/UNE-Star and On-switch customers. According to Eschelon, CLECs need an accurate report of switched access minutes of use ("MOU"), so that they may properly bill interexchange carriers for access. Eschelon has expended substantial resources on outside audits to examine the problem, in addition to the internal resources devoted to it. While Eschelon settled with respect to the access charge issue through February, 2002, Eschelon remained concerned about the usage it was receiving from Qwest and therefore conducted an access audit. In searching the daily usage files ("DUF") for these test calls, Eschelon has found that calls are still missing from the DUF. The audit results showed that in general, for direct dialed originating and terminating and 800 origination calls, Eschelon did not receive approximately 16% of the test calls from Qwest. The missing call percentages rise for specialty calls, such as directory assistance access calls, operator handled and 1010XXX calls so that the total percentage is approximately 18%.

75. At the Workshop Eschelon's witness stated that a part of the attribute of a combined platform product such as UNE-P or UNE-E was to have the ability to bill switched access minutes of use to interexchange carriers. She further stated that Eschelon has relied upon Qwest to provide those switched access minute of use records. Initially they found that the minutes of use that they were receiving for these lines were inordinately low. At one point the minutes of use jumped drastically. Eschelon's stated its concern to be the question of whether or not the minutes of use would suddenly drop down as mysteriously as they went up.

76. **Cutovers** Over time Eschelon has reported to Qwest: technical loop problems, missed scheduled times, untimely lift and lays, cuts that appeared successful on day of cut but trouble occurred shortly afterward, and other cutover problems. The reduction in incidence of these problems has coincided with bi-weekly calls held between Eschelon and Qwest in which Eschelon proactively reviews the hot cuts and Qwest's processes. However, Qwest has failed to participate in recent scheduled calls, without even calling in advance to indicate that Qwest would not join the

calls. Recently, Eschelon has experienced some instances in which Qwest did not notify Eschelon of no dial tone issues before the time of cut.

77. Eschelon summarized its cutover problems in three groups: (1) compliance with the 48-hour dial tone test policy; (2) timely notice to the CLEC of the results of the dial tone test; and (3) proper interpretation and application of the 30-minute policy. With regard to (1), Qwest is supposed to verify the CLEC's Dial Tone at the CLEC's CFA 48 hours prior to the due date. Eschelon claims that Qwest in practice is actually performing the dial tone check earlier creating problems for the CLECs. With regard to (2), Eschelon claims that after Qwest performs the test, it is not notifying the CLEC immediately of the dial tone test result when there is no dialtone. With regard to (3), Qwest is using the SGAT language to excuse its performance rather than applying it in situations in which the CLEC is not ready, the situation for which the language was intended.

78. At the Workshop, Eschelon reiterated that the timeliness of cutovers remained unsatisfactory. Eschelon stated that it does see that Qwest has basically improved on a number of issues; however Eschelon is concerned that as Qwest gets closer to 271 approval Eschelon may not continue to get the improved resources or level of attention that they believe they need. The witness cited reassignments of individuals with whom they had bi-weekly conference calls. Now there are new people assigned to those conference calls. The witness discussed the range of issues covered in the conference calls, but stated that Eschelon still doesn't know what the level of commitment will be on a going forward basis, relative to these cutovers.

B. McLeod's Position

79. McLeod's witness cited some experiences from the year 2000, at which time McLeod was trying to get UNE-P with UNE-P pricing that you get with that product. He stated that they were told by US West, and then subsequently Qwest, that to get a UNE-P product they would-have to do a whole assortment of conversions, establish a series of processes, and possibly incur temporary disconnection of some customers. These problems led to negotiations with Qwest through which they developed the UNE-Star product as an alternative to UNE-P. This was negotiated in the fourth amendment of the interconnection agreement signed in October of 2000. This was negotiated in conjunction with a number of other agreements including one in which McLeod agreed to remain neutral in all 271 proceedings as long as Qwest complied with its agreements and applicable law. Another agreement was to escalate disputes with Qwest internally up the chain of command, before bringing those disputes to any regulatory or judicial forum. Since Qwest is not meeting those agreements, McLeod has now decided to discuss the issues in this Workshop.

80. McLeod's witness stated that Qwest has provisioned and built the UNE-M/UNE-Star product as basic resale, either Centrex or 1FB. Qwest has, from the outset, billed the product at the resale discount rate and conducted a true-up process with McLeod each month. McLeod had always viewed this true-up process as an interim billing process and expected that eventually the UNE-M product would be billed accurately, as required under the interconnection agreement. However, the witness stated that for five months earlier this year Qwest had not paid true-up amounts. Qwest did make these payments two days before the beginning of this workshop.

81. McLeod's witness stated that the problem fundamentally is that, almost two years ago they negotiated an agreement to receive a platform product called UNE-Star, because of their

inability to get the UNE-P product without having to develop a host of new processes, some of which could put their customers at risk of going out of service. He stated that they were here today because they could still not obtain accurate bills without developing a whole new set of processes, as stated by Qwest. He recommended that the ACC defer Qwest's 271 application until at least two conditions had been met: first Qwest has demonstrated that it can effectively provision and bill a UNE-Platform product with all the necessary features, and second that Qwest has demonstrated that it can be relied upon to live up to its agreements without the need for the regulatory leverage provided by Section 271.

C. Qwest's Position

82. Commercial Performance; Manual Handling and Service Order Accuracy
Qwest initiated its response to Eschelon's presentation by stating that first it would discuss performance measure results, then move to Eschelon-specific issues, and finally plan to discuss performance improvements which Qwest has made. Qwest's witness stated that the measurement that would apply to service quality for UNE-P POTS would be the OP-5; the "new service installation quality" measurement. This measurement was established quite some time ago and was audited and tested, and found to be accurate and reliable in terms of reflecting what it is intended to reflect. Qwest stated that the UNE-P POTS results for Eschelon in Arizona were 85.5% in April, 92.41% in May and 92.94% in June, in comparison to corresponding retail values which were between 85 and 85%. He pointed out that 15% is not unusual as a new service installation quality result. Further, for all CLECs in Arizona the results for the same measurement are 92.54 and 92.5% compared to the same 85 to 86% on the retail side in the last two or three months.

83. Another Qwest witness then discussed how Qwest is working with Eschelon to address the issue, as well as the overall work relative to Long-Term PID Administration concerning the content of measures OP-5 and PO-20. She also pointed out that Qwest recently put together a team to actually look specifically at OP-5. He stated that Qwest will use Long-Term PID Administration to figure out the most appropriate way to report those data. It could be an augment to OP-5, or an augment to PO-20. In either case Qwest is planning to voluntarily report the data and will do so until they make a final determination through Long-Term PID Administration whether it should be reported in OP-5 or PO-20.

84. Qwest's witness commented that, for PO-20, the products reported are resale POTS, UNE-P POTS and Unbundled Loops. Resale and UNE-P are reported together, and unbundled loops are reported separately. Initially, as described in the PID, this is based on a sampling of orders. The wholesale service delivery organization extracts a statistical sample of all orders that would have qualified for reporting under the PIDs. Sample size will assure that a 95% confidence level is achieved. The QA team takes those orders, pulls the LSRs for them, and does a comparison between specified fields on the service order and specified fields on the LSR. If every one of the fields is correct, then it is considered an accurate order. If any one of the fields is incorrect, then the entire order is considered incorrect, and it would not count towards Qwest's percentage of accurate orders. Qwest stated that within the first phase the fields do not include USOCs. In response to Eschelon's position that USOCs define features, therefore this measure is flawed, Qwest indicated that USOCs would be considered in the third phase under Long-Term PID Administration.

85. Qwest's witness pointed out that if a feature has been completely left off an order (not misrepresented, but completely omitted) at the time either a retail or a wholesale customer is

reporting trouble, then that feature is not not-working, rather, it doesn't exist on the customers record. Both retail and wholesale customers are turned back to the marketing department in this event, to get an order issued to actually go in and provision the service. He pointed out that that scenario does not get captured currently in Qwest's OP-5 measure. However, the corrective action for this issue, such as a missing feature, is to issue an order, not a trouble ticket, and OP-5 never was defined to capture that. Qwest's witness stated that this issue was only raised recently, and then, only in the ROC test. However, he stated that the results of both the ROC and Arizona tests showed that overall, the effect of these manual order writing errors are very small, relative to the total.

86. Qwest's witness responded to Eschelon's concern regarding delay of the issues to L-T PID Administration by saying that the ROC asked for states to comment on their interest in Long-Term PID Administration by September 1, 2002. Thereafter items will be processed through the Long-Term PID Administration process. In the meantime, Qwest stated that it is already providing some additional information in PO-20. It is providing additional information where it looked at the calls that are coming to the centers where the solution is not a trouble ticket, but rather, an order. Qwest's witness stated that that information is what is initially providing some indication about the USOC type of issue. Qwest, through Long-Term PID Administration, will examine whether or not it makes sense to apply PO-20 to this issue or to develop another PID. Qwest's witness stated that the tests did not find issues with respect to USOCs that were significant enough to create a separate measurement. Qwest further stated that PO-20 does look at manual service order accuracy, including the accuracy of fields that affect whether or not Qwest is either meeting the commitment or capturing the commitment correctly, and whether Qwest is meeting the interval or providing a non-discriminatory interval, or measuring it correctly. Further, the witness stated that the audited test information says that Qwest is doing okay. It is offering this additional PID (PO-20), and additional information and further participation in Long-Term PID Administration to demonstrate that this is so.

87. Qwest stated that the same process used for CLECs is also used for Qwest retail customers. The principal difference is that a retail customer, when placing an order, is picking a feature rather than picking a USOC code. Therefore there are generally fewer data entry errors, since there is not a double entry of the same data.

88. Qwest questioned whether the USOC issue had been addressed in terms of information that Qwest is providing from the calls to the center. Qwest's witness stated that, if the USOC is missing and Eschelon's service representative calls the center and Qwest is capturing the data and reporting, the information will become a part of PO-20 or a version of OP-5, depending on how it is handled in Long-Term PID Administration. Qwest's witness continued that either way, Qwest is reporting the data now, and will continue to do so. Qwest acknowledged that the data are not now being captured by the PO-20 PID.

89. Qwest stated that it does not have official separate installation or provisioning intervals associated with adding a missed feature or a missed line. Qwest's witness further stated that he would expect that a normal interval would be placed on the order and that it would follow the escalation procedure. Qwest's witness stated that the normal interval he was referencing was a service installation interval. In response to Eschelon's questions, Qwest stated that it did not use the repair interval rather than the service order interval, even though the CLEC's end-user customer was out of service and even though the installation interval is much longer than the shorter repair interval.

90. In response to questions by Eschelon about the validity and accuracy of the installation commitments met PID OP-3, Qwest stated that they knew that PID OP-3, which is Commitments Met, would not capture errors. It was not intended to be used in the manner suggested by Eschelon which was that if an order is completed on time and was subsequently found to have an error in it, that it should not be counted as a commitment met, but rather reclassified as a missed commitment. Separately, as an adjunct to PO-5 or OP-20, Qwest is addressing errors, as described earlier. It has been capturing these data since June 28, 2002.

91. Qwest responded that its performance results include orders which were processed manually or mechanically. Whether or not a manual error is counted in OP-5, the new service installation quality measurement, depends upon the type of problem. If it generates a trouble report in the normal course of doing business, then it is captured as the PID states, by OP-5.

92. Qwest stated that it acknowledged the existence of manual service order errors, but had not acknowledged that the level is beyond a level that's reasonable. He further stated that this was an area that wasn't captured by the PIDs, as has been discussed in this workshop. He pointed out that KPMG, in its report stated that this, among others, ought to be looked at, and Qwest agreed to this.

93. Qwest further pointed out that, with the issue of release IMA 10.1 some of the problems being debated here will be resolved. If the order required the service delivery release coordinator to write two orders, release 10.1 will retrieve the PON to issue the FOC. With Release 10.1, both service order numbers with the due date, which has been entered in the SOP, will appear. If a typographical error occurs on one with respect to the PON, that would be the trigger for the SDC to go back into the service order processor and correct the error.

94. At the Workshop, Qwest entered specific performance results for the month of June into the record. The June results were entered as Exhibit Qwest-1. Qwest's witness stated that he would address issues related to performance measurements, focusing on Eschelon's report card and highlighting differences (particularly in two areas) between the PIDs developed by the Arizona collaborative, and against which Qwest has reported results. He stated that all who have looked at the measurements which Qwest is using have concluded that they are reliable and accurate. He further stated that for future purposes there are provisions in place that will continue to ensure that, both through Performance Assurance Plans and other means, there are opportunities for data reconciliation and auditing, as well as for penalties that relate both to missed performance and to data results errors.

95. He stated that the Eschelon report card contains nine measurements (see Exhibit E-5). He pointed out that Eschelon formulas appear similar to Qwest's PID measurements. Differences occur with respect to information which should be included or excluded, i.e. defining the starting point and ending point of the measurement. He pointed out that Qwest's PIDs are focused on a specific set of rules that were developed and refined during the test, and the audits relating to such things as application and completion dates and what those dates mean, since you can get different results if there are different definitions of these items.

96. The Qwest witness also indicated that one of the common reasons for differences between CLECs reported results and those of Qwest, was the month in which the activity or transaction was reported. Other differences pointed out by Qwest's Witness, included exclusions

specified by the PIDs which are not specified for Eschelon's measurements. Each of these could create numerous points for difference depending on their interpretation. He pointed out that the official PIDs have been audited and demonstrate that what Qwest has done is appropriate to each individual PID, and that it complies with the intent of what each PID is measuring. Thus, he stated that things reported differently by a CLEC from reports by Qwest did not necessarily mean that there was an error by either party, rather that there are inherent and natural differences between CLEC systems and the data fields they capture, and Qwest's systems and data fields they capture. Qwest's witness also pointed out that the Liberty audit stated that the CLEC data were not as reliable as Qwest's, since Qwest has been extensively tested and audited, while the CLEC's data have not.

97. Qwest's witness expressed concern for Eschelon's benchmarks since, for satisfying the 271 checklist, one needs to focus on parity with retail, or a specified analog. Where there is not parity or such an analog, a benchmark has been specified. He pointed out that Eschelon standards are not set on that basis. Qwest's witness then proceeded to discuss some of Eschelon's measures. He started with E-2, timeliness of coordinated cutover. He pointed out that Eschelon was measuring lift to lay time, which means the period of time a customer is out of service. He referred to Qwest's measurement, OP-7, which measures the interval from lift to lay, including testing to ensure that its working. He stated that, as shown on Exhibit Qwest-1, page 57, average results show that Qwest is always less than four minutes for the volumes indicated. He referred to Eschelon's statement that a one hour timeframe was unreasonable, and stated that this apparently related to Qwest's measure OP-13, which does provide a one hour leeway, but which does not mean that the customer is out of service for an hour.

98. He then turned to new service installation quality, Qwest measurement OP-5 or Eschelon measurement E-3. There was some discussion concerning the definition of start time and complete time. He further pointed out that OP-13 includes the concept of notification, and measuring Qwest's performance with respect to notifying the CLEC that it is complete. He stated that Qwest needs to have received the verbal CLEC approval before starting the cut. Further, he stated that Qwest needs to complete the physical work and appropriate tests (OP-7) and needs to complete the Qwest portion of any associated Local Number Portability (LNP) orders, and finally call Qwest with the completion information, and do this all within one hour of the agreed upon window.

99. Qwest's witness moved to Eschelon measure E-3, and stated that it is not like Qwest's measure OP-5 since, although it includes some of the same elements, it has significant differences. He pointed out that OP-5 measures new service installation quality against a standard of parity. He stated that part of the problem is that Eschelon was folding in the measure of ordering accuracy with the measure of installation provision and quality. He referred to Exhibit Qwest-1 relative to UNE-P POTS stating that the results satisfied parity in every month but two of the last twelve months. He also referenced the issue of "No Trouble Found" and mentioned that there was not a trouble ticket for real trouble within 30 days in the period. He then turned to the issue of manually handled orders, and stated that the level of errors is reasonable based on Liberty's data reconciliation, which looked at 10,000 orders and trouble tickets. He mentioned that previously there had not been a PID that captured errors on manually processed orders. He further stated that Qwest is developing additional information for which there has not been assigned a PID designator yet, and is continuing a process that will completely address the issue. He asserted that the Performance Assurance Plan will ensure that they complete this.

100. Qwest's witness then stated that, rather than go point by point with respect to each measurement, he suggested that we focus on UNE-P POTS and look at the far right column on each page of data. He stated that if the number shown in that column is negative then parity is considered to be met. He pointed out that if its zero or positive, parity has not been met. He then turned to pages referencing Centrex 21, analog loops, OP-4 (installation intervals) all of which showed parity consistently. He stated that Qwest follows the FCC standard, that if you meet the established standard that was collaboratively developed, no further inquiry is needed, and you consider that you have passed the test. If there is a statistically significant difference where the parity score is zero or above, then the FCC looks beyond the data to find out why. They inquire as to whether or not this is an isolated incident, whether or not it is competitively meaningful, and whether or not the statistical tool is appropriate. Qwest's witness stated that one could review any one of the measures on the report and look at either Eschelon specific or the CLEC aggregate data and find a similar story for Arizona or for regional results; that Qwest is satisfying 271 requirements.

101. He referenced UNE-Star and how it is reported. He stated that Qwest is reporting Eschelon's UNE-E and UNE-Star lines as UNE-P, but that somehow Qwest had failed to provide requisite notice of starting to do that. He stated that, before Qwest had a UNE-P Centrex or a UNE-P Centrex 21 category, those items of UNE-Star, or UNE-E were reported in resale. However; as soon as they had the PID category, they brought it to the attention of the parties in both the ROC and Arizona TAGs (in September and October 2001) and received approval from those TAGs to add the UNE-P Centrex category, at which time any UNE-Star item that would have fit that classification would have started to be reported. UNE-P Centrex 21 was added as a PID category in March, 2002. Thus, he stated that any items labeled as UNE-E, UNE-M, UNE-Star would be PID compliant since either October of last year or March of this year when the related PIDs were introduced.

102. Finally, Qwest believes that its PIDs do appropriately capture troubles that are reported through Qwest's documented process when those processes allow action other than opening a trouble ticket with the repair desk. Qwest stated that the allowable action other than opening a trouble ticket with the repair desk involves situations that must be resolved through the issuance of a service order. In these circumstances, the ISC is contacted, a determination is made that either Qwest incorrectly issued the original service order or the CLEC incorrectly issued the LSR (e.g., omitting a desired feature) and the problem is addressed through the creation of another order. Where Qwest's processing of the original request is the cause, the call center ticket is flagged as an LSR/SO mismatch and the results are reflected in the supplemental reporting (Order Accuracy via Call Center) Qwest undertook beginning with July 2002 results. Also, for LNP-related disconnects, OP-17 and MR-11 capture troubles reported both through the ISC and through the repair centers, for the performance aspects those PIDs are supposed to measure. Therefore according to Qwest, both provisioning related and order related types of troubles reported to Qwest in accordance with current published processes are captured and reported in Qwest's monthly performance results.

103. Lastly, Qwest discussed the monthly meetings at the executive level, and the day by day front line work done by both Qwest and Eschelon. She pointed out that this work has been going on for approximately a year, including root-cause analyses on a jointly agreed upon basis each month. Recently, root cause analysis was terminated, since Eschelon felt that it was ineffective, although Qwest felt that it was very effective.

104. **Billing Accuracy** Qwest disputes Eschelon's assertions that Qwest's bills are 100% inaccurate. At the Workshop the Qwest witness stated that it was his understanding that there was

an agreed upon arrangement for that, as specified by the parties. As stated earlier, this was billed as resale and it was understood that there would be errors and a true-up was arranged for at the end of each month. He stated that the current measurement, BI-3, measures billing accuracy and accounts for error adjustments. He further stated that a process by which the parties agreed to adjustments, in order to facilitate getting what the parties want, is not an error, it is an agreed upon process for handling billing arrangements. Therefore he said that is not captured by BI-3.

105. In its Late Filed Exhibit H, Qwest stated that the billing accuracy PID, BI-3, is designed to capture the effects of billing adjustments for error in the reporting month in which the adjustments occurred, regardless of when the original billing took place. Thus, it would be non-compliant with the current PIDs as accepted by the parties to adjust past reported results, when the actual adjustment took place in the month it is reported.

106. **OSS Lack of Flow Through** Qwest's position is that its flow-through rates are more than sufficient for 271 relief. During July, Qwest stated that it met every benchmark set for PO-2B (flow-through for eligible LSRs), and Qwest has met the benchmarks consistently for the past 12 months.

107. Qwest also stated that its flow-through rates under PO-2A (flow-through for all LSRs) are comparable to those of BOCs that have received Section 271 relief. It stated that according to July Arizona Commercial Performance Results the flow-through rates that month were 82% for Resale, 78% for UNE-P and 58.6% for aggregate UNEs. He stated that neither in Arizona nor the ROC has a standard been set for PO-2A. However, in Colorado a new measurement has been established, it is PID PO-2B which is susceptible to assignment of a standard or benchmark. In response to an Eschelon comment that it experienced a much lower percentage of flow-through, approximately 41%, Qwest responded that this may be more related to what is designed to flow-through and what is not designed to do so.

108. Qwest's witness stated that based on the discussion on the preceding day, Qwest had taken a take-back to resolve any conflicting information matters. For example, he stated that Eschelon believed it had been informed that Centrex plus or Centron conversions to UNE-P did not flow-through, and that was conflicting with the information that he had been provided. He went on to say that in the take back they verified that the information Eschelon was provided through December was correct; that is, like resale, that is not designed to flow-through. Based on the complexity of the products, conversion to both resale and UNE-P POTS will need to be intervened upon by the service center, to get a complete and accurate order issued. He also stated that conversions from Centrex 21 currently do not flow-through. That capability is being added with Qwest's IMA release 10.1, scheduled for late August, through which conversions from Centrex 21 to both resale and/or UNE-P will be flowing-through.

109. He also stated that with regard to a 1FB (1 flat-rated business line) which is a POTS line with CCMS service or features on it, that he understood that Eschelon had been told that these do not flow-through. He stated that there are some limitations with respect to CCMS, but that the retail 1FB with CCMS features being converted to a UNE-P POTS would not prevent flow-through. The design limitations in flow-through, he stated, have to do with adding CCMS service to an existing line either on a change basis or a conversion basis. If CCMS is on the line currently and in the conversion your retaining those CCMS features, the request will flow-through.

110. Qwest's witness acknowledged that, and stated that it was his understanding that the limit has to do with the addition of CCMS features. Qwest also confirmed that a conversion of a 1FB with CCMS to UNE-P whether a feature is added or not should flow-through. Qwest's witness stated that there was some blurring of two issues in this discussion. He stated that when he referenced flow-through and flow-through capabilities, and what is designed to flow-through, he was talking about the capability to take an LSR and mechanically convert it to internal service orders, and send these down the processing stream without intervention from a human. To the extent that the type of product that's being ordered requires manual intervention during the provisioning process, he stated that he was not including this in his description of flow-through. He stated further that there will be some documentation provided concerning exactly which scenarios flow-through and which don't, retention of an exact set of CCMS features that exist, whether Eschelon is removing CCMS features or adding features. If there are limits to any of the stated scenarios, Qwest will identify specifically which features prevent successful flow-through. Qwest's witness stated that this documentation would be provided as a late-filed exhibit.

111. Qwest stated that it may be adding additional products to the flow-through eligible list, but in light of Qwest's overall strong flow-through performance, the addition of such products is not necessary for 271 relief. Qwest also stated that future changes to flow-through eligible products is largely controlled by CLECs. In the Change Management process, CLECs can submit CRs to add additional flow-through capability, and such CRs are subject to the prioritization process, where Qwest's vote is just one of many.

112. As to the issue of orders falling out for manual handling, Qwest stated that conversions require the issuance of Disconnect and New Connect service orders, and that the orders are written with entries that direct the provisioning systems and personnel to treat the orders as a mated pair. The MARCH system receives a single "work request" to accomplish the requested changes in the switch. The disconnect portion is worked first so that the installation portion can be processed without encountering an error for the telephone number already existing on the switch. The installation portion is then worked. This normally results in an out of service condition measured in seconds. When MARCH encounters a problem with the inward portion of the request, it drops the request to RCMAC for manual assistance. RCMAC monitors this work queue and manages the fallout in due date order. This occurrence will cause an out of service condition for a longer period of time. Qwest is evaluating both process and systems enhancements to minimize the out of service period. However it is important to note that this situation applies to a limited subset of conversion requests since the majority of conversions can be accomplished on a single Change order.

113. Finally, Qwest stated that Eschelon has been advised that when a Frame Due Time (FDT) is specified but a Coordinated Hot Cut (CHC) is not requested, Qwest is not committed to a specific time of day cut. Qwest attempts to honor the customer's request but absent coordination, commits to having the conversion worked by the end of the day on the due date.

114. UNE-P Provisioning, Documentation and Ordering Qwest's witness stated that about a year ago Qwest formed a team working with Eschelon to customize a solution for this customer concerning a complex set of products. She further stated that Eschelon was asking for things that Qwest had not had to process previously, from a wholesale perspective. Even with these additional efforts, the witness stated that Qwest was experiencing processing problems from both the Eschelon side and the Qwest side. At one point it was agreed to put the process on hold. In March

of this year she stated that Qwest and Eschelon examined what would be necessary for Eschelon to use UNE-P. She stated then that she was surprised to learn that Eschelon was continuing with UNE-Star. There was some disagreement by Eschelon over the decisions, the participants in the decisions and the dates of decisions.

115. Qwest's witness stated that there were two issues, one of which was the continuation of work by Qwest on the mechanization of UNE-Star. Qwest's witness stated that with respect to the mechanization of UNE-E, Qwest has developed a solution that will make option two into a product which will not have to go through CMP. She stated that Eschelon would receive a document that day which would spell out the process. She further stated that Qwest would issue all of the orders that will convert Eschelon's existing base in order to ensure that the mechanized billing will all be in place by the end of 2002.

116. Qwest's witness introduced Exhibit Qwest-3, which provides data concerning Eschelon's UNE-P conversion project. It addresses reject rates with respect to LSR's, Eschelon's LSR supplemental rate, provisioning issues such as a line going down or a feature going out, and identifies Eschelon caused problems and Qwest caused problems. The Exhibit represents migrations from UNE-Star to UNE-P. Eschelon's witness acknowledged that Qwest has fewer errors for migrations than with new conversions. Their main concern was with new UNE-P orders.

117. The next issue to which Qwest responded was UNE-P feature availability. Qwest's witness stated that he would focus on documentation which Qwest provides to CLECs in terms of feature availability or unavailability. He described the structure of the UNE-P product catalogs (PCATs) including general information and links to individual product catalogs. He stated that in the general information PCAT, Qwest lists a document which provides features that are unavailable with UNE-P, including AIN products, voice messaging products, feature products, etc. He stated that this is provided by USOC, and that Qwest also provides a language description for each one. He stated that features available with products are detailed in each one of the individual PCATs, by USOC and by language. He referred to the features that were presented by Eschelon on Day One of the Workshop, which included five USOCs that were in question. He stated that Qwest would take those back, convene the core team and review their availability, update the available documentation as necessary, and funnel that through the CMP process. He stated that Qwest would distribute a notice through CMP channels, and file that as late-filed Exhibit Qwest-4.

118. With respect to Eschelon's complaint that Qwest PCAT needs to be updated on a more regular basis, Qwest's response was that they would look at the issue when putting together the late filed exhibit, since the intent of the documents is to be as comprehensive and clear as possible, within the context that they are dynamic and changing continually, going through the CMP process. To this, Eschelon's witness stated that earlier promises to update the product catalog have not materialized. Eschelon commented further that although Qwest states that they update the documents regularly, the date of the last update on the document for features not available with UNE-P is November 2000. Eschelon's witness agreed to check that date, since she was referencing a date on the website.

119. Qwest's witness stated that Qwest has taken several steps to address the issue of ensuring that Eschelon's orders are as accurate as they can be. One matter is major releases to the IMA system, in which they put additional up-front edits to ensure that common mistakes are minimized. Additionally, Qwest attempts to include improvements in flow-through capabilities with

each release. For example, with the IMA-GUI 10.1 release next month, full conversions of Centrex 21 to resale or UNE-P will begin to flow-through. Qwest also has a training curriculum which targets training, and is focusing on issues that the training group is going to be working with, and processing and supporting.

120. As to the cumbersome ordering process, Qwest stated that CLECs have only recently requested through CMP the addition of "migration as specified". The CRs have followed the stated CMP process and have been prioritized for the IMA 12.0 release. Moreover, Qwest stated that once Qwest determined that it could implement a portion of one of these requests without system changes, it followed the CMP notification process and eliminated the requirement to specify unwanted features on UNE-P conversion requests. That change was effective August 16, 2002.

121. Further, coaches in Qwest's service centers perform quality reviews for every one of the Service Delivery Center's (SDC's). Also, Qwest looks for opportunities to increase the internal edits in its service order processor, in order to format the processor to minimize common mistakes. In addition, Qwest's witness stated that, above and beyond all of the foregoing, Qwest has the new PID (PO-20) for which, with CLECs help, Qwest will provide information that is important to CLECs beyond that which the PID has been defined to do. This will be handled through Long-Term PID Administration. In this regard, Qwest states that it is looking at the things that it has heard are of concern to CLECs, including entries that link the service order to the CLEC's LSR. Qwest's witness referenced IMA-GUI release 10.1, mentioned earlier, and additional features that will enhance the relationship of the CLEC to Qwest. Finally, he referenced a new form of notice that will be available to both GUI and EDI customers, which will address the issue of not being able to see what was put on the internal order until completion.

122. He also referenced the new notice called a PSON (Pending Service Order Notification). With this a CLEC can see, while an order is still pending, that, in fact, its LSR has been translated to internal service orders that accurately reflect what it was that the CLEC wanted done. The PSON enabled Eschelon or any CLEC to determine if something is being provided that the CLEC doesn't believe it asked for. Conversely, if the PSON doesn't have something that the CLEC did ask for, the CLEC can verify the LSR submitted, and where it finds an error, report it through the Sierra Vista Call Center, in order for them to update the internal service order to accurately reflect what the CLEC asked for.

123. Qwest responded to the other Eschelon issues by stating, first, that the quality assurance steps are certainly not brand-new, but they have been given a renewed focus as a result of the third party tests in Arizona and in the ROC. He stated that the attention given to the quality assurance steps, as a result of the third party tests, ensures that they are done. He also stated that the focus of root cause analysis was on specific items; therefore Eschelon should have been reviewing performance improvement around those items, rather than addressing it on a broad scale basis. With respect to IMA release 10.1, he stated that training would have only just begun since the release does not go into effect until the latter half of the following month.

124. Maintenance and Repair – Authorization for and Accuracy of Closing Tickets
Qwest stated that an updated audit of its trouble codes (through June 2002) shows continued aggregated performance on average of 95+%. Contrary to Eschelon's comments, Qwest attempts to notify its customers and follows the same process for its Retail and Wholesale operations when closing a trouble ticket. To the extent Eschelon has not received such notification, Qwest stated that

it cannot address the particular reasons without further specifics. Qwest stated that the process for customer notification is dependent on the type of service, design or non-design. But either way, Qwest stated that it attempts to notify the customer. For non-design trouble tickets, the technician that resolves the trouble also closes the ticket. If the customer cannot be reached, a voice mail message is left and the ticket is closed. Customer notification is dependent on availability at the customer provided call back number.

125. For trouble tickets opened through CEMR, notification is automatically sent through e-mail or fax when the ticket is closed. For design services, which are generally more complex, Qwest uses an MCO to manage all designed service trouble tickets, including trouble tickets for UNEs. If the CLEC is not available at the time of closure, the MCO technician will wait up to 24 hours after attempting to contact the customer to coordinate closure. The MCO technician will leave voice mails if he is unable to contact the customer and the trouble ticket is placed in a No Access status while Qwest awaits the customer's response.

126. **Cut-Overs** Qwest stated that it captures a random sample of unbundled loop provisioning and the associated test for Dial Tone on a weekly basis. When a cut to an unbundled loop is scheduled, the Coordinator/Implementer ("C/I") checks the OSSLOG to see if there is Dial Tone. If there is no Dial Tone, the C/I calls the CLEC to notify them of no Dial Tone. Coordinator/Implementers are checked weekly for compliance. Coaches perform compliance reviews on a monthly basis. CMP CR PC061002-1 provides further clarification to the process followed if the CLEC is not ready within 30 minutes. This was discussed at the September CMP and implementation was targeted for the end of October. The change from telephone to e-mail no dial tone notices requested in CR PC061002-1, became effective September 25, 2002 and was noticed to the CLEC community on September 5, 2002.

127. **Switched Access** Qwest stated that since it did not have access to the internal audit information that Eschelon relied upon, it could not respond specifically to what Eschelon claims is missing. Qwest also relied upon the evidence from its OSS Tests which it stated demonstrated that Qwest provides complete, accurate and timely wholesale bills and usage records to CLECs. In implementing several important fixes during the OSS test, Qwest stated that these changes ensured that even the most rate types of calls would be included on the DUF. The conclusion of both Test Administrators was that Qwest provided the CLECs with an accurate and complete DUF.

128. **McLeod Billing Accuracy Issues** Qwest finally addressed the issues raised by McLeod. The witness stated that he believed they had a reasonable process in which Qwest would develop the figures each month and ship them to McLeod for approval. He explained the five month true-up delay in terms of individuals' extensive schedules, and the difficulty in obtaining approval for one month (May). McLeod's witness concurred that they had a process which was intended to provide data within two weeks after month end. However, she stated that the process was never followed, and that she frequently had to contact Qwest to get true-up numbers. She did agree that she had received numbers following each of the months of February through June and did approve those in a timely manner after receiving the true-ups. She stated that her understanding that the reason June was paid out quickly was that Qwest had been trying to find somebody to understand why the payments were being held up and to find somebody to sign off on the earlier months. They did that just prior to receiving the June numbers and were able to include the June payment with the payments for the other months.

129. Qwest responded that they could certainly go forward following the process but did not know previously that it was an issue with McLeod, until it was brought up a couple of weeks ago. McLeod also stated that there had been a prior period (October 2000 through April 2001) where payments had been held up. At this point the Facilitator asked if there are problems other than late payments. A McLeod witness stated that it has been a late payment problem. He also stated that McLeod understood from the beginning that this would be an interim process, and that at some point Qwest would introduce a mechanized billing system which would provide accurate bills and eliminate the need for a monthly true-up. Qwest stated that the reason for the true-up is that its billing systems are not set up to bill UNE-E and UNE-M mechanically. However Qwest's witness stated that Qwest is working now with Eschelon on options for mechanizing the UNE-E billing process. Following concurrence with Eschelon, Qwest has plans to meet with McLeod to start discussions concerning their plans for UNE-M, and then to set a schedule for working on mechanization for McLeod.

V. OSS Related Impasse Issues and Staff Resolution

130. The following paragraphs discuss OSS related Impasse Issues and provide Staff's proposed resolutions for each.

1. **SERVICE AFFECTING PERFORMANCE AND REPORTING:** *See Ex. E-A; see also Ex. E-1, pp. 1-2; see, e.g., Tr. Vol. I, pp. 36-42, 62, 73-74, 76, 88, 94-98, 101-02, 122-23, 130-32, 137-43, 146-49, 153-67.*

131. Eschelon raised twelve sub-issues of service affecting performance and reporting, all of which are covered herein. The first four issues are as follows:

- a. Are customer affecting problems occurring for Off-Net orders at an unacceptable level?
- b. Are those customer affecting problems adequately addressed by Qwest's performance measures and proposed measures and related performance assurance plans?
- c. Are there service affecting errors and omissions (separate from service order errors) that are not being captured by the PIDs?
- d. Should Qwest use and escalate from the repair interval (rather than the longer service order interval) when a service order accuracy error occurs?

A. Parties Positions

132. In the workshop, Eschelon spent considerable time discussing this issue. Eschelon pointed out that they did not believe that Qwest was reporting accurately the service being provided to them. Specifically, Eschelon expressed concern about the accuracy of PID (Qwest Service Performance Indicator Definition) OP-5 (New Service Installation Quality). Eschelon presented to the workshop its internal report card of service provided by Qwest based on its own internal information. The results presented indicated that Eschelon's internally calculated results for OP-5 were significantly different from those reported by Qwest.

133. Qwest responded to each of these issues in the Eschelon Issues-Cites to Qwest Responses Matrix sent on August 8, 2002. Qwest has provided cites to the transcript for where Qwest responded to each issue during the Supplemental Final Workshop. Qwest responded to these issues during the July 30-July 31 Workshop, stating that:

“Over the last two years, Qwest’s performance has been scrutinized beyond that experienced by any other BOC. Liberty Consulting and CGE&Y audited Qwest’s performance tracking and reporting processes and found them reliable, and Liberty and KPMG validated Qwest’s performance results in data reconciliation. Qwest’s overall commercial performance supports their conclusions; Qwest’s performance meets the standards set by the PIDs. Mike Williams discussed the Qwest’s overall performance during the Arizona Supplemental Final Workshop.” (See Arizona Supplemental Final Workshop Transcript Volume II, pages 380-406, and specifically OP-5 see Arizona Supplemental Final Workshop Transcript Volume I, pages 47-54, 62-64 and Volume II, pages 393-398 and OP-13 see Arizona Supplemental Final Workshop Transcript Volume II, pages 386-393.)

Chris Viveros and Toni Dubuque also discussed Manual Order Processing, Service Order Accuracy and Installation Quality Measures during the Arizona Supplemental Final Workshop.” (See Arizona Supplemental Final Workshop Transcript Volume I, pages 73-79, 85-86, 90-95 and 130-139. See also exhibit: Qwest-1 - HIGHLY CONFIDENTIAL Qwest Performance Results, Eschelon, July 2001-June 2002).

B. Staff Discussion and Recommendation

134. Staff is concerned about the problems pointed out by Eschelon. Eschelon is almost unique in its business plan and the services it provides. Eschelon provides a high percentage of Centrex type services and other more complex services to its customers. It utilizes Qwest UNE-Star (UNE-E) product that is unique to it and McLeod. Because of these more complex services, many of Eschelon LSR’s are manually handled and are more complex than the services tested in the OSS test.

135. Because of this concern, Staff requested that CGE&Y conduct a reconciliation of reported data between Eschelon data and Qwest data for the Measurement of Installation quality (OP-5). The CGE&Y report on the OP-5 data reconciliation was submitted on October 24, 2002. Parties filed comments on the CGE&Y report on November 11, 2002.

136. The major findings from the Executive Summary are as follows:

“CGE&Y identified several issues during the comparison of the Eschelon provided data and the Qwest provided adhoc data that indicated Qwest is not calculating OP-5 in strict accordance with the PID 7.0, and moreover, the OP-5 calculation as defined in the PID is not completely representative of all troubles CLECs experience in relation to a new installation. (See Sections 2-4)

CGE&Y found that Qwest is failing to include certain eligible repeat reports, troubles reported before LMOS has been updated with the new service order information, and troubles on lines within 30 days of an inward installation but after a subsequent invalid order type in OP-5. CGE&Y also found that Qwest inappropriately includes troubles that are not

within 30 days of an inward installation because LMOS cannot differentiate between orders with or without an inward activity.

In addition, the data reconciliation uncovered inherent differences between the information captured by a CLEC and the performance data captured by Qwest that prevents the CLEC from recalculating the OP-5 PID from its own data. Specifically, trouble situations experienced by a CLEC relating to a new installation are not captured as trouble tickets readily available for inclusion into Qwest's OP-5 calculation. (See Sections 3 & 4) These situations included outages on the day of installation and incorrectly typed service orders resulting in the provision of services not per the LSR.

In addition, CGE&Y found cases of disposition discrepancies between Eschelon's data and the Qwest adhoc data. Specifically, CGE&Y identified cases where troubles appeared to be coded to the responsibility of the wrong party. CGE&Y also found troubles classified as the incorrect carrier as a result of the trouble being reported before LMOS was updated.

CGE&Y's analysis of the trouble ticket information provided by Eschelon and the Qwest adhoc data indicates that result obtained from Qwest's published performance reports for the period May 1 – June 30, 2002 of 92.17% does not reflect the true service quality per PID 7.0. In fact, CGE&Y determined the true PID 7.0 result for Eschelon for this time period was between 87.37% and 88.26%, depending on whether CGE&Y's disposition determinations are used or not. CGE&Y's results are not as low as what was reported by Eschelon for April 2002, 40.7%. CGE&Y finds that this is likely due to Eschelon not being aware of the disposition of troubles in the MTAS data and whether the lines on which the troubles occurred experienced an inward installation activity.

CGE&Y's recommended OP-5A, which counts only the first Qwest-responsible installation-related trouble and adjusted disputed dispositions indicated a 91.64% installation service quality. When the measure is expanded to include service disruptions on the day of installation and order-writing inaccuracies, service installation quality would be reduced to an estimated 87.19%, CGE&Y's proposed OP-5D. Qwest's retail results for the combined period May and June are 85.34% and adjusted to 86.84% when only service orders with inward activity are considered, as per the PID."

137. CGE&Y made the following recommendations to remedy the deficiencies discovered during the data reconciliation:

- a. Of the 83 troubles coded as OP-5 eligible by either Qwest or CGE&Y, Qwest coded 61% (51) incorrectly. CGE&Y recommends that Qwest implement a process to correct the tickets coded in error prior to the release of their regulatory reports.
- b. The inclusion of repeat repair reports in OP-5, does not represent subsequent installation errors, but instead reflects Qwest's failure to clear the trouble the first time. Repeat repair reports are indicative of the quality of Qwest's maintenance and repair services, and are already reflected in the MR-7 measure, "Repair Repeat Report Rate". CGE&Y recommends that Repeat Reports Should be Excluded From OP-5.

- c. Disaggregation of the current OP-5 measure to include the following installation related errors: OP-5A the current PID version of OP-5-(absent repeat reports); OP-5B – service disruptions – day of installation; OP-5C – service order accuracy; and OP-5D – overall installation quality. CGE&Y recommends that OP-5D measure the total percentage of new installations without a trouble or customer affecting condition experienced within the first 30 days of installation (an aggregation of OP-5A, B, C, and D).
- d. According to Qwest, it is implementing a fix to correct various LMOS restrictions that are preventing the correct assigning of the installation indicator. CGE&Y recommends that this fix be implemented immediately and audited for accuracy.
- e. CGE&Y recommends that Qwest identify and tracks error conditions as the result of LMOS limitations and incorporate them to the OP-5 measure prior to the release of the regulatory reports.
- f. Qwest should not consider tickets as excluded from MTAS when assigning the installation indicator to later tickets on the same line. In addition, in cases where these troubles are excluded because they were referred to another department, CGE&Y recommended that such cases be considered by the TAG for inclusion in service installation quality calculations.

138. Staff notes here that, referred to in para. 46, calculation of 87.19% does not take into account Repeat Reports which the PID does not exclude. CGE&Y, in its conclusion section, calculated the effect of Repeat Reports:

“If installation-related troubles which are not the first Qwest-caused trouble are also included (as per PID 7.0), this result would drop to 82.82%. There is no analogous result for retail performance, therefore, no determination of parity is possible.”

139. The bottom line of CGE&Y’s Report is that there are many errors and omissions in Qwest reported OP-5 results as well as disagreements on what should be included per the PID definition. Because of systems limitations, it is not possible to go back and recalculate results. Therefore, Staff believes the best approach at this point is to focus on correcting the problems and clearing up the disagreements.

140. Many of the discrepancies (approximately 70%) are occurring because of legacy system limitations. In Qwest’s comments on the CGE&Y report, Qwest advised as follows:

“Since OP-5 was first developed, advancements in capabilities have made improvements possible for OP-5. Qwest is in the final steps of further improvements to its OP-5 measurement by enabling the PID’s reporting process to eliminate the effects of upstream limitations in systems. With the November 2002 results (reported in December 2002), Qwest will implement a new capability to refine the identification of OP-5-qualified trouble reports and link them with specific new installation orders...”

141. Staff agrees that as it understands the system changes that Qwest is planning, that on a going forward basis that the system created discrepancies found by CGE&Y should be corrected. Staff requests that Qwest present further evidence and demonstrate that the discrepancies identified

by CGE&Y will be corrected with this implementation. This evidence should include a comparison with the old method of calculating OP-5.

142. However, for the remaining approximately 30% of the discrepancies, there is considerable disagreement between Qwest and the parties on the OP-5 exclusion definitions. This is clear in the Qwest conclusion section of their comments on CGE&Y's report as follows:

"The questions raised by CGE&Y are explained by a very few LMOS limitations that have existed since before the development of the PIDs or by misunderstandings and overreaching on CGE&Y's part. While there are misunderstandings as to specifics of what OP-5 was intended to cover, it is clearer than ever what OP-5 does and does not capture. Regardless of whether that represents what was originally intended, CGE&Y's report confirms that OP-5 currently represents *installation* quality, not ordering quality. Outside of that, almost all of what OP-5 does not capture, in terms of service order accuracy issues, are covered by Qwest's PO-20 and Service Order Accuracy – Call Center results, and will continue to be so until the parties in the LTPA collaborative agree upon other ways to do it. Qwest has constantly committed that it will measure these issues and work with the parties in LTPA in a good faith effort to achieve agreement on how to refine the approach."

143. Staff disagrees with Qwest on these issues. The OP-5 PID clearly measures ordering as well as installation quality as indicated by the purpose statement for OP-5 (AZ 271 Working PID Version 7.0, November 16, 2001) as follows from the OP-5 definition:

"Purpose: Evaluates quality of ordering and installation of services, focusing on the percentage of average monthly new order installations that were free of trouble reports for thirty calendar days following installation including the percentage of new service installations that experienced a trouble report on the installation date after the order is reported as work complete by the technician."

144. Staff also believes that the OP-5 clearly states that its purpose is to measure trouble reports. The PID defines trouble reports as:

"Customer Trouble Reports – A report that the carrier providing the underlying service opens when notified that a customer has a problem with their service. Once resolved, the disposition of the trouble is changed to closed."

145. From this, Staff concludes that OP-5 includes all customer trouble reports from the customer resulting from either being out of service or not receiving service and equipment that was ordered from the CLEC.

146. Qwest disagreement comes from dividing troubles caused by the service order process from those resulting from the installation process. For trouble reports received within 72 hours of installation, Qwest has established a process that the CLECs are requested to call the CLEC Call Center as their first course of action. If Qwest determines the trouble is caused by a service order problem (a mismatch between the LSR (Local Service Request) issued by the CLEC and the Service Order issued by Qwest) it corrects the problem by issuing a correcting service order but excludes the CLEC report from OP-5. CGE&Y recommended this problem be captured as OP-5C.

147. Staff believes the current OP-5 description is clear on this issue. The customer filed a trouble report with the CLEC claiming that a service or feature ordered had not been provided. These Customer Trouble Reports to Qwest should be counted in OP-5. The customer is not concerned that the problem was a service order problem. The customer did not get what was ordered and is calling to get it corrected. Some of these types of troubles can seriously affect service, depending on what feature was not provided.

148. The second disagreement relates to conversions from retail to CLEC service that result in Out of Service conditions on the day of the cut (usually due to disassociation of a disconnect and an inward order). Qwest claims that even though they put the end user customer out of service, the customer trouble report should be excluded because the trouble report was received before the connect order has been completed. Qwest cites a customer trouble report exclusion for service order work prior to completion of the order. This issue is more serious than the above issue. In this case the customer has been disconnected from Qwest retail service, not been reestablished as a CLEC customer and is left without working service. It was noted by CGE&Y that some of these cases were of several hours duration.

149. Staff again believes the current PID OP-5 description provides for this to be counted as a customer trouble report and included. The exclusion Qwest cites applies to dispatched technicians establishing new service. It does not apply to conversions of existing service to a UNE-P product. This is a very serious out of service condition that should be corrected. Staff further addresses this issue in Impasse Issue 6 and recommends a new process to prevent lengthy out of service conditions. CGE&Y recommended that these reports be included as OP-5B.

150. Staff concludes that OP-5, after planned implementation of Qwest systems changes along with the inclusion of trouble reports for LSR/SO mismatches and trouble report for outages on the date of installation, is a good measurement of New Service Installation Quality. This resolution should provide an adequate measurement so that Eschelon's concerns can be dealt with satisfactorily. In addition, by treating these errors as trouble reports, they should carry the repair interval for resolution. This should satisfy Eschelon's correction interval concern. The revised OP-5 measurement and its effectiveness will be reviewed in the first six-month PAP review.

e. Are proposed PID PO-20 and the augment to PID OP-5 adequate to capture the issues Eschelon has raised?

A. Parties Positions

151. Qwest believes that Manual Service Order Accuracy (PO-20) and what is referred to above as "the augment to OP-5", which Qwest is reporting on the page following PO-20 results in its monthly reports (beginning with July 2002 results) do capture the issues Eschelon has raised. The aspects of order accuracy that PO-20 and OP-5 do not cover is whether all the services/features ordered on the LSR were correctly transferred to the Qwest service order. This is precisely what the additional data following PO-20 in Qwest's reports provides. By capturing calls from CLECs to Qwest's ISC reporting discrepancies with what was ordered versus what was installed, this additional data covers the remaining Eschelon issues on the subject of order accuracy.

B. Staff Discussion and Recommendation

152. Staff believes that the current proposal that Qwest has made for PO-20 does not capture Eschelon's issues. Eschelon's issues are that service order accuracy should include errors in the services/features ordered on the LSR that are not correctly transferred to the Qwest service order. The proposed PO-20 does not provide for capturing these errors. Although Qwest proposed PO-20 is similar to the Service Order Accuracy measurement that other RBOCs are utilizing in using a sampling technique, it does not measure the accuracy of the service/features section of the service order as compared to the LSR. The service/feature section is the one that affects the service provided by the CLEC and is what Eschelon is concerned about.

153. Staff requests that PO-20 be modified to include measurement of whether all the services/features ordered on the LSR were correctly transferred to the Qwest service order. In addition, Staff requests that calls to the service center because of a service order errors also be reported in PO-20 (calls resulting from customer trouble reports should be disaggregated from calls for errors identified by the CLEC through its own actions). This does not change Staffs belief, as discussed above, that trouble reports from end user customers because of Qwest errors in writing the services/features portion of the service order should be included in OP-5 as customer trouble reports. These changes to both PO-20 and OP-5 should adequately capture Eschelon's concerns. This proposal should be submitted to the Arizona TAG for CLEC input and final resolution by February 27, 2003. Qwest should be required to finalize its proposal by March 14, 2003. The revised OP-5 and PO-20 measurement and its effectiveness will be reviewed in the first six-month PAP review.

154. In summary with respect to OP-5 and PO-20, Staff recommends the following:

- a. That Qwest be required to verify through a filing with the Commission within 90 days from the effective date of the Commission's Order approving this Report that its new calculation process corrects the high incidence of coding problems uncovered in the CGE&Y Report.
- b. Staff recommends that Repeat Reports continue to be included in OP-5, since the parties and Qwest agreed to inclusion at the time of PID development.
- c. Staff recommends OP-5 measure the total percentage of new installations without a trouble or customer affecting condition experienced with the first 30 days of installation.

In cases where troubles are excluded because they were referred to another department, Staff recommends that such cases be considered by the TAG and/or Long-Term PID Administration for inclusion in service installation quality calculations.

- d. Staff recommends that PO-20 be modified as set forth above in paragraph 153.

f. Should OP-3 (Installation Commitments Met) be evaluated to determine whether it should reflect (unless adequately reflected elsewhere) that, when there is a service order error, Qwest did not meet its commitment to *provision the order as written* by the due date?

A. Parties Position

155. Qwest stated that the specific concerns raised recently by Eschelon in relation to OP-3 and OP-5 were addressed in the collaborative. Eschelon has advanced nothing new that was not already considered and addressed by the test.

156. Qwest also stated that the parties decided to continue to address timeliness and accuracy of service provisioning in separate measurements, as has been commonly done throughout the industry for many years. This approach avoids problems created by attempting to address multiple dimensions of provisioning in one measurement, reducing the likelihood, for example, that one variable could mask the effects of another. Accordingly, the collaborative determined to measure provisioning *timeliness* with the commitments met and installation intervals measurements (i.e., OP-3 and OP-4) and to measure provisioning *accuracy* with the new service installation quality measurement (i.e., OP-5).

157. The collaborative recognized that, in the context of the complex and dynamic environment of providing telecommunications services, it was not advisable to attempt to measure every possible dimension of service provisioning. Indeed, it would be impossible to measure every conceivable aspect of service. Instead, the parties explicitly followed a policy of measuring the most important dimensions of service. The parties considered not only a variety of proposals from the parties, including those of the Local Competition Users Group (LCUG) (a national organization of five CLECs), but also measurements used by other ILECs, with increasing emphasis on those achieving approval of their 271 applications. The parties understood – and designed into the master test plan – that aspects of service not measured by the PIDs would be addressed by the test, in its numerous scenarios and transaction types.

158. By using the production environment almost totally, the test would yield an accurate representation of Qwest's performance in the product and functional areas specified as important by the parties. In those areas, all aspects of pre-ordering, ordering, provisioning, repairing, and billing services, among other aspects, would be captured by the pseudo-CLEC and test administrator who were charged with issuing test exceptions ("IWOs" or incident work orders) whenever they encountered situations that might indicate a problem in providing CLECs nondiscriminatory access to OSS and a meaningful opportunity to compete. Thus, any aspects of service not captured by the PIDs that affect products and functionalities selected by the parties for testing would, indeed, be captured by the test.

159. Service order accuracy was one of the dimensions of service quality not directly addressed by the PIDs that would be evaluated by the test. Accordingly, during the test, if there appeared to be discrepancies between, for example, what was ordered by the pseudo-CLEC and what was provisioned by Qwest, an IWO was issued. The concept was that, where problems were found that were not addressed by PIDs, further discussion could be held as to the best way to address the matter. One option was to suggest additional PIDs. However, for service order accuracy, the test

demonstrated that Qwest was able to successfully and accurately handle LSRs notwithstanding, Qwest has recently offered to report results under PO-20 to address specific questions (not test failures) raised in the ROC 271 OSS test related to order accuracy – specifically, order fields affecting service intervals and commitments met. When parties commented on the dimension of accuracy not being measured by PIDs, Qwest provided yet additional data based on CLEC calls to call centers about order accuracy problems to demonstrate whether there was any issue with which to be concerned. The data proved that Qwest's ordering accuracy is excellent, whether looking across all orders (mechanical and manual, at better than 98-99 percent) or across only manual orders (generally better than 95%).

160. In sum, Qwest measures its provisioning timeliness and accuracy using PIDs defined by the collaborative, which evaluate timeliness and accuracy in separate measurements. With respect to ordering accuracy, although the test identified no material problems, Qwest has volunteered PO-20 to focus on questions the ROC test raised, showing that Qwest's accuracy levels are reasonable. Qwest is also providing additional data that shows remaining accuracy aspects not captured by PO-20 or OP-5 are showing excellent performance. Going forward, the focus must continue to be on those measurements that address the most important areas of service quality that are presently of concern to the parties. Measurements consistently showing satisfactory performance will be candidates for removal, while other measurements will be developed, if needed, to address any new issues that may arise. Given that, for over five years, the parties have worked collaboratively to reach this point, and that the parties are totally in agreement that such collaboration will continue, we are all assured that, as issues come and go, there will be appropriate mechanisms to address them and, when not needed further, to give way to other measurements.

A. Staff Discussion and Recommendation

161. Staff agrees with Qwest that OP-3 (Installation Commitment Met) is not the place to measure trouble reports due to service order errors by Qwest. Staff believes that this issue is resolved with Staff's resolution of OP-5 above.

g. Are the Qwest PIDs adequately capturing troubles that are reported through Qwest's documented processes when those processes, allow action other than opening a trouble ticket with the repair desk?

A. Parties Comments

162. Qwest advises that Qwest's PIDs do appropriately capture troubles that are reported through Qwest's documented process when those processes allow action other than opening a trouble ticket with the repair desk. The issue is one of performance, not one of semantics, and the performance of interest, in this instance involving "capturing troubles" is how well Qwest responds to CLEC reports of problems, when submitted through the proper channels, regardless of whether the action involves opening a "trouble ticket" with the "repair desk."

163. According to Qwest, the parties in the Arizona and ROC collaboratives extensively discussed these issues and decided how they wanted the PIDs to address such performance. Where a service is not functioning properly, after having been initially installed properly, the parties designated PIDs MR-3 through MR-9 to capture timeliness and accuracy of repairs, according to whether they were non-designed or designed services. These types of troubles involve calls to the

repair center and not to the ISCs, because the services involved are not in the provisioning "window" (i.e., within 72 hours following installation), and thus are those that were working properly for some time before the trouble occurred. Therefore, the performance dimension to be captured by these measurements is the repair work done on such services when they "break" or stop working properly, either partially or completely.

164. With respect to situations involving newly-installed services, the parties revised the OP-5 definition, early on, to include both those troubles occurring in the 72-hour provisioning window mentioned earlier (reported to the ISC) and those beyond that up to 30 days following actual completion of installation work (reported to the repair center). This includes troubles reported on the same day as the installation, immediately after the technician reports the work as being complete to Qwest's systems (i.e., from the moment our systems "know" the installation is "in service").

165. Also, for LNP-related disconnects, OP-17 and MR-11 capture troubles reported both through the ISC and through the repair centers, for the performance aspects those PIDs are supposed to measure (i.e., related to "timely" and "untimely" CLEC requests for due date changes).

166. Accordingly, all types of troubles reported to Qwest in accordance with current published processes are captured appropriately by the PIDs designed to address them; and all such troubles have PIDs designed to address them in the appropriate fashion set forth by the parties in the 271 collaboratives.

B. Staff Discussion and Recommendation

167. Staff disagrees with Qwest on this point. Qwest does not include trouble reports that are caused by Qwest service order errors in OP-5. That is, if a customer reports that they either did not receive a service or have other service problems that are due to the way Qwest wrote the service order, this is not included in OP-5. Further, Qwest utilizes a 72 hour process following installation to resolve these problems. However, these trouble reports are considered service order related and are being captured by Qwest in supplemental reporting. They are not included in OP-5 as trouble reports. Staff believes, as described above, they should be counted as trouble reports in OP-5 and has recommended that Qwest include them.

h. Should the form and content of any long-term PID administration plan be developed, so that a forum is available when needed, before 271 approval is recommended?

A. Parties Positions

168. There is no legal requirement or justification for withholding section 271 approval until the long term PID administration forum has been established. There is also no need for such a delay. The ACC has approved the QPAP on July 26, 2002, per Order No. 64888 dated June 5, 2002, which includes provisions for a six month review at which issues can be addressed. Moreover, the ACC has expressed an interest in joining the long term PID administration. forum currently being discussed by the other 13 states in Qwest's local service region. Eschelon has provided no legal or practical reason for the ACC to delay its Section 271 recommendation for approval.

B. Staff Discussion and Recommendation

170. Staff does not agree with Eschelon that this issue needs to be resolved, or that there is a requirement for this to be resolved, prior to Section 271 approval.

i. Should Qwest's reporting of UNE-E/UNE-M/UNE-Star lines be separated from its reporting of UNE-P to reflect differences in ordering, provisioning, and billing?

A. Parties Positions

171. Qwest addressed this issue in its initial five-state application with the FCC, stating that it properly categorized Eschelon's UNE-Star lines as UNE-P. Eschelon asserts that Qwest stated that:

"Qwest is already reporting Eschelon's UNE-E/UNE-Star lines as UNE-P lines" in Qwest's performance results. Eschelon Comments at 28. They further contend that Qwest failed to provide the requisite notice for this change, which occurred "in approximately November of 2001."⁵

172. Qwest asserts that:

"UNE-Star" is an informal name given to various forms of UNE-P combinations offered to CLECs. The product title, "UNE-Star," does not appear in the PIDs or product catalogs. UNE-Star refers to services offered on a UNE-combination or UNE- platform basis that include business POTS-type, Centrex-type, and Centrex 21-type services.⁶

Performance measurement reporting changes are not within scope of CMP and are not governed by CMP guidelines requiring advance notification. Nonetheless, Qwest documents changes in performance results reports in a monthly "Summary of Notes" published shortly after each month's performance results are posted on Qwest's external website. (See www.qwest.com/wholesale/results/roc.html.) Qwest notified CLECs of the change in results reporting from business lines to UNE-P in the Summary of Notes published with October 2001 results. Williams Reply Decl. ¶¶ 76-78.⁷

B. Staff Discussion and Recommendation

173. Staff was not aware of the change that Qwest made in including UNE-E and UNE-M (UNE-Star) in the UNE-P disaggregation reporting. However, after reviewing, Staff does not agree that this needs to be changed at this time. This is a unique product to Eschelon and McLeod and it is understood that it probably will be for the most part replaced by UNE-P. Although it has similarities

⁵ Reply Declaration of Michael G. Williams at ¶ 74.

⁶ Reply Declaration of Michael G. Williams at ¶ 75.

⁷ Qwest ROC I Reply Comments at page 28 ¶ 1-3.

to resale also, it is enough like UNE-P that Staff does not believe a change is warranted. Staff does not agree it should be disaggregated and reported separately.

j. Should the Commission recommend 271 approval for Qwest before the end-user customer's experience improves and that improvement is documented and verified?

A. Parties Positions

174. Qwest states that it has demonstrated through this three-year process that it provides excellent service to CLECs. Qwest consistently meets the benchmarks and parity standards set for the PIDs. In addition, the ACC's OSS test was specifically designed to examine a CLEC's ability to provide service to its end-user customers through a variety of test methodologies. Portions of the test directly examined the end-user customer's experience. The results of that test confirmed that CLECs are able to provide local service to their end-users in Qwest's region at a level that meets or exceeds the section 271 requirements. Given that Qwest has met the section 271 requirements, there is no justification to require Qwest to exceed them. Eschelon's baseless request should be rejected.

B. Staff Discussion and Recommendation

175. Staff disagrees with this Eschelon proposal. The OSS test found that Qwest has met its obligations to open up its network. The current Qwest measurements indicate that Qwest is providing parity service to the CLECs.

k. When service order errors occur but are corrected by CLECs (such as through the use of PSOs), should the errors be counted as a miss or otherwise accounted for in the PIDs and PAP?

A. Parties Positions

176. Qwest did not offer comments on this impasse issue.

B. Staff Comments

177. Staff has recommended that Qwest submit a proposal for PO-20 to the Arizona TAG that will include these errors.

l. Should measures to address these issues be developed and revised and incorporated into the PAP before 271 approval is recommended (before long term PID administration)

A. Parties Positions

178. Qwest did not offer comments on this impasse issue.

B. Staff Discussion and Recommendation

179. Staff notes that OP-5 is already contained in the PAP plan for Arizona. When OP-5 is corrected to resolve the issues discussed above, this impasse issue will be resolved.

2. TIME-CONSUMING AND CUMBERSOME ORDERING PROCESS: See Ex. E-D, pp. 13-15; *see also* Ex. E-1, p. 5 & Ex. E-3; Tr. Vol. I, pp. 185-86 & pp. 197-200; Vol. II, p. 535, lines 14-18.

180. Eschelon raised two sub-issues concerning time consuming and cumbersome ordering processes:

a. Should Qwest have to successfully add the capability to convert customers as specified without having to list and map changes, adds or removes (migration as specified) before obtaining 271 approval?

b. Should Qwest have to successfully add migrate by telephone number capability before obtaining 271 approval?

A. Parties Positions

181. Eschelon pointed out in the July 30-31 workshop that they had brought up this issue with UNE-P in the September 2000 workshop. However, at this time Qwest had not addressed the problem. Eschelon also advised that Z-Tel and WorldCom had brought this issue to CMP in Change Request (CR) number SCR060702-1 dated 6/18/02.

182. Qwest advised that the CLECs had only recently officially requested through CMP CR that these capabilities be changed. The CR has followed the stated CMP process and was prioritized for the IMA 12.0 release. Moreover, once Qwest determined that it could implement a portion of one of these requests without system changes, it followed the CMP notification process and eliminated the requirement to specify unwanted features on UNE-P conversion requests. That change was effective August 16, 2002.

A. Staff Discussion and Recommendation

183. Staff believes that this Impasse issue has been satisfactorily resolved through the CMP process. The changes that Eschelon is requesting have been committed to in IMA 12.0 release which is scheduled for April 2003.

184. Staff further does not agree with Eschelon that these changes should be implemented prior to 271 approval. The changes were not formally requested until June 2002. Since the change request has been scheduled, this action by Qwest is sufficient and the issue is satisfactorily resolved. Qwest should file in this Docket verification that IMA 12.0 implemented this change request.

3. CUTOVERS: See Ex. E-1, p. 7; E-5 to E-8 (Measure E2); E-D, pp. 67-72.

Eschelon Issue: Should Qwest be required to show that it is providing timely cutovers and complying with its own documented cutover procedures?

A. Parties Positions

185. Eschelon advised that since Eschelon expressed concerns in the Workshop, that Qwest's conduct has changed and may create a renewal of problems, see Ex. E-1, p. 7, and additional cutover problems have occurrence. See Ex. E-D, pp. 67-72. The Commission should require that Qwest show documented compliance with its 48-hour dial tone test policy; Qwest provide evidence that it is providing timely notice to the CLEC of the results of the dial tone test; and that Qwest is properly interpreting the SGAT language allowing Qwest to reschedule the installation by supplementing the order if CLEC is not ready within 30 minutes of the scheduled appointment time (see, e.g., SGAT Section 9.2.2.9.4) so that it does not apply in situations in which the CLEC is ready but for Qwest's failure to inform CLEC of no dial tone. See Ex. E-D, pp. 67-72. (As indicated in footnote 60 to Ex. E-D, p. 70, through CMP, Allegiance Telecom requested the ability to receive "no dial-tone" notices by email [rather than by telephone] [Change Request #PC050302-1]. Because-mails indicate the time at which they were sent, a review of such e-mails should show whether the notices are being sent on a timely basis.)

186. Qwest response describes the 48 hour dial tone rule as follows. When the Central Office Technician (COT) checks a circuit for Dial Tone, the result is entered into WFA/DI. The OSSLOG notes section of WFA/DI denotes whether the loop has Dial Tone or not. When a cut to an unbundled loop is scheduled, the Coordinator/Implementor (C/I) checks the OSSLOG to see if there is Dial Tone. If there is no Dial Tone, the C/I calls the CLEC to notify them of no Dial Tone.

187. Qwest captures a random sample of unbundled loop provisioning and the associated test for Dial Tone on a weekly basis. Coordinator/Implementers (C/I) are checked weekly for compliance. Coaches perform compliance reviews on a monthly basis.

188. CMP CR PC061002-1 (draft) provides further clarification to the process followed if the CLEC is not ready within 30 minutes. This was discussed at the September CMP meeting and Qwest is moving forward with the process to obtain CLEC approval. Implementation is targeted for the end of October.

189. The change from telephone to email no dial tone notices requested in CR PC061002-1, became effective September 25, 2002 and was noticed to the CLEC community on September 5, 2002.

B. Staff Discussion and Recommendation

190. Staff believes that this issue has been handled by CMP and therefore is resolved.

4. UNANNOUNCED CLEC AFFECTING SYSTEMS CHANGES: See Ex. E-9, pp. 4-5; E-D, pp. 20-26.

Eschelon Issue: Should Qwest have to show that it is adequately notifying CLECs of changes to systems, including changes to Qwest's back end systems, when those changes may impact CLECs?

A. Parties Position

191. Eschelon advised that despite assurances from Qwest that problems have been corrected, this problem has occurred again since the July workshop. When submitting a change order on a CTX21 account, IMA suddenly began to require a directory listings form in error. Previously, such orders could be completed without completing a directory listings form, and Eschelon received no notice that the process would change. *See Ex. E-D, pp. 25-26.* Despite escalation by Eschelon, the problem remains uncorrected at this time.

192. Qwest responded that this was not the case. That contrary to Eschelon's assertion no change has been made to that process, the directory listing form has been a requirement for UNE Centrex 21 since IMA release 8.01 which deployed November 19, 2001.

B. Staff Discussion and Recommendation

193. Staff agrees that changes to processes should not be made without notification to CLECs. The SGAT provides for how changes to processes, products and systems should be made and how CLECs should be notified. This is covered in SGAT Exhibit G-Change Management Process (CMP).

194. Staff accepts Qwest's response that the example given by Eschelon was not a system change. Therefore, contrary to Eschelon's assertions, in this case there was no change to the process without prior notification to CLECs prior to the July workshop. CGE&Y was asked to follow up and review Qwest actual performance in following the CMP processes. Their report found that Qwest was following procedures on notification to CLECs concerning system changes. (See CGE&Y Report Qwest Change Management Process Redesign Evaluation May 1, 2002 Version 5.0)

4. OSS - LACK OF FLOW THROUGH: *See Ex. E-A.*

Eschelon Issue: Should Qwest be required to show that Centrex 21 orders successfully flow through to UNE-P-POTS after Release 10.1?

A. Parties Positions

195. Qwest claimed that these orders would flow through after 10.1. Since the July workshop, however, Eschelon has observed that these orders do not flow through. Eschelon recently provided approximately 7 examples to its service manager. Qwest's late filed exhibit confirmed that Centrex Plus and Centron do not flow through. Overall, Qwest's flow through eligibility chart and its instructions for manual handling show that Qwest needs to increase the amount of flow through and decrease the amount of manual handling. *See Ex. E-A.*

196. Eschelon asked Qwest to address the process when an order does not flow through the switch, (*see Tr. Vol. I, p. 113, lines 4-19*) but can not find that explanation in Qwest's Late Filed Exhibits. When orders fall out for manual handling, the line side translations should be worked immediately so that the customer is not without dial tone. When an order does not flow through, the disconnect is worked but the new connect inward side is not. Both should be worked in a manner that allows the frame due time to be met. Where is this documented and how is compliance monitored?

197. Qwest's response is that when Conversions require the issuance of Disconnect and New Connect service orders, the orders are written with entries that direct the provisioning systems and personnel to treat the orders as a mated pair. In fact, the MARCH system receives a single "work request" to accomplish the requested changes in the switch. The disconnect portion is worked first so that the installation portion (i.e., the re-establishment of the line under the new class of service and vertical features) can be processed without encountering an error for the telephone number already existing on the switch. The installation portion is then worked. This normally results in an out of service condition measured in seconds.

198. When MARCH encounters a problem with the inward portion of the request, it drops the request to RCMAC for manual assistance. RCMAC monitors this work queue and manages the fallout in due date order. This occurrence will cause an out of service condition for a longer period of time.

199. Qwest is evaluating both process and systems enhancements to minimize the out of service period. However it is important to note that this situation applies to a limited subset of conversion requests since the majority of conversions can be accomplished on a single Change order.

200. Lastly, Eschelon has been advised repeatedly that when a Frame Due Time (FDT) is specified but a Coordinated Hot Cut (CHC) is not requested, Qwest is not committed to a specific time of day cut. Qwest attempts to honor the customer's request but absent coordination, commits to having the conversion worked by the end of the day on the due date.

B. Staff Discussion and Recommendation

201. Staff is concerned about this Disconnect-New Connect order process. The net result is that when there is a problem with the connect order, the CLEC customer is put out of service until the manual assistance responds and handles the connect order. This current process requires too much out of service time and is resulting in customer out of service trouble reports. Staff recommends that for CLEC orders that require both a Disconnect order and a New Connect order that a process be implemented that requires Qwest to monitor on a proactive basis to insure that when the connect order falls out for manual handling that there is an immediate response to restore service. The process should be monitored in the same fashion as a coordinated cut. This new proactive process should prevent extended service disruptions to new CLEC customers.

202. Staff recommends that this new process be implemented within 90 days and that Qwest should advise the Commission upon implementation. Qwest should post this process on its PCAT web site and notify CLECs. The revised process and its effectiveness will be reviewed in the first six-month PAP review.

5. MAINTENANCE AND REPAIR – AUTHORIZATION AND ACCURACY FOR CLOSING TICKETS: See E-9, p. 15; E-D, pp. 45-46.

Eschelon Issue: Should Qwest be required to show a track record of obtaining CLEC authorization before closing tickets and of applying the accurate closing codes?

A. Parties Positions

203. According to Eschelon, as discussed with respect to Issue Number 12, a review of the bills has been made possible recently after more information was obtained from Qwest. That review shows that Qwest is not properly obtaining authorization for and applying accurate codes when closing tickets. *See* Issue 12.

204. Qwest responded to this issue in its initial five-state filing with the FCC.

“In the initial OSS Declaration, Qwest explained why its performance was satisfactory and described recent improvements implemented through additional training and ongoing field coding process audits. An updated audit of Qwest trouble codes (through June 2002) shows continued aggregated performance on average of 95+%.⁸

Eschelon claims that Qwest sometimes closes trouble tickets without contacting Eschelon for authorization or with incorrect cause and disposition codes. Qwest addressed the issue of incorrect cause and disposition codes above. Contrary to Eschelon’s comments, Qwest attempts to notify its customers and follows the same process for its Retail and Wholesale operations when closing a trouble ticket. To the extent Eschelon has not received such notification, Qwest cannot address the particular reasons without further specifics.⁹

The process for customer notification is dependent on the type of service (designed or non-designed). But either way, Qwest attempts to notify the customer. For non-designed trouble tickets (including non-designed resale and UNE-P POTS), the technician that resolves the trouble also closes the ticket. The technician attempts to contact the customer when closing the ticket. If the customer cannot be reached, a voice mail message is left (if possible) and the ticket is closed. Customer notification is dependent on availability at the customer provided call back number. In addition, for trouble tickets opened through the electronic M&R interface (CEMR), notification is automatically sent (either through e-mail or fax) when the ticket is closed.¹⁰

For designed services, which are generally more complex, Qwest uses a MCO to manage all designed service trouble tickets (both Wholesale and Retail), including trouble tickets for unbundled network elements. The MCO technician manages the closure of these trouble tickets, including attempting to contact the customer. If the CLEC is not available at the time of closure, the MCO technician will wait up to 24 hours after attempting to contact the customer to coordinate closure. If there is no answer, the MCO technician will leave voice mails with the contact person noted on the trouble report. The trouble ticket is placed in a “No Access” status while Qwest awaits the customer’s response. The trouble ticket is closed if no response is received from the customer within 24 hours.”¹¹

⁸ Qwest ROC I Reply Declaration at ¶ 158.

⁹ Qwest ROC I Reply Declaration at ¶ 159.

¹⁰ Qwest ROC I Reply Declaration at ¶ 160.

¹¹ Qwest ROC I Reply Declaration at ¶ 161.

B. Staff Discussion and Recommendation

205. The OSS test did not identify a problem with this issue although CGE&Y's Data Reconciliation Report did find problems with disposition coding. Qwest in fact agreed with CGE&Y that of the troubles presented in Table 2.6 of CGE&Y's report, incorrect Disposition Codes were placed on 7 of the 11 trouble reports. CGE&Y recommended that Disposition code accuracy be improved by incorporating trouble history into Qwest's ongoing disposition code audits, as it goes beyond the scope of Disposition Code accuracy by including repair quality in the review. According to Qwest, MR-7 already appropriately measures Qwest's repair quality. CGE&Y also recommended that Qwest use the same process for non-designed tickets as it uses for designed tickets.

206. In Qwest's Reply to CGE&Y's Data Reconciliation Report, Qwest maintained that its disposition code audit process, as well as the focus on Disposition Code accuracy as part of a technician's performance review, creates awareness of the importance of accurately coding troubles with the most accurate information available to the technicians at the time the ticket is closed. If incorrect Disposition Codes are discovered through this audit process, or during the individual technician's performance review process, a review of proper process and procedures occurs. In addition, Qwest is investigating the accuracy and reliability of its current disposition code audit process and application. Results of this investigation will be used to determine if changes need to be made to this process with increased focus on accuracy.

207. Qwest also stated that its procedure for the closure of nondesigned trouble tickets is the same for retail customers as it is for CLECs. The network technician attempts to contact the customer (either the retail customer or the CLEC) when the ticket is closed. If the customer cannot be reached, the technician leaves a message and closes the ticket. It also stated that Eschelon had made a request similar to CGE&Y's recommendation to use the same process for non-designed tickets as it uses for designed tickets in the CMP. However, after fully analyzing Eschelon's request, Qwest concluded that changing the process as requested simply was not feasible, and Qwest denied the CMP request.

208. Due to the shear volume of non-designed trouble requests, Qwest also claims that it is not practical to use the same process that Qwest uses to close designed trouble tickets. Qwest has investigated other methods of addressing Disposition Code accuracy, and has found that the potential solutions cause further network disruptions. Qwest also states that CGE&Y's proposal could significantly impact network efficiency as well as falsely inflating the time that it takes to close a repair. Qwest's current process currently states that the customer is notified at closure as to what is discovered, and that the ticket is to be closed. The difficulty with an affirmative response is availability of the customer. Many tickets are closed with voicemail notification to the CLEC. In addition, the CLEC may not have dialog with the end user before closing a ticket. This is an additional piece of information that would help the technician in accurate coding. However, Qwest does not speak directly to the end user customer of a CLEC. Additional steps could negatively impact all customers. In addition, adopting CGE&Y's proposal would necessitate lengthening maintenance intervals for both CLECs and retail customers – a result that, according to Qwest, is clearly not in the public interest. Qwest also claims that its process is the same process followed by other BOCs.

209. Because there has been no practical solution proposed to-date, but Qwest has agreed to further examine this issue and ways to improve its current processes, Staff recommends that the Commission request that Qwest provide through a filing in this Docket the findings of its review and its plans to improve Disposition Code Reporting. This filing should be prior to the six month PAP review. Imposing a less than practical solution as an interim measure is not warranted in light of the weekly audit results reported by Qwest which reflect a greater than 95% accuracy rate.

6. **BILLING ACCURACY**: *See* Ex. 17; Tr. Vol. I, pp. 223-28; Vol. II, pp. 340-45; Ex. E-9 pp. 22-24; Ex. E-D, pp. 51-59; *see also* Ex. 9, pp. 18-19.

210. Eschelon raised five sub-issues regarding Billing Accuracy, as follows:

- a. Does the current billing accuracy measure accurately reflect Eschelon's experience?
- b. Should the billing measure be revised and expanded?
- c. Should Qwest be required to correct the inaccuracies in Eschelon's bills?
- d. Must Qwest provide adequate notice, including detail to substantiate the changes and time for objection if Eschelon disagrees with the proposed changes, before making rate and profile charges?
- e. Once issues (including long-disputed issues) are resolved in a CLEC's favor, should the performance results be adjusted to reflect the resolution?

A. **Parties Positions**

211. Qwest responded to these issues with the response it filed with the FCC on this Eschelon Issue:

"Eschelon makes numerous claims regarding inaccuracies in its bills. Qwest's investigation of Eschelon's claim, however, indicates that most are not related to system-wide defects in Qwest's billing functions. Furthermore, many of Eschelon's listed claims involve insignificant dollar amounts. In fact, the total dollar amounts in dispute constitute 0.98% of Eschelon's total billed charges for May 2002 in Colorado. Lastly, Eschelon filed disputes for which Qwest sustained the charges because they were properly included on Eschelon's bill. For those disputes that remain open, preliminary investigation suggests that many of these disputes will be resolved in Qwest's favor."¹²

212. Further in response to the last bullet above, Qwest points out that the billing accuracy PID, BI-3, is designed to capture the effects of billing adjustments for error in the reporting month in which the adjustments occurred, regardless of when the original billing took place. Thus, it would be non-compliant with the current PIDs as accepted by the parties to adjust past reported results, when the actual adjustment took place in the month it is implemented.

¹² Qwest ROC I Reply Declaration at ¶ 241.

B. Staff Discussion and Recommendation

213. Staff agrees that billing accuracy is a very important issue. For this reason, considerable time and effort in the OSS test was devoted to billing issues. As a result of the original OSS test findings, CGE&Y was requested to do some retesting. Several billing problems were identified during testing and corrected. At the conclusion of the test all billing issues identified had been corrected.

214. At the workshop, the major issues presented for discussion appeared to be unique billing issues related to Eschelon and McLeod special product (UNE-E and UNE-M) billing. This special billing arrangement was agreed to between Qwest and these CLECs. Nonetheless, the billing problems continue to arise because Qwest has not yet converted to a mechanized billing process, something it told both Eschelon and McLeod it would do. In its December 16, 2002 letter, Qwest attorney Andrew Crain reiterated that Qwest's commitment at the July 2002 Eschelon Workshop was to provide mechanized billing for UNE-E orders by the end of last year. Mr. Crain stated that Qwest has fulfilled that commitment and will begin mechanized processing of bills for new orders, adds, and changes on December 20, 2002.

215. Qwest however also stated that "[c]onverting the embedded base of accounts is a separate issue with an involved history." It went on that it initially planned to convert Eschelon's accounts with another provider's accounts using a mechanized process due to the combined volume of accounts. Ultimately, the timing for the other CLEC's conversions was delayed, and mechanical conversion of only Eschelon's accounts was not economically feasible because those accounts amounted to only about 2% of the combined total. Qwest offered Eschelon a solution for converting Eschelon's orders, but Eschelon directed Qwest not to proceed because Eschelon claims that the impacts were too great. But, according to Qwest, those impacts are not a result of the solution Qwest has proposed. The systems Eschelon claims would be impacted by Qwest's conversion solution are systems that would need to be updated by Eschelon regardless of whether the conversion is mechanized or manual. Thus, the impacts Eschelon identified are the impacts that arise from the act of conversion itself. According to Qwest, these impacts are reasonably expected from any conversion activity and are not specific to Qwest's proposed solution.

216. Until the issue with embedded accounts is resolved, Qwest should be required to count these as an error or an inaccurate bill for purposes of calculating its billing measurements. Qwest and Eschelon should also be required to provide the Commission Staff with additional information regarding the issues involved with converting Eschelon's embedded accounts and provide a mutually agreed upon resolution within 90 days.

7. SWITCHED ACCESS: See Ex. E-9, pp. 25-26; E-D, pp. 60-62; Tr. Vol. I, pp. 230-31.

Eschelon Issue: Should the Commission further investigate whether Qwest is providing complete and accurate records from which CLECs may bill interexchange carriers access charges (and whether Qwest's performance in this regard is accurately measured)?

A. Parties Positions

217. Eschelon advised that results of a recent audit show that, for direct dialed originating and terminating and 800 origination calls, Eschelon did not receive approximately 16% of the test calls from Qwest. The missing calls percentages rise for specialty calls, such as directory assistance access calls, operator handled and 1010XXX calls. So, the total percentage is approximately 18%. Sufficient basis exists for re-examining this issue.

B. Staff Discussion and Recommendation

218. Staff agrees with Eschelon that this was an area of major concern. Staff was very concerned about the results of the original test of DUF (Daily Usage File) in the OSS test. CGE&Y was requested to retest the accuracy of DUF records furnished to CLECs. The results of this retest were published in a special supplemental report by CGE&Y dated April 24, 2002 titled Final Report of the Qwest OSS Test-Section 2.4.5, Revised April 24, 2002. The conclusion of this report is as follows:

“CGE&Y concludes the following regarding the generation of DUF records. Usage records were generated to the new co-provider beginning with usage occurring the day after the conversion date, as expected. The accuracy of the Indicator 4 value improved from 73% in the initial test to 93% in Retest 1 and to 100% in Retest 2. Qwest implemented system fixes to resolve processing errors that prevented switched access call records from being reported on the ADUFs. After Retest 2, CGE&Y received 100% of ADUF records for which Qwest had received an access record from the Inter-Exchange carrier and 100% of expected ODUF records.”

219. Although now corrected, because of the problems encountered during the OSS test with DUF records, Staff has recommended that a retest of DUF records be conducted within twelve months. Qwest has agreed to this recommendation and advises that it will comply.

220. Staff believes that the problems with DUF have been tested and corrected. The retest requested by Staff should provide evidence as to whether the problems continue to be corrected on a going forward basis, or whether additional action by the Commission is necessary.

8. STAND ALONE TEST ENVIRONMENT (SATE)

Eschelon Issue: The impasse relates to those products that are in Qwest's production environment but not in SATE. The specific disagreement is whether it is proper to add those products to SATE employing the CMP prioritization process, or Qwest is obligated to add those products outside of the CMP prioritization process and by a date certain.

A. Staff Discussion and Recommendation

221. This item was a TAG impasse issue in Arizona and not just an Eschelon issue.

222. Qwest submitted a compromise position to the Arizona TAG on this impasse issue on September 16, 2002. Qwest proposes that those products can be implemented into SATE after the

volume of CLEC use for each of the relevant product(s) reaches (total region) 100 transactions during the prior twelve (12) month period. Under this proposal, Qwest will run a production query - like the one it proposes to determine what product/activity combinations should be in the upcoming execution of PO-19B -- to determine whether any of the products not currently in SATE reflect EDI volume activity of 100 transactions or more in production. The implementation of those products into SATE will then be scheduled for the upcoming major SATE release if feasible; or if not feasible, then no later than the next major SATE release. (See Qwest's Response to AT&T's Comments on Hewlett Packard's Recommendation on PO-19B Impasse Issue and Recommendation Regarding SATE Products Impasse Issue filed September 16, 2002).

223. The Qwest proposal resolved the Arizona TAG impasse since it satisfied the CLEC concerns. Staff believes this issue is therefore resolved.

VII. Verification of Compliance

224. With Staff's recommendations as to the resolution of all impasse issues as described above, Staff believes that all outstanding issues raised in the Supplemental Workshops in Arizona have now been resolved. Qwest should be required to provide evidence that it has implemented Staff's recommendations. This evidence and the effectiveness of the recommendations will be reviewed at the first six months PAP review.

225. Staff deems the OSS Test portion of Qwest's Section 271 initiative to be complete. In Staff's opinion, with the above resolutions of the issues presented, all of the objectives of implementing a comprehensive independent Third Party administered OSS Test have been fulfilled.

II. CONCLUSIONS OF LAW

1. Qwest is a public service corporation within the meaning of Article XV of the Arizona Constitution and A.R.S. Sections 40-281 and 40-282 and the Arizona Corporation Commission has jurisdiction over Qwest.

2. Qwest is a Bell Operating Company as defined in 47 U.S.C. Section 153(a)(35)(B) and subject to the prohibitions and permissions contained in 47 U.S.C. Section 271 that expressly pertain to Bell Operating Companies.

3. Qwest has sufficiently demonstrated before this Commission that it satisfies all requirements, relative to OSS Testing, and results thereof, specified by the FCC for Section 272 applicants in CC Docket No. T-00000A-97-0238.