

PUBLIC UTILITY COMMISSION OF OREGON
STAFF REPORT
PUBLIC MEETING DATE: July 31, 2018

REGULAR X CONSENT _____ EFFECTIVE DATE _____ N/A _____

DATE: July 16, 2018

TO: Public Utility Commission

FROM: Malia Brock MB

THROUGH: Jason Eisdorfer, Bryan Conway, and Bruce Hellebuyck 

SUBJECT: XO COMMUNICATIONS SERVICES, LLC.: (Docket No. UM 1961)
Service Quality Performance Plan for Access to Competitive
Telecommunications Provider Representatives.

STAFF RECOMMENDATION:

Staff recommends that the Commission require XO Communications Services, LLC. (XO) to submit a service quality performance plan to meet the Commission's minimum service quality standards for access to competitive telecommunication provider representatives in the repair center within 45 days.

DISCUSSION:

Issue

Whether the Commission should require XO to submit a service quality performance plan to meet the Commission's minimum service quality standards.

Applicable Law

The Commission establishes minimum service quality standards to ensure safe and adequate services for all telecommunications carriers pursuant to Oregon Revised Statute (ORS) 759.450. Under Section (5) of this statute, the Commission is required to direct a telecommunications carrier, utility, or competitive telecommunication provider that is not meeting the minimum service quality standards to submit a plan for improving performance to meet the standards. The Commission is further required to review and approve or disapprove the plan.

Oregon Administrative Rule (OAR) 860-032-0012 provides the statutorily required retail service quality standards for competitive telecommunications providers and also mirrors much of the relevant statute ORS 759.450. The relevant standard is:

Access to Competitive Telecommunications Provider Representatives

Per OAR 860-032-0012(8), 80 percent of calls to the business office or repair service center must be answered within 20 seconds or measure an average speed of answer time of 50 seconds or less. XO has opted to measure the average speed of answer time.

The remaining service quality standards address: Repair Clearing Times, Provisioning and Held Orders for Lack of Facilities, Trouble Reports, Blocked Calls, Interruption of Service Notification, Customer Access Line Testing, Customer Access Lines and Wire Center Switching Equipment, Special Service Access Lines, and Competitive Telecommunications Provider Interconnectivity.

Analysis

Background

There have been three instances in which the Commission required submission of a service quality performance plan under 759.450(5). The Commission found at its June 19, 2001 public meeting that a telecommunications utility (Qwest) was required to file a plan to improve its business office access performance. This resulted in the Commission adopting a Memorandum of Understanding (MOU) between Staff and Qwest on July 24, 2001, and approval of Qwest's Performance Plan.¹ More recently, at its May 16, 2017 public meeting, the Commission required Qwest Corporation dba CenturyLink QC to submit a service quality performance plan². This plan was extended an additional six months on May 30, 2018.³ Frontier Communications Northwest Inc., was also required to submit a service quality performance plan at its August 22, 2017 public meeting.⁴

In addition to submitting monthly reports, Staff routinely works with companies to improve service quality. Staff processes monthly service quality information provided by companies as required by OAR 860-032-0012 up to 45 days after the month end and posts selected information on the Commission website.⁵

¹ Commission Order No. 01-689, Docket UM 1026.

² Commission Order No. 17-175, Docket UM 1836.

³ Commission Order No. 18-198, Docket UM 1836.

⁴ Commission Order No. 17-328, Docket UM 1855.

⁵ [Link to XO Communications most recent Service Quality Report posted to Commission website](#)

In some cases, Staff has also worked to relax some service quality standards as warranted. For example, Staff supported and the Commission approved a decrease in the 48-Hour Repair Metric from 95 percent to 90 percent complete within 48 hours and allowed for a weekend exemption along with some added safety-net protections,⁶ and provided an exemption to the trouble reports cleared within 48 hours for months in which total repairs fall below ten.

Finally, Staff conducted an all-provider service quality workshop on January 15, 2015, with the goal of raising awareness and improving service quality.

Staff sent a pre-performance plan letter of warning to XO on July 19, 2016. (Attachment No. 1). Staff continued to monitor XO's reports and initially felt that XO was making progress. However, adherence to service quality metrics declined. XO was acquired by Verizon in February of 2017. On February 13, 2017, Staff sent a second letter, repeating its concerns and requesting a conference call with XO management. (Attachment No. 2). Staff's communications with the company resulted in XO scrubbing the reports to include only Oregon data, which improved its adherence to repair clearing times and access to competitive provider representatives in the business office, but XO's service quality access to competitive telecommunications provider representatives in the repair center has not improved. Staff continued to monitor compliance and send XO the cumulative yearly service quality report posted on the OPUC website. Although it has been almost two years since Staff sent the initial pre-performance letter, XO continues to miss the service quality standard as it appears that the underlying issue has not been addressed.

Failure to Meet Service Quality Measurement Standards

XO has failed to meet the following service quality standard for a prolonged period of time:

Access to Competitive Telecommunications Provider Representatives Standard

- XO has opted to measure its average answer time, which must be 50 seconds or less for both business office and repair service access. XO's performance has failed to meet the access to the repair center metric standard 12 out of the last 12 months. Results can be found on the following page:

⁶ Commission Order No. 14-016, Docket No. AR 575, signed January 21, 2014.

Repair Service Center Access

	2017	2018
January		95.0
February		70.0
March		62.0
April		58.0
May		139.0
June		114.0
July	98.0	
August	150.0	
September	173.0	
October	107.0	
November	83.0	
December	70.0	

OAR Standard: Average Speed of Answer

DID NOT MEET STANDARD

XO’s most recent retail service quality results are available on the Commission website.⁷ Staff has used company reported results through June of 2018 in this report. It is possible that the results could be better or worse at the time the Commission acts on Staff’s recommendation.

Conclusion

Staff concludes that XO has failed to meet a service quality standard, for access to competitive telecommunication provider representatives in the repair center. Informal efforts and outreach to the Company have not rectified the issue. ORS 759.450(5) states that the Commission shall require a competitive telecommunication provider that is not meeting the minimum service quality standards to submit a plan for improving performance. Staff concludes that it is necessary for XO to be required to submit such a plan for Commission consideration.

PROPOSED COMMISSION MOTION:

Require XO Communications Services LLC. (XO) to submit a service quality performance plan to meet the Commission’s minimum service quality standard for access to competitive telecommunications provider representatives in the repair center within 45 days.

XO.ServiceQuality.PerformancePlan

⁷ [Link to XO Communications most recent service quality report posted to Commission website.](#)



Oregon

Kate Brown, Governor

Attachment No. 1

Public Utility Commission

201 High St SE Suite 100

Salem, OR 97301

Mailing Address: PO Box 1088

Salem, OR 97308-1088

Consumer Services

1-800-522-2404

Local: 503-378-6600

Administrative Services

503-373-7394

July 19, 2016

Via email to: Sharon Adams at: Sharon.E.Adams@xo.com

Sharon Adams
Senior Regulatory Analyst
XO Communications
13865 Sunrise Valley Drive
Herndon, VA 20171

Ms. Adams,

XO Communications has failed to meet four MSQ Standards in Oregon: access to repair center, access to business office, repairs cleared within the 48 hour metric, and the trouble report rate standard. A one month miss of any standard is considered a basis for a Performance Plan except for the trouble report rate, which must be missed over four consecutive months. Staff is concerned as XO Communications has missed four of these metrics on a regular basis for the past year. The trouble report rate has been missed consecutively in all twelve months.

Prior to requesting XO Communications submit a formal Performance Plan, Staff would like to discuss the MSQ Standards with XO Communications management. Staff has particular concerns relating to business office access, repairs cleared within 48 hours, and the trouble report rate. Staff notes repair access has improved and has been within standard for the last five months; no improvement or plan is necessary for repair access at this time.

Please reference Staff's summary of XO Communications reported metrics over the past year:

Repair Service Center Access

	2015	2016
January		45.0
February		23.0
March		18.0
April		28.0
May		41.0
June	61.0	
July	56.0	
August	104.0	
September	69.0	
October	57.0	
November	68.0	
December	61.0	

Business Office Center Access

	2015	2016
January		121.0
February		180.1
March		89.0
April		39.0
May		58.0
June	36.0	
July	62.0	
August	35.0	
September	61.0	
October	71.0	
November	55.0	
December	24.0	

OAR Standard: Average Speed of Answer less than 50 seconds

DID NOT MEET OAR STANDARD

Commitments for Service - Provisioning

	2015	2016
January		100.0%
February		0.0%
March		100.0%
April		100.0%
May		100.0%
June	100.0%	
July	100.0%	
August	100.0%	
September	100.0%	
October	100.0%	
November	100.0%	
December	100.0%	

OAR Standard: 90%

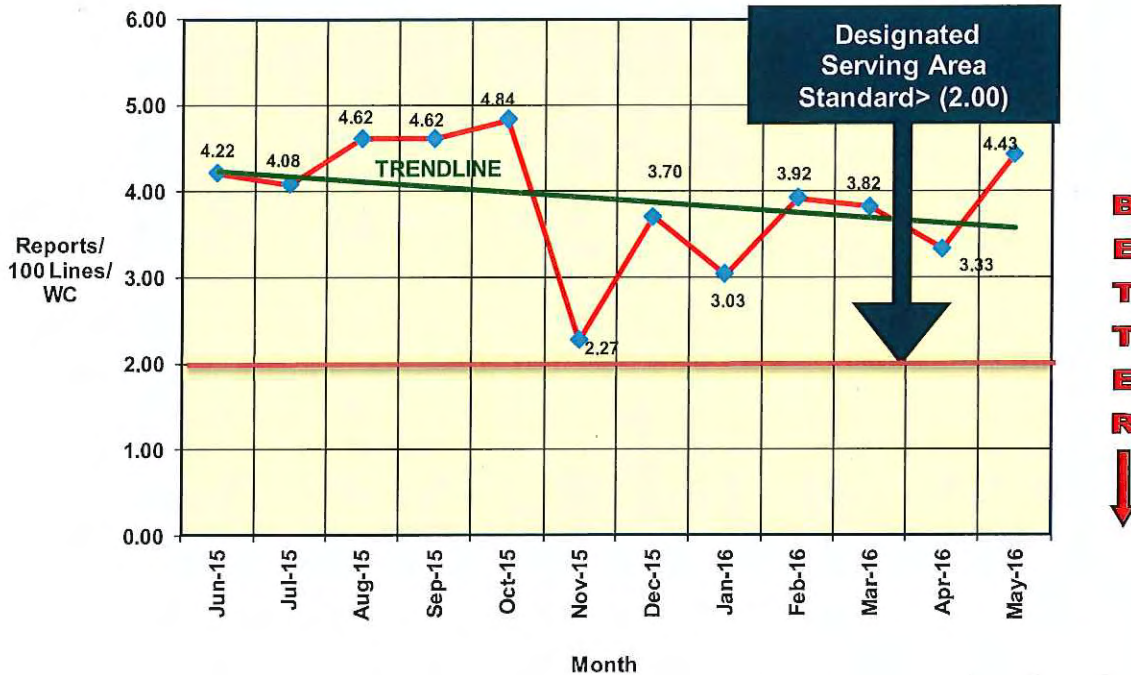
DID NOT MEET OAR STANDARD

Repair Cleared Within 48-Hours

	2015	2016
January		80.0%
February		78.0%
March		88.0%
April		84.0%
May		88.6%
June	94.0%	
July	93.0%	
August	89.0%	
September	91.0%	
October	93.0%	
November	80.0%	
December	70.0%	

OAR Standard: 90%

DID NOT MEET OAR STANDARD



	MO > 2.00 ¹	Jun-15	Jul-15	Aug-15	Sep-15	Oct-15	Nov-15	Dec-15	Jan-16	Feb-16	Mar-16	Apr-16	May-16
Designated Service Area	MO > 2.00 ¹												
XO Communications		4.22	4.08	4.62	4.62	4.84	2.27	3.70	3.03	3.92	3.82	3.33	4.43
Statewide Average		4.22	4.08	4.62	4.62	4.84	2.27	3.70	3.03	3.92	3.82	3.33	4.43
Designated Service Area Count ²		12	1	1	1	1	1	1	1	1	1	1	1

NOTE 1: The "MO>2.00" column is the number of times a wire center with over 1,000 access lines exceeded a 2.00 trouble report rate during the reported twelve month period. The "Designated Service Area Count" is the number of areas that did not meet standard for the reported month.

NOTE 2: The number at the bottom of the monthly columns is the designated service areas that exceeded 2.00 for the large wire center during the reported month.

Staff is requesting a conference call with XO Communication's management to discuss XO Communications proposal to improve these metrics. I will be on vacation from July 20th returning August 2, 2016. Please advise me of a date and time that works for your organization to discuss these necessary improvements.

Thank you.

Malia Brock

Sr. Telecommunications Engineer
Telecommunications and Water Division
Oregon Public Utility Commission
201 High St. SE
Salem, OR 97301
Malia.Brock@state.or.us
503-378-6113



Oregon

Kate Brown, Governor

Attachment No. 2

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201 High St SE Suite 100

Salem, OR 97301

Mailing Address: PO Box 1088

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Consumer Services

1-800-522-2404

Local: 503-378-6600

Administrative Services

503-373-7394

February 13, 2017

Via email to: Sharon Adams at: Sharon.E.Adams@xo.com

Sharon Adams
Senior Regulatory Analyst
XO Communications
13865 Sunrise Valley Drive
Herndon, VA 20171

Ms. Adams,

XO Communications has failed to meet five MSQ Standards in Oregon: access to repair center, access to business office, commitments met, repairs cleared within the 48 hour metric, and the trouble report rate standard over the past year.

A one month miss of any standard is considered a basis for a Performance Plan except for the trouble report rate, which must be missed over four consecutive months. Staff is concerned as XO Communications has missed two of these metrics on a regular basis over the past year, with the repair cleared within 48 hours metric missed ten out of the last twelve months.

Prior to requesting XO Communications submit a formal Performance Plan, Staff would like to discuss the MSQ Standards with XO Communications management. Staff is particularly concerned with the metrics relating to business office access and repairs cleared within 48 hours.

Staff notes adherence to commitments met shows only one miss of the metric over the last twelve months, the trouble report rate has improved to conform to the standard for the last seven months, and repair center access has been missed three times over the last twelve months; no improvement or plan is necessary for those metrics at this time.

Please reference Staff's summary of XO Communications reported metrics over the past year which are included below:



XO COMMUNICATIONS SERVICE QUALITY REPORT

CHARTS

Repair Service Center Access

	2016	2017
January	45.0	
February	23.0	
March	18.0	
April	28.0	
May	41.0	
June	63.0	
July	66.0	
August	41.0	
September	32.0	
October	80.0	
November	19.0	
December	17.0	

Business Office Center Access

	2016	2017
January	121.0	
February	180.1	
March	89.0	
April	39.0	
May	58.0	
June	41.0	
July	34.0	
August	28.0	
September	40.0	
October	60.0	
November	19.0	
December	52.0	

OAR Standard: Average Speed of Answer less than 50 seconds

DID NOT MEET OAR STANDARD

Commitments for Service - Provisioning

	2016	2017
January	100.0%	
February	0.0%	
March	100.0%	
April	100.0%	
May	100.0%	
June	100.0%	
July	100.0%	
August	100.0%	
September	100.0%	
October	100.0%	
November	100.0%	
December	100.0%	

OAR Standard: 90%

DID NOT MEET OAR STANDARD

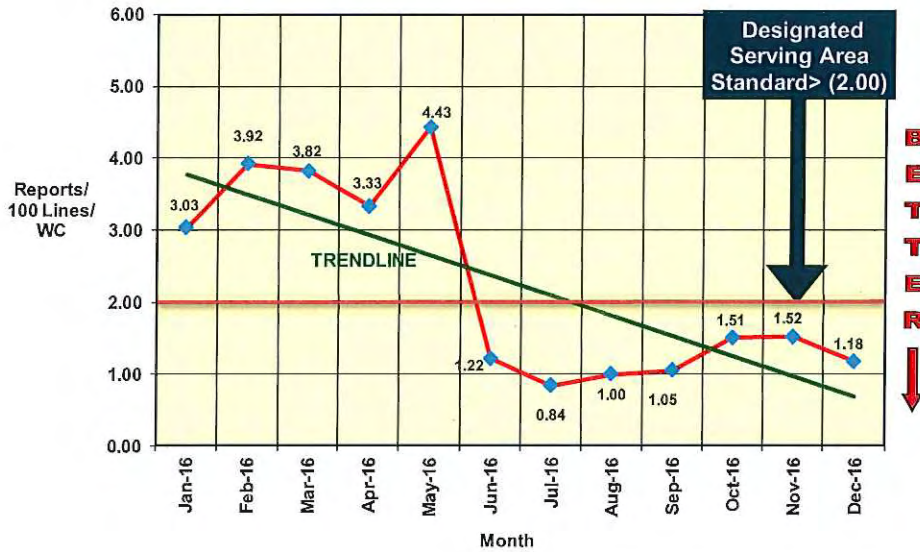
Repair Cleared Within 48-Hours

	2016	2017
January	80.0%	
February	78.0%	
March	88.0%	
April	84.0%	
May	88.6%	
June	94.0%	
July	75.0%	
August	84.0%	
September	87.0%	
October	93.0%	
November	86.0%	
December	80.0%	

OAR Standard: 90%

DID NOT MEET OAR STANDARD

Trouble Report Rate Monthly State Average



MONTHLY TROUBLE REPORT RATE

Designated Service Area	MO > 2.00 ¹	Jan-16	Feb-16	Mar-16	Apr-16	May-16	Jun-16	Jul-16	Aug-16	Sep-16	Oct-16	Nov-16	Dec-16
XO Communications		3.03	3.92	3.82	3.33	4.43	1.22	0.84	1.00	1.05	1.51	1.52	1.18
Statewide Average		3.03	3.92	3.82	3.33	4.43	1.22	0.84	1.00	1.05	1.51	1.52	1.18
Designated Service Area Count²	6	1	1	1	1	1	0	0	0	0	0	0	0

NOTE 1: The "MO>2.00" column is the number of times a wire center with over 1,000 access lines exceeded a 2.00 trouble report rate during the reported twelve month period. The "Designated Service Area Count" is the number of areas that did not meet standard for the reported month.

NOTE 2: The number at the bottom of the monthly columns is the designated service areas that exceeded 2.00 for the large wire center during the reported month.

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