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Decision 92-05-056 May 20, 1992

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

In the Matter of Amending Certain)
Clauses in General Order 133-A,)
Governing Service Standards for)
Telephone Companies.)

Application 91-07-041
(Filed July 30, 1991)

ORIGINAL

O P I N I O N

Summary

General Order (GO) 133-A establishes the proper and adequate measurement standard indices for all telephone utilities providing service within the State of California. By the above-entitled application, the GO 133-A Review Committee (Committee), a body directed by the Commission to routinely examine the order, submitted proposed amendments to GO 133-A. AT&T Communications of California, Inc. (AT&T) filed a protest to the application. By this decision, AT&T's protest is dismissed. We adopt the Committee's proposed amendments, retitle the order as GO 133-B and direct all interexchange carriers (IECs) providing operator service in California to fully comply with the amended general order.

I. Background

In Decision (D.) 77947, issued November 10, 1970, the Commission ordered staff to organize a committee comprised both of staff members and representatives of the California telephone utilities. The Commission charged the Committee with the task of formulating standard telephone service indices. Accordingly, the Committee recommended to the Commission the development of a general order governing telephone service standards. Pursuant to that recommendation, the Commission issued its Order Instituting

Investigation (OII) 88 (Case 9353), which contained a proposed general order governing telephone service standards and making all California telephone corporations respondents.

In D.80082, issued May 18, 1972, the Commission adopted GO 133. Subsequently, in D.82-04-028, the Commission determined that OII 88 should remain open "for the purpose of resolving the matter of establishing proper and adequate measurement standard indices for all California telephone utilities." (Re General Telephone Company of California, D.83-11-062, 13 CPUC 2d 220, 222.)

Consequently, OII 88 was left open to review GO 133. In D.83-11-062, the Commission adopted recommendations by the GO 133 Review Committee to modify certain clauses in GO 133, thus retitling the general order as GO 133-A. In that decision, the Commission also adopted a recommendation by both staff and Pacific Bell that the GO Review Committee continue to meet at least once a year "to examine the measurements set forth in this GO and to suggest revisions, additions, and deletions to these measurements." (Id. at 234.)

The Committee, chaired by a Commission staff member, is comprised of representatives from staff, the telephone utilities and other interested parties knowledgeable in telephony and/or the general order itself.¹ It reports that it has met at least once annually since the Commission issued D.83-11-062 and met twice in 1990. Through this application on July 31, 1991, the Committee submitted its proposed modifications and amendments to the general order, and recommended that the Commission adopt them. On August 28, 1991, AT&T filed a protest.

On November 14, 1991, the assigned Administrative Law Judge (ALJ) issued a ruling inviting public comment on the

¹ Participants on the Committee are listed and attached as Appendix I.

application. In addition, the ALJ requested of any interested party, including the members of the Committee, collectively and/or individually, responses to four questions regarding the applicability of GO 133-A to IECs. Comments were filed on December 19, 1991, by individual Committee members: Staff, Pacific Bell (Pacific), GTE California Incorporated (GTEC), Contel of California (Contel), Volcano Telephone Company (Volcano), Tibor I. Toczauer and Marvin Kaitz. On January 6, 1992, AT&T filed a Motion to Accept Reply to the Comments and the Reply. AT&T's Motion is granted.

II. AT&T's Protest

Basis of Protest

AT&T protests the application "because the proposed amendments do nothing to redress the substantial concerns raised by AT&T during the course of the Committee's meetings." (AT&T Protest at 1.) AT&T maintains that GO 133-A, even as amended by the Committee, is "hopelessly outdated." It argues that the order has not been "substantially modified" since 1972, and therefore, "wrongfully treats AT&T and other interexchange carriers as if they were monopoly local exchange carriers." (Id. at 2.) In addition, AT&T asserts that GO 133-A, in its present form and as amended, places unnecessary costs and burdens upon all interexchange carriers and discriminates against AT&T. AT&T submits that it proposed to the Committee that it and all other interexchange carriers be exempted from GO 133-A, or in the alternative, that the order be amended to explicitly impose equal reporting requirements on all interexchange carriers. The Committee rejected both proposals. Consequently, AT&T asks the Commission to reject the Committee's application, or alternatively, to set hearings on the matter.

Parties' Response to Protest

Staff maintains that AT&T is seeking an exemption from GO 133-A by filing a protest to the Committee's proposed amendments to the general order. It is Staff's position that this proceeding is clearly the wrong forum in which to press a claim for exemption. In support of its argument, Staff cites Section 1.7 of GO 133-A, which specifically provides that:

"where the application of any of the rules incorporated herein results in undue hardship or expense to the utility, it may request specific relief by filing a formal application in accordance with the Commission's Rules of Procedure...."

Consequently, Staff contends, AT&T is procedurally foreclosed from seeking an exemption by protesting the proposed amendments. Pacific, GTEC, Contel, and Volcano concur that AT&T's protest improperly raises the request for exemption. In fact, Pacific, GTEC, and Volcano observe that AT&T's protest neither takes issue with nor otherwise addresses the merits of the specific amendments to the general order. Rather, AT&T uses it to explore its general dissatisfaction with GO 133-A. GTEC, Contel, and Volcano maintain that the issue identified by AT&T is one of compliance with GO 133-A or its enforcement by the Commission, not the general order's content.

AT&T's Reply

In its Reply, AT&T maintains that the filing of its objections in the form of a protest is procedurally proper. Citing Rule 8.1 of the Commission's Rules of Practice and Procedure, AT&T notes that a protest "is a formal pleading containing: (a) an objection to the granting in whole or in part, of the authority sought in an application...." AT&T contends that its protest does in fact object to the granting in whole or in part of the application to amend GO 133-A. While, it argues, Section 1.7 of the general order provides for "deviations" from the order in

effect at the time, AT&T states that it is not seeking an exemption from GO 133-A as it now stands; rather it "is challenging the proposed adoption of amendments."

Discussion of Protest

We agree with the commenters. AT&T is attempting to introduce further amendments to this general order by means of a protest. We will not permit AT&T to do indirectly what it will not apply to do directly.

AT&T maintains in its protest that the general order "in its present form and as amended by the Committee, imposes unnecessary costs and burdens on all IECs and discriminates against AT&T." (AT&T Protest at 2.) Section 1.7 of GO 133-A particularly directs telephone utilities experiencing "undue hardship or expense" to "request specific relief by filing a formal application in accordance with the Commission's Rules." While AT&T argues that it is challenging the proposed adoption of amendments to the general order, we note that the protest makes no attempt to fully explain and support the allegation that the amendments impose unnecessary costs and burdens on all IECs.

AT&T's reply states that it filed a protest to object to the granting in whole or in part of the application to amend GO 133-A; however, it appears that the protest particularly objects to the Committee's rejection of its proposals to either exempt AT&T from or impose equal reporting requirements on all IECs. Again, the general order provides for such a contingency. Section 1.8 of the order states that "(t)elephone utilities subject to these rules may individually or collectively file application with this Commission for the purpose of amending these rules."

All the commenters contend that GO 133-A, as amended, does not ignore the current competitive regulatory environment. In addition, they state that the order should continue to apply to all telephone utilities. GTEC, Pacific, and Volcano maintain that uniform applicability is necessary to secure a level playing field

in which competition can develop. Staff asserts that the general order assists the Commission in ascertaining whether or not there is a level playing field.

Indeed, the commenters submit that no IEC should be exempted from amended GO 133-A. Further, they unanimously declare that those provisions of the general order which apply to IECs should not apply solely to AT&T. Committee member Kaitz stated:

"The ratepayers of California are dependent on the PUC to regulate and control the activity of utility organizations who wish to provide services to the ratepayers of California. We are even more dependent on the PUC to monitor the quality of service provided by all the different telephone companies in California. We cannot do this job for ourselves. Every month in our telephone bills, we gladly pay a fee for 'Funding to Support the Public Utilities Commission.' It's a small price to pay." (Emphasis in the original.) (Kaitz at 2.)

AT&T argues that GO 133-A does not capture the realities of the current competitive marketplace. It notes that the list of entities within California that are encompassed by the term "all telephone utilities" is much longer than it was in 1972 when the general order was first adopted. AT&T maintains that none of these telephone utilities, except itself and the local exchange carriers, have either ever complied with the order's reporting requirements or ever filed an application seeking an exemption.

Further, AT&T declares that since it is the only IEC represented on the Committee, there should be no surprise that the commenters advocate that the general order continue to apply to all telephone utilities. The carrier argues that since there are a number of "alternative interexchange providers" available to the great majority of California subscribers, and since customers who are unsatisfied with their carrier's response time can switch to another carrier, consumers can look to the marketplace for protection from unacceptable or inadequate IEC service. Finally,

AT&T asks that if the Commission determines not to exempt AT&T from GO 133-A, it require that all IECs comply equally.

We are disturbed to hear that AT&T is the only IEC complying with the reporting requirements under the general order. All telephone utilities within California are subject to GO 133-A and its amendments. As such it is the responsibility of each one to comply with the relevant reporting requirements of the order.

In 1972 when the original GO 133 was enacted, AT&T was required to report in its capacity on the Committee as a local exchange carrier as well as the long distance (or interexchange) carrier. However, after the divestiture, AT&T only had to report as an IEC. The sole service index in the general order applicable to IECs is toll operator response time. In the early years following 1984, AT&T was not only the sole IEC on the Committee, but it was also the only IEC within California providing operator service. Consequently, AT&T was the only IEC able to report on toll operator response time. Nevertheless, while AT&T was once the only IEC providing operator service in the state, and thus the only one having to comply, it is not the only IEC providing operator service today in California.

In addition to AT&T, all other IECs operating within the state were notified by ALJ Ruling of the matters to be examined in this proceeding. None chose to participate. Notwithstanding, we advise all IECs providing operator service in the state that they are expected to fully comply with the amended general order no later than June 30, 1992. To that end, pursuant to Section 4.6 of the general order, the Staff shall report on IEC compliance when it files the next quarterly report subsequent to June 30th. A copy of this compliance report shall also be submitted to the assigned ALJ.

III. Discussion

The Committee declares that the modifications and amendments to the general order "clarify and revise the language of certain sections and add a new section for business office answering time." (Application at 3.) The Committee maintains that the particular changes recommended reflect improvements in service standard consistency caused by recent advancements in telecommunications technology. Moreover, the absence of proposed changes illustrates that those particular sections of the general order remain valid service measures.

We find the following uncontroverted clarifications and revisions reasonable. Therefore, they will be adopted. We also reiterate here, as recommended by the Committee, the need for ongoing review of the general order and reassert that the Committee should continue to meet at least once a year for the purpose of reviewing, revising, and refining telephone service standards.

Section 1.3 - Definitions

Under this section, the Committee proposes that the definition of Business Office in subsection "b"² be amended to read: "A Centralized Service Group which receives Small Business and/or Residence Customer requests for new installation or change in existing service. This does not include billing center inquiries." Further, the Committee proposes a new subsection "y," entitled Small Business, defined as "Those business accounts which are not designated by the Utility for special handling." Consequently, it is proposed that subsection "y" (Special Services)

² "Location where customers requests for new installation or change in existing service are received."

in the existing order be redesignated as subsection "z." The Committee proposes that the existing subsection "z"³ be deleted.

Section 2.1 - Standards of Service,
General and Telephone Service
Measures: Section 3.2. - Installation-
Line Energizing Commitments

With respect to service measures, the Committee recommends eliminating the measurement for Held Regrade Service Orders⁴ because virtually all customers now have single party service. Significantly, the service was set for termination as of January 1, 1987. The Committee also proposes redesignating "repair service" as "trouble report service," and adding a measurement of business office answering time. In Section 3.2, it suggests revising some language and slightly increasing the reporting service level to reflect the effect of changes in the utilities' operating procedures.

Section 3.3 - Customer Trouble Reports and
Section 3.5 - Dial Service (Service Observing)

The Committee recommends changing the current standard for Customer Trouble Reports due to the elimination of customer premises equipment and inside wire reports from existing report rates. Additionally, it proposes changing the standard for Dial Service (Service Observing) because new electronic and/or digital switches have achieved lower trouble rates than do the old electro-mechanical switches. The Committee notes that the new switches also have a higher call completion rate.

3 "(z) Special Services - Special application telephone circuitry such as foreign exchange, wide-area telephone service (WATS, both In and Out), private line, data."

4 Held Regrade Service Orders are requests for change in grade of an existing primary service delayed over 30 days because of lack of telephone utility plant.

Section 3.6 - Toll Operator Answering Time,
Section 3.7 - Directory Assistance Operator
Answering Time and Section 3.8 - Trouble
Report Service Answering Time

In Sections 3.6 to 3.8, the Committee proposes revising and making consistent the language of these sections of the general order.

Section 3.9 - Business Office Answering
Time and Section 4 - Records and Reports

The Committee recommends that the Commission adopt, for the first time as a part of the general order, a measure for Business Office Answering Time. It indicates that this standard is designed to ensure that each telephone utility's business office responds to customer calls within a specific average period of time. Finally, the Committee suggests several clarifying revisions for the Records and Reports section.

Appendices

The present order contains Appendix A - Standard Reporting Levels, Appendix B - Record Keeping and Reporting Requirements, Appendix C - Held Primary and Regrade Service Order Reports, and Appendix D - Reporting Level Performance Report. Appendix II to this decision, our adopted GO 133-B, contains similar appendices modified to conform to our approved order.

Verification

The Commission affirms the importance of General Order 133, and advises all local exchange and interexchange carriers that they are responsible for the timely submission and accuracy of every report required under the order. Accordingly, after the effective date of this order, all quarterly reports submitted to the Commission by local exchange and interexchange carriers, pursuant to GO 133, shall be signed and verified by a corporate officer of the carriers. The verification shall be made in accordance with Rule 5 of the Commission's Rules of Practice and

Procedure and subject to penalty under Section 2114 of the Public Utilities Code.

Findings of Fact

1. Additions, deletions and/or modifications should be made in Section 1.3 - Definitions for the following items: Business Office and Small Business.

2. The above additions, deletions and/or modifications to the definitions as set forth in Appendix II to this decision, are reasonable.

3. Copies of the GO 133 reports to the Commission should be made available to interested parties for a nominal fee to cover the cost of processing and reproduction.

4. The measurement in the present order for Held Regrade Service Orders should be eliminated.

5. The reporting service level for Section 3.2 - Installation-Line Energizing Commitments, should be changed from 94% to 95%.

6. The reporting unit for the Installation-Line Energizing Commitments for smaller central offices (those wire centers handling less than 250 inward movements per month) should be combined with all other wire centers not meeting the criteria within the same plant installation center area and reported as a unit under the plant installation center.

7. Section 3.3 - Customer Trouble Reports, should be modified so that:

"the reporting service level should be six reports per 100 working lines (excluding terminal equipment reports) for units with 3,000 or more working lines, eight reports per 100 working lines (excluding terminal equipment reports) for units with 1,001-2,999 working lines, and 10 reports per 100 working lines (excluding terminal equipment reports) for units with 1,000 or fewer working lines."

8. Section 3.5 - Dial Service (Service Observing) should be modified so that the methods for the evaluation of calls and compilation of results are contained in each utility's respective Service Evaluation Practice, and the reporting service level should be increased from 97% to 98%.

9. The language of Section 3.6 - Toll Operator Answering Time, Section 3.7 - Directory Assistance Operator Answering Time, and Section 3.8 - Trouble Report Service Answering Time should be modified, revised, and made consistent.

10. The GO 133-A Review Committee's proposed new Section 3.9 - Business Office Answering Time should be adopted.

11. The Committee should continue to meet at least once a year for the purpose of reviewing, revising and refining telephone service standards.

12. All IECs offering operator services within California shall comply with this order by June 30, 1992.

13. Staff shall submit a report on IEC compliance when it files the next quarterly report subsequent to June 30. A copy of this compliance report shall also be submitted to the assigned ALJ.

14. The Commission should adopt Appendices A, B, C, and D as attached to Appendix II to this decision.

15. All local exchange and interexchange carriers are responsible for the timely submission and accuracy of every report required under General Order 133.

Conclusion of Law

GO 133-B, Rules Governing Telephone Service, as set forth in Appendix II to this order, should be adopted.

O R D E R

IT IS ORDERED that:

1. General Order (GO) 133-B, Rules Governing Telephone Service, is adopted to read as set forth in Appendix II.
2. The Executive Director shall update GO 133-A as amended herein and reissue it as GO 133-B.
3. The Executive Director shall serve a copy of this decision on each local exchange and interexchange carrier under the jurisdiction of this Commission.
4. All local exchange and interexchange carriers providing service within California shall comply with this order by June 30, 1992.
5. GO-133 Commission staff shall submit a report on interexchange carrier compliance when it files the next quarterly report subsequent to June 30. A copy of this compliance report shall also be submitted to the assigned administrative law judge.
6. The protest of AT&T Communications of California, Inc. is dismissed.

7. All quarterly reports submitted to the Commission by local exchange and interexchange carriers, pursuant to GO 133-B, shall be signed and verified by a corporate officer of the carriers. The verification shall be made in accordance with Rule 5 of the Commission's Rules of Practice and Procedure and subject to penalty under Section 2114 of the Public Utilities Code.

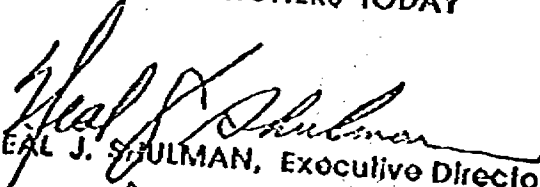
This order becomes effective 30 days from today.

Dated May 20, 1992, at San Francisco, California.

DANIEL Wm. FESSLER
President
JOHN B. OHANIAN
NORMAN D. SHUMWAY
Commissioners

Commissioner Patricia M. Eckert,
being necessarily absent, did not
participate.

I CERTIFY THAT THIS DECISION
WAS APPROVED BY THE ABOVE
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APPENDIX I
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(END OF APPENDIX I)

GENERAL ORDER NO. 133-B

APPENDIX II

PUBLIC UTILITIES COMMISSION OF THE
STATE OF CALIFORNIA

RULES GOVERNING TELEPHONE SERVICE

Adopted May 20, 1992. Effective June 19, 1992.
Decision 92-05-056 in A.91-07-041.

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1. General

1.1 Intent

a. Purpose. The purpose of these rules is to establish uniform standards of service to be observed in the operation of telephone utilities.

b. Limits of Order. These rules do not cover the subjects covered in the filed tariff rules of telephone utilities.

c. Absence of Civil Liability. The establishment of these rules shall not impose upon utilities, and they shall not be subject to any civil liability for damages, which liability would not exist at law if these rules had not been adopted.

d. Revision of Scope. These rules may be revised in scope on the basis of experience gained in their application and as changes in the art of telephony may require.

1.2 Applicability. These rules are applicable to all telephone utilities providing service within the State of California.

1.3 Definitions.

a. Billing Center--Location where customer inquiries regarding billing items are handled.

b. Business Office--A Centralized Service Group which receives Small Business and/or Residence Customer requests for new installation or change in existing

- service. This does not include billing center inquiries.
- c. Central Office Entity--A Group of lines using common-originating equipment or under stored program control.
 - d. Central Office Wire Center--A facility composed of one or more central office switches which are located on the same premises and which may or may not utilize common equipment. In the case of a digital switch, all remote processors that are hosted by a central processor are to be included in the central office wire center.
 - e. Centrex--A service for customers with many stations that permits station-to-station dialing, generally one listed directory number for the customer, direct-inward dialing, and station identification on outgoing calls. The switching functions are performed in the central office entity.
 - f. Commission--In the interpretation of these rules, the word "Commission" shall be construed to mean the Public Utilities Commission of the State of California.
 - g. Commitment--The date agreed to by a customer and a utility for the completion of requested work.
 - h. Customer-Provided Equipment--Terminal equipment provided by the customer.
 - i. Customer Trouble Report--Initial line reports from customers or users of telephone service relating to a

malfunction or dissatisfaction with telephone company-provided lines.

- j. Demarcation--Point at which telephone company-maintained equipment and wiring terminates at the customer's premises.
- k. Electromechanical--A class of switching systems which is primarily based on electrically activated movement of mechanical switches.
- l. Electronic (Analog or Digital)--A class of switching systems in which the control functions are performed principally by electronics. There are two types in use: time division and space division.
- n. Employee Report--A trouble report from a telephone company employee who detects a trouble condition while performing duties independent of any conversation with a customer regarding the trouble.
- n. Installation--The provision of telephone service at the customer's request.
- o. Installation Center--The location responsible for the installation of the customers' loop facilities and the administration of installation field work by scheduling, dispatching, and tracking the progress of field forces.
- p. Line--An access line (hardwire and/or channel) which provides dial tone and which runs from the local central office (Class 4/5, Class 5, or a remote) to the subscriber's premises.

- q. Maintenance Center--A location responsible for the testing, dispatching, and tracking of trouble indications generated by customer reports, abnormal conditions, and routine analysis and the administration, scheduling, dispatching, and tracking of maintenance field work.
- r. No Access--A condition where an employee cannot gain access to the telephone company demarcation point at the customer's premises.
- s. Order Taken Date--The date on which customer requests service, assuming prior compliance with utility's rates, rules and regulations.
- t. Primary Service Order--Service orders for all business and residence main lines which are identified by a local exchange telephone number.
- u. Regrade Service Order--Changes between individual and party-line service as identified under Primary Service Order.
- v. Reporting Service Level--A specified service level of performance for each reporting unit. If performance is not meeting this level, the utility will submit periodic reports to the Commission.
- w. Service Observing, Manual--A direct measurement of service provided to the customer, obtained by an evaluator sampling an actual call. The observers do not listen to conversations.
- x. Service Observing, Mechanized--A direct measurement of

service provided to the customer obtained by a mechanized system without requirement for observation personnel.

- y. Small Business--Those business accounts which are not designated by the Utility for special handling.
- z. Special Services--Telephone or line circuits such as foreign exchange, local intraexchange private line, interexchange private line, exchange data, radio-telephone, other common carrier, INWATS, OUTWATS, off-premises extension lines, and answering service lines.
- aa. Subsequent Report--A customer contact relating to a previously reported trouble which occurs prior to the time the initial or first customer trouble report has been cleared and the customer notified. Customer contacts changing or canceling appointments and/or providing additional information to a previous report are not subsequent reports.
- bb. Telephone Plant--Equipment and wiring, excluding that located on a customer's property, required to connect a telephone service to the exchange network.
- cc. Telephone Utility--A public utility telephone corporation providing public telephone service as further defined by Public Utilities Code Sections 216 and 234.
- dd. Traffic Office--A group of operators which receives incoming calls from direct trunk groups or by means of an automatic distributing system.

ee. Traffic Sector--A group of traffic offices linked together by automatic call distribution equipment to form a service network.

ff. Trouble Report--Any oral or written notice by a customer or their representative to the telephone utility which indicates dissatisfaction with their telephone service, telephone qualified equipment, and/or telephone employees.

1.4 Information available to the Public.

The utility shall maintain, open for public inspection at its main office in California, copies of all reports submitted to this Commission in compliance with these rules. Reports shall be held available for one year. A copy of these reports will also be maintained and be available for public inspection at the Commission's San Francisco and Los Angeles offices. Copies shall also be made available to interested parties for a nominal fee to cover the cost of processing and reproduction. The availability shall be limited to reports provided by the local serving company.

1.5 Location of Records.

All records required by these rules shall be kept available to representatives, agents, or employees of the Commission upon reasonable notice.

1.6 Reports to the Commission.

The utility shall furnish to the Commission, at such

times and in such form as the Commission may require, the results or summaries of any measurements required by these rules. The utility shall furnish the Commission with any information concerning the utility's facilities or operations which the Commission may request and need for determining quality of service.

1.7 Deviations from Any of These Rules.

In those cases where the application of any of the rules incorporated herein results in undue hardship or expense to the utility, it may request specific relief by filing a formal application in accordance with the Commission's Rules of Procedures, except that where the relief to be requested is of minor importance or temporary in nature, the Commission may accept an application and showing of necessity by letter.

1.8 Revision of Rules.

Telephone utilities subject to these rules may individually or collectively file application with this Commission for the purpose of amending these rules. The application shall clearly set forth the changes proposed and the reasons for them. Other interested parties shall have the same rights to propose modifications by appropriate procedure.

2. STANDARDS OF SERVICE

2.1 General.

These rules establish uniform reporting levels of service for the installation, maintenance, and quality of telephone service. The service measures established are as follows:

<u>Service Measure</u>	<u>Type of Service</u>
Held Primary Service Orders	Installation
Installation-Line Energizing Commitments	Installation
Customer Trouble Reports	Maintenance
Dial Tone Speed	Dial Service
Dial Service (Service Observing)	Dial Service
Toll Operator Answering Time	Operator Services
Directory Assistance Operator Answering Time	Operator Services
Trouble Report Service Answering Time	Repair Services
Business Office Answering Time	Business Office

2.2 Description of Reporting Levels.

These levels have been established so as to indicate units which are not meeting the standard thereby providing an indication of inadequate service. Reporting service levels are established for each of the service measures, except held orders. Reporting Service Levels are applicable to each individual reporting unit.

3. TELEPHONE SERVICE MEASURES

3.1 Held Primary Service Orders.

a. Description. Requests for primary (main) telephone service delayed over 30 days because of lack of telephone utility plant. An order will count as held when service is not provided within 30 days after commitment date. The date the order is taken from the

customer shall be used in lieu of commitment dates where the utility cannot establish commitment dates. Orders requiring the customer to meet specific prerequisites (e.g., line extension charges), will be measured from the time prerequisites have been met.

- b. Measurement. Count once a month the total primary service orders held over 30 days for each reporting unit. Separate the results between four categories as follows: 31-60 days, 61-90 days, 91-180 days, and over 180 days.
- c. Reporting Service Level. Not Applicable
- d. Reporting Unit. Exchange or plant installation center, whichever is lesser.
- e. Reporting Frequency. Compiled monthly, reported quarterly for all reporting units.

3.2 Installation-Line Energizing Commitments.

- a. Description. Requests for establishment or changes in non-key telephone individual and party-line service that normally involve plant activity. Requests for disconnects or requests for the installation, change, or transfer of PBX, PABX, EPABX, or other multiline lines and special services are not included in the measuring base. Commitments will not be considered missed when resulting from customer action.
- b. Measurement. Count once a month the total commitments and the commitments missed. Commitments met, expressed as a percent, will equal total commitments minus

missed commitments divided by total commitments.

c. Reporting Service Level. 95% commitments met.

d. Reporting Unit. Central office wire center which handles at least 250 inward movements per month. In the event that the wire center does not meet the criteria, it should be combined with all other wire centers not meeting the criteria within the same plant installation center area and reported as a unit under the plant installation center.

e. Reporting Frequency. Compiled monthly, reported quarterly for those reporting units not meeting the reporting service level for any month.

3.3 Customer Trouble Reports.

a. Description. Initial reports from customers and users of telephone service relating to dissatisfaction with telephone company-provided equipment and/or service.

Reports not relating to the quality of telephone service, reports that cannot be completed because of a lack of access to customer's premises, subsequent reports, requests for operator assistance in placing calls, requests for busy verification, reports relating to toll private services, special services, customer-provided equipment, and employee reports will not be included. Reports received will be counted and related to the total working lines within the reporting unit in terms of reports per 100 lines.

- b. Measurement. Customer trouble reports received by the utility will be counted monthly and related to the total working lines within a reporting unit.
- c. Reporting Service Level. Six reports per 100 working lines (excluding terminal equipment reports) for units with 3,000 or more working lines, eight reports per 100 working lines (excluding terminal equipment reports) for units with 1,001-2,999 working lines, and 10 reports per 100 working lines (excluding terminal equipment reports) for units with 1,000 or fewer working lines.
- d. Reporting Unit. Central Office entity.
- e. Reporting Frequency. Compiled monthly, reported quarterly for those reporting units at or above the reporting service level for any month in accordance with record retention requirements.

3.4 Dial Tone Speed.

- a. Description. A measure of the adequacy of electro-mechanical or hybrid central office equipment to provide dial tone to the subscriber. Measurements are taken to obtain the percentage of originating busy hour call attempts receiving dial tone within 3 seconds.
- b. Measurement. Measurements are accomplished by utilizing a Dial Tone Speed Recorder, Timed All Trunks Busy Meters, or the equivalent.
- c. Reporting Service Level. 97.4% within 3 seconds.

- d. Reporting Unit. Each electromechanical or hybrid central office entity over 3,000 working lines. Electronic analog and digital central office entities are not reporting units for this index.
- e. Reporting Frequency. Compiled monthly and reported quarterly for those reporting units at or below the reporting service level for any month.

3.5 Dial Service (Service Observing).

- a. Description. A measure of the ability of the equipment to complete a customer-dialed call over the local and toll message network without the call encountering an equipment malfunction and/or all-paths-busy condition.
- b. Methods and Procedures. Detailed methods for the evaluation of calls and the compilation of results are contained in each utility's respective Service Evaluation Practice, a copy of which is on file with the California Public Utilities Commission.
- c. Reporting Service Level. 98.0% for the Home Number Plan Area (HNPA)/Service Area Measurement.
- d. Reporting Unit. Each central office entity over 3,000 lines.
- e. Reporting Frequency. Compiled monthly and reported quarterly for those reporting units not meeting the reporting service level for any month.

3.6 Toll Operator Answering Time.

- a. Description. A measurement of time for the operator to answer toll and assistance calls. A sample of answering interval is taken to obtain the percentage of toll and assistance calls answered within 10 seconds.
- b. Measurement. A sample of the answering interval on toll and assistance calls that is representative of the measurement period using a force administration data system (FADS), or an equivalent measuring device.
- c. Reporting Service Level. 85% answered within 10 seconds. If measurement data of average answering time is used, it will be converted to the percent answered within 10 seconds.
- d. Reporting Unit. Each traffic office handling toll and assistance calls and having an annual average business day call volume of 2,000 or more calls.
- e. Reporting Frequency. Compiled monthly and reported quarterly for those reporting units not meeting the reporting service level for any month.

3.7 Directory Assistance Operator Answering Time.

- a. Description. A measurement of time for the operator to answer directory assistance calls. A sample of answering interval is taken to obtain the percentage of directory assistance calls answered within 12 seconds.
- b. Measurement. A sample of answering interval on

directory assistance calls that is representative of the measurement period using a force administration data system (FADS), or an equivalent measuring device.

c. Reporting Service Level. 85% answered within 12 seconds. If measurement data of average answering time is used, it will be converted to the percent answered within 12 seconds.

d. Reporting Unit. Each traffic office handling directory assistance calls and having an average business day call volume of 2,000 or more calls.

e. Reporting Frequency. Compiled monthly and reported quarterly for those reporting units not meeting the reporting service level for any month.

3.8 Trouble Report Service Answering Time.

a. Description. A measurement of the time for the trouble report service attendant to answer trouble report calls. A sample of the answering interval is taken to obtain the percentage of trouble report calls answered within 20 seconds.

b. Measurement. A sample of the answering interval on trouble report calls that is representative of the measurement period using a force administration data system (FADS), or an equivalent measuring device.

c. Reporting Service Level. 80 % answered within 20 seconds. If measurement data of average answering time is used, it will be converted to the percent answered within 20 seconds.

- d. Reporting Unit. All centralized service groups which support 10,000 or more lines.
- e. Reporting Frequency. Compiled monthly and reported quarterly for those reporting units not meeting the reporting service level for any month.

3.9 Business Office Answering Time.

- a. Description. A measurement of time for the business office representative to answer business office calls. A sample of the answering interval is taken to obtain a percentage of business office calls answered within 20 seconds.
- b. Measurement. A sample of the answering interval on business office calls that is representative of the measurement period using a force administration data system (FADS), or an equivalent measuring device.
- c. Reporting Service Level. 70% answered within 20 seconds starting from January 1, 1992; 75% answered within 20 seconds starting from October 1, 1992; and 80 % answered within 20 seconds starting from July 1, 1993. If measurement data of average answering time is used, it will be converted to the percent answered within 20 seconds.
- d. Reporting Unit. All business offices which serve 10,000 or more lines.
- e. Reporting Frequency. Compiled monthly and reported quarterly for those reporting units not meeting the

reporting service level for any month.

4. RECORDS AND REPORTS

4.1 Reporting Units. Service measurements shall be maintained by reporting units. Reporting units will be exchange, plant installation center, central office entity, wire center, traffic office, trouble report service office, or business office as required. The reporting unit for each service measure is defined in Section 3 and summarized in Appendix B.

4.2 Reporting Levels. Reporting levels are established by these rules as set forth in Section 3. Service measurements with levels of service not meeting the reporting level in any given month will be considered indications of possible inadequate service. The reporting level for each service measure is summarized in Appendix A.

4.3 Reporting Requirements. Reports shall be made to the Commission quarterly of all reporting units providing service not meeting the reporting service level on any measure in any month during the quarter. Summaries of held primary service orders by reporting unit shall be submitted quarterly for each month during the quarter. Small reporting units will be excepted from reporting on certain service measures as set forth in Section 3 and summarized in Appendix B. Reports shall be filed within

30 days of the end of each quarter. Reports to the Commission of performance not meeting the reporting level shall state the levels of service for each service measure and the months being reported; reports on reporting units for two or more consecutive months shall also include a description of the cause of performance at the reported level, a statement of action being taken to improve service, and the estimated date of completion of the improvements. A sample format is included as Appendix D. A sample format for reporting held primary service orders is included as Appendix C.

4.4 Retention of Records. Monthly summary records of service measurements for each reporting unit will be retained for two years. All summary records will be available for examination by Commission representatives during the retention period and special summaries of service measurements may be requested by the Commission.

4.5 Commission Staff Investigations. The staff shall investigate, time and resources permitting, every report unit which is reported for six or more consecutive months.

4.6 Commission Staff Reports. The staff shall compile and present to the Commission a quarterly report as to the adequacy of telephone service in California. The report shall (a) point out areas where service problems surface repeatedly, (b) discuss utility and/or staff-proposed

remedies to the problems, and (c) shall evaluate the utilities' proposed remedies to the problem and if believed to be inadequate, suggest appropriate courses of action. The utility shall retain the right to file comments on the staff's report. In the event of a Commission directive on any particular area, the staff shall prepare the appropriate compliance report.

5. GENERAL ORDER REVIEW COMMITTEE

5.1 Intent.

a. Purpose. The purpose of the committee is to review the state of the art in telephony, to examine the measurements set forth in this General Order, and to suggest revisions, additions, and deletions to said measurements.

b. Methodology. The committee shall meet at least once a year; meeting minutes shall be taken and in the event that changes to the General Order are recommended, an appropriate report shall be submitted to the Commission with a suggested course of action.

5.2 Participation.

a. Commission. The Commission shall be represented on the committee by at least one member of the staff who shall chair the proceedings.

b. Industry. The telephone utilities shall be represented by individuals or joint representatives.

c. Public. The public may be represented by any individuals or interested parties knowledgeable in the science of telephony and/or this General Order.

Approved and dated May 20, 1992, at San Francisco, California.

PUBLIC UTILITIES COMMISSION

STATE OF CALIFORNIA

By /s/ NEAL J. SHULMAN
Executive Director

Appendix A

Standard Reporting Levels

Service Measure	Reporting Level
Held Primary Service Orders	See Section 3.1
Installation-Line Energizing Commitments	95%
Customer Trouble Reports For Central Office Entity with	
3,000 and More Working Lines Excluding terminal equipment reports	6 per 100 lines.
1,001 - 2,999 working lines Excluding terminal equipment reports	8 per 100 lines.
1,000 or Fewer Working Lines Excluding terminal equipment reports	10 per 100 lines.
Dial Tone Speed	97.4% within 3 seconds.
Dial Service (Service Observing)	98.0%
Toll Operator Answering Time	85% answered within 10 seconds.
Directory Assistance Operator Answering Time	85% answered within 12 seconds.
Trouble Report Service Answering Time	80% answered within 20 seconds.
Business Office Answering Time	70% answered within 20 seconds starting January 1, 1992; 75% answered within 20 seconds starting October 1, 1992; and 80% answered within 20 seconds starting July 1, 1993.

Appendix B

Record Keeping and Reporting Requirements

Service Measure	Reporting Unit and Minimum Reporting Size
Held Primary Service Orders	Exchange or Plant Installation Center, whichever is smaller
Installation-Line Energizing Commitments	Central Office Wire Center with 250 inward movements/month or Plant Installation Center
Customer Trouble Reports	Central Office Entity
Dial Tone Speed	Each electromechanical or hybrid Central Office Entity over 3,000 lines.
Dial Service (Service Observing)	Central Office Entity over 3,000 lines.
Toll and Assistance Operator Answering Time	Traffic Office handling toll and assistance calls --average business day call volume of 2,000 or more.
Directory Assistance Operator Answering Time	Traffic Office handling directory assistance calls--average business day call volume of 2,000 or more.
Trouble Report Service. Answering Time	Centralized group supporting 10,000 or more lines.
Business Office Answering Time	Centralized group supporting 10,000 or more lines.
Compilation of Data--Monthly	
Frequency of Reporting--Quarterly	
Retention of Measurements--2 years	

Appendix C

Held Primary Service Order Reports

Reports on held primary service orders shall set forth the following:

1. Reporting Unit name and further identification if name does not convey geographic location.
2. Total Telephones in service within reporting unit. This figure may be supplied once yearly as a year-end number.
3. Number of held orders for each month of the quarter.
4. Reason for the held order if carried over 180 days.

Appendix D

Reporting Level Performance Report

Reports on all service measures except held orders shall set forth the following:

1. Reporting unit name and further identification if name does not convey geographic location.
2. Service measure, level, and months being reported.
3. Cause of performance at the reported level if reported for two consecutive months. For installation commitments and customer trouble reports, indicate locations affected if cause is localized within a reporting unit.
4. Corrective action taken and anticipated completion date for (3) above.