### SUZANNE FANNON SUMMERLIN ATTORNEY AT LAW

1311-B Paul Russell Road, Suite 201 Tallahassee, Florida 32301 TELEPHONE (850) 656-2288 TELECOPIER (850) 656-5589

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April 11, 2001

Blanca S. Bayo, Director Division of Records and Reporting Florida Public Service Commission 4075 Esplanade Way, Room 110 Tallahassee, Florida 32399-0850 DI APR 11 PH 3: 54
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RE: Docket No. 000121-TP – Investigation into the Establishment of Operations Support Systems Permanent Performance Measures for Incumbent Local Exchange Telecommunications Companies.

Dear Ms. Bayo:

Enclosed for filing on behalf of IDS Telcom L.L.C., in Docket No. 000121-TP, are the original and fifteen copies of IDS Telcom L.L.C.'s Supplemental Direct Testimony of Keith Kramer and IDS' Motion to Accept Supplemental Direct Testimony of Keith Kramer and to Permit the Withdrawal of the Direct Testimony of William Gulas. Both of these documents have been provided this date by U.S Mail to the parties on the Certificate of Service attached to IDS' Motion. If you have any questions regarding this filing, please call me. Thank you.

Sincerely,

Suzanne F. Summerlin

SFS/bb Lv<sub>e</sub> Enclosures (32)

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1	BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION
2	IDS TELCOM, LLC
4 5 6	SUPPLEMENTAL DIRECT TESTIMONY OF KEITH KRAMER
7 8 9 10 11 12	IN RE: INVESTIGATION INTO THE ESTABLISHMENT OF OPERATIONS SUPPORT SYSTEMS PERMANENT PERFORMANCE MEASURES FOR INCUMBENT LOCAL EXCHANGE TELECOMUNICATIONS COMPANIES.  DOCKET NO. 000121-TP
14	Q: PLEASE STATE YOUR FULL NAME AND BUSINESS ADDRESS FOR
15	THE RECORD.
16	A: My name is Keith Kramer, Senior Vice President of IDS Telcom, LLC, located
17	at Miami, Florida.
18	
19	Q: PLEASE PROVIDE A BRIEF DESCRIPTION OF YOUR BACKGROUND
20	AND EXPERIENCE.
21	A: I began my telecommunications career in 1994 as Director of Sales and
22	Marketing at IDS. I have a Bachelors Degree in Business from the University
23	of Miami, a Master's Degree from Florida International University and over 15
24	years experience in retail sales and marketing.
25	
26	Q: COULD YOU PLEASE DESCRIBE BRIEFLY THE SCOPE OF YOUR
27	CURRENT RESPONSIBILITIES AT IDS?
28	A: I am responsible for product development and promotion for IDS.

And the second s

I have developed the sales division and managed the staff, at IDS producing an astounding revenue growth of \$1.2 million to \$40 million per year. More recently, I led the company's UNE-P development along with Operator Services and interface systems between IDS and BellSouth

Telecommunications, Inc. ("BellSouth"). I have negotiated the UNE contracts with BellSouth, Bell Atlantic and Southwestern Bell which led to my promotion to the position of Senior Vice President. I am currently responsible for all interconnection agreements, regulatory issues such as tariffs and certification in other states and the network planning for implementing the expansion of IDS.

#### Q: WHAT IS THE PURPOSE OF YOUR SUPPLEMENTAL DIRECT

#### **TESTIMONY?**

A: I am testifying on behalf of IDS Telcom, LLC ("IDS"), an alternative local exchange company ("ALEC") certificated and operating in the State of Florida. As an alternative local exchange company operating in Florida and providing telecommunications services to business customers, IDS must purchase telecommunications services on a resale and unbundled network element (UNE) basis from incumbent local exchange carriers such as BellSouth and Sprint. IDS must provision those resale services and UNEs through use of the incumbent local exchange carriers' operations support systems (OSS). Therefore, performance metrics set by the Commission in this proceeding will directly and substantially affect IDS' ability to provide services to Florida

1 consumers. Therefore, IDS has an important and substantial interest in this 2 proceeding.

## 3 Q: WHY IS IT NECESSARY FOR YOU TO PROVIDE THIS SUPPLEMENTAL

#### DIRECT TESTIMONY?

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A: I am providing Supplemental Direct Testimony because, at the time of the filing of my original Direct Testimony, I had not had the opportunity to review the Staff's Direct Testimony filed in February 2001, nor had I had the opportunity to draft complete testimony. IDS has not had the opportunity to participate in this ongoing proceeding for the last two years because IDS is a small operation. As a small company, IDS has devoted its limited resources to trying to provide local and long distance services instead of participating in this, although very worthwhile, very expensive proceeding. Another very significant reason for this Supplemental Direct Testimony is that there have been numerous occurrences since the due date for the original direct testimony of March 1, 2001, about which IDS could not have known when filing its direct testimony on March 1, 2001. IDS is a company which has had daily, direct experience with BellSouth's OSS Systems in regard to providing local telecommunications services for the past two years. This type of practical, actual hands-on experience appears to be somewhat unique. I believe that IDS' experience provides a useful perspective to the Commission as regards the types of performance metrics that need to be established by the Commission if any type of competition in the local exchange services market is ever going to develop.

#### Q: PLEASE SUMMARIZE YOUR TESTIMONY.

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A: IDS has experienced tremendous difficulties with the OSS provided by BellSouth in terms of the provisioning of telecommunications services for resale and the provisioning of UNEs. IDS has had extensive experience in the use of BellSouth's OSS and has found that BellSouth's OSS continues to cripple IDS' operations and to completely hinder any possibility of the development of competition in the local exchange services market. Any performance measures adopted by the Commission must be easily understandable, enforceable and verifiable, and must provide for serious 10 ramifications in the event of BellSouth's continued failure to meet its obligations regarding the provision of OSS that are at parity with its internal 12 OSS. IDS strongly supports the Staff's proposed general plan as presented 13 by Paul Stallcup's testimony filed in this proceeding. IDS supports Staff's 14 proposal because it contains incentives to compel BellSouth to provide 15 services to ALECs at parity with those provided to BellSouth's customers. 16 These incentives, in the form of monetary payments to ALECs in addition to 17 penalties to be paid to the State of Florida General Revenue Fund, will 18 provide the necessary motivation to BellSouth to bring its OSS Systems to a 19 fully functional level. Up to this point in time, BellSouth's OSS Systems have 20 not functioned properly and BellSouth has not provided service at parity to 21 ALECs. BellSouth has had no significant negative regulatory or legal 22 consequences as a result of its non-compliant service, either in the form of

regulatory penalties or money damages. This proceeding has the potential to provide those essential negative regulatory and legal consequences.

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# 4 Q: CAN YOU PROVIDE A BRIEF HISTORY OF IDS' RELATIONSHIP WITH 5 BELLSOUTH?

A: Yes. On November 11, 1999, IDS entered into an Agreement with BellSouth to sell Port/Loop Combinations with a Professional Service Fee attached. The Agreement was the result of good faith negotiations that started in April 1999. The Agreement spelled out two forms of electronic interfaces, EDI and TAG. In August 1999, IDS chose EDI as the electronic interface by which it would convert customers to UNE Port/Loop Combinations. During that month, IDS sent operational personnel to BellSouth for training. After IDS signed the Agreement, IDS attempted to convert its existing "resale" customer base to the UNEs as provided for in the Agreement. IDS had no success in this effort. BellSouth's customer service manager, Patty Knight, informed me that this was a training issue and suggested that BellSouth re-train our operational personnel. IDS agreed and the re-training commenced in December 1999. During the training session, IDS asked the trainers, Patty Knight and Pat Rand, to demonstrate EDI by converting some of our resale customers to UNE-P. Both representatives were unsuccessful in performing Port/Loop conversions through EDI. IDS later concluded that EDI would not be a successful interface for Port/Loop conversions.

In January 2000, IDS ordered TAG to replace EDI. BellSouth informed IDS that the installation and testing for TAG could not be performed until late May 2000. IDS responded that this was unacceptable. IDS stated that it would complain to the Florida Public Service Commission if BellSouth did not install TAG sooner than May 2000. IDS also evaluated other OSS systems to interface with TAG, including BellSouth, ROBOTAG, and MANTISS. Although both MANTISS and TAG were operational in March 2000, IDS was still unsuccessful at converting its resale base to UNE-P because BellSouth provided IDS an incorrect USOC. After several weeks, IDS obtained the correct USOC from BellSouth. However, IDS continued to experience difficulties in conversions of its resale customers to UNE-Ps because BellSouth had failed to enter the correct USOC into its billing system. After BellSouth entered the correct USOC, IDS again attempted in mid-April 2000 to convert its resale base to UNE-P. At this point, IDS found that BellSouth had frozen IDS' resale base for internal reasons, so IDS could not move its resale base to UNE-P.

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Nearing the end of April 2000, BellSouth asked IDS to be part of a BETA-test for bulk ordering conversions (See Exhibit A). IDS was still considering this request by BellSouth when, in the first week of May at the BellSouth CLEC forum, it was announced that bulk ordering capabilities were ready. IDS verified that BellSouth's announcement as to the readiness and functionality of its bulk ordering capabilities for UNE-P was reflected on the BellSouth Web site.

IDS was BellSouth's first customer to use bulk ordering to convert an entire set of resale customers to UNE-P. When IDS used BellSouth's bulk ordering system, IDS discovered that the system was not functional. This caused a great disruption of services to IDS' customers. BellSouth took 48 hours to identify the problem and two weeks to fully correct the problems caused our customers. During this crisis, when IDS' customers were experiencing problems, IDS discovered that BellSouth's retail operation was informing IDS' customers that the problems were created by IDS. The retail operation stated to IDS' customers that, if they would come back to BellSouth, their services would be restored within the hour. IDS reported this to BellSouth's wholesale operation, which responded with a letter to Joe Millstone, CEO of IDS, acknowledging that BellSouth had caused these problems. (See Exhibit B.)

After the immediate problems were addressed, BellSouth again asked IDS to BETA-test the bulk ordering system. This BellSouth request absolutely confirmed that BellSouth had previously released an untested system. IDS agreed to BETA-test the bulk ordering system but, during the testing phase, BellSouth denied IDS the option to purchase Port/Loop conversions.

Referring to the limitation of liability provision in the Interconnection

Agreement between IDS and BellSouth, BellSouth refused to assume any
liability for damages incurred by IDS as a direct result of BellSouth's actions.

BellSouth's actions constituted gross negligence. To mitigate the damages it caused IDS, BellSouth offered only a partial month's credit of \$31,000 and an

apology letter. IDS lost 712 lines for both local and long distance services, which translates into over a million dollars in annualized lost revenue. IDS continues to have serious OSS conversion problems. During the months of August and September 2000, IDS had continuing problems with what is referred to as "D" and "N" orders. In "D" and "N" orders, the customer's service is deactivated and then reactivated as new service. During the months of August and September 2000, due to system upgrades, an overwhelming number of IDS' customers were put out of service because the "D" orders went through, but not the "N" orders.

In October 2000, IDS discovered that, if its customer has voice mail,

BellSouth disconnects the customer's voice mail during the conversion to

IDS. The customer's voice mail requires reprogramming. This is an on-going issue.

In November 2000, IDS discovered that BellSouth was completing only 55% of the conversions on the "PON" due date. BellSouth was placing the balance of the conversions into a pending status. IDS informed BellSouth of this problem on a number of occasions. (See Exhibit C.) However, the problem increased significantly in December 2000 when several additional issues came to light.

BellSouth's LENS system has had systemic problems on a continual, basis, especially during a system upgrade that was begun in early September 2000. At this point, BellSouth was converting less than 50% of IDS' customers on the PON due date. BellSouth was delaying the majority of the

conversions for four to five weeks. Frequently, BellSouth's retail operation aggressively worked to win back IDS' customers while the customers' conversions were in a pending status. BellSouth was practically 100% successful in this effort. The data IDS was receiving through LENS was inaccurate. BellSouth was reflecting the conversion date as the PON due date even when the actual conversion was completed days or weeks after the PON due date. BellSouth was manipulating the data on the conversion date by back-dating the conversion date to the PON due date. IDS has raised this issue with BellSouth. (See Exhibit D.)

IDS' current OSS problems include: (1) BellSouth's retail operation has inappropriate access to BellSouth's wholesale operation's conversion process. This enables BellSouth's retail operation to win back customers prior to BellSouth's wholesale operation completing the initial conversion of the customers to IDS and reflecting such conversion by updating the Customer Service Record. (2) IDS' customers with voice mail systems suffer outages during the conversion process. (3) IDS' customers are not being converted in a transparent transaction; IDS' customers are being disconnected from their telecommunications services during their conversion to IDS. These customers are suffering outages that they frequently attribute to IDS as a result of BellSouth's retail operation's misrepresentations. (4) BellSouth's wholesale operation takes an extraordinarily long time to provision new services ordered by IDS' customers compared to the time it takes BellSouth's retail operation to provision the same services. Often

these customers are told that, if they return to BellSouth, their new services can be provisioned within hours.

A:

Q: WHAT ADDITIONAL INCIDENTS RELEVANT TO BELLSOUTH'S OSS
SYSTEMS AND THE PERFORMANCE METRICS AT ISSUE IN THIS
PROCEEDING HAVE OCCURRED SINCE THE MARCH 1, 2001,
DEADLINE FOR DIRECT TESTIMONY?

Since March 1, 2001, IDS has experienced several incidents related to BellSouth's OSS Systems that suggest the need for the type of performance metrics and enforcement measures laid out in Staff's proposal.

During the past several weeks, IDS has learned that fifty-three of its accounts have been contacted by BellSouth's retail division prior to IDS even receiving a Firm Order Confirmation. During these contacts, BellSouth's retail offers inducements to these customers to win them back to BellSouth's service. These types of coincidental actions by BellSouth's retail division strongly suggest that BellSouth's OSS Systems are providing inappropriate sharing of information regarding new ALEC customers between BellSouth wholesale and BellSouth retail permitting BellSouth retail to contact these customers and win them back with inducements prior to even completing the conversions to the ALEC.

IDS has also learned in the past few weeks that when IDS submits a "suspend" order to BellSouth, BellSouth has been frequently placing these customers in a "disconnect" mode. When this happens, BellSouth

disconnects a customer that owes money to IDS and IDS is then prevented from obtaining payment of those owed monies and BellSouth is permitted to win the customer back from IDS by providing service. If BellSouth properly implemented the "suspend" order, IDS would retain the customer. This would prevent BellSouth from providing service, and thus, IDS could compel payment of the customer's bill since service would be "suspended" until payment. This type of practice by BellSouth continually results in IDS losing additional customers back to BellSouth. Again, without reasonable and clear performance metrics and an effective enforcement mechanism as contained in the Staff's proposal, BellSouth pays no damages or penalties for these types of sub-parity services provided to IDS and other ALECs.

As of today's date, IDS has experienced yet another incident that illustrates the fact that, without clear, reasonable performance metrics and an effective enforcement mechanism, BellSouth can continue to provide extremely financially-costly sub-parity service to IDS and other ALECs with impunity. A business customer with 36 lines for whom IDS had recently submitted a conversion "as is" order to BellSouth, called IDS today. This customer stated that a BellSouth technician was at his premises to disconnect his telephone services because IDS had submitted an order to convert his service to IDS. When presented with IDS' statement that this customer's service was to be converted "as is", the BellSouth technician replied that he was "following his orders" by disconnecting the customer's service. This customer's service could be out for hours or days depending

on how long BellSouth takes to recognize the mistake it has made in not converting this customer's service "as is." Under the current regime without reasonable performance metrics and a serious enforcement mechanism as Staff has recommended, BellSouth will pay no damages to IDS for this mistake which has occurred consistently and frequently over the past two years. BellSouth will, in fact, charge IDS for its visit to this business customer to disconnect his service.

## Q: DO YOU HAVE ANY RECOMMENDATIONS FOR THE FLORIDA PUBLIC

SERVICE COMMISSION REGARDING BELLSOUTH'S OSS?

A: Yes. My first recommendation is to adopt the Staff's proposal for

performance metrics and an enforcement mechanism as set forth in Witness
Paul Stallcup's testimony. In addition, I have a number of other
recommendations, as follow below.

No. 1: IDS is capable of converting over a thousand business lines per day.

IDS has, in fact, processed this number of orders on a consistent basis. At present, BellSouth's OSS problems are causing IDS' customers to experience serious conversion problems 30% of the time. IDS has data that demonstrates this fact and is willing to provide such data to the Commission on a daily, weekly, monthly, or quarterly basis.

Recommendation: The Florida Public Service Commission should require that IDS and other ALECs provide data on a periodic basis to

1	demonstrate exactly what level of performance BellSouth's USS is achieving
2	at any given time.
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4	No. 2: BellSouth compiles data on conversions which it regularly provides to
5	IDS. BellSouth should be ordered to supply this same data to the
6	Commission for comparison to the data supplied by IDS and other ALECs.
7	Recommendation: The Florida Public Service Commission should
8	require that BellSouth provide the Commission, on a periodic basis, the same
9	data it provides to IDS and other ALECs on the percentage of conversions it
10	completes for IDS and other ALECs on an individual basis.
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12	No. 3: BellSouth should not be allowed to manipulate data on conversions in
13	order to reflect better performance. The Commission should use its authority
14	to severely penalize BellSouth where it finds evidence of such manipulation
15	by BellSouth as IDS experienced in November and December 2000.
16	Recommendation: The Florida Public Service Commission should
17	provide oversight of the data provided by BellSouth regarding the percentage
18	of conversions completed to assure that the data is not improperly
19	manipulated by BellSouth. In the event of such manipulation, the Florida
20	Public Service Commission should appropriately sanction BellSouth.
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22	No. 4: BellSouth's PMAP measurements need to be revised to accurately
23	reflect conversion performance. (See Exhibit E.) Currently, PMAP shows

Firm Order Confirmations ("FOCs"), but not conversions. A "FOC" simply means that BellSouth's Legacy System has received an order, not that BellSouth has successfully converted the line. (See Exhibit D – This Exhibit appears to reflect that BellSouth successfully completed 98% of the orders it received from IDS, when, in fact, BellSouth successfully completed only 55% of the orders it received from IDS.)

Recommendation: The Florida Public Service Commission should order BellSouth to revise its PMAP measurements to accurately reflect conversion performance.

No. 5: The OSS systems BellSouth utilizes for its wholesale customers should be identical to those utilized for BellSouth's retail customers.

Currently, BellSouth's retail operation has the capability to provision a customer's service within hours while BellSouth's wholesale operation cannot provision the same service for days or weeks. BellSouth's retail operation uses the RNS OSS system. The RNS system gives BellSouth's retail operation an inherent and profound advantage over BellSouth's wholesale operation. There can be no parity of service for ALECs with BellSouth's provision of services to its own retail customers while this situation continues.

Recommendation: The Florida Public Service Commission should order BellSouth to immediately provide IDS and other ALECs with access to the RNS system and any other OSS systems available to BellSouth's retail operation.

No. 6: Until BellSouth's wholesale OSS systems can perform conversions, moves, adds, and changes within a 5% standard deviation from what BellSouth's retail RNS and other OSS systems can perform, BellSouth's retail operation should be barred from winning back any customer to BellSouth's service based on OSS problems caused by BellSouth wholesale systems.

Recommendation: The Florida Public Service Commission should order BellSouth to demonstrate that its wholesale operation can perform conversions, moves, adds, and changes within a 5% standard deviation from what its retail operation provides prior to permitting BellSouth to operate under any tariff that provides win-back provisions.

No. 7: BellSouth's OSS upgrades and new OSS products must be fully BETA- tested and independently certified to function appropriately before BellSouth may offer them to ALECs.

Recommendation: The Florida Pubic Service Commissions should order BellSouth to cease and desist offering OSS upgrades or new OSS products prior to fully BETA-testing these products and having them independently certified to the Commission as functioning properly.

No. 8: In the event the BellSouth provides upgrades or products for OSS, the Commission should require that the BETA testing protocols and the third party certification to be filed with the Commission prior to the release date.

The Commission should then independently notify the ALECs of the upgrades

and or new products with the appropriate testing and certification available upon request.

Recommendation: The Florida Public Service Commission should order BellSouth to provide the BETA testing protocols and third party certification for OSS upgrades or new OSS products to the Commission prior to their release. The Commission should independently notify ALECs of the existence of such OSS upgrades and new OSS products and, upon request, provide copies of the BETA testing protocols and third party certification.

No. 9: BellSouth's wholesale operations' OSS system performance should be required to match that of BellSouth's retail operations' OSS system performance within a time certain. If by that time certain, BellSouth has not demonstrated parity between the wholesale operation's OSS systems and the retail operation's OSS systems, then BellSouth should be ordered to allow ALECs access to the retail OSS systems.

Recommendation: BellSouth should be ordered to demonstrate parity between its wholesale and retail operations' OSS systems within six months of the Commission's order. If BellSouth does not demonstrate such parity by that date, the Commission should order BellSouth to provide IDS and other ALECs immediate access to BellSouth's retail operation's OSS systems.

No. 10: The Commission should use real data provided by ALECs to determine if BellSouth has complied with the parity requirement.

Recommendation: The Florida Public Service Commission should require the submission of real data on which to determine if BellSouth has complied with the parity requirement.

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No. 11: BellSouth should be ordered to prove that its OSS Systems' do not provide its retail operation access to its wholesale operation's information on ALECs' customers. BellSouth must create a firewall between the two divisions immediately. The effectiveness of this firewall in creating a secure environment for ALECs' customers' data should be certified by an independent third party.

11 Recommendation: The Florida Public Service Commission should order 12

wholesale and retail operations.

BellSouth to prove that it has a structural arrangement that effectively protects ALECs from the sharing of customer information between BellSouth's

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No. 12: The Commission should establish a Code of Conduct to which BellSouth must adhere to protect ALECs from BellSouth's anti-competitive behavior.

Recommendation: The Florida Public Service Commission should appoint a committee based on representatives from both Tier-1 and Tier-2 companies, ALECs, and BellSouth to draft the Code of Conduct and the penalties for non-compliance. The Code of Conduct should be established and approved by the Commission for enforcement prior to January 1, 2002. No. 13: Neither party to interconnection agreements should be permitted to limit their liability for negligence, gross negligence, or willful misconduct in regard to OSS issue. As demonstrated in IDS' situation, because of an OSS failure, BellSouth won back a million plus dollars worth of customers.

BellSouth "mitigated" IDS' damages with a letter of apology and a credit of \$31,000. As long as limitation of liability provisions exist, it is in BellSouth's best interest to cause ALECs OSS problems to win back customers. There is no down side.

Recommendation: The Florida Public Service Commission should include in its Code of Conduct a requirement that parties bear the damages related to OSS failures for which they are responsible.

No. 14: The conversion data supplied by the ALECs and BellSouth should be sent to an independent third party. This data should show: (1) the number of accounts converted for UNE-Ps; (2) the number of accounts put into clarification by ALECs or by BellSouth; (3) the number of conversion problems categorized as catastrophic (customer put out of service); and (4) any other problems that change the scope of service that was previously provided by BellSouth. This performance data should then be compared to determine if the data supplied by BellSouth is consistent to that supplied by the ALECs. In the event there is a statistical deviation between the sets of

1	data, then either party can request an independent audit with the results then
2	reported to the Commission.
3	Recommendation: The Florida Public Service Commission should order
4	that conversion data be sent by ALECs and BellSouth to an independent third
5	party for analysis and comparison.
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7	No. 15: The Commission should create a fund to finance any independent
8	audits of conversion data with contributions coming from ALECs and
9	BellSouth, and the amount of contributions based on the comparative size of
10	the companies.
11	Recommendation: The Florida Public Service Commission should
12	create a fund to finance independent audits of conversion data with
13	contributions from ALECs and BellSouth and the amounts of the contributions
14	based on the comparative size of the companies.
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16	Q: DOES THIS CONCLUDE YOUR TESTIMONY?
17	A: Yes, it does.
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