

Date Mailed  
March 29, 2000

BEFORE THE  
PUBLIC SERVICE COMMISSION OF WISCONSIN

Investigation Into Ameritech Wisconsin Operational Support  
Systems

6720-TI-160

**ORDER**

This is a class 1 contested case proceeding to investigate and resolve problems associated with the Operational Support Systems (OSS) of Ameritech.<sup>1</sup> The proceeding is divided into phases. Phase I deals with the “development of [Ameritech’s] OSS performance measures and benchmarks, and how OSS performance testing should proceed.” The OSS testing is actually conducted in Phase II.

Several parties have reached agreement among themselves on a process for identifying and resolving a number of issues in Phase 1. This agreement is embodied in the “Statement of Principles” (Statement) dated February 24, 2000, attached as Appendix B.<sup>2</sup> The signatories to the Statement have moved the Commission to “adopt” the Statement<sup>3</sup> and to designate a project coordinator/facilitator for the “Forum” described in the Statement. The Commission finds that the Statement includes several good suggestions for the handling of Phase I of this case.

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<sup>1</sup> The Notice of Proceeding named Wisconsin Bell, Inc., the telecommunications utility doing business in Wisconsin as “Ameritech” (Ameritech Wisconsin) as the party nominally responsible for the OSS utilized in this state. It is understood that this OSS is neither owned nor controlled by Ameritech Wisconsin. Rather, Ameritech Wisconsin contracts with Ameritech Services, Inc., for operational support. It is further understood that Ameritech Wisconsin has the necessary legal and practical ability to act for and bind Ameritech Services, Inc., to comply with this Commission’s orders.

<sup>2</sup> Appendix A is the service list of parties in the docket.

<sup>3</sup> Administrative Law Judge Jeffry Patzke gave the non-signing parties an opportunity to object to or otherwise comment on the Statement. No party has objected.

Construing the Statement as a stipulation among the parties for the entry of an order adopting the parties' suggestions, the Commission, therefore, hereby orders<sup>4</sup> as follows:

1. Further Prehearing Conferences. The parties shall participate in a series of prehearing conferences pursuant to WIS. STAT. § 227.44(4)(a)5. Through these conferences the parties will attempt to identify the issues for Phase I of this proceeding and attempt to reach agreement on as many substantive issues as possible.

2. Assignment of Temporary Administrative Law Judge. Pursuant to WIS. STAT. §§ 196.24 and 227.46(1), and Wis. Admin. Code ch. PSC 1, Telecommunications Division Administrator Scot Cullen is temporarily assigned as an additional, temporary administrative law judge (ALJ) to supervise the further prehearing conferences contemplated in order paragraph 1. The appointment of Mr. Cullen as a temporary ALJ shall end with the submission to the Commission of the report described in order paragraph 3. In all other respects, Administrative Law Judge Jeffrey Patzke continues as the primary ALJ assigned to this docketed proceeding.

3. Report. At such time as the temporary ALJ concludes that the parties have exhausted their abilities to identify issues and reach agreements during the further prehearing conferences, the temporary ALJ shall prepare a report containing at least the following information: (1) a listing of all Phase I test design and implementation parameters (performance measures, benchmarks, pre-testing system upgrades or improvements, testing sequences, business processes, etc.) upon which the parties have reached agreement and seek Commission acceptance of the parameters in the order concluding Phase I, and (2) a statement of disputed issues which

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<sup>4</sup> The Commission has authority to issue this order under WIS. STAT. §§ 196.02, 196.03, 196.26, 196.28, 196.37, 196.199(2), 196.219, 196.39, 196.395, other provisions of WIS. STAT. chs. 196 and 227, as may be relevant hereto, and 47 U.S.C. §§ 251 and 252 as the Commission may in its discretion apply pursuant to its jurisdiction under WIS. STAT. ch 196.

the temporary ALJ recommends be made subject to the hearing scheduled to commence July 18, 2000. The report shall be presented to the Commission for review with sufficient time to permit Commission action, as appropriate, no later than June 1, 2000. The Commission may accept or modify the report's findings in whole or in part.

4. Prehearing Conference Management Function. This function involves the broad discretion to plan, schedule, and implement activities to achieve performance, cost, and scheduling objectives of the further prehearing conferences. This function shall be handled by an independent coordinator, who will do all things necessary to schedule and conduct prehearing conference meetings to the end of producing the report described above, subject to the temporary ALJ's direction and final approval for submission. The coordinator shall have knowledge and skills in the application of fundamental meeting facilitation techniques and shall be subject to the direction and control of the Commission directly and through the Telecommunications Division staff. Ameritech Wisconsin, at its sole expense, shall retain the coordinator under contract, which shall provide for Commission (including staff) direction and control of the coordinator's activities. A contract for retaining any coordinator shall be forwarded by the temporary ALJ to the Commission for acceptance or other appropriate action. The temporary ALJ may include a brief summary of any relevant party comments regarding the qualifications of a proposed candidate for coordinator. This provision shall be implemented as soon as practicable.

5. Prehearing Conference Dispute Resolution Function. The temporary ALJ shall render a proposed decision on any disputed matter raised by a party during the further prehearing conferences. The temporary ALJ may conduct such fact-finding as he deems necessary or appropriate under the circumstances. Formal hearing process shall not be required for fact-

finding. Exceptions to the findings and/or rulings of the temporary ALJ may be taken to the Commission pursuant to Wis. Admin. Code § PSC 2.66, and the Commission may choose to address the matter immediately or defer action until all matters from the further prehearing conferences are ready for review.

6. Staff Participation in Prehearing Conferences. Commission staff assigned to this docket may participate in the further prehearing conferences and the hearings to carry out its advisory functions, including such functions as informally mediating party disputes and facilitating agreements, furnishing relevant information, framing alternatives, advocating policy options, and identifying for discussion relevant stakeholder interests or concerns that might not otherwise be advanced.

7. Penalty Plan. Paragraph 5 of the Statement states a dispute between the Ameritech Wisconsin and the opposing competitive local exchange carrier (CLEC) parties over whether a penalty plan should be part of the prehearing conference process. The Commission tentatively determines that a “penalty plan” of the character contemplated by the Statement may reasonably become a part of the Phase II testing. The prehearing conference agenda should therefore provide for discussion of the issue at this time to achieve as much agreement as possible. The Commission reserves a final determination as to whether or not a “penalty plan” shall be finally ordered to be a part of Phase II testing.

8. Region-wide OSS Testing. The parties state views in Paragraph 13 of the Statement regarding region-wide or multi-state testing of Ameritech’s OSS. This proposition is insufficiently developed at this time for the Commission to make any determination, but the Commission will retain jurisdiction to reopen this order to reconsider this issue, upon party

motion or the Commission's own motion. A party motion to seek reopening of this issue shall be stated separately of all other matters and filed with ALJ Patzke for scheduling of responses and direct transmittal of all pleadings to the Commission. However, lack of regional or multi-state plans should not delay this proceeding.

9. Third-party Tester. OSS testing shall be conducted by a third-party tester approved by the Commission. The third-party tester shall be retained by Ameritech Wisconsin at its expense, but the tester, by terms of the hiring contract, shall be subject ultimately to the direction and control of the Commission and/or its designated agents. The tester may accept direction from prehearing conference parties, subject to Commission oversight and control, during the operation of the further prehearing conferences provided herein. The terms of the contract for hire shall be subject to Commission review and approval. The first order of business for the further prehearing conferences shall be the recruitment and selection (if agreement is achieved) of a tester. Agreement upon a choice shall be forwarded by the temporary ALJ directly to the Commission for approval or other appropriate order. Any dispute as to selection of a third-party tester shall be determined promptly and the dispute, with staff recommendations as to a tester, shall be forwarded by the temporary ALJ directly to the Commission. Independent party comments will not be accepted; all positions shall be summarized by the temporary ALJ in a forwarding memorandum.

10. Pseudo-CLEC Testing. Testing shall include use of a pseudo-CLEC, whose retention shall be subject to Commission approval. The pseudo-CLEC shall be retained by Ameritech Wisconsin at its expense, either in a separate contract, or as part of an addendum or modification of the third-party tester contract. By the terms of the hiring contract, the pseudo-

CLEC shall be subject to the direction and control of the Commission and/or its designated agents or by the prehearing conference parties. Approval of the retention of a pseudo-CLEC, or any dispute with respect thereto, shall be treated in the same manner as the third-party tester approval in Paragraph 9 above.

11. Commission Control. No official third-party testing shall proceed without formal Commission order. Generally, it is anticipated that most testing will occur upon Commission order concluding Phase I. For cause shown, the Commission may approve commencement or execution of specific official tests for Phase II purposes even if Phase I activities are not fully complete.

12. Third-party Test Minimums. No third-party testing can begin without the Texas<sup>5</sup> performance measures being expanded to include xDSL loop performance measures, as well as other new performance measures focusing on new products, including unbundled network element platforms (UNE-P), and inclusion of measures for jeopardy, held orders, change management, “hot cuts,” and new systems put in place as a result of the direction of the prehearing conference parties or the Commission.

13. Commission Discretion in Determinations. Notwithstanding certain terminology, e.g., “needs of the Commission” and “best aspects of the test plan” in Statement Paragraphs 6 and 9, respectively, the Commission reserves in its sole discretion the determination of the extent, nature, and quality (whether objectively or subjectively measured or evaluated) of all features or aspects of the OSS testing contemplated for Phase II of this proceeding.

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<sup>5</sup> Measures accepted by Texas Public Utility Commission and filed with the Federal Communications Commission. See *In the Matter of Application of SBC Communications, Inc. Pursuant to Section 271 of the Telecommunications Act of 1996 To Provide In-Region, InterLATA Services in Texas*, CC Docket No. 00-4.

14. Military-style Testing. All third-party testing shall be done in military-style testing, as described in Statement Paragraph 10, which is specifically incorporated herein by reference.

15. Access. CLEC parties to this docket shall have the right to (1) verify by documentation or direct, on-site inspection what is being tested; (2) receive a list of all documentation that Ameritech provides the third-party tester; and (3) verify by all reasonable means that the pseudo-CLEC is using the same information that Ameritech provides to the CLECs.

16. The provisions of above paragraphs 1 through 15, inclusive, shall be re-incorporated without change in the final order concluding Phase I of this docket, except as the Commission may subsequently determine otherwise.

17. Where a matter is not expressly covered in this order, the parties to the further prehearing conferences shall first resort to the Statement to determine whether a matter is an issue for the further prehearing conferences. The Commission intends a broad but reasonable reading of the Statement within the limits of this order and the Notice of Proceeding initiating this docket.

18. This order creates conditions for the scheduling of an additional series of prehearing conferences under WIS. STAT. § 227.44 as a means for further identifying issues in addition to those contemplated in the Notice of Proceeding. Any participation in the prehearing conferences scheduled pursuant to this order shall constitute a waiver of objections to any provisions herein per WIS. STAT. § 196.395.

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19. This order shall be effective upon mailing, and the Commission retains jurisdiction, upon a motion by a party, or upon its own motion, to reopen, amend, rescind, or otherwise modify this order.

Dated at Madison, Wisconsin, \_\_\_\_\_

By the Commission:

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Lynda L. Dorr  
Secretary to the Commission

LLD:MSV:lep:g\order\pending\6720-TI-160FurtherPrehearingorder032300

See attached Notice of Appeal Rights

Notice of Appeal Rights

Notice is hereby given that a person aggrieved by the foregoing decision has the right to file a petition for judicial review as provided in Wis. Stat. § 227.53. The petition must be filed within 30 days after the date of mailing of this decision. That date is shown on the first page. If there is no date on the first page, the date of mailing is shown immediately above the signature line. The Public Service Commission of Wisconsin must be named as respondent in the petition for judicial review.

Notice is further given that, if the foregoing decision is an order following a proceeding which is a contested case as defined in Wis. Stat. § 227.01(3), a person aggrieved by the order has the further right to file one petition for rehearing as provided in Wis. Stat. § 227.49. The petition must be filed within 20 days of the date of mailing of this decision.

If this decision is an order after rehearing, a person aggrieved who wishes to appeal must seek judicial review rather than rehearing. A second petition for rehearing is not an option.

This general notice is for the purpose of ensuring compliance with Wis. Stat. § 227.48(2), and does not constitute a conclusion or admission that any particular party or person is necessarily aggrieved or that any particular decision or order is final or judicially reviewable.

Revised 9/28/98

**APPENDIX A**

To comply with WIS. STAT. § 227.47, the following parties who appeared before the agency are considered parties for purposes of review under WIS. STAT. § 227.53.

**SERVICE LIST**  
(February 21, 2000)

**AMERITECH WISCONSIN**

by  
Mr. Michael I. Paulson  
722 North Broadway, 14<sup>th</sup> Floor  
Milwaukee, WI 53202-4396

**AT&T COMMUNICATIONS OF WISCONSIN, INC.**

by  
Mr. Phillip Uekert  
44 East Mifflin Street, Suite 600  
Madison, WI 53703-2877

**SPRINT COMMUNICATIONS COMPANY L.P.**

by  
Mr. Ken Schifman  
8140 Ward Parkway  
Kansas City, MO 64114

**GTE NORTH INCORPORATED**

by  
Mr. Paul R. Verhoeven  
State Manager – Regulatory Affairs  
100 Communications Drive  
P.O. Box 49  
Sun Prairie, WI 53590-0049

**KIESLING CONSULTING, LLC**

by  
Mr. Scott Girard  
6401 Odana Road  
Madison, WI 53719

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WISCONSIN STATE TELECOMMUNICATIONS ASSOCIATION

by

Ms. Maureen St. Germain  
6602 Normandy Lane  
Madison, WI 53719

WISCONSIN DEPARTMENT OF JUSTICE

by

Mr. Edwin J. Hughes  
Assistant Attorney General  
123 West Washington Avenue  
P.O. Box 7857  
Madison, WI 53707-7857

MCI WORLDCOM, INC.

by

Mr. David W. McGann  
205 North Michigan Avenue, Suite 3700  
Chicago, IL 60601

MCLEODUSA TELECOMMUNICATIONS SERVICES, INC.

by

Mr. William A. Haas  
Associate General Counsel  
6400 C Street, S.W.  
P.O. Box 3177  
Cedar Rapids, IA 52406-3177

RHYTHMS LINKS, INC.

by

Mr. Craig Brown  
Rhythms Links, Inc.  
6933 South Revere Parkway  
Englewood, CO 80112

CHARTER COMMUNICATIONS

by

Mr. James C. Rice  
440 Science Drive, Suite 302  
Madison, WI 53711

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TIME WARNER TELECOM

by

Ms. Marsha Rockey Schermer  
250 West Old Wilson Bridge Road, Suite 130  
Worthington, OH 43085

KMC TELECOM, INC.

by

Mr. John R. Evans  
KMC Telecom, Inc.  
3025 Breckinridge Boulevard, Suite 170  
Duluth, GA 30096

TDS METROCOM

by

Mr. Nicholas D. Jackson  
1212 Deming Way, Suite 350  
Madison, WI 53717-1965

CHORUS NETWORKS, INC.

by

Ms. Angela Keelan  
8501 Excelsior Drive  
Madison, WI 53717

TDS METROCOM, TIME WARNER TELECOM,  
RHYTHMS NET CONNECTIONS, KMC TELECOM

by

Mr. Peter L. Gardon  
Reinhart, Boerner, Van Deuren, Norris & Rieselbach, S.C.  
22 East Mifflin Street, Suite 600  
Madison, WI 53701-2020

CITIZENS' UTILITY BOARD

by

Ms. Mary Wright, Attorney  
Cullen, Weston, Pines and Bach  
122 West Washington Avenue, Suite 900  
Madison, WI 53703

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COVAD COMMUNICATIONS COMPANY

by

Ms. Felicia Franco-Feinberg, Attorney  
8700 West Bryn Mawr, Suite 800 South  
Chicago, IL 60631

PUBLIC SERVICE COMMISSION OF WISCONSIN

*(Not a party, but must be served)*

610 North Whitney Way  
P.O. Box 7854  
Madison, WI 53707-7854

*Courtesy List:*

Mr. Clark Stalker  
AT&T Corporate Center  
222 West Adams Street, Suite 1500  
Chicago, IL 60606

Mr. David J. Hanson  
Michael, Best & Friedrich  
One South Pinckney Street, #700  
P.O. Box 1806  
Madison, WI 53701-1806

Mr. Niles Berman  
Wheeler, Van Sickle & Anderson, S.C.  
25 West Main Street, Suite 801  
Madison, WI 53703-3398

Ms. Joan L. Volz  
13525 – 265 Street  
Welch, MN 55089



**BEFORE THE  
PUBLIC SERVICE COMMISSION OF WISCONSIN**

Investigation Into the Operational Support Systems :  
Of Ameritech Wisconsin : Docket No. 6720-TI-160

**STATEMENT OF PRINCIPLES**

**THIS STATEMENT OF PRINCIPLES** is entered into this 24<sup>th</sup> day of February, 2000, between Ameritech Wisconsin and the Parties of Record (collectively “The Parties”), including competitive local exchange providers (“CLECs”).

**WHEREAS** on December 15, 1999, the Public Service Commission of Wisconsin (“Commission”) issued a Notice of Proceeding and Investigation initiating this docket, the purpose of which is to investigate the Operational Support Systems of Ameritech Wisconsin;

**WHEREAS** on January 11, 2000, a prehearing conference was held in this docket, at which time Ameritech Wisconsin offered to submit to the Parties of Record on January 28, 2000, a written proposal detailing how, in its view, the investigation of Ameritech’s OSS systems should proceed, and the Parties agreed to convene a two-day technical conference to discuss the proposal;

**WHEREAS** Ameritech did submit the proposal to the Parties of Record, and recommended that the Commission join other Commissions in the Ameritech region to supervise an independent third party multi-state test of its region-wide Operational Support Systems (“OSS”) and its performance results;

**WHEREAS** the parties held a two-day, Staff-led technical conference on February 3 and 4, 2000 to discuss the proposal;

**WHEREAS** as a result of the technical conference, The Parties reached certain agreements and understandings; and

**WHEREAS** the parties desire to memorialize their understandings;

**NOW, THEREFORE**, the parties agree as follows:

1. The purpose of this proceeding is to evaluate the quality, timeliness and completeness of Ameritech Wisconsin's OSS used to support the CLECs seeking to enter the local markets currently served by Ameritech. In addition, this proceeding will test the change management procedures and testing environment(s) utilized with and available to CLECs when Ameritech Wisconsin institutes changes to its OSS. In order to accomplish these goals, the following issues will be investigated: the systems Ameritech Wisconsin currently has in place for pre-ordering, ordering, provisioning, maintenance and repair, and billing; the problems CLECs are

experiencing with Ameritech's current systems, how they can be fixed, and what systems improvements and enhancements are needed; what enhancements to the existing systems need be made prior to 3<sup>rd</sup> party testing; the design of a third-party OSS test, including what systems should be tested and when; the performance measures necessary to accurately monitor the performance delivered to CLECs, including but not limited to the areas monitored, metric definition and associated business rules; the accuracy, completeness and timeliness of all performance related data collection, computation, reporting and data retention/integrity; and, the adequacy of and adherence to change management procedures. It is the position of some of the parties that an issue in this proceeding is whether Ameritech Wisconsin's OSS represent the best available technology, both in the SBC systems and generally among ILECs. The parties acknowledge that the outcomes of this proceeding may be used by the parties in connection with a Section 271 application by Ameritech Wisconsin.

2. Ameritech will come forward with a plan for future enhancements to its OSS, timeframes for implementation of those enhancements, as well as proposed performance measures for those enhanced systems. After presentation of the plan, CLECs will be provided a reasonable opportunity to identify and prioritize these future enhancements for discussion and resolution in the Forum process. The Forum should begin meeting as soon as possible. Ameritech will provide a proposed test plan and expected pre-test OSS changes to the Forum. All proposals will be open for discussion in the Forum.

3. Ameritech agrees that, at a minimum, certain enhancements to the existing products, processes, or OSS need to be made prior to beginning third party testing. The specific enhancements to be made prior to beginning any portion of third party testing is an issue that must be discussed and resolved in the Forum process. These product and system enhancements to be discussed and resolved in the Forum process include, but are not limited to:

- A. A new loop assignment process, including voice grade loops served through integrated digital loop carrier equipment as well as xDSL loop prequalification processes. No plans currently exist to provide these functionalities to CLECs who do not use an Electronic Data Interchange system ("EDI"); however, Ameritech will work with the Forum process to discuss and develop means to make these functionalities available to non-EDI CLECs.
- B. A process to order unbundled network element platform ("UNE-P") in commercial volumes for both business and residential customers. No plans currently exist to provide any functionalities to CLECs who do not use an EDI system; however, Ameritech will work with the Forum process to discuss and develop means to make these functionalities available to non-EDI CLECs.
- C. An ordering process for adding ADSL functionality to a voice local loop.
- D. A process to order sub-loop unbundling.
- E. A process to order dark fiber.
- F. A new firm order confirmation process – including a new order jeopardy notification process for both EDI and non-EDI CLECs.

- G. Fail safe Hot-Cut procedures with dial tone and ANI testing completed 48hrs. prior to cut.
- H. The Street Address Guide (“SAG”) and Customer Service Record (“CSR”) will be synced up. (In other words, CSRs will be compared to the SAG, and errors in the CSRs will be corrected).
- I. Parsed CSRs will be provided.
- J. Implement industry standard versions of EDI (Version 10) and LSOG (Version 4) for ordering, including all associated functionalities by August, 2000.
- K. Implement an industry standard version of LSOG (Version 4) for preordering.

Ameritech has also agreed to implement a 10-digit trigger for number portability purposes on April 1, 2000.

As with all other disputes, any issues which are not resolved by agreement of the parties shall be resolved by the Commission.

4. As a baseline or starting point for the Forum process, the performance measures, including all the definitions, exclusions and associated business rules, as adopted by the Public Utility Commission of Texas in July 1999 will serve as the basis for monitoring support delivered to CLECs operating in Wisconsin. The Parties agree to expeditiously work together as a part of the Forum process on what additions to these performance measurements should be implemented prior to conducting a third party test of Ameritech’s OSS.

5. Prior to commencing the third-party test, Ameritech agrees, at a minimum, to expand the Texas performance measures to include xDSL loop performance measures, as well as other new performance measures focusing on new products, including UNE-P. The third party test will also include measures for jeopardy, held orders, change management, and "hot cuts", as well as new systems put into place as a result of the Forum process or Commission direction. The specifics of these new performance measurements, business rules, and calculations shall be the product of the Forum process, and to the extent possible, mutual agreement between Ameritech and the CLECs, and shall be established before the third party test is commenced. The CLECs agree that establishing a penalty plan is an essential part of the Forum process. Ameritech believes that establishing a penalty plan is part of a Section 271 process. Where agreement is not reached, the areas of disagreement shall be presented to the Commission, which shall make a final and binding decision. Ameritech also agrees that to the extent it had agreed to a parity or benchmark measure, including any subsequent modifications, in another state, it will import that benchmark or parity measure or modification to Wisconsin. To the extent both a parity standard and a benchmark standard are employed in other states where Ameritech is a local exchange carrier, the Commission shall determine which standard is applicable in Wisconsin.

6. A Forum shall be convened to facilitate discussion and resolution of the issues set forth in this Statement of Principles. The Parties contemplate participation in the Forum by representatives from the Commission(s), the third-party testing agent or some other consulting agent, and interested representatives from Ameritech Wisconsin and the CLEC community. The

Wisconsin Commission shall in all events retain full authority to ensure that the test is designed and conducted, and the results are evaluated, in accordance with the needs of the Commission.

7. The Parties agree that the Commission should hire, at Ameritech's expense, an independent third-party to conduct a comprehensive test of the Operational Support Systems of Ameritech Wisconsin to begin once the necessary system improvements as determined by the Forum process have been implemented. The Parties also agree that a mutually agreed upon entity other than the third-party tester should be retained to act as a pseudo-CLEC. To the extent determined by the Forum, the pseudo-CLEC shall build the OSS interfaces necessary, as determined in the Forum process, to determine whether Ameritech Wisconsin's systems and documentation are sufficient to permit CLECs to develop their OSS in order to enter the market. Ameritech shall provide no greater guidance and information to the pseudo-CLEC than that currently made available to any other CLEC operating within the state.

8. The Parties agree that a suitably qualified entity, as mutually agreed to by the Parties, should be the third-party testing agent. An expedited interview process to select the third party tester shall be conducted by the Forum. Such third party testing agent shall not have an existing or pending disqualifying business conflict with SBC/Ameritech, including any subsidiaries or affiliates. Although Ameritech Wisconsin will be paying all costs for the test, including the cost of the pseudo-CLEC, the Parties agree that the third party testing agent and the pseudo-CLEC shall take their direction exclusively from the Commission or the Forum. The Parties agree that the third party testing agent and the firm to act as the pseudo-CLEC should be promptly retained.

9. The test should be modeled after and based upon the best aspects of the test plan and tests conducted in other states, including, but not limited to, the plan and tests conducted on behalf of the Pennsylvania Public Utilities Commission, the New York Public Service Commission, and the Florida Public Service Commission to test the OSS of Bell Atlantic Pennsylvania, Bell Atlantic New York, and Bell South (Florida), and will take into account the needs of providers in Wisconsin, as agreed to by the Forum or as determined by the Commission.

10. The test, using commercial volumes and capacity testing as determined by the Forum, shall be conducted military style (test until pass). Testing for a scenario is not considered completed in a satisfactory manner until such time as the performance meets or exceeds performance standards established for the relevant metrics in advance of initiation of testing. All corrective actions shall be subjected to retesting.

11. In addition to other guarantees for an open process embodied in this Statement of Principles, the CLECs shall: (1) have the opportunity to verify what is being tested; (2) receive a list of all documentation that Ameritech provides to the third party tester; and (3) be permitted to verify that the pseudo-CLEC is using the same information that Ameritech provides to the CLECs.

12. Carrier-to-carrier testing using commercial volumes, friendly testing of lines into a central location as requested by a CLEC, and capacity testing as determined by the Forum will be performed. Certain parties suggest that friendly testing involves the testing of up to 1,000 lines. The Forum will determine the exact number of lines that should be part of any friendly test.

13. Ameritech represents that it desires to have its OSS tested on a region-wide or multi-state basis. While some of the Parties of Record have indicated interest in the approach, they await assurances that such a test would ensure that the OSS will function at acceptable performance levels for commercial volumes throughout the region, given Ameritech's legacy "back-office" systems which exist throughout the region and provisioning variances by state. Some parties also assert that Wisconsin-specific testing, as well as results comparisons with SBC/Ameritech's Wisconsin retail channel and individual affiliates, will be necessary in any multi-state testing platform. CLECs desire demonstrations that all order types flow into and through the SBC/Ameritech OSS systems successfully in each participating state.

14. Any issues not resolved in the Forum process by agreement of the parties shall be resolved by the Commission. Parties to P.S.C.W. Docket No. 6720-TI-160 may bring to the Commission for resolution disputes that cannot be mutually agreed to in the Forum process. The Parties of Record reserve the right to escalate issues, wherever raised in the Forum process, to the Commission for resolution by whatever lawful process the Commission determines to be appropriate. If the Commission does not resolve the issue at an earlier date, the issues shall be presented to the Commission in an evidentiary hearing, tentatively scheduled for July 18, 2000.

15. The Parties agree that this Statement of Principles allows the parties to advocate in this proceeding, including during the Forum process, additional issues, such as more OSS system enhancements, along with associated performance measurements, and necessary modifications to any third-party tests. Not addressing any particular issue in this Statement of Principles therefore should not be taken to mean acquiescence with the position of any other party.

[Signature blocks omitted]