

Before the
**CALIFORNIA GOVERNOR'S
OFFICE OF EMERGENCY SERVICES**
Sacramento, CA

In re Notice of Proposed Rulemaking
on Community Isolation Outage
Regulations

Issued: March 16, 2020

**COMMENTS OF THE
ALLIANCE FOR TELECOMMUNICATIONS INDUSTRY SOLUTIONS**

The Alliance for Telecommunications Industry Solutions (ATIS) submits these comments in response to the California Governor's Office of Emergency Services (OES) *Notice of Modifications to Text of Proposed Regulations (Notice)*, released March 16, 2020, regarding Community Isolation Outage Regulations. As explained more fully below, ATIS is concerned that some of the regulations may be technically and/or operationally challenging to implement.

I. BACKGROUND

ATIS is a global standards development and technical planning organization that develops and promotes worldwide technical and operations standards for information, entertainment, and communications technologies. ATIS' diverse membership includes key stakeholders from the Information and Communications Technologies (ICT) industry –wireless, wireline, and VoIP service providers, equipment manufacturers, broadband providers, software developers, consumer electronics companies, public safety agencies, and internet service providers. ATIS is also a founding partner and the North American Organizational Partner of the Third Generation Partnership Project (3GPP), the global collaborative effort that has developed the Long-Term Evolution (LTE), LTE-Advanced and 5G wireless specifications. Nearly 600

industry subject matter experts work collaboratively in ATIS' open industry committees and incubator solutions programs.

ATIS' Network Reliability Steering Committee (NRSC) was formed in 1993 at the recommendation of the first Network Reliability and Interoperability Council. The NRSC strives to improve network reliability by providing timely consensus-based technical and operational expert guidance to all segments of the public communications industry. The NRSC addresses network reliability improvement opportunities in an open environment and advises the communications industry through the development of standards, technical requirements, reports, bulletins, Best Practices, and annual reports. The NRSC is comprised of industry experts with primary responsibility for examining, responding to, and mitigating service disruptions for communications companies. NRSC participants are the industry subject matter experts on communications network reliability and outage reporting.

II. COMMENTS

A. Cal OES Should Not Adopt a ZIP Code Based Reporting Threshold

ATIS NRSC notes that the current draft regulations raise significant implementation issues stemming from the proposed use of ZIP Codes in the community isolation outage reporting thresholds, particularly for telecommunications services provided by "telephone line" and "VoIP or Internet Protocol enabled service." Under the proposed rules, a community isolation outage is deemed to exist for telephone lines or VoIP networks if the outage is not caused by scheduled maintenance, lasts at least 30 minutes, and potentially affects: (1) at least 100 end users in a single ZIP Code, or (2) at least 50% of end users in a ZIP Code with fewer than 100 end users.¹

¹ Proposed Sections 5002 (a) (1) and (2).

ATIS notes that the proposed ZIP Code-based threshold is inconsistent with the thresholds used for other outage reporting requirements, including the Federal Communications Commission’s Network Outage Reporting System and Disaster Reporting Information System. ZIP Codes have in fact never been used in any outage reporting regime because they have no logical relation to network facilities or providers’ service areas. Therefore, because service providers generally do not have systems in place to report outages based on its coverage area in a ZIP Code, providers would need develop, implement and test new tools, creating unnecessary burdens and expenses to implement. Providers would also likely require additional time to implement a ZIP Code-based metric, which could make implementation as early as the July 1, 2020, proposed deadline extremely challenging.

Instead of the proposed ZIP Code threshold, ATIS NRSC supports the recommendation from the California Cable and Telecommunications Association (CCTA) and others that OES should revise its definition of community isolation outage as it pertains to providers of voice service by wireline and/or VoIP to better align this definition with advanced IP network architecture and the facilities where outages originate.² Specifically, a community isolation outage should be found to exist for voice service provided by wireline or VoIP, only if an outage lasts at least 30 minutes due to a network failure affecting a remote central office or a host central office or a network facility that is functionally equivalent.³

B. Cal OES Should Revise the Proposed Definition of Scheduled Maintenance

ATIS NRSC is also concerned that the proposed definition of scheduled maintenance may create implementation challenges. Under the proposed rules, “planned maintenance” is defined as “planned telecommunications service maintenance activities that are initiated solely

² CCTA Comments at pp. 1, 6.

³ CCTA Comments at p. 8.

by a telecommunications service provider to improve service and last no more than four hours, provided each potentially impacted end user receives notice of the estimated duration of the planned maintenance before the maintenance begins.”⁴

As currently written, this definition would require service providers to be able to identify all potentially impacted end users in advance of the planned maintenance. However, it is not feasible for all providers to know this information. Mobile service providers, as well as some VoIP providers, would not necessarily know which of its end users would be impacted by the planned maintenance because they do not know where their end users may be during the planned maintenance window. ATIS therefore recommends that the proposed definition of “scheduled maintenance” be revised to exclude a reference to a requirement that providers notify the end user.

ATIS NRSC notes that providers have established standard planned maintenance windows. These are scheduled during off-peak hours to minimize impacts to end users. The duration of the maintenance window may vary depending on the type of maintenance being completed and imposing a specific time limitation is therefore inconsistent with existing industry practices. Instead, ATIS NRSC recommends that “planned maintenance” be defined as “planned telecommunications service maintenance activities that are initiated by a telecommunications service provider to improve or maintain service or safeguard customers and the network and occur during the provider’s established planned maintenance window.”

⁴ Proposed Section 5001 (f).

II. CONCLUSION

ATIS appreciates the opportunity to provide its input to the *Notice* and welcomes the opportunity to provide additional information about the industry work described in these comments.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Thomas Goode". The signature is fluid and cursive, with a large initial "T" and a long, sweeping underline.

Thomas Goode
General Counsel
Alliance for Telecommunications Industry Solutions
1200 G Street, NW
Suite 500
Washington, DC 20005
(202) 628-6380

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