

PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Agenda ID# 24199 (Rev. 1)  
COMMUNICATIONS DIVISION

RESOLUTION T-17917  
June 11, 2026  
Item 20

R E S O L U T I O N

**RESOLUTION T-17917. 2025 GO 133-D service quality fines.**

**PROPOSED OUTCOME:** Approves advice letters setting forth a total of \$2,975 in fines for telephone service providers that failed to meet required service quality performance standards in Calendar Year 2025 pursuant to General Order 133-D.

**SAFETY CONSIDERATIONS:** A carrier's failure to meet GO 133-D service quality standards limits customers' ability to call 911 and other emergency services and restricts public safety personnel from communicating with each other during emergencies or disasters.

**ESTIMATED COST:** There are no ratepayer costs associated with this resolution.

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**SUMMARY**

This Resolution summarizes and approves the advice letters of Frontier Communications of the Southwest (Frontier SW), Consolidated Communications, and Happy Valley Telephone<sup>1</sup> on their proposed General Order (GO) 133-D fines calculations totaling **\$2,975**. The fines are a consequence of substandard service quality performance in the calendar year 2025. Per GO 133-D, the carriers calculated their fines by applying the prescribed method for each month that failed to meet specific minimum standards for the *Out of*

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<sup>1</sup> Frontier Communications of the Southwest (U-1026-C) AL #238, Consolidated Communications (U-1015-C) AL #2105, and Happy Valley Telephone (U-1010-C) AL #417.

*Service Repair Interval* under Section 3.4 and *Answer Time* under Section 3.5. Submission of these fines for calendar year 2025 complies with the directions specified in Section 9.6<sup>2</sup> of GO 133-D.

## **BACKGROUND OF THE GENERAL ORDER**

Since 1972, the California Public Utilities Commission (Commission) has required public utility telephone corporations to provide service that meets minimum service quality standards set forth in the General Order (GO) 133 series.<sup>3</sup> The Commission in GO 133-C<sup>4</sup> established a minimum set of service quality standards and reporting requirements for the installation, maintenance, and operator services for local exchange telephone service in California.

In March 2011, the Commission’s Communications Division Staff (Staff) issued a report detailing the substandard levels of service quality reported by carriers for the year 2010. In response, the Commission opened Rulemaking (R.)11-12-001 to review carriers’ performance, to assess the relevance and effectiveness of the GO 133-C measures, and to determine if penalties are necessary for substandard performance.

On August 29, 2016, the Commission issued Decision (D.) 16-08-021, which adopted the current GO 133-D<sup>5</sup> and established annual fines for carriers who fail to meet any of the service quality standards for three consecutive months.<sup>6</sup>

## **GENERAL ORDER 133-D SERVICE QUALITY REPORTING STANDARDS**

GO 133-D requires that public utility telephone corporations must meet the minimum reporting standards for the five telephone service quality measures. The five measures are as follows:

### **Service Measure**

### **Type of Service**

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<sup>2</sup> Advice Letter Tabulating Fine. The performance of any telephone corporation subject to GO 133-D that does not meet the minimum standards shall submit annually, by February 15 of the following year, a Tier II Advice Letter that shows by month each Service Quality measurement that it did not meet the minimum standards and the applicable fine.

<sup>3</sup> See Pub. Util. Code § 2896 (“The [C]ommission shall require telephone corporations to provide customer service to telecommunication customers that includes, but is not limited to, ... (c) Reasonable statewide service quality standards, including but not limited to, standards regarding network technical quality, customer service, installation, repair, and billing. ...”); see also GO 133-D, § 1.1(a).

<sup>4</sup> The Commission approved GO 133-C in Decision (D).09-07-019 (July 9, 2009).

<sup>5</sup> D.16-10-019 corrects minor errors in the original version of GO 133-D.

<sup>6</sup> GO 133-D, § 9.1.

Installation Interval	Installation
Installation Commitments	Installation
Customer Trouble Reports	Maintenance
Out of Service (OOS) Repair Interval	Maintenance
Answer Time	Operator Services

Each measure has an assigned Minimum Standard Reporting Level. GO 133-D requires telephone corporations to report, on a quarterly basis, their monthly performance results for each of the five service quality metrics<sup>7</sup> using a standardized form developed by Commission staff (known as a “Service Quality Standards Report Card”).<sup>8</sup> These quarterly reports are published on the Commission’s website.<sup>9</sup> When a carrier’s performance falls below any of the minimum standards, the carrier is deemed to be out of compliance and must report this information to the Commission.

**GENERAL ORDER 133-D FINES**

GO 133-D was adopted in August 2016 and became effective on January 1, 2017. Section 9 of GO 133-D outlines fines related to service quality, which apply only to carriers of traditional voice telephone services.<sup>10</sup>

A carrier’s performance, size, and duration of noncompliance are factors in calculating the GO 133-D fine amount. A carrier will begin incurring a fine for these service quality measures when it reaches “chronic failure status,” which means a failure to meet the minimum standard for three consecutive months. The carrier will not incur fines for the first two months of noncompliance.<sup>11</sup> A carrier in chronic failure status will be fined a specific amount specified in Sections 9.3 to 9.5, for each day that it fails to meet the minimum monthly standard. Fines are assessed on an annual basis, but “chronic failure status” is not reset at the end of a calendar year but it is determined based on the carrier’s

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<sup>7</sup> See §§ 3.1(e), 3.2(e), 3.3(e), 3.4(e), and 3.5(e) in both GO 133-C and GO 133-D.

<sup>8</sup> See GO 133-C, Rule 8 (“8. FORM The attached form is a template for reporting GO 133-C Service Quality Standards. The staff may change this form as necessary.”; see also GO 133-D, Rule 10 (“10. FORM The attached form is a template for reporting GO 133-D Service Quality Standards. The staff may change this form as necessary. Additional information can be found on the Commission’s website.”) The form can be found at <https://www.cpuc.ca.gov/industries-and-topics/internet-and-phone/network-performance-and-public-safety/service-quality>.

<sup>9</sup> See <https://www.cpuc.ca.gov/industries-and-topics/internet-and-phone/network-performance-and-public-safety/telecommunications-carriers-service-quality-reports>. The Commission’s Communications Division posts on its webpage all reporting carriers’ Quarterly Service Quality Reports (*i.e.*, service quality report cards) from 2016 to present.

<sup>10</sup> GO 133-D defines time division multiplexing (TDM)-based voice service as “traditional telephone service.”

<sup>11</sup> GO 133-D, § 9.1.

continuous service quality performance from year to year.<sup>12</sup> A carrier will exit “chronic failure status” once it meets the required standard(s) for two consecutive months.

Section 9.6, Advice Letter Tabulating Fine, requires a telephone corporation that fails to meet the minimum standards to calculate and report the applicable fine imposed by GO 133-D on an annual basis, stating:

The performance of any telephone corporation that does not meet the minimum standards shall submit annually, by February 15 of the following year, a Tier II Advice Letter that shows by month each Service Quality measurement did not meet the minimum standards and the applicable fine.

The advice letter shall contain detailed calculations with explanations of how each fine was calculated...The Communications Division (CD) will prepare a resolution for the Commission annually, and if the resolution is adopted, then fines shall be payable to the California Public Utilities Commission for deposit to the California General Fund.<sup>13</sup>

## **ADVICE LETTERS**

Table 1 below lists the advice letters received for the 2025 GO 133-D service quality fines.

**TABLE 1: 2025 GO 133-D Advice Letters**

<b>Advice Letter No.</b>	<b>Filed By</b>	<b>Utility No.</b>	<b>Date Filed</b>	<b>Proposed Fine</b>
238	Frontier SW	U-1026-C	2/13/2026	\$1,350
2105	Consolidated	U-1015-C	3/11/2026	\$500
417	Happy Valley	U-1010-C	2/12/2026	\$1,125
<b>TOTAL PROPOSED FINES</b>				<b>\$2,975.00</b>

<sup>12</sup> *Ibid.*

<sup>13</sup> GO 133-D, § 9.6. Section 9.6 became effective January 1, 2017

## DISCUSSION

### 1. Scaling Factor

General Order 133-D outlines the determination of fine amounts, utilizing base values specified in Sections 9.3 to 9.5. These amounts are then adjusted using a formula that reflects the relative size of the carrier within the California market.<sup>14</sup>

The scaling factor formula is presented below in Table 2, with the results shown in the table:

$(\text{Carrier's Working Lines} / \text{Total CA Working Lines}) = \text{Carrier's Scaling Factor}$

$(\text{Carrier's Scaling Factor}) \times (\text{Monthly Base Fine per Measure}) \times (\text{Number of Months in Chronic Failure}) = \text{Fine}$

**TABLE 2: Calendar Year 2025 Working Lines and Scaling Factor for carriers paying fines under GO 133-D.**

2025 Working Lines and Scaling Factor for Carriers Paying Fines Under GO 133-D		
Carrier	2025 Working Lines	Scaling Factor
Frontier Southwest	1,523	0.06%
Consolidated	7,920	0.33%
Happy Valley	1,274	0.05%

### 2. Fines for the GO 133-D Standards

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<sup>14</sup> Annually, the Communications Division prepares a list of the total number of working telephone working lines in California from carriers subject to GO 133-D requirements. Based on carrier size relative to the number of working lines it serves at the end of June in the reporting year, a carrier receives its unique Scaling Factor, the percentage of its customers relative to all California telephone customers. The table of carriers, working lines, and the percentage of working lines served by each carrier appears as a PDF document titled *Total Number of Working Lines in California for June 2025 from Carriers Reporting Under GO 133-D* found under Reference Information at: <https://www.cpuc.ca.gov/-/media/cpuc-website/divisions/communications-division/documents/service-quality/june-30-2021-go-133-d-carrier-line-counts.pdf>.

**A. Out of Service Repair Interval**

The *Out of Service Repair Interval*, as defined in § 3.4, is a metric that quantifies the average interval between when a carrier acknowledges out of service trouble reports and when the customer’s service is restored. To determine this average interval, a carrier divides the number of OOS repair tickets that are restored within 24 hours by the total number of reports received. The Minimum Standard Reporting Level for reporting the *Out of Service Repair Interval* mandates that at least 90% of outages must be restored within 24 hours or less.

The fine structure for this standard is calculated using the following criteria as shown in Table 3.

**TABLE 3: OOS Interval Fine**

Base <i>Out of Service Repair Interval</i> Fine, GO 133-D, Section 9.3		
	1 or 2 Consecutive Months of Standard Not Met	3 or more Consecutive Months of Standard Not Met
Fine Per Day	\$0 per day	\$25,000 per day
Days in a Month (for all months)	30 days	30 days
Base Fine per Month	\$0	\$750,000 per month

Frontier Communications of the Southwest and Happy Valley Telephone failed to meet the *Out of Service Repair Interval* standard for the following months in 2025 as shown in Table 4.<sup>15</sup>

**TABLE 4: 2025 OOS Repair Interval**

	2025 <i>Out of Service Repair Interval</i> – 90% Minimum (*chronic failure status - fines assessed)
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<sup>15</sup> Months that fell below the minimum standard show the percentage in red, and months that incurred a fine are marked with an asterisk.

2025 Out of Service Repair Interval – 90% Minimum (*chronic failure status - fines assessed)												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
<b>Frontier SW</b>	87.5%*	71.43%*	100.0%	87.5%*	100.0%	94.74%	100.0%	100.0%	94.44%	100.0%	88.89%	80.0%
<b>Happy Valley</b>	100.0%	90.0%	100.0%	81.82%	100.0%	75.0%	100.0%	77.78%	80.0%	75.0%*	80.0%*	71.43%*

Frontier Southwest’s OOS repair rate was below 90% and in ‘chronic failure status’ during January, February, and April 2025. Frontier SW’s OOS was below 90% in November and December 2025, however no fines were incurred for those months as the metric was not below 90% for more than two consecutive months. Frontier SW’s OOS proposed fine calculation in AL 238 is accurate and was calculated as follows:

$$(\text{Frontier SW Scaling Factor } 0.0006 \times (\text{Monthly Base Fine } \$750,000) \times (\text{Number of Months in Chronic Failure } 2)) = \$1,350$$

Happy Valley’s OOS repair rate was below 90% and in ‘chronic failure status’ during October, November, and December 2025. Happy Valley’s OOS was below 90% in April and June, however no fines were incurred for those months as the metric was not below 90% for more than two consecutive months. Happy Valley’s OOS proposed fine calculation in AL 238 is accurate and was calculated as follows:

$$(\text{Happy Valley Scaling Factor } 0.0005 \times (\text{Monthly Base Fine } \$750,000) \times (\text{Number of Months in Chronic Failure } 2)) = \$1,125$$

**B. Customer Trouble Reports**

The *Customer Trouble Reports* standard, outlined in Section 3.3, measures the number of complaints received by a carrier from its customers regarding their dissatisfaction with company telephone services. The Minimum Standard Reporting Level for the *Customer Trouble Reports* measurement varies depending on the number of working lines per reporting unit.

All carriers involved in this resolution met the *Customer Trouble Reports* standard during 2025.

**C. Answer Time for Trouble Reports and Billing and Non-Billing Inquiries**

The *Answer Time* standard, outlined in § 3.5, measures the amount of time it takes for an operator to answer the phone when customers call a business office for billing and non-billing inquiries, or a repair office to report issues. The value is calculated as an average answer time of a sample of the answering interval of calls to business and repair offices that is representative of the reported period.

The Minimum Standard Reporting Level for *Answer Time* requires that a minimum of 80% of calls should be answered by an operator within 60 seconds. This standard applies whether the caller is speaking to a live agent or has initially engaged with an interactive voice response or automatic response unit system before reaching a live agent.

Consolidated were assessed fines for the Answer Time metric in 2025 as shown in Table 5.

**TABLE 5: 2025 Answer Time Metric**

	2025 Answer Time – 80% Minimum (*chronic failure status – fine assessed)											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
<b>Consolidated</b>	60.3%	54.5%*	36.2%*	39.4%*	43.6%*	43.9%*	66.6%*	83.7%	86.0%	81.9%	81.9%	84.3%

Consolidated fell below the minimum standard of 80% for Answer Time for 6 consecutive months in 2025. Fines were assessed from February through July 2025. The Answer Time monthly fine increases incrementally based on the number of months the carrier is not in compliance with the Answer Time metric.<sup>16</sup> The proposed fines in Consolidated’s advice letters 2105 are accurate and calculated as shown below.  
*Consolidated Communications:*

$$(\text{Consolidated Scaling Factor } 0.0033) \times (\text{3-5 months Base Fine } \$15,000) \times (\text{Number of Months in Chronic Failure } 3) = \$148.5$$

<sup>16</sup> GO 133-D, § 9.5. The initial base fine is \$500 per day (1 to 3 months), which will escalate to the highest daily fine of \$2,000 per day (12 months or longer).

(Consolidated Scaling Factor 0.0033) X (6-8 months Base Fine \$30,000) X (Number of Months in Chronic Failure 3) = **\$297**

Answer Time fine: \$148.5 + \$297 = **\$445.50**

The calculated fine of \$445.50 is below the minimum fine of \$500 per carrier established by GO 133-D. Therefore, Consolidated will be assessed a fine of \$500 for failing to meet the Answer Time standard for 3 months in 2025.<sup>17</sup>

#### D. Installation Interval

The standard for *Installation Interval*, as defined in § 3.1, refers to the amount of time required to install basic telephone service from the time a customer requests service until the service is fully operational. This standard measures the average number of business days between when a service order was placed and when the service became operational. It is calculated by dividing the total number of business days by the total number of service orders a carrier received during a reporting period. The standard requires an installation interval of five business days or fewer and it applies only to general rate case (GRC) Incumbent Local Exchange Carriers (ILECs).

All carriers in this resolution met the *Installation Interval* standard during 2025.

#### E. Installation Commitments

The standard for *Installation Commitments*, as defined in § 3.2, assesses a carrier's ability to fulfill customer requests for basic telephone service installation. It measures the total monthly commitments made, and the number of commitments that were not fulfilled. The standard applies only to GRC ILECs. The Minimum Standard Reporting Level for *Installation Commitments* is established at 95% of commitments fulfilled.

All carriers in this resolution met the *Installation Commitments* standard during 2025.

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<sup>17</sup> GO 133-D, § 9.6. The minimum annual fine shall be no lower than the registration fee for a CPCN. The CPCN registration fee is \$500 per P.U. Code §1001.

### 3. Total Fine Amount per Carrier

In 2025, the total fines levied against all carriers under G.O 133-D for failing to meet service quality standards amounted to \$2,975. These fines were calculated using specific scaling factors and the number of months that carriers failed to meet the established minimum service quality standards. A detailed breakdown of the \$2,975 in total fines related to service quality performance for the Year 2025 for each carrier is detailed in Table 7 below:

**TABLE 7: GO 133-D Service Quality Fines by Carrier.**

2025 GO 133-D Service Quality Fines by Carrier			
Service Quality Standard	Frontier SW	Consolidated	Happy Valley
Out of Service Repair Interval	\$1,350	\$0	\$1,125
Answer Time	\$0	\$500	\$0
<b>Total</b>	<b>\$1,350</b>	<b>\$500</b>	<b>\$1,125</b>

Fines must be paid within 30 days of the adoption date of the Resolution. Payments should be made by check or money order, payable to the California Public Utilities Commission via mail or in person at the following address:

California Public Utilities Commission  
Fiscal Office  
505 Van Ness Avenue, Room 3000  
San Francisco, CA 94102

Carriers should write on the face of the check or money order:

“For deposit to the State of California General Fund, per Resolution T-17917.”

## **SAFETY CONSIDERATIONS**

Failure to meet GO 133-D service quality standards limits customers' ability to call 9-1-1 and other emergency services and restricts public safety personnel from communicating with each other during emergencies or disasters.

## **CONCLUSIONS**

Staff recommend that the Commission approve the advice letters and estimated fines filed by Frontier Communications of the Southwest, Consolidated Communications, and Happy Valley Telephone. These companies have failed to meet the minimum service quality standards and reporting requirements set forth in General Order 133-D for the Year 2025. The total fines for all these carriers for non-compliance with GO 133-D for the year 2025 is \$2,975.

## **COMMENTS**

In compliance with Public Utility Code § 311(g), the Commission emailed a letter on May 8, 2026, notifying all parties on the general service list of the availability of this Resolution for public comments at the Commission's website [cpuc.ca.gov](http://cpuc.ca.gov). This letter also informed parties that the final conformed resolution adopted by the Commission will be posted and available on this same website.

The Commission received no public comments on this Resolution.

## **FINDINGS**

1. General Order 133-D, Section 9.6 requires any telephone corporation that fails to meet the minimum performance standards to submit an annual Tier II Advice Letter by February 15 of the following year. This Advice Letter must include the monthly service quality measurements that did not meet the minimum standards, along with the corresponding fines.
2. Frontier Communications of the Southwest (Frontier SW), Consolidated Communications, and Happy Valley Telephone filed their Advice Letters, accompanied by their proposed calculations for General Order (GO) 133-D fines, amounting to a total of \$2,975.

3. Frontier Communications of the Southwest (U-1026-C) filed Advice Letter 238 on February 13, 2026, with proposed fines totaling \$1,350 for failing to meet the *Out of Service Repair Interval* minimum standards in 2025.

4. Consolidated Communications (U-1015-C) filed advice letter 2105 on March 11, 2026, with proposed fines totaling \$500 for failing to meet the *Answer Time* minimum standards in 2025.

5. Happy Valley Telephone (U-1010-C) filed advice letter 417 on February 12, 2026, with proposed fines totaling \$1,125 for failing to meet the *Out of Service Repair Interval* minimum standards in 2025.

6. Staff reviewed the carriers' advice letters and accepted their respective proposed fine calculations, which were based on the methodology specified in General Order 133-D, Section 9.

7. The carriers must remit fines to the Commission within 30 days of this Resolution's adoption date.

8. Fine payments should be deposited into the California General Fund.

10. On May 8, 2026, the Commission emailed a draft of this Resolution to all parties in the general service list for public comments. The Commission received no public comments on this Resolution.

**THEREFORE, IT IS ORDERED THAT:**

1. The Advice Letters filed by Frontier Communications of the Southwest (U-1026 -C), Consolidated Communications (U-1015-C), and Happy Valley Telephone with a total fine of \$2,975 are approved. These fines are a consequence of substandard service quality performance in the year 2025, in accordance with the California Public Utilities Commission's (CPUC) General Order 133-D for the Year 2025.
2. The carriers mentioned in this Resolution are required to pay a total fine of \$2,975 as set forth in this Resolution and depicted in Table 8.

**Table 8: 2025 GO 133-D Fines by Carrier**

<b>Advice Letter No.</b>	<b>Filed By</b>	<b>Utility No.</b>	<b>Date Filed</b>	<b>Proposed Fine</b>
238	Frontier Southwest	U-1026-C	2/13/26	\$1,350
2105	Consolidated	U-1015-C	3/11/26	\$500
417	Happy Valley	U-1010-C	2/12/26	\$1,125
<b>TOTAL PROPOSED FINES</b>				<b>\$2,975.00</b>

3. The carriers shall pay their assessed fines as specified in their advice letters within 30 days of adoption date of this Resolution.
  
4. The fine payments shall be deposited into the California General Fund.
  
5. Fine Payments should be made by check or money order, payable to the California Public Utilities Commission via mail or in person at the following address:

California Public Utilities Commission  
Fiscal Office  
505 Van Ness Avenue, Room 3000  
San Francisco, CA 94102

The telephone corporation should write on the face of the check or money order:  
**“For deposit to the State of California General Fund, per Resolution T-17917.”**

This Resolution is effective today.

I certify that the foregoing Resolution was duly introduced, passed, and adopted at a conference of the Public Utilities Commission of the State of California held on June 11, 2026, the following Commissioners voting favorable thereon:

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Leuwam Tesfai  
Executive Director