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1		BELLSOUTH TELECOMMUNICATIONS, INC.
2		REBUTTAL TESTIMONY OF W. KEITH MILNER
3		BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION
4		DOCKET No. 980800-TP
5		SEPTEMBER 18, 1998
6		
7	Q.	PLEASE STATE YOUR NAME, ADDRESS, AND POSITION WITH
8		BELLSOUTH TELECOMMUNICATIONS, INC.
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10	A.	My name is W. Keith Milner. My business address is 675 West
11		Peachtree Street, Atlanta, Georgia 30375. I am Senior Director -
12		Interconnection Services for BellSouth Telecommunications, Inc.
13		("BellSouth" or "the Company"). I have served in my present role since
14		February 1996 and have been involved with the management of certain
15		issues related to local interconnection, resale, and unbundling.
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17	Q.	ARE YOU THE SAME W. KEITH MILNER WHO FILED DIRECT
18		TESTIMONY IN THIS PROCEEDING?
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20	A.	Yes.
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22	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY BEING FILED
23		TODAY?
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I will provide rebuttal to the direct testimony of Supra Telecommunications

and Information Systems, Inc., ("Supra") witnesses David A. Nilson and Olukayode A. Ramos regarding Issues 2, 3A, and 5 in this docket.

Q. MR. RAMOS' TESTIMONY, BEGINNING ON PAGE 9, REFERENCES A
 DISCUSSION PAPER ENTITLED "REGULATION OF ACCESS TO
 VERTICALLY-INTEGRATED NATURAL MONOPOLIES" THAT WAS
 FILED BY BELLSOUTH CORPORATION IN NEW ZEALAND IN 1995.
 WOULD YOU PLEASE COMMENT ON THIS PAPER.

A.

Yes. Mr. Ramos has taken selected excerpts of the discussion paper out of context in order to misrepresent the position and policy of BellSouth toward competition. The discussion paper was drafted in the context of the New Zealand market. In contrast to both the U.S. and the State of Florida, the New Zealand government did not create a regulatory body with responsibility for industry oversight. Further, the New Zealand market had no industry specific competition law to create a framework for competitive behavior. The comments in the discussion paper were framed in the context of an environment which is unlike most other countries and certainly unlike the competitive environment in Florida. The discussion paper was in fact drafted as input to the New Zealand government's review of whether such laws or regulation should be created. Therefore, Mr. Ramos' excerpts can not be extrapolated to a view of competition in general or to BellSouth's policy toward competition.

I believe BellSouth's opinion is well stated in the Executive Summary from 1 2 which Mr. Ramos draws his excerpts which reads, "BellSouth believes 3 that competition on a level playing field under a symmetrical regulatory regime is in BellSouth's best interests over the long term and maximizes . 4 5 the contribution of these sectors to the overall growth of the economy 6 through promotion of economic efficiency." 7 8 Q: SUPRA WITNESS MR. NILSON, ON PAGE 10 OF HIS TESTIMONY. 9 CLAIMS THAT SUPRA'S PHYSICAL COLLOCATION APPLICATION 10 "DID NOT INCLUDE FUTURE PROJECTED REQUIREMENT OF EVEN 12 MONTHS" BECAUSE BELLSOUTH TOLD SUPRA THEY "ARE NOT 11 ALLOWED TO RESERVE SPACE FOR FUTURE USE". DOES THIS 12 STATEMENT REFLECT BELLSOUTH'S POLICY"? 13 14 15 A. No. BellSouth may not reserve space for itself for future use on terms more favorable than it applies to those seeking collocation space. 16 Consistent with this guideline, BellSouth allows the provision of 17 collocation equipment and terminations for up to a two-year forecast. 18 This policy was conveyed in BellSouth's written response to Supra's 19 applications, sent on July 24, 1998 and in a follow-up telephone 20 conversation between BellSouth and Supra and on or about September 8, 21 1998. BellSouth requested written clarification from Supra that its 22 requirements stated on its application would not exceed a two (2) year or 23 twenty-four (24) month forecast. This procedure of requesting 24

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clarification is followed by BellSouth with any requesting collocator when

the number of cross-connect terminations requested either does not 1 2 match the capacity of the equipment placement or appears unreasonable 3 for a two-year time frame. In the September 8, 1998, telephone 4 conversation between BellSouth and Supra, Supra advised BellSouth that 5 the requirements on their applications were "actually more like an 18 6 month forecast." Within the context of the September 8, 1998, telephone 7 conversation, Supra displayed an apparent understanding of BellSouth's willingness to permit forecasted capacity. Supra also acknowledged 8 9 Supra's inclusion of future capacity needs beyond 12 months. This is a 10 direct contradiction of his written testimony filed just three days following 11 the telephone conversation, on September 11, 1998. 12 13 Q. ON PAGE 15 OF HIS TESTIMONY, MR. RAMOS LISTS THREE FACTORS WHICH HE STATES SHOULD BE CONSIDERED IN 14 DETERMINING IF THERE IS ADEQUATE SPACE TO PROVIDE AN 15 16 ALTERNATIVE LOCAL EXCHANGE COMPANY (ALEC) A PHYSICAL COLLOCATION ARRANGEMENT IN A BELLSOUTH CENTRAL OFFICE. 17 HE LISTS THE THREE FACTORS AS: 1) THE AMOUNT OF 18 ADMINISTRATIVE SPACE USED BY BELLSOUTH; 2) THE AMOUNT OF 19 SPACE RESERVED BY BELLSOUTH FOR ITS OWN FUTURE USE, 20 AND; 3) WHETHER BELLSOUTH HAS UTILIZED A DESIGN FOR THE 21 CENTRAL OFFICE THAT MAXMIZES THE OPPORTUNITY FOR 22 PHYSICAL COLLOCATION FOR TELECOMMUNICATIONS CARRIERS 23 SUCH AS SUPRA. DO YOU AGREE THAT THESE ARE THE PROPER 24

FACTORS THAT SHOULD BE CONSIDERED IN MAKING SUCH A

## DETERMINATION?

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A. 3 No. While Mr. Ramos offers no basis for the factors he has put forth, my direct testimony in this proceeding cited the FCC's First Report and 4 5 Order, at paragraph 604, et al, as providing the proper categories of 6 factors that should be considered. For example, Mr. Ramos makes no 7 mention of important criteria such as fire and safety codes or space 8 allocated to meet the safety and human needs of employees and vendors. 9 10 Separate and apart from the FCC's First Report and Order, the three factors Mr. Ramos mentions are not appropriate because building designs 11 12 for BellSouth's central offices pre-dated the Telecommunications Act of 13 1996 ("Act"). As such, BellSouth's central offices were not designed with consideration for physical collocation opportunities for 14 telecommunications carriers other than BellSouth. 15 16 Q. ON PAGE 16 OF HIS TESTIMONY, MR. RAMOS STATES "AT A 17 MEETING HELD ON JUNE 8, 1998, I WAS INFORMED BY BELLSOUTH 18 THAT BELLSOUTH HAS DENIED OTHER COMPANIES PHYSICAL 19 COLLOCATION IN THESE CENTRAL OFFICES [THAT IS, 20 BELLSOUTH'S GOLDEN GLADES AND PALM BEACH GARDENS 21 CENTRAL OFFICES . . . . I INFORMED THOSE PRESENT AT THE 22 MEETING THAT IT IS UNFORTUNATE THAT THOSE COMPANIES 23 HAVE CHOSEN TO ACCEPT BELLSOUTH'S REPLY AND HAVE 24

SIMPLY WALKED AWAY." DO YOU BELIEVE THOSE OTHER

1 COMPANIES WHOM BELLSOUTH HAS DENIED PHYSICAL 2 COLLOCATION IN BELLSOUTH'S GOLDEN GLADES AND PALM 3 BEACH GARDENS CENTRAL OFFICES HAVE "SIMPLY WALKED AWAY" AND DECIDED NOT TO COMPETE WITH BELLSOUTH BASED 4 5 ON THE UNAVAILABILITY OF SPACE IN THESE TWO CENTRAL OFFICES? 6 7 8 Α. No. Where space is not available for physical collocation, BellSouth 9 makes virtual collocation arrangements available to telecommunications 10 carriers. BellSouth also offers virtual collocation to ALECs whose first 11 choice is virtual collocation rather than physical collocation. In fact, 12 BellSouth has provided telecommunications carriers with virtual 13 collocation arrangements in both the Golden Glades and Palm Beach 14 Gardens central offices and those companies are using those 15 arrangements to compete with BellSouth. 16 17 On page 10 of my direct testimony, I discussed telecommunications 18 carriers' requests for physical collocation arrangements in the Golden 19 Glades central office. At that time, I indicated that, aside from Supra, BellSouth Long Distance (BSLD) and one other telecommunications 20 21 carrier had requested a physical collocation arrangement in the Golden Glades central office and that those requests have been denied. Upon 22 23 further investigation, a correction to my previous statement is in order. BellSouth has found that, in addition to Supra and BSLD, four other 24

telecommunications carriers, rather than one, had requested physical

collocation arrangements in the Golden Glades central office and been denied. Two of these ALECs were denied space prior to Supra and two were denied space subsequent to Supra. Of those four telecommunications carriers, three subsequently applied for virtual collocation.

Q. BEGINNING ON PAGE 16 OF HIS TESTIMONY, MR. RAMOS CITES PROPOSED RULEMAKING BY THE FCC REGARDING "WALK THROUGH" VISITS TO BELLSOUTH'S CENTRAL OFFICES. IS BELLSOUTH OPPOSED TO SUCH WALK THROUGH VISITS?

Α.

No. Mr. Ramos correctly notes that BellSouth and Supra, along with members of the Commission staff, performed such walk through visits in both these central offices on July 24, 1998. BellSouth and Supra, again accompanied by members of the Commission staff, performed additional walk through visits of both these central offices on September 16, 1998, during which both BellSouth and Supra videotaped pertinent areas of the interiors of these central offices. I would note that "Supra's request to BellSouth in advance that Supra would like the walk-through filmed by a video camcorder" was made at the last minute before the scheduled walk through visits on July 24, 1998. BellSouth denied Supra's request only until such time as both BellSouth and Supra could make arrangements to simultaneously videotape the interiors of these central offices and this was accomplished on September 16, 1998.

BEGINNING ON PAGE 18 OF HIS TESTIMONY, MR. RAMOS STATES Q. "A FEW DAYS AFTER THE WALK-THROUGH [THAT IS THE WALK THROUGH VISIT ON JULY 24, 1998], BELLSOUTH PROVIDED REVISED FLOOR PLAN LAYOUTS THAT FOR THE FIRST TIME EARMARKED MUCH OF THE DISCOVERED EQUIPMENT STORAGE SPACE AS FUTURE USE SPACE. CLEARLY, BELLSOUTH IS SIMPLY ATTEMPTING IN BAD FAITH TO HIDE WHAT IS OBVIOUSLY USABLE AND AVAILABLE SPACE THAT CAN EASILY BE USED TO SATISFY SUPRA'S REQUESTS." PLEASE COMMENT. 

A.

First of all, while BellSouth did provide updated floorplan drawings to Supra following the visit on July 24, 1998, these changes were discussed with Supra and the Commission staff at the time of the visit and most changes were for the purpose of clarifying to Supra and the Commission staff the use of various sections of the floorspace in greater detail. In fact, Supra and the Commission staff requested several such changes be made to the floorplan drawings. Second, BellSouth strongly disagrees with Mr. Ramos' assertions that BellSouth is acting in bad faith. I am disappointed that Mr. Ramos would characterize BellSouth's attempt to clarify key information to Supra and the Commission staff in such a manner. I personally attended the July 24, 1998, walk through visits in both central offices and what I observed differs sharply from the impression Mr. Ramos' unfounded assertions would leave. BellSouth provided abundant subject matter expertise to Supra and the Commission staff to answer any and all questions that arose.

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2	Q.	ON PAGE 20 OF HIS TESTIMONY, MR. RAMOS CLAIMS THAT SUPRA
3		ESPECIALLY NEEDS TO BE PROVIDED PHYSICAL COLLOCATION
4		ARRANGEMENTS IN THE GOLDEN GLADES AND PALM BEACH
5		GARDENS CENTRAL OFFICES BECAUSE THESE BUILDINGS HOUSE
6		TANDEM SWITCHES. IS HE CORRECT?
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8	A.	No. Mr. Ramos goes to great lengths to confuse the issues of collocation
9		and network interconnection. BellSouth provides access to all its
10		tandems, including both its access tandems and its local tandems. Mr.
11		Ramos has apparently taken out of context a portion of this Commission's
12		Order in Docket 97-1459-TL requiring BellSouth to provide
13		interconnection at BellSouth's local tandems. BellSouth abides by that
14		requirement and provides not one, but two forms of local tandem
15		interconnection. Should Supra wish to interconnect its network to either
16		BellSouth's access tandems or local tandems, BellSouth will
17		accommodate such interconnection. The issue of local tandem
18		interconnection, however, has no bearing on the issue at hand, which is
19		the availability of space to accommodate Supra's request for physical
20		collocation.
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22	Q.	ON PAGE 24 OF HIS TESTIMONY, MR. RAMOS STATES "SUPRA HAS
23		SECURED 15 COLLOCATION APPROVALS FROM BELLSOUTH, BUT
24		SUPRA CANNOT CONTINUE WITH ITS NETWORK DEPLOYMENT

UNTIL THIS ISSUE IS RESOLVED." DO YOU AGREE?

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2	A.	While it is impossible for me to know all of Supra's plans for its network,
3		my years of experience in the planning and implementation of
4		telecommunications networks make me wonder why Supra cannot
5		proceed in any of the fifteen other BellSouth central offices in which
6		Supra has requested physical collocation and where BellSouth has
7		agreed that such collocation is feasible. As I pointed out earlier, even in
8		those cases where space is not available for physical collocation,
9		BellSouth makes virtual collocation available, an option which Supra
10		apparently has chosen not to pursue.
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12	Q.	BEGINNING ON PAGE 25 OF HIS TESTIMONY, MR. RAMOS
13		DISCUSSES THE TIME FRAMES DURING WHICH BELLSOUTH MUST
14		ACCOMPLISH THE PROVISIONING ACTIVITIES REQUIRED TO MAKE
15		PHYSICAL COLLOCATION ARRANGEMENTS AVAILABLE. MR.
16		RAMOS CONCLUDES THAT "AS NOTED EARLIER IN THIS
17		TESTIMONY, BELLSOUTH IS IN VIOLATION OF 47 CFR, SECTION

PHYSICAL COLLOCATION ARRANGEMENTS AVAILABLE. MR.
RAMOS CONCLUDES THAT "AS NOTED EARLIER IN THIS
TESTIMONY, BELLSOUTH IS IN VIOLATION OF 47 CFR, SECTION
51.323(j) BY REFUSING TO ALLOW COLLOCATORS TO PARTICIPATE
IN THE PROCESS OF SELECTING CONTRACTORS TO BE USED IN
CONSTRUCTING THE VERY NETWORK INFRASTRUCTURE THAT
THE COLLOCATOR WILL USE. SUPRA FINDS THIS HIGHLY
UNREASONABLE ON THE PART OF BELLSOUTH AND WOULD
PROPOSE THAT THE COMMISSION SANCTION BELLSOUTH TO
PREVENT THESE ABUSES." DO YOU AGREE?

A. No. First of all, Mr. Ramos fails to point out that the installation of a collocator's equipment within a physical collocation arrangement is performed by vendors certified by BellSouth rather than by BellSouth personnel. Second, the collocator may choose from any of the BellSouth certified equipment installers. Third, Mr. Ramos in no way identifies what "abuses" he believes BellSouth to be guilty of, or what BellSouth positions he believes to be "highly unreasonable." BellSouth uses the very same certified equipment installers and contractors for its own work as are available to Supra or any other collocator. Finally, if Supra chooses, it could have its own personnel certified to install equipment in BellSouth's central offices.

Q. ON PAGE 27 OF HIS TESTIMONY, MR. RAMOS QUOTES FROM SECTION III, PARAGRAPH A OF THE COLLOCATION AGREEMENT EXECUTED BETWEEN BELLSOUTH AND SUPRA ON JULY 24, 1997.

DO YOU AGREE THAT THE REFERENCED INTERCONNECTION AGREEMENT LANGUAGE ALLOWS SUPRA TO INSTALL WHATEVER EQUIPMENT SUPRA DESIRES?

A.

No. As I pointed out in my direct testimony in this proceeding, BellSouth's position is consistent with the relevant portions of the FCC's First Report and Order. In the recently issued Memorandum Opinion and Order and Notice of Proposed Rulemaking in CC Docket No. 98-147 et. al., the FCC "tentatively concluded that we should decline to require collocation of equipment used to provide enhanced services." FCC 98-188 at

paragraph 132. The language of the interconnection agreement specifically states that Supra may place, maintain, and operate in the collocation space any equipment that Supra is authorized by BellSouth and by Federal or State regulators to place, maintain, and operate in the collocation space. The FCC has specifically declined from requiring BellSouth to permit the placement, maintenance, and operation of equipment used to provide enhanced services. Thus, BellSouth has no obligation under Federal law to accommodate Supra's request to place such equipment in collocation arrangements. Further, Supra has pointed to no State of Florida requirements that BellSouth accommodate such a request. BellSouth has no interest in whether Supra chooses to act solely as an enhanced service provider or solely as an information services provider. However, when Supra acts in such a capacity, it may not use collocation arrangements in BellSouth's central offices to provide such services.

Q.

ON PAGE 31 OF HIS TESTIMONY, MR. RAMOS STATES

"BELLSOUTH'S DENIAL OF PHYSICAL COLLOCATION FOR THE

ASCEND SWITCHES IS INAPPROPRIATE FOR TWO REASONS.

FIRST, BELLSOUTH ASSUMES THAT 47 CFR SECTION 51.100(b)

MUST BE READ SO NARROWLY AS TO MEAN THAT EACH ITEM OF

EQUIPMENT PLACED IN THE CENTRAL OFFICE MUST PHYSICALLY

BE ABLE TO PERFORM BASIC TELECOMMUNICATIONS SERVICES

BEFORE BELLSOUTH IS OBLIGATED TO ALLOW COLLOCATION OF

THAT PARTICULAR PIECE OF EQUIPMENT." HE FURTHER STATES

"ACCORDINGLY, THIS COMMISSION SHOULD REJECT BELLSOUTH'S
 INTERPRETATION OF 47 SECTION 51.100(b) AND INTERPRET THAT
 SECTION TO REQUIRE PHYSICAL COLLOCATION OF AN ALEC'S
 NETWORK, WITHOUT REGARD TO EACH PARTICULAR ITEM OF
 EQUIPMENT, SO LONG AS THE ENTIRE PHYSCIALLY COLLOCATED
 NETWORK PROVIDES BOTH TELECOMMUNICATIONS SERVICES
 AND INFORMATION SERVICES." DO YOU AGREE?

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No. Mr. Ramos apparently wishes to re-write the rules to accommodate his request without any regard for the apparent intent of those rules. For example, Mr. Ramos' interpretation would allow that even if only one half of one percent of the equipment physically collocated is actually used to provide telecommunications services. Supra would be entitled to use BellSouth's central offices for such purposes. He is incorrect. Such obvious "gaming" of the process should not be allowed. I should repeat what I stated in my direct testimony that BellSouth will permit the placement of equipment in the physical collocation arrangement where such equipment is utilized for the purposes of providing telecommunication services through interconnection or through access to unbundled network elements. Where that equipment can also provide information services, the telecommunications carrier may offer information services through the same arrangement, so long as it is also offering telecommunications services through the same arrangement. BellSouth is not required to provide for collocation of equipment that can only provide enhanced services or information services. In addition, BellSouth

will not permit collocation of equipment that will be used only to provide enhanced services or information services.

The FCC has not espoused any predominant use theory regarding the types of equipment it requires be collocated. Instead, the FCC clearly states that in no case is there a requirement that BellSouth allow the collocation of equipment used to provide enhanced services. BellSouth is consistent with the FCC's Rules and has voluntarily agreed to the collocation of such equipment so long as the collocator is also using such equipment for telecommunications services. BellSouth believes its position is clear and unambiguous such that collocators will know what equipment may or may not be installed within BellSouth's central offices and thus plan their network deployments accordingly.

Q. ON PAGE 32 OF HIS TESTIMONY, MR. RAMOS STATES "THE ASCEND EQUIPMENT FOR WHICH BELLSOUTH HAS DENIED SUPRA PHYSICAL COLLOCATION WILL ENABLE CONCENTRATION OF BOTH VOICE AND DATA AND THUS WILL REDUCE THE TOTAL NUMBER OF TRUNK CONNECTIONS WITH BELLSOUTH'S EQUIPMENT, THEREBY REDUCING THE POTENTIAL FOR NETWORK BLOCKAGE AND HELPING TO ALLEVIATE BELLSOUTH'S PROFESSED LACK OF AVAILABLE TRUNK CONNECTIONS." IS HE CORRECT? 

A. No. Mr. Ramos attempts here to mix in the altogether unrelated issue of trunk blockage on the switched network. Any trunk blockage occurring

would be the result of an insufficient quantity of trunk connections between and among BellSouth's and other service providers' switches. The type connections possible through the Ascend equipment Mr. Ramos refers to are unrelated to calls processed by BellSouth's switches. My understanding of Supra's intended use of Ascend equipment is that such connections will use only transport elements rather than switching to aggregate and route traffic over particular interoffice transport facilities. Thus, the use of the equipment Mr. Ramos refers to will have no effect on the efficiency of the interoffice switched trunk network and certainly will not reduce network blockage as asserted by Mr. Ramos. As a result, the elaborate discussion in Mr. Ramos' testimony regarding the topics of network blockage and end office trunking, local tandem interconnection and two way trunking and percent local usage factors, which he discusses on pages 32 through 34 of his testimony, have no bearing on the matters before this Commission in this docket. 

Q. ON PAGE 32 OF HIS TESTIMONY, MR. RAMOS STATES "IT IS

BELIEVED THAT BELLSOUTH ITSELF HAS USED REMOTE ACCESS

CONCENTRATORS OF ANOTHER BRAND IN ITS

TELECOMMUNICATIONS NETWORK." PLEASE COMMENT.

A. It may be that Mr. Ramos is confused as to BellSouth's obligation to provide for physical collocation to Supra and others. There are no provisions in the Computer III Docket No. 85-229; the Expanded Interconnection Docket No. 91-141; the Local Interconnection Docket No.

1 96-98; nor the Telecommunications Act of 1996 ("Act") that require BellSouth to provide collocation of equipment for companies that provide 2 enhanced services or information services. BellSouth provides physical 3 collocation in compliance with Section 251 of the Act to 4 5 telecommunications carriers that are certified ALECs. At present, BellSouth has no plans to expand the availability of CO space beyond the 6 7 requirements under the Act.

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FCC rules permit Bell Operating Company (BOC) enhanced service operations to be in BellSouth's central offices as long as the BOC complies with the FCC's Open Network Architecture (ONA) rules and Computer III nonstructural safeguards, including charging enhanced service operations for tariffed services as though they are physically located outside of the central office.

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ON PAGE 35 OF HIS TESTIMONY, MR. RAMOS STATES "THE Q. COMMISSION SHOULD FURTHER ORDER BELLSOUTH TO REMOVE ALL UNNECESSARY DESKS, TABLES AND STORAGE SPACE IN ITS CENTRAL OFFICES AND PERMIT SUPRA TO UTILIZE SOME OF THIS WASTED SPACE IN BELLSOUTH'S CENTRAL OFFICES." DO YOU AGREE WITH MR. RAMOS?

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Α.

No. It should be apparent that desks and tables are needed for the personnel assigned to work in BellSouth's central offices to effectively perform their assigned duties. It should also be apparent that machines of spare parts to be on hand for maintenance and repair requirements and that such equipment must be stored and protected adequately.

BellSouth strongly disagrees with Mr. Ramos' assertion that BellSouth has intentionally wasted space in its central offices simply to deny Supra access to space for physical collocation. Mr. Ramos' testimony is replete with baseless charges that BellSouth has acted in bad faith, has attempted to thwart Supra's entry into the local market and has interfered with Supra's ability to compete with BellSouth on an equal footing. To the contrary, BellSouth has worked long and hard with Supra in an attempt to accommodate Supra's requests. In two out of seventeen BellSouth central offices in which Supra has requested physical collocation, Supra's request unfortunately cannot be granted. No amount of rhetoric from Mr. Ramos will change the simple reality that these two central offices are out of floorspace.

Q. DOES THIS CONCLUDE YOUR TESTIMONY?

19 A. Yes.