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BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

SUPPLEMENTAL REBUTTAL TESTIMONY OF

JOHN C. DONOVAN

AND

BRIAN F. PITKIN

ON BEHALF OF

AT&T COMMUNICATIONS OF THE SOUTHERN STATES, INC.
AND MCI WORLDCOM, INC.

Docket No. 990649-TP

August 28, 2000

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7		and
8		MCI WORLDCOM
9		DOCKET NO. 990649-TP
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11		
12	I.	INTRODUCTION
13	Q.	PLEASE STATE YOUR NAMES AND BUSINESS ADDRESSES.
14	A.	My name is John C. Donovan. I am President of Telecom Visions, Inc., a
15		telecommunications consulting company. My business address is 11
16		Osborne Road, Garden City, NY 11530.
17		My name is Brian F. Pitkin. I am a Director of Klick, Kent &
18		Allen, Inc. ("KKA"), an economic and financial consulting firm. KKA, a
19		wholly owned subsidiary of FTI Consulting, Inc., is located at 66 Canal
20		Center Plaza, Suite 670, Alexandria, Virginia 22314.

1	Q.	ARE YOU THE SAME JOHN C. DONOVAN AND BRIAN F.
2		PITKIN THAT FILED REBUTTAL TESTIMONY IN THIS
3		PROCEEDING ON JULY 31, 2000?

A. Yes, we are.

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Q. WHAT IS THE PURPOSE OF YOUR SUPPLEMENTAL REBUTTAL TESTIMONY?

The purpose of our Supplemental Rebuttal testimony is to address those issues that have arisen "due to BellSouth's changes to its cost studies." (Order Modifying Procedure, Docket No. 990649-TP, Order No. PSC-00-1335-PCO-TP, issued July 24, 2000) As such, we have limited our Supplemental Rebuttal testimony to address BellSouth's Rebuttal testimony only to the extent it refers to model modifications that were purportedly based a meeting we had with BellSouth on July 7, 2000. Our testimony, however, should not be interpreted as agreeing with any of BellSouth's Rebuttal testimony that we do not specifically address in this testimony.

Q. HOW IS YOUR TESTIMONY ORGANIZED?

In Section II, we describe how BellSouth mislead the Commission and the parties into believing that its revised cost studies are primarily based on discussions that James Stegeman and BellSouth employees had during a July 7, 2000 meeting with Brian Pitkin, even though only *one* of Mr. Pitkin's recommendations that would affect costs resulted in a BellSouth modification. In Section III, we address BellSouth's responses to each of Page 2

the modifications proposed in our meeting that were the purported basis for BellSouth's revised filings. In Section IV, we describe why the actions of BellSouth have resulted in our not yet being able to restate BellSouth's cost studies for this filing. In Section V, we summarize our testimony and make certain recommendations to this Commission.

II. NATURE OF BELLSOUTH'S MODIFICATIONS

Q. DID BRIAN PITKIN MEET WITH BELLSOUTH TO DISCUSS CHANGES TO BELLSOUTH'S MODEL?

A. Yes. On July 7, 2000 Brian Pitkin met with Daonne Caldwell, Bob McKight and Jim Stegeman to discuss changes we would like to see implemented in the BellSouth Telecommunications Loop Model[©] ("BSTLM") and the BellSouth Cost Calculator[©] ("BSCC").

Q. WHAT WAS THE PURPOSE OF THE JULY 7TH MEETING?

A. The purpose of this meeting was to address our concerns with the version of the model that was filed in Florida, and to work on alleviating these issues before another version was filed in other states in BellSouth's region. It is important to understand that the nature of the meeting was to identify potential changes that would impact BellSouth's filing of the BSTLM on a going forward basis to eliminate some areas of dispute in the future.

Q. WHAT ISSUES WERE ADDRESSED AT THIS MEETING?

1	A.	During this meeting, twenty issues with the BSTLM and the BSCC were
2		identified by Mr. Pitkin. Some of those issues impacted the ability to run
3		the model, some addressed the flexibility of the model, some related to the
4		ease of use of the model, and five issues had potential cost implications.
5	Q.	WHAT ARE THE FIVE COST-RELATED ISSUES IDENTIFIED
6		AT THE MEETING?
7	A.	The five issues ¹ described at the meeting that would impact costs are:
8		• Drop Lengths (described on pages 42 and 43 of our Rebuttal
9		testimony);
10		• Minimum Spanning Road Tree ("MSRT") Routing from the Digital
11		Loop Carrier ("DLC") (described on pages 40 through 42 of our
12		Rebuttal testimony);
13		• Land and Building Factors (described on pages 43 and 44 of our
14		Rebuttal testimony);
15		• DLC and SONET Vendor Mix (described on pages 28 through 30 of
16		our Rebuttal testimony); and
17		• Allocation of Shared Facilities - DS0 Equivalents (described on pages
18		35 through 39 of our Rebuttal testimony).

¹ BellSouth also opened up the model to allow the user to see and adjust the structure inputs although BellSouth's revised filing did not use this additional functionality. We have not had sufficient time to examine these inputs and modify them for our Supplemental Rebuttal testimony. Therefore, this modification did not have any cost impact on either BellSouth's filing or our Supplemental Rebuttal filing.

In short, the only issue raised at the meeting that BellSouth has addressed in its revised filing is the issue of drop lengths.

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Q. DO BELLSOUTH'S REVISED COST STUDIES ADDRESS YOUR CONCERNS?

Although we were certainly interested in having Absolutely not. BellSouth increase the speed of the BSTLM, reduce the likelihood of BSTLM and BSCC software crashes, improve the reporting and operating of the BSTLM and the BSCC, and enhance the flexibility of the models in future filings, these certainly are not the critical issues impacting this proceeding in Florida, because we have already endured such problems while preparing our original Rebuttal filing. Instead, BellSouth has only implemented one of the changes we recommended that affects the cost results of its original filing and we do not believe that change was BellSouth also made other modifications that implemented correctly. may have involved significant amounts of time and resources on its part; however, our criticism is that BellSouth chose not to implement the modifications that were likely to impact costs. It is clear to us that the more important adjustments were those that could impact the cost and price of UNEs.

The vast majority of BellSouth's revisions are a blatant attempt to slip in last-minute modifications in this proceeding. In fact, the majority of BellSouth's substantive revisions are *not* modifications to the model at all -- they are modifications to *inputs* used by the model. AT&T and Page 5

WorldCom would have objected to this late submission much earlier had we not been mislead by BellSouth's claims that the new cost studies were prompted by our July 7, 2000 meeting. In addition, BellSouth's July 26, 2000 filing on the status of Cost Study Revisions indicated that they were evaluating the changes we described above. Specifically, BellSouth included the issues of 1) drop design, 2) increased DLC and SONET vendor mix selection flexibility, and 3) increased allocation options for DLC common equipment and fiber. These are the only issues where we will suggest specific modifications to BellSouth's revised filing in light of BellSouth's failure to fulfill these corrections.

III. SPECIFIC MODIFICATIONS

- Q. CAN YOU PLEASE EXPLAIN BELLSOUTH'S RESPONSE TO

 EACH OF THE MODIFICATIONS YOU SUGGESTED?
- 14 A. Yes. In the sections below, we will address all five of the changes that we proposed to BellSouth regarding the BSTLM and the BSCC.
- Q. WHAT WAS BELLSOUTH'S RESPONSE TO YOUR
 SUGGESTION REGARDING DROP LENGTHS IN THE BSTLM?
 - A. This is the one modification that BellSouth actually attempted to make based on our suggestions. Mr. Stegeman states, "the user is now able to select the method used to route the drop. By selecting the appropriate value for the input, the drop is either run rectilinearly or at an angle from the corner of the lot. BellSouth chose to use the angled drop approach in

the August 16th, 2000 filing." (Stegeman Rebuttal at 3) Mr. Stegeman then continues to state "the realized impact of the drop routing change is minimal as it only changes costs by less than a penny a month." (Stegeman Rebuttal at 4)

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Q. DO YOU AGREE WITH BELLSOUTH'S IMPLEMENTATION OF THIS CORRECTION?

No. Mr. Stegeman's clearly states, "[i]n reality, the model's approach to DTBT [Drop Terminal Block Terminal] placements results in some DTs [Drop Terminals] being placed directly in front of a customer's location." (Stegeman Rebuttal at 4) Drops are almost never placed directly in front of a customer's house. Mr. Stegeman's comment that "[i]n reality, the model's approach" is certainly not the same as saying "in reality, an engineer's approach." Thus, BellSouth's correction to the error we identified in our meeting does not adequately address the problem. The BSTLM should always assume that the drop is placed at the corner of a customer's lot.

Further, Mr. Stegeman states, "some DTs [are] placed so that the drop route must run in front of other customer lots" and uses this as a basis for refuting our contention that the drop distance is overstated by 21.7 percent. However, our analysis clearly includes the assumption that the average drop does indeed run in front of other customer lots (see Exhibit No. (JCD/BFP-14) to our Rebuttal testimony). If we did not make

this assumption, we would have recommended a drop distance reduction of 28.6 percent.

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Q. WHAT IMPACT DID BELLSOUTH'S CORRECTION ACTUALLY HAVE ON THE DROP DISTANCE?

A. The BSTLM originally filed by BellSouth produced an average drop distance of 115 feet based on Microsoft Access queries provided to us by BellSouth. Using the same queries, BellSouth's new drop distance averages 98 feet -- a 15.0 percent reduction. It is troubling that Mr. Stegeman views a 15.0 percent reduction in the average drop distance as minimal, and it is equally troubling that BellSouth's cost studies only result in a one penny reduction for this correction.

Q. WHAT SHOULD THIS COMMISSION DO TO CORRECT THIS PROBLEM?

It is unfortunate that BellSouth did not implement this adjustment correctly as we had hoped it would. It is also unfortunate that BellSouth has refused to provide the parties with a version of the source code that would allow the user to make these adjustments themselves. However, this Commission and the parties are left with no other alternative than to make these adjustments as best we can. Therefore, we have implemented an adjustment to BellSouth's "InvestLogic.xls" file to manually reduce drop investment by 21.7 percent based on BellSouth's original algorithms. We see no need to use BellSouth's flawed methodology as the starting point for our adjustment, particularly in light of the minimal impact Mr.

1		Stegeman refers to in his testimony. The specific adjustments to this fi
2		are described in Exhibit No (JCD/BFP-16).
3	Q.	WHAT WAS BELLSOUTH'S RESPONSE TO YOU
4		SUGGESTION REGARDING THE MSRT ROUTING FROM TH
5		DLC?
6	A.	Mr. Stegeman merely asserts that our criticisms stem from the fact that the
7		original documentation was not clear. However, Mr. Stegeman's updat
8		documentation actually helps to illustrate our point and, therefore, o
9		criticisms remain valid. Mr. Stegeman's updated documentation stat
10		"[i]t is important to note that the location of the source node plays
11		significant part in the resulting configuration of the MSRT. Using t
12		algorithm to connect the same set of points to two different source nod
13		may produce two different MSRTs." (Stegeman Rebuttal at 12)
14	Q.	HOW DOES THIS TESTIMONY HELP TO ILLUSTRATE YOU
15		CONCERN ABOUT THE WAY THE BSTLM IMPLEMENTS TH
16		MSRT ALGORITHMS?
17	A.	As our Rebuttal testimony discusses, the MSRT algorithms are likely
18		lead to inefficient network design precisely because the BSTLM does r
19		use different points for the MRST source nodes. By relying on the swit
20		as the source node for carrier serving area ("CSA") construction, t
21		BSTLM ignores the critical factor of routing the customers back to t
22		DLC location and instead uses the switch as a proxy for this calculation
23		In other words, the customers that are served by a given DLC do r

follow the true MSRT path back to the DLC but follow a proxy MSRT path back to the switch. Mr. Stegeman acknowledges that the current implementation would likely produce a different MSRT solution than if the source nodes for each CSA were set at the DLC, as we believe is the appropriate methodology.

Q. WHAT SHOULD THIS COMMISSION DO TO CORRECT THIS PROBLEM?

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Again, this Commission and the parties are not able to adjust the BSTLM to correct this problem. While we cannot recommend a specific adjustment to the BSTLM to correct this problem, we encourage the Commission to recognize that network requirements of the BSTLM are not optimal and are therefore likely to result in overstated costs. Therefore, this Commission should recognize that the BSTLM results are likely too high and therefore should be considered the maximum costs of constructing the network and are not truly the least-cost solution.

Q. WHAT WAS BELLSOUTH'S RESPONSE TO YOUR SUGGESTION REGARDING THE LAND AND BUILDING FACTORS USED IN THE BSCC?

Ms. Caldwell appears to generally agree with our arguments by stating "two plug-in cards of the same size should require relatively the same amount of central office-related land and building space." (Caldwell Rebuttal at 42) Ms. Caldwell then dismisses our criticism by stating, "there is no feasible way to measure the exact size of every conceivable Page 10

type of plug-in card and other central office-related equipment." (Caldwell Rebuttal at 42 and 43) She further continues to argue that the "land and building loading factors potentially overstate the costs for 'high cost/small size' central office equipment", and surprisingly claims that this is offset because "they also potentially understate the costs for 'low cost/large size' central office equipment (a point ignored by Mr. Donovan and Mr. Pitkin)." (Caldwell Rebuttal at 43)

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Q. DOES MS. CALDWELL'S CRITICISM ADEQUATELY ADDRESS THE CONCERNS YOU EXPRESSED IN YOUR MEETING?

No. The exact point we raised in our meeting is the same point we raised in our Rebuttal testimony, which is that the factor approach overstates the costs of some more advanced services and understates the costs of basic local telephone service, because advanced services generally involve expensive high density equipment. Neither our suggestion at the meeting nor our Rebuttal testimony suggests that the total land and building cost is inappropriate, but that the costs are inappropriately assigned. While we understand Ms. Caldwell's concern that "there is no feasible way to measure the exact size of every conceivable type of plug-in card and other central office-related equipment," (Caldwell Rebuttal at 43) we simply requested that BellSouth provide the user a way to apply land and building costs based *either* on the equipment size *or* on the <u>cost per-line</u>.

Again, we did not request that BellSouth modify its original position on this issue, but merely requested that BellSouth provide the functionality for the user to have the flexibility to apply land and building costs in a more appropriate fashion to avoid the "shifting" of costs that Ms. Caldwell admits in her Rebuttal testimony. Ms. Caldwell's argument that the overstatements and understatements offset each other are not valid given that the overstatements occur for a subset of UNEs and the understatements occur for a different subset of UNEs.

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Q. WHAT SHOULD THIS COMMISSION DO TO CORRECT THIS PROBLEM?

- A. Again, this Commission and the parties are not able to adjust the BSCC to correct this problem. In addition, we have not been able to find a satisfactory solution to implement a correction to this problem. We recommend that this Commission recognize that the land and building costs of advanced services are overstated and the land and building costs of basic service are understated.
- Q. WHAT WAS **BELLSOUTH'S** RESPONSE TO YOUR 17 THE DLC AND SONET SUGGESTION REGARDING 18 **EQUIPMENT VENDOR MIX?** 19
- A. Mr. Stegeman simply dismisses our concerns about the DLC selection criteria without validation. This adjustment appeared to be fairly easy to fix and one that we expected BellSouth to incorporate in its revised filing.

 BellSouth's refusal to make this adjustment is particularly perplexing Page 12

because Mr. Stegeman admits that the "current DLC costing approach in the BSTLM uses a melded cost at each DLC location. While this approach does not reflect the reality that a single vendor is typically used at each location, it does represent the true proportion of vendor equipment installed in the state of Florida." (Stegeman Rebuttal at 5) He then explains BellSouth's refusal to implement our suggestion because it "may be too simplistic and does not reflect the real proportion of vendor equipment installed in Florida by BST, nor the engineering rationale beyond cost." (Stegeman Rebuttal at 5 and 6)

Q. IS MR. STEGEMAN'S EXPLANATION VALID?

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Absolutely not. As Mr. Stegeman is well aware, the BSTLM constructs a network from scratch. BellSouth elected to submit this cost proxy model and elected to continue with this proceeding using a model that purports to use an efficient (forward-looking) design. The model is not intended to replicate the exact facilities that BellSouth currently has in place; however, the model should use the correct, efficient technology required at each individual location. There is no justification for using a melded cost when BellSouth does not use a melded DLC at any location. Further, Mr. Stegeman admits that the "DLC vendor selection is not only a function of material cost, but also a function of installation costs, maintenance costs, and efficient deployment criteria." (Stegeman Rebuttal at 6)

The approach we identified in our meeting and in our Rebuttal testimony does address all of these issues. First, because BellSouth uses factors for all installation costs, the lower material costs will result in the lower installation costs. Second, the maintenance costs for each technology will be similar because maintenance costs are based on ARMIS (or FRC) accounts. Therefore, our proposal of using the lower-cost DLC equipment at each location fulfills these requirements set forth by Mr. Stegeman. Finally, while we are not aware of any other "efficient deployment criteria" that Mr. Stegeman has in mind, BellSouth uses both vendors and each one should satisfy BellSouth's standards for deployment. Therefore, the correct DLC technology should be based on the least-cost solution at each individual DLC location.

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Q. HOW WOULD YOU PROPOSE THE COMMISSION CORRECT THIS PROBLEM?

As we stated earlier, we fully expected BellSouth to implement this simple correction based on its representations. Thus, we did not attempt to modify the BSTLM to correct this error in our rebuttal testimony. Although BellSouth failed to implement this correction, which we were led to believe was going to happen, BellSouth should not be allowed to continue with this clear overstatement of costs. Therefore, we have modified the BSTLM "InvestLogic.xls" file to choose the more efficient DLC vendor at each location. The specific adjustments to this file are described in Exhibit No. ____ (JCD/BFP-17).

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Q. WHAT WAS BELLSOUTH'S RESPONSE TO YOUR SUGGESTION REGARDING THE ALLOCATION OF SHARED FACILITIES?

BellSouth again failed to correct this problem that we were led to believe Α. 4 would be fixed in its revised filing. Instead, BellSouth simply chose to 5 ignore this problem by citing our acknowledgement that "by appropriately 6 adjusting down the DS0 equivalents for the allocation we most likely have 7 also adjusted down the capacity requirements of the DLC optical 8 equipment." (Donovan/Pitkin Rebuttal at 39) Thus, BellSouth appears to 9 be betting that this Commission will simply accept its allocation 10 methodology that artificially inflates UNE costs for advanced services 11 because a bias might result. 12

Q. IS MR. STEGEMAN'S POSITION CORRECT?

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No. Ironically, BellSouth asserts that a bias is created by potentially underbuilding the network but has no problem advocating a methodology that introduces a bias that raises the cost of advanced service UNEs and impedes competition for these advanced service offerings to the consumers of Florida. This Commission must simply determine which approach is more acceptable. In either case, the bias inherent in BellSouth's methodology and our proposed correction primarily impact the advanced service UNEs. Simply put, under either scenario, the model will produce the correct investment associated with basic service. Therefore, this Commission's decision impacts the prices for more Page 15

advanced services and the level of competition to provide those services in Florida.

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Q. IS MR. STEGEMAN'S POSITION CONSISTENT WITH HIS POSITION IN OTHER PROCEEDINGS?

No. BellSouth's refusal to allocate investments based on the number of loops is especially disconcerting because that is exactly what BellSouth is proposing in the Georgia Universal Service Fund proceeding. Specifically, Mr. Stegeman's testimony in that proceeding advocates adjusting "ARMIS inputs to levels that reflect BST's actual special access pair equivalents, rather than special access derived channel equivalents." (Direct Testimony of Mr. James Stegeman on Behalf of BellSouth Telecommunications, Inc.; before the Georgia Public Service Commission, Docket No. 5825-U, August 1, 2000) In effect, Mr. Stegeman's argument in the Georgia proceeding directly conflicts with his proposal in this proceeding, because he is adjusting the ARMIS line counts to reflect pairs rather than DS0 equivalents. Thus, his methodology in Georgia will allocate all common DLC investment and all fiber investment based on copper pairs instead of DS0 capacity. We generally agree with the adjustment Mr. Stegeman is making in Georgia and believe that this is also the correct approach that should be taken in Florida -allocating investments based on the number of copper pairs required to provide the service.

Q. SHOULD THIS COMMISSION ACCEPT MR. STEGEMAN'S POSITION?

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Α. No. BellSouth gambled that this Commission will accept its original 3 proposal rather than give the user the flexibility to allocate investments in a more reasonable fashion. This Commission should not reward 5 BellSouth for its decision and should accept the position we advocate in 7 our Rebuttal testimony. Any potential bias created by a reduction in the costs of advanced services is a better alternative than a bias that artificially 8 inflates the costs of advanced services and impeding competitive 9 10 alternatives for providing such services -- especially since BellSouth had the opportunity to correct this problem but knowingly chose not to 11 implement it. 12

IV. STATUS OF MODIFICATIONS AND REVISED RESULTS

- Q. HAVE YOU BEEN ABLE TO RESTATE BELLSOUTH'S LATEST
 COST STUDIES TO REFLECT THE CHANGES YOU
 DESCRIBED ABOVE?
- A. Not at this time. We are working to file our revised results based on BellSouth's new submission. However, this process still takes some time with BellSouth's models. Specifically, we need to re-run several sensitivities based on BellSouth's new submission.

Q. WHY DO YOU NEED TO PERFORM SENSITIVITY RUNS FOR YOUR REVISED FILING?

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As Ms. Caldwell correctly points out in her Rebuttal testimony "BellSouth inadvertently set all extended range line card costs equal to the normal line card cost." (Caldwell Rebuttal at 24) These inputs impacted our analysis of the appropriate loop lengths and mix of loop technologies that would be required in the BSTLM. Our Rebuttal testimony states, "[t]here are two sets of inputs that could be used in determining the network architecture. The most appropriate architecture should be the solution that results in the lower-cost network design." (Donovan/Pitkin Rebuttal at 32) Our testimony then states "[b]ased on sensitivity runs we have conducted, the second option (i.e., using extended range line cards above 13,000 feet with a maximum loop length of 16,800 feet on 26-gauge copper cable, with no 24-gauge copper cable) is the more economical choice." (Donovan/Pitkin Rebuttal at 32) BellSouth's new inputs, however, require that we re-run our sensitivity analyses to determine which is the more appropriate solution. We have not yet completed these runs. However, we will perform these sensitivity runs based on the two network architectures described in our Rebuttal testimony and use the more appropriate solution in our restatement of BellSouth's costs.

Q. ARE YOU CONCERNED THAT BELLSOUTH WILL NOT HAVE AMPLE OPPORTUNITY TO EVALUATE THE CHANGES YOU

1		ARE GOING TO MAKE IN YOUR REVISED RESULTS OF ITS
2		MODELS?
3	A.	No. We have identified every change we are going to make to BellSouth's
4		filing. In short, these changes are the same as we made in our initial filing
5		with the following exceptions:
6		• We are going to adjust the drop calculations in the BSTLM by
7		adjusting down the resulting costs by 21.7 percent;
8		• We are going to adjust the DLC vendor calculations to reflect the
9		standard engineering practice of selecting the more appropriate single
10		vendor at each DLC location; and
11		• We will use the more appropriate loop length criteria in our revised
12		filing.
13		Thus, each and every adjustment we are going to make has been fully
14		explained and articulated in this Supplemental Rebuttal testimony. The
15		only piece of information that is missing are the results of our runs that we
16		will provide as soon as they are available.
17	IV.	CONCLUSION
18	Q.	CAN YOU PLEASE SUMMARIZE YOUR VIEWS OF
19		BELLSOUTH'S REVISED COST STUDY FILING?
20	A.	Yes. BellSouth's revised cost studies do not reflect the changes BellSouth
21		implied would be incorporated in its revised filing. As such, we were
22		severely mislead as to the adjustments BellSouth was going to make based

on BellSouth's representations. We have limited our areas of focus to those issues that were raised in our meeting with BellSouth that actually impact costs. From our standpoint, BellSouth lured this Commission into allowing revised cost studies based on its assurance that the revisions were to address the issues raised at our meeting with BellSouth. With one minor exception, BellSouth did not address those issues but instead used its refiling opportunity as an excuse to substantially modify its inputs, non-recurring costs, and other cost studies which were not issues discussed during our meeting.

Q. HOW WOULD YOU RECOMMEND THIS COMMISSION HANDLE BELLSOUTH'S REVISED FILING?

- A. We recommend that this Commission either reject all evidence submitted by BellSouth in its revised filing or allow us to make the corrections identified in this testimony to address BellSouth's revised filings and to address those issues we were mislead into believing would be corrected in this revised filing.
- Q. DOES THIS CONCLUDE YOUR SUPPLEMENTAL REBUTTAL
 TESTIMONY?
- 19 A. Yes.