

BEFORE THE RHODE ISLAND PUBLIC UTILITIES COMMISSION

)	
Verizon Rhode Island)	Docket No.: 3445
Alternative Regulation Plan)	
)	

SURREBUTTAL TESTIMONY OF

DR. AUGUST H. ANKUM

On behalf of

CONVERSENT COMMUNICATIONS OF RHODE ISLAND, LLC

November 8, 2002



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		<u>Attachments</u>
	ATTACHMENT I	CC Docket No. 01-347, Application by Verizon New Jersey Inc., Bell Atlantic Communications, Inc. (d/b/a Verizon Long Distance), NYNEX Long Distance Company (d/b/a Verizon Enterprise Solutions), Verizon Global Networks Inc., and Verizon Select Services Inc., for Authorization to Provide In-Region, InterLATA Services in New Jersey, Evaluation of United States Department of Justice.
	ATTACHMENT II	MA DTE 01-31, <u>Investigation by the Department on its own</u> Motion into the Appropriate Regulatory Plan to Succeed Price Cap Regulation for Verizon New England, Inc., d/b/a Verizon Massachusetts' Retail Intrastate Telecommunications Services in the Commonwealth of Massachusetts, Excerpt Phase 1 Decision.



2	1.	INTRODUCTION
3	Q.	PLEASE STATE YOUR NAME, OCCUPATION AND BUSINESS
4		ADDRESS.
5	A.	My name is Dr. August H. Ankum. I am a Senior Vice President at QSI
6		Consulting, Inc., a consulting firm specializing in economics and
7		telecommunications issues. My business address is 1261 North Paulina, Suite #8,
8		Chicago, IL 60622.
9		
10	Q.	ARE YOU THE SAME DR. AUGUST H. ANKUM THAT PREVIOUSLY
11		FILED TESTIMONY IN THIS PROCEEDING?
12	A.	Yes, I am.
13 14	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY?
15	A.	The purpose of my testimony is to respond to some of the issues raised in the rebuttal
16		testimonies filed on behalf of Verizon. Specifically, I will respond to the testimony of
17		Teresa L. O'Brien, Arthur D. Silvia and William E. Taylor.
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1 2 3 4	II.	PROVISIONS ADOPTED IN NEW YORK, SUCH AS HOT- CUT CHARGES OF \$35, ARE ALSO APPROPRIATE IN RHODE ISLAND
5	Q.	DOES VERIZON WITNESS O'BRIEN OBJECT AGAINST YOUR
6		RECOMMENDATION THAT THE COMMISSION CAP THE RECURRING
7		CHARGE FOR HOT-CUTS AT A RATE NO HIGHER THAN \$35 THE
8		RATE AT WHICH VERIZON IS OFFERING HOT-CUTS IN NEW YORK.
9	A.	Yes. On page 5 of her testimony she objects that (1) the hot-cut should be examined
10		in Docket No. 2681, and (2) that the provisions from New York are part of a
11		comprehensive settlement between Verizon New York and the Department of Service
12		that dealt with a number of issues.
13		
14	Q.	DO YOU AGREE WITH MS. O'BRIEN'S OBJECTION THAT THE
15		APPROPRIATE CHARGE FOR HOT-CUTS IS AN ISSUE THAT HAS NO
16		PLACE IN THE CURRENT PROCEEDING.
17	A.	No. As recognized by the New York Commission, Verizon's proposed hot-cut
18		charges are potential barriers to entry that can adversely impact the development of
19		competition. If hot-cut charges are unreasonably priced, then the Commission cannot
20		expect robust competition by means of Verizon's UNE-loops.
21		
22		One of the critical determinations the Commission has to make in the current
23		proceeding is whether competition is sufficiently robust to grant Verizon the pricing



1 flexibility for which it is asking. This determination, however, hinges critically on the 2 ability of CLECs to compete with Verizon by means of unbundled network elements 3 ("UNEs"). It is difficult to see, therefore, how the Commission can be asked to ignore 4 the uncertainty about the UNE rates, such as the non-recurring hot-cut charge that 5 applies when a CLEC orders a 2-wire analog loop. In short, the level of the hot-cut 6 charge is germane to the issues at hand and should not be ignored. 7 8 Q. VERIZON ITSELF TO BLAME FOR REQUESTING PRICING 9 FLEXIBILITY BEFORE THE COMMISSION HAS BEEN ABLE TO SET 10 **APPROPRIATE UNE RATES?** 11 Yes. In a sense, Verizon's request is premature. As noted, the question of how robust A. 12 competition will be hinges critically on the level of the UNE prices. Since Docket No. 13 2681 has not yet been completed, it is simply not possible for the Commission or 14 anybody else to determine how effective competitors will be in curtailing Verizon's 15 market power. It is Verizon itself, however, who is to blame for the current sequence 16 of proceeding that places "the cart before the horse." 17 18 Q. MS. O'BRIEN ALSO OBJECTS THAT IN NEW YORK THE \$35 HOT-CUT 19 CHARGE IS PART OF AN OVERALL PACKAGE AND THAT IT IS 20 INAPPROPRIATE TO SELECTIVELY PICK-AND-CHOOSE CERTAIN 21 PROVISIONS AND NOT OTHERS. PLEASE RESPOND TO MS. 22 O'BRIEN'S OBJECTION.



1 A. First, I believe that the fact that Verizon agreed to a \$35 hot-cut charge in New York is 2 a good indication that the company's costs for hot-cuts are probably approximately 3 \$35 or less. I do not believe that Verizon would have agreed to do hot-cuts for \$35 if 4 its costs were significantly higher than \$35. That would simply be irrational. 5 6 More importantly, however, I believe that Conversent would be willing to adopt the 7 New York plan, including the New York TELRIC UNE rates, in its totality here in 8 Rhode Island. This would obviate the objection that Conversent is selectively picking-9 and-choosing certain provisions. 10 11 III. RHODE ISLAND IS NOT INSULATED FROM THE NATION'S MASSIVE MELTDOWN OF THE COMPETITIVE TELECOM 12 **SECTOR** 13 14 15 Q. DOES VERIZON WITNESSES IGNORE THE OBVIOUSLY WEAKENED STATE OF THE COMPETITIVE TELECOMMUNICATIONS' INDUSTRY? 16 17 A. Yes. Both Mr. D. Silvia and Dr. Taylor take issue with my testimony that the competitive telecommunications industry is in a severely weakened state. However, 18 19 while they object to my testimony, they do not criticize my analysis that shows a near 20 catastrophic decline in market capitalization for the competitive part of the industry. 21 In a way, I believe that little rebuttal of Verizon's testimony is needed since the 22 numbers speak for themselves: market capitalization for the competitive 23 telecommunications industry has declined by approximately 88%. That is, 88 cents



1 of every dollar invested has been lost. If this does not constitute a weakened state for 2 the competitive telecommunications sector, one should wonder what does in the eyes 3 of Verizon's witnesses? 4 5 PLEASE COMMENT ON DR. TAYLOR'S TESTIMONY THAT THE Q. 6 **DECLINE** IN **MARKET CAPITALIZATION FOR** THE 7 TELECOMMUNICATIONS SECTOR IS NO MORE SIGNIFICANT THAN, 8 SAY, THAT FOR MICROSOFT OR LUCENT. 9 A. On page 19 of his testimony, Dr. Taylor notes that the decline in market capitalization 10 for CLECs "pales by comparison" to declines of other companies, such as Lucent, 11 Microsoft and Intel: 12 Importantly, Dr. Ankum's much-touted decline 13 capitalization for the CLECs and Wholesale Providers category (\$271 14 billion) is not so different from the market capitalization decline of 15 individual companies such as Lucent (\$237.6 billion decline), 16 Microsoft (\$248.3 billion decline) and Intel (\$215.9 billion decline). 17 Dr. Ankum's CLEC and Wholesale Provider category decline pales by 18 comparison to the total market capitalization decline of just these four 19 companies (more than \$821 billion) over roughly the same period he 20 analyzed 21 22 A number of observations are in order. First, Lucent is now trading for around \$1 23 (down from \$80 a share) and may well have to file for bankruptcy at some point. It is 24 not clear why Dr. Taylor believes that the comparison of the competitive 25 telecommunication industry to Lucent should give the Commission any comfort. I



1 suppose it's the age-old argument of whether the bottle is 12% full or 88% empty. Dr. 2 Taylor must be an optimist. 3 4 Further, to say that Microsoft and Intel's market capitalization has declined by 5 comparable dollar figures ignores that it is the percentage decline that is significant. 6 No sensible person would argue that bankrupt or near bankrupt companies such as 7 Network Plus, McCleoudUSA, Metromedia Fiber Networks, Log On America, XO 8 Communications, or NorthPoint are in as sound a financial shape as Microsoft, a 9 company that holds tens of billions of dollars in cash, and is a dominant force in the 10 software industry. Dr. Taylor's comparison sheds little or no light on the state of the 11 telecommunication industry. 12 13 MR. SILVIA USES OBSERVATIONS MADE BY THE UNITED STATES Q. DEPARTMENT OF JUSTICE TO REBUT YOUR TESTIMONY THAT THE 14 15 COMPETITIVE INDUSTRY IS IN BAD SHAPE. PLEASE COMMENT ON 16 MR. SILVIA'S TESTIMONY. 17 A. On page 4, of his testimony he cites the DOJ analysis related to Verizon's 271 18 application. I have already discussed in my direct testimony the difference between 19 an analysis for a 271 application and an alternative regulation plan. In a 271 filling, 20 the focus of the Commission should be on the question of whether Verizon has met 21 the requirements of the Telecommunications Act of 1996 and irreversibly opened its 22 local exchange markets in Rhode Island to competition. By contrast, in the current



proceeding, the focus is, among others, on the question of whether the level of competition is sufficient to curtail Verizon's market power as a dominant provider of local telecommunications services in Rhode Island. As has been discussed in my direct testimony, there should be a significantly higher threshold to answer this question affirmatively.

Q. HAS THE DOJ IN FACT PREVIOUSLY IDENTIFIED THE VZ'S HOT-CUT CHARGE AS A POSSIBLE IMPEDIMENT TO COMPETITION?

A. Yes. In CC Docket No. 01-347, VZ's application for 271 approval in New Jersey, the DOJ expressed concerns about VZ's hot-cut charges in New Jersey. Those charges were significantly higher (\$159.76 for the first loop and \$73.01 for additional loops) than the \$35 hot-cut charge agreed to by VZ in New York. As a result of the concerns of DOJ and CLECs, Verizon withdrew its 271 Application in New Jersey and subsequently refiled it with a \$35 hot-cut rate. Thus, while VZ is pointing to the DOJ's observation about the status of competition, it is ignoring the DOJ's position on the critical role of hot-cuts in the development of local competition.

¹ See CC Docket No. 01-347, <u>Application by Verizon New Jersey Inc.</u>, <u>Bell Atlantic Communications</u>, <u>Inc.</u> (<u>d/b/a Verizon Long Distance</u>), <u>NYNEX Long Distance Company</u> (<u>d/b/a Verizon Enterprise Solutions</u>), <u>Verizon Global Networks Inc.</u>, and <u>Verizon Select Services Inc.</u>, for <u>Authorization to Provide In-Region</u>, <u>InterLATA Services in New Jersey</u>, Evaluation of United States Department of Justice, pages 7 and 8.



Q. DOES VERIZON'S TESTIMONY UNDERSCORE HOW LIMITED IN

SCOPE COMPETITION IS?

Yes. First, Mr. Silvia states: "CLECs serve approximately 19.3 percent of all business lines using primarily their own fiber optic networks that are either connected directly to the customer premises or connected through loops leased from Verizon." This means that over six years after the passage of the Telecommunications Act of 1996, the vast majority of customers still has no access to facilities based competitive providers.

A.

Further, the observation that "Cox's cable telephony service is available to between 75 and 95 percent of homes in the state" is of limited value. As the Commission knows, cable facilities do not without serious modifications allow for telephone service. Indeed, the question of whether a cable system can economically be converted to allow telephony is complex and will not always be answered in the affirmative. The Commission should recall that the cable giant TimeWarner decided to end its foray into telephony. Thus, the mere presence of cable facilities does not necessarily constitute competition more so than, say, the presence and availability of fiber facilities and switches in the warehouses of manufacturers. The question is: can those facilities be deployed profitably? Of course, the more pricing flexibility that the Commission grants VZ, the less likely it is that they can.



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2 Q. ARE CABLE FACILITIES, SUCH AS COX'S, TYPICALLY DEPLOYED 3 FOR RESIDENTIAL CUSTOMERS AND NOT NECESSARILY FOR 4 **BUSINESS CUSTOMERS?** 5 VZ notes that Cox's cable facilities cover a large portion of the state and A. 6 are able to reach possibly up to 95% of the residential customers. I have already 7 discussed why this observation is of limited relevance. The Commission should 8 also note, however, that Cox's cable facilities are deployed predominantly to 9 provide service to residential areas and that VZ has provided little or no 10 information as to the extent to which Cox is actually serving business customers. 11 While Cox does serve some business customers (such as the Providence Place Mall), the company's cable facilities are not typically constructed to serve 12

The importance of this observation is twofold. First, to the extent that Cox will be dependent on VZ's unbundled loops, *Cox too is vulnerable to VZ price-squeeze strategies*. Second, it underscores that carriers like Conversent are the primary alternative to Verizon for many business customers. These carriers continue to be dependent on VZ's UNEs and that there simply are no wholesale providers other than VZ from which facilities can be obtained to pursue a strategy of broad-based competition.

business customers.

² Silvia, rebuttal Testimony, page 4.



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2	Q.	MR. SILVIA ALSO PRESENTS PROPRIETARY 911 DATA THAT
3		PURPORT TO SHOW THE EXTENT OF COMPETITIVE ENTRY. PLEASE
4		COMMENT ON THESE DATA.
5	A.	Yes. As before, VZ's data tend to underscore the dominant position of the company.
6		For example, VZ's own data show that, as of August 2002 six years after the
7		passage of the Telecommunications Act of 1996 less than 14 % of residences are
8		served by competitors.
9		
10	Q.	SHOULD VZ'S DATA BE ACCEPTED AS THE TRUTH?
11	A.	No. Again, the 911 data are proprietary and cannot be inspected by intervenors.
12		Conversent has issued discovery to VZ for the back-up calculations for the proprietary
13		table presented in Mr. Silvia's rebuttal testimony. I hope that VZ will make the 911
14		data available to that they can be placed in proper perspective.
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16	Q.	DO YOU BELIEVE THAT THE 911 DATA MAY PRESENT A DISTORTED
17		PICTURE OF THE STATUS OF COMPETITION IN RHODE ISLAND?
18	A.	Yes. First, it is important to note that the 911 data speak only to the competition that
19		may exist for retail customers. The data do not address my main concern that CLECs
20		are critically dependent on VZ for unbundled network elements. That is, the 911 data
21		in no way diminish the likelihood that VZ may place CLECs in a competitive price-
22		squeeze when it is opportune for VZ to do so.



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1 2 Further, I believe that VZ has included special access lines in the 911 data. I am not 3 entirely sure why Verizon would include special access in the 911 data. It is true that 4 some carriers, especially large interexchange carriers, lease special access circuits 5 from Verizon to serve large business customers, but the Commission should recognize 6 that competition for large business customers should not be confused for general retail 7 competition. Again, as long as intervenors are not able to inspect the work papers 8 behind the compilation of the 911 data, the Commission should treat these data with 9 the caution. 10 11 IV. VZ IS DOMINANT IN THE WHOLESALE MARKET AND IS 12 ABLE TO PLACE CLECS IN A PRICE SQUEEZE 13 14 15 Q. IS ONE OF THE MAIN AREAS OF CONCERN ADDRESSED IN YOUR 16 DIRECT TESTIMONY THE POTENTIAL THAT VZ MAY PLACE CLECS 17 IN A PRICE SQUEEZE? 18 Yes. In my direct testimony, I have demonstrated that if Verizon is granted the nearly A. 19 unrestricted downward retail flexibility it is asking for, Verizon will be able -- at will --20 to increase or decrease the margin available to its dependent competitors. Further I

have demonstrated that, as such, Verizon is largely in control of the strength and

viability of its competitors, which -- coming full circle -- are the very companies that



1 Verizon claims will protect customers from Verizon. I concluded whatever may be 2 the merit of Verizon's arguments and testimony, the construct underlying the proposed 3 Alternative Regulation Plan is deeply flawed: to be sure, if granted as proposed, it will 4 "place the fox in charge of the hen house." Of particular concern is the possibility 5 that VZ will place dependent CLECs in a price-squeeze when it happens to suit VZ 6 competitive interests. 7 8 DOES DR. TAYLOR ARGUE THAT VZ IT IS NOT RATIONAL FOR VZ TO Q. 9 PLACE CLECS IN A PRICE SQUEEZE? 10 A. Yes. Dr. Taylor's argument is summarized on pages 11 and 12 of his testimony. In 11 essence he says: 12 (1) "Cox is not in any sense a dependent competitor: it is a full facilities-based 13 competitor with a near-ubiquitous presence and currently offers telephone services to 14 residence and business customers throughout the state. As a facilities-based 15 competitor, Cox offers its services without relying on Verizon's facilities. This fact 16 implies that Verizon does not control an essential facility in Rhode Island. If Verizon does not control an essential facility then there is no economic basis to impose any 17 imputation standard.³ " 18 19 20 "Second, the purpose of a price floor is to prevent anticompetitive pricing, (2) 21 and I have explained above that Verizon has no incentive or ability to carry out a 22 successful anticompetitive pricing strategy." 23 24 I disagree with both statements. 25

³ Taylor Rebuttal, page 11.



1	Q.	PLEASE COMMENT ON DR. TAYLOR'S ASSERTION THAT VZ DOES
2		"NOT CONTROL AN ESSENTIAL FACILITY" NECESSARY FOR A
3		PRICE SQUEEZE.
4	A.	Even if it were true that Cox is 100% facilities based, this is obviously not true for
5		other competitors, such as Conversent that install their own switch and
6		transmission equipment in VZ central offices and combine these facilities with
7		unbundled loops and unbundled interoffice transport from VZ. In the simplest of
8		terms, VZ's UNEs are essential for competition in Rhode Island. For all instances
9		where competitors use VZ's UNEs and are dependent on them, VZ's proposal for
10		pricing flexibility creates the potential for a price squeeze. The Commission
11		simply cannot and should not focus just on Cox.
12		
13	Q.	PLEASE COMMENT ON DR. TAYLOR'S ASSERTION THAT VZ
14		NEITHER HAS THE INCENTIVE NOR THE ABILITY TO IMPOSE A
15		PRICE SQUEEZE ON DEPENDENT COMPETITORS.
16	A.	First, if Dr. Taylor believes that VZ will never lower retail prices so that
17		dependent CLECs will be in a price squeeze, VZ should have no objection against
18		a price floor based on UNE prices. While the implementation of such a price
19		floor involves some regulatory activities, in the larger scheme of VZ's operations,
20		this should not be a serious concern. Given how strenuously VZ is objecting,



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1 however, one must wonder about the blanket assertion that "Verizon has no 2 incentive or ability to carry out a successful anticompetitive pricing strategy." 3 4 Second, while Dr. Taylor makes an economic argument for why VZ may or may 5 not engage in a price squeeze, there is no guarantee that VZ will behave 6 consistent with Dr. Taylor's testimony. Clearly, under its proposal, VZ will be 7 able to lower retail prices at will. Moreover, it will be able to lower retail prices 8 below the costs faced by dependent CLECs. Dr. Taylor's "promises" that they 9 won't do this are simply not sufficient protection for dependent competitors such 10 as Conversent. 11 12 Third, the Massachusetts DTE rejected Dr. Taylor's argument and established 13 price floors for VZ-MA that safeguard against downward pricing flexibility at 14 anticompetitive levels. 15 16 Further, Dr. Taylor does not consider the impact on CLECs that do not yet have 17 operations in Rhode Island or those that may want to expand their operations. 18 The possibility of a price squeeze will stifle these companies' business 19 development plans.



1 Q. DID THE MASSACHUSETTS DTE BELIEVE THAT VZ WOULD NEVER

ENGAGE IN AN ANTI-COMPETITIVE PRICE SQUEEZE?

3 A. No. The Massachusetts DTE noted:⁴

[g]ranting Verizon unlimited downward pricing flexibility would enable Verizon to engage in a "price squeeze" with respect to UNE-based CLECs. Verizon would be free to decrease its retail rates to the point where the margin between the market price of a service and the cost of the underlying UNE was "squeezed" until UNE-based CLECs could not profitably compete with Verizon. Allowing such freedom to an incumbent would defeat UNEs' purpose as both the means of providing service and a tool for moving to a facilities-based network. Verizon asserts that UNEbased providers can switch to resale, and the existing resale discount price floor would serve as "a safety net" preventing anticompetitive pricing ... Accepting Verizon's argument on this point would, however, impede the development of facilities-based competition envisioned by the FCC, and, as mentioned above in Section V.B.4, it is not certain that facilities-based CLECs would be willing and able (given sunk costs) to shift quickly to resale.

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Q. DID THE MASSACHUSETTS DTE PUT IN PLACE A PRICE FLOOR TO

22 PROTECT CLECS AND ANTICOMPETITIVE PRICING STRATEGIES?

- A. Yes, the Massachusetts DTE put in place price floor provisions to prevent anticompetitive behavior. For reasons discussed in my direct testimony, I
- recommend that this Commission do the same.

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⁴ Massachusetts DTE 01-31 <u>Investigation by the Department on its own Motion into the Appropriate</u> Regulatory Plan to Succeed Price Cap Regulation for Verizon New England, Inc., d/b/a Verizon



1	Q.	IS THE PRICE FLOOR ADOPTED BY THE MASSACHUSETTS DTE IN
2		ESSENCE THE SAME AS THE PRICE FLOOR YOU DISCUSS AND
3		RECOMMEND IN YOUR DIRECT TESTIMONY?
4	A.	Yes. In my direct testimony, I recommend that the imputed costs used to
5		establish a price floor below which VZ would not be allowed to set retail rates
6		includes, at a minimum, the following two cost components:
7 8 9 10 11 12 13 14 15 16 17		 (1) Imputed costs of all the UNEs used to provide the service. This should be calculated by multiplying the quantity of the UNEs used to provide the service times the UNE TELRIC prices. Also included should be some recognition of the non-recurring charges to order UNEs. (2) A measure of minimum retail related costs. An appropriate proxy for these retail costs could be established by using the Commission approved percentage for resale discounts. The Commission should recall that the resale discount is calculated based on VZ's retail related expenses.
19		This is in essence the same as the price floor that the Massachusetts DTE adopted,
20		which is the following: ⁵
21 22 23 24 25 26		[T]he Department will require a UNE-based price floor for Verizon's business services that are contestable on a UNE basis. The price floor should be equal to the UNE rates for the elements that make up the retail service, plus a mark-up for Verizon's retailing costs as reflected in the wholesale discounts.

Massachusetts' Retail Intrastate Telecommunications Services in the Commonwealth of Massachusetts, Excerpt Phase 1 Decision, page 101. ⁵ Id, pages 101 - 102.



1 The Department then went on to note: "When Verizon seeks an initial price 2 squeeze decrease for any business services, Verizon will be required to file a cost analysis calculating the price floor for those services. 6.4 3 4 5 I recommend that the Commission adopt these same provisions for Verizon in Rhode 6 Island as a minimal set of competitive safeguards against anticompetitive pricing strategies. 7 8 9 Q. DR. TAYLOR ALSO PROVIDES AN EXAMPLE OF COKE AND PEPSI 10 COLA. IS **THIS EXAMPLE RELEVANT** \mathbf{OT} THE 11 TELECOMMUNICATIONS INDUSTRY? 12 A. No. With respect to the potential for a price-squeeze, Dr. Taylor notes on page 5 of 13 his rebuttal testimony: 14 This would be like Coke reducing its price in Rhode Island below its marginal cost with the expectation that it could force Pepsi to exit— 15 and stay out of—the Rhode Island soft drink market 16 17 18 This example is irrelevant for two reasons. First, the relative strength of Coke and 19 Pepsi is different than the relative strength of VZ and, say, Conversent. Second, Pepsi 20 is not dependent on Coke: companies such as Conversent are dependent on VZ. In 21 short, the comparison is irrelevant to the situation at hand. 22

⁶ Id, page 102.



1 2	V.	CONCLUSION
3	Q.	HAS ANYTHING IN VZ'S REBUTTAL TESTIMONY CAUSED YOU TO
4		CHANGE YOUR RECOMMENDATIONS?
5	A.	No. My recommendations are still as stated in my direct testimony.
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7	Q.	DOES THIS CONCLUDE YOUR TESTIMONY?
8	A.	Yes, it does.
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