BEFORE THE

WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

IN THE MATTER OF THE PETITION)	
OF VERIZON NORTHWEST INC. FOR)	DOCKET NO. UT-011439
WAIVER OF WAC 480-120-071(2)(a))	

REPLY TESTIMONY OF

KAY RUOSCH

ON BEHALF OF

VERIZON NORTHWEST INC.

MAY 15, 2002

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	(KR-8)	WUTC Webpage
	(KR-9C)	Verizon Data Request No. 44 confidential response - Docket
		No. UT-011439
	(KR-10)	Excerpts from Staff witness David Richardson's testimony,
		Cause No. U-82-45
	(KR-11)	Record Requisition No. 42 response - line extension cost
		study, Cause No. U-82-45

1		I. INTRODUCTION
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3	Q.	PLEASE STATE YOUR NAME, BUSINESS ADDRESS, AND PRESENT
4		POSITION.
5	A.	My name is Kay Ruosch. I am the Manager - Network Engineering -
6		Washington State for Verizon Northwest Inc. ("Verizon"). My business address is
7		2312 West Casino Road, Everett, WA 98204.
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9	Q.	ARE YOU THE SAME KAY RUOSCH WHO PREFILED DIRECT TESTIMONY
10		DATED MARCH 6, 2002?
11	A.	Yes, I am.
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13	Q.	HOW IS YOUR TESTIMONY ORGANIZED?
14	A.	It is organized in the same manner as my Direct Testimony: first, descriptions of
15		the requested line extensions; second, descriptions of how they would be
16		provisioned and what the estimated construction costs are; third, the waive
17		factors from the Commission's line extension rule and additional information the
18		Commission should consider. Within these sections I insert some sub-headings
19		for the Commission's convenience.
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21	Q.	PLEASE SUMMARIZE YOUR REPLY TESTIMONY.
22	A.	The Taylor and the Timm Ranch line extensions would be extraordinary in terms
23		of their length, their construction costs and their ongoing maintenance. This is

1 true even if they are looked at with Staff's asserted additional applicants and its 2 deduction of "reinforcement costs" from the total construction costs. 3 4 It is appropriate for the Commission to use the total construction costs to make its 5 decision in this case, because they would be real costs caused by these line 6 extensions; they have not already been incurred or paid for. 7 8 In this case Verizon is not arguing that the Commission's line extension rule is 9 wrong or should be changed. The Company has been working on dozens of line 10 extension projects under the new rule. In this case, the Company is simply using 11 the Commission's waiver provisions to address an issue that was intentionally left 12 unresolved by the Commission: are there projects that would be so costly or 13 burdensome that they should not be built under the line extension rule? The 14 Taylor and Timm Ranch line extensions are such projects. 15 II. LINE EXTENSION DESCRIPTIONS 16 17 **Number of Applicants** 18 Q. ON PAGES 2 AND 3 OF YOUR DIRECT TESTIMONY YOU LIST THE

FOLLOWING APPLICANTS FOR SERVICE IN THE TAYLOR LOCATION:

TAYLOR, SHOMLER, NICHOLS. ON PAGE 17 OF HIS TESTIMONY, STAFF

WITNESS SHIRLEY SAYS THAT THE BRIGGS AND THE GRENINGERS

SHOULD ALSO BE LISTED. WHY DID YOU NOT INCLUDE THEM?

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A. I listed only the persons from whom we have received orders because our petition requests a waiver only as to those actual orders. I did not include the Briggs or the Greningers because we have not received orders from them, which is also why I did not list the Weisburns. As a practical matter, the size of cable we would place to fill the applications we have received would accommodate these three other locations, but even with these three added to the project, the cost per customer would still be extraordinary.

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- ON PAGES 16 AND 17 OF HIS TESTIMONY MR. SHIRLEY SAYS THAT YOU SHOULD HAVE INCLUDED THE NELSON'S COLLEGE STUDENT SON IN YOUR LIST OF APPLICANTS FOR THE TIMM RANCH LOCATION. WHY DID YOU NOT INCLUDE HIM?
- 13 A.1415161718

As Mr. Shirley notes, Ike Nelson has built a new home for himself on the Timm Ranch. Mr. Shirley says that the Nelsons plan to have their son move into their old home. The five Timm Ranch addresses listed on page 4 of my Direct Testimony include Mr. Nelson's new home. We have not received an order for Mr. Nelson's old home and were unaware that he wanted service there. The size of facilities we would place to the Timm Ranch would accommodate an additional location. Even with one more customer, the per customer costs of this project would be extraordinary.

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2 **Comparison of the Taylor and Timm Ranch Line Extensions** 3 to Other Extensions 4 Q. AT PAGES 1 AND 2 OF HIS TESTIMONY, STAFF WITNESS SPINKS 5 CHARACTERIZES YOUR ESTIMATED COSTS FOR THE TIMM RANCH 6 LOCATION AS "LESS THAN THE HISTORIC CONSTRUCTION COSTS" AND 7 SAYS THAT, CONTRARY TO YOUR TESTIMONY, THEY ARE NOT COSTLY AND BURDENSOME. IS MR. SPINK'S CHARACTERIZATION ACCURATE? 8 No. it is not. He focuses on the per mile cost, while my testimony was based on 9 Α. 10 the total cost of the project, which is driven by the length of the facilities we would 11 need to construct. Whether the cost per mile is \$19,000, \$25,000, \$29,000 or 12 \$31,000, a 30 mile construction project is "costly." 13 14 Q. AT PAGE 3 OF HIS TESTIMONY. MR. SPINKS ACKNOWLEDGES THAT HE CANNOT CONTRADICT YOUR TESTIMONY THAT THE TIMM RANCH 15 EXTENSION WOULD CREATE THE ONLY LOCAL LOOP WITH NO 16 17 CUSTOMERS FOR A 23 MILE STRETCH. NEVERTHELESS, HE ASSERTS THAT WASHINGTON HAS THOUSANDS OF LOOPS THAT RANGE FROM 20 18 TO 40 MILES IN LENGTH. DOES THAT AFFECT YOUR DIRECT 19 20 **TESTIMONY?** 21 No. Based on Mr. Spinks' data request responses, I understand that this Α. 22 statement in his testimony applies to the whole state and that it is based on 23 computer cost models. However, for that question and answer in his testimony

CONSTRUCTION COST ESTIMATES

III.

he picked out part of my answer to the question "How do the Taylor and Timm Ranch line extensions compare to other line extensions Verizon has been constructing?" The fact is that Verizon Northwest has not been constructing 20-plus miles of facilities just to serve applicants at the far end of the route. Rather, the norm is for the network to naturally expand in an incremental fashion. In the words of the Commission webpage announcing its new line extension rule, line extensions normally are to locations "just out of the reach of the telephone network." A copy of that webpage is provided as my Exhibit No. _____ (KR-8).

- 10 Q. RELYING ON MR. SPINKS' TESTIMONY, ON PAGE 15 OF HIS TESTIMONY
 11 MR. SHIRLEY ASSERTS THAT BECAUSE WASHINGTON HAS
 12 "THOUSANDS" OF LOOPS THAT ARE 20 TO 40 MILES LONG, THE 17 MILE
 13 TAYLOR AND THE 27 MILE TIMM RANCH EXTENSIONS WOULD NOT BE
 14 "EXTRAORDINARY." IS HE CORRECT?
 - A. No, he is not. Neither Mr. Spinks nor Mr. Shirley identifies any specific line extension projects that they claim resulted in loops that are 20 to 40 miles long. In contrast, the actual line extension projects shown in our response to Data Request 44, to which Mr. Shirley refers, are significantly shorter, averaging less than one and a half miles. A copy of the confidential Data Request response is attached as Exhibit No. (KR-9C).

1 "Reinforcement Costs" ON PAGE 13 OF HIS TESTIMONY, MR. SHIRLEY ASSERTS THAT YOUR 2 Q. COST ESTIMATES ARE INCORRECT AND "OVERSTATED" BECAUSE 3 THEY INCLUDE "REINFORCEMENT COSTS." ARE YOUR STATEMENTS 4 ABOUT THE COSTS CORRECT? 5 6 Α. My statements are correct. My purpose was to advise the Commission of the 7 entirety of the costs of these proposed projects, regardless of how certain costs 8 may be labeled under the line extension rule for cost recovery purposes. In other 9 words, whether or not part of them are labeled "reinforcement" so as to force the

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Q. ON PAGE 14 OF HIS TESTIMONY, MR. SHIRLEY SHOWS THE "REINFORCEMENT COSTS" OF THE TWO PROPOSED PROJECTS. DID VERIZON SUPPLY THOSE FIGURES TO STAFF?

Therefore, they should be considered by the Commission in this case.

Company to absorb them, they would be incurred to complete these extensions.

Yes. Staff issued Verizon a Data Request asking that we state the portion of the estimated total construction costs that are "reinforcement costs." "Reinforcement costs" are not defined in the Commission's line extension rule. Based on prior conversations, the Company believes Staff uses that term simply to describe the cost of work done "inside" the existing network, so we provided responses on that basis.

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1	Q.	WHAT MAKES UP THE "REINFORCEMENT COSTS" FOR THE TAYLOR
2		LOCATION SHOWN ON PAGE 14 OF MR. SHIRLEY'S TESTIMONY?

A. They consist of engineering, material, placing and splicing costs for over 47,000 feet of twenty-five pair cable, placing conduit in road crossings, and eight load points (a type of signal boosting equipment).

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7 Q. WHY WERE THESE FACILITIES NOT ALREADY IN PLACE WHEN THE 8 TAYLOR LINE EXTENSION REQUESTS WERE RECEIVED?

9 A. They were not in place because under the tariff in place before the Commission's

10 new line extension rule, the existing feeder facilities were adequate for the

11 anticipated growth along that route.

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In addition, it would not be a prudent use of capital and other resources in areas such as this, which have no or very slow projected growth, to construct additional feeder facilities on speculation - - especially such a long and costly route as this one. Rather, feeder capacity is added when orders for new service are actually received and the existing network has insufficient unused capacity to fill the orders.

- 20 Q. WHAT MAKES UP THE "REINFORCEMENT COSTS" FOR THE TIMM RANCH
 21 LOCATION SHOWN ON PAGE 14 OF MR. SHIRLEY'S TESTIMONY?
- As I explained in my Direct Testimony (page 7), the Timm Ranch location is technically in Verizon's Bridgeport exchange but we would serve it from our

Brewster Exchange. Using what we understand to be Staff's definition, the "reinforcement" consists of the facilities we would build between the Brewster central office and the end of the existing feeder facilities along the route. The costs for that portion of the project consist of engineering, materials, placing and splicing for approximately 21,500 feet of fiber optic cable and 200 feet of conduit.

Q. WHY WERE THESE FACILITIES NOT ALREADY IN PLACE WHEN THE TIMM RANCH LINE EXTENSION REQUESTS WERE RECEIVED?

A. The existing facilities along the route we would use to serve the Timm Ranch end at the Brewster Exchange boundary, and they are adequate for anticipated growth there.

In addition, as I explained in my Direct Testimony (page 7), the long route from the Brewster central office into the Bridgeport Exchange and to the Timm Ranch would be better served by fiber optic facilities than copper. There is no anticipated growth along this route within the Brewster Exchange that would require a fiber system to be installed. This would be a custom project just for the Timm Ranch.

20 Q. AFTER MAKING HIS DEDUCTIONS OF "REINFORCEMENT COSTS" FROM
21 YOUR TOTAL COST FIGURES ON PAGE 15 OF HIS TESTIMONY, MR.
22 SHIRLEY ASSERTS THAT THE TAYLOR AND TIMM RANCH EXTENSIONS

WOULD NOT BE ATYPICAL LINE EXTENSIONS. IS HIS CONCLUSION CORRECT?

A. No, it is not. He bases his assertion on a 25,500 foot extension in the Curlew Exchange that cost \$84,381 and a 34,300 foot extension in the Soap Lake Exchange that cost \$95,340. As shown in the confidential Data Request response, to which Mr. Shirley refers, those two projects are outliers compared to the other line extensions. A copy of the confidential Data Request response is attached as Exhibit No. _____ (KR-9C). Out of 13 projects, the third longest was 11,500 feet and cost nearly three-fourths less than the Soap Lake project. All of the other projects were less than 10,000 feet. Even with those two outliers in the equation, the average length was about 7,500 feet. If those two are taken out, the average is about 3,800 feet.

In contrast, even with Mr. Shirley's "reinforcement" deductions, the Taylor location would require a 42,600 foot project costing \$165,000, and the Timm Ranch location would require a 142,300 foot project costing \$738,000. They are not typical line extensions; they would be unusually long and costly ones.

Impact of the Terrain on Construction Costs

Q. ON PAGES 21 AND 22 OF HIS TESTIMONY, MR. SHIRLEY HAS A LONG
QUESTION AND ANSWER TITLED "TECHNICAL DIFFICULTIES AND
PHYSICAL BARRIERS PRESENTED BY THE REQUESTED EXTENSIONS,"
IN WHICH HE COMMENTS ON A STATEMENT AT PAGE 6 LINE 8 OF YOUR

1 TESTIMONY ABOUT THE TERRAIN IN THE TAYLOR LOCATION. WHAT

WAS THE POINT YOU WERE MAKING AT THAT PLACE IN YOUR

TESTIMONY?

The statement cited by Mr. Shirley is in the section of my testimony describing our cost estimates for the two proposed projects. My statement about the Taylor location terrain simply pointed out the likelihood that actual construction would encounter conditions not covered by our initial cost estimate. In other words, it is likely that the actual construction costs will be higher than our estimate. Since our waiver request is pending, we have not expended resources to produce the detailed engineering and cost estimate we would do for a project actually being built.

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IV. WAIVER FACTORS AND OTHER INFORMATION

Maintenance Impacts

- 15 Q. AT PAGE 3 OF HIS TESTIMONY, MR. SPINKS SAYS THAT SINCE THE
 16 FACILITIES WOULD BE NEW, "THERE WOULD BE A VERY LOW
 17 PROBABILITY THAT ANY MAINTENANCE WILL BE REQUIRED . . . FOR
 18 YEARS." IS THIS ASSERTION CORRECT?
- A. No, it is not. Certainly new facilities are not likely to incur trouble for some time due to the deterioration that can cause trouble in older plant. That, however, ignores the trouble caused by outside forces, including human, animal and natural, as I discussed in my Direct Testimony. The longer the facility, the higher

the probability that it will be impacted at some point by such forces, and the Taylor and Timm Ranch facilities would be very long.

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In addition, Mr. Spinks fails to take the long view in terms of time. The Company must assume that these facilities will need to be in service indefinitely. Plant deterioration will eventually begin to cause trouble, which will impose higher than normal maintenance burdens because of the distances involved. Also, at some point the plant will have to be replaced, at which time the Company will be faced with building these enormous projects all over again.

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Q. AT THE SAME PLACE IN HIS TESTIMONY, MR. SPINKS ASSERTS THAT THE MAINTENANCE BURDENS OF THE TAYLOR AND TIMM RANCH EXTENSIONS WOULD BE NORMAL BECAUSE THE WENATCHEE DISTRICT'S TROUBLE REPORT RATE IS COMPARABLE TO THE REST OF THE STATE. IS MR. SPINK'S POSITION CORRECT?

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No, it is not. The fact that the level of the Wenatchee District's trouble reports generated from the current network may be similar to the statewide average does not mean that maintenance requirements on the lengthy Taylor and Timm Ranch routes would be similarly low. As I have explained, because of their length the Taylor and Timm Ranch facilities' maintenance needs would likely be significantly higher than normal.

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- Q. ON PAGES 25 AND 26 OF HIS TESTIMONY MR. SHIRLEY SAYS THAT IT
 WOULD BE "UNUSUAL" FOR THE COMPANY TO ENCOUNTER
 MAINTENANCE DIFFICULTIES IN WINTER ON UNPLOWED ROADS.
 COMPARED TO THE GENERAL SITUATION, WHAT WOULD BE THE
 SITUATION FOR THE TAYLOR AND TIMM RANCH LOCATIONS IN
 PARTICULAR?
 - Mr. Shirley first quotes from a Verizon data request response to a general question about winter access, and he then "contrasts" it to a Sprint rulemaking comment to the effect that Sprint is usually able to get down private roads in winter if it has to. Our data request response and Sprint's comment are consistent: in general, companies do not have b deal with unplowed roads in winter for maintenance purposes (because most customers do not reside in such conditions), but when necessary, the companies' personnel are usually able to persevere until they reach the trouble site and access the facility. That is not always possible, however. For example, in the winter of 1998 deep snow prevented us from repairing facilities at two locations, one in the Tonasket Exchange and one in the Molson Exchange, for several weeks. Repairs were finally done in the spring of 1999.

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In contrast, the point I make at pages 13 and 14 of my Direct Testimony is that these difficult winter access conditions would be encountered on at least 18 miles of the proposed Timm Ranch extension, which means that over time the

1 maintenance costs and diversion of personnel from other tasks would likely be 2 much higher than the norm. 3 The Pontiac Ridge Project; Mount Hull-Swanson Mill Road 4 AT PAGES 6 AND 7 OF HIS TESTIMONY STAFF WITNESS SHIRLEY 5 Q. DISCUSSES THE PONTIAC RIDGE LINE EXTENSION PROJECT AS PART 6 7 OF HIS DESCRIPTION OF THE BACKGROUND OF THE COMMISSION'S NEW SERVICE EXTENSION RULE. IS THERE CLARIFYING OR 8 ADDITIONAL INFORMATION THE COMMISSION SHOULD CONSIDER? 9 10 Α. Yes. It should consider more details about the tariff situation, the basis on which Verizon (then "GTE Northwest") built the project, the number of applicants and 11 12 eventual customers, and the costs. 13 WHEN DID THE PONTIAC RIDGE SITUATION OCCUR? 14 Q. 15 Α. In 1998-1999. 16 WHAT WAS THE TARIFF SITUATION AT THE TIME? 17 Q. 18 Α. The structure of GTE's line extension tariff at the time was that an applicant 19 received a half-mile construction allowance and then paid \$440 for each 20 additional tenth mile. 21 MR. SHIRLEY IMPLIES THAT THE COMPANY IGNORED ITS OWN TARIFFS 22 Q. AND TRIED TO AVOID PROVIDING SERVICE TO PEOPLE AT PONTIAC 23

1 RIDGE, WHICH WAS PREVENTED BY "CONSIDERABLE ARM WRESTLING

BETWEEN COMMISSION STAFF AND GTE." WHAT WAS THE SITUATION

FROM THE COMPANY'S POINT OF VIEW?

The Company never ignored its tariffs in dealing with Pontiac Ridge. The Company had a good faith disagreement with Staff about the meaning of the existing line extension tariff. The Staff claimed that applicants were entitled to "pool" the half-mile construction allowances under GTE's tariff, which had very severe cost implications for the Company and its other ratepayers. The Company did not agree with this interpretation. GTE's tariff was different from U S WEST's tariff, for example, which specifically provided for group applications and a type of "pooling," but had only a tenth mile allowance and charged \$740 for each additional tenth mile of construction on group projects. Mr. Shirley's testimony notwithstanding, we did have some concerns for our employees' safety (they had an encounter with a man with a pistol during construction), property ownership and rights of way, and other details, but the Company was not attempting to use them to avoid any obligations under the tariff.

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In view of Staff's statements about bringing a complaint and seeking large penalties, and its indication it would be supportive of some helpful changes to the tariff, we built the project on an ad hoc "group" basis, with "pooling" of the construction allowances.

1	Q.	HOW MANY MILES OF FACILITIES WERE BUILT?
2	A.	A little less than 17 miles.
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4	Q.	HOW MANY APPLICANTS DID THE PROJECT COVER?
5	A.	At the time the Company commenced the project, 44 people had said they would
6		take service.
7		
8	Q.	HOW MUCH DID EACH APPLICANT PAY IN LINE EXTENSION CHARGES?
9	A.	Since 44 times 0.5 mile exceeded the length of the project, the applicants paid no
0		line extension charges.
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12	Q.	WHAT WAS THE CONSTRUCTION COST OF THE PROJECT?
13	A.	The total construction cost was \$421,000.
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15	Q.	HOW MANY CUSTOMERS ARE SERVED BY THE PONTIAC RIDGE
16		EXTENSION FACILITIES?
17	A.	Today there are 37 customers in the area. Three of the original 44 did not follow
8		through with orders, and there have been 11 disconnections.
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20	Q.	ON PAGE 8 OF HIS TESTIMONY, MR. SHIRLEY STATES THAT "GTE
21		WOULD NOT DO SO," MEANING PROVIDE SERVICE TO RESIDENTS OF
22		THE "MOUNT HULL-SWANSON MILL ROAD" AREA. DID GTE REFUSE TO
23		PROVIDE SERVICE?

No, it did not. As Mr. Shirley mentions, for this locale most of the residents were in U S WEST's Oroville Exchange, with just a few across the boundary in GTE's Tonasket Exchange. In order for GTE to extend facilities to these sites it would had to build facilities for a distance of several miles on a road that looped into U S WEST's territory and then back into GTE's area. I am aware of GTE receiving one request for a line extension quote, which the Company provided, but the Company did not receive any orders for service. If we had received orders and the line extension tariff's requirements were met, the Company would have filled those orders.

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Line Extension Tariff Background

12 Q. AFTER AGREEING TO CONSTRUCT THE PONTIAC RIDGE PROJECT,
13 WHAT DID THE COMPANY DO ABOUT THE TARIFF SITUATION?

In July 1999 the Company filed tariff changes that included a decrease in the free allowance from one-half to one-tenth mile, specifically allowed group projects, reset the charge to \$1,800 per tenth mile for individuals and groups up to 15, set the charge at \$2,043 for groups of from 16 to 30, and specified that groups of over thirty would be treated on an individual case basis. The new rates were based on conservative estimates of current construction costs. My understanding from our Regulatory department is that this approach met some resistance from the Commission Staff. In any event, in September 1999 the Company withdrew that proposal and in November refiled its tariff to copy U S WEST's line extension provisions. The Commission allowed that to become

1	effective in December. That tariff lasted about a year until the Commission's
2	new line extension rule required the Company to change it.

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- Q. PRIOR TO THE CHANGES YOU HAVE JUST DESCRIBED, HOW LONG HAD
 THE FREE ALLOWANCE BEEN ONE-HALF MILE AND THE CHARGE \$440
 PER TENTH MILE?
- I believe the company had had the half mile allowance/tenth mile charge 7 Α. structure since the 1960's. The \$440 charge was put in place as the result of a 8 rate case in the early 1980's. It was intended to recover the company's full 9 10 actual costs. In that case the Company attempted to reduce the allowance to a tenth mile. The Commission's Staff agreed with the proposal's intent but did not 11 12 support adopting it at that time due to some concern about the Company's revenue impact analysis. My Exhibit No. (KR-10) and Exhibit No. 13 14 (KR-11) are documents from the Company's Regulatory files: excerpts from the 15 Staff's testimony on the subject, and the Company's Record Requisition

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18 Q. ON PAGE 8 OF HIS TESTIMONY, MR. SHIRLEY SAYS THAT PRIOR TO THE
19 NEW RULE LINE EXTENSION REQUESTS FOR ANYTHING MORE THAN A
20 FEW TENTHS OF A MILE WOULD TURN INTO A "STRUGGLE THAT
21 DEVOURED COMMISSION RESOURCES." WAS THAT GTE'S
22 EXPERIENCE?

response providing its line extension cost study, respectively.

A. Assuming that Mr. Shirley thinks the Pontiac Ridge situation was such a "struggle," I am not aware of one occurring with the Company prior to Staff taking the position that the GTE tariff required the "pooling" of the half-mile construction allowance. I would not characterize that as a "struggle," however. It was a good faith disagreement that was resolved. The Company agreed to build that project on Staff's terms and then moved quickly to revise its tariff.

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Lack of Prior Support or Payment

for "Reinforcement" and Line Extensions

Q. ON PAGES 9 OF HIS TESTIMONY, MR. SHIRLEY CLAIMS THAT DURING "THESE STRUGGLES" GTE WAS "RECEIVING STATE UNIVERSAL SERVICE SUPPORT," AND ON PAGE 10 HE IMPLIES THAT THIS SUPPORT COVERED THE COMPANY'S COSTS OF CONSTRUCTING THE PONTIAC RIDGE PROJECT. HOW DID GTE PAY FOR THE PONTIAC RIDGE PROJECT?

It paid for it out of its normal budgeting process, funded out of its normal revenues. I am not aware of any "universal service support" funds that the Company received for this project from the Commission cases mentioned by Mr. Shirley. It did not, for example, receive "aid to construction" funds that were used to defray any of the project's costs. The Company simply paid for the project.

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22 Q. DOES THIS CONCLUDE YOUR REPLY TESTIMONY?

23 A. Yes, it does.