

COMMONWEALTH OF KENTUCKY

BEFORE THE PUBLIC SERVICE COMMISSION

In the Matter of:

INVESTIGATION CONCERNING THE) PROPRIETARY OF INTERLATA SERVICES) BY BELLSOUTH TELECOMMUNICATIONS) INC., PURSUANT TO THE) TELECOMMUNICATIONS ACT OF 1996)

CASE NO. 2001-105

PREFILED TESTIMONY

OF PHILLIP A. BOMER

ON BEHALF OF WORLDCOM, INC.

July 9, 2001

C. Kent Hatfield, Esquire Henry S. Alford, Esquire MIDDLETON REUTLINGER 2500 Brown & Williamson Tower Louisville, Kentucky 40202 (502) 584-1135

COUNSEL FOR WORLDCOM, INC.

1	Q.	PLEASE STATE YOUR NAME.
2	A.	Phillip A. Bomer.
3	Q.	BY WHOM ARE YOU EMPLOYED?
4	Α.	WorldCom, Inc ("WorldCom").
5 6 7	Q.	IN WHAT CAPACITY ARE YOU EMPLOYED BY WORLDCOM, AND WHAT IS YOUR BUSINESS ADDRESS?
7 8	A.	I am employed as a Senior Staff Specialist II in WorldCom's Local Network
9		Planning Group, specifically in the Collocation Facility Planning section. My
10		work address is Six Concourse Parkway, Suite 800, Atlanta, GA 30328.
11	Q.	FOR HOW LONG HAS WORLDCOM EMPLOYED YOU?
12	A.	Since June 1997 I have been employed by WorldCom (including its predecessor,
13		Metropolitan Fiber Systems, Inc.).
14 15	Q.	PLEASE STATE YOUR EDUCATIONAL AND PROFESSIONAL BACKGROUND.
16 17	A.	As concerns collocation, since 1997 I have been responsible for managing
18		collocation facilities (including space, power and connectivity) for WorldCom at
19		various ILECs' central offices, including Southwestern Bell, Pacific Bell,
20		Nevada Bell and select GTE areas. I am currently assigned to the BellSouth and
21		Sprint accounts. I am responsible for the implementation of all augments and
22		requests for new service with those ILECs, including the preparation and
23		submission of all documents and payments. I am the single point of contact
24		regarding collocation issues. In that capacity I have developed and tracked
25		project timelines to assign responsibilities and insure departmental participation
· 26		from inception through construction. I have provided cost estimates, timetables

on collocation builds, and capacity constraint reports. I also have researched tariff issues and have acted as an internal subject matter expert, providing consultation on central office space constraint issues, as well as collocation issues for the arbitration of carrier agreements. As part of my job responsibilities, I have familiarized myself with various regulations, statutes and orders that pertain to collocation. I have testified regarding collocation issues in North Carolina, Louisiana and Tennessee.

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Prior to joining WorldCom, I was employed by AT&T Local (formerly Teleport Communications Group ("TCG")). As an Applications Engineer I was responsible for the design and implementation of Private Line Networks and the integration of such into the company network. I served as an Inside Plant Technician, in which capacity I turned up all types of circuits for new service. handled trouble calls and performed maintenance on transmission equipment. I also worked as an Outside Plant Technician, installing, maintaining and splicing the fiber optic network, and as Outside Plant Supervisor, being responsible for the Illinois fiber network and the in-house and contractor crews that maintained it. In addition I was assigned to be a Technical Consultant to the sales team to help them better assess and provide for our customers needs. Before joining TCG I was the Installation Manager for Cable Communications Inc., an electrical and communications contracting firm. There I managed 52 crews for the communications arm of the company, including its CATV and MDU Construction departments. I held positions as Communications Technician,

1		Construction Supervisor and E.E.O. Officer. I have worked for several
2		communications contracting companies over the years, including A.H.S.E.A.
3		CATV, American Spliceco and T.M.R. Construction. I also have military
4		experience with the United States Marine Corps, where I was a Motor Transport
5		Operator/ Refueler and Tractor-Trailer LVS Instructor. I served in the Persian
6		Gulf War, in both the Desert Shield and Desert Storm Operations.
7	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY?
8	А.	The purpose of my testimony is to assist the Kentucky Public Service
9		Commission ("Commission") in determining whether BellSouth
10		Telecommunications, Inc. ("BellSouth") has met the requirements of 47 U.S.C. §
. 11		271 (c) (2) (B) (i) ("Interconnection in accordance with the requirements of
12		sections 251 (c) and 252 (d) (1) of this title"), commonly referred to as "checklist
13		item (i)." The Commission has a consultative role with respect to BellSouth's
14		application, as described in 47 U.S.C. § 271 (d) (2) (B).
15		
16		To explain further: The Telecommunications Act of 1996 ("Act") requires
17		ILECs to provide interconnection at any technically feasible point within its
18		network. 47 U.S.C. §251 (c) (2) (B). Section 251 (c) (2) (C) requires such
19		interconnection to be at least equal in quality to that provided by the ILEC to
20		itself or to any affiliate. Section 251 (c) (2) (D) requires that such
21		interconnection be on rates, terms, and conditions that are just, reasonable, and
22		nondiscriminatory, in accordance with the terms and conditions of the parties'
23		interconnection agreement and the requirements of sections 251 and 252.

1		Section 251 (c) (6) confers on ILECs the duty to provide, on rates, terms, and
2		conditions that are just, reasonable, and nondiscriminatory, for physical
3		collocation of equipment necessary for interconnection or access to unbundled
4		network elements ("UNEs") at the premises of the local exchange carrier.
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6		With regard, then, to interconnection under the Act, I specifically address the
. 7		collocation provided or offered by BellSouth.
8		HAG DELL COUTH MET THE DECHIDEMENTS OF THE ACT WITH
9 10	Q	HAS BELLSOUTH MET THE REQUIREMENTS OF THE ACT WITH REGARD TO COLLOCATION?
11 12	A.	In my opinion, no, with respect to those issues as described below.
13		
14 15	Q.	IN GENERAL, WHY IS COLLOCATION IMPORTANT TO CLECS?
16	Α.	Collocation has long been a source of pitfalls and frustration for CLECs.
17		Moreover, collocation, given the growth of and demand for xDSL "broadband"
18		services and the emphasis by the Federal Communications Commission ("FCC")
19		on collocation in In re Implementation of the Local Competition Provisions of
20		the Telecommunications Act of 1996, Third Report and Order and Fourth Further
21		Notice of Proposed Rulemaking, CC Docket No. 96-98 (released November 5,
22		1999), is of key importance in the development of competition in local exchange
23		service. Certainly state commissions have an important role in defining and
24		resolving collocation issues, such as provisioning intervals, in the context of
25		arbitration and generic proceedings. In re Deployment of Wireline Services
26		Offering Advanced Telecommunications Capability, CC Docket No. 98-147,

First Report and Order ¶¶ 54-55 (released March 31, 1999) ("FCC Collocation Order").

4	• •	Accordingly, the issues I discuss are of interest generally to CLECs. WorldCom,
5		whose subsidiaries include MCImetro Access Transmission Services, LLC, is the
6		largest CLEC using traditional circuit-switched telephony, and has considerable
7		experience dealing with BellSouth on collocation matters. Whether a CLEC
8		chooses to attempt to do business in Kentucky may depend on whether BellSouth
9		provides just, reasonable and nondiscriminatory collocation there. "Just,
10		reasonable and nondiscriminatory" collocation also is one of the tests for whether
11		BellSouth has met checklist item one (i). Thus the Commission must determine
12		whether BellSouth truly has met its burden of demonstrating that it is providing
13		just, reasonable and nondiscriminatory collocation.
14		
15 16 17	Q .	ARE COLLOCATION INTERVALS, IN PARTICULAR, IMPORTANT, AND IF SO, WHY?
17	A.	The issue of intervals in which collocation requests will be provisioned is an
19		ultimate issue, in terms of importance, for CLECs. "(T)imely provisioning of
20		collocation space is essential to telecommunications carriers' ability to compete
21		effectively in the markets for advanced services and other telecommunications
22		services." In the Matters of Deployment of Wireline Services Offering
23	· .	Advanced Tolecommunications Conchility and Investories Cut. I
		Advanced Telecommunications Capability and Implementation of the Local
24	•	<u>Competition Provisions of the Telecommunications Act of 1996</u> , CC Dockets

1		Further Notice of Proposed Rulemaking in CC Docket No. 98-147 and Fifth
2		Further Notice of Proposed Rulemaking in CC Docket No. 96-98 (rel. August 10,
3		2000) ("Order on Reconsideration"), at \P 17. See <u>id</u> . at \P 22 (timely provisioning
4		is "critically important").
5		
6		Firm and expeditious intervals within which BellSouth must provision caged,
7		virtual and cageless collocation, as is the case with respect to providing a full and
8		prompt response to a collocation application, are needed. BellSouth lacks
9		incentive to provision collocation space in a reasonable period. In fact, an ILEC
10		has every incentive not to provision space in any particular period.
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12 13	Q.	WHAT IS BELLSOUTH'S POSITION REGARDING PHYSICAL COLLOCATION INVERTALS?
14 15	А.	For both initial requests and augments, BellSouth will complete construction of
16		physical collocation space in Kentucky within a maximum of seventy-six (76)
17		business days, under ordinary conditions, and within ninety-one (91) business
18		days, under extraordinary conditions, from receipt of a firm order. Direct
19	. • . • . •	Testimony of Keith Milner, pp. 28-29. Extraordinary conditions include
20	•	"major" equipment rearrangements or additions, and power plant additions or
21		upgrades.
22 23 24 25	Q.	WHAT IS BELLSOUTH'S POSITION REGARDING VIRTUAL COLLOCATION INTERVALS?
25 26	А.	For both initial requests and augments, BellSouth proposes a provisioning
27		interval of fifty (50) calendar days, under ordinary circumstances, and within

1		seventy-five (75) days, under extraordinary circumstances, from receipt of the
2		firm order. <u>Id.</u> at p. 30.
3 4	Q.	WHAT IS THE BASIS FOR BELLSOUTH'S POSITION REGARDING THE PROVISIONING OF PHYSICAL COLLOCATION?
5 6	A:	BellSouth asked the FCC for a waiver from the national default standard, for
7		North Carolina, Alabama and Tennessee. On February 21, 2001 the FCC
8		released its Memorandum and Order in In the Matter of Wireline Services
9		Offering Advanced Telecommunications Capability, CC Docket No. 98-147
10		("BellSouth Conditional Waiver Order"). That order allows BellSouth to use, on
11		an interim basis (for North Carolina and, as discussed below, with regard to
12	·	caged collocation for Alabama and Tennessee), the New York Public Service
13		Commission's intervals for provisioning, except to the extent a state specifies its
14		own intervals. There is as yet no state-determined provisioning standard in
15		effect for physical collocation in Kentucky. Affidavit of A. Wayne Gray, p. 3.
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17		Indeed, for Kentucky BellSouth professes to use the national default standard of
18		the Order on Reconsideration, which is discussed below. See id. at p. 2. Under
19		the BellSouth Conditional Waiver Order, however, which BellSouth seeks to
20		apply in Kentucky, physical collocation would be provisioned within 76 business
21		days of the application (i.e., about 110 calendar days, assuming two holidays)
22		under ordinary circumstances and within 91 business days of the application
23	· .	under extraordinary circumstances.
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25	O.	WHAT IS VOUD DESDONSE TO DELL SOUTHIS DOSITION?

25 Q: WHAT IS YOUR RESPONSE TO BELLSOUTH'S POSITION?

1	A:	The intervals, particularly the intervals for cageless collocation, are too long, in
2		terms of the period in which collocation can and should be provisioned, and in
3		comparison with what the FCC and other states have ordered. Under these
4		circumstances, BellSouth does not provide just, reasonable and
5	· · · · · · · · · · · · · · · · · · ·	nondiscriminatory collocation, particularly for cageless collocation.
6		
7 8	Q:	WHAT HAS THE FCC STATED WITH REGARD TO PROVISIONING PHYSICAL COLLOCATION?
9 10	A:	According to the Order on Reconsideration, the ILEC should be able to complete
11		any technically feasible physical collocation arrangement, whether caged or
12		cageless, no later than ninety (90) calendar days after receiving a collocation
13		application, where space, whether conditioned or unconditioned, is available in
14		the ILEC's premises and the state commission does not set a different interval or
15		the incumbent and the requesting carrier have not agreed to a different interval.
16		Id. at ¶ 27. The FCC's ninety (90) day interval is a maximum default standard
17		that the FCC presumes ILECs are capable of meeting. See \underline{id} . at ¶ 37. The FCC
18		also stated
 19 20 21 22 23 24 25 26 		We also continue to believe, based on the record before us, that <u>intervals significantly longer than 90 days</u> , such as the 180 calendar day interval Sprint suggests for previously unconditioned space, <u>would not generally result in</u> <u>competitive LECs' receiving access to space within</u> <u>incumbent LEC premises within reasonable time frames</u> . Instead, we believe, based on this record, that <u>intervals</u> <u>significantly longer than 90 days generally will impede</u>
27 28 29 30 31		competitive LECs' ability to compete effectively, although we recognize that in specific circumstances <u>a significantly</u> longer provisioning interval may be warranted based on detailed information presented to and evaluated by a state commission.

(Emphasis added.) Id. at \P 29. No such specific circumstances have been shown by BellSouth.

The Order on Reconsideration also set out a process by which ILECs could

request additional time from a state commission:

In some instances, a state tariff sets forth the rates, terms, and conditions under which an incumbent LEC provides physical collocation to requesting carriers. . . . Because of the critical importance of timely collocation provisioning, we conclude that, within 30 days after the effective date of this *Order*, the incumbent LEC must file with the state commission any amendments necessary to bring a tariff . . . into compliance with the national standards. At the time it files these amendments, the incumbent also must file its request, if any, that the state set intervals longer than the national standards as well as all supporting information. .

Absent the incumbent LEC's and requesting carrier's mutual consent, ... the 90 calendar day provisioning deadline will serve as maximum intervals, to the extent a state does not set its own deadlines. An incumbent LEC that seeks additional time to advise a requesting carrier of defects in a collocation application could show the state commission, for example, that its receipt of an extraordinary number of collocation applications within a short time frame warrants a limited extension of the ten calendar day deadline . . . An extension of this deadline by a state commission will not automatically result in an extension of the 90 calendar day provisioning deadline. Instead, an incumbent LEC must complete all technically feasible collocation arrangements within 90 calendar days, unless a state sets or the parties have agreed to a different deadline. Where an incumbent LEC seeks a departure from either deadline, the incumbent also must provide any additional information the state commission requires to resolve whether a departure is warranted. States will continue to have flexibility to adopt different intervals and

1 2 3 4 5 6 7 8 9	additional collocation requirements, consistent with the Act. For instance, <u>a state would be free to set shorter</u> <u>provisioning intervals for cageless collocation</u> <u>arrangements</u> , augments to existing collocation arrangements, and collocation within remote terminals. Indeed, we encourage states to adopt shorter provisioning intervals in circumstances where the nature of the collocation arrangements may render shorter provisioning intervals particularly appropriate.
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11	Id. at ¶¶ 36, 37 (Emphasis added) (Footnotes omitted). In response to the Order
12	on Reconsideration, BellSouth apparently requested the Commission to approve
13	its Access Services Tariff; however, BellSouth acknowledges that there is no
14	state-determined standard for collocation provisioning. Affidavit of A. Wayne
15	Gray, p. 3.
16	
17	The BellSouth Conditional Waiver Order is based on an earlier FCC order, in
18	which the FCC granted Verizon and other incumbents a temporary, conditional
19	waiver of the ninety (90) day national default interval, pending FCC action on
20	petitions for reconsideration of the Order on Reconsideration. In the Matter of
21	Deployment of Wireline Services Offering Advanced Services Capability, CC
22	Docket No. 98-147, DA 00-2528, Memorandum Opinion and Order (rel. Nov. 7,
23	2000) ("Verizon Conditional Waiver Order"), at ¶¶ 9, 12. These waivers are
24	also expressly conditioned on the adoption by ILECs of alternative provisioning
25	intervals that are "significantly shorter than those prevalent prior to" the Order on
26	Reconsideration." Id. at ¶6. In granting these temporary waivers, moreover, the
27	FCC underscored that its action was "consistent with the [FCC's] goal, in the

[Order on Reconsideration], of substantially reducing the delays competitive LECs encounter in seeking to use physical collocation to compete against incumbent LECs." <u>Id</u>. Thus the FCC remains committed to reducing collocation provisioning intervals to redress unreasonable ILEC delays. Most importantly, the FCC's ninety (90) day provisioning interval remains the national standard, and the regulatory benchmark for measuring ILEC collocation provisioning performance.

Of course, the FCC has acknowledged that a state may establish different provisioning intervals, either shorter or longer than the national standard, based on the facts before the state commission. Order on Reconsideration, at ¶¶ 24, 29, & 37. But the FCC's provisioning interval, viewed in the context of the Order on Reconsideration, is a <u>maximum</u> provisioning interval that ILECs are presumed capable of meeting, absent detailed and convincing evidence to the contrary. The Order on Reconsideration took into account what state commissions had ordered with regard to physical collocation provisioning intervals, as well as the concerns of ILECs. See id. at ¶¶ 18-19.

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Q: WHAT HAVE OTHER COMMISSIONS IN THE BELLSOUTH REGION RULED WITH REGARD TO INTERVALS FOR PHYSICAL COLLOCATION?

A: Following the Order on Reconsideration, the Alabama Public Service

Commission ordered that cageless collocation should be provided "within 60

1	calendar days of a request for cageless collocation" by a CLEC. The "request for
2	cageless collocation" refers to an application for collocation. If there are
3	"extenuating circumstances", cageless collocation should be provisioned within
4	90 calendar days. See Conclusion on Issue 4, In the Matter of Petition by
5	ITC^DeltaCom Communications, Inc. for Arbitration of Interconnection
6	Agreement with BellSouth Telecommunications, Inc. Pursuant to Section 252 (b)
7	of the Telecommunications Act of 1996, Docket 27091, Final Order on
8	Arbitration ("Alabama ITC^DeltaCom Arbitration Order"), effective September
9	27, 2000.
10	
11	Moreover, the Alabama commission adopted the findings and conclusions of its
12	arbitration panel, which noted that BellSouth agrees that cageless collocation
12 13	arbitration panel, which noted that BellSouth agrees that cageless collocation dispenses with the requirement of designing and
13 14	dispenses with the requirement of designing and building a cage or enclosure for the collocated
13 14 15	dispenses with the requirement of designing and building a cage or enclosure for the collocated equipment(T)he similarities between cageless
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justification as to why cageless collocation cannot be accomplished in less than sixty (60) days.

The Tennessee Regulatory Authority, in <u>In re Petition for Arbitration of</u> <u>ITC^DeltaCom Communications, Inc. with BellSouth Telecommunications, Inc.</u> <u>Pursuant to the Telecommunications Act of 1996</u>, Second Interim Order of Arbitration Award, Docket No. 99-00430, at p. 5 (Aug. 31, 2000) ordered a thirty (30) day interval for the provisioning of cageless collocation, with a sixty (60) business day maximum, "thus, allowing additional time for extraordinary circumstances".

The Louisiana Public Service Commission ruled in <u>In re: BellSouth</u> <u>Telecommunications, Inc. Service Quality Performance Measurements</u> (<u>Collocation</u>), Docket No. U-22252-(Subdocket-C), General Order, October 9, 2000, that provisioning intervals, as applicable currently, are 90 calendar days for ordinary physical (cageless and caged) collocation, 120 calendar days for extraordinary physical collocation. The Louisiana commission, however, apparently recognizing that cageless collocation should be provisioned within a shorter interval than caged collocation, stated that "(t)he Commission shall establish a distinct interval for physical cageless collocation". <u>Id.</u>, at p. 2.

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1		Therefore, the intervals proposed by BellSouth for cageless collocation
2		provisioning in Kentucky are longer than what BellSouth has been ordered to
3		provide elsewhere in the region.
4	Q.	IS IT IMPORTANT WHAT OTHER STATE COMMISSIONS HAVE DECIDED?
6 7	Α.	It is important to recognize that state commissions, as permitted pursuant to the
· · · 8		FCC Collocation Order, have set intervals for provisioning collocation that can
9		be met by RBOCs. In the FCC Collocation Order the FCC held that "(a)
10		collocation method used by one incumbent LEC or mandated by a state
11		commission is presumptively technically feasible for any other incumbent LEC."
12		Id. at ¶ 8. (Emphasis added.)
13 14 15 16 17		(D)eployment by any incumbent LEC of a collocation arrangement gives rise to a rebuttable presumption in favor of a competitive LEC seeking collocation in any incumbent LEC premises that such an arrangement is technically feasible."
18 19		Id. at ¶ 45. 47 C.F.R. §51.321 (c) embodies this concept. The Alabama
20		commission found in its ITC^DeltaCom Arbitration Order, which was issued
21		following the Order on Reconsideration, that this same premise should apply to
22		provisioning intervals.
23 24	Q:	WHAT PROVISIONING INTERVALS, THEN, SHOULD APPLY FOR COLLOCATION?
25 26	A:	Caged collocation should be provisioned according to the default standard of the
27		Order on Reconsideration. Cageless collocation should be provisioned within
28		sixty (60) days of the application.
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17 18 **Q**:

WHAT PROVISIONING INTERVAL SHOULD APPLY FOR VIRTUAL COLLOCATION?

A: 4 The provisioning interval for virtual collocation should be no more than for 5 cageless collocation. Cageless and virtual collocation are set up physically the 6 same way. The main difference between the two is that, with a physical 7 (cageless) arrangement, tape is placed on the floor around a collocator's equipment to identify it, and the collocator itself is allowed access to the 8 9 equipment; whereas, in a virtual arrangement the incumbent maintains the 10 CLEC's equipment. Thus any time frame in which cageless collocation can be provisioned is also appropriate for virtual collocation. Because certain 11 12 considerations related to space availability and configuration, as well as not 13 having to construct a cage, are different for cageless and virtual collocation than for caged collocation, cageless and virtual collocation should be subject to a 14 15 shorter interval.

Q. IS THERE ANOTHER ISSUE REGARDING COLLOCATION INTERVALS?

19 A. Yes. According to BellSouth, a firm order is to be provided by the CLEC 20 following the submission of an application, in the following manner: twentythree (23) business days (i.e., about a month) following receipt of an application, 21 22 BellSouth will submit a response that includes fees for space preparation. 23 Affidavit of A. Wayne Gray at p. 22. Revisions to the application, even those 24 that do not affect space or power requirements, further lengthen the interval for a response by BellSouth. Within five (5) business days the CLEC then may submit 25 26 the firm order. Indeed, the CLEC must submit the firm order within that period

1		for any type of collocation, or the provisioning interval will be extended. Id. at p.
2		23.
3		
4	Q.	DO YOU DISAGREE WITH BELLSOUTH'S POSITION?
6	А.	Yes. Other public service commissions have ordered that price quotes be
7		provided in less time, and there is no evidence to demonstrate that BellSouth
8		cannot meet a shortened interval.
9		
10		BellSouth should be required to provide a firm cost quote within fifteen (15) days
11	(of receiving a collocation application. CLECs require a complete response
12		promptly, including a firm cost quote, to prepare and submit a firm order for
13		collocation space. In addition, minor changes that do not cause BellSouth to
14	· •	make available more space than has been initially requested, or that do not cause
15		BellSouth to change its provisioning of power, should not restart the ordering
16		process.
17 18 19	Q.	WHAT HAVE OTHER STATE PUBLIC UTILITY COMMISSIONS DONE IN THIS RESPECT?
20	A	Order No. PSC-00-0941-FOF-TP, issued May 11, 2000 by the Florida Public
21		Service Commission in Docket Nos. 981834-TP and 990321-TP (the "Florida
22		Collocation Order"), in Section II, states the following:
23 24 25 26 27		Upon consideration, we are persuaded that the initial response to an application for collocation should contain sufficient information for the CLEC to place a firm order. We are also persuaded that price quotes must be included in the response because they are assortial to
27 28 29		included in the response because they are essential to placing a firm order.

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1		We have also considered the evidence regarding the
2		intervals in which such information should be provided to
3		the CLEC. While BellSouth argues that it will only
4		provide acceptance or denial due to space availability
5		within the 15 calendar day interval, two other ILECs have
6		provided testimony in this proceeding that supports that
7		price quotes can also be provided within an interval of 15
8		calendar days
9		
10		Upon consideration, we find that 15 calendar days is an
11		appropriate interval to provide the information needed to
12		place a firm order, i.e., information regarding space
13		availability and a price quote.
14		
15		The Texas Public Utilities Commission, in Orders No. 52 and No. 54,
16		Investigation of Southwestern Bell Telephone Company's Entry into the Texas
17		InterLATA Telecommunications Market, Public Utility Commission of Texas,
18		Project No. 16251, established an interval for Southwestern Bell ("SWBT") for
19		providing price quotes, specifically for cageless collocation, within a definite
20		period that is less than fifteen (15) days. The SWBT "Interconnector's
· .	- 	
21		Collocation Services Handbook for Physical Collocation" provides for price
22		quote intervals for caged as well as cageless collocation within ten (10) business
		1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 -
23		days, which amounts to less than fifteen (15) days.
24		WILLT IS THE NEXT ISSUE DECADDING COLLOCATION?
24	Q.	WHAT IS THE NEXT ISSUE REGARDING COLLOCATION?
25	A.	BellSouth's position is that it should not be required to provide DC power to
23	л.	Bensoull's position is that it should not be required to provide DC power to
26		CLECs' equipment collocated in adjacent collocation space. BellSouth will
20		CLEOS equipment conocated in aujacent conocation space. Densouth will
27		provide AC power only. Affidavit of A. Wayne Gray, p. 11.
		Province pointer only. Annual of the study p. 11.
28	Q.	IS BELLSOUTH GENERALLY OPPOSED TO PROVIDING DC POWER
29	.	TO COLLOCATORS?
30		

1	Α.	No. The issue has arisen with respect to adjacent collocation space, not with
2		respect to collocating within the central offices of BellSouth.
3	Q.	WHAT IS ADJACENT COLLOCATION SPACE?
4	A.	Adjacent collocation space is described in 47 C.F.R. §51.323 (k) (3). When
5		space is legitimately exhausted in a particular ILEC premises, collocation in
6		adjacent controlled environmental vaults or similar structures must be made
7		available to the extent technically feasible. The FCC defined "premises" in 47
8		C.F.R. § 51.5 to refer
9 10 11 12 13 14 15 16 17 18 19 20 21 20 21 22 23 24		to an incumbent LEC's central offices and serving wire centers, as well as all buildings or similar structures owned or leased by an incumbent LEC that house incumbent LEC facilities on public rights-of-way, including but not limited to vaults containing loop concentrators or similar structures. In the Order on Reconsideration, that definition was amended to make clear that 'premises' includes all buildings and similar structures owned, leased, or otherwise controlled by the incumbent LEC that house its network facilities, all structures that house incumbent LEC facilities on public rights-of-way, and all land owned, leased, or otherwise controlled by an incumbent LEC that is adjacent to these structures. Id. at ¶ 44.
25	Q.	WHY IS THIS ISSUE IMPORTANT?
26	A.	Collocated equipment runs on DC power, yet BellSouth's view is, after the
27		CLEC has been relegated to adjacent collocation space (i.e., outside the central
28		office), BellSouth is not obligated to provide DC power.
29		

	The opportunity for discrimination against CLECs is particularly acute in this
	situation. Adjacent collocation space does not have to be employed for
	collocation unless space in BellSouth's central office is legitimately exhausted.
	Space can be exhausted, according to BellSouth, if BellSouth occupies or
	reserves space, even for functions unrelated to the functioning of the central
	office or collocators. If BellSouth categorically refuses to provide DC power, a
	CLEC must incur significant costs to accommodate AC power, provided by
	BellSouth or from some other source, and to convert that power to DC. These
	costs will be incurred, moreover, as a result of being required to collocate
· .	equipment outside of a BellSouth central office.
Q.	WHY DOES BELLSOUTH MAINTAIN SUCH A POSITION?
A .	BellSouth maintains that the cabling used to provide DC power is not rated for

outside use. BellSouth evidently purports to have some safety concerns about the use of DC power; yet the national electric codes mention no problem with its provision by BellSouth. Indeed, BellSouth's presumed option for CLECs - to use batteries in an enclosed space - rebuts BellSouth's alleged safety concerns, since that option itself would introduce safety concerns. CLECs would have to employ generators, batteries and other equipment in order to provide collocation from the adjacent location. Even if BellSouth's contentions regarding safety were generally valid (which they are not), the principle of "technical feasibility," by which requests for physical collocation are considered, strongly suggests that DC power cannot be <u>categorically</u> denied.

Q. DOES BELLSOUTH PROVIDE DC POWER TO ITS REMOTE **TERMINALS?**

1 2	A.	Yes. In other proceedings (e.g., in North Carolina's generic collocation docket)
3	·.	BellSouth has maintained that it provides AC to its remote spaces for its own
4	÷.,	purposes (and, consequently, that it would not discriminate against CLECs were
5		it not to supply DC power to the adjacent collocation site).
6	· · ·	
7		Thus, BellSouth supplies AC power to its adjacent facilities, which it then
8		converts to DC power. Therefore, BellSouth proposes to require CLECs to either
9		provide their own AC power to, or convert AC power provided by BellSouth at,
10		the adjacent site. BellSouth, however, has offered to provide DC power in other
11		collocation arrangements outside the central office; namely, with respect to
12		collocation at the remote terminal. Indeed, BellSouth has offered the following to
13		CLECs in North Carolina in the context of a proposal for remote terminal
14		collocation:
15 16 17 18 19 20 21 22 23 24		Section 7.3 Power. BellSouth shall make available –48 Volt (-48V) DC power for CLEC-1's Remote Collocation Space at a BellSouth Power Board (Fuse and Alarm Panel) or BellSouth Battery Distribution Fuse Bay ("BDFB") at CLEC-1's option within the Remote Site Location. The charge for power shall be assessed as part of the recurring charge for rack/bay space. If the power requirements for CLEC-1's equipment exceeds the capacity for the rack/bay, then such power requirements shall be assessed on a recurring per amp basis for the individual case.
25 26		(Emphasis added.) There is no reason why DC power cannot be similarly
27		provided by BellSouth to adjacent collocation space.
28	Q.	WHAT DO THE FCC'S REGULATIONS REQUIRE?
29 30	A.	In the FCC Collocation Order, the FCC held

1 2 3 4		(W)hen collocation space is exhausted at a particular LEC location, we require incumbent LECs to permit collocation in adjacent controlled environmental vaults or similar structures to the extent technically feasible."
5 6		Id. at $\P\P$ 6, 44. Thus, the FCC's regulations require BellSouth, as an initial
7		matter, to provide collocation in its central office, or in adjacent controlled
8		environmental vaults or similar structures. The regulations also require
9		BellSouth to provide power and physical collocation services to the adjacent
10		collocation space "subject to the same nondiscrimination requirements as
11	•	applicable to any other physical collocation arrangement." 47 C.F.R § 51.323
12		(k) (3) (Emphasis added).
13		
14		This is a matter of fairness, given demand for collocation in some areas, which
15		could exhaust space within central offices: BellSouth must provide DC power to
16		WorldCom's equipment in an adjacent collocation if it provides DC power to the
17		equipment in the central office.
18 19 20	Q.	HAS THE GEORGIA COMMISSION PREVIOUSLY ADDRESSED THIS ISSUE?
21	A.	Yes. The Georgia Public Service Commission, in Docket No. 11901-U, In Re:
22		Petition of MCImetro Access Transmission Services, LLC and MCI WorldCom
23		Communications, Inc. for Arbitration of Certain Terms and Conditions of
24		Proposed Agreement with BellSouth Telecommunications, Inc. Concerning
25		Interconnection and Resale Under the Telecommunications Act of 1996
26		("Georgia MCIm-BellSouth Arbitration Order") found that

1		This issue concerns whether BellSouth can meet its
2		obligations under the law by providing AC power to
3		adjacent collocation arrangements, or whether BellSouth is
4		required to provide DC power. BellSouth must provide
5		power and physical collocation services and facilities to
6		MCIW on a nondiscriminatory basis. 47 C.F.R. §
7		51.323(k)(3). BellSouth argues that 47 C.F.R.
8		51.323(k)(3) does not specify what type of power ILECs
9		must provide to an adjacent arrangement. (BellSouth Post-
10		Hearing Brief, p. 47). The costs, however, that CLECs
11		will incur in converting AC power will result from having
12		to collocate equipment outside of a BellSouth central
13		office. This arrangement would provide BellSouth with
14		inappropriate leverage to discriminate against CLECs.
15		The [Georgia] Commission finds that BellSouth shall be
16		required to provide DC power to adjacent collocation
17		space at MCIW's request where technically feasible.
18		
19	Q .	HAS ANY OTHER STATE COMMISSION ADDRESSED THIS ISSUE?
20	А.	Yes, in the Florida Collocation Order, in Section IV, that commission held that
21		when space legitimately exhausts within an ILEC's
22		premises, the ILEC shall be obligated to provide physical
23		collocation services to an CLEC who collocates in a CEV
24		or adjacent structure located on the ILEC's property to the
25		extent technically feasible, based on the [FCC Collocation
26		Order].
27		
28		These services would include DC power, to the extent that its provision is
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		technically feasible.
30		technically feasible.
		technically feasible.
		technically feasible.
31		technically feasible. Also, the Texas commission has ordered that DC power must be made available
31 32	· · · · · · · · · · · · · · · · · · ·	
		Also, the Texas commission has ordered that DC power must be made available

	1	16251, the Texas commission ordered the following to be incorporated in
	2	SWBT's tariff:
	3	
	4 5	Sec. 6.1.1 Types of Available Physical Collocation Arrangements
	6 7	6.1.1(E) Adjacent Space Collocation-
	8 9	(originally 6.1.1(D)) The Commission finds that SWBT
	10 11	should provide power in multiples of the following DC power increments: 20, 40, 50, 100, 200, and 400 AMPS.
]	12	SWBT should provide reference to the definition of the
1	13 14	term "Legitimately Exhausted." The Commission notes that provision of DC power to adjacent on-site collocation
	15 16	facility may include increments of 600 and 800 Amps; however, the feasibility and rates for providing 600, and
	17 18	800 Amps service will be finalized during the permanent cost proceeding. The Commission finds that SWBT and
1	19 · · · 20 · ·	the collocators shall mutually agree upon the location of the "adjacent structure
2	21	
2	22 23	The Commission therefore finds that $6.1.1(E)$ should be modified as follows:
	24 25	6.1.1(E) Adjacent Space Collocation – Where Physical
	26 27	Collocation space within a SWBT Eligible Structure is Legitimately Exhausted, as that term is defined in Section
	28 29	2 of this Tariff, SWBT will permit Collocators to physically collocate in adjacent controlled environmental
3	0	vaults or similar structures that SWBT uses to house
3	1	equipment, to the extent technically feasible. SWBT and CLEC will mutually agree on the location of the
	3 4	designated space on SWBT premises where the adjacent structure will be placed. SWBT will not withhold
	5	agreement as to the site desired by Collocator, subject only to reasonable safety and maintenance requirements At
3	7 8	its option, the Collocator may choose to provide its own
3	9	AC and DC power to the adjacent structure. SWBT will provide physical collocation services to such adjacent
4	0 1	structures, subject to the same requirements as other collocation arrangements in this tariff.
4	2	

1		There are other sections of the Souhwestern Bell tariff that also
2		concern the provision of DC power by the incumbent.
3	Q.	PLEASE SUMMARIZE YOUR TESTIMONY IN THIS REGARD.
4 5	А.	The law requires adjacent collocation to be provided in a non-discriminatory
6		manner. There is no demonstrable or compelling reason why DC power should
7		not be provided to CLECs.
8 9 10	Q.	IS THERE A DISPUTE WITH BELLSOUTH REGARDING VERIFICATION OF ENTRANCE FACILITIES?
10	А.	Yes. BellSouth does not want for CLECs to be able to verify that dual
12		entrances do not exist, or that such capacity shall be made available on a
13		first come, first served basis.
14	Q.	WHAT ARE "DUAL ENTRANCE" FACILITIES?
15	Α.	They are physically diverse entrances into a wire center; i.e., having dual
16		entrances provides an opportunity to design redundancy and "survivability,"
17		thereby preventing network failures (e.g., if there is a cable cut at one entrance
18		facility, the overall service is not affected).
19	Q.	WHAT ARE THE PARTIES' POSITIONS ON THIS ISSUE?
20	Α.	WorldCom's position is that it should be permitted to verify BellSouth's
21		assertion that dual entrance facilities are not available. BellSouth should
22		maintain a waiting list for entrance space and notify the CLEC when space
23		becomes available. BellSouth's position is that CLECs do not have the right to
24		verify BellSouth's assertion that dual entrance facilities are not available.
25	Q .	PLEASE ELABORATE ON THE PARTIES' RESPECTIVE POSITIONS.

A CLEC should be permitted to verify, through physical inspection, any assertion that dual entrances are not available. This is a reasonable requirement, particularly in light of the FCC's similar, but even more expansive rule, of allowing new entrants to tour an incumbent's premises in order to verify an assertion that physical collocation space is not available. 47 C.F.R. § 51.321(f): FCC Collocation Order, ¶ 57. CLECs should similarly be allowed to verify a claim that dual entrances are not available.

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9 BellSouth admits it must provide at least two interconnection points at a premises 10 at which there are at least two entry points for the ILEC's cable facilities, and at which space is available for new facilities in at least two of those entry points, citing 47 C.F.R. § 51.323(d)(2). The right to inspect a premises, in BellSouth's 12 opinion, only applies when an ILEC contends space for physical collocation is not available in a given central office. BellSouth claims it is not denying physical collocation when BellSouth does not have dual entrance facilities 16 available, and states it provides information as to whether there is more than one entrance point for BellSouth's cable facilities. In the event there is only one entrance point, according to BellSouth, the CLEC can visually verify that another entrance point does not exist, which does not require a formal tour. In the event that dual entrance points exist but space is not available, BellSouth states it will provide documentation, upon request and at the CLEC's expense, so that the CLEC can verify that no space is available for new facilities.

23 **Q**: AS A PRACTICAL MANNER, WHY IS AN INSPECTION NECESSARY?

1	A:	A visual inspection may be acceptable in many situations, and in those situations
2		the CLEC would not request a physical inspection inside the central office.
3		However, it is quite possible, as BellSouth would admit, that what would need to
4		be inspected is underground and thus undetectable from the street. In those
5		instances the CLEC would need to arrange for an inspection of entrance
6		locations. Moreover, since the lack of dual entrances, as a practical matter, will
7		determine whether collocation is advisable at a given location, a waiting list is a
8		reasonable and not overly burdensome requirement for the ILEC to maintain
9		under the circumstances.
10	Q.	WHAT IS THE FCC'S POSITION ON THIS MATTER?
11	A.	47 C.F.R. § 51.323(d)(2) and other specific regulations have been cited above.
12		Since the FCC has declared that a denial of space triggers a requirement that an
13		inspection be permitted, it is a reasonable conclusion that a denial of dual
14	•	entrances, which permit the necessary diversity that a CLEC needs, trigger the
15		requirement of permitting verification of that claim.
16 17 18	Q.	SHOULD BELLSOUTH MAINTAIN A WAITING LIST OF NEW ENTRANTS WHO HAVE BEEN DENIED ENTRANCE SPACE?
19		
	А.	Yes. BellSouth should also offer space to the new entrants when it becomes
20	А.	Yes. BellSouth should also offer space to the new entrants when it becomes available, based upon their position on the waiting list. BellSouth maintains that,
	Α.	
20	A.	available, based upon their position on the waiting list. BellSouth maintains that,
20 21	Α.	available, based upon their position on the waiting list. BellSouth maintains that, should the fact that there is no entrance space available be the reason for denying
20 21 22	Α.	available, based upon their position on the waiting list. BellSouth maintains that, should the fact that there is no entrance space available be the reason for denying a request for collocation, BellSouth will include that office on its space exhaust

IS THAT REASONABLE TREATMENT? 1 Q. A. No. Just as BellSouth must indicate those of its premises that are full, 47 C.F.R. 2 §51.321 (h), and should maintain a waiting list with respect to collocation space 3 4 generally at a central office, it is reasonable to expect BellSouth to maintain a waiting list for dual entrance facilities. 5 WHAT DID THE GEORGIA COMMISSION RULE IN THIS REGARD? 6 **Q**. 7 A. The Georgia MCIm-BellSouth Arbitration Order states: 8 BellSouth is required to provide at least two interconnection points at a premises "at which there are at 9 least two entry points for the incumbent LEC's cable 10 facilities, and at which space is available for new facilities 11 in at least two of those entry points." 47 C.F.R. § 12 51.323(d)(2). However, BellSouth has offered to provide 13 14 documentation, upon request, and at MCIW's expense, to demonstrate that space is not available for dual entry. 15 (BellSouth Post-Hearing Brief, p. 51). The FCC has 16 declared that a denial of space triggers a requirement that 17 the ILEC permit an inspection. MCIW agrees that if a tour 18 of entrance facilities is needed it should be limited to the 19 entrance facility. (Tr. 191). The Commission agrees with 20 this limitation and concludes that MCIW should be 21 entitled to verify any assertion by BellSouth that dual 22 23 entrance facilities are not available. The Commission also finds that BellSouth shall maintain a waiting list for 24 25 entrance space and notify MCIW when space becomes available. 26 27 ARE THERE OTHER OBJECTIONS THAT WORLDCOM HAS TO 28 **Q**. 29 **APPROVAL OF CHECKLIST ITEM (i) BASED ON COLLOCATION ISSUES?** 30 31 32 A. Yes, including those that implicate pricing. 33 Q. WHAT IS BELLSOUTH'S POSITION WITH REGARD TO SECURITY 34 **COSTS?** 35 36 37 Α. As BellSouth has proposed in the Kentucky UNE cost proceeding, the costs of a security card key system, existing or to be installed in the future, would be 38

1		allocated so that carriers pay the same charge regardless of the amount of space
2		occupied (i.e., on a per capita basis). BellSouth refers to this proposal in the
3		Affidavit of A. Wayne Gray, at pp. 17-18. This proposal means that BellSouth in
4		effect pays the same as a CLEC.
5	Q.	DO YOU DISAGREE WITH THIS POSITION, AND IF SO, WHY?
6 7	A.	Yes. If BellSouth is to recover costs for security, it should do so pro rata, on a
8		per square foot basis across all usable space in the premises.
9		
10		The first consideration is why BellSouth installs a card reader system. When
11		BellSouth installs a new card reader system, it does so because it has chosen to
12		do so to protect the equipment for which it is financially responsible, not to
13		protect collocators' equipment. With respect to offices with existing systems,
14		BellSouth incurs no incremental (or out of pocket) expense for the installation of
15		card reader systems. Assessment of security charges in these offices constitutes a
16		windfall for BellSouth.
17		
18		Hence there is an issue whether there should be any cost recovery whatsoever.
19		Of course, while it is BellSouth's choice that causes these costs to be incurred,
20		collocators may benefit marginally from BellSouth's choice. To the extent, then,
21		that both BellSouth and collocators are the beneficiaries of reasonable security
22	•	measures, a reasonable allocation of the costs should be developed. A
23		"reasonable allocation," however, must bear some relationship to the benefits
24		derived by each party.

2		A per capita allocation of security costs, however, as maintained by BellSouth,
3		would assess all carriers the same charge, regardless of the amount of space
4		occupied by a given carrier. This allocation is arbitrary, because it fails to
5	н ^и .	recognize that it is BellSouth that chooses to incur these costs. Moreover, a per
6		capita allocation bears no relationship to the different level of benefits derived by
7	· · ·	each carrier from a security system. A carrier that occupies a good deal of space
8		and protects a large amount of telecommunications equipment should be assessed
9		a greater share of the security costs than a carrier that occupies a small space and
10		is protecting only a small amount of equipment. BellSouth's proposed method is
11		not just, reasonable, and nondiscriminatory,
12 13 14	Q.	IN CONTRAST, IS A PRO RATA METHOD OF ALLOCATING SECURITY COSTS JUST, REASONABLE AND NONDISCRIMINATORY?
15 16	А.	Yes. A pro-rata allocation of security costs based upon the square footage
17		occupied by BellSouth and each collocator in the central office is reasonable. A
18		pro-rata allocation will assess each carrier (including BellSouth) a cost that is
19		related to the benefit it derives from the security system.
20 21 22	Q.	HAVE ANY COMMISSIONS IN THE SOUTHEAST ADDRESSED THIS ISSUE?
22	.A.	Yes. The Florida Collocation Order, in Section XVII, states:
24 25 26 27 28 29 30		First, we are persuaded and so find that the costs of security arrangements, site preparation, and other costs necessary to the provisioning of collocation space incurred by the ILEC that benefit only a single collocating party in a central office should be paid for by that collocating party(R)ecovering costs only from the party that benefits will eliminate the burden on ILECs and other

1 2 3	collocators of paying for costs of collocation they did not cause to be incurred.
4	Second, we find it appropriate that the costs of security
5	arrangements, site preparation, and other costs necessary
6	to the provisioning of collocation space incurred by the
7	ILEC that benefit both current and future collocating
8	parties shall be recoverable by the ILEC from current and
9	future collocating parties. In this case, these costs shall be
10	allocated based on the amount of floor space occupied by a
11	collocating party, relative to the total collocation space for
12	which site preparation was performed.
13	
14	Third, we find that the costs of security arrangements, site
15	preparation, and other costs necessary to the provisioning
16	of collocation space incurred by the ILEC that benefit
17	current or future collocating parties and the ILEC shall be
18	recoverable by the ILEC from current and future
10	collocating parties, and a portion shall be attributed to the
20	ILEC itself. We note that the ALECs addressed their
21	concerns over security issues that not only benefit
22	collocating parties, but also benefit the ILEC.
23	Acknowledging those concerns, we shall require that when
24	multiple collocators and the ILEC benefit from
25	modifications or enhancements, the cost of such benefits
26	or enhancements shall be allocated based on the amount of
27	square feet used by the collocator or the ILEC, relative to
28	the total useable square footage in the central office.
29	
30	(Emphasis added.) This order is very clear that the cost should be allocated to
31	parties on a per square foot basis. Hence, the Georgia MCIm-BellSouth
32	Arbitration Order states, with regard to the Florida Collocation Order, that:
33	While the [Georgia] Commission is not bound by this
34	precedent, it agrees with the decision. Basing the cost of
35	enhancements to security arrangements on a pro rata per
36	square foot basis effectively ties the costs of the
37	improvements to the parties that stand to gain from them.
38	In addition, the [Georgia] Commission holds that a
39	recalculation is not necessary every time any change in the
40	collocation arrangement takes place. A monthly
41	recalculation is equitable and not overly burdensome.
42	

Q.

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ARE THERE OTHER ISSUES THAT IMPLICATE COLLOCATION?

As is apparent from the Kentucky UNE cost proceeding, BellSouth seeks to impose non-recurring charges for applications and for "firm order processing". I am not aware of the existence of application fees for leasing in the competitive real estate market, or of separate non-recurring charges in the "real" commercial world to process "orders" for services.

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Q.

HOW HAS BELLSOUTH HANDLED ITS BILLS FOR COLLOCATION PROVISIONING?

Several years after space has been provisioned, BellSouth will send a bill to 11 A. WorldCom that, in some cases, are many times more than the amount BellSouth 12 "estimated" in its initial bills. I have been receiving bills from BellSouth for 13 14 services rendered in 1997; other carriers, such as ITC^DeltaCom, have also been receiving such bills. Although BellSouth claims there will be a "true up" later 15 16 this year to somewhat account for all these services, and WorldCom's 17 interconnection agreements in arbitration with BellSouth clearly call for "firm" prices, I do not know whether BellSouth will change this practice. In the "real," 18 19 competitive marketplace (i.e., if BellSouth did not hold a monopoly on central 20 office space for collocation), this kind of behavior would be regarded as strange, to say the least. BellSouth's habit in this respect suggests it has little if any 21 22 understanding or regard for commercial certainty or custom.

23 24

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Q. DOES THIS CONCLUDE YOUR TESTIMONY?

A. At this time, yes.

Certificate of Service

A copy of the foregoing was served this 9th day of July, 2001, by first class, United States mail, postage prepaid, upon all parties of record.

C. Kent Hatfield