ORIGINAL

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February 4, 2004

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BY HAND DELIVERY
Ms. Blanca Bayó, Director
The Commission Clerk and Administrative Services
Room 110, Easley Building
Florida Public Service Commission
2540 Shumard Oak Blvd.
Tallahassee, Florida 32399-0850

Re: Docket No. 030852-TP

Dear Ms. Bayó:

Enclosed for filing are an original and 15 copies of the Surrebuttal Testimony of Jay Bradbury on behalf of AT&T Communications of the Southern States, LLC in the above-referenced docket.

Please acknowledge receipt of this letter by stamping the extra copy of this letter "filed" and returning to me.

Thank you for your assistance with this filing.

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Sincerely yours,

Tracy W. Hatch

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CERTIFICATE OF SERVICE
DOCKET NO. 030852-TP

I HEREBY CERTIFY that a copy of the foregoing has been furnished via electronic mail or as indicated this 4th day of February, 2004 to the following parties of record:

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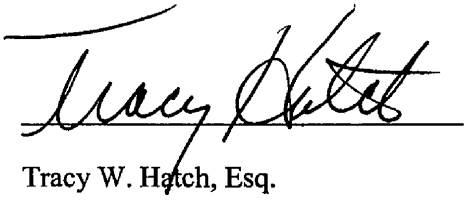


Tracy W. Hatch, Esq.

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Implementation of requirements arising from Federal Communications Commission Triennial UNE Review: Location-Specific Review for DS1, DS3 and Dark Fiber Loops, and Route-Specific Review for DS1, DS3 and Dark Fiber Transport.	)	Docket No. 030852-TP

SURREBUTTAL TESTIMONY OF

JAY M. BRADBURY

ON BEHALF OF
AT&T COMMUNICATIONS OF THE SOUTHERN STATES, LLC

FEBRUARY 4, 2004

Q. PLEASE STATE YOUR NAME, BUSINESS ADDRESS AND POSITION TITLE.

A. My name is Jay M. Bradbury. My business address is 1200 Peachtree Street, Suite 8100, Atlanta, Georgia 30309. I am employed by AT&T Corp. ("AT&T") as a District Manager in the Law and Government Affairs Organization.

Q. ARE YOU THE SAME JAY M. BRADBURY THAT PREVIOUSLY FILED REBUTTAL TESTIMONY IN THIS DOCKET ON JANUARY 21, 2004?

A. Yes, I am.

Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?

A. My surrebuttal testimony responds to portions of the rebuttal testimony of BellSouth's witnesses Shelley W. Padgett.

Ms.Padgett's testimony repeats yet again misleading terminology, concepts, and "interpretations" regarding the deployment of physical facilities and the electronic components associated with them, which obfuscate how dedicated transport is actually provisioned and which must be evaluated by this Commission using the guidance contained in the Triennial Review Order[1] (TRO). Ms. Padgett's testimony then relies upon these defective foundations to support BellSouth's claims that it should be relieved of the obligation to provide dedicated transport as

[1] Report and Order and Order on Remand and Further Notice of Proposed Rulemaking, *In the Matter of Review of the Section 251 Unbundling Obligations of Incumbent Local Exchange Carriers (CC Docket No. 01-338); Implementation of the Local Competition Provisions of the Telecommunications Act of 1996 (CC Docket No. 96-98); Deployment of Wireline Services Offering Advanced Telecommunications Capability (CC Docket No. 98-147)*, FCC No. 03-36 (rel. Aug. 21, 2003).

Unbundled Network Elements (UNE). I provide an overview of the reality of AT&T's, and other CLECs', deployment of collocations, fiber cables, and electronics that demonstrates BellSouth has not met the requirements of the TRO and is not eligible for the relief it seeks.

Q. DOES AT&T ENDORSE OR SUPPORT THE TESTIMONY OF FLORIDA COMPETITIVE CARRIER ASSOCIATION (FCCA) WITNESS GARY J. BALL FILED IN THIS DOCKET?

A. Yes, as I noted in my rebuttal testimony, AT&T is a member of FCCA and is therefore a sponsor of his testimony. In addition to sponsoring Mr. Ball's testimony, AT&T also filed rebuttal testimony on January 21, 2004, as the testimony of various witnesses had direct relevance to facts about AT&T's operations in Florida. Ms. Padgett's rebuttal testimony also relates directly to facts about AT&T's operations in Florida in a manner contrary to AT&T's interests in this docket.

Q. PLEASE IDENTIFY THE PORTIONS OF MS. PADGETT'S REBUTTAL TESTIMONY TO WHICH YOU ARE YOU RESPONDING.

A. I will be addressing Ms. Padgett's comments on pages 3 through 6 of her rebuttal testimony addressing the definition of a "route" for dedicated transport between ILEC central offices.

Q. ON PAGE 4 OF HER REBUTTAL TESTIMONY MS. PADGETT REPEATS THE BELLSOUTH CLAIM THAT "IT IS REASONABLE TO ASSUME THAT A CARRIER HAS A 'ROUTE' BETWEEN ANY PAIR OF INCUMBENT LEC WIRE CENTERS IN THE SAME LATA WHERE IT HAS OPERATIONAL COLLOCATION ARRANGEMENTS." IF A FIBER CABLE RUNS BETWEEN TWO COLLOCATIONS OF THE SAME CLEC, IS IT APPROPRIATE TO CONCLUDE THAT A "ROUTE" HAS BEEN ESTABLISHED AND THAT DEDICATED TRANSPORT IS PROVIDED?

A. No. The mere existence of a fiber cable running past (or even through) two points proves nothing with regard to its use to provide end-to-end direct (non-switched) connectivity between those points. First, the Commission should understand that a fiber cable is not a single continuous transmission path. Rather, a single fiber cable is composed of multiple bundles (sheaths) each of which contains multiple fibers strands. Although a cable route may "run through" both ILEC office A and office B, the two offices may not even be connected to the same fiber, much less to fiber in the same bundle. In fact, most of the fiber sheaths will only pass by the wire center, remaining in the conduit running down the street in front of the building rather than being split off to enter the wire center. In addition, there is no guarantee that all the fibers that are placed from a CLEC's collocation to the main cable are actually spliced to a fiber in the main cable. Once the fiber strands enter the cable vault of the wire center, the incumbent generally provides the connection between the cable vault and the collocation. Frequently, there is a

charge applied *per fiber strand* connected. Hence, the CLEC may not opt to connect all strands within a sheath to its collocation.

If the two ILEC offices have not been configured to provide termination of the same fiber pairs on the same transmission system, then the CLEC does not (and cannot) have physical connectivity between the two locations unless a grooming and cross-connection function is provided at a third physical location on the same pairs and system.

AT&T typically connects its on-net collocations, that is, collocations to which it has constructed fiber facilities to its network (i.e., an entrance facility), using two-point rings, where one point is the collocation and the second is the AT&T network location (e.g., an AT&T switching center or point of presence). Accordingly, it is not possible to provide "dedicated transport" because, even though more than one collocation is on the came cable route, the collocations are not on the same fibers. AT&T's practice is shown in Exhibit No. ____, JMB-SR1.

AT&T ring construction practices do not provide for multiple incumbent wire centers on the same ring. In the rare instances that multiple incumbent wire centers exist on the same ring, this condition is likely to be the result of (1) acquiring the fiber network of a company that deployed such configurations or (2) sales force error (e.g., sales personnel making commitments based on an erroneous belief that a building was on AT&T's network when it was not). In any event, the presence of multiple incumbent wire centers on the same ring/transmission system is a rare operational exception to AT&T's network

engineering practices. From my discussions with other CLECs, I believe this to be true of most CLEC fiber deployments. However, as I will discuss later, even when multiple incumbent wire centers are on the same ring/transmission system one cannot "assume" that a route between them exists.

Q. WHY WOULD A CLEC PUT DIFFERENT COLLOCATIONS ON THE SAME FIBER CABLE BUT NOT THE SAME FIBER?

A. There are a number of practical reasons. First, the ability to place a collocation on a particular fiber presumes operational readiness of all the collocations on the fiber at essentially the same time the fiber strand/system was activated. Said another way, the entire transmission system can only be activated when the last node is ready. Past experience has shown that delay at one or more sites is frequently experienced.

Delays in collocation readiness or construction impediments at only one location may force the carrier to choose between deferring activation for the entire system or implementing a different network design. Such a delay, in turn, may make the difference between whether or not a large retail customer accepts service from the CLEC. Therefore, the more practical approach is to run the fiber cable into a location (or to the access point just outside the wire center), if possible, and then activate each collocation on its own two-point ring using its own fiber pair(s).[2]

[2] The term "fiber pair" is used here as a term of convenience. Typically, a protected transmission system utilizes one pair of fibers to transmit traffic in one direction (e.g., a clockwise direction) with a second pair is assigned to provide transmission in the opposite direction (e.g., the counterclockwise direction). This provides for immediate restoration capability in the event of a fiber cut or transmission equipment failure on the active path. Accordingly four fiber strands terminate on the optical multiplexer but two fiber strands (one in the primary and one in the backup direction) are required for the entire "circumference" of the ring.

This has the advantage of divorcing the timing of the cable construction from the timing of collocation activation or augment.

A second major advantage is that extremely precise projections of the demand accessible at the collocation are not required – just a reasonable assurance that a minimum critical mass will be achieved. After that, capacity needed to provide service can be achieved using the existing capacity of the two-point system (i.e., by adding plug-in modules) or by upgrading the system to higher transmission capacities (e.g., from OC48 to OC192). Should such an upgrade be required, it impacts only the customers served out of that particular wire center. In contrast, if multiple wire centers were on the same transmission system (i.e., fiber) all the wire centers on that fiber are potentially affected by a reconfiguration.

Q. ISN'T IT TECHNICALLY FEASIBLE FOR A CLEC TO CREATE A CONNECTION IF THE TWO OFFICES ARE ON THE SAME FIBER CABLE?

A. Yes, but there is a significant distinction between what is technically feasible and what is operationally and economically practical. Even though technology may permit a carrier to create a dedicated transport path between two points, the cost of doing so can be substantial, particularly given that the demand between the two endpoints in the incumbent's network will likely be very small. Accordingly, the FCC's trigger analysis properly requires that a "trigger firm" actually be providing service between the identified offices that form a dedicated transport route. As with all facilities construction, a carrier cannot reasonably be expected

to incur the costs of providing connections unless it is a rational approach to the serving arrangement and has the prospect to generate revenues sufficient to cover the costs incurred. And it is highly likely that a CLEC's demand for capacity between two ILEC wire locations on its own ring would be too small to justify such an approach.

Q. ON PAGE 5 AND 6 OF HER REBUTTAL TESTIMONY MS. PADGETT CHALLENGES THE CONCEPT THAT THE TRO REQUIRES THAT A CLEC MUST BE "PROVIDING TRANSPORT SERVICE BETWEEN THE TWO ILEC WIRE CENTERS," FOR A ROUTE TO BE COUNTED. MR. BALL'S DIRECT TESTIMONY MAKES THIS STATEMENT AT PAGE 21, YOUR REBUTTAL TESTIMONY SUPPORTS THE CONCEPT AT PAGE 9, AND YOU JUST REPEATED THE STATEMENT IN YOUR RESPONSE ABOVE. PLEASE EXPLAIN WHY YOUR AND MR. BALL'S INTERPRETATION OF THE TRO IS CORRECT.

A. It is only logical that the self-provisioning test must include only routes over which the named CLEC is actually providing service to itself. The TRO consists of 485 pages of commentary, including facts, analysis, discussions, findings and guidance to the industry and state regulators, and only 35 pages of rules, in Appendix B. Ms. Padgett's testimony focuses narrowly and exclusively upon the rule, without regard for the content of the text of the order. While I am not an attorney, it is my understanding that rules are to be applied using the associated

text from the body of the order for context and guidance. As a layperson, such a process only makes sense – otherwise, why bother publishing the 485 pages.

The body of the order contains multiple references supporting the proposition that the FCC intended that its self-provisioning test must include only routes over which the named CLEC is actually providing transport to itself.

> Dedicated interoffice transmission facilities (transport) are facilities dedicated to a particular customer or competitive carrier that it uses for transmission among incumbent LEC central offices and tandem offices. Competing carriers generally use interoffice transport as a means to aggregate end-user traffic to achieve economies of scale. They do so by using dedicated transport to carry traffic from their end user's loops, often terminating at incumbent LEC central offices, through other central offices to a point of aggregation. (TRO ¶ 361, emphasis added, citations deleted.)
>
> The first trigger is designed to identify routes along which the ability to self-provision is evident based on the existence of several competitive transport facilities. (TRO ¶ 400, emphasis added.)
>
> We also expect that the triggers we adopt will produce desirable incentives for competing carriers to build out their transport networks. As a policy matter, we find that unbundling can create a disincentive for competitive LECs to deploy transport. After incurring substantial fixed and sunk costs, a carrier that has deployed transport facilities must continue to compete against carriers able to obtain unbundled transport without incurring any large costs. Moreover, the triggers will benefit competing carriers that invest or have invested in their own transport facilities by attracting additional wholesale customers to mitigate the costs of deployment if their facilities trigger a finding of no impairment that eliminates unbundling. (TRO ¶ 404)
>
> As noted above, we give substantial weight to actual *commercial* deployment of an element by competing carriers. Therefore, our trigger identifies existing examples of deployment by multiple competitive LECs on a route-specific basis. (TRO ¶ 405, emphasis added, citations deleted.)
>
> Each counted self-provisioned facility along a route must be operationally ready to provide transport into or out of an incumbent LEC central office. TRO ¶ 406, emphasis added.)

Each of the FCC's concepts, guidance, or anticipated incentives discussed in these paragraphs would be devoid of meaning if, as Ms. Padgett suggests, CLECs do not have to be actually using self-provided transport for the trigger to be met.

Q. WHY WOULD A CLEC NOT BE IN THE BUSINESS OF PROVIDING THE EQUIVALENT OF DEDICATED TRANSPORT ON A RETAIL BASIS?

A. The practical purpose of connecting one ILEC office to another (as opposed to connecting each office to the CLEC's network) is either (1) to provide a dedicated (private line) retail service between two customer premises, one of which is served by a loop from office A and the other served by a loop from office B, or (2) to provide wholesale service to other carriers between those two endpoints. Only the first situation would result in a condition appropriate for consideration in a self-provisioning trigger, and even then only if the total demand were less than 12 DS3s worth of capacity (the only capacity that can be obtained as a UNE). Using such a configuration for retail service strains credibility. A customer that might have substantial demand between two ILEC wire centers would also (most likely) have even more traffic running to locations well beyond those two wire centers. That is, a customer is unlikely to have multi-megabits of transmission between two points in close proximity unless those two points are also connected to many other locations outside the local area. Given that such a hypothetical customer would be a very large enterprise customer, the CLEC would likely also build the loop out to the customer location. Accordingly, the CLEC would not be using or providing "dedicated transport" in that case, because the end-points of

the facility are two customer premises, not two incumbent wire centers. (AT&T's private line product and design specifications require that at least one end of the service be over an AT&T self-provided loop.)

Furthermore, the interconnection of the segments (loop and transport) would not likely occur in the incumbent's offices but would instead be made in a building where the CLEC has unrestricted access, typically one owned (or leased) by the CLEC. Again, such a configuration would not connect two ILEC wire centers and therefore could not even be considered a dedicated transport configuration.

Q. WHY WOULD THE CLEC PROVIDING A PRIVATE LINE SERVICE PREFER TO CONNECT THE SELF-PROVIDED LOOP AND INTER-PREMISES SEGMENT AT A LOCATION OTHER THAN THE TRADITIONAL SERVING WIRE CENTER (OF THE INCUMBENT)?

A. The self-constructed loop facility would generally run back to the CLEC's network node, rather than to ILEC collocation, and then be connected to other fiber as the particular customer design warrants. This affords the CLEC a better ability to control service quality, because its nodes are generally manned round-the-clock, or at least are generally accessible. In addition, fewer potential points of failure (splice points and add/drop multiplexers) are generally involved. Furthermore, CLECs generally employ collocation to obtain interconnection with the incumbent LEC's network and to gain access to UNEs. In this instance, neither is involved. As a result, a CLEC would not ordinarily use costly

collocations to create the connection, particularly one that connects facilities that it self-provides entirely from the customer's premises to its network.

Q. ARE THERE OTHER REASONS WHY A CLEC WOULD NOT PROVIDE "DEDICATED TRANSPORT" DESPITE HAVING A CABLE BETWEEN TWO INCUMBENT OFFICES?

A. Yes. Equally important from an operational/network perspective, is the fact that transmission capacity on multi-node fiber ring is "zero sum." This means that if capacity is "drained off" to provide direct termination of traffic between two points on the ring (i.e., to provide dedicated transport between two ILEC offices), it reduces the CLEC's capacity to terminate traffic at other points on the same ring. This occurs because all traffic on a protected ring travels around the entire ring on a transmission system that has fixed capacity.[3]

A simple hypothetical example can help illustrate the constraint. (This example violates AT&T ring design policy.) Page 1 of Exhibit No. ____, JMB-SR2 depicts an OC48 system on a hypothetical CLEC ring that passes through two ILEC central offices and a CLEC node associated with the CLEC's switch. In this example, all traffic from ILEC office A is routed directly to the CLEC's node/switch and all traffic from ILEC office B is also routed directly to the CLEC's node/switch, and there are no connections between ILEC offices A and B. Each collocation uses 24 of the 48 DS3's. The entire capacity of the system is

[3] This characterization is a simplification. In actuality, it is more likely that the transmission segment will be active in only one direction. In the event that a transmission failure is detected, the system will automatically activate a transmission path in the opposite direction.

utilized in the above example. I have labeled the DS3s being carried on the ring between the nodes for the "primary" (clockwise transmission). If the "backup" (counter-clockwise transmission) activated, the numbers of DS3s would remain the same with the A, B and N labels reversing position.

If the CLEC were to reconfigure its ring to establish a transport route for traffic between ILEC offices A and B, the capacity available to permit ingress and egress at the CLEC's network (i.e., A to N and B to N) is reduced. If we assume 6 DS3s are required between A and B, the carrier's revised network configuration is shown on page 2 of Exhibit No. ____, JMB-SR2. Now, only 21 DS3s are available to carry traffic from each of the collocations to the switch.

Thus, the direct routing of traffic between intermediate points on a ring will be the rare exception rather than the rule, because it "steals" capacity from the mainstream purpose of the CLEC's self-provided facilities – to connect retail customers to its network.

Q. COULD THE SUB-OPTIMIZATION YOU DESCRIBED ABOVE BE EFFECTIVELY ADDRESSED BY MAKING A CONNECTION BETWEEN THE TWO INCUMBENT OFFICES AT THE CLEC'S NODE?

A. No, not without the insertion of additional grooming functionality. This grooming capability is provided through a device such as a Digital Cross-connection System (DCS). A DCS is not an inexpensive device and itself consumes floor space and power resources. In fact, in the example discussed above, for the 6 A to B DS3's to become operational there would have to be

additional equipment installed at A, B and N. Nevertheless, the Commission must keep in mind that technical feasibility is not sufficient evidence to conclude that there has been actual provisioning of dedicated transport.

Q. ON PAGES 3 AND 4 OF HER REBUTTAL TESTIMONY MS. PADGETT CLAIMS THAT UNDER THE TRO DEDICATED TRANSPORT INCLUDES SWITCHING. IS THIS CORRECT?

A. No. Nothing in the TRO changes the traditional separation of "dedicated" transport, which has never included switching, from "shared" or "common" transport which does, and in fact, can only be accessed by the use of switching.

BellSouth's sister ILEC SBC has no problem understanding this. In testimony filed before the California Public Utilities Commission on November 20, 2003. Mr. Scott J. Alexander provided the following definition of dedicated transport.

> Dedicated transport facilities connect two points within a communications network, so that information can be transmitted between those two points. "Dedicated" transport means all or part of the facility is dedicated to a particular carrier or use and that there is no switching interposed along the transport route.
>
> (Emphasis added – testimony in dockets R. 95-04-043 and I. 95-04-044. November 20, 2003) (See Exhibit No. ____, JMB-SR3)

Ms. Padgett's testimony on these two pages also incorrectly asserts that Mr. Ball and the CLEC have excluded routes between two end points that might happen to pass through other points from our "interpretation" of a route. Ms. Padgett is simply wrong. Dedicated transport does not include switching and the CLEC's testimony does not state that diverse routing negates the fact that two end points connected using dedicated transport constitute a route.

Q. IS AT&T A SELF-PROVIDER OR WHOLESALER OF DEDICATED TRANSPORT IN FLORIDA?

A. No. As discussed above and in my rebuttal testimony AT&T does not provide ILEC wire center to ILEC wire center dedicated transport to itself and therefore is incapable of being a provider of wholesale dedicated transport. BellSouth knows these facts from the discovery responses AT&T has submitted. Ms. Padgett's rebuttal testimony does not change these facts. BellSouth has not met the requirements of the TRO and is not eligible for the relief it seeks.

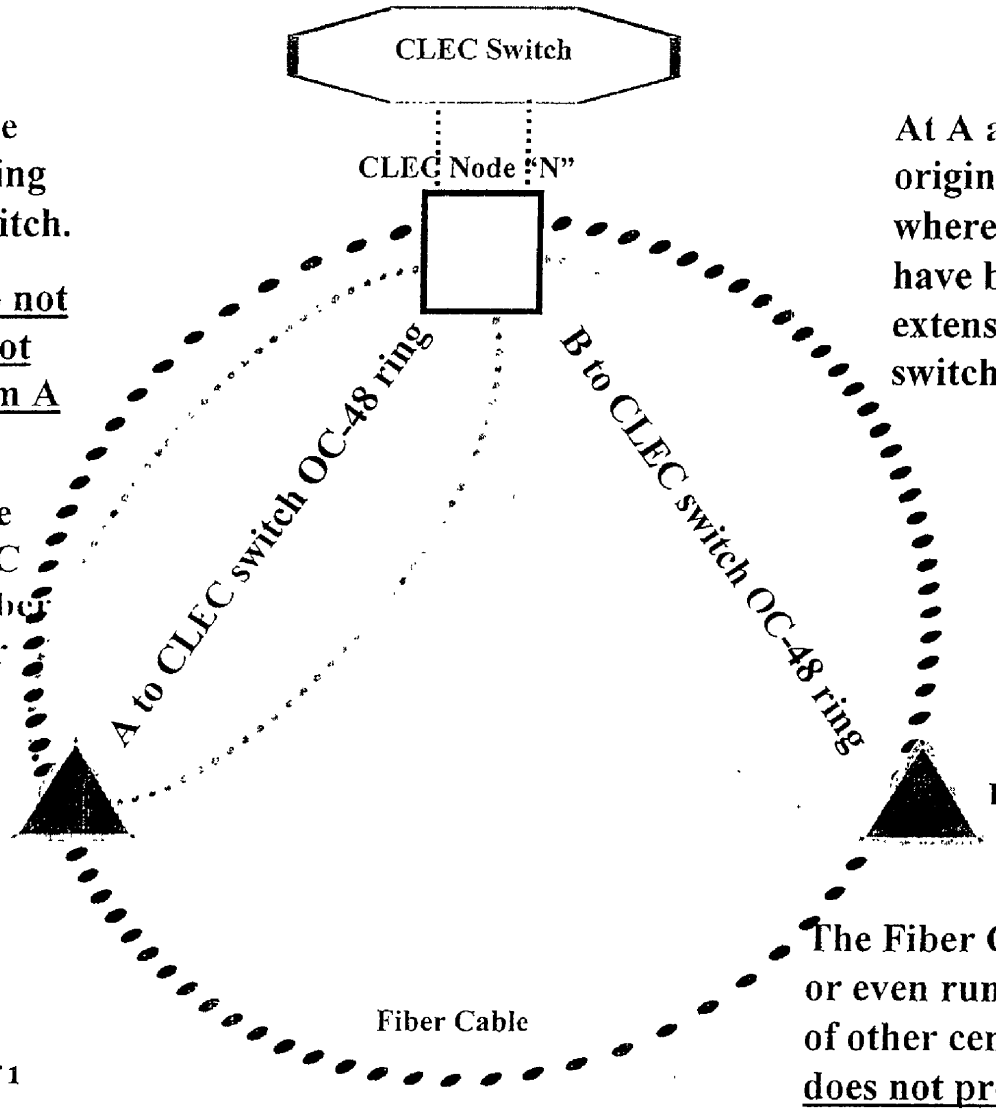
Q. DOES THIS CONCLUDE YOUR TESTIMONY?

A. Yes, it does.

Ring A and Ring B are used exclusively to bring loops to the CLEC switch.

Ring A and Ring B do not interconnect and do not provide a "route" from A to B.

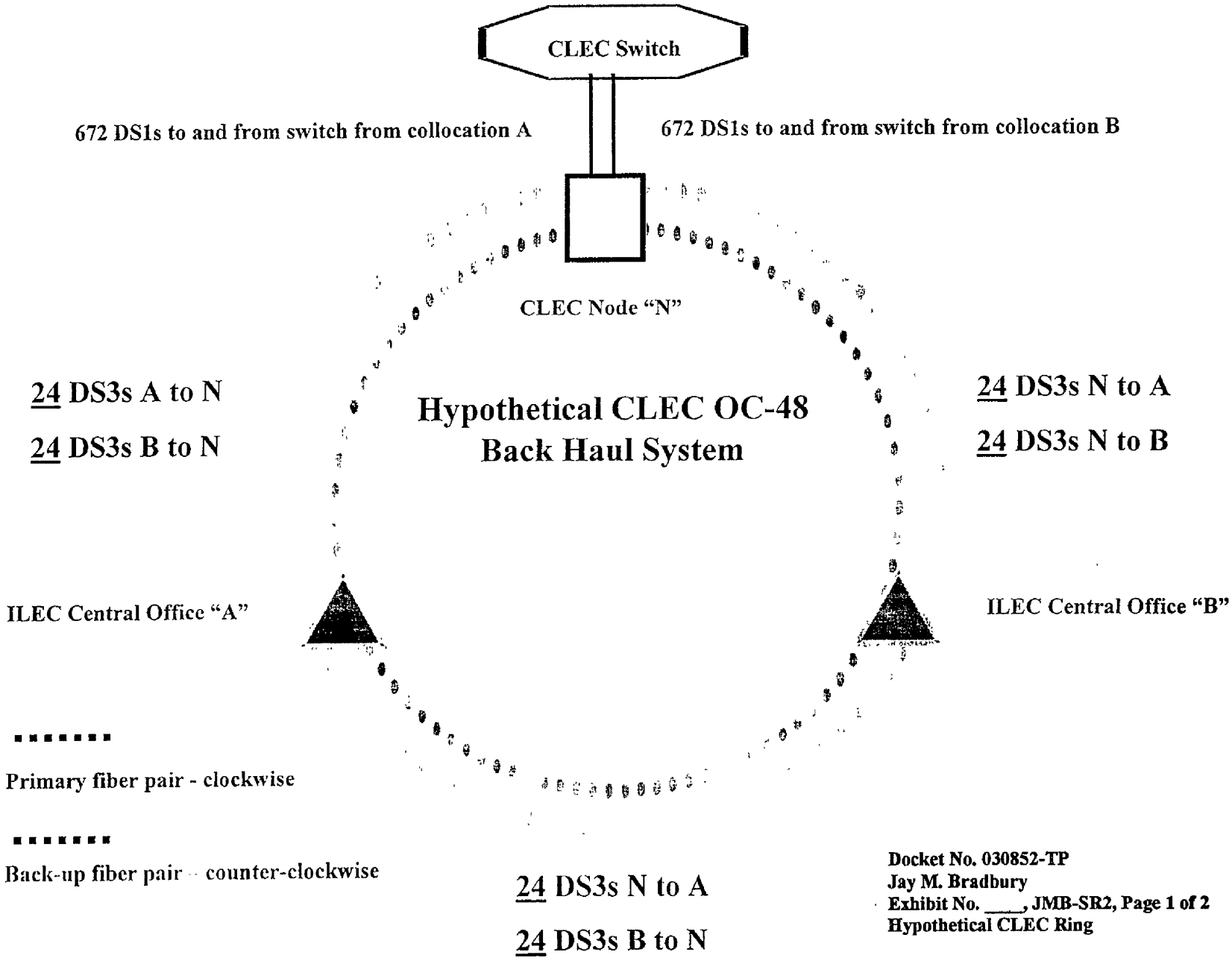
Ring A and Ring B are connected to the CLEC switch using unique fiber strands from the Fiber Cable.



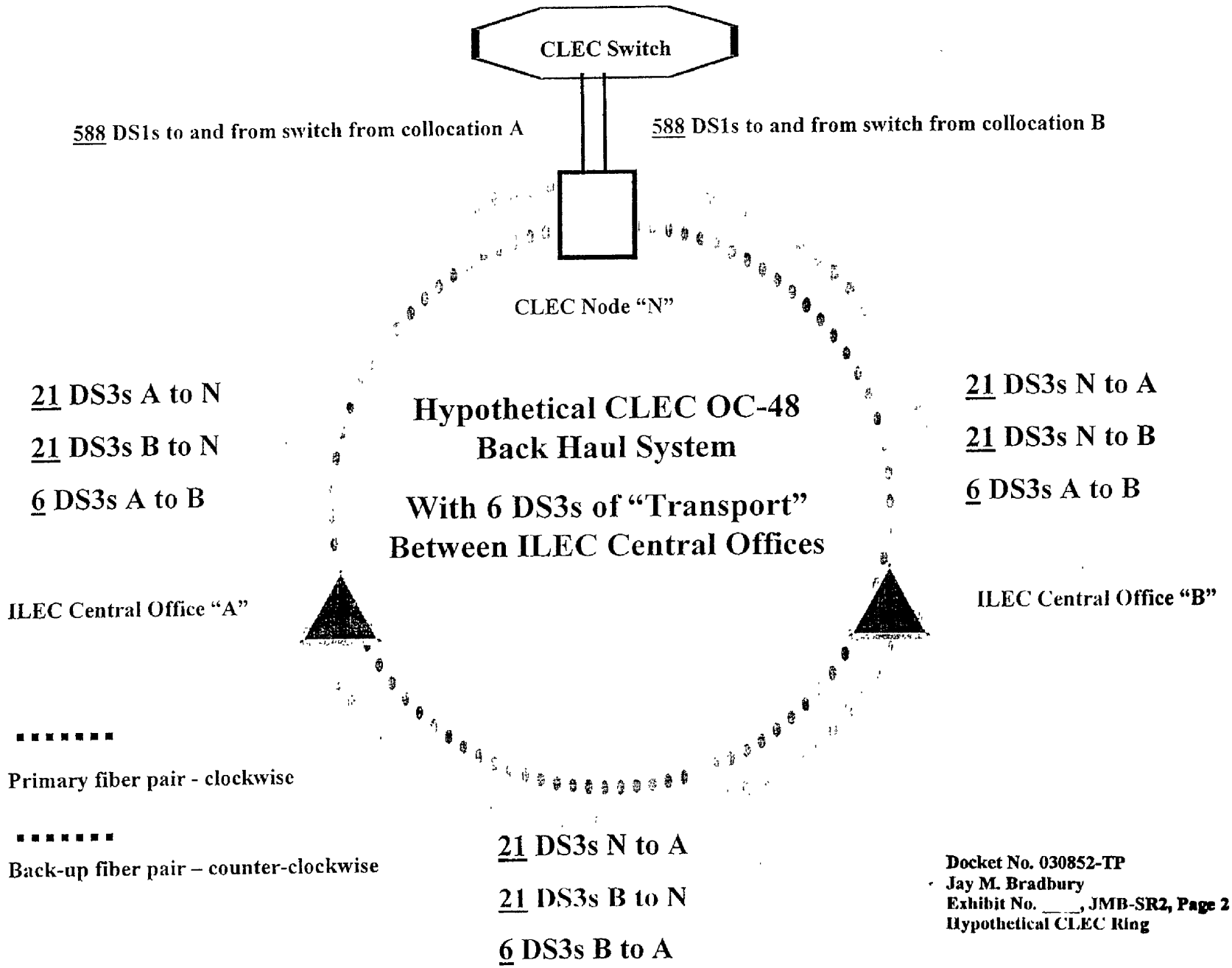
At A and B the rings originate in collocations where customer loops have been aggregated for extension to the CLEC switch.

The Fiber Cable may pass near or even run through a number of other central offices, but this does not provide a "route" between any of them.

Docket No. 030852-TP
Jay M. Bradbury
Exhibit No. ____, JMB-SR1, Page 1 of 1
AT&T Network Practice



Docket No. 030852-TP
Jay M. Bradbury
Exhibit No. ____, JMB-SR2, Page 1 of 2
Hypothetical CLEC Ring



Docket No. 030852-TP
Jay M. Bradbury
Exhibit No. ___, JMB-SR2, Page 2 of 2
Hypothetical CLEC Ring

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking on the Commission's Own Motion Into Competition for Local Exchange Service.	R.95-04-043
Order Instituting Investigation on the Commission's Own Motion Into Competition for Local Exchange Service.	I.95-04-044

Direct Testimony of Scott J. Alexander

On Behalf of SBC California

Regarding Dedicated Transport

ON BEHALF OF

SBC CALIFORNIA

REDACTED ATTACHMENTS

November 20, 2003

responses to the discovery requests issued by the Commission and the parties. SBC received partial discovery responses to the Commission's data requests on the date of this filing and has yet to receive complete discovery responses from any parties in response to its own requests. SBC is in the process of analyzing the data it has received in light of the considerations set forth by the FCC for potential deployment. Further, the upcoming workshop should be an additional source of competitive carrier information.

Q7. How is your testimony organized?

A7. First, in Section I.B, I provide background information about dedicated transport and generally describe the development and extent of competitive transport facilities. Next, I discuss in Section I.C the pertinent provisions of the FCC's *Triennial Review Order*. In Section II. I apply the FCC's "triggers" for self-provisioned and wholesale transport (which are based on existing competitive facilities). Overall, I describe the evidence of competitive facilities that I considered, and demonstrate that such evidence supports (at a minimum) a *prima facie* showing of "non-impairment" for the dedicated transport routes I identify.

B. Background

Q8. What is dedicated transport?

A8. Dedicated transport facilities connect two points within a communications network, so that information can be transmitted between those two points. "Dedicated" transport means all or part of the facility is dedicated to a particular carrier or use and that there is no switching interposed along the transport route.

Q10. How does SBC use dedicated transport within its own network?

A10. SBC's network architecture has traditionally used "central offices" (also known as "end offices" or "wire centers") which link end users in a given area to the network, and "tandem" offices, which connect central offices. Dedicated transport facilities run between SBC's central offices, between central offices and tandem offices, and between tandem offices. Such transport facilities are generally referred to as "interoffice transmission facilities" because they connect two of SBC's offices. Attachment 1 illustrates dedicated transport in SBC's network. Dedicated transport, as discussed in my testimony, consists of dedicated interoffice transmission facilities that are dedicated to a particular customer or carrier. "Shared" transport, which consists of transmission facilities shared by more than one carrier, is not at issue in this case.

Q11. What is "dark" fiber?

A11. Dark fiber is deployed fiber optic cable (or fiber strands within an existing fiber optic cable) between two points. It is called "dark" fiber because the cable (or some of the fiber strands in the cable) have not been "lit" by optronic equipment (which transmits information in the form of lightwave pulses, as I described above) on either end of the fiber. Dark fiber *transport* is unlit fiber cable (or strands) between two SBC central offices. A dark fiber *loop* (which I discuss in separate testimony on high-capacity loops) is unlit fiber between a customer location and an SBC central office.

Q12. Have carriers other than SBC deployed transport facilities?

A12. Yes. Nationwide, competing carriers of all sizes have deployed over 184,000 miles of fiber optic cable. The Association for Local Telecommunications Services ("ALTS"), an