

JACK SHREVE PUBLIC COUNSEL

STATE OF FLORIDA

OFFICE OF THE PUBLIC COUNSEL

c/o The Florida Legislature 111 West Madison Street Room 812 Tallahassee, Florida 32399-1400 904-488-9330

SEP 17 1992

September 17, 1992

Steve Tribble, Director Division of Records and Reporting Florida Public Service Commission 101 East Gaines Street Tallahassee, FL 32399-0850

Re: Docket No. 910163-TL

Dear Mr. Tribble:

Enclosed for filing in the above-captioned proceeding on behalf of the Citizens of the State of Florida are the original and 15 copies of Citizens' Response to Southern Bell's Request for Confidential Classification and Motion for Permanent Protective Order.

Please indicate the time and date of receipt on the enclosed duplicate of this letter and return it to our office.

DN 10383-97	ACK NAME AFA APP CAF CMU CTR	Sincerely, Janis Sue Richardson Associate Public Counsel
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BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Investigation into the Integrity of Southern Bell's Repair Service Activities and Reports

Docket No. 910163-TL Filed: September 17, 1992

CITIZENS' RESPONSE TO SOUTHERN BELL'S REQUEST FOR CONFIDENTIAL CLASSIFICATION AND MOTION FOR PERMANENT PROTECTIVE ORDER

The Citizens of Florida ("Citizens"), by and through Jack Shreve, Public Counsel, file this response to the request for confidential classification and motion for permanent protective order filed by Southern Bell Telephone and Telegraph Company ("Southern Bell") on September 9, 1992.

1. Southern Bell seeks confidential treatment of the identity of its employees, who were disciplined in connection with Southern Bell's repair service activities and reports, the nature of the discipline, and the reason for the discipline. This information was disclosed in depositions taken of individual employees during the week of July 27-31, 1992.

Southern Bell asserts that "[i]t is only the public disclosure of employees' names to which Southern Bell objects." Southern Bell's motion at 8. Southern Bell's line-by-line redaction listing (attachment C), however, covers more than just the identities of the employees who were disciplined. It covers the reasons for the discipline, the nature of the discipline, and evidence of employee mishandling of customer records.

- 2. Section 364.183, Florida Statutes (1991) states that the term "proprietary confidential information" includes, but is not limited to, employee personnel information unrelated to duties or responsibilities. Fla. Stat. § 364.183(3)(f) (1991) (emphasis added). The trouble with Southern Bell's argument is that the identification of employees disciplined in connection with Southern Bell's repair service activities and reports, the nature of that discipline, and the reasons for that discipline, is related to the employees' duties and responsibilities. The statute implies that such information should not be shielded from public disclosure.
- 3. Southern Bell's motion fails to recognize that the Commission ruled against Southern Bell in a number of similar circumstances. See Order Denying Southern Bell Telephone and Telegraph Company's Motion for Confidential Treatment of Document No. 3878-91, 91 F.P.S.C. 10:356 (Oct. 1991) (Order no. 25238); Order Denying Southern Bell Telephone and Telegraph's Request for Confidential Classification of Document No. 0372-91, 91 F.P.S.C. 10:353 (Oct. 1991) (Order no. 25237); and Order Denying Request for Confidentiality, 91 F.P.S.C. 3:334 (Mar. 1991) (Order no. 24226) [hereinafter Order 24226].
- 4. Southern Bell itself previously recognized that the names of employees in similar circumstances are not confidential. See

In connection with this last order, <u>See also</u> letter from Attorney General Robert A. Butterworth to Chairman Thomas M. Beard dated March 6, 1991, at page 2.

Southern Bell Tel. & Tel. Co.'s Amendment to its Response and Objections to Public Counsel's Request for Production of Documents and Motion for a Temporary Protective Order (May 6, 1991, Docket 900960-TL). In that amendment Southern Bell dropped its request for confidential treatment of employee names and employee specific information, except for employee social security numbers.

- 5. The Commission has clearly determined the issue of whether employee names qualify for confidential treatment under these circumstances. Ruling that Southern Bell's employees' names and titles are not eligible for proprietary treatment, the Commission stated that
 - [in] order to readily evaluate the relationship between compensation, duties, qualifications or responsibilities of an individual as well as the reliability of such information, it may well be necessary to identify the individuals. This is particularly so in this case where the actions of individuals are under scrutiny to determine whether these actions were sanctioned by or attributed to the company.

Order 24226 at 3:337. Disclosing the names of disciplined employees, as the Commission has noted, serves the purpose of determining whether these individual's actions were sanctioned by or attributed to the company.

6. Southern Bell's premise that the identity of employees who have been disciplined is confidential is belied by the very depositions for which it seeks proprietary classification. Section 364.183(3), Florida Statutes, defines "proprietary confidential"

business information" as that information, which is owned or controlled by the person or company, is treated by the person or company as private, and has not been disclosed. It is apparent that the information has been disclosed to other employees within the company. How else would anyone other than the employee disciplined and the disciplinary committee know that the discipline had taken place? How many other people have each of these employees told? What Southern Bell seeks is a "gag" order to prevent this information from being disclosed to the press. While this desire to protect its employees from public disclosure is understandable, it is not cognizable under section 364.183, Florida Statutes.

7. Southern Bell has repeatedly failed to demonstrate that the names of their employees should be granted per se confidential treatment under section 364.183(3)(f), Florida Statutes. Southern Bell also has failed to demonstrate "that the disclosure of the information would cause harm to the ratepayers or the person's or company's business operations." Fla. Stat. § 364.183(3). As the First District Court of Appeals has recognized, the Commission must narrowly construe section 364.183(3), Florida Statutes, in the exercise of its discretionary powers. Southern Bell Tel. & Tel. Co. v. Beard, et. al, 597 So. 2d 873, 876 (Fla. 1st DCA 1992). A liberal interpretation would be contrary to the legislative intent of keeping public records open to the public. See id.

- 8. Southern Bell claims that disclosure of their employees' names would cause harm to the company. Southern Bell's Motion at 6-9. The harm envisioned includes public embarrassment for the employees named and the company, a lowering of morale, a potential loss of candor with higher management on the part of employees in future investigations, and an unwillingness by managers to discipline employees for wrongdoing in the future. These allegations of harm to the company are not legally cognizable. See Southern Bell Tel. & Tel. Co., 597 So. 2d at 877 (Fla. 1st DCA 1992) (finding that the potential public embarrassment of the company's managers if documents were released to the public is not sufficient in itself to warrant proprietary treatment).
- 9. Employee morale may be of concern to a company; however, like public embarrassment, it is not the type of harm cognizable under section 364.183(3), Florida Statutes. Employee morale has already been affected by the company's own actions: company press statements that employees have been disciplined for mishandling customer records; termination of employees found by the company to have falsified customer records; and disciplining of managers. Southern Bell's attempt to forestall further morale problems, while understandable, is not the harm encompassed by section 364.183(3), Florida Statutes.

E.g., Sun-Sentinel, July 14, 1991, § A at 1, 12.

- 10. The notion that employees will be more circumspect, less forthright in their cooperation with internal investigators, is also not cognizable under the "harm" standard. See Southern Bell Tel. & Tel. Co., 597 So. 2d at 875-76 & nn. 2, 4 & 5 (Fla. 1st DCA 1992) (rejecting Bell's argument that employees would be "less frank, critical, honest, confidential provide likely to information" to analysts in the future unless its Benchmark reports were granted proprietary treatment). The Legislature explicitly provided an exception for internal audits and security measures. Fla. Stat. § 364.183(3)(b)-(c). Information obtained from employees, who cooperate with company auditors and security personnel in internal investigations, may be explicitly exempt from public disclosure. Hence, Southern Bell's argument is illusory.
- 11. Lastly, the notion that managers may be hesitant to discipline employees for misconduct in the future is specious. Southern Bell is a regulated entity. As such, it has a legal and ethical duty to ensure that its employees fully comply with the law and the Commission's regulations. Any laxity in the exercise of that duty is itself punishable by sanctions, fines or penalties. Fla. Stat. § 364.285. When faced with the very real possibility of being the cause of the company's being penalized for failure to properly supervise employees, which includes administering discipline, managers are aware of where their duty lies.

Legislature clearly intended to guide the 12. The Commission's exercise of its discretion in determining whether specified information may be exempt from the overriding mandate of public access to public records. The specific exemptions created deal with the potential "harm" to a company from disclosure of competitive business information, i.e. trade secrets, internal audits, security measures, bids, and contractual data. Fla. Stat. § 364.183(3)(a)-(d). One exception for employee information is designed to protect an individual employee's right to privacy for personal matters, i.e. health, family, counseling or other matters that may be in a personnel file which are unconnected to job performance. Id. § 364.183(3)(f). This is supported by the limited exemptions from disclosure of the names, addresses, phone numbers, and health information of specified persons under the Public Records Act. Id. § 119.07. The Legislature did not exempt the identity of a government employee, who has been disciplined for wrongdoing from public disclosure. The only exemptions are for certain law enforcement and judicial employees' addresses, phone numbers, location of children's schools, and state employees' medical histories if unrelated to job performance. Id. exemption listed is grounded in a potential harm to the health, safety and welfare of specified persons or the potential harm to the state's competitive business interest in securing the lowest responsible bid on a government project. If this had been a judicial matter, Southern Bell could not have supported a claim for keeping the names of employees accused of wrongdoing secret. Our

judicial system, and our legislative system mandate public disclosure.

13. Granting confidential treatment to the sections of these depositions, wherein the names of employees who have been disciplined would be shielded from public disclosure, would damage the truth seeking process by inhibiting the first amendment rights of the press, by denying ratepayers access to the truth, and by sacrificing one of the Commission's most powerful enforcement tools—the power to disclose a company's culpability to the final arbiter, the citizens of this state. Past Commission rulings and judicial interpretation of section 364.183(3) make it equally obvious that the identities of employees who were disciplined, the nature of the discipline, and the reason for the discipline are not proprietary business information.

WHEREFORE, the Citizens file this response to Southern Bell's request for confidential classification for specified sections of employee depositions, and the motion for permanent protective order filed by Southern Bell Telephone and Telegraph Company ("Southern

Bell") on September 9, 1992, and request the Commission to deny the company's motion.

Respectfully submitted,

JACK SHREVE Public Counsel

CHARLES J. BECK

Deputy Public Counsel JANIS SUE RICHARDSON Associate Public Counsel

> Office of Public Counsel c/o The Florida Legislature 111 West Madison Street Room 812 Tallahassee, Florida 32399-1400

(904) 488-9330

Attorneys for the Citizens of the State of Florida

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TRANSCRIPT OF DEFOSITIONS OF CALVERT, FORMER, LOS-ALAM, LYPEK, FASSE, FORTER, RAMSEY, MOGRETS, SUBMOLT, ALC WHITE

SUSPICION FOR COMPENSABLABLIES ASSURED

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Director. Division of Records and Reporting Plorida Public Mervice Commission 331 Abst Calles Street Tailahasses, Florida 32301

Re: Douket No. 910163-TL - Repair Service Investigation

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Enclosed please find an original and fifteen dopies of Southern Bell Tolephone and Telegraph Company's Motion for Confidential Treatment and Permanent Protective Order which we also that you file in the above-referenced docket.

A copy of this letter is enclosed. Please mark it to indicate that the original was filed and return the copy to me. Copies have been served to the parties shown on the attached enthing of the Service.

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BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Fatilion on behalf of Citizens) Docket No. 910163-Th of the State of Florida to initiate : investigation into integrity of ; Filed September 9, 1992 Southern Bell Telephone and Telegraph ; Company's repair service activities : and reports.

SOUTHERN BELL TELEPHONE AND TELEGRAPH COMPANY'S MOTION FOR CONFIDENTIAL TREATMENT AND PERMANENT PROTECTIVE OFFER

COMES NOW BellSouth Telecommunications, ind. dybia Southern Bell Telephone and Telegraph Company ("Southern bell" or "Company"), pursuant to Rule 25-22.006, Florida Administrative Code, and files its Motion for Confidential Treatment and Permanent Protective Order.

- ("Public Counsel") took the depositions of supressentity namety employees, some of which have subsequently been transcribed.

 During the depositions of Cherie Beyer Calvard, Maymond Rummer, Silvia Lom-Ajan, Lynn Lytle, Gary Maser, Donald Porter, James Ramsey, Barbara Roberts, Lynn W. Schmoll, and Paul White numerous questions were asked that called for the deposition.

 The requested information was provided in each respective response.
- 2. At the time of these depositions opened for bourdern Bell requested a procedure whereby Southern well would have the

request confidential classification. Public Counsel agreed to this procedure. Southern Bell received the transcripts of the depositions of the above-named employees within the past ten days and determined that these depositions contain confidential

Public Counsel had previously announced in a different context its intention to utilize this type of information during the nearing on this matter. Accordingly, pursuant to Fule 25.22.006, Florida Administrative Code, Southern Bell files the instant Motion for Confidential Treatment and Fermanent Protective Order.

- depositions in a sealed container, which is marked as Attachment "A." Southern Bell has also filed two reducted cories of the depositions as Attachment "B." Finally, Southern Bell has filed as Attachment "C" a listing of specific pages and lines of each deposition that contain proprietary confidential information all of which are confidential for the reasons set forth below.
- specific identities appropriate prime. This information is clearly confidential and proprietary under Florida Statutes, § 364.183(f), which provides that "proprietary confidential business information" includes "employee personnel information unrelated to compensation, duties, qualifications, or responsibilities."

- 5. The four areas of employee personnel information that are not, per se, confidential pursuant to § 364.183(f), Florida Statutes, are compensation, duties, qualifications, and responsibilities of an employee. A common sense reading of this list, as well as a review of the definitions of these items as contained in Webster's Seventh New Collegiate Dictionary demonstrate that the names of employees in connection with discipline do not fit any of the exceptions and thus are, per se, confidential under § 364.183(f), Florida Statutes.
- 6. A review of these terms, in the context of §
 364.183(f), Florida Statutes, reveals their meaning.
 "Compensation" is the amount of money or other value that an employee is paid to perform his or her job duties. "Duties" are the particular acts an employee is expected to perform as a part of his or her job. "Qualifications" are the skills, knowledge, and abilities needed to perform a particular job. Finally, "responsibilities" are those things that an employee is obliged to do as part of his or her job. These meanings are confirmed by the dictionary definition of these words. Webster's definitions of these terms are as follow:
 - A. Compensation payment, wages.
 - B. Duty the action required by one's position or occupation.
 - C. Qualification something that qualifies; a condition that must be complied with.

- D. Responsibility the quality or state of being responsible.

 Even a cursory reading of these commonly-understood definitions makes it clear that the disciplining of an employee is not encompassed within any of the concepts or definitions set forth above.
- 7. Thus, the names of the employees who have been disciplined do not relate to their compensation, duties, qualifications, or responsibilities. Instead, the name of an employee who has been disciplined is a personnel-related matter, the disclosure of which would be highly damaging to the reputation of the employee in the community at large. Certainly, § 364.183, Florida Statutes, was not intended to require such disclosure.
- Statutes, to require public disclosure of any employee information that bears a relationship, even of an indirect or tangential nature, to an employee's job responsibilities, wages, or qualifications, then there would be literally nothing protected from disclosure. Put another way, a broad reading of the exceptions to 364.183(f), Florida Statutes, would reduce the public disclosure exemption for employee information to the point of nonexistence. Obviously, if the legislature had intended for this statute to be read in a way that would make the employee information exemption uniformity unavailable and essentially

pointless, then it would simply not have bothered to create the exemption in the first place.

- 9. In this particular case, though, there is an equally compelling reason that these documents should be treated as confidential. Section 364.183, Florida Statutes, provides that in addition to the specifically identified types of documents that are conridential, such as those enumerated in subsection (f), any document that, if disclosed, "would cause harm to the ratepayers or the person's or company's business operations...is also entitled to protection." The potential for harm to Southern Bell's business operations that would necessarily result from disclosure of the subject information is both obvious and striking.
- matter was the result of a thorough, privileged internal investigation that was designed to determine whether or not a repair reporting problem existed. It was never contemplated by either the Company or the individuals involved that, in the aftermath of this effort by Southern Bell to police itself, there would be a resulting forced public disclosure that would subject the disciplined employees to the additional punishment of public opprobrium and scorn. In effect, the public disclosure of the names of the disciplined employees would convert internal discipline into an inappropriate and inflammatory "public shaming" of these employees.

widespread publicity as to Southern Bell, it is probable that the public disclosure of the identities of these employees would also be widely published. This disclosure is particularly unnecessary where, as here, the public will have access to all disciplinary information, except for the names of the employees themselves. Thus, for example, the number of employees disciplined, the stated basis for the discipline and the type of discipline would all be publicly available.

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- employees would have a significantly deleterious effect on morale that, in turn, would serve as a practical impediment to the functioning of the Company. Those who have cooperated with the efforts of the company to police itself have done so on the well-founded assumption that the information would be handled discreetly and appropriately, and that it would result in a level of discipline, if any, that was warranted. If Southern Bell is now forced to reveal publicly the names of the employees disciplined, then the employees who have cooperated will no doubt feel that their good faith efforts to address any problems that may have occurred have been betrayed. It is easy to see how this sense of betrayal could result in an about helps that would be both widespread and severe.
- 13. Moreover, public disclosure could well result not only in general morale problems, but also in a general employee

any problems that may arise far more difficult. Southern Bellican only effectively investigate an internal problem with the cooperation of its employees. If the lesson to be learned by employees in this particular instance is that any cooperation may result in exposure of disciplined employees to the additional ordeal of public ridicule, then the prospect of obtaining adequate employee cooperation to address effectively any possible future problems diminishes significantly.

- with the duty of administration employee discipline will unquestionably be more hesitant to do so if they know that any employee disciplined for even the most minor infraction may later have that discipline publicly disclosed and widely published.
- finally, to reveal this information publicly would be a proceed whatspever. Arguably, if disclosure of the identities of these employees served some public purpose, or if this disclosure were necessary for this Commission to deal thoroughly with the issues of this docket, then a balancing test might be necessary. That is, the Commission would need to balance the benefits to be derived from public disclosure against the detriment to the Company and the employees. In this case, however, public disclosure will result in no benefit whatsoever.
- 16. Public Counse' can make its arguments in this matter, and the Commission can fully consider all issues pertinent to

this docket, based on the information that Southern Bell has provided. Public Counsel has the names of the employees in question because Southern Bell provided that information without objection. It is only the public disclosure of employees' names to which southern Bell objects. Southern Bell has stated that it does not object to public disclosure of the extent of the employee discipline, the type of discipline, and the job responsibilities of those disciplined. There simply is nothing to be gained by the additional, gratuitous public disclosure of the identities of the particular persons disciplined. Florida Statutes § 364.183(f) clearly provides that the names of these employees should be kept confidential. To hold otherwise will do nothing more than damage, perhaps irreparably, the reputations of individual Southern Bell employees and expose them personally to public ridicule.

17. All of the information for which Southern Bell requests confidential treatment is intended to be treated as confidential, and has not been disclosed except pursuant to statutory provisions or private agreement that provides that the information will not be released to the public.

WHEREFORE, Southern Bell requests that the Commission grant

its Motion for Confidential Treatment and Permanent Protective Order.

Respectfully submitted.

ATTORNEYS FOR SCUTHERN BELL TELEPHONE AND TELEGRAPH COMPANY

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(305) 530-5555

R. DOUGLAS LACKEY

NANCY B. WHITE

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CERTIFICATE OF BENVIUE Docker No. 010163-01

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I BEREBY CERTIFY that a copy of the foregoing has been furnished by United States Mail this day of the party , 1992, to:

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TELECOMMUNICATIONS 09/09/92

DOCKET NO.	DOCKET TITLE	DOCUMENT NO.	DOCUMENT DESCRIPTION
910163-TL	Petition on behalf of CITIZENS OF THE STATE OF FLORIDA to initiate investigation into integrity of SOUTHERN BELL TELEPHONE AND TELEGRAPH COMPANY'S repair service activities and reports.	10383-92	SO BELL (Craver) - Motion for confidential treatment and permanent protective order regarding the depositions of C. Calvert, R. Kummer, S. Lom-Ajan, L. Lytle, G. Maser, D. Porter, J. Ramsey, B. Roberts, L. Schmoll, and P. White, with Attachment C.
		10384-92	SO BELL (Carver) - (CONFIDENTIAL) Highlighted version of depositions of C. Calvert, R. Kummer, S. Lom-Ajan, L. Lytle, G. Maser, D. Porter, J. Ramsey, B. Roberts, L. Schmoll, and P. White (Attachment A).
		10385-92	SO BELL (Carver) - Redacted copy of confidential depositions of C. Calvert, R. Kummer, S. Lom-Ajan, L. Lytle, G. Maser, D. Porter, J. Ramsey, B. Roberts, L. Schmoll, and P. White (Attachment B).
910506~TL	Petition for amendment of Rule 25-4.073, F.A.C., regarding answer time, by SOUTHERN BELL TELEPHONE AND TELEGRAPH COMPANY.	10351-92	FAW NOTICE of 10/27/92 rule hearing at 9:30 a.m., if requested within 21 days.
910727~TL	Investigation into SOUTHERN BELL TELEPHONE AND TELEGRAPH COMPANY's compliance with Rule 25-4.110(2), F.A.C., Rebates.	10371-92	OPC (Richardson) - Citizen's withdrawal of their motion to compel.
910800~TP	Investigation into the implementation of operator transfer service.	10372-92	Memo fr CMU/Simmons to RAR/Simmons advising that CENTEL and VISTA UNITED have complied with the requirements in Order PSC-92-0391-FOF-TP and
910967-TL	Proposed tariff filing to reprice and restructure Local Private Line Services by GTE FLORIDA INCORPORATED. (T-91-473 filed 9/1/91)	10334-92	docket may be closed; closed by XCM. Order PSC-92-0963-F0F-TL approving tariff revisions by ATT-C for both UNITED TELEPHONE COMPANY OF FLORIDA and GTE FLORIDA INCORPORATED, effective 12-1-92; docket to remain open; protest due 9-30-92. (BCDEL)
911085-TL	Proposed tariff to restructure and reprice local private line services by UNITED TELEPHONE COMPANY OF FLORIDA. (T-91-312 filed 7/1/91)	10334-92	Order PSC-92-0963-F0F-TL approving tariff revisions by ATT-C for both UNITED TELEPHONE COMPANY OF FLORIDA and GTE FLORIDA INCORPORATED, effective 12-1-92; docket to remain open; protest due 9-30-92. (BCDEL)
920188-TL	Application for a rate increase by GTE FLORIDA INCORPORATED.	10367-92	OPC (McLean) - Notice of service of 13th set of requests for production of documents and 18th set of interrogatories.
920193-TL	Modified Minimum Filing Requirements Report of ALLTEL FLORIDA, INC.	10359-92	FAW NOTICE of 10/1/92 hearing at 6:30 p.m. in Live Oak.
920310-TL	Application for a rate increase by CENTRAL TELEPHONE COMPANY OF FLORIDA.	10348-92	FPSC (LEG/Adams) - Certificate of service of staff's third set of interrogatories to Centel.
	· ·	10353-92	CENTEL (Fons) - Notice of service of answer to Public Counsel's Interrogatory No. 249.
		10363-92	CENTEL (Fons) - 2nd request for confidential classification.
920385-TL	Application to change depreciation rates and schedules effective 1/1/92 by BELLSOUTH TELECOMMUNICATIONS, INC. d/b/a SOUTHERN BELL TELEPHONE AND TELEGRAPH COMPANY.	10357-92	FAW NOTICE of 10/7/92 hearing at 9:30 a.m. in Tallahassee.

CERTIFICATE OF SERVICE DOCKET NO. 910163-TL

I HEREBY CERTIFY that a correct copy of the foregoing has been furnished by U.S. Mail or hand-delivery to the following persons on this 17th day of September, 1992.

Marshall Criser, III
BellSouth Telecommunications,
Inc. (Southern Bell Telephone & Telegraph Co.)
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Janis Sue Richardson
Associate Public Counsel