

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Petition of the Citizens of)	DOCKET NO. 890190-TL
Florida to investigate Southern Bell's)	ORDER NO. 22987
Cost Allocation Procedures)	ISSUED: 5-25-90
)	

ORDER ON PREHEARING PROCEDURE

I. Prehearing Statements

Pursuant to the provisions of Rule 25-22.038, Florida Administrative Code, all parties and Staff are hereby required to file with the Director of Records and Reporting a prehearing statement on or before August 22, 1990. Each prehearing statement shall set forth the following:

- (a) all known witnesses that may be called and the subject matter of their testimony;
- (b) all known exhibits, their contents, and whether they may be identified on a composite basis and witness sponsoring each;
- (c) a statement of basic position in the proceeding;
- (d) a statement of each question of fact the party considers at issue and which of the party's witnesses will address the issue;
- (e) a statement of each question of law the party considers at issue;
- (f) a statement of each policy question the party considers at issue and which of the party's witnesses will address the issue;
- (g) a statement of the party's position on each issue identified pursuant to paragraphs (d), (e) and (f) and the appropriate witness;
- (h) a statement of issues that have been stipulated to by the parties;
- (i) a statement of all pending motions or other matters the party seeks action upon; and

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(j) a statement as to any requirement set forth in this order that cannot be complied with, and the reasons therefore.

The original and fifteen copies of each prehearing statement must be received by the Director of Records and Reporting, 101 East Gaines Street, Tallahassee, Florida 32399-0870, by the close of August 22, 1990. Failure of a party to timely file a prehearing statement shall be a waiver of any issues not raised by other parties or by the Commission Staff. In addition, such failure shall preclude the party from presenting testimony in favor of his or her position on such omitted issues. Copies of prehearing statements shall also be served on all parties. Prehearing statements shall substantially conform to the Florida Rules of Civil Procedure requirements as to form, signatures, and certifications.

II. Prefiled Testimony and Exhibits

Each party is required to prefile all exhibits and all direct testimony it intends to sponsor in written form. Prefiled testimony shall be typed on standard 8 1/2 x 11 inch transcript quality paper, double spaced, with 25 numbered lines, in question and answer format, with a sufficient left margin to allow for binding. An original and fifteen copies of each witness' prefiled testimony and each exhibit must be received by the Director of Records and Reporting, 101 East Gaines Street, Tallahassee, Florida 32399-0870, by the close of business on the due date. Failure of a party to timely prefile exhibits and testimony from any witness in accordance with the foregoing requirements may bar admission of such exhibits and testimony. Copies of all prefiled testimony shall also be served by the sponsoring party on all other parties.

To facilitate the management of documents in this docket, parties and Commission Staff shall submit an exhibit list with their respective prehearing statements. Exhibits will be numbered at the hearing. Each exhibit submitted shall have the following in the upper right-hand corner (for identification prior to the hearing): the docket number, the witness's name, the word "Exhibit" followed by a blank line for the Exhibit Number, the title of the exhibit, and a prehearing identification number consisting of the initials of the witness and a number.

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An example of the typical exhibit identification format is as follows:

Docket No. 870675-TL
J. Doe Exhibit No. _____
Cost Studies for Minutes of Use by Time of Day
(JXD-1)

Attached to this order as Appendix "A" is a tentative list of the issues which will be addressed in this proceeding. Prefiled testimony and prehearing statements shall be addressed to the issues set forth in Appendix "A".

III. Prehearing Conference and the Provisions of Rule 25-22.038(5)(b), Florida Administrative Code

A final prehearing conference will be held on September 5, 1990, in Tallahassee. The conditions of Rule 25-22.038(5)(b), Florida Administrative Code, will be met in this case and the following shall apply:

Any party who fails to attend the final prehearing conference, unless excused by the prehearing officer, will have waived all issues and positions raised in his or her prehearing statement.

Any issue not raised by a party prior to the issuance of the prehearing order shall be waived by that party, except for good cause shown. A party seeking to raise a new issue after the issuance of the prehearing order shall demonstrate that: he or she was unable to identify the issue because of the complexity of the matter; discovery or other prehearing procedures were not adequate to fully develop the issues; due diligence was exercised to obtain facts touching on the issue; information obtained subsequent to the issuance of the prehearing order was not previously available to enable the party to identify the issue; and introduction of the issue could not be to the prejudice or surprise of any party. Specific reference shall be made to the information received, and how it enabled the party to identify the issue.

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Unless a matter is not at issue for that party, each party shall diligently endeavor in good faith to take a position on each issue prior to issuance of the prehearing order. When a party is unable to take a position on an issue, he or she shall bring that fact to the attention of the prehearing officer. If the prehearing officer finds that the party has acted diligently and in good faith to take a position, and further finds that the party's failure to take a position will not prejudice other parties or confuse the proceeding, the party may maintain "no position at this time" prior to hearing and thereafter identify his or her position in a post-hearing statement of issues. In the absence of such a finding by the prehearing officer, the party shall have waived the entire issue. When an issue and position have been properly identified, any party may adopt that issue and position in his or her post-hearing statement.

IV. Schedule for this Proceeding

The following dates have been established to govern the key activities of this proceeding in order to maintain an orderly procedure.

1. August 1, 1990 - Direct Testimony to be filed
2. August 22, 1990 - Rebuttal Testimony to be filed
3. August 22, 1990 - Prehearing Statements to be filed
4. September 5, 1990 - Prehearing Conference
5. September 24-28, 1990 - Hearings to be held.

V. Requests for Specified Confidential Classification of Documents

There is a presumption in the law of the State of Florida that documents submitted to governmental agencies shall be public records. The only exceptions to this presumption are the specific statutory exemptions provided in the law and exemptions granted by governmental agencies pursuant to the specific terms of a statutory provision. This presumption is based on the concept that government should operate in the "sunshine." It is our view that the burden to be met by one

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requesting specified confidential classification of documents submitted during a proceeding before this Commission is very high.

For these reasons, and because of recent events, the Prehearing Officer has concluded that parties must be more specific in identifying the precise material believed to be proprietary and in supporting their arguments with relevant reasons justifying nondisclosure. All the parties are reminded that our confidentiality rule is explicit in requiring that each request for specified confidential classification be fully justified by a showing sufficient to meet the burden of proving harm through public disclosure. The Prehearing Officer will grant the requested specification only in individual instances where the parties have met that burden with a sufficient showing to support their requests. The parties are expected to limit their requests for confidential treatment to only those discrete portions of documents that would truly be harmful if disclosed.

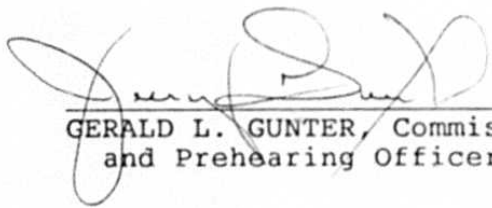
In order to assure that it has sufficiently identified and justified its individual requests for specified confidential classification, a party shall follow the steps explained below. The Commission's practice is to assign a Document Number (DN) to each document or set of documents accompanying an individual request for specified confidential classification. In the case of two or more documents being submitted for consideration under one DN, the identification of the specific portions of each document has been totally inadequate in some recent cases. Accordingly, if a party submits more than one document under a single request pursuant to the confidentiality rule, an index of all documents must accompany the request. This index shall assign a letter to each document, and all references to that document in the request shall refer to that document by the letter assigned to it in the index. Thereafter, all pleadings filed by the parties shall refer to that specific document by the DN and the letter assigned to it in the index.

This Commission must be presented with a specific itemized listing of information, by page, line and column number, with a specific justification for confidentiality for each item. The pages shall be numbered consecutively in each discrete document and the lines where confidential information appears on each page shall be numbered. Merely highlighting numbers and words

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on a page as a means of indicating the portion considered proprietary by the party is insufficient because it leads to difficulty in describing this material in the order ruling on the request. References in the request and in related pleadings to the material sought by the party to be granted specified confidential classification shall be by item, page, column and line numbers.

By ORDER of Commissioner Gerald L. Gunter, Commissioner
and Prehearing Officer, this 2⁵th day
of May,
1990.



GERALD L. GUNTER, Commissioner
and Prehearing Officer

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APPENDIX "A"
LIST OF ISSUES

1. Is a cost allocation manual an appropriate and effective way to prevent cross-subsidization between regulated and nonregulated businesses?
2. Are there adequate controls in place to ensure accurate and complete time reporting?
3. Do the BellSouth cost allocation procedures reasonably assign direct costs and reasonably allocate all costs between the states in which BellSouth Corp. operates, between and among regulated and unregulated operations of Southern Bell, and between and among affiliated companies of Southern Bell?
4. Is the cost of administering the CAM reasonable and is it properly allocated between regulated and unregulated operations?
5. Are the affiliate transaction rules included in Southern Bell's CAM appropriate to safeguard against cross-subsidization and are they being followed?
6. Are there adequate mechanisms in place by which the Florida Public Service Commission can assure itself of Southern Bell's compliance with the CAM?
7. Are there expenses assigned or charged from BellCore to Southern Bell which should be capitalized rather than expensed because the expenses benefit future periods?
8. Are there charges from BellCore which should be allocated to deregulated operations because the charges primarily benefit deregulated operations?
9. Are and were costs associated with the recombination of the advanced system companies (and/or other reorganizational efforts) appropriately allocated between regulated and unregulated operations?
10. Should unregulated operations be required to compensate regulated operations for the tangible and intangible benefits it receives from operating with the regulated company, and if so, how?