

UNITED STATES OF AMERICA  
POSTAL RATE COMMISSION  
WASHINGTON, DC 20268-0001

Rate and Service Changes to  
Implement Baseline Negotiated  
Service Agreement with Bookspan

Docket No. MC2005-3

PRESIDING OFFICER'S RULING GRANTING  
MOTION OF BOOKSPAN FOR PROTECTIVE ORDER  
REGARDING RESPONSE TO INTERROGATORY  
OCA/BOOKSPAN-T2-11(b) AND GRANTING  
WAIVER OF FILING REQUIREMENTS

(Issued September 26, 2005)

On September 20, 2005, co-proponent Bookspan filed a motion requesting a protective order, as provided for in § 31a of the rules of practice (39 C.F.R. § 3001.31a).<sup>1</sup> The requested protective conditions would apply to information responsive to Office of the Consumer Advocate interrogatory OCA/Booksapn-T2-11(b). This query seeks detailed information about Bookspan's marketing budget, including the amounts it has budgeted for solicitation mail both in previous and upcoming years.

Instead of answering this interrogatory, Bookspan filed its Motion for Protective Order requesting that the information be provided under seal. Bookspan claims that responding to this interrogatory would require it to disclose "highly confidential and commercially sensitive" information and provide "unwarranted insight into Bookspan's financial condition." Bookspan is also concerned about competitors using this information to counter Bookspan's marketing efforts.<sup>2</sup> Bookspan offers to provide the requested information upon issuance of a ruling providing protective conditions similar

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<sup>1</sup> Motion of Bookspan for Protective Order Regarding Response to Interrogatory of the Office of the Consumer Advocate (OCA/BOOKSPAN-T2-11(b)), September 20, 2005 (Motion for Protective Order).

<sup>2</sup> *Id.* at 1.

to that entered earlier in this case in P.O. Ruling MC2005-3/2.<sup>3</sup> No party has filed a response to Bookspan's Motion for Protective Order or objected to allowing the information to be disclosed only with protective conditions.

Bookspan's motion for application of protective conditions to its response to OCA/Bookspan-T2-11(b) shall be granted. P.O. Ruling MC2005-3/5 notes that for Bookspan "the most commercially sensitive information would likely be related to marketing campaigns and corresponding response rates."<sup>4</sup> The information requested in interrogatory OCA/Bookspan-T2-11(b) falls in that category since it seeks information on Bookspan's marketing budgets and insight into its various marketing campaigns. In view of these circumstances, there is good cause for adopting conditions adapted to protecting the information requested.

Accordingly, the response to OCA's question may be filed under the attached protective conditions, which are identical in all material respects to those employed earlier in this proceeding and recently in proceedings such as Docket Nos. MC2002-2, R2001-1 and C2001-3.<sup>5</sup>

On another matter, in its Notice of Filing of Category 4 Library Reference (Bookspan-LR-1), filed September 21, 2005 (Notice), Bookspan "seeks waiver of the Commission's requirements" with respect to certain parts of its library reference filing. This request, included within the Notice, will be deemed a motion for waiver of filing requirements.<sup>6</sup> Pursuant to 39 C.F.R. § 3001.31(b)(2)(vii) and (viii), the request seeks a waiver of the Commission's requirement to file two hard copies of the library reference and the requirement to file electronic versions of the library reference. As Bookspan notes, the source of the mailpieces in the library reference is a collection of individual

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<sup>3</sup> *Id.* at 2. Bookspan further indicates that it has already answered questions regarding its future marketing plans and does not believe that the information requested by this interrogatory will aid in the Commission's consideration of this case. *Ibid.*

<sup>4</sup> P.O. Ruling MC2005-3/5 at 7.

<sup>5</sup> *Id.*; P.O. Ruling MC2005-3/2, August 16, 2005; see also P.O. Ruling R2001-1/24, December 19, 2001; P.O. Ruling C2001-3/32, September 26, 2002.

<sup>6</sup> A motion for waiver of filing provisions related to library references is required by 39 C.F.R. § 3001.31(b)(2)(x).

mailpieces sent to a Bookspan employee as a seed for tracking and quality control issues and, thus, two original mailpieces cannot be reasonably or timely produced.<sup>7</sup> Further, Bookspan submits that those original mailpieces are not available in electronic format.<sup>8</sup> Accordingly, for good cause shown, pursuant to 39 C.F.R. § 3001.31(b)(2)(x), those waivers are granted.

#### RULING

1. The Motion of Bookspan for Protective Order Regarding Response to Interrogatory of the Office of the Consumer Advocate (OCA/Bookspan-T2-11(b), filed September 20, 2005, is granted.
2. The response to interrogatory OCA/Bookspan-T2-11(b) may be filed under the attached set of protective conditions, which shall govern access to the information therein.
3. Bookspan's Notice of Filing of Category 4 Library Reference (Bookspan-LR-1) filed September 21, 2005, is deemed a motion for waiver of certain Commission filing requirements related to library references, and that motion is granted.

George Omas  
Presiding Officer

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<sup>7</sup> The discovery requests that this library reference is responsive to sought original mailpieces "as it was mailed to prospective customers." Notice at 2.

<sup>8</sup> However, to the extent certain responsive documents were readily available, Bookspan has provided electronic copies of those documents in PDF or JPG format.

## STATEMENT OF COMPLIANCE WITH PROTECTIVE CONDITIONS

The following protective conditions limit access to materials provided in Docket No. MC2005-3 by Bookspan in response to Presiding Officer's Ruling No. MC2005-3/8 (hereinafter, "these materials"). Individuals seeking to obtain access to these materials must agree to comply with these conditions, complete the attached certifications, provide the completed certifications to the Commission, and serve them upon counsel for the party submitting the confidential material.

1. Only a person who is either:
  - (a) an employee of the Postal Rate Commission (including the Office of the Consumer Advocate) with a need-to-know; or
  - (b) a participant in Postal Rate Commission Docket No. MC2005-3, or a person employed by such participant, or acting as agent, consultant, contractor, affiliated person, or other representative of such participant for purposes related to the litigation of Docket No. MC2005-3, shall be granted access to these materials. However, no person involved in competitive decision-making for any entity that might gain competitive advantage from use of this information shall be granted access to these materials. "Involved in competitive decision-making" includes consulting on marketing or advertising strategies, pricing, product research and development, product design, or the competitive structuring and composition of bids, offers or proposals. It does not include rendering legal advice or performing other services that are not directly in furtherance of activities in competition with a person or entity having a proprietary interest in the protected material.
2. No person granted access to these materials is permitted to disseminate them in whole or in part to any person not authorized to obtain access under these conditions.
3. The final date of any participant's access shall be the earlier of:
  - (a) the date on which the Postal Rate Commission issues its recommended decision or otherwise closes Docket No. MC2005-3;

- (b) the date on which that participant formally withdraws from Docket No. MC2005-3; or
  - (c) the last date on which the person who obtains access is under contract or retained or otherwise affiliated with the Docket No. MC2005-3 participant on whose behalf that person obtains access. The participant immediately shall notify the Postal Rate Commission and counsel for the party who provided the protected material of the termination of any such business or consulting arrangement or retainer or affiliation that occurs before the closing of the evidentiary record.
- 4. Immediately after the Commission issues its last recommended decision in Docket No. MC2005-3, a participant (and any person working on behalf of that participant) who has obtained a copy of these materials shall certify to the Commission:
  - (a) that the copy was maintained in accordance with these conditions (or others established by the Commission); and
  - (b) that the copy (and any duplicates) either have been destroyed or returned to the Commission.
- 5. The duties of any persons obtaining access to these materials shall apply to material disclosed or duplicated in writing, orally, electronically, or otherwise, by any means, format, or medium. These duties shall apply to the disclosure of excerpts from or parts of the document, as well as to the entire document.
- 6. All persons who obtain access to these materials are required to protect the document by using the same degree of care, but no less than a reasonable degree of care, to prevent the unauthorized disclosure of the document as those persons, in the ordinary course of business, would be expected to use to protect their own proprietary material or trade secrets and other internal, confidential, commercially sensitive, and privileged information.
- 7. These conditions shall apply to any revised, amended, or supplemental versions of materials provided in Docket No. MC2005-3.

8. The duty of nondisclosure of anyone obtaining access to these materials is continuing, terminable only by specific order of the Commission, or as specified in paragraphs 10 through 15, below.
9. Any Docket No. MC2005-3 participant or other person seeking access to these materials by requesting access, consents to these or such other conditions as the Commission may approve.
10. Bookspan shall clearly mark the following legend on each page, or portion thereof, that it seeks to protect under this agreement: "Confidential-Subject To Protective Conditions In Docket No. MC2005-3 Before The Postal Rate Commission" or other markings that are reasonably calculated to alert custodians of the material to its confidential or proprietary nature. Except with the prior written consent of Bookspan, or as hereinafter provided, no protected information may be disclosed to any person.
11. Any written materials — including but not limited to discovery requests and responses, requests for admission and responses, deposition transcripts and exhibits, pleadings, motions, affidavits, written testimony and briefs — that quote, summarize, or contain materials protected under these protective conditions are also covered by the same protective conditions and certification requirements, and shall be filed with the Commission only under seal. Documents submitted to the Commission as confidential shall remain sealed while in the Secretary's office or such other place as the Commission may designate so long as they retain their status as stamped confidential documents.
12. Any oral testimony, argument or other statements that quote, summarize or otherwise disclose materials protected under these protective conditions shall be received only in hearing sessions limited to Bookspan representatives and other persons who have complied with the terms of the protective order and have signed the attached certifications. The transcript pages containing such protected testimony shall be filed under seal and treated as protected materials under paragraph 11.
13. Notwithstanding the foregoing, protected material covered by paragraphs 11 or 12 may be disclosed to the following persons without their execution of a compliance certificate. Such disclosure shall not exceed the extent necessary to assist in prosecuting this proceeding or any appeals or reconsideration thereof.
  - (a) Members of the Commission.

- (b) Court reporters, stenographers, or persons operating audio or video recording equipment for such court reporters or stenographers at hearings or depositions.
  - (c) Any other person designated by the Commission in the interest of justice, upon such terms as the Commission may deem proper.
  - (d) Reviewing courts and their staffs. Any person seeking to disclose protected information to a reviewing court shall make a good faith effort to obtain protective conditions at least as effective as those set forth in this document. Moreover, the protective conditions set forth herein shall remain in effect throughout any subsequent review unless overridden by the action of a reviewing court.
14. A participant may apply to the Commission for a ruling that documents, categories of documents, or deposition transcripts, stamped or designated as confidential, are not entitled to such status and protection. Bookspan shall be given notice of the application and an opportunity to respond. To revoke confidential status, the proponent of declassification must show by a preponderance of the evidence that public disclosure of the materials is consistent with the standards of the Freedom of Information Act, 5 U.S.C. § 552(b)(1)-(9), and Commission precedent.
15. Subpoena by Courts or Other Agencies. If a court or other administrative agency subpoenas or orders production of confidential information which a participant has obtained under the terms of this protective order, the target of the subpoena or order shall promptly (within two business days) notify Bookspan (or any other participant who designated the document as confidential) of the pendency of the subpoena or order to allow the designating party time to object to that production or seek a protective order.
16. Each person desiring to obtain access to these materials must file a notice with the Postal Rate Commission listing name, title and position at least one day in advance of the day that the person signs a certification at the Commission's docket section in order to receive a copy of the materials. A copy of the notice must also be served in advance on Bookspan.

CERTIFICATION

The undersigned represents that:

Access to materials provided in Docket No. MC2005-3 by Bookspan in response to Presiding Officer's Ruling No. MC2005-3/8 (hereinafter, "these materials" or "the information") has been authorized by the Commission. The cover or label of the copy obtained is marked with my name. I agree to use the information only for purposes of analyzing matters at issue in Docket No. MC2005-3. I certify that I have read and understand the above protective conditions and am eligible to receive access to materials under paragraph 1 of the protective conditions. I further agree to comply with all protective conditions and will maintain in strict confidence these materials in accordance with all of the protective conditions set out above.

Name \_\_\_\_\_

Firm \_\_\_\_\_

Title \_\_\_\_\_

Representing \_\_\_\_\_

Signature \_\_\_\_\_

Date \_\_\_\_\_

CERTIFICATION UPON RETURN OF  
PROTECTED MATERIALS

Pursuant to the Certification which I previously filed with the Commission regarding information provided in Docket No. MC2005-3 by Bookspan in response to Presiding Officer's Ruling No. MC2005-3/8 (hereinafter, "these materials" or "the information"), received on behalf of myself and/or the party which I represent (as indicated below), I now affirm as follows:

1. I have remained eligible to receive access to materials under paragraph 1 of the protective conditions throughout the period these materials have been in my possession. Further, I have complied with all conditions, and have maintained these materials in strict confidence in accordance with all of the protective conditions set out above.
2. I have used the information only for purposes of analyzing matters at issue in Docket No. MC2005-3.
3. I have returned the information to the Postal Rate Commission.
4. I have either surrendered to the Postal Rate Commission or destroyed all copies of the information that I obtained or that have been made from that information.

Name \_\_\_\_\_

Firm \_\_\_\_\_

Title \_\_\_\_\_

Representing \_\_\_\_\_

Signature \_\_\_\_\_

Date \_\_\_\_\_