

ORDER NO. 5093

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

Before Commissioners:

Robert G. Taub, Chairman;  
Nanci E. Langley, Vice Chairman;  
Mark Acton;  
Tony Hammond; and  
Michael Kubayanda

Competitive Product Prices  
Global Plus 1E (MC2018-7)  
Negotiated Service Agreements

Docket No. CP2019-145

ORDER APPROVING ADDITIONAL GLOBAL PLUS 1E  
NEGOTIATED SERVICE AGREEMENT

(Issued May 15, 2019)

I. INTRODUCTION

The Postal Service seeks to include an additional Global Plus 1E agreement (Agreement) within the Global Plus 1E product.<sup>1</sup> For the reasons discussed below, the Commission approves the Postal Service's request.

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<sup>1</sup> Notice of the United States Postal Service of Filing a Functionally Equivalent Global Plus 1E Negotiated Service Agreement and Application for Non-Public Treatment of Materials Filed Under Seal, April 26, 2019 (Notice).

## II. BACKGROUND

Agreements under the Global Plus 1E product offer volume-based prices to Postal Qualified Wholesalers and other high-volume mailers that market mailing services to their end-use customers who ship mail and articles via any combination of the following: International Priority Airmail, International Surface Air Lift, and Commercial ePacket.

On April 26, 2019, in accordance with 39 C.F.R. § 3015.5, the Postal Service filed its Notice, along with supporting documents. In the Notice, the Postal Service asserts that the Agreement is functionally equivalent to the baseline agreement for the Global Plus 1E product and requests that the Agreement be added to the existing Global Plus 1E product. Notice at 3. Among the supporting documents, the Postal Service included a copy of the Governors' Decision authorizing the Global Plus 1E product, the Agreement proposed to be added to the product, a certification of compliance with 39 U.S.C. § 3633(a), and financial workpapers. In addition, the Postal Service submitted an application for non-public treatment of materials requesting that unredacted portions of the Agreement, customer-identifying information, and related financial information remain under seal. *Id.* Attachment 4.

The Postal Service will establish the effective date of the Agreement subsequent to the Commission's review. Notice at 3. It is set to expire September 30, 2019. *Id.*

On April 29, 2019, the Commission issued a notice establishing the instant docket, appointing a Public Representative, and providing interested persons with an opportunity to comment.<sup>2</sup>

On May 6, 2019, the Postal Service filed a notice of filing revised financial workpapers, and filed the workpapers under seal.<sup>3</sup>

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<sup>2</sup> See Notice Initiating Docket(s) for Recent Postal Service Negotiated Service Agreement Filings, April 29, 2019.

<sup>3</sup> Notice of the United States Postal Service of Filing Revised Financial Workpapers, May 6, 2019.

Chairman's Information Request No. 1 was issued on May 8, 2019.<sup>4</sup> CHIR No. 1 requested additional information regarding several changes in the revised workpapers filed on May 6, 2019. The Postal Service filed its response with the additional information on May 13, 2019.<sup>5</sup>

### III. COMMENTS

The Public Representative filed comments on May 6, 2019.<sup>6</sup> No other comments were received. Based upon a review of the Postal Service's filing, including the information filed under seal with the Commission, the Public Representative concludes that the contract should generate sufficient revenue to cover its costs. PR Comments at 3. He agrees with the Postal Service that the differences between the contract and the baseline agreement do not alter the conclusion that the two contracts are functionally equivalent. *Id.* at 3-4.

### IV. COMMISSION ANALYSIS

The Commission's responsibilities in this case are to ensure that the Agreement: (1) is functionally equivalent to the baseline agreement established for the Global Plus 1E product; and (2) satisfies the requirements of 39 U.S.C. § 3633 and applicable Commission rules (39 C.F.R. §§ 3015.5 and 3015.7).

*Functional equivalence.* In Order No. 4194, the Commission added the Global Plus 1E product to the competitive product list and designated a baseline agreement for assessing the functional equivalence of other agreements proposed for inclusion within the Global Plus 1E product.<sup>7</sup>

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<sup>4</sup> Chairman's Information Request and Notice of Filing Under Seal, May 8, 2019 (CHIR No. 1)

<sup>5</sup> Response of the United States Postal Service to Chairman's Information Request No. 1, May 13, 2019 (Response to CHIR No. 1).

<sup>6</sup> Public Representative Comments on a Postal Service Notice Concerning an Additional Global Plus 1E Negotiated Service Agreement, May 6, 2019 (PR Comments).

<sup>7</sup> Docket Nos. MC2018-7 and CP2018-12, Order Adding Global Plus 1E to the Competitive Product List and Designating Baseline Agreement, October 31, 2017 (Order No. 4194).

The Postal Service asserts that its filing demonstrates that the Agreement is functionally equivalent to the baseline agreement, and requests that the Agreement be included within the Global Plus 1E product. Notice at 3. It asserts that the Agreement fits within the Mail Classification Schedule language for the Global Plus 1E product. *Id.* The Postal Service also asserts that the Agreement and the baseline agreement possess similar cost and market characteristics and the same functional terms but states that prices may differ. *Id.* at 3-4. The Postal Service identifies differences between the Agreement and the baseline agreement but asserts that these differences do not affect the fundamental service being offered or the fundamental structure of the Agreement.<sup>8</sup>

The Commission has reviewed the Postal Service's reasons for asserting that the Agreement shares similar cost and market characteristics with the baseline agreement; meets the pricing formula and falls within the classification established in the Governors' Decision authorizing this product; and comports with 39 U.S.C. § 3633 and applicable Commission rules. It also has considered the Public Representative's comments. The Commission concludes that the Agreement is substantially similar to the baseline agreement and that the differences between them do not fundamentally alter either the service the Postal Service will provide under the Agreement or the structure of the Agreement. The Commission therefore finds that the Agreement may be included within the Global Plus 1E product.

*Cost considerations.* The Commission reviews each competitive product to ensure that it covers its attributable costs, does not cause market dominant products to subsidize competitive products as a whole, and contributes to the Postal Service's institutional costs. 39 U.S.C. § 3633(a); 39 C.F.R. §§ 3015.5 and 3015.7. As long as the revenue generated by a product exceeds its attributable costs, the product is unlikely to reduce the contribution of competitive products as a whole or to adversely

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<sup>8</sup> Differences include customer-specific information, the negotiated rates and tender provisions, and the inclusion of a new articles related to record keeping and the expiration of agreement rates. *Id.* at 5-6.

affect the ability of competitive products as a whole to contribute an appropriate share of institutional costs. In other words, a product that covers its attributable costs is likely to comply with 39 U.S.C. § 3633(a).

The Commission has reviewed the Postal Service's filing, including supporting financial analyses provided under seal, the Response to CHIR No. 1 and accompanying materials filed under seal, and the Public Representative's comments. Based on this review, the Commission finds that the Agreement should cover its attributable costs. Consequently, the Commission finds that the addition of the Agreement to the Global Plus 1E product should allow the product to continue to comply with 39 U.S.C. § 3633(a)(2). Because it finds that the addition of the Agreement to the Global Plus 1E product should allow the product to cover its attributable costs, the Commission finds that the addition of the Agreement to the product should not result in competitive products as a whole being subsidized by market dominant products, in accordance with 39 U.S.C. § 3633(a)(1). Similarly, it finds the addition of the Agreement to the Global Plus 1E product is unlikely to prevent competitive products as a whole from contributing an appropriate share of institutional costs, consistent with 39 U.S.C. § 3633(a)(3). Accordingly, a preliminary review of the Agreement indicates it is consistent with section 3633(a). The Commission will review the Agreement's cost coverage, the cost coverage of the Global Plus 1E product, and the contribution of competitive products as a whole to the Postal Service's institutional costs in the Annual Compliance Determination to ensure that they continue to comply with 39 U.S.C. § 3633(a).

*Other considerations.* The Postal Service will determine when the Agreement will take effect subsequent to the Commission's review. Notice at 3. The Postal Service shall promptly notify the Commission of the effective date of the Agreement. It is set to expire September 30, 2019. *Id.*

If the Agreement is terminated prior to the scheduled expiration date, the Postal Service shall promptly file notice of such termination with the Commission in this docket.

V. ORDERING PARAGRAPHS

*It is ordered:*

1. The Agreement filed in Docket No. CP2019-145 is included within the Global Plus 1E (MC2018-7) product. The revision to the Mail Classification Schedule appears below the signature of this Order and is effective immediately.
2. The Postal Service shall promptly notify the Commission should there be a change in the effective date of the Agreement.
3. The Postal Service shall promptly file notice of the Agreement's termination with the Commission in this docket if the Agreement is terminated prior to the scheduled expiration date.

By the Commission.

Stacy L. Ruble  
Secretary

## CHANGES TO THE MAIL CLASSIFICATION SCHEDULE

The following material represents a change to the Mail Classification Schedule. The Commission uses two main conventions when making changes to the Mail Classification Schedule. New text is underlined. Deleted text is struck through.

### **Part B—Competitive Products**

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#### **2500            Negotiated Service Agreements**

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#### **2510            Outbound International**

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#### **2510.6        Global Plus Contracts**

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#### 2510.6.6      Products Included in Group (Agreements)

Each product is followed by a list of agreements included within that product.

- Global Plus 1E  
*Baseline Reference*  
Docket No. CP2018-12  
PRC Order No. 4194, October 31, 2017

#### *Included Agreements*

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CP2019-145, expires September 30, 2019

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