

ORDER NO. 5814

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

Before Commissioners:

Robert G. Taub, Chairman;
Ashley E. Poling, Vice Chairwoman;
Mark Acton;
Ann C. Fisher; and
Michael Kubayanda

Competitive Product Prices
Priority Mail & First-Class Package Service Contracts
Priority Mail & First-Class Package Service Contract 188

Docket No. MC2021-62

Competitive Product Prices
Priority Mail & First-Class Package Service Contract 188
(MC2021-62)
Negotiated Service Agreements

Docket No. CP2021-64

ORDER ADDING PRIORITY MAIL & FIRST-CLASS PACKAGE SERVICE CONTRACT
188 TO THE COMPETITIVE PRODUCT LIST

(Issued January 12, 2021)

I. INTRODUCTION

The Postal Service seeks to add a new product identified as Priority Mail & First-Class Package Service Contract 188 to the competitive product list.¹ For the reasons discussed below, the Commission approves the Request.

¹ USPS Request to Add Priority Mail & First-Class Package Service Contract 188 to Competitive Product List and Notice of Filing Materials Under Seal, December 28, 2020 (Request).

II. BACKGROUND

On December 28, 2020, in accordance with 39 U.S.C. § 3642 and 39 C.F.R. §§ 3020.30-.35,² the Postal Service filed the Request, along with supporting documents. In the Request, the Postal Service asserts that Priority Mail & First-Class Package Service Contract 188 is a competitive product that establishes rates “not of general applicability” within the meaning of 39 U.S.C. § 3632(b)(3). Request at 1. Among the supporting documents, the Postal Service included a copy of the Governors’ Decision authorizing the product, a contract related to the proposed new product, requested changes to the competitive product list, a statement supporting the Request, 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 Governors’ Decision and the contract, customer-identifying information, and related financial information remain under seal. *Id.* Attachment F.

The contract is intended to take effect upon the expiration of Priority Mail Contract 203.³ It is set to expire on April 1, 2024. Request, Attachment B at 19.

² The regulations cited by the Postal Service have been reorganized, and are now found at 39 C.F.R. §§ 3040.130-135. See Docket No. RM2019-13, Order Reorganizing Commission Regulations and Amending Rules of Practice, January 16, 2020 (Order No. 5407) (effective April 20, 2020). The Postal Service should cite to the reorganized regulations in future filings before the Commission.

³ Request, Attachment B at 19. The expiration date of Priority Mail Contract 203 was amended to January 31, 2021, or one calendar day prior to the effective date of the Postal Service’s first change in published rates of general applicability for competitive products in 2021, whichever occurs first, unless terminated earlier. See Docket No. CP2016-138, Order Approving Amendment Seven to Priority Mail Negotiated Service Agreement, October 21, 2020 (Order No. 5735) (revising expiration date of Priority Mail Contract 203). The changes to published rates for competitive prices of general applicability become effective January 24, 2021. See Docket No. CP2021-28, Order Approving Price Adjustments for Domestic Competitive Products, December 9, 2020 (Order No. 5773).

On December 29, 2020, the Commission issued a notice establishing the two dockets, appointing a Public Representative, and providing interested persons with an opportunity to comment.⁴

III. COMMENTS

The Public Representative filed comments on January 7, 2021.⁵ No other interested person filed comments. The Public Representative concludes that the contract meets the requirements to be classified as a new competitive product, and that the contract should generate sufficient revenues to cover costs during its first year. PR Comments at 2. She notes that the contract has a mechanism for the adjustment of contract prices in the second and third year. *See id.* at 3. She also notes that the Commission will have an opportunity to conduct an annual compliance review. *Id.*

IV. COMMISSION ANALYSIS

The Commission has reviewed the Request, the contract, the supporting data filed under seal, and the Public Representative's comments.

Product list requirements. The Commission's statutory responsibilities when evaluating the Request include assigning Priority Mail & First-Class Package Service Contract 188 to either the market dominant or competitive product list. *See* 39 U.S.C. § 3642(b)(1); 39 C.F.R. § 3040.134. Before adding a product to the competitive product list, the Commission must determine that the Postal Service does not exercise sufficient market power that it can effectively set the price of the product substantially above costs, raise prices significantly, decrease quality, or decrease output, without the risk of losing a significant level of business to other firms offering similar products. *See* 39

⁴ *See* Docket No. MC2021-54, *et al.*, Notice Initiating Docket(s) for Recent Postal Service Negotiated Service Agreement Filings, December 29, 2020.

⁵ Public Representative Comments on USPS Request to Add Priority Mail and First-Class Package Service Contract 188 to the Competitive Product List, January 7, 2021 (PR Comments).

U.S.C. § 3642(b)(1). In addition, the Commission must consider the availability and nature of private sector enterprises engaged in delivering the product, the views of those who use the product, and the likely impact on small business concerns. See 39 U.S.C. § 3642(b)(3); 39 C.F.R. §§ 3040.132(f), (g), and (h).

The Postal Service asserts that it provides postal services of the kind provided under the contract in a highly competitive market, that other shippers who provide similar services constrain its bargaining position, and that it can therefore neither raise prices nor decrease service, quality, or output without risking the loss of business to competitors. Request, Attachment D at 2. The Postal Service states that the contract partner supports the Request, that expedited shipping is widely available from private firms, and that the Postal Service is unaware of any small business concerns that could offer comparable services to the contract partner. *Id.* at 3.

The Commission finds that the Postal Service does not exercise sufficient market power that it can effectively set the price of the proposed product substantially above costs, raise prices significantly, decrease quality, or decrease output, without the risk of losing a significant level of business to other firms offering similar products. The availability of other private sector providers supports this conclusion. The contract partner and the Public Representative support the addition of the Priority Mail & First-Class Package Service Contract 188 product to the competitive product list. Further, there is no evidence of an adverse impact on small businesses. For these reasons, having considered the relevant statutory and regulatory requirements, the comments filed, and the Postal Service's supporting justification, the Commission finds that Priority Mail & First-Class Package Service Contract 188 is appropriately classified as competitive and is added to the competitive product list.

Cost considerations. Because the Commission finds Priority Mail & First-Class Package Service Contract 188 is a competitive product, the Postal Service must also show that the contract 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. §§ 3035.105 and 3035.107. As long as the revenue generated by the contract exceeds its attributable costs, the contract is unlikely to reduce the contribution of competitive products as a whole or to adversely affect the ability of competitive products as a whole to contribute an appropriate share of institutional costs. In other words, if the contract covers its attributable costs, it is likely to comply with 39 U.S.C. § 3633(a).

Based on a review of the record, the Commission finds that the rates during the first year of the contract should cover the contract's attributable costs. 39 U.S.C. § 3633(a)(2). The contract's prices adjust with changes to generally applicable rates. Request, Attachment B at 18. Combined with sufficiently high first-year cost coverage, the contract's price adjustments will help ensure that the contract will cover attributable costs in subsequent contract years. For these reasons, the Commission also finds that the contract 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, the Commission finds the contract 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). See also 39 C.F.R. § 3035.107(c). Accordingly, a preliminary review of the contract indicates it is consistent with section 3633(a).

The Commission will review the contract's cost coverage and the contribution of competitive products as a whole to the Postal Service's institutional costs in the Commission's Annual Compliance Determination to ensure that they continue to comply with 39 U.S.C. § 3633(a).

Other considerations. By its terms, the contract becomes effective upon the expiration of Priority Mail Contract 203, which is currently set to expire January 31, 2021, or one business day prior to the effective date of the first change in published rates of general applicability for competitive products in 2021.⁶ The Postal Service shall inform the Commission of any change in the effective date of the contract. The contract is scheduled to expire on April 1, 2024, unless, among other things, either party terminates the contract with 30 days' written notice to the other party or it is renewed by mutual agreement.⁷

The contract also contains a provision that allows the parties to extend the contract for two 90-day periods if a successor agreement is being prepared and the Commission is notified at least seven days prior to the contract's expiration date. *Id.* During the extension periods, prices will be adjusted as described in the contract. *Id.* The Commission finds the two potential 90-day extension periods are reasonable because: (1) the contract prices are linked to prices of general applicability; and (2) the extension(s) should assist the Postal Service's contract negotiations by providing additional flexibility.

If the instant contract is terminated prior to the scheduled expiration date, the Postal Service shall promptly file notice of such termination with the Commission in these dockets.

In conclusion, the Commission approves Priority Mail & First-Class Package Service Contract 188 as a new product. Revisions to the competitive product list and the Mail Classification Schedule appear below the signature of this Order and are effective immediately.

⁶ Request, Attachment B at 19; see note 3, *supra* (describing scheduled expiration of Priority Mail Contract 203).

⁷ Request, Attachment B at 19. Should both parties agree to renew the contract, any such renewal is required to follow the requirements of 39 U.S.C. § 3633 and the Commission's implementing regulations of 39 C.F.R. part 3035.

V. ORDERING PARAGRAPHS

It is ordered:

1. Priority Mail & First-Class Package Service Contract 188 (MC2021-62 and CP2021-64) is added to the competitive product list as a new product under Negotiated Service Agreements, Domestic. Revisions to the competitive product list and the Mail Classification Schedule appear below the signature of this Order and are effective immediately.
2. The Postal Service shall promptly notify the Commission should there be a change in the effective date of the instant contract.
3. The Postal Service shall promptly file notice of the instant contract's termination with the Commission in these dockets if the instant contract terminates prior to the scheduled expiration date.
4. The Secretary shall arrange for publication in the *Federal Register* of an updated product list reflecting the change made in this Order.

By the Commission.

Erica A. Barker
Secretary

CHANGE IN PRODUCT LIST

The following material represents changes to the product list codified in Appendix B to 39 C.F.R. part 3040, subpart A—Competitive Product List. These changes reflect the Commission’s order in Docket Nos. MC2021-62 and CP2021-64. The Commission uses two main conventions when making changes to the product list. New text is underlined. Deleted text is struck through.

Appendix B to Subpart A of Part 3040—Competitive Product List

Negotiated Service Agreements*

Domestic*

Priority Mail & First-Class Package Service Contract 188

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 **2000 Competitive Product List**

Negotiated Service Agreements*

Domestic*

Priority Mail & First-Class Package Service Contract 188

2500 **Negotiated Service Agreements**

2505 **Domestic**

2505.12 **Priority Mail & First-Class Package Service Contracts**

- Priority Mail & First-Class Package Service Contract 188

Baseline Reference

Docket Nos. MC2021-62 and CP2021-64

PRC Order No. 5814, January 12, 2021

Included Agreements

CP2021-64, expires April 1, 2024
