

BEFORE THE  
POSTAL RATE COMMISSION  
WASHINGTON, D.C. 20268-0001

POSTAL RATE AND FEE CHANGES  
PURSUANT TO PUBLIC LAW 108-18

Docket No. R2005-1

MOTION OF THE UNITED STATES POSTAL SERVICE FOR THE ESTABLISHMENT  
OF PROTECTIVE CONDITIONS FOR MATERIALS FILED IN RESPONSE TO  
OCA/USPS-T15-10  
(June 6, 2005)

The United States Postal Service hereby moves for the establishment of protective conditions that would govern access to materials that the Postal Service would file in response to OCA/USP-T15-10 to witness Stevens, filed on May 23, 2005.

That question reads:

OCA/USPS-T15-10. Is it correct that the Postal Service has provided encrypted ZIP code information for the city carrier delivery study? If so, please provide the actual ZIP codes that correspond with the encrypted ZIP codes. OCA has no objection to having this key furnished under protective conditions.

As background, the Postal Service conducted the study of city carrier variability that is the subject of the testimonies of witnesses Bradley, Stevens, and Kelley, by collecting data relating to carrier routes in sampled ZIP Codes. When collecting those data, the field personnel assisting in the study were assured that the information collected would not be presented in a fashion that would publicly disclose the identity of the delivery units from which data were being collected. This assurance is standard in such studies, and is provided to maximize cooperation of field personnel with the study in order to get the most accurate data possible. Furthermore, since the study data include mail

volumes for specific facilities, public disclosure of such information would be inconsistent with the Postal Service's longstanding practice of attempting to maintain the confidentiality of those data, in accordance with the standards of good business practice.

Therefore, in preparing the documentation for the study, the Postal Service encrypted the ZIP Codes of the subject delivery units. The masked codes permit all interested parties to keep track of data by facility, without necessarily being aware of the identity of the facilities involved. In order to bring to bear more information (e.g., census data) relating to the subject ZIP Codes, however, the OCA now seeks to have a crosswalk between the masked facility codes and the true facility ZIP Codes. The Postal Service and the OCA have been informally attempting to make the most practical arrangements to achieve a mutually agreeable resolution.

The Postal Service proposes to provide the OCA the crosswalk requested under protective conditions. This would provide the OCA the information it has requested, but avoid public disclosure of the facility identifications. Such a step should not create any logistical difficulties in the litigation of this docket, as the OCA, like the Postal Service, could present public documentation and report all public results using the same masked codes as those already used by the Postal Service. The key, of course, would also be available to the Commission and any other parties willing to abide by the protective conditions. As noted in the question, the OCA does not object to this request, and joins the Postal Service in requesting as expeditious a ruling on this motion as possible.

One concern identified by the OCA during informal discussions was the prospect of having to return the key and cease further research on specific ZIP Codes that would

require the key, at the conclusion of the case. This concern was heightened by the prospects of settlement, and potential resolution of the case early and in a manner which might not require resolution of the specific costing issues raised by the new study.

The Postal Service acknowledges this concern, and, under these particular circumstances, proposes to address it by requesting a modification of the standard protective conditions. The standard protective conditions require return of the protective material at the conclusion of the case. See, for example, paragraphs 3 and 4 of those established with respect to the FedEx contract in this docket in Presiding Officer's Ruling No. R2005-1/3 (May 4 2005). The Postal Service proposes that these paragraphs be modified to allow the Postal Service, in its discretion, to postpone the triggering event relating to the obligation to return confidential material. Compare paragraphs 3 and 4 of the attached proposed protective conditions, with the same paragraphs of those established by POR No. 3, cited above. (All other provisions of the attached proposal track the provisions of the POR No. 3 conditions.) The protective conditions thus imposed could remain in force until a subsequent date or event, rather than necessarily expiring at the termination of the docket. The obligation to limit use to analysis of matters at issue in Docket No. R2005-1, however, would always remain in effect. Thus, in the instance circumstances, use of the protected material would be limited to analysis of the proper treatment of city carrier costs in postal rate cases.

Therefore, the Postal Service requests establishment of the attached proposed protective conditions, to govern access to the crosswalk which the Postal Service would

provide in response to OCA/USPS-T15-10. The OCA has reviewed this motion, and has indicated its support.

Respectfully submitted,

UNITED STATES POSTAL SERVICE

By its attorneys:

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June 6, 2005

## STATEMENT OF COMPLIANCE WITH PROTECTIVE CONDITIONS

The following protective conditions limit access to materials provided in Docket No. R2005-1 by the Postal Service in response to Presiding Officer's Ruling No. R2005-1/x (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. R2005-1, 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. R2005-1, 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. Unless otherwise changed pursuant to paragraph 4, 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. R2005-1;

(b) the date on which that participant formally withdraws from Docket No. R2005-1; or

- (c) the last date on which the person who obtains access is under contract or retained or otherwise affiliated with the Docket No. R2005-1 participant on whose behalf that person obtains access, whichever comes first. 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 and 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. R2005-1, a participant (and any person working on behalf of that participant) who has obtained a copy of these materials shall:
  - (a) certify to the Commission that the copy was maintained in accordance with these conditions (or others established by the Commission); and
  - (b) either certify that the copy (and any duplicates) either have been destroyed or returned to the Commission, or present written consent from the Postal Service to extend the obligation to destroy or return copies until a date certain or until the occurrence of some other event specified by the Postal Service.
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. R2005-1.

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. R2005-1 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. The Postal Service shall clearly mark the following legend on each page, or portion thereof, that the Service seeks to protect under this agreement: "Confidential—Subject To Protective Conditions In Docket No. R2005-1 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 the Postal Service, 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 Postal Service 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. The Postal Service or other person that designated the document or testimony as confidential 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 the Postal Service (or other person 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.

### CERTIFICATION

The undersigned represents that:

Access to materials provided in Docket No. R2005-1 by the Postal Service in response to Presiding Officer's Ruling No. R2005-1/3 (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. R2005-1.

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. R2005-1 by the Postal Service in response to Presiding Officer's Ruling No. R2005-1/3 (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 those 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. R2005-1.
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 \_\_\_\_\_

## CERTIFICATE OF SERVICE

I hereby certify that I have this date served the foregoing document in accordance with Section 12 of the Rules of Practice and Procedure.

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June 6, 2005