

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

COMPETITIVE PRODUCT PRICES  
PARCEL RETURN SERVICE CONTRACT 1  
NEGOTIATED SERVICE AGREEMENT

Docket No. MC2009-1

Docket No. CP2009-2

**REQUEST OF THE UNITED STATES POSTAL SERVICE TO ADD  
PARCEL RETURN SERVICE CONTRACT TO COMPETITIVE PRODUCT LIST  
AND NOTICE OF ESTABLISHMENT OF RATES AND CLASS  
NOT OF GENERAL APPLICABILITY**  
(October 15, 2008)

In accordance with 39 U.S.C. § 3642 and 39 C.F.R. § 3020.30 et seq., the United States Postal Service hereby requests that Parcel Return Service Contract 1 be added to the competitive product list within the Mail Classification Schedule.<sup>1</sup> This is a competitive product not of general applicability within the meaning of 39 U.S.C. § 3632(b)(3).<sup>2</sup> A redacted version of the Governors' Decision establishing the prices and classification and a certification of the Governors' vote is provided in Attachment A.<sup>3</sup> A redacted version of the contract is provided in Attachment B. Attachment C shows the requested changes in the Mail Classification product list with the addition in brackets.<sup>4</sup> Attachment D provides a statement of supporting justification for this request, as specified in 39 C.F.R. § 3020.32.<sup>5</sup> Attachment E provides the certification of compliance with 39 U.S.C. § 3633(a)(1) and (3).<sup>6</sup>

<sup>1</sup> 39 C.F.R. § 3020.31(a), (c).

<sup>2</sup> *Id.* § 3020.31(d).

<sup>3</sup> *Id.* § 3020.31(b).

<sup>4</sup> *Id.* § 3020.31(f).

<sup>5</sup> *Id.* § 3020.31(e).

<sup>6</sup> *Id.* § 3015.5(c)(2).

As explained in the supporting justification, the Postal Service believes that it is appropriate to add this contract to the list of competitive products. The Commission should therefore approve this request as set forth in its rules. As required by 39 U.S.C. § 3642(d)(1), this Request is being published in the Federal Register.

The Postal Service also gives notice, pursuant to 39 USC § 3632(b)(3) and 39 CFR § 3015.5, that the Governors have established prices and classifications not of general applicability for this contract.<sup>7</sup> The prices and class are to be effective one day after the Commission approves the required addition to the product list.<sup>8</sup> An explanation and justification is provided in the Governors' Decision and accompanying analysis, which are being filed in unredacted version under seal.<sup>9</sup> Also, being filed under seal are the required cost and revenue data.<sup>10</sup>

The Postal Service maintains that the contract, related financial information, the customer's name and the portions of the Governors' Decision and accompanying analyses that provides prices, terms, conditions, and financial projections should remain confidential. The contract contains pricing and other information related to the customer and its processes as well as to Postal Service processes and procedures for handling the mail tendered under the contract. Related financial information contains cost and pricing information showing how prices are developed. Prices and other contract terms relating to the parties' processes and procedures are highly confidential in the business world and the Postal Service protects them in accordance with industry standards. The ability of the Postal Service to negotiate such contracts would be severely compromised

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<sup>7</sup> *Id.* § 3015.5(a).

<sup>8</sup> *Id.* § 3015.5(b).

<sup>9</sup> *Id.*

<sup>10</sup> *Id.* § 3015.5(c)(1).

if prices and other information pertaining to these types of agreements were publicly disclosed. Also, public disclosure would compromise the ability of the customer to negotiate favorable shipping services contracts in the future. The name of the customer should remain confidential due to the substantial likelihood that the Postal Service's competitors would use such information to target their efforts and undercut the Postal Service's prices. The Postal Service is aware of no competitor or private company of comparable size and scope that releases similar information to the public.

Respectfully submitted,

UNITED STATES POSTAL SERVICE  
By its attorneys:

Daniel J. Foucheaux, Jr.  
Chief Counsel, Ratemaking

Scott L. Reiter

475 L'Enfant Plaza West, S.W.  
Washington, D.C. 20260-1137  
(202) 268-2999, Fax -5402  
[scott.l.reiter@usps.gov](mailto:scott.l.reiter@usps.gov)  
October 15, 2008

**ATTACHMENT A**

**to Postal Service Request**

**Docket Nos. MC2009-1 & CP2009-2**

**REDACTED GOVERNORS' DECISION**

**DECISION OF THE GOVERNORS OF THE UNITED STATES POSTAL SERVICE ON  
ESTABLISHMENT OF RATE AND CLASS NOT OF GENERAL APPLICABILITY  
FOR PARCEL RETURN SERVICE (GOVERNORS' DECISION NO. 08-12)**

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October 14, 2008

**STATEMENT OF EXPLANATION AND JUSTIFICATION**

The Postal Service and ... have entered into a shipping services contract that provides ... with new options and specified discounted prices for Parcel Return Service (PRS). Pursuant to our authority under section 3632 of title 39, as amended by the Postal Accountability and Enhancement Act of 2006 ("PAEA"), we establish a new prices not of general applicability, and such changes in classifications as are necessary to implement the new prices.

Under the contract, .... The contract is for two years, and the prices are adjusted for the second year based on .... The contribution level of pieces under this contract is estimated to be ... percent.

We have reviewed management's analysis of the contract, which is attached. We have evaluated the new price and classification changes in this context in accordance with 39 U.S.C. §§ 3632-3633 and 39 C.F.R. §§ 3015.5 and 3015.7. We approve the changes, finding that they are appropriate, and are consistent with the regulatory criteria, as indicated by management.

**ORDER**

We direct management to file with the Postal Regulatory Commission appropriate notice of these classification and rate changes and to request any needed addition to the competitive product list. The changes in price and class set forth herein shall be effective one day after the Commission approves any required addition to the product list under 39 C.F.R. § 3020 Subpart B.

By The Governors:

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Alan C. Kessler  
Chairman

**ANALYSIS OF PARCEL RETURN SERVICE CONTRACT WITH ...**

The Postal Service's two-year contract with ... concerning Parcel Return Service (PRS) will make available the following:

...

The contract will help acquire new volume for PRS, and will enhance profitability by providing incentives ....

Prices will be adjusted on the anniversary of the contract effective date by .... Other than as specified in the contract, ... will pay published prices for packages tendered.

The contract ....

...

At aggregate, attributable costs are covered. The estimated average cost coverage for this contract is ... percent.

..., actual performance could vary from this estimate if .... However, the agreement remains profitable regardless of .... A potential risk of ... is limited by the contract's requirement that ....

Based on the estimated increase in contribution from this contract, in light of anticipated costs and volumes, this contract will cover its attributable cost (39 U.S.C. §3633(a)(2)) and will result in competitive products as a whole complying with 39 U.S.C. §3633(a)(3), which, as implemented by 39 C.F.R. §3015.7(c), requires competitive products to contribute a minimum of 5.5 percent to the Postal Service's total institutional costs. Accordingly, no issue of subsidization of competitive products by market dominant products arises (39 U.S.C. §3633(a)(1)).

**SHIPPING SERVICES CONTRACT  
BETWEEN  
THE UNITED STATES POSTAL SERVICE  
AND  
...  
REGARDING PARCEL RETURN SERVICE**

This contract for shipping services is made by and between ..., and the United States Postal Service (“the Postal Service”), an independent establishment of the Executive Branch of the United States Government established by the Postal Reorganization Act, Public Law 91-375, with its principal office at 475 L’Enfant Plaza, SW, Washington, DC 20260. The Postal Service and ... are referred to herein collectively as the “Parties” and each as a “Party.”

WHEREAS, it is the intention of the Parties to enter into a shipping services contract that will benefit the Postal Service, the postal system as a whole, ..., and its customers, and that will comply with the requirements of Title 39 United States Code, as amended by the Postal Accountability and Enhancement Act of 2006,

NOW, THEREFORE, the Parties agree as follows:

**I. Terms**

The following terms apply as of the implementation date, as defined below:

- A. Except to the extent different terms or prices are specified in this contract, applicable provisions of the Domestic Mail Manual and of other postal laws and standards apply to mail tendered under this contract.
- B. The Postal Service will make available to ... option for Parcel Return Service (“PRS”) pieces, ..., and ... , as specified in this contract.
- C. The Postal Service will provide to ....
- D. The Postal Service will tender all PRS pieces to ... in the following Postal Service equipment: double stackable gaylords or tall gaylords (72" or higher). Working with the Postal Service, ... will return equipment to the USPS within 30 days.
- E. To be eligible for the prices and options provided for in this contract, ... must maintain ....
- F. To be eligible for the prices and options provided for in this contract, ... must adhere to the following requirements for all of its PRS pieces, including those for which it pays published prices:

...

G. ... will pay published prices for its PRS pieces, except as shown in the tables below.

1. The below prices are applicable only to the first year following the effective date of this contract.
2. On the anniversary of the effective date, prices under this contract will be adjusted for the subsequent year of the contract by ....
3. ....

...  
...

## **II. Regulatory Review and Effective Date**

This contract is subject to approval by the Postal Service Governors and the Postal Regulatory Commission (“the Commission”). In accordance with Title 39 and the Commission’s Rules of Practice and Procedure, and upon approval of the Postal Service Governors, the Postal Service will file a request with the Commission to modify the product list in the Mail Classification Schedule and will give notice of the establishment in this contract of rates and classification “not of general applicability.” The effective date of this contract shall be the day following the date on which the Commission issues all necessary regulatory approval.

## **III. Expiration Date and Termination**

This contract shall expire 2 years from the effective date, unless terminated by mutual consent, renewed by mutual consent, superseded by a subsequent contract between the Parties, ordered by the Commission or a court, or required to comply with subsequently enacted legislation. The Postal Service may terminate this contract unconditionally and without penalty, with one year’s written notice to ....

## **IV. Confidentiality**

Neither Party shall make public the terms of this contract, except to the extent required by law. The Postal Service shall request that the Commission not disclose the terms of this contract or supporting data in executing its functions under the Act.

## **V. Appeals**

... may appeal a Postal Service decision regarding the calculation of prices or other implementation or operational issues under this contract by submitting a written appeal within 30 days of receipt of notification of the decision to the Postage and Classification Service Center (“PCSC”) in New York. The decision of the Manager, PCSC, will be administratively final. Any decision that is not appealed as prescribed becomes the final Postal Service decision.

**VI. Amendments**

This contract shall not be amended except expressly, in writing, by authorized representatives of the Parties.

IN WITNESS WHEREOF, the Parties hereto have caused this contract to be duly executed as of the day and year first written above.

UNITED STATES POSTAL SERVICE

...

By: \_\_\_\_\_

By: \_\_\_\_\_

Printed Name: \_\_\_\_\_

Printed Name: \_\_\_\_\_

Title: \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

Date: \_\_\_\_\_

**MAIL CLASSIFICATION SCHEDULE**

**PART B—COMPETITIVE PRODUCTS**

**2000 COMPETITIVE PRODUCT LIST**

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**NEGOTIATED SERVICE AGREEMENTS**

Domestic

Express Mail Contract 1 (MC2008-5)

[Parcel Return Service Contract 1 (MC2009-1, CP2009-2)]

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### Statement of Supporting Justification

I, Daniel J. Barrett, Acting Manager, Product & Business Development, Ground Shipping Services, am sponsoring this request that the Commission add Parcel Return Service Contract 1 to the list of competitive products. This statement supports the Postal Service's request by providing the information required by each applicable subsection of 39 C.F.R. § 3020.32. I attest to the accuracy of the information contained herein.

- (a) *Demonstrate why the change is in accordance with the policies and applicable criteria of the Act.*

As demonstrated below, the change complies with the applicable statutory provisions.

- (b) *Explain why, as to the market dominant products, the change is not inconsistent with each requirement of 39 U.S.C. § 3622(d), and that it advances the objectives of 39 U.S. C. § 3622(b), taking into account the factors of 39 U.S. C. § 3622(c).*

Not applicable. The Postal Service is proposing that this Parcel Return Service contract be added to the competitive products list.

- (c) *Explain why, as to competitive products, the addition, deletion, or transfer will not result in the violation of any of the standards of 39 U.S.C. 3633.*

The service to be provided under the contract will cover its attributable costs and make a positive contribution to coverage of institutional costs. The contract will increase contribution toward the requisite 5.5 percent of the Postal Service's total institutional costs. Accordingly, no issue of subsidization of competitive products by market dominant products arises (39 U.S.C. § 3633(a)(1)).

- (d) *Verify that the change does not classify as competitive a product over which the Postal Service exercises sufficient market power that it can without risk of losing a significant level of business to other firms offering similar products: (1) set the price of such product substantially above costs, (2) raise prices significantly; (3) decrease quality; or (4) decrease output.*

The contract sets specific terms and conditions for providing Parcel Return Service to the customer. Parcel Return Service is provided in a highly competitive market. The Postal Service is unable to set prices substantially above costs, raise prices significantly, decrease quality, or decrease output, without losing this business to private competitors in the ground shipping market.

In negotiating this contract, the Postal Service's bargaining position was constrained by the existence of other providers of services similar to the Postal Service's. As such, the market precludes the Postal Service from taking unilateral action to increase prices or decrease service. As with Parcel Return Service in general, the Postal Service may not decrease quality or output without risking the loss of business to competitors that offer similar ground delivery services. The market does not allow the Postal Service to raise prices or offer prices substantially above costs; rather, the contract is premised on prices and terms that provide sufficient incentive for the customer to ship with the Postal Service rather than a competitor.

- (e) *Explain whether or not each product that is the subject of the request is covered by the postal monopoly as reserved to the Postal Service under 189 U.S.C. 1696, subject to the exceptions set forth in 39 U.S.C. 601.*

I am advised that merchandise sent by Parcel Return Service and this contract are not covered by these provisions. See part (d) above.

- (f) *Provide a description of the availability and nature of enterprises in the private sector engaged in the delivery of the product.*

See part (d) above. Ground shipping, including services such as Parcel Return Service, is widely available from well-known and successful private firms at both published and contract prices.

- (g) *Provide any available information of the views of those who use the product on the appropriateness of the proposed modification.*

Having entered into this contract with the Postal Service, the customer supports the addition of the contract to the product list so that the contractual terms can be effectuated.

- (h) *Provide a description of the likely impact of the proposed modification on small business concerns.*

The market for ground shipping services is highly competitive and requires a substantial infrastructure to support a national network. Large shipping companies serve this market. The Postal Service is unaware of any small business concerns that could offer comparable service for this customer.

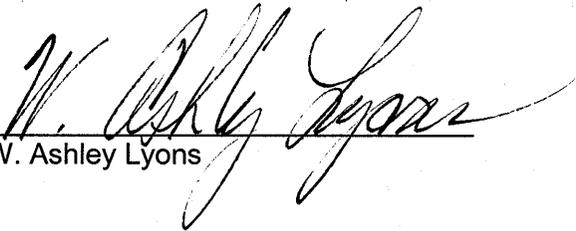
- (i) *Include such other information, data, and such statements of reasons and bases, as are necessary and appropriate to fully inform the Commission of the nature, scope, significance, and impact of the proposed modification.*

Additional details regarding the terms of the contract have been provided to the Commission under seal due to the sensitivity of the contract to both the customer and the Postal Service.

**Certification of Prices for Parcel Return Service Contract 1**

I, W. Ashley Lyons, Manager, Corporate Financial Planning, Finance Department, am familiar with the prices and terms for Parcel Return Service Contract 1. The prices and terms contained in this Contract were established by the Decision of the Governors of the United States Postal Service on Establishment of Rate and Class Not of General Applicability for Parcel Return Service, dated October 14, 2008 (Governors' Decision No. 08-12).

I hereby certify, based on in the financial analysis provided herewith, that the prices are in compliance with 39 U.S.C § 3633 (a)(1), (2), and (3). They are expected to cover attributable costs. There should therefore be no subsidization of competitive products by market dominant products. The contract should not impair the ability of competitive products on the whole to cover an appropriate share of institutional costs.

  
W. Ashley Lyons