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Surface Transportation Board
Washington, D.C. 20423-0001

Office of Economics

ENTERED

Office of Proceedings

May 8, 2019

Part of

Public Record

April 17, 2019

Mr. Robert D. Rosenberg
Slover & Loftus LLP
1224 Seventeenth St. N.W.
Washington, D.C. 20036

Re: Waybill Request WB19-14 & EP290 (Sub-No. 4)

Dear Mr. Rosenberg:

This letter serves as a replacement for, and supersedes, my letter to you dated April 10, 2019, which granted Slover & Loftus LLP's request under 49 C.F.R. § 1244.9(b)(4) for access to the confidential Carload Waybill Sample (CCWS) on behalf of Western Coal Traffic League (WCTL) in connection with *Railroad Cost Recovery Procedures-Productivity Adjustment*, EP 290 (Sub-No.4) (*Productivity Adjustment*). In your letter dated April 8, 2019, you requested the CCWS with unmasked revenues for the past six years 2012-2017 with the carrier, routing and FSAC/SPLC fields. According to your letter, you intend to use the requested data to verify the output calculations that factor into productivity for 2012-2017 and to ascertain the impact of the change in method for determining mileage that occurred in the processing of the 2015 CCWS. The requested data is the only source available to perform these tasks.

I will grant access to a more limited set of data than you have requested. Upon further reflection, I have concluded that my original grant of access to the CCWS was broader than needed to facilitate your effort to conduct an analysis of the productivity output calculations that would be "relevant to issues pending before the Board." 49 C.F.R. § 1244.9(4)(i). In making my revised determination, I have considered the explanations and justifications contained in your letter and I have also reviewed concerns raised by the Association of American Railroads (AAR) in a filing in *Productivity Adjustment* dated April 10, 2019. In that filing, AAR was responding to WCTL's general expression of interest in receiving access to the CCWS contained in WCTL's March 21, 2019 *Productivity Adjustment* comments, not WCTL's subsequent waybill request properly submitted under § 1244.9(b)(4).

Specifically, I will grant your request for access to the 2012-2017 CCWS with unmasked revenues but will deny access to the associated serial numbers, carrier, routing, STCC codes, and FSAC/SPLC fields. The unmasked revenues are being released because the Board uses unmasked revenues to weight the values for the output index calculation that is used in *Productivity Adjustment*. But the other requested fields are not used to derive the output index and thus are not necessary for the proposed analysis.

Moreover, your request for carrier, routing, and FSAC/SPLC fields appears to relate solely to a secondary purpose of ascertaining “the impact of the change in the method for determining mileage that occurred in the processing of the 2015 waybill sample.” Your letter does not provide adequate explanation or justification to support access to the requested additional fields for that purpose. *See* 49 C.F.R. § 1244.9(e)(1).

The data to which this letter grants access may only be used for purposes of the *Productivity Adjustment* proceeding. ***This approval becomes effective when signed agreements from the individuals listed below are received by the STB:***

- a) *Mr. Robert D. Rosenberg – Slover & Loftus LLP*
- b) *Mr. Thomas Crowley – L.E. Peabody*
- c) *Mr. Timothy Crowley – L.E. Peabody*
- d) *Mr. Daniel L. Fapp*
- e) *Mr. Ray H. Thibault*
- f) *Ms. Allison Reid*
- g) *Mr. Thomas Cooper*

The expiration date for this agreement is April 30, 2020. Unless you seek and obtain a renewal from the STB, this agreement upon expiration obligates you to return or destroy copies of the data as described in item 7 of the agreement.

Several aspects of the CCWS limit the conclusions that may be drawn from analysis of the CCWS: 1) the CCWS is a sample, and 2) the CCWS is based on terminating shipments from relatively large carriers. Only those railroads with more than 4,500 annual terminating carloads are included in the sample. The limited sampling of small railroads may have a substantial effect on studies covering areas served predominately by non-sampled railroads. For additional information on the CCWS, *see Reference Guide @ www.stb.gov/stb/industry/econ_waybill.html* on the Board’s website.

The rules for release of waybill data are codified at 49 C.F.R. § 1244.9. The CCWS contains confidential shipper and railroad data. As a result, the CCWS is commercially sensitive and has the potential to cause competitive harm to shippers and railroads if disclosed. Therefore, the following agreement must be signed, and a copy of the signature pages returned to the STB, before any waybill data can be used.

Your signature acknowledges your agreement to comply with the following:

1. You will use the CCWS data released to you solely for purposes of the proceeding identified above. Such purposes include any judicial review arising from that proceeding.

Waybill Agreement WB19-14

2. Absent permission from the STB, you shall make the information contained in the CCWS (including work product and analyses derived from the CCWS) available only to the individuals identified above. The STB may approve access for additional individuals for purposes of the proceeding. In general, such individuals must be outside counsel in this proceeding, transportation practitioners, and those individuals working with or assisting such counsel or practitioners who are not regular employees of the party represented, who have a need to know, review, or handle the CCWS for purposes of the proceeding, including testifying and consulting experts. Each such additional individual must review and sign this agreement and return a copy of the signature page to the STB.
3. Pleadings and evidence filed with the Board in the proceeding may contain CCWS data (including work product and analyses derived from the CCWS). Unless data in the pleadings and evidence are aggregated to the level of at least three shippers and will prevent the identification of an individual railroad, the pleadings and evidence must be filed with the Board under confidential filing procedures (both in e-filing and paper submissions). Such pleadings and evidence should be appropriately marked to indicate that they contain confidential Waybill data and, if submitted in paper or on physical media, be in a package clearly marked on the outside "Highly Confidential Material: Contains Waybill Data." Such pleadings will not be posted in the publicly available docket. A public version of the pleading and evidence that redacts unaggregated CCWS data should also be filed for posting in the public docket.
4. Pleadings and evidence (and underlying workpapers) containing CCWS data (including work product and analyses derived from the CCWS) may be disclosed only to outside counsel or other independent representatives for other parties to the proceeding who have signed an agreement with the Board that grants them access to the underlying CCWS data.
5. CCWS data may be disclosed to the reviewing court in briefs filed or oral argument made in connection with judicial review arising from the proceeding, but the party making such disclosure must take adequate steps to maintain the confidentiality of the data by filing pleadings under seal and seeking confidential treatment of the data at oral argument (and in any transcripts). Counsel who wish to access CCWS data for purposes of participating in judicial review arising from the proceeding must have signed an agreement with the Board that grants access to the data, and may be added pursuant to paragraph 2 above.
6. Except as provided in paragraph 4 above, you will refer any requests for CCWS data in your possession (including work product and analyses derived from the CCWS) to the STB for processing and will inform the requesting party of such referral to the STB. If you are compelled by law or order of a governmental or

Waybill Agreement WB19-14

judicial body to release CCWS data, you shall notify the Board in writing within three days of any determination that CCWS data must be released, and in no event later than five days before the CCWS data is scheduled to be released.

7. In order to retain access to the CCWS beyond the expiration date specified above, you must submit a written request for an annual extension of the agreement no later than thirty days prior to the expiration date and the renewal request must be approved by the Office of Economics. **If an annual agreement is not signed and approved, you must certify by no later than the expiration date that all CCWS data (including all work product and analyses derived from the CCWS) obtained under this agreement has been destroyed or returned to the STB.** Notwithstanding the foregoing, outside counsel (but not outside consultants or transportation practitioners) for each party may retain file copies of all pleadings and evidence filed with the Board and file copies of all work product. The non-disclosure requirements of this agreement shall continue to apply to such file copies for as long as they are retained.
8. Failure to request an extension (if necessary), or destroy or return CCWS data when required, may prevent any future release of CCWS data to you. Violations of this agreement may subject you to sanctions by the Board.

After all parties have signed and returned this agreement, please contact Mr. Dusenberry (202) 245-0319 to make the necessary arrangements to have a copy of the data sent to you. The STB will provide the data by email through file transfer protocol. Prior payment of processing and mailing cost of \$542 is required. Any appeal of my decision under 49 C.F.R. § 1011.6(b) must be filed within 10 days after the date of this letter.

Sincerely,



William Brennan
Director
Office of Economics

Waybill Agreement WB19-14

I have read and understand the conditions for release of the CCWS data. I agree to comply fully with these conditions and the provisions of this confidentiality agreement. No later than thirty days before the agreement expires, I will request an extension of this agreement, if necessary. If no extension is requested, I will return or destroy all CCWS data and certify that I have done so. I have the authority to sign this agreement.

By:



Signature



Name - Please Print



Title

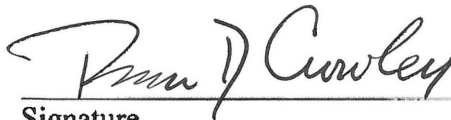


Date

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By:



Signature

THOMAS D CROWLEY

Name - Please Print

PRESIDENT

Title

4/23/19

Date

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By:



Signature

TIMOTHY D. CROWLEY

Name - Please Print

Exec. Vice President

Title

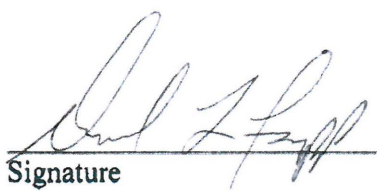
4/23/19

Date

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By:


SignatureDaniel L. Fapp
Name - Please PrintSenior Vice President
Title4/23/19
Date

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By:



Signature

Ray H. Thibault
Name - Please Print

Project Manager
Title

04/23/2019
Date

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By:

Ali Reid
Signature

Allison Reid
Name - Please Print

Project Manager
Title

4/23/2019
Date

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By:

Thomas Cooper

Signature

Thomas Cooper

Name - Please Print

Economic Analyst

Title

4-23-19

Date