**BEFORE THE**

**PENNSYLVANIA PUBLIC UTILITY COMMISSION**

Pennsylvania Public Utility Commission : R-2017-2640058

Office of Consumer Advocate : C-2017-2646178

Office of Small Business Advocate : C-2017-2647268

Matthew Josefowicz : C-2017-2647099

Barbara McDade : C-2017-3000056

 :

 v. :

 :

UGI Utilities, Inc. – Electric Division :

**ORDER GRANTING**

 **MOTION FOR PROTECTIVE ORDER**

On January 26, 2018, UGI Utilities, Inc. – Electric Division (UGI Electric) filed Tariff Electric - PA P.U.C. Nos. 6 and 2S to become effective March 27, 2018. The subject tariffs as originally filed would increase UGI Electric’s total annual operating revenues by approximately $9.254 million. The total annual increase figure was subsequently revised in supplemental direct testimony submitted by the company to $8.491 million.

On February 5, 2018, the Commission’s Bureau of Investigation and Enforcement (I&E) filed a Notice of Appearance. On February 6, 2018, the Pennsylvania Office of Consumer Advocate (OCA) filed a Formal Complaint at Docket No. C-2017-2646178. On February 12, 2018, the Pennsylvania Office of Small Business Advocate (OSBA) filed a Formal Complaint at Docket No. C-2017-2647268. Formal Complaints were also filed two UGI Electric customers at Docket Nos. C-2017-2647099 and C-2017-3000056.

By Order entered March 1, 2018, the Commission suspended the tariff filings until October 27, 2018, and ordered an investigation into the lawfulness, justness and reasonableness of the rates, rules and regulations contained therein. The Order directed that the matter be assigned to the Office of Administrative Law Judge for the prompt scheduling of such hearings as may be necessary culminating in the issuance of a Recommended Decision.

A telephonic prehearing conference was held in this proceeding on Thursday, March 22, 2018, at 10:00 a.m. Present during the prehearing conference were counsel to UGI, I&E, OCA and OSBA. Also present was Barbara McDade, a customer who filed a formal complaint. The parties discussed and agreed upon several procedural matters in this case, including a litigation schedule, modifications to the Commission’s discovery regulations and the need for public input hearings. The Commission issued its scheduling order in this proceeding on March 30, 2018, memorializing the procedural and scheduling matters addressed at the prehearing conference.

On March 30, 2018, UGI Electric filed a Motion for Protective Order. Pursuant to the Commission’s Rules of Practice and Procedure, the Commission may issue protective orders limiting the availability of certain proprietary or confidential information. 52 Pa. Code §§ 5.362 and 5.423. The party seeking the protective order has the burden to establish that the potential harm to the party of providing the information would be substantial and the harm to the party if the information is disclosed without restriction outweighs the public’s interest in free and open access to the administrative hearing process. Petition for Protective order of GTE North Inc., 1996 Pa PUC LEXIS 95, Docket No. G-00940402, Order (entered August 8, 1996); ITT Communications Services’ Petition for a Protective Order, 1991 Pa PUC LEXIS 193, Docket No. R-912017, Order (entered November 5, 1991). If that burden is satisfied, the least restrictive means of limitation which will provide the necessary protection from disclosure will be applied. 52 Pa. Code § 5.423(a).

In considering whether to issue a protective order, the Commission, pursuant to Section 5.423(a), should consider the following factors:

(1)  The extent to which the disclosure would cause unfair economic or competitive damage.

(2)  The extent to which the information is known by others and used in similar activities.

(3)  The worth or value of the information to the party and to the party’s competitors.

(4)  The degree of difficulty and cost of developing the information.

(5)  Other statutes or regulations dealing specifically with disclosure of the information.

52 Pa. Code § 5.423(a). The Commission’s regulations further provide detail regarding restrictions placed on the proprietary material, access to proprietary material by representatives of parties, special restrictions and the return of proprietary information at the conclusion of the proceeding. 52 Pa. Code §§ 5.423(c)-(f).

Section 5.423, however, must be balanced against Commission regulations that also provide that the Commission’s records, including the record of this proceeding, may be accessed by the public pursuant to 52 Pa. Code §§ 1.71-1.77. In particular, Section 1.71 of the Commission’s regulations provides: “The Commission’s record maintenance system is intended to provide for the greatest degree of public access to Commission documents that is consistent with the exercise of the functions of the Commission under the act and other applicable laws.” 52 Pa. Code § 1.71. In addition, the interests of keeping material proprietary or confidential must be viewed in light of the Pennsylvania Right to Know Law. 65 P.S. § 67.102.

 In this case, UGI Electric asserts in its Motion that it has consulted with all other parties to this proceeding including the Commission’s Bureau of Investigation and Enforcement, the Office of Consumer Advocate, and the Office of Small Business Advocate, and that no parties have objected to the proposed Protective Order. UGI Electric further asserts that proprietary information has been shared during the course of discovery in this matter. UGI Electric also asserts that unrestricted disclosure of such information would not be in the public interest.

 The proposed Protective Order defines two categories of protected information. The first is “Confidential,” which is defined in Paragraph 3 of the attached proposed Protective Order as “those materials which customarily are treated by that party as sensitive or proprietary, which are not available to the public, and which, if disclosed freely, would subject that party or its clients to risk of competitive disadvantage or other business injury.” The second is “Highly Confidential Protected Material,” which is also defined in Paragraph 3 of the attached proposed Protective Order as “those materials that are of such a commercially sensitive nature among the parties or of such a private, personal nature that the producing party is able to justify a heightened level of confidential protection with respect to those materials.”

 Paragraph 17 of the attached proposed Protective Order protects against overly broad designations of protected information by giving all parties the right to question or challenge the confidential or proprietary nature of the information deemed “Confidential” or “Highly Confidential Protected Material.”

Given the above, we conclude that UGI Electric has demonstrated that the potential harm of providing the information would be substantial and the harm to the party if the information is disclosed without restriction outweighs the public’s interest in free and open access to the administrative hearing process. UGI Electric has also demonstrated that the least restrictive means which will provide the necessary protection from disclosure will be applied. The Motion for Protective Order balances the Commission regulations that provide that Commission records may be accessed by the public with the need to keep such information protected. Finally, we note that the Motion is unopposed. Therefore, the Motion for Protective Order will be granted.

ORDER

THEREFORE,

IT IS ORDERED THAT:

1. The Motion is hereby granted with respect to all materials and information identified in Paragraphs 2 – 3 below.
2. The information subject to this Protective Order is all correspondence, documents, data, information, studies, methodologies and other materials, furnished in this proceeding, which are believed by the producing party to be of a proprietary or confidential nature and which are so designated by being marked “CONFIDENTIAL” or “HIGHLY CONFIDENTIAL PROTECTED MATERIAL.” Such materials will be referred to below as “Proprietary Information.” When a statement or exhibit is identified for the record, the portions thereof that constitute Proprietary Information shall be designated as such for the record.
3. This Protective Order applies to the following categories of materials: (a) the Parties may designate as “CONFIDENTIAL” those materials which customarily are treated by that party as sensitive or proprietary, which are not available to the public, and which, if disclosed freely, would subject that party or its clients to risk of competitive disadvantage or other business injury; (b) the Parties may designate as “HIGHLY CONFIDENTIAL PROTECTED MATERIAL” those materials that are of such a commercially sensitive nature among the parties or of such a private, personal nature that the producing party is able to justify a heightened level of confidential protection with respect to those materials. The Parties shall endeavor to limit their designation of information as Highly confidential PROTECTED MATERIAL.
4. Proprietary Information shall be made available to counsel for a party, subject to the terms of this Protective Order. Such counsel shall use or disclose the Proprietary Information only for purposes of preparing or presenting evidence, cross examination, argument, or settlement in this proceeding. To the extent required for participation in this proceeding, counsel for a party may afford access to Proprietary Information subject to the conditions set forth in this Protective Order.
5. Information deemed as “CONFIDENTIAL”, shall be made available to a “Reviewing Representative” who is a person that has signed a Non-Disclosure Certificate attached as Appendix A, and who is:

(a) An attorney who has entered an appearance in this proceeding for a party;

(b) Attorneys, paralegals, and other employees associated for purposes of this case with an attorney described in Paragraph 5(a);

(c) An expert or an employee of an expert retained by a party for the purpose of advising, preparing for or testifying in this proceeding; or

(d) Employees or other representatives of a party appearing in this proceeding with significant responsibility for this docket.

With regard to Bureau of Investigation and Enforcement (“I&E”), information deemed as “CONFIDENTIAL” shall be made available to I&E Prosecutors subject to the terms of this Protective Order. The I&E Prosecutors shall use or disclose the CONFIDENTIAL information only for purposes of preparing or presenting evidence, cross examination, argument, or settlement in this proceeding. To the extent required for participation in this proceeding, the I&E Prosecutors may afford access to CONFIDENTIAL information only to I&E’s experts, without the need for the execution of a Non-Disclosure Certificate, who are full-time employees of the Commission and are bound by all the provisions of this Protective Order by virtue of the I&E Prosecutors’ execution of a Non-Disclosure Certificate.

With regard to the Office of Consumer Advocate (“OCA”) and Office of Small Business Advocate (“OSBA”), counsel for the OCA and OSBA may afford access to CONFIDENTIAL information to the Consumer Advocate and Small Business Advocate, respectively, without the need for execution of a Non-Disclosure Certificate. The Consumer Advocate and Small Business Advocate are bound by all of the provisions of the Protective Agreement by virtue of the OCA counsel’s and OSBA counsel’s execution of a Non-Disclosure Certificate.

1. Information deemed as “HIGHLY CONFIDENTIAL PROTECTED MATERIAL”, may be provided to a “Reviewing Representative” who has signed a Non-Disclosure Certificate attached as Appendix A and who is:

(a) An attorney for a statutory advocate pursuant to 52 Pa. Code §1.8 or a counsel who has entered an appearance in this proceeding for a party;

(b) An attorney, paralegal, or other employee associated for purposes of this case with an attorney described in Paragraph 6(a);

(c) An outside expert or an employee of an outside expert retained by a party for the purposes of advising, preparing for or testifying in this proceeding; or

(d) A person designated as a Reviewing Representative for purposes of Highly Confidential PROTECTED MATERIAL.

With regard to I&E, information deemed as “HIGHLY CONFIDENTIAL PROTECTED MATERIAL” shall be made available to the I&E Prosecutors subject to the terms of this Protective Order. The I&E Prosecutors shall use or disclose the HIGHLY CONFIDENTIAL PROTECTED MATERIAL only for purposes of preparing or presenting evidence, cross examination, argument, or settlement in this proceeding. To the extent required for participation in this proceeding, the I&E Prosecutors may afford access to HIGHLY CONFIDENTIAL PROTECTED MATERIAL only to I&E’s experts, without the need for the execution of a Non-Disclosure Certificate, who are full-time employees of the Commission and are bound by all the provisions of this Protective Order by virtue of the I&E Prosecutors’ execution of a Non-Disclosure Certificate.

With regard to the OCA and OSBA, counsel for the OCA and OSBA may afford access to HIGHLY CONFIDENTIAL PROTECTED MATERIAL to the Consumer Advocate and Small Business Advocate, respectively, without the need for the execution of a Non-Disclosure Certificate. The Consumer Advocate and Small Business Advocate are bound by all of the provisions of the Protective Agreement by virtue of the OCA counsel’s and OSBA counsel’s execution of a Non-Disclosure Certificate.

Provided, further, that in accordance with the provisions of Sections 5.362 and 5.365(e) of the Commission’s Rules of Practice and Procedure, 52 Pa. Code §§ 5.362, 5.365(e), any party may, by subsequent objection or motion, seek further protection with respect to HIGHLY CONFIDENTIAL PROTECTED MATERIAL, including, but not limited to, total prohibition of disclosure or limitation of disclosure only to particular parties.

1. For purposes of this Protective Order, a Reviewing Representative may not be a “Restricted Person.”

(a) A “Restricted Person” shall mean: (i) an officer, director, stockholder, partner, or owner of any competitor of the parties or an employee of such an entity if the employee’s duties involve marketing or pricing of the competitor’s products or services; (ii) an officer, director, stockholder, partner, or owner of any affiliate of a competitor of the parties (including any association of competitors of the parties) or an employee of such an entity if the employee’s duties involve marketing or pricing of the competitor's products or services; (iii) an officer, director, stockholder, owner or employee of a competitor of a customer of the parties if the Proprietary Information concerns a specific, identifiable customer of the parties; and (iv) an officer, director, stockholder, owner or employee of an affiliate of a competitor of a customer of the parties if the Proprietary Information concerns a specific, identifiable customer of the parties; provided, however, that no expert shall be disqualified on account of being a stockholder, partner, or owner unless that expert’s interest in the business would provide a significant motive for violation of the limitations of permissible use of the Proprietary Information. For purposes of this Protective Order, stocks, partnership or other ownership interests valued at more than $10,000 or constituting more than a 1% interest in a business establishes a significant motive for violation.

(b) If an expert for a party, another member of the expert’s firm or the expert’s firm generally also serves as an expert for, or as a consultant or advisor to, a Restricted Person, said expert must: (i) identify for the parties each Restricted Person and each expert or consultant; (ii) make reasonable attempts to segregate those personnel assisting in the expert’s participation in this proceeding from those personnel working on behalf of a Restricted Person; and (iii) if segregation of such personnel is impractical the expert shall give to the producing party written assurances that the lack of segregation will in no way jeopardize the interests of the parties or their customers. The Parties retain the right to challenge the adequacy of the written assurances that the Parties’ or their customers’ interests will not be jeopardized. No other persons may have access to the Proprietary Information except as authorized by order of the Commission.

(c) The Office of Small Business Advocate’s (“OSBA”) consultant, Mr. Robert D. Knecht, will not be considered to be a Restricted Person, and Paragraphs 7(a) and 7(b) will not apply to Mr. Knecht, provided that Mr. Knecht does not share or discuss the Proprietary Information with any person except authorized OSBA representatives.

1. In the event that a party wishes to designate as a Reviewing Representative a person not described in Paragraphs 5(a) through 5(d) or 6(a) through 6(c) above, or a person that is Restricted Person under Paragraph 7, the party shall seek agreement from the party providing the Proprietary Information. If an agreement is reached, that person shall be a Reviewing Representative with respect to those materials. If no agreement is reached, the party shall submit the disputed designation to the presiding Administrative Law Judges for resolution.
2. A qualified “Reviewing Representative” for “HIGHLY CONFIDENTIAL PROTECTED MATERIAL” may review and discuss “HIGHLY CONFIDENTIAL PROTECTED MATERIAL” with their client or with the entity with which they are employed or associated, to the extent that the client or entity is not a “Restricted Person”, but may not share with or permit the client or entity to review the “HIGHLY CONFIDENTIAL PROTECTED MATERIAL.” Such discussions must be general in nature and not disclose specific “HIGHLY CONFIDENTIAL PROTECTED MATERIAL,.” However, Counsel for I&E, the Office of Consume Advocate, and Office of Small Business Advocate may share proprietary information with the I&E Director, Consumer Advocate, and Small Business Advocate, respectively, without obtaining a Non-Disclosure Certificate from these individuals, provided that these individuals otherwise abide by the terms of the Protective Order.
3. Information deemed Proprietary Information shall not be used except as necessary for the conduct of this proceeding, nor shall it be disclosed in any manner to any person except a Reviewing Representative who is engaged in the conduct of this proceeding and who needs to know the information in order to carry out that person’s responsibilities in this proceeding. Reviewing Representatives may not use information contained in any Proprietary Information obtained through this proceeding to give any party or any competitor of any party a commercial advantage.
4. Reviewing Representatives shall execute a Non-Disclosure Certificate.

(a) A Reviewing Representative shall not be permitted to inspect, participate in discussions regarding, or otherwise be permitted access to Proprietary Information pursuant to this Protective Order unless that Reviewing Representative has first executed a Non-Disclosure Certificate, provided that if an attorney qualified as a Reviewing Representative has executed such a certificate, the paralegals, secretarial and clerical personnel under the attorney's instruction, supervision or control need not do so, nor do Commission employees assisting I&E, as noted above in Paragraphs 5 and 6. A copy of each Non-Disclosure Certificate shall be provided to counsel for the Parties asserting confidentiality prior to disclosure of any Proprietary Information to that Reviewing Representative.

(b) Attorneys and outside experts qualified as Reviewing Representatives are responsible for ensuring that persons under their supervision or control comply with the Protective Order.

(c) The OSBA consultant, Mr. Robert D. Knecht, will not be considered to be a Restricted Person, and Paragraphs 7(a) and 7(b) will not apply to Mr. Knecht, provided that Mr. Knecht does not share or discuss the Proprietary Information with any person except authorized OSBA representatives.

1. None of the Parties waive their right to pursue any other legal or equitable remedies that may be available in the event of actual or anticipated disclosure of Proprietary Information.
2. The Parties shall designate data or documents as constituting or containing Proprietary Information by marking the documents “CONFIDENTIAL” or “HIGHLY CONFIDENTIAL PROTECTED MATERIAL.” Where only part of data compilations or multi-page documents constitutes or contains Proprietary Information, the Parties, insofar as reasonably practicable within discovery and other time constraints imposed in this proceeding, shall designate only the specific data or pages of documents that constitute or contain Proprietary Information. The Proprietary Information shall be served upon the Parties hereto only in an envelope separate from the nonproprietary materials, and the envelope shall be conspicuously marked “CONFIDENTIAL” or “HIGHLY CONFIDENTIAL PROTECTED MATERIAL.”
3. The Parties will consider and treat the Proprietary Information as within the exemptions from disclosure provided in Section 335(d) of the Public Utility Code, 66 Pa.C.S. § 335(d), and the Pennsylvania Right-to-Know Act, 65 P.S. §§ 67.101 *et seq.*, until such time as the information is found to be non-proprietary. In the event that any person or entity seeks to compel the disclosure of Proprietary Information, the non-producing party shall promptly notify the producing party in order to provide the producing party an opportunity to oppose or limit such disclosure.
4. Any public reference to Proprietary Information by a party or its Reviewing Representatives shall be to the title or exhibit reference in sufficient detail to permit persons with access to the Proprietary Information to understand fully the reference and not more. The Proprietary Information shall remain a part of the record, to the extent admitted, for all purposes of administrative or judicial review.
5. Part of any record of this proceeding containing Proprietary Information, including but not limited to all exhibits, writings, testimony, cross examination, argument, and responses to discovery, and including reference thereto as mentioned in Paragraph 15 above, shall be sealed for all purposes, including administrative and judicial review, unless such Proprietary Information is released from the restrictions of this Protective Order, either through the agreement of the parties to this proceeding or pursuant to an order of the Commission.
6. The Parties shall retain the right to question or challenge the confidential or proprietary nature of Proprietary Information and to question or challenge the admissibility of Proprietary Information. If a party challenges the designation of a document or information as proprietary, the party providing the information retains the burden of demonstrating that the designation is appropriate.
7. The Parties shall retain the right to question or challenge the admissibility of Proprietary Information; to object to the production of Proprietary Information on any proper ground; and to refuse to produce Proprietary Information pending the adjudication of the objection.
8. Within 30 days after a Commission final order is entered in the above-captioned proceeding, or in the event of appeals, within thirty days after appeals are finally decided, the Parties, upon request, shall either destroy or return to the parties all copies of all documents and other materials not entered into the record, including notes, which contain any Proprietary Information. In the event that a party elects to destroy all copies of documents and other materials containing Proprietary Information instead of returning the copies of documents and other materials containing Proprietary Information to the parties, the party shall certify in writing to the other producing party that the Proprietary Information has been destroyed.

Date: April 10, 2018

 Steven K. Haas

 Administrative Law Judge

 Andrew M. Calvelli

 Administrative Law Judge

**APPENDIX A**

 **BEFORE THE**

**PENNSYLVANIA PUBLIC UTILITY COMMISSION**

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| --- | --- | --- |
|  |  |  |
| Pennsylvania Public Utility Commission v.UGI Utilities, Inc. – Electric Division | ::::: | Docket Nos. R-2017-2640058 |

**NON-DISCLOSURE CERTIFICATE**

TO WHOM IT MAY CONCERN:

The undersigned is the \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ of \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ (the retaining party). The undersigned has read and understands the Protective Order and the required treatment of Proprietary Information. The undersigned agrees to be bound by and comply with the terms and conditions of said Protective Order.

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 SIGNATURE

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 EMPLOYER

**R-2017-2640058 - PA PUBLIC UTILITY COMMISSION v. UGI UTILITIES INC**

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