#### UPU ISTANBUL CONGRESS DECISIONS REQUIRING ACTION BY RESTRICTED UNIONS: APPU POSITION

#### (Document prepared by APPU Bureau)

1.	Subject	References/paragraphs
Informing Congress on:		
-	the four Decisions made by the 2016 Istanbul UPU Congress that request various actions to be taken by Restricted Unions	§§ 1.1 – 1.2
-	the observation that other Restricted Unions have a more formal approach to taking action on UPU Congress Decisions, thus enhancing the work they do and the focus of their representation in UPU meetings	§§ 2.1 – 2.2
-	taking a more formal approach to Congress Decisions is a way of meeting some of the visibility concerns highlighted in the work on Reform	§ 2.3
-	the broad requirements of Restricted Unions in the four Istanbul Decisions	§§ 3.1 – 3.4, Annexes 1 – 4
-	the steps recommended for the APPU to take a more formal approach to the four Istanbul Congress Decisions	§§ 4.1 – 4.3
-	provision for any additional resource required to take the action recommended has been made by the Working Group on the Reform of the APPU in its detailed assessment of various activities	§ 4.4
2.	Decisions expected	
Со	ngress is asked to:	
-	<b>note</b> the process of the UPU requesting action by Restricted Unions	§§ 1.1 – 1.2
-	<b>note</b> the formal process adopted by some Restricted Unions in this area of activity (and the less formal approach taken by the APPU in the past)	§ 2.1
-	<b>note</b> the four areas where Restricted Unions are requested to become involved	§§ 3.1 – 3.4, Annexes 1 – 4
-	<b>note</b> the complementary nature between the UPU Decisions and the Reform of the APPU in terms of value, relevance and focus of the Union to its members	§ 2.3
-	<b>approve</b> the next steps, including timing, for assessing the four Decisions and implementing agreed action plans to enable the APPU to carry out the role expected of it	§§ 4.1 – 4.3
-	<b>note</b> any additional resource required to undertake the next steps has been provided for in the recommendations from the Working Group on Reform of the APPU	§ 4.4

#### 1. Introduction

1.1 Restricted Unions can be requested to take action on various matters by the UPU. Generally this is through Decisions made at a UPU Congress.

- 1.2 The 2016 Istanbul Congress approved four proposals of a general nature (Decisions) that request Restricted Union involvement. These are:
- (i) Recommendation C 14/2016: Promotion of disaster risk management measures in the field of development cooperation (Congress 2017 Doc 20, Annex 1)
- (ii) Resolution C 15/2016: Integrated Product Plan implementation (Congress 2017 Doc 20, Annex 2)
- (iii) Resolution C 21/2016: Further strengthening the activities of the Union in the area of postal regulation (Congress 2017 Doc 20, Annex 3)
- (iv) Resolution C 23/2016: Istanbul World Postal Strategy (Congress 2017 Doc 20, Annex 4)
- 1.3 This Congress document proposes that the APPU adopts a more formal approach to dealing with the four UPU Decisions impacting Restricted Unions in the UPU's 2016-2020 cycle.

#### 2. Background

- 2.1 One of the observations in the work undertaken on Reform of the APPU was the activities of secretariats of other Restricted Unions and the representation of Restricted Unions in UPU meetings. There were strong linkages to specific areas of work in the CA and POC in terms of secretariat and representation focus. Some of this can now be identified as a Restricted Union response to UPU Congress Decisions.
- 2.2 As far as the APPU is concerned the process for actioning requests via UPU Congress Decisions has been more ad hoc than formal. The study on Reform of the APPU outlined some of the reasons for this, one of which was resource.
- 2.3 Dealing with activities such as UPU Congress requests is something that a Restricted Union should do. In the consultation that led to the establishment of the Working Group on Reform of the APPU, one of the clear messages from APPU members was for the Union to be more visible and more vocal as the regional representative. A formal and thorough approach to actioning UPU Congress Decisions is one of the ways in which this can be achieved.

#### 3. What is the Istanbul Congress asking Restricted Unions to do?

# **3.1** Recommendation C 14/2016: Promotion of disaster risk management measures in the field of development cooperation

- 3.1.1 The key role for Restricted Unions is to work with the International Bureau to support and cooperate with efforts for the smooth and concrete implementation of disaster risk management measures in the field of development cooperation.
- 3.1.2 The specific aspects of disaster risk management measures and how the APPU might be involved are not examined in this document. That work is for the APPU to undertake as it sees fit in 2017 to 2020 (the latter being the timing for the next UPU Congress).

3.1.3 One observation is that it is areas such as disaster risk management measures through development cooperation that provide an opportunity for the Union to demonstrate its relevance to the section of the membership that benefits from development cooperation (again, this being a need highlighted by the Working Group on Reform of the APPU).

#### 3.2 Resolution C 15/2016: Integrated Product Plan implementation

- 3.2.1 Restricted Unions are invited to lend their support to the development of e-commerce within their regions.
- 3.2.2 There are a number of ways in which a Restricted Union could take action on this. The activities might be maintaining consistent focus through the proposed Four-Year Plan, and/or coordinated reporting of regional activities and outcomes.

# **3.3** Resolution C 21/2016: Further strengthening the activities of the Union in the area of postal regulation

- 3.3.1 The Council of Administration has been instructed to work with Restricted Unions to identify and describe the main aspects of postal regulation, to serve as a reference for member countries in their reform processes.
- 3.3.2 This looks to be a coordination and reporting role for Restricted Unions. This would be confirmed following detailed consultation with the International Bureau. Again, it is an area of relevance between the APPU and members involved in regulatory reform.

#### 3.4 Resolution C 23/2016: Istanbul World Postal Strategy

- 3.4.1 Restricted Unions are invited to integrate the relevant elements of the Istanbul World Postal Strategy into their respective priorities and action programmes.
- 3.4.2 Arguably, this is the most important of the requests from the Istanbul Congress for Restricted Unions. It provides the basis for a Restricted Union having objectives in common with other regions and globally (to the extent that this is feasible). Again, it provides focus and offers the opportunity for increased relevance to all Restricted Union members.

#### 4. Proposed next steps

- 4.1 In principle, the APPU should take the various actions requested in the Istanbul Decisions.
- 4.2 The detail of exactly what the APPU does cannot be effectively decided by the Tehran Congress. Rather, it is recommended that the Bureau analyse each of the four Decisions and recommend how the APPU can meet the requests handed down by the UPU Congress.
- 4.3 It is important for this matter to be handled in a timely manner. Accordingly, it is also recommended as follows.
  - (i) The Bureau completes its first draft during August-September 2017 and circulates it to members for comment by 30 September 2017.
  - (ii) Member comments to be made by 31 October 2017.

- (iii) A final draft for EC approval to be distributed by 30 November 2017. (The approval process would be based on the method permitted in General Regulations Article 106, §10 viz., "When necessary, consultations and decisions of the Council may be made by correspondence.")
- (iv) Approval obtained by 31 December 2017 (for the way in which the four Istanbul Decisions will be managed by the APPU).
- (v) Implementation from 1 January 2018.
- 4.4 The resource required for the Bureau to undertake the work outlined in paragraph 4.3 has been provided for in the detailed work by the Working Group on Reform of the APPU (reference Congress 2017 Doc 19, Annex 4, Items 6.1-6.4 (Lines 107-118 of the Excel spreadsheet). A total of 56 additional hours work (plus 21 hours in-house work) has been calculated for 2017 for the activity involved. (The work has been spread over August to December as per paragraph 4.3.) Beyond 2017, the Working Group on Reform of the APPU has also provided for resource to deal with ongoing maintenance of the activity.



## Introduction

Istanbul Decisions requiring action by Restricted Unions

- Agenda item is result of work on Reform of APPU
- · Reform WG looked closely at
  - "what does a Restricted Union do?"
  - "what do other Restricted Unions do?"
- Other Restricted Unions formal responsibility for activities assigned by UPU
- Istanbul Congress had four Decisions requesting action by Restricted Unions
- In the past APPU has approached UPU tasks informally or ad hoc Doc 20 seeks to
  - formalise the process
  - ensure the APPU responds in same depth as other Restricted Unions

Coopress 2017 Doc 20 - UPU Astanbul Coopress



### Motivation for APPU Action

- Restricted Unions should undertake activity requested by UPU Congress
- Other Restricted Unions have formal work programmes for UPU work requests
- Reform consultation asked the Bureau to be more visible and more vocal as regional representative
  - Formal and thorough approach to UPU Congress requests can lead to stronger representation

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## C14/2016 - Action Requested by Istanbul Congress

Promotion of disaster risk management measures in the field of development cooperation

- We are not examining the topic in detail, but draw attention to main objective
  - To work with the UPU International Bureau to support and cooperate disaster risk management in development cooperation
- · How the APPU responds is for further work to determine
- It is areas such as disaster risk management where the Union can demonstrate relevance to members who benefit from development cooperation (a need highlighted in the work on Reform)

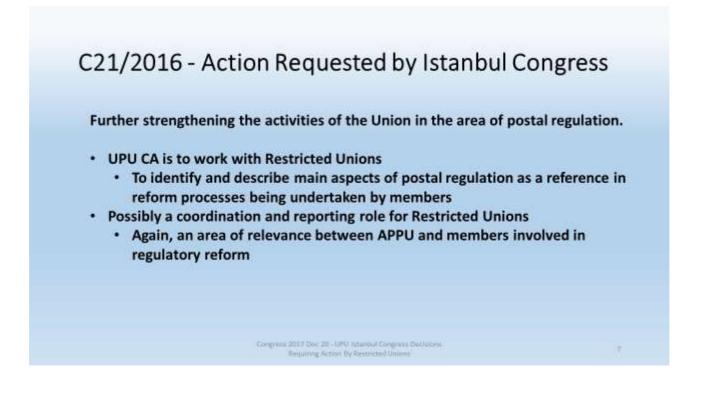
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## C15/2016 - Action Requested by Istanbul Congress

Integrated Product Plan implementation

- Invites Restricted Unions to lend support to the development of ecommerce e.g.,
  - Maintaining consistent focus through the proposed Four-Year Plan
  - Coordinated reporting of regional activities and outcomes
- · Again, we do not examine the detail in this meeting we do that later

Coopenia 2017 Doc 20 - UPU Intended Coopenia Decisions Requiring Action By Restricted Unions



## C23/2016 - Action Requested by Istanbul Congress

Istanbul World Postal Strategy

- Restricted Unions invited to integrate the relevant elements of the Istanbul World Postal Strategy into their respective priorities and action programmes
- Arguably, the most important of the requests from the Istanbul Congress
  - Provides the basis for a Restricted Union having objectives in common with other regions and globally
  - Provides focus and offers the opportunity for increased relevance to all APPU members

Coograms 2017 Doc 20 - UPU Intended Coograms Decisions Requiring Action By Restricted Unions

## Proposed Next Steps - Broad View

- APPU should take the various actions requested in Istanbul Decisions
- · Needs to be done
  - · In a planned and careful manner
  - · In a manner where accountability for action is visible
- Tehran Congress cannot effectively decide the detailed actions for the four Istanbul Decisions

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- Instead the Bureau should
  - · Analyse each of the four Decisions
  - · Propose to the APPU members how we proceed
- · Whatever is done, it is important it be handled in a timely manner

### Proposed Next Steps - Detailed View

- Step 1
  - Bureau examines four Istanbul Decisions to understand what the Union might do, and how such work might be managed. Bureau completes a first draft Action Plan and sends to members – 15 October 2017
- Step 2
  - Members make comments 31 October 2017
- Step 3
  - A final draft Action Plan to be distributed 30 November 2017
  - This distribution would be for EC approval of the methods proposed
- Step 4
  - EC approves how the Istanbul Decisions will be managed 31 December 2017
- Step 5
  - Implementation commences 1 January 2018

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### Resourcing

- Reform WG included resource for this activity in their calculations
- Lines 107-118 of Congress 2017 Doc 24, Annex 4 on Reform identifies for 2017
  - 56 additional hours work
  - 21 hours in-house work in 2017
- Budget currently exists for the additional work in 2017
- Beyond 2017, the Reform WG has also provided for resource to deal with this work

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### Conclusion

- Decisions expected
  - note the UPU Istanbul Congress has requested action by Restricted Unions
  - note the formal process adopted by some Restricted Unions in this area of activity
  - note the four Decisions involving Restricted Unions
  - note the relationship between the UPU Istanbul Congress Decisions and the Reform of the APPU (value, relevance and focus of the Union to its members)
  - <u>approve</u> the next steps, including timing, for assessing the four Decisions and implementing agreed action plans to enable the APPU to carry out the role expected of it
  - <u>note</u> additional resource has been provided for by Reform WG to undertake the work involved

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#### Recommendation C 14/2016

#### Promotion of disaster risk management measures in the field of development cooperation

Congress,

#### Recalling

recommendation C 27/2008 entitled "Initiatives for the sustainable reduction of the negative environmental impact of the postal sector" and resolution C 34/2008 entitled "Work on sustainable development", adopted at the 2008 Congress held in Geneva,

#### Also recalling

recommendation C 64/2012 entitled "Initiatives for the study of sustainable development and development cooperation measures to make postal organizations more resistant to major disasters", adopted at the 2012 Doha Congress, and the Universal Postal Union's emphasis on the importance of enhancing measures for postal sector resilience,

#### Recognizing

the United Nations Plan of Action on Disaster Risk Reduction for Resilience adopted by the United Nations Chief Executives Board in 2013, which committed to making disaster risk reduction a priority for the UN system and organizations within,

#### Considering

the recommendation adopted at the Third UN World Conference on Disaster Risk Reduction to take action to substantially reduce global disaster mortality and economic loss caused by natural disasters by 2030 and enhance international cooperation for developing countries for this purpose, as set out in the Sendai Framework for Disaster Risk Reduction 2015–2030,

#### Stressing

the positive results achieved by the ad hoc group on disaster risk management, part of the Council of Administration (CA) Committee 4 (Cooperation and Development) Sustainable Development Project Group, in increasing awareness of disaster risk management in the postal sector and sharing best practices through multiple channels, including several regional seminars held during the 2013–2016 cycle,

#### Greatly appreciating

the efforts of the International Bureau in developing and implementing projects and tools for member countries through the formulation of a UPU framework for disaster management, a disaster management guide, and other works,

#### Confirming

that building disaster-resilient postal services on a global scale is consistent with the UPU's aim to develop communication between peoples and thereby contribute to international cooperation in cultural, societal and economic fields,

#### Also considering

the adoption of resolution CA 2/2010 entitled "Creation of a UPU emergency solidarity fund for countries affected by natural disasters and/or in special situations" and resolution CA 1/2011.1 entitled "Rules for the administrative management of the UPU Emergency and Solidarity Fund",

#### Strongly believing

that it is very useful for UPU disaster risk management to take advantage of the valuable lessons learned from the catastrophic damage of natural disasters to member countries,

#### Emphasizing

the importance of disaster risk management activities in developing countries as well as the need to take measures to guarantee the continuation of postal services in times of disaster,

#### Recommends

that the relevant bodies of the UPU:

- design and implement a technical assistance approach in developing countries, especially least developed countries, in order to provide the best level of assistance to designated operators and relevant authorities in the implementation or improvement of disaster risk management policies and business continuity planning. This approach would combine, in an effective manner, the three elements of development cooperation (assistance from experts, training, and supply of equipment/material);
- study the possibility of a specific certification process which would allow postal operators to improve their disaster risk management approaches and benchmark their level of implementation in the framework of the UPU disaster risk management guide;
- develop strategies to address the identified challenges and resource allocation plans as part of development cooperation, while maximizing the knowledge and experience of member countries;
- enhance cooperation and partnerships with relevant organizations related to disaster risk management at the international, national, regional and local levels in order to be in line with disaster risk management frameworks such as the Sendai Framework for Disaster Risk Reduction 2015–2030;
- promote the integration of the disaster risk management efforts of the postal sector into the overall social and economic activities at all levels,

#### Also recommends

that the International Bureau, in coordination with the **restricted unions**, support and cooperate with efforts for the smooth and concrete implementation of the measures above.

(Proposal 08.Rev 1, Committee 6, 3rd meeting)

#### Resolution C 15/2016

#### **Integrated Product Plan implementation**

Congress,

#### Taking note

of the work carried out by POC Committee 3 (Physical Services) in 2015 and 2016 to develop the Integrated Product Plan (IPP) in response to directions given by the 2012 Congress through various resolutions, and also in direct response to POC resolution CEP 3/2015.1 (Accelerating actions to modernize and integrate the UPU's international postal network),

Fully supporting

the implementation of all of the recommendations contained in the IPP presented in Congress–Doc 39,

#### Considering

that, with an expected worldwide growth of more than 10% a year, cross-border e-commerce represents an untapped potential for the postal sector,

#### Also considering

that Posts are best placed to exploit the potential of e-commerce, but they must deliver reliably and continue to innovate in order to match the changing needs of consumers and e-sellers to be able to successfully compete in the market,

#### Noting

that competition in the postal market, especially for e-commerce delivery, is fierce and rapidly evolving,

#### Convinced

of the growth opportunities for postal operators in business generated through e-commerce,

#### Recognizing

that growth and growth opportunities are applicable worldwide,

#### Also recognizing

however that the ongoing development and growth of alternative networks is a clear signal that the UPU network is not meeting needs and that if the UPU does not adapt there will be a continuing increase in the number of designated operators moving traffic outside the UPU network,

#### Acknowledging

that one of the challenges faced by the UPU in relation to customer needs and product features is how to satisfy market requirements by rationalizing, modernizing and integrating the existing framework of products,

#### Instructs

the Postal Operations Council to ensure that the UPU keeps pace with change by modernizing letter post, parcel post and EMS using an integrated approach (both to product development and to remuneration systems), and ensuring speedier decision making in response to market needs by implementing all of the recommendations contained in the IPP presented in Congress–Doc 39, namely:

- step 1 to be implemented following the 26th Congress, from 1 January 2018, with a target for transitioning to implementation of step 2 from 1 January 2020;
- a comprehensive review to be carried out on optional and mandatory supplementary services, with recommendations made to the 2018 mini-Congress or designated body and implemented immediately afterwards in order to modernize them in line with market requirements and objectives of the IPP;
- a comprehensive operational and accounting impact study to be completed in advance of the implementation of step 2;
- the development activities and timelines (outlined in the table in Congress–Doc 39, § 28) to be respected in order to ensure that implementation of the IPP is in line with the wishes of the UPU member countries,

#### Also instructs

the Postal Operations Council to:

- develop and implement POC activities (including remuneration, quality measurement, standards, accounting and operations) that are driven by product definition and development while at the same time recognizing customer, market and supply chain needs;
- ensure continued close coordination between the UPU body responsible for providing the roadmap for the implementation of electronic advance data and the body responsible for the implementation of the IPP;
- ensure the development of a system of integrated remuneration driven by the requirements of the IPP;
- ensure the continuous review of the IPP with the aim of submitting an updated version to the 27th Congress in 2020,

#### Further instructs

the Postal Operations Council to:

- incorporate into its 2017–2020 programmes a range of activities to ensure that the opportunities created by physical product development are realized for the entire UPU membership, with the activities to focus on providing customers with access to simple, affordable and reliable international postal services;
- take an integrated approach to product development, including remuneration aspects and research activities across the full range of physical services (letter post, parcel post and EMS) with a view to modernizing these services in the light of identified customer needs and expectations;
- develop services to meet customer needs in terms of speed, dimensions, reliability, price, etc.,
  with the aim of modernizing the UPU's physical service portfolio to cover the different needs of each customer segment;

establish an integrated approach to issues related to the supply chain, including customs, security, aviation, transport, and operating standards, as the UPU network is vulnerable to external threats in this area and requires a globally coordinated UPU response,

#### Invites

the Postal Operations Council to set up a single body to assume overall responsibility for coordinating all aspects related to the future integrated development of letter post, parcel post and EMS, namely: product development, remuneration, supply chain, quality of service, etc.,

#### Also invites

member countries and their designated operators to:

- take measures enabling designated operators to provide quality physical products as part of the universal service, to stimulate the economy and reinforce social cohesion;
- acknowledge the role of UPU physical product development activities in enhancing the quality of the services for their citizens and businesses, particularly small and medium-sized businesses;
- take steps to ensure that their designated operators better manage relationships with their customers in order to become commercial, competitive and efficient;
- ensure that their designated operators focus not only on the challenges facing the development of international physical products, but also on the strategies needed to meet those challenges;
- participate actively in the UPU physical product development process;
- undertake activities aimed at increasing business by exploiting e-commerce opportunities,

#### Further invites

the **restricted unions** to lend their support to the development of e-commerce within their regions.

(Proposal 13, Committee 3, 3rd meeting)

#### Resolution C 21/2016

#### Further strengthening the activities of the Union in the area of postal regulation

Congress,

#### Considering

that, in accordance with article 1 of the Constitution of the Universal Postal Union, the aim of the Union is to secure the organization and improvement of the postal services and to promote in this sphere the development of international collaboration,

#### Also considering

that, in recent years, in the context of a fast-changing internal and external environment, there has been an increasing separation of regulatory and operational functions, with more postal regulators being established, so that postal regulation has become an important issue for the UPU and its member countries,

#### Recognizing

that, through resolutions C 41/2008 and C 13/2012, the 24th and 25th Congresses called for the creation of postal regulation forums and conferences within the Council of Administration to promote best practice experiences in providing the universal service and organizing postal markets in member countries, and to discuss and exchange views on issues of common interest related to postal regulation,

#### Also recognizing

that, over the past few years within the sphere of the UPU, the integrated postal reform and development plans (IPDPs) and the regional development plans (RDPs), with a focus on reinforcing and developing postal regulation, have proven to be effective tools in addressing postal sector reform,

#### Convinced

that the aforementioned valuable UPU initiatives taken in the area of postal regulation have attracted great attention and interest among member countries, and could be a good reference for the development of their postal regulation activities,

#### Realizing

that member countries have various needs with respect to postal regulation in an era of electronic substitution and market liberalization,

#### Also realizing

that, in full exercise of their sovereignty, only member countries can establish their public policies, define institutional structures, and determine their use of resources according to what they deem is the best model to reach their social and economic development goals,

#### Also convinced

that, to meet the needs of member countries in terms of knowledge and awareness of the range of reforms conducted in the postal sector, the good practices adopted, and the evolving markets and players, it is necessary for the UPU to continue its activities in this area,

#### Instructs

the Council of Administration to:

- identify and describe the main aspects of postal regulation, to serve as a reference for member countries in their reform processes, and work in conjunction with restricted unions in line with these objectives;
- continue to organize the UPU Conference on Postal Regulation during the annual sessions of the Council of Administration, as a forum for exchanging experiences and disseminating information and best practices in the field;
- support reform and regulatory processes in member countries,

#### Also instructs

the International Bureau to:

- collect information on postal regulation from member countries and publish this information in a database on the UPU website;
- analyze the structures, models, best practices, and case studies;
- disseminate the research results to the relevant parties through publications, workshops, and conferences.

(Proposal 05, Committee 3, 6<sup>th</sup> meeting)

#### Resolution C 23/2016

#### Istanbul World Postal Strategy

Congress,

Taking account of:

- the fruitful and intensive discussions which took place during the UPU World Strategy Conference in Geneva in April 2015;
- the work of the Council of Administration and the Postal Operations Council in the area of strategic planning;
- the conclusions and views expressed during a series of regional strategy conferences, held throughout 2015, which provided over 150 countries with the opportunity to discuss the draft Istanbul World Postal Strategy while outlining their own regional priorities;
- the results of the questionnaire on the draft Istanbul World Postal Strategy and the prioritization of UPU activities;
- the lessons learned from the implementation of the Doha Postal Strategy;
- the results of the work of Congress as a whole,

#### Also taking account of

the draft Istanbul World Postal Strategy (Congress–Doc 13), prepared collaboratively by the CA, the POC and the International Bureau, which takes into consideration the views expressed during a general consultation of the chairmen of the CA and POC committees, Consultative Committee and project groups, as well as all Union member countries and the restricted unions,

#### Aware

of the continuing need to adapt the provision of postal services to developments in the postal environment and the changing needs of customers,

#### Approves

the Istanbul World Postal Strategy,

#### Invites

member countries to integrate the relevant elements of the Istanbul World Postal Strategy into their respective priorities and action programmes,

#### Also invites

restricted unions to integrate the relevant elements of the Istanbul World Postal Strategy into their respective priorities and action programmes,

#### Instructs

the permanent bodies of the Union, in accordance with the provisions set out in its General Regulations:

- to implement the goals and programmes defined in the Istanbul World Postal Strategy;

- to take without delay, within the framework of their respective competencies, all appropriate measures to attain the objectives set and, to this end, determine means of implementing the strategy to achieve the expected results;
- to regularly examine the state of implementation of the Istanbul World Postal Strategy through active and ongoing measurement and evaluation and, following this examination, to:
  - make whatever changes in direction and adjustments that are necessary;
  - reassign available resources, while noting that the degree of implementation of the Istanbul World Postal Strategy will be subject to the ceiling of expenses set and approved by Congress as well as to the budget established and approved by the newly elected Council of Administration;
- to regularly disseminate the results achieved to Union member countries;
- to report to the next Congress on the results achieved and the experiences recorded;
- to engage in a consultative process with member countries to prepare and present the future strategy for 2021–2024 for the approval of the 2020 Congress.

(Proposal 24, Committee 3, 6th meeting)