EC 2025 Doc 13 Rev 1

Published on 1 July 2025

ASIAN-PACIFIC POSTAL UNION

Meeting of the APPU/UPU Reform Working Group

Presentation by Australia

Executive Council Meeting
Ulaanbaatar, Mongolia
30 June - 4 July 2025

Agenda for Meeting 13

Item	Document
1. Introduction	
2. Report of the Reform Working Group	EC 2025 Doc 13.1
3. APP Cooperative update	EC 2025 Doc 13.2
4. Review of Governing Documentation and workplan, including the 11 most recent policy position papers	EC 2025 Doc 13.3
5. Any other business	

Decision: Approve the agenda

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 1

Introduction

1. Introduction

- The Reform Working Group consists of Australia, China, Korea, India, Indonesia, Iran, Japan, New Zealand, Singapore, Thailand and Vietnam. The Bureau participates as an observer.
  - The Reform Consultant, Mr Mark Lawley, assists the Reform Working Group with its activities.
- The focus of the Reform Working Group is the review and enhancement of the Union. As such, the Reform Working Group has approached its work methodically, publishing our ‘workings’.
  - Thank you to the Reform Working Group for questions and constructive suggestions. This work has been challenging, and has been improved through group discussions.

1. Introduction

- APPU members who are not members of the Reform Working Group can keep up to date with our activities by viewing summaries of our meetings on the APPU Documents page at https://www.appu-bureau.org/documents/.
- We also encourage APPU members who are interested in our work to join the Reform Working Group.

2025 Executive Council documents

- The Reform Working Group drafted three documents presented to this Executive Council meeting:
  - EC 2025 Doc 13.1 Report of the APPU/UPU Reform Working Group
  - EC 2025 Doc 13.2 Asia Pacific Post Cooperative update
  - EC 2025 Doc 13.3 Review of Governing Documentation report and forward workplan

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 2

Report of the Reform Working Group

Report of the Reform Working Group

- EC 2025 Doc 13.1 presents an overview undertaken by the 2022 – 2026 Reform Working Group to the 2025 EC.
- EC 2025 Doc 13.1 discusses key matters including:
  - the Bangkok Cycle Workplan of the Reform Working Group
  - the Reform Consultant budget
  - a reflection on the complexity of the work, and
  - a proposed change to the timing of adoption of updated Treaties.

Report of the Reform Working Group

- Since the 2024 EC, the Reform Working Group has continued progressing work on its reform agenda, which has included:
  - Continuing the Review of Governing Documentation throughout the Bangkok Cycle, informed by a member-agreed vision,
  - Facilitating a long-term solution for the APP, and
  - Progressing the Review of Financial Contributions through the Joint Sub Committee of the Finance Committee and the Reform Working Group.

Report of the Reform Working Group

- Since the 2024 EC, the Reform Working Group has met (virtually) on 3 occasions:
  - Meeting 11: 19 May 2025
  - Meeting 12: 27 May 2025
  - Meeting 13: 4 June 2025

Report of the Reform Working Group – Summary of activities

Line	Feature	No. of Activities	Details of Activities	Further Details Available
1	Total number of Activities	16	N/A	
2	Activities completed	2	2, 4	
3	Activities currently under action and on schedule	7	1, 3, 5, 6, 10, 11, 13	3, 11 ref Doc 13.2 10, 13 ref Doc 14
4	Activities currently under action and behind schedule	1	7	
5	Activities requiring consultation / direction	4	12, 14, 15, 16	
6	Activities not requiring action up to 2024 EC	2	8, 9	

Report of the Reform Working Group – Bangkok Cycle Workplan (updated, page 1)

Activity	Axis of Focus	Proposed Areas of Focus	Current Status of Focus	Relevant Observations re Focus
1	**Directional**	Maintain and execute workplan to achieve the agreed Vision	Active. Ongoing routine nature, as evidenced through completion of Policy Positions and development of amendments to Constitution and General Regulations.	Focus is the process for managing / directing RWG input / output to meet objectives.
2		Impacts and influence of decisions taken at the 2023 UPU Extraordinary Congress	Completed with RWG signing off a draft report to the 2024 EC on impacts of decisions taken at the 2023 UPU Extraordinary Congress.	Task completed.
3	**Legal**	Finalise a long-term solution for the Asia Pacific Post Cooperative [Shared with Organisational Axis]	Active (updated position provided in EC 2025 Doc 13.2).	From initial urgency to complete this item in 2024, timing has changed to completion by the 2026 Congress. That said, it remains a complex matter that will require capable resource given it is new ground for the APPU. Anticipate that work requirements could create pressure on timely completion of other RWG activities / commitments following the 2025 EC meeting.
4		Finalise the review of current provisions of the Acts of the Union to develop policy positions	Completed for sign-off at the 2025 EC meeting (specific detail provided in EC 2025 Doc 13.3)	Complex matter involving high workload and specialist knowledge. Activities 5, 6 and 7 will gradually move to member-country work in between 2025 EC and 2026 Congress as proposals requiring Congress attention are distributed. This will also redeploy the WG in terms of providing support to members and the Bureau in the management / explanation / briefing on proposals.
5		Develop amendments to the Constitution	Draft texts for proposed changes to the Constitution and General Regulations have been initially developed. These will now be subject to ongoing review by members.	
6		Develop amendments to the General Regulations		
7		Examine and develop proposals to minimise future amendments to the Acts of the Union	Some initial drafting completed, but concern exists re use of resolutions to minimise future amendments. Full review of Acts not yet completed to identify and propose amendment minimisation plan	

Report of the Reform Working Group – Bangkok Cycle Workplan (updated, page 2)

Activity	Axis of Focus	Proposed Areas of Focus	Current Status of Focus	Relevant Observations re Focus
8		In light of the changes to the Acts of the Union, full review of the Rules of Procedure of the Executive Council	Inactive	Consequential to Activities 4, 5, 6 and 7. Activity not anticipated to be complex nor time-consuming. Timing for commencement not known, but likely to be 2026.
9		In light of the changes to the Acts of the Union, full review of the Rules of Procedure of Congress		
10		Contribute to the review of Financial Contributions and position on arrears, jointly in conjunction with the Finance Committee [Shared with Financial Axis]	Active (specific detail provided in EC 2025 Doc 14)	Complex matter involving variable workload. Will be on workplan through to 2026 Congress. Involves Activities 5, 6 and 7 in the second half of the Bangkok Cycle.
11	**Organisational**	Finalise a long-term solution for the Asia Pacific Post Cooperative [Shared with Legal Axis]	Refer to Activity 3	Refer to Activity 3.
12		Develop long-term objectives and work plan of APPU working groups	Inactive	Key initiative to enhance the relevance and value of EC meetings by bringing standard disciplines into working group activities – and, to extent possible, ensuring that objectives / plans links with other Union activity. Likely commencement timing is 2025, although now marked for consultation / direction.
13	**Financial**	Contribute to the review of Financial Contributions and position on arrears, jointly in conjunction with the Finance Committee [Shared with Legal Axis]	Refer to Activity 10	Refer to Activity 10.
14		Develop guidelines to guide the Bureau to engage with other institutions to increase resources for activities and training courses	Inactive	Developmental work to commence in 2025 although now marked for consultation / direction.
15	**Capacity and capability**	Bangkok Cycle matters, building on Tehran cycle, including the archiving project	Active (specific detail provided in EC 2025 Doc 13.3)	Complex matter involving high workload and specialist knowledge. Will be on workplan through to 2026 Congress.
16		Develop more effective and in-need training courses	Inactive	It was originally planned for developmental work to commence in 2025, although now marked for consultation / direction.

Report of the Reform Working Group - Comments

- The Reform Working Group has had mixed success with its workplan since the 2024 EC. The Review of Governing Documentation has been the most challenging workstream.
- Further to the 9 policy position papers brought to the 2024 EC, the Reform Working Group has delivered an additional 11 policy position papers. All were thoroughly researched to determine the best ways to amend the APPU Treaties to:
  - ensure the Treaties are fit-for-purpose, and
  - minimise need for future Treaty changes.

Report of the Reform Working Group – Comments and Timing (page 1)

- The Review of Governing Documentation has proved complex and challenging, resulting in the work taking more time than anticipated.
- It was agreed in 2022 in C2/2022 that the Review of Governing Documentation would continue into the Bangkok Cycle, and that countries would adopt Treaty changes in 2026. However:
  - The work was somewhat delayed due to the 2023 UPU Extraordinary Congress, diverting resources from Reform Working Group members.
  - The 2025 APPU EC is being held earlier than anticipated.
  - APPU members have noted their commitment to prioritise preparation for the 2025 UPU Congress, followed by ratification of the UPU Treaties in 2025 – 2026.
- Work remains, including proposing final Treaty wording for some ‘treatments’ to issues identified through the Review of Governing Documentation, however it is clear APPU members cannot accommodate Treaty changes in 2026.
- Updated timing for adoption of Treaty changes is therefore discussed in EC 2025 Doc 13.3.

Budget of the Reform Consultant

- The Reform Consultant, Mr Mark Lawley, has assisted the Reform Working Group since 2017. (Mr Lawley commenced looking at Governing Documentation in 2021.)
- For clarity, Mr Lawley is not employed or contracted by the Consultancy Section. He is contracted annually by the APPU Bureau on behalf of the Reform Working Group.
- For 2025, Mr Lawley is contracted from February to December for a maximum contract value of US $19,000 (this being for 760 hours work). Estimates outturn expenditure is as follows.
  - February to May 2025 (invoiced): US $5,688
  - June to December 2025 (estimated): US $12,250
  - Estimated end-of-2025 position: US $1,062 underspent

Budget of the Reform Consultant

- The financial position for the 2024 consultancy fees was:
  - Budget for consultancy fees: US $19,000
  - Consultancy fees paid: US $15,300
  - Outturn for consultancy fees for 2024: US $3,700 underspent
- Note that the Reform Consultant has also donated additional hours to ensure the most robust analysis of the APPU Treaties. We thank the Reform Consultant for his commitment.

Budget of the Reform Consultant

- Overall Cycle financial position 2023 to 2025 (USD) for Governing Documentation, Archiving and JSC

Year	Approved Amount	Actual Spend	Underspend
2023	45,000	20,818	24,182
2024	19,000	15,300	3,700
2025 (est)	19,000	17,938	1,062
Total	**83,000**	**54,056**	**28,944**

- Overall Governing Documentation, Archiving and JSC expenditure 2021-2025 approximately $US 82,000 (subject to further confirmation if required).

Budget of the Reform Consultant

- The Reform Consultant's support is critical to the Reform Working Group's success in completing its various workstreams.
- It is proposed that US $15,000 be allocated at the 2025 EC to cover work undertaken by the Reform Consultant in 2026 to support the Reform Working Group to continue, including:
  - drafting any outstanding proposed Treaty wording changes
  - conducting a cross-check of all proposed wording changes
  - supporting APPU members to understand the proposed changes, so they will be able to agree to adopt the changes.
- This allocation is subject to:
  - approval of EC 2025 Doc 6 and Report of the Finance Committee by the EC, and
  - satisfactory conclusion to 2025 activities as per contractual reporting requirements.

2. Report of the Reform Working Group - decisions

- As per EC 2025 Doc 13.1, the EC is asked to:

- note the activity of the RWG since the 2024 EC

- note the detail of the RWG activity is presented in a range of documents to be dealt with separately at the 2025 EC

- note the financial position of funds allocated to support the RWG through the Reform Consultant

- inform the 2025 EC of the work undertaken and action required

- approve the decisions expected in EC 2025 Doc 13.2

- approve the decisions expected in EC 2025 Doc 13.3

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 3

Asia Pacific Post Cooperative Update

Asia Pacific Post Cooperative Update

- The issues with the Asia Pacific Post Cooperative (APP) have previously been covered by the APPU EC.
- At the 2023 EC, members agreed the preferred path forward is to amend the General Regulations of the APPU to permit the creation of user-funded subsidiary bodies.
- At the 2024 EC, the membership agreed the policy position paper on user-funded subsidiary bodies.
- To progress the APP's role as a prospective user-funded subsidiary body, the 2024 EC asked:

  (i) the Chair of the APP CMB to advise the Secretary General and the Chair of the Executive Council on the preferred location of the APP Cooperative no later than 3 months prior to the 2025 Executive Council meeting,

  (ii) the APPU/UPU Reform Working Group to continue working with the Chair of the APP CMB to develop the 'Basic Framework', and

  (iii) the Secretary General to continue working with the Chair of the APP CMB and the APP Managing Director on operational transition arrangements as required, with the Chair of the APP CMB to report annually to the Executive Council on such activities.

Asia Pacific Post Cooperative Update

- Since the 2024 EC, the APP has engaged with APP members to consider next steps.
- The Chair of the APP Cooperative Management Board and APP Managing Director have advised that their current preferred location of the APP Cooperative would be Bangkok, Thailand.
- The Reform Working Group further considered the redrafted ‘Basic Framework’ provided by the Chair of the APP Cooperative Management Board at Meeting 13 (June 2025) and by correspondence.
- As covered in 2025 EC Doc 13.1 and 2025 EC Doc 13.3, it appears APPU members cannot accommodate Treaty changes in 2026, meaning that the opportunity to re-create the APP as a user-funded subsidiary body is delayed. This means the risks associated with the APP’s lack of legal personality will continue.

3. Asia Pacific Post Cooperative Update - decisions

- As per EC 2025 Doc 13.2, to continue to develop a solution for the APP alongside the proposed Treaty amendments being undertaken by the RWG, it is recommended that the EC asks:

  (i) the APPU/UPU Reform Working Group note the importance of continuing to work towards adoption of updated APPU Treaties in 2027 or 2028, in recognition of the seriousness of the legal matters impacting the APP, EC 2025 Doc 13.2

  (ii) the Chair of the APP CMB and the APP Managing Director to continue discussions with APP members on its coordination and functions, and

  (iii) the Secretary General to continue working with the Chair of the APP CMB and the APP Managing Director on operational transition arrangements as required, with the Chair of the APP CMB to report annually to the Executive Council on such activities.

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 4

Review of Governing Documentation and Workplan

4. Review of Governing Documentation and Workplan

- EC 2023 Doc 13.3 reported on the Review of Governing Documentation and Archiving Project.
- Additional documents include:
  - EC 2023 Doc 13.3 Add 1
  - EC 2023 Doc 13.5
  - EC 2024 Doc 13.1 Rev 1
  - EC 2024 Doc 13.1

4. Review of Governing Documentation and Workplan

- The APPU's Treaty documents include the Constitution and General Regulations.
  - Less-than-Treaty documents include the Rules of Procedure of Congress, Rules of Procedure of Executive Council, and General Regulations of the Bureau.
- The APPU's Treaty documents were last updated in 2000 at the Tehran Congress and are out of date. Updates to the Treaties will provide the APPU a clear basis from which to work collaboratively as a region on international post matters.
- The Reform Working Group has approached examination of the Treaties methodically, taking a thematic approach.

4. Review of Governing Documentation and Workplan

- 9 Policy position papers were agreed at the 2024 APPU EC.
- 11 have been provided for noting at the 2025 APPU EC.
  - These are covered in this presentation from slides 31 to 97.
- 1 (Wider Postal Sector Players) is yet to be finalised.

4. Review of Governing Documentation and Workplan

- Since the 2024 EC, it has become apparent that several APPU members experience time-consuming domestic processes to agree and ratify intergovernmental Treaties, and that the revised workplan agreed in EC 2024 Doc 13.3 will not be achievable.
- This means Treaty changes will not occur at the 2026 Congress.
- While some Treaty changes are time-sensitive, it is preferred by Reform Working Group members that all Treaty changes are put forward in one batch to reduce the impact on the teams who need to undertake domestic scrutiny processes.
- The revised approach by the Reform Working Group continues to seek to minimise future amendments.

4. Review of Governing Documentation and Workplan

- The Reform Working Group must seek approval from APPU member countries to amend the APPU Treaties at an APPU Congress.
- It is suggested that the Reform Working Group endorses a workplan at the 2026 Congress to ensure Treaty amendments can be delivered.
- Some options to amend the Treaties prior to the next Congress in 2030 include holding an Extraordinary Congress consisting of one day, or two half-days, in conjunction with an Executive Council. This could be preferable given the next APPU Congress will also follow the next UPU Congress in 2029, presenting similar resourcing challenges to those currently faced.
- Given these considerations, the below roadmap has been amended from the one agreed at the 2024 EC.

Review roadmap – Bangkok Cycle			
2023 EC	**2024 EC**	**2025 EC**	**2026 Congress**
Vision and implementation plan for the RWG agreed.	Nine policy positions and proposed solutions endorsed.	Eleven policy development and proposed solutions presented for noting.	RWG will bring final Treaty wording and seek endorsement to continue in the next cycle with a revised workplan.

4. Review of Governing Documentation and Workplan

- Next steps include:
  - The Reform Working Group will continue to progress the Review of Governing Documentation and at the 2025 EC will seek the 11 policy position papers, including any draft proposed Treaty wording, to be noted.
  - The Reform Working Group will seek endorsement from APPU members at the 2026 Congress to continue the Reform Working Group for next cycle (2026 – 2030).
  - The Reform Working Group will finalise draft wording for the Treaty amendments, including those covering work under the Joint Sub Committee of the Finance Committee and the Reform Working Group.
  - The Reform Working Group and Reform Consultant will provide support to APPU member countries until such time that Treaty changes are adopted.
    - The Reform Consultant is proposed to be re-engaged annually, with the planned contract amount potentially reducing to reflect that the bulk of the work is completed, but support to APPU member countries remains important.
    - As such, the Reform Working Group proposes the contract amount be reviewed annually and adjusted based on expected workload.
  - The Archiving Project will continue to be progressed by the Bureau as capacity allows.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan:

Policy position paper: Bureau

Policy position paper: Bureau: Background

- Key issues:
  - Role of the Bureau in the Treaties doesn't reflect the activities undertaken, and doesn't provide for flexibility for ad-hoc activities that may be required by members. Some details could be included in a less-than Treaty instrument.
  - No provision for a 'back-up' if the Secretary General cannot undertake duties (e.g. unplanned sick leave).
  - Inconsistency between written and actual practice, and the Treaties have not been clear for users, leading to instances of clauses being used as not originally intended.

Policy position paper: Bureau: Recommendations

That the Reform Working Group, supported by the Reform Consultant, develop updated treaty wording to:

1. Ensure the role of the Bureau in the Constitution reflects the activities the Bureau actually undertakes, including some flexibility for future activity. An updated Article 12 of the Constitution could be as follows:

    The Bureau:

    a) is an office, directed by the Secretary General who works under the supervision of the Congress and the Executive Council;

    b) is the secretariat of the Union;

    c) serves as a medium of liaison, information, inquiry and training for the member countries of the Union;

    d) provides advisory services and training facilities to improve postal services within Asia and the Pacific;

    e) provides other services on a regular or ad hoc basis as approved by Congress or the Executive Council;

    f) Coordinates APPU bodies;

    g) Acts as custodian of APPU Acts and associated documents, Credentials, Instruments

    of Ratification and Accession; and

    h) operates in a location determined by Congress or, in exceptional circumstances, by the Executive council, under the title of Bureau of the Asian-Pacific Postal Union.

2. Streamline details around staffing and the functions of the Bureau in the treaties as per Table 1 in Doc 13.3. If these changes are agreed, further work to update less-than-Treaty documents in alignment will be undertaken.

3. Delegate, through a less-than-Treaty document, Secretary General and Bureau functions as needed to the role of Manager Administration and APPU Affairs, or any other role identified, to ensure continuity of authority and operation should the Secretary General be unable to undertake their duties.

4. Propose a new interpretation that will amend the use of General Regulations Article 108 paragraph 1 to rectify the identified gap in being able to flexibly resource the Bureau (e.g. the Consultancy section). The RWG should also review requirements for information to be provided by Secretary General candidates and propose changes to align it with the functions as described.

Final treaty wording will be confirmed.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Organs

Policy position paper: Organs: Background - 1

- The provisions for organs were established in 1961, and amended in 1975, 1985 and 2000 to comprise the current three organs: Congress, the Executive Council, and the Bureau.
- There are no major issues with Organs. There are two editorial-type matters for attention

<u>Description of Organs</u>

- Constitution Article 8 specifies ‘the purpose and functions of these organs are prescribed in this Chapter and in the General Regulations’. However, it is then not consistently applied i.e., the detail in the Constitution is a mix of purpose and functions (whereas functions should be in the Gen Regs)

Policy position paper: Organs: Background - 2

‘Body’ v ‘Organ’

- UPU (and others) have replaced the term ‘Organ(s)’ with ‘Body(ies)’

Policy position paper: Organs: Recommendations

The Reform Working Group, with the support of the Reform Consultant, continue working to:

- 1. Ensure the Treaties support the current three organs in the APPU: Congress, the Executive Council and the Bureau, including the position of Congress as the supreme organ.
- 2. Consider the use of the term ‘organ’ and ‘body’ to determine which should be used at the APPU and ensure that this term is applied consistently throughout the treaty documents.
- 3. Revise the Articles in the APPU Constitution, Chapter III ‘Organisation of the Union’ to have sufficient and equal information on each of the organs’ purposes and functions, in alignment with the UPU treaties. Some wording changes are suggested above for consideration, with the proposed treaty amendments to be finalised at a later stage.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Governance

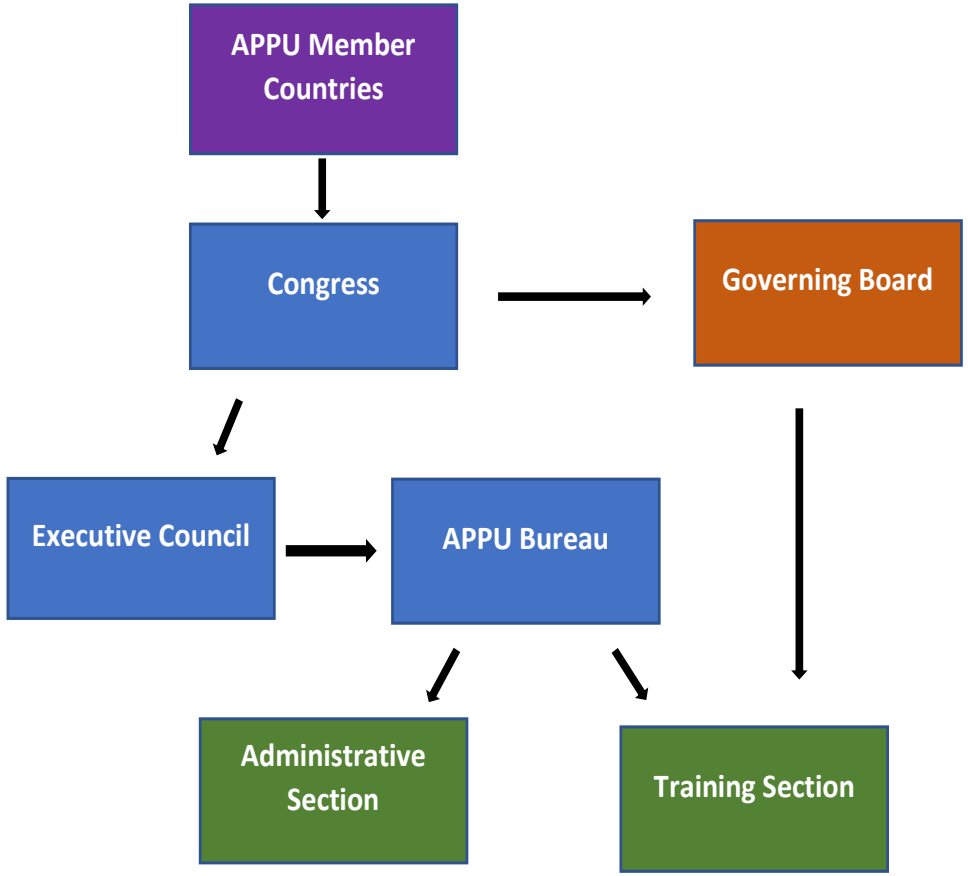
Policy position paper: Governance: Background

- GR Article 111, § 3 – Director (SG) is an observer at GB (drafted 1975)
- GR Article 111, § 8 – Director (SG) is the Secretary of the GB (drafted 2000)
  - Is this a simple error? – or could it be linked to this…
- GR Article 111, § 1 - The responsibility for administering the training section shall be entrusted to a Governing Board (that is responsible to Congress) (drafted 1975)
- GR Article 108, § 1 - The direction of the Bureau (i.e., the Administrative Section and the Training Section) is entrusted to a Director (who reports to the EC) (drafted 2000)
  - This looks unusual … the training section being administered by the GB (Congress), but directed by the Director (EC)

Policy position paper: Governance: Background

This is a diagram of the situation

(From material reviewed, the organisation structure is unique to APPU)



Policy position paper: Governance: Background

- So, what has happened?
- In one sentence – when the administrative section and the training section merged on 1 January 2002, not all formalities could be completed. What does this mean? It means that we may have to finish the work started in the 1990s
- In fact, the 1999 EC approved revised wording for the Gen Regs reflecting the change in structure, responsibilities and reporting; but the 2000 Tehran Congress only adopted the amendments relating to financial management of the Training Section. The proposal approved by the 1999 EC follows …

Article 111 Governing Board of the Asian-Pacific Postal Training Centre	Article 111 (Deleted)
1. (Deleted)	1. (Deleted)
2. (Deleted)	2. (Deleted)
(A) To determine rules for the administration of the Asian-Pacific Postal Training Centre;	(A) (Deleted)
(B) To direct the general training policy of the Centre;	(B) (Transfer to Article 106, paragraph 9 (J))
(C) To approve and supervise the budget of the Centre;	(C) (Transfer to Article 106, paragraph 9 (K))
(D) To appoint the managerial and teaching staff of the Centre; and	(D) (Transfer to Article 106, paragraph 9 (L))
(E) To establish the scales of salaries and conditions of service for the Centre's managerial, teaching and administrative staff.	(E) (Transfer to Article 106, paragraph 9 (M))
3. (Deleted)	3. (Deleted)
4. (Deleted)	4. (Deleted)
5. (Deleted)	5. (Deleted)
6. (Deleted)	6. (Deleted)
7. (Deleted)	7. (Deleted)
8. (Deleted)	8. (Deleted)
9. (Deleted)	9. (Deleted)
(Deleted)	10. (Deleted)
1. (Deleted)	11. (Deleted)
12. The budget of the Asian-Pacific Postal Training Centre is separate from the budget of the Union and shall be financed in principle by participating countries in direct proportion to their use of the Centre and by voluntary contributions of the other countries or organizations of the Union.	12. (Transfer to Article 117, paragraph 1)
13. Contributions shall be paid to the Centre by 31 January of the year to which they pertain.	13. (Transfer to Article 117, paragraph 6)
14. To cover shortfalls in financing, a Reserve Fund shall be established, the amount of which shall be fixed by the Governing Board. This Fund shall be maintained primarily from budget surpluses. It may also be used to balance the budget or to reduce the amount of participating countries' contributions.	14. (Transfer to Article 117, paragraph 7)
15. As regards temporary financing shortfalls the host country of the Centre will advance to the Governing Board the Funds necessary to ensure the operation of the Centre provided that it is guaranteed reimbursement by the country concerned. The funds shall not exceed the limit of the Centre's budget.	15. (Transfer to Article 117, paragraph 8)
16. Where funds are advanced by the host country of the Centre, the postal administration of each	16. (Transfer to Article 117, paragraph 9)

Policy position paper: Governance: Background

- So, again, what happened?
- In 2000-2002 there were some formalities to complete for the Bureau to have privileges, immunities and legal recognition – we think this may have resulted in the Director and the GB both having responsibility for the Training Section – as an interim arrangement - until the legal relationship between the APPU and Thai Government was completed
- **Note** – we don't have to make a decision on the what the Bureau manages - that decision was made by the 2000 Tehran Congress – we just have to complete the implementation of that decision.

Policy position paper: Governance: Observation

- Putting to one side knowledge of what happens day-to-day in the Bureau – how the office operates etc. – the Acts are not tidy, they do not set out a good management practice
- The Bureau is under the control of the Director – this really means that we should complete the implementation of the decision from the 2000 Tehran Congress and remove the GB and Congress from the governance line for the Training Section
- In other words, the Acts should reflect the merging of the two sections to form the Bureau as agreed in 2000

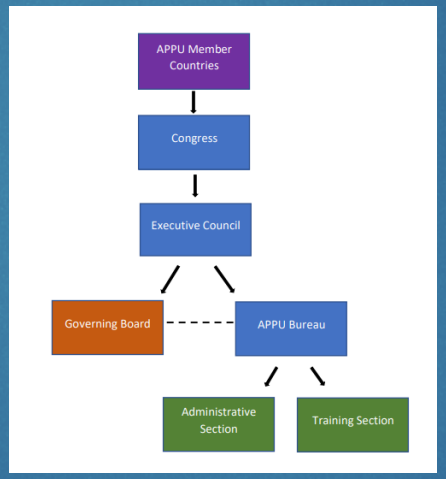
Policy position paper: Governance: Ongoing need for higher-role entity

- **However, correcting the governance line should not mean we remove the GB.**
- The GB has an undocumented role as a forum for a group of very important stakeholders (the people who fund the training). These stakeholders should continue to play a role in the activities of the Training Section but with an upgraded purpose and a more active reporting arrangement. For this group, membership of a GB means it is an audience that is updated regularly by the Bureau on how funding is spent, and other relevant financial matters, key business and personnel decisions etc. This enables these stakeholders:
  - To offer input into training strategy / policy / activities, and to comment on direction and proposals
  - To be able to report to home-base on how funding is being used, and to advocate for funding to continue
  - To continue to be involved in the business they have built

Policy position paper: Governance: Recommendations

Recommendation

- 1. That the treaties be updated to complete the governance changes agreed and initiated by the 2000 Tehran Congress. This would mean the role of the Governing Board being more clearly described as reporting to the Executive Council, but not operating outside of the Executive Council (i.e. the Governing Board should not 'bypass' the Executive Council or Congress), as this does not represent good practice, nor does it reflect what currently happens regarding operational management. Clearer arrangements, aligned with the 2000 Tehran Congress' intention for the Governing Board could be represented as:



- 2. That the Reform Working Group, with the support of the Reform Consultant, submit texts that retain the Governing Board in a redefined role and that emphasise the importance and value of the Governing Board vis-à-vis the special position that training holds in the Union. Draft texts are provided at Appendix. Impacts of treaty changes proposed through other policy position papers, e.g. *Organs* and *Bureau* to amend the wording of Article 12 of the Constitution will be considered.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Budget

Policy position paper: Budget: Background

- Budget = Administrative Section, funded by member contributions
- We looked at APPU and four other organisations
  - Examined ten different features for each organisation (e.g., setting expenditure ceiling for cycle, scope to exceed budget level, reserve funds, sanctions, etc)
- Apart from sanctions for non-payment of contributions, the **APPU budget provisions match up quite well with the other organisations**. (Sanctions is being dealt with by the Joint Sub-Committee reviewing the financial contributions system.)

Policy position paper: Budget: Background

- There are only two matters requiring attention

<u>Budget ceiling in Acts</u>

- Article 117, § 1 specifies a budget ceiling for a Congress cycle – current text is
  - *Expenditure ceiling for the administrative section is set at 80,000 US dollars per annum.*
- Unfortunately, because Acts were last revised in 2000, it means that the annual budget ceiling is still 80,000 USD. This raises three issues:
  1. The 80,000 USD figure needs to be updated (at 2026 Congress).
  2. APPU has operated significantly above the budget ceiling since 2009.
  3. We have operated above the ceiling since 2009 by relying on a provision that was not intended to be used as we have used it.

Policy position paper: Budget: Background

Operating significantly above budget ceiling since 2009

Year	Budget Ceiling (GR 117.1)	Actual Budget (USD)	Variation Between Actual Budget and Ceiling ($)	Budget v Ceiling as % (e.g., 2017 budget is 107% more than ceiling)
2009	80,000	102,600	22,600	28%
2010	80,000	102,600	22,600	28%
2011	80,000	115,500	35,500	44%
2012	80,000	115,500	35,500	44%
2013	80,000	115,500	35,500	44%
2014	80,000	142,450	62,450	78%
2015	80,000	142,450	62,450	78%
2016	80,000	150,150	70,150	88%
2017	80,000	165,550	85,550	107%
2018	80,000	204,050	124,050	155%
2019	80,000	204,050	124,050	155%
2020	80,000	204,050	124,050	155%
2021	80,000	209,350	129,350	162%
2022	80,000	209,350	129,350	162%
2023	80,000	209,350	129,350	162%
2024	80,000	209,350	129,350	162%

Policy position paper: Budget: Background

Reliance on incorrect provision to operate above ceiling since 2009

- Article 117, § 5 says:

*The limits laid down in paragraph 1 may be exceeded to enable the recruitment of personnel or otherwise to provide for the efficient operation of the **administrative section**, if a majority of the member-countries of the Union agrees.*

- § 5 was introduced (1981) as an alignment with the UPU process. The matter is explained in the annotated (APPU) Acts:

"Following a study undertaken by the Executive Council, the 1981 Yogyakarta Congress introduced scope for the annual budget ceiling to be exceeded where it was necessary to recruit personnel to meet specific needs of the Union."

- The budgets since 2009 have not been exceeded solely for personnel recruitment. It is simply because the level in Article 117 has been inadequate – and the solution was to amend the Acts (not use Article 117, § 5)
- This is simply a situation of not updating the Acts and not knowing the origin and purpose of § 5 (i.e., when it can be legitimately used). Significantly, the budget ceiling exists to focus the Union on prioritising its activity, budgeting for activities, and managing the business to stay within the budget ceiling. The 2000 budget ceiling does not play a part in this approach any more.

Policy position paper: Budget: Background

<u>Move operational detail from Acts into APPU Financial Regulations</u>

- Article 117, § 2 contains budget preparation detail that other organisations do not prescribe in Acts. APPU text is:

*The **Bureau** shall prepare, at least two months before the end of each calendar year, an estimate of the budget **of the administrative section** for the following year covering the period from 1 January to 31 December, containing detailed data of its estimated expenditure and receipts as compared with the figures of the preceding budget and the previous final account. It shall submit this budget estimate to the Executive Council, or to Congress when it convenes, for approval. Pending such approval, the **Bureau** shall function within the limits of the budgetary figures of the preceding year.*

- Apart from possibly being out-of-date, it is not a Treaty provision in other organisations.

Policy position paper: Budget: Recommendations

That the Reform Working Group, supported by the Reform Consultant, develop updated treaty wording to:

1. Revise detail in the General Regulations Article 117 in line with the identified issues above, including considering:

    a. the potential for APPU Congress to specify an expenditure ceiling for the inter-Congresses period via a Resolution (thus not requiring the Acts to be amended at each Congress when the ceiling is reviewed).

    b. Simplifying the process for preparing the budget and submitting it for approval and where possible moving detail to the APPU Financial Regulations.

    c. Amending the timeline for preparing and submitting the budget.

    d. Removing the final sentence of Article 117 (2).

2. Where possible, move budget-related aspects from the Constitution and General Regulations to the APPU Financial Regulations. (As with Item 1 above, this would further minimise the need to amend the Acts when operational aspects need to be changed.)

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Papers: Attendance, Quorum, Discussion, Voting, Decisions

Policy position paper: Procedural Matters:

Attendance, Quorum, Discussion, Voting, Decisions

- Very complex area – procedural matters
- Three Position Papers (originally scheduled for):
  - Discussion Quorum (19 May) – no policy decisions
  - Voting Quorum for Decisions (19 May) – no policy decisions
  - Online Participation (27 May) – policy discussion (not decisions)
- Very difficult area to navigate – even the IB sometimes refers to documentation when asked a question on quorums, approval majorities.
- Looked at five organisations – one or two are clear in some parts. APPU is the hardest to follow for clarity, completeness, consistency
- What are we talking about?

Policy position papers: Procedural Matters: "Quorum +" Attendance, Quorum, Discussion, Voting, Decisions

You won't see this chart on the internet!

After many, many hours we worked out that this is what we are talking about.

If you are ever asked a question about "Quorum +", take control and clarify what the question relates to

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	**Voting Quorum**	How many members need to be present for a vote to be valid.
4	**Approval Majority**	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Attendance, Quorum, Discussion, Voting, Decisions

What our documents cover

Policy Position: Discussion Quorum
Policy Position: Voting Quorum for Decisions

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	**Voting Quorum**	How many members need to be present for a vote to be valid.
4	**Approval Majority**	How many votes in favour of a proposal are necessary for it to be adopted.

What you have to keep in the back of your mind!

Each of these steps can have a reference back to "Minimum Attendance Level"

Policy position paper: Procedural Matters: Minimum Attendance Level - 1

Treaty bodies (Congress)

Common practice is one mandatory requirement i.e.,

- **a Congress must be held regularly; but**
- **there is no minimum number of members required for the Congress to be held.**

- **APPU has two mandatory requirements:**
  - **a Congress must be held regularly (Gen Regs 105.1)**
  - **the majority of the member countries of the Union shall be present for the opening of meetings and for voting (RoPC 9)**
- **Proposed RWG position: make it clear in the RoPC that there is no minimum number of members required for a Congress to proceed**

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	Discussion Quorum	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Minimum Attendance Level - 2

Less-than-Treaty bodies (CA / POC / EC)

- **Common practice is to specify the minimum attendance in the provision " … discussions shall not be valid unless at least half of the members are present who have the right to vote … " (for APPU the common practice provision would mean 16 members need to be present to achieve the minimum attendance level)**
- **APPU is generally in line with this – we say "The EC comprises all the member-countries of the Union with a quorum of the majority" (Gen Regs 106.1). This means that the minimum attendance level for APPU EC is 17.**
- **Proposed RWG position:**
  - **note the general alignment with common practice**
  - **make minor modification to RoPEC to change "majority" to "at least half"**

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	Discussion Quorum	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Discussion Quorum - 1

Treaty bodies (Congress)

- **Common practice is "the quorum necessary for the opening of meetings shall be half the member countries represented having the right to vote" (for APPU this means if 20 attend then the discussion quorum is 10)**
- **APPU is not in line with this i.e., our quorum is a majority of the member countries of the Union to be present for a meeting session to proceed (i.e., for discussion to start) – meaning if 20 attend then the discussion quorum is 17.**
- **Proposed RWG position: align with common practice (i.e., amend RoPC) that the quorum for a Congress session to open (i.e., discussion to start) is half the member countries represented having the right to vote**

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Discussion Quorum - 2

Less-than-Treaty bodies (CA / POC / EC)

- **Common practice is to specify the quorum necessary for a meeting to proceed in the provision " … discussions shall not be valid unless at least half of the members are present who have the right to vote … " (for APPU the common practice provision would mean 16 members need to be present to achieve the discussion quorum)**
- **APPU is generally in line with this – we say "The deliberations are valid only if the Council gathers at least a majority of its members." (RoPEC 12) This means that the discussion quorum for APPU EC is 17.**
- **Proposed RWG position:**
  - **note general alignment with common practice**
  - **make minor modification to RoPEC to change "majority" to "at least half"**

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Discussion Quorum - 3

Less-than-Treaty bodies (APPU EC) – possible issue

- APPU has two references to quorum
  - Gen Regs 106.1 - "The EC comprises all the member-countries of the Union with a quorum of the majority"
  - RoPEC 12 - "The deliberations are valid only if the Council gathers at least a majority of its members."
- RoPEC 12 is clearly a discussion quorum provision.
- Gen Regs 106.1 could be both a minimum attendance level provision and a discussion quorum provision – it is not clear which it is and if there is duplication with the RoPEC
- Proposed RWG position:
  - resolve any duplication between 106.1 and RoPEC so that provisions are consistent for Treaty and less-than-Treaty meetings

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Voting Quorum for Decisions - 1

- **This has been the most difficult part of the RWG work in the last 12 months – how could the APPU become so inconsistent in its voting and decisions rules?**
- **In the 1960s and 1970s, APPU was a mirror-image of UPU, with logical and consistent provisions**
- **In the Reform work, a lot of time has been spent on confirming that the position was actually as it appeared to be and, if so, how it happened.**
- **We have confirmed the situation, we have confirmed how it happened, we have been able to identify amendments for all the important procedures. There are some second-level editorial-type issues that will follow closer to the 2026 Congress.**

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Voting Quorum for Decisions - 3

- **We looked at 45 different voting situations across five organisations to ensure the review focused on current practices and covered the range of voting and decisions events in the APPU**
- **Some organisations were clearer than others. All, however, appeared to present a picture of the rules being amended at different times by different people. As a result, consistency and precision of wording varied. Perhaps the biggest issue that affected voting and decisions was the various provisions not being consolidated.**

The Four Procedural Steps For "Quorum +"		
Line	**Procedural Step**	**What Does the "Procedural Step" Mean?**
1	**Minimum attendance level**	What is the minimum number of members required so that an event can be held?
2	**Discussion Quorum**	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.
3	Voting Quorum	How many members need to be present for a vote to be valid.
4	Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.

Policy position paper: Procedural Matters: Voting Quorum for Decisions - 4

- **We looked at:**
  - **7 voting events for Congress**
  - **4 voting events for EC**
  - **There are a further 4 voting events for matters raised between Congresses. These are not addressed in this part of the RWG work – they will be dealt with elsewhere.**
- **Apart from one major issue, the other areas requiring attention revolve around clarity, precision and updating. That said, clarity and precision are significant aspects when dealing with quorums and approval majorities**

Voting Quorum		
What Does the "Procedural Step" Mean?	**Meeting**	**Decision Area**
How many members need to be present for a vote to be valid.	At Congress when voting on …	Constitution
		General Regulations
		Convention (= APPU Gen Regs Chapter V)
		Reservations
		RoPoC
		Proposal of a general nature (not amending the Acts)
		Procedural matter
		Any other proposal
	At EC when voting on …	RoPoEC
		Proposal of a general nature
		Procedural matter
		Any other proposal

Policy position paper: Procedural Matters: Voting Quorum for Decisions - 5

Voting Quorum			
What Does the "Procedural Step" Mean?	**Meeting**	**Decision Area**	
How many members need to be present for a vote to be valid.	At Congress when voting on …	Constitution	**Quorum inconsistent with common practice requiring amendment to RoPC. In the case of voting on amendments to the General Regulations, an amendment to Gen Regs 123.1 is necessary.**
		General Regulations	
		Convention (= APPU Gen Regs Chapter V)	
		Reservations	
		RoPoC	
		Proposal of a general nature (not amending the Acts)	
		Procedural matter	
		Any other proposal	
	At EC when voting on …	RoPoEC	
		Proposal of a general nature	
		Procedural matter	
		Any other proposal	

Policy position paper: Procedural Matters: Voting Quorum for Decisions - 6

Approval Majority			
What Does the "Procedural Step" Mean?	**Meeting**	**Decision Area**	
How many votes in favour of a proposal are necessary for it to be adopted.	Congress	Constitution	**OK but editorial update necessary in RoPC**
		General Regulations	
		Convention (= APPU Gen Regs Chapter V)	
		Final Protocol	
		RoPoC	
		Proposal of a general nature (not amending the Acts)	**No majority specified - amendment to RoPC necessary**
		Procedural matter	
		Any other proposal	
	EC	RoP	**OK but editorial update necessary to RoPEC**
		Proposal of a general nature	
		Procedural matter	
		Any other proposal	

Policy position paper: Procedural Matters: Voting Quorum for Decisions – 7: Recommendations

That the Reform Working Group, with support from the Reform Consultant, continue to work towards:

1. Updating the voting quorums (in Treaty and less-than-Treaty documents), including by undertaking further work to confirm whether the recommended solutions in Table 1 are the best course of action, and
2. Producing a short reference table and uploading to the APPU documents portal for easy access (a potential model is at Attachment C and will be finalised through the Reform Working Group).

Note: most of the changes identified in the Quorums documentation can be done at the 2026 Congress i.e., it does not involve amendment of the Treaties.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Credentials and Proxies

Policy position paper: Credentials and Proxies: Background – Congress - 1

- Credentials establish the status of a representative or delegation to a meeting
- Proxy authorises one member to act on behalf of another
- Credentials – not mentioned in Acts; proxy – not mentioned in Acts
  - “Representative” is used in Const and Gen Regs
  - “Plenipotentiary” is used in Const
- Congress RoP mention credentials and proxies

Policy position paper: Credentials and Proxies: Background – Congress - 2

- UPU (in an annotation) makes a distinction between:
  - a representative empowered to negotiate and sign (= a plenipotentiary); versus
  - a representative empowered only to negotiate (= a delegate)
- UPU also (in an annotation) does not classify attached officials as representatives
- Not clear if APPU has the same variations of meaning for “representative” (i.e., “plenipotentiary” / “delegate” / “attached official”)

Policy position paper: Credentials and Proxies: Background – Congress - 3

- Not easy to find where key information and provisions are in documentation (APPU or UPU)
  - Credentials and proxies have high-level principles in the Acts
  - The details are in the Congress RoP
- Two actions would be of assistance to members
  - Simple cross-reference in the Acts (that the operational details on credentials and proxies are in the Congress RoP)
  - Short explanatory note on the location and coverage of information / provisions for credentials and proxies

Policy position paper: Credentials and Proxies: Background – EC - 1

- Credentials and proxies do not apply at EC meetings
- References in documentation are:
  - Gen Regs 106.8 – “Member-countries shall be represented … by qualified postal officials”
  - EC RoP 2.2 – “Member-countries are represented … by qualified postal officials … ”
- “Qualified postal official”
  - There is no definition of what is a “qualified postal official”
  - UPU – up to 2016 used to refer to:
    - CA delegates – “Each member of the CA shall appoint its representative who shall be competent in postal matters”
    - POC delegates – ““Each member of the POC shall appoint its representative, who shall have responsibility for delivering services mentioned in the Acts of the Union”
  - UPU – from 2016 “Each member of the CA / POC shall appoint its representative”
- APPU could follow the UPU model

Policy position paper: Credentials and Proxies: Recommendations - 1

1. Definition of “representative”

It is unclear how the APPU defines “representative” and whether it is intentionally the same as the definition in the UPU. The current text indicates that the definition is the same in both organisations. However, it is possible that the APPU is not aware of the definition that the UPU uses.

This issue is based on the text of annotations and would not require amending the Act.

It is recommended that the Reform Consultant review the definition of “representative” with appropriate legal resources and report back to the APPU/UPU Reform Working Group to confirm and progress a solution.

Policy position paper: Credentials and Proxies: Recommendations - 2

2. Alignment of less-than-Treaty meeting representation

The UPU has updated its provisions on representation at CA and POC. The APPU provision for representation at its Executive Council meetings contains an additional caveat regarding ‘qualified postal officials’ without specifying what this means.

It is recommended that General Regulations Article 106, ‘Composition, functioning and meetings of the Executive Council’, paragraph 8 be amended in line with the UPU amendments made in 2016, which would also remove reference to ‘qualified postal officials’. Potential wording could include:

8. ~~Member countries shall be represented at meetings of the Council by qualified postal officials.~~

Each member of the Executive Council shall appoint its representative(s).

Policy position paper: Credentials and Proxies: Recommendations - 3 and 4

3. Recognition of the role of the RoPC in credentials and proxies

Currently, the Acts set out the principles for credentials and proxies in brief, high-level statements. Then the RoPC specify significant detail for the form and scope of credentials and proxies. Cross-referencing the RoPC in the Treaties could assist APPU member countries to understand expectations.

4. Produce a short explanatory document on the location and coverage of the various provisions on credentials and proxies

This would ensure APPU member countries can fulfil their obligations. It is recommended the Reform Consultant develop this with input from the Reform Working Group.

Final wording of treaty changes will be confirmed.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Treaty Meetings

Policy position paper: Purpose, Frequency, Attendees – Treaty Meetings (Congress): Background - 1

- APPU and four other organisations studied
  - One gap
  - Five observations

Policy position paper: Purpose, Frequency, Attendees – Treaty Meetings (Congress): Background - 2

Gap

- Line 1 - APPU Congress does not have a stated high-level purpose (such as setting strategy, objectives, action plans)

Policy position paper: Purpose, Frequency, Attendees – Treaty Meetings (Congress): Background - 3

Observations

- Line 3 – budget-setting – dealt with in Budget Policy Position
- Line 5 – GB report – linked to Governance Policy Position – dealt with there
- Line 6 – two organisations inform / approve high-level external agreements at their Congresses. APPU uses EC for information / approval, but unclear which situations it is used for
- Line 9 – two organisations can suspend membership for arrears in contributions. No APPU provision (under action)
- Line 10 – one organisation (APT) can use its Congress to dissolve the organisation

Policy position paper: Purpose, Frequency, Attendees – Treaty Meetings (Congress): Background - 4

- Congress should set a strategy to ensure APPU activities (to the extent that budget / resourcing allow) align with members' needs and interests

- Dissolving an organisation – initial research on intergovernmental agencies provides no information on organisations that have such a mechanism (apart from APT). It may be worth further investigation.
  - APP has a "Winding-Up" clause (dissolution) – financially based

Policy position paper: Purpose, Frequency, Attendees – Treaty Meetings (Congress): Recommendation - 1

It is recommended that General Regulations Article 105, paragraph 1 be amended as follows.

1. The representatives of the member-countries of the Union meet in Congress not later than two years after the holding of each Universal Postal Congress in order to:
   (a) set priorities for Union activities during the ensuing period and agree resourcing;
   (b) adopt the Union's strategy;
   (c) approve the draft quadrennial Union business plan to achieve the strategy;
   (d) revise the Acts of the Union, if necessary; and
   (e) /… / consider, as necessary, other postal problems of common interest to the member-countries.

Policy position paper: Purpose, Frequency, Attendees – Treaty Meetings (Congress): Recommendation - 2

Secondly, it is recommended that the Reform Consultant examine the usefulness of the inclusion in the APPU Treaties of a ‘winding up’ clause, similar to that of the APT, and report back to the Reform Working Group. Such a clause may then be developed for inclusion in the APPU Treaties.

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Less-than-Treaty Meetings

Policy position paper: Purpose, Frequency, Attendees – Less-Than-Treaty Meetings (EC): Background - 1

- APPU and three other organisations studied (plus a PUASP subsidiary body)
  - Only UPU CA information was tidy and well-organised
  - UPU CA and PUASP were very detailed – not recommended for APPU
- APPU may wish to consider some UPU CA and PUASP tasks and duties for its own schedule (of tasks and duties)
  - However, to avoid Treaty amendment, only high-level statements should be included in Gen Regs
  - Detailed information on tasks and duties should be included in a less-than-Treaty document e.g., “Detailed Responsibilities of the EC (as approved by Congress)”

Policy position paper: Purpose, Frequency, Attendees – Less-Than-Treaty Meetings (EC): Background - 2

Two specific gaps

- Line 11 – Strategy and Plan
  - Same gap as identified in Treaty meetings assessment
  - No action can be taken at this point – requires the Union to develop strategy and plan
- Line 29 – Training
  - Subject to outcome of Governance Policy Position, this may be an EC responsibility

Policy position paper: Purpose, Frequency, Attendees – Less-Than-Treaty Meetings (EC): Recommendation

1. Placeholder texts be drafted for “Strategy and Plan” and “Training” as areas of EC activity pending the approval of the *Purpose, Frequency and Attendees of Treaty meetings* and *Governance* Position Papers.
2. 2. A drafting exercise be done to reorganise current and potential provisions into Treaty and less-than-Treaty material.

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Observers

Observers: Background

- Extensive study undertaken 2017-2022
- Proposal amending the Acts drafted for 2022 Congress
- Due to issues for some members regarding amendments to the Acts, a temporary solution was implemented i.e., Decision C 3/2022 which sets out a consolidated, updated, harmonised version of current and new provisions
- In conjunction with C 3/2022, Resolution C 1/2022 (“Adoption of decisions and recommendations submitted to the 2022 APPU Congress”) advised:
  - “ … that any matters dealt with by the 2022 Congress using an alternative to amending the Acts of the Union, will be fully considered at the 2026 Congress to ensure the complete legitimacy of the Acts of the Union.”
- Accordingly, as “Observers” was dealt with in 2022 using an alternative to amending the Acts, it should now be submitted for full consideration by the 2026 Congress to replace the various references in the Acts that are inconsistent, confusing and generally difficult to understand. The proposed text also sets out processes and criteria to ensure this important part of the Union’s business is managed consistently, uniformly and objectively.

Observers: the proposal

§ 1 – current provision

§ 2 – consolidation of existing Observers

§ 3 – current and new text.

- Harmonises approval majority required
- New provision specifying capacity in which an observer is invited

§ 4 – clarification of a problem area – one meeting only per invitation unless EC issues a standing invitation

§ 5 – current provision

§ 6 – current provision

§ 7 – new provision – follows UPU by allowing some scope for ad hoc observers to be invited

Observers: Recommendation

1. Amend the General Regulations to include the text of Decision C3/2022.

ASIAN-PACIFIC POSTAL UNION

Agenda item 4

Review of Governing Documentation and Workplan

Policy Position Paper: Online Participation

Policy position paper: Online Participation: Background - 1

- Online participation (livestreaming) took place for:
  - 2022 Bangkok Congress (speak, vote (in open voting that uses official system), included in quorum for Plenary sessions)
  - 2023 Bangkok EC (speak only)
  - 2024 Siem Reap EC (speak only)
- Enabled through temporary amendments to Congress and EC RoP.
- The Bureau issued a survey of APPU member countries in 2024 regarding these experiences.
  - 10 respondent countries

Policy position paper: Online Participation: Background - 3

APPU experience 2022-2024 - positives

- Limited online participation was very beneficial provided there was balance between increased access and maintaining the benefits of in-person meetings
- Online achieved greater participation, opened the Union up to people who simply would not otherwise attend, helped the online audience understand how the meetings operate and how matters are discussed

APPU experience 2022-2024 - challenges and concerns

- Technical – connectivity and quality of streaming
- Time zones and hours of working
- System security, verification of attendance, providing a secure voting platform
- Reduced in-person engagement, inability to have side-discussions and events

Policy position paper: Online Participation: Background - 4

APPU experience 2022-2024 – current view

- There are potential issues in online participation
- APPU needs to have the right arrangements / rules to achieve the balance between increased access and the undoubted value of well-attended in-person meetings
- Physical attendance should continue as the main participation method
  - Enhances productivity, effectiveness, engagement, operating in same time zone
  - Makes it worthwhile for
    - Host country in terms of cost and effort involved
    - Attendees in terms of ensuring a good number of people to engage with
- There is an expectation that online participation will continue

Policy position paper: Online Participation: Background - 2

- Three main considerations for APPU:
  - That online participation can occur
  - The conditions under which it operates
  - How “authority” is managed e.g., voting
- What others do
  - UPU
    - Permits speaking, non-secret voting
    - Uses RoP to enable participation (Congress, CA, POC)
  - PUASP
    - Treaty amendments to permit online participation in all meetings – but on a case-by-case basis i.e., not automatic
  - PAPU and APT
    - No information found

Policy position paper: Online Participation: Background - 5

Proposal

- Continue with online participation under a strict interpretation of APPU Treaties regarding quorum, voting and proxies
- Physical attendance should continue to be prioritised

Policy position paper: Online Participation: Recommendations

It is recommended that

1. The APPU continues to maintain physical attendance as the primary method of attendance for the EC and Congress meetings.
2. APPU EC and Congresses are facilitated as hybrid meetings, with online participation at the EC and Congress available for delegates, noting online participants could not:

   o Count for quorum at the Executive Council or the Congress,

   o Provide a proxy to a member physically present other than in certain circumstances, or

   o Vote, including for open and secret votes.

3. The following tasks are implemented to enable this to occur:

   o The APPU less-than-Treaty documents are amended to acknowledge the existence and status of online participation as an available option at APPU Congresses and Executive Council meetings.

   o A reference document is prepared and published on the documents portal to include a clear statement on the conditions for online participation and the processes and provisions involved.

ASIAN-PACIFIC
POSTAL
UNION

Agenda item 5

Any other business?