

EXECUTIVE COUNCIL 2025

REVIEW OF GOVERNING DOCUMENTATION AND WORKPLAN

(Document prepared by the APPU/UPU Reform Working Group)

1. Subject	References/ Paragraphs
<p>Informing the EC on:</p> <ul style="list-style-type: none"> - the progress of the review of governing documentation and archiving project - the current policy position recommendations for: <ul style="list-style-type: none"> - the Bureau position - the Organs position - the Governance position - the Budget position - the Discussion Quorum position - the Voting Quorum for Decisions position - the Credentials and Proxies position - the Treaty Meetings position - the Less-than-Treaty Meetings position - the Observers position - the Online Participation position - the proposed workplan for the APPU/UPU Reform Working Group and next steps 	<p>§ 2 – 4</p> <p>Addendum 1 Addendum 2 Addendum 3 Addendum 4 Addendum 5 Addendum 6 Addendum 7 Addendum 8 Addendum 9 Addendum 10 Addendum 11</p> <p>§ 5 – 6</p>
<p>2. Decision expected</p> <p>The EC is asked to:</p> <ul style="list-style-type: none"> - note the progress of the review of governing documentation and archiving project - note the Bureau position - note the Organs position - note the Governance position - note the Budget position - note the Discussion Quorum position - note the Voting Quorum for Decisions position - note the Credentials and Proxies position - note the Treaty Meetings position - note the Less-than-Treaty Meetings position - note the Observers position - note the Online Participation position - endorse the proposed workplan for the APPU/UPU Reform Working Group and next steps 	<p>§ 2 – 4</p> <p>Addendum 1 Addendum 2 Addendum 3 Addendum 4 Addendum 5 Addendum 6 Addendum 7 Addendum 8 Addendum 9 Addendum 10 Addendum 11</p> <p>§ Decisions expected, 5 – 6</p>

1. Purpose of document

1.1 This document provides a progress report to the Asian-Pacific Postal Union (APPU) Executive Council (EC) on the work undertaken by the APPU/UPU Reform Working Group (RWG) concerning the review of governing documentation and archiving project, as agreed in EC 2023 Doc 13.1 at the 2023 EC. It presents several policy positions for noting at the 2025 EC.

1.2 The 2022 Congress agreed in Resolution C2/2022 to continue the review of APPU governing documentation in the 2022 – 2026 cycle, with Treaty changes to be adopted in 2026. Noting feedback from APPU member countries regarding their ability to adopt Treaty changes at the 2026 APPU Congress, this document also outlines a revised workplan for the completion of this work for the remainder of the Bangkok Cycle (2022 – 2026) and into the following cycle (2026 – 2030) and the next steps for the RWG.

2. Key background

2.1 The first detailed report to the EC on the review of governing documentation and archiving project was in EC 2023 Doc 13.3 and included information on the APPU documentation covered and the purpose of this project. Additional documents with details on the review of governing documentation and archiving project include:

- EC 2023 Doc 13.3 Add 1;
- EC 2023 Doc 13.5;
- EC 2024 Doc 13.1 Rev 1; and
- EC 2024 Doc 13.1.

2.2 The RWG is seeking to progress essential work to amend the APPU's Treaty documents, including the Constitution and General Regulations, and less-than-Treaty documents, including the Rules of Procedure of Congress, Rules of Procedure of EC and General Regulations of the Bureau. The APPU's Treaty documents were last updated in 2000 at the Tehran Congress, however this update inadvertently contributed to some problems within the Treaties e.g. the merger of the Bureau and the College was not completed as intended at the time. It is necessary that both the Treaties and Less-than-Treaty documents are amended to ensure the APPU has fit-for-purpose and accurate documentation. Reflecting the APPU's purpose and activities at a high level in the Treaties will provide the APPU a strong and clear basis from which to work collaboratively as a region on international post matters.

2.3 The 2023 EC endorsed a vision to guide the review of governing documentation work, which is discussed in EC 2023 Doc 13.1 and outlined in EC 2023 Doc 13.1 Add 1. The RWG has used this initial vision to guide the review of governing documentation and the development of policy positions. The 2024 EC adapted this approach to better reflect the work of the RWG and to ensure that the policy position papers were comprehensively captured and linkages between topics were identified.

2.4 There have been several disruptions to this work over the Bangkok Cycle given unforeseen

circumstances and resourcing constraints such as the 2023 UPU Extraordinary Congress and the 2025 APPU EC being held earlier than anticipated. Complex technical aspects that have required additional time and review by the RWG. APPU member countries have also noted their strong commitment to preparing for the 2025 UPU Congress and the workload they anticipate from progressing the updated UPU Treaties through their domestic scrutiny processes, following the September 2025 UPU Congress. All these factors have affected the ability of member countries to adopt any APPU Treaty changes in 2026 as a result of the Review of Governing Documentation.

2.5 Since the 2024 EC, it has become apparent that several APPU member countries experience time-consuming domestic processes to agree and ratify intergovernmental Treaties. Considerable resourcing is also required to undergo such processes to receive approval for these countries to be a signatory to Treaties, which can involve needing to translate resources into multiple languages and undertaking domestic consultation with multiple ministries. It has become apparent since the 2024 EC that the revised workplan that was agreed in EC 2024 Doc 13.3 will not be achievable for all APPU member countries to agree at the 2025 EC or progress at the 2026 Congress.

2.6 While several Treaty amendments are time-sensitive (e.g. to allow user-funded subsidiary bodies to allow the re-creation of the APP Coop as such), it is preferred by RWG members that all proposed 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 developed by the RWG seeks to present a comprehensive package of Treaty amendments that will ensure that the Treaties are fit-for-purpose and minimise the need for future amendments.

2.7 Given these considerations, a revised work plan is outlined and proposed in this document to continue this body of work into the next cycle (2026 – 2030). This will require the RWG to progress this work to ensure that agreement for the Treaty amendments can be achieved at an Extraordinary Congress during an Executive Council (2027, 2028 or 2029) or at the 2030 APPU Congress.

3. Archiving and annotated Acts of the Union

3.1 As outlined in EC 2023 Doc 13.1 Add 1, in the Tehran cycle it was identified that the APPU did not have a complete set of Acts of the Union and there was limited information on historical Union decisions (including treaty amendments). To resolve these issues, the RWG and particularly the Reform Consultant undertook to archive Union materials and develop a fully annotated set of the Acts of the Union.

3.2 The archiving required for the RWG to progress the review of governing documentation was completed by the 2023 EC meeting. Responsibility for finalising the archiving project was transferred to the Bureau and is now part of the broader Digital Library project of the APPU, which was agreed at the 2024 EC and is in the process of being established and available for use by member countries.

3.3 The 2024 EC approved the draft annotated Acts as the final versions and these will remain available

to the working groups of the Union, members and the Bureau as a shared resource.

4. Review of the Acts of the Union and policy positions

4.1 As outlined in EC 2023 Doc 13.5, as part of the Review of Governing Documentation, the RWG was tasked with developing policy positions and proposing solutions for endorsement by the membership at the 2024 EC, where nine policy position papers were endorsed. It was agreed at the 2024 EC that the 2025 EC would consider the remaining policy positions and the proposed solutions, as well as the proposed text of proposals, including the Treaty amendments.

4.2 The themes drafted for consideration include addressing the following topics:

1. Purpose and functions of the Union
2. Creation and maintenance of the Union
3. Cooperation
4. Structure of the Union
5. Organs
6. Treaty Meetings (Congress)
7. Less than Treaty Meetings (Executive Council)
8. Administration

4.3 The policy topics that the RWG has developed are shown below. The policy positions presented have been amended from those discussed at the 2024 EC to reflect a revised approach to better identify linkages with the themes and to minimise duplication. There have also been some changes to the names of the policy position papers developed for the 2025 EC to more accurately reflect the paper themes. The topics highlighted in green were agreed at the 2024 EC, and those in yellow will be presented at the 2025 EC. The topics in orange will require further consideration and development by the RWG.

Number of Papers	Topic
1	Objectives and Functions of the Union
2	Regional Representation
3	Centre of Excellence
4	Membership
5	Accession
6	Ratification
7	Reservations
8	Withdrawal
9	User-Funded Subsidiary Bodies
10	Bureau
11	Organs
12	Governance
13	Budget
14	Discussion Quorum
15	Voting Quorum for Decisions
16	Credentials and Proxies

17	Treaty Meetings
18	Observers
19	Online Participation
20	Wider Postal Sector Players

4.4 Nine policy position papers were agreed at the 2024 EC and 11 policy position papers are being presented for noting at the 2025 EC. There is still some work required on the policy position paper for Wider Postal Sector Players, which is being considered by an ad-hoc team within the RWG.

4.5 Draft proposed wording for the Treaty amendments discussed in the policy position papers has also been developed to collate the suggested changes and ensure that the recommendations are applicable throughout all of the APPU Treaty and less-than-Treaty documents. This draft wording demonstrates where proposed changes are expected to occur in the APPU Acts.

5. Workplan

5.1 It is necessary for the RWG to seek approval from APPU member countries to amend the APPU Treaties at an APPU Congress. The 2024 EC endorsed a workplan in EC 2024 Doc 13.3, which was drafted on the assumption that APPU member countries could adopt Treaty changes in 2026. Advice received from APPU member countries, and covered at a high level in paragraphs 2.4 to 2.6 above, indicates APPU member countries are unable to meet the timeframes for Treaty adoption in 2026.

5.2 It is essential that the RWG can confirm a clear and realistic pathway forwards so that member countries are able to agree the revised workplan to ensure that the APPU Treaties are amended as soon as possible. It is suggested that the RWG endorses a workplan at the 2026 Congress to ensure that Treaty amendments can be delivered by all member countries by consensus.

5.3 Following the 2026 Congress, an earlier option to consider Treaty amendment prior to the 2030 Congress is for the APPU to host an Extraordinary Congress alongside one of the EC meetings in the next cycle. This meeting could be in 2027, 2028 or 2029. This would be the first APPU Extraordinary Congress and would require approval by two-thirds of members.

5.4 To minimise impacts on APPU member countries, an Extraordinary Congress held to deal with Treaty amendments during a year when an Executive Council would normally occur (i.e. 2027, 2028 or 2029) could comprise one day, or two half-days, in addition to the Executive Council. If it is not possible for an Extraordinary Congress to occur, the next opportunity to agree amendments to the APPU Acts will be at the 2030 Congress.

5.5 Given these considerations, the below roadmap has been amended from what was agreed at the 2024 EC to reflect an updated timeframe for this work to be undertaken. Noting the RWG is likely to deliver final proposed Treaty amendments and wording to the 2026 APPU Congress, it is suggested that the 2026 Congress also agrees timing on adopting Treaty changes, such as through an Extraordinary Congress in 2027, 2028 or 2029, or seeking agreement at the 2030 Congress.

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.

5.7 This timing will provide sufficient time for the RWG, and broader APPU membership, to consider and discuss all policy position papers and the suggested Treaty amendments and specific wording. It will ensure that the Treaty amendments are correct, fit-for-purpose and comprehensive.

6. Next steps

6.1 The RWG will continue to progress the review of governing documentation and at the 2025 EC will seek the eleven policy position papers and draft proposed Treaty wording to be noted. The RWG will also seek EC endorsement to the development of a new workplan, which will be presented at the 2026 Congress with the aim that Treaty amendments are agreed in the next cycle.

6.2 The RWG will seek endorsement from member countries at the 2026 Congress to continue the RWG for the next cycle (2026 – 2030). The RWG will seek endorsement at the 2026 Congress that member countries are in a position to agree to the proposed Treaty amendments during the next cycle and will undergo necessary domestic processes required in advance to prevent any further delays to this work.

6.3 The complete package of policy positions and draft wording for the Treaty amendments will continue to be progressed and finalised by the RWG.

6.3 The RWG and the Reform Consultant will provide support to APPU member countries until such time that Treaty changes are adopted. It has been observed during this cycle that the APPU Treaties are difficult to understand by many APPU member countries, and the Reform Consultant’s role needs to change to include more briefings for APPU member countries to support them to undergo domestic Treaty processes. The planned contract amount may reduce in future years to reflect that the bulk of the work is completed and that briefings and support to APPU member countries should not be as time-consuming as the research, analysis and drafting to date has been. As such, the RWG proposes that the contract amount be reviewed annually and adjusted based on expected workload.

6.4 The archiving project will continue to be progressed by the Bureau as capacity allows.

ADDENDUM 1

TOPIC: BUREAU

Overview

The Acts of the Asian-Pacific Postal Union (APPU) list the Bureau as an organ of the Union.

The APPU Constitution Article 12 'Bureau', sets out the role, broad structure and host of the Bureau:

1. *The Bureau serves as a medium of liaison, information, inquiry and training for the member-countries of the Union.*
2. *The Bureau is composed of the administrative section and the training section.*
3. *The host country of the Bureau shall be determined by Congress, or in exceptional circumstances by the Executive Council. In principle, that country shall remain as the host of the Bureau for at least five years¹.*

The APPU General Regulations provide more detail on the Bureau, including:

- Article 107 'Bureau' (focuses on the Director of the Bureau),
- Article 108 'Organisation and staff of the Bureau' (also focuses on the Director of the Bureau),
- Article 109 'Functions of the Bureau',
- Article 110 'Publications of the Bureau', and
- Article 111 'Governing Board of the training section of the Bureau'.

There are also references to the Bureau across other Articles, however Articles 107, 108 and 109 are the most relevant and are further discussed here.

Article 109 'Functions of the Bureau', paragraph 6, sentence 1 sets out in further detail part of the role of the Bureau:

6. *The Bureau provides training facilities and advisory services in the training section to improve postal services within Asia and the Pacific.*

Article 107 'Bureau', paragraph 5 sets out the governance of the Bureau:

5. *The Bureau is under the general supervision of the Executive Council and its financial accounts are audited by the competent authority of the country where the bureau is situated.*

Article 108 'Organisation and staff of the Bureau', paragraph 1:

1. *The direction of the Bureau is entrusted to a Director ...*

Article 109 'Functions of the Bureau', paragraph 6, sentence 2:

6. *... This training section shall be administered by a Governing Board whose composition, purpose and functions are prescribed in Article 111.*

Article 107 'Bureau', paragraph 1 addresses staffing:

1. *The Bureau is composed of a Director and such other staff as the Union may require.*

¹ This is linked to the period between Congresses. When the Acts were last reviewed in 2000, this was five years. Since then, Congresses have been held every four years.

What have others done on this issue?

Universal Postal Union (UPU)

The UPU has several articles that discuss the role of the International Bureau (IB). Article 19 describes the 'International Bureau' in the UPU Constitution as:

A central office operating at the seat of the Union under the title of the International Bureau of the Universal Postal Union, directed by a Director General and placed under the control of the Council of Administration, shall serve as an organ of execution, support, liaison, information and consultation.

An additional reference is in the UPU General Regulations, Article 130 'General remarks':

The secretariat of the Union's bodies and the Consultative Committee shall be provided by the International Bureau under the responsibility of the Director General.

The UPU takes the approach of expressing the role of the IB through references to tasks the IB is required to undertake. The Director General has a list of specified duties but not the IB, which is expected to assist the Director General in carrying out these duties.

In relation to governance of the IB and its staff, the UPU General Regulations, Article 128 'Duties of the Director General', paragraph 2 states:

The Director General shall organize, administer and direct the International Bureau.

The Council of Administration (CA)'s governance role is reflected in UPU General Regulations, Article 107 'Functions of the CA', paragraph 1.8, which states:

The CA creates or abolishes International Bureau posts financed by the regular budget, taking into account the restrictions imposed by the expenditure ceiling fixed.

Pan African Postal Union

In relation to the role of the secretariat, the Pan African Postal Union (PAPU) Convention, Article 13 'General Secretariat', paragraph 1, sentence 1 states:

The General Secretariat is the executive body of the Union.

Paragraph 3 of this Article notes:

The Secretary General shall report to the Council and the Conference.

In relation to staffing, the Detailed Regulations, Article 8 'Special Provisions', paragraph 5 states:

The Secretary General and the Assistant Secretary General shall be assisted by other professional staff appointed based on the needs of the Union.

In addition, the Detailed Regulations, Article 9 'Functions of the Secretary General', paragraph 10 states:

The Secretary General shall ... appoint the other staff of the Secretariat in consultation with the Council.

The duties of the leadership team, and the secretariat, of PAPU are incorporated into less-than-treaty level documents, with reference to this in the treaties.

Postal Union of the Americas, Spain and Portugal

In relation to the role of the secretariat, the Postal Union of the Americas, Spain and Portugal (PUASP) Constitution Article 17 'General Secretariat', paragraph 1 notes:

The General Secretariat, Operating under the supervision of the Council, is the Union's permanent working body for the implementation of its strategic plan and for liaising with its members. It serves as Secretariat for the Congress, the Council and its Management Committee and various working groups, to which it provides assistance for the performance of their functions.

The PUASP General Regulations Article 119 'PUASP Secretary General', paragraph 1 states:

The General Secretariat will be directed and managed by a Secretary General.

In relation to staffing, the General Regulations, Article 120 'General Secretariat Staff', paragraphs 1 and 2 state:

1. *General Secretariat staff members will be classified in one of the following two categories:*
 - a) *Professional service personnel;*
 - b) *General service personnel.*
2. *The Congress or the Council will pass a Resolution establishing staffing levels for both professional and general services personnel on a motion from the Secretary General.*

Asia-Pacific Telecommunity

The Asia-Pacific Telecommunity (APT) Constitution includes Article 10 'The Secretariat', paragraph 1 which notes that:

1. *The Secretariat of the Telecommunity shall be composed of the Secretary General of the Telecommunity, who shall be its chief administrative officer, the Deputy Secretary General and such other officials as may be deemed necessary by the Management Committee.*

Paragraphs 3 and 4 of this Article include information on staffing and duties, noting that:

3. *Such other officials as may be deemed necessary by the Management Committee shall be appointed by the Secretary General on such terms of service as the Management Committee may determine.*
4. *The Secretary General, and the Deputy Secretary General, assisted by the other officials of the Secretariat, shall carry out the duties established by the Management Committee, including...*

What gaps in current governing documentation exist?

The role of the Bureau as defined in the treaties does not reflect the range of activities undertaken by the Bureau, for example, the Bureau undertakes secretariat activities outside of meetings of the Union and the Secretary General already sometimes speaks on behalf of the APPU member countries. (For clarity, the Secretary General is not currently permitted by the treaties to do so. This is considered in *Policy Position Paper – Representation*.) It also does not provide flexibility for ad hoc activities as required by members.

Gaps in governance around training functions are considered in *Policy Position Paper – Governance*.

There is inconsistency between written and actual practice at the APPU and the treaties have not always been clear. For example, up until very recently it has been unclear if there can be staff in the Bureau who

are neither in the Administrative nor Training sections (i.e. the two Consultancy Section staff). It has also been unclear if the Director of the Bureau should seek approval from the Executive Council to create new positions.

Following the completion of the annotating and archiving work in late 2023, the recruitment and organisation situation has become much clearer. We now know that Article 108, paragraph 1 of the APPU General Regulations originally (i.e., from 1961 to 2000) related to the recruitment of staff for the Central Office (i.e., the Administrative section). It was retained when the merger took place following the 2000 Congress to cover the specific situation of the Director requiring assistance to manage the Bureau (the reason being that the merger resulted in two Director positions (Director of the Central Office and Director of Studies at the College) becoming one position (Director of the Bureau). There was uncertainty whether one person had enough capacity to undertake both roles. Hence, the 2000 Congress agreed with the view that “The Director, if necessary, can employ an official who will assist the Director, subject to the confirmation of the Executive Council, from among those who are recommended by their respective postal administration.”² Accordingly, Article 108 paragraph 1 was retained to provide for management assistance to the Director, subject to approval by the EC.

Are there any existing or emerging issues?

1. The existing role and structure may prevent activities being undertaken that could benefit the Union. The treaties are also overly prescriptive around the duties of the Bureau. Many of these details do not need to be prescribed in the treaty documents, but could be included in a less-than-treaty instrument.
2. There is a lack of clarity on responsibilities and oversight of staffing, including delegation of tasks and powers should the Secretary General be unable to undertake their duties.
3. Article 108 paragraph 1 has been used to recruit staff who work in the consultancy section, however it was intended to be used to recruit staff to the Administrative section i.e. its current use doesn't align with the original intended use.

How can existing structures be strengthened and optimised?

1. The role of the Bureau in the treaties should reflect at a high-level the Bureau's activities as agreed by members, and be edited to remove excess prescriptive detail.
 - a. The information required of Secretary General candidates should be aligned with the functions as described. This information should be in a less-than-Treaty document.
2. Delegations, to cover inability by the Secretary General to undertake duties, should be made clear e.g. in the General Regulations of the APPU Bureau. In practice, these tasks are already undertaken by the Manager Administration and APPU Affairs, and arrangements should be formalised so the APPU is not in a position where the Bureau cannot undertake its work.
3. The Congress could agree a new interpretation of General Regulations Article 108 paragraph 1 i.e. that it includes Administrative section staff, and at the same time, Congress could amend the article to provide for the recruitment of staff who are neither in the Administrative nor Training sections, to allow flexible resourcing of the Bureau.
 - a. The changes to reflect the Bureau's activities and to clarify use of Article 108 paragraph 1 would also clarify arrangements for the Consultancy function of the Bureau.

² Source: Congress 2000, Doc 18.

Does this align with the vision or what changes might be required to achieve the vision?

This aligns with the vision.

Recommendation

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) *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. 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.

Table 1: Recommended amendments to streamline Bureau staffing and functions

Article	Current Text	Proposed Text	Proposed changes to less-than-Treaty documents	Comment
GR 107, § 3	The Bureau provides the secretariat for meetings of the Union, jointly with the postal administration of the country where each meeting is held.	<i>The Bureau provides secretariat functions for the Union, including for meetings of the Union.</i>	<p>Insert new article 2 bis Secretariat into Rules of Procedure of Congresses: <i>The postal administration of the country where each meeting of the Union is held is required to contribute secretariat functions, to be agreed ahead of time with the Bureau.</i></p> <p>Insert new article 6 bis Secretariat into Rules of Procedure of the Executive Council: <i>The postal administration of the country where each meeting of the Union is held is required to contribute secretariat functions, to be agreed ahead of time with the Bureau.</i></p>	This change reflects the Bureau’s provision of secretariat functions outside of only meetings of the Union. The Rules of Procedure of the Executive Council already contain mention of secretariat support from the host administration (see Article 15 §1). Moving mention of host support ensures expectations are captured in the one place.

Article	Current Text	Proposed Text	Proposed changes to less-than-Treaty documents	Comment
GR 107, § 4	<p>The Director of the Bureau is chosen, from among qualified postal officials, by the Executive Council, or in Congress year by Congress. The tenure of office is fixed by the body which selects the Director.</p>	<p>GR107 § 4: The Secretary General of the Bureau is elected by Congress for the period between two successive Congresses, or by the Executive Council for the period until the end of the next Congress year. A Secretary General shall serve a maximum of two terms. Unless Congress decides otherwise, the date on which the Secretary General takes up their duties shall be fixed at 1 January of the year following that in which Congress is held.</p>	<p>The current process for selection of a Secretary General includes provision of documents covering personal attributes. This includes sensitive medical information. The RWG should review information required of Secretary General candidates and revise to ensure information requested is relevant to the candidate’s ability to undertake the role.</p> <p>There is currently no provision for leadership arrangements if the position of Secretary General falls vacant or the Secretary General cannot undertake duties, meaning that the APPU has no mechanism to allocate responsibilities temporarily. Delegations of responsibilities should be clearly specified in the General Regulations of the APPU Bureau. The RWG could review existing arrangements and propose revisions.</p>	<p>In 2000, the Acts were revised to reflect that the APPU needed to appoint a Director (Secretary General). Prior to this, the Director was the head of the postal department of the host country i.e. the Philippines. From 2001, Executive Councils and Congress set varied terms for Directors, however since 2005, only Congress has appointed Directors, with their term until the end of the next APPU Congress year.</p> <p>There is currently no set term, and no limit on number of terms. Senior leadership positions, including in United Nations bodies and the UPU, are usually subject to such limitations, recognising the difficulty of such roles on individuals, and encouraging regular renewal of ideas.</p> <p>There is currently no provision for leadership arrangements if the position of Secretary General falls vacant or the Secretary General cannot fulfil duties temporarily.</p>

Article	Current Text	Proposed Text	Proposed changes to less-than-Treaty documents	Comment
GR 108, § 1	The direction of the Bureau is entrusted to a Director assisted, if necessary, by qualified officials who have served at least five years in the postal service and who possess a working knowledge of French or any of the languages in Asia, in addition to English. These positions are in addition to the training and administrative staff of the Bureau. The representation of the member-countries of the Union is taken into consideration in the selection of these officials. The Director appoints them, subject to the confirmation of the Executive Council, from among those who are recommended by their respective postal administrations, on condition that they satisfy the needs of the Bureau on the technical aspect.	The direction of the Bureau is entrusted to a Secretary General assisted, if necessary, by qualified officials. These positions are in addition to the training and administrative staff of the Bureau. The representation of the member-countries of the Union is taken into consideration in the selection of these officials. The Secretary General appoints them, subject to the confirmation of the Executive Council or the Congress, from among those who are recommended by their respective postal administrations through a recruitment process open to all member-countries of the Union, on condition that they satisfy the Bureau's skills needs.	N/A	This removes the requirement for such officials to have working knowledge of French or any of the languages in Asia, as this is potentially exclusionary and is unnecessary, given English is the working language of the APPU. This also removes the requirement for such officials to have 'at least five years in the postal service' as this provision could exclude officials who have the necessary skills to meet the Bureau's needs and are in other relevant positions, for example, their country's ministry or regulator.
GR 109, § 1	The Bureau draws up the tentative agenda and makes other preparations for meetings of the Union.	This is covered under 'liaison' and 'secretariat' in the proposed changes to the Constitution Article 12 and is proposed to be deleted here.	N/A	Deleting would avoid duplication and simplify the Acts.
GR 109, § 2	The Bureau communicates with the postal administrations of member-countries of the Universal Postal Union in Asia and the Pacific which have not acceded to the Union on the advisability of their recommending to their governments to apply for accession, through diplomatic channels, as members of the Union.	This is also proposed to be moved to the <i>General Regulations of the Bureau</i> . Article 9, which covers the functions of the Director (Secretary General) may be appropriate.	N/A	Feedback from the APPU Bureau indicated a desire to retain the intention of this clause. Moving it from the Acts to the less-than-Treaty <i>General Regulations of the Bureau</i> will simplify the Acts while retaining the intention to authorise the Bureau to undertake the task.
GR 109, § 3	The Bureau should at all times be ready to furnish the Executive Council and the postal administrations of the Union with any necessary information on questions relating to the postal service.	The Bureau should provide the Executive Council and the member-countries of the Union with information on the postal sector, and Bureau finances, operations, strategies and decision-making, when requested and as appropriate.	N/A	The global postal sector is undergoing a transition and member-countries should be able to ask information of the Bureau to understand trends, and how the Union is responding and supporting member-country interests.

<p>GR 109, § 4</p>	<p>The Bureau makes up an annual report on the activities of the Union, which is sent to the postal administration of each member-country. This report is to be approved by Congress, or by the Executive Council when the former does not convene. In the event of the Congress or the Executive Council not being convened within a period of five months of the year following that covered by the report, approval by each member-country of the Union shall be obtained by correspondence. Member-countries failing to reply within 40 days shall be regarded as having approved the report.</p>	<p>This is proposed to move into less-than-Treaty documents and is proposed to be deleted from the General Regulations.</p>	<p>Insert new Article 11 bis Reports by the Bureau into the Rules of Procedure of Congresses: <i>The Bureau prepares and sends to each member country an annual report on the activities of the Union. This report is to be approved by Congress, or by the Executive Council when the former does not convene. In the event of the Congress or the Executive Council not being convened within a period of five months of the year following that covered by the report, approval by each member country of the Union shall be obtained by correspondence. Member countries failing to reply within 40 days shall be regarded as having approved the report.</i></p> <p>Insert new Article 5 bis Reports by the Bureau into the Rules of Procedure of the Executive Council: <i>The Bureau prepares and sends to each member country an annual report on the activities of the Union. This report is to be approved by Congress, or by the Executive Council when the former does not convene. In the event of the Congress or the Executive Council not being convened within a period of five months of the year following that covered by the report, approval by each member-country of the Union shall be obtained by correspondence. Member countries failing to reply within 40 days shall be regarded as having approved the report.</i></p>	<p>Moving this into the Rules of Procedure of Congresses and the Rules of Procedure of the Executive Council gives ability to provide more detail that may need to change from time-to-time, such as the number of days member-countries are provided to respond.</p>
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Article	Current Text	Proposed Text	Proposed changes to less-than-Treaty documents	Comment
GR 109, § 5	The Bureau keeps an up-to-date collection of the postage stamps issued by the member-countries.	The Bureau may keep, subject to resourcing, a collection of postage stamps issued by the member-countries.	N/A	Most member countries do not send stamps to the Bureau. A requirement to keep an 'up-to-date' stamp collection imposes on the Bureau a task that is not achievable and could be expensive. Given the fiscal challenges of the postal sector and potential costs of appropriate storage, prioritising resources for stamp collection and display could be inappropriate.
GR 110, § 1	The Bureau furnishes gratuitously to the postal administration of each member-country and to the International Bureau of the Universal Postal Union at Berne, Switzerland, the documents which it publishes, allowing each administration the number of copies which corresponds to the number of units which it contributes. Additional copies of documents requested by postal administrations are paid for by them at cost.	This is proposed to be deleted.	N/A	The Bureau provides key communications via email.
GR 110, § 2	The Bureau prepares and distributes among the postal administrations of the member-countries a schedule of all the proposals which it receives in accordance with Article 115 paragraph 1 of these General Regulations in order that such proposals may be studied by the said countries.	This is proposed to be deleted.	N/A	The Bureau provides, and all member-countries are able to provide, proposals via email. All proposals are uploaded to the Universal Postal Union's website and checking the website directly ensures accessing the most updated version.

ADDENDUM 2

TOPIC: ORGANS

Overview

The Asian-Pacific Postal Union (APPU) has three organs, which are Congress, the Executive Council and the Bureau. The provisions for organs were established in 1961, and amended in 1975, 1985 and 2000 to comprise the current three organs.

The organs of the APPU are discussed in the Constitution and General Regulations. Article 8 'Organs of the Union' of the Constitution states that:

The following are established as the organs of the Union: Congress, the Executive Council and the Bureau. The purposes and functions of these organs are prescribed in this chapter and in the General Regulations.

Following from this, Article 9 'Congress', Article 11 'Executive Council' and Article 12 'Bureau' in the Constitution discuss each of the organs of the APPU.

Article 9 'Congress' notes:

Congress, being the supreme organ of the Union, is composed of representatives of member-countries.

Article 11 'Executive Council' notes:

To ensure the continuity of the work of the Union in the intervals between Congresses, the Executive Council meets, in principle once each year, unless the majority of member-countries decide otherwise.

Article 12 'Bureau' notes:

1. *The Bureau serves as a medium of liaison, information, inquiry and training for the member-countries of the Union.*
2. *The Bureau is composed of the administration section and the training section.*
3. *The host country of the Bureau shall be determined by Congress, or in exceptional circumstances by the Executive Council. In principle, that country shall remain as the host of the Bureau for at least five years.*

The General Regulations include further detailed information about each of the organs, specifically in Article 105 'Organisation and convening of Congresses and Extraordinary Congresses', Article 106 'Composition, functioning and meetings of the Executive Council' and then Article 107 'Bureau', Article 108 'Organisation and staff of the Bureau' and Article 109 'Functions of the Bureau'.

Relatedly, the General Regulations also has two references to 'body' and 'bodies', which includes in the title of Chapter II 'Functioning of the Union's bodies' and in Article 107 'Bureau', which notes in paragraph 4 that:

'4. The Director of the Bureau is chosen, from among qualified postal officials, by the Executive Council, or in Congress year by Congress. The tenure of office is fixed by the body which selects the Director.'

In these instances, 'bodies' and 'body' are understood to mean the APPU's organs.

What have others done on this issue?

Universal Postal Union

The Universal Postal Union (UPU) uses the term 'bodies' to describe its organisational structures in its treaty documents, rather than 'organs'. Article 14 'Bodies of the Union' of the UPU Constitution states that:

1. *The Union's bodies shall be Congress, the Council of Administration, the Postal Operations Council and the International Bureau.*
2. *The Union's permanent bodies shall be the Council of Administration, the Postal Operations Council and the International Bureau.*

The details of the UPU's bodies are discussed in Chapter III 'Organization of the Union' in the UPU Constitution. Article 15 'Congress' notes:

1. *Congress shall be the supreme body of the Union.*
2. *Congress shall consist of the representatives of member countries.*

Article 17 'Council of Administration' notes:

1. *Between Congresses the Council of Administration (CA) shall ensure the continuity of the work of the Union in accordance with the provisions of the Acts of the Union.*
2. *Members of the Council of Administration shall carry out their functions in the name and in the interests of the Union.*

Article 18 'Postal Operations Council' notes:

1. *The Postal Operations Council (POC) shall be responsible for operational, commercial, technical and economic questions concerning the postal service.*
2. *Members of the Postal Operations Council shall carry out their functions in the name and in the interests of the Union.*

Article 19 'International Bureau' notes:

A central office operating at the seat of the Union under the title of the International Bureau of the Universal Postal Union, directed by a Director General and placed under the control of the Council of Administration, shall serve as an organ of execution, support, liaison, information and consultation.

Further detailed information on the UPU's bodies are included in its General Regulations, with Congress, Council of Administration and Postal Operations Council having their own Sections, and International Bureau having a separate Chapter. The General Regulations also discusses bodies in the context of user-funded subsidiary bodies.

Pan African Postal Union

The Pan African Postal Union (PAPU) discusses its organs in its treaty documents. Article 10 'Organs of the Union' of the PAPU Convention notes that:

The organs of the Union shall be as follows:

1. *The Plenipotentiary Conference;*
2. *The Administrative Council and*
3. *The General Secretariat.*

Chapter IV 'Composition and Functions of the Organs of the Union' includes a significant amount of detail for each of the organs.

Article 11 'Plenipotentiary Conference' notes:

The Plenipotentiary Conference hereinafter referred to as "the Conference" shall be the supreme organ of the Union, which shall ensure the attainment of the Union's objectives. It shall:

1. *Be composed of Ministers responsible for postal services of Member States or any other Plenipotentiary duly designated by a Member State;*
2. *Convene in an ordinary session every four (4) years;*
3. *Subject to the consent of two-thirds of Member States, convene an extraordinary session or:*
 - 3.1 *At the decision of the Ordinary session of the Conference; or*
 - 3.2 *At the request of one or several Member States, the Administrative Council or at the instance of the Secretary General.*

African Liberation Movements recognized by the African Union shall, at their request, be admitted as observers to the sessions of the Conference.

Article 12 'Administrative Council' notes:

1. *The Administrative Council, hereinafter referred to as "the Council", shall consist of twenty-five (25) Member States elected by the Conference following the geographical distribution of the African Union appended hereto. Its term of office shall be four (4) years.*
2. *In between the sessions of the Conference, the Council shall be the decision-making body of the Union within the limits of the powers delegated to it by the Conference.*
3. *The Council shall convene in an Ordinary Session once a year.*
4. *At the request of one or more Member States of the Union, or the Secretary General, and subject to the agreement of two-thirds of the Member States of the Administrative Council, the Council shall meet in an extra ordinary session.*
5. *The Council shall report to the Conference.*

Article 13 'General Secretariat' notes:

1. *The General Secretariat is the executive body of the Union. It shall consist of the Secretary General, Assistant Secretary General and other staff as may be required from time to time for the effective performance of the Union. The General Secretariat shall be headed by a Secretary General assisted by an Assistant Secretary General.*
2. *The Secretary General and the Assistant Secretary General shall be elected by the Conference for a four-year period. They shall be eligible for re-election only once. At the end of the second term of office, neither of them can apply again for either post.*
3. *The Secretary General shall report to the Council and the Conference.*
4. *The duties of the Assistant Secretary General shall be defined in the Detailed Regulations.*

PAPU's Detailed Regulations also include separate Chapters for each of its organs, which provide further detail.

Postal Union of the Americas, Spain and Portugal

The Postal Union of the Americas, Spain and Portugal (PUASP) uses the term 'body' in its treaty documents to describe its structures, similar to the UPU. Article 13 'Union Bodies' of the PUASP Constitution states:

1. *The Union is composed of the following bodies:*
 - a) *the Congress;*
 - b) *the Consultative and Executive Council, hereinafter referred to as the "Council" and its Management Committee;*
 - c) *the General Secretariat.*
2. *The Union's permanent bodies are the Council and its Management Committee and the General Secretariat.*

Article 14 'Congress' notes:

1. *The Congress is the Union's supreme body.*
2. *The Congress is an assembly of representatives of member countries or territories.*

Article 16 'Consultative and Executive Council' notes:

1. *The Council will ensure the continuity of the Union's work in the interval between Congresses by implementing the General Secretariat's annual action plan, prioritizing corresponding action areas according to the strategy approved by the Congress, and will be required to perform studies and issue opinions on matters concerning or relating to postal activities. It will also supervise and monitor General Secretariat operations.*
2. *Council members will discharge their functions in the name and interests of the Union.*

Article 17 'General Secretariat' notes:

1. *The General Secretariat, operating under the supervision of the Council, is the Union's permanent working body for the implementation of its strategic plan and for liaising with its members. It serves as Secretariat for the Congress, the Council and its Management Committee and various working groups, to which it provides assistance for the performance of their functions.*

2. The General Secretariat is based at Union headquarters and is directed by a Secretary General operating under the supervision of the Eastern Republic of Uruguay.

PUASP's General Regulations include further Articles with details on each of its bodies.

Asia-Pacific Telecommunity

The Asia-Pacific Telecommunity (APT) discusses organs in its treaty documents.

Article 7, 'Organs' of the APT Constitution notes:

1. The principal organs of the Telecommunity shall be:

(a) The General Assembly;

(b) The Management Committee; and

(c) The Secretariat.

2. The General Assembly or the Management Committee shall establish such subsidiary bodies and expert groups as they deem necessary for fulfilling the objectives of Telecommunity.

3. Whenever such bodies or groups are established, their terms of reference, period of tenure, other rules for the conduct of their activities, and budgetary provisions shall be simultaneously laid down.

4. The meetings of the General Assembly and the Management Committee shall be held at the headquarters of the Telecommunity unless the respective organs decided otherwise.

The APT Constitution includes extensive information about each of its organs, specifically in Article 8 'The General Assembly', Article 9 'The Management Committee' and Article 10 'The Secretariat'.

What gaps in current governing documentation exist?

There are no present gaps with the identification of the current three organs: Congress, the Executive Council and the Bureau, including having Congress as the supreme organ. These are in strong alignment with the organ and body structures of the UPU and the other organisations.

However, the degree of detail and specificity provided in the APPU Constitution as to the purposes and functions of each organ differs for each organ, and does not reflect the precision implied in the second sentence of Article 8 which states that, '*The purposes and functions of these organs are prescribed in this chapter and in the General Regulations.*' In particular, there is one sentence in Article 9 regarding Congress (i.e., status and composition), but three paragraphs describing the Bureau in Article 12 (i.e., purpose, structure, process for deciding location, recommended minimum period for location).

Are there any existing or emerging issues?

There are no apparent issues with the existing details about the organs included in the APPU's treaty documents. However, there is an opportunity to ensure that the degree of detail and specificity provided in the APPU Constitution as to the purposes and functions of each organ is sufficient and consistent across the organs.

There is a potential issue with the use of the terms 'body' and 'bodies' that is referenced twice in the General Regulations, given these point to the APPU's organs. It can be assumed that these references were copied from the UPU treaty documents, given its use of the term 'body'.

In addition, while drafting this paper, it was identified that changes to the governance of these organs could strengthen the APPU. An additional policy position, *Policy Position Paper – Governance*, explores this matter.

How can existing structures be strengthened and optimised?

Chapter III of the Constitution could be revised to ensure that there is a consistent level of detail provided for each of the organs of the APPU, regarding the organ's purposes and functions. This should be changed to reflect the degree of detail that is included in the UPU's Constitution. The possible text for the information on organs in the Constitution could be amended as follows:

Current Text	Possible Future Text
<p>Article 8 Organs of the Union</p> <p>The following are established as the organs of the Union: Congress, the Executive Council and the Bureau. The purposes and functions of these organs are prescribed in this chapter and in the General Regulations.</p>	<p>Article 8 Bodies of the Union</p> <p>The Union's bodies shall be Congress, the Executive Council and the Bureau.</p>
<p>Article 10 Extraordinary Congresses</p> <p>An Extraordinary Congress may be held at the request or with the consent of at least two-thirds of the member-countries. Unless it is unavoidable, this session should be held in conjunction with the Executive Council meeting.</p>	<p>Nil change proposed.</p>
<p>Article 11 Executive Council</p> <p>To ensure the continuity of the work of the Union in the intervals between Congresses, the Executive Council meets, in principle once each year, unless the majority of member-countries decides otherwise.</p>	<p>Article 11 Executive Council</p> <p>Between Congresses the Executive Council (EC) shall ensure the continuity of the work of the Union in accordance with the provisions of the Acts of the Union. It meets, in principle once each year, unless the majority of member-countries decides otherwise.</p> <p>The EC shall consist of the representatives of member-countries.</p>
<p>Article 12 Bureau</p> <p>1. The Bureau serves as a medium of liaison, information, inquiry and training for the member-countries of the Union.</p> <p>2. The Bureau is composed of the administrative section and the training section.</p>	<p>Article 12 Bureau</p> <p>Refer <i>Bureau</i> paper.</p>

<p>3. The host country of the Bureau shall be determined by Congress, or in exceptional circumstances, by the Executive Council. In principle, that country shall remain as the host of the Bureau for at least five years.</p>	
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It should be considered if the term ‘organ’ should continue to be used, or if this should be changed to ‘body’, in alignment with the UPU. If the term ‘organ’ is kept, the two references to ‘bodies’ and ‘body’ in the General Regulations should be amended to ‘organs’ and ‘organ’, respectively.

Does this align with the vision or what changes might be required to achieve the vision?

This aligns with the vision.

Recommendation

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 organ¹.
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.

¹ Note that the details in the General Regulations regarding the functioning and other aspects of the Union’s organs are examined in other Policy Position Papers i.e. Congress is dealt with in the Treaty Meetings Paper; EC is dealt with in the Non-Treaty Meetings Paper; and Bureau is dealt with in the Bureau Paper.

ADDENDUM 3

TOPIC: GOVERNANCE

Overview

The topic of ‘Governance’ has been added to the schedule of Policy Positions to specifically focus on issues identified during the initial drafting of the *Policy Position Paper - Organs*. While the organs paper deals with purpose, functions and other operational aspects of the Union’s organs, the *Policy Position Paper - Governance* reviews governance structures between the organs. Treating these two elements separately makes the review task simpler and more focused.

The Asian-Pacific Postal Union (APPU) has three organs: Congress, the Executive Council and the Bureau. Further information on the APPU’s organs is included in the *Policy Position Paper – Organs*. The APPU has different governance structures for its three organs. Congress is the supreme organ. The Executive Council is directed to undertake work agreed by Congress and to provide governance for the Bureau. This is noted in points a and d, paragraph 9, Article 106 ‘Composition, functioning and meetings of the Executive Council’ of the APPU General Regulations:

The functions of the Council are:

(a) To perform any duty assigned to it by a Resolution of the Congress;

(d) To prescribe rules for the administration of the Bureau and to supervise the activities of the Bureau;

The governance structures for the Bureau are more complicated than the other organs, given the background of the organs provision, and amendments to these. The provisions for organs in the APPU were established in 1961, and amended in 1975, 1985 and 2000. The amendment in 1985, Article 8 of the 1985 Bangkok Constitution stated:

The following are established as the organs of the Union: Congress, the Executive Council, the Central Office and Asian-Pacific Postal Training Centre. The purposes and functions of these organs are prescribed in this Chapter and in the General Regulations.

The 2000 Tehran Congress merged two organs which were included in the 1985 Bangkok Constitution, the Central Office (based in Manila) and the Asia Pacific Training Centre (based in Bangkok), to form one new organ, the Bureau (based in Bangkok). This resulted in the current provisions in Article 8 ‘Organs of the Union’ which states that:

The following are established as the organs of the Union: Congress, the Executive Council and the Bureau. The purposes and functions of these organs are prescribed in this chapter and in the General Regulations.

The merging of the two organs at the 2000 Tehran Congress resulted in the Bureau being comprised of the administrative section and the training section. Article 12, paragraph 2 of the Constitution, ‘Bureau’, notes that:

1. The Bureau is composed of the administrative section and the training section.

The governance structures of the Bureau are described in two sections of the General Regulations, Article 107 and Article 109. Article 107 of the General Regulations, 'Bureau', paragraph 5 notes that:

The Bureau is under the general supervision of the Executive Council and its financial accounts are audited by the competent authority of the country where the Bureau is situated.

In relation to the training section, Article 109 of the General Regulations, 'Functions of the Bureau', paragraph 6 states that:

The Bureau provides training facilities and advisory services in the training section to improve postal services within Asia and the Pacific. This training section shall be administered by a Governing Board whose composition, purpose and functions are prescribed in Article 111.

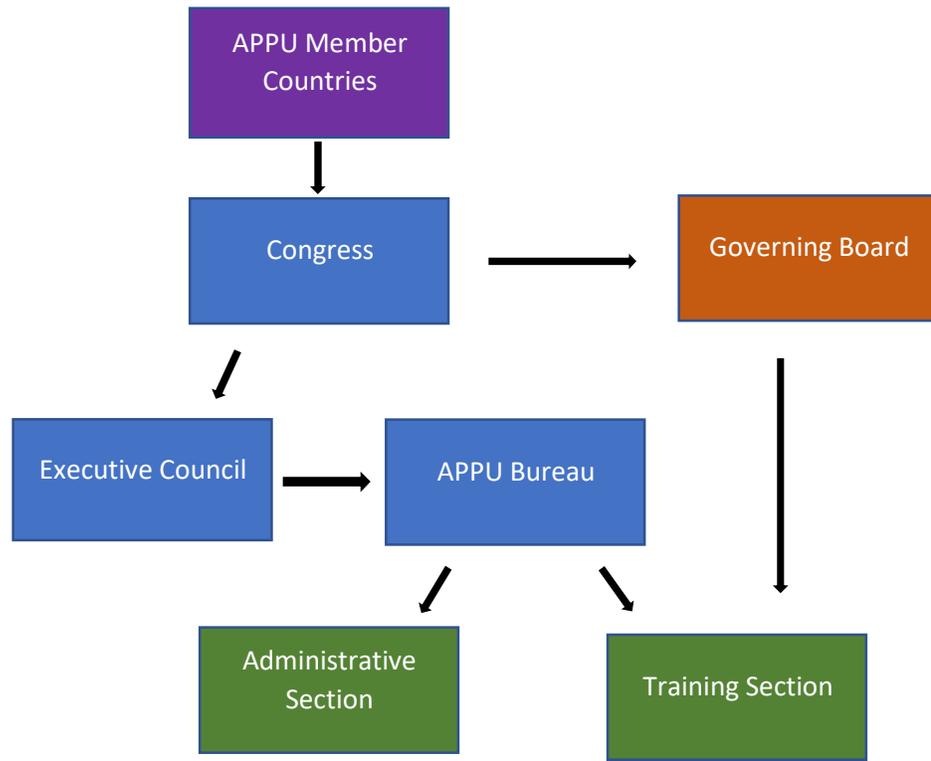
This means that while the administrative section of the Bureau reports to the Executive Council, the training section reports to the Governing Board, which is a separate governance structure. The Governing Board is responsible to report to Congress, as noted in paragraph 2 and 9 of Article 111, 'Governing Board of the training section of the Bureau':

2. *In the discharge of its responsibilities to Congress, the functions of the Governing Board are:*

- (a) To determine rules for the administration of the training section;*
- (b) To direct the general training policy of the training section;*
- (c) To approve and supervise the budget of the training section;*
- (d) To appoint the teaching staff of the training section; and*
- (e) To establish the scales of salaries and conditions of service for the training*

9. *The Governing Board shall submit a report to each Congress on its activities since the preceding Congress and its projected activities. The report should, for information, also contain details of past and proposed financial arrangements.*

The APPU’s organs (coloured in blue) and their governance structures are demonstrated in the below diagram:



What have others done on this issue?

Universal Postal Union

The Universal Postal Union (UPU) has four bodies; Congress, the Postal Operations Council (POC), the Council of Administration (CA) and the International Bureau (IB).

Congress is the supreme body of the UPU, and the POC and CA both report to the Congress. Article 106, paragraph 6 of the UPU General Regulations states that:

The CA shall define, formalize and/or set up the standing groups and task forces or other bodies to be established within its structure, with due regard being paid to the Union’s strategy and business plan adopted by Congress.

Section 3, Article 112, paragraph 5 states that:

The Postal Operations Council shall define, formalize and/or set up the standing groups, task forces, user-funded subsidiary bodies or other bodies to be established within its structure, with due regard being paid to the Union’s strategy and business plan adopted by Congress.

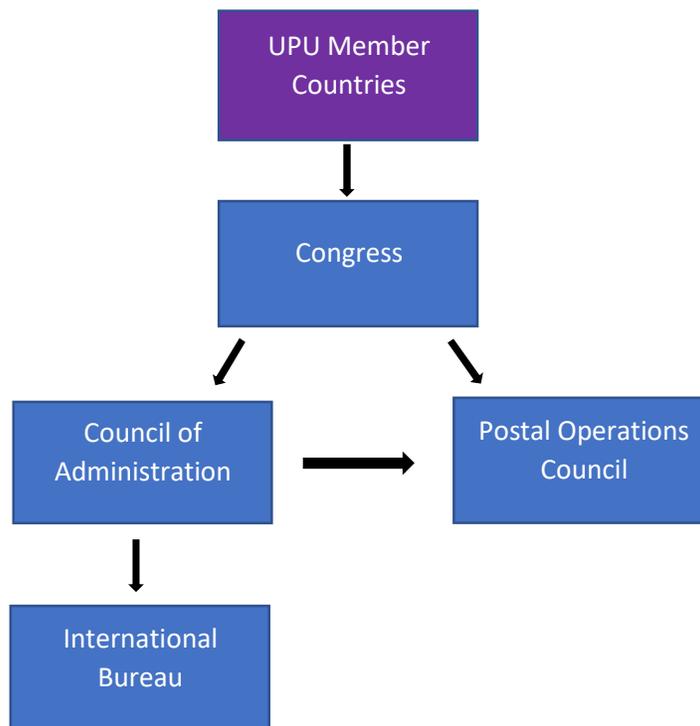
The POC also reports to the CA for numerous functions. This is discussed in several points in the UPU’s treaty-level documents, including in Article 113 ‘Functions of the POC’, in point 1.2:

Takes, subject to Council of Administration approval within the framework of the latter's competence, any action considered necessary to safeguard and enhance the quality of and to modernize the international postal service.

The IB reports to the CA, as stated in Article 19, 'International Bureau' of its Constitution:

A central office operating at the seat of the Union under the title of the International Bureau of the Universal Postal Union, directed by a Director General and placed under the control of the Council of Administration, shall serve as an organ of execution, support, liaison, information and consultation.

The UPU's organs (coloured in blue) and their governance structures are demonstrated in the below diagram:



Pan African Postal Union

The Pan African Postal Union (PAPU) notes three organs in its Convention; the Plenipotentiary Conference, the Administrative Council and the General Secretariat.

The Plenipotentiary Conference is the supreme organ of the PAPU and the Administrative Council and General Secretariat report to the Conference. The General Secretariat also reports to the Administrative Council.

The PAPU Convention, Article 12 'Administrative Council', paragraph 5 notes that:

The Council shall report to the Conference.

Article 13, 'General Secretariat', paragraph 3 notes that:

The Secretary General shall report to the Council and the Conference.

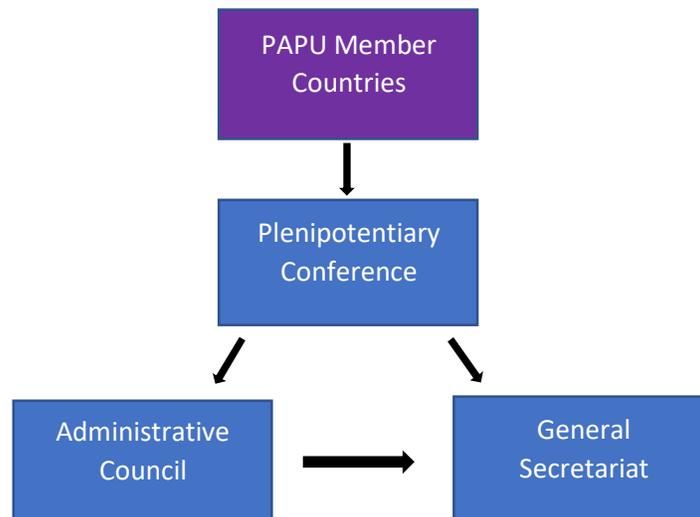
Chapter IV, Article 14 'Administrative and Technical Committees' states that:

1. *The Conference or the Council may from time to time as is necessary appoint Administrative or Technical Committees in order to give effect to the functions of the Union.*
2. *The Committees shall undertake specific studies, operational activities or any other matter entrusted to them by the Conference or the Council and shall report to the organ that established it.*

The PAPU Detailed Regulations of the Convention, Article 17, 'Responsibilities' notes that:

The Administrative and Technical Committees shall study matters referred to them by the organs of the Union and make appropriate recommendations.

The PAPU's organs (coloured in blue) and their governance structures are demonstrated in the below diagram:



Postal Union of the Americas, Spain and Portugal

The Postal Union of the Americas, Spain and Portugal (PUASP) has three bodies: Congress, the Consultative and Executive Council and the General Secretariat.

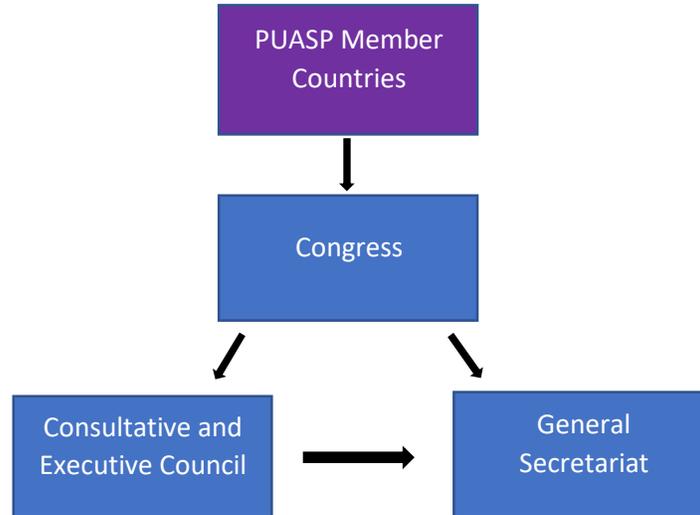
The Congress is the supreme body of PUASP and the Consultative and Executive Council and General Secretariat report to it. The General Secretariat also reports to the Consultative and Executive Council.

Article 16 'Consultative and Executive Council', paragraph 1 of the PUASP Constitution states:

1. *The Council will ensure the continuity of the Union's work in the interval between Congresses by implementing the General Secretariat's annual action plan, prioritizing corresponding action areas according to the strategy approved by the Congress, and will be required to perform studies and*

issue opinions on matters concerning or relating to postal activities. It will also supervise and monitor General Secretariat operations.

The PUASP's organs (coloured in blue) and their governance structures are demonstrated in the below diagram:



Asia-Pacific Telecommunity

The Asia-Pacific Telecommunity (APT) Constitution states that its organs are the General Assembly, the Management Committee and the Secretariat. The General Assembly is the supreme organ of the APT.

The Management Committee reports to the General Assembly. Article 9 of the APT Constitution, 'The Management Committee', paragraph 5 states that:

In the interval between General Assembly meetings, the Management Committee shall act as the governing body of the Telecommunity, on behalf of the General Assembly within the limits of the powers delegated to it by the latter. The Management Committee, pursuant to such policies and principles as the General Assembly may establish and such specific delegations by power and directives as the General Assembly may issue, shall:"

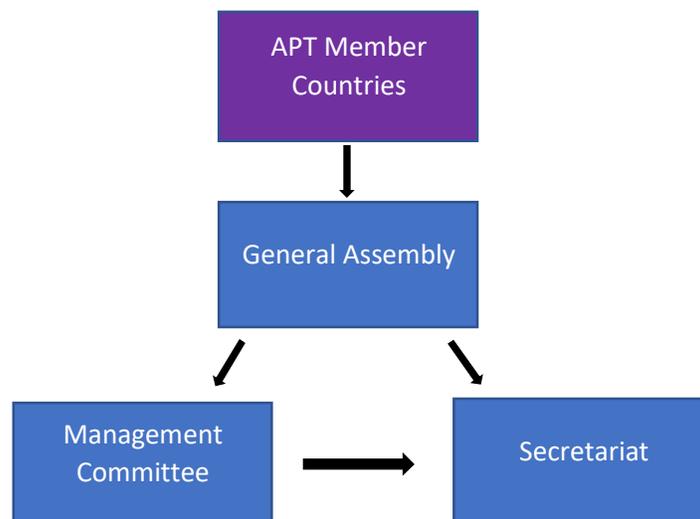
The Secretariat reports to the Management Committee and the General Assembly. This is stated in Article 10, 'The Secretariat', paragraph 4:

The Secretary General, and the Deputy Secretary General, assisted by the other officials of the Secretariat, shall carry out the duties established by the Management Committee, including;

- (a) Serving as secretary of the General Assembly and of the Management Committee;*
- (b) Providing secretariat services to the principal organs and the subsidiary bodies of the Telecommunity and arranging the convening of their meetings;*
- (c) Keeping all records of the Telecommunity;*

- (d) *Performing any function that may be entrusted to them by the General Assembly or the Management Committee;*
- (e) *Being responsible to the Management Committee for the administration of the Telecommunity;*
- (f) *Implementing, where required to do so, decisions of the General Assembly and the Management Committee;*
- (g) *Administering the technical assistance programmes and projects of the Telecommunity;*
- (h) *Where necessary, and except where otherwise directed by the General Assembly or the Management Committee, representing the Telecommunity at conferences or meetings to which the Telecommunity may be invited;*
- (i) *Preparing the draft programme of work, budget estimates, accounts, annual reports and periodic reports of the Telecommunity for submission to the Management Committee for its consideration and approval.*

The APT's organs (coloured in blue) and their governance structures are demonstrated in the below diagram:



What gaps in current governing documentation exist?

The current governing documentation is adequate, however is inaccurate in representing faithfully the day-to-day reporting structure of the training section.

Are there any existing or emerging issues?

There is an issue with having inconsistency between the actual daily practice (i.e. the Bureau manages it) and the described practice of governance (i.e. the Governing Board manages it) for the training section of the Bureau. This is due to the incomplete merging of the two organs, the Central Office and the Asian-Pacific Postal Training Centre, into the Bureau, following the amendments at the 2000 Tehran Congress.

How can existing structures be strengthened and optimised?

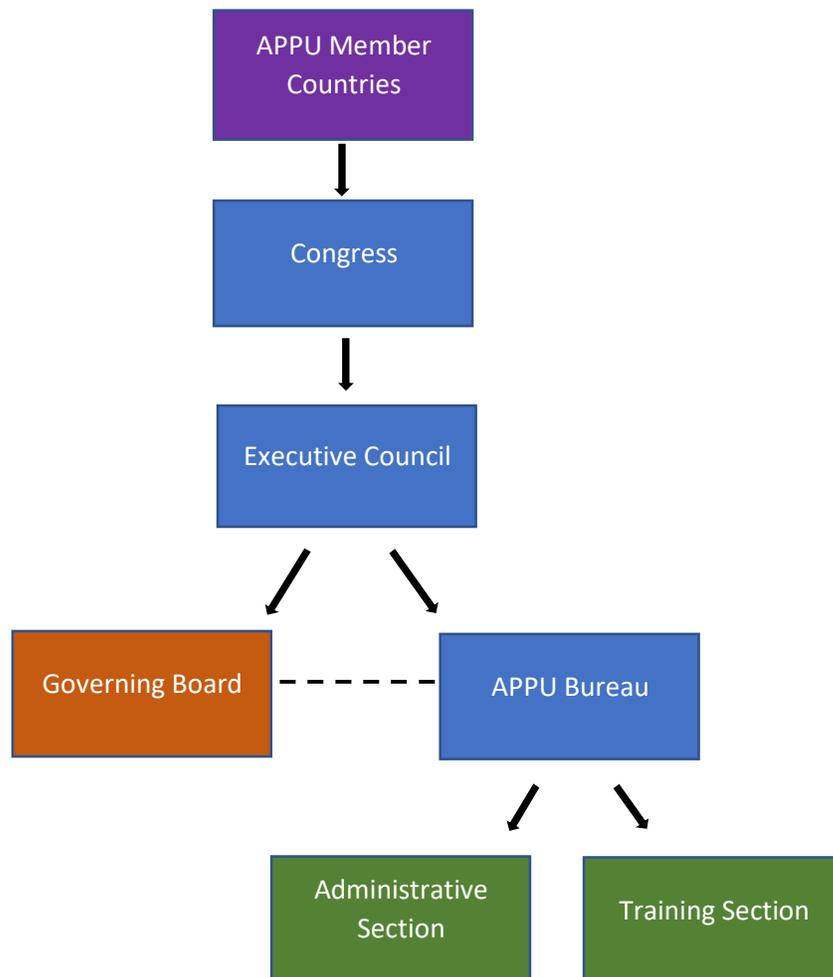
The governance structures of the training section of the Bureau should be amended and updated to reflect the merging of the organs agreed at the 2000 Congress.

Does this align with the vision or what changes might be required to achieve the vision?

This would align with the vision and ensure that the functioning of the Union is efficient and fit for purpose.

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.

APPENDIX

Current Text	Proposed Text	Comment
<p>Article 11 Executive Council</p> <p>To ensure the continuity of the work of the Union in the intervals between Congresses, the Executive Council meets, in principle once each year, unless the majority of member-countries decides otherwise.</p>	<p>Article 11 Executive Council</p> <p><u>1. Between Congresses the Executive Council (EC) shall ensure the continuity of the work of the Union in accordance with the provisions of the Acts of the Union. It meets, in principle once each year, unless the majority of member-countries decides otherwise.</u></p> <p><u>2. To recognise the special position of training in the Union the Executive Council will retain a Governing Board with appropriate responsibilities as set out in the General Regulations.</u></p> <p><u>3. The EC shall consist of the representatives of member-countries.</u></p>	<p>Text as currently in the Organs Position Paper (9 June 2025).</p> <p>New text added 9 June 2025 to ensure:</p> <p>(i) the preservation of the special position of training in the Union; and (ii) an independent oversight of training within the EC structure.</p> <p>Text as currently in the Organs Position Paper (9 June 2025).</p>
Current Text	Proposed Text	Comment
<p>Article 111 Governing Board of the training section of the Bureau</p> <p>1. The responsibility for administering the training section shall be entrusted to a Governing Board which shall meet at least once each year. The meetings shall be held in the country where the Executive Council will hold its meetings and precede these meetings, unless decided otherwise.</p>	<p>Article 111 Governing Board with responsibility for the special position of training in the Union</p> <p>1. In accordance with Article 11, paragraph 2 of the Constitution, a Governing Board with responsibility for the special position of training in the Union forms part of the Executive Council. The responsibility for administering the training section shall be entrusted to a</p>	<p>§ 1 – this is a link to the change made in the Constitution to recognise a change in role for the Governing Board consequent upon the formation of the Bureau in 2000 whereby the prime responsibility for the training section transferred from the Governing Board to the Director of the Bureau.</p>

<p>2. In the discharge of its responsibilities to Congress, the functions of the Governing Board are:</p> <ul style="list-style-type: none"> a) to determine rules for the administration of the training section; b) to direct the general training policy of the training section; c) to approve and supervise the budget of the training section; d) to appoint the teaching staff of the training section; and e) to establish the scales of salaries and conditions of service for the training section's teaching and administrative staff. 	<p><u>1 bis</u> The Governing Board which shall meet at least once each year. The meetings shall be held in the country where the Executive Council will hold its meetings and precede these meetings, unless decided otherwise.</p> <p>2. In the discharge of its responsibilities to the Executive Council Congress, the <u>role functions</u> of the Governing Board is <u>to assist the Executive Council to carry out its function as set out in paragraph 9 d) of the General Regulations Article 106 of prescribing rules for the administration of the Bureau and for supervising the activities of the Bureau. To this end, the functions of the Governing Board are to provide the Executive Council with an independent view on the activities of the training section of the Bureau, as well as on training in general for the Union, by assessing:</u></p> <ul style="list-style-type: none"> a) to determine rules for the administration of the training section; b) to direct the general training policy of the training section; c) to approve and supervise the budget of the training section; d) to appoint the teaching staff of the training section; and e) to establish the scales of salaries and conditions of service for the training section's teaching and administrative staff. <p><u>a) financial performance including risks and opportunities;</u></p> <p><u>b) operational performance including utilisation of resources;</u></p>	<p>§ 1 bis – this is the second sentence in the current § 1.</p> <p>§ 2 – this is the current § 2 with a repositioning of the role and functions of the Governing Board.</p>
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<p>3. The Governing Board comprises the head of the host administration of the Bureau as Chairman, the Chairman of the Executive Council and a representative of the postal administrations of member-countries which make a contribution to the activities of the training section in cash, or in kind or by way of fellowships, self-funding or supplied experts of not less than 10,000 Dollars (United States) per annum, as full members with the right to vote. The Director of the Bureau, the Director-General of the International Bureau of the Universal Postal Union or his representative, a representative of the Economic and Social Commission for Asia and the Pacific and a representative of the United Nations Development Programme, may attend meetings of the Governing Board as observers. Any member-country of the Union not a member of the Governing Board may attend meetings of the Governing Board as an observer. The Board may decide to invite other observers as appropriate.</p>	<p><u>c) the annual Business Plan with recommendations as appropriate;</u></p> <p><u>d) the overall training strategy for the Union with recommendations as appropriate; and</u></p> <p><u>e) any other aspect related to training either requested by the Executive Council or arising from the general work of the Governing Board.</u></p> <p>3. The Governing Board comprises the head of the host administration of the Bureau as Chairman, the Chairman of the Executive Council and a representative of the postal administrations of member-countries which make a contribution to the activities of the training section in cash, or in kind or by way of fellowships, self-funding or supplied experts of not less than 10,000 25,000 Dollars (United States) per annum, as full members with the right to vote. The Director of the Bureau, the Director-General of the International Bureau of the Universal Postal Union or his <u>their</u> representative, a representative of the Economic and Social Commission for Asia and the Pacific and a representative of the United Nations Development Programme, may attend meetings of the Governing Board as observers. Any member-country of the Union not a member of the Governing Board may attend meetings of the Governing Board as an observer. The Board may decide to invite other observers as appropriate <u>provided that such invitations are issued in accordance with the provisions of the General Regulations.</u></p>	<p>§ 3 has three proposed amendments As well as updating for gender-neutral language).</p> <p>(i) In the first sentence, the financial threshold for membership of the Governing Board is increased to \$US 25,000 (this being the current level). As background, it was increased to \$US 15,000 in 2007, and then to \$US 25,000 in 2012. On both occasions there was no reference by the Governing Board to the General Regulations, nor by the Executive Council when receiving the Governing Board’s report containing the respective decisions.</p> <p>(ii) In the second sentence, the Director of the Bureau is deleted as an observer to meetings of the Governing Board. This is because as a result of the merger in 2000, the Director of the Bureau became the Secretary of the Board (as set out in § 8, this being a change made by the 2000 Tehran APPU Congress).</p> <p>(iii) The fourth sentence is amended in anticipation of the inclusion of Decision C 3/2022 in the 2026 Acts regarding uniform policy and practice for the approval of observers to meetings of the Union.</p> <p>No change</p>
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<p>4. Member-countries referred to in paragraph 3 above shall not be entitled to be represented on the Governing Board if no assistance to the extent indicated is forthcoming for two years in succession.</p> <p>5. Meetings of the Governing Board are convened by its Chairman.</p> <p>6. If a request is received from two-thirds of the members of the Board, the Chairman shall convene an extraordinary session of the Governing Board, as a general rule, in the host country of the Bureau.</p> <p>7. When necessary, consultations and decisions of the Governing Board may be made by correspondence.</p> <p>8. The Director of the Bureau shall assume the task of Secretary of the Board.</p> <p>9. The Governing Board shall submit a report to each Congress on its activities since the preceding Congress and its projected activities. The report should, for information, also contain details of past and proposed financial arrangements.</p> <p>10. To ensure the smooth running of the training section, between successive Governing Board meetings, the Governing Board may</p>	<p>4. Member-countries referred to in paragraph 3 above shall not be entitled to be represented on the Governing Board if no assistance to the extent indicated is forthcoming for two years in succession.</p> <p>5. Meetings of the Governing Board are convened by its Chairman.</p> <p>6. If a request is received from two-thirds of the members of the Board, the Chairman shall convene an extraordinary session of the Governing Board, as a general rule, in the host country of the Bureau.</p> <p>7. When necessary, consultations and decisions of the Governing Board may be made by correspondence.</p> <p>8. The Director of the Bureau shall assume the task of Secretary of the Board.</p> <p>9. The Governing Board shall submit a report to each <u>Congress Executive Council meeting on its findings and recommendations.</u> activities since the preceding Congress and its projected activities. The report should, for information, also contain details of past and proposed financial arrangements.</p> <p>10. To ensure the <u>Governing Board can fulfil its role for the Executive Council, particularly through timely receipt of key information, the Bureau</u></p>	<p>§ 5 – updated for gender-neutral language.</p> <p>§ 6 – updated for gender-neutral language.</p> <p>§ 7 – no change</p> <p>§ 8 – no change</p> <p>§ 9 – the reporting line and content of the report is amended to reflect the new role and functions of the Governing Board.</p> <p>§ 10 – the current arrangement of a Local Executive Committee is retained at the discretion of the Chair of the Governing Board and the Bureau.</p>
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<p>establish a Local Executive Committee to which it may assign any necessary functions.</p>	<p>smooth running of the training section, between successive Governing Board meetings, the Governing Board may establish a formal meeting arrangement with the Chair of the Governing Board. The details of timing and agenda for any such meetings would be the responsibility of the two parties. to which it may assign any necessary functions.</p>	
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ADDENDUM 4

TOPIC: BUDGET

Overview

Budget¹ is covered in four separate articles in the Asian-Pacific Postal Union (APPU) Acts. This policy position paper only relates to budget for the APPU's Administrative Section. The relevant articles of the APPU Acts relating to budget are in the **Appendix**, while some are summarised below.

The APPU Constitution Article 13 'Expenditure of the Union' states:

The annual expenditure of the Union shall be separate for the administrative section and for the training section. Each Congress of the Union decides on the maximum amount for the annual expenditure for the administrative section on the basis of the recommendation made by the Director of the Bureau. The expenditure for the administrative section is shared by all the member-countries of the Union. The contribution units of each member-country shall be determined on the basis of that member-country's Universal Postal Union contribution class, as prescribed in the General Regulations of the Asian-Pacific Postal Union. The annual expenditure for the training section is covered in principle by participating countries in direct proportion to their use of the training course and by voluntary contributions of the other countries or organisations or the administrative section.

The APPU General Regulations Article 106 'Composition, functioning and meetings of the Executive Council' (paragraph 9 e))

The EC reviews and approves the annual budget and accounts of the administrative section.

The APPU General Regulations Article 111 'Governing Board of the training section of the Bureau' (paragraph 2 c))

The Governing Board approves and supervises the budget of the training section.

The APPU General Regulations Article 117 'Budget and Accounts of the Union'

1. *Expenditure ceiling for the administrative section is set at 80,000 US dollars per annum.*
2. *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.*
3. *(Summary not required.)*

¹ Also referring to 'expenditure', used interchangeably in APPU documents.

4. *Administrative section expenditure shall conform to budget approved by the Executive Council or by Congress. Training section expenditure shall conform to the budget approved by the Governing Board.*
5. *Annual limit for administrative section (\$US80,000) may be exceeded in certain circumstances.*
6. *Members pay their contributions for the administrative section in advance on the basis of the budget laid down by Congress or by the Executive Council. These contributions shall be paid not later than the first day of the financial year to which the budget refers. Contributions for the training section shall be paid by 31 January of the year to which they pertain. Late payments for the administrative section incur penalty interest.*
7. *Separate reserve funds shall be established for the administrative section and the training section.*
8. *Host country of the Bureau advances temporary financing to the GB in the event of a shortfall in funding for the training section.*
9. *(Summary not required.)*

What have others done on this issue?

The below Table 1 provides a summary with comments on the APPU's situation, and Table 2 identifies gaps for the APPU, in part in response to the comparison with other organisations.

The relevant Treaty and other provisions in use in the APPU and the other organisations surveyed (UPU, PUASP, PAPU, APT) are in the Appendix.

APPU compared with other organisations

Table 1: APPU compared with the four organisations surveyed: Universal Postal Union (UPU), Pan-African Postal Union (PAPU), Postal Union of the Americas, Spain and Portugal (PUASP), and Asia-Pacific Telecommunity (APT), and commentary on the APPU's arrangements

No.	Feature	APPU	UPU	PAPU	PUASP	APT	Comment on the APPU's arrangements
1	Congress (or equivalent) sets the maximum amount for annual expenditure for the inter-Congress (or equivalent) period	Yes	Yes	Yes	Yes	Yes	<p>Congress setting the maximum expenditure is common however, the APPU has not operated at the prescribed budget level since 2008. Instead, it uses GR Article 117, paragraph 5, to exceed the budget ceiling. Apart from being standard business practice, a budget ceiling provides certainty of resourcing limitations and can encourage resource prioritisation.</p> <p>The ceiling does not need to be prescribed in the Acts as this means that if there is no willingness to amend the Acts, then the ceiling cannot be adjusted. If a ceiling is specified, mechanisms such as allowing for inflation, could be explored. As an alternative, the APPU could adopt the PAPU and PUASP practice of specifying the ceiling in a Resolution.</p>
2	Expenditure shared by all members	Yes	Yes	Yes	Yes	Yes	Common to all organisations.
3	EC (or equivalent) review and approve annual budget between Congresses	Yes	Yes	Yes	Yes	Yes	Common to all organisations.
4	The Annual budget ceiling specified in:	Acts	Acts	Resolution	Resolution	Unclear	APPU and UPU specify in Acts. The other three organisations do not. See also second paragraph under Item 1.
5	Process for preparing budget and submission for approval is specified in the Acts	Yes	No	No	No	No	APPU GR Article 117, paragraph 2 is more detailed than needed. Other organisations may put this detail in Financial Regulations making them easier to adapt as necessary without requiring an amendment to the Acts. The current APPU clause is also impractical i.e. it requests the APPU Bureau to draw up a budget by the end of October annually and present it to the EC or Congress (usually held around July – August). This means in effect the budget is prepared some 7 months before it is properly considered by APPU member countries.
6	Scope to exceed annual budget ceiling in certain circumstances	Yes	Yes	No	No	Yes	APPU, UPU and APT allow ceiling to be exceeded. PAPU and PUASP do not. Considered preferable to retain the provision.
7	Requires payment of membership contributions in advance of operational year covered by budget	Yes	Yes	Yes	No	Yes	Only PUASP does not require payment in advance. Their timing is payment by 30 June of the operational year.
8	Interest chargeable on late payments of membership contributions	Yes	Yes	No	Yes	Unclear	Three have an interest payable clause; one does not, and one is unclear. APPU doesn't normally charge interest.
9	Reserve fund to cover shortfalls in financing	Yes	Yes	Yes, but	Yes, Working	Unclear	Four have Reserve Funds, one is unclear.

				not in Acts	Capital Fund		
10	Sanctions for non-payment of membership contributions	No	Yes	Yes	Yes	Yes	Four have sanctions; APPU does not.

What gaps / issues in current APPU governing documentation exist?

Apart from sanctions for non-payment of contributions, the APPU budget provisions match up quite well with the other organisations. (Sanctions will be dealt with by the Joint Sub-Committee reviewing the financial contributions system.)

Table 2: Summary of Gaps / Issues

No.	Feature	Gap / Issue
1	Congress (or equivalent) sets the maximum amount for annual expenditure for the inter-Congress (or equivalent) period	With the APPU Acts not being amended since 2000, the budget ceiling in GR Article 117, paragraph 1 has become ineffective. For current practice governance reasons, there should be an effective ceiling in place. The practicality of a ceiling set by Congress would be possible if it was contained in a non-Treaty document such as a Resolution (as is done by PAPU and PUASP).
2	Expenditure shared by all members	No issue.
3	EC (or equivalent) review and approve annual budget between Congresses	No issue.
4	Annual budget ceiling specified in Acts	See Item 1.
5	Process specified for preparing budget and submission for approval	The detail in Article 117, paragraph 2 does not need to be in the General Regulations. Other organisations have less detail and make more use of non-Treaty documents such as Financial Regulations. APPU should review all financial matters in the Constitution and General Regulations with a view to transferring the optimum amount to Financial Regulations. The timing specified at Article 117 paragraph 2 also needs to be reviewed and updated for accuracy and intent. Further, the last sentence of Article 117, paragraph 2 seems to be related to the period when members paid contributions at the end of the budget year. It should be reviewed / deleted.
6	Scope to exceed annual budget limit in certain circumstances	No issue.
7	Payment in advance of operational year covered by budget	No issue.
8	Interest chargeable on late payments	No issue.
9	Reserve fund to cover shortfalls in financing	No issue
10	Sanctions for non-payment	Will be dealt with by the JSC reviewing the financial contributions system.

Recommendation

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.)

Appendix**Extracts from relevant Acts (APPU, UPU, PUASP, PAPU, APT)****Asian-Pacific Postal Union****Constitution Article 13 – Expenditure of the Union**

The annual expenditure of the Union shall be separate for the administrative section and for the training section. Each Congress of the Union decides on the maximum amount for the annual expenditure for the administrative section on the basis of the recommendation made by the Director of the Bureau. The expenditure for the administrative section is shared by all the member-countries of the Union. The contribution units of each member-country shall be determined on the basis of that member-country's Universal Postal Union contribution class, as prescribed in the General Regulations of the Asian-Pacific Postal Union. The annual expenditure for the training section is covered in principle by participating countries in direct proportion to their use of the training course and by voluntary contributions of the other countries or organisations or the administrative section.

General Regulations Article 106 – Executive Council

9. The functions of the Council are:...
 - e) to review and approve the annual budget and accounts of the administrative section prepared by the Bureau in the intervals between Congresses;

General Regulations Article 111 – Governing Board of the training section of the Bureau

2. In the discharge of its responsibilities to Congress, the functions of the Governing Board are:
 - c) to approve and supervise the budget of the training section

General Regulations Article 117 - Budget and Accounts of the Union

1. The expenditure of the administrative section shall not exceed the sum of 80,000 US dollars per annum.
2. 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.
3. The Bureau shall prepare, during the first quarter of each year, a report of the administrative section to which shall be attached a detailed final account of the preceding year and all documents regarding receipts and expenditure. This report shall be submitted to the Executive Council or to Congress for approval and for distribution to the postal administrations of the Union.
4. The expenditure of the administrative section shall be in accordance with the budget approved by the Executive Council or by Congress. The expenditure of the training section shall be in accordance with the budget approved by the Governing Board.

5. 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.

6. Member-countries shall pay their contributions to the Union's annual expenditure for the administrative section in advance on the basis of the budget laid down by Congress or by the Executive Council. These contributions shall be paid not later than the first day of the financial year to which the budget refers. Contributions for the training section shall be paid by 31 January of the year to which they pertain. For contributions for the administrative section, after that date, the sums due shall be chargeable with interest in favour of the Union at the rate of 3 percent per annum for the first six months and of 6 percent per annum from the seventh month.

7. To cover shortfalls in Union financing, reserve funds shall be established for the budget of the administrative section and that of the training section separately, the amount of which shall be fixed by the Executive Council. These funds shall be maintained primarily from budget surpluses. They may also be used to balance the respective budgets or to reduce the amount of member-countries' contributions.

8. As regards temporary financing shortfalls of the training section, the host country of the Bureau will advance to the Governing Board the funds necessary to ensure the continuation of the training function of the Bureau, provided that it is guaranteed reimbursement by the countries concerned. The funds shall not exceed the budget limit of the training section.

9. Where funds are advanced by the host country of the Bureau, the postal administration of each country concerned shall reimburse the host country, through the Governing Board, the sum advanced on its behalf by virtue of the preceding paragraph. Such reimbursement shall be made as soon as possible and not later than one calendar year following the assessment agreed by the Governing Board.

Universal Postal Union

Constitution Article 20 - Expenditure of the Union. Contributions of member countries

1 Each Congress shall fix the maximum amount which:

1.1 the expenditure of the Union may reach annually;

1.2 the expenditure relating to the organization of the next Congress may reach.

2 The maximum amount for expenditure referred to in paragraph 1 may be exceeded if circumstances so require, provided that the relevant provisions of the General Regulations are observed.

3 The expenses of the Union, including where applicable the expenditure envisaged in paragraph 2, shall be jointly borne by the member countries of the Union. For this purpose, each member country shall choose the contribution class in which it intends to be included, subject to the relevant provisions laid down in the General Regulations.

General Regulations Article 103 - Functions of Congress

1 On the basis of proposals by member countries, the Council of Administration and the Postal Operations Council, Congress shall:

1.8 fix the maximum amount of the Union's expenditure, in accordance with article 20 of the Constitution

General Regulations Article 107 - Functions of the CA

1 The Council of Administration shall have the following functions:

1.4 Considers and approves the annual programme and budget and the accounts of the Union, while taking into account the final version of the Union Business Plan, as described in article 107.1.3.

1.5 Authorizes the ceiling of expenditure to be exceeded, if circumstances so require, in accordance with article 146.3 to 5.

General Regulations Article 128 – Duties of the Director General

4 Furthermore, the Director General shall have the following duties:

4.4 prepares the draft annual budget of the Union at the lowest possible level consistent with the requirements of the Union and submits it in due course to the Council of Administration for consideration; communicates the budget to the member countries of the Union after approval by the Council of Administration and executes it;

General Regulations Article 146 - Fixing of the expenditure of the Union

1 Subject to the provisions of paragraphs 2 to 6, the annual expenditure relating to the activities of bodies of the Union may not exceed 38,890,030 Swiss francs for the years 2022 **and 2023, and 39,512,270 Swiss francs for the years 2024 and 2025**. In the event that the Congress planned for 2025 is postponed, **the latter ceiling** shall also apply to the post-2025 period.

General Regulations Article 147 - Regulation of member countries' contributions

2 Member countries shall pay their contributions to the Union's annual expenditure in advance on the basis of the budget laid down by the Council of Administration. These contributions shall be paid not later than the first day of the financial year to which the budget refers. After that date, the sums due shall be chargeable with interest in favour of the Union at the rate of 5% per annum from the fourth month.

General Regulations Article 148 - Shortfalls in financing

1 A Reserve Fund shall be established with the Union to cover shortfalls in financing. Its amount shall be fixed by the Council of Administration. The Fund shall be maintained primarily from budget surpluses, and may also be used to balance the budget or reduce the amount of member countries' contributions.

Pan African Postal Union

ARTICLE 2 – Functions of the Plenipotentiary Conference

The functions of the Conference shall be to:

3. Examine and approve the programme of activities and accounts of the Union and determine the ceiling or budgets for the quadrennial period;

ARTICLE 5 – Functions of the Administrative Council

The Administrative Council shall:

1. Direct, control and coordinate financial, administrative and technical activities of the Union;
2. Adopt the annual programme of activities and budget of the Union;
3. Implement decisions of the Conference on the annual contribution of each Member to the budget of the Union;

ARTICLE 9 – Functions of the Secretary General

The Secretary General shall:

4. Prepare the draft programme of activities and budget of the Union for the quadrennial period and submit them for the approval of the Conference;
5. Prepare the annual draft programme of activities and budget of the Union and submit them for the approval of the Council;
6. Present for the approval of the Council, audited accounts of the Union for the preceding year;

ARTICLE 22 – Payment of Contributions

1. Member States and Associate Members shall pay in advance their annual contributions calculated on the basis of the budget approved by the Council.
2. Any Member State in arrears of payment for two (2) consecutive years to the Union shall forfeit its voting rights. Should the delay extend to another year, the Member State shall be suspended pursuant to the terms of this Convention.
3. Any Associate Member in arrears of payment for two (2) consecutive years shall be suspended.

ARTICLE 25 – Budget of the Union

1. The Conference shall fix the annual budget ceilings of the Union for the quadrennial period.
2. The Secretary General may within the limits of ceilings fixed for the quadrennial period readjust the draft annual budgets of the Union to be submitted for the approval of the Council.

ARTICLE 26 – Financial Regulations

The Financial Regulations define all additional provisions applicable to the Finance of the Union.

Postal Union of the Americas, Spain and Portugal

Article 21 - Union Expenses

1. Each Congress will set ceilings for:
 - (a) the budget for each year of the ensuing four-year period;
 - (b) expenses connected with the following Congress.
2. Union expenses will be jointly defrayed by all member countries or territories, which will be classified in different contribution categories specifically for this purpose. To this end, each member country or territory will choose the contribution category in which it wishes to be classified. The contribution categories are established in the General Regulations.
3. The government of a country or territory acceding to the Union will select the contribution category in which it wishes to be classified for purposes of the apportionment of Union expenses

Article 114 - Consultative and Executive Council

11. The Council will direct Union operations, with the following specific functions:
 - 11.8 Authorize the annual Union budget subject to the ceilings set by the Congress;
 - 11.9 Examine and, where applicable, approve the financial statements for the previous year's budget;
 - 11.27 Render decisions on the accrual of more than 3 alicuotas by a member country or territory upon a favorable recommendation by the General Secretariat or the reimbursement of unused funds to the Project Development Fund, according to the provisions in force in the Technical Cooperation Regulations;
 - 11.28 Approve joint projects from the Regulatory Affairs Committee (RAC), as well as the regulatory events that might be proposed, within the framework of the regulations, technical cooperation, and the Union budget ceilings;

Article 116 - Management Committee

1. Functions

The Management Committee reports to the Council and assists it with the monitoring, examination and evaluation of Union activities, with the following specific functions:

- e) draw up a report on budget performance monitoring data;
- f) draw up a report on the budget proposal, budget performance report, balance sheet, profit and loss statement and annual report to be presented by the General Secretariat;

Article 118 PUASP GENERAL SECRETARIAT - Functions

The PUASP General Secretariat has the following functions in furtherance of the interests of member countries or territories:

2. With respect to the administration and operation of the PUASP:

d) Draw up an annual budget proposal for the following year, including the Project Development Fund budget, a statement of Union expenditures and an annual report on its work, all of which are subject to examination by the Management Committee and approval by the Council;

Article 119 - PUASP Secretary General

7. The Secretary General will have the following powers in addition to those expressly conferred on him by the Constitution and General Regulations:

e) Negotiate loans, sign debt instruments and furnish guarantees for up to two twelfths of the annual budget, all of which are to be cosigned by the Union's Secretary General and Finance and Accounting Manager;

f) Open bank accounts;

g) Transfer items between headings and subheadings within the same cost group under a given budget program in keeping with official Union needs and consult with and secure approval from the Council Chairman for major budget transfers under Article 114, subsection 11.14, of these General Regulations as required to cover major emergency expenditures and subsequently submit such transfers for confirmation by a plenary session of the Council as provided in the aforesaid Article, together with any other expenditure entailing major changes in budget programs or in cost groupings under a given program.

Article 127 UNION FINANCE - Union Budget

1. Each Congress will pass a Resolution setting the budget ceiling for each year of the ensuing four-year period expressed in United States dollars based on the strategic action areas approved by the Congress. Approved budgets are effective from January 1st through December 31st of each year.

2. The General Union Budget may not be increased in the interval between Congresses.

3. The General Secretariat will present the Management Committee and the Council with an itemized budget proposal for the following year, along with a statement of expenditures for the previous year, accompanied by supporting documents for examination and approval, where applicable.

Article 128 - Working Capital Fund

1. The purpose of the Working Capital Fund is to cover non-budgeted expenses, enabling the General Secretariat to discharge any unforeseen obligations.

2. The General Secretariat will be required to notify the Management Committee of and request authorization from the Council for any payments of expenses against the Working Capital Fund with the exception of previously authorized expenditures. The General Secretariat may use this fund with the consent of the Council Chairman In the event of a compelling need, accounting for its use to the Council.

3. Any increases in the Fund must be made through a PUASP budget appropriation, to be established in a Resolution to such effect by the Congress.

Article 131 - Financial Statements

The General Secretariat will draw up annual Union budget performance reports, balance sheets and profit and loss statements at the close of each fiscal year, which will be subject to auditing by the Supervisory Authority, as well as to external auditing. Moreover, the Congress, the Council and the Management Committee may ask the General Secretariat to account for matters other than budgetary issues or to present preliminary reports.

Article 133 - Payment of Contributions

1. Member countries or territories will be promptly notified of the budget approved by the Council for purposes of the payment of their respective contributions thereunder. A corresponding invoice must be sent out by December 31st of the year prior to the budget year in question, accompanied by a copy of the approved budget. Payments are due by June 30th of the budget year in question.
2. Any and all payments in arrears after June 30th will accrue interest at the rate of 3% per annum, effective as of the aforesaid deadline.

Article 134 - Automatic sanctions

1. Any member countries or territories in debt to the Union for:
 - a) nonpayment of their membership contributions for **two complete** fiscal years; or
 - b) noncompliance with payment deadlines under agreed-on payment plans, if any; which have not taken either of the following measures:
 1. settlement of their debt by paying off the outstanding balance or by making an irrevocable assignment to the Union of all or part of their own outstanding claims payable by other member countries or territories; or
 2. acceptance of a payment plan proposed by the General Secretariat; will be subject to automatic sanctions.

For the purposes of the contribution payment corresponding to each year, the financial year shall be considered to end on December 31st.

2. In keeping with the previous paragraph, the member country or territory in question will automatically forfeit:
 - a) its right to vote at meetings of the Congress, the Council and the Management Committee, though retaining its right to take part in deliberations;
 - b) its right to nominate candidates for elective positions with the General Secretariat;
 - c) its possibility of using Technical Cooperation funding, no matter its origin or purpose, except for the Contingency Fund;
 - d) its right to accrue alicuotas effective as of the date of imposition of the sanctions referred to in this article, with the full amount of any balances in its favor as of the date of the sanction to be allotted to the Project Development Fund;

e) its right to reimbursement of airfare and subsistence allowances for the attendance of Council meetings or UPU Congresses.

3. The General Secretariat will report any Union member subject to automatic sanctions at the opening session of the Congress and the Council meeting.

4. Automatic sanctions imposed on a member country or territory will be officially lifted, effective immediately, upon payment in full of all outstanding mandatory contributions due the Union or upon its signature of a debt payment plan and payment of the first installment due thereunder.

Technical Cooperation Regulations

Article 15 - Project Development Fund

1. The Project Development Fund consists of funding approved or earmarked by the Congress or the Council for this purpose, as well as of budget savings and unused alicuotas, accumulated balances from previous periods, and interests accrued from financial investments. Applications for funding are processed by the General Secretariat in accordance with the rules and provisions established in these Regulations.

2. The budget for the Project Development Fund is presented by the General Secretariat as part of the annual budget document in keeping with the provisions of Article 118(2)(d) of the General Regulations.

RESOLUTION 01/2021 - Union budget ceilings for 2022 – 2026

The Twenty-Fourth Congress of the Postal Union of the Americas, Spain and Portugal,

CONSIDERING

Article 127, section 1, of the PUASP General Regulations of Mexico, 2017;

CONSIDERING

Document CEC/21 – Doc. 15.2.3 Report by the Working Group on Union Finance,

ALSO CONSIDERING

the need for budget appropriations for the main Union funds, especially Technical Cooperation Funds, the Working Capital Fund, the Contingency Fund, and the Building Maintenance Fund,

IN A DESIRE

for a sustainable budget for the period 2022 – 2026 enabling the Union to discharge its responsibilities in the best possible fashion;

R E S O L V E S:

1. To cap the Union budget for each year of the period 2022 – 2026 at US\$1,600,000. The following appropriations are deemed as not included in the aforementioned budget:

a) A US\$50,000 appropriation for the year 2025 to cover the attendance of the General Secretariat to the UPU regular Congress;

b) A US\$50,000 appropriation for the year 2026 to cover the cost of the PUASP Congress;

c) An additional US\$35,000 appropriation in 2022 for mission start-up and a US\$50,000 appropriation for close-out costs in 2026.

2. To cap the Spanish Translation Service budget for each year of the period 2022 – 2026 at US\$110,000. To also provide for an appropriation of up to US\$20,000 for the year 2025 to reinforce the translation service during the UPU Congress.

3. To provide for the share of interest income from investments of Technical Cooperation Fund, Working Capital Fund, Building Maintenance Fund and Natural Disaster Contingency Fund reserves to be allocated as follows under Union budgets for the period 2022 – 2026 to provision these funds with liquid resources:

- Project Development Fund – 65%
- Building Maintenance Fund – 20%
- Contingency Fund for Natural Disasters – 15%

4. To provide for any budget savings for the period 2022 – 2026 to be allotted to the various reserves for Union funds as follows:

- Project Development Fund – 30%
- Working Capital Fund – 35%
- Building Maintenance Fund – 25%
- Contingency Fund for Natural Disasters – 10%

APT

Article 8

THE GENERAL ASSEMBLY

1. The General Assembly shall be the supreme organ of the Telecommunity and shall be composed of all the Members and Associate Members of the Telecommunity.
2. Each Member shall have one vote in the General Assembly.
3. An Associate Member shall not have the right to vote in the General Assembly.
4. An Affiliate Member may participate in the deliberations of the General Assembly as an observer.
5. The General Assembly shall meet in ordinary session every three years and in extraordinary session when circumstances require. Extraordinary sessions shall be convened by the President of the General Assembly at the request of a simple majority of the Members of the Telecommunity.
6. The General Assembly shall:
 - (a) Establish general policies and principles for the fulfilment of the objectives of the Telecommunity and for such other matters as the General Assembly may deem to be within the competence of the Telecommunity;

- (b) Establish the basis for the annual budget of the Telecommunity and determine the limits of annual expenditure until the next ordinary session of the General Assembly;

Article 10

THE SECRETARIAT

1. The Secretariat of the Telecommunity shall be composed of the Secretary General of the Telecommunity, who shall be its chief administrative officer, the Deputy Secretary General and such other officials as may be deemed necessary by the Management Committee.
2. The Secretary General and the Deputy Secretary General shall hold office for a term of three years. They shall be eligible for re-appointment but shall not hold office for more than two consecutive terms.
3. Such other officials as may be deemed necessary by the Management Committee shall be appointed by the Secretary General on such terms of service as the Management Committee may determine.
4. The Secretary General, and the Deputy Secretary General, assisted by the other officials of the Secretariat, shall carry out the duties established by the Management Committee, including:
 - (a) Serving as secretary of the General Assembly and of the Management Committee;
 - (b) Providing secretariat services to the principal organs and the subsidiary bodies of the Telecommunity and arranging the convening of their meetings;
 - (c) Keeping all records of the Telecommunity;
 - (d) Performing any function that may be entrusted to them by the General Assembly or the Management Committee;
 - (e) Being responsible to the Management Committee for the administration of the Telecommunity;
 - (f) Implementing, where required to do so, decisions of the General Assembly and the Management Committee;
 - (g) Administering the technical assistance programmes and projects of the Telecommunity;
 - (h) Where necessary, and except where otherwise directed by the General Assembly or the Management Committee, representing the Telecommunity at conferences or meetings to which the Telecommunity may be invited;
 - (i) Preparing the draft programme of work, budget estimates, accounts, annual reports and periodic reports of the Telecommunity for submission to the Management Committee for its consideration and approval.

Article 11

FINANCES OF THE TELECOMMUNITY

1. There shall be two categories of budgets of the Telecommunity:
 - (a) The General Budget; and
 - (b) Special Budgets.
2. The expenses of the General Budget shall include the costs of:
 - (a) The General Assembly;
 - (b) The Management Committee;
 - (c) Conferences, meetings or other activities summoned by the Telecommunity for which the expense is approved by the General Assembly or Management Committee;
 - (d) The Secretariat and its activities;
 - (e) Technical Assistant activities of the Telecommunity; and
 - (f) Any other items as the General Assembly or the Management Committee may approve.
3. The expenses of the Special Budgets shall include the costs of:
 - (a) Activities for which the General Assembly or Management Committee approves the expenses to be covered by a Special Budget; and
 - (b) Conferences or meetings convened by the Telecommunity for which the expense is not covered in the General Budget.
4. The expenses of the Telecommunity shall be met from the following sources:
 - (a) Regular contributions of the Members and Associate Members which shall be a sum proportional to the number of units in the class of contribution voluntarily chosen upon becoming the Members and Associate Members from the following scale of unit classes:

60, 50, 40, 30, 25, 20, 18, 16, 14, 12, 10, 9, 8, 7, 6, 5, 4, 3, 2, 1, 0.5.

No reduction in a unit classification established in accordance with this Constitution shall take effect between sessions of the General Assembly.
 - (b) Extra-budgetary contributions either in cash or in some other form which may be voluntarily made by Members, Associate Members and other sources;
 - (c) The annual regular and extra-budgetary contributions made by the Affiliate Members in accordance with their terms of affiliate membership; and
 - (d) Any other income earned by the Telecommunity.

5. The Members, Associate Members and Affiliate Members shall pay in advance their annual contributory shares, calculated on the basis of the annual budget approved by the Management Committee.
6. Each Member, Associate Member and Affiliate Member shall bear the expenses of its delegations to the General Assembly, to the Management Committee and to any other bodies on which it may be represented.

ADDENDUM 5

TOPIC: DISCUSSION QUORUM

Overview

There are two types of quorum:

- (i) **discussion quorum:** the number of members present to enable discussion at a meeting to be valid; and
- (ii) **voting quorum:** the number of members present to enable voting at a meeting to be valid, including votes on amendments to the Acts.

This Position Paper covers “discussion quorum” for both Treaty (Congress) and less-than-Treaty meetings (Executive Council). “Voting quorum” is covered in *Policy Position Paper – Voting Quorum for Decisions*. Consideration of online presence as counting towards quorum is also covered in *Policy Position Paper - Online Participation*.

What have others done on this issue?

A review of 5 organisations (APPU, Universal Postal Union (UPU), Postal Union of the Americas, Spain and Portugal (PUASP), Pan African Postal Union (PAPU), and Asia Pacific Telecommunity (APT)) found that:

- (i) the APPU is not aligned with other organisations for the number of members to be present to enable discussion to be valid at a Treaty meeting .
- (ii) the APPU is the only organisation where the quorum rule for the Executive Council is stated in both the General Regulations and in the Rules of Procedure of the Executive Council.

Further background detail is at **Attachment A** and extracts from Acts of the 5 organisations are at **Attachment B**.

What gaps in current governing documentation exist?

There are no identified gaps, however, Reform Working Group members are asked to consider two changes.

- (i) Change the requirement in the Rules of Procedure of Congresses regarding the quorum required for the opening of meetings:
 - FROM the current provision i.e., “the majority of the member countries of the Union, provided that these member countries have the right to vote”
 - TO the provision used by other organisations i.e., “half the members represented in Congress and having the right to vote”
- (ii) Remove one of the duplicate references to the quorum required for the EC.

Are there any existing or emerging issues?

Whether online presence should count towards quorum is discussed separately, considering feedback of APPU member countries following the 2023 Bangkok and the 2024 Siem Reap Executive Council meetings.

How can existing structures be strengthened and optimised?

The two potential changes are:

1. Change the quorum required for **Congress** to “half the members represented in Congress and having the right to vote”
 - (i) The essential requirement for a Congress is that it is held. Accordingly, the general practice is that there is no minimum number of countries that must attend for a Congress to be able to proceed.
 - (ii) Against the background in sub-paragraph (i), the common rule for the quorum necessary for the opening of meetings at a Congress is “half the members represented in Congress and having the right to vote”. For an organisation such as the APPU with 32 members, this means that if 14 members are represented at Congress then the quorum necessary to open a meeting is seven members having the right to vote.
 - (iii) The APPU’s quorum for a Congress meeting to proceed is the “majority of member-countries of the Union having the right to vote”. This equates to a quorum of 17 members needing to be represented at the Congress and having the right to vote. If only 14 member-countries are represented then, under the APPU rule, a Congress meeting could not proceed.
 - (iv) Compared to common practice, the APPU makes it harder for itself to hold a Congress. However, now that the RWG has clarified what the common practice is (and why), the quorum for opening Congress meetings should be amended.
 - (v) Of course, a potentially lower number of member-countries represented at Congress could mean some decisions cannot be made (e.g., amendments to the Constitution require two-thirds of the member-countries of the Union having the right to vote to be present for discussion and voting to be valid). This is a secondary issue to the main requirement i.e., making sure that a Congress is held.
2. Retain only one reference to the quorum required for the **EC**. The best way to do this may be by keeping the current text in the General Regulations and deleting the duplicate reference from the Rules of Procedure of the Executive Council (RoPEC), however further work can confirm this.

Does this align with the vision or what changes might be required to achieve the vision?

The proposed changes align with the APPU’s vision.

Recommendation

The Reform Working Group, with the support of the Reform Consultant, to work towards resolutions of the two issues identified above:

1. Specify that the quorum is the majority of countries represented at Congress (i.e. either through amending the Rules of Procedure of Congresses or specifying this in the General Regulations and removing the current reference from the Rules of Procedure of Congresses).

2. Delete one of the duplicate references to the EC quorum currently in the General Regulations and the RoPEC. Further work to determine which duplicate reference should be removed.

The Reform Working Group will seek to achieve consistency across the Treaty and Less-than-Treaty documents in resolving these issues.

Attachment A – Background material – Not Required Reading

1.1 Analysis of discussion quorum in the five organisations studied

1.1.1 Summary of where quorum is stated i.e., in Acts or in RoP.

Table 1: Where quorum is stated

Organisation	Treaty Meetings			Less-Than-Treaty Meetings		
	Quorum Stated	Where Stated		Quorum Stated	Where Stated	
		Acts	RoP		Acts	RoP
APPU	Yes	No	Yes	Yes	Yes	Yes
UPU	Yes	No	Yes	Yes	No	Yes
PUASP	No	N/A	Not available	Yes	Yes	Not available
PAPU	Yes	Yes	Not available	Yes	Yes	Not available
APT	Yes	Yes	Not available	Yes	Yes	Not available

1.1.2 Summary of quorums required for discussions to proceed.

Table 2: Quorums required

Organisation	Quorum Required	
	Treaty Meetings	Less-Than-Treaty Meetings
APPU	Majority of members of the Union	Majority of members of the entity (EC)
UPU	Majority of members represented at meeting	Majority of members of the entity (CA, POC)
PUASP	N/A	Majority of members of the entity (CEC)
PAPU	Two-thirds of members of the Union	Two-thirds of members of the Union (AC)
APT	Majority of members represented at meeting	Majority of members of the entity (MC)

2.2.3 Assessment of possible issues in Tables 1 and 2. Highlighting is explained below the table.

Table 3: Potential additional Issues regarding quorum

Organisation	Potential additional Issues	
	Treaty Meetings	Less-Than-Treaty Meetings
APPU	Double imperative i.e., must hold a Congress and must have a minimum of half the membership plus one present.	Nil
UPU	Simpler arrangement i.e., must hold a Congress, but no minimum number of members required to be present.	Nil
PUASP	Information not available for full comment.	Nil
PAPU	Double imperative i.e., must hold a Plenipotentiary Conference and must have a minimum of two-thirds of the membership present.	Not consistent with the other four organisations i.e., requires two-thirds of members present to establish a quorum.
APT	Simpler arrangement i.e., must hold a General Assembly, but no minimum number of members required to be present.	Nil

	Less complex		Most common arrangement		More complex
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2.3 Notes on the comparative study of the five organisations

2.3.1 Although some PUASP and PAPU material was not available to analyse, the information obtained in Section 3 has still allowed a conclusive analysis to be presented in Tables 1 to 3 above.

2.3.2 Some organisations state the quorum in their Rules of Procedure, as these are usually less-than-Treaty instruments and changing quorum requirements is easier, if needed.

2.3.3 In the APPU's case, the quorum requirement for less-than-Treaty meetings (Executive Councils) is mentioned in both the General Regulations and Rules of Procedure, however this is likely a historical reason and does not deliver any benefit now.

2.4 Explanation of why the quorum for the APPU EC is stated in two documents

2.4.1 As set out in Table 1, Line 1, the quorum for the Executive Council is mentioned in the General Regulations (Article 106, paragraph 1) and in the Rules of Procedure of Executive Council (Article 2, paragraph 1), the latter including a cross-reference to the General Regulations).

- (i) The reference in the General Regulations to the Executive Council quorum is likely because in 1961 when the APPU's treaties were first drafted, the Union had set a minimum target of eight members so drafted its Executive Council quorum as:

The Committee¹ comprises all the member-countries of the Union, with a quorum of five.

- (ii) Following growth in membership, the Executive Council quorum provision was amended to "a quorum of the majority". The 1965 Congress Acts which reflect the amended text explained that:

Considering that membership in the Union may be increased during the period that its Convention is in force, the 1965 AOPU Congress decided to stipulate a majority instead of a number of the members to comprise a quorum in the Executive Committee.

- (iii) Between 1961 and 1965, the Union refined its Acts. As part of this, provisions were sometimes duplicated in the Union's Rules of Procedure (then known as Internal Rules) however over time, these duplications have been removed. Deleting the quorum reference from the General Regulations would be consistent with the UPU's quorum for CA (Rules of Procedure of the Council of Administration, RoPCA) and POC (Rules of Procedure of the Postal Operations Council, RoPPOC).
- (iv) At the APPU the Rules of Procedure of Executive Council is a less-than-Treaty document and more easily changed than the General Regulations. The General Regulations are a Treaty-level document and a change to the quorum could only come after consideration and discussion between APPU member countries. It is for this reason that the RWG recommends the duplicate reference in the RoP be deleted instead.

2.5 History of the 2022 APPU Congress quorum change

- (i) In 2022, the APPU began requiring a majority of the total membership of the Union to be present for a Congress to proceed.
- (ii) Prior to the 2022 Bangkok Congress, it was possible for a Congress to proceed with few member countries present as a quorum however with a risk that there wouldn't be enough member countries present to be able to make decisions. In 2022, APPU members noted that good attendance numbers at Congress could be encouraged through requiring a higher number of members to attend for the meeting to go ahead as a Congress.

¹ The EC was initially called the Executive Committee.

Attachment B – References from Acts – Not Required Reading

3.1 APPU – mainstream material

3.1.1 There is one reference in the Acts of the Union regarding quorum.

General Regulations Article 106 – Composition, functioning and meetings of the Executive Council

1. The Executive Council comprises all the member-countries of the Union, with a quorum of the majority.

3.1.2 There is one reference in the Rules of Procedure of Congresses (RoPC) regarding quorum.

Article 9 - Quorum

The quorum necessary for the opening of the meetings and for voting shall be the majority of the member countries of the Union, provided that these member countries have the right to vote.

3.1.3 There is one reference in the Rules of Procedure of the Executive Council (RoPEC) regarding quorum.

Article 2 – Members of the Council

1. The Council comprises representatives of all the member-countries of the Union, with a quorum formed of the majority, as called for in Article 106, paragraph 1 of the General Regulations.

3.2 APPU – other material

APPU Congress

3.2.1 The current text of RoPC Article 9 regarding the quorum for the opening of meetings was agreed at the 2022 Bangkok APPU Congress. Prior to that the text had been:

A majority of the member-countries represented in Congress or on the Committee shall constitute a quorum.

3.2.2 The 2022 Congress opted for a quorum of the majority of members of the Union as its decision. In this regard, the APPU is not aligned with the UPU for the quorum at a Congress.

3.3 UPU – mainstream material

3.3.1 There are no references in the UPU Acts to quorum for any of its bodies (Congress, CA or POC).

3.3.2 Article 17 of the UPU RoPC specifies the quorum for its Congress

RoPC Article 17

Quorum

1. *Subject to paragraphs 2 and 3, the quorum necessary for the opening of the meetings and for voting shall be half the member countries represented in Congress and having the right to vote.*

3.3.3 Article 19 of the RoPCA expresses its quorum requirement as follows.

RoPCA Article 19

Quorum

Discussions by the CA shall not be valid unless at least half of its members having the right to vote are present.

3.3.4 Article 23 of the RoPPOC expresses its quorum requirement as follows.

ROPPOC Article 23

Quorum

1. *POC meetings shall only be valid if at least half of the members of the POC having the right to vote are present.*

3.4 UPU – other material

Nil

3.5 PUASP – mainstream material

3.5.1 There is one reference to quorum.

General Regulations Article 114

Consultative and Executive Council

13. *The adoption of decisions by the Council requires:*

– ascertaining that the necessary quorum has been met, namely 50% plus one of the member countries and territories present and entitled to vote;

3.6 PUASP – other material

Nil

3.7 PAPU – mainstream material

3.7.1 There is one reference to quorum which applies to two bodies i.e., the Plenipotentiary Conference (being the PAPU equivalent of a Congress) and the Administrative Council.

Constitution Article 29

Quorum

For the sessions of the Plenipotentiary Conference and the Council, the quorum shall be made up of two-thirds of the Member States of these organs of the Union. Where the two thirds give a decimal figure, it shall be rounded up to the following nearest whole number.

3.8 PAPU – other material

Nil

3.9 APT – mainstream material

3.9.1 There are two references to quorum.

Constitution Article 8 – The General Assembly

12. A quorum for a meeting of the General Assembly shall consist of the representatives of a simple majority of the Members of the Telecommunity.

Constitution Article 9 – The Management Committee

8. A quorum for a meeting of the Management Committee shall consist of the representatives of a simple majority of the Members of the Telecommunity.

3.10 APT – other material

Nil

ADDENDUM 6

TOPIC: VOTING QUORUM FOR DECISIONS

Overview

This policy position paper on Voting Quorum for Decisions covers the following activities at the Asian-Pacific Postal Union's (APPU) Treaty and non-Treaty meetings.

- (i) Decisions to amend Acts
- (ii) Decisions that do not amend Acts
- (iii) Decisions on procedural matters
- (iv) Decisions on matters that cannot be settled by common consent

Quorum relates to the process of decisions and voting, and there are two situations where a quorum is established at a meeting:

- (i) **discussion quorum**: the number of members present to enable discussion at a meeting to be valid; and
- (ii) **voting quorum**: the number of members present to enable voting (i.e. to make decisions) at a meeting to be valid, including votes on amendments to the Acts.

This policy position paper discusses the "voting quorum", while the *Policy Position Paper – Discussion Quorum* addresses the "discussion quorum". The *Policy Position Paper – Online Participation* addresses the topic of whether voting can be conducted online.

The APPU has 14 situations where decisions through votes occur. Of these, six decisions and voting situations are considered satisfactory; eight are categorised as requiring attention (issues and proposed solutions at Table 1).

What have others done on this issue?

Four other organisations have been studied including the Universal Postal Union (UPU), Postal Union of the Americas, Spain and Portugal (PUASP), Pan African Postal Union (PAPU), and Asia-Pacific Telecommunity (APT). Across the APPU and the other organisations, 45 different decisions and voting situations were examined for comparable voting quorums, as shown in **Attachment A**. Extracts of the relevant provisions are provided at **Attachment B**.

Some of the APPU's provisions do not align with those of the other organisations or with good practice.

Are there any existing or emerging issues?

There are multiple identified issues as per Table 1. A further potential issue relating to Congress quorum is being addressed in the *Policy Position Paper – Discussion Quorum*.

How can existing structures be strengthened and optimised?

The structures can be strengthened and optimised as per Table 1 below.

Table 1: Analysis of Eight Situations

Corresponding Line in Attachment A	Voting Body	Decision Area	Voting Quorum	Majority Required for Approval	Comment	Rating of Issue	Recommended Solution
16	APPU Congress	Amending the Constitution	The majority of the member countries of the Union, provided that these member countries have the right to vote.	Two-thirds of member-countries of the Union	Issue: voting quorum As the APPU Congress is the relevant decision-making body for amending the APPU Constitution, there is a specified quorum for a vote of the Congress to be valid, which is the same quorum as the quorum required to open the meetings of Congress. The UPU and PUASP only have a specified quorum for the opening of meetings of Congress, as such the quorum required to amend their Constitutions is the same quorum as the quorum required to open the meetings of Congress.	Moderate (due to not being consistent with UPU)	Voting quorum This is also addressed in the Quorum Policy Position Paper where paragraph 1.3.2 (viii) recommends the UPU model for the quorum required to commence Congress proceedings. It is recommended that Line 1 of Attachment A be noted as taken care of by action under the Quorum Policy Position Paper (for setting the Congress quorum at the number of members represented at Congress).
17	APPU Congress	Amending the General Regulations	The majority of the member countries of the Union, provided that these member countries have the right to vote.	Majority of the member countries represented at Congress	Issue: voting quorum UPU, PUASP, PAPU require two-thirds of their members (with provisos) for voting quorum.	High (due to current arrangement being assessed as unsafe, and not consistent with UPU)	Voting quorum The APPU's General Regulations are too easily changed when compared with comparable organisations i.e. the APPU GR could be amended by securing only nine votes from 18 member countries attending Congress; whereas, applying the model used by UPU, PUASP and PAPU which requires two-thirds of members present, would require a minimum of 12 votes. It is recommended that an amendment is made to GR Article 123, § 1 requiring two-thirds of members of the Union eligible to vote being present.
21	APPU Congress	Proposals not amending the Acts	The majority of the member countries of the Union, provided that these member countries have the right to vote.	Not specified	Issues: voting quorum and approval majority The voting quorum should be set at the majority of countries represented at Congress. Neither the Acts nor the Rules of Procedure of Congress (RoPC)	Moderate (due to being an unnecessary gap in current provisions, as well as being inconsistent with	Voting quorum As for Line 16, it is recommended that the voting quorum for proposals not amending the Acts be noted as taken care of by action under the Quorum Policy Position Paper (for setting the Congress quorum at the number of members represented at Congress). Approval majority

Corresponding Line in Attachment A	Voting Body	Decision Area	Voting Quorum	Majority Required for Approval	Comment	Rating of Issue	Recommended Solution
					specify the majority required for approval. (All other organisations specify majority required.)	all other organisations)	It is recommended that an amendment is made to the RoPC specifying a simple majority of members at Congress is required for approval of proposals not amending the Acts (Rule 12, § 1).
22	APPU Congress	Questions that cannot be settled by common consent.	The majority of the member countries of the Union, provided that these member countries have the right to vote.	Not specified	Issues: voting quorum and approval majority The voting quorum should be set at the majority of countries represented at Congress. Neither the Acts nor the RoPC specify the majority required for approval. (All other organisations specify majority required.)	Moderate (due to being an unnecessary gap in current provisions, and not consistent with Line 7.)	Voting quorum As for Line 16, it is recommended that the voting quorum for questions that cannot be settled by common consent be noted as taken care of by action under the Quorum Policy Position Paper (for setting the Congress quorum at the number of members represented at Congress). Approval majority It is recommended that an amendment is made to the RoPC specifying a simple majority is required for questions that cannot be settled by common consent (Rule 12, § 1).
23	APPU Between Congresses	Chapter V of the Gen Regs for amendment of provisions	Voting document sent to all members. Therefore, voting quorum is, by default, 32.	Must be approved by the unanimity of votes (but no minimum number of responses is specified).	Issues: minimum number of votes required for valid process, and definition of “unanimity” APPU-specific. Has never been used. Highly unlikely it will be used in the future. However, with no minimum number of responses specified and a “unanimity” approval level, this arrangement leaves itself open to a minority approval.	Moderate (due to clarity being necessary for validity of approval process).	Minimum number of votes required for valid process It is recommended that an amendment is made to GR Article 123, § 2 to specify a minimum number of responses required for a vote to be valid. Definition of “unanimity” It is recommended that the second sentence of GR Article 123, § 2 be amended to require that proposals to amend provisions of Chapter V of the GRs be approved by a majority of votes received from members present at Congress .
24	APPU Between Congresses	Chapter V of the Gen Regs for interpretation of provisions	Voting document sent to all members. Therefore, voting quorum is, by default, 32.	Must be approved by a majority of the votes (but no minimum number of responses is specified).	Issues: minimum number of votes required for valid process APPU-specific. Has never been used. Highly unlikely it will be used in the future. However, with no minimum number of responses specified, this arrangement leaves itself open to a minority approval level.	Moderate (due to clarity being necessary for validity of approval process).	Minimum number of votes required for valid process It is recommended that an amendment is made to the last sentence of GR Article 123, § 2 to specify the minimum number of responses required for a vote to be valid.
25	APPU Between Congresses	Reservations to Chapter V of the Gen	Voting document sent to all members.	Must be approved by the unanimity of	Issues: minimum number of votes required for valid process, and definition of “unanimity”	Moderate (due to clarity being necessary for	The Reservations Policy Position Paper, whose recommendations were endorsed by the 2024 EC, will have a bearing on the situation in Line 25.

Corresponding Line in Attachment A	Voting Body	Decision Area	Voting Quorum	Majority Required for Approval	Comment	Rating of Issue	Recommended Solution
		Regs – existing member	Therefore, voting quorum is, by default, 32.	votes (but no minimum number of responses is specified). (Votes not received within two months are regarded as abstentions).	APPU-specific. Has never been used. Highly unlikely it will be used in the future. However, with no minimum number of responses specified and a “unanimity” approval level, this arrangement leaves itself open to a minority approval.	validity of approval process).	It is recommended that Line 25 be associated with the Reservations material for consequential action. (In the event that the Reservations work does not have any impact on Line 25, it is recommended that the text for reservations to Chapter V submitted by existing members between Congresses be aligned with the text currently used by the UPU as referenced in Table 3, Line 10).
26	APPU Between Congresses	Reservations to Chapter V of the Gen Regs – application with reservation(s) from country applying for membership	Voting document sent to all members. Therefore, voting quorum is, by default, 32.	Majority of member countries. Although no minimum number of responses is specified, the “majority of members approval criterion” means at least half the members must reply.	Issue: Minimum number of votes required for valid process APPU-specific. Probably never been used and highly unlikely it will be used in the future. However, it is not clear why there is a difference between the approval majority for existing members (unanimity of votes as in Line 25) and new members (majority of member countries as in Line 26) for reservations to Chapter V.	Moderate (due to consistency being necessary with Line 25).	The Reservations Policy Position Paper, whose recommendations were endorsed by the 2024 EC, will have a bearing on the situation in Line 26. It is recommended that Line 26 be associated with the Reservations material for consequential action. (In the event that the Reservations work does not have any impact on Line 26, it is recommended that the text for reservations to Chapter V requested by new members between Congresses be aligned with the text currently used by the UPU as referenced in Table 3, Line 10).

Once changes to the voting quorums, as proposed in Table 1, have been implemented, a short reference table (suggested draft template at Attachment C for later finalisation) will be produced and is suggested to be uploaded to the APPU documents portal to allow members to quickly understand the quorums necessary for different situations.

Does this align with the vision or what changes might be required to achieve the vision?

Yes, the APPU treaties are complex and quorums for discussion or for voting are listed in multiple places. In undertaking this analysis, multiple points of potential confusion or concern were identified. These are suggested to be amended as per Table 1. Further, once they are amended, an easy explainer for APPU member countries will assist their understanding of the new quorums (see suggested draft template at Attachment C). These recommendations all align with the vision.

Recommendation

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).

Attachment A – Not Required Reading

Quorums and Majorities for Decisions / Voting

UPU

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
1	UPU Congress	Constitution			At least two-thirds of member-countries of the Union having the right to vote	Const. Art 28, § 1 RoPC Art 19, § 1.1	UPU does not specify a voting quorum for decisions on the Constitution.
2	UPU Congress	General Regulations	At least two-thirds of the member countries of the Union having the right to vote shall be present at the time of voting	Gen Regs Art 157	Majority of the member countries represented at Congress and having the right to vote	Gen Regs Art 157 RoPC Art 19 § 1.2	
3	UPU Congress	Convention	At least half the member countries represented at Congress and having the right to vote shall be present at the time of voting	Conv. Art 39 § 1	Majority of the member countries present and voting which have the right to vote.	Conv. Art 39 § 1 RoPC Art 19 § 1.3	
4	UPU Congress	Reservations to the Convention	Same quorum that is required for voting on an amendment to the Article to which the reservation relates.	Conv Art 40, § 4	Same majority that is required for an amendment to the Article to which the reservation relates.	Conv Art 40, § 4	
5	UPU Congress	Rules of Procedure of Congresses (RoPC)	Proposals to amend the Rules, unless submitted by a UPU body empowered to put forward proposals, shall be supported in Congress by at least 10 delegations.	RoPC Art 28 § 1	At least two thirds of the member countries represented in Congress and having the right to vote.	RoPC Art 28 § 2	
6	UPU Congress	Proposals not amending the Acts	Majority of the member countries present and voting which have the right to vote.	RoPC Art 19 § 2	Majority of the member countries present and voting which have the right to vote (unless Congress decides otherwise by a majority of the member countries present and voting which have the right to vote).	RoPC Art 19 § 2	
7	UPU Congress	Procedural matters	Majority of the member countries present and voting which have the right to vote.	RoPC Art 19 § 2	Majority of the member countries present and voting which have the right to vote.	RoPC Art 19 § 2	

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
8	UPU Between Congresses	Convention for amendment of provisions	At least half the member countries which have the right to vote having taken part in the vote	Conv Art 39, § 3.1	Two-thirds of the votes cast	Conv Art 39, § 3.1	
9	UPU Between Congresses	Convention for interpretation of provisions	At least half the member countries which have the right to vote having taken part in the vote	Conv Art 39, § 3.1	Majority of the votes cast	Conv Art 39, § 3.2	
10	UPU Between Congresses	Final Protocols	At least half the member countries which have the right to vote having taken part in the vote	Conv Art 39, § 3.1	Two-thirds of the votes cast	Conv Art 39, § 3.1	
11	UPU CA	RoPCA	Discussions by the CA shall not be valid unless at least half of its members having the right to vote are present.	RoPCA Art 19	Majority of members present and voting and having the right to vote.	RoPCA Art 20 § 3	
12	UPU CA	Questions that cannot be settled by common consent	Discussions by the CA shall not be valid unless at least half of its members having the right to vote are present.	RoPCA Art 19	Majority of members present and voting and having the right to vote.	RoPCA Art 20 § 3	
13	UPU POC	Convention Regulations	For voting on the Regulations of the Convention, the quorum required shall be a majority of the members of the POC having the right to vote.	RoPPOC Art 23 § 3	Proposals concerning the Regulations to the Convention shall be approved by a majority of the members of the POC having the right to vote.	Conv Art 39, § 2 RoPPOC Art 24 § 4	
14	UPU POC	RoPPOC	POC meetings shall only be valid if at least half of the members of the POC having the right to vote are present.	RoPPOC Art 23 § 1	Questions which cannot be settled by common consent shall be decided by a majority of members present and voting.	RoPPOC Art 24 § 3	
15	UPU POC	Questions that cannot be settled by common consent.	POC meetings shall only be valid if at least half of the members of the POC having the right to vote are present.	RoPPOC Art 23 § 1	Questions which cannot be settled by common consent shall be decided by a majority of members present and voting.	RoPPOC Art 24 § 3	

APPU

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
16	APPU Congress	Constitution	The majority of the member countries of the Union, provided that these member countries have the right to vote (i.e. 17).	RoPC Art 9	Two-thirds of member-countries of the Union	Const. Art 19 § 1	APPU specifies a quorum for voting on the Constitution whereas the UPU and PUASP do not have a specific quorum for voting. Instead, it is left to the quorum required to commence Congress proceedings.
17	APPU Congress	General Regulations	The majority of the member countries of the Union, provided that these member countries have the right to vote.	RoPC Art 9	Majority of the member countries represented at Congress	Gen Regs Art 123 § 1	UPU, PUASP, PAPU require two-thirds of their members (with provisos) for voting quorum.
18	APPU Congress	Chapter V of the Gen Regs	The majority of the member countries of the Union, provided that these member countries have the right to vote.	RoPC Art 9	Majority of the member countries represented at Congress	Gen Regs Art 123 § 1	This is similar to UPU for amendments to Convention. No issues.
19	APPU Congress	Reservations to Chapter V of the Gen Regs	The majority of the member countries of the Union, provided that these member countries have the right to vote.	RoPC Art 9	Majority of the member countries present and voting	Gen Regs Art 113 § 3	This is similar to UPU for reservations to Convention. No issues.
20	APPU Congress	Rules of Procedure of Congresses (RoPC)	Each Congress may also amend the Rules of Procedure. In order to be accepted for discussion, proposals to amend the present Rules, unless submitted by the APPU Executive Council, shall be supported in Congress by at least two delegations.	RoPC Art 16, § 1	At least two-thirds of the member-countries represented in Congress.	RoPC Art 16, § 2	Support required for voting is prorata in line with UPU, more or less. Consistent with UPU for majority required (which is a safeguard if low attendance for voting).
21	APPU Congress	Proposals not amending the Acts	The majority of the member countries of the Union, provided that these member countries have the right to vote.	RoPC Art 9	Not specified	N/A	Neither the Acts nor the RoPC specify the majority required for approval. (All other organisations specify majority required.)
22	APPU Congress	Questions that cannot be	The majority of the member countries of the Union,	RoPC Art 9	Not specified	N/A	Neither the Acts nor the RoPC specify the majority

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
		settled by common consent.	provided that these member countries have the right to vote.				required for approval. (This category of decision/voting is similar to Lines 7 and 21; majority should be stated.
23	APPU Between Congresses	Chapter V of the Gen Regs for amendment of provisions	Voting document sent to all members. Therefore, voting quorum is, by default, 32.	Gen Regs Art 114, §§ 1-2	Must be approved by the unanimity of votes (but no minimum number of responses is specified).	Gen Regs Art 123, § 2	APPU-specific. Has never been used. Highly unlikely it will be used in the future. However, with no minimum number of responses specified and an unclear "unanimity" approval level, this is untidy.
24	APPU Between Congresses	Chapter V of the Gen Regs for interpretation of provisions	Voting document sent to all members. Therefore, voting quorum is, by default, 32.	Gen Regs Art 114, §§ 1-2	Must be approved by a majority of the votes (but no minimum number of responses is specified).	Gen Regs Art 123, § 2	APPU-specific. Has never been used. Highly unlikely it will be used in the future. However, with no minimum number of responses specified, this arrangement leaves itself open to a minority approval level.
25	APPU Between Congresses	Reservations to Chapter V of the Gen Regs – existing member	Voting document sent to all members. Therefore, voting quorum is, by default, 32.	Gen Regs Art 114, §§ 1-2	Must be approved by the unanimity of votes (but no minimum number of responses is specified). (Votes not received within two months are regarded as abstentions).	Gen Regs Art 123, § 2 Gen Regs Art 114, § 2	APPU-specific. Has never been used. Highly unlikely it will be used in the future. However, with no minimum number of responses specified and an unclear "unanimity" approval level, this is untidy.
26	APPU Between Congresses	Reservations to Chapter V of the Gen Regs – application with reservation(s) from country applying for membership	Voting document sent to all members. Therefore, voting quorum is, by default, 32. No minimum number of responses is specified.	Const. Art 6, § 5	Majority of member countries. Although no minimum number of responses is specified, the "majority of members approval criterion" means at least half the members must reply.	Const. Art 6, §§ 6-7	Probably never been used and highly unlikely it will be used in the future. However, it is not clear why there is a difference between the approval majority for existing members (unanimity of votes as in Line 25) and

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
					(Votes not received within four months are regarded as abstentions.)		new members (majority of member countries as in Line 26) for reservations to Chapter V.
27	APPU EC	RoPEC	The deliberations are valid only if the Council gathers at least a majority of its members.	RoPEC Art 12	Majority of members present and voting	RoPEC Art 14, § 3	No issues
28	APPU EC	Proposals not amending the Acts	The deliberations are valid only if the Council gathers at least a majority of its members.	RoPEC Art 12	Majority of members present and voting	RoPEC Art 14, § 3	No issues
29	APPU EC	Questions that cannot be settled by common consent.	The deliberations are valid only if the Council gathers at least a majority of its members.	RoPEC Art 12	Majority of members present and voting	RoPEC Art 14, § 3	No issues

PUASP

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
30	PUASP Congress	Constitution			Minimum of two thirds of Union member countries or territories with the right to vote.	Const. Art 26, § 1	
31	PUASP Congress	General Regulations	At least two thirds of Union member countries or territories must be present or represented during the voting process.	Gen Regs Art 126, § 1	Simple majority of member countries or territories present or represented and entitled to vote.	Gen Regs Art 126, § 1	
32	PUASP Congress	Rules of Procedure of Congresses (RoPC) (as set out in Gen Regs Art 103-113)	At least two thirds of Union member countries or territories must be present or represented during the voting process.	Gen Regs Art 126, § 1	Two thirds majority vote by member countries or territories present or represented at the Congress and entitled to vote.	Gen Regs Art 126, § 2	
33	PUASP Congress	Proposals not amending the Acts	At least two thirds of Union member countries or territories must be present or represented during the voting process.	Gen Regs Art 126, § 1	Simple majority of member countries or territories present or represented and entitled to vote.	Gen Regs Art 126, § 1	
34	PUASP Consultative and Executive Committee	RoPCEC	50% plus one of the member countries and territories present and entitled to vote.	Gen Regs Art 114, § 13	Approval by a simple majority.	Gen Regs Art 114, § 13	

PAPU

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
35	PAPU Plenipotentiary Conference	Convention	Two-thirds of the Member States of the Union.	Conv. Art 29	Two-third majority of the Member States present and voting	Conv Art 30, § 3	
36	PAPU Plenipotentiary Conference	Detailed Regulations	Two-thirds of the Member States of the Union.	Conv. Art 29	Two-thirds majority of the Member States present and voting	Conv Art 36, § 2	
37	PAPU Plenipotentiary Conference	Proposals not amending the Acts	Two-thirds of the Member States of the Union.	Conv. Art 29	Simple majority of votes of Members present and voting	Conv Art 21	
38	PAPU Administrative Council	Proposals not amending the Acts	Two-thirds of the Member States of the Union.	Conv. Art 29	Simple majority of votes of Members present and voting	Conv Art 21 Det Regs Art 11 Det Regs Art 32	

APT

Line	Body	Decision Area	Voting Quorum	Where Specified	Majority Required for Approval	Where Specified	Comment
39	APT General Assembly	Constitution	Simple majority of the Members of the Telecommunity	Const Art 8, § 12	Two-thirds majority of Members present and voting	Const Art 21	
40	APT General Assembly	RoPGA	Simple majority of the Members of the Telecommunity	Const Art 8, § 12	Simple majority of members present and voting	Const Art 8, § 11 RoPGA Rule 29	
41	APT General Assembly	Proposals not amending the Acts – financial matters	Simple majority of the Members of the Telecommunity	Const Art 8, § 12	Two-thirds majority of Members present and voting	Const Art 8, § 11 RoPGA Rule 29	
42	APT General Assembly	Proposals not amending the Acts – other (non-financial) matters	Simple majority of the Members of the Telecommunity	Const Art 8, § 12	Simple majority of members present and voting	Const Art 8, § 11 RoPGA Rule 29	
43	APT Management Committee	RoPMC	Simple majority of the Members of the Management Committee	Const Art 9, § 8	Simple majority of members present and voting	Const Art 9, § 9 MCRoP Rule 29	
44	APT Management Committee	Proposals not amending the Acts – financial matters	Simple majority of the Members of the Management Committee	Const Art 9, § 8	Two-thirds majority of Members present and voting	Const Art 9, § 9 MCRoP Rule 29	
45	APT Management Committee	Proposals not amending the Acts – other (non-financial) matters	Simple majority of the Members of the Management Committee	Const Art 9, § 8	Simple majority of members present and voting	Const Art 9, § 9 MCRoP Rule 29	

Attachment B – Not Required Reading**Extracts from Acts and Associated Documentation for Decisions and Voting****Asian-Pacific Postal Union**

Constitution, Article 6 - Accession to the Union (approval majority for membership of the Union with reservations)

4. *Any country which has the required qualifications but which cannot comply with any provision of Chapter V of the General Regulations may apply for membership to the Union with reservations.*
5. *Application for membership, in accordance with paragraph 4, shall be addressed by the government of the country concerned to the Director of the Bureau, who shall consult the member-countries on the application for admission.*
6. *The country concerned is admitted if its request is approved by the majority of member-countries.*
7. *Member-countries failing to reply to the consultation within four months from the date of notification are considered as abstaining.*

Constitution, Article 19 - Amendment of the Constitution (approval majority for amendments to the Constitution)

1. *To be adopted, proposals submitted to Congress and relating to this Constitution must be approved by at least two-thirds of the member-countries of the Union.*

General Regulations, Article 113 – Reservations (approval majority for reservations at Congress)

3. *To be adopted, reservations submitted to Congress shall be approved by a majority of the member-countries present and voting.*

General Regulations, Article 114 - Proposals to amend the General Regulations submitted between Congresses (voting process for amendments to the General Regulations between Congresses)

1. *Each proposal to amend the provisions of Chapter V of the General Regulations and their Final Protocols submitted by a postal administration between Congresses shall be sent to other postal administrations through the intermediary of the Bureau.*
2. *Every proposal shall be subject to the following procedure: a period of two months shall be allowed to postal administrations of member-countries for consideration of the proposal notified by a Bureau circular, and for forwarding their observations, if any, to the Bureau. Amendments shall not be admissible. The replies shall be collected by the Bureau and communicated to postal administrations with an invitation to vote for or against the proposal. Those which have not sent their vote within a period of two months shall be considered as abstaining. The aforementioned periods shall be reckoned from the dates of the Bureau circulars.*

General Regulations, Article 123 - Conditions of approval of proposals concerning the General Regulations (approval majority for amendments to the General Regulations at Congress; approval majority for amendments to the General Regulations between Congresses; approval majority for interpretation of the General Regulations)

1. *To become effective, proposals submitted to Congress relating to these General Regulations shall be approved by a majority of the member-countries represented at Congress.*
2. *Member-countries may submit proposals to amend provisions of Chapter V of these General Regulations between Congresses. To become effective, those proposals must be approved by the unanimity of votes. However, where they pertain to an interpretation of the provisions of this chapter, they must be approved by a majority of the votes, provided that such interpretation is not subject to the arbitration provided for in Article 22 of the Constitution.*

RoPC, Article 9 - Quorum (voting quorum at Congress)

The quorum necessary for the opening of the meetings and for voting shall be the majority of the member countries of the Union, provided that these member countries have the right to vote.

RoPC, Article 16 - Amendments to the Rules (process and approval majority for amendments to the RoPC)

1. *Each Congress may also amend the Rules of Procedure. In order to be accepted for discussion, proposals to amend the present Rules, unless submitted by the APPU Executive Council, shall be supported in Congress by at least two delegations.*
2. *To be adopted, proposals for amendments to the present Rules must be approved by at least two-thirds of the member-countries represented in Congress.*

RoPEC, Article 12 – Quorum

The deliberations are valid only if the Council gathers at least a majority of its members.

RoPEC, Article 14 - Voting (approval majority at EC meetings on questions that cannot be settled by common consent)

3. *The Council shall endeavour to secure the greatest measure of common agreement possible on all matters discussed. Questions which cannot be settled by common consent shall be decided by the majority of members present and voting. In case of an equal division of votes, the matter is considered rejected. There is one reference in the Acts of the Union regarding quorum.*

Universal Postal Union

Constitution, Article 28

Amendment of the Constitution

1. To be adopted, proposals submitted to Congress and relating to this Constitution must be approved by at least two thirds of the member countries of the Union having the right to vote.

General Regulations, Article 157

Conditions for approval of proposals concerning the General Regulations

To become effective, proposals submitted to Congress relating to these General Regulations shall be approved by a majority of the member countries represented at Congress and having the right to vote. At least two thirds of the member countries of the Union having the right to vote shall be present at the time of voting.

Convention, Article 39

Conditions for approval of proposals concerning the Convention and the Regulations

1. To become effective, proposals submitted to Congress relating to this Convention must be approved by a majority of the member countries present and voting which have the right to vote. At least half of the member countries represented at Congress and having the right to vote shall be present at the time of voting.
2. To become effective, proposals relating to the Regulations must be approved by a majority of the members of the Postal Operations Council having the right to vote.
3. To become effective, proposals introduced between Congresses relating to this Convention and to its Final Protocol must obtain:
 - 3.1 two thirds of the votes, at least one half of the member countries of the Union which have the right to vote having taken part in the vote, if they involve amendments;
 - 3.2 a majority of the votes if they involve interpretation of the provisions.
4. Any member country may, no later than ninety days from the date of notification of an amendment adopted under 3.1, propose a reservation to that same amendment, subject by analogy to the same approval conditions as set out under 3.1 and the relevant provisions of article 40.

Convention, Article 40

Reservations at Congress

1. Any reservation which is incompatible with the object and purpose of the Union shall not be permitted.
2. As a general rule, any member country whose views are not shared by other member countries shall endeavour, as far as possible, to conform to the opinion of the majority. Reservations should be made only in cases of absolute necessity, and proper reasons given.
3. Reservations to any article of the present Convention shall be submitted to Congress as a Congress proposal written in one of the working languages of the International Bureau and in accordance with the relevant provisions of the Rules of Procedure of Congresses.
4. To become effective, proposals concerning reservations must be approved by whatever majority is required for amendment of the article to which the reservation relates.
5. In principle, reservations shall be applied on a reciprocal basis between the reserving member country and the other member countries.
6. Reservations to the present Convention shall be inserted in the Final Protocol to the present Convention, on the basis of proposals approved by Congress.

Rules of Procedure of Congresses, Article 19

Conditions of approval of proposals

1. To be adopted, proposals involving amendments to the Acts must:
 - 1.1 in the case of the Constitution, be approved by at least two thirds of the member countries of the Union having the right to vote;
 - 1.2 in the case of the General Regulations, be approved by a majority of the member countries represented in Congress and having the right to vote;
 - 1.3 in the case of the Convention, be approved by a majority of the member countries present and voting which have the right to vote;
 - 1.4 in the case of the Agreements, be approved by a majority of the member countries present and voting which are parties to the Agreements and have the right to vote.
2. Procedural matters which cannot be settled by common consent shall be decided by a majority of the member countries present and voting which have the right to vote. The same shall apply to decisions not concerning changes in the Acts, unless Congress decides otherwise by a majority of the member countries present and voting which have the right to vote.
3. Subject to paragraph 5, "member countries present and voting" shall mean member countries which have the right to vote voting "for" or "against", abstentions being disregarded in counting the votes required to constitute a majority, and similarly blank or null and void ballot papers in the case of a secret ballot.
4. In the event of a tie, a proposal shall be regarded as rejected.
5. When the number of abstentions and blank or null and void ballot papers exceeds half the number of votes cast (for, against and abstentions), consideration of the matter shall be deferred until a subsequent meeting, at which abstentions and blank or null and void ballot papers shall be disregarded.

Rules of Procedure of Congresses, Article 28**Amendment of the Rules**

1. Each Congress may amend the Rules of Procedure. In order to be accepted for discussion, proposals to amend the present Rules, unless submitted by a UPU body empowered to put forward proposals, shall be supported in Congress by at least 10 delegations.
2. To be adopted, proposals for amendments to the present Rules must be approved by at least two thirds of the member countries represented in Congress and having the right to vote.

RoPCA, Article 19**Quorum**

Discussions by the CA shall not be valid unless at least half of its members having the right to vote are present.

RoPCA, Article 20**Voting**

3. Questions which cannot be settled by common consent shall be decided by a majority of members present and voting and having the right to vote.

RoPPOC, Article 23**Quorum**

1. POC meetings shall only be valid if at least half of the members of the POC having the right to vote are present.
3. For voting on the Regulations of the Convention, the quorum required shall be a majority of the members of the POC having the right to vote.

RoPPOC, Article 24**Voting**

3. Questions which cannot be settled by common consent shall be decided by a majority of members present and voting.
4. Proposals concerning the Regulations to the Convention shall be approved by a majority of the members of the POC having the right to vote.

Postal Union of the Americas, Spain and Portugal**Constitution, Article 26****Amendment of the Constitution. Ratification**

1. The adoption of proposals submitted to the Congress with regard to the Constitution is subject to their approval by a minimum of two thirds of Union member countries or territories with the right to vote.

Constitution, Article 27**Amendment of the General Regulations, the Technical Cooperation Regulations and Resolutions and Recommendations**

The General Regulations, the Technical Cooperation Regulations, Resolutions and Recommendations may be amended by the Congress in accordance with applicable provisions of that instrument.

General Regulations, Article 114**Consultative and Executive Council**

13. The adoption of decisions by the Council requires:
 - ascertaining that the necessary quorum has been met, namely 50% plus one of the member countries and territories present and entitled to vote;
 - a consensus or, where impossible, approval by a simple majority.

General Regulations, Article 126**Conditions for the Approval of Proposals Pertaining to the General Regulations, the Technical Cooperation Regulations, Resolutions and Recommendations**

1. The adoption of proposals submitted to the Congress with respect to the General Regulations, the Technical Cooperation Regulations, Resolutions and Recommendations requires approval by a simple majority of member countries or territories present or represented and entitled to vote. At least two thirds of Union member countries or territories must be present or represented during the voting process.

2. The preceding rule does not apply to proposals seeking to amend provisions of the General Regulations pertaining to the operation of the Congress (Articles 103 through 113 inclusive) requiring a two thirds majority vote by member countries or territories present or represented at the Congress and entitled to vote, which will enter into effect immediately upon their approval.

Pan African Postal Union

Convention, Article 21

Interpretation and application of the Acts

Any dispute arising from the interpretation or application of the Convention during meetings shall be settled by a simple majority of Member States present and voting.

Convention, Article 30

Amendment to the Convention

3. Amendments shall be adopted by two-thirds of Member States present and voting during a session of the Conference and shall enter into force.

Detailed Regulations, Article 11

Emergency Consultation

Between two sessions of the Council, the Secretary General may, subject to approval by the Chairperson of the Administrative Council, consult Member States of the Council about one or several urgent matters for decision. In such a case, the decisions shall be taken by a simple majority vote on the basis of replies which Member States shall communicate to the Secretary General by the most effective and fastest means, provided that such decisions shall not have financial implications exceeding the limits of the budget for the current financial year. Any decision taken through this method shall be tabled formally in conformity with the Convention and its Detailed Regulations at the next meeting of the Council.

Detailed Regulations, Article 29

Quorum

For the sessions of the Plenipotentiary Conference and the Council, the quorum shall be made up of two-thirds of the Member States of these organs of the Union. Where the two thirds give a decimal figure, it shall be rounded up to the following nearest whole number.

Detailed Regulations, Article 32

Interpretation and Application of the Detailed Regulations

Any dispute arising from the interpretation or application of these Detailed Regulations during meetings shall be settled by a simple majority of votes of Members present and voting.

Detailed Regulations, Article 34

Entry into force of the Detailed Regulations

These Detailed Regulations shall enter into force immediately after they had been adopted by a two-third majority of the Conference Member States present and voting

Detailed Regulations, Article 36

Amendments

2. The amendments shall be considered adopted when approved by a two-third majority of the Member States present and voting at a session of the Conference and shall immediately come into force.

Asia-Pacific Telecommunity**Constitution, Article 8****The General Assembly**

11. Subject to the provisions of this Constitution, the decisions of the General Assembly shall be made by consensus. Where the President is unable to discern a consensus on any matter, decisions shall be made by a simple majority of the Members present and voting, with the exception that decisions on financial matters shall require a two-thirds majority of the Members present and voting. Abstentions shall not be taken into account when calculating the majority.
12. A quorum for a meeting of the General Assembly shall consist of the representatives of a simple majority of the Members of the Telecommunity.

Constitution, Article 9**The Management Committee**

8. A quorum for a meeting of the Management Committee shall consist of the representatives of a simple majority of the Members of the Telecommunity.
9. Subject to the provisions of this Constitution, decisions of the Management Committee shall be made by consensus, where possible. Where the Chairman is unable to discern a consensus on any matter, a decision shall be made by a simple majority of Members present and voting with the exception that decisions on financial matters shall require a two-thirds majority of the Members present and voting. Abstentions shall not be taken into account when calculating the majority.

Constitution, Article 21**Amendment of the Constitution**

2. Adoption of an amendment to this Constitution shall require a two-thirds majority of the Members present and voting in the General Assembly.

RoPGA, Rule 29

In the decisions of the General Assembly where Chairman is unable to discern a consensus on any matter, decisions shall be made by a simple majority of Members present and voting with the exception of decisions on financial matters, or other matters that, under the Constitution, require a two-thirds majority of the Members present and voting. In case of a tie, the proposals shall be considered rejected. In computing a majority, abstentions shall not be taken into account.

RoPMC, Rule 29

In the decisions of the Management Committee where the Chairman is unable to discern a consensus on any matter, decisions shall be made by a simple majority of Members present and voting with the exception of decisions on financial matters, or other matters that, under the Constitution, require a

two-thirds majority of the Members present and voting. In case of a tie, the proposals shall be considered rejected. In computing a majority, abstentions shall not be taken into account.

Attachment C

APPU – Quorums for Discussing and Voting on decisions

A potential layout for a reference table to provide guidance on the number, or proportion, of APPU member countries required to be present to enable discussion or decisions.

Summary of Attendance Levels, Discussion Quorums, Voting Quorums, Approval Majorities				
Procedural Step	What Does the "Procedural Step" Mean?	Meeting		Requirement
Minimum attendance level	What is the minimum number of members required so that an event can be held?	APPU Congress		No minimum number required
		APPU EC		A majority of the members of the Union represented at the meeting with the right to vote (i.e., for a membership of 32, there must be 17 members in attendance with the right to vote).
Procedural Step	What Does the "Procedural Step" Mean?	Meeting		Requirement
Discussion Quorum	How many members need to be in the meeting room when the Chair takes the Quorum for a meeting session to proceed.	APPU Congress		A majority of the members represented at the Congress with the right to vote (e.g., if 26 members with the right to vote are present at the meeting, then the discussion quorum is 14 members with the right to vote).
		APPU EC		A majority of the EC members represented at the meeting that have the right to vote (e.g., if 19 members with the right to vote are present at the meeting, then the discussion quorum is 10 members with the right to vote).
Procedural Step	What Does the "Procedural Step" Mean?	Meeting	Decision Area	Requirement
Voting Quorum	How many members need to be present for a vote to be valid.	At Congress when voting on ...	Constitution	Two-thirds of the members of the Union with the right to vote (for an organisation of 32 members the voting quorum is a minimum of 22 members with the right to vote).
			General Regulations	
			Convention (= APPU Gen Regs Chapter V)	
			Reservations	
		At EC when voting on ...	RoPoC	A majority of the members represented at Congress with the right to vote (e.g., if 26 members with the right to vote are present at Congress meeting, then the voting quorum is 14 members with the right to vote).
			Proposal of a general nature (not amending the Acts)	
			Procedural matter	
			Any other proposal	
At EC when voting on ...	RoPoEC	A majority of the EC members represented at the meeting that have the right to vote (e.g., if 19 members with the right to vote are present at the meeting, then the voting quorum is 10 members with the right to vote).		
	Proposal of a general nature			
	Procedural matter			
			Any other proposal	
Procedural Step	What Does the "Procedural Step" Mean?	Meeting	Decision Area	Requirement
Approval Majority	How many votes in favour of a proposal are necessary for it to be adopted.	Congress	Constitution	Two-thirds of the members of the Union having the right to vote (for an organisation of 32 members this is a minimum approval majority of 22 members with the right to vote).
			General Regulations	A majority of the members represented at Congress with the right to vote (e.g., if 26 members with the right to vote are present at Congress, then the approval majority is 14 members with the right to vote).
			Convention (= APPU Gen Regs Chapter V)	Majority of members present and voting which have the right to vote (if 26 members are represented at Congress with the right to vote, but only 14 with the right to vote are present and voting, the approval majority required is 8 with the right to vote).
			Final Protocol	
			RoPoC	At least two thirds of the member countries represented in Congress and having the right to vote (if 26 members with the right to vote are present at Congress, then the approval majority is 18 members with the right to vote).
			Proposal of a general nature (not amending the Acts)	Majority of members present and voting which have the right to vote (if 26 members are represented at Congress with the right to vote, but only 14 with the right to vote are present and voting, the approval majority required is 8 members with the right to vote).
		EC	Procedural matter	
			Any other proposal	
			RoP	Majority of EC members present and voting and having the right to vote (in the case of a body with 32 members and a voting quorum of 17, the minimum approval majority is 9).
			Proposal of a general nature	
			Procedural matter	
			Any other proposal	

ADDENDUM 7

TOPIC: CREDENTIALS AND PROXIES

Overview

Credentials may mean different things in different contexts. In international diplomacy and treaty meetings, credentials often refer to documents signed by the Head of State or Government (or in some cases another high authority) to establish the status of:

- (i) a representative to a Treaty meeting; or
- (ii) a delegate or delegation to an international conference.

A proxy is an instrument that authorises one member to carry out specified responsibilities on behalf of another member.

This Policy Position Paper addresses credentials and proxies at the Asian-Pacific Postal Union (APPU) in both Treaty meetings (Congress) and less than Treaty meetings (Executive Council).

The APPU provisions on credentials and proxies only discuss APPU Congresses, as credentials and proxies relate to meetings where governments are formally represented and are authorised to make changes to an intergovernmental treaty. Credentials are required as evidence of participants' rights to be present and speak, vote and sign as specified in a credentials document.

There are several provisions in the APPU's Treaty and less-than-Treaty documents.

APPU Constitution

There are two references in the APPU Constitution that can be associated with credentials and proxies (although the terms 'credentials' or 'proxies' are not specifically used). The first of these is Article 9 'Congress', where the term 'representatives' is used.

Congress, being the supreme organ of the Union, is composed of representatives of member-countries.

Article 15, 'Signature, ratification and other forms of approval of the Acts of the Union', paragraph 1, sentence 1 introduces another term that can be linked to credentials and proxies (i.e. plenipotentiaries). Note that the second and third sentences were addressed in the *Policy Position Paper – Ratification* and were agreed to be removed, so only the first sentence should be considered.

1. *Signature of the Acts of the Union by plenipotentiaries shall take place at the end of Congress.*

APPU General Regulations

The APPU General Regulations also refer to credentials and proxies without using those specific words. This includes Article 105 on Organisation and convening of Congresses and Extraordinary Congresses where the terms "representatives", "represented", "representation" and "represents" are used :

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 revise the Acts of the Union, if necessary, and to consider, as necessary, other postal problems of common interest to the member-countries.*
2. *Each country is represented in Congress by one or more delegates duly authorised for that purpose by their respective governments. A country may arrange for its representation in*

Congress by another country, provided that a delegation represents and votes for only one country other than its own.

The General Regulations Article 106, paragraph 8 also uses the term “represented” albeit for a less-than-Treaty meeting (the Executive Council):

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

This is supplemented by a reference in the APPU EC Rules of Procedure, Article 2, paragraph 2:

Member-countries are represented at meetings of the Council by qualified postal officials in accordance with Article 106, paragraph 8 of the General Regulations.

There is no definition of what “qualified postal official” means.

APPU Rules of Procedure of Congresses

The APPU Rules of Procedure of Congresses (RoPC) also contain specific provisions on the form and scope of credentials, as well as the provisions for proxies. Relevant parts of the APPU RoPC Article 4 (Delegations’ Credentials) are set out below.

1. *Delegates’ credentials shall be drawn up in due and proper form using, as guidance, the model templates circulated by the Bureau. They shall be signed by the Head of State, the Head of Government or the Minister of Foreign Affairs of the country concerned, or by any other government official duly authorized in writing by one of those authorities to sign the credentials. /... / The credentials of delegates entitled to sign the Acts (plenipotentiaries) shall specify the scope of such signature (signature subject to ratification or approval, signature ad referendum, definitive signature). /... /*
3. *The credentials of a member-country which arranges for the delegation of another member-country to represent it at Congress (proxy) shall be in the same form as those mentioned in paragraph 1.*

What have others done on this issue?

Universal Postal Union

There is no specific reference to credentials or proxies in the Universal Postal Union (UPU) treaty documents. However, there are three related references, which include in the UPU Constitution, Article 15 ‘Congress’, paragraph 2.

2. *Congress shall consist of the representatives of member countries.*

There is also an addition to this, which includes Annotation 15.2

By “representative” is meant “any person empowered to negotiate and sign (plenipotentiaries) or merely to negotiate (delegates) on behalf of a member country”. The power to negotiate includes that of participation in deliberations and the right to vote. Officials attached to delegations are not considered representatives. They may, however, vote on behalf of their country at Committee meetings if formally authorized to do so by the head of their delegation, in accordance with the Rules of Proc of Congresses.

There is also a reference in Article 24 ‘Signature, authentication, ratification, acceptance, approval of and accession to the Acts of the Union’, sentence 1, which notes that:

1. *The Acts of the Union arising from the Congress shall be signed by the plenipotentiaries of the member countries.*

The UPU General Regulations has one article on representation that can be understood to relate to credentials and proxies, included in Article 101 'Organization and convening of Congresses and Extraordinary Congresses':

1. *The representatives of member countries shall meet in Congress not later than four years after the end of the year during which the preceding Congress took place.*
2. *Each member country shall arrange for its representation at Congress by one or more plenipotentiaries furnished by their Government with the necessary powers. It may, if need be, arrange to be represented by the delegation of another member country. Nevertheless, it shall be understood that a delegation may represent only one member country other than its own.*

Similar to the APPU, the UPU RoPC contain specific provisions for credentials and proxies. Relevant parts of the UPU RoPC Article 2 (Delegations) state:

The term "delegation" shall denote the person or body of persons designated by a member country to take part in a Congress. The delegation shall consist of a Head of Delegation and, if appropriate, a deputy, one or more delegates and, possibly one or more attached officials (including experts, secretaries, etc.).

1. *Heads of delegation, their deputies, and delegates shall be representatives of member countries within the meaning of article 15.2 of the Constitution if in possession of credentials which comply with the conditions laid down in article 3 of these Rules.*

Article 3 (Delegates' credentials), paragraphs 1 and 5 state:.

1. *Delegates' credentials shall be drawn up in due and proper form and signed by the Head of State, the Head of Government or the Minister for Foreign Affairs of the country concerned, or by any other government official duly authorized in writing by one of those authorities to sign the credentials. /... / The credentials of delegates entitled to sign the Acts (plenipotentiaries) shall specify the scope of such signature (signature subject to ratification or approval, signature ad referendum, definitive signature). In the absence of such specific information, the signature shall be regarded as being subject to ratification or approval. /... /*
5. *The credentials of a member country which arranges for the delegation of another member country to represent it at Congress (proxy) shall be in the same form as those mentioned in paragraph 1.*

The Acts do not have references to credentials and proxies for other meetings i.e., the CA and the POC, given credentials and proxies relate to meetings where governments are formally represented and are authorised to make changes to an intergovernmental Treaty. Neither the CA nor the POC are authorised to make such changes.

Prior to the 2016 UPU Istanbul Congress there were references in the UPU Acts that might be linked to credentials i.e., General Regulations Article 106, paragraph 4:

Each member of the Council of Administration shall appoint its representative, who shall be competent in postal matters.

And General Regulations Article 112, paragraph 3:

Each member of the Postal Operations Council shall appoint its representative, who shall have

responsibilities for delivering services mentioned in the Acts of the Union.

Both of these provisions were changed at the 2016 UPU Congress to:

Each member of the Council of Administration shall appoint its representative.

Each member of the Postal Operations Council shall appoint its representative.

The reason for the change was that CA and POC members should decide and appoint their representatives within their sovereignty.

The provisions in the APPU have also been compared with those in the Postal Union of the Americas, Spain and Portugal (PUASP) and the Pan African Postal Union (PAPU).

Neither of these restricted unions has references to credentials and proxies for non-Treaty meetings in their Acts. This is consistent with the APPU and UPU.

What gaps in current governing documentation exist?

There is general alignment between the four organisations (APPU, UPU, PUASP and PAPU) on credentials and proxies, including key principles which are the same:

- Treaty meetings require credentials;
- proxies can be authorised provided the credentials of the proxy are in the same form as would be required of a member physically present; and
- proxyholders can only represent one other member.

The APPU's provisions and processes for credentials and proxies are aligned with those of comparable organisations. However, there is an opportunity to ensure that the provisions are clearer for members.

Are there any existing or emerging issues?

There is some ambiguity in the existing provisions. Clarifying and strengthening the provisions could avoid potential issues (discussed below).

How can existing structures be strengthened and optimised?

There are two identified ways that the existing structures can be strengthened and optimised including to remove reference to 'qualified postal officials'.

Does this align with the vision or what changes might be required to achieve the vision?

This aligns with the vision.

Recommendations

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.

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).

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.

ADDENDUM 8

TOPIC: PURPOSE, FREQUENCY AND ATTENDEES FOR TREATY MEETINGS (CONGRESS)

Overview

This policy position paper considers whether the Asian Pacific Postal-Union (APPU) treaties:

- (i) Should clarify the purpose and frequency of Treaty meetings.
- (ii) Should clarify potential attendees of Treaty meetings.

What have others done on this issue?

Relevant extracts of the APPU's Acts and those of four reference organisations are at Attachment A.

What gaps in current governing documentation exist?

Gaps in current governing documentation are demonstrated in Table 1 "**Comparison of Organisations**", which summarises the material at **Attachment A**.

A left-side column of the "Comparison of Organisations" summary table is colour-coded i.e.,

	Indicates a gap / issue.
	Indicates a need for an observation to be made.
	Indicates no gap / issue.

There is one gap:

- **Line 1, Table 1:** The APPU Congress does not have a stated high-level purpose while the other four organisations studied have statements referring to strategy, objectives, action plans, etc. Incorporating reference to the APPU adopting a strategy would act as a vehicle for Congress to set an agreed direction for the APPU, and agree priorities and resourcing.

There are several observations with no further action proposed in this paper:

- **Line 3, Table 1:** Other organisations use Congress to set budgets. In contrast, while the APPU Constitution (Article 13) states Congress will decide the maximum amount for the annual expenditure of the administrative section, the APPU General Regulations (Article 117(1)) states the expenditure of the administrative section shall not exceed USD 80,000. **Policy Position Paper – Budget** will deal with this conflict.
- **Line 5, Table 1:** APPU Congress receives a report from the Governing Board of the Training Section. This may not continue depending on the outcome of **Policy Position Paper – Governance**.
- **Line 6, Table 1:** PAPU and APT provide their members visibility and approval of high-level external agreements. The APPU treaties provide for this function through the Executive Council (General Regulations Article 106, paragraph 9 (g)) but it is unclear when it is exercised.
- **Line 9, Table 1:** PAPU and APT can suspend membership where a party's contributions are in arrears. Arrears are dealt with by the APPU Joint Sub Committee on Contributions.
Line 10, Table 1: Unlike the UPU and restricted unions studied at Attachment A, the APT General Assembly can dissolve the APT.

Table 1: Comparison of Treaty Meeting Provisions Across Four Organisations

Line	Feature	APPU	UPU	PUASP	PAPU	APT
1	Purpose: high-level		<p>Determine the general principles for achieving the object and purpose of the Union.</p> <p>Adopt the Union's strategy.</p> <p>Approve the draft quadrennial Union business plan.</p>	<p>To set priorities for Union activities.</p> <p>Approve the strategy to serve as basis for the framing of annual action plans.</p> <p>Discuss all matters relating to the purposes of the Union.</p>	<p>Ensure the attainment of the Union's objectives.</p> <p>Determine the general policy which the Union shall follow to achieve the Union's objectives.</p>	<p>Establish general policies and principles for the fulfilment of the objectives of the Telecommunity</p>
2	Purpose: updating of Acts	<p>To revise the Acts of the Union, if necessary.</p>	<p>Consider and adopt proposals for amendments to the Acts of the Union and other Agreements.</p> <p>Set the date for the entry into force of the Acts.</p>	<p>Amend and supplement Union Acts, Resolutions and Recommendations as necessary.</p>	<p>Adopt and/or revise the Acts of the Union and Financial Regulations.</p>	<p>Consider and adopt proposals.</p>
3	Purpose: financial / budget ceiling	<p>Decide on the maximum amount for the annual expenditure for the administrative section up to the budget ceiling of \$80,000 USD.</p>	<p>Fix the maximum amount for:</p> <ul style="list-style-type: none"> annual expenditure of the Union (GR); organisation of the next Congress (GR); and costs borne by the Union for the production of translated documents (Resolution). 	<p>Set ceilings for:</p> <ul style="list-style-type: none"> the budget for each year of the ensuing four-year period (Resolution); and organisation of the next Congress (Resolution). 	<p>Determine the:</p> <ul style="list-style-type: none"> ceiling or budgets for the quadrennial period; and the scale of assessment of the Member States and Associate Members. 	<p>Establish the basis for the annual budget.</p> <p>Determine the limits of annual expenditure for the ensuing period.</p>
4	Purpose: election of officials and administrative / specialist bodies	<p>Elect the Director of the Bureau.</p>	<p>Elect the Director General and Deputy Director General.</p> <p>Elect the members of the CA.</p> <p>Elect the members of the POC.</p>	<p>Elect the Secretary General.</p> <p>Establish staffing levels for both professional and general services personnel (Resolution).</p>	<p>Elect the Secretary General and Assistant Secretary General and determine their salaries, allowances and conditions of service.</p> <p>Elect the members of the Administrative Council.</p> <p>Establish the structure of the General Secretariat.</p>	<p>Elect the Secretary General and Deputy Secretary General and define the terms and conditions of their employment.</p>

Line	Feature	APPU	UPU	PUASP	PAPU	APT
5	Purpose: receive / approve reports	Approve an annual report on the activities of the Union, prepared by the Bureau. Receive a report from the Governing Board of the Training Section of the Bureau on its activities since the preceding Congress and on its projected activities.	Consider the reports on the work of the Council of Administration, the Postal Operations Council and the Consultative Committee, covering the period from the previous Congress.	Approve the report on all Technical Cooperation projects reviewed and approved in the interval between two consecutive Congresses.	Adopt, at the conclusion of each session, a report addressed to all Member States as well as to the African Union. Consider reports of activities of the Administrative Council and the General Secretariat since the last session of the Conference.	Receive and consider the reports of the Management Committee and give directives where action may be deemed necessary.
6	Purpose: approve / update high- level external Agreements				Approve provisional agreements concluded between the Union and other African and International Organizations and countries.	Conclude or revise agreements between the Telecommunity and Governments, organizations or administrations.
7	Purpose: general issues	Consider postal problems of common interest to the member-countries.	Deal with questions concerning postal services.			
8	Purpose: adopt its RoP and amendments		Adopt its Rules of Procedure and the amendments to those Rules.			Adopt its rules of procedure.
9	Purpose: suspension of membership				Decide to suspend a member.	Suspend a member, an associate member, or an affiliate member.
10	Purpose: dissolution of organisation					Resolve that the Telecommunity be dissolved.
11	Frequency	Not later than two years after the holding of each Universal Postal Congress.	Not later than four years after the end of the year during which the preceding Congress took place.	Approximately every four years.	Convene every four years.	Meet every three years.
12	Attendees: high-level provision	Congress is composed of representatives of member-countries.	Congress shall consist of the representatives of member countries.	Congress is an assembly of representatives of member countries or territories.	The Plenipotentiary Conference is composed of Ministers responsible for postal services or any other Plenipotentiary duly designated by a Member State.	The General Assembly shall be composed of all the Members and Associate Members of the Telecommunity.

Line	Feature	APPU	UPU	PUASP	PAPU	APT
13	Attendees: general	Each country is represented in Congress by one or more delegates duly authorised for that purpose by their respective governments.	Each member country shall arrange for its representation at Congress by one or more plenipotentiaries.	Each member country or territory will arrange to be represented by one or more delegates.	Each Member State shall be represented by a delegation led by the Minister responsible for postal services or by any other high-ranking official designated by that Member State.	

Are there any existing or emerging issues?

1. Many postal operators are facing changing financial situations, including losses from letters services, and significant competition on parcels. There may be different views in where efforts should be placed in response. Including a function for Congress to adopt a strategy would ensure priorities and resourcing are discussed and allocated to a range of activities agreed by member countries.
2. The APT General Assembly can dissolve the APT. Having such a clause could be useful from the perspective of managing the potential winding up of an organisation, particularly if its demise was unforeseen.

How can existing structures be strengthened and optimised?

1. Amend the Acts to include reference to Congress approving a strategy and potentially a supporting action, or implementation plan.
2. It maybe useful to include a 'winding up' clause, similar to the APT one.

Does this align with the vision or what changes might be required to achieve the vision?

Yes.

Recommendation

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.

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.

Attachment A – Not Required Reading

Extracts from Acts relating to “Purpose, frequency and attendees re Treaty Meetings (Congress)”

Drafting notes

1. Extracts from the various Acts in this document have been edited to only reflect main principles and specific elements of purpose, frequency or attendees at Congresses or equivalent meetings of the five organisations surveyed. Where text has been edited out, this is identified with either the /... / endorsement or more specific indication (e.g., paragraphs 2 to 9 edited out).
2. Extraordinary Congresses have not been dealt with. This is because the rules that apply to Extraordinary Congresses are generally the same as for ordinary Congresses.

APPU

There are seven references in the Acts relating to purpose, frequency or attendees for a Congress. These are as follows.

Constitution Article 9 (reference covers attendees)

Congress

Congress, being the supreme organ of the Union, is composed of representatives of member-countries.

Constitution Article 13 (reference covers purpose)

Expenditure of the Union

/... / Each Congress of the Union decides on the maximum amount for the annual expenditure for the administrative section on the basis of the recommendation made by the Director of the Bureau./... /

General Regulations Article 105 (references cover purpose, frequency and attendees)

Organisation and convening of Congresses and Extraordinary Congresses

2. *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 revise the Acts of the Union, if necessary, and to consider, as necessary, other postal problems of common interest to the member-countries.*
3. *Each country is represented in Congress by one or more delegates duly authorised for that purpose by their respective governments. /... /*

Paragraphs 3 to 9 edited out.

General Regulations Article 106 (reference covers purpose)

Composition, functioning and meetings of the Executive Council

Paragraphs 1, and 3 to 9f and 9h to 15 edited out.

2. *The Chairman of each Congress convenes the first meeting of the Council immediately after the holding of that Congress at the same venue. /... /*

9. *The functions of the Council are:*

(g) To conclude agreements on behalf of the Union with the Universal Postal Union, and other Restricted Unions and international organizations with regard to such matters as technical co-operation, with the concurrence of at least two-thirds of the members of the Union. The Council may authorize the Director of the Bureau to execute such agreements.

General Regulations Article 107 (reference covers purpose)

Bureau

Paragraphs 1 to 3, and 5 edited out.

4. *The Director of the Bureau is chosen, from among qualified postal officials /... / in Congress year by Congress. /... /*

General Regulations Article 109 (reference covers purpose)

Functions of the Bureau

Paragraphs 1 to 3, and 5 to 6 edited out.

4. *The Bureau makes up an annual report on the activities of the Union, which is sent to the postal administration of each member-country. This report is to be approved by Congress /... /*

General Regulations Article 111 (references cover purpose)

Governing Board of the training section of the Bureau

Paragraphs 1, 3 to 8, and 10 edited out.

2. *In the discharge of its responsibilities to Congress, the functions of the Governing Board are: /... /*

9. *The Governing Board shall submit a report to each Congress on its activities since the preceding Congress and its projected activities. /... /.*

UPU

Constitution Article 15 (reference covers attendees)

Congress

1. */... /*

2. *Congress shall consist of the representatives of member countries.*

Constitution Article 20 (reference covers purpose)

Expenditure of the Union. Contributions of member countries

1. *Each Congress shall fix the maximum amount which:*
 - 1.1 *the expenditure of the Union may reach annually;*
 - 1.2 *the expenditure relating to the organization of the next Congress may reach.*

General Regulations Article 101 (references cover frequency and attendees)

Organization and convening of Congresses and Extraordinary Congresses

1. *The representatives of member countries shall meet in Congress not later than four years after the end of the year during which the preceding Congress took place.*
2. *Each member country shall arrange for its representation at Congress by one or more plenipotentiaries /... /*

Paragraphs 3 to 7 edited out.

General Regulations Article 102 (reference covers attendees)

Right to vote at Congress

Each member country shall be entitled to one vote /... /

General Regulations Article 103 (references cover purpose)

Functions of Congress

1. *On the basis of proposals by member countries, the Council of Administration and the Postal Operations Council, Congress shall:*
 - 1.1 *determine the general principles for achieving the object and purpose of the Union set out in the Preamble and Article 1 of the Constitution;*
 - 1.2 *consider and adopt, where appropriate, proposals for amendments to the Constitution, General Regulations, Universal Postal Convention (hereinafter the "Convention") and Agreements submitted by member countries and the Councils, in accordance with Article 27 of the Constitution and Article 139 of the General Regulations;*
 - 1.3 *set the date for the entry into force of the Acts;*
 - 1.4 *adopt its Rules of Procedure and the amendments to those Rules;*
 - 1.5 *consider the comprehensive reports on the work of the Council of Administration, the Postal Operations Council and the Consultative Committee, covering the period from the previous Congress, presented by these respective bodies in accordance with Articles 111, 117 and 126 of the General Regulations;*
 - 1.6 *adopt the Union's strategy;*
 - 1.7 *approve the draft quadrennial Union business plan;*

- 1.8 *fix the maximum amount of the Union's expenditure, in accordance with Article 20 of the Constitution;*
- 1.9 *elect the member countries to sit on the Council of Administration and the Postal Operations Council, in accordance with, inter alia, the electoral procedures laid down in the Congress resolutions pertaining to this matter;*
- 1.10 *elect the Director General and Deputy Director General;*
- 1.11 *set in a Congress resolution the ceiling of the costs to be borne by the Union for the production of documents in Chinese, German, Portuguese and Russian.*
2. *Congress, as the supreme body of the Union, shall deal with such other questions concerning postal services.*

General Regulations Article 108 (reference covers purpose)

Organization of CA sessions

1. *At its constituent meeting, which shall be convened and opened by the Chair of Congress, the Council of Administration /... /*

PUASP

Constitution Article 14 (reference covers attendees)

Congress

1. */... /*
2. *The Congress is an assembly of representatives of member countries or territories.*

Constitution Article 21 (references cover purpose)

Union Expenses

1. *Each Congress will set ceilings for:*
 - (a) the budget for each year of the ensuing four-year period;*
 - (b) expenses connected with the following Congress.*

General Regulations Article 103 (references cover purpose, frequency and attendees)

Organization and Operation of Congresses

1. *Representatives of member countries and territories will assemble at Union Congresses approximately every four years. /... /*

Paragraphs 2 to 9 edited out.

10. *The purposes of the Congress are:*

- a) *to amend and supplement Union Acts, Resolutions and Recommendations as necessary;*
- b) *to set priorities for Union activities during the ensuing period, approving the strategy to serve as basis for the framing of annual action plans;*
- c) *to discuss all matters brought before it pertaining to the purposes of the Union.*

12. *Each member country or territory will arrange to be represented by one or more delegates /... /.*

Paragraphs 13 to 14 edited out.

General Regulations Article 114 (reference covers purpose)

Consultative and Executive Council

1. */... /*

2. *The organizational meeting for each new session of the Council will be convened during the course of the Congress by the Congress Chairman. /... /*

General Regulations Article 117 (reference covers purpose)

Council Areas of Work

1. *The Congress /... / will create areas and tools to develop their activities for the ensuing period and establish their scope and functions.*

Paragraphs 2 to 15 edited out.

General Regulations Article 119 (reference covers purpose)

PUASP Secretary General

1. *The General Secretariat will be directed and managed by a Secretary General to be elected at the Congress /... /*

Paragraphs 2 to 9 edited out.

General Regulations Article 120 (reference covers purpose)

General Secretariat Staff

1. *Edited out.*

2. *The Congress /... / will pass a Resolution establishing staffing levels for both professional and general services personnel /... /*

General Regulations Article 127 (reference covers purpose)

Union Budget

1. *Each Congress will pass a Resolution setting the budget ceiling for each year of the ensuing four-year period /... / based on the strategic action areas approved by the Congress. /... /*

Paragraphs 2 to 3 edited out.

PUASP Technical Cooperation Regulations

Technical Cooperation Regulations Article 5 (reference covers purpose)

Union bodies

1. *The Union bodies involved in the management of Technical Cooperation are the Congress, /... /*

Paragraph 2 edited out.

Technical Cooperation Regulations Article 6 (reference covers purpose)

Congress

The Congress approves the detailed report presented by the Council containing all Technical Cooperation projects reviewed and approved in the interval between two consecutive Congresses, /... /

PAPU

Constitution Article 11 (reference purpose, frequency and attendees)

Plenipotentiary Conference

The Plenipotentiary Conference hereinafter referred to as “the Conference” shall be the supreme organ of the Union, which shall ensure the attainment of the Union’s objectives. It shall:

1. *Be composed of Ministers responsible for postal services of Member States or any other Plenipotentiary duly designated by a Member State;*
2. *Convene in an ordinary session every four (4) years;*
3. */... /*

Constitution Article 12 (reference covers purpose)

Administrative Council

1. *The Administrative Council, hereinafter referred to as “the Council”, shall consist of twenty-five (25) Member States elected by the Conference /... /*

Constitution Article 13 (reference covers purpose)

General Secretariat

1. */... /*
2. *The Secretary General and the Assistant Secretary General shall be elected by the Conference /... /*

Constitution Article 14 (reference covers purpose)

Administrative and Technical Committees

1. *The Conference or the Council may from time to time as is necessary appoint Administrative or Technical Committees in order to give effect to the functions of the Union.*
2. *Edited out.*

Constitution Article 29 (reference covers purpose)

Suspension of membership

1. *The Conference may decide by a two-third majority of Member States present and voting to suspend a Member /... /*

Paragraphs 2 to 3 edited out.

Detailed Regulations Article 1 (reference covers attendees)

Representation at the Conference

The Government of each Member State shall be represented in the Plenipotentiary Conference by a delegation led by the Minister responsible for postal services or by any other high-ranking official designated by that Member State.

Detailed Regulations Article 2 (references cover purpose)

Functions of the Conference

The functions of the Conference shall be to:

1. *Adopt and/or revise the Convention, its Detailed Regulations and the Financial Regulations;*
2. *Determine the general policy which the Union shall follow in order to achieve the objectives laid down on Article 9 of the Convention;*
3. *Examine and approve the programme of activities and accounts of the Union and determine the ceiling or budgets for the quadrennial period;*
4. *Determine the scale of assessment of the Member States and Associate Members;*
5. *Establish the structure of the General Secretariat, elect the Secretary General and Assistant Secretary General of the Union and determine their salaries, allowances and other conditions of service;*
6. *Establish such bodies as it may deem necessary for purposes of achieving the objectives of the Union and prescribe to such bodies, rules for the conduct of their activities;*
7. *Approve provisional agreements concluded between the Union and other African and International Organizations and countries;*
8. *Adopt, at the conclusion of each session, a report addressed to all Member States as well as the African Union ;*
9. *Consider reports of activities of the Administrative Council and the General Secretariat of the Union since the last session of the Conference;*
10. *Elect members of the Administrative Council.*

Detailed Regulations Article 3 (reference covers purpose)

Composition of the Council

1. *The Administrative Council shall be composed of twenty-five (25) Member States. Twenty-four (24) of the Member States are elected by the Conference. The twenty-fifth Member State shall be the host country of the Union.*

Paragraphs 2 to 3 edited out.

Detailed Regulations Article 8 (reference covers purpose)

Special Provisions

1. *Edited out.*
2. *The Secretary General and the Assistant Secretary General shall be elected by the Conference for a four (4) year period. /... /*

Detailed Regulations Article 25 (reference covers purpose)

Budget of the Union

1. *The Conference shall fix the annual budget ceilings of the Union for the quadrennial period.*
2. *Edited out.*

APT

Constitution Article 8 (references cover purpose, frequency, attendees)

THE GENERAL ASSEMBLY

1. *The General Assembly shall be the supreme organ of the Telecommunity and shall be composed of all the Members and Associate Members of the Telecommunity.*

Paragraphs 2 to 4 edited out.

5. *The General Assembly shall meet in ordinary session every three years /... /*
6. *The General Assembly shall:*
 - (a) *Establish general policies and principles for the fulfilment of the objectives of the Telecommunity and for such other matters as the General Assembly may deem to be within the competence of the Telecommunity;*
 - (b) *Establish the basis for the annual budget of the Telecommunity and determine the limits of annual expenditure until the next ordinary session of the General Assembly;*
 - (c) *Receive and consider the reports of the Management Committee on the activities of the Telecommunity and give directives to it in regard to matters upon which action may be deemed necessary;*
 - (d) *Conclude or revise, if necessary, agreements between the Telecommunity and Governments, organizations or administrations;*
 - (e) *Elect the Secretary General and Deputy Secretary General of the Telecommunity and define the terms and conditions of their employment;*
 - (f) *Consider and adopt, if appropriate, proposals that may be made to the General Assembly by Members in accordance with other provisions of this constitution;*

- (g) (i) *Suspend, where it deems such action appropriate with regard to all relevant circumstances, the right of a Member which is in arrears in its payments to the Telecommunity to vote in the General Assembly, the Management Committee and in the subsidiary bodies for so long as the amount of its arrears equals or exceeds the amount of regular contribution due from it for the preceding two years;*
- (ii) *Suspend, where it deems such action appropriate with regard to all relevant circumstances, the right of an Associate Member which is in arrears in its payments to the Telecommunity to benefit by the Telecommunity's activities, for so long as the amount of its arrears equals or exceeds the amount of regular contribution due from it for the preceding two years; and*
- (iii) *Take such action, in respect of an Affiliate Member, as it may deem appropriate with regard to all relevant circumstances, including, without limitation, the suspension of observation rights or rights to participate in, or benefit by, the Telecommunity's activities, upon its failure to fulfil any obligation, financial or otherwise, undertaken by it in accordance with this Constitution or any commitment made by it concerning its participation in the Telecommunity; and*
- (h) *Adopt its own rules of procedure.*

Paragraphs 7 to 12 edited out.

Constitution Article 15 (reference covers purpose)

DISSOLUTION OF THE TELECOMMUNITY

1. *The General Assembly of the Telecommunity may, by a two-thirds majority of the Members present and voting, resolve that the Telecommunity be dissolved.*

Paragraphs 2 to 3 edited out.

WP 1.3: Strengthening Relations with Other Restricted Unions Work Plan

Work Plan	Objective	2023	2024	2025	2026
WP 1.3.1	Organize annual meetings with major Restricted Unions of UPU to foster dialogue, collaboration, and mutual support	X	X	X	X
WP 1.3.2	Facilitate APPU leadership's participation in the major activities of other Restricted Unions to enhance knowledge exchange, partnership development, and collective initiatives	X	X	X	X
WP 1.3.3	Engage the leadership of other Restricted Unions in all major activities of APPU to enhance cooperation, inclusivity, and partnership development	X	X	X	X
WP 1.3.4	Promote participation of APPU member countries in events organized by other Restricted Unions, fostering regional engagement	X	X	X	X

ADDENDUM 9

TOPIC: PURPOSE, FREQUENCY AND ATTENDEES FOR LESS-THAN-TREATY MEETINGS (EXECUTIVE COUNCIL (EC))

Overview

This policy position paper considers whether the Asian Pacific Postal-Union (APPU) treaties:

- (i) Should clarify the purpose and frequency of non-Treaty meetings.
- (ii) Should clarify potential attendees of non-Treaty meetings.

What have others done on this issue?

Four organisations were analysed – APPU EC, UPU CA, PUASP Consultative and Executive Council, PAPU Administrative Conference. A fifth body is also included in the tables i.e., the PUASP Management Committee. This is an organisation that exercises additional functions to the Consultative and Executive Committee.

All organisations describe the purpose of Less-than-Treaty meetings, however not all describe the frequency and attendees. Two tables at **Attachment A** compare the common features across the four organisations but are not required reading.

A comparison between the APPU’s provisions and those of three reference organisations is at **Attachment B** as a reference and is not required reading. Key observations of the comparison were:

- Only the UPU CA document was tidy and well-organised.
- UPU CA and PUASP documents were very detailed and this level of detail is not recommended for inclusion in the APPU documents, with a few exceptions as set out below.

What gaps in current governing documentation exist?

There are some provisions in the UPU CA and PUASP that the APPU might wish to consider for its own EC tasks and duties. Noting the APPU’s difficulty in updating its treaties however, only high-level statements should be included in the General Regulations, supplemented by details in a less-than-Treaty document e.g., “Detailed Responsibilities of the EC (as approved by Congress)”.

The two specific gaps as identified in **Attachment A** are:

1. **Line 11 – Strategy and Plan:** This is an expected gap i.e., it follows the same gap identified in the Treaty meetings assessment. Although the APPU EC has a work plan for its meetings over a cycle, it does not measure up to the workplans managed by PUASP and PAPU. There is no action that can be taken at this stage to address Line 11. The issue is the lack of strategy and plan in the Union itself.

Line 29 – Training: This should be included as one of the EC’s responsibilities subject to final decision on the Governance Policy Position.

Are there any existing or emerging issues?

The two matters raised – Strategy and Plan, and Training – are also the subject of activity under other Policy Positions.

How can existing structures be strengthened and optimised?

The matters of Strategy and Plan, and Training, are addressed in other Policy Positions.

Analysis and reorganisation of current texts could move some material from the treaties into a less-than-Treaty document.

Does this align with the vision or what changes might be required to achieve the vision?

Yes.

Recommendation

It is **recommended** that:

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. A drafting exercise be done to reorganise current and potential provisions into Treaty and less-than-Treaty material.

Attachment A

Comparison of organisations

Table 1 summarises the number of organisations that mention a particular feature in governing documentation. Table 2 then paraphrases of the text of the respective provisions. The tables are two alternative ways to understand the same information. Both tables have a left-side column that is colour-coded where:

	Indicates features mentioned by all four organisations.
	Indicates features mentioned by three organisations.
	Indicates features mentioned by two organisations.
	Indicates features mentioned by only one organisation.

Table 1: Summary of Purpose, Frequency, Attendees for non-Treaty Bodies

Line	Feature	APPU	UPU CA	PUASP	PAPU	PUASP (Mgmt Cttee)
Four Organisations Aligned						
1	Purpose – high-level	x	x	x	x	x
2	Purpose – budget – preparation, approval, review	x	x	x	x	
3	Purpose – approval of annual report including receipts and expenditure	x	x	x	x	x
4	Purpose – setting of personnel rules	x	x	x	x	
5	Purpose – reporting	x	x	x	x	
Three Organisations Aligned						
6	Purpose – appointment of SG	x	x	x		
7	Purpose – responsibility for Union Secretariat	x	x	x		
8	Purpose – develop relationships	x	x	x		
9	Purpose – establishes its RoP	x	x	x		
10	Purpose – standard processes and approvals	x		x	x	
Two Organisations Aligned						
11	Purpose – strategy and plan	Gap	x	x		x
12	Purpose - fixing minimum for reserve funds	x	x			
13	Purpose – setting of financial rules		x		x	
14	Purpose – set staff salaries			x	x	
15	Purpose – conclude agreements with external bodies	x			x	
16	Purpose – organisation of work		x		x	
17	Purpose – designation of Congress location		x	x		
18	Purpose – service improvement	x		x		
19	Purpose – ad hoc studies		x	x		
20	Purpose – prepares Congress proposals		x	x		
Only One Organisation						
21	Purpose – directives from Congress	x				
22	Purpose – approval of travel			x		
23	Purpose – creation of user-funded subsid bodies		x			
24	Purpose – confirmation of managerial appointments in Bureau	x				
25	Purpose – election of Management Committee			x		
26	Purpose – suspension of membership				x	
27	Purpose – ad hoc administrative tasks	x				
28	Purpose - service provision	x				
29	Purpose - training	Gap		x		
30	Purpose – productivity management					x

Line	Feature	APPU	UPU CA	PUASP	PAPU	PUASP (Mgmt Cttee)
Miscellaneous Features						
31	Frequency	x	x	x	x	x
32	Extraordinary meetings	x		x	x	
33	Members – high-level provision	x	x	x	x	x
34	Attendees - general	x	x		x	
35	Consultation and decision-making alternative	x				
36	Venue for meetings	x		x	x	
37	Organisation of meetings		x			
38	Experience of Chair			x		

Table 2: Detailed Comparison of Organisations

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
1	Purpose – high-level	To ensure the continuity of the work of the Union in the intervals between Congresses.	Between Congresses the Council of Administration (CA) shall ensure the continuity of the work of the Union.	The Council will ensure the continuity of the Union’s work in the interval between Congresses.	In between the sessions of the Conference, the Council shall be the decision-making body of the Union Direct, control and coordinate financial, administrative and technical activities of the Union	The Management Committee reports to the Council and assists it with the monitoring, examination and evaluation of Union activities.
2	Purpose – budget – preparation, approval, review	<p>The Bureau shall prepare an estimate of the budget of the administrative section. It shall submit this budget estimate to the Executive Council for approval.</p> <p>Review and approve the annual budget and accounts of the administrative section prepared by the Bureau in the intervals between Congresses</p> <p>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.</p>	<p>Considers and approves the annual programme and budget and the accounts of the Union, while taking into account the final version of the Union Business Plan.</p> <p>Authorizes the ceiling of expenditure to be exceeded, if circumstances so require.</p> <p>The Council of Administration shall be authorized to exceed the limits laid down in paragraphs 1 and 2 to take account of increases in salary scales, pension contributions or allowances, including post adjustments, approved by the United Nations for application to its staff working in Geneva.</p> <p>The Council of Administration shall also be authorized to adjust, each year, the amount of expenditure other than that relating to staff on the basis of the Swiss consumer price index.</p>	Authorize the annual Union budget subject to the ceilings set by the Congress;	<p>Adopt the annual budget of the Union.</p> <p>Implement decisions of the Conference on the annual contribution of each Member to the budget of the Union.</p>	

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
3	Purpose – approval of annual report including receipts and expenditure	The Bureau shall prepare a report of the administrative section to which shall be attached a detailed final account of the preceding year and all documents regarding receipts and expenditure. This report shall be submitted to the Executive Council for approval.	Approves the annual report on the work of the Union and the annual Financial Operating Reports prepared by the International Bureau and, where appropriate, furnishes observations on them.	Examine and, where applicable, approve the financial statements for the previous year’s budget.	Adopt the annual management report and audited accounts of the Union presented.	Draw up a report on budget performance monitoring data. Draw up a report on the budget proposal, budget performance report, balance sheet, profit and loss statement and annual report to be presented by the General Secretariat.
4	Purpose – setting of personnel rules	To prescribe rules for the administration of the Bureau.	Lays down the Staff Regulations and the conditions of service of the elected officials.	Approve General Secretariat Internal Regulations. Approve and/or, where applicable, amend the Union’s General Secretariat Staff Regulations.	Adopt the Staff Rules and Regulations. Submit to the Conference proposals concerning rules governing the administrative activities of the Union.	
5	Purpose – reporting	The Council sends to the postal administrations of the member-countries of the Union, for information, a summary report at the end of each meeting of the Council. The Council submits a report to each Congress on the whole of its activities.	After each session, the Council of Administration shall inform the member countries and their designated operators, the Restricted Unions and the members of the Consultative Committee about its activities by sending them, inter alia, a summary record and its resolutions and decisions. The Council of Administration shall make to Congress a comprehensive report on its work.	The Council will present a comprehensive report on its activities in the interval between Congresses	Presents a report to the Conference on the activities of the Union during the last four (4) year cycle;	
Three Organisations Aligned						
6	Purpose – appointment of SG	The Director of the Bureau is chosen, from among qualified postal officials, by the Executive Council (alternative arrangement).	If the post of Deputy Director General falls vacant, the Council of Administration shall, on the proposal of the Director General, instruct one of the grade D 2 Directors to take over	Elect a Secretary General (in exceptional circumstances)		

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
			the functions of Deputy Director General until the following Congress.			
7	Purpose – responsibility for Union Secretariat	Supervise the activities of the Bureau.	Provides control over the activities of the International Bureau.	The Council will supervise and monitor General Secretariat operations Manage and oversee General Secretariat operations.		
8	Purpose – develop relationships	To make useful contacts with the various organs of the Universal Postal Union, with the restricted unions or with other specialised agencies of the United Nations with special interests in the area, and, if necessary, to appoint representatives to conferences of such organisations	Considers the reports by the International Bureau on UPU relations with other international bodies and takes the decisions which it considers appropriate on the conduct of such relations and the action to be taken on them.	Maintain contact with member countries or territories, Universal Postal Union bodies, Restricted Postal Unions and any other national or international organization via the Council Chairman;		
9	Purpose – establishes its RoP	The Council draws up the Rules of Procedure necessary for its work.	Adopts its Rules of Procedure and the amendments to those Rules.	The Council will issue Rules of Procedure governing its operation.		
10	Purpose – standard processes and approvals	The Bureau makes up an annual report on the activities of the Union. This report is to be approved by the Executive Council.		Examine and, where applicable, approve the annual report on Union operations drawn up by the General Secretariat. Notify member countries and territories of the results of any studies undertaken.	Examine and adopt reports and recommendations of the Administrative and Technical Committees.	
Two Organisations Aligned						
11	Purpose – strategy and plan		Examines the draft quadrennial Union business plan approved by Congress and finalizes it by bringing the activities set out in the draft plan for the four-year period into line with the actual resources available.	The Council will implement the General Secretariat’s annual action plan, prioritizing corresponding action areas according to the strategy approved by the Congress.		Draw up reports on indicators and monitoring activities for the strategic plan and the setting of priorities. Draw up reports on the General Secretariat’s action plan and its implementation.

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
			Reviews and approves the draft Strategy for presentation to Congress.	Monitor implementation of the strategic plan on an annual basis and evaluate performance, approving any eventual changes in priorities. Examine and approve the draft action plan drawn up by the General Secretariat.		
12	Purpose - fixing the minimum amount for reserve funds	To cover shortfalls in Union financing, reserve funds shall be established for the budget of the administrative section the amount of which shall be fixed by the Executive Council.	A Reserve Fund shall be established with the Union to cover shortfalls in financing. Its amount shall be fixed by the Council of Administration.			
13	Purpose – setting of financial rules		Lays down the: <ul style="list-style-type: none"> • Financial Regulations of the Union; • rules governing the Reserve Fund; • rules governing the Special Fund; • rules governing the Special Activities Fund; and rules governing the Voluntary Fund.		Submit to the Conference proposals concerning rules governing the financial activities of the Union.	
14	Purpose – set staff salaries			Establish the salary system for General Secretariat personnel	Determine the basic salaries, allowances and other conditions of service for all officers of the Union with the exception of the Secretary General and the Assistant Secretary General	
15	Purpose – conclude agreements	To conclude agreements on behalf of the Union with the Universal Postal Union, and other restricted unions and international			Supervise the negotiation of provisional agreements with other organizations whose activities relate to those of the	

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
	with external bodies	organisations with regard to such matters as technical co-operation.			Union, and submit them for the approval of the Conference.	
16	Purpose – organisation of work		The CA shall define, formalize and/or set up the standing groups and task forces or other bodies to be established within its structure, with due regard being paid to the Union’s strategy and business plan adopted by Congress.		Adopt the annual programme of activities of the Union Set up ad-hoc Committees as it may deem necessary to achieve the objectives of the Union and establish rules for the way they carry out their activities;	
17	Purpose – designation of Congress location		Designates the member country where the next Congress is to be held in the case provided for in article.	Designate the country to host the next Congress.		
18	Purpose – service improvement	To maintain contacts with postal administrations of the member countries of the Union with a view to improving the postal service.		Take action and implement activities concerning or relating to postal service operations in Union member countries or territories.		
19	Purpose – ad hoc studies		Studies administrative, legislative and legal problems concerning the Union or the international postal service.	The Council will be required to perform studies and issue opinions on matters concerning or relating to postal activities. Conduct studies or issue opinions on matters concerning or relating to postal activities or affecting the Union or its member countries or territories.		
20	Purpose – prepares Congress proposals		Formulates proposals which shall be submitted for the approval of Congress.	Present the Congress with proposed amendments to Union Acts and with draft Resolutions and Recommendations emerging from studies entrusted to it or conducted at its own initiative.		
Only One Organisation						

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
21	Purpose – directives from Congress	To perform any duty assigned to it by a resolution of the Congress.				
22	Purpose – approval of travel			Examine and, where applicable, approve the General Secretariat’s annual schedule of attendance of international postal meetings, as well as the number of officials scheduled to attend each such meeting.		
23	Purpose – creation of user-funded subsidiary bodies		Exercises overall supervision of the creation and activities of user-funded subsidiary bodies.			
24	Purpose – confirmation of managerial appointments in Bureau	The direction of the Bureau is entrusted to a Director assisted, if necessary, by qualified officials. The Director appoints them, subject to the confirmation of the Executive Council.				
25	Purpose – election of Management Committee			The Council will elect the members of its Management Committee		
26	Purpose – suspension of membership				The Administrative Council may suspend an Associate Member.	
27	Purpose – ad hoc administrative tasks	To take necessary steps provisionally to carry out such other administrative acts which are not covered by the Acts of the Union and cannot await the next Congress for settlement.				
28	Purpose - service provision	To lay down the international postal service rules which shall provide for details necessary for the operation of the international				

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
		postal service between the member-countries.				
29	Purpose - training			Promote and oversee the organization and conduct of training activities, the establishment of postal schools in member countries or territories and, at their request, arrange for expert and consultancy services through the General Secretariat to assist with their organization, development and operation under technical cooperation programs		
30	Purpose – productivity management					Draw up a report on the performance indicators proposed by the General Secretariat to evaluate its efficiency, including its organizational structure and resources and resulting measurements.
Miscellaneous Features						
31	Frequency	The Executive Council meets, in principle once each year, unless the majority of member-countries decides otherwise. Assemble, prior to each Universal Postal Congress.	The Council of Administration shall meet twice a year, or additionally on an exceptional basis, at Union headquarters.	The Council will hold annual meetings at Union headquarters	The Council shall convene in an Ordinary Session once a year.	The Management Committee will meet at least twice a year.
32	Extraordinary meetings	Between ordinary sessions, the Council may be convened as a general rule at the place where the Bureau is situated, by the Chairman at the request of a two-thirds majority of the member-countries of the Union.		Where necessary, the Chairman will call an extraordinary meeting of the Council at the request of any member, with the consent of two thirds of all Council members with the right to	At the request of one or more Member States of the Union, or the Secretary General, and subject to the agreement of two-thirds of the Member States of the Administrative Council, the Council shall meet in an extra ordinary session.	

Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
				vote, to be held within a period of two months.		
33	Members – high-level provision	The Executive Council comprises all the member-countries of the Union.	The Council of Administration shall consist of forty-one members.	The Council consists of representatives of all Union member countries and territories.	The Administrative Council shall be composed of twenty-five Member States. Twenty-four (24) of the Member States are elected by the Conference. The twenty-fifth Member State shall be the host country of the Union.	The Management Committee will consist of seven (7) members.
34	Attendees - general	Member-countries shall be represented at meetings of the Council by qualified postal officials.	Each member of the Council of Administration shall appoint its representative(s). The members of the Council of Administration shall take an active part in its work.		The person to serve on the Council shall be designated by the Member State.	
35	Consultation and decision-making alternative	When necessary, consultations and decisions of the Council may be made by correspondence.				
36	Venue for meetings	Each Executive Council meeting shall designate the country in which the next Executive Council meeting is to be held. When an Executive Council meeting has to be convened without a host country, the meeting shall be convened where the Bureau is situated.		The Council will hold annual meetings at Union headquarters. Under special circumstances, the Council may hold its annual meeting in another city of any member country or territory so long as there is no additional cost to the Union.	The sessions of the Plenipotentiary Conference and the Administrative Council shall be held at the seat of the Union unless a Member State invites the Conference or Council to meet on its territory.	
37	Organisation of meetings		The Chair and Vice-Chairs, and the Committee Chairs, Co-Chairs and Vice-Chairs, of the Council of Administration shall form the Management Committee. This Committee shall prepare and direct the work of each session of the Council of Administration.			

	Line	Feature	APPU	UPU	PUASP (Council)	PAPU	PUASP (Mgmt Committee)
	38	Experience of Chair			The Council will be chaired by the country hosting the Congress, which position is to be occupied by experts in the management of collegiate bodies possessing an in-depth knowledge of Union regulations and practices.		

Attachment B**Extracts from Acts relating to “Purpose, frequency and attendees re non-Treaty Meetings (Executive Council (EC))”****Drafting note**

Extracts from the various Acts in this document have been edited to only reflect main principles and specific elements of purpose, frequency or attendees at Congresses or equivalent meetings of the five organisations surveyed. Where text has been edited out, this is identified with either the /... / endorsement or more specific indication (e.g., paragraphs 2 to 9 edited out).

APPU

There are seven references in the Acts relating to purpose, frequency or attendees for an EC meeting.

Constitution, Article 11

To ensure the continuity of the work of the Union in the intervals between Congresses the Executive Council meets, in principle once each year, unless the majority of member-countries decides otherwise.

GR Art 106

1. The Executive Council comprises all the member-countries of the Union, with a quorum of the majority.
2. /... /
3. /... /
4. Each Executive Council meeting shall designate the country in which the next Executive Council meeting is to be held. When an Executive Council meeting has to be convened without a host country, the meeting shall be convened where the Bureau is situated. /... /
5. Between ordinary sessions, the Council may be convened as a general rule at the place where the Bureau is situated, by the Chairman at the request of a two-thirds majority of the member-countries of the Union.
6. /... /
7. /... /
8. Member-countries shall be represented at meetings of the Council by qualified postal officials.
9. The functions of the Council are:
 - a) to perform any duty assigned to it by a resolution of the Congress;
 - b) to lay down the international postal service rules which shall provide for details necessary for the operation of the international postal service between the member-countries;
 - c) to maintain contacts with postal administrations of the member countries of the Union with a view to improving the postal service;

- d) to prescribe rules for the administration of the Bureau and to supervise the activities of the Bureau;
- e) to review and approve the annual budget and accounts of the administrative section prepared by the Bureau in the intervals between Congresses;
- f) to make useful contacts with the various organs of the Universal Postal Union, with the restricted unions or with other specialised agencies of the United Nations with special interests in the area, and, if necessary, to appoint representatives to conferences of such organisations;
- g) to conclude agreements on behalf of the Union with the Universal Postal Union, and other restricted unions and international organisations with regard to such matters as technical co-operation, with the concurrence of at least two-thirds of the members of the Union. The Council may authorise the Director of the Bureau to execute such agreements;
- h) to assemble, prior to each Universal Postal Congress, in accordance with the provisions of Article 115 paragraph 2; and
- i) to take necessary steps, with the agreement of the majority of the members of the Union, provisionally to carry out such other administrative acts which are not covered by the Acts of the Union and cannot await the next Congress for settlement.

10. The Council draws up the Rules of Procedure necessary for its work.

11. When necessary, consultations and decisions of the Council may be made by correspondence.

12. /... /

13. The Council sends to the postal administrations of the member-countries of the Union, for information, a summary report at the end of each meeting of the Council.

14. The Council submits a report to each Congress on the whole of its activities.

15. /... /

GR Article 107

4. The Director of the Bureau is chosen, from among qualified postal officials, by the Executive Council, or in Congress year by Congress. The tenure of office is fixed by the body which selects the Director.

GR Article 108

Organisation and staff of the Bureau

1. The direction of the Bureau is entrusted to a Director assisted, if necessary, by qualified officials who have served at least five years in the postal service and who possess a working knowledge of French or any of the languages in Asia, in addition to English. /... / The Director appoints them, subject to the confirmation of the Executive Council, from among those who are recommended by their respective postal administrations, on condition that they satisfy the needs of the Bureau on the technical aspect.

GR Article 109

4. The Bureau makes up an annual report on the activities of the Union /... /. This report is to be approved /... / by the Executive Council /...

Article 117

Budget and Accounts of the Union

1. /... /
2. The Bureau shall prepare /... / an estimate of the budget of the administrative section /... /. It shall submit this budget estimate to the Executive Council /... / for approval. /... /
3. The Bureau shall prepare, during the first quarter of each year, a report of the administrative section to which shall be attached a detailed final account of the preceding year and all documents regarding receipts and expenditure. This report shall be submitted to the Executive Council or to Congress for approval and for distribution to the postal administrations of the Union.
4. The expenditure of the administrative section shall be in accordance with the budget approved by the Executive Council or by Congress. /... /
5. 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.
6. Member-countries shall pay their contributions to the Union's annual expenditure for the administrative section in advance on the basis of the budget laid down by Congress or by the Executive Council. /... /
7. To cover shortfalls in Union financing, reserve funds shall be established for the budget of the administrative section and that of the training section separately, the amount of which shall be fixed by the Executive Council. /... /
8. /... /
9. /... /

Article 122 - Application of the Acts of the Universal Postal Union

1. The provisions of these General Regulations and the international service rules which shall be laid down by the Executive Council, regulate all matters and services relative to letter-post items exchanged between the member-countries of the Union.

UPU

Article 17

Council of Administration

1 Between Congresses the Council of Administration (CA) shall ensure the continuity of the work of the Union in accordance with the provisions of the Acts of the Union.

2 Members of the Council of Administration shall carry out their functions in the name and in the interests of the Union.

Article 19

International Bureau

A central office operating at the seat of the Union under the title of the International Bureau of the Universal Postal Union, directed by a Director General and placed under the control of the Council of Administration, shall serve as an organ of execution, support, liaison, information and consultation.

Article 106

Composition and functioning of the CA

1 The Council of Administration shall consist of forty-one members who shall exercise their functions during the period between two successive Congresses.

2 /... /

3 /... /

4 Each member of the Council of Administration shall appoint its representative(s). The members of the Council of Administration shall take an active part in its work.

5 /... /

6 The CA shall define, formalize and/or set up the standing groups and task forces or other bodies to be established within its structure, with due regard being paid to the Union's strategy and business plan adopted by Congress.

Article 107

Functions of the CA

1 The Council of Administration shall have the following functions:

1.1 Supervises all the activities of the Union between Congresses, ensuring compliance with the decisions of Congress, studying questions with respect to governmental policies on postal issues, and taking account of international regulatory developments such as those relating to trade in services and to competition.

1.2 Promotes, coordinates and supervises all forms of postal technical assistance within the framework of international technical cooperation.

1.3 Examines the draft quadrennial Union business plan approved by Congress, and finalizes it by bringing the activities set out in the draft plan for the four-year period into line with the actual resources available. The plan should also, if appropriate, be in line with the results of the prioritization process carried out by Congress. The finalized version of the quadrennial Union business plan, completed and approved by the CA, will then form the basis for the preparation of the annual Programme and Budget as well as for the annual operating plans to be drawn up and implemented by the CA and POC.

1.4 Considers and approves the annual programme and budget and the accounts of the Union, while taking into account the final version of the Union Business Plan, as described in article 107.1.3.

1.5 Authorizes the ceiling of expenditure to be exceeded, if circumstances so require, in accordance with article 146.3 to 5.

1.6 Authorizes election of a lower contribution class, if it is so requested, in accordance with the conditions set out in article 151.5.

1.7 Authorizes a change of geographical group if it is so requested by a member country, taking into account the views expressed by the member countries which are members of the geographical groups concerned.

1.8 Creates or abolishes International Bureau posts financed by the regular budget, taking into account the restrictions imposed by the expenditure ceiling fixed.

1.9 Decides on the contacts to be established with member countries in order to carry out its functions.

1.10 After consulting the Postal Operations Council, decides on the relations to be established with the organizations which are not observers within the meaning of article 105.1 and 105.2.1.

1.11 Considers the reports by the International Bureau on UPU relations with other international bodies and takes the decisions which it considers appropriate on the conduct of such relations and the action to be taken on them.

1.12 Designates in due course, after consulting the Postal Operations Council and the Secretary General, the specialized agencies of the United Nations, international organizations, associations, enterprises and qualified persons to be invited as ad hoc observers to specific meetings of Congress and its Committees when this is in the interest of the Union or the work of the Congress and instructs the Director General of the International Bureau to issue the necessary invitations.

1.13 Designates the member country where the next Congress is to be held in the case provided for in article 101.3.

1.14 Determines in due course and after consulting the Postal Operations Council the number of Committees required to carry out the work of Congress, and specifies their functions.

1.15 Designates, after consulting the Postal Operations Council and subject to the approval of Congress, the member countries prepared:

1.15.1 /... /

1.15.2 /... /

1.16 Considers and approves, within the framework of its competence, any action considered necessary to safeguard and enhance the quality of and to modernize the international postal service.

1.17 Studies, at the request of Congress, the Postal Operations Council or member countries, administrative, legislative and legal problems concerning the Union or the international postal service; it shall be for the Council of Administration to decide, in the above-mentioned fields, whether it is expedient to undertake the studies requested by member countries between Congresses.

1.18 Formulates proposals which shall be submitted for the approval either of Congress or of member countries in accordance with article 142.

1.19 Submits subjects for study to the Postal Operations Council for examination in accordance with article 113.1.6.

1.20 Reviews and approves, in consultation with the Postal Operations Council, the draft Strategy for presentation to Congress.

1.21 Receives and discusses proposals, opinions and reports from the Consultative Committee and considers proposals and reports from the Consultative Committee for submission to Congress.

1.22 Provides control over the activities of the International Bureau.

1.23 Approves the annual report on the work of the Union and the annual Financial Operating Reports prepared by the International Bureau and, where appropriate, furnishes observations on them.

1.24 Establishes principles, as may be considered necessary, for the Postal Operations Council to take into account in its study of questions with major financial repercussions (charges, terminal dues, transit charges, basic airmail conveyance rates and the posting abroad of letter-post items), follows closely the study of these questions, and reviews and approves, for conformity with the aforementioned principles, Postal Operations Council proposals relating to these questions.

1.25 Approves, within the framework of its competence, the recommendations of the Postal Operations Council for the adoption, if necessary, of regulations or of a new procedure until such time as Congress takes a decision in the matter.

1.26 Considers the annual report prepared by the Postal Operations Council and any proposals submitted by the Council.

1.27 Approves the four-yearly report prepared by the International Bureau in consultation with the Postal Operations Council, on the performance of member countries in respect of the execution of the

1.28 Establishes the framework for the organization of the Consultative Committee and concurs in the organization of the Consultative Committee, in accordance with the provisions of article 123.

1.29 Establishes criteria for membership of the Consultative Committee and revokes membership in accordance with those criteria, as further detailed in the relevant rules of procedure referred to in article 123.

1.30 Lays down the Financial Regulations of the Union.

1.31 Lays down the rules governing the Reserve Fund.

1.32 Lays down the rules governing the Special Fund.

1.33 Lays down the rules governing the Special Activities Fund.

1.34 Lays down the rules governing the Voluntary Fund.

1.35 Lays down the Staff Regulations and the conditions of service of the elected officials.

1.36 Lays down the Regulations of the Social Fund.

1.37 Exercises, within the context of article 153, overall supervision of the creation and activities of user-funded subsidiary bodies.

1.38 Adopts its Rules of Procedure and the amendments to those Rules.

Article 108

Organization of CA sessions

1 /... /

2 The Council of Administration shall meet twice a year, or additionally on an exceptional basis, at Union headquarters, in accordance with the relevant procedures set forth in its Rules of Procedure.

3 The Chair and Vice-Chairs, and the Committee Chairs, Co-Chairs and Vice-Chairs, of the Council of Administration shall form the Management Committee. This Committee shall prepare and direct the work of each session of the Council of Administration. It shall approve, on behalf of the Council of Administration, the annual report prepared by the International Bureau on the work of the Union and it shall take on any other task which the Council of Administration decides to assign to it or the need for which arises in the course of the strategic planning process.

4 /... /

Article 111

Information on the activities of the CA

1 After each session, the Council of Administration shall inform the member countries and their designated operators, the Restricted Unions and the members of the Consultative Committee about its activities by sending them, inter alia, a summary record and its resolutions and decisions.

2 The Council of Administration shall make to Congress a comprehensive report on its work and send it to the member countries of the Union, their designated operators and the members of the Consultative Committee at least two months before the opening of Congress.

Article 127

Election of the Director General and Deputy Director General of the International Bureau

1 /... /

2 /... /

3 /... /

4 If the posts of Director General and Deputy Director General fall vacant at the same time, the Council of Administration shall elect, on the basis of the applications received following notification of the vacancies, a Deputy Director General for the period extending up to the next Congress. With regard to the submission of applications, paragraph 2 shall apply by analogy.

5 If the post of Deputy Director General falls vacant, the Council of Administration shall, on the proposal of the Director General, instruct one of the grade D 2 Directors at the International Bureau to take over the functions of Deputy Director General until the following Congress.

Article 146

Fixing of the expenditure of the Union

1 Subject to the provisions of paragraphs 2 to 6, the annual expenditure relating to the activities of bodies of the Union may not exceed 38,890,030 Swiss francs for the years 2022 and 2023, and 39,512,270 Swiss francs for the years 2024 and 2025. In the event that the Congress planned for 2025 is postponed, the latter ceiling shall also apply to the post-2025 period.

2 The expenditure relating to the convening of the next Congress (travelling expenses of the secretariat, transport charges, cost of installing simultaneous interpretation equipment, cost of reproducing documents during the Congress, etc.) shall not exceed the limit of 2,900,000 Swiss francs.

3 The Council of Administration shall be authorized to exceed the limits laid down in paragraphs 1 and 2 to take account of increases in salary scales, pension contributions or allowances, including post adjustments, approved by the United Nations for application to its staff working in Geneva.

4 The Council of Administration shall also be authorized to adjust, each year, the amount of expenditure other than that relating to staff on the basis of the Swiss consumer price index.

5 Notwithstanding paragraph 1, the Council of Administration, or in case of extreme urgency, the Director General, may authorize the prescribed limits to be exceeded to meet the cost of major and unforeseen repairs to the International Bureau building, provided however that the amount of the increase does not exceed 125,000 Swiss francs per annum.

Article 147

Regulation of member countries' contributions

1 /... /

2 Member countries shall pay their contributions to the Union's annual expenditure in advance on the basis of the budget laid down by the Council of Administration. /... /

3 to 14 edited out

Article 148

Shortfalls in financing

1 A Reserve Fund shall be established with the Union to cover shortfalls in financing. Its amount shall be fixed by the Council of Administration. /... /

2 /... /

Article 151

Contribution classes

1 to 4 edited out

5 Nevertheless, in exceptional circumstances such as natural disasters necessitating international aid programmes, the Council of Administration may authorize a temporary reduction in contribution class once between two Congresses when so requested by a member country if the said member establishes that it can no longer maintain its contribution at the class originally chosen.

6 to 7 edited out

Article 153

Organization of user-funded subsidiary bodies

1 Subject to the approval of the Council of Administration, the POC may establish a number of user-funded subsidiary bodies, /... /

2 Upon the creation of such a body under the POC, the POC shall decide on the basic framework of the rules of procedure of the body, taking due consideration of the fundamental rules and principles of the Union as an intergovernmental organization, and shall submit it to the CA for approval. /... /

2.1 to 2.6 edited out

3 Each user-funded subsidiary body shall organize its activities in an autonomous manner within the basic framework decided by the POC and approved by the CA, and shall prepare an annual report on its activities for consideration by the POC.

4 The Council of Administration shall establish the rules concerning support costs that user-funded subsidiary bodies should contribute to the regular budget, and shall publish them in the UPU Financial Regulations.

5 to 6 edited out

PUASP

Article 13

Union Bodies

1. The Union is composed of the following bodies:

a) the Congress;

b) the Consultative and Executive Council, hereinafter referred to as the “Council,” and its Management Committee;

c) the General Secretariat.

2. The Union’s permanent bodies are the Council and its Management Committee and the General Secretariat.

Article 16

Consultative and Executive Council

1. The Council will ensure the continuity of the Union’s work in the interval between Congresses by implementing the General Secretariat’s annual action plan, prioritizing corresponding action areas according to the strategy approved by the Congress, and will be required to perform studies and issue opinions on matters concerning or relating to postal activities. It will also supervise and monitor General Secretariat operations.

2. Council members will discharge their functions in the name and interests of the Union.

Article 114

Consultative and Executive Council

1. The Council consists of representatives of all Union member countries and territories and will be chaired by the country hosting the Congress, which position is to be occupied by experts in the management of collegiate bodies possessing an in-depth knowledge of Union regulations and practices.

2. /... /

3. The Council will elect the members of its Management Committee /... /

4. Each member country or territory will appoint a representative to the Council.

5. The Council will hold annual meetings at Union headquarters convened by its Chairman through the intermediary of the General Secretariat. /... / Under special circumstances, the Council may hold its annual meeting in another city of any member country or territory so long as there is no additional cost to the Union. /... / The Council will issue Rules of Procedure governing its operation. /... /

6. Where necessary, the Chairman will call an extraordinary meeting of the Council at the request of any member, with the consent of two thirds of all Council members with the right to vote, to be held within a period of two months.

7 to 10 edited out

11. The Council will direct Union operations, with the following specific functions:

11.1 Maintain contact with member countries or territories, Universal Postal Union bodies, Restricted Postal Unions and any other national or international organization via the Council Chairman;

11.2 Present the Congress with a proposed strategic plan, to include the prior Management Committee report, with the involvement and advice of the General Secretariat;

11.3 Monitor implementation of the strategic plan on an annual basis and evaluate performance, approving any eventual changes in priorities;

11.4 Take action and implement activities concerning or relating to postal service operations in Union member countries or territories;

11.5 Examine and approve the draft action plan drawn up by the General Secretariat;

11.6 Manage and oversee General Secretariat operations and approve its Internal Regulations;

11.7 Examine and, where applicable, approve the annual report on Union operations drawn up by the General Secretariat;

11.8 Authorize the annual Union budget subject to the ceilings set by the Congress;

11.9 Examine and, where applicable, approve the financial statements for the previous year's budget;

11.10 Establish the salary system for General Secretariat personnel at the first Council meeting following an ordinary Congress;

11.11 Approve and/or, where applicable, amend the Union's General Secretariat Staff Regulations;

11.12 Approve and amend the Technical Cooperation Manual as an instrument for the achievement of Union objectives as established in the previously approved strategic plan;

11.13 Examine and, where applicable, approve the General Secretariat's annual schedule of attendance of international postal meetings, as well as the number of officials scheduled to attend each such meeting, with the exception of necessary emergency travel in the interests of the Union. This same procedure will be followed in approving other necessary travel on behalf of the Union;

11.14 Examine and, where applicable, authorize requests by the Secretary General for transfers between programs and between cost groups within a single program under the authorized budget for the year in progress;

11.15 Conduct studies or issue opinions on matters concerning or relating to postal activities or affecting the Union or its member countries or territories;

11.16 Promote and oversee the organization and conduct of training activities, the establishment of postal schools in member countries or territories and, at their request, arrange for expert and consultancy services through the General Secretariat to assist with their organization, development and operation under technical cooperation programs;

11.17 Designate the country to host the next Congress under the circumstances described in Article 103, paragraphs 3 and 4, above subject to a vote in the case of more than one offer;

11.18 Make necessary arrangements to designate the country or territory to chair the Congress under the circumstances described in Article 103, paragraph 7, above;

11.19 Present the Congress with proposed amendments to Union Acts and with draft Resolutions and Recommendations emerging from studies entrusted to it or conducted at its own initiative;

11.20 Make decisions on requests for invitations to attend the Congress as observers under Article 107 of these Regulations;

11.21 Notify member countries and territories of the results of any studies undertaken;

11.22 Establish rules for documents to be published and distributed by the General Secretariat free of charge or at cost;

11.23 Promote international cooperation to provide development assistance for Union member countries or territories through any and all means at its disposal;

11.24 Conduct appellate reviews of appealable rulings by the Supervisory Authority on complaints lodged by General Secretariat personnel against decisions by the General Secretariat;

11.25 Elect a Secretary General from among corresponding nominees under the circumstances described in Article 119, paragraph 5, below;

11.26 Approve projects for financing with Technical Cooperation funding submitted to it by the General Secretariat as prescribed in the Technical Cooperation Regulations;

11.27 Render decisions on the accrual of more than 3 alicuotas by a member country or territory upon a favorable recommendation by the General Secretariat or the reimbursement of unused funds to the Project Development Fund, according to the provisions in force in the Technical Cooperation Regulations;

11.28 Approve joint projects from the Regulatory Affairs Committee (RAC), as well as the regulatory events that might be proposed, within the framework of the regulations, technical cooperation, and the Union budget ceilings;

11.29 Approve, within the framework of the Union's Strategy, the Postal Regulation Program (PRP) of the Regulatory Affairs Committee, included in the Union Action Plan;

11.30 Discharge any and all other necessary functions for the due and proper attainment of its purposes.

12 to 14 edited out

15. The Council will present a comprehensive report on its activities in the interval between Congresses at least two months in advance of the next Congress.

Article 115

Council Instruments and Working Methods

1. The Council will conduct its work based on the previously approved strategic plan and its instructions from the Congress. Where necessary, it may prioritize its objectives in line with changing circumstances in the postal sector.

2. /... /

3. The Council expresses its will in the form of Decisions, as prescribed in Article 20 of the Constitution and other applicable directives issued by that body.

Article 116

Management Committee

1. Functions

The Management Committee reports to the Council and assists it with the monitoring, examination and evaluation of Union activities, with the following specific functions:

a) draw up reports on indicators and monitoring activities for the strategic plan and the setting of priorities;

b) draw up reports on the General Secretariat's action plan and its implementation;

c) draw up a report on the performance indicators proposed by the General Secretariat to evaluate its efficiency, including its organizational structure and resources and resulting measurements;

d) draw up reports on the implementation and completion of Technical Cooperation projects and corresponding project evaluations presented by the General Secretariat;

e) draw up a report on budget performance monitoring data;

f) draw up a report on the budget proposal, budget performance report, balance sheet, profit and loss statement and annual report to be presented by the General Secretariat;

g) draw up reports on technical cooperation projects submitted for its consideration;

h) draw up reports on other advisory functions or proposals entrusted to it by the Council;

i) present the Council with a summary report on its operations and decisions and on the scope of its work program, which report is to be made available to member countries or territories by the General Secretariat at least thirty (30) days in advance of the Council meeting, except in cases where the Management Committee and Council meetings are held less than 30 days apart. The General Secretariat will provide PUASP member countries or territories with the agenda for its meetings two (2) weeks in advance and distribute summary proceedings of such meetings within 2 weeks from the date of their conclusion;

j) furnish member countries or territories with all documents examined and drawn up by the Committee at their request.

2. Composition

a) The Management Committee will consist of seven (7) members: the Chairman of the Council, who will preside over the Management Committee, and representatives of six Union member countries or territories, to be elected by the Council by secret ballot at its organizational meeting. /... /

b) to c) edited out

d) The elected members of the Management Committee will hold their seats on the Committee until the next regular Congress /... /

e) /... /

3. Operation

a) The Management Committee will meet at least twice a year, in person, remotely, or in a hybrid environment, endeavoring to hold its meetings on equidistant dates.

b) The presence of 5 (five) Committee members, either personally or through a representative, shall constitute a quorum.

c) Management Committee members may be represented at a Committee meeting by proxy. No Committee member may represent more than one other member by proxy.

d) Decisions will be adopted by a simple majority.

e) /... /

f) The Management Committee may assign specific duties within the scope of its functions to certain Committee members at its organizational meeting to ensure its efficient operation.

4./... /

Article 117
Council Areas of Work

1. The Congress or the Council will create areas and tools to develop their activities for the ensuing period and establish their scope and functions.

2. The tools, which might be among others, Committees, Working Groups, Rapporteur Groups, or Ad Hoc Working Groups, shall report to the Council and hold their meetings as necessary, either remotely, in person, or in hybrid environments. In all cases, and to the possible extent, means for the remote participation will be sought.

3 to 4 edited out

Technical Cooperation Regulations

Article 7

Consultative and Executive Council

1. The Council approves Technical Cooperation projects financed with the Project Development Fund and ratifies Technical Cooperation projects in the course of its annual meetings financed with the Alicuotas Fund or projects financed with other resources and cooperation funds.

2. /... /

PAPU

ARTICLE 12 – Administrative Council

1. The Administrative Council, hereinafter referred to as “the Council”, shall consist of twenty-five (25) Member States elected by the Conference following the geographical distribution of the African Union appended hereto. Its term of office shall be four (4) years.
2. In between the sessions of the Conference, the Council shall be the decision-making body of the Union within the limits of the powers delegated to it by the Conference.
3. The Council shall convene in an Ordinary Session once a year.
4. At the request of one or more Member States of the Union, or the Secretary General, and subject to the agreement of two-thirds of the Member States of the Administrative Council, the Council shall meet in an extraordinary session.
5. The Council shall report to the Conference.

CHAPTER II

ADMINISTRATIVE COUNCIL

ARTICLE 3 – Composition of the Council

1. The Administrative Council shall be composed of twenty-five (25) Member States. Twenty-four (24) of the Member States are elected by the Conference. The twenty-fifth Member State shall be the host country of the Union.
2. The twenty four (24) elective Member States of the Administrative Council shall be distributed on a pro-rata basis in accordance with the African Union’s geographical regions.
3. /... /

ARTICLE 4 – Representation at the Council

The person to serve on the Council shall be designated by the Member State.

ARTICLE 5 – Functions of the Administrative Council

The Administrative Council shall:

1. Direct, control and coordinate financial, administrative and technical activities of the Union;
2. Adopt the annual programme of activities and budget of the Union;
3. Implement decisions of the Conference on the annual contribution of each Member to the budget of the Union;

4. Determine the basic salaries, allowances and other conditions of service for all officers of the Union with the exception of the Secretary General and the Assistant Secretary General;
5. Adopt the annual management report and audited accounts of the Union presented by the Secretary General, as well as the Staff Rules and Regulations;
6. Supervise the negotiation of provisional agreements with other organizations whose activities relate to those of the Union, and submit them for the approval of the Conference;
7. Submit to the Conference proposals concerning rules governing the financial, administrative and technical activities of the Union;
8. Prepare the provisional agenda of the session of the Conference;
9. Presents a report to the Conference on the activities of the Union during the last four (4) year cycle;
10. Examine and adopt reports and recommendations of the Administrative and Technical Committees;
11. Examine applications of all members of staff of the General Secretariat and candidates seeking elective positions;
12. Set up ad-hoc Committees as it may deem necessary to achieve the objectives of the Union and establish rules for the way they carry out their activities;
13. Propose the establishment of relevant Administrative and Technical Committees to the Conference.

ARTICLE 6 – Vacant Seat on the Council

1. A seat of the Council shall be considered vacant when a Member State is not represented at two consecutive sessions of the Council or when it resigns from the Council or denounces its membership of the Union.
2. /... /

ARTICLE 7 – Re-election of the Members of the Council

1. Member States elected into the Council shall be eligible for re-election for two (2) consecutive terms.
2. Should any of the African Union geographical regions elect to reappoint any Member State, that State shall be eligible for re-election to the Council for another term not exceeding an additional two (2) consecutive terms.
3. Extension of the term of service beyond the additional two (2) terms shall be determined in accordance with the prevailing political, social and economic consideration of that particular African Union geographical region at the time.

4. As far as possible, no Member State shall be elected by three (3) successive ordinary sessions of the Conference.

ARTICLE 21 – Sanctions

1. The Administrative Council may, by a two-thirds majority of Member States present and voting, suspend an Associate Member that:

- (a) Practices a policy contrary to the principles and objectives of the Union;
- (b) Fails to meet its financial obligations to the Union for three (3) consecutive years;
- (c) Does not comply with the decisions of the Conference and the Administrative Council.

2. The Administrative Council may, by a two-thirds majority of Member States, overturn the suspension of an Associate Member.

3. /... /

4./... /

ARTICLE 31 – Venue of meetings of the Union

The sessions of the Plenipotentiary Conference and the Administrative Council shall be held at the seat of the Union unless a Member State invites the Conference or Council to meet on its territory. In the latter circumstance, the Member State organizing the event shall bear the full costs, / ... /

a) to c) edited out

ADDENDUM 10

TOPIC: OBSERVERS

Overview

Work was undertaken by the APPU/UPU Reform Working Group during the previous APPU cycle to consider the matter of Observers to APPU meetings (Treaty and less-than-Treaty level). The work culminated in [Proposal 03 Rev 2](#), which was prepared by a Sub-Group of the APPU/UPU Reform Working Group (China, Japan, New Zealand) and delivered to the 2022 Congress. The proposal was adopted and recorded as Decision C3/2022 “Observers to meetings of the Union”.

The Proposal focused on the identification of observers, the process applying to the approval of observer status and issuing of invitations, and the conditions of participation of observers. Congress adopted the proposal without comment.

What have others done on this issue?

In this instance, because the APPU has already considered this matter within a recent cycle, and because the work was so thorough in meeting the needs of the APPU, no further work has been undertaken to consider workings of the Universal Postal Union (UPU), the Pan African Postal Union (PAPU), the Postal Union of the Americas, Spain and Portugal (PUASP), or the Asia-Pacific Telecommunity (APT).

What gaps in current governing documentation exist?

As the APPU Acts have not yet been updated to reflect the principles set out in Decision C3/2022, there are gaps in the current governing documentation regarding Observers to APPU meetings. Decision C3/2022 addresses these gaps by providing the principles by which observers can be considered, approved and invited to attend meetings of the APPU.

At the 2022 APPU Congress it was agreed that changes to the Acts regarding observers would be made at the 2026 Congress (along with other changes arising from the full review of governing documentation). Accordingly, the text of Decision C3/2022 should be inserted in the General Regulations i.e.,

Chapter II bis

Observers attending meetings of the Union

111 bis Eligibility and procedural matters regarding observers attending meetings of the Union

1. Observers may be invited to attend meetings of the Union and take part in debates without the right to vote.
2. Observers include representatives of the following entities:
 - 2.1 the Universal Postal Union;
 - 2.2 the United Nations or one of its other specialised agencies;
 - 2.3 any other international organization having an interest in the work of the Union;
 - 2.4 other restricted postal unions;
 - 2.5 postal administrations of member-countries of the Universal Postal Union categorised according to:

- 2.5.1 being located in Asia and the Pacific, but not members of the APPU; or
 - 2.5.2 being ineligible for membership of the APPU,
 - 2.6 postal administrations of non-members of the Universal Postal Union; and
 - 2.7 postal administrations of non-self-governing territories and other areas in Asia and the Pacific.
3. Invitations must be approved by Congress or by the Executive Council. The approval requirement is support from the majority of members of the Union. Invitations shall include the capacity in which an observer is invited.
4. Invitations will generally be for one meeting only, although Congress or the Executive Council may issue a standing invitation, subject to the approval requirement in paragraph 3.
5. In the convening of meetings where observers are present, the Chair may, with the agreement of the meeting, declare the discussion of certain agenda items closed. In such cases, observers are not permitted to be present.
6. Observers may only be invited at the request of Congress or the Executive Council. Unless the host country of a meeting so wishes, the invitations will be sent by the Bureau.
7. In addition to the observers defined in paragraph 2 of this Article, Congress or the Executive Council may designate ad hoc observers to attend their meetings in accordance with their Rules of Procedure, when this is in the best interests of the Union.

Are there any existing or emerging issues?

The study in the Tehran cycle and the outcome at the 2022 Bangkok APPU Congress dealt with all issues.

How can existing structures be strengthened and optimised?

Existing structures can be strengthened and optimised by amending the APPU Acts to include the text of Decision C3/2022. Decision C3/2022 already contains principles, already accepted by the 2022 APPU Congress, that, if implemented, will strengthen processes of the APPU associated with observers.

Does this align with the vision or what changes might be required to achieve the vision?

This aligns with the vision.

Recommendation

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

ADDENDUM 11

TOPIC: ONLINE PARTICIPATION

Overview

In recent years, the Asian-Pacific Postal Union (APPU) has considered the topic of ‘online participation’ or ‘hybrid meetings’ and its application for APPU Meetings, including the Executive Council (EC) and Congress. This policy position paper discusses online participation at APPU meetings and is linked to the *Policy Position Paper – Discussion Quorum*, *Policy Position Paper – Voting Quorum* and *Policy Position Paper – Credentials and Proxies*. It includes discussion on provisions for online participation at Treaty and less-than-Treaty meetings.

There are currently no provisions in the APPU Treaty documents that explicitly allow online participation. The APPU EC and Congress meetings have historically been held in-person only, and the most recent Treaty update was in 2000, before hybrid participation was common.

Some amendments have been made to the APPU’s less-than-Treaty documents to facilitate some online participation in recent years. Given an identified need for a hybrid option at the 2022 APPU Congress, an amendment was made to the Rules of Procedure of Congresses (ROPC) to facilitate one-time virtual participation (covering speaking and non-secret voting) in the meeting. At the 2023 and 2024 EC meetings, a similar approach was taken to the Rules of Procedure of the Executive Council (ROPEC) to enable online participation at both of these meetings, permitting online attendees to speak but not count for quorum or vote. These decisions were considered by the APPU Bureau, APPU/UPU Reform Working Group (RWG) and meeting host countries, and involved considering its application and required provisions.

At the 2023 EC, in **EC 2023 Doc 19 Rev 1**, the APPU Bureau and RWG were instructed to consider this issue ahead of the 2026 Congress, including reviewing all aspects of the livestreaming experience at APPU meetings to identify issues, opportunities and any other relevant factors. As part of the evaluation process to consider future provisions for online participation, the APPU Bureau and RWG conducted a survey in September 2024 on online participation, which received responses from 10-member countries. This Policy Position Paper undertakes this review and considers the survey results and member country input.

To consider the ongoing use of online participation, there are several areas that need to be considered, including:

- (a) that online participation can occur,
- (b) the conditions under which online participation will operate, and
- (c) how aspects of authority, particularly in relation to voting, are managed.

What have others done on this issue?

Given the COVID-19 pandemic in 2020, it was necessary for many international organisations to amend their meetings and engagement, including delaying or cancelling meetings or modifying their format, including having online meetings.

For example, several adjustments had to be made to the Universal Postal Union (UPU) and its meetings, including the 2021 Abidjan Congress and its bi-annual council sessions. The UPU does not specify in its

Treaty documents any provisions for online participation, however these are captured in its less-than-Treaty documents.

The UPU has permanent arrangements for online participation to occur at its Council meetings, and uses Zoom as its hosting platform. The UPU requires participants, both in person and online, to be registered and accredited through its dedicated portal, to ensure that participants have the appropriate authority for representation. In addition to the Zoom platform for registered delegates, the UPU also has UPU TV, which enables any UPU delegates or interested personnel with web access to view the meeting, however there are no options for participation and speaking (via the UPU TV system).

Prior to its 2022 Congress, the APPU reviewed how the UPU had gone about online participation, particularly voting, for its (i.e., the UPU's) 2021 Congress. While provisions / arrangements similar to the UPU could be considered by the APPU, the APPU did not have the same investment capacity as the UPU e.g., its ability to fund an online meeting system including secure electronic voting was limited. Further, the smaller scale of the APPU and the unknown duration of the need for an online option, did not help the financial restraint.

PUASP has introduced provisions for online participation in its Congress and its Consultative and Executive Council (**Attachment A**). Other organisations surveyed (the Pan African Postal Union (PAPU) and the Asia-Pacific Telecommunity (APT)) do not reference online participation in their Treaties.

Table 1: Online participation provisions

Organisation	Provisions	
	Treaty Meetings	Less-Than-Treaty Meetings
APPU	Yes, on a case-by-case basis	Yes, on a case-by-case basis
UPU	Yes, on a case-by-case basis and does not include secret ballots	Yes and does not include secret ballots
PUASP	Yes and does not include secret ballots	Yes and does not include secret ballots
PAPU	Not located in documentation	Not located in documentation
APT	Not located in documentation	Not located in documentation

What gaps in current governing documentation exist?

Temporary changes were made at the APPU to cover urgent requirements to facilitate online participation at APPU meetings. These were made at the 2022 Congress and the 2023 and 2024 EC meetings to enable online participation at the Congress and EC, and ensure APPU member countries could have visibility of the meetings. These changes for online participation at the APPU do not address any long-term consideration.

Congress Meetings

At the 2022 Congress, Proposal 19.1.91 Rev 1 was applicable from 29 August 2022 and solely for the duration of the 13th APPU Congress and was immediately abrogated thereafter. This proposal was required to be agreed at the start of Congress by in-person attendees, which then permitted online attendees to join later in the morning.

EC Meetings

Following the 2022 Congress, the RWG considered the approach for online participation at EC meetings ahead of the 2023 EC, where it evaluated:

- The relevant provisions in the APPU Treaties,
- The advantages of in-person attendance at meetings,
- That some APPU members can have difficulties in attending meetings in-person, and
- The approach of the UPU.

The outcome of this was that the RWG considered that limited online participation was permissible under the Treaties and given a balance could be struck between increasing accessibility while maintaining the benefits of an in-person gathering. This outcome was continued for the 2024 APPU EC, and is expected to be applicable at the upcoming 2025 APPU EC.

It is necessary for the APPU to consider the ongoing use of online participation, including if hybrid meetings should be facilitated, the conditions of its use, and aspects of authority.

Are there any existing or emerging issues?

A survey conducted by the APPU Bureau and RWG following the 2024 APPU EC indicated member country views and the potential benefits and challenges associated with online participation based on experiences at the 2022 Congress, 2023 Executive Council and 2024 Executive Council. It is evident that online participation at APPU meetings has numerous benefits, including:

- Ensuring wider participation and facilitating larger attendance from each member country,
- Enabling participants who may not otherwise be able to attend given time or resourcing constraints, and
- Facilitating greater knowledge and awareness of discussion.

However, it is evident that there are several challenges and concerns with online participation, including:

- Issues with guaranteeing reliable connectivity and quality streaming,
- Difficulty with varying time zones and meetings outside of normal working hours,
- Concerns around the security of the system, including verifying attendance (particularly in closed session) and providing a secure voting platform, and
- Potential issues with reduced engagement in-person, including the inability to have sideline conversations and events.

These challenges indicate that there are potential issues of online participation, and it is necessary that provisions for online participation seek to mitigate these, if hybrid meetings continue in the future.

The 2022 Congress, 2023 Executive Council and 2024 Executive Council were able to agree online participation each as one-off events, but it was not possible for members at the 2022 Congress to agree a new interpretation of Rules of Procedure Article 12, because that Article is subordinate to APPU General Regulations Article 106:

106.4. Each Executive Council meeting shall designate the country in which the next Executive Council meeting is to be held. When an Executive Council meeting has to be convened without a host country, the meeting shall be convened where the Bureau is situated...

106.6 After consultation with the Chairman of the Executive Council, the host country fixes the date and place of the Executive Council meeting...

106.15 The representative of each of the members of the Council shall be entitled to the reimbursement of the cost of an economy class return ticket for travel by air, sea or land by means of a deduction from the contribution of that country to the annual expenditure of the Union.

Note that refunds of air tickets ceased in 1996 as per Resolution EC 6/1996, but the treaty changes in 2000 overlooked removing this clause. The above stipulations in APPU General Regulations Article 106 make clear that the Union fully anticipated meetings to be held physically.

How can existing structures be strengthened and optimised?

The existing structures could be strengthened by the APPU continuing to maintain physical attendance as the primary method of attendance for the EC and Congress meetings. This will enable these meetings to be productive and effective, ensuring that attendees are engaged and the majority are operating in the same time zone. This is also in recognition of the significant effort and costs associated with member countries hosting in-person meetings, and the time and resources involved in attendees travelling internationally to meet. Having physical attendance as the primary platform will also mitigate many of the potential risks with online participation, including network connectivity issues.

Online participation at the EC and Congress can continue to be available, enabling hybrid meetings. Member country feedback indicates expectation of some form of online participation at EC and Congress and potential benefits for the APPU and member countries of broader attendance.

It is proposed that online participation continues to occur following the current strict interpretation of the APPU Treaties. This would mean the online participants are unable to:

- Count for quorum at the Executive Council or the Congress,
- Provide a proxy to a member physically present other than in certain circumstances, or
- Vote, including for open and secret votes.

Physical attendance would continue to be prioritised by member countries, providing benefits of:

- Reducing costs and administration by the APPU Bureau in developing and maintaining and/or procuring and arranging auditing of the use of a secure voting platform,
- Certainty of the legitimacy of the results of any votes or discussions, by avoiding such results being called into question, for example as a consequence of unreliable online connectivity preventing a participant voting or asking for the floor, and
- Assurance to the host country of each Executive Council or Congress that their efforts in providing special procedures for delegations attending in-person (e.g. visa processing, airport transfers, arranging a conference venue and accommodation, and arranging excursions, entertainment and meals) will result in high in-person attendance, supporting the economy.

Does this align with the vision or what changes might be required to achieve the vision?

This recommendation aligns with the vision.

Recommendation

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:
 - Count for quorum at the Executive Council or the Congress,
 - Provide a proxy to a member physically present other than in certain circumstances, or
 - Vote, including for open and secret votes.
3. The following tasks are implemented to enable this to occur:
 - 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.
 - 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.

Additional Comment on 11 June 2025

Following meetings of the Reform Working Group, it is suggested that the Reform Working Group Chair and the APPU Bureau work together on an approach to enable online participation at the 2025 Executive Council, in anticipation of treaty updates in a future year. Such an approach should align with the results of the online participation survey the APPU Bureau conducted in 2024 of all 32 member countries (**Attachment B** summarises the 10 responses received and processed by the Bureau) and which were distilled in this paper i.e. as respondents to the survey disagreed on whether online participation should count for quorum, this should continue to be the approach until such time as treaty change to allow otherwise is accommodated.

Attachment A

PUASP General Regulations Article 103

Organization and Operation of Congresses

1. Representatives of member countries and territories will assemble at Union Congresses approximately every four years. **Congresses might be in person, remote, or hybrid, if circumstances so require, as decided by the Council in consultation with the General Secretariat.**

PUASP General Regulations, Article 114

Consultative and Executive Council

5. The Council will hold annual meetings at Union headquarters convened by its Chairman through the intermediary of the General Secretariat. **The meetings might be in person, remote, or hybrid, if circumstances so require, as decided by the Council in consultation with the General Secretariat.**

Under special circumstances, the Council may hold its annual meeting in another city of any member country or territory so long as there is no additional cost to the Union. The Secretary General will take part in deliberations at all Council meetings as a nonvoting member.

The Council will issue Rules of Procedure governing its operation. Additionally, the Council will also be governed by the provisions of previous articles referring to the operation of the Congress, where compatible, whose due and proper interpretation and enforcement will be the responsibility of the Chairman of the Council or, where applicable, its Vice Chairmen.

PUASP General Regulations Article 117

Council Areas of Work

1. The Congress or the Council will create **areas and tools to develop their activities** for the ensuing period and establish their **scope** and functions.
2. **The tools, which might be among others, Committees, Working Groups, Rapporteur Groups, or Ad Hoc Working Groups, shall report to the Council and hold their meetings as necessary, either remotely, in person, or in hybrid environments. In all cases, and to the possible extent, means for the remote participation will be sought.**

2. The Chairman of each Congress convenes the first meeting of the Council immediately after the holding of that Congress at the same venue. At the meeting, the Council elects from among its members a Chairman and a Vice-Chairman, who hold office until the conclusion of the next Congress. In the normal course the chairmanship shall devolve by right on the host country of Congress but the latter may waive the right if it so wishes.
3. The annual meetings of the Executive Council following the first meeting are convened by its Chairman.
4. Each Executive Council meeting shall designate the country in which the next Executive Council meeting is to be held. When an Executive Council meeting has to be convened without a host country, the meeting shall be convened where the Bureau is situated. In that event, the host will be the Bureau itself and not the postal administration of the country where the Bureau is situated. The expenditure of such meetings shall be borne by the Bureau from its own budget by raising the contribution share of each country.
5. Between ordinary sessions, the Council may be convened as a general rule at the place where the Bureau is situated, by the Chairman at the request of a two-thirds majority of the member-countries of the Union.
6. After consultation with the Chairman of the Executive Council, the host country fixes the date and place of the Executive Council meeting. Invitations to such meeting are issued to each member-country and observers by the Chairman of the Executive Council or, if the Chairman so desires, by the Bureau. However, should the host country so desire, it may issue the invitations directly to member administrations and also circulate through diplomatic channels.
8. Member-countries shall be represented at meetings of the Council by qualified postal officials.
10. The Council draws up the Rules of Procedure necessary for its work.
11. When necessary, consultations and decisions of the Council may be made by correspondence.
15. The representative of each of the members of the Council shall be entitled to the reimbursement of the cost of an economy class return ticket for travel by air, sea or land by means of a deduction from the contribution of that country to the annual expenditure of the Union.

UPU General Regulations, Article 108.2

The Council of Administration shall meet twice a year, or additionally on an exceptional basis, at Union headquarters, in accordance with the relevant procedures set forth in its Rules of Procedure.

CA RoP 1.3

Without prejudice to the relevant provisions of the General Regulations on the organization of CA sessions, any references in these Rules of Procedure to “access to”, “attend”, “delegation”, “participate”, being “present”, “seating”, “represented” and “take part” shall be understood as including the possibility of attendance and representation of members of the CA and observers by electronic means, i.e. via the UPU online electronic conferencing platform made available by the International Bureau to ensure active

participation in CA meetings (hereinafter “remote participation”). In such cases, notifications of remote participation shall also be provided to the International Bureau at the time of registration for the meeting.

Attachment B**Summary of survey on online participation distributed by the APPU Bureau in 2024**

- Survey was sent to 32 member countries, and received 10 responses from member countries. No observers responded.
- All ten respondents agreed online participation should be available at APPU meetings.
- Themes to the benefits identified by respondents included:
 - Saving money and time by not travelling to meetings, and
 - Enabling more representatives to listen to meetings, resulting in broader participation.
- Themes to the downsides, or disadvantages, of online participation identified by respondents included:
 - Not being able to reliably represent your country in case of poor connectivity including poor quality internet connection or audio
 - Online attendees not feeling enthusiastic about sharing, or being prevented from sharing by poor moderation (i.e. not treating online participants equally), and
 - Lack of face-to-face meetings and less opportunity to work bilaterally, or hold side meetings.
- When asked if they had any concerns about online participation at the APPU, respondents identified:
 - Concerns about the security and reliability of the stream
 - The days on which meetings are held should accommodate member country needs
 - Online participation could lead to non-attendance as a regular behavior, with member countries ideally attending in-person and online attendance as the exception to the norm,
 - Concerns that counting online participation for quorum will disincentivise attendance in person and impact the APPU's ability to discuss and progress matters.
- Respondents said the most important considerations for online participation are:
 - Robust technology, quality of internet connection, and quality of the audio and visual streams
 - Clarity on the Rules of Procedure for online participants, and protecting privacy and security including due to data breaches and hacking
 - Inclusivity of online participants by monitoring when they are raising their hands to speak, and
 - Affordability of providing the access for the host country.

There was a lack of consensus on whether online participation should count for quorum. Respondents said:

- They would be concerned if online attendance counted for quorum.
- Members should be physically present for quorum and for voting.
- Online participation should be 'given equal importance' as in-person attendance.
- Online participation should be counted for quorum.

2024 APPU Executive Council experience

- Five countries stated they had used hybrid participation at the 2024 EC, while three said they had not. Two delegations spoke while attending online.
- Respondents mostly rated the visual quality of online participation as 'good' (four countries), while two countries rated it as 'excellent'.
- Respondents mostly rated the audio quality of online participation as 'good' (four countries), while one rated it as 'excellent' and one rated it as 'sufficient'.
- Five countries rated their overall experience online as 'good' while one rated it as 'sufficient'.
- Comments from respondents variously noted that it was not always possible to see the presenter on screen so not always possible to tell who was speaking, to noting that online participation is an excellent way to attend meetings.

Previous online attendance at APPU meetings

- Six countries said they had previously attended APPU meetings online. This included the 2020, 2021 and 2023 Executive Councils, APPU working group meetings and an innovation showcase.
 - Comments on these previous experiences varied. Some respondents had had mixed experiences from delays in audio and video and issues with time differences. Some respondents had had great quality experiences.
- Nine respondents had also used online participation at the UPU and other international organisations. When asked what APPU could learn from other organisations, responses included that:
 - the UPU makes it clear when interventions are being sought from online participants and the participant's name is announced which is useful, and
 - members online should be encouraged to actively participate.