



EXECUTIVE COUNCIL 2025

**REPORT OF THE APPU/UPU REFORM WORKING GROUP (Document prepared by the APPU/UPU Reform Working Group)**

1. Subject	References/ Paragraphs
Informing the EC on: <ul style="list-style-type: none"> <li>- background to the RWG and its activity</li> <li>- status of RWG activity</li> <li>- financial position of funds allocated to support the RWG through the Reform Consultant</li> <li>- summary of key outcomes and recommended action</li> </ul>	§ 2 – 3 § 4, Appendix 1 § 6 § Decisions expected, 4 – 5, Appendix 1
<b>2. Decisions expected</b>  The EC is asked to: <ul style="list-style-type: none"> <li>- <b>note</b> the activity of the RWG since the 2024 EC</li> <li>- <b>note</b> the detail of the RWG activity is presented in a range of documents to be dealt with separately at the 2025 EC</li> <li>- <b>note</b> the financial position of funds allocated to support the RWG through the Reform Consultant</li> <li>- <b>inform</b> the 2025 EC of the work undertaken and action required</li> <li>- <b>approve</b> the decisions expected in EC 2025 Doc 13.2</li> <li>- <b>approve</b> the decisions expected in EC 2025 Doc 13.3</li> </ul>	§ 2 - 3 § 4, Appendix 1 § 6 § Decisions expected, 4 – 5, Appendix 1 § EC 2025 Doc 13.2 § EC 2025 Doc 13.3

**1. Introduction**

1.1 EC 2025 Doc 13.1 sets out the report of the 2022-2026 Reform Working Group (RWG) to the 2025 EC.

**2. Background**

2.1 The RWG was re-established at the 2022 APPU Bangkok Congress. Membership comprises Australia (Chair), China, India, Indonesia, Iran, Japan, Korea, New Zealand, Singapore, Thailand and Vietnam. The Bureau is an observer to the RWG. The Reform Consultant (Mr Mark Lawley) assists the RWG in its work. All APPU member countries are welcome to become a member of the RWG, and the Chair welcomes any interest from prospective members.

2.2 The activities of the RWG are based on five axes:

- directional

- legal
- organisational
- financial
- capacity and capability

Under each axis there are proposed areas of focus. Appendix 1 of EC 2023 Doc 13.4 (Bangkok Cycle workplan) sets out the detail of what the RWG’s activity covers.

### 3. RWG activity

3.1 The RWG has met virtually on three occasions since the 2024 EC meeting. These meetings took place as follows.

- Meeting 11: 19 May 2025
- Meeting 12: 27 May 2025
- Meeting 13: 4 June 2025

3.2 The main points and outcomes from each of the meetings can be found on the APPU website.

### 4. Reporting on activity

4.1 The RWG is reporting on a number of matters to the 2025 EC. The reporting is split between two methods.

(i) Appendices to this document (EC 2025 Doc 13.1) for:

(a) the Bangkok Cycle workplan of the RWG (Appendix 1)

(ii) Separate documents for

(a) Asia Pacific Post Cooperative (EC 2025 Doc 13.2)

(b) Review of Governing Documentation workplan (EC 2025 Doc 13.3)

4.2 Paragraph 5 covers the key points for the Bangkok Cycle workplan. Paragraph 6 covers the key points for the budget of the Reform Consultant.

## 5. Bangkok Cycle workplan

5.1 Appendix 1 provides an update on the Bangkok Cycle workplan and the 16 focus areas for the RWG.

5.2 A summary of the material on the workplan has been extracted and placed below.

Line	Feature	No. of Activities	Activity Identifier(s)	Further Details Available
1	Total number of Activities	16	N/A	
2	Activities completed	2	2, 4	
3	Activities currently under action and on schedule	7	1, 3, 5, 6, 10, 11, 13	3, 11 ref Doc 13.2 10, 13 ref Doc 14

4	Activities currently under action and behind schedule	1	7	
5	Activities requiring consultation / direction	4	12, 14, 15, 16	
6	Activities not requiring action up to 2025 EC	2	8, 9	

## 6. Budget of the Reform Consultant

6.1 For 2025, Reform Consultancy has an approved contract value of US \$19,000. The estimated outturn expenditure is set out below.

February to May 2025 (invoiced):	US \$5,688
June to December 2025 (estimated):	US \$12,250
Estimated end-of-2025 position:	<b>US \$1,062 underspent</b>

6.2 The financial position for 2024 for Consultancy Fees was:

Budget for Consultancy Fees:	US \$19,000
Consultancy fees paid:	US \$15,300
Outturn for Consultancy Fees for 2024:	<b>US \$3,700 underspent</b>

6.3 The RWG Chair notes that since the RWG report to the 2024 EC, the Reform Consultant has also donated additional hours of work to ensure robust analysis of the APPU Treaties. This has included searching through archived and unarchived documents for supporting information. The RWG Chair thanks the Reform Consultant for his commitment to this work.

6.4 It is proposed that US \$15,000 be allocated at the 2025 EC to cover work to be undertaken by the Reform Consultant in 2026 to support the RWG. While the bulk of the analysis of the APPU Treaties and drafting of proposed Treaty wording changes is done, a final cross-check should be completed. The Reform Consultant should also provide support to member countries to ensure they understand the APPU Treaties and the proposed changes. This will enable the RWG to complete the Review of Governing Documentation and support countries to complete their domestic processes to allow Treaty updates to take place. This allocation is subject to:

- (i) approval of EC 2025 Doc 6 and report of the Finance Committee by the Executive Council; and
- (ii) satisfactory conclusion to 2025 activities as specified in contractual reporting requirements.

## 7. Outcomes of Meeting on Tuesday 1 July 2025 at the Ulaanbaatar EC Meeting

7.1 The RWG met on Tuesday 1 July during the Ulaanbaatar EC meeting. Attendees included Australia, China, India, Indonesia, Japan, Korea, New Zealand, Singapore, Thailand and Vietnam, as well as observers.

7.2 The Secretary General opened the session, and highlighted the importance of reform, recognising

the challenges that can occur. The Secretary General noted the need to ensure that the Treaties are relevant, resilient and applicable and minimise the need for further amendment.

- 7.3 The meeting considered the draft report of the RWG (EC 2025 Doc 13.1 – this document) and the Chair provided an overview of its contents and details. The following decisions were presented:

The EC is asked to:

- **note** the activity of the RWG since the 2024 EC
- **note** the detail of the RWG activity is presented in a range of documents to be dealt with separately at the 2025 EC
- **note** the financial position of funds allocated to support the RWG through the Reform Consultant
- **inform** the 2025 EC of the work undertaken and action required
- **approve** the decisions expected in EC 2025 Doc 13.2
- **approve** the decisions expected in EC 2025 Doc 13.3

- 7.4 The Chair highlighted in this document the need to ensure that the Reform Consultant is contracted in 2026 to continue this work to enable the RWG to be in the best position to deliver Treaty amendments as soon as possible. The Reform Consultant contract is dependent on agreement by members and satisfactory performance in 2025.

- 7.5 The Chair also presented an update on the situation of the APP (EC 2025 Doc 13.2). The following decisions were presented:

The EC is asked to:

- **note** the information provided
- **agree** the next steps

- 7.6 Indonesia noted the importance of having clear timelines for the RWG to maximise discussion and contributions from member countries, including information in advance on documents that would be discussed, to improve outcomes. The Chair thanked Indonesia for its remarks and noted that this was a lesson learnt during this cycle, and the RWG would look to schedule meetings further in advance, which may involve presenting work in a more draft form.

- 7.7 China thanked the Chair and expressed its sincere appreciation for her work guiding the RWG in this cycle, and also extended its gratitude to the Reform Consultant for his ongoing commitment, noting his deep understanding of the relevant acts and valuable analysis. China expressed its support for the Reform Consultant to continue to assist the RWG, and noted that it is essential that budget is allocated to the Reform Consultant.

- 7.8 Vietnam expressed its thanks for the effort and work of the RWG and Mr Mark Lawley, and noted its support to continue working to the 2026 Congress, recognising the hard work and significant documents developed. Vietnam agreed with Indonesia that it would be useful to have additional time to review and consider documents provided. It would be useful to consider timing and our approach moving forward, noting the considerations involved in hosting an Extraordinary Congress in 2027 or 2028.

- 7.9 The meeting discussed the Review of Governing Documentation and Workplan (EC 2025 Doc 13.3) and the Chair provided an overview of its contents and details. This included providing an overview

of the eleven policy positions for noting by the EC. The following decisions were presented:

The EC is asked to:

- **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

- 7.10 The Chair and Reform Consultant presented on the policy position papers for Bureau and Organs, with no comments received.
- 7.11 The Chair and Reform Consultant presented on the policy position paper for Governance. New Zealand queried if consultation with members of the Governing Board had occurred as part of that process. The Reform Consultant noted that at this stage, the RWG has initially considered the processes involved and would undertake further consultation with member countries, considering timing and processes required beforehand. The Chair noted that it would consult with Governing Board members, and that the Bureau had made several useful suggestions in recent meetings. The Bureau congratulated the RWG on work completed and agreed with the point made by New Zealand, highlighting the importance of consultation.
- 7.12 Vietnam queried if under this recommendation, the Governing Board and the Executive Council will provide more transparency and updates during the Executive Councils meetings. It also sought clarity on the role of the Secretary General and the application of the Asia Pacific Post Cooperative under this model. The Reform Consultant noted that this was a valid question that required consideration. The Reform Consultant noted that alternative measures could be considered and evaluated, however at the present, the preferred governance line has been developed as it. There is always scope for the Bureau and the Chair of the Executive Council to consult between meetings and resolve urgent matters as necessary.
- 7.13 The Chair and Reform Consultant presented on the policy position paper for Budget with no comments received.
- 7.14 The Chair and Reform Consultant presented on the policy position papers for Discussion Quorum and Voting Quorum for Decisions. The Bureau sought clarification on whether the presentation was seeking noting or approval. The Chair noted that there are some less-than-Treaty documents that could be amended with member country agreement, to enable the RWG to be in the best possible position. This follows a suggestion from several APPU members to maximise the opportunity to discuss and deliver some work at the 2026 Congress, where possible. The Bureau clarified that this may involve amending the Rules of Procedures of Congresses prior to the start of Congress, which was confirmed by the Chair.

- 7.15 The Chair and Reform Consultant presented on the policy position paper for Credentials and Proxies with no comments received.
- 7.16 The Chair and Reform Consultant presented on the policy position paper for Treaty Meetings. The Bureau noted that it was presently evaluating these areas, which included Mongolia leading the regional strategy. The Bureau noted that it was quite flexible with its strategy given its budget and sponsorship model, which means that it is difficult to develop a four-year business plan. Once a strategy is developed, it will be able to consider costs, noting that the budget for most activities, including the Postal Regulatory Expert Team, is very low, and it would welcome further contributions.
- 7.17 The Chair and Reform Consultant presented on the policy position papers for Less-Than-Treaty and Observers with no comments received.
- 7.18 The Chair and Reform Consultant presented on the policy position paper for Online Participation. The Chair discussed needing to consider an updated approach to this paper, noting that 2025 EC Resolution 1 agreed at the Opening Plenary session would require adapting the recommendation included in this paper. The Chair sought any further comments or feedback from members on this recommendation, and suggested that if there were no comments, the RWG could proceed with confirming that Resolution 01/2025 had overtaken the RWG's work, and, subject to the Chair and Reform Consultant considering any further links to APPU Treaty and Less-than-Treaty documentation, consider this matter resolved. There were no objections from members. Following a further discussion with the Bureau, the RWG Chair and Reform Consultant note for the record that the intention of Resolution 01/2023 contained in EC 2023 Doc 19 Rev 1, should be considered replaced by Resolution 01/2025. The Rules of Procedure of the Executive Council should also be updated to reflect Resolution 01/2025.
- 7.19 The Chair noted that as discussed earlier and in the Finance Committee session on Monday, 30 June, it will be necessary to allocate funds from the budget for the Reform Consultant to continue his role in 2026 to progress the RWG objectives. An oversight of the processes involved with confirming this arrangement meant that it is necessary to agree and confirm this approach now. As discussed by the RWG, it is necessary for the Reform Consultant to continue to support the RWG and member countries, contingent on the Reform Consultant meeting contractual standards and expectations for 2025. It is proposed that USD 15,000 be allocated for the Reform Consultant for 2026, considering financial savings made in previous years from the Reform Consultant's contract and recognising the USD 10,000 noted by the Bureau for use by consultants for APPU working groups.
- 7.20 The Bureau noted that the funding from previous years has been added to the Administrative Section Reserve Fund, and funding from this has been earmarked from the purchasing of three new vehicles. However, the Bureau is happy to look at the underspent amount from other accounts in addition to the USD 10,000 allocated for consultancies to allocate up to USD 15,000. The Chair thanked the Bureau for confirming that budget would be dedicated for the Reform Consultant for 2026 and apologised for the oversight with not confirming the required budget in advance.
- 7.21 The Chair asked if there was any other business. The Secretary General congratulated the RWG and the Reform Consultant on the meeting, noting the technical and complex nature of the work. He highlighted the importance of consultation, as raised by New Zealand, and urged the RWG to

continue to consult with relevant organisations, including the Bureau, the Governing Board, the College and APPU member countries to achieve consensus. The Chair thanked the Secretary General for his kind and thoughtful remarks and given there were no other comments, called the RWG meeting closed.

**Bangkok Cycle workplan of the RWG: update on activity****1. Introduction**

1.1 EC 2025 Doc 13.1 Appendix 1 sets out, for noting by the EC, an update on the workplan for the RWG since the 2023 EC meeting (where the original workplan was endorsed (by the EC)).

**2. The workplan**

2.1 The workplan is at Add 1 to Appendix 1.

2.2 The summary of activities is set out below.

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

**3. Comment**

3.1 The RWG has had mixed success with its workplan since the 2024 EC meeting.

3.2 The RWG has delivered 11 policy position papers and proposed Treaty amendments under the Review of Governing Documentation, for example. There has been positive engagement and interaction in the three virtual meetings from members and through written comments received by the Chair.

3.3 Overall, however, the Review of Governing Documentation has proved complex and challenging, resulting in the work taking more time than expected. Other factors not anticipated in 2022 when the APPU Congress agreed to the timeframes for the Review of Governing Documentation include: the 2023 UPU Extraordinary Congress; and the 2025 APPU EC being held earlier than anticipated. 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. Updated timing is at EC 2025 Doc 13.3.

3.4 An emerging issue is also now evident i.e., the workload that occurs when members commence assessment of proposed changes and engage with their foreign ministries and other domestic authorities. Given the newness of the Acts to current APPU representatives, domestic questions are being referred to the RWG for assistance.

**APPU/UPU Reform Working Group**  
**Activities for the Bangkok cycle workplan of the Reform Working Group: Update for 2025 EC meeting**

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

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