



**UPU** | UNIVERSAL  
POSTAL  
UNION

# Decisions of the 2025 Dubai Congress

Final texts of the Acts signed at Dubai, of the decisions other than those amending the Acts, and of the consolidated versions of the Acts of the Union

The present volume should be quoted under the following reference:

Decisions of the 2025 Dubai Congress

**Note on the printing of the texts adopted by the 2025 Dubai Congress reproduced in this volume.**

Bold type appearing in the texts of the Twelfth Additional Protocol to the Constitution, the Fifth Additional Protocol to the General Regulations, the Second Additional Protocol to the Universal Postal Convention and the Second Additional Protocol to the Postal Payment Services Agreement indicates amendments adopted by the 2025 Dubai Congress. The same is true of the bold type appearing in the text of the Final Protocol to the Universal Postal Convention, which indicates the reservations approved by the 2025 Dubai Congress.

The declarations made on signature of the Acts and the consolidated versions of the said Acts are reproduced in this volume for information purposes; however, it should be noted that, in accordance with article 21 of the UPU Constitution, these texts do not, strictly speaking, form part of the Acts adopted by the 2025 Dubai Congress.

---

Table of contents	Page
List of abbreviations and acronyms used in the Decisions of the 2025 Dubai Congress	5
<i>Part I – Decisions of the 2025 Dubai Congress (including the declarations made on signature of the Acts)</i>	
Twelfth Additional Protocol to the Constitution of the Universal Postal Union	9
Fifth Additional Protocol to the General Regulations of the Universal Postal Union	15
Second Additional Protocol to the Universal Postal Convention	31
Second Additional Protocol to the Postal Payment Services Agreement	93
Declarations made on signature of the Acts	141
Rules of Procedure of Congresses	151
Decisions of the 2025 Dubai Congress other than those amending the Acts	165
<i>Part II – Acts of the Union (consolidated versions)</i>	
Constitution of the Universal Postal Union	217
General Regulations of the Universal Postal Union	231
Universal Postal Convention (including its Final Protocol)	265
Postal Payment Services Agreement (including its Final Protocol)	313



---

**List of abbreviations and acronyms used in the Decisions of the 2025 Dubai Congress**

art.	Article of an Act
C number/year	Decision, resolution, recommendation or formal opinion of Congress
CA	Council of Administration
CA number/year	Decision, resolution, recommendation or formal opinion of the Council of Administration
CC	Consultative Committee
CEP number/year	Decision, resolution, recommendation or formal opinion of the Postal Operations Council
Congress–Doc	Congress document
Const. or Constitution	Constitution of the Universal Postal Union
Conv. or Convention	Universal Postal Convention
EMS	Express Mail Service
Gen. Reg. or General Regulations	General Regulations of the Universal Postal Union
IBRS (item)	International business reply service
J	Day of posting of items
POC	Postal Operations Council
SDR	Special drawing right
UN	United Nations
UPU or Union	Universal Postal Union



## Part I – Decisions of the 2025 Dubai Congress (including the declarations made on signature of the Acts)

---

Twelfth Additional Protocol to the Constitution of the Universal Postal Union

Fifth Additional Protocol to the General Regulations of the Universal Postal Union

Second Additional Protocol to the Universal Postal Convention

Second Additional Protocol to the Postal Payment Services Agreement

Declarations made on signature of the Acts

Rules of Procedure of Congresses

Decisions of the 2025 Dubai Congress other than those amending the Acts



Twelfth Additional Protocol  
to the Constitution of the Universal Postal Union

---



## Twelfth Additional Protocol to the Constitution of the Universal Postal Union

### Table of contents

#### Article

- I. (Article 9 amended) **Regional Unions. Special Agreements**
- II. Entry into force and duration of the Additional Protocol to the Constitution of the Universal Postal Union



## Twelfth Additional Protocol to the Constitution of the Universal Postal Union

The plenipotentiaries of the governments of the member countries of the Universal Postal Union, having met in Congress at Dubai, in view of article 28.2 of the Constitution concluded at Vienna on 10 July 1964, have, subject to ratification, acceptance, approval or accession, adopted the following amendments to the said Constitution.

### Article I

(Article 9 amended)

#### **Regional Unions. Special Agreements**

- 1 Member countries, or their designated operators if the legislation of those member countries so permits, may establish **Regional Unions** and make Special Agreements concerning the postal service, provided always that they do not introduce provisions less favourable to the public than those provided for by the Acts to which the member countries concerned are parties.
- 2 **Regional Unions** may send observers to Congresses, to the Council of Administration, to the Postal Operations Council, and to other conferences and meetings organized by the Union.
- 3 The Union may send observers to Congresses, conferences and meetings of **Regional Unions**.

### Article II

Entry into force and duration of the Additional Protocol to the Constitution of the Universal Postal Union

This Additional Protocol shall come into force on 1 January 2027 and shall remain in force for an indefinite period.

In witness whereof the plenipotentiaries of the governments of the member countries have drawn up this Additional Protocol, which shall have the same force and the same validity as if its provisions were inserted in the text of the Constitution itself, and they have signed it in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Universal Postal Union.

Done at Dubai, 19 September 2025.



Fifth Additional Protocol  
to the General Regulations of the Universal Postal Union

---



## Fifth Additional Protocol to the General Regulations of the Universal Postal Union

### Table of contents<sup>1</sup>

#### Article

I.	(Article 101 amended)	Organization and convening of Congresses and Extraordinary Congresses
II.	(Article 105 amended)	Observers to the Union's bodies
III.	(Article 106 amended)	Composition and functioning of the CA
IV.	(Article 110 amended)	Reimbursement of travel expenses <b>and payment of allowances to the Chair</b>
V.	(Article 111 amended)	Information on the activities of the CA
VI.	(Article 112 amended)	Composition and functioning of the POC
VII.	(Article 116 amended)	Reimbursement of travel expenses <b>and payment of allowances to the Chair</b>
VIII.	(Article 117 amended)	Information on the activities of the POC
IX.	(Article 122 amended)	Functions of the CC
X.	(Article 126 amended)	Information on the activities of the CC
XI.	(Article 127 amended)	Election of the Director General and Deputy Director General of the International Bureau
XII.	(Article 128 amended)	Duties of the Director General
XIII.	(Article 135 deleted)	Forms supplied by the International Bureau
XIV.	(Article 136 amended)	Acts of <b>Regional</b> Unions and Special Agreements
XV.	(Article 138 amended)	Annual report on the work of the Union
XVI.	(Article 146 amended)	Fixing of the expenditure of the Union
XVII.	(Article 147 amended)	Regulation of member countries' contributions
XVIII.	(Article 151 amended)	Contribution classes
XIX.		Entry into force and duration of the Additional Protocol to the General Regulations of the Universal Postal Union

<sup>1</sup> In accordance with article 25.2 of the Rules of Procedure of Congresses, the International Bureau renumbers the provisions contained in the consolidated versions of the Acts of the Union referred to in this document, with a view to correctly reflecting the order of these provisions in the aforementioned Acts.



## Fifth Additional Protocol to the General Regulations of the Universal Postal Union

The plenipotentiaries of the governments of the member countries of the Universal Postal Union, having met in Congress at Dubai, in view of article 29.2 of the Constitution of the Universal Postal Union concluded at Vienna on 10 July 1964, have, by common consent and subject to article 24.3 and 5 of the said Constitution, adopted the following amendments to the General Regulations.

### Article I

(Article 101 amended)

#### 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.

3 In principle, each Congress shall designate the country in which the next Congress will be held. If that designation proves inapplicable, the Council of Administration shall be authorized to designate the country where Congress is to meet, after consultation with the latter country. **This paragraph shall be without prejudice to any provisions in the Rules of Procedure of Congresses that may permit or limit remote participation at Congress.**

4 After consultation with the International Bureau, the host Government shall fix the definitive date and the precise locality of Congress. In principle one year before that date, the host Government shall send an invitation to the Government of each member country of the Union. This invitation may be sent direct or through the intermediary of another Government or through the Director General of the International Bureau.

5 When a Congress has to be convened without a host Government, the International Bureau, with the agreement of the Council of Administration and after consultation with the Government of the Swiss Confederation, shall take the necessary steps to convene and organize the Congress in the country in which the seat of the Union is situated. In this event, the International Bureau shall perform the functions of the host government.

6 The meeting place of an Extraordinary Congress shall be fixed, after consultation with the International Bureau, by the member countries which have initiated that Congress.

7 Paragraphs 2 to 5 and article 102 shall be applicable by analogy to Extraordinary Congresses.

### Article II

(Article 105 amended)

#### Observers to the Union's bodies

1 The following entities shall be invited to participate in the plenary sessions and committee meetings of Congress, the Council of Administration and the Postal Operations Council as observers:

1.1 the United Nations;

- 1.2 **Regional Unions;**
  - 1.3 members of the Consultative Committee;
  - 1.4 entities authorized to attend Union meetings as observers by virtue of a resolution or decision of Congress.
- 2 The following entities, if duly designated by the Council of Administration in accordance with article 107.1.12 shall be invited to attend specific meetings of Congress as ad hoc observers:
- 2.1 specialized agencies of the United Nations and other intergovernmental organizations;
  - 2.2 any international body, any association or enterprise, or any qualified person.
- 3 In addition to the observers defined in paragraph 1 of this article, the Council of Administration and the Postal Operations Council may designate ad hoc observers to attend their meetings in accordance with their Rules of Procedure, when this is in the interests of the Union and its bodies.

#### Article III

(Article 106 amended)

##### 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 The role of Chair shall devolve by right on the host member country of Congress. If that member country waives this right, it shall become a de jure member and, as a result, the geographical group to which it belongs shall have at its disposal an additional seat, to which the restrictive provisions of paragraph 3 shall not apply. In that case, the Council of Administration shall elect as Chair one of the members belonging to the geographical group of the host member country.
- 3 The forty other members of the Council of Administration shall be elected by Congress on the basis of an equitable geographical distribution. At least a half of the membership is renewed at each Congress; no member country may be chosen by three successive Congresses. Without prejudice to the foregoing, one seat in the geographical group to which member countries defined as Pacific Island countries and territories (as per the relevant list established by the United Nations) belong shall be reserved for those member countries.
- 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 **Except as otherwise stipulated in article 110, the** office of member of the Council of Administration shall be unpaid. The operational expenses of this Council shall be borne by the Union.
- 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 IV

(Article 110 amended)

##### Reimbursement of travel expenses **and payment of allowances to the Chair**

- 1 The travel expenses of representatives of members of the Council of Administration participating in its meetings shall be borne by their member country. However, **other than for meetings that take place during Congress**, one representative of each of the member countries classified as developing or least developed countries according to the lists established, respectively, by the Council of Administration and the United Nations **shall be** entitled to reimbursement of the price of an economy class return air ticket and/or first class return rail ticket, or expenses incurred for travel by any other **means**. **The amount reimbursed for travelling by rail or by any other means shall** not exceed the price of the economy class return air ticket. The same entitlement shall be granted to the representative of each member of its Committees or other bodies when these meet outside Congress and the sessions of the Council.

**2** Moreover, in the event that a member country classified as one of the developing or least developed countries according to the aforementioned lists is the Chair of the Council of Administration, one representative thereof shall be entitled to the same reimbursement as set forth in paragraph 1, as well as daily subsistence allowances (to be paid by analogy with the conditions applied to Union staff members), for participation in that capacity in meetings of the Council of Administration, the Postal Operations Council, the Coordination Committee for the Permanent Bodies of the Union and the Management Board of the Provident Scheme of the Union.

Article V

(Article 111 amended)

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 **Regional** 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 VI

(Article 112 amended)

Composition and functioning of the POC

**1** The Postal Operations Council shall consist of forty-eight members who shall exercise their functions during the period between successive Congresses.

**1bis** The role of Chair shall devolve to the member country of the Postal Operations Council duly elected in accordance with article 114, as well as any relevant procedures set forth in this article and the Rules of Procedure of the Postal Operations Council.

**1ter** At least eight months before the opening of Congress, the Director General of the International Bureau shall send a memorandum to the Governments of member countries inviting them to submit their candidacy, as a member country, for the position of Chair of the Postal Operations Council. Such candidacies shall reach the International Bureau at least six months before the opening of Congress.

**1quater** Hearings with the candidate member countries shall be conducted after the expiration of the six-month deadline referred to in paragraph 1ter and during the last Postal Operations Council session prior to Congress, in accordance with the specific procedures defined in the Rules of Procedure of the Postal Operations Council. Hearings shall be open to all Union member countries, and may also be open to non-member country observers, subject to the relevant provisions of article 105 as well as the aforementioned Rules of Procedure. Each candidate member country shall be invited to make a brief statement, including its vision for the Postal Operations Council, to be followed by a question-and-answer session; equal time shall be allocated to each candidate member country. Where there is only one candidate member country, no such hearing shall be held.

**2** The members of the Postal Operations Council shall be elected by Congress on the basis of qualified geographical distribution. At least one third of the members of each geographical group shall be renewed at each Congress. Without prejudice to the foregoing, one seat in the geographical group to which member countries defined as Pacific Island countries and territories (as per the relevant list established by the United Nations) belong shall be reserved for those member countries.

**3** Each member of the Postal Operations Council shall appoint its representative(s). The members of the Postal Operations Council shall take an active part in its work.

**4** **Except as otherwise stipulated in article 116, the office of member of the Postal Operations Council shall be unpaid.** The operational expenses of **this Council** shall be borne by the **Union**.

5 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.

Article VII

(Article 116 amended)

Reimbursement of travel expenses **and payment of allowances to the Chair**

1 The travel expenses of representatives of members of the Postal Operations Council participating in its meetings shall be borne by their member country. However, **other than for meetings that take place during Congress**, one representative of each of the member countries classified as least developed countries according to the list established by the United Nations **shall be** entitled to reimbursement of the price of an economy class return air ticket and/or first class return rail ticket, or expenses incurred for travel by any other **means. The amount reimbursed for travelling by rail or by any other means shall** not exceed the price of the economy class return air ticket.

2 **Moreover, in the event that a member country classified as one of the least developed countries according to the aforementioned list is the Chair of the Postal Operations Council, one representative thereof shall be entitled to the same reimbursement as set forth in paragraph 1, as well as daily subsistence allowances (to be paid by analogy with the conditions applied to Union staff members), for participation in that capacity in meetings of the Postal Operations Council, the Council of Administration and the Coordination Committee for the Permanent Bodies of the Union.**

Article VIII

(Article 117 amended)

Information on the activities of the POC

1 After each session, the Postal Operations Council shall inform the member countries and their designated operators, the **Regional** 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 Postal Operations Council shall prepare for the Council of Administration an annual report on its work.

3 The Postal Operations Council shall make to Congress a comprehensive report on its work, including reports on user-funded subsidiary bodies as provided for in article 153, and send it to member countries of the Union, their designated operators and members of the Consultative Committee at least two months before the opening of Congress.

Article IX

(Article 122 amended)

Functions of the CC

1 The Consultative Committee shall have the following functions:

1.1 Examines documents and reports of the Council of Administration and the Postal Operations Council, and their respective bodies. In exceptional circumstances, the right to receive certain texts and documents may be restricted if the confidentiality of the subject of the meeting or document so requires, in accordance with articles 109.2.3 and 115.2.3.

1.2 Conducts and contributes to studies of issues of importance to the Consultative Committee's members.

**1.2bis Subject to the approval of the Council of Administration, and also subject to examination and comments by the Postal Operations Council when matters of interest to that body are involved, coordinates and facilitates implementation of postal sector projects involving members of the Consultative Committee, potentially in partnership with the governmental authorities of member countries and/or their designated operators.**

- 1.3 Considers issues affecting the postal sector and provides input on such issues in the form of proposals, opinions and reports to the Council of Administration and Postal Operations Council, and their respective bodies, as appropriate.
- 1.4 Submits proposals and reports to Congress, subject to the approval of the Council of Administration and in the name of the latter and, when matters of interest to the Postal Operations Council are involved, subject to examination and comments by the Postal Operations Council in accordance with articles 107.1.21 and 113.1.7.

#### Article X

(Article 126 amended)

Information on the activities of the CC

- 1 After each session, the Consultative Committee shall inform the Council of Administration and the Postal Operations Council of its activities by sending to the Chairs of those bodies, inter alia, a summary record of its meetings and its recommendations and views. The Chair of the Consultative Committee, or another designated representative of the Consultative Committee, shall also report on the activities of the Consultative Committee at each plenary session of the Council of Administration and the Postal Operations Council respectively.
- 2 The Consultative Committee shall make to the Council of Administration and the Postal Operations Council an annual activity report. This report shall be included in the documentation of the Council of Administration and the Postal Operations Council provided to member countries of the Union, to their designated operators and to the **Regional** Unions, in accordance with articles 111 and 117.
- 3 The Consultative Committee shall make to Congress a comprehensive report on its work and send it to the member countries and their designated operators at least two months before the opening of Congress.

#### Article XI

(Article 127 amended)

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

- 1 The Director General and the Deputy Director General of the International Bureau shall be elected by Congress for the period between two successive Congresses, the minimum duration of their term of office being four years. Their term of office shall be renewable once only. Unless Congress decides otherwise, the date on which they take up their duties shall be fixed at 1 January of the year following that in which Congress is held.
- 2 At least **eight** months before the opening of Congress, the Director General of the International Bureau shall send a memorandum to the Governments of member countries inviting them to submit their applications, if any, for the posts of Director General and Deputy Director General and indicating at the same time whether the Director General and Deputy Director General in office are interested in a renewal of their initial term of office. The applications, accompanied by a curriculum vitae, must reach the International Bureau at least **six** months before the opening of Congress. The candidates must be nationals of the member countries which put them forward. The International Bureau shall prepare the election documents for Congress. The election of the Director General and that of the Deputy Director General shall take place by secret ballot, the first election being for the post of Director General.

**2bis** Hearings with the candidates for the posts of Director General and Deputy Director General shall be conducted after the expiration of the six-month deadline referred to in paragraph 2 and during the last Council of Administration session prior to Congress, in accordance with the specific procedures defined in the Rules of Procedure of the Council of Administration. Hearings shall be open to all Union member countries, and may also be open to non-member-country observers, subject to the relevant provisions of article 105 as well as the aforementioned Rules of Procedure. Each candidate shall be invited to make a brief statement, including their vision for the Union, to be followed by a question-and-answer session; equal time shall be allocated to each candidate. Where there is only one candidate for the post of Director General or Deputy Director General, no such hearing shall be held for the post in question.

3 If the post of Director General falls vacant, the Deputy Director General shall take over the functions of Director General until the expiry of the latter's term of office; the Deputy Director General shall be eligible for election to that post and shall automatically be accepted as a candidate, provided that the initial term of office as Deputy Director General has not already been renewed once by the preceding Congress and that the Deputy Director General declares interest in being considered as a candidate for the post of Director General.

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 XII

(Article 128 amended)

### Duties of the Director General

1 The Director General shall be the legal representative of the Union.

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

3 Regarding the classification of posts, appointments and promotions:

3.1 the Director General shall be empowered to classify posts in grades G 1 to D 2 and to appoint and promote officials in those grades.

3.2 for appointments in grades P 1 to D 2, the Director General shall consider the professional qualifications of the candidates who are nationals of a member country or who exercise their professional activities in a member country, taking into account equitable geographical and language distribution, and gender balance. D 2 posts shall as far as possible be filled by candidates from different regions and from regions other than those from which the Director General and Deputy Director General originate, bearing in mind the paramount consideration of the efficiency of the International Bureau;

3.3 the Director General shall also consider, for the appointment of a new official, that, in principle, persons occupying grade D 2, D 1 and P 5 posts must be nationals of different member countries of the Union;

3.4 for the promotion of an official of the International Bureau to grades D 2, D 1 and P 5, the Director General shall not be bound to apply the same principle as under 3.3;

3.5 the requirements of equitable geographical and language distribution and gender balance shall rank behind merit in the recruitment process;

3.6 the Director General shall inform the Council of Administration once a year of appointments and promotions in grades P 4 to D 2.

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

4.1 acts as depositary of the Acts of the Union and as intermediary in the procedure of accession and admission to and withdrawal from the Union;

4.2 notifies the decisions taken by Congress to all the Governments of member countries;

4.3 notifies all member countries and their designated operators of the Regulations drawn up or revised by the Postal Operations Council;

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;

4.5 executes the specific activities requested by the bodies of the Union and those assigned to the Director General by the Acts;

- 4.6 takes action to achieve the objectives set by the bodies of the Union, within the framework of the established policy and the funds available;
- 4.7 submits suggestions and proposals to the Council of Administration or to the Postal Operations Council;
- 4.8 following the close of Congress, submits proposals to the Postal Operations Council concerning changes to the Regulations required as a result of Congress decisions, in accordance with the Rules of Procedure of the Postal Operations Council;
- 4.9 prepares, for the Council of Administration and on the basis of directives issued by the Councils, the draft Union Strategy and draft quadrennial UPU business plan to be submitted to Congress;
- 4.10 prepares, for approval by the Council of Administration, a four-yearly report on the member countries' performance in respect of the Union Strategy approved by the preceding Congress, which will be submitted to the following Congress;
- 4.11 acts as an intermediary in relations between:
  - 4.11.1 the Union and the **Regional** Unions;
  - 4.11.2 the Union and the United Nations;
  - 4.11.3 the Union and the international organizations whose activities are of interest to the Union;
  - 4.11.4 the Union and the international organizations or the associations or enterprises that the bodies of the Union wish to consult or associate with their work;
- 4.12 assumes the duties of Secretary General of the bodies of the Union and supervises in this capacity, taking into account the special provisions of these General Regulations, in particular:
  - 4.12.1 the preparation and organization of the work of the Union's bodies;
  - 4.12.2 the preparation, production and distribution of documents, reports and minutes;
  - 4.12.3 the functioning of the secretariat at meetings of the Union's bodies;
- 4.13 attends the meetings of the bodies of the Union and takes part in the discussions without the right to vote, with the possibility of being represented.

Article XIII

(Article 135 deleted)

Forms supplied by the International Bureau

**(Deleted.)**

Article XIV

(Article 136 amended)

Acts of **Regional** Unions and Special Agreements

- 1 Two copies of the Acts of **Regional** Unions and of Special Agreements concluded under article 9 of the Constitution shall be sent to the International Bureau by the offices of such Unions, or failing that, by one of the contracting parties.
- 2 The International Bureau shall see that the Acts of **Regional** Unions and Special Agreements do not include conditions less favourable to the public than those which are provided for in the Acts of the Union. It shall notify the Council of Administration of any irregularity discovered through applying this provision.
- 3 The International Bureau shall inform member countries and their designated operators of the existence of the **Regional** Unions and the Special Agreements mentioned above.

Article XV

(Article 138 amended)

Annual report on the work of the Union

The International Bureau shall make an annual report on the work of the Union, which shall be sent, after approval by the Management Committee of the Council of Administration, to member countries and/or designated operators, the **Regional** Unions and the United Nations.

Article XVI

(Article 146 amended)

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 **39,512,270** Swiss francs for the years **2026 to 2029**. In the event that the Congress planned for **2029** is postponed, **this** ceiling shall also apply to the **post-2029** 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.

6 If the credits authorized in paragraphs 1 and 2 prove inadequate to ensure the smooth running of the Union, these limits may only be exceeded with the approval of the majority of the member countries of the Union. Any consultation shall include a complete description of the facts justifying such a request.

Article XVII

(Article 147 amended)

Regulation of member countries' contributions

1 Countries which accede to the Union or are admitted to the status of members of the Union as well as those which leave the Union shall pay their contributions for the whole of the year during which their admission or withdrawal becomes effective.

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.

3 Where the arrears of mandatory contributions, not including interest, owed to the Union by a member country are equal to or more than the amount of the contributions of that member country for the preceding two financial years, such member country may irrevocably assign to the Union all or part of the credits owed it by other member countries, in accordance with the arrangements laid down by the Council of Administration. The conditions of this assignment of credit shall be determined by agreement reached between the member country, its debtors/creditors and the Union.

4 A member country which, for legal or other reasons, cannot make such an assignment must undertake to conclude a schedule for the amortization of its arrears **with the Union. Nevertheless, if the member country concerned does not comply with the conditions (including payment terms) established in the aforementioned amortization schedule, it shall not be able to conclude a new amortization schedule with the Union until the next Congress cycle, unless the Council of Administration decides otherwise, at the latest during its last session held before Congress, upon a duly justified request by the member country concerned to the effect that such non-compliance was attributable to exceptional circumstances.**

5 Other than in exceptional circumstances as decided by Congress or the Council of Administration, recovery of arrears of mandatory contributions owed to the Union may not extend over more than ten years. In cases where Congress or the Council of Administration approves a payment agreement longer than twenty years, the minimum amount of the annual arrears contribution should be at least equal to the annual contribution of the member country signatory to the agreement.

6 Also in exceptional circumstances, as decided by Congress or the Council of Administration, either body may release a member country from all or part of the interest owed if that country has paid the full principal amount of its debts in arrears.

7 In similarly exceptional circumstances, Congress or the Council of Administration may, upon written request of the member country concerned, decide to release that member country from its debts in arrears and immediately lift the automatic sanctions imposed against it, subject to payment of an amount at least equivalent to one half of the total amount of debts in arrears (excluding any interest incurred thereon) owed by that member country.

8 Congress or the Council of Administration may also, upon written request of a member country with long-standing debts in arrears, decide to exceptionally release that member country from its debts in arrears and immediately lift the automatic sanctions imposed against it, provided the member country concerned pays its last five years of mandatory contributions to the Union's annual expenditure (including the current financial year and excluding any interest incurred thereon).

8.1 For the purposes of paragraph 8, "long-standing debts in arrears" shall be defined as any amounts in arrears (including interest) pertaining to mandatory contributions to the Union's annual expenditure incurred over a period longer than the last five financial years.

8.2 Equally for the purposes of paragraph 8 and specifically in the case of least developed countries and small island developing states as defined in article 151.1, Congress or the Council of Administration may exceptionally determine that the "last five years of mandatory contributions" of the member country concerned shall be calculated on the basis of the current contribution class to which that member country belongs, in which case the relevant current contribution class amount shall be multiplied five times.

9 In the case of least developed countries and small island developing states, as defined in article 151.1, that are authorized to benefit from either of the exceptional payment arrangements outlined in paragraphs 7 and 8 of this article, at least 50% of the amounts paid by the member country concerned shall be earmarked for Union-led postal technical assistance projects aimed at benefiting that same member country.

10 Any principal or interest amounts released in the framework of the exceptional payment arrangements outlined in paragraphs 7 and 8 of this article shall not be cancelled, but set aside and provisioned by the Union in accordance with its relevant financial rules. In the event the member country concerned subsequently falls under automatic sanctions, the aforementioned amounts shall once more be registered by the Union, with immediate effect, as debts in arrears for the member country in question.

11 A member country may also be released, within the framework of an amortization schedule approved by the Council of Administration for its accounts in arrears, from all or part of the interest accumulated or to accrue; such release shall, however, be subject to the full and punctual execution of the amortization schedule within an agreed period of ten years at most.

12 The provisions under paragraphs 3 to 11 apply by analogy to the translation costs billed by the International Bureau to member countries belonging to the language groups.

13 The International Bureau shall send bills to member countries at least three months before their due date. The original bills shall be sent to the correct address provided by the member country concerned. Electronic copies of the bills shall be sent via e-mail as pre-advice or alerts.

14 Furthermore, the International Bureau shall provide member countries with clear information each time it charges them interest on overdue payment of particular bills, so that member countries can easily verify to which bills the interest corresponds.

#### Article XVIII

(Article 151 amended)

#### Contribution classes

1 Member countries shall contribute to defraying Union expenses according to the contribution class to which they belong. The structure of the contribution classes shall commence at one unit and rise in incremental one-unit steps to a level defined with reference to the most recent scale of assessments for the apportionment of the expenses of the United Nations. Member countries shall choose their contribution class on the basis of their economic capacity while considering the aforementioned scale of assessments. The member countries listed by the United Nations as the least developed countries shall pay half a contribution unit. Small island developing states with a population of less than 200,000 (as listed by the United Nations) shall pay one tenth of a contribution unit.

2 Notwithstanding the contribution classes listed in paragraph 1, any member country may elect to contribute a higher number of units, for a minimum term equivalent to the period between Congresses. The announcement of a change shall be made at the latest at Congress. At the end of the period between Congresses, the member country shall return automatically to its original number of contribution units unless it decides to maintain its contribution of a higher number of units. The payment of additional contributions will increase the expenditure accordingly.

3 Member countries shall choose their number of units upon their admission or accession to the Union, while considering the most recent scale of assessments for the apportionment of the expenses of the United Nations, in accordance with the procedure laid down in article 20.4 of the Constitution.

4 Member countries paying above the economic capacities assessed through reference to the scale of assessments for the apportionment of the expenses of the United Nations shall have the right to reduce their number of units by up to a maximum of two units per Congress cycle, provided that this does not result in a lower contribution than they would pay under the current scale of assessments for the apportionment of the expenses of the United Nations. The cost of any such reduction **in the number of contribution units** shall be **borne by member** countries in accordance with the **procedures** laid down in **paragraph 8 below**. **Conversely, member** countries paying at a level below their economic capacity, as assessed through reference to the scale of assessments for the apportionment of the expenses of the United Nations, shall be invited to increase their number of **contribution** units by at least two per Congress cycle until they have reached the level of the current scale of assessments referred to above. Those member countries that fail to do so shall not benefit from the **reduced amount** of the contribution unit **as per the procedures laid down in paragraph 8 below**.

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 The temporary reduction in contribution class in application of paragraph 5 may be authorized by the Council of Administration for a maximum period of two years or up to the next Congress, whichever is earlier. On expiry of the specified period, the country concerned shall automatically revert to its original contribution class.

7 Changes to a higher class shall not be subject to any restriction.

**8 The International Bureau shall calculate the relevant baseline and reduced contribution unit amounts in accordance with the following parameters.**

**8.1 In the event of a gross reduction<sup>2</sup> in the number of contribution units, any resulting increase in the baseline (i.e. non-reduced) and reduced contribution unit amounts shall be borne in solidarity by all member countries, in proportion to the existing baseline and reduced contribution unit amounts.**

**8.2 In the event of a gross increase<sup>3</sup> in the number of contribution units and/or subsequent member country ineligibility to benefit from the reduced contribution unit amount, any further reduction in the amount of the reduced contribution unit shall solely benefit member countries paying at or above their economic capacity, and member countries paying at a level below their economic capacity and that increase their number of contribution units by at least two per Congress cycle.**

**9 The procedures outlined in paragraph 8 shall not apply to any changes in the amounts of the baseline and reduced contribution units resulting from: i) the exceptional circumstances described in paragraphs 5 and 6; or ii) any adjustments in the expenditure of the Union as decided by the Council of Administration. In these cases, the cost of any such changes shall be distributed in proportion to the existing baseline and reduced contribution unit amounts and borne in solidarity by all member countries.**

#### Article XIX

Entry into force and duration of the Additional Protocol to the General Regulations of the Universal Postal Union

This Additional Protocol shall come into force on 1 January 2027 (with the exception of articles III, IV, VII, IX, XVI and XVIII, as well as the amendments made to paragraph 4 of article VI, which shall come into force on 1 January 2026), and shall remain in force for an indefinite period.

In witness whereof the plenipotentiaries of the governments of the member countries have drawn up this Additional Protocol, which shall have the same force and the same validity as if its provisions were inserted in the text of the General Regulations itself, and they have signed it in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Universal Postal Union.

Done at Dubai, 19 September 2025.

<sup>2</sup> For the purposes of this paragraph, “gross reduction” shall refer to the aggregated reduction in the number of contribution units as decided by individual member countries.

<sup>3</sup> For the purposes of this paragraph, “gross increase” shall refer to the aggregated increase in the number of contribution units as decided by individual member countries.



Second Additional Protocol  
to the Universal Postal Convention

---



## Second Additional Protocol to the Universal Postal Convention

### Table of contents<sup>1</sup>

#### Article

I.	(Article 4 amended)	Freedom of transit
II.	(Article 6 amended)	Postage stamps
III.	(Article 9 amended)	Violations
IV.	(Article 12 amended)	Posting abroad of letter-post items
V.	(Article 14 amended)	Quality of <b>service</b>
VI.	(Article 16 amended)	Exemption from postal charges
VII.	(Article 17 amended)	Basic services
VIII.	(Article 18 amended)	Supplementary services
IX.	(Article 19 amended)	Items not admitted. Prohibitions
X.	(Article 22 amended)	Liability of designated operators. Indemnities
XI.	(Article 23 amended)	Non-liability of member countries and designated operators
XII.	(Subtitle A of Section VII (Remuneration) and Article 27 amended)	<b>A. General provisions on remuneration and transit charges</b> <b>Article 27 – Transit charges</b>
XIII.	(Article 27bis added)	<b>Remuneration. General provisions</b>
XIV.	(Article 28 amended)	Terminal dues. General provisions
XV.	(Article 29 amended)	Terminal dues. <b>Provisions to determine the remuneration rates of bulky (E) and small packet (E) letter-post items</b>
XVI.	(Article 30 amended)	Terminal dues. <b>Provisions to determine the remuneration rates of document (P and G format) letter-post items</b>
XVII.	(Article 31 deleted)	Terminal dues. Provisions applicable to mail flows to, from and between designated operators of countries in the transitional system
XVIII.	(Article 32 amended)	Quality of Service Fund
XIX.	(Article 33 amended)	<b>Provisions to determine the remuneration rates of parcels</b>
XX.	(Article 35 amended)	Provisions specific to the settlement of accounts and payments for international postal exchanges
XXI.	(Article 36 amended)	Authority of the Postal Operations Council to fix charges and rates
XXII.		Entry into force and duration of the Additional Protocol to the Universal Postal Convention

<sup>1</sup> In accordance with article 25.2 of the Rules of Procedure of Congresses, the International Bureau renumbers the provisions contained in the consolidated versions of the Acts of the Union referred to in this document, with a view to correctly reflecting the order of these provisions in the aforementioned Acts.



## Second Additional Protocol to the Universal Postal Convention

The plenipotentiaries of the governments of the member countries of the Universal Postal Union, met in Congress at Dubai, having regard to article 29.2 of the Constitution of the Universal Postal Union concluded at Vienna on 10 July 1964, have by common consent and subject to article 24.3 and 5 of the Constitution adopted the following amendments to the Universal Postal Convention.

### Article I

(Article 4 amended)

#### Freedom of transit

1 The principle of the freedom of transit is set forth in article 1 of the Constitution. It shall carry with it the obligation for each member country to ensure that its designated operators forward, always by the quickest routes and the most secure means which they use for their own items, closed mails and à découvert letter-post items which are passed to them by another designated operator. This principle shall also apply to missent items and misrouted mails.

2 Member countries which do not participate in the exchange of postal items containing infectious substances or radioactive substances shall have the option of not admitting these items in **transit through** their territory. **With respect to transit à découvert, the same shall also apply to printed papers, periodicals, magazines and small packets the** content of which does not satisfy the legal requirements governing the conditions of their publication or circulation in the country crossed. **Moreover, M bags shall not be admitted in transit à découvert.**

3 Freedom of transit for parcels shall be guaranteed throughout the territory of the Union.

4 If a member country fails to observe the provisions regarding freedom of transit, other member countries may discontinue their provision of postal services with that member country.

### Article II

(Article 6 amended)

#### Postage stamps

1 The term "postage stamp" shall be protected under the present Convention and shall be reserved exclusively for stamps which comply with the conditions of this article and of the Regulations.

2 Postage stamps:

2.1 shall be issued and put into circulation solely under the authority of the member country or territory, in conformity with the Acts of the Union;

2.2 are a manifestation of sovereignty and constitute proof of prepayment of the postage corresponding to their intrinsic value when affixed to postal items, in conformity with the Acts of the Union;

2.3 must be in circulation, for postal prepayment or for philatelic purposes, in the member country or territory of issue, according to its national legislation;

2.4 must be accessible to all **customers** within the member country or territory of issue.

3 Postage stamps comprise:

3.1 the name of the member country or territory of issue, in roman letters, or, if the International Bureau of the Union is so requested by the member country or territory of issue, the abbreviation or initials officially representing the member country or territory of issue, in accordance with the conditions laid down in the Regulations;<sup>2</sup>

3.2 the face value, expressed:

3.2.1 in principle, in the official currency of the country or territory of issue, or as a letter or symbol;

3.2.2 through other identifying characteristics.

4 Emblems of state, official control marks and logos of intergovernmental organizations featuring on postage stamps shall be protected within the meaning of the Paris Convention for the Protection of Industrial Property.

5 The subjects and designs of postage stamps shall:

5.1 be in keeping with the spirit of the Preamble to the Constitution and with decisions taken by the Union's bodies;

5.2 be closely linked to the cultural identity of the member country or territory, or contribute to the dissemination of culture or to maintaining peace;

5.3 have, when commemorating leading figures or events not native to the member country or territory, a close bearing on the country or territory in question;

5.4 be devoid of political character or of any topic of an offensive nature in respect of a person or a country;

5.5 be of major significance to the member country or territory.

6 Postal prepayment impressions, franking machine impressions and impressions made by a printing press or another printing or stamping process in accordance with the Acts of the Union may be used only with the authorization of the member country or territory.

7 Prior to issuing postage stamps using new materials or technologies, member countries shall provide the International Bureau with the necessary information concerning their compatibility with mail processing machines. The International Bureau shall inform the other member countries and their designated operators accordingly.

### Article III

(Article 9 amended)

#### Violations

1 Postal items

1.1 Member countries shall undertake to adopt the necessary measures to prevent, prosecute and punish any person found guilty of the following:

1.1.1 the insertion in postal items of narcotics and psychotropic substances, as well as dangerous goods, where their insertion has not been expressly authorized by the Convention and Regulations;

1.1.2 the insertion in postal items of objects of a paedophilic nature or of a pornographic nature using children.

2 Means of postal prepayment and postal payment itself

2.1 Member countries shall undertake to adopt the necessary measures to prevent, prosecute and punish any violations concerning the means of postal prepayment set out in this Convention, such as:

2.1.1 postage stamps, in circulation or withdrawn from circulation;

2.1.2 prepayment impressions;

<sup>2</sup> An exception shall be granted to the United Kingdom of Great Britain and Northern Ireland, the country which invented the postage stamp.

2.1.3 impressions of franking machines or printing **presses**.

**2.1.4 (Deleted.)**

2.2 In this Convention, violations concerning means of postal prepayment refer to any of the acts outlined below committed by any persons with the intention of obtaining illegitimate gain for oneself or for a third party. The following acts shall be punished:

2.2.1 any act of falsifying, imitating or counterfeiting any means of postal prepayment, or any illegal or unlawful act linked to the unauthorized manufacturing of such items;

2.2.2 manufacture, use, release for circulation, commercialization, distribution, dissemination, transportation, exhibition or display (also in the form of catalogues and for advertising purposes) of any means of postal prepayment which has been falsified, imitated or counterfeited;

2.2.3 any act of using or circulating, for postal purposes, any means of postal prepayment which has already been used;

2.2.4 any attempt to commit any of these violations.

3 Reciprocity

3.1 As regards sanctions, no distinction shall be made between the acts outlined in 2, irrespective of whether national or foreign means of postal prepayment are involved; this provision shall not be subject to any legal or conventional condition of reciprocity.

Article IV

(Article 12 amended)

Posting abroad of letter-post items

1 A designated operator shall not be bound to forward or deliver to the addressee letter-post items which senders residing in the territory of its member country post or cause to be posted in a foreign country with the object of profiting by the more favourable rate conditions there.

2 The provisions set out under 1 shall be applied without distinction both to letter-post items made up in the sender's country of residence and then carried across the frontier and to letter-post items made up in a foreign country.

3 The designated operator of destination may claim from the designated operator of posting, payment of the internal rates. If the designated operator of posting does not agree to pay these rates within a time limit set by the designated operator of destination, the latter may either return the items to the designated operator of posting and shall be entitled to claim reimbursement of the redirection costs, or handle them in accordance with its national legislation.

4 A designated operator shall not be bound to forward or deliver to the addressees letter-post items which senders post or cause to be posted in large quantities in a country other than the country where they reside if the amount of terminal dues to be received is lower than the sum that would have been received if the mail had been posted in the country where the senders reside. The designated operator of destination may claim from the designated operator of posting payment commensurate with the costs incurred and which may not exceed the higher of the following two amounts: either 80% of the domestic tariff for equivalent items, or the rates applicable pursuant to **article 28.15**. If the designated operator of posting does not agree to pay the amount claimed within a time limit set by the designated operator of destination, the designated operator of destination may either return the items to the designated operator of posting and shall be entitled to claim reimbursement of the redirection costs, or handle them in accordance with its national legislation.

Article V  
(Article 14 amended)  
Quality of **service**

**Obis**      **Quality of service**

**Obis.1**      **Quality of service shall include activities that are focused on all dimensions of service delivery, for efficient and accessible universal postal services of quality.**

**Obis.2**      **Quality of service activities shall include, without limitation, measurement, quality improvement, certification and compliance actions, driven by e-commerce and a robust and reliable network focusing on demand, and supply chain management.**

**Oter**      **Quality of service standards and targets**

**Oter.1**      Member countries or their designated operators shall establish, publish and update delivery standards and targets for their inward letter-post **items containing documents with and without mandatory tracking**, as specified in the Regulations.

**Oter.2**      **Member countries or their designated operators shall establish, publish and update delivery standards and targets for inward tracked postal items containing goods, as further specified in the relevant compendia.**

**Oter.3**      Member countries or their designated operators shall also establish and **publish their export standards and targets concerning their most important destinations for postal items containing goods, as further specified in the relevant compendia.**

**Oter.4**      **The standards and targets, increased by the time normally required for customs clearance, shall be no less favourable than those applied to comparable items in their domestic service.**

**Oter.5**      **Member countries or their designated operators shall measure the application of quality of service standards.**

Article VI  
(Article 16 amended)  
Exemption from postal charges

1            Principle

1.1          Cases of exemption from postal charges, as meaning exemption from postal prepayment, shall be expressly laid down by the Convention. Nonetheless, the Regulations may provide for exemption from postal prepayment, transit charges, terminal dues and inward rates for letter-post items and postal parcels sent by member countries, designated operators and **Regional** Unions and relating to the postal services. Furthermore, letter-post items and postal parcels sent by the International Bureau of the Union to **Regional** Unions, member countries and designated operators shall be exempted from all postal charges. However, the member country of origin or its designated operator shall have the option of collecting air surcharges on the latter items.

2            Prisoners of war and civilian internees

2.1          Letter-post items, postal parcels and postal payment services items addressed to or sent by prisoners of war, either direct or through the offices mentioned in the Regulations of the Convention and of the Postal Payment Services Agreement, shall be exempt from all postal charges, with the exception of air surcharges. Belligerents apprehended and interned in a neutral country shall be classed with prisoners of war proper so far as the application of the foregoing provisions is concerned.

2.2          The provisions set out under 2.1 shall also apply to letter-post items, postal parcels and postal payment services items originating in other countries and addressed to or sent by civilian internees as defined by the Geneva Convention of 12 August 1949 relative to the protection of civilian persons in time of war, either direct or through the offices mentioned in the Regulations of the Convention and of the Postal Payment Services Agreement.

- 2.3 The offices mentioned in the Regulations of the Convention and of the Postal Payment Services Agreement shall also enjoy exemption from postal charges in respect of letter-post items, postal parcels and postal payment services items which concern the persons referred to under 2.1 and 2.2, which they send or receive, either direct or as intermediaries.
- 2.4 Parcels shall be admitted free of postage up to a weight of 5 kilogrammes. The weight limit shall be increased to 10 kilogrammes in the case of parcels the contents of which cannot be split up and of parcels addressed to a camp or the prisoners' representatives there ("hommes de confiance") for distribution to the prisoners.
- 2.5 In the accounting between designated operators, rates shall not be allocated for service parcels and for prisoner-of-war and civilian internee parcels, apart from the air conveyance dues applicable to air parcels.
- 3 Items for the blind
- 3.1 Any item for the blind sent to or by an organization for the blind or sent to or by a blind person shall be exempt from all postal charges, with the exception of air surcharges, to the extent that these items are admissible as such in the internal service of the sending designated operator.
- 3.2 In this article:
- 3.2.1 a blind person means a person who is registered as blind or partially sighted in his or her country or who meets the World Health Organization's definition of a blind person or a person with low vision;
- 3.2.2 an organization for the blind means an institution or association serving or officially representing blind persons;
- 3.2.3 items for the blind shall include correspondence, literature in whatever format including sound recordings, and equipment or materials of any kind made or adapted to assist blind persons in overcoming the problems of blindness, as specified in the Regulations.

Article VII  
(Article 17 amended)  
Basic services

- 1 Member countries shall ensure that their designated operators accept, handle, convey and deliver letter-post items.
- 2 Letter-post items containing only documents are:
- 2.1 priority items and non-priority items, up to **1 kilogramme**;
- 2.2 letters, postcards and printed papers, up to **1 kilogramme**;
- 2.3 items for the blind, up to 7 kilogrammes.
- 3 Letter-post items containing goods are:
- 3.1 priority and non-priority small packets, up to 2 kilogrammes;
- 3.2 items for the blind, up to 7 kilogrammes, as specified in the Regulations.
- 4 Letter-post items shall be classified on the basis of both the speed of treatment of the items and the contents of the items in accordance with the Regulations.
- 5 Within the classification systems referred to in 4, letter-post items may also be classified on the basis of their format as small letters (P), large letters (**G**) or small packets (E). The size and weight limits are specified in the Regulations.
- 6 Higher weight limits than those indicated in paragraphs 2 and 3 apply optionally for certain letter-post item categories under the conditions specified in the Regulations.

7 Member countries shall also ensure that their designated operators accept, handle, convey and deliver parcel-post items up to 20 kilogrammes.

8 Weight limits higher than 20 kilogrammes apply optionally for certain parcel-post items under the conditions specified in the Regulations.

#### Article VIII

(Article 18 amended)

#### Supplementary services

1 Member countries shall ensure the provision of the following mandatory supplementary services:

- 1.1 registration service for outbound and inbound airmail and priority letter-post items containing documents only.
- 1.2 tracked delivery service for inbound airmail and priority letter-post items containing goods.

2 Member countries may ensure the provision of the following optional supplementary services in relations between those designated operators which agreed to provide the service:

- 2.1 insurance for **parcels and priority letter-post items containing documents only**;
- 2.2 cash-on-delivery service for letter-post items and parcels;
- 2.3 tracked delivery service for inbound airmail and priority letter-post items containing documents and for outbound airmail and priority letter-post items containing documents or goods;
- 2.4 delivery to the addressee in person of registered or insured letter-post items **containing documents only**;
- 2.5 **delivered duty paid service for items containing goods**;
- 2.6 cumbersome parcels services;
- 2.7 consignment service for collective items from one consignor sent abroad;
- 2.8 merchandise return service, which involves the return of merchandise by the addressee to the original seller, with the latter's authorization;
- 2.9 special bags containing newspapers, periodicals, books and similar printed documentation for the same addressee at the same address called "M bags", up to 30 kilogrammes.

3 The **following supplementary** services have both mandatory and optional parts:

- 3.1 international business reply service (IBRS), which is basically optional. All member countries or their designated operators shall, however, be obliged to operate the IBRS "return" service;

**3.2 (Deleted.)**

- 3.3 advice of delivery for registered and insured letter-post items **containing documents only**. All member countries or their designated operators shall admit incoming advices of delivery. The provision of an outward advice of delivery service is, however, **optional**;

**3.4 proof of delivery service for parcel-post items. All member countries or their designated operators shall admit incoming parcel-post items with a proof of delivery service. The provision of an outward proof of delivery service for parcel-post items is, however, optional.**

4 The description of these services and their charges are set out in the Regulations.

5 Where the service features below are subject to special charges in the domestic service, designated operators shall be authorized to collect the same charges for international items, under the conditions described in the Regulations:

- 5.1 delivery for small packets weighing over 500 grammes;
- 5.2 letter-post items posted after the latest time of posting;
- 5.3 items posted outside normal counter opening hours;

- 5.4 collection at sender's address;
- 5.5 withdrawal of a letter-post item outside normal counter opening hours;
- 5.6 poste restante;
- 5.7 storage for letter-post items weighing over 500 grammes (with the exception of items for the blind), and for parcels;
- 5.8 delivery of parcels, in response to the advice of arrival;
- 5.9 cover against risks of force majeure;
- 5.10 delivery of letter-post items outside normal counter opening hours.

## Article IX

(Article 19 amended)

Items not admitted. Prohibitions

### 1 General

- 1.1 Items not fulfilling the conditions laid down in the Convention and the Regulations shall not be admitted. Items sent in furtherance of a fraudulent act or with the intention of avoiding full payment of the appropriate charges shall not be admitted.
- 1.2 Exceptions to the prohibitions contained in this article are set out in the Regulations.
- 1.3 All member countries or their designated operators shall have the option of extending the prohibitions contained in this article, which may be applied immediately upon their inclusion in the relevant compendium. Any member country or its designated operator wishing to extend or amend the list of articles that it prohibits, or admits conditionally, as imports (or in transit) shall inform the International Bureau, which shall then update the relevant compendium accordingly.

### 2 Prohibitions in all categories of items

- 2.1 The insertion of the articles referred to below shall be prohibited in all categories of items:
  - 2.1.1 narcotics and psychotropic substances, as defined by the International Narcotics Control Board, or other illicit drugs which are prohibited in the country of destination;
  - 2.1.2 obscene or immoral articles;
  - 2.1.3 counterfeit and pirated articles;
  - 2.1.4 other articles the importation or circulation of which is prohibited in the country of destination;
  - 2.1.5 articles which, by their nature or their packing, may expose officials or the general public to danger, or soil or damage other items, postal equipment or third-party property;
  - 2.1.6 documents having the character of current and personal correspondence exchanged between persons other than the sender and the addressee or persons living with them;

### 3 Dangerous goods

- 3.1 The insertion of dangerous goods as described in the Convention and Regulations shall be prohibited in all categories of items.
- 3.2 The insertion of replica and inert explosive devices and military ordnance, including replica and inert grenades, inert shells and the like, shall be prohibited in all categories of items.
- 3.3 Exceptionally, dangerous goods may be admitted in relations between member countries that have declared their willingness to admit them either reciprocally or in one direction, provided that they are in compliance with national and international transport rules and regulations.

- 4 Live animals
  - 4.1 Live animals shall be prohibited in all categories of items.
  - 4.2 Exceptionally, the following shall be admitted in letter-post items other than **registered and** insured items:
    - 4.2.1 bees, leeches and silk-worms;
    - 4.2.2 parasites and destroyers of noxious insects intended for the control of those insects and exchanged between officially recognized institutions;
    - 4.2.3 flies of the family Drosophilidae for biomedical research exchanged between officially recognized institutions.
  - 4.3 Exceptionally, the following shall be admitted in parcels:
    - 4.3.1 live animals whose conveyance by post is authorized by **the national** legislation of the countries concerned.
- 5 Insertion of correspondence in parcels
  - 5.1 The insertion of the articles mentioned below shall be prohibited in postal parcels:
    - 5.1.1 correspondence, with the exception of archived materials, exchanged between persons other than the sender and the addressee or persons living with them.
- 6 Coins, bank notes and other valuable articles
  - 6.1 It shall be prohibited to insert coins, bank notes, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones, jewels or other valuable articles:
    - 6.1.1 in uninsured letter-post items;
      - 6.1.1.1 however, if the national legislation of the countries of origin and destination permits this, **any of the valuable articles mentioned in 6.1 and corresponding to documents only** may be sent in a closed envelope as registered items;
      - 6.1.1bis in insured letter-post items, except for any of the valuable articles mentioned in 6.1 and corresponding to documents only, which may be sent in a closed envelope as insured items if the national legislation of the countries of origin and destination permits this;**
    - 6.1.2 in uninsured parcels; except where permitted by the national legislation of the countries of origin and destination;
    - 6.1.3 in uninsured parcels exchanged between two countries which admit insured parcels;
      - 6.1.3.1 in addition, any member country or designated operator may prohibit the enclosure of gold bullion in insured or uninsured parcels originating from or addressed to its territory or sent in transit à découvert across its territory; it may limit the actual value of these items.
- 7 Printed papers and items for the blind:
  - 7.1 shall not bear any inscription or contain any item of correspondence;
  - 7.2 shall not contain any postage stamp or form of prepayment, whether cancelled or not, or any paper representing a monetary value, except in cases where the item contains as an enclosure a card, envelope or wrapper bearing the printed address of the sender of the item or his agent in the country of posting or destination of the original item, which is prepaid for return.
- 8 Treatment of items wrongly admitted
  - 8.1 The treatment of items wrongly admitted is set out in the Regulations. However, items containing articles mentioned in 2.1.1, 2.1.2, 3.1 and 3.2 shall in no circumstances be forwarded to their destination, delivered to the addressees or returned to origin. In the case of articles mentioned in 2.1.1 discovered while in transit, such items shall be handled in accordance with the national legislation of the country of transit. In the case of articles mentioned in 3.1 and 3.2 discovered during transport, the relevant designated operator shall be entitled to remove the article from the item and dispose of it. The designated operator may then forward the remainder of the item to its destination, together with information about the disposal of the inadmissible article.

## Article X

(Article 22 amended)

## Liability of designated operators. Indemnities

## 1 General

- 1.1 Except for the cases provided for in article 23, designated operators shall be liable for:
  - 1.1.1 the loss of, theft from or damage to registered items, ordinary **parcels and** insured items;
  - 1.1.2 the return of registered items, insured items and ordinary parcels on which the reason for non-delivery is not given.
- 1.2 Designated operators shall not be liable for items other than those mentioned in 1.1.1 and **1.1.2**.
- 1.3 In any other case not provided for in this Convention, designated operators shall not be liable.
- 1.4 When the loss of or total damage to registered items, ordinary parcels and insured items is due to a case of force majeure for which indemnity is not payable, the sender shall be entitled to repayment of the charges paid for posting the item, with the exception of the insurance charge.
- 1.5 The amounts of indemnity to be paid shall not exceed the amounts mentioned in the Regulations.
- 1.6 In cases of liability, consequential losses, loss of profits or moral damage shall not be taken into account in the indemnity to be paid.
- 1.7 All provisions regarding liability of designated operators shall be strict, binding and complete. Designated operators shall in no case, even in case of severe fault, be liable above the limits provided for in the Convention and the Regulations.

## 2 Registered items

- 2.1 If a registered item is lost, totally rifled or totally damaged, the sender shall be entitled to an indemnity set in the Regulations. If the sender has claimed an amount less than the amount set in the Regulations, designated operators may pay that lower amount and shall receive reimbursement on this basis from any other designated operators involved.
- 2.2 If a registered item is partially rifled or partially damaged, the sender is entitled to an indemnity corresponding, in principle, to the actual value of the theft or damage.

## 3 Ordinary parcels

- 3.1 If a parcel is lost, totally rifled or totally damaged, the sender shall be entitled to an indemnity of an amount set in the Regulations. If the sender has claimed an amount less than the amount set in the Regulations, designated operators may pay that lower amount and shall receive reimbursement on this basis from any other designated operators involved.
- 3.2 If a parcel is partially rifled or partially damaged, the sender shall be entitled to an indemnity corresponding, in principle, to the actual value of the theft or damage.
- 3.3 Designated operators may agree to apply, in their reciprocal relations, the amount per parcel set in the Regulations, regardless of the weight.

## 4 Insured items

- 4.1 If an insured item is lost, totally rifled or totally damaged, the sender shall be entitled to an indemnity corresponding, in principle, to the insured value in SDRs.
- 4.2 If an insured item is partially rifled or partially damaged, the sender shall be entitled to an indemnity corresponding, in principle, to the actual value of the theft or damage. It may, however, in no case exceed the amount of the insured value in SDRs.

5 If a registered or insured letter-post item is returned and the reason for non-delivery is not given, the sender shall be entitled to a refund of the charges paid for posting the item only.

6 If a parcel is returned and the reason for non-delivery is not given, the sender shall be entitled to a refund of the charges paid by the sender for posting the parcel in the country of origin and the expenses occasioned by the return of the parcel from the country of destination.

7 In the cases mentioned in 2, 3 and 4, the indemnity shall be calculated according to the current price, converted into SDRs, of articles or goods of the same kind at the place and time at which the item was accepted for conveyance. Failing a current price, the indemnity shall be calculated according to the ordinary value of articles or goods whose value is assessed on the same basis.

8 When an indemnity is due for the loss of, total theft from or total damage to a registered item, ordinary parcel or insured item, the sender, or the addressee, as the case may be, shall also be entitled to repayment of the charges and fees paid for posting the item with the exception of the registration or insurance charge. The same shall apply to registered items, ordinary parcels or insured items refused by the addressee because of their bad condition if that is attributable to the designated operator and involves its liability.

9 Notwithstanding the provisions set out under 2, 3 and 4, the addressee shall be entitled to the indemnity for a rifled, damaged or lost registered item, ordinary parcel or insured item if the sender waives his rights in writing in favour of the addressee. This waiver shall not be necessary in cases where the sender and the addressee are the same.

10 The designated operator of origin shall have the option of paying senders in its country the indemnities prescribed by its national legislation for registered items and uninsured parcels, provided that they are not lower than those laid down in 2.1 and 3.1. The same shall apply to the designated operator of destination when the indemnity is paid to the addressee. However, the amounts laid down in 2.1 and 3.1 shall remain applicable:

10.1 in the event of recourse against the designated operator liable; or

10.2 if the sender waives his rights in favour of the addressee.

11 Reservations concerning the exceeding of deadlines for inquiries and payment of indemnity to designated operators, including the periods and conditions fixed in the Regulations, shall not be made, except in the event of bilateral agreement.

#### Article XI

(Article 23 amended)

##### Non-liability of member countries and designated operators

1 Designated operators shall cease to be liable for registered items, parcels and insured items which they have delivered according to the conditions laid down in their **national legislation** for items of the same kind. Liability shall, however, be maintained:

1.1 when theft or damage is discovered either prior to or at the time of delivery of the item;

1.2 when, national regulations permitting, the addressee, or the sender if it is returned to origin, makes reservations on taking delivery of a rifled or damaged item;

1.3 when, national regulations permitting, the registered item was delivered to a private mail-box and the addressee declares that he did not receive the item;

1.4 when the addressee or, in the case of return to origin, the sender of a parcel or of an insured item, although having given a proper discharge, notifies the designated operator that delivered the item without delay that he has found theft or damage. He shall furnish proof that such theft or damage did not occur after delivery. The term "without delay" shall be interpreted according to national law.

2 Member countries and designated operators shall not be liable:

2.1 in cases of force majeure, subject to article 18.5.9;

2.2 when they cannot account for items owing to the destruction of official records by force majeure, provided that proof of their liability has not been otherwise produced;

2.3 when such loss or damage has been caused by the fault or negligence of the sender or arises from the nature of the contents;

2.4 in the case of items that fall within the prohibitions specified in article 19;

2.5 when the items have been seized under the national legislation of the country of destination, as notified by the member country or designated operator of that country;

- 2.6 in the case of insured items which have been fraudulently insured for a sum greater than the actual value of the contents;
- 2.7 when the sender has made no inquiry within six months from the day after that on which the item was posted;
- 2.8 in the case of prisoner-of-war or civilian internee parcels;
- 2.9 when the sender's actions may be suspected of fraudulent intent, aimed at receiving compensation.
- 3 Member countries and designated operators shall accept no liability for customs declarations in whatever form these are made or for decisions taken by the Customs on examination of items submitted to customs control.

Article XII  
(Subtitle A of Section VII and Article 27 amended)

Section VII  
Remuneration

**A. General provisions on remuneration and transit charges**

Article 27  
Transit charges

- 1** Closed mails and à découvert transit items exchanged between two designated operators or between two offices of the same member country by means of the services of one or more other designated operators (third party services) shall be subject to the payment of transit charges. The latter shall constitute remuneration for the services rendered in respect of land transit, sea transit and air transit. This principle shall also apply to missent items and misrouted mails.
- 2** **Parcels exchanged between two designated operators or between two offices of the same country by means of the land services of one or more other designated operators shall be subject to the transit land rates, payable to the designated operators which take part in the routeing on land, laid down in the Regulations, according to the distance step applicable.**
- 2.1** **For parcels in transit à découvert, intermediate designated operators shall be authorized to claim the single rate per item laid down in the Regulations.**
- 2.2** **Transit land rates shall be payable by the designated operator of the country of origin unless the Regulations provide for exceptions to this principle.**

Article XIII  
(Article 27bis added)

**Remuneration. General provisions**

- 1** **Subject to exemptions provided for in the Regulations, each designated operator that receives postal items from another designated operator shall have the right to collect from the dispatching designated operator a payment for the costs incurred for postal items received.**
- 2** **For the application of the provisions concerning the payment of remuneration by their designated operators, countries and territories shall be classified in accordance with the lists drawn up for this purpose by Congress in its resolution C 4/2025, as follows:**
- 2.1** **countries and territories in the target system prior to 2010 (group A);**
- 2.2** **countries and territories in the target system as of 2010, 2012 and 2016 (group B);**
- 2.3** **countries and territories in the target system as from 2027 (group C).**

**3** Remuneration shall be based on quality of service performance in the country of destination. The Postal Operations Council shall therefore be authorized to supplement the remuneration in articles 28, 29, 30 and 33 to encourage participation in monitoring systems and to reward designated operators for reaching their quality targets. The Postal Operations Council may also fix penalties in case of insufficient quality, but the remuneration shall not be less than the minimum remuneration according to articles 28, 29, 30 and 33.

**4** Any receiving designated operator may waive, wholly or in part, the payment provided for under 1.

**5** The Postal Operations Council shall be authorized to supplement remuneration and/or fix penalties in relation to designated operators' compliance with the requirements for providing electronic advance data on small packet (E) letter-post items and parcels.

**6** Any designated operator may, by bilateral or multilateral agreement, apply other payment systems for the settlement of remuneration accounts.

**7** Designated operators may apply an optional 10% discount to the priority terminal dues rate for the exchange of non-priority mail.

**8** Access to domestic services. Direct access

**8.1** In principle, each designated operator of a country in group A shall make available to the other designated operators the rates, terms and conditions offered in its domestic service on conditions identical to those proposed to its domestic customers. It shall be up to the designated operator of destination to decide whether the terms and conditions of direct access have been met by the designated operator of origin.

**8.2** Designated operators of countries in groups B and C may opt to make available to a limited number of designated operators the application of domestic conditions for a trial period of two years. After that period, they must choose either to cease making available the application of domestic conditions or to continue to make their own domestic conditions available to all designated operators.

**8.3** If designated operators of countries in groups B and C ask designated operators of countries in group A for the application of domestic conditions, they must make available to all designated operators the rates, terms and conditions offered in their domestic service on conditions identical to those proposed to their domestic customers.

**9** Beginning with rates in effect from 2027, for insured parcels, there shall be an additional payment of 1.500 SDR per item in accordance with provisions laid down in the Regulations. The additional payment shall be reduced to 0.300 SDR per item where the tariffs notified under article 33.1.2 are inclusive of proof of delivery. Designated operators that apply the charge on the basis of the provisions in article 33.8.1 shall receive the amount in accordance with that article, increased by 0.300 SDR.

Article XIV

(Article 28 amended)

Terminal dues. General provisions

**1 to (Deleted.)**

**6**

**1** Payment for letter-post items, including bulk mail but excluding M bags and IBRS items, shall be established on the basis of the application of the rates per item and per kilogramme reflecting the handling costs in the country of destination. Charges corresponding to priority items in the domestic service which are part of the universal service provision will be used as a basis for the calculation of terminal dues rates.

- 2** The terminal dues rates shall be calculated taking into account, where applicable in the domestic service, the classification of items based on their format, as provided for in article 17.5.
- 2.1** The rates per item and per kilogramme are separated for small (P) and large (G) letter-post items and bulky (E) and small packet (E) letter-post items.
- 3** Designated operators shall exchange mails separated on the basis of their format and or content in accordance with the conditions specified in the Regulations.
- 4** Payment for IBRS items shall be as described in the Regulations.
- 5** In 2026, the per-item and per-kilogramme components shall be converted into a total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail in which letter-post items containing documents (P and G format) account for 6.36 items weighing 0.265 kilogrammes and bulky (E) and small packet (E) letter-post items account for 2.70 items weighing 0.735 kilogrammes, except for flows for which the composition of one kilogramme of mail shall be based on sampling in accordance with the conditions specified in the Regulations, as follows:
  - 5.1** all flows between countries in group A;
  - 5.2** flows between countries in group B and between those countries and countries in group A above 50 tonnes;
  - 5.3** flows between countries in group C and between those countries and countries in groups A and B above 75 tonnes.
- 6** From 2027, for flows above 15 tonnes, letter-post items shall be separated on the basis of their content by creating dispatches for items containing documents (P and G format) and small packet (E) letter-post items.
  - 6.1** The Postal Operations Council shall define the further operational, statistical and accounting procedures for the exchange of mails separated on the basis of their format and or content.
    - 6.1.1** For flows below 15 tonnes, and for flows above 15 tonnes where the tonnage of documents is below 25 tonnes, between countries in Group A, format and content separation with a statistical count to ascertain the number of items based on sampling shall still be carried out should the receiving designated operator so notify the other party by 30 September of the preceding year, for application from 1 January of the following year.
  - 6.2** Where letter-post items are separated between items containing documents (P and G format) and small packets (E), the per-item and per-kilogramme components shall be converted into a total rate per kilogramme determined on the basis of the worldwide average number of items for documents and small packet (E) letter-post items, respectively, as follows:
    - 6.2.1** For dispatches containing documents (P and G format): 24.06 items weighing 1 kilogramme;
    - 6.2.2** For dispatches containing small packet (E) letter-post items: 3.66 items weighing 1 kilogramme;
  - 6.3** For flows where the volume of documents exceeds 25 tonnes, the number of items in 6.2.1 shall be substituted by the number of items determined on the basis of sampling in accordance with the conditions specified in the Regulations.
    - 6.3.1** Flows sent by countries in group C that are between 15 and 75 tonnes shall apply a total rate per kilogramme for documents (P and G format) determined on the basis of the number of items described in paragraph 6.2.1 and the minimum rates in article 30.5, as follows:
      - 6.3.1.1** for the year 2027: 11.497 SDR per kilogramme;
      - 6.3.1.2** for the year 2028: 12.008 SDR per kilogramme;
      - 6.3.1.3** for the year 2029: 12.549 SDR per kilogramme;
      - 6.3.1.4** for the year 2030: 13.120 SDR per kilogramme.

**6.4** Where letter-post items are separated between items containing documents (P and G format) and small packets (E), the number of items of small packet (E) letter-post items in 6.2.2 shall be substituted by the number of items determined on the basis of census data or sampling in accordance with the conditions specified in the Regulations, with the exception of flows sent by countries in group C that are between 15 and 75 tonnes in 2027, for which the rate of 5.058 SDR per kilogramme for small packet (E) letter-post items shall apply.

**7** Beginning with rates in effect for the year 2027 onwards, for flows where items are not separated on the basis of their content, the per-item and per-kilogramme components shall be converted into a total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail in which letter-post items containing documents (P and G format) account for 6.36 items weighing 0.265 kilogrammes and small packet (E) letter-post items account for 2.70 items weighing 0.735 kilogrammes.

**7.1** If the flow exceeds 15 tonnes and the letter-post items are not separated on the basis of their content, the designated operator of destination may determine the composition of the mail flow on the basis of sampling in accordance with the conditions specified in the Regulations.

**7.2** If the flow sent by a country in group C exceeds 15 tonnes and the letter-post items are not separated on the basis of their content, the provisions in paragraph 6.3.1 and article 29.1.5.6.1 shall not apply.

**8** For mail flows sent by countries in Group C, the total rate per kilogramme shall apply as follows:

**8.1** for the year 2026, below 75 tonnes: 6.472 SDR per kilogramme;

**8.2** for the year 2027, below 15 tonnes: 6.767 SDR per kilogramme;

**8.3** for the year 2028, below 15 tonnes: 7.071 SDR per kilogramme;

**8.4** for the year 2029, below 15 tonnes: 7.389 SDR per kilogramme;

**8.5** for the year 2030, below 15 tonnes: 7.724 SDR per kilogramme.

**9** M bags weighing less than 5 kilogrammes shall be considered as weighing 5 kilogrammes for terminal dues payment purposes. The terminal dues rates to be applied for M bags shall be:

**9.1** for the year 2026, 1.153 SDR per kilogramme;

**9.2** for the year 2027, 1.205 SDR per kilogramme;

**9.3** for the year 2028, 1.259 SDR per kilogramme;

**9.4** for the year 2029, 1.316 SDR per kilogramme;

**9.5** for the year 2030, 1.375 SDR per kilogramme.

**10** For registered items there shall be an additional payment of 1.745 SDR per item for 2026, 2.500 SDR per item for 2027, 2.613 SDR per item for 2028, 2.731 SDR per item for 2029 and 2.854 SDR for 2030. The Postal Operations Council shall be authorized to supplement remuneration for these and other supplementary services where the services provided contain additional features to be specified in the Regulations.

**11** For insured items containing documents (P and G format), there shall be an additional payment of 2.045 SDR for 2026, 2.800 SDR for 2027, 2.913 SDR per item for 2028, 3.031 SDR per item for 2029 and 3.154 SDR per item for 2030. The Postal Operations Council shall be authorized to supplement remuneration for these and other supplementary services where the services provided contain additional features to be specified in the Regulations.

**12** For tracked delivery service items there shall be a supplementary payment per item for the service feature, in accordance with the conditions specified in the Regulations. The Postal Operations Council shall be authorized to supplement remuneration for tracked delivery service items on the basis of performance in the electronic transmission of information, as specified in the Regulations.

**13** For small packet (E) letter-post items, registered and insured and tracked delivery service items not carrying a barcoded identifier or carrying a barcoded identifier that is not compliant with the UPU's Technical Standard S10, there shall be a further additional payment of 0.5 SDR per item unless otherwise bilaterally agreed.

- 11<sup>3</sup> (Deleted.)
- 14 The remuneration for returned undeliverable letter-post items shall be specified in the Regulations.
- 15 For terminal dues payment purposes, letter-post items posted in bulk in accordance with the conditions specified in the Regulations shall be referred to as “bulk mail”.
- 15.1 **The payment for bulk mail containing goods shall be established as provided for in article 29.1.4 or 29.1.2, as appropriate. The conditions in paragraphs 6.4 and 8 and articles 29.1.5.6.1 and 29.4 shall not apply.**
- 15.2 **The payment for bulk mail containing documents (P and G format) shall be established as provided for in article 30. The conditions in paragraphs 6.3.1 and 8 shall not apply.**
- 15.3 **The designated operator of destination may request the payment by applying the rates per item and per kilogramme. Alternatively, the payment shall be established by applying the total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail in paragraphs 5 and 7 based on the per-item and per-kilogramme rates in articles 29 and 30. The conditions in paragraph 8 and articles 29.1.5.6 and 29.4 shall not apply in the calculation of the total rate per kilogramme.**
- 14 and 15<sup>4</sup> (Deleted.)
- 16 **No reservations may be made to this article.**

## Article XV

(Article 29 amended)

Terminal dues. **Provisions to determine the remuneration rates of bulky (E) and small packet (E) letter-post items**

- 1 **General provisions**
- 1.1 **The provisions in this article shall apply equally to the remuneration of bulky (E) letter-post items in 2026.**
- 1.2 **In 2026, the rates of bulky (E) and small packet (E) letter-post items shall be calculated from the P/G format line at 0.273 kilogrammes, exclusive of VAT or other taxes, as set out in article 30.1.**
- 1.2.1 **The rates in 2026 shall not lead to an increase of more than 13% in revenue for a bulky (E) and small packet (E) letter-post item of 0.273 kilogrammes, compared to 2025.**
- 1.2.2 **In 2026, the rates in 1.2 may not be higher than 1.265 SDR per item and 2.844 SDR per kilogramme.**
- 1.2.3 **In 2026, the rates in 1.2 may not be lower than 0.819 SDR per item and 1.842 SDR per kilogramme.**
- 1.2.4 **Further conditions regarding the calculation of these rates are specified in the Regulations**
- 1.3 **Beginning with rates in effect for the year 2027 onwards, each designated operator shall provide the International Bureau with its domestic rates for equivalent services in order to determine the remuneration rates for small packet (E) letter-post items in accordance with this article.**
- 1.4 **Additionally, designated operators may notify the International Bureau by 1 May of the year preceding the year in which the remuneration rates would apply of a self-declared rate per item and a self-declared rate per kilogramme, expressed in local currency or SDR, that shall apply in the following calendar year for bulky (E) and small packet (E) letter-post items in 2026 and for small packet (E) letter-post items only from 2027. The International Bureau shall annually convert the self-declared rates provided in local currency into values expressed in SDR. To calculate the rates in SDR, the International Bureau shall use the average monthly exchange rate of the five-month period ending on the last day of the month of February of the year preceding the year for which**

<sup>3</sup> Numbering of unamended version of the Convention.<sup>4</sup> Numbering of unamended version of the Convention.

the self-declared rates would be applicable. The resultant rates shall be notified by means of an International Bureau circular no later than 1 July of the year preceding the year in which the self-declared rates would **apply**.

**1.4.1 The rates applicable to bulky (E) and/or small packet (E) letter-post items that have been self-declared pursuant to this article shall substitute the rates determined in accordance with 1.2.**

**1.5** Subject to **1.6**, the self-declared rates shall:

**1.5.1** at the average **weight of a small packet (E) letter-post item of 0.273** kilogrammes, not be higher than the country-specific ceiling rates calculated in accordance with paragraph **1.6**;

**1.5.2** **not exceed 70%**, or the applicable percentage in paragraph 8, of the domestic single-piece charge for items equivalent to **small packet (E) letter-post items** offered by the designated operator in its domestic service and in effect on **1 May** of the year preceding the year for which the self-declared rates would be applicable;

**1.5.3** be based on the domestic single-piece charge in force for items within the designated operator's domestic service having the specified maximum size and shape dimensions of **small packet (E) letter-post items**;

**1.5.4** be made available to all designated operators;

**1.5.5** be applied only to **small packet (E) letter-post items**;

**1.5.6** be applied to **small packet (E) letter-post flows** from countries in **group C**, if the total mail flow is more than **75 tonnes** per year;

**1.5.6.1** where the total mail flow is less than **75 tonnes**, but higher than the volume thresholds in article 28.6, the following rates shall apply to **small packet (E) letter-post flows** from **group C**:

**1.5.6.1.1** for the year 2028, **0.895 SDR per item and 2.012 SDR per kilogramme**;

**1.5.6.1.2** for the year 2029, **0.935 SDR per item and 2.103 SDR per kilogramme**;

**1.5.6.1.3** for the year 2030, **0.977 SDR per item and 2.198 SDR per kilogramme**.

**1.1.7<sup>5</sup>** (Deleted.)

**1.6** The self-declared rates per item and per kilogramme for **small packet (E) letter-post items** shall not be higher than the country-specific ceiling rates determined by a linear regression of 11 points corresponding to 70%, or the applicable percentage in paragraph 8, of the priority single-piece tariffs of equivalent domestic services for 20-gramme, 35-gramme, 75-gramme, 175-gramme, 250-gramme, 375-gramme, 500-gramme, 750-gramme, 1,000-gramme, 1,500-gramme and 2,000-gramme **small packet (E) letter-post items**, exclusive of any taxes.

**1.6.1** The determination of whether the self-declared rates exceed the ceiling rates shall be tested at the average revenue using the most current worldwide average composition of one kilogramme of mail in which an E format item weighs **0.273** kilogrammes. In instances in which the self-declared rates exceed the ceiling rates at the average E format weight of **0.273** kilogrammes, the ceiling per-item and per-kilogramme rates shall apply; alternatively, the designated operator in question may choose to reduce its self-declared rates to a level that conforms with **paragraphs 1.6 and 3, as applicable**.

**1.6.2** When multiple packet rates are available based on thickness, the lesser domestic tariff shall be used for items up to 250 grammes, and the higher domestic tariff shall be used for items above 250 grammes.

**1.6.3** Where zonal rates apply in the equivalent domestic service, the mid-point rate as specified in the Regulations shall be used, and domestic tariffs for non-contiguous zones shall be excluded for determination of the mid-point rate. Alternatively, the determination of the zonal tariff to be used may be based on the actual weighted average distance of **inbound small packet (E) letter-post items** (for the most recent calendar year).

**1.6.4** Where the equivalent domestic service and tariff include additional features that are not part of the basic service, i.e. tracking, signature and insurance services, and such features are extended across all the weight increments listed in paragraph **1.6**, the lesser of the corresponding domestic supplemental rate, the supplemental rate, or the suggested guideline charge in the Acts of the Union shall be deducted from the domestic tariff. The total deduction for all additional features may not exceed 25% of the domestic tariff.

<sup>5</sup> Numbering of unamended version of the Convention.

**2** Where the country-specific ceiling rates calculated in accordance with paragraph 1.6 result in a revenue calculated **for small packet (E)** item at **0.273** kilogrammes that is lower than the revenue calculated for the same item at the same weight on the basis of the rates specified below, the self-declared rates shall not be higher than the following rates:

- 2.1** for the year **2026**, **0.819** SDR per item and **1.842** SDR per kilogramme;
- 2.2** for the year **2027**, **0.856** SDR per item and **1.925** SDR per kilogramme;
- 2.3** for the year **2028**, **0.895** SDR per item and **2.012** SDR per kilogramme;
- 2.4** for the year **2029**, **0.935** SDR per item and **2.103** SDR per kilogramme;
- 2.5** for the year **2030**, **0.977** SDR per item and **2.198** SDR per kilogramme;

**1.3.6 to (Deleted.)**

**2.5<sup>6</sup>**

**3** In addition to the ceiling rates provided for in 1.6, the rates in a given year shall not lead to an increase of more than 10% in the revenue for a small packet (E) letter-post item weighing 0.273 kilogrammes, compared to the previous year.

**3.1** Beginning with rates in effect from 2027, any unused increases may be carried over from previous years and be applied in addition to the increases in paragraph 3. No more than 10 percentage points of unused increases may be carried over from one year to the next.

**4** Where the total letter-post flows between countries in group B, and from those countries to countries in group A, are less than 25 tonnes per year in 2026 and 15 tonnes per year from 2027, the rates for small packet (E) letter-post items shall be determined as follows:

- 4.1** In 2026, in accordance with paragraph 1.2.
- 4.2** From 2027, the self-declared rates in 1.4 shall apply unless the revenue of the self-declared rates at 0.273 kilogrammes is higher than the revenue calculated for the same item at the same weight on the basis of the rates specified below, in which case the following rates shall apply:
  - 4.2.1** for the year 2027, 1.322 SDR per item and 2.972 SDR per kilogramme;
  - 4.2.2** for the year 2028, 1.381 SDR per item and 3.106 SDR per kilogramme;
  - 4.2.3** for the year 2029, 1.443 SDR per item and 3.246 SDR per kilogramme;
  - 4.2.4** for the year 2030, 1.508 SDR per item and 3.392 SDR per kilogramme.

**5** For rates in effect in 2026, the ratio between the self-declared item rate and kilogramme rate shall not change by more than five percentage points upwards or downwards compared with the ratio of the previous year. **For rates in effect in 2027, there are no constraints in terms of the aforementioned ratio. For rates in effect in 2028 and subsequent years, the ratio between the self-declared item rate and kilogramme rate shall not change by more than 20 percentage points upwards or downwards compared with the ratio of the previous year.**

**5.1** The application of paragraph 5 shall not result in a negative ratio between the item rate and kilogramme rate.

**5.2** Further specifications shall be provided in the Regulations.

**4<sup>7</sup>** (Deleted.)

**6** For designated operators that have elected to self-declare their rates **for small packet (E)** letter-post items in a prior calendar year and that do not communicate different self-declared rates for the subsequent year, the existing self-declared rates shall continue to apply unless they do not satisfy the conditions laid out in this article. **The designated operator may collect the minimum rates provided in paragraph 2.**

<sup>6</sup> Numbering of unamended version of the Convention.

<sup>7</sup> Numbering of unamended version of the Convention.

- 6.1** For designated operators that have elected not to self-declare their rates for small packet (E) letter-post items in a prior calendar year and that do not communicate self-declared rates for the subsequent year, the remuneration rates for small packet (E) letter-post items shall be based on the lesser of the revenues at 0.273 kilogrammes between the ceiling rates in 1.6 and the maximum increase in 3 by applying the same ratio between the item rate and kilogramme rate of the previous year.
- 6.2** For designated operators that do not provide the priority single-piece tariffs of equivalent domestic services in paragraph 1.6 by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs used for the calculation for the previous year for the designated operator concerned shall apply. If the designated operator concerned has not notified the International Bureau of the relevant priority single-piece tariffs in any prior year, the minimum rates provided in 2 shall apply.
- 6.2.1** If, by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs have been reduced compared to the notification of these tariffs of a prior year, then the International Bureau shall be informed by the designated operator concerned of any reduction in the domestic charge referred to in this article.

**6<sup>8</sup>** (Deleted.)

**7** A designated operator of a member country that received total annual inbound letter-post volumes in 2018 in excess of 75,000 tonnes (as per the relevant official information provided to the International Bureau or any other officially available information assessed by the International Bureau) may self-declare rates for small packet (E) letter-post items, other than for the letter-post flows from countries in group B that do not exceed 25 tonnes per year in 2026 and 15 tonnes from 2027, or from countries in group C that do not exceed 75 tonnes, for the calendar year in which the rates apply. The said designated operator shall also have the right not to apply the revenue increase limits set out in paragraph 3 for mail flows to, from and between its country and any other country.

- 7.1** Where a designated operator of a member country invokes paragraph 7, all other corresponding designated operators (including those from groups B and C whose outbound flows are referred to in paragraph 7) may do likewise and self-declare rates for small packet (E) letter-post items with respect to the aforementioned designated operator without being subject to the maximum revenue increase limits set out in paragraph 3.
- 7.2** With respect to any such corresponding designated operators that elect to apply self-declared rates under paragraph 7.1 (including those from groups B and C whose outbound flows are referred to in paragraph 7), the same conditions for the self-declaration of rates of the designated operator that invoked paragraph 7 shall reciprocally apply. Paragraphs 8.1 and 8.2 of this article shall also apply to all such corresponding designated operators.
- 7.3** From 2027, where a designated operator applies self-declared rates in line with paragraphs 7.1 and 1.4, the ratio between the rates per item and per kilogramme shall be the same, with a possible deviation of 0.1 percentage points.

## **8 Revision of cost-to-tariff ratio**

- 8.1** If a competent authority with oversight for the designated operator which exercises the aforementioned option in paragraph 7 determines that, in order to cover all costs for handling and delivery of small packet (E) letter-post items, the designated operator's self-declared rate must be based on a cost-to-tariff ratio that exceeds 70% of the domestic single-piece charge, then the cost-to-tariff ratio for that designated operator may exceed 70%, subject to a limitation that the cost-to-tariff ratio to be used shall not exceed one percentage point above the higher of 70% or the cost-to-tariff ratio used in the calculation of the self-declared rates currently in effect, not to exceed 80%, and provided that the designated operator in question furnishes all such supporting information with its notification to the International Bureau under paragraph 1.4, including the validation, in writing, of this information by the aforementioned authority. If any such designated operator increases its cost-to-tariff ratio based on such a determination of a competent authority, then it shall notify the International Bureau of that ratio by 1 May of the year preceding the year in which the ratio shall apply. Further specifications related to the costs and revenues to be used for the calculation of the specific cost-to-tariff ratio shall be provided in the Regulations.

<sup>8</sup> Numbering of unamended version of the Convention.

**8.2** If a competent authority with oversight for a designated operator classified in group C determines that, in order to cover all costs for handling and delivery of small packet (E) letter-post items, the designated operator's ceiling rates must be based on a cost-to-tariff ratio that exceeds 70% of the domestic single-piece charge, then the cost-to-tariff ratio for that designated operator may exceed 70% provided that the designated operator in question furnishes all such supporting information with its notification to the International Bureau under paragraph 1, including the validation, in writing, of this information by the aforementioned authority. If any such designated operator increases its cost-to-tariff ratio based on such a determination of a competent authority, then it shall notify the International Bureau of that ratio by 1 May of the year preceding the year in which the ratio shall apply. Further specifications related to the costs and revenues to be used for the calculation of the specific cost-to-tariff ratio shall be provided in the Regulations.

**9 to (Deleted.)**

**10.3<sup>9</sup>**

**9** If a designated operator exercises the option to self-declare rates in accordance with paragraph 7, the said designated operator should consider making available to sending designated operators of Union member countries, on a non-discriminatory basis, proportionately adjusted charges for volume and distance, to the extent practicable and available in the receiving **designated operator's** published domestic service for similar services under a bilateral agreement, within the framework of the rules of the national regulatory authority.

**10** Any additional conditions and procedures for the self-declaration of rates applicable to small packet (E) letter-post items shall be laid down in the Regulations.

**11** No reservations may be made to this article.

Article XVI

(Article 30 amended)

Terminal dues. Provisions to determine the remuneration rates of document (P and G format) letter-post items

**1 to (Deleted.)**

**4<sup>10</sup>**

**1** The per-item and per-kilogramme remuneration rates for small (P) and large (G) letter-post items containing documents shall be calculated on the basis of 70% of the charges for a 20-gramme small (P) letter-post item and for a 175-gramme large (G) letter-post item, exclusive of VAT or other taxes.

**2** The Postal Operations Council shall define the conditions for the calculation of the rates as well as the necessary operational, statistical and accounting procedures for the exchange of format-separated mails.

**3** The rates in a given year shall not lead to an increase of more than 13% in the terminal dues revenue for a letter-post item in the P/G format of **42.3 grammes**.

**4** The rates applied for small (P) and for large (G) letter-post items may not be higher than:

**4.1** for the year **2026**, **0.473** SDR per item and **3.692** SDR per kilogramme;

**4.2** for the year **2027**, **0.508** SDR per item and **3.969** SDR per kilogramme;

**4.3** for the year **2028**, **0.546** SDR per item and **4.267** SDR per kilogramme;

**4.4** for the year **2029**, **0.587** SDR per item and **4.587** SDR per kilogramme;

**4.5** for the year **2030**, **0.631** SDR per item and **4.931** SDR per kilogramme.

**9 to (Deleted.)**

**9.4<sup>11</sup>**

<sup>9</sup> Numbering of unamended version of the Convention.

<sup>10</sup> Numbering of unamended version of the Convention.

<sup>11</sup> Numbering of unamended version of the Convention.

**5** The rates **applied for** small (P) and for large (G) letter-post items may not be lower than:

**5.1** for the year **2026**, **0.345** SDR per item and **2.690** SDR per kilogramme;

**5.2** for the year **2027**, **0.361** SDR per item and **2.811** SDR per kilogramme;

**5.3** for the year **2028**, **0.377** SDR per item and **2.937** SDR per kilogramme;

**5.4** for the year **2029**, **0.394** SDR per item and **3.069** SDR per kilogramme;

**5.5** for the year **2030**, **0.412** SDR per item and **3.207** SDR per kilogramme.

**11 to (Deleted.)**

**17**<sup>12</sup>

**6** No reservations may be made to this article.

Article XVII

(Article 31 deleted)

Terminal dues. Provisions applicable to mail flows to, from and between designated operators of countries in the transitional system

**(Deleted.)**

Article XVIII

(Article 32 amended)

Quality of Service Fund

**1** Terminal dues payable by all **countries to** the countries classified as least developed **countries in** group **C** for terminal dues and Quality of Service Fund (QSF) purposes, except for M bags, IBRS items and bulk mail items, shall be increased by 20% of the rates provided for in article **28**, **29** or **30** for payment into the QSF for improving the quality of service in those countries. There shall be no such payment from one group **C** country to another group **C** country.

**2** Terminal dues, except for M bags, IBRS items and bulk mail items, payable by **countries classified** as group **A** countries to the countries classified as group **C** countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 10% of the of the rates provided for in article **28**, **29** or **30**, for payment into the QSF for improving the quality of service in those countries.

**3** Terminal dues, except for M bags, IBRS items and bulk mail items, payable by **countries classified** as group **B** countries (**excluding those which joined the target system as from 2016**) to the countries classified as group **C** countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 10% of the rates provided for in article **28**, **29** or **30**, for payment into the QSF for improving the quality of service in those countries.

**4** Terminal dues, except in respect of M bags, IBRS items and bulk mail items, payable by **countries classified** as group **B** countries **which joined the target system as from 2016** to the countries classified as group **C** countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 5% of the rates provided for in article **28**, **29** or **30**, for payment into the QSF for improving the quality of service in those countries.

**5** An increase of 1%, calculated on the basis of terminal dues payable by **countries classified** as group **A** and **B** countries to the countries classified as group **B** countries **which joined the target system as from 2016**, except in respect of M bags, IBRS items and bulk mail items, shall be paid into a common fund to be established for improving the quality of service in countries classified in groups **B** and **C** and managed in accordance with the relevant procedures set by the Postal Operations Council.

<sup>12</sup> Numbering of unamended version of the Convention.

6 An increase of 0.5%, calculated on the basis of terminal dues payable by **countries classified as group A and B countries** to the countries classified as group **B countries which joined the target system as from 2016**, except in respect of M bags, IBRS items and bulk mail items, shall be paid into a special account to be established as part of the common fund referred to in paragraph 5, specifically for improving the quality of service in group **C countries** classified by the United Nations as least developed countries and managed in accordance with the relevant procedures set by the Postal Operations Council.

7 Subject to the relevant procedures set by the Postal Operations Council, any unused amounts contributed under paragraphs 1, 2, 3 and 4 of this article and accumulated over the four preceding QSF reference years (with 2018 as the earliest reference year) shall also be transferred to the common fund referred to in paragraph 5 of this article. For the purposes of this paragraph, only funds that have not been used in QSF-approved quality of service projects within two years following receipt of the last payment of contributed amounts for any given four-year period as defined above shall be transferred to the aforementioned common fund.

8 The combined terminal dues payable into the QSF for improving the quality of service of countries in group **C** shall be subject to a minimum of 20,000 SDR per annum for each beneficiary country. The additional funds needed for reaching this minimum amount shall be invoiced, in proportion to the volumes exchanged, to the countries in groups **A** and **B**.

9 The Postal Operations Council shall adopt or **update procedures** for financing QSF projects.

Article XIX  
(Article 33 amended)

#### **Provisions to determine the remuneration rates of parcels**

##### **1 General provisions**

**1.1 In 2026**, parcels exchanged between two designated operators shall be subject to inward land rates calculated by combining the base rate per parcel and base rate per kilogramme laid down in the Regulations.

**1.1.1 In 2026**, the global minimum base rate shall correspond to **4.25 SDR for a parcel of 5 kilogrammes**. The global minimum base rate results from the application of the following formula: **2.85 SDR per parcel plus 0.28 SDR per kilogramme**. Each designated operator shall collect at least this global minimum base rate.

**1.1.2 Designated operators may increase their per-parcel and per-kilogramme base rates by up to 40%**, on the basis of the service features provided, in accordance with provisions laid down in the Regulations.

**1.1.3** The rates mentioned in **1.1, 1.1.1 and 1.1.2** shall be payable by the designated operator of the country of origin, unless the Regulations provide for exceptions to this principle.

**1.1.4** The inward land rates shall be uniform for the whole of the territory of each country.

**1.2 Beginning with rates in effect for the year 2027 onwards**, each designated operator shall provide the International Bureau with its domestic rates for equivalent services in order to determine the ceiling rates for parcels.

**1.2.1 The country-specific ceiling rates shall be determined by a linear regression of 7 points corresponding to 100% of the priority single-piece tariffs of equivalent domestic services for 250-gramme, 500-gramme, 1-kilogramme, 2-kilogramme, 5-kilogramme, 10-kilogramme and 20 kilogramme parcel-post items with tracking, exclusive of any taxes.**

**1.2.2 The domestic single-piece charge for items equivalent to parcels offered by the designated operator in its domestic service shall be those in effect on 1 May of the year preceding the year for which the parcel remuneration rates would be applicable and shall correspond to the specified maximum size and shape dimensions of parcel-post items.**

**1.2.3 Where zonal rates apply in the equivalent domestic service, the mid-point rate as specified in the Regulations shall be used, and domestic tariffs for non-contiguous zones shall be excluded for determination of the mid-point rate. Alternatively, the determination of the zonal tariff to be used may be based on the actual weighted average distance of inbound parcels (for the most recent calendar year).**

- 1.2.4** Where priority single-piece tariffs in the domestic service are exclusively determined on the basis of their size or dimensions and not their weight, those tariffs shall be used to determine the values in 1.2.1 in accordance with the conditions specified in the Regulations.
- 1.2.5** A designated operator of a country in group C may elect not to provide its domestic rates in accordance with the provisions applicable in paragraph 4.
- 1.2.6** For designated operators that do not provide the priority single-piece tariffs of equivalent domestic services in paragraph 1.2 by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs used for the previous year for the designated operator concerned shall apply. If the designated operator concerned has not notified the International Bureau of the relevant priority single-piece tariffs in any prior year, then the minimum rates provided in paragraph 5 shall apply.
- 1.2.6.1** If, by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs have been reduced compared to the notification of these tariffs of a prior year, the International Bureau shall be informed by the designated operator concerned of any reduction in the domestic charge referred to in this article.
- 1.3** Additionally, designated operators may notify the International Bureau by 1 May of the year preceding the year in which the remuneration rates would apply of a self-declared rate per item and a self-declared rate per kilogramme, expressed in local currency or SDR, that shall apply to parcels in the following calendar year. The International Bureau shall annually convert the self-declared rates provided in local currency into values expressed in SDR. To calculate the rates in SDR, the International Bureau shall use the average monthly exchange rate of the five-month period ending on the last day of the month of February of the year preceding the year for which the self-declared rates would be applicable. The resultant rates shall be notified by means of an International Bureau circular no later than 1 July of the year preceding the year in which the self-declared rates would apply.
- 2** At the average parcel weight of 4.652 kilogrammes, the self-declared rates shall not be higher than the annual maximum revenue determined as follows:
- 2.1** 2027: 25% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2 and 75% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the inward land rates in effect in 2026;
- 2.2** 2028: 50% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2 and 50% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the inward land rates in effect in 2026;
- 2.3** 2029: 75% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2 and 25% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the inward land rates in effect in 2026;
- 2.4** 2030: 100% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2;
- 2.5** In 2.1 to 2.4 above, the inward land rates are the per-parcel and per-kilogramme base rates in 1.1 of the year 2026 further increased by 40% and reduced by 1.200 SDR per parcel. The deduction of 1.200 SDR shall not be made for those designated operators whose domestic service tariffs notified under 1.2.1 are inclusive of proof of delivery.
- 3** Maximum annual increases and decreases
- 3.1** Where the maximum annual revenue in 2 is higher than the revenue of the previous year increased by 20%, then the revenue of the previous year increased by 20% shall substitute the maximum revenue in 2.
- 3.2** Where the maximum annual revenue in 2 is less than the revenue of the previous year decreased by 10%, then the revenue of the previous year decreased by 10% shall substitute the maximum revenue in 2.
- 3.3** For the rates in effect in 2027, the revenue of the previous year shall be the revenue calculated at the weight of 4.652 kilogrammes on the basis of the per-parcel and per-kilogramme base rates in 1.1 of the year 2026 further increased by 40% and reduced by 1.200 SDR per parcel.

- 3.3.1 The deduction of 1.200 SDR in paragraph 3.3 shall not be made for those designated operators whose domestic service tariffs notified under 1.2.1 are inclusive of proof of delivery.
- 3.4 For the rates in effect from 2028, the revenue of the previous year shall be the revenue calculated at the weight of 4.652 kilogrammes on the basis of the self-declared per-item and per-kilogramme rates.
- 4 Beginning with rates in effect from 2027, if the competent authority with oversight for the designated operator classified in group C determines that domestic tariffs in 1.2.1 are not set in relation to costs, the designated operator may substitute the maximum revenue in 2 and 3 above with the per-parcel and per-kilogramme base rates in 1.1 of the year 2026, further increased by 40% and subsequently reduced by 1.200 SDR per parcel. Beginning with rates in effect from 2028, the designated operator invoking the provision in 4 may apply an annual increase of 4.5% to these rates.
- 4.1 The determination by the competent authority in 4 shall be submitted, in writing, to the International Bureau by 1 May of the year preceding the year in which the rates take effect.
- 4.2 The designated operator invoking paragraph 4 shall self-declare a per-parcel and per-kilogramme rate in accordance with all other provisions in this article. The revenue calculated at the weight of 4.652 kilogrammes on the basis of these self-declared rates shall not exceed:
- 4.2.1 2027: 10.697 SDR;
- 4.2.2 2028: 11.177 SDR;
- 4.2.3 2029: 11.679 SDR;
- 4.2.4 2030: 12.204 SDR.
- 5 Where the maximum revenues calculated in accordance with paragraphs 2, 3 and 4 result in a revenue calculated for a parcel item at 4.652 kilogrammes that is lower than the revenue calculated for the same item at the same weight on the basis of the minimum global rates specified below, the self-declared rates shall not be higher than the following rates:
- 5.1 for the year 2027, 4.560 SDR per item and 0.448 SDR per kilogramme;
- 5.2 for the year 2028, 4.765 SDR per item and 0.468 SDR per kilogramme;
- 5.3 for the year 2029, 4.979 SDR per item and 0.489 SDR per kilogramme;
- 5.4 for the year 2030, 5.203 SDR per item and 0.511 SDR per kilogramme.
- 6 The determination of whether the self-declared rates exceed the maximum revenues in paragraphs 2, 3 and 4 shall be tested at the revenue using the average parcel weight of 4.652 kilogrammes. In instances where the notified self-declared rates exceed the maximum revenues in paragraphs 2, 3 and 4 the provisions in paragraph 7.1 shall apply; alternatively, the designated operator in question may choose to reduce its self-declared rates to a level that complies with the provisions of this article.
- 6.1 The self-declared rate per parcel in paragraph 6 shall not be less than the maximum performance-related incentive specified in the Regulations. This amount shall be deducted from the self-declared per-parcel rate published by means of an International Bureau circular no later than 1 July of the year preceding the year in which the self-declared rates would apply.
- 6.2 The designated operator can recover the amount in 6.1, in full or in part, by providing service features, in accordance with provisions laid down in the Regulations.
- 7 For designated operators that have elected to self-declare their rates for parcels in a prior calendar year and that do not communicate different self-declared rates for the subsequent year, the existing self-declared rates shall continue to apply unless they do not satisfy the conditions laid out in this article. The designated operator may apply the minimum rates provided in paragraph 5.
- 7.1 For designated operators that have elected not to self-declare their rates for parcels in a prior calendar year and that do not communicate self-declared rates for the subsequent year, the remuneration rates shall be based on maximum revenues in paragraphs 2 and 3 and apply the same ratio between the item rate and kilogramme rate of the previous year or determined in accordance with the provisions in paragraph 4, as appropriate.

**8** Beginning with rates in effect for the year 2027 onwards, for parcels with proof of delivery, there shall be an additional payment of 1.200 SDR per item or the charge applicable for proof of delivery in the domestic service. This remuneration shall not be paid to those designated operators whose domestic service tariffs notified under 1.2.1 are inclusive of proof of delivery.

**8.1** Designated operators that apply the equivalent charge in the domestic service shall notify the International Bureau by no later than 1 May of the year preceding the year in which the rates take effect of that charge, exclusive of any taxes, in effect on that date. To calculate the rates in SDR, the International Bureau shall use the average monthly exchange rate of the five-month period ending on the last day of the month of February of the year preceding the year for which the payment would be applicable. The applicable amount shall be published, in SDR, in the same circular referred to in paragraph 1.3.

**9** Where the domestic tariffs for a parcel weighing 4.652 kilogrammes with delivery to the non-contiguous zones were excluded from the calculation of the ceiling rates in 1.2, the destination designated operator may apply a supplementary rate to its self-declared rates for items delivered to these zones that shall correspond to or be lower than the difference between these values in accordance with the conditions set out in the Regulations.

**2 to (Deleted.)**

**2.2<sup>13</sup>**

**10** Any designated operator which participates in the sea conveyance of parcels shall be authorized to claim sea rates. These rates shall be payable by the designated operator of the country of origin, unless the Regulations provide for exceptions to this principle.

**10.1** For each sea conveyance used, the sea rate shall be laid down in the Regulations according to the distance step applicable.

**10.2** Designated operators may increase by 50% at most the sea rate calculated in accordance with **10.1**. On the other hand, they may reduce it as they wish.

Article XX

(Article 35 amended)

Provisions specific to the settlement of accounts and payments for international postal exchanges

**1** Settlements and payments in respect of operations carried out in accordance with the present Convention (including settlements and payments for the transport (forwarding) of postal items, settlements and payments for the treatment of postal items in the country of destination **or transit** and settlements and payments in compensation for any loss, theft or damage relating to postal items) shall be based on and made in accordance with the provisions of the Convention and other Acts of the Union, and shall not require the preparation of any documents by a designated operator except in cases provided for in the Acts of the Union.

**2** In order to ensure the provision of the universal postal service, as set forth in article 3, and the integrity of the international postal network, designated operators shall make payments for operations carried out in accordance with the **Acts of the Union**. **Following settlement, if a designated operator fails to pay another designated operator in a timely manner for undisputed debts stemming from such operations, in accordance with the relevant provisions of the Acts of the Union, the creditor designated operator may suspend the provision of postal services as per the relevant procedures set forth in the Regulations (without prejudice to Council of Administration guidance on matters of fundamental policy and principles).**

<sup>13</sup> Numbering of unamended version of the Convention.

Article XXI

(Article 36 amended)

Authority of the Postal Operations Council to fix charges and rates

1 The Postal Operations Council shall have the authority to fix the following **rates, charges and other elements as outlined in paragraph 1.3**, which are payable by designated operators in accordance with the conditions shown in the Regulations:

- 1.1 transit charges for the handling and conveyance of letter mails through one or more intermediary countries;
- 1.2 basic rates and air conveyance dues for the carriage of mail by air;
- 1.3 **performance-related incentive elements for parcels;**
- 1.4 transit land rates for the handling and conveyance of parcels through an intermediary country;
- 1.5 sea rates for the conveyance of parcels by sea.
- 1.6 outward land rates for the provision of the merchandise return service for parcels.

2 Any revision made, in accordance with a methodology that ensures equitable remuneration for designated operators performing the services, must be based on reliable and representative economic and financial data. Any change decided upon shall enter into force at a date set by the Postal Operations Council.

Article XXII

Entry into force and duration of the Additional Protocol to the Universal Postal Convention

This Additional Protocol shall come into force on 1 January 2027 (with the exception of articles IV, V, X, XII to XIX and XXI, as well as the amendments made to paragraphs 2.1, 2.4 and 3.3. of article VIII and paragraphs 4.2, 6.1.1.1 and 6.1.1bis of article IX, which shall come into force on 1 January 2026), and shall remain in force for an indefinite period.

In witness whereof the plenipotentiaries of the governments of the member countries have drawn up this Additional Protocol, which shall have the same force and the same validity as if its provisions were inserted in the text of the Universal Postal Convention itself, and they have signed it in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Universal Postal Union.

Done at Dubai, 19 September 2025.

*See signatures below.*



Pour  
la RÉPUBLIQUE ISLAMIQUE  
D'AFGHANISTAN:

Pour  
la RÉPUBLIQUE ALGÉRIENNE  
DÉMOCRATIQUE ET POPULAIRE:



Pour  
la RÉPUBLIQUE SUD-AFRICAINE:

Pour  
la RÉPUBLIQUE FÉDÉRALE D'ALLEMAGNE:

*subject to ratification*



Pour  
la RÉPUBLIQUE D'ALBANIE:

Pour  
la RÉPUBLIQUE D'ANGOLA:



Pour  
ANTIGUA-ET-BARBUDA:

Pour  
la RÉPUBLIQUE D'ARMÉNIE:



Pour  
le ROYAUME D'ARABIE SAOUDITE:

Pour  
ARUBA, CURAÇAO ET S. MAARTEN:

  
Anef Abanoui  
~~XXXXXXXXXX~~  
عنهف أبانوي



Pour  
la RÉPUBLIQUE ARGENTINE:

Pour  
l'AUSTRALIE:

  
CARLOS A. MORANO



  
Camilo Beldini

Pour  
la RÉPUBLIQUE D'AUTRICHE:



Pour  
la RÉPUBLIQUE D'AZERBAÏDJAN:

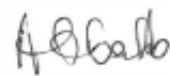
Pour  
le COMMONWEALTH DES BAHAMAS:

Pour  
le ROYAUME DE BAHREÏN:

Pour  
la RÉPUBLIQUE POPULAIRE  
DU BANGLADESH:



Pour  
la BARBADE:



Pour  
la RÉPUBLIQUE DU BÉLARUS:

Pour  
le ROYAUME DE BELGIQUE:

Sous Réserve de  
Ratification,

Jelle  
chargé d'Affaires  
A.i.  
Premier Conseiller de l'IBPT

Pour  
le BELIZE:

Pour  
la RÉPUBLIQUE DU BÉNIN:

Pour  
le ROYAUME DU BHOUTAN:

Subject to ratification

Pour  
l'ÉTAT PLURINATIONAL DE BOLIVIE:

Sujeto a ratificación.

Mario Maclonal Alvarez  
Representante Permanente  
del Estado Plurinacional de Bolivia ante O.O.U.  
con sede en Ginebra

Pour  
la BOSNIE-HERZÉGOVINE:



Pour  
la RÉPUBLIQUE DU BOTSWANA:

Pour  
la RÉPUBLIQUE FÉDÉRATIVE DU BRÉSIL:

Lumirya Souza de Souza

Pour  
le BRUNÉI DARUSSALAM:



Pour  
la RÉPUBLIQUE DE BULGARIE:



Pour  
le BURKINA FASO:



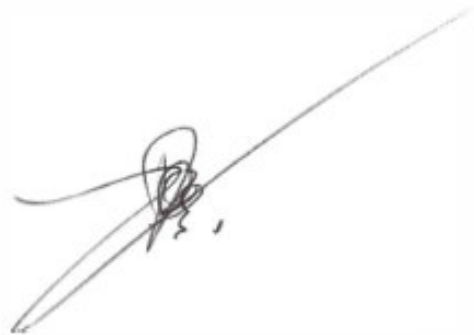
Pour  
la RÉPUBLIQUE DU BURUNDI:

NZOMBOWANKI RA MUKOSHA



le 19/9/2025

Pour  
la RÉPUBLIQUE DU CAMEROUN:

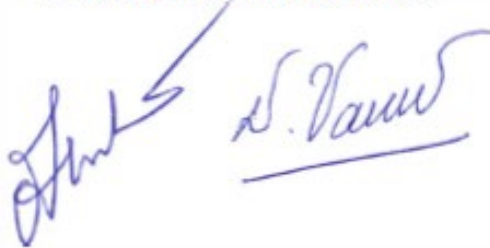


Pour  
la RÉPUBLIQUE DE CABO VERDE:



Pour  
le CANADA:

Pour  
le ROYAUME DU CAMBODGE:



Pour  
la RÉPUBLIQUE DU CHILI:



Pour  
la RÉPUBLIQUE POPULAIRE DE CHINE:



Pour  
l'UNION DES COMORES:



Pour  
la RÉPUBLIQUE DE CHYPRE:



Pour  
la RÉPUBLIQUE DU CONGO:

Pour  
la RÉPUBLIQUE DE COLOMBIE:



Pour  
la RÉPUBLIQUE DU COSTA RICA:



Pour  
la RÉPUBLIQUE DE CÔTE D'IVOIRE:



Pour  
la RÉPUBLIQUE DE CROATIE:



Pour  
la RÉPUBLIQUE DE CUBA:



Pour  
le ROYAUME DU DANEMARK:



Pour  
la RÉPUBLIQUE DE DJIBOUTI:

Pour  
le COMMONWEALTH DE DOMINIQUE:

Pour  
la RÉPUBLIQUE ARABE D'ÉGYPTE:



Pour  
la RÉPUBLIQUE DE L'ÉQUATEUR:



Pour  
la RÉPUBLIQUE D'EL SALVADOR:



Pour  
l'ÉRYTHRÉE:

Pour  
les ÉMIRATS ARABES UNIS:



Pour  
le ROYAUME D'ESPAGNE:



Pour  
la RÉPUBLIQUE D'ESTONIE:



Pour  
le ROYAUME D'ESWATINI:



Pour  
les ÉTATS-UNIS D'AMÉRIQUE:

*Subject to cabinet  
acceptance*



Pour  
la RÉPUBLIQUE FÉDÉRALE  
DÉMOCRATIQUE D'ÉTHIOPIE:

Pour  
la FÉDÉRATION DE RUSSIE:



Pour  
la RÉPUBLIQUE DES FIDJI:

Pour  
la RÉPUBLIQUE DE FINLANDE:

Pour  
la RÉPUBLIQUE DE GAMBIE:

Pour  
la RÉPUBLIQUE FRANÇAISE:

Pour  
la GÉORGIE:



Pour  
la RÉPUBLIQUE GABONAISE:

Pour  
la RÉPUBLIQUE DU GHANA:



Pour  
la RÉPUBLIQUE HELLÉNIQUE:

 19.9.2025  
 19.9.2025

Pour  
la GRENADÉ:

Pour  
la RÉPUBLIQUE DU GUATEMALA:



Pour  
la RÉPUBLIQUE DE GUINÉE:

Rose Pola Fricemou  
Ministre des Postes, des télécom  
munications et de l'économie mini  
que

19-09-2025

Dubai, EAU.



Pour  
la RÉPUBLIQUE DE GUINÉE-BISSAU:

Pour  
la RÉPUBLIQUE DE GUINÉE ÉQUATORIALE:

  
HASAN ESONO  
ANUSOBO

Pour  
la RÉPUBLIQUE COOPÉRATIVE  
DU GUYANA:

Pour  
la HONGRIE:

Pour  
la RÉPUBLIQUE D'HAÏTI:

Pour  
les ÎLES SALOMON:

Jean-Marc François St. Guillaume  
Ambassadeur d'Haïti au Qatar  
18- Septembre 2029



Pour  
la RÉPUBLIQUE DU HONDURAS:

Pour  
la RÉPUBLIQUE DE L'INDE:



Vandita Kaul

ds  
19/9/2015

Janus  
19.9.25

Mikans  
18/9/25

Pour  
la RÉPUBLIQUE D'INDONÉSIE:



Pour  
la RÉPUBLIQUE ISLAMIQUE D'IRAN:

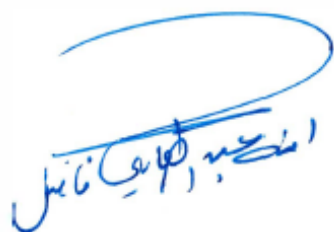


Mohammad Ahmadi

Pour  
la RÉPUBLIQUE D'IRAQ:



Zaineb Al-Banna



محمد باقر

Pour  
l'IRLANDE:



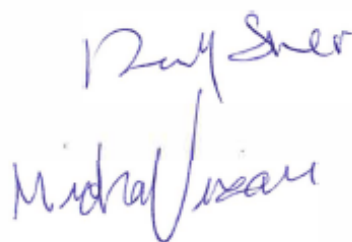
Pour  
l'ISLANDE:



Pour  
l'ÉTAT D'ISRAËL:



N. Henig




Rafael Sher  
Michal Usan



Pour  
la RÉPUBLIQUE ITALIENNE:

  
Beate von


Pour  
le ROYAUME HACHÉMITE DE JORDANIE:

  
Handwritten signature in Arabic script


Pour  
la JAMAÏQUE:

  
2025/09/19  
  
19/9/2025

Pour  
la RÉPUBLIQUE DU KAZAKHSTAN:

  
Diana Nazarbayeva  
18<sup>th</sup> of September, 2025

Pour  
le JAPON:

  
18<sup>th</sup> September 2025.

Pour  
la RÉPUBLIQUE DU KENYA:

  
18<sup>th</sup> September 2025

Pour  
la RÉPUBLIQUE KIRGHIZE:



Pour  
le ROYAUME DU LESOTHO:



19/09/2025.

Pour  
la RÉPUBLIQUE DE KIRIBATI:

Pour  
la RÉPUBLIQUE DE LETTONIE:



Pour  
l'ÉTAT DU KOWEÏT:

Pour  
la RÉPUBLIQUE LIBANAISE:

Pour  
la RÉPUBLIQUE DU LIBÉRIA:



Pour  
l'ÉTAT DE LIBYE:

Pour  
la PRINCIPAUTÉ DU LIECHTENSTEIN:



Pour  
la RÉPUBLIQUE DE LITUANIE:

Pour  
le GRAND-DUCHÉ DE LUXEMBOURG:



Pour  
la RÉPUBLIQUE DE MACÉDOINE DU NORD:



Pour  
la RÉPUBLIQUE DE MADAGASCAR:



Pour  
la MALAISIE:



Pour  
la RÉPUBLIQUE DU MALAWI:

Pour  
la RÉPUBLIQUE DES MALDIVES:



Pour  
la RÉPUBLIQUE DU MALI:



Pour  
la RÉPUBLIQUE DE MALTE:



Pour  
le ROYAUME DU MAROC:

Two blue ink signatures for Morocco. The first is a large, stylized signature with several loops. The second is a more compact signature with horizontal strokes.

Pour  
la RÉPUBLIQUE DE MAURICE:

Pour  
la RÉPUBLIQUE ISLAMIQUE  
DE MAURITANIE:

Pour  
les ÉTATS-UNIS DU MEXIQUE:

A blue ink signature for Mexico, consisting of a few fluid, connected strokes.

Pour  
la PRINCIPAUTÉ DE MONACO:

Pour  
la MONGOLIE:

A blue ink signature for Mongolia, featuring a large, sweeping initial stroke followed by several smaller strokes.

Sh. Odenbaatar

18.09.2025

Pour  
le MONTÉNÉGRO:

*Andrija Radović*

Pour  
la RÉPUBLIQUE DE NAMIBIE:

Pour  
la RÉPUBLIQUE DU MOZAMBIQUE:

*Martine Anala*  
*19/09/2025*

Pour  
la RÉPUBLIQUE DE NAURU:

Pour  
la RÉPUBLIQUE DE L'UNION DU MYANMAR:

Pour  
le NÉPAL:

Pour  
la RÉPUBLIQUE DU NICARAGUA:



Pour  
le ROYAUME DE NORVÈGE:



Pour  
la RÉPUBLIQUE DU NIGER:



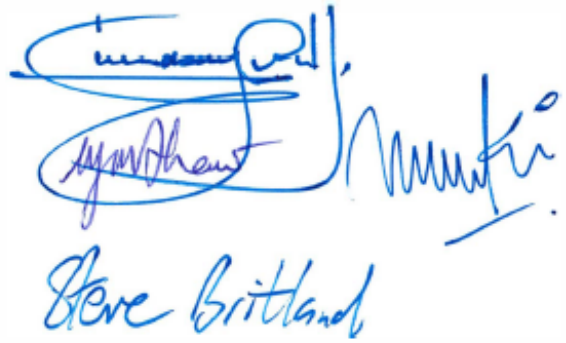
ADJALI SALATOU 18/09/25  
NIGER

Pour  
la RÉPUBLIQUE FÉDÉRALE DU NIGÉRIA:



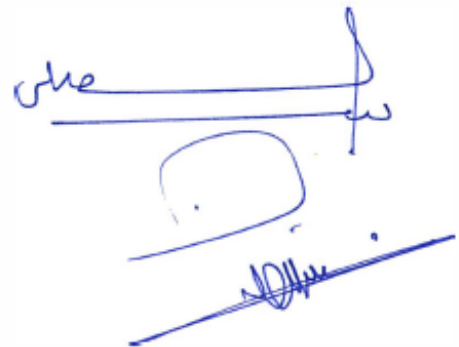
ADJELAN RAYU  
CHAIRMAN  
18/09/2025

Pour  
la NOUVELLE-ZÉLANDE:



Steve Britland

Pour  
le SULTANAT D'OMAN:



Pour  
la RÉPUBLIQUE DE L'OUGANDA:



Pour  
la RÉPUBLIQUE DU PANAMA:



Pour  
la RÉPUBLIQUE D'OUZBÉKISTAN:



Тоғай  
Тоғай

Pour  
l'ÉTAT INDÉPENDANT DE PAPOUASIE-  
NOUVELLE-GUINÉE:

Pour  
la RÉPUBLIQUE ISLAMIQUE DU PAKISTAN:



18.09.2025.

Pour  
la RÉPUBLIQUE DU PARAGUAY:



Pour  
le ROYAUME DES PAYS-BAS:

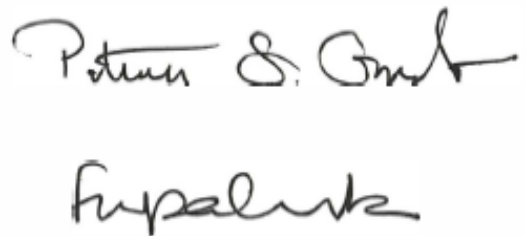


Pour  
la RÉPUBLIQUE DU PÉROU:

Pour  
la RÉPUBLIQUE DE POLOGNE:



Pour  
la RÉPUBLIQUE PORTUGAISE:



Pour  
la RÉPUBLIQUE DES PHILIPPINES:



Pour  
l'ÉTAT DU QATAR:



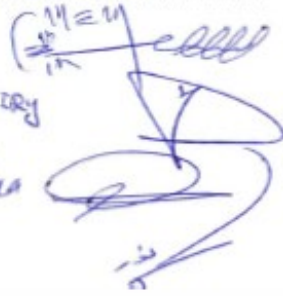
Pour  
la RÉPUBLIQUE ARABE SYRIENNE:

Emad Aiden Hamad


MOHAMAD AIEF ALDAIRY

Emad Al shehadat

Nour Arratt

A collection of handwritten signatures in blue ink, including some with Arabic characters and others that are stylized cursive.

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
DU CONGO:

A single, large, stylized handwritten signature in blue ink, consisting of several overlapping loops.

Pour  
la RÉPUBLIQUE CENTRAFRICAINE:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
POPULAIRE LAO:

A handwritten signature in blue ink, featuring a large, flowing initial 'G' followed by several smaller, connected strokes.

Kayluxa Insisangwa

Pour  
la RÉPUBLIQUE DE CORÉE:

Pour  
la RÉPUBLIQUE DE MOLDOVA:

Halkum CHD  
Republic of  
Korea.

Pour  
la RÉPUBLIQUE DOMINICAINE:



Pour  
la RÉPUBLIQUE POPULAIRE  
DÉMOCRATIQUE DE CORÉE:

Pour  
la RÉPUBLIQUE-UNIE DE TANZANIE:



Pour  
la ROUMANIE:



Pour  
le ROYAUME-UNI DE GRANDE-BRETAGNE  
ET D'IRLANDE DU NORD:



Pour  
les TERRITOIRES D'OUTRE-MER  
DONT LES RELATIONS INTERNATIONALES  
SONT ASSURÉES PAR LE GOUVERNEMENT  
DU ROYAUME-UNI DE GRANDE-BRETAGNE  
ET D'IRLANDE DU NORD:



Pour  
la RÉPUBLIQUE DU RWANDA:

Celestin KAYITARE

Pour  
SAINTE-LUCIE:

Joshua Vernon  
19/09/25

Pour  
SAINT-KITTS-ET-NEVIS:

Pour  
la RÉPUBLIQUE DE SAINT-MARIN:

Pour  
SAINT-VINCENT-ET-LES GRENADINES:

June Jacqueline Adams Olliver  
19<sup>th</sup> Sept 2025

Pour  
L'ÉTAT INDÉPENDANT DU SAMOA:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
DE SAO TOMÉ-ET-PRINCIPE:

Pour  
la RÉPUBLIQUE DES SEYCHELLES:



Pour  
la RÉPUBLIQUE DU SÉNÉGAL:

Pour  
la RÉPUBLIQUE DE SIERRA LEONE:



Pour  
la RÉPUBLIQUE DE SERBIE:

Pour  
la RÉPUBLIQUE DE SINGAPOUR:



Pour  
la RÉPUBLIQUE SLOVAQUE:




Pour  
la RÉPUBLIQUE DE SLOVÉNIE:

Natalia Al Nausour  


19.9.2025

Pour  
la RÉPUBLIQUE FÉDÉRALE DE SOMALIE:




18-9-2025

Pour  
la RÉPUBLIQUE DU SOUDAN:

Pour  
la RÉPUBLIQUE DU SOUDAN DU SUD:

Pour  
la RÉPUBLIQUE SOCIALISTE  
DÉMOCRATIQUE DE SRI LANKA:



19/09/2025


Pour  
le ROYAUME DE SUÈDE:

Pour  
la RÉPUBLIQUE DU TADJIKISTAN:

Pour  
la CONFÉDÉRATION SUISSE:

Pour  
la RÉPUBLIQUE DU TCHAD:

*Bernard Lüss*



Pour  
la RÉPUBLIQUE DU SURINAME:

Pour  
la RÉPUBLIQUE TCHÈQUE:



Pour  
le ROYAUME DE THAÏLANDE:



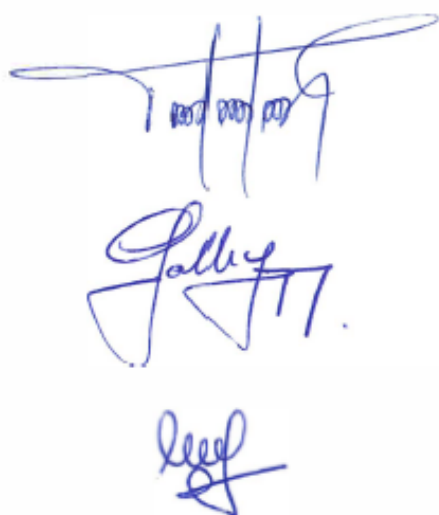
Pour  
le ROYAUME DES TONGA:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
DU TIMOR-LESTE:



Pour  
la RÉPUBLIQUE DE TRINITÉ-ET-TOBAGO:

Pour  
la RÉPUBLIQUE TOGOLAISE:



Pour  
la RÉPUBLIQUE TUNISIENNE:



Pour  
la RÉPUBLIQUE DE TÜRKİYE:



18.09.2025

Pour  
le TURKMÉNISTAN:

Pour  
TUVALU:

Pour  
l'UKRAINE:



18.09.2025

Pour  
la RÉPUBLIQUE ORIENTALE  
DE L'URUGUAY:



Pour  
la RÉPUBLIQUE DE VANUATU:

Pour  
l'ÉTAT DE LA CITÉ DU VATICAN:

Antonio J. Taveira  
Vince Navey

Pour  
la RÉPUBLIQUE DU YÉMEN:

Mohamed  
9 19  
2025

Pour  
la RÉPUBLIQUE BOLIVARIENNE  
DU VENEZUELA:

Ugo Rafael Perera

Pour  
la RÉPUBLIQUE DE ZAMBIE:

Pour  
la RÉPUBLIQUE SOCIALISTE DU VIET NAM:

TRUNG  
Lã Hoàng Trung

Pour  
la RÉPUBLIQUE DU ZIMBABWE:

Amador

Second Additional Protocol  
to the Postal Payment Services Agreement

---



## Second Additional Protocol to the Postal Payment Services Agreement

### Table of contents<sup>1</sup>

#### Article

I.	(Article XX amended)	Preamble amended
II.	(Article 1 amended)	Scope of the Agreement
III.	(Article 2 amended)	Definitions
IV.	(Article 3 amended)	Designation of the entity or entities responsible for fulfilling the obligations arising from adherence to this Agreement
V.	(Article 5 amended)	Exceptional provision of postal payment services by authorized wider postal sector players
VI.	(Article 7 amended)	Ownership of postal payment services funds
VII.	(Article 8 amended)	Prevention of money laundering, terrorist financing and financial crime
VIII.	(Article 9 amended)	Confidentiality and use of personal data
IX.	(Article 10 amended)	General principles
X.	(Article 11 amended)	<b>Quality</b> of service
XI.	(Article 11bis added)	<b>Collective mark</b>
XII.	(Article 12 amended)	Interoperability
XIII.	(Article 14 amended)	Track and trace
XIV.	(Article 16 amended)	Checking and release of funds
XV.	(Article 18 amended)	Reimbursement
XVI.	(Article 19 amended)	Inquiries
XVII.	(Article 20 amended)	Liability of designated operators with regard to users
XVIII.	(Article 22 amended)	Non-liability of designated operators
XIX.	(Article 24 amended)	Accounting and financial rules
XX.	(Article 25 amended)	Settlement and clearing
XXI.	(Part IIbis and article 25bis added)	<b>Part IIbis – Optional services</b>
		<b>Article 25bis – Postal financial services</b>
XXII.		Entry into force and duration of the Second Additional Protocol to the Postal Payment Services Agreement

<sup>1</sup> In accordance with article 25.2 of the Rules of Procedure of Congresses, the International Bureau renumbers the provisions contained in the consolidated versions of the Acts of the Union referred to in this document, with a view to correctly reflecting the order of these provisions in the aforementioned Acts.



## Second Additional Protocol to the Postal Payment Services Agreement

The plenipotentiaries of the governments of the member countries of the Universal Postal Union, met in Congress at Dubai, having regard to article 29.2 of the Constitution of the Universal Postal Union concluded at Vienna on 10 July 1964, have by common consent and subject to article 24.3 and 5 of the Constitution adopted the following amendments to the Postal Payment Services Agreement.

### Article I (Preamble amended)

The undersigned, plenipotentiaries of the Governments of the member countries of the Universal Postal Union (hereinafter the "Union"), in provision with article 21.4 of the Constitution of the Universal Postal Union concluded at Vienna on 10 July 1964, have, by common consent and subject to article 24.3 and 5 of the Constitution, drawn up the following Agreement, which is in line with the principles of the said Constitution, in particular in order to foster financial inclusion **through the implementation of** secure and accessible postal payment **and postal financial services** adapted to the greatest number of users on the basis of systems enabling the interoperability of designated operators' networks.

### Article II (Article 1 amended) Scope of the Agreement

1 Subject to the provisions under 2, each member country shall ensure on a best effort basis that the following postal payment services are offered or accepted by electronic means on its territory:

- 1.1 Money order in cash: the sender hands over funds at the service access point and asks for the full amount to be paid to the payee in cash, with no deductions.
- 1.2 Outpayment money order: the sender gives instructions for his account to be debited and asks for the payee to be paid the full amount in cash, with no deductions.
- 1.3 Inpayment money order: the sender hands over funds at the service access point and asks for them to be paid into the payee's account, with no deductions.
- 1.4 **Postal account** transfer: the sender gives instructions for his account to be debited and asks for the payee's account to be credited with the equivalent amount, with no deductions.

**1bis Each member country may also ensure that the optional services defined in article 25bis are offered or accepted on its territory.**

2 In the event that none of the electronic postal payment services outlined under § 1 are offered or accepted by a member country, that member country **shall** offer or accept at least one of the aforementioned postal payment services by paper-based means (**letter post**).

3 The Regulations shall define the procedures for executing the present Agreement.

Article III

(Article 2 amended)

Definitions

1 Competent authority – any **governmental** authority of a member country which, by virtue of the powers conferred on it by the law or regulations, **regulates and/or** supervises the activities of the designated operator or of the persons referred to in the present article. The competent authority may contact the administrative or legal authorities engaged in combating money laundering, **terrorist** financing, **and financing of proliferation of weapons of mass destruction**, and in particular the national financial intelligence unit and the oversight authorities.

2 Instalment – partial advance payment made by the issuing designated operator to the paying designated operator to ease the cash situation of the paying designated operator's postal payment services.

3 Interoperability – set of interconnected IT systems, and operational procedures, enabling the end-to-end exchange and processing of information on electronic payments in accordance with the present Agreement.

4 Money laundering – the conversion or transfer of funds in the knowledge that these funds are derived from a criminal activity or participation in such activity, with the aim of hiding or disguising the illegal origins of the funds or of helping any person having participated in such activity to escape the legal consequences of his action; money laundering shall be considered as such when the activities producing funds to be laundered are liable to prosecution in the territory of another member country or a third country.

5 Ring-fencing – the compulsory separation of users' funds from those of the designated operator which prevents the use of users' funds for purposes other than the execution of postal payment service operations.

6 Clearing house – within the framework of multilateral exchanges, a clearing house handles mutual debts and claims arising from services provided by one operator to another. Its role is to put to account exchanges between operators that are settled through a settlement bank, and to take the necessary steps in the event of settlement irregularities.

7 Clearing – a system enabling the number of payments to be made to be kept to a minimum by drawing up a periodic debit and credit balance for the parties involved. Clearing involves two stages: determining the bilateral balances and, by adding these balances, calculating the overall position of each entity with regard to the entire community in order to carry out only one settlement based on the debtor or creditor position of the entity in question.

8 Concentration account – an aggregation of funds from various sources combined into one account.

9 Liaison account – giro account opened reciprocally by designated operators as part of bilateral relations, by means of which mutual debts and credits are settled.

10 Criminal activity – any type of participation in, or perpetration of, a crime or misdemeanour, as defined by the national legislation.

11 Security deposit – amount deposited, in the form of cash or securities, to guarantee payments between designated operators.

12 Payee – natural or legal person designated by the sender as the beneficiary of the **postal payment order**.

13 Third currency – intermediate currency used in cases of non-convertibility between two currencies or for clearing/settlement of accounts.

14 **User due diligence** – general obligation on the part of designated operators, comprising the following duties:

14.1 identifying users;

- 14.1bis identifying the beneficial owner and taking such reasonable measures to verify the identity of the beneficial owner as are provided for in international standards on combating money laundering, terrorist financing and financing of the proliferation of weapons of mass destruction;**
- 14.2 **understanding and, when required,** obtaining information on the purpose of the postal payment order;
- 14.3 monitoring postal payment orders;
- 14.4 checking that the information concerning users is up to date;
- 14.5 reporting suspicious transactions to the competent authorities.
- 15 Electronic data relating to postal payment orders **and other postal financial services** – data transmitted by electronic means, from one designated operator to another, relating to the execution of postal payment orders **and other postal financial services**, inquiries, alteration or correction of addresses, or reimbursement; these data are either entered by designated operators or generated automatically by their information system, and indicate a change in the status of **these orders or services**.
- 16 Personal data – personal information needed in order to identify the sender or the payee.
- 17 Postal data – data needed for the routing and tracking of a postal payment order or for statistical purposes, as well as for the centralized clearing system.
- 18 (Deleted.)**
- 19 Sender – natural or legal person that gives the designated operator the order to execute a postal payment service in accordance with **this Agreement and its Regulations**.
- 20 Terrorist financing – covers the financing of acts of terrorism, of terrorists and of terrorist organizations.
- 20bis UPU Interconnection Platform (UPU-IP) – the Union’s central exchange system and unique reference database for postal payment orders and other financial services.**
- 21 Users’ funds – sums delivered by the sender to the issuing designated operator in cash, or debited to the sender’s account written up in the books of the issuing designated operator, or by any other secure method of electronic banking, placed at the disposal of the issuing designated operator or any other financial operator by the sender, to be paid to a payee specified by the sender in accordance with the present Agreement and its Regulations.
- 22 COD (cash-on-delivery) money order – operational term used to designate a postal payment order **issued** in exchange for the delivery of a COD **item**.
- 23 Currency of issue – currency of the country of destination or third currency authorized by the destination country in which the postal payment order is issued.
- 24 Issuing designated operator – designated operator which transmits a postal payment order to the paying designated operator, in accordance with **this Agreement and its Regulations**.
- 25 Paying designated operator – designated operator responsible for executing the postal payment order in the destination country, in accordance with **this Agreement and its Regulations**.
- 25bis Postal payment order – general term referring to money orders in cash, outpayment and inpayment money orders, and postal account transfers, as defined in article 1.**
- 26 Validity period – period of time during which the postal payment order may be executed or cancelled.
- 27 Service access point – physical or virtual place where the user may deposit or receive a postal payment order.

- 28 Remuneration – sum owed by the issuing designated operator to the paying designated operator for payment to the payee.
- 29 Revocability – the ability of the sender to recall his postal payment **order up** to the moment of payment, or at the end of the validity period if payment has not been made.
- 30 Counterparty risk – risk that one of the parties to a contract will default, leading to loss or liquidity risk.
- 31 Liquidity risk – risk that a settlement system participant or a counterpart is temporarily unable to fulfil an obligation in its entirety at the required time.
- 32 Reporting of suspicious transaction – obligation of the designated operator, based on the national legislation and **international standards for combating money laundering, terrorist financing and the financing of the proliferation of weapons of mass destruction**, to provide its **financial intelligence unit** with information on suspicious transactions.
- 33 Track and trace – system that enables the progress of postal payment order to be monitored and its location and status to be identified at any time.
- 34 Price – amount paid by the sender to the issuing designated operator for a postal payment service.
- 35 Suspicious transaction – single or repeated postal payment order or request for reimbursement relating to a postal payment order linked to a money-laundering or terrorist financing offence.
- 36 User – natural or legal person, sender or payee, that uses the postal payment services in accordance with the present Agreement.
- 37 Financing the proliferation of weapons of mass destruction – provision or collection of any funds, resources, or other services for the development, production, acquisition, accumulation, storage, sale and use of nuclear, chemical, biological and other types of weapons of mass destruction, materials, and equipment that can obviously be used in their creation.**

#### Article IV

(Article 3 amended)

Designation of the entity or entities responsible for fulfilling the obligations arising from adherence to this Agreement

- 1 Member countries shall notify the International Bureau, within six months of the end of Congress, of the name and address of the governmental body responsible for providing governmental regulation and oversight related to the provision of postal payment services.
- 2 Within six months of the end of Congress, member countries shall also provide the International Bureau with the name and address of the operator(s) officially designated to operate **at least one of** the postal payment services **as set out in articles 1.1 and 1.2** by means of its (their) **network(s)**, and to fulfil the obligations arising from the Acts of the Union on their territories.
- 3 In the absence of such notification within the prescribed six-month period, the International Bureau shall send a reminder to the member country.
- 4 Between Congresses, changes concerning the governmental bodies and the officially designated operators shall be notified to the International Bureau as soon as possible.
- 5 Designated operators shall provide the postal payment services in accordance with the present Agreement.

Article V

(Article 5 amended)

Exceptional provision of postal payment services by authorized wider postal sector players

1 Without prejudice to the subcontracting possibility outlined in article 6.4, member countries: i) where the entire spectrum of postal payment services as defined in article 1 is not provided by their designated operator(s); or ii) facing the default situation referred to in article 4, shall have the possibility of authorizing the engagement, by designated operators, of wider postal sector players (hereinafter “WPSPs”) to participate in the interconnection and/or operation of postal payment services, with the aim of fostering financial inclusion and further enabling the interoperability of an international postal payment services network.

1.1 Member countries shall ensure that their authorizations for the operation of any postal payment services operated by WPSPs require WPSPs to comply with the relevant provisions of this Agreement relating to postal payment services and shall ensure that such authorizations require the WPSP to comply with any relevant Union requirement for licensing arrangements to operate under the PosTransfer collective brand.

1.2 The identification of WPSPs by member countries shall be in accordance with the parameters defined in paragraph 1 (subject to the detailed operational criteria defined by the relevant body established under the Postal Operations Council).

1.3 The International Bureau shall be responsible for preparing the list of member countries in which WPSPs may be authorized to operate, as well as the list of authorized WPSPs. This list shall be updated by the International Bureau **as soon as possible after the occurrence of any change to it** and communicated by circular to all member countries.

2 The exercise of the possibility outlined in paragraph 1 shall be subject to the national legislation or policy of the member country in which the WPSP is established. In this regard, and without prejudice to the designation obligations contained in article 3, member countries shall guarantee the continued fulfilment of their obligations under the PPSA.

2.1 Subject to the criteria referred to above, any licensing application concerning a WPSP shall be addressed to the member country where the WPSP intends to perform activities related to the interconnection or operation of postal payment services. In this regard, a WPSP may operate in several member countries provided that it is eligible and has been authorized to do so by the governmental authority of the member country concerned.

2.2 Any authorization formally granted by a member country to a WPSP shall be limited in time and without prejudice to the possibility for the member country to revoke such an authorization should the conditions outlined in paragraph 1 no longer be met.

2.3 For the purposes of paragraph 1.3 above, a copy of the aforementioned member country authorization of a WPSP (and any relevant documentation associated therewith) shall be provided without delay to the International Bureau.

**3 Destination member countries not authorizing the acceptance of postal payment orders from a WPSP on their territory shall so inform the International Bureau within four weeks upon receipt of the relevant circular from the International Bureau as referred to in paragraph 1.3.**

4 Member countries shall inform the International Bureau on their policies with regard to postal payment orders transmitted through and/or received from WPSPs. Such information shall be made available on the Union’s website.

5 Nothing in this article shall be construed to imply that WPSPs are in the same situation as designated operators of the member country concerned under the Acts of the Union, nor impose a legal obligation on other member countries to recognize such WPSPs as designated operators for the purposes of this Agreement.

6 In order to ensure compliance with the provisions of this article, member countries shall agree to make any authorizations they provide to WPSPs to participate in the interconnection and/or operation of postal payment services conditional on a requirement that the WPSPs consent that their activities relevant to this Agreement may be subject to periodic audits to be conducted by the International Bureau, as per the relevant procedures defined in the Regulations.

Article VI

(Article 7 amended)

Ownership of postal payment services funds

1 Any sum of money, given in cash or debited to an account for the execution of a postal payment order, shall belong to the sender until such time as it is paid to the payee or credited to the payee's account, except in the case of COD money orders, **as set out in the Regulations.**

**2 and (Deleted.)**

**3**

Article VII

(Article 8 amended)

Prevention of money laundering, terrorist financing and financial crime

1 Designated operators shall take all necessary steps to fulfil their obligations stemming from national and international legislation aimed at combating money laundering, terrorist **financing, financing the proliferation of weapons of mass destruction** and financial crime.

**2 (Deleted.)**

3 The Regulations shall set out the detailed obligations of designated operators with respect to the implementation of their respective programmes to combat money laundering, terrorist financing, **financing the proliferation of weapons of mass destruction** and financial **crime.**

Article VIII

(Article 9 amended)

Confidentiality and use of personal data

1 Member countries and their designated operators shall ensure the confidentiality and security of personal data in accordance with national legislation and, where applicable, international obligations, and the Regulations.

**2 to (Deleted.)**

**6**

Article IX

(Article 10 amended)

General principles

1 Accessibility via the network and financial inclusion

1.1 The postal payment services shall be provided by the designated operators **and, if so authorized, WPSPs** via their network(s) and/or via any other partner network in order to ensure accessibility to these services for the greatest number, and with a view to ensuring access to, and use of, a wide range of affordably priced postal payment services.

1.2 All users shall have access to postal payment services regardless of any contractual or commercial relationship existing with the designated operator.

2 Separation of funds

2.1 Users' funds shall be ring-fenced. These funds and the flows that they generate shall be separate from operators' other funds and flows, particularly their own funds.

2.2 Settlements relating to remuneration between designated operators are separate from settlements relating to users' funds.

- 3 Currency of issue and currency of payment in respect of postal payment orders
  - 3.1 The amount of the postal payment order shall be expressed and paid in the currency of the destination country or in any other currency authorized by the destination country.
- 4 Non-repudiability
  - 4.1 The transmission of postal payment orders by electronic means shall be subject to the principle of non-repudiability, in the sense that the issuing designated operator shall not question the existence of these orders and the paying designated operator shall not deny receipt of the orders, insofar as the message conforms to the applicable technical standards.
  - 4.2 The non-repudiability of electronic postal payment orders shall be ensured by technological means, regardless of the system used by the designated operators.
- 5 Execution of postal payment orders
  - 5.1 Postal payment orders transmitted between designated operators must be executed, subject to the provisions of the present Agreement and the national legislation.
  - 5.2 In the designated operators' network, if both member countries use the same currency, the sum delivered to the issuing designated operator by the sender shall be the same as the sum paid to the payee by the paying designated operator. If the currency is not the same, the sum shall be converted on the basis of an established exchange rate upon issue and/or payment, as appropriate.
  - 5.3 Payment in cash to the payee shall not be conditional on receipt by the paying designated operator of the corresponding funds from the sender. It shall be made subject to the fulfilment by the issuing designated operator of its obligations towards the paying designated operator regarding instalments, settlement via the centralized clearing and settlement system, the settlement of monthly accounts or the provision of a liaison account.
  - 5.4 Payment into the payee's account by the paying designated operator shall be conditional on receipt of the corresponding funds from the sender, to be made available by the issuing designated operator to the paying designated operator. These funds may come from the centralized clearing and settlement system or from the liaison account of the issuing designated operator.
- 6 **Pricing**
  - 6.1 The issuing designated operator shall set the price of postal payment services.
  - 6.2 **(Deleted.)**
- 7 Exemption from charges
  - 7.1 The provisions of the Universal Postal Convention concerning exemption from postal charges on postal items intended for prisoners of war and civil internees shall apply to the postal payment service items for this category of payee.
- 8 Remuneration of the paying designated operator
  - 8.1 The paying designated operator shall be remunerated by the issuing designated operator for the execution of postal payment orders.
  - 8.2 to **(Deleted.)**
    - 8.2.2
      - 8.2.3 The Regulations shall specify the **conditions** to be applied **for the settlement** of remuneration **to** the paying designated operator.
- 9 Intervals for settlement between designated operators
  - 9.1 The frequency of settlement between designated operators of sums paid or credited to a payee on behalf of a sender may be different from that in respect of the settlement of remuneration between designated operators. Sums paid or credited shall be settled at least once a month.

10 Obligation to inform users

10.1 Users shall be entitled to the following information, which shall be published and made available to all senders: conditions covering the provision of postal payment services, prices, charges, exchange rates and arrangements, conditions of implementation of liability, and the addresses of information and inquiry services.

10.2 Access to this information shall be provided free of charge.

Article X

(Article 11 amended)

**Quality of service**

**1 and (Deleted.)**

**2**

3 The Postal Operations Council shall define and update the quality of service objectives, elements and standards for electronic postal payment services.

**4 (Deleted.)**

Article XI

(Article 11bis added)

**Collective mark**

**The PosTransfer collective mark shall be associated with the operation of the electronic postal payment services defined herein, in accordance with the relevant conditions set forth in the Regulations.**

Article XII

(Article 12 amended)

Interoperability

1 Networks

1.1 In order to exchange the data needed to execute electronic postal payment services, as well as to ensure due reporting and quality of service monitoring by the Union, designated operators shall have their systems and associated networks connected to the **UPU-IP**, thus ensuring the interoperability of electronic postal payment services in accordance with this Agreement.

1.2 Without prejudice to § 1.1 above, the Union may also develop, and provide designated operators and eligible WPSPs (as referred to in article 5) with, a centralized platform (and associated centralized database) aimed at enabling interconnection between postal payment services and other financial or payment services not covered by this Agreement, on the basis of open and interoperable standards and subject to any relevant operational and technical parameters (including without limitation the requirements set forth in article 8) as further defined by the Union.

1.2.1 Use of the **UPU-IP** for the exceptional purpose of interconnection with other financial or payment services not covered by this Agreement (including any in-payment or out-payment modalities associated thereto) shall be under the sole responsibility of the designated operators and eligible **WPSPs** concerned. In this regard, the Union shall not assume any liability for the operation of services not covered by this Agreement, whose scope shall remain beyond the postal payment services perimeter of interconnection referred to herein.

Article XIII  
(Article 14 amended)  
Track and trace

**The UPU-IP shall constitute the unique reference database for verifying the status of each electronic postal payment order at any point in time. Accordingly, the systems used by designated operators shall synchronize with the UPU-IP for the performance of any operations on electronic postal payment orders.**

Article XIV  
(Article 16 amended)  
Checking and release of funds

1 After confirming the payee's identity in accordance with national legislation and the accuracy of the information the payee has provided, as well as due compliance with any relevant provisions on the prevention of money laundering, terrorist financing, **financing of proliferation of weapons of mass destruction** and financial crime, the designated operator shall make the payment in cash. For an inpayment **money** order or a **postal account** transfer, this payment shall be credited to the payee's account.

2 The time limits for release of the funds shall be established in the bilateral and multilateral agreements between designated operators.

Article XV  
(Article 18 amended)  
Reimbursement

1 Extent of reimbursement

1.1 Reimbursement within the framework of the postal payment services shall cover the full amount of the postal payment order in the currency of the issuing country **as set out in the Regulations.**

**1.2 (Deleted.)**

Article XVI  
(Article 19 amended)  
Inquiries

1 Inquiries shall be entertained within a period of six months from the day after that on which the postal payment order was accepted, **as set out in the Regulations.**

**2 (Deleted.)**

Article XVII  
(Article 20 amended)  
Liability of designated operators with regard to users

**1 The issuing designated operator shall be accountable for the funds handed over at the counter or debited to the user's account as set out in the Regulations.**

**1.1 to (Deleted.)**

**1.2**

Article XVIII  
(Article 22 amended)  
Non-liability of designated operators

1 Designated operators shall not be liable:

1.1 in cases of delay in the execution of the **service, if it is not their fault;**

- 1.2 when they cannot account for the execution of a postal payment order owing to the destruction of postal payment service data by force majeure, unless proof of their liability is otherwise produced;
- 1.3 when the damage has been caused by the fault or negligence of the sender, particularly concerning his responsibility to provide correct information in support of his postal payment order, including the fact that the funds remitted are from a legitimate source and that the postal payment order is for a legitimate purpose;
- 1.4 if the funds remitted are seized;
- 1.5 in the case of prisoner-of-war or civilian internee funds;
- 1.6 when the user has made no inquiry within the period set in the present Agreement;
- 1.7 when the time allowed for recourse in respect of postal payment services in the issuing country has expired.

#### Article XIX

(Article 24 amended)

##### Accounting and financial rules

#### 1 Accounting rules

- 1.1 Designated operators shall comply with the accounting rules defined in the Regulations.

#### 2 Preparation of monthly and general accounts

- 2.1 The paying designated operator shall prepare for each issuing designated operator a monthly account showing the sums paid for postal payment orders. The monthly accounts shall be incorporated, at the same intervals, in a general offset account including instalments and giving rise to a balance.

#### 3 Instalment

- 3.1 In case of an imbalance in exchanges between designated operators, an instalment shall be paid by the issuing designated operator to the paying designated operator, at least once a month, at the beginning of the settlement period. In cases where increasing the frequency of settlement of exchanges reduces the period to less than a week, operators can agree to waive this instalment.

#### **3.2 (Deleted.)**

#### 4 Concentration account

- 4.1 In principle, each designated operator shall have one concentration account for users' funds. These funds shall be used solely for settling postal payments paid to the payees or for reimbursing non-executed postal payment orders to senders.
- 4.2 Any instalments paid by the issuing designated operator shall be credited to the concentration account for the paying designated operator. These instalments shall be used exclusively for payments to payees.

#### 5 Security deposit

- 5.1 The payment of a security deposit may be required in accordance with the conditions provided for in the Regulations.

#### Article XX

(Article 25 amended)

##### Settlement and clearing

#### 1 Centralized settlement

- 1.1 Unless otherwise bilaterally agreed as per paragraph 2, settlements of electronic postal payment services between designated operators shall pass through the Union's central clearing house, in accordance with the procedures set out in the Regulations, and be carried out from the designated operators' concentration accounts.

- 2 Bilateral settlement
  - 2.1 Billing on the basis of the general account balance
    - 2.1.1 Designated operators that are not members of the centralized clearing system, or that are settling **letter-post postal payment orders**, may settle accounts on the basis of the balance of the general account.
  - 2.2 Liaison account
    - 2.2.1 Where designated operators have a giro institution, they may each open a liaison account by means of which shall be settled their mutual debts and claims resulting from postal payment services.
    - 2.2.2 Where the paying designated operator does not have a giro system, the liaison account may be opened with another financial institution.
- 2.3 Currency of settlement
  - 2.3.1 Settlements shall be carried out in the currency of the destination country or in a third currency agreed between the designated operators.

Article XXI  
(Part IIbis and article 25bis added)

**Part IIbis**  
**Optional services**

**Article 25bis**  
**Postal financial services**

- 1 **Subject, by analogy, to the provisions under article 3, each member country may also ensure, *inter alia*, that the following international postal financial services are offered or accepted by electronic means on its territory:**
  - 1.1 **Savings and accounts;**
  - 1.2 **Bill collection and payments;**
  - 1.3 **Social payments;**
  - 1.4 **Government payments;**
  - 1.5 **Mobile payments and electronic wallets.**

Article XXII  
Entry into force and duration of the Second Additional Protocol to the Postal Payment Services Agreement

This Additional Protocol shall come into force on 1 July 2026 and shall remain in force for an indefinite period.

In witness whereof the plenipotentiaries of the governments of the member countries have drawn up this Additional Protocol, which shall have the same force and the same validity as if its provisions were inserted in the text of the Postal Payment Services Agreement itself, and they have signed it in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each party by the International Bureau of the Universal Postal Union.


Done at Dubai, 19 September 2025.

*See signatures below.*



Pour  
la RÉPUBLIQUE ISLAMIQUE  
D'AFGHANISTAN:

Pour  
la RÉPUBLIQUE ALGÉRIENNE  
DÉMOCRATIQUE ET POPULAIRE:



Pour  
la RÉPUBLIQUE SUD-AFRICAINE:

Pour  
la RÉPUBLIQUE FÉDÉRALE D'ALLEMAGNE:

Pour  
la RÉPUBLIQUE D'ALBANIE:

Pour  
la RÉPUBLIQUE D'ANGOLA:



Pour  
ANTIGUA-ET-BARBUDA:

Pour  
la RÉPUBLIQUE D'ARMÉNIE:



Pour  
le ROYAUME D'ARABIE SAOUDITE:

Pour  
ARUBA, CURAÇAO ET S. MAARTEN:




Pour  
la RÉPUBLIQUE ARGENTINE:

Pour  
l'AUSTRALIE:





CARLOS A. MORENO



Cauib Beldini

Pour  
la RÉPUBLIQUE D'AUTRICHE:

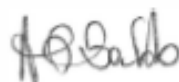
Pour  
la RÉPUBLIQUE D'AZERBAÏDJAN:

Pour  
le COMMONWEALTH DES BAHAMAS:

Pour  
le ROYAUME DE BAHREÏN:

Pour  
la RÉPUBLIQUE POPULAIRE  
DU BANGLADESH:

Pour  
la BARBADE:



Pour  
la RÉPUBLIQUE DU BÉLARUS:



Pour  
le ROYAUME DE BELGIQUE:

Pour  
le BELIZE:

Pour  
la RÉPUBLIQUE DU BÉNIN:

Pour  
le ROYAUME DU BHOUTAN:

Pour  
l'ÉTAT PLURINATIONAL DE BOLIVIE:

Pour  
la BOSNIE-HERZÉGOVINE:



Pour  
la RÉPUBLIQUE DU BOTSWANA:

Pour  
la RÉPUBLIQUE FÉDÉRATIVE DU BRÉSIL:

Pour  
le BRUNÉI DARUSSALAM:

Pour  
la RÉPUBLIQUE DE BULGARIE:



Pour  
le BURKINA FASO:



Pour  
la RÉPUBLIQUE DU BURUNDI:

NZ-0130WANKIRA Ntshoboka

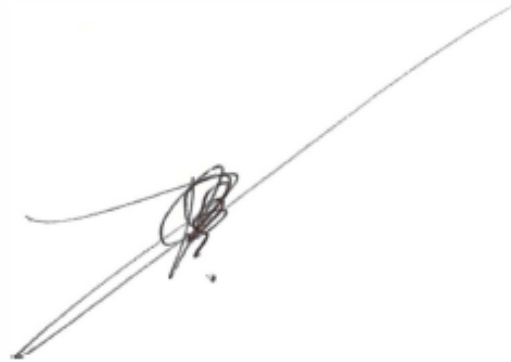


le 19/07/2025

Pour  
la RÉPUBLIQUE DE CABO VERDE:

Pour  
le ROYAUME DU CAMBODGE:

Pour  
la RÉPUBLIQUE DU CAMEROUN:



Pour  
le CANADA:

Pour  
la RÉPUBLIQUE DU CHILI:

Pour  
la RÉPUBLIQUE POPULAIRE DE CHINE:



Pour  
la RÉPUBLIQUE DE CHYPRE:



Pour  
la RÉPUBLIQUE DE COLOMBIE:

Pour  
l'UNION DES COMORES:



Pour  
la RÉPUBLIQUE DU CONGO:

Pour  
la RÉPUBLIQUE DU COSTA RICA:

Pour  
la RÉPUBLIQUE DE CÔTE D'IVOIRE:

Pour  
le ROYAUME DU DANEMARK:

Pour  
la RÉPUBLIQUE DE CROATIE:

Pour  
la RÉPUBLIQUE DE DJIBOUTI:

Pour  
la RÉPUBLIQUE DE CUBA:

Pour  
le COMMONWEALTH DE DOMINIQUE:

A handwritten signature in black ink, appearing to be a stylized name with a period at the end, possibly 'A. B. C.' or similar.

Pour  
la RÉPUBLIQUE ARABE D'ÉGYPTE:



Pour  
la RÉPUBLIQUE D'EL SALVADOR:

Pour  
les ÉMIRATS ARABES UNIS:



Pour  
la RÉPUBLIQUE DE L'ÉQUATEUR:

Pour  
l'ÉRYTHRÉE:

Pour  
le ROYAUME D'ESPAGNE:



Pour  
la RÉPUBLIQUE D'ESTONIE:

Pour  
la RÉPUBLIQUE FÉDÉRALE  
DÉMOCRATIQUE D'ÉTHIOPIE:

Pour  
le ROYAUME D'ESWATINI:

Pour  
la FÉDÉRATION DE RUSSIE:

A handwritten signature in blue ink, consisting of a large, stylized loop followed by several vertical and horizontal strokes.

Pour  
les ÉTATS-UNIS D'AMÉRIQUE:

Pour  
la RÉPUBLIQUE DES FIDJI:

Pour  
la RÉPUBLIQUE DE FINLANDE:

Pour  
la RÉPUBLIQUE FRANÇAISE:



Pour  
la RÉPUBLIQUE GABONAISE:



Pour  
la RÉPUBLIQUE DE GAMBIE:

Pour  
la GÉORGIE:

Pour  
la RÉPUBLIQUE DU GHANA:



Pour  
la RÉPUBLIQUE HELLÉNIQUE:

 19.9.2025  
 19.9.2025

Pour  
la RÉPUBLIQUE DE GUINÉE:

Pour  
la GRENADÉ:

Pour  
la RÉPUBLIQUE DE GUINÉE-BISSAU:

Pour  
la RÉPUBLIQUE DU GUATEMALA:

Pour  
la RÉPUBLIQUE DE GUINÉE ÉQUATORIALE:

Pour  
la RÉPUBLIQUE COOPÉRATIVE  
DU GUYANA:

Pour  
la HONGRIE:

Pour  
la RÉPUBLIQUE D'HAÏTI:

Pour  
les ÎLES SALOMON:

Pour  
la RÉPUBLIQUE DU HONDURAS:

Pour  
la RÉPUBLIQUE DE L'INDE:

*Vandita Kaul*

*ks*  
*19/9/25*

*Milana*  
*19/9/25*

*[Signature]*  
*19.9.25*

Pour  
la RÉPUBLIQUE D'INDONÉSIE:

Pour  
l'IRLANDE:

A handwritten signature in blue ink, appearing to be 'M. S. ...', is written over a light blue rectangular background.


Pour  
la RÉPUBLIQUE ISLAMIQUE D'IRAN:

Pour  
l'ISLANDE:

Pour  
la RÉPUBLIQUE D'IRAQ:

Pour  
l'ÉTAT D'ISRAËL:

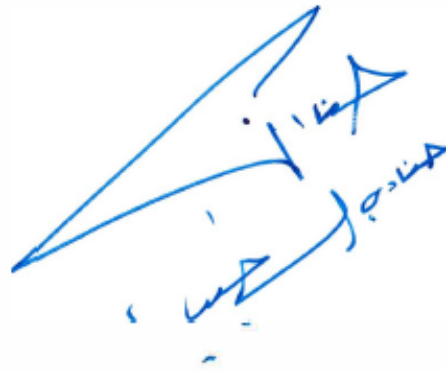
Pour  
la RÉPUBLIQUE ITALIENNE:



Pour  
la JAMAÏQUE:

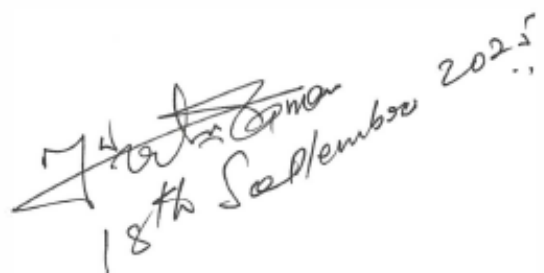
Pour  
le JAPON:

Pour  
le ROYAUME HACHÉMITE DE JORDANIE:



Pour  
la RÉPUBLIQUE DU KAZAKHSTAN:

Pour  
la RÉPUBLIQUE DU KENYA:



18th September 2025

Pour  
la RÉPUBLIQUE KIRGHIZE:



Pour  
le ROYAUME DU LESOTHO:

Pour  
la RÉPUBLIQUE DE KIRIBATI:

Pour  
la RÉPUBLIQUE DE LETTONIE:



Pour  
l'ÉTAT DU KOWEÏT:

Pour  
la RÉPUBLIQUE LIBANAISE:



Pour  
la RÉPUBLIQUE DU LIBÉRIA:

Pour  
la RÉPUBLIQUE DE LITUANIE:

Pour  
l'ÉTAT DE LIBYE:

Pour  
le GRAND-DUCHÉ DE LUXEMBOURG:

Pour  
la PRINCIPAUTÉ DU LIECHTENSTEIN:

Pour  
la RÉPUBLIQUE DE MACÉDOINE DU NORD:

Pour  
la RÉPUBLIQUE DE MADAGASCAR:



Pour  
la MALAISIE:

Pour  
la RÉPUBLIQUE DU MALAWI:

Pour  
la RÉPUBLIQUE DES MALDIVES:



Pour  
la RÉPUBLIQUE DU MALI:



Pour  
la RÉPUBLIQUE DE MALTE:



Pour  
le ROYAUME DU MAROC:



Pour  
la RÉPUBLIQUE DE MAURICE:

Pour  
la RÉPUBLIQUE ISLAMIQUE  
DE MAURITANIE:

Pour  
les ÉTATS-UNIS DU MEXIQUE:



Pour  
la PRINCIPAUTÉ DE MONACO:

Pour  
la MONGOLIE:

Pour  
le MONTÉNÉGRO:

Pour  
la RÉPUBLIQUE DE NAMIBIE:

Pour  
la RÉPUBLIQUE DU MOZAMBIQUE:

Pour  
la RÉPUBLIQUE DE NAURU:

Pour  
la RÉPUBLIQUE DE L'UNION DU MYANMAR:

Pour  
le NÉPAL:

Pour  
la RÉPUBLIQUE DU NICARAGUA:

Pour  
le ROYAUME DE NORVÈGE:

Pour  
la RÉPUBLIQUE DU NIGER:

Pour  
la NOUVELLE-ZÉLANDE:



ADJE ALI SALATOU 18/03/25  
MC/NTE

Pour  
la RÉPUBLIQUE FÉDÉRALE DU NIGÉRIA:

Pour  
le SULTANAT D'OMAN:



Pour  
la RÉPUBLIQUE DE L'OUGANDA:



Pour  
la RÉPUBLIQUE D'OUZBÉKISTAN:



Pour  
la RÉPUBLIQUE ISLAMIQUE DU PAKISTAN:

Pour  
la RÉPUBLIQUE DU PANAMA:

Pour  
l'ÉTAT INDÉPENDANT DE PAPOUASIE-  
NOUVELLE-GUINÉE:

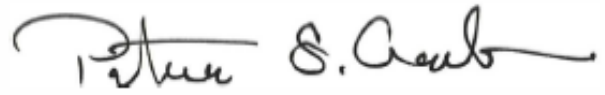
Pour  
la RÉPUBLIQUE DU PARAGUAY:

Pour  
le ROYAUME DES PAYS-BAS:

Pour  
la RÉPUBLIQUE DE POLOGNE:

Pour  
la RÉPUBLIQUE DU PÉROU:

Pour  
la RÉPUBLIQUE PORTUGAISE:



Pour  
la RÉPUBLIQUE DES PHILIPPINES:

Pour  
l'ÉTAT DU QATAR:



Pour  
la RÉPUBLIQUE ARABE SYRIENNE:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
DU CONGO:

Pour  
la RÉPUBLIQUE CENTRAFRICAINE:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
POPULAIRE LAO:

Pour  
la RÉPUBLIQUE DE CORÉE:

Pour  
la RÉPUBLIQUE DE MOLDOVA:

*Hadzsem CHD  
Republic of  
Korea.*

Pour  
la RÉPUBLIQUE DOMINICAINE:



Pour  
la RÉPUBLIQUE POPULAIRE  
DÉMOCRATIQUE DE CORÉE:

Pour  
la RÉPUBLIQUE-UNIE DE TANZANIE:



Pour  
la ROUMANIE:



Pour  
le ROYAUME-UNI DE GRANDE-BRETAGNE  
ET D'IRLANDE DU NORD:

Pour  
les TERRITOIRES D'OUTRE-MER  
DONT LES RELATIONS INTERNATIONALES  
SONT ASSURÉES PAR LE GOUVERNEMENT  
DU ROYAUME-UNI DE GRANDE-BRETAGNE  
ET D'IRLANDE DU NORD:

Pour  
la RÉPUBLIQUE DU RWANDA:

Pour  
la RÉPUBLIQUE DE SAINT-MARIN:

Pour  
SAINTE-LUCIE:

Pour  
SAINT-VINCENT-ET-LES GRENADINES:

Pour  
SAINT-KITTS-ET-NEVIS:

Pour  
l'ÉTAT INDÉPENDANT DU SAMOA:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
DE SAO TOMÉ-ET-PRINCIPE:

Pour  
la RÉPUBLIQUE DES SEYCHELLES:

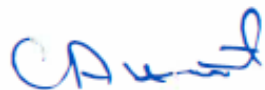
Pour  
la RÉPUBLIQUE DU SÉNÉGAL:

Pour  
la RÉPUBLIQUE DE SIERRA LEONE:



Pour  
la RÉPUBLIQUE DE SERBIE:

Pour  
la RÉPUBLIQUE DE SINGAPOUR:



Pour  
la RÉPUBLIQUE SLOVAQUE:




Pour  
la RÉPUBLIQUE DE SLOVÉNIE:

Pour  
la RÉPUBLIQUE FÉDÉRALE DE SOMALIE:

Pour  
la RÉPUBLIQUE DU SOUDAN:

Pour  
la RÉPUBLIQUE DU SOUDAN DU SUD:

Pour  
la RÉPUBLIQUE SOCIALISTE  
DÉMOCRATIQUE DE SRI LANKA:



19/09/2015

Pour  
le ROYAUME DE SUÈDE:

Pour  
la RÉPUBLIQUE DU TADJIKISTAN:

Pour  
la CONFÉDÉRATION SUISSE:

Pour  
la RÉPUBLIQUE DU TCHAD:



Pour  
la RÉPUBLIQUE DU SURINAME:

Pour  
la RÉPUBLIQUE TCHÈQUE:



Pour  
le ROYAUME DE THAÏLANDE:

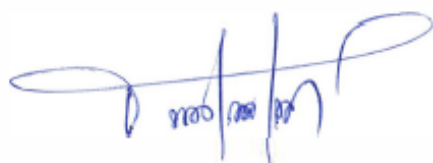


Pour  
le ROYAUME DES TONGA:

Pour  
la RÉPUBLIQUE DÉMOCRATIQUE  
DU TIMOR-LESTE:

Pour  
la RÉPUBLIQUE DE TRINITÉ-ET-TOBAGO:

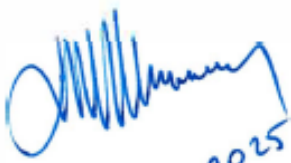
Pour  
la RÉPUBLIQUE TOGOLAISE:



Pour  
la RÉPUBLIQUE TUNISIENNE:



Pour  
la RÉPUBLIQUE DE TÜRKİYE:



18.09.2025

Pour  
le TURKMÉNISTAN:

Pour  
TUVALU:

Pour  
l'UKRAINE:

Pour  
la RÉPUBLIQUE ORIENTALE  
DE L'URUGUAY:



Pour  
la RÉPUBLIQUE DE VANUATU:

Pour  
l'ÉTAT DE LA CITÉ DU VATICAN:

Pour  
la RÉPUBLIQUE DU YÉMEN:

Pour  
la RÉPUBLIQUE BOLIVARIENNE  
DU VENEZUELA:

Pour  
la RÉPUBLIQUE DE ZAMBIE:

Pour  
la RÉPUBLIQUE SOCIALISTE DU VIET NAM:

Pour  
la RÉPUBLIQUE DU ZIMBABWE:

  
Lê Hoàng Trung



Declarations made on signature of the Acts

---



## Declarations made on signature of the Acts

### *I. On behalf of the Republic of Indonesia*

The Republic of Indonesia consents to be bound, through its signature of the present document, by the UPU Acts, comprising the Constitution, General Regulations, Universal Postal Convention and associated regulations, agreements and final protocols (Dubai, 2025), and the delegation of the Republic of Indonesia has taken note of the said Acts signed at the end of the Congress.

The delegation of the Republic of Indonesia to the 28th Universal Postal Congress (Dubai, 2025):

- reserves the right for its Government to take any action and preservation measures it deems necessary to safeguard its national interests should any provision of the Constitution, General Regulations, Universal Postal Convention and associated regulations, agreements and final protocols, as well as any decision of the 28th Universal Postal Congress (Dubai, 2025), directly or indirectly affect its sovereignty or be in contravention to the Constitution, laws and regulations of the Republic of Indonesia, as well as the existing rights acquired by the Republic of Indonesia as a party to other treaties and conventions, and any principles of international law;
- further reserves the right for its Government to take any action and preservation measures it deems necessary to safeguard its national interests should any member country in any way fail to comply with the provisions of the Constitution, General Regulations, Universal Postal Convention and associated regulations, agreements and final protocols of the UPU (Dubai, 2025), or should the consequences of reservations by any member country jeopardize its postal services or result in an unacceptable increase of its contributory share towards defraying expenses of the Union.

(Congress–Doc 32.Add 1)

### *II. On behalf of the Republic of Türkiye*

The delegation of the Republic of Türkiye makes the following statement in connection with the participation of the delegation of the Greek Cypriot Administration of Southern Cyprus in the 28th Congress of the Universal Postal Union purportedly on behalf of the “Republic of Cyprus”.

There is no single authority, in law or in fact, that is competent to represent jointly the Turkish Cypriots and the Greek Cypriots and, consequently, Cyprus as a whole. Türkiye regards the Greek Cypriot authorities as exercising authority, control and jurisdiction only in the territory south of the buffer zone, as is currently the case, and as not representing the Turkish Cypriot people, and will treat the acts performed by them accordingly.

In view of the above, Türkiye declares that its presence and participation in the work of the Universal Postal Union, its signature of the Final Acts and its approval of the UPU Strategy 2026–2029 do not amount to any form of recognition of the “Republic of Cyprus” or the Greek Cypriot Administration’s pretention to represent the entire island, nor imply any obligations on the part of Türkiye to enter into any dealings with the “Republic of Cyprus” within the framework of Universal Postal Union activities.

(Congress–Doc 32.Add 2)

*III. On behalf of Georgia*

At the 28th UPU Congress (Dubai, United Arab Emirates 2025) the delegation of Georgia makes the following statement:

The Government of Georgia is currently deprived of the possibility to exercise its *de facto* jurisdiction over the entire territory of Georgia within its internationally recognized borders, among them in the postal sector, as a result of illegal occupation of Georgia's indivisible regions of Abkhazia and Tskhinvali region/South Ossetia by the Russian Federation, which continues in grave violation of the fundamental principles and norms of international law, including the UN Charter, the Helsinki Final Act and relevant UN Security Council resolutions.

Any action with and/or in the illegally occupied regions of Georgia in the postal sector can be carried out only in full respect for the Constitution and Legislation of Georgia, the Acts of the Universal Postal Union and the fundamental principles and norms of international law. All other cases represent illegal action and violation of the sovereignty and territorial integrity of Georgia.

With the aim to protect the national interests and sovereignty of the State, Georgia reserves its legitimate right to use legal instruments in cases where Georgian legislation is violated, as well as when a member country of the Universal Postal Union does not comply with the obligations under the Universal Postal Union's Constitution, Convention, Acts and the fundamental principles and norms of international law; by its statements and actions directly or indirectly endangers the normal functioning of the networks and facilities of the Postal Sector on the whole territory of Georgia; and undermines Georgia's sovereignty and territorial integrity.

(Congress–Doc 32.Add 3)

*IV. On behalf of the Republic of Cyprus*

The delegation of the Republic of Cyprus to the 28th Universal Postal Congress of the Universal Postal Union (UPU) reiterates the declaration that it has made at previous UPU Congresses and rejects unreservedly the declaration and reservation made by the Republic of Türkiye on 5 September 2025 (Congress–Doc 32.Add 2) at the 28th Universal Postal Congress in Dubai, United Arab Emirates, in connection with the participation, rights and status of the Republic of Cyprus as a member of the UPU.

By means of the submitted declaration, Türkiye purports to release itself of the obligation to cooperate with other States Parties within the framework of the UPU. Moreover, in its declaration, Türkiye puts forward, once again, the untenable position concerning the non-recognition of the Republic of Cyprus, a member of, among others, the United Nations since 1960, the European Union since 2004 and the UPU since November 1961.

The Turkish position is totally inconsistent with the relevant provisions of international law and the specific provisions of the mandatory United Nations (UN) Security Council resolutions on Cyprus. It should be noted that, in its resolutions 541 (1983) and 550 (1984), inter alia, the UN Security Council condemned the purported secession of part of the Republic of Cyprus, regarded its "unilateral declaration of independence" as "legally invalid", and called for its withdrawal. It also called on all states not to recognize any Cypriot state other than the Republic of Cyprus and "not to facilitate or in any way assist the aforesaid secessionist entity". Lastly, it called on all states to respect the sovereignty, independence, territorial integrity and unity of the Republic of Cyprus.

The Government of the Republic of Cyprus is the internationally recognized government in Cyprus, with the competence and authority to represent the state, notwithstanding the *de facto* division of the island as a result of the 1974 Turkish invasion.

In view of the above, the declaration and reservation made by the Republic of Türkiye (Congress–Doc 32. Add 2) contravene both the letter and spirit of the UPU Constitution, Convention and agreements.

The Republic of Cyprus, therefore, rejects the aforementioned declaration made by the Republic of Türkiye as null and void, and notes that it cannot in any way affect the obligations of the Republic of Türkiye towards the Republic of Cyprus both under international law and in the framework of Universal Postal Union activities.

(Congress–Doc 32.Add 4)

V. *On behalf of Malaysia*

The delegation of Malaysia declares that Malaysia will apply the Acts of the Universal Postal Union and other decisions adopted by the 28th Congress of the Universal Postal Union in accordance with the Federal Constitution and national legislation of Malaysia and pursuant to its obligations under other treaties, conventions, and the principles of international law, subject to ratification of the Final Acts. Malaysia also reserves the right of its Government to make reservations, if necessary, upon ratification of the Acts of the Universal Postal Union.

The delegation of Malaysia further reserves the right of its Government to take any actions or measures it deems necessary to safeguard its national interests, should the Acts of the Universal Postal Union directly or indirectly affect its sovereignty or be in contravention with the Federal Constitution, laws and regulations of Malaysia, should any member fail to comply with the Acts, or should the consequences of reservations by any member negatively affect its postal services.

(Congress–Doc 32.Add 5)

VI. *On behalf of the Argentine Republic*

The Argentine Republic recalls the declaration it made upon ratifying the Constitution of the Universal Postal Union signed in Vienna, Austria, on 10 July 1964, and reaffirms its sovereignty over the Malvinas Islands, South Georgia, the South Sandwich Islands, and the surrounding maritime areas.

It also recalls that, with regard to the question of the Malvinas Islands, the United Nations General Assembly has adopted resolutions 2065 (XX), 3160 (XXVIII), 31/49, 37/9, 38/12, 39/6, 40/21, 41/40, 42/19 and 43/25, which recognize the existence of a sovereignty dispute and call upon the Governments of the Argentine Republic and the United Kingdom of Great Britain and Northern Ireland to resume negotiations in order to settle that dispute.

The Argentine Republic further underscores that the United Nations Special Committee on Decolonization has repeatedly expressed itself to the same effect, most recently through the resolution adopted on 18 June 2025, and that the General Assembly of the Organization of American States adopted on 27 June 2025 a new pronouncement on the question in similar terms.

(Congress–Doc 32.Add 6)

VII. *On behalf of Australia*

Australia will apply the Acts and other decisions adopted by the Congress only insofar as they are consistent with its other international rights and obligations, in particular, with the World Trade Organization's General Agreement on Trade in Services.

(Congress–Doc 32.Add 7)

VIII. *On behalf of the Republic of Austria, the Kingdom of Belgium, the Republic of Bulgaria, the Republic of Croatia, the Republic of Cyprus, the Czech Republic, the Kingdom of Denmark, the Republic of Estonia, the Republic of Finland, the Republic of France, the Federal Republic of Germany, the Hellenic Republic, Hungary, Ireland, the Republic of Italy, the Republic of Latvia, the Republic of Lithuania, the Grand Duchy of Luxembourg, the Republic of Malta, the Kingdom of the Netherlands, the Republic of Poland, the Portuguese Republic, Romania, the Slovak Republic, the Republic of Slovenia, the Kingdom of Spain and the Kingdom of Sweden*

The delegations of the Member States of the European Union declare that their countries will apply the Acts adopted by this Congress in accordance with their obligations pursuant to the Treaty on European Union, the Treaty on the Functioning of the European Union, and the General Agreement on Trade in Services of the World Trade Organization.

(Congress–Doc 32.Add 8)

*IX. On behalf of the Socialist Republic of Viet Nam*

The delegation of the Socialist Republic of Viet Nam declares that:

- Viet Nam reserves its right to take any action or measures, if necessary, to safeguard national rights and interests should any other UPU member countries in any way fail to comply with the provisions of the UPU Congress Acts or should declarations or reservations by other UPU member countries jeopardize the sovereignty, rights, interests and postal services of the Socialist Republic of Viet Nam.
- Viet Nam reserves the right to make reservations, if necessary, upon ratification/approval of the Acts at the 28th UPU Congress.
- On signing the Final Acts of the 28th UPU Congress, Viet Nam declares that it will apply the Acts and other decisions adopted by this Congress in a manner consistent with all applicable laws and those international agreements to which it is a signatory party.

(Congress–Doc 32.Add 9)

*X. On behalf of the People's Democratic Republic of Algeria*

The delegation of the People's Democratic Republic of Algeria declares that it reserves the right of its country to apply the Acts adopted by the Dubai Congress only insofar as they are consistent with the national legislation and regulations of Algeria and the foreign policy of the Algerian government.

Moreover, it declares that the signature of the aforementioned Acts shall not be considered a waiver of any of the rights that the country holds and might claim by virtue of the conventions and treaties to which it is party.

The delegation of Algeria also reserves the right of its government to issue, if necessary, other declarations concerning ratification of the Acts of the Dubai Congress.

(Congress–Doc 32.Add 10)

*XI. On behalf of the Togolese Republic*

In signing the final Acts of the 28th Universal Postal Congress, the Togolese delegation reserves the right of its government not to apply any provisions of these Acts that are contrary to the legislation of Togo or to the international agreements to which Togo is a party.

The Togolese delegation also reserves the right of its government not to apply the provisions of these Acts vis-à-vis any member countries or organizations that fail to comply with or apply the said provisions.

(Congress–Doc 32.Add 11)

*XII. On behalf of the Republic of Iceland, the Principality of Liechtenstein and the Kingdom of Norway*

The delegations of the Republic of Iceland, the Principality of Liechtenstein and the Kingdom of Norway declare that their countries will apply the Acts adopted by this Congress in accordance with obligations pursuant to the agreement establishing the European Economic Area and the General Agreement on Trade in Services of the World Trade Organization.

(Congress–Doc 32.Add 12)

*XIII. On behalf of the United Kingdom of Great Britain and Northern Ireland*

The United Kingdom of Great Britain and Northern Ireland (UK) has no doubt about its sovereignty over the Falkland Islands and South Georgia and the South Sandwich Islands and surrounding maritime areas of both territories. The UK is steadfast in its support for the right of self-determination for Falkland Islanders. This right

is enshrined in the United Nations (UN) Charter and in article 1 of the two UN Covenants on human rights. The Falkland Islanders have as much right to determine their political status and freely pursue their economic, social and cultural development as any other peoples.

2025 marks the 12th anniversary of the Falkland Islanders' referendum on sovereignty of the Falkland Islands. The result of that referendum, held in 2013, was that 99.8% of those who voted, on a 92% turnout, expressed the wish to maintain the Islands' current status as a self-governing territory of the UK.

The UK's relationship with the Falkland Islands, and all of its Overseas Territories, is a modern one based on partnership, shared values, and the right of the people of each territory to determine their own future. Argentina continues to deny that this fundamental human right applies to the people of the Falkland Islands, and actively seeks opportunities in international forums to assert its sovereignty claim. This behaviour is wholly incompatible with the principles established in the UN Charter.

The future of the Falkland Islands is not a bilateral issue between the UK and Argentina. The Islanders' wishes are paramount. Today, the Falkland Islands are a democratic and prosperous community, showing the world what is possible in terms of sustainable fisheries and environmental conservation.

In December 2025, the Falkland Islands will hold a general election to decide upon their next government, voting on issues such as education, the economy and the environment. The people of the Falkland Islands are rightly proud of their vibrant, small-island, big-ocean democracy.

And they are clear – neither the UK nor Argentina can negotiate the future that they are determining for themselves. The UK Government will not negotiate on the future of the Falkland Islands, unless the Islanders themselves wish it. And they do not.

(Congress–Doc 32.Add 13)

#### *XIV. On behalf of the Kingdom of Thailand*

The delegation of the Kingdom of Thailand to the 28th Universal Postal Congress declares that, in signing the Acts of the said Congress (Dubai, United Arab Emirates, 2025), it reserves the right of its government to take action that it deems necessary to safeguard its interests should any member country fail, in any way, to comply with the provisions of:

- the Constitution of the Universal Postal Union (Vienna, 1964), as amended by the Acts of the Congresses held in Tokyo (1969), Lausanne (1974), Hamburg (1984), Washington (1989), Seoul (1994), Beijing (1999), Bucharest (2004), Geneva (2008), Istanbul (2016), Addis Ababa (Extraordinary Congress, 2018), Abidjan (2021), Riyadh (Extraordinary Congress, 2023) and Dubai (2025);
- the General Regulations (Doha, 2018), as amended by the Acts of the Congresses held in Istanbul (2016), Addis Ababa (Extraordinary Congress, 2018), Abidjan (2021), Riyadh (Extraordinary Congress, 2023) and Dubai (2025);
- the Universal Postal Convention (Dubai, 2025);

and the Additional Protocols, or should any reservation made by any member country jeopardize its sovereignty or its operation of postal networks and services, or lead to an increase in its financial obligations.

Furthermore, it reserves the right of its government to make additional declarations that it may deem necessary to the Acts adopted by this Congress until such time as Thailand deposits with the Secretary General the instrument of ratification of the amendments to the Constitution of the Universal Postal Union and/or Universal Postal Convention.

(Congress–Doc 32.Add 14)

*XV. On behalf of the Syrian Arab Republic*

In signing the Final Acts of the 28th Universal Postal Congress (Dubai, United Arab Emirates, 2025), the delegation of the Syrian Arab Republic reserves for its government, at the time of ratification of the Final Acts, the right to confirm all written and oral declarations submitted by its delegation and to register any other additional reservations at the time of ratification.

The signature of these Final Acts shall be considered valid only in respect of member states of the Universal Postal Union recognized by the Syrian Arab Republic.

(Congress–Doc 32.Add 15)

*XVI. On behalf of the Russian Federation*

The delegation of the Russian Federation categorically disagrees with the accusations set out in the statement of the delegation of Georgia made on signature of the Final Acts of the 28th Universal Postal Congress, contained in Congress–Doc 32.Add 3.

It should be recalled that the actions of the Russian Federation were aimed at countering Tbilisi's violent policy towards the small peoples of Abkhazia and South Ossetia. By rebuffing Georgia's military aggression, the Russian Federation guaranteed the peaceful future of these peoples as independent states.

We emphasize that the Universal Postal Union is not authorized to discuss issues of territorial integrity and sovereignty of states, or to qualify the actions of states as "occupation".

On signature of the Final Acts of the 28th Universal Postal Congress, the Russian Federation reserves the right to refuse to follow any of the provisions thereof aimed at implementing the steps outlined in the aforementioned Georgian declaration.

(Congress–Doc 32.Add 16)

*XVII. On behalf of the State of Israel*

The delegation of Israel to the 28th Congress of the Universal Postal Union reiterates the declarations and reservations that it has made at previous UPU Congresses, and rejects unreservedly any declaration or reservation made by any other member of the Union at the 28th Congress with the intention of disregarding Israel's rights and status as a member of the UPU. Furthermore, any such declaration or reservation is in contravention of both the letter and the spirit of the UPU Constitution, Convention and Agreements.

The delegation of Israel accordingly considers any such declaration or reservation to be illegal and void, and reserves its rights accordingly.

The Government of Israel does not recognize "Palestine" as a state. For the avoidance of doubt, it hereby places on record its position that "Palestine" cannot be deemed a party to any international legal instrument or convention. Consequently, Israel considers the decision regarding the "Participation of Palestine in the sessions and work of the bodies of the UPU" to be devoid of legal validity and without any effect upon Israel's rights or obligations under the UPU Convention.

The Government of the State of Israel states its position that the interpretation and application of any resolution or statement by all concerned must be in accordance with and subject to any existing or future bilateral agreements or arrangements. Furthermore, Israel shall interpret and apply any resolution or statement in accordance with applicable Israeli law.

(Congress–Doc 32.Add 17)

---

*XVIII. On behalf of the Plurinational State of Bolivia*

The delegation of the Plurinational State of Bolivia declares that:

- The Plurinational State of Bolivia will apply the Acts of the Universal Postal Union and the other decisions adopted by the 28th Congress of the Universal Postal Union only insofar as they are consistent with its Political Constitution, national legislation and other obligations undertaken under other international agreements to which it is a signatory party.
- The country reserves the right to take the measures it deems necessary to safeguard the interests, rights and sovereignty of the Plurinational State of Bolivia.

(Congress–Doc 32.Add 18)



Rules of Procedure of Congresses

---



# Rules of Procedure of Congresses

## Table of contents

### Article

- 1 General provisions
- 2 Exceptional definitions and procedures associated with remote participation in Congress**
- 3 Delegations
- 4 Delegates' credentials
- 5 Order of seating
- 6 Observers and ad hoc observers
- 7 Positions of Chair and Vice-Chair of Congress
- 8 Bureau of Congress
- 9 Membership of Committees
- 10 Working parties
- 11 Secretariat of Congress
- 12 Languages of debates
- 13 Languages used for drafting Congress documents
- 14 Proposals
- 15 Consideration of proposals in Plenary and in Committees
- 16 Debates
- 17 Motions on points of order and procedural motions
- 18 Quorum
- 19 Voting principle and procedure
- 20 Conditions of approval of proposals
- 21 Election of the members of the Council of Administration or the Postal Operations Council
- 22 Election of the Director General and the Deputy Director General of the International Bureau
- 23 Reports
- 24 Appeal against decisions taken by the Committees and by the Plenary
- 25 Approval by Congress of draft decisions **and preparation of consolidated versions of the Acts**
- 26 Assignment of studies to the Council of Administration and the Postal Operations Council
- 27 Reservations to Acts
- 28 Signature of Acts
- 29 Amendment of the Rules



# Rules of Procedure of Congresses

## Article 1

### General provisions

The present Rules of Procedure (hereinafter referred to as the “Rules”) have been drawn up pursuant to the Acts of the Union and are subordinate to them. In the event of a discrepancy between one of their provisions and a provision of the Acts, the latter shall prevail.

## Article 2

### Exceptional definitions and procedures associated with remote participation in Congress

**1** Without prejudice to the relevant provisions of the General Regulations on the organization of Congresses, any references in these Rules of Procedure to “take part”, “participate”, “seating”, “represented”, being “present”, “attend” and “voting” shall be understood as including the possibility of attendance and representation of Union member countries and observers by electronic means, i.e. via the UPU virtual conferencing platform made available by the International Bureau to ensure active participation in UPU 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.

**2** The possibility of remote participation referred to above shall not apply in the event of any secret ballot, in which case Union member countries availing themselves of the aforementioned possibility shall not be counted for the purposes of article 18 of the present Rules, nor be entitled to vote, unless the appropriate notice of representation or proxy is provided to another member country attending physically in accordance with article 4.

## Article 3

### Delegations

**1** 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 heads of delegation and, if appropriate, their deputies, one or more delegates and, possibly, one or more attached officials (including experts, secretaries, etc.).

**2** 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 4 of these Rules.

## Article 4

### Delegates’ credentials

**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. A copy of such authorization shall be presented together with the credentials. Credentials shall preferably be provided in one of the working languages of the International Bureau. Credentials provided in a language other than one of the working languages of the International Bureau (and for which no Union translation service exists) shall be accompanied by an English or French **translation**. 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. Credentials authorizing the holder to sign the Acts shall implicitly include the right to speak and to vote. Delegates on whom the relevant authorities have conferred full powers without specifying their scope shall be authorized to speak, to vote and to sign the Acts unless the wording of the credentials is explicitly to the contrary. Credentials authorizing the holder to participate on behalf of the country concerned or represent the latter shall implicitly include the right to speak and to vote only.

2 For the purposes of this article and without having to produce specific credentials or full powers, the Heads of State, Heads of Government and Ministers for Foreign Affairs of member countries shall also be considered as representing their respective member country for the purpose of performing any act relating to the conclusion of the Acts of the Union.

3 Credentials shall be deposited, through the intermediary of the Congress Secretariat (hereinafter the "Secretariat"), with the authority designated for that purpose.

4 Member countries whose delegates are not in possession of credentials or which have not deposited their credentials may, provided the names of such delegates have been communicated by their Government to the International Bureau, take part in the debates but shall not have the right to vote until such time as their respective credentials, in due and proper form, are deposited with the authority referred to in paragraph 3. The International Bureau shall assess the adequacy of delegates' credentials and, in case of doubt, refer the matter to the authority referred to in paragraph 3 for consideration.

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.

6 Credentials and proxies sent by secure electronic means (as well as replies to requests for information associated therewith) shall be admissible provided that compliance with the requirements set forth in paragraph 1 is confirmed by the authority referred to in paragraph 3. For the purposes of this paragraph, "secure electronic means" refers to any electronic means used for the processing, storage and transmission of data that ensure that completeness, integrity and confidentiality of such data are maintained during the submission of the aforementioned credentials and proxies by a member country.

7 A delegation which, after it has deposited its credentials, is prevented from attending one or more meetings, may arrange to be represented by the delegation of another member country, provided that notice in writing is given to the Chair of the meeting concerned. However, a delegation may represent only a single country other than its own.

8 The delegates of member countries which are not parties to an Agreement may take part in the debates of Congress concerning that Agreement, without the right to vote.

## Article 5

### Order of seating

1 At Congress and Committee meetings, delegations shall, **if physically present**, be seated in the French alphabetical order of the member countries represented. **For the purposes of this paragraph, the observer State of Palestine shall also have the right to be seated among the member countries referred to herein.**

2 The Chair of the Council of Administration shall draw lots, in due course, for the name of the country to be placed foremost before the rostrum at Congress and Committee meetings.

## Article 6

### Observers and ad hoc observers

1 The observers and ad hoc observers shall not be entitled to vote, but may take the floor with the permission of the Chair of the meeting.

2 In exceptional circumstances, the right of observers and ad hoc observers to participate in certain meetings, or parts of meetings, may be restricted if the confidentiality of the subject dealt with so requires. They shall be so informed as quickly as possible. This restriction may be decided on a case-by-case basis by any body concerned or its Chair. Such decisions shall be reviewed by the Bureau of Congress, which shall have the authority to confirm or reverse such decisions by a simple majority vote.

#### Article 7

##### Positions of Chair and Vice-Chair of Congress

1 At its first plenary meeting, Congress shall elect, on the proposal of the host member country of the Congress, the Chair of Congress and then approve, on the proposal of the Council of Administration, the appointment of the member countries which are to serve as Vice-Chairs of Congress and Chairs and Vice-Chairs of the Committees. These posts will be assigned taking as much account as possible of the equitable geographical distribution of the member countries.

2 The Chairs shall open and close the meetings over which they preside, direct the debates, give speakers the floor, put proposals to the vote and announce what majority is required for their adoption, announce decisions and, subject to the approval of Congress, interpret such decisions if necessary.

3 The Chairs shall see that the present Rules are observed and that order is maintained at meetings.

4 Any delegation may appeal to the Plenary or the Committee against a decision taken by the Chair on the basis of a provision or interpretation of the Rules. The Chair's decision shall nevertheless hold good unless rescinded by a majority of the members present and voting.

5 Should the member country appointed Chair be no longer able to exercise this function, one of the Vice-Chairs shall be appointed by the Plenary or the Committee to replace it.

#### Article 8

##### Bureau of Congress

1 The Bureau shall be the central body responsible for directing the work of Congress. It shall consist of the Chair and Vice-Chairs of Congress and the Chairs of the Committees. It shall meet periodically to review the progress of the work of Congress and to make recommendations designed to facilitate such progress. It shall assist the Chair in drawing up the agenda of each plenary meeting and in coordinating the work of the Committees. It shall make recommendations relating to the closing of Congress.

2 The Secretary General of Congress and the Assistant Secretary General, mentioned in article 11.2, shall attend the meetings of the Bureau.

#### Article 9

##### Membership of Committees

1 The member countries represented in Congress shall, as of right, be members of the Committees responsible for studying proposals relating to the Constitution, the General Regulations and the Convention.

2 Member countries represented in Congress which are parties to one or more of the optional Agreements shall, as of right, be members of the Committee and/or Committees responsible for the revision of these Agreements. The right to vote of members of the Committee or Committees shall be confined to the Agreement or Agreements to which they are parties.

3 Member countries which are not members of Committees dealing with the Agreements may attend meetings of those Committees and take part in the debates without the right to vote.

**Article 10**

Working parties

Congress and each Committee may set up working parties to study special questions.

**Article 11**

Secretariat of Congress

- 1 The Secretariat shall be provided by the International Bureau with the assistance of the host member country.
- 2 The Director General and the Deputy Director General of the International Bureau shall act as Secretary General and Assistant Secretary General of Congress, respectively.
- 3 The Secretary General and the Assistant Secretary General shall attend the meetings of Congress and of the Bureau of Congress and take part in the debates without the right to vote. They may also attend, under the same conditions, Committee meetings or be represented thereat by a senior official of the International Bureau.
- 4 Officials of the International Bureau shall act as Secretaries of the Plenary, of the Bureau of Congress and of the Committees. They shall assist the Chair during meetings and shall be responsible for writing the reports.
- 5 The Secretaries of the Plenary and of the Committees shall be assisted by Assistant Secretaries.

**Article 12**

Languages of debates

- 1 Subject to paragraph 2, French, English, Spanish and Russian may be used for debates, by means of a system of simultaneous or consecutive interpretation.
- 2 The debates of the Drafting Committee shall be held in French.
- 3 Other languages may also be used for the debates mentioned in paragraph 1. The language of the host country shall have priority in this connection. Delegations using other languages shall arrange for simultaneous interpretation into one of the languages mentioned in paragraph 1, either by means of the simultaneous interpretation system, when the necessary technical alterations can be made, or by special interpreters.
- 4 The cost of the interpretation services shall be divided among the member countries using the same language in proportion to their contributions to the expenses of the Union.

**Article 13**

Languages used for drafting Congress documents

- 1 Documents prepared during Congress including draft decisions submitted to Congress for approval shall be published in French by the Secretariat.
- 2 To this end, documents produced by delegations of member countries shall be submitted in French, either direct or through the intermediary of the Secretariat's translation services.
- 3 The above services, organized at their own expense by the language groups set up in accordance with the relevant provisions of the General Regulations, may also translate Congress documents into their respective languages.

**Article 14**

## Proposals

- 1 All questions brought before Congress shall be the subject of proposals.
- 2 All proposals published by the International Bureau before Congress shall be regarded as being submitted to Congress.
- 3 Two months before Congress opens, no proposal shall be considered except those amending earlier proposals.
- 4 The following shall be regarded as amendments: any proposal which, without altering the substance of the original proposal, involves a deletion from, addition to or revision of a part of the original proposal. No proposed change shall be regarded as an amendment if it is inconsistent with the meaning or intent of the original proposal. In case of doubt, Congress or the Committee shall decide the matter.
- 5 Amendments submitted at Congress to proposals already made shall be communicated to the Secretariat in writing, in French, before noon on the day but one before the day on which they will be discussed, so that they can be distributed to delegates the same day. This time limit shall not apply to amendments arising directly from the debates in the Plenary or in a Committee. In the latter case, if so requested, the author of the amendment shall submit a written version in French or in any other language used for debates. The Chair concerned shall read it out, have it read out, or visually present it for delegates.
- 6 The procedure laid down in paragraph 5 shall also apply to the submission of proposals that are not designed to amend the text of the Acts (draft resolutions, draft recommendations, draft formal opinions, etc.) where these proposals result from the work of Congress.
- 7 Any proposal or amendment shall give the final form of the text which is to be inserted in the Acts of the Union, subject, of course to revision by the Drafting Committee.

**Article 15**

## Consideration of proposals in Plenary and in Committees

- 1 Drafting proposals (the number of which shall be followed by the letter R) shall be assigned to the Drafting Committee either direct, if the Secretariat has no doubt as to their nature (a list of such proposals shall be drawn up for the Drafting Committee by the Secretariat), or, if the Secretariat is in doubt as to their nature, after the other Committees have confirmed that they are purely of a drafting nature (a list of such proposals shall likewise be drawn up for the Committees concerned). If, however, such proposals are linked with other proposals of substance to be considered by the Plenary or by other Committees, the Drafting Committee shall postpone consideration of them until after the Plenary or the other Committees have taken a decision on the corresponding proposals of substance. Proposals whose numbers are not followed by the letter R but which, in the opinion of the Secretariat, are of a drafting nature, shall be referred direct to the Committees concerned with the corresponding proposals of substance. When these Committees begin work, they shall decide which of the proposals shall be assigned direct to the Drafting Committee. A list of these proposals shall be drawn up by the Secretariat for the Committees concerned.
- 2 If the same question is the subject of several proposals, the Chair shall decide the order in which they are to be discussed, starting as a rule with the proposal which departs most from the basic text and entails the most significant change in relation to the status quo.
- 3 If a proposal can be subdivided into several parts, each part may, if the originator of the proposal or the assembly so agrees, be considered and voted upon separately. The same possibility shall apply for the simultaneous consideration of several related proposals.
- 4 Any proposal withdrawn in Plenary or in Committee by its originator may be resubmitted by the delegation of another member country. Similarly, if an amendment to a proposal is accepted by the originator of the proposal, another delegation may resubmit the original, unamended proposal.

5 Any amendment to a proposal which is accepted by the delegation submitting the proposal shall be immediately included in the text thereof. If the originator of the original proposal does not accept an amendment, the Chair shall decide whether the amendment or the proposal shall be voted upon first, starting with whichever departs furthest from the meaning or intent of the basic text and entails the most significant change in relation to the status quo.

6 The procedure described in paragraph 5 shall also apply where more than one amendment to a proposal is submitted.

7 The Chair of Congress and the Chairs of Committees shall arrange for the text of the proposals, amendments or decisions adopted to be passed to the Drafting Committee, in writing, after each meeting.

## Article 16

### Debates

1 Delegates may not take the floor until they have been given permission to do so by the Chair of the meeting. They shall be urged to speak slowly and distinctly. The Chair shall afford delegates the possibility of freely and fully expressing their views on the subject discussed, so long as that is compatible with the normal course of the debate.

2 Unless a majority of the members present and voting decides otherwise, speeches shall not exceed five minutes. The Chair shall be authorized to interrupt any speaker who exceeds the said authorized time. The Chair may also ask the delegate not to depart from the subject.

3 During a debate, the Chair may, with the agreement of the majority of the members present and voting, declare the list of speakers closed after reading it out. When the list is exhausted, the Chair shall declare the debate closed, although even after the closing of the list the Chair may grant the originator of the proposal under discussion the right to reply to any of the speeches delivered.

4 The Chair may also, with the agreement of the majority of the members present and voting, limit the number of speeches by any one delegation on a proposal or a certain group of proposals; but the originator of the proposal shall be given the opportunity of introducing it and speaking subsequently if it asks to do so in order to make new points in reply to the speeches of other delegations, so that it may, if so wished, be the last speaker.

5 With the agreement of the majority of the members present and voting, the Chair may limit the number of speeches on a proposal or a certain group of proposals; but this limit may not be less than five for and five against the proposal under discussion.

## Article 17

### Motions on points of order and procedural motions

1 During the discussion of any question and even, where appropriate, after the closure of the debate, a delegation may submit a motion on a point of order for the purpose of requesting:

- 1.1 clarification on the conduct of the debates;
- 1.2 observance of the Rules of Procedure;
- 1.3 a change in the order of discussion of proposals suggested by the Chair.

The motion on a point of order shall take precedence over all questions, including the procedural motions set forth in paragraph 3.

2 The Chair shall immediately give the desired clarifications or take the decision which it considers advisable on the subject of the motion on a point of order. In the event of an objection, the Chair's decision shall be put to the vote forthwith.

3 In addition, during discussion of a question, a delegation may introduce a procedural motion with a view to proposing:

- 3.1 the suspension of the meeting;
- 3.2 the closure of the meeting;
- 3.3 the adjournment of the debate on the question under discussion;
- 3.4 the closure of the debate on the question under discussion.

Procedural motions shall take precedence, in the order set out above, over all other proposals except the motions on points of order referred to in paragraph 1.

4 Motions for the suspension or closure of the meeting shall not be discussed, but shall be put to the vote immediately.

5 When a delegation proposes adjournment or closure of the debate on a question under discussion, only two speakers against the adjournment or the closure of the debate may speak, after which the motion shall be put to the vote.

6 The delegation which submits a motion on a point of order or a procedural motion may not, in its submission, deal with the substance of the question under discussion. The proposer of a procedural motion may withdraw it before it has been put to the vote, and any motion of this kind, whether amended or not, which is withdrawn may be reintroduced by another delegation.

**7 For the purposes of this article, the observer State of Palestine shall also have the right to raise points of order and procedural motions, provided that the right to raise such points of order and procedural motions shall not include the right to challenge the decision of the Chair of the meeting.**

#### Article 18

##### Quorum

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

2 For **decisions** on amending the Constitution and the General Regulations, the quorum required shall be two thirds of the Union member countries having the right to vote.

3 In the case of the Agreements, the quorum required for the opening of the meetings and for **decisions** shall be half the member countries represented at Congress which are parties to the Agreement concerned and have the right to vote.

4 Delegations which are present but do not take part in a given vote, or which state that they do not wish to take part therein, shall not be considered absent for the purpose of establishing the quorums required under paragraphs 1, 2 and 3.

#### Article 19

##### Voting principle and procedure

1 Questions which cannot be settled by common consent shall be decided by vote.

2 Votes shall be taken **via the UPU virtual conferencing platform** or by the electronic voting system **available to the Congress.**

3 **The** methods of voting shall be as follows:

- 3.1 non-recorded **vote**;
- 3.2 recorded **vote** (the names of the countries shall not be called unless one delegation, supported by a majority of the delegations present and voting, so requests);

**3.3 secret ballot.**

**3.3.1 In the event of a secret ballot as referred to in paragraph 3.3, a member country participating remotely shall have the possibility, prior to the ballot, of informing the Chair of Congress (or the Chair of the Committee concerned) that it wishes another member country physically present to represent it for the purposes of that ballot through a notice of representation or proxy.**

**4** Regardless of the system of voting used, the secret ballot shall take precedence over any other voting procedure.

**5** Once the voting has begun, no delegation may interrupt it, except to raise a point of order relating to the way in which the vote is being taken.

**6** After the vote, the Chair may permit delegates to explain why they voted as they did.

**Article 20**

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.

**Article 21**

Election of the members of the Council of Administration or the Postal Operations Council

In order to decide between countries which have obtained the same number of votes in elections of members of the Council of Administration or the Postal Operations Council, the Chair shall draw lots.

**Article 22**

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

**1** The elections of the Director General of the International Bureau and of the Deputy Director General shall take place by secret ballot successively at one or more meetings held on the same day. The candidate who obtains a majority of the votes cast by the member countries present and voting shall be elected. As many ballots shall be held as are necessary for a candidate to obtain this majority.

2 “Member countries present and voting” shall mean member countries voting for one of the candidates whose applications have been announced in due and proper form, abstentions and blank or null and void ballot papers being ignored in counting the votes required to constitute a majority.

3 If the number of abstentions and blank or null and void ballot papers exceeds half the number of votes cast in accordance with paragraph 2, the election shall be deferred to a later meeting, at which abstentions and blank or null and void ballot papers shall no longer be taken into account.

4 The candidate who obtains the least number of votes in any one ballot shall be eliminated.

5 In the event of a tie, an additional ballot, and if necessary a second additional ballot, shall be held in an attempt to decide between the tying candidates, the vote relating only to these candidates. If the result is inconclusive, the election shall be decided by drawing lots. The lots shall be drawn by the Chair.

6 The candidates for Director General and Deputy Director General of the International Bureau may, at their request, be represented at the counting of the votes.

## Article 23

### Reports

1 The reports of plenary meetings shall record the course of the meetings, briefly summarize speeches, and mention proposals and the outcome of the debates.

2 The debates of Committee meetings shall be the subject of reports to the Plenary. As a general rule, Working Parties shall prepare a report for the body that set them up.

3 Delegates, however, shall be entitled to ask for any statement made by them to be included in the reports either verbatim or in summary form, provided the French or English text is handed to the Secretariat not later than two hours after the end of the meeting.

4 Delegates shall be allowed a period of twenty-four hours, from the moment when the draft reports are distributed, in which to make their comments to the Secretariat, which, if necessary, shall act as an intermediary between the party concerned and the Chair of the meeting in question.

5 As a general rule and subject to the provisions of paragraph 4, at the beginning of each plenary meeting, the Chair shall submit the report of a previous meeting for approval. The same shall apply in regard to Committee reports. The reports of the last meetings which it has not been possible to approve in Plenary or in a Committee shall be approved by the respective Chairs of the meetings. The International Bureau shall also take account of any comments received from delegates of member countries within forty days of the dispatch of the reports to them.

6 The International Bureau shall be authorized to correct in the reports of meetings of the Plenary and Committees any clerical errors or drafting issues which were not brought to light when the minutes were approved in accordance with paragraph 5.

## Article 24

### Appeal against decisions taken by the Committees and by the Plenary

1 Any delegation may appeal against a decision concerning proposals (Acts, resolutions, etc.) which have been approved or rejected in Committee. Notice of the appeal must be given to the Chair of Congress, in writing, within 48 hours from the adjournment of the Committee meeting at which the proposal was approved or rejected. The appeal shall be considered during the next plenary meeting.

2 When a proposal has been adopted or rejected by the Plenary, it can be reconsidered by the same Plenary only if the appeal has been supported by at least 10 delegations. Such an appeal must be approved by a two-thirds majority of the members present and voting which have the right to vote. This possibility shall be limited to proposals submitted direct to the Plenary, it being understood that a single question cannot give rise to more than one appeal.

**Article 25**

**Approval by Congress of draft decisions and preparation of consolidated versions of the Acts**

1 As a general rule, each draft Act submitted by the Drafting Committee shall be studied article by article. The Chair may, with the agreement of the majority, use a faster procedure, for instance chapter by chapter. In the absence of consensus, each Act can only be regarded as adopted after an overall favourable vote; article **20.1** shall apply to such a vote.

2 The International Bureau shall be authorized to correct in the final Acts any clerical errors or drafting issues which have not come to light during the study of the draft Acts, including, without limitation, the numbering of articles and paragraphs and references. **The same shall also apply to the consolidated versions of the Acts, which shall be prepared by the International Bureau and comprise the texts of the Acts as last amended by Congress.**

3 The drafts of decisions other than those amending the Acts, submitted by the Drafting Committee, shall as a general rule be considered en bloc. The provisions of paragraph 2 shall also apply to the drafts of these decisions.

**Article 26**

**Assignment of studies to the Council of Administration and the Postal Operations Council**

On the recommendation of its Bureau, Congress shall assign studies to the Council of Administration and the Postal Operations Council, in accordance with the respective compositions and responsibilities of these two bodies as they are set forth in articles 106, 107, 112 and 113 of the General Regulations.

**Article 27**

**Reservations to Acts**

1 Reservations to the Acts of the Union shall be submitted in the form of a proposal to the Secretariat in writing in one of the working languages of the International Bureau (proposals concerning the Final Protocol).

2 To enable it to distribute proposals concerning reservations to all member **countries, the** Secretariat shall set a deadline for the submission of reservations and notify member countries of it.

3 Reservations to the Acts of the Union submitted after the deadline set by the Secretariat shall not be considered by the Secretariat or by Congress.

**Article 28**

**Signature of Acts**

Subject to article **25.2**, the Acts finally approved by Congress shall be submitted to the plenipotentiaries for signature. Except as otherwise decided by Congress, such Acts shall remain open for signature to all member countries at the headquarters of the Union for 30 days following their adoption by Congress, and thereafter remain open to accession.

**Article 29**

**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.

Decisions of the 2025 Dubai Congress  
other than those amending the Acts  
(resolutions, decisions, recommendations, formal opinions, etc.)

---



## Decisions of the 2025 Dubai Congress other than those amending the Acts (resolutions, decisions, recommendations, formal opinions, etc.)

### Classification key

- 1 General affairs of the Union
  - 1.1 Political questions
  - 1.2 Postal strategy
  
- 2 Acts of the Union
  - 2.1 General
  - 2.2 Constitution
  - 2.3 General Regulations
  - 2.4 Convention
    - 2.4.1 Common questions applicable to the international postal service
      - 2.4.1.1 Accounts
      - 2.4.1.2 Environment
      - 2.4.1.3 Security
      - 2.4.1.4 Forms
      - 2.4.1.5 Markets and customer relations
      - 2.4.1.6 Postage stamps and philately
    - 2.4.2 Matters applicable to letter post and postal parcels
      - 2.4.2.1 Airmail
      - 2.4.2.2 Customs control
      - 2.4.2.3 Inquiries, liability and indemnity
      - 2.4.2.4 Remuneration
      - 2.4.2.5 Quality of service
      - 2.4.2.6 EMS
    - 2.4.3 Matters specific to letter post
    - 2.4.4 Matters specific to postal parcels
  - 2.5 Postal financial services
  
- 3 Union bodies
  - 3.1 General
  - 3.2 Congress
  - 3.3 Executive Council (EC)/Council of Administration (CA)
  - 3.4 Consultative Council for Postal Studies (CCPS)/Postal Operations Council (POC)
  - 3.5 Consultative Committee
  - 3.6 International Bureau
    - 3.6.1 Staff
    - 3.6.2 Documentation and publications
  
- 4 Finance
  
- 5 Development cooperation
  
- 6 External relations
  - 6.1 Restricted unions
  - 6.2 United Nations (UN)
  - 6.3 Specialized agencies
  - 6.4 Other organizations
  - 6.5 Public information



Table of contents of the resolutions, decisions, recommendations, formal opinions, etc., other than those amending the Acts of the 2025 Dubai Congress

<i>Classification key</i>		<i>Title and references</i>	<i>Type and number of the decision</i>	<i>Page</i>
1	General affairs of the Union	Further reform and opening of the Union to wider postal sector players and activities of the Ready-to-Market Interoperability Group	Resolution C 2	174
1.1	Political questions	Participation of the State of Palestine in the sessions and work of the bodies of the Universal Postal Union	Resolution C 13	205
1.2	Postal strategy	UPU Strategy and draft Dubai Business Plan 2026–2029	Resolution C 16	208
2	Acts of the Union			
2.1	General			
2.2	Constitution			
2.3	General Regulations			
2.4	Convention			
2.4.1	Common questions applicable to the international postal service	Implementation of the updated Integrated Product Plan	Resolution C 3	175
		Establishing a “good governance” model and controls regarding the protection, use and sharing of data provided by member countries and their designated operators during cross-border mail exchanges	Resolution C 10	200
		Further development of the customs policy and regulatory framework	Resolution C 12	203
		Options for dispatching items containing goods in support of reducing the need to return empty receptacles	Resolution C 20	212
2.4.1.1	Accounts			
2.4.1.2	Environment			
2.4.1.3	Security	Safe transport, secure borders: strengthening of measures in support of transport safety and security and to combat dangerous and prohibited goods sent by international mail	Resolution C 9	199
2.4.1.4	Forms			
2.4.1.5	Markets and customer relations			
2.4.1.6	Postage stamps and philately	Strengthening postal revenue protection and combating counterfeit postage payment	Resolution C 8	197

Decisions other than those amending the Acts

<i>Classification key</i>	<i>Title and references</i>	<i>Type and number of the decision</i>	<i>Page</i>
2.4.2	Matters applicable to letter post and postal parcels		
2.4.2.1	Airmail		
2.4.2.2	Customs control		
2.4.2.3	Inquiries, liability and indemnity		
2.4.2.4	Remuneration	Integrated Remuneration Plan (2026–2029)	Resolution C 4 179
2.4.2.5	Quality of service	Integrated Quality of Service Plan	Resolution C 7 193
		Quality of Service Fund	Resolution C 11 201
2.4.2.6	EMS		
2.4.3	Matters specific to letter post		
2.4.4	Matters specific to postal parcels		
2.5	Postal financial services		
3	Union bodies		
3.1	General		
3.2	Congress	Designation of member countries prepared to serve as vice-chairs of Congress, as chairs and vice-chairs of Congress committees, and as members of the restricted committees	Decision C 1 173
		Application of mandatory rules regarding the composition of the Council of Administration and Postal Operations Council	Formal opinion C 6 191
3.3	Executive Council (EC)/ Council of Administration (CA)		
3.4	Consultative Council for Postal Studies (CCPS)/ Postal Operations Council (POC)	Participation of Mongolia in the work of the Postal Operations Council	Decision C 21 213
3.5	Consultative Committee		
3.6	International Bureau		
3.6.1	Staff		
3.6.2	Documentation and publications		

<i>Classification key</i>	<i>Title and references</i>	<i>Type and number of the decision</i>	<i>Page</i>
4	Finance	Report on the consolidated accounts of the Universal Postal Union for the 2020–2023 period	Resolution C 14 207
		Assistance provided by the Government of the Swiss Confederation in the field of the Union's finances	Resolution C 15 207
		Cost-coverage modalities for interpretation services	Resolution C 17 209
		Period covered by the financial decisions taken by the 28th Congress	Resolution C 18 210
		Voluntary allocation of funds generated by a potential reduction in contribution unit amounts for financing projects under Dubai Business Plan domain work proposal 205	Resolution C 19 211
5	Development cooperation	Initiatives tailored to regional needs in areas such as disaster risk management and digitalization	Recommendation C 5 190
6	External relations	Inclusion of a delivery worker emoji in the Unicode Standard	Resolution C 22 213
6.1	Restricted unions		
6.2	United Nations		
6.3	Specialized agencies		
6.4	Other organizations		
6.5	Public information		

## Numerical list of resolutions, decisions, recommendations, formal opinions, etc.

<i>Type</i>	<i>Number</i>	<i>Title and references</i>	<i>Page</i>
Decision	C 1	Designation of member countries prepared to serve as vice-chairs of Congress, as chairs and vice-chairs of Congress committees, and as members of the restricted committees	173
Resolution	C 2	Further reform and opening of the Union to wider postal sector players and activities of the Ready-to-Market Interoperability Group	174
Resolution	C 3	Implementation of the updated Integrated Product Plan	175
Resolution	C 4	Integrated Remuneration Plan (2026–2029)	179
Recommendation	C 5	Initiatives tailored to regional needs in areas such as disaster risk management and digitalization	190
Formal opinion	C 6	Application of mandatory rules regarding the composition of the Council of Administration and Postal Operations Council	191
Resolution	C 7	Integrated Quality of Service Plan	193
Resolution	C 8	Strengthening postal revenue protection and combating counterfeit postage payment	197
Resolution	C 9	Safe transport, secure borders: strengthening of measures in support of transport safety and security and to combat dangerous and prohibited goods sent by international mail	199
Resolution	C 10	Establishing a “good governance” model and controls regarding the protection, use and sharing of data provided by member countries and their designated operators during cross-border mail exchanges	200
Resolution	C 11	Quality of Service Fund	201
Resolution	C 12	Further development of the customs policy and regulatory framework	203
Resolution	C 13	Participation of the State of Palestine in the sessions and work of the bodies of the Universal Postal Union	205
Resolution	C 14	Report on the consolidated accounts of the Universal Postal Union for the 2020–2023 period	207
Resolution	C 15	Assistance provided by the Government of the Swiss Confederation in the field of the Union’s finances	207
Resolution	C 16	UPU Strategy and draft Dubai Business Plan 2026–2029	208
Resolution	C 17	Cost-coverage modalities for interpretation services	209
Resolution	C 18	Period covered by the financial decisions taken by the 28th Congress	210
Resolution	C 19	Voluntary allocation of funds generated by a potential reduction in contribution unit amounts for financing projects under Dubai Business Plan domain work proposal 205	211
Resolution	C 20	Options for dispatching items containing goods in support of reducing the need to return empty receptacles	212
Decision	C 21	Participation of Mongolia in the work of the Postal Operations Council	213
Resolution	C 22	Inclusion of a delivery worker emoji in the Unicode Standard	213

Decisions of the 2025 Dubai Congress other than those amending the Acts (resolutions, decisions, recommendations, formal opinions, etc.)

### Decision C 1/2025

**Designation of member countries prepared to serve as vice-chairs of Congress, as chairs and vice-chairs of Congress committees, and as members of the restricted committees**

Congress,

*Decides*

to approve the following list of member countries, designated by the Council of Administration, which are prepared to serve as vice-chairs of Congress, as chairs and vice-chairs of Congress committees, and as members of the two restricted committees:

*a Vice-chairs of Congress (and geographical group)*

- United States of America (1)
- Uzbekistan (2)
- Portugal (3)
- Senegal (5)

*b Chairs and vice-chairs of Congress committees (and geographical group<sup>1</sup>)*

<i>Committee</i>	<i>Chair</i>	<i>Vice-Chair</i>
C 1 (Credentials) <sup>2</sup>	Kenya (5)	Chile (1)
C 2 (Finance)	United Kingdom of Great Britain and Northern Ireland (3)	China (4)
C 3 (General Policy and Management of the Work of the Union)	New Zealand (4)	Zimbabwe (5)
C 4 (Convention)	Germany (3)	United Rep. of Tanzania (5)
C 5 (Postal Financial Services)	India (4)	Czechia (2)
C 6 (Cooperation and Development)	Jamaica (1)	Oman (4)
C 7 (Drafting) <sup>2</sup>	Cameroon (5)	Belgium (3)

*c Members of restricted committees (and geographical group)*

<i>Name of committee</i>	<i>Members</i>
Committee 1 (Credentials)	Cameroon (5), El Salvador (1), India (4), Iraq (4), New Zealand (4), United Arab Emirates (4), United Kingdom of Great Britain and Northern Ireland (3), United States of America (1)
Committee 7 (Drafting)	France (3), Guinea (5), Poland (2), Senegal (5), United States of America (1)

(Proposal 04, first plenary meeting)

<sup>1</sup> Group 1 = 2 member countries.  
Group 2 = 1 member country.  
Group 3 = 3 member countries.  
Group 4 = 4 member countries.  
Group 5 = 4 member countries.

<sup>2</sup> Restricted committee.

## **Resolution C 2/2025**

### **Further reform and opening of the Union to wider postal sector players and activities of the Ready-to-Market Interoperability Group**

Congress,

Recalling

that the Union's mission is to stimulate the lasting development of efficient and accessible universal postal services of quality in order to facilitate communication between the inhabitants of the world,

Recalling also

that the Union is an intergovernmental organization and a specialized agency of the United Nations whose aim is to secure the organization and improvement of the postal services and to promote in this sphere the development of international collaboration,

Recognizing

that increased access of wider postal sector players to the Union's products and services will help to advance the mission of the organization,

Taking note

of Congress resolution C 3/2023, which instructed the Union's bodies to continue work on proposals aimed at engaging in further reform and opening of the UPU to wider postal sector players,

Acknowledging

the pressure on the global postal network as a result of declining mail volumes, changing consumer expectations and increasing levels of competition from traditional and new players active in the cross-border delivery market,

Realizing

that new emerging models and their technical requirements of cross-border supply chain and delivery solutions necessitate enhanced cooperation, regulatory harmonization, and innovative approaches to ensure efficiency, security and sustainability,

Taking into consideration

the increasing number of commercial relationships beyond the postal network through collaboration between the designated operators of Union member countries with private sector logistics companies, parcel delivery networks and e-commerce consolidators and platforms,

Believing

that Union member countries and their designated operators can more effectively serve the needs of citizens and businesses through collaboration with wider postal sector players where possible, and that such collaboration could be beneficial to designated operators,

Bearing in mind

that any collaboration between wider postal sector players and designated operators should not compromise the ability of the latter to fulfil their obligations arising under the Acts of the Union,

Emphasizing

the importance of developing harmonized standards and technical solutions that support all designated operators of Union member countries, including those of low-volume developing countries, enabling them to attract additional volumes to their networks to further financially sustain their operations,

Noting

the formal establishment of the Ready-to-Market Interoperability Group (RMIG) as a user-funded subsidiary body under the Postal Operations Council, whose main objective is to provide a global platform to allow the postal network to better meet the needs of customers, as set out in Congress–Doc 39.Rev 1,

Acknowledging

that the RMIG shall be a fully self-financed body,

*Decides*

- to adopt the recommendations outlined in Congress–Doc 39.Rev 1;
- that the present resolution shall complement the terms of Congress resolution C 3/2023,

*Instructs*

the Council of Administration and the Postal Operations Council to implement, within their respective areas of attribution, in accordance with article 153 of the General Regulations, the recommendations outlined in Congress–Doc 39.Rev 1,

*Charges*

the Postal Operations Council with presenting a report to the next Congress on the progress of activities of the RMIG and its financing,

*Invites*

designated operators and Consultative Committee members to join the RMIG.

(Proposal 05, Committee 3, first meeting)

**Resolution C 3/2025**

**Implementation of the updated Integrated Product Plan**

Congress,

Taking note

of the work of the Postal Operations Council in streamlining and modernizing postal services in an integrated manner since 2016 through the Integrated Product Plan (IPP),

Fully supporting

the implementation of all of the recommendations contained in the 2026–2029 IPP summarized in Congress–Doc 36.Annex 1 and reproduced below (Annex 1),

Considering

that designated operators (DOs) are working in a fast-paced, highly competitive environment characterized by complicated market dynamics and an increasing complex supply chain environment,

Also considering

that e-commerce, big data, digital technologies and environmental sustainability continue to shape the global postal landscape,

Noting

that DOs are expected to provide integrated, value-chain-focused solutions that drive efficient services, as well as reliable, customer-oriented delivery solutions,

Convinced

that innovative, reliable, high-quality, eco-friendly, customer-centric postal solutions will provide a competitive edge for DOs,

Also convinced

of the benefits of leveraging technology and digitalization, as well as the need to conduct market research activities and impact studies to respond to market changes,

**Recognizing**

that modernizing postal services worldwide is crucial for the long-term sustainability of the global postal network and for strengthening the position of DOs to respond to constantly evolving market and customer needs, focusing on e-commerce, and improving compliance in services and features,

Also recognizing, however,

that certain legacy services may no longer meet market requirements and should be phased out or rationalized to streamline service offerings,

**Acknowledging**

that a successful implementation of the recommendations is intrinsically linked to the deployment of training and capacity-building activities on a global scale,

*Instructs*

the Postal Operations Council to continue ensuring that the UPU keeps pace with change by modernizing letter post, parcel post and EMS through an integrated approach (to product development, quality of service and remuneration systems), and allowing for speedier decision making in response to market needs through implementation of all the recommendations contained in the IPP 2026–2029 presented in Congress–Doc 36 (and reproduced in Annex 1 to the present resolution), in order to ensure that implementation of the IPP 2026–2029 is in line with market dynamics,

*Also instructs*

the Postal Operations Council to develop and implement holistic, cross-cutting activities (including those related to service features, remuneration, setting and measurement of quality standards, technical and messaging standards, accounting and operations) that are driven by customer needs and market trends, and benchmarked against alternative market offerings in order to regain the competitive edge of UPU products (quicker, reliable and affordable),

*Further instructs*

the Postal Operations Council to continue:

- formulating and implementing pilot projects leveraging new technologies, including artificial intelligence (AI) and big data, aimed at improving postal service operations and customer experience;
- monitoring and refining operational frameworks for e-commerce solutions, including bulk shipment and flexible last-mile delivery, to strengthen DOs' market positions;
- working in a holistic, integrated, coordinated and cross-functional manner when developing and implementing new services or changes to existing services, while always keeping the customer as the central focus;
- ensuring the ongoing review of the IPP with the aim of submitting an updated version to the 29th Congress in 2029,

*Additionally instructs*

the Council of Administration to oversee the environmental sustainability initiatives within the postal sector, ensuring compliance with global sustainability standards and goals, and to ensure that questions relating to governmental policies and regulatory issues are properly addressed, discussed and decided in the further development and implementation of the IPP, as well as trade-related postal initiatives, policies and regulations that can support access to international e-commerce markets for micro, small and medium enterprises,

*Invites*

member countries and their DOs to:

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

*Also invites*

the restricted unions to lend their expertise and support in aligning regional postal practices with global initiatives, fostering cohesive development across all levels of postal operations, with a focus on e-commerce development.

(Proposal 01.Rev 1, Committee 4, first meeting)

Annex 1

**Complete set of recommendations contained in Congress–Doc 36.Annex 1**

**A. Define and develop a proof of delivery supplementary service for parcel-post items**

*Recommendation 1*

Create a new article in the Universal Postal Convention, if appropriate, to include proof of delivery (including a clear definition of proof of delivery) as a supplementary service for parcel-post items, mandatory for inbound and optional for outbound. Consequently, operationalize the changes by amending the Convention Regulations accordingly, taking into account the IPP implementation strategy, and explore the potential of applying the concept to all physical services that may require proof of delivery.

**B. Liability and indemnity for parcel-post items without a signature**

*Recommendation 2*

Review and update the liability and indemnity provisions in line with the IPP implementation strategy in section VI of the 2026–2029 IPP. Ensure that they are more market-oriented and better meet customer needs, and assess their applicability to other physical postal services.

**C. Focus on service improvements and compliance in service features**

*i More data and enhanced data quality*

*Recommendation 3*

Working in coordination with other competent POC committees and standing groups, review the appropriate standards to maximize the use of S10 while leveraging other standards such as the use of S26 to facilitate the need for more data to be included in the barcode (e.g. address data, etc.) to meet new service demands, while taking into account the impact of regional/country-specific EAD requirements on worldwide mail flows.

*Recommendation 4*

Working in coordination with other POC bodies, initiate and develop QSF Common Fund pilot projects on supply chain information integration in relation to physical postal services aimed at enhancing data quality and the scanning and delivery performance of DOs.

*ii Tracking of postal items containing goods*

*Recommendation 5*

Explore the opportunities, associated costs, and impact of making tracking, with applicable limited EMSEVT events, a service feature of small packets, and consider other physical postal services that might require additional EMSEVT events for more robust tracking (e.g. sorting of items, arrival at delivery offices, etc.).

**D. Focus on e-commerce requirements**

*Recommendation 6*

Develop a delivered duty paid (DDP) and bulk shipment and customs clearance solution for postal items, bearing in mind the need to continue implementing relevant ongoing recommendations from the previous cycle.

*Recommendation 7*

Explore opportunities, develop pilot projects and take the necessary actions to build the capacity of DOs to offer more flexible last-mile delivery options (e.g. home, workplace, pick-up, drop-off, lockers, delivery to the neighbour, communal boxes, etc.).

*Recommendation 8*

Further examine and develop a B2B2C postal goods flow model for DOs to seize emerging cross-border e-commerce opportunities and to mitigate global supply chain shocks or disruptions.

*Recommendation 9*

Continue to review and modernize the merchandise return service (MRS) to increase the market share of DOs in the cross-border e-commerce returns logistics market.

*Recommendation 10*

Working in coordination with other competent POC bodies, review and amend the CN forms to support the MRS and allow partial individual returns from an initial bulk shipment in such a way as to link the original S10 item identifier with the new one generated by the destination DO.

*Recommendation 11*

Examine and review the operational, accounting and liability features of the current insured service, and whether it should continue to be offered by DOs, or should be left to sellers and insurance service providers to offer. Also review and modernize the features of the registration, delivery free of charges, and delivery to the addressee in person services.

*Recommendation 12*

Working in coordination with other competent POC bodies, develop a customer service strategy for the physical services using IBIS that addresses current customer and market needs, includes revised response times for inquiries via IBIS, and provides a guide for handling customer service scenarios related to issues arising from EAD requirements.

**E. Leverage technology and digitalization**

*Recommendation 13*

Conduct pilot projects to explore potential use cases for application programming interfaces (APIs), artificial intelligence (AI), machine learning, big-data analytics, and geospatial and addressing technologies, with a view to enhancing the customer experience and the operational efficiency of DOs, and improving the delivery of related International Bureau services to UPU members.

**F. Consider environmental sustainability in the provision of physical postal services***Recommendation 14*

Integrate sustainability and ecological solutions in the development of physical postal services.

**G. Conduct market research and impact studies***Recommendation 15*

Allocate funds and budget for market-based industry research and studies, defined and appropriately timed by the POC, and conducted by external consultants under the supervision of the International Bureau.

**H. Internal factors affecting the development of postal services***i Discontinuation of bulky letters (E format)**Recommendation 16*

Discontinue bulky letters (E format) and amend the Convention and its Regulations relating to physical postal services. Relevant amendments concerning other aspects of bulky letters (remuneration, operations and accounting, quality of service, etc.) should be made by the competent POC committees or standing groups.

*ii Discontinuation of ECOMPRO parcels**Recommendation 17*

Discontinue the ECOMPRO parcels and amend the Convention and its Regulations relating to physical postal services. Relevant amendments concerning other aspects of ECOMPRO (remuneration, operations and accounting, quality of service, etc.) should be made by the competent POC committees or standing groups.

*iii Comprehensive review of the Convention Regulations**Recommendation 18*

Establish a dedicated and adequately funded POC expert team or task force to comprehensively review and recast the Regulations into two distinct sections: “goods” and “documents”. This includes making necessary revisions to definitions and terminologies for legal and operational clarity and consistency.

**Resolution C 4/2025****Integrated Remuneration Plan (2026–2029)**

Congress,

Taking note

of Congress resolution C 7/2016, which approved the classification of countries and territories for terminal dues and Quality of Service Fund (QSF) purposes for the 2018–2021 period,

Recalling

that the Istanbul work cycle was the first in which an Integrated Remuneration Plan (IRP) was devised and on which basis important progress has been made to modernize, integrate and align the UPU remuneration systems,

Considering

that the IRP for 2022–2025 in resolution C 13/2021 adopted by the 27th Congress laid down the objectives and directions to develop proposals for the further modernization, rationalization and integration of the UPU remuneration systems,

Recognizing

the need to minimize or eliminate the effects of potential distortions created by the current systems and to ensure that proposals, for submission to the 29th Congress, are developed for an Integrated Remuneration System (IRS) in which the UPU remuneration systems are further modernized and respond to any further developments to the UPU portfolio of physical services brought about by the Integrated Product Plan (IPP),

Recognizing also

the dynamic nature of market developments and the need to align the UPU remuneration systems with market standards and customer needs, to ensure the competitiveness and sustainable growth of UPU services,

Emphasizing

that the updated IRP for 2026–2029 provides the strategic direction, goals and roadmap to deliver proposals for an integrated, modern and forward-looking remuneration system – the IRS 2031–2034,

Emphasizing also

the importance of the modernization, rationalization and integration of the UPU remuneration systems in unlocking the growth potential of UPU services in the e-commerce market,

Encouraged

by the significant progress made in modernizing, integrating and rationalizing the UPU remuneration systems since the 26th Congress, in particular in terms of the decisions taken by the second and third Extraordinary Congresses,

Convinced

that the implementation of the IRP for 2026–2029 will result in proposals to the 29th Congress that are beneficial to achieving the objective of an integrated, modern and forward-looking remuneration system,

*Decides*

- to adopt the IRP for 2026–2029, to enable the continuation of work and studies with a view to developing a proposal for an IRS to be proposed to the 29th Congress;
- to adopt the integrated remuneration system principles contained in Annex 1 to this resolution to guide the above-mentioned work and studies;
- to approve the classification of countries and territories in the groups shown in Annex 2 for remuneration purposes for the 2026–2030 period, in accordance with the relevant provisions of the Acts,

*Instructs*

- the Council of Administration and the Postal Operations Council to ensure that work on the modernization, rationalization and integration of the UPU remuneration systems continues and is concluded by 2029 by:
  - approving at each session the latest version of the IRP (2026–2029) implementation progress report in which the most important conclusions from the different studies and the most up-to-date status and direction of draft conclusions and proposals for an IRS (2031–2034) are presented;
  - implementing all of the activities contained in domain work proposal number 17 to ensure that the implementation of the IRP (2026–2029) will result in proposals for an IRS to be submitted to the 29th Congress;
  - developing work proposals for the 29th Congress for a mandate to continue the work on the further development of the IRP and the IRS through modernization, rationalization and integration;
- the Council of Administration to:
  - monitor the work of and provide feedback to the POC on the implementation of the IRP (2026–2029) and the development of proposals for an IRS (2031–2034) and ensure that, in accordance with the attributions of the CA as contained in article 107 of the General Regulations, the associated proposals for the 29th Congress are in accordance with the integrated remuneration principles in Annex 1 to this resolution;
  - review and propose updated integrated remuneration principles to be proposed to the 29th Congress to guide the work on the further development of the IRS in the next Congress work cycle (2030–2033);

- review the classification of countries and territories for remuneration purposes for the 2026–2030 period and submit to the 29th Congress proposals to simplify the classification system by reducing the number of groups, in order to develop a more focused QSF system for the countries in need and to assess the continuation of QSF funding for countries with self-declared, cost-covering remuneration rates;
  - assess the market and regulatory impacts of the UPU remuneration systems on wider postal sector stakeholders, and the financial impacts of the decisions of the 28th Congress on remuneration;
- the Postal Operations Council to:
- develop proposals for an IRS 2031–2034, including associated proposals to amend the Convention and its Regulations, to be proposed to the 29th Congress;
  - develop such proposals in accordance with the key aspects and objectives outlined in paragraph 77 and take full account of the relevant information from the studies defined in paragraph 78 of Congress–Doc 37; in addition, a benchmarking study on market prices may be conducted to guide the development of the IRS proposals (2031–2034), while taking into careful consideration the need for destination designated operators to cover the cost of delivery of inbound postal items;
  - review the remuneration of basic services for items containing documents and develop proposals for the period of validity of the next Congress Acts (2031–2034): in relation to the above and with equal consideration of affordability, review the maximum rates for documents to ensure full cost coverage in cases where maximum rates limit the capacity of designated operators to have their costs covered;
  - review the remuneration of basic services for items containing goods and develop proposals for the period of validity of the next Congress Acts (2031–2034) with particular focus on:
    - reviewing the methodology to determine the country-specific ceiling rates for parcel remuneration, including the business rules;
    - reviewing the methodology that determines the country-specific ceiling rates for small packet remuneration, including the business rules;
    - determining the combined rate per kilogramme for mail flows below the relevant volume thresholds from the new worldwide average composition of mail, on the basis of the item-per-kilogramme study to be carried out in the year 2027;
    - ensuring that the proposals concerning the remuneration of items containing goods will result in better alignment between and rationalization of the remuneration systems for small packets and parcels in the next Congress cycle (2030–2033);
    - exploring options that will lead to a more equitably harmonized, competitive, affordable and cost-covering model, in particular for small packets and parcels;
  - undertake a comprehensive review of the remuneration of supplementary services (tracked, registered and insured services) on the basis of the product specifications associated with the product portfolio, and develop proposals for appropriate remuneration for the 2031–2034 period;
  - examine and develop a proposal to introduce the domestic tariff referencing methodology to determine the remuneration for registered items;
  - develop proposals in accordance with the product portfolio and on the basis of the product specifications for all basic and supplementary services, as well as for the services that can be added on to the basic services or supplementary services (add-ons);
  - develop, subject to the outcomes of a review, proposals to the 29th Congress to revise the provisions in relation to the remuneration of transit and undeliverable letter-post items;
  - review the amounts and system of payments defined in the Convention concerning the payment of remuneration by the designated operator of origin in the case of non-compliance with the S10 barcode standards on its outbound mail and develop proposals amending those payments to ensure that they better reflect the costs of handling such items and incentivize the designated operator to comply with the mandatory requirements as defined in the Acts;

- develop, subject to the outcomes of a review, proposals to introduce remuneration, such as bonus payments or penalties, with a view to encouraging designated operators of origin to obtain and exchange high-quality ITMATT data from 2027;
- progress or conclude the transition of countries classified in group C for remuneration purposes, including the development of a proposal to mitigate negative impacts on certain group C countries;
- propose a timetable and transition arrangements to ensure the full integration of all countries into a single remuneration system through harmonization of provisions, while recognizing the particular needs of least developed countries and small-volume landlocked and island states;
- review the provisions governing the link between the remuneration for items containing documents and performance evaluation and quality of service with respect to bonuses and penalties, as well as applicable standards and targets;
- examine and develop proposals for implementation by 1 January 2028 to continue improving or establishing the governance of the link between the remuneration of small packets and parcels and performance evaluation in relation to quality of service with respect to bonuses and penalties, with particular focus on the customer-centric reliability element, as well as applicable standards and targets;
- submit to the POC and CA for approval at each session the IRP (2026–2029) implementation progress report based on a two-phased approach, whereby phase I concerns the drafting of the strategic direction and roadmap towards developing IRS 2031–2034 proposals (S1 to S3), and phase II entails detailed progress reporting on the conclusions of the different studies and the development of draft IRS 2031–2034 proposals in accordance with the principles in this resolution and the direction as identified in phase I (S4 to S7);
- develop proposals that simplify and rationalize the provisions in the Acts concerning remuneration where possible;
- revise all operational, statistical and accounting procedures relevant to the proposed modifications to the UPU remuneration systems;
- develop a mandate to implement all proposals for an IRS (2031–2034) in the next work cycle, including the application of the methodology, the calculation of the effective rates and maintenance of guides, manuals and accounting procedures,

*Further instructs*

the International Bureau to:

- implement the Congress decision concerning the country classification in Annex 2 to this resolution;
- implement the IRP (2026–2029);
- implement Congress, CA and POC decisions on UPU remuneration systems, and manage those systems and deal with issues that arise from their implementation, including the provision of clarifications to UPU member countries on the interpretation of the relevant provisions, verification, validation, calculation and publication of rates according to the UPU Convention and Regulations;
- carry out the studies provided for in the work assigned to the CA and POC;
- support the work assigned to the CA and POC;
- undertake, in coordination with the restricted unions, the organization of regional round tables to familiarize all countries and/or regions with the proposals for an IRS (2031–2034);
- undertake, in coordination with the restricted unions, capacity-building and training activities to support member countries with the implementation of the UPU remuneration systems,

*Invites*

member countries to:

- support the implementation of the IRP (2026–2029), in particular by responding to studies in support of proposals on a modern, forward-looking integrated remuneration system, and provide accurate information in a timely manner;
- take an active part in the development of proposals for an IRS (2031–2034) to further progress the work towards a modernized, rationalized and integrated remuneration system;
- take active steps to ensure that their designated operators implement cost-accounting tools to identify and control costs, and set service tariffs with the aim of fostering competitiveness and operational efficiency;
- take measures enabling designated operators to provide reliable physical products at affordable, cost-covering tariffs as part of the universal service, to stimulate the economy and reinforce social cohesion,

*Also invites*

the restricted unions to lend their support within their respective regions to the important work associated with the implementation of the IRP (2026–2029) and the development of proposals for an IRS (2031–2034).

(Proposal 02, Committee 4, second meeting)

Annex 1

**Integrated remuneration system principles for the 2026–2029 Congress work cycle**

- Ensuring the provision of an affordable and viable universal postal service through sustainable remuneration to delivery designated operators;
- Supporting the efficient and economically viable provision of modern international postal services in line with regulatory requirements and with the flexibility to respond to rapidly changing market conditions and customer needs;
- Differentiating the various UPU-regulated postal products based on service specifications and market needs;
- While recognizing the need to differentiate UPU-regulated postal services, simplifying and harmonizing these across formats as much as possible;
- Supporting the interoperability, sustainability and development of the global postal network under the least market-distortive terms by:
  - being transparent, straightforward and mindful of the different resource and implementation constraints among UPU members to support aid programmes for the postal development of transitional countries;
  - incentivizing improved service performance through linking quality of service measurements to remuneration;
  - ensuring non-discriminatory access to destination markets according to country-specific, cost-coverage remuneration rates, while:
    - respecting, in particular, the right to affordable access to international postal services for the least developed member countries with limited international mail volumes;
    - preventing the abusive practice of re-mailing;
    - respecting the need for higher remuneration for the processing and delivery of inbound international mail in cases where domestic rates are set below cost owing to social or similar policies.

**Classification of member countries for remuneration and Quality of Service Fund purposes for the 2026–2030 period****Group A – List of member countries (including territories thereof) in the target system prior to 2010**

<i>Countries and territories</i>
Australia
– Norfolk Island
Austria
Belgium
Canada
Denmark
– Faroe Islands
– Greenland
Finland
– Åland Islands
France
– French Polynesia (including Clipperton Island)
– New Caledonia
– Wallis and Futuna Islands
Germany
Greece
Iceland
Ireland
Israel
Italy
Japan
Liechtenstein
Luxembourg
Monaco
Netherlands (Kingdom of the)
New Zealand
– Ross Dependency
Norway
Portugal
San Marino
Spain
Sweden
Switzerland

<i>Countries and territories</i>
United Kingdom of Great Britain and Northern Ireland
– Guernsey
– Isle of Man
– Jersey
Overseas Territories (United Kingdom of Great Britain and Northern Ireland):
– Falkland Islands (Malvinas)
– Gibraltar
– Pitcairn, Henderson, Ducie and Oeno Islands
– Tristan da Cunha
United States of America
Vatican

**Group B – List of member countries (including territories thereof) that joined the target system in 2010, 2012 and 2016**

<i>Countries and territories</i>
Antigua and Barbuda
Argentina <sup>3</sup>
Aruba, Curaçao and Sint Maarten
Bahamas
Bahrain
Barbados
Belarus <sup>3</sup>
Bosnia and Herzegovina <sup>3</sup>
Botswana <sup>3</sup>
Brazil <sup>3</sup>
Brunei Darussalam
Bulgaria <sup>3</sup>
Chile <sup>3</sup>
China <sup>3</sup>
– Hong Kong
– Macao
Costa Rica <sup>3</sup>
Croatia
Cuba <sup>3</sup>
Cyprus
Czechia
Dominica

<sup>3</sup> Member countries (including territories thereof) in the target system as from 2016.

*Countries and territories*

Estonia

Fiji<sup>4</sup>

Gabon<sup>4</sup>

Grenada

Hungary

Jamaica<sup>4</sup>

Kazakhstan<sup>4</sup>

Kuwait

Latvia

Lebanon<sup>4</sup>

Lithuania<sup>4</sup>

Malaysia<sup>4</sup>

Malta

Mauritius<sup>4</sup>

Mexico<sup>4</sup>

Montenegro<sup>4</sup>

Nauru<sup>4</sup>

Territory under the Kingdom of the Netherlands:

- Caribbean part of the Netherlands (Bonaire, Saba and Sint Eustatius)

Territories under New Zealand:

- Cook Islands
- Niue<sup>4</sup>

North Macedonia<sup>4</sup>

Oman<sup>4</sup>

Panama<sup>4</sup>

Poland

Qatar

Rep. of Korea

Romania<sup>4</sup>

Russian Federation<sup>4</sup>

Saint Kitts and Nevis

Saint Lucia<sup>4</sup>

Saint Vincent and the Grenadines<sup>4</sup>

Saudi Arabia

Serbia<sup>4</sup>

Seychelles<sup>4</sup>

Singapore

<sup>4</sup> Member countries (including territories thereof) in the target system as from 2016.

<i>Countries and territories</i>
Slovakia
Slovenia
South Africa <sup>5</sup>
Suriname <sup>5</sup>
Thailand <sup>5</sup>
Trinidad and Tobago
Türkiye <sup>5</sup>
Ukraine <sup>5</sup>
United Arab Emirates <sup>5</sup>
Overseas Territories (United Kingdom of Great Britain and Northern Ireland):
– Anguilla
– Bermuda
– British Virgin Islands
– Cayman Islands
– Montserrat
– Turks and Caicos Islands
Uruguay <sup>5</sup>
Venezuela (Bolivarian Rep.) <sup>5</sup>

**Group C – List of member countries (including territories thereof) and observer that will join the target system in 2027**

<i>Countries and territories</i>
Afghanistan <sup>6</sup>
Albania
Algeria
Angola <sup>6</sup>
Armenia
Azerbaijan
Bangladesh <sup>6</sup>
Belize
Benin <sup>6</sup>
Bhutan
Bolivia (Plurinational State)
Burkina Faso <sup>6</sup>
Burundi <sup>6</sup>
Cabo Verde

<sup>5</sup> Member countries (including territories thereof) in the target system as from 2016.

<sup>6</sup> Least developed country.

<i>Countries and territories</i>
Cambodia <sup>7</sup>
Cameroon
Central African Rep. <sup>7</sup>
Chad <sup>7</sup>
Colombia
Comoros <sup>7</sup>
Congo
Côte d'Ivoire
Dem People's Rep. of Korea
Dem. Rep. of the Congo <sup>7</sup>
Djibouti <sup>7</sup>
Dominican Republic
Ecuador
Egypt
El Salvador
Equatorial Guinea
Eritrea <sup>7</sup>
Eswatini
Ethiopia <sup>7</sup>
Gambia <sup>7</sup>
Georgia
Ghana
Guatemala
Guinea <sup>7</sup>
Guinea-Bissau <sup>7</sup>
Guyana
Haiti <sup>7</sup>
Honduras
India
Indonesia
Iran (Islamic Rep.)
Iraq
Jordan
Kenya
Kiribati <sup>7</sup>
Kyrgyzstan
Lao People's Dem. Rep. <sup>7</sup>

<sup>7</sup> Least developed country.

<i>Countries and territories</i>
Lesotho <sup>8</sup>
Liberia <sup>8</sup>
Libya
Madagascar <sup>8</sup>
Malawi <sup>8</sup>
Maldives
Mali <sup>8</sup>
Mauritania <sup>8</sup>
Mongolia
Morocco
Mozambique <sup>8</sup>
Myanmar <sup>8</sup>
Namibia
Nepal <sup>8</sup>
Territory under New Zealand:
– Tokelau
Nicaragua
Niger <sup>8</sup>
Nigeria
Pakistan
Palestine <sup>9</sup>
Papua New Guinea
Paraguay
Peru
Philippines
Rep. of Moldova
Rwanda <sup>8</sup>
Samoa
Sao Tome and Principe
Senegal <sup>8</sup>
Sierra Leone <sup>8</sup>
Solomon Islands <sup>8</sup>
Somalia <sup>8</sup>
South Sudan <sup>8</sup>
Sri Lanka
Sudan <sup>8</sup>

<sup>8</sup> Least developed country.

<sup>9</sup> Observer state with the right to directly exchange postal services with member countries. In this regard, Palestine is entitled to Quality of Service Fund benefits equal to those applicable to least developed countries.

<i>Countries and territories</i>
Syrian Arab Rep.
Tajikistan
Timor-Leste <sup>10</sup>
Togo <sup>10</sup>
Tonga
– Niuafu'ou
Tunisia
Turkmenistan
Tuvalu <sup>10</sup>
Uganda <sup>10</sup>
United Rep. of Tanzania <sup>10</sup>
Overseas Territories (United Kingdom of Great Britain and Northern Ireland):
– Ascension
Uzbekistan
Territory under the United States of America:
– American Samoa
Vanuatu
Viet Nam
Yemen <sup>10</sup>
Zambia <sup>10</sup>
Zimbabwe

### **Recommendation C 5/2025**

#### **Initiatives tailored to regional needs in areas such as disaster risk management and digitalization**

Congress,

Recalling

the recommendations and resolutions adopted to date, including recommendation C 14/2016 (Promotion of disaster risk management measures in the field of development cooperation), resolution C 5/2016 (Future strategy of the Telematics Cooperative and financing of its activities), resolution C 6/2016 (E-commerce services as key to a vibrant and effective postal service) and resolution C 17/2016 (Strengthening information technology security) adopted by the 26th Congress in Istanbul in 2016, recommendation C 4/2021 (Initiatives for measures in the fields of disaster risk management, sustainable development and network utilization for social and commercial services and new business through use of cutting-edge technologies) adopted by the 27th Congress in Abidjan in 2021 and resolution C 7/2023 (UPU climate action) adopted by the fourth Extraordinary Congress in Riyadh in 2023,

Realizing

the importance of disaster risk reduction in the postal sector and the necessity of implementing specific programmes according to the circumstances of each Union member country to effectively enhance their disaster resilience,

<sup>10</sup> Least developed country.

**Aware**

of the increased emphasis on the postal sector's contribution to curbing negative environmental impacts while promoting the sector's growth,

**Conscious**

of the benefits of utilizing relevant technologies and the importance of securing robust digital infrastructure to enhance the competitiveness of the postal sector in the digital economy,

**Recognizing**

the potential of the postal sector to address the current and future socio-economic challenges surrounding it,

**Considering**

that efforts to strengthen the postal capacity of Union member countries, which may facilitate global communication across a single postal territory, are rendered more effective by addressing specific regional demands while collaborating with multiple stakeholders,

**Desiring**

to foster an interconnected global postal system in line with the UN Sustainable Development Goals and ensuring that no country is left behind,

***Recommends***

that the relevant UPU bodies take the necessary measures to achieve the above-mentioned objectives through the implementation of initiatives to:

- reinforce disaster risk management and emergency assistance activities;
- promote energy-efficient practices and support designated operators in accessing the required resources to curb the negative impacts of postal activities on the environment;
- support the development and delivery of efficient postal services using relevant technologies available to designated operators and enhancing the cybersecurity of digital postal infrastructure;
- support efforts to address social challenges, such as the provision of basic financial services to populations currently without access to such services;

***Further recommends***

that the International Bureau ensure the smooth and concrete implementation of the above-mentioned measures to enhance the postal capacity of Union member countries, with an emphasis on developing countries. This includes consideration of the regional and/or national specificities of those member countries and, where necessary, cooperation with restricted unions.

(Proposal 08, Committee 6, first meeting)

**Formal opinion C 6/2025**

**Application of mandatory rules regarding the composition of the Council of Administration and Postal Operations Council**

Congress,

**Noting**

that, in accordance with article 106.1 and 106.3 of the General Regulations, the Council of Administration (CA) shall consist of forty-one members, forty of which shall be elected by Congress on the basis of an equitable geographical distribution,

**Also noting**

that at least half of the CA's membership is renewed at each Congress, and that no member country may be chosen by three successive Congresses, pursuant to article 106.3 of the General Regulations,

Recalling

that, in accordance with article 112.1 and 112.2 of the General Regulations, the Postal Operations Council (POC) is comprised of forty-eight members, which shall be elected by Congress on the basis of qualified geographical distribution,

Also recalling

that at least one third of the members of each geographical group within the composition of the POC shall be renewed at each Congress, pursuant to article 112.2 of the General Regulations,

Emphasizing

that the mandatory treaty-based rules referred to herein, including the aforementioned renewal rules pertaining to the composition of the CA and the POC, aim to ensure adequate representation of the many voices that make up the Union,

Aware

that a *de facto* impossibility of applying the aforementioned mandatory rules, namely, those relating to the statutory number of members of a council and the associated renewal requirements, may arise in the event that an insufficient number of eligible member countries is presented for a given geographical group,

Further recalling

that the aforementioned rules, as enshrined in the General Regulations, are at the same hierarchical level, and their harmonious application shall be sought in all instances,

Further noting

that, as one of the potential types of Congress decisions other than those amending the Acts (i.e. in addition to Congress decisions, recommendations and resolutions), the instrument known as “formal opinion” has historically been employed by Congress on numerous occasions as a means to formally clarify or interpret certain aspects or situations for which an amendment to the Acts is not necessarily pertinent or possible,

Given

that such formal opinions provide a mechanism for Congress-level, quasi-primary interpretation in the event of a *de facto* impossibility of simultaneously applying different provisions of the Acts of the Union,

Bearing in mind

that such a possibility is contemplated in article 31 of the Vienna Convention on the Law of Treaties, whereby the context for the purpose of interpretation of a treaty shall comprise, *inter alia*, “any subsequent agreement between the parties regarding the interpretation of the treaty or the application of its provisions”, and also “any subsequent practice in the application of the treaty which establishes the agreement of the parties regarding its interpretation”,

Also emphasizing

that, as also noted in Congress resolution C 1/1952, formal opinions relating to the Acts of the Union do not have the same legal value as the Acts to which they apply, and are therefore not a substitute for amending the Acts (where the latter action is necessary), nor may they be used for a *de novo* adoption of binding rules for which there is no preexisting treaty basis,

Convinced

that the adoption of a formal opinion is warranted in order to confirm Congress's interpretation on how to resolve the situation of a *de facto* impossibility of applying simultaneously the aforementioned mandatory treaty rules, namely, those relating to i) the statutory number of members of the CA and the POC, and ii) the associated renewal requirements,

*Expresses the formal opinion*

that if an insufficient number of eligible candidate member countries is presented for a given geographical group (either in absolute terms or in a manner that cannot ensure due observance of the mandatory renewal rules), such council seats shall be filled with member countries presenting their candidacies from the same geographical group (irrespective of their membership status in the relevant council in the preceding cycle), with a view to ensuring full observance of the mandatory provisions regarding the statutory number of member countries in the relevant council.

(Proposal 21, third plenary meeting)

## **Resolution C 7/2025**

### **Integrated Quality of Service Plan**

Congress,

Conscious

that the mission of the Universal Postal Union, as set out in the preamble to its Constitution, is “to stimulate the lasting development of efficient and accessible universal postal services of quality in order to facilitate communication between the inhabitants of the world”,

Taking into account

Postal Operations Council (POC) resolution CEP 1/2023.1, which mandated the development of an integrated quality of service plan addressing, through a coordinated and coherent approach, all dimensions of quality of service for letter-post, parcel-post and EMS services in the areas of product development, remuneration and quality of service, in close alignment with POC groups and in coordination with Council of Administration (CA) groups via an integration mechanism,

Noting

that the eight work proposals of the Abidjan Business Plan specific to quality of service (work proposals 1.1.3, 1.2.1, 1.3.8, 2.1.6, 2.1.8, 2.2.1, 2.2.2 and 3.2.1), as finalized by the CA, have been completed successfully,

Considering

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

Acknowledging

that the alignment, integration and rationalization of quality of service with the Integrated Product Plan and Integrated Remuneration Plan constitute crucial factors for coherence in the development and implementation of a UPU unified postal strategy,

Recognizing

that an integrated quality of service plan is the missing link in the UPU integrated approach,

Recalling

that past studies conducted by external bodies revealed that increasing “pain points” experienced by customers using the postal channel pose a challenge to postal operators in retaining customers and maintaining business volume,

Also recalling

that analysis carried out by the UPU has established a correlation between service performance, price and changes in volume,

Convinced

that the maxim that customers pay for quality of service holds true for the postal sector,

Also convinced

that the question of quality of service cannot be addressed via a single track but, instead, requires a holistic multi-track approach whereby, for a start, components such as the measurement methodology, reporting and diagnostic system, pay-for-performance systems, integrated methodology for quality improvement, and research and studies to keep abreast with changes in the market and customer needs, should be integrated into a single plan,

*Decides*

to approve the Integrated Quality of Service Plan as set out in Congress–Doc 38, including all of the recommendations presented therein and reproduced in Annex 1,

*Instructs*

the Postal Operations Council, supported by the International Bureau and the Council of Administration (for matters within the framework of competence of the latter), to implement the recommendations listed in Annex 1, prioritizing the following:

- developing and implementing POC activities relating to all aspects of quality of service, while at the same time recognizing customer, market and supply chain needs;
- ensuring continued close alignment between the Council bodies responsible for the implementation of the Integrated Product Plan and Integrated Remuneration Plan, as well as coordination with the CA with regard to development and technical cooperation issues, via a mechanism for integration;
- ensuring continued updates to the existing rules and regulations to reflect the needs of the Integrated Quality of Service Plan;
- ensuring the coordination and development of transversal work between the three strategic plans (Integrated Product Plan, Integrated Remuneration Plan and Integrated Quality of Service Plan) in the Dubai cycle;
- ensuring the ongoing review and development of the Integrated Quality of Service Plan with the aim of submitting an updated version to the 29th Congress in 2029;
- reviewing and revising, as necessary, the recommendations of the Integrated Quality of Service Plan to ensure their continued relevance and responsiveness to evolving customer expectations, market dynamics and operational realities,

*Also instructs*

the Council of Administration to ensure that questions relating to governmental policies and regulatory issues are properly addressed, discussed and decided in the further development and implementation of the Integrated Quality of Service Plan,

*Invites*

member countries and their designated operators to:

- take measures to embrace and support the activities of the Integrated Quality of Service Plan in the regions as part of the universal service, in order to stimulate the economy and reinforce social cohesion;
- acknowledge the role of Integrated Quality of Service Plan activities in enhancing quality of service delivery by designated operators;

*Also invites*

the restricted unions to lend their support to the development of the Integrated Quality of Service Plan to support e-commerce within their regions.

(Proposal 19, Committee 4, third meeting)

Annex 1

**Integrated Quality of Service Plan recommendations for the 2026–2029 Congress cycle**

*Recommendation 1*

It is recommended that the Universal Postal Convention be amended, where appropriate, and that relevant UPU rules (such as the Convention Regulations) be reviewed comprehensively (and potentially amended) during the 2026–2029 cycle with a focus on:

- outdated provisions concerning quality of service standards and targets for all categories of products driving e-commerce growth;
- harmonization of quality of service-linked measurements for different products;

- alignment of physical flow with data exchanges, the operational framework and processes;
- assessment of the efficacy of the existing performance-linked remuneration system; and
- an overall revamp of rules and regulations for small packets and parcels with a view to enabling designated operators (DOs) to handle bulk/volume business, including an upgrade of the UPU event management and tracking system to cater for small packets and parcels, thereby establishing a more precise and relevant regulatory framework for all DOs.

It is also recommended that an extensive trend analysis and benchmark study on service delivery and performance be conducted by S3 of the Dubai cycle, with the results to be presented to the POC and CA bodies by S5 and used as a basis for the future development of the Integrated Quality of Service Plan (IQP). Furthermore, it is suggested that a more concerted and coordinated effort across POC and CA groups is essential to improve the reliability and visibility of the UPU postal network in the 2026–2029 cycle. It is recommended that the development and implementation of a single window be explored, for tracking cross-border shipments by aggregating tracking information from various DOs into one unified interface.

#### *Recommendation 2*

It is recommended that the list of UPU standard messages that will be mandatory for the measurement and standard-setting methodology for the 2026–2029 cycle be updated in the Convention Regulations – including the transmission times as required for remuneration purposes – and implemented accordingly.

#### *Recommendation 3*

It is recommended that Leg 2 at item level be defined as EMC to RESCON and Leg 3 as RESCON to the first of the “stop-the-clock” delivery events (EMH, EDH or EMI). The service standards for international transport/carrier performance will be based on the consignment level and shall be defined as CARDIT to RESDIT 21 with the possibility of using PRECON and/or RESCON if the CARDIT and/or RESDIT 21 information is not provided. In line with this recommendation, the measurement and standard-setting methodology should be progressively updated and developed with respect to visibility and delivery performance against standards, including, but not limited to, the provision of as many data points as possible to boost visibility for customers.

#### *Recommendation 4*

It is recommended that the relevant body established by the POC to develop and implement the UPU integrated global reporting system do so using the features of EMS SMART as a benchmark insofar as possible, using a database structure similar to that for UPU parcels and tracked letters, and be guided by the business requirements approved by the POC.

#### *Recommendation 5*

It is recommended that the UPU integrated global reporting system be developed in phases, ensuring integration and robust interfaces with different layers and/or applications, including the phasing out of the Global Monitoring System (which measures the performance of items without barcodes).

#### *Recommendation 6*

It is recommended that the performance threshold linked to Leg 3 tracking information for the purposes of pay-for-performance, namely EMD and the “stop-the-clock” delivery scans (EMH, EDH or EMI), be set at a minimum of 95% for both parcels and small packets sent under the tracked delivery service. Furthermore, the monitoring and reporting of Leg 3 on-time performance should be continued for the 2026–2029 cycle with a view to gauging the readiness of DOs to be measured for pay-for-performance purposes in future cycles.

#### *Recommendation 7*

It is recommended that the POC body responsible for quality of service integration in the next cycle work in coordination and synergy with the POC body responsible for remuneration integration to develop the pay-for-performance model for parcels, including on-time delivery performance against standards.

#### *Recommendation 8*

In line with the integrated approach of the IQP, it is recommended that:

- the six-step integrated quality management methodology (IQMM) framework be implemented for all quality of service improvement activities in future cycles;
- the process and procedures for implementation of the IQMM be used to devise a guidebook for the coming cycle;
- comprehensive training be provided to UPU regional coordinators and regional experts to ensure efficient and effective implementation of the IQMM in the regions.

#### *Recommendation 9*

In line with the integrated approach of the IQP, it is recommended that:

- the e-certification methodology, key performance indicators (KPIs) and associated assessment model, and scoring mechanism be adopted for UPU quality of service management certification activities and incorporated into the IQMM;
- the methodology and KPIs be revised by S5 of the Dubai cycle with a view to improvement and keeping pace with customer and market requirements and changes;
- a small team be set up for the validation of ranking of e-certification results, with a governance role with regard to the level of awards proposed for DOs.

#### *Recommendation 10*

In line with the integrated approach of the IQP, it is recommended that a dedicated quality component (“ORE-quality”) within the operational readiness for e-commerce (ORE) project, in the UPU regional development and technical assistance framework, be developed for capacity-building and quality improvement activities in the 2026–2029 cycle.

#### *Recommendation 11*

It is further recommended that, in line with the IQMM methodology, a dedicated pool of member country experts be identified and formally established for the implementation of the “ORE-quality” component in the next cycle, working in tandem with existing UPU regional experts.

#### *Recommendation 12*

It is recommended that work continue on the development of a robust framework for a UPU price-performance mechanism, in coordination with the UPU’s strategy and research activities, for submission to the 29th Congress. Emphasis should be on the correlation of price, quality and volume changes, identifying the quality of service parameters critical to the success of e-commerce, taking cognizance of the results of the review of “pain points” and trend analysis, and developing the modalities for a UPU price-performance index.

#### *Recommendation 13*

In line with the integrated approach of the IQP, it is recommended that a mechanism be developed to link quality performance indicators to the Integrated Index for Postal Development, in coordination with relevant UPU experts.

#### *Recommendation 14*

It is recommended that a representative from the POC body responsible for quality of service be included on the Quality of Service Fund prioritization review committee to provide a quality perspective on the assessment of projects submitted for prioritization.

*Recommendation 15*

Cognizant of the POC and CA's call for a more integrated and coordinated approach across product and service integration, remuneration integration and quality of service integration, it is recommended that the coordination and development of the transversal work implementing the Dubai postal strategy, particularly within the areas of responsibility of the three relevant bodies, be ensured.

**Resolution C 8/2025**

**Strengthening postal revenue protection and combating counterfeit postage payment**

Congress,

Considering

that revenue protection is an integral component in the security of the global supply chain of designated operators (DOs) and constitutes a sound commercial practice in support of DOs' future financial sustainability,

Aware

that, as shown by UPU studies and by data on counterfeit trade types, trends and source countries as well as supply chain impacts, postage revenue leakage can significantly reduce DOs' cross-border and domestic mail revenue, thereby hampering DOs' ability to reach their financial targets, fund their universal service obligations and meet customer needs, as illustrated by the fact that, during 2024 alone, DOs incurred significant revenue losses from counterfeit postage payment resulting from fraudulent postage sales on e-commerce sites, fraudulent indicia and computing software enabling the production of duplicate or short-paid postage labels,

Conscious

of the increasing incidence of prohibited and illicit goods sent through the mail with counterfeit postage, and that DOs should strengthen prevention measures as the anonymity offered by counterfeit postage is desirable to threat actors using the postal network to ship harmful and illicit goods,

Recognizing

that governments and regulators can review regulations and laws to identify opportunities to strengthen prevention, prosecution and penalties for counterfeiting and similar violations,

Observing

that several DOs have successfully reduced such risks by identifying and measuring revenue leakage, by introducing effective processes, controls, technologies and training programmes, and by creating teams dedicated to revenue protection and combating counterfeit postage payment,

Noting

that Union member countries have expressed a need for additional UPU assistance in implementing operational activities, such as training and education programmes, pilot tests and the creation of revenue protection teams,

Also noting

that the UPU and the World Association for the Development of Philately (WADP) have implemented a number of concrete actions – such as the World Numbering System and a digital application serving as authentication tools – to aid in reducing the incidence of counterfeit postage and payment, and have also established a communication process to notify the international philatelic community via circular of any illegal or counterfeit postage payment incidents,

Mindful

that new activities may need to be funded primarily from extrabudgetary resources,

*Instructs*

the Postal Operations Council and specifically the Postal Security Group, in consultation with the WADP and the appropriate bodies of the Council of Administration associated with training and technical cooperation, to pursue efforts regarding revenue protection activities involving UPU member countries and DOs, with emphasis on:

- raising awareness, educating, and reinforcing revenue protection best practices as related to counterfeit postage, highlighting information on the magnitude of and trends in counterfeit postage incidents and revenue protection practices to mitigate resultant losses;
- development of new strategies and tactics aimed at raising awareness among member countries' governments and regulators concerning the magnitude of revenue losses sustained as a result of counterfeit postage incidents, as well as effective revenue protection and mitigation strategies, including the conduct of a study or assessment to benchmark existing laws and best practices that aid in combating and effectively deter counterfeit postage and payment fraud incidents;
- sharing of information regarding deficiencies of e-commerce platforms and postage providers that could be addressed through standards or policies to reduce the incidence of counterfeit and fraudulent postage payment, providing opportunities for joint cooperation with DOs to reduce losses;
- development of strategies and tactics for DOs, governments and regulators to advocate for and implement stronger regulations or protocols for e-commerce platforms, in order to deter counterfeiting and abuses in online sales of postage and online postage payment;
- development of a secure process for DOs to share real-time information concerning incident reporting, recognition and detection tactics, trends in counterfeit postage and postage payment fraud, and best practices in revenue protection;
- continued development of promotional materials, webinars and training, guided by the International Bureau and the appropriate standing groups of the Council of Administration, to assist in increasing the proficiency of DOs' employees in identifying counterfeit postage and fraudulent postage labels, to implement methods to identify fraud and counterfeiting at source, and to disseminate relevant information in order to prevent revenue loss, improve reliability and trust, and reduce damage to the brand;
- development of new strategies and tactics on interaction and collaboration with those wider postal sector players associated with e-commerce sites' postage sales and indicia to develop effective methods of prevention of counterfeiting and fraud;
- demonstrating that investment in revenue protection activities makes commercial sense,

*Invites*

the Postal Operations Council, in view of these activities, to establish a working group (or expert team) within the Postal Security Group, leveraging the synergies within the relevant POC groups responsible for philately, postage and postal payment, standards and operational efficiency,

*Also invites*

the International Bureau, in support of these activities, to develop partnerships with the restricted unions and, as far as possible, with other international postal organizations with a view to contributing to the implementation of regional strategies.

(Proposal 17, Committee 4, third meeting)

## Resolution C 9/2025

### **Safe transport, secure borders: strengthening of measures in support of transport safety and security and to combat dangerous and prohibited goods sent by international mail**

Congress,

Observing

the increase in challenges facing the current aviation security environment and recent incidents that have posed serious danger to life and property and have resulted in elevated levels of threat to transport security,

Recalling

that individual countries, groups of countries, and other intergovernmental organizations are considering or have adopted new security requirements and regulations, and that some of these requirements and regulations have already entered into force or will be entering into force in the near future,

Understanding

the urgency for member countries and their designated operators of quickly anticipating and proactively adjusting to emerging security requirements and regulations, or face the risk of having them unilaterally imposed upon them,

Mindful

of how the advance submission to Customs and other border or security authorities of information on international postal consignments in an electronic format can accelerate the processing of postal items, support secure borders and enhance transportation security,

Noting

that if quality of service – a factor integral to the competitiveness of the global postal network – is to be maintained and bolstered, member countries and their designated operators will have to work proactively and urgently to improve and enhance their security measures to meet accepted and acceptable global standards, if they are not already doing so,

Considering

that the current mandatory UPU security standards S58 and S59 contain minimum baseline requirements but that additional requirements may be warranted,

Recognizing

the need to strengthen cooperation with Customs, carriers and security authorities, not only to prevent the introduction into the postal network of dangerous and prohibited goods, but also to enhance supply chain security for air and other transport supply chains, and to support and complement the procedures of aviation and other transport security authorities,

Also noting

how Customs, carriers and security authorities are increasingly reliant on the electronic advance data (EAD) provided on international postal shipments, for use for both customs and aviation security purposes, and how the provision of EAD is a critical complement to the use of customs and security scanning equipment and other screening procedures, as well as customs processing,

Concluding

that UPU members, designated operators and their postal customers will also benefit, since expeditious customs clearance and secure transportation of postal items are essential components of the overall quality of international postal services,

*Instructs*

the Postal Operations Council to:

- examine the work needed to enhance implementation of UPU standards and protocols for EAD, including messaging related to dangerous goods and other prohibited or restricted items that should not be dispatched but do not reach the level of security risk associated with the electronic data interchange (EDI) messaging code for “do not load” (DNL) for a “bomb-in-the-box” scenario;

- aim to achieve both the “safe transport” and “secure border” goals of this resolution by improving the data elements needed for enhanced targeting, including, for example, the provision of 10-digit or other applicable harmonized tariff code and “country of origin of goods” information when customs or security authorities indicate they need this more detailed information to ensure items being shipped to the destination country are safe and admissible;
- examine how to promote and improve transport and supply chain practices affecting designated operators’ international mail networks, including appropriate sortation and separation of items at point of acceptance and at other points in the supply chain, which includes, but is not limited to, appropriate sortation and separation to prevent the commingling of liquids, aerosols and gels with certain electronics inside the same item being shipped, especially where such combinations pose security risks for transport;
- examine multimodal-transport-related issues in the supply chain, including, as appropriate, to promote standards for the postal sector that are consistent with relevant rules and regulations applicable to various transport modalities, such as the International Civil Aviation Organization’s Annex 17 or the International Maritime Organization’s regulations regarding the transport of goods;
- explore how UPU standards S58 and S59 may be enhanced or updated to meet newly emerging security requirements, determine whether additional UPU security standards are also needed, and consider aligning standards from the UPU, International Civil Aviation Organization and World Customs Organization where appropriate;
- continue to promote, strengthen and ensure member countries’ implementation of UPU security standards S58 and S59, such as developing measures to require or promote wider certification of compliance with these mandatory UPU security standards, for example by developing ways to audit and/or enforce designated operators’ compliance with S58 and S59,

*Invites*

the Postal Operations Council, the Council of Administration and the International Bureau to:

- update the associated work proposals in the Dubai Business Plan to support the above-mentioned work requests, especially those assigned to POC standing groups – notably, proposals 05 (Transport), 06 (Security), 07 (Customs) and 08 (Standardization activities);
- examine how training methods, awareness-raising webinars and audit/certification reviews may be incorporated into funding for work proposal 27 (Development and cooperation – regionalization and projects, under CA Committee 4) or be covered by extrabudgetary funds if needed.

(Proposal 15, Committee 4, third meeting)

**Resolution C 10/2025**

**Establishing a “good governance” model and controls regarding the protection, use and sharing of data provided by member countries and their designated operators during cross-border mail exchanges**

Congress,

**Acknowledging**

that member countries and their designated operators are increasingly reliant on the provision of electronic data and other important information to other member countries and their designated operators, to transport suppliers, and to various bodies of the UPU, in support of their cross-border mail exchanges, as well as to meet certain obligations, including those set forth in the Acts of the Union,

**Noting**

that much of the information being shared by member countries and their designated operators to fulfil their aforementioned obligations is commercially sensitive and/or may contain personally identifiable information as well as security-related information such as planned transport routeing,

**Aware**

of how, since the Istanbul World Postal Strategy, even greater emphasis is being placed on the security and use of information and communication technologies, including areas such as data preservation, data protection and data storage,

**Considering**

the provisions of article 133.5 of the General Regulations, as well as the report entitled “Data Collection and Protection Policies and Regulations in the International Postal Service” and the recommendations contained therein for effective data protection management as well as further improvement of the UPU’s data protection governance framework, as contained in CA 2024.2–Doc 7. Annex 1 and presented to the Council of Administration at its 2024.2 session,

**Observing**

how information technology is continually advancing in complexity, meaning that more and newer types of data need to be shared and stored, and consequently security and data protection measures will also have to keep pace,

**Conscious**

of the global nature of how security threats can be created by breaches of data storage, or unauthorized access provided to data being retained in such repositories, and increasing incidents of unauthorized access to data and information generated by the growing appetite for such data by overlay network (“darknet”) markets and cybercriminals,

**Also acknowledging**

that there is a need for the UPU to provide guidance to member countries and their designated operators, as well as to the UPU’s own relevant bodies, on how to better support the safeguarding of the data entrusted to them, also taking account of existing examples of governance models and data protection controls developed by various third parties involved in the protective storage, processing, use and sharing of data entrusted to them,

***Instructs***

the Postal Operations Council, in consultation with the Council of Administration, to:

- establish a “good governance” model, with best practices and other controls aimed at: 1) establishing governance procedures around the use and protection of data being provided; 2) putting in place appropriate controls to protect how such data is being used or shared externally; and 3) establishing protocols regarding data suppliers’ consent on the usage and sharing of their data, without prejudice to the relevant obligations set forth in the Acts of the Union;
- as appropriate, and without prejudice to any other relevant obligations set forth in the Acts of the Union, adopt provisions that support a member country or designated operator’s right to determine the terms under which it will allow its data to be used or shared;
- monitor information technology security and data protection trends to proactively react and develop updated guidelines associated with future obligations on member countries and their designated operators to provide new types of data, and to ensure that the aforementioned good governance model can be updated to reflect the changing environment.

(Proposal 16, Committee 4, third meeting)

**Resolution C 11/2025****Quality of Service Fund**

Congress,

Having examined

the report (Congress–Doc 33) submitted by the Postal Operations Council regarding the future of the Quality of Service Fund,

Noting

that, over its two decades of operation, the QSF has registered 1,175 projects and launched well over 1,000 projects, significantly enhancing the quality of mail service for more than 175 beneficiary member countries and their designated operators,

Observing

that the QSF has become a crucial and vital component in the Union's development cooperation system through the targeted financial support it provides to its intended beneficiary member countries,

Observing also

that emerging interconnection systems with the wider postal sector could have an impact on the contribution base for the QSF,

Mindful

that recent contribution trends for the QSF reveal a concerning imbalance, owing to a decline in letter-post volumes, resulting in declining contributions and rising payments as well as a significant reduction in the available balance for implementation of QSF projects,

Aware

that, in line with the directions received from the Abidjan Congress, specifically related to implementation of the impact measurement tool, the analysis outlines the QSF's ability to drive positive changes for its beneficiary countries in terms of improvement of quality of service in business-critical areas impacting the UPU global postal supply chain,

Concerned

that the unsustainable trajectory of QSF contributions underscores the urgent need for strategic measures to bolster contributions and optimize fund usage, to ensure the long-term viability of the QSF,

Bearing in mind

that the challenges facing the global postal network, such as technological advancements and ever-evolving regulatory requirements, are too great for individual postal operators to overcome through their limited financial resources, and that the QSF has been a stable and reliable funding platform for implementation of projects that are deep-rooted in assisting beneficiary countries in meeting critical supply-chain requirements to prevent disruption of the interconnected global postal network,

Recognizing

that the contributions system cannot be dissociated from the Integrated Remuneration Plan, and that it is necessary to integrate reflection on the future of the QSF into the newly created Integrated Quality of Service Plan,

Recognizing also

that the QSF shall place particular emphasis on the development and implementation of a new global reporting system to measure end-to-end visibility and on-time delivery performance of all barcoded items for all designated operators,

Convinced

of the need to sustain and enhance the efforts of the QSF Board and the Postal Operations Council, with the support of the International Bureau, in optimizing the formulation, monitoring and evaluation of individually funded Common Fund (CF) and least developed country (LDC) special account projects, so that the QSF can continue to drive innovation and efficiency in the postal industry, ensuring that it meets future demands and maintains high standards of service quality,

Convinced also

that the QSF, as a funding tool for activities relating to the interoperability, interconnection and integrity of networks, quality of service measurement and security of the postal supply chain, must continue to adapt, improve and transform itself as may be deemed fit in order to align itself with industry best practices,

*Decides*

- that an updated QSF model shall continue to be developed, refined and strengthened using insights and experience gained during the implementation of the CF and LDC special account projects;
- that the CF and LDC special account project prioritization methodology shall continue to be strengthened,

*Instructs*

the Postal Operations Council (subject to further approval of the Council of Administration for any matters within the purview of the latter body) to:

- ensure that the QSF works in synergy with other POC bodies responsible for product integration, remuneration integration, quality of service and supply chain integration with a view to preparing a coherent proposal on the future sustainability of the QSF for further submission to the 29th Congress;
- adopt, as appropriate, amendments to the QSF Rules of Procedure, Project Management Manual and Financial Management Manual, bearing in mind the need to:
  - analyze and adapt, as necessary, any other existing QSF provisions, including changes to the QSF billing system which may be necessitated by changes to the country classification system for terminal dues;
  - approve the prioritization of CF projects and LDC special account projects for the 2026–2029 cycle, including the prioritization of projects to develop the integrated global reporting system and to phase out the Global Monitoring System;
  - conduct a comprehensive study of the entire QSF model in the course of the 2026–2029 cycle, with a view to potentially presenting the results of this study, along with any recommended adaptations, improvements, or transformations to the QSF, before the end of this four-year period (possibly at an Extraordinary Congress), and subsequently implementing these changes before the end of the Dubai cycle,

*Also instructs*

the International Bureau to:

- Leverage the experience gained from the Abidjan cycle to continue conducting evaluation missions for completed projects funded by the QSF;
- Align QSF projects with other relevant programmes, in accordance with the UPU strategy for the Dubai cycle, to enhance capacity building initiatives focused on quality of service improvement and regional training workshops using innovative approaches;
- discontinue immediately the practice of preparing or submitting GMS-related Common Fund projects under the QSF.

(Proposal 20, Committee 6, second meeting)

**Resolution C 12/2025****Further development of the customs policy and regulatory framework**

Congress,

Considering

the urgent need to address critical supply chain issues, taking into account the ongoing developments in relation to customs and security, including those measures introduced by customs and/or security regimes that affect the international exchange of postal items,

Recalling

the decision of the fourth Extraordinary Congress to continue work to further improve the proposal relating to special agreements on the establishment of common customs and/or security regimes through the involvement of the relevant stakeholders without infringing the fundamental principle of freedom of transit,

Informed

by the outcomes of the detailed assessment of the various legal, policy, regulatory, operational and technical issues associated with the emerging customs and security requirements as described in Congress–Doc 42, and the diversity of opinions in relation thereto,

Mindful

that any such proposal needs to minimize and avoid, where possible, any negative impacts on connectivity and access to the international postal network for the most vulnerable member countries,

Recognizing

that member countries and their designated operators shall observe the security requirements defined in the Union's security standards and shall adopt and implement a proactive security strategy at all levels of postal operations,

Recognizing also

that member countries have broad discretion in determining whether a particular measure aims at maintaining or enhancing postal security,

Considering

the dynamic nature of customs and security policy and regulatory developments, and the need to find alignment between the emerging customs and security regimes and the UPU regulatory framework,

Emphasizing

the importance of preserving the fundamental nature of freedom of transit and the single postal territory, and ensuring that any security measures applied in international postal transport are commensurate with the risks or threats that they seek to address,

Encouraged

by the significant progress made in the capacity of designated operators to exchange electronic advance data (EAD) collected relevant to the secure exchange of postal items,

Convinced

that, as evidenced by the significant policy and regulatory implications of the emerging customs and security requirements, further work is required in the next cycle to further review and develop the UPU's customs policy and regulatory framework,

*Instructs*

- the Council of Administration and the Postal Operations Council to further develop the UPU's customs policy and regulatory framework based on a review of global regulatory measures that may affect the flow of mail across the single global postal territory;
- the Council of Administration:
  - in coordination with the POC, to ensure that all relevant questions relating to policies and regulatory issues associated with emerging customs and security requirements are properly addressed, discussed and decided in the further development and implementation of EAD and other customs and security requirements;
  - based on, among other things, the legal assessment (contained in Annex 1 to Congress–Doc 42), to continue the review of the various policy and regulatory issues associated with emerging customs and security requirements, including the potential conflicts between these requirements and the fundamental principles of the Union, namely freedom of transit, non-discrimination, and the concept of a single postal territory;
  - to draft proposals to amend any relevant provisions of the UPU Acts, provided that the aforementioned review determines that such amendments are necessary;

- the Postal Operations Council to prioritize and accelerate the following activities:
  - pursue, in coordination with the relevant international organizations (notably the World Customs Organization) and industry bodies, efforts that further the convergence between the UPU EAD requirements and those of the emerging domestic and/or regional EAD frameworks;
  - test and advance UPU messaging standards and systems, protocols and operational procedures that facilitate the implementation of EAD in general and those requirements established for postal items in transit and transshipment in particular;
  - address the various specific issues in terms of the submission of and response to referrals, as well as the handling of error messages, and seek clarifications from the relevant domestic and regional bodies on referral handling under the various security risk mitigation, import, transit, transshipment and export scenarios;
  - ensure that the Global Postal Model is continually reviewed and developed to reflect evolving EAD requirements;
  - report on the progress of work on the above items to the CA at each session,
- the International Bureau to facilitate and support the alignment of the work to be conducted in both councils in relation to the further development of the UPU's customs and security policy and regulatory framework as reflected in domain work proposals 07 and 15,

*Invites*

member countries to take an active part in the further development of the UPU's customs policy and regulatory framework.

(Proposal 09, Committee 3, third meeting)

**Resolution C 13/2025**

**Participation of the State of Palestine in the sessions and work of the bodies of the Universal Postal Union**

Congress,

Bearing in mind

the mission, scope and objectives of the UPU as set forth in its Constitution,

Taking into consideration

the long-standing participation of the State of Palestine in meetings of the UPU,

Acknowledging

the successive developments and changes in the information and communication technology sector and postal services under the responsibility of the State of Palestine's relevant governmental bodies,

Noting

that the State of Palestine is a full member of the League of Arab States, the Organization of Islamic Cooperation, the Non-Aligned Movement, the Euro-Mediterranean Partnership, the United Nations Educational, Scientific and Cultural Organization, United Nations Trade and Development and the United Nations Industrial Development Organization,

Noting also

that the State of Palestine is a non-member observer state at specialized agencies such as the International Labour Organization, the International Telecommunication Union, the World Health Organization and the World Intellectual Property Organization, where it already benefits from more rights and privileges,

Recalling

the following resolutions successively adopted by the United Nations and the UPU on Palestine:

- United Nations General Assembly (UNGA) resolution 52/250 adopted on 7 July 1998 and entitled “Participation of Palestine in the work of the United Nations”;
- UPU Congress resolution C 115/1999 concerning the participation of Palestine in the work of the UPU;
- UPU Council of Administration resolution CA 4/2008.3 concerning the classification of Palestine for terminal dues and Quality of Service Fund purposes;
- UPU Council of Administration resolution CA 1/2012.1 concerning mail exchanges between Palestine and member countries;
- UNGA resolution 67/19 adopted on 12 December 2012 and affirming that recognition of the State of Palestine is a matter of national decision;
- UNGA resolution 69/320 adopted on 10 September 2015 and concerning the raising of flags of non-member observer states at the United Nations;
- UPU Council of Administration resolution CA 2/2020.1 concerning *inter alia* the right for the State of Palestine to admit, without restrictions, incoming mail destined to Palestine through Jordan, as well as the right for the State of Palestine to recover amounts dues since 1995;
- UNGA resolution ES-10/23 adopted on 10 May 2024 and entitled “Admission of new Members to the United Nations”,

*Decides*

on an exceptional basis, and without setting a precedent, to adopt the following additional modalities for participation of the State of Palestine in the sessions and work of the bodies of the UPU, without prejudice to its existing rights and privileges in line with past UPU resolutions:

- a subject to adoption of the relevant amendment to the Rules of Procedure of Congresses, the right to be seated among member countries in alphabetical order, without prejudice to its participation as an observer state;
- b subject to adoption of the relevant amendment to the Rules of Procedure of Congresses, the right to raise points of order and procedural motions, provided that the right to raise such points of order and procedure motions shall not include the right to challenge the decision of the chair of the meeting;
- c the right of inclusion on the list of speakers under agenda items other than Palestinian and Middle East issues in the order in which it signifies its desire to speak;
- d the right to make statements on behalf of a group of member countries, including among representatives of such groups;
- e the right to explain, orally or in writing, proposals formally submitted by member countries, including on behalf of a group of member countries;
- f the right to co-sponsor, as a supporting observer, member country proposals and amendments thereto, including on behalf of a group of member countries, without prejudice to any relevant procedures applicable to the formal submission of such proposals by member countries;
- g the right to make explanations of votes on behalf of a group of member countries;
- h the right of reply regarding positions of a group of member countries;
- i the right to propose items to be included on the provisional agenda of the sessions of UPU bodies, and to request the inclusion of supplementary or additional items on the agenda of such sessions;
- j the right for the flag of the non-member observer State of Palestine to be raised at UPU headquarters and, as applicable, other UPU offices, following the flags of the member countries of the UPU in the French alphabetical order,

*Reiterates*

that the above additional modalities granted to the State of Palestine, in its capacity as an observer state, shall not constitute or imply any right for the State of Palestine to: i) vote in the UPU; ii) put forward its candidacy as a member of the UPU councils; or iii) be deemed a member country in the UPU,

*Instructs*

the Council of Administration and the Postal Operations Council to ensure the adoption and implementation of the additional modalities specified above, including, as appropriate, any consequential amendments to their respective Rules of Procedure (provided, in the case of modalities a and b above, that the relevant amendments to the Rules of Procedure of Congresses are also duly adopted),

*Further instructs*

the Director General of the International Bureau to:

- align the various activities of the UPU under the Director General's purview in accordance with the terms of this resolution, so as to ensure maximum effectiveness of actions taken by the UPU in favour of the State of Palestine; and
- report on the status of implementation of this resolution to the next session of the Council of Administration and the next Congress, as well as to future meetings of the UPU as appropriate.

(Proposal 18, Committee 3, fifth meeting)

**Resolution C 14/2025**

**Report on the consolidated accounts of the Universal Postal Union for the 2020–2023 period**

Congress,

In view of  
the report on the finances of the Union (Congress–Doc 25),

*Notes*

the consolidated accounts of the Universal Postal Union for the 2020–2023 period, and gives final discharge to the bodies responsible.

(Congress–Doc 25. Annex 1, Committee 2, first meeting)

**Resolution C 15/2025**

**Assistance provided by the Government of the Swiss Confederation in the field of the Union's finances**

Congress,

Having examined  
the report on the finances of the Union (Congress–Doc 25),

*Expresses*

its gratitude to the Government of the Swiss Confederation for:

- i the generous assistance it provides to the Union in the field of finance by supervising the keeping of the International Bureau accounts and by acting as external auditor of the Union's accounts;
- ii its willingness to cover temporary financing shortfalls by making the necessary short-term advances, on conditions which are to be fixed by mutual agreement.

(Congress–Doc 25. Annex 2, Committee 2, first meeting)

## **Resolution C 16/2025**

### **UPU Strategy and draft Dubai Business Plan 2026–2029**

Congress,

Noting

that the UPU Strategy 2026–2029 (Dubai cycle) and the draft Dubai Business Plan and associated domain work proposals 2026–2029 are documents which have been collaboratively prepared by the Council of Administration, the Postal Operations Council and the International Bureau, with inputs from the Consultative Committee, and represent the culmination of an extensive and inclusive process which has seen a wide array of stakeholders from Union member countries actively take part in various rounds of consultation, outreach, discussion and drafting,

Also noting

that, in accordance with article 107.1.3 of the General Regulations, the Council of Administration examines the draft quadrennial UPU 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,

Recognizing

that the high-level document entitled “UPU Strategy 2026–2029 (Dubai cycle)” is further supported by the draft “Dubai Business Plan and associated domain work proposals 2026–2029”,

Also recognizing

that the draft Dubai Business Plan and associated domain work proposals will form the basis for the preparation of the annual UPU Programme and Budget, as well as the annual operating plans to be drawn up and implemented by the Council of Administration and the Postal Operations Council respectively,

Aware

that, following approval by Congress of the said strategy and associated draft business plan, the consequential annual expenditure ceiling required to implement the strategy and business plan will also need to be approved by Congress,

Also aware

that the annual expenditure ceiling, approved by Congress, might result in Congress proposals to amend article 146 of the General Regulations to allow for the required revisions to the expenditure ceiling,

*Approves*

the UPU Strategy 2026–2029 (Dubai cycle), as contained in Congress–Doc 13, as well as the draft Dubai Business Plan and its associated domain work proposals 2026–2029, as contained in Congress–Doc 14,

*Urges*

Union member countries to integrate the relevant elements of the strategy and business plan into their respective priorities and action programmes,

*Instructs*

the Council of Administration to finalize and carry out, as appropriate, regular updates to the Dubai Business Plan and associated domain work proposals for the 2026–2029 period, in line with the decisions taken by Congress,

*Charges*

the International Bureau with:

- regularly examining the state of implementation of the strategy and business plan through active and ongoing measurement and evaluation;

- preparing a report, for approval by the Council of Administration and subsequent submission to the next Congress, on the results achieved and the experiences recorded;
- engaging in a consultative process with Union member countries to prepare and present, for the Council of Administration and on the basis of the directives issued by both councils, the draft Union strategy and business plan for the 2030–2033 period, with a view to submitting it for approval by the 2029 Congress.

(Proposal 07, Committee 3, seventh meeting)

## **Resolution C 17/2025**

### **Cost-coverage modalities for interpretation services**

Congress,

Recognizing

that interpretation services constitute essential elements for the proper functioning of organizations in the United Nations system, notably with a view to ensuring due effectiveness of the principles of transparency and participation of their respective members,

Also recognizing

that, as a specialized agency of the United Nations system, the UPU adheres to the aforementioned principles and ensures the provision of such interpretation services to its member countries, with the unique characteristic that the actual cost of these services is paid for by the member countries themselves (i.e., outside the framework of the regular budget), except for any costs associated with installing and maintaining the technical equipment necessary for the provision of those services,

Acknowledging

that article 156.12 of the General Regulations unambiguously stipulates that the costs of the interpretation services shall be shared among the member countries using the same language in proportion to their contributions to the expenses of the UPU,

Noting nevertheless

that two cost-coverage modalities are currently being used for interpretation services within the UPU: one applicable to Congress; the other to the Council of Administration and Postal Operations Council,

Further noting with concern

that the cost-sharing methodology for interpretation services as applied to Congress is consistent with the UPU General Regulations provision referred to above, whereas the methodology applied to the CA and POC, as currently reflected in their respective Rules of Procedure, is not provided for in the General Regulations, but based on a division into five equal parts among the five language groups,

Considering

that there is a clear legal inconsistency which must be resolved through mandatory application of the aforementioned provision of the General Regulations,

Also considering

that due resolution of the above legal inconsistency might lead to consequential variations in the contributions to be paid by some language groups,

Further considering

that certain approaches could be explored with a view to achieving further efficiencies and savings on interpretation services for member countries, including within the framework of the agreement between the United Nations Common System Chief Executives Board for Coordination (UN CEB) and the International Association of Conference Interpreters (AIIC), which regulates the conditions of employment for short-term conference interpreters,

In the light of

the current discussions on efficiencies within the UN system in areas such as information and communication technology,

Reiterating

that the current provisions of the General Regulations concerning cost coverage of interpretation services must be implemented in full by both member countries and the relevant UPU bodies,

*Decides*

to study potential measures that could be applied to the UPU's cost-coverage methodology for interpretation services, notably in order to achieve further efficiencies and savings under the overarching aim that none of the language groups should be subject to increased expenditure levels for those services,

*Instructs*

- the Council of Administration to:
  - identify and, as appropriate, adopt solutions aimed at achieving further efficiencies and savings on interpretation services for member countries, including within the framework of the UN CEB–AIIIC agreement regulating the conditions of employment of short-term conference interpreters, in accordance with the overarching aim referred to under “Decides” above;
  - consider, in identifying such solutions, any relevant discussions on efficiencies within the UN system (such as the UN80 initiative) that could also be applied to interpretation services at the UPU,
- the International Bureau to:
  - ensure due and full implementation of the current provisions of the General Regulations as related to the cost-coverage modalities for interpretation services;
  - present, for mandatory adoption by the CA and POC, the necessary amendments to their respective Rules of Procedure in order to ensure consistency with the aforementioned higher-level provisions of the General Regulations;
  - propose, during the CA constituent meeting (or its immediately subsequent session), different options for further addressing the issue of enhancing the cost-efficiency of interpretation services, either through the creation of a specific body or the establishment of a dedicated workstream comprised within a broader discussion on the efficiency of the work of the UPU.

(Proposal 12, Committee 2, first meeting)

**Resolution C 18/2025**

**Period covered by the financial decisions taken by the 28th Congress**

Congress,

Having adopted

the UPU Strategy 2026–2029 (Dubai Cycle) (Congress–Doc 13), and Congress–Doc 29,

In view of the fact

that the Union's financial resources need to be allocated on the basis of the Programme and Budget stemming from the UPU Strategy covering the period from 2026 to 2029, as well as Congress resolution C 6/2021 on Sustainability of the Provident Scheme,

Noting

that, in strict accordance with the solidarity rule contained in article 20.3 of the UPU Constitution (and taking into account both the ceiling of expenditure determined by Congress and the finalized version of the UPU Strategy), the values of the contributory unit will be calculated solely on the basis of the annual Programme and Budget approved by the Council of Administration, as well as the number of contributory units announced at the time when the CA approves the aforementioned Programme and Budget,

Also noting

that, consistent with the above, under no circumstances may the values of the contributory unit be subject to any freezing measure during the entire period covered by the Dubai Congress cycle (from 2026 to 2029), as well as all future Congress cycles

*Decides*

that the annual ceiling of expenditure approved by Congress shall apply for each year of the Dubai Congress cycle (2026–2029).

(Congress–Doc 29.Annex 1, Committee 2, second meeting)

### **Resolution C 19/2025**

#### **Voluntary allocation of funds generated by a potential reduction in contribution unit amounts for financing projects under Dubai Business Plan domain work proposal 205**

Congress,

Recalling

that, in accordance with article 20 of the UPU Constitution, each Congress shall fix the maximum amount for the Union's expenditure (i.e., the budgetary ceiling as inscribed in the relevant provision of the General Regulations), and that such a ceiling adopted by Congress is binding for the Union's regular budget,

Recognizing

that, under the current contribution class system, certain member countries might express their willingness to increase their number of contribution units, to the benefit of other countries,

Also recognizing

that certain member countries, as per the relevant provisions set forth in article 151 of the General Regulations, may no longer benefit from the reduced contribution unit amount, to the further benefit of other countries under the current contribution class system,

Considering

that member countries entitled to the aforementioned benefits may be willing, on a voluntary basis, to provide the Union with the additional resources that would *de facto* result from their reduced statutory contribution levels,

Acknowledging

the strategic importance of domain work proposal (DWP) 205 (Development and cooperation – regionalization), as enshrined in the draft Dubai Business Plan adopted by Congress, and the potential need for additional resources in order to ensure effective implementation of its related activities and projects,

*Decides*

that, subject to a specific request and/or authorization by the member countries concerned, the amounts resulting from any decrease in their respective contribution unit amounts (following due application of the solidarity principle and any related mandatory provisions of the General Regulations) shall be treated as voluntary contributions made by the member countries concerned,<sup>11</sup>

*Decides also*

that any such voluntary contributions shall, without prejudice to the statutory attributions falling under the purview of the Council of Administration, be allocated on a priority basis to the financing of activities and projects under DWP 205, in accordance with the priorities established by Congress,

<sup>11</sup> Such voluntary contributions to be separately invoiced to those member countries concerned that agree to make them.

*Strongly urges*

member countries to adhere to the voluntary contribution mechanism described herein, with a view to supporting and ensuring effective implementation of DWP 205,

*Instructs*

the Council of Administration to supervise the implementation of projects financed by the voluntary contributions referred to herein, with a view to ensuring consistency with the strategic objectives of the Union,

*Also instructs*

the International Bureau to maintain, in strict accordance with the relevant financial rules of the Union, separate accounting records for those voluntary contributions, to ensure their transparency, traceability and exclusive use for the said activities and projects,

*Further instructs*

the International Bureau to report annually to the Council of Administration on the collection and utilization of such voluntary contributions and on the outcomes achieved under DWP 205.

(Proposal 23, Committee 2, second meeting)

**Resolution C 20/2025**

**Options for dispatching items containing goods in support of reducing the need to return empty receptacles**

Congress,

Observing

that empty receptacles is an issue that designated operators (DOs) must contend with as a result of international mail exchanges between member countries,

Noting

that not every member country's DO wants its empty receptacles returned, especially low volume countries, owing to costs, capacity and other reasons, while other countries' DOs want their receptacles returned because of their brand and identifiers on the containers,

Considering

that, subsequently, receiving countries' DOs are often left with the burdensome responsibility of disposing of the empty receptacles at their own cost through recycling, incineration or disposal,

Recognizing

that receiving countries' DOs should not have to dispose of empty receptacles that are not to be returned to their origin, and that there needs to be consideration for cost effectiveness, space issues and transportation availability,

Understanding

that there are not only inventory, handling and transportation costs involved in managing receptacles used to dispatch and process mail and packages, but also back-end handling costs for prepping, incinerating, recycling or disposing of non-returned empty receptacles,

Concluding

that current practices are not cost effective, pose challenges in terms of handling and transport costs, and impact the environment through disposal and incineration,

*Instructs*

the Postal Operations Council to:

- conduct a study on other options for dispatching items containing goods that may eliminate the need for returning empty receptacles,
- consult with experts from various groups, such as the Sustainable Postal Services Group under POC Committee 3, materials handling groups and airlines,
- explore all ideas for solutions, with consideration for density issues, use of a universal bag or container, creation of bag or container pools, new ways to dispatch, maritime alternatives, and other ideas and options that could result in an improved solution over what is currently used.

(Proposal 13.Rev 1, Committee 4, fourth meeting)

**Decision C 21/2025**

**Participation of Mongolia in the work of the Postal Operations Council**

Congress,

Considering

the election of members of the Postal Operations Council that took place during the fifth session of the Congress Plenary, held on 18 September 2025,

Confirming

that such election and the related ballot process were held in full transparency and observance of the General Regulations and the Rules of Procedure of Congresses,

Acknowledging

the unfortunate circumstances under which, owing to hasty communication of the results, Mongolia was initially erroneously announced as one of the new members of the Postal Operations Council, such announcement having been duly retracted by the Congress Plenary at its sixth session, held on 19 September 2025, followed by the confirmation that another member country had been elected on 18 September 2025,

Noting

the sympathy expressed by member countries and their willingness to address Mongolia's concerns in the light of the incorrect announcement of Mongolia as a member of the newly elected Postal Operations Council,

*Decides*

to grant Mongolia, on an exceptional basis and strictly for the period between the 28th Congress and the 29th Congress, the status of privileged observer for the meetings of the Postal Operations Council, including the right to be physically seated among members of that Council according to the French alphabetical order,

*Instructs*

the Postal Operations Council, with the assistance of the International Bureau, to ensure due adoption and implementation of the exceptional arrangement referred to above.

(Proposal 25, sixth plenary meeting)

**Resolution C 22/2025**

**Inclusion of a delivery worker emoji in the Unicode Standard**

Congress,

Recognizing

that postal delivery workers are an enduring symbol of public service, trust and connectivity across all regions of the world,

**Acknowledging**

the growing cultural and communicative significance of emojis (defined as an ideogram, logogram or pictogram embedded in text and used in electronic messages and digital communications),

**Noting**

that, although many professions and services are represented in the current emoji lexicon, the figure of the delivery worker is notably absent,

**Considering**

that the UPU has a responsibility to promote the visibility and relevance of the postal sector in all forms of communication, including digital,

**Further considering**

that the inclusion of a delivery worker emoji would serve as symbolic recognition of the essential role that postal delivery workers play in society, especially in times of crisis and in remote areas,

**Aware**

of the existing formal proposal for inclusion of a delivery worker emoji submitted by Austria (through its designated operator, Österreichische Post) to the Unicode Consortium,

**Highlighting**

that World Post Day offers a strategic opportunity to promote this initiative,

**Bearing in mind**

the potential of such an initiative to promote public engagement, foster sector pride and enhance the image of postal services and delivery workers in general, at a global level,

***Instructs***

the International Bureau to:

- endorse, through a letter of support or any other appropriate means, the existing proposal submitted to the Unicode Consortium for the inclusion of a delivery worker emoji in the Unicode Standard;
- encourage member countries and their designated operators to express their endorsement of the aforementioned initiative; and
- promote the said initiative on World Post Day 2025 (scheduled to take place on 9 October).

(Proposal 24, sixth plenary meeting)

## Part II – Acts of the Union (consolidated versions)

---

Constitution of the Universal Postal Union

General Regulations of the Universal Postal Union

Universal Postal Convention (including its Final Protocol)

Postal Payment Services Agreement (including its Final Protocol)



Constitution of the Universal Postal Union

---



# Constitution of the Universal Postal Union

(amended by the 1969 Tokyo, 1974 Lausanne, 1984 Hamburg, 1989 Washington, 1994 Seoul, 1999 Beijing, 2004 Bucharest, 24th Congress – 2008, 2016 Istanbul, 2018 Addis Ababa, 2021 Abidjan and 2025 Dubai Additional Protocols<sup>1</sup>)

## Table of contents

### Preamble

### Section I Organic provisions

#### Chapter I General

##### Article

- 1 Scope and objectives of the Union
- 2 Definitions
- 3 Members of the Union
- 4 Jurisdiction of the Union
- 5 Exceptional relations
- 6 Seat of the Union
- 7 Official language of the Union
- 8 Monetary unit
- 9 **Regional** Unions. Special Agreements
- 10 Relations with the United Nations
- 11 Relations with international organizations

#### Chapter II

#### Accession or admission to the Union. Withdrawal from the Union

- 12 Accession or admission to the Union. Procedure
- 13 Withdrawal from the Union. Procedure

<sup>1</sup> For the 1969 Tokyo Additional Protocol, see the documents of that Congress, volume III, pages 9 to 12.  
 For the Second Additional Protocol (Lausanne 1974), see the documents of that Congress, volume III, pages 23 to 25.  
 For the Third Additional Protocol (Hamburg 1984), see the documents of that Congress, volume III, pages 25 to 28.  
 For the Fourth Additional Protocol (Washington 1989), see the documents of that Congress, volume III/1, pages 27 to 32.  
 For the Fifth Additional Protocol (Seoul 1994), see the documents of that Congress, volume III, pages 25 to 29.  
 For the Sixth Additional Protocol (Beijing 1999), see pages A 3 to A 6 of the brochure published in Berne in 1999.  
 For the Seventh Additional Protocol (Bucharest 2004), see pages 3 to 7 of the brochure published in Berne in 2004.  
 For the Eighth Additional Protocol (24th Congress – 2008), see pages 3 to 7 of the brochure published in Berne in 2008.  
 For the Ninth Additional Protocol (Istanbul 2016), see pages 7 to 13 of the brochure published in Berne in 2016.  
 For the Tenth Additional Protocol (Addis Ababa 2018), see pages 5 to 8 of the brochure published in Berne in 2018.  
 For the Eleventh Additional Protocol (Abidjan 2021), see pages 5 to 12 of the brochure published in Berne in 2022.  
 For the Twelfth Additional Protocol (Dubai 2025), see pages 9 to 13 of this brochure.

### Chapter III Organization of the Union

- 14 Bodies of the Union
- 15 Congress
- 16 Extraordinary Congresses
- 17 Council of Administration
- 18 Postal Operations Council
- 19 International Bureau

### Chapter IV Finances of the Union

- 20 Expenditure of the Union. Contributions of member countries

### Section II Acts of the Union

#### Chapter I General

- 21 Acts of the Union
- 22 Application of the Acts of the Union to territories for whose international relations a member country is responsible
- 23 National legislation

#### Chapter II Acceptance and denunciation of the Acts of the Union

- 24 Signature, authentication, ratification, acceptance, approval of and accession to the Acts of the Union
- 25 Notification of ratification, acceptance, approval of and accession to the Acts of the Union
- 26 Denunciation of Agreements of the Union

#### Chapter III Amendment of the Acts of the Union

- 27 Presentation of proposals
- 28 Amendment of the Constitution
- 29 Amendment of the General Regulations, the Convention and the Agreements of the Union

#### Chapter IV Settlement of disputes

- 30 Arbitration

### Section III Final provisions

- 31 Coming into operation and duration of the Constitution

## Constitution of the Universal Postal Union

(amended by the 1969 Tokyo, 1974 Lausanne, 1984 Hamburg, 1989 Washington, 1994 Seoul, 1999 Beijing, 2004 Bucharest, 24th Congress – 2008, 2016 Istanbul, 2018 Addis Ababa, 2021 Abidjan and 2025 Dubai Additional Protocols)

### Preamble

With a view to developing communications between peoples by the efficient operation of the postal services, and to contributing to the attainment of the noble aims of international collaboration in the cultural, social and economic fields, the plenipotentiaries of the governments of the contracting countries have, subject to ratification, acceptance or approval, adopted this Constitution.

The mission of the Universal Postal Union (hereinafter the “Union”) is to stimulate the lasting development of efficient and accessible universal postal services of quality in order to facilitate communication between the inhabitants of the world by:

- guaranteeing the free circulation of postal items over a single postal territory composed of interconnected networks;
- encouraging the adoption of fair common standards and the use of technology;
- ensuring cooperation and interaction among stakeholders;
- promoting effective technical cooperation;
- ensuring the satisfaction of customers’ changing needs.

Section I  
Organic provisions

Chapter I  
General

Article 1  
Scope and objectives of the Union

1 The countries adopting this Constitution shall form, under the intergovernmental organization entitled the Universal Postal Union, a single postal territory for the reciprocal exchange of postal items. Freedom of transit shall be guaranteed throughout the entire territory of the Union, subject to the conditions specified in the Acts of the Union and any additional protocols thereto (hereinafter collectively “Acts of the Union”).

2 The aim of the Union shall be to secure the organization and improvement of the postal services and to promote in this sphere the development of international collaboration.

3 The Union shall take part, as far as possible, in postal technical assistance sought by its member countries.

Article 2  
Definitions

1 For the purpose of the Acts of the Union, the following terms shall have the meanings defined below:

1.1 Postal service: all international postal services, whose scope is determined and regulated by the Acts of the Union. The main obligations of postal services are to satisfy certain social and economic objectives of member countries, by ensuring the collection, processing, transmission and delivery of postal items.

1.2 Member country: a country that fulfils the conditions of article 3 of the Constitution.

1.3 Single postal territory (one and the same postal territory): the obligation upon the contracting parties to the Acts of the Union to provide for the reciprocal exchange of postal items, including freedom of transit, and to treat postal items in transit from other countries like their own postal items, without discrimination, subject to the conditions specified in the Acts of the Union.

1.4 Freedom of transit: obligation for an intermediate member country to ensure the transport of postal items passed on to it in transit for another member country, providing similar treatment to that given to domestic items, subject to the conditions specified in the Acts of the Union.

1.5 Postal item: generic term referring to anything dispatched by the designated operator of a member country (letter post, parcel post, money orders, etc.), as described in the Universal Postal Convention (hereinafter “Convention”), the Agreements of the Union (as referred to in article 21 of the Constitution) and their respective Regulations.

1.6 Designated operator: any governmental or non-governmental entity officially designated by the member country to operate postal services and to fulfil the related obligations arising out of the Acts of the Union on its territory.

1.7 Reservation: an exemption clause whereby a member country purports to exclude or to modify the legal effect of a clause of an Act, other than the Constitution and the General Regulations, in its application to that member country. Any reservation shall be compatible with the object and purpose of Union as defined in the preamble and article 1 of the Constitution. It must be duly justified and approved by the majority required for approval of the Act concerned, and inserted in the Final Protocol thereto.

## Article 3

## Members of the Union

1 Member countries of the Union shall be:

- 1.1 countries which have membership status at the date on which the Constitution comes into force;
- 1.2 countries admitted to membership in accordance with article 12.

## Article 4

## Jurisdiction of the Union

1 The Union shall have within its jurisdiction:

- 1.1 the territories of member countries;
- 1.2 post offices set up by member countries in territories not included in the Union;
- 1.3 territories which, without being members of the Union, are included in it because from the postal point of view they are dependent on member countries.

## Article 5

## Exceptional relations

Member countries whose designated operators provide postal services on behalf of territories not included in the Union are bound to act as intermediaries for other member countries. The provisions of the Convention and its Regulations shall be applicable to such exceptional relations.

## Article 6

## Seat of the Union

The seat of the Union and of its permanent organs shall be at Berne.

## Article 7

## Official language of the Union

The official language of the Union shall be French.

## Article 8

## Monetary unit

The monetary unit used in the Acts of the Union shall be the accounting unit of the International Monetary Fund (IMF).

## Article 9

**Regional Unions. Special Agreements**

1 Member countries, or their designated operators if the legislation of those member countries so permits, may establish **Regional Unions** and make Special Agreements concerning the postal service, provided always that they do not introduce provisions less favourable to the public than those provided for by the Acts to which the member countries concerned are parties.

2 **Regional Unions** may send observers to Congresses, to the Council of Administration, to the Postal Operations Council, and to other conferences and meetings organized by the Union.

3 The Union may send observers to Congresses, conferences and meetings of **Regional Unions**.

Article 10

Relations with the United Nations

The relations between the Union and the United Nations shall be governed by the agreements whose texts are annexed to this Constitution.

Article 11

Relations with international organizations

In order to secure close cooperation in the international postal sphere, the Union may collaborate with international organizations having related interests and activities.

Chapter II

Accession or admission to the Union. Withdrawal from the Union

Article 12

Accession or admission to the Union. Procedure

- 1 Any member of the United Nations may accede to the Union.
- 2 Any sovereign country which is not a member of the United Nations may apply for admission as a member country of the Union.
- 3 Accession or application for admission to the Union must entail a formal declaration of accession to the Constitution and to the obligatory Acts of the Union. It shall be addressed by the government of the country concerned to the Director General of the International Bureau, who shall notify the accession or consult the member countries on the application for admission, as the case may be.
- 4 A country which is not a member of the United Nations shall be deemed to be admitted as a member country if its application is approved by at least two thirds of the member countries of the Union. Member countries whose replies have not been received by the International Bureau within a period of four months counting from the date of the consultation shall be considered as having abstained. The aforementioned replies, to be submitted by physical or secure electronic means to the International Bureau, shall be signed by a duly authorized representative of the governmental authority of the member country concerned. For the purposes of this paragraph, "secure electronic means" shall refer to any electronic means used for the processing, storage and transmission of data that ensure that completeness, integrity and confidentiality of such data are maintained during the submission of the aforementioned replies by a member country.
- 5 Accession or admission to membership shall be notified by the Director General of the International Bureau to the governments of member countries. It shall take effect from the date of such notification.

Article 13

Withdrawal from the Union. Procedure

- 1 Each member country may withdraw from the Union by notice of denunciation of the Constitution given by the government of the country concerned to the Director General of the International Bureau, such notice to then be communicated by the Director General of the International Bureau to the governments of member countries.
- 2 Withdrawal from the Union shall become effective one year after receipt of the notice of denunciation provided for in paragraph 1 by the Director General of the International Bureau.

---

## Chapter III Organization of the Union

### Article 14 Bodies of the Union

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.

### Article 15 Congress

1 Congress shall be the supreme body of the Union.

2 Congress shall consist of the representatives of member countries.

### Article 16 Extraordinary Congresses

An Extraordinary Congress may be convened at the request or with the consent of at least two thirds of the member countries of the Union.

### 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 18 Postal Operations Council

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

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.

## Chapter IV Finances of the Union

### 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.
- 4 In the case of accession or admission to the Union under article 12, the country concerned shall choose the contribution class into which it wishes to be placed for the purpose of apportioning the expenses of the Union, equally subject to the relevant provisions laid down in the General Regulations.

## Section II Acts of the Union

### Chapter I General

#### Article 21

Acts of the Union

- 1 The Constitution shall be the basic Act of the Union. It shall contain the organic rules of the Union and shall not be subject to reservations.
- 2 The General Regulations shall embody those provisions which ensure the application of the Constitution and the working of the Union. They shall be binding on all member countries and shall not be subject to reservations.
- 3 The Convention and its Regulations shall embody the rules applicable throughout the postal service. These Acts shall be binding on all member countries. Member countries shall ensure that their designated operators fulfil the obligations arising from the Convention and its Regulations.
- 4 The Agreements of the Union, and their Regulations, shall respectively define and regulate the services other than those defined and regulated in the Convention and its Regulations between those member countries which are parties to them. They shall be binding on those member countries only. Signatory member countries shall ensure that their designated operators fulfil the obligations arising from the Agreements of the Union and their Regulations.
- 5 The Regulations, which shall contain the rules of application necessary for the implementation of the Convention and of the Agreements of the Union, shall be drawn up by the Postal Operations Council, bearing in mind the decisions taken by Congress.
- 6 The Final Protocols annexed to the Acts of the Union referred to in paragraphs 3, 4 and 5 shall contain the reservations to those Acts.

## Article 22

Application of the Acts of the Union to territories for whose international relations a member country is responsible

1 Any country may declare at any time that its acceptance of the Acts of the Union includes all the territories for whose international relations it is responsible, or certain of them only.

2 The declaration provided for in paragraph 1 must be addressed to the Director General of the International Bureau.

3 Any member country may at any time address to the Director General of the International Bureau a notification of its intention to denounce the application of those Acts of the Union in respect of which it has made the declaration provided for in paragraph 1. Such notification shall take effect one year after the date of its receipt by the Director General of the International Bureau.

4 The declarations and notifications provided for in paragraphs 1 and 3 shall be communicated to member countries by the Director General of the International Bureau.

5 Paragraphs 1 to 4 shall not apply to territories having the status of a member of the Union and for whose international relations a member country is responsible.

## Article 23

National legislation

The provisions of the Acts of the Union shall not derogate from the legislation of any member country in respect of anything which is not expressly provided for by those Acts.

## Chapter II

## Acceptance and denunciation of the Acts of the Union

## Article 24

Signature, authentication, ratification, acceptance, approval of and accession to the Acts of the Union

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

2 The Regulations shall be authenticated by the Chair and the Secretary General of the Postal Operations Council.

3 The Acts of the Union shall be ratified, accepted or approved as soon as possible by the signatory member countries, in accordance with their respective constitutional regulations.

4 When a member country does not ratify, accept or approve the Acts of the Union which it has signed, those Acts shall be no less valid for the other member countries that have ratified, accepted or approved them.

5 Member countries may, at any time, accede to the Acts of the Union which they did not sign, in accordance with the relevant procedures set forth in the Rules of Procedure of Congresses.

6 Accession of member countries to the Acts of the Union shall be notified in accordance with article 25.

## Article 25

Notification of ratification, acceptance, approval of and accession to the Acts of the Union

The instruments of ratification, acceptance, approval of and accession to the Acts of the Union shall be deposited as soon as possible with the Director General of the International Bureau, who shall notify the governments of the member countries of their deposit.

Article 26

Denunciation of Agreements of the Union

Each member country may cease being a party to one or more of the Agreements of the Union, subject by analogy to the conditions laid down in article 13.

Chapter III

Amendment of the Acts of the Union

Article 27

Presentation of proposals

1 A member country shall have the right to present, either to Congress or between Congresses, proposals concerning the Acts of the Union to which it is a party.

2 However, proposals concerning the Constitution and the General Regulations may be submitted only to Congress.

3 Moreover, proposals concerning the Regulations shall be submitted to the Postal Operations Council through the intermediary of the International Bureau.

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.

2 Amendments to the Constitution adopted by a Congress shall form the subject of an additional protocol and enter into force on the date specified therein as decided by the same Congress. Without prejudice to the binding character of the Constitution as provided for in article 21.1, the said amendments shall be ratified, approved, accepted or acceded to as soon as possible by member countries. The instruments of such ratification, approval, acceptance or accession shall be dealt with in accordance with the procedure laid down in article 25.

Article 29

Amendment of the General Regulations, the Convention and the Agreements of the Union

1 The General Regulations, the Convention and the Agreements of the Union shall define the conditions to be fulfilled for the approval of proposals which concern them.

2 Amendments to the General Regulations, the Convention and the Agreements of the Union shall form the subject of an additional protocol and enter into force on the date specified therein as decided by Congress. Without prejudice to the binding character of the aforementioned Acts of the Union as provided for in article 21, the said amendments shall be ratified, approved, accepted or acceded to as soon as possible by member countries. The instruments of such ratification, approval, acceptance or accession shall be dealt with in accordance with the procedure laid down in article 25. This provision shall also apply, *mutatis mutandis*, to any amendments to the Convention and the Agreements of the Union adopted between Congresses.

Chapter IV

Settlement of disputes

Article 30

Arbitration

In the event of a dispute between two or more member countries concerning the interpretation of the Acts of the Union or the responsibility imposed on a member country by the application of those Acts, the question at issue shall be settled by arbitration.

Section III  
Final provisions

Article 31  
Coming into operation and duration of the Constitution

This Constitution shall come into operation on 1 January 1966 and shall remain in force for an indefinite period.

In witness whereof, the plenipotentiaries of the Governments of the contracting countries have signed this Constitution in a single original which shall be deposited in the archives of the Government of the country in which the seat of the Union is situated. A copy thereof shall be delivered to each member country by the International Bureau of the Union.

Done at Vienna, 10 July 1964.



General Regulations of the Universal Postal Union

---



# General Regulations of the Universal Postal Union

(amended by the 2016 Istanbul, 2018 Addis Ababa, 2021 Abidjan, 2023 Riyadh and 2025 Dubai Additional Protocols<sup>1</sup>)

## Table of contents

### Chapter I

Organization, functions and operation of Congresses, the Council of Administration, the Postal Operations Council and the Consultative Committee

#### Section 1

##### Congress

###### Article

- 101 Organization and convening of Congresses and Extraordinary Congresses
- 102 Right to vote at Congresses
- 103 Functions of Congress
- 104 Rules of Procedure of Congresses
- 105 Observers to the Union's bodies

#### Section 2

##### Council of Administration (CA)

- 106 Composition and functioning of the CA
- 107 Functions of the CA
- 108 Organization of CA sessions
- 109 Observers
- 110 Reimbursement of travel expenses **and payment of allowances to the Chair**
- 111 Information on the activities of the CA

#### Section 3

##### Postal Operations Council (POC)

- 112 Composition and functioning of the POC
- 113 Functions of the POC
- 114 Organization of POC sessions
- 115 Observers
- 116 Reimbursement of travel expenses **and payment of allowances to the Chair**
- 117 Information on the activities of the POC
- 118 Coordination Committee for the Permanent Bodies of the Union

<sup>1</sup> For the first Additional Protocol (2016 Istanbul), see pages 33 to 43 of the brochure published in Berne in 2016. For the Second Additional Protocol (Addis Ababa 2018), see pages 9 to 25 of the brochure published in Berne in 2018. For the Third Additional Protocol (Abidjan 2021), see pages 13 to 31 of the brochure published in Berne in 2021. For the Fourth Additional Protocol (Riyadh 2023), see pages 5 to 16 of the brochure published in Berne in 2023. For the Fifth Additional Protocol (Dubai 2025), see pages 15 to 29 of this brochure.

## Section 4

### Consultative Committee (CC)

- 119 Aim of the CC
- 120 Composition of the CC
- 121 Membership of the CC
- 122 Functions of the CC
- 123 Organization of the CC
- 124 Representatives of the Consultative Committee at the Council of Administration, the Postal Operations Council and Congress
- 125 CC observers
- 126 Information on the activities of the CC

## Chapter II

### International Bureau

#### Section 1

##### Election and duties of the Director General and Deputy Director General

- 127 Election of the Director General and Deputy Director General of the International Bureau
- 128 Duties of the Director General
- 129 Duties of the Deputy Director General

#### Section 2

##### Secretariat of the Union bodies and the Consultative Committee

- 130 General remarks
- 131 Preparation and distribution of documents of the Union bodies
- 132 List of member countries
- 133 Information. Opinions. Requests for explanation and amendment of the Acts. Inquiries. Role in the settlement of accounts
- 134 Technical cooperation
- 135** Acts of **Regional** Unions and Special Agreements
- 136** Union periodical
- 137** Annual report on the work of the Union

## Chapter III

### Submission, consideration of proposals, notification of decisions adopted and entry into force of the Regulations and other decisions adopted

- 138** Procedure for submitting proposals to Congress
- 139** Procedure for amending proposals submitted in accordance with article **138**
- 140** Procedure for submitting proposals amending the Convention or the Agreements between Congresses
- 141** Consideration of proposals amending the Convention or the Agreements between Congresses
- 142** Amendment of the Regulations by the Postal Operations Council
- 143** Notification of decisions adopted between Congresses
- 144** Entry into force of the Regulations and of the other decisions adopted between Congresses

## Chapter IV Finance

- 145** Fixing of the expenditure of the Union
- 146** Regulation of member countries' contributions
- 147** Shortfalls in financing
- 148** Supervision of book-keeping and accounting
- 149** Automatic sanctions
- 150** Contribution classes
- 151** Payment for supplies from the International Bureau
- 152** Organization of user-funded subsidiary bodies

## Chapter V Arbitration

- 153** Arbitration procedure

## Chapter VI Use of languages within the Union

- 154** Working languages of the International Bureau
- 155** Languages used for documentation, for debates and for official correspondence

## Chapter VII Final provisions

- 156** Conditions for approval of proposals concerning the General Regulations
- 157** Proposals concerning the Agreements with the United Nations
- 158** Entry into force and duration of the General Regulations



# General Regulations of the Universal Postal Union

(amended by the 2016 Istanbul, 2018 Addis Ababa, 2021 Abidjan, 2023 Riyadh and 2025 Dubai Additional Protocols)

The undersigned plenipotentiaries of the Governments of member countries of the Universal Postal Union (hereinafter the "Union"), having regard to article 21.2 of the Constitution of the Union, concluded at Vienna on 10 July 1964, have, by common consent, and subject to article 24.3 and 5 of the said Constitution, drawn up in these General Regulations the following provisions securing the application of the Constitution and the functioning of the Union.

## Chapter I

Organization, functions and operation of Congresses, the Council of Administration, the Postal Operations Council and the Consultative Committee

### Section 1

#### Congress

##### 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.

3 In principle, each Congress shall designate the country in which the next Congress will be held. If that designation proves inapplicable, the Council of Administration shall be authorized to designate the country where Congress is to meet, after consultation with the latter country. **This paragraph shall be without prejudice to any provisions in the Rules of Procedure of Congresses that may permit or limit remote participation at Congress.**

4 After consultation with the International Bureau, the host Government shall fix the definitive date and the precise locality of Congress. In principle one year before that date, the host Government shall send an invitation to the Government of each member country of the Union. This invitation may be sent direct or through the intermediary of another Government or through the Director General of the International Bureau.

5 When a Congress has to be convened without a host Government, the International Bureau, with the agreement of the Council of Administration and after consultation with the Government of the Swiss Confederation, shall take the necessary steps to convene and organize the Congress in the country in which the seat of the Union is situated. In this event, the International Bureau shall perform the functions of the host government.

6 The meeting place of an Extraordinary Congress shall be fixed, after consultation with the International Bureau, by the member countries which have initiated that Congress.

7 Paragraphs 2 to 5 and article 102 shall be applicable by analogy to Extraordinary Congresses.

Article 102

Right to vote at Congress

Each member country shall be entitled to one vote, subject to the sanctions provided for in article **149**.

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:

- 1.1 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 **138** 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.

Article 104

Rules of Procedure of Congresses

1 For the organization of its work and the conduct of its debates, Congress shall apply its Rules of Procedure.

2 Each Congress may amend its Rules of Procedure under the conditions laid down in those Rules of Procedure.

3 Paragraphs 1 and 2 shall also be applicable by analogy to Extraordinary Congresses.

Article 105

Observers to the Union's bodies

1 The following entities shall be invited to participate in the plenary sessions and committee meetings of Congress, the Council of Administration and the Postal Operations Council as observers:

- 1.1 the United Nations;

- 1.2 **Regional Unions;**
  - 1.3 members of the Consultative Committee;
  - 1.4 entities authorized to attend Union meetings as observers by virtue of a resolution or decision of Congress.
- 2 The following entities, if duly designated by the Council of Administration in accordance with article 107.1.12 shall be invited to attend specific meetings of Congress as ad hoc observers:
- 2.1 specialized agencies of the United Nations and other intergovernmental organizations;
  - 2.2 any international body, any association or enterprise, or any qualified person.
- 3 In addition to the observers defined in paragraph 1 of this article, the Council of Administration and the Postal Operations Council may designate ad hoc observers to attend their meetings in accordance with their Rules of Procedure, when this is in the interests of the Union and its bodies.

## Section 2 Council of Administration (CA)

### 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 The role of Chair shall devolve by right on the host member country of Congress. If that member country waives this right, it shall become a de jure member and, as a result, the geographical group to which it belongs shall have at its disposal an additional seat, to which the restrictive provisions of paragraph 3 shall not apply. In that case, the Council of Administration shall elect as Chair one of the members belonging to the geographical group of the host member country.
- 3 The forty other members of the Council of Administration shall be elected by Congress on the basis of an equitable geographical distribution. At least a half of the membership is renewed at each Congress; no member country may be chosen by three successive Congresses. Without prejudice to the foregoing, one seat in the geographical group to which member countries defined as Pacific Island countries and territories (as per the relevant list established by the United Nations) belong shall be reserved for those member countries.
- 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 **Except as otherwise stipulated in article 110, the** office of member of the Council of Administration shall be unpaid. The operational expenses of this Council shall be borne by the Union.
- 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 **145.3** 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 **150.5**.
- 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 to assume the positions of Vice-Chairs of Congress and Chairs and Vice-Chairs of the Committees, taking as much account as possible of the equitable geographical distribution of the member countries; and
  - 1.15.2 to sit on the Restricted Committees of the Congress.
- 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 **141**.
- 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 Union Strategy approved by the preceding Congress, for submission to the following Congress.
- 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 **152**, 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 At its constituent meeting, which shall be convened and opened by the Chair of Congress, the Council of Administration shall elect four Vice-Chairs from among its members. The Chair and four Vice-Chairs shall be member countries from each of the five geographical groups of the Union.
- 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 The Chair of the Postal Operations Council shall represent that body at meetings of the Council of Administration when the agenda contains questions of interest to the Postal Operations Council.

#### Article 109

##### Observers

###### 1 Observers

- 1.1 To ensure effective liaison between the work of the two bodies, the Postal Operations Council may designate representatives to attend Council of Administration meetings as observers.
- 1.2 Member countries of the Union which are not members of the Council, as well as the observers and ad hoc observers referred to in article 105, may participate in the plenary sessions and Committee meetings of the Council of Administration, without the right to vote.
- 1.3 Members of the Consultative Committee, as well as the observers and ad hoc observers referred to in article 105, also have the right to attend meetings of the standing groups, task forces and other bodies of the Council of Administration as observers, without the right to vote, subject to the provisions of paragraph 2.3.

###### 2 Principles

- 2.1 For logistical reasons, the Council of Administration may limit the number of attendees per observer and ad hoc observer participating. It may also limit their right to speak during the debates.
- 2.2 Observers and ad hoc observers may, at their request, be allowed to cooperate in the studies undertaken, subject to such conditions as the Council may establish to ensure the efficiency and effectiveness of its work. They may also be invited to chair standing groups and task forces when their experience or expertise justifies it. The participation of observers and ad hoc observers shall be carried out without additional expense for the Union.
- 2.3 In exceptional circumstances, members of the Consultative Committee and ad hoc observers may be excluded from a meeting or a portion of a meeting or may have their right to receive documents restricted if the confidentiality of the subject of the meeting or document so requires. This restriction may be decided on a case-by-case basis by any body concerned, or by its Chair in consultation with the Chair of the Council of Administration and the Secretary General. The case-by-case situations shall be reported to the Council of Administration and to the Postal Operations Council when matters of interest to the Postal Operations Council are concerned. If it considers this necessary, the Council of Administration may subsequently review restrictions, in consultation with the Postal Operations Council where appropriate. Strictly in so far as prospective meetings are concerned, notification of restrictions shall preferably be sent to the members of the Consultative Committee and ad hoc observers concerned at least 14 days in advance of the relevant meeting (or as soon as possible in the case of urgent meetings convened less than 14 days following issuance of the relevant invitation by the International Bureau). Accordingly, such notifications shall not apply in the event of exclusions or document access restrictions deemed necessary in the context of an ongoing meeting of the body concerned.

#### Article 110

##### Reimbursement of travel expenses **and payment of allowances to the Chair**

1 The travel expenses of representatives of members of the Council of Administration participating in its meetings shall be borne by their member country. However, **other than for meetings that take place during Congress**, one representative of each of the member countries classified as developing or least developed countries according to the lists established, respectively, by the Council of Administration and the United Nations **shall be** entitled to reimbursement of the price of an economy class return air ticket and/or first class

return rail ticket, or expenses incurred for travel by any other **means**. The amount **reimbursed for travelling by rail or by any other means shall** not exceed the price of the economy class return air ticket. The same entitlement shall be granted to the representative of each member of its Committees or other bodies when these meet outside Congress and the sessions of the Council.

**2** Moreover, in the event that a member country classified as one of the developing or least developed countries according to the aforementioned lists is the Chair of the Council of Administration, one representative thereof shall be entitled to the same reimbursement as set forth in paragraph 1, as well as daily subsistence allowances (to be paid by analogy with the conditions applied to Union staff members), for participation in that capacity in meetings of the Council of Administration, the Postal Operations Council, the Coordination Committee for the Permanent Bodies of the Union and the Management Board of the Provident Scheme of the Union.

#### 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 **Regional** 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.

### Section 3

#### Postal Operations Council (POC)

#### Article 112

Composition and functioning of the POC

1 The Postal Operations Council shall consist of forty-eight members who shall exercise their functions during the period between successive Congresses.

**2** The role of Chair shall devolve to the member country of the Postal Operations Council duly elected in accordance with article 114, as well as any relevant procedures set forth in this article and the Rules of Procedure of the Postal Operations Council.

**3** At least eight months before the opening of Congress, the Director General of the International Bureau shall send a memorandum to the Governments of member countries inviting them to submit their candidacy, as a member country, for the position of Chair of the Postal Operations Council. Such candidacies shall reach the International Bureau at least six months before the opening of Congress.

**4** Hearings with the candidate member countries shall be conducted after the expiration of the six-month deadline referred to in paragraph 3 and during the last Postal Operations Council session prior to Congress, in accordance with the specific procedures defined in the Rules of Procedure of the Postal Operations Council. Hearings shall be open to all Union member countries, and may also be open to non-member country observers, subject to the relevant provisions of article 105 as well as the aforementioned Rules of Procedure. Each candidate member country shall be invited to make a brief statement, including its vision for the Postal Operations Council, to be followed by a question-and-answer session; equal time shall be allocated to each candidate member country. Where there is only one candidate member country, no such hearing shall be held.

**5** The members of the Postal Operations Council shall be elected by Congress on the basis of qualified geographical distribution. At least one third of the members of each geographical group shall be renewed at each Congress. Without prejudice to the foregoing, one seat in the geographical group to which member countries defined as Pacific Island countries and territories (as per the relevant list established by the United Nations) belong shall be reserved for those member countries.

**6** Each member of the Postal Operations Council shall appoint its representative(s). The members of the Postal Operations Council shall take an active part in its work.

**7** **Except as otherwise stipulated in article 116, the office of member of the Postal Operations Council shall be unpaid.** The operational expenses of **this Council** shall be borne by the **Union**.

**8** 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.

#### Article 113

##### Functions of the POC

**1** The Postal Operations Council shall have the following functions:

- 1.1 Coordinates practical measures for the development and improvement of international postal services.
- 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.
- 1.3 Decides on the contacts to be established with member countries and their designated operators in order to carry out its functions.
- 1.4 Takes the necessary steps to study and publicize the experiments and progress made by certain member countries and their designated operators in the technical, operational, economic and vocational training fields of interest to other member countries and their designated operators.
- 1.5 Takes, in consultation with the Council of Administration, appropriate steps in the sphere of technical cooperation with all member countries of the Union and their designated operators and in particular with the new and developing countries and their designated operators.
- 1.6 Examines any other questions submitted to it by a member of the Postal Operations Council, by the Council of Administration or by any member country or designated operator.
- 1.7 Receives and discusses proposals, opinions and reports from the Consultative Committee and, when matters of interest to the Postal Operations Council are involved, examines and comments on proposals and reports from the Consultative Committee for submission to Congress.
- 1.8 Conducts the study of the most important operational, commercial, technical, economic and technical cooperation problems which are of interest to all member countries or their designated operators, including questions with major financial repercussions (charges, terminal dues, transit charges, airmail conveyance rates, parcel-post rates, and the posting abroad of letter-post items), and prepares information, opinions and recommendations for action on them.
- 1.9 Provides input to the Council of Administration for the development of the draft Union Strategy and draft quadrennial Union business plan to be submitted to Congress.
- 1.10 Studies teaching and vocational training problems of interest to member countries and their designated operators, as well as to the new and developing countries.
- 1.11 Studies the present position and needs of the new and developing countries and prepares appropriate recommendations on ways and means of improving their postal services.
- 1.12 Revises the Regulations of the Union; in this regard, the Postal Operations Council shall be subject to Council of Administration guidance on matters of fundamental policy and principle.
- 1.13 Formulates proposals which shall be submitted for the approval either of Congress or of member countries in accordance with article **141**; the approval of the Council of Administration is required when these proposals concern questions within the latter's competence.
- 1.14 Examines, at the request of a member country, any proposal which that member country forwards to the International Bureau under article **140**, prepares observations on it and instructs the International Bureau to annex these observations to the proposal before submitting it for approval to the member countries.

- 1.15 Recommends, if necessary, and where appropriate after approval by the Council of Administration and consultation of all the member countries, the adoption of regulations or of a new procedure until such time as Congress takes a decision in the matter.
- 1.16 Prepares and issues, in the form of recommendations to member countries and their designated operators (or as binding provisions if the Acts of the Union so provide), standards for technological, operational and other processes within its competence where uniformity of practice is essential; it shall similarly issue, as required, amendments to standards it has already set.
- 1.17 Establishes the framework for the organization of user-funded subsidiary bodies and concurs in the organization of these bodies in accordance with the provisions of article **152**.
- 1.18 Receives and discusses reports from the user-funded subsidiary bodies on an annual basis.
- 1.19 Adopts its Rules of Procedure and the amendments to those Rules.

#### Article 114

##### Organization of POC sessions

- 1 At its first meeting, which shall be convened and opened by the Chair of Congress, the Postal Operations Council shall choose from among its members a Chair and four Vice-Chairs, and the Committee Chairs/Vice-Chairs/Co-Chairs. The Chair and four Vice-Chairs shall be member countries from each of the five geographical groups of the Union.
- 2 The Postal Operations Council 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 Postal Operations Council shall form the Management Committee. This Committee shall prepare and direct the work of each meeting of the Postal Operations Council and take on all the tasks which the latter decides to assign to it or the need for which arises in the course of the strategic planning process.
- 4 On the basis of the Union Strategy adopted by Congress and, in particular, the part relating to the strategies of the permanent bodies of the Union, the Postal Operations Council shall, at its session following Congress, prepare a basic work programme containing a number of tactics aimed at implementing the strategies. This basic work programme, which shall include a limited number of projects on topical subjects of common interest, shall be revised annually in the light of new realities and priorities.

#### Article 115

##### Observers

- 1 Observers
  - 1.1 In order to ensure effective liaison between the work of the two bodies, the Council of Administration may designate representatives to attend Postal Operations Council meetings as observers.
  - 1.2 Member countries of the Union which are not members of the Council, as well as the observers and ad hoc observers referred to in article 105, may participate in the plenary sessions and Committee meetings of the Postal Operations Council, without the right to vote.
  - 1.3 Members of the Consultative Committee, as well as the observers and ad hoc observers referred to in article 105, have the right to attend meetings of the standing groups, task forces and other bodies of the Postal Operations Council as observers, without the right to vote, subject to the provisions of paragraph 2.3.
- 2 Principles
  - 2.1 For logistical reasons, the Postal Operations Council may limit the number of attendees per observer and ad hoc observer participating. It may also limit their right to speak during the debates.

- 2.2 Observers and ad hoc observers may, at their request, be allowed to cooperate in the studies undertaken, subject to such conditions as the Council may establish to ensure the efficiency and effectiveness of its work. They may also be invited to chair standing groups and task forces when their experience or expertise justifies it. The participation of observers and ad hoc observers shall be carried out without additional expense for the Union.
- 2.3 In exceptional circumstances, members of the Consultative Committee and ad hoc observers may be excluded from a meeting or a portion of a meeting or may have their right to receive documents restricted if the confidentiality of the subject of the meeting or document so requires. This restriction may be decided on a case-by-case basis by any body concerned, or by its Chair in consultation with the Chair of the Postal Operations Council and the Secretary General. The case-by-case situations shall be reported to the Council of Administration and to the Postal Operations Council. If it considers this necessary, the Council of Administration may subsequently review restrictions, in consultation with the Postal Operations Council where appropriate. Strictly in so far as prospective meetings are concerned, notification of restrictions shall preferably be sent to the members of the Consultative Committee and ad hoc observers concerned at least 14 days in advance of the relevant meeting (or as soon as possible in the case of urgent meetings convened less than 14 days following issuance of the relevant invitation by the International Bureau). Accordingly, such notifications shall not apply in the event of exclusions or document access restrictions deemed necessary in the context of an ongoing meeting of the body concerned.

#### Article 116

##### Reimbursement of travel expenses **and payment of allowances to the Chair**

**1** The travel expenses of representatives of members of the Postal Operations Council participating in its meetings shall be borne by their member country. However, **other than for meetings that take place during Congress**, one representative of each of the member countries classified as least developed countries according to the list established by the United Nations **shall be** entitled to reimbursement of the price of an economy class return air ticket and/or first class return rail ticket, or expenses incurred for travel by any other **means**. **The amount reimbursed for travelling by rail or by any other means shall** not exceed the price of the economy class return air ticket.

**2** **Moreover, in the event that a member country classified as one of the least developed countries according to the aforementioned list is the Chair of the Postal Operations Council, one representative thereof shall be entitled to the same reimbursement as set forth in paragraph 1, as well as daily subsistence allowances (to be paid by analogy with the conditions applied to Union staff members), for participation in that capacity in meetings of the Postal Operations Council, the Council of Administration and the Coordination Committee for the Permanent Bodies of the Union.**

#### Article 117

##### Information on the activities of the POC

**1** After each session, the Postal Operations Council shall inform the member countries and their designated operators, the **Regional** 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 Postal Operations Council shall prepare for the Council of Administration an annual report on its work.

**3** The Postal Operations Council shall make to Congress a comprehensive report on its work, including reports on user-funded subsidiary bodies as provided for in article **152**, and send it to member countries of the Union, their designated operators and members of the Consultative Committee at least two months before the opening of Congress.

## Article 118

## Coordination Committee for the Permanent Bodies of the Union

- 1 The Chair of the CA, the Chair of the POC and the Director General of the International Bureau shall form the Coordination Committee for the Permanent Bodies of the Union (CCoord).
- 2 The CCoord shall have the following attributions and functions:
  - 2.1 Contribute to the coordination of the work of the permanent bodies of the Union;
  - 2.2 Meet, when needed, in order to discuss important questions relating to the Union and the postal service and provide the Union's bodies with an evaluation of such questions;
  - 2.3 Ensure proper implementation of the strategic planning process so that all decisions on the Union's activities are taken by the appropriate bodies in accordance with their respective responsibilities as specified in the Acts of the Union.
- 3 On convocation by the Chair of the CA, the CCoord shall meet twice a year, at Union headquarters. The date and place of the meetings shall be fixed by the Chair of the CA in agreement with the Chair of the POC and the Director General of the International Bureau

## Section 4

## Consultative Committee (CC)

## Article 119

## Aim of the CC

The aim of the Consultative Committee is to represent the interests of the wider international postal sector, and to provide a framework for effective dialogue between stakeholders.

## Article 120

## Composition of the CC

- 1 The Consultative Committee shall consist of:
  - 1.1 non-governmental organizations (including those representing customers, delivery service providers, postal employees or postal employers); philanthropic entities; standardization, financial and development organizations; suppliers of goods and services to the postal services sector; transportation entities; academic and research institutions; think tanks and similar knowledge-based institutions; and like organizations that have an interest in supporting the mission and objectives of the Union;
  - 1.2 high-level figures from the postal sector recommended by member countries or the bodies of the Union concerned, including the Consultative Committee.
- 2 All members of the Consultative Committee shall have their principal place of business (and, if so required by the member country concerned, be duly registered) or, in the case of the high-level figures referred to in 1.2, have permanent residence, in a Union member country.
- 3 The operational costs of the Consultative Committee shall be shared by members of the Consultative Committee, except as otherwise determined by the Council of Administration. In this regard, and as further outlined in the Rules of Procedure of the Consultative Committee, different membership fees may apply depending on the specific legal nature and financial capability of members of the Consultative Committee.
- 4 The members of the Consultative Committee shall not receive remuneration or any other compensation.

Article 121

Membership of the CC

- 1 Membership of the Consultative Committee shall be determined through a process of application and acceptance established by the Council of Administration, in accordance with article 107.1.29.
- 2 Without prejudice to the requirement set forth in article 120.2, any requests for membership of the Consultative Committee as submitted by the entities or high-level figures referred to in article 120 shall be accompanied by the prior written authorization or recommendation of the corresponding Union member country.
- 3 Revocation of membership of the Consultative Committee shall be determined through a process established by the Council of Administration in accordance with article 107.1.29.
- 4 Each member of the Consultative Committee shall appoint its own representative(s).

Article 122

Functions of the CC

- 1 The Consultative Committee shall have the following functions:
  - 1.1 Examines documents and reports of the Council of Administration and the Postal Operations Council, and their respective bodies. In exceptional circumstances, the right to receive certain texts and documents may be restricted if the confidentiality of the subject of the meeting or document so requires, in accordance with articles 109.2.3 and 115.2.3.
  - 1.2 Conducts and contributes to studies of issues of importance to the Consultative Committee's members.
  - 1.3 **Subject to the approval of the Council of Administration, and also subject to examination and comments by the Postal Operations Council when matters of interest to that body are involved, coordinates and facilitates implementation of postal sector projects involving members of the Consultative Committee, potentially in partnership with the governmental authorities of member countries and/or their designated operators.**
  - 1.4 Considers issues affecting the postal sector and provides input on such issues in the form of proposals, opinions and reports to the Council of Administration and Postal Operations Council, and their respective bodies, as appropriate.
  - 1.5 Submits proposals and reports to Congress, subject to the approval of the Council of Administration and in the name of the latter and, when matters of interest to the Postal Operations Council are involved, subject to examination and comments by the Postal Operations Council in accordance with articles 107.1.21 and 113.1.7.

Article 123

Organization of the CC

- 1 The Consultative Committee shall reorganize itself after each Congress in accordance with the framework established by the Council of Administration. The Chair of the Council of Administration shall preside at the organizational meeting of the Consultative Committee, which shall elect its Chair at that meeting.
- 2 The Consultative Committee shall determine its internal organization and shall draw up its own rules of procedure, taking into account the general principles of the Union and subject to the concurrence of the Council of Administration after having consulted the Postal Operations Council.
- 3 The Consultative Committee shall meet at least once a year or additionally as deemed appropriate for its work. The date and location of each meeting shall be fixed by the Chair of the Consultative Committee, in agreement with the Chairs of the Council of Administration and the Postal Operations Council and the Director General of the International Bureau.

## Article 124

Representatives of the Consultative Committee at the Council of Administration, the Postal Operations Council and Congress

1 Without prejudice to article 124.2, members of the Consultative Committee have the right to attend meetings of Congress, the Council of Administration, and the Postal Operations Council, as well as their respective Committees, standing groups, task forces and other bodies, as observers without the right to vote, subject to the provisions of articles 109 and 115 and of the Rules of Procedure of Congresses, as relevant to the body concerned.

2 In order to ensure effective liaison with the bodies of the Union, the Consultative Committee shall designate representatives, who shall be the only representatives of the Consultative Committee, to formally provide, on behalf of that body, the input referred to in article 122. Such designated representatives shall have the right to attend, on behalf of the Consultative Committee, meetings of Congress, the Council of Administration and the Postal Operations Council, as well as their respective Committees, standing groups, task forces and other bodies, as observers without the right to vote, subject to the provisions of articles 109 and 115 and of the Rules of Procedure of Congresses, as relevant to the body concerned.

3 The Chair of the Council of Administration and the Chair of the Postal Operations Council shall represent those bodies at meetings of the Consultative Committee when the agenda of such meetings contains questions of interest to those bodies.

## Article 125

CC observers

1 Member countries of the Union and the observers and ad hoc observers referred to in article 105 may participate in the sessions of the Consultative Committee, without the right to vote.

2 For logistical reasons, the Consultative Committee may limit the number of attendees per observer and ad hoc observer participating. It may also limit their right to speak during the debates.

3 In exceptional circumstances, observers and ad hoc observers may be excluded from a meeting or a portion of a meeting of the Consultative Committee or may have their right to receive documents restricted if the confidentiality of the subject of the meeting or document so requires. This restriction may be decided on a case-by-case basis by the Consultative Committee or its Chair, in consultation with the Chair of the Council of Administration and the Secretary General. The case-by-case situations shall be reported to the Council of Administration and to the Postal Operations Council when matters of interest to the Postal Operations Council are concerned. If it considers this necessary, the Council of Administration may subsequently review restrictions, in consultation with the Postal Operations Council where appropriate. Strictly in so far as prospective meetings are concerned, notification of restrictions shall preferably be sent to the observers and ad hoc observers concerned at least 14 days in advance of the relevant meeting (or as soon as possible in the case of urgent meetings convened less than 14 days following issuance of the relevant invitation by the International Bureau). Accordingly, such notifications shall not apply in the event of exclusions or document access restrictions deemed necessary in the context of an ongoing meeting of the body concerned.

## Article 126

Information on the activities of the CC

1 After each session, the Consultative Committee shall inform the Council of Administration and the Postal Operations Council of its activities by sending to the Chairs of those bodies, inter alia, a summary record of its meetings and its recommendations and views. The Chair of the Consultative Committee, or another designated representative of the Consultative Committee, shall also report on the activities of the Consultative Committee at each plenary session of the Council of Administration and the Postal Operations Council respectively.

2 The Consultative Committee shall make to the Council of Administration and the Postal Operations Council an annual activity report. This report shall be included in the documentation of the Council of Administration and the Postal Operations Council provided to member countries of the Union, to their designated operators and to the **Regional Unions**, in accordance with articles 111 and 117.

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

## Chapter II International Bureau

### Section 1

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

##### Article 127

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

1 The Director General and the Deputy Director General of the International Bureau shall be elected by Congress for the period between two successive Congresses, the minimum duration of their term of office being four years. Their term of office shall be renewable once only. Unless Congress decides otherwise, the date on which they take up their duties shall be fixed at 1 January of the year following that in which Congress is held.

2 At least **eight** months before the opening of Congress, the Director General of the International Bureau shall send a memorandum to the Governments of member countries inviting them to submit their applications, if any, for the posts of Director General and Deputy Director General and indicating at the same time whether the Director General and Deputy Director General in office are interested in a renewal of their initial term of office. The applications, accompanied by a curriculum vitae, must reach the International Bureau at least **six** months before the opening of Congress. The candidates must be nationals of the member countries which put them forward. The International Bureau shall prepare the election documents for Congress. The election of the Director General and that of the Deputy Director General shall take place by secret ballot, the first election being for the post of Director General.

**3 Hearings with the candidates for the posts of Director General and Deputy Director General shall be conducted after the expiration of the six-month deadline referred to in paragraph 2 and during the last Council of Administration session prior to Congress, in accordance with the specific procedures defined in the Rules of Procedure of the Council of Administration. Hearings shall be open to all Union member countries, and may also be open to non-member-country observers, subject to the relevant provisions of article 105 as well as the aforementioned Rules of Procedure. Each candidate shall be invited to make a brief statement, including their vision for the Union, to be followed by a question-and-answer session; equal time shall be allocated to each candidate. Where there is only one candidate for the post of Director General or Deputy Director General, no such hearing shall be held for the post in question.**

4 If the post of Director General falls vacant, the Deputy Director General shall take over the functions of Director General until the expiry of the latter's term of office; the Deputy Director General shall be eligible for election to that post and shall automatically be accepted as a candidate, provided that the initial term of office as Deputy Director General has not already been renewed once by the preceding Congress and that the Deputy Director General declares interest in being considered as a candidate for the post of Director General.

5 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.

**6** 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 128

##### Duties of the Director General

- 1 The Director General shall be the legal representative of the Union.
- 2 The Director General shall organize, administer and direct the International Bureau.
- 3 Regarding the classification of posts, appointments and promotions:
  - 3.1 the Director General shall be empowered to classify posts in grades G 1 to D 2 and to appoint and promote officials in those grades.
  - 3.2 for appointments in grades P 1 to D 2, the Director General shall consider the professional qualifications of the candidates who are nationals of a member country or who exercise their professional activities in a member country, taking into account equitable geographical and language distribution, and gender balance. D 2 posts shall as far as possible be filled by candidates from different regions and from regions other than those from which the Director General and Deputy Director General originate, bearing in mind the paramount consideration of the efficiency of the International Bureau;
  - 3.3 the Director General shall also consider, for the appointment of a new official, that, in principle, persons occupying grade D 2, D 1 and P 5 posts must be nationals of different member countries of the Union;
  - 3.4 for the promotion of an official of the International Bureau to grades D 2, D 1 and P 5, the Director General shall not be bound to apply the same principle as under 3.3;
  - 3.5 the requirements of equitable geographical and language distribution and gender balance shall rank behind merit in the recruitment process;
  - 3.6 the Director General shall inform the Council of Administration once a year of appointments and promotions in grades P 4 to D 2.
- 4 Furthermore, the Director General shall have the following duties:
  - 4.1 acts as depositary of the Acts of the Union and as intermediary in the procedure of accession and admission to and withdrawal from the Union;
  - 4.2 notifies the decisions taken by Congress to all the Governments of member countries;
  - 4.3 notifies all member countries and their designated operators of the Regulations drawn up or revised by the Postal Operations Council;
  - 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;
  - 4.5 executes the specific activities requested by the bodies of the Union and those assigned to the Director General by the Acts;
  - 4.6 takes action to achieve the objectives set by the bodies of the Union, within the framework of the established policy and the funds available;
  - 4.7 submits suggestions and proposals to the Council of Administration or to the Postal Operations Council;
  - 4.8 following the close of Congress, submits proposals to the Postal Operations Council concerning changes to the Regulations required as a result of Congress decisions, in accordance with the Rules of Procedure of the Postal Operations Council;
  - 4.9 prepares, for the Council of Administration and on the basis of directives issued by the Councils, the draft Union Strategy and draft quadrennial UPU business plan to be submitted to Congress;

- 4.10 prepares, for approval by the Council of Administration, a four-yearly report on the member countries' performance in respect of the Union Strategy approved by the preceding Congress, which will be submitted to the following Congress;
- 4.11 acts as an intermediary in relations between:
  - 4.11.1 the Union and the **Regional** Unions;
  - 4.11.2 the Union and the United Nations;
  - 4.11.3 the Union and the international organizations whose activities are of interest to the Union;
  - 4.11.4 the Union and the international organizations or the associations or enterprises that the bodies of the Union wish to consult or associate with their work;
- 4.12 assumes the duties of Secretary General of the bodies of the Union and supervises in this capacity, taking into account the special provisions of these General Regulations, in particular:
  - 4.12.1 the preparation and organization of the work of the Union's bodies;
  - 4.12.2 the preparation, production and distribution of documents, reports and minutes;
  - 4.12.3 the functioning of the secretariat at meetings of the Union's bodies;
- 4.13 attends the meetings of the bodies of the Union and takes part in the discussions without the right to vote, with the possibility of being represented.

#### Article 129

##### Duties of the Deputy Director General

- 1 The Deputy Director General shall assist the Director General and shall be responsible to the latter.
- 2 If the Director General is absent or prevented from discharging his or her duties, the Deputy Director General shall exercise those functions. The same shall apply in the case of a vacancy in the post of Director General as mentioned in article 127.4.

## Section 2

### Secretariat of the Union bodies and the Consultative Committee

#### 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.

#### Article 131

##### Preparation and distribution of documents of the Union bodies

1 The International Bureau shall prepare and make available through the Union website all the documents published, in the language versions specified in article **155**, in accordance with the Rules of Procedure of the Council of Administration and Postal Operations Council. The International Bureau shall also indicate, to the representatives of member countries in particular, new e-document publications on the Union website by means of an efficient web-signalling system.

2 Furthermore, the International Bureau shall physically distribute Union publications, such as International Bureau circulars and CA and POC Summary Records, only at the request of an individual member country.

Article 132  
List of member countries

The International Bureau shall prepare and keep up to date the list of member countries of the Union showing therein their contribution class, their geographical group and their position with respect to the Acts of the Union.

Article 133  
Information. Opinions. Requests for explanation and amendment of the Acts. Inquiries. Role in the settlement of accounts

1 The International Bureau shall be at all times at the disposal of the Council of Administration, the Postal Operations Council, the Consultative Committee and member countries and their designated operators for the purpose of supplying them with any necessary information on questions relating to the service.

2 In particular it shall collect, collate, publish and distribute all kinds of information of interest to the postal service; give an opinion or provide dispute settlement services (in the latter case on a paid basis and in accordance with the relevant procedures adopted by the Council of Administration), at the request of the parties involved, on questions in dispute; act on requests for explanation and amendment of the Acts of the Union; and, in general, carry out such studies and editorial or documentary work as are assigned to it by those Acts or as may be referred to it in the interest of the Union.

3 It shall also conduct inquiries requested by member countries and their designated operators to obtain the views of other member countries, designated operators, members of the Consultative Committee and the public, as appropriate, on particular questions. The result of such inquiries shall not have the status of a vote and shall not be formally binding.

4 It may act as a clearing house in the settlement of accounts of all kinds relating to the postal service.

5 The International Bureau shall ensure the confidentiality and security of commercial data provided by member countries, their designated operators and/or members of the Consultative Committee for the performance of its duties arising from the Acts or decisions of the Union.

Article 134  
Technical cooperation

The International Bureau shall develop postal technical assistance in all its forms within the framework of international technical cooperation.

Article 135  
Acts of **Regional** Unions and Special Agreements

1 Two copies of the Acts of **Regional** Unions and of Special Agreements concluded under article 9 of the Constitution shall be sent to the International Bureau by the offices of such Unions, or failing that, by one of the contracting parties.

2 The International Bureau shall see that the Acts of **Regional** Unions and Special Agreements do not include conditions less favourable to the public than those which are provided for in the Acts of the Union. It shall notify the Council of Administration of any irregularity discovered through applying this provision.

3 The International Bureau shall inform member countries and their designated operators of the existence of the **Regional** Unions and the Special Agreements mentioned above.

**Article 136**

Union periodical

The International Bureau shall publish, with the aid of the documents made available to it, a periodical in Arabic, Chinese, English, French, German, Russian and Spanish.

**Article 137**

Annual report on the work of the Union

The International Bureau shall make an annual report on the work of the Union, which shall be sent, after approval by the Management Committee of the Council of Administration, to member countries and/or designated operators, the **Regional** Unions and the United Nations.

**Chapter III**

Submission, consideration of proposals, notification of decisions adopted and entry into force of the Regulations and other decisions adopted

**Article 138**

Procedure for submitting proposals to Congress

1 Subject to the exceptions provided for in paragraphs 2 and 5, the following procedures shall govern the submission of proposals of all kinds to Congress by member countries:

- 1.1 proposals which reach the International Bureau at least four months before the date fixed for Congress shall be accepted;
- 1.2 no drafting proposal shall be accepted during the period of four months preceding the date fixed for Congress;
- 1.3 proposals of substance which reach the International Bureau in the interval between four and three months before the date fixed for Congress shall not be accepted unless they are supported by at least two member countries;
- 1.4 proposals of substance which reach the International Bureau in the interval between three and two months before the date fixed for Congress shall not be accepted unless they are supported by at least eight member countries; proposals which arrive after that time shall no longer be accepted;
- 1.5 declarations of support must reach the International Bureau within the same period of time as the proposal to which they refer.

2 Proposals concerning the Constitution or the General Regulations shall reach the International Bureau not later than four months before the opening of Congress; any received after that date but before the opening of Congress shall not be considered unless Congress so decides by a majority of two thirds of the member countries represented at Congress and unless the conditions laid down in paragraph 1 are fulfilled.

3 Every proposal must, as a rule, have only one aim and contain only the changes justified by that aim. Similarly, each proposal liable to lead to significant costs for the Union shall be accompanied by an indication of its financial impact, prepared by the member country submitting the proposal, in consultation with the International Bureau, so that the financial resources needed for its implementation can be determined.

4 Drafting proposals shall be headed "Drafting proposal" by the member countries which submit them and shall be published by the International Bureau under a number followed by the letter R. Proposals which do not bear this indication but which, in the opinion of the International Bureau, deal only with drafting points shall be published with an appropriate annotation; the International Bureau shall draw up a list of these proposals for Congress.

5 The procedure prescribed in paragraphs 1 and 4 shall apply neither to proposals concerning the Rules of Procedure of Congresses, nor to proposals submitted by the Council of Administration or the Postal Operations Council.

**Article 139**

Procedure for amending proposals submitted in accordance with article 138

Amendments to proposals already made, including those submitted by the Council of Administration or the Postal Operations Council, may be presented to the International Bureau in accordance with the provisions of the Rules of Procedure of Congresses.

**Article 140**

Procedure for submitting proposals amending the Convention or the Agreements between Congresses

1 To be eligible for consideration, every proposal concerning the Convention or the Agreements submitted by a member country between Congresses shall be supported by at least two other member countries. Such proposals shall lapse if the International Bureau does not receive, at the same time, the necessary number of declarations of support.

2 These proposals shall be sent to other member countries through the intermediary of the International Bureau.

**Article 141**

Consideration of proposals amending the Convention or the Agreements between Congresses

1 Every proposal concerning the Convention, the Agreements and their Final Protocols shall be subject to the following procedure: where a member country has sent a proposal to the International Bureau, the latter shall forward it to all member countries for examination. They shall be allowed a period of 45 days in which to examine the proposal and forward any observations to the International Bureau. Amendments shall not be admissible. Once these 45 days have elapsed, the International Bureau shall forward to member countries all the observations it has received and invite each member country to vote for or against the proposal. Member countries whose votes have not been received by the International Bureau within a period of 45 days shall be considered as having abstained. The aforementioned periods shall be reckoned from the dates of the International Bureau circulars. Any documentation and observations arising from the aforementioned procedure shall be submitted by physical or secure electronic means and, in the case of member country submissions to the International Bureau, be signed by a duly authorized representative of the governmental authority of the member country concerned. For the purposes of this paragraph, "secure electronic means" shall refer to any electronic means used for the processing, storage and transmission of data that ensure that the completeness, integrity and confidentiality of the data are maintained during the submission of the aforementioned documentation and observations by the International Bureau or a member country.

2 If the proposal relates to an Agreement of the Union or its Final Protocol, only the member countries which are parties to that Agreement may take part in the procedure described in paragraph 1.

**Article 142**

Amendment of the Regulations by the Postal Operations Council

1 Proposals for amending the Regulations shall be dealt with by the Postal Operations Council.

2 The support of at least one member country shall be required for submitting any proposal to amend the Regulations.

**Article 143**

Notification of decisions adopted between Congresses

1 Amendments made to the Convention, the Agreements and the Final Protocols to those Acts shall be sanctioned by notification thereof to the Governments of member countries by the Director General of the International Bureau.

2 Amendments made to the Regulations and their Final Protocols by the Postal Operations Council shall be communicated to member countries and their designated operators by the International Bureau. The same shall apply to the interpretations referred to in article 39.3.2 of the Convention and in the corresponding provisions of the Agreements.

#### Article 144

Entry into force of the Regulations and of the other decisions adopted between Congresses

1 The Regulations and any amendments thereto shall enter into force on the date specified therein as decided by the Postal Operations Council, and shall remain in force for an indefinite period.

2 Subject to the provisions of paragraph 1, decisions on amending the Acts of the Union which are adopted between Congresses shall not take effect until at least three months after their notification.

### Chapter IV Finance

#### Article 145

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 **39,512,270** Swiss francs for the years **2026 to 2029**. In the event that the Congress planned for **2029** is postponed, **this** ceiling shall also apply to the **post-2029** 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.

6 If the credits authorized in paragraphs 1 and 2 prove inadequate to ensure the smooth running of the Union, these limits may only be exceeded with the approval of the majority of the member countries of the Union. Any consultation shall include a complete description of the facts justifying such a request.

#### Article 146

Regulation of member countries' contributions

1 Countries which accede to the Union or are admitted to the status of members of the Union as well as those which leave the Union shall pay their contributions for the whole of the year during which their admission or withdrawal becomes effective.

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.

3 Where the arrears of mandatory contributions, not including interest, owed to the Union by a member country are equal to or more than the amount of the contributions of that member country for the preceding two financial years, such member country may irrevocably assign to the Union all or part of the credits owed it by other member countries, in accordance with the arrangements laid down by the Council of Administration. The conditions of this assignment of credit shall be determined by agreement reached between the member country, its debtors/creditors and the Union.

4 A member country which, for legal or other reasons, cannot make such an assignment must undertake to conclude a schedule for the amortization of its arrears **with the Union. Nevertheless, if the member country concerned does not comply with the conditions (including payment terms) established in the aforementioned amortization schedule, it shall not be able to conclude a new amortization schedule with the Union until the next Congress cycle, unless the Council of Administration decides otherwise, at the latest during its last session held before Congress, upon a duly justified request by the member country concerned to the effect that such non-compliance was attributable to exceptional circumstances.**

5 Other than in exceptional circumstances as decided by Congress or the Council of Administration, recovery of arrears of mandatory contributions owed to the Union may not extend over more than ten years. In cases where Congress or the Council of Administration approves a payment agreement longer than twenty years, the minimum amount of the annual arrears contribution should be at least equal to the annual contribution of the member country signatory to the agreement.

6 Also in exceptional circumstances, as decided by Congress or the Council of Administration, either body may release a member country from all or part of the interest owed if that country has paid the full principal amount of its debts in arrears.

7 In similarly exceptional circumstances, Congress or the Council of Administration may, upon written request of the member country concerned, decide to release that member country from its debts in arrears and immediately lift the automatic sanctions imposed against it, subject to payment of an amount at least equivalent to one half of the total amount of debts in arrears (excluding any interest incurred thereon) owed by that member country.

8 Congress or the Council of Administration may also, upon written request of a member country with long-standing debts in arrears, decide to exceptionally release that member country from its debts in arrears and immediately lift the automatic sanctions imposed against it, provided the member country concerned pays its last five years of mandatory contributions to the Union's annual expenditure (including the current financial year and excluding any interest incurred thereon).

8.1 For the purposes of paragraph 8, "long-standing debts in arrears" shall be defined as any amounts in arrears (including interest) pertaining to mandatory contributions to the Union's annual expenditure incurred over a period longer than the last five financial years.

8.2 Equally for the purposes of paragraph 8 and specifically in the case of least developed countries and small island developing states as defined in article 150.1, Congress or the Council of Administration may exceptionally determine that the "last five years of mandatory contributions" of the member country concerned shall be calculated on the basis of the current contribution class to which that member country belongs, in which case the relevant current contribution class amount shall be multiplied five times.

9 In the case of least developed countries and small island developing states, as defined in article 150.1, that are authorized to benefit from either of the exceptional payment arrangements outlined in paragraphs 7 and 8 of this article, at least 50% of the amounts paid by the member country concerned shall be earmarked for Union-led postal technical assistance projects aimed at benefiting that same member country.

10 Any principal or interest amounts released in the framework of the exceptional payment arrangements outlined in paragraphs 7 and 8 of this article shall not be cancelled, but set aside and provisioned by the Union in accordance with its relevant financial rules. In the event the member country concerned subsequently falls under automatic sanctions, the aforementioned amounts shall once more be registered by the Union, with immediate effect, as debts in arrears for the member country in question.

11 A member country may also be released, within the framework of an amortization schedule approved by the Council of Administration for its accounts in arrears, from all or part of the interest accumulated or to accrue; such release shall, however, be subject to the full and punctual execution of the amortization schedule within an agreed period of ten years at most.

12 The provisions under paragraphs 3 to 11 apply by analogy to the translation costs billed by the International Bureau to member countries belonging to the language groups.

13 The International Bureau shall send bills to member countries at least three months before their due date. The original bills shall be sent to the correct address provided by the member country concerned. Electronic copies of the bills shall be sent via e-mail as pre-advice or alerts.

14 Furthermore, the International Bureau shall provide member countries with clear information each time it charges them interest on overdue payment of particular bills, so that member countries can easily verify to which bills the interest corresponds.

#### Article 147

##### 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.

2 In case of temporary shortfalls in Union financing, the Government of the Swiss Confederation shall make the necessary short-term advances to the Union, on conditions fixed by mutual agreement.

#### Article 148

##### Supervision of book-keeping and accounting

The Government of the Swiss Confederation shall supervise, without charge, the book-keeping and accounting of the International Bureau within the limits of the credits fixed by Congress.

#### Article 149

##### Automatic sanctions

1 Any member country unable to make the assignment provided for in article 146.3 and which does not agree to submit to an amortization schedule proposed by the International Bureau in accordance with article 146.4, or which does not comply with such a schedule shall automatically lose its right to vote at Congress and at meetings of the Council of Administration and the Postal Operations Council and shall no longer be eligible for membership of these two Councils.

2 Automatic sanctions shall be lifted as a matter of course and with immediate effect as soon as the member country concerned has paid its arrears of mandatory contributions owed to the Union, in capital and interest, or has agreed with the Union to submit to a schedule for the amortization of the arrears.

#### Article 150

##### Contribution classes

1 Member countries shall contribute to defraying Union expenses according to the contribution class to which they belong. The structure of the contribution classes shall commence at one unit and rise in incremental one-unit steps to a level defined with reference to the most recent scale of assessments for the apportionment of the expenses of the United Nations. Member countries shall choose their contribution class on the basis of their economic capacity while considering the aforementioned scale of assessments. The member countries listed by the United Nations as the least developed countries shall pay half a contribution unit. Small island developing states with a population of less than 200,000 (as listed by the United Nations) shall pay one tenth of a contribution unit.

2 Notwithstanding the contribution classes listed in paragraph 1, any member country may elect to contribute a higher number of units, for a minimum term equivalent to the period between Congresses. The announcement of a change shall be made at the latest at Congress. At the end of the period between Congresses, the member country shall return automatically to its original number of contribution units unless it decides to maintain its contribution of a higher number of units. The payment of additional contributions will increase the expenditure accordingly.

3 Member countries shall choose their number of units upon their admission or accession to the Union, while considering the most recent scale of assessments for the apportionment of the expenses of the United Nations, in accordance with the procedure laid down in article 20.4 of the Constitution.

4 Member countries paying above the economic capacities assessed through reference to the scale of assessments for the apportionment of the expenses of the United Nations shall have the right to reduce their number of units by up to a maximum of two units per Congress cycle, provided that this does not result in a lower contribution than they would pay under the current scale of assessments for the apportionment of the expenses of the United Nations. The cost of any such reduction **in the number of contribution units** shall be **borne by member** countries in accordance with the **procedures** laid down in **paragraph 8 below**. **Conversely, member** countries paying at a level below their economic capacity, as assessed through reference to the scale of assessments for the apportionment of the expenses of the United Nations, shall be invited to increase their number of **contribution** units by at least two per Congress cycle until they have reached the level of the current scale of assessments referred to above. Those member countries that fail to do so shall not benefit from the **reduced amount** of the contribution unit **as per the procedures laid down in paragraph 8 below**.

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 The temporary reduction in contribution class in application of paragraph 5 may be authorized by the Council of Administration for a maximum period of two years or up to the next Congress, whichever is earlier. On expiry of the specified period, the country concerned shall automatically revert to its original contribution class.

7 Changes to a higher class shall not be subject to any restriction.

**8 The International Bureau shall calculate the relevant baseline and reduced contribution unit amounts in accordance with the following parameters.**

**8.1 In the event of a gross reduction<sup>2</sup> in the number of contribution units, any resulting increase in the baseline (i.e. non-reduced) and reduced contribution unit amounts shall be borne in solidarity by all member countries, in proportion to the existing baseline and reduced contribution unit amounts.**

**8.2 In the event of a gross increase<sup>3</sup> in the number of contribution units and/or subsequent member country ineligibility to benefit from the reduced contribution unit amount, any further reduction in the amount of the reduced contribution unit shall solely benefit member countries paying at or above their economic capacity, and member countries paying at a level below their economic capacity and that increase their number of contribution units by at least two per Congress cycle.**

9 The procedures outlined in paragraph 8 shall not apply to any changes in the amounts of the baseline and reduced contribution units resulting from: i) the exceptional circumstances described in paragraphs 5 and 6; or ii) any adjustments in the expenditure of the Union as decided by the Council of Administration. In these cases, the cost of any such changes shall be distributed in proportion to the existing baseline and reduced contribution unit amounts and borne in solidarity by all member countries.

<sup>2</sup> For the purposes of this paragraph, “gross reduction” shall refer to the aggregated reduction in the number of contribution units as decided by individual member countries.

<sup>3</sup> For the purposes of this paragraph, “gross increase” shall refer to the aggregated increase in the number of contribution units as decided by individual member countries.

**Article 151**

Payment for supplies from the International Bureau

Supplies provided by the International Bureau to member countries and their designated operators against payment shall be paid for in the shortest possible time and at the latest within six months from the first day of the month following that in which the account is sent by the Bureau. After that period the sums due shall be chargeable with interest in favour of the Union at the rate of 5% per annum reckoned from the date of expiry of that period.

**Article 152**

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, funded by voluntary means, in order to organize operational, commercial, technical and economic activities which fall within its competence under article 18 of the Constitution, but which may not be financed by the regular budget.

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. The basic framework shall include the following elements:

- 2.1 the mandate;
- 2.2 the constituency, including the categories of members participating;
- 2.3 decision-making rules, including its internal structure and its relationship with other Union bodies;
- 2.4 voting and representation principles;
- 2.5 financing (subscription, usage fees, etc.);
- 2.6 composition of secretariat and management structure.

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 The Director General of the International Bureau shall administer the secretariat of the user-funded subsidiary bodies in accordance with the relevant Staff Regulations and Rules, as applicable to the staff recruited for the user-funded subsidiary bodies. The secretariat of the subsidiary bodies shall be an integral part of the International Bureau.

6 Information concerning user-funded subsidiary bodies established in accordance with this article shall be reported to Congress following their establishment.

**Chapter V**  
**Arbitration**

**Article 153**

Arbitration procedure

1 If a dispute has to be settled by arbitration between member countries, each member country must advise the other party in writing of the subject of the dispute and inform it, by means of a notice to initiate arbitration, that it wishes to initiate arbitration.

- 2 If the dispute concerns questions of an operational or technical nature, each member country may ask its designated operator to act in accordance with the procedure provided for in the following paragraphs and delegate such power to its operator. The member country concerned shall be informed of the progress of the proceedings and of the result. The respective member countries or designated operators shall hereafter be referred to as “parties to the arbitration”.
- 3 The parties to the arbitration shall appoint either one or three arbitrators.
- 4 Where the parties to the arbitration choose to appoint three arbitrators, each party shall, in accordance with paragraph 2, select a member country or designated operator not directly involved in the dispute, to act as an arbitrator. When several member countries and/or designated operators make common cause, they shall count only as a single party for the purposes of these provisions.
- 5 Where the parties agree to the appointment of three arbitrators, the third arbitrator shall be jointly agreed upon by the parties and shall not need to be from a member country or designated operator.
- 6 If the dispute concerns one of the Agreements, the arbitrators may be appointed only from among the member countries that are parties to that Agreement.
- 7 The parties to the arbitration may jointly agree to appoint a single arbitrator, who shall not need to be from a member country or designated operator.
- 8 If one or both parties to the arbitration do not, within a period of three months from the date of the notice to initiate arbitration, appoint an arbitrator or arbitrators the International Bureau shall, if so requested, itself call upon the defaulting member country to appoint an arbitrator, or shall itself appoint one automatically. The International Bureau shall not be involved in the deliberations or act as arbitrator unless otherwise mutually requested by the parties. In the latter case, the International Bureau shall serve as an arbitrator on a paid basis and in accordance with the relevant dispute settlement procedures adopted by the Council of Administration.
- 9 The parties to the arbitration may mutually agree to reconcile the dispute at any time before a ruling is delivered by the arbitrator or arbitrators. Notice of any withdrawal must be submitted in writing to the International Bureau within 10 days of the parties reaching such agreement. Where the parties agree to withdraw from the arbitration process, the arbitrator or arbitrators shall lose their authority to decide the matter.
- 10 The arbitrator or arbitrators shall be required to make a decision on the dispute based on the facts and evidence before them. All information regarding the dispute must be notified to both parties and the arbitrator or arbitrators.
- 11 The decision of the arbitrator or arbitrators shall be taken by a majority of votes, and notified to the International Bureau and the parties within six months of the date of the notice to initiate arbitration.
- 12 The arbitration proceedings shall be confidential, and only a brief description of the dispute and the decision shall be advised in writing to the International Bureau within 10 days of the decision being delivered to the parties.
- 13 The decision of the arbitrator or arbitrators shall be final and binding on the parties and not subject to appeal.
- 14 The parties to the arbitration shall implement the decision of the arbitrator or arbitrators without delay. Where a designated operator is delegated power by its member country to initiate and adhere to the arbitration procedure, the member country shall be responsible for ensuring that the designated operator implements the decision of the arbitrator or arbitrators.

## Chapter VI Use of languages within the Union

### Article 154

#### Working languages of the International Bureau

The working languages of the International Bureau shall be French and English.

### Article 155

#### Languages used for documentation, for debates and for official correspondence

1 In the documentation published by the Union, the French, English, Arabic and Spanish languages shall be used. The Chinese, German, Portuguese and Russian languages shall also be used, provided that only the most important basic documentation is produced in these languages. Other languages may also be used on condition that the member countries which have made the request bear all of the costs involved.

2 The member country or countries which have requested the use of a language other than the official language constitute a language group.

3 Documentation shall be published by the International Bureau in the official language and in the languages of the other duly constituted language groups, either directly or through the intermediary of the regional offices of those groups in conformity with the procedures agreed with the International Bureau. Publication in the different languages shall be effected in accordance with a common standard.

4 Documentation published directly by the International Bureau shall, as far as possible, be distributed simultaneously in the different languages requested.

5 Correspondence between the member countries or their designated operators of member countries and the International Bureau and between the latter and outside entities may be exchanged in any language for which the International Bureau has available a translation service.

6 The costs of translation into any language, including those resulting from the application of paragraph 5 and article 136, shall be borne by the language group which has asked for that language. The member countries using the official language shall pay, in respect of the translation of non-official documents, a lump-sum contribution, the amount of which per contribution unit shall be the same as that borne by the member countries using the other International Bureau working language. All other costs involved in the supply of documents shall be borne by the Union. The ceiling of the costs to be borne by the Union for the production of documents in Chinese, German, Portuguese and Russian shall be fixed by a Congress resolution.

7 The costs to be borne by a language group shall be divided among the members of that group in proportion to their contributions to the expenses of the Union. These costs may be divided among the members of the language group according to another system, provided that the member countries concerned agree to it and inform the International Bureau of their decision through the intermediary of the spokesman of the group.

8 The International Bureau shall give effect to any change in the choice of language requested by a member country after a period which shall not exceed two years.

9 For the discussions at meetings of the Union's bodies, the French, English, Spanish, Russian and Arabic languages shall be admissible, by means of a system of interpretation – with or without electronic equipment – the choice being left to the judgment of the organizers of the meeting after consultation with the Director General of the International Bureau and the member countries concerned.

10 Other languages shall likewise be admissible for the discussions and meetings mentioned in paragraph 9.

11 Delegations using other languages shall arrange for simultaneous interpretation into one of the languages mentioned in paragraph 9, either by the system indicated in the same paragraph, when the necessary technical modifications can be made, or by individual interpreters.

12 The costs of the interpretation services shall be shared among the member countries using the same language in proportion to their contributions to the expenses of the Union. However, the costs of installing and maintaining the technical equipment shall be borne by the Union.

13 Member countries and/or their designated operators may come to an understanding about the language to be used for official correspondence in their relations with one another. In the absence of such an understanding, the language to be used shall be French.

## Chapter VII Final provisions

### Article 156

#### 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.

### Article 157

#### Proposals concerning the Agreements with the United Nations

The conditions of approval referred to in article 156 shall apply equally to proposals designed to amend the Agreements concluded between the Universal Postal Union and the United Nations, in so far as those Agreements do not lay down conditions for the amendment of the provisions they contain.

### Article 158

#### Entry into force and duration of the General Regulations

These General Regulations shall come into force on 1 January 2014 and shall remain in force for an indefinite period.

In witness whereof the plenipotentiaries of the Governments of the member countries have signed these General Regulations in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Union.

Done at Doha, 11 October 2012.



## Universal Postal Convention

---

Universal Postal Convention  
Final Protocol to the Universal Postal Convention



# Universal Postal Convention

(amended by the 2023 Riyadh and 2025 Dubai Additional Protocols<sup>1</sup>)

## Table of contents

### Section I

#### Rules applicable in common throughout the international postal service

##### Article

- 1 Definitions
- 2 Designation of the entity or entities responsible for fulfilling the obligations arising from adherence to the Convention
- 3 Universal postal service
- 4 Freedom of transit
- 5 Ownership of postal items. Withdrawal from the post. Alteration or correction of address and/or name of the addressee (name of the legal person, or family name, given name or patronymic (if any)). Redirection. Return to sender of undeliverable items
- 6 Postage stamps
- 7 Sustainable development
- 8 Postal security
- 9 Violations
- 10 Processing of personal data
- 11 Exchange of closed mails with military units
- 12 Posting abroad of letter-post items
- 13 Use of the Union's forms

### Section II

#### Quality of service standards and targets

- 14 Quality of **service**

### Section III

#### Charges, surcharges and exemption from postal charges

- 15 Charges
- 16 Exemption from postal charges

### Section IV

#### Basic and supplementary services

- 17 Basic services
- 18 Supplementary services

<sup>1</sup> For the First Additional Protocol (Riyadh 2023), see pages 23 to 29 of the brochure published in Berne in 2023. For the Second Additional Protocol (Dubai 2025), see pages 31 to 59 of this brochure.

## Section V

### Prohibitions and customs matters

- 19 Items not admitted. Prohibitions
- 20 Customs control. Customs duty and other fees

## Section VI

### Liability

- 21 Inquiries
- 22 Liability of designated operators. Indemnities
- 23 Non-liability of member countries and designated operators
- 24 Sender's liability
- 25 Payment of indemnity
- 26 Possible recovery of the indemnity from the sender or the addressee

## Section VII

### Remuneration

#### A. **General provisions on remuneration and transit charges**

- 27 Transit charges
- 28 **Remuneration. General provisions**

#### B. Terminal dues

- 29 Terminal dues. General provisions
- 30 Terminal dues. **Provisions to determine the remuneration rates of bulky (E) and small packet (E) letter-post items**
- 31 Terminal dues. **Provisions to determine the remuneration rates of document (P and G format) letter-post items**
- 32 Quality of Service Fund

#### C. Rates for parcel post

- 33 **Provisions to determine the remuneration rates of parcels**

#### D. Air conveyance dues

- 34 Basic rates and provisions concerning air conveyance dues

#### E. Settlement of accounts

- 35 Provisions specific to the settlement of accounts and payments for international postal exchanges

#### F. Fixing of charges and rates

- 36 Authority of the Postal Operations Council to fix charges and rates

Section VIII  
Optional services

- 37 EMS and integrated logistics
- 38 Electronic postal services

Section IX  
Final provisions

- 39 Conditions of approval of proposals concerning the Convention and the Regulations
- 40 Reservations at Congress
- 41 Entry into force and duration of the Convention



# Universal Postal Convention

(amended by the 2023 Riyadh and 2025 Dubai Additional Protocols)

The plenipotentiaries of the governments of the member countries of the Universal Postal Union (hereinafter the "Union"), having regard to article 21.3 of the Constitution of the Union concluded at Vienna on 10 July 1964, have by common consent and subject to article 24.3 and 5 of the said Constitution, drawn up in this Universal Postal Convention (hereinafter the "Convention") the rules applicable to the international postal service.

## Section I

### Rules applicable in common throughout the international postal service

#### Article 1

##### Definitions

- 1 For the purposes of the Convention, the following terms shall have the meanings defined below:
  - 1.1 letter-post item: item described in and conveyed under the conditions of the Convention and Regulations;
  - 1.2 parcel-post item: item described in and conveyed under the conditions of the Convention and Regulations;
  - 1.3 EMS item: item described in and conveyed under the conditions of the Convention, Regulations and associated EMS instruments;
  - 1.4 documents: a letter-post, parcel-post or EMS item consisting of any piece of written, drawn, printed or digital information, excluding objects of merchandise, whose physical specifications lie within the limits specified in the Regulations;
  - 1.5 goods: a letter-post, parcel-post or EMS item consisting of any tangible and movable object other than money, including objects of merchandise, which does not fall under the definition of "documents" as provided in paragraph 1.4 above and whose physical specifications lie within the limits specified in the Regulations;
  - 1.6 closed mail: labelled receptacle(s) sealed with or without lead, containing postal items;
  - 1.7 misrouted mails: receptacles received at an office of exchange other than the one mentioned on the (receptacle) label;
  - 1.8 personal data: information needed to identify a postal service user;
  - 1.9 missent items: items received at an office of exchange meant for an office of exchange in another member country;
  - 1.10 transit charges: remuneration for services rendered by a carrier in the country crossed (designated operator, other service or combination of the two) in respect of the land, sea and/or air transit of letter-post items;
  - 1.11 terminal dues: remuneration owed to the designated operator of the country of destination by the designated operator of the dispatching country in compensation for the costs incurred in the country of destination for letter-post items received;

- 1.12 designated operator: any governmental or non-governmental entity officially designated by the member country to operate postal services and to fulfil the related obligations arising out of the Acts of the Union on its territory;
- 1.13 small packet: item conveyed under the conditions of the Convention and the Regulations;
- 1.14 inward land rate: remuneration owed to the designated operator of the country of destination by the designated operator of the dispatching country in compensation for the costs incurred in the country of destination for parcels received;
- 1.15 transit land rate: remuneration owed for services rendered by a carrier in the country crossed (designated operator, other service or combination of the two) in respect of the land and/or air transit of parcels through its territory;
- 1.16 sea rate: remuneration owed for services rendered by a carrier (designated operator, other service or a combination of the two) participating in the sea conveyance of parcels;
- 1.17 inquiry: a complaint or query relating to the use of a postal service submitted in accordance with the conditions of the Convention and its Regulations;
- 1.18 universal postal service: the permanent provision of quality basic postal services at all points in a member country's territory, for all customers, at affordable prices;
- 1.19 transit à découvert: open transit through an intermediate country, of items whose number or weight does not justify the make-up of closed mails for the destination country.

#### Article 2

Designation of the entity or entities responsible for fulfilling the obligations arising from adherence to the Convention

1 Member countries shall notify the International Bureau, within six months of the end of Congress, of the name and address of the governmental body responsible for overseeing postal affairs. Within six months of the end of Congress, member countries shall also provide the International Bureau with the name and address of the operator or operators officially designated to operate postal services and to fulfil the obligations arising from the Acts of the Union on their territory. Between Congresses, member countries shall notify the International Bureau of any changes in the governmental bodies as soon as possible. Any changes with regard to the officially designated operators shall also be notified to the International Bureau as soon as possible, and preferably at least three months prior to the entry into force of the change.

2 When a member country officially designates a new operator, it shall indicate the scope of the postal services that the latter will provide under the Acts of the Union, as well as the operator's geographical coverage on its territory.

#### Article 3

Universal postal service

1 In order to support the concept of the single postal territory of the Union, member countries shall ensure that all users/customers enjoy the right to a universal postal service involving the permanent provision of quality basic postal services at all points in their territory, at affordable prices.

2 With this aim in view, member countries shall set forth, within the framework of their national postal legislation or by other customary means, the scope of the postal services offered and the requirement for quality and affordable prices, taking into account both the needs of the population and their national conditions.

3 Member countries shall ensure that the offers of postal services and quality standards will be achieved by the operators responsible for providing the universal postal service.

4 Member countries shall ensure that the universal postal service is provided on a viable basis, thus guaranteeing its sustainability.

#### Article 4 Freedom of transit

1 The principle of the freedom of transit is set forth in article 1 of the Constitution. It shall carry with it the obligation for each member country to ensure that its designated operators forward, always by the quickest routes and the most secure means which they use for their own items, closed mails and à découvert letter-post items which are passed to them by another designated operator. This principle shall also apply to missent items and misrouted mails.

2 Member countries which do not participate in the exchange of postal items containing infectious substances or radioactive substances shall have the option of not admitting these items in **transit through** their territory. **With respect to transit à découvert, the same shall also apply to printed papers, periodicals, magazines and small packets the content of which does not satisfy the legal requirements governing the conditions of their publication or circulation in the country crossed. Moreover, M bags shall not be admitted in transit à découvert.**

3 Freedom of transit for parcels shall be guaranteed throughout the territory of the Union.

4 If a member country fails to observe the provisions regarding freedom of transit, other member countries may discontinue their provision of postal services with that member country.

#### Article 5

Ownership of postal items. Withdrawal from the post. Alteration or correction of address and/or name of the addressee (name of the legal person, or family name, given name or patronymic (if any)). Redirection. Return to sender of undeliverable items

1 A postal item shall remain the property of the sender until it is delivered to the rightful owner, except when the item has been seized in pursuance of the national legislation of the country of origin or destination and, in case of application of article 19.2.1.1 or 19.3, in accordance with the national legislation of the country of transit.

2 The sender of a postal item may have it withdrawn from the post or have its address and/or the name of the addressee (name of the legal person, or family name, given name or patronymic (if any)) altered or corrected. The charges and other conditions are laid down in the Regulations.

3 Member countries shall ensure that their designated operators redirect postal items if an addressee has changed his address, and return undeliverable items to the sender. The charges and other conditions are laid down in the Regulations.

#### Article 6

##### Postage stamps

1 The term "postage stamp" shall be protected under the present Convention and shall be reserved exclusively for stamps which comply with the conditions of this article and of the Regulations.

2 Postage stamps:

2.1 shall be issued and put into circulation solely under the authority of the member country or territory, in conformity with the Acts of the Union;

2.2 are a manifestation of sovereignty and constitute proof of prepayment of the postage corresponding to their intrinsic value when affixed to postal items, in conformity with the Acts of the Union;

2.3 must be in circulation, for postal prepayment or for philatelic purposes, in the member country or territory of issue, according to its national legislation;

2.4 must be accessible to all **customers** within the member country or territory of issue.

3 Postage stamps comprise:

- 3.1 the name of the member country or territory of issue, in roman letters, or, if the International Bureau of the Union is so requested by the member country or territory of issue, the abbreviation or initials officially representing the member country or territory of issue, in accordance with the conditions laid down in the Regulations;<sup>2</sup>
- 3.2 the face value, expressed:
  - 3.2.1 in principle, in the official currency of the country or territory of issue, or as a letter or symbol;
  - 3.2.2 through other identifying characteristics.

4 Emblems of state, official control marks and logos of intergovernmental organizations featuring on postage stamps shall be protected within the meaning of the Paris Convention for the Protection of Industrial Property.

5 The subjects and designs of postage stamps shall:

- 5.1 be in keeping with the spirit of the Preamble to the Constitution and with decisions taken by the Union's bodies;
- 5.2 be closely linked to the cultural identity of the member country or territory, or contribute to the dissemination of culture or to maintaining peace;
- 5.3 have, when commemorating leading figures or events not native to the member country or territory, a close bearing on the country or territory in question;
- 5.4 be devoid of political character or of any topic of an offensive nature in respect of a person or a country;
- 5.5 be of major significance to the member country or territory.

6 Postal prepayment impressions, franking machine impressions and impressions made by a printing press or another printing or stamping process in accordance with the Acts of the Union may be used only with the authorization of the member country or territory.

7 Prior to issuing postage stamps using new materials or technologies, member countries shall provide the International Bureau with the necessary information concerning their compatibility with mail processing machines. The International Bureau shall inform the other member countries and their designated operators accordingly.

Article 7  
Sustainable development

Member countries and/or their designated operators shall adopt and implement a proactive sustainable development strategy focusing on environmental, social and economic action at all levels of postal operations and promote sustainable development awareness.

Article 8  
Postal security

1 Member countries and their designated operators shall observe the security requirements defined in the Universal Postal Union's security standards and shall adopt and implement a proactive security strategy at all levels of postal operations to maintain and enhance the confidence of the general public in the postal services provided by designated operators, in the interests of all officials involved. This strategy shall include the objectives defined in the Regulations, as well as the principle of complying with requirements for providing electronic advance data on postal items identified in implementing provisions (including the type of, and criteria for, postal items) adopted by the Council of Administration and Postal Operations Council, in accordance with the Union's technical messaging standards. The strategy shall also include the exchange of information on maintaining the safe and secure transport and transit of mails between member countries and their designated operators.

<sup>2</sup> An exception shall be granted to the United Kingdom of Great Britain and Northern Ireland, the country which invented the postage stamp.

2 Any security measures applied in the international postal transport chain must be commensurate with the risks or threats that they seek to address, and must be implemented without hampering worldwide mail flows or trade by taking into consideration the specificities of the mail network. Security measures that have a potential global impact on postal operations must be implemented in an internationally coordinated and balanced manner, with the involvement of the relevant stakeholders.

## Article 9

### Violations

#### 1 Postal items

1.1 Member countries shall undertake to adopt the necessary measures to prevent, prosecute and punish any person found guilty of the following:

1.1.1 the insertion in postal items of narcotics and psychotropic substances, as well as dangerous goods, where their insertion has not been expressly authorized by the Convention and Regulations;

1.1.2 the insertion in postal items of objects of a paedophilic nature or of a pornographic nature using children.

#### 2 Means of postal prepayment and postal payment itself

2.1 Member countries shall undertake to adopt the necessary measures to prevent, prosecute and punish any violations concerning the means of postal prepayment set out in this Convention, such as:

2.1.1 postage stamps, in circulation or withdrawn from circulation;

2.1.2 prepayment impressions;

2.1.3 impressions of franking machines or printing **presses**.

2.2 In this Convention, violations concerning means of postal prepayment refer to any of the acts outlined below committed by any persons with the intention of obtaining illegitimate gain for oneself or for a third party. The following acts shall be punished:

2.2.1 any act of falsifying, imitating or counterfeiting any means of postal prepayment, or any illegal or unlawful act linked to the unauthorized manufacturing of such items;

2.2.2 manufacture, use, release for circulation, commercialization, distribution, dissemination, transportation, exhibition or display (also in the form of catalogues and for advertising purposes) of any means of postal prepayment which has been falsified, imitated or counterfeited;

2.2.3 any act of using or circulating, for postal purposes, any means of postal prepayment which has already been used;

2.2.4 any attempt to commit any of these violations.

#### 3 Reciprocity

3.1 As regards sanctions, no distinction shall be made between the acts outlined in 2, irrespective of whether national or foreign means of postal prepayment are involved; this provision shall not be subject to any legal or conventional condition of reciprocity.

## Article 10

### Processing of personal data

1 Personal data on users may be employed only for the purposes for which they were gathered in accordance with applicable national legislation.

2 Personal data on users shall be disclosed only to third parties authorized by applicable national legislation to access them.

3 Member countries and their designated operators shall ensure the confidentiality and security of personal data on users, in accordance with their national legislation.

4 Designated operators shall inform their customers of the use that is made of their personal data, and of the purpose for which they have been gathered.

5 Without prejudice to the foregoing, designated operators may transfer electronically personal data to the designated operators of destination or transit countries that need these data in order to fulfil the service.

#### Article 11

##### Exchange of closed mails with military units

1 Closed letter-post mails may be exchanged through the intermediary of the land, sea or air services of other countries:

1.1 between the post offices of any member country and the commanding officers of military units placed at the disposal of the United Nations;

1.2 between the commanding officers of such military units;

1.3 between the post offices of any member country and the commanding officers of naval, air or army units, warships or military aircraft of the same country stationed abroad;

1.4 between the commanding officers of naval, air or army units, warships or military aircraft of the same country.

2 Letter-post items enclosed in the mails referred to under 1 shall be confined to items addressed to or sent by members of military units or the officers and crews of the ships or aircraft to or from which the mails are forwarded. The rates and conditions of dispatch applicable to them shall be fixed, according to its regulations, by the designated operator of the member country which has made the military unit available or to which the ships or aircraft belong.

3 In the absence of special agreement, the designated operator of the member country which has made the military unit available or to which the warships or military aircraft belong shall be liable to the designated operators concerned for the transit charges for the mails, the terminal dues and the air conveyance dues.

#### Article 12

##### Posting abroad of letter-post items

1 A designated operator shall not be bound to forward or deliver to the addressee letter-post items which senders residing in the territory of its member country post or cause to be posted in a foreign country with the object of profiting by the more favourable rate conditions there.

2 The provisions set out under 1 shall be applied without distinction both to letter-post items made up in the sender's country of residence and then carried across the frontier and to letter-post items made up in a foreign country.

3 The designated operator of destination may claim from the designated operator of posting, payment of the internal rates. If the designated operator of posting does not agree to pay these rates within a time limit set by the designated operator of destination, the latter may either return the items to the designated operator of posting and shall be entitled to claim reimbursement of the redirection costs, or handle them in accordance with its national legislation.

4 A designated operator shall not be bound to forward or deliver to the addressees letter-post items which senders post or cause to be posted in large quantities in a country other than the country where they reside if the amount of terminal dues to be received is lower than the sum that would have been received if the mail had been posted in the country where the senders reside. The designated operator of destination may claim from the designated operator of posting payment commensurate with the costs incurred and which may not exceed the higher of the following two amounts: either 80% of the domestic tariff for equivalent items, or the rates applicable pursuant to **article 29.15**. If the designated operator of posting does not agree to pay the amount claimed within a time limit set by the designated operator of destination, the designated operator of destination may either return the items to the designated operator of posting and shall be entitled to claim reimbursement of the redirection costs, or handle them in accordance with its national legislation.

## Article 13

## Use of the Union's forms

1 Unless otherwise provided by the Acts of the Union, only designated operators shall use the Union's forms and documentation for the operation of postal services and exchange of postal items in accordance with the Acts of the Union.

2 Designated operators may use the Union's forms and documentation for the operation of extraterritorial offices of exchange (ETOEs), as well as international mail processing centres (IMPCs) established by designated operators outside their respective national territory, as further defined in paragraph 6, in order to facilitate the operation of the aforementioned postal services and exchange of postal items.

3 The exercise of the possibility outlined in paragraph 2 shall be subject to the national legislation or policy of the member country or territory in which the ETOE or IMPC is established. In this regard, and without prejudice to the designation obligations contained in article 2, designated operators shall guarantee the continued fulfilment of their obligations under the Convention and be fully responsible for all their relations with other designated operators and with the International Bureau.

4 The requirement set forth in paragraph 3 shall equally apply to the destination member country for the acceptance of postal items from such ETOEs and IMPCs.

5 Member countries shall inform the International Bureau on their policies with regard to postal items transmitted and/or received from ETOEs or IMPCs. Such information shall be made available on the Union's website.

6 Strictly for the purposes of this article, ETOEs shall be defined as offices or facilities established for commercial purposes and operated by designated operators or under the responsibility of designated operators on the territory of a member country or territory other than their own, with the objective of drawing business in markets outside their respective national territory. IMPCs shall be defined as international mail processing facilities for the processing of international mail exchanged either in order to generate or receive mail dispatches, or to act as transit centres for international mail exchanged between other designated operators.

7 Nothing in this article shall be construed to imply that ETOEs or IMPCs (including the designated operators responsible for their establishment and operation outside their respective national territory) are in the same situation under the Acts of the Union as designated operators of the host country, nor impose a legal obligation on other member countries to recognize such ETOEs or IMPCs as designated operators on the territory where they are established and operated.

## Section II

## Quality of service standards and targets

## Article 14

Quality of **service****1 Quality of service**

**1.1 Quality of service shall include activities that are focused on all dimensions of service delivery, for efficient and accessible universal postal services of quality.**

**1.2 Quality of service activities shall include, without limitation, measurement, quality improvement, certification and compliance actions, driven by e-commerce and a robust and reliable network focusing on demand, and supply chain management.**

**2 Quality of service standards and targets**

**2.1 Member countries or their designated operators shall establish, publish and update delivery standards and targets for their inward letter-post **items containing documents with and without mandatory tracking**, as specified in the Regulations.**

- 2.2 **Member countries or their designated operators shall establish, publish and update delivery standards and targets for inward tracked postal items containing goods, as further specified in the relevant compendia.**
- 2.3 Member countries or their designated **operators shall** also establish and **publish their export standards and targets concerning their most important destinations for postal items containing goods, as further specified in the relevant compendia.**
- 2.4 **The standards and targets, increased by the time normally required for customs clearance, shall be no less favourable than those applied to comparable items in their domestic service.**
- 2.5 **Member countries or their designated operators shall measure the application of quality of service standards.**

## Section III

### Charges, surcharges and exemption from postal charges

#### Article 15

##### Charges

- 1 The charges for the various postal services defined in the Convention shall be set by the member countries or their designated operators, depending on national legislation, in accordance with the principles set out in the Convention and its Regulations. They shall in principle be related to the costs of providing these services.
- 2 The member country of origin or its designated operator, depending on national legislation, shall fix the postage charges for the conveyance of letter- and parcel-post items. The postage charges shall cover delivery of the items to the place of address provided that this delivery service is operated in the country of destination for the items in question.
- 3 The charges collected, including those laid down for guideline purposes in the Acts, shall be at least equal to those collected on internal service items presenting the same characteristics (category, quantity, handling time, etc.).
- 4 Member countries or their designated operators, depending on national legislation, shall be authorized to exceed any guideline charges appearing in the Acts.
- 5 Above the minimum level of charges laid down in 3, member countries or their designated operators may allow reduced charges based on their national legislation for letter-post items and parcels posted in the territory of the member country. They may, for instance, give preferential rates to major users of the Post.
- 6 No postal charge of any kind may be collected from customers other than those provided for in the Acts.
- 7 Except where otherwise provided in the Acts, each designated operator shall retain the charges which it has collected.

#### Article 16

##### Exemption from postal charges

- 1 Principle
  - 1.1 Cases of exemption from postal charges, as meaning exemption from postal prepayment, shall be expressly laid down by the Convention. Nonetheless, the Regulations may provide for exemption from postal prepayment, transit charges, terminal dues and inward rates for letter-post items and postal parcels sent by member countries, designated operators and **Regional** Unions and relating to the postal services. Furthermore, letter-post items and postal parcels sent by the International Bureau of the Union to **Regional** Unions, member countries and designated operators shall be exempted from all postal charges. However, the member country of origin or its designated operator shall have the option of collecting air surcharges on the latter items.

- 2 Prisoners of war and civilian internees
  - 2.1 Letter-post items, postal parcels and postal payment services items addressed to or sent by prisoners of war, either direct or through the offices mentioned in the Regulations of the Convention and of the Postal Payment Services Agreement, shall be exempt from all postal charges, with the exception of air surcharges. Belligerents apprehended and interned in a neutral country shall be classed with prisoners of war proper so far as the application of the foregoing provisions is concerned.
  - 2.2 The provisions set out under 2.1 shall also apply to letter-post items, postal parcels and postal payment services items originating in other countries and addressed to or sent by civilian internees as defined by the Geneva Convention of 12 August 1949 relative to the protection of civilian persons in time of war, either direct or through the offices mentioned in the Regulations of the Convention and of the Postal Payment Services Agreement.
  - 2.3 The offices mentioned in the Regulations of the Convention and of the Postal Payment Services Agreement shall also enjoy exemption from postal charges in respect of letter-post items, postal parcels and postal payment services items which concern the persons referred to under 2.1 and 2.2, which they send or receive, either direct or as intermediaries.
  - 2.4 Parcels shall be admitted free of postage up to a weight of 5 kilogrammes. The weight limit shall be increased to 10 kilogrammes in the case of parcels the contents of which cannot be split up and of parcels addressed to a camp or the prisoners' representatives there ("hommes de confiance") for distribution to the prisoners.
  - 2.5 In the accounting between designated operators, rates shall not be allocated for service parcels and for prisoner-of-war and civilian internee parcels, apart from the air conveyance dues applicable to air parcels.
- 3 Items for the blind
  - 3.1 Any item for the blind sent to or by an organization for the blind or sent to or by a blind person shall be exempt from all postal charges, with the exception of air surcharges, to the extent that these items are admissible as such in the internal service of the sending designated operator.
  - 3.2 In this article:
    - 3.2.1 a blind person means a person who is registered as blind or partially sighted in his or her country or who meets the World Health Organization's definition of a blind person or a person with low vision;
    - 3.2.2 an organization for the blind means an institution or association serving or officially representing blind persons;
    - 3.2.3 items for the blind shall include correspondence, literature in whatever format including sound recordings, and equipment or materials of any kind made or adapted to assist blind persons in overcoming the problems of blindness, as specified in the Regulations.

## Section IV

### Basic and supplementary services

#### Article 17

##### Basic services

- 1 Member countries shall ensure that their designated operators accept, handle, convey and deliver letter-post items.
- 2 Letter-post items containing only documents are:
  - 2.1 priority items and non-priority items, up to **1 kilogramme**;
  - 2.2 letters, postcards and printed papers, up to **1 kilogramme**;
  - 2.3 items for the blind, up to 7 kilogrammes.

3 Letter-post items containing goods are:

- 3.1 priority and non-priority small packets, up to 2 kilogrammes;
- 3.2 items for the blind, up to 7 kilogrammes, as specified in the Regulations.

4 Letter-post items shall be classified on the basis of both the speed of treatment of the items and the contents of the items in accordance with the Regulations.

5 Within the classification systems referred to in 4, letter-post items may also be classified on the basis of their format as small letters (P), large letters (**G**) or small packets (E). The size and weight limits are specified in the Regulations.

6 Higher weight limits than those indicated in paragraphs 2 and 3 apply optionally for certain letter-post item categories under the conditions specified in the Regulations.

7 Member countries shall also ensure that their designated operators accept, handle, convey and deliver parcel-post items up to 20 kilogrammes.

8 Weight limits higher than 20 kilogrammes apply optionally for certain parcel-post items under the conditions specified in the Regulations.

#### Article 18

##### Supplementary services

1 Member countries shall ensure the provision of the following mandatory supplementary services:

- 1.1 registration service for outbound and inbound airmail and priority letter-post items containing documents only.
- 1.2 tracked delivery service for inbound airmail and priority letter-post items containing goods.

2 Member countries may ensure the provision of the following optional supplementary services in relations between those designated operators which agreed to provide the service:

- 2.1 insurance for **parcels and priority** letter-post items **containing documents only**;
- 2.2 cash-on-delivery service for letter-post items and parcels;
- 2.3 tracked delivery service for inbound airmail and priority letter-post items containing documents and for outbound airmail and priority letter-post items containing documents or goods;
- 2.4 delivery to the addressee in person of registered or insured letter-post items **containing documents only**;
- 2.5 **delivered duty paid service for items containing goods**;
- 2.6 cumbersome parcels services;
- 2.7 consignment service for collective items from one consignor sent abroad;
- 2.8 merchandise return service, which involves the return of merchandise by the addressee to the original seller, with the latter's authorization;
- 2.9 special bags containing newspapers, periodicals, books and similar printed documentation for the same addressee at the same address called "M bags", up to 30 kilogrammes.

3 The **following supplementary** services have both mandatory and optional parts:

- 3.1 international business reply service (IBRS), which is basically optional. All member countries or their designated operators shall, however, be obliged to operate the IBRS "return" service;
- 3.2 advice of delivery for registered and insured letter-post items **containing documents only**. All member countries or their designated operators shall admit incoming advices of delivery. The provision of an outward advice of delivery service is, however, **optional**;

**3.3 proof of delivery service for parcel-post items. All member countries or their designated operators shall admit incoming parcel-post items with a proof of delivery service. The provision of an outward proof of delivery service for parcel-post items is, however, optional.**

4 The description of these services and their charges are set out in the Regulations.

5 Where the service features below are subject to special charges in the domestic service, designated operators shall be authorized to collect the same charges for international items, under the conditions described in the Regulations:

- 5.1 delivery for small packets weighing over 500 grammes;
- 5.2 letter-post items posted after the latest time of posting;
- 5.3 items posted outside normal counter opening hours;
- 5.4 collection at sender's address;
- 5.5 withdrawal of a letter-post item outside normal counter opening hours;
- 5.6 poste restante;
- 5.7 storage for letter-post items weighing over 500 grammes (with the exception of items for the blind), and for parcels;
- 5.8 delivery of parcels, in response to the advice of arrival;
- 5.9 cover against risks of force majeure;
- 5.10 delivery of letter-post items outside normal counter opening hours.

## Section V

### Prohibitions and customs matters

#### Article 19

##### Items not admitted. Prohibitions

#### 1 General

- 1.1 Items not fulfilling the conditions laid down in the Convention and the Regulations shall not be admitted. Items sent in furtherance of a fraudulent act or with the intention of avoiding full payment of the appropriate charges shall not be admitted.
- 1.2 Exceptions to the prohibitions contained in this article are set out in the Regulations.
- 1.3 All member countries or their designated operators shall have the option of extending the prohibitions contained in this article, which may be applied immediately upon their inclusion in the relevant compendium. Any member country or its designated operator wishing to extend or amend the list of articles that it prohibits, or admits conditionally, as imports (or in transit) shall inform the International Bureau, which shall then update the relevant compendium accordingly.

#### 2 Prohibitions in all categories of items

- 2.1 The insertion of the articles referred to below shall be prohibited in all categories of items:
  - 2.1.1 narcotics and psychotropic substances, as defined by the International Narcotics Control Board, or other illicit drugs which are prohibited in the country of destination;
  - 2.1.2 obscene or immoral articles;
  - 2.1.3 counterfeit and pirated articles;
  - 2.1.4 other articles the importation or circulation of which is prohibited in the country of destination;
  - 2.1.5 articles which, by their nature or their packing, may expose officials or the general public to danger, or soil or damage other items, postal equipment or third-party property;
  - 2.1.6 documents having the character of current and personal correspondence exchanged between persons other than the sender and the addressee or persons living with them.

- 3 Dangerous goods
  - 3.1 The insertion of dangerous goods as described in the Convention and Regulations shall be prohibited in all categories of items.
  - 3.2 The insertion of replica and inert explosive devices and military ordnance, including replica and inert grenades, inert shells and the like, shall be prohibited in all categories of items.
  - 3.3 Exceptionally, dangerous goods may be admitted in relations between member countries that have declared their willingness to admit them either reciprocally or in one direction, provided that they are in compliance with national and international transport rules and regulations.
- 4 Live animals
  - 4.1 Live animals shall be prohibited in all categories of items.
  - 4.2 Exceptionally, the following shall be admitted in letter-post items other than **registered and insured** items:
    - 4.2.1 bees, leeches and silk-worms;
    - 4.2.2 parasites and destroyers of noxious insects intended for the control of those insects and exchanged between officially recognized institutions;
    - 4.2.3 flies of the family Drosophilidae for biomedical research exchanged between officially recognized institutions.
  - 4.3 Exceptionally, the following shall be admitted in parcels:
    - 4.3.1 live animals whose conveyance by post is authorized by **the national** legislation of the countries concerned.
- 5 Insertion of correspondence in parcels
  - 5.1 The insertion of the articles mentioned below shall be prohibited in postal parcels:
    - 5.1.1 correspondence, with the exception of archived materials, exchanged between persons other than the sender and the addressee or persons living with them.
- 6 Coins, bank notes and other valuable articles
  - 6.1 It shall be prohibited to insert coins, bank notes, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones, jewels or other valuable articles:
    - 6.1.1 in uninsured letter-post items;
      - 6.1.1.1 however, if the national legislation of the countries of origin and destination permits this, **any of the valuable articles mentioned in 6.1 and corresponding to documents only** may be sent in a closed envelope as registered items;
    - 6.1.2 **in insured letter-post items, except for any of the valuable articles mentioned in 6.1 and corresponding to documents only, which may be sent in a closed envelope as insured items if the national legislation of the countries of origin and destination permits this;**
    - 6.1.3 in uninsured parcels; except where permitted by the national legislation of the countries of origin and destination;
    - 6.1.4 in uninsured parcels exchanged between two countries which admit insured parcels;
      - 6.1.4.1 in addition, any member country or designated operator may prohibit the enclosure of gold bullion in insured or uninsured parcels originating from or addressed to its territory or sent in transit à découvert across its territory; it may limit the actual value of these items.
- 7 Printed papers and items for the blind:
  - 7.1 shall not bear any inscription or contain any item of correspondence;
  - 7.2 shall not contain any postage stamp or form of prepayment, whether cancelled or not, or any paper representing a monetary value, except in cases where the item contains as an enclosure a card, envelope or wrapper bearing the printed address of the sender of the item or his agent in the country of posting or destination of the original item, which is prepaid for return.

## 8 Treatment of items wrongly admitted

8.1 The treatment of items wrongly admitted is set out in the Regulations. However, items containing articles mentioned in 2.1.1, 2.1.2, 3.1 and 3.2 shall in no circumstances be forwarded to their destination, delivered to the addressees or returned to origin. In the case of articles mentioned in 2.1.1 discovered while in transit, such items shall be handled in accordance with the national legislation of the country of transit. In the case of articles mentioned in 3.1 and 3.2 discovered during transport, the relevant designated operator shall be entitled to remove the article from the item and dispose of it. The designated operator may then forward the remainder of the item to its destination, together with information about the disposal of the inadmissible article.

## Article 20

### Customs control. Customs duty and other fees

1 The designated operators of the countries of origin and destination shall be authorized to submit items to customs control, according to the legislation of those countries.

2 Items submitted to customs control may be subjected to a presentation-to-Customs charge, the guideline amount of which is set in the Regulations. This charge shall only be collected for the submission to Customs and customs clearance of items which have attracted customs charges or any other similar charge.

3 Designated operators which are authorized to clear items through the Customs on behalf of customers, whether in the name of the customer or of the designated operator of the destination country, may charge customers a customs clearance fee based on the actual costs. This fee may be charged for all items declared at Customs according to national legislation, including those exempt from customs duty. Customers shall be clearly informed in advance about the required fee.

4 Designated operators shall be authorized to collect from the senders or addressees of items, as the case may be, the customs duty and all other fees which may be due.

## Section VI

### Liability

#### Article 21

##### Inquiries

1 Each designated operator shall be bound to accept inquiries relating to parcels or registered or insured items posted in its own service or that of any other designated operator, provided that the inquiries are presented by customers within a period of six months from the day after that on which the item was posted. The transmission and processing of inquiries between designated operators shall be made under the conditions laid down in the Regulations. The period of six months shall concern relations between claimants and designated operators and shall not include the transmission of inquiries between designated operators.

2 Inquiries shall be free of charge. However, additional costs caused by a request for transmission by EMS shall, in principle, be borne by the person making the request.

#### Article 22

##### Liability of designated operators. Indemnities

##### 1 General

1.1 Except for the cases provided for in article 23, designated operators shall be liable for:

1.1.1 the loss of, theft from or damage to registered items, ordinary **parcels and** insured items;

1.1.2 the return of registered items, insured items and ordinary parcels on which the reason for non-delivery is not given.

1.2 Designated operators shall not be liable for items other than those mentioned in 1.1.1 and **1.1.2**.

- 1.3 In any other case not provided for in this Convention, designated operators shall not be liable.
  - 1.4 When the loss of or total damage to registered items, ordinary parcels and insured items is due to a case of force majeure for which indemnity is not payable, the sender shall be entitled to repayment of the charges paid for posting the item, with the exception of the insurance charge.
  - 1.5 The amounts of indemnity to be paid shall not exceed the amounts mentioned in the Regulations.
  - 1.6 In cases of liability, consequential losses, loss of profits or moral damage shall not be taken into account in the indemnity to be paid.
  - 1.7 All provisions regarding liability of designated operators shall be strict, binding and complete. Designated operators shall in no case, even in case of severe fault, be liable above the limits provided for in the Convention and the Regulations.
- 2 Registered items
- 2.1 If a registered item is lost, totally rifled or totally damaged, the sender shall be entitled to an indemnity set in the Regulations. If the sender has claimed an amount less than the amount set in the Regulations, designated operators may pay that lower amount and shall receive reimbursement on this basis from any other designated operators involved.
  - 2.2 If a registered item is partially rifled or partially damaged, the sender is entitled to an indemnity corresponding, in principle, to the actual value of the theft or damage.
- 3 Ordinary parcels
- 3.1 If a parcel is lost, totally rifled or totally damaged, the sender shall be entitled to an indemnity of an amount set in the Regulations. If the sender has claimed an amount less than the amount set in the Regulations, designated operators may pay that lower amount and shall receive reimbursement on this basis from any other designated operators involved.
  - 3.2 If a parcel is partially rifled or partially damaged, the sender shall be entitled to an indemnity corresponding, in principle, to the actual value of the theft or damage.
  - 3.3 Designated operators may agree to apply, in their reciprocal relations, the amount per parcel set in the Regulations, regardless of the weight.
- 4 Insured items
- 4.1 If an insured item is lost, totally rifled or totally damaged, the sender shall be entitled to an indemnity corresponding, in principle, to the insured value in SDRs.
  - 4.2 If an insured item is partially rifled or partially damaged, the sender shall be entitled to an indemnity corresponding, in principle, to the actual value of the theft or damage. It may, however, in no case exceed the amount of the insured value in SDRs.
- 5 If a registered or insured letter-post item is returned and the reason for non-delivery is not given, the sender shall be entitled to a refund of the charges paid for posting the item only.
- 6 If a parcel is returned and the reason for non-delivery is not given, the sender shall be entitled to a refund of the charges paid by the sender for posting the parcel in the country of origin and the expenses occasioned by the return of the parcel from the country of destination.
- 7 In the cases mentioned in 2, 3 and 4, the indemnity shall be calculated according to the current price, converted into SDRs, of articles or goods of the same kind at the place and time at which the item was accepted for conveyance. Failing a current price, the indemnity shall be calculated according to the ordinary value of articles or goods whose value is assessed on the same basis.
- 8 When an indemnity is due for the loss of, total theft from or total damage to a registered item, ordinary parcel or insured item, the sender, or the addressee, as the case may be, shall also be entitled to repayment of the charges and fees paid for posting the item with the exception of the registration or insurance charge. The same shall apply to registered items, ordinary parcels or insured items refused by the addressee because of their bad condition if that is attributable to the designated operator and involves its liability.

9 Notwithstanding the provisions set out under 2, 3 and 4, the addressee shall be entitled to the indemnity for a rifled, damaged or lost registered item, ordinary parcel or insured item if the sender waives his rights in writing in favour of the addressee. This waiver shall not be necessary in cases where the sender and the addressee are the same.

10 The designated operator of origin shall have the option of paying senders in its country the indemnities prescribed by its national legislation for registered items and uninsured parcels, provided that they are not lower than those laid down in 2.1 and 3.1. The same shall apply to the designated operator of destination when the indemnity is paid to the addressee. However, the amounts laid down in 2.1 and 3.1 shall remain applicable:

10.1 in the event of recourse against the designated operator liable; or

10.2 if the sender waives his rights in favour of the addressee.

11 Reservations concerning the exceeding of deadlines for inquiries and payment of indemnity to designated operators, including the periods and conditions fixed in the Regulations, shall not be made, except in the event of bilateral agreement.

## Article 23

### Non-liability of member countries and designated operators

1 Designated operators shall cease to be liable for registered items, parcels and insured items which they have delivered according to the conditions laid down in their **national legislation** for items of the same kind. Liability shall, however, be maintained:

1.1 when theft or damage is discovered either prior to or at the time of delivery of the item;

1.2 when, national regulations permitting, the addressee, or the sender if it is returned to origin, makes reservations on taking delivery of a rifled or damaged item;

1.3 when, national regulations permitting, the registered item was delivered to a private mail-box and the addressee declares that he did not receive the item;

1.4 when the addressee or, in the case of return to origin, the sender of a parcel or of an insured item, although having given a proper discharge, notifies the designated operator that delivered the item without delay that he has found theft or damage. He shall furnish proof that such theft or damage did not occur after delivery. The term "without delay" shall be interpreted according to national law.

2 Member countries and designated operators shall not be liable:

2.1 in cases of force majeure, subject to article 18.5.9;

2.2 when they cannot account for items owing to the destruction of official records by force majeure, provided that proof of their liability has not been otherwise produced;

2.3 when such loss or damage has been caused by the fault or negligence of the sender or arises from the nature of the contents;

2.4 in the case of items that fall within the prohibitions specified in article 19;

2.5 when the items have been seized under the national legislation of the country of destination, as notified by the member country or designated operator of that country;

2.6 in the case of insured items which have been fraudulently insured for a sum greater than the actual value of the contents;

2.7 when the sender has made no inquiry within six months from the day after that on which the item was posted;

2.8 in the case of prisoner-of-war or civilian internee parcels;

2.9 when the sender's actions may be suspected of fraudulent intent, aimed at receiving compensation.

3 Member countries and designated operators shall accept no liability for customs declarations in whatever form these are made or for decisions taken by the Customs on examination of items submitted to customs control.

#### Article 24

##### Sender's liability

1 The sender of an item shall be liable for injuries caused to postal officials and for any damage caused to other postal items and postal equipment, as a result of the dispatch of articles not acceptable for conveyance or the non-observance of the conditions of acceptance.

2 In the case of damage to other postal items, the sender shall be liable for each item damaged within the same limits as designated operators.

3 The sender shall remain liable even if the office of posting accepts such an item.

4 However, where the conditions of acceptance have been observed by the sender, the sender shall not be liable, in so far as there has been fault or negligence in handling the item on the part of designated operators or carriers, after acceptance.

#### Article 25

##### Payment of indemnity

1 Subject to the right of recourse against the designated operator which is liable, the obligation to pay the indemnity and to refund the charges and fees shall rest either with the designated operator of origin or with the designated operator of destination.

2 The sender may waive his rights to the indemnity in favour of the addressee. The sender, or the addressee in the case of a waiver, may authorize a third party to receive the indemnity if national legislation allows this.

#### Article 26

##### Possible recovery of the indemnity from the sender or the addressee

1 If, after payment of the indemnity, a registered item, a parcel or an insured item or part of the contents previously considered as lost is found, the sender or the addressee, as the case may be, shall be advised that the item is being held at his disposal for a period of three months on repayment of the amount of the indemnity paid. At the same time he shall be asked to whom the item is to be delivered. In the event of refusal or failure to reply within the prescribed period, the same approach shall be made to the addressee or the sender as the case may be, granting that person the same period to reply.

2 If the sender and the addressee refuse to take delivery of the item or do not reply within the period provided for in paragraph 1, it shall become the property of the designated operator or, where appropriate, designated operators which bore the loss.

3 In the case of subsequent discovery of an insured item the contents of which are found to be of less value than the amount of the indemnity paid, the sender or the addressee, as the case may be, shall repay the amount of this indemnity against return of the item, without prejudice to the consequences of fraudulent insurance.

## Section VII

### Remuneration

#### A. General provisions on remuneration and transit charges

#### Article 27

##### Transit charges

1 Closed mails and à découvert transit items exchanged between two designated operators or between two offices of the same member country by means of the services of one or more other designated operators (third party services) shall be subject to the payment of transit charges. The latter shall constitute remuneration for the services rendered in respect of land transit, sea transit and air transit. This principle shall also apply to missent items and misrouted mails.

**2** Parcels exchanged between two designated operators or between two offices of the same country by means of the land services of one or more other designated operators shall be subject to the transit land rates, payable to the designated operators which take part in the routing on land, laid down in the Regulations, according to the distance step applicable.

**2.1** For parcels in transit à découvert, intermediate designated operators shall be authorized to claim the single rate per item laid down in the Regulations.

**2.2** Transit land rates shall be payable by the designated operator of the country of origin unless the Regulations provide for exceptions to this principle.

## **Article 28**

### **Remuneration. General provisions**

**1** Subject to exemptions provided for in the Regulations, each designated operator that receives postal items from another designated operator shall have the right to collect from the dispatching designated operator a payment for the costs incurred for postal items received.

**2** For the application of the provisions concerning the payment of remuneration by their designated operators, countries and territories shall be classified in accordance with the lists drawn up for this purpose by Congress in its resolution C 4/2025, as follows:

**2.1** countries and territories in the target system prior to 2010 (group A);

**2.2** countries and territories in the target system as of 2010, 2012 and 2016 (group B);

**2.3** countries and territories in the target system as from 2027 (group C).

**3** Remuneration shall be based on quality of service performance in the country of destination. The Postal Operations Council shall therefore be authorized to supplement the remuneration in articles 29, 30, 31 and 33 to encourage participation in monitoring systems and to reward designated operators for reaching their quality targets. The Postal Operations Council may also fix penalties in case of insufficient quality, but the remuneration shall not be less than the minimum remuneration according to articles 29, 30, 31 and 33.

**4** Any receiving designated operator may waive, wholly or in part, the payment provided for under 1.

**5** The Postal Operations Council shall be authorized to supplement remuneration and/or fix penalties in relation to designated operators' compliance with the requirements for providing electronic advance data on small packet (E) letter-post items and parcels.

**6** Any designated operator may, by bilateral or multilateral agreement, apply other payment systems for the settlement of remuneration accounts.

**7** Designated operators may apply an optional 10% discount to the priority terminal dues rate for the exchange of non-priority mail.

**8** Access to domestic services. Direct access

**8.1** In principle, each designated operator of a country in group A shall make available to the other designated operators the rates, terms and conditions offered in its domestic service on conditions identical to those proposed to its domestic customers. It shall be up to the designated operator of destination to decide whether the terms and conditions of direct access have been met by the designated operator of origin.

**8.2** Designated operators of countries in groups B and C may opt to make available to a limited number of designated operators the application of domestic conditions for a trial period of two years. After that period, they must choose either to cease making available the application of domestic conditions or to continue to make their own domestic conditions available to all designated operators.

**8.3** If designated operators of countries in groups B and C ask designated operators of countries in group A for the application of domestic conditions, they must make available to all designated operators the rates, terms and conditions offered in their domestic service on conditions identical to those proposed to their domestic customers.

**9** Beginning with rates in effect from 2027, for insured parcels, there shall be an additional payment of 1.500 SDR per item in accordance with provisions laid down in the Regulations. The additional payment shall be reduced to 0.300 SDR per item where the tariffs notified under article 33.1.2 are inclusive of proof of delivery. Designated operators that apply the charge on the basis of the provisions in article 33.8.1 shall receive the amount in accordance with that article, increased by 0.300 SDR.

## **B. Terminal dues**

### **Article 29**

#### **Terminal dues. General provisions**

**1** Payment for letter-post items, including bulk mail but excluding M bags and IBRS items, shall be established on the basis of the application of the rates per item and per kilogramme reflecting the handling costs in the country of destination. Charges corresponding to priority items in the domestic service which are part of the universal service provision will be used as a basis for the calculation of terminal dues rates.

**2** The terminal dues rates shall be calculated taking into account, where applicable in the domestic service, the classification of items based on their format, as provided for in article 17.5.

**2.1** The rates per item and per kilogramme are separated for small (P) and large (G) letter-post items and bulky (E) and small packet (E) letter-post items.

**3** Designated operators shall exchange mails separated on the basis of their format and or content in accordance with the conditions specified in the Regulations.

**4** Payment for IBRS items shall be as described in the Regulations.

**5** In 2026, the per-item and per-kilogramme components shall be converted into a total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail in which letter-post items containing documents (P and G format) account for 6.36 items weighing 0.265 kilogrammes and bulky (E) and small packet (E) letter-post items account for 2.70 items weighing 0.735 kilogrammes, except for flows for which the composition of one kilogramme of mail shall be based on sampling in accordance with the conditions specified in the Regulations, as follows:

**5.1** all flows between countries in group A;

**5.2** flows between countries in group B and between those countries and countries in group A above 50 tonnes;

**5.3** flows between countries in group C and between those countries and countries in groups A and B above 75 tonnes.

**6** From 2027, for flows above 15 tonnes, letter-post items shall be separated on the basis of their content by creating dispatches for items containing documents (P and G format) and small packet (E) letter-post items.

**6.1** The Postal Operations Council shall define the further operational, statistical and accounting procedures for the exchange of mails separated on the basis of their format and or content.

**6.1.1** For flows below 15 tonnes, and for flows above 15 tonnes where the tonnage of documents is below 25 tonnes, between countries in Group A, format and content separation with a statistical count to ascertain the number of items based on sampling shall still be carried out should the receiving designated operator so notify the other party by 30 September of the preceding year, for application from 1 January of the following year.

- 6.2** Where letter-post items are separated between items containing documents (P and G format) and small packets (E), the per-item and per-kilogramme components shall be converted into a total rate per kilogramme determined on the basis of the worldwide average number of items for documents and small packet (E) letter-post items, respectively, as follows:
- 6.2.1** For dispatches containing documents (P and G format): 24.06 items weighing 1 kilogramme;
- 6.2.2** For dispatches containing small packet (E) letter-post items: 3.66 items weighing 1 kilogramme;
- 6.3** For flows where the volume of documents exceeds 25 tonnes, the number of items in 6.2.1 shall be substituted by the number of items determined on the basis of sampling in accordance with the conditions specified in the Regulations.
- 6.3.1** Flows sent by countries in group C that are between 15 and 75 tonnes shall apply a total rate per kilogramme for documents (P and G format) determined on the basis of the number of items described in paragraph 6.2.1 and the minimum rates in article 30.5, as follows:
- 6.3.1.1** for the year 2027: 11.497 SDR per kilogramme;
- 6.3.1.2** for the year 2028: 12.008 SDR per kilogramme;
- 6.3.1.3** for the year 2029: 12.549 SDR per kilogramme;
- 6.3.1.4** for the year 2030: 13.120 SDR per kilogramme.
- 6.4** Where letter-post items are separated between items containing documents (P and G format) and small packets (E), the number of items of small packet (E) letter-post items in 6.2.2 shall be substituted by the number of items determined on the basis of census data or sampling in accordance with the conditions specified in the Regulations, with the exception of flows sent by countries in group C that are between 15 and 75 tonnes in 2027, for which the rate of 5.058 SDR per kilogramme for small packet (E) letter-post items shall apply.
- 7** Beginning with rates in effect for the year 2027 onwards, for flows where items are not separated on the basis of their content, the per-item and per-kilogramme components shall be converted into a total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail in which letter-post items containing documents (P and G format) account for 6.36 items weighing 0.265 kilogrammes and small packet (E) letter-post items account for 2.70 items weighing 0.735 kilogrammes.
- 7.1** If the flow exceeds 15 tonnes and the letter-post items are not separated on the basis of their content, the designated operator of destination may determine the composition of the mail flow on the basis of sampling in accordance with the conditions specified in the Regulations.
- 7.2** If the flow sent by a country in group C exceeds 15 tonnes and the letter-post items are not separated on the basis of their content, the provisions in paragraph 6.3.1 and article 30.1.5.6.1 shall not apply.
- 8** For mail flows sent by countries in Group C, the total rate per kilogramme shall apply as follows:
- 8.1** for the year 2026, below 75 tonnes: 6.472 SDR per kilogramme;
- 8.2** for the year 2027, below 15 tonnes: 6.767 SDR per kilogramme;
- 8.3** for the year 2028, below 15 tonnes: 7.071 SDR per kilogramme;
- 8.4** for the year 2029, below 15 tonnes: 7.389 SDR per kilogramme;
- 8.5** for the year 2030, below 15 tonnes: 7.724 SDR per kilogramme.
- 9** M bags weighing less than 5 kilogrammes shall be considered as weighing 5 kilogrammes for terminal dues payment purposes. The terminal dues rates to be applied for M bags shall be:
- 9.1** for the year 2026, 1.153 SDR per kilogramme;
- 9.2** for the year 2027, 1.205 SDR per kilogramme;
- 9.3** for the year 2028, 1.259 SDR per kilogramme;

**9.4** for the year **2029**, **1.316 SDR per kilogramme**;

**9.5** for the year **2030**, **1.375 SDR per kilogramme**.

**10** For registered items there shall be an additional payment of **1.745 SDR per item for 2026**, **2.500 SDR per item for 2027**, **2.613 SDR per item for 2028**, **2.731 SDR per item for 2029** and **2.854 SDR for 2030**. The Postal Operations Council shall be authorized to supplement remuneration for these and other supplementary services where the services provided contain additional features to be specified in the Regulations.

**11** For insured items containing documents (P and G format), there shall be an additional payment of **2.045 SDR for 2026**, **2.800 SDR for 2027**, **2.913 SDR per item for 2028**, **3.031 SDR per item for 2029** and **3.154 SDR per item for 2030**. The Postal Operations Council shall be authorized to supplement remuneration for these and other supplementary services where the services provided contain additional features to be specified in the Regulations.

**12** For tracked delivery service items there shall be a supplementary payment per item for the service feature, in accordance with the conditions specified in the Regulations. The Postal Operations Council shall be authorized to supplement remuneration for tracked delivery service items on the basis of performance in the electronic transmission of information, as specified in the Regulations.

**13** For small packet (E) letter-post items, registered and insured and tracked delivery service items not carrying a barcoded identifier or carrying a barcoded identifier that is not compliant with the UPU's Technical Standard S10, there shall be a further additional payment of 0.5 SDR per item unless otherwise bilaterally agreed.

**14** The remuneration for returned undeliverable letter-post items shall be specified in the Regulations.

**15** For terminal dues payment purposes, letter-post items posted in bulk in accordance with the conditions specified in the Regulations shall be referred to as "bulk mail".

**15.1** The payment for bulk mail containing goods shall be established as provided for in article 30.1.4 or 30.1.2, as appropriate. The conditions in paragraphs 6.4 and 8 and articles 30.1.5.6.1 and 30.4 shall not apply.

**15.2** The payment for bulk mail containing documents (P and G format) shall be established as provided for in article 31. The conditions in paragraphs 6.3.1 and 8 shall not apply.

**15.3** The designated operator of destination may request the payment by applying the rates per item and per kilogramme. Alternatively, the payment shall be established by applying the total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail in paragraphs 5 and 7 based on the per-item and per-kilogramme rates in articles 30 and 31. The conditions in paragraph 8 and articles 30.1.5.6 and 30.4 shall not apply in the calculation of the total rate per kilogramme.

**16** No reservations may be made to this article.

### Article 30

Terminal dues. Provisions to determine the remuneration rates of bulky (E) and small packet (E) letter-post items

#### 1 General provisions

**1.1** The provisions in this article shall apply equally to the remuneration of bulky (E) letter-post items in 2026.

**1.2** In 2026, the rates of bulky (E) and small packet (E) letter-post items shall be calculated from the P/G format line at 0.273 kilogrammes, exclusive of VAT or other taxes, as set out in article 31.1.

**1.2.1** The rates in 2026 shall not lead to an increase of more than 13% in revenue for a bulky (E) and small packet (E) letter-post item of 0.273 kilogrammes, compared to 2025.

**1.2.2** In 2026, the rates in 1.2 may not be higher than 1.265 SDR per item and 2.844 SDR per kilogramme.

- 1.2.3 In 2026, the rates in 1.2 may not be lower than 0.819 SDR per item and 1.842 SDR per kilogramme.
- 1.2.4 Further conditions regarding the calculation of these rates are specified in the Regulations.
- 1.3 Beginning with rates in effect for the year 2027 onwards, each designated operator shall provide the International Bureau with its domestic rates for equivalent services in order to determine the remuneration rates for small packet (E) letter-post items in accordance with this article.
- 1.4 Additionally, designated operators may notify the International Bureau by 1 May of the year preceding the year in which the remuneration rates would apply of a self-declared rate per item and a self-declared rate per kilogramme, expressed in local currency or SDR, that shall apply in the following calendar year for bulky (E) and small packet (E) letter-post items in 2026 and for small packet (E) letter-post items only from 2027. The International Bureau shall annually convert the self-declared rates provided in local currency into values expressed in SDR. To calculate the rates in SDR, the International Bureau shall use the average monthly exchange rate of the five-month period ending on the last day of the month of February of the year preceding the year for which the self-declared rates would be applicable. The resultant rates shall be notified by means of an International Bureau circular no later than 1 July of the year preceding the year in which the self-declared rates would apply.
- 1.4.1 The rates applicable to bulky (E) and/or small packet (E) letter-post items that have been self-declared pursuant to this article shall substitute the rates determined in accordance with 1.2.
- 1.5 Subject to 1.6, the self-declared rates shall:
- 1.5.1 at the average weight of a small packet (E) letter-post item of 0.273 kilogrammes, not be higher than the country-specific ceiling rates calculated in accordance with paragraph 1.6;
- 1.5.2 not exceed 70%, or the applicable percentage in paragraph 8, of the domestic single-piece charge for items equivalent to small packet (E) letter-post items offered by the designated operator in its domestic service and in effect on 1 May of the year preceding the year for which the self-declared rates would be applicable;
- 1.5.3 be based on the domestic single-piece charge in force for items within the designated operator's domestic service having the specified maximum size and shape dimensions of small packet (E) letter-post items;
- 1.5.4 be made available to all designated operators;
- 1.5.5 be applied only to small packet (E) letter-post items;
- 1.5.6 be applied to small packet (E) letter-post flows from countries in group C, if the total mail flow is more than 75 tonnes per year;
- 1.5.6.1 where the total mail flow is less than 75 tonnes, but higher than the volume thresholds in article 29.6, the following rates shall apply to small packet (E) letter-post flows from group C:
- 1.5.6.1.1 for the year 2028, 0.895 SDR per item and 2.012 SDR per kilogramme;
- 1.5.6.1.2 for the year 2029, 0.935 SDR per item and 2.103 SDR per kilogramme;
- 1.5.6.1.3 for the year 2030, 0.977 SDR per item and 2.198 SDR per kilogramme.
- 1.6 The self-declared rates per item and per kilogramme for small packet (E) letter-post items shall not be higher than the country-specific ceiling rates determined by a linear regression of 11 points corresponding to 70%, or the applicable percentage in paragraph 8, of the priority single-piece tariffs of equivalent domestic services for 20-gramme, 35-gramme, 75-gramme, 175-gramme, 250-gramme, 375-gramme, 500-gramme, 750-gramme, 1,000-gramme, 1,500-gramme and 2,000-gramme small packet (E) letter-post items, exclusive of any taxes.
- 1.6.1 The determination of whether the self-declared rates exceed the ceiling rates shall be tested at the average revenue using the most current worldwide average composition of one kilogramme of mail in which an E format item weighs 0.273 kilogrammes. In instances in which the self-declared rates exceed the ceiling rates at the average E format weight of 0.273 kilogrammes, the ceiling per-item and per-kilogramme rates shall apply; alternatively, the designated operator in question may choose to reduce its self-declared rates to a level that conforms with paragraphs 1.6 and 3, as applicable.

- 1.6.2** When multiple packet rates are available based on thickness, the lesser domestic tariff shall be used for items up to 250 grammes, and the higher domestic tariff shall be used for items above 250 grammes.
- 1.6.3** Where zonal rates apply in the equivalent domestic service, the mid-point rate as specified in the Regulations shall be used, and domestic tariffs for non-contiguous zones shall be excluded for determination of the mid-point rate. Alternatively, the determination of the zonal tariff to be used may be based on the actual weighted average distance of **inbound small packet (E)** letter-post items (for the most recent calendar year).
- 1.6.4** Where the equivalent domestic service and tariff include additional features that are not part of the basic service, i.e. tracking, signature and insurance services, and such features are extended across all the weight increments listed in paragraph **1.6**, the lesser of the corresponding domestic supplemental rate, the supplemental rate, or the suggested guideline charge in the Acts of the Union shall be deducted from the domestic tariff. The total deduction for all additional features may not exceed 25% of the domestic tariff.
- 2** Where the country-specific ceiling rates calculated in accordance with paragraph **1.6** result in a revenue calculated for **small packet (E)** item at **0.273** kilogrammes that is lower than the revenue calculated for the same item at the same weight on the basis of the rates specified below, the self-declared rates shall not be higher than the following rates:
- 2.1** for the year **2026**, **0.819** SDR per item and **1.842** SDR per kilogramme;
- 2.2** for the year **2027**, **0.856** SDR per item and **1.925** SDR per kilogramme;
- 2.3** for the year **2028**, **0.895** SDR per item and **2.012** SDR per kilogramme;
- 2.4** for the year **2029**, **0.935** SDR per item and **2.103** SDR per kilogramme;
- 2.5** for the year **2030**, **0.977** SDR per item and **2.198** SDR per kilogramme;
- 3** In addition to the ceiling rates provided for in **1.6**, the rates in a given year shall not lead to an increase of more than 10% in the revenue for a small packet (E) letter-post item weighing **0.273** kilogrammes, compared to the previous year.
- 3.1** Beginning with rates in effect from **2027**, any unused increases may be carried over from previous years and be applied in addition to the increases in paragraph **3**. No more than 10 percentage points of unused increases may be carried over from one year to the next.
- 4** Where the total letter-post flows between countries in group **B**, and from those countries to countries in group **A**, are less than 25 tonnes per year in **2026** and 15 tonnes per year from **2027**, the rates for small packet (E) letter-post items shall be determined as follows:
- 4.1** In **2026**, in accordance with paragraph **1.2**.
- 4.2** From **2027**, the self-declared rates in **1.4** shall apply unless the revenue of the self-declared rates at **0.273** kilogrammes is higher than the revenue calculated for the same item at the same weight on the basis of the rates specified below, in which case the following rates shall apply:
- 4.2.1** for the year **2027**, **1.322** SDR per item and **2.972** SDR per kilogramme;
- 4.2.2** for the year **2028**, **1.381** SDR per item and **3.106** SDR per kilogramme;
- 4.2.3** for the year **2029**, **1.443** SDR per item and **3.246** SDR per kilogramme;
- 4.2.4** for the year **2030**, **1.508** SDR per item and **3.392** SDR per kilogramme.
- 5** For rates in effect in **2026**, the ratio between the self-declared item rate and kilogramme rate shall not change by more than five percentage points upwards or downwards compared with the ratio of the previous year. For rates in effect in **2027**, there are no constraints in terms of the aforementioned ratio. For rates in effect in **2028** and subsequent years, the ratio between the self-declared item rate and kilogramme rate shall not change by more than 20 percentage points upwards or downwards compared with the ratio of the previous year.
- 5.1** The application of paragraph **5** shall not result in a negative ratio between the item rate and kilogramme rate.
- 5.2** Further specifications shall be provided in the Regulations.

**6** For designated operators that have elected to self-declare their rates for **small packet (E)** letter-post items in a prior calendar year and that do not communicate different self-declared rates for the subsequent year, the existing self-declared rates shall continue to apply unless they do not satisfy the conditions laid out in this article. **The designated operator may collect the minimum rates provided in paragraph 2.**

**6.1** For designated operators that have elected not to self-declare their rates for **small packet (E)** letter-post items in a prior calendar year and that do not communicate self-declared rates for the subsequent year, the remuneration rates for **small packet (E)** letter-post items shall be based on the lesser of the revenues at 0.273 kilogrammes between the ceiling rates in 1.6 and the maximum increase in 3 by applying the same ratio between the item rate and kilogramme rate of the previous year.

**6.2** For designated operators that do not provide the priority single-piece tariffs of equivalent domestic services in paragraph 1.6 by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs used for the calculation for the previous year for the designated operator concerned shall apply. If the designated operator concerned has not notified the International Bureau of the relevant priority single-piece tariffs in any prior year, the minimum rates provided in 2 shall apply.

**6.2.1** If, by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs have been reduced compared to the notification of these tariffs of a prior year, then the International Bureau shall be informed by the designated operator concerned of any reduction in the domestic charge referred to in this article.

**7** A designated operator of a member country that received total annual inbound letter-post volumes in 2018 in excess of 75,000 tonnes (as per the relevant official information provided to the International Bureau or any other officially available information assessed by the International Bureau) may self-declare rates for **small packet (E)** letter-post items, other than for the letter-post flows from countries in group B that do not exceed 25 tonnes per year in 2026 and 15 tonnes from 2027, or from countries in group C that do not exceed 75 tonnes, for the calendar year in which the rates apply. The said designated operator shall also have the right not to apply the revenue increase limits set out in paragraph 3 for mail flows to, from and between its country and any other country.

**7.1** Where a designated operator of a member country invokes paragraph 7, all other corresponding designated operators (including those from groups B and C whose outbound flows are referred to in paragraph 7) may do likewise and self-declare rates for **small packet (E)** letter-post items with respect to the aforementioned designated operator without being subject to the maximum revenue increase limits set out in paragraph 3.

**7.2** With respect to any such corresponding designated operators that elect to apply self-declared rates under paragraph 7.1 (including those from groups B and C whose outbound flows are referred to in paragraph 7), the same conditions for the self-declaration of rates of the designated operator that invoked paragraph 7 shall reciprocally apply. Paragraphs 8.1 and 8.2 of this article shall also apply to all such corresponding designated operators.

**7.3** From 2027, where a designated operator applies self-declared rates in line with paragraphs 7.1 and 1.4, the ratio between the rates per item and per kilogramme shall be the same, with a possible deviation of 0.1 percentage points.

## **8 Revision of cost-to-tariff ratio**

**8.1** If a competent authority with oversight for the designated operator which exercises the aforementioned option in paragraph 7 determines that, in order to cover all costs for handling and delivery of **small packet (E)** letter-post items, the designated operator's self-declared **rate must** be based on a cost-to-tariff ratio that exceeds 70% of the domestic single-piece charge, then the cost-to-tariff ratio for that designated operator may exceed 70%, subject to a limitation that the cost-to-tariff ratio to be used shall not exceed one percentage point above the higher of 70% or the cost-to-tariff ratio used in the calculation of the self-declared rates currently in effect, not to exceed 80%, and provided that the designated operator in question furnishes all such supporting information with its notification to the International Bureau under paragraph 1.4, **including the validation, in writing, of this information by the aforementioned authority.** If any such designated operator increases its cost-to-tariff ratio based on such a determination of a competent authority, then it shall notify the International Bureau of that **ratio by** 1 May of the year preceding the year in which the ratio shall apply. Further specifications related to the costs and revenues to be used for the calculation of the specific cost-to-tariff ratio shall be provided in the Regulations.

**8.2** If a competent authority with oversight for a designated operator classified in group C determines that, in order to cover all costs for handling and delivery of small packet (E) letter-post items, the designated operator's ceiling rates must be based on a cost-to-tariff ratio that exceeds 70% of the domestic single-piece charge, then the cost-to-tariff ratio for that designated operator may exceed 70% provided that the designated operator in question furnishes all such supporting information with its notification to the International Bureau under paragraph 1, including the validation, in writing, of this information by the aforementioned authority. If any such designated operator increases its cost-to-tariff ratio based on such a determination of a competent authority, then it shall notify the International Bureau of that ratio by 1 May of the year preceding the year in which the ratio shall apply. Further specifications related to the costs and revenues to be used for the calculation of the specific cost-to-tariff ratio shall be provided in the Regulations.

**9** If a designated operator exercises the option to self-declare rates in accordance with paragraph 7, the said designated operator should consider making available to sending designated operators of Union member countries, on a non-discriminatory basis, proportionately adjusted charges for volume and distance, to the extent practicable and available in the receiving **designated operator's** published domestic service for similar services under a bilateral agreement, within the framework of the rules of the national regulatory authority.

**10** Any additional conditions and procedures for the self-declaration of rates applicable to small packet (E) letter-post items shall be laid down in the Regulations.

**11** No reservations may be made to this article.

#### Article 31

Terminal dues. Provisions to determine the remuneration rates of document (P and G format) letter-post items

**1** The per-item and per-kilogramme remuneration rates for small (P) and large (G) letter-post items containing documents shall be calculated on the basis of 70% of the charges for a 20-gramme small (P) letter-post item and for a 175-gramme large (G) letter-post item, exclusive of VAT or other **taxes**.

**2** The Postal Operations Council shall define the conditions for the calculation of the rates as well as the necessary operational, statistical and accounting procedures for the exchange of format-separated mails.

**3** The **rates in** a given year shall not lead to an increase of more than 13% in the terminal dues revenue for a letter-post item in the P/G format of **42.3 grammes**.

**4** The rates **applied for** small (P) and for large (G) letter-post items may not be higher than:

**4.1** for the year **2026**, **0.473** SDR per item and **3.692** SDR per kilogramme;

**4.2** for the year **2027**, **0.508** SDR per item and **3.969** SDR per kilogramme;

**4.3** for the year **2028**, **0.546** SDR per item and **4.267** SDR per kilogramme;

**4.4** for the year **2029**, **0.587** SDR per item and **4.587** SDR per kilogramme;

**4.5** for the year **2030**, **0.631** SDR per item and **4.931** SDR per kilogramme.

**5** The rates **applied for** small (P) and for large (G) letter-post items may not be lower than:

**5.1** for the year **2026**, **0.345** SDR per item and **2.690** SDR per kilogramme;

**5.2** for the year **2027**, **0.361** SDR per item and **2.811** SDR per kilogramme;

**5.3** for the year **2028**, **0.377** SDR per item and **2.937** SDR per kilogramme;

**5.4** for the year **2029**, **0.394** SDR per item and **3.069** SDR per kilogramme;

**5.5** for the year **2030**, **0.412** SDR per item and **3.207** SDR per kilogramme.

**6** No reservations may be made to this article.

Article 32  
Quality of Service Fund

1 Terminal dues payable by all **countries** to the countries classified as least developed **countries** in group **C** for terminal dues and Quality of Service Fund (QSF) purposes, except for M bags, IBRS items and bulk mail items, shall be increased by 20% of the rates provided for in article **29, 30** or **31** for payment into the QSF for improving the quality of service in those countries. There shall be no such payment from one group **C** country to another group **C** country.

2 Terminal dues, except for M bags, IBRS items and bulk mail items, payable by **countries classified** as group **A** countries to the countries classified as group **C** countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 10% of the of the rates provided for in article **29, 30** or **31**, for payment into the QSF for improving the quality of service in those countries.

3 Terminal dues, except for M bags, IBRS items and bulk mail items, payable by **countries classified** as group **B** countries (**excluding those which joined the target system as from 2016**) to the countries classified as group **C** countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 10% of the rates provided for in article **29, 30** or **31**, for payment into the QSF for improving the quality of service in those countries.

4 Terminal dues, except in respect of M bags, IBRS items and bulk mail items, payable by **countries classified** as group **B** countries **which joined the target system as from 2016** to the countries classified as group **C** countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 5% of the rates provided for in article **29, 30** or **31**, for payment into the QSF for improving the quality of service in those countries.

5 An increase of 1%, calculated on the basis of terminal dues payable by **countries classified** as group **A** and **B** countries to the countries classified as group **B** countries **which joined the target system as from 2016**, except in respect of M bags, IBRS items and bulk mail items, shall be paid into a common fund to be established for improving the quality of service in countries classified in groups **B** and **C** and managed in accordance with the relevant procedures set by the Postal Operations Council.

6 An increase of 0.5%, calculated on the basis of terminal dues payable by **countries classified** as group **A** and **B** countries to the countries classified as group **B** countries **which joined the target system as from 2016**, except in respect of M bags, IBRS items and bulk mail items, shall be paid into a special account to be established as part of the common fund referred to in paragraph 5, specifically for improving the quality of service in group **C** countries classified by the United Nations as least developed countries and managed in accordance with the relevant procedures set by the Postal Operations Council.

7 Subject to the relevant procedures set by the Postal Operations Council, any unused amounts contributed under paragraphs 1, 2, 3 and 4 of this article and accumulated over the four preceding QSF reference years (with 2018 as the earliest reference year) shall also be transferred to the common fund referred to in paragraph 5 of this article. For the purposes of this paragraph, only funds that have not been used in QSF-approved quality of service projects within two years following receipt of the last payment of contributed amounts for any given four-year period as defined above shall be transferred to the aforementioned common fund.

8 The combined terminal dues payable into the QSF for improving the quality of service of countries in group **C** shall be subject to a minimum of 20,000 SDR per annum for each beneficiary country. The additional funds needed for reaching this minimum amount shall be invoiced, in proportion to the volumes exchanged, to the countries in groups **A** and **B**.

9 The Postal Operations Council shall adopt or **update procedures** for financing QSF projects.

## C. Rates for parcel post

### Article 33

#### Provisions to determine the remuneration rates of parcels

##### 1 General provisions

- 1.1** In 2026, parcels exchanged between two designated operators shall be subject to inward land rates calculated by combining the base rate per parcel and base rate per kilogramme laid down in the Regulations.
- 1.1.1** In 2026, the global minimum base rate shall correspond to 4.25 SDR for a parcel of 5 kilogrammes. The global minimum base rate results from the application of the following formula: 2.85 SDR per parcel plus 0.28 SDR per kilogramme. Each designated operator shall collect at least this global minimum base rate.
- 1.1.2** Designated operators may increase their per-parcel and per-kilogramme base rates by up to 40%, on the basis of the service features provided, in accordance with provisions laid down in the Regulations.
- 1.1.3** The rates mentioned in 1.1, 1.1.1 and 1.1.2 shall be payable by the designated operator of the country of origin, unless the Regulations provide for exceptions to this principle.
- 1.1.4** The inward land rates shall be uniform for the whole of the territory of each country.
- 1.2** Beginning with rates in effect for the year 2027 onwards, each designated operator shall provide the International Bureau with its domestic rates for equivalent services in order to determine the ceiling rates for parcels.
- 1.2.1** The country-specific ceiling rates shall be determined by a linear regression of seven points corresponding to 100% of the priority single-piece tariffs of equivalent domestic services for 250-gramme, 500-gramme, 1-kilogramme, 2-kilogramme, 5-kilogramme, 10-kilogramme and 20 kilogramme parcel-post items with tracking, exclusive of any taxes.
- 1.2.2** The domestic single-piece charge for items equivalent to parcels offered by the designated operator in its domestic service shall be those in effect on 1 May of the year preceding the year for which the parcel remuneration rates would be applicable and shall correspond to the specified maximum size and shape dimensions of parcel-post items.
- 1.2.3** Where zonal rates apply in the equivalent domestic service, the mid-point rate as specified in the Regulations shall be used, and domestic tariffs for non-contiguous zones shall be excluded for determination of the mid-point rate. Alternatively, the determination of the zonal tariff to be used may be based on the actual weighted average distance of inbound parcels (for the most recent calendar year).
- 1.2.4** Where priority single-piece tariffs in the domestic service are exclusively determined on the basis of their size or dimensions and not their weight, those tariffs shall be used to determine the values in 1.2.1 in accordance with the conditions specified in the Regulations.
- 1.2.5** A designated operator of a country in group C may elect not to provide its domestic rates in accordance with the provisions applicable in paragraph 4.
- 1.2.6** For designated operators that do not provide the priority single-piece tariffs of equivalent domestic services in paragraph 1.2 by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs used for the previous year for the designated operator concerned shall apply. If the designated operator concerned has not notified the International Bureau of the relevant priority single-piece tariffs in any prior year, then the minimum rates provided in paragraph 5 shall apply.
- 1.2.6.1** If, by 1 May of the year preceding the year in which the rates take effect, the priority single-piece tariffs have been reduced compared to the notification of these tariffs of a prior year, the International Bureau shall be informed by the designated operator concerned of any reduction in the domestic charge referred to in this article.

- 1.3** Additionally, designated operators may notify the International Bureau by 1 May of the year preceding the year in which the remuneration rates would apply of a self-declared rate per item and a self-declared rate per kilogramme, expressed in local currency or SDR, that shall apply to parcels in the following calendar year. The International Bureau shall annually convert the self-declared rates provided in local currency into values expressed in SDR. To calculate the rates in SDR, the International Bureau shall use the average monthly exchange rate of the five-month period ending on the last day of the month of February of the year preceding the year for which the self-declared rates would be applicable. The resultant rates shall be notified by means of an International Bureau circular no later than 1 July of the year preceding the year in which the self-declared rates would apply.
- 2** At the average parcel weight of 4.652 kilogrammes, the self-declared rates shall not be higher than the annual maximum revenue determined as follows:
- 2.1** 2027: 25% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2 and 75% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the inward land rates in effect in 2026;
- 2.2** 2028: 50% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2 and 50% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the inward land rates in effect in 2026;
- 2.3** 2029: 75% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2 and 25% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the inward land rates in effect in 2026;
- 2.4** 2030: 100% of the revenue calculated at the weight of 4.652 kilogrammes on the basis of the ceiling rates in 1.2;
- 2.5** In 2.1 to 2.4 above, the inward land rates are the per-parcel and per-kilogramme base rates in 1.1 of the year 2026 further increased by 40% and reduced by 1.200 SDR per parcel. The deduction of 1.200 SDR shall not be made for those designated operators whose domestic service tariffs notified under 1.2.1 are inclusive of proof of delivery.
- 3** Maximum annual increases and decreases
- 3.1** Where the maximum annual revenue in 2 is higher than the revenue of the previous year increased by 20%, then the revenue of the previous year increased by 20% shall substitute the maximum revenue in 2.
- 3.2** Where the maximum annual revenue in 2 is less than the revenue of the previous year decreased by 10%, then the revenue of the previous year decreased by 10% shall substitute the maximum revenue in 2.
- 3.3** For the rates in effect in 2027, the revenue of the previous year shall be the revenue calculated at the weight of 4.652 kilogrammes on the basis of the per-parcel and per-kilogramme base rates in 1.1 of the year 2026 further increased by 40% and reduced by 1.200 SDR per parcel.
- 3.3.1** The deduction of 1.200 SDR in paragraph 3.3 shall not be made for those designated operators whose domestic service tariffs notified under 1.2.1 are inclusive of proof of delivery.
- 3.4** For the rates in effect from 2028, the revenue of the previous year shall be the revenue calculated at the weight of 4.652 kilogrammes on the basis of the self-declared per-item and per-kilogramme rates.
- 4** Beginning with rates in effect from 2027, if the competent authority with oversight for the designated operator classified in group C determines that domestic tariffs in 1.2.1 are not set in relation to costs, the designated operator may substitute the maximum revenue in 2 and 3 above with the per-parcel and per-kilogramme base rates in 1.1 of the year 2026, further increased by 40% and subsequently reduced by 1.200 SDR per parcel. Beginning with rates in effect from 2028, the designated operator invoking the provision in 4 may apply an annual increase of 4.5% to these rates.
- 4.1** The determination by the competent authority in 4 shall be submitted, in writing, to the International Bureau by 1 May of the year preceding the year in which the rates take effect.

**4.2** The designated operator invoking paragraph 4 shall self-declare a per-parcel and per-kilogramme rate in accordance with all other provisions in this article. The revenue calculated at the weight of 4.652 kilogrammes on the basis of these self-declared rates shall not exceed:

**4.2.1** 2027: 10.697 SDR;

**4.2.2** 2028: 11.177 SDR;

**4.2.3** 2029: 11.679 SDR;

**4.2.4** 2030: 12.204 SDR.

**5** Where the maximum revenues calculated in accordance with paragraphs 2, 3 and 4 result in a revenue calculated for a parcel item at 4.652 kilogrammes that is lower than the revenue calculated for the same item at the same weight on the basis of the minimum global rates specified below, the self-declared rates shall not be higher than the following rates:

**5.1** for the year 2027, 4.560 SDR per item and 0.448 SDR per kilogramme;

**5.2** for the year 2028, 4.765 SDR per item and 0.468 SDR per kilogramme;

**5.3** for the year 2029, 4.979 SDR per item and 0.489 SDR per kilogramme;

**5.4** for the year 2030, 5.203 SDR per item and 0.511 SDR per kilogramme.

**6** The determination of whether the self-declared rates exceed the maximum revenues in paragraphs 2, 3 and 4 shall be tested at the revenue using the average parcel weight of 4.652 kilogrammes. In instances where the notified self-declared rates exceed the maximum revenues in paragraphs 2, 3 and 4 the provisions in paragraph 7.1 shall apply; alternatively, the designated operator in question may choose to reduce its self-declared rates to a level that complies with the provisions of this article.

**6.1** The self-declared rate per parcel in paragraph 6 shall not be less than the maximum performance-related incentive specified in the Regulations. This amount shall be deducted from the self-declared per-parcel rate published by means of an International Bureau circular no later than 1 July of the year preceding the year in which the self-declared rates would apply.

**6.2** The designated operator can recover the amount in 6.1, in full or in part, by providing service features, in accordance with provisions laid down in the Regulations.

**7** For designated operators that have elected to self-declare their rates for parcels in a prior calendar year and that do not communicate different self-declared rates for the subsequent year, the existing self-declared rates shall continue to apply unless they do not satisfy the conditions laid out in this article. The designated operator may apply the minimum rates provided in paragraph 5.

**7.1** For designated operators that have elected not to self-declare their rates for parcels in a prior calendar year and that do not communicate self-declared rates for the subsequent year, the remuneration rates shall be based on maximum revenues in paragraphs 2 and 3 and apply the same ratio between the item rate and kilogramme rate of the previous year or determined in accordance with the provisions in paragraph 4, as appropriate.

**8** Beginning with rates in effect for the year 2027 onwards, for parcels with proof of delivery, there shall be an additional payment of 1.200 SDR per item or the charge applicable for proof of delivery in the domestic service. This remuneration shall not be paid to those designated operators whose domestic service tariffs notified under 1.2.1 are inclusive of proof of delivery.

**8.1** Designated operators that apply the equivalent charge in the domestic service shall notify the International Bureau by no later than 1 May of the year preceding the year in which the rates take effect of that charge, exclusive of any taxes, in effect on that date. To calculate the rates in SDR, the International Bureau shall use the average monthly exchange rate of the five-month period ending on the last day of the month of February of the year preceding the year for which the payment would be applicable. The applicable amount shall be published, in SDR, in the same circular referred to in paragraph 1.3.

**9** Where the domestic tariffs for a parcel weighing 4.652 kilogrammes with delivery to the non-contiguous zones were excluded from the calculation of the ceiling rates in 1.2, the destination designated operator may apply a supplementary rate to its self-declared rates for items delivered to these zones that shall correspond to or be lower than the difference between these values in accordance with the conditions set out in the Regulations.

**10** Any designated operator which participates in the sea conveyance of parcels shall be authorized to claim sea rates. These rates shall be payable by the designated operator of the country of origin, unless the Regulations provide for exceptions to this principle.

**10.1** For each sea conveyance used, the sea rate shall be laid down in the Regulations according to the distance step applicable.

**10.2** Designated operators may increase by 50% at most the sea rate calculated in accordance with **10.1**. On the other hand, they may reduce it as they wish.

## D. Air conveyance dues

### Article 34

#### Basic rates and provisions concerning air conveyance dues

**1** The basic rate applicable to the settlement of accounts between designated operators in respect of air conveyance shall be approved by the Postal Operations Council and shall be calculated by the International Bureau according to the formula specified in the Regulations. The rates applying to the air conveyance of parcels sent via the merchandise return service shall be calculated according to the provisions defined in the Regulations.

**2** The calculation of air conveyance dues on closed dispatches, priority items, airmail items and air parcels sent in transit à découvert, missent items and misrouted mails, as well as the relevant methods of accounting, are described in the Regulations.

**3** The air conveyance dues for the whole distance flown shall be borne:

**3.1** in the case of closed mails, by the designated operator of the country of origin of the mails, including when these mails transit via one or more intermediate designated operators;

**3.2** in the case of priority items and airmail items in transit à découvert, including missent items, by the designated operator which forwards the items to another designated operator.

**4** These same regulations shall be applicable to items exempted from land and sea transit charges if they are conveyed by air.

**5** Each designated operator of destination which provides air conveyance of international mail within its country shall be entitled to reimbursement of the additional costs incurred for such conveyance provided that the weighted average distance of the sectors flown exceeds 300 kilometres. The Postal Operations Council may replace the weighted average distance by other relevant criteria. Unless agreement has been reached that no charge should be made, the dues shall be uniform for all priority mails and airmails originating abroad whether or not this mail is reforwarded by air.

**6** However, where the terminal dues levied by the designated operator of destination are based specifically on costs, domestic rates or self-declared rates set under article **30**, no additional reimbursement for internal air conveyance shall be made.

**7** The designated operator of destination shall exclude, for the purpose of calculating the weighted average distance, the weight of all mails for which the terminal dues calculation has been based specifically on costs, domestic rates or self-declared rates set under article **30** of the designated operator of destination.

## E. Settlement of accounts

### Article 35

#### Provisions specific to the settlement of accounts and payments for international postal exchanges

**1** Settlements and payments in respect of operations carried out in accordance with the present Convention (including settlements and payments for the transport (forwarding) of postal items, settlements and payments for the treatment of postal items in the country of destination **or transit** and settlements and

payments in compensation for any loss, theft or damage relating to postal items) shall be based on and made in accordance with the provisions of the Convention and other Acts of the Union, and shall not require the preparation of any documents by a designated operator except in cases provided for in the Acts of the Union.

2 In order to ensure the provision of the universal postal service, as set forth in article 3, and the integrity of the international postal network, designated operators shall make payments for operations carried out in accordance with the **Acts of the Union. Following settlement, if a designated operator fails to pay another designated operator in a timely manner for undisputed debts stemming from such operations, in accordance with the relevant provisions of the Acts of the Union, the creditor designated operator may suspend the provision of postal services as per the relevant procedures set forth in the Regulations (without prejudice to Council of Administration guidance on matters of fundamental policy and principles).**

## F. Fixing of charges and rates

### Article 36

Authority of the Postal Operations Council to fix charges and rates

1 The Postal Operations Council shall have the authority to fix the following **rates, charges and other elements as outlined in paragraph 1.3**, which are payable by designated operators in accordance with the conditions shown in the Regulations:

- 1.1 transit charges for the handling and conveyance of letter mails through one or more intermediary countries;
- 1.2 basic rates and air conveyance dues for the carriage of mail by air;
- 1.3 **performance-related incentive elements for parcels;**
- 1.4 transit land rates for the handling and conveyance of parcels through an intermediary country;
- 1.5 sea rates for the conveyance of parcels by sea.
- 1.6 outward land rates for the provision of the merchandise return service for parcels.

2 Any revision made, in accordance with a methodology that ensures equitable remuneration for designated operators performing the services, must be based on reliable and representative economic and financial data. Any change decided upon shall enter into force at a date set by the Postal Operations Council.

## Section VIII

### Optional services

#### Article 37

EMS and integrated logistics

1 Member countries or designated operators may agree with each other to participate in the following services, which are described in the Regulations:

- 1.1 EMS, which is a postal express service for documents and merchandise, and shall whenever possible be the quickest postal service by physical means. This service may be provided on the basis of the EMS Standard Multilateral Agreement or by bilateral agreement;
- 1.2 integrated logistics, which is a service that responds fully to customers' logistical requirements and includes the phases before and after the physical transmission of goods and documents.

#### Article 38

Electronic postal services

1 Member countries or designated operators may agree with each other to participate in the following electronic postal services, which are described in the Regulations:

- 1.1 electronic postal mail, which is an electronic postal service involving the transmission of electronic messages and information by designated operators;

- 1.2 electronic postal registered mail, which is a secure electronic postal service that provides proof of sending and proof of delivery of an electronic message and a secure communication channel to the authenticated users;
- 1.3 electronic postal certification mark, which provides evidentiary proof of an electronic event, in a given form, at a given time, and involving one or more parties;
- 1.4 electronic postal mailbox, which enables the sending of electronic messages by an authenticated mailer and the delivery and storage of electronic messages and information for the authenticated addressee.

## Section IX

### Final provisions

#### 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.

#### 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.

Article 41

Entry into force and duration of the Convention

This Convention shall come into force on 1 July 2022 (with the exception of all the provisions contained in section VII, "Remuneration", which shall come into force on 1 January 2022) and remain in force for an indefinite period.

In witness whereof the plenipotentiaries of the Governments of the member countries have signed this Convention in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Union.

Done at Abidjan, 26 August 2021.

# Final Protocol to the Universal Postal Convention

(amended by the Riyadh 2023 extraordinary Congress and the 2025 Dubai Congress)

## Table of contents

### Article

- I. Ownership of postal items. Withdrawal from the post. Alteration or correction of address
- II. Postage stamps
- III. Posting abroad of letter-post items
- IV. Charges
- V. Exception to the exemption of items for the blind from postal charges
- VI. Basic services
- VII. **Supplementary services**
- VIII. Prohibitions (letter post)
- IX. Prohibitions (postal parcels)
- X. Articles subject to customs duty
- XI. Presentation-to-Customs charge
- XII. Inquiries
- XIII. Liability of designated operators. Indemnities**
- XIV.** Exceptional inward land rates
- XV.** Basic rates and provisions concerning air conveyance dues
- XVI.** Special tariffs
- XVII.** Authority of the Postal Operations Council to fix charges and rates



## Final Protocol to the Universal Postal Convention

(amended by the Riyadh 2023 extraordinary Congress and the 2025 Dubai Congress)

At the moment of proceeding to signature of the Universal Postal Convention (hereinafter the "Convention") concluded this day, the plenipotentiaries of the governments of the member countries of the Universal Postal Union (hereinafter the "Union") have agreed the following:

### Article I

Ownership of postal items. Withdrawal from the post. Alteration or correction of address

1 The provisions in article 5.1 and 2 shall not apply to Antigua and Barbuda, Bahrain, Barbados, Belize, Botswana, Brunei Darussalam, Canada, China (exclusively for the Special Administrative Region of Hong Kong), Dominica, Egypt, Eswatini, Fiji, Gambia, Grenada, Guyana, Ireland, Jamaica, Kenya, Kiribati, Kuwait, Lesotho, Malawi, Malaysia, Mauritius, Nauru, New Zealand, Nigeria, Papua New Guinea, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Samoa, Seychelles, Sierra Leone, Singapore, Solomon Islands, Trinidad and Tobago, Tuvalu, Uganda, United Kingdom of Great Britain and Northern Ireland, Overseas Territories (United Kingdom of Great Britain and Northern Ireland), United Rep. of Tanzania, Vanuatu and Zambia.

2 Nor shall article 5.1 and 2 apply to Austria, Denmark and Iran (Islamic Rep.), whose internal legislation does not allow withdrawal from the Post or alteration of the address of correspondence, at the request of the sender, from the time when the addressee has been informed of the arrival of an item addressed to him.

3 Article 5.1 shall not apply to Australia, Ghana and Zimbabwe.

4 Article 5.2 shall not apply to Bahamas, Belgium, the Dem. People's Rep. of Korea, Iraq and Myanmar, whose legislation does not permit withdrawal from the post or alteration of address of letter-post items at the sender's request.

5 Article 5.2 shall not apply to the United States of America.

6 Article 5.2 shall apply to Australia only in so far as that article is consistent with its domestic legislation.

7 Notwithstanding article 5.2, Dem. Rep. of the Congo, El Salvador, Panama, Philippines and Venezuela (Bolivarian Rep.) shall be authorized not to return postal parcels after the addressee has requested their clearance by Customs, since this is incompatible with those countries' customs legislation.

### Article II

Postage stamps

Notwithstanding article 6.7, Australia, Malaysia, New Zealand and the United Kingdom of Great Britain and Northern Ireland, will process letter-post items and postal parcels bearing postage stamps using new materials or technologies that are not compatible with their respective mail processing machines only upon prior agreement with the designated operator of origin concerned.

### Article III

#### Posting abroad of letter-post items

1 Australia, Austria, Greece, New Zealand, United Kingdom of Great Britain and Northern Ireland and United States of America reserve the right to impose a charge, equivalent to the cost of the work it incurs, on any designated operator which, under the provisions of article 12.4, sends to it items for disposal which were not originally dispatched as postal items by their services.

2 Notwithstanding article 12.4, Canada reserves the right to collect from the designated operator of origin such amount as will ensure recovery of not less than the costs incurred by it in the handling of such items.

3 Article 12.4 allows the designated operator of destination to claim, from the designated operator of posting, appropriate remuneration for delivering letter-post items posted abroad in large quantities. Australia and the United Kingdom of Great Britain and Northern Ireland reserve the right to limit any such payment to the appropriate domestic tariff for equivalent items in the country of destination.

4 Article 12.4 allows the designated operator of destination to claim, from the designated operator of posting, appropriate remuneration for delivering letter-post items posted abroad in large quantities. The following member countries reserve the right to limit any such payment to the limits authorized in the Regulations for bulk mail: Aruba, Curaçao and Sint Maarten, Bahamas, Barbados, Brunei Darussalam, China, Grenada, Guyana, India, Malaysia, Nepal, Netherlands (Kingdom of the), New Zealand, Saint Lucia, Saint Vincent and the Grenadines, Singapore, Sri Lanka, Suriname, Thailand, United Kingdom of Great Britain and Northern Ireland, Overseas Territories (United Kingdom of Great Britain and Northern Ireland) and United States of America.

5 Notwithstanding the reservations under 4, the following member countries reserve the right to apply in full the provisions of article 12 of the Convention to mail received from Union member countries: Argentina, Australia, Austria, Azerbaijan, Belgium, Benin, Brazil, Burkina Faso, Cameroon, Canada, Côte d'Ivoire, Cyprus, Denmark, Egypt, France, Germany, Greece, Guinea, Iran (Islamic Rep.), Israel, Italy, Japan, Jordan, Lebanon, Luxembourg, Mali, Mauritania, Monaco, Morocco, Norway, Pakistan, Portugal, Russian Federation, Saudi Arabia, Senegal, Switzerland, Syrian Arab Rep., Togo and Türkiye.

6 In application of article 12.4, Germany reserves the right to request the mailing country to grant compensation of the amount it would receive from the country of which the sender is resident.

7 Notwithstanding the reservations made under article III, China reserves the right to limit any payment for delivering letter-post items posted abroad in large quantities to the limits authorized in the Convention and its Regulations for bulk mail.

8 Notwithstanding article 12.3, Austria, Belgium, Germany, Liechtenstein, Switzerland and the United Kingdom of Great Britain and Northern Ireland reserve the right to claim from the sender or, failing that, from the designated operator of posting, the payment of the internal rates.

### Article IV

#### Charges

1 Notwithstanding article 15, Australia, Belarus, Canada, Finland, **Iran (Islamic Rep.)**, New Zealand **and the Russian Federation** shall be authorized to collect postal charges other than those provided for in the Regulations, when such charges are consistent with the legislation of their countries.

2 Notwithstanding article 15, Brazil, **Iran (Islamic Rep.) and the Russian Federation** shall be authorized to collect an additional fee from the addressees of ordinary items containing merchandise that had to be converted to tracked items as a result of customs and security requirements.

## Article V

## Exception to the exemption of items for the blind from postal charges

- 1 Notwithstanding article 16, Indonesia, Saint Vincent and the Grenadines and Türkiye, which do not concede exemption from postal charges to items for the blind in their internal service, may collect the postage and charges for special services which may not, however, exceed those in their internal service.
- 2 France shall apply the provisions of article 16 concerning items for the blind subject to its national regulations.
- 3 Notwithstanding article 16.3, and in accordance with its national legislation, Brazil reserves the right to consider as items for the blind only those items which are sent by or addressed to blind persons or organizations for the blind. Items not satisfying these conditions shall be subject to payment of postage.
- 4 Notwithstanding article 16, New Zealand will accept as items for the blind for delivery in New Zealand only those items that are exempted from postal charges in its domestic service.
- 5 Notwithstanding article 16, Finland, which does not provide exemption from postal charges for items for the blind in its domestic service according to the definitions in article 16 adopted by Congress, may collect the domestic charges for items for the blind destined for other countries.
- 6 Notwithstanding article 16, Canada, Denmark and Sweden allow exemption from postal charges for the blind only to the extent provided for in their internal legislation.
- 7 Notwithstanding article 16, Iceland accepts exemption from postal charges for the blind only to the extent provided for in its internal legislation.
- 8 Notwithstanding article 16, Australia will accept as items for the blind for delivery in Australia only those items that are exempted from postal charges in its domestic service.
- 9 Notwithstanding article 16, Australia, Austria, Azerbaijan, Canada, Germany, Japan, Switzerland, United Kingdom of Great Britain and Northern Ireland and United States of America may collect the charges for special services which are applied items for the blind in their internal service.

## Article VI

## Basic services

- 1 Notwithstanding the provisions of article 17, Australia **and New Zealand do** not agree to the extension of basic services to include postal parcels.
- 2 Notwithstanding article 17, Iceland accepts items for the blind only to the extent provided for in its internal legislation.

## Article VII

**Supplementary services**

- 1 The provisions of article **18.2.9** shall not apply to the United Kingdom of Great Britain and Northern Ireland, whose national legislation requires a lower weight limit. Health and safety legislation in the United Kingdom of Great Britain and Northern Ireland limits the weight of mail bags to 20 kilogrammes.
- 2 Notwithstanding article **18.2.9**, Azerbaijan, Kazakhstan, Kyrgyzstan and Uzbekistan shall be authorized to limit to 20 kilogrammes the maximum weight of inward and outward M bags.
- 3 Belgium, Canada and Sweden shall be authorized not to apply article 18.3.2, as regards parcels, given that they do not offer the advice of delivery service for parcels in their internal service.

4 Notwithstanding article 18.3.2, Denmark and the United Kingdom of Great Britain and Northern Ireland reserve the right not to admit inward advices of delivery, given that they do not offer advice of delivery in their internal service.

5 Notwithstanding article 18.3.2, Brazil **and Iran (Islamic Rep.)** shall be authorized to admit inward advices of delivery only when they can be returned electronically.

#### Article VIII

##### Prohibitions (letter post)

1 Exceptionally, Dem. People's Rep. of Korea and Lebanon shall not accept registered items containing coins, bank notes, securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver whether manufactured or not, precious stones, jewels or other valuable articles. They shall not be strictly bound by the provisions of the Regulations with regard to their liability in cases of theft or damage, or where items containing articles made of glass or fragile articles are concerned.

2 Exceptionally, Bolivia (Plurinational State), China, excluding Hong Kong Special Administrative Region, Iraq, Nepal, Pakistan, Saudi Arabia, Sudan and Viet Nam shall not accept registered items containing coins, bank notes, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver whether manufactured or not, precious stones, jewels or other valuable articles.

3 Myanmar reserves the right not to accept insured items containing the valuable articles listed in article 19.6, as this is contrary to its internal regulations.

4 Nepal does not accept registered items or insured items containing currency notes or coins, except by special agreement to that effect.

5 Uzbekistan does not accept registered or insured items containing coins, bank notes, cheques, postage stamps or foreign currency and shall accept no liability in cases of loss of or damage to such items.

6 Iran (Islamic Rep.) does not accept items containing articles contrary to the principles of the Islamic religion, and reserves the right not to accept letter-post items (ordinary, registered or insured) containing coins, bank notes, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones, jewels or other valuable articles, and shall accept no liability in cases of loss or damage to such items.

7 The Philippines reserves the right not to accept any kind of letter post (ordinary, registered or insured) containing coins, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones or other valuable articles.

8 Australia does not accept postal items of any kind containing bullion or bank notes. In addition, it does not accept registered items for delivery in Australia, or items in transit à découvert, containing valuables such as jewellery, precious metals, precious or semi-precious stones, securities, coins or any form of negotiable financial instrument. It declines all liability for items posted which are not in compliance with this reservation.

9 China, excluding Hong Kong Special Administrative Region, shall not accept insured items containing coins, bank notes, currency notes or securities of any kind payable to bearer and travellers' cheques in accordance with its internal regulations.

10 Latvia and Mongolia reserve the right not to accept, in accordance with their national legislation, ordinary, registered or insured mail containing coins, bank notes, securities payable to bearer and travellers' cheques.

11 Brazil reserves the right not to accept ordinary, registered or insured mail containing coins, bank notes in circulation or securities of any kind payable to bearer.

12 Viet Nam reserves the right not to accept letters containing articles or goods.

13 Indonesia reserves the right not to accept registered or insured items containing coins, bank notes, cheques, postage stamps, foreign currency, or any kind of securities payable to bearer for delivery in Indonesia, and shall accept no liability in cases of loss of or damage to such items.

14 Kyrgyzstan reserves the right not to accept letter-post items (ordinary, registered, insured, small packets) containing coins, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones, jewels or other valuable articles, and shall accept no liability in cases of loss of or damage to such items.

15 Azerbaijan and Kazakhstan shall not accept registered or insured items containing coins, banknotes, credit notes or any securities payable to bearer, cheques, precious metals, whether manufactured or not, precious stones, jewels and other valuable articles or foreign currency, and shall accept no liability in cases of loss of or damage to such items.

16 The Rep. of Moldova and the Russian Federation do not accept registered or insured items containing bank notes in circulation, securities (cheques) of any kind payable to bearer or foreign currency, and shall accept no liability in cases of loss of or damage to such items.

17 Notwithstanding article 19.3, France reserves the right not to accept items containing goods in cases where these items do not comply with its national regulations, or international regulations, or technical and packing instructions for air transport.

18 Cuba reserves the right not to accept, handle, convey or deliver letter-post items containing coins, banknotes, currency notes or securities of any kind payable to bearer, cheques, precious metals and stones, jewels or other valuable articles, or any kind of document, goods or object in cases where these items do not comply with its national regulations, or international regulations, or technical and packing instructions for air transport, and shall accept no liability in cases of theft, loss or damage to such items. Cuba reserves the right not to accept letter-post items subject to customs duty containing goods that are imported to the country if their value does not comply with its national regulations.

#### Article IX

##### Prohibitions (postal parcels)

1 Myanmar and Zambia shall be authorized not to accept insured parcels containing the valuable articles covered in article 19.6.1.4.1, since this is contrary to their internal regulations.

2 Exceptionally, Lebanon and Sudan shall not accept parcels containing coins, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones or other valuable articles, or containing liquids or easily liquefiable elements or articles made of glass or similar or fragile articles. They shall not be bound by the relevant provisions of the Regulations.

3 Brazil shall be authorized not to accept insured parcels containing coins and currency notes in circulation, as well as any securities payable to bearer, since this is contrary to its internal regulations.

4 Ghana shall be authorized not to accept insured parcels containing coins and currency notes in circulation, since this is contrary to its internal regulations.

5 In addition to the articles listed in article 19, Saudi Arabia shall be authorized not to accept parcels containing coins, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones or other valuable articles. Nor does it accept parcels containing medicines of any kind unless they are accompanied by a medical prescription issued by a competent official authority, products designed for extinguishing fires, chemical liquids or articles contrary to the principles of the Islamic religion.

6 In addition to the articles referred to in article 19, Oman does not accept items containing:

6.1 medicines of any sort unless they are accompanied by a medical prescription issued by a competent official authority;

6.2 fire-extinguishing products or chemical liquids;

6.3 articles contrary to the principles of the Islamic religion.

7 In addition to the articles listed in article 19, Iran (Islamic Rep.) shall be authorized not to accept parcels containing articles contrary to the principles of the Islamic religion, and reserves the right not to accept ordinary or insured parcels containing coins, bank notes, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones, jewels or other valuable articles; it shall accept no liability in cases of loss or damage to such items.

8 The Philippines shall be authorized not to accept any kind of parcel containing coins, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones or other valuable articles, or containing liquids or easily liquefiable elements or articles made of glass or similar or fragile articles.

9 Australia does not accept postal items of any kind containing bullion or bank notes.

10 China shall not accept ordinary parcels containing coins, currency notes or securities of any kind payable to bearer, travellers' cheques, platinum, gold or silver, whether manufactured or not, precious stones or other valuable articles. Furthermore, with the exception of the Hong Kong Special Administrative Region, insured parcels containing coins, currency notes or securities of any kind payable to bearer and travellers' cheques shall not be accepted.

11 Mongolia reserves the right not to accept, in accordance with its national legislation, parcels containing coins, bank notes, securities payable to bearer and travellers' cheques.

12 Latvia does not accept ordinary and insured parcels containing coins, bank notes, securities (cheques) of any kind payable to bearer or foreign currency, and shall accept no liability in cases of loss of or damage to such items.

13 The Rep. of Moldova, the Russian Federation, Ukraine and Uzbekistan do not accept ordinary or insured parcels containing bank notes in circulation, securities (cheques) of any kind payable to bearer or foreign currency, and shall accept no liability in cases of loss of or damage to such items.

14 Azerbaijan and Kazakhstan do not accept ordinary or insured parcels containing coins, bank notes, credit notes or any securities payable to bearer, cheques, precious metals, whether manufactured or not, precious stones, jewels and other valuable articles or foreign currency, and shall accept no liability in cases of loss of or damage to such items.

15 Cuba reserves the right not to accept, handle, convey or deliver postal parcels containing coins, bank-notes, currency notes or securities of any kind payable to bearer, cheques, precious metals and stones, jewels or other valuable articles, or any kind of document, goods or object in cases where these items do not comply with its national regulations, or international regulations, or technical and packing instructions for air transport, and shall accept no liability in cases of theft, loss or damage to such items. Cuba reserves the right not to accept postal parcels subject to customs duty containing goods that are imported to the country if their value does not comply with its national regulations.

#### Article X

##### Articles subject to customs duty

1 With reference to article 19, Bangladesh and El Salvador do not accept insured items containing articles subject to customs duty.

2 With reference to article 19, Afghanistan, Albania, Azerbaijan, Belarus, Cambodia, Chile, Colombia, Cuba, Dem. People's Rep. of Korea, El Salvador, Estonia, Kazakhstan, Latvia, Nepal, Peru, Rep. of Moldova, Russian Federation, San Marino, Turkmenistan, Ukraine, Uzbekistan and Venezuela (Bolivarian Rep.) do not accept ordinary and registered letters containing articles subject to customs duty.

3 With reference to article 19, Benin, Burkina Faso, Côte d'Ivoire, Djibouti, Mali and Mauritania do not accept ordinary letters containing articles subject to customs duty.

4 Notwithstanding the provisions set out under 1 to 3, the sending of serums, vaccines and urgently required medicaments which are difficult to procure shall be permitted in all cases.

#### Article XI

##### Presentation-to-Customs charge

1 Gabon reserves the right to collect a presentation-to-Customs charge from customers.

2 Notwithstanding article 20.2, Argentina, Australia, Austria, Brazil, Canada, Cyprus, Finland, **Iran (Islamic Rep.)**, Romania, the Russian Federation and Spain reserve the right to collect a presentation-to-Customs charge from customers for any item submitted to customs control.

3 Notwithstanding article 20.2, Azerbaijan, Greece, Pakistan and Türkiye reserve the right to collect from customers a presentation-to-Customs charge for all items presented to customs authorities.

4 Congo and Zambia reserve the right to collect a presentation-to-Customs charge from customers in respect of parcels.

#### Article XII

##### Inquiries

1 Notwithstanding article 21.2, Cabo Verde, Chad, Dem. People's Rep. of Korea, Egypt, Gabon, Greece, Iran (Islamic Rep.), Kyrgyzstan, Mongolia, Myanmar, Philippines, Saudi Arabia, Sudan, Syrian Arab Rep., Turkmenistan, Ukraine, Overseas Territories (United Kingdom of Great Britain and Northern Ireland), Uzbekistan and Zambia reserve the right to collect from customers charges on inquiries lodged in respect of letter-post items.

2 Notwithstanding article 21.2, Argentina, Austria, Azerbaijan, Belarus, Canada, Finland, Hungary, **Iran (Islamic Rep.)**, Lithuania, Norway, the Rep. of Moldova, Romania and Slovakia reserve the right to collect a special charge when, on completion of the investigation conducted in response to the inquiry, it emerges that the latter was unjustified.

3 Afghanistan, Cabo Verde, Congo, Egypt, Gabon, Iran (Islamic Rep.), Kyrgyzstan, Mongolia, Myanmar, Saudi Arabia, Sudan, Suriname, Syrian Arab Rep., Turkmenistan, Ukraine, Uzbekistan and Zambia reserve the right to collect an inquiry charge from customers in respect of parcels.

4 Notwithstanding article 21.2, Brazil, Panama and the United States of America reserve the right to collect a charge from customers for inquiries lodged in respect of letter-post items and parcels posted in countries which apply that type of charge in accordance with paragraphs 1 to 3 of this article.

#### Article XIII

##### Liability of designated operators. Indemnities

**Notwithstanding the provisions of article 22, paragraphs 9 and 10, Iran (Islamic Rep.) shall be authorized to refuse liability for indemnity to the addressee for a rifled, damaged or lost registered item, ordinary parcel or insured item if the sender has waived their rights in writing in favour of the addressee. No such waiver shall be required where the sender and the addressee are the same person. In accordance with its domestic laws and regulations, Iran (Islamic Rep.) may refuse liability for indemnity to the addressee, and limit compensation payments exclusively to the sender of the mail.**

**Article XIV**

Exceptional inward land rates

Notwithstanding article 33, Afghanistan reserves the right to collect an additional exceptional inward land rate of 7.50 SDR per parcel.

**Article XV**

Basic rates and provisions concerning air conveyance dues

Notwithstanding the provisions of article 34, Australia reserves the right to apply air conveyance rates for outward parcels sent via the merchandise return service, either as laid down in the Regulations or by any other means, including bilateral agreements.

**Article XVI**

Special tariffs

- 1 Belgium, Norway and United States of America may collect higher land rates for air parcels than for surface parcels.
- 2 Lebanon shall be authorized to collect for parcels up to 1 kilogramme the charge applicable to parcels over 1 and up to 3 kilogrammes.
- 3 Panama shall be authorized to collect 0.20 SDR per kilogramme for surface airlifted (S.A.L.) parcels in transit.

**Article XVII**

Authority of the Postal Operations Council to fix charges and rates

Notwithstanding article 36.1.6, Australia reserves the right to apply outward land rates for the provision of the merchandise return service for parcels, either as laid down in the Regulations or by any other means, including bilateral agreements.

In witness whereof, the plenipotentiaries have drawn up this Protocol which shall have the same force and the same validity as if its provisions were inserted in the text of the Convention itself, and they have signed it in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Union.

Done at Abidjan, 26 August 2021.

## Postal Payment Services Agreement

---

Postal Payment Services Agreement  
Final Protocol to the Postal Payment Services Agreement



# Postal Payment Services Agreement

(amended by the 2023 Riyadh and 2025 Dubai Additional Protocols<sup>1</sup>)

## Table of contents

### Part I

#### Common principles applying to the postal payment services

#### Chapter I

##### General provisions

- 1 Scope of the Agreement
- 2 Definitions
- 3 Designation of the entity or entities responsible for fulfilling the obligations arising from adherence to this Agreement
- 4 Functions of member countries
- 5 Exceptional provision of postal payment services by authorized wider postal sector players
- 6 Operational functions
- 7 Ownership of postal payment services funds
- 8 Prevention of money laundering, terrorist funding and financial crime
- 9 Confidentiality and use of personal data

#### Chapter II

##### General principles and quality of service

- 10 General principles
- 11 **Quality** of service
- 12 **Collective mark**

#### Chapter III

##### Principles for electronic data interchange

- 13 Interoperability
- 14 Ensuring the security of electronic exchanges
- 15 Track and trace

<sup>1</sup> For the First Additional Protocol (Riyadh 2023), see pages 63 to 73 of the brochure published in Berne in 2023. For the Second Additional Protocol (Dubai 2025), see pages 93 to 107 of this brochure.

**Part II**  
Rules governing the postal payment services

**Chapter I**  
Processing of postal payment orders

- 16** Deposit, entry and transmission of postal payment orders
- 17** Checking and release of funds
- 18** Maximum amount
- 19** Reimbursement

**Chapter II**  
Inquiries and liability

- 20** Inquiries
- 21** Liability of designated operators with regard to users
- 22** Obligations and liability of designated operators to each other
- 23** Non-liability of designated operators
- 24** Reservations regarding liability

**Chapter III**  
Financial relations

- 25** Accounting and financial rules
- 26** Settlement and clearing

**Part III**  
**Optional services**

- 27** **Postal financial services**

**Part IV**  
Transitional and final provisions

- 28** Reservations at Congress
- 29** Final provisions
- 30** Entry into force and duration of the Postal Payment Services Agreement

# Postal Payment Services Agreement

(amended by the 2023 Riyadh and 2025 Dubai Additional Protocols)

The undersigned, plenipotentiaries of the Governments of the member countries of the Universal Postal Union (hereinafter the "Union"), in provision with article 21.4 of the Constitution of the Universal Postal Union concluded at Vienna on 10 July 1964, have, by common consent and subject to article 24.3 and 5 of the Constitution, drawn up the following Agreement, which is in line with the principles of the said Constitution, in particular in order to foster financial inclusion **through the implementation of** secure and accessible postal payment **and postal financial services** adapted to the greatest number of users on the basis of systems enabling the interoperability of designated operators' networks.

## Part I

### Common principles applying to the postal payment services

#### Chapter I

##### General provisions

###### Article 1

###### Scope of the Agreement

1 Subject to the provisions under **3**, each member country shall ensure on a best effort basis that the following postal payment services are offered or accepted by electronic means on its territory:

- 1.1 Money order in cash: the sender hands over funds at the service access point and asks for the full amount to be paid to the payee in cash, with no deductions.
- 1.2 Outpayment money order: the sender gives instructions for his account to be debited and asks for the payee to be paid the full amount in cash, with no deductions.
- 1.3 Inpayment money order: the sender hands over funds at the service access point and asks for them to be paid into the payee's account, with no deductions.
- 1.4 **Postal account** transfer: the sender gives instructions for his account to be debited and asks for the payee's account to be credited with the equivalent amount, with no deductions.

**2 Each member country may also ensure that the optional services defined in article 27 are offered or accepted on its territory.**

**3** In the event that none of the electronic postal payment services outlined under § 1 are offered or accepted by a member country, that member country **shall** offer or accept at least one of the aforementioned postal payment services by paper-based means (**letter post**).

**4** The Regulations shall define the procedures for executing the present Agreement.

Article 2

Definitions

1 Competent authority – any **governmental** authority of a member country which, by virtue of the powers conferred on it by the law or regulations, **regulates and/or** supervises the activities of the designated operator or of the persons referred to in the present article. The competent authority may contact the administrative or legal authorities engaged in combating money laundering, **terrorist financing, and financing of proliferation of weapons of mass destruction**, and in particular the national financial intelligence unit and the oversight authorities.

2 Instalment – partial advance payment made by the issuing designated operator to the paying designated operator to ease the cash situation of the paying designated operator's postal payment services.

3 Interoperability – set of interconnected IT systems, and operational procedures, enabling the end-to-end exchange and processing of information on electronic payments in accordance with the present Agreement.

4 Money laundering – the conversion or transfer of funds in the knowledge that these funds are derived from a criminal activity or participation in such activity, with the aim of hiding or disguising the illegal origins of the funds or of helping any person having participated in such activity to escape the legal consequences of his action; money laundering shall be considered as such when the activities producing funds to be laundered are liable to prosecution in the territory of another member country or a third country.

5 Ring-fencing – the compulsory separation of users' funds from those of the designated operator which prevents the use of users' funds for purposes other than the execution of postal payment service operations.

6 Clearing house – within the framework of multilateral exchanges, a clearing house handles mutual debts and claims arising from services provided by one operator to another. Its role is to put to account exchanges between operators that are settled through a settlement bank, and to take the necessary steps in the event of settlement irregularities.

7 Clearing – a system enabling the number of payments to be made to be kept to a minimum by drawing up a periodic debit and credit balance for the parties involved. Clearing involves two stages: determining the bilateral balances and, by adding these balances, calculating the overall position of each entity with regard to the entire community in order to carry out only one settlement based on the debtor or creditor position of the entity in question.

8 Concentration account – an aggregation of funds from various sources combined into one account.

9 Liaison account – giro account opened reciprocally by designated operators as part of bilateral relations, by means of which mutual debts and credits are settled.

10 Criminal activity – any type of participation in, or perpetration of, a crime or misdemeanour, as defined by the national legislation.

11 Security deposit – amount deposited, in the form of cash or securities, to guarantee payments between designated operators.

12 Payee – natural or legal person designated by the sender as the beneficiary of the **postal payment order**.

13 Third currency – intermediate currency used in cases of non-convertibility between two currencies or for clearing/settlement of accounts.

14 **User due diligence** – general obligation on the part of designated operators, comprising the following duties:

14.1 identifying users;

- 14.2 identifying the beneficial owner and taking such reasonable measures to verify the identity of the beneficial owner as are provided for in international standards on combating money laundering, terrorist financing and financing of the proliferation of weapons of mass destruction;**
- 14.3 understanding and, when required,** obtaining information on the purpose of the postal payment order;
- 14.4** monitoring postal payment orders;
- 14.5** checking that the information concerning users is up to date;
- 14.6** reporting suspicious transactions to the competent authorities.
- 15 Electronic data relating to postal payment orders **and other postal financial services** – data transmitted by electronic means, from one designated operator to another, relating to the execution of postal payment orders **and other postal financial services**, inquiries, alteration or correction of addresses, or reimbursement; these data are either entered by designated operators or generated automatically by their information system, and indicate a change in the status of **these orders or services**.
- 16 Personal data – personal information needed in order to identify the sender or the payee.
- 17 Postal data – data needed for the routing and tracking of a postal payment order or for statistical purposes, as well as for the centralized clearing system.
- 18** Sender – natural or legal person that gives the designated operator the order to execute a postal payment service in accordance with **this Agreement and its Regulations**.
- 19** Terrorist financing – covers the financing of acts of terrorism, of terrorists and of terrorist organizations.
- 20 UPU Interconnection Platform (UPU-IP) – the Union’s central exchange system and unique reference database for postal payment orders and other financial services.**
- 21 Users’ funds – sums delivered by the sender to the issuing designated operator in cash, or debited to the sender’s account written up in the books of the issuing designated operator, or by any other secure method of electronic banking, placed at the disposal of the issuing designated operator or any other financial operator by the sender, to be paid to a payee specified by the sender in accordance with the present Agreement and its Regulations.
- 22 COD (cash-on-delivery) money order – operational term used to designate a postal payment order **issued** in exchange for the delivery of a COD **item**.
- 23 Currency of issue – currency of the country of destination or third currency authorized by the destination country in which the postal payment order is issued.
- 24 Issuing designated operator – designated operator which transmits a postal payment order to the paying designated operator, in accordance with **this Agreement and its Regulations**.
- 25 Paying designated operator – designated operator responsible for executing the postal payment order in the destination country, in accordance with **this Agreement and its Regulations**.
- 26 Postal payment order – general term referring to money orders in cash, outpayment and inpayment money orders, and postal account transfers, as defined in article 1.**
- 27** Validity period – period of time during which the postal payment order may be executed or cancelled.
- 28** Service access point – physical or virtual place where the user may deposit or receive a postal payment order.
- 29** Remuneration – sum owed by the issuing designated operator to the paying designated operator for payment to the payee.
- 30** Revocability – the ability of the sender to recall his postal payment **order up** to the moment of payment, or at the end of the validity period if payment has not been made.

- 31** Counterparty risk – risk that one of the parties to a contract will default, leading to loss or liquidity risk.
- 32** Liquidity risk – risk that a settlement system participant or a counterpart is temporarily unable to fulfil an obligation in its entirety at the required time.
- 33** Reporting of suspicious transaction – obligation of the designated operator, based on the national legislation and **international standards for combating money laundering, terrorist financing and the financing of the proliferation of weapons of mass destruction**, to provide its **financial intelligence unit** with information on suspicious transactions.
- 34** Track and trace – system that enables the progress of postal payment order to be monitored and its location and status to be identified at any time.
- 35** Price – amount paid by the sender to the issuing designated operator for a postal payment service.
- 36** Suspicious transaction – single or repeated postal payment order or request for reimbursement relating to a postal payment order linked to a money-laundering or terrorist financing offence.
- 37** User – natural or legal person, sender or payee, that uses the postal payment services in accordance with the present Agreement.
- 38** **Financing the proliferation of weapons of mass destruction – provision or collection of any funds, resources, or other services for the development, production, acquisition, accumulation, storage, sale and use of nuclear, chemical, biological and other types of weapons of mass destruction, materials, and equipment that can obviously be used in their creation.**

#### Article 3

Designation of the entity or entities responsible for fulfilling the obligations arising from adherence to this Agreement

- 1 Member countries shall notify the International Bureau, within six months of the end of Congress, of the name and address of the governmental body responsible for providing governmental regulation and oversight related to the provision of postal payment services.
- 2 Within six months of the end of Congress, member countries shall also provide the International Bureau with the name and address of the operator(s) officially designated to operate **at least one of** the postal payment services **as set out in articles 1.1 and 1.2** by means of its (their) **network(s)**, and to fulfil the obligations arising from the Acts of the Union on their territories.
- 3 In the absence of such notification within the prescribed six-month period, the International Bureau shall send a reminder to the member country.
- 4 Between Congresses, changes concerning the governmental bodies and the officially designated operators shall be notified to the International Bureau as soon as possible.
- 5 Designated operators shall provide the postal payment services in accordance with the present Agreement.

#### Article 4

Functions of member countries

- 1 Member countries shall take the necessary steps towards ensuring the continuity of the postal payment services in the event of default by their designated operator(s), without prejudice to the liability of that (those) operator(s) towards other designated operators by virtue of the Acts of the Union.

- 2 In the event of the default of its designated operator(s), the member country shall inform, through the International Bureau, the other member countries party to the present Agreement:
  - 2.1 of the suspension of its postal payment services, with effect from the date indicated and until further notice;
  - 2.2 of the measures taken to re-establish its services under the responsibility of any new designated operator.

#### Article 5

##### Exceptional provision of postal payment services by authorized wider postal sector players

- 1 Without prejudice to the subcontracting possibility outlined in article 6.4, member countries: i) where the entire spectrum of postal payment services as defined in article 1 is not provided by their designated operator(s); or ii) facing the default situation referred to in article 4, shall have the possibility of authorizing the engagement, by designated operators, of wider postal sector players (hereinafter "WPSPs") to participate in the interconnection and/or operation of postal payment services, with the aim of fostering financial inclusion and further enabling the interoperability of an international postal payment services network.
  - 1.1 Member countries shall ensure that their authorizations for the operation of any postal payment services operated by WPSPs require WPSPs to comply with the relevant provisions of this Agreement relating to postal payment services and shall ensure that such authorizations require the WPSP to comply with any relevant Union requirement for licensing arrangements to operate under the PosTransfer collective brand.
  - 1.2 The identification of WPSPs by member countries shall be in accordance with the parameters defined in paragraph 1 (subject to the detailed operational criteria defined by the relevant body established under the Postal Operations Council).
  - 1.3 The International Bureau shall be responsible for preparing the list of member countries in which WPSPs may be authorized to operate, as well as the list of authorized WPSPs. This list shall be updated by the International Bureau **as soon as possible after the occurrence of any change to it** and communicated by circular to all member countries.
- 2 The exercise of the possibility outlined in paragraph 1 shall be subject to the national legislation or policy of the member country in which the WPSP is established. In this regard, and without prejudice to the designation obligations contained in article 3, member countries shall guarantee the continued fulfilment of their obligations under the PPSA.
  - 2.1 Subject to the criteria referred to above, any licensing application concerning a WPSP shall be addressed to the member country where the WPSP intends to perform activities related to the interconnection or operation of postal payment services. In this regard, a WPSP may operate in several member countries provided that it is eligible and has been authorized to do so by the governmental authority of the member country concerned.
  - 2.2 Any authorization formally granted by a member country to a WPSP shall be limited in time and without prejudice to the possibility for the member country to revoke such an authorization should the conditions outlined in paragraph 1 no longer be met.
  - 2.3 For the purposes of paragraph 1.3 above, a copy of the aforementioned member country authorization of a WPSP (and any relevant documentation associated therewith) shall be provided without delay to the International Bureau.
- 3 **Destination member countries not authorizing the acceptance of postal payment orders from a WPSP on their territory shall so inform the International Bureau within four weeks upon receipt of the relevant circular from the International Bureau as referred to in paragraph 1.3.**
- 4 Member countries shall inform the International Bureau on their policies with regard to postal payment orders transmitted through and/or received from WPSPs. Such information shall be made available on the Union's website.

5 Nothing in this article shall be construed to imply that WPSPs are in the same situation as designated operators of the member country concerned under the Acts of the Union, nor impose a legal obligation on other member countries to recognize such WPSPs as designated operators for the purposes of this Agreement.

6 In order to ensure compliance with the provisions of this article, member countries shall agree to make any authorizations they provide to WPSPs to participate in the interconnection and/or operation of postal payment services conditional on a requirement that the WPSPs consent that their activities relevant to this Agreement may be subject to periodic audits to be conducted by the International Bureau, as per the relevant procedures defined in the Regulations.

#### Article 6

##### Operational functions

1 Member countries shall ensure that their designated operators and authorized WPSPs referred to in article 5 are responsible for the execution of postal payment services vis-à-vis other operators and users.

2 They shall be accountable for risks such as operational risks, liquidity risks, and counterparty risks, in accordance with the national legislation.

3 In order to implement the postal payment services whose provision is entrusted to the designated operators and authorized WPSPs referred to in § 1, member countries shall ensure that such entities conclude bilateral or multilateral agreements with other designated operators and authorized WPSPs of their choice.

4 Without prejudice to the foregoing obligations, a designated operator shall have the possibility of subcontracting, in part, the interconnection and operation of the postal payment services, defined herein as entrusted by its member country, to other entities contractually bound with that designated operator and in accordance with national legislation. In this regard, the designated operator shall guarantee the continued fulfilment of its obligations in accordance with the present Agreement and be fully responsible for all its relations with designated operators of other member countries and with the International Bureau.

#### Article 7

##### Ownership of postal payment services funds

**Any** sum of money, given in cash or debited to an account for the execution of a postal payment order, shall belong to the sender until such time as it is paid to the payee or credited to the payee's account, except in the case of COD money orders, **as set out in the Regulations**.

#### Article 8

##### Prevention of money laundering, terrorist financing and financial crime

1 Designated operators shall take all necessary steps to fulfil their obligations stemming from national and international legislation aimed at combating money laundering, terrorist **financing, financing the proliferation of weapons of mass destruction** and financial crime.

2 The Regulations shall set out the detailed obligations of designated operators with respect to the implementation of their respective programmes to combat money laundering, terrorist financing, **financing the proliferation of weapons of mass destruction** and financial crime.

#### Article 9

##### Confidentiality and use of personal data

**Member** countries and their designated operators shall ensure the confidentiality and security of personal data in accordance with national legislation and, where applicable, international obligations, and the Regulations.

## Chapter II

### General principles and quality of service

#### Article 10

##### General principles

- 1 Accessibility via the network and financial inclusion
  - 1.1 The postal payment services shall be provided by the designated operators **and, if so authorized, WPSPs** via their network(s) and/or via any other partner network in order to ensure accessibility to these services for the greatest number, and with a view to ensuring access to, and use of, a wide range of affordably priced postal payment services.
  - 1.2 All users shall have access to postal payment services regardless of any contractual or commercial relationship existing with the designated operator.
- 2 Separation of funds
  - 2.1 Users' funds shall be ring-fenced. These funds and the flows that they generate shall be separate from operators' other funds and flows, particularly their own funds.
  - 2.2 Settlements relating to remuneration between designated operators are separate from settlements relating to users' funds.
- 3 Currency of issue and currency of payment in respect of postal payment orders
  - 3.1 The amount of the postal payment order shall be expressed and paid in the currency of the destination country or in any other currency authorized by the destination country.
- 4 Non-repudiability
  - 4.1 The transmission of postal payment orders by electronic means shall be subject to the principle of non-repudiability, in the sense that the issuing designated operator shall not question the existence of these orders and the paying designated operator shall not deny receipt of the orders, insofar as the message conforms to the applicable technical standards.
  - 4.2 The non-repudiability of electronic postal payment orders shall be ensured by technological means, regardless of the system used by the designated operators.
- 5 Execution of postal payment orders
  - 5.1 Postal payment orders transmitted between designated operators must be executed, subject to the provisions of the present Agreement and the national legislation.
  - 5.2 In the designated operators' network, if both member countries use the same currency, the sum delivered to the issuing designated operator by the sender shall be the same as the sum paid to the payee by the paying designated operator. If the currency is not the same, the sum shall be converted on the basis of an established exchange rate upon issue and/or payment, as appropriate.
  - 5.3 Payment in cash to the payee shall not be conditional on receipt by the paying designated operator of the corresponding funds from the sender. It shall be made subject to the fulfilment by the issuing designated operator of its obligations towards the paying designated operator regarding instalments, settlement via the centralized clearing and settlement system, the settlement of monthly accounts or the provision of a liaison account.
  - 5.4 Payment into the payee's account by the paying designated operator shall be conditional on receipt of the corresponding funds from the sender, to be made available by the issuing designated operator to the paying designated operator. These funds may come from the centralized clearing and settlement system or from the liaison account of the issuing designated operator.
- 6 **Pricing**
  - 6.1 The issuing designated operator shall set the price of postal payment services.

7 Exemption from charges

7.1 The provisions of the Universal Postal Convention concerning exemption from postal charges on postal items intended for prisoners of war and civil internees shall apply to the postal payment service items for this category of payee.

8 Remuneration of the paying designated operator

8.1 The paying designated operator shall be remunerated by the issuing designated operator for the execution of postal payment orders.

**8.2** The Regulations shall specify the **conditions** to be applied **for the settlement** of remuneration **to** the paying designated operator.

9 Intervals for settlement between designated operators

9.1 The frequency of settlement between designated operators of sums paid or credited to a payee on behalf of a sender may be different from that in respect of the settlement of remuneration between designated operators. Sums paid or credited shall be settled at least once a month.

10 Obligation to inform users

10.1 Users shall be entitled to the following information, which shall be published and made available to all senders: conditions covering the provision of postal payment services, prices, charges, exchange rates and arrangements, conditions of implementation of liability, and the addresses of information and inquiry services.

10.2 Access to this information shall be provided free of charge.

Article 11

**Quality** of service

**The** Postal Operations Council shall define and update the quality of service objectives, elements and standards for electronic postal payment services.

Article 12

**Collective mark**

**The PosTransfer collective mark shall be associated with the operation of the electronic postal payment services defined herein, in accordance with the relevant conditions set forth in the Regulations.**

Chapter III

Principles for electronic data interchange

Article 13

Interoperability

1 Networks

1.1 In order to exchange the data needed to execute electronic postal payment services, as well as to ensure due reporting and quality of service monitoring by the Union, designated operators shall have their systems and associated networks connected to the **UPU-IP**, thus ensuring the interoperability of electronic postal payment services in accordance with this Agreement.

1.2 Without prejudice to § 1.1 above, the Union may also develop, and provide designated operators and eligible WPSPs (as referred to in article 5) with, a centralized platform (and associated centralized database) aimed at enabling interconnection between postal payment services and other financial or payment services not covered by this Agreement, on the basis of open and interoperable standards and subject to any relevant operational and technical parameters (including without limitation the requirements set forth in article 8) as further defined by the Union.

- 1.2.1 Use of the **UPU-IP** for the exceptional purpose of interconnection with other financial or payment services not covered by this Agreement (including any in-payment or out-payment modalities associated thereto) shall be under the sole responsibility of the designated operators and eligible **WPSPs** concerned. In this regard, the Union shall not assume any liability for the operation of services not covered by this Agreement, whose scope shall remain beyond the postal payment services perimeter of interconnection referred to herein.

#### Article 14

##### Ensuring the security of electronic exchanges

- 1 Designated operators shall be responsible for the proper functioning of their equipment.
- 2 The electronic transmission of data shall be made secure in order to ensure the authenticity and integrity of the data transmitted.
- 3 Designated operators shall make transactions secure, in accordance with international standards.

#### Article 15

##### Track and trace

**The UPU-IP shall constitute the unique reference database for verifying the status of each electronic postal payment order at any point in time. Accordingly, the systems used by designated operators shall synchronize with the UPU-IP for the performance of any operations on electronic postal payment orders.**

## Part II

### Rules governing the postal payment services

#### Chapter I

##### Processing of postal payment orders

#### Article 16

##### Deposit, entry and transmission of postal payment orders

- 1 The conditions for depositing, entering and transmitting postal payment orders are set out in the Regulations.
- 2 The period of validity for postal payment orders may not be extended and is set in the Regulations.

#### Article 17

##### Checking and release of funds

- 1 After confirming the payee's identity in accordance with national legislation and the accuracy of the information the payee has provided, as well as due compliance with any relevant provisions on the prevention of money laundering, terrorist financing, **financing of proliferation of weapons of mass destruction** and financial crime, the designated operator shall make the payment in cash. For an inpayment **money** order or a **postal account** transfer, this payment shall be credited to the payee's account.
- 2 The time limits for release of the funds shall be established in the bilateral and multilateral agreements between designated operators.

**Article 18**

Maximum amount

Designated operators shall inform the International Bureau of the Universal Postal Union of the maximum amounts for sending or receipt set according to their national legislation.

**Article 19**

Reimbursement

1 Extent of reimbursement

1.1 Reimbursement within the framework of the postal payment services shall cover the full amount of the postal payment order in the currency of the issuing country **as set out in the Regulations**.

**Chapter II**

**Inquiries and liability**

**Article 20**

Inquiries

**Inquiries** shall be entertained within a period of six months from the day after that on which the postal payment order was accepted, **as set out in the Regulations**.

**Article 21**

Liability of designated operators with regard to users

**The issuing designated operator shall be accountable for the funds handed over at the counter or debited to the user's account as set out in the Regulations.**

**Article 22**

Obligations and liability of designated operators to each other

1 Each designated operator shall be liable for its own errors.

2 The conditions and extent of liability are set out in the Regulations.

**Article 23**

Non-liability of designated operators

1 Designated operators shall not be liable:

1.1 in cases of delay in the execution of the **service, if it is not their fault**;

1.2 when they cannot account for the execution of a postal payment order owing to the destruction of postal payment service data by force majeure, unless proof of their liability is otherwise produced;

1.3 when the damage has been caused by the fault or negligence of the sender, particularly concerning his responsibility to provide correct information in support of his postal payment order, including the fact that the funds remitted are from a legitimate source and that the postal payment order is for a legitimate purpose;

1.4 if the funds remitted are seized;

1.5 in the case of prisoner-of-war or civilian internee funds;

1.6 when the user has made no inquiry within the period set in the present Agreement;

1.7 when the time allowed for recourse in respect of postal payment services in the issuing country has expired.

**Article 24**

## Reservations regarding liability

No reservations may be made to the provisions regarding liability prescribed in articles 20 to 22, other than in case of a bilateral agreement.

**Chapter III****Financial relations****Article 25**

## Accounting and financial rules

## 1 Accounting rules

1.1 Designated operators shall comply with the accounting rules defined in the Regulations.

## 2 Preparation of monthly and general accounts

2.1 The paying designated operator shall prepare for each issuing designated operator a monthly account showing the sums paid for postal payment orders. The monthly accounts shall be incorporated, at the same intervals, in a general offset account including instalments and giving rise to a balance.

## 3 Instalment

3.1 In case of an imbalance in exchanges between designated operators, an instalment shall be paid by the issuing designated operator to the paying designated operator, at least once a month, at the beginning of the settlement period. In cases where increasing the frequency of settlement of exchanges reduces the period to less than a week, operators can agree to waive this instalment.

## 4 Concentration account

4.1 In principle, each designated operator shall have one concentration account for users' funds. These funds shall be used solely for settling postal payments paid to the payees or for reimbursing non-executed postal payment orders to senders.

4.2 Any instalments paid by the issuing designated operator shall be credited to the concentration account for the paying designated operator. These instalments shall be used exclusively for payments to payees.

## 5 Security deposit

5.1 The payment of a security deposit may be required in accordance with the conditions provided for in the Regulations.

**Article 26**

## Settlement and clearing

## 1 Centralized settlement

1.1 Unless otherwise bilaterally agreed as per paragraph 2, settlements of electronic postal payment services between designated operators shall pass through the Union's central clearing house, in accordance with the procedures set out in the Regulations, and be carried out from the designated operators' concentration accounts.

## 2 Bilateral settlement

2.1 Billing on the basis of the general account balance

2.1.1 Designated operators that are not members of the centralized clearing system, or that are settling **letter-post postal payment orders**, may settle accounts on the basis of the balance of the general account.

2.2 Liaison account

- 2.2.1 Where designated operators have a giro institution, they may each open a liaison account by means of which shall be settled their mutual debts and claims resulting from postal payment services.
- 2.2.2 Where the paying designated operator does not have a giro system, the liaison account may be opened with another financial institution.
- 2.3 Currency of settlement
- 2.3.1 Settlements shall be carried out in the currency of the destination country or in a third currency agreed between the designated operators.

## **Part III**

### **Optional services**

#### **Article 27**

##### **Postal financial services**

**1 Subject, by analogy, to the provisions under article 3, each member country may also ensure, *inter alia*, that the following international postal financial services are offered or accepted by electronic means on its territory:**

- 1.1 Savings and accounts;**
- 1.2 Bill collection and payments;**
- 1.3 Social payments;**
- 1.4 Government payments;**
- 1.5 Mobile payments and electronic wallets.**

## **Part IV**

### **Transitional and final provisions**

#### **Article 28**

##### **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 should endeavour, as far as possible, to conform to the opinion of the majority. Reservations shall be made only in cases of absolute necessity, and shall be duly justified.
- 3 Any reservation to an article of the present Agreement 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, any proposal 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 Agreement shall be inserted in its Final Protocol on the basis of proposals approved by Congress.

**Article 29**

## Final provisions

- 1 The Convention shall be applicable, where appropriate, by analogy, in all cases not expressly governed by this Agreement.
- 2 Article 5 of the Constitution shall not apply to this Agreement.
- 3 Conditions for approval of proposals concerning this Agreement and the Regulations
  - 3.1 To become effective, proposals submitted to Congress relating to this Agreement must be approved by a majority of the member countries present and voting which are parties to the Agreement and which have the right to vote. At least half of these member countries represented at Congress and having the right to vote shall be present at the time of voting.
  - 3.2 To become effective, proposals relating to the Regulations of the present Agreement must be approved by a majority of the members of the Postal Operations Council which are present and voting, which have the right to vote, and which are signatories or have acceded to the Agreement.
  - 3.3 To become effective, proposals introduced between two Congresses relating to this Agreement must obtain:
    - 3.3.1 two thirds of the votes, with at least one half of the member countries which are parties to the Agreement and have the right to vote having taken part in the vote, if they involve the addition of new provisions;
    - 3.3.2 a majority of the votes, with at least one half of the member countries which are parties to the Agreement and have the right to vote having taken part in the vote, if they involve amendments to the provisions of this Agreement;
    - 3.3.3 a majority of the votes, if they involve interpretation of the provisions of this Agreement.
  - 3.4 Notwithstanding the provisions under 3.3.1, any member country whose national legislation is as yet incompatible with the proposed addition may, within 90 days from the date of notification of the latter, make a written declaration to the Director General of the International Bureau stating that it is unable to accept this addition.

**Article 30**

## Entry into force and duration of the Postal Payment Services Agreement

This Agreement shall come into force on 1 July 2022 and shall remain in force for an indefinite period.

In witness whereof, the plenipotentiaries of the governments of the member countries have signed this Agreement in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each party by the International Bureau of the Union.

Done at Abidjan, 26 August 2021.



## Final Protocol to the Postal Payment Services Agreement

At the moment of proceeding to signature of the Postal Payment Services Agreement concluded this day, the plenipotentiaries of the governments of the member countries have agreed the following:

### Article I

#### Scope of the Agreement

Notwithstanding article 1, Viet Nam reserves the right to provide the COD money order service on its territory.

### Article II

#### Operational functions

1 With reference to article 6.4 and in application of articles 3 and 4 of the Postal Payment Services Agreement, any operator designated by France shall open postal payment services only with operators of member countries that are signatories to the Agreement.

2 In cases where one of these operators is not a designated operator, it shall only be able to pay orders received from the French designated operator. To conclude an exchange contract with a French designated operator, this operator shall first provide a copy of the declaration of its participation in the exclusive execution of postal payment service orders, made to the competent authorities of the member country concerned, which may, at its discretion, combine it with an authorization.

3 These same provisions shall apply reciprocally on the national territory of France to any operator in France wishing to enter into a partnership exclusively with designated operators of other member countries that are signatories to the Postal Payment Services Agreement.

In witness whereof, the plenipotentiaries of the governments of the member countries have drawn up this Protocol which shall have the same force and the same validity as if its provisions were inserted in the text of the Postal Payment Services Agreement itself, and they have signed it in a single original which shall be deposited with the Director General of the International Bureau. A copy thereof shall be delivered to each member country by the International Bureau of the Union.

Done at Abidjan, 26 August 2021.