

About the Universal Postal Congress

The Universal Postal Congress is the supreme decision-making body of the Universal Postal Union (UPU) – the United Nations specialized agency responsible for global postal cooperation. The Universal Postal Congress – also known simply as the Congress – meets each four years to decide on a strategy and work programme for the following four-year cycle, as well as international rules governing mail exchanges. The Congress is also responsible for electing a Director General and Deputy Director General to lead the UPU secretariat over those four years, as well as members of the two bodies responsible for implementing and monitoring the decisions of the Congress: the Council of Administration (CA) and the Postal Operations Council (POC).

Who attends the Congress?

Plenipotentiaries from the UPU's 192 member countries are invited to take part in the discussions and decision-making process. This includes accredited representatives from postal ministries, regulators and designated postal operators, including high-level representatives such as Ministers and CEOs.

Observers and ad hoc observers are also invited to attend the Congress:

- Observers
 - o The United Nations (UN), including its individual programmes and funds
 - o Restricted postal unions
 - o Members of the UPU Consultative Committee
 - o Entities authorized to attend Union meetings as observers by virtue of a resolution or decision of Congress (in this case, African Union, European Union, League of Arab States and Palestine)
- Ad hoc observers, when in the interest of the Union or the work of the Congress and as agreed by the UPU's Councils (Council of Administration and Postal Operations Council) and the Secretary General, may be invited to attend specific Congress meetings. They may include:
 - o Specialized agencies of the UN or other intergovernmental organizations
 - o International organizations
 - o Associations
 - o Enterprises
 - o Qualified persons

Where and when will the Congress take place?

Congress is typically hosted by a member country of the UPU. In this case, United Arab Emirates is the host.

The 28th Universal Postal Congress will take place in Dubai, United Arab Emirates, between 8 and 19 September 2025. It will be held at the Dubai World Trade Center, Zaabeel Halls.

Why is it important?

As the only UPU decision-making forum that includes all 192 members, Congresses strengthen the multilateral frameworks that bind the UPU network, ensuring that they are modernized in line with changing market needs.

This Congress comes at a critical time, as the UPU's postal network grapples with losses in postal volumes that have increased pressure on designated postal operators' ability to fulfil their universal service obligation – the commitment by UPU member countries to provide basic postal services to all citizens, regardless of location, at affordable prices.

This Congress will review proposals that seek to position the UPU's postal network as the delivery service provider of choice, particularly for e-commerce sellers and customers. There are also proposals that will strengthen the network's role as an inclusive essential services provider to billions worldwide.

The Congress also provides a singular forum for all member countries to decide the UPU's leadership and composition of its two other decision-making bodies over the next four years.

What is on the agenda?

With the above in mind, UPU member countries attending the Congress will discuss proposals related to:

- The UPU's Strategy and Business Plan for 2026-2029
- Modernizing postal products, ensuring they are adequately remunerated, and improving their associated quality of service in line with e-commerce customers' expectations
- Improving cybersecurity across the postal network
- Ensuring postal operators are resilient and prepared for the energy transition
- Promoting inclusion through the postal network
- Strengthening development cooperation to ensure the entire network is prepared to meet modern expectations

Elections of the Director and Deputy Director General

The Director General oversees the UPU's secretariat, the International Bureau, with the support of the Deputy Director General. Each position is limited to a maximum of two terms, with each term corresponding to the work period between ordinary Congresses.

Elections for the posts of Director General and Deputy Director General will take place consecutively by secret ballot during the Congress. Ballots will be held until there is a majority of votes in favour of one candidate, while the candidate with the least number of ballots in each round will be eliminated.

Those elected to the post of Director General and Deputy Director General will take up their duties on 1 January 2026, unless otherwise decided by the Congress.

The following candidates have been nominated to date:

- **Director General:** Masahiko Metoki (Japan), seeking re-election for a second term.
- **Deputy Director General:**
 - Marjan Osvald (Slovenia), seeking re-election for a second term.
 - Isaac Gnamba-Yao (Côte d'Ivoire).

Council of Administration elections

The Congress will also decide the membership of the UPU's supervisory body, the Council of Administration (CA), which is responsible for ensuring the continuity of work between Congresses.

The Congress host country, the United Arab Emirates, will automatically hold one seat and chair the CA. The Congress will elect the remaining 40 members, ensuring equitable geographic distribution across the UPU's five regions, including one seat reserved for Pacific small island developing states.

At least half of the council's membership should constitute new members, according to the UPU's General Regulations, with each country being limited to two consecutive membership terms. Member countries under automatic sanctions cannot be elected.

The election to determine the next members of the CA will take place during the Congress plenary session on 18 September 2025.

Member countries must submit their candidacy to the International Bureau no later than **11 September 2025**.

As of 2 September 2025, the following countries have submitted their candidacies for CA membership:

Geographical Region	Allocated Seats	Candidates
Group 1 – Western Hemisphere	8	Argentina (current CA member) Barbados Brazil Canada (current CA member) Chile (current CA member) Costa Rica El Salvador Peru (current CA member) United States of America (current CA member)
Group 2 – Eastern Europe and Northern Asia	5	Azerbaijan Belarus (current CA member) Bulgaria Czechia Poland Russian Federation (current CA member) Slovakia Ukraine
Group 3 – Western Europe	6	France (current CA member) Italy Norway Slovenia Türkiye
Group 4 – Southern Asia and Oceania	10	Australia Bangladesh (current CA member) Cambodia Fiji (Pacific small island developing state) India (current CA member) Indonesia Iran (Islamic Rep.) Japan Jordan (current CA member) Oman (current CA member) Rep. of Korea Saudi Arabia (current CA member) Thailand (current CA member)
Group 5 – Africa	11	Benin Cameroon (current CA member)

		Egypt (current CA member) Eswatini Ghana (current CA member) Madagascar (current CA member) Mali (current CA member) Morocco Nigeria (current CA member) Senegal Seychelles Uganda United Rep. of Tanzania (current CA member) Zimbabwe
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Postal Operations Council elections

The Postal Operations Council (POC) is responsible for operational, commercial, technical and economic questions concerning the postal service between Congresses.

Its 48 seats are designated among regions to ensure equitable geographic distribution, including one seat for Pacific small island developing states. According to the UPU's General Regulations, at least one third of members in each geographic group should be new, however, there is no limit on how many consecutive terms members can serve. Countries under automatic sanctions cannot be elected.

The election to determine the next members of the POC will take place during the Congress plenary session on 18 September 2025. Member countries must submit their candidacy to the International Bureau no later than **11 September 2025**.

The POC Chair, Vice-Chairs, and Committee Co-Chairs will be selected by POC member countries during the Council's first meeting, taking place immediately following the Congress and presided over by the Congress Chair.

As of 2 September 2025, the following countries have submitted their candidacies for POC membership:

Geographical Region	Allocated Seats	Candidates
Group 1 – Western Hemisphere	8	Argentina (current POC member) Barbados (current POC member) Brazil (current POC member) Canada (current POC member) Chile (current POC member) Colombia (current POC member) Cuba Guatemala Paraguay United States of America (current POC member) Uruguay (current POC member)
Group 2 – Eastern Europe and Northern Asia	6	Azerbaijan Belarus Bulgaria (current POC member) Georgia (current POC member) Poland (current POC member) Romania (current POC member)

		Russian Federation (current POC member) Serbia Ukraine
Group 3 – Western Europe	12	Austria (current POC member) Belgium (current POC member) Denmark Finland France (current POC member, candidate for POC Chair) Germany (current POC member) Italy (current POC member) Netherlands (Kingdom of the) (current POC member) Spain (current POC member) Switzerland (current POC member) Türkiye (current POC member) United Kingdom of Great Britain and Northern Ireland (current POC member)
Group 4 – Southern Asia and Oceania	11	Australia (current POC member) Cambodia China (current POC member) India (current POC member) Indonesia (current POC member) Japan (current POC member) Mongolia New Zealand Oman Rep. of Korea (current POC member) Samoa (Pacific small island developing state) Saudi Arabia (current POC member) Singapore (current POC member) Thailand United Arab Emirates (current POC member)
Group 5 – Africa	11	Algeria (current POC member) Benin Botswana Burkina Faso (current POC member) Cabo Verde Cameroon (current POC member) Côte d'Ivoire Egypt (current POC member) Kenya (current POC member) Madagascar (current POC member) Mali Morocco (current POC member) Nigeria (current POC member) Senegal (current POC member) Seychelles Tunisia (current POC member) United Rep. of Tanzania (current POC member)